# REQUEST FOR COUNCIL ACTION

Date: 11/30/15 Item No.: 13.b

Department Approval City Manager Approval

Cttyl K. mille

Para / Trugen

Item Description: Consider Adopting the 2016 Utility Rate Adjustments

#### BACKGROUND

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25 26 Over the past several months, City Staff has been reviewing the City's utilities operations to determine whether customer rate adjustments are necessary for 2016. The analysis included a review of the City's water, sanitary sewer, storm drainage, and curbside recycling operations.

The information presented below includes an analysis of these operations, some historical water usage information, and a series of rate comparisons with peer communities. Each of these are presented in separate sections.

# **Operational Review**

Staff's analysis of its utility operations included a review of the following:

- □ *Fixed* costs including personnel, supplies and maintenance, and other costs that are generally independent of the amount of water purchased or wastewater that is generated.
- □ *Variable* costs including the purchase of water from the City of St. Paul, water treatment costs paid to the Metropolitan Council, and recycling contractor costs paid to Eureka.
- □ Capital replacement costs.
- □ Customer counts and consumption patterns, rate structure, and rates.

Based on an analysis of these costs and customer consumption patterns, Staff is recommending a number of fee adjustments for 2016. The need for these adjustments are presented in greater detail in subsequent sections.

Based on Staff's recommendation, the estimated quarterly impact on a typical single-family home is shown in the following table.

Utility Rate Impact: Single Family Home								
<u>Service</u>		<u>2015</u>		<u>2016</u>		\$ Increase	% Increase	
Water - base fee		51.60		51.60		-		
Water - usage fee		33.75		33.75		-		
Sanitary Sewer - base fee		35.40		35.40		-		
Sanitary Sewer - usage fee		21.45		23.40		1.95		
Storm Sewer		12.00		12.35		0.35		
Recycling		5.50		5.60		0.10		
Total per Quarter	\$	159.70	\$	162.10		\$ 2.40	1.50%	
Avg. Water consumption (1,000 gals.)		15						
Avg. Sewer consumption (1,000 gals.)		13						

For 2016 a typical single-family home will pay an estimated \$162.10 per quarter, or \$54.03 per month. This is an increase of \$0.80 per month from 2015. More detailed information for each operating division can be found below.

# Water Operations

The City's water operation provides City customers with safe potable water, as well as on-demand water pressure sufficient to meet the City's fire protection needs. The following table provides a summary of the 2015 and 2016 (proposed) Budget excluding capital:

	2015 201		\$ Increase	% Increase
	Budget	Budget	(Decrease)	(Decrease)
Revenues				
Customer Charges	\$7,375,650	\$7,487,750	\$ 112,100	1.5%
Interest Earnings	-	1,000	1,000	0.0%
Total	\$7,375,650	\$7,488,750	\$ 113,100	1.5%
Expenses				
Personal Services	\$ 603,000	\$ 642,800	\$ 39,800	6.6%
Supplies & Materials	79,900	82,100	2,200	2.8%
Depreciation	600,000	600,000	-	0.0%
Other Services & Charges	5,839,750	5,793,850	(45,900)	-0.8%
Total	\$7,122,650	\$7,118,750	\$ (3,900)	-0.1%
Net Available for Capital	\$ 253,000	\$ 370,000		

For 2016, overall costs are expected to decline 0.1%. Costs associated with assigned personnel are expected to increase 6.6% which includes a 2% cost-of-living adjustment and a 5% increase for healthcare costs. It also includes additional monies for an intern position to avail more resources for the utility billing function. These added costs will be offset by a decline in water purchases and energy costs.

The single largest operating cost for the water operation is the purchase of wholesale water from the St. Paul Regional Water System. SPRWS Officials have informed us that there will not be an increase in the cost of purchasing wholesale water in 2016.

Because overall expenditures and scheduled capital improvements are largely unchanged, both the water base and usage fee can remain the same as it was in 2015.

# Sanitary Sewer Operations

The City maintains a sanitary sewer collection system to ensure the general public's health and general welfare. The following table provides a summary of the 2015 and 2016 (proposed) Budget excluding capital:

	2015	2016	\$ Increase	% Increase
	<u>Budget</u>	Budget	(Decrease)	(Decrease)
Revenues				
Customer Charges	\$4,839,515	\$5,032,745	\$ 193,230	4.0%
Interest Earnings	5,000	5,000	-	0.0%
Total	\$4,844,515	\$5,037,745	\$ 193,230	4.0%
Expenses				
Personal Services	\$ 432,000	\$ 469,200	\$ 37,200	8.6%
Supplies & Materials	48,900	50,200	1,300	2.7%
Depreciation	500,000	500,000	-	0.0%
Other Services & Charges	3,256,550	3,374,550	118,000	3.6%
Total	\$4,237,450	\$4,393,950	\$ 156,500	3.7%
Net Available for Capital	\$ 607,065	\$ 643,795		

For 2016, overall costs are expected to rise 3.7%. Costs associated with assigned personnel are expected to increase 8.6% which includes a 2% cost-of-living adjustment and a 5% increase for healthcare costs. It also includes additional monies for an intern position to avail more resources for the utility billing function.

The single largest operating cost to the sanitary sewer operation is the wastewater treatment costs paid to the Metropolitan Council Environmental Services Division (MCES). Based on projected sewer flows and treatment costs provided by the MCES, the budget for this category has been increased by \$110,000 and appears in the 'Other Services & Charges' category.

The added operating costs will require an increase in the sanitary sewer usage fee charged to customers. However, the base fee which is used to fund capital replacements can remain the same as it was in 2015.

# Storm Drainage Operations

The City provides for the management of storm water drainage to prevent flooding and pollution control, as well as the street sweeping program. The following table provides a summary of the 2015 and 2016 (proposed) Budget excluding capital:

		2015		\$ Increase		% Increase
		<u>Budget</u>	Budget	<u>(</u> [	Decrease)	(Decrease)
Re	evenues					
	Customer Charges	\$1,620,160	\$1,645,685	\$	25,525	1.6%
	Interest Earnings	30,000	35,000		5,000	16.7%
	Total	\$1,650,160	\$1,680,685	\$	30,525	1.8%
Ex	rpenses					
	Personal Services	\$ 380,000	\$ 397,600	\$	17,600	4.6%
	Supplies & Materials	81,000	83,500		2,500	3.1%
	Depreciation	510,000	510,000		-	0.0%
	Other Services & Charges	262,700	271,200		8,500	3.2%
	Total	\$1,233,700	\$1,262,300	\$	28,600	2.3%
Ne	et Available for Capital	\$ 416,460	\$ 418,385			

For 2016, overall costs are expected to rise 2.3%. Costs associated with assigned personnel are expected to increase 4.6% which includes a 2% cost-of-living adjustment and a 5% increase for healthcare costs. The added operating costs will require an increase in the stormwater fee charged to customers in 2016.

# **Recycling Operations**

 The recycling operation provides for the contracted curbside recycling pickup throughout the City and related administrative costs. The primary operating cost is the amounts paid to a contractor to pick up recycling materials.

The following table provides a summary of the 2015 and 2016 (proposed) Budget:

	2015		2016		\$ Increase		% Increase
	Budget		Budget		(Decrease)		(Decrease)
Revenues							
Base Fee Revenue	\$	309,200	\$	346,000	\$	36,800	11.9%
Usage Fee Revenue		-		-		-	0.0%
SCORE Grant		65,000		89,200		24,200	37.2%
Revenue Sharing		140,000		48,000		(92,000)	-65.7%
Interest Earnings		1,000		1,000		-	0.0%
Total	\$	515,200	\$	484,200	\$	(31,000)	-6.0%
Expenses							
Personal Services	\$	36,500	\$	36,800	\$	300	0.8%
Supplies & Materials		700		2,000		1,300	185.7%
Other Services & Charges		448,410		453,410		5,000	1.1%
Total	\$	485,610	\$	492,210	\$	6,600	1.4%
	_	• • • • •	_	(0.040)			
Net From Operations	\$	29,590	\$	(8,010)			

For 2016, overall costs are expected to rise 1.4%.

Under the existing contract, the City originally expected to receive an estimated \$140,000 annually in revenue sharing from Eureka Recycling. However, the volume of recycled materials while strong compared to other municipalities, has remained largely unchanged while at the same time the re-sale market for collected materials has proven to be less lucrative than previously estimated due to lower demand. Based on recent revenue sharing monies received, the City should expect only \$40,000 - \$55,000 in 2016.

The increased contractor costs and decline in revenue sharing dollars will require an increase in the recycling fee charged to customers in 2016.

# **Recommended Rates for 2016**

As noted above, a typical single-family home will pay \$162.10 per quarter, or \$54.03 per month under the recommended rates. The following tables provide a more detailed breakdown of the proposed rates.

	2015	2016	
Water Base Rate Category	<u>Rate</u>	<u>Rate</u>	<b>Comments</b>
Single-Family Residential	\$ 51.60	\$ 51.60	Standard SF rate
Single-Family Residential: Low-Income Discount	33.50	33.50	Standard SF rate x 0.65
Non-SF Residential (5/8" Meter)	51.60	51.60	Standard SF rate
Non-SF Residential (1.0" Meter)	64.50	64.50	Standard SF rate x 1.25
Non-SF Residential (1.5" Meter)	103.00	103.00	Standard SF rate x 2.00
Non-SF Residential (2.0" Meter)	193.50	193.50	Standard SF rate x 3.75
Non-SF Residential (3.0" Meter)	387.00	387.00	Standard SF rate x 7.50
Non-SF Residential (4.0" Meter)	774.00	774.00	Standard SF rate x 15.00
Non-SF Residential (6.0" Meter)	1,548.00	1,548.00	Standard SF rate x 30.00
	2015	2016	
Water Usage Rate Category	<b>Rate</b>	<u>Rate</u>	<b>Comments</b>
SF Residential: Up to 30,000 gals./qtr	\$ 2.25	\$ 2.25	Standard SF rate
SF Residential: Over 30,000 gals./qtr (winter rate)	2.50	2.50	Standard SF rate +10%
SF Residential: Over 30,000 gals./qtr (summer rate)	2.70	2.70	Standard SF rate +20%
Non-SF Residential (winter rate)	2.95	2.95	Standard SF rate +30%
Non-SF Residential (summer rate)	3.15	3.15	Standard SF rate +40%
Rates are per 1,000 gallons			

Company Program Ports Code	2015	2016	G
Sewer Base Rate Category	<u>Rate</u>	Rate	<u>Comments</u>
Single-Family Residential	\$ 35.40	\$ 35.40	Standard SF rate
Single-Family Residential: Low-Income Discount	23.00	23.00	Standard SF rate x 0.65
Multi-Family Residential (townhomes)	35.40	35.40	Standard SF rate x 1.00
Multi-Family Residential (apartments & condos)	24.90	24.90	Standard SF rate x 0.70
Non-SF Residential (5/8" Meter)	26.50	26.50	Standard SF rate x 0.75
Non-SF Residential (1.0" Meter)	53.00	53.00	Standard SF rate x 1.50
Non-SF Residential (1.5" Meter)	79.50	79.50	Standard SF rate x 2.25
Non-SF Residential (2.0" Meter)	124.00	124.00	Standard SF rate x 3.50
Non-SF Residential (3.0" Meter)	260.00	260.00	Standard SF rate x 7.25
Non-SF Residential (4.0" Meter)	515.00	515.00	Standard SF rate x 14.50
Non-SF Residential (6.0" Meter)	1,025.00	1,025.00	Standard SF rate x 29.00
Multi-family rate is per housing unit			

	2	2015	2	2016	
Sewer Usage Rate Category	1	Rate	]	Rate	<b>Comments</b>
Residential	\$	1.65	\$	1.80	Standard rate
Non-Residential		3.85		4.20	Standard rate x 2.30
Rates are per 1,000 gallons					

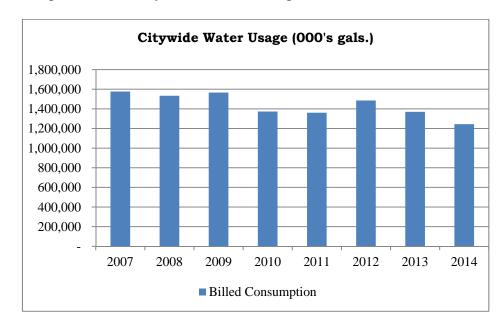
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	2015	2016	
Stormwater Base Rate Category	Rate	Rate	<b>Comments</b>
Single-Family Residential & Duplex	\$ 12.00	\$ 12.35	Standard SF rate
Multi-Family & Churches	92.75	95.55	Standard SF rate x 7.75
Cemeteries & Golf Course	9.30	9.30	Standard SF rate x 0.75
Parks	27.90	28.75	Standard SF rate x 2.35
Schools & Community Centers	46.45	46.45	Standard SF rate x 3.75
Commercial & Industrial	183.65	191.00	Standard SF rate x 15.50
Rates for single-family are per housing unit; all others a			

	:	2015	2	2016	
Recycling Rate Category		Rate	]	Rate	<b>Comments</b>
Single-Family	\$	5.50	\$	5.60	Standard rate
Multi-Family		5.50		5.60	Standard rate

# Water Usage History

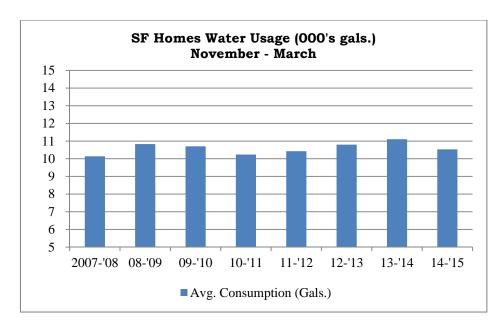
 The series of graphs presented below depict water customer consumption patterns over the past 8 years beginning with a depiction of the citywide water consumption.



As indicated in the graph, citywide consumption has generally been falling over the past 8 years - a 21% reduction since 2007. With aggregate data it's difficult to conclude whether water customers are modifying their behavior or if the volume is decreasing for other reasons such as the loss of high-water users (manufacturing, hotels, apartments, etc.) or higher summertime rainfall totals.

As we'll discuss further below, the average monthly summertime rainfall totals have increased somewhat since 2009, however during this same period the City has seen growth in housing units, retail establishments, and other commercial uses. The bottom line is that overall consumption has declined, while the City has grown.

The next graph depicts the average quarterly wintertime usage for single-family homes.

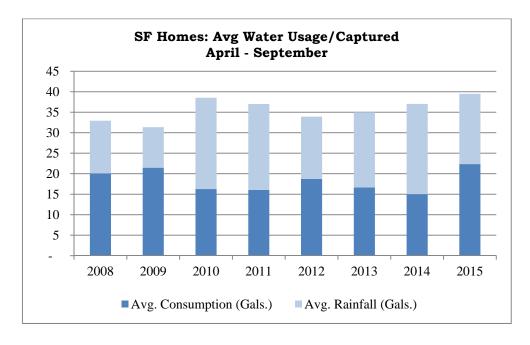


The average overall usage for single-family homes in the wintertime has remained largely unchanged since 2007 with a variance of only 1,000 gallons from year to year. During this same period, the water usage fee initially increased, then declined, and then increased again.

On the surface, the data suggests that customer behavior and consumption patterns were not influenced by changes in the water usage fees in either direction. This may have occurred because the financial incentive or penalty to modify a household's behavior was not large enough. Then again, it could mean that most households simply held to an established standard of personal hygiene, cleanliness, etc.

This seems to be evidenced when the water usage fee dropped from \$2.35 per thousand gallons in 2008 to \$1.85 in 2009 as part of an overall rate structure change. This effectively lowered the cost of consumption by 20%. Despite these favorable circumstances, household usage remained unchanged.

Finally, we can look at the average quarterly *summertime* usage for single-family homes.



In this instance, we need to also track rainfall totals because it can influence how much water households use for lawn & garden use. As the graph indicates, over the past 8 years the average overall usage/captured volume of water for single-family homes in the summertime ranged from 31,000 gallons per quarter to 39,000.

Not surprisingly, the data suggests that customer behavior and consumption patterns are directly influenced by rainfall. Clearly, customers reduced their summertime consumption during heavier rainfall periods. Changes in water usage fees didn't seem to be a factor on how much water was used. Once again, it appears that customers are making a conscious decision to maintain an established standard – in this case a healthy looking lawn and garden.

It should be noted that the 2015 consumption totals are skewed somewhat higher as discovered during the meter change-out program. Approximately 15% of all residential accounts had water usage that had previously gone unrecorded but was added back to the customer totals during this period.

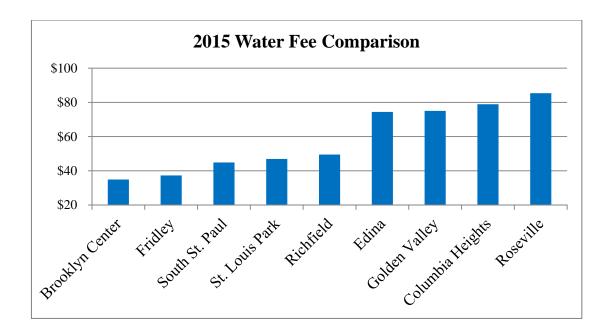
# Rate Comparisons

The graphs below depict a number of water and sewer rate comparisons with other peer communities. For this analysis, peer communities include 1st ring suburbs that serve a population between 18,000 and 50,000, and which are not simply an extension of a larger entity's system. This group was selected to try and approximate cities with stand-alone systems with similar age of infrastructure which can have a significant influence on the cost of water and sewer services.

It should be noted that broad comparisons only give a cursory look at how one community compares to another. One must also incorporate each City's individual philosophy in funding programs and services.

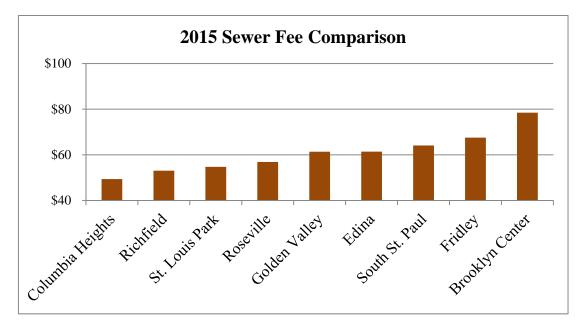
For example, Roseville does NOT utilize assessments to pay for water or sewer infrastructure replacements like many other cities do. Instead we fund infrastructure replacements 100% through the rates. As a result, Roseville's water and sewer rates are inherently higher when compared to a City that uses assessments to pay for improvements. Other influences on the rates include whether or not a community softens its water before sending it on to customers, and the extent in which communities charge higher rates to non-residential customers.

The following chart depicts the peer group comparison for combined *water* base rate and usage rate for a single-family home that uses 15,000 gallons per quarter.

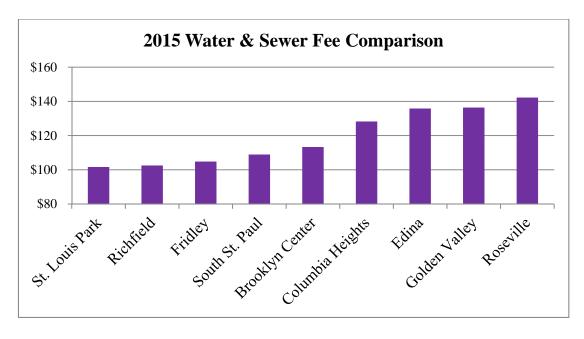


As is shown in the graph, Roseville's total water charge is the highest in the comparison group. Again, there are numerous circumstances and policy preferences that can lead to varying rates among cities. One of the primary reasons why Roseville's water rates are higher is due to the significant increase in infrastructure replacements in recent years, which unlike many other cities, are funded solely by the rates.

The following chart depicts the peer group comparison for combined *sewer* base rate and usage rate for a single-family home that uses 13,000 gallons per quarter.



In this comparison, Roseville sewer charges were less than the median. To get a broader perspective, the following chart depicts the combined *water and sewer* impact for a typical single-family home for the comparison group.

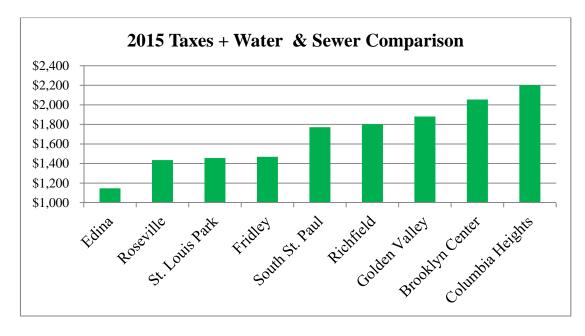


When combined, Roseville is approximately 19% above the average for the peer group.

However, it should be noted that most of the cities shown in the chart that have lower utility rates, happen to have much higher property tax rates. This is an important distinction because again, each City employs a different philosophy in how it funds the direct and indirect costs of providing services.

Roseville's philosophy is to ensure that all indirect costs are reflected in the water and sewer rates. This results in higher water and sewer rates. This also means that we don't have as many indirect costs being supported by the property tax or assessments.

This can be somewhat reflected in the graph below which combines property taxes and water & sewer fees for a typical single-family home.



As is shown in this graph, when looking at more comprehensive comparison that factors in a broader spectrum of needs and funding philosophies, Roseville has one of the lowest financial impacts on residents of the comparison group – approximately 13% <u>below</u> the peer average. Once again, we must also look at other factors and local preferences to determine whether there are other influences affecting property taxes and rates.

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Staff will be available at the Commission meeting to address any inquiries.

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#### POLICY OBJECTIVE

An annual review of the City's utility rate structure is consistent with governmental best practices to ensure that each utility operation is financially sound.

# 242 FINANCIAL IMPACTS

See above.

#### 244 STAFF RECOMMENDATION

Based on the increasing costs noted above, Staff is recommending rate adjustments as shown in the

246 attached resolution.

# REQUESTED COUNCIL ACTION

The Council is asked to consider adopting the attached resolution establishing the 2016 Utility Rates.

Prepared by: Chris Miller, Finance Director

Attachments: A: Resolution establishing the 2016 Utility Rates

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#### Attachment A

# EXTRACT OF MINUTES OF MEETING OF THE CITY COUNCIL OF THE CITY OF ROSEVILLE

\* \* \* \* \* \* \* \* \* \* \* \* \* \*

Pursuant to due call and notice thereof, a regular meeting of the City Council of the City of Roseville, County of Ramsey, Minnesota was duly held on the 30th day of November, 2015 at 6:00 p.m.

The following members were present: and the following were absent:

Member introduced the following resolution and moved its adoption:

RESOLUTION \_\_\_\_\_

# RESOLUTION ESTABLISHING THE 2016 UTILITY RATES

NOW, THEREFORE, BE IT RESOLVED, by the City Council of the City of Roseville, Minnesota, the water, sanitary sewer, storm drainage, and recycling rates are established for 2016 as follows:

Water Base Rate Category	2015 Rate	2016 <u>Rate</u>	<u>Comments</u>
Single-Family Residential	\$ 51.6		Standard SF rate
Single-Family Residential: Low-Income Discount	33.5	0 33.50	Standard SF rate x 0.65
Non-SF Residential (5/8" Meter)	51.6	0 51.60	Standard SF rate
Non-SF Residential (1.0" Meter)	64.5	0 64.50	Standard SF rate x 1.25
Non-SF Residential (1.5" Meter)	103.0	0 103.00	Standard SF rate x 2.00
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Non-SF Residential (3.0" Meter)	387.0	0 387.00	Standard SF rate x 7.50
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Non-SF Residential (6.0" Meter)	1,548.0	0 1,548.00	Standard SF rate x 30.00
	2015	2016	
Water Usage Rate Category	Rate	<u>Rate</u>	<b>Comments</b>
SF Residential: Up to 30,000 gals./qtr	\$ 2.2	5 \$ 2.25	Standard SF rate
SF Residential: Over 30,000 gals./qtr (winter rate)	2.5	0 2.50	Standard SF rate +10%
SF Residential: Over 30,000 gals./qtr (summer rate)	2.7	0 2.70	Standard SF rate +20%
Non-SF Residential (winter rate)	2.9	5 2.95	Standard SF rate +30%
Non-SF Residential (summer rate)	3.1	5 3.15	Standard SF rate +40%
Rates are per 1,000 gallons			

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	2015	2016	
Sewer Base Rate Category	<b>Rate</b>	Rate	<b>Comments</b>
Single-Family Residential	\$ 35.40	\$ 35.40	Standard SF rate
Single-Family Residential: Low-Income Discount	23.00	23.00	Standard SF rate x 0.65
Multi-Family Residential (townhomes)	35.40	35.40	Standard SF rate x 1.00
Multi-Family Residential (apartments & condos)	24.90	24.90	Standard SF rate x 0.70
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Non-SF Residential (4.0" Meter)	515.00	515.00	Standard SF rate x 14.50
Non-SF Residential (6.0" Meter)	1,025.00	1,025.00	Standard SF rate x 29.00
Multi-family rate is per housing unit			

	20	15	2	2016	
Sewer Usage Rate Category	Ra	<u>te</u>	I	Rate	<b>Comments</b>
Residential	\$	1.65	\$	1.80	Standard rate
Non-Residential		3.85		4.20	Standard rate x 2.30
Rates are per 1,000 gallons					

Stormwater Base Rate Category	2015 <u>Rate</u>	2016 <u>Rate</u>	<u>Comments</u>	
Single-Family Residential & Duplex	\$ 12.00	\$ 12.35	Standard SF rate	
Multi-Family & Churches	92.75	95.55	Standard SF rate x 7.75	
Cemeteries & Golf Course	9.30	9.30	Standard SF rate x 0.75	
Parks	27.90	28.75	Standard SF rate x 2.35	
Schools & Community Centers	46.45	46.45	Standard SF rate x 3.75	
Commercial & Industrial	183.65	191.00	Standard SF rate x 15.50	
Rates for single-family are per housing unit; all others a				

	2	2015	2	2016	
Recycling Rate Category	]	Rate		Rate	<b>Comments</b>
Single-Family	\$	5.50	\$	5.60	Standard rate
Multi-Family		5.50		5.60	Standard rate

The motion for the adoption of the foregoing resolution was duly seconded by member

and upon a vote being taken thereon, the following voted in favor thereof:

and the following voted against the same:

WHEREUPON, said resolution was declared duly passed and adopted.

State of Minnesota)

) SS

County of Ramsey)

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I, undersigned, being the duly qualified City Manager of the City of Roseville, County of Ramsey, State of Minnesota, do hereby certify that I have carefully compared the attached and foregoing extract of minutes of a regular meeting of said City Council held on the 30th day of November, 2015 with the original thereof on file in my office. WITNESS MY HAND officially as such Manager this 30h day of November, 2015. Patrick Trudgeon City Manager Seal