



City of Appleton

100 North Appleton Street
Appleton, WI 54911-4799
www.appleton.org

Meeting Agenda - Draft Joint Finance & Utilities Committee

Wednesday, June 1, 2022

6:00 PM

Council Chambers

1. Call meeting to order
2. Roll call of membership
3. **Public Hearings/Apearances**
4. **Action Items**

[22-0688](#) #5-R-22 Water Main Resolution

Attachments: [#5-R-22 Water Main Resolution.pdf](#)

[Memo - Resolution #5-R-22 Director Vandehey.pdf](#)

5. **Information Items**
6. Adjournment

Notice is hereby given that a quorum of the Common Council may be present during this meeting, although no Council action will be taken.

Reasonable Accommodations for Persons with Disabilities will be made upon Request and if Feasible.

#5-R-22
Water Main Resolution

Submitted By: Alderperson Doran, District 15

Date: April 20, 2022

Referred To: Department of Public Works

Whereas the City of Appleton as a local unit of government has a primary expectation to provide basic infrastructure and public safety services for the community and;

Whereas the City of Appleton is falling behind its goals and expectations for road and utility infrastructure, borrowing for roughly 80% of annual road projects and experiencing a near record amount of water main breaks in 2021, costing the city \$1.2 million dollars to fix, demonstrating an immense and necessary response to a problem that has been pushed off for too long and;

Whereas a 2019 consultant report outlined improvements to water utility infrastructure in Appleton, noting the city should replace more than 30 miles of water mains between 2020-2024, but has completed roughly just five miles so far and;

Whereas the city has roughly four miles of four inch water mains and 35 miles of six inch water mains remaining in service, as opposed to the eight inch water mains throughout the rest of the city that have been standard since at least the 1980s, creating a service equity issue and;

Whereas all of these examples should compel us as elected officials to take swift and immediate action to fund these critical services the city provides;

Therefore be it resolved to address this most basic of service equity issues, the Common Council directs the city staff to reallocate \$6 million in American Rescue Plan Act funds to the replacement of first, the remaining four inch water mains in the city and then six inch water mains to match the eight inch standard throughout the remainder of the city and;

Be it further resolved that wherever practical, locations where those water mains can be replaced in the terraces are prioritized over locations that will require corresponding street reconstruction, with the projects timed to meet the federal deadline for using ARPA funds.



MEMO

"...meeting community needs...enhancing quality of life."

TO: Finance Committee
Utilities Committee

FROM: Paula Vandehey, Director of Public Works *PAV*

DATE: May 12, 2022

SUBJECT: **Resolution #5-R-22 regarding the reallocation of ARPA funds to undersized watermain replacement.**

It is important to start first by acknowledging that we are not replacing as much infrastructure as we should be based on its age and condition. This underfunding was discussed as part of the 2022 Budget process. The controlling factor is not the Utility Budgets, but instead the General Fund Budget driven by declining municipal revenue when adjusted for inflation. In other words, we have capacity within the water, wastewater and stormwater budgets to replace the underground infrastructure, but do not have the corresponding capacity within the General Fund Budget to complete the pavement, sidewalk and driveway apron portions of the projects.

As part of the 2022 Budget process, the City held listening sessions to gather input on how we should allocate our \$14.9 million ARPA funds. Based on that feedback the Council approved spending the funds as shown on Page 71 of the 2022 Budget (Exhibit A attached). This Resolution requests a re-allocation of \$6 million of the \$8 million in American Rescue Plan Act funds to the replacement of undersized watermain.

Following are responses to questions we have received regarding this Resolution along with additional information we believe is relevant to the discussion.

- 1. What are the miles of undersized watermain remaining in the city?**
3.77 miles of 4" and smaller watermain
33.17 miles of 6" watermain
- 2. What is the estimated cost to replace those remaining miles of undersized watermain?**
\$3.6 million to replace 4" and smaller watermain
\$31.5 million to replace 6" watermain

3. How many miles of the undersized watermain could be replaced within the terrace without going into the street?

This is an unknown at this time as we will need to complete utility locates, survey and design for all 37 miles in order to accurately answer this question. Also, water services may need to be replaced at the same time the watermain is replaced which can only be done by excavating the street. (An example of a terrace watermain project with service replacement is attached as Exhibit B)

4. Are we already correlating street reconstruction with the presence of the undersized watermains whenever possible?

Yes. As shown on Exhibit C almost all of the 2022 Watermain Projects include replacing undersized watermain.

5. Is there any estimate of when we would complete the replacement of the undersized watermains under our current funding levels?

At our current rate we anticipate it will take another 20 years before all undersized watermains are replaced.

6. Can ARPA funds be used for the pavement replacement associated with the watermain relay projects?

Yes, the guidelines for these funds were expanded to include street reconstruction project costs.

7. How many streets would be affected in terms of being patched for a longer period of time than the standard year between underground utility work and pavement reconstruction?

It depends on how many miles of the undersized watermain can be relayed within the terrace area. Worst case is 37 miles of roadway (10% of our road network) would have long-term patches.

8. Are the sanitary sewer and storm sewer also in need of replacement on these same miles of street?

Yes, for the majority of the streets sanitary and/or storm also should be relayed.

9. Are there any concerns with material supply at this time?

Yes. We have been notified that hydrants and other components of watermain relay projects are 6 months out from time of order.

10. Assuming the \$6 million is reallocated to undersized watermain replacement, how soon would this project go out to bid?

Spring of 2023. Assuming there are no material supply shortages (though we are already experiencing shortages and long lead times in certain products), we would complete this work in 2023. Availability of materials would impact project timing, though it is not possible to predict duration of potential delays.

11. What factors go into prioritizing watermain projects?

The following factors are used to determine the priority of watermain projects:

- If the street is scheduled for reconstruction
- Age of the watermain. We have many miles of 8” watermain that is 90+ years old.
- Condition of the watermain. Watermain may be adequately sized and only 50 years old but has a long history of watermain breaks.
- Redundancy. Some streets do not have watermain and adding watermain along those streets improves circulation and provides redundancy to the network.

12. What are the options available to Council if these funds are reallocated to infrastructure?

- One option is to relay as much undersized watermain as possible and install permanent trench patching the following year. We estimate 6 miles of watermain could be replaced under this option.
- One option is to select a few projects and complete all underground utilities as well as pavement reconstruction. We estimate 1 mile of sanitary, storm, watermain and new pavement could be replaced under this option.

13. Did the Common Council have this information when it allocated the ARPA funds?

Yes. The watermain break log is shared at Utilities Committee monthly. We also discussed the need to prioritize infrastructure as part of the 2022 Budget process.

14. How does Appleton compare to similar municipalities as far as infrastructure maintenance goes?

According to the Water Research Foundation, communities in the United States average 25 main breaks per 100 miles per year. Since 2000, the City of Appleton has averaged approximately 25 main breaks per 100 miles per year (average of 95.5 main breaks per year 2000-2021).

However, the Water Research Foundation identifies the “optimized distribution failure frequency” at 15 breaks per 100 miles of watermain.

15. How does Appleton compare to similar cities on the amount of watermain replaced annually?

The industry standard is to replace 1% of your water infrastructure annually. For Appleton that would mean replacing 3.6 miles each year. In comparison we have been replacing 0.8% on an average annual basis.

However, because of our corrosive soils, pipe material and pipe age, our Water System Master Plan completed by AECOM in 2019 recommended replacing 6+ miles (1.7%) annually.

16. How many complaints has the city received about undersized mains?

Very few complaints are received from residents regarding undersized watermain. In fact, Fair Street is the only project currently in the 5-Year Plan based on complaints regarding undersized watermain.

17. Why doesn't the City just dedicate more General Fund money to infrastructure?

Although the Department of Public Works would advocate for more General Fund dollars to be allocated to street reconstruction, we understand that there are many competing interests for these funds. Allocating more funds to infrastructure means allocating fewer funds to other departments and programs. The budget process is the method by which the City Council prioritizes these competing interests.

18. How much does the city spend, on average, repairing watermain breaks?

On average, the city spends approximately \$1 million annually repairing main breaks.

19. Is the City in trouble with higher number of breaks this last 12 months?

City resources are allocated to watermain breaks as a high priority. Under current staffing and funding models, the city has been able to keep up with the greater-than-average number of main breaks this year. That being said, if staff is repairing a watermain break then they are not doing other routine maintenance such as exercising valves and flushing hydrants, nor proactively searching for leaking services and mains.

**CITY OF APPLETON 2022 BUDGET
SPECIAL REVENUE FUNDS**

ARPA (American Rescue Plan Act)

Business Unit 2800-2804

PROGRAM BUDGET SUMMARY

Description	Actual		Budget		
	2019	2020	Adopted 2021	Amended 2021	2022
Revenues					
421000 Federal Grants	\$ -	\$ -	\$ -	\$ -	\$ 7,445,920
471000 Interest on Investments	-	-	-	-	25,000
	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ 7,470,920</u>
Expenses					
610100 Regular Salaries	\$ -	\$ -	\$ -	\$ -	-
610200 Labor Pool Allocations	-	-	-	-	-
610500 Overtime	-	-	-	-	-
610800 Part Time	-	-	-	-	-
615000 Fringes	-	-	-	-	-
620100 Training/Conferences	-	-	-	-	-
630100 Office Supplies	-	-	-	-	-
631603 Other Misc. Supplies	-	-	-	-	-
632400 Medical/Lab Supplies	-	-	-	-	-
632700 Miscellaneous Equipment	-	-	-	-	-
659900 Other Contracts/Obligations	-	-	-	-	-
663000 Other Grant Payments	-	-	-	-	8,000,000
	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ 8,000,000</u>

DETAILED SUMMARY OF 2022 PROPOSED EXPENDITURES > \$15,000

Other Grant Payments*	
Early childhood development	\$ 1,500,000
Housing affordability	3,000,000
Local economic recovery	1,000,000
Social infrastructure, belonging & neighborhoods	1,000,000
Community wellness, mental health, & violence prevention	1,000,000
Arts, culture, & educational institutions	500,000
	<u>\$ 8,000,000</u>

*Note: These are prioritized allocation categories, however, specific programs, allocations, and process are yet to be defined. Specific spending will be subject to future Common Council approval.

For reference, ARPA expenditures approved in 2021 included:

	2021 Amended Budget
COVID-19 response	\$ 1,991,841
Lost revenue - Parking Utility	1,500,000
Lead service line replacement	1,000,000
Library - broadband access	2,000,000
Short-term community partners support	250,000
Consulting/Administrative support for 2022 projects	150,000
Total	<u>\$ 6,891,841</u>

CITY OF APPLETON 2022 BUDGET

WATER UTILITY

Distribution Capital Improvements

Business Unit 5370

PROGRAM BUDGET SUMMARY

Description	Actual		Budget		
	2019	2020	Adopted 2021	Amended 2021	2022
Expenses					
610100 Regular Salaries	\$ 110,244	\$ 54,125	\$ 166,387	\$ 166,387	\$ 139,139
610400 Call Time Wages	551	92	-	-	500
610500 Overtime Wages	7,941	9,816	-	-	9,000
610800 Part-Time Wages	351	296	4,600	4,600	3,346
630901 Shop Supplies	302	175	-	-	-
632503 Other Materials	1,692	3,643	-	-	-
632601 Repair Parts	1,114	6,798	-	-	-
640400 Consulting Services	30,343	65,932	76,500	136,005	10,000
640800 Contractor Fees	-	1,702	-	-	-
641500 Tipping Fees	-	15,414	-	-	-
642501 CEA Operations/Maint.	-	-	10,000	10,000	7,500
659900 Other Contracts/Obligation	-	175	-	-	-
680905 Water Mains	3,241,074	3,380,088	5,727,251	5,819,558	2,270,115
689900 Other Capital Outlay	(3,264,475)	(3,394,552)	-	-	-
Total Expense	\$ 129,137	\$ 143,704	\$ 5,984,738	\$ 6,136,550	\$ 2,439,600

DETAILED SUMMARY OF 2022 PROPOSED EXPENDITURES > \$15,000

	Street	From	To	Water Utility
Labor Pool				151,985
CEA				7,500
Miscellaneous	Permit; Misc.Fees; Training; Testing Mat'l, NOI, Railroad, Water			10,000
Construction	Surface Restoration - Due to 2021 Water CIP Excav.			43,850
	Subtotal			53,850
New Construction	Plamann Park	Phase 2		500,000
	French Rd	Broadway Dr	Broadway Dr (1700' n/o)	194,150
	Subtotal			694,150
Reconstruction (not related to paving)	Easement 6"	River Road	Bouten St	162,475
	Fair St 4"	Atlantic Street	Spring St	204,700
	Franklin St 6"	Appleton St	Oneida St	100,000
	WWTP	Weimar Ct	Newberry Ct	247,300
	Lead Service Line Replacement Citywide			250,000
	Subtotal			964,475
Reconstruction (prior to next year's paving)	Alvin St 4" & 6"	Wisconsin Ave	Marquette St	272,485
	Durkee St 6"	College Ave	Washington St	59,250
	Morrison St	College Ave	Washington St	135,905
	Reinke Ct - partial 6"	Kernan Ave	cds	100,000
	Subtotal			567,640
Transmission - New				
Total Water Construction				\$ 2,439,600