

**BOARD OF COUNTY COMMISSIONERS OF CITRUS COUNTY, FLORIDA**  
**Citrus County Courthouse**  
**Room 100, 110 N. Apopka Avenue, Inverness, FL 34450**

**AGENDA**

**June 8, 2021 9:00 AM**

<b>Scott Carnahan, Chair, District 4</b>	<b>Angela Vick, Clerk of the Circuit Court</b>
<b>Ronald E. Kitchen Jr., 1st Vice Chair, District 2</b>	<b>Charles R. Oliver, County Administrator</b>
<b>Ruthie Davis Schlabach, 2nd Vice Chair, District 3</b>	<b>Denise A. Dymond Lyn, County Attorney</b>
<b>Jeff Kinnard D.C., Commissioner District 1</b>	
<b>Holly L. Davis, Commissioner, District 5</b>	

**MISSION**

Citrus County Government is a value-driven organization dedicated to responsive citizen service by providing quality programs, services and facilities to build a strong community and promote the best quality of life for our citizens.

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All persons desiring to address the County Commission will be asked to limit their comments to the specific subject being discussed.

The Board gives citizens multiple opportunities for **PUBLIC INPUT**. All members of the public wishing to speak at the "Open To The Public" portion of a meeting will have three (3) minutes per person to make their request or presentation or five (5) minutes if they represent an organization with the appropriate documentation on file with the Clerk of Courts. If the request or presentation deals with a matter that requires investigation by County Staff, the Chairman will refer it to the County Administrator to follow-up with the person making the request.

Any person who decides to appeal any decision of the Governing Body with respect to any matter considered at this meeting will need a record of the proceedings and for such purpose may need to provide that a verbatim record of proceeding is made which record includes testimony and evidence upon which the appeal is to be based. (Section 286.0105 Florida Statutes)

Any person requiring reasonable accommodation at this meeting because of a disability or physical impairment should contact the County Administrator's Office, Lecanto Government Bldg., 3600 W. Sovereign Path, Suite 267, Lecanto, FL 34461 (352) 527-5210, TTY (352) 527-5312 at least two days before the meeting.

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**A. CALL TO ORDER**

**A.1. Invocation**

**A.2. Pledge of Allegiance**

**A.3. Roll Call**

**B. WORKSHOP PROPOSED STORMWATER MSBU**

**B.1. Workshop - Proposed Stormwater MSBU**

Conduct a public workshop on Tuesday, June 8, 2021, at 9:00 a.m. regarding the proposed Stormwater MSBU and receive policy direction from BOCC regarding:

- Notice to Proceed with Implementation
- Implementation Schedule
- Rates
- Funding Level
- § MSBU
- § MSTU
- Maximum Notice Rate
- Exemptions
- Government Parcels
- Institutional Tax-Exempt Parcels

**C. OPEN TO THE PUBLIC**

**D. UPCOMING MEETINGS**

1. Regular Meeting: **June 22, 2021 at 1:00 PM**, Citrus County Courthouse, Room 100, 110 N. Apopka Avenue, Inverness, FL 34450
2. Regular Meeting: **July 13, 2021 at 1:00 PM**, Citrus County Courthouse, Room 100, 110 N. Apopka Avenue, Inverness, FL 34450
3. Regular Meeting: **July 27, 2021 at 1:00 PM**, Citrus County Courthouse, Room 100, 110 N. Apopka Avenue, Inverness, FL 34450

**E. UPCOMING WORKSHOPS AND SPECIAL MEETINGS**

1. Workshop: Irrigation and Landscaping, June 22, 2021, 9:00 AM Citrus County Courthouse, Room 100, 110 N. Apopka Avenue, Inverness, FL 34450

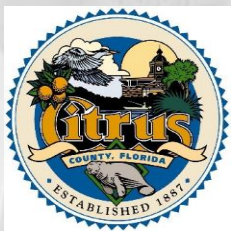
2. Workshop: Code Enforcement, June 22, 2021, 9:15 AM Citrus County Courthouse, Room 100, 110 N. Apopka Avenue, Inverness, FL 34450

**F. ADJOURN**



## AGENDA MEMORANDUM

<b>FROM:</b>	Randall Olney, Public Works Director				
<b>SUBJECT:</b>	Workshop - Proposed Stormwater MSBU				
<b>AGENDA DATE:</b>	<b>June 08, 2021</b>				
<b><u>BRIEF OVERVIEW:</u></b>					
Conduct a public workshop regarding the proposed Stormwater MSBU. A presentation will be given by DRMP, Inc. & Government Services Group, Inc.					
<b><u>BUDGET IMPACT/FUNDING SOURCE:</u></b>					
Account No.	Account Title	Current Budget	YTD Expenditures	Encumbrances	Available Balance
N/A	N/A	N/A	N/A	N/A	N/A
<b><u>RECOMMENDED ACTION:</u></b>					
Conduct a public workshop on Tuesday, June 8, 2021, at 9:00 a.m. regarding the proposed Stormwater MSBU and receive policy direction from BOCC regarding:					
<ul style="list-style-type: none"> <li>• Notice to Proceed with Implementation</li> <li>• Implementation Schedule</li> <li>• Rates <ul style="list-style-type: none"> <li>• Funding Level <ul style="list-style-type: none"> <li>▪ MSBU</li> <li>▪ MSTU</li> </ul> </li> <li>• Maximum Notice Rate</li> </ul> </li> <li>• Exemptions <ul style="list-style-type: none"> <li>• Government Parcels</li> <li>• Institutional Tax-Exempt Parcels</li> </ul> </li> </ul>					



# Citrus County Stormwater MSBU Program Workshop

June 8, 2021

Cooperative funding from:  
Southwest Florida Water Management District



 **DRMP**

**G | S | G**

GOVERNMENT SERVICES GROUP, INC.

Attachment: Draft Citrus County Stormwater Workshop Presentation-5-26-21 (12913 :

# County Objectives for the Program



GOVERNMENT SERVICES GROUP, INC.

- Pursue the implementation of a dedicated stormwater funding source, which will provide funds needed to:
  1. Build Capital Improvement Projects:
    - Mitigate existing flooding issues
    - Implement water quality projects to improve the health of the County's water resources (protect springs and manatees)
  2. Administer the County's stormwater program as mandated by the Federal and State National Pollutant Discharge Elimination System (NPDES) permit
  3. Maintain and repair stormwater infrastructure (currently funded at \$4.8 million)
  4. Meet future requirements of NPDES permit.
    - Monitoring
    - Public outreach
    - Increased maintenance service

# Stormwater Needs Assessment

B.1.a



GOVERNMENT SERVICES GROUP, INC.

- Stormwater Inspection Program
- Stormwater Facilities (Swales, DRAs, Pipes, Drainage Structures):
  - Mowing, Cleaning and Restoration
  - Repairs and Replacement
- Street Sweeping
- Aquatic Weed Harvesting
- Water Quality Improvements
- Watershed Management Program with SWFWMD



Packet Pg. 7

# What is a Stormwater Municipal Services Benefit Unit (MSBU)?



- A charge imposed against real property to pay for stormwater services provided by the County.

## Case Law Requirements

1. Special Benefit to Property  
And
2. Fairly and Reasonably Apportioned



# Overview of Stormwater Programs in Florida



- Approximately 170 stormwater utility programs in Florida
  - Expected demand for stormwater utilities to continue to increase
    - Florida Supreme Court consistently upheld validity of stormwater fees
    - Generally more public support for user fees as opposed to ad valorem or other general taxes
    - Process of implementing NPDES and TMDL programs in Florida is beginning to take full effect and driving improvement requirements
      - Water Quality issues
- 96% of local governments surveyed said they use user fees or special assessments to generate revenue for stormwater services
- 70% use an impervious area methodology
- Average Equivalent Stormwater Unit (“ESU”) value is 2,579 sq ft of impervious area
  - 59% based the ESU value of average single family home
- Average monthly ESU rate \$7.84 (\$94.08 annually)
  - Monthly rates range from \$0.75 to \$54.00 (\$9 to \$648 annually)
- Average revenue generated through a stormwater utility is \$4,281,938
- 48% provide credits for private detention/retention facilities

Jurisdiction	Unit Size	Monthly Rate	Annual Rate	2020 Annual Revenue
Alachua County	4,011	\$3.33	\$39.96	\$1,939,850
Bay County	NR	\$3.33	\$39.96	\$1,777,160
Brevard County	2,500	\$5.33	\$63.96	\$6,435,425
Hillsborough County	4,267	\$6.40	\$76.80	\$30,384,880
Leon County	3,272	\$7.08	\$84.96	\$3,539,181
Marion County	2,275	\$1.25	\$15.00	\$4,124,705
Miami-Dade County	1,548	\$5.00	\$60.00	\$31,000,000
Pasco County	2,890	\$7.92	\$95.04	\$25,000,000
Pinellas County	2,339	\$9.81	\$117.72	\$19,700,000
Sarasota County	3,153	\$7.55	\$90.60	\$17,522,361
Volusia County	2,775	\$6.00	\$72.00	\$4,499,656

Source: Stormwater Utility Report 2020, prepared by Florida Stormwater Association

Attachment: Draft Citrus County Stormwater Workshop Presentation-5-26-21 (12913 :

\*Funding levels are based on policy decision. Most local governments reported that the stormwater fee revenue was adequate to meet most of the administrative costs but not for needs associated with capital improvement programs.

Source: 2020 Florida Stormwater Association Stormwater Utility Survey

# Purpose and Goals of MSBU Programs



GOVERNMENT SERVICES GROUP, INC.

- Revenue
  - Will generate revenue for stormwater services
- Diversification
  - Non-ad valorem revenue source
  - Dependent on cost of services, not taxable values
  - Broadens “tax base” of those paying for stormwater services
- Accountability
  - Legally restricted funds for the provision of stormwater services, facilities and programs
- Equity (MSBU vs. MSTU)
  - Property value bears no relationship to the provision of or demand for stormwater services
  - Patchwork of exemptions from property taxes and limitations on fair valuation (Save Our Homes) further distort and limit those properties that pay for stormwater services under ad valorem system
  - Stormwater MSBUs are driven by service costs and demand
  - All property fairly and reasonably pays for the provision of stormwater services regardless of taxable value or available exemptions

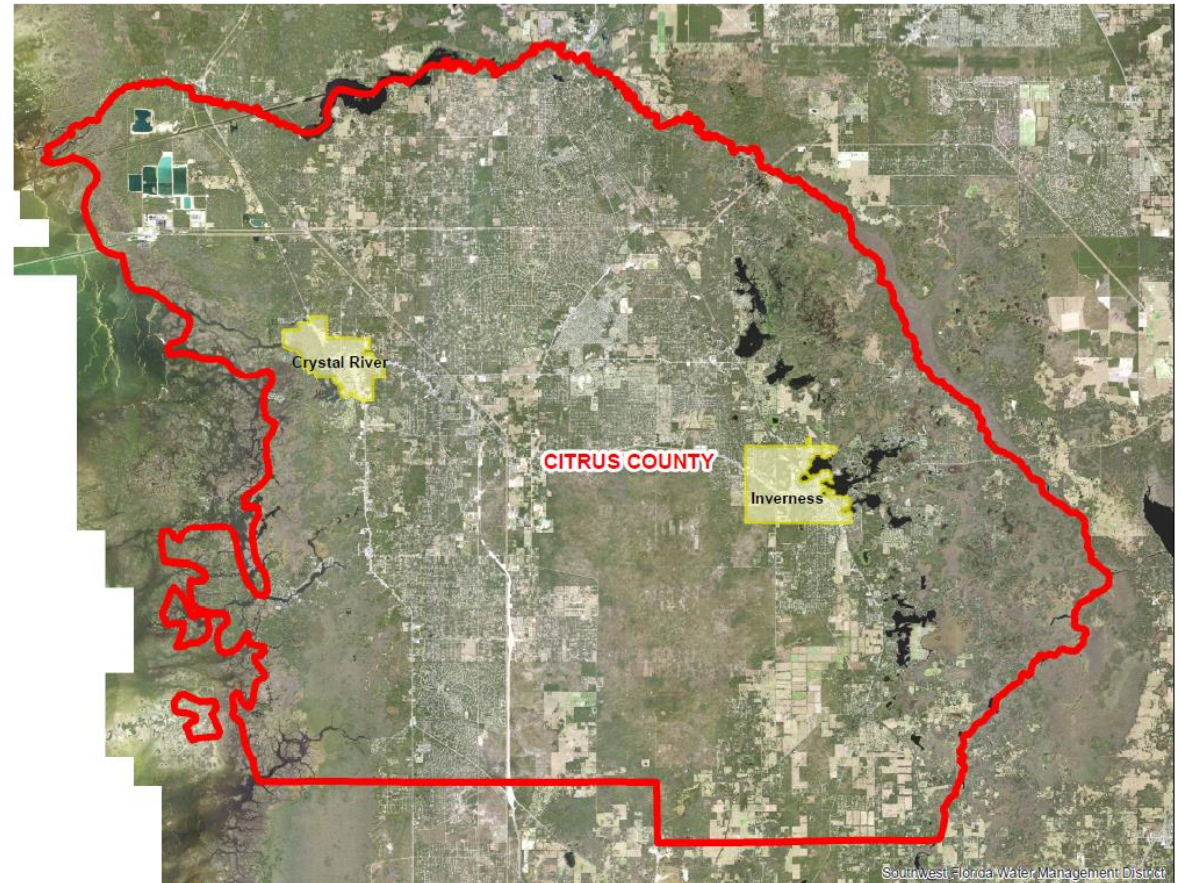
# Project Tasks



GOVERNMENT SERVICES GROUP, INC.

- Generate Preliminary Database
- Conduct Impervious Area Fieldwork
- Develop Apportionment Methodology
  - Determine ESU Value
  - Create Single-Family Residential Tiers
- Identify Revenue Requirements
  - Based on Stormwater Needs Assessment Report dated February 2021
- Generate Preliminary Stormwater MSBU Roll
- Proforma Rate Scenarios
- Develop On-Site Mitigation Credit Policy and Impacts
- Assist with Implementation

- Benefit Area
  - Unincorporated Area of County
    - 592 square miles
      - Does not include
        - Crystal River (5 square miles)
        - City of Inverness (7 square miles)



# Rate Classes



GOVERNMENT SERVICES GROUP, INC.

- Single Family Residential
  - Tiers
- Condominium
  - Proportionate share of complex
- General
  - Actual impervious area

# Preliminary Stormwater MSBU Roll Development



GOVERNMENT SERVICES GROUP, INC.

- Obtain parcel data from Property Appraiser
- Identify parcels in Benefit Area (unincorporated Citrus County)
- Assign rate category based on Property Use Code (DOR)
- Identify and conduct impervious area fieldwork
  - Single Family Residential Parcels – sample parcels
    - Identified preliminary tiers based on building square foot
    - Determined number of parcels in each tier to be measured to obtain a 95% confidence level
    - Used impervious area to determine Equivalent Stormwater Unit (ESU) value
    - Determine ESU tier assignment
  - Condominium Parcels
    - Identify condominium complexes and parcels associated with each complex
      - Measured all condo complexes
  - General Parcels (includes all parcels other than single family residential and condo parcels)
    - Measured all general parcels with improvements
- Incorporate impervious area fieldwork into preliminary MSBU roll
- Assign ESUs/billing units to each parcel based on methodology



GOVERNMENT SERVICES GROUP, INC.

## Impervious Area Methodology

- What is impervious area?
  - Buildings, patios, driveways, parking lots, decks, walkways, and other hard surfaces that prevent runoff from being absorbed into the soil
    - Minimum impervious area threshold – 100 sq. ft.
- Do not charge unimproved vacant land

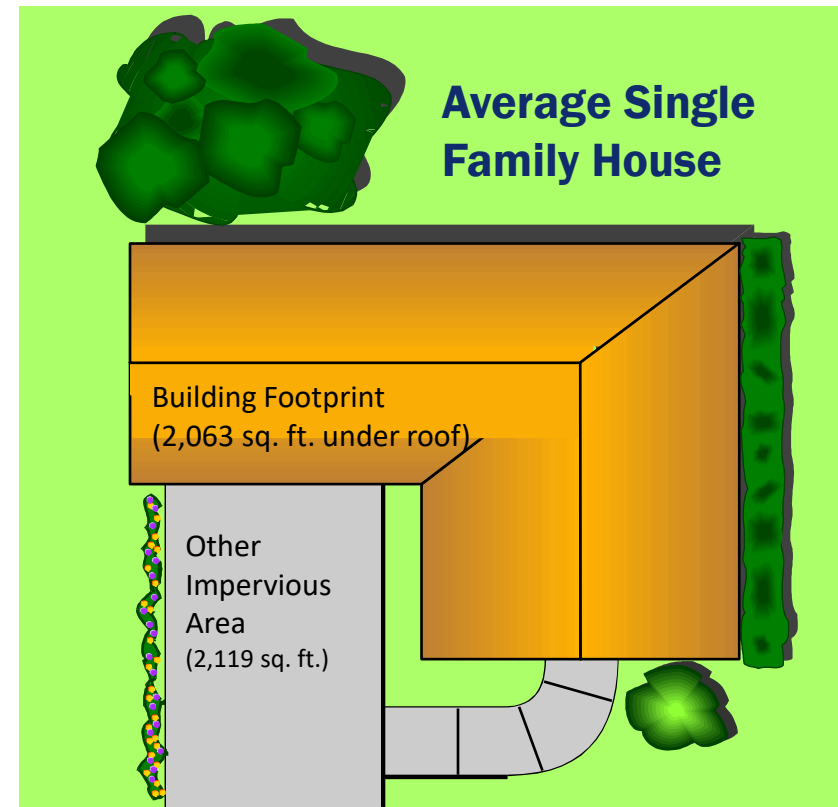
# Impervious Area Apportionment Methodology

## Create Equivalent Stormwater Unit "ESU" Value



- Measurement that serves as a common index to compare runoff generated by different sized properties
- Equivalent Stormwater Unit value is developed using a statistical sampling of residential parcels in benefit area
- Building Footprint + Additional Impervious Area (sidewalks, porches, decks, driveways, etc.) = Total Impervious Area

**1 ESU = 4,182 square feet of total impervious area**


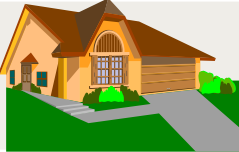
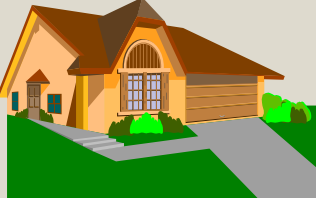
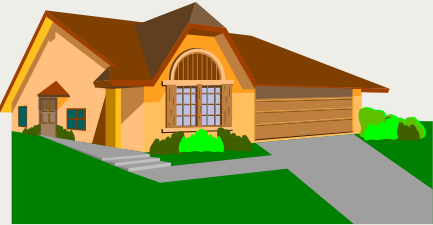




# Single Family Residential Tiers\*



GOVERNMENT SERVICES GROUP, INC.

Residential Tier	Building Footprint Area Range <small>(Provided by the Property Appraiser)</small>	Plus Additional Impervious Area	Assigned Billing Units (ESUs)
Small 	100-1,200 sq. ft.	Assumed based on statistical sample	= .50 ESUs
Medium 	1,201-3,100 sq. ft.	Assumed based on statistical sample	= 1.00 ESUs
Large 	3,101-6,000 sq. ft.	Assumed based on statistical sample	= 1.70 ESUs
Very Large 	> 6,000 sq. ft.	measured	= treated as general parcel

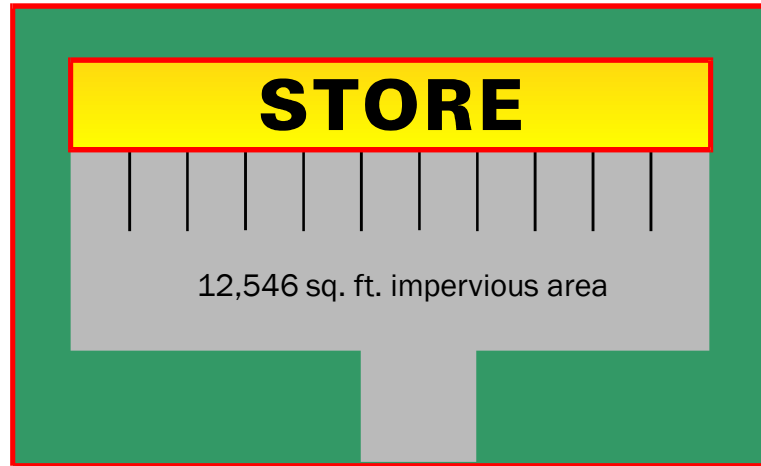
\*Residential parcels are assigned to a tier based on building footprint size to avoid having to measure ALL residential parcels.

# Impervious Area Methodology ("Equivalent Stormwater Unit")

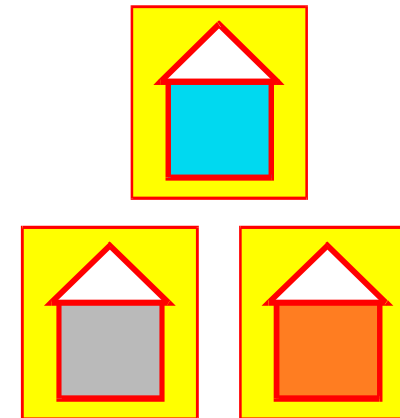


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Customer pays based on number of "standard" households



Generates same runoff as



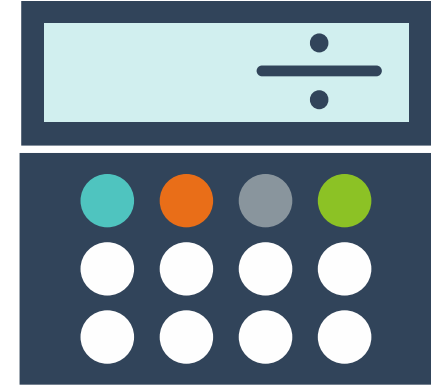
**3 "standard" households**

# Parcel Calculation



GOVERNMENT SERVICES GROUP, INC.

- General Parcels
  - Measured impervious area ÷ ESU Value
- Condominium Parcels
  - Residential
    - Condo complex measured impervious area ÷ ESU value ÷ total parcels
  - RV Condo Parks
    - Condo complex measured impervious area ÷ ESU value ÷ total parcels



# Stormwater Services MSBU Budget Scenarios



- Stormwater Needs Assessment Report, February 2021
  1. Current Level of Service (LOS)
    - \$4,837,635
      - Aquatic Weed Grant -- \$969,446
      - MSTU -- \$1,105,532
      - Other -- \$295,494
      - General Fund and Gas Tax -- \$2,467,163
  2. Acceptable LOS
    - \$5,787,585
  3. Optimal LOS
    - \$8,818,320

# Parcel Count and ESUs by Rate Category



Rate Category	Parcel Count	ESUs
Single-Family Residential	68,626	59,581
Residential Condo	1,176	568
RV Condo	860	139
General	65,783	18,976
<b>Total</b>	<b>136,445</b>	<b>79,264</b>

# Stormwater MSBU Rate



Based on 10-Year Average Budgets

Fiscal Year 2021-22	Current LOS	Acceptable LOS	Optimal LOS
<b>Annual ESU Rate</b>	<b>\$58.84</b>	<b>\$73.02</b>	<b>\$111.25</b>
Monthly ESU Rate	\$4.90	\$6.08	\$9.27
<b>Stormwater MSBU Revenue Requirements</b>	<b>\$4,663,915</b>	<b>\$5,787,585</b>	<b>\$8,818,320</b>
<b>Exemption Buy-Down</b>	<b>\$401,114</b>	<b>\$497,754</b>	<b>\$758,408</b>
Government Buy-Down*	\$211,966	\$263,035	\$400,777
Institutional Tax-Exempt Buy-Down*	\$167,885	\$208,333	\$317,429
Non-Res Ag Exempt Buy-Down**	\$21,263	\$26,386	\$40,203
<b>Estimated Net Stormwater MSBU Revenue</b>	<b>\$4,262,801</b>	<b>\$5,289,831</b>	<b>\$8,059,912</b>
<b>General Fund &amp; Gas Tax Revenue</b>	<b>\$2,500,000</b>	<b>\$2,500,000</b>	<b>\$2,500,000</b>
<b>Stormwater Enhanced Services</b>	<b>\$0</b>	<b>\$850,000</b>	<b>\$3,100,000</b>

Attachment: Draft Citrus County Stormwater Workshop Presentation-5-26-21 (12913 :

\*Assumes same exemptions as Fire MSBU

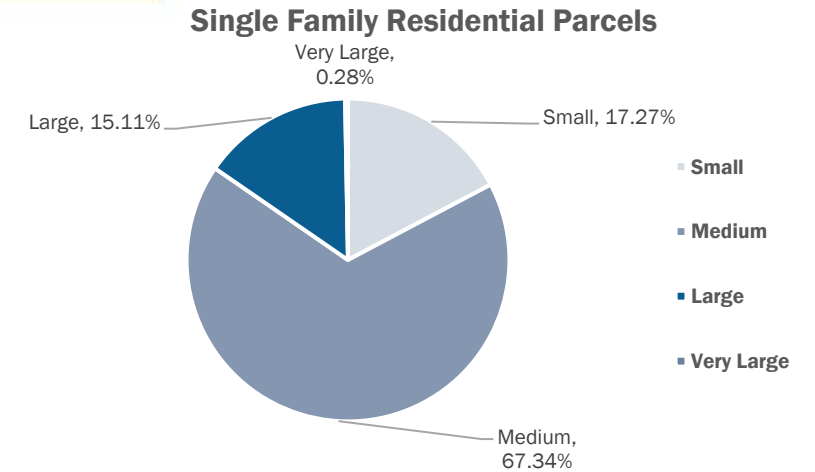
\*\*Section 163.3162(3), Florida Statutes prohibits County from charging stormwater MSBU on certain ag parcels.

# Stormwater MSBU Charges



## Current LOS - Rate - \$58.84 per ESU

Single Family Residential Tier	Bldg. Footprint Range	% Parcels	ESUs Assigned	Annual Rate	Monthly Rate
Small	100-1,200	17.27%	0.5	\$29.42	\$2.45
Medium	1,201-3,100	67.34%	1	\$58.84	\$4.90
Large	3,101-6,000	15.11%	1.7	\$100.03	\$8.34
Very Large	> 6,000	0.28%	actual	\$105.32 - \$1,055.59	\$8.78 - \$87.97



- Residential Condo Parcels -- \$11.77 - \$85.32
- RV Park Condo Parcels -- \$5.30 - \$18.24
- General Parcels – varies based on impervious area

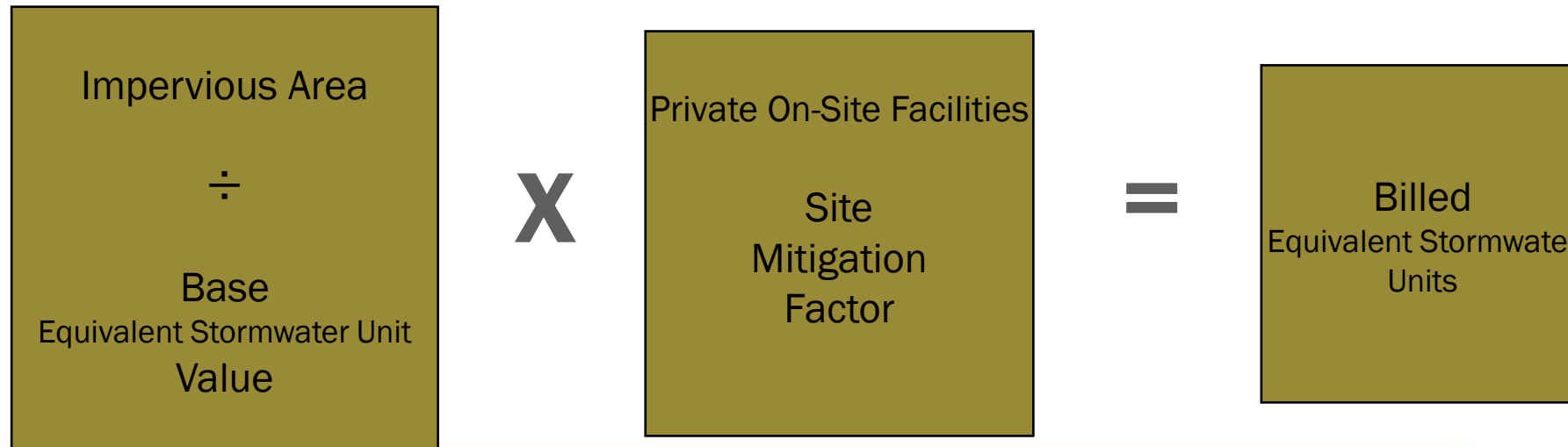
# Mitigation Credits and Adjustments



GOVERNMENT SERVICES GROUP, INC.

- Mitigation Credit
  - Reduction in MSBU for incorporation of on-site stormwater facilities.
- Adjustment
  - Modification made to billing record to reflect site specific runoff characteristics which are substantially different from those attributed to the base billing unit.

## Mitigation Credit Policy Equivalent Residential Unit Calculation Model





# Recommendation



GOVERNMENT SERVICES GROUP, INC.

- Simple mitigation credit strategy based on:
  - Signed/Sealed Engineering Certification of working on-site SW facilities:
    - 30% for Open Basin – Meets 25-year, 24-hour storm attenuation requirements
    - 50% for Closed Basin – Meets 100-year, 24-hour storm retention requirements
    - Submit inspection reports on 5-year renewal cycle
- Why?
  - Functioning on-site SW facilities reduce burden on County systems
  - Based on the experience of other experienced Florida stormwater utilities
  - Relies on the licensing and expertise of professional engineers
  - Consistent with SWFWMD permitting requirements



# Implementation Schedule



GOVERNMENT SERVICES GROUP, INC.

Event	Date
Stormwater MSBU Ordinance	Adopted January 2020
Adopt Initial MSBU Resolution	July 13, 2021
Publish Notice of Public Hearing	August 19, 2021
Mail First Class Notices	August 19, 2021
Adopt Final MSBU Resolution	September 9, 2021
Certify Stormwater MSBU Roll to Tax Collector	By September 15, 2021
Tax Bills Mailed with FY 21-22 Stormwater MSBU	November 2021



GOVERNMENT SERVICES GROUP, INC.

- Notice to Proceed with Implementation
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