

**City of Portsmouth
Portsmouth, New Hampshire
Public Works Department
Request for Proposals #03-10**

MUNICIPAL STORMWATER UTILITY FEASIBILITY STUDY

The City of Portsmouth is requesting written proposals from qualified applicants to assist with a stormwater utility feasibility study.

Sealed proposals, plainly marked, RFP # 03-10 “MUNICIPAL STORMWATER UTILITY FEASIBILITY STUDY” addressed to the Finance/Purchasing Department, City Hall, 1 Junkins Avenue, Portsmouth, New Hampshire, 03801. Proposals will be accepted until **July 13, 2009 at 2:00 p.m. PROPOSALS RECEIVED AFTER 2:00 P.M. WILL BE PLACED IN THE FILE UNOPENED AND WILL NOT BE CONSIDERED.**

Proposal specifications may be obtained from the Finance/Purchasing Department on the third floor at the above address, or at www.cityofportsmouth.com. Addenda to this request for proposal, if any, including written answers to questions, will be posted on the City of Portsmouth website at <http://www.cityofportsmouth.com/finance/purchasing.htm> under the proper heading. Addenda and updates will NOT be sent directly to vendors. Questions may be addressed to the Purchasing Coordinator.

Firms may contact Silke Psula with the City of Portsmouth at 603-766-1454 for additional information. In consideration to all proposers, no oral interpretations will be given to any proposers as to the meaning of the specification documents or any part thereof. Every request for such a consideration shall be made in writing. Fax inquiries to Silke Psula at the Public Works Department, 603-766-1447, or email Silke Psula at spsula@cityofportsmouth.com by **July 2, 2009**. Based upon such inquiry, the City may choose to issue an Addendum.

The City of Portsmouth reserves the right to reject any and all proposals, to waive technical or legal deficiencies, to accept any proposal that is in the best interest of the City and to negotiate the terms and conditions of any proposal leading to acceptance and final execution of a contract for services.

If you have any questions pertaining to the submittal and review process of this request for proposal please contact the Purchasing Coordinator at: 603-610-7227.

I. INTENT OF SOLICITATION

The City of Portsmouth (City) is soliciting competitive proposals from qualified applicants to assist with a stormwater utility feasibility study. The feasibility study will cover governance, public out reach, and identify program priorities - problems and needs, funding development, and database management issues. The study will evaluate the different types of stormwater funding mechanisms, ranging from annual taxes to user fees, types of user fees as well as assess the implementation costs associated with a stormwater utility. Ultimately the study will assist in finding the most appropriate solutions as well as bringing the issue to the forefront of policy makers, administrators and residents.

For a more complete description of service requirements refer to **SECTION III, SCOPE OF SERVICES.**

Addenda to this proposal, if any, including written answers to questions, will be posted on the City of Portsmouth website at <http://www.cityofportsmouth.com/finance/purchasing.htm> under the project heading. Addenda and updates will NOT be sent directly to firms. Contractors submitting a proposal should check the web site daily for addenda and updates after the release date. Firms should print out, sign and return addenda with the proposal. Failure to do so may result in disqualification.

II. BACKGROUND

The City of Portsmouth, located on the Piscataqua River, has a population of approximately 21,000 and consists of approximately 17 square miles. Portsmouth operates under the Council-Manager form of government; 9 Councilors serve for a 2-year term and the City Manager is appointed by the Council. The Council, by charter, must adopt a budget by June 30 of each year. The Portsmouth Mayor and City Council are aided in governing the City by various volunteer advisory boards and commissions, for example the Fee Schedule Study Committee was established to create a more efficient system for the City to adopt and adjust municipal fees annually.

Under the City Manager's direction, are the Finance Department and the Public Works Department. The Finance Department serves residents, officials and all City departments with financial accountability, timely reporting of financial results and prudent cash management. The department also monitors and analyzes the activities of expenditures and revenues; collects revenues; prepares documentation and coordinates the sale of bonds to fund capital projects; and administers the purchasing procedures.

The Public Works Department consists of ten Divisions. Of the ten Divisions the Highway and the Sewer Divisions implement the stormwater management program. The Highway Division's primary responsibility is maintaining all City streets, including cleaning and plowing 136 miles of streets - and 49 miles of sidewalks. It also maintains the City's Recycling Center, vehicle and equipment fleet, performs snow removal, and provides daily sweeping and litter control and disposal in the central business district.

The Sewer Division maintains and installs sewer mains and performs catch-basin cleaning in Portsmouth and at the Pease Tradeport. The Sewer Division also operates two Wastewater Treatment Plants: 1) the Pease Treatment Plant; and 2) the Pierce Island Treatment Plant and

maintains over 100 miles of combined and sanitary sewers. Additionally, the Sewer Division operates 21 pump stations.

The City is regulated under two distinct components of the Stormwater Phase II regulations:

- 1) The City operates three facilities that are subject to the NPDES Stormwater Multi-Sector General Permit (MSCP) for Industrial Facilities (Peirce Island Wastewater Treatment Plant, Pease Tradeport Wastewater Treatment Plant and the City's Recycling Center).
- 2) The City's storm drain system discharges are subject to the NPDES Stormwater Phase II Municipal Separate Storm Sewer System (MS4) General Permit.

Compliance with these two components requires the City of Portsmouth to conduct additional operation and maintenance activities and make additional capital expenditures. Currently the stormwater program is funded through the General Fund and managed by the Highway and Sewer Divisions.

The City's infrastructure is some of the oldest in the state. Over the past years the City has been working to repair and upgrade old, failing infrastructure. Since 1997 the City has invested \$20 million to improve its sanitary and stormwater system. The City has separated 24,000 lineal feet of combined sewer and successfully eliminated one Combined Sewer Overflow (CSO).

Portsmouth's stormwater infrastructure consists of approximately 323,000 lineal feet of pipe, 4,700 catch basins or manhole structures and 450 outfalls. In FY '07 the City prepared a Stormwater Master Plan to facilitate compliance with the USEPA NPDES Stormwater Phase II regulations. This Master Plan helped prioritize the City's efforts, identified areas for improvement and projected necessary funds for operating and maintaining the stormwater infrastructure.

Also, in FY '07 the Sewer Division, in response to the 2006 TMDL study for Little Harbor, completed an extension of the Municipal Sewer System to the Pleasant Point area.

Despite the investments and a variety of local and non-local pollution sources, the local waterbodies do not meet water quality standards and the City continues to have flooding and sewer back-ups. Portsmouth has some of the highest development density in the state and is a low lying coastal community with high tides.

Traditionally, the City pays for its stormwater infrastructure operation & maintenance and capital improvement projects through bonds and the general tax fund. The City has had past successes using single-purpose bonds as a funding mechanism for major infrastructure projects. The method is useful for the initial capital improvement, *but not for long-term maintenance issues identified in the Stormwater Master Plan*. Further, bonding incurs additional costs for interest on the debt, and imposes a long-term commitment of funds to debt service that reduces flexibility in the future.

III. SCOPE OF SERVICES

The feasibility study should take a group of staff, elected officials, and citizens through all the key aspects of utility development without committing to utility development until all concerned agree it is the right way to go. It is expected that the consultant will work collaboratively with the municipal staff, elected officials, utility stakeholders and partners, and interested citizens to complete the tasks outlined in this Scope of Services.

Task 1. Stormwater Utility Development Workshops

Task Description: Develop workshop agendas and hold a start-up workshop, a progress discussion workshop, and a final workshop to present options. Attendees should include municipal staff, elected officials, and invited citizens and partners. The workshops should provide an overview of current stormwater funding mechanisms and steps for setting up a stormwater utility, discussion of existing stormwater program; problems, needs, and goals, costs, revenues, and outlining plan for next steps. Workshops should include brainstorming of advantages and disadvantages of adopting a stormwater utility.

Task 1 Deliverables: Coordinate, organize and facilitate workshops including the preparation of workshop agendas, workshop promotional materials, handouts, and workshop summary reports (recording discussion and plan for next steps).

Task 2. Stormwater Program Analysis and Planning

Task Description: Analyze the current stormwater program and develop a stormwater program plan under a proposed stormwater utility. The plan should include:

- A. A description of the current municipal stormwater program:
 1. The municipal departments and staff involved in managing and implementing the stormwater program and their roles, duties, and responsibilities.
 2. The current stormwater activities implemented under the existing municipal stormwater program.
 3. Identification of the problems, needs, issues, and goals of the existing municipal stormwater program.

- B. A description of the future, municipal stormwater program managed under a stormwater utility:
 1. The program priorities and basic objectives including how the stormwater program is to interact with other city programs.
 2. Evaluate and recommend operation/division/structural changes necessary to manage stormwater requirements within utility framework.
 3. Budget and revenue requirements including program capital and operation and maintenance needs and costs.
 4. Cost of service analysis
 5. The process for obtaining local approval and interlocal agreements (if applicable) for establishing a municipal stormwater utility.
 6. Identification of the legal entity and staffing for the stormwater utility and the associated process for establishment.
 7. The next steps for Portsmouth's stormwater utility implementation plan.

Task 2 Deliverables: Documentation of stormwater program analysis.

Task 3. Compelling Case

Task Description: Building on workshop input, identify advantages and disadvantages of adopting a stormwater utility for purposes of needs identified in the stormwater program analysis.

Task 3 Deliverables: Compelling case analysis and recommendations for Portsmouth.

Task 4. Education & Outreach Strategies

Task Description: Identify outreach strategies addressing barriers to utility implementation. Identify target audiences, and design an outreach plan with messages and methods to achieve program buy-in.

Task 4 Deliverables: Stormwater utility implementation outreach plan for stormwater utility support and up front outreach incorporated into process. Public meetings associated with Task 1.

Task 5. Data Compilation for Rate Methodology

Task Description: Identify and assess existing data sources, including existing reports and GIS data, data gaps and potential sources to fill the gaps for the purpose of laying out a path and estimating costs to support master account file database development. Data should include:

- Parcel Identification
- Land Use
- Existing Utility Database Accounts
- Parcel Ownership Database Accounts
- Parcel Ownership & Address
- Impervious Surface Coverage

Task 5 Deliverables: A summary of identified data sources, identified data gaps and potential sources to fill the gaps, as well as analysis of the effort required to compile the data.

Task 6. Rate Structure Analysis

Task Description: Provide a cost/revenue analysis utilizing a range of proposed potential utility rates, and identify realistic potential rate methodologies, including:

- Impervious Area
- Impervious Area + Gross Area
- Gross Area/Intensity of Development/Land Use
- Base Fee & Impervious Area Rate
- Credit Allowances
- Others

Tasks 6 Deliverables: Rate and rate methodology recommendations.

Task 7. Billing Methodology

Task Description: Working with municipal billing and related planning staff, review and recommend a billing methodology.

- A. Investigate the following billing system options:
 - Existing Public Utility Bill
 - Tax Bill
 - Stand Alone Bill

- B. Address the following issues related to billing:
 - Billing frequency
 - Billing database source
 - Billing recipient (e.g., the owner or the tenant)
 - Long term database management
 - Procedure for handling delinquencies
 - Appeals process

Task 7 Deliverables: Billing summary and methodology recommendations.

Task 8. Recommendations

Task Description: Evaluate the impact of the new stormwater program on existing staff and recommend operation/division/structural changes necessary to manage stormwater requirements within utility framework.

Tasks 8 Deliverables: Submittal of draft Feasibility Study Report and plan for the City and New Hampshire Department of Environmental Services (NH DES) review. Incorporate changes.

Task 9. Final Feasibility Study Report

Task Description: Prepare final draft Feasibility Study Report and plan.

Tasks 9 Deliverables: Submittal of final Feasibility Study Report and plan for the City.

Task 10. Presentation and Final Recommendations

Task Description: Present final Feasibility Study Report and recommended options to City Council.

Task 10 Deliverable: Presentation of Feasibility Study Report and recommended options to City Council.

IV. SUBMITTAL REQUIREMENTS

Each applicant shall submit six (6) copies of its proposal. The proposal shall be submitted in two-parts, consisting of a "Non-Price Proposal" and a "Price Proposal". Submittals shall consist of and be evaluated on, the following:

- i) Qualifications of the Firm
This section shall describe the firm and shall include identification of the team and a description of relevant experience.

Team

Provide the names, with their resumes, of all professional members of the team. Each team member's educational and experience background and special skills shall be included.

Relevant Experience

Provide the details of experience and past performance of the Firm on comparable projects for other municipalities and/or utilities. This item should cover, at a minimum, the substantive nature of comparable projects. Firms are required to give sufficient information of their experiences to permit the City to understand and verify the nature of the contributions made by the firm to the projects listed.

ii) Scope of Services

Describe in narrative form the firm's approach and technical plan for accomplishing the work listed herein. The firm shall provide a detailed summary (not to exceed 15 pages) of how it will develop the required tasks in accordance with the concerns and criteria listed herein.

iii) Commitments

Provide a discussion of how the firm will assure adequate and timely completion of this project; a description of the firm's overall capability and assurance that it can meet its' commitment to successfully complete this project.

iv) Project Schedule

Provide a detailed project schedule. The City anticipates the study to commence on or about August 2009 and shall be completed no later than June 30, 2011.

v) References

Provide the name, title, locations and phone number of persons who can substantiate the firm's referenced experiences.

vi) Estimate of Work Effort

The firm shall submit an estimated summary of the level of effort (hours of work) allocated for each discipline per task described in the Scope of Work as part of the Proposal. **The fees associated with the Scope of Work per level of effort for discipline and task shall be submitted under separate cover on the form provided in Section VI in a sealed envelope.**

V. SELECTION CRITERIA

Description of the Procurement Process

Each proposal shall be evaluated based on the following criteria:

i. Evaluation of Proposals

The City will review and evaluate the written responses to the Request for Proposals (RFP). Firms with no prior experience and submittals that do not meet the minimum requirements will not be considered. The City will rank all proposals based on the criteria.

ii. Interview

The City may select up to three qualified firms to interview. Each of the selected qualified consultants will participate in a detailed interview to more fully discuss their approach to this project and to answer questions posed by the City. The price portion of the selected firm(s) will be opened prior to any interviews.

iii. Selection

The firms will be re-ranked after the interview. The top ranking candidate will be invited to negotiate a contract with the City. Should the City and the selected firm not be able to reach an agreement, the City will then negotiate with the second-highest ranked firm. The City reserves the right to discontinue the selection process at any time prior to the awarding of a contract. There will be no reimbursement to any candidate firm if the selection process is terminated.

iv. Reservation of Rights

This Request for Proposals (RFP) does not commit the City to award a contract, to pay any costs incurred in the preparation of a response to this request, or to procure or contract for services or supplies.

The City anticipates execution of a contract within 90 days of RFP opening.

The City of Portsmouth reserves the right to reject any and all proposals, to waive technical or legal deficiencies, to make such investigation as it deems necessary to evaluate Contractor's qualifications, to accept any proposal that may be deemed in the best interest of the City and to negotiate terms and conditions of any proposal leading to acceptance and final execution of a contract for services.

VI. PRICE PROPOSAL FORM

To be placed in a separate sealed envelope

This form shall be filled in by the qualified applicant. Prices shall be written in both words and numerals and the extensions made by him/her. In case of discrepancy between words and numerals, the **amount shown in words shall govern.**

Project involving City of Portsmouth’s **“Municipal Stormwater Utility Feasibility Study”**, in accordance with the Scope of Services, the following:

Task No.	Item Description	Unit Price (Words and Numbers)	Total
1	Stormwater Utility Development Workshops		
2	Stormwater Program Analysis and Planning		
3	Compelling Case		
4	Education & Outreach Strategies		
5	Data Compilation for Rate Methodology		
6	Rate Structure Analysis		
7	Billing Methodology		
8	Recommendations		
9	Final Feasibility Study Report		
10	Presentation and Final Recommendations		

Total _____

Submitted by:.....
(Name of Firm)

Signature:

Print Name:.....

Title: