
Storm Water Utility Report

Prepared for the City of Hanover

November 2008

Prepared By:

**WSB & Associates, Inc.
701 Xenia Avenue South, Suite 300
Minneapolis, MN 55416
(763) 541-4800
(763) 541-1700 (Fax)**

DRAFT

CERTIFICATION

I hereby certify that this plan, specification or report was prepared by me or under my direct supervision and that I am a duly Licensed Professional Engineer under the laws of the State of Minnesota.

Todd E. Hubmer, P.E.

Date: November 2008

Lic. No. 24043

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TITLE SHEET

CERTIFICATION SHEET

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I. EXECUTIVE SUMMARY

The purpose of this report is to establish a storm water utility fee for the City of Hanover. The storm water utility will collect the fees necessary to provide for the maintenance, improvement, replacement and administration of the City's storm water collection, treatment, and storage systems. The costs associated with storm water management and maintenance for the entire City is projected to be \$88,500 annually for the next ten years.

This report provides the basis for establishing the fee structure for the storm water utility. The fee structure is based on the contribution of storm water runoff volume by the various land uses within the City. Each land use is compared to the runoff generated from a single family residential unit to determine a ratio referred to as a Residential Equivalency Factor or REF. Residential equivalency factors for the City of Hanover are shown below:

<u>Land Use</u>	<u>Residential Equivalency (REF)</u>
Rural Residential	0.6
Neighborhood Residential	1.0
Commercial/Downtown Commercial	1.4
Industrial	2.1
Public/Institutional	1.0
Parks/Open Space	0.4

The storm water utility fee is proposed to be set initially at \$5.00 per quarter or \$20.00 annually for a neighborhood residential unit. (See **Appendix B**)

The City Council may adjust the rates of the storm water utility on an annual basis or as necessary to meet the financial needs of maintaining the City's storm water collection, treatment and storage systems.

Individuals or businesses wishing to appeal the City's fee structure for their parcel must provide data demonstrating the storm water runoff volume from their parcel is significantly different than the information utilized in this report. It is proposed that this shall be done on an administrative basis by the City Public Works Director, and that any major rate changes would be brought before the City Council for consideration.

II. INTRODUCTION AND PURPOSE

This Storm Water Utility Report is prepared for the City of Hanover to establish the methods and procedures for implementation of a storm water utility under Minnesota Statute Section 444.075. The City of Hanover desires to collect just and equitable charges for the use and availability of storm sewer systems for the collection and disposal of storm water.

A storm water utility fee is very similar to water and sanitary sewer utility fees that residents currently pay. A storm water utility fee is charged to individual parcels and is typically based on the percent impervious and/or the amount of storm water runoff generated from an individual site or land use. These utility fees are collected for the purposes of maintaining the City's existing storm water conveyance, detention ponds, storm water treatment basins, wetland mitigation sites, and infiltration basins within the community. These storm water fees can also be used to implement the requirements outlined in the City's NPDES Phase II Storm Water Pollution Prevention Plan (SWPPP) and the Water Resources Management Plan (WRMP). This report will identify the necessary expenditures for the ongoing maintenance, replacement, improvement and administration of the City's storm water infrastructure.

III. ELIGIBLE EXPENDITURES

Eligible expenditures of storm water utility funds within the City of Hanover may include but are not limited to the following activities:

- Maintenance and repair of the City's storm water ponds, collection systems, and storm water treatment systems.
- Replacement of trunk and lateral storm water conveyance system.
- Administration of the storm water utility fund.
- Development of, and future updates to the City's Wetland Management Plan.
- City of Hanover street sweeping program.
- Required public improvements, educational programs, staff training, administration and other activities as required by the National Pollutant Discharge Elimination System (NPDES) as administered by the Minnesota Pollution Control Agency (MPCA).
- Erosion and sedimentation control inspections.
- Preparation and revisions to the City's Storm Water Utility Report.
- Studies, programs, and capital improvements as outlined by the City.
- Development of, and future updates to the City's Water Resources Management Plan.

The determination as to whether a project is eligible to be funded from the storm water utility will lie with the utility administrator (City Public Works Director).

IV. REVENUE NEEDS

The following provides a breakdown of the expenditures for storm water related capital improvements, storm water management, operation and maintenance programs, and storm water management studies anticipated to be undertaken by the City of Hanover over a ten-year period:

- Capital Improvement Projects
- Storm Water Management Programs
- Storm Water Management Studies
- Annual Maintenance Activities
- Labor Costs

See **Appendix A** for a summary of the projected costs.

V. RATE STRUCTURE JUSTIFICATION

This section outlines pertinent issues and considerations related to developing the storm water utility in such a manner as to assign costs to parcels in a reasonable way. Based on this premise, land uses that have a high percentage of impervious surfaces, which generate large volumes of runoff, such as commercial and industrial areas, will be charged more than land uses that have a small amount of impervious surface, which generate less runoff, such as single family residential areas.

The following activities were completed to establish a storm water utility rate structure for the City of Hanover:

A. Determination of land use.

The land use map provided in **Appendix C** shows the existing land use of the City. Estimated parcel counts and acreages have been generated from this data in order to project the amount of revenue the utility will generate. The subdivision of residential land uses in the future will increase the amount of parcels charged under the utility. This is anticipated to generate additional revenue in coming years.

B. Determination of land cover by land use.

The amount of impervious surface was determined by reviewing aerial photos for each land use within the City and measuring the impervious surfaces within representative samples of each land use. All buildings and paved surfaces were digitized within fully developed parcels. The percent of impervious surfaces within each land use was calculated by dividing the area of impervious coverage by the total area of each land use sample.

The impervious surface coverage measured for each land use is summarized below:

<u>Land use</u>	<u>Percent Impervious</u>
Rural Residential	6%
Neighborhood Residential	16%
Commercial/Downtown Commercial	25%
Industrial	42%
Public/Institutional	15%
Parks/Open Space	1%

C. Determination of Runoff Volume by Land use.

The amount of runoff volume each land use generates is based on annual average runoff. The annual average runoff volume was calculated using actual rainfall data recorded at rainfall monitoring stations located near the City of Hanover. This data was provided by the Minnesota Climatology Working Group. The rainfall data used for this analysis was recorded over a period of ten years between 1998 and 2007.

A continuous simulation was performed in which the daily rainfall data was used to calculate runoff volumes for pervious and impervious land. The winter months were not analyzed during the simulation, because it is anticipated that the ground is frozen and 100% of the precipitation occurring during this period is conveyed to the storm sewer system regardless of land use. The runoff volumes for each land use were calculated by summing the pervious and impervious runoff volumes over an acre of land according to the measured impervious coverage for each land use. These runoff volumes are shown in **Appendix B**.

Hennepin County and Wright County soil survey data indicates that the underlying soils for the City of Hanover are primarily group A and group B hydrologic soils. It was assumed that development has provided extensive grading of the underlying soils and introduced additional topsoil to serve as bedding for sod. Under these conditions soils tend to display properties of hydrologic group B. For this reason, curve numbers developed for this analysis were based on hydrologic soil group B soils for the entire City.

D. Calculation of Residential Equivalency Factors.

The Residential Equivalency Factor (REF) is defined as the ratio of volume of runoff generated by one acre of land to the volume of runoff generated by one acre of low density residential land. A REF of 1.0 is assigned to one acre of single family residential land use. The unit size in the City of Hanover is 14,520 square feet or approximately three single-family residential units to one acre. The table below provides the REFs for all land uses based on their annual average runoff volume. (See also **Appendix B**)

<u>Land use</u>	<u>Residential Equivalency (REF)</u>
Rural Residential	0.6
Neighborhood Residential	1.0
Commercial/Downtown Commercial	1.4
Industrial	2.1
Public/Institutional	1.0
Parks/Open Space	0.4

Since the REF is based on the runoff generated by any given property, the same REF can be used throughout the City and is not dependent on the stormwater management for that area.

E. Storm Water Utility Rate Structure

The storm water utility base rate is proposed to be set at \$15.00/acre per REF quarterly. Under this base rate the charge for one low density residential unit (1/3 acre) will be \$5.00 per quarter or \$20.00 annually. The proposed monthly charges for each land use within the City are listed in **Appendix B**.

The following formula can be used to derive the monthly utility charge per parcel from the utility base rate and the land use group REF:

$$\text{(REF)(Base Rate)(Net Acreage) = Monthly Charge}$$

$$\text{Net Acreage} = \text{Total Acreage} - \text{Wetland Acreage}$$

For example, commercial parcels have a REF of 2.8. The monthly charge for a 2.25 acre parcel of commercial land use will be \$47.25:

$$(1.4)(\$15.00/\text{acre})(2.25\text{acres}) = \$47.25$$

By setting the base rate at \$15.00 per quarter per acre of low density residential land, the base storm water utility rate is anticipated to generate approximately \$90,123 per year. **Appendix A** provides a breakdown of the anticipated annual revenue generated by each land use.

F. Comparison of Storm Water Utility Rates

Currently, there are 100 communities within the greater Twin Cities metropolitan area who have established storm water utilities. The storm water utility rates of other metropolitan area storm water utilities were investigated to provide the City with a comparison of rates. The following are the storm water utility fees of other metropolitan municipalities:

2007 Minnesota Storm Water Utility Survey for Single Family Residential Units

City	Single Family Residential Unit (Annual Rate)
Hanover	\$20.00
Brooklyn Park	\$24.00
South St. Paul	\$30.00
Roseville	\$20.00
Eagan	\$30.56
Coon Rapids	\$34.20
Rosemount	\$42.88
St. Anthony	\$52.00
Bloomington	\$54.36
Edina	\$57.56
Burnsville	\$70.80

2006 WSB Mailing Survey for Commercial Utility Rates

City	Annual Commercial Per Acre Rate
Hanover	\$84.00
Eagan	\$138.92-\$181.36
Brooklyn Park	\$160.60
Rosemount	\$188.96
Coon Rapids	\$190.00
St. Anthony	\$198.00-\$208.00
Burnsville	\$223.24
South St. Paul	\$228.00
Roseville	\$322.88
Edina	\$396.64
Bloomington	\$661.36

VI. ADMINISTRATIVE PROCESS

Implementation of the storm water utility fee will require the cooperation of several departments within the City of Hanover. Different segments of City staff will be responsible for billing and collection of fees, administration of the utility as well as the review of appeals associated with the fee structure.

A. Billings and Collections

The City's Finance Department will be responsible for billing the storm water utility fee to all properties within the City of Hanover. This will be accomplished by adding an additional line item for the storm water utility fee to the City's existing water and sewer bills. The Finance Department will also be responsible for tracking the collection of the storm water utility fees. The Finance Department will also identify and prepare billings for parcels which currently do not receive a utility bill, or are not connected to the City's sewer and water system.

B. Administering Funds

The City Public Works Director will be the administrator of the storm water utility. The administrator will be responsible to make determinations as to which projects and activities are eligible for funding through the use of storm water utility fees. The administrator will also be responsible for reviewing appeals and making adjustments, if necessary, to storm water utility charges through the appeal process.

C. Appeal Process

Property owners may appeal their storm water utility fee by providing data demonstrating that the actual storm water runoff volume from their site is substantially different from the calculations for the class of parcels within this storm water utility report. An appeal form, which is included in **Appendix F**, must be completed as part this process. These appeals should be made to the utility administrator who may make adjustments to individual parcels based on the information provided. However, in no circumstance shall adjustments to the utility fee be made retroactive.

Should the proposed adjustment affect the charge and the calculation for all or substantially all of the land uses in a particular land use, the administrator will bring the proposed adjustments to this classification before the City Council who will consider modifying and amending the class charge rate calculation table.

Should a property owner determine that the utility administrator has erred in the decision to adjust rates per parcel, they may appeal the utility administrator's decision to the City Council.

D. Rate Adjustments

The Storm Water Utility Fee Rates and Structure may be modified based on the storm water needs of the City. Adjustments to the Storm Water Utility Fee Rates and Structure can only be made by the City Council.

E. Public Education

The City will make efforts to educate its residents on the purpose and implementation schedule of the storm water utility. This will include articles in the official newsletter indicating the needs and the proposed rates of the storm water utility. This information along with this report will also be made available to residents on the City's website. Examples of this type of publication are included in **Appendix G**.

APPENDIX A
PROJECTED ANNUAL STORM WATER BUDGET

Appendix A
Summary of Annual Storm Water Utility Revenue
Existing Land Use
City of Hanover

Existing Land Use Grouped by Percent Impervious	Estimated Acreage (Existing)	Wetland Acreage ²	Estimated # of Parcels ¹	Estimated Impervious Surface	Average 10-year Runoff Volume (AF/per 1 acre)	Residential Equivalency Factor (REF) ³	Quarterly Rate	Approximate Quarterly Revenue	Approximate Annual Revenue
Rural Residential	852.8	178.0		6%	0.093	0.6	9.00 per acre	\$6,073	\$24,293
Neighborhood Residential	365.0	56.9	822	16%	0.161	1.0	5.00 per lot	\$4,110	\$16,440
Commercial/Downtown Commercial	69.0	13.7		25%	0.222	1.4	21.00 per acre	\$1,161	\$4,645
Industrial	47.3	6.8		42%	0.338	2.1	31.50 per acre	\$1,276	\$5,103
Public/Institutional	44.4	3.5		15%	0.154	1.0	15.00 per acre	\$539	\$2,154
Parks/Open Space	721.9	17.9		1%	0.059	0.4	6.00 per acre	\$4,224	\$16,896
Agricultural	898.0	40.0		1%		0.4	6.00 per acre	\$5,148	\$20,592
TOTAL	2998.4							\$22,531	\$90,123

NOTES:

1. Land Use Source: Northwest Associated Consultants, Inc.
2. Wetland area subtracted from total parcel area for revenue calculation.
3. REF = land use runoff vol. /Neighborhood Residential runoff vol
4. Assume all neighborhood residential parcels = 1/3 acre

Appendix A
Summary of Annual Storm Water Utility Revenue
Future Land Use
City of Hanover

Existing Land Use Grouped by Percent Impervious	Estimated Acreage (Existing)	Estimated Acreage (Annex)	Wetland Acreage ²	Estimated # of Parcels ¹	Estimated Impervious Surface	Average 10-year Runoff Volume (AF/per 1 acre)	Residential Equivalency Factor (REF) ³	Quarterly Rate	Approximate Quarterly Revenue	Approximate Annual Revenue
Rural Residential	1513.0	3698.4	791.0		6%	0.093	0.6	9.00 per acre	\$39,784	\$159,134
Neighborhood Residential	746.5	199.5	56.9	2900	16%	0.161	1.0	5.00 per lot	\$14,500	\$58,000
Commercial/Downtown Commercial	97.2	24.8	13.7		25%	0.222	1.4	21.00 per acre	\$2,274	\$9,097
Industrial	171.7	99.2	6.8		42%	0.338	2.1	31.50 per acre	\$8,319	\$33,277
Public/Institutional	44.4	0.0	8.5		15%	0.154	1.0	15.00 per acre	\$538	\$2,153
Parks/Open Space	424.0	0.0	17.9		1%	0.059	0.4	6.00 per acre	\$2,437	\$9,746
TOTAL	2996.8								\$67,852	\$271,408

NOTES:

1. Land Use Source: Northwest Associated Consultants, Inc.
2. Wetland area subtracted from total parcel area for revenue calculation.
3. REF = land use runoff vol. / Neighborhood Residential runoff vol
4. Assume all neighborhood residential parcels = 1/3 acre

APPENDIX B

SUMMARY OF UTILITY RATES AND PROJECTED ANNUAL REVENUE

**Appendix B
Anticipated Future Expenses
Storm Water Utility Report
City of Hanover**

Anticipated Future Expenses (next 10 years)	Costs (per year)
Street sweeping (twice per year)	\$3,000
Implement Stormwater System Maintenance Plan	\$2,000
Water Quality Public Education Program	\$500
Implement Erosion Control Plan for Crow River and tributary drainageways	\$2,000
Implement Drainageway Maintenance Plan	\$8,000
Erosion and Sedimentation control inspections	\$3,000
Storm sewer system repairs and maintenance (minor)	\$10,000
Storm sewer structure maintenance (catch basins)	\$5,000
NPDES permit requirements (SWPPP implementation)	\$4,000
Crow River TMDL Coordination	\$3,000
Storm water management related labor costs	\$25,000
Buffer Strip Improvement Program	\$8,000
Stormwater Pond Revegetation	\$15,000
SUBTOTAL	\$88,500

APPENDIX C
LAND USE MAP

APPENDIX D

STORM WATER RUNOFF VOLUME CALCULATIONS

Appendix D
Summary of Runoff Volumes
 Yearly Summary
 1998 to 2007

Year	Annual Runoff Volume (acre-feet per acre)						
	Rural Residential (6%)	Neighborhood Residential (16%)	Commercial (25%)	Industrial (42%)	Public/Institutional (15%)	Parks/Open Space/ Agricultural (1%)	
1998	0.042	0.094	0.141	0.230	0.089	0.015	
1999	0.071	0.144	0.209	0.332	0.136	0.035	
2000	0.026	0.070	0.109	0.183	0.066	0.005	
2001	0.064	0.117	0.166	0.257	0.112	0.037	
2002	0.247	0.380	0.500	0.726	0.367	0.180	
2003	0.001	0.003	0.004	0.007	0.002	0.000	
2004	0.204	0.302	0.390	0.556	0.292	0.155	
2005	0.119	0.204	0.281	0.425	0.195	0.076	
2006	0.059	0.122	0.178	0.284	0.115	0.028	
2007	0.101	0.178	0.248	0.380	0.170	0.062	
Average	0.093	0.161	0.222	0.338	0.154	0.059	
REF	0.6	1.0	1.4	2.1	1.0	0.4	

APPENDIX E
SAMPLE STORM WATER UTILITY ORDINANCES

Draft Storm Water Utility Ordinance

Statutory Authority:

Minnesota Statute, Section 444.075 authorizes cities to impose just and equitable charges for the use and availability of storm sewer facilities. By this section the City elects to exercise such authority.

Purpose:

It is the intent of this article to establish a storm water utility to collect charges to finance costs associated with the operation and maintenance of the City's storm sewer system and implementation of storm water management programs.

Rate Structure:

The charges imposed as a part of this storm water utility shall be derived from parcels net acreage and residential equivalency factor (REF). The REF is defined as the ratio of runoff volume generated by one acre of land to the runoff volume generated by one acre of neighborhood residential land. The residential equivalency factors for each land use established as part of this storm water utility shall be as follows:

<u>Land Use</u>	<u>REF</u>
Rural Residential	0.6
Neighborhood Residential	1.0
Commercial/Downtown Commercial	1.4
Industrial	2.1
Public/Institutional	1.0
Parks/Open Space	0.4
Agricultural	0.4

All storm water utility fees shall be calculated based on the following formula:

$(REF)(\text{Base Rate as established by the City Council}) = \text{Rate per Acre}$

Neighborhood Residential parcels shall be charged on a per lot 1/3 acre basis. All other land uses shall be charged on a per acre basis.

Exemptions:

The following land uses are exempt from the storm water utility fee:

- Public rights-of way
- Delineated wetlands, lakes, and rivers
- Land outside of the city

Billing:

These charges shall be included on the utility accounts of each property and are payable in accordance with the provision for filing and payment of water sanitary sewer bills.

Certification of Past Due Fees:

Penalties for late payment or non-payment of billings for charges shall be the same as those applicable for water and sanitary sewer billings. The City may certify delinquent

and unpaid charges to be certified to the County Auditor with taxes against the property served for collection as other taxes and collections.

Rate Appeal:

Property owners may appeal their storm water utility fee by providing data demonstrating that the actual storm water runoff volume from their site is substantially different from that of the assigned land use. These appeals shall be made to the utility administrator who may make adjustments to individual parcels based on the information provided. No adjustments to the utility fee shall be made retroactive.

APPENDIX F
STORM WATER RATE APPEAL

**Storm Water Utility Appeal Form
City of Hanover**

Any property owner appealing their Storm Water Utility Fee must complete this form and submit it to the City Engineer. A determination will be made to see if the actual storm water runoff volume from their site is substantially different from the calculations for the land use of their parcel within the Storm Water Utility Report. (Please attach a drawing of the parcel and a location of all buildings and impervious areas.)

- 1) **Applicant Name** _____
Address _____

- 2) **Lot Size (acres)** _____

- 3) **Pervious Area (acres)** _____
(Lawns, greenspace, etc.)

- 4) **Impervious Area (acres)** _____
(Buildings, Driveways, etc.)

- 5) **Land Use Classification** _____
(The City's Land Use can be obtained at City Hall.)

- Date of submitted form _____

All appeals will be reviewed and a determination will be made and returned to the property owner within 3 weeks of the time the City received the Appeal Form.

Completed forms can be submitted to:

APPENDIX G
EXAMPLES OF PUBLIC EDUCATION MATERIALS

STORM WATER UTILITY

The Federal Clean Water Act requires cities to reduce pollutants in storm water runoff. To comply with the Federal Clean Water Act the City's storm sewer system requires modifications, improvements, increased maintenance operations and annual inspections. These water quality and storm sewer management improvements are often referred to as Best Management Practices (BMP's). To provide for the implementation and maintenance of the BMP's, a dedicated funding source is necessary. Runoff which once was considered out of sight – out of mind has become a significant requirement for cities to finance.

What is a Storm Water Utility?

A storm water utility is a service charge similar to the water service and sanitary sewer service charge landowners pay to utilize the system. Similar to a sanitary sewer utility, the fee is based on the amount each property uses. In the case of storm water, it is based on the amount of storm water runoff generated by each property. For example, a parking lot creates more storm water runoff than a grassy area the same size; therefore, the parking lot owner would pay a higher rate. In this way, the landowners in the City pay for the management of storm water in proportion to the amount of storm water runoff they contribute to the system.

Why is a Storm Water Utility needed?

No matter where you live in Hanover, when it rains, storm water runs off of roofs, driveways, sidewalks, patios and lawns to a storm water system, wetland, stream, lake, river, or pond. The storm water system collects runoff in streets or ditches and then directs the water into storm sewer pipes, ponds, or drainage ways. These systems eventually discharge the storm water runoff to ponds, lakes, wetlands, and ultimately the Crow River. The system of streets, catch basins, storm sewers, storm ponds, water quality ponds and streams have been built and need to be maintained to provide flood protection and water quality treatment. The maintenance and upgrade of water quality ponds reduces sedimentation and improves water quality by removing pollutants from storm water. Properly managing these storm water systems allows the City to control storm water runoff and pollution to:

- Protect people
- Protect property
- Reduce insurance risks
- Improve property values
- Protect water quality
- Protect natural resources
- Enhance fish and wildlife habitat

To maintain, control, collect, and treat storm water runoff there is a cost. A storm water utility will spread these costs to those who contribute to storm water runoff. The storm water utility is needed by the City to provide a dedicated funding source to maintain the storm water system. Older systems need to be replaced or repaired, cleaning of the

system is needed, and inspections and cleaning of storm water ponds is required to maintain water quality benefits. The money generated by the utility will be used to repair, replace and maintain the existing system, sweep streets, and staff time necessary to maintain the system. Costs for implementation of the City's Storm Water Pollution Prevention Plan will also be covered by this utility. State and Federal rules require the City to undertake several activities as a part of this plan. These activities include the following:

- Public outreach and involvement
- Construction site storm water runoff control
- General storm water pollution prevention

How much will I pay?

The monthly fee billed to landowners will be based on the land use of the property. This land use is proportional to the amount of runoff the property generates. The anticipated monthly rates for 2009 are;

Rural Residential	9.00	per acre
Neighborhood Residential	5.00	per lot
Commercial/Downtown Commercial	21.00	per acre
Industrial	31.50	per acre
Public/Institutional	15.00	per acre
Parks/Open Space	6.00	per acre
Agricultural	6.00	per acre

An appeal process offers property owners the opportunity to demonstrate that the amount of runoff volume generated by their land is significantly different than the amount associated with that land use. This can be appealed to the City Engineer.

When will this fee begin?

The City of Hanover anticipates implementing this fee in 2009 to assist the City in maintaining aging infrastructure and protecting downstream water resources. At that time you will see this utility fee added to your monthly water and sewer bill. Public meetings will be held to answer your questions and concerns. If you would like more information, please contact the City at #####.