

CITY OF UNALASKA  
UNALASKA, ALASKA

RESOLUTION 2021-26

A RESOLUTION OF THE UNALASKA CITY COUNCIL AUTHORIZING THE CITY MANAGER TO IMPLEMENT A ONE-TIME RATE INCREASE TO THE ELECTRICAL PROPRIETARY FUND OF 6.1%, A ONE-TIME RATE INCREASE TO THE WATER PROPRIETARY FUND OF 3.6%, AND A SOLID WASTE PROPRIETARY FUND RATE INCREASE OF 33%, PHASED IN OVER A FOUR YEAR PERIOD

WHEREAS, the City of Unalaska has determined, through a detailed Rate Study for each Utility, that specific Utility rate increases to achieve a Debt Service Coverage Ratio beyond 1.25 for each Utility Proprietary Fund are necessary to continue operations at the current level of service; and

WHEREAS, a one-time rate increase necessary to the maintain the required Debt Service Coverage Ratio in the Electric Proprietary Fund, distributed equally among all customer classes, is 6.1%; and

WHEREAS, a one-time rate increase necessary to maintain the required Debt Service Coverage Ratio in the Water Proprietary Fund, distributed equally among all customer classes, is 3.6%; and


WHEREAS, phased rate increases necessary to the maintain the required Debt Service Coverage Ratio in the Solid Waste Proprietary Fund, distributed equally among all material classifications, tipping fees, and labor charges over the next four fiscal years (FY22-FY25), is 40%; and

NOW THEREFORE BE IT RESOLVED that the Unalaska City Council authorizes the City Manager to implement a one-time rate increase to the Electrical Proprietary Fund of 6.1%, a one-time rate increase to the Water Proprietary Fund of 3.6%, and a Solid Waste Proprietary Fund rate increase of 33%, phased in over a four year period

PASSED AND ADOPTED by a duly constituted quorum of the Unalaska City Council on May 10, 2021.

  
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Vincent M. Tutiakoff  
Mayor

ATTEST:

  
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Marjie Veeder, CMC  
City Clerk



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## MEMORANDUM TO COUNCIL

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To: Mayor and City Council Members  
From: Dan Winters, Director of Public Utilities  
Through: Erin Reinders, City Manager  
Date: May 10, 2021  
Re: Resolution 2021-26: A resolution of the City of Unalaska City Council Authorizing the City Manager to implement a one-time rate increase to the Electrical Proprietary Fund of 6.1; a one-time rate increase to the Water Proprietary Fund of 3.6; and a Solid Waste Proprietary Fund rate increase of 33%, phased in over a four-year period.

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**SUMMARY:** Through Resolution 2021-26, Staff is requesting rate increases for three utilities that would go into effect in July 2021. This will include:

- A one-time Electric Proprietary Fund rate increase 6.1%, equally distributed to all customer classes.
- A one-time Water Proprietary Fund rate increase of 3.6%, distributed equally to all customer classes.
- A 33% rate increase to the Solid Waste Proprietary Fund, to all material classifications, tipping fees, and labor charges, phased in over four years.

Staff will incorporate these rate adjustments into the upcoming Schedule of Fees and Services Ordinance schedule, currently set for the May 25, 2021 Council meeting.

Staff will also work up materials for Council to consider an increase to the sale tax by 1%. Doing so would create a Utility Infrastructure Tax fund that will supplement the Utility Proprietary Funds. An increase in the sales tax will require a vote of the residents of Unalaska and will be addressed in future Council Meetings.

**PREVIOUS COUNCIL ACTION:** At the February 23, 2021 Council Work Session, James Keen and Amber Miller of Aldrich LLP presented the FY2021 Rate Study to Council.

At the March 9, 2021 Council Work Session, conversations focused on the cost of service and rates for Electric and Water. Council's consensus was for a one-time 6.1% increase in Electrical rates to all customer classes, and a one-time 3.6% increase in Water rates to all customer classifications. Council had general consensus to proceed with an increase to the sales tax by 1%, which will create a Utility Infrastructure Fund, supplementing the Utility Proprietary Funds.

At the April 12, 2021 Council Meeting, Staff presented the FY2022 Departmental Operating Budgets. During the budget presentation, Staff reported an overall budget reduction of \$2.8 million for the Department of Public Utilities (DPU). When only

Personnel and Operating expenses are considered, the FY2022 DPU budget is \$2.6 million less than FY2021, a decrease of 14.1%.

At the April 13, 2021 Council Work Session, Council discussed the cost of services and rates for the Wastewater and Solid Waste Proprietary Funds. Council's general consensus for the Wastewater utility rate increase was a 40% across the board increase, phased in over four years. Although there was some discussion of options to phase in the increase based on the cost of service instead. Council's general consensus for the Solid Waste utility was to increase the solid waste utility rates by 33%, phased in over four years. Again there was some discussion in support of focusing on cost of service rather than across the board increases. Just as with the Electric and Water discussion, Council had general consensus to proceed with an increase to the sales tax by 1%, which will create a Utility Infrastructure Fund, supplementing the Utility Proprietary Funds.

At the April 27, 2021 Council Meeting, Staff brought forward Resolution 2021-25. A resolution authorizing the City Manager to implement a one-time rate increase to the Electrical Proprietary Fund of 6.1%; a one-time rate increase to the Water Proprietary Fund of 3.6%; a Wastewater Proprietary Fund rate increase of 40%, phased in over a four-year period; and a Solid Waste Proprietary Fund rate increase of 33%, phased in over a four year period. Council voted to not adopt Resolution 2021-25.

**BACKGROUND:** Department of Public Utilities Staff performs a rate study on each of the Utility Proprietary Funds approximately every three years. This is a long-standing City Council goal for the budgeting process. The studies assist in the long-term fiscal sustainability of the utility as they help ensure that rates address the cost of providing the utility service and maintaining its infrastructure.

In 2012, Staff contracted Mike Hubbard of the Financial Engineering Company to perform a High-Level Rate Study, which depicted a rate increase of 29% for the Water Fund, 68% for the Wastewater Fund, and 75% for the Solid Waste Fund was needed by 2016. Rates increased consecutively for three years starting in FY2013. The sum of these rate increases was 21.3% for Water, 42.3% for Wastewater, and 32.1% for Solid Waste. These rate increases brought the difference between expenses and revenues closer to the budget before the new Water and Wastewater Plants became operational. However, the rate increases did little to make up for the budget shortfall after the new and regulatory mandated plants were online.

Staff performed the last rate study in 2016. A rate increase of 15% for the Wastewater Proprietary Fund over four years, and a rate increase of 13.5% for the Solid Waste Proprietary Fund, over three years, was initiated on July 1, 2017. During Staff's discussion with Council, there was a clear consensus that another monetary source was necessary to reduce impacts on needed rate increases. Council decided that using a portion of the 1% Sales Tax Special Revenue Fund was the most logical approach. Council approved using an amount not to exceed \$1,300,000 to supplement the Water, Wastewater, and Solid Waste Proprietary Funds. This supplement from the 1% Special Revenue Fund helped slow the timing of the inevitable rate increases. However, the lack of a rate

increase to the full revenue requirements, increased costs of chemicals, personnel, and inflation, we are again looking at extreme rate increases for the Utility Proprietary Funds.

In July 2020, Staff contracted through Aldrich CPAs + Advisors LLP to conduct the FY2021 Utility Rate Study. This is the sixth meeting with City Council focused on this study and how utility rates might be impacted.

**DISCUSSION:** City of Unalaska Council and Staff have been discussing the Utilities rate increase since February of this year. During these rate discussions, Council’s general consensus was to increase the electric, water, and the solid waste utility rates evenly to all customer classes that would achieve the Debt Service Coverage Ratio (DSC) beyond 1.25 for each utility. Maintaining a debt ratio above 1.25 will qualify the City to sell bonds and receive low interest loans for future projects.

**Electrical Proprietary Fund:** The electrical utility has not experienced a rate increase in 18 years. Due to the loss of two industrial customers, industrial electrical sales declined by 17 million kilowatt-hours at a loss of \$2.5 million in revenue since FY2018. These Industrial customers were buying electrical power from the City due to an EPA decree. When the EPA decree expired, they discontinued purchasing electrical power from the City. Earlier attempts to obtain purchase power agreements with the industrial customers were futile. The customers did not want a purchase power agreement. They knew the City would sell them electrical power without one, following City's fee schedule. Recent attempts to obtain industrial class as customers at one penny above electrical production cost, plus COPA, were unsuccessful.

The Electrical Proprietary Fund has a revenue deficit of (\$2,514,450) and will require an increase in rates of 34.7% to satisfy the revenue requirement. On March 9, 2021, Council Meeting, Council's consensus was to increase the electrical utility rate by 6.1%, equally to all customer classes. The one-time rate increase of 6.1% will increase revenues by \$444,436 and increase the DSC from 1.06 to 1.25.

Staff averaged the electric monthly utility electric bills for each customer class. A 6.1% electrical utility rate increase will increase the Residential electrical bill by \$7.66, from \$139.43 to \$147.09. The Small Commercial customer will experience a \$19.93 growth, from \$493.90 to \$513.83. The Large General customer will see an increase of \$132.23 in their electrical bill, from \$3,365.76 to \$3,497.99. Industrial will see an increase in their monthly electrical utility bill of \$1,733.10, from \$47,074.47 to \$48,807.67.

Customer’s Monthly Electric Bill Impact Comparison

	Residential Bill		Small Commercial			Large General		Industrial	
	Current	After Increase	Current	After increase		Current	After Increase	Current	After Increase
Customer	\$ 8.00	\$ 8.49	\$ 10.00	\$ 10.61	Customer	\$ 50.00	\$ 53.07	\$ 100.00	\$ 106.13
Energy	\$ 116.98	\$ 124.15	\$ 315.16	\$ 334.48	Demand	\$ 194.30	\$ 206.21	\$ 3,568.00	\$ 3,786.77
COPA	\$ 55.00	\$ 55.00	\$ 168.74	\$ 168.74	Energy	\$ 1,912.23	\$ 2,029.48	\$ 24,597.34	\$ 26,105.54
PCE Credit	\$ (40.55)	\$ (40.55)	\$ -	\$ -	COPA	\$ 1,209.23	\$ 1,209.23	\$ 18,809.23	\$ 18,809.23
Total	\$ 139.43	\$ 147.09	\$ 493.90	\$ 513.83	Total	\$ 3,365.76	\$ 3,497.99	\$ 47,074.57	\$ 48,807.67

**Water Proprietary Fund:** The Water Proprietary Fund has not had a rate increase since FY2012, which was phased in over three years. Since FY2016, personnel expense has increased by 40%. A majority of the personnel cost increase is in personnel wage increases at an average of 3% per year, which equates to 15% of the 40% for personnel increase. In FY2019, Council approved adding two full-time employees to the Water Division, through Ordinance 2019-02, which also contributed to the personnel expense growth of approximately 25%. The addition of the two employees was due to the expansion of operations from the new water plant.

Operations expenses have increased by 54% in the Water Proprietary Fund since FY2016. Construction of the federally mandated New Water Plant was completed in FY2015 and put in service, which caused the 54% increase in operational expenses.

The Water Proprietary Fund has a revenue shortfall of (\$913,887). A rate increase of 34.9% will be necessary to meet the entire revenue requirement. On March 9, 2021, Council Meeting, it was Council’s consensus to increase the water utility rate by 3.6%, equally to all customer classes. The one-time rate increase will increase water revenues by \$94,532 and increase the DSC from 1.58 to a DSC of 2.00. However, it leaves a revenue shortfall of (\$820,000). The higher DSC will provide more security and allow the utility to generate more cash towards capital expenditures.

Staff averaged the monthly water usage of residential customers at 14,000 gallons per month and industrial customers at 6,371,368 gallons per month. An increase of 3.6% in the water utility rates will increase the unmetered water customer average monthly bill by \$1.29. The metered customer will see an average increase of \$1.39 in their monthly bill. The averaged industrial customer will see an increase of \$576.76 in their monthly bill.

Average Residential and Industrial Monthly Bill Impact Comparison

	Current Rate	3.6% Rate Increase	Monetary Increase Total		Current Rate	3.6% Rate Increase	Monetary Increase Total
Unmetered Flat Rate	\$ 35.59	\$ 36.88	\$ 1.29	Metered Flat Rate	\$ 34.34	\$ 35.58	\$ 1.24
Metered Flat Rate	\$ 3.74	\$ 3.87	\$ 0.13	Metered/1000 gal	\$ 2.51	\$ 2.60	\$ 0.09
Metered/ 1000 gal	\$ 2.51	\$ 2.60	\$ 0.09	Metered Monthly Bill	\$ 16,021.24	\$ 16,598.00	\$ 576.76
Metered Monthly Bill	\$ 38.88	\$ 40.27	\$ 1.39	Note: Average Industrial Usage 6,371,368 Gal/Month			
Note: Water usage calculated at 14,000 gal/Month							

**Solid Waste Proprietary Fund:** The Solid Waste Proprietary Fund experienced a rate increase in FY2016. Since FY2016, personnel expenses have increased by 37.3%. An increase in personnel wages increased over the five-year period by 3% per year, which equates to 15% of the 37.3% personnel increase. In FY2019, Council approved adding two full-time employees to the Solid Waste Division through Ordinance 2018-10, contributing to the personnel expense growth of approximately 22.3%.

Solid Waste operations expenses have increased by 57.4% since FY2016. The increase in operational costs is attributed to a higher production of leachate from the new Cells

and the influx of wastewater sludge. The rise in leachate also increases the cost of maintenance of the equipment in the Leachate Pump Building. The Wastewater Plant charges for the leachate it receives from the Solid Waste. Likewise, Solid Waste charges for the sludge it receives from Wastewater Plant, following Unalaska City Code of Ordinances.

Solid Waste proprietary Fund has a revenue shortfall of \$1,540,289. A rate increase of 60.1% will be necessary to meet the total revenue requirement. On April 13, 2021, Council meeting, Council’s consensus was to increase the solid waste utility rates by 33%, *phased over four years*.

*Solid Waste* is different from the other Proprietary Funds because Solid Waste charges customers for the types of material delivered to the Landfill and does not charge by customer classes. An exception to this is the customer Maintenance Fee (LF01) that customers see on their monthly utility bill.

The table below shows the solid waste rate increases for each material class over four years to realize a 33% rate increase in the fourth year. At the April 13, 2021 Council Meeting, Council’s decision seemed generally supportive of this approach. This is outlined below.

Class	Unit	Current	FY2022	FY2023	FY2024	FY2025
<b>LF20 Gen Waste - Sch B Tipping Fees:</b>	Per Ton	\$ 251.20	\$ 271.92	\$ 292.65	\$ 313.37	\$ 334.10
Annual Rate Increase:		0.0%	8.3%	7.6%	7.1%	6.6%
Rate Increase From FY21:		0.0%	8.3%	16.5%	24.8%	33.0%
<b>LF23 Equipment:</b>	Per Hour	\$ 166.43	\$ 180.16	\$ 193.89	\$ 207.62	\$ 221.35
Annual Rate Increase:		0.0%	8.3%	7.6%	7.1%	6.6%
Rate Increase From FY21:		0.0%	8.3%	16.5%	24.8%	33.0%
<b>LF24 Scrap Metal HM:</b>	Per Ton	\$ 1,073.54	\$ 1,162.11	\$ 1,250.67	\$ 1,339.24	\$ 1,427.81
Annual Rate Increase:		0.0%	8.3%	7.6%	7.1%	6.6%
Rate Increase From FY21:		0.0%	8.3%	16.5%	24.8%	33.0%
<b>LF51 Misc STL (Labor):</b>	Per Hour	\$ 87.40	\$ 94.61	\$ 101.82	\$ 109.03	\$ 116.24
Annual Rate Increase:		0.0%	8.3%	7.6%	7.1%	6.6%
Rate Increase From FY21:		0.0%	8.3%	16.5%	24.8%	33.0%

Class	Unit	Current	FY2022	FY2023	FY2024	FY2025
<b>LF52 Trawl Nets:</b>	Per Cubic Yard	\$ 1,073.54	\$ 1,162.11	\$ 1,250.67	\$ 1,339.24	\$ 1,427.81
Annual Rate Increase:		0.0%	8.3%	7.6%	7.1%	6.6%
Rate Increase From FY21:		0.0%	8.3%	16.5%	24.8%	33.0%
<b>LF53 Fish Waste:</b>	Per Ton	\$ 536.77	\$ 581.05	\$ 625.34	\$ 669.62	\$ 713.90
Annual Rate Increase:		0.0%	8.3%	7.6%	7.1%	6.6%
Rate Increase From FY21:		0.0%	8.3%	16.5%	24.8%	33.0%
<b>LF54 Appliance with Refrigerant:</b>	Each	\$ 107.35	\$ 116.21	\$ 125.06	\$ 133.92	\$ 142.78
Annual Rate Increase:		0.0%	8.3%	7.6%	7.1%	6.6%
Rate Increase From FY21:		0.0%	8.3%	16.5%	24.8%	33.0%
<b>LF01 Sch A Landfill Maintenance Fee:</b>	Per Utility Bill	\$ 27.97	\$ 30.28	\$ 32.59	\$ 34.89	\$ 37.20
Annual Rate Increase:		0.0%	8.3%	7.6%	7.1%	6.6%
Rate Increase From FY21:		0.0%	8.3%	16.5%	24.8%	33.0%

**ALTERNATIVES:** Staff and Aldrich LLP have researched alternatives concerning the needed rate increases and believe the options brought forward to Council are the most logical approach. However, the staff is always willing to research other options that Council may consider are viable. Council could decide to:

- Approve the Resolution as written.
- Amend the Resolution to only address certain funds at the point, and then continue discussion addressing the remaining funds at future meetings.
- Amend the Resolution to adjust the increase approach for one or more of the funds.

**FINANCIAL IMPLICATIONS:** The table below depicts the revenue gains and shortfall of the individual Utility Proprietary Funds, if Council adopts Resolution 2021-26. Even though there is a shortfall after the rate increases, a 1.25 DSC ratio will be realized for all Utility Proprietary Funds.

	Electric 6.1% Rate Inc.	Water 3.6% Rate Inc.	Solid Waste 33% Rate Inc.
Current Revenue Requirement	\$ 9,762,823	\$ 3,530,573	\$ 4,102,820
Current Revenue	\$ 7,248,373	\$ 2,616,686	\$ 2,562,531
Current Revenue Shortfall	\$ (2,514,450)	\$ (913,887)	\$ (1,540,289)
Revenue from Rate Inc.	\$ 444,436	\$ 94,532	\$ 845,635
Revenue Shortfall After Rate Inc.	\$ (2,070,014)	\$ (819,355)	\$ (694,654)

During the preparation of the FY2022 Budget, Staff reduced the utility division’s operating costs by \$2.6 million. Finding ways to save money and reduce the budget is an ongoing plight for the utility divisions. However, cutting the utilities operation’s budget is only one piece of the pie. Due to inflation, personnel cost increase, maintenance cost increases, and depreciation, and debt, rates need to be increased to cover the revenue shortfalls. There will be a shortfall of revenue after these rate increases. Staff will conduct another rate study in four years. A rate increase will be needed to cover the next four years of inflationary costs and the leftover revenue shortfall from this rate study.

If Council does not approve this rate increase, Payment for the Utilities Operations, Equipment Maintenance, and Capital Projects will have to be supplemented through the General Fund Reserves. Utility services to the public may be limited or reduced, and the City's ability to sell bonds or receive low-interest loans will be limited.

**LEGAL:** None

**STAFF RECOMMENDATION:** Staff recommends Council approve Resolution 2021-26. This would implement a one-time 6.1% rate increase to the Electric Proprietary Fund, equally distributed to all customer classes and a one-time Water Proprietary Fund rate increase of 3.6%, distributed equally to all customer classes. This would also approve a 33% rate increase to the Solid Waste Proprietary Fund, to all material classifications, tipping fees, and labor charges, phased in over four years.

**PROPOSED MOTION:** I move to adopt Resolution 2021-26.



**CITY MANAGER COMMENTS:** City Council budgetary goals have historically called for a rate study every three years to help insure that rates are addressing the cost of providing the utility service. However, when Council implements rate increases over the course of four years, a new study is not conducted until the final year of implementation of the prior study. This rate study supports what previous rate studies indicated, that the City would need to increase rates even further in the future especially when previous necessary rate increases were not approved. As it stands now, what is being recommended still does not meet the full revenue requirement, but does get us closer and allows for us to have a minimum of 1.25 Debt Service Coverage Ratio for each utility. As outlined in the draft budget presentation last month, staff continues efforts to reduce operational expenditures.