

State of Michigan
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Department of Environmental Quality



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**Drinking Water Revolving Fund
Final Supplemental Intended Use Plan
Fiscal Year 2017**

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Revolving Loan Section
Office of Drinking Water and Municipal Assistance

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PURPOSE

The Supplemental Intended Use Plan (SIUP) is part of the application the Michigan Department of Environmental Quality (MDEQ) uses to request supplemental capitalization grant funds. Upon receipt of the complete application package, the U.S. Environmental Protection Agency (EPA) has 30 days to respond and to approve the funding request. The EPA will then issue a capitalization grant award. Once the capitalization grant award has been signed and accepted by the MDEQ, the funding will be available for use. The MDEQ agrees to use all Water Infrastructure Improvements for the Nation (WIIN) funds in accordance with the SIUP per 40 CFR 35.3550(m). Any changes to the SIUP will be sent to the EPA and posted on the MDEQ Web site.

INTRODUCTION

The Water Infrastructure Improvements for the Nation Act was signed into law in December 2016. This act authorizes supplemental Drinking Water State Revolving Fund (DWSRF) capitalization grants under section 1452 of the Safe Drinking Water Act, as amended. Per WIIN, an eligible recipient for the supplemental funding is a state in which the President has declared an emergency under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.) relating to public health threats associated with the presence of lead or other contaminants in drinking water provided by a public water system. An eligible system is a public water system that has been the subject of the emergency declaration. On January 16, 2016, President Obama signed an emergency declaration for the city of Flint, Michigan. Currently, the city of Flint is the only community eligible to receive WIIN funds. The 2017 Further Continuing and Security Assistance Appropriation Act included \$100,000,000 in supplemental DWSRF appropriations pursuant to section 2201 of the Water and Waste Act of 2016, which includes WIIN.

This SIUP describes how the MDEQ will administer the \$100,000,000 of available supplemental capitalization grant funds, which will be matched with 20 percent (\$20,000,000) in state funds. The Revolving Loan Section (RLS) of the Drinking Water and Municipal Assistance Division (DWMAD) is assigned program administration responsibilities. The Community Water Supply Section (CWSS) of the DWMAD will issue necessary construction permits and provide technical review and assistance. Financial administration of the program will be handled by the staff of the Michigan Finance Authority (the Authority).

The WIIN legislation states an eligible system shall be considered to be a disadvantaged community under section 1452(d) of the Safe Drinking Water Act (42 U.S.C. 300j-12(d)) and eligible to receive loans with additional subsidization including forgiveness of principal. Funds may be provided for the purpose of addressing lead or other contaminants in drinking water, including repair and replacement of lead service lines and public water system infrastructure. The city of Flint qualifies as a disadvantaged community based on the state's criteria, listed in the "Disadvantaged Community Status" section of this SIUP (page 8).

The supplemental federal capitalization grant allocation is \$100,000,000. Legislation mandates that 20 percent of this amount be provided as a state match. The state match, \$20M, is provided from the general fund designated by the Michigan legislature to assist with the removal of lead service lines in the city of Flint. The MDEQ plans to provide the entire amount, \$120,000,000, as a loan with 100-percent principal forgiveness to the city of Flint. A state may provide a loan subsidy (e.g., principal forgiveness) to benefit communities meeting the state definition of disadvantaged. No fees will be charged or associated with the WIIN funding or state match. The WIIN funding and associated state match will not have any impact on the

base DWRF program. The state match for WIIN is separate and distinct from state match used for the DWRF base program. All projects funded with this supplemental capitalization grant and match must pay their workers federal Davis Bacon wage rates for the job classification. Additionally, all projects funded with monies from WIIN must comply with the American Iron and Steel provisions and Disadvantaged Business Enterprise requirements.

The city of Flint projects appearing on the FY 2017 IUP will not be funded with DWRF base funding. The projects included a loan for \$19.5M with \$2M of principal forgiveness in fiscal year (FY) 2017 and future loans for \$157M. The supplemental WIIN funding will finance some work identified in those projects. Thus, the use of the DWRF base funding for the \$19.5M project will not progress as a DWRF base loan. The \$19.5M project has been incorporated into project activities to be financed with WIIN as described below. Additional information regarding the FY 2017 IUP can be found on the MDEQ Web site at: [FY2017 Final DWRF IUP & PPL](http://www.michigan.gov/documents/deq/deq-ess-mfs-DWRF-DWiuppl2017_532040_7.pdf) (http://www.michigan.gov/documents/deq/deq-ess-mfs-DWRF-DWiuppl2017_532040_7.pdf).

GOALS

Michigan's DWRF establishes a funding source designed to protect and preserve public health within the state's boundaries. Michigan's geographical identity as a "Great Lakes" state affords its citizens with an abundant and high quality water resource from which to draw its drinking water. Unlike many states, Michigan water supplies are plentiful and periods of restricted use are few in most communities. The great challenge for water suppliers lies in protecting the high quality of the resource, as well as ensuring that adequate volume and pressure exist to deliver potable water to the customer.

To this end, Michigan's DWRF has the following long-term goals as it pertains to the supplemental capitalization grant:

Goal: *To fund activities to eliminate the emergency drinking water situation.*

The MDEQ is working closely with the city of Flint to identify and implement the eligible activities that the city can pursue to reduce the public health threat from lead.

Goal: *To continue effective partnerships with other federal and state financing sources to promote efficiency in environmental review procedures and coordination of funding.*

Given the limitations on pooled capital, the DEQ continues to work together with various federal and state agencies, such as the U.S. Department of Transportation and the Michigan Department of Transportation, so that we may collectively fund qualifying projects and maximize use of our capital pool to achieve stated goals. Such partnerships ultimately benefit everyone. Industry, tourism, and day-to-day quality of life are strengthened when our most valuable natural asset is preserved and made available for use and enjoyment.

Goal: *To maintain statewide compliance with all applicable state and federal drinking water laws, rules, and standards while protecting the public health and environmental quality of our state.*

The DEQ will use DWRF set-aside funding to assist economically disadvantaged communities in meeting drinking water standards.

In order to accomplish the long-term goals, we must also focus on more immediate objectives. Therefore, our short-term goals in FY 2017 are:

Goal: *Secure Michigan's full share of federal funding and expeditiously obligate these monies, along with the state contribution.*

The DEQ has prepared and identified on the FY 2017 Supplemental PPL all projects that are willing and able to progress to loan closing consistent with a project milestone schedule for the construction of eligible facilities. All projects receiving WIIN funds in FY 2017 will issue a Notice to Proceed within 60 days of the loan closing, as required of other DWRP loans.

Goal: *Ensure that the requirements of the WIIN capitalization grant are met, including those that are imposed on local borrowers.*

Congress mandated that 20 percent of the WIIN capitalization grant be provided as additional subsidy to borrowers. The DEQ plans to provide the additional subsidy as principal forgiveness to the city of Flint. Congress also requires all DWRP projects funded with WIIN pay their workers the federal Davis Bacon wage rates for their job classification, comply with the American Iron and Steel, Disadvantage Business Enterprise, and EPA signage requirements.

ALLOCATION OF FUNDS

Set-Asides

Set-asides in the DWRP are derived from the capitalization grant awarded to the state by the EPA. Set-asides are designated for specified uses. The MDEQ is requesting approximately \$1,500,000 or 1.5 percent of the federal supplemental grant for the Local Assistance Set-Aside to provide technical assistance as part of the state’s capacity development program to support operational improvement of the city’s distribution system including corrosion control studies and asset management program development. The work plan for this set-aside is attached.

Project Descriptions

Supplemental Project Priority List				
Project Rank	Project No.	Description	Estimated Construction Start Date	Commitment Amount
1	7421-01	Service Line Replacement	April 2017	\$40,000,000*
2	7423-01	Distribution system/ transmission main improvements	June 2017	\$10,000,000
3	7422-01	Meter replacement	July 2017	\$10,000,000**
4	7424-01	Water treatment plant improvements	June 2017	\$58,500,000**
	Set-aside	Local Assistance/Capacity Development	March 2017	\$1,500,000
Total				\$120,000,000

*\$20,000,000 of the Service Line Replacement project will come from State Match money allocated by the Michigan legislature.

**Conditionally listed, the city must provide a complete application including an amended project plan with an alternatives analysis and requisite public participation to receive funding in these categories.

The city of Flint is the only community currently eligible to receive WIIN funding. The city has a population of 99,000. In January 2017, the city of Flint identified four project categories it would like to use WIIN funding to implement that will address the public health threats associated with the presence of lead. Below is a list of the projects, in priority order, based on the city of Flint’s identified needs. All of the projects on the project priority list (PPL) will be funded using WIIN as the prescribed tasks are completed to allow the projects to proceed with construction.

Project Categories 1 and 2 in the PPL above were included in the project plan submitted to the MDEQ in June 2016. The project plan was reviewed and contained other work that may be DWRf funded in the future. Funding between project categories is subject to change as negotiated between the state and the city depending on priorities.

1. Service Line Replacement

The city plans to replace approximately 6,000 service lines a year for two years (for a total of 12,000 service line replacements), using WIIN/DWRf funding. This work will remove both lead and galvanized steel service lines from the street to the home meter; therefore, removing the risk of potential drinking water lead contamination from service lines. The DWRf construction work is currently out for bid.

Several milestone activities need to occur prior to construction start for the lead service line replacement:

- MDEQ development of environmental assessment with 30-day public comment period
- Completion of three-part application for funding
- Submittal of bid costs for the project
- Signing of financial agreement between city and state

2. Distribution System

Transmission main work is proposed to take place on Dupont Street, Saginaw Street, and Atherton Road. Additional work will include water main replacements in numerous neighborhoods throughout the city. Work will be coordinated with service line replacements to ease road congestion and reconstruction activities. Distribution system priorities will coincide with the recommendations from the Distribution System Optimization Report and as identified in the June 2016 DWRf Project Plan from the city. This work and implementation of the report recommendations will address the declared emergency by minimizing water loss, improving the efficiency of providing water to customers, and optimizing corrosion control for lead.

Distribution system milestone activities include:

- Submittal, review, and approval of plans and specifications
- Development and advertisement of bid package
- Development of environmental assessment with 30-day public comment period
- Completion of three-part application for funding
- Submittal of bid costs
- Signing of financial agreement between city and state

3. Meter Replacement

The city has a program to replace existing meters with an Advanced Meter Infrastructure System over several years. At the time of the DWRf project plan submittal in June 2016, the city had replaced approximately 5,500 meters. It is anticipated that the city will spend approximately \$7.5 million in meter replacement in the first year of WIIN/DWRf funding, followed by an additional \$2.5 million in 2018. Meter replacement is for the entire city, not only where service lines are replaced. This meter replacement work will address the declared emergency by reducing unaccounted for water and insure an appropriate rate is

charged to customers thereby creating a suitable revenue stream to fund future maintenance and replacement needs of the system.

Meter replacement is conditionally included in this SIUP. As meter replacement was not included in the original project plan submitted by the city in June 2016, the city will need to submit a project plan amendment in order to include costs related to this category. The city cannot request nor draw on funds related to this category until the project plan amendment is submitted, reviewed, and approved by the MDEQ. Work has begun on the project plan amendment. It is expected to be submitted once the alternative analysis and public participation process has been completed.

4. Water Treatment Plant Improvements

Improvements at the water treatment plant are conditionally included in this SIUP. As water treatment plant improvements were not included in the original project plan submitted by the city in June 2016, the city will need to submit a project plan amendment in order to include costs related to this project category. The city cannot request nor draw on funds related to this category until the project plan amendment is submitted, reviewed, and approved by the MDEQ.

Work has begun on the project plan amendment. It is expected to be submitted once the alternative analysis and public participation process has been completed.

OUTPUT/OUTCOME MEASURES

To comply with the EPA requirements on Environmental Benefits of the DWRF, Michigan estimates that the following outputs could result from project loans in FY 2017:

- A. Output: Michigan could fund approximately two drinking water transmission/distribution loans to construct/rehabilitate/upgrade drinking water transmission and distribution systems. The dollar amounts of these applications total approximately \$50 million.

Outcome: The funding of these projects could result in more people receiving improved drinking water from existing treatment systems in Michigan.

- B. Output: Michigan could fund approximately one drinking water treatment project to construct and/or rehabilitate drinking water treatment facilities. The dollar amount of the application totals approximately \$58.5 million.

Outcome: The funding of the project could result in improved drinking water for thousands of people in Michigan and, upon completion of the project, facilities that meet all applicable permits and SDWA requirements.

Please note that the number of applications will not agree with the number of loans on the PPL, as many of the project loans include work in more than one category (i.e., transmission/distribution, treatment, storage, and source).

REPORTING

Required reporting will be provided in a timely manner. The state will provide the city with copies of the appropriate forms (e.g., Disbursement Request Form, Lead Service Removal Form). Semi-annual reporting will be provided to the EPA regarding the set-aside activities and the associated expenses. The DWRF Annual Report will be provided to the EPA detailing the activities and associated expenses of the supplemental funding by December 31, 2017, and

every year following until the funding has been fully spent. The city of Flint will be required to submit a copy of its Single Audit to the MDEQ if the city expends more than \$750,000 of federal funds per fiscal year.

CRITERIA AND METHOD FOR DISTRIBUTION OF FUNDS - PROJECT LOANS

Michigan's DWRP will commit loans for qualified projects based on project plans that were submitted to the RLS. Plans are reviewed by staff of the MDEQ to ensure compliance with Section 5405 of Act 451, before being placed on the PPL. The DWRP, to the maximum extent practicable, must give priority to projects that:

- address the most serious risks to human health,
- are necessary to ensure compliance with the requirements of the federal SDWA,
- in addition, assist systems most in need according to the state's affordability requirements.

Michigan's priority system takes these factors into account in the assignment of priority points. Acute violations receive a larger number of points than any other category. In fact, standard compliance offers over 41 percent of a project's total possible points. All factors point to the need for the project to comply with federal drinking water requirements; affordability is addressed by the award of additional points for disadvantaged community status, and is the ultimate tiebreaker. Michigan's priority point system is detailed in Section 5406 of Act 451.

All projects are reviewed and scored based upon the priority point system outlined in Part 54 of Act 451. Funds are made available for commitment based on the priority ranking.

All project financial assistance using WIIN will be via a 0-percent interest loan with 100-percent principal forgiveness. The city will incur costs while performing approved project activities. The city will be invoiced for those activities. The city will submit one disbursement request per month of all eligible incurred costs for review, approval and payment. Disbursement requests are processed weekly on Wednesday; final payment is made to the city's financial institution within seven days of processing.

DISADVANTAGED COMMUNITY STATUS

Disadvantaged community status is determined by the MDEQ based on information submitted with a supplier's project plan. To qualify, an applicant must first meet the definition of "municipality" found in Part 54 of Act 451. Next, the updated median annual household income (MAHI) of the area to be served must be less than 120 percent of the state's updated MAHI. Finally, the costs of the project must be borne by the customers in the service area. If costs are spread over a larger area, then that area must demonstrate that it meets the poverty or affordability criteria.

Once these conditions are met, a community will be awarded the disadvantaged community status if one of the following is true:

- More than 50 percent of the area to be served by the proposed project is identified as a poverty area by the U.S. Census Bureau.
- The updated MAHI of the area to be served is less than the most recently published federal poverty guidelines for a family of four in the contiguous United States.
- The updated MAHI is less than the updated statewide MAHI and the annual user costs for water supply exceed 1 percent of the service area's MAHI.

- The updated MAHI is more than the updated statewide MAHI and the annual user costs for water supply exceed 3 percent of the service area's MAHI.

The major benefits for qualified communities include additional priority points, extension of loan terms from 20 to 30 years, and financial assistance to defray the cost of preparing a project plan.

EPA AUTOMATED CLEARINGHOUSE ACTIVITIES

The EPA employs an Automated Standard Application for Payments (ASAP) system to make disbursements of federal funds. Michigan will comply with this system's requirements and deposit funds drawn from it into appropriate accounts set up for the DWRF.

Disbursements from the WIIN funding will be based on the reimbursement of expenses. The city will incur project costs and then submit the invoices for the work with a completed disbursement request form to the MDEQ for payment. Only one disbursement request per month will be processed. The disbursement request should include all supporting documentation.

Michigan anticipates drawing supplemental capitalization grant funds from the ASAP system beginning in June 2017. To satisfy Michigan Public Act 268 of 2016, all initial lead service lines project activities will be paid from the \$20 million of state match. This will ensure that the \$20 million appropriated by the Michigan legislature is spent specifically on lead service lines as noted in the statute. All other projects will be paid using this draw ratio: 100 percent (federal) for the 2017 supplemental capitalization grant. (\$100M - \$1.5M = \$98.5M + \$20M match = \$118.5M) Set-asides draws will be 100-percent federal. The forecasted cash draw schedule is \$30 million per quarter (\$25 million federal and \$5 million state funds) for the next four quarters for the total WIIN funds available of \$120 million.

One request for disbursement may be submitted by the local project's authorized representative each month. As project costs or set-aside costs are incurred, the request for disbursement of funds will be sent directly to the MDEQ, who will then process the request as part of a weekly draw request. Upon delivery to its office, the Authority will execute the fund drawdown electronically by transferring money from the federal ASAP and state accounts.

Monies will be automatically deposited into the DWRF account, while funds are electronically wired to a municipal water supplier's bank from the DWRF account.

ASSURANCES

The final guidelines from the EPA set forth provisions that the state must provide certain assurances in order to qualify for capitalization grant funding. Such assurances are incorporated into the Operating Agreement and are included here by reference, as the MDEQ will:

- comply with state statutes and regulations
- demonstrate technical capability to manage the supplemental funding with adequate staff
- accept payments in accordance to the schedule
- enter into binding commitments as required in 40 CFR 35.3555(e)
- follow generally accepted accounting principles
- commit and expend all funds as efficiently and expeditiously as possible
- use the WIIN funding in accordance with the SIUP

The MDEQ has a Quality Management Plan that guides our selection of qualified staff, and that the relevant staff is in place to work on DWRF projects. DWRF project information will continue to be provided to the EPA via the Drinking Water Project & Benefits Reporting and the National Information Management System. All WIIN projects funded in FY 2017 will meet the requirements for crosscutter review and the Federal Funding Accountability & Transparency Act.

Michigan is providing technical and managerial capacity assistance to the city of Flint for various aspects of the water treatment system. Several state contracts have been executed to ensure that the appropriate and feasible operational changes will comply with the requirements of the Safe Drinking Water Act.

PUBLIC REVIEW AND COMMENT

No public participation or comment period is required. The SIUP will be posted to the MDEQ Web site. Questions about the DWRF SIUP may be directed to:

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State of Michigan
Work Plan for Local Assistance Set-Aside for Technical and Financial Assistance
Supplemental Grant for WIIN Funding

Background

The Water Infrastructure Improvements for the Nation (WIIN) Act was signed into law in December 2016. This act authorizes supplemental Drinking Water State Revolving Fund capitalization grants under section 1452 of the Safe Drinking Water Act, as amended (SDWA) to municipalities where an emergency has been declared under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.). To achieve the objective of improved public health protection, the SDWA authorized by section 1452(k) allows up to 15 percent of the total capitalization grant to be administered as a Local Assistance Set-Aside. The Local Assistance Set-Aside can provide technical and financial assistance to water systems as part of a state capacity development strategy. To be eligible for funding, activities must be consistent with a State's Capacity Development Strategy, and the objective of such activities must be to develop or enhance the water system's ability to respond to current conditions and future changes with increasing self-sufficiency.

Goal

To provide financial assistance to the city of Flint, via a contractor/consultant, to develop, enhance, and implement its asset management program and to evaluate and develop current and future water source corrosion control studies for operational optimization of its water system. The asset management program will include an asset inventory and condition assessment, a consequence of failure and risk evaluation, level of service review and discussion with the city, and a life cycle financial plan including the evaluation of water rates. Additional contractor work will include a Revised Total Coliform Rule (RTCR) Monitoring Plan with standard operating procedures, sampling procedures and communications protocols, and development of a unidirectional flushing program to address localized water quality issues in the city's system.

Corrosion Control Studies

Of utmost importance to complete first are corrosion control evaluations on the existing Flint water system. As part of the consultant contract, data analysis will continue to be performed to assess any deficiencies; coupon studies will be conducted to ascertain orthophosphate dosing; and whole house unidirectional flushing protocols will be developed. Deliverables include recommended orthophosphate doses and water quality parameters for the time remaining on Great Lakes Water Authority.

As the city moves forward with selecting a temporary and long-term water supply, additional corrosion control studies will be conducted on the potential temporary source, water supplied from Genesee County. Work will include a desktop study, coupon studies, development of switchover plan, and startup assistance. Deliverables will include a final corrosion control switchover plan for the county supply and associated water quality parameters.

If the city moves forward with selecting the Flint Water Treatment Plant (WTP) for the long-term water supply, then a corrosion control plan for the city WTP will be developed. This work will include a desktop study, coupon study, and a loop study. Deliverables will include recommended optimal corrosion control treatment for the WTP.

Asset Management Program

It is understood that an asset management program is a living document that includes ongoing activities and will need to be reviewed and updated by the city as improvements and changes are made. The contractor will review the existing asset management report to identify informational gaps and address existing deficiencies. Contractor activities will include examining the city's hydraulic model to determine performance conditions of the system, followed by a condition assessment workshop with city staff and the contractor, to demonstrate condition assessment methodology used to develop the city's risk model.

The contractor will perform a consequence of failure assessment to determine the criticality of drinking water assets.

The contractor will define methodologies to assist in the development of life cycle cost financial planning calculations. Current replacement costs for major assets will be identified. Short-term, intermediate-term, and long-term operation, maintenance, and replacement forecasts will also be developed.

The contractor, along with the city, will develop a level of service protocol that will assist with the determination of future drinking water infrastructure investments. The contractor will assist the city identifying an appropriate asset management software system that is both compatible with its current system and is widely available for use moving forward. As this is the city's document, city staff are expected to take an active role in the development and sustainability of the asset management program.

A capital improvement plan will be developed from the asset management program and will identify 5 and 20-year prioritized needs.

Funds Requested

From the supplemental capitalization grant, the Michigan Department of Environmental Quality is requesting \$1,500,000 from the Local Assistance Set-Aside for technical and financial assistance; this amount equates to 1.5 percent of total federal WIIN funding. This funding will support a third party contractor for the city to complete the activities identified above.

Agency Responsibilities

Drinking Water and Municipal Assistance Division (DWMAD) staff will administer the set-aside grant. Staff will monitor progress through routine visits with the city and communications with the contractor. Additionally, staff will review contractor work products (asset inventory, rate methodology, capital improvement plan, corrosion control studies, RTRC monitoring plan) and approve all invoices for payment. Staff will include a description of the status of contractor activities and funds spent to date as part of the semi-annual reports sent to the U.S. Environmental Protection Agency (EPA).

Schedules

This work plan covers the period from January 1, 2017, to completion of activities. At this time, it is anticipated that the corrosion control evaluations of the current water source and asset management plan activities will be complete by December 31, 2017. Additional corrosion control activities will commence after the city completes a final water source alternatives

analysis. If the decision is made to change the current water source to another water source, additional corrosion control studies will begin as soon as possible on the new water source prior to use by the public. All set-aside activities are expected to be complete by December 2019.

Evaluation Process and Progress Reports

Staff of the DWMAD will assess the work progress and products with contractors and the city monthly. Contractor payment is dependent upon completion of contract commitments and submittal of timely invoices. Semi-annual progress reports will be submitted to EPA detailing activities and expenditures from the set-aside.

Deliverables

- Asset management program for the city of Flint
- Corrosion control plans for the current, temporary, and long-term water source

Additional Matches

No match is required for this set-aside.