

5 Section Five – Public Participation

5.1 Introduction

The involvement of the public is vital to the success of any long term planning process for any public works projects. The creation of the City of Terre Haute CSO Long-term Control Plan through its CAC and its consultant has emphasized this involvement through both the original planning process and the LTCP updates/revisions. In addition, establishing and maintaining public involvement is a requirement of the IDEM guidance in completing the document. The City of Terre Haute has taken this requirement of public involvement seriously as this section will describe.

5.2 Stakeholder Identification

Because CSO control is specific to each particular community, strong stakeholder support is essential to promoting the plan to ratepayers, agencies, and third party interest groups. Early awareness of stakeholder views and inputs can help ensure that the alternative selected responds to the beneficiary community, and can also help identify potential environmental and social impacts that might otherwise be overlooked. The mayor and administration has changed twice since the original CSO LTCP was written. As a consequence of the local elections in November 2007, a new mayor and city administration took office. Mayor-elect Duke Bennett reviewed the membership of the Citizen's Advisory Committee (CAC). He elected to reappoint most members and add some new members. These educated stakeholders helped to provide input during the planning process which culminated with the final alternative selection.

5.3 Public Participation Process

At the outset of the LTCP process, it was made clear that public involvement and notification were essential to a successful implementation of the final plan. In order to accomplish this involvement, several steps were taken. In August 2001, then Mayor Judith Anderson issued a press release informing the public that the LTCP was under way and she was seeking volunteers to assist in the decision making process by serving on a Citizen's Advisory Committee. She issued a second press release in September 2001 after the original CAC members were appointed and notified the public of their meetings. After the first press release, the mayor made available an information brochure titled "Terre Haute's Plan to



Fight Combined Sewer Overflows”. The brochure was written at a layman’s level to facilitate understanding of the project and its requirements by the general public.

The staff from the WWTP also attended civic organization meetings to educate the public on combined sewer overflows and the City’s options for improving water quality. Presentations were made to the Environmental Committee of the Terre Haute Chamber of Commerce, the Kiwanis Club, the Breakfast Optimists Club, and the Noon Optimists Club.

After the decision was made to revise and update the original LTCP and seek other alternatives to meet changing regulatory requirements in 2006-2007, the CAC was required to become involved in the process again, however, due to the elapsed time since the original group’s meetings, there were some necessary changes to the committee members. This re-shaped CAC was convened in meetings beginning in 2008 after the CSO technical team had completed some key steps including:

- New flow monitoring in the CSO system to calibrate and develop a new SWMM model
- Development of new CSO control technologies and alternatives based on new CSO overflow data and typical year design storms.
- Evaluation of the affect current regulatory requirements would have on the necessary changes and revisions to the LTCP

As discussed in detail later in this section, the CAC was presented information to refresh and/or educate members on the City’s CSO system and LTCP requirements. Eventually, the meetings with the CAC presented information regarding developed alternatives along with cost/performance data necessary for their input regarding a selected plan.

During the period of alternative development with the CAC, the City entered into negotiations to purchase the former wastewater treatment facility site of the International Paper property adjacent to the City’s Main lift station and outfall 003. The cost benefit and volume of storage the existing 70 million gallon lagoons offered for CSO storage made this facility an attractive addition to most alternatives developed in the LTCP. Based on concerns use of this facility for storage of combined sewage would have on future use of and development of the Riverfront area, the Riverscape group questioned the inclusion of these storage basins in the plan. Accordingly, additional meetings were held to inform/update members of the Riverscape group whose mission is to develop the areas along the Wabash River in accordance with a plan developed by their group and its consultant. The technical



team met with Riverscape members, the Terre Haute Chamber of Commerce and others to explain the significant benefit the lagoons had on all alternatives based on their size and location, and how the use of the lagoons could be mitigated to prevent odors and generally not detract from future potential development.

Local newspaper and television coverage has been provided numerous times throughout the process to educate the public. Some of the related articles are included in Appendix 5-1.

5.3.1 City Involvement

The City of Terre Haute wastewater system is under the direction or control of several governmental units. Each unit's role in developing and implementing the LTCP is also discussed in this section.

The City Council consists of nine members which are elected officials. The Council approves the city budgets and rate adjustments, appropriates money to various departments and enacts, repeals or amends local laws and ordinances. In regard to the wastewater system and the LTCP, their most significant input will be consideration of any user rate adjustments necessary to support revenue bond financing.

The Board of Public Works and Safety consists of five members, which are appointed officials. The Board is responsible for awarding contracts relative to the various city departments, and will select professionals, contractors and other groups needed to implement a public works project such as those required to implement the recommendations of the LTCP.

The Terre Haute Sanitary District Board of Sanitary Commissioners consists of three to five appointed members including the City Engineer. The primary responsibility of the district is to develop and plan sanitary and storm sewer interceptors, relief sewers and extensions to serve the district. Revenues to support bonds for the work are funded through tax levies. Assuming new interceptor or relief sewers are constructed as a result of the LTCP, the district would be involved in improving and overseeing the project.

The Terre Haute Wastewater Treatment Plant (WWTP) is run completely by City staff. The management team and staff have been actively involved in the LTCP process and the resulting



recommendations as the amount of CSO flows handled by the existing or expanded WWTP have a direct impact on CSO LTCP alternatives.

5.3.2 Mayor's Appointment of Citizen's Advisory Committee (CAC) (2 Phases)

As mentioned previously, the development of the LTCP has continued through several administrations. In September of 2001, then Mayor Judith Anderson appointed the original 15 member Citizen's Advisory Committee. The committee was formed to provide guidance to the city and the consulting engineers as the CSO system models and study information were prepared. They acted as a liaison between the general public and the city officials. The original committee members were:

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|-------------------|----------------------------------------|
| Bob Houghtalen | Rose-Hulman Institute of Technology |
| Joyce Cadwallader | St. Mary of the Woods |
| Dave Danneer | Vigo County School Corp. |
| Bill Cultice | Citizen |
| Mike Johnson | Advanced Waste Management |
| Bob Hellman | Attorney |
| George Azar | City Council |
| Chris Pfaff | Indiana Department of Commerce |
| Tim Porter | Vigo County Area Planning |
| Chuck Adamson | Indiana American Water |
| Timothy Hennessy | WTWO |
| Charles Botts | Tri-Manufacturing |
| Janice Webster | Ivy Tech |
| Jeff Duell | GE Engine Services/Tri-Remanufacturing |
| Jack Roetker | Vigo County Department of Health |

The city conducted five public meetings via the original Citizen Advisory Committee between September 2001 and April 2002. Those meetings were held not only to gain direction, but to also disseminate information to the public through the committee. The meetings allowed open public forum during the entire planning process which allowed the plan to be formulated in a manner that is environmentally and economically responsible for Terre Haute and its citizens. The meetings conducted with the CAC were intensive. They typically lasted for 2 to 3 hours and had significant feedback and committee interaction. The various news media representatives were normally in attendance.



The first meeting was held September 27, 2001. The focus of that meeting was to explain:

- The history of the sewer system in Terre Haute,
- What a combined sewer is,
- The reason a LTCP is required,
- Their role in the LTCP process,
- The work plan on describing the river sampling and monitoring plan, and
- Discussion that input on public access to the river was needed at the next meeting in order to determine priority areas.

The second meeting was conducted on November 29, 2001. The discussion items during the meeting were as follows:

- Reminder on the purpose of the committee and their role,
- Update status of the sampling and modeling work,
- Review agency responses on sensitive areas and river assessment
- Forum on public access and uses observed along the river,
- Presentation on types of CSO control technologies, and
- Discussion that the next meeting would request their input on alternatives.

The committee concluded and verified that there are no sensitive areas. However, the committee felt that the Fairbanks Park area should be considered a priority area. Therefore, the alternatives to be developed should consider how to eliminate or reduce discharges in and upstream of the park. It was also concluded that the area from Fairbanks Park and north could be the only possible area of residential access. South of the park was considered to be industrial/commercial. The committee concluded that there is no swimming or full body contact recreation in the Wabash River in Terre Haute.

The third meeting was held on January 31, 2002. The meeting provided significant detail on the work completed. The discussion items were as follows:



- Explanation of the system characterization results of the collection system model and the typical storms used in the evaluation,
- Presentation on the volume of overflow from the CSOs predicted by the collection system model,
- Presentation on detailed CSO control alternatives that included specific project components along with pros and cons,
- Options to eliminate, or relocate discharges in the priority area which will be beyond the knee of the curve costs,
- Other projects and goals that should be incorporated into the plan, and
- Discussion regarding the next meeting which will review cost estimates and select the preferred alternative.

Citizen Advisory Committee Meeting No. 4 was held on March 18, 2002. The meeting discussed the following topics:

- The results of the river modeling for the control alternatives, which included, days of the exceedance of water quality standards and CSO impacts on the river,
- Review of the work items associated with the alternatives and options,
- Discussion of the costs estimates for the alternatives and options along with the cost effectiveness evaluation by the Present Worth Analysis.
- The possibility of using existing industrial treatment facilities that are underutilized along 1st St. and the vicinity of potential storage tanks. The owner of the property was present and also offered input,
- Presentation of the resulting “Knee of the Curve” analysis which showed the In-line storage alternative (No. 1) to primarily be the lowest cost alternative,
- The minimum project cost based on the LTCP guidance economic affordability limit,
- Terre Haute’s Socio-Economic indicator and the resulting implementation period required,
- Possible phasing options, and



- Discussion of the next meeting which would have potential rate impacts

The final CAC meeting of the original members was held April 16, 2002. It was held to finalize the committee's input of the plan. The specific discussion items included:

- Review of proposal from Wabash Environmental Technology,
- Review of the work items selected in the plan,
- Finalized project costs for the recommended plan,
- An implementation schedule for the plan, and
- The resulting impact on the user rates.

In 2008, after several meetings had been held with IDEM concerning the review of the initial LTCP submittal, enactment of the revised regulatory requirements, and development of a plan to revise/update the LTCP, the City re-engaged the CAC, with some revisions to the member list due to the time which had elapsed since the original planning. Also, since the submission of the original LTCP, new flow monitoring had been completed, a new SWMM model developed and calibrated, rehabilitation of large diameter combined sewers had been completed to allow for in-line storage of CSO flows and new CSO control technologies had been developed. The new CAC committee members consisted of the following:

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| Mike Robinson | Rose Hulman Institute of Technology |
| Joyce Cadwallader | St. Mary of the Woods |
| Franklin Fennell | Vigo Co School Corp |
| Bill Culltice | Citizen |
| Mike Johnson | Advanced Waste Management |
| Darrick Scott | County Council |
| Todd Nation | City Council |
| Bryan Duncan | ISU |
| Jeremy Weir | Vigo County Area Planning Commissioner |
| Chuck Adamson | IN-American Water Co |
| Timothy Hennessy | WTWO |
| Janice Webster | Ivy Tech |
| Jeff Duell | GE Engine Services/Tri-Remanuf |
| Steve Thompson | Department of Health Administrator |



Joe Weber
Jeff Perry

Maple System
Riverfront Committee

This revised committee met 4 times during the course of developing and revising the LTCP. The group met on May 20, 2008 and February 15, June 23 and November 1 in 2010. The meetings discussed plan requirements and purpose of the CAC, updated regulatory requirements, updated SWMM model results, new alternatives development and analysis, and the proposed plan along with total cost considerations. After each meeting was held, the most current power point presentation was made available to the public on the Terre Haute Clean Water website. Handouts of the presentations given at these meetings are included in Appendix 5-2.

The first meeting of the revised CAC was held on May 20, 2008 and was largely informational. The meeting included the following topics:

- Introduction of the CAC to the City of Terre Haute Combined Sewer System (for the benefit of new members),
- History of the Sewer System in Terre Haute,
- “Early Action Items” that were completed after development of the original LTCP,
- Required updates to the Long Term Control Plan,
 - New IDEM requirements
 - Potential further “Early Action Items”
- State Judicial Agreement Requirements relative to the new plan and schedule.

The second meeting of the CAC was held on February 15, 2010 and discussed the following:

- Review of the existing CSO system,
- Presentation of activities completed since last CAC meeting including:
 - River Model Wet Weather Results Approved by IDEM,
 - Development of seven system-wide control plan alternatives,
 - Initial screening of control plan alternatives to three or four final alternatives,
 - IDEM Approval of Alternative Screening/Methodology,



- Geotechnical testing of soil profiles along the river,
- SWMM model analysis of developed and screened alternatives,
- International Paper property acquisition investigation.

The third meeting of the CAC was held on June 23, 2010. The topics discussed included:

- Upcoming Long Term Control Plan Updates,
- Existing Pollutant Sources in the Wabash River (e. Coli),
- Range of Screened Alternatives and request for input,
- Estimated Sewer Rate Impacts of the screened alternatives and request for input,
- Upcoming activities required.

The fourth and final CAC meeting during the LTCP planning stages was held on November 1, 2010.

The following topics were discussed:

- Review CSO LTCP requirements and past meeting information,
- Present Evaluation Data for final three alternatives including:
 - Overflow Frequency and Volume,
 - River impacts,
 - Costs and User Rate Impacts,
- Discussion of CAC's input on final alternative selection,
- Review process for finalization of the LTCP for submittal to IDEM.

This final meeting allowed the CAC members to provide recommendations to the Sanitary District Board before a final alternative was selected by the sanitary district. While the CAC considered and favored the environmental benefit Alternative 7B offered at 0 overflows, they understood the financial impact given the overall needs of the utility was too significant and thus a lower level of control was necessary to consider. The group did continue to support consideration of Fairbanks Park as a priority area and to take into account future expansion plans for ISU with regard to CSO's



009 and 010. The CAC members were invited to attend the Sanitary District meeting on November 3, 2010 to provide input.

The Citizen's Advisory Committee was asked to continue to meet as the project is implemented. This will allow the city to obtain input from the public as the work begins to impact their daily lives. Such input could prompt the implementation schedule to be adjusted as permitted by IDEM.

5.4 Public Meetings and Public Education

In addition to the meetings conducted prior to the City's initial LTCP submittal to IDEM, the City and its consultants discussed the Long Term Control Plan progress at the Sanitary District meetings held bi-monthly. The consultants provided updates to the Board on a regular basis between 2003 and 2010 as to the progress of ongoing tasks.

City staff members, including Mayor Bennett, also attended civic organizational meetings over several months to educate the public about the CSO project. The discussion included the history of CSOs, what is required of the City of Terre Haute and other Indiana communities regarding CSO control, and the plan of attack to complete the LTCP.

In addition, the Technical Team met with the Riverscape organization to provide information regarding the City's plans for land use along the river and a member of the group was added to the CAC for the final 3 meetings. The Riverscape group expressed concerns of odor resulting from the use of the International Paper ponds for CSO storage. The final selected alternative includes mitigation of potential odor sources at the storage ponds and significant discussion occurred between the technical team and the Riverscape group regarding the use of the site.

A final public meeting was held on January 24, 2011 to present the plan and the final selected alternative to the public. The presentation to the public is included in Appendix 5-2.

5.5 Community Notification Program

As a part of this LTCP, a proposed notification program was established. The IDEM guidance requires that a program be implemented that will provide warning when an overflow event is occurring or when there is likelihood that one will occur within twenty-four hours. The City has previously completed finalized this procedure and submitted it to IDEM. The procedure is generally summarized in the remaining sections of this chapter.



5.5.1 Signage

All the CSO outfall structures now have public warning signs. Signs have been posted along the Wabash River. All signs follow the requirements of the IDEM guidance and contain language stating that the waters could be polluted after rainfall and snow melts. The signs also state “No swimming or wading is allowed.”

5.5.2 Notification

The City developed a finalized plan for public notification. The plan involves sending an invitation in March of each year to property owners along the river plus downstream, and to the media outlets (Newspaper, Television, and Radio) as required by the guidance. It asks each party if they wish to receive the notification of: 1) Occurring combined sewer overflow events, or 2) That there is a likelihood of one to occur within twenty four hours. If they request such notification, then they are included on a list to notify along with Fairbanks Park. A copy of the public notification procedure (including the public notice, the notification list and a list of affected persons) is included in Appendix 5-3.

The notifications must be documented and recorded for submission to IDEM. Such documentation will further the efforts of notifying and educating the public about their combined sewer overflow status.

5.6 Print and Electronic Media Coverage

As mentioned previously, information about CSOs is available on the Terre Haute Clean Water website, www.terrehautecleanwater.com. The purpose of the website is to educate the public about CSOs in general as well as provide a history of the CSOs in the Midwest and specifically Terre Haute. The website also provides information about what the City is currently doing about them as well as future plans for the reduction of CSO events. All brochures used for public education and awareness are available on this website. The presentations made to the Citizens Advisory Committees and other local groups have also been posted on this website. Once approved by IDEM, the entire CSO LTCP will also be available on the website.

