SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

1112 I Street, Suite #100 Sacramento, California 95814 (916) 874-6458

March 2, 2011

TO: Sacramento Local Agency Formation Commission

FROM: Peter Brundage, Executive Officer

Contact: Don Lockhart, Assistant Executive Officer (916) 874-2937

RE: DRAFT MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE FOR SACRAMENTO SUBURBAN WATER DISTRICT (LAFC 15-10) (CEQA Exempt)

RECOMMENDATION

Staff recommends that the Sacramento Local Agency Formation Commission direct your staff to circulate the Draft Municipal Service Review (MSR) for public and agency review and comment.

This Draft Municipal Service Review is the result of collaboration with Sacramento Suburban Water District management. Your staff recognizes the Sacramento Suburban Water District for their ongoing responsiveness to keep your Commission and the public informed.

DRAFT

SACRAMENTO SUBURBAN WATER DISTRICT

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

March 2, 2011

Sacramento Local Agency Formation Commission 1112 I Street, Suite #100 Sacramento, California 95814 (916) 874-6458 FAX (916) 874-2939

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

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Peter Brundage, Executive Officer Donald J. Lockhart, AICP Assistant Executive Officer Diane Thorpe, Commission Clerk Nancy Miller, Commission Counsel

EXECUTIVE SUMMARY

RECOMMENDATION

Staff recommends that the Sacramento Local Agency Formation Commission accept the Municipal Service Review for the Sacramento Suburban Water District and make the following determinations:

- 1. Sacramento Suburban Water District provides efficient and adequate water service to its customers within its service territory. The Sphere of Influence shall be coterminous with District boundaries.
- 2. Municipal Service Review Determinations:

a. Regarding growth in population expected for the District area:

The Commission determines that the District is capable of continuing to provide water service in the future. The District has adequate water supply to serve existing residents and the anticipated population growth within its service area. The District utilizes a conjunctive water supply system of groundwater wells and treated surface water to meet the demands of its customers. The service population demand is not expected to grow significantly. New growth will primarily result from reuse and infill development activity.

b. Regarding present and planned capacity of public facilities, and adequacy of public services, including infrastructure needs or deficiencies:

The Commission determines that the Sacramento Suburban Water District currently provides adequate services and facilities throughout its service area. However, the District recognizes that continued water line replacement, water meters, and infrastructure replacement are required and necessary to sustain current levels of service and meet future demands. The District has established a rate structure and capital improvement program to facilitate a sustainable water system.

c. Regarding financial ability of the Sacramento Suburban Water District to provide services:

The Commission determines that the Sacramento Suburban Water District has completed over the last 15 years, the necessary documents that identified and evaluated infrastructure needs and the requisite rate study to finance operations and maintenance costs, meet water quality standards, and capital improvements as set forth in the District Master Plan.

d. Regarding status of and opportunities for, shared facilities:

The Commission determines that Sacramento Suburban Water District has mutual aid agreements with adjacent water service providers and participates in several Joint Power Agreements that facilitate cooperation and management of water resources including ground water.

e. Regarding accountability for community service needs, including governmental structure and operational efficiencies:

The Commission determines that the District encourages public participation at its Board meetings and provides many different public education programs and outreach efforts to the community it serves. The District has a five-member Board elected at large.

f. Regarding other information as requested by the Commission:

The Commission determines that the District is managed effectively and efficiently.

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION 1112 I Street, Suite #100, Sacramento, California 95814 (916) 874-6458

<u>MUNICIPAL SERVICE REVIEW WORKSHEET</u> <u>AND QUESTIONNAIRE</u> DISTRICT PROFILE

Date:	September 27, 2010			
Agency Name:	Sacramento Suburban Water District			
Date Established:	February 1, 2002			
Address:	3701 Marconi Ave, Suite 100	, Sacramento, CA 95821		
Website:	sswd.org			
Telephone:	916.972.7171	(FAX) 916.972.7639		
Administrator Name:	Robert S. Roscoe			
Title:	General Manager			
Name of Contact:	Edward Formosa			

Contact's E-mail Address: eformosa@sswd.org

Agency's Principal Act: County Water District Law, Water Code sections 30000, et seq. Created by consolidation of two former county water districts under LAFCo Resolution No. LAFC No. 1237, adopted January 17, 2002 and made effective on February 1, 2002.

Services Provided: Sacramento Suburban Water District provides potable drinking water, under a permit administered by the State of California, and all services associated with the delivery of the water to the customers connected to the District's distribution and production system.

Latent Powers: Wastewater collection, treatment and disposal; generation and distribution of hydroelectric power, for wholesale to other public utilities engaged in retail electric service; solid waste collection and disposal; fire protection services; and recreational services.

Governing Body: Board of Directors, Water Code.

Total Number of Employees: 600 # Represented60 # Unrepresented

Acreage/ sq. Miles within Agency: 43 square miles

Total Population within Agency: 168,500 (from 2005 Urban Water Management Plan)

Total Registered Voters within Agency: 74,604 (from Voter Registration 2008)

INTRODUCTION

Background Information

The Sacramento Suburban Water District is an Independent Special District.

- **Mission:** To deliver a high quality, reliable supply of water and superior customer service at a reasonable price.
- Setting: (Please attach map of the district boundary) See Exhibit 1.

History

The District was formed in February 2002. The District was established to provide potable drinking water services.

(Please feel free to provide historical context.)

Services Provided

Management and Staffing Structure

Management Structure

Day-to-day management of the District is delegated to the General Manager. Robert S. Roscoe has served as General Manager since the appointment of Mr. Roscoe by the Board in March 2003. Mr. Roscoe has experience in planning, budgeting, resource management, program implementation, regulatory reporting and utility management.

Edward H. Formosa is the Assistant General Manager of the District. Mr. Formosa has served as Assistant General Manager since appointment in September 2003. Mr. Formosa has experience in planning, budgeting, administering, and operating utility systems for a large public utility.

Daniel A. Bills is the Finance Director and District Treasurer. Mr. Bills has served as the Finance Director and District Treasurer since his appointment in June 2003. Mr. Bills has experience in financial and treasury management, complex financial instrument management and analysis, complex accounting analysis, information technology systems, and administration.

Employment Structure

The District currently employs 60 persons, of whom 8 work in water treatment, 29 work in water distribution, 9 work in engineering, 6 work in customer service and 8 work in administration. None of the employees of the District are presently represented by a union. The District has not experienced any strikes or other labor actions.

The District employs: 60 full time positions.

In addition, the District employs a varying number (2 to 12) part-time, seasonal and special assignment positions.

(Please attach organization chart) See Exhibit 2.

• The type and purpose of contracts and consultants.

Type: major contracts are for public works construction, billing, purchase of water, and purchase of supplies and materials.

Purpose: To fulfill the mission statement and strategic plan.

• Describe purchasing process and competitive bidding practices.

See Exhibit 3: Public Works Contracting Policy (PL - Eng 002)

- Please feel free to mention any awards or recognition the agency has received.
 - 1. American Water Works Association 2004 Public Communications Achievement Award Certificate of Merit was bestowed to SSWD.
 - 2. In Arden Arcade 4th of July parade, SSWD's float won Best of Show in the Business Division in 2006.
 - 3. In Arden Arcade 4th of July parade, SSWD's float won Best Use of Theme in 2007.
 - 4. SSWD's biannual newsletter received honorable mention from the California Association of Public Information Officials (CAPIO) in 2007.
 - 5. The General Manager received the Regional Water Authority's "Water Statesperson of the Year" Award in 2007.
 - 6. The Sacramento Chapter of the American Public Works Association (APWA) selected the District's South Service Area Fluoridation Project for the "Project of the Year Award, 2008" in the "Environment Category/Water, Construction Division 2 (\$500,000 \$2 million), Agency Size: Small."
- Describe ongoing training and personnel policies.

Training is an essential element of the District's conformance with regulatory requirements, the District's ability to meet its performance goals and its ability to

promote employees' professional enrichment. Training is conducted using inside and outside resources and on-the-job training. Employees assist their immediate supervisors in developing personal training plans and work together to meet the elements of those plans; however, it is the employee's responsibility to take advantage of training opportunities, complete all District mandated training, and obtain and maintain all certifications required for his/her position.

There are currently 13 Board approved personnel policies.

• Are salaries, pay scales, and benefits comparable/ competitive with regional and industry standards?

Yes. The District regularly obtains information from local agencies that are in the District's competitive labor market. In 2010, staff updated the 2009 Compensation Study completed in October 2009. The District surveyed 16 agencies to obtain the updated information. The District's Board of Directors is currently evaluating the existing employee benefit offerings.

• Describe pension system and practices.

The District presently has a two-tiered pension system administered through CalPERS. Since 2006, all new hires receive the CalPERS 2% at 55 with final 3 year average compensation pension plan.

• Describe financial reporting and auditing practices.

The District prepares annual financial statements, operating and capital budgets, and is audited by independent accountants. The independent accountants perform two audits annually – one on the financial statements and one on internal controls. In addition, the District prepares monthly financial statements, budget-to-actual reports, debt activity, investment activity and holdings, warrants by vendor and amount, credit card purchases by vendor and amount, individual director compensation and expense reporting, and other information for the Board of Directors, the public and in accordance with bond covenant requirements.

Annual financial statements and related disclosures are delivered to the Municipal Securities Rulemaking Board, State Controller's Office, County of Sacramento, Letterof-Credit providers per bond covenants, Standard & Poor's and Moody's credit rating agencies, SWAP counterparties, bond remarketing agents, and bond trustees.

• Is organization structure similar with like service providers?

Yes.

Municipal Service Review Information and Determinations

1. <u>Growth and Population Projections (This provides the public with a "snapshot" of your community.</u>)

Type of Information to be provided:

• Please provide growth rate and population projections.

The population growth rate is projected to be at 0.64% per year. Based on the Sacramento Area Council of Governments projections, SSWD's population is expected to be 190,000 in 2035, when the District is at full build out. Other than limited residential, commercial in-fills projects, and industrial and commercial development at the McClellan Business Park, the District does not expect significant additional development within its service boundaries.

• What is the current level of demand for services?

The current demand for water is projected to be 37.7 million gallons per day or 42,250 acre feet per year, which is based on the average of demand over the past five years. Annual demand is highly dependent on the fluctuation in weather patterns and economic influences. The water demand in 2009 was down to 31.3 million gallons per day or 35,105 acre feet per year.

• What is the projected demand for services?

The projected water demand for the District is projected to be 42.9 million gallons per day or 48,021 acre feet per year in the year 2035. This presumes 469 gallons per day per single family dwelling unit and 184 gallons per day per multi-family dwelling unit. With the recently passed legislation, SSWD's target for the Governor's 20 X 2020 Plan will require a 175 gallons per capita per day.

• What is the current and projected water supply?

SSWD utilizes a conjunctive water supply system of groundwater wells and treated surface water to meet the demands of its customers. The District has the capacity to meet 100% of the demands of its customers from its groundwater well system both today and in all future water demand projection scenarios to the year 2035. In addition, the District's contracts with the City of Sacramento and Placer County Water Agency can provide roughly 30,000 acre feet per year of treated surface water in years when the American River watershed precipitation is average or above average.

• Please provide any other information relevant to planning for future growth or changing demographics.

The following are examples of District planning efforts which include future growth or changing demographics:

- A. Sacramento County General Plan Update SSWD participated in the recent update process to the Sacramento County General Plan Update. The District provided water demand projections, infrastructure needs assessment, and received valuable planning information regarding the County's vision for the area.
- B. SACOG Blueprint SSWD participated in the SACOG Blueprint process and provided requested information about water demands and infrastructure requirements. The District uses SACOG data for its own planning efforts.
- C. SSWD Water System Master Plan In July 2009, the District approved the update to its Water System Master Plan. This plan combined and updated the water system master plans of the former Arcade Water District and Northridge Water District as well as updating all the relevant information for SSWD. While the plan projects water resource needs out twenty five years, it is anticipated that the plan will be reviewed within the next five to ten years.
- D. Urban Water Management Plan This plan is a requirement of the State of California and must be reviewed and updated every five years. The plan includes water supply projection and water shortage contingency planning.
- E. Sacramento Groundwater Authority; Groundwater Management Plan The District is a member of SGA and participated fully in the compilation of the Groundwater Management Plan. The Plan is utilized as a tool to manage the groundwater aquifer from which the District draws its primary water source.
- F. Regional Water Authority; Integrated Regional Water Management Plan The district is a member of the RWA and participated fully in the compilation of the IRWMP. The plan is used as a tool to prioritize water resource management in the Sacramento Region and coordinate with the upstream watersheds of the American, Yuba, Bear, and Consumers Rivers.
- G. San Juan Family of Water Agencies; Conjunctive Use of Available Water Supplies The District participates with this group of local water agencies to coordinate the use of treated surface water from Folsom Lake. This coordination includes the maintenance of shared facilities used to deliver the water and planning for water shortage contingencies.
- H. SSWD Sustainability Program This District program is utilized as a means to implement the District's Sustainability Policy and promote key ecology concepts among the staff and customer base.
- I. SSWD Water Main Replacement Plan This plan provides a map for the systematic replacement of distribution water mains over a 100 year cycle which incorporates master plan projections of demand, ensures system reliability, and system performance.
- J. SSWD Water Meter Retrofit Plan This plan provides a map for the retrofit of water meters on all service connections by the year 2025 and transitions to a meter asset plan after that point focused on the maintenance of these assets.
- K. Other Asset Management Plan Components The District is has a Well Asset Management Plan for the care of its well water production facilities. This plan provides a guide for the replacement of wells which have reached the end of their

useful life. The District is also drafting asset management plans for transmission mains, reservoirs & pump stations, and building facilities in an effort to bring all components of District assets into a prioritized program of maintenance and replacement.

LAFCo MSR Determination LAFCo to Complete

2. <u>Facilities and Programs</u>

A. Facilities

Summary of Facilities: See Exhibit 4 for summary and map.

NAME	LOCATION	SIZE (Acres)	AMENITIES/SPECIAL FEATURES	DESCRIPTION

(Attach additional page if necessary)

(Please attach Facilities Map)

Present and Planned Capacity of Public Facilities

• What is the current and projected service capacity?

The District uses 90% of actual to determine its "reliable" production capacity for the purpose of planning projections (WMP, 2009). While the District does have access to treated surface water, this capacity is discounted due to the frequency of its availability. The "reliable" production capacity of the District is 88,600 gallons per minute from its groundwater well resource and 20,500 gallons per minute from its storage supply for a total reliable pumping capacity of 109,100 gpm.

The District's capacity currently exceeds all projections for service demand identified within the 2009 Water Master Plan out to the year 2035. Some areas of marginal production capacity, affecting local pressure, have been identified and are being addressed through the District's Capital Improvement Program. For example, Well N35

was commissioned in the year 2010 to provide an additional 1,700 gpm of production capacity in the District's North Service Area.

• What is the level of adequacy of services and facilities to serve current and future population?

The services provided by the District are completely adequate to meet the needs of the customers at the service levels currently approved by the District Board of Directors.

The District facilities vary in age from one year to eighty years old and older. Some of the facilities are reaching the end of their service life capability. The District's asset management planning and replacement program, incorporated in its Water Master Plan, is designed to address the facility replacement needs of the District and ensure its ability to provide reliable service to future generations that meets all regulatory requirements.

• What Performance Measures are used by the District to determine service adequacy?

The Performance Measures which the District utilizes to assess the adequacy of service can be divided into two groups; operational indicators and physical indicators.

SSWD tracks operation performance by monitoring response time to customer calls and service events. Indirectly, employee performance is monitored to ensure appropriate response to the different types of service requests received from the customer base by numerically tracking individual production results. The quality of the responses to service requests is especially emphasized and monitored to ensure the maintenance of the current service level as approved and directed by the Board. Many indicators are monitored through the District's call center to ensure proper care and response to customer inquiries. Another example of performance measures which are utilized to ensure service adequacy is the continuous inspection of many of the District's assets. These inspections range from daily to quarterly and annually depending on the critical nature of the asset. Condition assessment is included in these inspections and is utilized to make decisions regarding maintenance and replacement.

The physical indicators which are utilized to monitor performance vary from department to department. For example, the distribution system pressure is constantly monitored to ensure adequate water volume is provided on demand. Leak history is monitored and utilized in the planning of main replacements to ensure that those components of the distribution system are replaced which are in most need. In the water Production Department, facilities are monitored utilizing the Supervisory Control and Data Acquisition (SCADA) system which monitor many elements within the production facilities for abnormal conditions which trigger alarms. Many other indicators are monitored for use by staff to ensure that facilities are operating within their design parameters such as fuel or power consumption, water flow, hours of operation, temperature, vibration, and noise. • Demonstrate the District's ability to meet water quality standards.

SSWD is very proud of its record of compliance with all State and Federal water quality regulations. The quality of the water provided to the District customer meets or exceeds all current regulations as imposed by the State Department of Public Health and its monitoring of the District's permit to operate. For the review of the District's most current Annual Water Quality Report (Consumer Confidence Report), it can be viewed on the District's website at <u>sswd.org</u>.

• Describe District's water supply sources and conjunctive use efforts. (Percent groundwater/percent surface water)

On average, SSWD utilizes between 15 and 18 thousand acre feet per year (35% to 42% of total supply requirements) of treated surface water and pumps the remainder of the water from its groundwater wells to meet system demand. The Sacramento Groundwater Authority (SGA) recently has released its Groundwater Accounting Framework. This document identifies the District's conjunctive use target to be an average of about 4,800 acre feet per year. Based on this determination, SSWD exceeds its obligation to mitigate the impacts of its use of the groundwater aquifer north of the American River for its main water resource, and has been for the past decade.

• Describe water pressure and fire flows.

SSWD targets its operating pressure in its distribution system between 40 and 60 psi. Because some of the distribution system is in older neighborhoods with smaller diameter water mains and because the system varies in elevation 175 feet between the American River in the south and the Sacramento County line in the north, pressures do exceed the maximum and minimum targets in some locations within the service area boundaries. As parts of the distribution system are replaced by the District's Main Replacement Program, deficiencies which might exist are corrected.

SSWD incorporates the fire flow requirements of Sacramento Metropolitan Fire Department in its Standards for Design. The greater majority of all fire flow tests run on the distribution system indicate that minimum fire flow requirements are being met. SSWD also maintains a hydraulic model of the water distribution system which is utilized for planning and system performance analysis. Model runs to study the system performance under various demand scenarios and in response to a fire simulation indicate very few areas within the service area where current fire flow standards can not be met. For reasons stated above, some locations are unable to meet the minimum fire flow requirement for the current type of land use. Fire flow criteria are included in the District's analysis of main replacement priorities and as parts of the distribution system are replaced by the District's Main Replacement Program, any deficiencies which might exist are corrected.

• Describe water leaks and interruptions.

SSWD maintains over 700 miles of water mains and over 44,000 service lines within its service area. In 2009, the District repaired 134 service line leaks and 108 main line leaks. These repairs, and other District maintenance activities, resulted in 183 water outages. Since the District initiated its Main Replacement Program, the frequency of these repair incidents and water outages has declined.

• Describe compliance with the Water Forum Agreement.

In becoming a signatory to the Water Forum Agreement, SSWD also agreed to implement the Purveyor Specific Agreement negotiated with all parties during the process. The District is in full compliance with its Purveyor Specific Agreement.

• Describe drought preparedness and emergency plans.

As required by the State of California and monitored by the Department of Water Resources, the District maintains a drought preparedness plan as part of its Urban Water Management Plan (UWMP). A key element to the plan is Regulation 15 of the District's Regulations Governing water Service which directs the actions of the District during a water shortage event. Both the UWMP and Regulation 15 are available for viewing on the District website at sswd.org.

The District maintains an Emergency Response Plan which is updated annually. The plan is designed to provide staff guidance in most emergency scenarios. Staff reviews and trains annually utilizing this manual as the key guiding document for its response to emergencies. For security reasons, this plan is not available for public viewing. A copy can be provided to a designated member of LAFCo for review upon request. The District's operations manager regularly represents regional water interests in county and state emergency planning workshops and table-top response exercises.

Infrastructure Needs or Deficiencies/Capital Improvement Program

Provide the following information for wells, distribution lines, transmission lines, storage facilities, treatment facilities, and any other related infrastructure:

• Describe the District's Capital Improvement Program, as applicable.

The SSWD Capital Improvement Program consists of two separate budgets; the Operating Capital Budget (OCB) and the Capital Improvement Program Budget (CIP). The OCB includes the replacement or addition of office and field operations equipment, vehicles, and special studies; in 2009 the District spent over \$1.2 million in this budget. The CIP includes the replacement, rehabilitation, or addition of major infrastructure such as pipes, wells, and storage tanks; in 2009 the District spent over \$18 million in this budget. The District's CIP program is divided into five project type categories: Production Projects, Storage Projects, Distribution Projects, Special Projects, and

Potential Projects. Approximately three fourths of the annual capital improvement budget is spent on the replacement of aging distribution mains (\$11 to \$12 million), production wells (\$1 to \$2 million), and the installation of customer water meters (\$1 to \$2 million) in compliance with state law.

• Describe deferred maintenance.

One area of deferred maintenance in the past relates to the water distribution system, primarily in the District's South service area. Some older water distribution mains in the District have been in service since the 1920's and have outlived their useful life. These older mains experience a high frequency of leaks. In addition, the majority of these older distribution mains are installed in rear and side yard easements and access to perform maintenance and repairs is oftentimes difficult. A program to replace these aging distribution mains is now in place, but it should have started decades earlier. To keep rates low in the 1960's through 1990's, the replacement of these again water distribution mains was deferred.

Another area of deferred maintenance in the history of the former Districts which now form SSWD has been the rehabilitation and replacement of groundwater production wells. Many of these wells are fifty or more years old and have reached the end of their useful life. These wells are located on small parcels and frequently in locations which impede access to allow rehabilitation or heavy maintenance. Because the District is reaching full build-out in its service area, property acquisition for replacement wells is a significant challenge. A program for addressing this issue was started in 2009 with the adoption of the Groundwater Well Facility Asset Management Plan.

• Describe policies and practices for depreciation and replacement of infrastructure.

Historically, infrastructure needs have been determined through master planning and other capital improvement planning efforts. Comprehensive water master plans were prepared for the former Northridge Water District and Arcade Water District in 1991 and 1995, respectively. These master plans addressed the long-term infrastructure needs of both former districts as envisioned at the time. Additional planning studies have been completed since then.

In summary, over the last 15 years, the following documents have been prepared that identified and evaluated infrastructure needs:

- *Water system Master Plan; SSWD*, July 2009.
- Groundwater Well Facility Asset Management Plan, January 2009.
- *Water Main Replacement Plan*, November 2005, Updated 2008.
- *Water Meter Retrofit Plan*, February 2004, Updated 2008.

- Capital Improvement Plan, Multi-Year Financial Plan, and Water Rate Study, January 2004.
- DRAFT Hydraulic Modeling and System Improvements Evaluation, December 2002, Carollo Engineers.
- Northridge Water District, *Capital Improvement Program and Water Rate/Fee Study*, December 29, 2000, The Reed Group.
- Arcade Water District, *Year 2000 Update of the 1995 Water Master Plan*, October 2000, Montgomery Watson.
- Northridge Water District, *Main Relocation Plan*, April 2000, Carollo Engineers.
- Arcade Water District, *Pump Station Master Plan*, August 1998, Reiter Lowry Consultants.

In 2010, the Water System Master Plan was used as a basis for reviewing the revenue needs of the District. The Reed Group was selected for this effort and has reported that approximately 30% of the existing needs identified in the latest plan are currently unfunded. Board deliberation on this issue is currently ongoing. Going forward, District staff has initiated the study of the remaining components of its asset management program; building structures, transmission mains, storage tanks & pump stations. These components were not included in the initial planning efforts due to their younger age, newer condition, and low failure risk. Costs for major rehabilitation and replacement of these facilities, while not anticipated to be needed for a least a few years, will be analyzed and incorporated in the planning for these assets. Funding requirements to address the rehabilitation or replacement of these assets will be included in future analysis.

Asset depreciation is handled in accordance with the Board approved Fixed Asset Policy and Impaired Capital Asset Policy. Copies of these policies and related procedures are available online through the District's website: sswd.org.

• How will new or upgraded infrastructure and deferred maintenance be financed?

The financing plan included in the 2004 Reed Group report identified a pay-as-you-go financing program utilizing customer rates as the primary source of revenue. No additional debt financing was included in this program. This remains the current position of the District Board of Directors. As stated above, the unfunded components of the 2009 Water System Master Plan are under deliberation by the Board of directors at this time.

• List infrastructure deficiencies, if any; indicate if deficiencies have resulted in permit or other regulatory violations; if necessary, explain how deficiencies will be addressed.

As previously discussed, deferred maintenance of the older water distribution mains has resulted in a situation where there are significant maintenance needs related to the repair of leaks. Approximately 59 miles of existing water mains are steel mains that were installed prior to 1955. Some portions of these pipelines have been in service since the mid-1920's. These water mains have essentially outlived their useful life and require replacement. These mains are deficient in that they are small diameter (many in the 2-inch, 3-inch, and 4-inch sizes) and they experience a high frequency of leaks. In addition, the majority of these mains are installed in rear and side yard easements and access to perform maintenance and repairs is oftentimes difficult. Approximately 20 miles of the oldest portions of the distribution system have been replaced in the last 5 years. In November 2005 the District Board of Directors approved the Water Main Replacement Plan that prioritizes specific areas for future main replacement. The Plan was subsequently updated in January 2008 and will periodically be reviewed and amended as circumstances dictate. These deficiencies in the distribution system have not led to any permit or regulatory violations.

In addition to the distribution mains, SSWD has numerous groundwater wells that are forty and fifty years old. These wells are reaching the end of their useful life expectancy and many are or soon will be in need of replacement. In January 2009 the District Board of Directors approved the Groundwater Well Facility Asset Management Plan. This purpose of this plan, similar to the Water Main Replacement Plan, prioritizes each groundwater well in the system for rehabilitation or replacement. Both plans have been incorporated, by reference, into the Water System Master Plan approved by the Board of Directors in July 2009. The Groundwater Well Facility Asset Management Plan was utilized to plan the addition of two wells in the North Service Area, a project initiated in the 2010 fiscal year. No deficiencies in the Groundwater Well System have led to permit or regulatory violations.

Provide evidence of compliance with applicable regulatory standards.

See responses under Number 6 below.

B. Programs

Describe water meters, water conservation efforts, urban groundwater management planning efforts, public education and outreach, and any other applicable program

Summary of Programs: See Exhibit 5.

PROGRAM NAME	LOCATION(S)	SIZE	DESCRIPTION

(Attach additional page if necessary)

LAFCo Determination LAFCo to Complete

3. Financial Information

Budget (Please attach current budget.) See Exhibit 6

Revenue

• Describe all revenue sources (i.e., property taxes, special taxes, service charges, fees, rentals, assessments, grants, etc.).

The District revenue sources are: customer payments for water and water services rendered; customer delinquent and other penalty charges; sales of surface water to other water purveyors; investment income; lease income; and minor gains on sale of surplus property.

Rates, Fees, Charges, and Assessments

• Describe rate setting methodology.

District rates and charges for water service within the District's territory are set by the Board of Directors and are not subject by statute to the jurisdiction of, or regulation by, the State Public Utilities Commission or any other regulatory body. The District, however, is required to comply with the notice, hearing and majority protest provisions of Article XIIID of the State Constitution, which is popularly known as Proposition 218.

District staff annually determines the adequacy of the water charge structure for the water service in the District Service Area after full consideration of expected operations, maintenance and capital costs of the District Water System. The Board of Directors currently sets water charges at a level it determines is sufficient to pay all operating and maintenance costs of water pumping and water purchases, to recover operating expenses for the Water System, to pay debt service payments for the District Water System, and to fund capital improvements and replacements.

The District is subject to certain debt covenants with respect to Certificates of Participation issued by it, which require the setting of rates and charges to yield Net Revenues equal to 115% of the current annual debt service requirement of the District.

Water Service Charges. The District charges a metered or flat rate for certain residential customers depending on whether the service connections of such customers have a water meter. All District customers, regardless of the type of service, are charged an operation and maintenance charge and a capital facilities charge. On January 22, 2007, the Board of Directors adopted rate increases effective March 1, 2007, January 1, 2008 and January 1, 2009. In aggregate, the three rate increases have increased total water service charges by approximately 43%. The total flat rate, beginning January 1, 2009, for single family residential service on a 6,500 square foot lot with a three-quarter inch service, is \$49.51 per month. The flat rate for another typical customer class, one inch service, is currently \$75.47 per month. No further action of the Board of Directors is required with

respect to such rate increases, but there is no assurance that the Board of Directors will not repeal or modify such rate increases in the future or that the District's ratepayers will not approve an initiative to repeal or modify any increase in water service rates and charges approved by the Board of Directors.

The District requires water meters for all new construction and has adopted a water meter retrofit program to meter all water services by 2030 in accordance with the obligations of the District under a local agreement entered into in 2000 by the water purveyors in the greater Sacramento area (the "Regional Water Forum Agreement"). Under a law enacted effective January 1, 2005, the District is now required to install meters on all water connections by no later than January 1, 2025. Presently, approximately 55% of the District's water connections are metered (including 100% of commercial connections) and the District currently anticipates having all connections metered prior to January 1, 2025. The District currently charges for water based on metered usage for those services that are metered. The District has a tiered water rate schedule based on metered water use for residential meter customers. The metered rate typically consists of a meter service charge and a commodity charge per hundred cubic feet of water actually used.

• Explain constraints associated with agency's ability to generate revenue. What options are available – special assessments/ special taxes/ increases in sales tax/impact fees/grants, etc.?

District rates and charges for water service within the District's territory are set by the Board of Directors. The Board is authorized to collect revenues sufficient to operate and replace the water system through water service rates and charges. The District's authority is limited by the substantive and procedural limitations provided in Article XIII D of the California Constitution (Proposition 218). The District also may levy special fees subject to the substantive and procedural limitations in Government Code section 66013, assessments subject to the limitations in Proposition 218, and special taxes subject to the limitations provided in Article XIII A of the California Constitution (Proposition 13).

• Please provide a comparison of rates and charges with similar service providers.

As of January 31, 2010:

Community	Flat Rate
Carmichael Water District	\$56.07
Sacramento Suburban Water District	49.51
Fair Oaks Water District	43.33
Citrus Heights Water District	43.88
City of Sacramento	28.43

Expenditures

• Describe the agency's service levels compared to industry standards and measurements.

The District provides a level of service to its customers which the District believes is equivalent to or better than industry standards.

• Describe the cost of service compared to industry standards and measurements.

The District operates a conjunctive use water system for its customers. The annual operating expenditures to operate such a system in calendar year 2009 were \$16.8 million.

Assets, Liabilities, Debt, Equity, and Reserves

• Provide the Book Value of Assets.

As of December 31, 2009: \$281 million.

• Provide a list of equipment, land, and other fixed assets.

See Exhibit 7. Equipment inventory is as of December 31, 2008.

• Provide a summary of long term debt and liabilities.

In 2005, the District caused the execution and delivery of the \$7,850,000 original aggregate principal amount of the Sacramento Suburban Water District Taxable Revenue Certificates of Participation, Series 2005B (the "2005B Certificates"), of which \$1,645,000 are currently outstanding.

The District entered into a Swap Agreement with Citibank, N.A., dated as of April 12, 2005 (the "Original Swap Agreement") in connection with the execution and delivery of the 2005A Certificates. In connection with the execution and delivery of the 2008A Certificates, the District entered into an amended and restated confirmation (the "Amended and Restated Confirmation" and together with the "Original Swap Agreement," the "2005 Swap Agreement"). Although a portion of the 2008A Certificates were refunded, the District decided not to terminate the 2005 Swap Agreement and expects that the 2005 Swap Agreement will hedge the 2009A Certificates described below and the 2008A-2 Certificates, the scheduled payments under which are payable from Net Revenues on a parity with the Installment Payments.

In 2008, the District caused the execution and delivery of the \$75,075,000 original aggregate principal amount of the Sacramento Suburban Water District Adjustable Rate Refunding Certificates of Participation, Series 2008A (the "2008A Certificates"). The 2008A Certificates were issued in two series, Series 2008A-1 (the "2008A-1 Certificates"), in the original aggregate principal amount of \$37,540,000, and Series 2008A-2 (the "2008A-2 Certificates"), in the original aggregate principal aggregate principal amount of \$37,535,000. The outstanding 2008A-1 Certificates were refunded with the 2009B Certificates.

In 2009, the District caused the execution and delivery of \$42,000,000 aggregate principal amount of Sacramento Suburban Water District Adjustable Rate Refunding Revenue Certificates of Participation, Series 2009A (the "2009A Certificates"), of which \$42,000,000 are currently outstanding.

In 2009, the District caused the execution and delivery of \$36,155,000 aggregate principal amount of Sacramento Suburban Water District Refunding Revenue Certificates of Participation, Series 2009B (the "2009B Certificates"), of which \$35,295,000 are currently outstanding.

In 2010, the District entered into a Series 2008A-2 Letter of Credit Reimbursement Agreement, by and between the District and Lloyd's TSB Bank. The term of the Lloyd's TSB Bank Facility Agreement expires on September 8, 2013.

• Explain the agency's bond rating; discuss reason for rating. Discuss amount and use of existing debt. Describe proposed financing and debt requirements.

The District has an outstanding credit rating with both Moody's (Aa2) and Standard and Poors (AA), ratings which have only improved since the District formed in 2002. See credit ratings from Moody's and Standard & Poor's (Exhibits 8 and 9).

• Describe policies and procedures for investment practices.

See attached Investment Policy (Exhibit 10).

• Describe policies and procedures for establishing and maintaining reserves/retained earnings.

The District maintains reserves for: short-term operating needs; repair/replacement infrastructure needs; regulatory changes; insurance and catastrophic occurrence needs; contractual obligations (including bond covenant requirements); restricted reserves; supplemental water supply reserves; interest-rate risk management; debt management on adjustable-rate debt; and contractor funds.

Summary of Revenue Sources

Fiscal Year	2007/07	2008/08	2009/09	2010/10	Projected
Charges for Service	31,609,099	36,806,932	41,889,150	Not Closed	NA
Property Taxes	92	Not	Not	Not	Not
		Applicable	Applicable	Applicable	Applicable
Interest	3,123,128	2,839,490	1,112,312	Not Closed	NA
Rental Income	285,095	355,871	351,730	Not Closed	NA
HPTR	Not	Not	Not	Not	Not
	Applicable	Applicable	Applicable	Applicable	Applicable
In-Lieu Fees	Not	Not	Not	Not	Not
	Applicable	Applicable	Applicable	Applicable	Applicable
State & Federal	1,241,243	17,728	-0-	Not Closed	NA
Grants					
Grants	-0-	-0-	-0-	Not Closed	NA
Miscellaneous	55,997	201,079	40,482	Not Closed	NA
Fund Balance Available	Proprietary	Proprietary	Proprietary	Proprietary	NA
	Fund	Fund	Fund	Fund	
Total	36,314,654	40,221,100	43,393,674	Not Closed	NA

Summary of Expenditures

Fiscal Year	2007/07	2008/08	2009/09	2010/10	Projected
Salaries & Wages	3,694,366	3,996,919	4,190,188	Not	NA
				Closed	
Services & Supplies	15,762,508	15,991,241	16,791,855	Not	NA
				Closed	
Long-Term Debt	5,320,854	6,266,657	5,183,532	Not	NA
				Closed	
Capital	Rates and	Rates and	Rates and	Not	NA
Improvements ¹	Connection	Connection	Connection	Closed	
	Fees	Fees	Fees		
Equipment	Not	Not	Not Expensed	Not	NA
	Expensed	Expensed		Closed	
Contingency ²	Debt is	Debt is	Debt is Fixed	Not	NA
	Fixed and	Fixed and	and Variable	Closed	
	Variable	Variable			
Total	24,777,728	26,254,817	26,165,575	Not	NA
				Closed	

Identify Sources of Funding: Fixed or Variable?

Summary of Financial and Operational Information

	2009/10
Population	Roughly 168,000
Area Served	North Sacramento County
Developed Real Estate	118
Undeveloped Real Estate	12
Service Standard Ratios ¹	1 employee per 2,800 population served
Full Time Employees	60
Average Part-Time Employees	6
Total Annual Budget	\$17M Operating; \$26M Capital Projects
Per Capita Spending	\$270/yr
Total Annual Administrative Costs	\$5.7M
% Annual Administrative Costs to Total	34% of Operating Costs
Estimated Deferred Maintenance	Significant but decreasing
Average Capital Improvements (5 Years)	+/- \$22M
Reserve Amount	\$51M
Operational Cost per Employee	\$280k
Average Property Tax Rate	None

1. For example, Park acres per 1000 residents

4. <u>Status of and Opportunities for Innovation and Shared Facilities</u>

a) Describe existing and/or potential shared facilities, infrastructure, and staff. Describe any joint power agreements or other agreements for sharing resources with other agencies.

The District has Mutual Aid Assistance agreements with the following purveyors; Carmichael Water District, Citrus Heights Water District and California American Water Company. These Assistance agreements were approved in late 1999. The agreements provided each agency the opportunity to tap into any potential services such as emergency water supplies, assistance for water line repairs, sharing of equipment including operator, sharing of materials, use of water facilities and personnel as needed to maintain the required services in each agency. In addition the District has approximately 56 interties or various sizes ranging from 6 inch to 24 inch with the following agencies:

Connected Agency	Number of	Active
	Connections	Connection
Citrus Heights Water District	6	4
Carmichael Water District	5	3
Sacramento County Utilities District	8	8
Del Paso Manor Water District	3	3
Arden Cordova Water Service	2	2
City of Sacramento	7	7
Rio Linda Elverta Community Services District	1	1
Former Northridge and Arcade	4	3
McClellan Park and Housing with former Northridge	3	3

The District in addition has a joint powers agreement with the Water/Wastewater Agency Response Network (WARN). This allows the District to access other larger agencies in northern California for any assistance as necessary when needed for emergency purposes. An example, this District under this agreement could access assistance from such agencies as East Bay Municipal Utilities District or Contra Costa Water Agency as necessary.

b) Describe existing and/or potential joint use planning.

This District participates with the following groups; Regional Water Agency (RWA), Sacramento Area Water Forum (WF), Sacramento Groundwater Authority (SGA) and American River Basin Cooperating Agencies (ARBCA). These groups consist of representatives from other purveyors, environmentalist, city and county official and engineers. Discussions cover regional efforts to minimize the over-drafting of the groundwater table, regional planning to help each agency maximize current water supplies, investigate groundwater water quality now and in the future and provide services that would benefit each agency on a regional basis. The last group, ARBCA, was formed to discuss planning options for long-range projects that would enhance water supplies within the Sacramento region. Such projects might include: enlarging the San Juan Peterson Treatment Plant, construction of a treatment plant on the Sacramento River, construction of large diameter transmission pipeline from the Sacramento River to tie into the existing transmission pipeline from San Juan, banking and exchange programs to use surface water when available in lieu of groundwater and new groundwater sources to help offset lost of surface water supplies in cases of long term droughts.

c) Describe existing and/or potential duplication with existing or planned facilities or services with other agencies.

With 14 separate water purveyors north of the American River in Sacramento County, a listing of the numerous existing and potential duplication of facilities or services with other agencies would be an extraordinary effort. SSWD is willing to engage with LAFCo to undertake this task if requested.

d) Describe availability of any excess capacity to serve customers or other agencies.

SSWD has existing capacity to implement conjunctive use water supply solutions for neighboring water purveyors. In addition, SSWD provides emergency fire flows to customers of California American Water and Rio Linda/Elverta Community Water District under contract.

e) Describe any economies of scale in shared purchasing power, and any other cost- sharing opportunities that can be implemented by joint use or sharing resources.

SSWD does not have excess water to provide for other agencies on a continuous basis. The District has excess capacity in our surface water conveyance pipeline system located in the north service area. Excess capacity in the surface water system is approximately 20 MGD, which is available to other agencies and customers as needed.

SSWD's main source is groundwater. The existing groundwater sources provide sufficient capacities to the District customers when surface water is not available. Large amounts of excess capacity on the groundwater system are not readily available during peak summer demand periods to be provided to others. During non-peak demand times, SSWD's groundwater production facilities are able to provide supply to others.

The District generally does not participate with any other agency in sharing opportunities other than through emergency mutual aid agreements. There is a support agreement between SSWD and Del Paso Manor Water District where SSWD provides supplemental off-hour response staffing when Del Paso Manor Water District lead operator is on vacation or they are otherwise short staffed. The only area that would be feasible to share power would be at the Peterson treatment plant whereby the each of the five agencies using the facility could share the power necessary when water is pumped from Folsom Dam into the treatment facilities. There could be economies of scale for some items as sharing cost for water quality analysis by using the same laboratory, purchasing materials for repair work from the same supply house, purchasing vehicles and/or equipment, etc.

f) Describe any duplication (overlap), or gaps in services or boundaries.

No known material duplication or gaps in services or boundaries. Numerous small issues involving several parcels exist in several areas around the boundaries of SSWD where parcels served by SSWD are in a neighboring District's service area and vice versa.

g) Describe ongoing cost avoidance practices. (For example, if you hire contract vs. in-house employees, is the bidding process cost effective and efficient.)

Engineering Services and CIP Departments - The District currently conducts a competitive bidding process for projects that are large in cost and scope of work.

Field Operations Department – District staff obtains proposals for the following two scenarios:

1. Emergencies – District staff obtains proposals from contractors prior to each Fiscal Year Budget. The proposals are guaranteed for one year and utilized for emergency conditions only. This is very cost efficient as it allows staff to be more flexible and aids in getting a contractor to conduct necessary repairs in a timely manner.

2. Non-Emergencies - On special projects (i.e., installing between 20' and 100' of water main) staff will obtain proposals from contactors. This is typically not very efficient, as it is time consuming to generate the necessary paperwork and to contact contractors for such small projects.

h) Describe any opportunities to reduce overhead and operational costs.

Sacramento Suburban Water District was formed in February 2002 by LAFCo's consolidation of two former districts. The opportunities for the reduction of overhead and operational costs have been numerous and continue to be addressed. Examples of these opportunities include the reduction of legal staff required to support the District, the reduction in financial consultants and engineering consultants necessary for annual reports, and a reduction in staff at all levels necessary to operate and manage the District over time. Other reductions include the consolidation of contracts for different support services such as telephone, computers, printing, and billing. Participation in local and regional resource planning programs has also been consolidated as well as the consulting support necessary to augment this effort.

i) Describe any opportunities to reduce duplication of infrastructure with other agencies.

Additional mergers or consolidations of existing water purveyors in northern Sacramento County would create significant opportunities.

j) Identify any areas outside agency boundary which could be efficiently served by existing or proposed agency facilities.

SSWD's conjunctive use water supply facilities could serve outside District boundaries.

k) Identify any areas within agency boundary which could be more efficiently served by another agency.

None known.

1) Are your service plans compatible with those of other local agencies?

The service plans provided by the District are compatible with other local agencies. The management of a Water District is governed by the permit granted the District from the Department of Health Services. The regulations governing the operation of the water system are relatively uniform statewide as well as the laws governing Special Districts. Many of these regulations do influence the service provided by the District as well as other similar local agencies and municipal utilities operations.

m) Please list any professional and industry memberships.

Memberships include: American Water Works Association, the Association for California Water Agencies, the Water Environment Federation, the Water Education Foundation, the Sacramento Area Water Works Associations, the Regional Water Authority, the Sacramento Groundwater Authority, the American Society of Civil Engineers, California Special Districts Association, and the California Association of Public Information Officials.

LAFCo Determination LAFCo to Complete

5. <u>Accountability for Community Service Needs, including Governmental Structure</u> <u>and Operational Efficiencies</u>

a) Explain the composition of the agency's governing board.

• Number of Directors:	5
• Nature/ Length of Terms:	4 years
• Is governing body landowner or population based?	Population based.
• Are Directors elected or appointed?	Elected.
• Are elections or appointments at large or by district?	By divisions.

b) Explain compensation and benefits provided to the governing board, including any benefits that continue after term of service.

Directors of SSWD receive \$100 per day for each day's attendance at meetings of the Board or for each day's service rendered as a member of the Board by request of the Board. See Exhibit 11 (SSWD Directors' Compensation and Expense Reimbursement Policy).

Under Government Code section 53201(b), SSWD currently has four past Board members to whom it provides health and/or welfare benefits. Pursuant to subdivision (c)(1) of section 53201, the District is prohibited from providing such benefits to any Board member elected to office after January 1, 1995.

c) Where and how frequently does the governing board meet?

The Board meets the third Monday of each month and on an as-needed basis in the Board Room at the District Administrative Office 3701 Marconi Avenue, Sacramento, California 95821.

- d) Describe rules, procedures, and programs for public notification of agency operations, meetings, programs, etc.
 - How is public participation encouraged?

The public is notified of District meetings through posting agendas: 1) at the District's Administrative Office located on Marconi Avenue; 2) on the District's website; and 3) by e-mail to a mailing list of individuals and entities requesting agendas.

The public is informed of District activities through a variety of methods: 1) monthly bill inserts; 2) newsletters; 3) web site; 4) direct mail; 5) flyers on a variety of topics in customer service lobby; 6) community booths; and 7) newspaper articles.

Public participation and attendance at meetings is encouraged: 1) at public meetings at the appropriate time; 2) on the website; 3) through bill inserts, newsletters, messages on the bills, and messages on hold; and 4) through talking with staff at Community Outreach Days.

• Are meetings accessible to the public, i.e., evening meetings, adequate meeting space, etc.?

Accessibility is achieved with regular Board meetings scheduled for 6:30 p.m. in a large meeting room with ADA compliant access.

e) Describe public education/outreach efforts, (i.e., newsletters, bill inserts, website, etc.)

The District has a Community Outreach Committee to assist the District in building relationships of support and understanding with the community. Public outreach is attained through: 1) monthly bill inserts; 2) biannual newsletters; 3) web site (a new site is anticipated to be launched in 2011); 4) custom telephone messages on hold that changes quarterly; 5) monthly custom send envelopes; 6) direct mail; 7) flyers on a variety of topics in the lobby; 8) a community booth periodically set up at community events in the District's service area; 9) water conservation devices and giveaways with messaging; 10) programs geared to the public, e.g. Water-Wise House Call, toilet rebates, washer rebates, smart irrigation controller rebates; 11) speakers' bureau – staff is available to speak to clubs, schools, organizations and community groups; 12) a water efficiency landscaping garden open to the public; 13) theatre ads; and 14) newspaper ads.

f) Describe level of public participation, and ways that staff and Directors are accessible to the public.

Staff is accessible to the public during working hours in person or via the telephone. Customers may e-mail the District at any time. Staff actively participates in school outreach and community organizations. Staff is highly visible during community outreach days and other community special events. Directors and staff are also available at public Board and committee meetings.

g) Describe ability of public to access information and agency reports.

District information is accessible on the District's website, by request (Public Records Requests may be filed in the customer service lobby and online); at public meetings; information rack in the lobby; at the SSWD Community Outreach booth; via telephone or e-mail request.

h) Describe any opportunities to eliminate service islands, peninsulas and other illogical service areas.

Per LAFCo Resolution No. 1237, Arcade and Northridge water districts consolidated on February 1, 2002. Several other small water purveyors operate as islands within and adjacent to SSWD.

The District has areas within its service boundaries which are service islands and peninsulas which may be viewed as illogical. Similarly the District is contiguous with both public and private agencies which have service areas that are peninsulas or are, in themselves, an island surrounded by areas within the District service boundaries. Opportunities may exist to eliminate some of these areas. However, the District debt service would impede the transfer of District customers to other agencies without mitigation of that debt. Some of the agencies which are contiguous to the District and which might be considered an opportunity are owned by a private water company. These areas would require the purchase of any infrastructure to accompany the transfer of service area which would likely impede this consideration, even if the private operator was a willing seller, which most are not. The transfer of other agencies' service areas to the District would be contingent on the political willingness of both agencies involved.

LAFCo Determination

To be completed by LAFCo

6. <u>Issues, Concerns and Opportunities</u>

Please provide information regarding any issues, concern, or opportunities related to operations (financial, managerial, legal, organizational, etc.)

• Compliance with Environmental Justice requirements.

No issues or concerns with Environmental Justice requirements. The District conforms to the CEQA and NEPA requirements, as necessary, for any project requiring such review.

• Compliance with regulatory reporting requirements.

The District has not failed to comply with any regulatory requirement known to it during a reporting period. The District maintains permits with the State Department of Public Health, Sacramento County, the Sacramento Regional Air Quality Management District, the Air Resources Board, and the Regional Water Quality Control Board. The District has exceeded running times on a couple of its emergency generators for which it paid fines. The District has exceeded limits of several self monitoring constituents of its Low Threat Stormwater NPDES permit for which it paid fines to the RWQCB.

• Compliance with regulatory agencies and public health and safety issues.

The District is in the process of reviewing its Monitoring Plan for its NPDES permit in anticipation of amending it to address monitoring requirements.

See Exhibit 12 for Summary of District Information.

LAFCo Determination To be completed by LAFCo

Attachments:

District Map Facilities Map Organization Chart Budget