7. CITY OF PLYMOUTH

The City of Plymouth provides water, wastewater, road maintenance, drainage, parks and recreation, and cemetery services. The City provides public safety services by contract with Amador Fire Protection District (AFPD) since 1998 for fire service and Amador County Sheriff's Office for law enforcement service, also through a contract that has been in place for over two decades.

AGENCY OVERVIEW

Background

The City of Plymouth incorporated on February 8, 1917. The City is a general law city.

The City's boundary is entirely within Amador County. The City is located along SR 49 at the intersection with Plymouth Shenandoah Road. The bounds stretch west and south of this intersection. The City has a boundary area of approximately 2.7 square miles (1,741 acres).

Boundary

Amador LAFCO records date back to 1966, and the State Board of Equalization (BOE) maintains records of officially recorded boundary changes since 1948. The BOE record for the City of Plymouth begins in 1960, and the LAFCO record for the City begins in 1973. LAFCO and BOE records indicate that 10 annexations have been completed in Plymouth, as shown in Figure 7-1.

Figure 7-1: City of Plymouth Boundary Reorganization Records

Project Name	Acres	LAFCO Resolution Number [1]	Official Date [2]
Colburn-Wheeler Annexation		NA	7/8/1960 (B)
Old McGee Property Annexation		NA	2/12/1965 (B)
Matulich Annexation	88.3	73-57	8/8/1973 (L)
Greilich Annexation	20	74-62	2/21/1974 (L)
Moreno Annexation	13.9	78-108	3/30/1979 (C)
Burke Ranch Annexation	56.7	82-164	11/16/1982 (B)
Myers/Burke Annexation	57.7	82-165, 83-172	1/31/1984 (C)
City Facilities Annexation	229.6	92-241	7/26/1993 (B)
City-owned parcel Annexation		NA	11/20/1997 (B)
Shenandoah/Zinfandel Annexation	845.29	2012-01	2/16/2012 (L)

Notes:
(1)"NA" indicates LAFCO records are not available.
(2)" L" indicates that the official date is according to the LAFCO resoltuion, "C" indicates that the official date is according to the Certificate of Completion, and "B" indicates that the official date is according to the Board of Equialization filing.

Annexation size is known for seven of the 10 annexations. The most recent boundary reorganization (Shenandoah/Zinfandel Reorganization) occurred in 2012 and included the annexation of about 845.29 acres detached from Amador Fire Protection District (AFPD), Amador Resource Conservation District (ARCD), CSAs 5, 6, 7, and Willow Springs Water District (WSWD).

Sphere of Influence

The City's SOI was originally adopted in 1976. When it was reviewed by LAFCO in 2007, the western and southern portion of the City's SOI formed a sweeping curved line and could not be determined precisely from available records.[134] The SOI boundaries were cleaned up in 2009 to follow parcel lines.[135] The City's sphere of influence was last amended in 2011 when approximately 615 acres of Shenandoah/Zinfandel territory were added with a concurrent annexation. The current SOI is estimated to be 3.26 square miles, which is 20 percent larger than the City's boundary area.

Local Accountability and Governance

The City is governed by a five-member City Council. The members are elected at-large to staggered, four-year terms. The last contested election for a council seat occurred in 2012, when three council members were up for reelection.

By way of constituent outreach, the City distributes a monthly newsletter and has a website, which includes economic development and planning information. The City conducted significant outreach with the public for the General Plan update visioning process in 2007. The City reported that it has had no Brown Act violations in recent history.

Figure 7-2: City of Plymouth Governing Body

Plymouth City Council			
Governing Body			
Members	**Name**	**Position**	**Term Ends**
	Peter Amoruso	Mayor	December 2014
	Peter Taylor	Vice Mayor	December 2016
	Greg Baldwin	Council member	December 2016
	Jon Colburn	Council member	December 2016
	Sandy Kyles	Council member	December 2014
Manner of Selection	Elections at large.		
Length of Term	Four years, staggered.		
Meetings	2nd and 4th Thursday of the month at 6:30pm at City Council chambers of City Hall.		
Agenda Distribution	Posted online, email request		
Minutes Distribution	Email request		
Contact			
Contact	City Manager, Jeffry Gardner		
Mailing Address	P.O. Box 429, Plymouth, CA 95669		
Phone	209-245-6941		
Email/Website	info@cityofplymouth.org		

[134] LAFCO Resolution 2007-07.

[135] LAFCO Resolution 2009-07.

Regarding customer service, the City Manager serves as the ombudsman. The City reported that there were no complaints in 2013.

The City demonstrated partial accountability in its disclosure of information and cooperation with LAFCO. While requests required several follow-ups, the City ultimately responded to LAFCO's written questionnaire, interview and document requests.

Management

The City implemented a council-manager management approach in 2003. The City Council acts as the legislative and policy-making body for the City. The Council appoints the city manager, city attorney, and all members of any boards and commissions, which serve in an advisory capacity to the City Council. The daily operations of the City are managed by the city manager, who is responsible for implementing the policies and priorities of the City Council.

By way of performance evaluation, the City conducts a strength-weakness-opportunities-threats (SWOT) analysis process on a periodic basis. The City reported that its recent accomplishments include solving its recurring annual problem with flies after the County Fair.

Plymouth employs 9.0 FTEs. The City reports that it does not have the financial means to support full-time city management. Employees are evaluated annually. Probationary employees are evaluated at three and six months after hire.

Plymouth updated its general plan in 2009. The current general plan was originally adopted in 1986 and amended in 2001. The City also has a revitalization plan for the downtown area (1997), which has not been updated since adoption. In the future Plymouth is planning to prepare a historic downtown master plan, as well as a downtown parking study and plan.

The City's financial planning efforts include annually adopted budgets. The City reported that its financial practices include annual financial audits. The most recently audited financial statement provided by Plymouth to LAFCO was for FY 12-13. Plymouth adopted a five-year capital improvement plan in June 2007. The City reports that the CIP is updated every five years. The City is currently in the process of updating its CIP.

The City carries general liability, automobile liability, property coverage, and workers compensation insurance.

Service Demand and Growth

Land use in Plymouth is primarily agricultural and low-density residential. Most land in the western half of the City is low-density residential, followed by parks and open space and mobile home parks. The small amount of commercial land use in Plymouth is concentrated downtown along Main Street. The eastern half of Plymouth's bounds is classified as agricultural land use; nearly all of this land is specified for vineyards. There are many vacant lots in the City along SR 49.[136]

[136] City of Plymouth, *General Plan Land Use Map*, 2009.

Unincorporated lands around the City are largely vacant. Land uses on developed land include residential to the east and agricultural uses to the northeast and west.[137]

Significant employers in the City include a catering company, Taste restaurant, a motel, a real estate office, and the RV Recreation Park.

The City reports that development and growth are not affecting service demand, as there has been no significant growth in the last 35 years. Growth has been constrained by a building moratorium that the City put in place in 1987 in response to water supply deficiencies; the City moratorium allowed only 50 additional water connections.[138] Growth was later also slowed by a moratorium on water connections imposed by the California Department of Public Health (Order No. 01-017). Now that the water pipeline from AWA is in place, all moratoriums have been lifted.

Population

According to the California Department of Finance, Plymouth's population was 993 as of January 1st, 2013. The City's population density is 368 per square mile, compared to the countywide density of 64. According to 2010 Census, the City's population was 1,005 in 2010.

Plymouth's population has been steadily declining since 2003. Since 2003, the City has experienced negative growth, according to the California Department of Finance (DOF), which estimates a net decline of 79 residents between 2003 and 2013. Accordingly, development has been limited since 2003. In 2004, only one residential building permit was issued; and fewer than five permits were issued each year 2005 through 2007. There were no permits issued between 2008 and 2012.

There has been limited commercial construction in the City since 2000. The value of new commercial construction peaked in 2000 at $191,000. Since that time, the annual total value has averaged under $22,000. The value in 2007 was $18,600. There has been no commercial development since 2007.

By way of population projections, according to the projected population scenarios, the City is expected to reach a population of between 2,012 and 2,542 persons by the year 2025. These represent the four percent and mid-point projection scenarios outlined in the City's general plan. This rate of growth equates to between 23 and 36 dwelling units each year.

Development

There are currently five proposals—approved and tentative—for developments within the SOI of the City of Plymouth. In total, the five proposals would add 981 residential units at build-out, as shown in Figure 7-3. Four of the five proposed developments are located within city bounds. Arroyo Woods, Cottage Knoll and Oak Glen have been inactive since 2008.

[137] City of Plymouth, *General Plan Land Use Map*, 2009.

[138] City of Plymouth, *Capital Facilities Fee Nexus Study*, 2007, p. ii.

Figure 7-3: Planned and Proposed Developments in the City of Plymouth Bounds and SOI

Development	Developer	Location	Acreage	Units
Arroyo Woods	Jim Taylor	In bounds	101	127
Cottage Knoll	Stephanie McNair	Partial SOI	82.4	304
Oak Glen	Marlon Ginney	In bounds	12.3	47
Shenandoah Ridge	Bob Reeder	In bounds	148.3	136
Zinfandel Ridge	Reeder Sutherland	In bounds	364.7	367

Shenandoah Ridge would add 136 dwelling units on the 148-acre site located at the northwest of the City. The development site was annexed into the City in 2011. Plans for the development include a park, a nature trails network ,and large open spaces. Development is proceeding.

The Oak Glen subdivision would add 47 units over 12 acres, adjacent to existing residential developments in the north of the City.

Plans for the Cottage Knoll subdivision include 304 dwelling units over the 82-acre site north of the City (approximately 20 units are located outside of the existing SOI). The proposed development would be bordered to the north and east by Williamson Act lands. Cottage Knoll's developer proposes to finance street and utility infrastructure needs through a community facilities district (i.e., Mello-Roos).[139]

The proposed 365-acre Zinfandel Ridge development site includes three parks, a natural trails network and large open spaces.[140] The development site was annexed into the City in 2011. Development is proceeding.

The proposed Arroyo Wood subdivision includes 127 dwelling units at build-out of the 101-acre site.

By way of non-residential growth, the Ione Band of Miwok Indians received federal approval to take 228 acres of land into trust for a casino development on the south side of the City. The proposal includes a casino, a hotel, an event center, a wastewater treatment plant, and other facilities to support the casino. Over ten acres of the proposed site are within Plymouth's bounds along SR 49; the remainder is in unincorporated territory. The tribe released the final environmental impact report in 2009; however, the development stalled due to law suits filed by No-Casino group against the tribe.

Growth Strategies

Plymouth's planning area is much larger than its bounds or SOI.[141] The City's planning area extends in all directions from city bounds. The planning area's approximate area is 11.9 square miles, about three times the size of the City's SOI. The large planning area was intended to provide the city council with a wide range of options for future growth during the General Plan update.

[139] Cottage Knoll Development Website, URL accessed 3/8/08, http://www.cottageknollplymouth.com

[140] Zinfandel Development Website, URL accessed 3/8/08, http://zinfandelplymouth.com

[141] The planning area is all areas given a future land use designation in the City's general plan update (Figure 3.2.A).

As part of its general plan update process, the City has drafted an analysis of land use goals with relevant policy recommendations.[142] The City plans established clear policies for the annexation of land. It will first focus development as in-fill within bounds before focusing on growth areas on the fringe of the current urban area. To facilitate planning, the City adopted an updated SOI in 2011 and subsequently annexed the lands within it. There is also currently sufficient water and wastewater to support new development in the City.

The overall goal of Plymouth's growth strategies is to maintain the rural, small-town, Western character of the built environment. This entails maintaining a defined edge between urban and rural environments and protecting ridgelines from development. By way of residential development, the City will encourage node-type rather than linear developments. In addition, the City plans to adopt anti-monotony regulations in residential development, required variation in several aesthetic qualities, such as height, roofing materials, and overall design.

Commercial development will be concentrated at major intersections and along highway frontages and primary roadways. The City wishes to avoid "strip" development. Smaller-scale neighborhood retail may be constructed along smaller roads. Within the downtown area, the city plans to adopt a minimum (versus a maximum) building height. Lastly, mixed-used planning will be encouraged in the Auto-Urban Commercial District.

The City's Downtown Revitalization Plan (1997) recommended establishing clear "gate-ways" to the downtown corridor, particularly from the highway. The plan encourages the downtown as the City's "historic village core." Specific strategies include the use of glass on the first floor of buildings to produce a welcoming atmosphere, requiring parking behind rather than in front of buildings, and catering to pedestrian traffic. In addition, new buildings should include "well-articulated architectural elements that reflect the existing 'gold rush' era."

The City's Vision Statement states that in the year 2015, Plymouth will be recognized as a "small town and a comfortable place with a country feeling, friendly people and a sense of community." The Statement includes that the City's history will be "evident not only in its well preserved historic buildings but also in newer building projects designed to enhance the City's Motherlode charm." The City plans to work with businesses and land owners to "cooperatively, but firmly" implement design standards.[143]

Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community is defined as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.[144]

[142] City of Plymouth, *General Plan Existing Land Use Character Map*, 2007.

[143] City of Plymouth, *Plymouth Vision Statement*; referenced in: The City of Plymouth Downtown Revitalization Strategy, 1997, p. 35.

[144] Government Code §56033.5.

The California Department of Water Resources (DWR) has developed a mapping tool to assist in determining which communities meet the disadvantaged communities median household income definition.[145]DWR identified nine disadvantaged communities within Amador County—three of which are cities and are therefore not considered unincorporated.[146] The entire City of Plymouth is considered a disadvantaged community; however, the territory is within the incorporated bounds of a city and is therefore not unincorporated.

DWR is not bound by the same law as LAFCO to define communities with a minimum threshold of 12 or more registered voters. Because income information is not available for this level of analysis, disadvantaged unincorporated communities that meet LAFCO's definition cannot be identified at this time.

Financing

The City reported that current financing was insufficient to deliver adequate services. Plymouth is in need of additional personnel. The City's planning and engineering functions are currently staffed by consultants.

The City tracks its activities through separate funds. The general fund is the City's main operating account. Water and wastewater activities are tracked through separate enterprise funds.

The City's total revenues were $2.2 million in FY 12-13. Revenue sources include grants (11 percent), water rates (23 percent), sewer rates (23 percent), sales tax (7 percent), property tax (7 percent), and vehicle license fees (4 percent). The City received a $100,000 annual state COPS grant. City sales tax revenue amounted to $155 per capita in 2012.

City expenditures were $2.2 million in FY 12-13. Of this amount, 17 percent was spent on compensation, 15 percent on capital projects, 23 percent on private contracts (e.g., management, planning, finance, and engineering contracts), 38 percent on materials and supplies, six percent on the Sheriff contract, and one percent on debt.

The City had $3.1 million in long-term debt outstanding at the end of FY 12-13. The debt was composed of a contract with Amador Water Agency for construction of a water pipeline and sewer revenue bonds. The bonds were issued in 1988 to finance sewer plant construction.

The City does not have a formal policy on maintaining financial reserves, and reserve levels are a management decision. The City reported that it has been unable to fund reserves, due to stagnant growth and loss of a sales tax generator (hardware store) in the 1990s.[147] The City had $0.444 million in unreserved, undesignated reserves at the close of FY 12-13. This amount is equivalent to 20 percent of expenditures in FY 12-13. In other words, the City maintained over two months of working reserves.

[145] Based on census data, the median household income in the State of California in 2010 was $57,708, 80 percent of which is $46,166.

[146] DWR maps and GIS files are derived from the US Census Bureau's American Community Survey (ACS) and are compiled for the five-year period 2006-2010.

[147] Interview with City of Plymouth Executive Team, January 2008.

The City obtains insurance through the Public Agency Risk Sharing Authority of California (PARSAC), a JPA of 37 cities. The City participates in a countywide JPA for recreation services.

WATER SERVICES

This section describes the nature, extent and location of the water services provided, as well as key infrastructure and water sources. The tables provide further information and indicators of the agency's water service supplies, demand, financing, service adequacy, and facilities.

Nature and Extent

The City of Plymouth provides treated water for domestic uses. The City built a water pipeline in conjunction with Amador Water Agency and now buys wholesale water from AWA to sell to local residents. The City does not produce or use recycled water, and does not practice conjunctive use.

Location

Plymouth provides water service within the city limits. The City reported that there were no unserved areas within the City's limits. In addition, the City serves three connections outside of the City limits, two located on SR 49 and one on Old Sacramento Road. At least one failing septic system adjacent to city limits may require city sewer services and annexation.

Infrastructure

Key infrastructure includes a water pipe line, water treatment plant, three active wells, the Arroyo Ditch, a storage tank, and pipelines.

City water sources consist of groundwater and surface water from the Cosumnes River through the Arroyo Ditch. The City has appropriative surface water rights to 2,000 acre-feet of water from Big Indian Creek (a tributary of the Cosumnes River) for municipal uses. The City has a diversion right of pre-1914 water equal to 31 cubic feet per second on the Middle Fork of the Cosumnes River, South Fork of the Cosumnes River, Indian Creek and five other diversion points. The Arroyo Ditch was originally built in 1851 to bring water to gold miners and landowners.[148] The Ditch was transferred to Amador County in 1962 and deeded to Plymouth in the early 1980's. The ditch is primarily earthen and unlined, with only two miles of the seventeen-mile ditch lined with concrete. Peak flows in the ditch generally occur during the winter and spring months, while there is generally no water available during the peak demand times in the summer and fall months. Maintenance has posed a challenge for the City due to the inaccessibility of the ditch and the prohibitive maintenance costs.[149] Due to difficulties in maintaining the Arroyo Ditch, the City relied on groundwater since 2001 until the AWA pipeline was placed in service in 2010.[150] The City

[148] City of Plymouth, General Plan Update, 2001, p. 14.

[149] DPH, *Plymouth Annual Inspection Report*, 2005, p. 3.

[150] DPH, *Plymouth Annual Inspection Report*, 2005, p. 1.

cleaned and repaired a five mile section of the Arroyo Ditch in 2000 and 2001 and pumped minimal water from the ditch in 2002 and 2003. The City had been diverting water for groundwater recharge purposes and for beneficial use in the City through 2012.

Groundwater levels have also posed a challenge to the City. One of the wells has been removed from peak demand periods as the groundwater levels drop below the pump intake level. Another well has high turbidity levels, which is attributed to decreasing groundwater levels. In addition, private wells neighboring the City experience reduced flow and poor water quality during the City's peak water demand period in the summer.[151] Of the three active wells (A, II-2 and the Hawksview Well), only two (II-2 and Hawksview) were used to supply water in 2005. The wells have a total pumping capacity of 790 gpm. Water from the wells is generally fair to excellent quality.[152] The City exceeded the secondary MCL for aluminum in 2005; however, aluminum is not considered to pose a health risk.[153] The City anticipates destroying the third well that has not been used. At present, the other two wells are not in use and are only used for standby purposes.

AWA recently extended a pipeline from its Tanner Treatment Plant in Sutter Creek to the City. The pipeline is 12 inches in diameter, entirely gravity fed, and approximately 11 miles from the Tanner Treatment Plant. An agreement with AWA would potentially provide water to an estimated additional 1,065 equivalent single-family residences in the City.

The City owns a water treatment facility with treatment capacity of 450 gpm. The facility is currently not in use as the City receives treated water from AWA. The plant has been used to treat groundwater for iron and manganese and is kept on standby status, along with the City's wells for emergency use. When in use the pump rate for Well A must be 100 gpm and for Hawksview Well 60 gpm.

The City's water is stored in a 0.5 mg welded-steel ground-level tank. The storage tank was identified by DPH as being in generally good condition, with minor paint chips. The City's water service agreement with Amador Water Agency calls for additional storage to be constructed as City water demands increase.

The City's distribution system was originally constructed over 30 years ago; however, a majority of the mains were replaced in 1984. The system is composed primarily of PVC piping (70 percent) with some portions of asbestos cement (20 percent) and iron (10 percent). The PVC and asbestos cement portions of the system were identified by DPH as being in good to very good condition, while the iron sections were identified as being in poor condition. There is a distribution loss rate of less than 10 percent. The City is working on distribution system analysis, which is scheduled to be completed in FY 15.

[151] City of Plymouth, *Preliminary Engineering Report*, 2005, p. 4-2.

[152] City of Plymouth, *General Plan*, 2001, p. 14.

[153] City of Plymouth, *2005 Consumer Confidence Report*, 2006, p. 7.

Figure 7-4: Plymouth Water Profile

Water Service Configuration & Infrastructure

Water Service	Provider(s)	Water Service	Provider(s)
Retail Water	Direct	Groundwater recharge	Direct
Wholesale Water	AWA	Groundwater extraction	Direct
Water Treatment	AWA	Recycled Water	None

Service Area Description

Retail Water	The City's boundary is located along SR 49 at the intersection with Plymouth Shenandoah Road.		
Wholesale Water	AWA		
Recycled Water	NA		
Boundary Area	2.7 sq. miles	Population (2013)	993

System Overview

Average Daily Demand	0.17 mgd	Peak Day Demand	.51 mgd
Supply	2,726 af		

Major Facilities

Facility Name	Type	Capacity	Condition	Yr Built
Plymouth Treatment Plant	Treatment	450 gpm	Poor	Unknown

Other Infrastructure

Reservoirs	0	Storage Capacity (mg)	0.5 mg
Pump Stations	0	Pressure Zones	2
Production Wells[2]	2	Pipe Miles	11

Other: The Arroyo Ditch is 17 miles long and conveys water from the Consumnes River to the City.

Infrastructure Needs and Deficiencies

Water infrastructure needs include replacement of the iron pipelines in poor condition.

Facility-Sharing and Regional Collaboration

Current Practices: The City contracts with AWA for it's primary water supply. Additionally the City provides raw water through the Arroyo Ditch System for irrigation to the Amador County Fairgrounds and local farmers and ranchers. The City maintains two wells for County wide emergency supply purposes.

Opportunities: No other opportunities for shared facilities were identified.

Notes:
(1) NA means Not Applicable, NP means Not Provided, mg means millions of gallons, af means acre-feet.
(2) for emergency purposes.

continued

Water Demand and Supply

Service Connections	Total	Inside Bounds	Outside Bounds	
Total	480	477	3	
Irrigation/Landscape	0	0	0	
Domestic	411	408	3	
Commercial/Industrial/Institutional	69	69	0	
Recycled	0	0	0	
Other	0	0	0	

Average Annual Demand Information (Acre-Feet per Year)[1]

	1995	2000	2005	2010	2015	2020	2025
Total	NP	NP	196	137	166	202	247
Residential	NP	NP	105	85	NR	NR	NR
Commercial/Industrial	NP	NP	91	52	NR	NR	NR
Irrigation/Landscape	0	0	0	NR	NR	NR	NR
Other	0	0	0	NR	NR	NR	NR

Water Sources		Supply (Acre-Feet/Year)		
Source	Type	Average	Maximum[2]	Safe/Firm
Amador Water Agency	Surface Water	139	0	0
Consumnes Subbasin[3]	Groundwater	0	726	319
Cosumnes River	Surface Water	1,500	15,000	Unknown[4]

Supply Information (Acre-feet per Year)[5]

	1995	2000	2005	2010	2015	2020	2025
Total	NP	NP	245	139	169	205	250
Imported	0	0	0	NR	NR	NR	NR
Groundwater	NP	NP	245	NR	NR	NR	NR
Surface	NP	0	0	139	NR	NR	NR
Recycled	0	0	0	0	0	0	0

Drought Supply and Plans			
Drought Supply (af)	Year 1: NP	Year 2: NP	Year 3: NP
Significant Droughts	1976, 1977, 1988-94, 2013-14		
Storage Practices	Storage is for short-term emergencies only.		
Drought Plan	NP		

Water Conservation Practices	
CUWCC Signatory	No
Metering	Yes
Conservation Pricing	Yes
Other Practices	No other conservation practices were identified.

Notes:
(1) Future demand based on the assumption of 4 percent annual growth after 2010 as reported in the City's water rate study.
(2) The estimate for maximum supply is based on the maximum treatment capacity of the treatment plant.
(3) Based on the Department of Health Services criteria for foothill groundwater, the firm yield is 25 percent of the tested pumping capacity.
(4) According to DHS, no firm yield can be assigned to the Arroyo Ditch, due to the irregularity of the flows.
(5) Supply was calculated from the amount demanded in the given year plus the amount attributed to distribution loss.

continued

Water Rates and Financing

Domestic Water Rates-Ongoing Charges FY 12-13[1]			
	Rate Description	Avg. Monthly Charges	Consumption[2]
Residential	Flat Monthly: $33.23 Water Use: $4.61 per ccf	$ 50.45	200 gal/day

Special Rates			
Rates are the same throughout the City.			
Rate-Setting Procedures			
Policy Description	Water rates are set to cover fixed and variable costs of operating the water system, including operating costs, debt service, capital costs and maintenance of a healthy capital reserve.		
Most Recent Rate Change	2013	Frequency of Rate Changes	Annual
Water Development Fees and Requirements			
Connection Fee Approach	Fee is set to recoup the cost of the meter and installation. Any costs incurred in excess of the meter and installation would be billed as		
Connection Fee Timing	Upon issue of the building permit		
Connection Fee Amount	$125/Single Family Unit		
Land Dedication Requirements	Developers are required to build necessary infrastructure and transfer it to the City.		
Development Impact Fee	$10,134 per dwelling unit		
Development Impact Fee	$4,000 per dwelling unit for Arroyo Ditch development (inactive)		

Water Enterprise Revenues, FY 11-12			Expenditures, FY 11-12	
Source	Amount	%		Amount
Total	$769,952	100%	Total	$609,550
Rates & charges	$504,235	65%	Administration	$57,005
Property tax	$0	0%	O & M	$247,679
Rent	$11,800	2%	Capital Depreciation	$44,900
Interest	$437	0%	Debt	$64,755
Connection Fees	$0	0%	Purchased Water	$168,043
Other	$253,480	33%	Other	$27,168

Notes:

(1) Rates include water-related service charges and usage charges.

(2) Water use assumptions were used to calculate average monthly bills. Assumed use levels are consistent countywide for comparison purposes.

continued

Water Service Adequacy, Efficiency & Planning Indicators

Water Planning	Description	Planning Horizon
Water Master Plan	Scheduled for 2014	-
Financial Plan and Water Study	2006	2016
UWMP	N/A	N/A
Capital Improvement Plan	2007	2017
General Plan	2009	2019
Emergency Response Plan	Updated with current permit	NA
Water Quality Emergency Plan	Updated with current permit	NA
Emergency Disinfection Plan	2003	NA

Service Challenges

Some of the City's aging infrastructure is in need of repairs or replacement.

Service Adequacy Indicators

Connections/FTE	137.142857	O&M Cost Ratio[1]	$1,289,824
MGD Delivered/FTE	0.05	Distribution Loss Rate[2]	<10%
Distribution Breaks & Leaks	3	Distribution Break Rate[3]	NP
Response Time Policy	ASAP	Response Time Actual	Depends on severity
Water Pressure	40-60 psi	Total Employees (FTEs)[4]	3.5

Water Operator Certification

City staff have maximum certifications of T2 for treatment systems and D2 for distribution systems. The City is required to have a D2 certified chief operator for the distribution system and a T2 certified chief operator for the treatment plant; the City is meeting the requirement for treatment certification and is meeting the requirement for distribution certification.

Drinking Water Quality Regulatory Information[5]

	#	Description
Health Violations	0	NA
Monitoring Violations	0	NA
DW Compliance Rate[6]	100%	

Notes:

(1) Operations and maintenance costs (exc. purchased water, debt, depreciation) per volume (mgd) delivered.

(2) Water loss rate has been reduced by many repairs to the system in the past 5 years

(3) Distribution break rate is the number of leaks and pipeline breaks per 100 miles of distribution piping.

(4) All water employees are City which operate and maintain the system

(5) Violations since 2010, as reported by the U.S. EPA Safe Drinking Water Information System.

(6) Drinking water compliance is percent of time in compliance with National Primary Drinking Water Regulations in 2013.

WASTEWATER SERVICES

Nature and Extent

The City provides wastewater collection, treatment and disposal services and is responsible for the maintenance of its wastewater facilities.

Location

The City provides wastewater service within its boundary area. The City serves four known connections outside its bounds, including a 24-unit mobile home park. The wastewater treatment and disposal facilities are located in the westernmost portion of the city limits.

Infrastructure

The City's wastewater facility provides primary treatment of its wastewater flows prior to discharging the treated effluent through land disposal methods. Key wastewater infrastructure owned and maintained by the City includes a treatment plant with headworks, three treatment ponds, spray fields, and a collection system.

The City's wastewater treatment plant (WWTP) consists of two aerated facultative ponds, a non-aerated facultative pond, chlorination facilities, and an outlet structure. The WWTP was built in 1968, with a third reservoir added in 1991. The plant is not equipped with emergency generators or remote communication systems. Sludge disposal is accomplished by removal from the ponds, temporary storage in a concrete drying bed and periodic removal.

After treatment, the effluent is transported to an unlined storage reservoir that is located approximately one-half mile southwest of the WWTP. The reservoir, which was built in 1985, has a capacity of 60 million gallons. The effluent is stored in the reservoir as needed year-round, with the maximum storage occurring during winter months (November to April) when land disposal is partly prohibited.

The City is authorized to discharge the effluent to spray fields for disposal. The City's disposal area is approximately 125 acres, of which 85 acres are usable for disposal and the remainder is not usable due to creek setbacks and property lines. The disposal area is located immediately northwest of the storage reservoir.[154]

The City owns and maintains six miles of sewer collection system, most of which is composed of clay pipe. Pipeline diameters range from 6 to 10-inches.[155] The collection system was installed in the late 1960s and early 1970s.[156] The system is in fair condition. Field studies conducted in 1985 and 1997 identified structural defects within pipelines and manholes, and inflow/infiltration problems.[157] Most of the system is designed to flow by

[154] Nolte and Associates, Inc., *Conceptual Plan for Wastewater Treatment and Disposal*, 2007, p. 8.

[155] ECO:LOGIC Engineering, *Amador County Regional Wastewater Management Plan*, 2005, p. 4-24.

[156] City of Plymouth., *City of Plymouth Draft General Plan Update*, 2008.

[157] Central Valley RWQCB, *Cease and Desist Order No. R5-2005-0006*, 2005, pp. 5-6.

gravity to the treatment facility. There is a pumping facility at the 49er Trailer Park (private) and another pump serves eight homes on SR 49.

In 2005, the State Water Resources Control Board imposed a cease and desist order on the City's sewer facilities. Since then, the City undertook a major upgrade to the sewer collection system and at the wastewater treatment facility. This was made possible with a $3 million ARRA grant. The City was able to replace or line all of the problem areas in the collection system. In addition the City put in new control panels and a headworks to improve the treatment facility. As a result, the State Water Resources Control Board granted the City a new waste discharge permit and lifted the cease and desist order on the sewer facilities.

Figure 7-5: Plymouth Wastewater Profile

Wastewater Service Configuration and Demand				
Service Configuration				
Service Type	**Service Provider(s)**			
Wastewater Collection	Plymouth City			
Wastewater Treatment	Plymouth City			
Wastewater Disposal	Plymouth City			
Recycled Water	None			
Service Area				
Collection:	Plymouth City and adjacent area			
Treatment:	Plymouth City and adjacent area			
Recycled Water	None			
Sewer Connection Regulatory/Policies				
Property owners must connect to the public sewer system if the building is within 100 feet of the sewer line (Municipal Code §13.03.150).				
Onsite Septic Systems in Service Area				
There were 6 homes on septic systems, according to the 2010 Census, which was the most recent census to inquire about residential sewage disposal.				
Service Demand FY 11-12				
	Connections			**Flow (mgd)**
Type	**Total**	**Inside Bounds**	**Outside Bounds**	**Average**
Total	454	450	4	0.13
Residential	393	390	3	NP
Commercial	41	40	1	NP
Industrial	0	0	0	NP
Institutional	20	20	0	NP
Projected Demand (in millions of gallons per day)				
	FY 11-12	**2022**	**2032**	**Build-Out**
Avg. dry weather flow	0.12	0.312	0.539	0.811
Peak wet weather flow	0.55	1.33	2.29	3.45
Note:				
(1) NA: Not Applicable; NP: Not Provided.				

continued

Wastewater Infrastructure

Wastewater Treatment & Disposal Infrastructure

System Overview

Treatment level: primary treatment, including aerated pond and chlorination
Disposal method: treated effluent is discharged to spray fields between April and October

Facility Name	Capacity	Condition	Yr Built
Plymouth Wastewater Treatment Plant	.185 mgd	Good	1968
Storage reservoir	74 mg	Good	1985
Effluent disposal field	85 acres	Fair	NP

Treatment Plant Daily Flow (mgd)	Average Dry	Peak Wet
Plymouth WWTP	0.12	0.55

Infrastructure Needs and Deficiencies

The City utilized a $3 million ARRA grant from the federal goverment to do significant upgrades to the treatment facilities and the collection system in 2010. In order to accommodate proposed growth within the existing SOI, the City still needs to do sinificant upgrades. Curently the City has receieved a $1.5 million grant to do sprayfield upgrades and anticipates getting an additional $6 million grant from the State Revolving Loan Fund to complete additional upgrades to the sprayfield facility, chlorination facility, collection system and transmission system. To provide capacity to future growth within the SOI proposed by the City, the City would need to upgrade to a secondary treatment process (e.g., activated sludge plant), and expand spray fields and reservoirs ($28 million). To conserve water, implementation of tertiary treatment components would enable the City to provide recycled water. Currently the City is working with local grape growers on a program to use recycled water on adjacent vineyards.

Wastewater Collection & Distribution Infrastructure

Collection & Distribution Infrastructure

Sewer Pipe Miles	6.0	Sewage Lift Stations	3

Infrastructure Needs and Deficiencies

The City has made significant progress, through grant funding, in addressing structural defects within pipelines and manholes, and significant inflow/infiltration problems.

Infiltration and Inflow

The City utilized an ARRA grant to significantly decrease the I/I problem which previously had a major impact on the overall system. Peak flows have been reduced and additional studies are in the planning stage to help further assist with this issue.

Wastewater Regional Collaboration and Facility Sharing

Regional Collaboration

Plymouth collaborates with AWA and other local municipalities to work on implementing best practicies in the sewer utility.

Facility Sharing Opportunities

Facility-sharing opportunities are minimal, as there are no adjacent wastewater service providers.

continued

Wastewater Service Adequacy, Efficiency & Planning

Regulatory Compliance Record, 2006-13			
Formal Enforcement Actions	0	Informal Enforcement Actions	5
Enforcement Action Type	**Date**	**Description of Violations**	
Notice of Violation	4/26/2006	Order conditions	
Notice of Violation	11/2/2010	OEV (27), CAT 1 (9), CAT 2 (1), Order Conditions (2), and Deficient Monitoring (1)	
Staff Enforcement Letter	1/10/2012	Order conditions	
Notice of Violation	4/10/2012	Order conditions	
Notice of Violation	3/26/2013	Unauthorized discharge	
Total Violations, 2006 - 2013			
Total Violations	110	Priority Violations	40
Service Adequacy Indicators			
Sewer Overflows 2013[1]	0	Sewer Overflows 2012[2]	1
Treatment Effectiveness Rate[3]	97%	Sewer Overflow Rate[4] (2013)	0
Total Employees (FTEs)	3	Response Time Policy[5]	None
Employees Certified?	Yes	Response Time Actual	NP
Source Control and Pollution Prevention Practices			
NP			
Collection System Inspection Practices			
The City is in the process of finishing the SSMP project.The collection system is inspected routinely. In addition the entire system is flushed once a year. The system was inspected by camera in the last three years and all of this data is being synched into the computer database.			
Service Challenges			
NP			

Wastewater Planning Plan	**Description**	**Planning Horizon**
Collection system Master Plan	2013	NP
WWTP Expansion updated	2014	NA
Capital Improvement Plan	Jun-07	5-year (through FY 11-12)
General Plan	2009	NA
Sanitary Sewer Management Plan	Goals, organization, emergency	NA
Emergency Plan	None	NA
Other: Conceptual Plan for Wastewater Treatment & Disposal (2007)		

Notes:
(1) Total number of overflows experienced (excluding those caused by customers) in 2007 as reported by the agency.
(2) Total number of overflows experienced (excluding those caused by customers) in 2006 as reported by the agency.
(3) Total number of non-compliance days in 2007 per 365 days.
(4) Sewer overflows (excluding those caused by customers) per 100 miles of collection piping.
(5) Agency policy, guidelines or goals for response time between service call and clearing the blockage.

continued

Wastewater Rates and Financing

Wastewater Rates-Ongoing Charges CY 2013[1]

	Rate Description	Avg. Monthly Charges	Demand[2]
Residential	$75.59 per dwelling unit	$75.59	12 ccf/month

Rate Zones

Wastewater rates are the same throughout the City. Those outside the City pay a 25 percent higher rate.

Rate-Setting Procedures

Policy Description: Sewer rates for non-residential users are based on water use. Sewer rates are increased annually. Future annual rate increases through 2014 are adopted, and may be found in Municipal Code §12.23.012.

Last Rate Change	1/1/13	Frequency of Rate Changes	annual

Wastewater Development Fees and Requirements

Connection Fee Approach	The connection fee is a flat rate based on land use type.
Connection Fee Timing	Upon building permit issuance.
Connection Fee Amount[1]	Residential: Time and Materials
Land Dedication Req.	Comply with project conditions of approval.
Development Impact Fee	$ 9,582

Wastewater Enterprise Revenues, FY 11-12			Expenditures, FY 11-12	
Source	**Amount**	**%**		**Amount**
Total	$580,764	100%	Total	$698,239
Rates & Charges	$568,129	98%	Administration	$87,482
Property Tax	$0	0%	O & M	$488,807
Grants	$0	0%	Capital Depreciation	$103,900
Interest	$12,635	2%	Debt	$13,550
Connection Fees	$0	0%	Capital Outlay	$0
Other	$11,619	2%	Other	$4,500

Notes:

1) Rates include wastewater-related service charges and strength and flow charges. Average monthly charges calculated based on average consumption. Rates are rounded for presentation.

2) Wastewater use assumptions by customer type were used to calculate average monthly charges. Assumed use levels are 250 gallons per home per day, and are consistent countywide for comparison purposes.

3) Connection fee amount is calculated for a single-family home.

FIRE AND EMS SERVICES

Nature and Extent

The City provides for fire and emergency medical response through a contractual service arrangement with Amador Fire Protection District (AFPD). The current service contract is scheduled to expire in 2030. Plymouth retains ownership of the stations, while the District is responsible for maintenance.

Location

The contractual service arrangement is for services within the City bounds, and does not provide for services outside City bounds.

Infrastructure

The City's fire station is in good condition. In 2011, AFPD remodeled the City's existing fire station, including a adding a new kitchen and sleeping quarters.

Service Adequacy

Eight of the 57 AFPD call firefighters serve within the Plymouth city limits.

AFPD exceeded urban response time standards of eight minutes in Plymouth, where response times were almost 11 minutes 90 percent of the time.

Finance

The City reimburses AFPD based on the number of parcels within the City's boundaries. In exchange for providing contract service, the City of Plymouth pays AFPD the equivalent of AFPD's benefit assessment (if it were charged in the City).

In FY 12-13, the City paid AFPD $25,904 for contract services. The operational cost amounted to $26 per capita.

The recently passed sales tax nearly doubled the resources available countywide to pay for fire services. The sales tax is allocated among the various service providers, with revenues planned to fund staffed stations in Plymouth, Jackson, Sutter Creek and Pine Grove. The revenues to fund the Plymouth station flow through AFPD.

ROADWAY SERVICES

Nature and Extent

The City directly provides minor street maintenance services. Major roadway reconstruction projects are performed by contract. The City did not provide any street maintenance services in FY 12-13.

Location

Street services are provided within the City's boundaries. The City does not provide street services outside its bounds.

Infrastructure

The City's key infrastructure includes seven centerline miles of roads. Over six miles are of the rural local functional classification, with the remainder consisting of urban and rural collector roads.

Circulation within the City is primarily provided by SR 49 in a north-south direction. Other roads providing north-south circulation include Empire Street, Popular Street, Sherwood Street, and Wheeler Way. East-west circulation within the City is provided by Main Street, as wells as Burke Drive, Landrum Street, and Locust Street.

There are no signalized intersections in the City. Pacific Gas and Electric Company (PG&E) owns and maintains the street lights in the City. New street lights would be funded through assessments and maintenance districts.

In 2011, the City used $400,000 in State Proposition 1B funding to complete a citywide slurry project. Additionally, certain streets, including Main Street, received a minor overlay to improve the surface issues.

The City reported that recently Caltrans had approved the construction of a roundabout at the intersection of SR 49 and Main Street. The project will be financed by a combination of state, federal, and city funds.

Service Adequacy

The City reports that all streets operate at a level that meet or exceed the adopted standard of level of service (LOS) "C;" although, the City anticipates that several road segments may decline to LOS "D." No roadway segments are anticipated to operate at less than LOS "D" by 2014. A 10-year Pavement Management System (PMS) was put in place in 1995 and expired in 2005. The City plans to put a new PMS in place when funds are available, but did not identify a target date.

The City's primary challenge is financing. The City reports it does not have the funds to maintain even its highest priority streets, and it would take a one-time expenditure of $3 million to address the backlog of deferred maintenance.

Figure 7-6: Plymouth Roadway Services

Street Service Configuration and Demand			
Service Configuration			
Street Maintenance	Direct & contract	Signal Maintenance	None
System Overview			
Total Maintained Miles	7.0	Urban Maintained Miles	0.0
Rural Maintained Miles	7.0	Signalized Intersections	0
Service Demand			
Daily Vehicle Miles of Travel, 2012[1]	3,660	DVMT per Street Mile, 2012[2]	523
Street Sweeping Frequency:	Main Street is swept weekly.		
Street Service Adequacy and Operations			
Service Adequacy			
Miles Rehabilitated FY 11-12	0	Maintenance Cost per Street Mile[3]	$0
Pavement Condition			
Pavement Management System	Yes	PMS last updated[4]	1995
Miles Needing Rehabilitation	5.8	Pavement Condition Index 2012	NA
Infrastructure Needs/Deficiencies			
The City reports that it would cost $3 million to fully address the backlog of deferred roadway maintenance.			
Level of Service (LOS)			
Current:	All roadway segments operate at LOS "C" or better.		
Policy:	LOS "C"		
Build-Out:	The City anticipates that several road segments may decline to LOS "D".		
Service Challenges			
The City does not have sufficient finances to maintain even its highest priority streets.			
Facility Sharing			
Current Practices	No facility sharing practices were identified.		
Opportunities:	No facility sharing opportunities were identified.		
Development Fees and Requirements			
Local Fee			
Per Single Family Unit:	$4,694	Per Trip End (Non-Residential):	NP
Regional Fee			
Per Single Family Unit:	$3,880	Per Trip End (Non-Residential):	$388
Street Light Service Profile			
Service Configuration			
Street Lighting	PG&E	Number of Street Lights	NP
Maintained by Contract	All	Maintained by City	None

Notes:
(1) Daily vehicle miles of travel (DVMT) in 2012, according to the California Department of Transportation.
(2) 2012 DVMT divided by total mileage of County-maintained public road system in 2012.
(3) City road maintenance expenditures in FY 11-12 divided by centerline miles of street.
(4) The 10-year PMS expired in 2005. A new PMS has yet to be implemented as of the drafting of this report.

continued

Street Service Financing

General Financing Approach

Street services are financed primarily by state revenues, the City general fund and gas tax revenues.

Streets and Roads Financial Information, FY 11-12[1]

Revenues		Expenditures	
Total	$97,983	Total[6]	$120,031
Gas Tax	$35,754	Maintenance	$79,081
VLF In-Lieu[2]	$0	Street	$0
Traffic Congestion Relief	$0	Lights & Signals	$0
Other State Revenues	$0	Other	$0
Federal Revenues	$0	Capital	$0
Local Revenues[3]	$0	New Construction[7]	$0
City Revenues	$62,229	Reconstruction	$0
Interest	$0	Signals & Lights	$0
Bond proceeds	$0	Other	$40,950
General Fund	$62,229	Undistributed Costs[8]	$0
Assessments[4]	$0	Plant & Equipment	$0
Other[5]	$0	Other Public Agencies	$0

Note:

(1) Financial information as reported in the *Annual Street Report* to the State Controller.

(2) Includes motor vehicle license fees used for street purposes and/or being accounted for in a street-purpose fund.

(3) Includes other funds distributed by the local agencies other than the County and the cities.

(4) Includes benefit assessments (also called special assessments) collected to finance street improvements and street lighting under the Landscape and Lighting Assessment Act of 1972, the Improvement Act of 1913 and the Street Lighting Act of 1931.

(5) Includes traffic safety funds, development impact fees, redevelopment agency funds, and miscellaneous local sources. Excludes payments from other governmental agencies for contract services.

(6) Total before adjustments for reporting changes since prior years.

(7) Includes new construction and betterment of streets, bridges, lighting facilities, and storm drains, as well as right-of-way acquisitions.

(8) Engineering costs that are not allocated to other expenditure categories or projects because the work is not specific or such allocation is impractical. Administration cost is an equitable pro rata share of expenditures for the supervision and management of street-purpose activities.

DRAINAGE SERVICES

The Plymouth area is drained by several small tributaries to Little Indian Creek, which flows westerly to the Cosumnes River. Little Indian Creek and its tributaries are intermittent streams, tending to dry up in late summer.

Portions of the City are within the 100-year floodplain. The riparian areas along Little Indian Creek and its tributaries in the southwest of the City are in the floodplain, as is a stretch reaching northeast through the center of the City.[158]

Per the city engineer, flooding occurs in localized areas within Plymouth during heavy storms from December through March.

Nature and Extent

The City of Plymouth provides stormwater maintenance services, including blockage removal and the cleaning of stormwater inlets. Stormwater treatment services are not provided.

Location

Municipal drainage services are provided throughout the City and are not provided outside of City bounds.

Infrastructure

The drainage system in Plymouth consists of historical conduits and open channels. Ditches are located alongside the City's 5.7 miles of road. In addition, there is one mile of storm drain conduit and two miles of open channel.[159]

The city engineer reports that the Plymouth drainage system is old and in poor condition.[160] Much of the system is undersized, rusted, or filled with silt and not functioning well.[161] The system was not designed to handle flooding associated with heavy storms. Much of the storm drain system was installed on a piece-meal basis, yielding a system of unknown materials in unknown conditions. The fairgrounds, in particular, are in need of repair. Once the City fixes its drainage system, the weak system at the fairgrounds will be overloaded.[162]

State and federal funding related to the 2006 storm events has been allocated to projects noted during damage assessments conducted by state and federal personnel. The projects that still remain to be completed are as follows:

- Add an additional cross culvert and repair the road surface at Sutter Street and Atlantic Street;

[158] Amador County, *Amador County Multi-Hazard Mitigation Plan*, 2006.

[159] Information provided by city engineer.

[160] Interview with Roark Weber, City Engineer, City of Plymouth, January 16, 2008.

[161] City of Plymouth, *Capital Improvement Plan*, 2007.

[162] Interview with Roark Weber, City Engineer, City of Plymouth, January 16, 2008.

- Remove the substandard temporary culverts, construct a concrete box culvert, and reconstruct the access road to the sprayfield.[163]

The City's 2007 CIP allocated drainage improvement costs. The CIP assigned $625,000 for drainage maintenance to occur alongside planned street repairs. This maintenance will focus on curbs, gutters and drop inlets. In addition, piping or channel improvements are needed for Arroyo Ditch, estimated at $240,000. Finally, off-road system improvements including storm drains and drop inlets are planned from Poplar Street to the Fairgrounds ($134,000).[164] Other repairs include local street storm drain improvements ($250,000). In sum, the City reports $1.2 million in needed drainage improvements.[165] None of the planned improvements have been completed to date.[166]

Since the City's building moratorium has been lifted, the City will require additional drainage infrastructure once the development begins. The City reported that developers would be responsible for needed improvements based on impact of developments.

Capital and operating costs are funded through participation fees and grants. New developments pay mitigation fees.

[163] City of Plymouth, *Capital Improvement Plan*, 2007.

[164] Ibid.

[165] City of Plymouth, *Capital Facilities Fee Nexus Study*, 2007, Table 5-A.

[166] Correspondence with Jeff Gardner, City of Plymouth City Manager, January 31, 2014.

PARKS AND RECREATION SERVICES

Nature and Extent

The City of Plymouth owns and maintains four public parks and also maintains a state-owned public swimming pool. Park maintenance is performed by the City's three general maintenance personnel.

The City is a member of the Amador County Recreation Agency, which provides countywide recreation programming and facilitates collaborative planning efforts. The City offers local public recreation services through ACRA.

The City and school district currently have agreements for the use of school facilities for recreation programming, including a gymnasium at the elementary school. The City and school district may establish an expanded joint use agreement so that school park facilities can be expanded to better serve surrounding neighborhoods.

Amador County Fairgrounds are owned and maintained by the County within City limits.

Location

Park facilities are located within city bounds. Norman Waters Park is located in the far southeast portion of bounds; the other parks are all located in the developed areas in the western portion of the City.

Non-residents are permitted to use the City's recreational services and facilities.

Infrastructure

The total City park area in the City of Plymouth is approximately 29 acres. Parkland consists of an open space, one neighborhood park, one landscaped area, and two special use areas.

Amenities on City parkland are varied by location. Sharkey Begovich Park has a play structure, restrooms, picnic tables, group picnic areas, and parking. Lodge Hill Park has a community building (a lodge). Seasonal farmer's market events are held at Sharkey Begovich Park. McGee Park has a gazebo and picnic tables. Norm Waters Park has no amenities; it is an open area.

In addition to Plymouth's parkland, the Amador County Fairgrounds has several facilities that may be rented for special events.

Several additions are recommended for Plymouth's park facilities. The City's 2007 Strategic Planning Retreat participants identified a lack of ball fields, ball teams and a need for a skateboard park. ACRA's Master Plan recommends improvements for Lodge Hill Park and Norm Waters Park. Improvements at Norm Waters Park include developing an unpaved trail system and a small trail head. For Lodge Hill Park, recommendations include refurbishing the lodge for community events and adding irrigation, turf, a pathway system, more trees, a picnic shelter, a children's playground and more picnic sites. The City recently received a $220,000 grant to refurbish the lodge as recommended.

In addition to making improvements to existing parkland facilities, ACRA's Master Plan found that the community is lacking a large, multi-use park. It recommends that the City acquire a new 15-acre community park. Recommended amenities include a baseball field, a soccer field, a picnic shelter, and restrooms.

According to the City, Plymouth has an agreement with two developers which provide that once the developments reach 50 percent build-out they will acquire and build a 10-acre community park.

Service Adequacy

The City has a ratio of 28.3 acres of parkland per 1,000 residents. This is significantly higher than the current countywide parkland ratio of 7.3 acres per 1,000 residents, as well as the countywide goal for parkland of 13.7 acres per 1,000 residents.

The City seeks to increase the municipal standard to meet the National Recreation and Park Association recommended standard of 6.25 to 10.50 acres of mini-, neighborhood and community parks per 1,000 persons. Of these types of parkland, the City's ratio is 0.29 acres per 1,000 residents. The City may increase this ratio by increasing the parkland dedication requirement or by providing open space incentives in the form of density bonuses.

The City reports that it has the capacity to provide park and recreation services for both the existing service area and for future growth areas.

Figure 7-7: Plymouth Recreation and Park Profile

Park and Recreation Service Configuration					
Service Configuration					
Park Maintenance	Direct		Number of Parks Maintained	4	
Recreation	Direct		Number of Recreation Centers	1	
Service Adequacy FY 11-12					
Park Acres per 1,000 pop	28.3				
Adopted Policy:	No City policy [1]				
Park Acreage					
Local Open Space	25.0	Neighborhood Parks	0	Undeveloped	0.0
Special Use Areas	2.9	Community Parks	0.0	Landscaped	1.0
Park Name		**Location**		**Condition**	**Acres**
Sharkey Begovich Community Park		Main Street (across from City Hall)		Excellent	0.3
Lodge Hill Park		Near the Fairgrounds		Fair	1.9
Norm Waters Park		Burke Drive		Fair	25.0
McGee Park		Main Street (near City Hall)		Excellent	1.0
Public Pool		Fairgrounds		Excellent	1.0
Service Challenges					
Funding and staffing are two major constraints, as is the provision of land outside of private development. The City contracts with ACRA to run the swimming pool operation and an after school program up at Lodge Hill.					
Facility Needs/Deficiencies					
The City could use updated ball fields and some ball teams. ACRA recommended that the City needs a new neighborhood park and a new multi-use park.					
Facility Sharing					
The City and School District currently have agreements for the use and programming of school facilities, particularly the gymnasium.					
Developer Fees and Requirements					
Development Impact Fee	$5,176 per dwelling unit				
Land Dedication Requirement	Land area in proportion to 5 acres per 1,000 residents (based on number of dwellings and average household size)				
In-Lieu Fees	Fees are based upon the fair market value of land needed to meet the same ratio of persons to acreage of parkland.				
Notes: (1) The Amador County Recreation Agency's adopted countywide policy is 13.7 acres per 1,000 residents.					

CEMETERY SERVICE

Nature and Extent

The City of Plymouth owns and maintains the Plymouth Cemetery. City maintenance workers maintain the cemetery, with supplemental work provided by probationers and volunteers. There is one probationer working 16 hours per week on general maintenance, as of the drafting of this report.

Funeral and interment services are provided by private mortuaries.

The City took over the cemetery in the 1980s. No records were kept before that time. Volunteers with the City's Cemetery Board have mapped the property and updated records.

Burials

There are 1,100 to 1,175 occupied plots in the cemetery. Most tombstones in the Plymouth Cemetery are from the second half of the 19th century. Sixteen burials have taken place since 2007. In the last two calendar years, the City accommodated four interments per year.

Approximately 30 plots are available in the cemetery; all remaining plots are likely to be occupied within five to seven years. People that were buried since 2007 had already owned their plots; the number of empty plots has not changed since 2007.

Plot Acquisition

The City reported that plots are only available for "old-town" residents, in other words a person who is a descendent of a historical Plymouth family. The City's Cemetery Board (currently staffed only by the city clerk) determines if a person meets this criterion by research in historical registries.

There are no fees to be buried in the cemetery.

Location

Plymouth City Cemetery is located at the end of Church Street, within City bounds.

Infrastructure

Plymouth Cemetery is 3.35 acres in size and in good condition. The City reports that it recruited multiple volunteers who had significantly cleaned up the cemetery. There is currently no deferred maintenance.

The cemetery is open for visitation 24-hours a day.

Maintenance workers use City-owned equipment for lawn care and other maintenance activities. No equipment is owned exclusively by the cemetery. Volunteers supply their own equipment.

The City reported that it did not have plans to construct or expand cemetery facilities. The City also refers residents in need of cemetery services to a private cemetery located in the City of Jackson.

Service Adequacy

The City of Plymouth reported that it has the capacity to provide maintenance to the Plymouth Cemetery, albeit at a minimum service level. No other services beyond routine maintenance are planned. The City did not identify any opportunities to share cemetery facilities with other service providers.

The City does not have an endowment care fund for cemetery operations, and is not required to have such a fund.

SUMMARY OF DETERMINATIONS

Growth and population projections

- Although no commercial, residential or industrial growth has occurred in the City or its Sphere of Influence since 2007 and three out of five planned developments are currently inactive, it appears likely that growth in Plymouth will resume in the next few years, as the City has acquired an additional water source, the building moratorium has been lifted, and the City annexed additional territory to accommodate the development plans.
- The City's projection of an increase in population by 100 to 150 percent at build out by 2025 is a possibility given the mitigation of previously identified constraints to growth.

Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

- While the entirety of the City is considered a disadvantaged community based on the Department of Water Resources, the territory is incorporated and therefore not considered to be a disadvantaged unincorporated community.

Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies

- As the city population increases, master planning for needed infrastructure improvements in the older areas will be needed.
- The City has adequate water supplies to serve its current service area and future growth at build out or nearly at build out according the City's growth scenarios.
- Water services are currently adequately provided as several capital improvements have been made over the last few years to mitigate previously identified deficiencies, such as high water loss rate and reliability of supply.
- Wastewater services are now adequate as the City completed needed capital improvements and resolved its regulatory compliance issues.
- Existing roadway capacity is adequate, as all city-maintained roads operate at a satisfactory level of service. However, the City anticipates some roadways will decline to an unsatisfactory level of service at build-out; Plymouth currently does not have an identified funding source to address future deterioration.
- The City's drainage infrastructure is inadequate to handle extreme weather and serve the present service area. However, needed upgrades to the current system are planned and the funding source for infrastructure expansion associated with future growth has been identified.

- Although the City plans to increase the level of its park and recreation services in the future, Plymouth currently possesses sufficient park acreage to provide park and recreation services to both, the existing service area and to future growth areas.
- The City currently has sufficient capacity to provide minimum necessary cemetery maintenance and operations; however, since the majority of maintenance is provided by volunteers the labor source is volatile and continued maintenance levels are not ensured. The capacity of the facility is finite and will not be increased after maximum capacity is reached in an estimated five to seven years.
- The potential impacts of development by tribal interests is unknown, and could potentially affect infrastructure and service needs

Financial ability of agencies to provide services

- The city currently has limited administration and staffing. This limitation is a challenge for service provision
- The City's financing is insufficient to deliver adequate services as the City struggles to hire additional employees. Although it is financially more flexible to rely on contractors, the City's performance may suffer, due to an insufficient amount of consultant invested work hours. Heavy reliance on consultants may become cost prohibitive.
- As the City relies heavily on grants to finance its infrastructure improvements, future necessary improvements are not guaranteed to be completed, due to instability and unreliability of the financing source.

Status of, and opportunities for, shared facilities

- No additional facility sharing practices were identified.

Accountability for community service needs, including governmental structure and operational efficiencies

- Accountability is best ensured when contested elections are held for governing body seats, constituent outreach is conducted to promote accountability and ensure that constituents are informed and not disenfranchised, and public agency operations and management are transparent to the public. The City of Plymouth demonstrated accountability with respect to all of these factors.
- The city currently has limited administration and staffing. This limitation is a challenge for service provision and public access.
- Although operational efficiencies are achieved in the provision of select city services through the use of volunteers and consultants in addition to the city employees, this practice may not be sustainable in the long term.