

The District demonstrated accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaire and cooperated with document requests.

Management

The principal act calls for community services districts to appoint a general manager to implement board policies.¹¹ PACSD did not have a general manager position as of the 2014 MSR and still has not appointed one. It should be noted that the principal act does not preclude the general manager from being a volunteer position.¹²

The PACSD Board manages three distinct road improvement zones to oversee street improvement and maintenance efforts. Each improvement zone is directed by a road committee consisting of volunteer property owners within the zone. The committees determine needed improvements for their respective zones and solicit bids from contractors. All committee decisions are subject to Board approval.

The District has no employees. The Board contracts with private companies to perform necessary maintenance.

The District has not produced any planning documents such as a master plan. The District had been informed by LAFCO through previous MSRs and LAFCO's SOI update process that it was not authorized to provide Covenants, Conditions and Restrictions (CC&Rs) maintenance and enforcement services, and it no longer does so.

Financial planning efforts include annually adopted budgets and annual financial statements. Capital improvement plans are contained within the annual budget. The District's financial statements are independently audited every two years. The last audit occurred for FYs 17 and 18, and the next audit is scheduled for FY 20.

The Amador County Auditor-Controller began providing financial reporting services to the District in 2006, and maintains PACSD funds in a trust account. The District does not have an adopted capital improvement plan, but instead builds a reserve for regular capital needs, such as resurfacing that occurs every 10 to 15 years, and plans annually for improvements based on road committee recommendations.

Management practices include risk management. The District's insurance includes general liability coverage with Hartford, with various coverage limits for building damage/replacement and for liability issues related to the building; and Directors and Officers Insurance with Travelers in the amount of \$1,000,000.

The District states there has been no need for legal counsel for at least the last ten years, and the District has no one on retainer. The Board Secretary has a recollection of using a Mr. Crabbe, who was associated with the County, in a legal matter they had with Amador Water Agency many years ago.

Ethics training is required every two years by Government Code §53234. None of the board members have completed such training. Board Members are also required to

¹¹ Government Codes §61050. Per §61040(e), the general manager may not be a member of the board.

¹² Government Codes §61050(e).

complete sexual harassment training every two years (Government Code §53237). None of the board members have completed such training. The California Special Districts Association recommends board member training on the Brown Act and the Public Records Act. None of the board members have taken any such training. There is no procedure in place for handling a Public Records Act request. Neither is there any official procedure for handling resident complaints, although no resident complaints have been filed within at least the last ten years.

The District is not a member of any group, such as the California Special Districts Association, and therefore does not seem to have any reliable means of learning about changes in law or regulations pertaining to special districts other than whatever communications it may receive incidentally from the County or State.

Service Demand and Growth

There is little economic activity within PACSD bounds, as land use is limited to suburban residential and open space for recreation purposes.¹³ Commercial activity within the District's bounds is limited to a daycare center and a campground. Economic activity in the surrounding area includes farming and several small businesses of various types in Pine Grove

There are approximately 493 assessed parcels in the District. Of these, 224 parcels are in Zone 1, 91 parcels are in Zone 2, and 30 parcels are in Zone 4. The parcels in these zones pay three separate assessment fees: a road fee, a snow removal fee, and an administration fee. There are 81 parcels in the Wildwood Subdivision, and along Maudern Lane, Marimac Lane, Patel Place, Lookout Road, and Pinto Road that only pay the administration fee. There are another 67 parcels along Old Spring Road, Maude Court, Country Court, Tabeau Court, Hilltop Road, and Hilltop Court that pay the assessment and snow removal fees. The District has no existing map that accurately reflects which parcels pay which assessments, although LAFCO staff is working on preparing such maps. The total number of residents in the District in 2018 was approximately 1,133.¹⁴ The population density of the District is 872 per square mile, compared to the countywide density of 64.

The District reported that service demand has remained stable, and is not expected to increase, as growth in adjacent areas outside District bounds is minimal. Traffic had increased within the area due to Gold Country Campground Resort (formerly Pine Acres Resort), a family-oriented, privately operated camping facility in the northeast portion of the District. The 20-acre park presently offers six cabins, eight motel rooms, 80 RV full hook-ups, camping facilities, public rest rooms and showers, a pool, a spray park and an 18-hole miniature golf course.

There has been no recent population growth in the District, and there are few open parcels for potential development within District bounds.

New development in the area surrounding the District—both residential and commercial—is expected to further traffic congestion, as increased traffic is expected on

¹³ Amador County, *General Plan Land Use Map*, 2016.

¹⁴ The population estimate for the District is the product of the number of total occupied parcels within the boundary area and the average household size (2.3) in Amador County in 2009-2011, according to the United States Census Bureau.

Tabcaud Road and SR 88. The only development proposed in the immediate area is Pine Acres North, which would be constructed at the southeast corner of SR 88 and Tabcaud Road, and would contain approximately 85 residential units. The proposal was approved in 2010, but the application expired in 2015. It was renewed in 2017, and will expire in July of 2019. Pine Acres North is located outside District bounds to the north. There has been no activity with regard to this development as of May 2019. If built, the county has stipulated that the roads be constructed to County standards and shall be maintained by the County.

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies.

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 under Amador LAFCO Policies as any area with at least 15 dwelling units at a density not less than one unit per acre, where the median household income is less than 80 percent of the statewide annual median.¹⁵ The issue of DUCs only applies, however, if the district in question is providing services related to wastewater, municipal and industrial water, or structural fire protection.¹⁶ These services are not provided by PACSD. Therefore, there is no need to identify DUCs.

Financing

The District reports that its current financing level is adequate to deliver services, although not sufficient to allow the District to hire a paid general manager.

The District tracks its finances through a single general fund held by the County Auditor for road maintenance and street lighting activities. Separate cash accounts exist for the three separate zones so that the District ensures that funds raised from a zone are used within that zone. There is also a separate account for administration and one for snow removal.

The District has an audited financial report prepared by a Certified Public Accountant every two years. The District has not yet completed an audit for FYs 19 and 20, and therefore the audited financial statement for FY 18 was used for the purposes of this report. Total revenues in FY 18 amounted to \$40,225. Revenue sources are assessments for road maintenance service (91%), assessment for snow removal (5%), assessment for administration (15%), and interest income (3%). The District does not receive revenue from property taxes. The voters approved assessments in 1980, 1983 and 1995 for road improvement zones 1, 2 and 4, respectively. The assessment is \$90 per year for road improvements, \$5 per year for snow removal, and \$12 per year for administration for properties in road improvement zones. Parcels outside those zones and not receiving road maintenance only pay the administrative fee. The assessment is not adjusted for inflation. Restructuring of these assessments would be subject to voter approval requirements.

¹⁵ Amador LAFCO Policies, Guidelines and Procedures, §7.1-7.2, adopted February 16, 2017.

¹⁶ Amador LAFCO Policies, Guidelines and Procedures, §7.4, adopted February 16, 2017.

Total general expenditures in FY 18 were \$28,592, which consisted of audit expenses (9%), depreciation (69%), insurance (18%), utilities (3%), snow removal (%), office and professional services (%), collection services (%), and miscellaneous expenses (3%). Capital expenditures were \$54,910. The District repaves the roads approximately every 10-15 years, and saves its resources for the prior 10-15-year period to perform these capital improvements. The District has budgeted a general amount of \$52,000 toward roadwork in Zones 1, 2 and 4 in FY 19, which it does every year per the advice of their accountant. There are, however, no specific plans for Zones 2 and 4, which are still in good condition; Zone 1 has some maintenance and paving planned, but no proposals have been sought as of this date. The District has also budgeted \$432 for streetlight costs in Zone 1.

As of the April 19, 2019 audit report from the County Auditor's office, the District has \$10,732 in its administrative account, \$17,574 in its snow removal account, \$29,910 in its Zone 1 account, \$59,447 in its Zone 2 account, and \$37,778 in its Zone 4 account. In recent years, the District's administration account balance has barely been able to keep up with expenses, which would not allow for any major emergency or repair such as roof replacement on the District's meeting structure (the old firehouse). The snow removal account, however, has grown quite large in recent years due to low amounts of snow in the last few years. The District Board therefore voted to temporarily apply the amount collected for snow removal to the administration account. This request was submitted to the County Auditor who informed them that money could not be transferred between accounts without a vote by the residents.

The District reported no long-term debt outstanding at the end of FY 18. The District does not have an adopted reserve policy, but tries to accumulate enough to fund regular resurfacing efforts. As of April 19, 2019, general reserve funds equaled \$100,915. The FY 18 financial review showed capital assets of \$371,741, which consists of the one building and the road improvements.

ROADWAY SERVICES

Nature and Extent

The District's primary services are road maintenance and snow plowing, which are provided by contractors. The District has an annual contract for snow plowing services, which are provided when needed. PG&E owns and maintains the three streetlights within the District, and the PACSD pays for the electricity.

Location

PACSD maintains roads within the three road improvement zones, all located within district bounds. Not all roads within the District are in road improvement zones, and these roads are not maintained by the District, nor are they assessed. The roads in the Wildwood subdivision are maintained and snow-plowed by the County. The subdivision does not receive services from the District, although it lies within the District bounds; it had formerly received water services through the District. The subdivision is, however, assessed for the annual administration fee. The remaining parcels outside of Wildwood that pay only an administration assessment maintain and plow their roads privately. The 33 parcels that pay an administration and snow removal assessment maintain their roads privately.

There is a total of approximately 9.5 miles of maintained roads in the District. Approximately four miles of road are maintained in Zone 1, three miles in Zone 2, and one mile in Zone 4. The primary roads maintained are Arrowhead Road, Gold Strike Road, Eldel Road and Clinton Bar Road, and there are a number of minor roads and courts branching off those roads that are also maintained by the District. There is no written policy determining which roads are maintained or plowed, but the unwritten policy is that if the road did not become part of one of the three road zones set up years ago, the road will not be maintained by the District. The property owners along those roads perform and pay for their own road maintenance. If any of these owners decide they would like to have the district take over maintenance of their roads, there is currently no written policy or mechanism by which they can be added to one of the existing road zones.

Infrastructure

Key infrastructure owned or maintained by the District includes a district office, 9.5 miles of private roads, and three PG&E-owned streetlights.

The District office is housed in an old firehouse. Office equipment consists of a phone, copy machine, and some furniture. The copy machine and furniture were donated and are not depreciated. The building is primarily used for meetings, but in the past has been lent to the County as a voting precinct, and free of charge to the public for community events. At one time Friends of the Library used a back room for storage, but are no longer doing so.

PACSD does not own any equipment to perform street maintenance as all work is done by contractors. The District does not anticipate purchasing any equipment in the near future.

The roads are generally considered by the District to be in excellent condition as resurfacing is performed on a timely basis, including plans to do some repaving in Zone 1 in

FY 19. Some roads not in the improvement zones are not yet paved, as the homeowners have chosen not to pay for paving. No street needs or deficiencies were identified.

PG&E has installed three street lights , one at Clinton Bar and Tabeaud Road, one at Gold Strike and Tabeaud Road, and one at Eldel and Tabeaud Road. There are no needs or deficiencies associated with the streetlights.

Service Adequacy

The District reported that it has the means to provide services adequately. The District generally maintains an adequate reserve to fund needed street improvements, although as previously mentioned, the District's Administration account is not as large as they would like in the event there might be repairs needed on the District's office building. Preventative maintenance to minimize excessive costs is provided on a regular basis. Resurfacing is done every 10-15 years. The District is generally open to constituent input through the improvement committees.

The District identified two challenges to providing adequate street services, including vandalism of stop signs and increasing oil prices, which impact the cost of maintenance.

Figure 2: Pine Acres CSD Street Profile

Street Service Profile			
<i>Street Lighting Service Configuration</i>			
Street Lighting	PG&E	Number of Street Lights	3
# Maintenance by Contract	3	Maintained by County	0
<i>Street Maintenance Service Configuration</i>			
Street Maintenance	Direct	Drainage Maintenance	N/A
<i>Service Demand</i>			
Street Sweeping Frequency:	The District does not provide street sweeping. Snow plowing is provided as needed.		
<i>Circulation Description</i>			
There are four miles of maintained roads located in Zone 1, approximately three miles in Zone 2 and about one mile in Zone 3. Primary roads in the PACSD zones include Arrowhead Road, Gold Strike Road, and Clinton Bar Road. Other roads include Burnt Cedar, Hilltop, Quail Drive, Robin Lane and Old Spring Road.			
<i>System Overview</i>			
Street Centerline Miles	9.5	Signalized Intersections	0
Privately maintained roads	9.5	Bridges	0
Publicly maintained roads	0	Other	NA
<i>Infrastructure Needs/Deficiencies</i>			
Repairs are made as needed. There are no pending needs or deficiencies.			
<i>Service Adequacy</i>			
Street Miles Rehabilitated FY 18	4 miles or less	Costs per Street Mile ¹	\$13,728
Road maintenance performed in 2018 consisted of \$54,910 allocated to Zone 1; however, the type of maintenance and the exact number of miles rehabilitated was not reported. Some maintenance and paving is planned for Zone 1 in 2019.			
<i>Service Challenges</i>			
Increased cost of oil makes provision of street maintenance more costly.			
<i>Facility Sharing</i>			
Current Practices: The District cooperates with the Fire Safety Council to collect brush rather than burning it. Informally the District encourages support for the Mt. Zion lookout tower.			
Opportunities: No opportunities for sharing facilities were identified.			
Notes: (1) Cost per street mile was estimated under the assumption that 4 miles were rehabilitated.			

SUMMARY OF DETERMINATIONS AND FINDINGS

Growth and population projections

- ❖ There has been no recent growth in the Pine Acres Community Services District (PACSD), and there are few open parcels for potential development within District bounds. While population is unlikely to change within the district, gradual population growth in surrounding areas may impact roads and maintenance services provided by the district.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The District does not provide services related to wastewater, municipal and industrial water, or structural fire protection; therefore, requirements regarding identification of DUCs is not applicable to this review.

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

- ❖ Present and planned capacity of public facilities is sufficient, and service provision appears adequate, as the District has plans to resurface some paved roads (in the road improvement zones) in FY 19.
- ❖ All paved roads are reported to be in excellent condition, and the District did not report any infrastructure needs or deficiencies.
- ❖ Some roads not in the improvement zones are not paved, as the homeowners in that zone have chosen not to pay for paving.
- ❖ The roads in the Wildwood subdivision within district boundaries are paved, but are maintained by the County and are not the responsibility of the District.
- ❖ The District should write policies governing the determination of which roads are maintained and assessed, as well as how roads already within the district can become part of one of the Road Maintenance Zones if the property owners wish to have the District maintain their road now or in the future.
- ❖ The District should create and maintain a listing and maps of which roads are maintained and which parcels are assessed for which fees.

Financial ability of agencies to provide services

- ❖ As long as oil prices do not increase significantly, the current financing level is adequate to deliver road maintenance services; however, the District reports that it lacks the resources to hire a paid general manger as required by law.

- ❖ In the absence of long range planning, and clear reserves for future cost increases and policies for contingencies, road maintenance could be adversely affected.
- ❖ Funding in the administration account has been less than expenses in that account in recent years. Therefore, the District may want to consider increasing the annual \$12 assessment or modifying its budget to manage this issue.

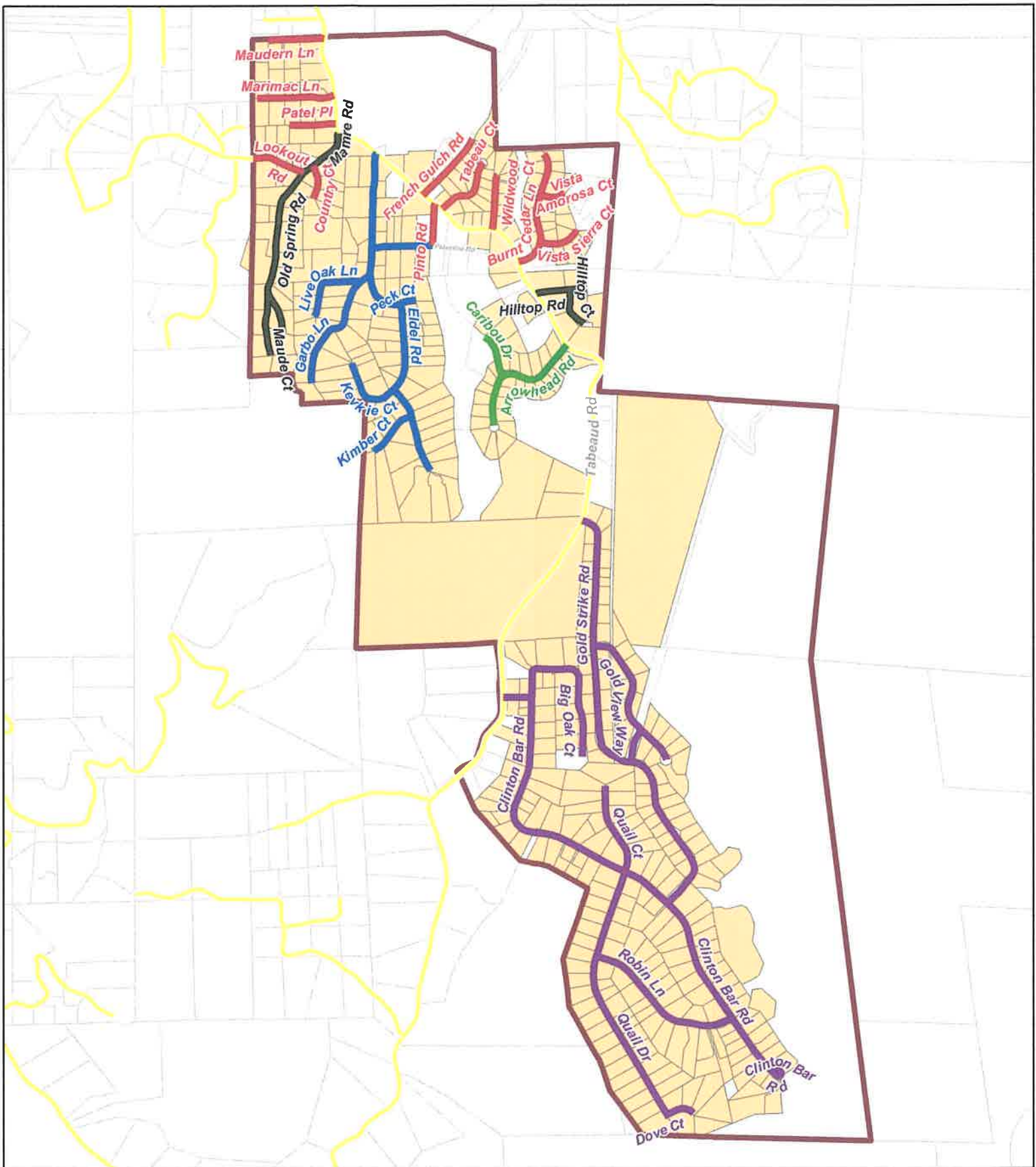
Status of, and opportunities for, shared facilities

- ❖ The District does not presently share facilities, and no such opportunities were identified as feasible in the course of this study. The District should continue providing cooperative uses of its office building for community or other uses.

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

- ❖ The District lacks a general manager, as required by law, to implement board policies. In order for the District to comply with State legal requirements, it is recommended that PACSD appoint a volunteer general manager.
- ❖ No government structure options are apparent, as there are no other road maintenance districts adjacent to PACSD. District maintained roads do not meet the design standards to be accepted into the County's public road system.
- ❖ The District transmits terms of office for board members and annual Form 700s at the request of the County Elections Office, and should continue to do so.
- ❖ The District has no bylaws, policies or procedures as may be required by law. These would prudently minimize risks and improve the overall efficiency of the district. Copies of appropriate bylaws from similar local agencies are available to PACSD as samples. The District should consider the benefits of establishing relationships with similar agencies in Amador County to enhance improve performance and efficiency.
- ❖ There is no formal complaint process and no procedure for handling Public Records Act requests. While these may have been handled informally in the past, reliable procedures to comply with state laws will improve District accountability to its citizens and transparency to the public.
- ❖ The District should ensure that its Board Members and the General Manager, once appointed, complete ethics and sexual harassment training, as well as training to comply with the Brown Act and Public Records Act.
- ❖ The District should have a written policy concerning legal counsel should they require it. They should also consider putting an attorney on retainer, or at least having an attorney who has agreed to serve as their counsel if the District ever has the need for one.
- ❖ The District should consider joining California Special Districts Association or another similar organization. This could ensure that it stays current with changes in state law and requirements for districts.

- ❖ Due to the passage of SB929, the District will need to set up and maintain a website that complies with the requirements of the new legislation, as well as previously enacted legislation, by January 1, 2020. The Board is considering its options, including using the County website, which has been made available to help provide a platform which small districts in the County could utilize at a minimal cost.



Road Maintenance Assessment Type

- █ Zone 1, Snow Plow and Admin
- █ Zone 2, Snow Plow and Admin
- █ Zone 4, Snow Plow and Admin
- █ Admin and Snow Plow
- █ Admin only

Pine Acres Community Services District

- █ County Road
- Assessed Parcels
- Pine Acres CSD Boundary



Map created July, 2019 for Amador LAFCO by
Cindy Engel, GIS Coordinator
Amador County Transportation Commission
117 Valley View Way, Sutter Creek CA 95685

The Amador County Transportation Commission (ACTC) and the Amador Local Agency Formation Commission (LAFCO) assume no responsibility arising from the use of this information. THE MAPS AND ASSOCIATED DATA ARE PROVIDED WITHOUT WARRANTY OF ANY KIND, expressed or implied, including, but not limited to, the implied warranties of merchantability and fitness for a particular purpose. Do not make any business decisions based on this data before validating your decision with the appropriate County office.

AMADOR LAFCO
LOCAL AGENCY FORMATION COMMISSION

DRAFT

Notice of Exemption

TO: _____ Office of Planning and Research
1400 Tenth Street, Room 121
Sacramento, CA 95814
 County Clerk
County of Amador

FROM: Public Agency:
Amador LAFCO
810 Court Street, Jackson, 95642
Contact: 209-418-9377
amador.lafco@gmail.com

Project Title: Pine Acres Community Service District (PACSD) Municipal Services Review Pursuant to Government Code 56430

Project Location – PACSD is near the intersection of Tabeau Road and State Highway 88 one mile southeast of Pine Grove.

Project Location - County: Amador

Description of Project: Review of local government service provider

Name of Public Agency Approving Project: Amador LAFCO

Name of Person or Agency Carrying out Project: Amador LAFCO

Exempt Status: (check one)

- Ministerial (Sec. 21080(b)(1);15268);
- Declared Emergency (Sec.21080(b)(3);15269(a);
- Categorical Exemption. State type and selection number:
- Statutory Exemptions. State code number: 21102, 21150

Reasons why project is exempt: Descriptive and Planning Studies for Possible Future Action for which funding has not been approved.

Signature: _____ Date: 8/15/19 Title: Executive Officer

Signed by Lead Agency Date received for filing at OPR: _____
 Signed by Applicant

POSTED ON:

AGENDA ITEM #10

TO: ALL COMMISSIONERS, ALTERNATES
FROM: ROSEANNE CHAMBERLAIN, EXECUTIVE OFFICER
SUBJECT: PUBLIC REVIEW DRAFT MUNICIPAL SERVICE REVIEW (MSR), 2019 UPDATE,
FIDDLETOWN COMMUNITY SERVICES DISTRICT (LAFCO PROJECT #318)
DATE: MEETING OF AUGUST 15, 2019

BACKGROUND:

The Public Review Draft Municipal Service Review (MSR) for Fiddletown Community Services District (FCSD) is attached. This MSR was undertaken at this time to comply with the statutory requirement of updating the MSR every five years.

DISTRICT HISTORY:

The district was formed in 1969 to provide public water to Fiddletown. Wastewater treatment service was installed by the county and transferred to FCSD in 2009 following authorization by LAFCO of the new service and annexation of those parcels outside the district which were on the wastewater treatment system. The district's sphere of influence has been coterminous with the boundaries since the 1970's.

The district has two new water storage tanks and a new well with associated infrastructure. Little maintenance and no monitoring of the wastewater system and community leach field has been done since the system transferred from the county.

DISCUSSION:

The attached draft MSR describes the district and its services. A volunteer District Board of five members performs management and administration of the District, with the help of two part-time staff.

The District does not comply with all statutory requirements for CSDs. It maintains a five-member board, posts agendas, has had outside audits of its financial statements, and maintains liability insurance. FCSD has not appointed a General Manager as required by state law, does not hold four regularly scheduled meetings each year and does not adopt a budget. There are no bylaws for administration or financial management. Bylaws/regulations for water are outdated and inconsistent with district practice and no bylaws/regulations have been adopted for wastewater services. These findings were made in the 2014 MSR, and have still not been resolved.

STAFF RECOMMENDATIONS:

1. Receive the Draft MSR and direct staff to circulate the report for comment.
2. Set the public hearing for the final action on the MSR for the next LAFCO meeting.

Attachments:

**Public Review Draft MSR 2019 Update for Fiddletown Community Services District
District SOI Map**

FIDDLETOWN COMMUNITY SERVICES DISTRICT

Fiddletown Community Services District (FCSD) provides retail water delivery, wastewater collection, and wastewater treatment and disposal.

AGENCY OVERVIEW

Background

Fiddletown Community Services District was formed on September 10, 1969 as an independent special district.¹ FCSD was formed to supply water for any beneficial uses, in the same manner as a municipal water district, including the powers to acquire, control, distribute, store, treat, purify, recycle, recapture, and salvage any water, including sewage and storm waters. Other powers include undertaking a water conservation program and selling and delivering water.²

The principal act that governs the District is the Community Services District Law.³ CSDs in general may potentially provide a wide array of services, including water supply, wastewater, solid waste, police and fire protection, street lighting and landscaping, airport, recreation and parks, mosquito abatement, library services; street maintenance and drainage services, ambulance service, utility undergrounding, transportation, graffiti abatement, flood protection, weed abatement, and hydroelectric power, among various other services. CSDs are required to gain LAFCO approval to provide those services permitted by the principal act but not performed by the end of 2005 (i.e., latent powers).⁴

LAFCO authorized FCSD to add sewer service to its active powers in September 2004,⁵ pending a district-wide vote of registered voters as required by CSD law at the time when adding additional services. The law changed on January 1, 2006, allowing LAFCO to add additional services to CSDs without a district vote.⁶ LAFCO reauthorized sewer service for FCSD in March 2006 pursuant to the updated law.⁷

Boundary

FCSD is located in northwestern Amador County and is entirely within the County. The District is in the general vicinity of the unincorporated community of Fiddletown, approximately six miles east of Plymouth. The District has a boundary area of approximately

¹ LAFCO resolution 69-15. Formation date is from Board of Equalization records.

² Water Code §71610-11.

³ Government Code §61000-61226.5.

⁴ Government Code §61106.

⁵ LAFCO Resolution 04-03.

⁶ LAFCO Resolution 06-03.

⁷ LAFCO Resolution 06-03.

50 acres. The District extends approximately 0.82 miles along Fiddletown Road, encompassing parcels on either side from just west of Quartz Mountain Road to 0.25 miles east of American Float Road. The bounds also include parcels along Jibboom Street between its intersection with Fiddletown Road and American Flat Road's intersection with Fiddletown Road. In addition, the bounds include approximately seven parcels on either side of American Flat Road south of Fiddletown Road.

LAFCO records indicate that 6.9 acres were annexed to FCSD's SOI and bounds in 1971 (Resolution 71-37). A property was also detached from the District in the same year (Resolution 71-38). An annexation of unknown size was approved by LAFCO in 1998 (Resolution 98-258). Annexation of 11 parcels receiving wastewater services was approved in both 2004 and 2006, but the District failed to prepare a map and legal description to enable recording, and thus the LAFCO approval in each case never led to completion of the boundary change (Resolution 04-03 and Resolution 06-03 respectively). These parcels remained outside the boundaries until 2009. Working closely with the District, LAFCO approved and completed a sphere amendment and subsequent annexation (Project #257) to allow all properties receiving sewer service to be added to the boundaries. In addition, the county completed the final transfers of the wastewater system to the District. LAFCO staff, based on recorded legal descriptions, has recently verified the district boundaries. The verified boundaries are consistent with earlier maps.

Sphere of Influence

The District's SOI was originally adopted in 1976 as coterminous with district boundaries at the time. In 2008, LAFCO updated FCSD's SOI to include the entirety of the wastewater service area.⁸ As a result of LAFCO Project #257, the boundaries, the district's service area, and the sphere of influence are now coterminous, consistent with the District's intention to serve within its boundaries without extending service to additional areas.

Accountability and Governance

A five-member Board of Directors governs FCSD. Board members are to be elected at large. In practice, however, the Board of Supervisors appoints board members, as the positions are generally uncontested. There were no contested seats in recent elections.

The District does not hold regularly scheduled board meetings. State law requires a minimum of four quarterly meetings. Based on agendas for the last two years, the district has held a sufficient number of meetings. Agenda and meeting announcements are posted at the US post office and at the community center. The District also distributes a newsletter twice per year and puts informational inserts in bills. The District plans a website that will be completed in 2019, and is considering web hosting from Amador County. The District reports no Brown Act violations in recent history and no inquiries by the Grand Jury.

With regard to customer service, the District reported that complaints may be submitted by a call to the FCSD office, by email or directly to a board member. No complaints were received in 2018 -19. Complaints in the past most often related to water quality (color or

⁸ LAFCO Resolution 2008-10.

taste) or needed repairs. The District was cooperative with the MSR process. The planned website will enhance transparency.

Figure 1: FCSD Governing Body

Fiddletown Community Services District			
Governing Body			
	Name	Position	Term Ends
Members	Bill Easton	Director	12/31/21
	Jason Simpkins	Director	12/31/19
	Herb Boxhorn	Director	12/31/21
	Margie Strauss	Director	12/31/19
	Dale Bradley	Director	12/31/19
Manner of Selection	Elected at large or appointed by Board of Supervisors		
Length of Term	Two or four year terms		
Meetings	District office, as needed		
Agenda Distribution	Posted in town		
Minutes Distribution	Available at District office		
Contact			
Contact	Jane O’Riordan, Secretary		
Mailing Address	P.O. Box 35 Fiddletown, CA 95629		
Phone	(209) 245-3117		
Email/Website	Pending		

Management

The principal act calls for community service districts to appoint a general manager to implement board policies.⁹ FCSD did not have a general manager position as of June 2019. However, District staff includes a secretary (20 hours per month) who manages the functions of the District, but does not hold the title of General Manager. A water operator works four to five hours per month. It is not clear whether these workers are independent contractors or employees. A local contractor is hired for any major repair work. The District reported that there is no policy on employee evaluations and there are no employee policies.

Fiddletown CSD has water bylaws that need to be updated, and provided an undated copy. On September 5, 2018, the District adopted a policy to allow drinking water wells within district boundaries with certain restrictions and requiring continued monthly service fees to the District. The District notes that it received draft bylaws for wastewater services from the county, but has not taken any action to adopt or formalize these. No conflict of interest code has been adopted, and board members have not completed ethics training or sexual harassment training, which is required. Conflict of interest forms (FPPC Form 700) have been filed annually with county elections department. It is not known if copies are also available at the District office.

⁹ Government Codes §61050. Per §61040(e), the general manager may not be a member of the board.

The District reports that performance of the agency is not tracked, aside from employee hours logged, water sampling and extensive lab analysis. The analyses are conducted by an outside company and are forwarded to Amador County.

The District's planning efforts are minimal. The District does not have a master plan for its water or wastewater systems nor long-range system improvement plans. The District prepares a capital improvement plan on a project-specific basis only when a new project is undertaken.

The District does not adopt an annual budget, but does contract for financial audits. The District completed a two-year audit in 2018 for fiscal years 2017 and 2018. A copy of this audit was provided to LAFCO. The audit notes the requirement to adopt a budget and that District management had omitted the management discussion and analysis of supplemental information as required by Governmental Accounting Standards Board.

The District files annual salary and compensation forms to the California State Controller's Office in addition to the annual State Controller's Report.

Management practices include risk management. The District spent \$3,380.00 on insurance in FY 19, including liability insurance through Special Districts Risk Management Authority (SDRMA), disability and worker's compensation through the state fund.

Service Demand and Growth

Fiddletown is designated as a Town Center in the County General Plan. Zoning allows for public services, commercial and residential. The community is surrounded by Ag Transition designations. Existing land uses in the District's boundary are residential, limited commercial and vacant.

Economic activity in the District's boundary area is limited. Employers include a post office, a candy business, horse stables, Fiddletown Termite Control and a few small home-based businesses. Other uses in the community include the community center, library, the AFD fire station and an Amador County Recreation Authority maintained county park.

There are 68 water connections within the District's bounds and 13 parcels with rights to connect, based on the list provided by the District. There are 47 wastewater connections and 13 parcels with rights to connect to the wastewater system based on the list provided by the District. All connections are reported by the district as residential. The estimated population within district bounds is approximately 100 full-time residents.¹⁰ The District's population density is 1,280 per square mile, compared to the countywide density of 64.

The District reported that service demand has been constant in recent years, consistent with limited growth in the area. In FY 19 there were two new sewer hook-ups. Certain parcels within the district own a "right" or reservation to hook-up to the sewer system, planned within the original design of the sewer system. There have been no new water connections in the last five years.

The District replaced the ageing water storage tank in 2017 with two new stainless steel tanks, doubling the water storage capacity to 60,000 gallons.

¹⁰ Data provided by the Environmental Protection Agency SDWIS.

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies.

Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities 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.¹¹

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.¹² DWR identified nine disadvantaged communities within Amador County, three of which are cities and are therefore not considered unincorporated.¹³ None of the identified disadvantaged communities are within or adjacent to FCSD.

The County General Plan Housing Element further confirms that Fiddletown is not a disadvantaged community based on median household income. The community does not meet the criteria for disadvantaged unincorporated communities as defined by LAFCO policies.

Financing

The District reported that existing financing sources are sufficient to deliver adequate services, but indicated that additional financing would be needed to finance capital improvement needs.

The District does not adopt an annual budget. It now maintains separate accounts for water and wastewater accounting, including reserves held within each fund. All operations expenses are funded annually out of the water fund only. At the close of each fiscal year the district transfers the change in sewer fund balance to the Sewer Fund account. The District does not have an adopted policy on its target level for financial reserves, but appears to hold approximately \$200,000 above approximate annual operating expenses as derived from 2018 audit tables. The District does not have a formal capitalization policy. Capital assets include the well, filtration system, tanks, land improvements and transmission systems.

Total revenue in FY 19 was \$71,193.¹⁴ Primary revenue sources were water rates/fees (approx. 60%) and wastewater rates/fees (approx. 40%). The District does not receive a share of property tax and does not have assessments or special taxes. Accounts are held as cash in a local bank and bank balances exceed the insurance levels of the Federal Depository Insurance Corporation (FDIC). The monthly sewer rate is \$25, established in 2002. The base water rate is \$60 for up to 10,000 gallons, with surcharges for excess usage. Meters are only

¹¹ Government Code §56033.5.

¹² 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.

¹³ 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.

¹⁴ Fiddletown Community Services District, *Profit and Loss*, FY 18.

read in the summer as individual usage does not exceed 10,000 gallons during wet weather months. The district has an adopted rate schedule.

Total expenditures for the year were \$86,456 as shown on the FY 2018 Profit and Loss Statement. Costs were primarily composed of water-related administrative costs (26 percent), repairs and maintenance (22 percent), loan repayment (18 percent), utilities (14 percent), sewer-related administrative costs (11 percent), supplies (6 percent), insurance (2 percent) and bank charges (1 percent).

Long-term debt includes two loans. FCSD financed the new water well in FY 07, relying on a loan from Amador County/USDA. Loan repayments have repaid about half of the \$50,000 loan from the county, with monthly payments of \$277 over 20 years at 3.00% interest. The District carries an outstanding loan from United States Department of Agriculture (USDA) used to finance new water tanks. The balance remaining is \$272,124, with repayment of \$11,466 annually over 40 years at 2.75% interest.

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

FCSD supplies treated groundwater for domestic water service to residential connections. The District owns, operates, and maintains a domestic water well and distribution system directly, with part-time district staff.

The District does not produce or use recycled water, and does not practice conjunctive use.

Location

FCSD provides water service within its bounds to 68 connections, with a majority of connections concentrated in the western portion of the District. The District's water services are available to all of its boundary area, with some undeveloped and/or unserved parcels listed by the district within its boundary. Thirteen parcels have rights to connect for water service based on District listings.

Infrastructure

Key water service infrastructure includes a well, two storage tanks and 1.25 miles of distribution pipeline.

The District relies entirely on groundwater for water service. All water is pumped from a single well, treated with chlorine, and stored in the two storage tanks. The well and tanks are on separate parcels approximately ¼ mile apart.

In 2006, the Environmental Health Department (EHD) informed the District of the need to replace or reconstruct the existing well due to consistent coliform contamination during wet weather.¹⁵ A new well, installed at the end of 2006, is in excellent condition. The County loaned \$50,000 to the District for the system. The well has a pumping capacity of 120 gpm. The back-up generator for the pump can provide approximately 24 hours of power during a power outage, according to the District.

In 2017 a long-term project was completed with a USDA loan, providing replacement of the District's old tank with two new storage tanks, increasing the storage capacity to 60,000 gallons. This project was funded by a USDA Rural Development Grant and Loan combination of \$500,000. The water rates were increased gradually over two years to fund the loan repayment to the USDA. The increased water storage helps with maintenance, reliability, fire protection and available water during emergencies or power outages.

¹⁵ Correspondence to FCSD from Lance Salisbury, Environmental Scientist, Environmental Health Department, 6/28/06.

In the event of emergencies, FCSD would rely on the short-term stored water reserves, which would last approximately two days based on the District's average daily use. Fiddletown operates a stand-alone system; there are no interties with other water systems outside of the District to serve as back up during emergencies. During the last drought period, before 2017, the District formed a backup plan for emergencies. If the well went dry, this plan involved trucking water in from outside sources. Fortunately, the plan was never activated, as the well remained viable throughout the drought.

The distribution system was originally installed in the 1970s. The composition and materials in the system are unknown. The District reported that the infrastructure needs of the system have not been identified, and now that the tank replacement is complete, the District would like to perform a thorough assessment of the distribution system to identify specific needs, beginning with contacting the original contractors who installed it.

Historically, the District has had problems with total coliform bacteria, lead and copper, natural radioactivity, nitrates and nitrites, as well as others, as reported by County Environmental Health Department. The new well and tank infrastructure has resolved these issues. However, the District had to scale back the improvements and omit the filtration system to keep the project within the confines of the funding availability.

On June 14, 2016, Fiddletown Community Services District submitted an application to Amador County Environmental Health and received a waiver of the secondary standards for iron manganese, color, and turbidity. The application was submitted following a survey of residents and in accordance with Section 64449.2 of Title 22 of California Code of Regulations. A nine-year waiver was approved by the Environmental Health Department on June 15, 2016. The District hopes to eventually install the filtration system that will allow it to meet these standards, but has not identified a funding plan to do so.

During EHD's most recent inspection, no monitoring violations were identified.

Refer to the following tables for specifics on the District's water system. Areas noted as "NP" indicate information which the District did not provide during this MSR update process. It may be possible to obtain additional data during the public review period.

Figure 2: FCSD Water Service Profile

FCSD				
Water Service Configuration & Infrastructure*				
Water Service	Provider(s)	Water Service	Provider(s)	
Retail Water	Direct	Groundwater Recharge	None	
Wholesale Water	None	Groundwater Extraction	Direct	
Water Treatment	Direct	Recycled Water	None	
Service Area Description				
Retail Water	FCSD is located in northwestern Amador County, approximately six miles east of Plymouth. The District's service area extends along Fiddletown Road, encompassing parcels on either side from just west of Quartz Mountain Road to just east of American Float Road. The bounds also include parcels along Jibbom Street and American Flat Road.			
Wholesale Water	NA			
Recycled Water	NA			
Boundary Area	0.08 sq. miles	Population (2012)	100	
System Overview				
Average Daily Demand	16,387 gallons	Peak Day Demand ²	28,741 gallons	
Supply	18 af is the average annual well production			
Major Facilities				
Facility Name	Type	Capacity	Condition	Yr Built
Storage tank	Storage	30,000 gallons	Good	1969
Well #1	Well with pump	120 gpm	Excellent	2006
Other Infrastructure				
Reservoirs	0	Storage Capacity (mg)	0.03	
Pump Stations	1	Pressure Zones	1	
Production Wells	1	Pipe Miles	1.25	
Infrastructure Needs and Deficiencies				
Infrastructure needs include an additional back-up generator at the well, additional storage capacity and an overall assessment of the distribution system to identify needs and prioritize repairs.				
Facility-Sharing and Regional Collaboration				
Current Practices: The District does not practice facility sharing regarding water services with other agencies.				
Opportunities: None identified.				
Notes:				
(*) The data and information contained in this chart is from the 2008 MSR, the District did not provide any updates in 2013.				
(1) NA means Not Applicable, NP means Not Provided, mg means millions of gallons, af means acre-feet.				
(2) Based on the average daily water usage in the peak month in 2006.				

continued

FCSD							
Water Demand and Supply*							
Service Connections	Total	Inside Bounds	Outside Bounds				
Total	68	68	0				
Irrigation/Landscape	0	0	0				
Domestic	68	68	0				
Commercial/Industrial/Institutiona	0	0	0				
Recycled	0	0	0				
Other	0	0	0				
Average Annual Demand Information (Acre-Feet per Year) ¹							
	2000	2005	2010	2015	2020	2025	2030
Total	NP	NP	NP	NP	NP	NP	NP
Residential	NP	NP	NP	NP	NP	NP	NP
Commercial/Industrial	0	0	0	0	0	0	0
Irrigation/Landscape	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0
Water Sources							
Source	Type	Supply (Acre-Feet/Year)					
		Average	Maximum	Safe/Firm ²			
Not identified	Groundwater	18	194	48			
Supply Information (Acre-feet per Year) ³							
	2000	2005	2010	2015	2020	2025	2030
Total	16	16	18	18	18	18	18
Imported	0	0	0	0	0	0	0
Groundwater	16	16	18	18	18	18	18
Surface	0	0	0	0	0	0	0
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, 2007-2009 ⁴						
Storage Practices	Storage is for short-term emergencies only.						
Drought Plan	The District reported that it has had no problems with a shortage of water in dry years and implimented a water conservation plan in 2014; Plan for trucked-in water						
Water Conservation Practices							
CUWCC Signatory	No						
Metering	Yes, but meters are monitored only in the summer.						
Conservation Pricing	Yes, between June 1 and October 1.						
Other Practices	The District sends out newsletters during the summer months to remind customers of ways to conserve. In addition, the District reported that it makes efforts to help customers find and resolve leaks.						
Notes:							
(*) The number of service connections is the only information in this chart that the District has updated since the 2008 MSR.							
(1) The District was unable to report the amount demanded annually, as it only monitors the meters between June 1 and October 1.							
(2) Based on the Department of Health Services criteria for foothill groundwater, the firm yield is 25 percent of the tested pumping capacity.							
(3) Water supply projections are based on average annual demand, as the District has only had one additional connection in the							
(4) http://www.water.ca.gov/waterconditions/drought/pubs.cfm							

continued

FCSD			
Water Rates and Financing			
Domestic Water Rates-Ongoing Charges 2013			
	Rate Description	Avg. Monthly Charges	Consumption ²
Residential	Base rate per month: \$60.00 (up to 10,000 gallons) \$2.00 for every additional 1,000 gallons <15,000 \$5.00 for every additional 1,000 gallons >15,000	\$60.00	250 gal/day
Special Rates			
Water rates are the same throughout the District.			
Rate-Setting Procedures			
Policy Description	FCSD evaluates costs and increases rates accordingly, as needed. To promote water conservation, the District charges metered rates June 1 - October 1.		
Most Recent Rate Change	January 2014	Frequency of Rate Changes	As needed
Water Development Fees and Requirements			
Connection Fee Approach	All new connections are charged a flat fee regardless of connection type to recoup time and capital costs associated with the new connection.		
Connection Fee Timing	After the building permit is approved.		
Connection Fee Amount	\$5,000/Single Family Unit		
Land Dedication Requirements	None		
Development Impact Fee	None		
Water Enterprise Revenue FY 19			Expenditures FY 19
Source	Amount	%	Amount
Total	\$43,117	100%	Total \$60,231
Rates & charges	NP	NP	Administration NP
Assessment	NP	NP	O & M NP
Refund	NP	NP	Capital Depreciation NP
Interest	NP	NP	Debt NP
Connection Fees	NP	NP	Purchased Water NP
Other - County Loan	NP	NP	Capital Improvements NP
			Other NP
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.			
(3) The District did not provide detailed financial information for LAFCO to accurately identify water related revenues & expenditures in FY 18-19.			

continued

FCSD			
Water Service Adequacy, Efficiency & Planning Indicators			
Water Planning	Description		Planning Horizon
Water Master Plan	None		
UWMP	None, not required		
Capital Improvement Plan	None		
Emergency Response Plan	None		
Service Challenges			
The District did not report any service challenges; however, MSR content notes that the District hopes to assess distribution system and lines.			
Service Adequacy Indicators			
Connections/FTE ¹	2,520	O&M Cost Ratio ²	NP
MGD Delivered/FTE	0	Distribution Loss Rate	Unknown
Distribution Breaks & Leaks	1	Distribution Break Rate ³	80
Response Time Policy	ASAP	Response Time Actual	Within 24 hours
Water Pressure	~40+ psi	Total Employees (FTEs)	0.25
Water Operator Certification			
The District is required to have a distribution system operator certified at D1 or above. The District's operator possesses a D1 certification.			
Drinking Water Quality Regulatory Information ⁴			
	#	Description	
Health Violations	1	None	
Monitoring Violations	5	None	
DW Compliance Rate ⁵	NP		
Notes:			
(1) Accurately updated in 2013.			
(2) Operations and maintenance costs (exc. purchased water, debt, depreciation) per volume (mgd) delivered.			
(3) Distribution break rate is the number of leaks and pipeline breaks per 100 miles of distribution piping.			
(4) Violations since 1995, as reported by the U.S. EPA Safe Drinking Water Information System.			
(5) Drinking water compliance is percent of time in compliance with National Primary Drinking Water Regulations.			

WASTEWATER SERVICES

Nature and Extent

The community of Fiddletown relies on individual septic systems for wastewater disposal. Certain parcels along Dry Creek and parcels too small for a contained onsite septic system drain through a collection system into a community leach field. FCSD was authorized by LAFCO to provide wastewater services in 2006.¹⁶ There are 47 wastewater connections and an additional 13 parcels have rights to connect in the future.

The community leach field system located within FCSD bounds, previously owned by the County, was transferred to Fiddletown CSD in late 2010 following completion of the annexation of parcels receiving service.¹⁷ The leach field system includes wastewater collection and disposal services. FCSD maintains the leach field system and reported that no improvements have been needed or made to it since the transfer.¹⁸

FCSD collects all wastewater rates related to the system. Although district volunteers only occasionally provide necessary maintenance, such as vegetation removal after storms, the District reported approximately \$4,885 in sewer administration and operation costs in FY 19. The limited financial information provided by the District is not clear as to actual expense detail.

Property owners are responsible for the maintenance of the individual onsite septic systems, which provide a majority of the treatment process. The septic systems then connect to the community collection system.

Location

Wastewater services were previously provided within and outside of FCSD's bounds. The completion of LAFCO Project #257 annexed all property with sewer connections. Not every parcel within the District is permitted to connect to the community leach field system. A total of 47 parcels along Dry Creek, as well as certain neighboring properties too small for an individual septic system, are connected. An additional 13 have the right to connect to the system.

Infrastructure

Key wastewater service infrastructure owned by the district includes the community leach field and 1.5 miles of PVC collection pipelines. The collection and disposal system was installed in 1999 by Amador County. The system was designed for a maximum of 78 parcels.¹⁹ Effluent is collected in individual onsite septic tanks where a majority of the

¹⁶ LAFCO Resolution 2006-03.

¹⁷ As reported by Mike Israel from Amador County via email in August 2013 and confirmed by Jane O'Riordan in January 2014.

¹⁸ As reported by Jane O'Riordan, January 2014.

¹⁹ Amador County, *Fiddletown Sewer System Description*, 1996, p. 3.

treatment occurs, then is collected into a shallow pressure dosed drain field for percolation into the soil.

The District has completed most of the required and recommended repairs identified in the 2008 MSR. Two remaining issues include monitoring of the groundwater to verify no adverse impacts and placement of posts to facilitate locating inspection pipes.

In the 2008 MSR, it was reported that there is a monitoring well network to ensure protection of nearby surface and subsurface waters, however the District believes that no monitoring has been done.

There are no known defects in sewer system. However; there have been routine breaks and repairs made in the line system that runs through town.²⁰ The District would like to perform a thorough assessment of the collection system in 2020 to identify specific needs.

Refer to the following tables for specifics on the District's wastewater system. Areas noted as "NP" indicate information for which the District did not provide an update during this MSR update process. It may be possible to obtain additional data during the public review period.

²⁰ Reported by Jane O'Riordan, July 3, 2019.