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# Municipal Services Review

June 2008

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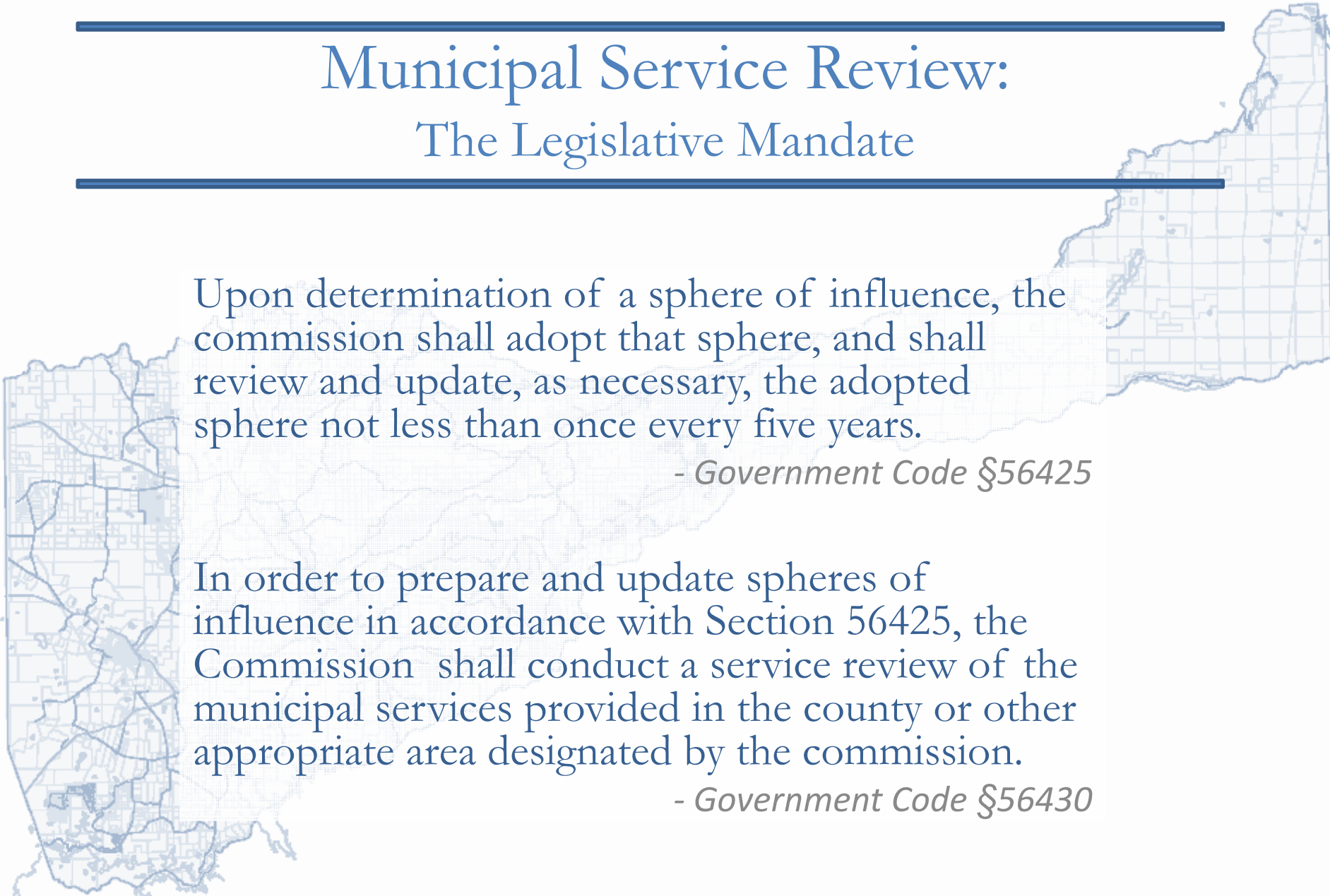
Amador Local Agency Formation Commission  
Burr Consulting



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# Municipal Service Review: The Legislative Mandate

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Upon determination of a sphere of influence, the commission shall adopt that sphere, and shall review and update, as necessary, the adopted sphere not less than once every five years.

- *Government Code §56425*

In order to prepare and update spheres of influence in accordance with Section 56425, the Commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission.

- *Government Code §56430*

A faint, light blue map of California with a grid overlay is visible in the background of the slide. The map shows the state's outline and internal grid lines.

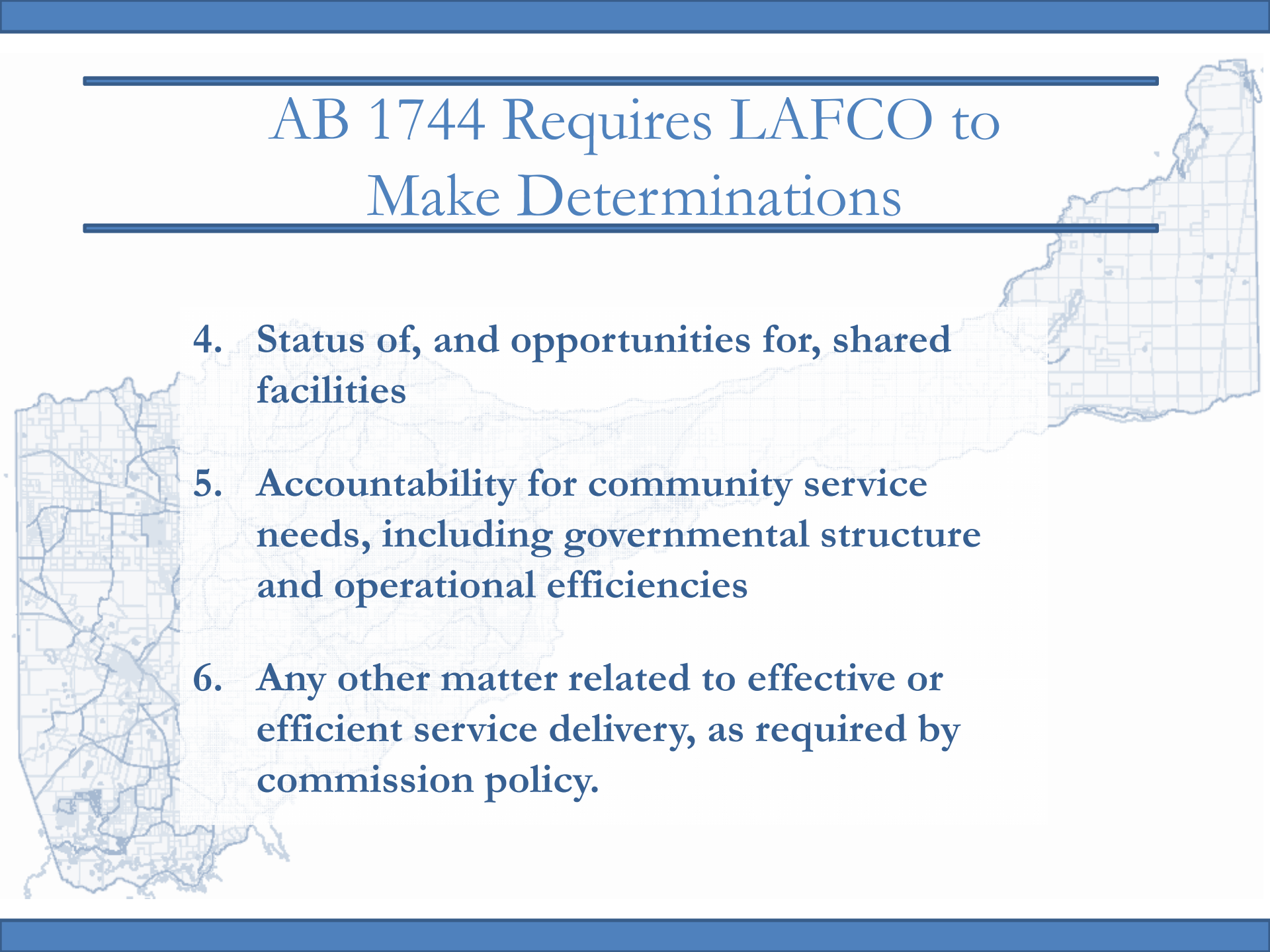
# AB 1744 Requires LAFCO to Make Determinations

1. **Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies**
2. **Growth and population projections for the affected area**
3. **Financial ability of agencies to provide services**

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# AB 1744 Requires LAFCO to Make Determinations

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4. Status of, and opportunities for, shared facilities
  5. Accountability for community service needs, including governmental structure and operational efficiencies
  6. Any other matter related to effective or efficient service delivery, as required by commission policy.

# Local Agencies Reviewed

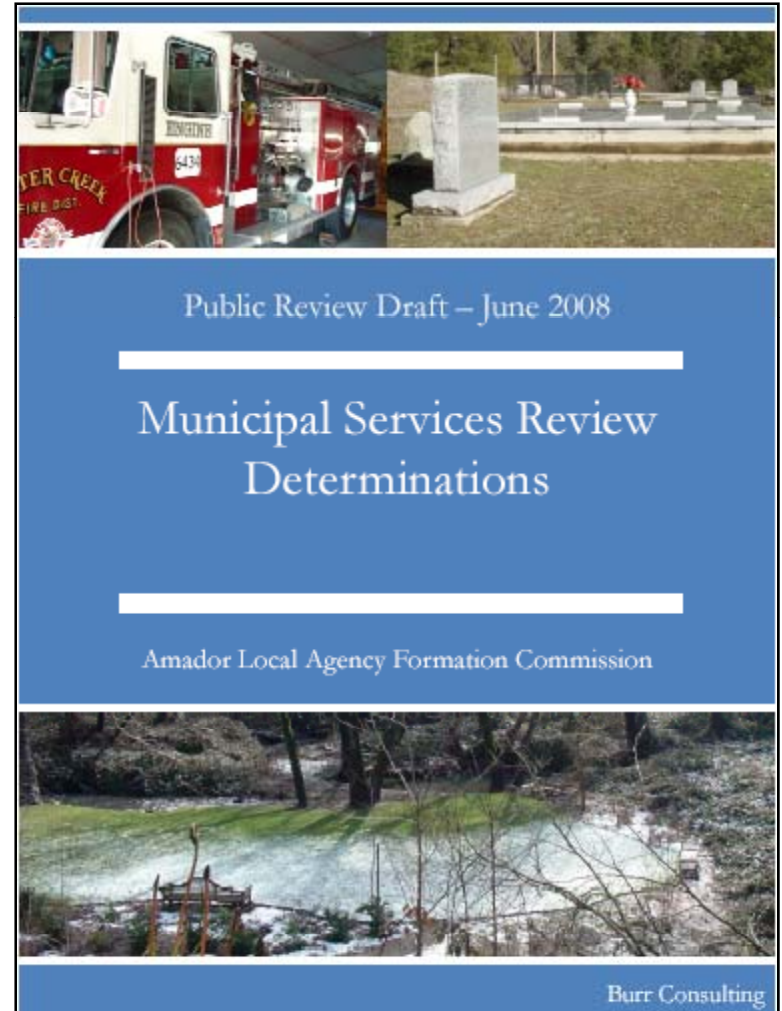
Cities	Memorial District
City of Amador	Ione Memorial District
City of Ione	Resource Conservation District
City of Jackson	Amador Resource Conservation District
City of Plymouth	Water Districts
City of Sutter Creek	Amador Water Agency
Cemetery Districts	Drytown County Water District
Township No. 2 Public Cemetery District	East Bay Municipal Utility District <sup>2</sup>
Community Services Districts	Jackson Valley Irrigation District
Fiddletown CSD	Kirkwood Meadows Public Utilities District <sup>2</sup>
Pine Acres CSD	River Pines Public Utilities District
Pine Grove CSD	Willow Spring Water District <sup>1</sup>
Rabb Park CSD	County Service Areas
Ranch House Estates CSD	CSA 1 -Silver Lake Pines, Tiger Creek Estates <sup>1</sup>
Ridgewood Acres CSD	CSA 2 - Mace Meadows Water <sup>1</sup>
Sunset Heights CSD	CSA 3 - Lake Camanche Water Bond
Volcano CSD	CSA 4 - Martell Drainage
Fire Districts	CSA 5 - Street Maintenance
Amador FPD	CSA 6 - Septic Monitoring
Jackson Valley FPD	CSA 7 - Solid Waste Disposal Financing <sup>1</sup>
Lockwood FPD	CSA 8 - Carbondale Industrial Park <sup>1</sup>
Sutter Creek FPD	
Note: (1) Inactive agency that has not been dissolved.	
(2) Multi-county local agency for which the principal LAFCO is other than Amador.	

# At a Glance: MSR Determinations

The MSR is structured into four main components:

## Determinations

- ❖ Findings drafted for LAFCO to consider when adopting the MSR resolution



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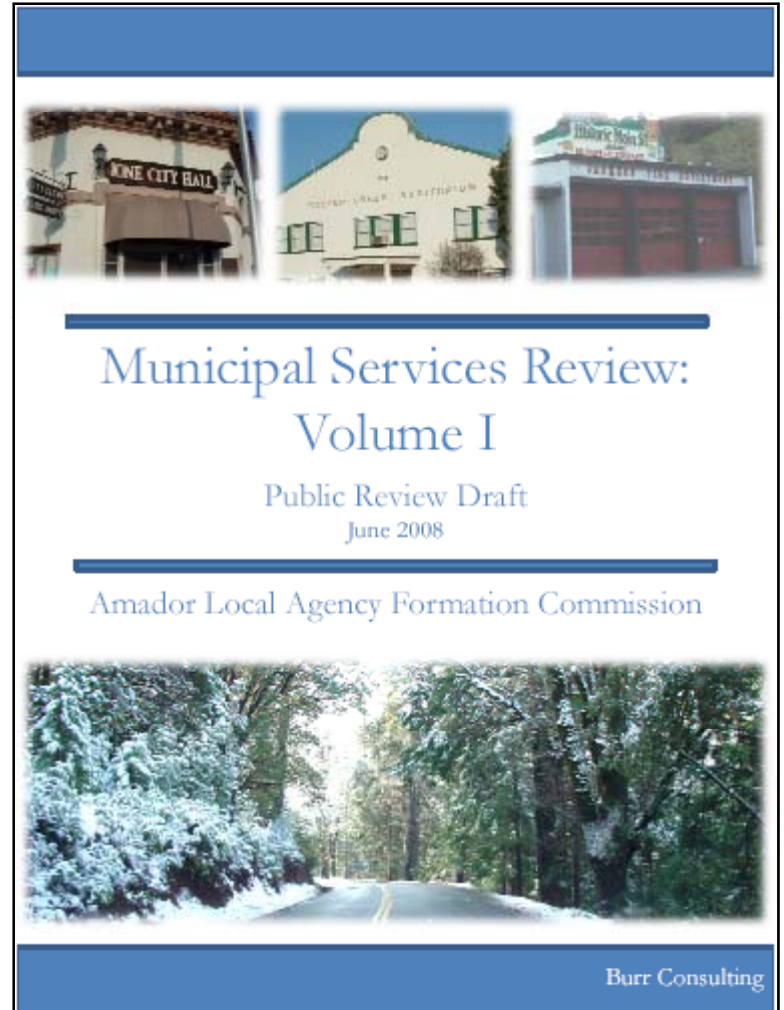
# At a Glance: MSR Volume I

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The MSR is structured into four main components:

## Volume I

- ❖ Provider Overview
- ❖ Service Demand
- ❖ Infrastructure Needs
- ❖ Service Adequacy
- ❖ Shared Facilities
- ❖ Financing
- ❖ Governance Alternatives



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# At a Glance: MSR Profiles

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The MSR is structured into four main components:

## Volume II: Agency Profile

- ❖ Overview of all services provided by each agency
- ❖ Reviewed by each agency prior to the release of the MSR Volume I



Amador Local Agency  
Formation Commission

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## Municipal Services Review: Volume II

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Public Review Draft  
June 2008

Burr Consulting



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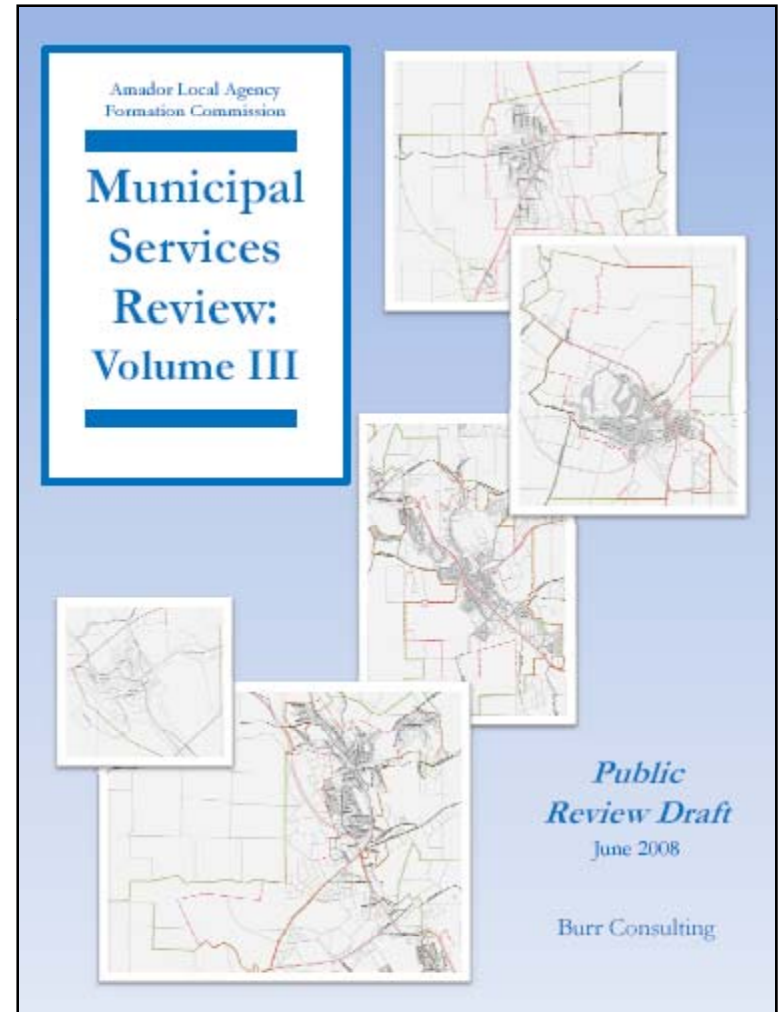
# At a Glance: MSR Maps

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The MSR is structured into four main components:

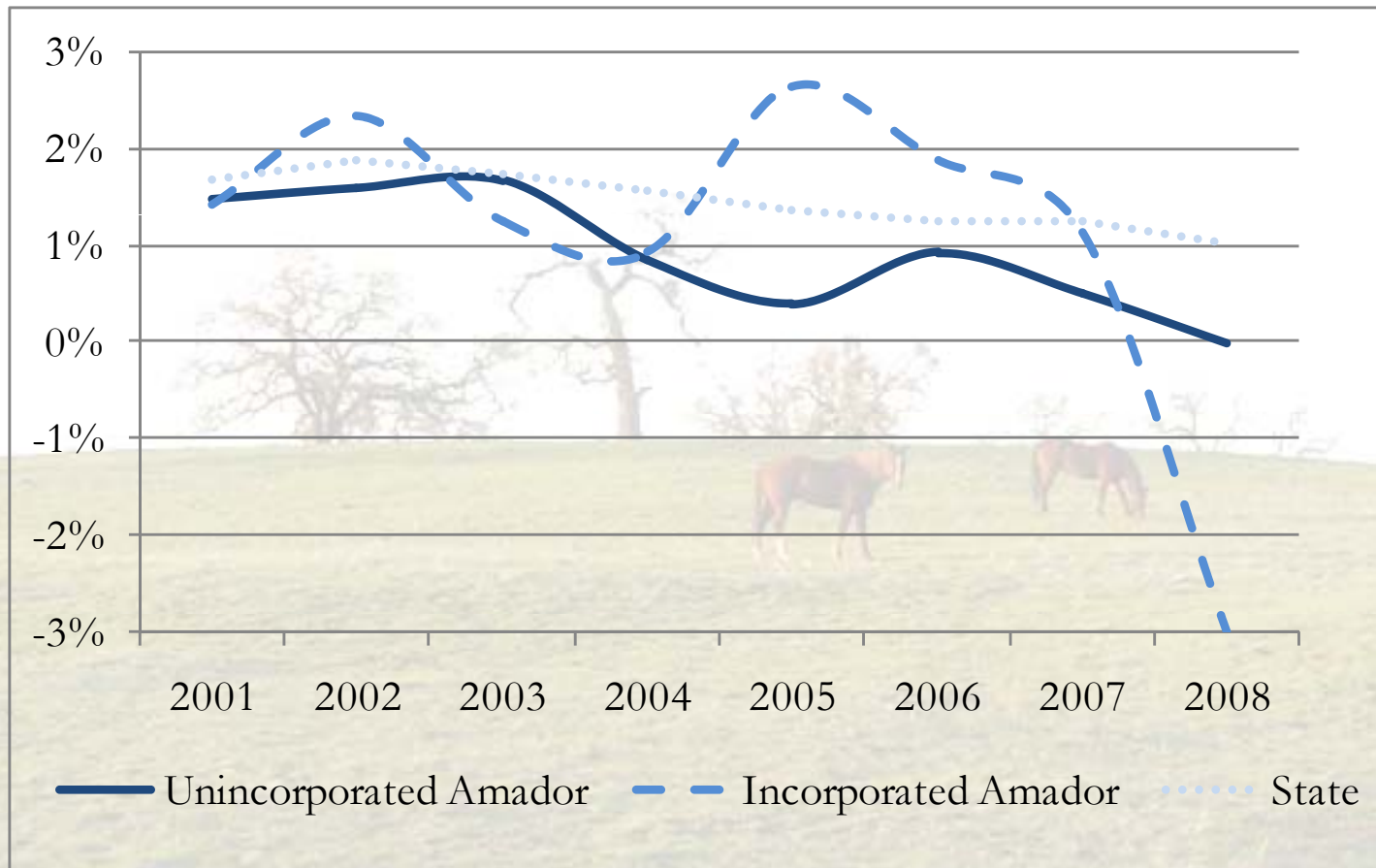
## Volume III: Map Appendix

- ❖ Maps showing SOI and/or boundary for all LAFCO agencies
- ❖ Maps showing all providers of a particular service



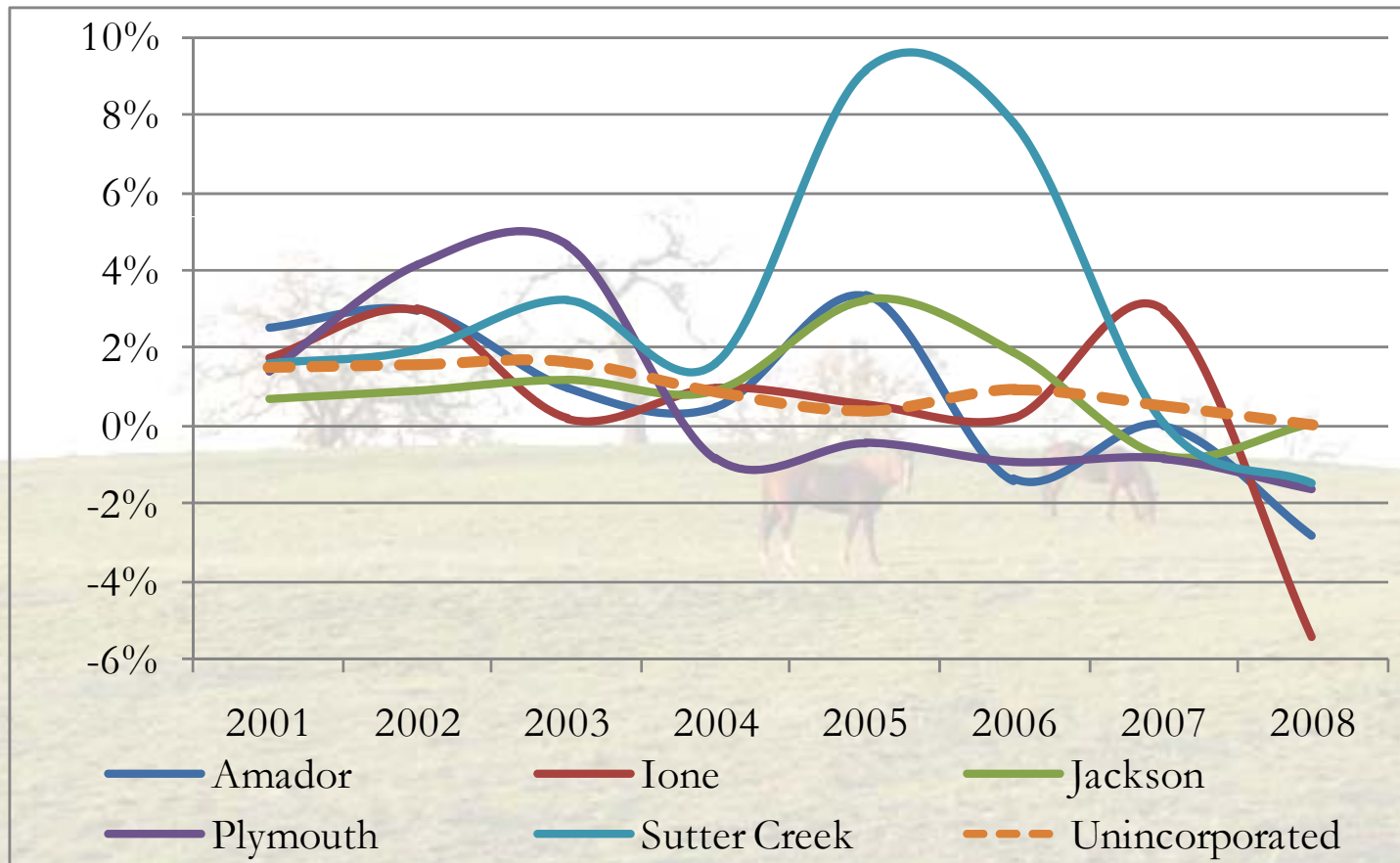
# Growth & Development

## Population Growth Rate



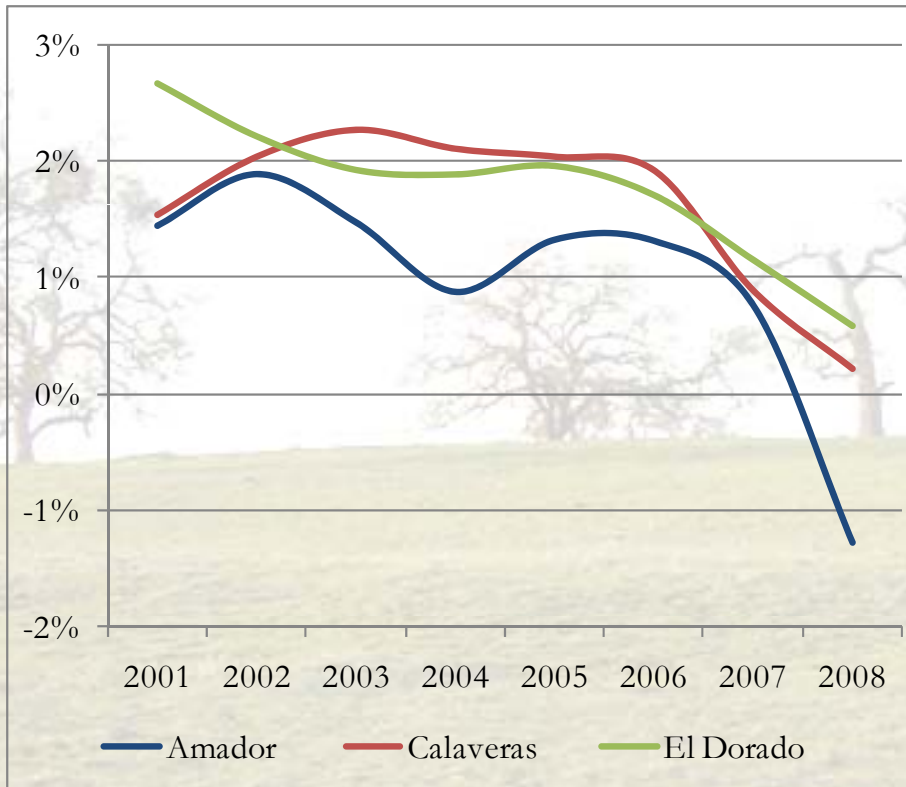
# Growth & Development

## Population Growth Rate

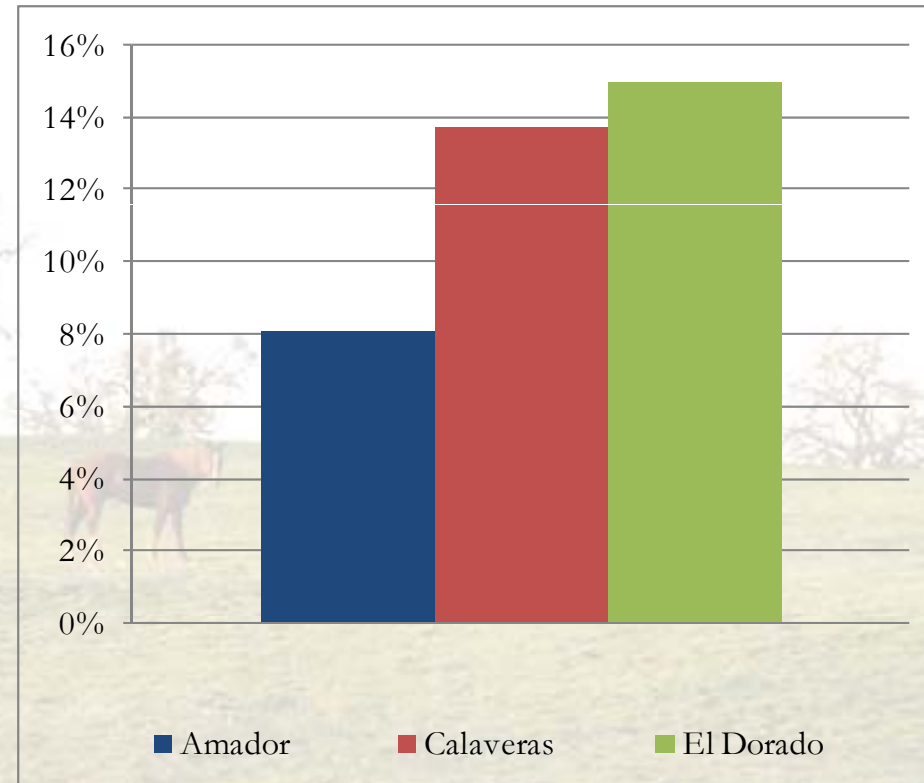


# Growth & Development

## Population Growth Rate

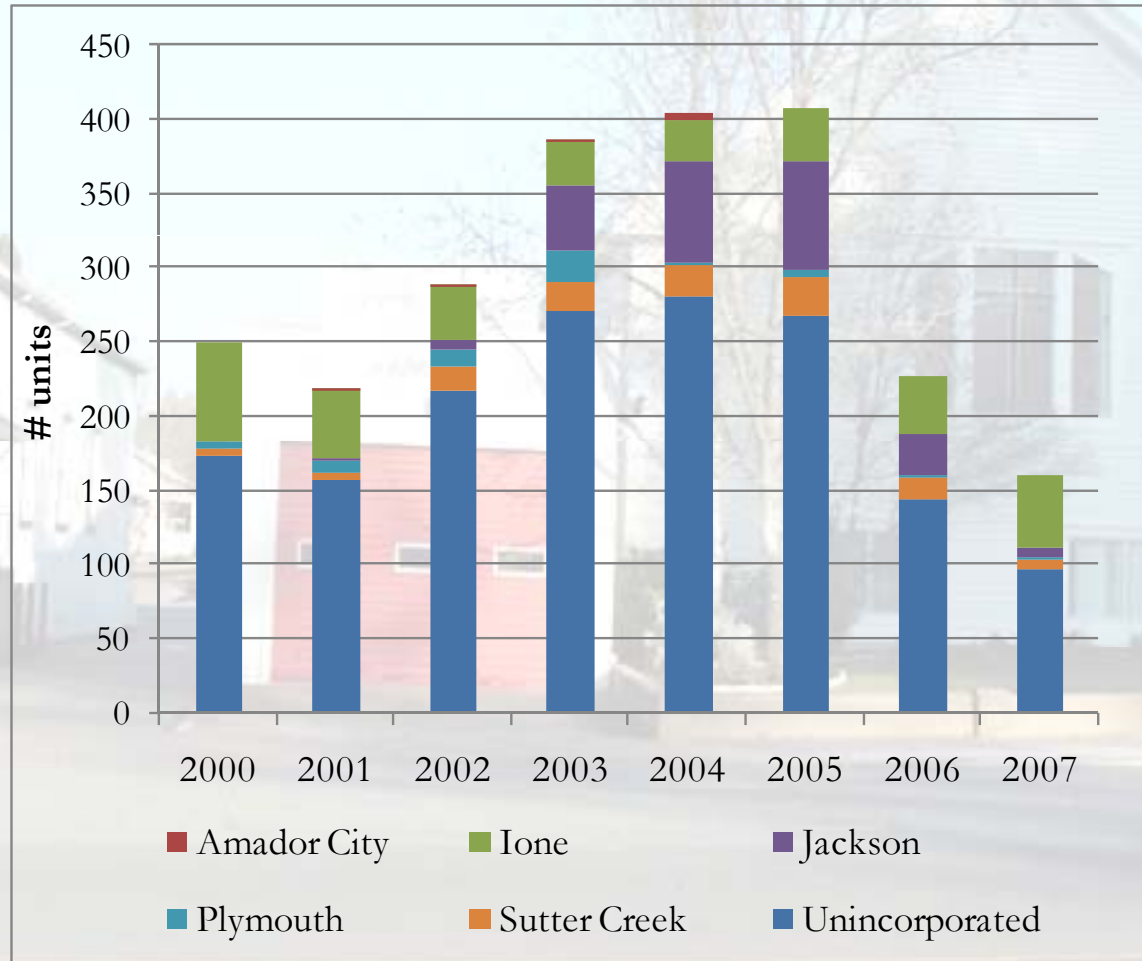


## Overall Growth, 2000-8



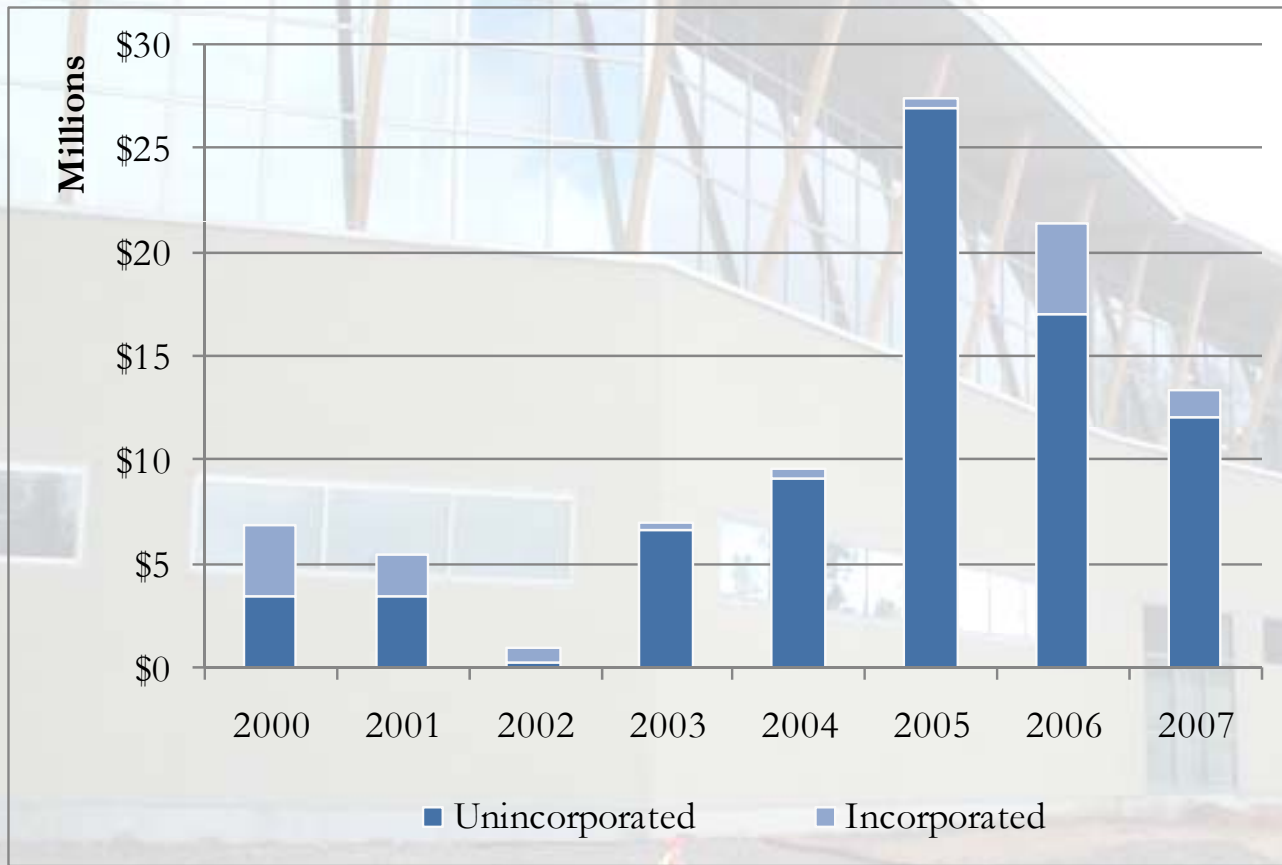
# Growth & Development

## Residential Building Permits



# Growth & Development

## Non-Residential Permit Value



# Commercial Growth

## Taxable Sales Growth Rate



## Taxable Sales per Capita



# Employment Growth

**Job growth in Amador from 2003-8  
has been healthier than Statewide**

- Total Wage and Salary: 12% vs. 5%**
- Retail Trade: 20% vs. 6%**
- Leisure and Hospitality: 23% vs. 13%**



# Job Concentration in Amador

## – High Concentration:

- Mining
- State and local government
- Retail trade

## – Low Concentration:

- Wholesale trade
- Professional services
- Financial activities
- Durable manufacturing

## – Average Concentration:

- Farming
- Nondurable manufacturing
- Leisure and hospitality
- Education
- Health care

# Growth & Development

## Planned and Proposed Developments

	# of Projects	Dwelling Units	Non- Residential
Ione	11	2,872	0
Jackson	5	759	61
Plymouth	5	901	0
Sutter Creek	6	1,602	0
Unincorporated	26	2,246	457
<b>Total</b>	<b>53</b>	<b>8,380</b>	<b>518</b>

# Fire & EMS Providers

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## LAFCO Providers

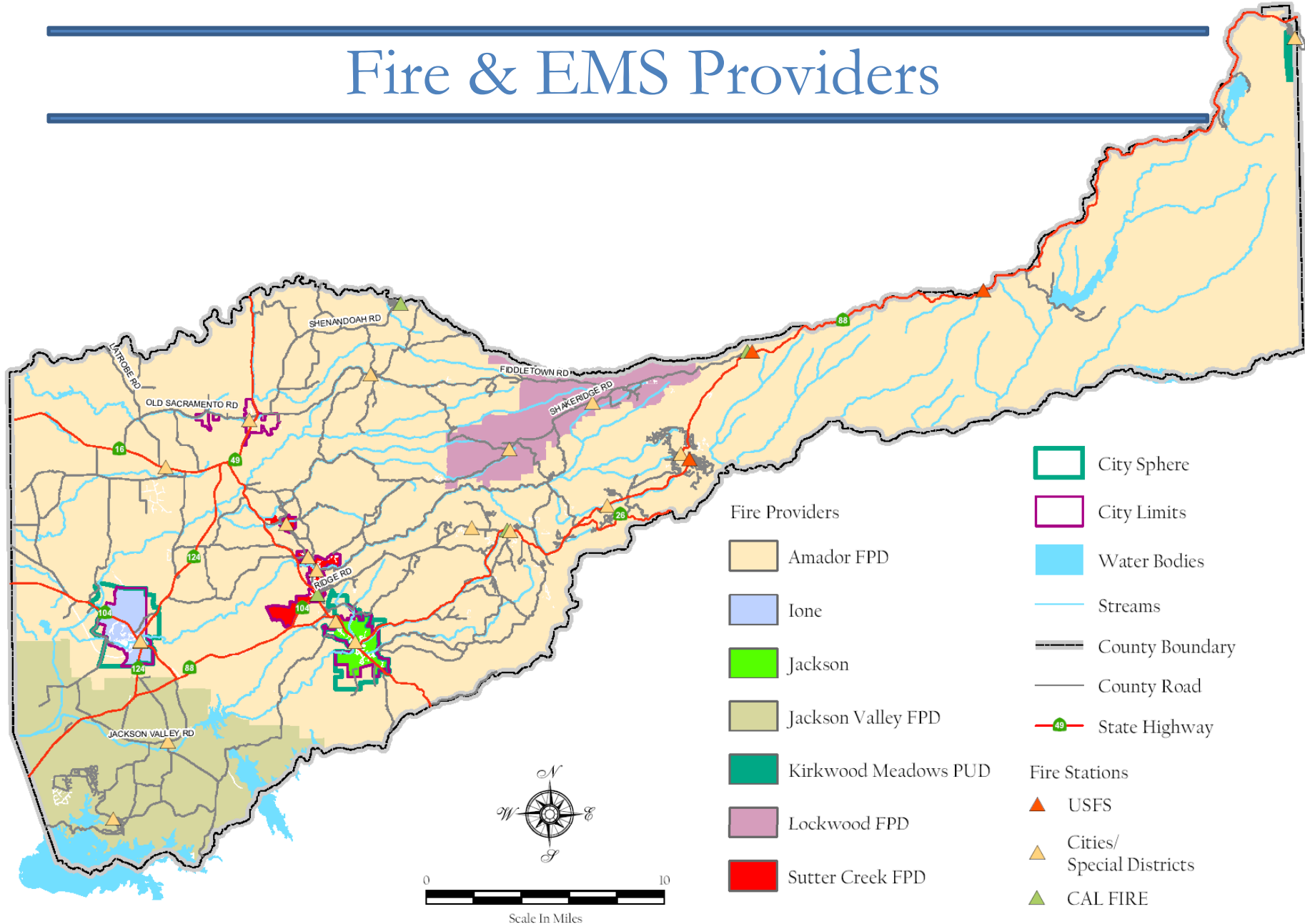
- Ione FD
- Jackson FD
- Amador FPD
- Jackson Valley FPD
- Kirkwood Meadows PUD
- Lockwood FPD
- Sutter Creek FPD

## Non-LAFCO Providers

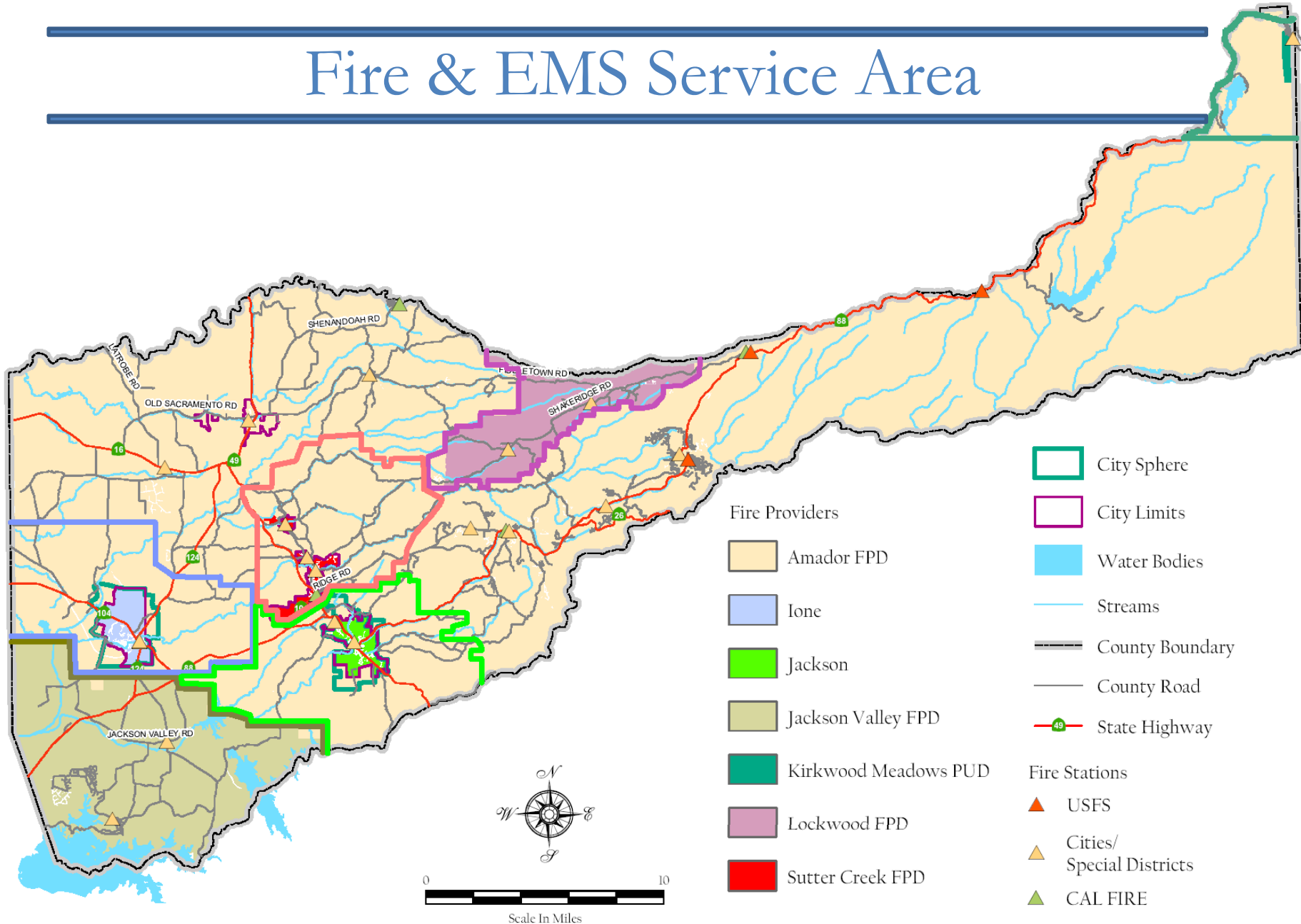
- U.S. Forest Service
- CALFIRE
- Mule Creek State Prison
- Jackson Rancheria
- American Legion Ambulance



# Fire & EMS Providers



# Fire & EMS Service Area



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# Fire & EMS Service Levels

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## Staffed Stations

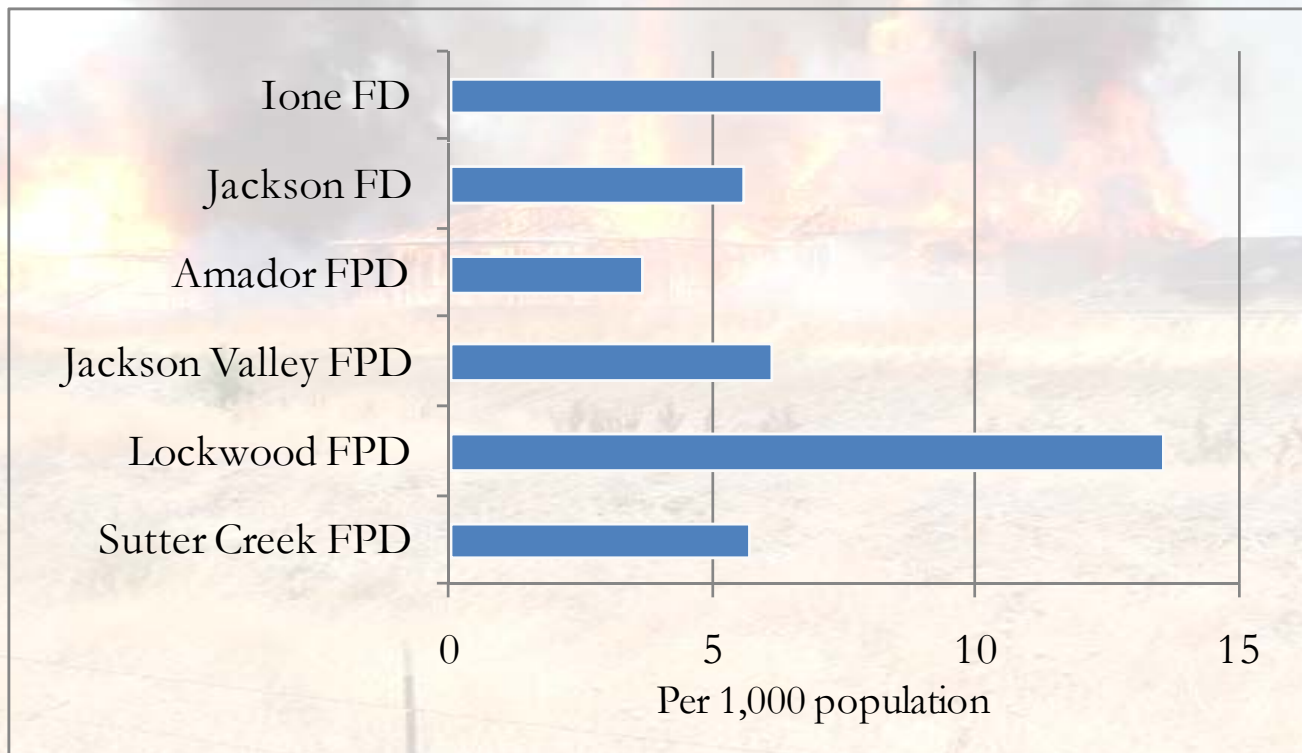
- Kirkwood Meadows (1)\*
- CALFIRE (3-4)
- Jackson Rancheria (1)
- Mule Creek State  
Prison (1)

## Unstaffed Stations

- Ione FD (2)
- Jackson (2)
- Amador FPD (7)
- Jackson Valley FPD (2)
- Lockwood FPD (2)
- Sutter Creek FPD (3)

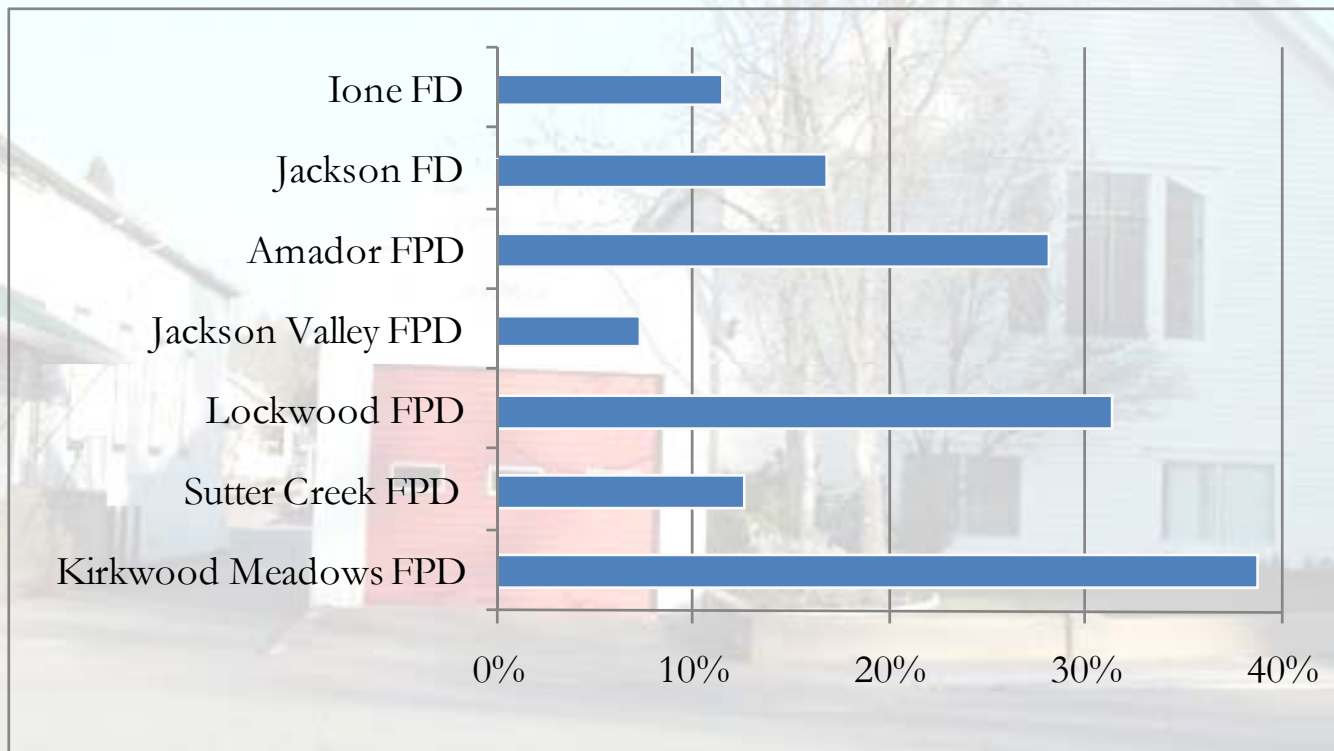
# Fire & EMS Staffing Levels

## Call Firefighters per Capita, 2008



# Fire & EMS Firefighter Turnover

## Call Firefighter Separation Rate, 2007





# Fire & EMS Certification

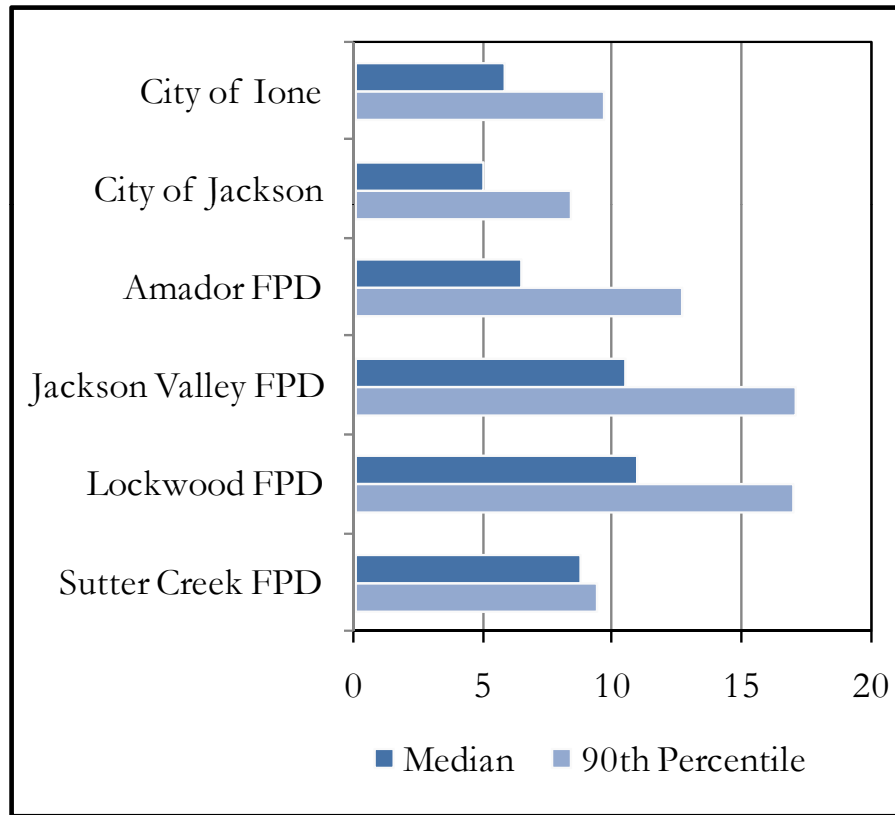
## State Requirements

- Firefighter I
  - 259 hours course training
  - 6 months volunteer or part-time paid experience
  - 31% certified countywide
- EMS First Responder/CPR or EMT I
  - Within one year of beginning service
  - Refresher course every 3 years

Agency	% Firefighter I Certified	% EMT I Certified
Ione FD	91%	67%
Jackson FD	25%	79%
Amador FPD	21%	44%
Jackson Valley FPD	36%	50%
Lockwood FPD	31%	31%
Sutter Creek FPD	21%	33%
Kirkwood Meadows FPD	NP	NP

# Fire & EMS Service Adequacy

## Response Times

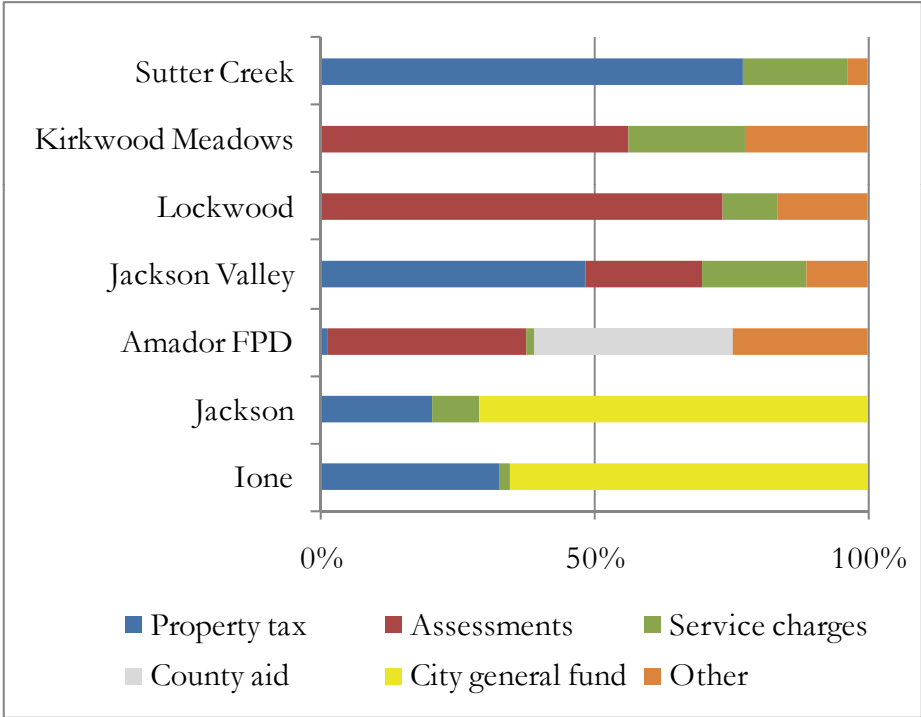


## ISO Ratings

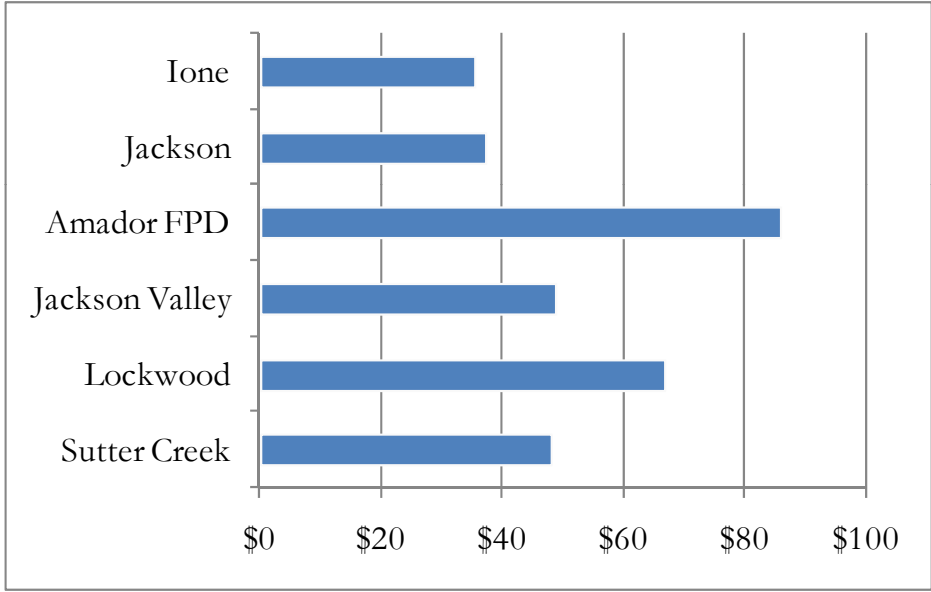
Agency	Class
Ione FD	5
Jackson FD	5/9
Sutter Creek FPD	5/9
Amador FPD	6/9 and 8B/9
Jackson Valley FPD	7/9
Lockwood FPD	8/9
Kirkwood Meadows PUD	4

# Fire & EMS Financing

Revenue Sources, FY 06-07



Operating costs per capita, FY 06-07



# Fire & EMS Governance Options

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## Consolidation

### – Legal options

- Newly formed district with independently elected board
- Consolidate providers into the County-dependent district  
AFPD
- Formation of a joint powers authority for the provision of fire service

### – Geographical options

- Urban core
- Rural areas
- Countywide

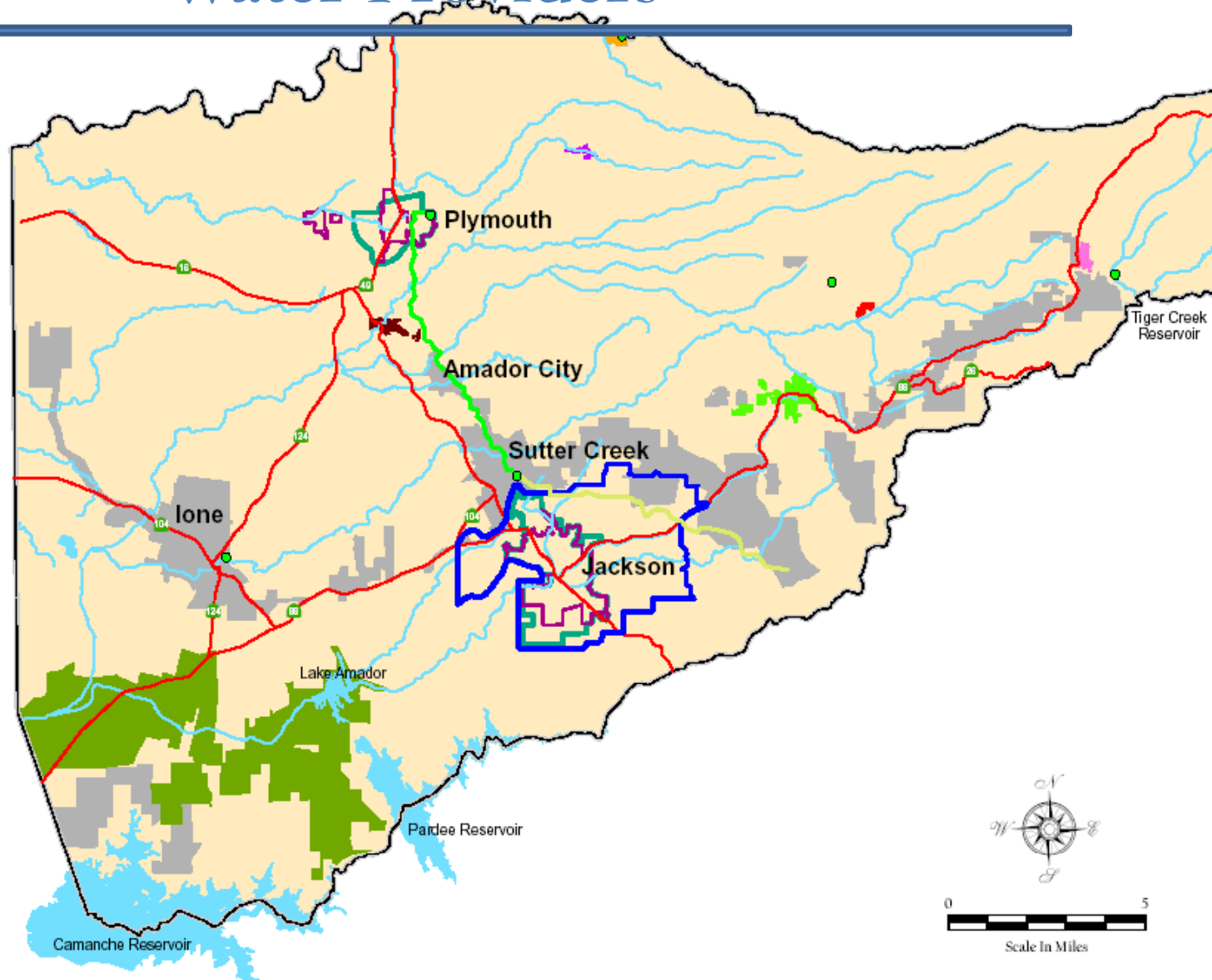


# Water Providers

	# of Connections	Treatment	Distribution	Wholesale	Maintenance
<b>AWA Retail and Wholesale Treated Water Systems</b>					
Amador Water Agency	6,807	✓	✓	✓	✓
City of Jackson	2,099		✓		✓
Drytown County Water District	62		✓		✓
Pine Grove CSD	360		✓		✓
Rabb Park CSD	107		✓		✓
<b>Non-AWA Treated Water Systems</b>					
Volcano CSD	75	✓	✓		
River Pines PUD	210	✓	✓		✓
City of Plymouth	468	✓	✓		
Fiddletown CSD	66	✓	✓		✓
Kirkwood Meadows PUD	848	✓	✓		✓
EBMUD <sup>1</sup>	60	✓	✓	✓	✓
<b>Agricultural Water Systems</b>					
Jackson Valley Irrigation District	181		✓		✓

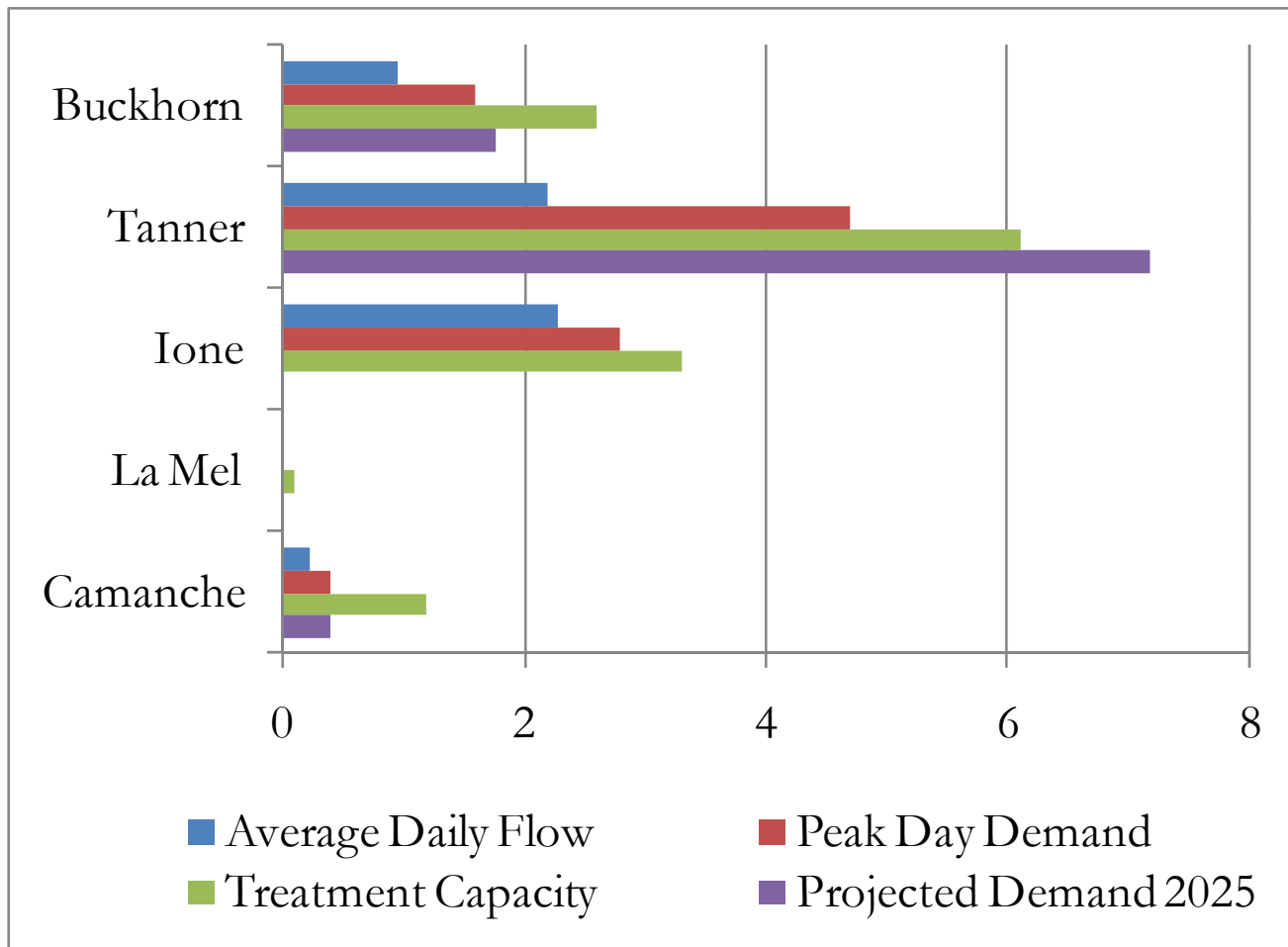
# Water Providers

-  Drytown County Water District
-  Fiddletown CSD
-  Jackson Valley Irrigation District
-  Pine Grove CSD
-  Rabb Park CSD
-  River Pines PUD
-  Volcano CSD
-  City Sphere
-  City Limits
-  AWA Water Service Area
-  Major Water Bodies
-  Streams
-  County Boundary
-  State Highway
-  Water Treatment Plant
-  Planned Plymouth Pipeline
-  AWS Transmission Pipeline
-  Jackson Service Area



# Water Demand and Capacity

## AWA Flows (mgd), 2007 & 2025



# Water Demand and Capacity

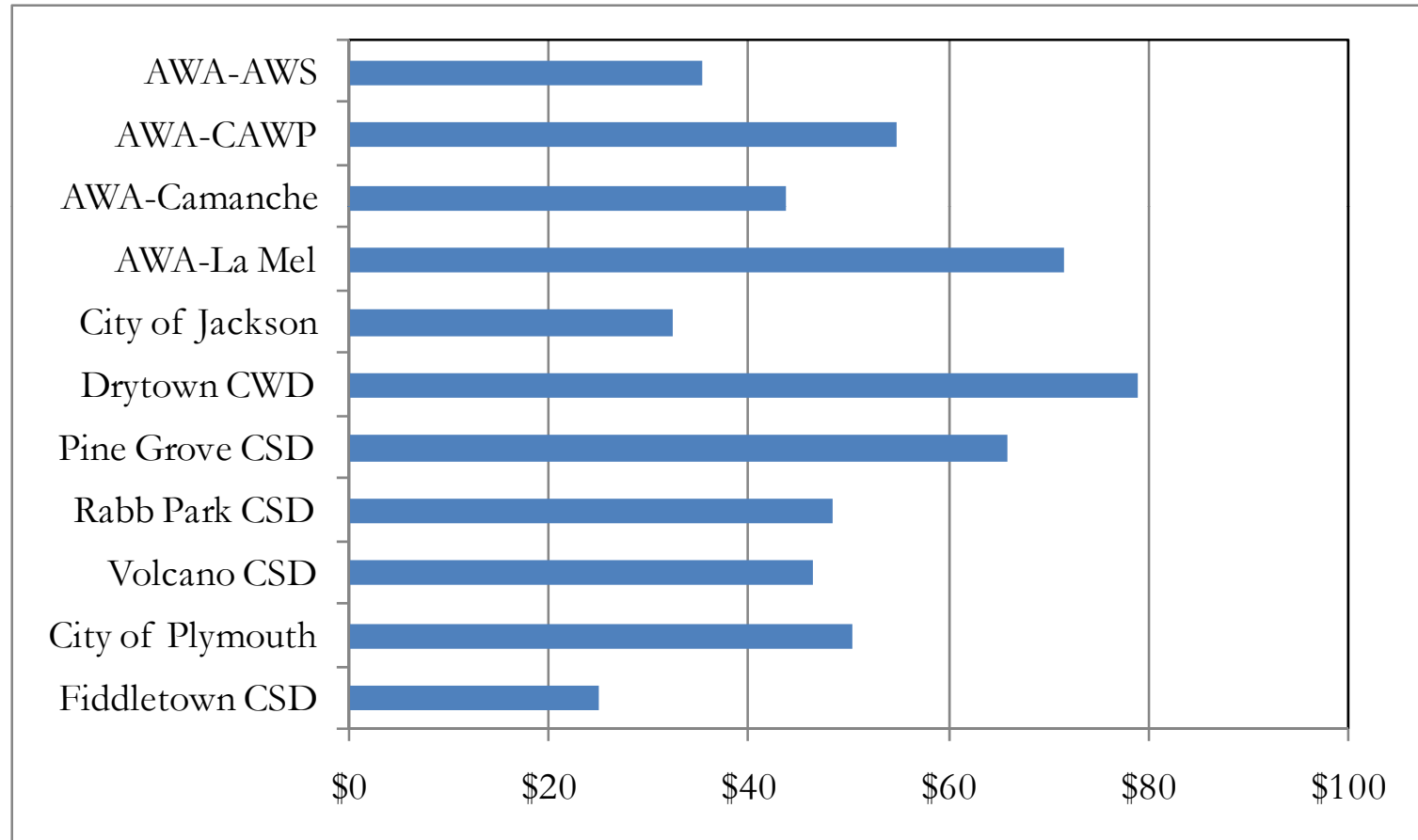
## Non-AWA System Flows (mgd), 2007 & 2025

	Average Daily Demand (mgd)	Peak Day Demand (mgd)	Treatment Capacity (mgd)	Projected Demand 2025 (mgd)
<b>AWA Wholesale Treated Water Systems</b>				
City of Jackson	1.2	2.5	NA	NP
Drytown County Water District	0.04	0.04	NA	NP
Pine Grove CSD	0.16	NP	NA	0.17
Rabb Park CSD	0.02	0.03	NA	0.02
<b>Non-AWA Treated Water Systems</b>				
Volcano CSD	0.02	0.04	0.06	NP
City of Plymouth	0.17	NP	0.65	0.31
Fiddletown CSD	0.02	0.03	0.17	NP
<b>Agricultural Water Systems</b>				
Jackson Valley Irrigation District	9.42	NP	NA	NP



# Water Rates

## Average Monthly Charges, FY 07-08



# Water Infrastructure Needs

Agency	Infrastructure Needs
Amador Water Agency	<ol style="list-style-type: none"><li>1) Replacement of aged and undersized water distribution system in the CAWP system.</li><li>2) Additional treatment capacity for anticipated growth in the AWS system.</li><li>3) Additional storage for peak and fire flow in the La Mel system.</li><li>4) Additional water sources for Lake Camanche due to concerns of basin overdraft and water</li></ol>
City of Jackson	<ol style="list-style-type: none"><li>1) Additional storage for emergency situations.</li></ol>
Drytown CWD	<ol style="list-style-type: none"><li>1) Replacement of old pipes in poor condition to reduce lead levels and distribution losses.</li><li>2) Evaluate entire distribution system to prioritize replacement.</li></ol>
Pine Grove CSD	<ol style="list-style-type: none"><li>1) Improved water pressure for fire flow.</li><li>2) Replacement of undersized four and six-inch mains.</li></ol>
Rabb Park CSD	<ol style="list-style-type: none"><li>1) Replacement of the two-inch pipes to increase delivery pressure and fire flow.</li><li>2) Replacement of the AWA storage tank to add additional storage capacity.</li><li>3) Installation of electrical and treatment capabilities on wells, to use for back up purposes.</li></ol>
Volcano CSD	<ol style="list-style-type: none"><li>1) Completion of a water study to determine safe water yield of the water source.</li><li>2) Replacement of several shut-off valves and installation of additional valves.</li></ol>

# Water Infrastructure Needs

Agency	Infrastructure Needs
River Pines PUD	<ol style="list-style-type: none"> <li>1) Replacement of older distribution lines that are in poor condition.</li> <li>2) Improve fire flow.</li> </ol>
City of Plymouth	<ol style="list-style-type: none"> <li>1) Connection to a dependable water source.</li> <li>2) Replacement of the iron pipelines in poor condition.</li> <li>3) Identify and resolve the cause of the 41% distribution loss experienced by the system.</li> </ol>
Fiddletown CSD	<ol style="list-style-type: none"> <li>1) Installation of an additional back-up generator at the well.</li> <li>2) Additional storage capacity for emergency purposes.</li> <li>3) Overall assessment of the distribution system to identify needs and prioritize repairs.</li> </ol>
EBMUD	<ol style="list-style-type: none"> <li>1) Phasing out the use of groundwater due to concerns of water quality and groundwater overdraft to be addressed by a joint surface water treatment plant project between EBMUD, AWA, and CCWD.</li> </ol>
Jackson Valley ID	<ol style="list-style-type: none"> <li>1) Replacement of a non-functional meter on the District's main line</li> <li>2) Adequate water supply</li> <li>3) Installation of a planned pipeline from Pardee Reservoir to the Lake Amador Recreation Area and Oaks Mobile Home Park for domestic use.</li> <li>4) Upgrading of the LARA water treatment system and additional water storage</li> </ol>

# Water Quality Issues

- Jackson Valley:  
Domestic connection to  
raw water source
- Lake Camanche:  
groundwater quality
- Mule Creek Prison vicinity:  
groundwater impacted
- Ione Valley:  
aquifer vulnerable to  
wastewater discharge
- East Bay MUD:  
concerns about wastewater  
effluent discharge upstream  
of Pardee
- Jackson Valley:  
concerns regarding impacts  
of increased wastewater  
effluent discharge

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# Water Governance Options

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- Annex areas outside of bounds: River Pines PUD, Fiddletown CSD, Volcano CSD
- Consolidation of Rabb Park with AWA
- Dissolve Willow Springs Water District and CSAs 1 and 2
- Jackson: annexation within water service area



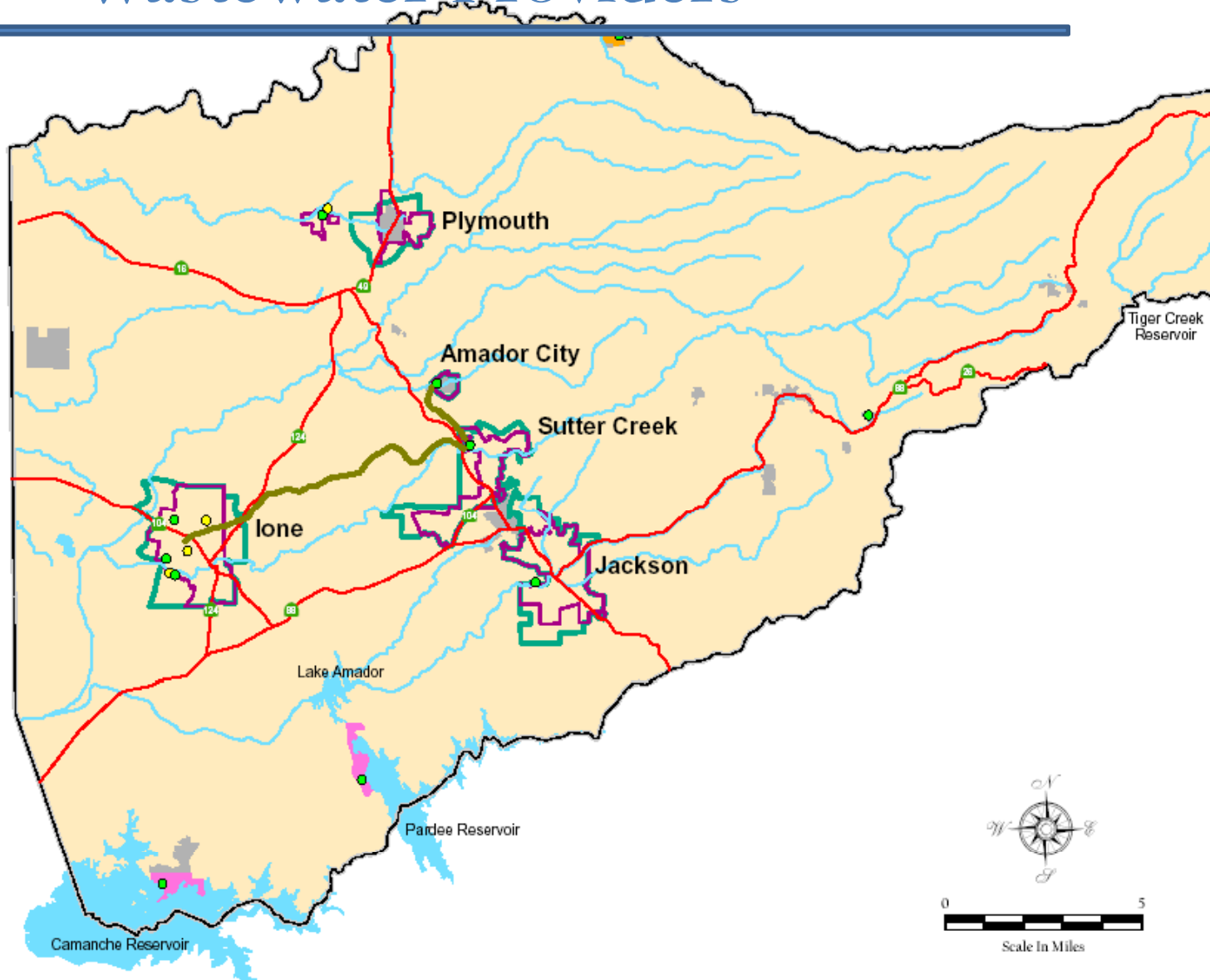
# Wastewater Providers

	Connections	Collection	Treatment	Disposal	Maintenance
Amador	115	✓			✓
Ione	1,275	✓	✓	✓	✓
Jackson	1,650	✓	✓	✓	✓
Plymouth	396	✓	✓	✓	✓
Sutter Creek	NP	✓	✓		✓
EBMUD	NP	✓	✓	✓	✓
Fiddletown CSD	50				
KMPUD	848	✓	✓	✓	✓
River Pines PUD	210	✓	✓	✓	✓

	Connections	Collection	Treatment	Disposal	Maintenance
<b>AWA Systems</b>					
Total	822				
Eagle's Nest	8	✓	✓	✓	✓
Surrey Junction	7	✓	✓	✓	✓
Wildwood Estates	34	✓	✓	✓	✓
Gayla Manor	79	✓	✓	✓	✓
Jackson Pines	64	✓	✓	✓	✓
Fairway Pines	42	✓	✓	✓	✓
Pine Grove	57	✓	✓	✓	✓
Viewpoint Estates	3	✓	✓	✓	✓
Tiger Creek Estates	2	✓	✓	✓	✓
Lake Camanche	366	✓	✓	✓	✓
Martell	160	✓			✓

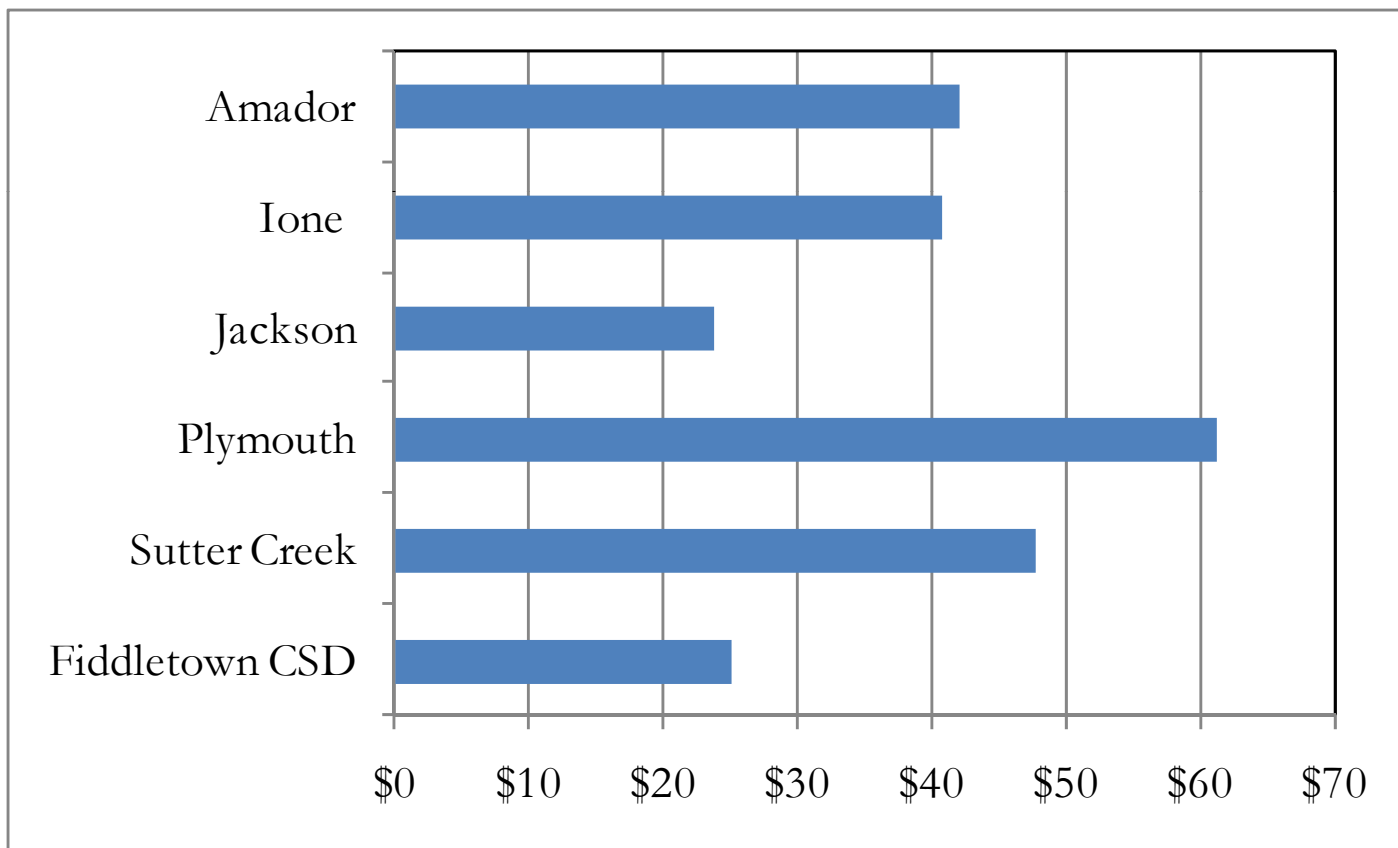
# Wastewater Providers

- East Bay MUD
- River Pines PUD
- City Sphere
- City Limits
- AWA Wastewater Service Area
- Major Water Bodies
- Streams
- County Boundary
- State Highway
- WWTP
- Ponds/Sprayfields
- ARSA Regional Outfall



# Wastewater Rates

## Average Monthly Charges, FY 07-08





# Wastewater Rates

## AWA Average Monthly Charges, FY 07-08



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# Wastewater Infrastructure Needs

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## Amador City

- Install emergency generators or remote communication systems at treatment system.
- Installation of new pumps.
- Modification of system to accommodate anticipated increased flows.

## Ione

- Additional storage capacity to handle peak flows in a wet year, meet the City's maximum obligation to ARSA (900 af), or to accommodate anticipated growth.
- Removal of accumulated sludge at the secondary WWTP
- Modification of the aged secondary WWTP to pumping, treatment, storage, and disposal facilities to expand its capacity and achieve regulatory compliance.
- Replacement or repair of collection system due to inflow and infiltration and overflows during heavy rain events.

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# Wastewater Infrastructure Needs

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## Jackson

- Replacement of a bar screen, addition of selector basins and creation of a backwash supply sump.
- May need to develop alternative disposal facilities in the future in response to evolving regulatory requirements.
- Growth would require the City to expand its treatment facility to accommodate increased flows.
- An ongoing capital replacement program addresses older portions of the collection system needing replacement.

## Plymouth

- Aeration and electrical improvements to ponds to accommodate current wastewater flows.
- Upgrade to an aerated lagoon treatment system, to a secondary treatment process and expand spray fields and reservoirs to meet projected demand.
- Implementation of tertiary treatment components to provide recycled water.
- Replacement or repair of pipelines to correct significant inflow/infiltration problems.

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# Wastewater Infrastructure Needs

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## Sutter Creek

- Additional biological treatment and source control by Sutter Creek and AWA is needed.
- Convert emergency storage basin into aerated lagoon, adding flow control system in the influent channel, and installing screw press dewatering facility.
- Additional capacity for emergency storage of peak flows during winter and to accommodate anticipated growth in the next 5-15 years.
- Correction of capacity problems caused by hydraulic overload and blockages.

## Fiddletown CSD

- Replacement of missing downslope monitoring well, three flow monitoring devices, repair of a broken valve box, and re-priming of dosing siphons.
- Removal of berry growth and fallen trees.
- Installation of posts to clearly mark inspection pipes.

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# Wastewater Infrastructure Needs

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## *Amador Water Agency*

- Martell area needs 50,000 gpd capacity in the short-term, as much as 400,000 gpd capacity by 2025 and 3.4 mgd for build-out demand.
- Lake Camanche Village area needs additional storage and disposal capacity; approximately 68,200 gpd capacity needed for current service requests and 166,200 gpd capacity is needed for future developments.
- Gayla Manor WWTP lacks adequate storage and disposal capacity for peak flows.
- AWA needs to make conveyance and disposal improvements at its three water treatment plants, to reduce wastewater flows and enhance water supplies.

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# Wastewater Governance Alternatives

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- Annexation of areas served outside bounds: River Pines PUD and Fiddletown CSD
- Annexation of growth areas: Ione, Jackson, Sutter Creek, Plymouth, Amador City
- Transfer of wastewater facilities to Fiddletown CSD

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# Other Municipal Service Providers

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## Service challenges

- Governing body

- 5 member governing board in CSDs
- Quarterly meetings

- LAFCO approved services

- CC&Rs
- Cemetery services

- Staffing

- General manager

- Service specific regulations

- Cemetery endowment funds
- Cemetery eligibility practices

- Service outside of bounds

- Annexation without LAFCO approval

- Property tax allocation to inactive agency

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# Other Municipal Service Providers

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## Governance Alternatives

- Formation of county service areas to replace road maintenance CSDs
- Approve cemetery services for Volcano CSD
- Annexation of areas assessed to Sunset Heights CSD
- Dissolution of inactive districts





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# Questions?

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