# A RESOLUTION OF THE BOARD OF DIRECTORS OF THE ORLAND-ARTOIS WATER DISTRICT

# **RESOLUTION NO. 2020-07**

# TO APPROVE THE OPERATIONS, LOAN CONVERSION, AND VOLUMETRIC CHARGES FOR WATER AND TO IMPOSE THOSE CHARGES FOR THE YEARS 2021 THROUGH 2025

WHEREAS, the Orland-Artois Water District ("OAWD") is organized and operates under the California Water District Law, Water Code sections 34000 through 38501, and may adopt and set fees and charges for water service pursuant to Article XIII D of the California Constitution, Government Code sections 53750 through 53756, Water Code sections 35470 through 35482, and other applicable law;

# WHEREAS, the OAWD Board of Directors finds and determines as follows:

- 1. The Board has adopted the *Policy of the Orland-Artois Water District Regarding the Calculation of Operations, Loan Conversion, and Volumetric Charges* (the "Policy"). This resolution adopts updates to the Policy, which describes how the Operations Charge and Volumetric Charge will be calculated and imposed for the years 2021 through 2025, and how the new Loan Conversion Charge for converting the District's CVP construction debt to a 20-year bank loan will be calculated and imposed. The updated Policy is attached to this Resolution as Exhibit A, which upon its approval herein, is made a part of this resolution.
- 2. OAWD staff has prepared a staff report entitled *Proposed OAWD Water Charges* for The Years 2021 Through 2025 ("Staff Report"), which is attached hereto as Exhibit B and made a part of this resolution. The Staff Report includes analyses and information concerning the calculation of and reasons for the Operations Charge, Loan Conversion Charge, and Volumetric Charge beginning in 2021. The Board of Directors has reviewed the Staff Report and concludes that the facts in the Staff Report are true and correct.
- 3. The Operations Charge is calculated and will be imposed by this resolution in a manner that meets the requirements of Article XIII D, section 6, subsection (b), of the California Constitution. This finding is based on the following facts and those set forth in the staff report supporting this resolution:
- A. The purpose of the Operations Charge that is imposed by this resolution is to obtain revenues sufficient to cover OAWD's fixed expenses that are not dependent on the annual amounts of water that OAWD delivers to its customers (the "Fixed Expenses"). These Fixed Expenses include: (i) OAWD's budgeted overhead expenses, including for accrual of prudent reserves; (ii) the Tehama-Colusa Canal Authority's assessments; and (iii) the State Water

Resources Control Board's ("SWRCB") water right fees. The Staff Report more particularly describes OAWD's Fixed Expenses, and the calculation of those expenses.

- B. OAWD's calculated Fixed Expenses for overhead expenses for 2021 are estimated to be \$1,332,293.
- C. OAWD's water delivery system can deliver irrigation water at existing turnouts and connections to customers occupying 28,888.59 acres within the district, and the Operations Charge is a per-acre charge that is calculated by dividing OAWD's Fixed Expenses, less the assessment revenue for overhead expenses, by the 28,888.59 acres to which OAWD makes irrigation water service immediately available. The Operations Charge therefore does not exceed each parcel's proportional share of OAWD's Fixed Expenses; and the Operations Charge is imposed only on parcels to which OAWD actually makes irrigation water service immediately available.
- D. Allocating the Fixed Expenses on each of the 28,888.59 acres to which OAWD makes irrigation water service immediately available will result in an Operations Charge of \$46.12 per-acre. The Operations Charge that is imposed by this resolution has been calculated and fixed in an amount that is sufficient to pay and not exceed the costs of OAWD's Fixed Expenses. The calculation of the Operations Charge is more particularly described in the Staff Report.
- 4. The Volumetric Charge is calculated and will be imposed by this resolution in a manner that meets the requirements that are set forth at Article XIII D, section 6, subsection (b), of the California Constitution. This finding is based on the following facts and those set forth in the staff report supporting this resolution:
- The purpose of the Volumetric Charge is to recover the District's payment A. of United States Bureau of Reclamation's (USBR) water service charges for water that it delivers to OAWD through the Tehama-Colusa Canal, and OAWD's costs to pump CVP water from the Tehama-Colusa Canal and to make that water available to OAWD customers (the "Variable Expenses"). OAWD's Variable Expenses vary based on the amount of water that USBR delivers to OAWD and the amount of the delivered water those landowners within the District purchase from OAWD. To recover OAWD's Variable Expenses, OAWD's Volumetric Charge includes: (1) a USBR water service charge component; (2) an OAWD pumping cost component related to OAWD's pumping of water from the Tehama-Colusa Canal; (3) Public Use Energy Remittance; (4) Trinity Public Utilities District Fee; (5) Restoration Fee; (6) funding for unanticipated increases in USBR water service charges in previous years that were unknown when the Volumetric Rate is calculated; (7) in some years, a groundwater pumping cost component to pay for OAWD's costs to pump groundwater that OAWD uses to supplement its surface water supply and meet customer water demands; and (8) in some years, an imported water cost component in years when the District expects to purchase surface water from a non-USBR source to supplement its water supplies, or in a year to pay for imported water costs that were incurred but not included in the Variable Expenses for the previous year. These components of the Volumetric Charge are described in the Staff Report.
- B. USBR has not published its 2021 water service rates, which requires the District to use 2020 rates as a guideline until the 2021 rates are available, at which time OAWD

staff shall update the 2021 rates and provide a minimum of 30 days' notice prior to the 2021 rates going into effect.

- C. OAWD's Variable Expenses in 2020 are estimated to be \$3,377,065.00 and the 2020 Volumetric Charge is estimated to be \$85.50 per acre-foot.
- D. For 2020, as of the date that the Board of Directors adopts this resolution, but subject to change, OAWD's allocation from the USBR is 50% which means that all water delivered under the CVP water service contract will be charged at the Tier 1 rate. For 2020 that rate is \$60.41. Additionally, there are per acre-foot USBR charges of \$0.94 for Other Project Use Energy ("PUE") Remittance, \$4.65 for Direct Pumping, \$10.91 for Restoration, and \$0.12 for Trinity Public Utility District ("PUD").
- E. OAWD's pumping costs vary based on the amount of water that it pumps from the Tehama-Colusa Canal into the District water system for delivery to OAWD customers. If OAWD takes delivery of the entire 53,000 acre-feet of its allocation, OAWD estimates that it would incur pumping costs in the amount of \$246,450 or \$4.65 per-acre-foot of OAWD's CVP water allocation. In addition, there is an additional pumping charge of \$8.00 per acre-foot for Warren Act Water which is pumped through the District system and for District well water when it is put into the canal for District use.
- F. In years when OAWD supplements its surface water supply with groundwater in order to satisfy customers' water demands, the Volumetric Charge would include a cost component to pay for OAWD's estimated groundwater pumping costs, and associated Warren Act Costs, which fluctuate, based on the amount of groundwater that OAWD pumps. For 2020, the District anticipates pumping groundwater from its wells at an estimated cost of \$70,000.00. Therefore, for 2020 a groundwater pumping cost component has been included in the Volumetric Charge.
- G. OAWD has a multi-year contract for the purchase of up to 6,000 acre-feet of CVP water with Maxwell Irrigation District (MID). In Shasta Critical years, the amount of water is reduced to 1,500 acre-feet. The cost of the water is variable depending on the allocation the District receives for any given year during the contract's term. This cost is therefore deemed a pass-through cost and is calculated into the volumetric price of District water on an annual basis when the costs are known. OAWD also has other imported water contracts. It purchases 2,500 acre-feet annually from Jack Baber under a contract which automatically renews every two years. OAWD also has been purchasing 3,500 acre-feet annually from the Princeton-Codora-Glenn Irrigation District under an informal contract, which ends in 2020, but which the parties plan to renew. Because these contracts also have variable costs depending on water-year type, the charges for these contracts are also considered pass-through costs and are calculated each year as part of the Volumetric Charge.
- H. In some years, the District purchases additional surface water from willing sellers in order to supplement its CVP water allocation and groundwater supplies to increase total supplies available to all OAWD water users. In years when the District can estimate the amount and price of water that it will purchase, it will include them in the imported water cost component in the Volumetric Charge to pay for those estimated costs. If the District's Volumetric Charge for a year does not include an imported water cost component, and the District purchases imported

water to supplement its supplies during that year, then the Volumetric Charge for the following year will include an imported water cost component to pay for the previous year's imported water costs. For 2020, the District anticipates purchasing imported water and therefore is including an imported water cost component in its Volumetric Charge. For 2020 the Volumetric Rate includes \$259.150 for Jack Baber water, \$599,400 for MID water, and \$402,220 for PCGID water.

- I. The O&M Deficit Charge is an estimate of the USBR's O&M costs, which are passed on to the District. This charge is a pass-through charge and is based on the District's full 53,000 acre-feet allocation. If the USBR's estimate is high, the District receives a credit which can be added to water reserves. If the estimate is low, the District receives a bill which is paid from Water Reserves. The Water Reserves are funded by a component of the Water Rate. Water Reserves presently has a maximum target of \$1,000,000 and is covered under OAWD's Reserve Account Policy.
- J. The Volumetric Charge is a per-acre-foot charge that will be imposed on each acre-foot of surface water that OAWD expects to sell to its customers. The Volumetric Charge therefore does not exceed the proportional share of OAWD's Variable Expenses that is attributable to each acre-foot of water that OAWD will sell; and the Volumetric Charge will be charged if a customer purchases water from OAWD.
- K. The Volumetric Charge that is imposed by this resolution has been calculated and fixed in an amount that is sufficient to pay and not exceed the amount of Variable Expenses and Volumetric Charge revenue will be used to pay only OAWD's Variable Expenses.
- L. In any year, if Variable Expenses exceed the amount of Volumetric Charge revenue that OAWD receives, then OAWD will pay the amount of the Variable Expenses that exceeds that revenue out of its reserves, and will include that amount as a line-item expense in the Variable Expenses for the following year. In any year, if Volumetric Charge revenue exceeds the amount of Variable Expenses, then the amount of the overage will be used to pay that amount of Variable Expenses for the following year.
- 5. The Loan Conversion Charge is calculated and will be imposed by this resolution in a manner that meets the requirements of Article XIII D, section 6, subsection (b), of the California Constitution. This finding is based on the following facts and those set forth in the staff report supporting this resolution:
- A. The purpose of the Loan Conversion Charge that is imposed by this resolution is to obtain revenues sufficient to cover OAWD's annual principal, interest, and reserve-funding payments on a 20-year bank loan that it will obtain to pay off the accrued CVP construction debt allocated to OAWD by USBR for the building of the CVP water infrastructure necessary to divert, store, and convey water to the District's diversions on the Tehama-Colusa Canal. The CVP Construction Loan has a balance of \$8,100,000. The District currently pays for the CVP Construction loan as part of its Volumetric Charge. For 2020 that portion of the rate is \$34.37 per acre-foot.
- B. The maximum annual loan payment that the District will incur is \$817,719, which payment could be lower at the time the loan is finally negotiated depending on the interest rate, debt service coverage requirement, and discount rate that USBR applies to the repayment

amount. If the actual annual loan payment is lower than \$817,719, the per-acre Loan Conversion Charge will be reduced to reflect the actual costs of the loan.

- C. Because the benefits that paying off the CVP Construction Loan debt would provide to all landowners and water users, including lower long-term water rates, obtaining a permanent CVP water service contract in the amount of 53,000 acre-feet, and termination of the RRA acreage limitation, the Loan Conversion Charge will be imposed equally on each of the 28,888.59 acres of land to which OAWD can currently make water available. If additional lands are annexed into the District, this charge would be imposed on those parcels, thus lowering the charge on a per-acre basis.
- D. OAWD's water delivery system can deliver irrigation water at existing turnouts and connections to customers occupying 28,888.59 acres within the district, and the Loan Conversion Charge is a per-acre charge that is calculated by dividing the annual debt service costs for the bank loan by the 28,888.59 acres to which OAWD makes irrigation water service immediately available. The Loan Conversion Charge therefore does not exceed each parcel's proportional share of the annual loan payment; and the Loan Conversion Charge is imposed only on parcels to which OAWD actually makes irrigation water service immediately available.
- E. Allocating the maximum annual loan payment on each of the 28,888.59 acres to which OAWD makes irrigation water service immediately available will result in a Loan Conversion Charge of \$28.31 per-acre. The Loan Conversion Charge that is imposed by this resolution has been calculated and fixed in an amount that is sufficient to pay and not exceed the costs of OAWD's loan to repay the CVP Construction Debt. The calculation of this charge is described in more detail in the Staff Report. This charge is intended to be fixed and will not be subject to annual inflationary or other adjustments. It therefore will remain in place until the earlier of the pay-off of the bank loan in 20 years, any earlier repayment of the loan, or any need for adjustment, which will require new Proposition 218 proceedings.
- 6. The Operations Charge, Volumetric Charge, and Loan Conversion Charge are charges for water, which is not a general governmental service, but is a property-related service within the meaning of Article XIII D, section 6, subsection (b)(5).
- 7. OAWD has satisfied all of the procedural requirements that are set forth in Article XIII D, section 6, subsection (a), of the California Constitution. This finding is based on the following facts:
- A. Pursuant to the Board of Directors' direction, OAWD staff prepared a Notice of Proposition 218 Hearing Regarding Proposed Water Charges for 2021 through 2025 (the "Proposition 218 Notice"). The Proposition 218 Notice:
- i. Identified each of the parcels on which the Operations Charge will be imposed by including a list of Glenn County Assessor Parcel Numbers for the parcels that will be subject to the Operations Charge;
- ii. Specified the amount of the Operations Charge \$46.12 per-acre for 2021 that will be imposed upon each parcel;

- iii. Specified that the amount of the Volumetric Charge estimated at \$85.50 per-acre foot for 2020 that will be imposed on each acre-foot of water that a customer purchases' from OAWD;
- iv. Specified that the amount of the Loan Conversion Charge \$28.31 per-acre that will be imposed on each acre of land that is capable of receiving CVP surface water from OAWD:
- v. Explained the bases upon which the amounts of the Operations Charge, Volumetric Charge, and Loan Conversion Charge were calculated, and the reasons for the charges;
- vi. Stated that the OAWD Board of Directors would hold a public hearing on September 15, 2020 at 1:30 p.m. at the OAWD Office to consider adopting the proposed charges; and
- vii. Informed OAWD landowners that: (1) they could file written protests to the proposed charges by September 14, 2020 at 4:00 p.m.; (2) the written protest must include the Assessor's Parcel Number of each parcel for which the protest is being submitted, and that only one protest per parcel would be counted; (3) at the September 15, 2020 public hearing, the OAWD Board of Directors will consider all written protests that are received by the September 14, 2020 deadline and any written protests submitted at the hearing; and (4) if protests are not received by a majority of parcels, then, after the public hearing, the Board may adopt a resolution to adopt the Operations, Volumetric, and Loan Conversion Charges.
- B. On or before August 1, 2020, OAWD staff mailed a Proposition 218 Notice to each record owner of property that will be subject to the Operations Charge, Volumetric Charge, and Loan Conversion Charge at the landowner's address listed on the OAWD assessment roll.
- C. On September 15, 2020, the OAWD Board of Directors held a hearing to consider adopting the Operations Charge, Volumetric Charge, and Loan Conversion Charge, and considered all written protests filed against the charges that OAWD received by the September 14, 2020 deadline and submitted at the hearing. The Board of Directors held its hearing more than 45 days after staff mailed the Proposition 218 Notice to landowners.
- 8. No majority protest exists and the OAWD Board of Directors may proceed to adopt a resolution to adjust the Operations Charge, Volumetric Charge, and Loan Conversion Charge and to impose those charges beginning in the 2021 irrigation season. This finding is based on the following facts:
- A. The 28,888.59 acres to which OAWD makes irrigation water service immediately available comprise 382 parcels, each of which is assigned a Glenn County Assessor Parcel Number.
- B. In order for a majority protest to exist, OAWD must receive written protests from landowners representing a majority of parcels, or 192 parcels that will be subject to the Operations, Loan Conversion, and Volumetric Charges.

- C. OAWD received 1 written protest to the Operations Charge, Volumetric Charge, and/or Loan Conversion Charge by 4:00 p.m. on September 14, 2020 and at the hearing.
- D. OAWD staff validated each written protest that it received by comparing the protest to OAWD's list of parcels that will be subject to the proposed charges. OAWD staff verified that only one protest per parcel was counted, and that the parcels for which the protests were submitted are parcels that are located within the District and that will be subject to the proposed charges. OAWD staff determined that valid written protests were submitted by landowners representing 1 parcel, which is fewer than 50% of the 382 parcels that will be subject to the proposed charges.
- 9. The Operations Charge, Volumetric Charge, and Loan Conversion Charge are charges for water service. OAWD's Board of Directors may therefore adopt and impose these charges without first obtaining voter approval pursuant to Article XIII D, section 6, subsection (c), of the California Constitution.
- 10. Pursuant to Government Code sections 53755 and 53756, OAWD's Board of Directors may automatically adjust the Operations Charge and Volumetric Charge to pass through increases in USBR's charges to OAWD, any variation in charges incurred for purchased and imported water to supplement District surface water supplies, and any increases that are due to inflation for up to five years, subject to the following:
- A. The Operations Charge may be automatically increased due to inflation on April 1<sup>st</sup> of each year following the adoption of this resolution based on the previous year's change in the U.S. Consumer Price Index for All Urban Consumers, San Francisco Region, as calculated by the U.S. Department of Labor, Bureau of Labor Statistics. Notwithstanding the previous sentence, any automatic adjustment to the Operations Charge will be limited so that, in any year, Operations Charge revenue will not exceed the amount of OAWD's Fixed Expenses.
- B. The Volumetric Charge will be automatically adjusted to pass through to OAWD customers any increases or decreases in OAWD's CVP water costs, including any increases or decreases in the USBR water service charges and any increase in costs for purchased and imported water, and variations in pumping costs. Notwithstanding the previous sentence, any automatic adjustment to the Volumetric Charge will be limited so that, in any year, Volumetric Charge revenue will not exceed the amount of OAWD's Variable Expenses.
- C. OAWD shall provide landowners and customers notice of any increase in the Operations Charge and Volumetric Charge pursuant to Government Code sections 53755, subdivision (a), and 53756, subdivision (d), at least 30 days before that increase becomes effective.
- 11. Pursuant to Water Code sections 35470 through 35482, OAWD's Board of Directors may fix and adopt the Operations Charge, Volumetric Charge, and Loan Conversion Charge, and may charge penalties and interest on delinquent charges and use all lawful means to collect such charges including recording of liens and collection on the County tax roll as authorized.

WHEREAS, after the Board of Directors adopts this resolution and subject to final Board approval of all documents and execution of all required agreements to obtain bank loans to convert

the District's CVP water service contract to a permanent repayment contract and to pay off the 9(d) Loan agreement, OAWD will not have any "excess" lands under the Reclamation Reform Act of 1982.

WHEREAS, the OAWD Board of Directors desires to adopt the Operations Charge, Volumetric Charge, and Loan Conversion Charge as described above and in the Staff Report, and to impose those charges beginning in 2021.

NOW, THEREFORE, BE IT RESOLVED by the Board of Directors of the Orland-Artois Water District as follows:

- 1. Adoption Subject to Policy. OAWD shall calculate its Operations, Volumetric, and Loan Conversion Charges, and impose those charges, in a manner that is consistent with the Policy. The OAWD Board of Directors may amend or revise the Policy from time to time. The Policy has been amended as shown in Exhibit A to this resolution and the amended Policy is hereby approved and made a part hereof.
- 2. Imposition and Automatic Increase of Operations Charge. Beginning in 2021, OAWD shall impose an Operations Charge of \$46.12 per-acre on each of the 28,888.59 acres to which OAWD makes irrigation water service immediately available. Pursuant to Government Code section 53756, subdivision (b), the Operations Charge may be increased due to inflation on April 1st of each year following the adoption of this resolution based on the previous year's change in the U.S. Consumer Price Index for All Urban Consumers, San Francisco Region, as calculated by the U.S. Department of Labor, Bureau of Labor Statistics. Pursuant to Government Code section 53756, subdivision (d), OAWD shall provide at least 30 days' notice of any automatic increase in the Operations Charge. Any automatic adjustment to the Operations Charge will be limited so that Operations Charge revenue will not exceed the amount of OAWD's Fixed Expenses.
- 3. **Payment of Operations Charge.** OAWD landowners shall pay the Operations Charge in two installment payments of \$23.06 each, which must be received by OAWD on or before June 1, 2021 or prior to any water use, and October 1, 2021, respectively, or on such other dates that the Board may fix from time to time.
- 4. Imposition and Automatic Increase of Volumetric Charge. Beginning in 2021, OAWD shall impose a Volumetric Charge in the amount of \$85.50 per-acre-foot of water that OAWD sells to a customer. Pursuant to Government Code section 53756, subdivision, (c), OAWD will pass through any USBR adopted increases or decreases in CVP water, including any increases or decreases in the USBR water service charges, any increase in costs for purchased and imported water, and variations in pumping costs and Restoration Charges for the then-current water year by allocating those increases among the amount of CVP water that OAWD expects to purchase from USBR for that year. Pursuant to Government Code section 53756, subdivision (d), OAWD shall provide at least 30 days' notice of any automatic increase in the Volumetric Charge. Any automatic adjustment to the Volumetric Charge will be limited so that Volumetric Charge revenue will not exceed the amount of OAWD's Variable Expenses.
- 5. Payment of Volumetric Charge. The Volumetric Charges shall be paid as follows: (a) each customer shall apply for and commit to an amount of water by April 1<sup>st</sup>; and (b) each

customer shall pay Volumetric Charges for one-half of the total amount of committed water on or before April 30, 2021, or before the customer uses irrigation water, whichever is earlier; and (c) the customer shall pay for the remainder of the committed water on or before June 30, 2021, and (d) for additional water customers may require, OAWD staff will, if possible, procure excess District Water or purchase water from other contractors. Customers requiring additional water will be required to pay for all costs to the District, including the cost of the water, for additional water in advance of delivery. Payments for water are non-refundable unless approved by the Board of Directors. The water application policy will be evaluated annually by the Board of Directors and adjusted as deemed necessary by the Board of Directors.

- 6. Imposition and Payment of Loan Conversion Charge. Beginning in 2021 and continuing for as long as provided in Section 9 below, OAWD shall impose the Loan Conversion Charge in the amount of \$28.31 per acre on each of the 28,888.59 acres to which OAWD makes irrigation water service immediately available. OAWD landowners shall pay the Loan Conversion Charge in two installment payments of \$14.16 each, per-acre, which must be received by OAWD on or before June 1, 2021 or prior to any water use, and October 1, 2021, respectively, or on such other dates that the Board may fix from time to time.
- 7. Penalties and Interest on Delinquent Operations, Volumetric, and Loan Conversion Charges. The Operations, Volumetric, and Loan Conversion Charges shall be considered delinquent on the 30th day after the date on which the charge or any installment payment thereof, is billed and due or immediately after the last day of a grace period. Charges that become delinquent shall be subject to a 10% penalty, and interest shall accrue on such delinquent charges at the rate of 1.5% per month, pursuant to Water Code section 35470.5.
- 8. Use of Operations, Volumetric, and Loan Conversion Charge Revenue. Operations Charge revenue shall be used to pay only OAWD's Fixed Expenses, as described in this resolution, the Policy, and the Staff Report. Volumetric Charge revenue shall be used to pay only OAWD's Variable Expenses, as described in this resolution, the Policy, and the Staff Report. Loan Conversion Charge revenue shall be used only to pay the costs of repaying the bank loan obtained by OAWD to pay off the CVP construction debt and related expenses, including interest and establishment of reserves to support loan repayment.
- 9. Expiration of Operations, Volumetric, and Loan Conversion Charges. The Operations, Volumetric Charges that are imposed and subject to automatic increase by this resolution shall expire five years after the date on which this resolution is passed and adopted, unless the charges are first extended, increased or decreased by a subsequent resolution of the OAWD Board of Directors before the expiration of that five-year period. The Loan Conversion Charge is intended to be a level charge not subject to change and shall remain in effect until the earlier of: (1) repayment of the bank loan obtained to pay off the CVP construction loan at the expiration of its term; (2) any earlier repayment of the loan; or (3) any proceeding under Proposition 218 to change the amount of the Loan Conversion Charge stated in this resolution.
- 10. California Environmental Quality Act. The adoption and imposition of the Operations Charge, Loan Conversion Charge, and Volumetric Charge is exempt from environmental review under the California Environmental Quality Act ("CEQA"), pursuant to Public Resources Code section 21080, subdivision (b)(8), and CEQA Guideline section 15273.

11. **Effective Date.** The Operations Charge, Loan Conversion Charge, and Volumetric Charge shall be effective immediately on the date on which the Board of Directors adopts this resolution.

PASSED AND ADOPTED on the 15<sup>th</sup> day of September, 2020, by the following vote of the Board of Directors of the Orland-Artois Water District:

AYES:

M. Vereschagin, E. Pieper, J. Jones, C. Schonauer

NOES:

None

ABSENT:

J. Erickson

ABSTAIN:

None

President, Board of Directors: John Michael Vereschagin

Attest:

Secretary: Emil Cavagnolo

#### Exhibit A

# POLICY OF THE ORLAND-ARTOIS WATER DISTRICT REGARDING THE CALCULATION OF OPERATIONS, VOLUMETRIC, AND LOAN CONVERSION CHARGES

# 1. Purpose of the Policy

The purpose of this policy is to ensure that Orland-Artois Water District's (OAWD) Operations, Volumetric, and Loan Conversion Charges for water service are calculated in a consistent manner before the beginning of each United States Bureau of Reclamation (USBR) water year and imposed consistently throughout the District. This policy describes how each charge is calculated and imposed. This policy also explains what parcels within the District are subject to these charges.

# 2. The Operations Charge

#### 2.1 Purpose of the Operations Charge

The purpose of the Operations Charge is to recover OAWD's fixed expenses that are not dependent on the amounts of water that OAWD delivers to its customers (the "Fixed Expenses"). These Fixed Expenses include: (1) OAWD's budgeted overhead expenses; (2) the Tehama-Colusa Canal Authority's ("TCCA") assessment; (3) the State Water Resources Control Board's ("SWRCB") water rights fee; and (4) as determined by the Board, an amount to accrue one or more prudent reserves for major planned and unanticipated future operational and capital expenses. If, during any year, OAWD uses its financial reserve funds to pay any major OAWD expenses, then OAWD will include in its Fixed Expenses for the next year a reasonable amount to replenish OAWD's financial reserves. The Water Code authorizes OAWD to collect charges to pay for these Fixed Expenses. (Water Code, §§ 35401, 35470-35482.)

#### 2.2 Components of the Operations Charge

#### OAWD Overhead Expenses

OAWD's overhead expenses include staff salaries and benefits, operations expenses, supply and equipment costs, maintenance costs, and other fixed costs. The OAWD budget for the ensuing year shall be used in order to calculate the OAWD overhead expenses for that year.

# TCCA Assessment

The TCCA charges OAWD an assessment to pay for certain canal-related expenses. The TCCA imposes an annual assessment on OAWD for this purpose, based on a five-year running average of OAWD water use. This expense is therefore like a fixed expense because it does not directly vary based on the amount of water that USBR delivers to OAWD during any single year. OAWD Fixed Expenses for the ensuing year shall include the actual or estimated TCCA assessment for that year.

# SWRCB Water Rights Fee

The SWRCB imposes an annual water rights fee on OAWD based on OAWD's USBR water service contract amount of 53,000 acre-feet of CVP water. The amount of the SWRCB water rights fee does not depend on how much CVP water USBR actually delivers to OAWD. OAWD's Fixed Expenses for the ensuing year shall include the actual or estimated SWRCB water rights fee for that year.

# Funding for OAWD Reserves

OAWD maintains financial reserves in order to pay unexpected capital expenses, make catastrophic repairs, replace equipment, and pay other major operational expenses of the District. If, during any year, OAWD uses its reserve funds for any such expenses, then OAWD may include in its Fixed Expenses for the ensuing year a reasonable amount to replenish OAWD's financial reserves. If OAWD needs to build up its reserves, then OAWD may include in its Fixed Expenses a reasonable amount to build up those reserves.

#### 2.3 <u>Calculation of the Operations Charge</u>

In order to calculate the Operations Charge, OAWD staff shall calculate the Fixed Expenses that are described in Section 2.2. OAWD imposes an assessment on each of the 28,918.01 acres within the district, regardless of whether OAWD makes water service immediately available to that land (the "Assessment"). The maximum assessment that the District is authorized to collect is \$24.94 per acre. Previously, the Board reduced the amount of the Assessment collected by five dollars and that amount was collected as a component of the Operations Charge. In 2021 and future years, OAWD will not include the five dollars in the Operations Charge and will instead collect the full amount in the assessment in order to repay in full the outstanding amount of the USBR's 9(d) loan to build the District water system as part of converting OAWD's existing 25-year water service contract to a permanent agreement.

If the OAWD Board of Directors so determines in an ordinance or resolution approving water rates, the components of the Operations Charge other than the TCCA Assessment and SWRCB Water Rights Fee may be increased due to inflation on April 1st of each year based on the previous year's change in the U.S. Consumer Price Index for All Urban Consumers, San Francisco Region, as calculated by the U.S. Department of Labor, Bureau of Labor Statistics. Any automatic adjustment to the Operations Charge will be limited so that, in any year, Operations Charge revenue will not exceed the amount of OAWD's Fixed Expenses.

# 2.4 Excess Lands

Under the Reclamation Reform Act of 1982 ("RRA"), landowners are limited to using CVP water on a maximum of 960 acres of land. If a landowner owns more than 960 acres of land, then, under the RRA, the landowner is required to designate acreage beyond the 960-acre limit as "excess." CVP water may not be used on these "excess" acres. With the District's conversion of its water service contract, which is expected to be completed by the end of 2020, the RRA acreage limitation will terminate and there will no longer be any excess lands in the District. As a result,

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CVP surface water delivery at normal rates will be available to all acres served by the District water system or annexed into OAWD in the future under the terms of the Annexation Policy and landowner agreement.

# 3. The Volumetric Charge

#### 3.1 Purpose of the Volumetric Charge

The purpose of the Volumetric Charge is to recover: (1) USBR's water service charges for water that it delivers to OAWD through the Tehama-Colusa Canal; (2) OAWD's costs to pump CVP water from the Tehama-Colusa Canal and to make that water available to OAWD customers; (3) OAWD's groundwater pumping costs; and (4) OAWD's imported water costs (the "Variable Expenses"). OAWD's Variable Expenses vary based on the amount of water that landowners within the District purchase from OAWD.

The Volumetric Charge shall be calculated to ensure that OAWD customers pay one uniform per-acre-foot rate for OAWD-delivered water, regardless of the source of that water or the time during the year when the customer purchases the water. In order to calculate a uniform Volumetric Charge, OAWD staff shall estimate the expenses for each component of OAWD's Variable Expenses for the ensuing year. If necessary, OAWD staff shall: (1) add any estimated unfunded expenses for that component that were not included in the Variable Expenses for the current year, or that were unanticipated and will not be funded by the Volumetric Charges collected during the current year; and (2) subtract any estimated surplus revenue for that component charge that OAWD staff estimates will be collected during the current year.

# 3.2 Components of the Volumetric Charge and Calculation of Each Component

USBR Water Service Charge Component

USBR and OAWD entered into a CVP water service contract, which provides that USBR may deliver to OAWD up to 53,000 acre-feet of water through the Tehama-Colusa Canal. USBR's water service charges are tiered based on the amount of water that USBR delivers to OAWD. USBR imposes its tiered water service charges as follows: (1) USBR imposes a Tier 1 charge on each acre-foot of delivered water, up to 80% of OAWD's CVP contract amount; (2) USBR imposes a Tier 2 charge on each acre-foot of delivered water that exceeds 80%, but is 90% or less, of OAWD's CVP contract amount; and (3) USBR imposes a Tier 3 charge on each acre-foot of delivered water that exceeds 90% of OAWD's CVP contract amount. The amount of USBR water service charges that OAWD pays therefore depends on the amount of water that USBR allocates to OAWD. USBR's water allocation varies from year to year based on demands on the CVP, storage in CVP reservoirs and climatologic and meteorological conditions or expected conditions. OAWD staff shall confirm with USBR or estimate the amount of CVP water that OAWD should receive during the ensuing year.

If USBR confirms, or OAWD staff estimates, that USBR will deliver 80% or less of OAWD's CVP water service contract amount, then the USBR water service charge component of the Volumetric Charge shall be only the USBR Tier 1 charge for that year. If USBR confirms, or OAWD staff estimates, that USBR will deliver between 81% and 90% of OAWD's CVP water

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service contract amount, then Tier 1 and Tier 2 charges would apply to that amount of water. Under these circumstances, OAWD will calculate a "blended" USBR water service charge component as follows: (1) multiplying the Tier 1 and Tier 2 charges by the amounts of water that would be subject to each charge; (2) adding the resulting total amounts of Tier 1 and Tier 2 charges; and (3) dividing the sum of the charges by the number of acre-feet of water that USBR allocates to OAWD. This calculation is illustrated below:

	Tier 1: \$_	x 42,400	acre-feet (80% of 53,000 acre-feet	) =	\$
	Tier 2: \$_10% of 5	xx 3,000 acre-feet	acre-feet (up to 5,300 acre-feet,	=	\$ 
	Total			=	\$ 
foot U	\$ JSBR water	_ divided by r service charge	acre-feet of allocated water e component of the Volumetric Ch		\$ per acre-

If USBR confirms, or OAWD staff estimates, that USBR will deliver more than 90% of OAWD's CVP water service contract amount, then Tier 1, Tier 2 and Tier 3 charges would apply to that amount of water. Under these circumstances, OAWD will calculate a "blended" USBR water service charge as follows: (1) multiplying the Tier 1, Tier 2 and Tier 3 charges by the amounts of water that would be subject to each charge; (2) adding the resulting total amounts of Tier 1, Tier 2 and Tier 3 charges; and (3) dividing the sum of the charges by the number of acrefeet of water that USBR allocates to OAWD. This calculation is illustrated below:

	Tier 1: \$	_x 42,400 acre-fee	et (80% of 53,000 acre-feet)	=	\$	
	Tier 2: \$	x 5,300 acre-feet	(10% of 53,000 acre-feet)	=	\$	
	Tier 3: \$	x acre-fe	et (up to 5,300 acre-feet,			
	10% of 53,0	000 acre-feet)		=	\$	
						196
	Total			=	\$	
			acre-feet of allocated water	r =	r	er acre-foot
USBR	water service	e charge componen	t of the Volumetric Charge.			

# OAWD Pumping Cost Component

OAWD's water delivery system. The pumping cost component of OAWD's Volumetric Charge would pay for these costs. OAWD's pumping costs vary based on the amount of water that it pumps from the Tehama-Colusa Canal for delivery to OAWD customers. OAWD staff shall estimate OAWD's pumping costs for the ensuing year and: (1) add any pumping costs that were or will be incurred but not collected during the current year; and (2) subtract any estimated pumping cost revenue that exceeds OAWD's pumping costs for the current year. The resulting amount shall be divided by the amount of water from all sources that OAWD expects to sell and deliver to customers during the ensuing year.

# Groundwater Pumping Cost Component

In some years OAWD supplements its surface water supply with groundwater in order to satisfy customers' water demands. If OAWD staff determines that the District will need to pump groundwater to supplement its surface water supplies during the ensuing year, then, if possible, OAWD staff shall estimate the amount of groundwater that OAWD will need to pump and the pumping costs for that amount of groundwater. OAWD staff shall: (1) add any groundwater pumping costs that were incurred, or will be incurred, but not collected during the current year; and (2) subtract any estimated groundwater pumping cost revenue that will exceed OAWD's groundwater pumping costs for the current year. The resulting amount shall then be divided by the amount of water from all sources that OAWD expects to sell and deliver to customers during the ensuing year.

# Imported Water Cost Component

In some years, OAWD purchases water from willing sellers in order to supplement its CVP water allocation and groundwater supplies, and makes that water available to all OAWD customers. If OAWD staff determines that the District will need to purchase imported water to supplement its surface water and groundwater supplies during the ensuing year, then, if possible, OAWD staff shall estimate the amount of imported water that OAWD will need to purchase and the cost of that water. OAWD staff shall: (1) add any imported water costs that were incurred but not collected during the current year; and (2) subtract any estimated surplus imported water cost revenue that will exceed OAWD's imported water costs for the current year. The resulting amount shall then be divided by the amount of water from all sources that OAWD expects to sell and deliver to customers during the ensuing year.

# Supplemental Water (Not a Component of Volumetric Charge)

In some years, certain OAWD landowners request that OAWD purchase water from willing sellers and then sell that water to those landowners at OAWD's cost for the water, plus any wheeling and administrative charges incurred by OAWD. This supplemental water is not generally made available to all District customers and therefore it is not subject to the Volumetric Charge. These are voluntary transactions facilitated by OAWD that are entered into by contract between interested District landowners, willing sellers and OAWD. As a result, the District's charges for this water are not subject to Proposition 218.

#### USBR Capital and Restoration Charge Component

USBR has been imposing Capital and Restoration Charges on each acre-foot of water that USBR delivers to OAWD. After OAWD enters into its new permanent water service contract with USBR, the Capital Charge, which is currently \$34.37, will be permanently terminated. However, USBR will continue to impose the Restoration Charge for surface water that USBR delivers to OAWD in 2021 and subsequent years. Therefore, OAWD will continue to include in its proposed Volumetric Charge the estimated or actual USBR Restoration Charge Component for that year.

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If USBR's actual Restoration Charge is more than what OAWD estimated that charge would be, then OAWD may: (1) upon 30-days' notice to OAWD landowners (see section 4, below), automatically adjust the Volumetric Charge to account for the additional amount of the Restoration Charge; or (2) pay for the additional amount from its reserves and then replenish the reserves through increasing the USBR Restoration Charge Component by a similar amount for the following year. If the actual USBR Restoration Charge is less than what OAWD estimated that charge would be, or if USBR does not impose that charge, then OAWD may: (1) use the excess revenue it collected to pay the charge in future years; or (2) offer refunds to its customers. OAWD staff will make a separate accounting of the Restoration Charge revenue.

# Other USBR Cost Components

Other USBR cost components include a Trinity Public Utilities Remittance fee and a Public Energy Use fee. These fees are charged by the USBR on each acre-foot of Contract water the District delivers. From time to time the USBR adds and/or removes charges and fees, and these changes will be reflected in the Volumetric Charge Calculation.

# 3.3 <u>Calculating the Volumetric Charge</u>

All components of the Volumetric Charge shall be added in order to calculate the Volumetric Charge for the ensuing year, as follows:

USBR Water Service Charge Component	\$ per acre-foot
Pumping Cost Component	\$ per acre-foot
Other PUE Cost Component	<pre>\$ per acre-foot</pre>
Trinity PUD Cost Component	<pre>\$ per acre-foot</pre>
Groundwater Pumping Cost Component	\$ per acre-foot
Imported Water Cost Component	\$ per acre-foot
USBR Restoration Charge Component	\$ per acre-foot
Volumetric Charge	\$ per acre-foot

# 4. Loan Conversion Charge

# 4.1 Purpose of the Loan Conversion Charge

The purpose of the Loan Conversion Charge is to obtain revenues sufficient to cover OAWD's annual principal, interest, and reserve-funding payments on a 20-year bank loan that it will obtain to pay off the accrued CVP construction debt allocated to OAWD by USBR. CVP construction is for the building of the CVP water infrastructure necessary to divert, store, and convey water to the District's diversions on the Tehama-Colusa Canal. The CVP Construction Loan has a current balance of about \$8,100,000. Benefits to all landowners and water users from paying off the CVP Construction Loan debt include; lower long-term water rates, obtaining a permanent CVP water service contract in the amount of 53,000 acre-feet, and termination of the RRA acreage and ownership restrictions. The Loan Conversion Charge will be imposed equally on each of the 28,888.59 acres of land to which OAWD can currently make water available. If

additional lands are annexed into the District, this charge would be imposed on those parcels, thus lowering the charge on a per-acre basis.

# 4.2 Components of the Loan Conversion Charge

The Loan Conversion Charge consists of: (1) the principal amount of the loan, which is estimated to be \$8,100,000; (2) a bank-required debt service reserve fund of \$654,176; and (3) interest at a maximum rate of 4.1 percent. On an annualized basis over the 20-year life of the loan, this will equate to a maximum fixed annual payment of \$817,719.

#### 4.3 Calculation of the Loan Conversion Charge

To calculate the Loan Conversion Charge, the District will allocate the maximum annual loan payment of \$817,719 on each of the 28,888.59 acres to which OAWD makes irrigation water service immediately available. This will result in a Loan Conversion Charge of \$28.31 per-acre. This charge is intended to be fixed and will not be subject to annual inflationary or other adjustments. It therefore will remain in place until the pay-off of the bank loan in 20 years, any earlier repayment of the loan, or any need for an adjustment of this charge, which will require new Proposition 218 proceedings.

#### 5. Procedures for Adopting Operations, Volumetric, and Loan Conversion Charges

OAWD staff shall estimate the Fixed Expenses and Variable Expenses for the ensuing year and shall calculate the proposed Operations and Volumetric Charges for that year. If the Operations Charge or Volumetric Charge for the ensuing year will be higher than the respective charge for the current year, then OAWD shall proceed to adopt the new, higher Operations and/or Volumetric charges in a manner that complies with Article XIII D, section 6 of the California Constitution, and any other applicable laws.

Unless terminated by an early repayment, the Loan Conversion Charge will be a fixed amount of no more than \$28.31 per-acre per-year for 20 years starting in 2021. If the Loan Conversion Charge would need to be increased, any such increase also would be subject to compliance with Article XIII D, section 6 of the California Constitution. Pursuant to Government Code section 53756, subdivision (c), the Board of Directors' resolution to adopt the proposed charges shall specify that OAWD will pass through any USBR adopted increases or decreases in CVP water, and shall satisfy the requirements that are specified in that Government Code section.

The Board of Directors shall adopt a resolution to adopt proposed Operations, Volumetric and/or Loan Conversion Charges at a regular or special board meeting by an affirmative vote of a majority of the Board members. The resolution to impose the charges shall specify the manner by which OAWD customers shall pay the charges.

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#### **EXHIBIT B**

#### STAFF REPORT

# PROPOSED OAWD WATER CHARGES FOR THE YEARS 2020 THROUGH 2025

#### I. Introduction and Background

The Orland-Artois Water District ("OAWD") is organized under the California Water District Law, Water Code sections 34000 through 38501. OAWD includes an area of 28,918.01 acres. OAWD makes irrigation water service available to customers occupying 28,888.59 acres within the district. OAWD's current water delivery system is unable to deliver water to 29.42 acres within the District. The District is in the process of annexing about 730 acres into the District. If the annexation is successful, these acres will share in the cost of the Operations and Loan Conversion Charges discussed in this report. Water Service to Annexed Acres will be provided by a separate year to year Water Service Contract between the landowners of the annexed acreage and the District according to the District's Annexation Policy and Agreements.

In full-allocation years, OAWD may purchase up to 53,000 acre-feet of Central Valley Project ("CVP") water under a water service contract with United States Department of the Interior, Bureau of Reclamation ("USBR"). USBR delivers water to OAWD through the Tehama-Colusa Canal. OAWD pumps the water from the canal and gravity flows the water to landowners within OAWD's service area through OAWD's water transmission and delivery facilities.

To provide a more-stable revenue source for OAWD and to encourage OAWD customers to use surface water and not groundwater for irrigation, OAWD revised its water rate structure in 2011. The new water rate structure that OAWD adopted in 2011 includes two charges: (1) an "Operations Charge" in the form of a per-acre charge on each acre of land to which OAWD makes water service immediately available, which is calculated to recover OAWD's fixed operational expenses; and (2) a "Volumetric Charge" for each acre-foot of water that OAWD delivers to its customers, which is calculated to recover OAWD's variable expenses such as USBR's water service charges and OAWD's pumping costs.

This staff report has been prepared to support staff's recommendation that the Board continue the existing OAWD rate structure of an Operations Charge and a Volumetric Charge for the years 2021 through 2025. The report also documents a new land-based charge that will be used to pay off debt for the District's accrued obligation for the District's share of the costs of constructing Central Valley Project ("CVP") facilities used to provide surface water to the District, which is called the "Loan Conversion Charge".

This staff report specifically describes: (1) the legal requirements that apply to OAWD's water charges; (2) the purposes of the proposed adjusted Operations and Volumetric Charges for the period of 2021 through 2025, and the new Loan Conversion Charge; (3) how each charge would be calculated in order to ensure that the charges would produce sufficient revenue to cover,

but not exceed, OAWD's fixed and variable expenses and loan obligation, including prudent reserves; and (4) how OAWD's calculations of the proposed charges comply with Proposition 218.

#### II. Substantive Legal Requirements for Any Local Fee or Charge for Water

OAWD must comply with the applicable provisions of the California Constitution and Government and Water Codes before it may impose any new, or increase any existing, fee or charge for water service. As a California water district, OAWD may fix and collect water rates and charges to pay for operating expenses, capital projects that develop new water supplies and increase water supply reliability, repairs and depreciation of works owned or operated by the District, and principal and interest payments on District bonded indebtedness. This also includes the designation and funding of one or more restricted and unrestricted reserve accounts that are funded to a prudent level in accordance with legal requirements and good industry practices. (See Water Code, §§ 35470-35482.) Further, in 1996 the state voters adopted Proposition 218, which enacted Articles XIII C and XIII D of the California Constitution. Articles XIII C and XIII D include substantive and procedural requirements that apply to property-related assessments, and fees and charges, including water service fees and charges. Proposition 218's requirements are implemented under the Proposition 218 Omnibus Implementation Act, Government Code sections 53750 through 53758. OAWD may impose charges only for those expenses permitted under applicable law, and OAWD's charges must satisfy the procedural and substantive requirements of Proposition 218.

Article XIII D of the California Constitution sets forth the procedural and substantive requirements that OAWD must satisfy before it may impose or increase any fee or charge for water service. These requirements are:

- Revenue derived from the fee or charge shall not exceed the funds required to provide the property-related service;
- Revenue derived from the fee or charge shall not be used for any purpose other than that for which the fee or charge is imposed;
- The amount of the fee or charge imposed on any parcel or any person as an incident of property ownership shall not exceed the proportional cost of the service attributable to the parcel;
- The fee or charge may not be imposed for a service unless that service is actually used by, or immediately available to, the owner of the property in question; and
- The fee or charge may not be imposed for a general governmental service where the service is available to the general public in substantially the same manner as it is to the property owners.

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(Cal. Const., art XIII D, § 6(b)(1)-(5).)

Further, OAWD must identify each parcel on which the proposed fee or charge will be imposed, and the amount of the fee or charge that will be imposed on each parcel. (Cal. Const., art. XIII D, § 6(a)(1).)

# III. OAWD's Proposed Water Charges

# A. The Operations Charge

#### 1. Purpose of the Operations Charge

The purpose of the Operations Charge is to recover OAWD's fixed expenses that are not dependent on the amounts of water that OAWD delivers to its customers (the "Fixed Expenses"). These Fixed Expenses include: (1) OAWD's budgeted overhead expenses, which includes funding for prudent reserves; (2) the Tehama-Colusa Canal Authority ("TCCA") assessment; and (3) the State Water Resources Control Board's ("SWRCB") water right fees. The Water Code authorizes OAWD to collect charges to pay for these expenses. (Water Code, §§ 35401, 35470-35482.)

#### 2. Lands on Which the Operations Charge Would Be Imposed

The amount of the budgeted Fixed Expenses would be divided among the parcels to which OAWD makes water service available. As explained above, OAWD's water system is capable of delivering water to 28,888.59 acres of land within the district, plus any acres annexed into the District.

Staff estimates that 740.97 of these acres are designated as "excess" lands under the Reclamation Reform Act (the "RRA") and therefore the landowners of those parcels are prohibited from using CVP water on these "excess" lands under federal law. But under the RRA, an owner of "excess" land, at any time, may request that USBR re-designate the acreage, which would allow the landowner to use OAWD-supplied CVP water on that acreage. Further, a landowner may sell the "excess" land and, at the time of purchase, the new landowner could request sale-price approval from USBR, which, if granted, would allow CVP water to be used on the purchased land. In other words, at any time a current or future landowner could potentially take actions that would allow the owner of that land to begin requesting delivery of OAWD-supplied CVP water at the existing turnouts and water service connections on those parcels. More important, as discussed below in Part B, the RRA restriction will be eliminated when the District executes the WIIN Act repayment contract in late 2020 and pays off its CVP and water system construction debt. At that time, even existing landowners with lands currently designated as "excess" will be permanently relieved from the RRA restrictions.

OAWD would impose the Operations Charge on each of the 28,888.59 acres, plus any acres annexed into the District, to which it makes water service available, unless the landowner obtains an exemption from OAWD pursuant to section 2.4 of the District's *Policy Regarding Calculation of Operations and Volumetric Water Charges*. In order to obtain an exemption from the Operations Charge, a landowner would need to provide the OAWD General Manager sufficient documentation to show that: (1) USBR denied the landowner's request to re-designate the parcel; or (2) USBR denied the landowner's request for sale-price approval of the parcel. OAWD staff is not currently aware of any "excess" land within the District that would qualify for an exemption.

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Again, the need for this exemption is expected to be eliminated in late 2020 when RRA limitations are terminated for District landowners.

#### 3. OAWD Expenses that Will Be Recovered by the Operations Charge

# a. OAWD Overhead Expenses

OAWD's overhead expenses include staff salaries and benefits, operations expenses, supply and equipment costs, maintenance costs, funding for prudent reserves, and other fixed costs. OAWD's budgeted Fixed Expenses for 2021 are more specifically described in OAWD's 2021 budget, which is attached as Exhibit A to this staff report. The estimated OAWD overhead expenses for 2021 are \$700,912.

#### b. TCCA Assessment

The TCCA charges OAWD an assessment to pay for certain canal-related expenses. The TCCA imposes an annual assessment on OAWD for this purpose, based on a five-year running average of OAWD water use. This expense is a modified fixed expense because it does not directly vary based on the amount of water that USBR delivers to OAWD during any single year, but it does vary based on the TCCA assessment each year. For 2021, TCCA's assessment is estimated to be \$551,906. Although the TCCA Assessment is considered a fixed expense, it can vary significantly year to year. As a result, OAWD will treat this component of the Operations Charge as a pass-through expense since the amount is determined and billed to the District each year by the TCCA. In addition, because the TCCA Assessment is a fixed amount calculated and billed to OAWD by the TCCA each year, this component of the Operations Charge will vary depending on the amount billed by TCCA, but will not be adjusted for inflation each year like the Overhead Expenses component of the Operations Charge.

# c. SWRCB Water Rights Fees

The SWRCB imposes an annual water rights fee on OAWD in the estimated amount of \$79,475based on OAWD's USBR water service contract amount of 53,000 acre-feet-per-year of CVP water. The amount of the SWRCB water rights fee does not depend on how much of that CVP water that USBR actually delivers to OAWD and therefore is a fixed expense. Like the TCCA Assessment, the SWRCB Water Rights Fees component of the Operations Charge is a fixed amount that varies each year according to a determination made by the SWRCB. Therefore, this component will not be adjusted for inflation but is a pass-through expense that will vary according to the amount billed by the SWRCB each year to OAWD.

# 4. <u>Calculating the Operations Charge</u>

To calculate the Operations Charge, the amount of OAWD's budgeted Fixed Expenses for 2021, \$1,332,215 would be divided among the 28,888.59 acres of land that have OAWD water service immediately available to them. The following illustrates how OAWD calculated its proposed Operations Charge of \$46.12 per-acre for 2021:

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Per-Acre Operations Charge (Total ÷ 28,888.59)	\$46.12
Total O&M Expenses for Operations Charge	\$1,332,293
TCCA Assessment	\$551,906
SWRCB Water Rights Fee	\$79,475
District Budgeted Overhead Total	\$700,912

# 5. The Operations Charge Complies with Proposition 218's Substantive Requirements

A fixed monthly service charge, such as the Operations Charge, is a valid charge and not an assessment under Proposition 218 if it is imposed on a parcel to which a local agency makes water service immediately available, whether or not the parcel uses that service. (*Paland v. Brooktrails Township Community Services District* (2009) 179 Cal.App.4th 1358.) By calculating OAWD's Fixed Expenses for 2021 and then determining the Operations Charge that would be necessary to meet those Fixed Expenses, OAWD ensures that Operations Charge revenue will not exceed the amount of OAWD's Fixed Expenses. (Cal. Const., art. XIII D, § 6(b)(1).) As explained above, the Operations Charge would be imposed equally on each of the 28,888.59 acres of land to which OAWD makes water available.

The Operations Charge, therefore: (1) will not exceed the proportional cost of OAWD's Fixed Expenses attributable to each of those 28,888.59 acres of land (Cal. Const., art. XIII D, § 6(b)(3)); and (2) will only be imposed on parcels to which OAWD actually makes irrigation water service immediately available (Cal. Const., art. XIII D, § 6(b)(4)). OAWD does not intend to use the revenue from its Operations Charge to pay any expenses other than the previously identified Fixed Expenses related to making District water service available to each parcel. (Cal. Const., art. XIII D, § 6(b)(2).) Finally, OAWD's Operations Charge will not be imposed for a general governmental service. (Cal. Const., art. XIII D, § 6(b)(5).) The Operations Charge therefore meets Proposition 218's substantive requirements.

# 6. Automatic Adjustments to Operations Charge in 2021 Through 2025

In accordance with subdivisions (a) and (b) of Government Code section 53756, OAWD may increase the OAWD Fixed Expenses component of the Operations Charge due to inflation on April 1st of each year for the years 2021 through 2025 based on the previous year's change in the U.S. Consumer Price Index for All Urban Consumers, San Francisco Region, as calculated by the U.S. Department of Labor, Bureau of Labor Statistics. Any automatic adjustment made by the District to this component of the Operations Charge will be limited so that, in any year, Operations Charge revenue, as escalated, will not exceed the amount of OAWD's Fixed Expenses. OAWD will treat the TCCA Assessment and SWRCB Water Rights Fee components of the Operations Charge as pass-through charges, and will adjust these components up or down each year depending on the amount billed by the TCCA and SWRCB, respectively. OAWD will provide written notice to all landowners at least 30 days before the date on which an inflationary and/or pass-through adjustment to the Operations Charge would take effect.

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#### B. The Loan Conversion Charge

The District has two loans with USBR. Both are non-interest bearing and both are currently paid either by revenues from water sales or the annual assessment levied by OAWD. The first loan is for the costs of building of the CVP water infrastructure required to divert water into and store surface water in Shasta Reservoir, and to convey a portion of that water to the District's diversions on the Tehama-Colusa Canal ("CVP Construction Loan"). Presently, this loan is paid as a portion of the water rate for surface water purchased from USBR and delivered by the District to water users. The CVP Construction Loan has a balance of about \$8,100,000 and is due to be paid off in 2030. For 2020, that portion of the CVP water service rate is \$34.37 per acre-foot.

The second loan is the "9(d) Loan", which OAWD obtained to build the in-District water distribution system. On the current repayment schedule, OAWD would pay off the 9(d) Loan in mid-2032. The 9(d) Loan is being paid for by all landowners from an assessment on assessed acres within the District. The current 9(d) assessment is \$19.94 per acre per year, but is authorized to be and was levied in the past at the maximum rate of \$24.94 per acre. The balance on the 9(d) Loan after October 2020 will be \$6,938,261.24.

Section 4011 of the Water Infrastructure Improvements for the Nation (WIIN) Act of 2016 allows for the immediate prepayment of CVP construction debt under certain water service contracts between the United States and contractors. OAWD is one of the eligible contractors. There are a number of benefits to OAWD and its landowners if the District takes advantage of the WIIN Act repayment contract option. To obtain these benefits, OAWD will refinance its obligations to USBR by securing two 20-year loans from a bank, one for the 9(d) Loan and one for the CVP Construction Loan. The bank loan to pay off the outstanding balance of the 9(d) Loan will be paid from the District assessment and therefore is not part of the Proposition 218 proceedings or a component of the water rate. But the outstanding principal amount of the CVP Construction Loan will be paid off with a separate bank loan that the District is proposing to be paid off with a new "Loan Conversion Charge" that would be imposed on all acres of OAWD lands capable of receiving District water service, including the existing 28,888.59 acres and any new acres annexed into OAWD.

There are a number of important long-term benefits that OAWD and its landowners will receive if the District pays the outstanding balances on the CVP Construction Loan and 9(d) Loan now. One benefit is being relieved of the rules of the Reclamation Reform Act (RRA) of 1982. The RRA restricts the number of acres served by the District to 960 acres per person or entity, and the number of persons benefiting from the land to 25 or less. There also are restrictions for foreign ownership. The removal of these restrictions would allow the District to deliver project water equally to all of its lands at a lower water rate without the necessity of a landowner seeking an exemption from USBR. Once the new repayment water service contract is signed between OAWD and USBR, the portion of the water rate currently imposed annually to pay off a portion of this debt will no longer be charged. In 2020, that portion of the rate is \$34.37 per acre-foot. Another benefit of the WIIN Act is the converting of the District's 25-year Water Service Contract to a permanent contract, which will save significant transaction costs and NEPA review each time a new contract would have been negotiated in the future. The District's current 25-year Water

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Service Contract is due to be renegotiated in 2030. Renegotiating is a lengthy and expensive process and there is no guarantee the 53,000 acre-feet of water in the current contract will be preserved if the contract must be negotiated in the future.

The relief from RRA rules will allow the District to expand in size. New land that otherwise might have been subject to the RRA acreage limitation will be allowed to come into the District. These new lands will have a separate Class II water contract with the District and they will be required to construct and operate their own water delivery systems. But the annexed acres will pay their share of the CVP Construction Costs through the new Loan Conversion Charge. Annexing additional acres into OAWD will mean that the cost per acre would be less for all.

The Loan Conversion Charge will be used to repay the bank loan for the balance of the District's CVP construction debt. This, along with paying off the District's 9d loan, will allow the District to obtain the permanent CVP water service contract with lower water rates and the relief of RRA rules. The maximum annual loan payment that the District will incur is \$817,719. The final, actual annual payment amount could be lower when the loan is finally negotiated depending on the interest rate, debt service coverage requirement, and discount rate that USBR applies to the repayment amount. If the actual annual loan payment is lower than \$817,719, the per-acre Loan Conversion Charge will be reduced to reflect the actual costs of the loan to OAWD.

Paying off the CVP Construction Loan debt will provide benefits to all landowners and water users, including lower long-term water rates, obtaining a permanent CVP water service contract in the amount of 53,000 acre-feet, and termination of the RRA acreage limitation, the Loan Conversion Charge would be imposed equally on each of the 28,888.59 acres of land to which OAWD can currently make water available. If additional lands are annexed into the District, this charge would be imposed on those parcels, thus lowering the charge on a per-acre basis. Allocating the maximum annual loan payment of \$817,719 on each of the 28,888.59 acres to which OAWD makes irrigation water service immediately available will result in a Loan Conversion Charge of \$28.31 per-acre. This charge is intended to be fixed and will not be subject to annual inflationary or other adjustments. It therefore will remain in place until the pay-off of the bank loan in 20 years, any earlier repayment of the loan, or any need for adjustment, which will require new Proposition 218 proceedings.

# C. The Volumetric Charge

# 1. Purpose of the Volumetric Charge

The purpose of the Volumetric Charge is to recover the District's payment of USBR's water service charges for water that it delivers to OAWD through the Tehama-Colusa Canal, and OAWD's costs to pump CVP water from the Tehama-Colusa Canal and to make that water available to OAWD customers (the "Variable Expenses"). OAWD's Variable Expenses vary based on the amount of water that USBR delivers to OAWD, and the amount of the delivered water that landowners within the District purchase from OAWD. To recover OAWD's Variable Expenses, OAWD's Volumetric Charge includes: (1) a USBR water service charge component; (2) an OAWD pumping cost component related to OAWD's pumping of water from the Tehama-Colusa Canal; (3) in some years, a groundwater pumping cost component to pay for OAWD's costs to pump groundwater that OAWD uses to supplement its surface water supply and meet

customer water demands; and (4) in some years, an imported water cost component in years when the District expects to purchase surface water from a non-USBR source to supplement its water supplies, or in a year to pay for imported water costs that were incurred but not included in the Variable Expenses for the previous year. These components of the Volumetric Charge are described in part 3.

#### 2. OAWD Expenses that Will Be Recovered by the Volumetric Charge

# a. USBR Water Service Charge Component

USBR and OAWD entered into a CVP water service contract, which provides that USBR may deliver to OAWD up to 53,000 acre-feet of water through the Tehama-Colusa Canal. USBR's water service charges are tiered based on the amount of water that USBR delivers to OAWD. For 2021 it is unlikely for OAWD's allocation from the USBR to be over 80% which will allow any water from the water service contract to be charged at the Tier 1 rate. For 2020 that rate is \$60.41 total, and \$26.04 without the CVP Construction Component that will not be charged if OAWD signs a repayment contract with USBR and secures a bank loan to pay off the CVP construction debt. Additionally, there are per acre-foot USBR charges of \$0.94 for Other Project Use Energy ("PUE") Remittance, \$4.65 for Direct Pumping, \$0.12 for Trinity Public Utility District ("PUD") and \$10.91 for Restoration. Because USBR has not yet provided the 2021 rates, but these amounts are passed through as further discussed in this part. The District will provide a minimum of 30 days' advance notice of the actual 2021 CVP charges that are used to calculate the 2021 Volumetric Charge when USBR makes them available.

USBR imposes its tiered water service charges as follows: (1) USBR imposes a Tier 1 charge on each acre-foot of delivered water up to 80% of OAWD's CVP contract amount; (2) USBR imposes a Tier 2 charge on each acre-foot of delivered water that exceeds 80%, but is less than 90%, of OAWD's CVP contract amount; and (3) USBR imposes a Tier 3 charge on each acre-foot of delivered water that exceeds 90% of OAWD's CVP contract amount. The amount of USBR water service charges that OAWD pays therefore depends on the amount of water that USBR allocates to OAWD. USBR's water allocation varies from year to year based on demands on the CVP, storage in CVP reservoirs and climatologic and meteorological conditions or expected conditions. Tiered pricing will only be charged by OAWD if OAWD is charged by USBR the Tiered Pricing rates.

# b. OAWD Pumping Cost Component

OAWD's water delivery system. OAWD's pumping costs vary based on the amount of water that it pumps from the Tehama-Colusa Canal for delivery to OAWD customers. If OAWD takes delivery of the entire 53,000 acre-feet of its allocation, OAWD estimates that it would incur pumping costs in the amount of \$246,450, or \$4.65 per-acre-foot of OAWD's CVP water allocation. This pumping cost component of OAWD's Volumetric Charge would pay for these costs. There is a pumping charge for Warren Act Water which is pumped through the District system. Warren Act Water is "non-project" water and therefore the subsidized power rate charged for CVP contract water cannot be charged. The power rate for Warren Act Water which goes through the districts pumping plants is about \$8.00 per acre-foot. This cost applies to District well

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water when it is put into the canal for use throughout the District and is included in the Warren Act cost component of costs of water from District Wells.

# c. Groundwater Pumping Cost Component

In some years, OAWD supplements its surface water supply with groundwater in order to satisfy customers' water demands. During such years, the Volumetric Charge would include a cost component to pay for OAWD's estimated groundwater pumping costs, which fluctuate based on the amount of groundwater that OAWD pumps. For 2020, the District anticipates pumping groundwater from its wells at an estimated cost of \$70,000.00. Therefore, for 2020 a groundwater pumping cost component has been included in the Volumetric Charge. If the District incurs additional groundwater pumping costs in 2020 in excess of this amount, then the District will pay for those additional costs through its reserves and then replenish its reserves through the groundwater pumping cost component for the following year.

# d. Imported Water Cost Component

OAWD has a multi-year contract for a transfer of 6,000 acre-feet of CVP water with Maxwell Irrigation District (MID). The contract expires in 2020, but is expected to be extended on similar terms. In Shasta Critical years, the amount of water available from MID is reduced to 1,000 acre-feet. The cost of the water is variable depending on the allocation the District receives for any given year during the life of the contract. This cost is therefore deemed a pass-through cost and calculated each year into the volumetric price of District water. OAWD also has other imported water contracts. It purchases 2,500 acre-feet, 1,900 in Shasta Critical years, annually from Jack Baber under a contract which automatically renews every two years. OAWD also has been purchasing 3,500 acre-feet annually, including Shasta Critical years, from the Princeton-Codora-Glenn Irrigation District under an agreement which ends in 2020, but which the parties plan to renew. Because these contracts also are variable cost depending on water-year type, the charges for these contracts are also considered pass-through costs and are calculated each year as part of the Volumetric Charge.

If needed, the District can purchase water from additional willing sellers in order to supplement its CVP water allocation and groundwater supplies to increase total supplies available to all water users. In years when the District can estimate the amount and price of water that it will purchase, it will include them in the imported water cost component in the Volumetric Charge to pay for those estimated costs. If the District's Volumetric Charge for a year does not include an imported water cost component, and the District purchases imported water to supplement its supplies during that year, then the Volumetric Charge for the following year will include an imported water cost component to pay for the previous year's imported water costs. If the District incurs any unanticipated imported water costs in 2021, then the District will pay for those additional costs from its reserves and then replenish the reserves through the water rate for the following year.

# e. Supplemental Water (Not a Component of Volumetric Charge)

In some years, certain OAWD landowners request that OAWD purchase water from willing sellers and then sell that water to those landowners at OAWD's cost for the water, plus any wheeling and administrative charges incurred by OAWD. This supplemental water is not

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generally made available to all District customers and therefore it is not subject to the Volumetric Charge. These are voluntary transactions facilitated by OAWD that are entered into by contract between interested District landowners, willing sellers and OAWD. As a result, the District's charges for this water are not subject to Proposition 218.

# f. The O&M Deficit Charge

The O&M Deficit Charge is an estimate of the USBR's O&M costs, which are passed on to the District in the "cost of service" component of the water rate. This charge is based on an estimate by the USBR for the cost of O&M for the water year. If the estimate is high, the District will receive a credit, if the estimate is low, the District will receive a bill. Funds for O&M Deficit are collected in the Water Rate. The District Reserve Account Policy includes a target of \$1,000,000 for Water Reserves. The amount of the Targeted Reserves is approved by the OAWD Board of Directors.

# 3. Calculation of the Volumetric Charge

The Volumetric Charge is a calculation of several costs' components for types of water available to the District in a given year. These components include USBR Costs of Service, Direct Pumping, Public Use Energy, Trinity PUD, Restoration, Imported Water costs, Premiums on Transferred Water, and replenishment of reserves when they are used to pay unanticipated CVP water service and other charges that are components of the Volumetric Charge. An example of this calculation is illustrated below using the 2020 50% allocation:

TYPE	50%	USBR	Purchase	PUE	TPUD	Power	Resto	Per AF	Total
USBR	26,500.00	60.41	0.00	0.94	0.12	4.65	10.91	77.03	2,041,295.00
Wells Power	1,000.00	0.00	0.00	0.00	0.00	70.00	0.00	70.00	70,000.00
C/S Pump Power		0.00	0.00	0.00	0.00	0.00	0.00	0.00	5,000.00
Baber	2,500.00	73.66	30.00	0.00	0.00	0.00	0.00	103.66	259,150.00
MID	6,000.00	64.90	35.00	0.00	0.00	0.00	0.00	99.90	599,400.00
PCGID	3,500.00	64.92	50.00	0.00	0.00	0.00	0.00	114.92	402,220.00
215 Water	0.00	20.00	0.00	0.00	0.12	4.65	10.91	35.68	0.00
Total AF	39,500.00					Total Cost of water		of water	3,377,065.00
							Cost per acre-foot.		85.50

Pursuant to the RRA, some OAWD landowners must pay additional USBR charges to use CVP water that OAWD sells to those landowners. Those charges are in addition to the Volumetric Charge and any such landowner also shall pay OAWD for the amount of those charges, which OAWD then will pay to USBR. With Loan Conversion, RRA rules will no longer be imposed on the District.

#### 4. The Volumetric Charge Meets Proposition 218's Substantive Requirements

OAWD's proposed Volumetric Charge would recover its Variable Expenses on a per-acrefoot basis. This calculation of the Volumetric Charge will ensure that the revenue collected from the Volumetric Charges will not exceed the total amount of OAWD's Variable Expenses. (Cal. Const., art. XIII D, § 6(b)(1).)

The Volumetric Charge does not exceed the proportional per-acre-foot cost of OAWD's Variable Expenses. (Cal. Const., art. XIII D, § 6(b)(3).) In years when USBR allocates more than 80% of OAWD's CVP contract total to the District, the USBR water service charge component of the Volumetric Charge will be based on a "blended" charge. This "blended charge" is an average of the per-acre-foot charges that USBR imposes on the CVP water that it allocates to OAWD. In years when OAWD receives no more than 80% of its CVP contract allocation, the USBR water service charge component of the Volumetric Charge will be based on the Tier 1 rate. OAWD assumes that, based on OAWD customers' water demands in preceding years, OAWD would receive and be able to sell the entire amount of water that USBR allocates to OAWD. The USBR water cost of service charge component of the OAWD's Volumetric Charge therefore does not exceed the proportional per-acre-foot cost of OAWD's USBR water service charges. The OAWD pumping cost component of the Volumetric Charge does not exceed the proportional per-acre-foot pumping charge for OAWD's projected pumping costs. The Volumetric Charge therefore does not exceed the proportionate, per-acre-foot cost of OAWD's Variable Expenses.

OAWD will use the revenue from its Volumetric Charge to pay only OAWD's Variable Expenses. Volumetric Charge revenue will not be used to pay any other district expenses (Cal. Const., art. XIII D, § 6(b)(2).) OAWD will impose the Volumetric Charge on each acre-foot of water that OAWD delivers to a customer, and therefore the charge will only be imposed for a service that is actually used by that customer. (Cal. Const., art. XIII D, § 6(b)(4).) Finally, OAWD's Volumetric Charge is not being imposed for a general governmental service. (Cal. Const., art. XIII D, § 6(b)(5).) The Volumetric Charge therefore meets the substantive requirements under Proposition 218.

# 5. Automatic Adjustments to Volumetric Charge for 2021 Through 2025

OAWD's proposed rate structure would authorize OAWD to pass through to District customers any increases in existing USBR charges and any new USBR charges on water. OAWD would automatically adjust its Volumetric Charge consistent with, and not to exceed, USBR's adjustment to its water service charges and the amount of USBR's Cost of Service and Restoration Charges. (Gov. Code, § 53756, subd. (c).) OAWD would provide written notice to District landowners regarding any adjustment to the Volumetric Charge at least 30 days before the effective date of the adjusted Volumetric Charge. (Gov. Code, § 53756, subd. (d).) Such written notice would be sent to the address on file with OAWD to which OAWD customarily sends billing statements for its water charges. (Gov. Code, § 53755, subd. (a), 53756, subd. (d).)

OAWD's proposed Volumetric Charge shall be effective for five-years, unless it is sooner revised, repealed or readopted by the Board of Directors pursuant to Article XIII D, section 6, of the California Constitution and other applicable laws. (Gov. Code, § 53756, subds. (a) and (c).)

# Staff Report

# Exhibit A

# ORLAND-ARTOIS WATER DISTRICT 2021 PROP 218 OPERATIONS & MAINTENENCE BUDGET

INCOME	
Assessment Income	700,800.00
Loan Conversion Charge Income	777,134.00
Total Assessment & Loan Conversion Charge Income	1,477,934.00
Transmission, Distribution & Administration Income	
District Operations Charge	1,332,293.17
Total Operations Income	1,332,293.17
Total Transmission and Distribution & Administration Income	2,810,227.17
Total Operations & Maintenance Income	2,810,227.17
EXPENSES	
Special Projects	
Total Special Projects Expense	2,000.00
TRANSMISSION & DISTRIBUTION EXPENSES	
Assessment Expense	
Distribution System Assessment	700,800.00
CVP Construction - Loan Conversion Charge	777,134.00
Operations Expenses	
SWRCB Water Rights Fee	79,474.53
TCCA Assessment	551,906.45
Shop & Field Expenses	
Total Shop & Field	117,158.70
Total Transmission & Distribution Expenses	2,226,473.67
ADMINISTRATION EXPENSES	
Office Expenses	
Total Office Expenses	91,293.05
Salaries & Benefits	
Total Salaries& Benefits	457,060.44
Total Administration Expenses	548,353.49
Total Operations & Administration Expenses	2,774,827.17
Reserve Accounts; transfer to	Var
Total to Reserves	33,400.00
Total Income	2,810,227.17
Total Expenses	2,810,227.17
TOTAL NET INCOME	<u>0.00</u>
Operations Charge Components	
Expenses	
District Budgeted Overhead	667,512.19
To Reserves	33,400.00
Total District Budgeted Overhead	700,912.19
SWRCB Water Rights Fee	79,474.53
TCCA Assessment	551,906.45
Total to be Collected Form Operations Charge	1,332,293.17
Operations Charge-Rate Per Acre 28888.59 Acres	46.12