

REPORTER'S TRANSCRIPT

IN RE:

LOCAL AGENCY FORMATION COMMISSION MEETING

AGENDA ITEMS 8A - 8D

September 14, 2015

San Diego, California

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PROCEEDINGS

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MR. HORN: Let me call this meeting of the LAFCO Board together. Sam Abed is going to lead us in the Pledge of Allegiance. I understand you memorized it all weekend.

MR. ABED: Please join me in honoring the great flag of our great country. Ready? Begin.

(Whereupon, the Pledge of Allegiance was recited.)

MR. HORN: All right. Thank you, Sam.

MR. ABED: Thank you.

MR. HORN: All right. Please call the roll.

MS. LUCKETT: Commissioner Horn?

MR. HORN: Here.

MS. LUCKETT: Commissioner Abed?

MR. ABED: Here.

MS. LUCKETT: Commissioner Jacob?

MS. JACOB: Here.

MS. LUCKETT: Commissioner Zapf?

MS. ZAPF: Here.

MS. LUCKETT: Commissioner Wood?

MS. WOOD: Here.

MS. LUCKETT: Commissioner MacKenzie?

MS. MACKENZIE: Here.

1 MS. LUCKETT: Commissioner Vanderlaan?

2 MR. VANDERLAAN: Present.

3 MS. LUCKETT: Alternate Commissioner Cox is
4 absent. Alternate Commissioner Vasquez?

5 MS. VASQUEZ: Here.

6 MS. LUCKETT: Alternate Commissioner Cate is
7 absent. Alternate Commissioner Sprague?

8 MR. SPRAGUE: Here.

9 MS. LUCKETT: Alternate Commissioner Mathis?

10 MR. MATHIS: Here.

11 MS. LUCKETT: Due to the Special District
12 Member Vacancy, Alternate Commissioner Sprague will vote in
13 place of the vacant regular commission position. There is a
14 quorum with eight present.

15 MR. HORN: All right. Thank you. I now need a
16 motion to approve the minutes of the August 3rd meeting.
17 Don't be -- don't be shy.

18 LAFCO COMMISSIONER: So moved.

19 MR. HORN: A motion and a second. All right.
20 Are we -- we're doing voice, right?

21 LAFCO COMMISSIONER: Yes.

22 MR. HORN: Yeah. All in favor, please say
23 "aye."

24 (Collective response in the affirmative.)

25 MR. ABED: Abstain. I was not at the meeting.

1 MR. HORN: Okay. All right. That motion
2 passes.

3 The Executive Officer has recommended agenda
4 revisions.

5 MR. OTT: Good morning, Mr. Chairman. I have
6 no revisions this morning.

7 MR. HORN: All right. Commissioner and
8 Executive Officer announcements. Do we have any
9 announcements from you folks?

10 MR. ABED: Go Chargers.

11 MR. HORN: A win yesterday. Okay.

12 MR. OTT: Thank you, Mr. Chairman. I have
13 several announcements to make. First of all, we have a new
14 staff member on board, Joe Serrano, who is at the middle
15 position there at the lower dais. Joe comes from the Orange
16 LAFCO as well as San Bernardino LAFCO. He has done a lot of
17 financial work for both of those agencies, both of their
18 retirement plans as well as doing financial analysis.

19 So it's with great gratitude that we've been
20 able to poach Joe from another LAFCO and that he has started
21 here. And yes, Joe, all of our commission meetings have
22 about a hundred people that attend them for every meeting,
23 so this is the norm. And in any event, we're glad that he's
24 here.

25 Several other announcements that I'd like to

1 make have to do with awards. Last year, Commissioner
2 Vanderlaan and I accepted the Project of the Year Award from
3 CALAFCO for the publication of the LAFCO Procedures Guide
4 which is made available throughout California.

5 This year, we received two more awards.
6 Michael Colantuono, our legal counsel, was named the
7 Associate Member of the Year. He is our -- currently our
8 general counsel, served as our legal counsel and our special
9 services for about ten years. So it's a great
10 accomplishment. I know that this places all of your awards
11 in a lower pedestal. I know with your Board of Trustees
12 involvement with the state bar, your Harvard degree, among
13 all the other accomplishments, this probably exceeds those
14 particular items of recognition.

15 Also, to the right in that picture is Robert
16 Barry. He accepted on behalf of the Commission, the 2015
17 Project of the Year Award for our Healthcare Services
18 Report. And these were bestowed upon us two weeks ago at
19 the CALAFCO conference in Sacramento.

20 Probably the most important announcement has to
21 do with parking. For those of you that parked that were not
22 shuttled in from North County, the three-hour limit will not
23 be recognized today, so no need to worry about ticketing. I
24 think I neglected to ask about the towing provision, so
25 we'll see about that. At least you won't be ticketed,

1 folks. Seriously, though, there will be no towing, there
2 will be no ticketing for the duration of this hearing.

3 The other thing has to do with speaker slips,
4 which I see that many of you have submitted speaker slips
5 for Item 8. And a number of duplicate speaker slips are
6 also on record for the July meeting. We'll reconcile that
7 as we proceed to that item. If I can also ask those
8 individuals that speak to enunciate clearly for purposes of
9 our transcription of the meeting so that we have the proper
10 spelling and so forth for the record.

11 That includes all of the announcements,
12 Mr. Chairman.

13 MR. HORN: All right. Thank you. Next, we
14 have consent items. We don't have any pool slips for any of
15 the others, right?

16 MR. OTT: That is correct. We have no speaker
17 slips for the other items except for Item 7, a support slip
18 from Jay Petrek. And I believe, Jay, you're here just to be
19 available for answers?

20 MR. PETREK: Yeah.

21 MR. OTT: Okay.

22 MS. JACOB: Mr. Chairman, I would move approval
23 of the consent items, Items 6 and 7.

24 MR. ABED: Second.

25 MR. HORN: All right. Lay the motion in the --

1 two enthusiastic seconds. All in favor, please say "aye."

2 (Collective response in the affirmative.)

3 MR. HORN: All right. Thank you. All right.

4 Which brings us to my homework for this weekend. All

5 right. Item No. 8. Staff report.

6 MR. OTT: Thank you, Mr. Chairman. And, Joe,

7 if you can switch presentations there to Item 8. We will

8 begin with this item. Items 8A through D involve

9 consideration of a supplemental report on the services and

10 sphere review involving a reorganization of the Rainbow

11 Municipal Water District, "MWD" for short, and the Fallbrook

12 Public Utility District, "Fallbrook PUD" for short.

13 The particulars of this proposal is that it

14 involves dissolution of the Rainbow MWD, the annexation of

15 the dissolved district's service territory to Fallbrook PUD

16 and then the expansion of what we call latent powers for

17 sewer services within the former boundaries of Rainbow. The

18 need for that particular action is a condition of this

19 Commission's authorization for Fallbrook 20 years ago with

20 respect to sewer services being limited to only the

21 territory within its current boundaries and that any

22 expansion requires what we call "expansion of latent

23 powers."

24 I'd like to thank all of the folks in the

25 audience, but in particular those that we've dealt closely

1 with from Rainbow Municipal Water District, Dennis Sanford,
2 the President of the Board, Tom Kennedy; from the Fallbrook
3 PUD, Don McDougal, the President, and their General Manager,
4 Brian Brady, mostly the community for involving us in this
5 very important subject.

6 And it's been an interesting journey. Not all
7 of us have been on the same page. We've received --
8 actually, I've received over 500 emails from most of you in
9 the audience, as well as those of you that couldn't make it
10 here today. And I've responded hopefully to each and every
11 one of you. Those were not robo responses from me. I
12 actually did look at each of those emails and letters and
13 attempted to respond to you.

14 The easy thing to do today, of course, would be
15 to say "yes" to the audience, to the crowd, but that may not
16 necessarily be, in our professional opinion, the right thing
17 to do. Based upon the analysis that we conducted, we do
18 think that there will be considerable savings and
19 efficiencies that could result from a reorganization of
20 these two districts.

21 If this commission disagrees with me, we've
22 presented to you a couple of options to deliberate on, which
23 is not the usual type of recommendation that you would find
24 in a LAFCO staff report.

25 The first recommendation that we call "Option

1 1" is the recommendation for approval. But again, if you
2 feel that the reasons that we've set forth are not
3 substantive enough or have justification, then I would urge
4 your Commission to disapprove this reorganization.

5 On the other hand, if you concur with the
6 recommendations and the conclusions, then you should approve
7 this and then let this democratic election's process
8 prevail, which would begin with a protest process where
9 voters and landowners can register written protest. And if
10 there is sufficient protest, they can either terminate the
11 proceedings completely or force this measure to an election.

12 And one other thing that I would urge the
13 Commission to consider is that the protest provisions in the
14 statutes, which we will go over in a little bit, are very
15 difficult in some ways for residents, registered voters and
16 landowners to comply with. There's a 21-day time period, at
17 a minimum, to gather protest signatures. I would urge the
18 Commission to follow a more liberal approach and to allow
19 much more time than that, up to the 60-day authorization
20 that's in the statute. And we'll get to that particular
21 item in just a few moments.

22 What I'd like to do now is to shift to the
23 presentation. And it's going to be a multi-part
24 presentation, starting with the hearing format because we
25 need to talk about how much time to give to everybody since

1 we have a number of speaker slips. We're going to be
2 providing some background.

3 Harry Ehrlich, our consultant on staff, will be
4 providing a profile of the two water districts. We'll also
5 be talking about what involvement our Advisory Committee had
6 with this particular item. And Kim Thorner, the Chair of
7 our Special District's Advisory Committee -- that's an
8 elected position in the county -- will be giving a
9 presentation about that.

10 We'll also be hearing about voting rights which
11 is the subject of major concern to many of you in the
12 audience. You'll be hearing the term "CVRA" which stands
13 for the "California Voting Rights Act." Our legal counsel,
14 Mike Colantuono, will be helping out with that part of the
15 presentation. And then Joe Serrano will be talking about
16 some of the fiscal indicators related to this proposal that
17 we will be giving a summary of. And then it will be the
18 recommendations.

19 But to begin with, Mr. Chairman and
20 Commissioners, this is the suggested -- this is the
21 suggested time frame that is on our speaker slips for
22 presentations. I have received requests from individuals
23 that want to speak in an organized presentation to have more
24 than the typical seven minutes. So for the staff
25 presentation, we anticipate taking 15 minutes. The Advisory

1 Committee Summary that Kim will provide, I think she can
2 probably do in five minutes -- three minutes. Okay. And
3 you're an attorney. That's unusual, Kim.

4 The Rainbow and Fallbrook presentation, I think
5 that your Commission should treat those equally; whatever
6 you give to one agency you should give to another. They
7 both asked for more than the typical seven minutes for an
8 organized presentation. I think maybe ten minutes may be
9 appropriate. I think they both asked for 15, but that's
10 something the Commission should think about.

11 Also, public comments, we have a considerable
12 number of speaker slips here. Our speaker slips say three
13 minutes for individuals. You may want to consider lowering
14 that so that we can have the benefit of hearing from
15 everybody, and then the Commission deliberations.

16 So this would be the time I think at this
17 juncture to decide the rules for how to operate the hearing,
18 Mr. Chairman.

19 MR. HORN: How many speakers?

20 MR. OTT: A lot.

21 MR. HORN: That doesn't help with the time
22 frame. Okay. Let's -- there are a lot here. So we will
23 allot two minutes for each speaker slip here, and we'll give
24 -- you can give both Rainbow and Fallbrook seven minutes
25 each. And then if there are any questions after your

1 presentations, then the Board Members can go ahead and ask
2 those questions specifically.

3 MR. KENNEDY: If I could, Mr. Chairman, throw
4 the mercy of the Commission and ask you for 15 minutes,
5 maybe even 13 minutes for a Rainbow presentation?

6 MR. HORN: No, we'll be here all day if we do
7 that. We have -- we have close to almost 200 speaker slips
8 here. Quite a few. All right. Thank you. Have a seat.

9 MR. OTT: All right. Thank you, Mr. Chairman.
10 And, Tammy, you'll set the timer accordingly; so two minutes
11 for individual, seven minutes for organized presentations.

12 In terms of a background -- and this is the
13 beginning of the staff presentation -- this proposal
14 involving these two districts was initiated in April of last
15 year. It was originally scheduled for hearing two months
16 ago, in July, and then continued to today so that we can dig
17 a little deeper into some of the financials. So we now have
18 some updated information as well as agency feedback to share
19 with you.

20 And for those of you in the audience that are
21 following us, this is our home page, "sdlafco.org." We're
22 trying to keep this as updated as possible. We have posted,
23 to some of your chagrin, the speaker slips from the last
24 meeting. These are public record items. We are also going
25 to be putting the written transcript from this meeting on

1 our website probably within two to three weeks, as well as
2 other items such as minutes and data that we are
3 collecting. So sdlafco.org.

4 Some of you have questioned the uniqueness of
5 this proposal, and my comments to many of you during this
6 year and a half is that it's not all that unique. We have
7 deliberated on and approved, in the history of San Diego
8 LAFCO, about 200 dissolutions and consolidations in the past
9 50 years. And if we were to graphically show what that
10 looks like on one slide, this would be it. You're not
11 really meant to decipher all of these words on here, but
12 that is roughly 200 agencies. And I should add, perhaps,
13 202 because at our last meeting in August, we dissolved two
14 fire districts which are not effective yet, but they are
15 part of this long tradition that San Diego LAFCO's had in
16 terms of trying to streamline government. In terms of --
17 excuse me -- streamlining government in personalizing the
18 subject, if you would want to consider it in terms of human
19 being time, about 50 percent of what you see on that slide,
20 if you draw a slide down the center of it, would correspond
21 to the amount of time that I've been here with San Diego
22 LAFCO. And our longest serving Commissioner, Supervisor
23 Jacob, who followed me as a Commissioner a couple of months
24 after I was appointed over 20 years ago, would correspond to
25 about half of the slides. So a considerable number that we

1 have been involved with in San Diego County.

2 At this time, I'd like to turn things over to
3 Harry Ehrlich, who will take over control of the PowerPoint,
4 and he'll be talking to you about what a Municipal Water
5 District and Public Utility District is.

6 MS. JACOB: Mr. Chairman, before you go on,
7 Mike, when you went over -- since you mentioned my name,
8 when you went to that -- the slide before this one, over 200
9 consolidations, I mean, that certainly is a great
10 accomplishment. But over that time, do you remember one
11 that's been this controversial?

12 MR. OTT: Well, that question has been asked of
13 me before, and controversy is somewhat subjective, but none
14 of them have been easy. In fact, at our last meeting, there
15 wasn't unanimity among the agencies that we were trying to
16 reorganize, so you can't always measure by the number of
17 people in the audience. But this has not been an easy
18 path. Our preference is that we cooperate with agencies
19 and that --

20 MS. JACOB: No, I understand. Simple question.
21 I mean, since I've been on the Commission and because you
22 mentioned my name -- and that was January of '93 -- I have
23 not seen a proposed consolidation or merger that has been
24 this controversial.

25 MR. OTT: The ones that are controversial that

1 I can think of is the Lower Sweetwater Fire Protection
2 District, the Tijuana County Water District, the Fallbrook
3 Sanitary District 20 years ago. So there have been levels
4 of controversy, and it's in the eye of the beholder how
5 controversial.

6 MS. JACOB: And Sweetwater, we all remember
7 what happened there. It didn't go because the people
8 overturned the Commission's vote on that.

9 MR. OTT: And that's a choice of the people, of
10 course. Harry, could you begin with the next slide.

11 MR. EHRLICH: Thank you, Mr. Ott. Members of
12 the Commission and audience, I'm going to walk you through
13 the profiles of the two districts that we're looking at
14 today. The majority of this information's in the staff
15 report, but we just want to summarize it to make sure
16 everyone is at just kind of the same level of information.

17 The two districts are the Fallbrook Public
18 Utility District that's shown here and then the Rainbow
19 Municipal Water District that's shown here. These are both
20 districts that are the farthest most northern area of the
21 county and primarily in rural agricultural area. It abuts
22 on the west, Ocean -- City of Oceanside on the east, I-15
23 and some of the other areas to the east.

24 Principal Acts. The legislature is the
25 authority on what local government does. And principal acts

1 or special acts are the authority adopted by the legislature
2 that then enables special districts to be formed throughout
3 the state.

4 In terms of Fallbrook Public Utility District,
5 they operate under the Public Utility District Act. Please
6 see Code 15501, et al. The Rainbow Municipal Water District
7 operates under the Municipal Water District Act of 1911.

8 Under those two acts, there are various
9 services that are authorized but generally must be approved
10 by LAFCO to be able to be provided. This is just a listing,
11 and again it summarizes what's in the report.

12 The Municipal Water District Act allows for
13 fire, garbage, parks and recreation on their own
14 facilities. Sewer, water, power in their own facilities and
15 groundwater.

16 The Public Utility District Act provides the
17 authority for all these types of services. In addition to
18 the ones that I outlined for Municipal Water District, it
19 also allows for maintenance of roads, lighting, street
20 lighting, heat, communications, transportation and
21 drainage.

22 The first agency I'll go over is the Fallbrook
23 Public Utilities District. Again, here is the map that
24 shows the district. And then within the district, there's a
25 sewer service area which is generally known as the downtown

1 area.

2 The agency history: It was formed initially in
3 1922. And in 1937, the Fallbrook Irrigation District and
4 Fallbrook PUD were merged. There was formerly an irrigation
5 district in the area that, again, merged with the PUD.

6 1948, Fallbrook PUD became one of the charter
7 members of the County Water Authority when it was formed.
8 And then as part of that, it also began the -- having the
9 ability to receive water once the facilities were built.

10 In 1990, the PUD consolidated with the De Luz
11 Heights Municipal Water District.

12 1994, the District, it also then consolidated
13 with the Fallbrook Sanitation District, and that's when they
14 began providing the sewer service to the downtown area.

15 2013, the PUD and Rainbow entered into their
16 Joint Powers Authority. And, of course, as we know in the
17 report, that was terminated in 2014.

18 The District comprises 43.99 square miles. It
19 has a population of approximately 35,000. Water services to
20 9,170 connections. Approximately half -- excuse me -- half
21 of that is supplied for agricultural uses. Wastewater
22 services to 4,992 connections. Also provides recycled water
23 from its wastewater plant, about 1.5 million gallons per
24 day, and that provides recycled water to various customers.
25 Governance is a five-member board elected at-large and has

1 authorized 66 employees.

2 Next will be Rainbow Municipal Water District,
3 again to the east of Fallbrook over -- this is I-15 here.
4 That goes through the district so it -- and then over to the
5 eastern area. Again, agricultural area primarily.

6 Agency history: In 1953, Rainbow MWD was
7 formed, and that year it became a member of the County Water
8 Authority and authorized to receive water from the CWA. As
9 I outlined before, 2013, they entered into the JPA Agreement
10 with Fallbrook PUD, and that was terminated by Rainbow in
11 2014.

12 Agency profile: Approximately 80 square
13 miles. Has a population listed of 20,117. Again, some of
14 these numbers move up and down, depending upon when they
15 were validated in the reports, et cetera. Water service to
16 7,819 water connections. Majority of the water service is
17 supplied to agricultural uses. They do also provide
18 wastewater service. They have a little over 2,000
19 connections, about 14 percent of the developed parcels.

20 They do not provide recycled water service
21 because they have a contract for treating their wastewater
22 with the City of Oceanside. So all the wastewater goes to
23 Oceanside and is used by that agency.

24 Governance: Is governed by a five-member board
25 elected by division, and it has approximately 50 employees.

1 Let me catch up with myself.

2 With that, I'd like to, at this point in time,
3 introduce Kimberly Thorner who Mike had described earlier.
4 She's our Chairperson of our Special District Advisory
5 Committee. She's the General Manager of the Olivenhain
6 Water District. Kim?

7 MS. THORNER: Thank you, Harry. Good morning,
8 Chairman Horn, Members of the Commission. As Mr. Ehrlich
9 indicated, I am your Chair of the LAFCO Advisory Committee.
10 I'm here with Judy Hansen, the Vice Chair.

11 The purpose of my comments today are to share
12 the discussions and resulting recommendations which occurred
13 at the LAFCO Advisory Committee Meetings. We first had the
14 opportunity to discuss and review the matter before you
15 today in December of 2014 and then again in February of
16 2015. It's important to note that the Advisory Committee
17 did not take a position of support nor opposition to the
18 reorganization. That was not asked of us nor is that within
19 our purview.

20 The Committee's advice and input was requested
21 on three primary areas; first, the financial feasibility and
22 service feasibility of the reorg; second, the proposed
23 governance structure; and third, whether the objections of
24 Rainbow had merit.

25 At the December, 2014 meeting, we had

1 presentations from both LAFCO staff, both of the agencies
2 and their respective counsels. We reviewed and discussed
3 the extensive reports before you today. On the topic of
4 financial and service feasibility, the Committee found that
5 there were cost savings, that the reorganization was
6 financially feasible and could produce future ongoing cost
7 savings. This was based on the reports and documents from
8 both agencies and from the North County JPA while it was in
9 its existence.

10 I do need to point out that the Advisory
11 Committee did not take a look at the revised figures before
12 you today. Our findings were based on the cost savings from
13 the reports in the December, 2014 staff report that
14 estimated savings up to \$2.5 million. The revised report
15 before you today estimates the cost savings between \$2.1 and
16 \$2.37 million.

17 On the issue of whether the objections of
18 Rainbow had merit, a majority of Committee did not find
19 enough merit to the arguments that was presented by Rainbow
20 at the December meeting to prevent the proposal from being
21 forwarded to LAFCO for consideration, specifically the
22 objections relative to cost savings and efficiencies.

23 The one issue that the Committee spent the most
24 of our time on was Rainbow's objection to the governance
25 structure of the reorganization being at-large for purposes

1 of elections. As all of your members are from local
2 agencies and we appreciate the value of elections closest to
3 the level of the people, we asked Mr. Ott at the December
4 meeting if he would act as a facilitator between Rainbow and
5 Fallbrook to see if they could find a way to agree on a
6 governance structure that might allow the reorg to go
7 forward with both agencies consenting. The Committee also
8 recommended a possibility of a hybrid structure of
9 governance to be considered wherein you had a seven- to
10 nine-member board and a majority of the Board was elected by
11 division and a minority at-large. This was at the December
12 meeting.

13 LAFCO staff met with the two agencies over the
14 next few months, and when the reorganization was revisited
15 with the Advisory Committee in February of 2015, we were
16 informed by all parties that the discussions were at an
17 impasse. Rainbow opposed any type of structure wherein
18 board members were elected at-large, and Fallbrook was
19 concerned about the successor agency being an MWD, not a
20 PUD, as they felt the PUD's latent powers more closely
21 matched the needs of the community.

22 The Advisory Committee was under the
23 understanding that this reorganization would be forwarded to
24 LAFCO for its approval, modification or disapproval. The
25 Committee left Mr. Ott with its wish that he continue to

1 look for ways to address the at-large versus divisional
2 election question.

3 When the staff report came out to you in June,
4 it was clear that he did just that by recommending that the
5 successor agency be a PUD with all members elected by
6 division.

7 The Advisory Committee also briefly discussed
8 protest and election proceedings, and a majority of the
9 Committee Members felt that if enough protests were
10 submitted, triggering an election, that the election should
11 happen in both service areas and that Fallbrook should foot
12 the bill for the election costs.

13 This concludes my remarks today. I wish you
14 the best in your deliberations, and I'll be available if you
15 have questions relative to the Advisory Committee's
16 discussions. Thank you.

17 MR. HORN: Thank you.

18 MR. OTT: Thank you, Kim. The next component
19 to the presentation has to do with voting rights, and I'll
20 turn things over to Mike Colantuono to handle that. Mike?

21 MR. COLANTUONO: The Federal Voting Rights Act,
22 of course, dates from the civil rights year of the 1960s and
23 at present allows those who believe that electoral
24 arrangements discriminate on the basis of a protective
25 classification, like race or gender or creed or the like, to

1 sue in federal court to challenge voting arrangements.

2 California law was recently amended to go quite
3 a bit further. It creates a presumption that whenever you
4 have a racially diverse electorate and evidence that that
5 electorate engages in what's called "racially polarized
6 voting," which is the relatively common circumstance in
7 which people of a minority race vote for minority candidates
8 of that race in a higher percentage than the general
9 population. So if Latino candidates do well in a Latino
10 neighborhood, which is not uncommon, that is considered
11 racially polarized voting under California law. And that
12 creates a presumption that at-large districts
13 unconstitutionally dilute the voting power of minorities.

14 The effect of the California Voting Rights Act
15 has been to make it legally difficult to defend at-large
16 seats in any community with much racial diversity at all.

17 So advocates primarily in California's Latinos
18 communities have been suing primarily school boards and
19 cities and have generally prevailed. Those few public
20 agencies that have chosen to defend such students have not
21 had much success.

22 This is the first public dispute that I'm aware
23 of in which the California Voting Rights Act has been
24 applied to a special district. But there's nothing in the
25 statute that gives special districts any particular

1 protection from this new legal standard.

2 One point that is worth thinking through, or at
3 least making sure that you're aware of, is that the Voting
4 Rights Act applies to those who require or conduct
5 elections.

6 My view is that LAFCO does not require or
7 conduct elections. We certainly don't collect them; the
8 county does. And I don't think we require them, although
9 the statute that we implement sometimes does. So in my
10 view, the burden to comply with the Voting Rights Act
11 belongs to Fallbrook and Rainbow; it does not belong to
12 LAFCO.

13 On the other hand, you pay me to take that
14 position, and there are others who will disagree with it.

15 What does that practically mean for you as you
16 make your decision? The obvious reading of the Cortese-
17 Knox-Hertzberg Act is that if you approve this application
18 as it's presented, eliminate Rainbow and access territory to
19 Fallbrook and have a resulting public utilities district,
20 under the statute as it's read, apart from the Voting Rights
21 Act, the resulting district must have at least three
22 at-large seats. So the Board could be three at-large seats
23 and four or six districts. The -- that would draw a
24 challenge, claiming that those at-large seats dilute the
25 voting power of minority populations in the combined

1 district.

2 Another option for you, and in fact it's the
3 one that your staff and I recommend, is that you assume that
4 the California Voting Rights Act needs to be read together
5 with the Cortese-Knox-Hertzberg Act and creates an
6 additional option for you, which is to eliminate the
7 at-large seats and create a merged district with only
8 districted seats. The reason we recommend that is it seems
9 to be the best balance of the two statutes and because no
10 one will sue you if you do.

11 Fallbrook is not objecting to the elimination
12 of at-large seats. In fact, they petitioned the legislature
13 to eliminate what they view as a statutory obstacle to
14 getting there. And Rainbow and its allies, for those who
15 are raising the same issue in the same way, have objected to
16 at-large seats.

17 So should the Commission approve this proposal,
18 allow an opportunity for protest and election, your staff,
19 with my concurrence, recommends that you provide for a board
20 made entirely of directors elected from districts.

21 And I think that had some relationship to the
22 text of those two slides.

23 MR. OTT: I think it did. Are there any
24 questions from Commissioners before we proceed?

25 MR. HORN: I have one question on the

1 districts. Who -- who establishes the districts?

2 MR. COLANTUONO: The -- I believe it's the
3 board that results from the merger. One of the
4 complications is that the terms your staff is proposing is
5 an initial board that's larger to create more seats in a
6 game of musical chairs for the two boards and then after one
7 election cycle to reduce the size of that board. The
8 consequence of that will be to redistrict twice. So that
9 would be somewhat of a political challenge for the merged
10 board. Redistricting yourself is always a challenge. Doing
11 it twice in a short space is even more so, but that's the
12 logic of the recommendations before you.

13 MR. HORN: And so the districts would basically
14 be equal populations?

15 MR. COLANTUONO: The constitution is very clear
16 that you have to get to as close to perfectly equal
17 population of residents; not citizens, not voters,
18 residents. And if you have a deviation of a handful, you
19 know, less than a half a percent, you're fine. If you're
20 trying for about 10 percent to get some -- to observe the
21 planning edges, what planners called "edges," between
22 communities, not going to work. Got to be as near equal as
23 possible.

24 MR. OTT: All right. Anymore questions? Thank
25 you, Mike. And then rounding out this part of the

1 presentation, at least, will be Joe Serrano who will be
2 talking about the fiscal indicators. This particular
3 section of the presentation is going to be derived from some
4 extensive examination that we conducted of I think about
5 five years worth of audits from both agencies as well as
6 budgets. So, Joe, why don't you take it from here.

7 MR. SERRANO: Good morning, Commissioners.
8 First off, it's great to be part of the San Diego team. I
9 was told that this was going to be a non-controversial
10 project for my -- to ease into the team, but we'll see how
11 it goes.

12 While I got familiarized with this proposal, I
13 did notice that the Commission received an extensive amount
14 of information. And sometimes it's difficult to understand
15 all this data that's set in front of you, whether it's
16 scenarios, projections or the audit and financial
17 statements. So as part of the supplemental report, staff
18 conducted a financial analysis using fiscal indicators to
19 depict the financial health or the financial performance of
20 these two agencies.

21 Now, the Fiscal Indicators were adopted by the
22 International City Managers Association. And for the past
23 several years, LAFCOs around the state have been using
24 several of these indicators to fulfill one of the six
25 determinations as part of the Municipal Service Review.

1 So as part of our analysis today, San Diego
2 LAFCO uses seven indicators to, again, depict the financial
3 performance between 2009 to 2014 for these two water
4 agencies.

5 So we'll start off with Property Tax Revenue.
6 What's interesting about this indicator, with property tax,
7 it coincides with the economy; so as the market goes down,
8 so does property tax and the property tax revenue that
9 agencies receive. So we wanted to see whether or not these
10 agencies were dependant on property tax as part of their
11 total revenue. And for Fallbrook, which will be represented
12 in blue, they get around \$1.5 million each year. Right now
13 Rainbow gets around \$800,000. But what does that mean in
14 comparison to their total revenue? For Fallbrook, that's
15 around 6 percent of their total revenue; for Rainbow, it's
16 around 2 percent. So this shows us that neither agency is
17 dependent or relying heavily on property tax. Most of their
18 total revenue is from water sales. So that's -- we just
19 wanted to confirm that with this indicator.

20 Next one is Liquidity. Liquidity is the
21 ability for an agency to fulfill their short-term
22 obligations. In other words, do they have enough cash to
23 pay their current liabilities that are due within a year or
24 sooner?

25 Looking at Fallbrook represented in blue, in

1 2009 and 2010, they did not have enough cash to pay for
2 their current liabilities. And as you recall, 2009 was
3 officially the end of the Great Recession. So after 2010,
4 you can see Fallbrook improving their cash and were able to
5 pay for their current liabilities. And right now in 2014,
6 they had just over twice as much cash to pay for their
7 current liabilities.

8 Different scenario with Rainbow. In 2009, they
9 had 3.5 times more of current liabilities to pay with their
10 cash. So what happens is, these next couple years, we see a
11 decrease. And in 2012 and 2013, they did not have enough
12 cash to pay for their current liabilities. So we see a
13 different shift between the two agencies.

14 2014 is interesting. They jump back up to a
15 positive note. And after further analysis, we noticed that
16 with Rainbow, they had \$14 million from the State Revolving
17 Fund. So if we were to remove that \$14 million from 2014,
18 they would also have a negative outcome with 2014. So we
19 will continue from 2009 to 2014 with a negative decreasing
20 trend with Rainbow.

21 Next one is Service Obligation. This is
22 looking at operating revenue in comparison to their
23 operating expenditures. So their water sales, does that
24 cover their operating activities, such as salaries and other
25 parts of their activities with their operations. As you can

1 you see here, 2009 to 2014, neither agency had enough
2 operating revenue to cover their operating expenditures
3 except 2013. That's an interesting year. Their water sales
4 did not increase. It's pretty stagnant in comparison to the
5 other years, but what we did notice, that they're operating
6 expenditures both decreased the same two categories. It was
7 general administration costs, which is salaries, and also
8 their distribution and transmission, which is part of their
9 services.

10 This is the same time frame as the 2012, 2013
11 consolidation study. The time frame that they worked
12 together as one was the only year that their operating
13 revenue covered their operating expenditures. So that was
14 just an interesting indicator in this for Service
15 Obligation.

16 The Change in Cash and Cash Equivalents. So
17 this compares their net cash or the cash they had at the end
18 of the year in comparison to the beginning cash balance.
19 And what we see here for Fallbrook in 2009, they had a
20 negative result, they had negative cash at the end of the
21 year. But since then, they had a positive cash flow from
22 2010 to 2014.

23 For Rainbow, they had negative cash from 2009,
24 and that continued to 2013. Then you see this huge surge in
25 2014. Again, that's the State Revolving Fund loan that they

1 received. So that's restricted cash. So if you were to
2 take that out from this equation, it will continue that
3 negative trend that we saw in liquidity as well in the
4 changing cash and cash equivalents.

5 I got three more indicators for you. The next
6 one is Long-term Obligation. This shows just how much long-
7 term debt are they receiving for their capital improvement
8 projects. For Fallbrook in 2009 to 2011, we saw a
9 decrease. And then we saw an increase again in their long-
10 term debt. That's associated to their scheduled capital
11 improvement projects, including their wastewater plant
12 design that's coming up.

13 Rainbow in 2009 did not have any debt. 2010 to
14 2012, they saw a decrease, and they actually paid off their
15 long-term obligations in 2013. And just recently in 2014,
16 they received that \$14 million that I've been referring to,
17 that State Revolving Fund, for two of their projects, which
18 I believe is the reservoir covering projects.

19 I did want to point out that in our
20 supplemental report, we do reference a \$22 million long-term
21 obligation. That is referenced in Rainbow's audit. For
22 purposes of the indicators, we used the \$14 million long-
23 term obligation that's also in Rainbow's audit. That's
24 their year-end. And we wanted to compare apples to apples
25 with Fallbrook and Rainbow. So that's why you may see a

1 different number in the report in comparison to this chart.

2 The last two indicators are just regarding
3 retirement. We wanted to -- just to see what the pension
4 payments were in comparison to their total revenue. So with
5 Fallbrook, we see around 3.5 percent of their total revenue
6 going towards their pension. For Rainbow, it's around 2
7 percent of their total revenue going to pension. Again,
8 this is just a different depiction of the information found
9 in their audit.

10 And lastly, the OPEB. This is the Other Post
11 Employment Benefits Payments. We wanted to see how much are
12 they paying in comparison to the actuarial amount that's
13 identified each year.

14 For Fallbrook, they've been paying just under
15 50 percent consecutively towards their OPEB, which is their
16 normal costs unfunded liabilities. For Rainbow, they've
17 been paying above their normal costs and -- unfunded
18 liabilities. Right now they pay around over 50 percent
19 towards -- So I just wanted to just show you different
20 perceptions of the audit, information that's in their
21 audits, in a different format to show you just their
22 financial health.

23 So that's just a quick review of those charts.
24 I'd be happy to answer any of your questions.

25 MR. HORN: Yeah, the retirement issue.

1 MR. SERRANO: Yes.

2 MR. HORN: How many employees does the -- FPUD
3 have?

4 MR. SERRANO: That's a -- that's a good
5 question.

6 MR. OTT: That's a somewhat fluid answer to
7 that question, but I believe they have 66 employees; is that
8 correct, Brian? And, Tom, you have 50, 55?

9 MR. KENNEDY: 50.

10 MR. OTT: 50. Okay.

11 MR. HORN: All right. Okay. That would make a
12 difference. Supervisor Jacob?

13 MS. JACOB: Mr. Chairman, I don't have a copy
14 of those charts.

15 MR. HORN: I don't either. I just have the
16 financial statements.

17 MS. JACOB: And I have a problem with that.
18 Because if we don't have a copy of the charts, the audience
19 doesn't have a copy of the charts. And I have a problem
20 with the way some of the information's being presented. I
21 think it's very difficult to understand. If you took like
22 Fallbrook separately and then did the bar chart and then
23 clearly defined the left-hand side, what that means -- I'm
24 not pointing just to this one, I'm talking all the charts --

25 MR. SERRANO: Right.

1 MS. JACOB: -- and then did Rainbow separately,
2 I think it would be more meaningful. But I -- I think we
3 have a problem here in that if the Commission does not have
4 these charts and the public does not have these charts, I
5 think it really lacks public disclosure, some very important
6 information that we have to base a decision on and what the
7 public has to base their testimony on.

8 So I have to raise the issue because I believe
9 it's very problematic. I mean, we -- we serve as a -- an
10 agency with full transparency. And this information wasn't
11 even passed out today, and it's not available to anyone. So
12 I have to raise that issue.

13 MR. OTT: We do have copies of his PowerPoint
14 presentation with those charts if you would like to see
15 them. Again, these are all publicly available charts in
16 terms of the raw data from the audits and the budget, but we
17 can certainly pass it out if you would like. And it looks
18 like Ingrid is in the process of doing that.

19 If there are no further questions --

20 MR. HORN: Sam has a question.

21 MR. ABED: I have two questions. One is the
22 Rainbow financial cash flow is a result of one-time revenue
23 from the State? Is that what I understand it, it's one-time
24 revenue?

25 MR. SERRANO: That is correct. They received a

1 -- that one-time revenue source.

2 MR. ABED: Okay. Second question is, do you
3 have any information on bond rating? Because all these
4 charts and financial stability would be reflecting --
5 reflected on a bond rating. Do we have any general bond
6 rating for both districts?

7 MR. SERRANO: That, I do not have that
8 information.

9 MR. ABED: If you can get us this information,
10 if somebody can get it.

11 MR. HORN: All right. Thank you. We have
12 something. Yeah, go ahead. If you can answer the question,
13 come up.

14 MR. OTT: Just state your name for the record,
15 Tom.

16 MR. KENNEDY: Tom Kennedy, General Manager,
17 Rainbow Water. One of the reasons for this explanation is
18 that Rainbow had some uncovered storage reservoirs that
19 needed to be covered, someone at Fallbrook did. And we have
20 a debt prohibition in our -- in our district where we can't
21 take more debt. And so we had to use our cash reserves to
22 pay for these projects, to get these reservoirs covered,
23 which was very expensive. And then the red bar you see
24 there was the reimbursement from the state for the SRF loan.
25 They're not restricted funds. These are -- these are

1 reimbursement for the money. So when you saw our reserves
2 going down -- pardon me -- it was because we were using cash
3 on hand to pay for the project and to retire old debt so
4 that we could take on the new debt.

5 MR. OTT: Okay.

6 MR. HORN: All right. Thank you. Does that
7 answer your questions?

8 MR. ABED: Well, it doesn't answer the bond
9 question, but if we can get it any time between now and the
10 vote, that would be great.

11 MS. MACKENZIE: Question. On the long-term
12 obligation chart, did that include CalPERS? Was that
13 included in that, the unfunded liability in the OPEB?

14 MR. SERRANO: Oh. I was --

15 MS. MACKENZIE: Well, you had a separate chart
16 on annual pension.

17 MR. SERRANO: Correct.

18 MS. MACKENZIE: And I'm -- have to agree with
19 Supervisor Jacob. You know, trying to look at these, and
20 the audience that have the same issue, and trying to
21 understand why you're asking them is sometimes difficult.
22 So my question is, on long -- one on long-term obligation.
23 Did that chart include CalPERS and the -- which is the OPEB
24 and the -- and the side fund?

25 MR. SERRANO: All right. Yeah, so -- so the

1 OPEB does not include pension benefits or the CalPERS. Does
2 that answer your -- Can you repeat the question?

3 MS. MACKENZIE: So the long-term obligations
4 does not include the long-term obligation to CalPERS?

5 MR. SERRANO: Correct. It does not include.

6 MS. MACKENZIE: Okay.

7 MR. SERRANO: When we talk about long-term
8 obligations, we're talking about any capital -- any debt
9 that they received not towards retirement. So we excluded
10 any type of retirement towards their long-term obligations.

11 MS. MACKENZIE: That gives a skewed picture.

12 MR. HORN: Okay. Anymore questions?

13 MR. OTT: Yes, sir.

14 MR. BRADY: Mr. Chairman, just two items.

15 MR. OTT: Please state your name for the
16 record, Brian.

17 MR. BRADY: Oh. Brian Brady. General Manager
18 of Fallbrook Public Utility District. Neither of the two
19 districts has a bond rating because we all use -- well, we
20 both use State Revolving Fund loans, and they don't require
21 us to go out and get a bond rating. So at this point,
22 neither one of us has one.

23 Now, secondly, to the Commissioner's question
24 about OPEB being -- obligation being in the long-term
25 liabilities, as most water districts or special districts

1 know, this fiscal year ending in 2015 will be the first time
2 that we're all obligated to put it in. In fact, we're all
3 waiting for CalPERS to give us the numbers so we can close
4 our audits right now. So none of the -- excuse me -- none
5 of the five years that have been reviewed would have had
6 that obligation in there.

7 MR. HORN: Okay. Thank you. Anymore
8 questions? All right.

9 MR. OTT: We have a few more slides to go over,
10 and then, Mr. Chairman, we can open this up to discussion
11 from the public. I think probably the -- one of the most
12 important steps in the process has to do with what's
13 depicted on this slide. It's the overall LAFCO process and
14 the protest provisions. We actually right now are in the
15 beginning parts of this process. This shows the July 6th
16 hearing. This, of course, was continued to today. So this
17 was initiated in 2014. We had an advisory level meeting
18 that Kim Thorner addressed today with this hearing. If
19 there is an affirmative vote today, we go to the next step.
20 If there is a disapproval, the process stops here at the
21 hearing and would go no further.

22 The conducting authority is a reference to a
23 phrase in state law that designates the Commission as the
24 conducting authority for holding protest proceedings that
25 would only be held if the Commission approves a

1 reorganization. And the Commission has several options
2 after holding a conducting authority meeting. It can, after
3 receiving written protests, order an election. If the
4 subject agency has objected and there are 25 percent more of
5 voter or landowner protests -- and this is that time period
6 that I was referencing earlier on in the remarks, that the
7 law allows between 21 days and 60 days for this protest
8 process. I think the 21 days is on the short side. 60 days
9 is the maximum. If your Commission approves this
10 reorganization, it should encourage the maximum amount of
11 time to allow for written protest.

12 If 25 percent or more voters or landowners
13 register protest within the Rainbow Municipal Water
14 District, not within the combined area, then an election
15 would need to be ordered. And one of the recommendations,
16 is a term and condition of the staff, is that if an election
17 would be held, the election should be held both within
18 Rainbow and Fallbrook. There are differences of opinion on
19 this particular subject, but we feel that both sets of
20 voters within those two voting areas should be treated
21 identically and that it would require a majority vote within
22 Rainbow, a majority vote within Fallbrook for this ballot
23 measure to succeed if, again, the Commission approves this
24 today.

25 There's also a 50 percent threshold that could

1 terminate proceedings. If, for example, the Commission
2 approved this reorganization today, we held a conducting
3 authority meeting and entertained written protest, 50
4 percent or more of the voters or landowners registered
5 protest, that would terminate the proceedings. There would
6 be no election.

7 So that, I think, captures the process. We are
8 in the beginning stages of it, but the process occurs very
9 quickly after this stage, either with termination or
10 proceeding within the conducting authority process. This
11 concludes the staff presentation, Mr. Chairman. And if
12 there are any questions, we can certainly try to answer them
13 at this point in time.

14 MS. JACOB: Mr. Chairman, just curious. How
15 many registered voters in Rainbow and in Fallbrook in each
16 of these districts?

17 MR. OTT: My recollection is there are about
18 15,00 in Fallbrook, and I believe around 12 to 13,000 in
19 Rainbow. Is that within the ballpark, gentlemen? We're
20 getting nods. Of course that changes. Total population,
21 just so that you know what we're talking about, about 35,000
22 people live within Fallbrook and around 20, 25,000 within
23 Rainbow.

24 MS. JACOB: Thank you.

25 MR. HORN: Okay. No more questions of staff.

1 We're going to go to the speakers. I have one issue to deal
2 with here. Donna Gebhart is in the audience, and she wants
3 to speak to this item. She donated to my campaign less than
4 a year ago, \$300. As you know, the rules say we can't take
5 more than \$250. So, Donna, when you come up to speak,
6 here's your \$51. So you only donated \$249. So you may
7 speak to the issue, and I'm cleared off. But we'll only
8 call you when we get to that part. All right? That's an
9 issue, and I want to clear it up. It's either I have to
10 withdraw from the vote, or she can't testify. So I'm giving
11 back the -- I've closed all my campaigns. I don't need any
12 money or any votes, so I'll just get it out of my pocket,
13 and we'll make this happen. All right.

14 MR. ABED: I'll take it.

15 MR. HORN: No. You're going to need a lot of
16 help, Sam. Okay. All right.

17 All right. So let's go with -- let's first
18 hear from the two districts. We're giving them each -- Oh.
19 The organized presentation. Okay. So this is Rainbow?

20 MR. OTT: That's Rainbow.

21 MR. HORN: All right. Rainbow, you're up. You
22 got seven minutes. I've got your slips here.

23 MR. KENNEDY: Thank you, Chairman Horn,
24 Commissioners. We had thought we were going to get a little
25 more time this morning, so I'm going to have to go through

1 kind of quickly. I'll probably skip a few slides to -- in
2 the interest of brevity, but Ingrid's going to hand out
3 copies of the slide. So since we all know how we got here,
4 I'll kind of cruise through the -- some of issues we have
5 here. But just to let you know, our Board and our
6 ratepayers support Option 2 that's in front of you today.

7 But one of the reasons I'm here to talk to you
8 today about is about risk. You know, as public servants, we
9 all manage risk as part of what we do every day. We make
10 decisions about people who trust us with their votes. And
11 so I want to talk about some of the risks associated with
12 this proposal in front of you. And in the staff report, in
13 Option 1, it tells you that if the Commission is averse to
14 risk, you should reject the application. Because there are
15 a number of risks associated with this process. And that's
16 -- we believe the staff report actually underestimates those
17 risks.

18 And Option 2, letting everybody go where they
19 are now, presents very little to no risk. So let me
20 highlight some of those risks that -- we saw some charts
21 here about the financial feasibility. And as you see, you
22 can see a lot of different ways when you put charts up like
23 that. But the reality is, in the staff report, there's no
24 direct benefit to the ratepayer here. It's not going to
25 change anyone's water rates. So these savings are

1 overestimated, in our opinion. Sure, we can talk about
2 saving \$2.1 million a year, but the cost of that is
3 basically losing the jobs of 40 percent of the equivalent
4 Rainbow workforce. And what we feel is that you really
5 can't make things like that without serious service
6 disruption. You can't go cut 40 percent of a fire
7 department or 40 percent of a city department without having
8 some sort of problem with service delivery.

9 Also, looking at those charts, Rainbow's on a
10 very sound financial footing. As I said, we are an agency
11 that has a debt prohibition, so we don't take debt. And
12 then when you look at debt and you look at the ratio of debt
13 to revenue, which was trying to described here, if you look
14 at our debt and Fallbrook's debt related to how much water
15 use you sell, you'll find that Rainbow has -- Fallbrook has
16 over three and a half times as much debt per acre foot
17 sold. And so Rainbow has much better ability to pay these
18 things back.

19 So there are no financial concerns about
20 Rainbow that would justify LAFCO intervention. This is not
21 Tijuana Valley County Water District which had more
22 liabilities than assets. This is a viable functioning
23 district.

24 Also, service level concerns. We have an
25 excellent record of service through our community, as

1 evidenced by a lot of the people who came here today in
2 support. We've dealt with -- effectively with the open
3 reservoir issues. And when Supervisor Jacob asked to take a
4 look at the finances, we contracted with Raftelis Financial
5 Consultants, who's a respected water industry consultant and
6 did the City of San Diego's water rate study and things like
7 that, and they found that there -- the savings could not be
8 justified by the information in the application and that the
9 job cuts would result in degradation of the -- to the
10 ratepayers. They also indicated the risks weren't properly
11 assessed.

12 You know, we both operate systems that -- and
13 we both operate them well, but there's no reason at this
14 point -- and I'll skip through a couple slides here for
15 time -- there are no service level concerns here that would
16 justify LAFCO intervention.

17 Mr. Ott was clear that every now and then LAFCO
18 has to step in, in the case of a non-functioning district or
19 a district that has financial problems, and that's
20 appropriate in those situations. But there are no service
21 concerns in this situation that would justify LAFCO to
22 authorize this action.

23 Another really important concern for us is the
24 delusion of agricultural representation. Mike didn't get
25 the populations quite right. Rainbow has about 19,000

1 residents as opposed to 35, 36,000 in Fallbrook. And when
2 you put those things together, you'll find that the
3 resulting board will be tilted a little more toward the
4 residential and not agricultural as we are today. Rainbow
5 has the second highest agricultural sales in the county.
6 And we -- the staff report discounts the impact of this --
7 the merger would have on agricultural representation on the
8 board. Water is very important to agriculture, as you're
9 all aware, and they really enjoy having a board that's
10 focused on their needs, not competing with the residential
11 customers' needs.

12 And so when they talk about -- in the staff
13 report about these agencies both being agricultural
14 agencies, that's really not true. The green bars here
15 represent the total agricultural sales, and the blue to
16 domestic and other uses. And you'll see that Rainbow's
17 agricultural sales are 30 percent higher than Fallbrook's
18 entirety of their sales. We're an agricultural agency.
19 They're a water agency that sells some to agriculture.
20 These are two different scenarios.

21 You'll also look in the statute itself,
22 protects prime agricultural land under statute. Rainbow has
23 over double the prime agricultural land under state law and
24 a whole lot more areas of state designated farmland. Again,
25 we're an agricultural agency that is -- that is well-

1 represented by the board.

2 There's also a number of legal uncertainties
3 here and that legal counsel pointed out to you. Changing
4 the PUD Act to allow the Fallbrook to go divisional is a
5 question. LAFCO staff said you couldn't do it in December.
6 Fallbrook's legal counsel said you couldn't do it this
7 spring. But somehow now we can do it.

8 There's also the issue of allowing LAFCO to
9 make the election a condition of approval, and that's
10 something that you have the right to do under Government
11 Code 56877. And a letter to you has gone out from our legal
12 counsel on that regard, and he'll be speaking to that
13 later. But for whatever reason, we have not described that
14 here.

15 There's also -- it came up earlier, the new
16 reorganization -- you don't have the maps yet, and so this
17 is a controversial topic in the North County. It's -- we
18 don't think it's proper to approve this without those maps
19 being shown.

20 We also have a poor climate for success. You
21 know, we've seen that there was issues out there, and
22 there's a number of reasons why this -- there's -- a climate
23 isn't right. For mergers to happen and work well, you need
24 everybody on the same page. And this is something that was
25 brought to you last year by Gary Arant -- and I borrowed

1 this slide from him -- when he spoke to you last year. And
2 it says that functional and jurisdiction consolidations need
3 the right political, economic, organizational and
4 motivations for success -- pardon me -- and that if you
5 don't have these things working together, the benefits can
6 be very small or even illusory and be subsumed by costs.

7 Now, that's not me talking, that's Gary Arant
8 presenting to you last year. And sorry if I'm going fast,
9 but I've only got a few minutes here. So, again, with the
10 word "risks," there's many risks with Option 1, as
11 highlighted, and very few risks with Option 2.

12 One of the -- so again, forcing this merger
13 where there's no financial or service level concerns --
14 again, this is not Tijuana Valley County Water Agency, this
15 is a viable agency here in the North County. It's bad
16 public policy to push this -- just push it through for the
17 sake of pushing through a merger.

18 So one of the things I want to talk about here
19 again is that the community opposition is clear. As
20 Supervisor Jacob correctly pointed out, this is very
21 controversial. And this is unusual for LAFCO. I have in my
22 hand the handful of letters that were sent in in favor of
23 this proposal, but I also have this stack of letters that
24 were sent -- and these were printed off the LAFCO website --
25 that -- from all the people here. And there's a number of

1 them here in the audience here. And wave if you're here.
2 There they are -- who are here to oppose this.

3 And we think it's important the Commission
4 consider the rights of the voters here. The protest
5 proceedings that were described by Mr. Ott are very, very
6 difficult. You know, getting 25 percent of the people to do
7 anything is difficult. Just getting more than 25 people to
8 show up at an election is tough. But you need a very rural
9 area in North County to somehow get 25 percent of the people
10 to fill out a form in three weeks to 60 days is almost
11 impossible.

12 So just because you can do it doesn't mean it's
13 going to be the right thing. And we believe that the
14 outcome is more likely the opposite. And then we'd like you
15 to respect the voices of our ratepayers, our board, our
16 agricultural community and the Local Chambers of Commerce
17 and reject the hostile takeover of Rainbow by Fallbrook and
18 approve Option 2.

19 MR. HORN: Thank you. Questions? Wait. Stay
20 there. We have questions here.

21 MS. JACOB: Just a quick question. You had
22 mentioned -- you had mentioned early in your presentation
23 there's no benefit to the ratepayers. Could you give me an
24 idea of what your water rates are now with no merger, how
25 you would proceed in terms of the water rate issue, and if

1 the merger was approved, what do you foresee would be the
2 water rates.

3 MR. KENNEDY: It's a very good question. And
4 the reality is the way this merger is proposed -- and I'm
5 sure Dr. Brady can speak to this as well -- is by using
6 divisional accounting. And so any of the savings get spread
7 across the two agencies, but the water rates in every agency
8 are made up very differently. I know in VID, they're
9 different than Rainbow and different than Fallbrook. And
10 the costs are what it costs to run the system. The savings
11 here, and it's agreed to by LAFCO staff and Fallbrook, is
12 that it's not going to drop anyone's rates. And so we
13 believe the \$2.1 million is unachievable without having
14 massive service degradation.

15 But even so, it might shave a little bit off of
16 future rate increases, but the problem with it is it comes
17 with the loss of local control and agricultural
18 representation on the board.

19 The -- when you look at the actual achievable
20 savings that we estimated would be under \$1 million, that's
21 less than 1 percent of the combined agency budget. Our
22 water rates are about to go up by 6 percent from the Water
23 Authority in January. And so this thing doesn't even drive
24 a needle at all on the water rate question. I hope that
25 answered the question.

1 MS. JACOB: Well --

2 MR. KENNEDY: Sorry.

3 MS. JACOB: -- so the bottom line, no
4 difference in water rates either way?

5 MR. KENNEDY: Right. Well, there's no -- no
6 real difference is going to happen. That's in the proposal
7 from Fallbrook, was not going to change the rates.
8 Obviously, financial instruments and financial effects of
9 any actions of the boards will change things in the long
10 term, but our rates are driven primarily by external factors
11 in the water business.

12 MS. JACOB: Okay. Thank you.

13 MR. HORN: All right. Thank you. Fallbrook?

14 MR. MCDUGAL: My name Don McDougal. I'm
15 president of the Fallbrook Public Utility District. Before
16 I start my presentation, I just wanted to respond to that
17 last question by Director Jacobs[sic]. Director Jacobs,
18 Rainbow's water rates are 17 percent higher today than
19 Fallbrook's water rates, so just to show you what the
20 difference is.

21 Three years ago, I was one of four members, two
22 from Fallbrook and two from Rainbow that met with the
23 general managers to talk about the combination of the two
24 water districts. I also served as Vice Chair of the JPA
25 when it was merged, when we evaluated the decisions that

1 there was significant savings by merging the two districts.

2 (Disruption in audience.)

3 MR. HORN: Shh. Please. You're interrupting
4 the speaker.

5 MR. MCDOUGAL: After one year of operating the
6 JPA, there was an excess of \$1 million in savings. That was
7 a combination of labor savings and operational efficiency
8 savings by sharing equipment, sharing resources, sharing
9 manpower.

10 At that time, after the one year as Vice Chair,
11 I recommended that we end the JPA and form a final
12 consolidation. The board of the JPA which consisted of two
13 member -- or three members from Fallbrook, three members
14 from Rainbow and one member at-large, voted unanimously to
15 consolidate under a Public Utility District. They voted
16 unanimously to name the new agency, the "North County Public
17 Utility District," and they voted with a 3 to 2 vote -- or,
18 excuse me, a 4 to 3 vote to operate by the governance of the
19 Public Utility District which is the four at-large, three by
20 division. The only stumbling block that we had in forming
21 the JPA was governance. And since that time, that stumbling
22 block has been reached by agreeing to go with divisional
23 elections and were steadfast in that agreement, providing
24 that we can get the authority through the state legislature
25 to allow that to happen. And we already have it -- and it

1 was mentioned earlier by Mike that we have submitted for
2 that.

3 It is time to stop the discussions and continue
4 to save money for our ratepayers, and I ask your support to
5 approve this consolidation. I'll now turn the mic over to
6 Brian Brady.

7 MR. BRADY: Thank you. I'm just going to go
8 through these very quickly. Bottom line, why -- why did we
9 get together with fall -- why did the two boards get
10 together back in 2012, decide to form a JPA? It was to
11 create a more efficient government model. And it's not
12 rocket science. Streamline the merge organization, reduce
13 administrative costs, capture economies of scale. We did
14 that. Develop shared savings, pass the savings on to our
15 customers.

16 So we did enter into a one-year JPI -- JPA
17 operation with myself managing the -- both districts. It
18 was a very intense one year. We developed 14 functional
19 work group integration plans that were formed by employees
20 of both organizations and developing how to go forward. We
21 co-located and integrated engineering safety and customer
22 service staffs, joint field training, and we integrated a
23 lot of the IT systems.

24 In addition to that, we expanded Fallbrook's
25 already developed school and community Outreach Programs

1 into the Rainbow service territory; the Water is Life poster
2 contest, we had a working tag line, working together to save
3 money. And more important -- or not more importantly, but
4 importantly, we conducted change management training for not
5 only all of the staff, but all of the ten board members.
6 Very well-received and really helped to move this thing
7 forward. We combined employee recognition programs,
8 initiated preliminary discussions on the MOU, to combine the
9 MOUs. And as we talked about before, it was actually 11
10 months not 12 months, nearly a million dollars saved.
11 That's \$80 to \$90,000 a month.

12 And just as importantly, we found out that the
13 reduction in staff by attrition, mostly retirements, we went
14 from 123, total, down to 114 in 11 months. And that was --
15 there were no forced retirements. This was all a very
16 positive thing.

17 So as we've learned back in fall of '13, the
18 JPA board recommended to the two full boards, let's merge
19 this, have a joint application. Actually, the Rainbow
20 attorney developed most of that preliminary document; a
21 public utility successor, seven members of board, divisional
22 accounting, protections for employees.

23 Then in March of '14, Rainbow unilaterally
24 pulled out of the JPA, eliminating those savings. And the
25 Fallbrook Board thought the only reasonable arbiter of

1 whether this thing should go through is the LAFCO staff and,
2 of course, the LAFCO Commission.

3 So here's the one thing that -- from a
4 manager's point of view is very concerning. You may have
5 seen the editorial in the UT this weekend, the headline,
6 "Water District Consolidation Makes Sense." In the last 18
7 months, since we've split up the JPA, together we have -- we
8 have spent over one and a quarter million dollars in
9 unnecessary administrative costs that we would have been
10 saving if we were together for that period of time. A very
11 frustrating thing was we were both developing a new building
12 system. We had legacy systems. We were going to do that
13 together.

14 Well, when we split apart, we had to -- we had
15 to both buy the same darned system for about a quarter
16 million dollars, so we -- we lost that opportunity. And, of
17 course, Rainbow spent about \$300,000 over this 18 months in
18 merger opposition costs.

19 So bottom line is Fallbrook is in support of
20 the Option 1, reorganization, and specifically with
21 elections by division, a nine-member initial board that will
22 go down to seven over an election cycle, divisional
23 accounting so that we don't have any cross subsidization of
24 things, and an important part is employee protections. And
25 that completes my remarks. Thank you.

1 MR. HORN: Any questions of Fallbrook? Yes.

2 MS. MACKENZIE: One. There we go. Could you
3 clarify the comment -- your president indicated that you
4 wanted to pass the savings on to the Rainbow area because
5 their rates are 17 percent higher at this point in time.
6 With divisional accounting, how -- how are you going to be
7 able to change the rates and save that much that this
8 particular entity, in and of itself, can reduce the rates to
9 the ratepayers by 5 percent -- or 10 percent?

10 MR. BRADY: The -- the two-and-a-half million
11 dollars that we estimated and we proved out for the most
12 part over the JPA operation period, represents about a
13 12-percent drop in administrative costs. If you put both of
14 our admin -- A and G costs together, and then you took out
15 two-and-a half million dollars, that's about 12, 13 percent
16 drop. What we did what -- with divisional accounting, for
17 most part, those administrative costs are spread evenly,
18 more or less, over both organizations, and so that both
19 organizations equally -- with divisional accounting, they
20 both equally share in that. And what we estimated was that
21 on an annual basis -- and of course this is big numbers --
22 but that each ratepayer in both Rainbow and Fallbrook save
23 about \$150 a year from -- from this combination.

24 MS. MACKENZIE: Okay. But you won't see that
25 savings for two years with a reduction in staffing?

1 MR. BRADY: Well, in 11 months, we're doing the
2 -- using the JPA model, we saved almost a million dollars.
3 So I would say probably over the two-year period, at the end
4 of that two-year period, we'd be up to the two-and-a-half
5 million dollars. One might expect we'd be at one and a
6 quarter in the first twelve months and then -- and then move
7 up.

8 MR. HORN: All right.

9 MS. WOOD: Would you mind addressing Rainbow's
10 concern regarding the delusion of agricultural
11 representative -- representation post the merger.

12 MR. BRADY: Yes. Well, the post merger, if the
13 Commission takes Option 1, you'll be approving a nine-member
14 board, so that -- so that there will be five -- the current
15 five Fallbrook Board Members and four of the five Rainbow
16 Board Members. We believe, in looking at the composition of
17 Fallbrook Board Members who the majority of have some kind
18 of farming operation, and the Rainbow four, that -- we don't
19 believe the composition of those voting on the board are
20 going to be that different.

21 Here's the one real important thing for Rainbow
22 agricultural interests. If we apply the methodology that we
23 used to set rates in Fallbrook for the Rainbow ratepayers,
24 the way we -- the way we calculate rates, Rainbow farming or
25 agricultural rates will go down. That's -- that's just

1 mathematics.

2 So I think the merger brings the best benefit a
3 farming operation can have in Rainbow, and that is lower
4 rates.

5 MR. HORN: All right. Anymore questions?

6 MR. ABED: Question about the layoffs. So if
7 the Option 1 is considered, there will be no layoffs, the
8 job reductions, the employee reduction will be done through
9 attrition?

10 MR. BRADY: Yes. The -- from 2012, initial
11 Consolidation Draft Report, there has always been the
12 assumption there will be no forced reductions. They will
13 all be by attrition. And I would -- I would point out to
14 the Commission that the current combined Rainbow/Fallbrook
15 staffs, about a third -- right around a third are currently
16 eligible for retirement. And for the -- for the ones, the
17 duplicate positions that we were concentrating on, over half
18 of those incumbents are already entitled to retire.

19 MR. ABED: Thank you.

20 MR. HORN: Dianne?

21 MS. JACOB: A couple of questions.

22 MR. BRADY: Yes, ma'am?

23 MS. JACOB: You indicated that Rainbow has 17
24 percent higher rates, is that correct --

25 MR. BRADY: Yes.

1 MS. JACOB: -- than Fallbrook?

2 MR. BRADY: Yes. And that is prime --

3 MS. JACOB: And what --

4 MR. BRADY: Yes.

5 MS. JACOB: And what would be the dollar amount
6 of that, do you know, at 17 percent higher?

7 MR. BRADY: I'd have to -- I'd have to look in
8 a book.

9 MS. JACOB: Would you do that or does -- would
10 staff have that number?

11 MR. OTT: We actually have a couple of slides
12 that are based upon independent water rate surveys. One was
13 conducted by the Otay Water District which is I think well-
14 respected within the water community. That was from 2014.

15 MS. JACOB: I just want to know what the 17
16 percent increase, the difference is.

17 MR. OTT: Joe, could you pull up the
18 PowerPoint.

19 MS. JACOB: Just the dollar amount.

20 MR. OTT: We'll be able to show you.

21 MS. JACOB: The difference, excuse me.

22 Well, while you're looking it up, I had another
23 question. Sounds like the JPA model was working pretty
24 well.

25 MR. BRADY: It was. It was until the Rainbow

1 Board decided to pull out of the arrangement.

2 MS. JACOB: Then maybe this a question for
3 Rainbow then. Why, if it was working so well and there was
4 cost savings, you had functional consolidations that had
5 been achieved with it, it looked like what you provided us
6 was substantial savings. I can't help but ask the question,
7 why not continue that JPA model?

8 MR. BRADY: Yeah, the -- I'll just say from
9 Fallbrook's point of view, in February of '13, that
10 questioning came up, the -- on the JPA Board. One of the --
11 in fact, I think it was Mr. Sanford on the JPA Board from
12 Rainbow suggested that the -- that the JPA Board extend the
13 JPA for two years. The individuals on the Fallbrook Board
14 on representing the -- on the JPA Board said, "Well, every
15 March, it renews itself anyway. There's -- it's unnecessary
16 to do that." I don't think there was a -- there was a -- I
17 know there wasn't any reluctance on the Fallbrook Board to
18 stop the JPA, but I'll let Tom --

19 MS. JACOB: So Fallbrook was willing to
20 continue the JPA?

21 MR. BRADY: Oh, absolutely. Continue -- and,
22 in fact, as far as I can see, the JPA would be in play right
23 now as you consider a full merger.

24 MS. JACOB: Okay.

25 MR. HORN: All right. Thank you. Can we hear

1 from Rainbow --

2 MS. JACOB: Please.

3 MR. HORN: -- on this issue.

4 MS. JACOB: Please. On the JPA issue.

5 MR. HORN: JPA issue.

6 MR. SANFORD: Yes. I'm Dennis Sanford,
7 President of the Rainbow Board. And I'd like to just make
8 you aware that I was at the site at the time that we're
9 talking. I was also the Chairman of the JPA. I personally
10 made the motion to extend the JPA. Fallbrook
11 representatives voted it down. Thank you.

12 MS. JACOB: We do have a difference of opinion
13 here. I mean, I -- I raise that, Mr. Chairman, because --

14 MR. SANFORD: I believe there are minutes of
15 that meeting.

16 MS. JACOB: Thank you. Perhaps we could
17 receive those for the record. The -- the issue of a JPA and
18 when I looked at the numbers up there and the substantial
19 cost savings, I couldn't help but think about what we've
20 done with fire and fire consolidations and fire mergers and
21 then some of the functional consolidations with the fire
22 districts where it was not practical to actually do a full
23 consolidation. So I raised that issue for that very
24 reason. I think that that might be an option when we get
25 down to discussing this further.

1 MR. HORN: All right. Thank you, sir.

2 MR. OTT: Supervisor Jacob, the PowerPoint
3 slide up there has a depiction of the 2014 rates for the
4 bulk of the water agencies in the county. The far left of
5 the slide shows the Rainbow Water District at \$112 and
6 change, Fallbrook in the 75 percentile, around \$109. And
7 then water rates do fluctuate. Well, let me get back to
8 that other slide. This -- this survey was done by the Otay
9 Water District. They do this annually on behalf of all the
10 water agencies in the county. And then the Union Tribune
11 did this recent survey in 2015 showing Rainbow at \$109,
12 Fallbrook at \$94. Obviously the metrics are a little bit
13 different on this. I think they used like five-eighths
14 meter versus three-quarters on the other slide, and that
15 makes a big difference for folks in the water industry. But
16 these were independent surveys that were done.

17 MR. KENNEDY: Could I add a little context to
18 that? You know, when you look at Rainbow's water rates, we
19 sell water to large water users, and when you look at the
20 surveys done, they normally look at the average county-wide
21 residential with a five-eighths or three-quarter inch meter
22 using like 15 or 20 units a month. Our average water user
23 uses a hundred units a month. Rainbow has kind of high
24 fixed fees but lower flat rates on top which is there to
25 serve our primarily agricultural agencies. If you took a

1 comparison like this and put a hundred units per month on
2 it, Rainbow would be on the lower end, and these other
3 agencies with high-end block rate structures would be on the
4 higher end. So it's one of those things with the rate
5 comparisons, it really depends on how you compare the
6 average water user in this -- in the community.

7 MS. JACOB: So are you saying the 17 percent
8 that Fallbrook representatives indicated were --

9 MR. KENNEDY: It's incorrect.

10 MS. JACOB: -- incorrect?

11 MR. KENNEDY: Now, we submitted to LAFCO staff
12 back in -- I want to say February when there was an initial
13 rate study done. This rate study went up showing
14 Fallbrook's rates were lower than ours, and it went from 0
15 to 50 units. And as you got closer to 50 units, the gap
16 became narrower and narrower. What it didn't do is continue
17 to our average of 100 units where you see as soon as you get
18 past about 60 units a month, Rainbow's rates are lower.

19 So rates, as a whole, looking at a unit rate of
20 a water agency is not how you look at rates. You have to
21 look at the combination of the fixed fees and the water fees
22 and how -- and you average them out. And I know Chairman --
23 or Commissioner Sprague and MacKenzie know about this --
24 that you average out how it works for your median customer.
25 Our median customer's much larger than the residential

1 communities of Otay or even the -- most of the City of San
2 Diego. And so the rate comparisons aren't all that
3 illustrative if you choose them this way.

4 MS. JACOB: Thank you.

5 MR. HORN: All right. Thank you. Okay. We're
6 going to go to the speakers. We're going to take the list
7 we have from July. You want to go with the opposition
8 first?

9 MR. OTT: Sure.

10 MR. HORN: All right. And pull these folks
11 out. And, Ingrid, could I ask you to come up for a minute.
12 I want to clear this up before I get in trouble with the
13 attorneys. Take this \$51 to Donna. She's going to raise
14 her hand. She was sitting right behind you. All right.
15 She and I are clear now.

16 MS. MACKENZIE: Looks like there's about 14
17 Donnas out there.

18 MR. HORN: What?

19 MS. MACKENZIE: Looks like there's about 14
20 Donnas out there.

21 MR. HORN: Oh. Yeah, go ahead.

22 MR. OTT: Is Jim Mauritz in the audience or
23 upstairs? Jim? Why don't you come to the podium and please
24 restate your name for the record. And then following him
25 will be Tim O'Leary and then Jim Hamilton.

1 MR. MAURITZ: My name's Jim Mauritz.
2 M-a-u-r-i-t-z. Good morning. I'm a resident in Rainbow at
3 the mobile home park, Oak Crest Estates. We are a resident
4 home park. It's 55 plus. And most of our homeowners are 70
5 years plus in age. And many of them are here today, but
6 there's a lot of them that medically couldn't make it down
7 here. But I'm here to explain -- everybody's talking -- I
8 had a nice little thing printed out that I was going to
9 speak -- but I keep hearing about savings, savings. But
10 nobody's talking about what's going to happen to the senior
11 park. We happen to own our own sewer plant there. That's
12 the biggest thing that keeps us going.

13 If we -- our permit is through the State of
14 California, and we're grandfather-claused in for 1994 rules
15 and regulations. On our permit, it has "Rainbow Water
16 District" on it with our name, "Oak Crest Estates." If you
17 all elect to let this merger happen or this takeover, our
18 permit has to be changed. And based on laws that -- any
19 government agency that has a change -- our permit, if
20 there's any changes in our permit or the way we function, we
21 have to upgrade everything. We lose our grandfather
22 clauses. If we have to change that permit's name, that's
23 going to cost our residents. We're looking at about a
24 quarter million dollars to upgrade the sewer plant itself.
25 And you guys divide that cost between 105 homeowners.

1 And on top of that, on a yearly cost basis, we
2 have to employ an a -- an employee that's certified which I
3 understand runs about \$45 an hour because that would come
4 from the water district. With their hourly rate and their
5 benefits, it's going to cost us about \$45 an hour for an
6 employee. And that breaks down to being about \$93,600 a
7 year. And when you take that to each homeowner, that's
8 about \$74 and change per month going up in our rate and our
9 fees as a shareholder in our home, okay? All our residents
10 there are seniors. They're set on their set income. They
11 can't afford this kind of rate increases.

12 So when everybody's talking about saving money,
13 they're not looking at a park full of -- a community full of
14 senior citizens. So I'm asking you to please take that in
15 consideration. Thank you.

16 MR. HORN: All right. Thank you, sir.

17 MR. OTT: Tim O'Leary, are you in the
18 audience? Tim? And then Jim Hamilton is next. Please come
19 forward and again identify yourself by name. And then
20 following Jim Hamilton will be Carl Matthews.

21 MR. O'LEARY: Does this show the time amount?

22 MR. HORN: Two minutes. Go ahead, sir.

23 MR. O'LEARY: It doesn't show the time there at
24 all. Yes, my name is Tim O'Leary. I'm -- I've been a
25 newspaper reporter for nearly 35 years, resident of

1 Fallbrook for nearly 15 years.

2 AUDIENCE MEMBER: Can't hear you.

3 MR. O'LEARY: Okay. Is that better?

4 AUDIENCE MEMBER: Yes.

5 MR. O'LEARY: Okay. I'm going to go through
6 this quickly because of the two minutes. My name is Tim
7 O'Leary. I've been a newspaper reporter for nearly 35
8 years, resident of Fallbrook for nearly 15 years. My wife
9 and I have a little hobby farm, an acre and a half. I'm a
10 charter member of the Rainbow Communication Committee which
11 is one of three citizen panels that advise the governing
12 board.

13 In my career, I've covered dozens of LAFCO
14 hearings in three California counties; Santa Barbara, Placer
15 and Riverside. I've seen some very wise decisions by LAFCO
16 boards that have helped to build and strengthen communities,
17 and I would say that you have that opportunity today.

18 A merger of the two districts would probably be
19 a good thing over the long run. Our region is very
20 fractured, and there is a leadership vacuum. Personally, I
21 hope the next time we come before LAFCO is with an
22 incorporation effort.

23 You can do this right by unifying the two
24 districts with geographical voting zones and resolved to
25 forge a strong bond. You can do this badly by allowing

1 LAFCO to take over Rainbow. You'd have a fight on your
2 hands and further divide our fragile community if you let
3 that happen. Thank you for listening.

4 MR. OTT: Next speaker is Jim Hamilton,
5 followed by Carl Matthews, Jerri Arganda and then Joseph
6 Beyer. Please come forward if any of those speakers are
7 still here. Jim Hamilton? I see that he's not here. Carl
8 Matthews? Please state your name for the record.

9 MR. MATTHEWS: Yeah. Carl Matthews. And I'll
10 make it short and sweet since I was planning on three
11 minutes. But I worked for the Fallbrook Sanitary District
12 from 1989 to 1991. Shortly, I left to work for the
13 Metropolitan Water District.

14 The Fallbrook Public Utility District succeeded
15 with the hostile takeover of the Sanitary District, and
16 sewer rates went up. Still in contact with my former
17 co-workers at that time, they made it clear that they were
18 being treated like second-class citizens and morale had
19 never been lower. More than a few were going to seek
20 employment elsewhere. I'm afraid the same thing will happen
21 to Rainbow's employees which would be a shame because they
22 have worked very hard to turn their water company into a
23 first-rate outfit. I know this because in the late 1990s, I
24 was on a Citizens' Review Board formed by Rainbow Water, and
25 the issues have been addressed and corrected. Do not let

1 all that hard work be in vain.

2 And having read the entire staff report, it is
3 obviously and blatantly biased against Rainbow Water. A
4 clear example is on page 7. It states "Thirty letters of
5 support were received from ratepayers" and lists 15 topics
6 in those letters in detail. Not until page 54 is it
7 mentioned that 396 letters of opposition were received and
8 any topics raised had been addressed in the LAFCO staff
9 report.

10 So please don't base your decision on a very
11 biased staff report. And I truly hope you hear the voices
12 of the citizens of Rainbow when we say no to a hostile
13 takeover by FPUD. Thank you.

14 MR. HORN: Next speaker, please.

15 MR. OTT: Carl Mathews and then Jerri Arganda,
16 Joseph Beyer, George McManigle, and Don McNamara.

17 MR. HORN: If we called your name, just queue
18 up over here. Let's go. We're going to be here till
19 midnight.

20 MS. ARGANDA: Okay. My name is Jerri Arganda.
21 Do I need to spell it? No?

22 MR. OTT: That's good.

23 MS. ARGANDA: As a resident of Rainbow, I am
24 deeply concerned about the attempt by Fallbrook Public
25 Utility District to absorb Rainbow Municipal Water

1 District. "Absorb," is that like swallow up or consume?
2 Why was the attempt by FPUD perpetrated in such a sneaky
3 underhanded way as to bow with LAFCO in secret with no
4 consideration for Rainbow's wishes?

5 Rainbow will not be best served as a stepchild
6 to Fallbrook. Local control needs to be honored. Perhaps
7 it makes more sense for FPUD to be absorbed by Rainbow. Ask
8 yourselves, "How will this merger better" -- "How will
9 this -- How will this merger, better recognized as a grab,
10 befits -- benefit Fallbrook? And why now? Is there perhaps
11 a hidden agenda? I can't help but wonder that if FPUD
12 convinces LAFCO to go ahead with this hostile takeover, then
13 what? Will Fallbrook at some point in time file with LAFCO
14 to annex portions of Rainbow land? Fallbrook is built out.
15 Fallbrook has -- Rainbow has three times the land that
16 Fallbrook has. Some might find that irresistible.

17 The residents of Rainbow want to be left alone
18 to enjoy the peaceful community as it is now and into
19 perpetuity. We had no desire, as I said before, to be a
20 part of Fallbrook's desire to expand. We may be a small
21 community, but we come together and stand up for what is
22 right. We did it to stop the gravel quarry, and we will do
23 it to stop this mockery. Just because LAFCO has legal
24 authority to make this decision, it does not have the moral
25 right. Rainbow has a say in this, and we say no.

1 MR. HORN: Thank you.

2 MR. OTT: Joseph Beyer.

3 MR. HORN: Next speaker, please. Let's go.

4 MR. BEYER: Joseph Beyer, and lived in Bonsall
5 for 25 years. Rainbow Municipal Water District, same amount
6 of time. I love -- I've got three points. Three points.

7 Number one, I feel like a Benedict Arnold
8 here. I've loved Rainbow for 25 years or more, but I
9 support, I strongly support the merger or will call it a
10 marriage.

11 The second point, bigger isn't always better.
12 But as was well stated by the San Diego Tribune, Saturday,
13 September 12th editorial about -- it seems to -- it seems to
14 make sense. It's not perfect, but in the totality, I think
15 it -- I think it makes sense.

16 The third bullet and very, very importantly,
17 out of the love -- and I -- and it's true love for Rainbow
18 Municipal Water District, the firings after two years and
19 seeing -- I want those, if at all possible, to be delayed
20 out to five, to ten years. We've got 114 or 116 good, good
21 employees of FPUD, Rainbow Municipal Water District, and
22 we've got to look after our people. Particularly your
23 comments, Dianne Jacob's, have been absolutely fantastic,
24 not only in these hearings and other hearings -- and this is
25 from a liberal democrat talking, so I really appreciate the

1 comments, and also the other two ladies on into here.

2 Just a couple of things after that third thing
3 is the love for the employees. We want to make sure that
4 they can stay around as long as possible, that they're not
5 at the end of two years fired so that there's going to be
6 tremendous turmoil within the organization, and that the
7 decision for a district vote is a fantastic one. We want to
8 just make sure that the levelheadedness I think that Dianne
9 Jacobs and others are pointing out is fantastic, and we're
10 really proud to have every one of you as Commissioners
11 here. And thank you so much and go -- go merger, go
12 marriage. Do not have a divorce.

13 MR. HORN: Next speaker, please.

14 MR. OTT: George McManigle and then Don
15 McNamara and then Rick Carey.

16 MR. MCMANIGLE: George McManigle, Fallbrook.
17 I'm the past president of Rainbow Municipal Water District,
18 and I have the dubious pleasure of being named by Mike Ott
19 on page 3 of his report as "emotional." But if I read this
20 comment here on page 3, "A Rainbow MWD Board Member, George
21 McManigle was -- made highly emotional comments at a 2014
22 meeting."

23 Now, let's see why that might be. I invited
24 Mike Ott to come and speak to us because we were, at that
25 time, six months into the JPA, and we hadn't heard anything

1 from LAFCO. Our General Manager who had become Brian Brady,
2 was there to represent us on LAFCO and as our General
3 Manager. For six months, Brian Brady's comments were "no
4 comment." Nothing was happening at LAFCO for six months.
5 Rainbow Board sat there thinking things were going normally
6 but it wasn't.

7 So having invited Mr. Ott to give us an update,
8 we find out that while he's speaking to us, that FPUD has
9 already submitted an application. This is six months, JPA
10 was going on, and Mike Ott knew about it.

11 Now, if you go and do a public records check,
12 you'll find out that in September of the previous year, Mike
13 Ott emailed to Brian Brady and said, "What happened at last
14 night's meeting?" Now if you're in a court of law, the
15 answer could be implications. Brian Brady wrote back and
16 said, "We passed it 3 to 1."

17 Now, you have to keep in mind that the board,
18 FPUD Board, previously decided that one of their board
19 members, namely Archie McPhee, couldn't vote because he
20 would reveal to the public what was going on between FPUD
21 and LAFCO.

22 MR. HORN: Sir, you need to wrap up, please.

23 MR. MCMANIGLE: This man, in four different
24 occasions, knew that FPUD was violating the Brown Act. This
25 meeting that they referred to had to be rescinded, it had to

1 be revoted on, and Mr. Ott decided that the second
2 application that FPUD put in was only an amendment. Your
3 guidelines say one application every two years. Mr. Ott
4 says two's okay as long as you're FPUD.

5 MR. HORN: All right. Thank you, sir. Next
6 speaker.

7 MR. OTT: Next speaker is Don McNamara,
8 followed by Rick Carey and then Mick Ratican. Don McNamara,
9 are you here?

10 MR. HORN: I saw somebody move in the balcony.
11 I'm not sure.

12 MR. OTT: Rick Carey and Mick Ratican.

13 MR. RATICAN: Good morning, Board Members. My
14 name is Mick Ratican, 35-year resident of Fallbrook.
15 Professionally, I'm a registered civil engineer. 40-year
16 experience in civil engineering. Retired as a principal in
17 the largest engineering consultant firm based in San Diego
18 County.

19 Throughout my experience, I probably read in
20 those 40 years, thousands of reports and studies just like
21 the majority of you have. I processed engineering plans
22 through at least 30 water districts in Southern California,
23 so I have a lot of experience in this type of matter.

24 And having read the LAFCO report, I can find
25 very easily to join the chorus of criticisms of that report

1 because it'd certainly deserve that. But as an engineer,
2 I'd rather do constructive things rather than complain about
3 problems. I'd rather look forward rather than look
4 backwards. And as part of that, I joined the Rainbow
5 Engineering Advisory Committee. And you should see some of
6 the things that Rainbow's doing. They're not in the
7 report. They should be in the report.

8 We are studying and have gone through the
9 initial phases of doing our own water reclamation plant.
10 Your Executive Officer talked about that fact that we
11 currently send it to Oceanside and pay Oceanside. I mean,
12 we have our effluent, which is .7 million gallons a day
13 right now, .6, .7 million gallons a day, in an old
14 transmission line going all the way to Oceanside. We have
15 the opportunity to -- and we're studying right now to do our
16 own water reclamation plant.

17 That plant, when it's done, is going to create
18 a million gallons a day of reclaimed water which can all be
19 used for our agricultural uses. If you know Rainbow at all,
20 our agricultural uses are all congested up in one spot, so
21 the delivery of this to the agricultural use is a lot easier
22 than a lot of the cities who've got to have a network of
23 pipes going everywhere.

24 So that's a million gallons. On top of that,
25 it's a million gallons that San Diego County doesn't have to

1 impart from MWD and from our friends up in Sacramento.

2 We're also looking -- I worked 20 years in the
3 County of Riverside where the majority of the water
4 districts get the majority of the their water from
5 groundwater. We are now testing groundwater and looking at
6 using well water to supplement our water in Rainbow.

7 So there's a lot of -- you can you tell I'm
8 pretty excited because I'm -- I'm an engineer at heart. And
9 there's a lot of things that we're doing at Rainbow.

10 And I got to say, Tom Kennedy is the best water
11 manager I've ever dealt with, and I've worked with 20, 30
12 different water districts.

13 MR. HORN: All right, sir. I need you to wrap
14 up.

15 MR. RATICAN: And I will wrap up. So what I'm
16 concern is, if you go through with this merger, that these
17 type of things that are happening at Rainbow right now will
18 fall to the wayside, be shelved, or worse off, not followed
19 through at all.

20 So I would recommend, or highly recommend, that
21 you vote to let Rainbow continue in the manner that it's
22 going. Thank you.

23 MR. HORN: Thank you, sir. Okay. That was the
24 opposition speakers, right, that turned in their slips in
25 July. So Michael's going to read those who put in slips

1 opposed but don't need to speak, so --

2 MR. OTT: Correct.

3 MR. HORN: He's going to read those names, and
4 then we're going to go to the July supporters, and then
5 we'll go to the today.

6 MR. OTT: Thank you, Mr. Chairman. We also
7 heard from Jack Griffiths in July, so I do have his speaker
8 slip here already. We have Esme Griffiths who does not want
9 to speak, but is in opposition. And the following people
10 are also wanting to be registered in opposition but don't
11 want to speak: Matthew Warren, Chris Brown, Helene Brazier
12 -- I apologize -- Juan Atilano, Judith Fekere, Alma Adams,
13 John MacCannon, Michael Daily, Martha Sanford, Ben Cossart,
14 Sherry Kirkpatrick, Rene Bush, Dawn Washburn, Adriana Ochoa
15 and Tom Shepard. That's all from July.

16 MR. HORN: Okay. Now we're going to go to
17 those who put in slips in July to support the merger, so --
18 and then we'll go to today.

19 MR. OTT: We'll start with Donna -- actually,
20 Mr. Chairman, this is from today, Ms. Gebhart.

21 MR. HORN: Oh. Okay. So put her in today's
22 pile then. She got her money back.

23 MR. OTT: Milt Davies, followed by Bob James,
24 followed by Vince Rosi[sic], followed by Phillip Forbes.
25 And I believe Phillip Forbes spoke regarding the

1 continuance. I'm not sure he spoke about the item itself in
2 July.

3 MR. DAVIES: Commissioners, Staff, Mr. Ott, my
4 name is Milt Davies. I was the president of the Fallbrook
5 Sanitary District Board when in 1992 Mr. Tinker came to us.
6 He's the GM of FPUD, and he said "let's merge." We were
7 without a manager at the time, and I can remember the hair
8 on my neck standing straight out and -- as my other board
9 members.

10 I remember signing warrants for thousands of
11 dollars of PR people to try and fight this. I remember
12 signing warrants for tens of thousands of dollars in legal
13 fees to try and fight this.

14 In the end, Mr. Ott put together a program, and
15 the community said "make it happen." And we did. And I
16 went to Gordon Tinker who was the manager a couple days
17 later, shook his hand and I said, "Let's, get on with the
18 public's business and bury the hatchet, Gordon." And he
19 said, "Let's do it."

20 Within 30 days, you wouldn't know there was a
21 Fallbrook Sanitary District. The logos had been changed on
22 the doors, the stationary, the business cards, the uniforms
23 had been changed. And I chaired the Personnel Committee for
24 probably 20-some odd years now. Were there problems with
25 some of the personnel, yeah. And we tried to err in the

1 side our employees, to give them the benefit of the doubt
2 when merging these two different MOUs.

3 And in the long run, it took me about
4 two-and-a-half or three years to swallow my pride and to
5 admit to Gordon Tinker that it was the best thing that that
6 sanitary district ever did. One voice, one board, one
7 manager making the water and wastewater and reclamation
8 decisions for this town.

9 I don't know if you remember Betty Ferguson,
10 the first woman elected to the Vallecitos Water District.
11 Betty told me this one time, she says, "After taking my
12 oath, I stepped to the dais," and she said, "the comments
13 started coming out." "Well, this is the first woman we've
14 had on this board," and, "Oh, this will be interesting,
15 having a woman on the board." She said she took it for
16 about 30 seconds and then she said, "Mr. President." She
17 leaned into the microphone like I'm doing and she said,
18 "What's the next item on the agenda?" And when this board
19 is collectively seated, the nine of us elect that president,
20 I hope the eight of us look left or right down that line and
21 say, "Mr. President, what's the next item on this agenda?
22 Let's save some money for this community."

23 MR. HORN: All right. Thank you, sir.

24 MR. DAVIES: Thank you.

25 MR. HORN: Next speaker, please.

1 MR. OTT: Next speaker is Vince Rosi, Bob James
2 and Phillip Forbes.

3 MR. ROSS: Thank you, Mr. Chair and Members of
4 the LAFCO Commission. This is my second trip down here, and
5 I haven't changed much in terms of what I was going to say,
6 so I'll try to make it brief.

7 MR. OTT: Please state your name for the
8 record.

9 MR. ROSS: My name -- my correct name is Vince
10 Ross. My writing is terrible, but I'm working on it. But
11 anyhow, I was so excited when I first heard about this
12 merger. I've been live -- I've lived in Fallbrook for 50
13 years. I've been active in umpteen different organizations,
14 so -- and I hate these contentious things, but I know that
15 they're necessary from time to time. And, Mr. Davies, you
16 just mentioned the issue with the sewer district. I was
17 involved in that. And it was very bitter and very
18 contentious, just like this is, and -- but it turned out
19 really well. I think that Gordon Tinker is here, and I know
20 that he studied the specific financial benefits that
21 happened in that district.

22 Now, I know it's not a water district, but it's
23 the same thing. So what I hate to see is all the money
24 that's been spent on this campaign. It's been humongous,
25 and it's been going on for a long time. I'd like to stop

1 that spending and work on collaboration. I've been working
2 on that with many of the organizations.

3 I think we need to take a look at the long run,
4 take a look at the way these districts can work together to
5 make Fallbrook a better place. It's a wonderful town. We
6 don't need to spend our money on issues that are -- and I'm
7 not saying that local control is not an issue. But in this
8 instance, how can you explain unanimous approval and then
9 all of the sudden change the rules? There's nothing that I
10 can think of that changed so quickly that they had to
11 pull -- they had to pull the rug.

12 And then I'm not sure that -- I think many of
13 the ratepayers are confused, and they have good reason to
14 be. But I think that in the November election, there was a
15 change in their Board of Directors, and it happened to be
16 the Chairman of the Rainbow District that just spoke. So I
17 think stakeholders are -- and ratepayers are kind of fed up
18 with the -- with all of this discussion. I think they'd
19 like to bring it to a head and move towards a good
20 solution. I respect your conclusions and look forward to
21 what you have to say. Bye.

22 MR. HORN: Okay. Good. We're going to call
23 some more names. We have 66 speakers left who have
24 registered to speak. And if I give you two minutes each,
25 that puts us at over an hour and six minutes. I have a pile

1 here that are opposed to it but don't need to speak. If we
2 get time, we'll read those names. But -- so as we call your
3 names -- and probably call, I don't know, as many as you
4 can. So you can queue up over here on the side, and we can
5 get right to you and get through this, because I want
6 everyone to have an opportunity. But the board needs to
7 discuss this issue, otherwise we're going to be in till this
8 afternoon.

9 MR. OTT: Bob James and then Phillip Forbes.

10 MR. JAMES: I'll make this short. I'm General
11 Counsel for FPUD. I used to be General Counsel for
12 Rainbow. I live in the Rainbow District. Obviously I favor
13 the merger. And I'm here basically, along with my
14 co-counsel, Paula de Sousa, to answer any legal questions
15 that may arise. So I'm not going to make an individual
16 presentation. Let's let the public speak. Thank you.

17 MR. HORN: Thank you, sir. Next speaker. Is
18 Mr. Forbes here?

19 AUDIENCE MEMBER: He spoke last time.

20 MR. OTT: All right. And then for the record,
21 we have individuals that do not want to speak but are in
22 support; Paula de Sousa, Carol Lee Brady and Noelle Denke.

23 MR. HORN: Okay. Read the ones that are today
24 that want to support it.

25 MR. OTT: Those are all from July 6th. Now

1 we're getting to September 14th. Somebody put "August 14th"
2 here. Interesting. Donna Gebhart. Should we go with the
3 support?

4 MR. HORN: Yeah.

5 MR. OTT: Donna, please come forward. And you
6 have two minutes.

7 MR. HORN: Go ahead. Just keep reading while
8 she's coming up. We've got to speed this up.

9 MR. OTT: Gregg Lowry, Robert James -- you
10 already spoke -- Gordon Tinker. Go ahead.

11 MS. GEBHART: Oh, I'm sorry. My name is Donna
12 Gebhart, and I'm co-owner of Gebhart & Associates. It's a
13 financial advisory firm in Fallbrook. We've been there
14 since 1999. And I'm also an owner and operator with my
15 husband of a commercial Hass avocado grove. And we've
16 managed that since 1997. We do all the work. And both my
17 business on the economic -- or both of my businesses rely on
18 the economic vitality of Fallbrook, Bonsall and Rainbow
19 communities.

20 And this is in large part -- excuse me, I'm a
21 little nervous. This is in large part tied to the
22 affordability and efficiency of our water service. The
23 proposed merger of Rainbow and FPUD will provide for smaller
24 and much more efficient local government which in turn
25 translates to more affordable water and wastewater services

1 to our local homes, businesses and to agricultural
2 operations such as mine.

3 And I just want to thank you for allowing me to
4 express my opinions and my views on this very important
5 topic. And I just believe that smaller government will
6 trickle down to the consumers. And that's my hope for
7 today. And thank you so much.

8 MR. HORN: Thank you. Next speaker, please.

9 MR. OTT: Gordon Tinker, followed by Gregg
10 Lowry and then Joe Beyer.

11 MR. TINKER: Chairman Horn, other Members of
12 the Commission, I'm Gordon Tinker. I'm a 40-year resident
13 of Fallbrook. I served as General Manager of the Fallbrook
14 Public Utility for 19 years, from 1980 through '99 and was
15 involved in those two mergers we've already talked about
16 tonight. And so I've got -- I've got personal experience on
17 how to make mergers work. Both of these went to the voters,
18 both of them were approved by the voters. We never got a
19 complaint afterwards that we made a mistake.

20 Just a little bit about the financial savings
21 with the Sanitary District. We basically initially saved
22 the top three positions; General Manager, Chief
23 Administrative Officer and a Contract Engineer.

24 Within the next couple of years with
25 retirements, we were able to eliminate two other supervisory

1 positions. And if you take those five positions in today's
2 dollars, that's \$600,000 a year. The savings are real.
3 They're going to be real here. I highly recommend you do
4 it. It's the right thing to do today.

5 MR. HORN: Thank you, sir. Next speaker.

6 MR. OTT: Gregg Lowry and Joe Beyer.

7 MR. LOWRY: Mr. Chairman, LAFCO Commissioners,
8 thank you for the opportunity to be here this morning.
9 Pardon me if I'm a little -- a little out of wind. I came
10 from upstairs, so -- I'm here to support this merger.

11 MR. OTT: Please state your name for the
12 record, sir.

13 MR. LOWRY: Gregg Lowry, resident of Fallbrook,
14 Rainbow ratepayer since 1977, residents since 1987. I speak
15 to you in support of the merger based on my personal
16 experience. United States Navy Civil Engineer Corps, former
17 Assistant General Manager of FPUD, former Assistant General
18 Manager of the Rancho California Water District, and then 25
19 years of history as a consultant in the financial and
20 engineering world.

21 Reiter Lowry Consultants -- some of you
22 recognize my partner's name, Glenn Reiter -- had the
23 opportunity to serve special districts throughout
24 California. During that 25 years, we saw many different
25 mergers, many different consolidations, participated in

1 those reviews. These savings are real. The ratepayers in
2 Rainbow deserve a break. The history of high rates and the
3 cost of service that exceeds most of the surrounding
4 agencies is not something that the ratepayer should
5 continue. It's a real opportunity, these savings, over 10,
6 20 years are going to benefit not just me, our children, our
7 grandchildren and our great-grandchildren.

8 Let's stop the fighting. Let's move forward.
9 Let's get this merger done and start capitalizing on the
10 savings, the engineering economics and a better-run
11 organization totally. Thank you.

12 MR. HORN: Next speaker, please.

13 MR. OTT: Is Joe Beyer here?

14 AUDIENCE MEMBER: Already spoke.

15 MR. OTT: Okay. Duplicate speaker slip. We
16 have other duplicate speaker slips for Vince Ross, Don
17 McDougal, Milton Davies and Robert James. That concludes
18 the support slips for 9/14, Mr. Chairman. Could James --
19 I'm sorry about this -- Swenson or Swesson please come
20 forward, Phil Acosta, Carol Matthews, Bettye Cook -- and I
21 think we're getting some repeats again -- Jerri Arganda. If
22 I've mentioned your name, please come forward.

23 MR. HORN: Yeah. Come up, please. Queue up
24 over here so we can keep this going.

25 MR. SUNESON: Good morning, ladies and

1 gentlemen. My name is James Thomas Suneson. The Rainbow
2 employees and my bosses know me as "Thomas." I'm a
3 concerned employee. I thank those who have mentioned us.
4 I'm concerned that the hazing has already started. I'm
5 concerned that we are caught in the middle on both sides.
6 I'm concerned about our future. This is my livelihood. I
7 provide for my family, like the other employees. This has
8 not been something that has been easy on any of the
9 employees. There has been huge discussion on why things
10 were going along well and then not. That is for them to
11 hash out at a later date. The employees have been taken a
12 toll on this because our future is uncertain. We do -- have
13 not been able to get any questions answered since the start
14 of this, and we have not gotten any questions answered since
15 it became a takeover. Thank you.

16 MR. HORN: Thank you, sir. Next speaker.

17 MR. OTT: Carl Matthews, Bettye Cook, Jerri
18 Arganda, James Thomas Schwennesen; are you one of those,
19 sir?

20 MR. ACOSTA: No, I'm Phil Acosta.

21 MR. OTT: Okay.

22 MR. ACOSTA: Thank you for this opportunity to
23 speak. I too am one of the owners at Oak Crest Estates, and
24 I want to ask the Commission if they'll have their advisory
25 committee to do a study on what it's going to cost we senior

1 citizens if this merger goes through. I want to know if
2 we're going to get thrown under the bus or not, and if so,
3 why in the world would you want to do something like that to
4 us? Thank you.

5 MR. HORN: Thank you, sir. Next speaker,
6 please.

7 MR. OTT: I will read new names. Candra
8 Hainline, Maria Mendoza, Bill Hitt, Elden Hansen. If I
9 called your name or something that resembles that, please
10 come forward.

11 MS. HAINLINE: Hello. I'm Candra Hainline, and
12 I also live in Oak Crest Estates. And my husband and I are
13 both -- we've lived here forever, Fallbrook/Rainbow area.
14 We moved ten years ago. And guess what happened? Our water
15 and sewer plant were taken over by another water company,
16 and our rates did go crazy. They all went up. No guarantee
17 that they weren't going to, but they did. Luckily we
18 weren't in a senior place as we are now, and I am concerned
19 about people who have limited incomes. They're not going to
20 get a raise but -- I know that they're saying that they
21 won't go up, but I don't hear anybody giving a guarantee of
22 that. So I am concerned for my neighborhood and my
23 neighbors. Thank you.

24 MR. HORN: Thank you. Next speaker. If your
25 name was called, please come on down.

1 MR. OTT: Bill Hitt, Elden Hansen, Jon
2 Frandell, William O'Connor.

3 MR. HANSEN: Good morning. I'm Elden Hansen.
4 I'm also a resident of Oak Crest Estates which is a senior
5 citizen community. And the residents there are on a fixed
6 income and cannot tolerate increase in their assessments.
7 And I'm against the Fallbrook Utility's hostile takeover of
8 Rainbow. We own our sewer treatment facilities, and we
9 cannot take the chance of needing to apply for a new sewer
10 treatment facility permit. And this process would be very,
11 very expensive for us.

12 The LAFCO agency is a government agency that
13 makes decisions that reflect the wishes of the community.
14 With the number of letters and emails received by this
15 agency in support of Rainbow Water District, you should vote
16 in favor of Rainbow, thus denying Fallbrook Public Utility's
17 hostile takeover of Rainbow. Thank you.

18 MR. HORN: Thank you, sir. Next speaker. Next
19 speaker.

20 MR. OTT: Please come forward.

21 MR. HITT: My name is Bill Hitt. I'm a long-
22 time resident of Rainbow and a former surveyor on the first
23 aqueduct in San Diego. In the -- In 1947, the southwest was
24 in a severe drought, and Rainbow was even more severe than
25 the drought of today. We depended upon wells. Most them

1 were shallow wells, and they were very inefficient in a way
2 because they didn't -- weren't big enough to have any water,
3 store water. And my old well at my place was dry. We were
4 hauling water in by tank for just for our basic needs.

5 We formed a little committee in Rainbow. We
6 called it a "Water Utility District." It was very informal,
7 was illegal. And we were searching for ways for
8 supplemental water. None were available. San Luis Rey
9 River was out of reach, and we'd already over subscribed.
10 The same with Santa Margarita. And somehow or other, the
11 representative of Fallbrook Utility District on the Water
12 Authority Board -- the Water Authority didn't have any water
13 at that time -- he was stating publicly in Fallbrook that
14 Rainbow would never get any water from that pipeline as long
15 as he was on the board. Now, we had hadn't done anything to
16 irritate him, but he took that stand. He was denying us
17 water.

18 One of the largest growers in the area came to
19 me, asked if I could find the name of somebody in the Water
20 Authority that they could talk to. I said I would try. And
21 I went to my boss, the Chief of Surveys for the aqueduct,
22 and asked him. And he said "Come with me." He took me
23 right across the street to the Navy's headquarters for the
24 project, took me to the engineer in charge of the aqueduct,
25 Frank Heinz, Commander, USN, and he stated briefly the

1 problem. And Frank, he -- then he asked me to go into more
2 detail, which I did. And before I finished, he grabbed the
3 phone and dialed the number. I thought he would be talking
4 to the Water Authority.

5 MR. HORN: All right. Sir, please wrap up.

6 MR. HITT: What?

7 MR. HORN: I need you to wrap up. I gave you
8 your two minutes and so conclude.

9 MR. HITT: Well, I talked to Bob Diemer,
10 chief -- he was a chief engineer for the Metropolitan Water
11 District, and he guaranteed Rainbow water. If San Diego
12 would not supply it, Metropolitan Water District would
13 supply it. But within five days, the representative from
14 the San Diego County Water Authority was in Rainbow talking
15 to the chairman of our little committee guaranteeing water.
16 They were going to give us emergency water immediately, and
17 then they would help us organize into a legal district and
18 deliver water.

19 MR. HORN: All right, sir. I need to have
20 you -- you're done. Thank you very much for your
21 testimony. Can I go to the next speaker, please.

22 MR. OTT: Jon Frandell, William O'Connor, Tom
23 Casey, Sandra Vitkovic and Patricia Collings. If I've
24 indicated your name, please come forward.

25 MR. O'CONNOR: Good morning. I'm Bill

1 O'Connor. Nice to see some of you. Some of you I've met
2 before. And, Bill, nice to see you and appreciate all the
3 work that you've done for our community. I'm going to
4 dispense with my comments. I gave most of my time to the
5 former speaker.

6 Two things; one, I think we need to vote. If
7 we're going to merge, I think we need to vote. And I think
8 that that's what's missing here. A lot of maybe information
9 that goes back and forth on this whole issue. And we'd all
10 like to save some money, and I think perhaps if the two
11 sides get together again -- it sounds like the JPA was
12 working. And, Dianne, you made that comment. And I think
13 maybe we should put them back into that situation and see
14 how we can work this out.

15 I was looking at the front of this magnificent
16 building, and there's a statement on that, that building
17 that we're in. I'd like to just read it. It says, "Good
18 government demands the intelligent interest of every
19 citizen." And one of those I think is that we really need
20 to participate. And this is a good indication that people
21 overwhelmingly in the Rainbow and the Bonsall area feel that
22 there's something wrong with this merger. I don't think
23 it's really a merger. Thank you very much.

24 MR. HORN: Thank you, sir. Next speaker.

25 MR. FRANDELL: Jon Frandell, past president

1 Bonsall Rotary. I'd like to start off with saying that was
2 the most biased report that I've ever read. Did not show
3 both sides of the equation. It was this "I'm going to do
4 the statistics to show what I want to show, and I can show
5 it any way," but you didn't show fairly the presentation of
6 the facts.

7 Secondly, Bonsall/Rainbow is fiercely
8 independent. The Bonsall Unified School District proved
9 that to Fallbrook Unified School District. This is a
10 grassroots. It is the people saying Bonsall/Rainbow don't
11 want to be run by Fallbrook, and that's the basics. Please,
12 Option 2.

13 MR. HORN: This isn't reality TV, so I'd
14 appreciate if you don't applaud every time something happens
15 here. You're up, sir.

16 MR. CASEY: Mr. Chairman, Commissioners, my
17 name is Tom Casey. I'm from Rainbow. I think this is a
18 classic case of solving a problem that does not exist.
19 Rainbow's a very small community. We're well-served by our
20 water district. We remain confident that any savings that
21 are going to be derived, they will be able to produce. We
22 are concerned about a loss of customer service. This seems,
23 in so many respects since Fallbrook is a different community
24 than ours, the constant back and forth that the County of
25 San Diego or the City of Escondido or our local

1 representatives go through with Sacramento. So this seems
2 like one of those arrangements where "send your money to
3 Washington D.C., and they're going to be much more efficient
4 at administering it, and you are going to be the
5 beneficiary."

6 I think Rainbow does a very good job, and we
7 should just keep our local control, as precious and as few
8 instances we have of it, in our own Rainbow community.
9 Thank you.

10 MR. HORN: Thank you, sir. Next speaker.

11 MS. VITKOVIC: Good morning, Commissioners. My
12 name is Sandra Vitkovic. I was born and reared in
13 Oceanside, and I've lived in Bonsall for the last 22 years.
14 31134 Old River Road.

15 One, I'm against the merger.

16 Two, Rainbow Water has a much lower debt than
17 Fallbrook Water District.

18 Three, Fallbrook water pays their executives a
19 higher wage than Rainbow.

20 Four, Fallbrook pays a higher percentage into
21 their retirement package, making -- making higher -- making
22 it higher than Rainbow. This is how cities go broke and
23 bankrupt. It's similar to a pyramid, eventually could
24 happen to Fallbrook Water. The bottom line is, Fallbrook
25 Water District does not know how to manage their money and

1 is why they are more in debt. I do not like their voting
2 system. It would not be fair to the ratepayers of Rainbow
3 Water.

4 And I added this while I was sitting there. I
5 have numerous friends in Fallbrook. And being retired, we
6 compare our bills; San Diego Gas & Electric, phone and so
7 forth. And we've compared our water bills, and they are
8 similar, Rainbow and Fallbrook. I do not pay more water
9 than -- I do not pay more money in Bonsall than they do in
10 Fallbrook. It's not 17 percent higher.

11 And last but not least, why would Rainbow Water
12 District or their customers want to merge? It's common
13 sense not to merge, and I hope you vote against this hostile
14 takeover and merger. It is not fair. Thank you.

15 MR. HORN: Thank you. Next speaker, please.

16 MS. COLLINGS: Good morning. My name's
17 Patricia Collings. I have worked for Rainbow for 17 years.
18 I was one of the people who were offered attrition. I felt
19 from the very beginning that I was one of the target ones,
20 mainly probably because of my age. What really upset me
21 most, and I hope you take this into consideration, is that I
22 was not asked by the Rainbow company, I was asked by
23 Fallbrook to take this five-year -- do you understand? No,
24 you don't understand my accent?

25 Rainbow Municipal Water District, it was not

1 their HR Department who offered me this golden handshake,
2 but it was Fallbrook, and it was their Deputy GM. So I
3 wanted you to know that please take this into consideration
4 when you think about the employees of Rainbow because it
5 does seem very one-sided. Thank you.

6 MR. HORN: Thank you. Next speaker, please.

7 MR. OTT: Maureen Rhyne, Bill Harding, Robert
8 Leonard.

9 MS. ORCHID: My name hasn't been called, but
10 I'm here on behalf of the Employees Associations. And we
11 were promised to have a seven-minute time slot.

12 MR. OTT: Please state your name for the
13 record.

14 MS. ORCHID: My name is Oshea Orchid. I'm an
15 attorney on behalf of the Employees Associations.

16 MR. HORN: Okay. Go ahead.

17 MS. ORCHID: Okay. Good morning,
18 Commissioners.

19 MR. HORN: Five minutes. I'll give you five
20 minutes.

21 MS. ORCHID: Okay. I'll try to get through
22 everything as quickly as I can.

23 MR. HORN: Okay. We're running out of time
24 here, unless you people are going to spend lunch with us.

25 MS. ORCHID: Okay. I'm here today to speak

1 with you about the concerns the employees have about this
2 merger going through.

3 The Rainbow employees were not initially
4 opposed to this merger, however after a very difficult last
5 few years, they now oppose this merger because it's clear
6 Rainbow can provide more efficient and higher quality
7 service to the ratepayers.

8 The NCJPA agreement between the two agencies
9 was clearly understood to be a one-year study to evaluate
10 possible savings and efficiencies. During this time period,
11 Rainbow staff were instructed to follow Fallbrook's standard
12 operating procedures, policies and practices.

13 To a considerable extent, Rainbow's operating
14 procedures are much more effective at delivering affordable
15 quality service to the ratepayers. There was no
16 consideration for combining the respective operating
17 procedures or evaluating what works best; therefore, rather
18 than saving money, there was a lot of waste.

19 At the beginning of the JPA, Rainbow employees
20 were assured they would be able to continue to provide high
21 quality services to the ratepayers. They were promised the
22 new organization would be respectful of established policies
23 and procedures which were proven to benefit the ratepayers.

24 In reality, Rainbow's past practices for
25 conducting business were entirely trampled and the overall

1 quality of service to the ratepayers declined. Fallbrook's
2 top management made threats to Rainbow employees that if
3 they cannot conform to Fallbrook's programs, their jobs
4 would be at risk. And this heavy-handed treatment came long
5 before discussions of a permanent merger.

6 The trust issues created in this process
7 resulted in uncertainty and conflict which continues today.
8 Staff are concerned that a forced merger between the two
9 organizations will result in continuous or renewed hostile
10 relations among staff members and would -- that would
11 inevitably be carried into a joint venture.

12 Under the proposed terms and conditions
13 presented, merit programs and advancement opportunities for
14 existing Rainbow staff would be eliminated, further reducing
15 staff morale as well as initiatives for -- incentives for
16 initiative, motivation and enthusiasm.

17 The proposed terms and conditions now state
18 that layoff lists could be formed if applicable. Although
19 the staff at Rainbow have high levels of education, skill
20 and work ethic, it's likely that the takeover of an agency
21 with fewer employees by an agency with many more, could
22 result in the elimination of Rainbow's staff.

23 Going back as far as September of 2012, Rainbow
24 employees have consistently been told that any staff
25 reductions in the case of consolidation would come from

1 attrition and that employees would be protected from
2 layoffs. The staff at Rainbow believe these promises were
3 made to woo them into accepting this merger and believing
4 they are safe when, in fact, their jobs are not safe at
5 all.

6 The Rainbow employees pride themselves in
7 providing professional and quality service to their
8 customers. They have achieved high levels of certification
9 and education and repaid the ratepayers with dedication and
10 loyalty with a combined total of 470 years of service to the
11 agency. To lose this degree of allegiance, knowledge and
12 expertise in a short period of time would prove to be
13 detrimental to everyone. The threat of losing some of the
14 best people for the job is very real.

15 The report states that Rainbow salaries are
16 higher than those at Fallbrook; however, the report fails to
17 mention that Rainbow has many fewer employees, and those
18 employees handle far more assigned tasks, as well as
19 covering a much larger service area per person than
20 Fallbrook does.

21 Further, if you look at Fallbrook's personnel
22 practices, as well as their overtime expenditures, you will
23 see that Rainbow employees are not more costly; they simply
24 work hard and efficiently.

25 The proposed combined service area of 125

1 miles, along with less personnel to work that area, will
2 have a direct impact on the quality of service to
3 ratepayers. Combining Fallbrook and Rainbow would most
4 likely result in the combined workforce, using Fallbrook's
5 existing yard. This would increase wear and tear on the
6 vehicles, the amount of fuel used, emergency responsiveness
7 and the corresponding amount of pollution created by
8 vehicles that are responding all the way down to the south
9 end of Rainbow's existing boundaries.

10 This merge would also cause us to end up back
11 at the bargaining table. The Rainbow Management & Employees
12 Associations just reached three-year contracts last year.
13 Fallbrook also just negotiated a new contract this year.
14 These MOUs for Rainbow and Fallbrook are very different, so
15 many subjects would have -- would be the subject of meet and
16 confer which would require negotiations. The time and
17 expense of going through unnecessary contract negotiations
18 would be another impact on potential savings. The cost
19 savings which would presumably result from this merger and
20 the reduction of duplicate services is a reasonable goal,
21 the reason for considering this merger. However, providing
22 quality service to customers is the most important goal. An
23 agency with conflicting cultures and competing
24 organizational structures will not save money or maintain
25 quality service, thus the merger's entire purpose could

1 easily fail.

2 Based on the proposed terms and conditions
3 provided in the LAFCO staff report, anyone would question
4 whether this decision to merge the two organizations isn't
5 premature, much less ill-conceived in the first place. The
6 hostility that's been created over the past several years
7 between the two agencies guarantees long-term negative
8 impacts on the ratepayers and employees should the merge
9 occur.

10 MR. HORN: Thank you. I'm going to ask you to
11 wrap up.

12 MS. ORCHID: The employees of Rainbow urge your
13 Commissioners to consider their concerns and also what's
14 best for the ratepayers. Thank you.

15 MR. HORN: Thank you. Next speaker, please.
16 Good morning.

17 MS. RHYNE: Good morning. My name is Maureen
18 Rhyne. And this isn't the first time I've been here. More
19 than -- well, about 40 years ago, there was a lot of
20 controversy over CUDA and EDA, which CUDA was Current Urban
21 Development Area; EDA was Estate Development Area.

22 And at that time, we were fighting pretty hard
23 to keep our rural atmosphere. So Fallbrook was primarily
24 CUDA, and the Bonsall and Rainbow area was primarily EDA.

25 And to say something about the Sanitation

1 District in Fallbrook, if Ben Price, the General Manager of
2 the Sanitation District at the time of the controversy was
3 here, he'd have a completely different outlook on the --
4 what the merger -- another hostile takeover.

5 I want to give you some of the things that's
6 happened during the JPA with Rainbow and Fallbrook. During
7 a couple of months into the JPA, our Finance Manager said
8 that all of the sudden our half of the salary for the
9 General Manager was increased. And when they -- FPUD was
10 asked why the increase, they said they voted on it. He was
11 supposedly our General Manager too, and we were paying half
12 of his pay. Why weren't we asked? Why weren't we asked
13 whether or not or we were thinking about voting on it? They
14 didn't care. Fallbrook's board did not care whether
15 Rainbow's board knew about it or not.

16 And that same thing trickled down to the
17 employees. Some of the employees that I talked to -- and I
18 was in the plumbing business, so consequently I see the guys
19 that are digging holes in the ground -- and they said they
20 felt like peons at FPUD.

21 MR. HORN: All right. Please wrap up.

22 MS. RHYNE: All right. We have a General
23 Manager that is one great General Manager. Our staff is
24 great. And I look at this as -- because we have the college
25 coming in, we have development coming in -- is the big bully

1 on the block is wanting what we've got. And I will fight
2 just as hard as I did for CUDA to make sure that this merger
3 doesn't happen.

4 MR. HORN: All right. Thank you. Next
5 speaker, please.

6 MR. HARDING: Mr. Chairman, Supervisor Jacob,
7 Mayor Sam, Commissioners and Mr. Ott, my name is Bill
8 Harding. I've lived in the county since 1969, in Rainbow
9 since 1979. I tried to outline in a letter to Supervisor
10 Horn how the principle of local control centers this
11 debate. Directors of Rainbow Municipal, our elected
12 officials, have already rejected this unwanted Fallbrook
13 proposal. To force this union upon us would stand as a
14 repudiation of public will already expressed. If we were
15 upset with our directors, we would have attempt to recall
16 them or protested to LAFCO to overrule them. We have done
17 neither. Relegating the principle of local control to
18 protest status after a decision is made is a lot like
19 telling an unwilling bride she can always file for annulment
20 the morning after the ceremony if she's still dissatisfied.

21 To me, that reasoning, like your staff's
22 recommendation, is inside out. One of you sits on a water
23 board district. I would ask Mr. Sprague to consider that
24 his vote on this forced consolidation would require him to
25 approve a similar unasked for annexation of his own district

1 by its neighbor. That's the message you would be sending to
2 your constituents today. You might dismiss this as
3 something that could never happen, but just a year ago,
4 directors of the Rainbow Municipal District felt the same
5 way.

6 Cost saving is important. The principle of
7 local control is more important. Rainbow Municipal's
8 revenues are larger than Fallbrook's, so is our territory,
9 so is the amount of undeveloped land within our boundaries.
10 We believe we should have a direct local input in
11 determining the fate of that land, our own future.

12 Through our elected officials, we have already
13 made clear that we do not wish to be any part of any scheme
14 of empire by anyone. Both districts had their courtship
15 during the JPA, they came face-to-face, saw each other for
16 who they were. One of them, Rainbow Municipal, didn't like
17 what it saw and broke off the engagement. Now the other,
18 Fallbrook, insists the unwanted marriage must take place.

19 MR. HORN: Please wrap up.

20 MR. HARDING: No means no. I urge you to stand
21 on principle and vote against this forced consolidation.
22 Thank you.

23 MR. HORN: Thank you. Mr. Leonard, you're up.

24 MR. LEONARD: Good morning. My name is Robert
25 Leonard. I'm a resident of the Fallbrook FPUD District at

1 this time. Previously in my life, I was a resident and a
2 customer of Rainbow. I'd like to share with you some of our
3 history of Fallbrook as well that's come up. Twice, the
4 communities had the opportunity to vote in favor of
5 incorporating. Neither of those votes was approved by the
6 voters of our communities.

7 I'd also like to remind you that the history of
8 the hopes of FPUD sometimes aren't matched by realities.
9 When I move to the Fallbrook area, I understood there would
10 be a lake in Fallbrook based on a dam to be built on FPUD
11 property. Today, that's known as Santa Margarita, the only
12 undammed, unhumanly adjusted area.

13 There are times in our community where recently
14 if FPUD wanted to reach out and help, where was their help
15 in keeping our hospital open? It recently closed. If it
16 has these latent powers, it could have been used. They can
17 be used in other outlets where other people might want them
18 to come and help. But when it's obvious that both sides
19 aren't necessarily in favor of it, they shouldn't continue
20 to go forward. Thank you very much.

21 MR. HORN: Thank you, sir.

22 I know you're the attorney, but do I have a
23 slip for you?

24 MR. PELLMAN: Yes.

25 MR. OTT: We do.

1 MR. HORN: All right.

2 MR. PELLMAN: Okay. And I'll try to stick
3 within the two minutes that you've allotted the public
4 speakers.

5 Chairman Horn and Members of the Commission, my
6 name is Bill Pellman. I'm an attorney with Nossaman. One
7 of my former partners, Jack Knox, was the author of Cortese-
8 Knox. I have been personally involved with advising
9 regarding LAFCO statutes since Cortese-Knox went into effect
10 in 1985. So I guess, Supervisor Jacob, that puts me
11 involved with LAFCO even longer than you and longer than
12 Mike.

13 Just quickly two points. You know, I think the
14 elephant in the room here is the fact that MALDEF, Mexican
15 American Defense and Legal Education Fund, has filed a
16 lawsuit against the Fallbrook Public Utility District. That
17 case is still pending. LAFCO does not have the authority to
18 have the resulting district be only by division. That was
19 attempted through the state legislature and notwithstanding
20 LAFCO's delegated quasi-legislative authority. Legislature
21 having turned that down this last year, you're not in a
22 position and there is no provision of the LAFCO law that
23 allows LAFCO to ignore the principal act. So as long as
24 there are any directors of the resulting district still
25 voted into office at-large, it is still in violation of the

1 California Voting Rights Act.

2 More importantly, I think when Mr. Kennedy came
3 up to address you as General Manager, you were also handed a
4 copy of this letter that I had prepared which is the
5 principal point that I wanted to make. If you look at 56877
6 of the Government Code, it allows you as a commission, if
7 you approve this proposal, to condition it upon an election
8 being held. That means that if you do so, you can skip the
9 protest proceeding and go directly to an election.

10 Now, I've discussed this with Mr. Ott
11 previously, and I understand he has a different view. The
12 view that he has, as I understand it -- while the statute is
13 shown on the first page, his view is shown on the second
14 page in the middle of the page. There's a policy reason why
15 I believe you should exercise that authority. If you look
16 at the elections in San Diego County since 1980, almost
17 one-fourth of them have involved situations where not even
18 25 percent of the people went to the polls. You see how
19 contentious this issue has been. I ask you if you approve
20 this, which I don't think you should, that you condition it
21 upon the holding of an election. Thank you very much.

22 MR. HORN: Thank you, sir.

23 I see you standing. Do I have a slip for you?

24 MR. HUBBELL: Yes, you do. My name's Kurt
25 Hubbell. It was on one of the neutral forms.

1 MR. HORN: White? Is that the white one over
2 there? Is that him?

3 MR. OTT: We certainly do. Go head,
4 Mr. Hubbell.

5 MR. HUBBELL: All right. Thank you. Chairman
6 Horn, Commissioners, my name's Kurt Hubbell. I am the
7 Director of Forward Planning for D.R. Horton Homes. We have
8 a large project that is presently in the Rainbow District.
9 For various reasons, we don't wish to choose sides on this
10 matter not knowing how it's going to come out.

11 Anyway, I will say we've had excellent
12 relationships with Rainbow. I'd just like to ask you today
13 that should the proposal go through and if any changes are
14 made to it that we be notified and given an opportunity to
15 review and respond to any changes that might be made.
16 That's it. Thank you.

17 MR. HORN: I'd point out when you have a foot
18 on the dock and a foot on the boat, you usually wind up in
19 the water.

20 Anyway, all right. Let me -- having heard
21 this -- and I spent my weekend reading all this stuff,
22 unfortunately, so -- I also went boating, so that's why --
23 you know, about the wet part. But the -- I think -- and I
24 hear the testimony here. As many of you know, I've been an
25 avocado grower for 42 years. I've lived in a district

1 that's been either -- we haven't -- we are now in Valley
2 Center, but in -- years ago, we used to be Bonsall, Rural
3 Route 5; then we were Escondido, Rural Route 8; then we were
4 -- nobody decided where we lived. We were too far out in
5 the middle of nowhere, so -- and I do understand the issue
6 of local control. That's one of the reasons I'm sitting
7 here, to start with.

8 I've been on the board 21 years. I've been on
9 this LAFCO board for 21 years. I don't know about Dianne, I
10 think this is the longest hearing we've ever had over an
11 issue. And usually when we consolidate, we are trying to
12 resolve a problem.

13 In this case, I -- I'm hard-pressed to find the
14 problem. If the people in Rainbow want to pay higher rates
15 for their water -- and obviously it's a variable, as they
16 pointed out. I mean, if I'm using 100 acre feet and you're
17 using 2 feet, that's a big issue. The agriculture area is
18 -- and I understand Fallbrook has a big residential area.
19 Those are totally different, you know, animals. The water
20 is a big issue.

21 So I'm -- I want to hear what my colleagues
22 have to say, but at this point, I'm -- I'm really going to
23 err on the side of local control. I think it's important.
24 And I realize this is a big area, a vast area. I looked at
25 the financials and the -- actually, that's an important

1 issue to me and always has been. I just think that the
2 presentations that we were given -- I know Dianne was
3 looking for something of -- to get the fixed rate. But when
4 you're dealing with a variable which is water, and you're
5 dealing with an operation that's deciding it's okay to spend
6 8,000 bucks a month on irrigation, it's a lot different than
7 a homeowner who's going to get a bill. So I -- I think both
8 districts are managed fairly well. I'm not opposed to that
9 portion.

10 But before I make a motion, I'd like to hear
11 from my colleagues. But I -- I would prefer to err on local
12 control. Dianne?

13 MS. JACOB: Seeing no one else wanting to jump
14 into this, I'll jump into it. I -- I did not see that
15 either the Rainbow Municipal Water District or Fallbrook
16 ever adopted the draft consolidation study or -- nor did
17 they affirm the contents of that. Is that correct, Mr. Ott?

18 MR. OTT: We concluded that the study was never
19 adopted. It was accepted by Fallbrook upon initiating the
20 reorganization, but it was not adopted.

21 MS. JACOB: Yeah, and there's -- there's a
22 difference between the word "accepted" and "adopted." I've
23 had some discussions on the difference of those two words
24 and the definition. An adoption is that they adopted it.
25 Accepting just means they accept it. Anybody wants to look

1 that up in the dictionary, feel free.

2 It's clear to me in listening to the
3 testimony -- and I certainly appreciate all the individuals
4 that have taken time to come down here on both sides. This
5 is in Commissioner Horn's, Supervisor Horn's district, so
6 he's much more familiar with the area and the people than I
7 am, but I certainly am very familiar with the issues, as is
8 most of the Commissioners, because of what we've done with
9 fire consolidation which I alluded to earlier.

10 And sometimes you need to take baby steps. But
11 the first issue that you had mentioned, Mr. Chairman, is
12 usually there's a reason. Usually you find there's a
13 problem that needs solving. And we did find problems that
14 needed to be solved in terms of fire and emergency service
15 in this region, and we made great strides through what we've
16 done, through LAFCO.

17 But we never forced a merger. We never forced
18 a consolidation. There was agreement between the agencies
19 to come together. And they both realized -- in fact, we
20 have two of those pending right now; Rural Fire Protection
21 District, Pine Valley Fire Protection District, just to
22 remind the Commissioners that they all agreed. They want to
23 become a part of CSA 135. Nobody's forcing it. So it's
24 taking its natural progression in consolidating.

25 And I -- I raise that issue because it's taken

1 quite a long time to get there. But there are efficiencies,
2 cost savings, better command and control, and bottom line,
3 to the people, better service to the people that are served
4 in this 1.5 million acre area.

5 So when I look at this issue -- and I'm looking
6 at these two agencies, and we have a lot of people here from
7 Rainbow and Bonsall. I mean, it's clear to me that there's
8 a lot of unresolved issues, a lot of disagreement. And when
9 I hear people coming to me that -- and I have -- I'm going
10 to make a decision. And I'm listening to people, that they
11 just don't want this merger, flat out. I mean, it's really,
12 really clear.

13 So the question is why would -- why would we
14 even consider it? I don't understand the staff report.
15 Why -- why would the staff report even recommend to us to do
16 this when the people that would be affected don't want it?

17 I do not see that there's a substantial cost
18 savings either. And the reason for that is, is there was
19 evidence presented to us that -- through the JPA, through
20 functional consolidations, which I would hope the two would
21 continue to work together on, whether it's the JPA or in
22 some format. I think there's opportunities there for some
23 efficiencies and some cost savings, but to get both of these
24 agencies to work together, not to force it. I don't agree
25 with that.

1 And in the local control issue -- I was on a
2 board from a very small school district years ago, and I
3 remember when the State of California decided that they
4 would put forward legislation to force the consolidation of
5 -- in other words, a forced takeover by larger school
6 districts of the smaller school districts. Big is not
7 necessarily better.

8 In the case of the Jamul-Dulzura School
9 District, we were operating our district with a lower
10 average cost per student, and we were exceeding the state
11 standards as far as student performance. So the outcomes
12 that we achieved were far better at less cost.

13 So big is not necessarily better. And, again,
14 it gets back to the people. And aren't we a government of
15 the people, by the people? And why even put the people in
16 the position -- Why even put these people that don't want
17 this merger in the position of having to go through a
18 protest procedure and then ultimately to an election?

19 The other differences I see in the two
20 districts, 81 percent of Rainbow is basically an
21 agricultural agency which is a very booming economy, a part
22 of our economy in this region and I think needs special
23 attention.

24 So I don't see any benefit to ratepayers.
25 Rainbow, as a district, is financially sound. It's not

1 broken. It looks to me like this merger idea is a solution
2 looking for a problem. So I would agree with the Chairman
3 that there's other ways to do this. I would just hope that
4 out of the conflict and the controversy that has occurred
5 over this particular issue and this lack of staff report,
6 that the people in the communities and the two agencies can
7 continue to work together. I think that's the better
8 approach. And if we just leave them alone, I think there's
9 a better possibility of that happening. So I -- I would
10 support your position, Mr. Chairman.

11 MR. HORN: Okay. If I might then, I want to
12 close the public hearing because I didn't do that
13 officially. I'll make a motion to reject the
14 consolidation. If I get a second for that, then we'll go to
15 board discussion.

16 MS. JACOB: I'll second.

17 MR. HORN: All right. Sam?

18 MR. ABED: Well, first, thank you LAFCO and
19 LAFCO staff for the hard work for so many years. And I want
20 to thank both districts, the Rainbow and the Fallbrook
21 Public Utility Districts also for their hard work and due
22 diligence and cooperating with LAFCO on this study.

23 This has been a long extensive process for many
24 years. And me too, I did read the staff report yesterday.
25 I had to watch the Chargers win in the middle, but I had --

1 but I had to continue reading this. And it has been a
2 transparent process as well. Everything has been posted on
3 LAFCO's website.

4 I'm going to disagree here with my colleagues
5 -- colleagues here, or maybe potential colleagues, I might
6 say. But I think -- I think they have a good point, and I
7 totally respect that, this local government control. There
8 has been an extensive study, 24 questions that range from
9 recent audits; capital improvement, plans, budget,
10 organizational charts. And the determination was, according
11 to LAFCO, LAFCO study and then the supplemental report, that
12 there is a savings.

13 Now, we might disagree on the savings. Some
14 say \$2.7 million, some say \$2.1 million. I think the figure
15 I have here is \$2.3 million if you consider the two
16 directors that might be eliminated or stay on board. So
17 that's a lot of money, and I believe that in the past
18 history of the LAFCO, almost 200 mergers have happened. And
19 I believe that this is very important. Even the state
20 legislature right now, considering the government, you know,
21 restricted funds and revenues are encouraging LAFCO to be
22 more proactive in the mergers process.

23 I believe that it's going to come down for me
24 to two basic things; the cost savings and the water rates of
25 the future.

1 The run test in 2013 have resulted in \$1
2 million. I think this -- this is a fact. There will be a
3 \$1 million. And I think in the long run, through attritions
4 and reduced staff, will be more savings as well. The cost
5 saving is substantial when we're talking about \$2 million.
6 And I think this is -- this is probably a basic
7 consideration for me. The economy of scale is a fact, it's
8 an economic fact that we cannot dispute.

9 The district's issue -- I have personal
10 experience with the Voting Act Right. In Escondido it
11 didn't work out. You know, there is an attorney who
12 authored the worst legislation in Sacramento, and now he's
13 the one who's suing public agencies for the district.

14 In Escondido, we have a Latina representative
15 on this -- on the -- on the City Council, and next year she
16 will probably be voted out because of the Voting Act Right,
17 because of the districts. That really -- you know,
18 constitutionally, I don't -- I don't agree with it. Because
19 I think if you divide district based on population, not
20 from -- based on voters. So there will be a
21 underrepresentations from the other side as well.

22 So I don't think the districts is a -- voting
23 is a solution, but I'll leave it -- this could be dealt with
24 in the future, and I think that will -- we will have to deal
25 with that at that time.

1 Many counties' special districts have been
2 established in the '60s, you know, when we have a rural
3 settings. Not anymore. Now we have big cities, we have big
4 operation. So with the drought situation and the water
5 cost, that concerns me a lot. We need to be more
6 efficient. And I think the mergers, according to the
7 supplemental study, will continue to deliver the services
8 efficiently with a cost savings.

9 So I'm concerned about the jobs, but I think I
10 was very pleased to see -- to see that it will be reduced to
11 attrition, so nobody would lose their jobs in the short
12 term. And I think it's going to come down to a dispute on
13 governance. You know, the dispute on governance should not
14 trump the savings to the ratepayers. Basically, this is
15 about the ratepayers, this is about the taxpayers. This is
16 not about big government or governance.

17 And I understand there are emotion on both
18 sides, and I respect both sides of the -- of the issues.
19 But I cannot in a good -- you know, good intention here say
20 that there will not be a savings for the both districts.
21 The savings will benefit the ratepayers, and also it will
22 protect the jobs of both districts. If you don't attain
23 financial stability, I think your jobs, your benefits are at
24 risk. So I'm going to side on the economy of scale, and I
25 will be opposed to the motion.

1 MR. HORN: Anyone else speak to the motion?

2 MR. VANDERLAAN: Yes. Thank you. Well, I find
3 myself -- there's another term, "I've been with one foot on
4 the dock and one foot on the boat and fallen in more often
5 than not." But there's a term that goes way back called a
6 "mugwump," someone who sits on the fence while the world
7 goes by.

8 As a public member and a former public employee
9 who has supported mergers and consolidations, been part of
10 at least one of those, and also looking at the purpose of
11 LAFCO to look at good government, I think it goes beyond
12 some local issues, certainly not -- local control is a big
13 issue, having the public speak and be heard I think is also
14 very important. However, our job as LAFCO Commissioners is
15 to look at the down ranges Sam pointed out. I'm trying to
16 look for a win/win here. It's difficult to see.

17 To vote in favor of the merger is certainly
18 going to cause some angst, some hostility that we've already
19 seen. Some accusations have been made about FPUD and the
20 way they treated Rainbow employees during the JPA
21 operation. That -- that bothers me, if that's the case.
22 And certainly if so, then FPUD has that to deal with.

23 Any time you bring an organization together
24 that isn't one supported by employees and supported by, as
25 we see here, the community -- I have a good friend of mine

1 who asked me yesterday, "What's going to happen at LAFCO
2 tomorrow?" And I said, "Well, I don't know." He said,
3 "Have you made a decision?" I said, "No, I haven't. I'm
4 going to wait and hear the testimony." And I said, "I
5 really think it should go to a vote." And he said,
6 "Well, if it does, it won't -- it won't fly in Rainbow
7 District or Bonsall." I said, "Well, you might be
8 surprised."

9 What I see here is that being a part of a
10 fiefdom before in a district, I think the good intentions of
11 why districts are formed is to provide service, and then
12 after a while it can become a fiefdom both by the employees
13 as well as the people who sit on the boards who don't want
14 change. Change is very difficult, and we certainly are
15 sitting in that here.

16 I've spoken with Jo MacKenzie who talked about
17 a merger she was familiar with that -- the role out of that,
18 because the employees were not supportive, caused some long-
19 term angst.

20 And I also appreciate the comments that Bill
21 Davies had. He and I used to work together years ago. He
22 was very much opposed to the merger with the Sanitary
23 District, and down the range, it worked out better. I think
24 that if we don't move ahead with this, it's a lose/lose
25 situation, lose/lose for both districts because I think

1 there are great opportunities here.

2 As I walked out to get coffee earlier, I saw
3 the two general managers talking, and I said, "What's this?"
4 He said, "Well, we put this out there to let the public see
5 that we can at least talk to each other."

6 I would hope that wherever we go, my vote would
7 be a possibility to send it out to the vote of the people;
8 in the meantime, do some additional education. I know that
9 Rainbow has spent a lot of money, hired a PR firm, certainly
10 has been out there promoting -- I get service from Rainbow.
11 I also get service from Fallbrook. I get a lot more
12 communications from Rainbow regarding "let's don't do this
13 thing."

14 So where I sit right now, I would come down
15 with Sam and vote for the long-term viability of the
16 merger. Perhaps the next step, rather than just jumping
17 into that, would be to relook at the Joint Powers Authority
18 and see if issues could be worked out better there.

19 MR. HORN: Okay. Thank you. Ed Sprague?

20 MR. SPRAGUE: Let's see if I can get my
21 microphone to turn on. So I got the right switch.

22 First of all, I want to acknowledge the efforts
23 of staff on a very comprehensive job. A lot of work went
24 into it. And I also want to acknowledge the time and effort
25 of the staffs of both Fallbrook PUD as well as Rainbow

1 Municipal Water District and all that they went into this to
2 -- to make this an informed decision. And also the citizens
3 that came here today, took some time out of your day, again
4 to stand in front of us in the podium, I know it's somewhat
5 nerve-racking to express your opinion, and we do appreciate
6 that.

7 But what's difficult upon the Commission is to
8 kind of sort through the resistance to change and try to get
9 to the facts that are germane to the matter and what our
10 role and responsibility as Commissioners are.

11 I kind of broke it down. I think if we -- if
12 we look at efficiency and size of special districts and
13 realize special districts that are relatively small are
14 sometimes inefficient, but also if they're overly large,
15 they can also -- there's an economy of scale that's lost.
16 You can get -- you can make an argument that some of the
17 larger forms of government are no longer efficient or
18 responsive to the government or to the citizens they serve.

19 And trying to find that balance point is very
20 unique to the culture of the organization, the services they
21 provide and who manages or leads that organization. And I
22 think if we do not press forward with the consolidation that
23 we also, in this situation, potentially miss an opportunity
24 for efficiency. So I know that's not actually what Rainbow
25 people want to hear.

1 Also, I think this opportunity to review the
2 services of Rainbow and others, and FPUD, has provided an
3 opportunity for a little bit of a wake-up call. I
4 acknowledge the efforts on part of the General Manager of
5 Rainbow to really get, I believe, the house in order.
6 They've had a lot of turnover at the General Manager level,
7 at the leadership level, and I think they've got some
8 leadership stability there and things are on the improve.

9 I'm a little bit disappointed by the
10 misinformation of the information that's out there,
11 mischaracterization of what this construes or what this is.
12 This is just simply trying to see if we can get two special
13 districts together to improve the -- improve the service
14 delivery system and efficiency.

15 But what weighs heavily upon my mind is that
16 last conversation that we talked about, which is a problem
17 looking for a solution or a solution looking for a problem.
18 I -- I'm -- I'm vexed by that. Local control isn't lost by
19 the governmental structure that comes from this. We're
20 going to still have an elected official, a board. And even
21 if we move forward in this consolidation process at the
22 LAFCO level, we're still going to have the opportunity for
23 public input and education. It might be messy, but, you
24 know, making it's -- politics is like watching sausage being
25 made; it's not always pretty, but the outcome is sometimes

1 pretty good.

2 So I'm really vexed by the forced problem. I
3 just -- I'm having a hard time getting my hands around
4 that. And I appreciate the conversation at this point in
5 time from my fellow Commissioners. But at this point in
6 time, I'm probably going to support the consolidation or the
7 moving forward of LAFCO at this point.

8 MR. HORN: Okay. Do we have any others who
9 want to address the motion?

10 MS. JACOB: Can I ask a question?

11 MR. HORN: Sure.

12 MS. JACOB: Cost savings is a big issue. And
13 we saw some slides where the cost savings on the JPA -- but
14 I did not have that anywhere here. Who -- I forget who came
15 up and showed those slides. Can somebody answer the
16 question? What were the cost savings through the JPA?

17 MR. BRADY: During the -- Brian Brady. During
18 the 11 months of JPA operations, we had a net savings of
19 \$955,000. Now, I want to say, that's not -- that wasn't the
20 gross, that was the net. We also spent over a quarter of a
21 million dollars in additional training, tenant improvements,
22 building most of a fiberoptic line between the two
23 headquarters. So the gross savings were close to \$1.2
24 million, so \$955,000. And that was over 11 months.

25 MS. JACOB: Rainbow agree?

1 MR. KENNEDY: Generally, but I think that --

2 MS. JACOB: That was 11 months, did you say?

3 MR. KENNEDY: 11 months.

4 MS. JACOB: 11 months.

5 MR. BRADY: Generally. I think the way some of
6 the accounting is done is a little different. Because some
7 of the savings I think that Fallbrook's adding in their
8 savings were payments Rainbow made in Employee Leasing
9 Agreements. And so while we saved around the nine-month
10 period of that fiscal year around \$425,000, some of that
11 money, the extra money was paid to Fallbrook in employee
12 leasing. And so when you add those two together, then you
13 get to the larger number.

14 So, you know, there's some dispute. You can
15 save money by doing some consolidations, just whether it's
16 the right thing to do or not.

17 MR. HORN: Okay. Anybody else want to speak to
18 the motion?

19 MS. JACOB: Well, I only raise that issue
20 because Sam mentioned cost savings. And that's -- that's
21 important. And ultimately, what's the ultimate effect on
22 the ratepayers, which we really don't know, but -- and that
23 was my point about the JPA. And I wanted to underscore that
24 point. There's been substantial cost savings over a
25 relatively short period of time through the JPA. And I

1 think at this point in time -- and I think mergers, the
2 timing is critical. And I think to let these two agencies
3 try to work together through the JPA, and then maybe at
4 another time in the future, a formal merger may be
5 appropriate and they may be able to work together through
6 that.

7 If the Commission decides -- if the majority
8 of the Commissions decides to move forward with the merger
9 today, I would only ask, as one of the speakers, ask that we
10 go immediately to the election.

11 MR. HORN: Lorraine, you -- did you want to
12 address?

13 MS. WOOD: Yeah, I thought I should make an
14 attempt at talking about, you know, what is on my mind after
15 I've heard people and read the report. And I too thank
16 everybody who came out and certainly LAFCO staff, putting
17 all this together and working through the months and months
18 of delivering this report.

19 I too believe in the merger, but I don't
20 believe in it right now. I think that there are unanswered
21 concerns that I heard today regarding the water rates and
22 the effect on fixed incomes, concerns regarding employees
23 and their fears, if I might use that term, if I may use that
24 term. But that has to be addressed because these are the
25 people that are going to make or break the deal.

1 So I have concerns about the future, and that
2 really hasn't come up today. But the state of water
3 districts in California at this particular point in time are
4 really on my mind about how do we move into the future.

5 There was an engineer, I think his name was
6 Joe, from Rainbow who said we have this on the plate, we
7 have this on the plate, we have this on the plate, things
8 about looking at groundwater, looking at recycled water.
9 And those are really important. And I'm not clear about how
10 these things move into the future. Are we going to make
11 progress with a merger, or are we going to make progress
12 with letting -- and I have a couple of arrows there, like
13 running on a parallel path. Because really the future is
14 what we're trying to determine here.

15 And I think my colleague, Ed Sprague, really,
16 it's like you're kind of on the horns of a dilemma here.
17 But I'm really concerned about the future and about the
18 future of water in California, most especially San Diego
19 County. And both of these districts have agriculture which
20 is important, very important to the county. So there I
21 rest.

22 MR. HORN: All right. Anymore? Or -- okay.
23 Go ahead.

24 MS. MACKENZIE: Well, I guess the benefit of
25 going last is everyone has said just about everything that I

1 would like to say. But I wanted to clarify because we've
2 got, you know, two different opinions as to whether or not
3 our decision today, if we can direct this to a vote. We've
4 got a letter here from now someone that says we can. I've
5 talked to our Executive Director, and he says we can't, that
6 we have to approve of the merger and then let it go through
7 the protest hearing.

8 I'm hearing from a number of my Commissioners
9 that if this is approved, then they're on the side of
10 sending this directly to a vote without having to go out and
11 get your 25 or 50 percent of the voters. So I'd like that
12 clarification before I raise my hand one way or the other.

13 MR. COLANTUONO: The Cortese-Knox-Hertzberg Act
14 was drafted by taking three previous statutes and asking
15 them to live together without talking well. It -- the
16 protest provisions of those three statutes were in a project
17 led by Mr. Ott, recently collected in a subchapter. So they
18 have to live closer together, but they still don't talk.
19 And so we have got a committee camel with multiple humps to
20 try to interpret.

21 So Mr. Pellman, who I have deep respect for, is
22 reading one section of the act in isolation. And the
23 problem I have with reading it in isolation is that there
24 are other sections of the act which make it pretty clear
25 that a protest mechanism is required.

1 The second problem I have with relying on this
2 section in isolation is the last phrase; "An election
3 conducted within the territory of the district to which
4 annexation is proposed." The statute calls for an election
5 in FPUD, not an election in Rainbow and not an election in
6 both.

7 I think there's a significant federal
8 constitutional problem with treating these two electorates
9 differently. And I think any election should treat them
10 alike. I believe your staff's recommendation was to go
11 through the protest proceeding and then to have an election
12 in which two majorities would be required; a majority in
13 each district so that Rainbow would have a veto and
14 Fallbrook would have a veto, and it would have to pass in
15 both places.

16 If your -- if your board wants to accept
17 Mr. Pellman's interpretation, it's within a range of
18 reasonable interpretation of the statute, it is not without
19 risk, but that statute says only Fallbrook gets a vote.

20 Now, if you're particularly interested in this,
21 I would request a brief recess so that I can consult with
22 Mr. Pellman and with counsel for the Fallbrook District and
23 see if the three of us can find a resolution to this
24 conundrum that is helpful to you.

25 MR. HORN: Can I -- I think we should have a

1 roll call vote and decide what we have to do next because if
2 we have to do another -- we may want to hear from the
3 attorneys if we're going to proceed with this. Because
4 right now we have a motion and a second to reject the
5 consolidation. So can I get a roll call vote on that, on
6 those who are eligible to vote, and then we'll -- this is to
7 reject. And then if we have to proceed with another motion,
8 we will do that.

9 MS. LUCKETT: Commissioner Abed?

10 MR. ABED: Oppose the motion.

11 MS. LUCKETT: Commissioner Wood?

12 MS. WOOD: Option -- It's Option 2, is my --

13 MR. ABED: No. It's --

14 MS. JACOB: It's just -- it's just a --

15 MR. HORN: The motion is to reject -- the
16 motion is to reject the consolidation. So if you vote for
17 the motion, then you're basically saying no to consolidating
18 the districts.

19 AUDIENCE MEMBER: That's Option 2.

20 MR. HORN: Option 2. Whatever.

21 MS. WOOD: So help me here. I'm nervous. Help
22 me again. Would you repeat that.

23 MR. HORN: Okay. I put a motion on the floor,
24 and Dianne seconded it, that we would reject --

25 MS. WOOD: Okay.

1 MR. HORN: -- the consolidation. Okay? So
2 that's what we're voting on now.

3 MS. WOOD: Okay. So I vote yes.

4 MR. HORN: For the motion, okay.

5 MR. ABED: You vote yes for the motion, not --

6 MS. WOOD: For Bill's motion and Dianne's
7 second.

8 MR. HORN: All right.

9 MS. WOOD: Yes.

10 MR. HORN: All right.

11 MS. LUCKETT: Commissioner Zapf?

12 MS. ZAPF: Yes. Support.

13 MS. LUCKETT: Commissioner MacKenzie?

14 MS. MACKENZIE: Yes.

15 MS. LUCKETT: Commissioner Vanderlaan?

16 MR. VANDERLAAN: No.

17 MS. LUCKETT: Commissioner Jacob?

18 MS. JACOB: Yes.

19 MS. LUCKETT: Commissioner Sprague?

20 MR. SPRAGUE: Opposed.

21 MS. LUCKETT: Commissioner Horn?

22 MR. HORN: Yes, on my motion.

23 MR. COLANTUONO: The motion carries five to
24 three which means the proposal is defeated.

25 MR. HORN: Okay. Thank you all for coming

1 down. We -- and thank you for staying until the finish --
2 conclusion of this. Everything else on the agenda was
3 information only, so we'll deal with it in the next
4 meeting. And the next meeting is, what, October --

5 MR. ABED: Oh. We're done? That was quick.

6 MR. HORN: -- October 5th. All right. Thank
7 you all.

8 (Whereupon, the proceedings concluded at 12:10 p.m.)

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