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Decision <u>93732</u>

<u>2</u> NOV 13 1981

BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

Walter M. Carlson, John R. Gisburne and L. Richard Lankes,

Complainants,

v

Big Basin Water Company, Inc.,

Defendant.

In the Matter of the Application of K. J. McGRANAHAN and MAHLON McPHERSON, doing business as BIG BASIN WATER COMPANY, for Authorization to Execute and Perform Contracts for Water Service. Case 10725 (Filed March 2, 1979)

Application 60139 (Filed December 8, 1980; amended March 6, 1981)

Walter M. Carlson and John R. Gisburne, for themselves, complainants.

Vaughan, Paul & Lyons, by John G. Lyons, Attorney at Law, and <u>Dennis J. Kenoe</u>, Attorney at Law, for K. J. McGranahan and Mahlon McPherson, defendants in C.10725 and applicants in A.60139.

and applicants in A.60139. <u>Thomas B. Swartz</u>, Wallace R. Nugent, Attorneys at Law, and William D. Nugent, for Galleon Properties, intervenor.

- Vivianne Chaumont Oates, Attorney at Law, and Richard E. McMillan, for the California Department of Health Services; Bronson, Bronson & McKinnon, by <u>Richard A. Ardoin</u>, Attorney at Law, for Nagilluc, Inc.: <u>Mary E. Hammer</u>, for the Resource Defense Fund; <u>Kuth N. Chesnire</u>, for herself; and <u>Mark Gillard</u>, for State Senator Henry J. Mello; interested parties.
- Alvín S. Pak, Attorney at Law, and Robert H. Bennett, for the Commission staff.

<u>O P I N I O N</u>

The complaint alleges that defendant water company was negotiating with a developer to provide 140 additional service connections when defendant did not have sufficient water to serve present customers. The complaint requests that the Commission issue an order forbidding further expansion of the system until an adequate water supply is available for present customers, including fire protection and irrigation. Defendant's Answer was filed on May 8, 1979. It admitted that negotiations were underway and denied any water shortage.

The parties favored settlement without a hearing, but continuous meetings accomplished nothing until October 1, 1980, when a developer (Galleon Properties, Inc.) petitioned to intervene and requested that a hearing be scheduled. Application (A.) 60139 was filed on December 1, 1980. It requested that the Commission approve two water service contracts executed by the owners of Big Basin Water Company and representatives of Galleon Properties, Inc. and Nagilluc, Inc., formerly Boulder Creek Golf and Country Club. The two matters were consolidated and hearings were held before Administrative Law Judge Edward G. Fraser on January 15, March 19, 20, 27, April 6 and 7, 1981 in San Francisco, and March 18, 1981 in Santa Cruz.

Testimony and exhibits were provided by complainants, the water company as defendant and applicant, the Department of Health Services, the Commission staff, Galleon Properties, Inc., and Nagilluc, Inc. Statements were made by Mary E. Hammer, Ruth Cheshire, and Mark Gillard. Additional statements were made by customers of the water company and a Santa Cruz County supervisor. The management of the water company certified that an effort would be made to resolve all customer complaints.

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Big Basin Water Company had 424 service connections during the latter part of 1980. Developers Galleon Properties, Inc., and Nagilluc were seeking to have water service extended to 299 lots, including 27 condominiums built by the former, which were ready for occupancy in October 1980. The Department of Health Services refused to issue a water permit to Big Basin Water Company authorizing any expansion until certain tests were undertaken to determine water quantity and quality, system improvements were completed, and additional sources of water were located and connected to the system. The State Division of Real Estate refused to authorize sale of the 27 condominiums until a water permit was obtained from the Department of Health Services.

The Department of Health Services presented expert testimony from two witnesses, a geologist and an engineer, regarding the minimum additional water supply required before an expansion of the system could be authorized and the likelihood of obtaining this increment from either wells or surface-flow. The developers also provided expert testimony on these issues from several experts who did not agree with the information provided by the opposition. Counsel for the developers also raised the legal issue that the Department of Health Services may have exceeded its authority by efforts to regulate the quantity of water that must be provided.

During the last day of hearing staff counsel presented a stipulation and after minor changes were made, the document was signed by all parties, or their counsels. It was agreed that, since all issues were resolved by the stipulation, Case (C.) 10725 should be dismissed and A.60139 should be granted.

We therefore adopt as our findings the provisions of the attached Stipulation of Parties. We find the stipulated resolution of these proceedings to be reasonable.

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Conclusions of Law

1. C.10725 should be dismissed.

2. A.60139 should be granted.

3. The Stipulation of Parties should constitute the Commission's order in this proceeding.

<u>ORDER</u>

IT IS ORDERED that:

1. C.10725 is dismissed.

2. A.60139 is granted.

3. K. J. McGranahan and Mahlon McPherson are authorized to provide additional water service connections under the terms and conditions set forth in the Stipulation of Parties attached hereto as Appendix A.

This order becomes effective 30 days from today.

Dated	NOV_15 1981,	at	San	Francisco,	California.
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JOHN E BRYSON President RICHARD D. CRAVELLE LEONARD M. CRIMES, JR. VICTOR CALVO PRISCILLA C. CREW Commissioners

I CERTIFY THAT THIS DECISION WAS APPROVED BY THE ABOVE GOVENNERS TODAY.

oseph E. Bodovitz, Executive

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• •	C.10	0725, A.60139 /ALJ/hh APPENDIX A Page 1					
· •	1	BEFORE THE PUBLIC UTILITIES COMMISSION OF	THE STATE OF CALIFORNIA				
	2	Walter M. Carlson, John R. Gisburne) and L. Richard Lankes,					
	3	Complainants,					
	4	, v.	Case No. 10725 (Filed March 2, 1979)				
	5	Big Basin Water Company, Inc.,					
	6	Defendant.					
	7	In the Matter of the Application of					
	8	K.J. MCGRANAHAN and MAHLON MCPHERSON, doing business as BIG BASIN WATER	Application No. 60139				
	9 10	COMPANY, for Authorization to Execute and Perform Contracts for Water) (Filed December 8, 1980) amended March 6, 1981)				
	10	Service.					
	12						
	13	STIPULATION AS TO FACTS AND RECOMMENDATIONS					
	14	TO THE HONORABLE EDWARD G. FRASER, ADMINISTRATIVE LAW JUDGE, AND THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA: The undersigned parties do hereby stipulate to the following					
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	16						
	17	facts and recommendations and each of th	em for the purpose of				
	or at issue in the						
	19	above-entitled proceedings:1/					
	20	1. That K.J. McGranahan and Mahlon McPherson, doing					
	21	business as the Big Basin Water Co., hereinafter referred to as					
	22	"BEWC", are operating as a duly authorized public utility water					
	23	corporation in the County of Santa Cruz pursuant to the laws of					
	24	the State of California and the regulat:	lons of the Public Util-				
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	26	1/ These proceedings have been consolidated for the purpose of process and disposition. They will hereinafter be referred to collectively as " <u>Re Big Basin</u> ".					
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ities Commission of the State of California and are the defendants in Case No. 10725 and the applicant in Application No. 60139.

That Galleon Properties, Inc., hereinafter referred to 2. as "Galleon", a Nevada corporation, is an intervenor in Re Big Basin.

That the Department of Health Services of the State of 3. California, hereinafter referred to as "the DHS", is an intervenor in <u>Re Bir Basin</u> and constitutes a duly created state agency exercising, inter alia, various authorities as specified in the California Safe Drinking Water Act, Health & Safety Code Sections 4010, et sec.

4. That Nagilluc, Inc., a California corporation, hereinafter referred to as "Nagilluc", is an intervenor in Re Big Basin.

That Big Basin Water Protection Association, hereinafter 5. referred to as "the Association", is the complainant in Case No. 15 10725 and is a representative of certain ratepayers of BBWC. 16

That the Staff of the Public Utilities Commission, 6. 17 hereinafter referred to as "the Commission Staff", is a party to 18 Re Big Basin. 19

That Galleon is the developer of the following properties 7. and units:

(a) those certain twenty-seven (27) condominium units 22 known as Unit 6A of Culligan Country Club Villas, hereinafter 23 referred to as "Culligan Unit 6A", such units being fully construc-24 ted and ready for sale and occupancy upon the issuance of a final 25 public report by the Department of Real Estate of the State of 26 California; and, 27

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(b) those certain one hundred thirty-two (132) single family units known as Units 2 and 3 of Galleon Heights, herein after referred to as "Galleon Units 2 and 3", such units being as
 yet unconstructed.

8. That Nagilluc is the developer of those certain one
hundred forty (140) condominium units known as Unit 7 of Culligan
Country Club Villas, hereinafter referred to as "Culligan Unit 7",
such units being as yet unconstructed.

9 9. That BBWC has as yet to issue any unconditional "will 10 serve" letters committing itself to provide water service to 11 Culligan Units 6A and 7 and Galleon Units 2 and 3.

12 10. That the DHS has restrained BBWC from the issuance of 13 any such "will serve" letters as described in paragraph 9 herein-14 above by virtue of and through a limitation placed upon the number 15 of domestic service connections, <u>viz.</u>, 425, which may be lawfully 16 served by BBWC under its existing permit from the DHS. $\frac{2}{}$

17 11. That the DHS imposed the 425 connection limitation upon 18 BBWC due to the concern of the DHS, as variously shared by BBWC, 19 the Commission Staff, the Association and local government agen-20 cies and officials of Santa Cruz County, that BBWC had inadequate 21 supplies of water, either source or storage, to serve its present 22 customers and that the connection of any additional customers

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It is not intended by any party hereto that the lawfulness of the subject limitation is conceded by its agreement to this stipulation and its terms. To the extent that the lawfulness of the 425 condominium limitation may be raised by any party to <u>Re Big Basin</u>, it is not the intention of any party hereto that this stipulation be used in the resolution of that matter.

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would exacerbate the adverse effects of that inadequacy.

12. That to resolve the concern of the DHS and the parties identified in paragraph 11 hereinabove and to improve the water facilities of BBWC, BBWC, Galleon and Nagilluc variously entered into:

(a) An agreement dated March 20, 1980, entitled "Water Agreement" and,

(b) An agreement dated March 28, 1980, entitled "Settlement Agreement and Releases".

10 13. That the agreements identified in paragraph 12 herein-11 above are currently pending review by the Public Utilities Com-12 mission and are the subject of Application No. 60139.

13 14. That the parties hereto agree that the public interest
14 would be best served if the agreements identified in paragraph 12
15 hereinabove were approved by the Public Utilities Commission
16 subject to the following terms and conditions:

(a) That BBWC, Galleon and Nagilluc shall and do hereby
agree to proceed diligently to satisfy their respective obligations as provided by and within the time periods set forth in
said agreements; and,

(b) That BBWC shall and does hereby agree to proceed diligently, within the financial capabilities of BBWC and the provisions of applicable law, to complete such construction and improvements required by the DHS to obtain a final revised water permit, provided that the improvements to be made at Jameson and Corvin Springs shall be completed on or before August 1, 1981; and,

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(c) Galleon and Nagilluc, upon performance of con-1 ditions (g), (h) and (i) of this paragraph 14 and the annexation 2 of Galleon Units 2 and 3 to BBWC's service territory, hereby agree 3 to convey irrevocably and without limitation, all of their rights, 4 title and interest in the additional well source, appurtenances, 5 and easements, commonly known as "Well No. 4" and currently owned 6 by Galleon, to BBWC, its heirs, successors and assigns and shall 7 forthwith deliver to the Commission Staff a duly executed and 8 acknowledged conveyance with irrevocable instructions to deliver 9 and record said conveyance to BBWC upon the occurrence of such 10 conditions (g), (h) and (i) and said annexation. 11

(d) That BBWC shall operate and maintain Well No. 4
in accordance with reasonable utility management and engineering
practices, provided that BBWC shall not undertake to commit or
commit any acts which unreasonably interfere with the testing of
Well No. 4 as set forth hereinbelow; <u>and</u>,

(e) That, in accordance with the testing procedures 17 approved by the DHS set forth in and attached hereto as "EXHIBIT 18 A", BBWC shall and does hereby agree to provide to the DHS data as 19 required in EXHIBIT A, the purpose of such data being to permit 20 the DHS to evaluate and make findings regarding the reliable 21 production of the various sources of supply, excluding storage, 22 owned by BBWC and available to its customers; provided that such 23 data shall be collected for the months of April, May, June, July, 24 August, September and October for each of the calendar years of 25 1981, 1982, 1983 and 1984; and, 26

(f) That, should the data required by paragraph 14(e)

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1 hereinabove show that the production from all sources of supply for 2 the month of maximum use is less than the lesser of (1) 386,500 3 gallons per day (500 gallons-per-connection-per-day times 773 4 connections) or (11) actual recorded usage on a per-connection-per-5 day basis multiplied by 773 connections for the months in which 6 production data are collected, Galleon and Nagillue shall and do 7 hereby agree to the following:

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AT THE OPTION OF GALLEON AND NAGILLUC,

OPTION 1. TO provide unconditionally to BBWC such 9 further sources of supply as are necessary to increase the level 10 of production required by paragraph 14(f) hereinabove of the 11 various sources of supply, excluding storage, owned by BBWC to 12 (1) 385,500 gallons per day OR (11) actual recorded usage as to 13 condominiums and individual lots respectively on a per-connection-14 per-day basis multiplied by 773 connections, whichever of (i) or 15 (11) is less; OR, 16

OPTION 2. TO reduce the number of units to be construc-17 ted at Galleon Units 2 and 3 or Culligan Unit 7 or each of them as 18 Galleon and Nagilluc may agree such that the production of the 19 various sources of supply, excluding storage, owned by BBWC on a 20 per-connection basis is equal to (1) 500 gallons per-connection-21 per-day multiplied by the sum of 773 less the number of units 22 which will not be constructed, or (11) the actual recorded usage 23 as to condominiums and individual lots respectively on a per-24 connection-per-day basis multiplied by the sum of 773 units less 25 the number of units which will not be constructed, whichever of 26 (1) or (11) is less; OR, 27

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1 OPTION 3. TO unconditionally provide to BEWC such 2 further sources and to reduce the number of units to be constructed 5 at Galleon Units 2 and 3 or Culligan Unit 7 in such various amounts 4 as to satisfy the requirements set forth in paragraph 14(f) herein-5 above.

6 Said options shall be exercised at such time as the DHS makes 7 its findings regarding the reliable production of the various 8 sources of supply, excluding storage, owned by BBWC or within a 9 reasonable time thereafter not to exceed six months by the sub-10 mission of a written notice to the Public Utilities Commission; 11 provided that the DHS, subject to the approval of the Commission 12 Staff, may waive the requirement for data describing such produc-13 tion in the months of April, May, June, July, August, September 14 and October for the calendar years 1983 and 1984, and thereby 15 Frelease Galleon and Nagilluc from any further obligations under 16 this paragraph 14(f); provided further that for the purposes of 5m17 this stipulation only any additional source added to the sources R18 of supply owned by BBWC shall be rated according to the standards 19 5 set forth in EXHIBIT A hereto for the calendar months of April, ú Soo May, June, July, August, September and October of the year in £21 which said sources are constructed for and conveyed to BBWC; and,



(g) That the Commission Staff, upon the execution of this stipulation, shall and does hereby so agree to diligently complete the processing of the pending water supply questionnaire and immediately thereafter forward its approvals, subject to this stipulation and its provisions, to the Department of Real Estate of the State of California with respect to Culligan Units 6A and

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1 7 and Galleon Units 2 and 3; 3/ and,

(h) That BBWC shall and does hereby so agree to promptly
3 file its advice letter with the Public Utilities Commission re4 questing that its lawful service territory be expanded to include
5 the contiguous areas known as Galleon Units 2 and 3; <u>and</u>,

6 (i) That the DHS shall and does hereby to agree to 7 issue its final revised water permit to BBWC for total connections 8 of 773 units, <u>provided</u> that said permit may be conditioned upon 9 the satisfaction of conditions set forth in the letter of the DHS 10 to BBWC dated January 22, 1981, attached hereto as "EXHIBIT B"; 11 and,

(j) That BBWC shall and does hereby so agree to provide
unconditional "will serve" letters for Culligan Unit 7 and Galleon
Units 2 and 3; and,

(k) That service to Culligan Units 6A and 7 and Galleon
Units 2 and 3 shall be rendered in accordance with all applicable
standards and regulations, including but not limited to General
Order No. 103 and its various provisions.

19 15. That no current customer will suffer any foreseeable 20 adverse effect from the implementation of service to Culligan

3/ All parties hereto acknowledge the continuing authority of the Public Utilities Commission to impose any restriction or limitation upon the number of customers which BBWC may serve. Neither the agreement of the Commission Staff hereto nor the approval of this stipulation by the Public Utilities Commission shall constitute nor be construed to constitute any waiver of said authority.

Furthermore, all parties acknowledge that this stipulation is subject to any and all subsequent amendments in applicable law.

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Units 6A and 7 and Galleon Units 2 and 3 by BBWC under the terms
 and conditions set forth hereinabove.

16. That to the extent the terms of this stipulation conflict with any and all contracts submitted by BBWC for the
approval of the Public Utilities Commission in <u>Re Big Basin</u>, the
terms of this stipulation shall supersede said contracts, subject
to any and all lawful orders of the Public Utilities Commission
in disposition of <u>Re Big Basin</u>.

9 17. That, except as expressly provided, nothing contained 10 herein shall modify, affect or abrogate the obligations of the 11 parties to fulfill any and all provisions of the contracts sub-12 mitted by BBWC for the approval of the Public Utilities Commission 13 in <u>Re Bir Basin</u> or to diligently and in good faith proceed to 14 perform the various acts and each of them set forth in said con-15 tracts.

18. That by affixing their signatures to this stipulation 16 below, the undersigned do hereby attest to their ability to bind 17 and do so bind their respective parties to this stipulation and, 18 by so doing, further move on behalf of their respective parties 19 that the Public Utilities Commission issue forthwith and with all 20 deliberate speed an order authorizing BBWC to enter into the 21 agreements described in paragraph 12 hereinabove, subject to the 22 terms and conditions of this stipulation. 23

25 20. All parties hereto agree to use their best efforts in 26 good faith to carry out the purposes of this stipulation and 27 agreement to provide for a reliable supply of water service to

That Case No. 10725 should be dismissed.

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1 the customers of BBWC, including Culligan Units 6A and 7 and 2 Galleon Units 2 and 3 and to provide the required permits and 3 approvals of the DHS and the Public Utilities Commission with 4 respect to the service of such water as contemplated herein. 5 Executed on April 7, 1981, at San Francisco, California.

BIG BASIN WATER CO. By GALLEON PROPERTIES, INC. DEPARTMENT OF HEALTH SERVICES OF THE STATE OF CALIFORNIA

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THE STAFF OF THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

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EXHIBIT A

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BIG BASIN WATER CO. WATER QUANTITY MONITORING:

For each source the following shall be recorded weekly and reported monthly to the State Department of Health Services:

Sprinas:

- 1. Total flow on meter (each spring).
- 2. Hours of use during the week.
- 3. Time of weekly measurement.
- 4. Date of measurement.

Wells:

- Total flow on meter (each well).
 Hours of use during the week.
- 3. Time of weekly measurement.
- 4. Date of measurement.
- Static water level following longest weekly period of no use.
 Pumping water level at period of longest pumping use.

Surface Source:

- 1. Total flow on meter.
- 2. Hours of use during the week.
- 3. Time of weekly measurement.
- 4. Date of measurement.
- 5. Average influent turbidity.
- 6. Average finished water turbidity.

For each well the following shall be measured and recorded on October 1 of every year and reported to the Department of Health Services within 10 days:

- 1. Static water level at beginning of test.
- 2. Total amount of water pumped during a 24 hour continuous pumping period.
- 3. Pumping water level measured every 6 hours during the 24 hour test.
- 4. Instantaneous flow at beginning of the test, 6 hrs., 12 hrs., 18 hrs., and 24 hrs.
- 5. Static water level 1 hr., 2 hrs., 3 hrs., 6 hrs., and 12 hrs. following completion of the pumping test.

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EXHIBIT B

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APPENDIX

January 22, 1981

DEPARTIAENT OF HEALTH SERVICES

(415) 540-2158

Nr. K. J. McGranahan Big Basin Water Company 140 Ingalls Street Santa Cruz, CA 95060

Dear Mr. McGranahan:

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This is to confirm the items discussed at the meeting in your office on January 16, 1981 when we met together with Dr. McPherson and Mr. Cliff Bowen of this office.

We discussed the status of action taken on our December 5, 1980 letter in which we have listed several items that we are requiring to be completed before issuing a temporary permit. The discussion and status of these items are as follows:

 Standby portable generator: The standby portable generator is an item that is definitely needed to increase the reliability of the whole system. Due to financial and contractual problems this item is being deferred to a later date and will not be required for the issuing of a temporary permit. However, the gencrator will be required to be installed with the improvement program and be in service before the issuing of a full revised water permit. You may want to have this item funded under your application for a Safe Drinking Water Bond Loan.

b) Hare Filter Plant: The Hare Filter Plant has been renovated but it still has not been fully tested. Before this plant can be put into service this office will need the following:

 \rightarrow]) Results of the testing.

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- 2) Two copies of final plans and layout of the filter plant to be submitted for approval.
- 3) Flow diagram of treatment process.
- 4) Demonstrate ownership of the Hare Filter Plant.

Disconnect pipe 30 from junction 27: The piping changes have not been made on this line. When the disconnection is made one service connection will have to be relocated.

c) Construction drawings for Corvin-Filter Plant: Water Resources -Engineers is currently working on these plans.

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Mr. K. J. McGranahan

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January 22, 1901

Execute a contract for the construction of plant: This should be done as soon as this office gives its approval of the construction plans.

- d) Booster pumps at both filter plants: Water Resources Engineers has recommended booster pumps at both plants, and this Department concurs that these are mandatory. The Hare Filter Plant booster will have to be installed before it can be placed into operation. The booster pump for the Corvin Filter Plant will not have to be installed until the plant is constructed.
- e) Construction plans for spring improvements: Preliminary plans have been reviewed and approved by this office. Final plans still need to be submitted for review and approval.
- f) Fencing for the Hare Filter Plant: A request, by the engineers working on this plant, to extend the existing housing over exposed and vulnerable piping of the plant to prevent vandalism has been approved by this office. The housing will provide a greater degree of protection of the plant.
- g) Supports for pipeline 31 crossing the creek: Work still has to be done on this item.
- h) Automatic controls for Well No. 4 and place into service: As soon as your engineer determines the location for the controls to be operated from the developer of the well, Galleon Properties, Inc., has indicated that the controls will then be installed. There appears to be some contractual difficulties between the water company and Galleon Properties, Inc., on the use and ownership of this well, in addition to easement rights to the transmission line from the well. These difficulties have to be resolved to where it can be demonstrated that the water company has the ownership and/or clear title to use of the well and water from this well for use by the water company's customers. Until these items are resolved Well No. 4 cannot be added to the water company and additional customers cannot be added to the system.
- i) Bury pipelines 64 and 7: Discussions have indicated possible difficulties in immediately completing this item. This office is willing to defer the completion of this item to a later date, but no later than the completion of your system improvement program. You may want to have this item funded under your application for a Prop 3, Safe Drinking Water Loan.

In our evaluation of the capability of the water system to serve additional customers we will closely look at the available source capacities from all available sources: You are aware that we are concerned over the capacity of many of these sources and cannot make an ultimate determination of the system capacity until additional flow data is obtained. In the interim we will make an -

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tir. K. J. McGranahan

analysis of the available data and make a determination of the number of additional service connections the system can adequately handle while at the same time providing an adequate level of service to the existing customers. Depending on our_determination_of—the source capacities the total connections for the system_may_be_over or under the 500 total connections.

Upon our determination of the system capacity a meeting will be arranged with you to discuss further developments in your construction progress and to discuss conditions of your temporary water permit.

If you have any questions, please contact Cliff Bowen.

Sincerely,

R. E. McMillan Regional Engineer Central Coastal Regional Office Sanitary Engineering Section

January 22, 1931

-REM:CLB:gm

cc: (See Attached)

(END OF APPENDIX A)