



# REPORT TO COUNCIL

## City of Sacramento

6

915 I Street, Sacramento, CA 95814-2604  
www.CityofSacramento.org

Consent  
October 3, 2006

Honorable Mayor and  
Members of the City Council

**Title:** Agreement: Sump 28 Coordinated Operating Agreement

**Location/Council District:** 7788 Freeport Boulevard (District 7)

**Recommendation:** Adopt a **Resolution** authorizing the Director of Utilities to execute an agreement with the Freeport Regional Water Authority for the coordinated operation of Sump 28 and the Freeport Regional Water Project Intake Diversion.

**Contact:** Dan Sherry, Supervising Engineer, 808-1419, Jim Peifer, Senior Engineer, 808-1416

**Presenters:** Not applicable

**Department:** Utilities

**Division:** Engineering Services

**Organization No:** 3332

**Description/Analysis**

**Issue:** This agreement specifies how the City will operate Sump 28 and the Freeport Regional Water Authority (FRWA) will operate their drinking water Intake Diversion to minimize the potential of the Intake Structure diverting surface water that contains urban runoff.

**Policy Considerations:** This agreement is consistent with the Council focus area of public safety. The agreement simultaneously reduces the risk of urban runoff entering the drinking water supply for FRWA customers, while maintaining the City's ability to effectively utilize Sump 28 for flood control.

**Environmental Considerations:** FRWA previously certified an EIR, in compliance with the California Environmental Quality Act (CEQA), prior to approval of the Freeport Regional Water Project, which includes construction and operation of FRWA's drinking water Intake Diversion subject to the coordinated operating agreement. Operation of the City's Sump 28 facilities in accordance with the coordinated operating agreement is exempt from CEQA pursuant to Section 15301(b) of the CEQA guidelines (operation of existing utility facilities).



**Rationale for Recommendation:** Approval of the agreement will allow the FRWA to operate the Intake Diversion while not compromising flood control or the quality of the water.

**Financial Considerations:** There is no financial impact associated with the agreement.

**Emerging Small Business Development (ESBD):** No goods or services are being purchased as a result of this agreement.

Respectfully Submitted by:   
David L. Brent  
Engineering Manager

Approved by:   
Gary A. Reents  
Director of Utilities

Recommendation Approved:

*for*   
Ray Kerridge  
City Manager

**Table of Contents:**

	Report	Pg 1
<b>Attachments</b>		
1	Background	Pg 3
2	Resolution	Pg 4
	Exhibit A	Pg 5-11

**Attachment 1****Background**

The Freeport Regional Water Authority (FRWA), a joint powers authority between the County of Sacramento and the East Bay Municipal Utility District, will be constructing a water intake facility at the site of a decommissioned wastewater treatment plant, adjacent to the Sacramento River, Sump 28, and the Freeport Reservoir. This facility will be constructed on land recently purchased from the City. As a condition of sale of the land, the City required that FRWA locate the intake structure as far downstream as possible on the City property, to mitigate the neighbors concerns about the project. This required the FRWA to construct the intake facility in close proximity to Sump 28.

The City owns and operates the South Sacramento Drainage Canal (Canal) which drains storm runoff from a large portion of the City. Water conveyed in the Canal is pumped over the levee into the Sacramento River by Sump 28. FRWA performed hydraulic modeling studies and determined that there is potential for Sump 28 discharges to be collected into the Intake when river flows are low.

Staff from City and the FRWA jointly developed an agreement that minimizes the potential of FRWA diverting urban runoff in the intake structure. The Agreement provides for the City to postpone or suspend discharges through Sump 28 when river flows are low (less than 1,000 cfs). If the City is unable to postpone or suspend flows, due to high water level in the Canal or forecasted rain, than the Intake will be shut down. When river flows exceed 1,000 cfs, both Sump 28 and the Intake will operate normally.

The Agreement recognizes flood control and safety as the highest priority, while adequately protecting water quality at the FRWA Intake.

**RESOLUTION NO.**

Adopted by the Sacramento City Council

**SUMP 28 COORDINATED OPERATING AGREEMENT**

**BACKGROUND**

- A. The Freeport Regional Water Authority (FRWA), will be constructing a water intake facility at the site of a decommissioned wastewater treatment plant, adjacent to the Sacramento River, Sump 28, and the Freeport Reservoir.
- B. Staff from City and the FRWA jointly developed an agreement that minimizes the potential of FRWA diverting urban runoff in the intake structure. The Agreement provides for the City to postpone or suspend discharges through Sump 28 when river flows are less than 1,000 cfs. If the City is unable to postpone or suspend flows, due to high water level in the Canal or forecasted rain, than the Intake will be shut down. When river flows exceed 1,000 cfs, both Sump 28 and the Intake will operate normally.
- C. The Agreement recognizes flood control and safety as the highest priority, while adequately protecting water quality at the FRWA Intake.

**BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:**

- Section 1. The Director of Utilities is authorized to execute an agreement for the coordinated operation of Sump 28 and the Freeport Regional Water Project Intake Diversion.

**EXHIBIT A**

**Coordinated Operations Agreement for  
Freeport Regional Water Authority Intake Facilities and  
City of Sacramento Sump 28 Storm Water Pump Station**

This Coordinated Operations Agreement ("Agreement"), dated for purposes of identification ("Agreement Date") is made by and between the Freeport Regional Water Authority ("FRWA"), a joint powers authority formed under a Joint Powers Agreement between the Sacramento County Water Agency ("SCWA") and the East Bay Municipal Utility District ("EBMUD"), and the City of Sacramento ("City"), a charter city.

**RECITALS**

- A. FRWA is a joint powers authority that has been established to implement, construct, and operate the Freeport Regional Water Project including construction of a new water diversion facility on the Sacramento River ("FRWA Intake") and pipeline alignments that traverse the City and the County's jurisdiction between the Sacramento River and the Folsom South Canal.
- B. The member agencies of FRWA are EBMUD and the SCWA.
- C. The City is an associate member of FRWA pursuant to Section 2.2 of the joint powers agreement that formed FRWA.
- D. The City, EBMUD, SCWA and FRWA are all engaged in essential public utility functions.
- E. The Sacramento River is occasionally subject to low flow rates and reverse flows in the vicinity of the Freeport Bend, the location of the FRWA Intake.
- F. The City of Sacramento's Sump 28 Storm Water Pump Station ("Sump 28") discharges storm water and other runoff ("urban storm water runoff") from the South Sacramento Drainage Canal and its tributaries into the Sacramento River downstream of the FRWA Intake location.
- G. Studies conducted by FRWA have determined that when river flows are below approximately 1,000 cubic feet per second ("cfs"), as measured at the Freeport Bridge, the potential exists for discharges from Sump 28 to be drawn into the FRWA Intake. Periods of time when flows are below 1,000 cfs as measured at the Freeport Bridge are hereinafter referred to as "low-flow events".
- H. The FRWA Intake is a municipal and industrial water supply intake.

- I. The discharge of urban storm water runoff from Sump 28 may include contaminants that are undesirable in a municipal and industrial water supply.
  
- J. In Article 2 of the "Sales and Purchase Agreement Between the Freeport Regional Water Authority, the City of Sacramento, the East Bay Municipal Utility District, and the Sacramento County Water Agency," dated October 13, 2005 and identified as City Agreement No. 2005-0147A (the "Sales and Purchase Agreement"), FRWA, EBMUD and SCWA, among other things: (1) acknowledged the existence, circumstances and characteristics of the City's discharges of urban storm water runoff and combined system flows at various locations above and below the FRWA Intake, including discharges of urban storm water runoff from Sump 28; (2) released any and all claims that may arise against the City for costs or other liability incurred by FRWA, EBMUD or SCWA to comply with FRWA Intake operational requirements related to City discharges made in compliance with the City's regulatory permits from any of these locations; and (3) agreed to indemnify City against any claims, costs, damages or other liability arising from any water quality impact or injury to FRWA, EBMUD, SCWA or their customers related to the impact of City discharges that are made in compliance with the City's regulatory permits on the quality of surface water that is diverted by FRWA at the FRWA Intake location.
  
- K. The parties hereto have agreed that the best means to prevent diversion of Sump 28 discharge into the FRWA Intake is the establishment of appropriate operating procedures intended to prevent any such diversion, provided that such procedures shall not affect and shall remain subordinate to any applicable provisions of Article 2 of the Sales and Purchase Agreement.
  
- L. The Sacramento Regional County Sanitation District ("SRCSD") operates a Doppler velocity meter at the Freeport Bridge ("SRCSD Flowmeter") for purposes of measuring river flow and detecting reverse flows.

NOW, THEREFORE, in consideration of the foregoing recitals and of the mutual covenants contained herein, the parties hereto agree to the following:

**ARTICLE 1  
COORDINATED OPERATIONS**

- 1.1 The operations of the FRWA Intake and Sump 28 will be coordinated according to the provisions of EXHIBIT A – COORDINATED OPERATIONS.
  
- 1.2 The provisions of EXHIBIT A – COORDINATED OPERATIONS may be modified in writing by the mutual consent of the Freeport Regional Water Authority General Manager and the City of Sacramento Department of Utilities Director.

**ARTICLE 2  
GENERAL CONDITIONS**

- 2.1 Except as provided in Article 3.1 of this Agreement, neither party to this Agreement shall be liable to the other party for any loss or damage in connection with this

Agreement, except that each party shall be responsible for the consequences of its own willful misconduct in connection with this Agreement, or in connection with any work undertaken in accordance with this Agreement, and shall indemnify, defend and hold harmless the other party from the consequences thereof to the extent allowed by law.

2.2 Any notice, demand, request, consent, or approval that either party hereto may or is required to give the other pursuant to this Agreement shall be in writing and shall be either personally delivered or sent by mail, addressed as follows:

<p>TO AUTHORITY</p> <p>General Manager          Freeport Regional Water          Authority          2710 Gateway Oaks Drive, Suite          #320-South          Sacramento, CA 95833</p>	<p>TO CITY</p> <p>Director of Utilities          City of Sacramento          1395 35th Avenue          Sacramento, CA 95822</p>
--	---

Personal delivery or mailing in such manner shall constitute a good, sufficient and lawful notice and service. Either party may change the address to which subsequent notice and/or other communications can be sent by giving written notice designating a change of address to the other party, which shall be effective upon receipt.

2.3 Except as provided in Article 3.1 of this Agreement, this Agreement represents the entire understanding of the parties as to those matters contained herein. No prior oral or written understanding shall be of any force or effect with respect to those matters covered hereunder. This Agreement may only be modified by amendment in writing signed by each party.

2.4 This Agreement is to be binding on the successors and assigns of the parties hereto. The services called for herein are deemed unique and neither party shall assign, transfer or otherwise substitute its interest in this Agreement or any of its obligations hereunder without the prior written consent of the other.

2.5 Should any part of this Agreement be declared by a final decision by a court or tribunal of competent jurisdiction to be unconstitutional, invalid or beyond the authority of either party to enter into or carry out, such decision shall not affect the validity of the remainder of this Agreement, which shall continue in full force and effect, provided that the remainder of this Agreement can be interpreted to give effect to the intentions of the parties.

2.6 This Agreement may be executed in counterparts, each of which shall be deemed to be an original, but which together shall constitute a single document.

2.7 This Agreement and all matters relating to it shall be governed by the laws of the State of California.

2.8 Any party's waiver of the performance of any covenant, condition, obligation,

representation, warranty or promise in this Agreement shall not invalidate this Agreement or be deemed a waiver of any other covenant, condition, obligation, representation, warranty or promise. Any party's waiver of the time for performing any act or condition hereunder does not constitute a waiver of the act or condition itself.

- 2.9 This Agreement shall be deemed to have been prepared equally by both of the parties, and the Agreement and its individual provisions shall not be construed or interpreted more favorably for one party on the basis that the other party prepared it.
- 2.10 This Agreement is not intended to, and will not be interpreted as conferring, any benefit or right whatsoever upon any person or entity that is not a party hereto.

**ARTICLE 3  
SALES AND PURCHASE AGREEMENT**

- 3.1 This Agreement shall not modify or otherwise affect the Sales and Purchase Agreement, which shall remain in full force and effect, and in the event of any conflict or inconsistency between any term of provision of this Agreement and any term or provision of the Sales and Purchase Agreement, the Sales and Purchase Agreement shall govern.

**CITY OF SACRAMENTO, a charter city**

Dated: \_\_\_\_\_

By: \_\_\_\_\_  
Title:

ATTEST:

\_\_\_\_\_  
City Clerk

APPROVED AS TO FORM:

\_\_\_\_\_  
City Attorney

**FREEPORT REGIONAL WATER  
AUTHORITY, a joint powers authority**

Date: \_\_\_\_\_,

By: \_\_\_\_\_  
Chair, Board of Directors

(SEAL)

Attest: \_\_\_\_\_  
Secretary of the Board

Approved As To Form:

\_\_\_\_\_  
General Counsel

**EXHIBIT A - COORDINATED OPERATIONS**

- I. The parties have identified the following options that would prevent Sump 28 discharges from being diverted through the FRWA Intake:
  - a. Operate the FRWA Intake and Sump 28 simultaneously only when river flows are 1,000 cfs or greater; or
  - b. Operate only the FRWA Intake when river flows are less than 1,000 cfs; or
  - c. Operate only Sump 28 when river flows are less than 1,000 cfs.
- II. FRWA will construct, operate, and maintain a SCADA connection between the SRCSD Flowmeter and the FRWA Intake, enabling FRWA to monitor river flows and detect low and reverse flows.
- III. Sump 28 is normally under local automatic control such that pumps are turned on and off by level switches in the sump, based on water levels in the sump, with no human interaction required. Figure A illustrates the sump water level set points that are currently used for the normal control and operation of the Sump 28 pumps.
- IV. FRWA will monitor river and tidal conditions and estimate the onset of low-flow events. In advance of low-flow events, FRWA will contact the City Department of Utilities stormwater pumping control center (City Control Center) by telephone [(916) 808-5226] to inform them of the predicted onset of a low-flow event and request the City to empty the South Sacramento Drainage Canal to the extent feasible. The City shall manually start pumps at Sump 28 to empty the canal to the extent feasible before the anticipated start of a low-flow event. For the purposes of this agreement, an "empty canal" is defined as when the water surface elevation at Sump 28 is -3.0 feet or lower. For vertical datum purposes, the Sump 28 wet well invert elevation is -4.5 feet. FRWA and City operators will collaborate to estimate the time necessary to achieve an empty canal, if feasible. Following the telephone request from FRWA, City operators shall endeavor to keep the water surface elevation in sump 28 below -2.5 feet to the extent feasible. Emptying the canal prior to low-flow events as provided herein is hereinafter termed "preemptive pumping". The City shall perform preemptive pumping upon request from FRWA, even when the probability of precipitation, as defined in Article 1.2, is 30% or greater. The determination of what is feasible as provided above shall be made by the City based on City's reasonable evaluation of all relevant factors.
- V. At the start of a low-flow event, FRWA will contact the City Control Center by telephone and request that within 15 minutes of the call, pumps with "ON" setpoint elevations of 1.5 feet or lower shall be turned off and no water discharged from Sump 28 until the low-flow event is over. Ten minutes after the initial telephone request is made, FRWA will again call the City Control Center to confirm that the pumps have been shut off. The City shall not be

required to comply with such request to the extent that any of the conditions specified in Section 1.7 apply.

- VI. The City and FRWA will monitor water surface elevation in Sump 28, and the City agrees to refrain from discharging water from Sump 28 during a low-flow event except under the following conditions:
- a. Water surface elevation in Sump 28 exceeds 1.5 feet; or
  - b. The National Weather Service forecast for Sacramento Executive Airport predicts that the probability of precipitation is 30 percent or greater for any point in time during the period when river flow is expected to be 1,000 cfs or less. The forecast to obtain the probability of precipitation is currently at [http://www.wrh.noaa.gov/total\\_forecast/index.php?wfo=sto&zone=caz017&fire=caz217&county=cac067](http://www.wrh.noaa.gov/total_forecast/index.php?wfo=sto&zone=caz017&fire=caz217&county=cac067); or
  - c. The City operator makes a reasonable determination, based on an evaluation of all relevant factors, that there is a risk of flooding within the City if water cannot be discharged from Sump 28.

If Sump 28 starts discharging during a low-flow event for any of the reasons described above, the FRWA operator will cease diversions at the FRWA Intake.

- VII. At the conclusion of a low-flow event, the FRWA Intake operator will contact the City Control Center by telephone and inform them that Sump 28 may be returned to its normal operating condition.
- VIII. The City shall provide to FRWA electronic signals indicating Sump 28 water surface elevation and pump run status. The City shall do this by constructing a connection monitoring the control system at Sump 28 that will terminate in a panel box provided by FRWA outside of the Sump 28 fence. FRWA will construct a connection between that panel box and the FRWA Intake control system. The purpose of allowing FRWA to monitor Sump 28 conditions in this manner are two-fold:
- a. If it appears that the water level in Sump 28 is rising rapidly and is likely to reach the point at which discharge will occur prior to flow in the river returning to 1,000 cfs or greater, FRWA will be able to anticipate and prepare for this situation; and
  - b. If Sump 28 pumps do come on during a low-flow event, FRWA will be able to monitor this on their SCADA node and can cease