

# **CALIFORNIA URBAN WATER CONSERVATION COUNCIL**

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**Annual Report**

**2000**

**&**

**Best Management Practices Summary Report**

**1999 - 2000**



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March 12, 2014

Arthur G. Baggett, Jr, Chairman  
and Members  
State Water Resources Control Board  
1001 I Street  
Sacramento, CA 95815

Dear Mr. Baggett:

We are pleased to provide you with the enclosed 2000 Annual Report for the California Urban Water Conservation Council. This report serves as an annual update to the State Water Resources Control Board on the status of Council activities and Best Management Practice (BMP) implementation by signatories to the Memorandum of Understanding Regarding Urban Water Conservation in the State of California (MOU). The report covers Council activities for the calendar year 2000. It covers BMP implementation by signatories during the period from July 1, 1998 until June 30, 2000.

Year 2000 was highly productive for the urban water conservation efforts. To highlight a few of our most significant accomplishments, the Council:

- Published a new Strategic Plan and began implementing its strategies
- Received a \$410,000 grant from CALFED for efforts related to certification and BMP technical assistance and research
- Designed and launched a web-based BMP database reporting system, whereby signatories could report online their urban conservation program activities
- Revised the MOU to clarify the "Base Year" for signatories
- Conducted numerous professional workshops on issues related to the BMPs
- Provided extensive assistance on the successful implementation of the BMPs
- Received an EPA grant to develop a "Virtual Water Efficient Home" website
- Began to redesign our own website to make it more accessible and technical
- Drafted new by-laws, administrative procedures, and an employee handbook
- Conducted internal workshops related to organizational structure and rules
- Shifted to calendar-year budgeting to assist signatories in planning for Council support

We trust you will find this report helpful and the BMP summary information useful. If you have any questions, please contact us at 916-552-5885.

Sincerely,

Mary Ann Dickinson  
Executive Director

## **PART I: ADMINISTRATIVE OPERATION**

### **Signatories**

As defined in the MOU, the Council consists of three groups:

#### **Group 1: Water suppliers**

Any entity, including a city, that delivers or supplies water for urban use at the wholesale or retail level.

#### **Group 2: Public advocacy organizations**

*A non-profit organization:*

- (i) whose primary function is not the representation of trade, industrial or utility entities*
- (ii) whose prime mission is the protection of the environment, or who has a clear interest in advancing the BMP process*

#### **Group 3: Other interested groups**

Any group not falling into Group 1 or Group 2.

**Table 1: Year-by-Year Council Signatory Growth**

<b>Year</b>	<b>Group 1</b>	<b>Group 2</b>	<b>Group 3</b>	<b>Total</b>
Fiscal Year 1991 - 1992	96	14	22	132
Fiscal Year 1992 - 1993	4	0	4	8
Fiscal Year 1993 - 1994	12	1	2	15
Fiscal Year 1994 - 1995	11	0	4	15
Fiscal Year 1995 - 1996	12	0	4	16
Fiscal Year 1996 - 1997	3	0	6	9
Fiscal Year 1997 - 1998	8	0	8	16
Fiscal Year 1998 - 1999	6	2	11	19
Interim 1999	3	2	1	6
Calendar Year 2000	7	7	15	29
Total	162	26	77	265

Attachment A lists the signatories of the Council by name. Group 1 signatories are divided into wholesale and retail water suppliers.

## **Strategic Planning**

In 1996, the Council created its first two-year strategic plan, and in early 1999, it began work on the second plan. At that time, the Council had hired its first full-time executive director, and CALFED had proposed urban water use efficiency certification as part of the overall CALFED solution. In December of 1999, the Council adopted a new three-year plan composed of four main sections, and 16 specific objectives. The plan sets forth tasks for a planning a certification implementation function; it provides a basis for estimating Council staffing and financial needs; and it envisions full participation in the Council by signatories, including participation on committees and financial contributions.

Attachment B contains the 2000-2002 Strategic Plan.

## **Budgets and Funding**

In 2000, the Council switched to calendar-year rather than fiscal-year budgeting. The change was implemented to help signatories prepare their own budgets and to enable signatory contributions to the Council in a timely manner. The Council also adopted a categorized budgeting strategy.

In September of 2000, the Council received a \$410,000 grant from CALFED for carrying out three broadly defined tasks in the CALFED work plan:

- Developing a plan for BMP certification;
- Providing BMP reporting technical assistance and guidance; and
- Conducting research to refine urban water use efficiency program assumptions.

CALFED allocated the funds from a \$30 million federal appropriation for non-ecosystem programs, as urban water use efficiency is an important component of CALFED's overall solution. Specifically, CALFED is proposing to require the certification of the urban water use efficiency through examination of implementation of best management practices. (See discussion under Technical Assistance – CALFED.)

This CALFED funding has enabled the Council to increase its core budget from \$444,070 (in 2000) to \$644,700 and its special projects budget from \$237,000 to \$437,000 with this supplemental CALFED funding.

Attachment C contains the Year 2000 Council Budget.

## **Governance**

### **Council Administration**

In January, 1999 the Council hired its first Executive Director and moved into permanent office space. During the 2000 calendar year, the Council's organizational and administrative issues were a priority, as the growth of the Council in its number of signatories, in amount of overall responsibility, and in its financial status necessitated development of policies and procedures to accommodate this growth in a professional manner.

Specifically, during 2000 a new set of by-laws were drafted, as well as administrative procedures at the office level. An employee handbook was drafted. Specific policies were also adopted by the Council Steering Committee and Plenary concerning legislation activity, endorsements, and sponsorships.

### **Steering Committee**

The Council's Steering Committee spent additional time in 2000 focusing on issues relating to Council operation: committee structure; the role of the Executive Director; and administrative policies.

The Steering Committee recommended a revision of the Council structure. Instead of having thirteen individual subject committees, each with a different focus, fewer committees were recommended, each with specific oversight responsibility. The new structure was subsequently adopted by the Plenary and implemented during calendar year 2000. The new structure is as follows:

- The Steering Committee acts as an Executive Board.
- A Program Committee addresses all BMP implementation issues and manages project advisory committees for specific tasked projects.
- A Finance Committee addresses financial issues.
- A Membership Committee addresses membership issues.
- A Research and Evaluation Committee addresses standardized analytical methods research.

Attachment D identifies the members of the Year 2000 Steering Committee, and Attachment E presents the new approved Council committee structure.

## **PART II: COUNCIL ACTIVITY ON BEST MANAGEMENT PRACTICES**

### **Base Year Revision to the MOU**

The Council revised the definition of Base Year for those Best Management Practices (1, 5 and 9) that are scaled off of a baseline year. The Council, in September, 2000, adopted a standard definition as follows:

Those signatories signing the MOU before September 1, 1997 are given a base year of 1997; those signatories signing the MOU after 1997 are given a base year of the year the signatory signed the MOU.

The vote of the Plenary was:

	<b>Yes</b>	<b>No</b>	<b>Abstain</b>
<b>Group 1</b>	39	3	0
<b>Group 2</b>	10	0	0

This was the only amendment to the MOU approved by the Council Plenary in the Year 2000.

### **BMP Costs and Savings Study**

In July of 2000, the Council published a summary of available literature review on the costs and savings associated with the Best Management Practices: *BMP Costs and Savings Study: A Guide to the Data and Methods for Cost Effectiveness Analysis of Urban Water Conservation Best Management Practices*. The report is the most current available compilation of information concerning these conservation programs. Primarily designed for working professionals who are familiar with cost effectiveness analyses, the Report provides the needed data for calculating benefits and costs of conservation programs.

### **BMP Coverage Calculator**

The Council developed an Excel spreadsheet to help member agencies understand and meet the best management practices coverage requirements. The spreadsheet, called the BMP Coverage Calculator, automatically calculates the effort required for each of the six BMP's that have numerical targets: BMP 1, BMP 2, BMP 4, BMP 5, BMP 9 and BMP 14. The BMP Target Calculator is posted on the Council's web site and is an easily-downloadable Excel file.

## **BMP 1      Residential Surveys**

During 2000 the Council began to address emerging implementation issues on BMP 1, and to discuss a clarification of the minimum requirements and a possible rewrite of the language of the BMP. A Practical Plumbing Handbook was undertaken for the average consumer, which could be given during residential surveys as an educational piece about efficient plumbing and maintenance needs. Publication is expected in May, 2001.

## **BMP 3      System Water Audit and Leak Detection**

In an effort to help signatories implement BMP 3, the Council and the California Department of Water Resources conducted four two-day workshops on system water audit and leak detection during calendar year 2000. Two workshops were held in southern California, one on February 14-15 in Monrovia and the other on February 17-18 in Coachella, and two workshops were held in Northern California, one on November 13-14 in San Jose and the other on November 16-17 in Modesto. 116 water agency personnel attended the training workshops.

The Council also purchased six sets of leak detection equipment with a grant from the U.S. Bureau of Reclamation, for use by any water agency having received adequate training in its use. The equipment is available for loan through the Council.

## **BMP 5      Landscape Water Conservation**

The Council study on estimating evapotranspiration (ET<sub>o</sub>) in non-ideal urban locations was conducted by Dr. Richard Snyder of the University of California, Davis in 2000, with the study results to be available in early 2001. For the study, the Council purchased nine CIMIS stations, which were placed at various urban test sites for two-month periods for data accumulation and evaluation. The final report recommends using temporary CIMIS stations at urban locations for two or three months, during which a correlation equation can be developed between a permanent CIMIS site and the temporary site. The correlation equation can then be used to develop estimates for plant water needs in urban settings.

In addition to the UC Davis study, the Council participated with a number of agencies to produce a customer irrigation controller brochure, copies of which are being made available to Council members at a reduced cost. In addition, a color brochure on water efficient landscaping practices was produced in conjunction with Sunset magazine, and copies were similarly provided to signatories at reduced cost.



## **BMP 6 High Efficiency Washing Machines**

The 1997 revisions to the MOU required the Council to adopt water savings standards for high efficiency clothes washers. A study conducted by the Oak Ridge National Laboratory for the Department of Energy found the mean water savings to be 5,100 gallons per year. The Council reviewed the study results and determined that this study was sufficient to provide a water savings standard of 5,100 gallons per year without further study at this time. Urban water suppliers could use a water savings estimate as low as 4,600 gallons per year, but would have to show a compelling reason for doing so.

## **BMP 9 Commercial, Industrial and Institutional Water Conservation**

### *BMP 9 Revisions*

The Council approved a revision to BMP 9 in September, 1999. This revision clarified ambiguities in the existing BMP language. As currently written, CII conservation efforts may be implemented in three different ways: customer surveys, water savings, or a combination of the two. The revisions will aid signatories in understanding how to implement these programs, and technical assistance was provided during 2000 to signatories to explain the BMP 9 revisions.

### *BMP 9 Handbook*

After clarifying BMP 9, the next step was to have the Council begin work on a BMP 9 Handbook, designed to assist signatories in the implementation of CII programs. A consultant was selected in Year 2000 and work was begun. Completion of the handbook is expected in 2001.

### *BMP 9 CII ULFT Target*

The Council is charged with developing a BMP 9 CII ULFT target, as required by BMP 9 in the MOU. Recommendations were under consideration throughout calendar year 2000, with a decision rendered by the Council Plenary in March, 2001. The essence of the Council's recommendations revolved around ULFT water savings estimates developed by Council consultants. These water savings estimates were obtained by evaluating the type and number of businesses in each zip code within the water suppliers' service areas. A spreadsheet was built, also posted on the Council's web

site, which would calculate the number of toilets needing to be replaced within each supplier's service area depending upon the target percentage set by the Plenary and the number of toilets contained by sector within each of the water supplier's zip codes.

## **BMP 14      Ultra Low Flow Toilet Replacement**

During 2000, the Council launched an electronic products newsletter on its web site called the *Toilet Paper*. The purpose of the newsletter is to provide water agencies with the latest information on ULFT fixtures and other plumbing news. Subsequently, the newsletter was expanded to include other plumbing devices and the name was changed to the *WaterLogue*. The newsletter is posted on a monthly basis.

The Council also designed, managed and co-funded a study to test the new ULFT toilet standard under consideration by the ASME/ANSI Test Committee. A final report is expected in 2001.

### **BMP Reporting by Council Signatories**

In the fall of 2000, the Council launched a database-backed online reporting system that allows signatories to interactively enter BMP implementation data directly into the Council's web site. This reporting system was funded in part by a grant from the U.S. Bureau of Reclamation as well as by a grant from CALFED. The reporting web site was launched in September, 2000. In preparation for the web site's launching, the Council conducted 14 half-day workshops on the new system in the summer of 2000, and more than 140 people attended, 100 of whom were Group 1 signatories. Since going online in September of 2000, the reporting database has been well received by its users. Virtually all of the feedback comments laud it as being understandable and easy to use.

Most importantly, the reporting database will allow queries and aggregation of data for evaluation purposes that would not have been possible with the prior paper-based reporting system. The Council is just beginning to explore the possibilities of data generation with this tool. As the system is further developed in its output capability, the Council will be able to provide BMP analyses in more useful, sophisticated and creative ways.

The information collected and summarized in this Annual Report covers Fiscal Year Reporting for the years 1999 and 2000. The Council now requires its signatories to report bi-annually, although the information is still collected on an annual basis. 1999 and 2000 were the first two years that the reporting database became operational. Summary data prior to 1999 have been entered by agencies for historical tracking purposes, and this summary information is included for reference purposes in the current BMP reports.

The Council defines a reporting unit for purposes of simplifying BMP reporting. Generally, a Group 1 signatory has a single reporting unit. There are two exceptions. First: where Group 1 signatories have multiple service areas. In such cases, each service area is a different reporting unit. Second: where Group 1 signatories have both

wholesale and retail responsibilities. In such cases, each responsibility is a different reporting unit.

Reporting units enter information on those best management practices that relate directly to the reporting units' responsibility. Retail reporting units report on 13 of the 14 best management practices, as they do not report have to report on BMP 10, Wholesale Agency Assistance Programs. Table 2 compares BMP reporting requirements for retail and wholesale reporting units.

**Table 2: Comparison of Retail and Wholesale BMP Reporting Requirements**

<b>Best Management Practice</b>	<b>Included in Retail Reporting</b>	<b>Included in Wholesale Reporting</b>
1 Water Survey Programs For Single-Family Residential And Multi-Family Residential Customers	Yes	
2 Residential Plumbing Retrofit	Yes	
3 System Water Audits, Leak Detection And Repair	Yes	Yes
4 Metering With Commodity Rates For All New Connections And Retrofit Of Existing Connections	Yes	
5 Large Landscape Conservation Programs And Incentives	Yes	
6 High Efficiency Washing Machine Rebates	Yes	
7 Public Information	Yes	Yes
8 School Education	Yes	Yes
9 Conservation Programs For Commercial, Industrial, And Institutional Accounts	Yes	
10 Wholesale Agency Assistance		Yes
11 Conservation Pricing	Yes	Yes
12 Water Conservation Coordinator	Yes	Yes
13 Water Waste Prohibition	Yes	
14 Residential ULFT Replacement Programs	Yes	

Attachment F presents the list of signatories submitting FY 1999 and 2000 BMP reports. Attachment G presents summary reports on individual best management practices.

### **BMP Reporting Results**

There are 208 Reporting Units for the Council's signatories in the BMP Reporting Database. For the 1999 Reporting Year, 126 or 61% of those reporting units turned in some or all of their BMP Reports; 82 or 39% turned in none. For the 2000 Reporting Year, 113 or 54% of the reporting units turned in some or all of their BMP Reports; 95 or 46% turned in none.

Attachment G shows the progress made by the reporting signatories for BMPs 1-14 and in some cases also summarizes the grand total for all years, based on the historical information entered in the database by the signatories. For example, for BMP 1

(Residential Surveys) total surveys completed in 1999-2000 for single-family residences are 57,452. The grand total for all single-family surveys completed from 1991-2000 is 414,222.

Several caveats are important to mention. The summaries in Attachment G include only data from the forms that have been formally submitted to the Council. Thus, there is very likely activity on urban water conservation statewide that is not included here. Second, the data compilations are based on self-reported data provided by the signatory water suppliers and has not been verified by the Council in any way. The data has simply been aggregated for summary purposes.

### **1999-2000 BMP Data Highlights**

The following information summarizes highlights of the urban water conservation activity undertaken by MOU signatories reported during this period.

BMP 1:	Single Family Surveys Completed:	57,452
	Multi-Family Surveys Completed:	95,716
BMP 2:	Single Family Low Flow Showerheads Distributed:	474,969
	Multi-Family Low Flow Showerheads Distributed:	315,897
BMP 5	Number of Irrigation Accounts in 2000 with Budgets:	9,687
	Budgeted Water Use in AF in 2000:	45,882
	Actual Water Use in AF in 2000:	36,668
BMP 6	Suppliers with clothes washer rebate programs:	21
	Number of rebates awarded:	18,591
	Total value of rebates awarded:	\$2,244,175
BMP 7	Expenditures for public information programs:	\$12,290,379
BMP 8	Expenditures for school education programs:	\$6,248,991
BMP 9	Commercial & Industrial incentives awarded:	28,836
	Value of incentives awarded:	\$2,777,504
BMP 10	Wholesale Agency Program Expenditures:	\$53,841,326
BMP 11	Percent of revenue derived from volumetric rates:	83%
BMP 12	Number of Conservation Coordinator FTE's:	46
BMP 13	Percent of signatories banning gutter flooding:	91%

BMP 14	Total ULFTs replaced during this period:	352,912
	Grant total since 1991:	1,877,262

## Exemptions

Section 4.5 of the MOU allows for water supplier exemptions from the best management practices when they qualify under three specific criteria:

- implementation of the BMP is not cost-effective for the water supplier;
- adequate funds are not available to the water supplier to implement the BMP; and
- implementation of the BMP is not within the legal authority of the water supplier or there are legal and institutional barriers to implementing the BMP.

As part of a “test” of certification, the Council reviewed its procedure for approving BMP exemptions by asking volunteer Group 1 signatories to participate in a special test process. Three Group 1 signatories prepared exemption documentation, two for BMP 14 (Ultra-low-flow Toilet Replacement) and one for BMP 1 (Residential Surveys). A nine-member committee composed of three Group 1 members, three Group 2 members, one member each from the U.S. Bureau of Reclamation and the California Department of Water Resources, and the Council’s Executive Director then reviewed the requests. The committee did not approve the exemption requests, instead identifying policy and research areas that needed to be resolved before the test exemption applications could be approved.

There were three research questions that emerged during the exemption test. They were:

- How does conservation program design affect free ridership?
- What is the percent of free ridership found with conservation programs?
- How should avoided costs of supply be calculated?

There were five policy issues that emerged in the test. They were:

- How should a water supplier substantiate an exemption?
- How should a water supplier substantiate cost-sharing efforts?
- What, if any, are priorities for coverage requirements for each BMP?
- What, if any, are program design criteria for each BMP?
- How should conflicts between a water supplier’s policy and the MOU be resolved?

Resolution of these key research and policy issues will be pursued by the Council. Some of these questions, such as the free-ridership issue, will be researched under the Council’s CALFED grant in Year 2001 and 2002.

## **PART III: TECHNICAL ASSISTANCE**

The Council provides general technical assistance in addition to its specific work on Best Management Practices. Some of the projects listed below are the result of specific grants; other projects are part of the general Council work plan.

### **CALFED Grant**

#### *BMP Certification*

In its grant, the Council is tasked with developing a draft certification program, complete with budget and staffing needs. This certification program is to be coordinated with other existing programs. In preparing this draft certification program, the Council is reviewing certification models from seven different organizations:

- Integrated Waste Management Board
- California Energy Commission
- California Coastal Commission
- State Bar
- State Medical Board
- Public Utilities Commission
- State Water Resources Control Board

A draft report is due to CALFED on September 1, 2001, which will summarize the origin, governance structure, budget, duties and activities, staffing, and enforcement for each organization. It will compare each organization with a possible model for water use efficiency certification. CALFED will then decide which model, or combination of models, it wants to pursue for certification of best management practices.

### **RFQ for Technical Assistance**

The Council issued a Request for Qualifications (RFQ) for consultants with specific experience in best management practices, planning, and cost-effectiveness analyses. Consultant qualifications were reviewed by a panel of Council members, and those consultants approved by the Council were posted on the Council's web site. Signatories now have access to 26 qualified consultants who can help plan, design, implement and evaluate best management practices.

### **Virtual Water Efficient Home Web Site**

In August, 2000 the Council received a grant from U.S. Environmental Protection Agency to build a web site of a water efficient home that identifies water savings opportunities, offers purchasing, installation, and repair advice, and looks at innovative ideas for water conservation for the consumer. Expected to be launched by fall of 2001, the virtual home web site will allow continuous updating of new information. Because of

its web accessibility and interest for the consumer, it should receive considerable national exposure.

### **Council Web Site**

In the summer of 2001, the Council will complete a redesign of its web site. The new site will be easier to navigate, will include discussion forums on water conservation issues, will allow users to purchase information online, and will provide more technical resources, information, and assistance.

### **Water Conservation Coordinator Training**

The Council developed in 2000 a two-day water conservation coordinator training class to help train conservation coordinators in BMP program implementation and also to help prepare members for the American Water Works Association's Water Conservation Practitioner Level 1 Certification Exam.

Two workshops were held in fall 2000, one in Oakland with 33 people attending, and a second in Visalia with 10 attendees.

### **Urban Water Management Plans**

Urban water management plans were due at DWR at the end of 2000. The Council provided full-time assistance to water utilities preparing BMP reports and developed sample reports for its members to include in urban water management plans.

## **PART IV: GENERAL OUTREACH**

### **Water Bond**

The Council officially supported Proposition 13 (SB 530 and AB 564), the placement of \$1.8 billion on the March 2000 ballot for water-related programs.

### **Federal Water Efficiency Standards**

The Council officially opposed HR 623, a federal bill proposing repeal of the national water efficiency standards contained in the 1992 Federal Energy Policy Act. The Council, along with 11 other water agencies, environmental groups and plumbing organizations, provided testimony to the U.S. House of Representatives, Committee on Commerce, Subcommittee on Energy and Power.

The U.S. Department of Energy regulates high efficiency clothes washers for energy consumption, but when it announced its standard in late 2000, the standard did not include a specific water efficiency factor for clothes washers. In response, the California Energy Commission is considering adopting such a water factor for commercial clothes washers under the provisions of AB 970. The Council provided testimony to the Energy Commission supporting a water factor of 9.5.

### **Excellence Awards**

The Council has established two annual Excellence awards, in memory of Mike Moynahan and Llana Sherman, two outstanding water conservation leaders. The Awards for the Year 2000 were presented as follows:

- **Bill Jacoby**, of the San Diego County Water Authority, for Statewide and Institutionalized Innovations;
- **Tom Ash**, consultant, for Local and Community Innovations; and
- **Dave Todd**, of the City of Fresno, for Local and Community Innovations.



**Attachment A: Council Signatories**

**Attachment B: Strategic Plan**

**Attachment C: Year 2000 Budget**

## **Attachment D: Year 2000 Steering Committee Members**

<b>Convener</b>	Joe Berg, MWDOC
<b>Vice Convener</b>	Conner Everts, POWER
<b>Secretary-Treasurer</b>	Fiona Sanchez, CTSI
<b>Group 1</b>	Anaheim, City of Contra Costa Water District East Bay Municipal Utilities District Kern County Water Agency Metropolitan Water District of Southern California San Diego County Water District Santa Clara Valley Water District
<b>Group 2</b>	Friends of the River League of Women Voters Mono Lake Committee Natural Heritage Institute Natural Resource Defense Council Planning and Conservation League/Pacific Institute Sierra Club Valley Water Protection Association
<b>Group 3</b>	Best Management Partners CTSI Rain Bird Sales/Niagara Volt ViewTech

**Attachment E: Council Committee Structure**

**Attachment F: Reporting Units Submitting BMP Reports for 1999-2000**

**Attachment G: Summary Reports for Individual BMPs**