1959 – Ranches Concerned About Water

On August 12, 1959, a group of local landowners gathered around the kitchen table of Raymond Prothero, Sr., in the community of El Toro, to discuss their concerns about water supply.

Water for both agricultural and domestic use was pumped from wells, and landowners feared the existing supply would not support an increased population or an expanded agricultural area. They wanted a more reliable source of water.

At that time the total population of the district was only 125 people, and it encompassed 4,750 acres—750 devoted to citrus groves and other agricultural uses.

1960 – El Toro Water District Founded

In September 1960, the El Toro Water District (ETWD) was formed as a California water district, governed by a seven-member board of directors elected by landowners. The district’s charge was to develop and implement policies that would meet the short- and long-range economic, water resource, and environmental goals of the community.

Given its almost 100% reliance on imported water, ETWD’s directors knew they would have to depend on imported water that originated hundreds of miles away. However, ETWD’s immediate need was to provide water to its ranch customers, so the directors elected to remain a wholesale water agency.

Orange County Water Districts

The following is a brief summary of the water distribution system in Orange County:

The Metropolitan Water District (MWD) was formed in 1928 to build and operate a means to import water from the Colorado River to Southern California. The Orange County Water District was formed in 1933 to protect the county’s water rights on the Santa Ana River. Later that mission was expanded to manage the underground aquifer, north-east of Anaheim making optimum use of local water supplies and augmenting those with imported supplies provided through the MWD.

In 1951 the Orange County Municipal Water District, renamed the Municipal Water District of Orange County (MWDOC) in 1969, was formed by Orange County voters to provide and manage imported water used in Orange County. By 1957 MWDOC was able to access water from the Colorado River by connecting to the Santiago Lateral located between Irvine Park and Weir Canyon Regional Park.

In 1960 ETWD became a member agency of MWDOC, which entitled the district to purchase from MWD untreated imported water from the Colorado River. Then ETWD joined with Los Alisos Water District to form the Santiago Aqueduct Commission in order to deliver imported water from the Santiago Lateral to El Toro.
MUSINGS

Honoree of Month

Congratulations to Jan Elbaum and Sheila Bialka, our Laguna Woods honorees for April and May 2010 respectively. Las Palmas and The Regency, both part of Vintage Senior Living, fund the Honoree of the Month program.

Inga Futtrup is the photographer at Images by Dwayne who so expertly captures the images of our honorees. We are grateful to the Laguna Woods Video Club whose members videotape the ceremony.

El Toro Water District Receives 2010 Dr. Tracy E. Strevey Award for Outstanding Commitment to the Community of Laguna Woods

The award commends El Toro Water District for (1) providing a safe, adequate and reliable supply of water and wastewater service in an environmentally and economically responsible way for 50 years; (2) receiving the District of Distinction accreditation, validating its commitment to superior governance and to ethical and sound operating practices; and (3) employing people dedicated to improving the quality of our lives.

Tree Program

The Naturalist Club left the Historical Society a collection of photographs of more than 100 trees that graced the community between 1975 and 1977. Many of these trees are still here.

The Laguna Woods Camera Club and the Society believe this collection can be enhanced by taking pictures of these same trees 35 years later. We also plan to add new trees to the collection.

This Month’s Story

The Historian thanks ETWD employees Sherri Seitz, Bob Hill, Mike King, Mike Grandy, Ron Hightower, Renzo Marin and Dave Westphal for helping to gather the information and pictures necessary to write this article. Jack Fowler and Leonard Dueker, former Rossmoor Corporation employees, also provided information and insight.

After reading this story, we hope you will realize that without the assistance of the El Toro Water District Laguna Woods Village would not exist.

ETWD from Page 1

1961 – Filtration Plant and Reservoir

In 1961, ETWD obtained approval to issue $1.9 million in general obligation municipal water bonds to finance its share of the construction costs for a feeder line from the MWD’s Santiago Lateral, a water filtration plant and reservoir, and expansion of the distribution system within its district.

The aqueduct was completed in October, 1962 at a cost of $3.4 million. The construction of the 233-million-gallon El Toro Reservoir, north of Alicia Parkway near Alicia Park, and a small water distribution system to serve agricultural customers within the district, was started in October, 1961 and was completed in 1967.

1963 – Cortese Plans Leisure World

In 1963, Ross Cortese, president of the Rossmoor Corporation, identified about 3,500 acres of the Moulton Ranch to fulfill his vision of a Leisure World located in Laguna Hills. Except for scattered

1962 — On August 22, three generations of the Prothero family watch as the first drinking water from the MWD flows into the reservoir on the family ranch. Looking on while the water gushes through the pipeline are Bill Prothero, great-grandson of Mrs. Josephine Whisler, pioneer settler in the El Toro Area; Mrs. Whisler; Ray Prothero Jr., Mrs. Whisler’s grandson; and Nancy and Debbie Prothero. Courtesy Tustin News
Hills was to become reality, he had to do something to meet the requirements for water and sanitation.

During the initial negotiations by Cortese to obtain water, ETWD’s directors, who were local ranchers, were not interested in any large residential development coming to Saddleback Valley. However, by January 1963, the ranchers’ attitudes radically changed. The bond programs necessary to bring MWD water into the area had boosted property tax bills to about $18 for each $100 assessed valuation—far higher than citrus or cattle ranches could afford to pay.

Those who had lived in the scattered houses on the ranch took their water from deep wells. Cesspools took care of the sanitation. If Leisure World Laguna ranched dwellings and barns, the ranch was devoted largely to dry farming and cattle grazing. He saw this land as being especially well suited for a retirement community and ideally situated next to the newly completed Interstate 5, about halfway between Los Angeles and San Diego and only a few miles from the Pacific Ocean.

Aerial on left, pictures the Rossmoor Sanitation Plant in 1977. It was designed in 1963.

Wastewater from the sewers entered the plant and passed through screens where large objects such as rags, branches and other objects were removed. The wastewater continued to the aeration pond (A) where grit (sand, gravel, coffee grounds, eggshells, seeds, etc.) were removed. This grit was washed and dewatered prior to disposal in a landfill. Air (oxygen) was forced into the aeration pond to remove organic material.

Next, the wastewater entered the primary clarifier (B) where material that floats (scum) was skimmed from the water surface. The water was pumped into the sludge settling ponds (C). This water now MWD the standards for recycled water which was temporarily stored in Lake Leonard (D), named for Leonard Dueker. The cultivated fish (trout, bass, etc.) that inhabited Lake Leonard served as visual confirmation that the sanitation plant’s process was adequate to sustain aquatic species.

Some of the recycled water was then pumped from Lake Leonard into clarifier (E) and then to the effluent station (F). From the effluent station, the treated wastewater was pumped to the holding pond, adjacent to Garden Center 1 on Moulton Parkway, for storage and chlorination, prior to being delivered and sprayed on the 27-hole golf course.

Today, the recreational vehicle storage lot (G) is still in its original location.
Rossmoor Water and Sanitation System

The Rossmoor Water Company (RWC), later renamed Laguna Hills Water Company (LHWC) in 1977, applied to ETWD for water. ETWD agreed to provide wholesale water to the newly established company. As part of the agreement Rossmoor Sanitation, Inc. (RSI) agreed to build a treatment plant. These two services, which of necessity supplied water and sanitation outside Leisure World, were owned by Ross Cortese and his family.

In February 1964, Cortese hired Leonard L. Dueker, then general manager and chief engineer of the Yorba Linda County Water District as general manager of then newly formed RWC and RSI. Dueker and Jack Fowler, Rossmoor’s construction manager, were responsible for the planning and installation of what was at first the Rossmoor water and sanitation system.

ETWD and the ranchers publically admitted that the development of the heretofore agricultural community was vital if the area and the ranches were to survive. They were impressed by the determination and confidence of Rossmoor’s willingness to establish their own water and sanitation companies.

ETWD and Rossmoor agreed that ETWD would continue to serve the growers by providing irrigation service for agriculture. Since ETWD did not want to provide domestic water service, Rossmoor Water Company would be formed to provide domestic water service within the district. At the same time ETWD initiated a public relations campaign to support the Cortese project which, of course, would share the costs of the bond programs.

Pipes were installed to receive wholesale water from ETWD before any building could start.

Rossmoor Sanitation and ETWD established themselves as water recycling pioneers in 1963 with the construction of a water recycling treatment plant located near the intersection of Moulton Parkway and Ridge Route. The plant was designed to treat approximately 2 million gallons of domestic wastewater each day. The plant included a small laboratory to analyze wastewater operations.

Sewage flowed from Leisure World and the surrounding subdivisions in the district into the plant and was treated and pumped to the 40-acre-foot-capacity holding basin. The water was chlorinated before being sent through irrigation lines to the golf course sprinklers. Today the plant continues to recycle one-half million gallons of water daily, 10% of its ultimate capacity.
1964 – Tri-Cities Water Main
A 60-inch diameter Tri-Cities Water Main near Clubhouse VII on Moulton Parkway traverses the community. This pipeline was installed before Leisure World was built in order to serve the coastal cities to the south. In 1964 ETWD and Rossmoor Water constructed a line which linked the Santiago Lateral with the Tri-Cities Main. This linkage continues to provide an emergency back-up water supply for ETWD.

1967 — Pictured prior to completion, the 233-million-gallon El Toro Reservoir had a surface area of 20 acres.

1972 – Aliso Water Management Agency
By 1970 the need for a regional sewer system to dispose of treated effluent to the ocean was becoming increasingly evident. About the same time, the California Clean Water Act was passed which allowed certain public agencies to be eligible for joint federal-state construction grants.

Rossmoor Sanitation had been disposing of its treated effluent by irrigating the Leisure World golf course and other vacant land and/or agricultural property owned by the Irvine Company. The latter option became increasingly difficult as the amount of vacant land decreased. Unfortunately, RSI, a private corporation, was ineligible for Federal or State grants to develop other methods of effluent disposal.

ETWD, as a public agency on behalf of RSI, formed a partnership to build a regional sewage bio-solids treatment and disposal facility. In 1972, ETWD joined five other public water districts and the city of Laguna Beach to form the Aliso Water Management Agency (AWMA).

The AWMA plant would be located in Laguna Niguel near the Laguna Niguel Regional Park. It would process sludge for each member agency. Construction was completed in 1982. AWMA became the South Orange County Wastewater Authority (SOCWA) in July 2001.

In 1975 ETWD sold $6.14 million of wastewater bonds to finance its share of the AWMA Regional Plant and an ocean outfall system.

1974 – New Water Quality Regulations
California Regional Water Quality Control Board in San Diego told ETWD that it could no longer discharge some of its “dirty” water into Aliso Creek. Some of these new regulations stirred ETWD Board Member Ray Prothero’s ire. On the surface, it sounded like a good idea to clean up the environment. But to Prothero and the water district people, it reflected inconsistency and lack of knowledge on the part of government.

Their reasoning: Aliso Creek which starts in the Santa Ana Mountains and ends in South Laguna is dry, except when it rains. ETWD gets its water from the Colorado River. When it reaches El Toro, it is stored in a multi-million gallon reservoir in Mission Viejo behind the water district's filtration plant. As the water was needed by the Rossmoor Water Company, which supplied 15,000 homes in El Toro and Leisure World, it was released through the filtration plant where it was cleaned and chlorinated. The water was cleaned by letting it seep through nine inches of sand. Periodically, a backwash process was used to clean and remove the impurities from the sand.

“The backwash water, which contains fine silt and algae, is no dirtier than the water that comes to the reservoir,” said Prothero. “Nonetheless, it must be disposed of.”

Several times a week, the filtration plant discharged several thousand gallons of backwash water into Aliso Creek.

Circa 1980 — Employees routinely used a boat to get to the aerator to perform maintenance.
“Nobody sees the slightly murky water, because it is rapidly absorbed or percolated into the underground water table. The water stays underground and helps to maintain the subsurface water table,” said Prothero. It also helps to feed a few remaining water wells, which pump up the water to irrigate the few acres of orange trees that remain.

“It's asinine,” said Prothero. “That water doesn't hurt anybody or anything. It only helps the water table.”

“The state doesn't understand our situation,” he said. “If we were in the Santa Ana District, we wouldn't have to go through all this.” [Today, portions of Laguna Woods and Lake Forest are in both the Santa Ana and San Diego Regional Water Quality Control districts.]

The result of the ruling was that ETWD had to truck backwash water a couple miles to LHSI’s waste disposal facilities.

What bothered Prothero the most is that “the water that was put into Aliso Creek was the same water that the MWD bought to fill the Santa Ana River to replenish the underground water basin.”

1977 – Laguna Hills Utilities Spun Off

The Laguna Hills Utilities Co. (LHUC), was spun off from its parent Rossmoor Corporation in September 1977. It had been plagued with financial problems almost from its inception. The purpose of the split was to protect each corporation from the financial risks incurred by the other corporations. As a result, Rossmoor was not required to grant a loan guarantee whenever one of its subsidiaries required financing. [Spin-off—a parent company distributes 100% of its ownership interests in a subsidiary operation as a dividend to its existing shareholders.]

Al Ceresa, Vice President of LHUC and Rossmoor Corporation, stated that early federal rate restrictions and poor management were the reasons for the companies’ financial problems. He noted that LHWC and LHSI requests for rate increases took about two years before they were approved. By that time inflation caused the need for additional increases. The Public Utilities Commission noted that part of the companies’ cash crunch was caused by not charging new customers enough to cover the cost of water main extensions.

Adding to LHWC’s problems were structural design defects found in the two water storage tanks that were built in Leisure World and that were scheduled to be in operation in 1977. LHUC was in litigation with the contractor who built the water tanks with concrete rather than the more common structural steel. Reports indicated that settling soil conditions caused cracks in the 3-million-gallon tank located inside Gate 14. The 2-million-gallon tank located on Bahia Blanca did not have similar problems.

In July, 1985, after almost eight years of discussion, debate, lawsuits and threats, the defective concrete water tank behind the buildings inside Gate 14 was replaced by a tank made of traditional steel. Once it was installed and tested the tank became the property of ETWD. Residents of the two buildings adjacent to the tank argued for years about the unsightly condition of the area around the concrete. Until this time it was not landscaped because the tank was the subject of litigation almost immediately after it was installed.

1978 – Diemer (AMP) Pipeline

As the population of the district increased, the need for water also increased. The combination of the expanding population and the knowledge that Southern California’s share of the Colorado River water would be drastically reduced in 1985 led the district to consider the possibility of importing a larger volume of filtered and treated blend of Northern California and Colorado River water.

To accomplish this objective, in 1978 the district joined with other water districts and municipalities in
Orange County to build the larger Allen McCollough Pipeline (AMP). AMP originates in Yorba Linda at MWD’s Diemer Water Purification/Treatment Plant and traverses its way to the El Toro Reservoir in Mission Viejo.

The district began receiving treated water through the new pipeline in July 1981. As water flows through the AMP enroute to the district some portion is diverted directly into distribution lines for customer use, and the remainder goes into the El Toro Reservoir to be withdrawn during periods of peak demand.

1979 — LHSI Problems Continue

In 1979 the Leisure World corporations agreed to support LHSI’s plans to reconstruct its plant and support the issuance of a bond issue to finance the improvements.

During 1979-80 LHSI was repeatedly charged with violating the 1972 Clean Water Act by unlawfully discharging treated sewage into the San Diego Creek. At this time LHSI was treating about three million gallons of effluent daily and it still had not started rebuilding its plant. Since the pipeline to the AWMA plant would not be completed for another two years, LHSI was forced to build a pipeline to discharge additional recycled water into a reservoir on Irvine Company property and to the golf course at MCAS-El Toro. At the same time the Santa Ana Regional Water Quality Board prohibited LHSI from making any new sewer hookups.
three were individuals. GRF and ETWD were two of the corporate owners. Probably, as a result of numerous articles and editorials in the *Leisure World News*, neither of the Rossmoor officials was elected.

In July, 1981 the governor signed into law AB368, introduced by Orange County Assembly member Marian Bergeson. As a result, the 41,000 registered voters who resided in the district would elect all future directors of ETWD starting with the November, 1981 election.

**1983-4 – ETWD Becomes Water Retailer**

The Laguna Hills Utility Company, the parent company of the operating utilities, Laguna Hills Water Company (LHWC) and Laguna Hills Sanitation, Inc. (LHSI), approached the ETWD Board of Directors in August 1982 with a proposal that ETWD acquire their operations. The Board of Directors carefully considered the proposal. They concluded that the residents of the district would benefit from this transition, providing that the assets of the utilities could be acquired at a fair price.

On September 12, 1983, ETWD signed the agreement to purchase both LHWC and LHSI for $10.5 million. The amount would be paid with interest in installments over a 30-year period. This acquisition transformed ETWD from a water wholesaler to a retail water company.

**1984 – El Toro Reservoir Cover**

Algae growth is always a problem in an open reservoir. With a storage capacity in the large reservoir of 233 million gallons controlling the algae growth became a major concern. ETWD was able to control the algae growth in the untreated Colorado River Water with chemicals. When ETWD began receiving Northern California water, the growth of algae accelerated due to the high percentage of organic material in the water.

In 1984, to preserve the quality of the imported supply and reduce treatment costs, ETWD designed and installed a reservoir cover at a cost of $2.4 million.

1984 — Reservoir cover laid on the floor of the reservoir. The edges of sections are bonded together and the reservoir was filled. The floating cover protects water from the environment and stops evaporation. Surface water is removed from the top of the cover by drain pipes which carry it to the storm drain.
1993 –Community Advisory Group

In the early 1960s when ETWD was just becoming established as a wholesale water company serving landowners and supplying water to the Rossmoor Company, the board had a remarkable understanding of its unique service area. As ETWD became a full service water agency and became part of a diverse community, the board realized the importance of fulfilling the needs of its customers.

The Board created the ETWD Community Advisory Group to provide a forum for establishing and maintaining open and effective communication with their customers. The quarterly open meetings, attended by about 30 residents, are designed to collect and provide information relative to water and sanitation.

1998 –Water Recycling Plant Reconstructed

The ETWD Water Recycling Plant (WRP) was originally constructed in 1963 to treat approximately 2 million gallons a day of domestic wastewater. The plant was expanded on four different occasions to its current design capacity of 6 million gallons a day to meet increased demand from residential and commercial development.

After three decades of service and multiple expansion projects the plant had reached the end of its useful life. ETWD embarked on a complete reconstruction and replacement project. The new plant was completed in 1998 at a cost of nearly $14 million, financed by a low interest, 1½%, California revolving loan.

This reconstruction project added 30 years to the useful life of the WRP and ensured ETWD’s ability to comply with current and future regulatory and environmental requirements. The overall treatment capacity of the plant increased from 4 to 6 million gallons per day. A new expanded laboratory is equipped to perform sophisticated analysis of wastewater and drinking water.
In 1999, ETWD’s Water Recycling Plant was recognized by the industry as “Plant of the Year.”

**2002 – Reservoir a Regional Facility**

In order to expand emergency storage in south Orange County as well as reduce ETWD’s operating costs, the district entered into an agreement with neighboring water districts for joint use of the El Toro Reservoir.

In 2002, ETWD began a phased project to expand the capacity of the reservoir and increase the ability of neighboring agencies to meet their emergency storage requirements. By increasing the capacity by 52 million gallons (23%), the enlarged reservoir now provides 124 million gallons to ETWD, 138 million gallons to Santa Margarita Water District and 13 million gallons to Moulton Niguel Water District.

In addition to laying 4,500 feet of pipeline to allow for increased water use by the three partner agencies, a 20-acre floating cover was installed which helps preserve the quality and reduce the evaporation of the imported water.

The expanded reservoir now serves more than 300,000 customers in 11 south Orange County cities. It allows ETWD to maintain a 14-day emergency storage reserve to meet customer demands and fire flow requirements.

**2002—Consolidation Study**

A study initiated by the state-created agency, the Local Agency Formation Commission of Orange County (LAFCO), evaluated whether there might be ratepayer benefits from merging ETWD into the larger Moulton Niguel Water District (MNWD).

As the presumed successor agency, MNWD was asked by LAFCO to sponsor the consolidation study. After reviewing the completed report, the MNWD’s Board of Directors determined that a merger with ETWD was not in the best interest of the MNWD customers. After reviewing the Moulton Niguel
report, as well as the results of their own detailed review of the consolidation issues, EWTD’s Board came to a similar conclusion. However, the study did conclude that current voluntary collaboration between the two agencies was in the best interest of the customers and that it should continue. Both agencies continue to embrace the collaborative resource-sharing philosophy and are committed to joint ventures for the benefit of their respective customers.

In January 2003, after lengthy debate, the seven member LAFCO Commission voted five to two in favor of receiving and filing the report that concluded that consolidation would not benefit customers. This consolidation proposal is now closed.

2007 – District of Distinction Honor

On May 4, 2007, ETWD was awarded the District of Distinction accreditation by the Special District Leadership Foundation. ETWD was re-accredited as a District of Distinction again in 2009.

Of the 3,400 special districts in California, ETWD was the first independent special district to receive this important accreditation and one of two special districts to be re-accredited.

“This is one of the most prestigious awards in local government in the State of California,” said ETWD Board President Ted F. Martin. “This accreditation clearly validates El Toro Water District’s more than 50 years of commitment to good governance and to ethical and sound operating practices.”

To meet the accreditation criteria, ETWD submitted a detailed analysis of district records, policies and procedures, and a commitment by the board of directors and the executive staff to continued education. Financial audits and evidence of training completed by each of the district’s board members and executive staff in ethics, governance and leadership were also a requirement for accreditation.

“This award should convince our customers that ETWD continues with its commitment to provide our 51,000 customers a safe, adequate and reliable supply of water and wastewater service in a most environmentally and economically responsible way,” said Bob Hill, ETWD General Manager.

2008 – Emergency Operations Center

The opening of the new Education and Training Facility and Emergency Operations Center (EOC) in August 2008 provided ETWD with an ideal location to offer on-going training in emergency management practices, such as the California Standardized Emergency Management System and the National Incident Management System.

The facility also houses ETWD’s EOC which is equipped with state-of-the-art communications technology. In an emergency, ETWD’s mandate is to preserve the infrastructure necessary to deliver water to all of its customers.
Lake Leonard was part of the Rossmoor Sanitation Plant which was built in 1964. Recycled water was stored in this man-made lake. The lake was home to a scarecrow (X) that was appropriately dressed for special holidays or sporting events. From time to time fishermen were seen in the lake.