

Hearing Date: June 12, 2026

STATEWIDE COST ESTIMATE

\$0 - \$290,151
Initial Claim Period¹

Permit Amendment No. 2017PA-SCHOOLS, City of San Diego Public Water System
No. 3710020, Effective January 18, 2017

Lead Sampling in Schools: Public Water System No. 3710020

17-TC-03-R2

The Commission on State Mandates (Commission) adopted this Statewide Cost Estimate on consent by a vote of 6-0 during a regularly scheduled hearing on June 12, 2026² as follows:

Member	Vote
Lee Adams, County Supervisor	Yes
Deborah Gallegos, Representative of the State Controller	Yes
Karen Greene Ross, Public Member	Yes
William Pahland, Representative of the State Treasurer, Vice Chairperson	Yes
Michele Perrault, Representative of the Director of the Department of Finance, Chairperson	Yes
Alexander Powell, Representative of the Director of the Governor's Office of Land Use and Climate Innovation	Yes

STAFF ANALYSIS

Summary of the Mandate, Eligible Claimants, and Period of Reimbursement

This Statewide Cost Estimate addresses state-mandated activities arising from a permit amendment issued by the State Water Resources Control Board (State Water Board) to the City of San Diego's public water system, Order No. 2017PA-SCHOOLS and is applicable to the City of San Diego only.

¹ The entire reimbursement period is presumed to be within the initial claim period because the permit requires the claimant's public water system, beginning January 18, 2017, to test drinking water in K-12 schools for the presence of lead, upon the request of an authorized representative of the school made *prior to* November 1, 2019.

² The Proposed Statewide Cost Estimate was issued and set for the April 10, 2026 Commission meeting. However, that meeting was rescheduled to May 15, 2026, and then to June 12, 2026 due to a burst pipe and resulting fire making the Commission office inaccessible.

The Commission adopted the Test Claim Decision on March 28, 2025, partially approving reimbursement for the City's increased costs to perform the reimbursable activities under the mandate and adopted the Decision and Parameters and Guidelines on May 23, 2025.

The reimbursement period is January 18, 2017 and is assumed to end by November 1, 2019. January 18, 2017 is the effective date of the permit amendment and November 1, 2019 was the last day for schools to request testing under the test claim permit. Beginning January 1, 2018, any lead testing conducted by the claimant on those public schools constructed or modernized before January 1, 2010, that did not request testing before January 1, 2018, is required by Health and Safety Code section 116227, and not by the test claim order.

The sole eligible claimant, the City of San Diego, was required to file initial claims with the State Controller's Office (Controller) on or before December 24, 2025. Late initial reimbursement claims may be filed until December 24, 2026, but will incur a 10 percent late filing penalty of the total amount of the initial claim without limitation.³

As of February 25, 2026, no reimbursement claims have been filed.

Reimbursable Activities

The Commission approved the following reimbursable activities for this program:

1. Submit to the State Water Board's Division of Drinking Water a comprehensive list of the names and addresses of all K-12 schools served water through a utility meter [by the claimant] by July 1, 2017;⁴
2. If an authorized school representative of a private K-12 school or a public K-12 school in the claimant's service area requests lead sampling assistance in writing by November 1, 2019:⁵
 - a. Respond in writing within 60 days and schedule a meeting with school officials to develop a sampling plan;⁶
 - b. Finalize a sampling plan and complete initial sampling within 90 days [or an alternative time schedule approved by DDW];⁷

³ Government Code section 17561(d)(3).

⁴ Exhibit A, Test Claim Decision, page 75, citing to Test Claim, page 105 (test claim order).

⁵ Exhibit A, Test Claim Decision, page 75, citing to Test Claim, page 105 (test claim order).

⁶ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

⁷ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

- c. Collect one to five samples at each school, from regularly used drinking fountains, cafeteria or food preparation areas, or reusable bottle filling stations, selected according to the sampling plan, and using the sampling guidance provided in Appendix A;⁸
- d. Collect lead samples during the school year, on a Tuesday, Wednesday, Thursday, or Friday on a day that school is in session and has been in session for at least one day prior to the day of sampling;⁹
- e. Ensure samples are collected by an adequately trained water system representative;¹⁰
- f. Submit the samples to an ELAP certified laboratory for analysis;¹¹
- g. Require the laboratory to submit the data electronically to DDW;¹²
- h. Provide a copy of the results to the school representative;¹³
- i. Within two business days of a result that shows an exceedance of 15 ppb, notify the school of the sample result;¹⁴
- j. If an initial sample shows an exceedance of 15 ppb:
 - Collect an additional sample within 10 days if the sample site remains in service;¹⁵

⁸ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

⁹ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

¹⁰ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

¹¹ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

¹² Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

¹³ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

¹⁴ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

¹⁵ Exhibit A, Test Claim Decision, page 76, citing to Test Claim, page 106 (test claim order).

- Collect a third sample within 10 business days after notification that a resample result is less than or equal to 15 ppb;¹⁶
 - Collect at least one more lead sample at a sample site where the school has completed some corrective action following an initial lead sample result over 15 ppb;¹⁷
- k. Ensure that the water system receives the results of repeat lead samples from the laboratory in no more than 10 business days;¹⁸
 - l. Discuss the lead sample results with the school prior to releasing the sample results to the public, and within 10 days of receiving the results from the laboratory;¹⁹
 - m. Communicate with the school after lead sampling and assist the school with the interpretation of laboratory results and provide information regarding potential corrective actions if the results confirm lead levels above 15 ppb.²⁰ **The water system is not responsible for the costs of any corrective action or maintenance;**²¹
 - n. Keep records of all requests for lead related assistance and provide the records to DDW, upon request;²²
 - o. Include in the annual Consumer Confidence Report a statement summarizing the number of schools requesting lead sampling.²³

Beginning January 1, 2018, any lead testing conducted by the claimant on those public schools constructed or modernized before January 1, 2010, that

¹⁶ Exhibit A, Test Claim Decision, page 77, citing to Test Claim, page 106 (test claim order).

¹⁷ Exhibit A, Test Claim Decision, page 77, citing to Test Claim, page 107 (test claim order).

¹⁸ Exhibit A, Test Claim Decision, page 77, citing to Test Claim, page 107 (test claim order).

¹⁹ Exhibit A, Test Claim Decision, page 77, citing to Test Claim, page 107 (test claim order).

²⁰ Exhibit A, Test Claim Decision, page 77, citing to Test Claim, page 108 (test claim order).

²¹ Exhibit A, Test Claim Decision, page 77, citing to Test Claim, page 108 (test claim order).

²² Exhibit A, Test Claim Decision, page 77, citing to Test Claim, page 108 (test claim order).

²³ Exhibit A, Test Claim Decision, page 77, citing to Test Claim, page 108 (test claim order).

did not request testing before January 1, 2018, is not required by the test claim order and is not reimbursable.

Offsetting Revenues and Reimbursements

The Decision and Parameters and Guidelines specify any offsetting revenue the claimant experiences in the same program as a result of the same statutes or executive orders found to contain the mandate shall be deducted from the costs claimed. In addition, reimbursement for this mandate from any source, including but not limited to, state and federal funds (including, but not limited to grant funds), any service charge, fee, or assessment authority to offset all or part of the costs of this program, and any other funds that are not the claimant’s proceeds of taxes shall be identified and deducted from any claim submitted for reimbursement.²⁴

As no reimbursement claims were filed, no offsetting revenue was identified.

Statewide Cost Estimate

As no reimbursement claims were filed, staff relied on the claimant’s actual and projected costs included in the Test Claim and the listed assumptions to develop this Statewide Cost Estimate.

Table 1. Reimbursement Period Cost Estimate

<p>1. Submit to the State Water Board’s Division of Drinking Water a comprehensive list of the names and addresses of all K-12 schools served water through a utility meter [by the claimant] by July 1, 2017</p>	<p>[\$0] - [\$6,707]</p>
<p>2. If an authorized school representative of a private K-12 school or a public K-12 school in the claimant’s service area requests lead sampling assistance in writing by November 1, 2019:</p> <ul style="list-style-type: none"> a. Respond in writing within 60 days and schedule a meeting with school officials to develop a sampling plan; b. Finalize a sampling plan and complete initial sampling within 90 days [or an alternative time schedule approved by DDW]; c. Collect one to five samples at each school, from regularly used drinking fountains, cafeteria or food preparation areas, or reusable bottle filling stations, selected according to the sampling plan, and using the sampling guidance provided in Appendix A; d. Collect lead samples during the school year, on a Tuesday, Wednesday, Thursday, or Friday on a 	<p>[\$0] - [\$315,683]</p>

²⁴ Exhibit B, Decision and Parameters and Guidelines, page 18.

<p>day that school is in session and has been in session for at least one day prior to the day of sampling;</p> <ul style="list-style-type: none"> e. Ensure samples are collected by an adequately trained water system representative; f. Submit the samples to an ELAP certified laboratory for analysis; g. Require the laboratory to submit the data electronically to DDW; h. Provide a copy of the results to the school representative; i. Within two business days of a result that shows an exceedance of 15 ppb, notify the school of the sample result; j. If an initial sample shows an exceedance of 15 ppb: <ul style="list-style-type: none"> a. Collect an additional sample within 10 days if the sample site remains in service; b. Collect a third sample within 10 business days after notification that a resample result is less than or equal to 15 ppb; c. Collect at least one more lead sample at a sample site where the school has completed some corrective action following an initial lead sample result over 15 ppb; k. Ensure that the water system receives the results of repeat lead samples from the laboratory in no more than 10 business days; l. Discuss the lead sample results with the school prior to releasing the sample results to the public, and within 10 days of receiving the results from the laboratory; m. Communicate with the school after lead sampling and assist the school with the interpretation of laboratory results and provide information regarding potential corrective actions if the results confirm lead levels above 15 ppb. <i>The water</i> 	
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<p><i>system is not responsible for the costs of any corrective action or maintenance;</i></p> <p>n. Keep records of all requests for lead related assistance and provide the records to DDW, upon request;</p> <p>o. Include in the annual Consumer Confidence Report a statement summarizing the number of schools requesting lead sampling.</p>	
Indirect Costs identified	\$0
Offsetting Revenues or Other Reimbursements	(\$0)
10 Percent Late Filing Penalty	(\$32,239)
Total Costs	\$0 - \$290,151

Assumptions

1. As noted above, the reimbursement period is January 18, 2017 and is assumed to end by November 1, 2019. January 18, 2017 is the effective date of the permit amendment and November 1, 2019 was the last day for schools to request testing under the test claim permit. Beginning January 1, 2018, any lead testing conducted by the claimant on those public schools constructed or modernized before January 1, 2010, that did not request testing before January 1, 2018, is required by Health and Safety Code section 116227, and not by the test claim order. Health and Safety Code section 116227 required testing of those older schools regardless of whether a school requested the testing. Therefore, it can reasonably be assumed that the reimbursement period for most of the activities will be within the first year of the permit term (second half of FY 2016-17 and first half of FY 2017-2018). Furthermore, declarations in support of the test claim state that of the more than 400 schools served by the City's public water system, 255 had requested lead sampling by January 1, 2018.
2. The claimant stated in its Test Claim that it incurred \$381,960 in actual costs and projected another \$63,915 in estimated costs for a total of \$445,875 for the initial reimbursement period. However, \$115,725 is for preliminary "program planning" activities that do not fall within the plain language of the approved activities. Additionally, \$7,760 is for costs incurred to perform an activity that the Commission determined was not reimbursable (it was required by preexisting law). Therefore, the claimant's costs for this program are projected to be \$322,390.²⁵
3. Costs could be lower than the high-end estimate because beginning January 1, 2018, any lead testing conducted by the claimant on those public schools constructed or modernized before January 1, 2010, that did not request testing before January 1, 2018, is not required by the test claim order and is not reimbursable.

²⁵ Exhibit C, Test Claim, pages 22-51 (test claim narrative).

4. Indirect costs cannot be projected and are, therefore, presumed to be \$0.
5. If claims are filed, the amount claimed for the period of reimbursement may be higher or lower than initial projections in the Test Claim.
6. If claims are filed, costs may be lower if the Controller audits the claims and determines that other offsetting revenues (i.e., funds that are not the claimant's proceeds of taxes) were used by the claimant to pay for the reimbursement activities.
7. If claims are filed, actual costs may be lower if the Controller reduces any claim for this program following an audit deeming the claim to be excessive, unreasonable, or not eligible for reimbursement.

Methodology

Because no claims were filed, and may never be filed, the low-end statewide cost estimate is \$0. As explained below, the high-end statewide cost estimate represents the costs estimated from the Test Claim.²⁶ At this time, any claims filed would be late claims and have a 10% reduction imposed.

Activity 1. consists of the one-time cost of submitting to the State Water Board's Division of Drinking Water a comprehensive list of the names and addresses of all K-12 schools served water through a utility meter, by the claimant, by July 1, 2017. The projected cost is \$6,707.

Activity 2. consists of a series of activities to respond if an authorized school representative of a private K-12 school or a public K-12 school in the claimant's service area requests lead sampling assistance in writing by November 1, 2019. The projected cost is \$315,683.

Indirect Costs: The statewide cost estimate is \$0 because no claims were filed.

Offsetting Revenues: The statewide cost estimate is \$0 because no claims were filed.

Late Filing Penalties: Any claim filed by the claimant will be late and a late filing penalty will be assessed.

Projected Costs [\$322,390] x (10% late filing penalty) = Estimated Late Filing Penalties [\$32,239].

Draft Proposed Statewide Cost Estimate

On February 25, 2026, Commission staff issued the Draft Proposed Statewide Cost Estimate.²⁷ No comments were filed on the Draft Proposed Statewide Cost Estimate.

Conclusion

Staff recommends that the Commission adopt this Statewide Cost Estimate of \$0 – \$290,151 for the Initial Claim Period that began on January 18, 2017.

²⁶ Exhibit C, Test Claim, pages 22-51 (test claim narrative).

²⁷ Exhibit D, Draft Proposed Statewide Cost Estimate.

DECLARATION OF SERVICE BY EMAIL

I, the undersigned, declare as follows:

I am a resident of the County of Sacramento and I am over the age of 18 years, and not a party to the within action. My place of employment is 980 Ninth Street, Suite 300, Sacramento, California 95814.

On June 17, 2026, I served the:

- **Current Mailing List dated June 15, 2026**
- **Statewide Cost Estimate adopted June 12, 2026**

Lead Sampling in Schools: Public Water System No. 3710020, 17-TC-03-R2
On Remand from City of San Diego v. Commission on State Mandates,
Sacramento County Superior Court, Case No. 24WM000056; Permit
Amendment No. 2017PA-SCHOOLS, City of San Diego Public Water System
No. 3710020, effective January 18, 2017

by making it available on the Commission's website and providing notice of how to locate it to the email addresses provided on the attached mailing list.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct, and that this declaration was executed on June 17, 2026 at Sacramento, California.



Jill Magee
Commission on State Mandates
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COMMISSION ON STATE MANDATES

Mailing List

Last Updated: 6/15/26

Claim Number: 17-TC-03-R2

Matter: Lead Sampling in Schools: Public Water System No. 3710020

Claimant: City of San Diego

TO ALL PARTIES, INTERESTED PARTIES, AND INTERESTED PERSONS:

Each commission mailing list is continuously updated as requests are received to include or remove any party or person on the mailing list. A current mailing list is provided with commission correspondence, and a copy of the current mailing list is available upon request at any time. Except as provided otherwise by commission rule, when a party or interested party files any written material with the commission concerning a claim, it shall simultaneously serve a copy of the written material on the parties and interested parties to the claim identified on the mailing list provided by the commission. (Cal. Code Regs., tit. 2, § 1181.3.)

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