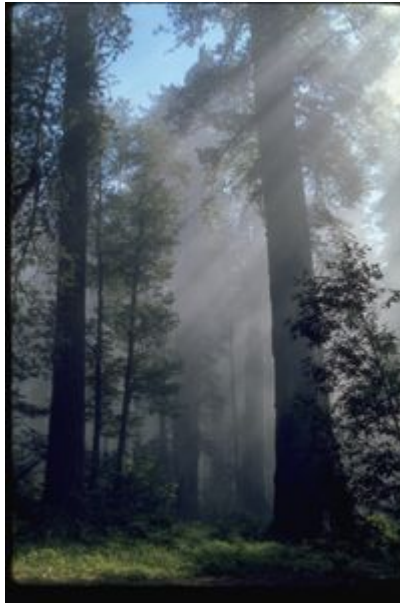


***Fieldbrook Glendale Community  
Services District***

**Municipal Service Review**



*September 2008*

Prepared by:



**HUMBOLDT**  
*Local Agency Formation Commission*

For the District Sphere of Influence Report

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# **LOCAL AGENCY FORMATION COMMISSION AUTHORITY**

## **Latent Powers, Enabling Legislation and Empowered Services**

The fundamental role of the Local Agency Formation Commission (LAFCo) is to implement the Cortese-Knox-Hertzberg Act (The Act) consistent with local conditions and circumstances. The Act guides LAFCo's decisions. The major goals of LAFCo as established by The Act are to:

- Encourage orderly growth and development;
- Promote orderly development;
- Discourage urban sprawl;
- Preserve open-space and prime agricultural lands by guiding minimizing resource loss;
- Exercise its authority to ensure that affected populations receive efficient services;
- Promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide services;
- Make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies to provide for present and future needs;
- Establish priorities by assessing and balancing community service needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions and financial resources;
- Determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary,

As set fourth in § 56425 (g) of The Act, on or before January 1, 2008, and every five years thereafter, Humboldt LAFCo shall review and update each Sphere of Influence (SOI).

Additionally, an MSR shall be conducted with, or in conjunction with the action to establish or to update a SOI pursuant to The Act. Together, the SOI and MSR documents analyze the District's ability to serve existing and future residents.

In order to prepare and to update Spheres of Influence in accordance with § 56425, Humboldt LAFCo shall conduct a service review of the municipal services provided in the Fieldbrook Glendale Community Services District (CSD). The commission shall include in the designated for service review area any other geographic area as is appropriate for an analysis of the services to be reviewed, and shall prepare a written statement of determinations with respect to the following:

- (1) Growth and population projections for the affected area;
- (2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies;
- (3) Financing ability of agencies to provide services;
- (4) Status of and, opportunities for, shared facilities;
- (5) Accountability for community service needs, including governmental structure and operational efficiencies;
- (6) Any other matter related to effective or efficient service delivery, as required by commission policy.



## **AGENCY PROFILE**

### **Formation**

The Fieldbrook Community Services District (District) was formed in 1973 pursuant to the provisions of Title 6, Division 2 of the Government Code. Figure 1 (on the previous page) illustrates the districts boundary, as well as a portion of the adjacent McKinleyville Community Service District Boundary. The District consists of approximately 6,930 acres or 10.8 square miles. The District is located north of the Mad River, east of the community of McKinleyville and west of the City of Blue Lake.

The District provides water wastewater, and fire protection services to the Fieldbrook and Glendale areas. The District is governed by a five member Board of Directors that are elected by the Districts residents. The district also employs a General Manager who oversees day-to-day operations, and a part-time sewer technician.

## **GROWTH AND POPULATION**

### **Demographics**

The District serves approximately, 1,670 of the estimated 132,821 Humboldt County residents (2008 Department of Finance)

### **County General Plan Growth Projections**

As part of the Humboldt County General Plan Update, the County defined Urban Study Areas (USA) and Water Study Areas (WSA) in order to: develop land use planning scenarios; work with service providers to assess their infrastructure capabilities and constraints; and to develop plans for the location, timing and financing of new infrastructure and services. The Fieldbrook WSA as defined in the Humboldt County General Plan Update is used in this Municipal Service Review to provide demographic information only.

The Fieldbrook WSA encompasses the community of Fieldbrook, and is part of a larger planning area that encompasses both the Fieldbrook and Glendale community sub-areas. The Fieldbrook WSA has 6,879 total acres, of which 5,138 acres are underdeveloped and/or vacant parcels. Of this total acreage, 3,755 acres within the Fieldbrook WSA are developable (Humboldt County General Plan Update. Community Infrastructure and Services Technical Report, Preliminary Draft, October 2007). With respect to development potential, the Fieldbrook WSA contains mostly underdeveloped parcels with some vacant parcels that could see further residential development.

In 2005 the County estimated that there were 553 housing units within the Fieldbrook WSA. Based on the County's housing growth projections (i.e., 0.5% and 2.5%), the Fieldbrook WSA could contain between 611 and 906 total housing units by 2025. The high build-out estimate for total development potential within the Fieldbrook WSA, which takes into consideration physical and zoning constraints, is 1,128 housing units, for a total of 575 new housing units.

## SERVICES

The Fieldbrook Glendale CSD currently provides water, wastewater conveyance, and fire protection services to District residents.

## WATER

### Water System Description:

The District has approximately 528 existing water connections. The District purchases treated water from Humboldt Bay Municipal Water District (HBMWD) for delivery to its customers. According to 2005/2006 HBMWD records, the District's average daily use was 166,000 gallons per day (gpd) and peak daily use was 389,000 gpd. The District retailed approximately 64 million gallons of drinking water in fiscal year 2005/2006. Availability of connections within the District water system is not limited by source, but by the District's contract with the HBMWD (430,000 MGD); the HBMWD has sufficient water supply to meet the District demands. HBMWD also provides operation, maintenance and administrative support to the District.

The District's water system begins at a HBMWD water connection just north of the intersection of Fieldbrook Road and Glendale Drive. The system contains more than 10 miles of water mains, two booster pump stations, and two water tanks (a 400,000 gallon redwood water tank and a 20,000 gallon concrete water tank). The redwood water tank was constructed in 1972 and was upgraded in 2005 with the installation of a liner. Water quality meets or exceeds the State standards, however localized pressure problems are experienced by some District residents.

There are also a number of residences (estimated at 200 to 250) that have individual water sources. These include wells, springs and diversions from streams adjoining the properties being served. The residences using these individual sources are generally located on larger hillside parcels within the District. They rely on private water sources due to the distance to the District's existing water mains. Water quality varies greatly from location to location. However, in general, many of these systems can be high in iron and manganese and can have inadequate supply during the fall season. These sources are not regulated by any governmental agency.

### Water System Condition Assessment:

The District is currently using approximately about 90 percent of its contracted water allotment from HBMWD during peak demand. The district will need to negotiate an increased allotment from the HBMWD to accommodate the development projected for the area.

Emergency backup power is needed at the Lyman Road Pump Station and a new roof is needed on the redwood tank. Water service within the District is generally very good with the exception of some localized, low pressure areas where a new booster pump is needed. Additionally, the construction of a third reservoir will be needed.

The District is aware of the water system constraints and their long range plans for service improvements include:

- Construction of a new booster pump station at Korbel to improve water pressure within the service area. This will also improve water pressure for HBMWD's customers along Warren Creek and West End Roads, and will allow the existing City of Blue Lake water booster pump station to deliver more water;
- Installation of a standby emergency generator at the Lyman Road Pump Station; and
- Construction of an additional reservoir to provide increased storage capacity.

With respects to the residences within the District that rely on private water sources, connection to the Districts water system is dependent on the ability of the home owners to absorb to the infrastructure costs.

## **SEWER**

Within the District, Fieldbrook residents utilize septic systems and Glendale residents utilize a wastewater collection system.

### Wastewater System Description:

Wastewater disposal in the Fieldbrook area is accommodated by individual septic tank and leachfield systems. This seems to meet the needs of the Fieldbrook area at this time. However, in general the soils there have poor leaching characteristics and most of these systems were constructed many years ago and may not meet current regulations. Currently, these individual sewage disposal systems are regulated by the County Environmental Health Department.

The District has approximately 165 wastewater connections in the Glendale area. The wastewater collection and conveyance system is owned and operated by the District, who contracts with the City of Arcata for treatment and disposal. The District's collection system was installed in 1990 and includes two pump stations. Wastewater is pumped through a force main to a connection point with the City of Arcata's collection system near Giuntoli Lane. Wastewater is then treated and disposed of by the City of Arcata.

Wastewater flows currently range between 37,000 gpd during dry weather and 75,000 gpd during wet weather. The District's existing contract with the City of Arcata allows for up to 71,200 gpd average dry weather flow, and therefore the system has capacity for approximately 80 to 100 more connections. Alternative treatment and disposal solutions, or an increased treatment allotment from the City of Arcata, would be needed to accommodate any development in excess of 80 to 100 additional connections.

### Wastewater System Condition Assessment:

No deficiencies exist with the District's existing wastewater collection and conveyance system. The District has two pump stations, and one mobile generator that is currently transferred between the two stations during power outages. Over the long term it would be beneficial to install a generator at the smaller of the two pump stations.

The availability of wastewater connections within the District's is limited by their contract with the City of Arcata. The City has indicated it is not interested in increasing the number of connections contractually agreed upon, and has recommended the District consider other alternatives. The District has approached the City of Blue Lake about wastewater collection and treatment, and will also participate in other studies to evaluate alternatives and costs for potential interconnection. The District will need to acquire additional capacity to treat wastewater in order to accommodate the growth projected for the area.

## **Fire Protection**

Fire protection services in the District are provided by the Fieldbrook Volunteer Fire Department, and the Arcata and Blue Lake Fire Protection Districts. The District owns a fire house, five trucks, and communications equipment, which are used by the Fieldbrook Volunteer Fire Department for fire suppression services. The Fieldbrook Volunteer Fire Department is staff by 22 volunteers.

## **OTHER SERVICE PROVIDERS**

The Humboldt County Sheriff's Northern Substation in McKinleyville provides law enforcement services to the District's residents. The Northern Substation includes one Lieutenant, one Sergeant, eight Deputies, and one legal office assistant.

## **FINANCING CONSTRAINTS AND OPPORTUNITIES**

According to District records, the annual water system budget is approximately \$318,478. The majority of this budget amount comes from service charges, but funding also comes from interest revenue, connection fees, and other smaller sources. The District does not currently have a Capital Improvement Plan (CIP), and it is projected that they will have \$549,358 in water reserves for the 2008/2009 fiscal year. Although the District does not have a formal CIP, they do allocate an annual expense item in their budget to cover costs associated with water infrastructure upgrades.

According to District records, the annual wastewater system budget is approximately \$165,156. This budget comes from service charges, but funding also comes from interest revenue, connection fees, and other smaller sources. The District projects that they will have \$130,167 in wastewater reserves for the 2008/2009 fiscal year. Although the District does not have a formal CIP, they do allocate an annual expense item in their budget to cover costs associated with wastewater infrastructure upgrades.

According to the Districts records, the Fieldbrook Volunteer Fire Department income for the 2008/2009 Fiscal Year is projected to be \$65,969. The majority of the income is from taxes.

### Fieldbrook CSD Service Rates

WATER	
<b>Base Water Rates</b>	
<i>Meter Size</i>	<i>Rate</i>
5/8"	\$27.94
1"	\$33.46
1-1/2"	\$51.84
2"	\$70.22
Connection Fee	\$5,309.00
<b>Water Usage Rates</b>	
<i>Usage (Cubic Feet)</i>	<i>Rate</i>
100 CF above minimum	\$1.53
<b>Mather Creek Estates - Special Benefit Assessment</b>	
<i>Assessment</i>	<i>Rate</i>
Assessment	\$69.58
WASTEWATER	
<b>Usage Rates Wastewater</b>	
Monthly Wastewater Charges (Residential)	\$57.79
Commercial / Industrial (Base Rate)	\$57.79
100 CF above minimum Connection Fees	\$5,309.00
Permit for Sewer	\$100

## LOCAL ACCOUNTABILITY

### Contact Information

Fieldbrook Community Services District	
<b>Contact:</b>	<b>James Crowell, President - Board of Directors</b>
<b>Mailing Address:</b>	<b>4584 Fieldbrook Road, McKinleyville, CA 95519</b>
<b>Phone Number:</b>	<b>(707) 839-0931 or 839-0958</b>
<b>Types of Services:</b>	<b>Water, wastewater, fire protection</b>
<b>Population Served:</b>	<b>1670 people</b>
<b>Size of Service Area (Acres):</b>	<b>6930 acres</b>
<b>Date of Formation:</b>	<b>1973</b>
Staff and Facilities	
<b>Number of Paid Staff</b>	<b>2 part-time</b>

The District's Board of Directors meet on the fourth Tuesday of every month at the District office. Meeting agendas are posted at the District office prior to the monthly meeting. Special Board of Director's meetings (i.e., meetings held in addition to the regularly scheduled monthly meeting) are noticed in the local newspaper.

## **MUNICIPAL SERVICE REVIEW DETERMINATIONS**

### **Written Determinations**

56430. (a) In order to prepare and to update SOI in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for service review the county, the region, the subregion, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

#### **(1) Growth and population projections for the affected area.**

The District currently serves a population of approximately 1,670 persons and has 528 water service connection and 165 wastewater service connections. The District is currently using approximately 90 percent of its contracted water allotment from the HBMWD during peak demand flows. According to the County General Plan Update, the District is expected to receive up to 575 new housing units. The District will need to negotiate increased water allotment with the HBMWD to accommodate this projected growth.

There is significant potential for growth in the District area, on the order of 575 new dwelling units. The District has approximately 165 wastewater connections in the Glendale areas, and has the capacity for approximately 80 to 100 more connections. The District will need to expand its water system infrastructure to serve projected growth. The District's existing wastewater contract with the City of Arcata would need to be amended to allow for these additional units, or an alternative solution would need to be developed.

#### **(2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.**

The District's water system is in good overall condition. The only major deficiency associated with the existing system is low water pressure in some localized areas. In addition, a stand by generator is needed at the main (Lyman Rd) booster pump station and a new roof is needed on the redwood tank.

No deficiencies exist with the District's existing wastewater collection and conveyance system. The system has capacity for approximately 80 to 100 more connections. Availability of connections within the District's wastewater system is limited by contractual amount with the City of Arcata. Alternative solutions to treatment and disposal must be found to accommodate future development.

The District has two pump stations and only one (mobile) stand by generator that currently is transferred between the two stations during a power outage. Over the long term it would be beneficial to install a second stand by generator at the smaller of the two pump stations.

The District has long range plans to construct a new booster pump at Korbel, to install a standby emergency generator at the Lyman Road Pump Station, and to construct an additional reservoir to provide increased storage. However, the District does not have a Capital Improvement Program (CIP) that identifies how the infrastructure changes would be funded. A CIP is needed to help program and indentify funding for infrastructure improvements.

### **(3) Financial ability of agencies to provide services.**

The majority of the District's income comes from service charges, but funding also comes from property taxes, interest revenue, connection fees, and other smaller sources. These should be periodically reviewed and adjusted as necessary. The District has not developed a CIP to date for its water or wastewater system. The district should review service connection fees at least every two years and make adjustments as necessary.

### **(4) Status of, and opportunities for, shared facilities.**

The District purchases treated water from Humboldt Bay Municipal Water District (HBMWD) for delivery to its customers. HBMWD also provides operation, maintenance and administrative support to the District.

The City of Arcata has indicated it is not interested at this time to increase the District's contract amount for wastewater treatment and disposal, and has recommended the District consider other alternatives. The District has approached the City of Blue Lake and will participate in other studies to evaluate alternatives and costs for potential interconnection. Preparing a study to determine costs for connecting to the Blue Lake system would help determine connection costs and service fees to future customers.

### **(5) Accountability for community service needs, including governmental structure and operational efficiencies.**

A five-member Board of Directors oversees the business of the District. The Board members are elected by District residents and hold a four year term of office. A General Manager oversees the day-to-day operations of the District. The current government structure is operating efficiently.

### **(6) Any other matter related to effective or efficient service delivery, as required by commission policy.**

The District is located between the Cities of Arcata and Blue Lake, both of which have wastewater treatment capacity issues. The District should continue to monitor the cities wastewater activities, particularly with respect to capacity upgrades, and the potential for efficient service delivery to accommodate projected growth in the Fieldbrook Glendale area.

The District has submitted a Fieldbrook Glendale Community Plan to the county as part of the Humboldt County General Plan Update. The District's boundaries illustrated in the plan, do not reflect the boundaries that are currently recognized by Humboldt LAFCo. A formal petition will need to be submitted to Humboldt County LAFCo for District boundary expansion.

The District's response to review of the draft MSR is to state that the District believes that its boundaries should be modified to be watershed based, as discussed in the community plan.

## **SOURCES**

Humboldt County General Plan Update. Community Infrastructure and Services Technical Report, Preliminary Draft, October 2007. <http://co.humboldt.ca.us/planning/gp/gpdemo/GPU-TOC-Demo3.htm#ch7>

Humboldt County General Plan, Volume II: Communities, Fieldbrook Glendale Community Plan, May 2006. <https://co.humboldt.ca.us/planning/Fieldbrook/Fieldbrook-Glendale%20Community%20Plan%20Draft%200508.pdf>