

Redway Community Services District

Municipal Service Review



July 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,

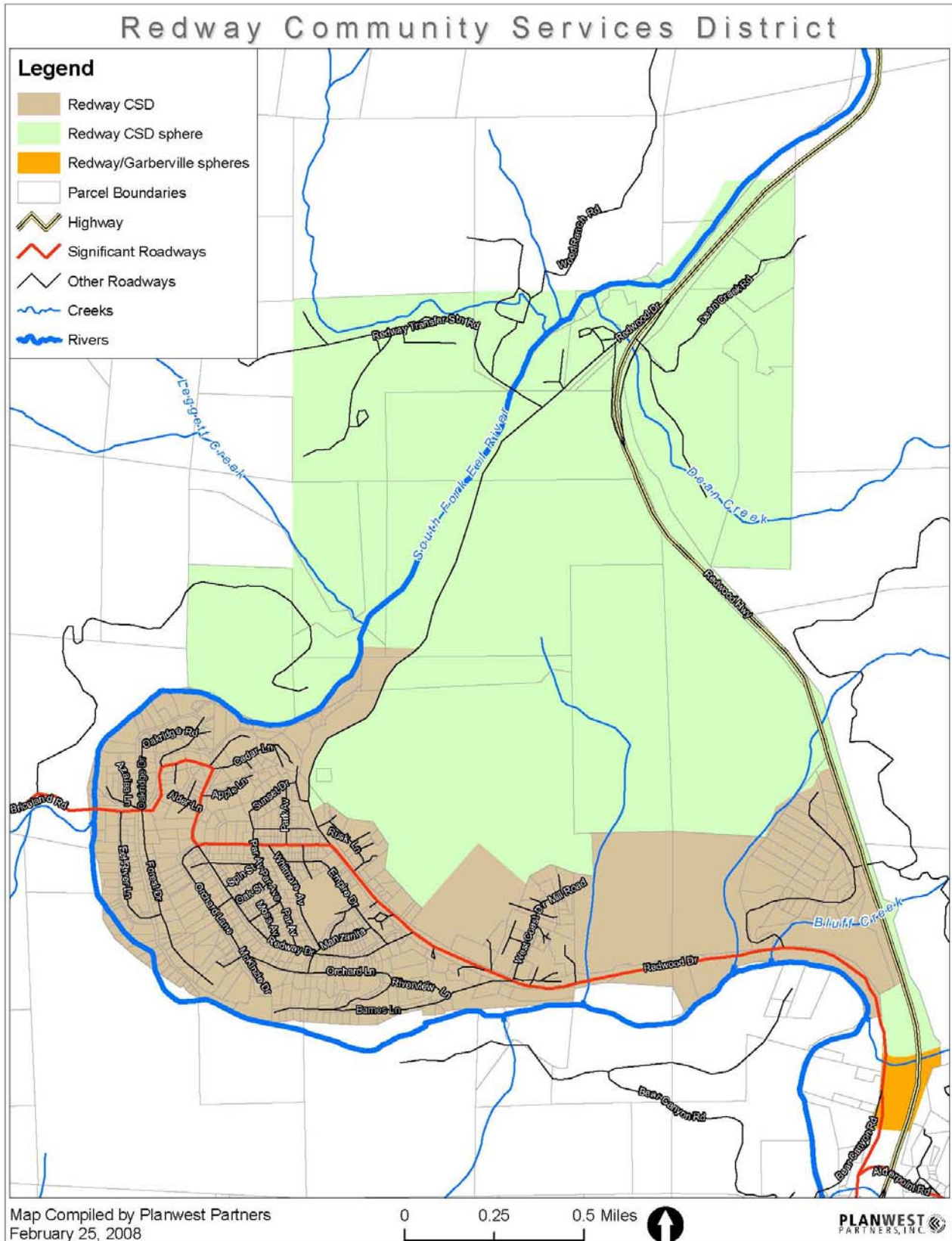
As set fourth in § 56425 (g) of The Act, on or before January 1, 2008, and every five years thereafter, Humboldt LAFCo shall review and update each Sphere of Influence (SOI).

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 Redway Community Services District (District). 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.

Figure 1. Redway CSD Map - District Boundary and Sphere of Influence



AGENCY PROFILE

Formation

The Redway Community Services District (District) was formed in 1965 as an independent special District, pursuant to the provisions of Title 6, Division 2 of the Government Code. 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. The District employs a General Manager who is responsible for administering and implementing policies set by the Board.

The District was formed for the purpose of providing water, sewer, fire protection, collection of garbage, and street lighting service. In 1977 the Redway Sanitary District was dissolved and combined with the Redway Community Services District. The District currently provides only water and wastewater services to the community of Redway due to the apparent lack of need for street lighting or garbage services from the District. The Redway Fire Protection District provides fire protection services to the community of Redway.

Figure 1 (above) shows the District boundary and sphere of influence (SOI), as well as infrastructure and other service providers that are near the District. The District consists of approximately 768 acres and the District SOI consists of approximately 1,543 acres. The District is located along a large bend of the South Fork Eel River just north of Garberville in Southern Humboldt County.

GROWTH AND POPULATION

Demographics

According to the most recent Census, the total population in Humboldt County was 126,518. The Building Communities Report for the Humboldt County General Plan Update includes a complete discussion of County Population Trends.

As part of the Humboldt County General Plan Update, the County has defined Urban Study Areas (USA) within districts in order to develop land use planning scenarios and to focus the analysis for timing and location of new facilities. Identification of these proposed areas will allow the County to work with the affected service providers to assess infrastructure capabilities and constraints, and to develop plans for the timing and financing of services. The Redway USA is used in this report to provide demographic information only.

Redway's commercial downtown area and surrounding residential areas comprise the proposed Redway USA. The Redway USA would receive water and wastewater services from the District. The Redway USA is entirely located within District boundaries and the District SOI. Proponents of new development within the SOI would need to seek LAFCo approval to annex to the District.

The Redway USA has 1,288 total acres, of which 850 acres are underdeveloped and/or vacant parcels. Of this total acreage, 469 acres are developable. The area's land use guidelines and development potential are covered in the Garberville, Redway, Benbow, and Alderpoint Community Plan, which was last updated on November 30, 2004.

The County estimates there were 688 housing units within Redway in 2005. Based on the County's housing growth projections of between 0.5% and 2.5%, Redway could have between 760 and 1,127 total housing units by 2025. According to Table 1-6 in the 2007 Humboldt County Community Infrastructure & Services Technical Report, the high build-out estimate for total development potential within Redway, which takes into consideration physical and zoning constraints, is 1,277.

SERVICES

Presently, the District maintains and operates a water and wastewater system. These facilities provide water service to approximately 100% of the households and businesses in the District, and approximately 93% of the households and businesses with wastewater treatment.

Water

The District's water system is a public water system, and as such must be operated to meet State of California requirements. The water system has two water sources, a conventional filter water treatment plant, two storage facilities, two pressure reduction vaults, and one booster pump station, as well as the transmission and distribution lines (many of which were installed prior to 1950).

Water Source. The sources of water consist of an infiltration gallery located on the banks of the South Fork of the Eel River and an unnamed spring. The gallery has a reported capacity of 550 gallons per minute (gpm), or 792,000 gallons per day (gpd). The maximum production for the spring is historically around 46,000 gpd. Total source capacity is estimated at 838,000 gpd. However, the water treatment plant design capacity is limited to 770,000 gpd.

Storage and Distribution. The total capacity of the two storage tanks is approximately 375,000 gallons. The District has a 275,000 gallon welded steel tank and a 100,000 gallon tank at a higher elevation that provides storage for the Meadows Industrial Park. The District maintains approximately 25 miles of distribution piping ranging in size from 1 ½ inches to 10 inches and consisting of iron, cement, and plastic pipe. Approximately 0.5 miles of distribution system piping is undersized for adequate fire flows and/or in need of replacement.

Water Demand. The District has approximately 600 existing service connections and does not retail water to any other Districts. According to the District, they produce approximately 60 million gallons of drinking water per year. Average daily use was approximately 175,000 gpd, and peak daily use was approximately 419,000 gpd in 2006. Peak daily use was reported in a storage analysis performed by Spencer Engineering for the District as 475,000 gpd.

Budget. According to District records, the water system is operated on an annual budget of approximately \$260,000. The majority of this income is from service charges, but funding also comes from property taxes, interest revenue, connection fees, and other smaller sources. Replacement or depreciation funds are not accumulated through revenues. The District's latest Capital Improvement Plan was developed in 2006, and they currently have \$171,500 in reserves.

Planned Improvements. The District is in the process of developing a five to twenty year plan that will address current infrastructure deficiencies as well as a proposal to upgrade the water transmission and distribution lines. The District does not have any other major plans for new infrastructure at this point. Its efforts are focused on replacing antiquated sections of the current water system as time, funding, and conditions permit. The District has not developed a Capital Improvement Plan to date that covers costs and schedules for improvements to its water system. The Humboldt County Community Infrastructure & Services Technical Report prepared in 2007 for the General Plan Update recommended that a water master plan, including a computerized hydraulic model of the system, be completed to more accurately develop and prioritize necessary improvements.

Wastewater System

The District's wastewater system is a public system, including publicly owned treatment works, and as such must be operated to meet the requirements of the Federal Clean Water Act and California Water Code. The District's current waste discharge requirements are contained in Regional Water Quality Control Board (RWQCB) Order No. R1-2006-0022 and National Pollutant Discharge Elimination System (NPDES) Permit No. CA00229781.

Wastewater Collection, Treatment, and Disposal. The District's collection system incorporates both gravity mains and five lift stations, and one aerial crossing to connect the Eel River Conservation Camp to the Redway wastewater treatment plant (WWTP). The WWTP includes a 300,000 gallon oxidation ditch, clarification, and a chlorination/dechlorination system. Effluent is primarily discharged to upland percolation ponds located on land owned by the District, but flows to these ponds are limited by transmission capacity. Therefore, when wintertime flows exceed 350,000 gpd, effluent flows are diverted to the Eel River for disposal. Dried sludge is buried on District-owned land near the plant.

WWTP Demand. There are approximately 545 residential connections to the WWTP, with a total population of 1,230 persons (Redway Wastewater Treatment Facility Capacity Analysis, Water Works Engineers, 2007). There are approximately 15 commercial establishments connected to the WWTP. The wastewater systems average flow ranges between 140,000 gpd during dry weather and 430,000 gpd during wet weather. The facility has a permitted dry weather design flow of 186,000 gpd and a peak wet weather design flow of 615,000 gpd. Therefore the facility is currently operating at approximately 75% capacity with respect to both dry weather and wet weather capacities.

The District's wastewater system was under an administrative civil liability (ACL) order for effluent limit violations. In June 2008, a compliance project was completed and accepted that involved converting a clarifier to a sludge thickener to improve suspended solids removal and general performance at the plant.

Budget. According to District records, they operate their wastewater system on an annual budget of approximately \$286,000. The majority of this income is from service charges, but funding also comes from property taxes, interest revenue, connection fees, and other smaller sources.

Replacement or depreciation funds are not accumulated through revenues. The District's latest Capital Improvement Plan was developed in 2006, and they currently have \$281,500 in reserves.

Other Services for which the District is Empowered

Upon its formation in 1965, the District was empowered to provide water and wastewater treatment, fire protection, street lighting, and garbage collection. The District currently provides only water and wastewater services to the community of Redway due to the apparent lack of need for street lighting or garbage services from the District. Redway at present has an active and viable Volunteer Fire District.

OTHER SERVICE PROVIDERS

Parks and Recreational Facilities

One elementary school yard is located in Redway that including a baseball field and a soccer field. Redway Elementary School is part of the Southern Humboldt Unified School District. The Elementary School occupies 12.62 acres, and serves approximately 300 households.

Demand on public parks will increase with build-out of the Redway planning area. At a full projected build-out to a population of 1,277, Redway Elementary School would only be able to provide a sufficient level of service for portions of Redway. With LAFCo approval, the District could provide park and recreation services.

Fire Protection Services

Redway FPD:

The Redway Fire Protection District (FPD) is responsible for providing fire protection services, through the Redway Volunteer Fire Department (VFD), to the community of Redway. The Redway FPD does not extend beyond the developed Redway community. The Redway FPD has a district boundary of 1.1 square miles and total response area of 3.3 square miles. The District, which receives approximately 80 calls per year, has one fire station, three engines and 24 volunteer personnel.

Garberville FPD:

The Garberville FPD is responsible for providing fire protection services, through the Garberville VFD, to the town of Garberville and the old Wallen Ranch area. Garberville is the most southerly town in Humboldt County and is located on a bluff above the South Fork of the Eel River. The Garberville FPD has a boundary of 1.1 square miles, but has a total response area of 35.9 square miles. There are no paid personnel, and there are 17 volunteers.

Other Local Service Providers

Garberville SD:

The Garberville Sanitary District operates and maintains sanitary and storm sewer systems and sewage disposal and treatment facilities for the community of Garberville. The Garberville Sanitary District is a political division of the state of California that was formed in 1932.

Garberville Water Company:

The Garberville Water Company is a private water service provider serving the community of Garberville.

LOCAL ACCOUNTABILITY

Contact Information

Redway Community Services District	
Contact:	Ms. Troy Harrington-Dean or Kenneth Dean
Mailing Address:	P.O. Box 40 Redway CA 95560
Site Address:	n/a
Phone Number:	707-923-3101
Email/ Website:	n/a
Types of Services:	Water and Wastewater Treatment
Population Served:	1,2500
Size of Service Area (Acres):	768 acres (District) 1,543 acres (SOI)
Date of Formation:	1965
Number of Paid Staff	5 full-time and 1 part-time

Board Meeting Times and Locations

Third Wednesday of each month, at 7:00 p.m.
 Healy Senior Center, 456 Briceland Road, Redway

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 all areas within its service boundaries. However, areas north and east of the present community center will provide major challenges in providing services due to topography and existing infrastructure capacity limitations. There are areas within the District proposed for subdivision; the developer would have to provide the needed additional storage capacity and infrastructure to enable the District to provide services to these additional customers. LAFCo would also need to approve an expansion of the District SOI and boundaries for this service extension to occur.

The population within the District is expected to increase due to the possible subdivision of large amounts of underdeveloped parcels within its boundaries. The County designation of the Redway USA within the District's boundary and SOI could lead to increased growth by focusing development and the provision of services in this area. The recent Redwood Village development in Redway that encompasses 24 affordable housing units demonstrates the prospect of high-density infill development in the District's boundaries.

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

Upgrades are needed to both the District's water and wastewater systems. The water system needs additional storage capacity; existing capacity of the water treatment plant is insufficient to meet current maximum day demands. In addition, many parts of the distribution system are approaching 60 years old and approximately 0.5 miles of distribution system piping is undersized for adequate fire flows and/or in need of replacement.

The District's WWTP needs improvements to the collection system which experiences significant inflow and infiltration (I/I) during winter months (approximately three to four). The district will also need to expand treatment facilities and provide additional disposal capacity in order to service future growth.

(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.

4) Status of, and opportunities for, shared facilities.

Redway and Garberville both have FPD that are responsible for providing fire protection services, through local Volunteer Fire Departments, to their associated communities. Garberville has a sanitary district that maintains sanitary, storm sewer systems, and sewage disposal and treatment facilities and has a private water service provider.

Currently, there are no opportunities for shared facilities, due to distance between the District and other existing service providers, and geographic obstacles.

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

The District is accountable to the customers receiving services from the District. The District must also comply with the Special District practices and reporting requirements as established by the State of California. The District maintains a governmental structure, in the form of an elected Board of Directors. The Board has the obligation and authority to approve budgets, apply for grant funds, and operate infrastructure necessary to deliver water and wastewater services to District customers. This structure appears to be operating efficiently, within budget constraints.

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

In conducting this service review, the commission reviewed capacity and location of the agencies that provide the identified service or services within the designated geographic area. No other service provider is available for services provided by the District, due to physical separation and geography.

The commission has conducted a service review in conjunction with the action to establish a sphere of influence in accordance with Section 56425 or Section 56426.5 or to update a sphere of influence pursuant to Section 56425.