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**MENDOCINO**    **Local Agency Formation Commission**

Ukiah Valley Conference Center    ♦    200 South School Street    ♦    Ukiah, California 95482

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**PACIFIC REEFS WATER DISTRICT**  
**SPHERE OF INFLUENCE UPDATE**

Prepared in accordance with Government Code §56425

Administrative Draft Workshop- September 14 2015

Draft Hearing- November 2, 2015

**Final Adoption- November 2, 2015**

# MENDOCINO LOCAL AGENCY FORMATION COMMISSION

## LAFCo Resolution No. 15-16-06

### A RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION OF MENDOCINO COUNTY APPROVING THE PACIFIC REEFS WATER DISTRICT SPHERE OF INFLUENCE UPDATE 2015

WHEREAS, the Mendocino Local Agency Formation Commission, hereinafter referred to as the "Commission", is authorized to establish, amend, and update spheres of influence for local governmental agencies whose jurisdictions are within Mendocino County; and

WHEREAS, the Commission conducted an update for the Pacific Reefs Water District's sphere of influence pursuant to California Government Code Section 56425; and

WHEREAS, the Executive Officer gave sufficient notice of a public hearing to be conducted by the Commission in the form and manner prescribed by law; and

WHEREAS, the Executive Officer's report and recommendations on the sphere of influence update were presented to the Commission in the manner provided by law; and

WHEREAS, the Commission heard and fully considered all the evidence presented at a public hearing held on the sphere of influence update on November 2, 2015; and

WHEREAS, the Commission considered all the factors required under California Government Code Section 56425.

NOW, THEREFORE, the Mendocino Local Agency Formation Commission does hereby RESOLVE, DETERMINE, and ORDER as follows:

1. This sphere of influence update has been appropriately informed by the Commission's earlier municipal service review on countywide water and wastewater services, for which the section on the Pacific Reefs Water District was accepted by the Commission on October 6, 2014.
2. The Commission, as Lead Agency, finds the update to the Pacific Reefs Water District's sphere of influence is exempt from further review under the California Environmental Quality Act pursuant to California Code of Regulations Section 15061(b)(3). This finding is based on the Commission determining with certainty the update will have no possibility of significantly effecting the environment given no new land use or municipal service authority is granted.
3. The Pacific Reefs Water District confirmed during the review of its sphere of influence that its services are currently limited to water. Accordingly, the Commission waives the requirement for a statement of services prescribed under Government Code Section 56425(i).
4. This sphere of influence update is assigned the following distinctive short-term designation: "Pacific Reefs Water District Sphere of Influence Update 2015"
5. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations included in the Pacific Reefs Water District Sphere of Influence Update report, hereby incorporated by reference.

6. The Executive Officer shall revise the official records of the Commission to reflect this update of the Pacific Reefs Water District's sphere of influence.

BE IT FURTHER RESOLVED that the Pacific Reefs Water District's sphere of influence is updated as depicted in Exhibit "A".

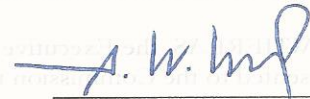
The foregoing Resolution was passed and duly adopted at a regular meeting of the Mendocino Local Agency Formation Commission held on this 2<sup>nd</sup> day of November, 2015, by the following vote:

AYES: McCowen, Hamburg, Hammerstrom, Madrigal, McNetlin, Silver, and Ward

NOES: None

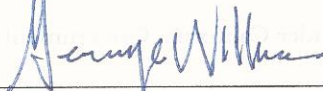
ABSTAIN: None

ABSENT: None



JERRY WARD, Chair

ATTEST:



GEORGE WILLIAMSON, Executive Officer

Resolution No. 15-16-06  
EXHIBIT A.



**Pacific Reefs Water District**

Prepared for  
Mendocino  
LAFCo by: **PLANWEST**  
PARTNERS, INC. 

Date: 11/4/2015

# Table of Contents

<b>INTRODUCTION .....</b>	<b>3</b>
OVERVIEW .....	3
REVIEW PERIOD .....	3
EVALUATION CONSIDERATIONS .....	3
General Guidelines for Determining Spheres of Influence .....	4
FIGURE 1: PACIFIC REEFS WATER DISTRICT .....	5
<b>OVERVIEW .....</b>	<b>6</b>
CURRENT AGENCY OPERATIONS .....	6
BACKGROUND .....	6
MUNICIPAL SERVICE REVIEW .....	6
SPHERE OF INFLUENCE.....	6
DISADVANTAGED UNINCORPORATED COMMUNITIES.....	6
POPULATION AND LAND USE .....	7
Population and Growth .....	7
Projected Growth and Development.....	7
Land Use and Development .....	7
CAPACITY AND SERVICE .....	8
Relevant Services.....	8
Relevant Local Agencies and Communities of Interest.....	8
RELEVANT PLANNING AND SERVICE FACTORS.....	9
County of Mendocino General Plan- Development Element (DE).....	9
Coastal Element: Dark Gulch to Navarro River Planning Area (Albion Planning Area).....	9
<b>DISCUSSION .....</b>	<b>10</b>
<b>ANALYSIS .....</b>	<b>10</b>
1.) Present and Planned Land Use .....	10
2.) Present and Probable Need for Public Facilities and Services .....	10
3.) Present Capacity of Facilities and Adequacy of Public Services .....	10
4.) Social and Economic Communities of Interest.....	10
5.) Present and Probable Need for Water, Sewer, or Fire Protection Services for Disadvantaged Unincorporated Communities (DUCs).....	10
<b>RECOMMENDATIONS .....</b>	<b>10</b>
<b>REFERENCES.....</b>	<b>10</b>

# INTRODUCTION

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## OVERVIEW

This update is prepared in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act (CKH Act) which states, “In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local government agencies so as to advantageously provide for the present and future needs of the county and its communities, LAFCo shall develop and determine the Sphere of Influence (SOI) of each local governmental agency within the county” (GC §56425). A “SOP” is defined under the CKH Act as “.... a plan for the probable physical boundaries and service area of a local (government) agency” (GC §56076).

Decisions on organizational changes must be consistent with the SOI boundary and determinations. The adopted SOI is used by LAFCo as a policy guide in its consideration of boundary change proposals affecting each city and special district in Mendocino County. Other agencies and individuals use adopted SOIs to better understand the services provided by each local agency and the geographic area in which those services will be available. Clear public understanding of the planned geographic availability of urban services is crucial to the preservation of agricultural land and discouraging urban sprawl.

The following update will assess and recommend establishment of an appropriate Pacific Reefs Water District Sphere of Influence (SOI). The objective is to establish Pacific Reefs Water District SOI relative to current legislative directives, local policies, and agency preferences in justifying whether to (a) change or (b) maintain the designation. The update draws on information from the Pacific Reefs Water District Municipal Services Review (MSR), which includes the evaluation of availability, adequacy, and capacity of services provided by the District.

## REVIEW PERIOD

SOI reviews and updates typically occur every five years, or as needed. A local agency’s services are analyzed with a twenty year planning horizon, and a sphere is determined in a manner emphasizing a probable need for services within the next 5-10 years. Actual boundary change approvals, however, are subject to separate analysis with particular emphasis on determining whether the timing of the proposed action is appropriate.

## EVALUATION CONSIDERATIONS

When updating the SOI, the Commission considers and adopts written determinations:

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### Sphere Determinations: Mandatory Written Statements

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1. Present and planned land uses in the area, including agricultural and open space.

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  2. Present and probable need for public facilities and services in the area.

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  3. Present capacity of public facilities and adequacy of public services the agency provides or is authorized to provide.

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  4. Existence of any social or economic communities of interest in the area if the commission determines they are relevant to the agency.

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  5. If the city or district provides water, sewer, or fire, the present and probable need for those services of any disadvantaged unincorporated communities within the existing sphere.
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Policies specific to Mendocino LAFCo are also considered along with determinations in administering the CKH Act in Mendocino County. This includes considering the merits of the SOI, or any changes, relative to the Commission's seven interrelated policies, as listed below, with respect to determining the appropriate SOI.

**General Guidelines for Determining Spheres of Influence**

The following is excerpted from *Mendocino LAFCo's 2004 Policies and Procedures*, "Chapter 5: Policies That May Apply for Some Applicants":

1. Territory that is currently receiving services from a local agency shall be considered for inclusion within that agency's sphere. Territory that is projected to need services within the next 5-10 years may be considered for inclusion within an agency's sphere, depending on a number of factors required to be reviewed by LAFCO. Additional territory may be considered for inclusion if information is available that will enable the Commission to make determinations as required by Section 56425.
2. Territory will not be considered for inclusion within a city's sphere of influence unless the area is included within the city's general plan land use or annexation element.
3. A special district that provides services, which ultimately will be provided by another agency (e.g. mergers, consolidations) will be assigned a zero sphere.
4. When more than one agency can serve an area, agency service capabilities, costs for providing services, input from the affected community, and LAFCO's policies will be factors in determining a sphere boundary.
5. If additional information is necessary to determine a sphere boundary a partial sphere may be approved and a special study area may be designated.
6. A local agency may be assigned a coterminous sphere with its existing boundaries if:
  - There is no anticipated need for the agency's services outside its existing boundaries.
  - There is insufficient information to support inclusion of areas outside the agency's boundaries in a sphere of influence.
  - The agency does not have the service capacity, access to resources (e.g. water rights) or financial ability to serve an area outside its boundaries.
  - The agency's boundaries are contiguous with the boundaries of other agencies providing similar services.
  - The agency's boundaries are contiguous with the sphere of influence boundaries previously assigned to another agency providing similar services.
  - The agency requests that their sphere of influence be coterminous with their boundaries.
7. If territory within the proposed sphere boundary of a local agency does not need all of the services of the agency, a service specific sphere of influence may be designated.



**FIGURE 1.**



# Pacific Reefs Water District

Prepared for **PLANWEST PARTNERS, INC.**  
 Mendocino LAFCo by:   
 Date: 9/29/2015

Sources: Boundaries: Mendocino County; Roads: US Census TIGER.

Path: D:\Planwest\_GIS\projects\current\Mendocino\_LAFCo\Water\_Districts\mapdocs\Pacific\_Reefs\_Water\_District.mxd



## OVERVIEW

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### **CURRENT AGENCY OPERATIONS**

The Pacific Reefs Water District (PRWD) provides water services to the 34 acre Pacific Reefs Subdivision, located immediately south of Big Salmon Creek near the community of Albion in southwestern Mendocino County. The subdivision is located between State Highway 1 and the Pacific Ocean (see Figure 1). On average, the District supplies approximately 400,000 gallons annually to its 14 customers and provides backup water supply to 3 additional customers within the District that are on private wells. The District's water supply consists of two springs and a well. All water flows through a chlorinator before being pumped into the District's two storage tanks and distributed to customers.

### **BACKGROUND**

The District was formed on June 5, 1967 under California Water Code §34503, by LAFCo Resolution No. 67-5, for the sole purpose of providing water service to Pacific Reefs Subdivision customers. The Certificate of Filing with the Office of the Secretary of State is dated January 8, 1968. The District's boundaries coincide with the Pacific Reefs Subdivision, a gated subdivision served by private streets which encompasses approximately 34 acres. There have been no annexations to or detachments from the District since its original formation.

### **MUNICIPAL SERVICE REVIEW**

A Municipal Service Review (MSR) was conducted for Pacific Reefs Water District as a part of a County-wide Water and Wastewater MSR, which was adopted by the LAFCo Commission on October 2, 2015. A MSR is a part of and a prerequisite for a SOI Update; as such, much of the information contained herein comes directly from the 2014 Point Arena MSR.

### **SPHERE OF INFLUENCE**

The District's Sphere of Influence (SOI) was first adopted in August 1994 (LAFCo Resolution No. 94-4). The SOI is coterminous with the Pacific Reefs Subdivision boundaries, which are also the District boundaries. According to information in the MSR, regarding an appropriate SOI for the District, the District responded that it only serves the Subdivision, with no potential for expansion. The District does not provide any services outside its boundaries. Further, because of physical limitations of the area, which is located on an isolated seaside bluff between Highway 1 and the Pacific Ocean, the provision of services beyond its boundaries is not readily feasible.

### **DISADVANTAGED UNINCORPORATED COMMUNITIES**

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of an SOI review, including the location and characteristics of any such communities. A DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. The Pacific Reefs Water District provides water service, and is therefore only responsible for assuring that this service is adequately provided to communities.

Pacific Reefs is located just south of Albion, which is a 'census designated place' (CDP). Albion is considered a DUC according to the California Department of Water Resources Disadvantaged Communities Mapping Tool. The 2010 median household income (MHI) for Albion is \$33,232,

which is 54% of the California 2010 MHI (\$61,094). The PRWD, however, is not located within the Albion CDP. Median household income is not available for the PRWD specifically.

## **POPULATION AND LAND USE**

### **Population and Growth**

The District is specific to the Pacific Reefs 24-lot subdivision in unincorporated Mendocino County. Located between Highway 1 and the Pacific Ocean, immediately south of the community of Albion, the District consists entirely of residential properties. Seventeen of the subdivision lots are developed, and are comprised of primary and secondary homes. Approximately 50 percent of the residences are year-round homes, the remaining are summer and vacation homes. According to the District, the average occupancy is two persons per household. The year-round population is approximately 34 persons, with additional weekend and seasonal residents.

### **Projected Growth and Development**

Future growth and development of the District is subject to Mendocino County land use regulations. The County has adopted plans and policies to regulate growth including a General Plan and a zoning ordinance. The County's zoning ordinance contains three major geographical parts and the Pacific Reefs area is included in Coastal Zoning Code. The County's General Plan and Zoning Ordinance designate most of the Albion area and all of Pacific Reefs as single family residential.

The State Department of Finance (DOF) projects that the population of unincorporated Mendocino County will grow by a little more than 4 percent in the next 10-20 years, from 87,924 in 2010 to 91,498 in 2020 and 95,158 in 2030 (MSR 2014).

The District serves only the Pacific Reefs Subdivision, which is currently 68% built-out, so the anticipated growth in the District is limited to development of an additional 7 residences. At the current persons per household (approximately 2 persons per household), subdivision build-out would result in a projected population of 48 persons. At the overall County growth of less than one percent, Subdivision build-out would not occur until well beyond the 5 year planning horizon of this sphere update.

### **Land Use and Development**

The PRWD is subject to the land use authority of Mendocino County. Land use designations within the District are Rural Residential (RR5, RR1, RR5-DL, RR1-DL). Principally permitted RR uses are residential and associated utilities, light agriculture, and home occupation. Rural Residential is not intended to be a growth area and residences should create minimal impact on agricultural viability. This designation has larger minimum parcel sizes, such as: RR-1: 40,000 sq. ft.; and RR-5: 5 acres.

Northeastern parcels adjacent to the ocean and within the Pacific Reefs subdivision have a combining land use designation of Development Limitations (DL), used on parcels or portions of parcels that have serious constraints that may prevent or severely limit development (slope over 30 percent, erosion, or landslide). Many parcels with this designation have experienced severe bluff erosion and currently may have no feasible building site remaining. In each case on-site inspection and tests will be necessary to determine whether a building site exists.

## **CAPACITY AND SERVICE**

### **Relevant Services**

The District provides water services to 14 of the 17 built lots within the Pacific Reefs Subdivision. No other services are provided and no out-of-district connections exist. Water service is provided as a backup-connection to 3 property owners with private wells in the subdivision. On average, the District supplies approximately 400,000 gallons annually to customers. The system is operating at approximately 60 to 80 percent capacity. The District's water supply and infrastructure is sufficient to accommodate full build-out (24 residential lots) of the subdivision.

The PRWD is located in the Whitesboro Cove Springs watershed, which drains to the Pacific Ocean. The District's water supply consists of two springs and a well, both of which are located within the subdivision and District boundaries, and on District-owned land. The well is equipped with a pump that operates at approximately 1.5 gallons per minute (gpm). The spring water is also collected and pumped to the storage tanks. All water flows through a chlorinator before being pumped into the District's two storage tanks. The storage tanks include a 40,000 gallon steel tank (which collapsed in May 2013) and a 20,000 gallon wooden tank. The District is planning to replace a collapsed 40,000 gallon steel tank [What is the status of replacement?]. Existing storage capacity is estimated to be the equivalent of 57 days of average usage.

On average, the District supplies approximately 400,000 gallons annually to its 14 customers and provides backup water supply to 3 additional customers within the District that are on private wells. Average daily use for the District is estimated at 1,050 gallons per day (75 gallons per residence per day on average), with an average peak day demand at 1,370 gallons per day (100 gallons per residence). The system is operating at approximately 60 to 80 percent capacity. Thus, according to the 2014 MSR, the District's water supply and infrastructure are sufficient to accommodate full subdivision buildout (24 residential lots).

The water system is automated to reduce daily operating requirements. Operations and maintenance are performed by a part time Water Master under contract; the District does not employ any staff. The District holds its meetings at board member residences and has no administrative office outside residences. Furthermore, the District contracts with a water master who provides his own tools for maintenance purposes and contracts with local contractors to do larger repairs and maintenance.

Based on information within the MSR regarding facilities, management practice, accountability, and financing, PRWD's service appears to be adequate. Very little growth will occur within the District and, based on current operating capacity, its facilities are adequate to serve Subdivision build-out.

### **Relevant Local Agencies and Communities of Interest**

The PRWD is located along the Mendocino Coast and is isolated from surrounding development by topography and natural features. The nearest community is Albion, which is a Census Designated Place (CDP) with a 2010 population of 168. The Albion CDP encompasses approximately 1.8 square miles, and includes primarily rural residential properties with commercial development along Highway 1 and Albion River. Albion is served by several water entities including the Albion Field Station, and the Albion Mutual Water Company. The Albion River Campground is located near the District, just north-east across from Highway 101. The Albion-Little River Fire Protection District provides fire protection to all the properties within the District.

## **RELEVANT PLANNING AND SERVICE FACTORS**

### **County of Mendocino General Plan- Development Element (DE)**

General Plan Water Supply and Sewer (Wastewater Treatment) Services Policies:

Policy DE-186: Coordinate community water and sewer services with General Plan land use densities and intensities.

Policy DE-187: The County supports efficient and adequate public water and sewer services through combined service agencies, shared facilities, or other inter-agency agreements.

Action Item DE-187.1: Work aggressively with water and sewer service providers to overcome current and projected system and supply deficiencies necessary to serve planned community growth.

Action Item DE-187.2: Support funding applications to improve and expand water and sewer service capabilities in areas planned for future growth or to resolve existing deficiencies.

Action Item DE-187.3: Work with communities and public water and sewer service entities to monitor, manage and/or maintain community-wide or decentralized water or sewer systems.

Policy DE-188: Encourage water and sewer service providers to incorporate water conservation, reclamation, and reuse.

- Encourage the development and use of innovative systems and technologies that promote water conservation, reclamation, and reuse.
- Encourage the development of systems that capture and use methane emissions from their operation.
- Encourage the development and use of innovative systems and technologies for the treatment of wastewater.

Policy DE-189: Oppose extension of water or sewer services to rural non-community areas when such extensions are inconsistent with land use and resource objectives of the General Plan, except where the extension is needed to address a clear public health hazard.

Policy DE-190: Development of residential, commercial, or industrial uses shall be supported by water supply and wastewater treatment systems adequate to serve the long-term needs of the intended density, intensity, and use.

Policy DE-191: Land use plans and development shall minimize impacts to the quality or quantity of drinking water supplies.

### **Coastal Element: Dark Gulch to Navarro River Planning Area (Albion Planning Area)**

The PRWD lies within the Albion Planning Area. There are no specific Planning Area policies or designated access points, trails, or recreation areas for Pacific Reefs. Plan policies for this area focus on the need for preservation of visual resources and how those policies affect future development, and minor highway improvements.

## ***DISCUSSION***

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The PRWD SOI is coterminous with the District boundary, and serves as the Primary Service Area of this report. The District does not provide any out-of-district services, and the update does not identify any areas lying outside PRWD's current jurisdictional boundary for possible inclusion into the District's sphere, therefore this update will not evaluate any additional Study Areas. The decision not to consider expanding the sphere beyond PRWD's jurisdiction appears appropriate at this time.

## ***ANALYSIS***

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As presented in the introduction, when updating the SOI, the Commission considers and adopts written determinations. The following are the formal determinations for this SOI Update:

### **1.) Present and Planned Land Use**

Current designated land uses within the District are principally Rural Residential. The District subdivision is 68% built-out, limiting development to seven additional residences.

### **2.) Present and Probable Need for Public Facilities and Services**

The District provides water services to Pacific Reefs Subdivision property owners. The District has an adequate service level to accommodate the anticipated growth within District boundaries.

### **3.) Present Capacity of Facilities and Adequacy of Public Services**

The District's water supply and infrastructure are sufficient to accommodate full subdivision build-out (24 residential lots). Based on information within the MSR regarding facilities, management practice and accountability, and financing, PRWD's service appears to be adequate.

### **4.) Social and Economic Communities of Interest**

The PRWD is isolated from surrounding development. No specific areas outside the District boundaries have been identified that require services from the District.

### **5.) Present and Probable Need for Water, Sewer, or Fire Protection Services for Disadvantaged Unincorporated Communities (DUCs)**

No specific information is available regarding household income within the District. The nearby community of Albion qualifies as a DUC. PRWD provides only water services and is determined to be providing adequate service.

## ***RECOMMENDATIONS***

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Based off of the information provided herein, Mendocino LAFCo recommends that the Pacific Reefs Water District SOI remain coterminous with the current District boundary.

## ***REFERENCES***

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Mendocino County General Plan: Coastal Element. Adopted by Mendocino County Board of Supervisors. November 5, 1985 (Revised -- March 28, 1988, February 13, 1989, January 22, 1990, July 9, 1990, March 11, 1991)

*PACIFIC REEFS WATER DISTRICT SPHERE OF INFLUENCE UPDATE  
MENDOCINO LAFCO*

- Mendocino County General Plan: Coastal Element. Chapter 4- Land Use Plan: Descriptions and Policies for Thirteen Planning Areas: 4.9 Dark Gulch to Navarro River Planning Area. Albion Planning Area. Adopted by Mendocino County Board of Supervisors. November 5, 1985 (Revised -- March 28, 1988, February 13, 1989, January 22, 1990, July 9, 1990, March 11, 1991).
- MSR, 2014. “Mendocino Local Agency Formation Commission, Final Water and Wastewater Municipal Service Review: Caspar South Water District, Elk County Water District, Gualala Community Services District, Irish Beach Water District, Laytonville County Water District, Pacific Reefs Water District, Round Valley County Water District, Westport County Water District. October 2014.” Prepared by: Kateri Harrison, SWALE, Inc.; Uma Hinman, Uma Hinman Consulting. Final approval October 6, 2014.