

Municipal Service Review  
For a Community Services District  
Within Del Norte County

**Bertsch-Ocean View  
Community Services District**



Prepared by:

**Del Norte**  
*Local Agency Formation Commission*

Adopted in August 2010

For Updating the Sphere of Influence Report

## TABLE OF CONTENTS

	Page
Introduction .....	1
Agency Profile.....	4
Governance Structure and Administration.....	4
Population and Land Use .....	5
Services Provided .....	5
Other Service Providers.....	8
Budget .....	9
Determinations .....	10
References.....	13

## LIST of TABLES and FIGURES

Figure 1: BOV CSD Boundary and Sphere of Influence .....	3
Table 1: Agency Profile .....	4
Table 2: Board of Directors .....	4
Figure 2: BOV CSD Proposed SOI .....	11

## INTRODUCTION

This Municipal Service Review (MSR) was prepared as part of a mandated review of the spheres of influence (SOI) of all government entities in the County by the Del Norte Local Agency Formation Commission (LAFCo). This report focuses on the Bertsch-Ocean View Community Services District. The purpose of this study is to examine and evaluate local governmental services in order to improve overall understanding of local service conditions and to enhance these conditions through comprehensive review and analysis. This MSR presents for the Commission's consideration a discussion, analysis, and recommendations regarding services provided by the Bertsch-Ocean View Community Services District. The current SOI for the Bertsch-Ocean View Community Services District was last updated on December 20, 2004. This MSR serves to update the relevant data on services provided within the District's SOI. At this time, the SOI is proposed to be amended.

### Review Methods

This MSR was prepared by LAFCo staff during August of 2009. The District Staff completed an agency profile questionnaire, which provided LAFCo with the current status of district operations. The draft report was sent to District Staff for review and clarification. All information gathered for this report is stored in Del Norte LAFCo files for future reference.

### Statutory Authority

The fundamental role of the Local Agency Formation Commission (LAFCo) is to implement the Cortese-Knox-Hertzberg Act (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 forth in §56425(g) of the Act, on or before January 1, 2008, and every five years thereafter, Del Norte LAFCo shall review and update each Sphere of Influence (SOI). An MSR shall be conducted prior to, as a part of, or in conjunction with, the action to adopt, amend, or revise an SOI pursuant to the Act. Together, the SOI and MSR documents analyze the District's ability to serve existing and future residents.

In accordance with §56430 of the Act, in preparation for adopting, amending, or revising an SOI, Del Norte LAFCo shall comprehensively review all services and public service providers within the designated geographic area. The Commission shall prepare a written statement of determinations on six subject areas as pursuant to state law; these determinations may be utilized in future decision-making about the provision of services, appropriate boundaries, changes of organizations, and need to revise or update SOIs. LAFCO is required to make written determinations on 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**

The Bertsch-Ocean View Community Services District (BOV CSD) serves the unincorporated community located approximately two miles southeast of Crescent City. The lands to the north of the BOV CSD are residential and resource lands. The Department of Fish and Game manages land south of the District. State Park land lies to the east, and the City of Crescent City lies to the west. The Elk Valley Rancheria abuts the District on its northeastern and southeastern borders. The BOV CSD covers approximately 900 acres. Figure 1 shows the District Boundary and the parcel distribution. The District's SOI coincides with the District Boundary.

### **Formation**

The BOV CSD was formed, by Del Norte County Board of Supervisors Resolution, on December 14, 1970, for the purpose of providing a community water system.

**Table 1: Agency Profile**

<b>Agency Name</b>	<b>Date of Formation</b>	<b>Enabling Legislation</b>
Bertsch-Ocean View Community Services District	December 14, 1970	California Government Code § 6100, et Seq.
<b>Contact Person</b>	<b>Contact Title</b>	<b>Email/Website</b>
Carol J. Leuthold	Secretary/ Treasurer	leutholdcpa@earthlink.net
<b>Mailing Address</b>	<b>Physical Address</b>	<b>Phone/Fax</b>
159 Club Drive Crescent City, CA 95531	N/A	Phone: (707) 458-4702 Cell: (707) 954-5352

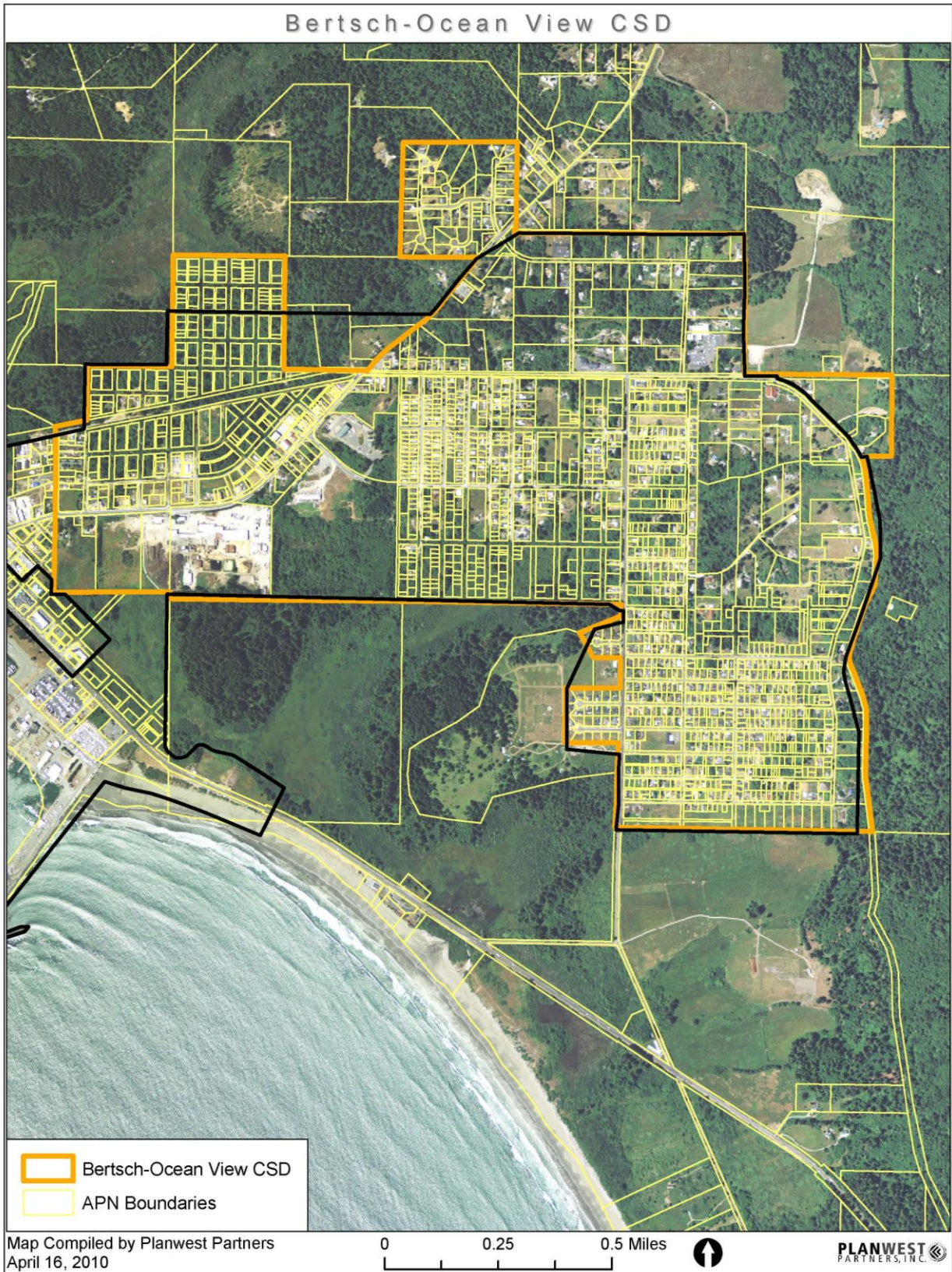
### **Governance Structure and Administration**

The BOV CSD is governed by a five member Board of Directors that is elected by District residents for a four year term. The Board meets on the third Monday of every month at 5:30 pm. Meeting dates are posted at the Parkway Market and on utility poles located at the Bertsch Fire Station at 175 Humboldt Road, the County Sewer Lift Station on Hodge Avenue, and a pole located at the Oliver Avenue and Humboldt Road intersection.

**Table 2: Board of Directors**

<b>Board Member</b>	<b>Title</b>	<b>Term Expiration</b>
John Burke	Board President	2012
John Cochran	Board Member	2012
Chris Corpstein	Board Member	2010
Sharon Hayes	Board Member	2010
James Herrick	Board Member	2010

**Figure 1. Bertsch-Ocean View CSD Boundary and Sphere of Influence**



## **Population and Land Use**

### **County Population and Growth**

According to the State of California, Department of Finance, Del Norte County has an estimated 2008 population of 29,419<sup>i</sup>. Del Norte County's 2007 population growth rate was 0.7%<sup>ii</sup>. Assuming this growth continues, the County's 2025 population is projected to be 33,136.

The County General Plan guides land use decisions within Del Norte County and the BOV CSD's jurisdiction. Del Norte County covers approximately 1,008 square miles, or 640,000 acres. More than eighty percent of this land is publicly owned. The County consists of 600,000 acres of forestland and 10,000 acres of agricultural land<sup>iii</sup>.

### **District Population and Housing Projections**

Using an average household size of 2.4 persons, the BOV CSD population is expected to be approximately 1,711. At the County's growth rate of 0.7%, this is expected to result in a 2025 population of approximately 1,913.

## **Services**

The BOV CSD provides water service to approximately 713 connections within its boundary. The district does not currently employ any full-time permanent staff. They contract for accounting and engineering services and have one volunteer staff that serves as the District's business manager. All agency decisions are overseen by the Board of Directors.

### **Water**

The BOV CSD currently provides water service to customers within its boundaries. In addition, the District provides water service to at least one parcel, referred to as Martin Ranch, which lies outside of, and adjacent to, the current District Boundary and SOL.

The BOV CSD receives its water from the City of Crescent City. Crescent City provides potable water service to the City, the unincorporated areas around the City, and Pelican Bay State Prison. The BOV CSD is one of three Districts that contracts with the City for water service. The total population the City's water system serves is approximately 14,000 persons<sup>iv</sup>.

### **Water Supply**

Crescent City obtains its water supply from the Smith River groundwater basin, which is located 8.5 miles north of the City. The basin has an estimated supply of 99,000 acre-feet of high quality water<sup>v</sup>. The California Department of Water Resources indicates that the Smith River groundwater basin is not in a state of overdraft<sup>vi</sup>.

## **Infrastructure**

Crescent City's water system was constructed in 1958. The system's capacity was increased in 1989. Further improvements to the City's water distribution system were completed in 2002. The improvements were aimed at increasing water supply, transmission capacity to meet future service demands, eliminating low pressure regions within the service area, and reducing operating costs.

Water is first pumped out of the Smith River groundwater basin via the Ranney well, which has a capacity of 6,700 acre-feet per year<sup>vii</sup>. In 1989, two of the Ranney well pumps were replaced and a third pump was added. The combined pumps together produce between 6.0 and 6.2 million gallons per day (MGD)<sup>viii</sup>.

From the Ranney well, water is pumped to a chlorination and fluoridation facility, located off of Kings Valley Road. It is then pumped via the Ranney collector, a 2.85 mile transmission line, to a 50,000 gallon elevated storage tank near Crescent City. The water is then gravity fed approximately two miles via a 24-inch line to the City's distribution system and reservoirs, located at the Fifth and "L" Street intersection.<sup>ix</sup>

From the City's distribution center, water is conveyed south, through a 12-inch diameter BOV CSD waterline, until it reaches a booster station located on Elk Valley Road. The booster station contains two pumps with sufficient generator backup power for simultaneous operation. Each pump can deliver approximately 550 gallons per minute (GPM) and together, approximately 900 GPM. Typically, a single pump is operated daily for 7-9 hours (depending on the season). The backup power generator has enough electrical capacity and fuel to continuously operate both pumps for a minimum of 24 hours.

The distribution system that is upstream of the booster station is considered the BOV CSD water distribution system. The District notes that there are a few BOV CSD connections located downstream of the booster station as well. The BOV CSD water distribution system contains approximately 12.8 miles of 4-inch- 12-inch piping, the majority of which (74%) is 6-inches and 8-inches in diameter. The majority of the BOV CSD's existing water distribution system was constructed in 1973 and is predominately Asbestos Cement Pipe. The District maintains a 750,000 gallon reservoir that was constructed in 1998.

## **Infrastructure Needs and Deficiencies**

The 2005 Urban Water Management Plan for Crescent City indicates that water demand is projected to increase from 2,459 acre-feet in 2005 to 2,887 acre-feet in 2025<sup>x</sup>.

In general, the BOV CSD's water distribution system has few known deficiencies. During an average day demand, the operating pressures within the BOV CSD water distribution system range between 52-pounds per square inch (psig) at the District's highest elevation, and 108-psig at the booster station (during pumping). The District has an agreement with Crescent City that the City will provide system maintenance and upkeep. The City's maintenance crew did not note system deficiencies.

The BOV CSD maintains a master water meter within the booster station and the volume is recorded by Crescent City personnel on a daily basis. The following calculations for the maximum daily demand (MDD) were based on the highest "normalized" data readings. The 2008 normalized MDD was 418,000 gallons.

Of the District's 750,000 gallon reservoir capacity, 300,000 gallons are maintained for fire flows. The remaining 450,000 gallons are available for the District's use to deliver to its customers. The District reports that there is sufficient capacity within the existing reservoir to maintain the MDD of the BOV CSD without having to utilize the booster station's available pumping capacity.

### **Planned Upgrades**

The City of Crescent City has committed to the purchase of a 7.5 acre parcel to reconstruct the Chlorine Building and emergency generation facilities. The City is also proposing to construct an 18-inch diameter pipeline from the Chlorine Building to the proposed new elevated tank<sup>xi</sup>.

The District consults with the City of Crescent City and the District's own engineer on a regular basis to determine any necessary replacement and system upgrades within the District. The District has envisioned two waterline improvement projects.

The first improvement project is the Broad Street extension project. This project will involve a waterline extension that will run from the booster station, along Broad Street, to the intersection of Elk Valley Road and North Bend Street. The project will result in the placement of over a mile of 12-inch diameter waterline. The line will run parallel to the existing 12-inch Elk Valley Road waterline.

The second improvement project is the State Street extension project. This project will involve a 10-inch waterline extension that will run from the intersection of Elk Valley Road and the County Transfer Station, through the County Transfer Station property and intersecting with State Street at the Olive Street intersection.

The extension through the County Transfer Station has already been completed. The remaining quarter mile extension will roughly parallel the existing 10-inch Howland Hill Road waterline. The State Street extension project is currently out for design engineering services bids.

## **Other Service Providers**

### **Wastewater**

The BOV CSD has the same boundary as County Service Area #1, Assessment District #1 (CSA#1/1). CSA#1 provides all wastewater services within the BOV CSD boundary.

CSA#1 owns and maintains wastewater conveyance within the CSA and under contractual agreements; their wastewater is treated by the City of Crescent City<sup>xii</sup>.

### **Infrastructure**

CSA#1 has 14 lift stations within their district and they maintain a main line collection system of approximately 32 miles. The lines range in size from 6-8 inches in diameter. The District does not treat wastewater. The sewer collection lines feed into the sewer treatment plant operated by the City of Crescent City.

The CSA's collection system currently has the capacity to convey wet weather flows from return frequency storms that occur less than or equal to a 100-year storm event. When the storms exceed a 100-year storm event, overflows could occur at a limited number of locations within the system. However, most of the system will convey flows from storms of a much longer return frequency<sup>xiii</sup>.

The Crescent City Wastewater Treatment Plant has a design average dry weather flow treatment capacity of approximately 1.8 million gallons per day (MGD), and a peak weather design flow of 4.0 MGD. Currently, the average dry weather flow is approximately 1.28 MGD and peak weather flow is 8.0 MGD. Effluent is discharged to the Pacific Ocean through a new 42 inch diameter outfall<sup>xiv</sup>.

### **Infrastructure Needs and Deficiencies**

Del Norte County Staff have identified eleven site locations within CSA#1 as having inflow and infiltration issues.

According to the California Regional Water Quality Control Board (CRWQCB), the Crescent City Wastewater Treatment Plant has already exceeded its organic treatment capacity and is unable to consistently meet the Biological Oxygen Demand (BOD) portion for its Waste Discharge Requirements, which has resulted in the issuance of Cease and Desist Orders by the Board. The plant is also hydraulically overloaded during winter months<sup>xv</sup>.

### **Planned Upgrades**

There are no known planned upgrades to the CSA's wastewater collection system at this time.

The City of Crescent City is constructing a major upgrade to the Wastewater Treatment Disposal System. The purpose of the project is to upgrade the existing Plant to meet the CRWQCB's discharge requirements provided in the National Pollutant Discharge Elimination System Permit Program, which regulates point source pollutants that are discharged into the Nation's waters.

## **Fire Protection**

The BOV CSD is located within the Crescent Fire Protection District (CFPD). The CFPD provides fire protection and emergency medical services to the unincorporated areas around Crescent City. There are three fire stations located throughout the Crescent City area. One such location, 175 Humboldt Road, lies within the BOV CSD.

The CFPD provides first response fire and medical services to approximately 17,600 residents<sup>xvi</sup>. The CFPD has two paid full-time employees; the Fire Chief and a secretary. There are approximately 35 volunteer fire personnel, all of which are "active" firefighters<sup>xvii</sup>. The District is funded primarily through a parcel tax assessment. Additional funding is received from County property taxes<sup>xviii</sup>.

The CFPD's average response time ranges from between three to five minutes. In addition, they have a mutual aid agreement with the Crescent City Fire Department.

## **Police Protection**

The BOV CSD is served by the Del Norte County Sheriff's Office for law enforcement purposes. The Sheriff's Office is headquartered at 650 Fifth Street, Crescent City. The Sheriff's Office has 40 sworn positions and 29 non-sworn civilian positions. Their average response time to calls within the Crescent City area is six minutes<sup>xix</sup>.

## **Solid Waste and Recycling**

The BOV CSD's solid waste and recycling services are overseen by the Del Norte Solid Waste Management Authority (DNSWMA). The Del Norte County Transfer Station is located at 1700 State Street, Crescent City. Solid waste from the Del Norte County Transfer Station is transferred to the Dry Creek Landfill, located in the Medford, Oregon area. In 2006, the Dry Creek Landfill was estimated to have a capacity of 47.5 million tons remaining, which is estimated to provide at least 50 years of continued disposal usage<sup>xx</sup>.

## **Budget**

The BOV CSD's proposed Fiscal Year 2009-10 budget estimates \$101,000 in revenues and \$87,000 in expenditures. The revenue source includes maintenance fee revenue (79%), interest income (10%), connection fees (.06%), and property taxes (.04%).

The District's primary expenditures include depreciation expense (30%), engineering expenses (29%), accounting and audit fees (13%), and interest expense (11%). The District's remaining expenses are derived from insurance, repairs and maintenance, legal fees, fees paid, and office supplies.

The District's budget has a surplus of \$14,000. The District's FY 2009-10 revenues and expenditures are included in Attachment "A".

## **MSR DETERMINATIONS**

### **Growth and population projections for the affected area**

Using an average household size of 2.4 persons, the BOV CSD population is projected to be approximately 1,711 persons. At the County's current 0.7% growth rate the projected 2025 District population would be approximately 1,913 persons. Since the BOV CSD is in the Crescent City Sphere of Influence, this anticipated growth, and associated water consumption is likely included in the current City General Plan growth projections.

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

Of the District's 750,000 gallon reservoir, 300,000 gallons are maintained for fire flows. The remaining 450,000 gallons are available to the District's customer base. The District concludes that there is sufficient capacity within the existing reservoir to maintain the BOV CSD's MDD and is within the booster station's available pumping capacity.

### **Financing ability of agencies to provide services**

The District's current budget, Figure A, shows a surplus (revenues exceeding expenditures) of \$14,000. There are currently no known financial obstacles which should influence the District's ability to provide current services.

### **Status of and, opportunities for, shared facilities**

The BOV CSD has the same boundary and serves the same customers as County Service Area #1, Assessment District #1 (CSA #1/1), which collects and conveys wastewater. It is unusual, but not unheard of, for two special districts to provide different services to the same geographic area. The other distinct similarity is that the BOV CSD purchases its water from the City of Crescent City, and the CSA #1/1 conveys its wastewater to the City for treatment and disposal.

Given these conditions, a future consolidation of the two special districts may be warranted, as would consideration of future annexation to the City of Crescent City due to this area being in the City SOI.

### **Accountability for community service needs, including governmental structure and operational efficiencies**

The BOV CSD board meets regularly in public meetings. The Board members are elected by District residents and hold four year terms of office. The current government structure is operating efficiently, and the District appears to have sufficient governance structure and operational capacity, no change is needed.

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

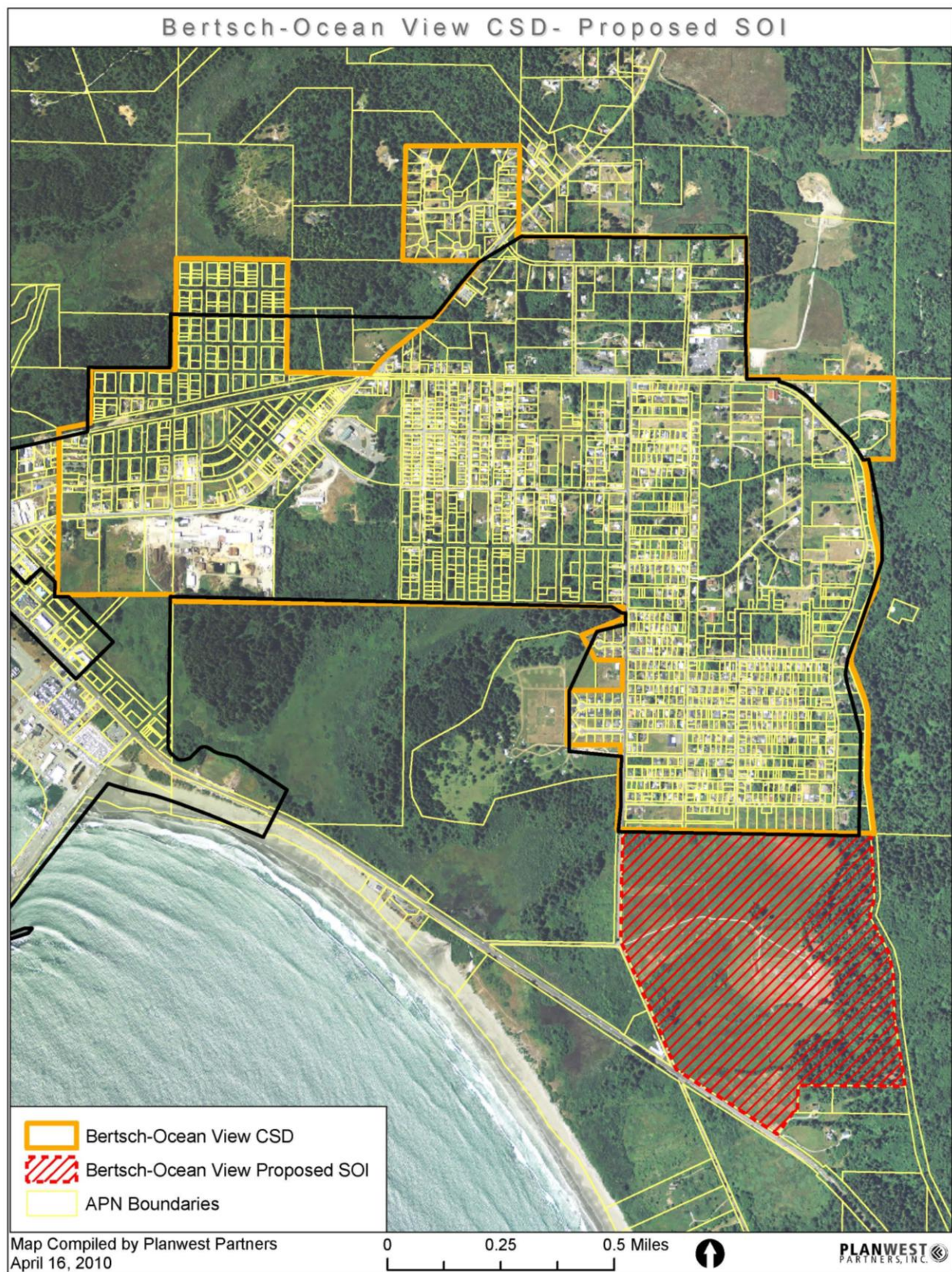
The BOV CSD currently provides water service to customers. In addition, the District provides water service to at least one parcel, referred to as Martin Ranch, which lies outside of, and adjacent to, the current District Boundary and SOI. The Cortese Knox Hertzberg Local Government Reorganization Act discourages the provision of or extension of services outside of a district's service boundary and SOI. It is recommended that the District consider a SOI expansion to include Martin Ranch, and in doing so, revise the BOV CSD's Map to accurately reflect Martin Ranch as being within the District's current service boundary. If there are other parcels located outside of the BOV CSD's SOI that are currently receiving water service from the District, they should be added to the SOI as well.

## **SOI STATUS**

The BOV CSD has the same boundary as County Service Area #1, Assessment District #1 (CSA#1/1). CSA#1 provides all wastewater services within the BOV CSD boundary. Although both the BOV CSD and CSA#1/1 are Special Districts that provide different services, they share an identical boundary. The BOV CSD provides customers with water that is received from the City of Crescent City and CSA#1 provides customers with wastewater service, in which the wastewater is ultimately treated by the City of Crescent City. In order to provide customers with services in the most efficient manner as possible, this situation may warrant review. A future consolidation between the two districts and/or future annexation to the City of Crescent City should be considered.

Furthermore, The BOV CSD currently provides water service to the Martin Ranch parcel, which lies outside of, and adjacent to, the current District Boundary and SOI. The Cortese Knox Hertzberg Local Government Reorganization Act discourages the provision of or extension of services outside of a District's service boundary and SOI. It is recommended that the BOV CSD consider a SOI expansion to include Martin Ranch (see Figure 2), and in doing so, revise the BOV CSD's Map to accurately reflect Martin Ranch as being within the District's SOI. If there are other parcels located outside of the BOV CSD's SOI that are currently receiving water service from the District, they should be added to the SOI as well. Should the Martin Ranch develop, as proposed by the Elk Valley Rancheria, annexation should be considered.

Figure 2. Proposed Bertsch-Ocean View SOI



# ATTACHMENT A

## Bertsch-Ocean View Community Services District Proposed Budget for Fiscal year ended June 30, 2010

Proposed		Board Approved	
Revenues			
Maintenance Fee			
Revenue	501	80,000.00	80,000.00
Connection Fees	510	6,000.00	6,000.00
Property Taxes	540	5,000.00	5,000.00
Interest Income	550	10,000.00	10,000.00
Total Revenues	101,000.00	101,000.00	
Expenses			
Accounting and Audit			
Fees	705	11,000.00	11,000.00
Legal Fees	706	4,000.00	4,000.00
Depreciation Expense	715	26,000.00	26,000.00
Engineering Expenses	730	25,000.00	25,000.00
Fees paid	740	1,000.00	1,000.00
Insurance	744	5,500.00	5,500.00
Interest Expense	752	9,500.00	9,500.00
Office Supplies/Postage			
OfficeSupplies/Postage	200.00	200.	200.00
Repairs &			
Maintenance	775	4,800.00	4,800.00
Total Expenses	87,000.00	87,000.00	
Net Increase	14,000.00	14,000.00	

## REFERENCES

- 
- <sup>i</sup> State of California, Department of Finance, *E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change* — January 1, 2007 and 2008. Sacramento. May 2008.
- <sup>ii</sup> Ibid
- <sup>iii</sup> DNRCD flier. *Del Norte Resource Conservation District: Benefiting Land and People in Del Norte County*. August 2009.  
[http://ruralhumanservices.org/nortec/July\\_Sept06/DNRCD%20Flyer/DNRCD%20Flyer.pdf](http://ruralhumanservices.org/nortec/July_Sept06/DNRCD%20Flyer/DNRCD%20Flyer.pdf).
- <sup>iv</sup> Michael Brandman Associates. *Del Norte County Wal-Mart Expansion Draft Environmental Impact Report*. San Ramon: County of Del Norte Community Development Department. 2008.
- <sup>v</sup> *ibid.*
- <sup>vi</sup> *ibid.*
- <sup>vii</sup> *ibid.*
- <sup>viii</sup> Winzler and Kelly Consulting Engineers. *2005 Urban Water Management Plan for Crescent City California*. City of Crescent City Public Works Department. December 2006.
- <sup>ix</sup> *ibid.*
- <sup>x</sup> *ibid.*
- <sup>xi</sup> *ibid.*
- <sup>xii</sup> County of Del Norte. *Del Norte County Community Service Area-Capacity, Management, Operation and Maintenance Program*. Crescent City. October 2007.
- <sup>xiii</sup> *ibid.*
- <sup>xiv</sup> California Regional Water Quality Control Board-North Coast Region. Modifying Cease and Desist Order No. R1-2000-72-Issued for the City of Crescent City Municipal Wastewater Treatment Facility. June 2005.
- <sup>xv</sup> *ibid.*
- <sup>xvi</sup> Del Norte County Fire Safe Council. *Del Norte Fire Safe Plan-Community Wildfire Protection Plan*. Crescent City. September 2005.
- <sup>xvii</sup> *ibid.*
- <sup>xviii</sup> *ibid.*
- <sup>xix</sup> Winzler and Kelly Consulting Engineers. *2005 Urban Water Management Plan for Crescent City California*. City of Crescent City Public Works Department. December 2006.
- <sup>xx</sup> *ibid.*