

Gasquet Community Services District

Municipal Service Review & Sphere of Influence Update

Adopted
April 25, 2016



Del Norte
Local Agency Formation Commission

Del Norte Local Agency Formation Commission

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Acknowledgements

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INTRODUCTION

This report is prepared pursuant to legislation enacted in 2000 that requires Local Agency Formation Commissions (LAFCo) to conduct a comprehensive review of municipal services and update the spheres of influence (SOI) of all agencies under LAFCo's jurisdiction. This service review focuses on Gasquet Community Services District (Gasquet CSD or District).

Service Review Determinations

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code Section 56000 et seq.) requires LAFCo to review and update spheres of influence not less than once every five years and to review municipal services prior to or in conjunction with sphere updates. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California's anticipated growth.

Effective January 1, 2008, Government Code Section 56430 requires LAFCo to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- Growth and population projections for the affected area;
- The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence (effective July 1, 2012);
- Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence);
- Financial ability of the agency to provide services;
- Status of, and opportunities for, shared facilities;
- Accountability for community service needs, including governmental structure and operational efficiencies; and
- Any other matter affecting or related to effective or efficient service delivery, as required by Commission policy.

Uses of This Report

The service review process provides LAFCo with a tool to study current and future public service conditions and to evaluate organizational options for fostering orderly growth and development, promoting the efficient delivery of services, and encouraging the preservation of open space and agricultural lands. The potential uses of this report are described below.

Update Spheres of Influence

LAFCo will use this report as a basis to update the sphere of influence of the District. Markedly, spheres of influence designate the territory that LAFCo believes represents the affected agencies' appropriate future jurisdictions and service areas. All boundary changes, such as annexations, must be consistent with the affected agencies' spheres of influence with limited exceptions.

Consider Jurisdictional Boundary Changes

LAFCo is not required to initiate any boundary changes based on service reviews. However, LAFCo, local agencies, or the public may subsequently use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries.

Resource for Further Studies

Other entities and the public may use this report for further studies and analysis of issues relating to water services in Del Norte County. The District may use this report to support grant applications.

Review Methods

The agency reviewed as part of this service review process demonstrated full accountability in disclosure of information and cooperation with LAFCo. The following information was considered in the service review:

- Agency-specific data: responses to LAFCo requests for information, budgets, fee schedules, maps, and district plans.
- Demographic data: U.S. Census Bureau; Department of Finance.

Information gathered was analyzed and applied to make the required determinations for each agency. All information gathered for this report is filed by LAFCo for future reference.

GASQUET COMMUNITY SERVICES DISTRICT

Overview

The Gasquet CSD provides water service for domestic use and fire protection to the unincorporated community of Gasquet. The District is located along U.S. Highway 199, approximately 376 miles north of San Francisco, 22 miles south of the Oregon border and 21 miles east of Crescent City. Covering approximately 1.78 square miles, the District is located within the Smith River National Recreation Area, bisected by the Wild and Scenic Smith River, which encompasses the largest undammed Wild and Scenic River watershed in the U.S., and is entirely surrounded by the Six Rivers National Forest.

Formation

The Gasquet CSD was formed by Resolution of the Del Norte County Board of Supervisors in 1968. The special district was formed for the purpose of maintaining and operating water treatment, distribution, and connections within the District boundary.

Gasquet CSD Mission Statement
Gasquet Community Services District strives to provide an adequate supply of high quality water to residents of the District. Its goal is to provide this service at a reasonable cost and courteous manner for now and the future.

Boundary and Sphere of Influence

The Gasquet CSD covers approximately 1,140 acres (1.78 square miles). Figure 1 shows the District Boundary and current Sphere of Influence (SOI). The SOI, amended by Del Norte County LAFCo Resolution 10-05 on December 6, 2010, extends west of the District boundary, encompassing an additional 67.5 acres designated for rural residential and visitor serving commercial uses.

Figure 1. District Boundary and SOI



Table 1: Gasquet CSD Agency Profile

Formation	
Agency Name	Gasquet Community Services District
Date of Formation	September 6, 1968
Enabling Legislation	Community Service District Law, CA Government Code 61000
Contact	
Contact	Michael Morgan, General Manager
E-mail	mjmorgan2@gmail.com
Alternate Contact	Michael Young, Civil Engineer
E-mail	mjy17413@gmail.com
Website	n/a
Mailing Address	Gasquet CSD P.O. Box 86 Gasquet, CA 95543
Phone/ Fax/ Email	Phone: (707) 457-3124 Treatment Plant Phone: (707) 457-3107 Fax: same as treatment plant Email: gcsd@outlook.com
Services	
Services Provided	Water
Areas Served	Gasquet

Accountability and Governance

Gasquet CSD is governed by a five-member Board of Directors, elected at large by District residents to serve four year terms (Table 2). Board Members are compensated \$40 per meeting attended.

The Board meets on the second Monday of each month at the Mountain School Library, located at 55 Azalea Lane, Gasquet, CA 95543. Regularly scheduled meeting dates are noted on resident’s monthly water bills. Agendas are posted 72 hours prior to the meetings at the Gasquet Post Office.

District Staff can be reached by phoning the District Plant, at the phone numbers provided in Table 1. The District currently employs four part-time staff members: a General Manager, a plant superintendent, a plant operator, and a secretary. Agency decisions are overseen by the Board of Directors upon consideration of public input and discussion.

Table 2: Gasquet CSD Board of Directors

Board Member	Title	Term Expiration
Samuel Rutledge	Director	12/1/2016
Richard Pickenpaugh	Director	12/1/2016
Ivan Bolen	Director	12/1/2018
Mark Dodd	Director	12/1/2018
Wally Borgeson	Director	12/1/2016

Population and Land Use

Land Use

The Del Norte County General Plan (2003) and Zoning Code guides land use decisions within the unincorporated portion of Del Norte County including the community of Gasquet. The Gasquet CSD generally contains rural residential and visitor serving commercial development, and is surrounded by and resource lands including the Six Rivers National Forest.

County Population and Growth

According to the Census, the total population in Del Norte County was 27,507 in 2000 and 28,610 in 2010. The population grew in Del Norte County at a rate of 4.0 percent between 2000 and 2010, or at an annual growth rate of 0.4 percent.

District Population and Growth

The Gasquet CSD estimates a District population of approximately 775. The District will likely continue to develop at or less than the current county-wide growth rate of 0.4 percent per year, putting the District population at approximately 822 in 2030.

Disadvantaged Unincorporated Communities

LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the annual median household income is less than 80 percent of the statewide annual median household income (pursuant to Government Code Section 56033.5 and Water Code Section 79505.5).

According to the 2008-2012 American Community Survey 5-Year Estimates, the California median household income (MHI) is \$61,400. The Del Norte countywide MHI is \$39,626, which places it at 65% of the California MHI. With only one incorporated city, Crescent City, most of the County's population exists in unincorporated communities that qualify as "disadvantaged".

The California Department of Water Resources has mapped communities that are at or below 80 percent of the annual median household income by using census data for each county. According to this data, the communities of Smith River, Hiouchi, Gasquet, Klamath, and parts of the incorporated City of Crescent City are classified as disadvantaged within Del Norte County.

The Gasquet CSD provides one of the three basic services - water service – to areas that are considered disadvantaged. There are no sewer services within District boundaries, residents rely on private septic systems. Gasquet Fire Protection District provides fire protection services within all of Gasquet CSD.

Services & Infrastructure

Services Provided

The Gasquet CSD provides water service to a total of 352 residential and visitor serving commercial customers (connections) and maintains fire hydrants within the District boundary (DWR 2014).

Water Demand and System Capacity

Gasquet is a community where water demand varies widely with the seasons. There are significantly more visitors in the summer than in the winter, therefore peak summer demand is more than double typical winter demand. Water delivery totaled approximately 31.5 million gallons in 2014, with an average delivery of 2.63 million gallons per month, and a peak of 4.6 million gallons for the month of July (DWR 2014).

The District receives surface water from the Smith River at the confluence of the North Fork and Middle Fork. The District holds a Water Rights Permit to take up to 345 gallons per minute (gpm), with an annual withdraw limit of 135.9 million gallons (417 acre-feet). The District's contract Engineer prepared a Water Treatment Plant Capacity Report (WTPCR) in December 2009 (Young 2009). The purpose of the report was to "evaluate the water treatment plant capacity limitations in order to develop an improvement program to systematically meet the future system water demands." The need to meet future anticipated demands, along with the need for an adequate fire suppression supply, led the District to prepare its WTPCR.

Gasquet CSD estimated a total service capacity of 400 customers, which is currently limited by the system's treatment and delivery capacity as describe in the 2009 WTPCR and summarized below. The District's current Water Rights Permit limit is not anticipated to be reached until around 2034 (Young 2009). The District has no plans to significantly increase capacity as existing facilities can accommodate full County General Plan build out of the District.

Infrastructure Overview

Raw water is pumped by the Gasquet CSD from the Smith River to a water treatment plant located approximately 500 feet from the river. Upon treatment, the water enters into a

distribution system comprised of 6-inch, 8-inch and 4-inch mainlines, which has metered connections. There are two storage tanks, which total 350,000 gallons of storage.

The Gasquet CSD's existing water system, originally constructed in the late 1960s, has been modified somewhat over the years. The water system includes the following infrastructure:

- Two 5 horsepower (hp) submersible pumps;
- Two 3 hp submersible pumps;
- 6-inch, 8-inch, and 4-inch water distribution line throughout service area;
- Two storage tanks (150,000 and 200,000 gallons); and
- Water Treatment Plant:
 - Two adsorption clarifiers;
 - Four 5,000 gallon contact tanks;
 - 6,000 gallon "old" adsorption clarifier (serves as a contact tank);
 - Two 1,200 gallon "wet well" tanks;
 - Four booster pumps (7.5 hp, 10 hp, 15 hp, and 20 hp); and
 - Pressure and sand filter.

The below infrastructure summary is based on the 2009 Water Treatment Plant Capacity Report (Young 2009).

River Pumps

When functioning properly, the four river pumps, at 300 gpm total output, can meet estimated system demands until 2027. There doesn't appear to be any urgency to improve the pumping capacity at the river, except for the issue of system redundancy.

Adsorption Clarifiers

Each of the two clarifiers (rated for a total of 300 gpm) should be adequate until about 2027 based on estimated future demands. However, the redundancy issue remains. If one clarifier is out of service, the capacity is limited to 150 gpm, although it could probably be operated at a somewhat higher rate with the accompanying reduced efficiency. The 150 gpm limit, however, is below the present maximum daily demand and a third clarifier should be considered.

Contact Tanks

The contact tanks previously limited the plant's capacity. However, four 5,000 gallon tanks and the 6,000 gallon "old clarifier" are now in service. As a result, the capacity of the contact system now exceeds the Water Rights Permit limitation. The contact tanks are no longer a constraint on the system capacity.

Booster Pumps

All four booster pumps are from different manufacturers and have different output characteristics. When all four pumps are operating, output is estimated to be near 350 gpm. This does not allow for system redundancy. Should the largest single pump go out of service, the

remaining three pumps are estimated to be able to deliver approximately 240 gpm, which will meet estimated system demands through around 2016/2017.

Sand Filter(s)

In 2009 the sand filter was the capacity limiting component, however the District purchased and installed three 85 gpm sand filters with the provision for a fourth future filter; in addition to the existing 150 gpm filter. It was recommended that the oldest 150 gpm filter be replaced with one or two 100 (+/-) gpm filters.

Control System

As new pumps are installed the WTPCR recommends the control system should operate the pumps sequentially, and on rotation, without having to rely on seasonal manual adjustments.

Infrastructure Needs and Deficiencies

The existing water delivery system is adequate to serve the Gasquet community. As water demand grows, the water treatment system is approaching its treatment capacity. Capacity challenges were documented in the District's 2009 Water Treatment Plant Capacity Report and are summarized above. Some of the WTPCR recommendations have been implemented; other portions are currently being, or are scheduled for, implementation. Replacements and upgrades occur as needed. The District did not identify any immediate infrastructure needs at this time.

Planned Upgrades

River Pumps

In regards to the issue of system redundancy, and as a matter of good engineering practice, a pumping system should be able to meet its design requirements with the largest single pump (unit) out of service. Standardizing equipment makes sense from a maintenance perspective, as it minimizes part inventory. The District's WTPCR recommends that when the time comes to replace the river pumps, the pumps are selected such that any three pumps working together are capable of delivering 345 gpm to the treatment plant. This means each of the four replacement pumps should be rated for 120 gpm.

Adsorption Clarifiers

In regards to the issue of system redundancy, the District's WTPCR suggests that a third 175 gpm clarifier be considered in the near future.

Booster Pumps

The existing booster pumps are adequate from the standpoint of capacity to meet present and future daily demands. However, for operation and maintenance reasons, related to system redundancy and standardization, the WTPCR suggests that as the existing pumps are replaced, they be standardized, that is, the same manufacturer and model. Also, the WTPCR recommends four equal sized fixed speed pumps, and as design details are developed, the potential inclusion of a variable speed pump.

Sand Filter(s)

The WTPCR also recommends that the existing 40-year old, 150 gpm filter be retired and replaced with one or two more additional 85-100 gpm filters.

Other Public Service Providers

The County of Del Norte provides general governmental services including social services, emergency services, planning, county roads and parks, etc. to the unincorporated areas of Del Norte County. Law Enforcement is provided by the Del Norte County Sheriff's Office and fire protection is provided by the Gasquet Fire Protection District (FPD) and California Department of Forestry and Fire Protection (CAL FIRE). In addition, the Gasquet FPD has mutual aid agreements with all of the fire protection districts in Del Norte County and other adjacent jurisdictions (e.g. Humboldt County, Illinois Valley Fire District in Cave Junction Oregon, etc.). The California Department of Transportation (CalTrans) is responsible for the condition of U.S. Highway 199 that bisects the Gasquet CSD from east to west and serves as only one of three official Emergency Evacuation Routes for Del Norte County. California Highway Patrol Officers regularly operate inside the District.

Shared Facilities & Services

The Gasquet CSD uses the Mountain Elementary School's Library as a place for public meetings. The District does not currently contract with other districts to receive or provide shared services or facilities.

Budget

The District's primary revenue sources include water fees and service fees (standby and hook-up fees). The District's primary operational expenditures are salaries, utilities, professional fees, and loan repayment. The District currently has outstanding debt from a CA Department of Water Resources Davis Grunsky loan, with a balance of \$118,022 as of June 30, 2015. Table 5 below shows the Gasquet CSD's past three fiscal year budget summaries. The District has consistently operated with excess revenues which are budgeted towards system upgrades and saved in capital improvement and emergency reserve accounts.

Table 5: Gasquet CSD Budget Summary

Water	FY 2013/14	FY 2014/15	FY 2015/16
Total Revenue	\$ 177,950	\$ 165,550	\$ 166,860
Total Operating Expenses	\$ 121,676	\$ 114,614	\$ 117,989
Total Non-Operating Expenses	\$ 30,000	\$ 35,000	\$ 30,000
Total Expenditures	\$ 151,676	\$ 149,614	\$ 147,989
NET INCOME	\$ 26,274	\$ 15,936	\$ 18,871

Service Rates

Gasquet CSD Ordinance 95-5, as amended, establishes water service policy, rules, and regulations. The most recent amendment to water rates was approved by the Board of Directors and became effective on July 1, 2011.

Monthly rates include the first eight hundred (800) cubic feet (ft³) of water as measured at the meter for each connection. Monthly water use rates include a base rate, and if use exceeds 800ft³, an overage rate. Base rates for all service connections, other than R.V. spaces, is \$15.00 per month. The base rate for R.V. connections is \$5.00 per month. Overage rates for water used in excess of the 800 ft³ are \$2.20 per 100 ft³ of water. (One cubic foot of water equals 7.48 gallons.) The table below shows the District's fee schedule including connection fees and monthly rates.

Table 6: Gasquet CSD Fee Schedule

Size	Service Connection Fees	Monthly Service Rate
5/8" – 3/4"	\$4,220.00	\$15.00
1"	\$5,625.00	\$20.00
1-1/2"	\$8,435.00	\$28.00
2"	\$11,250.00	\$38.00
R.V. space	\$1,400.00	\$5.00

MUNICIPAL SERVICE REVIEW DETERMINATIONS

This chapter addresses the requirements of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code Section 56430). As part of the municipal service review process, LAFCo is required to make written statements of determinations in each of the categories listed below.

Growth and population projections

The Gasquet CSD has a permanent resident population of approximately 775. The District will likely continue to develop at or less than the current county-wide rates of 0.4 percent per year, putting the District population at approximately 822 in 2030.

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the Sphere of Influence

The bulk of Del Norte County's population exists in unincorporated communities that qualify as disadvantaged including the community of Gasquet. Gasquet CSD provides one of the three basic services - water service - to areas that are considered disadvantaged.

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

The District currently provides adequate water service to its existing connections. The District will need to implement the 2009 Water Treatment Plant Capacity Report (WTPCR) to meet future water demand within the current regulatory limits. The capacity issues addressed in the WTPCR include:

Water Source

Based on present growth projections, the GCSD's Water Permit limit (345 gpm) will not be reached until about 2034 and is therefore, outside of the 5-year scope and review of this MSR. The allowable annual and instantaneous withdrawal limits, and how they relate to service demand vs. system capacity should continue to be periodically assessed.

Treatment Plant Capacity

The Plant's existing booster pumps are adequate from the standpoint of capacity, to meet present and future daily demands. However, for operational and maintenance reasons, it is recommended that the booster pumps be replaced and standardized to allow for system redundancy. The WTPCR also recommends that the existing 40-year old, 150 gpm filter be retired and replaced with one or two more additional 85-100 gpm filters.

Given the information above, it is recommended that the District continue to pursue implementation of the WTPCR, including booster pump replacement, which appears to address the District's infrastructure needs and provides for anticipated future growth and demand.

Financial ability of agencies to provide services

The District appears to consistently operate with a budget surplus which has allowed the District to build up a capital and emergency reserve funds. Primary revenue sources are water and service fees; primary expenditures include salaries, utilities, professional fees, and loan repayment. While the District is capable of continuing to efficiently provide the current service offered, the existing infrastructure is aging and the service population is increasing. Therefore, it is recommended that the District pursue adoption of a Capital Improvement Program (CIP) which would address the financing of future infrastructure upgrades, as identified in the WTPCR.

Status of, and opportunities for, shared facilities

The Gasquet CSD uses the Mountain Elementary School's Library as a place for public meetings. The District does not currently contract with other districts to receive or provide shared facilities or services. There are limited opportunities for the District to share facilities with adjacent local agencies due to geographical constraints. The Gasquet FPD provides services with District boundaries and uses Gasquet CSD maintained fire hydrants as necessary.

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

The Gasquet CSD board meets regularly in public meetings, which are noticed in compliance with the Brown Act. Board members are elected by District residents and hold four year terms of office. The current government structure is operating efficiently, and appears to have sufficient governance structure and operational capacity.

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

There are no further matters to report related to the municipal water service provided by the Gasquet CSD.

SPHERE OF INFLUENCE DETERMINATIONS

Sphere of Influence Status

Gasquet CSD's SOI was amended by Del Norte LAFCo Resolution 10-05 on December 6, 2010 to include 67.5 acres located adjacent to and west of the existing Gasquet CSD district boundary; designated in the Del Norte County General Plan as "Residential" and "Visitor Serving Commercial" (See Figure 1). The District currently has no expansion plans and does not anticipate serving areas outside of the current District boundary at this time. Based on the results of this MSR, no expansion or reduction to the Gasquet CSD's SOI are recommended.

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

Lands within the District are primarily designated rural residential, residential neighborhood, visitor-serving commercial, and public facility, with a small portion of timberlands and state and federal lands. The District is surrounded by resource lands, mostly timber and state and federal lands. Land uses within the District are subject to the Del Norte County General Plan (2003) and Zoning Code. Little change in actual or designated land uses within the District is anticipated over the next 20 years.

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

The Gasquet CSD is meeting current water needs of its customers. The Gasquet CSD does not anticipate considerable growth within the District, or a significant increase in service demands as a result of population growth. Growth within the District and SOI is anticipated to occur as infill development. No out-of-district services are provided, nor have any services outside the District boundary been requested.

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

The District provides adequate services and has the capacity to provide the necessary water services to its customers. The District has sufficient water treatment capacity available and does not appear, in the current timeframe or in the foreseeable future, to be in short water supply. The District has no plans to significantly increase capacity. It is recommended that the District continue to pursue implementation of the WTPCR, which appears to address the District's infrastructure needs and provides for anticipated future growth and demand.

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

The District provides water service to the community of Gasquet. There are no other known communities of interest in the area.

For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere.

The bulk of Del Norte County's population exists in unincorporated communities that qualify as disadvantaged; Gasquet CSD provides water service to areas that are considered disadvantaged. There are no sewer services within District boundaries, residents rely on private septic systems. Structural fire protection services are the responsibility of the Gasquet Fire Protection District.

REFERENCES

Department of Water Resources (DWR) 2014. Public Water System Statistics for Gasquet CSD.

Del Norte LAFCo, 2010. *Gasquet Community Services District Municipal Service Review & Sphere of Influence Update*, Adopted December 6, 2010.

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