

***SPHERE OF INFLUENCE UPDATE
FOR THE
COLUSA COUNTY WATERWORKS DISTRICT #1
IN
GRIMES, CALIFORNIA***



Adopted February 5, 2009

Resolution 2009-0002

***LOCAL AGENCY FORMATION COMMISSION
OF
COLUSA COUNTY***

**SPHERE OF INFLUENCE FOR THE
COLUSA COUNTY WATERWORKS DISTRICT #1
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SPHERE OF INFLUENCE FOR THE COLUSA COUNTY WATERWORKS DISTRICT #1

1. INTRODUCTION

1.1 LAFCO's Responsibilities

This Sphere of Influence (SOI) has been prepared for the Colusa Local Agency Formation Commission (Colusa LAFCO). Local Agency Formation Commissions are quasi-legislative local agencies created in 1963 to assist the State in encouraging the orderly development and formation of local agencies. This SOI consists of a brief review of water service as provided by the Colusa County Waterworks District #1 in Grimes and a recommendation that the boundary of the District stay the same.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.) is the statutory authority for the preparation of a Sphere of Influence, and periodic updates of the Sphere of Influence of each local agency. The Municipal Service Review (MSR) has been prepared according to the requirements of the State Law and the Guidelines.

A Sphere of Influence is a plan for the probable physical boundaries and service area of a local agency, as determined by the affected Local Agency Formation Commission (Government Code §56076). Government Code §56425(f) requires that each Sphere of Influence be updated not less than every five years, and §56430 provides that a Municipal Service Review shall be conducted in advance of the Sphere of Influence update.

1.2 Sphere of Influence Requirements

In determining the Sphere of Influence for each local agency, LAFCO must consider and prepare a written statement of determinations with respect to each of the following:

1. The present and planned land uses in the area, including agricultural and open space lands;
2. The present and probable need for public facilities and services in the area;
3. The present capacity of public facilities and adequacy of public services which the agency provides, or is authorized to provide; and
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

1.3 LAFCO Policies and Procedures Related to Spheres of Influence

The Colusa LAFCO adopted policies and procedures related to Spheres of Influence on February 5, 2004 and amended on August 2, 2007.

1.4 Description of Public Participation Process

Colusa LAFCO is a legislative body authorized by the California Legislature and delegated powers as stated in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (the Act). The LAFCO proceedings are subject to the provisions of California's open meeting law, the Ralph M. Brown Act (Government Code Sections 54950 et seq.) The Brown Act requires advance posting of meeting agendas and contains various other provisions designed to ensure that the public has adequate access to information regarding the proceedings of public boards and commissions. Colusa LAFCO complies with the requirements of the Brown Act.

SOI policies have been adopted by the Colusa LAFCO. Colusa LAFCO has discussed and considered the SOI process in open session, and has adopted a schedule for completing the various municipal service reviews and sphere of influence updates for Colusa County. Each Sphere of Influence will be prepared as a draft, and will be subject to public and agency comment prior to final consideration by the Colusa LAFCO.

1.5 Possible Approaches to the Sphere of Influence

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. Based on review of the guidelines of Colusa LAFCO as well as other LAFCOs in the State, various conceptual approaches have been identified from which to choose in designating an SOI. These seven approaches are explained below:

1) Coterminous Sphere:

The sphere for a city or special district that is the same as its existing boundaries. (This is the recommendation for the Colusa County Waterworks District #1, Grimes California)

2) Annexable Sphere:

A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside its boundaries and inside the sphere.

3) Detachable Sphere:

A sphere that is smaller than the agency's boundaries identifies areas the agency is expected to detach. The detachable area is the area within the agency bounds but not within its sphere.

4) Zero Sphere:

A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.

5) Consolidated Sphere:

A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.

6) Limited Service Sphere:

A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services. Territory designated as a limited service SOI may be considered for annexation to the limited purpose agency without detachment from the multi-service provider.

This type of SOI is generally adopted when the following conditions exist:

- a) the limited service provider is providing adequate, cost effective and efficient services,
- b) the multi-service agency is the most logical provider of the other services,
- c) there is no feasible or logical SOI alternative, and
- d) inclusion of the territory is in the best interests of local government organization and structure in the area.

Government Code §56001 specifically recognizes that in rural areas it may be appropriate to establish limited purpose agencies to serve an area rather than a single service provider, if multiple limited purpose agencies

are better able to provide efficient services to an area rather than one service district.

Moreover, Government Code Section §56425(i), governing sphere determinations, also authorizes a sphere for less than all of the services provided by a district by requiring a district affected by a sphere action to “establish the nature, location, and extent of any functions of classes of services provided by existing districts” recognizing that more than one district may serve an area and that a given district may provide less than its full range of services in an area.

7) Sphere Planning Area:

LAFCO may choose to designate a sphere planning area to signal that it anticipates expanding an agency’s SOI in the future to include territory not yet within its official SOI.

1.6 SOI Update Process

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years. In updating the SOI, LAFCO is required to conduct a municipal service review (MSR) and adopt related determinations.

This report identifies preliminary SOI policy alternatives and recommends the SOI option for the Colusa County Waterworks District #1. Development of actual SOI updates will involve additional steps, including opportunity for public input at a LAFCo public hearing, and consideration and changes made by Commissioners.

LAFCO must notify affected agencies 21 days before holding a public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

1.7 SOI Amendments and CEQA

LAFCO has the discretion to limit SOI updates to those that it may process without unnecessarily delaying the SOI update process or without requiring its funding agencies to bear the costs of environmental studies associated with SOI expansions. Any local agency or individual may file a request for an SOI

amendment. The request must state the nature of and reasons for the proposed amendment, and provide a map depicting the proposal.

LAFCO may require the requester to pay a fee to cover LAFCO costs, including the costs of appropriate environmental review under CEQA. LAFCO may elect to serve as lead agency for such a review, may designate the proposing agency as lead agency, or both the local agency and LAFCO may serve as co-lead agencies for purposes of an SOI amendment. Local agencies are encouraged to consult with LAFCO staff early in the process regarding the most appropriate approach for the particular SOI amendment under consideration.

Certain types of SOI amendments are likely exempt from CEQA review. Examples are SOI expansions that include territory already within the bounds or service area of an agency, SOI reductions, and zero SOIs. SOI expansions for limited purpose agencies that provide services (e.g., fire protection, levee protection, cemetery, and resource conservation) needed by both rural and urban areas are typically not considered growth-inducing and are likely exempt from CEQA. Similarly, SOI expansions for districts serving rural areas (e.g., irrigation water) are typically not considered growth-inducing.

Remy et al. write:

In *City of Agoura Hills v. Local Agency Formation Commission* (2d Dist.1988) 198 Cal.App.3d480, 493-496 [243 Cal.Rptr.740] (*City of Agoura Hills*), the court held that a LAFCO's decision to approve a city's sphere of influence that in most respects was coterminous with the city's existing municipal boundaries was not a "project" because such action did not entail any potential effects on the physical environment.¹

Since the recommendation is to establish and maintain the Sphere of Influence for the Colusa County Waterworks District #1 contiguous with the District Boundary, there will be no environmental impacts associated with the adoption of the Sphere of Influence report and map.

¹ Remy, Michael H., Tina A. Thomas, James G. Moose, Whitman F. Manley, Guide to CEQA, Solano Press Books, Point Arena, CA, February 2007, page 111.

2 SERVICE AREA SETTING-GRIMES CALIFORNIA

2.1 Grimes

The Community of Grimes is located on State Highway 45, south of Colusa and ten miles east of Interstate 5. Grimes was settled in 1851 and was named for Cleaton Grimes.² Grimes has a community hall, a post office, a trailer park, a community library, elementary school with a cafeteria, two bar/restaurants, and an industrial facility.³

The Colusa County Housing Element states that although this community “is not receiving the same level of housing development attention from the State Capitol region as those (communities) on Interstate 5, preparation will be made by the County to provide for a more diverse choice and availability of residential zoning.”⁴

Colusa County had 21,272 residents in 2006 with 3.01 persons per household.⁵ Based on 100 residential water service connections⁶ this would mean that the population of Grimes was 301. However, the District estimates the population at 450.⁷

The Colusa County Housing Element shows “Vacant Residential Zoned Land in the 100-Year Flood Zone” in Table 4-4. For the area of Grimes the land that is in the Flood Zone is “all of Grimes”.⁸ This will make it difficult to attract new development to Grimes.

The principal agricultural use(s) in the Grimes area are tree and field crops due to the Community’s proximity to the Sacramento River with rich soils.

² McComish and Lambert, History of Colusa and Glenn Counties, Historic Record Company, Los Angeles, CA 1918. p174.

³ NSF International, “Feasibility of an Economically Sustainable Point-of-Use/Point-of-Entry Decentralized Public Water System Final Report”, March 2005, p18. nsf.org/business/.../pdf/GrimesFinalReport_Dec05.pdf

⁴ Colusa County, “Final Housing Element”, December 2003, page 4-12

⁵ <http://quickfacts.census.gov/qfd/states/06/06011.html>

⁶ California Department of Health Services, “2006 Annual Report to the Drinking Water Program for Community Water Systems Under 200 Service Connections for Year Ending December 31, 2006 Colusa County Waterworks District #1-Grimes”

⁷ California Department of Health Services, “2006 Annual Report to the Drinking Water Program for Community Water Systems Under 200 Service Connections for Year Ending December 31, 2006 Colusa County Waterworks District #1-Grimes”

⁸ Colusa County, “Final Housing Element”, December 2003, page 4-11.

2.2 Colusa County

Colusa County is located approximately thirty-five miles north of Sacramento, along the I-5 corridor. The County is approximately thirty-five miles long (north to south) and forty-five miles wide (east to west). It is bounded by Yolo, Sutter, Butte, Glenn and Lake Counties. It is primarily a rural agricultural county, with 21,272 residents in 2006.⁹

There are two incorporated cities: Colusa (5,000) and Williams (3,000). Interstate 5 bisects the County running north and south. To the west of I-5 is flat agricultural land, running into the Coastal Mountain range. The highest point in the County is located in the Coastal Range, at over 7,000 feet. East of I-5, the topography is flat. The Sacramento River roughly forms the eastern boundary of the County.

Agriculture is the major industry in the County. Colusa was identified by UC Davis Extension Specialist Al Sokolow as having the highest percentage increase in agricultural growth in California during the period 1985-1995 (115 % increase). The total on-farm agricultural value in the County in 1997 was \$333 million. This increased to over \$484 million in 2007.¹⁰

The school-age youth in the County are over 50 percent Hispanic, one of the highest in the State. Cultural barriers, communication skills and community infrastructure to support this segment of the population are all major challenges. The Colusa County unemployment rate is often the highest in the State (reaching over 30 % during the winter months).¹¹ The median household income in Colusa County in 2004 was \$38,350 with 11.7% below the poverty level.¹²

2.3 Climate

The climate in Grimes is typical of Colusa County and the Sacramento Valley, and is generally described as having cold wet winters and warm dry summers. Rainfall of the region is confined mainly to winter months and varies between 15 and 20 inches per year. Winters can be very cold for short periods while summers are hot and dry, with practically no rain from May to September (Colusa County General Plan, 1994).

⁹ <http://quickfacts.census.gov/qfd/states/06/06011.html>

¹⁰ Colusa County Department of Agriculture, "2007 Colusa County Crop Report", 100 Sunrise Blvd. Suite F, Colusa CA 95932, Phone: 530-458-0580.

¹¹ <http://cecolusa.ucdavis.edu/profile.htm>

¹² <http://quickfacts.census.gov/qfd/states/06/06011.html>

2.4 Existing Municipal Services and Providers

The Colusa County Waterworks District #1 provides water service to the community of Grimes.

Other service providers in the Grimes area include the following:

- Sacramento River Fire Protection District
- Grand Island Cemetery District
- Reclamation District 108

The District has little interdependence with the surrounding area and is limited by the nature of its services. It does provide water for fire protection purposes for the Sacramento River Fire Protection District. The County of Colusa provides streets, police protection, planning and administrative services.

Grimes is part of the Pierce Joint Unified School District, the elementary school is Grand Island Elementary at 551 Leven Street, Grimes, CA 95950, Phone 530-437-2416, Fax 530-437-2296.¹³ The students attend junior high school and high school in Arbuckle. The School District's student demographics include the following ethnicity: 69% Hispanic, 28% White and 2% African American. According to the School District, 67% of the students are on the free and reduced lunch program.¹⁴

¹³Pierce Joint Unified School District

<http://www.pierce.k12.ca.us/education/school/school.php?sectiondetailid=65>

¹⁴Pierce Joint Unified School District

<http://www.pierce.k12.ca.us/education/components/scrapbook/default.php?sectiondetailid=400>

3 ZONING AND LAND USE

The Colusa County General Plan Designations within the Colusa County Waterworks District #1 are as follows:

AT	Agricultural Transition
C	Commercial
I	Industrial
PS	Public/Semi-Public Services
RR	Rural Residential
UR	Urban Residential

The special Agricultural Transition (A-T) designation is described in the Colusa County General Plan as follows:

The intent of the A-T designation is two-fold: first, to recognize areas where land has already been subdivided into small parcels (less than 10 acres) for ranchettes, part-time farms, and orchards; and second, to identify vacant areas which may be suitable for urban uses in the future but which are not suitable at this time due to a lack of urban service and their distance from the established community (Colusa County General Plan, 1989).

This A-T land serves as a buffer area until municipal services are feasible. These lands can be redesignated through a General Plan Amendment process if determined necessary by the County.

The land surrounding the District is zoned "AG, Agriculture-General".

The Colusa County Housing Element states that "The vacant land designated for residential uses within the County could accommodate approximately 9,439 additional units....Ample vacant land is available in various zones for each of the communities in the County..."¹⁵ The Colusa County Housing Element includes the following table to show the zoning in Grimes:¹⁶

¹⁵ Colusa County, "Final Housing Element", December 2003, page 4-10

¹⁶ Colusa County, "Final Housing Element", December 2003, page 4-6.

HOUSING ELEMENT Table 4-1d GRIMES Number of Parcels by Zone						
	R-R Zone	R-1-6 Zone	R-1-8 Zone	R-2 Zone	R-3 Zone	PD Zone
Total Acres	18 acres	-	13 acres	-	-	-
Number of Parcels	6 parcels	-	15 parcels	-	-	-
Density of Development	1 DU/ acre	1 DU/ 6,000 square feet with public water/ sewer	1 DU/ 8,000 square feet with public water/ sewer	2 DU/ 8,000 square feet with public water/ sewer	2 DU/ 8,000 sq ft + add. DU per 2,000 sq ft with public water and sewer	Depends upon PD approval
Potential Maximum # of units	18 DU	-	70 DU	-	-	-
# of parcels vacant	4 parcels	-	11 parcels	-	-	-
Vacant Acreage	12 acres	-	5 acres	-	-	-
# or parcels underutilized	2 parcels	-	4 parcels	-	-	-
Underutilized Acreage	6 acres	-	8 acres			

The land surrounding the District is zoned “AG, Agriculture-General”.

Maps showing the General Plan Land Use Designations and the Zoning are at the end of this report.

4 COLUSA COUNTY WATERWORKS DISTRICT #1

4.1 District Background

The Colusa County Waterworks District #1 was established in 1961.¹⁷ The District operates under Section 55000-55991 of the California Water Code providing water for domestic purposes in the area of Grimes.¹⁸ The water system was constructed in 1964.¹⁹

The Colusa County Housing Element describes the District as follows:

The town (Grimes) was served by individual wells until the late 1960's. The new water system (at that time) alleviated a water quality problem that had resulted from septic systems sited too close to individual wells, however, the current water quality does not meet proposed Federal standards for arsenic. The system presently has two wells with a combined pumping capacity of 1700 gpm and a 5,000 gallon pressurized water storage tank. At this time, there appears to be adequate capacity to support the amount of growth shown in the year 2010 Community Plan for Grimes.²⁰

Grimes was the subject of an EPA-funded Study in 2002 to install Point-of-Use (POU) water filtration devices (to remove arsenic) in the homes and businesses of the community. The Study described Grimes as follows:

Grimes has no industry and many of its residents are farm laborers or commute to work. Many residents live in rental trailers or very small cabins. While there is no industry in Grimes, there is, however, one welding shop, two restaurants, a small store and two daycare centers.²¹

¹⁷ Colusa County Auditor. "Special District Audits Fiscal Year 2005-06".

¹⁸ Colusa County Auditor. "Special District Audits Fiscal Year 2005-06".

¹⁹ Colusa County Waterworks District #1, Fred Durst, Director, Phone 437-2263, October 24, 2007.

²⁰ Colusa County, "Final Housing Element", December 2003, page 4-14

²¹ NSF International, "Feasibility of an Economically Sustainable Point-of-Use/Point-of-Entry Decentralized Public Water System Final Report", March 2005, p18. nsf.org/business/.../pdf/GrimesFinalReport_Dec05.pdf

4.2 Water Supply

The Colusa County Waterworks District #1 receives all municipal water exclusively from underground sources. The District uses 36 million gallons annually. The maximum day is 182,000 gallons. The maximum month is July with 5 million gallons.²²

Contained within most of Colusa County is the Colusa groundwater sub-basin, a portion of the Sacramento Valley basin bounded on the east by the Sacramento River, on the west by the Coast Range and foothills, on the south by Cache Creek, and on the north by Stony Creek. Precipitation in this basin ranges from 15 and 20 inches per year with higher precipitation occurring to the west.

The Sacramento River Hydrologic Region consists of 17.4 million acres in its entirety. Groundwater provides 31 percent of the water supply from the 88 basins/sub-basins delineated in the region. These basins underlie 5.053 million acres.

The reliability of groundwater varies greatly. The Sacramento Valley is recognized as one of the foremost groundwater basins in the State, and wells developed in the sediments of the valley provide excellent supply of groundwater for irrigation, municipal and domestic uses.

The Colusa sub-basin (basin 5-21.52) contains 918,380 acres with average well yields of up to 5,600 gallons per minute with an average well yield of 984 gallons per minute. (DWR Bulletin 118, 2003 page 159). The District extracts groundwater from one main well and has one standby well.²³

4.3 Water Treatment

According to the EPA Study

Small community water treatment has posed an enormous problem for the drinking water regulatory community, drinking water professionals, and the people living in these communities. The Safe Drinking Water Act (SDWA) and subsequent regulations require that all water in the distribution system and at every tap connected to the distribution system comply.

²² California Department of Health Services, "2006 Annual Report to the Drinking Water Program for Community Water Systems Under 200 Service Connections for Year Ending December 31, 2006 Colusa County Waterworks District #1-Grimes"

²³ Colusa County Waterworks District #1, Fred Durst, Director, Phone 437-2263, October 24, 2007.

This essentially mandates central treatment prior to entering the distribution system. No water that exceeds a primary standard may be used for drinking water. Primary standards have been developed to protect human health and are rigorously enforced by the Department of Health Services. For very small communities, this may be a cost that poses an undue burden. Often it could be a cost that has negative public health implications. For a very low-income family, the money spent on water treatment may not be available for other essentials.

Rather than spend that money, a community may apply for a variance or exemption. Exemptions and variances are intended to be temporary solutions to regulatory compliance. They may, however, extend indefinitely leaving a community with no water that meets the regulation.

Point-of-use (POU) treatment provides an alternative by treating a portion of water for less cost. The new arsenic regulation mostly affects small communities. This may be the time when this alternative treatment technology may be the best choice.²⁴

Secondary standards are intended to protect the taste, odor or appearance of drinking water. California Code requires that, if a community water system experiences an exceedance of certain secondary standards, quarterly sampling must be initiated. Compliance is then determined based upon the average of four consecutive quarterly samples. Non-compliant water must then be treated to meet the secondary standards.²⁵

The Colusa County Waterworks District #1 water is treated with sodium hypochlorite for Coliform bacteria.²⁶

²⁴ NSF International, "Feasibility of an Economically Sustainable Point-of-Use/Point-of-Entry Decentralized Public Water System Final Report", March 2005, p18. nsf.org/business/.../pdf/GrimesFinalReport_Dec05.pdf

²⁵ Brelje & Race Consulting Civil Engineers, "Preliminary Engineering Report Bonanza Springs Water System CSA #7 Lake County Special Districts", December 2006, page 8.

²⁶ California Department of Health Services, "2006 Annual Report to the Drinking Water Program for Community Water Systems Under 200 Service Connections for Year Ending December 31, 2006 Colusa County Waterworks District #1-Grimes"

4.4 Water Supply Infrastructure

Water distribution systems carry water for both domestic use and for fire protection. The distribution system should be sized to perform both functions simultaneously, delivering sufficient water volume and pressure. Pipes should be made of durable and corrosion-resistant materials, and alignments located in areas that are easy to access for repairs and maintenance.²⁷ Fire hydrants should be placed a maximum of 600 feet apart along the water mains and a maximum of 500 feet from the end of water lines.²⁸

Some water loss in the distribution system can be expected. Water loss is the difference between the volume of water pumped from the water supply well and the volume of water sold to users. A loss of water from 5% to 15% is considered acceptable.²⁹

The District has 106³⁰ connections (100 residential, 5 commercial and 1 agricultural). The District has 8-inch to 2-inch pipelines. The larger pipelines are made of transite (50% cement and 50% asbestos before 1980)³¹ but the 2-inch lines are either plastic or metal.³² There are 10 fire hydrants.³³

4.5 Fire Flows

Urban water systems must maintain adequate water pressure in order to provide adequate fire flow. The County Fire Marshall uses State fire flow standards which identify fire flow requirements based on construction type and occupancy. There are no other requirements for water pressure, although customers expect adequate pressure for typical uses.

The Fire Flow requirement for one and two-family buildings is a minimum of 1,000 gpm depending on the size of the structure (2001 UFC, Division III. fire-flow requirements for buildings).

²⁷ Brelje & Race Consulting Civil Engineers, "Preliminary Engineering Report Bonanza Springs Water System CSA #7 Lake County Special Districts", December 2006, page 10

²⁸ Brelje & Race Consulting Civil Engineers, "Preliminary Engineering Report Bonanza Springs Water System CSA #7 Lake County Special Districts", December 2006, page 11

²⁹ Brelje & Race Consulting Civil Engineers, "Preliminary Engineering Report Starview Water System CSA #18 Lake County Special Districts", December 2006, page 4.

³⁰ California Department of Health Services, "2006 Annual Report to the Drinking Water Program for Community Water Systems Under 200 Service Connections for Year Ending December 31, 2006 Colusa County Waterworks District #1-Grimes"

³¹ <http://en.wikipedia.org/wiki/Transite>

³² Colusa County Waterworks District #1, Fred Durst, Director, Phone 437-2263, October 24, 2007.

³³ Colusa County Waterworks District #1, Fred Durst, Director, Phone 437-2263, October 24, 2007.

The Sacramento River Fire Protection reports the following regarding the water available for fire protection in Grimes:

The Sacramento River Fire Protection District cannot meet the required fire flow on the initial response in the town of Grimes due to the inadequate water system operated by Colusa County Water Works District #1.

The Fire Protection District must rely on mutual aid response of water tenders. The problem arises to find an adequate water source to refill the water tenders.

Presently the water source would be Thayer Aviation located one mile north of Grimes. It is estimated that the Fire Protection District could meet the required fire flows for the town of Grimes once a water shuttle is established with water tenders and the existing water system.³⁴

4.6 Colusa County Waterworks District #1 Personnel

The District has no paid personnel but relies on the volunteer Board of Directors and independent contractors for all services.³⁵ The Board has Simon Robles handle the billing.³⁶ The treatment plant operator is Rex Monroe (operator Grade D2) who comes once per week.³⁷

The Distribution system operator is Lance Swift (Operator Grade D1) from Grimes. He inspects the system once per month in return for free water.³⁸

³⁴ Winters, Jeffrey, Fire Chief, Sacramento River Fire Protection District, Questionnaire, February 10, 2006.

³⁵ Colusa County Waterworks District #1, Fred Durst, Director, Phone 437-2263, October 24, 2007.

³⁶ California Department of Health Services, "2006 Annual Report to the Drinking Water Program for Community Water Systems Under 200 Service Connections for Year Ending December 31, 2006 Colusa County Waterworks District #1-Grimes"

³⁷ California Department of Health Services, "2006 Annual Report to the Drinking Water Program for Community Water Systems Under 200 Service Connections for Year Ending December 31, 2006 Colusa County Waterworks District #1-Grimes"

³⁸ Colusa County Waterworks District #1, Fred Durst, Director, Phone 437-2263, November 13, 2007

4.7 Water Service Rates

The District charges \$5.00 per connection per month. Bills are sent out twice per year so each bill is \$30. There are no water meters.³⁹

Rates for other water service providers in the area are shown below:

District/Agency	Monthly Service Charge- Water	Connection Fee
City of Colusa	\$11.45 + extra if over 10,000 cu. Ft.	\$822 Meter Fee \$21,360 Impact Fee
City of Williams	\$8.00 + consumptive fee	\$1,770
Arbuckle PUD	\$12.00	\$1,000
Maxwell PUD	\$29.34	\$1,750
Princeton Waterworks District	\$25	\$800

Source: Colusa Local Agency Formation Commission

The rates shown above are still low even though they are higher than the rate charged by Colusa County Waterworks District #1. The median domestic water rate in Yuba County is \$38.15 per month.⁴⁰

The EPA-funded study states that

The EPA affordability threshold of 2.5% of median household income indicates that the households of Grimes could afford as much as \$60 per month for water service....The basic problem is that the residents of Grimes have become accustomed to paying only \$5 per month for water service. The cost of water service combined with arsenic removal will produce what is termed in the regulatory environment as rate shock.... however, the unaddressed issue is the monthly charge for basic water service in Grimes that would maintain a viable distribution system infrastructure over the

³⁹ Colusa County Waterworks District #1, Fred Durst, Director, Phone 437-2263, October 24, 2007.

⁴⁰ Yuba LAFCO, "Final Municipal Service Review: County of Yuba", July 24, 2008, page72.

long-term and that would compensate for the costs of the service presently being provided in-kind.⁴¹

4.8 Colusa County Waterworks District #1 Finances

On June 30, 2006, the District had \$72,985 on deposit with the Colusa County Treasurer, which included \$56,146 in reserves. The District maintained a record of all expenditures. The Auditor had no recommendations.⁴² The District had \$13,533 revenue in 2005 which included \$11,025 in water service charges and \$2,508 in interest.⁴³

The following information is provided by the Colusa County Auditor-Controller:⁴⁴

Colusa County Waterworks Districts June 30, 2006	Fund Balance Unreserved/ Undesignated June 30, 2006	Estimated Additional Financing Sources	Total Available Financing	Estimated Financing Uses	Total Financing Requirements
Colusa County #1	\$72,985	\$14,000	\$86,985	\$13,350	\$13,350
Princeton	\$5,582	\$67,065	\$72,647	\$62,310	\$62,310

The Colusa County Auditor-Controller provides the following information regarding revenue to the Colusa County Waterworks District #1.⁴⁵

Revenue Classification	Actual Revenue 2004-05	Actual Revenue 2005-06	Adopted Budget 2006-07	Adopted Budget 2007-08	Actual Revenue 2007-08⁴⁶
Interest	\$1,778	\$2,508	\$2,000	\$2,000	\$4,326.05
Water Charges/ Hook-ups	\$9,053	\$11,025	\$12,000	\$28,000	\$29,361.75 ⁴⁷

⁴¹ NSF International, "Feasibility of an Economically Sustainable Point-of-Use/Point-of-Entry Decentralized Public Water System Final Report", March 2005, p50. nsf.org/business/.../pdf/GrimesFinalReport_Dec05.pdf

⁴² Colusa County Auditor. "Special District Audits Fiscal Year 2005-06".

⁴³ Colusa County Auditor. "Special District Audits Fiscal Year 2005-06".

⁴⁴ Colusa County "Summary of Special District Budgets for Fiscal Year 2006-07"

⁴⁵ Colusa County, "Analysis of Revenue by Source Budget for Fiscal Year 2006-2007" Page 396.

⁴⁶ Colusa County Auditor, "Revenue Status Report 2007-2008" Colusa County Waterworks District #1, August 25, 2008

⁴⁷ Additional income was for one year only. Additional income was from selling extra water to gas well drilling companies. Colusa County Auditor's Office, Janet Daily, Phone 530-458-0400. August 26, 2008.

The Colusa County Auditor-Controller provides the following information regarding the budget for the Colusa County Waterworks District #1:⁴⁸

Expenditure Classification	Actual Expenditure 2004-05	Actual Expenditure 2005-06	Adopted Budget 2006-07	Expenditure 2007-08⁴⁹
Maintenance-Equipment	\$3385	\$4487	\$5000	\$3902.71
Maintenance-Structures	\$129	\$29	\$200	0
Misc. Expense	\$20	0	0	0
Office Expense	0	\$271	\$300	\$78.31
Professional/ Specialized Services	\$2887	\$2434	\$3000	\$2965.00
Small Tools & Instruments				\$224.12
Special Department Expenses	\$738	\$521	\$500	\$576.53
Utilities	\$3336	\$4236	\$4300	\$4921.70
Total	\$10,496	\$12,005	\$13,350	\$12,668.37

4.9 Review of District Management Structure

A 5-member Board of Directors governs the Colusa County Waterworks District #1. The Board of Directors meets at Art's Welding, 343 Main Street, Grimes (phone 530-2231) as needed.

The following are members of the Board of Directors:

Fred Durst: 530-437-2263
 John Keller: 530-437-2528
 Arlan Moore: 530-437-2482
 Art Olivares⁵⁰: 530-437-2283
 vacant⁵¹

The Board members are appointed for indefinite terms and serve at the will of the Colusa County Board of Supervisors.

⁴⁸ Colusa County, "Analysis of Expenditure by Source Budget for Fiscal Year 2006-2007" Page 397

⁴⁹ Colusa County Auditor, "Expenditure Status Report 2007-2008" Colusa County Waterworks District #1, August 25, 2008.

⁵⁰ Colusa County Auditor, "Special District Audits Fiscal Year 2005-06".

⁵¹ Colusa County Board of Supervisors Clerk, Yolanda Tirado, Phone: 530-458-0508, E-Mail: cocolusa@countyofcolusa.org

Contact Information for the District is as follows:

Colusa County
Waterworks District #1
PO Box 131
Grimes, CA 95950

The District maintains no liability insurance according to the Auditor⁵²; however the Board states that they do have insurance through a local insurance company.⁵³

The EPA-funded study stated the following:

Their weakest attribute was administration. Their record keeping was inconsistent. They weren't aware of some connections....It was also recommended that they join the California Rural Water Association (CRWA). There are many issues they need to deal with....They need to implement a new rate structure....⁵⁴

⁵² Colusa County Auditor. "Special District Audits Fiscal Year 2005-06".

⁵³ Colusa County Waterworks District #1, Fred Durst, Director, Phone 437-2263, November 13, 2007.

⁵⁴ NSF International, "Feasibility of an Economically Sustainable Point-of-Use/Point-of-Entry Decentralized Public Water System Final Report", March 2005, p52. nsf.org/business/.../pdf/GrimesFinalReport_Dec05.pdf

5 COLUSA COUNTY WATERWORKS DISTRICT #1 SOI

The Sphere of Influence for Colusa County Waterworks District #1 in Colusa County is recommended to stay the same as the present boundary of the District. The current and planned development of properties within the proposed Sphere of Influence will require domestic water services as development occurs.

Information contained in this Sphere of Influence is only as of the date of adoption. LAFCo Policy 3.3 (e) calls for an updated Master Services Element at the time a proposal is made. Policy 2.14 essentially requires an updated Master Services Element anytime conversion of agricultural land meeting the definition contained in California Government Code Section 56064 is proposed.

5.1 Land Use

5.1.1 Present and Planned Land Uses in the Area

The 1989 Colusa County General Plan states the following:

The Colusa County General Plan provides the basis for decisions regarding growth and land development. It is the County's official statement of public policy for the use of private and public land.

The Plan provides a framework for encouraging economic development while managing growth, conserving agricultural lands, protecting the environment, and preserving the qualities that make Colusa County unique.

It reflects the aspirations and values of Colusa County residents regarding the future character and form of their communities.⁵⁵

The community of Grimes is recognized in the Colusa County General Plan and the land use designations are appropriate for a small community with no wastewater treatment service.

The soil type for this area is Vina loam, 0 to 2 percent slopes, and is described in more detail in Appendix A at the end of this report.⁵⁶

⁵⁵ <http://library.ceres.ca.gov/docs/data/1900/1951/HYPEROCR/hyperocr.html>

⁵⁶ http://www.ca.nrcs.usda.gov/mlra02/colusa/grimes_qd.html

5.1.2. SOI Determinations Present and Planned Land Use

- 1-1] The Colusa County Waterworks #1 Sphere of Influence will support the planned land uses shown in the Colusa County General Plan and Zoning Code.
- 1-2] Land surrounding the Colusa County Waterworks District #1 is zoned for agriculture and it would not be appropriate to include this land within the Sphere of Influence.
- 1-3] Land surrounding the Colusa County Waterworks District #1 is in a flood plain and it would not be appropriate to include this land within the Sphere of Influence.
- 1-4] Land within the Colusa County Waterworks District #1 has land use designations which would allow for the small amount of growth that is expected.
- 1-5] The appropriate Sphere of Influence for the Colusa County Waterworks District #1 in Grimes is a Coterminous Sphere, the Sphere of Influence--the same as the District Boundary.
- 1-6] The Sphere of Influence for the Colusa County Waterworks District #1 does not show any areas to be detached or added to the District.

5.2 Municipal Services: Present and Probable Need

5.2.1. Service Need

There is a need for the water service provided by the Colusa County Waterworks District #1. The County should support the District as much as possible.

The County should recognize the volunteer efforts of the board members and others who assist the District. The County departments should continue to assist the District in completing the necessary tasks and forms to comply with State Laws.

5.2.2. SOI Determinations for Facilities and Services

- 2-1] Colusa County Waterworks District #1 is needed and should be maintained and improved.
- 2-2] The need for the Colusa County Waterworks District #1 water system will continue into the future.

5.3 Public Facilities Present and Future Capacity

5.3.1. Facilities and Capacity

The facilities of the Colusa County Waterworks District #1 are barely adequate to provide minimal service to the present residents. The low fees charged by the District will probably not be sufficient to maintain and improve the District in the future.

5.3.2. SOI Determinations for Public Facilities Present and Future Capacity

- 3-1] The present capacity of the Colusa County Waterworks District #1 is marginally adequate to provide service within the Sphere of Influence territory for the District.
- 3-2] It will be necessary for the Colusa County Waterworks District #1 to upgrade the water system substantially before a larger Sphere of Influence could be considered.

5.4 Social or Economic Communities of Interest

5.4.1. Community of Grimes

Grimes is a social and an economic community with a history dating back to 1851. However, the cost of maintaining services has increased in recent years. The cost of maintaining services can be higher per capita in a small community than in a large community.

The Colusa County Waterworks District #1 provides a focus and leadership for the community. However, the County needs to provide additional support and education to the Board members and the community regarding the requirements for operation and management of the District.

5.4.2. SOI Determinations for Social or Economic Communities of Interest

- 4-1] The Community of Grimes is a separate community with a unique identity.
- 4-2] LAFCO is charged with overseeing orderly development in an area.
Colusa County is charged with land use planning.
- 4-3] The Colusa County Waterworks District #1 Board of Directors is working to build community spirit.
- 4-4] The Sphere of Influence for Colusa County Waterworks District #1 should remain coterminous with the District boundaries.

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ABBREVIATIONS

CEQA	California Environmental Quality Act
CKH Act	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CPA	Community Planning Area
CSA	County Service Area
CRWA	California Rural Water Association
DHS	Department of Health Services
DWR	Department of Water Resources
EDU	equivalent dwelling unit
gpd	gallons per day
gpm	gallons per minute
LAFCO	Local Agency Formation Commission
mgd	million gallons per day
MSR	Municipal Service Review
POU	Point-of-Use
psi	pounds per square inch
SOI	Sphere of Influence
USDA	United States Department of Agriculture

DEFINITIONS

Agriculture: Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural prime or improved pasture land.

Aquifer: An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

Bond: An interest-bearing promise to pay a stipulated sum of money, with the principal amount due on a specific date. Funds raised through the sale of bonds can be used for various public purposes.

California Environmental Quality Act (CEQA): A State Law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an environmental impact report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

Community Facilities District: Under the Mello-Roos Community Facilities Act of 1982 (Section 53311, et seq.) a legislative body may create within its jurisdiction a special tax district that can finance tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as public services for district residents. Special taxes levied solely within the district are used to repay the bonds.

Community Services District (CSD): A geographic subarea of a county used for planning and delivery of parks, recreation, and other human services based on an assessment of the service needs of the population in that subarea. A CSD is a taxation district with independent administration.

Groundwater: Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Impact Fee: A fee, also called a development fee, levied on the developer of a project by a county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000, et seq., specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Infrastructure: Public services and facilities such as sewage-disposal systems, water-supply systems, and other utility systems, schools and roads.

Land Use Classification: A system for classifying and designating the appropriate use of properties.

Leapfrog Development; New development separated from existing development by substantial vacant land.

Local Agency Formation Commission (LAFCO): A five-or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include two representatives of special districts.

Mean Sea Level: The average altitude of the sea surface for all tidal stages.

Mello-Roos Bonds: Locally issued bonds that are repaid by a special tax imposed on property owners within a community facilities district established by a governmental entity. The bond proceeds can be used for public improvements and for a limited number of services. Named after the program's legislative authors.

Ordinance: A law or regulation set forth and adopted by a governmental authority.

Planning Commission: A body, usually having five members, created by the County in compliance with California law (Section 65100 of the Government Code) which requires the assignment of the planning functions of the County of a planning department, planning commission, hearing officers, and/or the Board of Supervisors itself, as deemed appropriate by the Board of Supervisors.

Ranchette: A single dwelling unit occupied by a non-farming household on a parcel of 2.5 to 20 acres that has been subdivided from agricultural land.

Sanitary Sewer: A system of subterranean conduits that carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (that carry surface water) and septic tanks or leech fields (that hold refuse liquids and waste matter on-site).

Sphere of Influence (SOI): The probable physical boundaries and service area of a local agency, as determined by the Local Agency Formation Commission (LAFCO) of the county.

Urban: Of, relating to, characteristic of, or constituting a city. Urban areas are generally characterized by moderate and higher density residential development (i.e., three or more dwelling units per acre), commercial development, and industrial development, and the availability of public services required for that development, specifically central water and sewer service, an extensive road network, public transit, and other such services (e.g., safety and emergency response). Development not providing such services may be “non-urban” or “rural”. CEQA defines “urbanized area” as an area that has a population density of at least 1,000 persons per square mile (Public Resources Code Section 21080.14(b)).

Urban Services: Utilities (such as water, gas, electricity, and sewer) and public services (such as police, fire protection, schools, parks, and recreation) provided to an urbanized or urbanizing area.

Zoning: The division of a county by legislative regulations into areas, or zones, that specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the general plan.

SPHERE OF INFLUENCE PREPARERS

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APPENDIX A

171—Vina loam, 0 to 2 percent slopes⁵⁷

General location: Along the Sacramento River, Sycamore Slough and south of Grimes

Map unit geomorphic setting:	Flood plain
Elevation:	25 to 75 feet (9 to 23 meters)
Mean annual precipitation:	14 to 16 inches (355 to 405 millimeters)
Mean annual air temperature:	61 to 63 degrees F. (16 to 17 degrees C.)
Frost-free period:	225 to 250 days

Vina loam—85 percent
Minor components: 15 percent

Major Component Description:	Vina loam
Component geomorphic setting:	Flood plain
Parent material:	Alluvium
Typical vegetation:	Irrigated cropland

Vina Soils at Sycamore Slough Component Properties and Qualities

Slope:	0 to 2 percent
Runoff:	Very low
Surface features:	None noted.
Percent area covered by surface coarse fragments:	None noted.
Depth to restrictive feature:	None noted
Slowest permeability class:	Moderate
Salinity:	Not saline
Sodicity:	Not sodic
Available water capacity:	About 9.5 inches (High)

Component Hydrologic Properties

Present flooding:	Rare
Present ponding:	None
Current water table:	None noted.
Natural drainage class:	Well drained

Interpretive Groups

Land capability irrigated: 1
Land capability nonirrigated: 4s

⁵⁷http://www.ca.nrcs.usda.gov/mlra02/colusa/grimes_qd.html





