

**FINAL**

**RUSSIAN RIVER FLOOD  
CONTROL AND WATER  
CONSERVATION  
IMPROVEMENT DISTRICT**

**Municipal Service Review and  
Sphere of Influence Update**

Prepared for:

**MENDOCINO LAFCO**

200 South School Street

Ukiah, California 95482

<http://www.mendolafco.org/>

Workshop: April 3, 2017

Public Hearing: May 1, 2017

Adopted: May 1, 2017

Resolution No. 16-17-08

[This page intentionally left blank]

**Resolution of  
The Local Agency Formation Commission of Mendocino County  
Adopting the**

**Russian River Flood Control & Water Conservation Improvement District  
Municipal Service Review and Sphere of Influence Update 2017  
LAFCo Resolution No. 16-17-08**

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

WHEREAS, the Commission conducted an update of the Russian River Flood Control and Water Conservation Improvement District (“RRFC” or “District”) municipal service review pursuant to California Government Code Section 56430; and

WHEREAS, the Commission conducted a sphere of influence update for the District pursuant to California Government Code Section 56425; and

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

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

WHEREAS, the Commission heard and fully considered all the evidence presented at a public hearing held on the municipal service review and sphere of influence update on May 1, 2017; and

WHEREAS, the Commission considered all the factors required under California Government Code Sections 56430 and 56425.

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

1. This municipal service review updates information within the previous municipal service review for the District that was included as a section within the Ukiah Valley special districts, which was adopted by the Commission on May 6, 2013.
2. The Commission, as Lead Agency, finds the municipal service review is exempt from further review under the California Environmental Quality Act pursuant to California Code of Regulations Section 15306. This finding is based on the use of the municipal service review as a data collection and service evaluation study. The information contained within the

municipal service review may be used to consider future actions that will be subject to additional environmental review.

3. The Commission, as Lead Agency, finds the sphere of influence update is exempt from further review under the California Environmental Quality Act pursuant to California Code of Regulations Section 15061(b)(3). This finding is based on the Commission determining with certainty the update will have no possibility of significantly effecting the environment given no new land use or municipal service authority is granted.
4. This municipal service review and sphere of influence update is assigned the following distinctive short-term designation: "Russian River Flood Control & Water Conservation Improvement District MSR/SOI Update 2017"
5. Pursuant to Government Code Section 56430(a), the Commission makes the written statement of determinations included in the municipal service review, hereby incorporated by reference.
6. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations included in the sphere of influence update, hereby incorporated by reference.
7. The Executive Officer shall revise the official records of the Commission to reflect this update of the spheres of influence for the District.

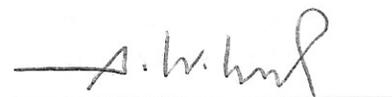
BE IT FURTHER RESOLVED that the Russian River Flood Control & Water Conservation Improvement District MSR/SOI Update 2017 is hereby approved and incorporated herein by reference and the existing sphere of influence is affirmed with no changes as depicted in the Russian River Flood Control & Water Conservation Improvement District MSR/SOI Update 2017 and in Exhibit "A".

The foregoing Resolution was passed and duly adopted at a regular meeting of the Mendocino Local Agency Formation Commission held on this 1st day of May, 2017, by the following vote:

AYES: (8) Commissioners Brown, Doble, Gonzalez, Hamburg,  
NOES: none Orth, Silver, and Ward.  
ABSTAIN: none  
ABSENT: none

ATTEST:

  
\_\_\_\_\_  
UMA HINMAN, Executive Officer

  
\_\_\_\_\_  
GERALD WARD, Chair

# TABLE OF CONTENTS

<b>1</b>	<b>INTRODUCTION .....</b>	<b>1-2</b>
1.1	LOCAL AGENCY FORMATION COMMISSION .....	1-2
1.2	MENDOCINO LAFCO.....	1-2
1.3	MUNICIPAL SERVICE REVIEW .....	1-2
1.4	SPHERE OF INFLUENCE .....	1-3
1.5	SENATE BILL 215.....	1-3
<b>2</b>	<b>MUNICIPAL SERVICE REVIEW.....</b>	<b>2-1</b>
2.1	DISTRICT OVERVIEW .....	2-1
2.1.1	<i>DISTRICT PROFILE .....</i>	<i>2-1</i>
2.1.2	<i>FORMATION, SERVICES, AND BOUNDARY.....</i>	<i>2-1</i>
2.1.3	<i>SPHERE OF INFLUENCE, OUT-OF-AREA SERVICES, AND AREAS OF INTEREST .....</i>	<i>2-3</i>
2.1.4	<i>GOVERNMENT STRUCTURE .....</i>	<i>2-3</i>
2.1.5	<i>MANAGEMENT AND STAFFING.....</i>	<i>2-3</i>
2.1.6	<i>DISADVANTAGED UNINCORPORATED COMMUNITIES.....</i>	<i>2-3</i>
2.2	DISTRICT SERVICES .....	2-4
2.2.1	<i>SERVICE OVERVIEW .....</i>	<i>2-4</i>
2.2.2	<i>CAPACITY OF FACILITIES &amp; DEMAND FOR SERVICES .....</i>	<i>2-5</i>
2.2.3	<i>INFRASTRUCTURE NEEDS OR DEFICIENCIES.....</i>	<i>2-5</i>
2.3	DISTRICT FINANCES.....	2-6
2.3.1	<i>REVENUES AND EXPENDITURES .....</i>	<i>2-6</i>
2.4	SHARED FACILITIES AND REGIONAL COLLABORATION.....	2-8
2.5	GROWTH AND POPULATION PROJECTIONS .....	2-10
2.5.1	<i>PRESENT AND PLANNED LAND USE AND DEVELOPMENT.....</i>	<i>2-10</i>
2.5.2	<i>EXISTING POPULATION AND PROJECTED GROWTH .....</i>	<i>2-10</i>
2.6	MSR DETERMINATIONS .....	2-11
2.6.1	<i>Growth and Population Projections.....</i>	<i>2-11</i>
2.6.2	<i>Present and Planned Capacity of Public Facilities and Adequacy of Public Services .....</i>	<i>2-11</i>
2.6.3	<i>Financial Ability of Agency to Provide Services.....</i>	<i>2-11</i>
2.6.4	<i>Opportunities for Shared Facilities.....</i>	<i>2-11</i>
2.6.5	<i>Accountability for Community Services.....</i>	<i>2-12</i>
2.6.6	<i>Any Other Matters Related to Service Delivery as Required by LAFCo Policy.....</i>	<i>2-12</i>
<b>3</b>	<b>SPHERE OF INFLUENCE UPDATE.....</b>	<b>3-13</b>
3.1	BACKGROUND .....	3-13
3.2	SOI DETERMINATIONS.....	3-13
3.2.1	<i>Present and planned land uses in the area.....</i>	<i>3-13</i>
3.2.2	<i>Present and probable need for public facilities and services in the area .....</i>	<i>3-13</i>
3.2.3	<i>Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide ...</i>	<i>3-13</i>
3.2.4	<i>Existence of social or economic communities of interest in the area if the Commission determines that they are relevant to the agency</i>	<i>3-13</i>
3.2.5	<i>Present and Probable need for Public Facilities and Services of Disadvantaged Unincorporated Communities.....</i>	<i>3-13</i>
<b>4</b>	<b>REFERENCES.....</b>	<b>4-14</b>
<b>5</b>	<b>ACKNOWLEDGEMENTS .....</b>	<b>5-1</b>

5.1 ASSISTANCE AND SUPPORT..... 5-1

**APPENDICES..... 5-1**

APPENDIX A ..... 5-1

# 1 INTRODUCTION

---

## 1.1 LOCAL AGENCY FORMATION COMMISSION

Local Agency Formation Commissions (LAFCo) are quasi-legislative, independent local agencies that were established by State legislation in 1963 to oversee the logical and orderly formation and development of local government agencies including cities and special districts. There is one LAFCo for each county in California.

LAFCo is responsible for implementing the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (California Government Code Section 56000 et. seq.) in order to promote orderly growth, prevent urban sprawl, preserve agricultural and open space lands, and assure efficient provision of municipal services.

LAFCo has the authority to establish and reorganize cities and special districts, change their boundaries and authorized services, allow the extension of public services, perform municipal service reviews, and establish spheres of influence. Some of LAFCo's duties include regulating boundary changes through annexations or detachments and forming, consolidating, or dissolving local agencies.

## 1.2 MENDOCINO LAFCO

The CKH Act provides for flexibility in addressing State regulations to allow for adaptation to local needs. Mendocino LAFCo has adopted policies, procedures and principles that guide its operations. These policies and procedures can be found on Mendocino LAFCo's website at the following location: <http://mendolafco.org/policies-procedures/>.

Mendocino LAFCo has a public Commission with seven regular Commissioners and four alternate Commissioners. The Commission is composed of two members of the Mendocino County Board of Supervisors, two City Council members, two Special District Representatives, and one Public Member-At-Large. The Commission also includes one alternate member for each represented category.

## 1.3 MUNICIPAL SERVICE REVIEW

The CKH Act (GC §56430) requires LAFCo to prepare a Municipal Service Review (MSR) for all local agencies within its jurisdiction. MSRs are required prior to and in conjunction with the update of a Sphere of Influence (SOI).

An MSR is a comprehensive analysis of the services provided by a local government agency to evaluate the capabilities of that agency to meet the public service needs of their current and future service area. An MSR must address the following seven factors:

1. Growth and population projections for the affected area
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
3. Present and planned capacity of public facilities and adequacy of public services including infrastructure needs or deficiencies
4. Financial ability of agency to provide services
5. Status of, and opportunities for, shared facilities

6. Accountability for community service needs, including government structure and operational efficiencies
7. Any other matter related to effective or efficient service delivery, as required by commission policy

This MSR includes written statements or determinations with respect to each of the seven mandated areas of evaluation outlined above. These determinations provide the basis for LAFCo to consider the appropriateness of a service provider's existing and future service area boundary.

## 1.4 SPHERE OF INFLUENCE

The CKH Act requires LAFCo to adopt a Sphere of Influence (SOI) for all local agencies within its jurisdiction. A Sphere of Influence (SOI) is “a plan for the probable physical boundary and service area of a local agency or municipality as determined by the Commission” (GC §56076).

When reviewing an SOI for a municipal service provider, LAFCo will consider the following five factors:

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 that the agency provides or is authorized to provide
4. The existence of any social or economic communities of interest in the area if LAFCo determines that they are relevant to the agency
5. The present and probable need for sewer, water, and/or fire protection public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

This SOI Update includes written statements or determinations with respect to each of the five mandated areas of evaluation outlined above. These determinations provide the basis for LAFCo to consider the appropriateness of establishing or modifying a service provider's sphere of influence or probable future boundary.

## 1.5 SENATE BILL 215

Senate Bill (SB) 375 (Sustainable Communities and Climate Protection Act) requires each metropolitan planning organization (MPO) to address regional greenhouse gas (GHG) emission reduction targets for passenger vehicles in their Regional Transportation Plan (RTP) by integrating planning for transportation, land-use, and housing in a sustainable communities strategy. SB 215 (Wiggins) requires LAFCo to consider regional transportation plans and sustainable community strategies developed pursuant to SB 375 before making boundary decisions.

Mendocino County is not located within an MPO boundary and therefore is not subject to the provisions of SB 375. However, the Mendocino Council of Governments (MCOG) supports and coordinates the local planning efforts of Mendocino County and the cities of Fort Bragg, Point Arena, Ukiah, and Willits to address regional housing and transportation needs and helps provide a framework for sustainable regional growth patterns through the Vision Mendocino 2030 Blueprint Plan. MCOG is also responsible for allocating regional transportation funding to transportation improvement projects consistent with the 2010 RTP for Mendocino County.

Mendocino County and the cities of Fort Bragg, Point Arena, Ukiah, and Willits are the local agencies primarily responsible for planning regional growth patterns through adoption and implementation of a General Plan and Zoning Regulations. The Russian River Flood Control and Water Conservation Improvement District in Mendocino County was established to provide raw water for irrigation and municipal water purveyors within its boundaries and does not have the legal authority to make land use policy decisions that would impact growth in Mendocino County.

Mendocino County is not located within an MPO and there is no proposal to expand the boundaries of the District subject to this MSR. Therefore, there will be no further discussion of the requirements of SB 375 or SB 215 in this MSR.

## 2 MUNICIPAL SERVICE REVIEW

### 2.1 DISTRICT OVERVIEW

The principal enabling act of the District, Act 4830 Mendocino County Flood Control and Water Conservation District Act, governs the District in providing the control and disposition of the storm and flood and other waters of the agency.

The Russian River Flood Control and Water Conservation Improvement District (RRFC or District) was part of the Ukiah Valley Special Districts MSR, which was adopted on May 6, 2013. This chapter includes informational updates to the MSR since that time and supports the sphere of influence (SOI) analysis and recommendations in Chapter 3.

#### 2.1.1 DISTRICT PROFILE

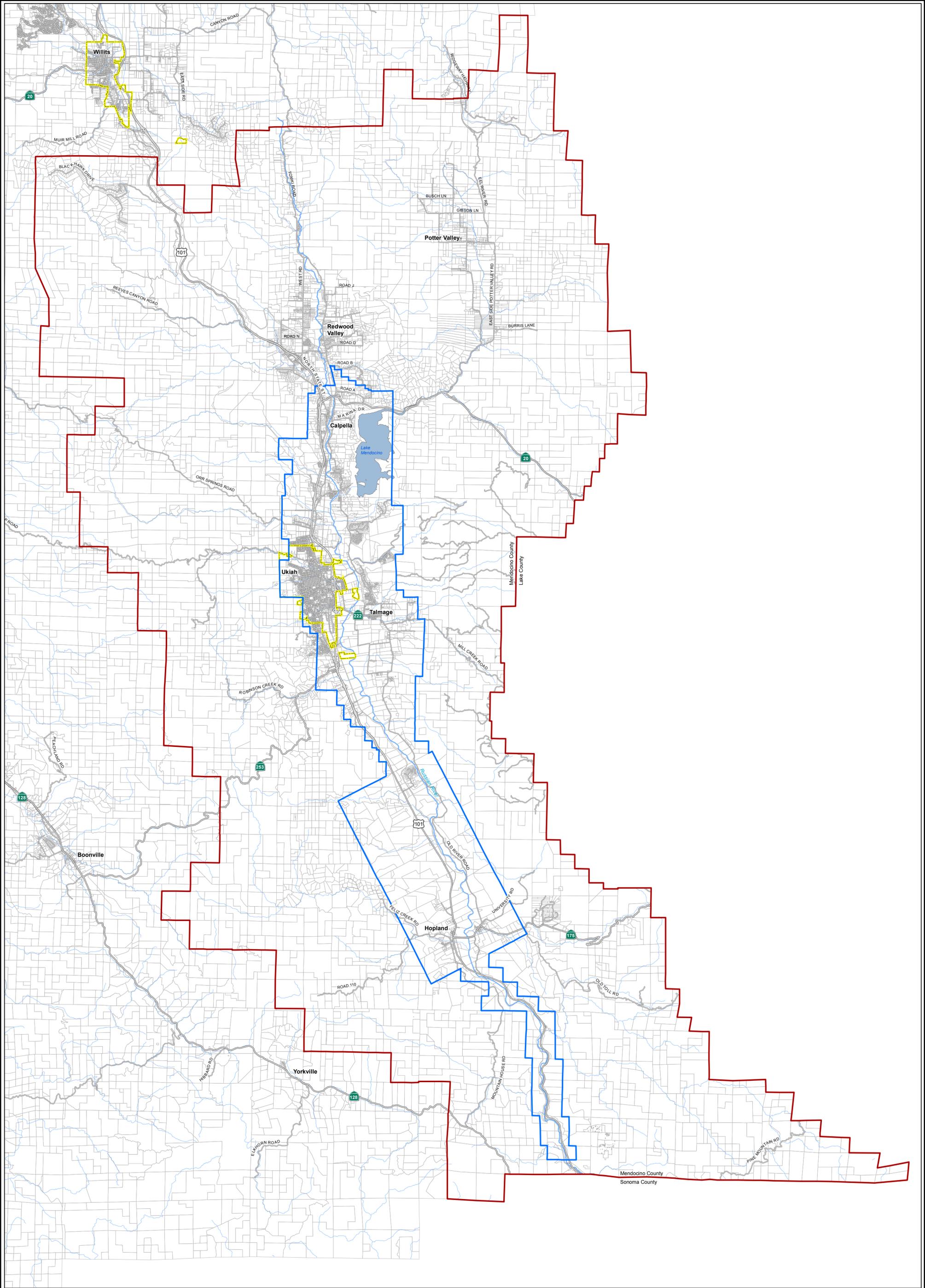
<b>District Name:</b>	Russian River Flood Control and Water Conservation Improvement District
<b>Mailing Address:</b>	151 Laws Avenue, Suite D, Ukiah, CA 95482
<b>District Office:</b>	151 Laws Avenue, Suite D, Ukiah, CA 95482
<b>Website:</b>	<a href="http://www.rrfc.net">www.rrfc.net</a>
<b>Contact Person:</b>	Tamara Alaniz, General Manager
<b>Phone Number:</b>	(707) 462-5278
<b>Email Address:</b>	rrfc@pacific.net

<b>Trustee Name</b>	<b>Title</b>	<b>Term Expiration</b>
Will Carson	President	Nov 2017
Matthew Froneberger	Vice President	Nov 2017
Tyler Rodrigue	Treasurer	Nov 2019
Al White	Trustee	Nov 2019
Vacant	Trustee	Nov 2017

#### 2.1.2 FORMATION, SERVICES, AND BOUNDARY

The Mendocino County Russian River Flood Control and Water Conservation Improvement District (RRFC) was formed by voters in 1955 to serve, along with the Sonoma County Water Agency, as the local sponsor for the development of Coyote Dam and Lake Mendocino. The RRFC provides raw water for irrigation and to municipal water purveyors within its boundaries and place of use. The municipal service providers then treat and distribute the water to its customers.

The RRFC boundary encompasses approximately 51,000 acres along the Russian River and Highway 101 corridor from just north of the Sonoma County line to the north side of Calpella, and including much of the Ukiah valley area. Figure 1-1 shows the RRFC boundaries, which have not changed since the time of District formation.



# Russian River Flood Control District Sphere of Influence

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, March 2017.  
Note: This map is not a survey product and should not be used to determine legal boundaries.

- Russian River Flood Control District
- Sphere of Influence
- Incorporated City
- Parcels
- Highways
- Roads
- Streams



### **2.1.3 SPHERE OF INFLUENCE, OUT-OF-AREA SERVICES, AND AREAS OF INTEREST**

The RRFC's current SOI encompasses 312,675 acres (see Figure 1-1), and generally follows the watershed boundaries of the Russian River from the top of Ridgewood grade to the north, to the southern and eastern County borders, and to the top of the watershed above the Ukiah valley to the west. The existing SOI is 261,675 acres larger than the District's boundary of 51,000 acres. The District SOI was recognized by LAFCo in the Zion Sphere of Influence Study of 1984 and reaffirmed by LAFCo in October 1991 (Mendocino LAFCo 1991). The place of use of the district includes the district boundary and RVCWD boundary. It is associated with the area in which the water right can be used (Alaniz 2017).

The District does not provide services outside of its boundaries with the exception of the sale of surplus water to the Redwood Valley County Water District, which is included within the District place of use. In some instances municipal water customers serve water outside District boundaries, but do so with water from non-District sources. It is anticipated that these types of issues will be addressed in the future as a result of the consolidation efforts of the agencies involved in the Upper Russian River Water Agency (URRWA) JPA.

### **2.1.4 GOVERNMENT STRUCTURE**

The RRFC is governed by a five-member board elected at large to staggered four-year terms. The current Trustees are identified in Table 2-1. The board meets on the second Monday of the month at 5 p.m. at RRFC offices at 151 Laws Avenue, Suite D in Ukiah. Board members receive compensation of \$50 per regular board meeting.

There are four standing committees of the board: Engineering and Operations, Personnel and Organization, Government Affairs, and Finance.

The RRFC provides public notification of its board and standing committee meetings through an email distribution list and postings in accordance with Brown Act requirements. The District maintains a website (<http://rrfc.net>) as a means of providing information to the community at large, which is also maintained to Brown Act standards.

The RRFC is a member of the Upper Russian River Water Agency (URRWA), a joint powers authority (JPA) formed to provide a vehicle for consolidation of its member water districts in the general Ukiah valley area into a unified regional water agency. Other members of the URRWA JPA include Calpella County Water District (CWD), Millview CWD, Redwood Valley CWD, and Willow CWD. Representation on the URRWA JPA includes one member of each district board.

### **2.1.5 MANAGEMENT AND STAFFING**

The RRFC operates with one full-time employee, a general manager, and an occasional part-time assistant. The District conducts annual performance evaluations for District employees in accordance with District Policy #15-3.

### **2.1.6 DISADVANTAGED UNINCORPORATED COMMUNITIES**

Senate Bill (SB) 244, which became effective in January 2012, requires LAFCo to evaluate any Disadvantaged Unincorporated Communities (DUCs), including the location and characteristics of any such communities, when preparing an MSR that addresses agencies that provide water, wastewater or structural fire protection services. A DUC is an unincorporated geographic area with 12 or more registered voters with a median household income of 80 percent or less of the statewide median household income (MHI). It further defines an unincorporated fringe community as any inhabited and unincorporated territory that is within a city's sphere of influence. An unincorporated island community is defined as any inhabited and unincorporated territory that is surrounded or

substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean. An unincorporated legacy community refers to a geographically isolated community that is inhabited and has existed for at least 50 years.

No island communities or legacy communities were identified within or adjacent to the District either during the preparation of the 2013 MSR or this update. The unincorporated community of Redwood Valley lies just north of the District boundaries; however, according to the 2010 Census, the MHI exceeds the 80 percent threshold for DUC identification. Therefore, there are no disadvantaged unincorporated communities within or immediately adjacent to RRFC.

## 2.2 DISTRICT SERVICES

### 2.2.1 SERVICE OVERVIEW

The RRFC provides raw water for irrigation and to municipal water purveyors within its boundaries and place of use. When treatment is required, the municipal service provider treats and distributes the water to its customers. The following municipal water districts or companies receive water from the RRFC:

<b>Table 2-2 Summary of RRFC Water Supply Agreements</b>	
<b>Agency</b>	<b>Annual Contract Amount (acre-feet)</b>
Municipal Water (9 Customers) Calpella County Water District City of Ukiah Henry Station Mutual Water Company Hopland Public Utility District Millview County Water District Redwood Valley County Water District River Estates Mutual Water Company Rogina Water Company Willow County Water District	3,949.5
Agricultural and Other Water (52 customers)	2,837.0
Subtotal	6,786.5
Water Right	8,000 <sup>a</sup>
<sup>a</sup> The difference between the allocated supply and the maximum water right (8,000 AF), is considered surplus to the needs of the RRFC water contractors and has historically been made available to the RVCWD. Source: Alaniz 2017	

### **2.2.2 CAPACITY OF FACILITIES & DEMAND FOR SERVICES**

The RRFC operates under water right permit 12947B. The RRFC is authorized to divert 8,000 acre-feet per year (AFY) from Mendocino Lake for domestic, municipal, irrigation, and recreational purposes within the RRFC service area. The water is diverted and sold as raw water to municipal water service providers and to private agricultural entities for irrigation and frost/heat protection purposes (Table 2-2). The District does not own or operate any facilities or infrastructure; its contractors are responsible for their own infrastructure and delivery systems.

A meter installation program was initiated around 2012. However, the unique characteristics of individual customer irrigation needs have prevented the full implementation of that program. There are no current plans to re-start the program. In total, the District owns fourteen (14) meters installed at nine (9) customer sites and one meter that is uninstalled. These are the sole infrastructure assets of the District, which have a total asset worth of \$19,635.

In 2011, the State Water Resources Control Board determined that the RRFC contract amount had been put to full beneficial use and a water rights license is being processed for the District. RRFC contractors are required to notify the District by December 31 of each year if they want to increase, decrease or terminate their water supply contracts. Consequently, allocations of the contract amount change from year to year, depending on the hydrologic conditions and specific needs of each contractor.

In 2015, RRFC contractors included 9 municipal customers and 52 agricultural/other customers who contracted for a total of 6,786.5 acre-feet (AF) of its 8,000 AF supply. The remaining uncontracted supply was made available as surplus to RVCWD, per the conditions of the stipulated judgement between the two entities. Additionally, the RVCWD receives up to 300 AF more water through wheeling agreements between the CWDs (Table 2-2) and surplus water sales.

The intent of the URRWA JPA as a vehicle for consolidation of the CWDs and RRFC is to provide a more reliable supply to the Ukiah valley through the development of a mutual water supply pool and a petition for change of place of use for those water supply permits and licenses. Continuation of contracts for agricultural water users will ensure the flexibility needed for irrigation and frost/heat protection and will help provide sound management solutions to the valley's overall water supply needs.

The City of Ukiah is working on a recycled water ("purple pipe") project to create a supply and distribution of reclaimed water from their treatment plant, which may provide several hundred acre-feet of reclaimed water to some RRFC agricultural customers. This will likely reduce some demand on RRFC contract supply upon project completion.

### **2.2.3 INFRASTRUCTURE NEEDS OR DEFICIENCIES**

As the RRFC has no infrastructure or facilities, no needs or deficiencies are noted. Upon the consolidation of water districts, including RRFC, infrastructure within all of the participating districts will be comprehensively analyzed within a Plan of Services to identify needs, deficiencies, redundancies and opportunities for efficiency.

## 2.3 DISTRICT FINANCES

### 2.3.1 REVENUES AND EXPENDITURES

The budget for fiscal year (FY) 2017-18 estimates revenues of \$369,723 and expenses of \$368,250. The RRFC receives both property tax and revenues from water sales. Table 2-3 summarizes revenues and expenses for the most recent three years, FY 2014-15 through FY 2016-17.

<b>Account</b>	<b>FY 2014-15</b>	<b>FY 2015-16</b>	<b>FY 2016-17</b>
Property Taxes	\$42,500 (CY 2014)	\$44,285 (CY 2015)	\$46,276 (CY 2016)
Water Sales	\$355,355	\$267,597	\$332,487
<b>Total Income</b>	\$397,855	\$311,882	\$378,763
<b>Total Expenses</b>	\$289,641	\$346,114	\$210,000 (est.)
<b>Net Income</b>	\$108,214	(\$34,232)	\$168,763
CY: Calendar Year Source: RRFC Financial and Budget Records.			

Table 2-3 shows that water sales represent approximately 90 percent and property taxes are 10 percent of the District's revenues. The RRFC contracts with its customers at a flat rate of \$47 per AF. The variation in sales from year to year can be attributed to the hydrologic conditions in the region. For example, irrigation water demand is typically lower during years with higher precipitation. Ultimately, the amount of water that RRFC can contract to its customers is limited by the conditions of permit 12947B. Unless RRFC is able to acquire additional water rights, the District is near capacity.

Table 2-4 summarizes audited summaries of revenues and expenses for District annual audits for the Fiscal Years 2012-13 through 2014-15.

<b>Table 2-4 RRFC Financial Summary</b>			
	<b>FY 12-13</b>	<b>FY 13-14</b>	<b>FY 14-15</b>
<b>Beginning Fund Balance</b>	\$491,249	\$606,621	\$666,352
<b>Ending Fund Balance</b>	\$606,621	\$666,352	\$688,760
<b>Revenue</b>			
Taxes & Intergovernmental	\$49,223	\$45,940	\$44,472
Charges for Services	\$341,754	\$355,355	\$267,597
Interest Income	\$83	\$2,158	\$175
<b>Total Revenue</b>	<b>\$391,060</b>	<b>\$403,452</b>	<b>\$312,244</b>
<b>Expenses</b>			
Salaries & Employee Benefits	\$146,609	\$164,786	\$165,238
Office Expenses & Utilities	\$9,523	\$9,765	\$10,724
Professional Services	\$72,577	\$69,929	\$41,331
Insurance	\$2,585	\$50	\$2,221
Water Acquisition	\$36,004	\$33,676	\$57,363
Meetings & Travel	\$6,585	\$10,566	\$9,044
Bad Debt	\$0	\$27,939	\$0
Misc	\$1,806	\$27,009	\$3,915
<b>Total Expenses</b>	<b>\$275,689</b>	<b>\$343,721</b>	<b>\$289,836</b>
<b>Net Income/Loss</b>	<b>\$115,372</b>	<b>\$59,731</b>	<b>\$22,408</b>
Source: RRFC annual audits for FYs 2012-13 through 2014-15, the most current audit available			

Comparing revenue to expenses is one way to measure the overall fiscal health of district operations. Revenue has consistently exceeded expenses by as much as \$115,372 in FY 2012-2013, and more recently by \$22,408 in FY 2014-2015. This indicates that under current management practices, District revenue sufficiently covers existing costs.

## 2.4 SHARED FACILITIES AND REGIONAL COLLABORATION

The RRFC works cooperatively with other government agencies including municipalities and other water districts. The RRFC is a member of the Upper Russian River Water Agency (URRWA), a joint powers authority formed to consolidate water district activities and to provide a vehicle for consolidation of all of the participating special districts into a single regional water agency. Other members of the URRWA JPA are Calpella CWD, Millview CWD, Redwood Valley CWD and Willow CWD. A consolidation of the water districts would entail concurrent dissolution of the districts, including RRFC, and the formation of a single regional water agency. Figure 2-2 portrays the relationship between the URRWA JPA member districts.

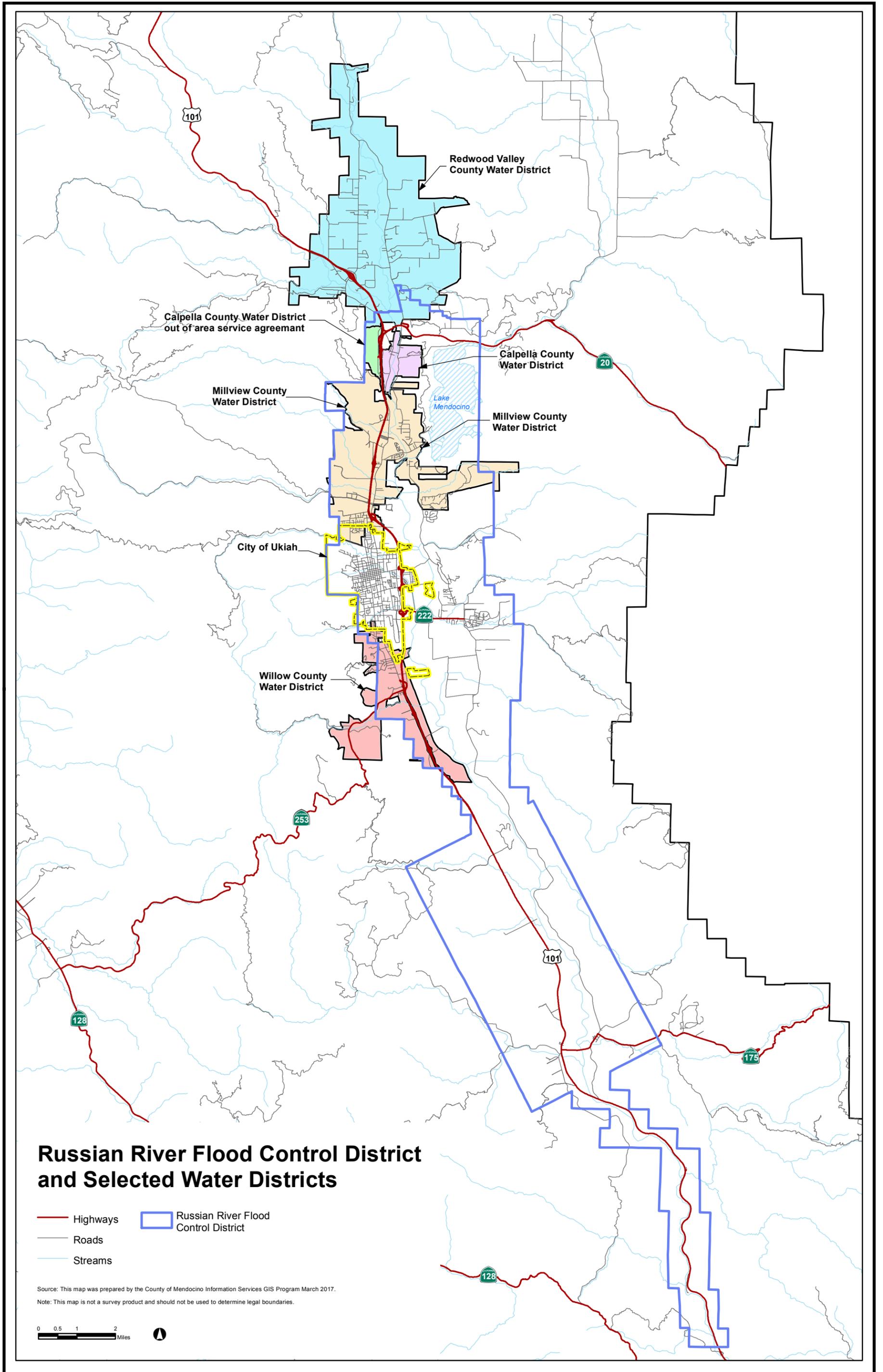
The passage of the Sustainable Groundwater Management Act (SGMA) has created a regulatory structure for the formation of Groundwater Sustainability Agencies (GSAs), in which RRFC is actively participating. The Ukiah valley area has been identified as a medium priority groundwater basin (DWR Bulletin 118), and as such is required to have a Sustainable Groundwater Management Plan. Regulatory compliance with legislation like SGMA includes the completion of multiple hydrologic studies; RRFC is actively participating in the creation and funding of those studies.

The RRFC works with other county agencies such as the Mendocino County Inland Water and Power Commission (IWPC), a joint powers agency that includes RRFC, Mendocino County, the City of Ukiah, Redwood Valley CWD, and Potter Valley Irrigation District. The agency was formed to facilitate coordination between the Potter Valley Irrigation District and PG&E regarding the Potter Valley Project. The Potter Valley Project is owned by PG&E and regulated by the Federal Energy Regulatory Commission (FERC); a relicensing effort is currently in the beginning stages. The IWPC is also actively participating in that process.

RRFC works with the Sonoma County Water Agency (SCWA) to monitor water levels in Lake Mendocino behind Coyote Valley Dam and Russian River flows for regulatory compliance with wildlife agencies and the State Water Resources Control Board. A regional conservation program, including toilet and turf replacement incentives, is partially funded by RRFC in cooperation with SCWA.

RRFC is also participating in the Forecast Informed Reservoir Operations (FIRO) process, which is designed to update operations at the Coyote Valley Dam using current meteorological data and technologies to better reflect current conditions and water supply predictions. Information from the FIRO process is also being included in the feasibility studies with the Army Corps of Engineers and raising the level of Coyote Valley Dam to increase water supply and its reliability. Participation by IWPC as the local non-federal project sponsor to the dam raising project includes RRFC funding and support.

The RRFC helps fund the Independent Science Review Panel (ISRP), which works with the California Land Stewardship Institute (CLSI). The ISRP reviews and provides input on the scientific basis for policies related to river supply and river management. A recent study on the geographical characteristics of the Russian River watershed and its relation to fish habitat was partially funded by RRFC. RRFC also funds CLSI frost protection reporting for agricultural customers along the river.



# Russian River Flood Control District and Selected Water Districts

- Highways
- Roads
- Streams
- Russian River Flood Control District

Source: This map was prepared by the County of Mendocino Information Services GIS Program March 2017.  
 Note: This map is not a survey product and should not be used to determine legal boundaries.



## 2.5 GROWTH AND POPULATION PROJECTIONS

### 2.5.1 PRESENT AND PLANNED LAND USE AND DEVELOPMENT

Mendocino County is the land use authority within the District and land-use decisions are made based on the County General Plan and Zoning regulations. Mendocino County is predominantly rural in nature with forest and agricultural land uses. Urban development is primarily focused in cities and community areas of the County. The District boundary encompasses the City of Ukiah and unincorporated communities of Calpella, Hopland and portions of Redwood Valley, as well as surrounding unincorporated areas of Mendocino County. (County, 2008)

### 2.5.2 EXISTING POPULATION AND PROJECTED GROWTH

The population of the RRFC can be estimated from the population of the zip codes contained in the RRFC boundaries. The RRFC covers much of zip code 95449 and 95482. Zip code 95449 covers the rural area from Hopland to the Sonoma County border. The US Census American Community Survey estimates the 2015 population within zip code 95449 to be 1,708 and within 95482 to be 32,892. Based on this update of the 2010 Census numbers, the 2015 population is estimated to be 34,600. This estimate is similar to the projected population growth in the Ukiah Valley Area Plan (UVAP), and when coupled with a realistic one percent (1%) growth rate, the estimated 2020 population within RRFC boundaries is 35,830.

<b>Zip Code</b>	<b>2010</b>	<b>2015</b>	<b>2020 (estimated)</b>
95449 (Hopland to Sonoma County border)	1,500	1,708	1,800
95482 (Ukiah Valley Area)	31,800	32,382	34,030
Totals	33,300	34,600	35,830

*Source: US Census 2010 and 2015*

Please refer to Appendix A of this document for more information regarding the data source and methodology for estimating the existing population size and the annual growth rate.

## **2.6 MSR DETERMINATIONS**

### **2.6.1 Growth and Population Projections**

1. The existing population size for the District is estimated to be 34,600 with an annual growth rate of 1 percent. The estimated population of the RRFC is expected to be approximately 36,000 by 2020.
2. Mendocino County and the City of Ukiah have land use authority within the District boundary and make land-use decisions based on the County and City General Plans and Zoning regulations.
3. It is not anticipated that the District and surrounding areas will experience a significant change in population over the next 5-10 years.

### **2.6.2 Present and Planned Capacity of Public Facilities and Adequacy of Public Services**

4. The RRFC is limited to a maximum of 8,000 AFY of water from Lake Mendocino by water right permit 12947B. In 2015, RRFC contractors included 52 agricultural and other customers and 9 water district customers who contracted for a total of 6,786.5 AF of its 8,000 AF supply in 2015. The remaining uncontracted supply was made available as surplus to RVCWD. Additionally, wheeling agreements between the county water districts supplied RVCWD with 300 AF more water supply. The actual amount of water RRFC contracts to its customers varies year to year based on hydrologic conditions and contractor needs.
5. There are no capacity issues identified that need to be addressed within the timeframe of this MSR.
6. The District owns fourteen (14) meters installed at nine (9) customer sites and one meter that is uninstalled. These are the sole infrastructure assets of the District, an at cost asset totaling 19,635.

### **2.6.3 Financial Ability of Agency to Provide Services**

7. The RRFC has a budget for FY 2016-17 with revenues of approximately \$379,000 and expenses of \$210,000. The RRFC receives approximately 10 percent of its revenues from property taxes and 90 percent from water sales. Revenues are limited by available water under its water right permit.
8. According to financial information from Fiscal Years 2014-15 to 2016-17, the District is fiscally healthy and able to meet its ongoing financial obligations without assistance from the Mendocino County Auditor-Controller's Office.

### **2.6.4 Opportunities for Shared Facilities**

9. The RRFC works cooperatively with a number of other water agencies such as the districts within URRWA, SGMA agencies and SCWA. The RRFC holds a seat on the IWPC and has participated with other regional agencies in developing water supply related studies and policy implementation.
10. As the RRFC is considering consolidation with four county water districts within the Ukiah valley area: Calpella CWD, Willow CWD, Millview CWD, and Redwood Valley CWD. LAFCo policies relating to consolidation/reorganization apply.

**2.6.5 Accountability for Community Services**

11. The RRFC is governed by a five-member board elected at large to four-year staggered terms. The board meets on the second Monday of the month at RRFC headquarters. The board has four standing committees that meet on an as-needed basis. The District operates in compliance with the Brown Act.
12. The District performs evaluations for District employees on an annual basis.

**2.6.6 Any Other Matters Related to Service Delivery as Required by LAFCo Policy**

13. There are no other matters related to service delivery required by Mendocino LAFCo Policy.

## 3 SPHERE OF INFLUENCE UPDATE

---

### 3.1 BACKGROUND

LAFCo prepared an update to the 2013 MSR in conjunction with this SOI Update, which is contained in Chapter 2 of this document and forms the basis of the following SOI determinations. The SOI Update considers whether a change to a district sphere, or probable future boundary, is warranted to plan the logical and orderly development of a district in a manner that supports CKH Law and the Policies of the Commission. This chapter presents the SOI Update and required determinations pursuant to California Government Code 56425(d) for the RRFC.

### 3.2 SOI DETERMINATIONS

It is recommended that the Commission reaffirm the SOI established in the Zion Sphere of Influence Study of 1984 and reconfirmed by LAFCo in October 1991 (Figure 2-1). The following statements have been prepared in support of this recommendation.

#### 3.2.1 Present and planned land uses in the area

The District boundary is generally comprised of a mixture of land uses established by Mendocino County and the City of Ukiah.

#### 3.2.2 Present and probable need for public facilities and services in the area

RRFC is a member of the URRWA JPA, which is working toward consolidation efforts that would include a comprehensive plan for the current and future needs of public facilities and services to improve water service to customers within the Ukiah valley area. Participants in the URRWA JPA include RRFC, Calpella CWD, Millview CWD, Redwood Valley CWD, and Willow CWD.

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

As determined in the MSR prepared for RRFC, the District has adequate personnel, finances, and equipment to meet current and future demands.

As the RRFC has no infrastructure or facilities, no needs or deficiencies are noted. Upon the consolidation of water districts, including RRFC, infrastructure within all of the participating districts will be comprehensively analyzed within a Plan of Services to identify needs, deficiencies, redundancies and opportunities for efficiency.

#### 3.2.4 Existence of social or economic communities of interest in the area if the Commission determines that they are relevant to the agency

No social or economic communities of interest have been identified in the immediate vicinity of the District in the preparation of this SOI that should be included in the District boundary or SOI.

#### 3.2.5 Present and Probable need for Public Facilities and Services of Disadvantaged Unincorporated Communities

No present or probable need for public facilities or services of disadvantaged unincorporated communities has been identified in the immediate vicinity of the District in the preparation of this SOI that should be included in the District boundary or SOI.

## 4 REFERENCES

---

Alaniz, Tamara. March 2017. Personal Communication.

California Department of Finance (DOF). E-1 Cities, Counties, and the State Population Estimates with Annual Percent Change - January 1, 2015 and 2016. Sacramento, CA. [Online]. Available at: <<http://www.dof.ca.gov/Forecasting/Demographics/Estimates/>>.

California Department of Finance (DOF). P-1: State and County Population Projections, County: 2010-2060 (5-year increments). Sacramento, CA. [Online]. Available at: <<http://www.dof.ca.gov/Forecasting/Demographics/Projections/>>.

County of Mendocino. September 2008. General Plan Update Draft Environmental Impact Report (EIR), Section 4.9 Land Use. [Online]. Available at: <[http://www.co.mendocino.ca.us/planning/pdf/4.9\\_land\\_use.pdf](http://www.co.mendocino.ca.us/planning/pdf/4.9_land_use.pdf)>. Accessed November 14, 2016.

County of Mendocino. July 2011. Draft 2007 Ukiah Valley Area Plan (UVAP) Final Program Environmental Impact Report (EIR). [Online]. Available at: <[http://www.co.mendocino.ca.us/planning/pdf/FINAL\\_UVAP\\_EIR\\_Section\\_1.pdf](http://www.co.mendocino.ca.us/planning/pdf/FINAL_UVAP_EIR_Section_1.pdf)>. Accessed January 2017.

U.S. Census Bureau. June 23, 2016 (last revised). United States Census 2010 Interactive Population Map. [Online]. Available at: <<https://www.census.gov/2010census/popmap/>>. Accessed December 2016

American Community Survey (ACS). 2010. [Online]. Available at: <<https://www.census.gov/programs-surveys/acs/>>. Accessed December, 2016.

Mendocino LAFCo. May 2013. Municipal Service Review of the Ukiah Valley Special Districts. Available at: <[http://mendolafco.org/msr/Ukiah%20Valley%20Special%20Districts%20APPROVED%20MSR%2005-16-13\\_FULL.pdf](http://mendolafco.org/msr/Ukiah%20Valley%20Special%20Districts%20APPROVED%20MSR%2005-16-13_FULL.pdf)>.

Mendocino LAFCo. 1984. Sphere of Influence Study prepared by William R. Zion. Available at: Mendocino LAFCo Administrative Office, 200 School Street, Ukiah, CA 95482.

Mendocino LAFCo. 1991. Commission Meeting Minutes, October 7.

Russian River Flood Control and Water Conservation Improvement District. March 2017. District formation documentation. Available at: <<http://rrfc.net/Documents>>. Accessed March 2017.

Russian River Flood Control & Water Conservation Improvement District. Tamara Alaniz, General Manager. Personal Communications. October 2016 – March 2017.

## 5 ACKNOWLEDGEMENTS

### 5.1 ASSISTANCE AND SUPPORT

This Municipal Service Review and Sphere of Influence Update could not have been completed without the assistance and support from the following organizations and individuals.

LAFCo Staff	Uma Hinman, Executive Officer Elizabeth Salomone, Commission Clerk
Russian River Flood Control & Water Conservation Improvement District	Tamara Alaniz, General Manager

## APPENDICES

### APPENDIX A

Projected population growth is determined based on multiplying the existing population size and the annual population growth rate for a geographic area.

Existing population size data is available from the U.S. Census Bureau and the California Department of Finance (DOF) for cities, census designated places (CDPs), and census tracts. This data can be used to estimate population size for special districts with a service area that generally follows the boundary of a city, CDP, or census tract.

It can be difficult to determine the existing population size for special districts in unincorporated areas of Mendocino County since their service areas often do not follow census boundary lines.

For purposes of this MSR, population data will be extrapolated from census boundary lines that most closely follow the service area of the district based on the assumption that population characteristics and growth patterns are expected to be similar. Any differences between the district and census boundaries are accounted for by approximating the percentage of the population in a particular census boundary area that is attributable to the district boundary area.

The annual growth rate for incorporated and unincorporated areas of Mendocino County is shown in the table below.

<b>Mendocino County Annual Growth Rates</b>			
<b>Jurisdiction</b>	<b>2015 Population <sup>1</sup></b>	<b>Annual Growth Rate (%)</b>	<b>Projected Population (2035) <sup>2</sup></b>
City of Fort Bragg	7,633	0.08	7,754
City of Point Arena	444	0.31	473
City of Ukiah	16,156	0.25	17,022
City of Willits	4,860	0.33	5,201
Unincorporated Areas	59,070	0.4	64,115
<b>Total</b>	<b>88,163</b>	<b>1.37</b>	<b>94,565</b>
(1) Data Source - State of California, Department of Finance, Report E-1 Population Estimates for Cities, Counties, and the State, January 1, 2015 and 2016. Sacramento, California, May 2016.			
(2) Data Source - State of California, Department of Finance, Report P-1 (Total Population), State and County Population Projections, July 1, 2010-2060 (5-year increments). Sacramento, California, December 2014. Sub-county estimates for 2035 based on the 2013 population share from the 2014-2019 Mendocino County General Plan Housing Element Table 5-2-1.			