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

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

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**GUALALA COMMUNITY SERVICES  
DISTRICT**

**SPHERE OF INFLUENCE UPDATE**

Prepared in accordance with Government Code §56425

Administrative Draft Workshop- November 2, 2015

Draft Hearing- December 7, 2015

January 4, 2016

**Adopted January 4, 2016**

**MENDOCINO LOCAL AGENCY FORMATION COMMISSION**

**LAFCo Resolution No. 15-16-10**

**A RESOLUTION OF  
THE LOCAL AGENCY FORMATION COMMISSION OF MENDOCINO COUNTY  
APPROVING THE GUALALA COMMUNITY SERVICES DISTRICT  
SPHERE OF INFLUENCE UPDATE 2016**

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

WHEREAS, the Commission conducted an update for the Gualala Community Services District's sphere of influence pursuant to California Government Code Section 56425; and

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

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

WHEREAS, the Commission heard and fully considered all the evidence presented at a public hearing held on the sphere of influence update on December 7, 2015 and continued to January 4, 2016; and

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

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

1. This sphere of influence update has been informed by the Commission's earlier municipal service review on countywide water and wastewater services, for which the section on the Gualala Community Services District was accepted by the Commission on October 6, 2014.
2. The Commission, as Lead Agency, finds the update to the Gualala Community Services District's sphere of influence is exempt from further review under the California Environmental Quality Act pursuant to California Code of Regulations Section 15061(b)(3). This finding is based on the Commission determining with certainty the update will have no possibility of significantly effecting the environment given no new land use or municipal service authority is granted.
3. The Gualala Community Services District confirmed during the review of its sphere of influence that its services are currently limited to wastewater services. Accordingly, the Commission waives the requirement for a statement of services prescribed under Government Code Section 56425(i).
4. This sphere of influence update is assigned the following distinctive short-term designation: "Gualala Community Services District Sphere of Influence Update 2016"
5. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations included in the Gualala Community Services District Sphere of Influence Update report, hereby incorporated by reference.

6. The Executive Officer shall revise the official records of the Commission to reflect this update of the Gualala Community Services District's sphere of influence.

BE IT FURTHER RESOLVED that the Gualala Community Services District's sphere of influence is amended to include the Gualala Point Regional Park in Sonoma County as depicted in Exhibit "A".

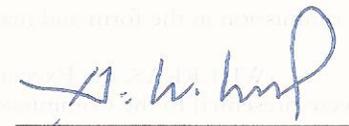
The foregoing Resolution was passed and duly adopted at a regular meeting of the Mendocino Local Agency Formation Commission held on this 7<sup>th</sup> day of December, 2015, by the following vote:

AYES:

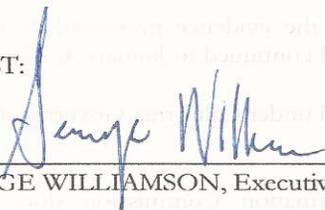
NOES:

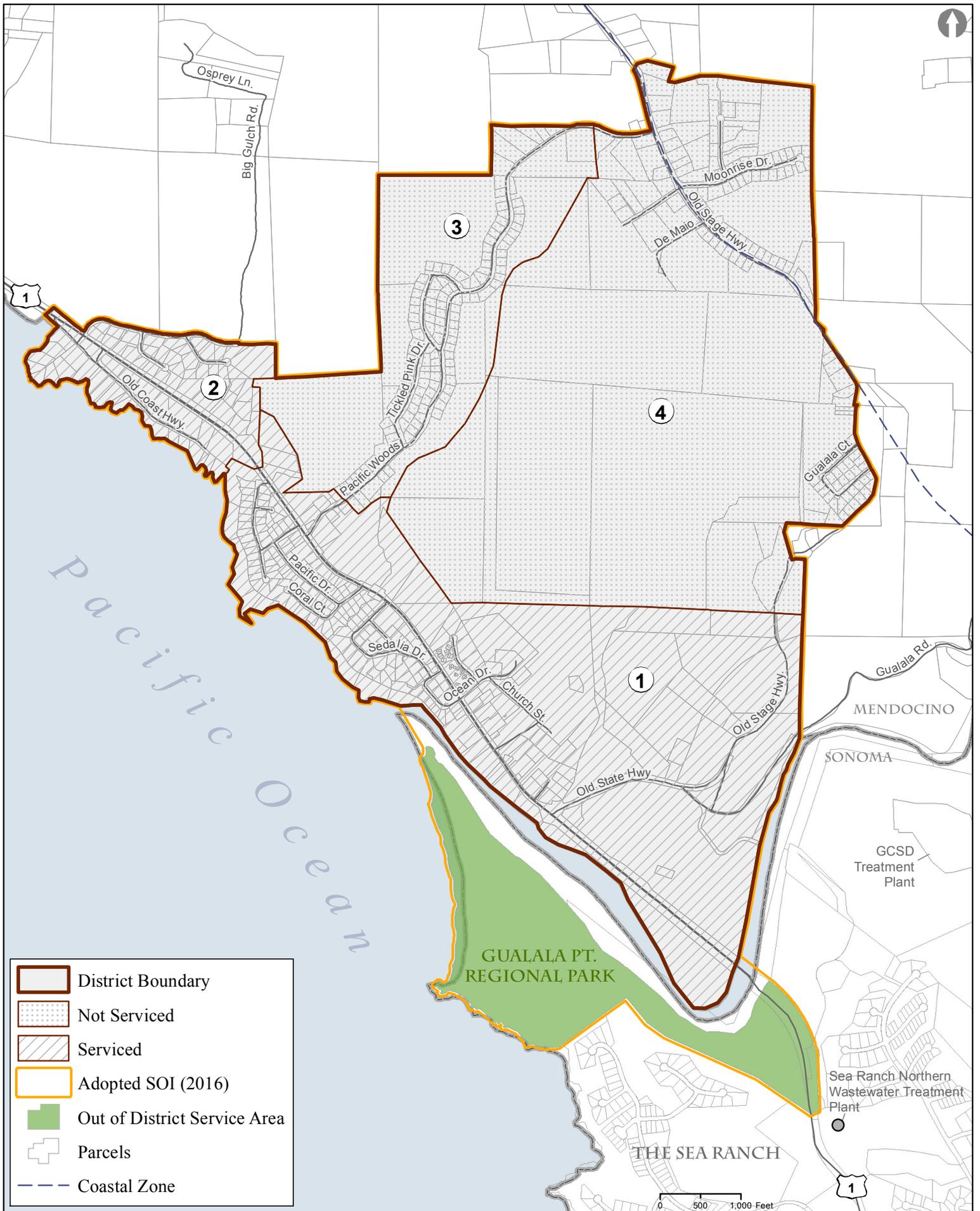
ABSTAIN:

ABSENT:

  
JERRY WARD, Chair

ATTEST:

  
GEORGE WILLIAMSON, Executive Officer



# Gualala Community Services District

Prepared for  
Mendocino  
LAFCo by: **PLANWEST PARTNERS, INC.**  
Date: 12/29/2015

Sources: Boundaries - Mendocino County CDSO, Roads - US Census TIGER.  
Path: D:\Planwest\_GIS\projects\current\Mendocino\_LAFCo\CSD\Gualala\_CSD.mxd

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## **INTRODUCTION**

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### **OVERVIEW**

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

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

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

### **REVIEW PERIOD**

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

### **EVALUATION CONSIDERATIONS**

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

#### **Sphere Determinations: Mandatory Written Statements**

1. Present and planned land uses in the area, including agricultural and open space.
  2. Present and probable need for public facilities and services in the area.
  3. Present capacity of public facilities and adequacy of public services the agency provides or is authorized to provide.
  4. Existence of any social or economic communities of interest in the area if the commission determines they are relevant to the agency.
  5. If the city or district provides water, sewer, or fire, the present and probable need for those services of any disadvantaged unincorporated communities within the existing sphere.
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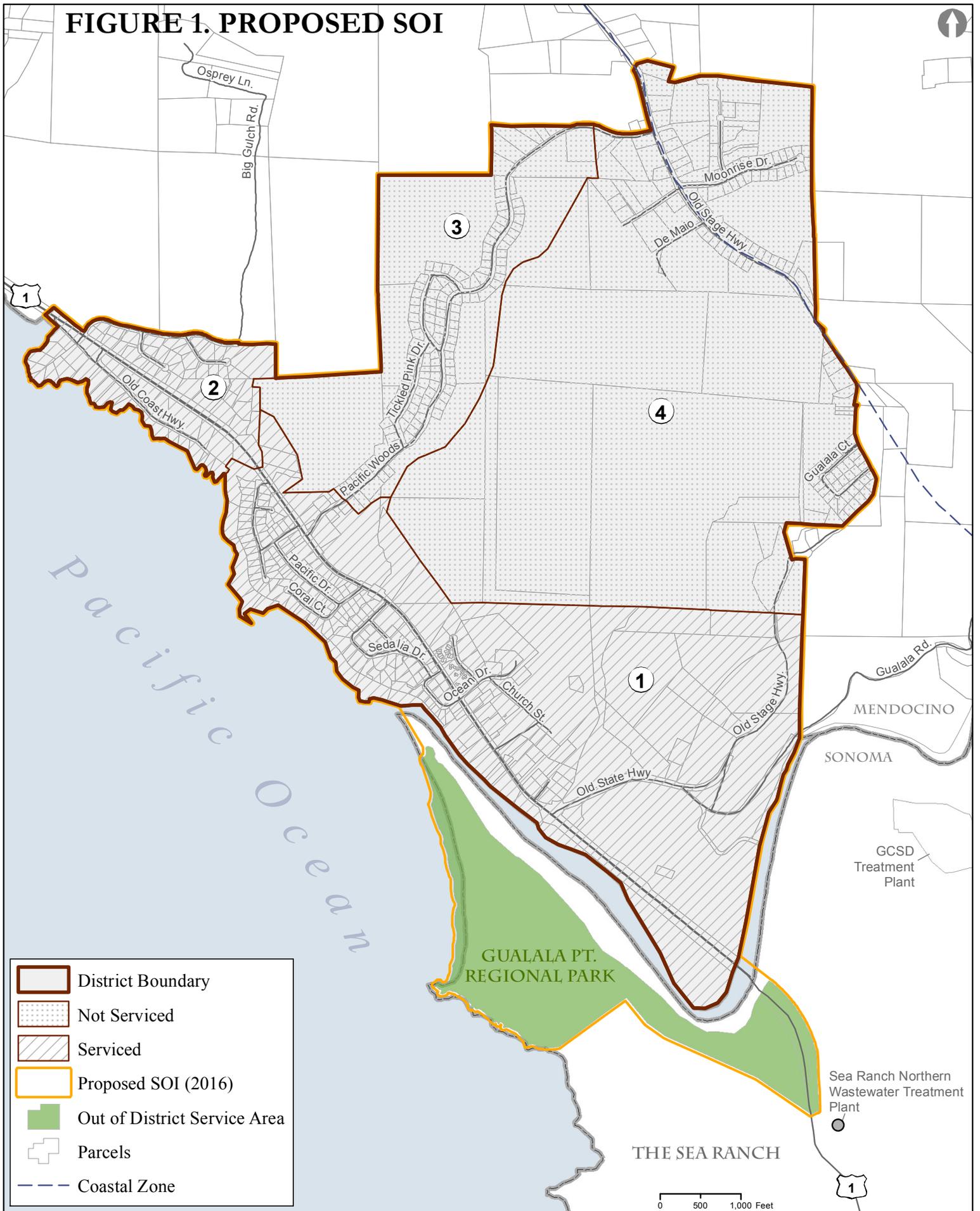
Policies specific to Mendocino LAFCo are also considered along with determinations in administering the CKH Act in Mendocino County. This includes considering the merits of the SOI, or any changes, relative to the Commission's seven interrelated policies, as listed below, with respect to determining the appropriate SOI.

### **General Guidelines for Determining Spheres of Influence**

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

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

**FIGURE 1. PROPOSED SOI**



**Gualala Community Services District**

Prepared for  
Mendocino  
LAFCo by: **PLANWEST PARTNERS, I.C.**  
Date: 12/22/2015

Sources: Boundaries - Mendocino County CDSD, Roads - US Census TIGER.  
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## **OVERVIEW**

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### **CURRENT AGENCY OPERATIONS**

The Gualala Community Services District (Gualala CSD or District) provides wastewater services to the coastal unincorporated community of Gualala and is wholly located within Mendocino County. Services include the collection, treatment, and disposal of wastewater generated by residential and commercial connections within the service area and maintenance of related facilities and equipment. The Gualala CSD provides out of district services via sewer connection to the Gualala Point Regional Park to the south and pumping services via truck to nearby beaches and campground toilet vaults (District Administrative Manager, October 2015). These out of district services are located primarily in Sonoma County.

The District boundaries include four (4) service zones and encompass 1,430 acres (2.23 square miles). There are approximately 416 billable units on a total of 369 parcels within Service Zones 1 and 2 (District Administrative Manager, October 2015). Properties within Service Zones 3 and 4, while within the District boundaries, do not receive services from the District and rely on individual onsite wastewater systems (MSR 2014).

### **BACKGROUND**

Mendocino County is the principal county for Gualala CSD and Mendocino LAFCo is the principal LAFCo. In a few instances, services are provided by the District within Sonoma County.

The District serves residents of the unincorporated community of Gualala, in the southwest portion of Mendocino County and adjacent to the Pacific Ocean. Located north of the Sea Ranch and south of Point Arena, California, the District shares its southern boundary with the border of Mendocino and Sonoma counties. The Gualala community is the socioeconomic center of the area. The Pacific Ocean forms the western boundary of the District and offers coastal resources such as beaches, wildlife, and fisheries.

The Gualala CSD was initially formed in 1986 through Mendocino LAFCo's approval of Resolutions 86-2 and 86-4 on July 7, 1986; and the Mendocino County Board of Supervisor's approval of Resolution 86- 175 on August 5, 1986. The District's facilities were constructed via 10 percent local funding and a grant under the Clean Water Act through the State Water Resources Control Board. Construction of the infrastructure and treatment facilities was completed in September 1992 and the wastewater treatment plant began operations October 1, 1992 (MSR 2014).

### **MUNICIPAL SERVICE REVIEW**

In 2014/15, a Countywide Water and Wastewater Services Municipal Service Review (MSR) was prepared by Mendocino LAFCo, which included a section on the Gualala CSD. MSR's are a prerequisite for establishing, amending, or updating spheres of influence. As such, much of the information contained herein comes directly from the Gualala CSD MSR, adopted by the Commission on October 6, 2014.

### **SPHERE OF INFLUENCE**

#### **Existing Sphere**

The Gualala CSD's Sphere of Influence (SOI) was originally established in 1986 as part of the

District's formation and has not been updated since. Though not originally depicted, the SOI may be seen on a map dated August 5, 1991, in LAFCo's files. This map may have been prepared as part of a Master Service Element that was prepared at that time. The map depicts three zones within the SOI, Zones A, B, and C. Zones A and B are located to the north of the District. Zone C is located to the east/south-east of the District. The map notes that the intent was to provide sewer service to Zones A and C within 10 years and service to Zone B within 15 years. LAFCo staff have recreated the map, which may be seen in Appendix A, Figure 3. If in fact Zones A, B, and C are within the existing SOI, the District has indicated it will not seek expansion of the existing boundaries into the SOI for at least another 15 years (MSR 2014). Given the lack of services provided to this area, and the District's indicated plans, this update will not consider the historic SOI further.

### **Out of District Service**

The Gualala CSD collects and treats wastewater via a service connection from the Gualala Point Regional Park, which is managed by the Sonoma County Parks Department. This "Out of District Service Area" is adjacent to the Gualala CSD boundary in Sonoma County, just south of the Mendocino County line and north of The Sea Ranch (See Figure 1). The Gualala Point Regional Park, part of the Sonoma County Regional Parks system, consists of 195 acres of open meadows and coastal forest and contains a visitors' center, picnic tables, a campground, a 2.9-mile trail system, and the Gualala Point Beach. According to the Gualala CSD, the Park was connected when the District started servicing customers in June 1992. No records exist of the original agreement, but the District reports that the Park has paid fees since service began (District Administrative Manager, October 2015).

Currently, the Gualala CSD provides wastewater services via a service connection to park restrooms, and pumping services to a dump station and to septic tanks at the two park residences at the Gualala Point Regional Park. Sonoma County has indicated future development of visitor amenities at the park will require Gualala CSD services. The public access plan of the Sonoma County Local Coastal Plan, which is currently in draft form pending community input and further analysis and consideration, anticipates future development of park facilities. Short term plans include connecting the park office and park residences to the existing park sewer system per existing Gualala CSD agreement when funding is available, and replacing the Beach restroom (Sonoma County LCP, June 2015).

In addition to the Gualala Point Regional Park, the District provides pumping services via truck to nearby facilities. The facilities that receive pumping services include:

- Salal Beach
- Shell Beach
- Pebble Beach
- Black Point Beach
- Stillwater Beach
- Stillwater campgrounds

The District reports that it pumps the toilet vaults at these facilities. The operator lifts the toilet off the floor and puts the hose in the vault and pumps out the solids. Liquid goes to the leach fields. (District Administrative Manager, October 2015).

## **DISADVANTAGED UNINCORPORATED COMMUNITIES**

LAFCo is required to evaluate disadvantaged unincorporated communities (DUCs) as part of an SOI review, including "...the present and probable need for those public facilities and services of any DUCs within the existing sphere of influence" (GC §56425). A DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. The Gualala CSD provides wastewater, and is therefore only responsible for assuring that this service is adequately provided to the community.

The Gualala CSD serves a portion of the community of Gualala and not all residents within the community are within the District. However, Gualala is not a 'census designated place' (CDP), therefore the median household income amount is not available. Even if the Gualala community qualified as a DUC, there are no indications that wastewater service from Gualala CSD is substandard, especially given that effluent is treated to tertiary standards (MSR 2014). With regard to water services, the Gualala CSD is located wholly within the North Gualala Water Company service area, which provides domestic water services to the community. With regard to fire protection services, the South Coast Fire District provides fire protection and emergency medical services to Anchor Bay and Gualala.

The Gualala CSD is located 3 miles south of Anchor Bay, which is a 'census designated place' (CDP), and considered a disadvantaged community according to the California Department of Water Resources Disadvantaged Communities Mapping Tool. The 2010 median household income (MHI) for Anchor Bay is \$29,471, which is 48% of the California 2010 MHI (\$61,094). Anchor Bay does not receive wastewater services from any agency. Service by the Gualala CSD to Anchor Bay is assumed to be unfeasible and limited by distance and infrastructure.

As the closest DUC to Gualala, any annexation must also consider including the Anchor Bay community due to its DUC status. The proposed SOI extends to the south and there is no proposal to extend to the north towards Anchor Bay. Therefore no additional territory is planned to be annexed to the GCSO where Anchor Bay must be considered due to its DUC status, and that extending service to this community is not feasible due to topography, distance and capacity. There are no other DUCs that could feasibly be considered for the GSD SOI.

## **POPULATION AND LAND USE**

### **Population and Growth**

The Gualala CSD estimates that 750 people currently live within the District's boundaries (i.e., Service Zones 1, 2, 3, and 4) (Administrative Manager, November 2015). The 2014 MSR estimates that the 2015 population for the entire community of Gualala is around 2,133 people.

Projecting future growth within the District boundaries is a challenge since Gualala is a small unincorporated town with no central point to obtain economic data. U.S. Census data is not separated out for Gualala. Compounding this problem is that much of Gualala's market is driven by economic activities in Sonoma County.

A Community Action Plan was prepared for the community of Gualala in 2007. During plan preparation, a socio-economic study was created and entitled "Appendix D, Economic Inputs to Gualala Community Action Plan". This study estimates a future growth rate for Gualala at

approximately 16 new residences per year with an average household size of 2.25 persons per household. This results in an average annual growth rate of 8 percent, which is much higher than that projected for Mendocino County as a whole (MSR 2014).

The California Department of Finance (DOF) estimated a 1.1 percent annual growth rate for the unincorporated portions of Mendocino. Using their more conservative rate, the 2014 MSR estimates the Gualala community will have a population of 2,173 in 2020 and 2,257 in 2030. The MSR then notes that the actual growth rate in Gualala is likely to be much less than that estimated due to the water moratorium imposed on the North Gualala Water Company by the California Public Utilities Commission. Due to difficulty in securing rate increases to support needed infrastructure repair, the North Gualala Water Company is not accepting new connections to its water service and this constrains future growth in the area. No new homes can be built due to lack of water infrastructure and the Gualala CSD is not expecting any increases in demand for its wastewater treatment services until the water moratorium is lifted and growth and development resume (MSR 2014).

### **Land Use and Development**

Properties within the Gualala CSD are primarily zoned residential, commercial, light agricultural and coastal open space. Local businesses include lodging establishments, restaurants and cafes, supermarkets, bakeries, shops, galleries, medical services, pharmacy, real estate services, and banks. The Gualala Town Plan does provide policies to support new development in the area. For example, the Ocean Ridge Subdivision, located near the eastern part of Service Zone 3, has a total of 100 approved lots and only 40 percent of these lots are currently developed. Additionally, a 480-acre “residential reserve” is located east of town and was identified as a suitable location for future residential development (MSR 2014).

The majority of the District is located within the Coastal Zone, and an Urban/Rural Boundary has been identified that generally encompasses Service Zones 1 and 2 (See Figure 2 in Appendix A).

## **CAPACITY AND SERVICE**

### **Wastewater System**

The District provides collection, treatment, and disposal of wastewater generated by hookups within the service area and maintenance of related facilities and equipment services. Wastewater is treated to a tertiary level. To achieve the tertiary level of treatment, the District utilizes an extended aeration activated sludge plant with clarification and Title 22 Sand Filter and Disinfection method. The Wastewater Treatment Plant is a Step System. The waste solids are disposed of at a solids disposal site and the treated effluent is used to irrigate the Sea Ranch Golf Links (MSR 2014).

The District has an agreement with the Sonoma County Water Agency to treat secondary effluent from The Sea Ranch. Currently, The Sea Ranch sends its secondary treated water to the District for further treatment to tertiary standards. The tertiary recycled water is then stored and used to irrigate the Sea Ranch Golf Links course (MSR 2014 & Sonoma LAFCo 2004).

The State Water Resources Control Board (SWRCB) recommended that the District plant be located in Sonoma County to enable the additional use of the treatment plant as a reclamation facility for the Sea Ranch development and golf course. Authorities felt that this recommendation

would reduce and offset freshwater demands on the environmentally sensitive Gualala River (MSR 2014).

The wastewater system was designed to serve existing development and provide for additional growth within the Gualala CSD Sewer Assessment District boundaries, which approximates the boundaries of Zones 1 and 2 (Coastal Commission, 2007). New development within Service Zones 1 and 2 must connect to the wastewater treatment system. Service Zones 3 and 4, while located within the District's boundaries, generally do not receive sewer service; rather, these areas are assumed to be served via private septic systems (MSR 2014). In 2003, the Gualala CSD commissioned a Sewer Feasibility Study which outlined various options and costs for extending and expanding District facilities to provide sewer service to these zones. Service Zones 3 and 4 are not within the urban side of the Urban/Rural Boundary; extension of services to these areas requires Coastal Commission review. The District provided a service connection to an area in Service Zone 4 along Old Stage Coach Road in 2008. The connection process required a Coastal Development Permit and extensive review (Coastal Commission 2008). Individual connections based on need are possible in Service Zones 3 and 4, but require extensive resources.

The District has also surveyed residents within these two service zones and the survey results indicate that most residents prefer to retain their septic system. The District would need a resident majority to approve the funding required to extend services to the entirety of these zones. To provide full service to either non-served zone would require significant costs to the District and residents in these area and is not presently economically feasible. Due to costs of new planning/infrastructure, and resident preference, the District does not have any immediate plans to expand their facilities into Service Zones 3 and 4, or elsewhere (MSR 2014).

### **Treatment Capacity**

The treatment plant currently receives approximately 66 gpd per person during the winter period, and a daily average flow volume of 65,000 gpd. Peak flow in the 2014 MSR was reported as 125,000 gpd. In the past the District has experienced minor sanitary sewer overflows. The State Regional Water Quality Control Board levied fines on the District, which were paid. Additionally, peak flow capacity was exceeded in February 2009 and January 2010 at 132,400 gpd and 172,600 gpd, respectively (MSR 2014). The District takes measures to ensure the integrity of the wastewater collection system, including regular inspections of the system (visual and video) and adding clean outs in the gravity lines for camera access (MSR 2014).

The District reported that the plant and collection system are generally in good condition. The Gualala CSD treatment plant had an original design capacity of 131,000 gallons per day (gpd). However, the Gualala CSD is upgrading the system. They added a second filter and are in the process of adding a second clarifier in the spring of 2016. The additions will substantially reduce risk in case of a major equipment failure, and increase the plant's peak capacity (District Administrative Manager, October 2015). Official capacity estimates will not be available until the Gualala CSD undergoes the permitting process in 2016, but the District reports that the new filter is able to handle 400,000 gpd, and the second clarifier will support increased filter flow capacity. (District General Manager, November 2015). In terms of billable units, currently the District reports that it serves 189 single residential homes, 12 multiple residences, 18 mixed use residences (commercial and residential), 139 commercial, and 1 mobile home park with 58 units (District Administrative Manager, October 2015).

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

The Gualala CSD, Sonoma County Water Agency, and the Sea Ranch Golf Course have a 40-year Tri-Party Agreement that was adopted in 1992, which pertains to the service relationship discussed in the above wastewater system section. There are a number of current issues related to the agreement, including treatment capacity and costs for services. The parties are in the process of re-writing the agreement, which also ties into the District's renewal of its permit from the Regional Water Quality Control Board. Other external partners and stakeholders include the Gualala Municipal Advisory Council (GMAC), the Sonoma County Water Agency (SCWA), North Gualala Water Company, and Mendocino County (MSR 2014).

The Gualala CSD is located entirely within the North Gualala Water Company's Service Area. The District does not jointly own or share any capital facilities or services with other agencies. Due to the geographic isolation of the District, there are no areas within the existing District boundaries that might be served more efficiently by another agency (MSR 2014).

### **RELEVANT PLANNING AND SERVICE FACTORS**

Mendocino County regulates growth and development that occurs within the District's boundaries. Several County plans and policies regulate this growth including a General Plan (Mendocino, 2009) and a zoning ordinance. The County's zoning ordinance contains three major parts and the Gualala area is included in the Coastal Zoning Code.

On January 15, 2002, Mendocino County adopted The Gualala Town Plan as part of the Coastal Element of the Mendocino County General Plan. This plan serves as the Local Coastal Plan required as part of the California Coastal Act. The Gualala Town Plan provides planning goals and policies that establish a scenario for growth within the Town Plan area over a 30-year planning horizon (i.e. until 2032). Additionally, the Board of Supervisors created the Gualala Municipal Advisory Council (GMAC) in 1990 with a two-part mandate to 1) advise the Board of Supervisors on current development applications; and 2) to indicate long-range planning efforts to update the Coastal Element of the Mendocino County General Plan as it pertains to the Gualala area.

#### **County of Mendocino General Plan**

General Plan Development Element (DE) Water Supply and Wastewater Services Policies:

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

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

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

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

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

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

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

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

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

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

### **Coastal Element 3.8**

“The Gualala Community Services District (GCSD) sewer treatment system was designed to serve existing development and additional growth within the GCSD Sewer Assessment District boundary. The system was designed to accommodate annual increases of residential growth at a constant rate of 2 percent for a twenty (20) year planning horizon. This was in conformance with population increases projected in Policy 3.9 (Locating and Planning New Development) of between 0.5 and 2.4 percent. Annual increases in commercial development were projected at 3 percent for the twenty (20) year planning period. Requests for sewer service outside the existing GCSD Sewer Assessment District boundary, but within the approved Gualala Community Services District boundary, shall be subject to environmental review of development-related impacts, and may require an amendment of the county Land Use Plan.”

### **Coastal Element- Gualala Town Plan**

*Sewer Service/ Septic Availability* pg. 276

“The Gualala Community Services District (GCSD) wastewater treatment system was completed in 1993. The GCSD area encompasses approximately 1,430 acres, 550± acres of which are included within the initial Sewer Assessment District boundary. The Gualala Town Plan area includes most of the GCSD area. Construction of the community wastewater treatment system removed one of the primary constraints to commercial development in Gualala. The initial design capacity of the system of 625 Equivalent Single Family Dwellings (ESDs) assumed a two percent annual residential growth rate and a three percent annual commercial growth rate for a 20-year planning horizon.”

It should be noted that the Gualala Town Plan includes a map that depicts the Urban/Rural boundary for the community. In a 2007 California Coastal Commission (CCC) Staff Report, a map is presented as Exhibit #4 which presents a corrected Urban/Rural Boundary that is smaller in area than that presented in the Gualala Town Plan (See Figure 4, Appendix A). The corrected

Urban/Rural Boundary appears to only include Service Zones 1 and 2, which are already receiving services from the Gualala CSD.

## ***DISCUSSION***

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With new treatment plant upgrades and a low anticipated growth rate, Gualala CSD has enough treatment capacity to provide for present wastewater service connections, the anticipated service needs of Service Zones 1 and 2, and the Gualala Point Regional Park. Given the ongoing needs and future growth of the Gualala Park, inclusion of the park in Gualala CSD's SOI is appropriate. Inclusion of the Park in the sphere will enable the Park to provide necessary visitor amenities into the future, while the existing open space/recreational land uses of the area ensures minimal growth inducement and consistency with LAFCo policy.

Amendment of the District SOI to include Out of District Service Area could lead to annexation of the Park in the future. Doing so would create a district with territory in two counties, which is allowed under state law. Should this happen, Mendocino would be the "principal county," pursuant to state law; it would have the greater portion of the entire assessed value of property within the District. It should be noted that annexation of the Out of District Service Area is not currently contemplated by the District.

The continued inclusion of Service Zones 3 and 4 in the SOI appears warranted for a number of reasons: The District provides service to at least one connection in Service Zone 4. As discussed above, the Gualala CSD does not have immediate plans to provide service to the *entirety* of either Service Zone, but there may be properties within these areas that require sewer services. Including these Service Zones in the SOI allows for the provision of services to properties in need which are already located within the District's boundary. Since the extension of services in Service Zones 3 and 4 requires Coastal Commission review, Gualala CSD's capability to serve a property in question will be accounted for in that review. Finally, the Gualala CSD has indicated that when they do expand service provision, it will likely be into these zones. They have no plans to detach the Service Zones from their District.

## ***ANALYSIS***

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

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

Land designations within the District are consistent with LAFCo policy. The Out of District Service Area of Gualala Point Regional Park is generally considered open space, but services provided are for recreational public facilities and therefore are also consistent with LAFCo policy.

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

Given the current water service moratorium and anticipated low growth rate, the need for services presently provided by the District are expected to continue and slightly increase in the foreseeable future. The Out of District Service Area is expected to continue to require service with further services required as the park improves its visitor amenities.

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

The District is in the process of adding additional infrastructure to provide expanded capacity. The additional capacity appears to be sufficient for the continued service of Service Zones 1 & 2. Service to Zones 3 and 4 should continue to be analyzed, with attention given to the number of onsite systems believed to be in failure, as well as unbuilt lots with perceived percolation problems.

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

The District has substantial economic and service ties with the community of Sea Ranch immediately south of the Gualala CSD.

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

The nearby community of Anchor Bay is an identified DUC. No DUCs have been identified that require wastewater services that may feasibly be provided by the Gualala CSD.

## CONCLUSIONS

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Gualala CSD's SOI should encompass the entirety of the District's boundary and be expanded to include the whole of Gualala Point Regional Park.

## REFERENCES

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- California Coastal Commission (November 30, 2007). "F7a. Staff Report: Appeal Substantive Issue". Appeal No: A-1-MEN-07-043.
- California Coastal Commission (2008). Staff Report W18a, Appeal De Novo. Gualala Community Services District A-1-MEN-07-043 *de novo*.
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- Mendocino County General Plan: Coastal Element. Chapter 4- Land Use Plan: Descriptions and Policies for Thirteen Planning Areas: 4.9 Dark Gulch to Navarro River Planning Area. Albion Planning Area. Adopted by Mendocino County Board of Supervisors. November 5, 1985 (Revised -- March 28, 1988, February 13, 1989, January 22, 1990, July 9, 1990, March 11, 1991).
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- Mendocino LAFCo, 2004 Policies and Procedures, Chapter 5- Policies That May Apply for Some Applicants, D. Sphere of Influence.
- MSR, 2014. "Mendocino Local Agency Formation Commission, Final Water and Wastewater Municipal Service Review: Caspar South Water District, Elk County Water District, Gualala Community Services District, Irish Beach Water District, Laytonville County Water District,

GUALALA COMMUNITY SERVICES DISTRICT SPHERE OF INFLUENCE UPDATE  
MENDOCINO LAFCO

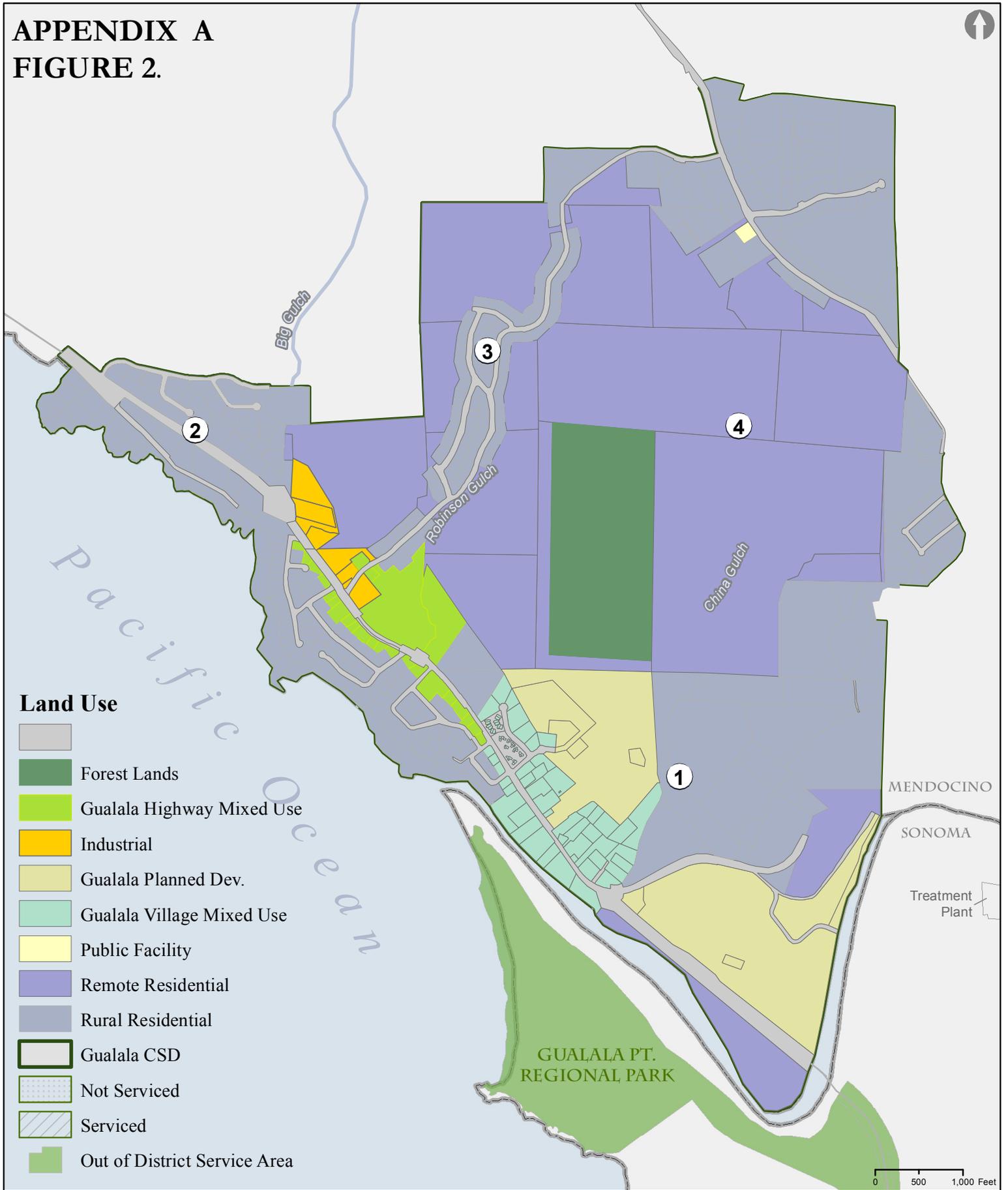
Pacific Reefs Water District, Round Valley County Water District, Westport County Water District. October 2014.” Prepared by: Kateri Harrison, SWALE, Inc.; Uma Hinman, Uma Hinman Consulting. Final approval October 6, 2014.

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Sonoma County Water Agency (2015). “Sea Ranch Sanitation Zone” webpage. Accessed 10/12/2015. <http://www.scwa.ca.gov/SRSZ/>

Sonoma LAFCo (November 2004). “Final Report County of Sonoma Water & Sewer District Providers Municipal Service Review”. Prepared by Economic & Planning Systems, Inc.

**APPENDIX A**  
**FIGURE 2.**

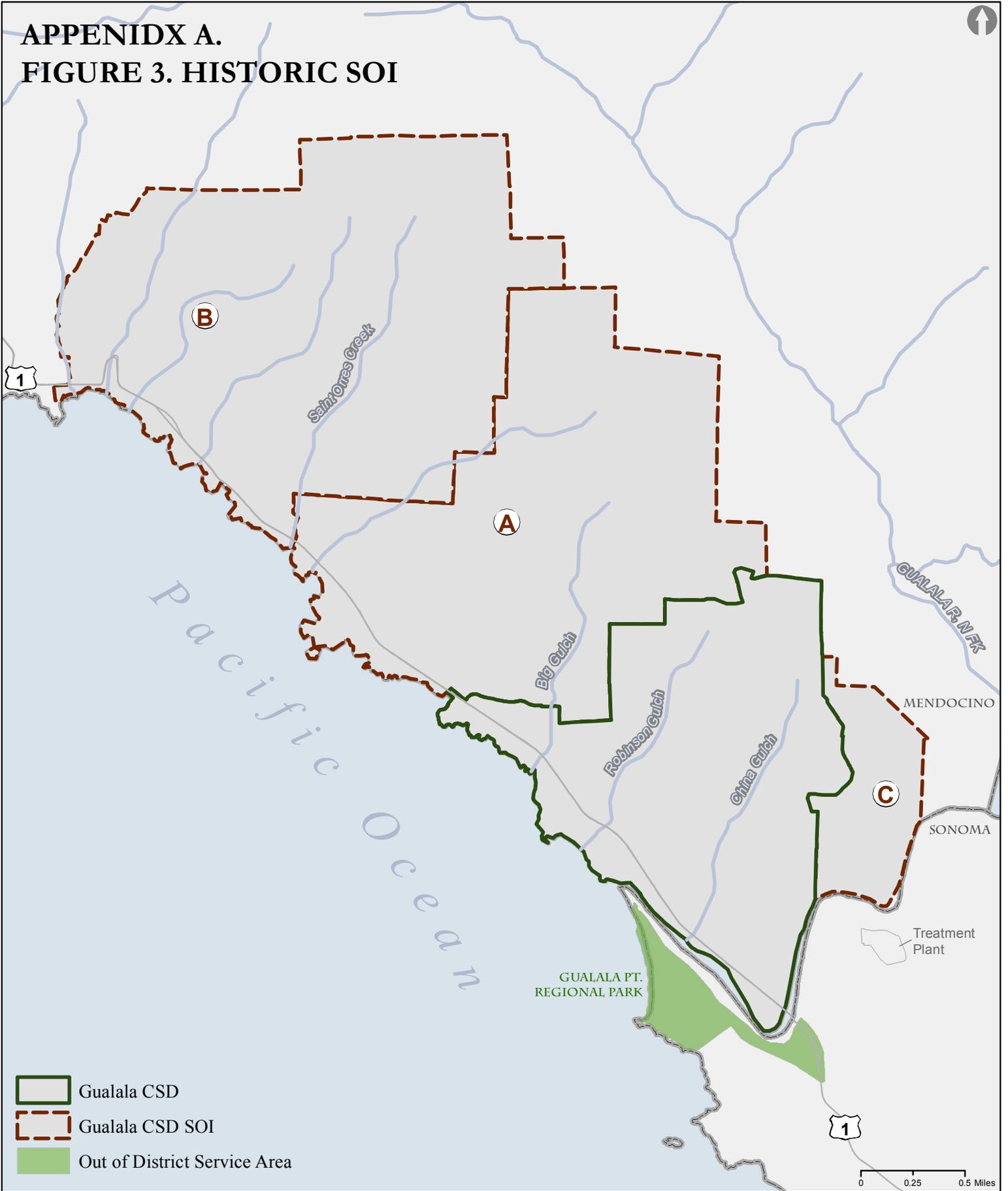


**Gualala Community Service District**  
Service Zones & Out of District Service Area

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

Sources: Boundaries: Mendocino County LAFCo; Roads: US Census TIGER.  
Path: D:\Planwest\_GIS\projects\current\Mendocino\_LAFCo\CSD\Gualala\_CSD\_landuse.mxd

**APPENIDX A.**  
**FIGURE 3. HISTORIC SOI**



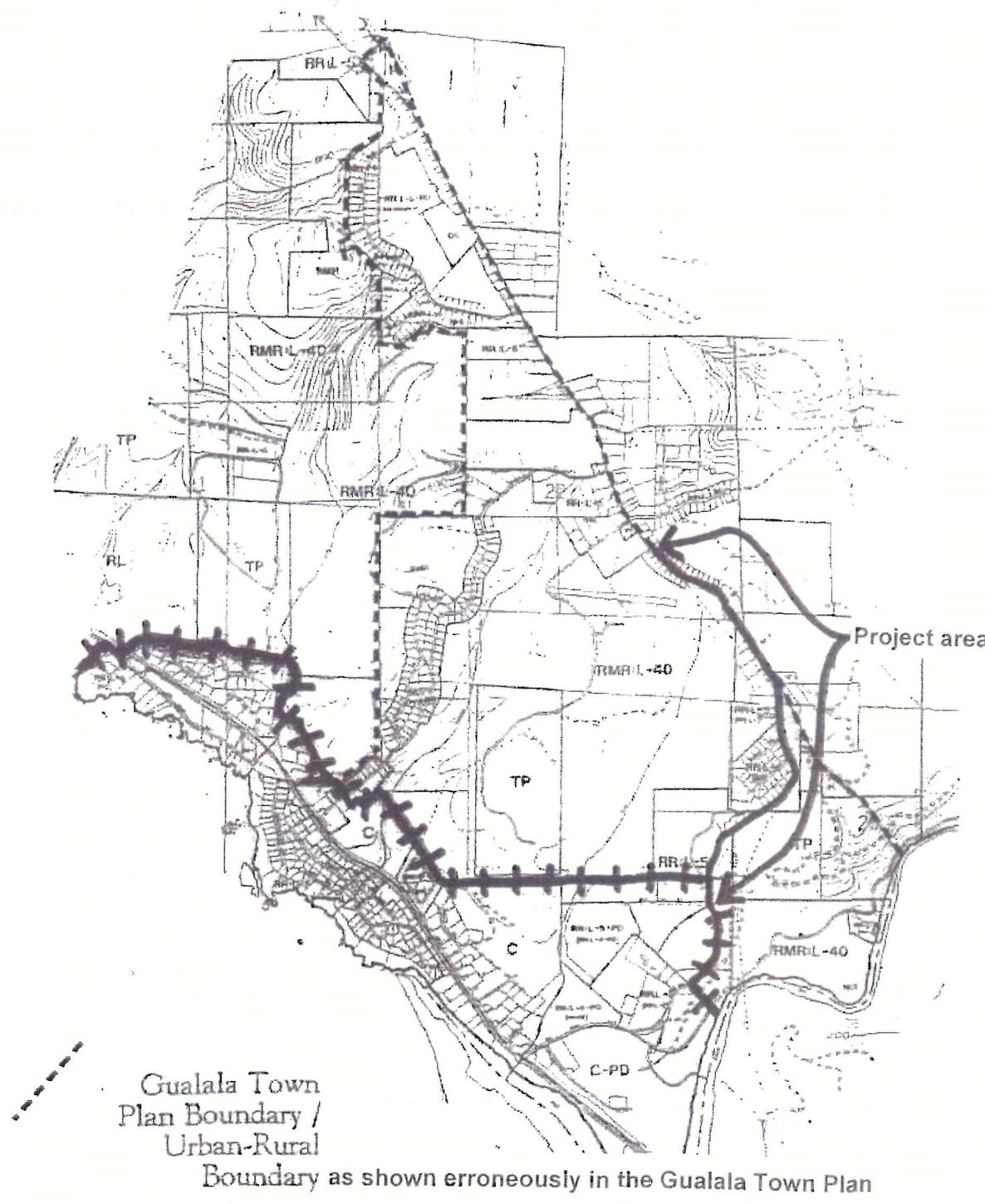
**Gualala Community Service District**  
 Sphere of Influence & Out of District Service Area

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

Sources: Boundaries: Mendocino County LAFCo; Roads: US Census TIGER.  
 Path: D:\Planwest\_GIS\projects\current\Mendocino\_LAFCo\CSD\Gualala\_CSD\_SOI.mxd

# APPENDIX A

## FIGURE 4. Coastal Commission Urban/Rural Boundary Correction



<b>EXHIBIT NO. 4</b>
APPEAL NO. A-1-MEN-07-043
GUALALA COMMUNITY SERVICES DISTRICT
URBAN/RURAL BOUNDARY MAP