

**ADOPTED**



(The Press Democrat, 2012)

# **BROOKTRAILS TOWNSHIP COMMUNITY SERVICES 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: June 3, 2019  
Public Hearing: August 5, 2019

Adopted: August 5, 2019

LAFCo Resolution No: 2019-20-01

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**Resolution No. 2019-20-01**  
**of the Mendocino Local Agency Formation Commission**

**Approving Adoption of the**  
**Brooktrails Township Community Service District**  
**Municipal Service Review and Sphere of Influence (SOI) Update**

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 a municipal service review to evaluate the Brooktrails Township Community Service District, hereinafter referred to as the “District”, 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 August 5, 2019; 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. The Commission, as Lead Agency, finds the municipal service review is exempt from further review under the California Environmental Quality Act pursuant to Title 14 of the California Code of Regulations §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.
2. The Commission, as Lead Agency, finds the sphere of influence update is exempt from further review under the California Environmental Quality Act pursuant to Title 14 of the California Code of Regulations §15319(a). This finding is based on the Commission determining with certainty that the sphere of influence update will have no possibility of significantly effecting the environment given that this update does not grant new municipal service powers or areas and no physical changes to the environment are anticipated, planned, or reasonably foreseeable as a result of the SOI Update.

3. This municipal service review and sphere of influence update is assigned the following distinctive short-term designation: "Brooktrails Township CSD MSR/SOI Update 2019".
4. 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.
5. 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.
6. The Executive Officer shall revise the official records of the Commission to reflect this update of the sphere of influence for the District.

BE IT FURTHER RESOLVED that the Brooktrails Township CSD MSR/SOI Update 2019 is hereby approved and incorporated herein by reference, that the existing sphere of influence that is coterminous with the District boundary is affirmed with no changes, that three service-specific spheres are established including Brooktrails Township Subdivision - All Services, Spring Creek Subdivision - Water and Fire Service, and Sylvandale Subdivision - Fire Service as depicted in Exhibit "A", attached hereto, and that four Areas of Interest are designated including Lower Sherwood Road, The Gates, Willits Airport, and Upper Sherwood Road 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 5th day of August 2019, by the following vote:

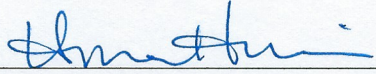
AYES: *Brown, Orth, McCowen, Ward, Gonzalez, Huff, Ignacio*

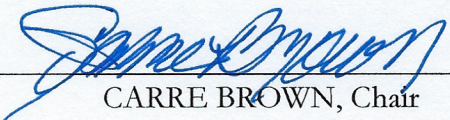
NOES:

ABSTAIN: *none*

ABSENT: *none*

ATTEST:

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

  
\_\_\_\_\_  
CARRE BROWN, Chair

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# 1 INTRODUCTION

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## 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 oversee 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://www.mendolafco.org/policies.html>.

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, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

MSRs include 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 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 the commission determines that they are relevant to the agency.
5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

Sphere of Influence Updates include 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 SOI or probable future boundary.

## 1.5 MENDOCINO LAFCO POLICIES

In addition to making the necessary determinations for establishing or modifying a SOI consistent with the CKH Act, the appropriateness of an agency's SOI is also based on an evaluation of consistency with local LAFCo policies.

The following Sphere of Influence policies are from the Mendocino LAFCo Policies and Procedures Manual, adopted November 5, 2018.

### 10.1.1 Legislative Authority and Intent

A sphere of influence is the probable 20-year growth boundary for a jurisdiction's physical development. The Commission shall use spheres of influence to:



- a) promote orderly growth and development within and adjacent to communities;
- b) promote cooperative planning efforts among cities, the County, and special districts to address concerns regarding land use and development standards, premature conversion of agriculture and open space lands, and efficient provision of public services;
- c) guide future local government reorganization that encourages efficiency, economy, and orderly changes in local government; and
- d) assist property owners in anticipating the availability of public services in planning for the use of their property.

### **10.1.2 Definitions**

The Commission incorporates the following definitions:

- a) an “establishment” refers to the initial development and determination of a sphere of influence by the Commission;
- b) an “amendment” refers to a limited change to an established sphere of influence typically initiated by a landowner, resident, or agency; and
- c) an “update” refers to a comprehensive change to an established sphere of influence typically initiated by the Commission.

### **10.1.3 Sphere Updates**

In updating spheres of influence, the Commission’s general policies are as follows:

- a) The Commission will review all spheres of influences every five years for each governmental agency providing municipal services. Municipal services include water, wastewater, police, and fire protection services.
- b) Sphere of influence changes initiated by any agency providing a municipal service shall generally require either an updated or new service review unless LAFCo determines that a prior service review is adequate.
- c) Spheres of influence of districts not providing municipal services including, but not limited to, ambulance, recreation, hospital, resource conservation, cemetery, and pest control shall be updated as necessary.

### **10.1.4 Reduced Spheres**

The Commission shall endeavor to maintain and expand, as needed, spheres of influence to accommodate planned and orderly urban development. The Commission shall, however, consider removal of land from an agency’s sphere of influence if either of the following two conditions apply:

- a) the land is outside the affected agency’s jurisdictional boundary but has been within the sphere of influence for 10 or more years; or
- b) the land is inside the affected agency’s jurisdictional boundary but is not expected to be developed for urban uses or require urban-type services within the next 10 years.

### **10.1.5 Zero Spheres**

LAFCo may adopt a “zero” sphere of influence encompassing no territory for an agency. This occurs if LAFCo determines that the public service functions of the agency are either nonexistent, no longer

needed, or should be reallocated to some other agency (e.g., mergers, consolidations). The local agency which has been assigned a zero sphere should ultimately be dissolved.

#### **10.1.6 Service Specific Spheres**

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.

#### **10.1.7 Agriculture and Open Space Lands**

Territory not in need of urban services, including open space, agriculture, recreational, rural lands, or residential rural areas shall not be assigned to an agency’s sphere of influence unless the area’s exclusion would impede the planned, orderly and efficient development of the area. In addition, LAFCo may adopt a sphere of influence that excludes territory currently within that agency’s boundaries. This may occur when LAFCo determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency’s sphere. Exclusion of these areas from an agency’s sphere of influence indicates that detachment is appropriate.

#### **10.1.8 Annexations Are Not Mandatory**

Before territory can be annexed to a city or district, it must be within the agency’s sphere of influence (G.G. §56375.5). However, territory within an agency’s sphere will not necessarily be annexed. A sphere is only one of several factors that are considered by LAFCo when evaluating changes of organization or reorganization.

#### **10.1.9 Islands or Corridors**

Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.

#### **10.1.10 Overlapping Spheres**

LAFCo encourages the reduction of overlapping spheres of influence to avoid unnecessary and inefficient duplication of services or facilities. In deciding which of two or more equally capable agencies shall include an area within its sphere of influence, LAFCo shall consider the agencies’ service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service extension will have on adjacent agencies. Where an area could be assigned to the sphere of influence of more than one agency, the following hierarchy typically applies:

- a) Inclusion within a city’s sphere
- b) Inclusion within a multi-purpose district’s sphere
- c) Inclusion within a single-purpose district’s sphere

Territory placed within a city’s sphere indicates that the city is the most logical provider of urban services. LAFCo encourages annexation of developing territory (i.e., area not currently receiving services) that is currently within a city’s sphere to that city rather than to one or more single-purpose special districts. LAFCo discourages the formation of special districts within a city’s sphere. To promote efficient and coordinated planning among the county’s various agencies, districts that provide the same type of service shall not have overlapping spheres.

### **10.1.11 Memorandum of Agreements (For City Sphere Amendments and Updates)**

Prior to submitting an application to LAFCo for a new city sphere of influence or a city sphere of influence update, the city shall meet with the County to discuss the proposed new boundaries of the sphere and explore methods to reach agreement on development standards and planning and zoning requirements as contained in G.C. §56425. If an agreement is reached between the city and County the agreement shall be forwarded to LAFCo. The Commission shall consider and adopt a sphere of influence for the city consistent with the policies adopted by LAFCo and the County, and LAFCo shall give great weight to the agreement to the extent that it is consistent with LAFCo policies in its final determination of the city sphere.

### **10.1.12 Areas of Interest**

LAFCo may, at its discretion, designate a geographic area beyond the sphere of influence as an Area of Interest to any local agency. (Resolution No. 2018-19-01)

- a) An Area of Interest is a geographic area beyond the sphere of influence in which land use decisions or other governmental actions of one local agency (the "Acting Agency") impact directly or indirectly upon another local agency (the "Interested Agency"). For example, approval of a housing project developed to urban densities on septic tanks outside the city limits of a city and its sphere of influence may result in the city being forced subsequently to extend sewer services to the area to deal with septic failures and improve city roads that provide access to the development. The city in such a situation would be the Interested Agency with appropriate reason to request special consideration from the Acting Agency in considering projects adjacent to the city.
- b) When LAFCo receives notice of a proposal from another agency relating to the Area of Concern, LAFCo will notify the Interested Agency and will consider its comments.
- c) LAFCo will encourage Acting and Interested Agencies to establish Joint Powers Agreements or other commitments as appropriate.

(LAFCo, 2018)

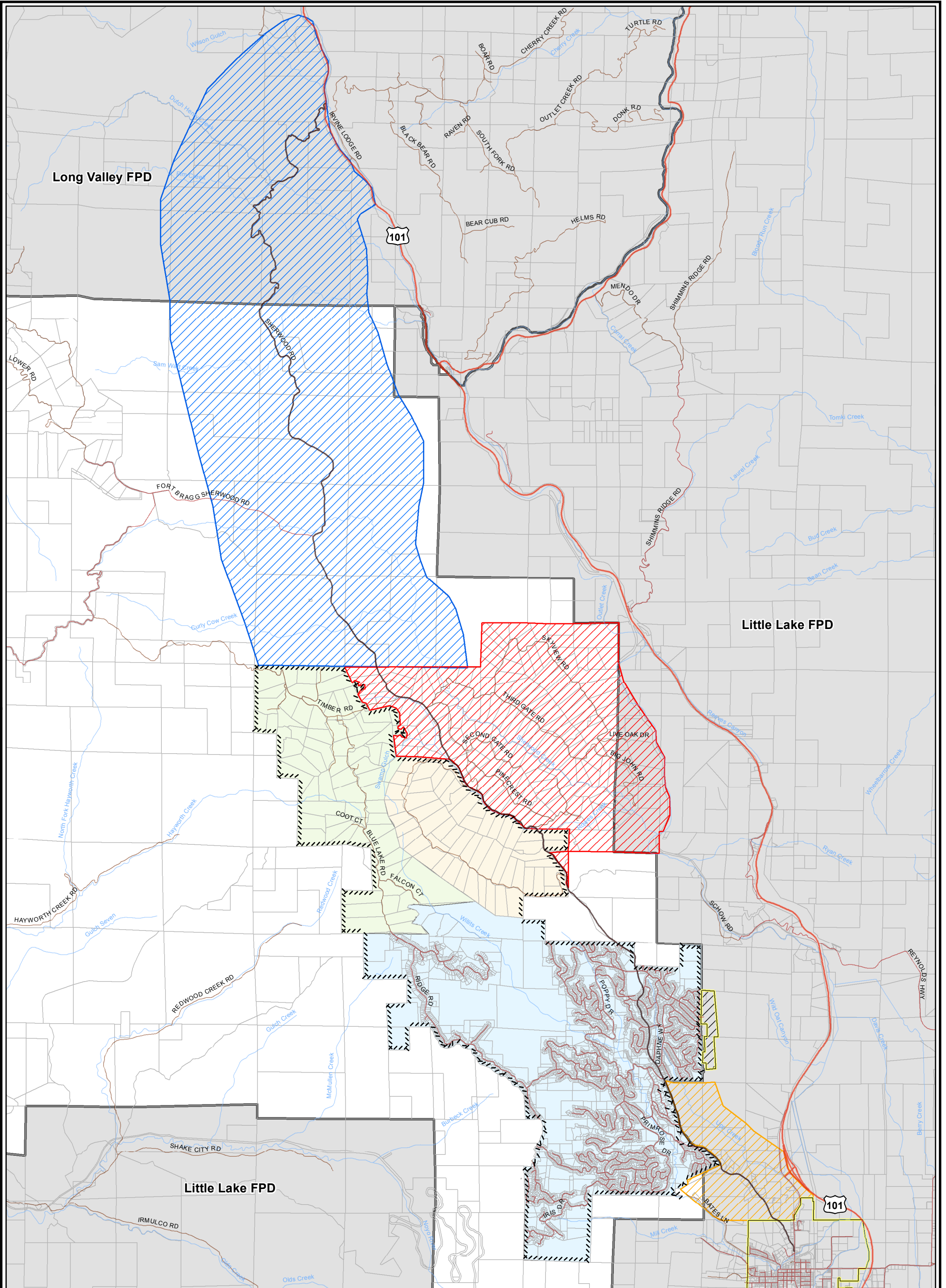
## **1.6 SENATE BILL 215**

Senate Bill 215 (Wiggins) requires LAFCo to consider regional transportation plans and sustainable community strategies developed pursuant to SB 375 before making boundary decisions. Senate Bill 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.

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 2018 Mendocino County Regional Housing Needs Allocation (RNHA) Plan and Vision Mendocino 2030 Blueprint Plan. MCOG is also responsible for allocating regional transportation funding to transportation improvement projects consistent with the 2017 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 general plan and zoning regulations. While Mendocino County is not subject to the provisions of SB 375, LAFCo will review applicable regional transportation and growth plans when considering a change of organization or reorganization application.

# Figure 1-1



## Brooktrails Township Community Services District

Source: This map was prepared by the Mendocino County Division of Information Services GIS Program, May 2019.

Note: This map is not a survey product.

- |                      |                                   |                 |
|----------------------|-----------------------------------|-----------------|
| Brooktrails SOI      | Lower Sherwood AOI                | City of Willits |
| Brooktrails Township | Upper Sherwood AOI                | Highways        |
| Spring Creek         | Willits Airport AOI               | Roads           |
| Sylvandale           | Parcels                           | Streams         |
| Gates AOI            | Adjacent Fire Protection Services |                 |

Service Specific Spheres:  
 Brooktrails Township Subdivision- All Services  
 Spring Creek Subdivision- Water & Fire Service  
 Sylvandale Subdivision- Fire Service

0 0.25 0.5 1 Miles



## 2 AGENCY OVERVIEW

**Table 2.1 BTCSD Profile**

<b>Agency Name:</b>	Brooktrails Township Community Services District
<b>Phone Number:</b>	(707) 459-2494
<b>Fax Number:</b>	(707) 459-0358
<b>Mailing Address:</b>	24860 Birch Street, Willits, CA 95490
<b>District Office:</b>	24860 Birch Street, Willits, CA 95490
<b>Website:</b>	<a href="http://www.btcsd.org">http://www.btcsd.org</a>
<b>General Email:</b>	btcsd@btcsd.org
<b>Date of Formation:</b>	1962
<b>Agency Type:</b>	Independent Special District, Multi-Service Provider
<b>Enabling Legislation:</b>	Community Services District Law: Government Code §61000 et seq.
<b>Board Meeting Schedule:</b>	2nd and 4th Tuesday of the month (except Aug, Nov, & Dec - 1st Tuesday only) at 7:00 p.m. at the Brooktrails Community Center

Source: BTCSD: 2018, 2019.

### 2.1 HISTORY

#### 2.1.1 FORMATION

The Brooktrails Township Community Services District (Brooktrails Township CSD, District, or BTCSD) was created in 1975. The District is the successor to the Brooktrails Resort Improvement District (BRID), formed in 1962 by the Mendocino County Board of Supervisors pursuant to Public Resources Code §13000 et seq. In response to legislation passed in 1971, limiting the powers of resort improvement districts, the voters of the District approved becoming a community services district in 1975. In 1990, the District added the word Township to their name per District Resolution No. 1990-36. (BTCSD, n.d.)

When the Board of Supervisors formed the District in 1962, it included the Brooktrails Township and Spring Creek subdivisions. Later the Sylvandale subdivision became part of the District per further action of the Board of Supervisors. Spring Creek and Sylvandale are not part of the original 6,605 lots created in the Brooktrails Vacation Village subdivision known today as Brooktrails Township.

#### 2.1.2 BOUNDARY

The District is located in the geographic center of Mendocino County and approximately 1-mile northwest of the City of Willits and 20-miles inland of the City of Fort Bragg. The District is situated within the mountains of a second growth mixed redwood forest located west of the Little Lake Valley area (BTCSD, n.d.).

The District boundary is approximately 13-square miles (8,320-acres) in size and includes multiple service areas associated with three residential subdivisions (Figure 1-1). The District's primary service area covers the community of Brooktrails Township, consisting of small acreage parcels and Brooktrails Redwood Park. The District's secondary service area includes Sylvandale and Spring Creek which consist of large acreage rural parcels located northeast of Brooktrails Township. There have been no changes to the District boundary since the prior 2010 MSR. (LAFCo, 2010)

Brooktrails Township is approximately 7.7-square miles (4,943-acres) in size and is an unincorporated semi-rural residential community consisting of 6,600 parcels. Brooktrails Township has been historically known as a hyleopolis, which is a Wildland Urban Interface (WUI) community with a contiguous wooded park where protection of the forest is paramount. Brooktrails Township has evolved from a second home community during and up to the late-1980s, into one in which most of the homes are occupied by year-round permanent residents. (Mendocino, 2004; LAFCo, 2010)

### 2.1.3 SERVICES

The Brooktrails Township CSD provides the following municipal services: Planning and Design Review, Parks and Recreation, Fire Protection and Emergency Medical Services, Water, and Wastewater. For more information regarding these services refer to Chapter 3. For more information regarding other services provided by contract or agreement refer to Section 2.3.4.

## 2.2 GOVERNMENT STRUCTURE

### 2.2.1 GOVERNING BODY

The Board of Directors is the legislative body for the District and is responsible for establishing policy, adopting and amending the annual budget, enacting ordinances, adopting resolutions, and appointing committees. The District is governed by a five-member Board of Directors elected at-large to serve staggered four-year terms (Table 2.2). In 2018, the District resolved to comply with Senate Bill X and moved its elections to align with the General Election cycle, automatically extending the current terms of sitting Directors by one year. In order to be elected to the Board, candidates must be registered voters residing within the District boundaries. If there are insufficient candidates for election, or if the number of filed candidates is equal to the number of vacancies, then Board members may be appointed in lieu of election by the County Board of Supervisors. New Board members take office at noon on the first Friday in December following their election.

The Board of Directors elects officers, including a President (Chairman) and Vice-President every year at the December Organizational meeting of the Board. The Board may create additional offices and elect Board members to those offices, provided that no member of a Board of Directors shall hold more than one office. Board members receive compensation at the rate of \$100 per meeting, regular or special meetings, in accordance with Community Services District Law Section 61047(a), with a maximum of six paid meetings per month, and not to exceed twenty-four paid meetings per year by District policy. Board members may also receive compensation for their actual and necessary traveling and incidental expenses while on official business. Staff support for the Board includes the General Manager, contract Attorney, and contract Architect. (BTCSD: 2018, n.d., 2019; LAFCo, 2010)

<b>Name</b>	<b>Title</b>	<b>Term Expiration</b>
Rick Williams	President	12/3/2022
Tony Orth	Vice-President	12/3/2022
Ed Horrick	Member	12/3/2022
Ralph Santos	Member	12/2/2020
Tina Tyler-O'Shea	Member	12/2/2020

Source: BTCSD, 2019.

### **2.2.2 PUBLIC MEETINGS**

Regularly scheduled meetings for the District Board of Directors are held on the second and fourth Tuesday of the month, with the exception of August, November, and December when the Board meets on the first Tuesday only, starting at 7:00 p.m. at the Brooktrails Community Center located at 24850 Birch Street in Brooktrails Township. In accordance with the Brown Act, all meetings are open to the public and are publicly posted in three places within the Township, including at the meeting location, a minimum of 72 hours prior to regular meetings or a minimum of 24 hours prior to special meetings. Public notice and meeting information including agendas, meeting minutes, reports, resolutions, and ordinances are published on the District's website and Facebook page and are available at the District's office upon request. Minutes are kept for all public Board meetings and are adopted at a subsequent meeting. (BTCSD, 2018)

### **2.2.3 STANDING COMMITTEES**

Committees assist in carrying out various functions of local government. The District has two standing committees. To develop and make recommendations on long-term policy documents and resolutions or ordinances that influence overarching District goals, the Planning Committee meets quarterly. To assist in identifying and prioritizing recreation and conservation goals, the Recreation, Greenbelt, and Conservation Committee meetings are held on the fourth Thursday of the month at 7:00 p.m. at the Brooktrails Community Center.

### **2.2.4 NON-PROFIT ORGANIZATION**

The Brooktrails Firefighters Association (BFA) is a 501(c)(3) non-profit organization that supports and augments the activities of the BTCSD Fire Department. The BFA is run by and elects officers from the Volunteer Firefighters. The BFA accepts charitable funds and hosts fundraisers and capital campaigns that support donations to the BTCSD Fire Department for purposes of purchasing equipment and making facility improvements. The relationship between the District and BFA is structured such that finances are held separately and the District owns and maintains donated equipment and facility improvements.

### **2.2.5 PUBLIC OUTREACH**

The District maintains a website, at the following site <http://www.btcSD.org/>, which is a helpful communication tool to enhance government transparency and accountability. The District's website has well organized and extensive information. The District is in the process of updating their website with IWCP which will be as robust as the current website with a modern appearance, more user-friendly and easier to navigate, and meet all the special district transparency requirements of State law including the availability of agendas, policies, financial information. The District is also modernizing their technology systems by migrating to Microsoft 365 concurrently with the website update. (LAFCo, June 2019)

The District also maintains a Facebook page at <https://www.facebook.com/BrooktrailsTownship/>. The District's Fire Department website information has been incorporated into an updated District website, and they maintain a Facebook page at <https://www.facebook.com/BrooktrailsFire>. The District's website could be enhanced by posting the regular Board meeting schedule on the Board of Directors page and by incorporating a content management system, such as DocuShare, to provide a searchable and chronologically organized document archive system for Board meeting packets and adopted ordinances, resolutions, annual budgets, financial audit reports, and other digital records. The Brooktrails



Firefighters Association is involved in community events such as the Annual Spaghetti Feed fundraiser. (BTCSD: 2018, 2019)

### **2.2.6 COMPLAINTS**

The public can submit written or provide verbal comments or complaints in person or by phone at the District office during business hours, Monday through Friday from 8:00 a.m. to 5:00 p.m., or at the District Board of Directors meetings during the general public comment period. The District receives regular complaints of poor road conditions, illegal dumping, and code enforcement violations on private property. In 2018, the District received one complaint related to a potential Brown Act violation, and in 2017, the District received two complaints related to potential Brown Act violations and fire service call response activity. These complaints were addressed in person by District staff and District operations were found to be in compliance with applicable laws and regulations. (BTCSD: 2018, 2019)

### **2.2.7 TRANSPARENCY AND ACCOUNTABILITY**

The District has adopted a Policy Manual, per District Resolution No. 2018-22, that addresses the Board of Directors elections, officers, meeting conduct, conflicts of interest, decisions, rules of order, and responsibilities. This is in addition to general operating policies and procedures for the District, financial policies, and personnel policies that define the obligations, rights, privileges, benefits, and prohibitions placed upon all District employees. (BTCSD; n.d., 2019)

The Political Reform Act requires all state and local government agencies to adopt and promulgate a Conflict of Interest Code pursuant to Government Code §81000 et seq.

The Political Reform Act also requires persons who hold office to disclose their investments, interests in real property, and incomes by filing a Statement of Economic Interests (Fair Political Practices Commission Form 700) each year pursuant to Government Code §87203.

According to AB 1234, if a local agency provides compensation or reimbursement of expenses to local government officials, then all local officials are required to receive two hours of training on public service ethics laws and principles at least once every two years and establish a written policy on reimbursements pursuant to Government Code §53235.

The District complies with the above requirements (BTCSD, 2018).

Refer to Appendix A for a brief list of educational resources regarding open government laws and Appendix B for a website compliance handout.

## **2.3 OPERATIONAL EFFICIENCY**

### **2.3.1 MANAGEMENT AND STAFFING**

The Board of Directors appoints a General Manager to support their efforts and oversee the daily operations of the District to ensure that the Board's policies, programs, and priorities are implemented. The responsibilities and specific duties of the District General Manager include the following:

- The implementation of the policies established by the Board of Directors for the operation of the District.
- The appointment, supervision, discipline, and dismissal of the District's employees, consistent with the employee relations system established by the Board of Directors.

- The supervision of the District's facilities and services.
- The supervision of the District's finances.

(BTCSD, n.d.)

Figure 2-1 shows the District's organizational chart. General government services provided under the direction of the District General Manager include Administration, Finance, and Planning. Financial activities include accounting, utility billing, purchasing, payroll, collections, and assisting with the annual audit process. Administrative activities include preparing for public meetings, providing customer service at the District office and other outreach opportunities, and maintaining the District's official records such as meeting minutes, ordinances, resolutions, legal documents, and legal opinions. Planning activities include acting as a liaison between property owners and the contract District Architect during the design review phase of the building permit process and implementing applicable policies of the Brooktrails Township Specific Plan.

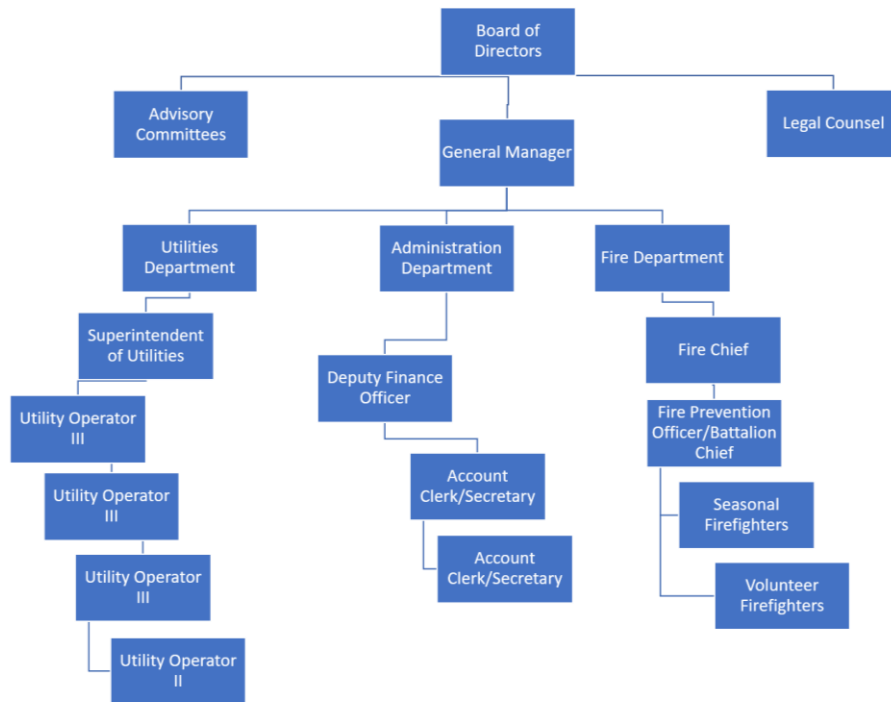
The Parks and Recreation Department is included under the General Government Department fund and the District contracts for operation of the golf course. The District is currently comprised of five budgetary departmental units organized by function or service including Water, Wastewater, Fire Protective and Emergency Medical Services, Parks and Recreation, and General Government. District operations are accomplished by three groups of District personnel including Administration, Fire, and Utilities. The District also maintains part-time professional services contracts with an Attorney for General Legal Counsel and an Architect for Planning and Design Review.

District personnel include full-time and part-time employees for a total staffing level of 11 Full Time Equivalent (FTE) positions. Table 2.3 shows District staffing levels by personnel groups. There are also 15 volunteer firefighters to assist full-time Fire personnel. The District has authorization for 11 full-time positions and currently has 10 full-time employees as follows: one General Manager, one Deputy Finance Officer, one Account Clerk/Secretary, one Fire Chief, one Fire Prevention Officer/ Battalion Chief, one Utility Superintendent who is certified as Water Distribution Operator D3, Water Treatment Operator T4 and Wastewater Collection D1, and four Utility employees who are certified as Water Distribution Operators D2 and D3, Water Treatment Operators T2 and T3, and Wastewater Collection D1. A second Account Clerk/Secretary position has remained vacant for several years and was filled in July 2019.

(BTCSD: 2018, 2019)

<b>Personnel Groups</b>	<b>FTE</b>
Administration	4.0
Fire	2.0
Utilities	5.0
<b>Total</b>	<b>11</b>

Source: BTCSD, 2019.

**Figure 2-1 BTCSD Organizational Chart**

Source: (BTCSD, 2019)

### 2.3.2 AGENCY PERFORMANCE

A component of monitoring agency performance is routinely evaluating staff productivity. The District tracks employee workload through bi-weekly timesheets and conducts annual written performance evaluations for all employees. In addition, the Fire Chief informally evaluates volunteer firefighters as part of regular training sessions. The District also maintains an emergency response log and training records.

The Board of Directors has an annual planning workshop prior to commencing the annual budget development process to review the goals and objectives from the prior fiscal year and to modify or add new goals and objectives for the upcoming fiscal year.

In the regular performance of duty, District staff identifies areas of improvement and takes corrective action when feasible or informs the District General Manager when further direction is needed. District staff also learns about new opportunities to achieve operational efficiencies by attending regional and service-specific association meetings and communicating with colleagues regarding industry standards, model programs, and best management practices implemented by other local agencies.

(BTCSD, 2018)

### 2.3.3 REGIONAL AND SERVICE-SPECIFIC COLLABORATION

The District participates in regional and service-specific associations and organizations including the following:

- The Fire Chief is an active member of the Mendocino County Fire Chief's Association.

- The District’s Board of Directors maintains active participation in the Mendocino County Association of Fire Districts, as well as providing staff assistance.
- The District participates in the Mendocino County Fire Safe Council.
- One District Board member serves on the Local Agency Formation Commission.
- One District Board member serves on the Board of Directors for the Association of California Water Agencies Joint Powers Insurance Authority (ACWA-JPIA).
- District staff actively participates as a member of committees to the California Special Districts Association (CSDA) and Association of California Water Agencies (ACWA).
- District staff also actively participates in several professional associations including the Government Finance Officers Association, the International County and City Managers Association and their State Chapters.

(BTCSD, 2018)

### **2.3.4 SHARED FACILITIES, RESOURCES, AND SERVICES**

The District works cooperatively with other service providers to deliver services more effectively or efficiently by sharing public facilities, resources, and/or service delivery responsibility when feasible. Below is information regarding municipal services provided to District residents by other public agencies or non-profit organizations through agreements or Joint Powers Authority (JPA) and by private businesses through service contracts.

#### **2.3.4.1 Wastewater Treatment and Discharge**

The District provides wastewater collection services and receives wastewater treatment and disposal services from the City of Willits by agreement (refer to Section 3.6.2 for more information). As part of a legal dispute settled in 2015, the District and the City are exploring the possibility of forming a Joint Powers Authority (JPA) to operate the City’s Wastewater Treatment Plant. District staff cooperates on repairs and maintenance with the City’s wastewater staff. (BTCSD: 2018, 2019)

#### **2.3.4.2 Recreation Facilities**

The District has a contract with Operators Newby, Christian and Rice for operation and maintenance of the District’s 9-hole golf and 18-basket disc golf course. This contract includes the operation of the shop and grill. (BTCSD: 2018, 2019)

#### **2.3.4.3 Solid Waste Disposal**

The District contracts with Solid Wastes of Willits, Inc. (SWOW) for collection, transportation, disposal, and recycling of garbage, refuse, and rubbish. SWOW pays a franchise fee to the District as the service provider. Services include curbside pickup for both garbage and recycling and providing a recycle center at the Willits Transfer Station located at 350 Franklin Street. The Board of Directors has established the provision of this Franchise Fee as supplemental funding for the Parks and Recreation Department. (BTCSD: 2018, 2019)

#### **2.3.4.4 Pooled Insurance**

The District participates in the Special District Risk Management Association (SDRMA) for the purpose of providing liability, workers compensation for its facilities, operations, and employees. Health insurance is provided by the Association of California Water Agencies Joint Powers Insurance Authority for District employees and their dependents. (BTCSD: 2018, 2019)

### 2.3.4.5 Other Arrangements

Below are additional examples of the District's interagency collaborative arrangements:

- The District collaborates with other public agencies by providing fire protection and emergency medical services through the countywide dispatch service call system and mutual aid agreements.
- The District and the Little Lake Fire Protection District maintain a joint 'hands-on' training program for volunteer firefighters in cooperation with the Mendocino County Fire Academy.
- The District works with CAL FIRE in implementing vegetation fuel management grants to reduce vegetative fire hazards in and around the District, especially surrounding District infrastructure sites.
- The District maintains a shared services and joint purchase agreement with the City of Willits for a high speed camera for their respective Inflow and Infiltration (I&I) programs.
- The District and the City of Willits are exploring the possibility of an intertie agreement for the purpose of wheeling potable water during an emergency.

(BTCSD: 2018, 2019)

No new opportunities for the District to achieve management or operational efficiencies were identified during the preparation of this MSR.

### 2.3.5 GOVERNMENT RESTRUCTURE OPTIONS

The District is the primary municipal service provider in Brooktrails Township and the immediate surrounding area. District services do not extend into the adjacent Little Lake Valley area except for mutual aid responses and dispatched service calls for fire protection and emergency medical services. The County of Mendocino provides law enforcement, code enforcement, transportation, and stormwater collection services within the District. Municipal service providers adjacent to the District include the City of Willits and the Little Lake Fire Protection District, which provides fire protection services to the City of Willits and the surrounding Little Lake Valley area. Ambulance service is provided to the Willits area by Verihealth, Inc., and the County of Mendocino is in the process of establishing an Exclusive Operating Area (EOA) contract for ambulance services covering the inland area of Mendocino County including the Highway 101 corridor, Covelo, and Anderson Valley. While not municipal services, District residents rely on the City of Willits for commerce and employment opportunities, including rental of commercial and office space.

There may be opportunities for the District and the City of Willits to establish or expand joint efforts to provide municipal services such as emergency water supply and wastewater treatment and disposal. The District is interested in establishing an alternative evacuation route for Brooktrails Township and the surrounding area in the case of an emergency. In addition, a second access road to Brooktrails Township and the surrounding area needs to be established to address current road safety and congestion issues and improve circulation for the area in order to accommodate the current population level and ultimate buildout of Brooktrails Township.

Government restructure options should be pursued if there are potential benefits in terms of reduced costs, greater efficiency, greater accountability, or other advantages to the public. There is no recommendation for a reorganization of local municipal service providers in the area at this time.

## 2.4 FINANCES

The District's financial resources are accounted for in different funds based on organizational units, such as departments, divisions, programs, functions, and services. The District's governmental activities, including administration, finance, planning and design review, parks and recreation, and fire, are accounted for in governmental funds. The General Fund is the District's primary operating fund and accounts for the financial resources of the District's general government services. The Fire Services Fund is maintained to account for the special fire tax levied and used to fund fire protection and emergency medical services. The District enterprise or business-type operations include water and wastewater services. These enterprise activities are accounted for in Enterprise or Proprietary Funds and the cost of providing enterprise services are intended to be recovered through service rates. The Water Fund accounts for the operations of the District water treatment and distribution system. The Wastewater Fund accounts for the operation of the District wastewater collection activities. The District also maintains a Fiduciary Fund for its other post-employment benefit plan trust assets and financial operations. (TK, 2017)

### 2.4.1 CURRENT FISCAL HEALTH

#### 2.4.1.1 Financial Summary

The District prepares and adopts an annual budget prior to the beginning of each fiscal year (July 1), which serves as a financial planning tool and an expense control system. Expenses cannot exceed the authorized budgeted amounts unless the budget is amended by the Board of Directors by resolution during the fiscal year. Unused appropriations lapse at the end of the fiscal year (June 30) and are available to be allocated in the following budget, known as zero-based budgeting. The District also has annually audited financial statements prepared by a Certified Public Accountant (CPA) which serves as financial assurance for the use of public funds. This section includes District financial information for Fiscal Year (FY) 2014-15, 2015-16, 2016-17, and 2017-18 and highlights specific revenue sources and long term financial considerations.

The following table (Table 2.4) provides year-end (not budget) financial information for the District. This table summarizes the Statement of Activities prepared by Terry E. Krieg, CPA and represents the short-term financial standing of the District based on reporting annual income, expenses, and profits/losses using the full accrual basis of accounting. This involves depreciation, which is a method of spreading the cost of a capital asset over its estimated useful life, as opposed to recognizing the cost of a capital asset as an expenditure at the date of acquisition. The District's capitalization policy defines a capital asset as a fixed asset (land, buildings and improvements, equipment, and vehicles) with an initial cost greater than \$1,000 with an estimated useful life in excess of one year (TK, 2017). Refer to Figure 2-4 for the most recent Statement of Net Position, which represents the long-term financial standing, or net position, of the District based on reporting the difference between the District's assets and liabilities. Refer to the following hyperlink from the District's website to download a full copy of the District's FY 2017-18 Audit: [https://docs.wixstatic.com/ugd/677c29\\_5d062a0a227a43cba36e56930656a95a.pdf](https://docs.wixstatic.com/ugd/677c29_5d062a0a227a43cba36e56930656a95a.pdf).

<b>Table 2.4 BTCSD Financial Summary</b>				
	<b>FY 14-15</b>	<b>FY 15-16</b>	<b>FY 16-17</b>	<b>FY 17-18</b>
Beginning Aggregated Net Position	\$9,426,883	\$8,646,271	\$9,006,763	\$9,637,066
Prior Period Adjustments	\$0	\$0	\$0	\$0
Ending Aggregated Net Position	\$8,646,271	\$8,912,819	\$9,323,574	\$9,861,984
<b>Revenue</b>				
<u>General Revenues</u>				
Property Taxes	\$292,570	\$304,399	\$304,198	\$315,455
Special Fire Tax	\$395,904	\$507,794	\$491,514	\$486,838
Interest Income	\$781	\$706	\$1,224	\$7,033
Social Security Section 218	\$0	\$0	\$0	(\$97,324)
Sub-total	\$689,255	\$812,899	\$796,936	\$712,002
<u>Program Revenues</u>				
Administration	\$381,241	\$353,959	\$388,794	\$408,243
Fire	\$23,906	\$19,310	\$13,622	\$38,477
Parks and Recreation	\$0	\$0	\$0	\$0
Water	\$1,189,515	\$1,181,757	\$1,229,183	\$1,429,358
Wastewater	\$1,349,286	\$1,328,802	\$1,503,144	\$1,535,838
Operating Grants/Contributions	\$60,000	\$0	\$20,464	\$39,238
Capital Grants/Contributions	\$47,422	\$0	\$0	\$150,140
Sub-total	\$3,051,370	\$2,883,828	\$3,155,207	\$3,601,294
<b>Total Revenue</b>	<b>\$3,740,625</b>	<b>\$3,696,727</b>	<b>\$3,952,143</b>	<b>\$4,313,296</b>
<b>Expenses</b>				
Administration	\$472,698	\$467,201	\$433,548	\$556,981
Fire	\$458,753	\$337,288	\$551,472	\$690,864
Parks and Recreation	\$74,092	\$91,015	\$106,989	\$97,752
Water	\$1,302,067	\$1,267,767	\$1,348,525	\$1,395,527
Wastewater	\$2,213,627	\$1,266,908	\$1,194,798	\$1,347,254
<b>Total Expenses</b>	<b>\$4,521,237</b>	<b>\$3,430,179</b>	<b>\$3,635,332</b>	<b>\$4,088,378</b>
<b>Net Income/(Loss)</b>	<b>(\$780,612)</b>	<b>\$266,548</b>	<b>\$316,811</b>	<b>\$224,918</b>
Accumulated Depreciation	\$1,583,202	\$1,554,695	\$1,613,898	\$1,670,774

Source: TK: 2016, 2017, 2018, 2019.

According to the audited financial information in the table above, the District generally operates at a net income or revenue gain which is a key measure of fiscal health and indicates that the District does not need to utilize reserve funds to balance the budget or meet current operating costs. The District has maintained a balanced budget for the past several years and is working to build reserves to fund capital improvements and replace equipment (BTCSD, 2018).

In FY 2016-17, the General Fund ended with a fund balance of \$395,700, compared to a \$264,116 fund balance at the end of the prior fiscal year, and there were no transfers out to subsidize the Fire Fund. In FY 2016-17, the Fire Fund ended with a decrease of \$62,000 for a fund balance of \$70,800. In FY 2016-

17, water sales and wastewater fees increased by about \$214,000 for a combined total revenue of \$2.7 million for business-type activities, and a combined total of expenses at \$2.5 million. (TK, 2018)

In FY 2015-16, the General Fund ended with a fund balance of \$264,116, compared to a \$158,159 fund balance at the end of the prior fiscal year, and there were no transfers out to subsidize the Fire Fund. In FY 2015-16, the Fire Fund ended with an increase of \$5,772 for a fund balance of \$132,788. The turnaround in profitability of the District between FY 2015-16 and 2014-15 was directly related to one-time wastewater expenses in 2015 and additional revenues from the first full year of receiving the voter approved increase in the Special Fire Tax. In FY 2015-16, the governmental activities included \$156,536 for costs related to the purchase of fire apparatus (breathing equipment), in the amount of \$68,621, and a fast attack fire vehicle, in the amount of \$87,915, both funded by capital lease proceeds. (TK, 2017)

#### **2.4.1.2 Fire Special Tax and Other Revenue**

In December 2013, the Special Committee for Fire Department Revenue Enhancement provided a report to the Board of Directors regarding financial options for the Fire Department including potential consolidation with the Little Lake Fire Protection District and CAL FIRE providing contract fire services. The Committee concluded that changing the structure of fire service provision was not financially feasible and would not result in more efficient or effective delivery of services. This exploratory process resulted in the District preparing a ballot initiative to increase the Special Fire Tax. (BTCSD, 2018)

On June 3, 2014, the voters in the District approved Measure K to increase the Special Fire Tax by \$34 a year from the existing \$65 per single-family residential parcel tax and also increased the tax rates applied to other classes of parcel improvements or uses as listed below.

- Single Family Residence - \$99
- Duplex - \$150
- Triplex - \$200
- Fourplex - \$250
- Multiplex other - \$275
- Commercial use - \$200
- Hotel-Motel - \$300
- Vacant Parcels - \$99

The revenue generated by this special tax must be used for a comprehensive fire prevention program, including funding of fire department operations (exclusive of salaries), capital improvements, depreciation, fire hazard programs, fire prevention programs, and reserves. This special tax increase took effect in Fiscal Year 2014-15.

(Ballotpedia, 2014)

Mendocino County disbursed a share of Proposition 172 funds to BTCSD as follows: \$20,464 in FY 2016-17 and \$20,787 in FY 2017-18 (BOS, 2018). These allocations are discretionary and reviewed annually based on availability of funding. Based on the current adopted County Budget, the same level of Proposition 172 funding will be provided in FY 2018-19 based on actual Proposition 172 receipts from the most recent year (Mendocino, June 2018).

The BTCSD Fire Department participates in Strike Team assignments for wildland fire incidents throughout the State and receives reimbursement averaging approximately \$20,000 annually for firefighters and the responding fire engine from the California Fire Assistance Agreement (CFAA).



The Brooktrails Firefighters Association raises approximately \$2,500 annually from donations and fundraising activities to support the BTCSD Fire Department.

### **2.4.1.3 Enterprise Activities**

The District's business-type operations include water and wastewater services and these enterprise activities are funded by service rates and accounted for in Enterprise Funds. The District reviews rates and fees during the annual budget development process and proposes an increase when necessary to support the on-going delivery of services. The District Board of Directors adopts rates and fees annually at a duly noticed Public Hearing based on actual expenditures and cost recovery.

The District adopted Rates and Fees for Fiscal Year 2018-2019 per Resolution No. 2018-10. The District's Monthly Water Base Rate is \$49.16, the Water Usage Rate is calculated at \$.02961 per cubic foot, and the one-time Water Connection Fee is \$11,697. The District's Monthly Wastewater Base Rate is \$68.78, the Annual Sewer Standby Charge for developed and vacant lots is \$50, and the one-time Wastewater Connection Fee is \$12,014. (BTCSD, 2019) The District's enterprise services are currently operating at a net income or revenue gain. In FY 2015-16, there was a significant reduction in expenses of the Wastewater Fund from the prior fiscal year related to approximately \$813,000 in legal fees, deferred, and withheld contract costs related to the settlement agreement reached in FY 2014-15 between the District and the City of Willits. (TK, 2017)

### **2.4.1.4 Teeter Plan**

Taxes are apportioned to eligible local government agencies (counties, cities, schools, and special districts) according to specific formulas and procedures established in the State Revenue and Taxation Code (R&TC). Mendocino County distributes secured and supplemental taxes subject to the Teeter Plan, per R&TC Sections 4701-4717, which is an optional alternative method for distributing and collecting taxes including property taxes, special assessments, and special taxes. Under the Teeter Plan, the County provides 100-percent of all the taxes levied on the original tax roll, less any corrections made during the year, to each eligible agency in advance of collection. At the end of the fiscal year, any unpaid taxes and assessments are owned by the County and are subject to the County's collection efforts and remedies, including penalties and interest on delinquent tax payments and selling tax delinquent properties at public auction. (Mendocino, n.d.)

There is a long history in the District of properties defaulting on tax payments and tax delinquent properties not selling at public auction. This is because the Brooktrails Township subdivision was designed as a second-home community for part-time residents with an expected maximum occupancy of 25-percent at any given time. However, Brooktrails Township is a community of predominately full-time residents which has considerably intensified the original land use and demand for municipal services (refer to 2.5.1.2 for more information). With limited water supply available for new service connections and physical development constraints making construction of a modern home difficult and expensive, over time many properties in the Brooktrails Township subdivision have become tax delinquent and scheduled for sale at auction. For example, there were 232 Brooktrails Township subdivision lots in default of property taxes and special assessments and subject to pending sale at auction as of January 26, 2019. There are however still active real estate transactions occurring in Brooktrails Township and many property owners that continue to pay taxes. (LAFCo, June 2019)

In 2012, the Mendocino County Board of Supervisors removed or "de-Teetered" Brooktrails Township CSD special assessments for water, wastewater, and fire services. Prior to this action, the County was

effectively partially subsidizing the District's water, wastewater, and fire services by providing the District assessment revenues that ultimately were not collected or recovered through sale at auction. Therefore, the District is currently distributed special assessment revenue upon collection instead of in advance of payment by property owners. The District has remained under the Teeter Plan related to the distribution of property taxes. Therefore, the District receives 100-percent of its tax base from property taxes regardless of whether the County actually collects this tax revenue, but the District generally does not receive 100-percent of special assessments due to non-payment by owners of tax delinquent properties. For example, the District's annual budget estimates receiving 60-percent of the fire special tax based on actual collection history. (LAFCo, June 2019)

#### **2.4.1.5 Brooktrails Township Lot Reduction Program**

The Brooktrails Township subdivision was originally established with 6,605 lots. As described above, the character of the community changed resulting in higher demand for services than was originally planned. Currently the District can provide 1,578 water service connections. To address this discrepancy in supply and demand, the Brooktrails Township Specific Plan identified a development projection or estimated buildout for Brooktrails Township of 4,000 equivalent single family residential units, or 3,815 residential dwellings on 3,673 developed lots. The Specific Plan also included a District program consisting of financial incentives to encourage voluntary lot mergers to help reach the projected buildout level and bring the available number of lots in line with available resources. The District's lot reduction program has also involved accepting lot donations from property owners.

Due to the financial impact of non-payment of special assessments by owners of tax delinquent properties in the Brooktrails Township subdivision and the need to maintain an adequate tax base, the District has changed its policy related to accepting new lot donations and subsidizing the voluntary lot merger program. The District Board reviews potential lot donations on a case by case basis and gives priority to lots that adjoin another lot in the District's existing inventory, are located at a trailhead, or would improve the trail system or access to the greenbelt. The District encourages voluntary lot mergers but can no longer subsidize the process through the General Fund. In addition, in an attempt to streamline the process, the District will no longer submit batch filings to the County of lot merger applications every six months, which creates another step in the process. This is in response to feedback the District has received from property owners that they would prefer their application be processed on an individual basis to save time.

(LAFCo, June 2019)

## **2.4.2 LONG TERM FINANCIAL CONSIDERATIONS**

### **2.4.2.1 Reserves**

The District has the following reserve accounts established for different purposes.

- Wastewater Capital Recovery Reserve: A wastewater capital recovery reserve account in the Sewer Enterprise Fund with the sum of a maximum of \$58,800 appropriated pursuant to an agreement entered into between the District and the Farmers' Home Administration as a condition of bond sale.
- Capital Reserve: A capital reserve account in the Water Connection Fund, the Sewer Connection Fee Fund, the Fire Services, and the General Fund for the purpose of funding any needed expansion of capital facilities or the acquisition of capital equipment.

- Equipment, and/or Capital Replacement Reserve: Equipment and/or capital replacement reserve accounts within all of the Funds to provide for acquisition of equipment to replace equipment originally purchased and replace and repair existing capital facilities using revenues from those funds.
- Contingency Reserve: Contingency reserve accounts within all of the Funds to be used for funding unbudgeted and unforeseen expenditures during the fiscal year as authorized by a specific appropriation resolution of the Board of Directors.
- Debt Service Reserve: A debt service reserve account within each fund from which payments to principal and interest on debt or lease purchase obligations is made. An amount equal to the payment due on such obligation during the next fiscal year is appropriated to said reserve at the end of every fiscal year.

(BTCSD, 2018)

In the past, the District practiced zero-sum budgeting and reserves were zeroed out at the end of the year. The District is currently in the process of accumulating capital and other reserves each year. (LAFCo, June 2019)

The FY 2017-18 audit does not specify the amount of funds held in reserve by the District. Figure 2-4 shows that the District has restricted cash and cash equivalents in the amount of \$309,980 for governmental activities and \$375,169 for business-type activities. (TK, 2019)

#### 2.4.2.2 Outstanding Debt

The District has no publicly-issued debt. Figure 2-2 shows the District's long-term debt activity for FY 2015-16, including capital leases for the purchase of fire equipment and vehicles in governmental activities and multiple USDA series loans, Certificates of participation, and a bank loan for water and wastewater improvements and equipment in business-type activities. The District will be obligated through 2051 for current debt payments.

**Figure 2-2 Long-term Debt Activity for FY 2017-18**

	Beginning Balance	Additions	Reductions	Ending Balance	Due Within One Year
<b>Governmental Activities:</b>					
Capital lease obligations	\$ 297,759	\$ 420,000	\$ 81,939	\$ 635,820	\$ 90,293
Compensated absences	87,212	138,086	87,212	138,086	138,086
<b>Total</b>	<b>\$ 384,971</b>	<b>\$ 558,086</b>	<b>\$ 169,151</b>	<b>\$ 773,906</b>	<b>\$ 228,379</b>
<b>Business-Type Activities:</b>					
Certificate of participation	\$ 385,400	\$ -	\$ 7,400	\$ 378,000	\$ 7,700
Certificates of participation, 2008	2,830,000	-	46,000	2,784,000	48,000
USDA Loan	131,041	-	2,243	128,799	2,337
USDA Loan, 2010	202,045	-	21,627	180,418	22,573
Bank loan	19,932	-	7,641	12,290	8,078
Compensated absences	82,526	108,694	82,526	108,694	108,694
<b>Totals</b>	<b>\$ 3,650,944</b>	<b>\$ 108,694</b>	<b>\$ 167,437</b>	<b>\$ 3,592,201</b>	<b>\$ 197,382</b>

Source: TK, 2019.

### **2.4.2.3 Capital Improvement Plan**

The District is responsible for prioritizing and budgeting for long-term capital needs in addition to ongoing operations and maintenance costs. The District does not have a Capital Improvement Plan (CIP). The District defines capital improvement priorities on a five-year basis in the annual budget process (Figure 2-3). Capital Improvements are primarily funded in one of two ways. Small to mid-range projects of \$5,000 to 100,000 are scheduled for the upcoming fiscal year through a capital outlay appropriation, and larger projects over \$100,000 are scheduled for future fiscal years through a capital reserves appropriation. The Brooktrails Township Specific Plan also contains a financing program to maintain community services and provide the infrastructure required to accommodate buildout of the community. Two currently unused funding mechanisms available to the District to finance capital facilities and improvements include Proposition 218 bond measures and Development Impact Fees pursuant to the Mitigation Fee Act (GOV 66000 et seq.). Routine maintenance of equipment and facilities is generally performed based upon the manufacturer's recommended schedule, industry best practices, and actual need, and is funded through the budget development process. (BTCSD, 2018)

# Figure 2-3

BTCSD Capital Projects from FY 2019-20 Financial Plan of Services
<b>Water Division Project Goals</b>
<u>Ongoing</u>
Replace water treatment filters
Replace end line blow offs
Replace water valves in streets
Rebuild one-to-two pump houses
Reline and reroof redwood tanks
Install radio read meters
<u>FY 2019-20</u>
Replace Tank three with a larger sized modern tank – 60,000 gallon redwood
Replace water lines throughout District as necessary
Acquire lot(s) adjacent to rock lot
GIS mapping of water distribution infrastructure
Recapture energy lost at pumping sites
Negotiate agreement for groundwater intertie in the Valley
<u>FY 2020-21 and FY 2021-22</u>
Upgrade Water Treatment Plant (Upsize Filters)
Replace Tank 14
Acquire parcel and/or water rights in valley
Design intertie
Construct Intertie
Replace Tank Two – 90,000 gallon redwood
<b>Wastewater Division Project Goals</b>
<u>Ongoing</u>
Maintain vac truck and equipment for sewer lateral inspections and jetting
<u>FY2019-20</u>
Mallard Bypass Repairs
Repair slide on easement GIS mapping of sewer collection infrastructure
Acquire lot for Primrose Lift Station
Engineering for Primrose Lift Station
FY 2020-21 and FY 2021-22 Replace/move Primrose Lift Station
Replace deteriorated main lines
<u>Future Goals</u>
Replace 14” sewer main to Willits Rebuild engine for camera truck or replace vehicle
<b>Fire Department Project Goals</b>
<u>Ongoing</u>
Maintain a high level of service
Pursue grant funding for specialized equipment
Maintain community relations and forums
Continue Fire/EMS Training
Increase Volunteer Firefighter roster to 25
Pursue and maintain Emergency access/egress routes
Maintain Hazard Abatement Program

(BTCSD, 2019)

# Figure 2-3

Continue Fire/EMS Training
Increase Volunteer Firefighter roster to 25
Pursue and maintain Emergency access/egress routes
Maintain Hazard Abatement Program
Continue funding Seasonal Staffing
<u>Future Goals</u>
Amend Fire Tax to reduce impacts from uncollected vacant parcel assessments
Pursue additional grant funding for Greenbelt Fuels Management
Amend Specific Plan to support home hardening against fire threats
<b>Parks and Recreation Department Project Goals</b>
<u>Ongoing</u>
Maintain and preserve department facilities
Clear trails and vegetated overgrowth in recreation areas
<u>FY2019-20</u>
Applied for Prop 68 Grant for two projects:
\$710,000 on Par Course Revitalization Project
\$700,000 on Ohi Grove Revitalization Project
<b>General Government Department Project Goals</b>
<u>Ongoing</u>
Maintain a high level of customer service
Monitor and refine personnel and financial information throughout the year
Pursue grant funding when available for any department revenue
Provide transparent and compliant public meetings and documents
Support and participate in community relations and forums
<u>FY2019-20</u>
Hire second Accounts Clerk/Secretary
Accrue necessary Specific Plan changes
Update LAFCo Municipal Service Review

(BTCSD, 2019)

# Figure 2-4

**BROOKTRAILS TOWNSHIP COMMUNITY SERVICES DISTRICT**  
**Statement of Net Position**  
**June 30, 2018**

	<u>Governmental Activities</u>	<u>Business Type Activities</u>	<u>Total</u>
<b>ASSETS</b>			
Current assets:			
Cash and cash equivalents	\$ 226,278	\$ 1,736,439	\$ 1,962,717
Net receivables	195,364	333,507	528,871
Inventory	-	20,313	20,313
Prepayments	9,917	12,246	22,163
Deposits	110,020	-	110,020
Internal balances	<u>(13,579)</u>	<u>13,579</u>	<u>-</u>
Total current assets	<u>528,000</u>	<u>2,116,084</u>	<u>2,644,084</u>
Noncurrent assets:			
Restricted cash and cash equivalents	309,980	375,169	685,149
Long-term receivables - delinquencies	348,239	377,324	725,563
Net capital assets	<u>5,409,433</u>	<u>6,573,837</u>	<u>11,983,270</u>
Total noncurrent assets	<u>6,067,652</u>	<u>7,326,330</u>	<u>13,393,982</u>
Total assets	<u>6,595,652</u>	<u>9,442,414</u>	<u>16,038,066</u>
<b>DEFERRED OUTFLOWS OF RESOURCES</b>			
Pensions	215,580	385,364	600,944
Other postemployment benefits	<u>4,972</u>	<u>10,094</u>	<u>15,066</u>
Total deferred outflows of resources	<u>220,552</u>	<u>395,458</u>	<u>616,010</u>
<b>LIABILITIES</b>			
Current liabilities:			
Accounts payable	9,832	50,475	60,307
Accrued liabilities	35,367	12,443	47,810
Compensated absences	138,086	108,694	246,780
Interest payable	4,981	36,269	41,250
Capital leases due within one year	90,293	-	90,293
Loans, notes, certificates due within one year	-	89,593	89,593
Total current liabilities	<u>278,559</u>	<u>297,474</u>	<u>576,033</u>
Liabilities due in more than one year:			
Certificates of participation	-	3,106,300	3,106,300
USDA loan	-	283,402	283,402
Capital leases	545,527	-	545,527
Bank note payable	-	4,212	4,212
Net other post employment obligation	58,477	118,724	177,201
Net pension liability	<u>684,806</u>	<u>1,353,639</u>	<u>2,038,445</u>
Total liabilities due in more than one year	<u>1,288,810</u>	<u>4,866,277</u>	<u>6,155,087</u>
Total liabilities	<u>1,567,369</u>	<u>5,163,751</u>	<u>6,731,120</u>
<b>DEFERRED INFLOWS OF RESOURCES</b>			
Pensions	15,216	39,095	54,311
Other postemployment benefits	<u>2,198</u>	<u>4,463</u>	<u>6,661</u>
Total deferred inflows of resources	<u>17,414</u>	<u>43,558</u>	<u>60,972</u>
<b>NET POSITION</b>			
Net investment in capital assets	5,193,613	3,090,330	8,283,943
Restricted for:			
Capital additions and debt service	-	375,169	375,169
Unrestricted	<u>37,808</u>	<u>1,165,064</u>	<u>1,202,872</u>
Total net position	<u>\$ 5,231,421</u>	<u>\$ 4,630,563</u>	<u>\$ 9,861,984</u>

See accompanying notes to the basic financial statements

## 2.5 GROWTH

### 2.5.1 PRESENT AND PLANNED LAND USE AND DEVELOPMENT

#### 2.5.1.1 Brooktrails Township History

The Brooktrails area has historically been used for a wide range of land uses. In the 1880s, the Brooktrails area was occupied by the Northwestern Lumber Company. As logging operations were completed, the land was sold to the Diamond D Ranch and served as a dude ranch. In the 1960s a developer proposed to convert the lands into a planned development and began subdividing the land. The Brooktrails Company Ltd., of Beverly Hills and New York, acquired the land in 1967. Ultimately, the land was subdivided into 6,605 lots ranging in size from one-sixth acre (7,260-square feet) to 230-acres. The development was intended to be primarily for second homes and was conceived as a “Vacation Village” resort of part-time residents with an expected occupancy of 25-percent at buildout. (Mendocino, 2004)

#### 2.5.1.2 Brooktrails Township Transition

Brooktrails Township has transitioned from the original concept of the Brooktrails Vacation Village to a community of predominately full-time residents. Since Brooktrails Township was originally conceived as a 25-percent occupancy second-home community, full buildout did not necessarily mean full occupancy at any one time. Full buildout of Brooktrails Township under the current condition of occupancy involves considerably more year-round use than was originally planned for in the approval of the Brooktrails Vacation Village subdivision. This has resulted in major changes in the community such as intensifying the original land use and circulation patterns, increasing the demand for municipal services, and impacting the preservation of environmental resources. In addition, the small size of the residential parcels may have been suitable for construction of a vacation cabin, but may not necessarily accommodate development of a modern home due to physical constraints and environmental resources such as steep slopes, soil instability, earthquake faults, water features, and sensitive habitat.

In order to plan for the future of Brooktrails Township, the County of Mendocino and the community of Brooktrails Township prepared a Specific Plan to address the quality and character of new development, the sequencing of community facilities and infrastructure, environmental protection and enhancement, public safety, recreation, and other issues unique to the community. A key component of starting the Specific Plan process was determining buildout potential for Brooktrails Township. Available water supply, physical development constraints, desired protection of environmental resources, and the level of willingness of property owners to pay for expanded services and facilities to accommodate growth played a critical role in developing different growth scenarios.

The Specific Plan Advisory Committee, consisting of Brooktrails property owners, developed five alternative development scenarios for the Brooktrails Township Specific Plan. Medium Growth Scenario #3B at 4,000 units was selected to focus preparation of the Specific Plan. Based on the 1995 Alternative Development Scenarios and Feasibility Analysis report prepared for the District, this development scenario provides an optimum balance between the need for environmental protection and the economic costs of expanding infrastructure and/or limiting growth. The 4,000 unit growth scenario is a development estimate for planning purposes and is not intended to impose a limit upon future growth in Brooktrails Township. BTCSD is committed to develop such facilities and infrastructure as is necessary



to accommodate the ultimate demand for growth in the community and consistent with the level of financial investment provided by those receiving services from the District. (Mendocino, 2004)

### 2.5.1.3 Brooktrails Township Specific Plan

The Brooktrails Township Specific Plan (Specific Plan or Plan) is a comprehensive planning document to guide on-going development of Brooktrails Township in an orderly and systematic manner and refines the broad development goals and policies of the Mendocino County General Plan to address the specific social, physical, environmental, and economic characteristics of this specific area. The Specific Plan provisions do not apply to the adjacent Spring Creek and Sylvandale subdivisions, except with regard to existing service agreements.

The Specific Plan establishes a policy framework to guide the location, intensity, and character of land uses, replaces the existing Development Review Board Ordinance and Interim Site Development Standards with permanent Design Guidelines and Site Development Standards, and contains implementation programs to realize the Plan recommendations. The Plan also establishes the circulation pattern and financing mechanisms available to maintain existing community services and provide new infrastructure and improvements to accommodate buildout of the Plan. The Specific Plan was prepared in accordance with the requirements set forth in California Government Code Section 65451.

The Specific Plan was adopted on December 8, 1997 by the Mendocino County Board of Supervisors as an amendment to the County General Plan. In January 2004, a five-year plan update with proposed amendments was provided to the Board of Supervisors per Brooktrails Resolution No. 2004-1. On July 16, 2004, the Board of Supervisors adopted the proposed amendments per Resolution No. 04-113. There have been no updates to the Plan since 2004. According to the Summary in the Brooktrails Township Specific Plan, the major features of the plan are as follows:

1. The overall land use objective is to promote environmental stewardship; this encompasses careful site design including measures to conserve water and energy; avoiding and minimizing impacts to key environmental resources; and managing the Township Greenbelt. The Plan allows for a level of development that balances protection of the forest ecosystem with environmentally sensitive development. Conservation easements will be used to protect some environmentally sensitive areas and to create fire hazard protection zones.
2. The continuation of a **predominantly single-family community with up to 4,000 equivalent single family residential units (SFRs)**. SFR is a unit of measurement for water use planning purposes. At buildout with 4,000 SFRs, there would be 3,815 residential dwellings on 3,673 developed lots with a total population of 9,919 individuals. These numbers are intended to represent a development projection, not a growth limit or development cap.
3. The **voluntary reconfiguration of some high constraint parcels** to create larger parcels with fewer allowable units. Reconfigured parcels will afford greater protection of public health and safety in high-constraint areas as well as protection of visual resources and open space amenities.
4. A program consisting of **incentives to encourage lot mergers**. A public entity overseen by the Brooktrails Township Board of Directors will be established to implement an incentive program, including financial incentives, to encourage lot mergers. After a period of five years, the voluntary merger program will be evaluated for updating and/or amendment.

5. The plan makes **adjustments to the zoning map** to reflect changes in the manner in which the community has developed. Remote commercial parcels have been rezoned for single-family development, while appropriate commercial areas have been consolidated and preserved. This plan identifies areas zoned for multi-family development in the earthquake fault zone and in the B1 zone adjacent to the Ells Field Airport to be considered for future rezoning to single-family development. This Plan does, however, preserve multi-family development areas, where environmentally suitable, to ensure the provision of adequate affordable housing. In addition, the entire Specific Plan area will be placed within a Specific Plan (SP) overlay combining district to highlight the fact that a different set of goals, policies, regulations, and implementation programs apply to this area.
6. Circulation improvements which consist of two additional access roads to address existing access and emergency evacuation constraints - one linking the Township with State Route 20 to the south, and an access road connecting the Township with U.S. Highway 101 to the east. At two lanes, the new Second Access Route would begin to reach capacity as the Township begins to reach buildout at 4,000 units. The third access route would then be required to relieve traffic on Sherwood Road and the new Second Access Route. Additional circulation improvements include but are not limited to:
  - Improvements at the Sherwood Road/Birch Street intersection.
  - Improvements to Sherwood Road including adding paved shoulders (four-foot minimum width), left-turn pockets between U.S. 101 and Poppy Drive, and a pathway along its entire length.
  - Extension of Ridge Road between Iris Drive and Goose Road.
  - Development of parking bays, as feasible, throughout the Township to address current narrow roadway constraints.
7. A 1,600 acre-foot reservoir to meet domestic water supply requirements for a community of 4,000 equivalent dwelling units and a population of 9,919 individuals. Assuming development of 40 units per year, the reservoir would be needed in the year 2023. This project will require subsequent environmental analysis prior to development.
8. Community facility and infrastructure improvements that will serve the specific needs of the Township as it develops over time. These improvements include, but are not limited to:
  - Development of wells to supplement the existing water supply for up to 2,500 units.
  - A new raw water main connecting the new reservoir to the existing raw water main at Lake Emily.
  - Expansion of the existing water treatment plant at Brooktrails in its present location to accommodate growth to 4,000 units.
  - A new wastewater trunk main to replace or parallel the existing trunk main from the Township to the City of Willits Wastewater Treatment Plant to accommodate development beyond 2,000 units, and a second new line to accommodate 3,000 units.
  - A third fire station is anticipated in the near term in the vicinity of the airport to serve existing development. A fourth fire station and fire vehicles would be required to serve 2,000 units, and a fifth fire station and vehicles would be required to accommodate 4,000 units.
9. Design Guidelines and Site Development Standards that: protect public health and safety; preserve and enhance environmental resources and public amenities; and establish and enforce design standards that will protect visual quality, and the community's quality of life in the existing semi-rural setting.

10. Under the Specific Plan financing program, four bond issues are recommended. The first bond issue will be needed in the near-term to finance the second access road which is needed at this time. The second bond issue would be required to fund wells and preliminary reservoir work at about the year 2011. The third bond issue would be required for the new 1,600 acre-foot reservoir around the year 2023. The fourth bond issue would be required for the third access road, scheduled for construction at 3,500 equivalent single-family residential units (SFRs) around the year 2048.
11. Development impact fees are also anticipated and an impact fee schedule is estimated based on a proposed allocation of capital project funding between fees and bond assessments. Actual fee levels will depend upon the timing of the projects and the authorization for assessments.
12. It is also noted in the Specific Plan that the success of the Plan depends on continuing community support in implementing the Plan and the combined efforts of all applicable regulatory and service delivery agencies, and particularly on the on-going close cooperation between the District and the County of Mendocino.

(Mendocino, 2004)

The Specific Plan is due for an amendment based on recommendations of the District Planning Committee to the Board of Directors, including those identified below. Amending the Specific Plan might be accomplished through a minor update process which would be more cost-effective and time-efficient than a complete overhaul of the Specific Plan, which could be cost-prohibitive and potentially unachievable.

- To bring its development standards in line with home hardening standards developed by the State of California, to which the current standards are not consistent.
- To alter the lot merger recommendations and role of the District in incentivizing them.
- To change the language on donating and selling privately owned lots to the District.
- To update other elements of the water and wastewater infrastructure, policy development, and land use trends.

(BTCSD, 2019)

#### 2.5.1.4 Land Use

Brooktrails Township is comprised of a semi-rural residential community with 6,605 parcels, a 2,500-acre greenbelt area for open space and recreation, public facilities to support the community, and community-oriented commercial uses. The specific zoning designations for Brooktrails Township are listed below and are based on the Mendocino County Inland Zoning Ordinance:

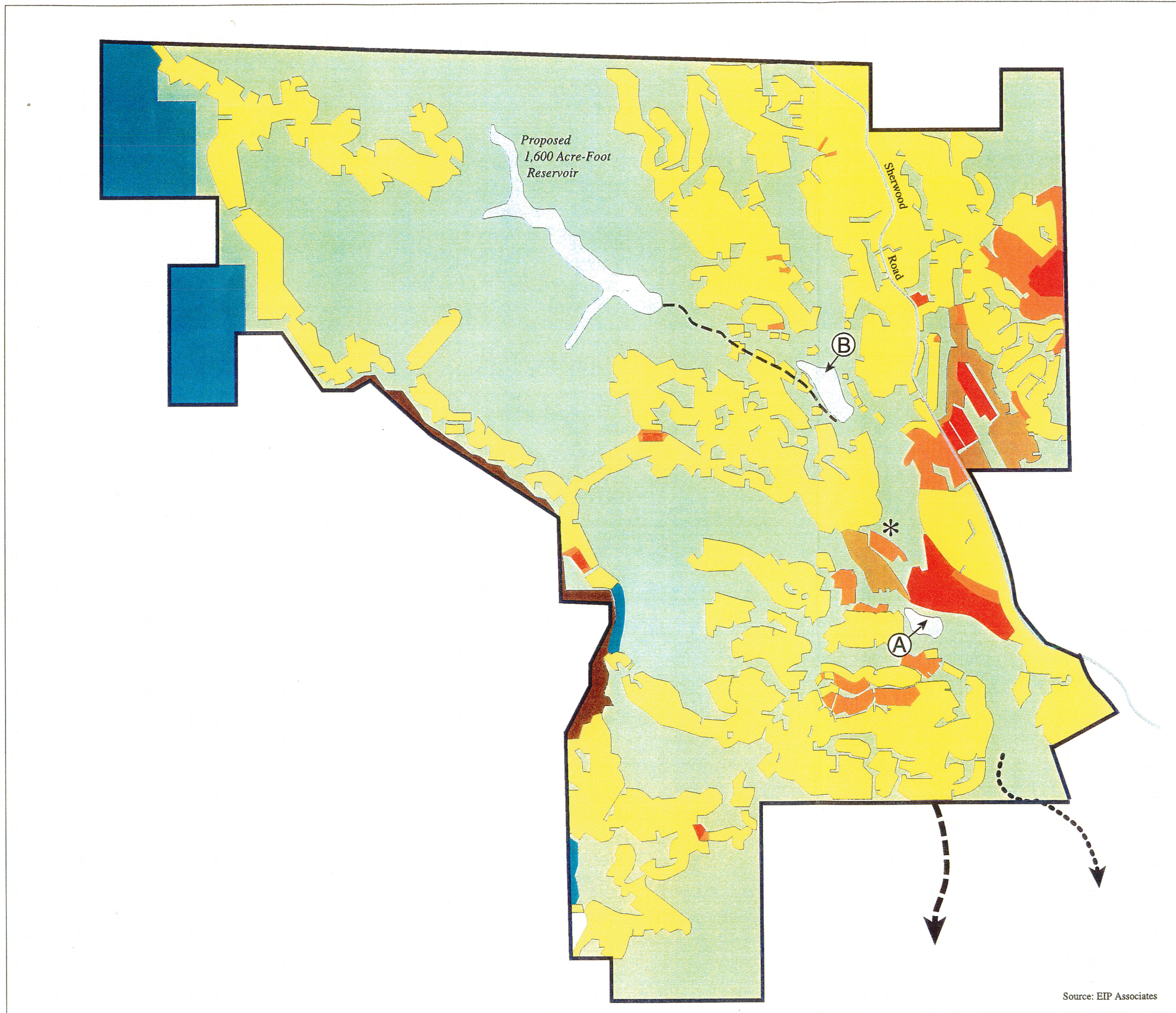
- R-1 Single-family Residential
- R-2 Two-family Residential
- R-3 Multiple-family Residential
- S-R Suburban Residential
- C-1 Limited Commercial
- P-F Public Facilities
- F-L Forest Land
- T-P Timberland Production

The Specific Plan Zoning Map for Brooktrails Township shows land uses, a proposed new 1,600 acre-foot impoundment or reservoir for domestic water supply, and circulation and infrastructure improvements to accommodate buildout of the community (Figure 2-5). When the community was originally laid out by developers, various parcels were designated for commercial uses, consistent with the “Vacation Village” concept. These commercial parcels were scattered throughout the community to serve seasonal residents and were thought appropriate for gas stations and small retail businesses or convenience stores to meet the daily needs for goods and services. However, commercial development on many of the commercially designated parcels has not occurred for multiple reasons, including physical development constraints such as steep slopes and heavily forested parcels, remote locations making the parcels isolated from residential development and a source of potential shoppers, and small parcel size making development of a parking lot difficult without extensive grading. Some commercially designated parcels have been developed with residences and were rezoned to residential as a result of the Specific Plan to reflect the existing land use.

The District boundary is also comprised of two adjacent rural residential subdivisions zoned U-R Upland Residential. The areas adjacent to the District boundary are zoned R-L Rangeland (livestock grazing, protection of natural resources), T-P Timberland Production (growing and production of timber), S-R Suburban Residential (residential with some commercial uses), and U-R Upland Residential (low-density agricultural/residential uses).

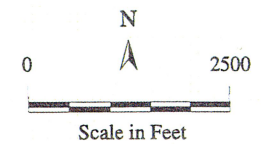
(Mendocino, 2004)

# Figure 2-5



Source: EIP Associates

- Suburban Residential
- Residential (Single-Family)
- Residential (Two-Family)
- Residential (Multiple-Family)
- Limited Commercial
- Public Facility
- Forest Land
- Timberland Production
- Lake (A-Ada Rose, B-Emily)
- Proposed Access Route to State Route 20
- Proposed Trunk Sewer Main to City of Willits
- Proposed Raw Water Main
- \* Community Center/Fire Station
- Specific Plan Boundary



BROOKTRAILS TOWNSHIP SPECIFIC PLAN  
**Figure 4-2**  
**Specific Plan Zoning Map-Proposed**



### 2.5.1.5 Development

Existing development in Brooktrails Township is primarily residential; however, there is very limited commercial development, recreational and open space areas, and public facilities and infrastructure. Existing commercial development within Brooktrails Township includes a deli and small convenience store. Existing community facilities and improvements include the District office, community center, fire station, golf course and shop, water treatment plant, Lake Emily and Lake Ada Rose, Ohl Redwood Grove Park, community garden, baseball field, and an extensive trail system. Adjacent to Brooktrails Township, existing development is primarily residential and also includes the Ells Field Airport and Sherwood Valley Rancheria.

The City of Willits owns the Willits Municipal Airport, also known as Ells Field. This public airport facility is located directly east of Brooktrails Township and is accessed from Poppy Drive. The airport began private operations in the 1960s by the Deerwood Corporation as a destination for flights from Oakland to prospective buyers of parcels in the adjacent Brooktrails Vacation Village subdivision. (LAFCo, May 2019)

The Specific Plan projections for buildout of Brooktrails Township are that there will be 3,815 residential dwellings on 3,673 developed lots with a total population of 9,919 individuals (Mendocino, 2004). Brooktrails Township is currently at approximately 33% of the total number of dwellings and associated population projected at full buildout (BTCSD, 2019). The Specific Plan assumed development of 40 dwelling units per year based on historic development levels; however, new development has been limited due to overall water supply availability and a long standing State issued and now released water moratorium. Two new residential dwelling units have been developed since the water moratorium was removed on December 3, 2017. Figure 2-6 shows the 2004 and 2019 development conditions for Brooktrails Township including the number of existing parcels, the number of developed residential parcels, and other development characteristics.

In order to allow a significant increase in new development within Brooktrails Township, the District will face the following infrastructure needs or growth constraints.

- Development of a Second Access Road to reduce congestion and improve emergency access.
- Expanded capacity of the wastewater trunk main between Brooktrails Township and the City of Willits Wastewater Treatment Plant.
- Development of additional water supply to supplement the existing surface water supply.

(LAFCo, 2010)

The near-term water and wastewater infrastructure needs identified above and additional long-term needs are further described in Sections 3.5 and 3.6 respectively. The need for a Second Access Road is described below.

Brooktrails Township is currently served by one access road. Therefore, all vehicle traffic generated from Brooktrails Township, Spring Creek, Sylvandale, Willits Municipal Airport, and Sherwood Valley Rancheria flows into the City of Willits via Sherwood Road at the intersection of Main Street located just north of downtown Willits. This intersection is currently being reconstructed and funded by Caltrans as mitigation associated with the construction of the Highway 101 Bypass project (BTCSD, 2019). Sherwood Road is a narrow, two-lane paved road with eleven-foot lanes and no shoulders. (KOA Corporation, 2009)

Based on a 2009 Brooktrails Second Access Feasibility Study prepared by KOA Corporation, Sherwood Road is designed for 2,500 vehicle trips per day (round trips) and is serving an average of approximately 10,000 vehicle trips per day and a maximum of 18,000 vehicle trips per day. Therefore, development of a Second Access Road is important for the safety of the existing population. (LAFCo: 2010, June 2019)

There has been extensive discussion of the need for secondary access to Brooktrails Township and the Sherwood Road corridor by various individuals, citizen groups, elected officials, and public agencies over the past decade. Numerous studies have been completed since 1991. These studies primarily focused on the need for adequate emergency evacuation routes out of Brooktrails Township, especially during wildfire incidents. Over the years a need for additional circulation capacity has also emerged due to growth and general development in the area. (KOA Corporation, 2009)

In regard to evacuation, if the southbound paved portion of Sherwood Road to Willits becomes unavailable during an emergency, the currently designated evacuation route is approximately 11.5-miles along the northbound unpaved portion of Sherwood Road to Highway 101 or approximately 17.5-miles to Laytonville (BTCSD, n.d.). The District is interested in establishing an alternative evacuation route for Brooktrails Township and the surrounding area in the case of an emergency. One potential opportunity is creating a Benefit Zone along the Sherwood Road Corridor through County Service Area 3 to assess affected property owners and generate revenue to fund additional access.

A Second Access Road to Brooktrails Township and the surrounding area needs to be established to address current road safety and congestion issues and improve circulation for the area in order to accommodate the current population level and ultimate buildout of Brooktrails Township. Development of a Second Access Road for general and emergency purposes is a significant infrastructure or growth constraint for the District and is needed at the current level of development. Until the Second Access Road infrastructure need is resolved, developing additional water supply and increasing sewer line capacity likely will not be needed at the level required for full buildout. (LAFCo, 2010)

	2004	2019
1 Total number of existing residential lots (includes merged lots):	6068	6060
2 Total number of improved (built) residential lots (includes merger lots):	1,392	1,553
3 Total number of unimproved (unbuilt) residential lots (includes merger lots):	4,676	4,507
4 Average annual multiple residential lot ownership rate (buyer secures more than one lot):	11%	
5 Number of residential lots in high constraint area:	985	
6 Number of improved (built) residential lots in high constraint area:	157	
7 Number of unimproved (unbuilt) residential lots in high constraint area:	828	
8 Average annual water consumption (gallons per day per single family residential unit):	220	110

(BTCSD, 2019)

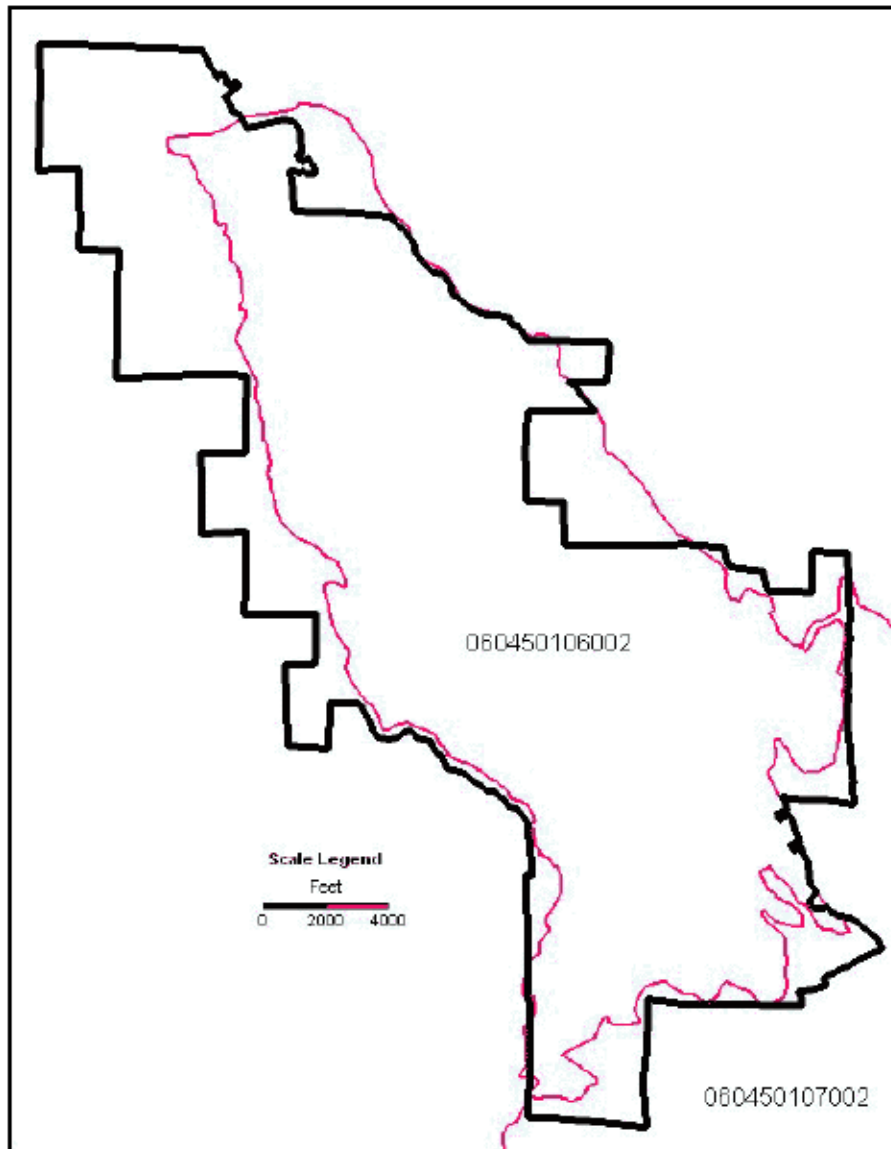
## 2.5.2 EXISTING POPULATION AND PROJECTED GROWTH

Figure 2-7 shows the District boundary compared with Block Group 2, Census Tract 106, which is the census boundary with the closest shape to the District boundary. This census boundary follows the road centerline, and excludes over 700 parcels located within the District and outside the boundary of Block Group 2. The Census Blocks adjacent to Block Group 2 can extend far beyond the District boundary. Therefore, the population and demographic characteristics of Census Block Group 2 have been extrapolated to the remainder of the District boundary that is not covered by Block Group 2. (LAFCo, 2010)

Based on the 2013-2017 American Community Survey 5-Year Estimates, the population estimate for Block Group 2 is 3,365 (USCB, 2018b). Another way to determine the estimated population size for the District is the number of residential units, or water service connections, multiplied by the average household size. Based on 1,548 residential water connections (BTCSD, 2019) and an average household size of 2.36 persons (USCB, 2018b), the District has an approximate population of 3,654. For comparison, the estimated buildout population of 9,919 from the Specific Plan is based on an average household size of 2.6 persons (Mendocino, 2004). The Brooktrails Census Designated Place (CDP) boundary shape is similar to the Brooktrails Township subdivision boundary, but smaller than the District boundary, and has an estimated population of 3,235 (USCB, 2018a).

For the purposes of this study, the current District population is estimated to be approximately 3,500, which is the average of the low and high end estimates of 3,365 and 3,654.

**Figure 2-7 BTCSD and Block Group 2 Boundaries**



Source: LAFCo, 2010



Population growth is expected to increase at an annual rate of approximately 0.5% for Mendocino County (DOT, 2017). Based on this growth rate, the District can expect a small population increase of 175 people within the next five years. While the State removed the water moratorium in 2017, it is anticipated that the District will experience very limited growth until constraints related to infrastructure needs are sufficiently addressed.

## **2.6 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 (MHI) that is less than 80% of the State MHI of \$63,783, or \$51,026 (USCB, 2017). This State legislation is intended to ensure that the needs of these communities are met when considering service extensions and/or annexations in unincorporated areas.

Brooktrails Township is a Census Designated Place (CDP) and the primary population center within the District. Brooktrails CDP has an MHI of \$49,420 and qualifies as a DUC (USCB, 2018a). Financial information based on Block Group 2, Census Tract 106, is also representative of the District. Block Group 2 has an MHI of \$45,670 and qualifies as a DUC (USCB, 2018b). The areas surrounding Brooktrails CDP and Block Group 2 may also qualify as a DUC. Special consideration will be given to any DUCs affected by future annexation proposals consistent with GC §56375(8)(A) and LAFCo Policy.

## 3 MUNICIPAL SERVICES

A Municipal Service Review (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. The MSR determinations inform the SOI Update process and assist LAFCo in considering the appropriateness of a public service provider's existing and future service area boundary. The information and analysis presented in Chapters 2 and 3 of this document form the basis for the MSR determinations provided under Section 3.7.

### 3.1 SERVICE OVERVIEW

#### 3.1.1 SERVICES

Brooktrails Township CSD provides the following municipal services:

- Planning and Design Review
- Parks and Recreation
- Fire Protection and Emergency Medical Services
- Water
- Wastewater

Additional municipal services are provided to District residents by other public agencies or non-profit organizations through agreements and Joint Powers Authority (JPA) and by private businesses through service contracts, as detailed in Section 2.3.4. This MSR only reviews services provided by the District. This is the second MSR prepared for the District; the first one was adopted by the Commission on December 6, 2010 (LAFCo Resolution No. 2010-04).

#### 3.1.2 SERVICE AREAS

The District is divided into three service areas:

- The Brooktrails Township subdivision receives all District services.
- The Spring Creek subdivision receives water and fire protection services from the District.
- The Sylvandale subdivision receives fire protection services from the District.

(LAFCo, 2010)

#### 3.1.3 OUT-OF-AGENCY SERVICES

The District provides water and wastewater services to the Willits Municipal Airport as authorized by the Board of Directors by resolution in the 1960s when the airport was constructed. The District does not provide any other out-of-agency services (OAS), except for mutual aid responses and dispatched service calls for fire protection and emergency medical services, including to the Sherwood Valley Rancheria and "The Gates" area. (BTCSD: 2018, 2019)

### 3.2 PLANNING AND DESIGN REVIEW

Comprehensive planning and regulation of private land use is normally limited to cities and counties in California. Unlike a city, BTCSD is not the exclusive provider of local government services within its

boundaries. The County is the general-purpose local government agency for unincorporated areas and created the District's predecessor, the Brooktrails Resort Improvement District, at the time Brooktrails Township was subdivided in order to provide municipal services.

The latent authority for resort improvement districts to exercise planning authority was deleted by the legislature. However, BTCSD derived its authority to exercise a full range of municipal powers by reorganizing from a resort improvement district to a community services district in 1975. This reorganization was in response to the legislative limitation on the powers a resort improvement district could provide and allowed BTCSD the powers to supply water, dispose of sewage and storm water, provide fire protection, provide parks and streets, and provide and maintain other public facilities and improvements as necessary.

The authority of BTCSD to regulate private land use was based on subdivision Covenants, Conditions, and Restrictions (CC&Rs). The CC&Rs for Brooktrails Township (excluding the golf course and Cobb area) expired on June 30, 1994. Prior to the expiration of the CC&Rs, the Mendocino County Board of Supervisors adopted Ordinance No. 3885 establishing a Development Review Board consisting of the District Board of Directors, responsible for development review of all new construction in the District, and further acting as an appeals board for discretionary appeals from decisions of an Architectural Review Commission appointed by the Board of Directors. General standards for the exterior design of structures, landscape preservation, relationship between structures and site, building materials and colors and parking and circulation were included. The actual Interim Site Development Standards adopted by the Board on April 19, 1994 (Resolution 1994-16) were included in Ordinance No. 3885 by reference. Ordinance No. 3885 specifically excluded the Spring Creek and Sylvandale subdivisions from development review by the Board.

After several years of effort, BTCSD obtained special legislation through Assembly Bill No. 266 and voter approval (69%) authorizing BTCSD to become the first special district in California to engage in land use planning decision-making. Mendocino County Ordinance No. 3829 adopted by the Board of Supervisors on August 18, 1992, established BTCSD as the Brooktrails Area Planning Commission (planning authority granted by the State of California as delegated through Mendocino County), and noted it was the "function and duty" of the Planning Commission to prepare a Specific Plan pursuant to Section 65450 of the California Government Code and related General Plan amendments.

Ordinance 3829 excluded the Spring Creek and Sylvandale subdivisions from the area to be covered by the Specific Plan. Both subdivisions have associations and are active in the community planning process. The BTCSD Board has expressed its intent to refrain from preparing planning studies which would relate to land use and criteria by which development would proceed in the Spring Creek and Sylvandale subdivisions.

(Mendocino, 2004)

In January of 2006, Senate Bill 135 became effective. This Bill reorganized and changed the Principal Act for a Community Services District. With the reorganization of CSD law, the Legislature provided a broad list of powers that a CSD may assume. One of those powers is the ability to finance the operations of area planning commissions formed pursuant to G.C. Section 65101. (LAFCo, 2010)

The Brooktrails Township Specific Plan contains requirements for lot clearing, building, and remodeling in Brooktrails Township. The District contracts with an Architect to review plans and projects in

accordance with the Specific Plan Design Guidelines and Site Development Standards and other applicable County development regulations. Many projects require approval by the District Architect before a building permit will be accepted by Mendocino County. In addition, the District Architect reviews applications for the removal of individual trees on developed lots and proposals for the District's lot merger program for consistency with the Specific Plan. The District Administrative staff provides basic information to property owners regarding the development process and requirements and acts as a liaison between property owners and the District Architect. (BTCSD, 2018; LAFCo, 2010)

### 3.3 PARKS AND RECREATION

In a December 17, 1969 article in the New York Times, Brooktrails Township was noted as being the first community in the United States to blend a 2,500-acre (4-square mile) redwood and mixed-growth forest conservation park with a contiguous, fully improved residential area. The term coined for this residential area built in a forest was hyleopolis. The term hyleopolis essentially refers to the fact that Brooktrails Township functions as an urban-to-forest interface. It is a suburban development within a contiguous wooded park. Hyleopolis also refers to the character of the urban-forest interface where protection of the forest is paramount. That was the objective in Brooktrails Township from the beginning, and is the purpose of Ordinance No. 63 adopted by the BTCSD Board of Directors on June 23, 1988. (Mendocino, 2004)

The original dedication of the forest greenbelt was for any use permitted to a resort improvement district. County zoning is consistent with this interpretation of the range of potential uses, designating that property for Public Facilities (PF). Ordinance No. 63 narrowed the use of the property by creating Brooktrails Redwood Park and including all of that greenbelt property within it. The Ordinance states that the Park constitutes much of the watershed of BTCSD, and as such is a facility incidental to the water system of BTCSD. The Ordinance further states that the primary public purpose of the Park is to protect, conserve, and manage trees, other vegetation, and wildlife in order to retain and create a natural environment readily available for the enjoyment of property owners and residents of BTCSD. (Mendocino, 2004)

On November 17, 1988, the BTCSD Board of Directors adopted Ordinance No. 68 establishing a Master Plan for Brooktrails Redwood Park which controls the use of the property. The plan divided the Park into three categories:

- Active use areas
- Neighborhood use areas
- Passive use areas

The Recreation, Greenbelt, and Conservation Committee prepared a Greenbelt Stewardship Plan between 2006 and 2013, which the Board of Directors adopted by Resolution No. 2013-14. (BTCSD, n.d.)

The District owns various park and recreation facilities in Brooktrails Township including:

- Brooktrails Redwood Park with a 2,500-acre greenbelt that entails 30 hiking trails, Lake Emily, and Lake Ada Rose. Fishing is allowed from the shore of Lake Emily and fish are stocked that were especially bred for the upstream Eel River habitat areas. Lake Emily is a drinking water storage facility; therefore, swimming, boating, and pets are prohibited in the lake.
- Ohl Grove Redwood Park with picnic tables, barbecues, and restrooms.

- Community Center.
- Nine-hole golf course with a shop and grill. This course is also now being used as an 18-basket disc golf course that attracts tournaments.
- Par course with a fitness trail and workout stations.
- Baseball field.
- Children's playground.

The District manages the operation and maintenance of the Community Center located next to the District Office. Community groups, residents and visitors rent the Community Center for functions and events. District Board of Directors meetings and committee meetings are also held at the Community Center. The District has upgraded the facility for ADA compliance with the goal of providing continued recreational opportunities. (BTCSD: 2018, 2019)

There is no charge to use any of the park and recreation facilities except for the golf course, rental of the community center, and special events held at Ohl Grove Redwood Park. Residents of the City of Willits, unincorporated County of Mendocino, and other areas regularly make use of the recreation facilities in the District. The addition of disc golfing attracts destination participants from as far away as San Francisco and beyond.

The District would like to refurbish the non-functioning tennis courts on Birch Street and improve them for full-court basketball and volleyball. The District has reconstructed the children's playground to include more modern play facilities. A Proposition 68 grant to fund Par Course trail connectivity and play surface upgrades will be submitted in 2019.

The District partners with private/public groups to provide special events and activities including Movies on the Grove and seasonal child-oriented special events such as a pumpkin hunt. The District also works with the Willits Kids Club to offer a two-week summer camp at the community center and picnic grove.

District Administrative staff oversees the park and recreation facilities including finances, contract management, and grant administration, and District maintenance staff is responsible for maintaining park and recreation facilities.

(BTCSD: 2018, 2019; LAFCo, 2010)

## 3.4 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

### 3.4.1 SERVICE OVERVIEW

#### 3.4.1.1 Services

The District provides structural fire protection, suppression, and prevention, first responder for emergency medical services and hazardous materials incidents, and rescue/extrication. The District does not provide ambulance service or have a hazardous materials response team. The County REHIT team would be the response group for a HAZMAT incident for the purpose of direct management and control of the event. (BTCSD, 2018; LAFCo, 2010)

As part of fire prevention services, the BTCSD Fire Department provides fire safety education, conducts arson investigations, and manages a Hazard Abatement Program with standards requiring private property owners to eliminate specific hazards defined for grass and wooded parcels and create defensible space by July 1st of each year. The District also works with CAL FIRE on fire safety efforts to

construct fuel breaks in Brooktrails Redwood Park and has special fire regulations, including a burn ban from June 1st until the first rains of each year, and prohibits the discharge of firearms and the use of off-road vehicles in Brooktrails Redwood Park. In addition, the Fire Prevention Officer performs annual business inspections and assists residents with information about defensible space, fuel loads, fire rated roofing, and fire resistive materials. (BTCSD: 2018, n.d.; LAFCo, 2010)

The BTCSD Fire Department has received and is currently working under Fuels Management Grants from CAL FIRE to abate overgrown vegetation in and around District property and infrastructure throughout the Township.

The entire District is located within the State Responsibility Area (SRA); this designation means that the State of California has the primary financial responsibility for the prevention and suppression of wildland fires. The District responds to all fire-related services calls within the District boundary, and is often the first to respond to wildland fire incidents. During wildland fire season, the California Department of Forestry and Fire Protection (CAL FIRE) is also dispatched to wildland fires in the SRA, and the first agency to respond generally assumes the role of Incident Command (IC).

The District boundary is coterminous with the jurisdictional boundary of the Little Lake Fire Protection District (LLFPD) to the east of Brooktrails Township. The areas located north, west, and south of the District are not within the jurisdiction of a local fire agency. These areas are within the SRA and receive wildland fire protection services from CAL FIRE during wildfire season and local fire agencies when dispatched. These adjacent areas are primarily owned by timber production companies and are difficult to serve due to the distance from existing District fire stations, remote location, and access issues. CAL FIRE is the appropriate service provider in these areas for the foreseeable future.

### 3.4.1.2 Staffing

The District has a combined Fire Department with professional and volunteer personnel. The BTCSD Fire Department is staffed with 2 paid positions including a full-time Fire Chief and a full-time Fire Prevention Officer/Battalion Chief and 15 Volunteer Firefighters of various skill levels.

The District recruits and relies on volunteers to provide services through the Brooktrails Firefighters Association. The maximum number of volunteers that the District can support is 25. The District reports that the current staffing level is adequate to deliver services. The District is recruiting new volunteer firefighters and needs more volunteer firefighters that are available during daytime hours. (BTCSD: 2018, 2019)

The following table provides information regarding the current staff resources dedicated to providing fire protection services.

<b>Title</b>	<b>Career</b>	<b>Paid On-Call</b>	<b>Volunteer</b>
Fire Chief	1		
Assistant Chief			
Battalion Chief			
Fire Captain			2
Engineer			4
Firefighter			8
Fire Prevention Officer	1		

<b>Title</b>	<b>Career</b>	<b>Paid On-Call</b>	<b>Volunteer</b>
Maintenance Engineer			
Admin. Staff			
Temporary Interns	1		

Source: BTCSD: 2018, 2019.

### **3.4.1.3 Training**

Volunteer Firefighters have a regular training schedule of one Thursday and one Saturday per month for three hours in addition to on-duty training. Volunteers are encouraged and trained to Firefighter Level 1 standards. (BTCSD: 2018, 2019)

### **3.4.1.4 Dispatch**

In Mendocino County, dispatch for fire protection services and emergency medical services (EMS) are provided by the CAL FIRE Emergency Communications Command Center (ECC) at the Howard Forest Station near Willits. Mendocino County pays for dispatch services from a portion of Proposition 172 funds.

Due to the dynamic and unpredictable nature of emergencies, multiple public agencies could be dispatched to a single service call. In responding to medical emergencies, local fire protection and ambulance service providers are often dispatched simultaneously. In many cases, local fire agencies are the first to arrive on scene and provide first aid and basic life support while preparing the patient for transport to a hospital.

### **3.4.1.5 Mutual and Automatic Aid Agreements**

Mutual aid refers to reciprocal service and support provided to another agency upon request under a mutual aid agreement between one or more agencies. Automatic aid differs in that no request for aid is necessary in order for reciprocal service and support between agencies within the automatic aid agreement. These types of pre-arrangements allow for the dispatch and use of additional equipment and personnel that a single jurisdiction cannot provide on its own and also entails a reciprocal return of resources when needed. The District maintains an Automatic Aid Agreement with the Little Lake Fire Protection District and continues to cooperate in the development of opportunities to assist regional firefighting organizations.

The District primarily serves residents and property within its jurisdictional boundary. However, due to the critical need for rapid response in emergency situations, when a call for service is received, the nearest available response unit is dispatched regardless of jurisdictional boundary. Therefore, the BTCSD Fire Department response area is larger than the District boundary based on the Countywide Mutual Aid System. According to the 2015 Mendocino County Community Wildfire Protection Plan, the District is within Mutual Aid/Planning Zone 1, which includes the Little Lake Fire Protection District, Covelo Fire Protection District, Long Valley Fire Protection District, Leggett Valley Fire Protection District, Piercy Fire Protection District, and Whale Gulch Volunteer Fire Company (MCFCA, 2015).

In addition to the local mutual aid system, the District participates in the California Fire Service and Rescue Emergency Mutual Aid System for wildland fire incidents throughout the State. The District responds to out-of-County fire incidents upon request for strike teams and when the remaining equipment and personnel are capable of providing service to the District.

### 3.4.2 SERVICE ADEQUACY

#### 3.4.2.1 Service Calls

The following table provides a summary of the total number and types of service calls the District responded to during years 2012 through 2018.

<b>Service Call Type</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
Fire Suppression	14	9	8	25	41	38	52
EMS/ALS	118	154	127	157	165	131	172
Rescue	32	36	24	20	18		
Hazardous Materials	4	2	7	22	22	20	20
Other/Public Assists	27	55	36	48	15	41	42
<b>TOTAL</b>	<b>195</b>	<b>256</b>	<b>202</b>	<b>272</b>	<b>261</b>	<b>230</b>	<b>288</b>

Source: BTCSD: 2018, 2019.

The District responds to an average of 244 service calls per year, varying from structure fires to public assistance. The majority of service calls are related to emergency medical responses. The District can successfully and simultaneously manage multiple service calls in one day.

#### 3.4.2.2 Response Times

Response time relates to the time elapsed between the dispatch of personnel and the arrival of the first responder on the scene of an incident. There are different response time expectations and first responder capabilities in serving urban, suburban, and rural areas. In general, the faster the response time the higher the likelihood of a positive outcome related to managing and addressing the incident. A fast response time for medical care is especially important for incidents involving patients who are suffering from a life-threatening condition. Further, a fast response time for fire suppression is important to prevent a structure fire from rapidly spreading to other structures and/or wildland interface areas.

Emergency response time standards vary by the level of urbanization of an area; the more urban an area, the faster a response should be. The Coastal Valleys EMS Agency has established recommended guidelines for response times which apply to Mendocino County. For 90% of emergency responses, response times for first responders should not exceed 5-minutes in metropolitan to urban areas, 15-minutes in suburban to rural areas, and 30-minutes for wilderness areas (CVEMSA, 2012). These standards are intended for ambulance contract providers; however, they indicate what is considered appropriate response times for medical emergencies. The National Fire Protection Association (NFPA) has also established industry standards for response time performance based on the service structure of the agency: NFPA 1710 for agencies with paid staff and NFPA 1720 for agencies with volunteer staff. NFPA 1720 recommends the following response times: 9-minutes in urban areas 90% of the time, 10-minutes in suburban areas 80% of the time, 14-minutes in rural areas 80% of the time, and in remote areas response time is directly dependent on travel distance (NFPA, 2010). The District would fall under the NFPA 1720 category.

The District's average response time is less than nine minutes due to the majority of calls being from within the Township boundary. The District's response time varies by call location and is approximately 10-minutes in Brooktrails Township and less than 15-minutes in Spring Creek and Sylvandale. (BTCSD: 2018, 2019)



### 3.4.2.3 ISO Rating

Fire services in communities are classified by the Insurance Service Office (ISO), which is an advisory organization depended on by insurance companies for establishing the availability and costs for fire insurance. The ISO rating classifies fire service in communities with a ranking from 1 to 10, indicating the general adequacy of coverage. Communities with the best fire protection facilities, systems for water distribution, fire alarms, communications, equipment, and personnel receive a rating of 1. Primary factors assessed in establishing ISO ratings are maintaining more than one fire station within a district boundary to meet the 5-mile radius requirements, ensuring appropriate facility maintenance and upgrades are made, and sufficient personnel and volunteers exist to respond to each station.

Brooktrails Township has an ISO rating of 4 and Spring Creek and Sylvandale have an ISO rating of 4X. (BTCSD, 2018). The current ISO ratings were improved based on fire prevention activities and increased water storage capacity.

### 3.4.3 FACILITIES AND ASSETS

The District owns, operates, and maintains multiple capital assets including land, buildings, equipment, and infrastructure to provide services to its constituents.

#### 3.4.3.1 Facilities

The BTCSD Fire Department operates two fire stations. The main two-bay fire station is in good condition and is located at 24680 Birch Street. The second single-bay fire station is located in the Spring Creek area at the intersection of Ridge Road and Blue Lake Road and is currently used primarily for equipment housing. Fuels reduction in and around these facilities was completed in 2019 to provide clearance and protection against fire-related impacts. There are no plans for additional facilities. (BTCSD: 2018, 2019; LAFCo, 2010)

The Brooktrails Township Specific Plan will be the document, once amended, used to develop plans for future fire protection facility improvements and equipment to serve the needs of Brooktrails Township as it develops over time. Currently, the Specific Plan identifies the following capital needs:

- A third fire station is anticipated in the vicinity of the airport to serve existing development. A fourth fire station and fire vehicles would be required to serve 2,000 units, and a fifth fire station and vehicles would be required to accommodate 4,000 units.  
(Mendocino, 2004)

#### 3.4.3.2 Equipment

The District owns and maintains multiple fire engines and emergency response vehicles, as shown in Figure 3-1.

**Figure 3-1 BTCSD Vehicle Inventory**

Vehicle Inventory			Original Cost
Year Make/Model	Type	Use	GVW
2018 Water Tender	Fire Truck	Fire Protection	\$325,000 20,000
2016 Ford/F150	Pick-Up Truck	Water/Sewer	\$27,131 7,050
1984 Ford Truck	Pick-Up Truck	Maintenance	\$8,000 6,380
2008 Ford Ranger 4WD Pickup	Pick-Up Truck	Maintenance	\$17,904 2,010
2009 International Vac Truck	Extra Heavy Truck	Water/Sewer	\$264,327 30,900
2003 Ford Ranger	Pick-Up Truck	Water/Sewer	\$15,982 3,358
1982 AMGNL/UT Jeep	Light Truck		\$4,500 5,999
1990 Ford F-350 #5230	Fire Truck - Full-sized	Fire Protection	\$49,402 11,000
2006 Ford Ranger 4x4 w/ Attachments	Pick-Up Truck	Maintenance	\$16,222 3,600
2009 Ford S-DTY F350S #5240	Fire Truck	Fire Protection	\$63,000 11,200
2004 Ferrara Pumper Model #5281	Fire Truck	Fire	\$282,505 32,300
1988 Ford Fire Engine #5285	Fire Truck	Fire Protection	\$150,428 26,320
1993 Int'l Dump Truck	Dump Truck	Maintenance	\$49,715 13,880
1995 FORD/PUMPER	Fire Truck	Fire Protection	\$105,000 25,180
1997 Ford PU #5242	Fire Pick-Up or Light Duty	Fire	\$5,422 4,490
1981 Ford Flatbed w/Rodder	Medium Truck	Maintenance	\$30,000 20,000
2005 Chevy PU #5200	Fire Pick-Up or Light Duty	Fire Protection	\$20,287 4,862
1982 International Pumper #5280	Fire Truck	Fire Protection	\$100,000 24,920
2015 Ford F350 S	Pick-Up Truck	Water/Sewer	\$39,915 9,800
2016 Dodge Ram 3500 Quick Response	Fire Truck - Full-sized	Fire Protection	\$87,815 9,000
1996 F250 Ford Utility Truck	Pick-Up Truck	Maintenance	\$20,850 8,600
1978 Ford Pumper	Pick-Up Truck	Water/Sewer	\$26,633 9,890
Total Count: 22			\$ <b>1,710,038.00</b>

Source: BTCSD, 2019

The current fire protection fleet is adequate to deliver services with the purchase of a water tender in 2019. The Board of Directors has developed a schedule for the replacement or acquisition of fire apparatus and equipment as part of the capital priorities identified during the annual budget development process (refer to Section 2.4.2.3 for more information). The capital priorities are updated annually to reflect the actual condition of vehicles and equipment and to address unanticipated needs. (BTCSD, 2018)

### 3.4.3.3 Water Supply

Available water supply for fire suppression varies based on location in the District. In Brooktrails Township, water for fire suppression is available from the District's 24 water storage tanks with a combined storage capacity of 977,000-gallons available from 256 fire hydrants. The Spring Creek subdivision maintains a water tank for community domestic water supply which fire apparatus can pump from for fire suppression. The Sylvandale subdivision has private water sources including wells and surface water diversions.

Water supply also includes such resources as one 2,000-gallon water tender, on-board tanks on fire engines, the District's two reservoirs with a maximum storage capacity of 120,564,000 gallons, and other water supplies available for drafting such as ponds, rivers, and water tanks with fire department hook-ups on private property.

(BTCSD, 2018; LAFCo, 2010)

## 3.5 WATER

### 3.5.1 SERVICE OVERVIEW

The District owns, operates, and maintains a public water system for water supply, treatment, and distribution. The District's water system facilities and infrastructure includes two reservoirs, Lake Emily which feeds into Lake Ada Rose, on Willits Creek and a tributary within the Eel River watershed, a Water Treatment Plant (WTP) with a design capacity of 1.2 million gallons per day (MGD), 24 water tanks with 1.7 million gallons (MG) of storage capacity, 18 pump stations, and 64 miles of water mains. The District also has a four-bay utility department garage located at the WTP. The District's water system is classified as a Large Water System because it has more than 500 connections and is under the jurisdiction of the State Water Resources Control Board (SWRCB) Division of Drinking Water Supply Permit No. CA2310009.

The District's water system serves a total of 1,555 connections, including 1,505 in Brooktrails Township, 49 connections in Spring Creek, and 1 connection to the City of Willits for the Willits Municipal Airport. The District's water system serves 1,548 residential, 4 commercial, and 3 public service connections.

Lake Emily has a physical storage capacity of 251 acre-feet (AF), and allowed water rights of 300 AF under SWRCB Water Right Permit No. 015913, and Lake Ada Rose has a storage capacity of 138 AF under SWRCB Water Right Permit No. 014218, for a total available water storage supply for the District of 389 AF.

(BTCSD: 2018, 2019; LAFCo, 2010)

### 3.5.2 WATER DEMAND AND CAPACITY

The District's total demand on the water system in 2018 was 62,240,775 gallons, averaging to 170,553 gallons per day (GPD), or 110 GPD per service connection. The District's average dry weather daily demand (May 1 through September 30) is 202,324 GPD. The District's peak day demand for water is approximately 247,751 gallons. These water use levels are well below the design capacity of the WTP. The District's total annual water consumption level or demand is provided in the table below.

<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>
77.7 MG	74.2 MG	80.8 MG	80.1 MG	58.4 MG	61.8 MG	67.8 MG	69.4 MG	62.2 MG
238 AF	228 AF	248 AF	246 AF	179 AF	190 AF	208 AF	213 AF	191 AF

Source: BTCSD: 2018, 2019.

Based on the actual total annual water demand, the average total annual demand on the District's water system is approximately 70.3 MG (216 AF), or 55% of the total available water storage supply of 389 AF. If the District's total available water storage supply was applied to equivalent single-family residential units (SFRs) based on the assumption that a typical single-family residence consumes an average of 220 gallons of water per day as identified in the Specific Plan, but well below actual consumption amounts, the District's current 1,555 water service connections would account for 383 AF or 98% of available supply with a remaining 2% available for growth (Mendocino, 2004). However, this estimation accounts for 192 AF more water use per year than what was demonstrated in 2018, indicating that the District's water customers use considerably less water than standard estimates.

The Brooktrails Township Specific Plan indicates that the District's existing water system will reach capacity as it approaches 2,000 water service connections (Mendocino, 2004); although, this does not account for additional water supply established since 2004.

In January 2010, a Water Capacity Study was completed by Wagner and Bonsignore, Inc., an engineering firm that specializes in the overall water yield of watersheds. The following summary and conclusion is from that report.

A spreadsheet model with daily time step was created to simulate daily operation of the BTCSD water system over a 42-year period corresponding to historical hydrological conditions. The model incorporated estimated runoff to the lakes, WTP demand, golf course demand, return well pumping, constraints on diversion permits, required streamflow bypass, evaporation reservoir capacity and spill. Annual WTP demand was set at 373 AF, which is slightly more than average annual production over the past 7-years, and significantly greater than the 320 AF of actual production in 2009. Runoff to the lakes was estimated based on Willits Creek gage above Lake Emily and correlation of that gage to another nearby gage with a longer period of record.

The probability of drought recurrence was evaluated and the year of record with the least precipitation and runoff (1977) was deemed to have a probability of recurrence of far less than 4 percent. Under such a condition, significant supply shortages would likely occur at BTCSD and some level of demand-side reduction and relaxation of regulatory constraints would be necessary to provide a minimum level of service. However, while runoff levels similar to 1977 could occur in any year, it is not reasonable to plan for a level of reliability that is needed very rarely.

Setting aside 1977, the BTCSD reservoirs filled and spilled in all other years studied. Indeed, other than 1977, the least amount of spill was 562 AF. This indicates the Lakes will be filled at the start of the dry season in a year with 4 percent recurrence probability. Other than 1977, the greatest drawdown of the BTCSD reservoirs during the dry season in the 42-year study period was a low of 84 AF of residual storage in 2008 and a low of 86 AF in 1988. Accordingly, in a severe dry season such as occurred in 1988 or 2008, BTCSD has sufficient supply and capacity to meet the needs of its current 1,554 connections

without imposing demand-side reductions and with a cushion of about 85 AF of water remaining in storage when the reservoirs are at their lowest levels.

(Wagner and Bonsignore, 2010)

### **3.5.3 PAST WATER MORATORIUM**

In February 2003, the California Department of Public Health, Drinking Water Field Operations Division (CDPH), now the SWRCB Division of Drinking Water, issued an order indicating that the District had insufficient water source capacity to serve its water customers and prohibited further water service connections. In order to remove the water moratorium and allow additional growth, the District had to provide adequate water source capacity to satisfy State requirements. (LAFCo, 2010; TK, 2017)

In response to the water moratorium, the District adopted a Water Conservation Plan and began efforts to increase water supply, such as a well drilling program and increasing the water storage capacity of Lake Emily. Between 2003 and 2010, the District spent approximately \$4.5 million in water capital projects. The result of this investment was the State increased the cap on new water service connections to 1,578 in March 2010, which ended the 2003 water moratorium. The 1,578 cap granted the District 23 more service connections and is still in effect. (LAFCo, 2010; TK, 2017; BTCSD, 2019)

On June 30, 2014, the State Water Resources Control Board (SWRCB) issued a Curtailment Order affecting Post-1914 Water Right Holders, which included Brooktrails Township CSD, due to the impact of the statewide drought on the Eel River. This order was lifted on October 24, 2014 and essentially replaced with a new order on October 17, 2014 establishing a moratorium on new water connections which was issued to all the municipal water providers around the Little Lake Valley, including Brooktrails Township CSD (Water System ID #2310009). (BTCSD, n.d.)

The SWRCB Curtailment Compliance Order No 02\_03\_14R\_002 directed the District to secure a reliable long-term supply of water related to the District's surface water rights to Willits Creek, which is part of the Eel River watershed that was curtailed in June 2014 due to drought conditions and senior water right demands. The order also prohibited new water service connections to residences and businesses in the service area, required metering for all customers, established a schedule to develop a reliable alternate source of water supply, and determined that the water moratorium would remain in effect until a new source of water was identified and established for regular water service to existing customers. (SWRCB, 2014a)

On December 3, 2017, the District issued a press release confirming that the SWRCB removed the water moratorium on new water connections in the District. There is only one active water rights curtailment in Mendocino County in 2019 and it does not affect the District's water rights. (BTCSD: n.d., 2019)

### **3.5.4 WATER SUPPLY ENHANCEMENT**

In response to the 2003 water moratorium, the District implemented several projects to increase water supply, as outlined below.

#### **3.5.4.1 Water Conservation**

A Water Conservation Plan was adopted by the Board of Directors in 2014 per Ordinance No. 134, which restricts how much water can be used per service connection, as well as establishing an excessive usage cap. In 2014, the District declared a State of Water Emergency and imposed further limitations on water use. The State of Water Emergency ended on January 12, 2017 per Resolution No. 2016-24 which was

adopted December 13, 2016. On May 22, 2018, the District Board of Directors adopted Ordinance No. 159, amending Ordinance No. 76, to decrease the water usage cap from 20,645 to 9,000 gallons per month per service connection. Water customers who exceed the water usage cap are subject to the mandatory installation of water restrictors by the District or may have their service terminated until such time as the excessive use is satisfactorily addressed. (BTCSD: n.d., 2019; LAFCo, 2010)

#### **3.5.4.2 Well Drilling Program**

Between 2003 and 2006, the District implemented a Well Drilling Program to supplement its surface water supply with a consistent water source that is not prone to seasonal water quality and quantity issues like surface water sources. This program was terminated after drilling efforts produced multiple dry holes. However, a single well near the WTP yields approximately 2 gallons per minute (gpm) and is used to supplement surface water supplies through a blending program that directs the groundwater through the clarifier and treats it in the WTP prior to entering the distribution system. Since Brooktrails is located on the Pacific Shelf, wells do not yield a cost-effective supply solution for the District. The Little Lake Valley area is sitting on the Continental Shelf and produces high-yielding wells. Therefore, the District is exploring the potential of securing a groundwater supply in the Little Lake Valley area, by either developing wells or purchasing water from the City of Willits, in order to support adequate water supplies for existing and future development in Brooktrails Township and Spring Creek. However, this potential long-term solution would be very expensive to develop pump stations, storage tanks, and pipelines to move water from the valley uphill to the District's customers and which would also incur a significant cost for electricity to run the system. (BTCSD: n.d., 2018, 2019; LAFCo, 2010; TK, 2017)

#### **3.5.4.3 Lake Emily Expansion**

The District completed a major expansion project for Lake Emily at the cost of \$3.5 million. This project increased the capacity of Lake Emily from 200 AF to 251 AF by removing the existing dam and replacing it with a redesigned dam. The new dam and associated infrastructure was officially put into service in November 2008. (LAFCo, 2010)

#### **3.5.4.4 Conceptual Study to Increase Lake Ada Rose Capacity**

Based on a 2007 engineering study prepared by Hanson Engineering, Lake Ada Rose could potentially be raised by 38-feet, increasing the dam crest to approximately 95-feet, and creating a maximum water depth of 85-feet. This would increase the surface area of the lake from 6-acres to 24-acres and would increase the storage capacity from 138 AF to 725 AF. The redesigned reservoir would be almost three times larger than Lake Emily and the project would provide enough water storage for approximately 3,873 SFRs. (LAFCo, 2010)

### **3.5.5 OPERATIONS AND CAPITAL NEEDS**

The District's Utility Department staff is responsible for maintaining the water system including the water collection, treatment, and distribution facilities and infrastructure. The District's water system was developed at the time of District formation and included water service connections to every lot in Brooktrails Township and Spring Creek subdivisions. Many of these water connections serve undeveloped lots and the distribution pipes are rotting. This aging infrastructure results in 90% of the leaks in the District's water system, especially in Spring Creek due to the geography of the area. The District is working on identifying specific target areas with significant leaking to repair.

The Brooktrails Township Specific Plan identifies the following water facility and infrastructure improvements to serve the needs of Brooktrails Township as it develops over time.

- Development of wells to supplement the existing water supply for up to 2,500 units.
- A new raw water main connecting the new 1,600 AF reservoir to the existing raw water main at Lake Emily.
- Expansion of the existing Water Treatment Plant in the current location to increase capacity and accommodate buildout or growth to 4,000 units.

(Mendocino, 2004)

Based on more recent studies and changing circumstances, the development of groundwater wells in Brooktrails Township and the 1,600 AF reservoir is not feasible. Therefore, the next Specific Plan Update will need to address these changes accordingly. (LAFCo, 2010)

## 3.6 WASTEWATER

### 3.6.1 SERVICE OVERVIEW

The District owns, operates, and maintains a public wastewater collection system and receives wastewater treatment and disposal services from the City of Willits. The District's wastewater collection system infrastructure includes three lift stations with backup generators at various elevations, 56 miles of sewer lines approximately 4 to 6 inches in diameter, 1,025 manholes which were sealed in 2005 to prevent inflow, and a 15-inch diameter trunk main to the City of Willits Wastewater Treatment Plant (WWTP). The District allows the installation and incorporation of gray-water systems in an effort to reduce the flow of wastewater to the WWTP. (LAFCo, 2010; BTCSD: n.d., 2019)

The District's wastewater collection system serves a total of 1,435 connections, including 1,434 in Brooktrails Township and 1 connection to the City of Willits for the Willits Municipal Airport. There are approximately 660 lots that do not have wastewater collection service within Brooktrails Township, primarily located at higher elevations of the subdivision on the following roads, Ridge, Iris, Blue Lake, and Alcott. This includes about 616 lots that are unimproved and 44 lots that are improved and on septic systems. (Mendocino, 2004; BTCSD: n.d., 2018, 2019)

The District's Utility Department staff is responsible for maintaining the wastewater collection system and uses a high speed camera to annually inspect sewer lines for root intrusion, cracked pipes, and displacement by ground shifting as part of their Inflow and Infiltration (I&I) program. When signs of I&I are found, staff either replaces a section of pipe or installs a pipe patch. When staff finds problems that are not isolated to a small section of pipe, staff schedules a major line replacement project. District staff has also completed a smoke test of the entire wastewater collection system to locate and remove sources of unauthorized I&I into the system. The expected useful life of a properly developed and well maintained wastewater collection system is approximately 60 to 80 years. Brooktrails Township was initially developed in the mid-1960s and approximately 95% of the wastewater collection system was installed before 1970; therefore, the infrastructure installed at that time is about fifty-years old and in fair condition. (BTCSD: 2018, n.d.; LAFCo, 2010)

The Brooktrails Township Specific Plan identifies the following wastewater collection infrastructure improvements to serve the needs of Brooktrails Township as it develops over time.

- Expanded capacity of the wastewater trunk main by replacing or paralleling the existing 15-inch diameter pipe between Brooktrails Township and the City of Willits Wastewater Treatment Plant to accommodate development beyond 2,000 units, and a second new line to accommodate 3,000 units. (Mendocino, 2004)

### 3.6.2 WASTEWATER TREATMENT AND DISPOSAL SERVICES

The District and the City of Willits entered into an agreement on September 11, 1967 for the City to provide wastewater treatment and disposal services to the District. This agreement has been amended over time. Contract amendment No. 2 in 1975 granted the District an exclusive right to dispose of 0.16 MGD of effluent and a subsequent contract amendment in 1982 increased the allowable volume of effluent from the District to 0.49 MGD. Per the contract terms, the District agreed to reimburse the City for costs allocated to the District based on the ratio of total flow entering the City's treatment plant. The District contributes approximately 30% of the effluent treated at the City's WWTP. In 2018, the District's average daily flow volume of effluent to the City's WWTP was 0.28 MGD. The District's 0.49 MGD allowable volume of effluent level is likely not enough to accommodate full buildout of Brooktrails Township. (LAFCo, May 2019; BTCSD, 2019)

In 2012, the City completed a two-phase project involving major improvements and upgrades to the City's Wastewater Treatment Plant (WWTP). The expanded WWTP facility has a design discharge capacity of 7.0 MGD and a permitted average monthly flow of 4.0 MGD. The City requested that permitted flow be limited to 4.0 MGD based on projected needs through 2025. The treatment plant currently treats an average of 0.65 MGD dry weather flow (without I&I) and 1.20 MGD wet weather flow. (LAFCo, May 2019)

In 2010, the District filed a lawsuit against the City seeking, declaratory relief regarding wastewater accounting methods and allocation of operating costs and annual audits. The City filed a cross complaint against the District to recover certain costs and expenses incurred by the City related to the WWTP improvement project. On April 6, 2015, the District and the City settled the lawsuit stipulating a new cost allocation to the District of \$22,000 for a fixed monthly fee beginning July 1, 2015 in addition to 36% of the City's bond payments or debt service for the WWTP improvement project (MLH, 2018). The settlement required that a forensic audit be completed by June 30, 2019, identifying the costs and volumes of wastewater contributed by the District, in order to establish a fair accounting of the true cost of treating and disposal of the District's wastewater. The forensic audit is currently underway (BTCSD, 2019).

## 3.7 DETERMINATIONS

This section presents the required MSR determinations pursuant to California Government Code §56430(a) for the Brooktrails Township Community Services District.

### 3.7.1 MSR REVIEW FACTORS

#### 3.7.1.1 Growth

Growth and population projections for the affected area
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1. The Brooktrails Township CSD is estimated to serve a population of approximately 3,500 residents, including Spring Creek and Sylvandale.



2. The Brooktrails Township Specific Plan projections for buildout of Brooktrails Township are that there will be 3,815 residential dwellings on 3,673 developed lots with a total population of 9,919 individuals. Brooktrails Township is currently at approximately 33% of the total number of dwellings and associated population projected at full buildout.
3. Population growth is expected to increase at an annual rate of approximately 0.5% for Mendocino County. Based on this growth rate, the District can expect a small population increase of 175 people within the next five years. It is anticipated that the District will experience very limited growth until constraints related to infrastructure needs are sufficiently addressed.
4. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County's Inland General Plan and Zoning Regulations.

### 3.7.1.2 Disadvantaged Unincorporated Communities

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

5. Brooktrails CDP has an MHI of \$49,420 and qualifies as a DUC. Block Group 2, Census Tract 106, has an MHI of \$45,670 and qualifies as a DUC. The areas surrounding Brooktrails CDP and Block Group 2 may also qualify as a DUC. Special consideration will be given to any DUCs affected by future annexation proposals consistent with GC §56375(8)(A) and LAFCo Policy.

### 3.7.1.3 Capacity of Facilities and Adequacy of Services

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated communities within or contiguous to the sphere of influence

6. The District provides a wide range of municipal services including Planning and Design Review, Parks and Recreation, Fire Protection and Emergency Medical Services, Water, and Wastewater.
7. The District is divided into three service areas: Brooktrails Township subdivision receives all District services, Spring Creek subdivision receives water and fire protection services from the District, and Sylvandale subdivision receives fire protection services from the District.
8. The District has provided water and wastewater services to the Willits Municipal Airport since the 1960s. The District does not provide any other out-of-agency services, except for mutual aid responses and dispatched service calls for fire protection and emergency medical services.
9. The District's water system serves a total of 1,555 connections, including 1,548 residential, 4 commercial, and 3 public service connections. The District's water system facilities and infrastructure includes two reservoirs, Lake Emily (251 AF) and Lake Ada Rose (138 AF) for a total available water storage supply of 389 AF, a Water Treatment Plant with a design capacity of 1.2 million gallons per day, 24 water tanks with 1.7 million gallons of storage capacity, 18 pump stations, and 64 miles of water mains. The average total annual demand on the District's water system is approximately 70.3 MG (216 AF), or 55% of the total available water storage supply of 389 AF. The District's total demand on the water system in 2018 was 62,240,775 gallons (191 AF). The District has a cap on new water service connections of 1,578, allowing 23 more service connections before additional water source or storage capacity needs to be established.
10. The District owns, operates, and maintains a public wastewater collection system and receives wastewater treatment and disposal services from the City of Willits at an allowable volume of

effluent of 0.49 MGD. The District's wastewater collection system serves a total of 1,435 connections, including 1,434 in Brooktrails Township and 1 connection to the City of Willits for the Willits Municipal Airport. In 2018, the District's average daily flow volume of effluent to the City's Wastewater Treatment Plant was 0.28 MGD. There are approximately 660 lots, including 44 lots that are improved and on septic systems, that do not have wastewater collection service within Brooktrails Township, primarily located at higher elevations of the subdivision. On April 6, 2015, the District and the City of Willits settled a wastewater lawsuit stipulating a new cost allocation to the District of \$22,000 per month beginning July 1, 2015 in addition to 36% of the bond payments for the upgraded City of Willits Wastewater Treatment Plant.

11. Brooktrails Township is currently served by one access road and all vehicle traffic generated from Brooktrails Township, Spring Creek, Sylvandale, Willits Municipal Airport, and Sherwood Valley Rancheria flows into the City of Willits via Sherwood Road, a narrow, two-lane paved road with eleven-foot lanes and no shoulders. Sherwood Road is designed for 2,500 vehicle trips per day and is serving approximately 10,000 vehicle trips per day. A Second Access Road to Brooktrails Township and the surrounding area needs to be established to address current road safety and congestion issues and improve circulation for the area in order to accommodate the current population level and ultimate buildout of Brooktrails Township.
12. The District provides structural fire protection, suppression, and prevention, first responder for emergency medical services and hazardous materials incidents, and rescue/extrication. The District Fire Department is staffed by a full-time Fire Chief and a full-time Fire Prevention Officer/Battalion Chief and fifteen Volunteer Firefighters. The current staffing level is adequate to deliver services.
13. The District operates two fire stations including the main two-bay fire station located at 24680 Birch Street and a second single-bay fire station located in the Spring Creek area at the intersection of Ridge Road and Blue Lake Road. The District owns and maintains multiple fire engines and emergency response vehicles. The current fire stations and fire protection fleet are adequate to deliver services.
14. The District responds to an average of 244 fire protection and emergency medical service calls per year and the average response time is less than nine minutes for Brooktrails Township and less than fifteen-minutes in Spring Creek and Sylvandale. Brooktrails Township has an ISO rating of 4 and Spring Creek and Sylvandale have an ISO rating of 4X.
15. Water for fire suppression includes a 2,000-gallon water tender, on-board tanks on fire engines, and other water supplies available for drafting such as lakes, ponds, rivers, and water tanks with fire department hook-ups on private property. In addition, water is available in Brooktrails Township from the District's water system via 256 fire hydrants, in Spring Creek subdivision from a community water storage tank, and in Sylvandale subdivision from private water sources.
16. The District has adequate capacity to serve current demand for fire protection services and assist CAL FIRE and adjacent fire districts through mutual aid services and dispatched services calls.
17. There are no significant water, wastewater, or fire protection capacity issues or major infrastructure needs for the District that need to be addressed within the timeframe of this MSR.

#### **3.7.1.4 Financial Ability of Agency**

Financial ability of agencies to provide services
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18. The District prepares an annual Budget and has annual Independent Financial Audits prepared by a qualified Certified Public Accountant. The District shall provide LAFCo a complete copy of all future

financial audit reports (starting with Fiscal Year 2018-19) prepared by a Certified Public Accountant within 12-months of the end of the fiscal year or years under examination consistent with the timeframes established by Government Code Section 26909(a)(2)(b)(ii) as amended by SB 448.

19. According to audited financial information from Fiscal Years 2014-15, 2015-016, and 2016-17, the District generally operates at a net income or revenue gain to sufficiently cover operating costs and maintains a sufficient fund balance to protect against unexpected costs. This indicates that under the current level of service delivery, the District is able to meet its ongoing financial obligations. The District has adequate finances to meet current and future demands for public services within the next five years.
20. The District's enterprise services are currently operating at a net income or revenue gain. In FY 2015-16, there was a significant reduction in expenses of the Wastewater Fund from the prior fiscal year related to approximately \$813,000 in legal fees, deferred, and withheld contract costs related to the settlement agreement reached in FY 2014-15 between the District and the City of Willits.
21. As of June 30, 2017, the District's cash and cash equivalents balance was \$304,549 for governmental activities, \$722,592 for water enterprise activities, and \$611,255 for wastewater enterprise activities.
22. On June 3, 2014, the voters in the District approved Measure K to increase the Special Fire Tax by \$34 a year from the existing \$65 per single-family residential parcel tax.
23. The District does not have a Capital Improvement Plan; however, the District defines capital improvement priorities on a five-year basis in the annual budget process.

### 3.7.1.5 Shared Facilities

Status of, and opportunities for, shared facilities
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24. The District provides wastewater collection services and receives wastewater treatment and disposal services from the City of Willits by agreement.
25. The District contracts with Solid Wastes of Willits, Inc. for collection, transportation, disposal, and recycling of garbage, refuse, and rubbish.
26. The District participates in the Special District Risk Management Association for the purpose of providing liability, workers compensation for its facilities, operations, and employees. Health insurance is provided by the Association of California Water Agencies Joint Powers Insurance Authority for District employees and their dependents.
27. Dispatch services are provided by the CAL FIRE Emergency Communications Command Center (ECC) at the Howard Forest Station near Willits.
28. The District participates in Zone 1 of the Mendocino Countywide Mutual Aid System and works closely with the Little Lake Fire Protection District and CAL FIRE.
29. The District and the Little Lake Fire Protection District maintain a joint 'hands-on' training program for volunteer firefighters in cooperation with the Mendocino County Fire Academy.
30. There are no additional opportunities for the District to achieve management or operational efficiencies identified during the preparation of this MSR.

### 3.7.1.6 Accountability, Structure, and Operational Efficiencies

Accountability for community service needs, including governmental structure and operational efficiencies
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31. The District is governed by a five-member Board of Directors elected to serve 4-year terms. Constituents of the District are well represented by the fully seated and elected governing body. Several of the Board members have served the District for multiple consecutive terms which can be a significant benefit in establishing long-standing positive working relationships in the community, understanding the history and unique aspects of the organization, and maintaining institutional knowledge.
32. Regularly scheduled Board meetings are held on the second and fourth Tuesday of the month, with the exception of August, November, and December when the Board meets on the first Tuesday only, starting at 7:00 p.m. at the Brooktrails Community Center located at 24850 Birch Street in Brooktrails Township. All meetings are open to the public and are publicly posted a minimum of 72 hours prior to the meeting in accordance with the Brown Act.
33. The District Board of Directors conducts business and takes action by approving motions and adopting resolutions and ordinances by a majority vote of a sufficient quorum. The District Board of Directors has adopted policies and procedures related to elected officials including conflict of interest and reimbursement, finances, and personnel. The District Board members file a Statement of Economic Interests (Fair Political Practices Commission Form 700) each year pursuant to Government Code §87203 of the Political Reform Act and receive two hours of training on public service ethics laws and principles at least once every two years pursuant to AB 1234. The District Board of Directors considers proposed increases to rates and fees at a properly noticed Public Hearing and subject to mailing a Notice of Hearing for Protests to all property owners pursuant to Proposition 218. The District complies with local government ethics laws and regulations and operates with accountability and transparency.
34. The District maintains a website, at the following site <http://www.btcsd.org/>, which is a helpful communication tool to enhance government transparency and accountability. The District's website is in the process of being updated and includes well organized and extensive information.
35. The District is comprised of five budgetary departmental units organized by function or service including Water, Wastewater, Fire Protective and Emergency Medical Services, Parks and Recreation, and General Government. District personnel include full-time and part-time employees for a total staffing level of 11 Full Time Equivalent (FTE) positions. A second Account Clerk/Secretary position has remained vacant for several years and will be filled Spring 2019. The District also maintains part-time professional services contracts with an Attorney for General Legal Counsel and an Architect for Planning and Design Review.
36. The public can submit written or provide verbal comments or complaints in person or by phone at the District office during business hours, Monday through Friday from 8:00 a.m. to 5:00 p.m., or at the District Board of Directors meetings during the general public comment period.

#### **3.7.1.7 Other Service Delivery Matters**

Any other matter related to effective or efficient service delivery, as required by commission policy
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37. There are no other matters related to service delivery required by Mendocino LAFCo Policy.

## 4 SPHERE OF INFLUENCE

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LAFCo prepares a Municipal Service Review (MSR) prior to or in conjunction with the Sphere of Influence (SOI) Update process. An SOI Update considers whether a change to the SOI, or probable future boundary, of a local government agency is warranted to plan the logical and orderly development of that agency in a manner that supports CKH Law and the Policies of the Commission. The MSR and required determinations are presented in Chapters 2 and 3 of this document and form the basis of information and analysis for this SOI Update. This chapter presents the SOI Update and required determinations pursuant to California Government Code §56425(e) for Brooktrails Township Community Services District.

### 4.1 SOI UPDATE

#### 4.1.1 EXISTING SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for Brooktrails Township CSD is coterminous (identical to) with the District boundary and was established by LAFCo on December 6, 2010 (LAFCo Resolution No. 2010-04). There have been no changes to the District boundary or SOI since then. (LAFCo, 2010)

#### 4.1.2 STUDY AREAS

##### 4.1.2.1 Lower Sherwood Road

There is a small area accessed from Sherwood Road and located directly southeast of the District and in between the District and City of Willits boundaries. This area is not within the boundary of a local fire protection agency and receives fire protection and emergency medical services from CAL FIRE when staffed and from the District and the Little Lake Fire Protection District (LLFPD) when dispatched.

##### 4.1.2.2 The Gates

There is a large area accessed from First Gate, Second Gate, and Third Gate Roads and located directly northeast of the District and in between the District and LLFPD boundaries. This area is mostly not within the boundary of a local fire protection agency and receives fire protection and emergency medical services from CAL FIRE when staffed and from the District and LLFPD when dispatched. The District is the first to respond to fire service calls in this unserved area since LLFPD must travel through the District to respond to this area.

##### 4.1.2.3 Upper Sherwood Road

There is a large area accessed from Sherwood Road and located directly north of the District and in between the District boundary and the intersection of Highway 101 and Sherwood Road. This area is not within the boundary of a local fire protection agency and receives fire protection and emergency medical services from CAL FIRE when staffed and from the District when dispatched.

##### 4.1.2.4 Willits Airport

The Willits Municipal Airport is accessed from Poppy Drive and located east of the District. The District provides water and wastewater services to this property per a longstanding agreement with the City of Willits. This area is not within the boundary of a local fire protection agency and receives fire protection and emergency medical services from CAL FIRE when staffed and from the District when dispatched.

### 4.1.3 AREA OF INTEREST DESIGNATION

LAFCo's Area of Interest Policy, per Section 10.1.12, provides for the designation or identification of unincorporated areas located near to, but outside the jurisdictional boundary and established SOI of a city or district, in which land use decisions or other governmental actions of another local agency directly or indirectly impact the subject local agency.

An Area of Interest (AOI) designation serves as a compromise approach that recognizes situations involving challenging boundary or municipal service delivery considerations, or for which urbanization may be anticipated in the intermediate or long range planning horizons. It is a tool intended to enhance communication and coordination between local agencies.

An AOI designation is most helpful when the county and city or district can reach agreement that development plans related to LAFCo designated Areas of Interest will be treated the same as if these areas were within the city or district SOI boundary regarding notification to and consideration of input from the city or district.

The four SOI Study Areas described above have been designated as an AOI as shown on Figure 1-1. These areas are identified on the District's Sphere map to further emphasize and support the District in requesting consideration from the City of Willits and County of Mendocino regarding discretionary land use entitlements or other development plans with the potential to impact District lands, facilities, and/or services.

### 4.1.4 PROPOSED SOI CHANGES

The District has confirmed the adequacy of their existing District boundary and SOI. The coterminous SOI is appropriate given the District's current operating level. There are no proposed SOI changes for the Brooktrails Township CSD. (BTCSD, 2018)

### 4.1.5 CONSISTENCY WITH LAFCO POLICIES

The District is comprised of a planned residential community with 2,500-acres of protected open space and two rural residential subdivisions. Maintaining the existing District SOI is consistent with Mendocino LAFCo Policies (refer to Section 1.5 for the specific SOI policies).

### 4.1.6 DETERMINATIONS

It is recommended that the Commission affirm the existing Sphere of Influence for Brooktrails Township Community Services District that is coterminous with the District boundary and establish service-specific spheres for Brooktrails Township (all services), Spring Creek (water and fire), and Sylvandale (fire) subdivisions consistent with Figure 1-1. The following statements have been prepared in support of this recommendation.

#### 4.1.6.1 Land Uses

The present and planned land uses in the area, including agricultural and open space lands

Brooktrails Township is comprised of a semi-rural residential community, a 2,500-acre greenbelt area for open space and recreation, public facilities to support the community, and community-oriented commercial uses. The District boundary is also comprised of two adjacent rural residential subdivisions zoned U-R Upland Residential (low-density agricultural/residential uses). The areas adjacent to the District boundary are zoned R-L Rangeland, T-P Timberland Production, S-R Suburban Residential, and U-R Upland Residential and existing development is primarily residential and also includes the Ells Field

Airport and Sherwood Valley Rancheria. Mendocino County has land use authority over privately-owned lands within the District boundary and makes land-use decisions based on the County's Brooktrails Township Specific Plan, Inland General Plan, and Zoning Regulations.

#### **4.1.6.2 Need for Facilities and Services**

The present and probable need for public facilities and services in the area

The District provides a wide range of municipal services including Planning and Design Review, Parks and Recreation, Fire Protection and Emergency Medical Services, Water, and Wastewater. The Brooktrails Township CSD is estimated to serve a population of approximately 3,500 residents, including Spring Creek and Sylvandale. Population growth is expected to increase at an annual rate of approximately 0.5% for Mendocino County. Based on this growth rate, the District can expect a small population increase of 175 people within the next five years. It is anticipated that the District will experience very limited growth until constraints related to infrastructure needs are sufficiently addressed. The residents and visitors currently receiving services from the District will continue to need these public services.

#### **4.1.6.3 Capacity of Facilities and Adequacy of Services**

The 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 the District, the Brooktrails Township CSD has adequate personnel, finances, facilities, and equipment to meet current and future demands for public services within the next five years.

#### **4.1.6.4 Communities of Interest**

The existence of any 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 that should be included in the Brooktrails Township CSD boundary or SOI. There are four SOI Study Areas that have been designated as an Area of Interest, including Lower Sherwood Road, Upper Sherwood Road, The Gates subdivisions, and Willits Airport. These areas have been identified to assist the District in requesting consideration from the City of Willits and Mendocino County for discretionary land use entitlements or other development plans with the potential to impact District lands, facilities, and/or services.

#### **4.1.6.5 Disadvantaged Unincorporated Communities**

The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

Brooktrails CDP has an MHI of \$49,420 and qualifies as a DUC. Block Group 2, Census Tract 106, has an MHI of \$45,670 and qualifies as a DUC. The areas surrounding Brooktrails CDP and Block Group 2 may also qualify as a DUC. Special consideration will be given to any DUCs affected by future annexation proposals consistent with GC §56375(8)(A) and LAFCo Policy.

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## 6 ACRONYMS

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AF	Acre-feet
BTCSD	Brooktrails Township Community Services District
CEQA	California Environmental Quality Act
CKH	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CSD	Community Services District
FY	Fiscal Year
GPM	gallons per minute
LAFCo	Local Agency Formation Commission
LLFPD	Little Lake Fire Protection District
MG	million gallons
MGD	million gallons per day
MSR	Municipal Service Review
SOI	Sphere of Influence
WTP	Water Treatment Plant
WWTP	Wastewater Treatment Plant

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### 7.1 REPORT PREPARATION

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Uma Hinman, LAFCo Executive Officer  
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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.

Brooktrails Township CSD	Tamara Alaniz, current General Manager Denise Rose, former General Manager
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## 8 APPENDICES

### 8.1 APPENDIX A – OPEN GOVERNMENT RESOURCES

The purpose of this appendix is to provide a brief list of some educational resources for local agencies interested in learning more about the broad scope of public interest laws geared towards government transparency and accountability. This appendix is not intended to be a comprehensive reference list or to substitute legal advice from a qualified attorney. Feel free to contact the Mendocino LAFCo office at (707) 463-4470 to make suggestions of additional resources that could be added to this appendix.

The websites listed below provide information regarding the following open government laws: (1) **Public Records Act** (Government Code §6250 et seq.), (2) **Political Reform Act** – Conflict-of-Interest regulations (Government Code §81000 et seq.), (3) **Ethics Principles and Training** (AB 1234 and Government Code §53235), (4) **Brown Act** – Open Meeting regulations (Government Code §54950 et seq.), and (5) **Online Compliance** regulations (Section 508 of the US Rehabilitation Act and Government Code §11135).

- Refer to the State of California Attorney General website for information regarding public access to governmental information and processes at the following link: <https://oag.ca.gov/government>.
- Refer to the State of California Attorney General website for information regarding Ethics Training Courses required pursuant to AB 1234 at the following link: <https://oag.ca.gov/ethics>.
- The Fair Political Practices Commission (FPPC) is primarily responsible for administering and enforcing the Political Reform Act. The website for the Fair Political Practices Commission is available at the following link: <http://www.fppc.ca.gov/>.
- Refer to the California Department of Rehabilitation website for information regarding Section 508 of the US Rehabilitation Act and other laws that address digital accessibility at the following link: <http://www.dor.ca.gov/DisabilityAccessInfo/What-are-the-Laws-that-Cover-Digital-Accessibility.html>.
- Refer to the Institute for Local Government (ILG) website to download the Good Governance Checklist form at the following link: [www.ca-ilg.org/post/good-governance-checklist-good-and-better-practices](http://www.ca-ilg.org/post/good-governance-checklist-good-and-better-practices).
- Refer to the Institute for Local Government (ILG) website to download the Ethics Law Principles for Public Servants pamphlet at the following link: [www.ca-ilg.org/node/3369](http://www.ca-ilg.org/node/3369).
- Refer to the Institute for Local Government (ILG) website for information regarding Ethics Training Courses required pursuant to AB 1234 at the following link: <http://www.ca-ilg.org/ethics-education-ab-1234-training>.
- Refer to the California Special Districts Association (CSDA) website for information regarding online and website compliance webinars at the following link: <http://www.csda.net/tag/webinars/>.

## **8.2 APPENDIX B – WEBSITE COMPLIANCE HANDOUT**

Refer to the next page.