

SECTION 7.0
COUNTY SERVICE AREA M-28
WATER SERVICE

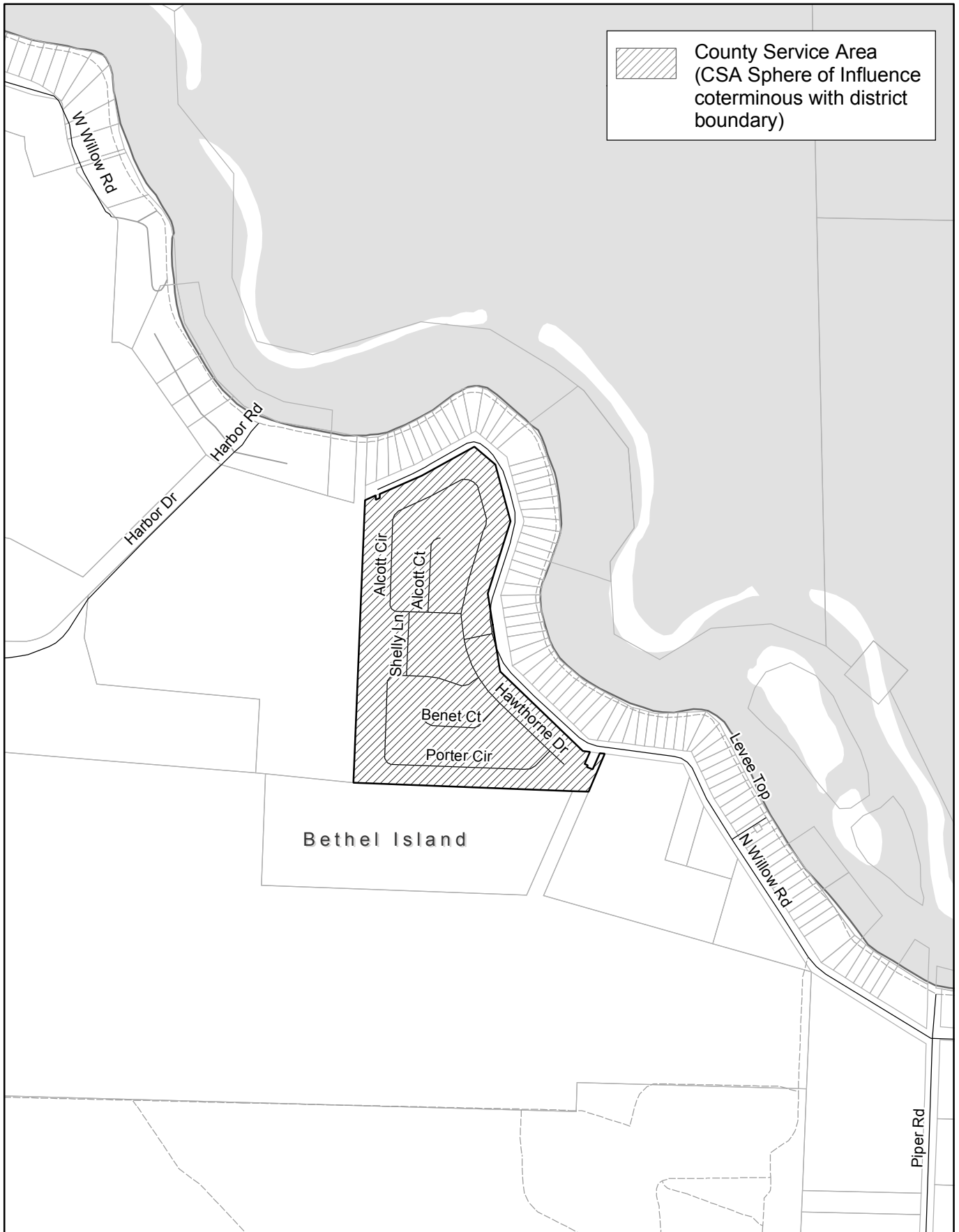
7.1 Overview

County Service Area (CSA) M-28 is a dependent special district that was formed in 1991 to provide water service to the Willow Mobile Home Park located on the eastern edge of Bethel Island. The community is considered built out and has approximately 172 mobile home units. The District's boundaries encompass approximately 25.4 acres per LAFCO records, and its sphere of influence (SOI) is coterminous with its boundaries. It is served by one well with reverse osmosis treatment. The County contracts with the Diablo Water District (DWD) to maintain and operate the system. CSA M-28's profile is shown in *Table 7.1* and a map of the District's boundary and current SOI are shown in *Figure 7.1*.

Table 7.1
 CSA M-28
 Water Service Information

Service Area / Financial Summary	
Contra Costa County Public Works – Special Districts Section:	255 Glacier Drive Martinez, CA 94553 (925) 313-2253
Service Area:	25.4 acres
Population:	172 mobile home units No growth projected
Operating Budget (FY 2007/2008):	Revenues / Expenditures:\$75,700 / \$75,700
Est. Fund Balance 06/30/2007:	\$62,210
Water Service Data	
Services	Water Supply and Treatment
Number of Service Connections	172
Avg. Day Demand /Maximum Day Demand	25,000 gpd / 50,000 gpd
Well / Treatment	1 well – 70 gpm reverse osmosis treatment
Storage Capacity	20,000 gallons

County Service Area M-28 (Willows Mobile Home Park)



7.2 Growth and Population Projections

Bethel Island is located in the northeast portion of Contra Costa County. The island is unincorporated and lies within the County Urban Limit Line approved by the voters in 2006. The Willow Mobile Home Park, located on the eastern edge of the island, is fully developed with approximately 172 mobile home units.

Little or no growth in population is expected within CSA M-28. There are other commercial and recreational uses to the north and south of the mobile home park that are served by other wells.

There are groundwater quality issues on Bethel Island that require treatment to meet secondary drinking water standards, such as high levels of Total Dissolved Solids (TDS). There will continue to be a need for a professionally managed water system to serve the mobile home park.

7.3 Infrastructure Needs or Deficiencies

The existing water system facilities that serve CSA M-28 include one well with reverse osmosis treatment, and a 20,000 gallon storage tank. The well produces at 70 gallons per minute (gpm) on average, which is adequate to serve current demand. The reverse osmosis unit reduces Total Dissolved Solids (TDS) to meet the State's secondary drinking water quality standards. There currently is no backup power supply to provide power to the pump in the event of a power outage. The system does not provide fire flow; water for fire protection is taken from the adjacent surface water in Franks Tract.

DWD operates and maintains the water system under contract to the County. The County coordinates with DWD and the property owner regarding any necessary maintenance activities or capital needs. Infrastructure needs include building replacement, seismic restraints and pipe supports, reservoir stabilization, a backup distribution pump, blending/acid elimination, and exterior tank/pipe coatings, among others. None of these are related to public health or safety issues, but reflect the maintenance and rehabilitation needs of an aging system and certain improvements that would increase reliability. The preliminary estimate for the top six priority projects is \$379,000. Projects will be implemented based on funding availability. County staff are developing a plan to increase the assessment for this district to fund these improvements.

7.4 Financing Constraints and Opportunities

CSA M-28 is funded through an annual service charge or assessment to the property owner. The District has reserves that can be used to address emergencies or extraordinary expenses. The financial history of the District is shown in *Table 7.2*.

Table 7.2
CSA M-28
Fund Summary

	FY 2004/2005 Actual	FY 2005/2006 Actual	FY 2006/2007 Adj. Budget	FY 2007/2008 Budget
Beginning Fund Balance			\$89,479	\$62,210
Charges for Service	\$75,300	\$75,300	\$75,300	\$75,300
Use of Money/Property	0	\$248	\$300	\$400
Total Available Funding	\$75,300	\$75,548	\$165,079	\$137,910
Services and Supplies	\$52,480	\$67,226	\$132,670	\$124,060
Other Charges	\$2,370	\$535	\$2,650	\$2,700
Fixed Assets/Equip			\$2,000	\$1,000
Expenditure Transfers (to County for services)	\$9,525	\$10,596	\$10,650	\$10,650
Total Expenditures	\$64,375	\$78,357	\$146,970	\$137,910

CSA M-28 maintains reserves that can be used to address emergencies or extraordinary expenses. The District has no long term debt and has the financial resources to continue to provide adequate water service for the community.

7.5 Cost Avoidance Opportunities

The County is controlling costs for the services provided through CSA M-28 by contracting with DWD to provide professional management of the water system. The State Department of Health requires that a Certified Water Treatment Operator manage point-of-use treatment systems, and DWD has certified personnel.

7.6 Opportunities for Rate Restructuring

The property owner is assessed an annual service charge based on the projected cost to operate and maintain the water system and to maintain adequate reserves for extraordinary and emergency needs. The current rate is \$75,300 per year; this rate is stable and has not changed since FY 2001/2002.

7.7 Opportunities for Shared Facilities

The water system for CSA M-28 is isolated and there are limited opportunities to share facilities with other water service providers. Through the contract with DWD, CSA M-28 benefits from the expertise of DWD staff and certain operational efficiencies.

7.8 Evaluation of Management Efficiencies

CSA M-28 is managed by the County and DWD. The County Public Works Department, Special Districts Section ensures regulatory compliance and provides financial and long-term planning. DWD manages the day-to-day operations and maintenance of the system in coordination with the County.

7.9 Government Structure Options

CSA M-28 is located in an unincorporated area of Contra Costa County. This area is not within the jurisdiction of any other water service provider; however, DWD is maintaining and operating the system. DWD also provides similar services to other communities. In 2003, three CSAs were dissolved and the areas annexed to DWD. Two government structure options were identified:

- Maintain the status quo
- Dissolve CSA M-28 and annex the area to the Diablo Water District

Maintain the status quo: The water services provided for the Willow Mobile Home Park through CSA M-28 are adequate. The system is professionally maintained and operated by DWD through a contract with the County. The benefits of this option are continuation of service and economies that benefit the residents of the mobile home park.

Dissolve CSA M-28 and annex the area to the Diablo Water District: DWD is managing the water system under contract to the County. DWD provides similar services to Beacon West (formerly CSA M-26), Knightsen (formerly CSA M-25) and the Willow Park Marina on Hotchkiss Tract (formerly CSA M-27). Advantages could include operational cost savings. However, a reorganization could require that significant capital improvements be completed before DWD would assume full responsibility for service to this area. This could include extending a pipeline to the community from DWD's treated water system to replace the groundwater system. This would be costly and could have opposition from the residents and property owner. Further study would be needed to determine the merits of this option and benefit/costs.

7.10 Local Accountability and Governance

CSA M-28 is a dependent special district governed by the Contra Costa County Board of Supervisors. The District was formed in 1991 to provide water service to the Willow Mobile Home Park on Bethel Island. The District's principal act is the County Service Area Law (Government Code §25210.1 et seq.). Services for the County's dependent special districts are

addressed by the Board of Supervisors at regular meetings which are open to the public. Meeting notices and agendas are posted at least 96 hours in advance at the County’s offices and on the County’s website (www.co.contra-costa.ca.us). The website includes financial information on CSA M-28.

7.11 Sphere of Influence Recommendations

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update the sphere of influence (SOI) for each of the special districts and cities within the county.¹

CSA M-28 provides water treatment and distribution services for the Willow Mobile Home Park on Bethel Island. There is a need for managed water services in this community. The County has planned to serve this need through its budgeting process and contract with DWD. The current SOI for CSA M-28 is coterminous with its boundaries. No changes are recommended to the SOI. An analysis of SOI issues is included in *Table 7.3* below.

Table 7.3
CSA M-28
SOI Issue Analysis

Issue	Comments
SOI Update Recommendation	Maintain the existing coterminous SOI
Services authorized to provide	Water treatment for domestic use
Existing and Planned Land Uses and Policies	CSA M-28 has no land use authority for the area within its boundaries. County plans include continued mobile home land use that will need water services. The lands to the north and south are designated as Commercial Recreation; the lands to the west are designated as Agriculture. County policies support the provision of adequate water service for residents.
Potential effects on agricultural and open space lands	There are no agricultural or open space areas within the District's boundaries. No Williamson Act contracts would be affected.
Opportunity for Infill Development rather than SOI expansion	The District's boundaries encompass a developed mobile home park; no SOI expansion is proposed.
Projected Growth in the Affected Area	The Willow Mobile Home Park is built out with approximately 172 mobile home units. Little to no growth is expected.
Services to be Provided to any areas added to the SOI	No areas are proposed to be added to the SOI for CSA M-28.
Service Capacity and Adequacy	The District is providing adequate service, is financially stable, and has the capacity to continue to provide services within its boundaries.

¹ State of California Government Code Section 56425 et seq.

Table 7.3
CSA M-28
SOI Issue Analysis

Issue	Comments
Location of Facilities, Infrastructure and Natural Features like rivers and ridgelines	The District provides services within the Willow Mobile Home Park on the eastern edge of Bethel Island, adjacent to Franks Tract.
Effects on Other Agencies	There are no other public water service providers with jurisdiction in the area; maintaining the District's SOI would have no effect on other agencies.
Potential for Consolidations or other Reorganizations when Boundaries Divide communities	The District's current boundaries do not divide any communities.
Social or economic communities of interest in the area	The District was formed in 1991, and the property owner(s) funded the construction of the well, treatment facilities and storage tank. The property owner pays an annual service charge for the system to be maintained and operated and therefore has an economic interest in receiving services from this investment.
Willingness to serve	The County plans to continue to provide services for the community through the CSA.

7.12 Determinations

7.12.1 Growth and Population

Purpose: To evaluate service needs based upon existing and anticipated growth patterns and population projections.

CSA M-28 serves the Willow Mobile Home Park on Bethel Island. The mobile home park has approximately 172 mobile home units and is considered built out. Little or no growth is expected; there will continue to be a need for a managed water system to serve the community.

7.12.2 Infrastructure Needs or Deficiencies

Purpose: To evaluate the infrastructure needs and deficiencies in terms of supply, capacity, condition of facilities, and service quality.

The CSA M-28 water system includes one well with reverse osmosis treatment and a 20,000 gallon storage tank. The County coordinates with DWD on infrastructure needs and plans for them during the budgeting process. There are some infrastructure needs, and the County is developing a plan to increase the assessment to fund these improvements.

7.12.3 Financing Constraints and Opportunities

Purpose: To evaluate a jurisdiction's capacity to finance needed improvements and services.

CSA M-28 is funded through an annual assessment or service charge to the property owner based on the projected cost to operate the system. The District has reserves and no long term debt.

7.12.4 Cost Avoidance Opportunities

Purpose: To identify practices or opportunities that may help eliminate unnecessary costs.

The County is controlling costs for the services provided through CSA M-28 by contracting with DWD to manage the water system.

7.12.5 Opportunities for Rate Restructuring

Purpose: To identify opportunities to impact rates positively without decreasing service levels.

The property owner is assessed an annual service charge based on the projected cost to operate and maintain the system and to provide for adequate reserves. The assessment has been stable for the past six years.

7.12.6 Opportunities for Shared Facilities

Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

The water system for CSA M-28 is isolated and there are limited opportunities to share facilities with other water service providers.

7.12.7 Evaluation of Management Efficiencies

Purpose: To evaluate management efficiencies of the jurisdiction.

CSA M-28 is managed through the County's Public Works Special Districts Section and DWD.

7.12.8 Government Structure Options

Purpose: To consider the advantages and disadvantages of various government structures to provide public services.

CSA M-28 provides water service for the Willow Mobile Home Park; DWD is operating and maintaining the system. Two government structure options were identified:

Maintain the status quo: The water services provided through CSA M-28 are adequate, the infrastructure is maintained, and the District is financially sound. The benefits of this option are continuation of service and economies that benefit the residents in the community.

Dissolve CSA M-28 and annex the area to the Diablo Water District: DWD is managing the water system under contract to the County and is providing similar services for three other communities that were former CSAs. Benefits could include operational cost savings; however, this option could require that significant capital improvements be completed before DWD would assume full responsibility for service to this area. Further study would be needed to determine the merits of this option and benefit/costs.

7.12.9 Local Accountability and Governance

Purpose: *To evaluate the accessibility and levels of public participation associated with the agency's decision-making and management process.*

CSA M-28 is a dependent special district governed by the Contra Costa County Board of Supervisors. The needs of the District and the annual budget are considered during public meetings of the Board of Supervisors.