

**Services provided by the
Westwood Community Services District**

Municipal Services Review

**LAFCO of Lassen County
Adopted on August 8, 2005
Resolution 2005-07**

SECTION 1.0 INTRODUCTION

1.1 LAFCO'S RESPONSIBILITIES, SPHERES OF INFLUENCE AND MUNICIPAL SERVICE REVIEWS

This Municipal Service Review (MSR) has been prepared for the Lassen County Local Agency Formation Commission (LAFCO of Lassen County). Local Agency Formation Commissions are quasi-legislative local agencies created in 1963 to assist the state in encouraging the orderly development and formation of local agencies. A Local Agency Formation Commission is established in each county in the state.

This Municipal Service Review (MSR) consists of a review of various public services provided by the Westwood Community Services District (CSD). The MSR may be considered by the LAFCO in a subsequent review of the Sphere of Influence of the Westwood CSD.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (the Act) (Government Code §§56000 et seq.) is the statutory authority for the preparation of a MSR, and periodic updates of the Sphere of Influence of each local agency. The Governor's Office of Planning and Research has issued a Final Draft of Guidelines for the preparation of an MSR. See State of California LAFCO Municipal Service Review Guidelines (MSR Guidelines). This MSR adheres to the procedures set forth in the MSR Guidelines.

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

The statute and regulations call for a review of the municipal services provided in the county or other appropriate area designated by the LAFCO. The LAFCO is required, as part of the MSR, to prepare a written statement of findings of its determinations with respect to each of the following:

1. Infrastructure needs or deficiencies;
2. Growth and population projections for the affected area;
3. Financing constraints and opportunities;
4. Cost avoidance opportunities;

5. Opportunities for rate restructuring;
6. Opportunities for shared facilities;
7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers;
8. Evaluation of management efficiencies; and
9. Local accountability and governance.

The Municipal Service Review precedes LAFCO action on a Sphere of Influence. Given the close relationship between an MSR and Sphere of Influence creation, amendment or update, the Sphere of Influence is discussed in more detail below.

1.2 Sphere of Influence

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires the LAFCO to update the spheres of influence for all applicable jurisdictions in the county by January 1, 2006.

Local governmental agencies, special districts and municipalities must have an adopted Sphere of Influence (SOI) boundary and territory that define the probable future boundary and service area of the agency. Inclusion of a particular land area within an agency's SOI does not necessarily mean that the area will eventually be annexed. The Sphere of Influence is only one of several factors LAFCO must consider in reviewing individual proposals (Government Section 56668).

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

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

1.3 LAFCO POLICIES AND PROCEDURES RELATED TO MUNICIPAL SERVICES

LAFCO of Lassen County adopted policies and procedures related to municipal services on September 15, 2003 and are incorporated herein by reference.

1.4 DESCRIPTION OF PUBLIC PARTICIPATION PROCESS

The LAFCO of Lassen County is a legislative body authorized by the California Legislature and delegated powers as stated in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, as amended (the Act) (Government Code §§56000 et seq.). The LAFCO proceedings are subject to the provisions California's open meeting law, the Ralph M. Brown Act (Government Code Sections 54950 et seq.) (Brown Act). The Brown Act requires advance posting of meeting agendas and contains various other provisions designed to ensure that the public has adequate access to information regarding the proceedings of public boards and commissions. LAFCO of Lassen County complies with the requirements of the Brown Act.

The MSR Guidelines state that LAFCOs should encourage and provide multiple public participation opportunities in the municipal service review process. MSR policies are under consideration by LAFCO of Lassen County. LAFCO of Lassen County has discussed and considered the MSR process in open session, and has adopted a schedule for completing the various municipal service reviews and Sphere of Influence updates for Lassen County. Each municipal service review will be prepared as a draft, and will be subject to public and agency comment prior to final consideration by LAFCO of Lassen County.

1.5 CALIFORNIA ENVIRONMENTAL QUALITY ACT

The Municipal Service Review is a planning study that will be considered by LAFCO in connection with subsequent proceedings regarding the Westwood CSD Sphere of Influence. The Sphere of Influence review or update that would follow has not been approved, or adopted or funded by LAFCO. This MSR is funded in the LAFCO of Lassen County's 2003-2004 annual budget. This MSR includes an analysis, to the extent required by Section 15262 of the CEQA Guidelines, of some of the environmental factors that may be affected by the Municipal Service Review process, but will not include the preparation of an EIR or negative declaration.

SECTION 2.0 SERVICE AREA SETTING

2.1 BACKGROUND AND GENERAL SETTING

Lassen County is located in northeastern California. It is bordered on the north by Modoc County, on the south by Plumas and Sierra Counties, on the west by Shasta County, and on the east by the State of Nevada. Westwood is defined as an unincorporated community center in the 2000 Lassen County General Plan—the only incorporated city in Lassen County is the City of Susanville (Lassen County General Plan, 2000). Being unincorporated, the County of Lassen has land use jurisdiction in Westwood and the surrounding areas.

The present Sphere of Influence of the Westwood Community Services District was adopted December 20, 1984.

The Community of Westwood is within the Lassen County's Westwood/Clear Creek Planning Area. The Westwood/Clear Creek planning area is located in the southwest corner of Lassen County. The unincorporated community of Westwood is approximately 21 miles southwest of Susanville via State Highway 36 (Westwood/Clear Creek Area Plan, 2002).

The area is surrounded by some of the most northerly Sierra Nevada and the southern edge of the Cascade Range. Westwood lies at an elevation of approximately 5,100 feet above sea level. Dyer Mountain is approximately four miles south-southeast with an elevation of 7,475 feet above sea level. A large resort, residential and commercial development is currently in the entitlement phase for the Dyer Mountain area (Westwood/Clear Creek Area Plan). A Draft Master Environmental Impact Report was recently completed for this project (April 2005).

The climate in Westwood can be described as “rigorous” in winter with occasional below-zero temperatures and snow packs from twelve inches to over six feet between December and March. Summer months are pleasant with warm days (average temperature around 85 degrees) and cool nights (Westwood/Clear Creek Area Plan, 2002).

All of the land within and surrounding the communities of Westwood, Pine Town and Clear Creek is in private ownership. Roseburg Resources and clients of W.M. Beatty and Associates own the majority of this high value timberland and manage it mainly for sustained timber production. Other private ownership is mainly in the form of small residential lots. Federally managed land is at least three miles away from the Westwood-Clear Creek community area (Westwood-Clear Creek Community Fire Safe Plan, 2004).

Lassen County land use designations in the vicinity of Westwood and Clear Creek (outside these district boundaries) generally consists of Planned Development

Residential to the east, west and north in the area north of the Burlington Northern Santa Fe Railroad and generally agriculture and open space south of the railroad.

The nearby Mountain Meadows Reservoir and surrounding area is an important resource for recreation and wildlife. Many species of waterfowl, and some threatened and endangered species such as the Greater Sandhill Crane, the Bald Eagle, and the Willow Flycatcher, depend on the habitat provided by the area. Adding to the diversity of this area is the combination of mountain slopes, meadows, forests, brush and grass fields, and creeks and springs (Westwood-Clear Creek Community Fire Safe Plan, 2004).

Timber stands in the area consist of mixed conifer forests including white fir and ponderosa pine. A distinctive feature of the planning area is the broad valley and meadows known as "Mountain Meadows" around Walker Lake (which is also referred to as Mountain Meadows Reservoir) to the south and southeast of Westwood. Walker Lake is located on Hamilton Branch, a tributary in the Feather River watershed (Westwood/Clear Creek Area Plan).

Westwood began as a mill town under Red River Lumber Company's initial development in 1913. Westwood was later sold to Fruit Growers Supply Company who ran the mill until 1957. At its peak, Westwood had a population of approximately 6,000. Upon the closure of the mill, the population decreased to a low of 1,200. Individual parcels in Westwood were eventually auctioned off, many of them through a company called Greater Westwood, Inc., of Los Angeles. The Northern Counties Utilities Company once operated the water system serving Westwood and Pinetown, and the sewer system serving Westwood, until a community services district was formed and assumed management of these systems.

Since then, the population has gradually increased. With the rise in popularity of second homes and the prospect of a four season mountain resort development nearby, the Westwood-Clear Creek community area may further gain in population and housing units.

Median income figures for the Westwood area according to the 2000 Federal Census is \$13,178 average annual per capita income, less than the County average of \$14,749. Data from the 2000 Census indicates that approximately 22.5% percent of Westwood's population is living below the poverty level, quite a bit higher than the Lassen County average of 14%.

Currently, the Westwood CSD serves a population of 2,100 residents with official Federal Census population tabulations rounding out at 1,998 people. The Federal Census states that the number of persons per household in Westwood is 2.51, compared to the County average of 2.59.

At present, there are a total of 844 residential sewer connections, 3 multi family connections 54 commercial/institutional connections and a single industrial connection on the Westwood CSD wastewater system.

Relation of the Area Plan to the County General Plan

The following section was taken from Westwood/Clear Creek 2000 Area Plan Land Use Element.

The Lassen County General Plan reflects the concerns and efforts of the County of Lassen as the local governmental entity having jurisdictional authority and responsibility for planning and development decisions in the unincorporated area of the county. It is intended to efficiently and equitably address a wide range of development issues that confront residents, property owners, and business operators in Lassen County. Many of these issues also challenge organizations and agencies concerned with the management of land resources and the provision of community services.

The Lassen County General Plan constitutes Lassen County's comprehensive plan for the development of the County. It was adopted by the Lassen County Board of Supervisors to address the requirements of California Government Code Section 65300 et seq, and related provisions of California law pertaining to general plans.

The County General Plan 2000 (revised from the 1968 General Plan) addresses the need to more clearly and comprehensively reference and incorporate area plans and the area plan process into the overall general plan process and format. It was not the intent of the County to amend any of the area plans in the process of revising the overall Land Use Element or any of the other elements of the General Plan. Rather, the Land Use Element clarified that area plans are and will continue to be vital and effective elements of the County's General Plan.

The Land Use Element of the 2000 Lassen County General Plan contains the following goals, policies and implementation measures pertaining directly to area plans:

GOAL L-2: Recognition and clarification of the applicability of area plans as operative components of the General Plan and clarification of their relationship to the General Plan Land Use Element.

LU-2 POLICY: Adopted area plans contain general plan policies that apply, as relevant, to lands within particular planning areas. Because of the greater level of detail achieved in area plans, their land use designations, policies and related provisions are more specific than set forth in the Land Use Element and other elements of the General Plan. Wherever a goal, objective, policy, land use designation, and/or implementation measure of an area plan may be more specific or detailed than a corresponding provision of the General Plan, including any within the Land Use Element, such a provision of the area

plan shall be deemed to be a refinement of the General Plan pertaining to the particular planning area.

LU-3 POLICY: In the event that area plans are adopted as general plan amendments for areas of the County which are not indicated in this Element as having an adopted area plan, the newly adopted area plan will void and supersede those land use designations of this Land Use Element which are overlapped by the area plan with more specific designations and policies.

Implementation Measures:

LU-D The County recognizes and shall continue to implement relevant policies of adopted area plans in making land use decisions regarding lands within specific planning areas.

LU-E The County will consider the need for recognition of new planning areas and the adoption of new area plans and resource plans for areas where the complexity and controversy of land use issues may necessitate the adoption of land use designations and policies of greater detail than provided in this Land Use Element.

Residential Development in the Westwood area has historically been determined by the Area Plan. This plan favors in-fill of vacant lots and rehabilitation or replacement of old homes as the primary development pattern for residential development in Westwood. The Area Plan also indicates areas for possible expansion of residential uses adjacent to Westwood and Clear Creek in accord with the principles of planned unit development and clustering rather than random dispersion of homes.

Dyer Mountain Planning Area

The 1968 Westwood Plan included designation of winter sports area on the northeast slope of Dyer Mountain and south of Walker Lake. On November 7, 2000, voters in Lassen County approved Measure V, a ballot initiative formulated by supporters of a proposed major resort project at Dyer Mountain to clarify support for the project in the county and to institute development provisions for such a project. The stated purpose of the initiative was to make changes to the County General Plan, including the Westwood Plan, and the County Zoning Ordinance to allow a four-season mountain resort in the vicinity of Dyer Mountain and Mountain Meadows Reservoir (also known as Walker Lake). At present, the Dyer Mountain Planning Area is not included in the Westwood Planning Area.

“It has been recognized that with the decline of the timber industry there has been limited opportunity for private economic development. In recent years, economic growth has been focused on prison facilities. It is the desire of the People of Lassen County to diversify the local economy by attracting major investment for a four-season mountain resort in the Dyer Mountain area. Such a facility would attract tourist activity

throughout the year, including skiing, golf, and other recreation uses. A four-season mountain resort will provide direct job benefits in the form of major construction activities as well as ongoing employment to operate the facilities once constructed. These primary employment opportunities will in turn generate additional private sector investment and employment in the immediate vicinity and throughout the County”.

Although the Dyer Mountain project area was extracted from the Westwood/Clear Creek Planning Area due to passage of Measure V, it is understood that development and build out of that project would have a variety of impacts on the planning area, including increases in traffic and the need for support housing and related development in Westwood and Clear Creek. It is expected that the project will provide a significant stimulus for commercial development in the area plan planning area as well as generate new job opportunities for area residents in nearby communities and at Dyer Mountain itself (Measure V April 2001; Westwood/Clear Creek Area Plan, Land Use Element 2002).

A Draft Master Environmental Impact Report (MEIR) was completed in April 2005 for the Dyer Mountain project.

2.2 Review of Current Management Structure

Charles Anders is the District Manager and Acting Fire Chief. He holds a Grade II water treatment license, a Grade I wastewater license, and an Interim D2 distribution license. Robert Compton is the Assistant Manager of the Westwood CSD and is a firefighter, and holds a Grade I water treatment and grade I wastewater, and an Interim D2 distribution license.

The Westwood CSD has a Secretary position, and one paid firefighter/technician position.

2.3 Description of Existing Services

The County has jurisdiction over planning and community development activities within Westwood. Recent involvement (2001) in Westwood by Lassen County resulted in the development of a “Downtown Revitalization Plan” in cooperation with the Westwood Area Chamber of Commerce. A Community Development Block Grant was obtained to fund the project (Westwood/Clear Creek Area Plan Land Use Element, 2002).

The Westwood CSD provides a community park, municipal water service, wastewater treatment facilities, fire protection services (A recent contract with the California Department of Forestry (CDF) for services during the winter months ended in October 2004) and the contract for Ambulance services with South Lassen EMS ended in Summer 2005. A new contract for ambulance services through the Sierra Medical Services Alliance is effective in Summer 2005. Funds formerly paid (\$45,000) to South Lassen EMS now go to the CSD’s Fire/Ambulance budget. Street lighting in Westwood

is provided through the Lassen Municipal Utility District (LMUD). Currently Lassen Municipal Waste Management handles garbage disposal.

It is important to note that the Westwood CSD has ended its contract with the CDF this year, and is operating with volunteer firefighting personnel and one paid firefighter/EMT. The former contract with CDF was for \$50, 295 and ended in June 2004. The new contract for services would have been \$90,322,19. State regulations mandate that volunteer firefighters must receive the same training and outfitting as paid personnel.

The Westwood CSD has all the equipment necessary to perform its function, including a back hoe that serves multiple purposes. At present, all equipment is adequate to perform their designated functions.

POLICE PROTECTION

Police protection in Westwood and other unincorporated parts of Lassen County is through the Lassen County Sheriff's Department. The Lassen County Sheriff Department operates a Sheriff substation in Westwood at the Community Center.

WATER

The Westwood CSD supplies potable water for municipal and commercial uses for the Community of Westwood. Westwood receives its water for municipal/commercial use primarily from Walker Springs. The Westwood Community Services District has water rights to 2000 gallons per minute (gpm) from Walker Springs (or 1,300 AFY (acre feet per year) = 328.6 million gallons in 2004). Currently, the District has a pumping capacity of 1,800 gpm (restricted by the District's booster pump capacity).

Walker Springs is located immediately east of the community of Clear Creek at the toe of a 20-foot high bluff. Walker Springs produces approximately 18,000 gallons per minute (gpm). The Westwood CSD pumps water from Walker Springs a distance of five miles to a 500,000-gallon water storage tank located north of Westwood before the water is distributed to the community (Westwood/Clear Creek Area Plan Land Use Element). Pumping costs can be as high as \$16,000 per month.

The Westwood CSD does not operate any wells nor does it obtain water from surface sources except Walker Springs. In 2002, a total of approximately 374 million gallons was produced from Walker Springs while in 2003 a total of approximately 346 million gallons was produced. July was (and still is) the biggest month with 62 million gallons produced, and November and December the smallest months with 16 million gallons produced respectively (in 2002).

Table 2.1 lists the number of active service connections for the Westwood CSD:

Table 2.1, Active Service Connections

Customer Class	Recycled Water	Potable Water: Unmetered
Single Family Residential		844
Multi-family Residential		3
Commercial/Institutional		54
Industrial		1
Landscape Irrigation		
Other Ag. Irrigation		
Total =		902

Source: Personal communication with Robert Compton, 2004.

The total capacity of the water system storage tank is 500,000 gallons.

Table 2.2 lists the total production in 2003 (gallons) for the Westwood water system by monthly usage. It is important to note the degree of fluctuation in terms of production between April and July. Water usage is usually higher in the summer and these numbers reflect this trend. Average daily summer water use for the entire system is 1,419,948 gallons California Department of Health Services Drinking Water Field Operation Branch Annual Inspection Report Nov. 22, 2002).

Table 2.2, Total Production Gallons 2003

January	15,228,185.50
February	14,519,811.00
March	14,901,893.00
April	13,245,786.00
May	24,781,879.00
June	56,642,774.00
July	67,371,762.50
August	45,974,189.00
September	36,691,007.00
October	27,989,757.00
November	14,573,232.00
December	14,838,712.00
Total	346,758,988.00

Source: Westwood Community Services District

Based on the number of hook-ups and the total production gallons for 2003, Westwood pumps a total of 407,952 gallons per household per year, or approximately 33,996 gallons per month per household.

The District charges a \$600 new development hook-up fee and \$32.50 per month for unlimited water pumping, as the Westwood CSD does not meter its water at this time.

Treatment

In April of 2003 the District began continuous chlorination of the Walker Springs water source. The District has begun submitting treatment records to the Department of Health Services, which include the measured free and total chlorine dosage, the amount of water produced, and the amount of chlorine used. At present, the District is not required to report the measured total chlorine dosage.

Storage

The District meets current Waterworks Standards regarding storage capacity. Current Waterworks Standards recommend that an unmetered community water system with 849 service connections and a maximum average monthly air temperature of 70° F have at least 600,000 gallons of storage capacity (Westwood currently has one 500,000 gallon storage tank). When the existing storage capacity is less than the required storage capacity, excess source capacity may be used to meet Waterworks Standards. Based on these standards, the District must provide at least 230 gpm in excess source capacity. Based on water usage data through 2000, the District's estimated maximum day demand is 1,400 gpm and the source capacity is 1,800 gpm providing an excess source capacity of 400 gpm. Therefore, the District meets current Waterworks Standards.

The District's overflow tank is reported to be in good condition. The District overflows the tank twice each month to prevent buildup of sediment in the tank and to circulate the water in the tank. The interior of the tank is in good condition, and the District has no plans for coating the tank in the near future (pers. comm.. Robert Compton, September 2004).

Transmission Facilities

The District currently conveys water through 9,500 feet of 12-inch diameter steel pipe from Walker Springs to the distribution system. An additional 3,250 feet of 12-inch diameter steel pipe connects the distribution system with the storage tank. The transmission mains are in good condition.

Distribution Facilities

The main pressure zone has a pressure rating of 55-80 psi from the Walker Springs water source. The Distribution system contains one pressure zone and is served by a single 500,000-gallon capacity concrete storage tank that floats on the system pressure. The distribution piping is laid out in a grid fashion with very few dead ends. There are reportedly no low-pressure areas within the system.

Turbine Booster pump stations 1 and 2 are both rated at 125 hp at 1,000 gpm from the Walker Springs water source to the distribution system. The pumps operate on a lead/lag basis and are controlled by the water level in the storage tank. The pumps alternate lead status. The lead pump is activated when the water level in the storage tank drops by five feet to 15.5 feet of water in the tank. If the water level continues to drop, the lag pump is activated at a water level of 14 feet in the tank and turns off when the water level reaches 18 feet. The District is able to set the on and off water levels at the office through a recently installed Supervisory Control and Data Acquisition (SCADA) system. Both pumps appear to be in good condition.

Distribution Main Data, Table 2.3

Amount, feet	Size
10,400	12-inch
9,300	8-inch
29,800	6-inch
4,300	4-inch
350	3-inch

Source: Department of Health Services, 2003 Annual Inspection.

The mains are composed of approximately 85% AC, 14% PVC, 2% cast iron, and 1% uncoated steel. The AC and PVC are reportedly in excellent condition while the rest of the piping is in good condition. The District uses PVC pipe for all new construction.

Overall, the District’s distribution system appears to be in good condition and well maintained.

Water Quality

The chemical constituency and quality of the water from this water source originates from an underground aquifer, which is fed by a shallow (approximately 30 feet deep) underground stream or lava tube (Westwood/Clear Creek Area Plan Land Use Element). The residents of Westwood and Clear Creek greatly value the quality of their water supply. While not planned and zoned for development at present, concern has been expressed that potential development above the spring could jeopardize the quality of the water supply by causing pollutants to seep into the supply through fractures in the rock. Such contamination would threaten community health and require the installation of an expensive water treatment system.

The Westwood CSD has stressed the importance of protecting this water source. Both Westwood and Clear Creek (who also draws water from a source 1000 feet north of Walker Springs) have stated that it is imperative that no activities be permitted in the vicinity of these spring outlets that would have the potential of spreading contaminants or disrupting the ground in ways that may cause the springs to have reduced flows or become contaminated. Both Districts have called upon the County to consider zoning

measures, permitting, or other means, to help insure that drinking water is protected from contamination. Reference was made to publications by the Department of Health Services (Drinking Water Source Assessment and Protection Program, Section 12, January 1999) that outlines criteria for protection zones.

Groundwater Basin 5-33 has recently been designated a groundwater basin by the State Department of Water Resources (DWR). This basin is large and extends over a substantial portion of Lassen County. The southern limit of this groundwater basin is the Hamilton Branch of the Feather River. Usage is expressed in acre-feet per year (AFY). Present uses of groundwater within Groundwater Basin 5-33 in the vicinity of Westwood include spring discharge collected and used by the Westwood CSD (1,156 AFY) and Clear Creed CSD (99 AFY), Mount Lassen Power Company (336 AFY) and P&M Lumber Company (estimated at 136 AFY). This basin is not adjudicated and has not been determined by the California Department of Water Resources to be in overdraft or projected to be in overdraft if present management conditions continue

Monitoring

There were no MCL (maximum contaminant level) violations during 2002. However, there was an MCL violation during August of 2001. During 2001 one routine sample and all three repeat samples tested positive for total coliform in February, March, July and August. It was determined that the bacteriological failure was probably due to a faulty air relief valve in the transmission main between the spring and distribution system. Since the repair of the air relief valve in August 2001 the District did not have any positive bacteriological samples until November 2002 when one routine sample tested positive for total coliform. All three repeats collected during November tested absent for total coliform.

The District's Bacteriological Sample Siting Plan (BSSP) is very good, and there does not appear to be an ongoing bacteriological problem. In addition to routine bacteriological samples, the District began collecting two bacteriological samples from Walker Springs each month in September 2001. Since then the District has reported one total coliform positive sample collected at the spring. All other spring samples have tested absent for coliform bacteria.

The District performs chemical monitoring of Walker Springs in accordance with Chemical Monitoring Schedules supplied to the District by the Department of Health Services. A Chemical Monitoring Schedule was mailed to the District on January 15, 2002. A new Chemical Monitoring Schedule was sent out on June 11, 2003.

According to Department records, the District is current on all monitoring. In general, the District has performed the required chemical monitoring in a timely manner, and the water produced by Walker Springs meets all drinking water standards. The District has completed four rounds of monitoring for MTBE. There has been no detectable MTBE in any sample. Therefore, the District may reduce the monitoring frequency for MTBE to

once in every six years. The District has sampled the spring once for boron and vanadium.

Personnel

The District is classified as a Grade D2 distribution system, which requires a state certified Grade D2 distribution system operator as its chief operator. The District does not contain any water treatment plants; therefore, a certified water treatment operator is not required. The District meets the operator certification requirements. Charles Anders is the current District manager and has Grade T2, wastewater Grade II, and Interim D2 licenses. Robert Compton is the District Assistant Manager with a Grade T1, wastewater Grade I, and Interim D2 licenses. The Westwood CSD provides a Personnel Manual to all employees outlining organizational policy

There are no backflow prevention devices in the system. Mr. Anders reported that he did not know if a cross-connection survey had ever been performed. Mr. Anders reviews all new services for possible cross-connections. In recent years all new services have reportedly been residential. The District may wish to review the few commercial and industrial service connections for possible cross-connections and determine if backflow prevention devices are needed.

No complaints were reported in 2001. The District's Walker Springs pump station is equipped with emergency generators, which are tested once each quarter. The emergency generator is manually activated. The District is able to monitor the status of the pump operation, the water level in the storage tanks, and the master flow meter through a Supervisory Control and Data Acquisition (SCADA) system. The Number of annual customer complaints is reported to be consistently low.

Valve Maintenance

The District exercises all main valves once each year. However, no record is maintained of the total number of turns to full open and full close. Reportedly, all valves are located on the District's distribution system maps, and all valve covers are raised to grade. The District's valve turning program appears to be adequate; however, the District may wish to maintain a record of the total number of turns to full open and full close for each valve. This will allow the District to detect the deterioration of each valve and better anticipate required valve maintenance.

The District flushes the mains twice each year from the low end of the system where the water enters from Walker Springs to the high end of the system. There are three dead ends total in the system. The District appears to have a very good main flushing program. This is further evidenced by the lack of customer complaints.

Financing

The Westwood CSD obtains revenues to provide services in six activity areas: Water, Sewer, Street Lighting, Parks, Ambulance Service and Fire Protection.

Water - Income for water for Fiscal Year 2003-2004 was \$270,241. This revenue comes from connection fees. A significant portion of the expenses include Utility Costs of \$87,841, Personnel at \$101,000. Loan Interest and principal accounts for \$21,000 and \$17,500 with miscellaneous maintenance costs the total expenditure budget is \$270,241.

Wastewater – Income for wastewater operations in 2003-2004 is \$221,184. There was a transfer of savings of \$8,016. Personnel Costs of \$90,000 and Interest Expenses of \$65,000 and repayment of principal are the major expenses in this category with the remainder going for operations and maintenance. The total expenditure budget for wastewater in 2003-2004 was 229,200.00. The total 2004-2005 revenue and expenditure budget was \$255,750 of which \$1,632 in revenue was obtained from savings. The 2004-2005 budget was \$290,975. No revenue was obtained from savings in 2004-2005.

The Street Lighting budget had \$12,000 in property tax revenue in 2003-2004 and expended the entire amount for electrical costs. The Street Lighting revenue and expenditure budget for 2004-2005 was \$13,500.

Parks – Income for Parks came from property taxes in the amount of \$7,000. Operating expenses and utility expenditures were \$7,000 for 2003-2004. The 2004-2005 revenue and expenditure budget is 7,575.00.

Ambulance - In 2003-2004 Revenue for Ambulance services came from service charges in the amount of \$50,325. The majority of the expenses were for a contract with South Lassen EMS for \$45,000 with a contingency of \$5,325. The 2004-2005 revenue and expenditure budget is \$45,560. Presently, Sierra Medical Services Alliance provides ambulance services

Fire – Revenues for fire protection in 2003 – 2004 came from taxes, rent, interest and grants in the amount of 129,939. Major expenses included Workers Compensation, Personnel Costs, Equipment, a contingency and a CDF Contract costing the district \$50,295 in 2004, which the district has terminated due to rising costs. ***. Total Expenditures were \$129,939. The 2004-2005 revenue and expenditure budget is \$98,848.72.

As of June 30, 2004 the district had total assets of \$3,038,138.94. The district has long term liabilities of \$2,338,981.63 consisting of interest payable for infrastructure and equipment loans including 2 sewer loans, a park facilities loan, a fire truck loan and a water loan.

The district had an audit performed for the year ending June 30, 2003. The audit confirmed accounting policies of the district conform to generally accepted accounting

principles and the district applies all GASB pronouncements. At year end the carrying amount of the District's deposits was \$419,442 and the bank balance was \$432,728, of which \$95,248 were restricted reserves. The audit concluded there was no matters involving internal control over financial reporting and no instances of noncompliance that are required to be reported under Government Auditing Standards.

WASTEWATER

The Westwood CSD provides wastewater collection and treatment services to all of its residents. The wastewater system collects wastewater and conveys it to the Westwood CSD treatment plant located approximately one half mile south of Westwood. The Westwood CSD has not prepared any Wastewater Facilities Plan or Master Plan for their wastewater treatment system.

Current wastewater flow is .213 million gallons per day (mgd) average dry weather flow (ADWF) for August of 2004, and the average wet weather flows (AWWF) is .35 mgd. According to the District, until recently, AWWF was in excess of .7 mgd until personnel discovered a blockage in the transmission line was causing flow to significantly back-up. Removing the blockage successfully reduced flows. However, infiltration and inflow (I&I) problems develop during wet weather (primarily February and March) due to snow melt resulting in excess standing water. This I&I problem is confined mainly to the lower end of town on Elm and Fir Streets (pers. comm. with Westwood CSD).

Existing Wastewater Facilities

The following general background information was taken from CRWQCB Order No. 5-01-253 Waste Discharge Requirements.

The Westwood CSD uses a two-step sewage treatment process where the sewage runs into stabilization ponds and is outfallen through the evaporation process. The sewer ponds were constructed in 1972, and the original ponds are still in use.

The Westwood CSD discharges approximately 300,000 gallons per day (gpd) of raw sewage from the Community of Westwood to four stabilization ponds one-half mile southwest of Westwood. The ponds cover 26.3 acres with a total volume of approximately 80 million gallons.

The stabilization ponds are unlined and constructed with a clay-like material and are immediately north of Mountain Meadows Reservoir. **The rate of pond evaporation was approximately .21 mgd in January of 2003, and the District has lead to the articulated that evaporation rates are low all year.** The pond construction material contained high clay content, the ponds have a low permeability throughout the year. In addition, file information indicates that when the ponds were built, a cement slurry cutoff

wall was installed in all pond levees down to a depth of seven feet. The plant operator indicates that during the floods of wet weather year 1997/1998, when Mountain Meadows reservoir was at a higher elevation than the pond surface, there was apparently no significant inflow to the ponds. High water level in the ponds is elevation 4962 feet.

Westwood's surface water drainage is to Mountain Meadows Reservoir, which is a tributary to Lake Almanor via the Hamilton Branch. The site lies within Mountain Meadows Reservoir Hydrologic Subarea (HSA) No. 518.45 as depicted on interagency hydrologic maps prepared by the California Department of Water Resources (DWR) in August 1986.

The ponds are operated in series with influent entering the east pond (Pond No. 1), then to either Pond No. 2 or 4, to the west, and then to Pond No. 3, further west of Pond No. 2. Pond Nos. 2 and 4 are also interconnected. Pond No. 3 is normally empty by late summer to allow for extra capacity as a result of infiltration and inflow (I&I) during the winter. I&I has resulted from a collection system with sections in excess of 80 years old, constructed in some areas with terracotta and/or clay piping, with laterals merely stubbed into the main collector with no sealing surrounding the connection point.

The average precipitation in this area is approximately 30 inches, according to data from DWR. The Westwood CSD is required to demonstrate that the ponds are capable of handling precipitation based upon a 100 year return frequency, which equals approximately 50 inches, according to data interpolated from the DWR Chester Weather Station information and the annual average isopluvials of DWR for Westwood.

Local groundwater is very shallow, and direction of flow is unknown.

In 2000, the Westwood CSD completed construction of new sewer lines to upgrade the remaining old lines, replaced private residence laterals, extended the sewer line to north side of Highway 36 to serve existing businesses and the Lassen County maintenance yard, and retrofitted the Robbers Creek and Pine Town Sewage pumping stations with stand-by power. The Westwood CSD had plans to replace the pumps in both of the pump stations in 2001, and this replacement was completed prior to this service review.

The two pump stations are equipped with audio and visual alarms. The Pinetown Pump Station receives flow from Pinetown, a small community to the east of Westwood, and delivers it to the Robbers Creek Pump Station. The Robbers Creek Pump Station receives the flow from the Pine Creek Pump Station and from areas north of town, and pumps the combined flows to a gravity line, which then flows to the wastewater ponds.

The headworks at the plant consist of a parshall flume. A communicator at the headworks was removed in 2000. Currently there is no method of totalizing daily flows. Flows reported by Westwood are the result of a once daily reading of the parshall flume. The Provisions of Order No. 5-01-253 call for the installation of a flow totalizer to

provide daily totalized influent flows to the ponds, and this has since been completed by the District.

Westwood has requested from the California Regional Water Quality Control Board, Central Valley Region that they be allowed to accept approximately 2,200 gallons per day of supernatant from dewatered septage.

The Westwood CSD proposes to accept approximately 2,200 gallons per day of supernatant from dewatered septage, which is the primary reason for revisiting the CRWQCB requirements (modified from Order No. 93-242). The supernatant will be discharged by a septic tank pumper with plans to construct a dewatering station near the headworks of Pond No. 1. The dewatering station will be placed on a concrete slab and the septage will be enclosed in a steel container, sealed from the outside atmosphere to reduce any potential odor problems. Polymer will be added to the septage, the septage will be dewatered, with the supernatant discharged to the treatment plant, and the solids delivered to a local landfill. The septic tank pumper will be using a cationic polyacrylamide polymer. The Provisions call for a load-checking program to assure that only domestic septage supernatant is delivered to the wastewater treatment plant.

In the past, Westwood has not been required to monitor their influent, so strength of the wastewater is unknown, but as indicated, the discharge consists solely of domestic waste. No Cease and Desist orders have been issued for approximately 30 years (pers. comm. with Robert Compton).

Land use surrounding the facility consists of a cogeneration plant to the northeast, Mountain Meadows Reservoir to the south, and vacant lands to the west and east. The nearest home is one half mile to the northeast.

In 1981, a portion of Pond No. 4 was partitioned into a septage and toilet vault waste-receiving pond (septage pond). The septage pond received 500,000 to 1,000,000 gallons per year of septage and pit vault pumpings from Lassen and Plumas Counties. This waste is classified as “designated waste” using the criteria set forth in the California Code of Regulations (CCR), Title 27, formerly Chapter 15. The septage pond did not meet the siting criteria in Chapter 15 due to insufficient separation to ground water. In 1993, the Westwood Community Services District Board of Directors voted unanimously to abandon the septage pond. Abandonment was accomplished in 1995.

Regulatory Setting

Currently, the Westwood Community Services District is under CRWQCB Order No. 5-01-253.

Under this Order, the Westwood CSD shall have a maximum 30-day average daily dry weather discharge flow (ADWF) of domestic sewage of 300,000 gallons. The 30-day average daily influent flow of dewatered supernatant shall not exceed 2,200 gallons. The

current ADWF is .213. However, the Average Wet Weather Flow is .774 caused by snow melt on the lower end of the Community on Elm and Fir Street where standing water infiltrates into the wastewater system.

Currently, surface water drainage is to Mountain Meadows Reservoir, a tributary of Lake Almanor and the Feather River.

The beneficial uses of Mountain Meadows Reservoir and Lake Almanor are municipal and domestic supply; hydroelectric power generation; recreation; esthetic enjoyment; ground water recharge; freshwater replenishment; and preservation and enhancement of fish, wildlife, and other aquatic resources.

The Board adopted a Water Quality Control Plan, Fourth Edition, for the Sacramento River Basin and the San Joaquin, which designates beneficial uses, establishes water quality objectives, and contains implementation plans and policies for protecting waters of the basin. This includes plans and policies adopted by the State Water Resources Control Board and incorporated by reference. These requirements implement the Basin Plan.

FLOODING AND STORM DRAINAGE

Of importance to note is that a wastewater lift station exists within the Robbers Creek Area at the upper end of town, between Birch St. and the railroad crossing. This area could be a Flood Zone or Flood Fringe (Westwood CSD questionnaire). Most houses in this area of town are not affected at all by the flood zone.

The one-hundred year flood zone incorporates a slightly larger area and affects a minimal number of houses (approximately one or two homes in the area). Overall, flooding is not a major issue in the Westwood area.

CIRCULATION AND ROADWAYS

Road maintenance is not a function of the Westwood CSD but of Lassen County's Road Department. Policies of the Regional Transportation Plan reflect the County's objectives to maintain its streets and roads as adequately as possible with the funds available.

State Route 36 serves as the northern boundary of the Westwood-Clear Creek community area. State Route (SR) 147 accesses the Clear Creek community. Lassen County Road A-21 passes through Westwood from State Route 44 and continues to where it intersects SR 147 at Clear Creek. There are several paved residential streets within the communities.

Most primary surface streets within the community are paved, wide, and easily navigated with street signs and posted names. There are single ingress and egress streets in the community. The roads outside the community are more variable, and include less

maintained dirt roads and private access roads. Most of these roads have posted road signs (Westwood-Clear Creek Community Fire Safe Plan).

OTHER TRANSPORTATION

In addition to these roads, the community is served by a railroad line and maintenance yard run by the Burlington Northern Santa Fe (Westwood-Clear Creek Community Fire Safe Plan).

GENERAL GOVERNMENT AND PLANNING

Because Westwood is an unincorporated Community in Lassen County, the County has jurisdiction over general government and planning functions.

Recently it was determined that in some areas around Westwood the number of buildings and lots that were in need of renovation or replacement warranted a strategic and progressive redevelopment program (Westwood/Clear Creek Area Plan, November 2002). In March 2005 a Draft Redevelopment Plan was submitted by the Lassen County Community Development Commission. This Draft Redevelopment Plan outlined various proposed public facilities and infrastructure projects within a Project Area that largely parallels the Westwood Community Services District boundaries. Redevelopment goals and policies contained within the Draft Redevelopment Plan called for various improvements specifically directed toward housing rehabilitation in Westwood. The Lassen County Board of Supervisors terminated the redevelopment process in Westwood in July 2005.

Had the Redevelopment Plan been approved, improvements to the project area public infrastructure would have included sanitary sewer improvements, storm drain projects, street projects, water system projects, and public facility programs. The sewer and drainage projects would have included monitoring systems, sewer parallels, drainage, sewer lines, wastewater treatment facilities, flooding systems, flood control dikes, and sewer systems to be funded by tax increment revenue and bonds.

There are no buildout projections or vacant land inventory prepared by either the Westwood CSD or Lassen County. These figures are very important in determining the capacity of the District to serve future growth and development.

FIRE PROTECTION

The Westwood Fire Department and Ambulance are funded through property taxes. Revenue from these taxes has not kept up with rising costs associated with running a fire department and ambulance. The District has reduced cost by eliminating paid staff by contracting ambulance services to Sierra Medical Services Alliance. Currently, the Westwood CSD has hired one paid firefighter/technician to serve the District. Unfortunately, due to lack of funding, the Westwood Community Services District was

not able to renew the contract with CDF for this year. State regulations mandate that volunteer firefighters must receive the same training and outfitting as paid personnel. Staffing is necessary to organize and provide training to volunteers, conduct routine maintenance, testing of equipment and required record keeping (pers. comm. with Charles Anders, Acting Fire Chief).

In an effort to keep from reducing services any further, the Westwood Community Services District placed a proposed special tax on the November 2004 ballot to assist funding of ambulance services and to assist funding of the fire department. Had it passed, this initiative would have helped with fire department and ambulance funding, but unfortunately this initiative failed by less than 1 percentage point.

The Westwood Fire Department can function with the number of available personnel to service a population of 2,100 people. The Department employs 10 firefighters altogether—one paid, nine volunteers (one inactive at present); four of the firefighters are EMTs in the Department, and through a contract with Sierra Medical Systems Alliance has access to more EMTs and paramedics. At present CDF handles dispatch for the Fire Department. Paid firefighters and EMS personnel operate on an 8:00am-5:00pm shift schedule and remain “on-call” after hours. There is at least one firefighter/EMS tech on duty until 5:00pm (pers. comm. with Forrest Duerksen, Oct 19, 2004). The Fire Department is in need of an additional paid fire fighter/technician—this would prove very beneficial to the Department and would lower their ISO rating (pers. comm. with Forrest Duerksen, Westwood Fire Department, Oct 2004).

The Westwood Fire Department utilizes one fully operational fire station located on 300 Birch Street in Westwood. The location of the Fire Department does not seem to inhibit response time within Westwood Boundaries—fire response time is approximately 5 minutes, and EMS response time is even better at approximately 2-3 minutes. To the most remote parts of the Community (i.e., Road 44) takes a little longer than 5 minutes.

The California Department of Forestry station is located in Westwood—their response time is excellent even to remote parts of the District (pers. comm. with Forrest Duerksen, Westwood Fire Department, Oct 2004).

Total properties served by the Westwood Fire Department include approximately 902 single-family dwelling units, 3 multi-family dwelling units, 8 commercial properties, and a single industrial property.

Impediments to access are considered a minimal nuisance. During the winter months snowfall can be heavy and can limit access to some parts of the town. The only other impedance to access is a set of railroad tracks dividing part of Westwood with intermittent train activity.

Fire Department equipment is in good condition and includes all of the necessary components to provide good fire protection service. Equipment meets all NFPA

(National Fire Protection Association) standards and passed a California Highway Patrol (CHP) inspection. Equipment includes the following:

- 3 fire trucks with 500 gallons pump capacity at 1200 gpm:
 - 1967 Ford
 - 1981 GMC
 - 1976 Seagrave
- 1 Basic Rescue Vehicle
- Jaws of Life

Firefighter and volunteer training includes Wednesday evening drills and firefighter training in Lassen County. Level of training for firefighters and EMS personnel employed by the Westwood CSD can be characterized as well trained in comparison to other fire suppression and emergency service provider agencies in the area (pers. comm. with Forrest Duerksen, Westwood Fire Department, Oct 2004).

The Insurance Services Organization (ISO) just recently completed a fire flow test and determined the District's ISO rating to be 6. Their last test was conducted in 1991 where the Westwood CSD was given a satisfactory rating of 5. This retrogression in the District's ISO rating was a result of the following deficiencies:

- Lack of a 2" or larger hose carried in the hose bed of Engine 922 and Engine 923
- The reduction of volunteer response on first alarm
- An 8% reduction in the training program credits.

Overall, water pressure is considered good (approximately 65 psi) in the areas served by the Westwood CSD. Minimum fire flows desired by the district is 1,000 gpm, which is attainable by the Fire Department (@ 150 psi, 1260 gpm).

The Fire Department has adequate accessible storage with 450-500 gallons. The Fire Department utilizes a back up diesel generator for the water pump.

The Fire Department entered a mutual aid agreement with the Clear Creek CSD to provide fire protection assistance to their respective areas. The contract with CDF used to add additional fire protection service to the Westwood area, including PRC 4291 (defensible space) Inspections. Personnel, some equipment, and compression services (for the oxygen tanks) are shared as part of the mutual aid agreement (pers. comm. with Forrest Duerksen, Westwood Fire Department, Oct 2004). However, it is important to note that this Mutual Aid Agreement during winter months ended in the fall of 2005 due to the failure of passage Measure I on the November ballot. Budgetary constraints will simply not allow viable revenue to finance the contract. . CDF has on-going mutual aid during the summer months.

Major projects in the Westwood area include the Dyer Mountain Resort, planned in northeast Lassen County. Because of the large scale of this project, fire protection

services will be impacted. With the prospect of the Dyer Mountain ski resort in western Lassen County, the Fire Department will need funds to mitigate the impacts of such a large project on fire protection services. Specifically, personnel and equipment must be in adequate supply to help with additional Fire Department needs. A Master Environmental Impact Report (MEIR) was recently completed that contains extensive information on the project and its cumulative impacts (pers. comm. with Forrest Duerksen, Westwood Fire Department, Oct 2004). However, it is clear that the Westwood Fire Department will not be providing full fire protection service to the Dyer Mountain Resort. Instead, the Resort is proposing to contract this service with the California Department of Forestry (CDF)—the Westwood Fire Department will most likely enter into a Mutual Aid contract with the CDF.

The Fire Department maintains good public relations with residents of Westwood. The Board meets the first Monday of every month where the public is invited to attend. Agendas are posted at the District Office, Post Office.

The Westwood CSD handles all Fire Department finances. The District's policy for investment has been simply to put funds in CD's and to take any revenue carry over to specific reserve funds (not to the general fund).

The Fire Department appears to be in a tenuous financial condition. Using the 2004-2005 Final Budget as the basis for this discussion, the Fire Department broke even with revenues balancing expenses at \$95,848.72. Fire Tax Measure I failed on November 2, 2004, which would have taxed every parcel vacant or not \$100. This initiative was important to the Fire Department, as revenue is minimal. Measure I failed by less than 1% as the majority of residents approved the measure but state law requires a super majority for passage. Expenses for the Department consisted mostly of a CDF contract (\$50,295), terminated in October 2004 (\$40,000), insurance costs (\$15,000), utilities costs (\$5,500), equipment costs (\$5,000) and repairs (\$3,700). Most revenue came to the Department in the form of property taxes (\$71,392.72), rent (\$13,950) and interest (\$8,432). Grants were a very small portion of revenue and totaled \$2,074. Generally speaking, the Fire Department does not receive large amounts of fiscal revenues, and since Measure I recently failed, contracting with CDF in 2005 will be extremely difficult or not possible at all.

Using the 2004 Balance Sheet as the basis for this discussion, the Fire Department currently maintains a savings account balance of \$1,611.17 with approximately \$106,916.18 in fixed assets (minus depreciation). Long term liabilities for the Fire Department include a Fire Truck paid for with a loan current balance \$23,334.30.

Ambulance service income is through taxes, with revenues and expenses balancing at \$45,560 (2004-2005 Final Budget). Most of the expenses for the District are for the Sierra Medical Systems Alliance EMS contract at \$45, with building repairs costing the District \$500. An additional \$60 charge for the Ambulance Billing Contract rounds out total expenses for the 2004-2005 fiscal year.

The Fire Department does not have an Equipment Acquisition Plan. The district is starting a Capital Improvements Program. This may be a problem in light of proposed new development and accompanying impacts to fire protection service (Dyer Mountain, etc

Education Revenue Augmentation Fund (ERAF) will cost the District \$10,237 for the state's obligation to public schools, making the district pay this cost from its portion of its property tax revenue. The ERAF does not apply to Fire Department Revenue. This ERAF shift is intended to remain in effect for a two-year period ending in fy 2006-2007.

PARKS AND RECREATION

Westwood has approximately 10-20 acres of park and recreational areas, most of which are administered by the Westwood Parks and Recreation Department.

The Westwood Community Park is one of the most complete and widely used parks in Lassen County. Development of the park began in 1976 at the insistence of Milo Sands, a long-time resident of Westwood. Mr. Sands spearheaded efforts to obtain 20 acres from the Westwood School District and initiated preparation of the first master plan for the park. The park was developed during the 1980s through the cooperation and support of many volunteers and agencies including Lassen County, the State Department of Parks and Recreation and, especially, the Westwood CSD Board of Directors and staff.

The Westwood Community Park offers a variety of recreational features including: fields for softball, Little League, and soccer; tennis courts; a multi-purpose court; playground areas; a barbeque/picnic area; restrooms; parking and open space area.

Using a Balance Sheet from June of 2004, the Parks and Recreation Department has a reserve account of \$4,513.43, which will be utilized to pay off debt from a Parks Loan. The Parks and Recreation Department also has fixed assets of \$38,750.81 including parkland and park constructions. Liabilities include a Park Equipment Loan (USDA) of \$7,320.13.

2.4 Service Areas and Spheres of Influence

EXISTING COMMUNITY LIMITS AND SPHERE OF INFLUENCE

The existing Sphere of Influence was adopted December 20, 1984 with approval of the LAFCO of Lassen County. This Sphere of Influence is approximately 4.0 square miles in size and coincides with the existing District boundaries. At the time, this Sphere of Influence contained the maximum possible service area of the Westwood Community Services District based upon its present and possible future service capabilities and range of services. The Sphere of Influence for Westwood, Clearcreek and other CSD's and the City of Susanville are within the Lassen Municipal Utility District.

The Westwood/Clear Creek Area Plan, adopted in November 2002, did not contain any recommendations on amending the size of the Sphere of Influence adopted in 1984
The County provides police services and general governmental services for the unincorporated area within and surrounding Westwood.

Water and wastewater services are provided to properties within the District's limits, with the exception of two or three houses in the outlining area that are not served.

SECTION 3.0 MUNICIPAL SERVICE REVIEW

LAFCO of Lassen County is responsible for determining that an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within its boundaries and later in the Sphere of Influence. LAFCO will evaluate the present and long-term infrastructure demands and resources available to each district, analyze whether resources and services are, or will be, available at needed levels, and determine whether orderly maintenance and expansion of such resources and services are planned to occur in line with increasing demands.

The *Final Draft Municipal Service Review Guidelines* prepared by the Governor's Office of Planning and Research recommend that issues relevant to the jurisdiction be addressed through written determinations called for in the Cortese-Knox-Hertzberg Act. Written determinations are provided for each of the nine factors, based on the information provided in this Municipal Service Review.

3.1 INFRASTRUCTURE NEEDS AND DEFICIENCIES

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

LAFCO is responsible for determining that an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within its boundaries and later in the Sphere of Influence. It is important that such determinations of infrastructure availability occur when revisions to a Sphere of Influence and annexations occur. In the case of this Municipal Service Review, it is prudent for LAFCO to evaluate the present and long-term infrastructure demands and resources available to each district, analyze whether resources and services are or will be available at needed levels, and determine whether orderly maintenance and expansion of such resources and services are planned to occur in line with increasing demands.

WATER

The Westwood CSD supplies potable water for municipal and commercial uses for the Community of Westwood. Westwood receives its water for municipal/commercial use primarily from Walker Springs. Westwood Community Services District has water rights to 2000 gallons per minute from Walker Springs (or 1,300 AFY = 423.6 million gallons).

The total capacity of the water system storage tank is 500,000 gallons, which fulfills state minimum storage requirements. As reported by the Department of Health Services and Westwood CSD personnel, the District's transmission mains and distribution system are in good condition and well maintained.

The District's source capacity of 1,800 gpm is sufficient to meet current estimated maximum day demands. Additionally, the District's water rights to divert up to 2,000 gpm from Walker Springs is sufficient to meet projected maximum day demands well into the future. However, the District appears to have exceeded the maximum annual water diversion right of 1,300 AF (328.6 million gallons) during 2004. While the District also had water diversion rights to Duck Lake as of December 1971 and these rights are reportedly still valid, water from Duck Lake is not readily available at this time. Therefore, the Duck Lake water diversion rights are not considered viable at this time. However, it is noted that the District Engineer is currently researching the water rights to Duck Lake for additional details (California Department of Health Services Drinking Water Field Operation Branch Annual Inspection Report Nov. 22, 2002).

While the District's maximum daily water rights are sufficient to meet current estimated maximum day demands, it appears that the District's annual water diversion right for Walker Springs of 423.6 mg may not be sufficient to meet the District's annual water demands, which were estimated at 487 mg in 2001. With the addition of a master flow meter in August of 2001, the District should be able to more accurately determine the annual water usage and whether or not the source capacity is sufficient to meet annual demands (California Department of Health Services Drinking Water Field Operation Branch Annual Inspection Report Nov. 22, 2002).

Based on the number of hook-ups and the total production gallons for 2003, Westwood pumps a total of 407,952 gallons per household per year, or approximately 33,996 gallons per month per household. This figure is almost double the amount for Chester (at 219,954 gallons per household per year) a community of similar size with 1,100 hookups. For a community of this size and population, Westwood uses a disproportionate amount of potable water (pers. comm. with Westwood CSD).

According to an analysis completed by the Department of Health Services in 2003 (Annual Inspection), there were a few deficiencies in the Westwood CSD water system. Since the report, the Westwood CSD has either corrected the respective problem(s) or is in the process of doing so (specifically, updating Monitoring Reports). One problem that may not be remedied at present is the lack of a cross-contamination survey. The District should conduct a cross-contamination survey, as the District had no record of a cross-connection survey ever having been performed nor any record of backflow prevention devices installed within the distribution system. The District is therefore in the process of conducting a cross-contamination survey to determine if any potential cross-connections exist in the distribution system and what type of backflow prevention devices, if any, may be required. It is unclear as to whether this has been completed to date.

Overall, the Westwood CSD appears to provide adequate water service to the residents of Westwood. No complaints were reported in 2001. The District's Walker Springs pump station is equipped with emergency generators, which are tested once each quarter. The emergency generator is manually activated. The District is able to monitor the status of

the pump operation, the water level in the storage tanks, and the master flow meter through a Supervisory Control and Data Acquisition (SCADA) system. The Number of annual customer complaints is reported to be consistently low.

WASTEWATER

The Westwood CSD provides wastewater collection and treatment services to all of its residents. The wastewater system collects wastewater and conveys it to the Westwood CSD treatment plant located approximately one half mile south of Westwood. The Westwood CSD has not prepared any Wastewater Facilities Plan or Master Plan for their wastewater treatment system.

Currently, the Westwood Community Services District is under CRWQCB Order No. 5-01-253. Under this Order, the Westwood CSD shall have a maximum 30-day average daily dry weather discharge flow of domestic sewage of 300,000 gallons. The 30-day average daily influent flow of dewatered supernatant shall not exceed 2,200 gallons.

Due to the present need for repairs to the Westwood CSD wastewater system, the following personal communication from Ed Anderson to Charles Anders has been included as an important analysis.

As with any aging wastewater system, there are various issues that need to be resolved if the current system is to remain in operation. Failure to complete the necessary maintenance and repairs could possibly result in stipulations from the state. First and foremost, waste Stabilization Pond No. 1 needs to be cleaned in the near future. Specifically, the pond needs to be dredged, the sludge needs to be treated and disposed of. This will require a formal bid for the work. The time required for the entire planning, specification, advertising, award and construction process is approximately six months. The work should be done in late summer when sewer flows are at a minimum and the pond is at its lowest level. The total estimated cost is approximately \$200,000 to \$250,000. Recently the Westwood CSD raised water and sewer monthly service charges a total of \$14.50 per month to the following rates:

Current and Adjusted Water and Sewer Rates

<i>Current Water Rates</i>	<i>New Water Rates</i>	<i>Current Sewer Rates</i>	<i>New Sewer Rates</i>	<i>Total Monthly Bill</i>
\$26.50	\$32.50	\$22.50	\$31.00	\$63.50

Source: Westwood CSD Staff, June 30, 2005.

Currently present District new hook-up fees are set at \$600 for water and \$600 for sewer.

After these rates take effect, the District should be in a good position to receive additional grant money from the USDA-Development Program to fund the maintenance and repairs

noted above. A low interest, long-term loan could also be an option for the District to fund the necessary maintenance.

FIRE PROTECTION

The Westwood Fire Department and Ambulance are funded through property taxes. Revenue from these taxes has not kept up with rising costs associated with running a fire department and ambulance. The District has reduced cost by eliminating paid staff, contracting ambulance services to South Lassen EMS, contracting with California Department of Forestry for fire protection and operating with strictly volunteer personnel. Currently, the Westwood CSD has hired one paid firefighter/technician to serve the District. Unfortunately, due to lack of funding, the Westwood Community Services District may not be able to renew the contract with CDF next fall. State regulations mandate that volunteer firefighters must receive the same training and outfitting as paid personnel. Staffing is necessary to organize and provide training to volunteers, conduct routine maintenance, testing of equipment and required record keeping (pers. comm. with Charles Anders, Acting Fire Chief).

The Westwood Fire Department utilizes one fully operational fire station located on 300 Birch Street in Westwood. The location of the Fire Department does not seem to inhibit response time within Westwood Boundaries—fire response time is excellent at approximately 5 minutes, and EMS response time is even better at approximately 2-3 minutes. To the most remote parts of the Community (such as Highway 44) takes substantially longer, with some calls as far as 35 minutes to an hour and a half away. Overall access is considered good, especially in Westwood and Pinetown. Response time in summer is quicker than winter due to the aforementioned snowfall issues. The volunteers who reside within town can obviously respond quicker than those in the outlying communities (i.e., Middletown).

Fire Department equipment is in good condition and includes most of the necessary components to provide good fire protection service. Though adequate at present, the Fire Department has the need for some additional equipment in the near future. Specifically, department uniforms ‘turn-outs’ are needed, and the volunteers are requesting a Type II Fire Engine specifically helpful for fighting wild-land fires. At present, the Westwood Fire Department does not have an Equipment Acquisition Plan. Westwood CSD is starting a Capital Improvements Program. Not having an implemented Capital Improvements Program could become a problem in light of proposed new development and accompanying impacts to fire protection service (Dyer Mountain, etc.) and in lieu of the additional equipment and personnel needs (a paid fire technician is needed).

Overall, water pressure is considered good (approximately 65 psi) in the areas served by the Westwood CSD. Minimum fire flows desired by the district is 1,000 gpm, which is attainable by the Fire Department (@ 150 psi, 1260 gpm).

PARKS AND RECREATION

Westwood has approximately 10-20 acres of park and recreational areas, most of which are administered by the Westwood Parks and Recreation Department.

The Westwood Community Park offers a variety of recreational features including: fields for softball, Little League, and soccer; tennis courts; a multi-purpose court; playground areas; a barbeque/picnic area; restrooms; parking and open space area.

The National Recreation and Parks Association (NPRA) have developed comprehensive standards for minimum parkland acreage. The NPRA recognizes a standard of 5 acres of community and neighborhood parkland per 1,000 population. These standards do not necessarily reflect the recreational needs of Westwood, however they are an excellent reference point for developing local standards. According to these standards, with a population of approximately 2,000, Westwood needs a parkland minimum of 10 acres. With approximately 10-20 acres of designated park space, the Westwood Parks and Recreation Department easily fulfills NPRA standards.

3.1.1 Written Determinations Regarding Infrastructure Needs and Deficiencies

The following are written determinations for infrastructure needs and deficiencies:

Water

- LAFCO encourages development of a Water Master Plan. A Master Plan would help to guide infrastructure planning for operations and maintenance for these facilities. Without the Master Plan it is not possible to assess the impact of future development upon the District's existing infrastructure. The master plan should be updated on a periodic basis, as required, and should assist the Westwood CSD in support documentation for grant applications.
- The District has adequate water pumping and storage capacity with one spring source (Walker Spring). The total amount of water produced by this water system during 2003 was 346,758,988 gallons. Peak daily water usage is significantly below the District's source (pumping) capacity of 1,800 gallons per minute which equals 2,592,000 gallons per day. Using an average of 2,557 gpd per connection (in July 2003 the District pumped an average of 2,173,283 per day which is 2,557 gallons per day average for the 850 units currently served by the District), with a remaining source capacity to provide water for additional 164 units without increasing source (pumping) capacity. With additional growth demanded upon the system, total pumping would exceed source capacity during peak times unless average water consumption per connection were reduced. The Westwood CSD should be required to demonstrate, as part of any annexation proceeding, that there will be available water supply including infrastructure to service new development and if further annexation is considered, it would not generate demand in excess of the water system capacity. In any case, the District should

begin a program to increase its source capacity to accommodate future growth envisioned in the Westwood-Clear Creek area plan.

- The District's source capacity of 1,800 gpm is sufficient to meet current estimated maximum day demands. Additionally, the District has water rights to divert up to 2,000 gpm from Walker Springs. With additional source capacity water rights would allow for sufficient water to meet projected maximum day demands well into the future.
- The District has a need to clarify its 1971 water diversion rights to Duck Lake. Additional research needs to be conducted on these 1971 water rights to ensure that the Westwood CSD can continue to meet demand for water services, as Walker Springs alone (annual water diversion of approximately 323.6 mg) is not fulfilling peak demand periods.
- The District needs to make sure they are fulfilling all Department of Health Services requirements. The District is not required to report the measured total chlorine dosage, but they need to begin measuring and reporting the free chlorine residual in the distribution system daily, as outlined in the June 2003 Annual Inspection by the Department of Health Services.
- Due to the length of the District's transmission main and the potential for contamination of the water supply due to faulty or damaged air relief valves, inspection of the transmission main and all appurtenances between Walker Springs and the distribution system and between the distribution system and the District's storage tank at least once each year as part of a routine maintenance program, as suggested by the Department of Health Services.
- Desired (and required) fire flow minimums are fulfilled by the Westwood CSD (150 psi, 1260 gpm).

Sewer/Wastewater

- The Westwood CSD's current wastewater treatment plant has the capacity to serve the current population (2,100 people, with 858 total connections).
- Permitted plant capacity is .300 mgd daily average dry weather flow (ADWF) over a period of 30 days. The average wastewater flow per connection is 248 gpd for 858 connections which totals 0.213 mgd ADWF (current AWWF is .774). There is .087 mgd remaining capacity assuming 0.213 is the average over a 30 day period. This is sufficient for approximately an additional 350 connections based on current ADWF and flows per connection. The district should begin the process of increasing its wastewater treatment capacity so serve all potential lands within its boundaries.

- Cleaning the primary stabilization Pond No. 1 has become necessary. USDA grant assistance appears to be available to the Westwood CSD and would allow adequate funds to accomplish the cleaning of Pond No.1. Failure to do so could result in repercussions from the state.
- The Westwood CSD recently increased water and sewer rates by \$14.50 per month. Grant assistance should be available to the Westwood CSD after these rates take effect.
- Developers fund all new infrastructure required to accommodate new growth. There is no extra cost imposed on existing customers to fund new development.
- As communicated by Westwood CSD staff, of top priority is raising the levees to allow the minimum required freeboard in the wastewater ponds. State requirements specify at least one foot of freeboard must be visible in the wastewater ponds to be in compliance. Raising the levees in the low places should allow compliance with these standards. If not, sludge removal from the wastewater ponds will probably be needed within the next few years. In 2001, the District anticipated sludge removal would be necessary by 2005. If the levee is not repaired as anticipated, sludge removal should be on the District's short-term project timeline (5-year).

Drainage/Flooding

- Flood control is not a direct function of the Westwood CSD. However it is important to note that part of the district's wastewater treatment system (lift station) is within the Robbers Creek area, which is a flood zone. There are also two houses within the 100-year Flood Zone. Special attention should be paid in this area to ensure the proper building codes are followed to ensure resident safety.

Circulation

- The Westwood CSD does not provide street maintenance for roads contained in the Community limits. In general, roads in Westwood are kept up by Lassen County with no portion of the streets falling into extreme disrepair.
- The Westwood CSD does not provide alternative transportation to residents (i.e., public transit) this is a function of the County's transportation commission.

Fire Protection

- The Westwood CSD receives adequate fire protection service. However, the district has not renewed their contract with the CDF. In this case, the district

operates with only one fire fighter/technician and strictly volunteer personnel may prove to be inadequate, and could cause the District's ISO rating to increase, leading to increased fire insurance rates (above the suggested monthly increase) for ambulance and fire services. It would be advisable for the Westwood CSD to look for alternate funding opportunities to better fund their Fire Department and renew their contract for mutual aid with the CDF. This is difficult since property taxes appear to not be adequate, and the recent failure of Measure I (Fire Tax Initiative). If no additional funds become realized, the District was forced to make the difficult choice of deciding to fund either ambulance services or fire protection. The district has ended its agreement with South Lassen EMS and Caltrans. Funds formerly paid to these entities (in 2004 \$45,000 to South Lassen EMS and \$50,295 to CDF) now go to the District's Fire/Ambulance budget.

- The District's Insurance Services Organization (ISO) rating has increased as of December 2004. This increased rating is due to three factors (outlined below):
 - lack of a 2" or larger hose on Engine 922 and 923
 - reduction of volunteer response on first alarm
 - 8% reduction in the training program credits.
- Due to this increase in the District's ISO rating, a subsequent increase in advisory property insurance premiums within the District will be realized. The change will impact commercial properties depending upon the type of building construction, occupancy and other property insurance premium calculation factors. To help keep insurance ratings at their current rate, the District should respond to the ISO with the decision to develop the needed improvement program(s) to regain an ISO rating of 5, as long as such a program is fiscally realistic and responsible.
- The Fire Department should work closely with Lassen County to mitigate impacts on fire protection in the vicinity of the proposed Dyer Mountain Project area. The Master Environmental Impact Report has been released will be a useful tool when making fire protection impact assessments.

Planning and General Government

- Recently a Draft Redevelopment Plan was prepared by the Lassen County Community Development Commission for the community of Westwood (the Project Area of the Draft Redevelopment Plan largely resembles the current Westwood CSD boundaries). Many buildings in Westwood are in need of major renovation or replacement. Once implemented, a Redevelopment Plan can be an effective tool to address both structurally unsafe and aesthetically unpleasing buildings. In addition, the Draft Redevelopment Plan contains numerous proposed public facilities and infrastructure improvements (water and wastewater systems specifically) for Westwood.

- There are no buildout projections or vacant land inventory prepared for the Westwood CSD. A proper analysis of the capacity of the District to serve future growth is not possible without such figures and tabulations.

3.2 Growth and Population Projections for the Affected Area

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

The ability of the Westwood CSD to meet future service demands of residents and visitors will be affected by population growth in the Community, and the continuing impact on services generated by visitors to Westwood and Lassen County.

Westwood remains as an unincorporated community within the jurisdiction of Lassen County. Since formation, the Community has grown to a population of 2,100 as reported by the Westwood CSD.

The Westwood CSD does not prepare population projections at this time. Accurate population projections can be useful information to aid in timing necessary upgrades and repairs to a variety of District equipment/facilities, and should be included in future updates to the Westwood/Clear Creek Area Plan.

LAND USE DESIGNATIONS

The Central Business Area of Westwood is predominantly C-2, General Commercial District, which allows all the uses permitted in the C-1 Retail Commercial District. Generally, these Districts allow for retail establishments typically found in the middle of town.

According to the Westwood/Clear Creek Area Plan, land use designations in the Westwood area generally consists of Planned Development to the east, and southeast of the Burlington Northern Santa Fe Railroad with Planned Development Residential predominantly west of the Burlington Northern Santa Fe Railroad. Extensive Agriculture (Forestry) and Open Space areas dominate the unincorporated areas surrounding Westwood. Intermixed are small parcels of Urban Residential (Low and High Density), Industrial space, and Central Business District areas.

3.2.1 Written Determinations Regarding Growth and Population

- At present, no population projections have been developed for the Westwood CSD. LAFCO encourages the development of population projections. These figures prove to be very useful when tabulating the impact of new growth on existing infrastructure and service standards, and proper analysis of such infrastructure is not possible without such figures. At this time population growth

in the district would be limited to a population served by 164 water connections, which at 2.51 persons per household would be an additional population of 411 persons. If water capacity were to be resolved, wastewater capacity would place another limitation to population growth to an additional 878 persons based on 350 additional connections before Average Dry Weather Flows are reached at the Wastewater Treatment Facility.

- Lands primarily identified as future annexation areas by the General Plan contain substantial areas of non-urbanized land and are located contiguous to Westwood. The Area Plan includes policies that call for continuing efforts by the Westwood CSD to provide adequate public services, and includes provisions that highlight specific challenges and related responses.
- Westwood should continue its efforts to identify the future population to be served with urban services, and the general areas of the Community in which new residential development would occur. The projections should be consistent for both water and sewer future planning, and should be included in a written report for reference by the County Board of Supervisors, planning staff, developers and residents.

3.3 Financing Constraints and Opportunities

Purpose: To evaluate factors that affect the financing of needed improvements.

Financing of services can be supported by a variety of means, but will also be affected by economic conditions and strategies at the County, state and federal level.

Budget Process and Financing

The Preliminary Budget for the Westwood CSD is prepared by the District Board, and presented in open session. Public input during the budget proceedings is invited and encouraged and as long as there are no objections, the Budget becomes enacted.

The budget prepared by the District Board includes itemization of the various accounts, department budgets, and recitation of the established goals and performance measures (objectives) of each department.

There are no public discretionary funds to tap into for physical improvements in Westwood. Grants that are available focus on self-help and self-funding, often requiring a match of time, money or both. Competitive grants typically are ranked on how much of the project is funded by the community alone. In short, much of the improvements in Westwood will need to be funded by Lassen County, The Community of Westwood and private property owners (Westwood Revitalization Plan, September 2001).

As an unincorporated community, Westwood does not receive property or sales tax generated within a specific boundary. The taxes generated through commerce in Westwood become part of the countywide budgetary process. As communities generated more revenue for the county, it is normal for the County to return some of the revenue as investments in public improvements or as increased services.

The District charges a \$600 water hook-up fee for new development (WATER). Their revenue source for capital improvements is their general fund. For water and sewer services, the District charges \$63.50 per month. Water service only is \$32.50 per month.

At present, the Westwood CSD is constricted due to a number and cumulative amount of current outstanding loans. However, the new rate schedule will increase District revenue considerably, and will allow additional grant and loan possibilities.

Their total expenses for the water system is \$270,241.00, with most revenue going to electric utilities (for high pumping costs from Walker Springs) and payroll expenses. Total revenues come mostly from their monthly service fees and hook-up fees and rounds out at \$270,241.00.

Total expenses for their sewer system is \$229,200.00, with most revenue going to payroll expenses and loan interest. Total revenue came to \$229,200.00, with one transfer from the District Savings account for \$8,016.00 to cover total expenses.

Westwood CSD expenses for their streetlights came to \$12,000, going to cover the cost of electricity. Revenues came to \$12,000. Revenues and expenses regarding Parks and Recreation came out evenly at \$7,000 each.

Under a contract with the South Lassen EMS, the District paid out a total of \$45,000 for their ambulance services and received \$45,000 in ambulance service charges to evenly match expenses with revenues. Since this contract has ended the amount formerly paid to South Lassen EMS goes to Fire/Ambulance budget.

For fire protection, total expenses rounded to \$129,939.00, with the majority of cost being attributed to insurance and equipment costs. Total income totals at \$129,393.00, with most revenue from taxes and rent. The District's Fire General Fund also includes budgeting for a contingency fund of \$29,747.00.

There were no negative findings identified in the 2003 audit (September 2004).

3.3.1 Written Determinations On Financial Constraints and Opportunities

The following are the written determinations for financing constraints and opportunities for the Westwood CSD:

- LAFCO encourages the district's recent implementation of a Capital Improvements Plan to assist in timed facility improvements and infrastructure

needs associated with future annexation and development, as well as financing opportunities and alternatives. Currently, capital improvements are funded through the District's general funds.

- The Westwood CSD needs to raise its sewer and water rates. These rates should have been raised long ago, as they are lower than surrounding communities (i.e., Chester) and are not sufficient to fund needed facility improvements (as stated above a good method would be to tie rates with the Consumer Price Index). The present sewer rate will need to be raised \$2.00 per month per connection just to pay off an additional \$250,000 loan from USDA-Rural Development (low interest long term loan to finance the cleaning of stabilization Pond No. 1).
- The Westwood CSD needs to either raise special taxes or special assessments or look for other alternative funding methods to finance their Fire Department. It is doubtful that the District will be able to contract with the CDF again this next fiscal year (at a cost of \$35,000), and this could lead to decreased fire protection, and increased ISO rating (which means increased rates to property owners). A decision might have to be made by the Westwood CSD to fund either ambulance or fire protection services, both of which are necessary to ensure constituent safety.
- The relative health of the federal and state economic conditions, level of interest rates and stock market activity will each affect the Westwood CSD's ability to fund improvements, but the extent of the effect cannot be identified with certainty.

3.4 Cost Avoidance Opportunities

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

Identifying cost avoidance opportunities requires financial reporting and planning, creativity, cooperation and the will to propose and support changes that may be difficult for elected officials and residents to accept. Local observers may consider proposals for cost avoidance through cooperation as an abandonment of local control.

The District's budget process is designed to screen out unnecessary costs. Only after careful review and a public hearing can the budget be adopted. Any request for funding in excess of the base budget must be fully justified by the appropriate department head.

The Westwood CSD utilizes in-house staff for finance, payroll and most municipal services. An independent CPA does the District's annual audit. This allows the Community greater budget accountability and ensures local control and retention of expertise. Consistent with this approach, the District operates with the smallest staff possible to eliminate any extraneous personnel costs.

3.4.1 Written Determinations on Cost Avoidance

- The Westwood CSD cooperates with the CDF in providing fire protection service to customers. However, this contract will not be in effect after the failure of Measure I in November due to budgetary constraints. Fire protection services will continue to be provided by Westwood CSD.

The Community of Westwood is in the unincorporated portion of Lassen County. There are no adjacent incorporated areas with which the Westwood CSD might cooperate. Cooperation with Lassen County regarding public services is adequate, but the Westwood CSD believes development in unincorporated areas should be more closely reviewed and coordinated to ensure that new development includes adequate provisions for fire safety and ambulance services.

- The District must ensure that the cleaning of stabilization Pond No. 1 takes place in a timely fashion.
- The District needs to make sure it is fulfilling all Department of Health Services requirements. The District is not required to report the measured total chlorine dosage, but they need to begin measuring and reporting the free chlorine residual in the distribution system daily, as outlined in the June 2003 Annual Inspection by the Department of Health Services. Failure to follow Department of Health Services stipulations will result in costly fines to the District.

3.5 Opportunities for Rate Restructuring

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

Rate restructuring may be forced by shortfalls in funding, but the process may also reflect changing goals and views of economic justice or fairness within the community.

It is unclear if any type of Rate Study or Cost of Services Study has ever been prepared for the Westwood CSD. The purpose of such a study is to address the need to maintain the District's services at levels equal to standards set by the State, County and/or the Board of Supervisors, and to maintain effective management of all District services. Such a study would provide information and guidance to the District Board of Supervisors on how the District can continue as a viable financial entity and finance the services and facilities that its citizens and businesses have come to expect (within budgetary limits). A detailed analysis of Westwood CSD rates would help the District establish rates that are beneficial to not only the District but to customers as well.

3.5.1 Written Determinations on Rate Restructuring

- The Westwood CSD Engineer (Ed Anderson) has reviewed the District's water and sewer rates. It was noticed that these rates are too low to qualify for grant assistance from the USDA-RD for cleaning and improvement to stabilization Pond No. 1 (as a loan is probably the only viable way to secure finances for the project). LAFCO recommends the District raise its water and sewer rates to an acceptable level more closely resembling the water/sewer rates of the surrounding communities (Ed Anderson suggests at least a \$2.00 per connection per month increase). This issue needs to be resolved as soon as possible to avoid penalties.
- An amendment should be included in the Westwood/Clear Creek Area Plan calling for a scheduled review of District fees and other revenue sources to increase General Fund revenues to support adequate services and staff levels. It would seem reasonable, given the District's limited resources, current deficiencies, and inadequate rate structure, to adjust the major categories of fees on a 3-year or 5-year review basis.
- The Westwood CSD has established impact fees for sewer and water with the goal of ensuring that new development pays for infrastructure improvements bearing a reasonable nexus to the development.

3.6 Opportunities for Shared Facilities

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

Planning for shared facilities usually begins at the staff level, and documentation of costs and benefits early in the decision-making process will make it more likely that staff proposals will gain a fair and reasoned hearing with the public.

Due to the rural location of the community of Westwood and the Westwood CSD, it is generally not practicable for the Westwood CSD to share facilities or infrastructure with other entities/agencies. The Fire Department does maintain a contract with CDF for additional fire protection services, and with South Lassen EMS for ambulance service, and shares equipment and personnel when necessary.

3.6.1 Written Determinations on Shared Facilities

- The Westwood CSD is engaged in cooperative efforts with the CDF for fire protection and South Lassen EMS for ambulance services. The District shares equipment and personnel with the CDF and other local fire agencies. This contract will end in the fall of 2005 due to budgetary constraints. Sharing other infrastructure related to the water or wastewater systems is not practicable.

- Seeking joint financing opportunities for new facilities is encouraged by LAFCO, in part due to the ongoing relative scarcity of resources at the local governmental level.

3.7 Government Structure Options

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

Restructuring the governmental operation is not, in most cases, a feasible option for the Westwood Community Services District. Continued examination of service delivery and cost may, from time to time, reveal opportunities for such changes.

Due to funding constraints it is not currently feasible for the Westwood CSD to provide any additional services to the community of Westwood, other than the services currently provided. It appears that Lassen County adequately provides law enforcement services, street maintenance, storm drainage/flood protection, and general government services to the residents of Westwood.

3.7.1 Written Determinations on Government Structure Options

- The Community of Westwood is an unincorporated Community of Lassen County and provides water, wastewater, ambulance, street lighting, parks and fire services. Road maintenance services and flood control are provided by the County. The Westwood CSD engages in limited outside contracts for consulting services.
- The Westwood CSD maintains a mutual aid agreement with the CDF for fire protection service and with the South Lassen EMS for ambulance service. In the event the District cannot afford to renew one or both of these contracts, alternative methods for providing these vital services will need to be employed.
- No other modifications to the existing governmental structure for the District, Community, County and other affected agencies appear to be required.

3.8 Management Efficiencies

Purpose: To evaluate the management capabilities of the organization

Employing a General Manager for oversight of numerous District functions (including wastewater and water facilities General Manager and Acting Fire Chief) is extremely cost-efficient, and can save time by cutting bureaucracy.

The Westwood CSD elects a five-member Board of Directors for management purposes. At present, there is not an overabundance of programs or policies designed to enhance the

experience for District customers. The District might consider adoption of a mission statement, customer satisfaction program(s), or possibly a comprehensive work programs/projects inventory that describes the projects and program being completed by each City Department. A Capital Improvement Plan recently implemented will enhance service to customers through the smart financing of District capital acquisitions.

At present, the management structure for the respective Westwood CSD departments is meager. Charles Anders is the District Manager and Acting Fire Chief, who holds a Grade II water treatment license and a Grade I water distribution license. Robert Compton is the Assistant Manager of the Westwood CSD and is a firefighter/technician, and holds a Grade I water treatment and WWTP operator license.

The Westwood CSD also supports a Secretary position, and one paid firefighter/technician position.

The Westwood CSD provides an emergency response plan in the event water service goes offline to ensure adequate fire flows are attainable.

3.8.1 Written Determinations on Management

- The General Manager performs managerial duties as well as the qualifications necessary to perform fieldwork for the necessary operation of the wastewater collection and treatment systems, water system, and Acting Fire Chief. As long as the various duties that a manager of these departments would fulfill are being satisfied adequately by the General Manager of the Westwood CSD, then it would not be cost effective to have a separate management staff and field operations personnel.
- If developed, a Master Plan will provide guidance for district management and timed programmed improvements. Implementation of the District's Capital Improvements Program will also be useful when assessing need for additional infrastructure.

3.9 Local Accountability/Governance

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

LAFCO may consider the agency's record of local accountability in its management of community affairs as a measure of the ability to provide adequate services to the Sphere of Influence and potential annexation areas.

The Westwood CSD adheres to the requirements of the Brown Act and other regulations mandating notice and public access, and makes reasonable efforts to provide for public participation in governmental decision-making.

The Board of Directors meets the first Monday of every month at 7:00 pm at the Community Hall. Agendas for meetings are posted at their district office, at the post office and at their meeting location.

3.9.1 Written Determinations on Local Accountability/Governance

- The Westwood CSD has demonstrated its commitment to public accountability and participation, and to necessary regulations (i.e., the Brown Act) and has regularly scheduled meetings whereby the public is invited
- The District is available to the ratepayers and public, and posts meeting agendas in various public locations and prepares and distributes an annual Consumer Confidence Report for their water system.
- The District adopts budgets and rate changes at hearing where the public is notified and invited.
- For increased public outreach and interaction, an online website would be useful and formation should be a high priority. Websites are especially useful today, given their proliferation, and the extent to which citizens obtain information regarding governmental entities on-line. The website should post information regarding meeting sites and times, budgets, rates and operative planning documents (i.e., Area Plan). The Internet is a relatively low-cost yet powerful method of increasing involvement of local citizens and other members of the general public in the District's affairs.

References Consulted:

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3. Personal Communication with Ed Anderson, District Engineer, October 2004.
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6. Westwood Community Services District Final Budget, Fiscal Year July 2003-June 2004, prepared by independent CPA.
7. Westwood/Clear Creek Area Plan, November 2002, prepared by the Lassen County Department of Community Development, Robert K. Sorvaag Director.
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9. Department of Water Resources, Public Water System Statistics 2002, Westwood Community Services District.
10. California Regional Water Quality Control Board Central Valley Region, Waste Discharge Requirements Order No. 5-01-253 for Westwood Community Services District Wastewater Ponds, October 2001.
11. Lassen County, *Dyer Mountain Initiative*, Measure V, April 2001.
12. Department of Health Services, Division of Drinking Water and Environmental Management, Annual Inspection of Westwood Community Services District Public Water System, June 2003.
13. LAFCO of Lassen County Staff Report, December 20, 1984.
14. Lassen County General Plan, 2000, prepared by the County of Lassen Board of Supervisors.
15. Westwood Community Services District, Personnel Manual, July 2002.

16. Community of Westwood, Design Guidelines, prepared by the Lassen County Department of Community Development, Public Review Draft #4, March 2004.
17. Westwood-Clear Creek Community Fire Safe Plan, Lassen County, January 2004, prepared by the Lassen County Department of Community Development.
18. Westwood Revitalization Plan, Lassen County, September 2001, prepared by Pacific Municipal Consultants.
19. Westwood Community Services District, Lassen County, Resolutions No. 252, 255, 258.
20. Insurance Services Organization, Fire Flow Test, December 2004.