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Public Member

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Public Member Alternate

AGENDA ITEM 8.A.

Date: October 2, 2025

From: Krystle Brogna, Executive Officer

Subject: Revised Draft Burney FPD Municipal Service Review and Sphere of Influence Update

The Commission will review a revised draft of Burney FPD's MSR/SOI Update and consider adopting Resolution 2025-06.

BACKGROUND

The Cortese-Knox-Hertzberg Local Government Reorganization Act directs Local Agency Formation Commissions (LAFCOs) to regularly prepare municipal service reviews (MSRs) in conjunction with establishing and updating each local agency's sphere of influence (SOI). The legislative intent of MSRs is to proactively assess the availability, capacity, and efficiency of local governmental services. MSRs may also lead LAFCOs to take other actions under their authority such as forming, consolidating, or dissolving one or more local agencies in addition to any related sphere changes. As part of the Commission's work plan, staff has been preparing a MSR/SOI Update for Burney Fire Protection District (FPD).

DISCUSSION

Burney FPD is responsible for providing fire protection, ambulance, and "all-risk" emergency response services to the unincorporated communities of Burney and Johnson Park in eastern Shasta County. Burney FPD engages in mutual aid with County Service Area #1 - Shasta County Fire Department and Fall River Valley Fire Protection District. CAL FIRE provides dispatch services for Burney FPD through the Emergency Command Center (ECC) in Redding.

Burney FPD Interim Fire Chief Robert May has completed two rounds of internal review of the Burney FPD MSR/SOI Update and provided LAFCO staff with suggested revisions. At the August 7, 2025, Regular Commission meeting, LAFCO Commissioners provided comment on the draft. LAFCO staff incorporated Commissioner feedback and have revised the MSR/SOI Update which is provided as Attachment A. Changes included clarification on mutual aid agreements and long-term debt; updates regarding CSA #1 no longer staffing the Cassel VFD fire station; and minor grammatical errors.

LAFCO staff has been coordinating with the District and Fire Chief Bob May regarding its proposed sphere update. The District is interested in expanding its sphere west to the Hatchet Ridge Wind Farm, north to the McArthur-Burney Falls Memorial State Park and Four Corners areas, east to the community of Cassel, and south to Doyles Corner (see Attachment B).

Commercial Timberlands

State law prevents fire protection districts from including “commercial forest lands which are timbered lands declared to be in a state responsibility area” within new district formations or annexations (Health and Safety Code §13811). Additionally, the Forest Practice Act (Public Resources Code §4511 et seq.) regulates timber harvesting operations in California and establishes the State Board of Forestry’s exclusive jurisdiction over those operations. Public Resources Code §4516.5 specifically provides that “individual counties shall not otherwise regulate the conduct of timber operations, as defined by this chapter, or require the issuance of any permit or license for those operations.” This has been interpreted to mean that counties and local fire districts are preempted from regulating the conduct of timber operations (e.g., fire safety practices during logging activities).

Based on the current law, it would not be advisable to expand Burney FPD’s current SOI south into the large areas of commercial timberlands that are owned by Sierra Pacific Industries (SPI). Staff has determined that there are 114 parcels (approximately 28,174 acres) of land owned by SPI in the District’s requested SOI. As such, staff proposes a smaller SOI excluding the majority of these areas. However, should the District wish to memorialize its typical goodwill response area, the SOI may be expanded into these areas.

Community of Cassel and Other SOI Expansion Areas

The community of Cassel is currently within the boundary of CSA #1 – Shasta County Fire. Previously, CSA #1 operated out of the Cassel fire station up until July 30, 2025, when the County terminated its Site Use Agreement with the Cassel Volunteer Fire Department (VFD) due to a lack of active volunteers. At this time, all County-owned equipment, appliances, and property have been removed from the fire station. While the Cassel station is not currently in use, the area is still served by CSA #1 from CAL FIRE Burney Station #14 that is located in the Johnson Park area.

Community members from Cassel, and Burney FPD have expressed interest in possible expansion of the Burney FPD SOI to cover the Cassel area, and potential future annexation. This would allow Burney FPD to provide fire, emergency medical response, and ambulance services to the area. However, CSA #1 has expressed concerns over this type of reorganization and encourages further discussion between the fire chiefs and the County, prior to making any final decisions regarding the provision of services in the area. It has been noted that Burney FPD would have to pass the CAL FIRE station in order to reach the Cassel area and is not the closet resource available. Similar concerns have been expressed for the areas along Hatchet Ridge and McArthur-Burney Falls Memorial State Park.

Recommended SOI Expansion

Based on the information provided as part of this MSR/SOI process, input from the District, community interest, and CSA #1 concerns, staff recommends expanding the SOI to the Hatchet Mountain and Burney Falls areas as depicted in Attachment D – Burney FPD Proposed Sphere Option C, with the condition that prior to any application for reorganization, Burney FPD meets with CSA #1 and the County Administrative Office to further discuss the provision of services in these areas and potential tax implications. Additionally, prior to any reorganization, Burney FPD will need to demonstrate how services in the proposed areas will be funded and improved by the reorganization.

For the Cassel area, staff recommends designating it as a special study area as further research and analysis is needed to determine the best course of action for the provision of fire and emergency response services in the area. A study can be conducted to analyze the pros and cons of reorganization, whether or not the Cassel volunteer fire station can be utilized as part of either agency, the impact of more localized governance, the benefit of local ambulance response, and the overall fiscal impact of potential reorganization.

RECOMMENDATION

This item has been agendaized for consideration as part of a noticed public hearing. Staff recommends the Commission review the revised draft MSR/SOI Update, accept public comment, provide feedback and comments to staff, and consider adoption of the MSR/SOI Update with the amended SOI as shown in Attachment D.

Procedures for Consideration:

The following procedures are recommended with respect to the Commission's consideration of this item:

- 1) Receive verbal report from staff;
- 2) Continue the public hearing and invite testimony (mandatory); and
- 3) Discuss the item and - if appropriate - adopt Resolution 2025-06, approving the Revised Draft MSR/SOI Update.

"I move to adopt Resolution 2025-06, approving the Municipal Service Review and Sphere of Influence Update for the Burney Fire Protection District and amending the SOI as shown in Attachment D."

Alternative Actions

The Commission may choose to not amend the SOI, and reaffirm the existing SOI, or continue the public hearing to the December 4, 2025, Regular Commission meeting for further consideration.

Attachments

Attachment A - Burney FPD Revised Draft MSR/SOI Update

Attachment B - Burney FPD Proposed Sphere Option A

Attachment C - Burney FPD Proposed Sphere Option B

Attachment D - Burney FPD Proposed Sphere Option C

Attachment E - Draft Resolution 2025-06

Municipal Services Review and Sphere of Influence Update for



Burney Fire Protection District

September 2025

Revised Draft



Shasta LAFCO

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Susie Baugh, City Member - City of Anderson

Ronnean Lund, Special District Member - Anderson Cottonwood Irrigation District

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Acknowledgements:

LAFCO staff would like to thank contributors to this Municipal Service Review. Input instrumental in completing this report was provided by Interim Fire Chief Robert May.

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EXECUTIVE SUMMARY

The Shasta Local Agency Formation Commission (LAFCo) is preparing this Municipal Service Review (MSR) and Sphere of Influence (SOI) update following the requirements of State law and LAFCo policies. LAFCo acts as the countywide oversight agency that coordinates logical and timely changes to local government boundaries. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that the Commission conduct periodic reviews of the SOI for cities and special districts in Shasta County (Government Code §56425(g)). State law also requires that, prior to SOI adoption, LAFCo must conduct a review of municipal services provided by that local agency (Government Code §56430). A primary objective for this MSR is to provide LAFCo with a recommendation on the SOI for:

- Burney Fire Protection District

This report provides LAFCo with a tool to study current and future public service conditions comprehensively, and evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

USES OF THE REPORT

This service review provides the opportunity to identify trends relating to the adequacy, capacity, and cost of providing services in areas of Shasta County. Service reviews may identify agency boundary changes, where appropriate, to extend services, evaluate consolidation feasibility, where appropriate, and implement other measures to address community water, wastewater, and emergency response service needs. The potential uses of this report are described below.

To Update Spheres of Influence

This MSR serves as the basis for an SOI update which considers territory LAFCo believes represents an agency's appropriate future jurisdiction and service area. All boundary changes, such as annexations, must be consistent with an affected agency's SOI with limited exceptions.

To Consider Jurisdictional Boundary Changes

LAFCo is not required to initiate any boundary changes based on service reviews. However, LAFCo, other local agencies (including cities, special districts, or the County), or the public may subsequently use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries.

Resource for Further Studies

Other entities and the public may use this report for further study and analysis of issues relating to the agency and municipal services in Shasta County. Agencies and the public are encouraged to review and share this report to help promote the understanding of municipal services and how they are provided to the community.

REVIEW METHODS

Key tasks and activities in the completion of this MSR include data collection, interviews, agency profile development, determination analysis, public review of MSR, and the adoption of the final MSR. The MSR began with a complete and thorough review of available data and documents. The following information was considered in the service review:

- Agency-specific data: responses to LAFCo Requests for Information, maps, agency plans, and agency correspondence.
- Shasta County General Plan data: Land use designations, zoning regulations, and population trends.
- Demographic data: U.S. Census; CA Department of Finance.
- Finances: budgets, audits, rates and fees; and
- Other Reports and Assessments: State Water Resources Control Board citation.

The information gathered was analyzed and applied to make the required determinations for the agency and reach conclusions about the focus issues identified in this service review. All information gathered for this report is filed by LAFCo for future reference.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

The California Environmental Quality Act (CEQA) is contained in Public Resources Code §21000 et seq. Under this law, public agencies are required to evaluate the potential environmental effects of their actions. MSRs are statutorily exempt from CEQA pursuant to §15262 (feasibility or planning studies) and categorically exempt pursuant to CEQA Guidelines §15306 (information collection). It should be noted that when LAFCo acts to update an SOI, CEQA requirements must be satisfied. The lead agency for CEQA compliance would most likely be LAFCo.

AGENCY OVERVIEW

Burney Fire Protection District (herein referred to as “Burney FPD” or “District”) was formed in 1939 to provide fire protection, ambulance, and “all-risk” emergency services to the unincorporated communities of Burney and Johnson Park located in eastern Shasta County. Both communities are located along State Route (SR) 299, approximately five miles west from the junction between SR299 and SR89.

Dispatch services for the District are provided by CAL FIRE through the Emergency Command Center (ECC) located in Redding. The District engages in mutual aid with nearby fire service providers including County Service Area #1 - Shasta County Fire Department and Fall River Valley Fire Protection District (FPD). The last municipal service review for Burney FPD was conducted in 2018 as part of the Intermountain Regional Fire Services MSR. This profile will build upon and update the information documented in the 2018 MSR.

Table 1: Agency Summary

Contact Information	
Mailing Address	37072 Main Street, Burney, CA 96013
Physical Address	Same as above
Phone	(530) 335-2212
Website	https://www.burneyfire.org/
Governance Information	
Fire Chief	Robert May, Interim
Governing Body	Five-member Board of Directors elected for staggered, four-year terms
Board Members	Forrest Bartell, Chair (12/01/2024 - 12/01/2028) Irene May, Vice Chair (12/01/2022 - 12/02/2026) Pamela Grant, Secretary (03/23/2022 - 12/04/2026) Roger Valinoti, Board Member (12/01/2024- 12/01/2028) Karen VanCleave, Board Member (01/17/2023 - 12/04/2026)
Board Meetings	Third Tuesday of each month at 3:00 pm at the Burney Fire Station #17 Board Room (37072 Main Street, Burney, CA 96013)
Staffing	Ten volunteers / paid-call personnel, two full-time EMS employees, and one part-time clerical staff member
Service Information	
Empowered Services	Fire protection, ambulance, and emergency services
Services Provided	Fire protection, ambulance, and emergency services
Latent Powers	None
Population Served	Total within Boundary: 3,100 Registered Voters: 2,122
Fiscal Information	
FY2025-26 Budget	Revenue: \$1,144,600.00 Expenditures: \$1,117,848.00
Sources of Funding	Property tax, service fees, contracts/rents/leases, grants, special property tax assessment, and Mello Roos Community Facility District
Boundary Information	
Area Served	Boundary Acreage: 17,709 Parcel Count: 2,227
Sphere of Influence	Additional 9,967 acres

MSR DETERMINATIONS

As set forth in §56430(a) of the CKH Act, in order to prepare and to update the SOI in accordance with §56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for a service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:

(1) Growth and population projections for the affected area.

- a) The approximate population of the Burney FPD, utilizing 2020 Decennial Census data, is 3,686. The District estimates there are approximately 3,100 year-round residents with a large influx of seasonal visitors to the area. Based on estimated population changes, it is not anticipated that the year-round population of the District will change substantially over the next five to ten years.

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

- a) The Burney and Johnson Park Census Designated Places (CDP) have an estimated 2023 Median Household Income (MHI) of \$67,097 and \$44,015, respectively. This qualifies the areas as disadvantaged to severely disadvantaged communities. The nearby community of Cassel can also be considered disadvantaged with an estimated 2023 MHI of \$51,169.

(3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

- a) Burney FPD currently employs two full-time Emergency Medical Services (EMS) staff and one part-time clerical staff member. The District also maintains around ten volunteers, or paid-call personnel, that help in responding to calls. The District provides fire, emergency response, and ambulance services within its boundary.
- b) In 2024, the District responded to 777 calls for service, of which 69 percent were for medical aid, and 31 percent were for fire and other related incidents. Per the Emergency Command Center (ECC), the dispatch center in Redding ran by CAL FIRE, the average response time for calls ranges from 5.5 to 10 minutes. This average exceeds current NFPA standards for volunteer fire departments, but the District has reported concerns regarding the accuracy of its recorded response times. It is recommended that the District, in coordination with the ECC, pursue a study to assess the accuracy of response timing and identify potential sources of discrepancies.
- c) In 2024 Burney FPD received an ISO rating of 03/3Y which indicates the District is able to provide good service to the community. This is the same rating received in 2017 which indicates the District has been maintaining a high level of service to the community.

(4) Financing ability of agencies to provide services.

- a) In November 2024, a special property tax passed for the Burney FPD. This tax, imposed on all nonexempt parcels within the District's boundaries, helps support the provision of fire and emergency response services in the area.

- b) Based on the District's most recent audits, total revenues are generally able to cover planned expenses. In FY 2023-24, the District saw a net gain of \$199,341.

(5) Status of and, opportunities for, shared facilities.

- a) Burney FPD provides mutual-aid ambulance services to areas outside of its boundary for multi-patient and disaster events.
- b) The District utilizes mutual aid through the California Master Mutual Aid Agreement with neighboring fire service providers including County Service Area #1 – Shasta County Fire and the recently reorganized Fall River Valley FPD.
- c) Due to the close proximity of the Cassel community and the abolishment of the Volunteer Fire Department associated with CSA #1 – Shasta County Fire, there may be an opportunity for reorganization. This could potentially reduce the financial burden for the County of providing services in that area and increase local participation in governance.

(6) Accountability for community service needs, including governmental structure and operational efficiencies.

- a) The District is currently governed by a five-member Board of Directors that are elected to four-year staggered terms. Meetings are held on the third Tuesday of the month and are open to the public.
- b) Burney FPD maintains a website where meeting agendas and minutes are posted on a regular basis. Financial information and other District activities are also available on the website.

(7) Any other matter related to effective or efficient service delivery.

- a) None at this time.

SOI DETERMINATIONS

In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development of local governmental agencies to advantageously provide for the present and future needs of the county and its communities, the commission shall develop and determine the sphere of influence of each district, as defined by Government Code §56036, and enact policies designed to promote the logical and orderly development of areas within the sphere. In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to the following:

(1) Present and planned land uses in the area, including agricultural and open-space lands.

- a) Area within the District's SOI is predominantly designated as Timberland (T) with some Agricultural Croplands (A-C) and Public Land (PUB). A portion of the Lassen National Forest is within the District's SOI.
- b) Adjacent to the northern border of the District's SOI is the McArthur-Burney Falls Memorial State Park which attracts visitors during the summer months and includes campground facilities.

(2) Present and probable need for public facilities and services in the area.

- a) The area is home to a substantial population of year-round residents and sees a large influx of visitors during the summer months. This creates a consistent and continued need for fire and emergency response services in the area.
- b) There are limited options for ambulance services in the area. The Mayers Memorial Healthcare District offers limited ambulance services and can often be out on calls for extended periods of time due to the rural nature of the area. As such, the ambulance service provided by the Burney FPD is vital to the health and safety of the community.

(3) Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

- a) The District is currently able to provide a high level of service to the community and has been able to maintain their established ISO rating.
- b) The District has reported difficulty with recruiting and retaining trained fire and emergency medical personnel, which is consistent with reports from fire service providers throughout the nation. The District recently increased the salary for offered positions in the hopes of attracting additional staff.

(4) Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The community of Cassel is located just east of the Burney FPD boundary along the Rising River. There are limited services in the community, but they do maintain a post office and a fire station. CSA #1 - Shasta County Fire operated out of this fire station up until July 30, 2025, when the County terminated its Site Use Agreement with the Cassel Volunteer Fire Department (VFD). At this time, all County-owned equipment, appliances, and property have been removed from the fire station.

(5) For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire

protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere.

- a) The District is interested in pursuing an expansion of its SOI. This expansion would span the top of Hatchet Mountain and into Goose Valley; both of these areas are reportedly served by the District, which responds to fire and emergency response calls for service on a goodwill basis. The District has also expressed interest in expanding to the Cassel area.
- b) Water and wastewater services in the area are provided by the Burney Water District.

AGENCY BACKGROUND

FORMATION

Principal Act

Burney FPD is an independent single purpose special district authorized to provide fire protection, rescue, ambulance, and emergency medical services and any other services relating to the protection of lives and property pursuant to the Fire Protection District Law of 1987 (Health & Safety Code §13800, et seq.), which supersedes prior fire protection district laws. The District has authority to exercise all services enumerated in its principal act as set forth in its formation documents.

Formation Proceedings

Burney FPD was formed in 1939, making it one of the longest serving fire protection districts in the county. When formed, the District served approximately 14,000 acres within its jurisdictional boundary. In the years leading up to the District's formation, the Burney community had been working towards creating and improving fire protection services in the area. One community member, Fred Haynes, created a fire truck that served the community prior to, and after, the District's formation in 1939¹. The fire hall construction was completed in 1940¹, with equipment purchases for an ambulance and fire truck made in the following decades.

BOUNDARY AND SOI

The District's boundary encompasses approximately 17,709 acres of the intermountain region in Shasta County. This area has a mountainous landscape that surrounds the Fall River Valley and offers numerous recreational outdoor activities to its residents and visitors. The population is largely concentrated within the main Burney area off of State Route 299 (SR299), but additional residences are found throughout the nearby communities of Johnson Park, Cassel, Hat Creek, and Old Station. Despite being unincorporated and rural, Burney has an active commercial center that serves the community and includes a casino, lodging options, churches, restaurants, and grocery stores.

The District's service area is large and requires driving on mountain roads that are vulnerable to road closures from seasonal hazards and vehicle accidents. The area attracts visitors year-round but is particularly popular in the summer months due to an influx of visitors to the Burney Falls area, which has the potential to increase demand for fire protection and emergency response services. The District is also responsible for serving two lumber companies, Shasta Green and Sierra Pacific Industries (SPI), who have operational facilities in the southwest of Burney FPD's boundary. Other industrial uses in the area include a Pacific Gas & Electric (PG&E) pumping station located between Burney and Johnson Park.

Burney FPD's SOI is largely coterminous with its boundary but does contain an additional 9,967 acres in the western and northern portions of the service area (Figure 1) for a total acreage of approximately 27,677 acres. These areas are largely agricultural and timberland and are not heavily populated, but do increase the demand for wildland fire protection.

The District has an ambulance service area that was originally established to cover approximately 1,600 square miles (or 1,024,000 acres) of unincorporated eastern Shasta County, not coterminous with either its boundary or sphere. This area included the entirety of McArthur-Burney Falls State Park

¹ "History". Burney Fire Protection District, <https://www.burneyfire.org/history>

and portions of Lassen Volcanic National Park, two popular recreation areas in the region. In November 2022, the District Board voted to reduce the ambulance service area so that it was coterminous with the boundary. The District does continue to provide ambulance services on a mutual aid basis for multi-patient and disaster events outside of the jurisdictional boundary, but this is the only established exception.

The District has not undergone many boundary changes in past years. In 1998, approximately 7,610 acres of land was annexed into the District as part of a detachment from County Service Area #1 and sphere amendment by LAFCO Resolution 98-01 and Board of Supervisors Resolution 98-39. The District has plans to pursue annexing the 9,967 acres of territory located within its sphere but outside its jurisdictional boundary. The District currently provides services to these areas on a goodwill basis but does not receive a share of property taxes or other revenues from this territory. Additionally, the Cassel community has expressed interest in potentially annexing into Burney FPD's boundaries so as to receive regular ambulance services.

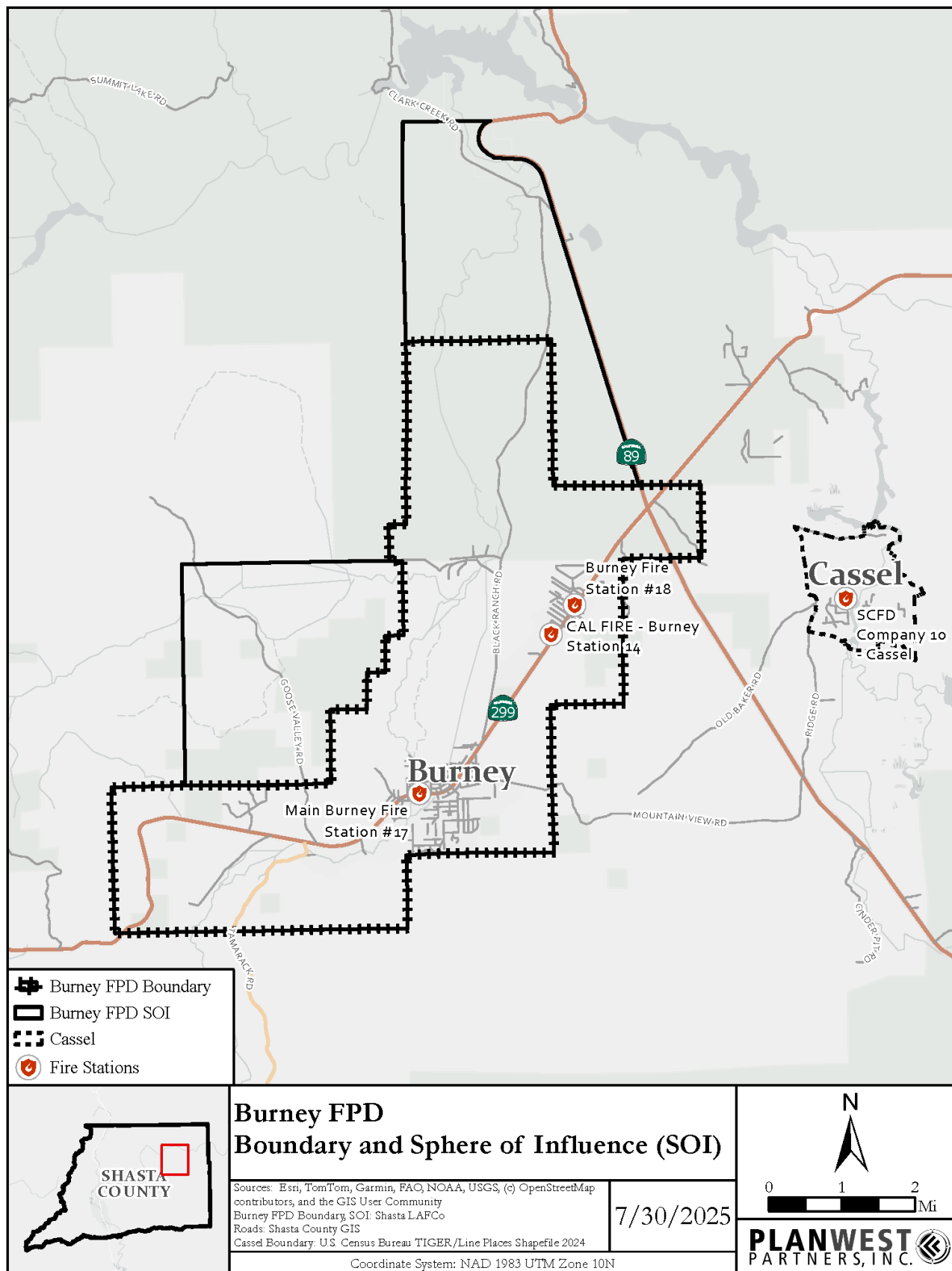
SOI Update

While the District has expressed interest in expanding its SOI to include a large area surrounding the District, at this time it is not advisable to expand the SOI into areas south the District as they are largely commercial timber lands. Health and Safety Code Section 13811 has been interpreted to exclude commercial timberlands from inclusion within local fire protection districts. Specifically, the code states, "Territory which has been classified as a state responsibility area may be included in a district, except for commercial forest lands which are timbered lands declared to be in a state responsibility area . . .". This law was put in place in order to prevent the duplication of services provided by CAL FIRE and local districts. However, at the time it was enacted, the provision of additional emergency services such as medical response, vehicle accidents, and structural fires were not taken into consideration. While legislative reform may be required to clarify and/or change this existing law, at this time, it is recommended that LAFCO follow the interpreted meaning of Section 13811.

The District has also expressed interest in expanding its SOI west to the Hatchet Ridge Wind Farm, north to the McArthur-Burney Falls Memorial State Park and Four Corners areas, and east to the community of Cassel. CSA #1 - Shasta County Fire operated out of the Cassel fire station up until July 30, 2025, when the County terminated its Site Use Agreement with the Cassel Volunteer Fire Department (VFD). All County-owned equipment, appliances, and property have been removed from the fire station. The area is still served by CSA #1 from the Burney CAL FIRE station but residents have expressed interest in maintaining more local control.

In order to provide additional information to decision makers prior to any reorganization, it would be beneficial to designate the Cassel community as a Special Study Area. This indicates that additional research, analysis, and coordination is required to determine the best course of action for provision of services in the area.

Figure 1: Burney FPD Boundary and SOI Map



LAND USE AND ZONING

Shasta County is responsible for the existing and planned land uses for the areas within Burney FPD's service area. These were last updated through the Land Use Element of the County's 2004 General Plan. According to the Shasta County General Plan's Community Organization and Development Pattern section, land use development in Shasta County "will, in large measure, be determined by the historic pattern of land use and the existing organization of its communities".

Land uses within the District's boundary largely consist of Timber, Public Land, and Agricultural Croplands with smaller areas of Urban Residential, Suburban Residential, and Industrial land uses (Figure 2). Land use maps updated as part of the County's General Plan in 2004 were designed to accommodate an unincorporated population of 162,900 people. Since the unincorporated population is estimated to be 65,675 as of 2024, these land use maps are still appropriate for unincorporated Shasta County and therefore Burney FPD.

Land uses within the District's SOI but outside of the boundary are also primarily Timber, Public Land, and Agricultural Croplands. The acreage of the District's land use and primary zoning designations within its boundary is shown below (Table 2, Table 3).

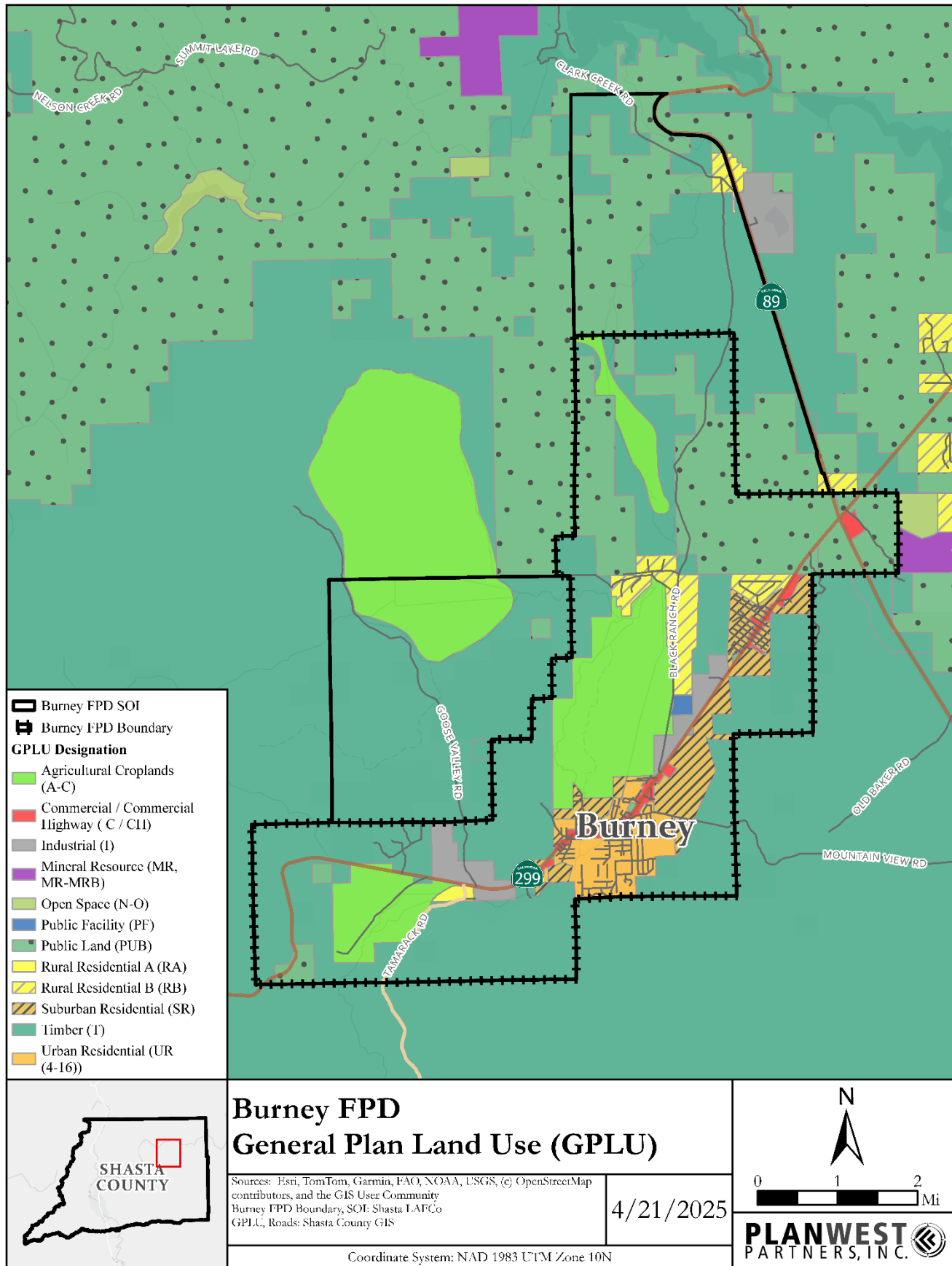
Table 2: Land Use Designation Summary

Land Use Designation	Acreage	Percentage
Timber (T)	7,779.61	43.93%
Public Land (PUB)	3,514.97	19.85%
Industrial (I)	548.28	3.10%
Agricultural Croplands (A-C)	2,973.69	16.79%
Suburban Residential (SR)	1,069.97	6.04%
Commercial Highway (CH)	40.16	0.23%
Rural Residential B (RB)	637.60	3.60%
Rural Residential A (RA)	50.55	0.29%
Urban Residential (UR)	833.16	4.70%
Commercial (C)	221.04	1.25%
Public Facility (PF)	40.71	0.23%
TOTAL	17,709.74	100%

Table 3: Zoning Summary

Zoning	Acreage	Percentage
C-2 (Local Convenience Center, Community, Highway Commercial)	166.11	0.94%
C-M / C-O (Office Commercial, Commercial-Light Industrial, Commercial Recreation)	35.45	0.20%
EA (Exclusive Agricultural-Agricultural Preserve)	997.06	5.63%
F-1 (Designated Floodway)	235.63	1.33%
IR (Interim Rural Residential)	302.89	1.71%
M / M-L (Light Industrial, General Industrial)	564.99	3.19%
MHP (Mobile Home Park)	17.88	0.10%
OS (Open Space)	15.06	0.09%
PD (Planned Development)	213.06	1.20%
PF (Public Facilities)	219.96	1.24%
R-1 (One-Family Residential)	678.46	3.83%
R-2 (Two-Family, Multiple-Family Residential)	2.72	0.02%
R-3 (Two Family, Multiple-Family Residential)	15.53	0.09%
R-L (Limited Residential, One-Family Mobile Home)	489.71	2.77%
R-R (Rural Residential)	51.27	0.29%
TL (Timberland)	1,080.63	6.10%
TP (Timber Production)	6,758.34	38.16%
U (Unclassified)	5,864.99	33.12%
TOTAL	17,709.74	100%

Figure 2: Burney FPD Land Use Map



POPULATION

The Burney Census Designated Place (CDP) has a population of 3,000 according to the 2020 Decennial Census. The boundaries of Burney CDP are smaller than those of the District by 14,269 acres. The population of Johnson Park CDP, also from the 2020 Decennial Census, adds 686 people for a total approximate District population of 3,686 people. This population data is five years old and there are discrepancies between the size of District boundaries versus the population data available for the area.

The US Census Bureau data shows a declining population in Burney CDP (approximately a (0.89 percent) growth rate) and an increasing population in Johnson Park CDP (approximately a 4.86 percent growth rate) from 2020 to 2023. The County's projected annual growth rate from 2020 through 2060 is estimated to be 0.19² percent per year. The District does not anticipate significant growth in its service area over the next ten years but notes that spot building, primarily the construction of residential units and remodels, does occur.

The District estimates a population of approximately 3,100 year-round residents and anywhere from 2,000 to 20,000 seasonal visitors. This value is lower than the population estimates based on Census data but likely more closely reflects the population served by the District. Using the County's population growth rate of 0.19 percent and these population estimates, the District can expect to serve a population of approximately 3,130 by 2030.

DISADVANTAGED UNINCORPORATED COMMUNITIES

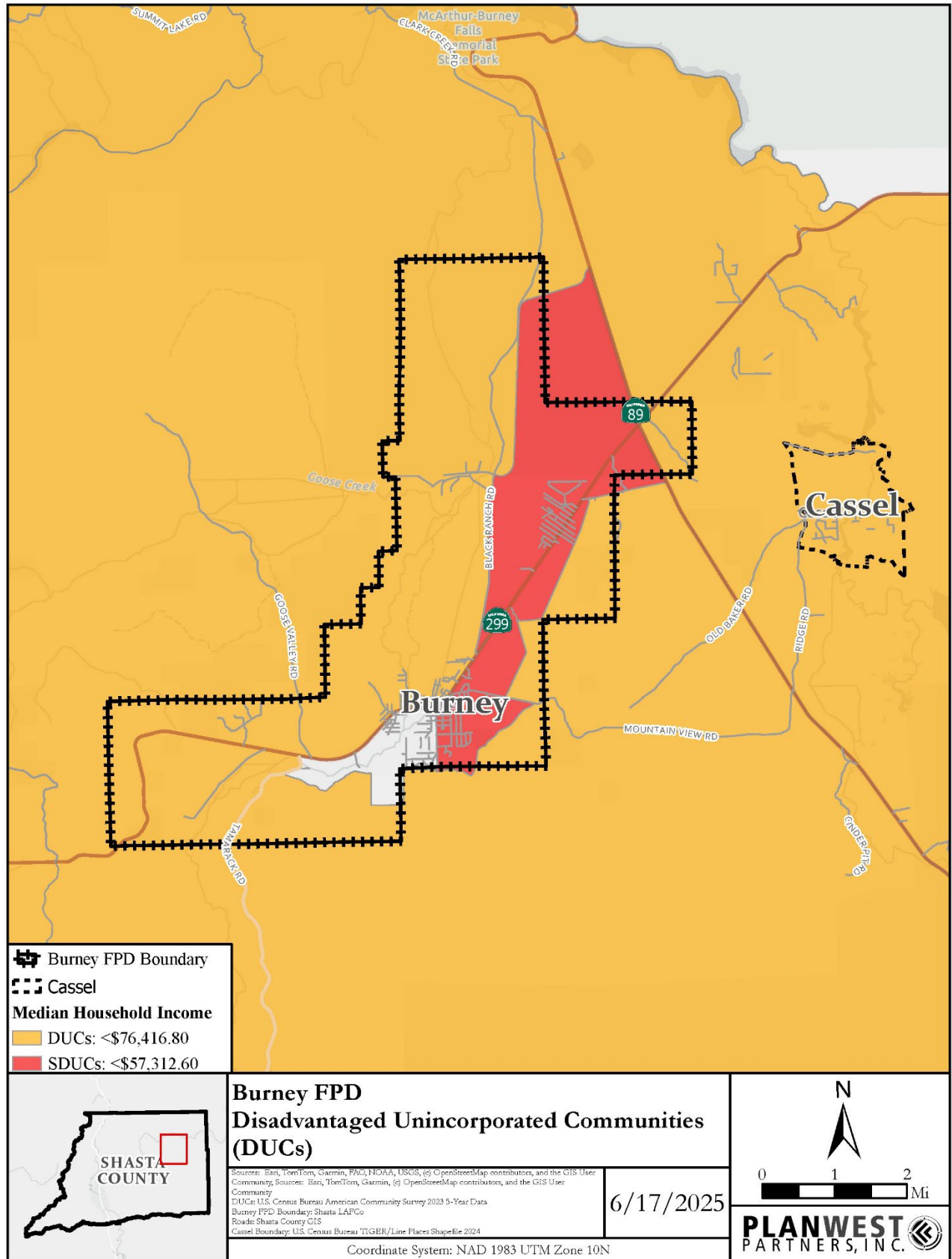
Per California Senate Bill 244, a DUC is defined as an area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. Burney FPD provides one of these services, fire protection, and is therefore responsible for assuring that this service is adequately provided to the community.

As of 2023, Shasta County has a MHI of \$75,949³. The MHI of Burney CDP and Johnson Park CDPs are \$67,097 and \$44,015, respectively. These MHIs are approximately 70.2 percent and 46 percent of the State's 2023 MHI of \$95,521, identifying these areas within the District boundaries as disadvantaged. The Cassel community is located outside of District boundaries to the east and while MHI data is unavailable, the median family income in 2023 is estimated at \$51,169 or 53.6 percent of the State's MHI and reasonably estimated to be considered disadvantaged. Should the District pursue annexation, DUC communities within the District's vicinity (Figure 3) shall be considered further.

² State of California Department of Finance, 2024. Table P-2 County Population Projects (2020-2070).

³ US Census Bureau, Table S1901 Income in the Past 12 Months (in 2023 Inflation-Adjusted Dollars), 2023.

Figure 3: Burney FPD DUC Map



ORGANIZATIONAL STRUCTURE

GOVERNANCE

The Burney FPD is governed by an elected five-member Board of Directors (Table 4) that are responsible for overseeing the activities of the District. The District Board meets on the third Tuesday of each month at 3:00 pm at the District Fire Station or as noticed otherwise. Meetings are open to the public.

Table 4: Governing Body Members

Name	Title	Term
Forrest Bartell	Chair	12/01/2024 - 12/01/2028
Irene May	Vice Chair	12/01/2022 - 12/02/2026
Pamela Grant	Secretary	03/23/2022 - 12/04/2026
Roger Valinoti	Director	12/01/2024 - 12/01/2028
Karen VanCleave	Director	01/17/2023 - 12/04/2026

STAFFING

Daily staffing for the District consists of career and paid-per-call personnel. Currently, the District employs two full-time EMS staff and one part-time clerical staff member. Similar to other fire service providers across the country, particularly those in rural areas, Burney FPD has challenges recruiting and retaining staff and is continually looking to recruit new employees. The District is exploring ways to increase staffing, including increased compensation and potential means of recruitment such as placing advertisements in trade magazines and the National Fire Protection Association (NFPA) Journal. An hourly pay range for the EMT/AEMT/Paramedic (Non-Safety) position was established in December 2024 by Resolution 2024-10 in order to maximize the District's ability to recruit qualified staff. In January 2025, the District adopted increased salary ranges for its Fire Chief (\$70k-\$80k) and Full-Time Firefighter (\$62,300-\$70k) positions by Resolution 2025-02.

Burney FPD offers competitive benefits to its staff including insurance, retirement, vacation, and additional benefits. Staff are eligible to enroll in a \$25,000 group life insurance policy, \$25,000 Accidental Death and Dismemberment Insurance (AD&D) policy, and get all medical, dental, and vision premiums paid for by the District for themselves and their dependents. In addition to education and training related to the provision of fire services, staff may participate in the Employee Assistance Program (EAP) which provides assessment and counseling services.

The District had been contributing to the California Public Employees Retirement System (CalPERS) since 1977 but recently submitted its intention to terminate the CalPERS contract in October 2024 through Resolution 2024-06. The termination is currently in progress and the Board is exploring the possibility of providing an alternative retirement program, which may increase recruitment. The District does currently offer a 457 Retirement Plan, though it does not match employee contributions. A 457 Retirement Plan, or deferred compensation plan, is one type of tax-advantaged retirement savings plan that employees may choose to fund with their contributions.

ACCOUNTABILITY AND TRANSPARENCY

Burney FPD maintains a website (www.burneyfire.org) and Facebook page (www.facebook.com/burneyfireprotectiondistrict/). The District's digital archive of meeting agendas and minutes allows the community to readily access meeting information dating back to 2022. Recent agendas published in accordance with the Brown Act, financial documents, and information on District activities are also accessible on the website. Burney FPD regularly publishes educational content and engages in other community outreach on its Facebook page.

MUNICIPAL SERVICES

FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

Service Demand

Burney FPD provides a full range of fire protection services including fire suppression, rescue, basic and advanced life support, fire prevention, auto extrication, hazardous material incident response, and medical emergencies/ambulance. The District is an active fire service provider in Shasta County and participates in mutual aid with surrounding fire protective service providers such as Cassel VFD, which has a fire station in Cassel that was formerly utilized by CSA #1 up until July 2025, and the recently reorganized Fall River Valley FPD to the northeast.

In 2024, Burney FPD responded to 777 calls for service, of which approximately three percent were fire related, 69 percent medical related, and 28 percent were calls for other services. Historically, the District has received more calls for service for the provision of emergency medical services than fire protection services (Table 5).

The National Fire Protection Association (NFPA) has established standards (benchmarks) for response and turnout times for career fire and volunteer fire departments⁴. Response time, or travel time, refers to the time when a responder acknowledges a call for service and begins continuous travel to the incident until the responders arrive on scene. NFPA 1710 sets an objective of four minutes for the first engine or first responder unit and six minutes for a second responder unit, also for "not less than 90 percent" of dispatched incidents. NFPA 1720 for volunteer fire departments sets a response time of 10 minutes for suburban areas (500-1,000 people per square mile) and 14 minutes for rural areas (less than 500 people per square mile)⁵.

Burney FPD averages seven minutes and 26 seconds for its response time, per the recorded response times from 2022-2024 provided by the Emergency Command Center (ECC). Additional response and turnout statistics are below (Table 6). The District has reported concerns regarding the accuracy of response times provided by the ECC, thus resulting in potentially inaccurate and inconsistent average response times. It is recommended that the District, in coordination with the ECC, pursue a study to

⁴ National Fire Protection Association. NFPA 1710. *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*. Accessed from <https://www.nfpa.org/downloadable-resources/fact-sheets/nfpa-1710-requirements-fact-sheet>.

⁵ Koorsen Fire & Security. NFPA Requirements for Municipal and Volunteer Fire Departments. January 26, 2021. <https://blog.koorsen.com/nfpa-requirements-for-municipal-and-volunteer-fire-departments>

assess the accuracy of response timing and identify potential sources of discrepancies.

Table 5: Burney FPD Calls for Service (2022-2024)

	2022	2023	2024
Fire / Other	332	233	241
EMS	698	503	536
Total Incidents	1,030	736	777
Carbon Monoxide Checks	2	5	4
Mutual Aid Given	260	28	17
Mutual Aid Received	288	146	119

Table 6: Burney FPD Average Response and Turnout Times

	2022	2023	2024
<i>Average Response Time (Dispatch to Arrival)</i>			
EMS	0:08:37	0:05:57	0:07:14
Fire / Other	0:05:57	0:06:03	0:07:19
Average for all calls	0:09:11	0:05:53	0:07:15
<i>Average Turnout Time (Dispatch to Enroute)</i>			
EMS	0:03:01	0:02:46	0:01:19
Fire / Other	0:02:18	0:02:47	0:01:19
Average for all calls	0:02:54	0:02:34	0:01:19

Personnel

The District currently maintains ten volunteer firefighters, who are considered to be paid-call personnel, in addition to the other paid personnel outlined above. In 2024, these paid-call personnel recorded 447 training hours.

Recruitment and Retention

The National Volunteer Fire Council (NVFC) reports that volunteers comprise 65 percent of firefighters in the country and a majority of fire departments in the nation are volunteer, but that volunteer fire departments are struggling to meet staffing needs. An aging population contributes to a decline in new volunteers and the NVFC states that "(m)ajor factors contributing to recruitment challenges include increased time demands, more rigorous training requirements, and the proliferation of two-income families whose members do not have time to volunteer⁶." Burney FPD has similar challenges with recruitment and retention of its paid-call personnel.

⁶ National Volunteer Fire Council, Volunteer Fire Service Fact Sheet. December 2022. Accessed from <https://www.nvfc.org/wp-content/uploads/2022/12/NVFC-Volunteer-Fire-Service-Fact-Sheet.pdf>.

In October 2024, the District Board entered into an agreement with Lassen Community College that allows EMS students to fulfill their clinical hours for the program at Burney FPD. This experience may lead to graduates of the program later joining the District as paid-call personnel or as a staff member.

Training

Training typically occurs at the District's Main Station #17 every Monday evening. A breakdown of Burney FPD's members and their training certifications is below (Table 7).

Table 7: Burney FPD Member Training Certifications

Training Qualification	Number of Members Trained
Fire Fighter I or above	3
Wildland (CICCS)	4
First Responder (EMR)	3
EMT / AEMT	5 / 2
Paramedic	1
HazMat First Responder Operations	4
Rope Rescue	4
Swift Water Rescue	0
Fire Investigation	1
Fire Instructor	2
Driver/Operator	4

Infrastructure and Facilities

Facilities

Burney FPD currently maintains two fire stations. Main Station #17, located at 37072 State Highway 299 E in the Burney community, was built in 1967 and has undergone remodels and renovations to maintain its condition. This station is 8,000 square feet and serves as the District's primary facility with an administrative office, kitchen, community training room, and vehicular storage for fire apparatus, wildland vehicles, and ambulances.

Recent improvements to the station have included roof replacement, asphalt repaving, gutter removal and installation, kitchen appliance replacement, leak repair, and other general maintenance. The District plans to add solar to the station, repaint the station's exterior, and install an updated HVAC system. Eventually, the District would like to entirely replace Main Station #17.

Station #18 is located in Johnson Park at 38178 State Highway 299 E and is the District's reserve station, served by paid-call personnel. This station houses one engine and one water tender. Built in 1952, this station requires a full replacement as the station is too small for an apparatus.

Apparatus and Equipment

Main Station #17 is staffed by most of the District's apparatus fleet including two ambulances, two fire engines, a water tender, rescue trailer, and two staff vehicles. Station #18 is staffed by one fire engine

and one water tender. Burney FPD reports that it has the most modern extrication equipment in Eastern Shasta County. This includes technical rescue (high/ low angle and confined space) capabilities. In the future, the District would like to replace Engines 17 and 217 and Water Tenders 17 and 217.

When additional apparatus is needed for calls for service dispatched from Station #18, supplementary service is provided by Main Station #17 or through mutual aid assistance from Fall River Valley FPD or the Cassel fire station, which has no volunteers from Cassel VFD and is no longer utilized by CSA #1. Information on the District's fleet is below (Table 8).

Table 8: Burney FPD Apparatus Information

Station	Year	Common Name	Apparatus Make	Water Capacity
Main Station #17	2005	Engine 17	HME	1,500 GPM Pump
	2005	Engine 517	International	1,000 GPM
	2005	WT 217	Ford	2,500 Gallon
	2023	Ambulance 17	Ford	N/A
	2019	Ambulance 217	Ford	N/A
	2004	Breathing Air/Power/Light Support Trailer	Liberty	N/A
Station #18	1996	Engine 217	International	1,250 GPM
	1991	WT 17	International	2,000 Gallon

The District recently secured new extrication equipment, commonly referred to as Jaws of Life, in 2023. This equipment acquisition was made possible through the award of a \$65,000 Regional Crash Response and Extrication Improvement Program grant through the California Office of Traffic Safety. Other equipment such as wildland fire equipment, handheld radios, self-contained breath apparatus (SCBA), automatic electronic defibrillators (AEDs), gas leak detectors, ventilators, protective equipment, and other general equipment have been upgraded or replaced in recent years through the award of various grants (Table 9).

Table 9: Equipment Acquisition from Recent Grants

Grant Source	Year Awarded	Amount Awarded	District Contribution (Match Amount)	Equipment Purchased
Volunteer Fire Capacity Grant	April 2022	\$9,873.00	\$9,873.00	Wildland fire equipment
	April 2023	\$5,140.00	\$5,140.00	Four handheld radios
	Sept 2024	\$8,750.00	\$8,750.00	Fire safety turnout gear
Assistance to Firefighters Grant	Sept 2021	\$237,380.95	\$11,869.05	Type 1 4X4 Ambulance including gurney and hardware
	Sept 2022	\$121,529.57	\$6,076.00	SCBA replacement
California Office of Traffic Safety Grant	Oct 2023	\$65,000.00	\$0.00	Jaws of life
Community Foundation of the North State	Oct 2021	\$5,200.00	\$0.00	Two AEDs
	June 2022	\$2,500.00	\$0.00	Gas leak detectors
	Jan 2024	\$5,000.00	\$0.00	General supplies and equipment as needed
	Feb 2024	\$1,000.00	\$0.00	Equipment as needed
	Dec 2024	\$5,000.00	\$0.00	General support, new radios
Burney Regional Community Fund	April 2021	\$6,615.00	\$0.00	Personnel Protective Equipment (PPE)
	April 2022	\$3,000.00	\$0.00	Three AEDs
	April 2023	\$3,500.00	\$0.00	Supervac Positive Ventilator

ISO Rating

Insurance Service Office (ISO) ratings provide statistical information about property/casualty insurance risk. The Fire Suppression Rating Schedule's Public Protection Classification (PPC) program is one of several elements used to develop fire insurance rates for individual properties. Others of similar importance include construction type, occupancy, processing hazards, exposures and private fire protection. This system is used in the development of fire insurance rates throughout the country. A Class 1 indicates superior fire protection and Class 10 indicates that the fire suppression system in place does not meet ISO's minimum criteria.

As of 2024, the District has a 03/3Y classification which was unchanged from the last evaluation done in 2017. The "03" classification applies to properties within five road miles of a recognized fire station and within 1,000 feet of a fire hydrant or alternate water supply. The 3Y classification is for properties beyond 1,000 feet of a fire hydrant but within five miles of a recognized fire station.

FINANCIAL OVERVIEW

The Burney FPD Board of Directors is responsible for establishing and maintaining a system of internal accounting control. Monthly financial reports are presented at the Board meetings. Government Code Section 61110 requires a preliminary budget to be adopted on or before July 1 of each year and a final budget to be adopted on or before September 1 of each year. A copy of the final budget must be forwarded to the County Auditor-Controller.

BUDGET

Burney FPD adopts an annual budget for each fiscal year running from July 1st to June 30th. The most recent budget for the District for FY 2025-26 was adopted on June 12, 2025. The budget years under review for this report span from FY 2021-22 through FY 2024-25 (Table 10) and are available on the District's website.

The District is primarily funded by charges for services, taxes, and intergovernmental revenue sources. Charges for services stem from ambulance fees (\$787 per incident to \$2,021 per incident depending on severity), mutual aid responses, CPR/First Aid training (\$100 per student), plan check and inspection services (cost dependent on the specific plan being reviewed), and Live Scan services (\$30 rolling fee). Total revenue averaged approximately \$801,395 per year over the last four fiscal years.

Revenues have been increasing in recent years primarily due to increased property taxes. Property tax is distributed four times per year. This revenue category is expected to increase in FY2025-26 due to an annual special parcel tax, Ballot Measure F, that was authorized by Ordinance No. BFPD 2024-01. Article XIII A, section 4, of Proposition 218 requires a two-thirds voter approval for any special tax to be imposed by a city, county, or special district. The special tax passed at the November 5, 2024, Special Election with 1,136 (73 percent) "Yes" votes and 425 (27 percent) "No" votes. This tax will be imposed on all nonexempt parcels of real property within the District's boundaries and will allow Burney FPD to continue providing a high level of fire protection, ambulance, and emergency response services.

Primary operating expenses cover salaries and benefits, equipment acquisition and maintenance, supplies, and loan payment. Total expenditures averaged approximately \$801,087 per year over the last four fiscal years. Over time, expenses attributed to salaries and benefits have increased in addition to the increasing cost of services and supplies such as fuel, power, and insurance.

Table 10: Budget Summary

	FY 2021-22	FY 2022-23	FY 2023-24	FY 2024-25
Revenues				
Services	\$407,100.00	\$400,000.00	\$397,000.00	\$400,000.00
Property Taxes	\$343,855.00	\$343,855.00	\$400,000.00	\$450,000.00
Contracts/Rents/Leases	\$13,322.00	\$13,322.00	\$13,453.00	\$13,572.00
Other	\$0.00	\$7,100.00	\$1,500.00	\$1,500.00
<i>Total Revenues</i>	<i>\$764,277.00</i>	<i>\$764,277.00</i>	<i>\$811,953.00</i>	<i>\$865,072.00</i>
Expenses				
Salaries	\$321,417.00	\$323,417.00	\$280,080.00	\$373,600.00
Benefits	\$137,500.00	\$137,500.00	\$144,596.00	\$139,992.00
Services and Supplies	\$245,936.00	\$242,705.00	\$327,852.00	\$292,055.00
Loan Payment	\$59,424.00	\$59,424.00	\$59,425.00	\$59,425.00
<i>Total Expenses</i>	<i>\$764,277.00</i>	<i>\$763,046.00</i>	<i>\$811,953.00</i>	<i>\$865,072.00</i>
Net Gain/ (Loss)	\$0.00	\$1,231.00	\$0.00	\$0.00

Capital Improvement Program

The District has an Equipment Replacement Fund in addition to its General Fund that accounts for the financial resources to be used for the acquisition of major apparatus. As of June 30, 2024, there was \$496,000 available in this fund.

Burney FPD updates its Capital Improvement Program (CIP) consistently, typically every three to four years. Annual updates on the status of CIP projects are provided to the Board. As of May 2025, there remains a total of \$10,270,000 worth of CIP projects the District would like to complete in future years. The most expensive projects, contributing \$8,000,000 to the total estimated cost, are to entirely replace Main Station #17 and Station #18.

AUDIT

The District completes annual audits in accordance with accounting principles generally accepted in the United States of America ("U.S. GAAP") as applied to governmental agencies. The Governmental Accounting Standards Board ("GASB") is the accepted standard setting body for establishing governmental accounting and financial reporting principles. This includes auditing the District's financial statements with respect to verifying overall assets, liabilities, and net position. Burney FPD contracts with an independent auditor to audit the financial statements to provide reasonable assurance that the financial statements of the District are fairly presented in conformity with GAAP. The auditing of recent financial statements ending June 30, 2024, was conducted by RT Dennis Accountancy, a firm based out of Southern California. Audits from recent years are available on the District's website, dating back to 2021.

The District's overall net position increased by \$607,000, or 66 percent, from approximately \$922,000

at the beginning of FY2023-24 to \$1,529,000 by the end of the fiscal year. This increase can largely be attributed to an increase in program revenue, which includes ambulance revenue, mutual aid, contract standby, and other charges for services. Grants and property tax revenues also contributed to the large increase in net position. Charges for services and property taxes make up the majority of the District's revenues, with services and salaries being the District's largest expenses. The auditor's report did not identify any notable weaknesses or concerns in the District's accounting policy or practices.

Table 11: Audit Summary of General Fund

	FY2020-21	FY2021-22	FY2022-23	FY2023-24
Revenues				
Program Revenue:				
Charges for Services	\$772,710.00	\$459,830.00	\$311,530.00	\$456,363.00
Operating grants and contributions	\$22,684.00	\$1,283.00	\$138,960.00	\$247,774.00
Capital grants and contributions	\$0.00	\$0.00	\$0.00	\$112,141.00
Property taxes, general purpose	\$334,030.00	\$364,373.00	\$394,696.00	\$405,616.00
Grants and Contributions (not restricted to specific programs)	\$25,032.00	\$27,426.00	\$28,927.00	\$31,618.00
Revenue from use of money	\$222.00	\$131.00	\$14,081.00	\$14,538.00
Other revenues	\$6,085.00	\$2,029.00	\$750.00	\$2,048.00
<i>Total Revenues</i>	<i>\$1,160,763.00</i>	<i>\$855,072.00</i>	<i>\$888,944.00</i>	<i>\$1,270,098.00</i>
Expenses				
Current:				
Salaries and Wages	\$394,905.00	\$235,275.00	\$163,039.00	\$212,659.00
Benefits	\$179,888.00	\$124,409.00	\$78,035.00	\$66,558.00
Supplies	\$19,925.00	\$13,888.00	\$23,910.00	\$18,035.00
Services	\$276,274.00	\$288,444.00	\$285,149.00	\$261,494.00
Depreciation	--	--	---	---
Capital Outlay	\$292,236.00	\$76,063.00	\$319,500.00	\$452,587.00
Debt Service – Principal	\$33,419.00	\$46,146.00	\$50,497.00	\$51,886.00
Debt Service - Interest	\$4,536.00	\$6,278.00	\$8,926.00	\$7,538.00
<i>Total Expenses</i>	<i>\$1,201,183.00</i>	<i>\$790,503.00</i>	<i>\$929,056.00</i>	<i>\$1,070,757.00</i>
Net Gain/ (Loss)	(\$40,420.00)	\$64,569.00	(\$40,112.00)	\$199,341.00

Long Term Debt

At the end of FY2023-24, Burney FPD had a total debt obligation outstanding of \$811,211, which consists of its net pension liability and note payable agreement for various equipment. The District pays approximately \$50,000 per year towards repaying this debt service and as of June 30, 2025, had paid off their remaining balance of \$222,211.

APPENDIX A – MSR BACKGROUND

ROLE AND RESPONSIBILITY OF LAFCO

Local Agency Formation Commissions (LAFCOs) are independent regulatory commissions established by the State legislature in 1963 to encourage the orderly growth and development of local governmental agencies including cities and special districts. Today, there is a LAFCo in each of California's 58 counties. Shasta LAFCo is a seven-member commission comprised of two members of the Shasta County Board of Supervisors, two City Council members, two Special District representatives, and one Public Member-At-Large. The Commission also includes one alternate member for each represented category.

LAFCo is responsible for implementing the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH Act") (California Government Code §56000 et seq.) for purposes of facilitating changes in local governmental structure and boundaries that fosters orderly growth and development, promotes the efficient delivery of services, and encourages the preservation of open space and agricultural lands. Some of LAFCo's duties include regulating jurisdictional boundary changes and the extension of municipal services. This includes city and special district annexations, incorporations/formations, consolidations, and other changes of organization. LAFCo seeks to be proactive in raising awareness and building partnerships to accomplish this through its special studies, programs, and actions.

The CKH Act outlines requirements for preparing Municipal Service Reviews (MSRs) for periodic Sphere of Influence (SOI) updates. MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of "discouraging urban sprawl, preserving open space and prime agricultural lands, efficiently providing government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances" (Government Code §56301). CKH Act §56301 further establishes that "one of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities." SOIs therefore guide both the near-term and long-term physical and economic growth and development of local agencies, and MSRs provide the relevant data to inform LAFCo's SOI determinations.

PURPOSE OF MUNICIPAL SERVICE REVIEWS

As described above, MSRs are designed to equip LAFCo with relevant information and data necessary for the Commission to make informed decisions on SOIs. The CKH Act, however, gives LAFCo broad discretion in deciding how to conduct MSRs, including geographic focus, scope of study, and the identification of alternatives for improving the efficiency, cost-effectiveness, accountability, and reliability of public services. The purpose of a MSR in general is to provide a comprehensive inventory and analysis of the services provided by local municipalities, county service areas, and special districts. A MSR evaluates the structure and operation of the local municipalities, county service areas, and special districts and discusses possible areas for improvement and coordination. While LAFCOs have no direct regulatory authority over cities and special districts, MSR's provide information concerning the governance structures and efficiencies of service providers – and may also serve as the basis for subsequent LAFCo decisions.

The MSR is intended to provide information and analysis to support a sphere of influence update. A

written statement of the study's determinations must be made in the following areas (Government Code §56430(a)):

- (1) Growth and population projections for the affected area.
- (2) Location and characteristics of any disadvantaged unincorporated communities within or continuous to the sphere of influence.
- (3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies.
- (4) Financial ability of the agency to provide services.
- (5) Status of and opportunities for shared facilities.
- (6) Accountability for community service needs, including governmental structure and operational efficiencies.
- (7) Any other matter related to effective or efficient service delivery, as required by Commission policy.

This MSR is organized according to these determinations listed above. Information regarding each of the above issue areas is provided in this document.

PURPOSE OF SPHERES OF INFLUENCE

In 1972, LAFCOs were given the power to establish SOIs for all local agencies under their jurisdiction. As defined by the CKH Act, "'sphere of influence' means a plan for the probable physical boundaries and service area of a local agency, as determined by the commission" (Government Code §56076). All boundary changes, such as annexations, must be consistent with an agency's sphere of influence with limited exceptions. The municipal service review process is intended to inform the Commission as to the availability, capacity, and efficiency of local governmental services prior to making sphere of influence determinations.

LAFCo is required to make five written determinations when establishing, amending, or updating an SOI for any local agency that address the following (Government Code §56425(e)):

- (1) The present and planned land uses in the area, including agricultural and open space lands.
- (2) The present and probable need for public facilities and services in the area.
- (3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- (4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
- (5) For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

Service reviews may also contain recommendations for sphere of influence or government structure changes needed to implement positive service changes. Where more detailed analysis of service options is necessary, service reviews may contain recommendations for special studies where there is the potential to reduce service gaps and improve service levels.

ENVIRONMENTAL JUSTICE

State law defines environmental justice as “the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies” (Government Code §65040.12(e)). The Governor’s Office of Planning and Research (OPR) explains that “as the primary agency with responsibility for approving changes in boundaries, LAFCos play an important role in coordinating growth and ensuring that proposed changes are consistent with environmental justice obligations.” Changes of organization must be consistent with spheres of influence, and the information contained in this service review will guide future updates to agency spheres of influence.

OPR identifies several uses for data obtained in the service review process:

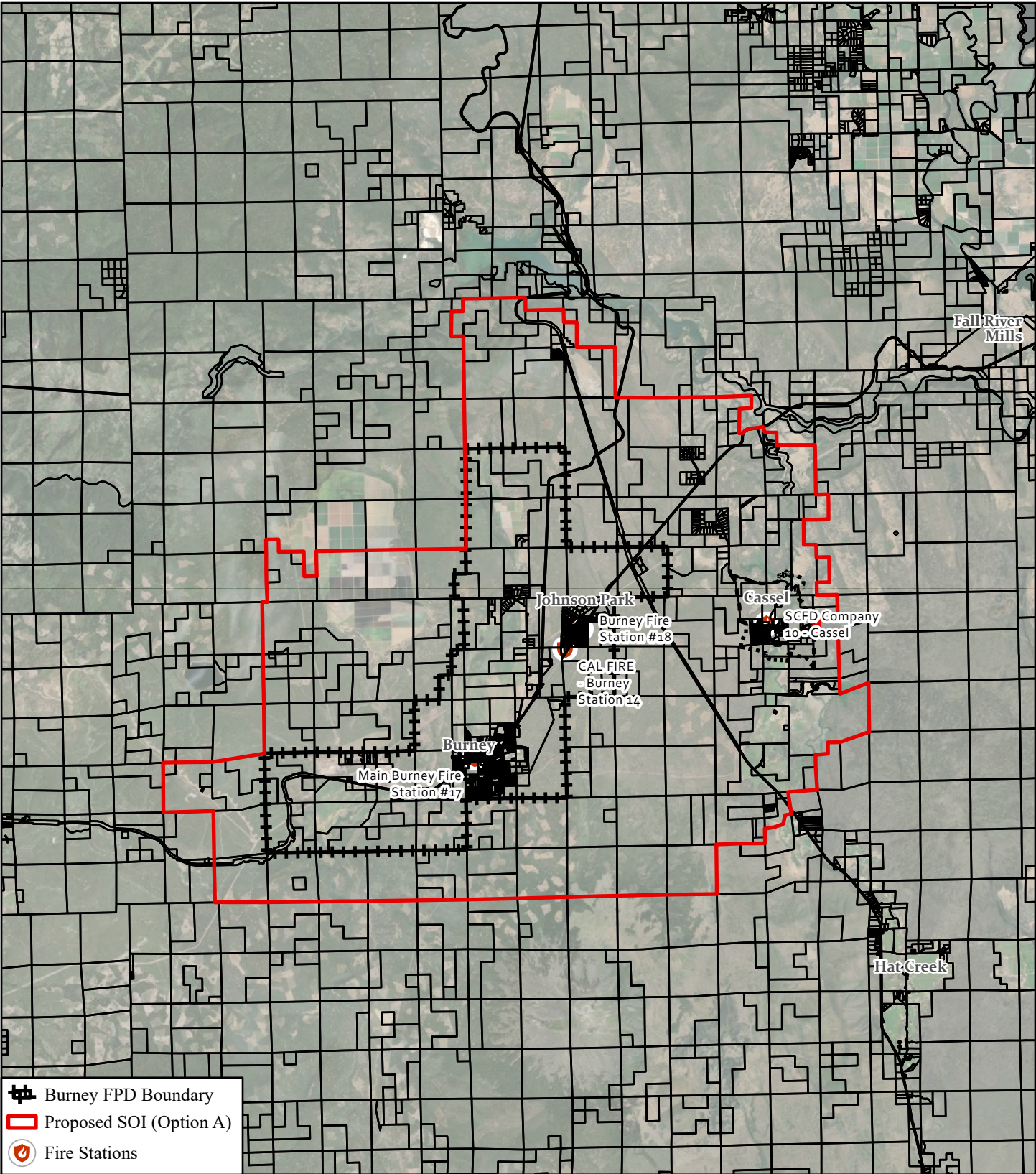
1. Improving the community participation process.
2. Identifying low-income/minority neighborhoods under-served by public facilities and services that enhance the quality of life.
3. Considering the equitable distribution of public facilities and services.
4. Considering infrastructure and housing needs.
5. Identifying low-income/minority neighborhoods where facilities and uses that pose a significant hazard to human health and safety may be overconcentrated.
6. Screening of issues for potential environmental justice implications.

Consideration of the issues listed above will assist LAFCo and other public agencies in identifying, preventing, and reversing historical problems of procedural and geographic inequity. In undertaking this service review and making determinations, LAFCo used an open public participation process to screen for and identify environmental justice issues.

County population and demographic data is provided in the Regional Background section above. This provides an overview of the distribution of peoples and potential disadvantaged communities throughout the County. Specific information for each District is included under their respective agency profile.

DISADVANTAGED UNINCORPORATED COMMUNITIES

Disadvantaged unincorporated communities, or “DUCs,” are inhabited territories (containing 12 or more registered voters) where the annual median household income is less than 80 percent of the statewide annual median household income. CKH Act §56375(a)(8)(A) prohibits LAFCo from approving a city annexation of more than 10 acres if a DUC is contiguous to the annexation territory but not included in the proposal, unless an application to annex the DUC has been filed with LAFCo. The legislative intent is to prohibit selective annexations by cities of tax-generating land uses while leaving out under-served, inhabited areas with infrastructure deficiencies and lack of access to reliable potable water and wastewater services. DUCs are recognized as social and economic communities of interest for purposes of recommending SOI determinations pursuant to §56425(c).



- Burney FPD Boundary
- Proposed SOI (Option A)
- Fire Stations

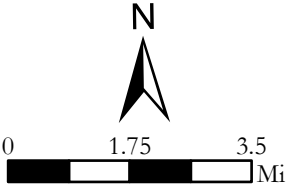


Burney FPD Boundary and Sphere of Influence (SOI) Option A

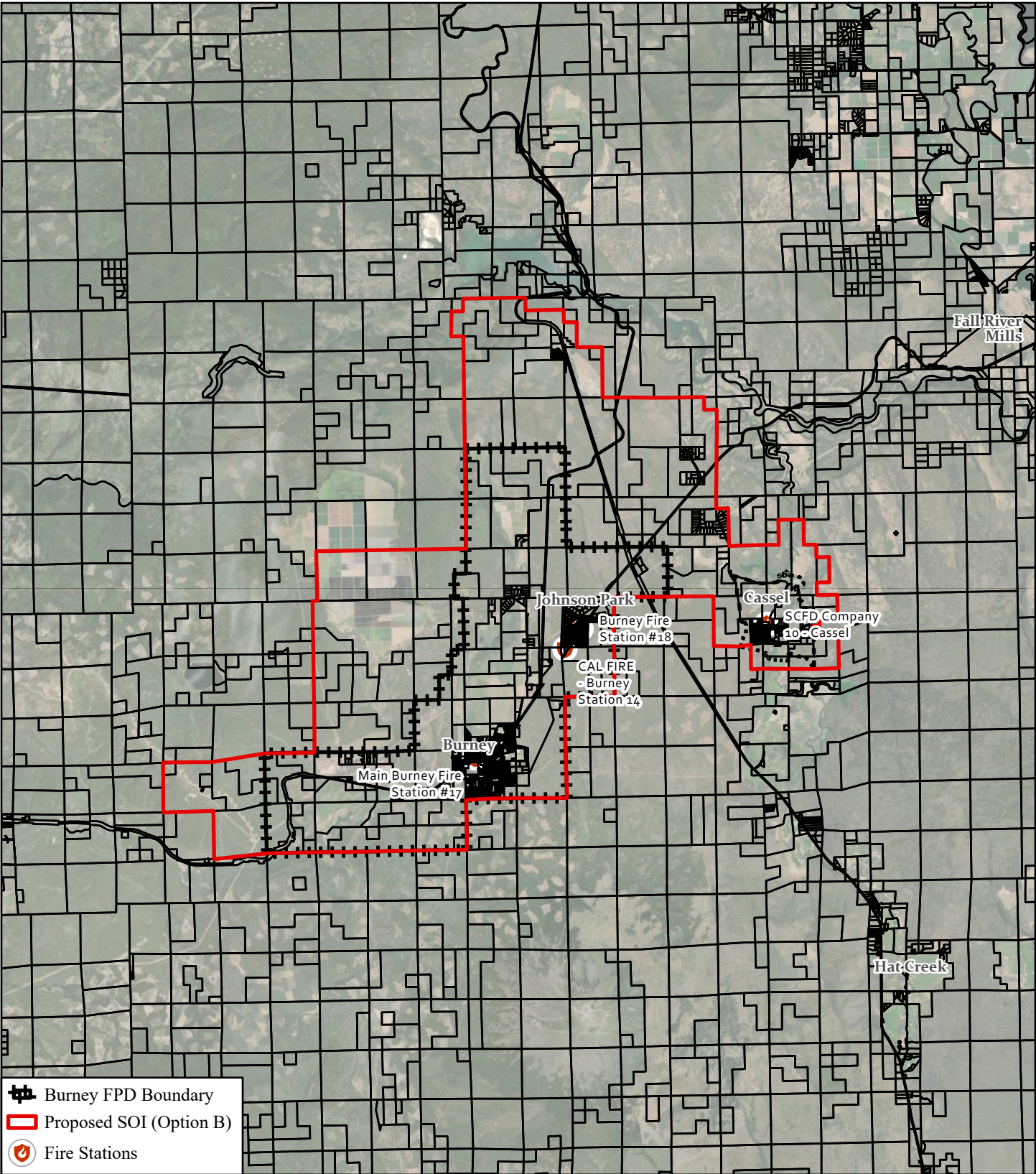
Earthstar Geographics, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community
Burney FPD Boundary, SOI: Shasta LAFCo
Roads: Shasta County GIS
Cassel Boundary: U.S. Census Bureau TIGER/Line Places Shapefile 2024


9/24/2025


Coordinate System: NAD 1983 UTM Zone 10N




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 Burney FPD Boundary

 Proposed SOI (Option B)

 Fire Stations




Burney FPD Boundary and Sphere of Influence (SOI) Option B

Earthstar Geographics, Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, (c) OpenStreetMap contributors, and the GIS User Community
Burney FPD Boundary, SOI: Shasta LAFCo
Roads: Shasta County GIS
Cassel Boundary: U.S. Census Bureau TIGER/Line Places Shapefile 2024

9/24/2025


Coordinate System: NAD 1983 UTM Zone 10N

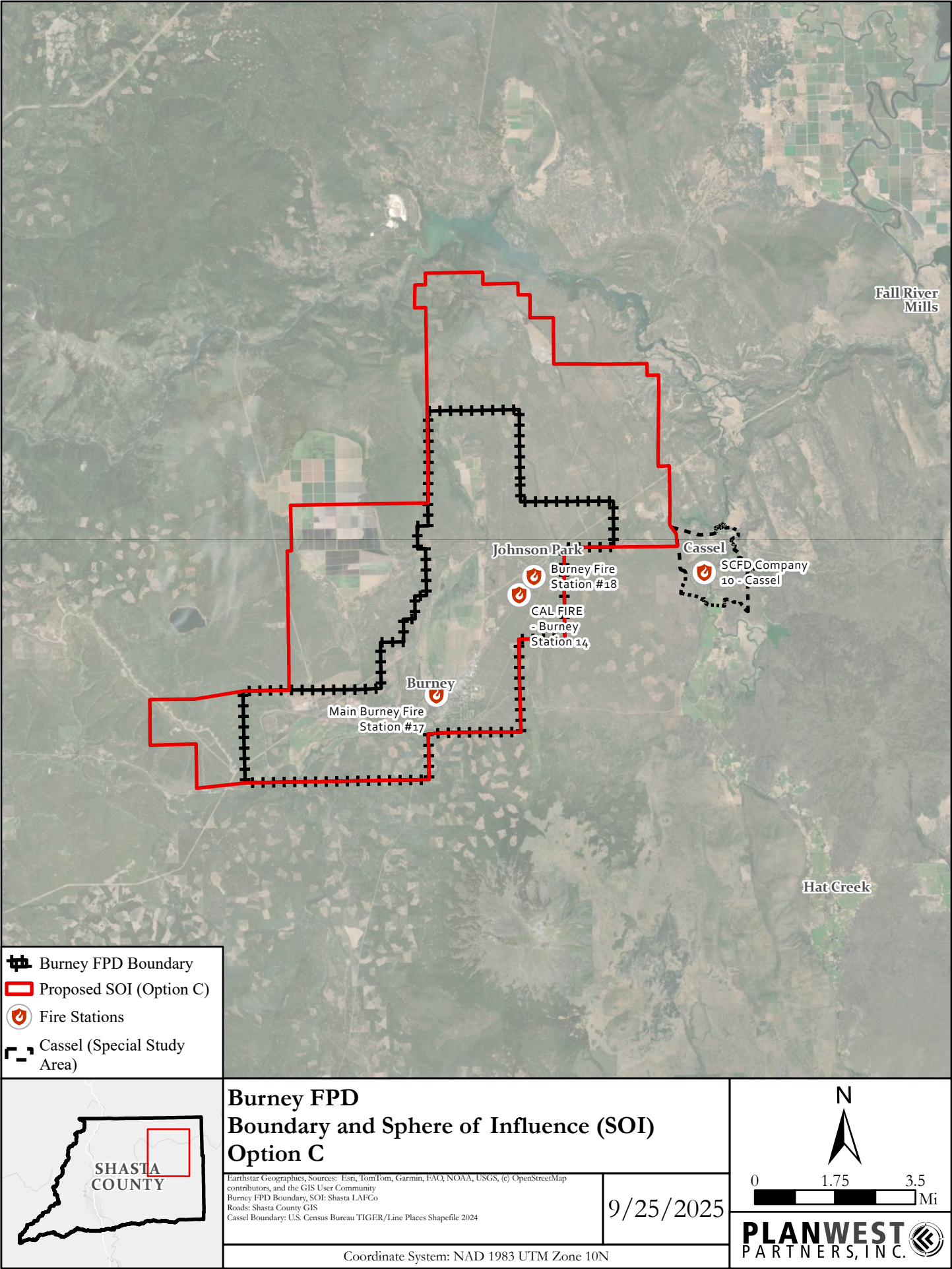


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SHASTA LOCAL AGENCY FORMATION COMMISSION

RESOLUTION 2025-06

**RESOLUTION OF THE SHASTA LOCAL AGENCY FORMATION COMMISSION
APPROVING THE BURNEY FIRE PROTECTION DISTRICT MUNICIPAL SERVICE REVIEW
AND SPHERE OF INFLUENCE UPDATE**

WHEREAS, the Cortese Knox Hertzberg Local Government Reorganization Act of 2000 governs the organization and reorganization of cities and special districts by Local Agency Formation Commissions (LAFCO), as defined and specified in Government Code Sections 56000 et seq.; and

WHEREAS, the Shasta Local Agency Formation Commission (LAFCO or Commission), is authorized to conduct Municipal Service Reviews (MSR) and establish, amend, and update Spheres of Influence (SOI) for local governmental agencies whose jurisdictions are within Shasta County; and

WHEREAS, the Commission conducted a MSR pursuant to California Government Code Section 56430 to evaluate the availability and performance of governmental services provided by Burney Fire Protection District (Burney FPD); and

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

WHEREAS, the staff report and recommendations on the MSR and SOI were presented to the Commission in the form and manner prescribed by law; and

WHEREAS, the Commission heard and fully considered all the evidence presented at a public hearing held on the MSR and SOI update on August 7, 2025 and continued to October 2, 2025; and

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

NOW THEREFORE, IT IS RESOLVED, DETERMINED AND ORDERED as follows:

1. The Commission, as Lead Agency, finds the MSR is exempt from further review under the California Environmental Quality Act pursuant to Title 14 California Code of Regulations Section 15306. This finding is based on the use of the MSR as a data collection and service evaluation study. The information contained within the municipal service review may be used to consider future actions that will be subject to additional environmental review.
2. The Commission, as Lead Agency, finds the SOI update is exempt from further review under the California Environmental Quality Act pursuant to Title 14 California Code of Regulations Section 15061(b)(3). This finding is based on the Commission determining with certainty the update will have no possibility of significantly affecting the environment given no new land use or municipal service authority is granted.

3. The MSR and SOI update is assigned the following distinctive short-term designation:
“Burney FPD MSR/SOI Update 2025”
4. Pursuant to Government Code Section 56430(a), the Commission makes the written statement of determinations for Burney FPD included in the MSR, hereby incorporated by reference.
5. Pursuant to Government Code Section 56425(e), the Commission makes the written statement of determinations for the agency under review included in the SOI update, hereby incorporated by reference.
6. The Executive Officer shall revise the official records of the Commission to reflect this MSR/SOI update and is authorized to make non-substantive changes to the document as necessary.
7. Prior to any change of organization proposed for the Burney FPD, the District shall meet with representatives from CSA #1, the Shasta County Administrative Office, and the Shasta County Auditor to assess the potential impacts of reorganization on the provision of fire and emergency response services in the area.
8. The Cassel community, east of Burney, will be designated as a Special Study Area to indicate the need for further review and analysis prior to any application for reorganization.

BE IT FURTHER RESOLVED that the Burney FPD MSR/SOI Update 2025 is hereby approved and incorporated herein by reference and the SOI for the District is expanded to include the Hatchet Mountain and the McArthur-Burney Falls Memorial State Park as shown in Exhibit A.

THE FOREGOING RESOLUTION was introduced at a regular meeting of the Shasta Local Agency Formation Commission on the 2nd day of October 2025, and adopted by the following vote:

AYES:
NOES:
ABSTAINS:
ABSENT:

Dated: _____

Larry Russell, Chairman
Shasta Local Agency Formation Commission

Attest:

Dated: _____

Krystle Brogna, Executive Officer
Shasta Local Agency Formation Commission

Exhibit A: Burney Fire Protection District Boundary and Sphere of Influence Map