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Pamela Morgan  
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Mary Rickert  
County Member Alternate

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Brenda Haynes  
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Larry Russell  
Public Member

Katharine Ann Campbell  
Public Member Alternate

Joe Chimenti  
County Member

George Williamson  
Executive Officer

Fred Ryness  
Special District Alternate

James M. Underwood  
General Counsel

Kathy Bull  
Manager

## Agenda Item: 7.a.

**Meeting Date:** April 1, 2021

**From:** George Williamson, Executive Officer & Kathy Bull, LAFCO Manager

**Subject:** Western Shasta Resource Conservation District Municipal Services Review & Sphere of Influence Report Update

### **Background:**

Resource Conservation Districts (RCDs) are independent special districts under Resource Conservation District law (Public Resources Code §9001-9972). An RCD manages a diverse range of resource management projects, including soil and water conservation projects, wildlife habitat enhancement and restoration, control of exotic plant species, watershed restoration, conservation planning, education, and many others.

The Western Shasta Resource Conservation District Municipal Services Review (MSR) & Sphere of Influence (SOI) Report Update is attached.

<b>District Name</b>	<b>District Size</b>	<b>Sphere of Influence</b>
Western Shasta RCD	1,687,558 acres	Unchanged, may look at including incorporated cities in the future if application made by Western Shasta RCD

### **Discussion:**

The 2021 Western Shasta RCD (WSRCD or District) MSR and SOI Update is an opportunity to review the District's services and infrastructure. All of their funding comes from grants and they have been very successful in getting funding. Projects they are currently working on can be grouped into four broad categories:

- **Conservation Easements:** Work with private landowners and the City of Redding to set aside land managed by the WSRCD. Many of these Conservation Easements are also managed by the Pacific Forest and Watershed Lands Stewardship Council (Stewardship Council). The Stewardship Council was established in 2004 to develop a plan to permanently protect more than 140,000 acres of watershed lands owned by the electricity provider for Shasta County, Pacific Gas and Electric (PG&E).
- **Mitigation:** Work with CA Department of Transportation (CalTrans) and Shasta County to mitigate development projects.
- **Service Contracts:** These projects include work for the Federal Emergency Management Service

(FEMA) and the California Department of Forestry and Fire Protection (Cal Fire) among others. The work includes many fuels reduction projects.

- **Grants:** These grants include 10 projects awarded money from the State Water Resources Control Board (SWRCB) to facilitate Carr fire recovery. They also include projects working with the California Department of Fish and Wildlife (CDFW).

An overview of the District's infrastructure and finances follows:

- **Infrastructure:** District owned infrastructure includes three trucks, two trailers, an ATV and a side-by-side. In addition, the Shasta Conservation Fund (a Western Shasta RCD component unit) owns a tractor and trailer. There are expected to be vehicle replacement /upgrade needs in the future.

The District also has two Morebark Chippers that it uses quite extensively for fuels reduction work. Additional chippers with expanded capabilities would allow the District to do more fuels reduction projects.

- **Financial Considerations:** WSRCD is primarily funded through grant funds and through payment for services provided. The WSRCD demonstrates a positive net income in all three budget years shown. The most recent budget surplus is \$329,967 projected for FY 2020-21. The District conducts annual audits and the available audit information indicates that the financial health of the District is strong due to a positive net position of approximately \$1.07 million.

Although the current District financial health appears strong from the positive net position demonstrated in the FY 2018-19 audit and budget surpluses discussed above, the audit does question some costs in the RCDs grant funds management. There is also an ongoing issue with the US Bureau of Reclamation (BOR) about grant fund management. The current District Manager, Maureen Teubert, has been responsive and effective in making significant financial improvements and implementing corrections.

### **Recommendation:**

Staff recommends the Commission:

Receive verbal report from staff;

Open the public hearing and read testimony; and

Discuss item, close the hearing and consider action on recommendation:

1. Adopt Resolution 2021-02 approving the Western Shasta RCD MSR and SOI Update

Attachments:

Western Shasta RCD MSR and SOI Update;

Resolution 2021-02 approving the Western Shasta RCD MSR and SOI Update



**Western Shasta  
Resource Conservation District**

Municipal Service Review &  
Sphere of Influence Update



Commission Hearing Draft  
March 2021

## **SHASTA LOCAL AGENCY FORMATION COMMISSION**

### **Commissioners**

Irwin Fust, Special District Member & Chair - Clear Creek Community Services District

Joe Chimenti, County Member & Vice Chair - District 1 Supervisor

Les Baugh, County Member - District 5 Supervisor

Mark Mezzano, City Member - City of Redding

Pam Morgan, City Member - City of Shasta Lake

Brenda Haynes, Special District Member - Anderson Cottonwood Irrigation District

Larry Russel, Public Member

### **Alternate Members:**

Mary Rickert, County Member - District 3 Supervisor

Stan Neutze, City Member – City of Anderson

Fred Ryness, Special District Member – Burney Water District

Katherine Ann Campbell, Public Member

### **Shasta LAFCO Staff:**

George Williamson, AICP, Executive Officer

Kathy Bull, Office Manager

James M. Underwood, Legal Counsel

### **Planwest Partners Staff:**

Krystle Heaney, Services Specialist

Emily Morris, Services Specialist

Jason Barnes, GIS Analyst

### **Acknowledgements:**

LAFCO staff would like to thank the contributors to this Municipal Service Review. Input instrumental in completing this report was provided by Maureen Teubert, Western Shasta Resource Conservation District Director, among other District personnel.

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# 1 INTRODUCTION

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This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update provides information about Western Shasta Resource Conservation District's (WSRCD) infrastructure, management, services, and boundaries. The report is for use by the Shasta Local Agency Formation Commission (LAFCO) in conducting a statutorily required MSR review and SOI update process. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that the Commission conduct periodic reviews and SOI updates of for cities and special districts in Shasta County (Government Code § 56425). State law also requires that, prior to SOI adoption, LAFCO must conduct a review of the municipal services provided by that local agency (Government Code §56430). This report provides LAFCO with a tool to study current and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

## 1.1 Resource Conservation District and Principal Act Overview

Resource Conservation Districts (RCDs) are independent special districts under Resource Conservation District law (Public Resources Code §9001-9972). An RCD manages a diversity of resource conservation projects, including soil and water conservation projects, wildlife habitat enhancement and restoration, control of exotic plant species, watershed restoration, conservation planning, education, and many others. RCDs are governed by a board of five, seven, or nine Directors, either appointed by County Board of Supervisors or elected by resident voters to serve 4-year terms.

The California Department of Conservation (DOC) provides assistance to California's RCDs in their mission to develop a land stewardship ethic that promotes long-term sustainability of the state's rich and diverse natural resource heritage. This support can take the form of financial assistance through grant programs, as well as information and technical support through publications.<sup>1</sup> RCDs partner with local communities on a voluntary basis to care for California's land, water, soil and other natural resources. RCDs combine the accountability and transparency of a public agency with the flexibility and non-regulatory approach of a non-profit organization. This allows RCDs to adapt to the changing needs of communities, build relationships, and act as a bridge to connect individuals with state and federal partners and programs as well as Native American tribes, local agencies and private foundations.

## 1.2 Service Review Determinations

Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

1. Growth and population projections for the affected area;
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence);

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<sup>1</sup> California Department of Conservation: Resource Conservation District Assistance Program <https://www.conservation.ca.gov/DLRP/rcd>

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

This service review provides an overview of Resource Conservation Districts along with a profile for the subject agency.

State Guidelines and Commission policies encourage stakeholder cooperation in the municipal service review preparation. It also provides a basis to evaluate, and make changes to the Spheres of Influence, if appropriate.

### **1.3 Sphere of Influence Determinations**

An SOI is a LAFCO-approved boundary that designates an agency's probable physical service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years. In updating the SOI, LAFCO is required to conduct a municipal service review (MSR) and adopt related determinations. In addition, in adopting or amending an SOI, LAFCO must make the following determinations:

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; and
5. The present and probable need for public facilities and services related to sewers, municipal or industrial water, or structural fire protection of any disadvantaged unincorporated communities in the existing sphere of influence (effective July 1, 2012).

### **1.4 Uses of the Report**

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

#### *To Update Spheres of Influence*

This MSR serves as the basis for SOI updates to consider 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 Resource Conservation Districts and their provided services in Shasta County.

### **1.5 Review Methods**

The following information was considered in the service review:

- o Agency-specific data: responses to LAFCO Requests for Information from the Western Shasta RCD, maps, district plans and agency correspondence;
- o Land Use and Shasta County General Plan data: Shasta County Resource Management – Planning Division;
- o Demographic data: U.S. Census; Department of Finance; CA Water Resources Board;
- o Finances: budgets, rates and fees; and
- o Other Reports and Assessments: California Association of Resource Conservation District website

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

### **1.6 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.



## 2 AGENCY PROFILE

The Western Shasta Resource Conservation District (Western Shasta RCD or WSRCD) is a special district of the State of California and is funded entirely by grants and contracts. The District encompasses approximately 1.7 million acres bounded on the east by the watershed divide between eastern and western Shasta County; the north by the Siskiyou County line; the west by the Trinity County line; and the south by the Tehama County line.

The District provides support for projects in wetland & riparian habitat restoration, habitat mitigation, and fire protection including increasing forest health & defensible space.

**Table 1: Western Shasta RCD Overview**

<b>Primary Contact</b>	Maureen Teubert, District Manager		
<b>Phone</b>	<a href="tel:(530)365-7332"> (530) 365-7332 ext 202</a>		
<b>Email</b>	<a href="mailto:Maureen@westernshastarc.org">Maureen@westernshastarc.org</a>		
<b>Alternate Contact</b>	Sharon McBroome, Grant Accountant		
<b>Phone</b>	<a href="tel:(530)365-7332"> (530) 365-7332 ext 210</a>		
<b>Email</b>	<a href="mailto:sclark@westernshastarc.org">sclark@westernshastarc.org</a>		
<b>Address:</b>	<a href="#">6270 Parallel Rd Anderson, CA 96007</a>		
<b>Website</b>	<a href="http://www.westernshastarc.org/">http://www.westernshastarc.org/</a>		
<b>Services Provided</b>	Wetland & Riparian Habitat Restoration, Habitat Mitigation, Fire Protection Including Increasing Forest Health & Defensible Space.		
<b>Population Served:</b>	64,000	<b>Service Area:</b>	1,687,558 acres

### 2.1 Formation

The Western Shasta RCD was formed in 1957 as a small volunteer organization. Since then, the RCD has grown from a small volunteer organization to a successful conservation district that is dedicated to the restoration and preservation of western Shasta County's natural resources.

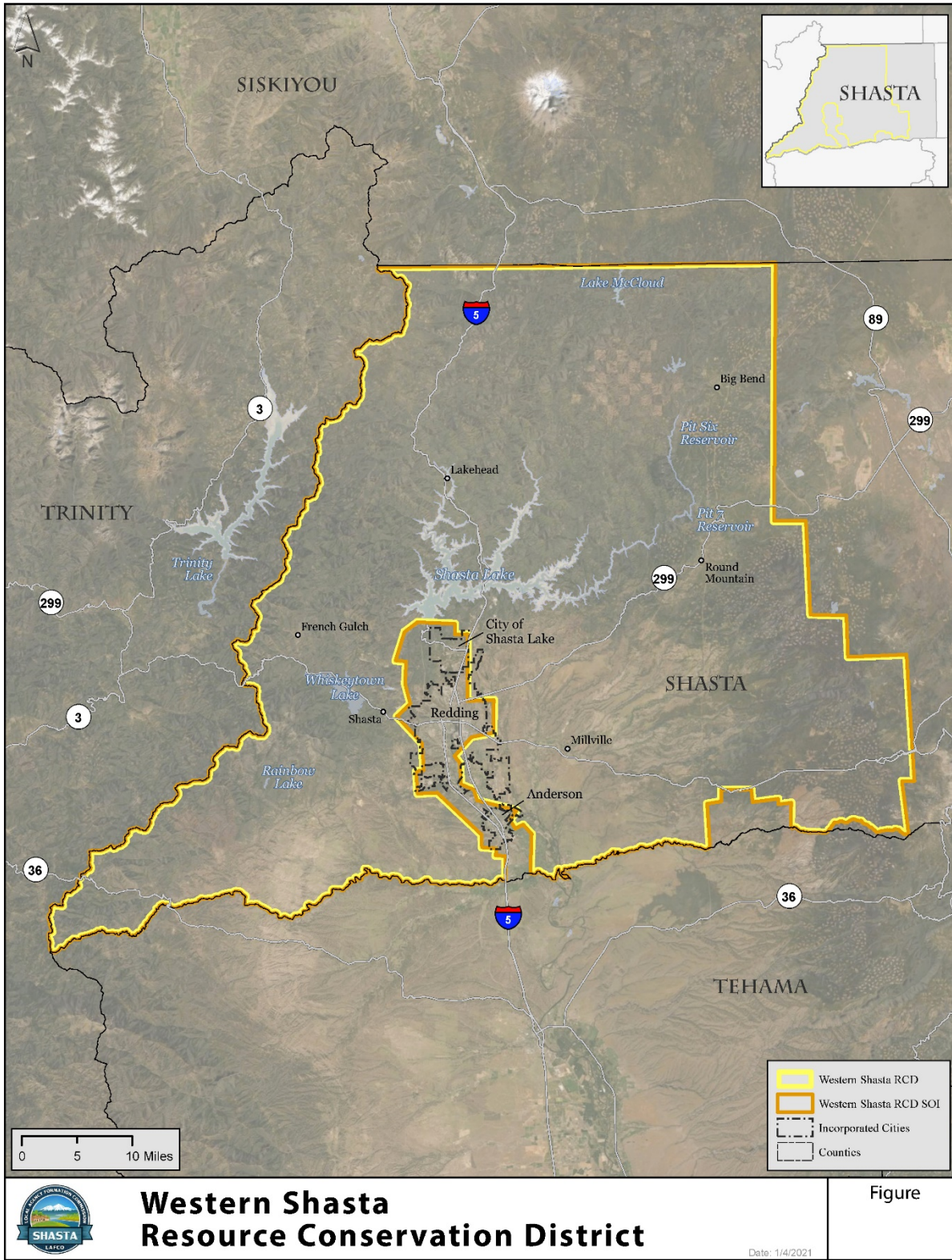
### 2.2 RCD Service Area Boundary and Sphere of Influence

The Shasta County Board of Supervisors adopted a resolution on April 12, 1954, requesting the State Soil Conservation Service begin proceedings to form the Western Shasta County Soil Conservation District. The new district would cover more than 108,197.02 acres. A petition to include additional land brought that final total to 1,635,240 acres.

After two years and an affirmative vote of landowners, the boundaries of this new District were fixed and established on September 26, 1957. Additional acreage was later added to the District for a total area of 1,687,558 acres. On April 3 2014, the District Sphere of Influence (SOI) was updated via Shasta LAFCo Commission Resolution 2014-05 to make the District's eastern boundary coterminous with the westerly boundary of the Fall River Resource Conservation District.

Based on 2016 Census block groups, the current Western RCD boundary is estimated to include 64,000 residents (Figure 1). The current SOI is coterminous with the District boundary. This District boundary excludes the Cities of Shasta Lake, Redding and Anderson, as well as the unincorporated community of Cottonwood.

Figure 1: Western Shasta RCD Boundary



## 2.3 Growth and Population

### *Shasta County Growth Projections*

Between 2014 and 2018, the estimated Shasta County population grew from 178,520 to 180,040 people, an average annual growth rate of 0.17 percent<sup>2</sup>. When reviewing population data, it is important to distinguish between population changes that affect the entire County and the unincorporated portion of the County, which can be affected by annexations and other boundary changes. The unincorporated area of the County currently makes up about 38% of the County's total population. The California Department of Finance projects the County's population will increase from 179,412 to 188,154, between 2020 and 2030, an average annual growth rate of 0.49%<sup>3</sup>. If the unincorporated area's portion of the County's population remains near 38%, it is estimated that the unincorporated area would increase from 68,177 to 71,499 people.

However, according to the most recent California Department of Finance estimate, the Shasta County population decreased by 0.1% from 2018 to 2019<sup>4</sup>. This could be the result of recent wildfires throughout the county. For report purposes, an annual population growth estimate of 0.17% to 0.49% is used to predict the future population range that may be served by the RCD during this MSR cycle. It should also be noted that the Department of Finance, Demographics Division, now states that assumptions used to project future population may no longer be applicable and that these projections could change with their next estimate cycle, which is every 5 years.

### *District Population Estimates*

The current District population is estimated at 64,000 based on 2016 Census Block Groups. Based on an average annual growth estimate for the unincorporated areas of Shasta County of 0.49% the estimated population in 2030 is 67,136, an addition of 3,136 people.

This estimate is based on the current District boundaries, which currently do not include the incorporated Cities of Shasta Lake, Redding and Anderson.

## 2.4 Existing and Planned Land Uses

Land use within the unincorporated portion of the District is subject to the Shasta County General Plan and Zoning Regulations, which was last updated in 2004. Common land uses include Agricultural, Rural Residential and Timber land as well as vast areas designated Public Land (Figure 2). Much of the public land is managed by Shasta-Trinity National Forest.

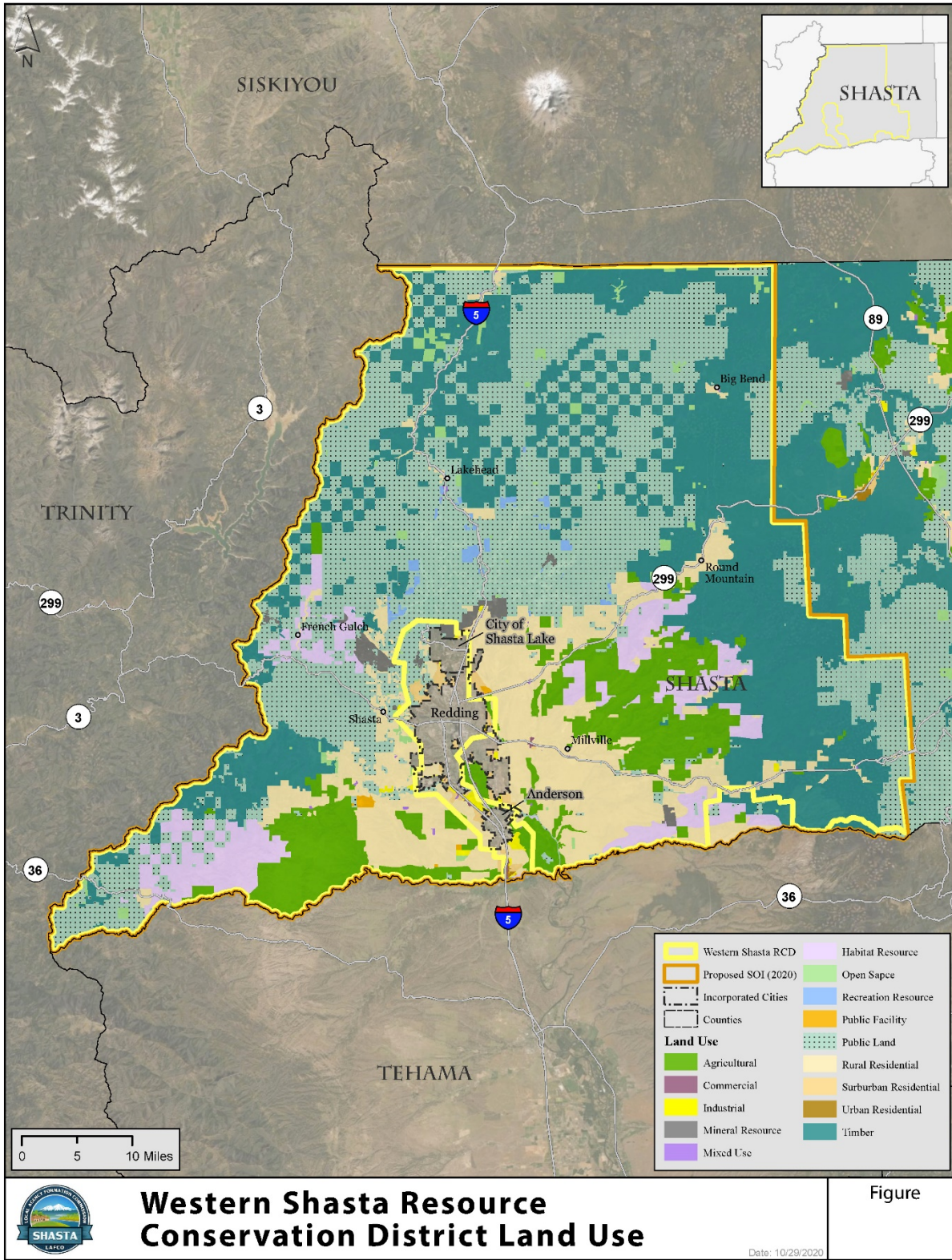
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<sup>2</sup> US Census Bureau, 2014-2018 American Community Survey 5-year Estimates for Shasta County (Table S0101).

<sup>3</sup> California Department of Finance, Projections, P-1: State Population Projections (2010-2060), Total Population by County (1-year increments).

<sup>4</sup> California Department of Finance, E-1 Population Estimates for Cities, Counties, and the State – January 1, 2018 and 2019, May 2019.

Figure 2: Western Shasta RCD Land Uses



### 3 GOVERNANCE AND ACCOUNTABILITY

Western Shasta RCD has a seven-member Board of Directors that serves 4-year terms appointed by the Shasta County Board of Supervisors. Affected constituents may provide input directly to RCD staff or the respective member of the Board of Supervisors. The Board typically meets on Fridays at 9:00am at their District office at 6270 Parallel Rd, Anderson, CA 96007. Board meeting dates, times, agendas, and minutes are available online at <http://www.westernshastarc.org/>. Any decisions regarding the RCD are made at regular Board meetings. The current Board members are provided below:

**Table 2: Western Shasta RCD Board of Directors**

#### 3.1 Management and Staffing

Board Member	Address	Email	Term End
Dennis Heiman, President	9930 Cow Creek Drive Palo Cedro, CA 96073	<a href="mailto:dennis.heiman@yahoo.com">dennis.heiman@yahoo.com</a>	11/27/20
Alan Hill	P.O. Box 492527 Redding, CA 96049	<a href="mailto:athill2011@gmail.com">athill2011@gmail.com</a>	11/30/22
Mike Berry	22505 Adobe Road, Cottonwood, 96022	<a href="mailto:codydog601@gmail.com">codydog601@gmail.com</a>	11/30/24
John P. Moore, Jr.	12700 Platina Road Igo, CA 96047	<a href="mailto:eromjey@gmail.com">eromjey@gmail.com</a>	11/25/22
Lois Kaufman	30133 Amidon Ranch Road Oak Run, CA 96069	<a href="mailto:loda@frontiernet.net">loda@frontiernet.net</a>	11/25/22
Melissa Markee	1006 Lema Road Redding, CA 96003	<a href="mailto:mmarkee@shastacollege.edu">mmarkee@shastacollege.edu</a>	11/25/22
Vacant	None	None	11/25/22

Western Shasta RCD employs a District Manager, Maureen Teubert, a Chief of Operations/Human Resources, Kelli England and a Grant accountant, Sharon McBroom. It also employs two project Managers, three Project Coordinators, one Field Coordinator and three Lead Field Technicians for a total of nine other full-time employees. In addition, the District employs one part-time Chief Financial Officer and full or part-time Field Technicians as needed for individual projects.

#### 3.2 Disadvantaged Unincorporated Communities

LAFCO is required to evaluate disadvantaged unincorporated communities (DUCs) as part of its municipal service review process. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewer and fire protection.

The most recently available data for US Census Block Groups, Tracts and Places from the US Census American Community Survey (ACS) 5- Year Data is used to determine disadvantaged Shasta County

communities in the region of interest. Using this information, each district or agency is evaluated to determine whether it is a DUC, or in the case of cities, whether there are DUCs within the city's SOI. In many cases, Census Block Groups are larger than Districts. In these cases, LAFCo's evaluation was conducted with an abundance of caution to ensure no DUCs are overlooked.

Within unincorporated Shasta County, fire services are provided by the Shasta County Fire Department in partnership with local Fire Protection Districts (FPDs). Water and sewer services are provided by a myriad of service providers within local communities. Since WSRCD does not provide water, sewer or fire protection services it is not obligated to provide them to DUCs within the District boundaries.

According to the 2014-2018 American Community Survey 5-Year Estimates, the California median household income (MHI) was \$71,228. The Shasta countywide MHI is \$50,905, which places it at 71% of the California MHI and classifies the County as disadvantaged. Three incorporated cities, City of Shasta Lake, City of Anderson and City of Redding are currently excluded from the District boundaries and most of the District's current population exists in unincorporated County communities that do qualify as "disadvantaged". Examples of DUCs within the District include the communities of Mountain Gate with an MHI of \$33,125 and Keswick with an MHI of \$42,250.

### 3.3 Other Service Providers

Western Shasta RCD partners with National and State organizations to advance local conservation goals. To this end, WSRCD works with the Bureau of Land Management (BLM), the US Forest Service (USFS), the CA Department of Transportation (CalTrans), the State Water Resources Control Board (SWRCB) and many others. A list of current projects in progress or recently completed by WSRCD can be seen below (Table 3).

Western Shasta RCD works extensively with both the City of Redding and Shasta County on projects. To facilitate this partnership, a SOI expansion should be considered in the future. This expansion is not considered in this MSR due to outstanding audits and financial accountings. Once these are complete adding incorporated Cities within RCD boundaries should be considered. This future SOI expansion would facilitate later annexation of these areas if proposed by the District.

## 4 DISTRICT SERVICES & INFRASTRUCTURE

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Western Shasta RCD provides resource management services to in-district public and private landowners including:

- o Promoting voluntary action to resolve natural resource issues;
- o Focusing attention on local resource problems and opportunities;
- o Developing and implementing educational programs for landowner benefit;
- o Providing input for the development and implementation of government programs; and
- o Coordinating with federal, state, and local agencies as needed for technical assistance.

### 4.1 Projects

The Western Shasta RCD is currently involved in many projects furthering their resource management goals. A detailed project list can be seen below:

**Table 3: Western Shasta RCD Project List 2020-21**

Funding Source	Project Name	Amount	Start Date	End Date
<b>CONSERVATION EASEMENTS</b>				
Shasta Conservation Fund (SCF)	Rivercrest Estates Conservation Easement	\$10,000.00	4/1/2006	In Perpetuity
City of Redding	Stillwater Business Park	\$65,462.00	6/9/2008	In Perpetuity
City of Redding	Highland Park Preserve	-	-	In Perpetuity
Stewardship Council	Kilarc Doc. Report	\$3,000.00	11/1/2011	
Stewardship Council	Battle Creek Planning Unit	\$5,000.00	10/1/2012	
Stewardship Council	Iron Canyon Planning Unit	\$5,000.00	10/1/2012	In Perpetuity
Stewardship Council	Lake McCloud Planning Unit	\$5,000.00	10/1/2012	In Perpetuity
Stewardship Council	Kilarc Planning Unit	\$5,000.00	5/21/2011	In Perpetuity
Shastina Ranch	Shastina Ranch	-	-	In Perpetuity
<b>MITIGATION</b>				
CalTrans	Sulphur Creek Open Space Preserve (Mitigation)	\$1,250,000.00	12/1/2007	6/30/2020
Shasta County	Shasta County Airport Bridge Mitigation	\$200,846.18	9/4/2015	12/31/2028
CalTrans	\$570,000.00	\$570,000.00	8/1/2014	6/30/2022
<b>SERVICE CONTRACTS</b>				
FEMA	FEMA Technical Partners	\$170,000.00	9/1/2020	8/31/2021
TCRCD	TCRCD Services (PG&E Well-Capstone)			
NRCS	NRCS Engineering Services	\$150,000.00	9/1/2019	12/31/2022
CalFire	Cal Fire Prof Services (Lower Gas Point VMP)	\$200,000.00	3/22/2019	6/30/2021
CalFire	Cal Fire Prof Services (China Gulch) Mastication	\$1,500,000.00	8/27/2019	6/30/2020
Stewardship Council	Lake Britton Baseline Determination Report (BDR)	\$5,000.00	4/7/2017	12/31/2020
Stewardship Council	SNC BDR	\$5,000.00	4/7/2017	12/31/2018
Stewardship Council	Pit-Tunnel BDR	\$12,000.00	12/15/2017	12/31/2018

Stewardship Council	Lake Britton BDR State	\$6,800.00	4/25/2018	7/31/2020
Stewardship Council	Battle Creek Retained BDR	\$27,500.00		
McConnell Foundation	Carr Fire Fuels Reduction Community Outreach	\$65,000.00	12/16/2019	4/30/2020
City of Redding	Stillwater Business Park Vegetation Control	\$25,000.00		12/31/2020
Harris Environmental Group	BLM Carr Fire Herbicide	\$82,535.50	6/1/2020	8/31/2020
Vestra	Carr Fire Hazardous Fuel Reduction	\$125,078.75	6/1/2020	10/31/2020
<b>GRANTS/AGREEMENTS</b>				
State Water Resources Control Board (SWRCB)	Carr Fire Project	Contract Rates	9/1/2018	9/30/2021
SWRCB	Carr Fire Pollutant Mitigation	\$8,629,208.00	9/1/2018	9/30/2021
SRCF	SRCF Carr Fire Erosion Control	\$80,000.00	10/16/2018	10/21/2019
SWRCB	Battle Creek Rd Sediment Red	\$406,350.00	6/1/2018	10/31/2021
CA P&R	OHV Invasive Weeds Management	\$104,012.00	01/01/2018	12/31/2020
CDFW	Cook and Butcher Fish Passage/Screen	\$418,618.00	6/1/2018	2/28/2021
CDFW	Bella Vista Siphon Fish Passage	\$63,899.00	6/1/2018	5/31/2020
CAFSC	Shasta Lake Section A	\$118,000.00	2/1/2019	12/31/2020
CA P&R	Bagley OHV Plan	\$78,213.00	1/1/2018	12/31/2020
Shasta Co. Title III	Lakehead Firewise	\$31,190.00	8/11/2020	7/31/2021
<b>FUTURE PROJECTS</b>				
CalTrans	Highway 299 Culvert Mitigation	\$100,000.00	TBD	TBD
BLM	Good Neighbor Agreement	\$300,000.00	TBD	TBD
CalTrans	Jelly's Ferry Build Out	\$569,940.00	TBD	TBD



The projects can be grouped into four broad categories:

**Conservation Easements:** Work with private landowners and the City of Redding to set aside land managed by the WSRCD. Many of these Conservation Easements are also managed by the Pacific Forest and Watershed Lands Stewardship Council (Stewardship Council). The Stewardship Council was established in 2004 to develop a plan to permanently protect more than 140,000 acres of watershed lands owned by the electricity provider for Shasta County, Pacific Gas and Electric (PG&E).

**Mitigation:** Work with CA Department of Transportation (CalTrans) and Shasta County to mitigate development projects.

**Service Contracts:** These projects include work for the Federal Emergency Management Service (FEMA) and the California Department of Forestry and Fire Protection (Cal Fire) among others. The work includes many fuels reduction projects.

**Grants:** These grants include 10 projects awarded money from the State Water Resources Control Board (SWRCB) to facilitate Carr fire recovery. They also include projects working with the California Department of Fish and Wildlife (CDFW).

## 4.2 Infrastructure Needs and Deficiencies

The District owns nine vehicles valued at \$341,205 and equipment valued at \$203,067 in the FY 2020-21 Budget. The District owned vehicles include three trucks, two trailers, an ATV and a side-by-side. In addition, the Shasta Conservation Fund (a Western Shasta RCD component unit) owns a tractor and trailer. There are expected to be vehicle replacement /upgrade needs in the future.

The District also has two Morebark Chippers that it uses quite extensively for fuels reduction work. It would be very beneficial to upgrade/replace those machines as they are close to 20 years old—or get additional chippers with expanded capabilities to allow the District to do more fuels reduction projects.

## 4.3 Shared Services

WSRCD maintains partnerships with Federal, State and Local partners. Federal partners include Bureau of Land Management (BLM), Bureau of Reclamation (Reclamation), FEMA, the National Park Service, NRCO and US FWS. State partners include the California Conservation Corps (CCC), CDFW, CalFire, CalTrans, CDWR, and the SWRCB.

WSRCD has limited interaction with the Fall River RCD that covers the Eastern portion of Shasta County due to distance, although they do have some shared projects and a good rapport. Other local partnerships include cooperating with the Anderson-Cottonwood Irrigation District (ACID) on grant awards. WSRCD also helps implement AICD fish passage projects and does canal maintenance. WSRCD works with Bella Vista Water District (WD) to help bring them into compliance with CDFW laws and remove District impediments to fish passage. WSRCD works with the City of Redding on mitigation and restoration projects. Redding conservation easements are sometimes endowed to the non-profit branch of the WSRCD (Shasta Conservation Fund). WSRCD also manages some assets for PG&E and private landowners to help them achieve their conservation and mitigation goals including a 10-year mitigation requirement. In addition, the WSRCD produces an annual report on mitigation progress.

## 5 FINANCIAL OVERVIEW

### 5.1 Revenues & Expenses

The WSRCD is primarily funded through grant funds and through payment for services provided. The WSRCD demonstrates a positive net income in all three budget years shown. The most recent budget surplus is \$329,967 projected for FY 2020-21.

**Table 4: Western Shasta RCD Financial Summary**

Categories	Actual FY2018-19	Adopted FY2019-20	Adopted FY 2020-21
<b>Revenue</b>			
Grant & Service Revenue	\$3,188,497	\$7,895,204	\$2,311,209
<b>Total Revenue</b>	<b>\$3,188,497</b>	<b>\$7,895,204</b>	<b>\$2,311,209</b>
<b>Expenses</b>			
District Manager	\$75,719	\$71,272	\$73,715
Administration	\$32,496	\$24,640	\$13,182
Accounting CFO	\$62,888	\$69,653	\$71,801
Project Manager	\$175,932	\$108,537	\$106,136
Project Coordinator	\$134,141	\$248,697	\$199,786
Field Ops. Chief	\$5,076	\$50,222	\$42,704
Field Supervisor/Lead Tech	\$32,703	\$47,165	\$2,829
Field Technicians	\$50,729	\$225,142	\$38,565
Taxes and Benefits	\$183,702	\$172,954	\$112,392
<b>Total Personnel</b>	<b>\$753,386</b>	<b>\$1,018,282</b>	<b>\$660,110</b>
Agriculture	\$396	\$100	\$18,450
Field Supplies	\$3,272	\$81,800	\$6,400
Clothing/Personal Supplies	\$300	\$2,300	\$1,650
Communications	\$5,004	\$6,100	\$6,300
Computer Maintenance	\$7,350	\$19,200	\$8,100
Food	\$204	\$200	\$100
Household Expense	\$3,000	\$3,000	\$3,000
Insurance	\$13,608	\$18,700	\$18,700
Repairs & Maint.- Office	\$504	\$1,500	\$300
Memberships	\$3,576	\$2,800	\$6,000
Office Expense	\$9,729	\$3,300	\$3,450
Postage	\$5,584	\$1,820	\$1,750
Advertising	\$96	\$100	\$300
Events/Prize Expense	\$552	\$500	\$1,000
Professional Services	\$363,204	\$3,512,500	\$67,000
Construction Services	\$1,607,344	\$1,682,800	\$531,500
Consulting/	\$15,000	\$43,265	\$463,500

Categories	Actual FY2018-19	Adopted FY2019-20	Adopted FY 2020-21
Monitoring Services			
Accounting Services	\$27,600	\$23,000	\$31,400
Legal Services	\$996	\$2,900	\$4,000
Payroll Processing	-	-	\$4,000
Publications & Legal Notices	\$996	\$1,000	\$100
Permits, Licenses & Fees	\$12,096	\$12,400	\$17,500
Meetings Expense	\$204	\$200	\$0
Rent/Lease Field Equipment	\$57,716	\$266,550	\$50,482
Rent/Lease Office Space	\$24,000	\$24,000	\$24,300
Small Tools-Field (<\$5,000)	\$600	\$1,700	\$800
Barter Expense	\$5,700	\$2,000	\$2,000
Printing Expense	\$1,848	\$9,050	\$5,000
Education & Training	\$204	\$4,200	\$1,800
Fuel	\$204	\$1,600	\$1,050
Vehicle Maintenance	\$2,004	\$1,000	\$1,000
Transportation/Travel	\$4,992	\$22,000	\$12,800
Lodging	\$504	\$1,000	\$0
Meals	\$996	\$1,000	\$100
Conferences	\$300	\$2,300	\$800
Directors Expense	\$204	\$200	\$0
Utilities	\$7,500	\$15,100	\$13,500
Office Equipment	\$996	\$5,000	\$10,000
Field Equipment (Assets)	\$504	\$500	\$3,000
<b>Total Expenses</b>	<b>\$2,942,273</b>	<b>\$6,794,967</b>	<b>\$1,981,242</b>
<b>Net Total</b>	<b>\$246,224</b>	<b>\$1,100,237</b>	<b>\$329,967</b>

## 5.2 Audit Information

The District conducts annual audits and the available audit information indicates that the financial health of the District is strong due to a positive net position of approximately \$1.07 million. As of this writing, the FY 2018-19 audit has been completed and information from it can be seen in Table 5. Although the current District financial health appears strong from the positive net position demonstrated in the FY 2018-19 audit and budget surpluses displayed above, the audit does question a number of grant funds management costs due. There is an ongoing grant fund management dispute with the US Bureau of Reclamation (BOR) that is discussed in more detail in section 5.3 below.

**Table 5: Western Shasta RCD FY 2018-19 Audit Information**

Assets	\$4,468,778
Liabilities	\$3,400,114
<b>Total Net Position</b>	<b>\$1,068,664</b>

Prepared by Charles W Pillon, CPA Anderson, California

### 5.3 Financing Constraints and Opportunities

According to FY 2018-19 Audit information, the former District Manager used \$73,974 in restricted conservation easement funds for projects unrelated to easement activities permitted in the McCloud easement agreement and without the Board of Directors knowledge or approval.

In addition, for FY 2018-19, the District did not perform, as per policy, the required "informal competitive bid process" for the procurement of Pacific Watershed Consultants resulting in a cost of \$51,398 questioned.

Material weaknesses in internal controls over grant, contracts and major programs and a material noncompliance with the provisions of Federal and State statutes, regulations, or the terms and conditions of State grants and Federal awards related to a major program, resulted in costs of \$356,406 being questioned.

Total questioned costs for the District totaled \$407,764 for the audited year ending June 30,2019, however the District implemented corrective actions, including stricter procurement and financial controls during FY 2018-2019.

Based on a letter dated August 25,2020 from the District's Chief Fiscal Officer, Dave Wallace, CPA to David Gray, MP Regional Auditor, BOR), the District has limited ability to generate any net income on future projects or develop any unrestricted revenue and will have just enough net income to cover future operations only. The District does not anticipate having the ability to repay the BOR for any past liabilities. The District has made substantial progress towards reconciling grant fund management issues with the BOR but is still awaiting a final determination.

The District is no longer considering moving forward on a property tax measure as potential revenue source in 2021. The District invoices monthly to improve cash flows and the Board has not approved any projects that do not cover all costs since July 1, 2018, improving fiscal transparency and meeting set requirements.

The current District Manager, Maureen Teubert, has been responsive and effective in making significant financial improvements and implementing all needed corrections.

## 6 MUNICIPAL SERVICE REVIEW DETERMINATIONS

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

- a) The current District population is estimated at 64,000 based on 2016 Census Block Groups. Based on an average annual growth estimate for the unincorporated areas of Shasta County of 0.49% the estimated population in 2030 is 67,136, an addition of 3,136 people.
- b) This estimate is based on the current District boundaries, and the District manager mentioned that she wishes to pursue expanding RCD boundaries to encompass the incorporated Cities of Shasta Lake, Redding and Anderson. This proposed addition, which is not pursued in this MSR update due to unresolved financial concerns with the District, would increase the population of the District substantially and render this 2030 population estimate obsolete.

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

- a) According to the 2014-2018 American Community Survey 5-Year Estimates, the California median household income (MHI) was \$71,228. The Shasta countywide MHI is \$50,905, which places it at 71% of the California MHI and classifies the County as disadvantaged. Three incorporated cities, City of Shasta Lake, City of Anderson and City of Redding are currently excluded from the District boundaries and most of the District's current population exists in unincorporated County communities that do qualify as "disadvantaged". Examples of DUCs within the District include the communities of Mountain Gate with an MHI of \$33,125 and Keswick with an MHI of \$42,250.

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

- a) Western Shasta RCD provides valuable resource management services to in-district public and private landowners including promoting voluntary action to resolve natural resource issues, focusing attention on local resource problems and opportunities, developing and implementing educational programs for landowner benefit, providing input for the development and implementation of government programs and coordinating with federal, state, and local agencies as needed for technical assistance.

As mentioned before, upgrading/replacing the District's fuels reduction equipment over the next several years would increase their ability to serve communities effectively and deal with the ongoing wildfire risk that exists throughout the service area. In addition, District networking infrastructure, which includes all the required hardware, software, and associated services, is in need of upgrading/replacement in order to facilitate District projects, including mapping, monitoring, tracking, data storage and communications.

- b) The District owns nine vehicles for a total value of \$341,205 and equipment valued at \$203,067 in the FY 2020-21 Budget. The vehicles owned by the District include three trucks, two trailers, an ATV and a side-by-side. In addition, the Shasta Conservation Fund (a Western Shasta RCD component unit) owns a tractor and trailer.

### (4) Financial ability of agencies to provide services

- a) The WSRCD is primarily funded through grant funds and through payment for services provided. The WSRCD demonstrates a positive net income in all three budget years shown. The most recent budget surplus is \$329,967 projected for FY 2020-21. The District conducts annual audits and the available audit information indicates that the financial

health of the District is strong due to a positive net position of approximately \$1.07 million.

- b) Although the current District financial health appears strong from the positive net position demonstrated in the FY 2018-19 audit and the budget surpluses discussed above, the audit does mention a number of questioned costs due to possible indiscreet management of grant funds. There is an ongoing dispute with the BOR about grant fund management.

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

- a) WSRCD maintains partnerships with Federal, State and Local partners. Federal partners include Bureau of Land Management (BLM), Bureau of Reclamation (Reclamation), FEMA, the National Park Service, NRCD and USFWS. State partners include the California Conservation Corps (CCC), CDFW, CalFire, CalTrans, CDWR, and the SWRCB.
- b) WSRCD has limited interaction with the Fall River RCD that covers the Eastern portion of Shasta County due to distance, although they do have some shared projects and a good rapport. Other local partnerships include cooperating with the Anderson-Cottonwood Irrigation District (ACID) on grant awards and removing old ACID infrastructure impeding fish passage. WSRCD also helps implement AICD fish passage projects and does canal maintenance. WSRCD works with Bella Vista Water District (WD) to help bring them into compliance with CDFW laws and remove District impediments to fish passage. WSRCD works with the City of Redding on mitigation and restoration projects. Redding conservation easements are sometimes endowed to the non-profit branch of the WSRCD (Shasta Conservation Fund). WSRCD also manages some assets for PG&E and private landowners to help them achieve their conservation and mitigation goals including a 10-year mitigation requirement. In addition, the WSRCD produces an annual report on mitigation progress.

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

- a) Western Shasta RCD has a seven-member Board of Directors that serves 4-year terms appointed by the Shasta County Board of Supervisors. Any decisions regarding the WSRCD are made at regular Board meetings. The Board typically meets on Fridays at 9:00am at their District office at 6270 Parallel Rd, Anderson, CA 96007. Affected constituents may provide input directly to RCD staff or the respective member of the Board of Directors.
- b) WSRCD maintains a website at <http://www.westernshastarc.org/>. Board meeting dates, times, agendas, and minutes are available online as well as the District's reports on financial transactions, meeting the requirements of SB 929, which went into effect January 1, 2020.

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

- a) None beyond those noted above.

## 7 SPHERE OF INFLUENCE DETERMINATIONS

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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, 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) Land use within the unincorporated portion of the District is subject to the Shasta County General Plan and Zoning Regulations, which was last updated in 2004. Common land uses include Agricultural and Timber land as well as vast areas designated Public Land. Much of the public land is managed by Shasta-Trinity National Forest.

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

- a) While not easily quantifiable, the District appears to have experienced an increase in demand for its services over the last few years, as indicated by the increase in grant funding for specific projects. Countywide growth may increase pressure to convert resource lands; therefore, demand for services may increase due to this and other regulatory requirements.

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

- a) The District provides valuable resource conservation services to landowners and collaborates with several other agencies. RCDs generally are constrained by available funding sources; Western Shasta RCD has been successful in receiving grant funds to continue providing essential services.

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

- a) According to the 2014-2018 American Community Survey 5-Year Estimates, the California median household income (MHI) was \$71,228. The Shasta countywide MHI is \$50,905, which places it at 71% of the California MHI and classifies the County as disadvantaged. Three incorporated cities, City of Shasta Lake, City of Anderson and City of Redding are currently excluded from the District boundaries and most of the District's current population exists in unincorporated County communities that do qualify as "disadvantaged". Examples of DUCs within the District include the communities of Mountain Gate with an MHI of \$33,125 and Keswick with an MHI of \$42,250.

**(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) Within unincorporated Shasta County, fire services are provided by the Shasta County Fire Department in partnership with local Fire Protection Districts (FPDs). Water and sewer services are provided by a myriad of service providers within local communities. Since WSRCD does not provide water, sewer or fire protection services it is not obligated to provide them to DUCs within the District boundaries.

**SHASTA LOCAL AGENCY FORMATION COMMISSION  
SHASTA LAFCO RESOLUTION 2021-02**

**RESOLUTION OF THE SHASTA LOCAL AGENCY FORMATION COMMISSION  
ADOPTING THE MUNICIPAL SERVICE REVIEW & SPHERE OF INFLUENCE  
UPDATE OF THE WESTERN SHASTA RESOURCE CONSERVATION DISTRICT**

**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 established in each county, as defined and specified in Government Code Sections 56000 et seq.; and

**WHEREAS**, the Shasta Local Agency Formation Commission (LAFCO), hereinafter referred to as the “Commission”, is authorized to conduct municipal service reviews and establish, amend, and update spheres of influence for local governmental agencies whose jurisdictions are within Shasta County; and

**WHEREAS**, The MSR/SOI update included:

*Western Shasta Resource Conservation District*

**WHEREAS**, the Executive Officer prepared a Municipal Service Review of the Western Shasta Resource Conservation District, and a proposed updated sphere of influence boundary recommendation based upon this analysis pursuant to California Code Section 56430; and

**WHEREAS**, in the accordance with California Government Code Section 56661, the Executive Officer has given sufficient notice of the public hearing by the Commission on the proposal; and

**WHEREAS**, the Executive Officer has presented to the Commission, a written staff report with recommendation on the proposal in the manner provided by law; and

**WHEREAS**, the Commission heard and fully considered all testimony and evidence presented at a public hearing held on April 1, 2021; and

**WHEREAS**, the Commission considered all the factors required under California Government Code Section 56425; and

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

1. The Commission hereby accepts the Western Shasta Resource Conservation District Municipal Review and Sphere of Influence update, incorporated herein by reference.



2. The Commission, as the lead agency, finds the sphere of influence update is exempt from further review under the California Environmental Quality Act pursuant to Title 14 of the California Code of Regulations, Chapter 3 CEQA Guidelines, 15061(b)(3).

3. The Commission, pursuant to Government Code Section 56425, makes the written statement of determinations included in the sphere of influence update, hereby incorporated by reference.

4. The Executive Officer shall revise the official records of the Commission to reflect this Sphere of Influence Update.

**BE IT FURTHER RESOLVED** The Municipal Service Review and Sphere of Influence update of the Western Shasta Resource Conservation District is hereby approved and incorporated herein by reference as presented on the attached maps noted as Exhibit A.

**THE FOREGOING RESOLUTION** was passed and duly adopted at a regular meeting of the Shasta LAFCO Commission on April 1, 2021 by the following votes:

AYES:  
NOES:  
ABSTAINS:  
ABSENT:

Dated: \_\_\_\_\_

\_\_\_\_\_  
Irwin Fust, *Chairman*  
Shasta Local Agency Formation Commission

