

Shasta Local Agency Formation Commission



Updated Shasta LAFCO
Municipal Services Review & Sphere of Influence Analysis

2014 Fall River Valley Coordinated FPD Service Area Sphere of Influence and Municipal Service Reviews

Affected Agencies:
Fall River Mills Fire Protection District
McArthur Fire Protection District
Northwest Lassen Fire Protection District

February 19, 2015

**Fall River Valley Coordinated Service Area Sphere
Municipal Service Review & Sphere of Influence Update**

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1. EXECUTIVE SUMMARY

A. Legislative Background

Local agency formation commissions have been tasked with updating local agency municipal service reviews (MSR) and sphere of influence boundaries (SOI) every five years since 2008 [Government Code Section 56425 *et seq.*]. This study presents a baseline review of the Districts services and SOI needs, satisfying the requirements of this statute.

Once in a while during these studies an opportunity arises where both the affected agencies and LAFCO can agree on how to move forward as service need and opportunities direct, and at the same time meet important Legislative findings (GC 56001):

The Legislature recognizes that the logical formation and determination of local agency boundaries is an important factor in promoting orderly development and in balancing that development with sometimes competing state interests of discouraging urban sprawl, preserving open-space and prime agricultural lands, and efficiently extending government services.

And during a discussion on priorities, the Legislature states:

Nonetheless, the Legislature recognizes the critical role of many limited purpose agencies, especially in rural areas.

Additionally, Legislature encourages the combination and consolidation of like districts providing the same or similar services when reasonable and practical. Government Code Section 56853(a) provides:

If a majority of the members of each of the legislative bodies of two or more local agencies adopt substantially similar resolutions of application making proposals either for the consolidation of districts for the reorganization of all or any part of the districts into a single local agency, the commission shall approve, or conditionally approve, the proposal.

This approach is a bit of a departure from what we know about most types of boundary change processes, and especially in the case where a new district is formed and the type and level of services do not essentially drop below current levels.

Government Code 56133, first codified in 1993, is an additional consideration local Commissions must address when deciding to change the areas historically served by an agency, especially fire agencies. It stated:

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“A city or district may provide new or extended services by contract or agreement outside its jurisdictional boundaries only if it first requests and receives written approval from the commission in the affected county.”

GC Section 56133 has since been expanded to its current form with five subsections. Should a reduced sphere of influence boundary be recommended for the Fall River Valley Coordinated FPD SOI as a replacement for the one proposed for this study, the following section would need to be implemented prior to approval of any reduction in service area:

“(e) This section does not apply to contracts or agreements solely involving two or more public agencies where the public service to be provided is an alternative to, or substitute for, public services already being provided by an existing public service provider and where the level of service to be provided is consistent with the level of service contemplated by the existing service provider.” (Emphasis added)

At first blush this section appears to exempt consideration in relation to public agency agreements (i.e., fire agencies). However, a 2003 legal challenge involving competing fire agencies and their contracts was clarified by the court which issued permanent injunction prohibiting a contractual change for fire services until certain critical criteria were not only developed, but analyzed and addressed by LAFCO under GC 56133 prior to approval of any change in the existing contractual fire service agreements or service areas already in place (i.e., mutual and automatic aid agreements). The court was looking for evidence in the record to justify services would be consistent with the existing services, across the board.

Briefly, Consolidated Fire Protection District (a county department from 1924-1985) had been serving City A since 1985. In 2002, City A and City B decided to change that arrangement by contractual consent, and prepared to detach City A from the Consolidated FPD. LAFCO notified both agencies they had to comply with the provisions of GC 56133 before other action be undertaken. A Fire Fighters Union and others sought a petition for writ of mandate and complaint for injunctive and declaratory relief to prevent City B from taking over their fire services without complying with the provisions of GC 56133.

In 2003 the court ordered a permanent injunction prohibiting any service change by any agency until LAFCO could determine, under GC 56133, that the services proposed by City B for City A would be “consistent” with the services currently provided by Consolidated FPD. The supportive documentation to be provided to LAFCO by City B and Consolidated FPD to affirm consistency included: reports; analyses; assessments of station coverage; fire apparatus comparability; staffing; cost of service; response times, especially in areas that may be vulnerable to lapse in services; and also to provide an analysis of mutual and automatic aid agreements and whether such agreements can be safely relied upon for supplemental services.

The Commission continued the matter, ordered the hiring of an independent consulting firm to analyze the information provided by City B and Consolidated FPD (at the cost of both

agencies), and a report on the consistency or inconsistency of the level of fire protection services by these agencies as noted above. The report was completed, and the request to provide services outside City B's boundaries was dropped. *(Related documents are available upon request.)*

In light of the enforcement of GC 56133(e) as noted above, and considering the affirmation of the three affected agencies who approved a sphere of influence boundary that includes the historic service areas of both Fall River Mills FPD and McArthur FPD, it appears that Exhibit A - Fall River Valley Coordinated FPD Service Area SOI, if adopted as presented in this report, will preclude the necessity for the type of extensive studies as required in the discussion above.

B. Current Study

Shasta LAFCO is in a position at this time to support Legislative intent to encourage reduction in the number of single-purpose agencies in Shasta County by taking advantage of agreement between these Districts who are interested in joining forces as a newly formed fire agency.

A proposal to merge the McArthur FPD (Shasta County) and the Northwest Lassen FPD (Lassen County) has been approved by the board of directors of both agencies, and is now in the application preparation stage. Discussions about all three districts have occurred for several years, and ultimately the Fall River FPD board may indeed find this alternative to be the better one for both the local fire agencies and their constituents in the long run.

To support this endeavor, a single Fall River Valley Coordinated Fire District Service Area Sphere of Influence boundary is being assigned for these three agencies. The purpose of this type of sphere boundary is to include the service areas presently served by each agency. The SOI boundary shown in Exhibit A of this report covers the majority of the Fall River Valley area in Shasta County, the Day Road area in Modoc County, and the Pittville and Little Valley areas within Lassen County now served by the Northwest Lassen FPD.

The historic service areas for these three Districts, identified during the 1985 SOI hearings for Fall River Mills and Mc Arthur FPDs, has been superimposed upon the proposed SOI boundary map, included as Exhibit A. It demonstrates that these fire agencies have already served much of Fall River Valley for over 70 years.

2. GENERAL BACKGROUND

Fall River Valley is located in the far northeastern corner of Shasta County. From within Shasta County it is accessed by either State Route 299 or State Route 89. It has a fire hazard

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rating of severe, and in 2014 more than 160 square miles (102,976 acres) burned this summer, with the Eiler Fire perilously close to Burney, Hat Creek, and the Fall River Valley communities.

The Valley is situated approximately seventy miles east of Redding and Interstate 5. It is mainly accessed by State Route 299 East and State Route 89. Fall River Mills has an airport that accommodates small to medium aircraft. Residential, retail, and commercial uses are dispersed along both sides of Highway 299 East. Most of the Valley area is in rural residential and agricultural uses.

Cool wet winters with periods of snow and hot dry summers are typical for the area. Vegetation is primarily various types of timber, chaparral, and grasslands. The Pit and the Fall Rivers, two deep-earth freshwater springs, traverse the Valley on their way down to feed the Sacramento River, producing consistently cool volumes of water that sustain widely celebrated fishery and wildlife habitats.

Within the unincorporated Intermountain area four independent fire protection districts provide structure/wildland fire protection and emergency medical and rescue services: Burney Fire Protection District, Fall River Fire Protection District, McArthur Fire Protection District, and Northwest Lassen Fire Protection District (borders the McArthur District but based in Lassen County). They often share training exercises and respond to incidents in each other's area under mutual and/or automatic aid agreements.

The unincorporated areas outside the boundaries of these independent districts, services are served by Shasta County's CSA #1-Shasta County Fire Department under contract with the California Department of Forestry and Fire. There are currently eighteen Volunteer Fire Company stations scattered about the rural towns of Shasta County that operate under the supervision of the Shasta County Fire.

These Volunteer Companies grew up over past decades to provide a vehicle for local emergency response throughout Shasta County's remote communities. Currently under the supervision of Shasta County Fire, the Cassel, Soldier Mountain, and Hat Creek Volunteer Fire Companies have been supported by their towns for many decades.

3. AGENCY SERVICES

Fire protection and emergency services came into being gradually, and are provided within the Fall River Valley area by the following public agencies and volunteer fire companies (study-agency acreage shown in bold) within the Intermountain Area:

- **Fall River Mills Fire Protection District formed (1938) @ 38,400 acres**
- Burney Fire Protection District formed (1938)
- **McArthur Fire Protection District formed (1946) @ 11,000 acres**
- Formation of various local volunteer fire companies

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- Shasta County-established County Fire Zones 1 & 2 for unincorporated areas outside of independent fire service district or city boundaries (1960s)
- County requested formation of County Service Area #1 – Shasta County Fire Department as a dependent county department to provide services to County Fire Zone 1 area (valley floor unincorporated areas) (1974)
- **Northwest Lassen Fire Protection District (1982) @ 19,000 acres**
- County requested CSA #1 annex County Fire Zone 2, making the dependent district picking up other rural areas in the County (1986), excluding all territory already within, and any territory which may subsequently be annexed into a city or an independent fire district.

The focus of this study is to establish a sphere of influence study boundary that provides the opportunity for the future formation of a unified and coordinated fire and emergency response district that include the three independent fire districts currently provide services in and around the Fall River Valley area in Eastern Shasta County: Fall River Valley FPD, McArthur FPD, and Northwest Lassen FPD (Districts).

As noted on Exhibit A, Fall River Mills FPD and McArthur FPD are based in Shasta County. The Northwest Lassen FPD serves territory just across the county line in Lassen County. Burney Fire Protection District to the west also responds to Fall River Valley incidents. But they all share responsibility for providing public services to this area.

These three independent agencies, and the volunteer companies that support them, have long recognized that wildland fires and emergency response incidents are no respecter of political boundary lines. Since their formation, these Districts have developed and maintain mutual, automatic, and other special agreements with local, county, state and federal fire agencies to permit coordinated response during times of wildland fires and major emergencies or disasters.

These special agreements include CSA #1 - Shasta County Fire Department, a division of Shasta County that has been administered under contract by CAL FIRE for several years. Shasta County Fire provides administrative, training, and other services to the remaining volunteer fire companies who serve areas in Shasta County outside boundaries of the independent fire districts and the incorporated cities. The 2013 Annual Report for Shasta County Fire may be viewed or downloaded from their website at www.shastacountyfire.org.

Another integral partner to providing coordinated services to this area is CAL FIRE, a department of the State of California. In addition to monitoring and providing services to State Responsibility Areas of interest, and contracting with Shasta County to oversee local volunteer fire company administration, the Shasta-Trinity Unit of CAL FIRE also maintains the Redding Emergency Command Center, a sophisticated dispatch center located at CAL FIRE's main station in Redding.

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A Sphere of Influence Boundary and Municipal Service Review for Northwest Lassen FPD was approved by Lassen County LAFCO in 2010. It cited many challenges faced by the District and its volunteers, and concluded that it should be designated a “zero” sphere of influence. This designation is given to a special district when (a) it is no longer operational or (b) the District’s difficulties are such that another agency providing the same or similar services should expand their service area to take it in. It is not assigned lightly.

In this particular study, Lassen County LAFCO recommended that McArthur FPD absorb the Northwest Lassen FPD territory. The two fire agencies have been working on that effort for the past three years. Exhibit D is a Lassen County LAFCO map of this District, and Exhibit E contains the part of both Lassen County LAFCO studies regarding the Northwest Lassen FPD. Full copies of the studies for this District are available upon request from Shasta LAFCO or Lassen County LAFCO.

The following discussion will address only the Fall River Mills and McArthur FPDs, as Lassen County LAFCO conducted an analysis of Northwest Lassen FPD in 2010, the results of which can be found in Exhibit E of this current study.

Both Fall River Mills FPD and McArthur FPD are small rural fire districts supported by volunteer fire companies and boards of directors. The Districts have been in business for over 70 years. Much of the information that follows will be similar for both Districts and usually acknowledged in that manner.

a. Infrastructure, Facilities and Services

District infrastructure needs are generally identified by the age and condition of the equipment as determined by the board of directors. Funds for equipment are financed by local property taxes, grants, donations and other resources received by each District. No capital facilities are underutilized. Service needs are forecast with input from the public and mandated material changes that are required by regulatory agencies from time to time.

These Districts can and do efficiently serve all areas within the Fall River Valley. They also serve the peripheral community of Day Road in Modoc County, and the communities of Pittville and Little Valley in Lassen County. The Districts have responded to calls in these areas for decades.

All three Districts participate in multiple mutual aid, automatic aid, and special service agreements with other independent fire agencies, Shasta County Fire, CAL FIRE, other state agencies, and federal agencies. It often seems like “Firefighters without Borders” when emergency calls go out to local fire agencies response to for wildland fires: well-coordinated and effective.

The **Fall River Mills** fire station was built in 1938, with an expansion added in 1990. Overall it is in good condition. Energy efficient windows have replaced the older units and the station structure itself, is regularly maintained. The station houses six apparatus: three fire engines, two support vehicles, and one water tender. The District's original 1957 International unit is still in operation.

Water is provided by the Fall River Valley Community Services District. There are 51 fire hydrants within the District boundaries. The ISO rating within the District (based on distance, not time) is currently a Class 6, with average response times of six minutes.

The **McArthur** fire station in McArthur was built in 1946. It was occupied by CDF (now CalFire) for some time, and remains in good condition today. The station houses fire equipment, and its' meeting space is shared with the McArthur Volunteer Fire Department. Water is provided by the Fall River Valley Community Services District, who maintains the five hydrants within this District. The current ISO rating (based on distance, not time) within the District is also a Class 6, with average response times of six minutes.

b. Administration, Management and Operations

When preparing or updating a municipal service review, information about administrative, management and operational functions, including assuring internal organization and agency policies, rules, and regulations are evaluated with respect to efficiencies and/or cost avoidance opportunities.

The Board of Directors of both Districts operate as the administrative and financial governing body of their District. The day-to-day management of each District is the responsibility of the volunteer board members, who also use contractors as needed.

Fall River Mills FPD has three part-time employees: the fire chief and the clerical position (who also serves as the Board Secretary) are salaried; the operational maintenance worker is paid on an hourly basis. The Board maintains an open door policy for employees and the public. Employees are encouraged to use the chain of command system for bringing matters of concern or interest to the Board.

Administrative decisions are made by the Board of Directors in conjunction with the fire chief. The fire chief supervises operations and the District's fourteen volunteer firefighters.

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Fire Engines			Estimated Value
	Engine	1994 Freightliner	\$150,000
	Engine	1957 International	\$1,600
	Engine	2005 International	\$234,000
Other Vehicles			Estimated Value
	Water Tender	2003 Kenworth Water Tanker	\$100,000
	Truck	1998 Chevy pickup	\$23,000
	Truck	2002 Ford pickup	\$21,000

McArthur FPD has two part-time paid employees: an equipment maintenance position and a bookkeeper/secretary (who serves as Board Secretary). The fire chief is a voluntary position. The first paid employees of this District were hired in 2012. Administrative decisions are made by the Board of Directors in conjunction with the fire chief. The fire chief supervises operations and the District's fourteen volunteer firefighters.

Fire Engines			Estimated Value
	Engine 16	1977 International Pumper	\$ 45,000
	Engine 316	1990 GMC Pumper	\$ 98,000
	Engine 216	2006 International Pumper	\$254,097
Other Vehicles			Estimated Value
	WT 16	1996 Kenworth Tanker	\$100,000
	Patrol 16	2002 Chevy Mini Pumper	\$ 20,000
	Patrol 216	2009 Chevy Mini Pumper	\$ 54,615
	Utility 16	1999 Ford F250 Service	\$ 15,000

c. Fiscal

Financial documents for each of the Districts are included as Exhibits C for detailed review purposes. A summary of revenues and expenses by District for fiscal year ending June 30, 2014 were:

Agency	Budgeted	Actual
Fall River Mills FPD	74,815	72,557
McArthur FPD	36,800	38,197
Northwest Lassen FPD	10,790	11,103

Fall River Mills FPD budget is drafted by the fire chief and submitted to the board of directors for approval in June. The final budget is adopted in July of each year. Most of the income consists of property tax revenue, new construction and remodeling

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fees, grants, and from reimbursed fire calls when dispatched to incidents outside of the District's boundaries. The District assesses a New Construction Fee for living-space construction (\$.45/sq. ft.) and non-living-space construction (\$.25/sq. ft.).

The district has received a matching funds grant to purchase equipment and two more grants in support of purchasing a new water tender. The Board of Directors operate as a financial committee, with guidance from the County Auditor-Controller and the fire chief. The Auditor's Office reviews and processes all claims presented for payment. All expenditures are limited by the annual budget, and all policies, procedures and expenditures require Board approval prior to implementation.

All financial surpluses managed by the County Auditor and are placed into an interest earning account. The District holds a petty cash account at Plumas Bank which permits a maximum balance of \$500. The board approves all petty cash deposits. Funds remaining at the end of the year are placed in reserves. The District manages a very conservative budget, providing due diligence on all fiscal matters and records.

Activities designed to raise money must be in the best interests of the taxpayers, and any money generated must go toward services that the District was established to provide; primarily fire suppression.

McArthur FPD budget is drafted by the fire chief and submitted to the board of directors for approval in June. The final budget is adopted in July of each year.

Most of the revenues come from property tax revenue, interest earned, grants, and from reimbursed fire calls when dispatched to incidents outside of the District's boundaries. Three of the largest facilities served by the District (fairgrounds, high school, and hospital) are tax-exempt public agencies.

Grants are used for the purchase of new and replacement equipment. The District serves as the "host department" for the eastern county fire protection grant. This group includes: Fall River Mills FPD, Northwest Lassen FPD, and the areas of Big Valley, Adin, Canby, and Cal Pine. Of the \$357,558 received during 2012, \$347,938 came from a FEMA grant for a live-fire training simulator, and \$9,620 was for purchasing personal protective equipment (PPE) and pagers.

The Board of Directors operate as a financial committee, with guidance from the County Auditor-Controller and the fire chief. The Auditor's Office reviews and processes all claims presented for payment.

All financial surpluses managed by the County Auditor and are placed into an interest earning account. The District holds a petty cash account at Plumas Bank which permits a maximum balance of \$500. The board approves all petty cash deposits. Funds

remaining at the end of the year are placed in reserves. The District manages a very conservative budget, providing due diligence on all fiscal matters and records.

d. Governance

A five member Board of Directors, elected at large, operates as the governing body for the Fall River Mills FPD. A three member Board of Directors, mostly appointed, operates as the governing body for McArthur FPD. Both are registered-voter districts, both boards serve four-year staggered terms, and both meet monthly:

- Fall River Mills FPD meets on the 3rd Thursday at 7:00 p.m. at their fire hall.
- McArthur FPD meets on the 2nd Thursday at 7:00 p.m. at their fire hall.

Board agendas are publically posted 72 hours prior to regular and special meetings. Board members are not compensated for their service and do not receive any benefits. Meetings are subject to the Ralph M. Brown Act and all State laws pertaining to notification of public meetings on District matters.

4. REGIONAL CONTEXT/RELEVANT SERVICES BY OTHER AGENCIES

Land use and building regulation services are provided by the County of Shasta, as are law enforcement, road services and other general services provided to the unincorporated areas of the county by various county departments.

The following agencies provide similar wildland fire and emergency services within their jurisdictional boundaries and, when dispatched under mutual and automatic aid agreements, also within the general area of the affected Fall River Valley Coordinated fire protection districts' service areas:

- CSA #1 (Shasta County Fire Department) under County contract to CalFire (Battalion 1)
 - Volunteer Fire Company 10 – Cassel
 - Voluntary Fire Company 13 – Soldier Mountain
- California Department of Forestry & Fire (CAL FIRE) stations in Battalion 1 providing services in the State Responsibility Areas
 - Burney – Station 14
 - Big Bend – Station 19
- Lassen National Park (National Park Service)
- Shasta-Trinity National Forest (USDA/USFS)
- US Department of Interior/Bureau of Land Management
- Bureau of Indian Affairs

5. AGENCY BOUNDARY AND PROPOSED SPHERE OF INFLUENCE UPDATE MAPS.

The Districts' service area is located in eastern Shasta County. The last SOI update for either Fall River Mills FPD or McArthur FPD occurred in 1985, when a consolidated sphere of influence was assigned by Shasta LAFCO that included both districts.

With the anticipated merging of McArthur FPD and Northwest Lassen FPD on the horizon, the proposed coordinated sphere of influence boundary encompassing the Fall River Valley, along with the portion of western Lassen County currently served by the Northwest Lassen FPD, adoption of the proposed sphere of influence boundary meets one of the mandates of LAFCO:

"...to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies subject to the jurisdiction of the commission to advantageously provide for the present and future needs of the county and its communities..." (G.C. 56425)

The proposed action supports these independent local agencies in their efforts to further coordinate fire and emergency services within the Fall River Valley area and at the local level. *(Please refer to Page 3 of this study for additional discussion of LAFCO purposes in this regard.)*

This SOI/MSR study supports the proposed Fall River Valley Coordinated Fire Protection District Service Area as a SOI boundary appropriate for providing and coordinating the needs of the Fall River Valley area. It is recommended that the Commission update the outdated SOI boundary for the three affected fire agencies to include the all areas identified on Exhibit A, incorporated by reference and as shown at the end of this report.

The Fall River FPD, McArthur FPD, and Northwest Lassen FPD have all submitted their written approval from each board of directors for the adoption of the current proposed sphere of influence boundary to include the Fall River Valley and its communities as identified in said Exhibit A, including Day Road area of Modoc County and the Lassen County communities of Pittville and Little Valley, all historically served by these three fire protection agencies for years.

6. WRITTEN DETERMINATIONS FOR THE MUNICIPAL SERVICE REVIEW

a. Growth & Population Projections

Development and growth within the District will be primarily guided by the rate of development in the area which has by nature been very slow. Fire protection and emergency services do not in themselves spur land use or population growth, especially in the rural areas.

b. Disadvantaged Unincorporated Communities (DUCs)

Senate Bill 244 (2011) governing the identification of disadvantaged unincorporated communities (DUCs) requires both counties and cities to undertake an inventory of these areas during updates of their General Plan Housing Element.

In addition, LAFCOs are mandated to make determinations about DUCs located within or adjacent to an agency during its periodic municipal service review and sphere of influence updates, and also during any subsequent proposed boundary change requests. Shasta LAFCO has not at this time established a local policy for defining or modifying the review requirements for these DUCs set by the Legislature in SB 244.

A “community” is defined in SB 244 as an inhabited area within or coterminous to a district’s sphere of influence, and that is comprised of no less than 10 dwellings adjacent or in close proximity to one another, or at least 12 registered voters within the identified area.

Areas outside a District, serviced by or coterminous to the District’s sphere of influence, may qualify as a DUC under this Act, as may certain areas within the District. Analysis by Shasta County, to take place during specific General Plan element updates, will include evaluation of unmet service needs of these DUC areas (i.e. failing septic systems, water service, or drainage issues, etc.). They can include such “communities or neighborhoods” as trailer parks or resort areas.

With identification of these special areas adjacent to the district sphere of influence, and the District’s plans and policies established to address their unique service needs, LAFCO will be able to incorporate new data during the next round of municipal service reviews and sphere of influence updates due near 2019.

LAFCO is using a California State Parks (www.parks.ca.gov) calculator to provide a guide in estimating income and population levels (see attached sheets). The population counts shown on these reports only encompass a general diameter of the area and may not reflect the actual population assigned to those areas. The estimated income in this model is per capita rather than per household. Once the County staff completes the location and analysis of its DUCs, updated figures and data will be available for incorporation in the next LAFCO review.

According to the Parks model, the median per capita income for the state is \$46,477, and a local community would qualify for designation as a DUC if their median income falls below 80% of this figure. The median per capita income calculation within the Fall River Valley Coordinated Service Area sphere boundary is estimated to be near \$24,721. At less than 60% of the State figure, this area’s communities qualify for the definition of Severely

Disadvantaged Unincorporated Communities. There are inherent benefits for this designation in the application for grants and other financial support directed to improve conditions in these DUC areas.

A useful State Technical Advisory about the Disadvantaged Communities process may be downloaded from the Shasta LAFCO website at www.shasta.lafco.ca.gov under the “Resources” tab for use in locating and planning for services to identified DUCs by the County, its cities, and those special service districts providing services to these DUC areas, or whose sphere of influence is coterminous with the County’s unincorporated areas.

c. Present and Planned of Public Facilities

The Districts monitor capital improvement needs to maintain and upgrade service systems within its budgeted funds. Future development will pay its pro rata share of costs for services.

d. Adequacy of Public Services

Facilities of all three Districts are adequate for current service needs. Both Districts currently provide services to the areas within the proposed sphere of influence boundaries. New construction will accommodate the cost associated with increased demand of services.

e. Infrastructure Needs or Deficiencies

Correlation of operational, capital improvement, and finance plans are appropriate for the size of these Districts and its service area at this time. The Boards of Directors are maintaining management systems for these services and is working diligently to resolve any identified infrastructure needs and deficiencies.

f. Financing Constraints and Opportunities

The Districts derive funding primarily from property taxes, grants, and fees and charges levied for services provided. As such, the Districts must maintain a reasonable nexus between fees and charges levied and the cost of the service provided. That having been said, each District seeks to be as efficient and innovative as possible in maximizing use of existing fiscal resources.

g. Opportunities for Rate Restructuring

There are inherent statutory and political limitations on each Districts’ ability to restructure rates or raise revenues. The Districts regularly review fees and charges levied so as to maintain a reasonable nexus between rates and actual costs.

h. Status of and Opportunities for Shared Facilities

The Districts' volunteer firefighters and emergency medical personnel currently work cooperatively in many areas, including shared training programs. There are few physical facilities in either District that could be used by other agencies.

i. Accountability for Community Service Needs, Governmental Structure, and Operational Efficiencies.

The Districts meet monthly (or more often if needed), notice meetings, and offer the public an opportunity to participate in their meetings, which are mainly focused on provision of water and maintenance of facilities.

Each District continues to strive towards an effective internal organization to provide efficient, quality services.

7. WRITTEN DETERMINATIONS FOR THE SPHERE OF INFLUENCE UPDATE

a. Present and planned land uses

Shasta County designates much of the area served as rural residential, agricultural, and timber lands, with small town centers scattered throughout the Valley. This is a rural area, with community development either clustered around the small towns or scattered about on secondary roads.

b. Present and probable need for public facilities; adequacy of services

The Districts have ongoing capital improvement programs to maintain and upgrade service systems and equipment. Increased development will be required to share in meeting costs resulting from a demand for expanded service needs. The Districts currently provide their services to the area within the updated sphere of influence boundary. Current services are adequately delivered.

c. Present capacity of public facilities and adequacy of services

District facilities are adequate for current service needs. The Districts have the capacity to serve the areas within the proposed sphere of influence boundaries.

d. Existence of social or economic communities of interest

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The Districts' service area is located about eleven miles east of the town of Burney and is part of eastern Shasta County known as The Intermountain Area. The City of Redding is to the west approximately 70 miles, and provides the closest major shopping and service industry hub for local residents.

e. Present and probable needs of disadvantaged unincorporated communities (DUCs) within the area.

Communities within the Fall River Valley service area qualify as severely disadvantaged unincorporated communities. Shasta County is undertaking a study of these DUCs as part of their General Plan update and additional information should be available for an expanded analysis of this designation during the next MSR/SOI Update which will be due in 2019.

8. CONCLUSION

In this review, Shasta LAFCO has endeavored to accurately assess the current services and organizational status of each District as a provider of fire protection and emergency response services based upon information available at this time.

This is the first review of the Fall River Mills FPD and the McArthur FPD since 1985, and it is expected that, as services are further coordinated between them, additional data will be brought forward, especially as the County approves additional development. LAFCO staff has made what we believe to be substantiated determinations consistent with the information contained in this study and the prescribed statutory factors.

Based on analysis of statutory requirements and available data on these three affected fire agencies, it is recommended that the Fall River Valley Coordinated FPD municipal service review and sphere of influence update presented for the Fall River Mills FPD and the McArthur FPD be adopted to also include the Northwest Lassen FPD, Day Road, Pittville, and Little Valley, as proposed on the enclosed Fall River Valley Coordinated FPD Service Area SOI update map identified as Exhibit A.

9. REFERENCES

- a. District (interviews, records)
- b. County of Shasta Departments
- c. Shasta LAFCO files for this district.
- d. Internet research on various sites.

10. EXHIBITS

- A. Fall River Valley Coordinated FPD Service Area Sphere of Influence
- B. FRV Coordinated SOI – FPD Support of Exhibit A Map
- C. Coordinated 3 FPD Fiscal Documents
- D. NW Lassen FPD 2010 SOI/MSR Map
- E. NW Lassen FPD 2010 SOI/MSR Studies
- F. Area Fire Save Council Activities
- G. FRM-McArthur FPD Consolidated SOI map 1986
- H. Community Calculator – District Area
- I. Notice of Intent to Adopt CEQA Determination – Statutory Exemption PRC 21083
- J. No Effect Determination – California Department of Fish & Wildlife