



Pine Grove Cemetery District

Proposed Consolidation of Pine Grove and
Fall River Mills Cemetery Districts

Municipal Service Review &
Sphere of Influence Update

ADOPTED

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SHASTA LOCAL AGENCY FORMATION COMMISSION

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David Kehoe, County Member - District 1 Supervisor
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INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update provides information about the services and boundaries of Pine Grove Cemetery District resulting from the 2017 consolidation of the Pine Grove and Fall River Mills Cemetery Districts. The report is for use by the Shasta Local Agency Formation Commission (LAFCO) in conducting a statutorily required process for setting the SOI for the consolidated district. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that the Commission conduct periodic reviews and SOI updates of all 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.

Cemetery District Overview

Cemetery Districts are independent special districts under Public Cemetery District Law (Government Code § 9000-9093). They provide, cemetery services to unincorporated areas. In Shasta County, they are governed by an independent Board of Directors. The District staff provides staff support and administers District operations.

The Public Cemetery District Law was established in 1909 by the California State Legislature. This legislation authorized public cemetery district creation, to assume burial grounds ownership and operation, and to provide interment services from fraternal, pioneer, religious, social and other organizations unable to maintain those cemeteries. Cemetery districts give communities the means to publicly finance cemetery operations, and to provide respectful and reasonably priced interment services, particularly in California’s rural or semi-rural areas. Public cemeteries are among the earliest and oldest public facilities in California and did not exist before the 1909 public cemetery district law was enacted.

There are more than 200 public cemetery districts in California, including eight districts (seven after consolidation) in Shasta County. Statewide, the number of cemetery districts ranks fourth, behind water, fire and community services districts.

Principal Act

Cemetery districts operate pursuant to California Health and Safety Code Division 8 specifically, the Public Cemetery District Law. The Pine Grove Cemetery District is governed by an elected, five-member board of trustees to fixed, four-year terms of office and is responsible for district operations.

Cemetery districts are independent special districts and are legally separate from the County. However, the County Board of Supervisors may assume responsibility of these districts if it is determined to be in the public interest.

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 determinations 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);
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.

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

Sphere of Influence Determinations

A SOI is a LAFCO-approved plan that designates an agency's probable physical boundary and 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. For a SOI update, LAFCO is required to conduct a MSR and adopt related determinations. It must also make the following SOI 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 within the existing sphere of influence (effective July 1, 2012).

Review Methods

The following information was considered in the development of this service review:

- Agency-specific data: responses to LAFCO Requests for Information from Cemetery Districts;
- Shasta County General Plan and Zoning data: Shasta County Planning Division GIS webpage;
- Demographic data: U.S. Census Bureau; Department of Finance; CA Water Resources Board;
- Finances: budgets, rates and fees; and
- Other Reports: status of other districts in the east county area.

Information gathered was analyzed and applied to make the required determinations. 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. Public agencies are required to evaluate the potential environmental effects of their actions. MSR's are statutorily exempt from CEQA pursuant to § 15262 (feasibility or planning studies) and categorically exempt pursuant to CEQA Guidelines § 15306 (information collection). CEQA requirements are applicable to SOI Updates. The CEQA lead agency for SOI Updates is most often LAFCO, unless an agency has initiated an SOI expansion or update.

PINE GROVE CEMETERY DISTRICT

Table 1: Pine Grove Cemetery District Agency Profile

Formation	
Agency Name	Pine Grove Cemetery District
Formation Date	July 1, 2017
Principal Act	Health & Safety Code, Sections 9000-9093
Contact	
Main Contact	
E-mail & Website	
District Office Address	
Phone	
Governance	
Governing Body	Board of Trustees
Board Meetings	Second Wednesday of every month at 4:00 PM.
Staffing	One fulltime manager and one part time employee
Services	
Services Provided	Burial Services and Memorial Garden Maintenance
Areas Served	The unincorporated areas of extreme northeast Shasta County and a portion of northwest Lassen County

District Overview

Pine Grove Cemetery District is organized as an independent special district under Cemetery District law (Government Code Section 9000-9093). The Pine Grove Cemetery District provides burial services and memorial garden maintenance within its boundaries. There are four cemeteries within the PGCD, they are: Pine Grove Cemetery, Dana Cemetery, Fall River Cemetery, and Winters Cemetery.

Formation

The Pine Grove Cemetery District was established on July 1, 2017 as a result a consolidation of two existing, adjacent cemetery districts. The original Pine Grove Cemetery District was formed in approximately 1886, however, documents pertaining to its formation were lost in a fire in the 1960s. The Fall River Mills Cemetery District was formed in 1937.

Boundary and Sphere of Influence

The current service area of PGCD is approximately 255,466 acres (399 sq. miles). The northern border of the district is adjacent to Siskiyou and Modoc counties and the eastern boarder straddles the Lassen and Shasta County line. With 31, 204 acres of the district existing in northwest Lassen County. See Figure 1.

Governance Structure

Pine Grove Cemetery District is governed by a five-member Board of Trustees. Candidates for the Board of Trustees are interviewed and voted on by a district board and the selected name goes to Shasta County for Board of Supervisors for approval.

Table 2 Board Members

Board Member	Term Expiration*
Arleen Earnest-President-	March 2021
Calvin Carpenter- Vice president	March 2021
Marlene Van Staavren	March 2021
Robert Dye	March 2021
Jerry Dunckel	March 2021

*in process of changing expiration dates maintain a staggered profile

Management and Staffing

Level and range of consolidated cemetery services to be provided to the territory.

- one fulltime manager and one part time employee to service needs at cemetery locations.
- One phone number/email address will be maintained for merged district.
- The combined districts will be known as the Pine Grove Cemetery District.
- All burial needs, and ground maintenance of facilities will be handled based on protocol of Pine Grove Cemetery policy and all equipment shared equally.
- Prices will be the same at both cemeteries; and a resident of newly formed district may choose to be buried at location of choice.

Figure 1

Other Service Providers

Fire District

Fire protection and emergency response services are provided to the consolidated District by County Service Area #1 - Shasta County Fire Department (SCFD), the McArthur Fire Protection District, and Fall River Mills Fire Protection District.

Community Service District

The Cemetery District is in the Fall River Valley CSD, which provides potable water services.

Resource Conservation District

PGCD is in the Fall River RCD which supports private and public landowners in the use and management of natural resources.

Present and Planned Land Uses

Existing Land Uses

The existing land uses in the district are primarily agriculture with areas of open space dispersed along the edges. There are several small communities located along Hwy 299, the main transportation artery to the area. There is one irrigation reservoir that provides water to the district.

General Plan, Zoning, and Policies

Pine Grove Cemetery District is located within the unincorporated area of the county and is therefore subject to the Shasta County General Plan and Zoning Regulations. . The current land use designations in the district are primarily a mix of Agricultural, Open Space, Commercial, Industrial, Limited Residential and Rural Residential.

Future Development Potential

The primary infrastructure needed for public cemetery districts is sufficient land available for cemetery purposes. Interment capacities vary according to the way the land is developed. If more niches are purchased, more capacity can generally be developed than if only plots are purchased. The decision as to the mix of plots and niches depends on burial practices. As the districts has interment capacity for many years, there are no plans purchase additional land.

Population and Growth

Based on United States Census Bureau 2010 census blocks and geospatial analysis, the estimated population for PGCD is 2,474. Future population estimates show growth in the unincorporated areas of Shasta County to be negligible. A 2016 DOF report notes a recent decrease of 0.5 percent in the County's unincorporated population between 2015 and 2016, indicating a future potential for population loss in unincorporated areas including PGCD. However, population estimates for the county still predict an increase of between zero and 0.5 percent through 2035.3 Using the 0.5 percent annual growth estimate and the 2010 population, the PGCD population could increase to 2,802 by the year 2035.

Disadvantaged Unincorporated Communities

LAFCO is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC)

is defined as any area with 12 or more registered voters where the annual median household income (MHI) is less than 80 percent of the statewide annual (MHI) (pursuant to Government Code Section 56033.5 and Water Code Section 79505.5). The MHI, as reported by the United States Census is \$61,818. Within a DUC, three basic services are evaluated: water, sewage, and fire protection. PGCD does not provide these services – domestic water is provided by either the Fall River Valley CSD or private wells. Wastewater service is not provided by a local service provider, the community relies upon individual private septic tanks for sewage disposal. As mentioned above, CSA #1, McArthur Fire Protection District, and Fall River Mills Fire Protection District Provide fire protection for PGCD.

Pine Grove Cemetery District is located in Shasta County Community Tracts 06089012701 and 06089012702. Both of which meet the definition of a Disadvantaged Community Tract. The combined average MHI for the Tracts is \$39,519, 64 percent of the state average, thereby qualifying the area as disadvantaged. Should territory in the surrounding area be evaluated for annexation in the future, disadvantaged communities in the area should be further considered.

District Service and Infrastructure

The Pine Grove Cemetery Districts provides burial services and memorial garden maintenance within its boundaries. There are four cemeteries within the PGCD, they are: Pine Grove Cemetery, Dana Cemetery, Fall River Cemetery, and Winters Cemetery. In total, the cemeteries accommodate approximately 18-31 interments per year, with the exception of Dana Cemetery, which has not provided new burial services as per a deed stipulation, since 1963. Pine Grove has an estimated capacity of 15 burials per year for the next 150 years, and the Fall River Mills has approximately 359 open plots which results in a capacity of approximately 6 burials per year for 59 years. Cremation is more commonly accepted today. If this trend continues, interment capacity for remaining land may be much higher than it is in older sections.

Financing Constraints and Opportunities

The primary revenue sources are service fees, and a share of the 1% property tax. Cemetery service fees come from plot sales, required endowment funds contributions, sale of vaults and liners, and interment (opening and closing graves) fees.

As a cemetery becomes full, the income from service fees declines, which can be a significant financial constraint as maintenance costs must be covered by property taxes and the endowment fund. This emphasizes the importance of carefully evaluating the fees charged for services, particularly the endowment fund fees.

Cost Avoidance Opportunities

Economies of scale in most organizations -- particularly small public entities -- are most readily apparent in management and administrative functions, where the marginal costs of adding additional responsibilities are not high. Most other economy of scale savings would arise from being able to afford specialized equipment to increase labor productivity. Capital factors involved in cemetery operations are typically not major. However, from a management and administrative perspective, these small cemetery operations are ideal candidates for the consolidation of managerial and administrative functions.

Governance Structure Options

No governance structure options are identified, due to small system size and distance from other systems offering similar service.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

This section addresses determinations as specified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56430). As part of the municipal service review process, LAFCO makes the following written determinations.

Growth and population projections for the affected area

Based on United States Census Bureau 2010 census blocks and geospatial analysis, the estimated population for PGCD is 2,474. Future population estimates show growth in the unincorporated areas of Shasta County to be negligible. Future population estimates show growth in the unincorporated areas of Shasta County to be negligible. Population estimates for the county still predict an increase of between zero and 0.5 percent through 2035.³ Using the 0.5 percent annual growth estimate and the 2010 population, the PGCD population could increase to 2,802 by the year 2035.

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

Pine Grove Cemetery District is located in Shasta County Community Tracts 06089012701 and 06089012702. Both of which meet the definition of a Disadvantaged Community Tract. The Tracts have a combined average MHI of \$39,519, which is 64 percent of the state average MHI, thereby qualifying the area as disadvantaged.

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 disadvantage unincorporated communities within or contiguous to the sphere of influence.

Current capacity of public facilities is determined to be sufficient at this time.

Financial ability of agencies to provide services

The cemetery district provides burial and memorial garden maintenance to the 4 cemeteries within the district. It is determined that PGCD is financially able to adequately provide these services.

Status of, and opportunities for, shared facilities

No opportunities for shared facilities have been identified. There is no known overlapping or duplication of services within the Cemetery Districts boundaries.

Accountability for community service needs, including governmental structure and operational efficiencies

PGCD is governed by a five-member Board of Trustees. Meetings are held the second Wednesday of the month and are open to the public. PGCD demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.

Any other matter related to effective or efficient service delivery, as required by commission policy
None beyond those listed above.

SPHERE OF INFLUENCE DETERMINATIONS

Shasta LAFCO makes the following written SOI determinations.

The present and planned land uses in the area, including agricultural and open-space lands.

The existing land uses in the district are primarily agriculture with areas of open space dispersed along the edges. There are several small communities located along Hwy 299, the main transportation artery to the area. There is one irrigation reservoir that provides water to the district.

The present and probable need for public facilities and services in the area.

The primary infrastructure needed for public cemetery districts is sufficient land available for cemetery purposes. As the district has interment capacity for many years, there are no plans purchase additional land.

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

Pine Grove has an estimated capacity of 15 burials per year for the next 150 years, and the Fall River Mills has approximately 359 open plots which results in a capacity of approximately 6 burials per year for 59 years. Cremation is more commonly accepted today. If this trend continues, interment capacity for remaining land may be much higher than it is in older sections. The present capacity of public facilities provided by the City appear to be adequate to serve current demand.

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The Fall River Valley provides for the daily local needs of the population within PGCD. The Cities of Anderson and Redding are approximately 70 miles away. They provide a major shopping and service industry hub for local residents in Shasta County.

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.

Communities located within PGCD and SOI are considered to be disadvantage unincorporated communities. There are no DUCs that should be considered for inclusion in the SOI.