

**PLUMAS
LOCAL AGENCY FORMATION COMMISSION
(LAFCO)**

**4 PARK AND RECREATION DISTRICTS
SPHERE OF INFLUENCE UPDATE
(SOI)**

- 1. ALMANOR RECREATION AND PARK DISTRICT
(ARPD)**
- 2. CENTRAL PLUMAS RECREATION AND PARK
DISTRICT (CPRPD)**
- 3. EASTERN PLUMAS RECREATION DISTRICT
(EPRD)**
- 4. INDIAN VALLEY PARK AND RECREATION
DISTRICT (IVPRD)**

**Adopted
August 14, 2017
Resolution 2017-0005**

TABLE OF CONTENTS

1	INTRODUCTION	1
2	ALMANOR RECREATION AND PARK DISTRICT (ARPD)	6
3	CENTRAL PLUMAS RECREATION AND PARK DISTRICT (CPRPD)	12
4	EASTERN PLUMAS RECREATION DISTRICT (EPRD)	20
5	INDIAN VALLEY PARK AND RECREATION DISTRICT (IVRPD)	30
	ABBREVIATIONS	35
	REFERENCES	36
	PREPARERS	36
	MAPS	37

1 INTRODUCTION

1.1 LAFCo's Responsibilities

This Sphere of Influence (SOI) Study has been prepared for the Plumas Local Agency Formation Commission (Plumas LAFCo). Local Agency Formation Commissions (LAFCos) are quasi-legislative local agencies created in 1963 to assist the State in encouraging the orderly development and formation of local agencies. This SOI Study consists of a review of the four recreation districts in Plumas County with regard to the boundary recommendations for recreation services. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.) is the statutory authority for the preparation of an MSR and periodic updates of the Sphere of Influence of each local agency.

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

1.2 Sphere of Influence Requirements

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

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 which the agency provides, or is authorized to provide
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency
5. Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

1.3 LAFCo Policies and Procedures Related to Spheres of Influence

Plumas LAFCo has adopted policies and procedures related to spheres of influence that are included as part of an overall Plumas LAFCo policy, standards and procedures document adopted on June 16, 2010.

Plumas LAFCo has discussed and considered the SOI process in open session, and has adopted a schedule notwithstanding budget appropriations for completing the various municipal service reviews and sphere of influence updates for Plumas County.

1.4 Description of Public Participation Process

Plumas LAFCo is authorized by the California Legislature and delegated powers as stated in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (the Act). LAFCo proceedings are subject to the provisions California's open meeting law, the Ralph M. Brown Act (Government Code Sections 54950 et seq.)

The Brown Act requires advance posting of meeting agendas and contains various other provisions designed to ensure that the public has adequate access to information regarding the proceedings of public boards and commissions. Plumas LAFCo complies with the requirements of the Brown Act.

1.5 Possible Approaches to the Sphere of Influence

LAFCo may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. Based on review of the guidelines of Plumas LAFCo as well as other LAFCOs in the State, various conceptual approaches have been identified from which to choose in designating an SOI. These seven approaches are explained below:

1) Coterminous Sphere:

A Coterminous Sphere means that the Sphere of Influence for a city or special district that is the same as its existing boundaries of the city or district.

2) Annexable Sphere:

A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside the district boundaries and inside the sphere of influence.

3) Detachable Sphere:

A sphere that is smaller than the agency's boundaries identifies areas the agency is expected to detach. The detachable area is the area within the agency bounds but not within its sphere of influence.

4) Zero Sphere:

A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.

5) Consolidated Sphere:

A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency. While one of the goals of LAFCO is to consider consolidation of districts, this is not possible or advisable for the four recreation districts considered in this report.

6) Limited Service Sphere:

A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services. Territory designated as a limited service SOI may be considered for annexation to the limited purpose agency without detachment from the multi-service provider.

This type of SOI is generally adopted when the following conditions exist:

- a) The limited service provider is providing adequate, cost effective and efficient services
- b) The multi-service agency is the most logical provider of the other services
- c) There is no feasible or logical SOI alternative
- d) Inclusion of the territory is in the best interests of local government organization and structure in the area

Government Code §56001 specifically recognizes that in rural areas it may be appropriate to establish limited purpose agencies to serve an area rather than a single service provider, if multiple limited purpose agencies are better able to provide efficient services to an area rather than one service district.

Moreover, Government Code Section §56425(i), governing sphere determinations, also authorizes a sphere for less than all of the services provided by a district by requiring a district affected by a sphere action to “establish the nature, location, and extent of any functions of classes of services provided by existing districts” recognizing that more than one district may serve an area and that a given district may provide less than its full range of services in an area.

7) Sphere Planning Area:

LAFCo may choose to designate a sphere planning area to signal that it anticipates expanding an agency’s SOI in the future to include territory not yet within its official SOI. There are no anticipated sphere planning areas within Plumas County at this time.

1.6 SOI Update Process

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, as necessary. In updating the SOI, LAFCo is required to conduct a Municipal Service Review (MSR) and adopt related determinations. This report identifies SOI determinations and recommends a SOI for the each of the four recreation districts.

LAFCo must notify affected agencies 21 days before holding a public hearing to consider the SOI and may not update the SOI until that hearing is closed. The LAFCo Executive Officer must issue a report including recommendations on the SOI amendment and update under consideration at least five days before the public hearing.

1.7 SOI Amendments and CEQA

LAFCo has the discretion to limit SOI updates to those that it may process without unnecessarily delaying the SOI update process or without requiring its funding agencies to bear the costs of environmental studies associated with SOI expansions. Any local agency or individual may file a request for an SOI amendment. The request must state the nature of and reasons for the proposed amendment, and provide a map depicting the proposal.

LAFCo may require the requester to pay a fee to cover LAFCo costs, including the costs of appropriate environmental review under CEQA. LAFCo may elect to serve as lead agency for such a review, may designate the proposing agency as lead agency, or both the local agency and LAFCo may serve as co-lead agencies for purposes of an SOI amendment.

Local agencies are encouraged to consult with LAFCo staff early in the process regarding the most appropriate approach for the particular SOI amendment under consideration.

Certain types of SOI amendments are likely exempt from CEQA review. Examples are SOI expansions that include territory already within the bounds or service area of an agency, SOI reductions, zero SOIs and coterminous SOI's. SOI expansions for limited purpose agencies that provide services (e.g., fire protection, levee protection, cemetery, and resource conservation) needed by both rural and urban areas are typically not considered growth-inducing and are likely exempt from CEQA. Similarly, SOI expansions for districts serving rural areas (e.g., irrigation water) are typically not considered growth inducing.

Remy et al. write:

*"In City of Agoura Hills v. Local Agency Formation Commission (2d Dist.1988) 198 Cal.App.3d480, 493-496 [243 Cal.Rptr.740] (City of Agoura Hills), the court held that a LAFCO's decision to approve a city's sphere of influence that in most respects was coterminous with the city's existing municipal boundaries was not a "project" because such action did not entail any potential effects on the physical environment."*¹

1.8 Recreation and Park Districts²

The principal act that governs these Districts is the Recreation and Park District Law.³ The principal act empowers Recreation and Park Districts to

- 1) *organize, promote, conduct, and advertise programs of community recreation, including, but not limited to, parks and open space, parking, transportation, and other related services that improve the community's quality of life,*

¹ Remy, Michael H., Tina A. Thomas, James G. Moose, Whitman F. Manley, Guide to CEQA, Solano Press Books, Point Arena, CA, February 2007, page 111.

² Plumas LAFCo, Lake Almanor Area Municipal Service Review, Adopted October 15, 2012, Prepared by Policy Consulting Associates, LLC, Page 46.

³ California Public Resources Code §5780-5791

- 2) *establish systems of recreation and recreation facilities, including, but not limited to, parks and open space, and*
- 3) *acquire, construct, improve, maintain, and operate recreation facilities, including, but not limited to, parks and open space, both inside and beyond the district's boundaries.*⁴

Districts must apply and obtain LAFCo approval to exercise latent powers, that is, those services authorized by the principal act but not provided by the district by the end of 2000.⁵

1.9 Disadvantaged Unincorporated Communities (DUCs)

SB 244 requires LAFCos to consider disadvantaged unincorporated communities when developing spheres of influence. Upon the next update of a sphere of influence on or after July 1, 2012, SB 244 requires LAFCo to include in an MSR (in preparation of a sphere of influence update):

- 1) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere; and
- 2) The 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 community within or contiguous to the sphere of influence.

In determining spheres of influence, SB 244 authorizes LAFCo to assess the feasibility of and recommend reorganization and consolidation of local agencies to further orderly development and improve the efficiency and affordability of infrastructure and service delivery. The US Census Bureau shows the following information regarding Plumas County:

US Census Data Plumas County⁶		
	Plumas County	California
Population April 1, 2010	20,007	37,254,503
Population Estimate July 1, 2015	18,409	39,144,818
Percent Change	-8.0%	5.1%
Median household income (in 2015 dollars), 2011-2015	\$47,333	\$61,818

Communities below 80% of the State Median Household Income, \$49,454, are considered disadvantaged. Thus, Plumas County could be considered disadvantaged because the median household income in Plumas County is \$47,333. The recreation districts do not supply sewer, water or structural fire protection services so no SOI Determinations are required.

⁴ California Public Resources Code §5786.

⁵ Government Code §56824.10.

⁶ US Census Bureau, <http://www.census.gov/quickfacts/table/INC110215/06063.06>, February 11, 2017

2 ALMANOR RECREATION AND PARK DISTRICT (ARPD)

2.1 Almanor Recreation and Park District Background

2.1.1 Almanor Recreation and Park District Location⁷

The Almanor Recreation and Park District (ARPD) is located entirely within Plumas County and the boundaries of the District are the same as the Seneca Healthcare District. The boundary area includes the communities of Chester, Lake Almanor Country Club, Hamilton Branch, Lake Almanor West, Prattville, and East Shore. The District boundaries encompass approximately 283 square miles. This area is also served by the Chester Cemetery District.

2.1.2 Almanor Recreation and Park District Communities

There are approximately 3,957 residents within the District, based on census tract population in the 2010 Census.⁸ It is estimated by the District that the population of the Lake Almanor Basin grows to over 20,000 during the summer season from a winter population of 5,000.⁹ The five communities within the Almanor Recreation and Park District will be discussed below; however, Chester is the largest community within the District.

A. Chester

Chester (formerly Big Meadows) is a census-designated-place (CDP) located on Lake Almanor, 30 miles north-northwest of Quincy. The town is located along State Route 36. The population was 2,144 at the 2010 census, down from 2,316 at the 2000 census. The community is served by the Chester Public Utility District and the Chester Fire Protection District.

The town was founded and named by two settlers, one from Chester, Vermont, and another from Chester, Missouri. The Chester post office opened in 1894 and moved in 1908.¹⁰ The primary industries in Chester are lumber manufacturing and tourism. Lake Almanor has developed as a vacation/tourist destination and Chester serves as the retail center for the area. Four of the Almanor basin's six gas stations are located in Chester, as well as the Almanor basin's only full-sized grocery store.

The 2010 Census reported that Chester had a population of 2,144. There were 943 households, out of which 249 had children under the age of 18 living in them, there were 288 households made up of individuals and 95 had someone living alone who was 65 years of age or older. The average household size was 2.26. There were 581 families (61.6% of all households); the average family size was 2.81.

⁷ Plumas LAFCo, Lake Almanor Area Municipal Service Review, Adopted October 15, 2012, Prepared by Policy Consulting Associates, LLC, Pages 46-47.

⁸ Census Tracts 5.01 and 5.02 in Plumas County.

⁹ www.senecahospital.org

¹⁰ Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Quill Driver Books. p. 364. [ISBN 9781884995149](https://www.amazon.com/dp/9781884995149).

The Chester population was spread out in age as follows:

AGE DISTRIBUTION CHESTER, CALIFORNIA 2010		
Under the age of 18	465 people	21.7%
Aged 18 to 24	154 people	7.1%
Aged 25 to 44	456 people	21.3%
Aged 45 to 64	758 people	35.4%
65 years of age or older	<u>311 people</u>	<u>14.5%</u>
TOTAL	2,144 people	100.0%

There were 1,237 housing units of which 568 were owner-occupied, and 375 were occupied by renters. This means there were 294 vacant housing units, most likely vacation homes.

Chester has two public schools, both part of the Plumas Unified School District, as follows:

Chester Elementary School, 158 Aspen St, Chester, CA 96020
 Phone: (530) 258-3194 E-Mail: <http://www.pcoe.k12.ca.us>

Chester Junior-Senior High School, 612 First St, Chester, CA 96020
 Phone: (530) 258-2126 E-Mail: <http://www.pcoe.k12.ca.us>

B. Hamilton Branch

Hamilton Branch is a census-designated place (CDP). The population was 587 at the 2000 census, but decreased to 537 in 2010. Hamilton Branch is located at on the south-east shore of Lake Almanor. The town has a total area of 1.1 square miles.

The 2010 US Census reported that 537 people lived in households 234 households, out of which 50 (21.4%) had children under the age of 18 living in them, 58 households (24.8%) were made up of individuals and 27 (11.5%) had someone living alone who was 65 years of age or older. The average household size was 2.29. There were 162 families (69.2% of all households); the average family size was 2.72.

The population was spread out in age as follows:

HAMILTON BRANCH AGE DISTRIBUTION 2010		
Under the age of 18	105 people	19.6%
Aged 18 to 24	27 people	5.0%
Aged 25 to 44	78 people	14.5%
Aged 45 to 64	187 people	34.8%
Were 65 years of age or older	<u>140 people</u>	<u>26.1%</u>
TOTAL	537 people	100.0%

There were 434 housing units of which 201 were owner-occupied, and 33 were occupied by renters. There were 446 people (83.1% of the population) living in owner-occupied housing units and 91 people (16.9%) living in rental housing units. It is assumed that the 200 vacant housing units were vacation homes.

Hamilton Branch has a Fire Protection District and a Community Services District which provides water service.

C. Lake Almanor Country Club Area

The Peninsula is the major east-side peninsula bisecting the Lake Almanor and is largely taken up by the Lake Almanor Country Club, the community of Almanor, and the more recent residential developments known as Bailey Creek and Foxwood. Water is supplied to the Lake Almanor Country Club by the Lake Almanor Country Club Mutual Water Company.

D. Lake Almanor West

According to Census 2000, the Lake Almanor West population was 329.¹¹ Based on census designated place population in the 2010 Census, there are 270 permanent residents within Lake Almanor West.¹² This shows that the full-time population has declined by about 18 percent over the last ten years. There are approximately 475 housing units within the Lake Almanor West Community Services District with only 28 percent of those units occupied full-time.¹³

E. Prattville

According to Census 2000, the Prattville population was 28.¹⁴ Based on census designated place population in the 2010 Census, there are 33 permanent residents within Prattville.¹⁵

2.1.3 Almanor Park and Recreation District Facilities and Services

A. History

An attempt to form Almanor Park and Recreation District was first made in 1988. The application for the new district was approved by LAFCo, but failed in a general election. In 1999, the second attempt was approved by both, the Commission and later by the voters. The District was formed to provide recreational opportunities and programs to residents of Almanor basin.¹⁶

B. Financial Operations

The District has no employees and is managed by the volunteer Board of Directors. The District's total revenues for FY 10-11 were \$17,164. Revenue sources included income from charges for services (96.5 percent), donations (three percent) and use of money and property (0.5 percent).

¹¹ Census designated place Lake Almanor West in Plumas County.

¹² Census designated place Lake Almanor West in Plumas County.

¹³ Plumas LAFCo, Municipal Service Review for Lake Almanor Region of Plumas County, October 2012, Page 229.

¹⁴ US Census Bureau, Census designated place Lake Almanor West in Plumas County.

¹⁵ US Census Bureau, Census designated place Lake Almanor West in Plumas County.

¹⁶ Plumas LAFCo, Lake Almanor Area Municipal Service Review, Adopted October 15, 2012, Prepared by Policy Consulting Associates, LLC, Page 46.

ARPD has been surviving on user fees and money from fundraisers. It was reported that revenues have been staying constant for the last few years. The largest revenue source is soccer fees.

The District is not supported by property taxes or a special assessment.¹⁷ ARPD charges district residents and non-residents equal fees. Truman Collins Multi-Use Park user fees are \$20 per day, \$100 per week, and \$200 per month. Soccer fees are \$30 per individual player or a maximum of \$70 per family. The District charges \$25 per runner for early registration and \$30 for later registration for the Fourth of July Fun Run.

The District's expenditures in FY 10-11 were \$17,623. Expenditures were composed of services and supplies (97 percent) and salaries and benefits (three percent). ARPD has minimal expenses since it is operated by volunteers.

The District has a financial reserve that was originally earmarked for a pool, which was ultimately not constructed because the District was unable to pass a tax measure to finance its maintenance. ARPD has \$43,905 in its reserve, \$4,095 out of which is restricted and will be returned to the funding sources since the pool was never built.¹⁸

C. Facilities

ARPD operates the Truman Collins Sports Complex—a soccer and baseball field, which is used for activities organized by the District and by other organizations, such as Little League and Chester Junior-High School. The complex is operated by ARPD and leased from the Collins Pine Company. The field was reported to be fairly new and in good condition; however, location and planning was slightly lacking at the time it was built. The complex is open daily during daylight hours as there are no lights on the field per the use agreement with Collins Pine Company.¹⁹

D. Services

ARPD contracts with Chester PUD for fire, EMS, water, and wastewater services. Chester PUD provides services to ARPD through an out-of-area service agreement (OASA).²⁰ An agreement was entered into by Chester PUD, Collins Pine Company and the Almanor Recreation and Park District in 2010 for a 20-year lease of property known as the Truman Collins Sports Complex on a 2.3-acre area needing water, wastewater and fire and EMS services provided by Chester PUD.

ARPD, through the Collins Pine Company, filed a Plumas LAFCo out-of-area service agreement (OASA) application for approval and Chester PUD has agreed to serve and provide the 2.3-acre sports complex area with domestic water and fire and EMS services and in the future with wastewater services.²¹

¹⁷ Plumas LAFCo, Lake Almanor Area Municipal Service Review, Adopted October 15, 2012, Prepared by Policy Consulting Associates, LLC, Page 53.

¹⁸ Plumas LAFCo, Lake Almanor Area Municipal Service Review, Adopted October 15, 2012, Prepared by Policy Consulting Associates, LLC, Page 54.

¹⁹ Plumas LAFCo, Lake Almanor Area Municipal Service Review, Adopted October 15, 2012, Prepared by Policy Consulting Associates, LLC, Page 53.

²⁰ Plumas LAFCo, 2010-OASA-001.

²¹ Plumas LAFCo, Lake Almanor Area Municipal Service Review, Adopted October 15, 2012, Prepared by Policy Consulting Associates, LLC, Page 53.

2.2 Almanor Recreation and Park District Sphere of Influence Determinations

The Sphere of Influence for the Almanor Recreation and Park District should remain the same as the District boundary. It is convenient that this area is the same as that for two other special districts and people are used to thinking of this area as a community.

2.2.1 SOI Determinations on Present and Planned Land Use for the Almanor Recreation and Park District

- 1-1] The estimated population served by ARPD is about 3,957 residents. The summer population goes up to about four times the number of permanent residents.
- 1-2] Over the past few years the District has experienced little or no growth in population. The demand for services has stayed fairly consistent.
- 1-3] Little or no growth in population and in service demand is expected within the District in the next few years.
- 1-4] There are two potential developments within the District, both of which are currently on hold.
- 1-5] The land use authority is Plumas County. The District should maintain contact with the Plumas County Planning Department regarding proposed developments.

2.2.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Almanor Recreation and Park District

- 2-1] The District's current facilities have the capacity to adequately serve existing demand.
- 2-2] Should any significant growth occur, the District will likely need to begin offering a higher level of service to address the residents' needs. Necessary enhancements may include hiring a qualified recreation professional to manage the District, fundraising and expanding recreational programs and facilities.
- 2-3] The District soccer storage shed was constructed in 2014.
- 2-4] ARPD plans for its capital improvements annually in the budget on an as-needed basis.

2.2.3 SOI Determinations on Public Facilities Present and Future Capacity for the Almanor Recreation and Park District

- 3-1] ARPD does not receive property tax or parcel assessment income; it is almost entirely supported by user fees revenue and some minor donations.

- 3-2] ARPD reports that its financing is adequate; however, the District has been forced to minimize expenditures (by relying entirely on volunteers) and capitalize on facility sharing and joint financing arrangements in order to stay within budget each year.
- 3-4] ARPD does not have any long-term debt.

2.2.4 SOI Determinations on Social or Economic Communities of Interest for the Almanor Recreation and Park District

- 4-1] Chester is the center of the Almanor Recreation and Park District and provides all community services including commercial retail stores, five churches, schools, a hospital, sewer, water, and fire protection.
- 4-2] Residents in outlying areas and visitors to the ARPD rely on services provided by the community of Chester.
- 4-3] The ARPD adds value to the land in the District by providing community events and recreational activities.

2.2.5 Present and probable need for public facilities and services of any Disadvantaged Unincorporated Communities within the existing Almanor Recreation and Park District Sphere of Influence

- 5-1] It is not necessary to make a determination on DUC status because the Almanor Recreation and Park District does not supply sewer, water or fire protection services.

3 CENTRAL PLUMAS RECREATION AND PARK DISTRICT (CPRD)

3.1 Central Plumas Recreation and Park District Background

3.1.1 Communities within CPRD

The Central Plumas Recreation and Park District includes the following communities:

1. Quincy
2. East Quincy
3. Greenhorn
4. Meadow Valley
5. Spanish Ranch
6. Paxton/Keddie
7. Spring Garden
8. Massack
9. Black Hawk

Each community will be described briefly below. Some demographic data is included to indicate the composition of the population as an indicator of the type of recreation services which may be needed.

A. Quincy

Quincy (formerly, Quinsy) is a census-designated place and the county seat of Plumas County. The population was 1,728 at the 2010 census, down from 1,879 at the 2000 census. Quincy started as a Gold Rush community just outside of Elizabethtown CA. Elizabethtown started in 1852 and slowly dissolved and moved a mile away into American Valley to form Quincy after 1858. Quincy is named after the City of Quincy, Illinois, named in turn after John Quincy Adams (1767 - 1848), the sixth president of the United States (1825 - 1829). The Quincy post office opened in 1855. James H. Bradley, one of the organizers of Plumas County, donated the land at Quincy for establishment of the county seat.²²

Quincy is noted as being the home of the High Sierra Music Festival since 1998, which celebrated its 22nd year in 2012. Quincy contains the Plumas County Museum, which houses Maidu Indian and Gold Rush artifacts as well as many other items.

The Census reported that 1,673 people lived in 798 households, out of which 183 (22.9%) had children under the age of 18 living in them, 314 households (39.3%) were made up of individuals and 93 (11.7%) had someone living alone who was 65 years of age or older. The average household size was 2.10. There were 413 families (51.8% of all households); the average family size was 2.77.

²² Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Quill Driver Books. p. 410. [ISBN 9781884995149](https://www.amazon.com/dp/9781884995149).

The population was spread out in age as follows;

QUINCY AGE DISTRIBUTION 2010		
Under the age of 18	341 people	19.7%
18 to 24	163 people	9.4%
25 to 44	350 people	20.3%
45 to 64	556 people	32.2%
65 years of age or older	<u>318 people</u>	<u>18.4%</u>
Total	1,728 people	100.0%

There were 872 housing units of which 388 (48.6%) were owner-occupied, and 410 (51.4%) were occupied by renters. The homeowner vacancy rate was 2.7%; the rental vacancy rate was 5.5%. There were 872 people (50.5% of the population) living in owner-occupied housing units and 801 people (46.4%) living in rental housing units.

B. East Quincy

East Quincy is a census-designated place (CDP). The population was 2,489 at the 2010 census, up from 2,398 at the 2000 census.

The Census reported that 2,451 people (98.5% of the population) lived in 1,081 households, out of which 299 (27.7%) had children under the age of 18 living in them, 333 households (30.8%) were made up of individuals and 102 (9.4%) had someone living alone who was 65 years of age or older.

The average household size was 2.27. There were 647 families (59.9% of all households); the average family size was 2.78.

The population was spread in age as follows:

EAST QUINCY AGE DISTRIBUTION 2010		
Under the age of 18	525 people	21.0%
Aged 18 to 24	261 people	10.5%
Aged 25 to 44	559 people	22.5%
Aged 45 to 64	796 people	32.0%
65 years of age or older	<u>348 people</u>	<u>14.0%</u>
Total	2489 people	100.0%

There were 1,170 housing units of which 665 (61.5%) were owner-occupied, and 416 (38.5%) were occupied by renters. The homeowner vacancy rate was 1.9%; the rental vacancy rate was 4.8%. There were 1,522 people (61.1% of the population) living in owner-occupied housing units and 929 people (37.3%) living in rental housing units.

C. Greenhorn

Greenhorn is a census-designated place (CDP) located 12.8 miles southeast of Quincy. The population was 236 at the 2010 census, up from 146 at the 2000 census

There were 106 households, out of which 23 had children under the age of 18 living in them, 33 households were made up of individuals and 9 had someone living alone who was 65 years of age or older. The average household size was 2.23. There were 64 families (60.4% of all households); the average family size was 2.81.

There were 140 housing units, of which 95 were owner-occupied, and 11 were occupied by renters. The homeowner vacancy rate was 6.9%; the rental vacancy rate was 8.3%. There were 211 people (89.4% of the population) living in owner-occupied housing units and 25 people (10.6%) living in rental housing units.

D. Meadow Valley

Meadow Valley is a census designated place (CDP) located eight miles west of Quincy. The population was 464 at the 2010 census, down from 575 at the 2000 census.

The Census reported that 464 people (100% of the population) lived in 231 households, out of which 41 (17.7%) had children under the age of 18 living in them, 82 households (35.5%) were made up of individuals and 39 (16.9%) had someone living alone who was 65 years of age or older. The average household size was 2.01. There were 127 families (55.0% of all households); the average family size was 2.62.

There were 304 housing units of which 171 (74.0%) were owner-occupied, and 60 (26.0%) were occupied by renters. The homeowner vacancy rate was 3.4%; the rental vacancy rate was 3.2%. 351 people (75.6% of the population) lived in owner-occupied housing units and 113 people (24.4%) lived in rental housing units.

E. Spanish Ranch

Spanish Ranch lies at an elevation of 3668 feet located 1.25 miles north-northeast of Meadow Valley. The place was established by two Mexicans in 1850, and it developed into a distribution center for the numerous mining camps nearby. The Spanish Ranch post office operated from 1861 to 1913. The site is now registered as California Historical Landmark #481.²³

²³ "[Spanish Ranch](#)". Office of Historic Preservation, California State Parks. Retrieved 2012-10-11.

F. Paxton/Keddie

Keddie is the location of the Keddie Wye, a railway cut through the mountains. A post office called Keddie was established in 1910, and remained in operation until 1966.²⁴ The community's name honors Arthur W. Keddie, a railroad surveyor.²⁵

Keddie is a census-designated place. The population was 66 at the 2010 census. The Census reported that there were 32 households, out of which 5 (15.6%) had children under the age of 18 living in them, 8 households (25.0%) were made up of individuals and 5 (15.6%) had someone living alone who was 65 years of age or older.

The average household size was 2.06. There were 19 families (59.4% of all households); the average family size was 2.47. There were 65 housing units of which 78.1% were owner-occupied and 21.9% were occupied by renters. The homeowner vacancy rate was 0%; the rental vacancy rate was 22.2%.

Paxton was once called Soda Bar.²⁶ A post office called Paxton was established in 1917, and remained in operation until 1952.²⁷ Paxton is a census-designated place (CDP) located 11 miles northwest of Quincy on State Highway 70. The population was 14 at the 2010 census, down from 21 at the 2000 census.

The Census reported that 14 people lived in 8 households, 6 households were made up of individuals and there were 2 families; the average family size was 3.50. The majority of the housing units were occupied by renters.

G. Spring Garden

Spring Garden is a census-designated place (CDP) ten miles southeast of Quincy. The population was 16 at the 2010 census, down from 55 at the 2000 census. There were 3 households made up of individuals and 6 families; the average family size was 2.17. The majority lived in owner-occupied housing units.

H. Massack

Massack is an unincorporated community at an elevation of 3642 feet. Massack is located on the Western Pacific Railroad, 3.5 miles northwest of Spring Garden. The Massack post office operated from 1917 to 1939, moving in 1937²⁸

I. Black Hawk

Black Hawk is an old mining area located south of Keddie along Black Hawk Creek.

²⁴ [Plumas County](#)". Jim Forte Postal History. Retrieved 1 November 2015

²⁵ [Over the Sierra](#)". Indian Valley Record. May 23, 1940. p. 6. Retrieved 1 November 2015

²⁶ [Over the Sierra](#)". Indian Valley Record. May 23, 1940. p. 6. Retrieved 1 November 2015

²⁷ [Plumas County](#)". Jim Forte Postal History. Retrieved 1 November 2015.

²⁸ Durham, David L. (1998). California's Geographic Names: A Gazetteer of Historic and Modern Names of the State. Clovis, Calif.: Word Dancer Press. p. 398. [ISBN 1-884995-14-4](#).

3.1.2 CPRD Facilities and Services

A. Central Plumas Recreation and Park District Overview

The Central Plumas Recreation and Park District was formed by a voter mandate in 1953. The District is dedicated to providing a wide variety of recreation and park opportunities to the residents of Quincy, Meadow Valley and the outlying areas located within its political boundaries.

The District is governed by a publicly elected Board of Directors that meets in open session on the fourth Tuesday of each month.

Funding for the District comes from a combination of sources including local property tax (60%), park and recreation activity fees (34%) and other miscellaneous sources (6%). The District is also very appreciative of tax deductible donations of property, vehicles or other endowments.

The District's regular staff is comprised of a General Manager, Recreation Coordinator, and an Administrative Secretary/Bookkeeper. The District also employs a host of part-time lifeguards, gym supervisors and maintenance workers each summer season.²⁹

B. Central Plumas Recreation and Park District Facilities³⁰

Pioneer Park

Located in East Quincy off Hwy 70 at Fairgrounds Road, Pioneer Park is home to the largest public swimming pool in Plumas County. The park also features a playground, volleyball court, horseshoe pits, bocce ball courts, individual picnic/BBQ facilities and a group BBQ pavilion that seats 80 individuals. The pavilion is ideal for parties, business outings, receptions and club or church events, and is fully accessible.

Pioneer Pool

Pioneer Pool is located at Pioneer Park in East Quincy. The pool is open Mondays through Fridays from 1:15 - 5:00 (public swim) and 5:00 - 7:00 (family swim) and Saturdays 1:15 - 5:00 mid-June through August for a wide variety of swim activities. Both private and group swim lessons are offered from levels 1 through 7 plus Parent/Tot and Basic Rescue classes. Two nine-day group lesson sessions are offered at separate times during the summer. Family swim passes may be purchased at a discounted rate of \$99. The Pioneer Pool is fully accessible.

Quincy Skate Park

Through strong collaboration between the Central Plumas Recreation and Park District, Quincy Rotary Club, County of Plumas, California Dept. of Parks and Recreation, the Tony Hawk Foundation, and countless local volunteers and donors, the new Quincy Skate Park was completed in the fall of 2003. The 11,000 square foot skate park features bowls, fun boxes, slopes, steps, rails, drop-offs, jumps and much more. The skate park is open to skate boards and in-line skates, only. Bicycles, scooters and

²⁹ Central Plumas Recreation and Park District, <http://cprpd.com/about-us.htm>, February 14, 2017.

³⁰ Central Plumas Recreation and Park District, <http://cprpd.com/facilities.htm>, February 14, 2017.

motorcycles are prohibited for safety reasons. Protective equipment including, a helmet, knee, wrist and elbow pads are required to be worn by skaters at all times. The skate park will be open seasonally, seven days per week, 9:00 A.M. until sunset.

Lowell Bader Park

Located in the community of Meadow Valley, six miles west down Bucks Lake Road from Quincy, Lowell Bader Park is the smallest and most rustic park in the system. The park features a tennis and basketball court, horseshoe pits, a playground for smaller children, individual and group picnic/BBQ facilities and a large play turf area. The group picnic/BBQ facility can be reserved for parties or other events.

Pioneer Sports Annex

In 2009, the Central Plumas Recreation and Park District acquired a three-acre parcel of undeveloped land adjacent to the Pioneer Park and Pool complex. The acquisition was the result of an opportunity purchase at approximately one third of the appraised value of the property.

One year later, in 2010, the District also acquired the adjoining one-acre parking area through the Federal Lands to Parks program. With that acquisition, at no cost to the District, there is deeded ingress and egress off Highway 70, as well as parking spaces for approximately 25-30 vehicles.

The Board of Directors and District staff conducted several public workshops in 2010 to determine the best use of the property. What came out of that public input process was a plan to eventually develop the site into a community athletic field that could accommodate future youth and adult soccer programs as well as other sports and recreation activities.

To date, no funding has been located or secured to facilitate the development of the Pioneer Sports Annex Facility.

Utilization of the Pioneer Sports Annex site currently is limited to short term camping for patrons of the High Sierra Music Festival during the fourth of July weekend.

The Recreation and Park District invites and welcomes tax deductible donations - large or small - toward the eventual completion of this most important project.

C. Central Plumas Recreation and Park District Financing³¹

The District's revenue for Fiscal Year 2013 was \$346,400. Revenue sources included property taxes (65%) income from charges for services (31%), other local income (3%) and State revenue (1%). The CPRPD charges district residents and non-residents equal fees.

³¹ Plumas LAFCo, Plumas County Indian Valley and Quincy Area Municipal Service Review, Final, Adopted June 8, 2015, Prepared by Policy Consulting Associates LLC, Page 105.

The District's expenditures in Fiscal Year 2013 were \$349,688. Expenditures were composed of salaries and wages (56%), services and supplies (27%) and benefits (16%). Expenditures exceeded revenues by \$3,288 in Fiscal Year 3013.

3.2 Central Plumas Recreation and Park District Sphere of Influence Determinations

The Sphere of Influence for the Central Plumas Recreation and Park District should remain the same as the present boundary. Although the District thinks the Greenville area should be part of the District this area is in the Indian Valley Recreation and Park District.

3.2.1 SOI Determinations on Present and Planned Land Use for the Central Plumas Recreation and Park District

- 1-1] The estimated population served by Central Plumas RPD is about 6,282 residents.
- 1-2] Over the past few years the District has experienced little or no growth in population. The demand for services has declined somewhat in particular programs.
- 1-3] Little or no growth in population and in service demand is expected within the District in the next few years.
- 1-4] There are no potential development planned within the District at this time.
- 1-5] The District should maintain contact with the Plumas County Planning Department to be aware of any planned changes in land use within the District.

3.2.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Central Plumas Recreation and Park District

- 2-1] The District's current facilities have the capacity to adequately serve existing demand.
- 2-2] The District identified the need to recondition the surface of the pool at Pioneer Park.
- 2-3] The Central Plumas RPD plans for capital improvements approximately every five years. The most recent identified improvement is the development of the Pioneer Sports Annex adjacent to Pioneer Park. To date there has been no funding allocated to this development.

3.2.3 SOI Determinations on Public Facilities Present and Future Capacity for the Central Plumas Recreation and Park District

- 3-1] CPRPD does receive property tax income, which is the most significant revenue stream for the District.
- 3-2] CPRPD reports that its financing is adequate; however, should any significant growth occur, the District will need to increase fees and/or look for new revenue sources in order to provide adequate service.
- 3-3] The District ad \$70,606 in long-term debt, consisting of compensated absences, at the end of FY 2013.

3.2.4 SOI Determinations on Social or Economic Communities of Interest for the Central Plumas Recreation and Park District

- 4-1] The communities of Quincy and East Quincy are the focus of the Central Plumas Recreation and Park District.
- 4-2] The CPRPD adds value to the community and coordinates recreational facilities with other institutions in the community such as Feather River Community College.
- 4-3] Quincy is a full service community including a hospital, numerous churches, Feather River Community College and businesses to serve both residents and visitors.

2.2.5 Present and probable need for public facilities and services of any Disadvantaged Unincorporated Communities within the existing Central Plumas Recreation and Park District Sphere of Influence

- 5-1] It is not necessary to make a determination on DUC status because the Central Plumas Recreation and Park District does not supply sewer, water or fire protection services.

4 EASTERN PLUMAS RECREATION DISTRICT (EPRD)

4.1 Eastern Plumas Recreation District Background

4.1.1 Location of Eastern Plumas Recreation District³²

EPRD is located in the eastern part of Plumas County. It borders Sierra County in the south, Lassen County in the east and north, and Cromberg, Greenhorn and National Forest in the west. The incorporated territory of the City of Portola, as it existed at the end of 2003, is excluded from the District.³³

The City's territory was excluded in the formation resolution, and two subsequent annexations (2003) to the City were processed with applicable detachments from EPRD; however, it appears that city annexations that were processed after 2003 did not result in detachments from the District. EPRD is entirely within Plumas County.

The initial boundaries of the District were the same as they existed for Eastern Plumas Healthcare District on August 15, 2000, excluding the legal boundaries of the City of Portola. The District's boundaries encompass approximately 541,946 acres or 847 square miles.

Since formation, there have been two detachments from the District—North Joy Parcels and Teanna Ranch. Both detachments took place in 2003; the territory was detached from both EPRD and Eastern Plumas Rural Fire Protection District, and simultaneously annexed by the City of Portola. The Community of Cromberg, is located between the Central Plumas and Eastern Plumas Park and Recreation Districts and not located in either district.

4.1.2 City of Portola

Although the City of Portola is excluded from the Eastern Plumas Recreation District for the most part the City will be briefly described below because the City residents are the majority of the population within the area.

Portola is the only incorporated city in Plumas County. Portola is located on the Middle Fork of the Feather River, and was named after Spanish explorer Gaspar de Portola` despite his never having actually explored the surrounding area. The place name is generally mispronounced, with stress on the middle syllable, thus ignoring the accent mark in its namesake's surname.

Portola is a crew change site on the Union Pacific Railroad Feather River Route over the Sierra Nevada Mountains. The city is also home to the Western Pacific Railroad Museum (formerly Portola Railroad Museum), one of the largest railroad museums in the Western US.³⁴ The museum is famous for its "Run a Locomotive" program, where the public can participate in a "fantasy experience" program allowing them to run a railroad locomotive on the museum grounds.

³² Plumas LAFCo, Eastern Plumas Municipal Service Review Final, Adopted October 3, 2011, Prepared by Policy Consulting Associates LLC, Page 155.

³³ Plumas LAFCo Resolution 2001-006.

³⁴ City of Portola, <http://www.ci.portola.ca.us/portola-railroad-museum.html>, February 21, 2017.

The population was 2,104 at the 2010 census, down from 2,227 at the 2000 census. The 2010 Census reported that 2,080 people lived in 887 households, out of which 278 (31.3%) had children under the age of 18 living in them, 286 households (32.2%) were made up of individuals and 113 (12.7%) had someone living alone who was 65 years of age or older. The average household size was 2.34. There were 545 families (61.4% of all households); the average family size was 2.92.

The population was spread out in age as follows:

CITY OF PORTOLA AGE DISTRIBUTION 2010

Under age 18	502 people	23.9%
Aged 18 to 24	198 people	9.4%
Aged 25 to 44	462 people	22.0%
Aged 45 to 64	638 people	30.3%
65 years of age or older	<u>304 people</u>	<u>14.4%</u>
TOTAL	2,104 people	100.0%

There were 1,134 housing units of which 482 (54.3%) were owner-occupied, and 405 (45.7%) were occupied by renters. The homeowner vacancy rate was 6.8%; the rental vacancy rate was 21.0%. There were 1,156 people (54.9% of the population) living in owner-occupied housing units and 924 people (43.9%) living in rental housing units.

4.1.3 Communities within Eastern Plumas Recreation District

The following small communities are located within the Eastern Plumas Recreation District:

1. Chilcoot,
2. Beckwourth
3. Lake Davis
4. Delleker
5. Iron Horse
6. Whitehawk Ranch
7. Valley Ranch
8. Clio
9. Gold Mountain
10. Mohawk Vista
11. C-Road
12. Blairsden
13. Graeagle
14. Johnsville
15. Plumas Eureka

A. Chilcoot

Chilcoot is an unincorporated community at an elevation of 5,013 feet. Chilcoot is located 17 miles east of Portola. The Chilcoot post office opened in 1898, was moved into Lassen County in 1909, and moved back into Plumas County in 1910. Chilcoot may be a Shawnee Language name.

For census purposes, Chilcoot is included in the census-designated place (CDP) of Chilcoot-Vinton because the communities area only two miles apart. The 2010 US Census reported that Chilcoot-Vinton had a population of 454 in increase from 387 in 2000.

The 2010 Census reported that 454 people 196 households, out of which 49 (25.0%) had children under the age of 18 living in them, 64 households (32.7%) were made up of individuals and 28 (14.3%) had someone living alone who was 65 years of age or older. The average household size was 2.32. There were 123 families (62.8% of all households); the average family size was 2.93.

There were 248 housing units of which 153 (78.1%) were owner-occupied, and 43 (21.9%) were occupied by renters. The majority of the people lived in rental housing units.

B. Beckwourth

Beckwourth (formerly, Beckwith and Beekwith) is a census-designated place (CDP). Beckwourth is located on the Middle Fork of the Feather River 5 miles east of Portola. The community was named for James P. Beckwourth, an explorer who discovered Beckwourth Pass in 1851. The Beckwith post office opened in 1870 and changed its name to Beckwourth in 1932. The population was 432 at the 2010 census, up from 342 at the 2000 census.

The Census reported that 432 people lived in 196 households, out of which 41 (20.9%) had children under the age of 18 living in them, 53 households (27.0%) were made up of individuals and 15 (7.7%) had someone living alone who was 65 years of age or older. The average household size was 2.20. There were 131 families, the average family size was 2.64.

There were 342 housing units of which 169 were owner-occupied, and 27 were occupied by renters. The homeowner vacancy rate was 8.6%; the rental vacancy rate was 0%. There were 363 people living in owner-occupied housing units and 69 people living in rental housing units.

C. Lake Davis

Lake Davis is a census-designated place just downstream from the Grizzly Valley Dam, which impounds Lake Davis. The community is eight miles north of Portola. The population was 23 at the 2000 census and increased to 45 in 2010.

The Census reported that 45 people lived in 23 households, out of which 2 (8.7%) had children under the age of 18 living in them, 5 households (21.7%) were made up of individuals and 3 (13.0%) had someone living alone who was 65 years of age or older. The average household size was 1.96. There were 17 families and the average family size was 2.24.

There were 155 housing units of which 23 (100%) were owner-occupied, and 0 were occupied by renters. It is assumed that the 132 vacant housing units are vacation rentals.

D. Delleker

Delleker is a census-designated place (CDP) two miles west of Portola. The population was 705 at the 2010 census, up from 674 at the 2000 census

There were 267 households, out of which 103 had children under the age of 18 living in them, 67 households were made up of individuals and 22 had someone living alone who was 65 years of age or older. The average household size was 2.64. There were 178 families (66.7% of all households); the average family size was 3.22.

The population of Delleker was spread in age as follows:

DELLEKER 2010 AGE DISTRIBUTION		
Under the age of 18	199 people	28.2%
Aged 18 to 24	51 people	7.2%
Aged 25 to 44	181 people	25.7%
Aged 45 to 64	194 people	27.6%
65 years of age or older	<u>80 people</u>	<u>11.3%</u>
TOTAL	705 people	100.0%

There were 330 housing units of which 188 (70.4%) were owner-occupied, and 79 (29.6%) were occupied by renters. The homeowner vacancy rate was 5.5%; the rental vacancy rate was 6.9%. 474 people (67.2% of the population) lived in owner-occupied housing units and 231 people (32.8%) lived in rental housing units.

E. Iron Horse

Iron Horse is a census-designated place (CDP) three miles southwest of Portola. The population was 297 at the 2010 census, down from 321 at the 2000 census. There were 126 households, out of which 30 (23.8%) had children under the age of 18 living in them 26 households (20.6%) were made up of individuals and 7 (5.6%) had someone living alone who was 65 years of age or older. The average household size was 2.36. There were 88 families, the average family size was 2.75.

There were 168 housing units of which 101 (80.2%) were owner-occupied, and 25 (19.8%) were occupied by renters. The homeowner vacancy rate was 7.3%; the rental vacancy rate was 16.7%. There were 242 people (81.5% of the population) living in owner-occupied housing units and 55 people (18.5%) living in rental housing units.

F. Whitehawk Ranch Golf Club

The Whitehawk Ranch Golf Club, seventeen miles southwest of Portola, has a Home Owners Association, a Community Services District and a Mutual Water Company to provide services to the seasonal residents of this recreation community.³⁵

G. Valley Ranch

Valley Ranch is a census-designated place fifteen miles south of Portola. The population was 109 at the 2010 census, up from 92 at the 2000 census.

There were 58 households, out of which 5 (8.6%) had children under the age of 18 living in them, 11 households (19.0%) were made up of individuals and 4 (6.9%) had someone living alone who was 65 years of age or older. The average household size was 1.88. There were 43 families (74.1% of all households); the average family size was 2.09.

There were 82 housing units of which 54 (93.1%) were owner-occupied, and 4 (6.9%) were occupied by renters. The homeowner vacancy rate was 0%; the rental vacancy rate was 33.3%. There were 104 people (95.4% of the population) living in owner-occupied housing units and 5 people (4.6%) living in rental housing units.

H. Clio

Clio (formerly, Wash) is a census-designated place fourteen miles southwest of Portola. The population was 66 at the 2010 census, down from 90 at the 2000 census.

The Census reported that 66 people lived in 39 households, out of which 4 had children under the age of 18 living in them, 21 households were made up of individuals and 10 had someone living alone who was 65 years of age or older. The average household size was 1.69. There were 16 families (41.0% of all households); the average family size was 2.56.

There were 60 housing units of which 33 were owner-occupied, and 6 were occupied by renters. The homeowner vacancy rate was 8.3%; the rental vacancy rate was 0%. 60 people (90.9% of the population) lived in owner-occupied housing units and 6 people (9.1%) lived in rental housing units.

³⁵ Whitehawk Ranch, <http://whitehawkranch.org/>, February 21, 2017.

I. Gold Mountain

The major service provider in Gold Mountain is the Gold Mountain Community Services District (CSD), which is located in the eastern part of Plumas County, about three miles west of the City of Portola. The District borders the Feather River in the west, the Eastern Plumas Rural Fire Dept in the north, and the Plumas National Forest in the east and south.

The community of Gold Mountain is primarily residential with 427 lots designated for 401 single-family homes and 26 villas that could accommodate 70 time share units. The District currently has 88 residential structures with an estimated population of 167. According to the State Department of Finance, the average annual population growth in Plumas County is anticipated to be approximately 0.5 percent. Based on these projections, Gold Mountain's population would increase from 167 in 2010 to approximately 176 in 2020. Accordingly, the Gold Mountain CSD anticipates growth in population and similarly in service demand within the District in the next few years. District planning documents assume build-out of the subdivision by 2039 with a growth rate of 5.7 percent annually.

J. Mohawk Vista

Mohawk Vista located seven miles southwest of Portola is a census-designated place. The population was 159 at the 2010 census, up from 121 at the 2000 census.

There were 74 households, out of which 9 had children under the age of 18 living in them, 19 households were made up of individuals and 10 had someone living alone who was 65 years of age or older. The average household size was 2.15. There were 48 families (64.9% of all households); the average family size was 2.48.

There were 102 housing units of which 62 (83.8%) were owner-occupied, and 12 (16.2%) were occupied by renters. The homeowner vacancy rate was 3.1%; the rental vacancy rate was 14.3%. There were 138 people (86.8% of the population) living in owner-occupied housing units and 21 people (13.2%) living in rental housing units.

K. C-Road

C-Road located south of Highway 70, east of Graeagle. C-Road is a census-designated place (CDP). The population was 150 at the 2010 census, down from 152 at the 2000 census.

There were 73 households, out of which 11 had children under the age of 18 living in them, 17 households were made up of individuals and 4 had someone living alone who was 65 years of age or older. The average household size was 2.05. There were 54 families (74.0% of all households); the average family size was 2.37.

There were 102 housing units of which 65 (89.0%) were owner-occupied, and 8 (11.0%) were occupied by renters. The homeowner vacancy rate was 3.0%; the rental vacancy

rate was 0%. There were 131 people (87.3% of the population) living in owner-occupied housing units.

L. Blairsden

The Blairsden post office opened in 1913. The name honors James A. Blair, a financier of the Western Pacific Railroad.³⁶ Blairsden is a census-designated place (CDP) located ten miles west of Portola. The population was 39 at the 2010 census, down from 50 at the 2000 census

There were 22 households, out of which 2 had children under the age of 18 living in them, 9 households were made up of individuals and 3 had someone living alone who was 65 years of age or older. The average household size was 1.77. There were 11 families (50.0% of all households); the average family size was 2.36.

There were 34 housing of which 9 (40.9%) were owner-occupied, and 13 (59.1%) were occupied by renters. The homeowner vacancy rate was 0%; the rental vacancy rate was 13.3%. 16 people (41.0% of the population) lived in owner-occupied housing units and 23 people (59.0%) lived in rental housing units.

M. Graeagle

The town of Graeagle was founded in 1916 as a lumber town and established a post office in 1919 with the name of Davies Mill. It was named Graeagle after a naming contest to select a better name than "Davies' Mill;" the winning entry contracted "Grey Eagle Creek" to Graeagle. This name may have some connection with Edward D Baker, the "Gray Eagle of Republicanism," who was in the mining region in 1856 while stumping the state for Frémont.

Graeagle Lumber Company was owned by the California Fruit Exchange and employed hundreds in logging, lumber production and to manufacture box shook (boxes for picking and shipping fruit and vegetables) from the 1920s to the 1950s. Modernization closed the mill in 1956, the box factory in 1957 and the town was acquired by the West family in 1959

Graeagle is a census-designated place (CDP) located about eleven miles west of Portola. The population was 737 at the 2010 Census, down from 831 at the 2000 Census.

There were 392 households, out of which 41 had children under the age of 18 living in them, 128 households were made up of individuals and 85 had someone living alone who was 65 years of age or older. The average household size was 1.88. There were 247 families (63.0% of all households); the average family size was 2.30.

The population was spread out in age as follows:

GRAEAGLE AGE DISTRIBUTION 2010		
Under the age of 18	70 people	9.5%

³⁶ Durham, David L. (1998). California's Geographic Names: A Gazetteer of Historic and Modern Names of the State. Clovis, Calif.: Word Dancer Press. p. 358. [ISBN 1-884995-14-4](https://www.amazon.com/dp/1884995144).

Aged 18 to 24	20 people	2.7%
Aged 25 to 44	61 people	8.3%
Aged 45 to 64	269 people	36.5%
65 years of age or older	<u>317 people</u>	<u>43.0%</u>
TOTAL	737 people	100.00%

There were 904 housing units of which 330 (84.2%) were owner-occupied, and 62 (15.8%) were occupied by renters. The homeowner vacancy rate was 6.8%; the rental vacancy rate was 28.1%. There were 603 people (81.8% of the population) living in owner-occupied housing units and 134 people (18.2%) living in rental housing units.

N. Johnsville

Johnsville is next to Plumas Eureka State Park near Graeagle fifteen miles west of Portola. Johnsville is a census-designated place (CDP). The population was 20 at the 2010 census, down from 21 at the 2000 census. There were 11 households, 3 households were made up of individuals and 8 were families. The average family size was 2.13. There were 103 housing units of which only 11 were occupied. The majority of the population lived in owner-occupied units.

O. Plumas Eureka

Plumas Eureka is a census-designated place (CDP) twelve miles west of Portola. The population was 320 at the 2000 census, increasing to 339 in 2010.

There were 167 households, out of which 19 (11.4%) had children under the age of 18 living in them, 42 households (25.1%) were made up of individuals and 26 (15.6%) had someone living alone who was 65 years of age or older. The average household size was 2.03. There were 113 families (67.7% of all households); the average family size was 2.38.

There were 523 housing units of which 136 (81.4%) were owner-occupied, and 31 (18.6%) were occupied by renters. The homeowner vacancy rate was 13.8%; the rental vacancy rate was 50.0%. 267 people (78.8% of the population) lived in owner-occupied housing units and 72 people (21.2%) lived in rental housing units.

4.1.5 East Plumas Recreation District Services

EPRD provides recreational opportunities by making funding available to recreational facilities and programs. Staffing The District has no staff. It is run by a volunteer Board of Directors.³⁷

The District owns a 5-acre parcel in Chilcoot which it purchased with Prop 40 monies. The district donates money to the following facilities and entities:

- City of Portola swimming pool;
- Benches and shade in the City of Portola;

³⁷ Plumas LAFCo, Eastern Plumas Municipal Service Review Final, Adopted October 3, 2011, Prepared by Policy Consulting Associates LLC, Page 161.

- Little league;
- Plumas Ski Club; and
- Plumas Corporation – the nonprofit economic development entity.

The current primary project for EPRD is the opening of a ski hill. The District, in cooperation with Plumas Corporation and Plumas Ski Club, is working towards signing a full operating agreement with the State for the ski hill, and raising money for the development of the slope.

The District operates purely as a financing mechanism for projects and programs managed by other agencies, by providing a conduit service for other agencies who wish to apply for and obtain funding from bond and grant initiatives, by applying for and distributing funds to partner agencies, and providing donations to support recreational activities. At present, the District has limited financing to be used for this purpose. In order to improve the District's level of service, EPRD is searching for additional revenue sources. If this fails, the District will consider dissolution, as effective programming and capital improvements cannot be adequately financed with the District's existing budget.

4.2 Eastern Plumas Recreation District Sphere of Influence Determinations

The District Sphere of Influence should be the same as the District Boundary, excluding the City of Portola. The District provides services to the City of Portola but has an MOU with the City for this cooperative effort.

4.2.1 SOI Determinations on Present and Planned Land Use for the Eastern Plumas Recreation District

- 1-1] There are approximately 4,242 residents within the District, based on census tract population in the 2000 census. The City of Portola, not in the District, includes 2,080 residents.
- 1-2] Designated land uses within the District are primarily wildland and agricultural with some residential, suburban and recreational uses around the communities of Chilcoat, Beckwourth, Lake Davis, Gold Mountain, Delleker, Iron Horse, Whitehawk Ranch, Valley Ranch, Clio, Mohawk Vista, C-Road, Blairsden, Graeagle, Johnsville and Plumas Eureka.
- 1-3] The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.
- 1-4] The District should maintain contact with the Plumas County Planning Department to be aware of any changes to the General Plan and zoning and any new developments.

4.2.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Eastern Plumas Recreation District

- 2-1] The District does not own or operate any facilities. It donates money to the following facilities and entities:
 - City of Portola swimming pool;
 - Benches and shade in the City of Portola;
 - Little league;
 - Plumas Ski Club; and
 - Plumas Corporation – the nonprofit economic development entity.
- 2-1] The current primary project for EPRD is the opening of a ski hill. The District, in cooperation with Plumas Corporation and Plumas Ski Club, is working towards signing a full operating agreement with the State for the ski hill, and raising money for the development of the slope.

4.2.3 SOI Determinations on Public Facilities Present and Future Capacity for the Eastern Plumas Recreation District

3-1] EPRD reports that current financing levels are inadequate to deliver services.³⁸

4.2.4 SOI Determinations on Social or Economic Communities of Interest for the Eastern Plumas Recreation District

4-1] The City of Portola is the social and economic center of the District and provides for most services including churches, schools and a small hospital.

4.2.5 Present and probable need for public facilities and services of any Disadvantaged Unincorporated Communities within the existing Recreation District Sphere of Influence

5-1] It is not necessary to make a determination on DUC status because the Eastern Plumas Recreation District does not supply sewer, water or fire protection services.

³⁸ Plumas LAFCo, Eastern Plumas Municipal Service Review Final, Adopted October 3, 2011, Prepared by Policy Consulting Associates LLC, Page 163.

5 INDIAN VALLEY RECREATION AND PARK DISTRICT (IVRPD)

5.1 Indian Valley Recreation and Park District Background

5.1.1 Indian Valley Recreation and Park District Overview

The Indian Valley Recreation and Park District was formed in 1965 as an independent special district to promote recreation and provide facilities for recreational activities in the Indian Valley area. In 1976, Plumas LAFCo approved the dissolution of the District but the process was never completed and the District remains in existence.³⁹

5.5.2 Communities within Indian Valley Recreation and Park District

The Indian Valley Recreation and Park District includes the communities of Crescent Mills, Greenville, Indian Falls, Paxton, and Taylorsville. Each community will be briefly described below. Greenville is the largest community in the District.

A. Crescent Mills

Crescent Mills (formerly, Crescent City and Crescent) is a census-designated place (CDP) located 3.5 miles southeast of Greenville. There is a Fire Protection District in Crescent Mills. The population was 196 at the 2010 census, down from 258 at the 2000 census.

The 2010 US Census reported that in Crescent Mills 196 people lived in 93 households, out of which 21 had children under the age of 18 living in them, 35 households were made up of individuals and 11 had someone living alone who was 65 years of age or older. The average household size was 2.11. There were 54 families (58.1% of all households); the average family size was 2.65.

In Crescent Mills there were 115 housing units of which 64 (68.8%) were owner-occupied, and 29 (31.2%) were occupied by renters. The homeowner vacancy rate was 5.9%; the rental vacancy rate was 9.1%. There were 140 people (71.4% of the population) living in owner-occupied housing units and 56 people (28.6%) living in rental housing units.

B. Greenville

Greenville is a census-designated place (CDP), on the north-west side of Indian Valley. The population was 1,129 at the 2010 census, down from 1,160 at the 2000 census.

The Census reported that 1,129 people (100% of the population) lived in households, 0 (0%) lived in non-institutionalized group quarters, and 0 (0%) were institutionalized. There were 496 households, out of which 139 (28.0%) had children under the age of 18 living in them, 171 households (34.5%) were made up of individuals and 67 (13.5%) had someone living alone who was 65 years of age or older. The average household size was 2.28. There were 283 families (57.1% of all households); the average family size was 2.91.

³⁹ Plumas LAFCo, Plumas County Indian Valley and Quincy Area Municipal Service Review, Final, Adopted June 8, 2015. Prepared by Policy Consulting Associates, LLC. Page 68.

The population was spread out in age as follows:

GREENVILLE AGE DISTRIBUTION 2010		
Under the age of 18	256 people	22.7%
18 to 24	78 people	6.9%
25 to 44	227 people	20.1%
45 to 64	378 people	33.5%
65 years of age or older	<u>190 people</u>	<u>16.8%</u>
TOTAL		

The median age was 45.4 years. For every 100 females there were 97.4 males. For every 100 females age 18 and over, there were 95.3 males.

There were 613 housing units of which 251 (50.6%) were owner-occupied, and 245 (49.4%) were occupied by renters. The homeowner vacancy rate was 4.9%; the rental vacancy rate was 9.2%. There were 583 people (51.6% of the population) living in owner-occupied housing units and 546 people (48.4%) living in rental housing units.

C. Indian Falls

Indian Falls is a census-designated place (CDP). The Indian Valley Community Services District (IVCSD) provides retail water, fire protection, emergency medical, street lighting, park and recreation, and wastewater collection and treatment services. Additionally, the District provides contract general manager services to the Indian Valley Ambulance Service Association through a Joint Powers Agreement.

IVCSD was formed in 1993⁴⁰ after a reorganization of Greenville Community Services District, Taylorsville Fire Protection District and Taylorsville County Service Area into a single district. The District continued providing services that were offered by its predecessor agencies.

The population was 54 at the 2010 census, up from 37 at the 2000 census.

The 2010 US Census reported that in Indian Falls; 54 people lived in 24 households, out of which 7 (29.2%) had children under the age of 18 living in them, 6 households (25.0%) were made up of individuals and 1 (4.2%) had someone living alone who was 65 years of age or older. The average household size was 2.25. There were 17 families (70.8% of all households); the average family size was 2.65.

There were 33 housing units of which 22 (91.7%) were owner-occupied, and 2 (8.3%) were occupied by renters. The homeowner vacancy rate was 0%; the rental vacancy rate was 0%. There were 51 people (94.4% of the population) living in owner-occupied

⁴⁰ Plumas LAFCO Resolution 93-1.

D. Paxton

Paxton is a census-designated place (CDP). Paxton was once called Soda Bar. A post office called Paxton was established in 1917, and remained in operation until 1952.

The population was 14 at the 2010 census, down from 21 at the 2000 census.

The Census reported that 14 people (100% of the population) lived in households, 0 (0%) lived in non-institutionalized group quarters, and 0 (0%) were institutionalized.

There were 8 households, out of which 1 had children under the age of 18 living in them 6 households were made up of individuals and 1 had someone living alone who was 65 years of age or older. The average household size was 1.75. There were 2 families (25.0% of all households); the average family size was 3.50.

There were 14 housing units at an average density of 42.0 per square mile (16.2/km²), of which 1 (12.5%) were owner-occupied, and 7 (87.5%) were occupied by renters. The homeowner vacancy rate was 0%; the rental vacancy rate was 30.0%. 6 people (42.9% of the population) lived in owner-occupied housing units and 8 people (57.1%) lived in rental housing units.

E. Taylorsville

Taylorsville is a census-designated place (CDP). The Taylorsville area includes the North Arm Valley and the small community of Genesee. The population was 140 at the 2010 Census, down from 154 at the 2000 Census.

The 2010 US Census reported that in Taylorsville, 140 people lived in 71 households, out of which 12 (16.9%) had children under the age of 18 living in them, 30 households (42.3%) were made up of individuals and 8 (11.3%) had someone living alone who was 65 years of age or older. The average household size was 1.97. There were 37 families (52.1% of all households); the average family size was 2.62.

There were 88 housing units of which 50 (70.4%) were owner-occupied, and 21 (29.6%) were occupied by renters. The homeowner vacancy rate was 0%; the rental vacancy rate was 4.5%. There were 92 people (65.7% of the population) living in owner-occupied housing units and 48 people (34.3%) living in rental housing units.

5.5.3 Indian Valley Recreation and Park District Facilities and Finances

The Indian Valley Recreation and Park District has a five member elected Board of Directors and employs a part-time administrator who spends about 16 hours weekly on District management and reports to the Chair of the Board of Directors. The administrator is responsible for day-to-day operations including facilities, rentals, maintenance, advertising and website and social media updates, as well as finances including deposits, bill claims and receipts and the monthly financial report. The administrator also coordinates volunteers.

The District manages the funds through the County Auditor and submits reports to the State Controller. The District does not appear to have regular budgets and audits.

5.2 Indian Valley Recreation and Park District Sphere of Influence Determinations

Plumas LAFCo adopted a zero SOI for the IVRPD on November 10, 1976⁴¹ However, the District does have a function and it would be appropriate to establish a Sphere that is the same as the District Boundary.

5.2.1 SOI Determinations on Present and Planned Land Use for the Indian Valley Recreation and Park District

- 1-1] As of 2010, the population within Indian Valley Recreation and Park District was 2,601.⁴²
- 1-2] There has been no recent growth in the District.
- 1-3] The District should maintain contact with the Plumas County Planning Department to be informed of any proposed land use changes or developments.

5.2.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Indian Valley Recreation and Park District

- 2-1] The Indian Valley Recreation and Park District reported that service options have increased since the opening of a new Recreation Center in Greenville in 2010.⁴³
- 2-2] In 2012, the IVRPD signed a memorandum of understanding (MOU) with a Volunteer Committee to manage the Indian Valley Community Pool in Taylorsville. The Volunteer Committee pays the District to process the bills and insurance.⁴⁴
- 2-3] The Indian Valley Recreation and Park District participates in extensive facility sharing practices through agreements with other agencies and organizations.
- 2-4] The IVRPD coordinates services with the Indian Valley Community Services District (IVCSD) and has a joint powers agreement for the maintenance and operations of Triangle Park owned by the IVCSD.

⁴¹ Plumas LAFCo Resolution No. 76-50.

⁴² Plumas LAFCo, Plumas County Indian Valley and Quincy Area Municipal Service Review, Final, Adopted June 8, 2015. Prepared by Policy Consulting Associates, LLC, Page 79.

⁴³ Plumas LAFCo, Plumas County Indian Valley and Quincy Area Municipal Service Review, Final, Adopted June 8, 2015. Prepared by Policy Consulting Associates, LLC, Page 78.

⁴⁴ Plumas LAFCo, Plumas County Indian Valley and Quincy Area Municipal Service Review, Final, Adopted June 8, 2015. Prepared by Policy Consulting Associates, LLC, Page 77.

5.2.3 SOI Determinations on Public Facilities Present and Future Capacity for the Indian Valley Recreation and Park District

- 3-1] The IVRPD has limited organizational capacity to provide adequate services to its residents. The primary constraint to capacity is limited financing. IVRPD lacks a sustainable and reliable financing source.⁴⁵

5.2.4 SOI Determinations on Social or Economic Communities of Interest for the Indian Valley Recreation and Park District

- 4-1] Greenville is the largest community within the Indian Valley Recreation and Park District but most residents of the District also depend on Quincy for services.
- 4-2] Recreational services add value to a community and provide a focus for community activities.

5.2.5 Present and probable need for public facilities and services of any Disadvantaged Unincorporated Communities within the existing Indian Valley Recreation and Park District Sphere of Influence

- 5-1] It is not necessary to make a determination on DUC status because the Indian Valley Recreation District does not supply sewer, water or fire protection services.

⁴⁵ Plumas LAFCo, Plumas County Indian Valley and Quincy Area Municipal Service Review, Final, Adopted June 8, 2015. Prepared by Policy Consulting Associates, LLC, Page 78.

ABBREVIATIONS

AB	Assembly Bill
ARPD	Almanor Recreation and Park District
CDP	census-designated-place
CEQA	California Environmental Quality Act
Commission	Plumas Local Agency Formation Commission
County	Plumas County
CPRPD	Central Plumas Recreation and Park District
CSD	Community Services District
DOF	Department of Finance (State of California)
DUC	Disadvantaged Unincorporated Community
EMS	Emergency Medical Service
EPRD	Eastern Plumas Recreation District
FY	Fiscal Year
IVCSD	Indian Valley Community Services District
IVRPD	Indian Valley Recreation and Park District
JPA	Joint Powers Agreement
LAFCO	Local Agency Formation Commission
MSR	Municipal Service Review (LAFCo)
OASA	Out-of-area Service Agreement (LAFCo)
PUD	Public Utility District
RPD	Recreation and Park District
SOI	Sphere of Influence (LAFCo)

REFERENCES

- California State Parks, Office of Historic Preservation, "[Spanish Ranch](#)". Retrieved 2012-10-11.
- Central Plumas Recreation and Park District, <http://cprpd.com/about-us.htm>, February 14, 2017.
- Central Plumas Recreation and Park District, <http://cprpd.com/facilities.htm>, February 14, 2017.
- City of Portola, <http://www.ci.portola.ca.us/portola-railroad-museum.html>, February 21, 2017.
- Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Quill Driver Books. ISBN 9781884995149.
- Jim Forte Postal History, *Plumas County*, Retrieved 1 November 2015.
- Indian Valley Record, *Over the Sierra*, May 23, 1940. p. 6. Retrieved 1 November 2015.
- Plumas LAFCo, Eastern Plumas Municipal Service Review Final, Adopted October 3, 2011, Prepared by Policy Consulting Associates LLC.
- Plumas LAFCo, Lake Almanor Area Municipal Service Review, Adopted October 15, 2012, Prepared by Policy Consulting Associates, LLC.
- Plumas LAFCo, Plumas County Indian Valley and Quincy Area Municipal Service Review, Final, Adopted June 8, 2015, Prepared by Policy Consulting Associates LLC.
- Plumas LAFCo Resolution No. 76-50.
- Plumas LAFCO Resolution 93-1.
- Plumas LAFCo Resolution 2001-006.
- Remy, Michael H., Tina A. Thomas, James G. Moose, Whitman F. Manley, *Guide to CEQA*, Solano Press Books, Point Arena, CA, February 2007, page 111.
- Seneca Hospital, www.senecahospital.org
- US Census Bureau, Census designated place Lake Almanor West in Plumas County.
- US Census Bureau, Census Tracts 5.01 and 5.02 in Plumas County.
- US Census Bureau, <http://www.census.gov/quickfacts/table/INC110215/06063,06>, February 11, 2017
- Whitehawk Ranch, <http://whitehawkkranch.org/>, February 21, 2017.

PREPARERS

Plumas LAFCO, John Benoit, Executive Officer
PO Box 2694, Granite Bay CA 95746
916-797-6003 johnbenoit@surewest.net

Christy Leighton, Planning Consultant
555 E. Willow Street, Willows CA 95988
530-934-4597 christyleighton@sbcglobal.net

MAPS







