

PLUMAS LAFCO

ADOPTED

SPHERES OF INFLUENCE

***Fire and EMS
(Resolution 2015-0007)***

Crescent Mills Fire Protection District
Indian Valley Community Services District

AND

SPHERE OF INFLUENCE

***Water, Wastewater, Parks and Street Lighting
(Resolution 2015-0008)***

Indian Valley Community Services District

February 8, 2016

TABLE OF CONTENTS

| | | |
|--------------------------|---|---------------|
| 1 | INTRODUCTION | 1 |
| 1.1 | LAFCo's Responsibilities | 1 |
| 1.2 | <i>Sphere of Influence Requirements</i> | 1 |
| 1.3 | <i>LAFCo Policies and Procedures Related to Spheres of Influence</i> | 2 |
| 1.4 | <i>Description of Public Participation Process</i> | 2 |
| 1.5 | <i>Possible Approaches to the Sphere of Influence</i> | 2 |
| 1.6 | <i>SOI Update Process</i> | 4 |
| 1.7 | <i>SOI Amendments and CEQA</i> | 4 |
| 1.8 | <i>Sphere of Influence Document</i> | 5 |
| 1.9 | History of LAFCo's Requirements to adopt and update Spheres of Influence | 5 |
| 2 | CRESCENT MILLS FIRE PROTECTION DISTRICT AND INDIAN VALLEY COMMUNITY SERVICES DISTRICT | 7 |
| 2.1 | Crescent Mills and Indian Valley Community Background | 7 |
| 2.1.1 | Crescent Mills | 7 |
| 2.1.2 | Greenville | 8 |
| 2.1.3 | Indian Falls | 8 |
| 2.1.4 | Taylorsville | 9 |
| 2.1.5 | Crescent Mills FPD and Indian Valley CSD History and Background | 10 |
| 2.1.6 | Crescent Mills Fire Protection District Background | 10 |
| 2.1.7 | Indian Valley Community Services District Background | 10 |
| 2.2 | Crescent Mills FPD and Indian Valley CSD Spheres of Influence | 11 |
| 2.2.1 | SOI Determinations on Present and Planned Land Use f or the Crescent Mills FPD and Indian Valley CSD | 12 |
| 2.2.2 | SOI Determinations on Facilities and Services: Present and Probable Need for the Crescent Mills FPD and the Indian Valley CSD | 13 |
| 2.2.3 | SOI Determinations on Public Facilities Present and Future Capacity for the Crescent Mills FPD and the Indian Valley CSD | 14 |
| 2.2.4 | SOI Determinations on Social or Economic Communities of Interest for the Crescent Mills FPD and the Indian Valley CSD | 17 |
| 2.2.5 | Present and probable need for public facilities and services of any Disadvantaged Unincorporated Communities within the existing Sphere of Influence for Crescent Mills FPD and Indian Valley CSD | 17 |
| 2.2.6 | Map: Crescent Mills Fire Protection District and Indian Valley Community Services District Fire and EMS Sphere of Influence | 18 |
| 2.2.7 | Map: Indian Valley Community Services District Water, Lighting, Wastewater and Parks Sphere of Influence | 19 |
| ABBREVIATIONS | | 20 |
| REFERENCES | | 22 |
| PREPARERS | | 22 |

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 districts, which provide fire protection service in central Plumas County. These districts are as follows:

Crescent Mills Fire Protection District (CMFPD)
Indian Valley Community Services District (IVCSD)

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.) is the statutory authority for the preparation of an Municipal Service Review (MSR) and periodic updates of the Sphere of Influence of each local agency, as determined necessary.

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. Territory within a Sphere of Influence of an agency does not mean it will be annexed. There are several requirements for annexation that will be addressed at the time an annexation is proposed.

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. In this case the agencies met with LAFCO staff and a map was drawn showing the proposed Sphere of Influence area for each agency. The draft maps were prepared for the agencies to review the proposed Sphere of Influence with their respective Boards of Directors. This action does not include changing or amending the Emergency Services Boundaries. That process is distinct from the LAFCO process and will be approved by another legislative body.

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

Plumas LAFCO may recommend government reorganizations to particular agencies in Plumas 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. **In the case of the IVCSO, a limited service SOI for water, street lighting, parks and wastewater should be established. Bringing district owned infrastructure is also included in the IVCSO Sphere of Influence.**

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. One of the goals of LAFCO is to consider consolidation of districts. This option was discussed with both agencies and it was determined a committee would be selected to explore consolidation. **For Fire and EMS services, this option is the Sphere recommendation as supported by the determinations stated in the Service Review adopted by Plumas LAFCo on December 9, 2013. This SOI would also be a limited SOI for fire and EMS only.**

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., water and wastewater), 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. **This is included as part of the recommendation for the Fire and EMS SOI within Indian Valley as well as the SOI for water, wastewater, street lighting and parks for the IVCSD.**

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, which was adopted on December 9, 2013.¹ This report identifies SOI determinations and recommends a SOI signaling among other options, the consolidation of the two fire departments providing fire protection and EMS services in the Indian Valley area as well as SOI determinations for water, wastewater, parks and lighting for the IVCS D as a separate Sphere of Influence.

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.

¹ Plumas LAFCO Resolution 2013-06 *Approving a Municipal Service Review of Services Provided by Central Plumas Fire Agencies and Adopting Written Determinations Thereon*, December 9, 2013.

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."²

1.8 Sphere of Influence Document

Information contained in this Sphere of Influence is only current as of the date of adoption. Plumas LAFCO Policy 3-C calls for an updated Municipal Service Review (MSR) at the time a proposal is made and essentially requires an updated Municipal Services Review anytime a change of organization is proposed provided significant changes in the Municipal Service Review baseline occur. There has been no noteworthy changes necessitating an update to the MSR that was adopted on December 9, 2013.

1.9 History of LAFCo's Requirements to adopt and update Spheres of Influence

LAFCO's were created in 1965 to discourage urban sprawl and to encourage orderly and efficient urban development patterns. To accomplish those objectives, LAFCOs were given two basic powers:

- 1) To establish spheres of influence of each local governmental agency within its county
- 2) To approve or disapprove proposals for annexation of territory

In 1971 the Legislature modified certain statutory language to make the adoption of spheres of influence mandatory, but no deadline was set.

In 1977 an opinion of the Attorney General concluded that, despite the absence of an explicit deadline, a LAFCO must adopt spheres within a reasonable time. The case *Resource Defense Fund v. Local Agency Formation commission of Santa Cruz County* (1983) 138 Cal.App.3d 987,989,994,188 Cal.Rptr.499) says before a Local Agency

² 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.

Formation Commission can approve an annexation, a Sphere of Influence must first be determined. During the 1980's most LAFCOs completed Spheres of Influence for all agencies within their jurisdiction, including Plumas LAFCO.

In 2001 with the passage of AB 2838 LAFCO's were required to periodically update Spheres of Influence. However, in order to adopt a Sphere of Influence for an agency, LAFCO was required to do a comprehensive review of municipal services and prepare a Municipal Service Review (MSR).

The statute was later amended to clarify the content of a MSR and to clearly state a deadline to prepare Spheres of Influence. The current statute states: "On or before January 1, 2008, and every five years thereafter, the commission shall, as necessary, review and update each Sphere of Influence".

2 CRESCENT MILLS FIRE PROTECTION DISTRICT AND INDIAN VALLEY COMMUNITY SERVICES DISTRICT

Although the Indian Valley Community Services District (IVCSF) provides fire services to the Crescent Mills FPD on occasion through an automatic aid agreement, these services are technically provided within the IVCSF's boundaries as it overlaps the entirety of Crescent Mills FPD.

The Crescent Mills Fire Protection District is south of the Indian Valley Community Services District, which provides fire and EMS services. Since one of the purposes of LAFCo is "efficiently providing government services, and encouraging the orderly formation and development of local agencies...",³ and both districts are located in Indian Valley, the Sphere of Influence report for these two districts will send a signal the fire and EMS functions of the two districts be combined with the recommendation for a consolidated Sphere of Influence. A recently formed committee with representatives from Crescent Mills and IVCSF fire exploring possible consolidation failed to produce any results.

As for other Services (water, parks, lighting and wastewater) provided by the IVCSF, a separate limited service sphere should be adopted

2.1 Crescent Mills and Indian Valley Community Background

There are four communities within Indian Valley: Crescent Mills, Greenville, Indian Falls, and Taylorsville. Greenville is the largest community and the schools are located in Greenville. A brief description of each area is included below.

2.1.1 Crescent Mills

Crescent Mills (formerly, Crescent City and Crescent) is a census-designated place (CDP) located 3.5 miles southeast of Greenville. 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 (22.6%) had children under the age of 18 living in them. There were 35 households (37.6%) were made up of individuals and 11 (11.8%) 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.

The population was spread out in age as follows:

CRESCENT MILLS AGE DISTRIBUTION 2010

| | | |
|---------------------|-----------|-------|
| Under the age of 18 | 37 people | 18.9% |
| 18 to 24 | 7 people | 3.6% |
| 25 to 44 | 32 people | 16.3% |

³ California Government Code Section 56301.

| | | |
|--------------------------|-----------|-------|
| 45 to 64 | 78 people | 39.8% |
| 65 years of age or older | 42 people | 21.4% |

The median age was 52.6 years. For every 100 females there were 90.3 males. For every 100 females age 18 and over, there were 89.3 males.

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.

2.1.2 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.

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 | 190 people | 16.8% |

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.

2.1.3 Indian Falls

Indian Falls is a census-designated place (CDP). 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.

The population was spread out in age as follows:

| Indian Falls Age Distribution 2010 | | |
|------------------------------------|-----------|-------|
| Under the age of 18 | 12 people | 22.2% |
| 18 to 24 | 1 people | 1.9% |
| 25 to 44 | 13 people | 24.1% |
| 45 to 64 | 26 people | 48.1% |
| 65 years of age or older | 2 people | 3.7% |

The Indian Falls median age was 45.3 years. For every 100 females there were 134.8 males. For every 100 females age 18 and over, there were 121.1 males.

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 housing units and 3 people (5.6%) living in rental housing units.

2.1.4 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.

The population was spread out in age as follows:

| TAYLORSVILLE AGE DISTRIBUTION 2010 | | |
|------------------------------------|-----------|-------|
| Under the age of 18 | 25 people | 17.9% |
| 18 to 24 | 9 people | 6.4% |
| 25 to 44 | 25 people | 17.9% |
| 45 to 64 | 54 people | 38.6% |
| 65 years of age or older | 27 people | 19.3% |

The median age was 50.3 years. For every 100 females there were 105.9 males. For every 100 females age 18 and over, there were 105.4 males.

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.

2.1.5 Crescent Mills FPD and Indian Valley CSD History and Background

The Crescent Mills FPD was formed in 1950 and was not changed when the Indian Valley CSD was formed from three districts in 1993. Although the Crescent Mills FPD has a longer history than the Indian Valley CSD, it is now time to consider combining the Crescent Mills FPD with the Indian Valley CSD for the purpose of fire protection. A brief description of each district is given below.

2.1.6 Crescent Mills Fire Protection District Background

Crescent Mills FPD was formed in 1950 for the purpose of providing fire protection to the residents of the District. Crescent Mills Fire Protection District (CMFPD) provides structural fire, emergency medical and emergency rescue services.⁴

CMFPD is located in the southwestern portion of Indian Valley in Plumas County and is entirely surrounded by the Indian Valley Community Services District (IVCSD), which among other services provides fire protection. The present boundary of CMFPD encompass approximately 3.5 square miles and includes the very small communities of Crescent Mills and Indian Falls.

CMFPD is governed by a five-member board of directors elected at large to staggered four-year terms. All current members were elected; there are no vacancies. The chair of the Board rotates with each meeting. The Board meets a minimum of once a quarter on a Sunday at four in the afternoon at the District's Station 1.

CMFPD has a formal automatic aid agreement with Indian Valley CSD and informal mutual aid agreements with all fire service providers in Plumas County. The District is a member of the Plumas County Fire Chiefs' Association and Special District Association.

2.1.7 Indian Valley Community Services District Background⁵

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 1993⁶ 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.

⁴ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 33.

⁵ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 72.

⁶ Plumas LAFCO Resolution 93-1.

The Indian Valley CSD has a five-member Board of Directors. IVCSO Board meetings are held on the second Wednesday of the month at 6:30pm. Ten months of the year the meetings are held at the Greenville town hall; during the other two months, one meeting is held in Taylorsville and one meeting in Crescent Mills.

2.2 Crescent Mills FPD and Indian Valley CSD Spheres of Influence

Possible SOI Determinations

The current Crescent Mills Fire Protection District SOI is coterminous with that District's boundary. Indian Valley CSD completely surrounds CMFPD. Over the years, both districts have considered consolidation for some time and have been in discussions as to how to best go about consolidation. The latest effort in 2015 produced no consensus. The following options could be considered:

- a) The Indian Valley CSD Fire Department could become independent of the IVCSO as a new fire protection district and then consolidate with CMFPD to include all territory within both agencies. This will involve the IVCSO divesting itself of Fire and Emergency Services functions and merging with the CMFPD to form a new district.
- b) The Indian Valley CSD could divest itself of fire services and CMFPD could then annex the territory currently served by IVCSO.⁷
- c) The CMFPD could become part of the IVCSO fire department.
- d) The fire and EMS functions of the IVCSO could become independent of the IVCSO.
- e) An Option could be to adopt separate Spheres of Influence for the IVCSO-Fire and the CMFPD. This would send a signal that LAFCo would like these agencies to remain independent of one another.

However, while no formal steps towards consolidation have yet to be taken all of the above options would require Plumas LAFCO action to different degrees.

The IVCSO currently does not have an adopted Sphere of Influence for the functions it provides. Plumas LAFCO records show that a sphere study was to be conducted following the reorganization of Greenville CSD and Taylorsville CSA in 1993; however, it appears that the study was never completed and an SOI never adopted for the Indian Valley CSD.

Possible SOI Considerations

⁷ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 34.

Should the Indian Valley CSD choose to continue to provide fire services, it is recommended that the Indian Valley CSD come to Plumas LAFCO to differentiate between the fire and water and wastewater service areas, which would ensure ease of annexation of additional territory for the purpose of fire service provision and promote the goal of a valley-wide fire provider.⁸

Additionally, another governance option is some form of reorganization of park services with Indian Valley Recreation and Park District, given that the two agencies provide a similar category of park and recreation services within boundaries that overlap one another. IVCSO has also recently sent a letter of support to Plumas County for a countywide lighting district, which would result in the divesting of lighting services by the Indian Valley CSD.⁹

Proposed SOI Determinations

The proposed Sphere of Influence will show that the SOI for Crescent Mills FPD would be expanded and would be the same as the SOI for the Indian Valley CSD, which would allow expansion of the combined district in the future. It would reduce costs to have one district instead of two and to coordinate all fire protection services in one agency. Adoption of the Sphere of Influence does not change the district boundaries. The actual changes will require studies, hearings and actions by the Plumas Local Agency Formation Commission. A Joint Powers Authority was discussed prior to becoming legally combined but no action was taken.

2.2.1 SOI Determinations on Present and Planned Land Use for the Crescent Mills FPD and Indian Valley CSD

- 1-1] A majority of the land uses within the Crescent Mills Fire Protection District are commercial, industrial and residential. The Crescent Mills FPD's boundary encompasses approximately 3.5 square miles. There are approximately 487 residents within the Crescent Mills FPD, no growth is anticipated in the near future. The Crescent Mills FPD reported that there were no planned developments within the CMFPD boundaries.
- 1-2] The lands within the Indian Valley Community Services District consist of several land use designations, including single family residential, rural residential, secondary suburban residential, commercial, industrial, agricultural preserve, and resort and recreation. The Indian Valley CSD boundary encompasses approximately 18.6 square miles. As of 2010, the Indian Valley CSD had a population of approximately 2,479 residents
- 1-3] Neither district is a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is Plumas County.

⁸ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 81.

⁹ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 81.

- 1-4] The State Department of Finance (DOF) projects that the population of Plumas County will grow by four percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.4 percent.¹⁰
- 1-5] Based on State projections, the Crescent Mills FPD population would increase from 487 in 2010 to approximately 506 in 2020. It is anticipated that demand for service within the Crescent Mills FPD will increase minimally based on the DOF population growth projections through 2020.¹¹
- 1-6] Based on State projections, the Indian Valley CSD population would increase from 2,479 in 2010 to approximately 2,578 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.¹²
- 1-7] The population data for the Indian Valley CSD includes the population of the Crescent Mills FPD because that community is part of the Indian Valley CSD.

2.2.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Crescent Mills FPD and the Indian Valley CSD

- 2-1] The Crescent Mills FPD reported that it had observed an increase in service demand in the last few years. There was an increase in calls over the last four years of approximately 56 percent, a majority of which the CMFPD attributes to an increase in medical service calls.
- 2-2] CMFPD anticipates no residential growth within Crescent Mills in the next few years. The CMFPD reported that there were no planned or proposed developments within the CMFPD boundaries.
- 2-3] The Indian Valley CSD reported that demand for services in recent years had been relatively static. Occupancy in the area has reportedly marginally decreased, and related demand for services has remained relatively unchanged.
- 2-4] There is one planned subdivision in the IVCSD area. Permits for the Round Valley development (near Greenville) have been issued for 29 lots. Building of these lots has not yet begun, as the landowner has entered foreclosure. IVCSD plans to provide services to the new development upon completion.
- 2-5] There will be a continuing need for all the services provided by the Indian Valley CSD. The fire protection and emergency medical service provided by the Crescent Mills FPD could be combined with the same services provided by the Indian Valley CSD.

¹⁰ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 38.

¹¹ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 38.

¹² Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 78.

2.2.3 SOI Determinations on Public Facilities Present and Future Capacity for the Crescent Mills FPD and the Indian Valley CSD

Fire Protection

- 3-1] IVCSO employs four full-time and two part-time staff, consisting of full-time office manager, chief water/sewer operator, water treatment and sewer operator, and fire chief positions, a part-time general manager position, and a seasonal general maintenance position. Additionally, the Indian Valley CSD's fire department relies on 24 volunteers to provide fire services. The fire chief, office manager, and chief water operator report to the general manager, who in turn reports to the Board of Directors at monthly meetings. The water operator and general maintenance staff report to the chief water operator. Ambulance, accounting, bookkeeping, audit, lab water testing, legal counsel and business services are provided by contract service providers.
- 3-2] IVCSO has 16 Volunteer Firefighter, no Firefighter 1, four First Responder EMT, four EMT 1, and two Paramedic certified personnel.
- 3-3] IVCSO owns and operates four fire stations located throughout Indian Valley, all of which are unstaffed.
- 3-4] The Indian Valley CSD Greenville Fire Station was previously owned by the Greenville Fire Protection District, prior to the reorganization of the districts in the area; based on information provided by the County Assessor's Office, the Greenville Fire Station appears to continue to be owned by Greenville FPD, although the agency technically no longer exists. It is recommended that IVCSO ensure that the property is in the name of the proper owner. The Greenville Fire Station is located at 121 Ann Street in Greenville and was built in 1932. It is considered to be in fair condition by the Indian Valley CSD, due to its age and size constraints. The Greenville Fire Station houses two pumpers, one rescue vehicle, and one water tender. Although the vehicles are somewhat older, they are reportedly in good working condition, and no replacements are necessary at this time.
- 3-5] The IVCSO reported that the Greenville Fire Station is outdated and overcrowded. As the main district station, the IVCSO reported it would like to have room for two more vehicles, plus equipment. At present, the IVCSO does not have plans for improvements or expansion to this station, given financing constraints.
- 3-6] The Indian Valley CSD Taylorsville Station, North Arm Station, and Genesee Station were previously owned by the Taylorsville Fire Protection District prior to reorganization; similar to the Greenville Station, records on ownership of these stations continue to show the former fire protection district as the owner although the agency no longer exists. The Taylorsville Station was built in 1952 and is reportedly in good condition. Similar to the Greenville Station, the Taylorsville Station houses two pumpers, one rescue vehicle, and one water tender. The North Arm Station was built in 1995 and is reportedly in good condition. The

North Arm Station houses two pumpers. The Genesee Fire Station was built in 1998, and is also considered to be in good condition. The Genesee Station does not house any vehicles.

- 3-7] The IVCSD relies on property tax revenue and donations to finance the fire, park and recreation, and lighting services. Water and wastewater utilities are financed through rates collected for the respective utility. Each utility is tracked through a separate enterprise fund by system (i.e., Greenville, Taylorsville).
- 3-8] The CMFPD has one fire chief and 10 volunteer firefighters. Daily operations are managed by the fire chief, who is paid a monthly stipend. The Crescent Mills FPD Board secretary handles bills and paperwork. The chief is accountable to the Board; volunteer firefighters report to the chief. CMFPD has 10 Firefighter I and three EMT I certified personnel.
- 3-9] The CMFPD reports that current financing levels are marginally adequate to deliver services. CMFPD has a lot of deferred maintenance on its facilities and equipment and insufficient revenue sources to cover those needs.¹³
- 3-10] CMFPD is not considering a special tax measure, as there are a substantial number of low income residents within the District.
- 3-11] The CMFPD's total revenue for FY 11-12 was \$24,454. Ninety eight percent of the income came from property tax revenue.
- 3-12] CMFPD operates two fire stations. Crescent Mills Fire Station, which was reported to be in fair condition, is located at 36 Carter Street in Crescent Mills and was built in 1940. Indian Falls Fire Station, located at 238 Indian Falls Road in Indian Falls, was built in 1983. The station was also reported to be in fair condition. Neither of the CMFPD's stations are staffed.
- 3-13] The CMFPD is in need of a new tank for the tanker (which would cost about \$150,000 to \$300,000), breathing apparatuses, and new fire extinguishers. In addition, the septic tank at Crescent Mills Station needs to be pumped.

Water Service

- 3-14] IVCSD supplies potable water to the communities of Greenville and Crescent Mills. All other areas (i.e., Taylorsville) within the District's bounds rely on private well systems. The Indian Valley CSD serves a total of 664 water connections—582 connections in the Greenville system and 82 connections in the Crescent Mills system. All connections in both systems are metered, and monthly billings are made according to water usage.¹⁴

¹³ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 41.

¹⁴ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 89.

- 3-15] The IVCSO reported that the primary challenge to providing adequate services is limited funding. Until recently, water charges had not been increased since 2006, and the IVCSO was marginally able to cover all operating expenses, with little left over for necessary capital improvements. In 2013, the IVCSO updated rates to ensure revenues will adequately cover operational, capital, and reserve needs.¹⁵

Wastewater Collection and Treatment

- 3-16] IVCSO provides wastewater collection and treatment at its facilities in Taylorsville and Greenville. The two systems are subject to two separate permits issued by the Regional Water Quality Control Board (RWQCB).¹⁶ The permit for the Taylorsville system became effective in 1995 and expired in 2005. The Greenville permit became effective in 1999 and is set to expire in 2015. The Taylorsville system serves 91 users. The Greenville system is made up of 351 connections.¹⁷
- 3-17] The Greenville wastewater collection system is aged and in need of replacement. The mains suffer from infiltration and inflow (I/I) during wet periods. It is recommended that the District develop a regular replacement schedule to ensure that all deficient segments are replaced and the current I/I issue mitigated.¹⁸

Park and Recreation Services

- 3-18] IVCSO offers park and recreation services in the form of ownership and maintenance of three parks (two in Greenville and one in Taylorsville) and ownership of a community pool, all of which are made available to residents and non-residents alike. The Indian Valley CSD does not offer or plan recreation programs at these facilities, but leases the pool to Indian Valley Recreation and Park District (IVRPD) for operation and recreational activities during the summer and maintains a memorandum of understanding with the local Little League for use of the baseball fields.¹⁹

Lighting Services

- 3-19] IVCSO is responsible for providing street lighting for both Greenville and Taylorsville. Responsibilities include paying the utility bill for electricity and forwarding any complaints to the utility company (PG&E) for repair. The Indian Valley CSD is not responsible for maintaining street lights.²⁰

¹⁵ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 91.

¹⁶ State of California, RWQCB Waste Discharge Requirements 99-046 (Greenville) and 95-162 (Taylorsville).

¹⁷ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 93.

¹⁸ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 94.

¹⁹ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 96.

²⁰ Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC, Page 98.

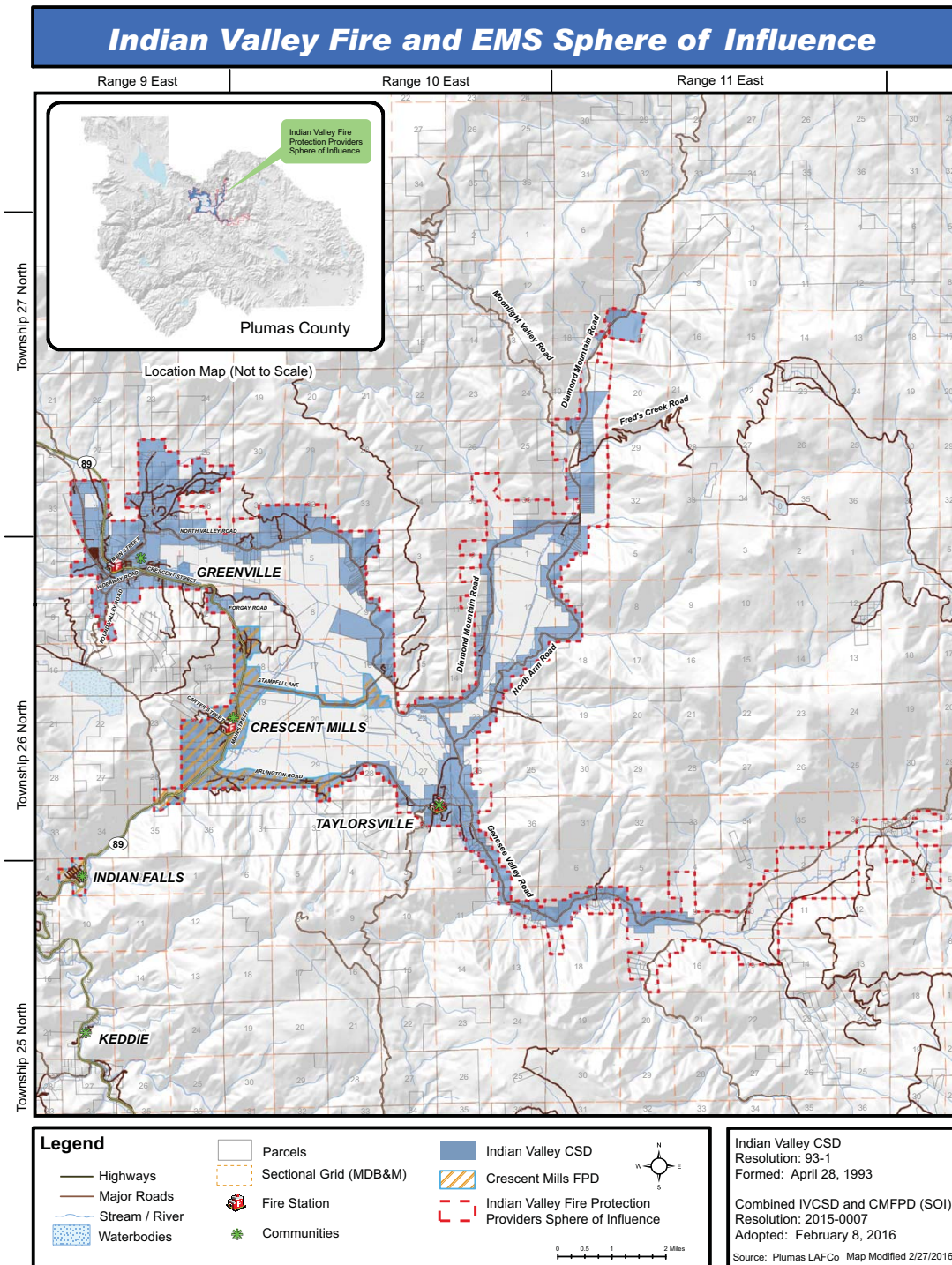
2.2.4 SOI Determinations on Social or Economic Communities of Interest for the Crescent Mills FPD and the Indian Valley CSD

- 4-1] Greenville is the largest community in Indian Valley and is the location of the Elementary School and the Junior-Senior High School.
- 4-2] The Indian Valley CSD has a website and has regular Board meetings in Greenville and in Crescent Mills and Taylorville.
- 4-3] The Indian Valley CSD does a good job of unifying the entire area and still recognizing the smaller communities.
- 4-4] In addition to the required agendas and minutes, the CMFPD tries to reach its constituents through participating in community events such as a Christmas event and the Veteran's Day and Fourth of July parades, taking students and scouts on station tours, and performing crash demonstrations to kids.
- 4-5] The CMFPD reported that an improvement to the dispatch service could be a clearer distinction between the Indian Valley CSD and Crescent Mills FPD service areas.
- 4-6] The CMFPD lacks a website where district information is made available to the public.
- 4-7] Meeting agendas for the IVCSD are posted on the district website, at the CSD office, Greenville and Crescent Mills post offices, fire station in Taylorsville, and Evergreen grocery store.
- 4-8] IVCSD outreach efforts, in addition to the legally required agendas and minutes, consist of mailing out the annual water quality report to district residents, inserts in water bills regarding any update of interest to the public, and a district website.
- 4-9] The IVCSD makes available public documents, meeting information, contact information, and board meeting recordings on its website. The IVCSD also operates a Facebook page where additional information is made available.

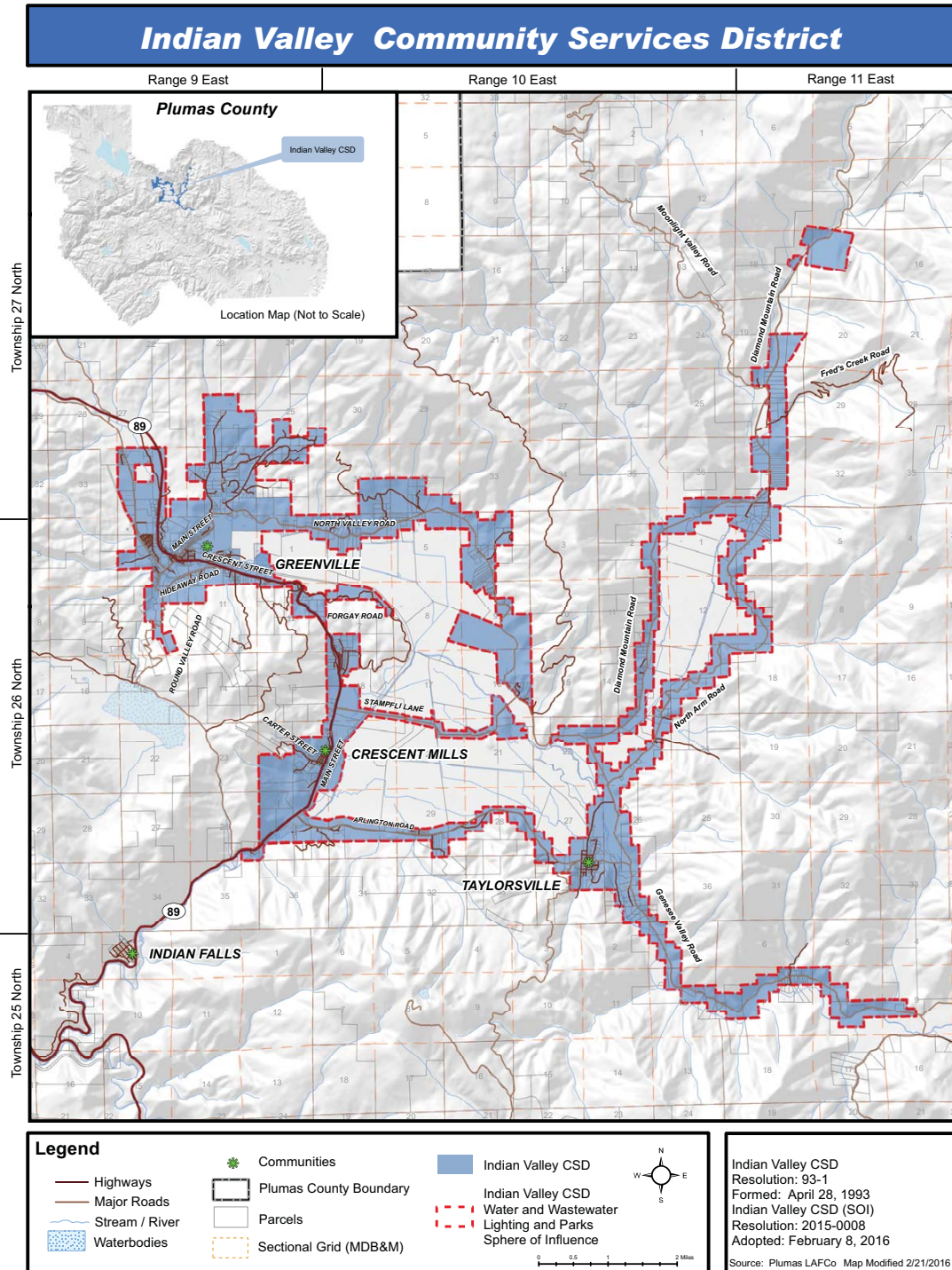
2.2.5 Present and probable need for public facilities and services of any Disadvantaged Unincorporated Communities within the existing Sphere of Influence for Crescent Mills FPD and Indian Valley CSD

- 5-1] Since reliable water, wastewater and fire services are available to population areas containing more than 25 parcels in close proximity to one another or areas with more than 12 registered voters the Indian Valley area does not meet LAFCo's specific definition (and all of the criteria) to be considered a Disadvantaged Unincorporated Community.

2.3.6 Map: Crescent Mills Fire Protection District and Indian Valley Community Services District Fire and EMS Sphere of Influence



2.3.7 Map: Indian Valley Community Services District Water, Lighting, Wastewater and Parks Sphere of Influence



ABBREVIATIONS

| | |
|---------|---|
| AB | Assembly Bill |
| ADA | Americans with Disabilities Act |
| ALS | advanced life support |
| ARFF | Aircraft Rescue and Firefighting vehicle |
| BOE | Board of Equalization (State of California) |
| CalEMA | California Emergency Management Agency |
| CALFIRE | California Department of Forestry and Fire Protection |
| CDP | Census Designated Place |
| CEQA | California Environmental Quality Act |
| CMFPD | Crescent Mills Fire Protection District |
| CPR | cardiopulmonary resuscitation |
| CSA | County Service Area |
| CSD | Community Services District |
| DOF | Department of Finance (State of California) |
| DUC | Disadvantaged Unincorporated Community |
| EMS | Emergency Medical Services |
| EMT | Emergency Medical Technician |
| FD | Fire Department |
| FPD | Fire Protection District |
| GCCSD | Greenhorn Creek Community Services District |
| HOA | Home Owners Association |
| ICS | Incident Command System |
| IMT | Incident Management Team |

| | |
|-------|---|
| ISO | Insurance Service Office |
| IVCSD | Indian Valley Community Services District |
| JPA | Joint Powers Agreement |
| LAFCO | Local Agency Formation Commission |
| LARRO | low angle rope rescue operation |
| LPFPD | La Porte Fire Protection District |
| LVCSO | Long Valley Community Services District |
| MSR | Municipal Service Review |
| MVFPD | Meadow Valley Fire Protection District |
| NFPA | National Fire Protection Association |
| QFPD | Quincy Fire Protection District |
| OASA | out-of-area service agreement |
| PG&E | Pacific Gas and Electric Company |
| RV | Recreational Vehicle |
| SFT | State Firefighter Training |
| SOI | Sphere of Influence |
| SR | State Route |
| SRA | State Responsibility Area |
| SUV | Sport Utility Vehicle |
| USFS | United States Forest Service |

REFERENCES

California Government Code Section 56301.

Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Quill Driver Books. [ISBN 9781884995149](https://www.amazon.com/dp/0971160000).

<http://www.plumascounty.org/Communities/LaPorte.htm>, March 4, 2014

Plumas County APNs 122060047 and 122070005.

Plumas County General Plan 2013, Page 25.

Plumas LAFCO, Central Plumas Fire Municipal Service Review Final, Adopted December 9, 2013, Prepared by Policy Consulting Associates, LLC.

Plumas LAFCO Resolution 2013-0001.

Plumas LAFCO Resolution 2013-06 *Approving a Municipal Service Review of Services Provided by Central Plumas Fire Agencies and Adopting Written Determinations Thereon*, December 9, 2013.

Plumas LAFCO Resolution 8-ANNX-84.

Plumas LAFCO Resolution 83-29.

Plumas LAFCO Resolution 93-1.

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

State of California, RWQCB Waste Discharge Requirements 99-046 (Greenville) and 95-162 (Taylorsville).

US Census Designated Place Meadow Valley in Plumas County.

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