

PLUMAS LOCAL AGENCY FORMATION COMMISSION

Adopted

EASTERN PLUMAS AREA FIRE PROTECTION AGENCIES

SPHERES OF INFLUENCE

October 15, 2012

PLUMAS LAFCO Resolution 2012-0005

TABLE OF CONTENTS		
1	INTRODUCTION	3
2	BECKWOURTH FIRE DISTRICT	9
3	C ROAD COMMUNITY SERVICES DISTRICT	12
4	EASTERN PLUMAS RURAL FIRE PROTECTION DISTRICT	14
5	GRAEAGLE FIRE PROTECTION DISTRICT	17
6	PLUMAS EUREKA COMMUNITY SERVICES DISTRICT	20
7	SIERRA VALLEY FIRE PROTECTION DISTRICT	23
8	CITY OF PORTOLA – FIRE SERVICES	26

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 (LAFCO's) 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 fire protection districts in eastern Plumas County. 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; and
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, 1910.

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 fire chiefs met with LAFCO staff and a map was drawn showing the proposed Sphere of Influence area. The draft map was prepared for the chiefs to review the proposed Sphere of Influence with their respective Boards of Directors. A final proposed Sphere map has been prepared for each of the agencies.

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

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. The proposed sphere of influence for the Beckwourth Fire District, Eastern Plumas Rural Fire Protection District, the Sierra Valley Fire Protection District, the City of Portola, the Graeagle Fire Protection District, as a consolidated sphere with the C-Road Community Services District and the Plumas-Eureka CSD include an annexable 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. This is the recommendation for the Sierra Valley Fire Protection District.

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. This is the recommendation for the C-Road Community Services District along with the Graeagle Sphere of Influence, as a consolidated sphere of influence.

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 principal does not apply in most part in rural fire districts or services in Plumas County due to the travel time constraints and identity districts have with their own fire department. This Sphere of Influence study recommends the C-Road CSD territory be consolidated with the Graeagle Fire Protection District.

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, which was adopted on October 3, 2011.

This report identifies SOI determinations and recommends a SOI for the fire protection districts within eastern Plumas County.

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

Since the recommendation is to expand the Spheres of Influence for the fire protection agencies to better represent the area served. Since there will be no environmental impacts from the adoption of the updated Sphere no environmental document is required.

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.

1.8 Spheres of Influence for Fire Protection Agencies in Eastern Plumas County

Information contained in this Sphere of Influence is only current as of the date of adoption. LAFCO Policy 3-C calls for an updated Municipal Service Review 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 have been no changes in the MSR baseline since the adoption of the Municipal Service Review in October 2011.

1.9 History of LAFCO Review of Fire Districts

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 and 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 Formation Commission can approve an annexation, a sphere of Influence must first be determined. During the 1980's most LAFCo's 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".

Plumas LAFCo approved Resolution 2011-0008 on October 3, 2011 adopting a Municipal Service review for the fire districts or fire service providers in eastern Plumas County, such as Community Services Districts included in this Sphere of Influence Update.

Previous Municipal Service Reviews and Sphere of Influence Updates prepared by Plumas LAFCO regarding the provision of fire and EMS services and adopted Spheres of Influence are as follows:

- a. The Municipal Service Review for the Beckwourth Fire Protection District was adopted on November 8, 2010 (Resolution 2010-0012) and later a new Municipal Service Review as adopted on October 3, 2011 (Resolution 2011-0008) and the

Sphere of Influence was adopted on November 8, 2010 (Resolution 2010-0013). The Beckwourth Fire District provides fire and EMS services.

- b. The C-Road CSD has a zero Sphere of Influence for Fire and EMS services. Territory within the district shall be included in the Graeagle Fire Protection District Sphere of Influence. The Plumas Eureka CSD MSR was adopted on October 3, 2011 (Resolution 2011-0008). The Commission will be asked to include the C-Road Territory into the Sphere of Influence for the Graeagle Fire Protection District for Fire and EMS services only.
- c. A MSR was adopted for the Eastern Plumas Rural Protection District on October 3, 2011 (Resolution 2011-0008) by Plumas LAFCO. LAFCO adopted a Sphere of Influence for this district on February 12, 2007 (Resolution 2007-0001). The Commission will be asked to include additional territory within the district's Sphere of Influence with its boundaries to be contiguous with surrounding fire protection and EMS agencies.
- d. The Graeagle FPD MSR was adopted on October 3, 2011 (Resolution 2011-0008) The Sphere of Influence for the Graeagle Fire Protection District was adopted on February 24, 2003 and has been amended several times. The Commission will be asked to expand the Sphere of Influence for Fire and EMS services provided by the Graeagle FPD to include areas coterminous to other fire agencies in the Eastern Plumas County Area and to include the C-Road CSD area for Fire and EMS services as a coterminous sphere.
- e. A MSR was adopted for the Sierra Valley Fire Protection District on October 3, 2011 (Resolution 2011-0008) by Plumas LAFCO. The Sphere of Influence for this district was adopted in 1982 and reduced to a significantly smaller area in 1994. The Commission will be asked include most areas within the district boundary excepting the Magdalena Road Area and an area to the north.
- f. The Plumas Eureka CSD MSR was adopted November 8, 2010 (Resolution 2010-0012) and the Sphere of Influence was initiated by LAFCO and never adopted. The Commission will be asked to include areas substantially surrounded by the district such as the Golf Course and an area immediately north of its boundary as well as additional territory to a ridgeline northwest of the district. This Sphere of Influence shall be for Fire and Emergency Services only.
- g. A Municipal Service Review and Sphere of Influence for the City of Portola including Fire and EMS services was adopted by Resolutions 2003-0003 and 2003-0004 on March 10, 2003 and March 24, 2003. An updated Municipal Service Review for the City was adopted on November 8, 2010 (Resolution 2010-0012) The Commission will be asked to affirm the existing Sphere of Influence for Fire and EMS services only.

Beckwourth FD is located in the eastern part of Plumas County. The District is adjacent to the City of Portola and Eastern Plumas Fire Protection District (EPRFPD) in the west and the Sierra Valley Fire Protection District (SVVFD) in the east.

Beckwourth Fire District (Beckwourth FD) provides structural fire suppression, wildland fire suppression, emergency response, basic life support, advanced life support, rescue services and some limited fire prevention programs. A municipal service review was last completed for the District in 2011.

Beckwourth Fire Department was formed in 1948 and turned into a special district in 1949. The District started with “one 1937 Fire Engine and a small Fire House. The original Fire House has been improved and a second Fire Station was added in 2007. Beckwourth, sometimes erroneously listed as “Beckwith” on early census reports, was named for James “Jim” P. Beckwourth, an unsung, genuine American hero of mixed ancestry who created a lower, safer passage across the Sierra Nevada Mountains in the mid-1800s.”²

The District was formed to provide fire protection services to the residents of Beckwourth Township. Originally, its services were limited to structural fire and some brush fire. Now Beckwourth FD also has a large EMS force, more equipment and provides services on a larger scale, including wildland fires.

The principal act that governs the District is the Fire Protection District Law of 1987.³ The principal act empowers fire districts to provide fire protection, rescue, emergency medical, hazardous material response, ambulance, and any other services relating to the protection of lives and property.⁴ Districts must apply and obtain LAFCo approval to exercise services authorized by the principal act but not already provided (i.e., latent powers) by the district at the end of 2000.

The Sphere of Influence recommendation for the Beckwourth Fire Protection District is an annexable sphere and as shown on the attached map. The existing Sphere is recommended to be changed as follows: the Sphere line is recommended to be relocated westward to the eastern shore of Lake Davis, also territory is to be added thereby filling gaps between the recommended Eastern Plumas Fire Protection District and to include a portion of Maddelena Road area, which is currently within the Sierra Valley Fire Protection District Boundary.

2.1 SOI Determinations on Present and Planned Land Use for the Beckwourth Fire District Area

1-1] The population of the Beckwourth Fire District service area is approximately 606 people. The District’s population has grown in the last few years due to multiple annexations. It should also be noted that there is a significant seasonal variation in population.

1-2] The District anticipates growth in population and similarly in service demand within the District in the next few years if the economy recovers; however, no formal population projections have been made by the District.

1-3] It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

² John Gullixson, Beckwourth Fire District Municipal Service Review and Sphere of Influence Update, 2010, p. 7.

³ Health and Safety Code §13800-13970.

⁴ Health and Safety Code §13862.

2.2 *SOI Determinations on Facilities and Services: Present and Probable Need for the Beckwourth Fire District*

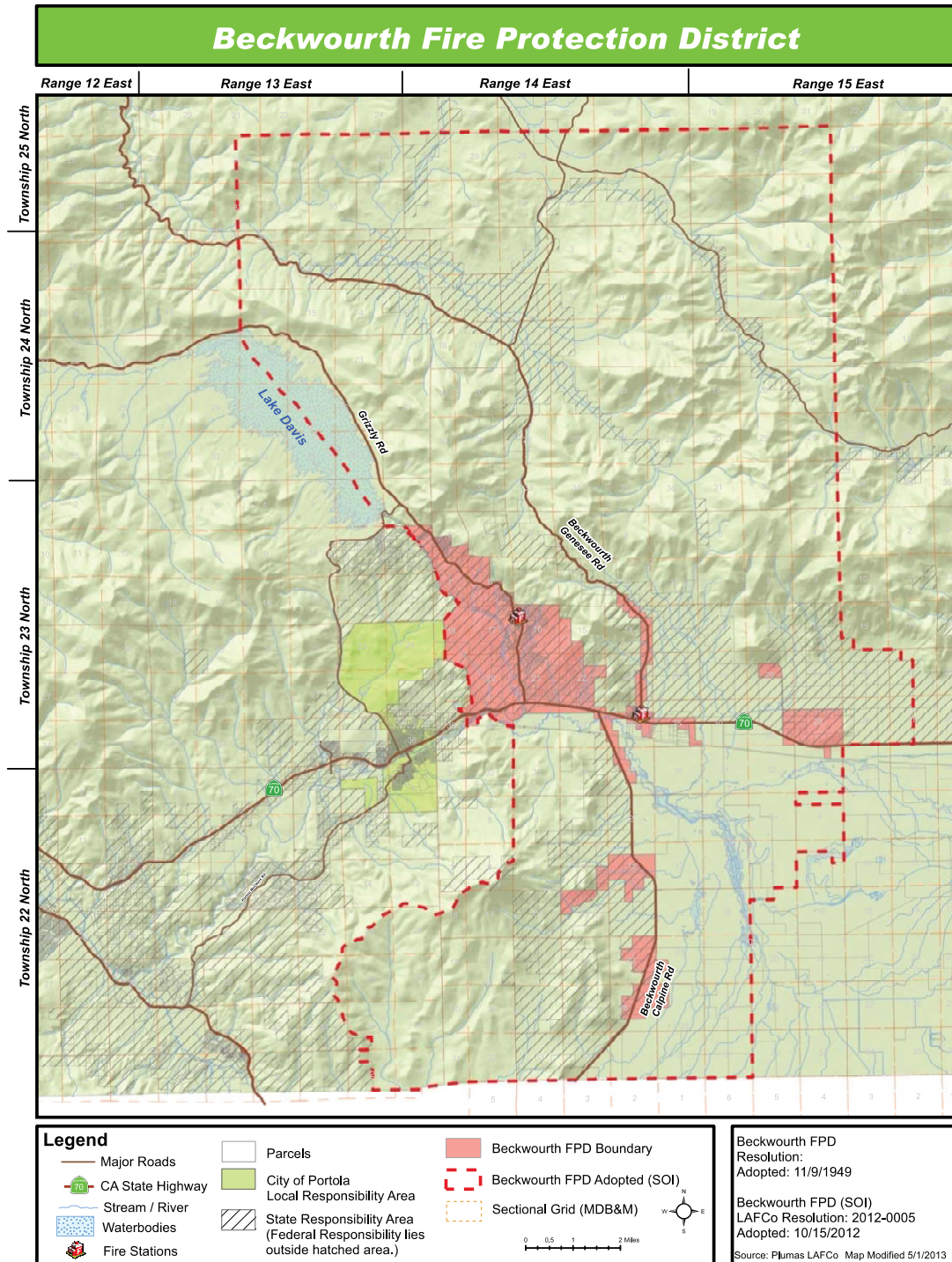
- 2-1] The District expects its service demand to go up when the large planned developments are fully constructed and new territory is annexed.
- 2-2] Beckwourth FD operates two fire stations. Station 1 is located in Beckwourth and was built in 1948. The last addition to the station was completed in 2003-04. Station 2, on Grizzly Road, was built in 2006. The District owns both stations. Station 1 is staffed from eight in the morning to five in the afternoon. Station 2, shared with the Forest Service, is staffed from nine in the morning till seven in the afternoon in summer months and from eight in the morning to five in the afternoon during the rest of the year.
- 2-3] Currently, the District has the capacity to provide adequate services within its boundary area. However, it is anticipated that as large planned developments are completed, Beckwourth FD will need additional stations. The District is proactive in requiring new development or newly annexed territory to include additional capacity for the district.
- 2-4] Station 1 requires upgrades. It needs new asphalt that would cost approximately \$80,000-\$100,000 and replacement of a portion of the roof that is estimated to be about \$10,000. There are currently no specific plans to address these needs.

2.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Beckwourth Fire District*

- 3-1] Beckwourth FD has an ISO rating of 5/7/10. Grizzly Ranch, Grizzly Creek Ranch and Crocker Estates have a rating of 5, the southern area of County Road A-23 has a rating of 10, and the remainder of the District has a rating of 7. The ISO rating was last updated in 2010.
- 3-2] The District's current facilities have the capacity to adequately serve current demand, but not future growth. When planned developments are constructed, the District will need additional stations.
- 3-3] Currently, capital improvement projects are identified in the annual budget. The District should consider adopting a capital improvement plan to identify financing needs and sources for these needs.
- 3-4] The District reports that current financing levels are adequate to deliver services;

2.4 *SOI Determinations on Social or Economic Communities of Interest for the Beckwourth Fire Protection District*

- 4-1] Beckwourth FD has 16 sworn personnel—one fire chief, two division chiefs, two battalion chiefs, two captains, two engineers, one chaplain, and eight firefighters. Fire chief, fire captain and an engineer are paid personnel. One of the battalion chiefs is a call staff member who gets paid per call.



3 C-ROAD COMMUNITY SERVICES DISTRICT

C-Road Community Services District (C-Road CSD) provides fire suppression, emergency medical services, and road maintenance and snow removal on C-road.

C-Road CSD was formed in 1989 as an independent special district.⁵ It was organized to provide road maintenance and fire protection for residents and landowners in the vicinity of C Road.⁶ The District's boundaries encompass approximately two square miles.⁷ Designated land uses within the District are suburban in the northern area and residential in the southern territory.⁸ There have been no annexations to or detachments from C-Road CSD since its formation.

The District borders Graeagle FPD in the south and in the west, and the community of Mohawk Vista in the north.

The Sphere of Influence recommendation for fire and EMS services for this district is the district continue to have a zero Sphere and the territory shall be included into the Sphere of Influence for the Graeagle Fire Protection District as a coterminous sphere.

3.1 SOI Determinations on Present and Planned Land Use for the Clear C- Road area

- 1-1] Land uses within the District are suburban in the northern area and residential in the southern territory
- 1-2] There were approximately 152 residents within the District, based on the census designated place population in the 2000 census. According the year 2010 census, C Road had 80 residents.⁹
- 1-3] There is a low likelihood of growth in the C-Road area in the next five to twenty years based on the population trends. The district anticipates little or no growth in population and similarly in service demand within the District in the next few years

3.2 SOI Determinations on Facilities and Services: Present and Probable Need for fire and EMS services for the C Road CSD.

- 2-1] The C Road area is entirely State Responsibility Area. Peak fire suppression demand is from spring to fall during wildfire and burn pile season.

3.3 SOI Determinations on Public Facilities Present and Future Capacity for the C Road CSD

- 3-1] C-Road CSD has five sworn personnel. None of the personnel are paid. There are no set hours when the station is staffed. Volunteers are always on call.

⁵ State Board of Equalization, LAFCo resolution 2-F-87.

⁶ Blomberg & Griffin Accountancy Corporation, *Independent Auditor's Report*, Notes to Financial Statements, 2009, p. 11.

⁷ Total agency area calculated in GIS software based on agency boundaries as of July 1, 2011. The data is not considered survey quality.

⁸ Plumas County Parcel Application.

⁹ Census designated place – C-Road.

- 3.2] The C-Road Fire Department has one water tender, one structure engine and one wildland/rescue engine. The water reserves are represented by a water tender and a 10,000-gallon non-pressurized tank.
- 3-3] C-Road CSD has an ISO rating of 9.
- 3-4] C-Road CSD needs a new structure engine, as the one the District has is too old.
- 3-5] C-Road CSD operates one fire station, which is owned by the District. The station was described to be in good condition

3.4 *SOI Determinations on Social or Economic Communities of Interest for the C Road CSD*

- 4-1] The C Road CSD area is a distinct community from other communities such as Graeagle, Plumas Eureka and Portola, which also provide fire protection and EMS. However, Graeagle assists when there is a call for fire or EMS service in the territory.

4 EASTERN PLUMAS RURAL FIRE PROTECTION DISTRICT

Eastern Plumas Rural Fire Protection District (EPRFPD) provides structural fire suppression, wildland fire suppression, emergency response, basic life support, rescue and occasional fire prevention programs.¹⁰ A municipal service review was last completed for the District in October 2011.

EPRFPD was formed in 1975 as an independent special district to provide structural fire, emergency medical and emergency rescue services.¹¹ The reason for its formation was the need to provide fire protection to the growing urban areas around the City of Portola. For the first few years EPRFPD contracted with the City of Portola for the provision of fire and emergency services within the District's boundaries.¹² Eventually, EPRFPD started providing fire suppression, emergency services, rescue and some fire prevention programs on its own.

EPRFPD is located in the eastern part of Plumas County. The District surrounds the City of Portola and borders Beckwourth Fire Protection District in the northeast.

The recommended Sphere of Influence is shown on the attached map. A portion of the Sphere of Influence gaps between the Beckwourth and the Graeagle Fire protection districts is to be included in the Sphere of Influence for Eastern Plumas as an annexable Sphere of Influence. The Sphere line between the Beckwourth Fire Protection District and the Eastern Plumas Rural Fire Protection District is recommended to be the eastern shore of Lake Davis instead of the middle of the lake.

4.1 SOI Determinations on Present and Planned Land Use for the Eastern Plumas Rural Fire Protection District Area

- 1-1] Little or no growth in population and similarly in service demand is anticipated within the District in the next few years; however, no formal population projections have been made by the District. The estimated population of EPRFPD is 1,385.
- 1-2] There is no proposed developments within EPRFPD's boundaries. In its Sphere of Influence, the EPRFPD anticipates providing service to the Willow Creek development, a 210 residential development on the north side of SR 70.
- 1-3] Growth in demand over the next 10 years is anticipated to be minimal.

4.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Eastern Plumas Rural Fire Protection District

- 2-1] The District faces challenges providing adequate services to the existing population and will face similar challenges providing adequate service levels to any increase in demand in the future without additional funding.
- 2-2] EPRFPD has formal mutual aid agreements with the City of Portola, Beckwourth FPD, Graeagle FPD and the U.S. Forest Service.

¹⁰ Trent Saxton, *FEMA Fire House Grant Application*, 2009, Fire Department Characteristics Part I, p. 1.

¹¹ Plumas LAFCo, Resolution No. 75-2766.

¹² John Gullixson, Plumas LAFCo, *EPRFPD Municipal Service Review & Sphere of Influence Amendment*, 2007, p. 7.

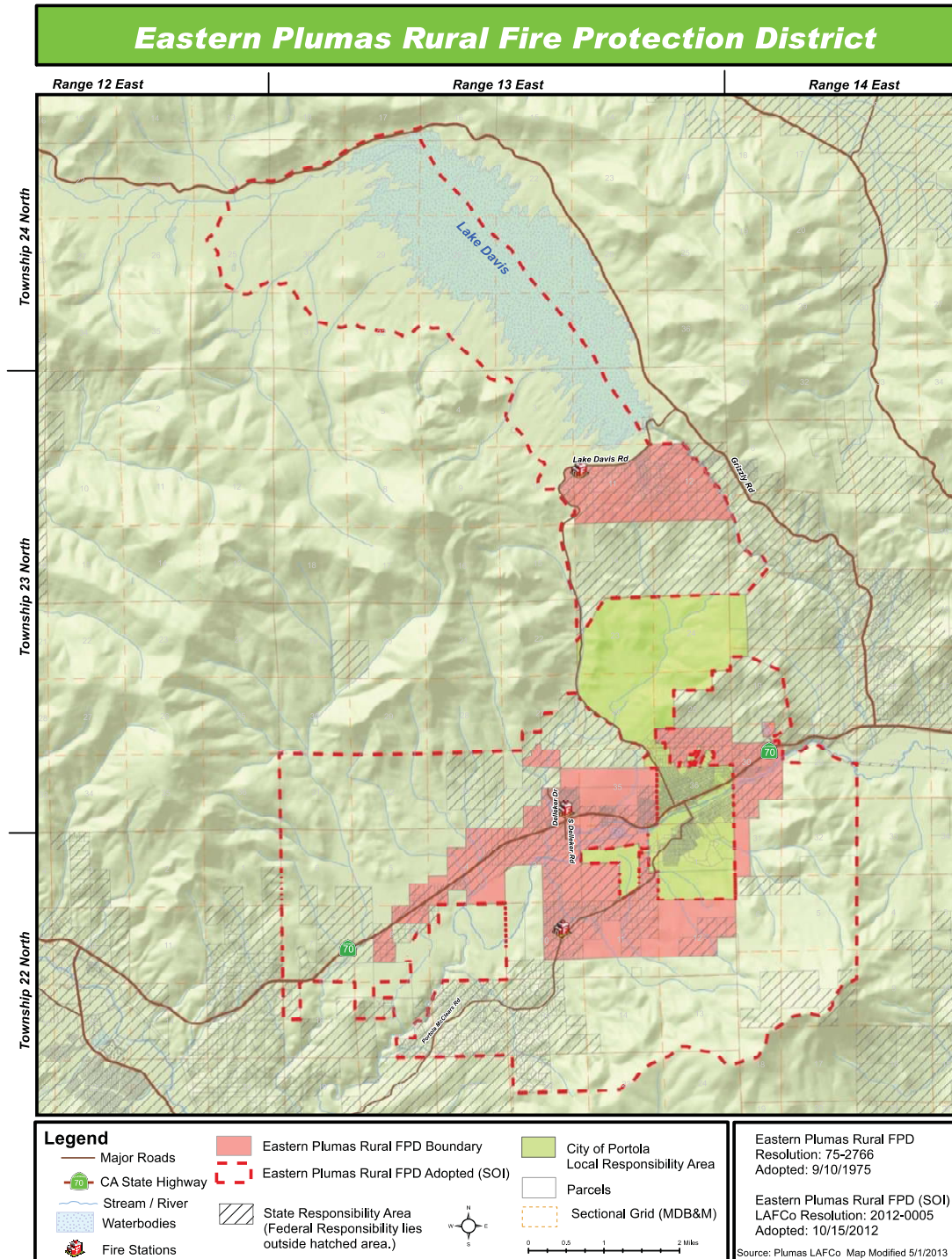
- 2-3] EPRFPD has 18 sworn personnel—one fire chief, one assistant fire chief, three captains and 13 safety volunteers. The chief receives a small stipend, while the rest of the fire fighters are volunteers. The median age of a fire fighter is 44, with a range from 22 to 64.
- 2-4] There are currently no specific plans for facility expansion or construction, because the District lacks funding for large capital projects. The District needs a water tender, another rescue vehicle, and ideally all five engines need to be upgraded. The District's territory needs more fire hydrants.
- 2-5] EPRFPD has an ISO rating of 6 in urban areas and 9 in rural areas.

4.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Eastern Plumas Rural Fire Protection District*

- 3-1] The District's current facilities do not have capacity to adequately serve current demand. EPRFPD does not have the capacity to serve future growth with existing fire stations and financial resources.
- 3-2] The District reports that current financing levels are not adequate to deliver services, and cannot accommodate any possible increase in demand.

4.4 *SOI Determinations on Social or Economic Communities of Interest for the Eastern Plumas Rural Fire Protection District*

- 4-1] EPRFPD operates three fire stations—one in Delleker, the second one in the Lake Davis area, and the third one in the Iron Horse community. The District owns all three stations, all of which were donated to the District.
- 4-2] The District serves the rural areas surrounding the City of Portola.



5 GRAEAGLE FIRE PROTECTION DISTRICT

The GFPD was formed in 1967 as an independent special district.¹³ The formation followed the Graeagle Land and Water Company purchase of the town of Graeagle and of the other holdings of the California Fruit Exchange in Plumas County. The District was formed to provide structural fire, emergency medical, and emergency rescue services.¹⁴ The District provides fire protection, rescue, emergency medical, hazardous material emergency response and some fire prevention services. The previous Abbreviated Municipal Service Review for the District was conducted in 2003. The GFPD is located in the eastern part of Plumas County, approximately an hour from the Nevada border. The District includes the Whitehawk Ranch CSD territory in the south and borders the C-Road CSD to the northeast and Plumas-Eureka CSD to the northwest.

The last Municipal Service Review conducted for the Graeagle Fire Protection District was adopted in October 2011 and the latest Sphere of Influence amendment took place in January 2011. The current SOI is 14 square miles compared to about eight square miles of boundary area.

The recommendation for this Sphere of Influence update is included in the attached map. The recommendation includes filling in gaps in the Sphere between the Eastern Plumas Rural Fire Protection District and the Plumas Eureka CSD, the inclusion of the C-Road CSD territory in its Sphere of Influence as a coterminous Sphere.

5.1 SOI Determinations on Present and Planned Land Use for the Graeagle Area

- 1-1] Most of the land uses within the District are residential, suburban and recreational. The densest residential areas are located around the communities of Graeagle and Blairsden. The central part of the District is primarily timberland production zone. The communities of Valley Ranch and Whitehawk Ranch include suburban land uses.¹⁵ The District's bounds encompass approximately eight square miles.
- 1-2] As of 2007, the District served 4,878 acres, 1,579 lots, 1,187 structures and 1,730 residential unit equivalents.
- 1-3] The peak demand times for the District are in the summer months when the area experiences an influx of tourists and seasonal residents. The calls for medical emergencies are consistently high in volume throughout the year, similar to other fire districts in the region.

5.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Graeagle Fire Protection District

- 2-1] The District reported a recent increase in demand for services, due to an increase in new developments and existing lot build-outs.
- 2-2] The Graeagle FPD anticipates some growth in population and similarly in service demand within the District in the next few years.

¹³ County Board of Supervisors Resolution No. 1721.

¹⁴ Larry A. Fites, Engineer of Work, Engineers Report: Whitehawk Ranch Annexation to Graeagle Fire Protection District, 2007, Attachment A.

¹⁵ Plumas County Parcel Application.

5.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Graeagle Fire Protection District*

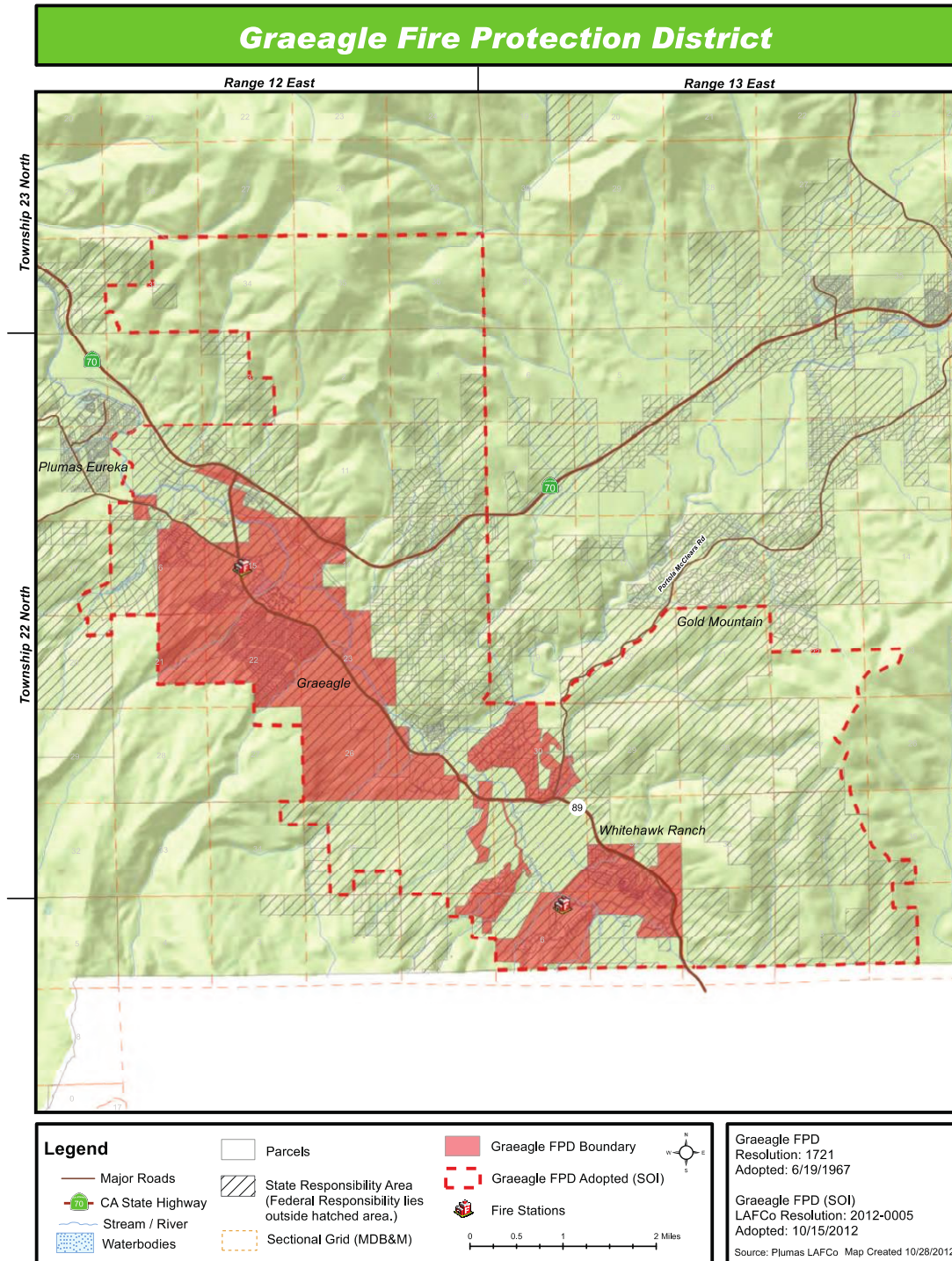
- 3-1] The District's total revenues for FY 09-10 were \$507,935. Revenue sources included tax revenue (48 percent), charges for services (47 percent), use of money and properties (two percent), state and federal aid (one percent), and other revenue (two percent).
- 3-2] In 2010, the District had 27 sworn firefighters; however, it had been anticipated in the District's engineer's report that 37 sworn personnel would be necessary in that year. The same study projects the need for a total of 37 and 45 sworn staff in 2015 and 2020, respectively.¹⁶ Over time, the District is hoping to increase its full time, paid staffing levels.
- 3-3] The District's water reserves are represented by a 750,000 gallon tank and a one million gallon tank.
- 3-4] The District has adequate capacity to provide fire service to its current service area and planned development in its future growth area.
- 3-5] GFPD has an ISO rating of 4 in the Graeagle and Whitehawk Ranch areas and 9B in the remaining territory of the District.
- 3-6] The District identified a number of future infrastructure needs to address future growth and deterioration of current facilities and equipment.

5.4 *SOI Determinations on Social or Economic Communities of Interest for the Graeagle Fire Protection District*

- 4-1] Graeagle Station #1 houses one Type I engine, one Type III engine, one Type 5 ALS Rescue, and one Type 1 Water Tender. The District plans to add other resources to its fleet as dictated by growth, revenue and service demand. Graeagle Station #2 has one Type II engine, which is owned by GFD, and one Type 5 ALS rescue vehicle.¹⁷ Command vehicle is in the possession of the chief at all times.
- 4-2] The district serves residential areas located around the communities of Graeagle and Blairsden and communities of Valley Ranch and Whitehawk Ranch and surrounding communities not within the district's bounds.

¹⁶ Whitehawk Ranch CSD and Graeagle Fire Protection District Annexation 2006, *Plan for Providing Services*, 2007, p. 5.

¹⁷ Larry A. Fites, Engineer of Work, *Engineers Report: Whitehawk Ranch Annexation to Graeagle Fire Protection District*, 2007.



6 PLUMAS EUREKA COMMUNITY SERVICES DISTRICT

The Plumas-Eureka Community Services District (PECSD) was formed in 1993 as an independent special district.¹⁸ The PECSD provides fire suppression, emergency medical, water, wastewater, snow removal and road maintenance services. In 2008, Plumas LAFCo passed a resolution initiating a Municipal Service Review (MSR) and Sphere of Influence update for PECSD;¹⁹ however, the review was never completed.

The area was originally served by County Service Area (CSA) 8, until 1989 when the CSA was dissolved. Following the dissolution, the Board of Directors (County Board of Supervisors) of the dissolved CSA formed the CSD to continue providing services formerly provided by the CSA to the residents and land owners of Plumas-Eureka Estates and Eureka Springs Subdivision, such as water and wastewater. In addition, the newly formed CSD took on the responsibility of fire services,²⁰ which had been operating under the direction of the developer of the community with cooperation from Plumas County since 1981.

The District borders Graeagle FPD in the south, Plumas National Forest in the west and Feather River in the north and east. Across the river in the east there is the Little Bear RV Park, and in the north, another small RV Park and mostly wilderness.

The recommendation for this district is shown on the attached map, which is to include the Golf Course and territory to the northwest to a ridge line as its Sphere of Influence for Fire Protection and EMS.

6.1 SOI Determinations on Present and Planned Land Use for the Plumas Eureka District Area

- 1-1] The District reported that its approximate population is 200 to 300 people in winter and 1,700 people in summer.
- 1-2] Based on Department of Finance projections, the District's population would increase from 320 in 2010 to approximately 335 in 2020.

6.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Plumas Eureka Community Services District

- 2-1] The District has a peak demand during summer months when the population significantly increases due to seasonal residents and tourists. Calls for medical emergencies are consistently high throughout the year, similar to other providers. Fire Service demand has generally increased over the last five years, partially due to automatic aid agreement with GFPD.
- 2-2] The PECSD anticipates little growth in population and similarly in service demand within the District in the next few years; however, no formal population projections have been made by the District. PECSD projects its service needs based on its own experience and history.

¹⁸ LAFCo Resolution No. 92-2.

¹⁹ LAFCo Resolution No. 2008-SOI-003.

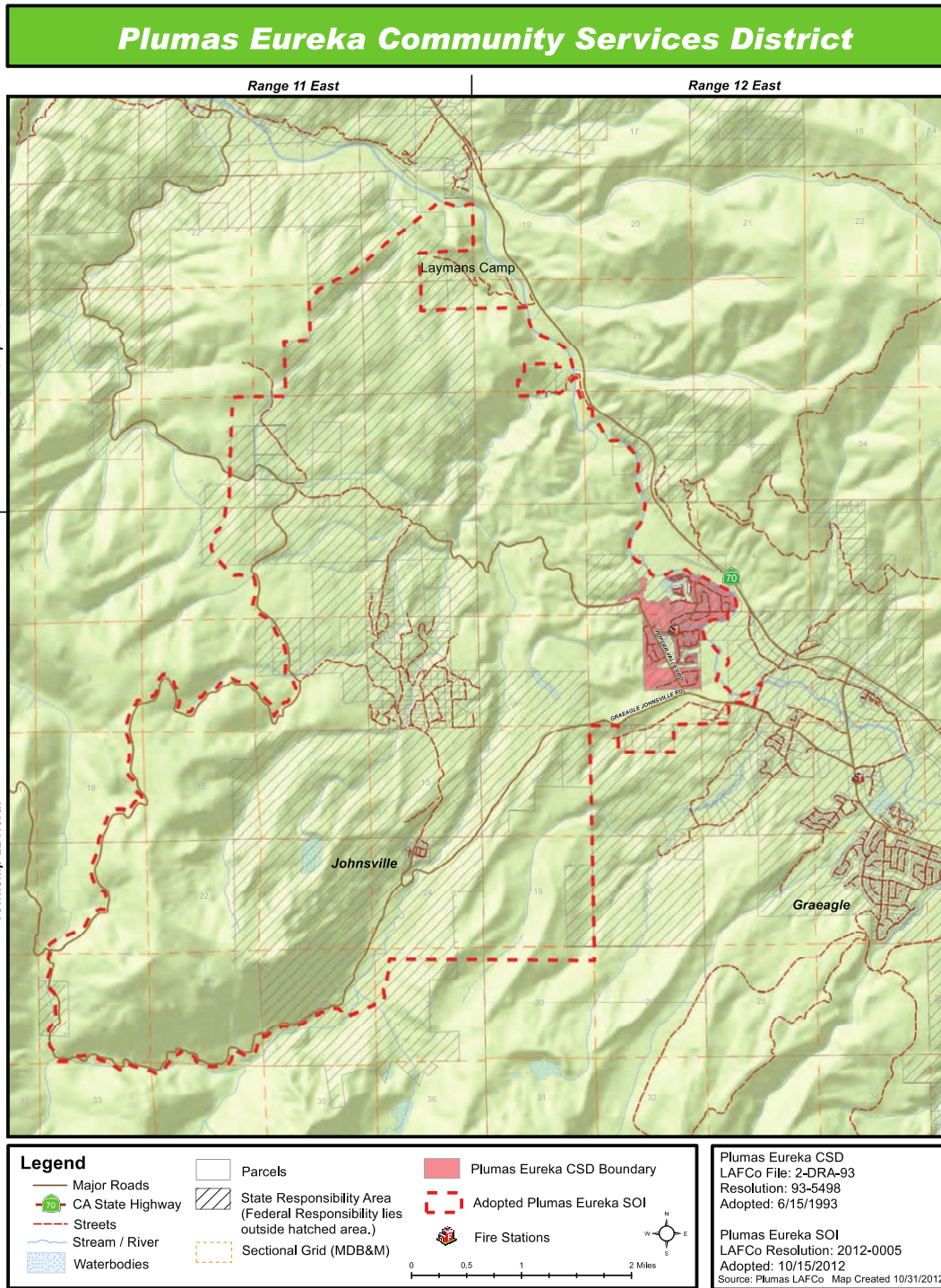
²⁰ There are no records to indicate if

6.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Plumas Eureka Community Services District*

- 3-1] The District reported that to their knowledge there is one planned development within its boundaries called Village of Plumas Pines. Growth is concentrated within the southwest portion of the District, in the community of Eureka Springs, which has plenty of in-fill space. PECSD appears to have the capacity to serve projected development.
- 3-2] The District has a joint automatic aid dispatch with GFPD under which the District provides fire services to the communities of Blairsden, Graeagle, Clio and Whitehawk. In addition, there are automatic aid agreements with EPRFPD and Long Valley Fire Department.
- 3-3] PECSD has ten sworn personnel—one fire chief, one assistant fire chief, two captains, two engineers and four firefighters. The fire chief, assistant chief and two captains are paid a monthly stipend. In addition, firefighters are paid per call.
- 3-4] PECSD operates one fire station located in Plumas Eureka Estates, at the same location as the main office for the CSD. The station, which is owned by the District, was built 1984 and was reported to be in poor condition. The facility is used as a fire station and fire department headquarters.
- 3-5] The station is typically staffed between seven in the morning and 3:30 in the afternoon. It contains two Type I engines, one Type III fire engine and one Type II rescue vehicle. Command vehicle is in possession of the fire chief at all times.
- 3-6] The District's water reserves are represented by two bolted steel storage tanks totaling 590,000 gallons.
- 3-7] PECSD's fire department has an ISO rating of 3 in urban areas and 5 in rural areas.

6.4 *SOI Determinations on Social or Economic Communities of Interest for the Plumas Eureka Community Services District*

- 4-1] The Communities of Interest include the Plumas-Eureka Estates and Eureka Springs Subdivision, and the Village of Plumas Pines Subdivision, and the Plumas Pines golf course. Many of the residential homes are located adjacent to the golf course.



7 SIERRA VALLEY FIRE PROTECTION DISTRICT

SVVFD was formed in 1948 as an independent special district. The District was formed to provide structural fire and basic life support services. The Sierra Valley Fire Protection District provides fire protection, basic life support response and some fire prevention programs. The most recent municipal service review for the Sierra Valley FPD was adopted in October 2011 by Plumas LAFCO.

The SVVFD is one of the largest fire protection districts in Plumas County based on the total area within its boundaries. It is located in the eastern part of the County and is surrounded by territory served by the U.S. Forest Service and Bureau of Land Management. The District borders Beckwourth FPD in the west, Hallelujah Junction FPD of Lassen County in the east, Lassen County in the north, and Sierra County in the south.

The District's boundaries encompass approximately 220 square miles,²¹ which include ranches, remote homes, residential sections, a mobile park, businesses and a lake/campground recreation area.²² Since its formation, there have never been any annexations to or detachments from SVVFD. The District provides extra-territorial fire and emergency services to Hallelujah Junction Fire Protection District (HJFPD) in Lassen County.

The recommendations for the Sphere of Influence for the Sierra Valley Fire Protection District are shown on the attached map. The Maddelena Road area will be relocated into the Sphere of Influence for the Beckwourth Fire Protection District, the area in the north portion of the district will not be included in the district's sphere of influence. The Sphere of Influence for the Sierra Valley FPD will nevertheless be significantly expanded.

8.1 SOI Determinations on Present and Planned Land Use for the Sierra Valley FPD Area

- 1-1] There are approximately 500 residents within the District. An additional 190 people reside in the adjacent Hallelujah Junction FPD area to the east in Lassen County.
- 1-2] The District anticipates little or no growth in population and similarly in service demand within the District in the next few years.

8.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Sierra Valley Fire Protection District

- 2-1] The Sierra Valley FPD is responsible for a large area but has no water system.
- 2-2] The Vinton Station requires upgrades. The District also identified a need for a new training facility and office space. There are currently no specific plans for facility upgrades or construction.

8.3 SOI Determinations on Public Facilities Present and Future Capacity for the Sierra Valley Fire Protection District

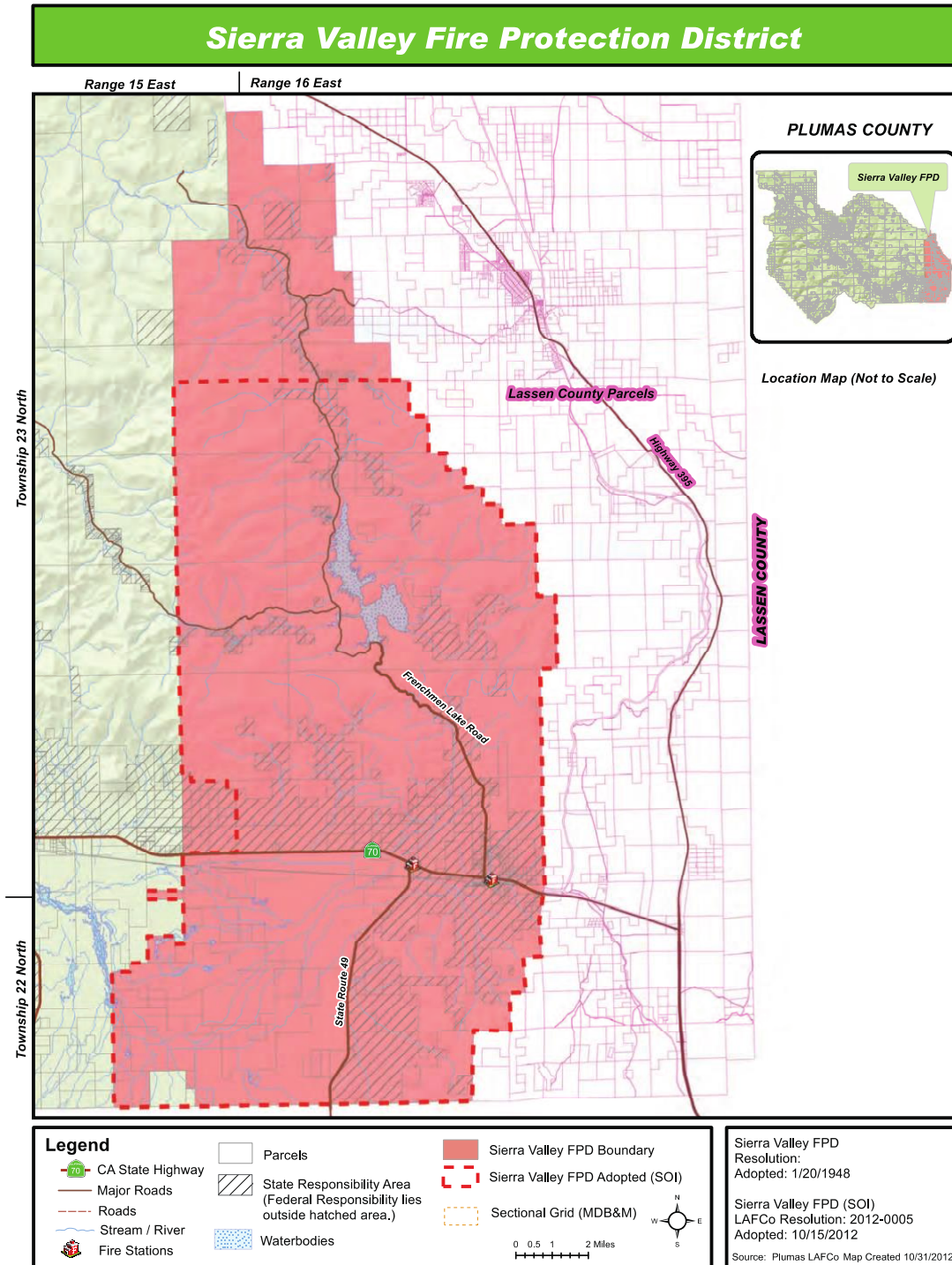
²¹ Total agency area calculated in GIS software based on agency boundaries as of July 1, 2011. The data is not considered survey quality.

²² Assistance to Firefighter Grants, *Sierra Valley FPD Grant Application*, 2010.

- 3-1] According the October 2011 Municipal Service Review, the District appears to have the capacity to serve the possible small growth in the area.
- 3-2] SVVFD has a formal mutual aid agreement with Graeagle FPD. The District also has informal mutual aid agreements with Beckwourth FPD, Loyalton FD and EPRFPD
- 3-3] The District's total revenues for FY 09-10 were \$53,796. Revenue sources include property tax revenue (66 percent), use of money and properties (one percent), state and federal aid (one percent), charges for services (11 percent) and other revenue (21 percent).
- 3-4] The SVVFD has 15 sworn personnel—one fire chief, one assistant fire chief, three captains and 10 firefighters. None of the personnel are paid.
- 3-5] The Chilcoot Station, which is the main station, was reported to be in good condition. The Vinton Station was reported to be in poor condition. Both are used to house vehicles and equipment. The Chilcoot Station houses seven vehicles—one rescue, one Type 3 brush engine, one water tender, two Type 1 engines, one air trailer, and one small Type 4 brush truck. Vinton station is used to store one out-of-service water tender.
- 3-6] The District's water reserves are represented by four 30,000-gallon buried tanks.
- 3-7] SVVFD has an ISO rating 8B. The District was last evaluated in 2010.

8.4 *SOI Determinations on Social or Economic Communities of Interest for the Madeline Fire Protection District*

- 4-1] The District serves the communities of Chilcoot and Vinton and surrounding rural residential and agricultural areas as well as Frenchman Lake and area.



8 CITY OF PORTOLA

The City of Portola provides general government services in the form of city administration, finance, building inspection, public works, and community development. In addition to these services, the City provides fire protection, Emergency Medical Service (EMS), water treatment and distribution, wastewater collection and treatment, storm drainage, park and recreation, road maintenance and snow removal services. The City also has a community service officer that acts as an animal control officer, does parking enforcement and some code enforcement. The City provides some services outside corporate boundaries, including fire protection in the Gold Mountain Area.

The City of Portola, incorporated on May 14, 1946, was formed as a general law city. It is the only incorporated city in Plumas County.

The City is located along SR 70, west of the Sierra Valley, approximately 50 miles from Reno, Nevada. The City is surrounded by the Plumas National Forest, and lies east of the crest of the Sierra Nevada mountain range. The Middle Fork Feather River, the Union Pacific Railroad, and SR 70 run parallel through the valley and divide the city in distinctly separate north and south sectors.

The City's existing boundaries, including annexed, undeveloped areas cover an area of 5.5 square miles or 3,490 acres.²³

The recommendation for the Fire and EMS services for the City of Portola is shown on the attached map and is to be the same as the City's existing Sphere of Influence.

9.1 SOI Determinations on Present and Planned Land Use for the Portola Area for fire protection and emergency services.

- 1-1] Existing land uses within the city limits are primarily residential and retail services. The regional services and highway commercial uses are concentrated along SR 70. Businesses serve both the local population and the regional traffic drawn by recreation opportunities.
- 1-2] As of January 1, 2010, the City had a population of 1,997, according to the state Department of Finance.
- 1-3] Given the amount of growth potential in the City based on planned developments, the City will need to plan for significant growth to meet future demand levels and meet urban service level expectations.

²³ Total agency area calculated in GIS software based on agency boundaries as of July 1, 2011. The data is not considered survey quality.

9.2 *SOI Determinations on Facilities and Services: Present and Probable Need for the City of Portola – Fire Protection and EMS*

- 2-1] City of Portola Fire Department provides fire suppression and Basic Life Support services. Ambulance and Advanced Life Support services are provided by the Eastern Plumas Healthcare District.
- 2-2] The City of Portola fire department has mutual aid agreements with Beckwourth Fire Protection District and Eastern Plumas Rural Fire Protection District.
- 2-3] The City of Portola fire department has an ISO rating of 5/8B—5 within the city limits and 8B in Gold Mountain.

9.3 *SOI Determinations on Public Facilities Present and Future Capacity for fire and emergency services provided by the City of Portola*

- 3-1] City of Portola Fire Department has 16 sworn personnel—three Chief Officers, three Line Officers, and ten Firefighters. The City continuously recruits for new and additional volunteers
- 3-2] The City of Portola owns and operates two fire stations—North Side Fire Hall and South Side Fire Hall. The North Side Fire Hall, which was built in 1984. This station houses one Type I engine, one Type IV engine, a 3,500-gallon water tender, and a rescue squad truck. The South Side Fire Hall, which was built in the 1940s. This station contains two Type II engines and one Type V utility wildland vehicle.

- 3-3] The City of Portola has an adequate water supply for fire protection however there is a fire flow deficiency within portions of the city as a result of a water storage tank being at too low of an elevation.

9.4 *SOI Determinations on Social or Economic Communities of Interest for the City of Portola – Fire and Emergency Services*

- 4-1] The City's SOI is presently ten square miles or 6,438 acres, which is approximately twice the area within the City's boundary. The SOI encompasses the City's boundaries in their entirety and extends beyond the boundaries to the east and west. The SOI was first adopted in 1982 and last updated in 2003.²⁴ During the 2003 update, the SOI was amended by LAFCo to indicate the anticipated five-year annexable area of the City.

²⁴ LAFCo Resolution 2003-09.

