



PLUMAS COUNTY - INDIAN VALLEY AND QUINCY AREA MUNICIPAL SERVICE REVIEW FINAL

Adopted June 8, 2015

Prepared for the
Plumas Local Agency Formation Commission
by Policy Consulting Associates, LLC.

TABLE OF CONTENTS

ACRONYMS.....	4
PREFACE	6
CONTEXT	6
CREDITS	6
1. EXECUTIVE SUMMARY	10
SERVICE PROVIDERS	10
HEALTHCARE DISTRICTS	11
CEMETERY DISTRICTS	11
LIGHTING DISTRICTS	10
OTHER GOVERNANCE OPTIONS	11
SPECIAL DISTRICT ACCOUNTABILITY AND TRANSPARENCY	11
2. LAFCO AND MUNICIPAL SERVICES REVIEWS	13
LAFCO OVERVIEW	13
MUNICIPAL SERVICES REVIEW ORIGINS	14
MUNICIPAL SERVICES REVIEW LEGISLATION	16
MUNICIPAL SERVICES REVIEW PROCESS	17
SPHERE OF INFLUENCE UPDATES	18
3. MSR AREA	20
GROWTH & POPULATION PROJECTIONS	20
4. CRESCENT MILLS CEMETERY DISTRICT	24
AGENCY OVERVIEW	24
CEMETERY SERVICES	30
CRESCENT MILLS CEMETERY DISTRICT DETERMINATIONS	32
5. CRESCENT MILLS HIGHWAY LIGHTING DISTRICT	34
AGENCY OVERVIEW	34
LIGHTING SERVICES	41
CRESCENT MILLS HIGHWAY LIGHTING DISTRICT DETERMINATIONS	42
6. GREENVILLE CEMETERY DISTRICT	44
AGENCY OVERVIEW	44
CEMETERY SERVICES	51
GREENVILLE CEMETERY DISTRICT DETERMINATIONS	53
7. INDIAN VALLEY HEALTHCARE DISTRICT	55
AGENCY OVERVIEW	55
HEALTHCARE SERVICES	64
INDIAN VALLEY HEALTHCARE DISTRICT DETERMINATIONS	66
8. INDIAN VALLEY RECREATION AND PARK DISTRICT	68
AGENCY OVERVIEW	68
RECREATION AND PARK SERVICES	77
INDIAN VALLEY RECREATION AND PARK DISTRICT DETERMINATIONS	79
9. TAYLORSVILLE CEMETERY DISTRICT	81
AGENCY OVERVIEW	81
CEMETERY SERVICES	89
TAYLORSVILLE CEMETERY DISTRICT DETERMINATIONS	91

10. COUNTY SERVICE AREA 6	93
AGENCY OVERVIEW	93
CSA SERVICES	97
COUNTY SERVICE AREA 6 DETERMINATIONS.....	98
11. CENTRAL PLUMAS RECREATION AND PARK DISTRICT	99
AGENCY OVERVIEW	99
RECREATIONAL & PARK SERVICES.....	107
CENTRAL PLUMAS RECREATION AND PARK DISTRICT DETERMINATIONS	110
12. EAST QUINCY SERVICES DISTRICT	112
AGENCY OVERVIEW	112
WATER SERVICES	122
WASTEWATER SERVICES	129
EAST QUINCY SERVICES DISTRICT DETERMINATIONS	134
13. PLUMAS HEALTHCARE DISTRICT	137
AGENCY OVERVIEW	137
HEALTHCARE SERVICES	149
PLUMAS HEALTHCARE DISTRICT DETERMINATIONS	154
14. QUINCY COMMUNITY SERVICES DISTRICT	157
AGENCY OVERVIEW	157
WATER SERVICES	167
WASTEWATER SERVICES	174
SOLID WASTE SERVICES	181
QUINCY COMMUNITY SERVICES DISTRICT DETERMINATIONS	182
15. QUINCY LIGHTING DISTRICT.....	186
AGENCY OVERVIEW	186
LIGHTING SERVICES	193
QUINCY LIGHTING DISTRICT DETERMINATIONS	194
16. QUINCY-LA PORTE CEMETERY DISTRICT.....	196
AGENCY OVERVIEW	196
CEMETERY SERVICES	204
QUINCY-LA PORTE CEMETERY DISTRICT DETERMINATIONS	206
17. COUNTY SERVICE AREA 11	208
AGENCY OVERVIEW	208
AMBULANCE SERVICES	215
COUNTY SERVICE AREA 11 DETERMINATIONS.....	216

LIST OF FIGURES

FIGURE 1-1: INDIAN VALLEY AND QUINCY SERVICE PROVIDERS IN PLUMAS COUNTY	10
FIGURE 1-2: PLUMAS COUNTY CEMETERY DISTRICTS	10
FIGURE 2-1: COMMISSION MEMBERS, 2011	14
FIGURE 3-1: NEW RESIDENTIAL BUILDING PERMITS, 2000-2012	21
FIGURE 3-2: COUNTYWIDE DOF POPULATION PROJECTIONS	21
FIGURE 3-3: ANNUALIZED GROWTH PROJECTIONS BY METHOD	22
FIGURE 3-4: TRANSIENT OCCUPANCY TAX REVENUE, FYS 02-11	23
FIGURE 4-1: CRESCENT MILLS CEMETERY DISTRICT BOUNDARIES AND SOI.....	26
FIGURE 4-2: CRESCENT MILLS CEMETERY DISTRICT GOVERNING BODY.....	27
FIGURE 5-1: CRESCENT MILLS HLD BOUNDARIES AND SOI.....	35
FIGURE 5-2: CRESCENT MILLS HLD GOVERNING BODY.....	36
FIGURE 6-1: GREENVILLE CEMETERY DISTRICT BOUNDARIES AND SOI.....	46
FIGURE 6-2: GREENVILLE CEMETERY DISTRICT GOVERNING BODY	47
FIGURE 7-1: INDIAN VALLEY HD BOUNDARIES AND SOI	57
FIGURE 7-2: INDIAN VALLEY HD GOVERNING BODY	58
FIGURE 8-1: INDIAN VALLEY RPD BOUNDARIES AND SOI	70
FIGURE 8-2: INDIAN VALLEY RPD GOVERNING BODY	71
FIGURE 9-1: TAYLORSVILLE CEMETERY DISTRICT BOUNDARIES AND SOI.....	83
FIGURE 9-2: TAYLORSVILLE CEMETERY DISTRICT GOVERNING BODY	84
FIGURE 2-3: TCD BURIALS (2007-2012).....	87
FIGURE 10-1: CSA 6 BOUNDARIES AND SOI.....	94
FIGURE 10-2: CSA 6 GOVERNING BODY	95
FIGURE 11-1: CENTRAL PLUMAS RECREATION AND PARK DISTRICT BOUNDARIES AND SOI.....	101
FIGURE 11-2: CENTRAL PLUMAS RECREATION AND PARK DISTRICT GOVERNING BODY.....	102
FIGURE 11-3: CENTRAL PLUMAS RECREATION AND PARK DISTRICT SERVICE ADEQUACY.....	109
FIGURE 12-1: EQSD LIST OF LAFCO-APPROVED BORDER CHANGES	113
FIGURE 12-2: EAST QUINCY CSD BOUNDARIES AND SOI.....	115
FIGURE 12-3: EQSD GOVERNING BODY	116
FIGURE 12-4: EQSD SERVICE CHARGES AS OF JULY 2013.....	120
FIGURE 12-5: EQSD WATER FACILITIES.....	123
FIGURE 12-6: EQSD WATER SERVICE ADEQUACY INDICATORS	125
FIGURE 12-7: EQSD WATER SERVICE TABLES	126
FIGURE 12-8: EQSD WASTEWATER SERVICE ADEQUACY INDICATORS	131
FIGURE 12-9: WASTEWATER SERVICE PROFILE.....	132
FIGURE 13-1: BOUNDARIES AND SOI	139
FIGURE 13-2: PHD GOVERNING BODY.....	140
FIGURE 13-3: TOTAL PATIENT DAYS, IN THOUSANDS (FY 08 – FY 13).....	144
FIGURE 13-4: COMPARISON OF STATISTICAL INDICATORS	148
FIGURE 14-1: QCSD LIST OF LAFCO-APPROVED BORDER CHANGES	158
FIGURE 14-2: QCSD BOUNDARIES AND SOI.....	160
FIGURE 14-3: QCSD GOVERNING BODY	161
FIGURE 14-4: QCSD WATER SOURCES	168
FIGURE 14-5: QCSD WATER SERVICE ADEQUACY INDICATORS.....	170
FIGURE 14-6: QCSD WATER SERVICE TABLES	171
FIGURE 14-7: QCSD WASTEWATER SERVICE ADEQUACY INDICATORS.....	177
FIGURE 14-8: WASTEWATER SERVICE PROFILE.....	179
FIGURE 15-1: QUINCY LD BOUNDARIES AND SOI	188
FIGURE 15-2: QUINCY LD GOVERNING BODY.....	189
FIGURE 16-1: QUINCY-LA PORTE CEMETERY DISTRICT BOUNDARIES AND SOI	198
FIGURE 16-2: QUINCY-LA PORTE CEMETERY DISTRICT GOVERNING BODY	199
FIGURE 17-1: COUNTY SERVICE AREA 11 BOUNDARIES AND SOI	210
FIGURE 17-2: CSA 11 GOVERNING BODY	211

ACRONYMS

ACHD:	Association of California Healthcare Districts
ADWF:	Average dry weather flow
af:	Acre-feet
afa:	Acre-feet per annum
BLS:	Basic Life Support
BOD:	Biological oxygen demands
BOE	California Board of Equalization
ccf:	Hundreds of cubic feet
CC&R	Covenants, Conditions and Restrictions
CEO:	Chief Executive Officer
CEQA:	California Environmental Quality Act
cfs:	Cubic feet per second
CHP:	California Highway Patrol
CIWMB:	California Integrated Waste Management Board
CIP:	Capital improvement plan
CMS:	Center for Medical and Medicaid Studies
CSA:	County Service Area
CSD:	Community Services District
CSDA:	California Special District Association
CY:	Calendar year
DFG:	California Department of Fish and Game
DME:	Durable Medical Equipment
DOF:	California Department of Finance
DPH:	California Department of Public Health
DWR:	California Department of Water Resources
EMS:	Emergency Medical Services
EMT:	Emergency Medical Technician
EPA:	U.S. Environmental Protection Agency
ERAF:	Educational Revenue Augmentation Fund
FDAC-FASIS:	Fire District Association of California- Fire Agency Self-Insurance System
FEERAM:	Fire Engine Equipment Replacement and Maintenance
FEMA:	Federal Emergency Management Agency
FD:	Fire District
FF:	Firefighter
FPD:	Fire Protection District
FRC:	Feather River College
FTE:	Full Time Equivalent
FY:	Fiscal year
GIS:	Geographic Information Systems
GM:	General Manger
gpd:	Gallons per day
gpm:	Gallons per minute
GP:	General Plan

I/I:	Infiltration and inflow
ISO:	Insurance Services Organization
IRWMP:	Integrated Regional Water Management Plan
IVHD:	Indian Valley Healthcare District
JHA:	Jurisdiction having authority
JPA:	Joint Powers Authority
LAFCo:	Local Agency Formation Commission
MCL:	Maximum Contaminant Level
mg:	Millions of gallons
mgd:	Millions of gallons per day
MSR:	Municipal services review
MS4:	Municipal separate storm sewer systems
NA:	Not applicable
NFPA:	National Fire Protection Association
NP:	Not provided
NPDES:	National Pollutant Discharge Elimination System
OASA:	Out-of-Area Service Agreement
OES:	Office of Emergency Services
OIT:	Operator in training
OPR:	Governor's Office of Planning and Research
PSAP:	Public Safety Answering Point
PWWF:	Peak wet weather flow
RID:	Resort Improvement District
RWQCB:	Regional Water Quality Control Board
SCADA:	Supervisory Control and Data Acquisition
SDMRA:	Special District Risk Management Authority
SDWA:	Safe Drinking Water Act
SOI:	Sphere of influence
SSMP:	Sewer System Management Plan
SSO:	Sewer System Overflow
SWP:	State Water Project
SR:	State Route
SWRCB:	State Water Resources Control Board
TDS:	Total dissolvable solids
TMDL:	Total maximum daily load
TSS:	Total suspended solids
USDA:	United States Department of Agriculture
USFS:	United States Forest Service
UWMP:	Urban Water Management Plan
WWTP	Wastewater treatment plant
WTP:	Water treatment plant

PREFACE

Prepared for the Plumas Local Agency Formation Commission (LAFCo), this report is a regional municipal services review—a State-required comprehensive study of services within a designated geographic area. This MSR focuses on local agencies and other municipal service providers in the Indian Valley and Quincy regions of Plumas County that provide municipal services, including water, wastewater, park and recreation, healthcare, lighting, and cemetery services.

CONTEXT

Plumas LAFCo is required to prepare this MSR by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. The MSR reviews services provided by public agencies whose boundaries and governance are subject to LAFCo. Those agencies providing municipal services in the Indian Valley and Quincy regions of Plumas County are the focus of this review.

CREDITS

The authors extend their appreciation to those individuals at many agencies that provided planning and financial information and documents used in this report. The contributors are listed individually at the end of this report.

Plumas LAFCo Executive Officer, John Benoit, provided project direction and review. Dennis Miller prepared maps and provided GIS analysis. This report was prepared by Policy Consulting Associates, LLC, and was co-authored by Jennifer Stephenson and Oxana Wolfson. Jennifer Stephenson served as project manager. Oxana Wolfson provided research analysis. Lauren Wilkins and Arianna Menon provided research assistance.

The local agencies have provided a substantial portion of the information included in this document. Each local agency provided budgets, financial statements, various plans, and responded to questionnaires. The service providers provided interviews covering workload, staffing, facilities, regional collaboration, and service challenges.

1. EXECUTIVE SUMMARY

This report is a Municipal Service Review (MSR) report on various municipal services prepared for the Plumas Local Agency Formation Commission (LAFCo). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, the Indian Valley and Quincy regions of Plumas County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.). After MSR findings are adopted, the Commission will begin the process of updating the spheres of influence (SOIs) of the agencies covered in this report.

SERVICE PROVIDERS

This report focuses on service providers located in the Indian Valley and Quincy regions of Plumas County. As shown in Figure 1-1, 14 special districts were reviewed as part of this Municipal Service Review. Many of the agencies reviewed provide multiple services.

Figure 1-1: Indian Valley and Quincy Service Providers in Plumas County

Agency	Water	Wastewater	Solid Waste	Healthcare	Ambulance	Cemetery	Lighting	Recreation	Parks
Crescent Mills Cemetery District						✓			
Crescent Mills Highway Lighting District							✓		
Greenville Cemetery District						✓			
Indian Valley Healthcare District				✓					
Indian Valley Recreation and Park District								✓	✓
Taylorville Cemetery District						✓			
County Service Area 6									
Central Plumas Recreation and Park District								✓	
East Quincy Services District	✓	✓							
Plumas Healthcare District				✓					
Quincy Community Services District	✓	✓	✓						
Quincy Lighting District							✓		
Quincy-La Porte Cemetery District						✓			
County Service Area 11					✓				

HEALTHCARE DISTRICTS

There are four healthcare districts in Plumas County—Eastern Plumas Healthcare District (reviewed in the Eastern Plumas Municipal Service Review), Seneca Healthcare District (reviewed in the Lake Almanor Municipal Service Review), Plumas Healthcare District (PHD), and Indian Valley Healthcare District (IVHD), both reviewed in this report. Three of the districts, while facing certain financing constraints, are generally able to provide adequate levels of services. IVHD has declared bankruptcy and is in the process of settling its debts. The IVHD clinic is presently leased and operated by Eastern Plumas HD.

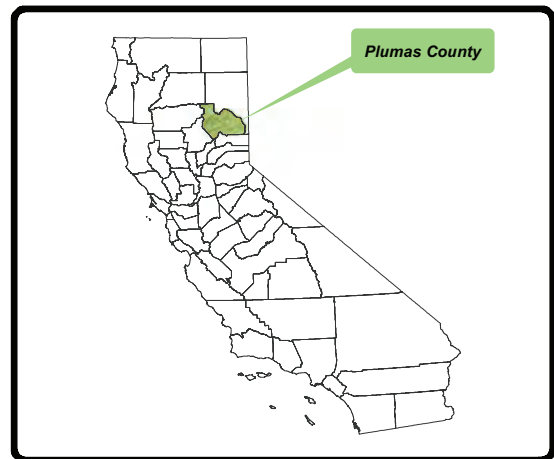
All four of the Plumas County healthcare districts have at some point expressed interest in some form of consolidation. Given that Eastern Plumas HD is presently providing services out of IVHD's facility, an option would be consolidation of these two districts. Another option for IVHD and EPHD reorganization is to dissolve Indian Valley HD and for Eastern Plumas HD to purchase the IVHD clinic and keep providing services there as before. EPHD would not need to expand its SOI or boundaries to do so as healthcare districts are legally allowed to own and operate facilities outside of their boundaries. The opinions of IVHD or EPHD, however, were not obtained on this option. Before IVHD is able to reorganize with another agency it would have to entirely complete its bankruptcy process, which is expected to happen in the near future, specifically when debt is settled with the Employment Development Department (EDD)—the District's remaining creditor. Plumas HD expressed interest in consolidating with IVHD when all bankruptcy issues have been settled.

Seneca HD is open to consolidating with any of the Plumas healthcare districts. It has had discussions with EPHD and PHD, but concluded that the varying interests and goals of each district were precluding tighter collaboration and preventing the consolidation process from moving forward. If other districts were interested in further consolidation discussions, Seneca HD would be amenable. At this time, IVHD is probably the most interested in consolidation among the healthcare districts, due to the fact that the District would need significant assistance opening its doors again after the bankruptcy process is over. The healthcare districts in Plumas County should take advantage of the present countrywide trend for shared services that promotes efficiency, broader coverage and cost savings, and start discussions about some of the consolidation options that would benefit all four districts and the public.

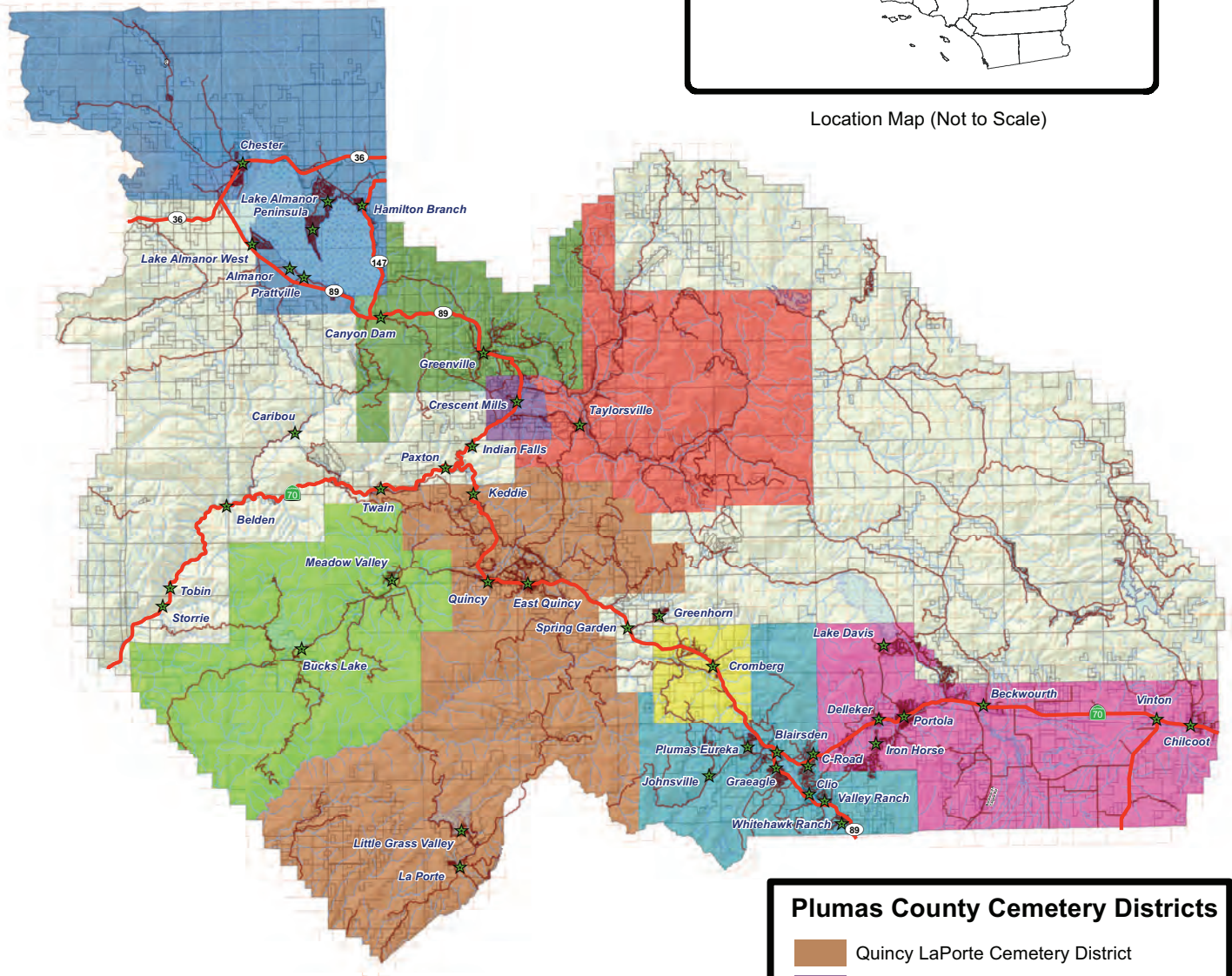
CEMETERY DISTRICTS

There are nine cemetery districts in Plumas County, of which four are under review in this report—Crescent Mills CD, Greenville CD, Quincy-La Porte CD, and Taylorsville CD. Also reviewed in previous MSRs were Portola CD and Chester CD. All districts in the County are shown in Figure 1-2 on the following page. The remaining districts are to be covered in the next service review to be completed in the next year.

Plumas County Cemetery Districts



Location Map (Not to Scale)



Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies

- Parcels
- Plumas County Sectional Grid
- ★ Communities

0 3 6 12 Miles



Source: Plumas LAFCo

Map Created 6/10/2014

Plumas County Cemetery Districts

- Quincy LaPorte Cemetery District
- Crescent Mills Cemetery District
- Greenville Cemetery District
- Chester Cemetery District
- Cromberg Cemetery District
- Meadow Valley Cemetery District
- Mohawk Cemetery District
- Portola Cemetery District
- Taylorville Cemetery District

Each of the districts reviewed here, as well as in previous reports, has faced similar struggles in providing transparent, adequate services within legal requirements while simultaneously challenged by limited public interest and insufficient financing. Specifically, all of the districts have suffered from hard to fill vacancies on the governing bodies. There is often a high turnover rate of the board members, and vacancies remain unfilled for long periods of time. The districts operate on minimal budgets and reported that revenues were insufficient to provide an adequate level of services. In particular, Crescent Mills CD does not receive property tax revenue and therefore depends entirely on charges for services; however, there were no burials in 2013, and therefore no income to the District in that year. As a result of these skeletal budgets, the districts often rely almost entirely on volunteer efforts on the part of the board members and other volunteer/community service programs for administration and maintenance. Due to the informal and small nature of these districts, there is a general lack of understanding of the legal requirements regarding a public agency and more specifically the detailed requirements of cemetery districts.

Given the constraints shared by all of the cemetery districts, reorganization of some form may be beneficial to the agencies in improving efficiency and thereby addressing many of the common challenges faced by these agencies. Reorganization of the districts could occur at a countywide or regional level depending on the interest of the districts. A countywide district would eliminate eight governing bodies and administrative structures, enabling the single cemetery district to draw from the population countywide to fill the board seats. Additionally, the District would be able to best leverage the available resources for the benefit of the various cemeteries and capitalize on personnel and equipment sharing to the greatest extent practicable. Finally, as a larger more visible agency, a countywide district would be more likely to be placed under public scrutiny to ensure operations are appropriate for a public agency. Regional consolidation would offer smaller more short-term steps that may garner greater support from the public due to the sense that the local community is retaining control.

Within Indian Valley, each of the three cemetery districts (Crescent Mills CD, Greenville CD and Taylorsville CD) has expressed interest in consolidation. Discussions among these districts are moving forward in the near future. Chester CD may also be interested in taking part in these discussions due to proximity. Consolidation of these districts at first, may provide a template for others in moving forward with similar reorganizations. In order to initiate such a consolidation, it would require a resolution from either the Board of Supervisors or the boards of the affected districts. The cost of consolidation would likely be minimal if shared among multiple districts.

LIGHTING DISTRICTS

Presently, there are two lighting districts that provide lighting services in Plumas County—Quincy Lighting District and Crescent Mills Highway Lighting District. Additionally, there are several other special districts and the City of Portola that also provide lighting services in the County. Those districts that provide lighting in addition to other services are Walker Ranch CSD, Chester PUD, Grizzly Lake CSD, West Almanor CSD, and Indian Valley CSD. The Department of Public Works reimburses those districts (that so request) for 25 percent of their energy costs for lights along county roads. The existing

structure is inconsistent and often confusing, which lends itself to incongruities, such as Quincy LD paying for lighting in Taylorsville (outside of QLD's bounds) and the reported lack of transfer of appropriate funds from East Quincy SD to Quincy LD upon annexation of the East Quincy territory.

In regards to governance structure alternatives, the County reported that the possibility of a countywide street lighting district is being considered. The formation of a countywide district would expand the base and give the County more control over new developments and opportunities for enhanced overall planning. The idea was discussed at several County Supervisor meetings. Depending on the structure of the proposed new district, if pursued by the County, formation would require a resolution of intent to form the district by the Board of Supervisors and application to LAFCo. The formation will also require an engineer's report and voter approval on any proposed additional special tax to fund the new district.

OTHER GOVERNANCE OPTIONS

Other governance alternatives were identified over the course of this review. Governance structure options identified for IVRPD include consolidation with Indian Valley CSD or IVCS D transfer of recreation and park services to IVRPD. IVRPD has a zero sphere of influence and overlapping boundaries with Indian Valley CSD. Given that the two agencies provide a similar category of park and recreation services within bounds that overlap one another, there may be efficiencies gained from such a change in service structure.

County Service Area 6 was formed in 1973 to serve a proposed development in Genesee Valley but never became active. No growth is anticipated in this area, and therefore it is anticipated that there will be no need for the services that may be offered by CSA 6. Dissolution was discussed and recommended in 1976, but never acted upon. Given that the CSA has remained inactive for the last 40 years and there are no future plans for development of the area, dissolution of this District is recommended.

SPECIAL DISTRICT ACCOUNTABILITY AND TRANSPARENCY

There appears to be a general lack of understanding among the districts reviewed about many of the legal requirements of special districts and their governing bodies. Because many of the districts serve very limited populations, with an often tight knit community feel, the atmosphere of district operations and governance is laid back and informal, which does not adhere to or promote a general understanding of the basic laws governing special districts. For example, many of the districts were unable to provide the term expiration dates for their board members and one district was unsure of the process by which board members were appointed. Additionally, some of the districts do not conduct board meetings according to Brown Act requirements by not agendizing meetings where a quorum of the board may be present. It is apparent that the districts would greatly benefit from training in various areas to ensure that they are operating within legal confines. Topics where district appeared to lack knowledge and which are most critical to ensuring transparency and accountability include the following:

- ❖ Governing body appointment process (cemetery districts) and terms;
- ❖ Brown Act requirements;

- ❖ Financial reporting requirements for State Controller's Office, audits, budgets, and Fair Political Practices Commission; and
- ❖ Best management practices on internal fiscal controls.

The Plumas County Special Districts Association has made efforts to provide education on these subjects. Unfortunately, those agencies that would benefit most from these sessions are usually not in attendance. It is recommended that all districts make efforts to attend all available educational sessions in the County.

2. LAFCO AND MUNICIPAL SERVICES REVIEWS

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCo to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCo's jurisdiction. This chapter provides an overview of LAFCo's history, powers and responsibilities. It discusses the origins and legal requirements for preparation of the municipal services review (MSR). Finally, the chapter reviews the process for MSR review, MSR approval and SOI updates.

LAFCO OVERVIEW

After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs and public services. To accommodate this demand, many new local government agencies were formed, often with little forethought as to the ultimate governance structures in a given region, and existing agencies often competed for expansion areas. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open-space lands.

Recognizing this problem, in 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963, resulting in the creation of a Local Agency Formation Commission, or "LAFCo," operating in every county.

Plumas LAFCo was first staffed by the County Planning Department, which undertook the first Spheres of Influence in 1974. The Department had more pressing priorities and as a result LAFCo was maintained at an acceptable level for the time.

LAFCo was formed as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. LAFCo is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The Commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCo conducts service reviews to evaluate the provision of municipal services within the County.

LAFCo regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCo is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, and any

reorganization including such actions. Otherwise, LAFCo actions must originate as petitions or resolutions from affected voters, landowners, cities or districts.

Plumas LAFCo consists of five regular members: two members from the Plumas County Board of Supervisors, two city council members, and one public member who is appointed by the other members of the Commission. There is an alternate in each category. All Commissioners are appointed to four-year terms.

Figure 2-1: Commission Members, 2014

<i>Appointing Agency</i>	<i>Members</i>	<i>Alternate Members</i>
Two members from the Board of Supervisors appointed by the Board of Supervisors.	Kevin Goss Terrell Swofford	Sherrie Thrall
Two members representing the cities in the County. Must be city officer and appointed by the City Selection Committee.	John Larrieu Phil Oels	Pat Morton
One member from the general public appointed by the other four commissioners.	John Hafen	Jeffery Greening

MUNICIPAL SERVICES REVIEW ORIGINS

The MSR requirement was enacted by the Legislature months after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The “Little Hoover Commission” focused on the need for oversight and consolidation of special districts, whereas the “Commission on Local Governance for the 21st Century” focused on the need for regional planning to ensure adequate and efficient local governmental services as the California population continues to grow.

Little Hoover Commission

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among independent special districts, and the barriers to LAFCo’s pursuit of district consolidation and dissolution. The report raised the concern that “the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable.”

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials, and concluded that district financial information is “largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county.”¹

¹ Little Hoover Commission, 2000, page 24.

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by health care districts that have sold, leased or closed their hospitals, and asserted that LAFcos consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations, but asserted that LAFcos have generally failed to pursue special district reorganizations.

The report called on the Legislature to increase the oversight of special districts by mandating that LAFcos identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the State strengthen the independence and funding of LAFcos, require districts to report to their respective LAFco, and require LAFcos to study service duplications.

Commission on Local Governance for the 21st Century

The Legislature formed the Commission on Local Governance for the 21st Century ("21st Century Commission") in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000.² The report examines the way that government is organized and operates and establishes a vision of how the State will grow by "making better use of the often invisible LAFcos in each county."

The report points to the expectation that California's population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. *Growth Within Bounds* acknowledges that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to schools in 1993. The report asserts that these financial strains have created governmental entrepreneurship in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century

² The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

Commission recommended consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, “has provoked controversy, including several legislative attempts to initiate district consolidations,”³ but cautions LAFcos that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

Growth Within Bounds stated that LAFcos cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water and sanitary districts, reduce water costs and promote a more comprehensive approach to the use of water resources. Further, the report asserted that many LAFcos lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California’s future growth and development.

MSRs would require LAFco to look broadly at all agencies within a geographic region that provide a particular municipal service and to examine consolidation or reorganization of service providers. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFco judges to be important to future growth. The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make nine determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The legislature since consolidated the determinations into six required findings.

MUNICIPAL SERVICES REVIEW LEGISLATION

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFco review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California’s anticipated growth. The service review provides LAFco with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Effective January 1, 2008, Government Code §56430 requires LAFco to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- ❖ Growth and population projections for the affected area;
- ❖ The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI;

³ Commission on Local Governance for the 21st Century, 2000, page 70.

- ❖ Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence);
- ❖ Financial ability of agencies to provide services;
- ❖ Status of, and opportunities for shared facilities;
- ❖ Accountability for community service needs, including governmental structure and operational efficiencies; and
- ❖ Any other matter related to effective or efficient service delivery, as required by commission policy.

MUNICIPAL SERVICES REVIEW PROCESS

For local agencies, the MSR process involves the following steps:

- ❖ Outreach: LAFCo outreach and explanation of the project
- ❖ Data Discovery: provide documents and respond to LAFCo questions
- ❖ Map Review: review and comment on LAFCo draft map of the agency's boundary and sphere of influence
- ❖ Profile Review: internal review and comment on LAFCo draft profile of the agency
- ❖ Public Review Draft MSR: review and comment on LAFCo draft MSR
- ❖ LAFCo Hearing: attend and provide public comments on MSR

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCo's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

The MSR process does not require LAFCo to initiate changes of organization based on service review findings, only that LAFCo identify potential government structure options. However, LAFCo, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. Within its legal authorization, LAFCo may act with respect to a recommended change of organization or reorganization on its own initiative (e.g., certain types of consolidations), or in response to a proposal (i.e., initiated by resolution or petition by landowners or registered voters).

Once LAFCo has adopted the MSR determinations, it must update the SOIs for one city and eight independent districts. The LAFCo Commission determines and adopts the spheres of influence for each agency. A CEQA determination is made by LAFCo on a case-by-case basis for each sphere of influence action and each change of organization, once the proposed project characteristics are sufficiently identified to assess environmental impacts.

SPHERE OF INFLUENCE UPDATES

The Commission is charged with developing and updating the Sphere of Influence (SOI) for each city and special district within the county.⁴

An SOI is a LAFCo-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Territory cannot be annexed by LAFCo to a city or district unless it is within that agency's sphere.

The purposes of the SOI include the following: to ensure the efficient provision of services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCo cannot regulate land use, dictate internal operations or administration of any local agency, or set rates. LAFCo is empowered to enact policies that indirectly affect land use decisions. On a regional level, LAFCo promotes logical and orderly development of communities as it considers and decides individual proposals. LAFCo has a role in reconciling differences between agency plans so that the most efficient urban service arrangements are created for the benefit of current and future area residents and property owners.

The Cortese-Knox-Hertzberg (CKH) Act requires to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCos are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

While SOIs are required to be updated every five years, as necessary, this does not necessarily define the planning horizon of the SOI. The term or horizon of the SOI is determined by each LAFCo. In the case of Plumas LAFCo, the Commission's policies state that an agency's near term SOI shall generally include land that is anticipated to be annexed within the next five years, while the agency's long-term SOI shall include land that is within the probable growth boundary of an agency and therefore anticipated to be annexed in the next 20 years.

LAFCo may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations.

In determining the SOI, LAFCo is required to complete an MSR and adopt the nine determinations previously discussed.

In addition, in adopting or amending an SOI, LAFCo must make the following determinations:

- ❖ Present and planned land uses in the area, including agricultural and open-space lands;

⁴ The initial statutory mandate, in 1971, imposed no deadline for completing sphere designations. When most LAFCos failed to act, 1984 legislation required all LAFCos to establish spheres of influence by 1985.

- ❖ Present and probable need for public facilities and services in the area;
- ❖ Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- ❖ Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and

The CKH Act stipulates several procedural requirements in updating SOIs. It requires that special districts file written statements on the class of services provided and that LAFCo clearly establish the location, nature and extent of services provided by special districts.

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

3. MSR AREA

This chapter provides an overview of Plumas County growth and development. For a detailed description of each local agency, please refer to the agency-specific chapters of this report.

While not geographically specific, this review covers service providers generally found in the Indian Valley and Quincy areas of Plumas County. The agencies reviewed here extend from the La Porte area in the southwest to the Indian Valley area in the center of northern Plumas County. The MSR area includes the communities of La Porte, Cromberg, Long Valley, Greenhorn, Meadow Valley, Bucks Lake, Quincy, Greenville, Taylorsville, Crescent Mills, Indian Falls, and Genesee. The MSR area also encompasses a large portion of the Plumas National Forest.

Plumas County is located near the northeast corner of California, where the Sierra and the Cascade mountains meet. The Feather River, with its several forks, flows through the County. Quincy, the unincorporated county seat, is about 80 miles northeast from Oroville, California, and about 85 miles from Lake Tahoe and Reno, Nevada. Plumas borders Lassen County in the north and east, Sierra County in the south, Butte and Tehama Counties in the west, Yuba County in the southwest, and Shasta County in the northwest. Approximately 70 percent of the County is covered with National Forests. The only incorporated city in the County is the City of Portola.

GROWTH & POPULATION PROJECTIONS

This section reviews population and economic growth, the job-housing balance, projected growth, and growth areas.

Historical Growth

There were 20,824 residents in Plumas County, as of the 2000 Census. The population in the unincorporated communities was 18,597, composing 89 percent of the County population.

Since 2000, the 2010 Census showed that the countywide population experienced negative growth of almost four percent, from 20,824 to 20,007 in 2010. The population in the unincorporated communities decreased from 18,597 to 17,903 over this time period. Annually, the entire County averaged 0.2 percent negative population growth.

Based on annual population estimates released by the California Department of Finance (DOF), the population growth rate in unincorporated Plumas County has been below the statewide growth rate for the last 13 years. In more recent years, since the 2010 Census was conducted, the DOF estimates that Plumas County has experience an annual decline in population averaging 0.6 percent each of the last three years (2010 to 2013). By comparison, the statewide population grew by an average of 0.6 percent during the same time period.

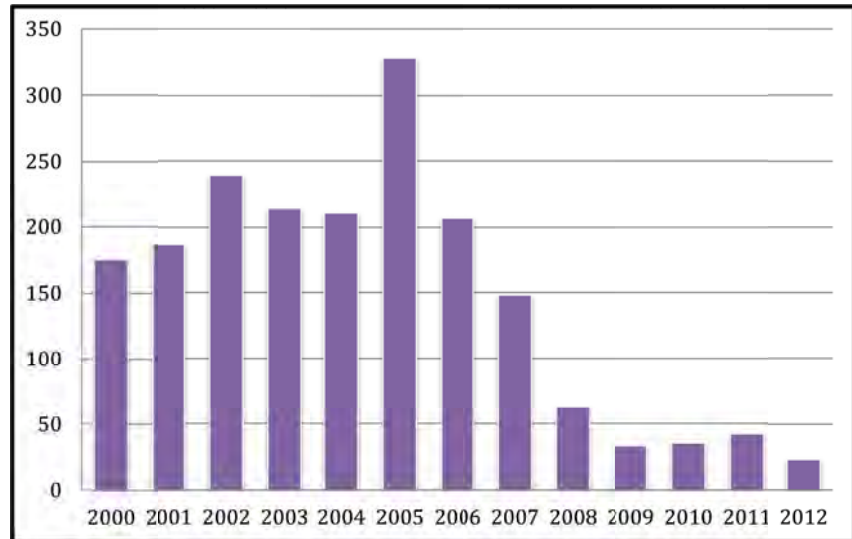
Development

Residential Development

The number of new residential permits issued in unincorporated Plumas County peaked in 2005 at 337 and has since declined to 35 in 2010 and rebounded to 44 in 2011 then reached a low of 23 in 2012, as shown in Figure 3-1.

All permits, except for one, in the County in the last ten years were issued for single-family buildings. One permit, issued in the City of Portola in 2002 was for a two unit building.

Figure 3-1: New Residential Building Permits, 2000-2012



Population Projections

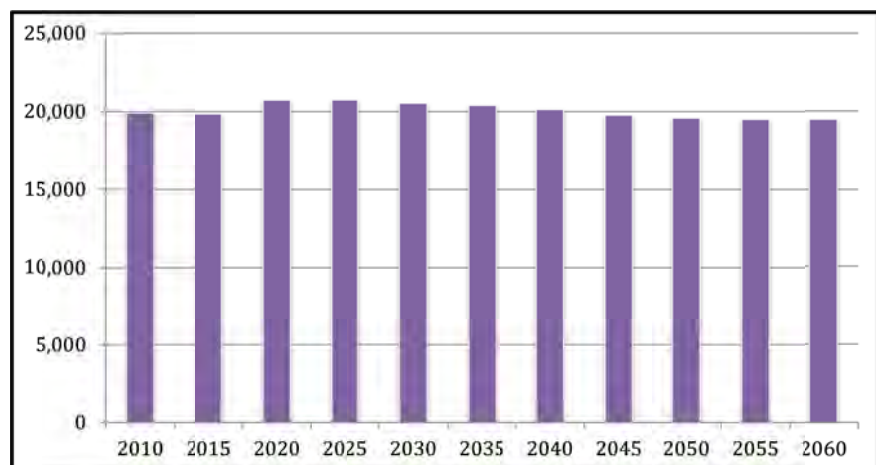
Countywide

Population projections for the County vary depending on the data source that is used. Countywide projections are made by the Department of Finance (DOF), Plumas County Planning Department, and the Plumas County Transportation Commission.

Figure 3-2: Countywide DOF Population Projections

In 2013, the California Department of Finance (DOF) released updated population projections for the State and each county. The DOF projections for Plumas County appear to more conservatively project limited growth in the County over the next 15 years, and a slight decline in population in later years through 2060.

The population is anticipated to hover around 20,000 residents over the next 4.5 decades. The DOF projections through 2060 are shown in Figure 3-2.



The County is currently in the process of updating its General Plan. As part of the Housing Element that was updated in 2010, Plumas County included a chapter on

population trends and projections. All projections were done by the Planning Department. The growth patterns of the last few years are expected to continue until new circumstances shape growth. Most population growth is anticipated to occur in the Almanor, Mohawk and Sierra Valley areas. These areas are primarily influenced by recreational development and proximity to out-of-County employment. The County projects that the unincorporated county population will grow by nine percent between 2010 and 2020, which equates to an average annual growth rate of 0.9 percent. The County does not make projections beyond 2020 in the Housing Element.

According to the Plumas County Transportation Commission, Plumas County has experienced slow growth (population increases at less than 0.1 percent per year on the long-term average) in population and employment over the past two decades and is forecast to continue this trend through 2030. The 2010 Regional Transportation Plan makes population projections based on projections previously developed by the Department of Finance. These projections conservatively anticipate an annual growth rate of 0.06 percent countywide through 2030.

A comparison of the annualized growth rates through 2030 for each of the projection methods discussed is shown in Table 3-3.

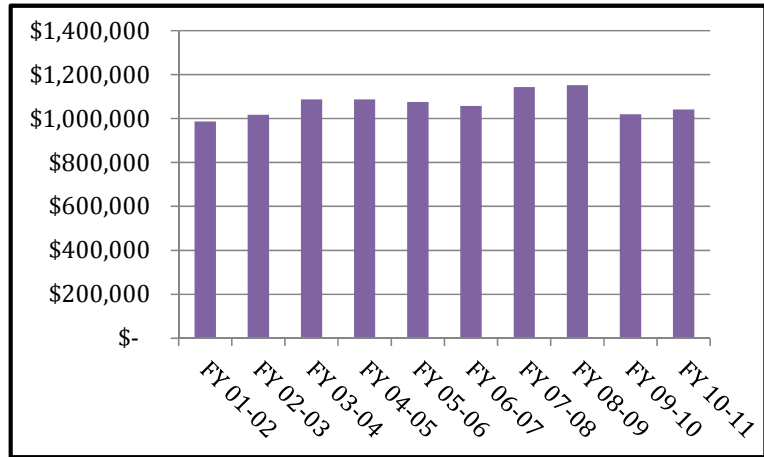
Figure 3-3: Annualized Growth Projections by Method

<i>Method</i>	<i>2010-2020</i>	<i>2020-2030</i>
DOF Projections	0.40%	-0.10%
County Projections	0.9%	No Projections
Plumas County Transportation Commission	0.06%	0.06%

Tourism

Figure 3-4: Transient Occupancy Tax Revenue, FYs 02-11

Plumas County has become a tourist destination for outdoor activities, sports and recreation. The peak tourist season is during summer when part-time residents and short-term tourists can more than triple the population of the area. Tourism throughout Plumas County has for the most part remained fairly constant over the last decade as indicated by the transient occupancy tax (TOT) revenue reported by the County.



In FY 09-10, there was a slight dip in TOT revenue, indicating a small decline in tourism. However, in FY 10-11, it appears that tourism is on the rise again.

4. CRESCENT MILLS CEMETERY DISTRICT

Crescent Mills Cemetery District (CMCD) provides cemetery related services, including interment of caskets and cremated remains and maintenance of grounds, to the residents of Crescent Mills.

AGENCY OVERVIEW

Background

While the Crescent Mills Cemetery was in operation prior to the 1900s, CMCD was officially formed as an independent special district on January 31, 1963.⁵

The principal act that governs the District is the Public Cemetery District Law.⁶ The principal act authorizes the district to own, operate, improve, and maintain cemeteries, provide interment services within its boundaries, and to sell interment accessories and replacement objects (e.g., burial vaults, liners, and flower vases). Although the district may require and regulate monuments or markers, it is precluded from selling them. The principal act requires the district to maintain cemeteries owned by the district.⁷ The law allows the district to inter non-residents under certain circumstances.⁸ Districts must apply and obtain LAFCo approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.⁹

CMCD is located in the north central section of the County, and encompasses the western part of Indian Valley including the community of Crescent Mills.

Boundaries

CMCD's boundary is entirely within Plumas County. The boundary area includes the community of Crescent Mills. CMCD's northern boundary begins southeast of the community of Greenville and runs east just past SR 39. The eastern boundary continues south/southwest ending west of the community of Taylorsville. The southern boundary continues straight west, ending northeast of the community of Indian Falls, right around SR 89. The western boundary continues straight due north, finishing southeast of Greenville. CMCD is adjacent to two other cemetery districts in the County—Greenville Cemetery

⁵ State Board of Equalization Plumas County Index Sheet.

⁶ California Health and Safety Code §9000-9093.

⁷ California Health and Safety Code §9040.

⁸ Non-residents eligible for interment are described in California Health and Safety Code §9061, and include former residents, current and former taxpayers, family members of residents and former residents, family members of those already buried in the cemetery, those without other cemetery alternatives within 15 miles of their residence, and those who died while serving in the military.

⁹ Government Code §56824.10.

District to the north/northwest and Taylorsville Cemetery District to the east/southeast. The District's boundaries encompass approximately 14 square miles.¹⁰

Since formation there have been no annexations or detachments to CMCD.

Sphere of Influence

CMCD's Sphere of Influence (SOI) was first established on November 10, 1976.¹¹ At that time, the SOI was made coterminous with the District's boundaries. There have been no changes to the SOI since it was established.

Extra-territorial Services

The District does not provide cemetery services outside of its bounds, nor does it provide services to non-residents.¹²

Areas of Interest

The District did not identify any areas of interest.

¹⁰ Total agency area calculated in GIS software based on agency boundaries as of June 2014. The data is not considered survey quality.

¹¹ LAFCo Resolution No. 76-55.

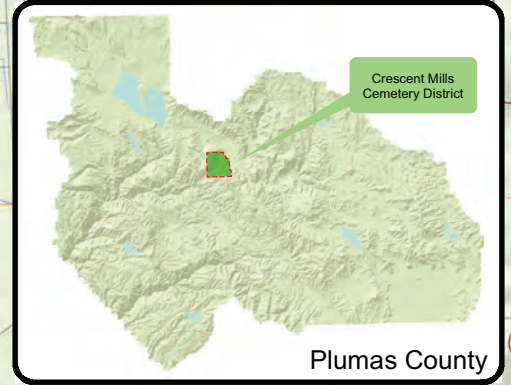
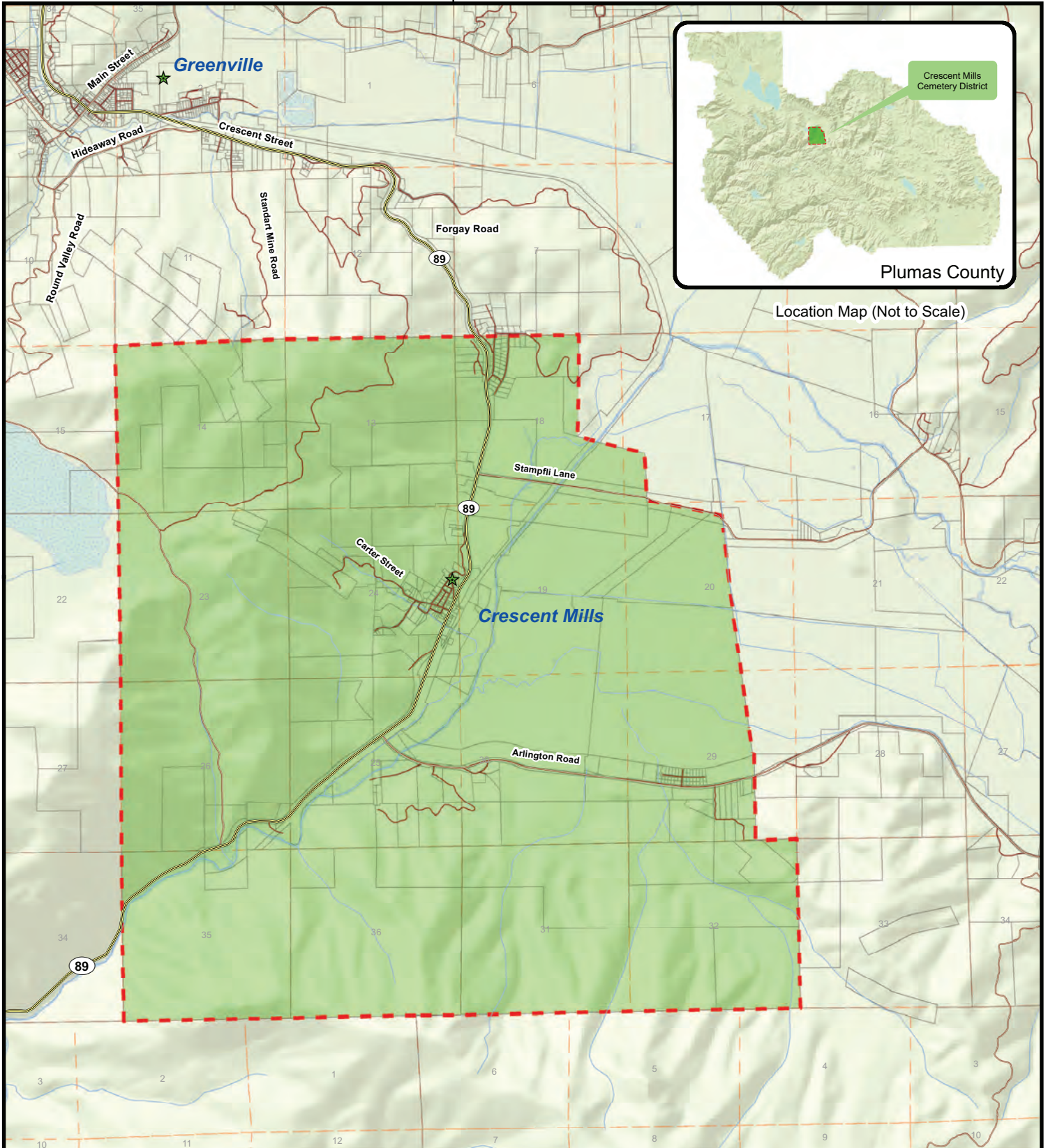
¹² As per CMCD President, Kerry Wright, October 27, 2014.

Crescent Mills Cemetery District

Range 9 East

Range 10 East

Township 26 North



Location Map (Not to Scale)

Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies
- Parcels
- Sectional Grid (MDB&M)
- Communities
- Crescent Mills Cemetery District
- Crescent Mills Cemetery District Sphere of Influence

0 0.125 0.25 0.5 0.75 1 Miles



Crescent Mills Cemetery District
Resolution:
Formed: January 31, 1963

Crescent Mills Cemetery District
Resolution:
Adopted:

Source: Plumas LAFCo Map Modified 1/28/2015

Accountability and Governance

Crescent Mills Cemetery District is governed by a three-member Board of Directors who are appointed by the County Board of Supervisors to four-year terms. There are presently no vacancies on the Board. Current board member names, positions, and term expiration dates are shown in Figure 4-2.

The District did not provide specific details about board meetings including when, where and how often they are held. District representatives did note that the Board is small, as is the community, suggesting that frequent meetings are not necessary and when board members need to be in touch, it is easy to do so. As such, it is concluded that meeting agendas and minutes are perhaps not generated, or if they are, not posted publically.

Figure 4-2: Crescent Mills Cemetery District Governing Body

Crescent Mills Cemetery District			
Governing Body			
Members	Name	Position	Term Ends
	Kerry Wright	President	2015
	Kay North	Director	2017
	David Wright	Director	2017
Manner of Selection	Appointed		
Length of Term	4 years		
Meetings	N/A	N/A	
Agenda Distribution	N/A		
Minutes Distribution	N/A		
Contact			
Contact	Kerry Wright		
Mailing Address	P.O. Box 55, Crescent Mills, CA 95934		
Phone	530-284-7853		
Fax	N/A		
Email/Website	KERRYNPEYTON@FRONTIERNET.NET		

Besides the required agendas and minutes, the District stated they do public reach out once per year to request assistance for the yearly cemetery clean up. CMCD does not maintain a website where information is made available to the public.

CMCD did not provide information about how complaints are submitted and handled by the District. The District noted that to its knowledge there have been no complaints submitted.¹³

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the

¹³ As per CMCD President, Kerry Wright, October 27, 2014.

filing officer for the independent special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. No information was provided about whether each of the board members has filed the required Form 700s for 2013.

Crescent Mills Cemetery District demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo. While the District responded to the questionnaires, limited details were provided and request for documents were not answered.

Planning and Management Practices

The District does not have any employees. As noted, the District requests help from the community of Crescent Mills once a year for cemetery clean up efforts.

Since the District does not have any employees, it does not conduct regular staff evaluations, track employee workload, or review district performance.

The District's finances are managed and tracked through the County. The District does not conduct audits nor does it adopt annual budgets. CMCD has not compiled any other planning documents such as a master plan.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.¹⁴ In the case of CMCD, the Board of Supervisors has approved a five-year auditing schedule. The District does not appear to comply with either of these requirements. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

Existing Demand and Growth Projections

Crescent Mills has residential, commercial and industrial zones, with some surrounding rural environment zones. The majority of this land is privately owned.

Population

Based on GIS analysis of 2010 Census data, there are 373 permanent residents within the District.

¹⁴ Government Code §26909.

Existing Demand

The District reported that demand for services is rarely static, and is always in flux. The District handled zero burials in 2012 and 2013.

Projected Growth and Development

While CMCD does not conduct formal demand forecasting, trends and anticipations are that demand for services will be steady, thus, the District anticipates no significant change in demand in the short term. The District reported that there are no current or planned residential or commercial developments within the district.

The State Department of Finance (DOF) projects that the population of Plumas County will grow by five percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.5 percent. Based on these projections, the District's population would increase from 373 in 2014 to approximately 392 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

Financing

CMCD reported that to its knowledge, it does not have any funds. It does not appear that the District is actively providing services; therefore, the lack of funds does not have any impact on the district.

In FY 14, the District's revenue was under \$1 and consisted of interest. The District did not provide any information on district fees for services.

In FY 14, the District appears to not have had any expenditures.

CMCD does not have any long-term debt.

The District does not have a formal policy of maintaining a reserve fund balance for contingencies. At the end of FY 14, CMCD maintained a cash balance of \$511.

The District did not provide any information on an endowment care fund other than to note they do not charge the legally required endowment fee. Cemetery districts are required to establish an endowment care fund and may only use the interest of the fund to finance the care of the facilities.¹⁵

CMCD does not participate in any joint financing.

¹⁵ Health and Safety Code §9065.

CEMETERY SERVICES

Service Overview

CMCD provides cemetery related services, including interment of caskets and cremated remains and maintenance of grounds.

Staffing

The District does not have any employees.

Facilities and Capacity

The District offers services at one cemetery facility within its bounds.

The acreage and condition of Crescent Mills Cemetery was not provided.

Infrastructure Needs

At present, the District reported that there are no significant infrastructure needs or deficiencies.

Challenges

No particular challenges to providing adequate service levels were identified by the District.

Service Adequacy

The following are indicators of service adequacy for cemetery districts, as defined by law or best practices. In some areas Crescent Mills Cemetery District meets or exceeds service standards for adequate services, while other aspects could be improved upon as shown below.

- ❖ Districts that provide maintenance services on a year-round basis tend to be those with larger populations and property tax bases. Those that provide minimal maintenance tend to be those with smaller populations and less property tax. Crescent Mills Cemetery District provides maintenance services once a year via volunteers.
- ❖ Health and Safety Code §9068 requires cemetery districts to have non-resident fees. Crescent Mills Cemetery District does not offer plots to non-residents whatsoever.
- ❖ Health and Safety Code §9065 requires cemetery districts to have an endowment fee. Crescent Mills Cemetery District does not charge an endowment fee.
- ❖ According to Health and Safety Code §8738, a minimum endowment care fee must be \$4.50 per plot square foot. Crescent Mills Cemetery District does not meet this requirement.
- ❖ Cemetery districts can legally provide services to non-residents if the deceased satisfies the eligibility requirements of a non-district resident per Health and Safety

Code §9061, and the non-resident fee is paid. The principal act limits interments at cemetery districts to residents, former residents who purchased plots when they were residents, property taxpayers in district bounds, former property taxpayers who purchased plots, eligible non-residents, and the family members of any of the above. By not allowing non-residents to purchase a plot, CMCD is compliant with legal constraints on the burial of non-residents.

- ❖ In order to adequately plan for existing and future demand and capacity needs, cemeteries track the number of interments annually. CMCD tracks the number of annual burials.

CRESCENT MILLS CEMETERY DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ There are approximately 373 residents within Crescent Mills Cemetery District (CMCD).
- ❖ Over the past decade the District has not experienced a significant increase in population.
- ❖ No or slow growth is expected within the District.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ The District reported there were no burials in 2012, 2013 and 2014.
- ❖ Details about the capacity of Crescent Mills Cemetery were not provided.
- ❖ At present, the District reported that there are no significant infrastructure needs or deficiencies with regard to the one cemetery.
- ❖ It is unclear how the District would manage a burial if it were to arise. The District has no revenue stream and it is unclear what the fee is for a burial at the cemetery.

Financial Ability of Agencies to Provide Services

- ❖ The District reports that current financing levels are adequate to deliver services however; CMCD has no revenue sources and does not appear to be actively providing services.

Status of, and Opportunities for, Shared Facilities

- ❖ The District does not share facilities.
- ❖ Sharing resources with other cemetery districts may provide an opportunity for improved efficiency and decreased costs.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ The District demonstrated minimal accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo. The District was unable to provide a portion of the requested information.
- ❖ It appears that the District does not conduct the required outreach activities, such as agendas and minutes. Additionally, it is likely that the District is not meeting a minimum of 4 times a year as required by its principal act.
- ❖ CMCD may consider the following governance options: merging with another cemetery district or dissolving the district, as it does not appear to be actively providing services to the constituents within its bounds. Consolidation of cemetery districts in Plumas County in some manner is a potential option to address financing issues, lack of interest in board activities, and concerns of failure to operate within legal requirements for a public entity.

5. CRESCENT MILLS HIGHWAY LIGHTING DISTRICT

Crescent Mills Highway Lighting District (CMHLD) provides street lighting services in the community of Crescent Mills. This is the first Municipal Service Review (MSR) for the District.

AGENCY OVERVIEW

Background

CMHLD was formed in 1947, as a dependent special district¹⁶ of the County. The purpose of the formation was to provide lighting service on and around the public streets and highways of Crescent Mills.

The principal act that governs the District is the State of California Highway Lighting District Act¹⁷. The act empowers highway lighting districts to install and maintain a street lighting system on public highways within the district for the better protection of the public traveling thereon. Highway lighting districts have authority to install the lighting system and contract for service.

CMHLD is located 3.5 miles southeast of Greenville. The only other highway lighting district in the County is the Quincy HLD situated to the southeast of CMHLD.

Boundaries

The District's boundaries are entirely within Plumas County and encompass approximately 0.3 square miles. The District's boundaries are depicted in Figure 7-1.

There have been no annexations to or detachments from the District since its formation.

Sphere of Influence

The District has not had an SOI adopted by LAFCo. The Commission will adopt an SOI for the District during the SOI updates following the completion of this MSR.

Extra-territorial Services

The District does not provide lighting services outside of its boundaries.

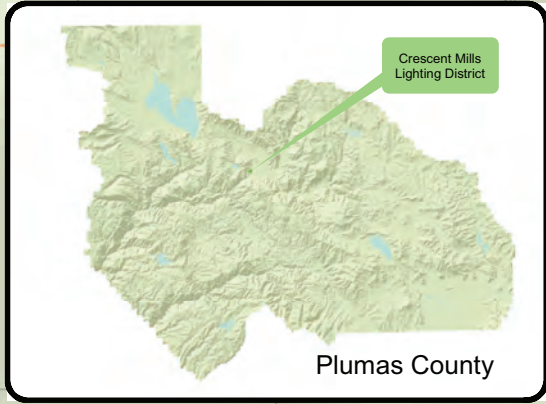
¹⁶ BOS records 0036. Formation date is from Board of Equalization records.

¹⁷ Government Streets & Highways Code §19000-19328.

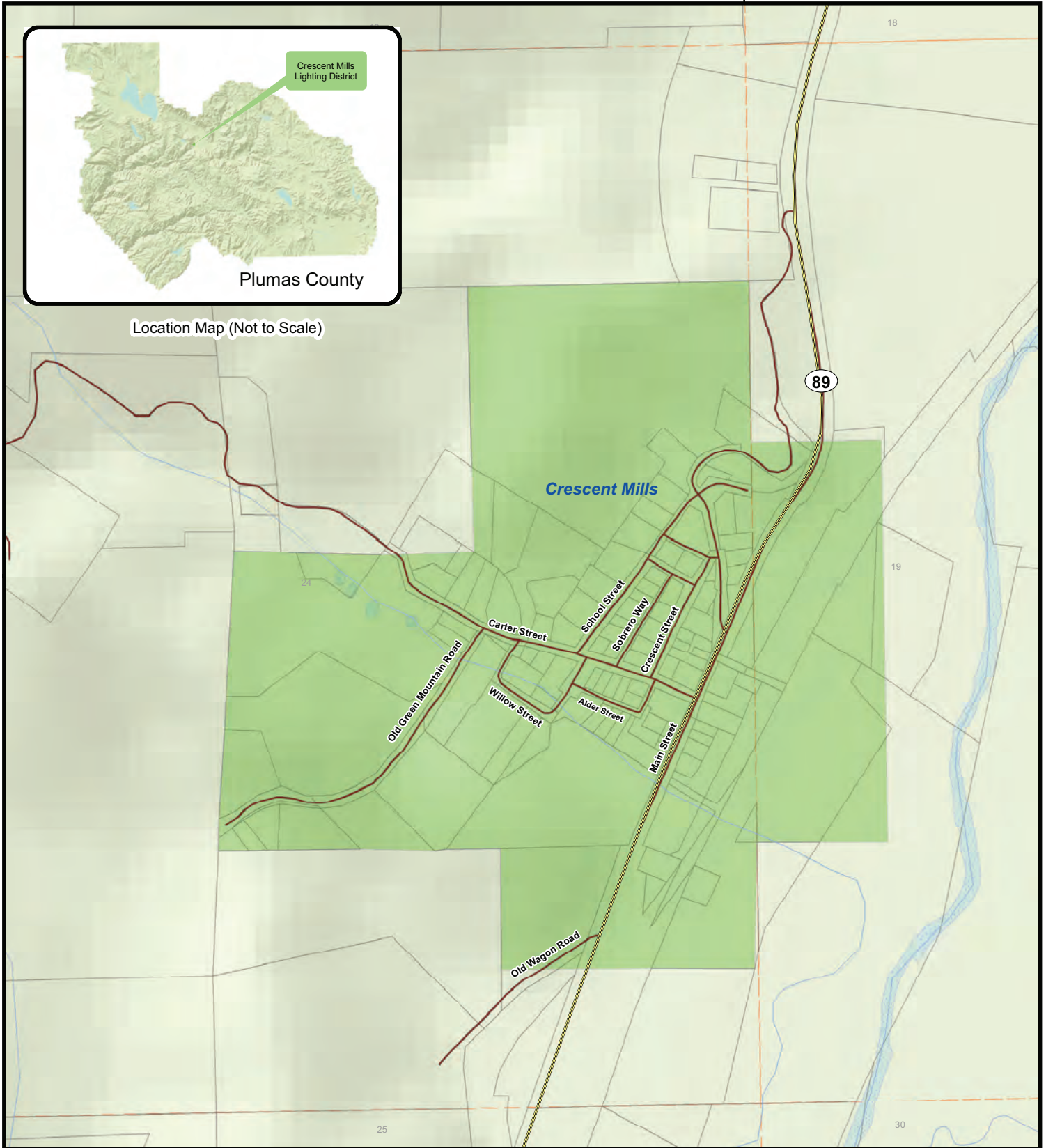
Crescent Mills Lighting District

Range 9 East

Range 10 East



Location Map (Not to Scale)



Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies

- Parcels
- Sectional Grid (MDB&M)

- Crescent Mills Lighting District
- Crescent Mills Lighting District No Sphere of Influence

0 165 330 660 990 1,320 Feet



Crescent Mills Lighting District
Resolution:
Formed: January 6, 1947

Crescent Mills Lighting District
Resolution: (No Sphere of Influence)
Adopted:

Source: Plumas LAFCo Map Created 12/24/2013

Areas of Interest

The District did not identify any areas of interest.

Accountability and Governance

CMHLD is governed by a governing body consisting of the five Supervisors of the Plumas County Board of Supervisors. Board members are elected by supervisorial districts and serve staggered four-year terms. Current governing board members are Terry Swofford, Kevin Goss, Sherrie Thrall, Lori Simpson, and Jon Kennedy.¹⁸

The Governing Board meets on the first three Tuesday mornings of every month in the Courthouse Board of Supervisors' Chambers. The Governing Board meeting agendas are a part of the Board of Supervisors' agendas and are posted on the Plumas County website. Governing Board meeting minutes are also available on the Plumas County website. The regular meetings of the Board are live streamed over the internet. Board meeting minutes are archived on the Plumas County website.

Figure 5-2: Crescent Mills HLD Governing Body

Crescent Mills Highway Lighting District			
Governing Body			
Members	Name	Position	Term Ends
	Terry Swofford	District 1	2016
	Kevin Goss	District 2	2016
	Sherrie Thrall	District 3	2018
	Lori Simpson	District 4	2016
	Jon Kennedy	District 5	2014
Manner of Selection	Election		
Length of Term	4 years		
Meetings	First three Tuesdays of every month	Supervisors Board Room, County Court House in Quincy	
Agenda Distribution	Posted on County's website		
Minutes Distribution	Posted on County's website		
Contact			
Contact	Robert Perreault, Manager (County Engineer)		
Mailing Address	555 Main Street, Quincy, CA 95971		
Phone	530-283-6268		
Fax			
Email/Website	bobperreault@countyofplumas.com		

Plumas County makes available its budget, general plan, emergency operations plan and other documents on its website. No information about CMHLD is presently available on the County website but the Engineering Department staff has initiated construction of a

¹⁸ Jeffery Engel is District 5 County Supervisor Elect and will begin his term January 2015.

webpage for CMHLD. CMHLD does not make additional outreach efforts to the public regarding street lighting services, besides publishing the legally required agendas and minutes.

Complaints pertaining to a lighting outage or bulb replacement are directly submitted to the Pacific Gas & Electric Company (PG&E), which maintains the street lights and provides electricity for operation of the lights. Occasionally, the Sheriff or the California Highway Patrol (CHP) officers report lighting malfunctions to PG&E, which handles the repairs or replaces the lights, once notified. All other complaints are to be directed to the County Engineer. The District received no complaints in 2012.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the independent special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. However, because the District's governing consists of the Board of Supervisors, the County Clerk of the Board acts as the filing officer and maintains copies of each Supervisor's Form 700 submittals. Each of the board members have filed the required Form 700s for 2013. Engineering Department staff is responsible for maintaining Form 700 submittals for others.

Crescent Mills HLD demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCO. The District responded to the questionnaires and cooperated with the document requests.

Planning and Management Practices

The Plumas County Engineer manages the District, utilizing staff of the Engineering Department. The County Engineer who acts as the general manager of the District is supported by two other county staff who prepare engineering reports and pay bills. About one to one and a half hours a month are spent regularly on district management. Additional staff time is dedicated as needed. CMHLD contracts with PG&E for light system maintenance, but the District has no record of the original agreement.

County employees are evaluated at a minimum of once a year. County employees track hours worked for CMHLD in a timesheet. The District reports that it does not perform formal evaluations of overall district performance or the contract service provider (PG&E), such as benchmarking or annual reports. Incidents are reportedly addressed as they arise.

The District's financial planning efforts include an annually adopted budget. The District's financial statements are completed by the County and are not audited individually, but are combined with all other county finances in the County's annual audit report. Capital improvements are budgeted in the annual budgets when necessary. The District does not adopt any other planning documents.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the County Auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. Additionally, all special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has

approved a biennial or five-year schedule.¹⁹ Because CMHLD is included as part of the County's annual audit process, it is not required to submit a separate audit to the County Auditor.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District complied with this requirement for FY 12-13.²⁰

Existing Demand and Growth Projections

Land uses within the District are primarily suburban residential and recreational. The area within the District's boundaries is approximately 0.3 square miles.

Population

Based on GIS analysis of 2010 Census data, there are 373 permanent residents within the District.

Existing Demand

The District reported that the number of streetlights in Crescent Mills had remained static and there were no new developments requiring additional lights.

Projected Growth and Development

The State Department of Finance (DOF) projects that the population of Plumas County will grow by five percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.5 percent. Based on these projections, the District's population would increase from 373 in 2010 to approximately 391 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

The District does not anticipate growth in population and similarly in service demand in the next several years.

The District indicated that any new major development would require additional streetlights. New subdivisions would have to pay for their own streetlights on private roads. The District reported that in the past it has generally had sufficient capacity to provide services; however, existing financing levels are constrained and limit the District's ability to provide services. CMHLD would require additional funding in case of expansion.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

¹⁹ Government Code §26909.

²⁰ State Controller's Office website. <http://sco.ca.gov/mobile/News/NewsDetail.aspx?id=67>

In regards to governance structure alternatives, the District reported that a possibility of a countywide street lighting district is being considered. The formation of a countywide district would expand the base and give the County more control over new developments and opportunities for enhanced overall planning. The idea was discussed at several County Supervisor meetings. Depending on the structure of the proposed new district, if pursued by the County, formation would require a resolution of intent to form the district by the Board of Supervisors and application to LAFCo. The formation will also require an engineer's report and voter approval on any proposed additional special tax to fund the new district.²¹

Financing

CMHLD reported that the current financing level had been adequate to deliver services until last year, when the County Auditor started collecting a fee for support services of \$300-\$400, which created financial challenges for the District.

The Plumas County Road Department has for a number of years (contingent on funding availability) agreed to pay 25 percent of the street lighting cost to any Plumas County district providing lighting services and making the request for funding. The amount has been paid entirely through the Road Funds.

In the County's FY 11-12 financial audit, the auditor identified two weaknesses to internal control, one of which was determined to be a material weakness and the other a significant deficiency. The material weakness occurred when the County recorded a prior period adjustment in the Solid Waste Planning and Operations fund to correct capital assets that had not been capitalized in prior years. The significant deficiency occurred when three buses were disposed of in a prior year without proper authorization and removal from the depreciation schedule. Neither of these deficiencies impact the operations of CMHLD.

Total revenue for FY 13-14 was \$2,852, which was comprised of 75 percent transferred funds from the County's General Fund, 25 percent of property tax revenue, and a minor amount from use of money and property.

Total expenditures for FY 13-14 amounted to \$3,107 and included utilities (90 percent), overhead (nine percent) and, administration fees (one percent). The monthly charges paid to PG&E have remained constant. Expenditures exceeded revenues by \$255 in FY 13-14.

No funds have been budgeted for capital improvements in FY 14-15.

The District did not have any long-term debt at the end of FY 13-14.

CMHLD does not have a policy to maintain a certain level of financial reserves. CMHLD's rollover balance at the end of FY 13-14 amounted to \$542.91. The District's reserve level has been declining over the last few fiscal years.

²¹ In November 1996, California voters passed Proposition 218, the "Right to Vote on Taxes Act". This constitutional amendment protects taxpayers by limiting the methods by which local governments can create or increase taxes, fees and charges without taxpayer consent. Proposition 218 requires voter approval prior to imposition or increase of general taxes, assessments, and certain user fees.

The District does not participate in any joint power authorities (JPA's) but does participate in some joint financing through the Road Fund as discussed above.

LIGHTING SERVICES

Service Overview

CMHLD provides highway lighting services and contracts with the Pacific Gas and Electric Company (PG&E) for the installation of new lights, maintenance and electricity service.

Staffing

The Plumas County Engineering Department dedicates three staff members to district management. The County Engineer acts as a general manager and is supported by two county personnel on as-needed basis. As previously mentioned, PG&E provides lighting system maintenance under contract. Plumas County Auditor's Office provides payment and audit services.

Facilities and Capacity

The District's infrastructure consists of an unknown number of lights located on Crescent Mills streets within CMHLD boundaries.

Infrastructure Needs

At present, the District reported that there were no infrastructure needs or deficiencies with regard to the lighting system.

Challenges

The primary challenge identified by the District is the insufficient funding particularly in comparison to the limited expenditures of the District.

Service Adequacy

This section reviews indicators of service adequacy, including number of complaints and reported challenges.

The District reported that there were no complaints in 2013. The reported challenges include limited financing. CMHLD financing challenges must be addressed through a new financing source or governance structure reorganization.

CRESCENT MILLS HIGHWAY LIGHTING DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ As of 2010, the population within Crescent Mills Highway Lighting District (CMHLD) was 373.
- ❖ The number of streetlights in Crescent Mills has remained static for the last several years and there are no proposed developments requiring additional lights.
- ❖ The District does not anticipate growth in population and similarly in service demand in the next several years.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ CMHLD has marginal capacity to provide adequate street lighting services. Although, no complaints were reported in 2013, financing continues to be a major concern. Existing financing levels from property taxes do not cover all costs associated with the street lighting services. Future capacity expansion would require increased funding.
- ❖ District staff did not identify any particular infrastructure needs in regard to the lighting system.

Financial Ability of Agencies to Provide Services

- ❖ The District reported that the current financing level was not adequate to deliver services.
- ❖ CMHLD does not have any long-term debt or maintain a particular level of financial reserves.
- ❖ The District has experienced a declining fund balance in recent years and the County has had to cover expenses with transfers from the County General Fund. The District is in need of a sustainable and adequate funding source.

Status of, and Opportunities for, Shared Facilities

- ❖ The District does not presently share facilities.
- ❖ An opportunity for future facility sharing may be consolidation of all lighting services in the County under a single countywide lighting district. Such a consolidation may allow for more efficient sharing of County resources.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ CMHLD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo. The District responded to the questionnaires and cooperated with the document requests.
- ❖ CMHLD has initiated a web presence. CMHLD does not conduct any constituent outreach in addition to the required agendas and minutes.
- ❖ Governance structure options with regard to lighting services include the possibility of formation of a countywide lighting district.

6. GREENVILLE CEMETERY DISTRICT

Greenville Cemetery District (GCD) provides cemetery related services, including headstones, opening and closing graves and maintenance of grounds, to the residents of Greenville and the surrounding area. This is the District's first Municipal Service Review.

AGENCY OVERVIEW

Background

The District was formed as an independent special district on August 7, 1923.

The principal act that governs the District is the Public Cemetery District Law.²² The principal act authorizes the district to own, operate, improve, and maintain cemeteries, provide interment services within its boundaries, and to sell interment accessories and replacement objects (e.g., burial vaults, liners, and flower vases). Although the district may require and regulate monuments or markers, it is precluded from selling them. The principal act requires the district to maintain cemeteries owned by the district.²³ The law allows the district to inter non-residents under certain circumstances.²⁴ Districts must apply and obtain LAFCo approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.²⁵

GCD is located in the north-northwestern corner of the County, and encompasses the northern part of Indian Valley, including the communities of Greenville and Canyon Dam.

Boundaries

GCD's boundary is entirely within Plumas County. The boundary area includes the communities of Greenville and Canyon Dam. GCD's northern boundary is coterminous with the county line that separates Plumas from Lassen County. The eastern boundary continues directly south until just north of the community of Taylorsville, bordering Taylorsville Cemetery District (TCD). The southern boundary continues north-northwest, bordering the northern boundary of Crescent Mills Cemetery District (CMCD). The southern boundary continues on past CMCD for approximately six miles and moves abruptly south for just a few miles and then continues eastward for approximately three miles. The western boundary continues straight due north until it meets the boundary of Chester Cemetery

²² California Health and Safety Code §9000-9093.

²³ California Health and Safety Code §9040.

²⁴ Non-residents eligible for interment are described in California Health and Safety Code §9061, and include former residents, current and former taxpayers, family members of residents and former residents, family members of those already buried in the cemetery, those without other cemetery alternatives within 15 miles of their residence, and those who died while serving in the military.

²⁵ Government Code §56824.10.

District (CCD), just west of Canyon Dam. The boundary continues north directly bordering CCD, meeting the District's northern border, just southwest of Hamilton Branch. As noted, GCD is surrounded by three cemetery districts in the County—CCD to the north/northwest, TCD to the east/southeast and CMCD to the south. The District's boundaries encompass approximately 110 square miles.²⁶

Since formation there have been no annexations or detachments to the district.

Sphere of Influence

GCD's Sphere of Influence (SOI) was first established on November 10, 1976.²⁷ The SOI is currently coterminous with the District's boundaries.²⁸ There have been no changes to the SOI since it was established.

Extra-territorial Services

While the District does not provide cemetery services outside of its bounds, the District will service any non-resident of the District for an increased fee.

Areas of Interest

The District did not identify any areas of interest.

²⁶ Total agency area calculated in GIS software based on agency boundaries as of June 2014. The data is not considered survey quality.

²⁷ LAFCo Resolution No. 76-58.

²⁸ Total agency area calculated in GIS software based on agency boundaries as of June 2014. The data is not considered survey quality.

Greenville Cemetery District

Range 8 East

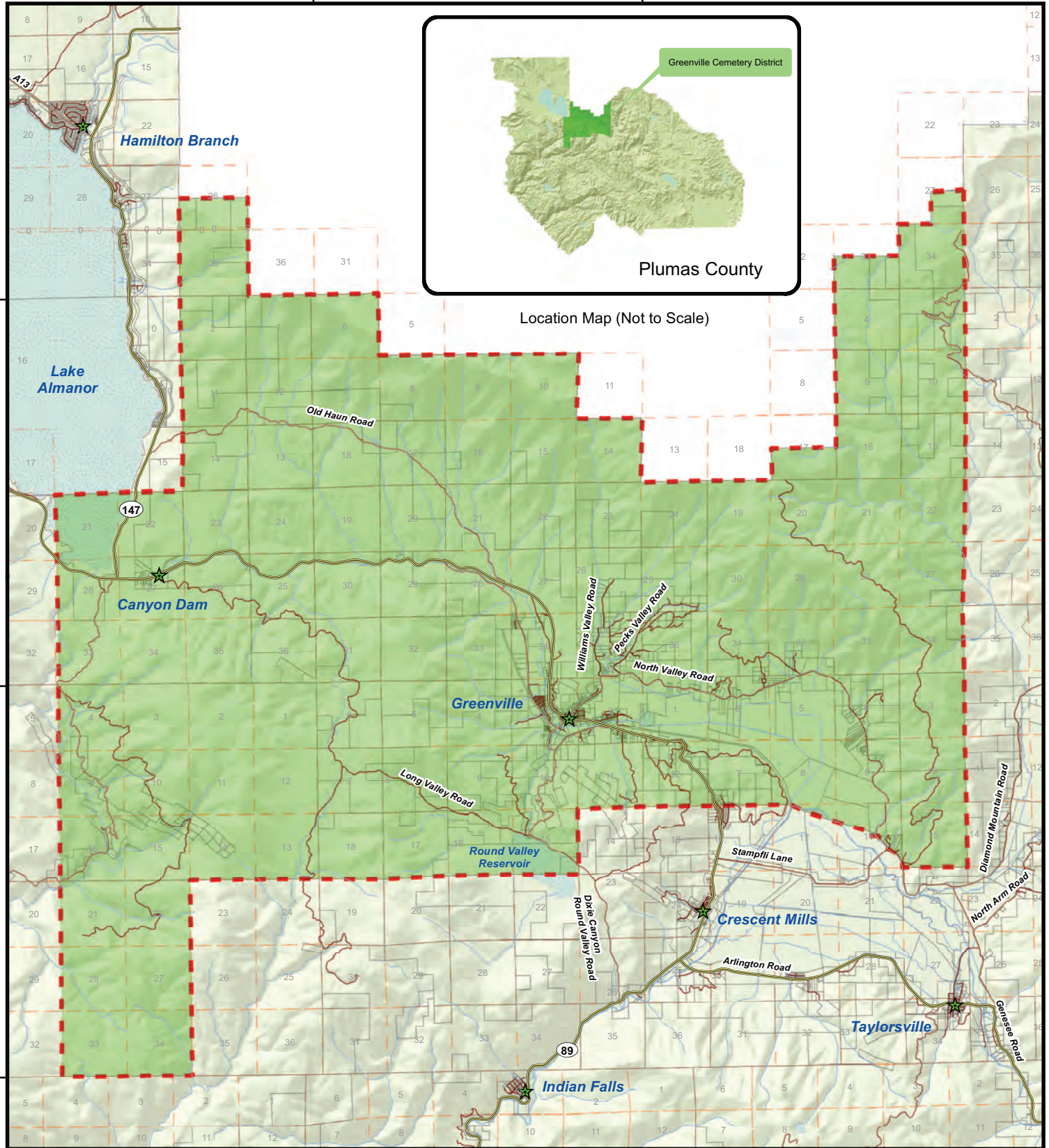
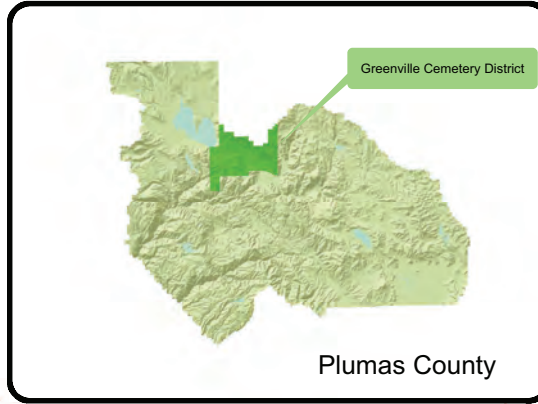
Range 9 East

Range 10 East

Township 28 North

Township 27 North

Township 26 North



Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies

- Parcels
- Sectional Grid (MDB&M)
- Communities

- Greenville Cemetery District
- Greenville Cemetery District Sphere of Influence



0 1 2 4 Miles

Greenville Cemetery District
Resolution:
Formed: August 7, 1923

Greenville Cemetery District SOI
Resolution: 76-58
Adopted: November 10, 1976

Source: Plumas LAFCo Map Created 12/24/2013

Accountability and Governance

Greenville Cemetery District is governed by a three-member board of directors who are appointed by the County Board of Supervisors to four-year terms. There are presently no vacancies on the Board. Current board member names, positions, and term expiration dates are shown in Figure 6-2.

The District reported that meetings are to be held on the third Thursday of each month, however, meetings are somewhat inconsistent. The meetings are held at the Town Hall in Greenville. Board meeting agendas are posted at the post office, at the market, at the Town Hall and provided upon request. Meeting minutes are available by request.

Figure 6-2: Greenville Cemetery District Governing Body

Greenville Cemetery District			
Governing Body			
Members	Name	Position	Term Ends
	Marilyn Crouch	Director	2015
	Susan Neer	Director	2015
	James Hamblin	Chairman	2017
Manner of Selection	Appointed		
Length of Term	4 years		
Meetings	Every first Monday of the month at 5:15 pm	At the Town Hall in Greenville.	
Agenda Distribution	Posted at the post office, market, town hall and upon request.		
Minutes Distribution	Available upon request.		
Contact			
Contact	Marlene Bienhoff, Bookkeeper		
Mailing Address	P.O. Box 834, Greenville, CA 95947		
Phone	530-284-6264		
Fax	N/A		
Email/Website	MARLENEBIENHOFF@AOL.COM		

The District reported it does not participate in any public outreach activities in addition to the legally required agendas and minutes. GCD does not maintain a website where information is made available to the public.

If a customer is dissatisfied with the District's services, the complaints may be submitted to the bookkeeper by phone, email, letter, or in person at the district office. If the complaint is not handled to the satisfaction of the constituent, then the complainant may bring it to the Board of Supervisors. In 2013, the District reported that it had no complaints. In 2014, the District noted someone had made complaints via Facebook, but was unclear what the grievance was. (Note: The District does not maintain a Facebook site.)

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year.

Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the independent special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. It is unclear whether each of the board members has filed the required Form 700s for 2013.

Greenville Cemetery District demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo. The District responded to the questionnaires and cooperated with the document requests.

Planning and Management Practices

The District employs one part time maintenance worker who is paid hourly. The district also has one contract employee who performs the bookkeeping duties. The District does not have a general manager, although the Chairman of the Board performs many of the functions of a general manager.

GCD does not conduct regular staff evaluations, given the small size of the organization. Individual staff workload is tracked via timesheets; overall district workload, such as number of burials, is tracked and reported to the Board.

GCD does not evaluate district performance as a whole, such as benchmarking or annual reports. However, informally, the Chairman of the Board reports needs and updates the Board at meetings.

The District's finances, including its endowment care fund, are managed and tracked through the County. Capital improvements are discussed at board meetings, but no formal capital improvement plan has been developed. GCD has not compiled any other planning documents such as a master plan.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.²⁹ In the case of GCD, the Board of Supervisors has approved a five-year auditing schedule. The District reported it conducts biennial audits; however, it was reported that 2009 was the last year an audit was performed due to cost. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

²⁹ Government Code §26909.

Existing Demand and Growth Projections

The majority of the district is forestland. The district reported there is no current or planned residential or commercial development taking place within its bounds.

Population

Based on GIS analysis of 2010 Census data, there are 1,795 permanent residents within the District.

Existing Demand

The District reported that demand for services is consistent with approximately 10-15 burials each year. The district noted there is a current trend away from full-body burials to cremations. The District reported that in 2012 there were 12 interments and in 2013 there were 23 interments.

Projected Growth and Development

While GCD does not conduct formal demand forecasting, trends and anticipations are discussed during the District's regular meetings. At present, the District anticipates no significant change in demand in the short term.

The State Department of Finance (DOF) projects that the population of Plumas County will grow by five percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.5 percent. Based on these projections, the District's population would increase from 1,795 in 2014 to approximately 1,885 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

Financing

GCD reported that its financing level was generally adequate to provide necessary services without going over budget.

An audit for the District has not been conducted for five years, and as such findings regarding the internal control over finances were not available. Given the small nature of the District, it is essential that controls be in place to ensure proper use of public funds.

In FY 14, the District had total revenues of \$23,605. Revenues include property and other taxes (62 percent); interest and other miscellaneous revenue sources (20 percent), endowment fees (12 percent), revenue from lot sales (four percent) and donations (two percent).

The District's fees were last updated in April 1, 2013. In addition to the regular fees, the District currently charges endowment fees. The District meets the legally required minimum endowment fee of \$4.50 per plot square foot for all plot types.³⁰ The principal act requires the District to charge non-resident fees that are at least 15 percent higher than fees charged to residents and property owners.³¹ The District's fee schedule does include such fees; however, it was unclear if every fee charged was at least 15 percent higher.

In FY 14, the District had a total of \$31,750 in expenditures, which included salaries and benefits (73 percent), professional services (20 percent) and administration costs (two percent).

The District uses a pay-as-you-go approach from regular revenue sources for any necessary capital improvements. GCD noted that it keeps a fund balance for emergencies and for replacing or acquiring new equipment. These capital improvements are discussed at board meetings.

GCD does not have any long-term debt.

The District does not have a formal policy of maintaining a reserve fund balance for contingencies; however they do keep a fund balance informally, which is approximately \$35,000 as reported by the District.

The District has an endowment care fund and provides endowment care to its cemeteries, as required by law. The endowment fund balance at the end of FY 14 was approximately \$17,500. Cemetery districts are required to establish an endowment care fund and may only use the interest of the fund to finance the care of the facilities.³² In FY 14, the endowment fund had interest income of \$227, which could be used for maintenance of the facilities.

GCD does not participate in joint financing with regard to insurance.

³⁰ Health and Safety Code §8738.

³¹ Health and Safety Code §9068.

³² Health and Safety Code §9065.

CEMETERY SERVICES

Service Overview

GCD provides cemetery related services, including headstones, opening and closing graves, and maintenance of grounds.

Staffing

Regular maintenance and opening and closing of plots are performed by one part-time maintenance worker. Should the need arise for additional maintenance activities, then part-time assistants are hired. Bookkeeping and administrative work is handled by a contract bookkeeper. The Chairman of the Board handles some of the general manager tasks.

Facilities and Capacity

The District offers services at one cemetery within its bounds.

Greenville Cemetery has seven acres of developed cemetery space and 33 acres of undeveloped space. The cemetery is reportedly in great condition, consisting of all green landscaping.

Infrastructure Needs

At present, the District reported that it is in need of a new lawn mower. as well as it occasionally needs new sprinkler heads.

Challenges

No particular challenges to providing adequate service levels were identified by the District.

Service Adequacy

The following are indicators of service adequacy for cemetery districts, as defined by law or best practices. In some areas Greenville Cemetery District meets or exceeds service standards for adequate services, while other aspects could be improved upon as shown below.

- ❖ Districts that provide maintenance services on a year-round basis tend to be those with larger populations and property tax bases. Those that provide minimal maintenance tend to be those with smaller populations and less property tax. Greenville Cemetery District provides part-time maintenance services on a year-round basis.
- ❖ Health and Safety Code §9068 requires cemetery districts to have non-resident fees. Greenville Cemetery District does charge non-resident fees for each plot type in its price schedule.

- ❖ Health and Safety Code §9065 requires cemetery districts to have an endowment fee. Greenville Cemetery District charges all residents and non-residents an endowment fee that varies by plot type.
- ❖ According to Health and Safety Code §8738, a minimum endowment care fee must be \$4.50 per plot square foot. Greenville Cemetery District meets this requirement.
- ❖ Cemetery districts can legally provide services to non-residents if the deceased satisfies the eligibility requirements of a non-district resident per Health and Safety Code §9061, and the non-resident fee is paid. The principal act limits interments at cemetery districts to residents, former residents who purchased plots when they were residents, property taxpayers in district bounds, former property taxpayers who purchased plots, eligible non-residents, and the family members of any of the above. By allowing anybody to purchase a plot in one of its cemeteries, GCD is non-compliant with legal constraints on the burial of non-residents.
- ❖ In order to adequately plan for existing and future demand and capacity needs, cemeteries track the number of interments annually. GCD appropriately tracks the number of burials each year.

GREENVILLE CEMETERY DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ There are approximately 1,795 residents within Greenville Cemetery District (GCD).
- ❖ Over the past decade the District has not experienced a significant increase in population.
- ❖ No or slow growth is expected within the District.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ Greenville Cemetery has the capacity to handle burials for a number of years, since less than a quarter of the cemetery is developed, before expansion is necessary.
- ❖ There is a current trend away from full-body burials to cremations.
- ❖ At present, the District reported that it requires a new lawn mower but does not have the finances to make this purchase.
- ❖ The District charges non-resident fees for burials in accordance with State law.

Financial Ability of Agencies to Provide Services

- ❖ The District reports that current financing levels are adequate to deliver services however, the District did note that there were budget limitations, which resulted in lack of consistent audits and inability to purchase desired equipment.

Status of, and Opportunities for, Shared Facilities

- ❖ The District does not share facilities.
- ❖ Sharing resources with other cemetery districts may provide an opportunity for improved efficiency and decreased costs.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ The District demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo.
- ❖ The District does not conduct outreach efforts except for the required activities. It is recommended that all agencies maintain websites where public documents are made available in order to ensure transparency.
- ❖ Consolidation of cemetery districts in Plumas County in some manner is a potential option to address financing issues, lack of interest in board activities, and concerns of failure to operate within legal requirements for a public entity.

7. INDIAN VALLEY HEALTHCARE DISTRICT

Indian Valley Healthcare District (IVHD) provides healthcare services to residents of Indian Valley through a primary care clinic leased for operations to Eastern Plumas Healthcare District. This is the first Municipal Service Review for the District.

AGENCY OVERVIEW

Background

IVHD was formed in 1953 as an independent special district named Feather River Hospital District. The District was formed to provide local healthcare and emergency medical services to residents in the Indian Valley area of Plumas County. In 1978, the District's name was changed to Indian Valley Healthcare District.

The principal act that governs the District is the Local Health Care District Law.³³ The principal act empowers healthcare districts to provide medical services, emergency medical, ambulance, and any other services relating to the protection of residents' health and lives.³⁴ 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.

Boundaries

The District is located in the northern part of Plumas County, just east of Lake Almanor. The closest healthcare districts are Seneca Healthcare District serving the Lake Almanor area and Plumas Healthcare District situated south of IVHD. IVHD's boundary is entirely within Plumas County, and includes the communities of Caribou, Canyon Dam, Greenville, Paxton, Indian Falls, Crescent Mills, and Taylorsville. The District's boundaries encompass approximately 494 square miles.³⁵

There has been one annexation since the formation of the District that occurred in 1976 and involved the Caribou area.³⁶

Sphere of Influence

The District has not had a sphere of influence (SOI) adopted by LAFCo. The Commission will adopt an SOI during the SOI updates following this MSR.

³³ Health and Safety Code §32000-32492.

³⁴ Health and Safety Code §32121(j).

³⁵ Total agency area calculated in GIS software based on agency boundaries as of July 14, 2014. The data is not considered survey quality.

³⁶ State Board of Equalization.

Extra-territorial Services

IVHD does not specifically provide services at facilities outside its bounds, but will provide services to patients that reside outside of the District's boundaries and come to IVHD-owned facilities. IVHD serves both district residents and non-residents, and charges them equal fees notwithstanding of residency status.

Areas of Interest

An area of interest for IVHD is Eastern Plumas Healthcare District (EPHD) that leases and operates the clinic owned by IVHD.

Indian Valley Healthcare District

Range 8 East

Range 9 East

Range 10 East

Range 11 East

Range 12 East

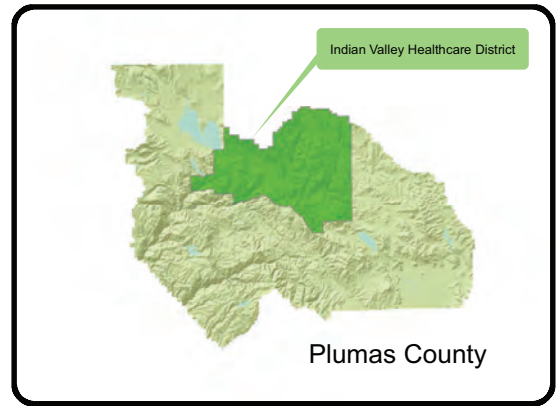
Township 29 North

Township 28 North

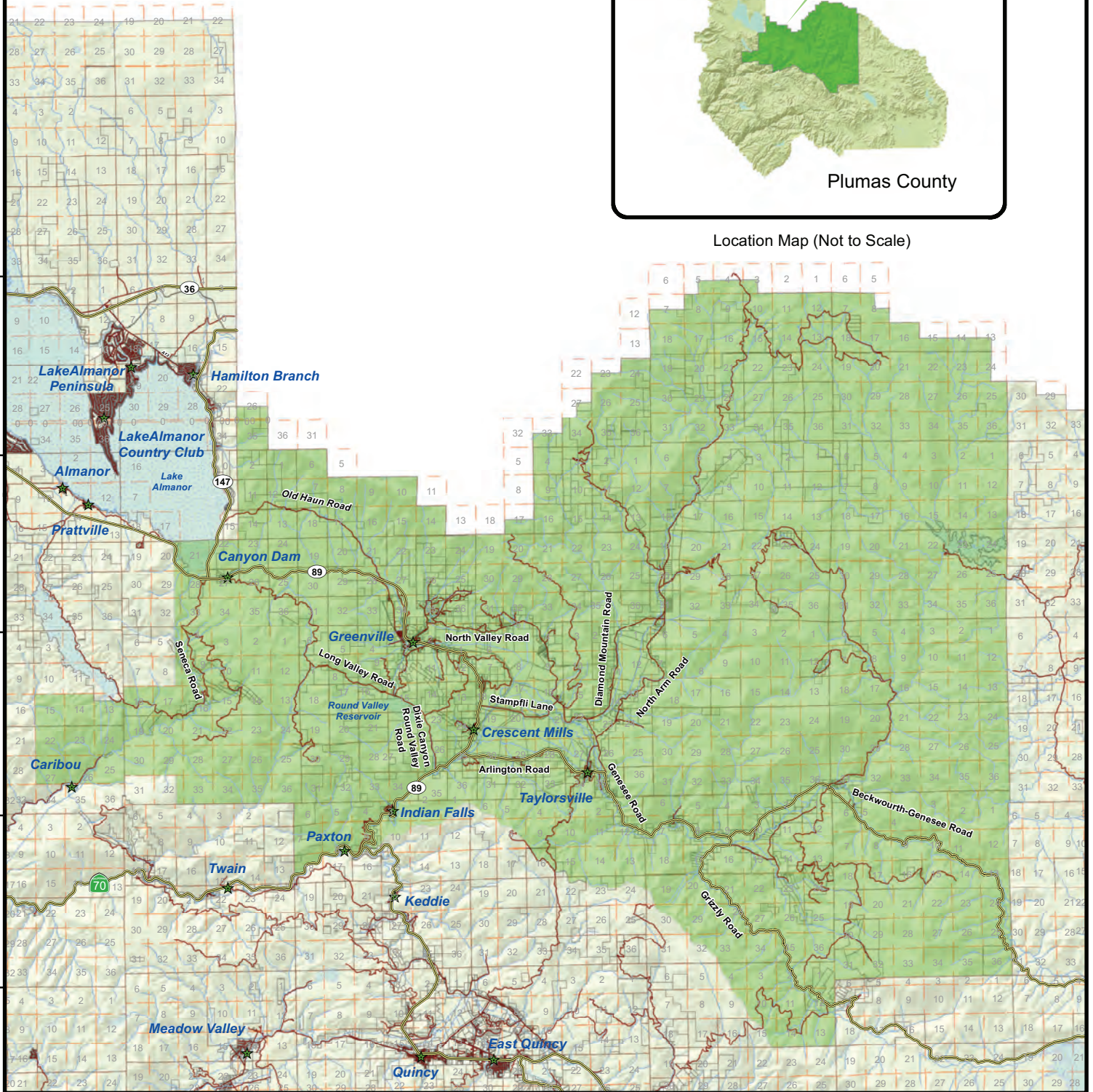
Township 27 North

Township 26 North

Township 25 North



Location Map (Not to Scale)



Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies
- Parcels
- Sectional Grid (MDB&M)
- Communities
- Indian Valley Healthcare District
- Indian Valley Healthcare District No Sphere of Influence



0 1.5 3 6 Miles

Indian Valley Healthcare District

Resolution:

Formed: January 6, 1953

Indian Valley Healthcare District

Resolution: (No Sphere of Influence)

Adopted:

Source: Plumas LAFCo Map Created 12/24/2013

Accountability and Governance

The principal act orders that the governing body of a healthcare district must have five members. Directors may be appointed or elected, pending circumstances.³⁷ IVHD is governed by five Board of Directors who are elected to staggered four-year terms. There are currently no vacancies; all directors ran unopposed. Elections are generally not contested. Current Board member names, positions, and term expiration dates are shown in Figure 7-2.

The Board meets once a quarter on the first Monday at 5:30 in the afternoon in the Indian Valley Medical Clinic conference room. Board meeting agendas are mailed to the local newspaper, distributed to staff and posted in public places around Indian Valley. Minutes of Board meetings are available upon request. The District reported that it had limited public participation in Board meetings and challenges filling Board vacancies.

Figure 7-2: Indian Valley HD Governing Body

Figure 7-2: Indian Valley HD Governing Body

Indian Valley Healthcare District				
District Contact Information				
Contact:	Guy McNett, BOD Chair and District CEO			
Address:	184 Hot Springs Rd, Greenville, CA			
Telephone:	530-284-7191			
Email/website:	None			
Board of Directors				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Guy McNett	Chair	December 2018	Elected	4 years
Teresa VanZetta	Vice-chair	December 2016	Elected	4 years
Gwen Lacy	Secretary	December 2016	Elected	4 years
Kevin Goss	Director	December 2018	Elected	4 years
Matt Cassol	Director	December 2018	Elected	4 years
Meetings				
Date:	Quarterly on the 1st Monday at 5:30pm.			
Location:	Indian Valley Medical Clinic conference room.			
Agenda Distribution:	Mailed to local newspaper, distributed to staff and posted in public places.			
Minutes Distribution:	Available upon request.			

Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members do not receive ethics training since they do not receive any compensation or reimbursements. Similarly, a policy on expense reimbursements was not established for the same reason.

³⁷ Health and Safety Code §32100.

In addition to the required agendas and minutes, the District tries to reach its constituents through participating in health fairs and other events. Board meetings are regularly attended by the local newspaper that publishes articles about IVHD. The District does not have a website and does not make its information available on the web.

If a customer is dissatisfied with the District's services, complaints may be submitted to the District's board members. There is also a suggestion box in the District's clinic. The District reported that there were no complaints in 2013.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. It was reported that the District's Form 700s for 2013 were on file with the County Clerk Recorder and the IVHD secretary.

IVHD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo. The District responded to the questionnaires and cooperated with interview and document requests.

Planning and Management Practices

The District is managed by the chair of the Board of Directors who acts as the IVHD Chief Executive Officer (CEO). The CEO is assisted by two part-time employees, including treasurer/bookkeeper and custodian of medical records. The position of the custodian of medical records will be eliminated within approximately two years when all the old medical records will be destroyed. Current records are not maintained by the District, but instead are administered by Eastern Plumas Healthcare District (EPHD), which leases and runs IVHD clinic. EPHD directly employs all medical personnel that provide services at the IVHD clinic. EPHD staffs the clinic with eight doctors, one medical assistant and two office personnel on a regular basis. Medical personnel report to and are evaluated by EPHD.

The District's part-time staff is occasionally informally evaluated by the District's CEO. The District does not evaluate its own performance.

The District's clinic is a Rural Health Clinic (RHC), which is a clinic certified by the Center of Medicare and Medicaid Services to receive special Medicare and Medicaid reimbursement. In California, clinics get certified through the California Department of Public Health acting as the State agency responsible for RHC certification.

According to the Code of Federal Regulations, an evaluation of a clinic's total operation including the overall organization, administration, policies and procedures covering personnel, fiscal and patient care areas must be done at least annually. The evaluation may be done by the clinic, the group of professional personnel or through arrangement with other appropriate professionals.³⁸ If a formal Quality Assurance and Performance Improvement (QAPI) program is in place, this will meet the requirement for annual

³⁸ 42 CFR 491.11.

program evaluation. Since EPHD is the operator of the clinic, its evaluation is the responsibility of Eastern Plumas HD.

The performance of the rural health clinic provider is also evaluated by the Center for Medicare and Medicaid Services by the means of the State agency (in this case Chico District Office of the California Department of Public Health) through an assessment of its compliance with legal and regulatory requirements for rural health clinics.

Employees of the District are paid an hourly wage and fill out timesheets, which the CEO/Chair signs off on. Employee workload is tracked through these timesheets.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. The District does not have a capital improvement plan. IVHD reported that it did not presently have the financial means to produce a capital improvement plan, although the clinic reportedly has some infrastructure needs. The District currently plans for its capital improvements at Board meetings. IVHD does not adopt any other planning documents.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.³⁹ The most recent audit for IVHD was completed for FY 13. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

Existing Demand and Growth Projections

A majority of the land uses within the District are agriculture preserve, general forest, timber zone, and residential. The District's bounds encompass approximately 494 square miles.

Population

There are approximately 2,637 residents within the District, based on 2010 Census GIS estimates. The District's population density is about five residents per square mile.

Existing Demand

Service demand for the District's services has been decreasing in the last few years. Residents have been migrating out of the area, due to the recent recession. The region has been hit especially hard economically, as many residents are only part time and maintain

³⁹ Government Code §26909.

second homes and investment homes that have been increasingly going vacant. In addition, there has been a significant decline in the timber industry, which has caused an outflow of young people seeking employment elsewhere.

Projected Growth and Development

Although no formal population projections have been made by the District, IVHD believes there will be limited or no growth in the next few years.

EPHD, as the operator of the clinic, appears to have sufficient capacity to serve the existing demand and possible future growth, based on availability of medical personnel and current hours of operation.

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. Based on these projections, the District's population would increase from 2,637 in 2010 to approximately 2,742 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The District does not take part in reviewing plans for proposed developments.

With regard to future growth opportunities, IVHD identified its willingness to consolidate with other healthcare districts once its bankruptcy process is complete. Discussions regarding consolidation are not likely to start taking place until the District's financial situation is legally resolved.

Financing

The District reported that its financing levels were adequate to sustain current operations. It was also reported that after the closing of the hospital IVHD had a surplus, but a majority of that money was used to pay back the debt to the County.

On November 24, 2003 the District filed a voluntary petition for reorganization under Chapter 9 of Title 11 of the Federal Bankruptcy Code. The bankruptcy was dismissed in September 2012 and all creditors notified by the Court. The District's largest creditor, the California Employment Development Department (EDD), responded requesting a Power of Attorney for IVHD bankruptcy council. In December 2012, the District sent EDD a Power of Attorney for the District's bankruptcy lawyer. As of the drafting of this report there has been no response from EDD to the District or its bankruptcy council. The IVHD's debt to EDD amounts to approximately \$340,000.

The District has not identified any additional financing opportunities, being especially constrained by the current economic situation.

The IVHD FY 12-13 audit did not identify any deficiencies to internal control. The District has an internal fiscal control process in place to protect against improper use of funds. All IVHD funds go through the District's checking accounts with Plumas Bank,

Greenville Branch. The District's tax revenue from Plumas County goes directly to the U.S. Bank in San Francisco, which is the Trustee for the Certificates of Participation. The payment is withdrawn (approximately \$107,000), and the balance is sent directly to the District's checking account. On a weekly basis, the bookkeeper/treasurer cuts checks for the invoices received. These are reviewed and co-signed by the Chairman of the Board; all checks require two signatures. On a monthly basis, the bookkeeper/treasurer provides the Chairman with a check reconciliation detail.

A vast majority of the District's income comes from tax revenue, since charges for service at the clinic are collected and kept by EPHD. EPHD pays IVHD \$1,500 a month for the lease of the clinic facility.

In FY 13-14, the District's income amounted to \$198,300, including 90 percent from tax revenue and nine percent from lease of the clinic. The remainder of the revenue sources included rebates and refunds, provision for bad debt and interest income.

During the same fiscal year, IVHD spent \$200,597, a majority of which was spent on interest on working capital and certificates of participation (39 percent), insurance (23 percent), depreciation expenses (17 percent), payroll expenses (six percent), and consulting fees (four percent). The remainder of the expenditures included legal fees, office and administrative supply, non-medical supplies, maintenance and repairs, collection agency fees, purchased services, utilities, telephone, worker's comp, postage and shipping, and others.

At the end of FY 13-14, the District's expenditures exceeded revenues by about two thousand dollars.

The District's capital improvements are planned for at the Board of Directors meetings. There are reportedly no capital improvements planned for FY 14-15.

The District issued Series 2004 Certificates of Participation (COPs) for capital improvement projects in the aggregate principal amount of \$1,450,000. Interest rates range from 5.3 percent to 6.4 percent. The Series 2004 COPs are term certificates and mature on August 1, 2014, August 1, 2024 and August 1, 2035 respectively.

IVHD keeps a financial reserve for bankruptcy creditor payments. At the end of FY 13-14 there was \$150,000 in the reserve. Since there are currently no other creditors but EDD, all the reserve funds may eventually be paid to this single creditor. However, there is currently no payment plan in place and no response from EDD regarding its further demands.

The District participates in a joint venture under a joint powers agreement (JPA) with the Program BETA Risk Management Authority (Program BETA). The program was formed for the purpose of providing professional malpractice, general, directors, and officers' liability insurance for certain healthcare districts of the Association of California Healthcare Districts Inc. (ACHD). Each member pays a premium commensurate with the level of coverage requested and shares surpluses and deficits proportionate to their participation in Program BETA.

IVHD is also a member of the Indian Valley Ambulance Services Authority (IVASA), which is a JPA between IVHD and the Indian Valley Community Services District (IVCSD). IVASA contracts with Mountain Life Flight/South Lassen Ambulance to provide 24/7

ground service ambulance to the entire Indian Valley. This service is supplemented by tax assessment annually conducted by IVASA through IVCSD management. The amount of assessment is \$45 per livable structure annually within the boundaries of the Indian Valley. The assessment generates about \$60,000 per year. Private citizens can also purchase an additional policy with the contract provider to lessen the cost of service when it is utilized. Two directors from the IVHD Board of Directors sit on the IVASA Board of Directors.

HEALTHCARE SERVICES

Service Overview

The District owns Indian Valley Health Clinic, which is a primary healthcare clinic leased out to EPHD for operations. The clinic offers multiple services, including family medicine, orthopedics, podiatry, telemedicine, and women's health, all provided by EPHD medical staff. In addition, the clinic provides laboratory services. EPHD has been running the Indian Valley Health Clinic since 2007.

The District's clinic is certified as a rural health clinic (RHC), which is a facility that meets federal criteria for being able to provide adequate primary care to elderly and low-income populations in designated rural areas. Providers certified as RHCs receive cost-based reimbursement for Medicare and Medi-Cal services.

IVHD had also previously operated a hospital, which closed in 2006 due to lack of demand, rising operating costs and shortage of available qualified personnel.

The ground ambulance provider within the District is Mountain Life Flight/South Lassen Ambulance located in Greenville, while air ambulance services are provided by Mountain Life Flight.

Staffing

The District employs two part-time administrative personnel. All medical staff are employees of EPHD. Eight doctors, one medical assistant and two office personnel staff the clinic on a regular basis. All doctors, nurses, and practitioners are expected to have appropriate certifications, and licenses as mandated by law in order to practice in EPHD, or oversee hospitals and clinics.

RHCs are required to employ at least one nurse practitioner, physician assistant, or certified nurse midwife. Physicians must be available for oversight on-site at the clinic once every two weeks; they may also provide direct care to patients.

Facilities and Capacity

IVHD owns three facilities, including the old hospital building, a clinic and an administrative building.

The non-operational hospital building was constructed in 1955 and is located at 184 Hot Springs Road in Greenville. The facility accommodated 26 beds and an emergency room and is considered to be in poor condition. The facility is currently on the market for sale.

The primary care clinic building is 30 years old and located at 176 Hot Springs Road in Greenville. The facility was reported to be in excellent condition. It is open Monday through Thursday from 7:30 in the morning till six in the evening, with half an hour lunch break.

The administrative personnel uses an old converted house built in the 1960s as the office building. The facility, reported to be in poor condition, is located at 168 Hot Springs Road in Greenville.

The District does not own any equipment or vehicles.

Infrastructure Needs

Since the clinic facility was reported to be in excellent condition there are no major capital improvement needs. COP funds were used to remodel the facility.

The office building requires upgrades and repairs to improve the condition of the facility. The District reported a long-term need to renovate or sell the building and move the office to a new facility.

According to IVHD, there are currently no plans to address infrastructure needs.

Challenges

The District reported multiple challenges to adequate service provision, the main one being the bankruptcy situation. Additionally, the challenging economic situation in the County is precluding IVHD from exploring new financing streams and attracting more patients.

Service Adequacy

There are several benchmarks that may define the level of service provided by a healthcare district. Given the fact that currently IVHD is not providing medical services directly, the only indicator of service adequacy is the number of complaints regarding the District's Board of Directors and directly hired staff. There were no complaints filed in at least the last two years.

The operations of the clinic may be evaluated through the number of incidents resulting in deficiency and compliance with legal requirements for rural health clinics. The California Department of Public Health Chico District Office reported that there was one incident in the last two years, which was a complaint that a nurse student was performing blood draws and injections. Formal review was conducted and no deficiency was found.

Rural health clinics are required to use a team approach of physicians and midlevel practitioners such as nurse practitioners, physician assistants, and certified nurse midwives to provide services. The clinic must be staffed at least 50 percent of the time with a midlevel practitioner. RHCs are required to provide out-patient primary care services and basic laboratory services. It was reported that the District's clinic complied with all of these requirements.

INDIAN VALLEY HEALTHCARE DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ There are approximately 2,637 residents within the District.
- ❖ The District experienced a decrease in service demand in the last few years due to residents migrating out of the area because of the recent recession.
- ❖ Little or no growth in population and in service demand is expected within the District in the next few years.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ The District's existing clinic has the capacity to adequately serve current demand and potential future growth, since demand has decreased and is not likely to go up by a large amount.
- ❖ The clinic is in excellent condition as it recently underwent remodeling. However, the office building requires multiple upgrades and repairs to improve its condition.
- ❖ The District plans its capital improvements at Board meetings. There is no formal Capital Improvement Plan. The District does not currently have plans to address any of its infrastructure needs.
- ❖ The District should consider adopting a capital improvement plan to identify financing needs, potential revenue sources for these needs and timing of the improvements.

Financial Ability of Agencies to Provide Services

- ❖ The District reported that its financing levels were adequate to sustain current operations.
- ❖ IVHD's bankruptcy, that was filed by the District in 2003, was dismissed in 2012. California Employment Development Department (EDD), which is the District's largest creditor, has made additional requests; however, the situation had not been resolved as of the drafting of this report.

- ❖ A vast majority of the District's income comes from tax revenue, since charges for service at the clinic are collected and kept by Eastern Plumas Healthcare District (EPHD). EPHD pays IVHD \$1,500 a month for the lease of the clinic facility.
- ❖ IVHD keeps a financial reserve for bankruptcy creditor payments. At the end of FY 13-14 there was \$150,000 in reserve. It is currently unknown whether the District will have to pay its debt of \$340,000 to EDD.
- ❖ The District has long-term debt in a form of Certificates of Participation, which will be paid off by 2035.
- ❖ The IVHD FY 12-13 audit did not identify any deficiencies to internal control. The District has an internal fiscal control process in place to protect against improper use of funds.

Status of, and Opportunities for, Shared Facilities

- ❖ The District shares its clinic with EPHD by leasing the facility to EPHD.
- ❖ The District does not see opportunities to share facilities with other agencies in the future.
- ❖ IVHD participates in a joint powers agreement (JPA) with the Program BETA Risk Management Authority for professional insurance.
- ❖ IVHD is a member of the Indian Valley Ambulance Services Authority (IVASA), which is a JPA between IVHD and the Indian Valley Community Services District (IVCSD).

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ IVHD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo. The District responded to the questionnaires and cooperated with the document requests.
- ❖ IVHD practices outreach efforts through participating in community events and inviting press to its Board meetings. The District, however, does not have a website where it makes information available to its residents.
- ❖ Governance structure options for IVHD will be considered after the District's bankruptcy process comes to an end and all creditor issues are resolved, at which time the District would be interested in considering consolidation alternatives with other healthcare districts in the County.

8. INDIAN VALLEY RECREATION AND PARK DISTRICT

Indian Valley Recreation and Park District (IVRPD) provides and promotes recreational activities for people of all ages. This is the first Municipal Service Review (MSR) for the District.

AGENCY OVERVIEW

Background

IVRPD was formed in 1965 as an independent special district to promote recreation and provide facilities for recreational activities in the Indian Valley area.

The principal act that governs the District is the Recreation and Park District Law.⁴⁰ The principal act empowers recreation and park districts to 1) organize, promote, conduct, and advertise programs of community recreation, including, but not limited to, parks and open space, parking, transportation, and other related services that improve the community's quality of life, 2) establish systems of recreation and recreation facilities, including, but not limited to, parks and open space, and 3) acquire, construct, improve, maintain, and operate recreation facilities, including, but not limited to, parks and open space, both inside and beyond the district's boundaries.⁴¹ Districts must apply and obtain LAFCo approval to exercise latent powers, that is, those services authorized by the principal act but not provided by the district by the end of 2000.⁴²

Boundaries

IVRPD is located in the northwest portion of Plumas County, adjacent to Lassen County, and encompasses approximately 435 square miles. Included within the District's boundaries are the communities of Crescent Mills, Greenville, Indian Falls, Paxton, and Taylorsville. The District's boundaries are depicted in Figure 7-1. The other recreation and park districts in Plumas County are Almanor Recreation and Park District, located northwest of IVRPD, and Central Plumas Recreation and Park District and Eastern Plumas Recreation District located southwest and south of IVRPD.

LAFCo and the Board of Equalization (BOE) records indicate that one annexation of additional territory to the District occurred in 1992.⁴³ The area annexed is not specified. In 1976, LAFCo approved the dissolution of the district⁴⁴, however the process was never completed, and the District remains in existence.

⁴⁰ Public Resources Code, Div. 5, Ch. 4, comprising §§ 5780-5791.

⁴¹ California Public Resources Code §5786.

⁴² Government Code §56824.10.

⁴³ LAFCo Resolution 91-4

⁴⁴ LAFCo Resolution 76-51

The District's bounds overlap with the Indian Valley Community Service District (IVCSD), which provides the category of park and recreational services, in addition to water, sewer, lighting, and fire protection. IVCSD owns and maintains the Greenville Community Park, Chuck Clay Park, Triangle Park, and Indian Valley community pool. IVRPD operates the pool in the summer months via a contract with IVCSD. IVCSD does not offer recreational activities at these facilities directly with district staff.

Sphere of Influence

LAFCo established a zero SOI for the District on November 10, 1976.⁴⁵ No changes have been made to the SOI since its creation.

Extra-territorial Services

IVRPD provides recreational services to all residents and visitors to the District. The District does not provide recreational services at locations outside of its boundaries. As previously mentioned, IVRPD's boundaries overlap with those of IVCSD, which also provides park ownership and maintenance services.

Areas of Interest

An area of interest for IVRPD is the territory within IVCSD since the two agencies overlap and provide a similar category of services. A consolidation of the two districts may be appropriate. Also, a transfer of services from IVCSD to IVRPD is an option to address this overlap of boundaries and authorities and potential duplication of services. .

⁴⁵ LAFCo Resolution 76-50

Indian Valley Recreation and Park District

Range 8 East

Range 9 East

Range 10 East

Range 11 East

Range 12 East

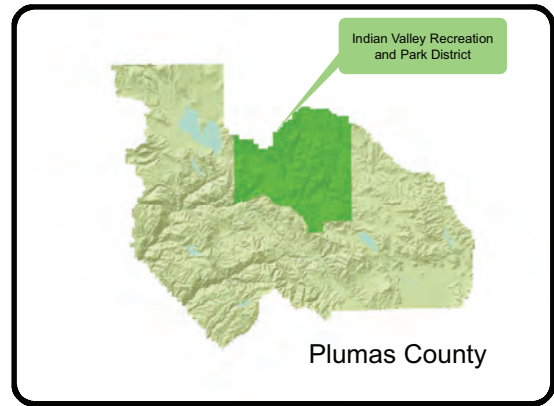
Township 29 North

Township 28 North

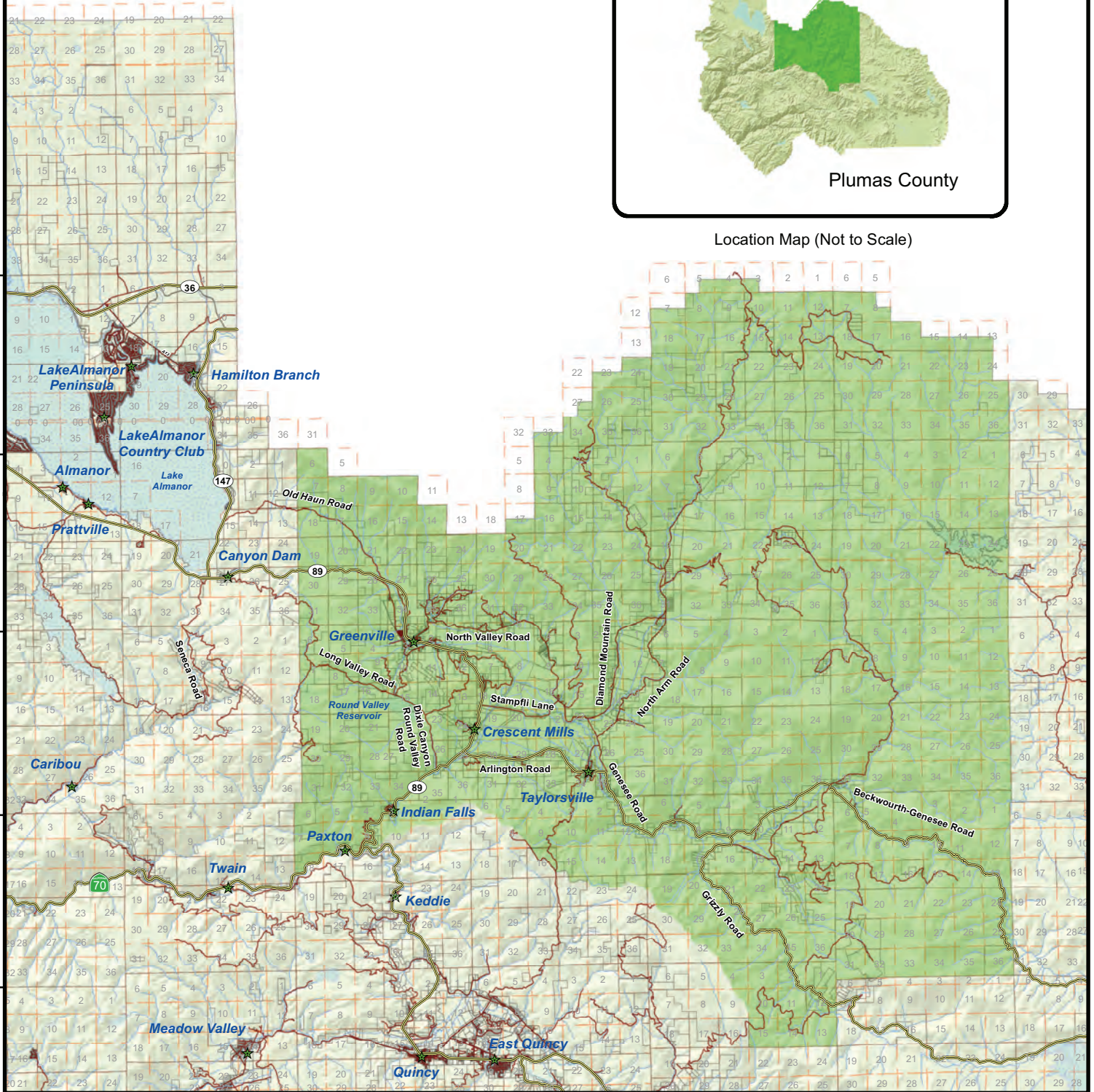
Township 27 North

Township 26 North

Township 25 North



Location Map (Not to Scale)



Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies
- Parcels
- Sectional Grid (MDB&M)
- Indian Valley Recreation and Park District
- Indian Valley Recreation and Park District Zero Sphere of Influence
- Communities

0 1.5 3 6 Miles



Indian Valley Recreation and Park District
Resolution:
Formed: November 3, 1964

Indian Valley Recreation and Park District SOI
Resolution: 76-50 (Zero Sphere of Influence)
Adopted: November 10, 1976

Source: Plumas LAFCo

Map Created 2/27/2014

Accountability and Governance

IVRPD is governed by a five-member Board of Directors. Board members are residents of the District elected at large and sworn in to four-year terms. Board members do not receive compensation and volunteer to run district programs. The District reported that there had been a high turnover in its governing body. The District reported that it had a full board as of January 19, 2015. Board member names and term expiration dates are shown in Figure 8-2. According to the County's Clerk-Recorder's office, all the board positions will be up for election in November 2015. All interested candidates will be required to file intent to retain the position or to run in the election with the County in July 2015. The positions presently held by Matt Cerney and Anna Lawson are four-year positions that will then expire in January 2020. The remaining three positions are two-year terms with expiration in January 2018.

The Board meets every third Monday of the month at 5:30pm at the Indian Valley Community Center. The meetings are open to the public and attendance is welcome. The meeting agendas are posted on the bulletin boards of the IVRPD community center and the IVCSO community pool, at the post office and Evergreen Market. Additionally, both agendas and minutes are posted on the Indian Valley RPD website.

Figure 8-2: Indian Valley RPD Governing Body

Indian Valley Recreation and Park District			
Governing Body			
Members	Name	Position	Term Ends
	Matt Cerney	Chair	1/1/2016
	Nancy Presser	Secretary	1/1/2016
	Dan Lichtfield	Director/Vice Chair	1/1/2016
	Doti McDowell	Director	1/1/2016
	Anna Lawson	Treasurer	1/1/2016
Manner of Selection	Election or appointment by Plumas County Board of Supervisors if there is not more than one candidate to force an election.		
Length of Term	4 years		
Meetings	Third Monday of the month, 5:30 pm	I.V. Community Center - 209 Crescent Street - Greenville, CA	
Agenda Distribution	Available online and on the bulletin boards of the IVRPD Community Center, IVCSD Community Pool, post office and Evergreen Market		
Minutes Distribution	Available online and at meetings in board packets		
Contact			
Contact	Stephanie McMillan		
Mailing Address	209 Crescent Street, Greenville, CA 95947		
Phone	530-284-7385		
Fax	530-248-1676		
Email/Website	info.ivrpd@gmail.com		

The District keeps its constituents informed of the recreational activities via the IVRPD Facebook page and IVRPD website. The District's Facebook page and website are updated as needed. The District also reportedly makes use of other local websites for outreach purposes, including the Greenville/Indian Valley Classified Facebook page, Quincy/Portola Classifieds Facebook page, Indian Valley/Plumas County Events Facebook page, Plumas Concerned Citizen's Facebook page, Indian Valley Moving Forward Facebook page, Indian Valley Chamber of Commerce website, Indian Valley Rock and Blues Society Facebook page, and Plumas Arts Website. The District has advertised fundraising events in local publications and participated in major publicity campaigns to promote its services. For example, during the Taylorsville Fourth of July Parade, the District handed out fliers describing its activities. Articles on district activities have appeared in the local newspaper.

Customers can submit their complaints and suggestions about district services in several ways—via email, on any of the aforementioned Facebook pages, in the comment box at the community center, or in person at board meetings. Some residents leave comments on the District's Facebook page, which gives IVRPD a chance to respond to them. Customers also have an opportunity to call or come into the office and speak directly to the administrator, who is responsible for handling all complaints and suggestions. The District recently implemented a means to track comments and complaints. All comments are reportedly tracked by the administrator and reported to the Board at meetings. The District was not able to report the number of complaints received in 2012, but most were related to the previous administrator's management style and the lengthy and costly building process of the community center.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. It was reported that the District's Form 700s for 2013 were on file at the IVRPD office.

IVRPD demonstrated full accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo during the MSR process. IVRPD responded to questionnaires and cooperated with document requests.

Planning and Management Practices

IVRPD employs a part-time administrator who spends about 16 hours weekly on district management and reports to the Chair of the Board of Directors. The administrator, who is responsible for day-to-day operations such as facilities, rentals, maintenance, advertising, and website and social media updates, also manages all the finances and works closely with the County Auditor whenever there are deposits, bill claims, and receipts. Additionally, the administrator prepares a monthly report featuring the monthly income and expenditure tracking sheets, the financial balance, and program updates. This report is presented every month at the IVRPD board meetings for review and approval.

The administrator coordinates volunteers, but does not perform regular evaluations of the volunteer staff. The Board does not conduct regular reviews of the administrator. The administrator tracks her workload through timesheets and submits them online.

The District does not evaluate its overall performance by setting high-level goals or programs and regularly evaluating the results; however, IVRPD reportedly monitors its program and project results through monthly reports by committee at each board meeting, such as ongoing fundraising projects, facility use and rentals, building and maintenance projects, and outreach efforts. IVRPD does not review or adopt best management practices employed by other agencies.

IVRPD reported that it does adopt regular budgets; however, the District was not able to provide a copy of an adopted budget. IVRPD does not regularly audit its financial statements. The District conducted a formal capital improvement plan (CIP) for the creation of the community center in 2002. Presently, IVRPD does not adopt a CIP and capital investments are performed as needed and largely financed through fundraisers.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.⁴⁶ In the case of IVRPD, the Board of Supervisors has approved a five-year auditing schedule. However, the District reportedly does not conduct regular audits. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required. At the November 2014 monthly meeting, the IVRPD Board of Directors committed to complete a financial audit in 2015.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

Existing Demand and Growth Projections

IVRPD's boundary area is approximately 435 square miles. Land use within the District is partly suburban residential, as the primary land use is rural, agricultural and forests.

Population

Based on GIS analysis of 2010 Census data, there are approximately 2,601 permanent residents within the District.⁴⁷

Existing Demand

The District originally reported in 2012 that it had experienced a decrease in service demand since the opening of the community center in 2010. Although the public is supportive, classes are never at full capacity. However, in 2015, IVRPD reported that

⁴⁶ Government Code §26909.

⁴⁷ Census designated places Crescent Mills, Greenville, Indian Falls, Paxton and, Taylorsville in Plumas County.

service options have increased dramatically since the new center opened in 2010. Additionally, the Taylorsville Community Pool has higher use than ever before, the playground is in constant use in fair weather, Friday Night for Teens has recreation use each Friday and often has 40 in attendance.

Demand fluctuates depending on the season. IVRPD usually experiences an enrollment increase in recreational offerings in the fall, winter and spring, and while there is generally a decrease in class enrollment in the summer, there is greater use of the pool.

The District advertises and promotes a fee offset scholarship program, as well as a service fee offset program. These services are reportedly generally underused by participants, reporting reluctance to ask for help. There were no scholarship applications this year.
Projected Growth and Development

The District reported that there had been no residential growth or development in recent years.

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. Based on these projections, the District's population would increase from 2,601 in 2010 to approximately 2,705 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020. However, IVRPD anticipates enhanced use of offerings and facilities as new options becoming available, such as a new community gazebo/wedding facility, new community kitchen, and possible future MOU's for additional programming.

The District reported that it was not anticipating any future population growth in the short term. However, IVRPD was considering the possibility of launching more outdoor recreation programs and expanding the soccer program to attract more users.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

The governance structure options identified for IVRPD include consolidation with Indian Valley CSD or IVCS D transfer of recreation and park property and authority to IVRPD. IVRPD has a zero sphere of influence and overlapping boundaries with Indian Valley CSD. Reportedly unofficial discussions have occurred regarding these and other options. However, the IVRPD Board does not support consolidation that may result in the dissolution of IVRPD.

Financing

IVRPD reported that its financing is sufficient to deliver existing services. However, the District suffers from a lack of a regular and sustainable funding source, such as property taxes, which constrains its ability to provide additional services. The District attempts to supplement its funding with program fees, grants, and donation. Program instructors retain some of their fees and pay rental for facility use and insurance coverage.

Internal control measures over finances consist of monthly reports to the Board, including a report of itemized income for the preceding month, itemized expenses for the preceding month, and account balances. The administrator has implemented a regular reporting structure and briefs the Board at the monthly meetings. Other fiscal controls are in place as well. Finances are controlled by the County, and as such payment on expenditures requires a detailed receipt and the signature of both the administrator and a board member. Deposits for fees collected, such as rentals, are made into a private bank account and then the administrative assistant writes a check, the check is signed by any board member and the funds are deposited with the County. The District has no record of completing a financial audit, which would identify any deficiencies to internal controls.

In FY 13-14, IVRPD's revenues totaled \$41,286. Of the District's total revenues rents and concessions comprised 53 percent, donations consisted of 27 percent, contributions from other agencies consisted of 15 percent, a State grant consisted of five percent, and interest and fees for services comprised the remaining fractional portion.

The District charges fees for some of its programs and services, however private class instructors pay the District just a portion of the money they receive from the participants. Charges for rentals of the main hall with patio vary from \$10 to \$20 per hour for regular users. The fee for one-time users is \$35 per hour, while the rate for non-profits is \$25 per hour. Fees for use of the patio alone are \$20 per hour for one-time users, \$10 per hour for non-profits, and \$5 per hour for regular users. The Keddie Ridge Conference Room is available at \$25 for one-time users and \$15 per hour for non-profits. Regular users pay between \$5 and \$15 dollars per hour. The bounce house rental fee is \$75 per day. IVRPD offers a 25 percent discount on the rental fees in exchange for some volunteer time. Pool rentals are also available at \$75 per two hours; this fee also includes the life guard. Customers also have the option of volunteering in exchange for the rental rates.

IVRPD expenditures in FY 13-14 totaled \$54,410, and exceeded revenues in that year by \$13,124. Expenditures consisted largely of wages and benefits (40 percent), professional services (15 percent), utilities (11 percent), payment for a building permit (11 percent), and facility maintenance (nine percent). The remaining 15 percent of expenditures consisted of insurance, communications, memberships, office expenses, and miscellaneous expenses.

IVRPD does not have a formal policy regarding maintaining a certain level of financial reserves. At the end of FY 13-14, the District had a cash balance of \$30,868.

The District reported that its long-term debt balance amounted to \$28,000 at the end of FY 11-12 and that the payment plan had been recently restructured. Since that time, the District has been able to pay off the remaining debt associated with the building of the community center. Repayment of the debt, associated with the capital project that was completed in 2010, posed a particular challenge for IVRPD. The District continuously applied for grants to pay down the debt. The community center cost \$982,000 to build; \$500,000 of this sum was paid off with State funds, \$80,000 with a stewardship council grant, \$47,000 with grant money, and \$110,000 with a donation by the Ben B. Cheney Foundation. Local volunteer labor and local cash donations also contributed to the payment of the debt and cost of the center.

Regarding joint financing mechanisms, such as joint power authorities (JPAs), the District works with IVCSD through a JPA for the maintenance and operations of Triangle Park, which is owned by IVCSD. IVRPD also participates in an MOU to run IVCSD's pool, as previously mentioned, and participates in other facility sharing arrangements with Indian Valley CSD, the County, and private recreation providers.

RECREATION AND PARK SERVICES

Service Overview

IVRPD is responsible for the maintenance and operations related to special events, activities, sports and recreation programs for youth and adults that take place at the community center and playground. Additionally, the District manages the community pool through a memorandum of understanding with IVCSO. Also through an agreement with IVCSO, IVRPD financed the construction, maintenance and repairs associated with Triangle Park (a portion of Greenville Park). The District also maintains the tennis courts at the Taylorsville County Campground through an agreement with the County. Recreational opportunities provided by the District include various fitness classes, line dancing, year-round weekly teen nights, youth gymnastics, youth wrestling, martial arts, bouncy house play, soccer, swimming, rock climbing, and water aerobics. Other programs include music lessons, gardening, The Round Valley Run, and kids' fishing.

IVRPD partners with organizations in offering recreational services to the community—the Plumas County Board of Supervisors, the Indian Valley CSD, the Genesee Retreat (a youth focused organization), Greenville Outdoor Adventure Learning (GOAL) Rock Climbing Program, the Mountain Circle Foster Agency, and the Sierra Institute. The District most recently entered into a partnership with Sierra Institute in running the Round Valley Run as of summer 2014.

In 2012, IVRPD signed a memorandum of understanding (MOU) with a volunteer committee to manage the Indian Valley Community Pool in Taylorsville. The volunteers pay the District to pay the bills, including the employee insurance.

The District makes the community center available to organizations and agencies for use. The center houses the Indian Valley Resource Center. Plumas County Mental Health holds regular sessions at the center. WIC provides service here and court ordered counseling services are provided at the center.

There appears to be some overlap in the type of services offered with IVCSO, as both agencies provide services within the same general park and recreation category. However, IVCSO's services largely focus on making park facilities available for public use through ownership and maintenance of the parks, while IVRPD operates a recreation center, a park and playground, and the pool, which offer recreational activities. Given this overlap in authority, there is the potential for duplication of efforts and services. There may be potential for further collaborative efforts between the two districts, or perhaps some form of functional consolidation or reorganization to eliminate this duplication of efforts by the two agencies.

Staffing

Prior to the opening of the community center in 2010, the District was entirely run by volunteers and did not employ any professional staff.

Currently, management and administration activities are performed by a part-time administrator. The District's board members and community members also volunteer as program coaches. The District constantly needs and looks for volunteers to help with the

maintenance of the community center and the implementation of programs. The District promotes volunteerism for program leaders to implement its many programs. IVRPD has a maintenance standing committee with a core group of contractors and technicians who maintain the facilities.

Facilities and Capacity

IVRPD owns and operates the Indian Valley community center. The Indian Valley Community Center opened in Fall 2010 and is located in downtown Greenville. It offers a conference room, a main hall, and a patio. The facility is considered to be in excellent condition. The main building is currently being upgraded. Two awnings are being built onto the main facility to prevent ice/snow buildup from coming down off the roof at two of the main building entrances. In addition, plans have been drawn by an engineer and approved by the Board to develop an outdoor plaza/courtyard that shall be used for a variety of outdoor events.

While the District does not own any other facilities, it participates in extensive facility sharing practices through agreements with other agencies and organizations. Every summer the District oversees and manages the Indian Valley community swimming pool (owned by Indian Valley CSD) via a lease agreement. The District also works with IVCSO through a joint powers agreement for the maintenance and operations of Triangle Park, which is also owned by IVCSO. In 2014, the District also partnered with Greenville Outdoor Adventure Learning (GOAL) Rock Climbing Program to provide insurance to the facility.

Infrastructure Needs

At present, the District reported that there are no significant infrastructure needs or deficiencies with the facilities.

Challenges

The primary challenge identified by the District is limited funding.

Service Adequacy

This section reviews indicators of service adequacy, including recreation center hours per week and capacity constraints.

The pool is operated during summer months (mid June to the end of August) from 9:30 to 6:00 daily for lessons, lap swim, open swim, and aquatic aerobics. The administrative assistant holds regular office hours at the community center from 1:30 pm to 5:30 pm Tuesday through Friday. Additionally private classes and community events are held at the center approximately 10 hours per week.

IVRPD generally has limited organizational capacity to provide adequate services to its residents. The primary constraint to capacity is limited financing. IVRPD lacks a sustainable and reliable financing source. The District has faced challenges with financing capital improvements in the past. A new financing structure or source would greatly benefit the District. Another option to address this constraint is a reorganization of how services are structured, such as consolidation with Indian Valley CSD. Additionally, the District is

limited in the number and type of classes that it can offer by the volunteers that are interested in providing instruction of any sort. The District is constantly searching for volunteers that have a particular talent they are willing to share with the community.

INDIAN VALLEY RECREATION AND PARK DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ As of 2010, the population within Indian Valley Recreation and Park District (IVRPD) was 2,601.
- ❖ There has been no recent growth in the District.
- ❖ Based on State Department of Finance (DOF) growth projections, the population of IVRPD is anticipated to be 2,705 in 2020.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ IVRPD reported that service options have increased since the new center opened in 2010. Participation fluctuates depending on the season, especially during summer.
- ❖ The District was unable to provide the number of complaints received in 2012. IVRPD has since implemented a complaint tracking system and installed a comment box at the center.
- ❖ The District does not submit its annual budget or five-year audit to the Plumas County Auditor as required. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required. At the November 2014 Board meeting, it was decided that IVRPD would complete a financial audit in 2015 and submit findings to Plumas County's Auditor's Office.
- ❖ IVRPD generally has limited operational capacity to provide adequate services to its residents. The primary constraints to capacity are limited financing resources and the number of willing volunteers that are interested in providing instruction of any sort.
- ❖ The District did not identify any particular infrastructure needs.

Financial Ability of Agencies to Provide Services

- ❖ IVRPD reported that its financing was not adequate to deliver services.
- ❖ IVRPD has not adopted a formal policy regarding a target level of financial reserve funds to be maintained. However, the District does maintain a reserve fund from year to year.

Status of, and Opportunities for, Shared Facilities

- ❖ IVRPD facilities are available for rent to non-profits and regular or one-time users.
- ❖ IVRPD participates in extensive facility sharing practices through agreements with other agencies and organizations. Every summer the District oversees and manages the Indian Valley community swimming pool (owned by Indian Valley CSD) via a lease agreement. The District also works with IVCSO through a joint powers agreement for the maintenance and operations of Triangle Park. In 2014, the District also partnered with Greenville Outdoor Adventure Learning (GOAL) Rock Climbing Program to provide insurance to the facility.
- ❖ IVRPD partners with organizations in offering recreational services to the community—the Plumas County Board of Supervisors, the Indian Valley CSD, Mountain Circle Foster Family Agency, the Genesee Retreat (a youth focused organization), Greenville Outdoor Adventure Learning (GOAL) Rock Climbing Program, and the Sierra Institute.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ IVRPD demonstrated accountability and transparency in its cooperation with Plumas LAFCO during the service review process. The District has a website where contact and meeting information are made available to the public. IVRPD conducts outreach activities beyond the legally required ones, such as posting of agendas and minutes.
- ❖ Governance structure options with regard to IVRPD include consolidation with Indian Valley Community Services District or IVCSO transfer of recreation and park services to IVRPD. Given that the two agencies provide a similar category of park and recreation services within bounds that overlap one another, there may be efficiencies gained from such a change in service structure.

9. TAYLORSVILLE CEMETERY DISTRICT

Taylorville Cemetery District (TCD) provides cemetery related services to the residents of the unincorporated community of Taylorville. Services include the provision of full-casket and cremation burial spaces, maintenance of grounds, and repair and care of areas within the cemetery. The District also provides a search service by assisting people in tracing friends or relatives whom they believe to be buried within the cemetery.

AGENCY OVERVIEW

Background

Taylorville Cemetery District was formed prior to the creation of LAFCo, and records on the official date of formation are limited. The District reported that records show the district cemetery was operational as far back as 1861, while Board of Equalization records show 1924 as the official year of formation for the Taylorville Cemetery District.

The principal act that governs the District is the Public Cemetery District Law.⁴⁸ The principal act authorizes the district to own, operate, improve, and maintain cemeteries, provide interment services within its boundaries, and to sell interment accessories and replacement objects (e.g., burial vaults, liners, and flower vases). Although the district may require and regulate monuments or markers, it is precluded from selling them. The principal act requires the district to maintain cemeteries owned by the district.⁴⁹ The law allows the district to inter non-residents under certain circumstances.⁵⁰ Districts must apply and obtain LAFCo approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.⁵¹

TCD is located in the northeastern part of Plumas County, and encompasses the unincorporated community of Taylorville.

Boundaries

TCD's boundary is located entirely within Plumas County. The boundary area includes the unincorporated community of Taylorville. The District borders the cemetery districts of Greenville, Crescent Mills, and Quincy-La Porte in the west, southwest, and south,

⁴⁸ California Health and Safety Code §9000-9093.

⁴⁹ California Health and Safety Code §9040.

⁵⁰ Non-residents eligible for interment are described in California Health and Safety Code §9061, and include former residents, current and former taxpayers, family members of residents and former residents, family members of those already buried in the cemetery, those without other cemetery alternatives within 15 miles of their residence, and those who died while serving in the military.

⁵¹ Government Code §56824.10.

respectively. TCD borders Lassen County in the north. The District's boundaries encompass approximately 211 square miles.

Since its formation there have been no annexations or detachments to TCD.

Sphere of Influence

TCD's Sphere of Influence (SOI) was first established on November 10, 1976.⁵² At that time, the SOI was made coterminous with the District's boundaries. There have been no changes to the SOI since it was established.

Extra-territorial Services

While the District does not provide cemetery services outside of its bounds, the District will provide services to any non-resident of the District for additional fees.

Areas of Interest

The District did not identify any areas of particular interest within or outside its bounds.

⁵² LAFCo Resolution No. 76-63.

Taylorville Cemetery District

Range 9 East

Range 10 East

Range 11 East

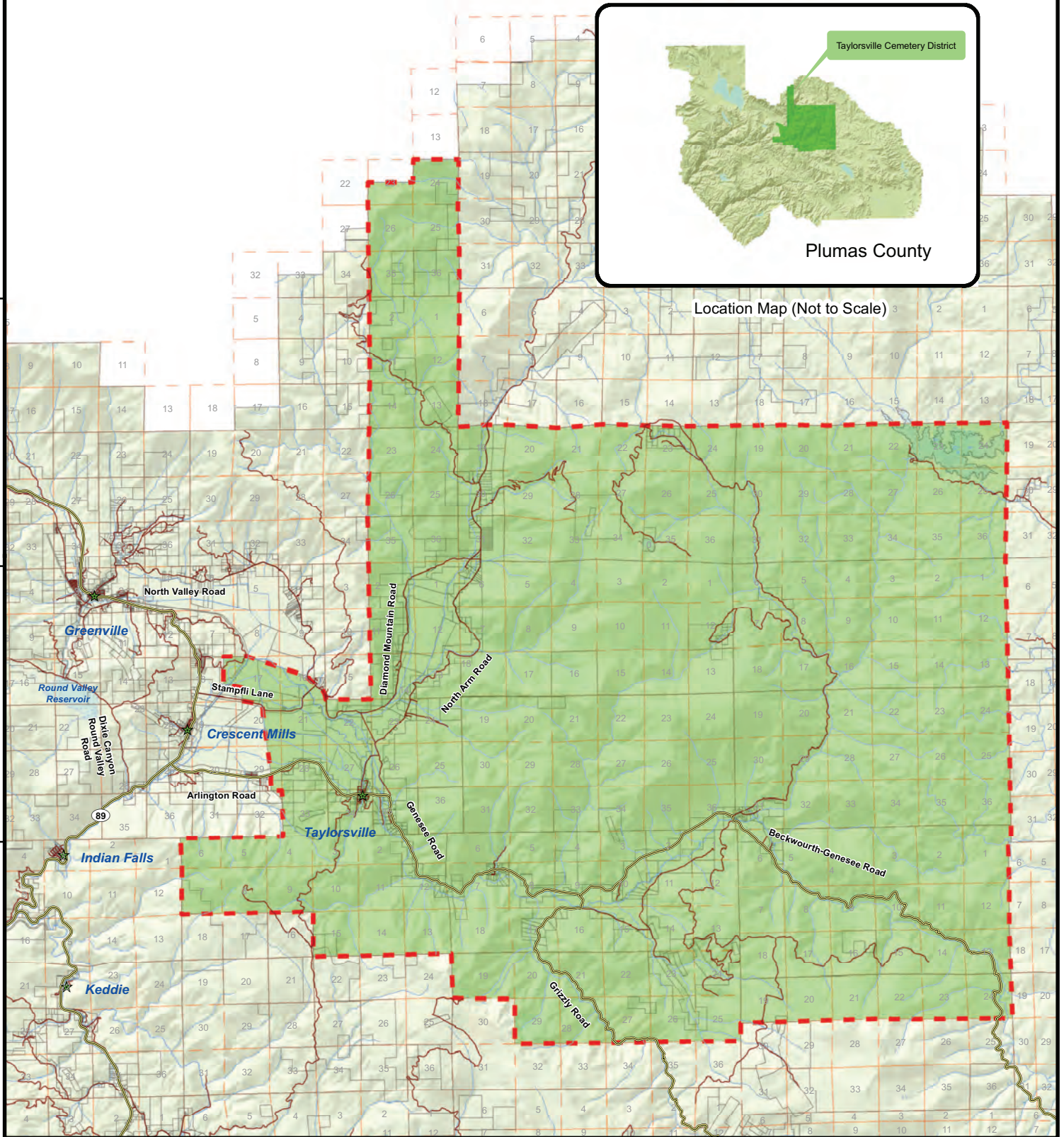
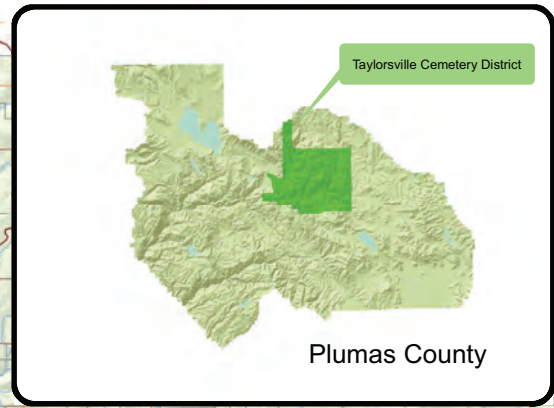
Range 12 East

Township 28 North

Township 27 North

Township 26 North

Township 25 North



Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies
- Parcels
- Sectional Grid (MDB&M)
- Communities
- Taylorville Cemetery District
- Taylorville Cemetery District Sphere of Influence

0 1.5 3 6 Miles



Taylorville Cemetery District
Resolution:
Formed: November 7, 1924

Taylorville Cemetery District (SOI)
Resolution: 76-63
Adopted: November 10, 1976

Source: Plumas LAFCo Map Created 2/27/2014

Accountability and Governance

Taylorsville Cemetery District is governed by a five-member board of directors who are appointed by the County's Board of Supervisors to four-year terms. While the Clerk of the Board of Supervisors maintains a list of all district members and their terms and is generally in communication with the districts regarding vacancies and expirations, TCD reported that it was unaware of the term lengths and when the terms of its board members would expire. TCD reported that its board members do not hold formal positions. The District's enabling act (Health and Safety Code §9028) requires that board members elect their officers—a chairperson, a vice chairperson, and a secretary. TCD is currently non-compliant with the legal requirements of the officers' appointments; however, the District reported its intent to appoint officers as required in the near future. There are presently two vacancies on the Board. Current board member names, positions, and term expiration dates are shown in Figure 9-2.

Meetings are held on no regular day or time. When the District was interviewed in 2013, it reported that the last meeting was held in 2012. The District's enabling act (Health and Safety Code §9029) requires that the Board of a cemetery district meet at least once every three months. TCD is currently not meeting the minimum number of legally required meetings. The District is now aware of this requirement and plans to institute regular meetings to occur every three months. Meetings are held at a home of one of the board members. The District has not historically posted its agendas. In July 2014, the County Supervisor representing the area discussed with the District the minimum number of legally required meetings and the posting of the agendas 72 hours prior to meeting. TCD is presently aware of both legal requirements. Minutes are available upon request.

Figure 9-2: Taylorsville Cemetery District Governing Body

Taylorsville Cemetery District			
Governing Body			
Members	Name	Position	Term Ends
	Kathleen Erickson	Chair	2015
	Suzette Reed	Member	2017
	Delbert Lehr	Member	2017
	Vacant	Member	2015
	Vacant	Member	2017
Manner of Selection	Appointment		
Length of Term	4 years		
Meetings	At no regular day or time.	At the home of the board members.	
Agenda Distribution	Not posted or distributed.		
Minutes Distribution	Available upon request.		
Contact			
Contact	Kathleen Erickson, Director		
Mailing Address	PO Box 52, Taylorsville CA 95983		
Phone	530-284-6224		
Email/Website	Kathleen.s.erickson@usps.gov		

Besides the required minutes, the District does not conduct any public outreach activities. The District reported that informational fliers are available upon request at the District's headquarters—the local post office. The brochures were developed several years ago and likely need to be updated. TCD does not maintain a website where information is made available to the public. The District indicated that development of a website is a long-term goal.

If a customer is dissatisfied with the District's services, complaints may be submitted to the board chair. The board chair, who also serves as the District's volunteer general manager, is responsible for receiving all complaints and notifying the cemetery's custodian to handle all complaints to resolution. The District reported that complaints regarding the condition of the cemetery have decreased since the hiring of the new custodian, and as a result, it did not receive any complaints in 2013.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. It is unclear if each of the board members have filed the required forms for 2013. The District is checking into this to ensure all reporting requirements have been met.

Taylorsville Cemetery District demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo. The District took part in an interview, responded to the questionnaires, and cooperated with the document requests.

Planning and Management Practices

The District employs one custodian who works 10 months a year from March until December. The District was in the midst of hiring a new custodian during the drafting of this report. TCD also relies on the board members for volunteer work. Additionally, the District arranges for crew assistance provided by the Susanville Cal Fire Unit for the seasonal removal of leaves.

The custodian reports to the board chair who serves as general manager. The District does not conduct regular staff evaluations. TCD reported that it evaluates its employee's performance through the absence of complaints concerning the condition of the cemetery. Individual staff workload is not tracked with time cards.

The operations and productivity of the District are not evaluated in annual or other regular reports.

The District does not establish long-term goals in formal plans. TCD reported that should the need for pieces of equipment arise, the custodian can purchase them at a few locations where the District has store accounts. In the event of a costly project, the custodian has to submit the estimated cost to the Board for approval.

The District's finances, including its endowment care fund, are managed and tracked through the County. Because of its small size, the District is considering conducting audit reviews instead of full audits in the future. The District adopts budgets annually. TCD has not compiled any other planning documents such as a master plan.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.⁵³ TCD is required to conduct audits every five years. The District reported that its first audit was submitted for FY 09. As of March 2015, the District had initiated an audit for the five-year period from FY 10 to FY 14, but had not yet received a completed report from the auditor. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District did not comply with this requirement for FY 12-13.⁵⁴ The District reported that it intends to file on time this year.

Existing Demand and Growth Projections

A majority of the District is U.S. Forest Service land, and the majority of the private land is agriculture, which limits opportunities for residential and commercial development. Taylorsville has resort and recreation, and secondary residential zones with some surrounding agricultural preserve and rural residential areas.

Population

There are approximately 483 residents within the District, based on GIS analysis of 2010 Census data.

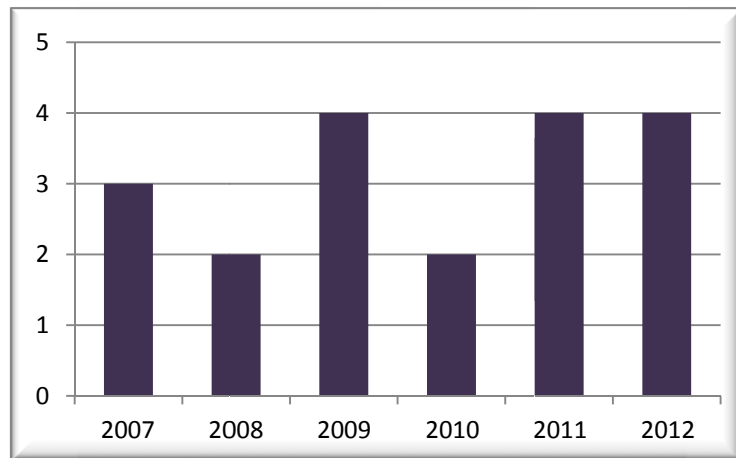
⁵³ Government Code §26909.

⁵⁴ State Controller's Office website. <http://sco.ca.gov/mobile/News/NewsDetail.aspx?id=67>

Existing Demand

While the population in the District has slightly decreased in the last few years, TCD reported that demand for services had been generally the same. TCD reported that there is a current trend away from full-body burials to cremation burials. Due to the lack of an accurate tracking system, burial records are approximate. The District estimates to have handled four burials in 2011 and 2012.

Figure 2-3: TCD Burials (2007-2012)



Projected Growth and Development

TCD does not conduct formal demand forecasting, trends and anticipations. At present, the District anticipates no significant change in demand in the short term.

The State Department of Finance (DOF) projects that the population of Plumas County will grow by five percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.5 percent. Based on these projections, the District's population would increase from 483 in 2010 to approximately 507 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

The District is not aware of any significant planned or proposed residential or commercial developments within its bounds.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

Financing

While the District has experienced a decline in interest revenue during the recent economic recession, TCD reported that its financing level was adequate to provide necessary services. The District provided its most recent audited financial statement from FY 09; however, in order to provide a more up-to-date representation of the District's financial status, an unaudited report for FY 14 was used for the purposes of this report.

In FY 09, the auditors identified deficiencies in internal control over financial reporting that were considered to be material weaknesses. The audit came to the following findings regarding TCD's internal financial controls: TCD should adopt a fixed asset policy to record, track and depreciate all fixed assets. TCD should improve internal control-signatures of

approval of minutes, expenses approved, expense classifications or budget line items. The audit also recommended an addition to existing district policies of filing requirements of the State Controller's office, as well as including bookkeeping steps, mail handling, invoice processing, etc. in a procedures manual. Given the small nature of the District, it is essential that controls be in place to ensure proper use of public funds.

In FY 13-14, the District had total revenues of \$10,948. Revenues included property taxes (93 percent), sales of plots and fees (five percent), timber yield tax (one percent), donations (one percent), and interest (one percent).

The District's fees were last updated in 2000. TCD reported that the Board wants to maintain low fees. In addition to the regular fees, the District currently charges endowment fees. By charging \$5.00 per plot square foot, the District meets the legally required minimum endowment fee of \$4.50 per plot square foot for all plot types.⁵⁵ The principal act requires the District to charge non-resident fees that are at least 15 percent higher than fees charged to residents and property owners.⁵⁶ The District's fee schedule includes such fees for non-residents.

In FY 13-14, the District had a total of \$4,484 in expenditures, which included salaries and benefits (60 percent), utilities (17 percent), insurance (nine percent), maintenance supplies (seven percent), tax administration fee (six percent), and office expenses (one percent).

The District uses a pay-as-you-go approach from regular revenue sources for any necessary capital improvements. The District may also make use of interest from the endowment fund for capital improvements related to regular maintenance.

TCD did not have any long-term debt.

The District does not have a formal policy of maintaining a reserve fund balance for contingencies. At the end of FY 13-14, TCD had a cash balance of \$32,535.

The District has an endowment care fund and provides endowment care to its cemetery, as required by law. Cemetery districts are required to establish an endowment care fund and may only use the interest of the fund to finance the care of the facilities.⁵⁷ In FY 13-14, the District's endowment care fund had a balance of \$5,500 and had interest income in a separate fund with a balance of \$399, which it could use for maintenance of the facilities.

TCD does not participate in any financing joint power authority (JPA).

⁵⁵ Health and Safety Code §8738.

⁵⁶ Health and Safety Code §9068.

⁵⁷ Health and Safety Code §9065.

CEMETERY SERVICES

Service Overview

TCD provides cemetery related services, including the provision of full-casket and cremation burial spaces, maintenance of grounds, and repair and care of areas within the cemetery. The District also provides a search service by assisting people in tracing friends or relatives whom they believe to be buried within the cemetery.

Staffing

Regular maintenance is completed by one custodian who works 10 months a year. The District also relies on the board members for volunteer maintenance and administrative work.

Facilities and Capacity

The District offers services at one cemetery facility within its bounds—the Taylorsville Cemetery.

Taylorsville Cemetery has four acres of developed cemetery space and six acres of undeveloped space. The cemetery is reportedly in good condition, consisting of green landscaping. Part of the cemetery lies on a hillside, which makes it challenging to dig graves and further develop. While the cemetery has sufficient space for current demand, the District did not provide an estimate as to when the cemetery may be filled to capacity.

The District owns some pieces of equipment including sprinklers for irrigation, a lawn mower, and weed repellents.

Infrastructure Needs

At present, the District reported that there is the need to expand the cemetery and build a structure to house a protected cemetery map.

Challenges

The District reported that filling the vacant positions on the Board is difficult, due to the small population from which board members may be appointed. Additionally, the District faces a particular challenge in separating the post office and U.S. Postal staff from the District's operations. The general manager position of the District has historically been passed down to the current postmaster. District records are maintained in the post office and persons interested in purchasing a plot visit the post office to receive additional information. During the interview, the District reported that it was in the process of trying to separate the District's operations from the post office as they were unrelated otherwise.

Service Adequacy

The following are indicators of service adequacy for cemetery districts, as defined by law or best practices. In some areas, Taylorsville Cemetery District meets service standards for adequate services, while other aspects could be improved upon as shown below.

- ❖ Districts that provide maintenance services on a year-round basis tend to be those with larger populations and property tax bases. Those that provide minimal maintenance tend to be those with smaller populations and less property tax. Taylorsville Cemetery District provides minimal maintenance services between the months of March and December.
- ❖ Health and Safety Code §9068 requires cemetery districts to have non-resident fees. Taylorsville Cemetery District charges non-resident fees for each plot type in its price schedule.
- ❖ Health and Safety Code §9065 requires cemetery districts to have an endowment fee. Taylorsville Cemetery District charges an endowment fee.
- ❖ According to Health and Safety Code §8738, a minimum endowment care fee must be \$4.50 per plot square foot. Taylorsville Cemetery District meets this requirement.
- ❖ Cemetery districts can legally provide services to non-residents if the deceased satisfies the eligibility requirements of a non-district resident per Health and Safety Code §9061, and the non-resident fee is paid. The principal act limits interments at cemetery districts to residents, former residents who purchased plots when they were residents, property taxpayers in district bounds, former property taxpayers who purchased plots, eligible non-residents, and the family members of any of the above. By allowing anybody to purchase a plot in its cemetery, TCD is non-compliant with legal constraints on the burial of non-residents.
- ❖ In order to adequately plan for existing and future demand and capacity needs, cemeteries track the number of interments annually. TCD does not have an accurate tracking system of the number of annual burials and does not assess remaining capacity at its facility.

TAYLORSVILLE CEMETERY DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ There are approximately 483 residents within Taylorsville Cemetery District (TCD).
- ❖ Over the past decade the District has experienced a slight decrease in population.
- ❖ No or slow growth is expected within the District in the next five years.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ It is unknown how much remaining space the Taylorsville Cemetery has; however, the District indicated that expansion may be necessary in the near future.
- ❖ There is a current trend away from full-body burials to cremations.
- ❖ At present, the District reported that there was a need for a covered viewing map and expansion of the cemetery.
- ❖ The District could improve upon service adequacy by operating within legal requirements for cemetery districts. By allowing anybody to purchase a plot in its cemetery, the District is non-compliant with legal constraints on the burial of non-residents.
- ❖ TCD could improve its tracking of the number of annual burials, in order to adequately plan for existing and future demand and capacity needs.

Financial Ability of Agencies to Provide Services

- ❖ The District reports that current financing levels are adequate to deliver services.
- ❖ The District's audit found material weaknesses in the internal fiscal controls of TCD. Given the small nature of the District, it is essential that controls be in place to ensure proper use of public funds.

Status of, and Opportunities for, Shared Facilities

- ❖ The District does not currently share facilities or equipment; however, the District has indicated interest in reorganization with other cemetery districts, which may allow enhanced efficiencies related to improved facility and equipment sharing.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ The District demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCO.
- ❖ Health and Safety Code §9029 requires that the Board of a cemetery district meet at least once every three months. TCD is currently not meeting the minimum number of legally required meetings.
- ❖ Brown Act §54954.2 requires that agendas must be posted at least 72 hours prior to meeting. TCD is violating the Brown Act by not appropriately postings its agendas. The District plans to properly post agendas for all future meetings.
- ❖ The District does not conduct outreach efforts, except for making available informational fliers at the local post office—the District’s headquarters. It is recommended that all agencies maintain websites where public documents are made available in order to ensure transparency.
- ❖ Governmental structure options identified over the course of this review include consolidation with the surrounding cemetery districts of Crescent Mills and Greenville. A consolidation could further promote savings while ensuring continuous and consistent operations. Taylorsville Cemetery District also identified a consolidation with Crescent Mills CD and Greenville CD as a feasible governmental structure option. The District reported that it hoped such a consolidation would help fill the Board and improve the District’s governance.
- ❖ Another governance option is a countywide consolidation of all cemetery districts, given that every district is struggling with similar issues and could benefit from a single strong governing body and administration.

10. COUNTY SERVICE AREA 6

County Service Area (CSA) 6, also known as Genessee Valley CSA, is inactive. This CSA has not in the past and presently does not provide any services. This is the first Municipal Service Review (MSR) for CSA 6.

AGENCY OVERVIEW

Background

CSA 6 was formed December 18, 1973 as a dependent special district of the County.⁵⁸ The District was formed to provide sewage disposal, fire protection, road maintenance, garbage and refuse collection, and water services. None of these services were ever activated.

The principal act that governs CSA 6 is the County Service Area law.⁵⁹ The principal act authorizes county service areas to provide a wide variety of municipal services, including street maintenance, fire protection, extended police protection, water and sewer services.⁶⁰ A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. All districts must apply and obtain LAFCo approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.⁶¹

Boundaries

CSA 6 encompasses 0.15 square miles in the Genessee Valley. There have been no boundary changes to the District since formation.

Sphere of Influence

A zero sphere of influence (SOI) was adopted for the District in 1976.⁶² At that same time, dissolution of the District was recommended.

⁵⁸ LAFCo Resolution 73-3.

⁵⁹ California Government Code §25210 et seq

⁶⁰ California Government Code §25213.

⁶¹ Government Code §56824.10.

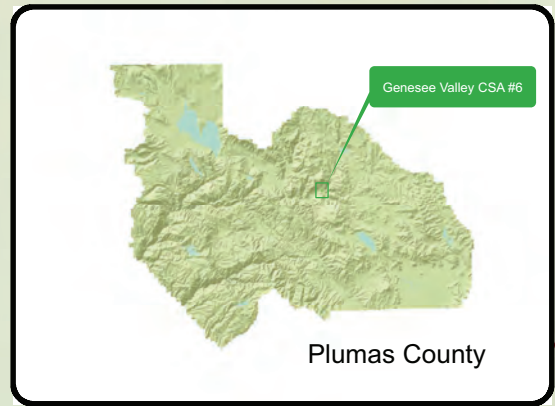
⁶² LAFCo Resolution 76-21.

Genesee Valley County Service Area #6

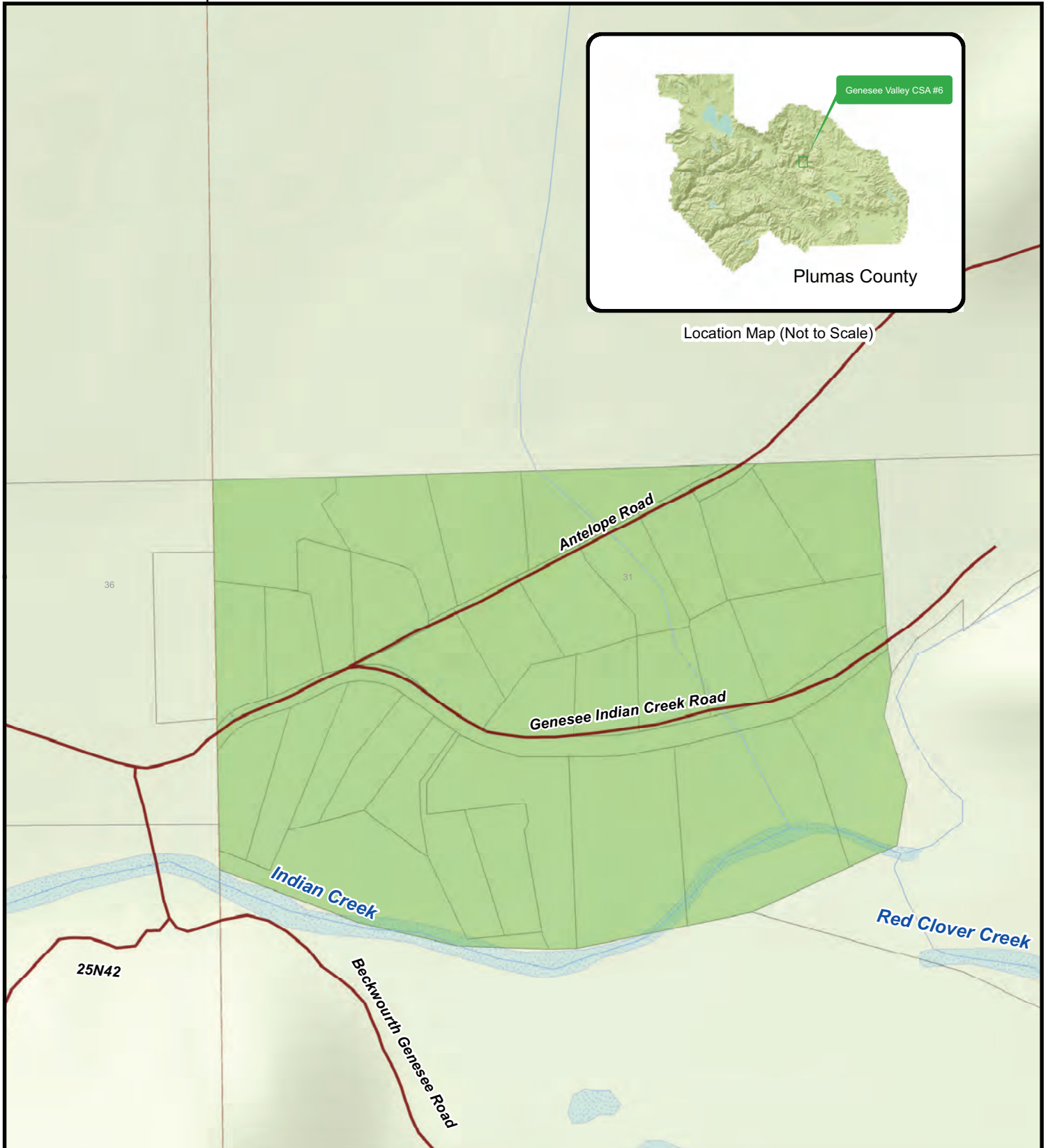
Range 11 East

Range 12 East

Township 26 North



Location Map (Not to Scale)



Legend

- | | | |
|----------------|------------------------|--|
| Highways | Parcels | Genesee Valley County Service Area #6 |
| Major Roads | Sectional Grid (MDB&M) | Genesee Valley CSA #6 Zero Sphere of Influence |
| Stream / River | Communities | |
| Waterbodies | | |



0 165 330 660 Feet

Genesee Valley County Service Area #6
Resolution: 73-3
Formed: July 20, 1973

Genesee Valley CSA #6 (SOI)
Resolution: (Zero Sphere of Influence)
Adopted:

Source: Plumas LAFCo

Map Created 6/19/2014

Accountability and Governance

As a dependent special district of the County, CSA 6 is governed by the five Supervisors of the Plumas County Board of Supervisors. Board members are elected by supervisorial districts and serve staggered four-year terms. Current governing board members are Terry Swofford, Kevin Goss, Sherrie Thrall, Lori Simpson, and Jon Kennedy.

The Governing Board meets on the first three Tuesday mornings of every month in the Courthouse Board of Supervisors' Chambers. The Governing Board meeting agendas are a part of the Board of Supervisors' agendas and are posted on the Plumas County website. Governing Board meeting minutes are also available on the Plumas County website.

Figure 10-2: CSA 6 Governing Body

County Service Area 6			
Governing Body			
Members	Name	Position	Term Ends
	Terry Swofford	District 1	2016
	Kevin Goss	District 2	2016
	Sherrie Thrall	District 3	2014
	Lori Simpson	District 4	2016
	Jon Kennedy	District 5	2014
Manner of Selection	Election		
Length of Term	4 years		
Meetings	First three Tuesdays of every month at 10 am	Supervisors Board Room, County Court House	
Agenda Distribution	Posted on County's website		
Minutes Distribution	Posted on County's website		
Contact			
Contact	None		
Mailing Address			
Phone			
Fax			
Email/Website			

Plumas County makes available its budget, general plan, emergency operations plan and other documents on its website. Because the District is inactive, no information is available on the County website regarding this CSA and no additional outreach efforts are made to inform constituents about the District.

There is no complaint process in place for this specific CSA given its inactive nature.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the independent special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. However, because the

District's governing body consists of the Board of Supervisors, the County Clerk of the Board acts as the filing officer and maintains copies of each Supervisor's Form 700 submittals. Each of the board members has filed the required Form 700s for 2013.

Planning and Management Practices

There are no staff dedicated or associated with CSA 6.

While the area that was planned to be served by CSA 6 was proposed for a residential development, the development never came to fruition. It appears that there are no historical planning documents for CSA 6. Also, as the District has no revenue and no expenditures, the CSA is not mentioned in the County's financial planning documents such as the budget and financial statement.

Existing Demand and Growth Projections

CSA 6 encompasses 32 parcels totaling 0.15 square miles. Land within the District is generally vacant lots that are zoned for primarily suburban residential and limited recreation uses.

Population

Based on GIS analysis of 2010 Census data, there are approximately 15 permanent residents within the District.

Existing Demand

There is presently no demand for the services offered by CSA 6.

Projected Growth and Development

There are no planned or proposed developments for the area.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

No growth is anticipated in this area, and therefore it is anticipated that there will be no need for the services that may be offered by CSA 6. Dissolution was discussed and recommended in 1976, but never acted upon. Given that the CSA has remained inactive for the last 40 years and there are no future plans for development of the area, dissolution of this District is recommended.

Financing

CSA 6 does not receive any revenues and does not have any expenditures. Additionally, the District has no liabilities or assets.

CSA SERVICES

Service Overview

While CSA 6 is empowered to provide sewage disposal, fire protection, road maintenance, garbage and refuse collection, and water services, the District has not to date activated any of these services.

COUNTY SERVICE AREA 6 DETERMINATIONS

Growth and Population Projections

- ❖ County Service Area (CSA) 6 currently has an estimated population of 15.
- ❖ There are no planned or proposed developments for the area within CSA 6's bounds.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ CSA 6 is inactive and does not own or operate any facilities and as such neither capacity constraints nor infrastructure deficiencies were identified.

Financial Ability of Agencies to Provide Services

- ❖ CSA 6 does not have any revenues, expenditures, assets, or liabilities.

Status of, and Opportunities for, Shared Facilities

- ❖ As an inactive district, CSA 6 does not practice facility sharing and there are presently no opportunities for future facility sharing.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ No growth is anticipated in this area, and therefore it is anticipated that there will be no need for the services that may be offered by CSA 6. Given that the CSA has remained inactive for the last 40 years and there are no future plans for development of the area, dissolution of this District is recommended.

11. CENTRAL PLUMAS RECREATION AND PARK DISTRICT

Central Plumas Recreation and Park District (CPRPD) provides recreation and park opportunities to the residents of Quincy, Meadow Valley and additional outlying areas located within district bounds.⁶³ This is the first Municipal Service Review (MSR) for the District.

AGENCY OVERVIEW

Background

Central Plumas Recreation and Park District was formed by a voter mandate in 1953.⁶⁴ On February 29, 1953 the Plumas County Board of Supervisors formalized the District's formation by passing Resolution 585.⁶⁵ The District was formed to promote recreation and provide facilities for recreational activities.

The principal act that governs the District is the Recreation and Park District Law.⁶⁶ The principal act empowers Recreation and Park Districts to 1) organize, promote, conduct, and advertise programs of community recreation, including, but not limited to, parks and open space, parking, transportation, and other related services that improve the community's quality of life, 2) establish systems of recreation and recreation facilities, including, but not limited to, parks and open space, and 3) acquire, construct, improve, maintain, and operate recreation facilities, including, but not limited to, parks and open space, both inside and beyond the district's boundaries.⁶⁷ Districts must apply and obtain LAFCo approval to exercise latent powers, that is, those services authorized by the principal act but not provided by the district by the end of 2000.⁶⁸

CPRPD is located in the central area of Plumas County. The District is not adjacent to any other recreation and park districts. The nearest park and recreation provider is Indian Valley Park and Recreation District located to the northeast of CPRPD.

Boundaries

The District's boundary is entirely within Plumas County. The boundary area includes the communities of Quincy, East Quincy, Greenhorn, Meadow Valley, Spanish Ranch, Paxton/Keddie, Spring Garden, Massack and Black Hawk. The District's northern boundary extends to and follows SR 70, including the community of Paxton, veering northeast and

⁶³ <http://www.cprpd.com/about-us.htm>

⁶⁴ <http://www.cprpd.com/about-us.htm>

⁶⁵ CPRPD Audit Report, FY 12.

⁶⁶ California Public Resources Code §5780-5791

⁶⁷ California Public Resources Code §5786.

⁶⁸ Government Code §56824.10.

then moving southeast toward the town of Greenhorn. The District's southern boundary is lateral, beginning at Sherman Creek in the west and finishing near Big Hill in the east. The District's western boundary begins between the communities of Twain and Paxton and extends south to Sherman Creek, then extends further west to include the community of Meadow Valley. The District's boundaries encompass approximately 239 square miles.⁶⁹ Based on Board of Equalization records, there have been no boundary changes to this district.

Sphere of Influence

A Sphere of Influence (SOI) was adopted in 1976 for this district. It is unclear based on the resolution that was adopted what the SOI was, but it is assumed that it is coterminous for the purposes of this report.

Extra-territorial Services

The District does not provide any extra-territorial services, but non-residents may use district-financed facilities and programs. Non-residents and residents are charged the same fees.

Areas of Interest

As noted, the District does not restrict non-residents from utilizing CPRPD facilities and programs. The District notes the following communities outside of its legal boundary where some residents make use of district services: Buck's Lake, Twain/Gray's Flat, Indian Falls, Taylorsville, Crescent Mills, Greenville/Genesee, Sloat/Cromberg, Portola/Graeagle, Johnsville, and LaPorte.

⁶⁹ Total agency area calculated in GIS software based on agency boundaries as of July 1, 2014. The data is not considered survey quality.

Central Plumas Recreation and Park District

Range 8 East

Range 9 East

Range 10 East

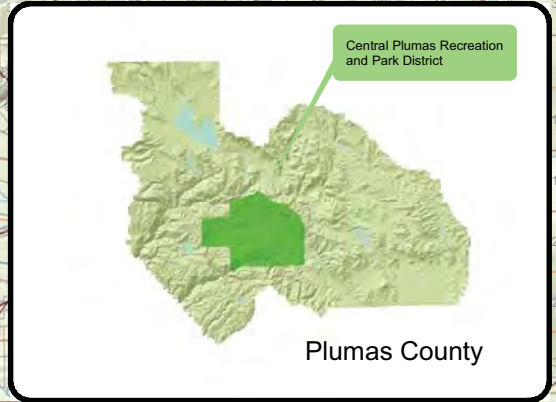
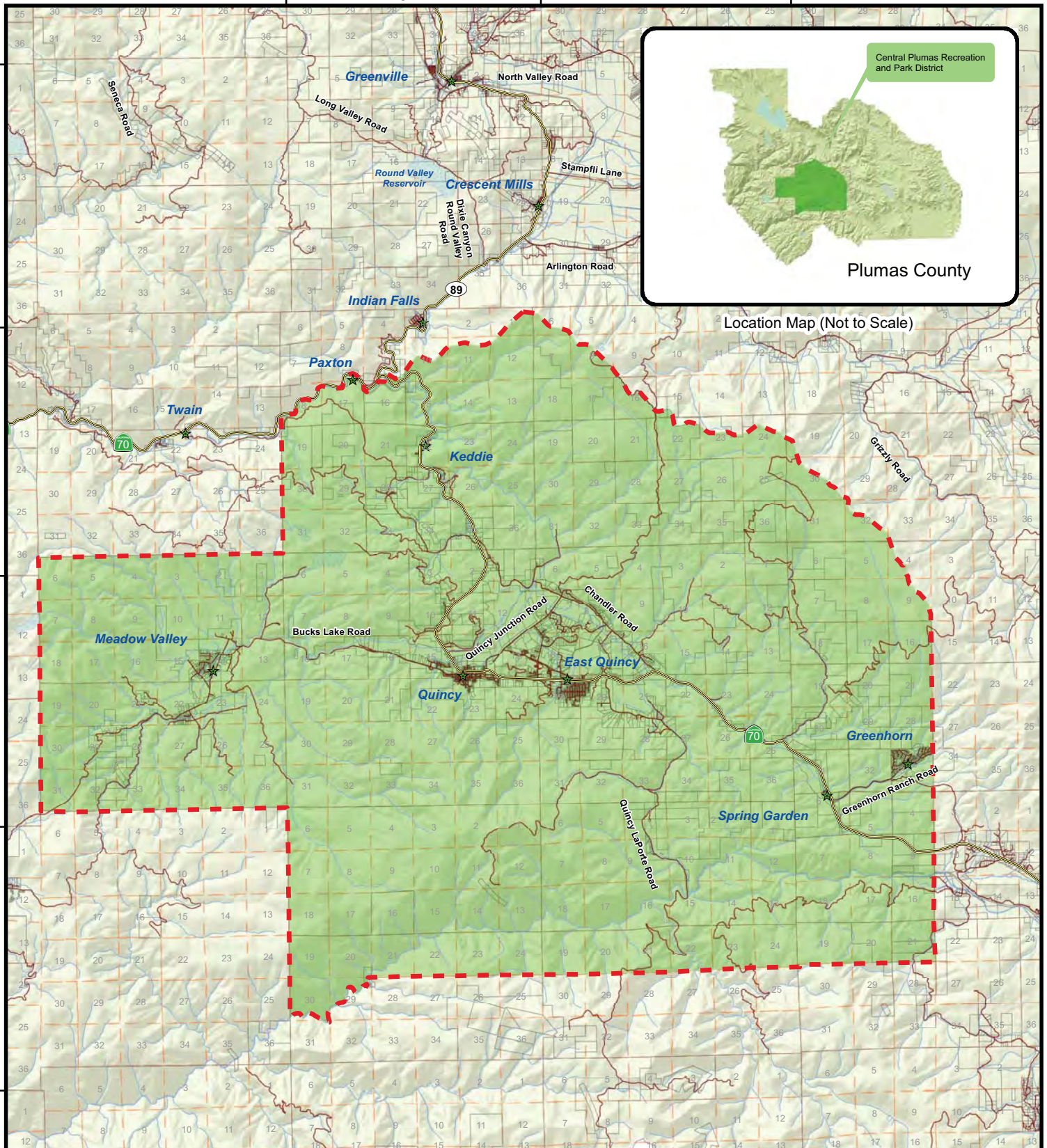
Range 11 East

Township 26 North

Township 25 North

Township 24 North

Township 23 North



Location Map (Not to Scale)

Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies
- Parcels
- Sectional Grid (MDB&M)
- Communities
- Central Plumas Recreation and Park District
- Central Plumas Recreation and Park District Sphere of Influence



0 1.5 3 6 Miles

Central Plumas Recreation and Park District
Resolution: 98-6205
Adopted: December 15, 1998

Central Plumas Recreation and Park District
Sphere of Influence
Resolution:
Adopted:
Source: Plumas LAFCo
Map Created 3/31/2014

Accountability and Governance

CPRPD is governed by a five-member board of directors who are to be elected at-large to staggered four-year terms. There are currently five board members, four of whom were elected and one appointed. The District reported that there has not been a contested election in at least 17 years. If a board member position opens up mid-term, the District advertises the vacant position in the town of Quincy and Meadow Valley and in the form of legal notices published in the local paper. Current board member names, positions, and term expiration dates are shown in Figure 10-2.

The Board meets on the fourth Tuesday of every month at 9:00 in the morning at the district office at 34 Fairgrounds Road in Quincy. Board meeting agendas are available online as well as posted in the district office, and at the courthouse, post office, and PG&E. Minutes are available at the district office, as well as by request. The District is working to have meeting minutes available on the District's website.

Figure 11-2: Central Plumas Recreation and Park District Governing Body

Figure 11-2: Central Plumas Recreation and Park District Governing Body

Central Plumas Recreation and Park District			
Governing Body			
Members	Name	Position	Term Ends
	Laurie Sturley	Chair	2017
	Scott Davis	Vice Chair	2017
	Rick Leonhardt	Director	2015
	Jeremy Pilkington	Director	2015
	Jerry Sipe	Director	2015
Manner of Selection	Elected or appointed.		
Length of Term	4 years		
Meetings	Every fourth Tuesday of the month at 9:00 am.	34 Fairgrounds Rd., Quincy, CA 95971	
Agenda Distribution	Available online and posted at the District's office, Courthouse, Post Office & PG&E.		
Minutes Distribution	Available at the District office and by request.		
Contact			
Contact	Jim Boland, General Manager		
Mailing Address	P.O. Box 1551, Quincy, CA 95971		
Phone	530-283-3278		
Fax	530-283-4449		
Email/Website	recdept@psln.com		

In addition to the required agendas and minutes, the District encourages voter participation by maintaining an up to date website and Facebook page, publishing articles in the local newspaper, distributing flyers around communities in the District, and occasional email blasts with information on upcoming events and sign up opportunities. CPRPD also participates in the local fair parade, as well as the children's fair. The District also tries to promote its activities through various local organizations.

If a customer is dissatisfied with District's services, complaints may be submitted by calling the district office, dropping in to the district office, by mail, or on the District's website. The person responsible for handling complaints is the District's general manager. The District reported that there were no complaints in 2013. The District reported that it does not formally track complaints to completion, because there are so few it does not warrant this type of system. However, if a complaint is particularly noteworthy, the District will make a copy of it along with the resolution and keep it on file.

The District board members are offered a \$10 stipend per meeting, but all of them decline. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members received ethics training in 2011 and are due to be retrained in 2014.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with a filing agency each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the independent special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. However, because the District's governing consists of the Board of Supervisors, the County Clerk of the Board acts as the filing officer and maintains copies of each Supervisor's Form 700 submittals. The District reported that the directors complied with this requirement in 2013.

CPRPD demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo over the course of this service review.

Planning and Management Practices

The District has three full-time employees, the general manager, an administrative person handling secretarial and bookkeeping tasks, and a recreation and sports coordinator. The District also has part-time seasonal employees, including 10 lifeguards, a supplemental administrative person who also handles cashier duties at the pool, one maintenance person, and two gym supervisors. The approximately 30 sports coaches who work in the District are volunteers. Occasionally, the District will rely upon inmates from the county jail for maintenance purposes.

The District conducts employee evaluations annually. The Board of Directors evaluates the general manager, the general manager is responsible for evaluating the full-time staff and maintenance staff, and the recreational and sports coordinator evaluates the seasonal lifeguards.

The District reported that it evaluates its operations and productivity annually, but does not conduct formal evaluations such as benchmarking or annual reports. As such, a cost benefit analysis of the programs provided is administered to identify the necessary revenue and related costs to provide the program. At the same time, the District will consider a fee adjustment, if necessary. If it is determined that a program does not or is not expected to break even, the program will no longer be provided.

CPRPD tracks registration for all activities and programs provided to constituents. Annual tracking creates year-to-year trends that help the District determine interest and participation of customers. Pool attendance and use is also tracked; however, park use is not.

The District's financial planning efforts include an annually adopted budget. The financial statements are audited annually. Financial statements were most recently audited in FY 13. The District also has a simple capital improvement plan.

Existing Demand and Growth Projections

Designated land uses within the District consist primarily of general forest, general agriculture, and timberland production in the northern part of CPRPD, and recreational, residential and commercial.⁷⁰ The total boundary area of CPRPD is approximately 239 square miles.

Population

There are approximately 6,282 residents within the District, based on census tract and census designated place population in the 2010 Census.⁷¹

Existing Demand

The District reported that it had observed a decrease in service demand in the last few years. CPRPD noted that there are fewer youth participating in the aquatic and sports programs, as well as fewer parent volunteers. The decline in demand for services is attributed to an increasing lack of interest in outdoor recreational activities and high unemployment during the recession, which resulted in limited affordability of program fees.

Projected Growth and Development

Although no formal population projections have been made by the District, CPRPD believes there will be limited or no growth in the next few years. As previously noted, CPRPD does track the number of program registrants, and therefore can monitor participant interest and trends over the years.

The State Department of Finance (DOF) projects that the population of Plumas County will grow by five percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.5 percent. Based on these projections, the District's population would increase from 6,282 in 2010 to approximately 6,596 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

There are no potential or proposed developments within the District as of the drafting of this report.

⁷⁰ Plumas County Parcel Application.

⁷¹ Census Tracts 1 in Plumas County combined with Meadow Valley CDP, Greenhorn CDP, Spring Garden CDP and Keddle CDP populations.

At present, CPRPD has the capacity to serve its current service area. However, the District reported that lack of volunteers is a constraint at times, as well as maintaining sufficient financing levels. Furthermore, the District has increasingly relied on partnerships to offer certain services. Joint memorandums of understanding (MOUs) have expiration dates and partners could choose not to renew, which would limit CPRPD's capacity to provide services.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The District does not take part in reviewing plans for proposed developments.

CPRPD did not identify a specific growth strategy.

Financing

The District reported that the current financing level was adequate to deliver services. CPRPD reported that property tax revenue in the County has declined significantly, which has impacted incoming revenue. Additionally, as the economy declined generally, residents have not had disposable income to participate in programs and rent out facilities. These two factors combined has made service provision challenging.

CPRPD has instituted several controls to insure fiscal responsibility on the part of the agency. As part of adopting an annual budget, funds are apportioned into three main categories: Salaries and Benefits, Services and Supplies and Capital Assets (including a reserve of \$150,000). Funds are further allocated by line item within each main budget category. Financial reports are prepared and presented monthly to the Board of Directors at a regular and noticed public meeting detailing approved amounts budgeted by line item, actual expense or revenue to date, amount remaining, and percentage over or under approved projections. The District conducts a mid-year review to assess trends and potential adjustments, if necessary. Also, the District conducts an annual Program Evaluation, which includes a cost-benefit analysis of each program to determine level of participation, success, and cost recovery.

The District also has employee purchase procedures adopted by the Board. Purchase procedures set purchase limits for employees, thresholds for competitive estimates or bids, supervisor or Board approval, and general procedures for purchasing services, supplies, and equipment, or contracting for capital projects.

The District's total revenues for FY 13 were \$346,400. Revenue sources included property taxes (65 percent), income from charges for services (31 percent), other local income (three percent) and state revenue (one percent).

CPRPD charges district residents and non-residents equal fees. Fees and rentals range from \$2 to \$250 depending on the activity.

The District's expenditures in FY 13 were \$349,688. Expenditures were composed of salaries and wages (56 percent), services and supplies (27 percent) and benefits (16 percent). Expenditures exceeded revenues by \$3,288 in FY 13.

The District did not allot any funding to capital improvements in the budget for FY 14. As previously mentioned, CPRPD provided LAFCo with a capital improvement plan that details improvements to a single project on a single site.⁷² The plan details the development of a three-acre parcel of land owned by the District, located adjacent to Pioneer Park in East Quincy. The development is dependent on the obtainment of \$500,000 (\$100,000 from in-kind support) in funding and desired completion by 2017. The District does not adopt any other capital planning documents, such as a strategic plan and therefore no details were provided on how it plans to procure funding for this development.

CPRPD had \$70,606 in long-term debt, consisting of compensated absences, at the end of FY 13.

The District did not report an adopted policy on maintaining a certain level of financial reserves at any given time; however, it does put aside at least \$10,000 annually toward reserves and has a practice of keeping at least a \$150,000 fund balance. The District's general fund balance at the end of FY 13 was \$295,885.

The District is a member of a joint power authority (JPA), called California Association for Park and Recreation Indemnity (CAPRI) for insurance purposes as well as Pardec, which cover workers compensation.

⁷² CIP dated January 10, 2011.

RECREATIONAL & PARK SERVICES

Service Overview

The District provides recreational and park opportunities for the residents of Central Plumas. Non-residents also may use CPRPD facilities and participate in the activities provided by the District. In terms of athletics, CPRPD provides an adult softball program in the spring, summer soccer camp, youth swim team and tennis classes in the summer, youth soccer in the fall, a junior ski team in the winter, an adult and youth basketball league as well as open gym nights in the winter. Youth instrumental classes are available through the Quincy Elementary School. Dog obedience classes are also offered along with various aquatic activities in the Pioneer Pool.

CPRPD subcontracts for recreation services, which includes the dog obedience classes, tennis classes, soccer camp, instrumental classes and swim team. The District has an agreement with the County of Plumas in the amount of \$6,500 per year to operate the Quincy Skate Park, which is located on County property. This agreement has been in place for approximately 10 years.

Staffing

The District has three full-time employees, part-time seasonal employees including 10 lifeguards, a supplemental administrative person who also handles cashier duties at the pool, one maintenance person and two gym supervisors. The approximately 30 sports coaches who work in the District are volunteers. Occasionally, the District will rely upon inmates from the county jail for maintenance purposes.

Facilities and Capacity

CPRPD operates Pioneer Park and Pioneer Pool in East Quincy, Lowell Bader Park in Meadow Valley, and Quincy Skate Park. The District also owns a three-acre parcel of undeveloped land adjacent to the Pioneer Park and Pool complex.

CPRPD operates Pioneer Park—home to Pioneer Pool, a playground, volleyball court, horseshoe pits, bocce ball courts, picnic and barbeque facilities and a group barbeque pavilion that seats approximately 80 people. Pioneer Pool is open from Monday to Saturday from mid June through August. A variety of swim activities are offered including private and group swim lessons and family swim passes. The District did not report on the condition of Pioneer Park and Pool.

Lowell Bader Park features a tennis and basketball court, horseshoe pits, a play ground for small children, individual and group picnic and barbeque facilities and a large play turf area. The District reports on its website that this park is the most ‘rustic’ of parks in their system.

Quincy Skate Park was completed in 2003 and is a continued collaboration between CPRPD, Quincy Rotary Club, County of Plumas, California Department of Parks and Recreation, and the Tony Hawk Foundation. The skate park is 11,000 square feet featuring

bowls, fun boxes, slopes, steps, rails, drop-offs and jumps.⁷³ The park is open seasonally. The condition of the skate park was not reported.

CPRPD owns a three-acre parcel of undeveloped land adjacent to the Pioneer Park and Pool Complex. The Board of Directors and District staff conducted several public workshops in 2010 to determine the best use for the property. The result of the workshops was to develop the site into a community athletic field along with a fitness path along the perimeter of the field. The District would also like to build basketball courts, ADA accessible restrooms, an equipment storage facility, proper fencing, resurface of an adjacent one-acre parking lot and improve an existing water well for turf irrigation purposes.⁷⁴ The District applied for a grant in 2011 in the amount of \$798,000 to develop the area. While the area remains undeveloped, it is currently used for short-term camping for the High Sierra Music Festival during the Fourth of July weekend.

The District has an agreement with Feather River College to use its athletic complex for the adult softball league and youth soccer program provided by CPRPD. The District and the Plumas Unified School District (PUSD) have an MOU in place that details the terms of joint facility use between the two organizations. The MOU was approved in 2012. The District reported having an informal agreement with Ganser County Park whereby CPRPD uses the park's softball facilities.

Infrastructure Needs

The District identified the need to recondition the pool surface at Pioneer Park. The District would also like to develop the Pioneer Sports Annex but has limited funding.

Challenges

The primary challenge for the District is lack of financing, due to a decrease in property taxes and residents disposable income.

Service Adequacy

Based on the information regarding facilities offered, financing adequacy, management practices, and accountability discussed in the previous sections, CPRPD's level of service appears to be adequate.

CPRPD offers a range of recreational facilities and programs for district residents. The activities provided seem to be appropriate to the needs of community residents, and the District is working on adding more recreational programs, targeted toward the elderly and senior population.

Although CPRPD reported that its financing was adequate, there is a lack of funds and strategic plan to develop the Pioneer Sports Annex.

⁷³ <http://www.cprpd.com/facilities.htm>

⁷⁴ CPRPD Capital Improvement Plan, January 10, 2011.

CPRPD shares its facility with other agencies, and makes use of other entities' facilities for district programs.

The District appears to be well managed by the Board of Directors, which keeps its affairs organized, prepares a budget before the beginning of the fiscal year, conducts annual financial audits, maintains current financial records, and makes some degree of plans for capital needs and growth.

CPRPD demonstrates accountability and transparency to its customers by making its agendas and minutes available to the public, making efforts to engage and educate constituents through outreach activities beyond the required activities, and cooperating with the MSR process and information disclosure. CPRPD has not had contested elections in the last 17 years.

Figure 11-3: Central Plumas Recreation and Park District Service Adequacy

Park and Recreational Services			
Facility	Owner	Condition	Maintenance
Pioneer Park	CPRPD	Good	CPRPD
Pioneer Pool	CPRPD	Good	CPRPD
Lowell Bader Park	CPRPD	Fair	CPRPD
Quincy Skate Park	Plumas County	Excellent	CPRPD
Service Challenges			
The primary challenge for the District is a lack of financing, due to a decrease in property taxes and residents' disposable income.			
Facility Needs/Deficiencies			
The District identified the need to recondition the pool surface at Pioneer Park. The District would also like to develop the Pioneer Sports Annex but has limited funding.			
Facility Sharing			
Current Practices: CPRPD has an agreement with Feather River College to use its athletic complex for adult softball and youth soccer. PUSD and CPRPD have an MOU where all facilities are shared between the two organizations. The District has an informal agreement to use Ganser County Park.			
Future Opportunities: The District did not identify any future facility sharing practices.			
Recreation Cost per Resident	\$55.60	Residents per Facility	1,570

CENTRAL PLUMAS RECREATION AND PARK DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ The estimated population served by CPRPD is about 6,282 residents.
- ❖ Over the past few years the District has experienced little or no growth in population. The demand for services has declined somewhat in particular programs
- ❖ Little or no growth in population and in service demand is expected within the District in the next few years.
- ❖ There are no potential developments within the District at this time.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

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

Financial Ability of Agencies to Provide Services

- ❖ CPRPD does receive property tax income, which is the most significant revenue stream for the District.
- ❖ CPRPD reports that its financing is adequate; however, should any significant growth occur, the District will likely need to increase fees and/or look for new revenue sources in order to provide adequate service.
- ❖ The District had \$70,606 in long-term debt, consisting of compensated absences, at the end of FY 13.

Status of, and Opportunities for, Shared Facilities

- ❖ The District shares its facility with Plumas Unified School District. CPRPD also makes use of the facilities of other entities, such as the athletic complex at Feather River College and Ganser County Park. The District also collaborates with Almanor Park and Recreation District, Quincy Rotary Club, County of Plumas, California Department of Parks and Recreation and the Tony Hawk Foundation.
- ❖ The District explores opportunities for facility and resource sharing to minimize expenses however has not identified any such opportunities recently.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ CPRPD demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCo requests.
- ❖ The District is interested in annexing Greenville if it included receiving property tax as well. The District is skeptical that any such annexation would take place considering the residents of Greenville have use of and access to CPRPD's facilities and programs at no extra cost.
- ❖ In addition to Greenville, the District identified many communities outside of its legal boundary that use its facilities and programs.

12. EAST QUINCY SERVICES DISTRICT

East Quincy Services District (EQSD) provides water and wastewater services to the eastern part of the American Valley. The last Municipal Service Review for EQSD was conducted in 2007.

AGENCY OVERVIEW

Background

In 1959, several residents of the community of East Quincy joined together and formed a community services district to secure water, sewer and street lighting services for the community. The District started providing water services six years after the formation. Sewer collection system was installed in the mid-90s at the request of the State of California. Responsibility for approximately 150 street lights was relinquished to Quincy Lighting District in 2009.

The principal act that governs the District is the State of California Community Services District Law.⁷⁵ CSDs may potentially provide a wide array of services, including water supply, wastewater, solid waste, police and fire protection, street lighting and landscaping, airport, recreation and parks, mosquito abatement, library services; street maintenance and drainage services, ambulance service, utility undergrounding, transportation, abate graffiti, flood protection, weed abatement, hydroelectric power, among various other services. CSDs are required to gain LAFCo approval to provide those services permitted by the principal act but not performed by the end of 2005 (i.e., latent powers).⁷⁶

EQSD is located in the central part of Plumas County and encompasses the community of East Quincy. The closest water and wastewater provider is Quincy CSD located to the west of EQSD and serving the community of Quincy.

Boundaries

EQSD's boundary is entirely within Plumas County. The present bounds encompass approximately 2.3 square miles. There have been six annexations, one detachment and three boundary revisions since its formation. In 2010, EQSD consolidated with Quincy CSD to form the American Valley CSD, but dissolved back to two separate districts less than a year later. After the dissolution, boundaries of EQSD inherited the five overlap parcels previously added to American Valley CSD during the reorganization. For the complete list of the District's boundary reorganizations refer to Figure 12-1.

⁷⁵ Government Code §61000-61226.5.

⁷⁶ Government Code §61106.

Figure 12-1: EQSD List of LAFCo-approved Border Changes

<i>Project Name</i>	<i>Type of Action</i>	<i>Year</i>	<i>Recording Agency</i>
East Quincy SD	Formation	1959	SBOE, LAFCo
4 parcels	Annexation	1962	SBOE
Boundary revision	Revision	1963	SBOE
Parcels A, B, C, D, E & F	Annexation	1977	SBOE
Boundary revision	Revision	1979	SBOE
Sine Annexation	Annexation	1982	SBOE
North Area	Annexation	1990	SBOE
2 parcels	Annexation	1991	SBOE
South Redberg Area	Detachment	1995	SBOE
American Valley CSD (EQSD+QCSD)	Consolidation	2010	LAFCo
5 parcels	Annexation	2010	LAFCo
EQSD	Dissolution	2011	LAFCo

Sphere of Influence

The Sphere of Influence for the District was first adopted in 1976. SOI was further revised in 1977 and 1983 to include territory previously annexed. In 2007, after the adoption of the joint MSR for EQSD and QCSD, Plumas LAFCo adopted a joint SOI for both districts encouraging their consolidation. After the consolidation in 2010, the districts split back up into two in 2011. EQSD currently has a provisional sphere of influence, which is coterminous with the District's boundaries.

Extra-territorial Services

EQSD occasionally provides water services outside of its boundaries to QCSD. There is an intertie between the two districts; the pipeline has been installed in 2008. QCSD pulls water on as-needed basis, and EQSD meters the amount used and sends QCSD a bill during regular billing times.

EQSD also provides water and wastewater services to the property outside of its boundaries and within QCSD boundaries. The property is owned by the County Community Development Commission, which has a grant to have water and sewer provided to the property. Services are provided by EQSD according to an out-of-area service agreement (OASA) issued by Plumas County LAFCo on November 24, 2014.⁷⁷ As stated in the OASA, an application for detachment of the property from QCSD and annexation to EQSD must be filed by the County Community Development Commission with LAFCo within 60 days of execution of the OASA administrative order otherwise the out-of-area service agreement will be null and void and automatically terminated. As of March 27, 2015, the required application has not yet been filed.

The District reported that there were residences within EQSD that were not served by the District. These residences are not close to sewer lateral or main line water service and are served by private wells and septic systems.

⁷⁷ 2014 OASA-001

The District receives contract services for general system maintenance. Audit services are provided by Singleton Auman from Susanville, CA.

EQSD is a member of American Water Works Association, Special District Risk Management Association, California Special Districts Association (CSDA), and Plumas County Special Districts Association.

Areas of Interest

An area of interest for EQSD is Quincy CSD. Despite the recent consolidation and dissolution history, the districts might merge again in the future. However, EQSD reported that it was not currently considering consolidation.

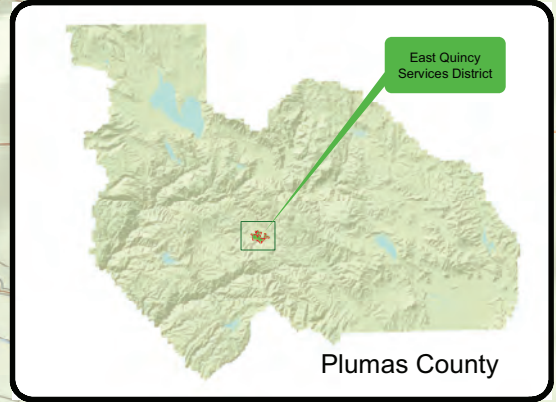
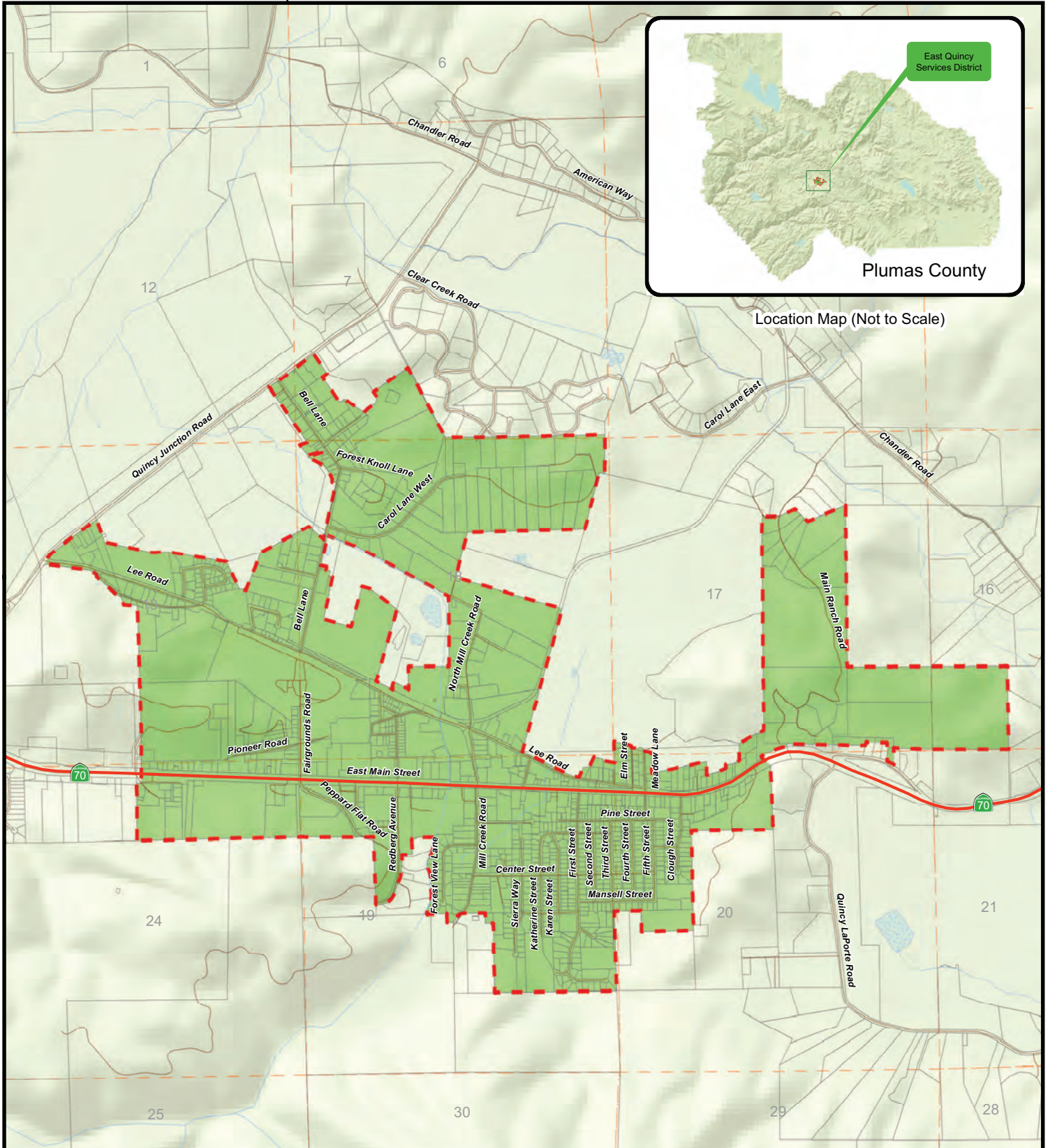
In 1995, EQSD and QCSD entered the American Valley Community Services Authority (AVCSA) Joint Powers Agreement, the ultimate goal of which was the consolidation of the two districts. Resolutions were adopted by AVCSA for joint use of the wastewater plant, construction of an intertie pipeline for water service and adoption by the districts of common connection fees and fee determination methodologies. The two districts consolidated in 2010, but in 2011 due to disagreements between the members of the AVCSA JPA Board and the respective Boards, AVCSA JPA Board voted to not pursue this reorganization further and provide services as two separate districts as they had been in the past. The JPA is currently still in existence.

East Quincy Services District

Range 9 East

Range 10 East

Township 24 North



Location Map (Not to Scale)

Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies

- Parcels
- Sectional Grid (MDB&M)

- East Quincy Services District
- East Quincy Services District Sphere of Influence

0 0.25 0.5 1 Miles



East Quincy Services District
Resolution: 2011-0009
Adopted: February 6, 2012

East Quincy Services District (SOI)
Resolution: 2011-0009
Adopted: February 6, 2012

Source: Plumas LAFCo Map Created 6/15/2014

Accountability and Governance

EQSD is governed by a five-member Board of Directors who are elected at large to staggered four-year terms. There are currently four board members, all of whom were elected. Current board member names, positions, and term expiration dates are shown in Figure 12-3.

The Board meets on the second Tuesday of every month at 6:30 in the evening at the District administrative office located at 179 Rogers Avenue in Quincy. Board meeting agendas are posted on the website, district office door and read over the local radio station. Minutes are available upon request and online.

Figure 12-3: EQSD Governing Body

East Quincy Services District				
District Contact Information				
Contact:	Michael Green, General Manager			
Address:	179 Rogers Avenue, Quincy, CA 95971			
Telephone:	530-283-2390			
Email/website:	www.eastquincycsd.com			
Board of Directors				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Ernie Eaton	Chair	December 2015	Elected	4 years
Greg Margason	Director	December 2015	Elected	4 years
Kathy Felker	Director	December 2017	Elected	4 years
Bill Martin	Director	December 2017	Elected	4 years
John Kolb	Director	December 2015	Appointed	1 year
Meetings				
Date:	Second Tuesday of every month at 6:30pm.			
Location:	District administrative office at 179 Rogers Avenue, Quincy.			
Agenda Distribution:	Posted on the District website.			
Minutes Distribution:	Available upon request and on the website.			

The District's board members are compensated at the rate of \$60 per meeting for a chair, \$52.50 for a vice chair and \$45 for a director.

Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's Board members last received ethics training in 2014. EQSD has established a written policy on Board member expense reimbursements.

In addition to the required agendas and minutes, the District tries to reach its constituents through making its information, including general history of the District, documents, and contact and Board meeting information, available on its website. The District sends regular mailings to its constituents.

If a customer is dissatisfied with the District's services, complaints may be submitted to the general manager or at Board meetings. Constituents can contact Board members any time. The District reportedly received less than five complaints in 2013, all of which were regarding cloudy water and possible leaks.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the special districts. Each district holds responsibility for collecting the Forms 700 and maintaining copies in their records. All the District's Board members filed Forms 700 for 2013.

EQSD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo. The District responded to the questionnaires and cooperated with interview and document requests.

Planning and Management Practices

The District employs five personnel, including general manager, administrative assistant, chief operator, district operator, and laborer. General manager is responsible for the day-to-day operations of EQSD. Office manager plays a role of bookkeeper and Board secretary and is responsible for accounts payable, Board of Directors information and customer service. The administrative assistant is in charge of accounts receivable, billing questions and customer service. All five staff are full-time employees who work five days a week eight hours a day. Warranty inspections are contracted out.

The District's general manager is in charge of water and wastewater operators, accounting clerk and administrative assistant. Laborers report to operators, and secretaries are generally subordinate to accounting clerk and administrative assistant. The District performs annual employee evaluations conducted by the general manager. EQSD tracks staff workload through timesheets.

EQSD does not perform evaluations of the District as a whole through annual reports or benchmarking. The District attempts to improve its productivity and operational efficiency through constant communication between staff and management.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. In 2012, EQSD adopted a Wastewater Feasibility Study. The District has a Capital Improvement Program (CIP) included in the Water and Wastewater Rate Studies adopted in 2014.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.⁷⁸ The most recent audit for EQSD was completed for FY 13. The District

⁷⁸ Government Code §26909.

should ensure that it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

Existing Demand and Growth Projections

Land uses within the District are mainly residential, suburban, agricultural, commercial, and recreational. The District's bounds encompass nearly 2.3 square miles.

Population

According to the GIS analysis of the 2010 Census population data, there are 2,760 residents within EQSD. The population density is 1,200 people per square mile.

Existing Demand

The District reported that it had observed little change in population and service demand in the last five years. The demand stayed the same or slightly decreased. Between 2009 and 2014, the number of wastewater connections has been between approximately 950 and 1,000. The number of water connections has increased from 794 in 2009 to 810 in 2013, but went back down to 804 in 2014. Peak demand for water and wastewater is usually during spring and summer months.

Projected Growth and Development

Although no formal population projections have been made by the District, it is forecasted that there would be no growth in the next few years. EQSD forecasts its future service needs through its CIP and general population trends. The District reported that there was one planned development within the District's boundaries. The development in progress owned by Sierra Park Developers is located on Lee Road in Quincy. The project is being developed with less than five single-family homes built a year. EQSD is currently serving the existing homes within this development; serve letters are issued as necessary.

The District reported that it had sufficient capacity to provide services to its current and future service area. No capacity constraints were identified.

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. Based on these projections, the District's population would increase from 2,760 in 2010 to approximately 2,870 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

With regard to future growth alternatives, although EQSD and QCSD dissolved after a year of operating as one district, there is a possibility that the two districts may reunite which would again change the governance structure as well as boundaries of the two agencies. EQSD, however, reported that it currently was not considering consolidation.

Another reorganization alternative for EQSD is the annexation of the property owned by the County Community Development Commission and located within QCSD boundaries. As was previously described in the *Extra-territorial Services* section, EQSD is already providing services within that territory. On April 16, 2014 EQSD passed a resolution consenting to and supporting the annexation of the aforementioned property.⁷⁹ The annexation is pending the application to LAFCo by the County Community Development Commission.

Financing

EQSD reported that its financing levels were adequate to deliver services. No financing challenges or impacts of the recent economic recession were identified. The District attempts to minimize costs where possible. The District currently is not considering any new revenue streams.

The FY 13-14 audit identified one significant deficiency and two material weaknesses in internal control, which expose EQSD to risk of financial statement misstatement and the potential risk of errors and fraud. One of the material weaknesses is the District's inadequate segregation of duties. The District responded that it could not with its current budget hire an adequate number of employees to insure that custody of assets and accountability for assets is separated. EQSD believes that being aware of this weakness will insure that existing employees and Board members will maintain diligence to potential risks of not having an adequate segregation of duties. Another weakness identified is that similar to many other small special districts, EQSD does not have policies and procedures in place to ensure that complete and accurate financial statements, MD&A and footnote disclosures are prepared to accordance with GAAP prior to the annual audit. Management relies upon the auditor to recommend footnote disclosures for the financial statement and to prepare adjusting journal entries for approval in order to report financial information in accordance with GAAP. The District has determined that the costs of correcting this control weakness outweigh the benefits to be received. EQSD will continue to rely on the independent auditor to prepare its annual financial statements. Lastly, the significant deficiency is that the amount of utility revenue posted to the utility billing system does not reconcile with the utility revenue in the general ledger. The District has been unable to get enough help from the software vendor to produce reports that will help EQSD reconcile revenue on the general ledger to the utility billing system. The District concurs with the

⁷⁹ EQSD Resolution 271.

auditor's recommendation to develop a system of reconciling revenue on the general ledger to the utility billing system and consider getting help from the software vendor and reconciling short periods of time until a pattern is determined for any discrepancies.

Majority of the District's revenue comes from charges for services. Property taxes account for about six percent of total revenue.

EQSD collects charges for water services based on the meter size and usage and for sewer services based on the type of connection. The District also charges hydrant fees and water standby fees. Service charges are further described in Figure 12-4.

Figure 12-4: EQSD Service Charges as of July 2013

Water Rates			
Meter Flat Rates (by size)		Water Base Usage and Other Charges	
5/8"	\$14.39	Single Family	\$11.04 (6,000 gal)
3/4 "	\$15.83	Multi Family	\$9.20 per unit (5,000 gal)
1"	\$20.06	Small Commercial	\$5.52 (3,000 gal)
1.5"	\$25.83	Large Commercial	\$11.04 (6,000 gal)
2"	\$41.62	Volumetric Charge	\$1.84 per 1,000 gal
3"	\$157.71	Hydrant	\$13.07
4"	\$200.71	Water Standby Fee	\$13.07
Sewer Rates			
Single Family		\$48.25	
Multi Family		\$37.88 (per unit)	
Small Commercial		\$24.50	
Large Commercial		\$48.25	

EQSD has a sewer assessment of \$108 per parcel. The assessment was passed in 1997 and will sunset in 2034.

In FY 13-14, EQSD received \$1,453,322 in revenue, including 84 percent from charges for services, six percent from property taxes, nine percent from capital grants and contributions, and one percent from interest income.

During the same fiscal year, EQSD spent \$1,522,468, including 36 percent on water operations and 64 percent on sewer operations. The District's total expenditures for FY 13-14 included 30 percent for salaries and benefits, seven percent on utilities, 21 percent on

depreciation, and 23 percent on sewage treatment. The rest was spent on insurance, legal, accounting and professional services, vehicles and equipment, permits and fees, repairs and maintenance, office, director's fees, interest, and miscellaneous.

About 43 percent of the EQSD operating sewer expenses in FY 13-14 were allocated to treatment and paid to QCSD. The historical QCSD treatment cost increase to EQSD is around \$18,000 a year.

The District has four financial reserves, including reserves for System Facilities, Vehicles, Water Utility Deposits, and other unrestricted net assets, which at the end of FY 13-14 had \$1,059,467, \$48,704, \$10,852, and \$399,857 respectively. The system facility reserves are for future replacement of the water and sewer systems. Vehicle fund reserve is for future replacement of district vehicles. Additionally, the water fund has a reserve to track refundable customer utility deposits.

EQSD plans its capital improvements through capital improvement programs for water and sewer included in the water and sewer rate studies completed in 2014. Water program has a planning horizon through 2020. All planned water system improvements are estimated to cost the District approximately \$1.5 million over the next six years. Water system capital improvement expenses for 2015 are expected to amount to about \$220,825 and will be financed through water rates. The District's sewer CIP has a planning horizon through 2019. Needed sewer improvements are estimated to cost about \$400,000 over the next five years. Approximately \$100,000 is expected to be spent in 2015.

EQSD has been using pay-as-you-go approach to finance its capital improvement needs. The District has a modest water replacement capital program and adequate reserves in cash to immediately fund the first priority of the capital improvement program. The sewer replacement capital program is adequately funded for the projects identified. The pay-as-you-go strategy has reportedly worked well for EQSD by setting a small portion of the rate revenue aside and addressing each project in priority order as the funds adequately accrue.

For water, 2015 capital improvement project funding is included at \$287,000 for Tank 1 rehabilitation. For additional capital improvement funding planned in FY 2016 and beyond, a rate increase might be required depending on the actual water charges and expenses. The desired policy of the Board has been to keep six months' worth of expenses in cash in water reserves.

The District's long-term debt is represented by 5.125 percent Series 1996 USDA Improvement Bonds originally issued for \$2,400,020. Total bonds payable at the end of FY 13-14 were \$1.7 million. The debt will be fully paid off by 2036.

WATER SERVICES

Service Overview

Water is provided by pumping groundwater directly to the distribution system for immediate consumption and/or to the storage tanks for fire protection and/or to satisfy high demand periods.

The District supplies untreated water obtained from wells to 804 active customers, including 621 single family, 64 multi-family, 81 commercial, three industrial, and 35 other.⁸⁰ All of the District's water connections are within the District's boundaries; however, there is an intertie valve between QCSD and EQSD to supply water to QCSD when needed. The District has an agreement with QCSD to supply up to 350 gallons per minute (gpm) to Quincy CSD; however, the supply of water to QCSD is contingent on EQSD meeting its system demands first.

During the summer months, as part of the District's annual system maintenance program, fire hydrants are opened and flushed for a short time. This is done to insure proper operation of the hydrant and to flush the water mains of naturally occurring sediment.

Staffing

Maintenance and operation of the water system are provided directly through district staff.

The District has three employees directly involved in the water operations, who hold certification of Water Distribution Grade 2 (D2), Water Treatment Grade I (T1) and Wastewater Treatment Grade II (T2).

Facilities and Capacity

The six wells produce approximately 1,418 gallons per minute. There are two water tanks that hold 1.6 million gallons when full. One of the tanks is metal, while the other is concrete. According to the Department of Public Health (DPH) 2012 inspection report the District has sufficient storage capacity to meet the waterworks standards; however, the District should plan to increase its source or storage capacity at some future date, especially to provide for further growth of the system.

The District maintains 15 miles of water main that is all either cast or ductile iron. Most of it was installed with the original system and shows no signs of corrosion. There are 0.03 miles of four-inch water line, 7.55 miles of six-inch water line, 6.39 miles of eight-inch water line and 0.14 miles of 10-inch water line in the District system.

The District uses a SCADA system to monitor its facilities and an alarm system that alerts staff if there is a problem.

⁸⁰ Other customers are considered a combination of residential/commercial or any other account that does not fit in any one category.

The District also maintains fire hydrants within its territory. There are 119 hydrants strategically located throughout the District. Details about EQSD water facilities are shown in Figure 12-5.

Figure 12-5: EQSD Water Facilities.

Facility	Date of construction	Location	Condition (excellent, good, fair or poor)	Capacity
Well 1	1964	Corner of Bell Lane and Lee Road	Excellent	160 gpm
Well 2	1964	179 Rogers Avenue	Excellent	150 gpm
Well 4	1967	56 Bell Lane	Excellent	290 gpm
Well 7	1982	1293 Industrial Way	Excellent	290 gpm
Well 8	1988	425 N. Mill Creek Road	Good	158 gpm
Well 9	2003	1201 Industrial Way	Excellent	370 gpm
Tank 1	1964	501 E. ridge Run Road	Fair	800,000 gallons
Tank 2	1981	350 Radio Hill Road	Excellent	800,000 gallons

All of the District's sources are deep wells that have a 50-foot sanitary seal to prevent surface water contamination in the wells. The water is not treated with chlorine or any other chemicals as the District's sources do not require treatment. EQSD relies entirely on groundwater from the American Valley groundwater basin for its water supply. The District estimates that 12 percent of the water is lost in the distribution system.

The maximum water supply available annually is 1,412 acre-feet a year (af/yr). The District's total annual water demand in 2013 was 431 af.

The pumping capacity of the wells is 2.035 million gallons per day (mgd). The EQSD's peak day demand is 0.913 mgd or 45 percent of the wells' pumping capacity.

According to the DPH inspection report from 2012, the District's current source capacity is sufficient to meet EQSD current maximum day demand in addition to supplying up to 350 gallons per minute (gpm) to Quincy CSD, if needed per the agreement.

The District conducts its emergency planning through Emergency Notification Plan filed with the State in September of 2014. The District considers itself in good position to sustain drought and does not plan to change its supply in drought years. EQSD provides water conservation information to its constituents on its website. Additional conservation practices include mandatory water restriction and available water conservation kits.

Infrastructure Needs

It was reported in the EQSD's Capital Improvement Program that the District would need certain system expansions, replacements and rehabilitation and water studies in the next five years. System expansions include Tank 1 cleaning and coating repair, Lee Road expansion, South SR Grid Loop, west of Fairgrounds Road expansion, South SR Grid Loop, Peppard Flat Road to Sunrise expansion, Carol Lane west main extension, and construction of Tank 3. Replacement and rehabilitation projects consist of replacement of pump meters, SCADA upgrade, Tank 2 cleaning, replacement of water truck, computer upgrade, and possibly automating water meter reading. The District is planning to complete a water system analysis study in 2016.

The District reported that a short-term need is to repair or replace Tank 1.

Challenges

The District reported that the main challenge to the water service provision was lack of main line valves.

Service Adequacy

This section reviews indicators of service adequacy, including the California Department of Public Health system evaluation, drinking water quality, and distribution system integrity.

The DPH is responsible for the enforcement of the federal and California Safe Drinking Water Acts and the operational permitting and regulatory oversight of public water systems. Domestic water providers of at least 200 connections are subject to inspections by DPH. During the Department of Public Health's most recent annual inspection in 2012, DPH reported that the District's system "is in good condition and conscientiously operated." The District's "source capacity is adequate to meet the system's maximum day demand and dependably supply all users with safe, wholesome potable water." The wells appear to be in good condition and the water meets all state drinking water standards. According to the DPH all the backflow devices had to be tested in 2012. The District reported that the devices had been tested in 2014. Additionally, the DPH required the District to collect two samples from Well 9 and test them for thallium in November 2012 and in May 2013. EQSD performed the test in August 2014; no thallium was detected.

Drinking water quality is determined by a combination of historical violations reported by the EPA and the percent of time that the District was in compliance with Primary Drinking Water Regulations in 2013. EQSD had two health based violations in 2008 and 2009, both related to coliform. Additionally, there was one monitoring violation in 2011, also related to coliform. The District was in compliance with drinking water regulations 100 percent of the time in 2013.

Indicators of distribution system integrity are the number of breaks and leaks in 2013 and the rate of unaccounted for distribution loss. The District reported approximately 27 breaks and leaks per 100 miles of pipe lines in 2013. The District estimates that it loses approximately 12 percent of water between the water source and the connections served.

Figure 12-6: EQSD Water Service Adequacy Indicators

Water Service Adequacy and Efficiency Indicators			
Service Adequacy Indicators			
Connections/FTE	268	Distribution Loss Rate	12%
MGD Delivered/FTE	0.15	Distribution Break Rate ¹	27
Distribution Breaks & Leaks (2013)	<5	Total Employees (FTEs)	3.00
Customer Complaints CY 2013: <5 Odor/taste (0), color/leaks (<5), pressure (0), other (0)			
Drinking Water Quality Regulatory Information ²			
	#	Description	
Health Violations	2	Coliform	
Monitoring Violations	1	Coliform	
DW Compliance Rate ³	100%		
Notes:			
(1) Distribution break rate is the number of leaks and pipeline breaks per 100 miles of distribution piping.			
(2) Violations since 2000, as reported by the U.S. EPA Safe Drinking Water Information System.			
(3) Drinking water compliance is percent of time in compliance with National Primary Drinking Water Regulations in 2013.			

Figure 12-7: EQSD Water Service Tables

Water Service Configuration & Infrastructure				
Water Service	Provider(s)	Water Service	Provider(s)	
Retail Water	EQCSD	Groundwater Recharge	None	
Wholesale Water	None	Groundwater Extraction	EQCSD	
Water Treatment	None	Recycled Water	None	
Service Area Description				
Retail Water	804 customers, including 621 single-family, 64 multi-family, 81 commercial, 3 industrial, and 35 other.			
Wholesale Water	None			
Irrigation Water	None			
Water Sources		Supply (Acre-Feet/Year)		
Source	Type	2013	Maximum	Safe/Firm
American Valley GW Basin	Groundwater	587	1,695	1,695
System Overview				
Average Daily Demand		0.38 mgd	Peak Day Demand	0.913 mgd
Major Facilities				
Facility Name	Type	Capacity	Condition	Yr Built
Well 1	Well	160 gpm	Excellent	1964
Well 2	Well	148 gpm	Excellent	1964
Well 4	Well	290 gpm	Excellent	1967
Well 7	Well	290 gpm	Excellent	1982
Well 8	Well	175 gpm	Good	1988
Well 9	Well	350 gpm	Excellent	2003
Tank 1	Water tank	800,000 gallons	Fair	1964
Tank 2	Water tank	800,000 gallons	Excellent	1981
Other Infrastructure				
Reservoirs	0	Storage Capacity (mg)	1.60	
Pump Stations	6	Pressure Zones	0	
Production Wells	6	Pipe Miles	14.38	
Storage tanks	2			
Facility-Sharing and Regional Collaboration				
Current Practices: There is an intertie valve between QCSD and EQCSD to supply water when needed to QCSD.				
Opportunities: No additional opportunities were identified.				
Notes:				
(1) N/A means Not Applicable, N/P means Not Provided, mg means millions of gallons, af means acre-feet.				

Water Demand and Supply							
Service Connections		Total		Inside Bounds		Outside Bounds	
Total		804		804		0	
Residential		621		621		0	
Commercial		81		81		0	
Industrial		3		3		0	
Other		35		35		0	
Average Annual Demand Information (Acre-Feet per Year)							
	2000	2005	2010	2013	2020	2025	2030
Total	598	573	517	517	530	530	530
Residential	N/A	N/P	N/P	N/P	N/P	N/P	N/P
Commercial/Industrial	N/A	N/P	N/P	N/P	N/P	N/P	N/P
Other	N/A	N/P	N/P	N/P	N/P	N/P	N/P
Supply Information (Acre-feet per Year)							
	2000	2005	2010	2013	2020	2025	2030
Total	662	604	603	587	602	602	602
Imported	0	0	0	0	0	0	0
Groundwater	662	604	603	587	587	587	587
Surface	0	0	0	0	0	0	0
Recycled	0	0	0	0	0	0	0
Drought Supply and Plans							
Drought Supply (af) ¹	Year 1: N/P		Year 2: N/P		Year 3: N/P		
Storage Practices	Storage capacity is 1.6 mg.						
Drought Plan	Emergency Notification Plan filed with the State 9/2014						
Water Conservation Practices							
CUWCC Signatory	No						
Metering	Yes						
Conservation Pricing	No						
Other Practices	Mandatory restriction and education.						

Water Rates and Financing			
Rate Description			
The charges vary by meter size and type of connection.			
Agricultural & Irrigation Water Rates			
Rate Description			
N/A			
Special Rates			
N/A			
Wholesale Water Rates			
N/A			
Rate-Setting Procedures			
Most Recent Rate Change		2013	Frequency of Rate Changes Reviewed annually
Water Development Fees and Requirements			
Fee Approach Based on engineering analysis.			
Connection Fee Amount		based on water fixture unit count Last updated: N/P	
Water Enterprise Revenues, FY 2013			Expenditures, FY 13
Source	Amount	%	Amount
Total	\$586,595	100%	Total \$505,553
Rates & charges	\$486,896	83%	Admin & OM \$398,206
Property tax	\$87,093	15%	Capital Depreciation \$107,347
Grants	\$0	0%	Debt \$0
Interest	\$2,859	0%	Purchased Water \$0
Other operating	\$9,747	2%	Other \$0

WASTEWATER SERVICES

Service Overview

Sewage is collected through the 1995 EQSD wastewater collection system and conveyed for treatment to QCSD via lift stations.

The District provides sewer services to approximately 955 customers within its boundaries, including 621 single family, 64 multi-family, 81 commercial, three industrial, 151 sewer-only customers, and 35 other. Classification of customers is based on mix of services provided and how customers are charged. There are no wastewater connections outside of the District's boundaries.

The District does not require sewer connections on undeveloped properties when the main is extended to that particular area. Properties hook up when they are built.

Large dischargers and dischargers with unique loads within EQSD service include wash racks, car washes and restaurants.

Staffing

The number of District's employees involved in sewer operations is five, with three of them holding appropriate certifications.

Maintenance and operations of the sewer system are provided directly through district staff.

Facilities and Capacity

EQSD maintains 21 miles of 17-year old sewer main and three lift stations. The sewer main is constructed with SDR 35 polyvinyl chloride pipe (PVC). The entire sewer pipe in the District system is plastic SDR 35 gasket joint. There are 0.35 miles of six-inch pipe, 15.8 miles of eight-inch pipe, 0.53 miles of 10-inch pipe and 2.28 miles of 12-inch pipe.

The East Lift Station is located at 101 Meadow Way and it has two 5 hp pumps. The West Lift Station is located at 1775 Quincy Junction Road and is equipped with one 10 hp and one 20 hp pumps. These are the main pumps that pump the sewage to the Quincy CSD Sewer Treatment Plant. The North Lift Station is located at 900 Quincy Junction Rd. It has two 10 hp pumps.

The pump stations are subject to a weekly and monthly maintenance schedule performed along with an annual inspection by the pump manufacturer and a semi annual inspection of the generators. The District sends sewage across the valley to the EQSD Treatment Plant in downtown Quincy. The District has a 40-year agreement with Quincy CSD facility to accept East Quincy SD sewage.

The Treatment Plant is operated by the Quincy CSD staff and Board with input from the East Quincy SD during joint meetings through AVCSA. Plant capacity has been a problem for the last several years. Additionally, the plant faces a possibility of not meeting the more stringent NPDES requirements in 2015. There is a Wastewater Treatment Plant Rate Setting Committee that discusses rates, revenue programs and possible solutions to the

compliance issues facing the treatment plant. The 2012 Prefeasibility Study Discussing the EQSD Wastewater Treatment recommends for the District to look into a possibility of a separate decentralized wastewater treatment plant.

Due to the EQSD's relatively new sewer connection infrastructure, there reportedly has been essentially no need for major repair work or significant maintenance. The condition of all mains and lift stations were reported to be excellent.

Infrastructure Needs

According to the District's sewer CIP, EQSD will need multiple system expansions and replacements and rehabilitation over the next five years. System expansion projects include two spare 10 hp pumps, conical inserts, pump controller boards, office telemetry, camera equipment, cleaning equipment, and manhole flow monitoring equipment. Replacement and rehabilitation projects consist of SCADA, sewer mainline repair, computer upgrade, general pump replacement, and sewer truck.

There are no reported short-term infrastructure needs.

Challenges

The District reportedly struggles with occasional obstructions.

Service Adequacy

This section reviews indicators of service adequacy, including regulatory compliance, sewer overflows, collection system integrity, and response to service calls.

Figure 12-8: EQSD Wastewater Service Adequacy Indicators

Wastewater Service Adequacy and Efficiency			
Regulatory Compliance Record, 2011-2013			
Formal Enforcement Actions	0	Informal Enforcement Actions	0
Total Violations, 2011 - 2013			
Total Violations	0	Priority Violations	0
Service Adequacy Indicators			
Treatment Effectiveness Rate ¹	N/A	Sewer Overflows 2011 - 2013 ²	0
Total Employees (FTEs)	3.00	Sewer Overflow Rate ³	0
MGD Treated per FTE	N/A	Customer Complaints CY 13: Odor (0), spills (0), other (0)	
Source Control and Pollution Prevention Practices			
Grease traps in restaurants and carwashes.			
Collection System Inspection Practices			
Visual inspection through clean outs and manholes, especially during rain events.			
Notes:			
(1) Total number of compliance days in 2013 per 365 days.			
(2) Total number of overflows experienced (excluding those caused by customers) from 2011 to 2013 as reported by the agency.			
(3) Sewer overflows from 2011 to 2013 (excluding those caused by customers) per 100 miles of collection piping.			

EQSD has been issued no violations between 2011 and 2013, which is zero violations per 1,000 population served.

Wastewater agencies are required to report sewer system overflows (SSOs) to SWRCB. Overflows reflect the capacity and condition of collection system piping and the effectiveness of routine maintenance. The sewer overflow rate is calculated as the number of overflows per 100 miles of collection piping per year. The District reported no overflows during the period from 2011 through 2013, which equates to zero spills per 100 miles of pipeline during that period.

There are several measures of integrity of the wastewater collection system, including peaking factors, efforts to address infiltration and inflow (I/I), and inspection practices. The peaking factor is the ratio of peak day wet weather flows to average dry weather flows. The peaking factor is an indicator of the degree to which the system suffers from I/I, where rainwater enters the sewer system through cracks, manholes or other means. The District has a peaking factor of 2.4 resulting from moderate I/I. The District conducts visual inspection of its sewer system through clean outs and manholes, especially during rain events.

The District has a policy regarding response time for clearing blockages. EQSD responds to service calls immediately; the maximum allowed response time is 15 minutes.

Figure 12-9: Wastewater Service Profile

Wastewater Service Configuration and Demand				
Service Configuration				
Service Type		Service Provider(s)		
Wastewater Collection		EQCSD		
Wastewater Treatment		QCSD		
Recycled Water		N/A		
Service Demand				
Type	Connections (2014) Total	Inside Bounds	Outside Bounds	Flow (mgd) Average ²
Total	955	955	0	N/P
Single-family	621	621	0	N/P
Multi-family	64	64	0	N/P
Commercial	81	81	0	N/P
Industrial	3	3	0	N/P
Sewer-only	151	151	0	N/P
Other	35	35	0	N/P
Historical and Projected Demand (ADWF in millions of gallons per day) ³				
2005	2010	2015	2020	2025
N/P	N/P	N/P	N/P	N/P
Note:				
(1) NA: Not Applicable; NP: Not Provided.				
(2) Flow by connection type as estimated by the District.				
(3) Projections prepared by EQCSD.				

Wastewater Infrastructure	
System Overview	
Sewage is collected through the 1995 EQCSD wastewater collection system and conveyed for treatment to QCSD via lift stations.	
Collection & Distribution Infrastructure	
Sewer Pipe Miles	21
Sewage Lift Stations	3
Infiltration and Inflow	
The District has moderate I/I.	
Infrastructure Needs and Deficiencies	
Replacement and rehabilitation projects over the next five years consist of SCADA, sewer mainline repair, computer upgrade, general pump replacement, and sewer truck.	
Wastewater Facility Sharing	
Facility Sharing Practices	
The District has its wastewater treated at QCSD wastewater treatment plant.	
Facility Sharing Opportunities	
No additional opportunities were identified.	

Wastewater Rates and Financing			
Wastewater Rates			
Rate Description			
The charges vary by connection type.			
Rate Zones			
None			
Rate-Setting Procedures			
Last Rate Change	2013	Frequency of Rate Changes	Reviewed annually
Wastewater Development Fees and Requirements			
Fee Approach	Based on engineering analysis		
Connection Fee Amount	Based on sewer fixture unit count		
Development Impact Fee	None		
Wastewater Enterprise Revenues, FY 13			Operating Expenditures, FY 13
Source	Amount		Amount
Total	\$809,170	100%	Total \$949,510
Rates & Charges	\$671,741	83%	Administration & O&M \$662,712
Special Assessment	\$131,422	16%	Capital Depreciation \$191,957
Interest	\$2,526	0%	Debt \$94,841
Other	\$3,481	1%	Other \$0

EAST QUINCY SERVICES DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ According to the GIS analysis of the 2010 Census population data, there are 2,760 residents within East Quincy Services District (EQSD).
- ❖ The District observed little change in population and service demand in the last five years. The demand stayed the same or slightly decreased.
- ❖ It is forecasted that there would be no growth in the next few years.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ The District reported that it had sufficient capacity to provide services to its current and future service area. No capacity constraints were identified.
- ❖ According to the DPH inspection report from 2012, the District's current source capacity is sufficient to meet EQSD current maximum day demand in addition to supplying up to 350 gpm to Quincy CSD, if needed per the agreement. Similarly, the District has sufficient storage capacity.
- ❖ The water in EQSD is not treated with chlorine or any other chemicals as the District's sources do not require treatment. However, the District had some problems with coliform in the past.
- ❖ The main water infrastructure need is rehabilitation or replacement of Tank 1.
- ❖ The District's water services appear to be adequate based on the California Department of Public Health (DPH) system evaluation, drinking water quality, and distribution system integrity.
- ❖ Due to the EQSD's relatively new sewer connection infrastructure, there has been essentially no need for major repair work or significant maintenance. The condition of all mains and lift stations were reported to be excellent.
- ❖ Although the District does not own wastewater treatment facilities, the QCSD wastewater treatment plant also used by EQSD has been having capacity issues. The plant is also facing a possibility of NPDES non-compliance in 2015. The engineering

report completed for EQSD recommended that the District look into a possibility of a separate decentralized wastewater treatment plant.

- ❖ The District's wastewater services appear to be adequate based on regulatory compliance, sewer overflows, collection system integrity, and response to service calls.
- ❖ District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts annual financial audits, maintains current transparent financial records, tracks employee workload, evaluates its employees, has an established process to address complaints, and studies and updates its rates when appropriate.

Financial Ability of Agencies to Provide Services

- ❖ The District reported that its current financing level was adequate to deliver services. No financing challenges or impacts of the recent economic recession were identified.
- ❖ The FY 12-13 audit identified one significant deficiency and two material weaknesses in internal control, which expose EQSD to risk of financial statement misstatement and the potential risk of errors and fraud.
- ❖ Majority of the District's revenue comes from charges for services. Property taxes account for about six percent of total revenue.
- ❖ EQSD has a sewer assessment of \$108 per parcel. The assessment was passed in 1997 and will sunset in 2034.
- ❖ The District has four financial reserves, including reserves for System Facilities, Vehicles, Water Utility Deposits, and other unrestricted net assets.
- ❖ EQSD plans its capital improvements through a capital improvement program for water and sewer included in the water and sewer rate studies completed in 2014. All planned water system improvements are estimated to cost the District approximately \$1.5 million over the next six years. Needed sewer improvements are estimated to cost about \$400,000 over the next five years.
- ❖ EQSD has been using pay-as-you-go approach to finance its capital improvement needs. The District has a modest water replacement capital program and adequate reserves in cash to immediately fund the first priority of the capital improvement program. The sewer replacement capital program is adequately funded for the projects identified.
- ❖ The District's long-term debt is represented by USDA Improvement Bonds. Total bonds payable at the end of FY 12-13 were \$1.7 million. The debt will be fully paid off by 2036.

Status of, and Opportunities for, Shared Facilities

- ❖ There is an intertie valve between QCSD and EQSD to supply water to QCSD when needed.

- ❖ The District has a 40-year agreement with Quincy CSD facility to accept East Quincy SD sewage.
- ❖ EQSD is a member of American Water Works Association, Special District Risk Management Association, Special Districts Association, and Plumas County Special Districts Association.
- ❖ EQSD and QCSD have been collaborating through the American Valley Community Services Authority (AVCSA) Joint Powers Agreement since 1995. In 2010, the two districts consolidated, but in 2011 they split back up. The AVCSA is still in existence.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ EQSD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo. The District responded to the questionnaires and cooperated with the document requests.
- ❖ EQSD practices outreach efforts which enhance transparency, including a website where district information is made available.
- ❖ With regard to future growth alternatives, although EQSD and QCSD dissolved after a year of operating as one district, there is a possibility that the two districts may reunite which would again change the governance structure as well as boundaries of the two agencies. EQSD, however, reported that it currently was not considering consolidation.
- ❖ Another governance structure alternative for the District is the annexation of the property served by EQSD and currently located within QCSD and owned by the County Community Development Commission. EQSD passed a resolution consenting to and supporting the annexation of the property. The annexation is pending the application to LAFCo by the County Community Development Commission.

13. PLUMAS HEALTHCARE DISTRICT

Plumas Healthcare District (PHD) provides a wide range of healthcare services through a hospital, an outpatient health clinic and a dental clinic. This is the first Municipal Service Review (MSR) for the District.

AGENCY OVERVIEW

Background

Plumas Hospital District was formed in 1955. In 1956, the District issued a bond and received funds from the Federal Government Hill-Burton Program for the construction of a new hospital. The acceptance of Hill-Burton money requires healthcare institutions to furnish needed services to persons unable to pay for the services. Although for the District this obligation ended in May 1979, the hospital still provides charity care.

The principal act that governs the District is the Local Healthcare District Law.⁸¹ The principal act empowers healthcare districts to provide medical services, emergency medical, ambulance, and any other services relating to the protection of residents' health and lives.⁸² 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.

Boundaries

PHD is located in central Plumas County and includes the communities of Belden, Bucks Lake, Meadow Valley, Twain, Keddie, Quincy, East Quincy, Greenhorn, Spring Garden, and Cromberg. The hospital campus is located in the town of Quincy. The closest neighboring healthcare district is Indian Valley Healthcare District located north of PHD. The District's boundaries encompass approximately 4,240 square miles.

There has been one boundary change since the formation of PHD that involved an annexation. The annexation took place in 1976 and was named Annexation 1. The territory annexed is unknown.⁸³

Sphere of Influence

The sphere of influence (SOI) for the District was originally established in 1976. The SOI is currently coterminous to PHD's boundaries.

⁸¹ Health and Safety Code §32000-32492.

⁸² Health and Safety Code §32121(j).

⁸³ Plumas LAFCo Resolution 76-12.

Extra-territorial Services

PHD does not specifically provide services at facilities outside its bounds, but will provide services to patients that reside outside of the District's boundaries and come to PHD-owned facilities. PHD serves both district residents and non-residents and charges them equal fees notwithstanding of residency status.

Areas of Interest

An issue of interest for the District is service overlap created by medical professionals, such as independent dentists and physical therapists that also provide medical services within the District's boundaries.

Plumas Healthcare District

Range 6 East

Range 7 East

Range 8 East

Range 9 East

Range 10 East

Range 11 East

Township 27 North

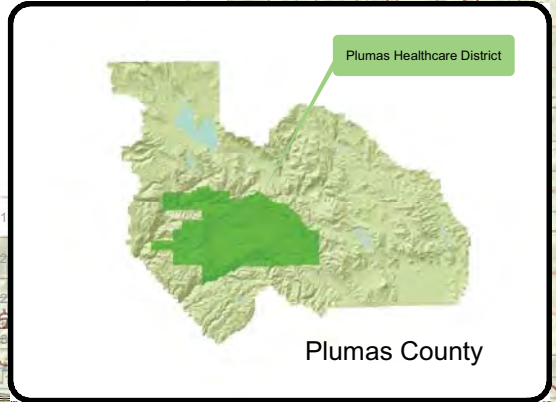
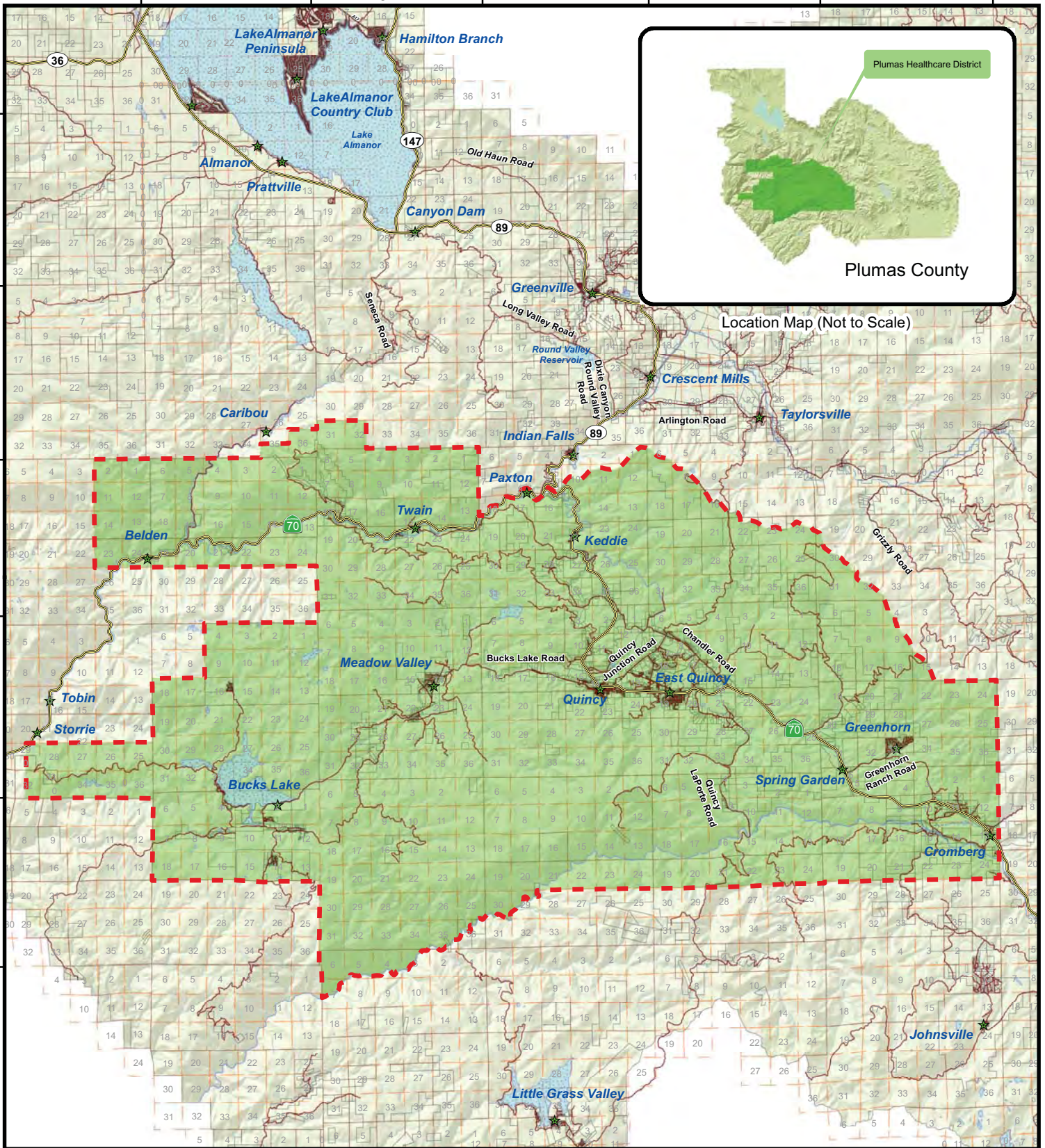
Township 26 North

Township 25 North

Township 24 North

Township 23 North

Township 23 North



Location Map (Not to Scale)

Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies

- Parcels
- Sectional Grid (MDB&M)
- Communities

- Plumas Healthcare District
- Plumas Healthcare District Sphere of Influence



0 1.5 3 6 Miles

Plumas Healthcare District
Resolution: 76-12
Adopted: March 17, 1976

Plumas Healthcare District
Sphere of Influence
Resolution: 76-10
Adopted: January 28, 1976
Source: Plumas LAFCo Map Created 3/31/2014

Accountability and Governance

The principal act orders that the governing body of a healthcare district must have five members. Directors may be appointed or elected, pending circumstances.⁸⁴ PHD is governed by a five-member Board of Directors who are elected to staggered four-year terms. The Board members were elected at large, and there are currently no vacancies. The District's Board Members do not get compensated for their service, but are eligible for the hospital's healthcare insurance plan. If a position opens up mid-term, a new director is appointed by the district Board of Directors through an interview process. Current board member names, positions, and term expiration dates are shown in Figure 13-2.

The Board meets once a month, usually on the first Thursday at 4:30 in the afternoon at the district hospital. Board meeting agendas are posted at the hospital and at three public sites in Quincy. Minutes are available upon request, at Board meetings and via email. The District maintains a website where agendas and minutes are also made available.

Figure 13-2: PHD Governing Body

Plumas Healthcare District				
District Contact Information				
Contact:	Jeffrey Kepple, CEO			
Address:	1065 Bucks Lake Road, Quincy, CA 95971			
Telephone:	530-283-2121			
Email/website:	www.pdh.org , jkepplemd@pdh.org			
Board of Directors				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Bill Wickman	President	2018	Elected	4 years
Kathy Price	Secretary	2018	Elected	4 years
Mark Satterfield, M.D.	Director	2016	Elected	4 years
John Kimmel	Director	2018	Elected	4 years
Valerie Flanigan	Director	2016	Elected	4 years
Meetings				
Date:	First Thursday of the month at 4:30pm.			
Location:	Plumas district hospital.			
Agenda Distribution:	Posted at the hospital and 3 sites in Quincy.			
Minutes Distribution	Available upon request and at Board meetings.			

In addition to the required agendas and minutes, PHD does public outreach through weekly advertisements in a newspaper and community events, such as dental screenings for kids, spring and fall health screenings and physician presentations. On its website, the District posts information regarding the hospital, contact information and foundation information. Voter participation is encouraged by the County.

⁸⁴ Health and Safety Code §32100.

Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members last received ethics training in January of 2014.

If a customer is dissatisfied with the District's services, complaints may be submitted to different district representatives depending on the nature of the complaint. Medical complaints are submitted to a risk management clinician. Customers may speak directly to the hospital CEO and each of the individual board members. Complaints may also be voiced at Board meetings. The performance improvement and risk management clinician is responsible for handling complaints, which are all recorded electronically and as hard copies. It was reported that PHD received four to five complaints in 2013 that were mostly related to wait times and diagnoses.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. All district board members have reportedly filed the required Form 700s for 2013.

PHD demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo. The District participated in an interview and cooperated with the document requests.

Planning and Management Practices

The District employs about 155 full-time equivalents (FTEs). There are 211 employees, including 134 full-time, 29 part-time, 24 limited part-time, 22 per diem, and two temporary. The employee pool is broken down into 74 separate positions. The District employs 121 medical personnel and 91 administrative staff. Eighteen physicians staffing the emergency room are contracted through Valley Emergency Physicians (VEP). In addition there are 89 volunteers who provide services through staffing and operating the thrift store, assisting with semi-annual community health screenings, maintaining the Life Line program, awarding an annual scholarship, organizing the semi-annual community blood drive, and putting together an annual teddy bear drive for young hospital patients.

The District is administered through 26 departments, including nursing, ER/ambulance, surgery, obstetrics, perioperative services, anesthesia, cardiopulmonary, employee health and case management, infection control, pharmacy, quality risk and management compliance, human resources, PR/foundation, medical staff, information systems, laboratory, radiology, rural health clinics, nutritional services, support services, financial services, patient financial services, dental clinic, general financial services, health information management, and materials management. The head of each department is accountable to the chief executive officer (CEO), chief nursing officer (CNO) or chief financial officer (CFO).

PHD receives contract services from other organizations. In addition to VEP physicians, a pharmacy group from Reno (Duro RX Relief) provides 24/7 on-call first dose review. The District also makes use of an auditing firm and legal services.

The District conducts annual employee evaluations as part of the Joint Commission requirement.⁸⁵ Each director and department manager is responsible for evaluating their respective subordinates. The CEO is evaluated by the Board of Directors. VEP staff are evaluated by both VEP and the District.

PHD also regularly evaluates its own performance through abbreviated annual reports to the community, monthly reviews for the Board and the community and budget process. The District also evaluates the success of meeting goals outlined in the strategic plan by applying certain measurements to various goals, strategies and tactics. The District's performance is additionally evaluated by the Office of Statewide Health Planning and Development (OSHPD) through benchmarking with other providers.

The District's clinic is a rural health clinic (RHC), which is a clinic certified by the Center for Medicare and Medicaid Services to receive special Medicare and Medicaid reimbursement. In California, clinics get certified through the California Department of Public Health acting as the State agency responsible for RHC certification.

According to the Code of Federal Regulations, an evaluation of a rural health clinic's total operation, including the overall organization, administration, policies and procedures covering personnel, fiscal and patient care areas, must be done at least annually. The evaluation may be done by the clinic, the group of professional personnel or through arrangement with other appropriate professionals.⁸⁶ If a formal Quality Assurance and Performance Improvement (QAPI) program is in place, this will meet the requirement for annual program evaluation.

The performance of PHD's clinic and the hospital are also evaluated by the Center for Medicare and Medicaid Services by means of the State agency (in this case Chico District Office of the California Department of Public Health) through legal compliance as assessed by reported incidents resulting in documented deficiencies.

PHD employee workload is tracked through an electronic time card system for bi-weekly payroll. The District also tracks patient census monthly. PHD reviews financial statements for payroll variances.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. The District does not have a formal capital improvement plan and plans for its capital improvement needs in its annual budgets. PHD plans for its future service needs and sets performance goals through a three-year strategic plan that was developed in 2012 and facilities master plan, which is currently on hold. The District reported that it would be addressing adopting a capital improvement plan in its strategic plan.

⁸⁵ PHD is accredited by the Joint Commission.

⁸⁶ 42 CFR 491.11.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the County Auditor. These budgets are to be filed and made available on request by the public at the County Auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.⁸⁷ The most recent audit for PHD was completed for FY 13. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County, as legally required.

The District reported that it would comply with the requirements of submitting its budget to the County Auditor within 60 days after the beginning of the fiscal year and annual audits to the County within 12 months of the completion of the fiscal year.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

The District reported that it had implemented multiple measures to improve operational efficiency in the last three years. Some of them included setting up a new electronic medical record system, improving the staffing ratio of nursing personnel, and reorganizing ambulance services.

In 1998, Plumas District Hospital was named one of the nation's 100 Top Hospitals for 1997 by HCIA, Inc. and William M. Mercer Incorporated.⁸⁸ The hospital was also named by iVantage as one of the top 100 critical access hospitals in the country in 2014, being the only hospital in California on that list.

Existing Demand and Growth Projections

Designated land uses within the District consist primarily of general forest, general agriculture, timberland production, and residential and commercial uses in Quincy and East Quincy areas.⁸⁹ The total boundary area of PHD is approximately 4,240 square miles.

Population

There are approximately 6,743 residents within the District, based on 2010 Census GIS estimates. The District's population density is about 1.6 residents per square mile.

⁸⁷ Government Code §26909.

⁸⁸ The annual study, 100 Top Hospitals—Benchmarks for Success, identifies U.S. hospitals delivering the most cost-efficient and highest quality medical care. Six of the region's top-performing hospitals are in California.

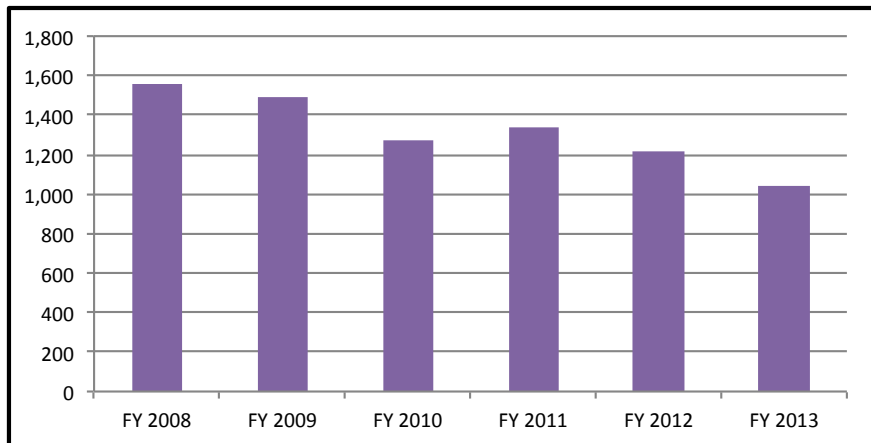
⁸⁹ Plumas County Parcel Application.

Existing Demand

The District hospital had a total of 1,045 patient days in FY 12-13,⁹⁰ which equates to 399 patients. The population served by PHD hospital in FY 12-13 was approximately 25 percent lower than the population served in FY 07-08. The average length of stay was also slightly shorter in FY 12-13 than in FY 07-08.

As shown in Figure 12-3, the number of patient days had been consistently dropping from FY 08 to FY 13.

Figure 13-3: Total Patient Days, in Thousands (FY 08 – FY 13)



Projected Growth and Development

Although no formal population projections have been made by the District, it is forecasted that there will be moderate growth in the next few years. PHD forecasts its future service needs by assessing the history of demand and analyzing provider-based and public surveys. Apart from the population growth, the District's demand for services is influenced by a number of factors, including number of primary care providers and specialists, condition of facilities and community outreach. The District anticipates that its service demand will increase due to availability of additional medical professionals, improved facilities and increased resident outreach. PHD is not aware of any planned or proposed development within its boundaries. It was reported that the District had sufficient capacity to accommodate the current level of demand and anticipated future demand.

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. Based on these projections, the District's population would increase from 6,743 in 2010 to approximately 7,013 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The District does not take part in reviewing plans for proposed developments.

⁹⁰ OSHPD, Hospital Summary Individual Disclosure Report, 07/01/2012-06/30/2013.

The District reported that it was interested in the possibility of consolidating with Indian Valley Healthcare District, which would increase PHD's constituent population and territory.

Financing

The District reported that its current financing levels were adequate to deliver services, however, multiple financing challenges were identified. The District is challenged by fluctuating patient volumes, decreased payment from insurance carriers and additional mandates requiring increased overhead. Additionally, financing is constrained by difficulty in collecting co-pay and self-pay from a small community, migration of services to a facility that provides more "one-stop shopping", uncompetitive wages resulting in high staff turnover, older population of the area that supplies a high number of Medicare patients causing lower reimbursements, and difficulty meeting financial demands for recruiting providers.

Additionally, the recent economic recession caused a decrease in utilization (as is also clear from Figure 13-3), the capping of a tax measure, which prevented the construction of a new hospital, decreased property values resulting in decreased revenues, higher deductible plans resulting in increased self-pay that is not collected, reduced frequency of visits, postponement or cancellation of elective visits, and staff seeking higher paying employment.

As a result of the described financial hardships the District was forced to implement cost containment strategies. PHD decreased staffing ratios, cross training and overtime surveillance, froze pay scales and reduced facility upgrades to a minimum. The District's overall costs were reported to be fairly static. The District also enrolled with a new group purchasing organization (GPO) to reduce supply costs.

PHD is considering new revenue streams, such as additional revenues brought by an increased primary care provider base, increased orthopedic specialist base, swing bed licensure, and increase in the number of specialty services.

The PHD FY 12-13 audit did not identify any deficiencies to internal control. The District has an internal fiscal control process in place to protect against improper use of funds. A new accounts payable vendor requires the approval of the Controller before information is entered into the system. Non-stock inventory items require a purchase order that is approved by the department manager and the chief financial officer (CFO) prior to ordering. Purchase orders are reconciled with vendor invoices before payment. Cash disbursements are authorized by the Controller or the CFO prior to processing. The District's accounts payable check stock is not pre-printed. All information, including the micro line that includes the bank account information is printed on the blank stock during the cash disbursement process. After cash disbursements are processed, a check register is provided to the Controller, who reviews it for unfamiliar vendors and missing or voided checks. The Board of Directors Finance Committee reviews and approves the accounts payable check register monthly.

In FY 13-14, the District received a total of \$19,984,298 in net operating revenue, including \$4,412,112 from inpatient revenue (13 percent of total patient revenue), \$5,111,015 from clinic revenue (15 percent), \$24,757,053 from outpatient revenue (72

percent), and \$2,423,191 from other operating revenue, less contractual allowances and provision for bad debt that amounted to \$16,719,073. During the same fiscal year, PHD received \$348,411 in non-operating revenue.

The District provides care to patients who meet certain criteria under its charity care policy without charge or at amounts less than its established rates. Because the District does not pursue collection of amounts determined to qualify as charity care, they are not reported as net revenue.

Revenue from the Medicare and Medi-Cal programs accounted for approximately 42 percent and 20 percent, respectively, of total patient revenue in FY 14.

Additionally, PHD receives revenue from County Service Area (CSA) 11 for provision of ambulance services. A majority of this funding comes from property taxes. Expenses for the ambulance department have been averaging about \$270,000 a year over the last three fiscal years. In FY 14, PHD received \$106,602 from CSA 11 to subsidize the operation of the District's ambulance service.

The District is also supported by the Plumas Healthcare Foundation. In the past the Foundation had used the donated funds to purchase a new photo therapy unit used to treat newborn jaundice for the hospital's obstetric department and a number of personal digital assistants (PDAs) for the nursing staff.

At the end of FY 2014, the District incurred \$20,436,481 in operating expenses. The largest amounts were spent on wages (44 percent), benefits (12 percent), professional fees (17 percent), supplies (seven percent), purchased services (five percent), and depreciation expense (five percent). The rest of the expenditures included contract labor, repairs and maintenance, lease and rentals, insurance, interest, and other. The net operating loss at the end of FY 14 amounted to \$452,183.

PHD plans its capital improvement needs in its annual budgets. In FY 14-15, the District has planned to conduct cosmetic renovations of 10 patient rooms funded by Plumas Healthcare Foundation and private parties.

For the past several years, the District has followed a policy of expending an amount equal to its annual depreciation on plant and equipment acquisitions. It is the intention of management to continue this policy in accordance with the availability of cash.

At the end of FY 13, the District's debt consisted of capital lease obligations totaling \$944,976, notes payable with an outstanding balance of \$1,821,124, and general obligation bonds, Series A, in the amount of \$690,000 for an aggregate outstanding long-term debt of \$3,456,100. Of this amount, \$1,119,975 was paid off in installments over the following 12-month period. The leases were retired in FY 14. The notes payable mature in 2017, and the general obligation bonds are due in 2017. At the end of FY 14, the District's long-term debt balance was \$1,843,509.

PHD maintains financial reserves, which at the end of FY 13-14 was \$927,367.19, with RBC Wealth investment. Some of the reserve funds will be used for ICD-10⁹¹ implementation that is scheduled for October/November 2015. The District expects its cash flow to be temporarily impacted during the conversion. PHD is also expecting to require the services of outsourced coders.

The District participates in a joint venture under a joint powers agreement (JPA) with the BETA Healthcare Group Risk Management Authority. The Authority was formed for the purpose of operating a comprehensive liability self-insurance program for certain healthcare districts of the Association of California Healthcare Districts, Inc. (ACHD). The Authority operates as a separate JPA established as a public agency separate and distinct from the ACHD. Each member hospital pays a premium commensurate with the level of coverage requested and shares surpluses and deficits proportionate to its participation in the Authority. The District maintains coverage on a claims-made basis.

The District's net position—the difference between assets and liabilities—is one way to measure the District's financial health or financial position. Over time, increases or decreases in the District's net position are indicators of whether its financial health is improving or deteriorating. The District's net position increased from June 30, 2013 to June 30, 2014 by \$515,203 or seven percent. Although the District's total assets decreased from FY 2013 to FY 2014, the liabilities decreased by a larger amount and thereby improving PHD's net position.

Information that is not reflected in the financial statements is also important to consider when assessing the strength of the District and its performance in providing services to the community. This information is in the form of statistical indicators common to healthcare facilities. A brief summary of these indicators and comparison for the last three fiscal years are set forth in Figure 13-4.

⁹¹ ICD-10 is the 10th revision of the International Statistical Classification of Diseases and Related Health Problems (ICD), a medical classification list by the World Health Organization (WHO). It contains codes for diseases, signs and symptoms, abnormal finding, complaints, social circumstances, and external causes of injury or diseases. The transition to ICD-10 is required for everyone covered by The Health Insurance Portability Accountability Act (HIPAA) by October 1, 2015.

Figure 13-4: Comparison of statistical indicators

Statistical Indicators	FY 2014	FY 2013	FY 2012
Patient Days	1,023	1,152	1,276
Admissions	381	398	426
Average length of stay	2.69	2.89	3.00
Average daily census	3.05	2.86	3.81
Newborn deliveries	72	68	72
Emergency department visits	3,874	4,184	4,224
Rural health clinic visits	30,328	27,847	28,109
Dental visits	2,493	3,179	4,487

Additionally, financial health of the District may be measured through ratios that illustrate the hospital's ability to meet its short-term obligations.

Two of such ratios are days of cash on hand and net days in patient accounts receivable. In FY 14, PHD had 52 days of cash on hand, compared to the California median of 17 and a national median of 54; and 85 net days in patient accounts receivable compared to the California median of 61.5 and national median of 54.

HEALTHCARE SERVICES

Service Overview

PHD provides services through a critical access hospital, an outpatient rural health clinic and a dental clinic. The hospital provides cardiopulmonary services, laboratory services, radiology, telemedicine, obstetrics, and surgery. The facility also includes an emergency room, which has been recently certified as “kid-qualified” by the Valley Emergency Physicians (VEP), which is a medical group that provides physician staffing in the PHD emergency room and in over 35 other hospitals in California and around the country. Additionally, the District provides ambulance services.

The District’s rural health clinic operates out of two locations, North Fork Family Medicine and Quincy Family Medicine, both situated within the District’s medical campus. A few years ago PHD bought a privately owned Quincy Family Medicine practice and incorporated it into a single Plumas Rural Community Clinic along with the existing North Fork Family Medicine.

The District is closely affiliated with the University of California, Davis and Feather River College, which allows PHD to access their resources and expertise.

PHD participated in a countywide health assessment study conducted by Plumas County. The District is a member of California Hospital Association and its rural sub-group.

Staffing

As previously mentioned in the *Management and Staffing* section of this report, PHD has 211 employees, out of whom 121 are medical personnel and 91 are administrative. There are approximately 155 FTEs. The hospital has six primary care physicians, two general surgeons, three mid-level providers, and seven part-time visiting specialists. Eighteen physicians from VEP have privileges in the District’s emergency room and staff the emergency department on a rotating schedule. The District’s medical staff represents specialties in cardiopulmonary, internal medicine, radiology, obstetrics, and infection control.

The emergency room has at least one physician on call 24 hours daily. Emergency response is provided by PHD ambulance service, which is staffed by paramedics and/or emergency medical technicians.

All doctors, nurses and other medical practitioners are expected to have appropriate certifications and licenses as mandated by law in order to practice in PHD hospital or clinics.

The District is assisted by 89 volunteers who mostly contribute their time at the thrift store and with PHD events.

Facilities and Capacity

The District’s entire medical campus located in Quincy consists of five buildings, including hospital building, North Fork medical building, administration, Quincy medical building, and human resources/dental clinic building.

The hospital building, located at 1065 Bucks Lake Road, was constructed in 1959 and has a 25-bed capacity. The current condition of the hospital facility is poor.

North Fork Family Medicine building located at 1060 Valley View Lane, opened in 1988 and is currently in good condition. Quincy Family Medicine building, which is located at 1045 Bucks Lake Road was built in 1980 and is in fair condition. The dental clinic, shared with the human resource department, was constructed in 1975 and is reported to be in poor condition. The administration building constructed in 2002 was reported by the District to be in fair condition. In addition, the District owns two small facilities (also located within the medical campus), one of which houses IT and finance departments, and the other contains health records. Both buildings are currently in poor condition.

Infrastructure Needs

PHD reported that its hospital building required renovation; specifically a new Emergency Department (ED) and operating room (OR) are needed. Additionally, the hospital needs new C-Arm Endoscopy and Telemetry. The human resources/dental clinic facility is in need of a new roof, as well as panoramic digital equipment.

Although the District had not identified any infrastructure needs for Quincy Family Medicine building and administration facility, both buildings were reported to be in fair condition and are in need of upgrades to improve their condition. Similarly, the IT/finance and health records buildings are in poor condition and require renovations.

Additional long-term infrastructure needs for the District include new lab and radiology facilities and cosmetic and minor structural upgrades of all buildings.

Challenges

PHD faces several challenges to the adequate provision of services. The primary difficulty identified is financial constraints that results from a difficult fiscal environment and economic recession as was described in detail in the *Financing* section. Additionally, the District has difficulty retaining and recruiting staff and medical providers and working within the condition of aging facilities and antiquated equipment.

Service Adequacy

There are several benchmarks that may define the level of healthcare service provided by an agency, such as complaints, patient outcomes, occupancy rates, staffing levels, costs, emergency room closures and workload, operating room use, and the extent to which residents go to other hospitals for service. Complaints, costs and staffing levels were discussed in the previous sections of this chapter. Indicators of service adequacy discussed here include 1) prevention quality indicators, 2) community-acquired pneumonia mortality rates, 3) inpatient mortality indicators, 4) hospital occupancy rate, 5) EMS ambulance diversion rates, 6) operating room use, 7) the extent to which residents go to other hospitals for service, 8) accreditation information, 9) incidents resulting in deficiencies, and 10) compliance with legal requirements. These indicators for measuring service adequacy are established by the Center for Medicare and Medicaid Studies (CMS) and Office of Statewide Health Planning and Development (OSHPD).

Although this data is not available specifically for PHD it is important to discuss Prevention Quality Indicators (PQIs).⁹² The latest PQI data is available per county for 2011. For six out of 10 indicators,⁹³ Plumas County hospitals had lower hospitalization rates than statewide, suggesting that residents there have better than statewide average access to outpatient care for these diseases. When a person receives early and proper treatment for specific medical conditions, disease complications may be reduced or eliminated, disease progression may be slowed, and hospitalization may be prevented. For four of the diseases, the hospitalization rates were higher than the statewide average.

Community-acquired pneumonia is one of the leading causes of death both nationwide and in California. For this reason, OSHPD chose it to be one of the conditions studied in the California Hospital Outcomes Program (CHOP), an initiative mandated by the State of California. The latest reports available are for 2003-2005. During that period, PHD had lower community-acquired pneumonia 30-day mortality rates than the State average.

Inpatient Mortality Indicators (IMIs) for PHD are available for heart failure, GI hemorrhage and pneumonia for 2011.⁹⁴ Evidence suggests that high mortality may be associated with deficiencies in the quality of hospital care provided. The IMIs are part of a suite of measures called Inpatient Quality Indicators (IQIs), developed by the Federal Agency for Healthcare Research and Quality (AHRQ) that provide a perspective on hospital quality of care. IMIs are calculated using patient data reported to OSHPD by all California-licensed hospitals. All IMIs include risk-adjustment, a process that takes into account patients' pre-existing health problems to "level the playing field" and allow fair comparisons among hospitals. The District's mortality rate in 2011 for heart failure was 11.5 percent compared to three percent statewide, for GI hemorrhage it was zero percent compared to 2.2 percent statewide, and 7.4 percent for pneumonia compared to 4.1 percent statewide. PHD is considered not significantly different from the statewide average for all mentioned Inpatient Mortality Indicators.

The District's hospital had an occupancy rate of 11.9 percent in FY 12-13, compared to a statewide average of 59.5 percent.⁹⁵ This occupancy rate suggests that service adequacy is satisfactory, and there are enough hospital beds in the area to serve patients as needed.

⁹² The Agency for Healthcare Research and Quality (AHRQ) has developed four types of Quality Indicators (QIs), measures of healthcare quality, that make use of hospital inpatient discharge data. Prevention Quality Indicators (PQIs) identify hospital admissions that evidence suggests may have been avoided through access to high-quality outpatient care. The PQIs are also called "ambulatory care-sensitive conditions" or "preventable hospitalizations." These measures assess the quality of the healthcare system as a whole, especially ambulatory care, in preventing hospitalizations due to potentially-avoidable medical complications.

⁹³ Diabetes short-term complications, perforated appendix, diabetes long-term complications, COPD or asthma in older adults, hypertension, heart failure, dehydration, bacterial pneumonia, urinary tract infection, angina without procedure, uncontrolled diabetes, asthma in younger adults, and lower extremity amputation among patients with diabetes.

⁹⁴ OSHPD did not report mortality rates for other conditions (for esophageal resection, pancreatic resection, abdominal aortic aneurism repair, craniotomy, percutaneous transluminal coronary angioplasty, and carotid endarterectomy) for the District because fewer than three procedures were performed or conditions were treated.

⁹⁵ OSHPD, *Annual Financial Disclosure Report*, June 30, 2013. Latest figure found for State of California was 2010, <http://www.oshpd.ca.gov/hid/Products/Hospitals/AnnFinanData/HospFinanTrends/>

Emergency room closure data was not available for recent years. The last year when this information was reported was 2007. For 2013, in lieu of emergency closure rates, EMS ambulance diversion rates were used as an indicator for emergency room use. In 2013, ambulances were not diverted to other hospitals from PHD.

The operating room at the PHD hospital was used for surgeries (both inpatient and outpatient) approximately four percent of the available time in 2013.⁹⁶ The operating room was used for outpatient surgery 1.26 times more than for inpatient surgery. The operating room appears to have sufficient capacity to accommodate existing demand and possible future growth.

The adequacy of hospital facilities and services in meeting the needs of Plumas County residents can be gauged by the extent to which residents travel outside their County to receive hospital services. The rates were calculated based on patient discharge data from OSHPD. About 36 percent of patients discharged from hospitals who live in Plumas County patronize the PHD hospital.

There are several major healthcare-related accreditation organizations in the United States: Healthcare Facilities Accreditation Program (HFAP), Joint Commission (JC), Community Health Accreditation Program (CHAP), Accreditation Commission for Health Care (ACHC), The Compliance Team – Exemplary provider programs, Healthcare Quality Association on Accreditation (HQAA), and DNV Healthcare, Inc. (DNVHC). For the State of California the primary accreditation organization is the Joint Commission. The Joint Commission is a not-for-profit organization that accredits and certifies more than 19,000 health organizations and programs in the country. Accreditation can be earned by an entire healthcare organization, for example, hospitals, nursing homes, office-based surgery practices, home care providers, and laboratories. In California, the Joint Commission is part of the joint survey process with State authorities. Hospitals are not required to be accredited in order to operate. Accreditation generally recognizes outstanding performance by a healthcare provider. PHD is the only hospital in the region, which is accredited by the Joint Commission.

The operations of the PHD clinic and the hospital maybe evaluated through the number of incidents resulting in a documented deficiency. The California Department of Public Health Chico District Office indicated that there were eight incidents reported regarding the hospital in the last two years and one incident concerning Plumas Rural Community Clinic. The incident at the Clinic was rectified and did not result in a documented federal deficiency.

Plumas Rural Community Clinic may also be evaluated through the compliance with legal requirements for rural health clinics. Rural health clinics are required to use a team approach of physicians and midlevel practitioners such as nurse practitioners, physician assistants, and certified nurse midwives to provide services. The clinic must be staffed at least 50 percent of the time with a midlevel practitioner. RHCs are required to provide

⁹⁶ Operating room use rates are calculated as the number of surgery-minutes divided by the annual capacity of the operating rooms (number of minutes in a year is based on 24-hour use).

outpatient primary care services and basic laboratory services. Plumas Rural Community Clinic reportedly complies with all the requirements.

Service Updates

As of March 27, 2015 and since the data collection process for the MSR, the District has implemented the following updates:

- ❖ Two family practitioners who also perform obstetrics have been recruited and will start their employment in July of 2015;
- ❖ One general surgeon has been recruited to join the District's existing surgeon. He will start in July 2015 with one day per week committed to performing outpatient services at Eastern Plumas Healthcare District;
- ❖ PHD will soon start using a family physician who has trained in OB fellowship in an outreach prenatal clinic at Seneca Hospital in Chester;
- ❖ OSHPD approved renovations to two inpatient rooms in the District's Adopt-a-Room program. Two and possibly three more rooms have been committed by the community to be adopted;
- ❖ Hospital lobby has been adopted for renovation by Plumas Bank;
- ❖ Digital mammography has been acquired, accredited and utilized for approximately the last three months;
- ❖ An entire restructure/reorganization of PHD clinics is being undertaken (including renovations) to accommodate additional specialty services as well as the three new physicians joining the team in July 2015;
- ❖ The District hired a new dentist who is now taking new Medi-Cal patients;
- ❖ PHD is now participating in the Medi-Cal MAA program. This requires time study tracking by multiple personnel involved in improving patient access to care. Medi-Cal revenues are generated through these time studies;
- ❖ PHD is pursuing a Rural Center of Excellence designation through UC Davis;
- ❖ The District is starting a pilot study of "Care Coordination" with Renown Health in Reno, NV;
- ❖ PHD is increasing collaboration with Feather River College to improve college student access to care;
- ❖ The District is also increasing collaboration with Plumas County Public Health Agency;
- ❖ PHD has come very close to starting its new Swing Bed program for subacute patients.

PLUMAS HEALTHCARE DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ There are approximately 6,743 residents within Plumas Healthcare District (PHD).
- ❖ The District experienced a decrease in service demand in the last few years due to residents migrating out of the area because of the recent recession.
- ❖ The District anticipates that its service demand will experience a moderate increase due to availability of additional medical professionals, improved facilities and increased resident outreach.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ The District's existing facilities have the capacity to adequately serve current demand and potential future growth based demand. However, capacity is constrained by the fair condition of most of the facilities.
- ❖ PHD hospital building requires renovation. Additionally, the hospital needs new C-Arm Endoscopy and Telemetry. The human resources/dental clinic facility is in need of a new roof, as well as panoramic digital equipment. Quincy Family Medicine building and the administration building require upgrade to improve their condition. Similarly, the IT/finance and health records buildings need renovations. The District has started implementing some of the upgrades.
- ❖ The District plans its capital improvements in its budgets. There is no formal capital improvement plan (CIP).
- ❖ The District reported that it would be addressing adopting a capital improvement plan in its strategic plan.
- ❖ PHD provides adequate services based on multiple service adequacy indicators, including 1) prevention quality indicators, 2) community-acquired pneumonia mortality rates, 3) inpatient mortality indicators, 4) hospital occupancy rate, 5) EMS ambulance diversion rates, 6) operating room use, 7) the extent to which residents go to other hospitals for service, 9) incidents resulting in deficiencies, and 10) compliance with legal requirements.

- ❖ The District's hospital is an award winning hospital and is accredited by the Joint Commission.

Financial Ability of Agencies to Provide Services

- ❖ The District reported that its financing levels were adequate to sustain current operations. However, the District identified multiple financing challenges caused in part by the recent economic recession. As a result, PHD implemented a number of cost containment strategies and is considering new revenue streams.
- ❖ A vast majority of the District's income comes from charges for services. The largest expenditures are salaries and benefits.
- ❖ PHD keeps its financial reserve, which at the end of FY 13-14 was \$927,367.19, in an investment firm.
- ❖ At the end of FY 14, the District's long-term debt balance was \$1,843,509 and consisted of notes payable and general obligation bonds.
- ❖ Based on financial position, statistical indicators and financial ratios, PHD appears to be in adequate financial health with a few challenges that the District makes efforts to overcome.
- ❖ The PHD FY 12-13 audit did not identify any deficiencies to internal control. The District has an internal fiscal controls process in place to protect against improper use of funds.

Status of, and Opportunities for, Shared Facilities

- ❖ The District shares its facilities with contracted physicians from Valley Emergency Physicians (VEP).
- ❖ The District participates in a joint venture under a joint powers agreement (JPA) with the BETA Healthcare Group Risk Management Authority.
- ❖ The District is closely affiliated with the University of California, Davis and Feather River College, which allows PHD to access their resources and expertise.
- ❖ PHD participated in a countywide health assessment study conducted by Plumas County. The District is a member of California Hospital Association and its rural subgroup.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ PHD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo. The District responded to the questionnaires and cooperated with the document requests.
- ❖ PHD practices outreach efforts through participating in community events and keeping its customers informed through its website and print media.

- ❖ The District reported that it was interested in the possibility of consolidating with Indian Valley Healthcare District.

14. QUINCY COMMUNITY SERVICES DISTRICT

Quincy Community Services District (QCSD) provides water, wastewater and solid waste services in the western portion of the American Valley. A Municipal Service Review was last conducted for the District in 2007.

AGENCY OVERVIEW

Background

QCSD was formed in July of 1989 and absorbed the duties, properties and powers of the County Service Area (CSA) 13 and Quincy Sanitary District. The District has been operating an EPA-funded wastewater treatment plant since early 1980s and currently treats sewage from both, QCSD and East Quincy Services District (EQSD). As part of the wastewater treatment facility operations, QCSD administers the Disposal Agreement for effluent irrigation on the Leonhardt Ranch. Also in 1989 QCSD took over a privately owned water system upon a favorable vote of the users and started providing water service to its customers.

The principal act that governs the District is the State of California Community Services District Law.⁹⁷ CSDs may potentially provide a wide array of services, including water supply, wastewater, solid waste, police and fire protection, street lighting and landscaping, airport, recreation and parks, mosquito abatement, library services; street maintenance and drainage services, ambulance service, utility undergrounding, transportation, abate graffiti, flood protection, weed abatement, hydroelectric power, among various other services. CSDs are required to gain LAFCo approval to provide those services permitted by the principal act but not performed by the end of 2005 (i.e., latent powers).⁹⁸

QCSD is located in the central part of Plumas County and encompasses a western portion of the community of Quincy, which also serves as a County seat. The closest water and wastewater collection provider is East Quincy Services District (EQSD) located to the east of QCSD and serving the eastern portion of Quincy.

Boundaries

QCSD's boundary is entirely within Plumas County. The present bounds encompass approximately 2.6 square miles. There have been three annexations since the District's formation in 1989. The latest annexation occurred in 2010 and involved Sprayfield Property. In 2010, QCSD consolidated with East Quincy CSD to form the American Valley CSD, but dissolved back to two separate districts less than a year later. All the boundary reorganizations for the District are shown in Figure 14-1.

⁹⁷ Government Code §61000-61226.5.

⁹⁸ Government Code §61106.

Figure 14-1: QCSD List of LAFCo-approved Border Changes

<i>Project Name</i>	<i>Type of Action</i>	<i>Year</i>	<i>Recording Agency</i>
Quincy Community Services District	Formation	1989	SBOE
Beesken Lane Territory	Annexation	1991	SBOE
Feather River College et al	Annexation	2005	SBOE
Sprayfield Property	Annexation	2010	LAFCo
Formation of AVCSD (QCSD and EQCSD)	Consolidation	2010	LAFCo
QCSD formation after AVCSD split	Dissolution	2011	LAFCo

Sphere of Influence

In 2007, after the adoption of the joint MSR for EQSD and QCSD, Plumas LAFCo adopted a joint SOI for both districts encouraging their consolidation. After their consolidation in 2010, the districts split back up into two in 2011 after the withdrawal of EQSD. QCSD currently has a provisional sphere of influence, which is coterminous with the District's boundaries.

Extra-territorial Services

QCSD provides extra-territorial services to EQSD by treating its wastewater at the District's wastewater treatment plant. In 1995, the two districts entered into a 40-year joint powers agreement for the joint use of the plant.

Additionally, QCSD provides water and sewer services outside of the District's boundaries within Feather River RV Park (partially located within the District's boundaries). The RV Park is billed monthly. There is no out-of-area service agreement in place since the services commenced prior to 1994.

The District is a member of American Water Works Association, California Rural Water Association, California Special District Association, California Water Environment Association, and North Cal-Neva Resource Conservation and Development.

There are areas within QCSD boundaries where the District does not provide water services. Feather River College, located within the District's boundaries operates an independent water system from the District. The College's water system serves the College, Feather River Apartments, and the Plumas County Annex. The District's licensed backflow tester is testing the College's multiple backflow devices. Additionally, the property located at 444 W. Main Street is served by EQSD water, and QCSD is billed for it.

Another area within the District where QCSD is not providing services is the property owned by the County Community Development Commission, which has a grant to have water and sewer provided to the property. Water and sewer services within the property are provided by EQSD according to an out-of-area service agreement (OASA) issued by Plumas County LAFCo on November 24, 2014.⁹⁹ As stated in the OASA, an application for detachment of the property from QCSD and annexation to EQSD must be filed by the County Community Development Commission with LAFCo within 60 days of execution of the OASA administrative order otherwise the out-of-area service agreement will be null

⁹⁹ 2014 OASA-001

and void and automatically terminated. As of March 27, 2015, the required application has not yet been filed.

Auditing services are provided by Singleton and Auman, while legal services are received from Jan Klement, Attorney at Law. The District receives accounting consultation from Bequette and Kimmel Accountancy Corporation.

Areas of Interest

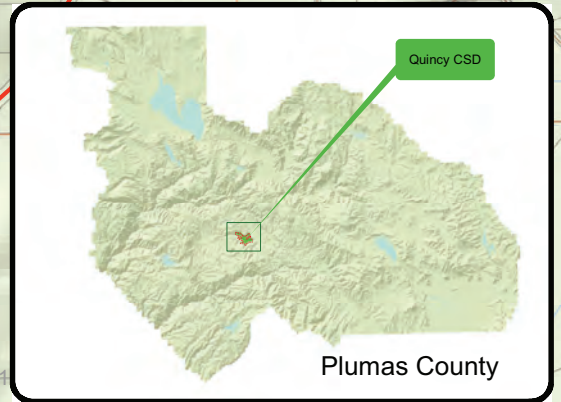
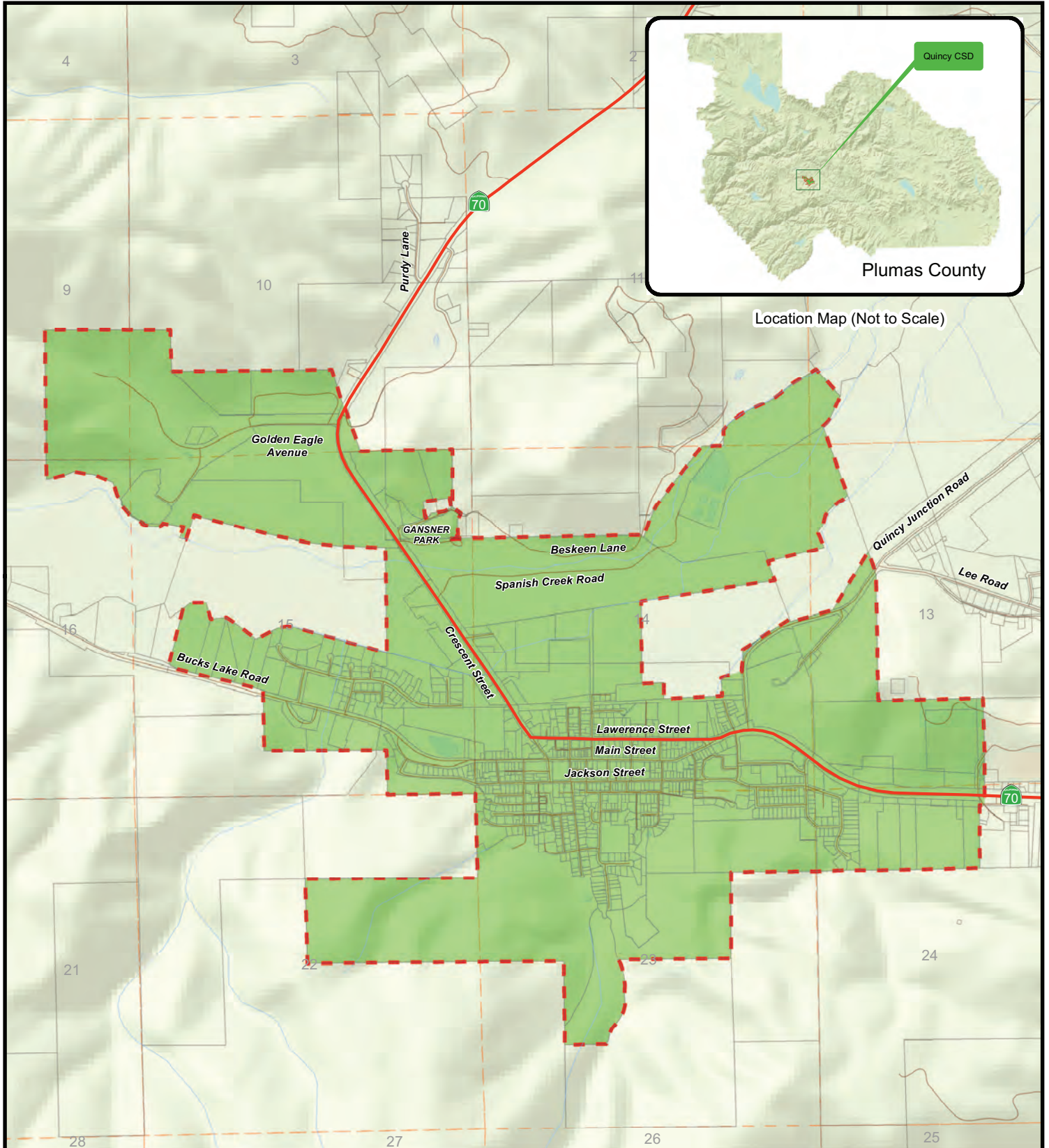
An area of interest for QCSD is the East Quincy CSD. Despite the recent consolidation and dissolution history, the districts are likely to merge again.

In 1995, EQSD and QCSD entered into the American Valley Community Services Authority (AVCSA) Joint Powers Agreement, the ultimate goal of which was the consolidation of the two districts. Resolutions were adopted by AVCSA for joint use of the wastewater plant, construction of an intertie pipeline for water service and adoption by the districts of common connection fees and fee determination methodologies. The two districts consolidated in 2010, but in 2011 due to disagreements between the members of the AVCSA JPA Board and the respective Boards, AVCSA JPA Board voted to not pursue this reorganization further and provide services as two separate districts as they had been in the past. The JPA is currently still in existence. QCSD reported that it would consider re-consolidation if EQSD is amenable to the idea.

Quincy Community Services District

Range 9 East

Township 24 North



Location Map (Not to Scale)

Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies
- Parcels
- Sectional Grid (MDB&M)
- Quincy Community Services District
- Quincy Community Services District Sphere of Influence

0 0.25 0.5 1 Miles



Quincy CSD
Resolution: 2011-0009
Adopted: February 6, 2012

Quincy CSD (SOI)
Resolution: 2011-0009
Adopted: February 6, 2012

Source: Plumas LAFCo Map Created 6/15/2014

Accountability and Governance

QCSD is governed by a five-member Board of Directors who are elected at large to staggered four-year terms. There are currently no vacancies. Current board member names, positions, and term expiration dates are shown in Figure 14-3.

The Board meets on the second Thursday of every month at nine in the morning at the district office boardroom at 900 Spanish Creek Road in Quincy. Board meeting agendas are posted on the website, QCSD office front door, Plumas County Public Library, and bulletin board outside of the U.S. Post Office. Minutes are available upon request and online.

Figure 14-3: QCSD Governing Body

Quincy Community Services District				
District Contact Information				
Contact:	Larry Sullivan, General Manager			
Address:	900 Spanish Creek Road, Quincy, CA 95971			
Telephone:	530-283-0836			
Email/website:	www.quincycsd.com			
Board of Directors				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Denny Churchill	President	December 2017	Elected	4 years
Ruth Jackson	Vice-president	December 2017	Elected	4 years
Richard Castaldini	Director	December 2017	Elected	4 years
James Bequette	Director	December 2015	Elected	4 years
Douglas Ely	Director	December 2015	Elected	4 years
Meetings				
Date:	Second Thursday of every month at 9:00am.			
Location:	District office boardroom at 900 Spanish Creek Road, Quincy.			
Agenda Distribution:	Posted on the District website.			
Minutes Distribution:	Available upon request and on the website.			

The District's Board members are compensated at \$30 an hour, \$100 maximum a day and \$600 maximum per month. Travel and training expenses may be reimbursed.

Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's Board members last received ethics training in March 2014. The District has established a written policy on expense reimbursement.

In addition to the required agendas and minutes, the District tries to reach its constituents through making its information, including contact and Board meeting

information, staff information, and job opportunities available on its website. Additionally, QCSD makes its information available through mailings, phone tree, newspaper, and email.

If a customer is dissatisfied with the District's services, complaints may be submitted through the District's staff. The information is then passed on to the office manager if a complaint is not resolved. The next step up is the lead operator or the general manager. If the complaint is still not resolved by then, it is passed on to be Board of Directors. There were no complaints received by the District in 2013.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the special districts. Each district holds responsibility for collecting the Forms 700 and maintaining copies in their records. All of the District's Board members filed Forms 700 for 2013.

QCSD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo. While the District faced challenges responding to questionnaires and requests for information under a specific deadline all the information was eventually provided.

Planning and Management Practices

QCSD has seven full-time and two part-time employees. In addition, QCSD utilizes a contract accountant to assist in tracking income, expenses and payroll. The seven full-time positions (employed at 40 hours a week) include a general manager, lead operator and laboratory director, office manager, administrative assistant, operator I, operator II, and a mechanic II. The two part-time positions are an accounting clerk and laboratory technician.

The general manager, who is accountable to the Board of Directors, is responsible for the day-to-day operations of the District. The general manager oversees office manager and lead operator/lab directors. Administrative assistant and accounting clerk report to the office manager; operator/lead mechanic, operators and lab assistant are accountable to lead operator/lab directors.

The District's staff is evaluated annually by the general manager. The Board of Directors evaluates the general manager. QCSD does not perform evaluations of the District as a whole through annual reports or benchmarking.

The staff's workload is tracked through timesheets.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. QCSD plans for its capital improvement needs through a Capital Improvement Plan (CIP). The Budget Committee along with the General Manager review it as needed and update annually. The plan was last updated in 2014 and has a planning horizon of five years.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or

five-year schedule.¹⁰⁰ The most recent audit for QCSD was completed for FY 13. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required. QCSD reported that it was in compliance with the legal requirements.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

Existing Demand and Growth Projections

Land uses within the District are mainly residential, suburban, agricultural, commercial, and recreational. The District's bounds encompass nearly 2.6 square miles.

Population

According to the GIS analysis of the 2010 Census population data, there are 1,750 residents within QCSD. The population density is 673 people per square mile.

Existing Demand

The District reported that it had observed no change in population and service demand in the last five years. The demand stayed the same or slightly decreased. The number of water connections stayed at 767 from 2009 through 2012, after which it went up to 768. The number of wastewater connections from 2009 to 2014 fluctuated between 769 and 767. Peak demand time for water and wastewater is usually during July and August.

Projected Growth and Development

Although no formal population projections have been made by the District, it is anticipated that there would be little to no growth in the next few years. QCSD is not aware of any planned developments within the District boundaries.

The District reported that it had sufficient capacity to provide wastewater services to its current and future service area. However, to be able to meet the water demand, QCSD has to use the intertie and pull water from EQSD.

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. Based on these projections, the District's population would increase from 1,750 in 2010 to approximately 1,820 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

¹⁰⁰ Government Code §26909.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

With regard to future growth alternatives, although EQSD and QCSD dissolved, there is a possibility that the two districts may reunite which would again change the governance structure as well as boundaries of the two agencies. QCSD is reportedly interested in re-consolidation.

Another reorganization alternative for QCSD is the detachment of the property owned by the County Community Development Commission and served by EQCSD, as was previously described in the *Extra-territorial Services* section. On April 14, 2014 QCSD passed a resolution requesting Plumas Local Agency Formation Commission to take proceedings for the detachment of the aforementioned property.¹⁰¹ The detachment is pending the application to LAFCo by the County Community Development Commission.

Financing

The District reported that its financing level was adequate to deliver services. No financing challenges were identified. The District has budgeted for the collection system upgrade with grants and USDA loan.

The FY 12-13 audit identified two material weaknesses in internal control, which expose QCSD to risk of financial statement misstatement and the potential risk of errors and fraud. One of the material weaknesses is the District's inadequate segregation of duties. The District responded that it could not with its current budget hire an adequate number of employees to insure that custody of assets and accountability for assets is separated. QCSD believes that being aware of this weakness will insure that existing employees and Board members will maintain diligence to potential risks of not having an adequate segregation of duties. Another weakness identified is that similar to many other small special districts, QCSD does not have policies and procedures in place to ensure that complete and accurate financial statements, MD&A and footnote disclosures are prepared to accordance with GAAP prior to the annual audit. Management relies upon the auditor to recommend footnote disclosures for the financial statement and to prepare adjusting journal entries for approval in order to report financial information in accordance with GAAP. The District has determined that the costs of correcting this control weakness outweigh the benefits to be received. QCSD will continue to rely on the independent auditor to prepare its annual financial statements. The District reported that its MD&A and footnote disclosures were prepared in accordance with GAAP prior to the annual audit.

In FY 14, the District received about \$1.9 million in revenue, including 31 percent from water charges, 32 percent from wastewater service charges, 18 percent from EQSD service charges, nine percent from USDA reserve collected, and six percent from property tax revenue. Other revenue sources included fire protection, set up fees, connection fees, sale

¹⁰¹ QCSD Resolution 2014-02.

of reclaimed water, backflow testing, electric revenue from EQSD, rents and leases, franchise fees, interest revenue, penalties, and rural electric capital credits.

The dominant source of funding for the District is user charges paid by the QCSD's water and wastewater customers. The District's fee schedule is updated annually. Monthly water charges are based on meter size and vary from \$26.75 to \$609.06. Commodity rates are \$0.158 per 100 gallons for first 2,300 gallons and \$0.181 per 100 gallons for over 2,300 gallons. Residential wastewater rates are \$45.82 per month for single-family residential customers and \$40.77 for multi-family unit. Non-residential sewer rates are based on meter size and vary between \$8.54 per month and \$151.90 per month. Commodity rates are \$0.528 per 100 gallons for low-strength user, \$0.651 per 100 gallons for medium-strength user, \$0.959 per 100 gallons for high-strength user, and \$0.485 per 100 gallons for schools. EQSD pays QCSD \$21.17 per dwelling unit equivalent, which amounts to about \$29,426 a month.

The formal relationship between the two districts was wrought by the American Valley Community Services Authority (AVCSA) Agreement Resolution 95-1A to purchase wastewater treatment in 1995. The agreement included a provision titled "1. Joint Use Buy-in," which specified a lump sum payment to QCSD in the amount of \$1,996,000 to guarantee treatment capacity at the existing wastewater treatment plant (WWTP) for at least 40 years. In addition to the 40-year treatment capacity buy-in, a formula of EQSD monthly service payment was also established, which has since then been amended multiple times.

QCSD does not collect any benefit assessments or special taxes.

During FY 14, the District spent \$1.4 million, including 27 percent on salaries and wages, 17 percent on employee benefits, six percent on operating supplies, nine percent on utilities, five percent on maintenance, five percent on state-required engineering reports, and seven percent on USDA debt service. Other expenditures included overtime wages, pager duty, directors' fees, insurance, memberships expense, office expense, credit card transaction fees, printing, postage and publication, travel and training, professional services, mapping and CAD services, telemetering maintenance, gas, oil and fuel, lab services, USGS Spanish Creek monitoring, water purchases from EQSD, NPDES, safety expense, state monitoring fees, biosolids disposal, and pilot projects expense.

QCSD keeps multiple financial reserves, the balance in which amounted to approximately \$2.2 million at the end of FY 12-13. Wastewater System Collection reserve's (\$226,950) purpose is the replacement of wastewater infrastructure. The Treatment Plant reserve (\$298,491) and the Wastewater Asset reserve (\$10,867) were established for treatment system and facility replacement. The Water Facility Replacement reserve (\$294,667) is for water system and building replacement. The unrestricted reserve for contingencies had a balance of \$1,344,091 at the end of FY 12-13.

The District plans for its capital improvement needs through a Capital Improvement Plan, which is updated annually. The District's CIP last updated in November of 2014 lists the infrastructure needs for wastewater treatment plant, wastewater collection system and water system. The wastewater treatment plant projects include mapping, grit auger, lab equipment, pumps and motors (stormwater, recycle, irrigation, well), replacement of backhoe, berm repairs, replacement 250, chlorine system repairs (repair concrete basin), copier, replacement of phone system, pond B1 and B2 inflow, repair of leaks in irrigation

ditches, grit chamber and air lift system, plant water lines and valves, diffuser improvements, berm project, and filtration and UV disinfection project. The five year total for these projects amounts to \$6,181,750, \$200,000 of which will be financed by grants. Similarly the planning horizon for wastewater collection improvement program is five years. The infrastructure needs that are expected to have a total cost of \$836,458 in FY 18-19, include mapping, telemetry/SCADA, capitol, replacement of backhoe, replacement 250, copier, phone system, sewer lateral cleanouts and manhole spot repairs, USDA-RC collection project, USDA collection project paving, and Buchanan, Old MV road, and Baker Way (plans and specs). The planned water system projects consist of water meter replacement and upgrade, mapping, copier, telemetry PRV/SCADA, lab equipment, spring system improvements, Leonard/Andy's way loop, replacement 250, replacement of backhoe, water storage tank Boyle #1, water storage tank Goodwin, replacement of copper lines and setters, replacement of phone system, improvement of water supply/test well, Central, Edwards, Summerfield, booster station and building, and Boyle Creek water line. The estimated five-year total is \$1,715,130. Some of the wastewater treatment plant projects, wastewater collection system projects and water projects overlap.

The District's long-term debt is represented by non-interest-bearing Plumas-Sierra Rural Electric Cooperative Capital lease with the original balance of \$6,460 and monthly payments of \$18 through 2029. Additionally, the District obtained a loan in the amount of \$3,040,000 from USDA to fund a wastewater improvement project. As of June 30, 2013, the loan proceeds were partially unspent; the debt balance was \$2,939,790. The loan is expected to be paid off by 2052.

WATER SERVICES

Service Overview

The District supplies untreated water obtained from wells, a springline and EQSD to 768 active customers, including 586 residential, 149 commercial, three industrial, 24 public, and three irrigation. There is an intertie valve between QCSD and EQSD to supply water to QCSD when needed. The District has an agreement with EQSD to obtain up to 350 gallons per minute (gpm); however, the supply of water to QCSD is contingent on EQSD meeting its system demands first. The property located at 444 W. Main Street (within QCSD) is served by EQSD water, and QCSD is billed for usage.

There are no water connections outside of the District's boundaries.

Staffing

Maintenance and operation of the water system are provided directly through district staff.

The District has six employees directly involved in the water operations. Two of them hold Water Treatment Grade 1 and two hold Water Treatment Grade 2 certifications. Additionally, two employees are certified as Water Distribution Grade 1, one as Water Distribution Grade 2 and one as Water Distribution Grade 3.

Facilities and Capacity

The District owns and operates six wells, including Well #1 Norton, Well #2 Bellamy, Well #3 Coburn, Well #4 High School, Well #6 Sunset, and Well #7 Boyle. Additionally, QCSD owns spring overflow and spring main. Water from EQSD is received via the intertie valve. The District has not reported the location, date of construction, or the condition of its infrastructure.

According to the Department of Public Health (DPH) 2012 inspection report, the District is considering constructing an additional well to help minimize the usage of Wells #1 and #6. These wells have water quality issues even though they meet primary water quality standards. Well #1 is not used due to MTBE being detected in the water, and Well #6 is not normally used due to high TDS in the water causing taste and odor complaints. Both wells have SCADA installed, which can be used if needed. QCSD has recently installed a valve at Well #6 to flush the main. A more detailed description of water sources is shown in Figure 14-4.

QCSD relies on groundwater from the American Valley groundwater basin for its well water supply.

Figure 14-4: QCSD water sources

Source	Capacity
Well #1	250 gpm
Well #2	220 gpm
Well #3	30 gpm
Well #4	55 gpm
Well #6	100 gpm
Well #7	50 gpm
Spring	90 gpm
Total well & spring capacity	795 gpm
Purchased Water	
EQSD	350 gpm
Total Capacity	1,145 gpm

Operation of the wells is controlled by SCADA, which utilize level controllers in the storage tanks. Water from the spring serves the Stephen Pressure Zone by gravity with the excess water sent to the tank for use in the main distribution zone. Storage tanks float on the distribution system. Except for the greensand filter at Well #1, no treatment is provided for the spring or the wells as the raw groundwater meets all state primary standards. Water production records provided by the District show a significant drop in water usage since the District began informing its customers of the merits of water conservation. The District has adequate source capacity to meet maximum day demand with all of its permitted sources in use. However, since QCSD does not use Well #1 because of past taste and odor complaints associated with trace amounts of MTBE, it does rely on the intertie with EQSD to help ensure it meets domestic water demand in the summer months. Well 6 is not normally used due to high TDS also causing taste and odor problems; however, the District reported that it would use it first if necessary before Well #1, to provide domestic water for the system.

The District's distribution system consists of 17 miles of C-900 and PVC pipes that were reported to be in good condition. The District operates two pump stations. QCSD owns approximately 80 fire hydrants located all over its boundary area.

The District's total water storage capacity is 1.8 million gallons. Water is stored in two water tanks made from welded steel with 1.5 million gallon and 0.3 million gallon capacity. The DPH reports that both tanks appear to be well maintained and in good condition. For water systems with less than 1,000 service connections the California waterworks standards requires the storage capacity to be equal to or greater than the maximum day demand, unless the system can demonstrate that it has additional source capacity to meet peak demands. According to DPH, the District provides sufficient storage capacity to meet the waterworks standards.

The District's total water source capacity is 1.65 mgd. The QCSD's peak day demand is 0.66 mgd or 40 percent of the total capacity.

According to DPH inspection report the District has sufficient source capacity to supply current maximum day demands and is in compliance with waterworks standards.

The District conducts its emergency planning through Emergency Notification Plan. The District considers itself in good position to sustain drought and does not plan to change its supply in drought years. Conservation practices include mandatory water restriction in accordance with the State of California requirements.

Infrastructure Needs

The main infrastructure needs for the District's water system are water meter replacement and upgrade, spring system improvements, upgrades on both water tanks, and improving water supply. Additionally, the District would like to construct a booster station and install the Boyle Creek water line. All infrastructure needs and associated costs are recorded in the District's five-year CIP last updated in 2014. No funding sources were identified.

Challenges

The District has not identified any challenges to water service provision.

Service Adequacy

This section reviews indicators of service adequacy, including the California Department of Public Health system evaluation, drinking water quality, and distribution system integrity.

The DPH is responsible for the enforcement of the federal and California Safe Drinking Water Acts and the operational permitting and regulatory oversight of public water systems. Domestic water providers of at least 200 connections are subject to inspections by DPH. During the Department of Public Health's most recent annual inspection in 2012, DPH reported that the District's domestic water supply system is "managed and operated in a manner that meets good waterworks practices." During the inspection it was determined that water in Well #6 transmission main was of poor aesthetic quality due to the well not being used. It was concluded that QCSD needed to install a flushing valve on transmission main so it could be flushed on a routine basis to keep the transmission water fresh. The District reportedly has complied with this requirement.

Drinking water quality is determined by a combination of historical violations reported by the EPA and the percent of time that the District was in compliance with Primary Drinking Water Regulations in 2013. QCSD had three health based violations in 2002, 2009 and 2012, all related to coliform. Additionally, there was one monitoring violation in 2007, also related to coliform. The District was in full compliance with Primary Drinking Water Regulations for 365 days in 2013.

Indicators of distribution system integrity are the number of breaks and leaks in 2013 and the rate of unaccounted for distribution loss. The District reported that there were no leaks or pipeline breaks in 2013. QCSD estimates that it loses approximately 6.8 percent of water between the water source and the connections served.

Figure 14-5: QCSD Water Service Adequacy Indicators

Water Service Adequacy and Efficiency Indicators				
Service Adequacy Indicators				
Connections/FTE		128	Distribution Loss Rate	6.8%
MGD Delivered/FTE		0.07	Distribution Break Rate ¹	0
Distribution Breaks & Leaks (2013)		0	Total Employees (FTEs)	6.00
Customer Complaints CY 2013: 0		Odor/taste 0, color/leaks 0, pressure 0, other 0		
Drinking Water Quality Regulatory Information ²				
	#	Description		
Health Violations	3	Coliform		
Monitoring Violations	1	Coliform		
DW Compliance Rate ³	100%			
Notes:				
(1) Distribution break rate is the number of leaks and pipeline breaks per 100 miles of distribution piping.				
(2) Violations since 2000, as reported by the U.S. EPA Safe Drinking Water Information System.				
(3) Drinking water compliance is percent of time in compliance with National Primary Drinking Water Regulations in 2013.				

Figure 14-6: QCSD Water Service Tables

Water Service Configuration & Infrastructure					
Water Service		Provider(s)		Water Service	Provider(s)
Retail Water	QCSD		Groundwater Recharge		None
Wholesale Water	None		Groundwater Extraction		QCSD
Water Treatment	None		Recycled Water		None
Service Area Description					
Retail Water		768 customers, including 586 residential, 149 commercial, 3 industrial, 24 public, and 3 irrigation.			
Wholesale Water		None			
Irrigation Water		Provides irrigation water to three connections.			
Water Sources		Supply (Acre-Feet/Year)		Maximum	Safe/Firm
Source	Type	2013			
American Valley GW Basin	Groundwater	452.83		N/P	N/P
System Overview					
Average Daily Demand		0.35 mgd	Peak Day Demand	0.66 mgd	
Major Facilities					
Facility Name	Type	Capacity		Condition	Yr Built
Well 1 Norton	Well	250 gpm		N/P	N/P
Well 2 Bellamy	Well	220 gpm		N/P	N/P
Well 3 Coburn	Well	30 gpm		N/P	N/P
Well 4 High School	Well	55 gpm		N/P	N/P
Well 6 Sunset	Well	100 gpm		N/P	N/P
Well 7 Boyle	Well	50 gpm		N/P	N/P
Spring Overflow	Spring	30 gpm		N/P	N/P
Spring Main	Spring			N/P	N/P
Tank 1	Tank	1.5 mg		N/P	N/P
Tank 2	Tank	0.3 mg		N/P	N/P
Other Infrastructure					
Reservoirs		0	Spring	1	
Pump Stations		2	Storage Capacity (mg)	1.80	
Production Wells		6	Pressure Zones	1	
Storage tanks		2	Pipe Miles	17	
Facility-Sharing and Regional Collaboration					
Current Practices: There is an intertie valve between QCSD and EQCSD to supply water when needed to QCSD.					
Opportunities: No additional opportunities were identified.					
Notes:					
(1) N/A means Not Applicable, N/P means Not Provided, mg means millions of gallons, af means acre-feet.					

Water Demand and Supply							
Service Connections		Total	Inside Bounds		Outside Bounds		
Total		768	768		0		
Residential		586	586		0		
Commercial		149	149		0		
Industrial		3	3		0		
Public		24	24		0		
Irrigation		3	3		0		
Average Annual Demand Information (Acre-Feet per Year)							
	2000	2005	2010	2013	2020	2025	2030
Total	445	412	377	395	N/P	N/P	N/P
Residential	291.99	252.77	239.79	247.46	N/P	N/P	N/P
Commercial/Industrial	153.28	133	112.72	115.18	N/P	N/P	N/P
Irrigation	-	26.15	24.79	32.54	N/P	N/P	N/P
Supply Information (Acre-feet per Year)							
	2000	2005	2010	2013	2020	2025	2030
Total	528	459	413	453	N/P	N/P	N/P
Imported	0	0	0	0	0	0	0
Groundwater/spring	662	604	603	587	N/P	N/P	N/P
Surface	0	0	0	0	0	0	0
Recycled	0	0	0	0	0	0	0
Drought Supply and Plans							
Drought Supply (af) ¹	Year 1: N/P		Year 2: N/P		Year 3: N/P		
Storage Practices	Storage capacity is 1.8 mg.						
Drought Plan	Emergency Notification Plan includes the notification process.						
Water Conservation Practices							
CUWCC Signatory	No						
Metering	Yes						
Conservation Pricing	No						
Other Practices	Mandatory restriction.						
Notes:							
(1) Firm or safe water supply from the aquifer is unknown. Limits of water during drought are based on maximum supply determined by the recharge rate of the aquifer.							

Water Rates and Financing			
Rate Description			
The charges vary by meter size.			
Agricultural & Irrigation Water Rates			
Rate Description			
N/A			
Special Rates			
N/A			
Wholesale Water Rates			
N/A			
Rate-Setting Procedures			
Most Recent Rate Change		2014	Frequency of Rate Changes Updated annually
Water Development Fees and Requirements			
Fee Approach Based on engineering analysis.			
deposit \$3,000 and actual cost of			
Connection Fee Amount		engineering	Last updated: 2014
Water Enterprise Revenues, FY 2013			Expenditures, FY 13
Source	Amount	%	Amount
Total	\$665,213	100%	Total \$711,543
Rates & charges	\$583,354	88%	Admin & OM \$381,484
Property tax	\$60,404	9%	Capital Depreciation \$289,671
Grants	\$0	0%	Debt \$0
Interest	\$3,465	1%	Purchased Water \$40,388
Other operating	\$17,990	3%	Other \$0

WASTEWATER SERVICES

Service Overview

QCSD provides sewer services within its boundaries to 767 customers, including 588 residential, 151 commercial, three industrial, 24 public, and EQSD.

Wastewater influent is predominantly from domestic sources. There are no Significant Industrial Users (SIUs), and only three users are classified as industrial users, each of which discharges mostly domestic waste.

In addition, the District operates a treatment plant used by both, QCSD and EQSD.

Staffing

The District provides maintenance of its system directly. Customers are required to fix sewer problems from sewer main into homes.

QCSD has six employees directly involved in sewer operations, including two personnel certified as Wastewater Grade 1, one employee as Wastewater Grade II and two staff as Wastewater Grade III.

Facilities and Capacity

The District's sewer system consists of three lift stations, septage receiving station (SRS) that is currently closed, treatment plant, disposal system, three pumping stations and three irrigation dams, and AWWA C-900 plastic piping.

The District's wastewater treatment plant (including septage receiving station) was constructed in 1983 with a 20-year lifespan through funding received from Clean Water Act Grant. The plant is currently beyond its life and near capacity. The resolution adopted in 1995 by American Valley Community Services Authority allowed 40 years of the plant's EQSD and QCSD joint use, which further reduced the life of the facility. The Treatment Plant is operated by the Quincy CSD Staff and Board.

The WWTP consists of a head works with influent flow measurement, an aerated grit chamber, two parallel trains of RBCs, approximately one acre of stabilization/polishing ponds, chlorination, dechlorination, an irrigation storage pond, and an emergency storage pond of approximately 35 acres.

The current QCSD wastewater treatment/disposal process train consists of the following:

- ❖ EQSD and QCSD inflows are measured by ultrasonic flow meters just before they enter into the grinders. These flows were separately recorded to be used for reporting and evaluation. Approximately 33 percent of the total flow comes from EQSD collection system.
- ❖ The wastewater flow then enters the head works where the solids are ground by a comminutor (a grinder that runs 24/7);

- ❖ EQSD and QCSD flows are comingled and measured in a Parshall flume (the data is recorded for the same purpose as the ultrasonic flow meters);
- ❖ The combined flow enters an aerated grit chamber where flow equalization and first-level removal of insoluble/indigestible solids, grit, trash, floatables, and grease is completed by microscreen and settlement (this is called “primary treatment”);
- ❖ Filtered and settled flow moves to the two parallel trains of rotating biological contactors (RBCs) and begin the secondary treatment process (i.e. aerobic and/or anoxic biological treatment process) where biological activity begins to digest the organic load in the wastewater;
- ❖ Flow from the RBCs continues to the stabilization/polishing ponds for further digestion and sludge settling;
- ❖ Treated/settled pond wastewater is chlorinated and dechlorinated;
- ❖ Dechlorinated wastewater is discharged to an irrigation storage pond or directly to Spanish Creek or for land disposal on the Leonhardt Ranch;
- ❖ The irrigation storage pond wastewater then can be routed either to the Leonhardt Ranch for land disposal by irrigation or to the 35 acre emergency storage pond. Wastewater discharged to the emergency storage pond is further treated by wetland polishing.
- ❖ Discharge from the emergency storage pond can be to Spanish Creek when the average daily dilution of at least 20 parts Spanish Creek water to one part effluent discharge is present. Discharge is not restricted to a particular time period. The only requirements are that the 20:1 dilution is present and that the effluent is “diffused” across the stream flow section.

The total amount of wastewater processed by the plant in 2013 was approximately 210 million gallons (mg). The treatment plant is nearing capacity with only approximately 150 dwelling unit equivalents (DUEs)¹⁰² available for service on a first come first serve basis. Given the economic climate this may accommodate growth in both CSDs for quite some time; however, the Regional Water Quality Control Board permit requirements may result in plant upgrades to address ammonia and copper.

According to the EQSD Prefeasibility Study¹⁰³ conducted in 2012, it is likely that more stringent requirements for land disposal will be imposed with the QCSD 2015 permit

¹⁰² Sewer DUE equals to 21 drainage fixture units.

¹⁰³ QCSD and its engineers do not agree with this study. QCSD reported that it was a \$40,000 draft study that had never been finalized.

renewal. The projected expense associated with higher treatment, to achieve 2015 permit compliance, will have a direct impact on all wastewater user rates and charges.¹⁰⁴

Based on the detailed study provided by QCSD's wastewater consultant (Pace Engineering) in December 2011, it was concluded that ammonia MDEL and AMEL 2015 compliance, under the current QCSD WWTP operation, cannot be achieved.¹⁰⁵

QCSD NPDES Permit renewal will most likely include stricter effluent limitations (metal concentrations, nitrate, TDS, EC and other constituents of concern) for surface water discharge and land disposal irrigation. If the regulatory trend continues, prohibitions may be added for the use of the unlined emergency storage pond and land disposal area – in particular, the use of recycled water in the emergency storage pond might prohibit rising wetland groundwater discharging to surface waters (i.e. Spanish Creek.) The emergency storage pond is located adjacent to Spanish Creek and has been known to “leak.”¹⁰⁶

According to the same EQSD prefeasibility study, there appears to be a QCSD staff/Board of Directors inclination to rely on enhancements to the pond system in order to achieve NPDES compliance. Carollo Engineers indicates that compliance with the permit should be achieved solely through plant treatment as it would be “imprudent” to rely on pond treatment because “a number of factors effects natural pond treatment systems that preclude solid predictions on removal performance.” Pace Engineering is recommending additional treatment for ammonia be added to the WWTP. Higher biological treatment at the WWTP will likely be required and the pond system alone will not be adequate to comply with future NPDES Permit limitations.¹⁰⁷

QCSD was not able to comment on the Prefeasibility Study performed for EQSD. The District has not reported how it would resolve potential problems with NPDES compliance.

Infrastructure Needs

QCSD has recently completed a construction program titled the Wastewater Collection System Rehabilitation Project, the purpose of which was to reduce inflow and infiltration (I&I) volumes from exceeding the WWTP capacity. Repairs were made to the most severe areas of the District's system. Clean outs were installed on or near the property lines for maintenance. The cost of the project was about \$4 million.

According to the District's five year CIP, last updated in 2014, the major wastewater system and treatment plant needs are berm repairs, filtration and UV disinfection project, diffuser improvements, telemetry/SCADA, sewer lateral cleanouts and manhole spot repairs, and USDA collection project.

The most important need for QCSD, however, is to make necessary upgrades to the system to be able to comply with new NPDES requirements, as previously discussed in the *Facilities and Capacity* section.

¹⁰⁴ EQSD, *Prefeasibility Study Discussing EQSD Wastewater Treatment*, January 2012.

¹⁰⁵ Ibid.

¹⁰⁶ Ibid.

¹⁰⁷ Ibid.

Challenges

QCSD collection system historically had high inflow events correspond with high rainfall events, indicating a direct correlation between QCSD collection system inflows versus rainfall. As described, however, in *Infrastructure Needs* section, the District recently completed the project to address I/I issues. QCSD has seen some I/I reduction; however, due to the drought the degree of I/I reduction is not fully known.

The District reported that it continued to face the challenges caused by state's unfunded mandates.

Service Adequacy

This section reviews indicators of service adequacy, including regulatory compliance, sewer overflows, collection system integrity, and response to service calls.

Figure 14-7: QCSD Wastewater Service Adequacy Indicators

Wastewater Service Adequacy and Efficiency			
<i>Regulatory Compliance Record and Violations, 2011-2013</i>			
Enforcement Actions	22	Violations	35
<i>Service Adequacy Indicators</i>			
Treatment Effectiveness Rate ¹	99%	Sewer Overflows 2011 - 2013 ²	1
Total Employees (FTEs)	8.00	Sewer Overflow Rate ³	N/P
MGD Treated per FTE	0.07	Customer Complaints CY 13: Odor 0, spills 0, other 0	
<i>Source Control and Pollution Prevention Practices</i>			
N/P			
<i>Collection System Inspection Practices</i>			
System is routinely inspected.			
Notes:			
(1) Total number of compliance days in 2013 per 365 days.			
(2) Total number of overflows experienced (excluding those caused by customers) from 2011 to 2013 as reported by the agency.			
(3) Sewer overflows from 2011 to 2013 (excluding those caused by customers) per 100 miles of collection piping.			

QCSD has been issued 35 violations between 2011 and 2013, which is 20 violations per 1,000 population served. The violations were mainly regarding high coliform, lead and copper contents, unauthorized discharge, and non-compliance with suspended solids removal. There were 22 enforcement actions, including administrative civil liability, notice of violation, staff enforcement letter, oral communication, and cease and desist order during the same period of time.

QCSD had been disputing a \$54,000 penalty assessed by the Central Valley Regional Water Quality Control Board for wastewater effluent violations between June 1st, 2011 and March 31st, 2013. The District was scheduled to have a mediation hearing on December 5, 2013. The penalty was ultimately offset due to the generator project and the berm repairs.

Wastewater agencies are required to report sewer system overflows (SSOs) to SWRCB. Overflows reflect the capacity and condition of collection system piping and the effectiveness of routine maintenance. The sewer overflow rate is calculated as the number of overflows per 100 miles of collection piping per year. The District reported one overflow during the period from 2011 through 2013. The SSO occurred in 2014, where root intrusion caused 11 gallons of sewage to spill from lateral clean out to paved surface. The spill was cleaned up.

The District was in compliance with permitted effluent quality standards 99 percent of the time in 2013.

There are several measures of integrity of the wastewater collection system, including peaking factors, efforts to address infiltration and inflow (I/I), and inspection practices. The peaking factor is the ratio of peak day wet weather flows to average dry weather flows. The peaking factor is an indicator of the degree to which the system suffers from I/I, where rainwater enters the sewer system through cracks, manholes or other means. QCSD was unable to provide data related to its I/I. The District reports that it routinely inspects its sewer system.

The District generally responds to a blockage complaint within 15 minutes. If the blockage is on the District side of cleanout, time to clear the blockage is within 30 minutes to an hour. QCSD does not take responsibility for the customer's lateral. Reportedly, the new installation of the two-way clean outs have allowed staff to inspect any blockages or backups in a more efficient manner.

Figure 14-8: Wastewater Service Profile

Wastewater Service Configuration and Demand				
Service Configuration				
Service Type		Service Provider(s)		
Wastewater Collection		EQCSD		
Wastewater Treatment		QCSD		
Recycled Water		N/A		
Service Demand				
Type	Connections (2014) Total	Inside Bounds	Outside Bounds	Flow (mgd) Average ²
Total	955	955	0	N/P
Single-family	621	621	0	N/P
Multi-family	64	64	0	N/P
Commercial	81	81	0	N/P
Industrial	3	3	0	N/P
Sewer-only	151	151	0	N/P
Other	35	35	0	N/P
Historical and Projected Demand (ADWF in millions of gallons per day) ³				
2005	2010	2015	2020	2025
N/P	N/P	N/P	N/P	N/P
Note:				
(1) NA: Not Applicable; NP: Not Provided.				
(2) Flow by connection type as estimated by the District.				
(3) Projections prepared by QCSD.				

Wastewater Infrastructure	
System Overview	
Sewage is collected through the QCSD wastewater collection system and conveyed for treatment to QCSD wastewater treatment plant.	
Collection & Distribution Infrastructure	
Sewer Pipe Miles	N/P
Sewage Lift Stations	3
Infiltration and Inflow	
I/I is unknown due to the drought.	
Infrastructure Needs and Deficiencies	
The major wastewater system and treatment plant needs are berm repairs, filtration and UV disinfection project, diffuser improvements, telemetry/SCADA, sewer lateral cleanouts and manhole spot repairs, and USDA collection project.	
Wastewater Facility Sharing	
Facility Sharing Practices	
EQCSD has its wastewater treated at QCSD wastewater treatment plant.	
Facility Sharing Opportunities	
No additional opportunities were identified.	

Wastewater Rates and Financing			
Wastewater Rates			
Rate Description			
The charges vary by connection type.			
Rate Zones			
None			
Rate-Setting Procedures			
Last Rate Change	2014	Frequency of Rate Changes	Updated annually
Wastewater Development Fees and Requirements			
Fee Approach	Based on engineering analysis		
Connection Fee Amount	Deposit plus engineering charge		
Development Impact Fee	None		
Wastewater Enterprise Revenues, FY 13		Operating Expenditures, FY 13	
Source	Amount		Amount
Total	\$1,895,424	100%	Total \$1,184,646
Rates & Charges	\$1,064,846	56%	Administration & O&M \$814,871
Property Taxes	\$60,404	3%	Capital Depreciation \$353,466
Interest	\$2,016	0%	Debt \$16,309
Other	\$768,158	72%	Other \$0

SOLID WASTE SERVICES

Service Overview

QCSD administers the solid waste contract with local private provider, Feather River Disposal within QCSD boundaries. The contract expired in 2015 but was extended for another 10 years. Customers pay the service provider directly.

Staffing

The District's general manager is responsible for administering the contract with Feather River Disposal.

Facilities and Capacity

QCSD does not own any infrastructure related to solid waste. The District was not able to report at which landfill the waste from the District's residents is disposed and where the recyclables are taken.

Infrastructure Needs

No infrastructure needs were reported.

Challenges

The District has not identified any challenges to the provision of the solid waste services.

Service Adequacy

This section reviews indicators of service adequacy, including regulatory compliance of the landfill and diversion rate. Regulatory compliance of the landfill was not possible to establish since there is no information about which landfill is used by Feather River Disposal to dispose of the District's waste. QCSD was unable to provide the diversion rate within the District.

QUINCY COMMUNITY SERVICES DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ According to the GIS analysis of the 2010 Census population data, there are about 1,750 residents within Quincy Community Services District (QCSD).
- ❖ The District observed little change in population and service demand in the last five years. The demand stayed the same or slightly decreased.
- ❖ It is forecasted that there would be no growth in the next few years. QCSD is not aware of any planned developments within the District boundaries.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ The District reported that it had sufficient capacity to provide wastewater services to its current and future service area. However, to be able to meet the water demand, QCSD has to use the intertie and pull water from EQSD.
- ❖ According to the DPH inspection report from 2012, the District has sufficient source capacity to supply current maximum day demands and is in compliance with waterworks standards.
- ❖ Although, there is adequate source capacity to meet maximum day demand with all of QCSD permitted sources in use, QCSD does not use Well #1 or Well #6 due to taste and odor problems. QCSD relies on the intertie with EQSD to help ensure it meets domestic water demand in the summer months.
- ❖ According to DPH, the District provides sufficient storage capacity to meet the waterworks standards.
- ❖ Except for the greensand filter at Well #1, no treatment is provided for the spring or the wells as the raw groundwater meets all state primary standards. Since Well #1 is currently unused, the greensand filter is not being used either.
- ❖ The main infrastructure needs for the District's water system are water meter replacement and upgrade, spring system improvements, upgrades on both water tanks, and improving water supply. Additionally, the District would like to construct a booster station and install the Boyle Creek water line.

- ❖ It was not possible to fully determine the adequacy of the District's water services as QCSD was unable to report the number of days in compliance in 2013 and the number of leaks and breaks during the same year. Based on the Department of Public Health data, the adequacy is marginal as there have been some issues with coliform in the water.
- ❖ The treatment plant is nearing capacity with only approximately 150 dwelling unit equivalents (DUEs)¹⁰⁸ available for service in addition to 320 that are being reserved for EQSD.
- ❖ More stringent requirements for land disposal may be imposed with the NPDES 2015 permit renewal as reported by the EQSD Prefeasibility Study disputed by QCSD. In that case, higher biological treatment at the WWTP would most likely be required.
- ❖ According to the District's five year CIP, last updated in 2014, the major wastewater system and treatment plant needs are berm repairs, filtration and UV disinfection project, diffuser improvements, telemetry/SCADA, sewer lateral cleanouts and manhole spot repairs, and USDA collection project.
- ❖ Based limited available service adequacy indicators, the District's wastewater services appear to be scarcely adequate. Between 2011 and 2013, QCSD had 22 enforcement actions, 35 violations and one sanitary sewer overflow (SSO). Information regarding infiltration and inflow (I/I) and sewer system inspection practices was not provided.
- ❖ Solid waste services are provided by Feather River Disposal through a franchise. No data was provided by QCSD that would allow to determine the adequacy of services provided.
- ❖ District management methods appear to generally meet accepted best management practices. The District prepares a budget before the beginning of the fiscal year, conducts annual financial audits, maintains current transparent financial records, tracks employee workload, evaluates its employees, has an established process to address complaints, and studies and updates its rates when appropriate.

Financial Ability of Agencies to Provide Services

- ❖ The District has not reported whether its financing level was adequate to deliver services. No financing challenges were identified.
- ❖ The FY 12-13 audit identified two material weaknesses in internal control, which expose QCSD to risk of financial statement misstatement and the potential risk of errors and fraud.
- ❖ Majority of the District's revenue comes from charges for services. Property taxes account for about six percent of total revenue.
- ❖ QCSD does not collect any benefit assessments or special taxes.

¹⁰⁸ Sewer DUE equals to 21 drainage fixture units.

- ❖ The District has five financial reserves, including reserves for Wastewater System Collection reserve, the Treatment Plant reserve, the Wastewater Asset reserve, the Water Facility Replacement reserve, and unrestricted reserve for contingencies.
- ❖ The District plans for its capital improvement needs through a Capital Improvement Plan (CIP). The District's CIP last updated in November 2014 lists the infrastructure needs for wastewater treatment plant, wastewater collection system and water system.
- ❖ The five year total for wastewater treatment plant projects amounts to \$6,181,750, \$200,000 of which will be financed by grants. The infrastructure needs for wastewater collection system are expected to have a total five-year cost of \$836,458. The estimated five-year total for water CIP needs is \$1,715,130. Some of the wastewater treatment plant projects, wastewater collection system projects and water projects overlap.
- ❖ The District's long-term debt is represented by non-interest-bearing Plumas-Sierra Rural Electric Cooperative Capital lease with the original balance of \$6,460 and monthly payments of \$18 through 2029. Additionally, the District obtained a loan in the amount of \$3,040,000 from USDA to fund a wastewater improvement project. As of June 30, 2013, the loan proceeds were partially unspent; the debt balance was \$2,939,790. The loan is expected to be paid off by 2052.

Status of, and Opportunities for, Shared Facilities

- ❖ There is an intertie valve between QCSD and EQSD to supply water to QCSD when needed.
- ❖ QCSD provides water and sewer services outside of the District's boundaries within Feather River RV Park (partially located within the District's boundaries).
- ❖ There is a 40-year agreement between East Quincy SD and Quincy CSD according to which the QCSD wastewater treatment plant accepts East Quincy SD sewage.
- ❖ The District is a member of American Water Works Association, California Rural Water Association, California Special District Association, California Water Environment Association, and North Cal-Neva Resource Conservation and Development.
- ❖ EQSD and QCSD have been collaborating through the American Valley Community Services Authority (AVCSA) Joint Powers Agreement since 1995. In 2010, the two districts consolidated, but in 2011 they split back up. The AVCSA is still in existence, but currently not functioning.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ QCSD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo. While the District faced challenges responding to questionnaires and requests for information under a specific deadline all the information was eventually provided.

- ❖ QCSD practices outreach efforts which enhance transparency, including a website where district information is made available.
- ❖ With regard to future growth alternatives, although EQSD and QCSD dissolved, there is a possibility that the two districts may reunite which would again change the governance structure as well as boundaries of the two agencies. QCSD has not commented on this consolidation possibility.
- ❖ Another reorganization alternative for QCSD is the detachment of the property owned by the County Community Development Commission and served by EQCSD. A resolution requesting Plumas Local Agency Formation Commission to take proceedings for the detachment of the property has been passed by QCSD Board of Directors. Detachment is pending the application to LAFCo by the County Community Development Commission.

15. QUINCY LIGHTING DISTRICT

Quincy Lighting District (QLD) provides street lighting services in the community of Quincy. This is the first Municipal Service Review (MSR) for the District.

AGENCY OVERVIEW

Background

QLD was formed in July 1922, as a dependent special district of the County. The purpose of the formation was to provide lighting service on and around the public streets of Quincy.

The principal act that governs the District is the State of California Highway Lighting District Act¹⁰⁹. The act empowers highway lighting districts to install and maintain a street lighting system on public highways within the district for the better protection of the public traveling thereon. Highway lighting districts have authority to install the lighting system and contract for service.

QLD is located in the southwestern part of Plumas County. The only other lighting district in the County is the Crescent Mills Highway LD situated to the northeast of QLD.

Boundaries

The District's boundaries are entirely within Plumas County and encompass approximately 3.3 square miles. The District's boundaries are depicted in Figure 1-1.

Based on LAFCo records, there appears to have been one detachment and one annexation to the District since its formation. A detachment seems to have occurred in 1977 with the transfer of three parcels of land from QLD to East Quincy Services District (SD); however, there is no resolution to confirm that the transfer was completed and the Board of Equalization does have records of this boundary change. Prior to the consolidation of Quincy CSD and East Quincy SD in 2010, QLD added territory previously served by the East Quincy SD. A resolution approving the transfer of property tax from EQSD to QLD occurred on January 6, 2009¹¹⁰.

Sphere of Influence

QLD's Sphere of Influence (SOI) was first established on January 28, 1976.¹¹¹ At that time, the SOI was made coterminous with the District's boundaries. The SOI was amended on August 15, 1977¹¹² when parcels of QLD were annexed to the Quincy CSD's SOI. Most recently, in July 2008, the District's SOI was updated to include all territory outside of the

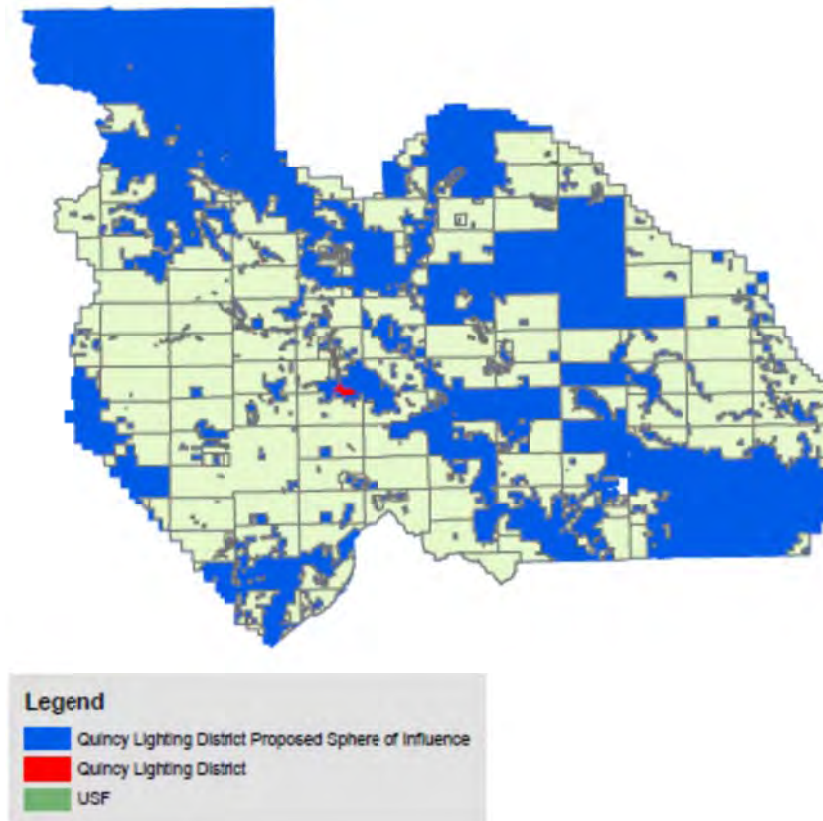
¹⁰⁹ Government Streets & Highways Code §19000-19328.

¹¹⁰ LAFCo Resolution No. 09-01.

¹¹¹ LAFCo Resolution No. 76-06.

¹¹² LAFCo Resolution No. 77-4.

U.S. Forest property in order to allow communities to annex as needed or desired.¹¹³ LAFCo will update the SOI for the District upon completion of this MSR.



Extra-territorial Services

QLD reported that funds from the District are used to finance street lights in the Taylorsville area as well, which is outside of its bounds.

Areas of Interest

The District did not identify any areas of interest.

¹¹³ LAFCo Resolution No. 2008-11.

Quincy Lighting District



Plumas County

Quincy Lighting District

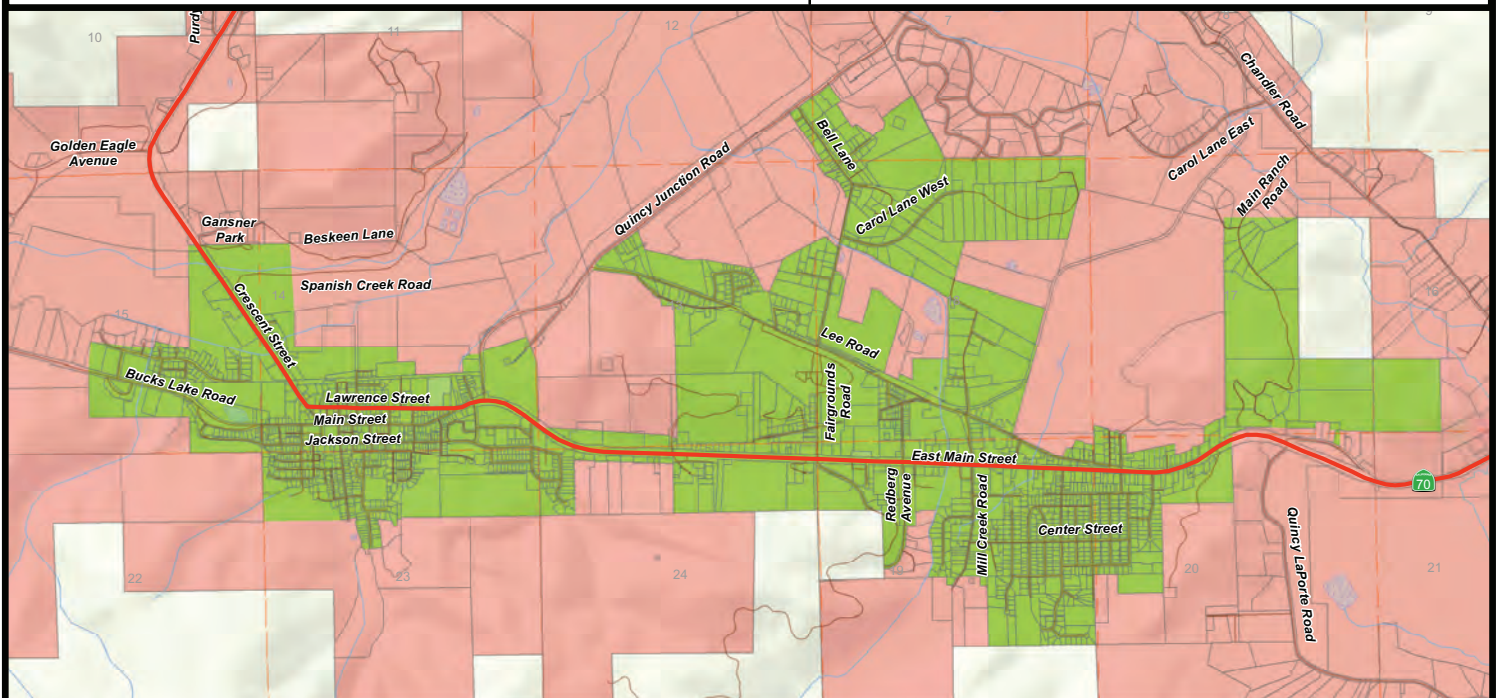
Location Map (Not to Scale)

Quincy Lighting District Sphere Of Influence
(Lands Outside of USA Ownership)

Range 9 East

Range 10 East

Township 24 North



Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies

- Parcels
- Sectional Grid (MDB&M)

- Quincy Lighting District
- Quincy Lighting District Sphere of Influence



0 0.25 0.5 1 Miles

Quincy Lighting District
Resolution: 2009-01
Adopted: August 17, 2009
Quincy Lighting District (SOI)
Resolution:
Adopted:

Source: Plumas LAFCo Map Modified 1/28/2015

Accountability and Governance

QLD is governed by a governing body consisting of the five Supervisors of the Plumas County Board of Supervisors. Board members are elected by supervisorial districts and serve staggered four-year terms. Current governing board members are Terry Swofford, Kevin Goss, Sherrie Thrall, Lori Simpson, and Jon Kennedy.¹¹⁴

The Governing Board meets on the first three Tuesday mornings of every month in the Courthouse Board of Supervisors' Chambers. The Governing Board meeting agendas are a part of the Board of Supervisors' agendas and are posted on the Plumas County website. Governing Board meeting minutes are also available on the Plumas County website. The regular meetings of the Board are live streamed over the internet. Board meeting minutes are archived on the Plumas County website.

Figure 15-2: Quincy LD Governing Body

Quincy Lighting District			
Governing Body			
Members	Name	Position	Term Ends
	Terry Swofford	District 1	2016
	Kevin Goss	District 2	2016
	Sherrie Thrall	District 3	2018
	Lori Simpson	District 4	2016
	Jon Kennedy	District 5	2014
Manner of Selection	Election		
Length of Term	4 years		
Meetings	First three Tuesdays of every month	Supervisors Board Room, County Court House in Quincy	
Agenda Distribution	Posted on County's website		
Minutes Distribution	Posted on County's website		
Contact			
Contact	Robert Perreault, Manager (County Engineer)		
Mailing Address	555 Main Street, Quincy, CA 95971		
Phone	530-283-6268		
Fax			
Email/Website	bobperreault@countyofplumas.com		

Plumas County makes available its budget, general plan, emergency operations plan and other documents on its website. No information about QLD is presently available on the County website but the Engineering Department staff has initiated construction of a webpage for QLD. QLD does not make additional outreach efforts to the public regarding street lighting services, besides publishing the legally required agendas and minutes.

¹¹⁴ Jeffery Engel is District 5 County Supervisor Elect and will begin his term January 2015.

Complaints pertaining to a lighting outage or bulb replacement are directly submitted to the Pacific Gas & Electric Company (PG&E), which maintains the street lights and provides electricity for operation of the lights. Occasionally, the Sheriff or the California Highway Patrol (CHP) officers report lighting malfunctions to PG&E, which handles the repairs or replaces the lights, once notified. All other complaints are to be directed to the County Engineer. The District received no complaints in 2012.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the independent special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. However, because the District's governing consists of the Board of Supervisors, the County Clerk of the Board acts as the filing officer and maintains copies of each Supervisor's Form 700 submittals. Each of the board members have filed the required Form 700s for 2013. Engineering Department staff is responsible for maintaining Form 700 submittals for others.

Quincy LD demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCO. The District responded to the questionnaires and cooperated with the document requests.

Planning and Management Practices

The Plumas County Engineer manages the District, utilizing staff of the Engineering Department. The County Engineer who acts as the general manager of the District is supported by two other county staff who prepare engineering reports and pay bills. About one to one and a half hours a month are spent regularly on district management. Additional staff time is dedicated as needed. QLD contracts with PG&E for light system maintenance, but the District has no record of the original agreement.

County employees are evaluated at a minimum of once a year. County employees track hours worked for QLD in a timesheet. The District reports that it does not perform formal evaluations of overall district performance or the contract service provider (PG&E), such as benchmarking or annual reports. Incidents are reportedly addressed as they arise.

The District's financial planning efforts include an annually adopted budget. The District's financial statements are completed by the County and are not audited individually, but are combined with all other county finances in the County's annual audit report. Capital improvements are budgeted in the annual budgets when necessary. The District does not adopt any other planning documents.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the County Auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. Additionally, all special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.¹¹⁵ Because QLD is included as part of the

¹¹⁵ Government Code §26909.

County's annual audit process, it is not required to submit a separate audit to the County Auditor.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District complied with this requirement for FY 12-13.¹¹⁶

Existing Demand and Growth Projections

Land uses within the District are primarily suburban residential, commercial, agricultural, and industrial, with some surrounding rural environment zones. The area within the District's boundaries is approximately 3.2 square miles.

Population

Based on GIS analysis of 2010 Census data, there are 4,300 permanent residents within the District.

Existing Demand

The District reported that the number of streetlights in Quincy had remained static and there were no new developments requiring additional lights.

Projected Growth and Development

The State Department of Finance (DOF) projects that the population of Plumas County will grow by five percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.5 percent. Based on these projections, the District's population would increase from 4,300 in 2010 to approximately 4,515 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

There are no significant planned or proposed developments within QLD's boundaries that will impact service demand.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

In regards to governance structure alternatives, the District reported that a possibility of a countywide street lighting district is being considered. The formation of a countywide district would expand the base and give the County more control over new developments and opportunities for enhanced overall planning. The idea was discussed at several County Supervisor meetings. Depending on the structure of the proposed new district, if pursued by the County, formation would require a resolution of intent to form the district by the Board of Supervisors and application to LAFCo. The formation will also require an

¹¹⁶ State Controller's Office website. <http://sco.ca.gov/mobile/News/NewsDetail.aspx?id=67>

engineer's report and voter approval on any proposed additional special tax to fund the new district.¹¹⁷

Financing

It appears that QLD'S existing financing levels from property taxes do not cover all costs associated with the street lighting services. QLD has reportedly not received additional revenue to cover increased costs associated with the annexation of the East Quincy territory. A condition of the transfer of the East Quincy territory to QLD was a one-time payment of \$5,790 and an exchange of tax increment of 0.3 percent or .003 of the property taxes for TRAs 053-010, 053-078, and 053-105.

The Plumas County Road Department has for a number of years (contingent on funding availability) agreed to pay 25 percent of the street lighting cost to any Plumas County district providing lighting services and making the request for funding. The amount has been paid entirely through the Road Funds.

In the County's FY 11-12 financial audit, the auditor identified two weaknesses to internal control, one of which was determined to be a material weakness and the other a significant deficiency. The material weakness occurred when the County recorded a prior period adjustment in the Solid Waste Planning and Operations fund to correct capital assets that had not been capitalized in prior years. The significant deficiency occurred when three buses were disposed of in a prior year without proper authorization and removal from the depreciation schedule. Neither of these deficiencies impact the operations of QLD.

Total revenue for FY 13-14 was \$31,673, which was comprised almost entirely of ad valorem property taxes with a minor amount from interest and other restitutions.

Total expenditures for FY 13-14 amounted to \$48,013, of which utilities constituted 96 percent, and overhead, administration fees, and special expenses constituted the remainder. The monthly charges paid to PG&E for utilities have remained constant. Expenditures exceeded revenues by \$16,340 in FY 13-14.

No funds have been budgeted for capital improvements in FY 14-15.

The District did not have any long-term debt at the end of FY 13-14.

QLD does not have a policy to maintain a certain level of financial reserves. QLD's rollover balance at the end of FY 13-14 amounted to \$21,305. The District's reserve level has been declining over the last few fiscal years.

The District does not participate in any joint power authorities (JPA's) but does participate in a joint financing mechanism through funding from the County Road Funds.

¹¹⁷ In November 1996, California voters passed Proposition 218, the "Right to Vote on Taxes Act". This constitutional amendment protects taxpayers by limiting the methods by which local governments can create or increase taxes, fees and charges without taxpayer consent. Proposition 218 requires voter approval prior to imposition or increase of general taxes, assessments, and certain user fees.

LIGHTING SERVICES

Service Overview

QLD provides lighting services and contracts with the Pacific Gas and Electric Company (PG&E) for the installation of new lights, maintenance and electricity service.

Staffing

The Plumas County Engineering Department dedicates three staff members to district management. The County Engineer acts as a general manager and is supported by two county personnel on as-needed basis. As previously mentioned, PG&E provides lighting system maintenance under contract. Plumas County Auditor's Office provides payment and audit services.

Facilities and Capacity

The District's infrastructure consists of an unknown number of lights located within QLD boundaries.

Infrastructure Needs

At present, the District reported that there were no infrastructure needs or deficiencies with regard to the lighting system.

Challenges

The main challenge faced by the District is the insufficient funding and increased expenditures, particularly after the annexation of the East Quincy territory.

Service Adequacy

This section reviews indicators of service adequacy, including number of complaints and reported challenges.

The District reported that there were no complaints in 2013. Other challenges include limited financing and increased expenditures. QLD financing challenges must be addressed through a new financing source or governance structure reorganization.

QUINCY LIGHTING DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ As of 2010, the population within Quincy Lighting District (QLD) was 4,300.
- ❖ The number of streetlights in QLD has remained static for the last several years and there are no proposed developments requiring additional lights.
- ❖ The District does not anticipate growth in population and similarly in service demand in the next several years.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ QLD has insufficient capacity to provide adequate street lighting services. Existing financing levels from property taxes do not cover all costs associated with the street lighting services. Future capacity expansion would require increased funding.
- ❖ District staff did not identify any particular infrastructure needs in regard to the lighting system.

Financial Ability of Agencies to Provide Services

- ❖ The District reported that the current financing level was not adequate to deliver services.
- ❖ QLD does not have any long-term debt or maintain a particular level of financial reserves.
- ❖ The District has experienced a declining fund balance in recent years. The District is in need of a sustainable and adequate funding source.

Status of, and Opportunities for, Shared Facilities

- ❖ The District does not presently share facilities.
- ❖ An opportunity for future facility sharing may be consolidation of all lighting services in the County under a single countywide lighting district. Such a consolidation may allow for more efficient sharing of County resources.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ QLD demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCo.
- ❖ QLD has initiated a web presence. QLD does not conduct any constituent outreach in addition to the required agendas and minutes.
- ❖ Governance structure options with regard to lighting services include the possibility of formation of a countywide lighting district.

16. QUINCY-LA PORTE CEMETERY DISTRICT

Quincy-La Porte Cemetery District (QLPCD) provides cemetery related services, including interment of caskets and cremated remains, funeral services associated with lowering of remains and setting of tombstones, provision of cremation niches, and maintenance of grounds, to the residents of Quincy, La Porte, and surrounding communities. This is the first Municipal Service Review (MSR) for this District.

AGENCY OVERVIEW

Background

Quincy Cemetery District was formed prior to the creation of LAFCo, and records on the official date of formation are limited. The District reported that records show the district cemeteries were operational as far back as 1854, while Board of Equalization records show September 6, 1921 as an effective date of formation for the Quincy Cemetery District. La Porte Cemetery District was formed as an independent special district on November 10, 1977.¹¹⁸ It was consolidated with Quincy Cemetery District on February 18, 1994¹¹⁹ to create the existing Quincy-La Porte Cemetery District.

The principal act that governs the District is the Public Cemetery District Law.¹²⁰ The principal act authorizes the district to own, operate, improve, and maintain cemeteries, provide interment services within its boundaries, and to sell interment accessories and replacement objects (e.g., burial vaults, liners, and flower vases). Although the district may require and regulate monuments or markers, it is precluded from selling them. The principal act requires the district to maintain cemeteries owned by the district.¹²¹ The law allows the district to inter non-residents under certain circumstances.¹²² Districts must apply and obtain LAFCo approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.¹²³

QLPCD is located in the southwestern corner of Plumas County, and encompasses the unincorporated towns of Quincy and La Porte and the surrounding communities.

¹¹⁸ LAFCo Resolution No. 77-06.

¹¹⁹ LAFCo Resolution No. 94-3.

¹²⁰ California Health and Safety Code §9000-9093.

¹²¹ California Health and Safety Code §9040.

¹²² Non-residents eligible for interment are described in California Health and Safety Code §9061, and include former residents, current and former taxpayers, family members of residents and former residents, family members of those already buried in the cemetery, those without other cemetery alternatives within 15 miles of their residence, and those who died while serving in the military.

¹²³ Government Code §56824.10.

Boundaries

QLPCD's boundary is located entirely within Plumas County. The boundary area includes the communities of Quincy, La Porte, East Quincy, Keddie, Massack, and Little Grass Valley. The District borders Meadow Valley Cemetery District in the west, Taylorsville CD in the northeast, and Mohawk CD in the southeast. QLPD borders the counties of Butte, Yuba, and Sierra in the west, southwest, and south, respectively. The District's boundaries encompass approximately 378 square miles.

Since consolidation there have been no annexations or detachments to QLPD.

Sphere of Influence

Based on LAFCo records, it appears that no Sphere of Influence (SOI) was ever adopted for the consolidated cemetery district. LAFCo will adopt an SOI for the District upon completion of this MSR.

Extra-territorial Services

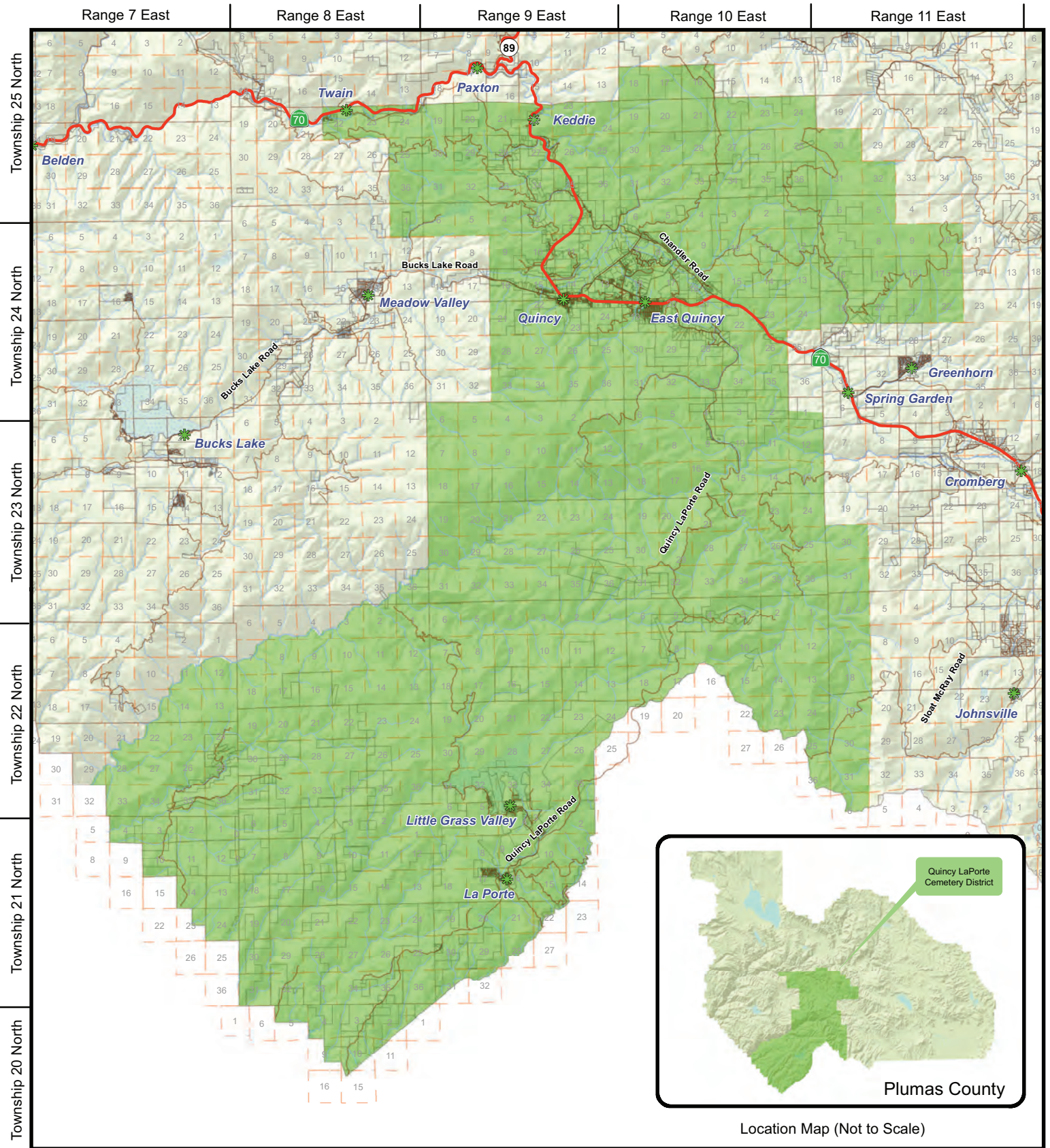
The District will service any non-resident of the District. The District charges an additional \$600 for non-residents of the District. Residency within the District is determined as reported by the potential customer.

Additionally, QLPD provides contract burial services to Meadow Valley Cemetery District, which is located outside of its bounds.

Areas of Interest

QLPCD mentioned that there is a county-owned and operated cemetery (Potters Field Cemetery) in Quincy where there may be potential for resource sharing among the District and the County.

Quincy LaPorte Cemetery District



Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies
- Parcels
- Sectional Grid (MDB&M)
- ★ Communities
- Quincy LaPorte Cemetery District

0 1.5 3 6 Miles



Quincy LaPorte Cemetery District
Resolution: 94-3
Formed: February 18, 1994

Quincy LaPorte Cemetery District (SOI)
Resolution: No SOI
Adopted:

Source: Plumas LAFCo Map Created 6/19/2014

Location Map (Not to Scale)

Accountability and Governance

Quincy-La Porte Cemetery District is governed by a three-member board of directors who are appointed by the County Board of Supervisors to four-year terms. The president and vice president are appointed by the Board. There are presently no vacancies on the Board. Current board member names, positions, and term expiration dates are shown in Figure 16-2.

Meetings are held at a minimum of once a year on no regular day or time. The District's enabling act (Health and Safety Code §9029) requires that the Board of a cemetery district meet at least once every three months. QLPCD is currently not meeting the minimum number of legally required meetings. The District reported that it plans to begin holding the required four meetings a year in the summer of 2015. Meetings are held at the office of one of the Director. Board meeting agendas are posted in the local newspaper—the Feather River Bulletin, under the notices section. Minutes are available by request to the District's chair or general manager.

Figure 16-2: Quincy-La Porte Cemetery District Governing Body

Quincy-La Porte Cemetery District			
Governing Body			
Members	Name	Position	Term Ends
	Carla Grey	Chair	2017
	Steve King	Director	2015
	Michelle Low	Secretary	2015
Manner of Selection	Appointment		
Length of Term	4 years		
Meetings	Minimum once a year at no regular day or time.	47 Bradley Street, Quincy CA 95971	
Agenda Distribution	Posted on Feather River Bulletin		
Minutes Distribution	Available upon request.		
Contact			
Contact	Doug Jenkins, General Manager		
Mailing Address	PO Box 3933, Quincy CA 95971		
Phone	530-283-2616		
Fax	N/A		
Email/Website	qlpcem@gmail.com		

Besides the required agendas and minutes, the District conducts public outreach activities by advertising in the Yellow Pages. QLPCD does not maintain a website where information is made available to the public.

If a customer is dissatisfied with the District's services, complaints may be submitted to the general manager in person, in writing or via phone call. The District's general manager is responsible for receiving all complaints and notifying the Board of Directors, which

handles all complaints to resolution. The District reported that it did not receive any complaints in 2013.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. It is unclear whether these forms have been filed for each of the district board members for 2013.

Quincy-La Porte Cemetery District demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo. The District took part in an interview, responded to the questionnaires, and cooperated with the document requests.

Planning and Management Practices

The District employs one full-time general manager. QLPCD also relies on seasonal staff and hires two part-time summer employees who work approximately 40 hours per week. Occasionally, the District also relies on volunteers on probation or those required to do community service.

The general manager reports to the Board of Directors and is evaluated by the Board on a yearly basis. QLPCD does not conduct regular staff evaluations of seasonal staff. Individual staff workload is tracked with time cards, and overall district workload, such as equipment and ground maintenance, is tracked through logs. The District reported that it often holds safety meetings with seasonal staff and long-term employees. Daily meetings are also held to discuss the plans for the day.

The operations and productivity of the District are evaluated in informal annual reports to the Board. QLPCD reported that summaries of burials, revenues, and expenditures, as well as district policies are reviewed during the same time. The District uses different criteria to determine its performance, including the maintenance of the lawn and the completion of other maintenance programs.

The District does not establish long-term goals in formal plans. QLPCD reported that long-term goals mostly include long-term capital plans and are discussed at board meetings.

The District's finances, including its endowment care fund, are managed and tracked through the County. QLPCD conducts biennial audits. The District reported that the last audit was submitted in 2011, but the one for 2013 had not yet been conducted because it is too costly and the District does not have the necessary funds. The District adopts budgets annually. QLPCD has not compiled any other planning documents such as a master plan.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the County Auditor. These budgets are to be filed and made available on request by the public at the County Auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or

five-year schedule.¹²⁴ In the case of QLPCD, the Board of Supervisors approved a biennial auditing schedule. The District should ensure it is in compliance with auditing requirements and submitting budgets annually to the County as legally required.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

To improve its operational efficiency, the District reported it has acquired and installed a liftgate on the pickup truck to reduce manual labor.

Existing Demand and Growth Projections

A majority of the District is U.S. Forest Service land and the majority of the private land is agriculture, which limits opportunities for residential and commercial development. Rural residential and suburban developments are focused around Keddie, Massack, and Little Grass Valley. Quincy and East Quincy have residential, commercial and industrial zones, with some surrounding rural environment zones. The areas around La Porte are primarily suburban residential.

Population

There are approximately 5,585 residents within the District, based on GIS analysis of 2010 Census data.

Existing Demand

The District reported that demand for services had been mostly the same in the last few years. QLPCD reported that there is generally greater demand for the more picturesque cemeteries. There is also a current trend away from full-body burials to cremation burials. The District handled approximately 22 cremations and burials in 2013.

Projected Growth and Development

QLPCD does not conduct formal demand forecasting, trends and anticipations. At present, the District anticipates no significant change in demand in the short term.

The State Department of Finance (DOF) projects that the population of Plumas County will grow by five percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.5 percent. Based on these projections, the District's population would increase from 5,585 in 2010 to approximately 5,864 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

The District is not aware of any significant planned or proposed residential or commercial developments within its bounds.

¹²⁴ Government Code §26909.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

Financing

QLPCD reported that its financing level was not adequate to provide necessary services. The District has experienced a decline in property tax revenue during the recent economic recession and for that reason many services are not properly funded.

With regard to internal controls over finances, QLPD's most recent audit for FY 10-11 states that there are several deficiencies in internal control over financial reporting and questioned costs considered to be material weaknesses in internal control over financial reporting. Given the small nature of the District, it is essential that controls be in place to ensure proper use of public funds.

In FY 13-14, the District had total revenues of \$148,394. Primary revenue sources include property taxes (79 percent) and sales of plots and other fees (18 percent); timber yield taxes, interest, reimbursements and donation revenue sources made up less than three percent of all income.

The District's fees were last updated in 2011. QLPD reported that the Board wants to maintain low fees. In addition to the regular fees, the District currently charges endowment fees. By charging \$14.25 per plot square foot, the District meets the legally required minimum endowment fee of \$4.50 per plot square foot for all plot types.¹²⁵ The principal act requires the District to charge non-resident fees that are at least 15 percent higher than fees charged to residents and property owners.¹²⁶ The District's fee schedule includes additional fees for non-residents as required.

In FY 13-14, the District had a total of \$ 157,088 in expenditures, which included salaries and benefits (80 percent), maintenance (eight percent), insurance (four percent), professional services (two percent), tax administration fees (two percent), utilities (two percent), communications (one percent), travel (one percent), and miscellaneous expenses (one percent).

The District uses a pay-as-you-go approach from regular revenue sources for any necessary capital improvements. The District may also make use of interest from the endowment fund for capital improvements related to regular maintenance.

QLPCD did not have any long-term debt at the end of FY 13-14.

The District does not have a formal policy of maintaining a reserve fund balance for contingencies. At the end of FY 13-14, QLPD had a cash balance of \$59,450.

¹²⁵ Health and Safety Code §8738.

¹²⁶ Health and Safety Code §9068.

Cemetery districts are required to establish an endowment care fund and may only use the interest of the fund to finance the care of the facilities.¹²⁷ QLPCD maintains an endowment care fund as required. At the end of FY 14, the fund had a balance of \$81,277.

QLPCD participates in California Public Employees' Retirement System (CalPERS) on behalf of its employees.

¹²⁷ Health and Safety Code §9065.

CEMETERY SERVICES

Service Overview

QLPCD provides cemetery related services, including interment of caskets and cremated remains, funeral services associated with lowering of remains and setting of tombstones, provision of cremation niches, and maintenance of grounds.

Staffing

Regular maintenance and administration activities are completed by a single full-time general manager. Should the need arise for additional maintenance activities, then seasonal part-time assistants are hired.

Facilities and Capacity

The District offers services at three cemetery facilities within its bounds—Quincy Cemetery, La Porte Cemetery, and East Quincy Cemetery.

Quincy Cemetery consists of seven acres and is considered by the District to be in good condition. The District estimates that it will be filled to capacity in approximately three or five years.

La Porte Cemetery is two acres and is reportedly in good condition, although there is no grass and is maintained once a year.

East Quincy Cemetery is three acres and is in good condition. QLPCD estimates that it will have sufficient long-term capacity for approximately 100 years. The cemetery lies on a rocky bed, which makes it challenging to dig graves.

The District owns some pieces of equipment including one backhoe and one dump truck.

Infrastructure Needs

There is one potential improvement project to the Quincy Cemetery. QLPCD owns a parcel of land that once opened and developed, it will add 128 vaults and an urn mausoleum to the existing Quincy Cemetery. The District reported that presently it does not have the necessary funds to start the project, which will cost approximately \$185,000.

The inability to receive grants for capital improvement plans has generally prevented QLPCD in upgrading or building new facilities.

Challenges

The District identified financial challenges to provide adequate service levels. Another challenge is the size of the District and the significant distance to provide service between the Quincy and La Porte cemeteries.

Service Adequacy

The following are indicators of service adequacy for cemetery districts, as defined by law or best practices. In some areas Quincy-La Porte Cemetery District meets service standards for adequate services, while other aspects could be improved upon as shown below.

- ❖ Districts that provide maintenance services on a year-round basis tend to be those with larger populations and property tax bases. Those that provide minimal maintenance tend to be those with smaller populations and less property tax. Quincy-La Porte Cemetery District provides maintenance services on a year-round basis.
- ❖ Health and Safety Code §9068 requires cemetery districts to have non-resident fees. Quincy-La Porte Cemetery District charges an additional fee for non-residents as required.
- ❖ Health and Safety Code §9065 requires cemetery districts to have an endowment fee. Quincy-La Porte Cemetery District charges an endowment fee that varies by plot type and maintains an endowment care fund.
- ❖ According to Health and Safety Code §8738, a minimum endowment care fee must be \$4.50 per plot square foot. Quincy-La Porte Cemetery District meets this requirement.
- ❖ Cemetery districts can legally provide services to non-residents if the deceased satisfies the eligibility requirements of a non-district resident per Health and Safety Code §9061, and the non-resident fee is paid. The principal act limits interments at cemetery districts to residents, former residents who purchased plots when they were residents, property taxpayers in district bounds, former property taxpayers who purchased plots, eligible non-residents, and the family members of any of the above. By allowing anybody to purchase a plot in one of its cemeteries, QLPCD is non-compliant with legal constraints on the burial of non-residents.
- ❖ In order to adequately plan for existing and future demand and capacity needs, cemeteries track the number of interments annually. QLPCD tracks the number of annual burials in an informal report, and assesses remaining capacity at its facilities.

QUINCY-LA PORTE CEMETERY DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ There are approximately 5,585 residents within Quincy-La Porte Cemetery District (QLPCD).
- ❖ Over the past decade the District has not experienced a significant increase in population.
- ❖ No or slow growth is expected within the District until the economy improves and proposed developments are constructed.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ Quincy Cemetery has the capacity to handle burials for approximately three to five years before expansion is necessary. East Quincy Cemetery has sufficient long-term capacity for approximately 100 years. It is unknown when La Porte Cemetery will likely be filled to capacity.
- ❖ There is a current trend away from full-body burials to cremations.
- ❖ At present, the District reported that there are not significant infrastructure needs or deficiencies with regard to the three cemeteries.
- ❖ The District could improve upon service adequacy by operating within legal requirements for cemetery districts. By allowing anybody to purchase a plot in one of its cemeteries, the District is non-compliant with legal constraints on the burial of non-residents.

Financial Ability of Agencies to Provide Services

- ❖ The District reports that current financing levels are not adequate to deliver services. The District has experienced a decline in property tax revenue during the recent economic recession and for that reason many services are not properly funded.

Status of, and Opportunities for, Shared Facilities

- ❖ The District does not presently practice facility sharing with other agencies; however, the District owns some pieces of equipment that some agencies have asked to make use of and QLPCD provides contract services to Meadow Valley CD.
- ❖ Sharing resources with other cemetery districts may provide an opportunity for improved efficiency and decreased costs.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ The District demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo.
- ❖ Health and Safety Code §9029 requires that the Board of a cemetery district meet at least once every three months. QLPCD is currently not meeting the minimum number of legally required meetings.
- ❖ The District does not conduct outreach efforts except for advertising in the Yellow Pages. It is recommended that all agencies maintain websites where public documents are made available in order to ensure transparency.
- ❖ Governmental structure options identified over the course of this review include consolidation with Meadow Valley Cemetery District. Quincy-La Porte Cemetery District already provides contract services to Meadow Valley CD, hence a consolidation could further promote economic savings while ensuring continuous operations. Quincy-La Porte Cemetery District also identified a consolidation with Meadow Valley CD as a feasible governmental structure option. The District reported to be open to consolidations, as long as revenues are stable and sufficient to fund the services.

17. COUNTY SERVICE AREA 11

County Service Area (CSA) 11 provides financing for ambulance services provided by Plumas Healthcare District. This is the first Municipal Service Review for the District.

AGENCY OVERVIEW

Background

CSA 11 was formed September 5, 1975 as a dependent special district of the County.¹²⁸ The District was formed to provide a financing mechanism to supplement ambulance services offered by Plumas Healthcare District (PHD).

The principal act that governs CSA 11 is the County Service Area law.¹²⁹ The principal act authorizes county service areas to provide a wide variety of municipal services, including street maintenance, fire protection, extended police protection, water and sewer services.¹³⁰ A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. All districts must apply and obtain LAFCo approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.¹³¹

Boundaries

CSA 11's boundaries encompass the same area as PHD. The District is located in central Plumas County and includes the communities of Belden, Bucks Lake, Meadow Valley, Twain, Keddie, Quincy, East Quincy, Greenhorn, Spring Garden, and Cromberg.

Since formation, one annexation to the District has been processed. The annexation took place in 1976 and was named Annexation 1. The area was annexed in order to keep the CSA's boundaries coterminous with that of PHD. The territory annexed is unknown.¹³²

Sphere of Influence

A sphere of influence for CSA 11 was adopted in 1976.¹³³ The adopted SOI appears to be coterminous with the CSA's boundaries.

Extra-territorial Services

The ambulance serving the area does respond outside of the CSA's bounds when necessary.

¹²⁸ LAFCo Resolution 75-08.

¹²⁹ California Government Code §25210 et seq

¹³⁰ California Government Code §25213.

¹³¹ Government Code §56824.10.

¹³² Plumas LAFCo Resolution 76-12.

¹³³ LAFCo Resolution 76-47.

Areas of Interest

The District did not identify any areas of interest.

County Service Area #11

Range 6 East

Range 7 East

Range 8 East

Range 9 East

Range 10 East

Range 11 East

Township 27 North

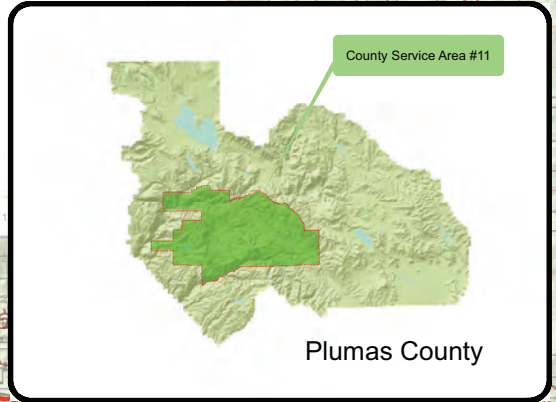
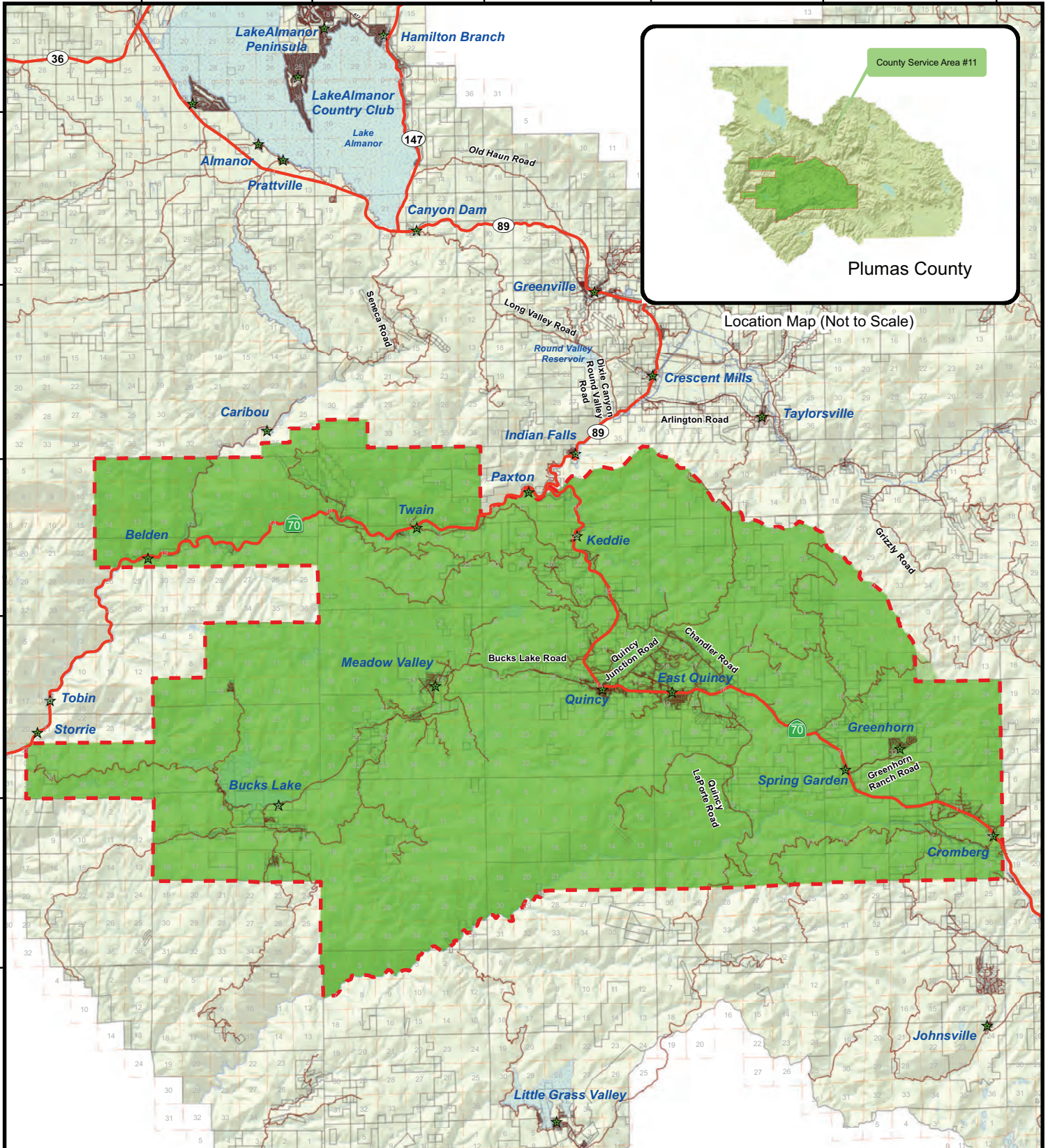
Township 26 North

Township 25 North

Township 24 North

Township 23 North

Township 23 North



Location Map (Not to Scale)

Legend

- Highways
- Major Roads
- Stream / River
- Waterbodies

- Parcels
- Sectional Grid (MDB&M)
- Communities

- Ambulance Service Area (CSA #11)
- Ambulance Service Area (CSA #11) Sphere of Influence

0 1.5 3 6 Miles



County Service Area #11
Resolution: 77-2954
Adopted: February 15, 1977
County Service Area #11
Sphere of Influence
Resolution:
Adopted:
Source: Plumas LAFCo Map Created 6/19/2014

Accountability and Governance

As a dependent special district of the County, CSA 11 is governed by the five Supervisors of the Plumas County Board of Supervisors. Board members are elected by supervisorial districts and serve staggered four-year terms. Current governing board members are Terry Swofford, Kevin Goss, Sherrie Thrall, Lori Simpson, and Jon Kennedy.

The Governing Board meets on the first three Tuesday mornings of every month in the Courthouse Board of Supervisors' Chambers. The Governing Board meeting agendas are a part of the Board of Supervisors' agendas and are posted on the Plumas County website. Governing Board meeting minutes are also available on the Plumas County website.

Figure 17-2: CSA 11 Governing Body

County Service Area 11			
Governing Body			
Members	Name	Position	Term Ends
	Terry Swofford	District 1	2016
	Kevin Goss	District 2	2016
	Sherrie Thrall	District 3	2014
	Lori Simpson	District 4	2016
	Jon Kennedy	District 5	2014
Manner of Selection	Election		
Length of Term	4 years		
Meetings	First three Tuesdays of every month at 10 am	Supervisors Board Room, County Court House	
Agenda Distribution	Posted on County's website		
Minutes Distribution	Posted on County's website		
Contact			
Contact	County Auditor's Office		
Mailing Address	520 Main Street, Room 205, Quincy, CA 95971		
Phone	(530)283-6246		
Fax	(530)283-6442		
Email/Website	http://www.countyofplumas.com/index.aspx?NID=76		

Plumas County makes available its budget, general plan, emergency operations plan and other documents on its website. No information about CSA 11 is available on the County website. CSA 11 does not make additional outreach efforts to the public regarding ambulance services and the function of the District.

Complaints about ambulance services are submitted to PHD, which operates the ambulance for the area. PHD received no complaints in 2013 regarding ambulance services.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the

filing officer for the independent special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. However, because the District's governing body consists of the Board of Supervisors, the County Clerk of the Board acts as the filing officer and maintains copies of each Supervisor's Form 700 submittals. Each of the board members has filed the required Form 700s for 2013.

CSA 11 demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCO. Due to the nature of the District as purely a financing mechanism, it is unclear where responsibility for the District lies. In conjunction, the County Auditor's Office and PHD were able to provide the requested information regarding the District's operations.

Planning and Management Practices

CSA 11 does not have its own staff. The County collects the property tax revenue associated with the CSA and transfers payment to PHD, which then makes use of the funds for its ambulance services. PHD directly employs paramedics that run the ambulance services offered.

Both the County and PHD conduct annual employee evaluations of their respective agency staff. PHD conducts these evaluations as part of the Joint Commission requirement.¹³⁴ Each director and department manager is responsible for evaluating their respective subordinates in each agency.

County employees track time spent on various tasks, including time dedicated to managing the finances for CSA 11. PHD employee workload is tracked through an electronic time card system for bi-weekly payroll. PHD also tracks patient census monthly. PHD reviews financial statements for payroll variances.

The County does not perform formal evaluations of overall CSA performance or the service provider (PHD), such as benchmarking or annual reports. PHD regularly evaluates its own performance through abbreviated annual reports to the community, monthly reviews for the Board and the community and budget process. The District also evaluates the success of meeting goals outlined in the strategic plan by applying certain measurements to various goals, strategies and tactics. The District's performance is additionally evaluated by the Office of Statewide Health Planning and Development (OSHPD) through benchmarking with other providers and by the Local Emergency Medical Services Agency (LEMSA).

The County's financial planning efforts include an annually adopted budget, within which the CSA is included. The CSA's financial statements are completed by the County and are not audited individually, but are combined with all other county finances in the County's annual audit report. No other planning documents are adopted specific to the CSA. PHD's financial planning efforts include an annually adopted budget and annually audited financial statements. CSA 11 is not identified by name in these financial reports.

¹³⁴ PHD is accredited by the Joint Commission.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the County Auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. Additionally, all special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.¹³⁵ Because CSA 11 is included as part of the County's annual audit process, it is not required to submit a separate audit to the County Auditor.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. CSA 11 complied with this requirement for FY 11-12.¹³⁶

Existing Demand and Growth Projections

Designated land uses within the CSA consist primarily of general forest, general agriculture, timberland production, and residential and commercial uses in Quincy and East Quincy areas.¹³⁷ The total boundary area of CSA 11 is approximately 4,240 square miles.

Population

There are approximately 6,743 residents within the CSA, based on 2010 Census GIS estimates. The CSA's population density is about 1.6 residents per square mile.

Projected Growth and Development

Although no formal population projections have been made by the CSA, PHD forecasts that there will be moderate growth in the next few years. PHD forecasts its future service needs by assessing the history of demand and analyzing provider-based and public surveys. Apart from population growth, demand for emergency services can be impacted by economic health of the time.

At this time, there are not any planned or proposed developments within the CSA's boundaries. It was reported that PHD had sufficient capacity to accommodate the current level of demand and anticipated future demand for emergency services; however, the CSA only funds a portion of these services.

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. Based on these projections, the District's population would increase from 6,743 in 2010 to approximately 7,013 in

¹³⁵ Government Code §26909.

¹³⁶ State Controller's Office website. <http://sco.ca.gov/mobile/News/NewsDetail.aspx?id=67>

¹³⁷ Plumas County Parcel Application.

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

Growth Strategies

The CSA is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County.

Financing

CSA 11 funds appear adequate to subsidize emergency services in the area, but are not sufficient to fully cover all related costs.

PHD receives property tax payments three times a year. The revenue is used to subsidize operations but not earmarked for a particular part of the ambulance services.

In FY 13-14, CSA 11 collected \$106,602 in revenue. CSA revenues are almost entirely from ad valorem property taxes. A fractional amount is from intergovernmental funds from the State (Homeowner's Property Tax Relief). All revenues attributed to CSA 11 were transferred to PHD. The amount of property tax revenue collected over the last few years has remained relatively constant. In FY 12, the CSA had \$105,756 in revenues, and in FY 13, it received \$105,792.

The total amount of property tax revenues collected under the umbrella of CSA 11 are transferred to PHD each year. No portion is maintained by the County for administrative purposes. PHD expends approximately \$270,000 each year on ambulance services. CSA funds cover approximately 40 percent of the expenses associated with ambulance services. PHD relies on other sources of revenue, such as fees for services, to cover the other 60 percent of costs for emergency services.

CSA 11 does not conduct capital planning, as it does not own any capital facilities or equipment. All capital planning is conducted by PHD on behalf of the CSA.

CSA 11 had no debt as of the end of FY 13-14.

CSA 11 had a cash balance of \$4,836 at the end of FY 11-12. The cash balance at the end of more recent years is unknown.

CSA 11 is not a part of any joint financing mechanisms, such as a joint powers agreement (JPA).

AMBULANCE SERVICES

Service Overview

CSA 11 does not provide any services directly, but instead operates only as a financing mechanism for ambulance services provided by PHD.

Staffing

There is no staff dedicated to the operations of this CSA. The County collects and distributes property taxes on behalf of the CSA. PHD employs the paramedics associated with the ambulance services financed by the CSA.

Facilities and Capacity

CSA 11 does not own or maintain any facilities or equipment. PHD owns three ambulances and the hospital where the emergency room is located.

Infrastructure Needs

No deficiencies were identified regarding the vehicles and emergency room facility.

Service Adequacy

As the CSA provides no services directly, it is challenging to assess service adequacy. CSA 11 operates as intended and few changes are possible regarding the function of the CSA. Certain improvements could be made to ensure transparency and accountability. Information regarding the County's various CSAs could be made available on the County's website. Additionally, financial information regarding the CSAs could be more clearly defined in the County's budget.

COUNTY SERVICE AREA 11 DETERMINATIONS

Growth and Population Projections

- ❖ There are approximately 6,743 residents within County Service Area (CSA) 11.
- ❖ There has been a decrease in service demand in the last few years due to residents migrating out of the area because of the recent recession.
- ❖ Apart from population growth, demand for emergency services can be impacted by economic health of the time.
- ❖ Although no formal population projections have been made by the CSA, PHD forecasts that there will be moderate growth in the next few years.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ CSA 11 does not own or maintain any facilities. PHD owns three ambulances and the hospital where the emergency room is located. Capacity of these vehicles and the facility appears to be adequate to address existing and anticipated future demand.
- ❖ No infrastructure or vehicle deficiencies or needs were identified with regard to the emergency services offered by PHD.
- ❖ As the CSA provides no services directly, it is challenging to assess service adequacy. CSA 11 operates as intended and few changes are possible regarding the function of the CSA. Certain improvements could be made to ensure transparency and accountability. Information regarding the County's various CSAs could be made available on the County's website. Additionally, financial information regarding the CSAs could be more clearly defined in the County's budget.

Financial Ability of Agencies to Provide Services

- ❖ CSA 11 funds appear adequate to subsidize emergency services in the area, but are not sufficient to fully cover all related costs.
- ❖ Revenues have been relatively constant over the last few fiscal years.
- ❖ The CSA has no debt and maintains a minimal cash balance.

Status of, and Opportunities for, Shared Facilities

- ❖ The CSA in essence practices facility sharing by making use of County personnel for financial administration and financing PHD to provide emergency services.
- ❖ No further opportunities for facility sharing were identified.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ CSA 11 demonstrated accountability in its disclosure of information and cooperation with Plumas LAFCO; however, there is not a clearly defined contact for questions regarding the CSA.
- ❖ The County does not conduct outreach regarding the CSA and its function. It is recommended that information regarding the various county service areas be made available on the County's website to ensure transparency.
- ❖ No governance structure options were identified with regard to CSA 11.