

**LASSEN
LOCAL AGENCY FORMATION
COMMISSION
(LAFCo)**

**SOUTHERN CASCADE
COMMUNITY SERVICES DISTRICT
(SCCSD)**

**MUNICIPAL SERVICE REVIEW (MSR)
AND
SPHERE OF INFLUENCE (SOI) UPDATE**

*Resolution 2018-0001 Service Review
Resolution 2018-0002 Sphere of Influence*

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1 INTRODUCTION

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.

1.1 Role and Responsibility of LAFCo

Local Agency Formation Commissions (LAFCOs) in California are independent agencies created by the California Legislature in 1963 for the purpose of encouraging the orderly formation of local government agencies and conserving and preserving natural resources. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.) is the statutory authority for the preparation of an MSR (Municipal Service Review), and periodic updates of the Sphere of Influence (SOI) of each local agency.

LAFCOs are responsible for coordinating logical and timely changes in local governmental boundaries, conducting special studies that review ways to reorganize, simplify, and streamline governmental structure, preparing a review of services called a MSR, and preparing a SOI thereby determining the future "probable" boundary for each city and special district within each county.

The Commission's efforts are directed toward seeing that services are provided efficiently and economically while agricultural and open-space lands are protected. Often citizens are confused as to what LAFCo's role is. LAFCOs do not have enforcement authority nor do they have the authority to initiate a city or district annexation or detachment proceeding. LAFCOs may initiate consolidation or dissolution proceedings; however, these proceedings are subject to the voter approval or denial.

The Legislature has given LAFCOs the authority to modify any proposal before it to ensure the protection of agricultural and open space resources, discourage urban sprawl and promote orderly boundaries and the provision of adequate services.

The Governor's Office of Planning and Research (OPR) has issued Guidelines for the preparation of a MSR. This MSR adheres to the procedures set forth in OPR's MSR Guidelines.

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

1.2 MSR Requirements

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 as amended by the State Legislature in 2011, and regulations call for a review of the municipal services provided in the county or other appropriate area designated by the LAFCo. As stated in Government Code Section 56430(a), the LAFCo is required to prepare a written statement of its determinations with respect to each of the following:

1. Growth and population projections for the affected area¹
2. The location and characteristics of any Disadvantaged Unincorporated Communities (DUCs) within or contiguous to the sphere of influence²
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence³
4. Financial ability of agencies to provide services⁴
5. Status of, and opportunities for, shared facilities⁵
6. Accountability for community service needs, including governmental structure and operational efficiencies⁶

1.3 Purpose of a Sphere Of Influence (SOI)

In 1972, LAFCOs were given the power to establish SOIs for all local agencies under their jurisdiction. As defined by the CKH Act, “sphere of influence” means a plan for the probable physical boundaries and service area of a local agency, as determined by the commission” (§56076). SOIs are designed to both proactively guide and respond to the need for the extension of infrastructure and delivery of municipal services to areas of emerging growth and development. Likewise, they are also designed to discourage urban sprawl and the premature conversion of agricultural and open space resources to urbanized uses.

The role of SOIs in guiding the State’s growth and development was validated and strengthened in 2000 when the Legislature passed Assembly Bill (“AB”) 2838 (Chapter 761, Statutes of 2000). This law was the result of two years of labor by the Commission on Local Governance for the 21st Century, which traveled up and down the State taking testimony from a variety of local government stakeholders and assembled an extensive set of recommendations to the Legislature to strengthen the powers and tools of LAFCOs to promote logical and orderly growth and development, and the efficient, cost-effective,

¹ California Government Code Section 56430. (a) (1)

² California Government Code Section 56430. (a) (2)

³ California Government Code Section 56430. (a)(3).

⁴ California Government Code Section 56430. (a)(4)

⁵ California Government Code Section 56430. (a)(5)

⁶ California Government Code Section 56430. (a)(6).

and reliable delivery of public services to California's residents, businesses, landowners, and visitors.

The requirement for LAFcos to conduct MSRs was established by AB 2838 as an acknowledgment of the importance of SOIs and recognition that regular periodic updates of SOIs should be conducted on a five-year basis (§56425(g)) with the benefit of better information and data through MSRs (§56430(a)). A MSR is conducted prior to, or in conjunction with, the update of a SOI and provides the foundation for updating it.

LAFco is required to make five written determinations when establishing, amending, or updating an SOI for any local agency that address the following (§56425(c)):

1. The present and planned land uses in the area, including agricultural and open-space lands.⁷
2. The present and probable need for public facilities and services in the area.⁸
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.⁹
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.¹⁰
5. For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.¹¹

1.4 Description of Public Participation Process

The LAFco proceedings are subject to the provisions of California's open meeting law, the Ralph M. Brown Act (Government Code Sections 54950 et seq.). The Brown Act requires advance posting of meeting agendas and contains various other provisions designed to ensure that the public has adequate access to information regarding the proceedings of public boards and commissions. Lassen LAFco complies with the requirements of the Brown Act.

The State MSR Guidelines provide that all LAFcos should encourage and provide multiple public participation opportunities in the MSR process.

⁷ California Government Code Section 56425 (e)(1)

⁸ California Government Code Section 56425 (e)(2)

⁹ California Government Code Section 56425 (e)(3)

¹⁰ California Government Code Section 56425 (e)(4)

¹¹ California Government Code Section 56425 (e)(5)

1.5 Possible Approaches to the Sphere of Influence

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

1) Coterminous Sphere:

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

2) Annexable Sphere:

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

3) Detachable Sphere:

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

4) Zero Sphere:

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

5) Consolidated Sphere:

A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.

6) Limited Service Sphere:

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

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

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

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

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

7) Sphere Planning Area:

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

1.6 SOI Update Process

LAFCo is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCo must update those SOIs every five years, as necessary. In updating the SOI, LAFCo is required to conduct a Municipal Service Review (MSR) and adopt related determinations. This report identifies SOI determinations and recommends a coterminous sphere SOI for the Southern Cascades Community Services District.

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

1.7 SOI Amendments and CEQA

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

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

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

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

Remy et al. write:

"In *City of Agoura Hills v. Local Agency Formation Commission* (2d Dist.1988) 198 Cal.App.3d480, 493-496 [243 Cal.Rptr.740] (*City of Agoura Hills*), the court held that a LAFCO's decision to approve a city's sphere of influence that in most respects was coterminous with the city's existing municipal boundaries was not a "project" because such action did not entail any potential effects on the physical environment."¹²

1.8 Disadvantaged Unincorporated Communities (DUCs)

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

- 1) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere; and
- 2) The present and planned capacity of public facilities, adequacy of public services and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated community within or contiguous to the sphere of influence.

In determining spheres of influence, SB 244 authorizes LAFCo to assess the feasibility of and recommend reorganization and consolidation of local agencies to further orderly development and improve the efficiency and affordability of infrastructure and service delivery.

The Disadvantaged Unincorporated Community status is determined by whether or not the Median Household Income is lower than 80% of the State of California Median Household Income (MHI). No determinations on DUCs are required for the Southern Cascades CSD because the District does not supply domestic water, sewer or fire protection services.

¹² Remy, Michael H., Tina A. Thomas, James G. Moose, Whitman F. Manley, Guide to CEQA, Solano Press Books, Point Arena, CA, February 2007, page 111.

2 SCCSD AREA BACKGROUND

2.1 The Big Valley Area

The Southern Cascades CSD occupies the Big Valley area of Lassen and Modoc counties. Big Valley includes five small towns: Nubieber, Bieber, Termo, Lookout and Adin. Captivating views of Mt. Shasta and Mount Lassen can be seen from the Big Valley area. Big Valley was originally considered "A no-man's land" between the protected Surprise and Fall River Valleys. In the beginning, Adin was the only town in the Big Valley. The town of Bieber now occupies the 160-acre homestead claimed by Theodore Pleisch in May 1873.¹³

2.1.1 Schools

The Big Valley Joint Unified School District (Phone 530-294-5266) provides schools as follows:

Big Valley Intermediate School, Bieber:	Grades K – 8th
Big Valley High School, Bieber:	Grades 9th - 12th

2.1.2 Health Care

The Last Frontier Healthcare District and the Mayers Healthcare District currently serve this the territory with health care services and operate hospitals in Alturas and Fall River Mills respectively. On July 1st, 2013, the Last Frontier Healthcare district ceased providing local emergency medical services in the proposed formation territory (Last Frontier and Mayers Healthcare district will provide services with ambulances based in Alturas and Fall River Mills.)¹⁴ However, these ambulances are too far away to really help. Since the Southern Cascades CSD includes land in both Modoc and Lassen counties, a brief description of each county will be provided for background information.

2.1.3 Modoc County Overview

A large portion of Modoc County is Federal land. Several federal agencies, including the United State Forest Service, Bureau of Land Management, National Park Service, Bureau of Indian Affairs and the US Fish and Wildlife Service, have employees assigned to the area, and their operations are a significant part of the area's economy and services. National protected areas in Modoc County include the following:

Clear Lake National Wildlife Refuge	Lava Beds National Monument (part)
Modoc National Forest (part)	Shasta National Forest (part)
Modoc National Wildlife Refuge (part)	Tule Lake National Wildlife Refuge (part)
Tule Lake Unit, World War II Valor in the Pacific National Monument (part)	

¹³ <http://www.bigvalleynews.net/Chamber/History.html>, November 27, 2017.

¹⁴ Lassen LAFCo, Executive Officer's Report, Formation of the Southern Cascades Community Services District, File 2015-0003, December 14, 2015.

2.1.4 Lassen County Overview

Lassen County is a farming, mining and lumber area; however, its economy now depends primarily on employment at two state prisons and one federal prison (the former two in Susanville and the latter in Herlong). In 2007 half the adults in Susanville worked in one of the facilities. National protected areas in Lassen County include the following:

Lassen National Forest (part)	Lassen Volcanic National Park (part)
Modoc National Forest (part)	Plumas National Forest (part)
Toiyabe National Forest (part)	

2.1.5 Adin (Modoc County)

Adin (formerly, Adinville and Aidenville) is a census designated place in Modoc County. It is located 29 miles southwest of Alturas at an elevation of 4203 feet. Adin, the first town in Modoc County west of the Warner Mountains, was founded in 1869 by Adin McDowell as the supply point for the mining town of Hayden in northern Lassen County, and was named for him in 1870.

The Aidenville post office opened in 1871, and changed its name to Adin in 1876.¹⁵ A 1913 book described Adin as having a population of 200, and as the chief town of the Big Valley. It became a sawmill town in the mid-1930s when the Edgerton Brothers Mill moved into town, from the Adin Mountains.

The town suffered devastating fires in 1904, 1915, 1931, and finally in 1939. Following the 1939 fire, the town organized a volunteer fire brigade.¹⁶

The 2010 US Census reported that Adin had a population of 272. The Census reported that 269 people (98.9% of the population) lived in households, 3 (1.1%) lived in non-institutionalized group quarters. There were 124 households, out of which 28 (22.6%) had children under the age of 18 living in them, 45 households (36.3%) were made up of individuals and 19 (15.3%) had someone living alone who was 65 years of age or older.

The average household size was 2.17. There were 71 families (57.3% of all households); the average family size was 2.82.

The population was spread out in age as follows:

¹⁵ Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Clovis, Calif.: Word Dancer Press. p. 351. [ISBN 1-884995-14-4](#).

¹⁶ Kean, David. W (1993). *Wide Places in the California Road - Volume 2 of 4: The Mountain Counties*. Sunnyvale, CA: Concord Press. p. 10. [ISBN 1-884261-01-9](#).

ADIN AGE DISTRIBUTION 2010

Under the age of 18	57 people	21.0%
Aged 18 to 24	19 people	7.0%
Aged 25 to 44	52 people	19.0%
Aged 45 to 64	93 people	34.2%
65 years of age or older	<u>51 people</u>	<u>18.8%</u>
TOTAL	272 people	100.0 %

The Adin median age was 47.3 years. For every 100 females there were 91.5 males. For every 100 females age 18 and over, there were 85.3 males.

There were 144 housing units of which 77 (62.1%) were owner-occupied, and 47 (37.9%) were occupied by renters. The homeowner vacancy rate was 1.3%; the rental vacancy rate was 2.1%. There were 163 people (59.9% of the population) living in owner-occupied housing units and 106 people (39.0%) living in rental housing units.

2.1.6 Lookout (Modoc County)

Lookout (formerly, Whitley's Ford) is a census-designated place in Modoc County. It is located 11 miles west of Adin, at an elevation of 4144 feet. The Whitley's Ford post office operated from 1874 to 1875. The Lookout post office opened in 1880. The original name honors James W. Whitley, a local hotelier. The name Lookout recalls how Native Americans used nearby hills as observation points.¹⁷

The 2010 US Census reported that Lookout had a population of 84. There were 31 households, of which 7 (22.6%) had children under the age of 18 living in them, 7 households (22.6%) were made up of individuals and 3 (9.7%) had someone living alone who was 65 years of age or older. The average household size was 2.71. There were 22 families (71.0% of all households); the average family size was 3.14.

There were 46 housing units of which 26 (83.9%) were owner-occupied, and 5 (16.1%) were occupied by renters. The homeowner vacancy rate was 3.7%; the rental vacancy rate was 0%. There were 70 people (83.3% of the population) living in owner-occupied housing units and 14 people (16.7%) living in rental housing units.

2.1.7 Bieber (Lassen County)

Bieber (formerly, Chalk Ford) is a census designated place in Lassen County. It is located on the Pit River 55 miles north-northwest of Susanville at an elevation of 4124 feet. Its population was 312 at the 2010 census.

The settlement sprang up at the Pit River ford in 1877. The first post office at Bieber opened in 1877.¹⁸ A major junction between the Great Northern and Western Pacific railroads for north-south traffic, now owned by BNSF Railway (Burlington Northern Santa Fe Railway).

¹⁷ Durham, David L. (1998). California's Geographic Names: A Gazetteer of Historic and Modern Names of the State. Clovis, Calif.: Word Dancer Press. p. 396. [ISBN 1-884995-14-4](#).

¹⁸ Durham, David L. (1998). California's Geographic Names: A Gazetteer of Historic and Modern Names of the State. Clovis, Calif.: Word Dancer Press. p. 356. [ISBN 1-884995-14-4](#).

The 2010 US Census reported that Bieber had a population of 312 all living in households. There were 123 households, out of which 41 (33.3%) had children under the age of 18 living in them, 34 households (27.6%) were made up of individuals and 12 (9.8%) had someone living alone who was 65 years of age or older.

The average household size was 2.54. There were 84 families (68.3% of all households); the average family size was 3.05.

The population was spread out in age as follows

BIEBER AGE DISTRIBUTION 2010

Under the age of 18	78 people	25.0%
Aged 18 to 24	27 people	8.7%
Aged 25 to 44	77 people	24.7%
Aged 45 to 64	88 people	28.1%
65 years of age or older	<u>42 people</u>	<u>13.5%</u>
TOTAL	312 people	100.0%

The median age was 38.4 years. For every 100 females there were 93.8 males. For every 100 females age 18 and over, there were 105.3 males.

There were 148 housing units of which 90 (73.2%) were owner-occupied, and 33 (26.8%) were occupied by renters. The homeowner vacancy rate was 4.2%; the rental vacancy rate was 10.8%. There were 237 people (76.0% of the population) living in owner-occupied housing units and 75 people (24.0%) living in rental housing units.

2.1.8 Nubieber (Lassen County)

Nubieber (formerly, Big Valley City and New Town) is a census-designated place in Lassen County was located at the common terminus of the Western Pacific Railroad and the Great Northern Railway, Bieber Line, 3 miles southwest of Bieber at an elevation of 4121 feet.

The settlement was established in 1931, when the railroads were built to the place. The first post office opened the same year. The name was a version of "New Bieber".¹⁹

The population was 50 at the 2010 census. There were 18 households, out of which 7 (38.9%) had children under the age of 18 living in them, 5 households (27.8%) were made up of individuals and 1 (5.6%) had someone living alone who was 65 years of age or older. The average household size was 2.78. There were 12 families; the average family size was 3.33.

There were 24 housing units of which 10 were owner-occupied, and 8 were occupied by renters. The homeowner vacancy rate was 0%; the rental vacancy rate was 11.1%. There were 27 people living in owner-occupied housing units and 23 people living in rental housing units.

¹⁹ Durham, David L. (1998). California's Geographic Names: A Gazetteer of Historic and Modern Names of the State. Clovis, Calif.: Word Dancer Press. p. 405. [ISBN 1-884995-14-4](#).

2.1.9 Termo (Lassen County)

Termo (also, Snowstorm and Armstrong) is an unincorporated community in Lassen County. It is located on the Southern Pacific Railroad 32 miles north-northeast of Susanville at an elevation of 5305 feet. This town straddles US Highway 395 north of Ravendale. In 1900, Termo was the terminus of the Nevada-California-Oregon Railway. The Termo post office opened in 1908, closed in 1914, and re-opened in 1915.²⁰

2.2 County Population Data

The following population data shows that Lassen County has a larger population than Modoc County but both counties are declining in population while the State of California is increasing in population.

Population Growth or Decline²¹

	Modoc County	Lassen County	State of California
Population estimates base, April 1, 2010	9,686	34,895	37,254,522
Population estimates, July 1, 2016	8,795	30,870	39,250,017
Population, percent change – April 1, 2010 to July 1, 2016	-9.2%	-11.5%	5.4%

The following table shows Median Household Income for Modoc and Lassen counties and for the State of California. The Median Household Income for Modoc County is lower than 80% of the State Median Household Income (\$49,454). The Median Household Income for Lassen County is slightly above this amount.

Income and Poverty²²

	Modoc County	Lassen County	State of California
Median Household Income (in 2015 dollars), 2011-2015	\$37,860	\$51,555	\$61,818
Per capita income in past 12 months (in 2015 dollars), 2011-2015	\$21,001	\$19,274	\$30,318
Persons in poverty, percent	20.3%	17.1%	14.3%

²⁰ Durham, David L. (1998). California's Geographic Names: A Gazetteer of Historic and Modern Names of the State. Clovis, Calif.: Word Dancer Press. p. 423-424. ISBN 1-884995-14-4.

²¹ US Census Bureau, <https://www.census.gov/quickfacts/fact/table/lassencountycalifornia,CA,modoccountycalifornia/PST045216>, October 6, 2017.

²² US Census Bureau, <https://www.census.gov/quickfacts/fact/table/lassencountycalifornia,CA,modoccountycalifornia/PST045216>, October 6, 2017.

The following table shows that the percentage of older people is increasing faster in Modoc and Lassen counties than in the State of California. This could have implications for demands on local government.

Age Group Trends			
	Modoc County	Lassen County	State of California
Persons under 5 years, percent, April 1, 2010	5.6%	4.7%	6.8%
Persons under 5 years, percent, July 1, 2016	4.6%	4.9%	6.3%
Trend	-1.0%	+0.2%	-0.5%
Persons under 18 years, percent, April 1, 2010	21.9%	18.0%	25.0%
Persons under 18 years, percent, July 1, 2016	19.6%	17.4%	23.2%
Trend	-2.3%	-0.6%	-1.8%
Persons 65 years and over, percent, April 1, 2010	19.7%	10.0%	11.4%
Persons 65 years and over, percent, July 1, 2016	24.3%	13.5%	13.6%
Trend	+4.6%	+3.5%	+2.2%

With the aging population increasing it is understandable that there would be a demand for emergency medical services and ambulance service.

3 SOUTHERN CASCADE CSD BACKGROUND

3.1 Formation of Southern Cascade CSD²³

The Southern Cascade CSD was created by Lassen LAFCo after voter approval with an election in May of 2016. There is a total of 900 registered voters within the agency jurisdictional boundaries of 1670 square miles.²⁴ Previously there was no locally based ambulance service within this area. Ambulances to service the area came from Alturas, Fall River Mills or Susanville and response times were slow, especially during winter months.²⁵

The Statement of Justification for the formation of the District was as follows:²⁶

The territory within the South Western Modoc County and Northern Lassen County area is in need of locally based Ambulance and Emergency Medical Services since said services no longer exist. This proposal is to provide essential Emergency Medical services within this area.

The election to pass the parcel tax was held three times because it failed the first two times. The second election in May 2015 only failed by four votes. The following argument explained the need for the District and the parcel tax:

*An Advanced Life Support Ambulance (ALS) is not stationed in our communities. Do you know the impact this has had on our area? According to official 911 records for Modoc and Lassen Counties for 2014, 136 individuals suffered an injury or sudden illness, waiting up to an hour-fifteen minutes for ambulance arrival. The enemy of saving lives is time and distance. You probably know someone that died waiting for an Ambulance this year. Is this **what** you want for your loved ones? We can change these statistics by voting YES on Measures B and C.*

Because we live in an isolated area with limited medical resources to handle trauma and sudden illness we need timely access to an Ambulance which provides more than just transportation to the hospital.

An ALS Ambulance is an Emergency Room on wheels in which Emergency Medical Services personnel serves as an extension of the ER doctor. YES on Measure B approves the formation of the Southern Cascades Community Services District (CSD). The CSD is essential to securing financial stability and local control for an ALS Ambulance Service. The CSD shall be governed by a Board of locally elected volunteers charged with oversight of Ambulance operations including

²³ Lassen LAFCo Questionnaire completed by Southern Cascades CSD on November 10, 2017.

²⁴ Lassen LAFCo, Executive Officer's Report, Formation of the Southern Cascades Community Services District, File 2015-0003, December 14, 2015.

²⁵ Lassen LAFCo, Executive Officer's Report, Formation of the Southern Cascades Community Services District, File 2015-0003, December 14, 2015.

²⁶ Lassen LAFCo, Attachment #3 to, Executive Officer's Report, Formation of the Southern Cascades Community Services District, File 2015-0003, December 14, 2015.

administration, procurement and maintenance of equipment, training and certification of personnel.

YES on Measure C provides for a special tax to property owners within the boundaries of the CSD. This tax equates to less and \$6 per month for a single parcel or \$12 per month for two or more parcels. This tax can NOT increase without a 2/3 vote.

Passage of Measures B and C will re-establish timely ambulance response and provide critical lifesaving treatment and transport.

3.2 Services Provided

The services provided by the Southern Cascade CSD are Ground and Air EMS Services through Partnerships with Sierra Medical Services Alliance and Air Methods. There are twenty or more employees of the partner groups and four part-time employees work directly for the SCCSD.

The District has adopted the following Mission Statement:

To Be The Provider Of Integrated Out-Of-Hospital Care Services And Patient Transportation For Our Communities With Emphasis On Education And Partnerships.

The District has met its goal as follows:

911 ALS Ambulance Service began March 13, 2017
EMS Helicopter was placed in Operation May 1, 2017

The District reports the following use of the services:²⁷

1. During the first six months of operation the Ground Ambulance had 74 calls for service and 55 transports.
2. During the first eight months of Helicopter Transport there were 148 Flight transports.

The District plans to expand the EMS Education Program with SEMSA (Sierra Medical Services Alliance ambulance service) and Lassen College.

The District is also considering the need of Non-emergent medical transport (NEMT) within the Service Area. [The District has met with Partnership Health Plan of California \(PHP\) and is moving forward to explore executing provider agreements with both Partnership Health Plan and Medical Transportation Management \(MTM\), the transportation Broker for Non-covered Medical transportation with PHP.](#)

²⁷ SCCSD, Dan Bouse District Manager, Email: manager@southerncascades.org, January 9, 2018.

3.3 Contact Information²⁸

The following information shows the contact points for the SCCSD:

Administrator Name and Title: Dan Bouse, District Manager
Administrator's e-mail address: manager@southerncascades.org

Address:
Southern Cascades Community Services District
PO Box 239, 205 Ash Valley Road, Adin, CA 96006

Telephone: 530-299-3110

3.4 Board of Directors²⁹

3.4.1 Board Members

The Board of Directors for the Southern Cascade CSD is a five member board elected at large (as opposed to being elected by area within the District). The Board of Directors is as follows:

Clinton Davis	Term Expires December 31, 2018
Jean Ludwigen	Term Expires December 31, 2018
Kathy Peterson	Term Expires December 31, 2020
Robert Fisher	Term Expires December 31, 2020
Valerie Endicott	Term Expires December 31, 2020

The Southern Cascade Board of Directors meets at the District Office on the Third Thursday of each month at 5:30 PM.

3.4.2 Notice of Board Meetings

All meeting Agendas are posted at Operations Base and local the Post Office and both are accessible to the public 24 hours per day.

In addition, all board Agendas are e-mailed to a mailing list that consists of any individuals in the community that have expressed an interest in EMS in the community. Also, all members of the original Big Valley EMS Working Group receive both the News Letter and Board Agendas electronically.

The Board is a volunteer board and receives no benefits. Out-of-Town travel is reimbursed at cost.

The Brown Act and the Political Reform Act are adopted as Policy by the District.

All District Agendas for both Board and Committee Meetings can be emailed on request or hard copies may be picked up at the Operations Base (District Office) during normal business hours.

²⁸ Lassen LAFCo Questionnaire completed by Southern Cascades CSD on November 10, 2017.

²⁹ Lassen LAFCo Questionnaire completed by Southern Cascades CSD on November 10, 2017.

3.4.3 Committee Assignments

The Southern Cascades CSD operates with the help of several committees as follows:

1. Planning and Community Relations Standing Committee

Director Peterson, Chair

Director Endicott, Vice Chair

Teri Schmitt [and Laura Finley](#) Community Members

2. Finance Standing Committee

Director Endicott, Chair

Director Davis, Vice Chair

[Sara Edson, CFO, Ex Officio Member](#)

Ann Lusk [and](#) Sue Peterson Community Members

3. Personnel Standing Committee

Director Fisher, Chair

Director Ludwigsen, Vice Chair

4. Audit Standing Committee

Director Fisher, Chair

Director Ludwigsen, Vice Chair

5. Policy Development and Review Standing Committee

Director Ludwigsen, Chair

Director Peterson, Vice Chair

Teri Schmitt, Community Member

6. Vehicle and Equipment Acquisition Ad Hoc Committee

Director Davis, Chair

Director Fisher, Vice Chair

Dan Bouse, Interim District Manager

Ryan Harper, Community Member

3.5 Facilities

The Southern Cascades EMS Operations Base and Training Center is located on the leased Adin Campus of Big Valley Joint Unified School District. Sierra Medical Services Alliance has remodeled three classroom buildings which are used as living quarters for the 911 ambulance crew, the helicopter flight crew and for the Pilots.

Two of the classrooms in the main school facility are being remodeled for EMS and Health Education. A 5000 square foot Ambulance/Helicopter Facility is planned for construction in the spring of 2018.

The classroom remodels are being funded by the Big Valley Endowment Foundation. The living quarters were funded by the SEMSA (Sierra Medical Services Alliance). The Ambulance/Helicopter Hanger Facility will be funded by Air Methods and SEMSA.

A long term Lease has just been executed with Modoc County. Approximately 1000 square feet of office space and the common use of the Conference Meeting Room and other facilities.

3.6 Budget

Primary Funding is a special Parcel tax of \$65 per parcel with a two parcel per unique parcel owner cap. Adopted Budget establishes a \$140,000 Reserve at the end of the 2nd fiscal year of operation with a goal of a \$200,000 Reserve in year 4.³⁰

All spending must be within the District Budget Limits with a \$1000 limit on any one check writer's authority.

The following two tables show the SCCSD Budget for 2017-18 with the Revenue first and the Expenses on the next page.

SOUTHERN CASCADES COMMUNITY SERVICES DISTRICT BUDGET 2017-18 REVENUE		
Account	Account Name	Adopted Appropriation
2000903	Parcel Fee Assessments	234,130.00
2003212	Rents and Leases	11,500.00
2011200	Miscellaneous	50,000
2000	TOTAL REVENUE	295,630.00

³⁰ Lassen LAFCo Questionnaire completed by Southern Cascades CSD on November 10, 2017.

SOUTHERN CASCADES COMMUNITY SERVICES DISTRICT BUDGET 2017-18 EXPENSES			
Account	Account Name	Adopted Appropriation	Transfers
3000100	Salaries and Wages	39,312.00	
3000202	Medicare	570.02	
3000203	Social Security	2,437.34	
3000211	Special Districts Benefits	-	
3000400	Workers compensation Insurance	1,250.00	
3000510	Unemployment Insurance	1,375.92	
3010	Salaries and Benefits Total	44,945.29	
3001200	Communications	3,240.00	
3001500	Insurance	11,500.00	
3001700	Maintenance-Equipment	8,500.00	
3001800	Maint. Buildings/Improvements	15,302.00	3,500.00
3002000	Memberships	700.00	
3002200	Office Expense	65.00	
3002201	Postage	500.00	
3002312	Professional/Special-Accounting	3,500.00	
3002300	Professional/Special. Services	3,000.00	
3002399	Legal Services	3,000.00	
3002400	Publications and Legal Notices	0	
3002600	Rents and Leases-Buildings	300.00	
3002700	Small Tools and Instruments	4,050.00	
3002800	Special Departmental Expense	23,609.50	
3002900	Transportation and Travel	1,000.00	
300300	Utilities	17,800.00	
	Utilities-Sewer	1,104.00	
3020	Services and Supplies Total	103,605.50	
3004900	Other Charges-Depreciation	4,997.41	
3006100	Building and Improvements	10,000.00	
3006200	Equipment	125,000.00	
3040	Total Fixed Assets	135,000.00	
3010000	Contingencies	7,081.80	(3,500.00)
	Budget Unit Total	295,630.00	

The expenses and the revenue are shown to balance which is the requirement of most budgets.

4 SOUTHERN CASCADES CSD MUNICIPAL SERVICE REVIEW

4.1 Growth and Population Projections for the Southern Cascades CSD Area³¹

Purpose: To evaluate service needs based on existing and anticipated growth patterns and population projections.

4.1.1 Southern Cascades CSD Area Population Projections

The Southern Cascades CSD area is not expected to grow substantially beyond the present population. Both the Modoc General Plan and the Lassen General Plan show the Big Valley area as designated for agriculture with the exception of the small towns.

4.1.2 MSR Determinations on Growth and Population Projections for the Southern Cascades CSD Area

- 1-1) The population of the Southern Cascades CSD area will remain stable or may increase slightly.
- 1-2) The population of the Southern Cascades CSD may be able to age in place with the addition of the services provided by the District.

4.2 Location and Characteristics of any Disadvantaged Unincorporated Communities (DUC) within or Contiguous to the Southern Cascades CSD's SOI³²

Purpose: To comply with the State Law to examine any unincorporated areas which could be provided with better services by annexing to an adjacent city.

4.2.1 Southern Cascades CSD Area Disadvantaged Unincorporated Community Status

The Southern Cascades Community Services District does not supply sewer, water or fire protection services.

4.2.2 MSR Determinations on Disadvantaged Unincorporated Communities near Cascades CSD

- 2-1) It is not necessary to make a determination on DUC status because the Southern Cascades Community Services District does not supply sewer, water or fire protection services.

³¹ California Government Code Section 56430. (a) (1)

³² California Government Code Section 56430. (a) (2)

4.3 Capacity and Infrastructure for the Southern Cascades CSD

Purpose: To evaluate the present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.³³

4.3.1 Southern Cascades CSD Infrastructure

The SCCSD is starting out so they will rent or lease equipment and space as needed.

4.3.2 MSR Determinations on Infrastructure for Southern Cascades CSD

- 3-1) The Southern Cascades CSD has a program to rent and lease equipment and space as needed and as allowed by the budget.
- 3-2) The SCCSD has a goal to develop a reserve fund that may be used to purchase equipment in the future.

4.4 Financial Ability to Provide Services³⁴

Purpose: To evaluate factors that affect the financing of needed improvements and to identify practices or opportunities that may help eliminate unnecessary costs without decreasing service levels.

4.4.1 Financial Considerations for Southern Cascades CSD

The Southern Cascades CSD receives no share of property taxes because it was established after Proposition 13. The District is totally dependent on the \$65 per parcel tax which took three votes to establish. Thus, the District will have to maintain a conservative approach to money management because it would be unlikely to get an increase to the parcel tax in the near future.

4.4.2 MSR Determinations on Financing for Southern Cascades CSD

- 4-1) The District receives funds from a parcel tax approved by the voters of the District.
- 4-2) The District has been successful to get the services in operation in a short time.

³³ California Government Code Section 56430. (a) (3)

³⁴ California Government Code Section 56430. (a) (4)

4.5 Status of and Opportunities for Shared Facilities³⁵

Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

4.5.1 Southern Cascades CSD Facilities

The possibility of shared facilities was considered during the formation process for the SCCSD and it was determined that there was no possibility for shared facilities and that it was necessary to form the District to have the ambulance and emergency medical services required.

4.5.2 MSR Determinations on Shared Facilities for Southern Cascades CSD

- 5-1) The District shares facilities with the Big Valley Joint Unified School District and Modoc County.

4.6 Accountability for Community Service Needs, Governmental Structure and Operational Efficiencies³⁶

Purpose: To consider the advantages and disadvantages of various government structures that could provide public services, to evaluate the management capabilities of the organization and to evaluate the accessibility and levels of public participation associated with the agency's decision-making and management processes.

4.6.1 Southern Cascades CSD Government Structure

The Southern Cascades CSD has a five member Board of Directors and holds open meetings at a public location. The Board has an extensive committee structure to involve the community in the operation of the District.

4.6.2 MSR Determinations on Local Accountability and Governance

- 6-1) The Board of Directors for the Southern Cascades CSD has open meetings and works to involve the members of the community in various committees.
- 6-2) The Board of Directors is planning to establish a website which will aid in communicating about goals and projects with the community.
- 6-3) The District supplied all the information needed for this report.

³⁵ California Government Code Section 56430. (a)(5)

³⁶ California Government Code Section 56430. (a)(6).

5 SPHERE OF INFLUENCE

5.1.6 Recommendation for Southern Cascades CSD Sphere of Influence

The recommendation for the Southern Cascades CSD Sphere of Influence is to maintain the boundary of the District as the Sphere of Influence. The District is fairly new and should not need to be expanded within the next five years or longer.

5.2 Present and Planned Land Uses in the Southern Cascades CSD Area, Including Agricultural and Open Space Lands³⁷

5.2.1 County General Plans for Southern Cascades CSD Area

The General Plan for Modoc County and the General Plan for Lassen County show the Big Valley area designated for agricultural land uses except for the small settlement areas.

5.2.2 SOI Determinations on Present and Planned Land Use for Southern Cascades CSD Area

1-1] Since the present and planned land uses for the Big Valley area are agricultural, the area will not expect a significant increase in population and the need for the Southern Cascades CSD will remain.

5.3 Present and Probable Need for Public Facilities and Services in the Southern Cascades CSD Area³⁸

5.3.1 Municipal Service Background

The need for the ALS Ambulance and flight services will remain. The area is sparsely populated and the population is older.

5.3.2 SOI Determinations on Facilities and Services Present and Probable Need for Southern Cascades CSD

2-1] The residents of the SCCSD now and in the future will continue to need the emergency medical transport services provided by the District.

³⁷ California Government Code Section 56425 (e)(1)

³⁸ California Government Code Section 56425 (e)(2)

5.4 Present Capacity of Public Facilities and Adequacy of Public Services³⁹

5.4.1 Capacity Background

The SCCSD is a new District and is building up capacity to serve the residents of the District. The District has a goal to build up monetary reserves and to add non-emergency medical transport to its services.

5.4.2 SOI Determinations on Public Facilities Present and Future Capacity for Southern Cascades CSD.

3-1] The District will build up its capacity and add additional compatible services such as non-emergency medical transport when possible.

5.5 Social or Economic Communities of Interest for SCCSD⁴⁰

5.5.1 Big Valley Community Background

The Big Valley area does function as a social and economic community even though it is part of two counties. The residents are used to working together on the School District, the Pest Abatement District and other community projects.

5.5.2 SOI Determinations on Social or Economic Communities of Interest for the SCCSD area.

4-1] The Big Valley area residents are used to working together and this District will help to unify the community.

5.6 Disadvantaged Unincorporated Community Status⁴¹

5.6.1 Disadvantaged Unincorporated Communities

The Southern Cascades Community Services District does not supply sewer, water or fire protection services.

5.6.2 Big Valley Disadvantaged Unincorporated Community Status

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

³⁹ California Government Code Section 56425 (e)(3)

⁴⁰ California Government Code Section 56425 (e)(4)

⁴¹ California Government Code Section 56425 (e)(5)

ACRONYMS

ALS	Advanced Life Support
BLS	Basic Life Support
CALFIRE	California Department of Forestry and Fire Protection
CDP	Census Designated Place
CEQA	California Environmental Quality Act
CKH Act	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CPR	Cardio-Pulmonary Resuscitation
CSA	County Service Area
CSD	Community Services District
DUC	Disadvantaged Unincorporated Community
EMS	Emergency Medical Service
ER	Emergency Room
FPD	Fire Protection District
HOPTR	Homeowner Property Tax Relief
HPP	Hospital Preparedness Program
JPA	Joint Powers Agreement
LAFCo	Local Agency Formation Commission
MSR	Municipal Service Review
NEMT	Non-Emergency Medical Transport
PPE	Personal Protective Equipment
SCCSD	Southern Cascades Community Services District
SEMSA	Sierra Medical Services Alliance
SOI	Sphere of Influence
USFS	United States Forest Service

DEFINITIONS

Advanced Life Support (ALS) is a set of life-saving protocols and skills that extend Basic Life Support to further support the circulation and provide an open airway and adequate ventilation (breathing).⁴²

Agriculture: Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural prime or improved pasture land.

Basic life support (BLS) is a level of medical care which is used for victims of life-threatening illnesses or injuries until they can be given full medical care at a hospital. It can be provided by trained medical personnel, including emergency medical technicians, paramedics, and by laypersons who have received BLS training.⁴³

Bond: An interest-bearing promise to pay a stipulated sum of money, with the principal amount due on a specific date. Funds raised through the sale of bonds can be used for various public purposes.

California Environmental Quality Act (CEQA): A State Law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an environmental impact report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

Community Facilities District: Under the Mello-Roos Community Facilities Act of 2082 (Section 53311, et seq.) a legislative body may create within its jurisdiction a special tax district that can finance tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as public services for district residents. Special taxes levied solely within the district are used to repay the bonds.

Environmental Impact Report (EIR): A report required pursuant to the California Environmental Quality Act that assesses all the environmental characteristics of an area, determines what effects or impact will result if the area is altered or disturbed by a proposed action, and identifies alternatives or other measures to avoid or reduce those impacts. (See California Environmental Quality Act.)

Federal Responsibility Area (FRA): Area that is the appropriate Federal agency's financial responsibility of preventing and suppressing fires (e.g. National Forest, National Park Service, Department of defense, etc.).

Fire Season: The period of mid-May through October when vegetation cures, dries out, and is most flammable.

HAZMAT: A material (such as flammable or poisonous material) that would be a danger to life or to the environment if released without precautions.

⁴² <https://www.bing.com/search?q=advanced%20life%20support%20definition&qsn&form=QBRE&sp=1&pq=advanced%20life%20support%20definition&sc=7-32&sk=&cvid=D11E5029B93146B7869ACA307E67579C>, January 2, 2018.

⁴³ <https://www.bing.com/search?q=basic+live+support+definition&form=EDGHPT&qsp=PF&cvid=38ca9c6b47eb4231b7b6aac376766e92&refig=5bfd9a1d03bb425c8f0e610c8131c9c7&cc=US&setlang=en-US>, January 2, 2018.

Impact Fee: A fee, also called a development fee, levied on the developer of a project by a county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 77000, et seq., specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Local Agency Formation Commission (LAFCo): A five-or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include two representatives of special districts.

Local Responsibility Area (LRA): Land which is not under State or Federal financial responsibility for preventing and suppressing fires such as the incorporated area of a city.

Mello-Roos Bonds: Locally issued bonds that are repaid by a special tax imposed on property owners within a community facilities district established by a governmental entity. The bond proceeds can be used for public improvements and for a limited number of services. Named after the program's legislative authors.

Partnership HealthPlan of California (PHC): Partnership HealthPlan of California (PHC) is a non-profit community based health care organization that contracts with the State to administer Medi-Cal benefits through local care providers to ensure Medi-Cal recipients have access to high-quality comprehensive cost-effective health care.⁴⁴

SEMSA: Sierra Medical Services Alliance, operates the ambulance service in Lassen County, Ambulance Service in Merced County, California and manages the West Side Community Health Care District in Stanislaus County California.⁴⁵

Spotting: Behavior of a fire producing sparks or embers that are carried by the updraft and wind and start new fires beyond the main fire. Spotting usually occurs with low humidity.

State Responsibility Area (SRA): Areas of the State in which the financial responsibility of preventing and suppressing fires has been determined by the State Board of Forestry and Fire Protection to be primarily the responsibility of the State.

⁴⁴

<https://www.bing.com/search?q=partnership+health+plan+of+california&form=EDGHPT&qs=PF&cvid=5b1bcd68aab84be6bf7e38ad18313780&refig=cd34ae96710a420ab7197d979293e8da&cc=US&setlang=en-US>, December 28, 2017.

⁴⁵

<https://www.bing.com/search?q=semsa+lassen&form=EDGHPT&qs=PF&cvid=714dd81815e34f51a7e8b7d53e2bbdf3&cc=US&setlang=en-US>, December 28, 2017.

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MAP

