

**Sierra County FPD #1 – Regional**  
**LAFCO File No. 2018-0001**

**Summary**

This proposal to adopt a Municipal Service Review, Update the Sphere of Influence and to annex 115,627 acres more or less of contiguous unincorporated inhabited territory to the Sierra County Fire Protection District #1. The LAFCO adopting resolutions approving this Municipal Service Review, Sphere of Influence and Regional Annexation are attached as Attachment #1, Attachment #2 and Attachment #3, respectively for the Commission's consideration. The Sierra County Fire Protection District #1 submitted Resolution 2018-01 adopted on July 13, 2018 (See Attachment #4). This Resolution contains a Plan for Services and a Justification Statement.

A Map and Geographic description showing the subject territory is included herein as Exhibits A and B to the adopting annexation resolution (Resolution 2018-0003). Sierra County and the SCFPD #1 have both adopted property tax resolutions agreeing to a property Tax Exchange for this Annexation (see *Exhibit C and D for the adopting resolutions (Attachment #3)*).

**Recommendation**

Staff recommends that the Commission approve this proposal to adopt the Municipal Service Review, the Sphere of Influence and to annex the additional 115,627 acres more or less in one large unincorporated area into the Sierra County Fire Protection District #1 subject to conditions as set forth in the staff report and proposed draft Resolution 2018-0003 (*Attachments 1, 2 & 3*).

In the published public notice it has been disclosed that the Commission may authorize the extension of any special benefit assessments, taxes or fees into the annexation territory. A protest proceeding for the annexation will be required since there were over 1000 registered voters and (or) landowners to be notified. The Commission will direct a protest hearing to be conducted within 30-days of approval of the annexation.

***Suggested motions:***

- *Adopt proposed Resolution 2018-0001 adopting a municipal service review for the Sierra County Fire Protection District #1*
- *Adopt proposed Resolution 2018-0002 adopting a Sphere of Influence for the Sierra County Fire Protection District #1*
- *Adopt proposed Resolution 2018-0003 approving this Annexation and determining that this proposed annexation to the Sierra County Fire Protection District #1 qualifies for an exemption to the California Environmental Quality Act under Class 20.*

**Proposal and History**

For the most part, Sierra County territory is included within a Fire Protection District or is otherwise protected by a fire protection district. The unincorporated territory in the eastern portion of Sierra County while not within the SCFPD #1 is protected albeit not within a fire district. While new development is not proposed at this time, it is the desire of the County, SCFPD #1 and LAFCo that all private properties are served by a fire protection agency. The district passed a resolution initiating this Sphere amendment and annexation process (See Attachment #4).

### **Relationship to Other Projects**

LAFCo is required to adopt a Municipal Service Review and Sphere of Influence Document including determinations, which is attached as Attachment #5.

No entitlement proposals which would affect this proposal are known to LAFCo or are currently pending in the Annexation proposal.

### **Organized Community Services**

Following is a discussion of existing and proposed service provision to the project:

#### **Sierra County Fire Protection District #1 and Emergency Response Services**

The Sierra County Fire Protection District #1 was formed in 1930. The SCFPD #1 accomplishes this mission through fire suppression, fire prevention, intervention, medical assistance, and education. Sierra County Fire Protection District No. 1 maintains high standards of training and education for its volunteers. Volunteers act and perform in a safe, courteous, and professional manner, creating strong bonds and professional relationships within the community and with neighboring fire departments. District members are part of a team that takes pride in representing the SCFPD #1 mission through dedication and integrity.

#### **Board of Directors**

The District's board is composed of five appointed members. The board members meet in the evening of the second Tuesday of the month and as needed and are rotated between the Calpine and Sierraville fire stations within the district.

#### **Personnel**

The Sierra County Fire Protection District #1 has 19 fire fighters and 22 total personnel including the paid secretary and mechanic. The average age of the volunteers is 50. There are six EMT/Paramedic personnel. Many of the up to 40 volunteers have full-time jobs outside the District so mid-week and mid-day staffing levels are low.<sup>1</sup>

There are three stations Sierraville, Sattley and Calpine within the district each having a separate department under the Sierra County Fire Protection District #1.

#### **Dispatch**

The Sierra County Sheriff's Department provides dispatch

#### **Collaboration**

The Department does provide service to areas outside the District boundaries only by Mutual Aid (Truckee, Sierra City, Loyalton, Beckwourth, Sierra Valley [Vinton/Chilcoot], Loyalton. The District notes that service is to areas within the proposed annexation to areas not served by any District/Department.

For the year July 1, 2016 to June 30, 2017 the District received 84 EMS calls and 12 fire calls. Ambulance services are provided by Eastern Plumas Ambulance north of Little Truckee Summit

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<sup>1</sup> Sierra LAFCo, Fire Protection District Questionnaire, June 1, 2018.

and Truckee Fire Department south and west of Little Truckee Summit and near Stampede Reservoir.

### **Sphere of Influence**

The subject territory is not within the SCFPD#1 Fire District sphere of influence. A Municipal Service Review and Sphere of Influence Update has been prepared and are to be considered in conjunction with the SCFPD #1 annexation.

### **Boundary**

The boundaries for the proposal are consistent with existing assessor parcel lines **meaning no split lines of assessment have been identified.**

The territory in the annexation includes approximately 115,627 **unincorporated** acres more or less within the annexation area including a total of 944 assessor's parcels and 373 registered voters totaling 1317. **This annexation does not include territory within the incorporated City of Loyalton.**

LAFCo staff has also provided notice of the public hearing. There was no testimony against the annexation at the public hearing where the SCFPD #1 initiated the annexation.

### **CEQA Compliance**

This annexation would qualify for Categorical Exemption to CEQA under Class 20 (Changes in organization of local agencies where the changes do not change the geographical area in which previously existing powers are exercised). The annexation would also qualify for Categorical Exemption under the same category in as much as the subject territory is already receiving structural fire and emergency services from the District. Appropriate language to this effect has been included in the draft Resolution of Approval, which also include direction to staff to file a Notice of Exemption shown as Attachment #6.

### **Compliance with Applicable Plans**

The County is the applicable land use authority. The project area is generally within the eastern portion of Sierra County and generally designated Agriculture, Open Space and Forestry in the Sierra County General Plan.

### **GOVERNING LAW AND LAFCo POLICY**

Generally, Government Code §56000 *et seq.* governs proceedings. The proposal largely complies with LAFCo's legal and policy requirements, as summarized below:

#### **GOVERNING LAW**

LAFCo is charged with applying the policies and provisions of the Cortese-Knox-Hertzberg Act to its decisions regarding annexations, incorporations, Annexations, and other changes of government.

Factors to be considered in the review of a proposal shall include, but not be limited to, all of the following Section 56668 of the Government Code:

- |  |
|--|
| <p><b>(a) Population, and population density; land area and land use; per capita assessed valuation; topography, natural boundaries, and drainage basins; proximity to other populated areas; the likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next 10 years.</b></p> |
|--|

*The subject territory is inhabited; land use is described above. Adjacent properties are planned and zoned for variety of uses but mostly Forestry and Agriculture. There is a low likelihood of significant growth in the annexation territory.*

- (b) The need for organized community services; the present cost and adequacy of governmental services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation; formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas. “Services,” as used in this subdivision, refers to governmental services whether or not the services are services, which would be provided by local agencies subject to this division, and includes the public facilities necessary to provide those services.**

*The area is in agricultural and forestry uses; fire protection and emergency response services are necessary for health and safety reasons.*

- (c) The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the county.**

*Annexation of the territory to the Sierra County Fire Protection District #1 will have negligible impact on adjacent areas, interests, and upon the local governmental structure.*

- (d) The conformity of both the proposal and its anticipated effects with both the adopted commission policies on providing planned, orderly, efficient patterns, of urban development, and the policies and priorities set forth in Section 56377.**

*Analysis of the project’s consistency with adopted LAFCo policies is addressed in a subsequent section of this report.*

- (e) The effect of the proposal on maintaining the physical and economic integrity of agricultural lands, as defined by Section 56016.**

*This annexation is not expected to have an adverse effect on the surrounding agricultural areas.*

- (f) The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.**

*The boundaries of the subject territory include the territory as depicted on the map attached to the adopting resolution.*

- (g) Consistency with city or county general and specific plans.**

*As discussed in the above section on Planning Consistency, the current land use does not conflict with the County’s General Plan.*

- (h) The sphere of influence of any local agency which may be applicable to the proposal being reviewed.**

*All of the subject territory is within the Sierra County Fire Protection District #1 sphere of influence, as amended and updated.*

- (i) The comments of any affected local agency or other public agency.**

*None received*

- (j) The ability of the newly formed or receiving entity to provide the services which are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.**

*The District has provided documentation of its plans for serving the subject territory in its plan for services attached as Exhibit C of the District’s initiating resolution (See Attachment #4)*

**(k) Timely availability of water supplies adequate for projected needs as specified in Section 65352.5**

*N/A*

**(l) The extent to which the proposal will affect a city or cities and the county in achieving their respective fair shares of the regional housing needs as determined by the appropriate council of governments consistent with Article 10.6 (commencing with section 65580) of Chapter 3 of Division 1 of Title 7.**

*The proposed annexation will neither assist nor detract from the County's ability to achieve its RHNA targets.*

**(m) Any information or comments from the landowner or owners, voters, or residents of the affected territory.**

*No comments have been received to date.*

**(n) Any information relating to existing land use designations.**

*This issue is discussed in a preceding section of the report.*

**(o) The extent to which the proposal will promote environmental justice. As used in this subdivision, "environmental justice" means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.**

*Because no change in the present use of the property will result from the Annexation, this proposal will neither promote nor detract from environmental justice.*

**SIERRA LAFCo GENERAL POLICIES**

<b>Communication between local agencies is encouraged.</b>	<b>Consistent</b>
<b>Urban development proposals shall include annexation to a city or district where possible.</b> <i>The proposal does not involve an urban development proposal.</i>	<b>Not Applicable</b>
<b>LAFCo will discourage urban sprawl and will normally deny proposals that result in sprawl.</b> <i>This proposal will not result in urban sprawl as characterized in LAFCo policy.</i>	<b>Consistent</b>
<b>Environmental consequences (CEQA) shall be considered.</b> <i>This annexation qualifies for a categorical exemption to CEQA, as discussed above.</i>	<b>Consistent</b>
<b>LAFCo will encourage applications that improve the regional balance between jobs and housing.</b> <i>This proposal will neither improve nor detract from the regional jobs/housing balance.</i>	<b>Not Applicable</b>
<b>LAFCo will favor proposals that promote compact urban form and infill development.</b> <i>The proposed annexation will result in annexation of both developed and undeveloped areas.</i>	<b>Not Applicable</b>
<b>Government structure should be simple, accessible, and accountable.</b> <i>The Sierra County Fire Protection District #1 appears to operate as an accessible and accountable agency as documented in the Municipal Service Review.</i>	<b>Consistent</b>

<p><b>Agencies must provide documentation that they can provide service within a reasonable period of time.</b></p>	<p><b>Consistent</b></p>
<p><i>The District has documented that it can provide the needed services.</i></p>	
<p><b>Efficient services are obtained when proposals:</b></p>	
<p>a. Utilize existing public agencies.                  b. Consolidate activities and services.                  c. Restructure agency boundaries to provide more logical, effective, and efficient services.</p>	<p><b>Consistent</b></p>
<p><i>This proposal will result in the territory receiving fire and emergency services from an existing fire district.</i></p>	
<p><b>Adverse impacts on adjacent areas, social and economic interests and the local government structure must be mitigated.</b></p>	<p><b>Consistent</b></p>
<p><i>There does not appear to be adverse impacts on other areas, interests or agencies, which require mitigation.</i></p>	
<p><b>Conformance with general and specific plans required.</b></p>	
<p><i>The present use of the property appears to be consistent with the County's General Plan.</i></p>	
<p><b>Boundaries:</b></p>	
<p>a. Definite boundaries are required.                  b. Boundaries that are favored:                 <ul style="list-style-type: none"> <li>• Create logical boundaries &amp; eliminate islands or illogical boundaries.</li> <li>• Follow natural or man-made features and include logical service areas.</li> </ul>                 c. Boundaries that are disfavored:                 <ul style="list-style-type: none"> <li>• Split neighborhoods or communities.</li> <li>• Result in islands, corridors, or peninsulas.</li> <li>• Are drawn for the primary purpose of encompassing revenue-producing territories.</li> <li>• Create areas where it is difficult to provide services.</li> </ul> </p>	<p><b>Consistent</b></p>
<p><i>The boundaries of the proposal are subject to the landowner's willingness to be part of the district. A protest proceeding will be required.</i></p>	
<p><b>Revenue neutrality is required for all proposals.</b></p>	<p><b>Consistent</b></p>
<p><b>Agricultural and Open Space Land conservation standards are:</b></p>	
<p>a. The proposal must lead to planned, orderly and efficient development.                  b. An approved Sphere of Influence Plan is required.                  c. Findings with respect to alternative sites are required.                  d. Impact on adjacent agricultural/open space lands must be assessed.</p>	<p><b>Not Applicable</b></p>
<p><i>This proposal will not result in conversion of Agricultural, Forestry or Open Space lands.</i></p>	
<p><b>Need for services must be established, and exists when:</b></p>	
<p>a. A public health and safety threat exists.                  b. The residents have requested extension of non-growth-inducing community services.                  c. The subject area is likely to be developed for urban use within 5 years.</p>	<p><b>Consistent</b></p>
<p><i>Annexation of the subject territory will ensure the area will receive fire and emergency response services.</i></p>	

<p><b>Exceptions are justified on the following grounds:</b></p> <ul style="list-style-type: none"> <li>a. Unique</li> <li>b. Standards conflicts</li> <li>c. Quality/Cost</li> <li>d. No alternative is available</li> </ul>
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**ANNEXATION POLICIES--GENERAL**

<b>Proposals must be consistent with LAFCo general policies.</b>	<b>Consistent</b>
<p><b>A proposal must be consistent with the agency’s Sphere Plan and Master Service Element.</b></p> <p><i>The project is consistent with the sphere of influence as updated Sierra LAFCo on November 28, 2018</i></p>	<b>Consistent</b>
<p><b>Sphere non-compliance must be addressed.</b></p> <p><i>n/a</i></p>	<b>Consistent</b>
<p><b>Contiguity generally required.</b></p> <p><i>The territory is contiguous to the boundaries of the District.</i></p>	<b>Consistent</b>
<p><b>Piecemeal annexations are discouraged.</b></p> <p><i>This proposal will result in annexation of a large underserved area to the west albeit services are already provided by the SCFPD#1.</i></p>	<b>Consistent</b>
<p><b>Annexations to eliminate islands are encouraged and normally are approved.</b></p>	<b>Not Applicable</b>
<p><b>Roadway Annexations</b></p>	<b>Not Applicable</b>
<p><b>Adverse impact of annexation on other agencies or service recipients is cause for denial.</b></p> <p><i>Annexation of the territory does not appear likely to result in any potential adverse impacts on other agencies or residents.</i></p>	<b>Consistent</b>
<p><b>Action options include:</b></p> <ul style="list-style-type: none"> <li>▪ Approval</li> <li>▪ Conditional approval to maximize the efficiency of service and meet other policy objectives</li> <li>▪ Denial</li> </ul>	

**COMMENTS FROM THE PUBLIC AND FROM AFFECTED AGENCIES**

None received

### **Technical Factors of Consideration**

**Location:**

The subject territory is located in eastern Sierra County in a variety of land use types including structures, forest, open space and agricultural lands.

**Population:**

There are more than 12 registered voters in the annexation area

**Property Tax Apportionment:**

The County approved Resolution 2018-124 on November 6<sup>th</sup>, 2018 and the District approved Resolution 2018-4 on November 13<sup>th</sup>, 2018.

Base Property Tax:

The base property tax revenue currently allocated to local taxing agencies shall not be changed as a result of this reorganization excepting there shall be an exchange of \$86,045.14 of the County's (\$43,190.79) and County Service Areas 4 (\$4,932.76), 5(\$2,584.38), & 4A5A (\$35,337.21) Base to the Sierra County Fire Protection District #1.

Future Incremental Property Tax:

There shall be an exchange of .07894969 per cent of the increment with in the affected tax rat areas and divided between the County General Funds' and County Service Areas 4, 5, & 4A5A share of future property increment to the Sierra County Fire Protection District #1.

**California Environmental Quality Act:**

These annexations and detachments are exempt from CEQA , Class 20 since this change of organization do not change the geographical area in which previously existing powers are exercised (See Attachment #6, Notice of Exemption)

cc:

Sierra County Fire Protection District #1

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

**SIERRA COUNTY  
FIRE PROTECTION DISTRICT # 1  
(SCFPD1)**

***MUNICIPAL SERVICE REVIEW (MSR)***

***AND***

***SPHERE OF INFLUENCE (SOI)***

***Adopted  
November 28, 2018***

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

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SIERRA LOCAL AGENCY FORMATION COMMISSION

SIERRA COUNTY FIRE PROTECTION DISTRICT #1

Adopted MSR - Resolution 2018-0001 November 28, 2018

Adopted SOI - Resolution 2018-0002 November 28, 2018

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## **1 INTRODUCTION**

### **1.1 Local Agency Formation Commission Background**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, as amended (“CKH Act”) (California Government Code §§56000 et seq.), is LAFCo’s governing law and outlines the requirements for preparing Municipal Service Reviews (MSRs) for periodic Sphere of Influence (SOI) updates. MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of

*discouraging urban sprawl, preserving open-space and prime agricultural lands, efficiently providing government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances (§56301).*

CKH Act Section 56301 further establishes that

*one of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities.*

Based on that legislative charge, LAFCo serves as an arm of the State; preparing and reviewing studies and analyzing independent data to make informed, quasi-legislative decisions that guide the physical and economic development of the state (including agricultural uses) and the efficient, cost-effective, and reliable delivery of services to residents, landowners, and businesses.

While SOIs are required to be updated every five years, they are not time-bound as planning tools by the statute, but are meant to address the “probable physical boundaries and service area of a local agency” (§56076). SOIs therefore guide both the near-term and long-term physical and economic development of local agencies their broader county area, and MSRs provide the near-term and long- term time-relevant data to inform LAFCo’s SOI determinations.

### **1.2 Purpose of a Municipal Service Review**

As described above, MSRs are designed to equip LAFCo with relevant information and data necessary for the Commission to make informed decisions on SOIs. The CKH Act, however, gives LAFCo broad discretion in deciding how to conduct MSRs, including geographic focus, scope of study, and the identification of alternatives for improving the efficiency, cost-effectiveness, accountability, and reliability of public services.

The purpose of a Municipal Services Review (MSR) in general is to provide a comprehensive inventory and analysis of the services provided by local municipalities, service areas, and special districts. A MSR evaluates the structure and operation of the local municipalities, service areas, and special districts and discusses possible areas for improvement and coordination. The MSR is intended to provide information and analysis to support a sphere of influence update.

A written statement of the study's determinations must be made in the following areas:

1. Growth and population projections for the affected area;<sup>1</sup>
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;<sup>2</sup>
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 influence;<sup>3</sup>
4. Financial ability of agencies to provide services;<sup>4</sup>
5. Status of, and opportunities for, shared facilities;<sup>5</sup>
6. Accountability for community service needs, including governmental structure and operational efficiencies.<sup>6</sup>

The MSR is organized according to these determinations listed above. Information regarding each of the above issue areas is provided in this document.

### **1.3 Purpose of a Sphere of Influence**

#### **1.3.1 Sphere of Influence Background**

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), which 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,

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<sup>1</sup> California Government Code Section 56430. (a) (1)

<sup>2</sup> California Government Code Section 56430. (a) (2)

<sup>3</sup> California Government Code Section 56430. (a)(3).

<sup>4</sup> California Government Code Section 56430. (a)(~~4~~)

<sup>5</sup> California Government Code Section 56430. (a)(5).

<sup>6</sup> California Government Code Section 56430. (a)(~~6~~).

<sup>5</sup> California Government Code Section 56426. (~~(a)~~)(~~5~~)

<sup>6</sup> California Government Code Section 56426. (~~(a)~~)(~~6~~).

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

The requirement for LAFCo 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.

### **1.3.2 Sphere of Influence Requirements**

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

1. The present and planned land uses in the area, including agricultural and open-space lands.<sup>7</sup>
2. The present and probable need for public facilities and services in the area.<sup>8</sup>
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.<sup>9</sup>
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.<sup>10</sup>
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.<sup>11</sup>

### **1.3.3 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 Calaveras 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 is a sphere for a city or special district that is the same as its existing boundaries. The districts in this report will have a Sphere of Influence that is the same as the district boundary.

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<sup>7</sup> California Government Code Section 56425 (e)(1)

<sup>8</sup> California Government Code Section 56425 (e)(2)

<sup>9</sup> California Government Code Section 56425 (e)(3)

<sup>10</sup> California Government Code Section 56425 (e)(4)

<sup>11</sup> California Government Code Section 56425 (e)(5)

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2. Annexable Sphere:

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

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.

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.

### **1.3.4 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. In updating the SOI, LAFCo is required to conduct a municipal service review (MSR) and adopt related determinations.

This report recommends an SOI options for the Sierra County Fire Protection District #1. Development of actual SOI update will involve additional steps as follows:

- 1) Opportunity for public input at a Sierra LAFCo public hearing
- 2) Consideration of changes requested by Sierra LAFCo Commissioners

LAFCo must notify affected agencies 21 days before holding a public hearing to consider the SOI and may not update the SOI until after that hearing. The Sierra 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.

### **1.3.5 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 written 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 usually exempt from CEQA review. Examples are SOI expansions that include territory already within the bounds or service area of an agency, SOI reductions, and zero SOIs.

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.<sup>12</sup>*

#### **1.4 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).

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<sup>12</sup> 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 SIERRA COUNTY COMMUNITY**

### **2.1 Community Background**

As of the 2010 Census, the population of Sierra County was 3,240 making it California's second-least populous county. The county seat is Downieville, and the only incorporated city is Loyalton. Sierra County was formed from parts of Yuba County in 1852. The county derives its name from the Sierra Nevada.

Prior to the California Gold Rush, the area was home to both the Maidu and the Washoe peoples. They generally summered in the higher elevations to hunt and fish, and returned to lower elevations for the winter months. After the discovery of gold in the Sierra foothills sparked the California Gold Rush, more than 16,000 miners settled in Sierra County between 1848 and 1860. Most mining settlements in the county sprung up along the North and Middle Forks of the Yuba River, both of which had rich deposits of gold. While some of the mining boom towns faded away once gold fever died down, other settlements such as Downieville and Sierra City have remained.

The Bald Mountain drift mine in Forest City was founded in 1864, and was the largest of its kind in the state at the time. The Monte Cristo Mine was located in 1854. The largest quartz-mine is the Sierra Buttes Gold Mine was located in 1850 near Sierra City. The Gold Bluff Mine was located near Downieville in 1854. By 1880 the county was "crushing" 70,000 tons of quartz and had 266 miles of mining ditches.<sup>13</sup>

### **2.2 Community Demographics<sup>14</sup>**

Sierra County is a truly rural County. In 2010, the total population in Sierra County was reported to be 3,240 people, an 8.9% decrease over the previous decade. The population was composed primarily of permanent adult residents with 82% of the population over 18 years of age and a 74% home ownership rate. As of 2009, there were 2,295 housing units reported. With a land area of 610,163 acres, the population density averages less than four persons per square mile. Population densities correlate nearly exclusively to the transportation corridors including Highway 49, and 89 and the vast Sierra Valley, which has long been a population and economic center with deep roots in agriculture.

Population density also correlates to Local Responsibility Areas (LRA) for fire protection within the County. State Responsibility Areas (SRA) acres are exclusively interspersed among Federal lands and are Federal Responsibility Areas (FRA). Direct Protection Areas (DPA) with some LRA around Downieville and in the Sierra Valley.

Based on current economic forecasts, Sierra County growth projections through 2020 are expected to decrease by up to -1%. The 2010 census data shows an actual population shrink rate of 8.9% for the period 2000 to 2010. Assuming the range of potential growth through 2020, using the current average rate (-8.9 %) and the projected rate (-1%) from State sources, the 2020 population in Sierra County will range from 2,952 to 3,208 people (CAL FIRE Unit Plan).

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<sup>13</sup> Gilbert, Frank; Wells, Harry (1882). *Illustrated History of Plumas, Lassen & Sierra Counties, with California from 1513 to 1850*. San Francisco: Fariss & Smith. pp. 478-483.

<sup>14</sup> Sierra County Community Wildfire Protection Plan Update, December 2014, page 21.

The following table shows that the population of Sierra County has continued to decline since the 2010 Census as predicted. The State of California has increased in population at the same time.

**Population Decline in Sierra County**

	<b>California</b>	<b>Sierra County</b>
Population, Census, April 1, 2010	37,253,956	3,240
Population estimates, July 1, 2017	39,536,653	2,999
Population, percent change - April 1, 2010 to July 1, 2017	6.1%	-7.4%

The following table shows that the population of Sierra County is substantially different from that of the State of California. There are far fewer young people and many more old people in Sierra County.

**Population Age Groups in Sierra County**

	<b>California</b>	<b>Sierra County</b>
Persons under 5 years, percent	6.3%	3.6%
Persons under 18 years, percent	23.2%	15.2%
Persons 65 years and over, percent	13.6%	28.8%

The following table shows that the median household income in Sierra County is less than that for the State of California. However, the per capita income and percent of people in poverty is not that different from the State of California. This is due to fewer persons per household and the small population of Sierra County.

**Income and Poverty in Sierra County**

	<b>California</b>	<b>Sierra County</b>
Median household income (in 2016 dollars), 2012-2016	\$63,783	\$43,984
Per capita income in past 12 months (in 2016 dollars), 2012-2016	\$31,458	\$31,873
Persons in poverty, percent	14.3%	14.4%

<sup>15</sup> US Census Bureau, <https://www.census.gov/quickfacts/fact/table/CA,sierracountycalifornia/PST045217>, June 20, 2018.

## **2.4 Sierra County Communities**

There are many small communities within Sierra County including the following:

- Calpine, elevation of 5,689 feet, with a 2010 population of 205.
- Downieville, the County Seat, with a 2010 population of 282.
- Loyalton, an incorporated city, with a 2010 population of 769.
- Sattley, formerly known as Church's Corners, with a 2010 population of 49.
- Sierra Brooks with a population of 312<sup>16</sup>
- Sierra City, northeast of the Downieville, with a 2010 population of 221.
- Sierraville, at the southern end of the huge Sierra Valley, with a 2010 population of 200.
- Verdi, elevation of 7,349 feet just across the state line from Verdi NV, 2010 population 162.

## **2.5 Schools**

Downieville School is a K-12 school, located in Downieville, the Sierra County Seat. It serves the communities of Downieville, Sierra City Goodyear's Bar and surrounding rural areas.<sup>17</sup> Loyalton Elementary school (K-6) and Loyalton High School (7-12) are located in Loyalton and serve students within the City and also the surrounding areas including parts of Plumas County.<sup>18</sup>

## **2.6 Churches**

Sierra County has numerous churches, a partial list is shown below:

- Sierraville Community Church
- Community Church of Loyalton
- The Church of Jesus Christ of Latter-day Saints, Loyalton
- Loyalton Assembly of God
- Downieville Assembly of God
- Immaculate Conception, Downieville

## **2.7 Community Event**

The Sierra County Chamber of Commerce sponsors the Downieville 4th of July Parade and Foot Races<sup>19</sup> described as follows:

*Parade is ALWAYS on the actual 4th of July at noon!*

*Watch it coming and going up and down Main Street. All parade entries welcome!!*

*Enter your kids, dogs, families, cars; it's exciting for all ages! Be creative!*

*The ultimate small town parade ends with the infamous "Downieville Fireless Fireworks"!*

*Enter the Foot races down Main Street. All ages welcome-from one to one hundred! Pull up a curb and watch the fun!*

*Family fun in a traditional small town celebration style!<sup>20</sup>*

<sup>16</sup> [www.statisticalatlas.com](http://www.statisticalatlas.com) Sierra County July 2018

<sup>17</sup> <http://www.downievilleschool.com/>, June 27, 2018.

<sup>18</sup> <https://sierracountyofficeofeducation.org/>, June 27, 2018.

<sup>19</sup> <https://sierracountychamber.com/>, June 27, 2018.

*Likewise, the City of Loyalton sponsors a 4<sup>th</sup> of July parade followed by a community picknic near Sierra Brooks.*

*Sierraville's biggest event is the "Tour de Manure" involving about 500 participants in a one day bicycle journey through Sierra Valley.*

### **3 SIERRA COUNTY FIRE PROTECTION DISTRICT #1**

#### **3.1 Formation**

The Sierra County Board of Supervisors formed the Sierra County Fire Protection District #1 by Resolution on July 30, 1930.<sup>21</sup>

#### **3.2 Mission**

The following Mission Statement is shown on the District's website (<http://www.sierracountyfireprotectiondistrict1.org/>).<sup>22</sup>

*Sierra County Fire Protection District #1 protects, preserves, and ensures the continued health, safety, and wellbeing of its community -- the life and property preservation of all persons residing, working, or existing within the District, reaching from the Yuba Pass to Verdi.*

*SCFPD #1 accomplishes this mission through fire suppression, fire prevention, intervention, medical assistance, and education. Sierra County Fire Protection District No. 1 maintains high standards of training and education for its volunteers. Volunteers act and perform in a safe, courteous, and professional manner, creating strong bonds and professional relationships within the community and with neighboring fire departments. Our district members are part of a team that takes pride in representing the SCFPD #1 mission through dedication and integrity.*

#### **3.3 Board of Commissioners**

The Board of Supervisors appoints the District Board of Commissioners. The Board Chair is rotates to the next person on the list on January 1<sup>st</sup> of each year. Terms of office are indefinite in which 2 are appointed from Sierraville, 2 from Calpine and 1 from Sattley at this time. The following citizens sit on the Board of Commissioners for the District:<sup>23</sup>

Riz Martinetti, Chair  
Tom Archer  
Rick Maddalena  
Bill Copren  
Shawn Burt

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<sup>20</sup> <https://sierracountychamber.com/event-2881033>, June 27, 2018.

<sup>21</sup> Sierra County Board of Supervisors, Resolution of the Board of Supervisors of the County of Sierra, State of California, Declaring the result of the Election for the Formation of Fire Protection District in Fifth Supervisorial District., July 30, 1930.

<sup>22</sup> Sierra County Fire Protection District #1, <http://www.sierracountyfireprotectiondistrict1.org/>, June 25, 2018.

<sup>23</sup> Sierra County Fire Protection District #1

[http://www.sierracountyfireprotectiondistrict1.org/download/agendas/agendas\\_2017/12.12.2017-Agenda-Form.pdf](http://www.sierracountyfireprotectiondistrict1.org/download/agendas/agendas_2017/12.12.2017-Agenda-Form.pdf), June 25, 2018.

The meetings are held on the evening of the second Tuesday of the month and as needed and are rotated between the Calpine and Sierraville fire stations in the District.

### **3.4 Personnel**

The Sierra County Fire Protection District #1 has 19 fire fighters and 22 total personnel including the paid contract secretary and mechanic. During the annual Sierraville VFD fundraiser (Tour de Manure) the volunteer roster can climb to 40 for the one day event. The average age of the volunteers is 50. There are six EMT/Paramedic personnel. Many volunteers have full-time jobs outside the District so mid-week and mid-day staffing levels are low.<sup>24</sup>

The Department is organized as follows:

- District Chief (Jeff McCollum) and 4 Battalion Chiefs:
- Sierraville (Dan Wentling, also serves as chief in Jeff McCollum's absence)
- Sattley (Jay Huebert)
- Calpine (Angela Haick)
- Training (James (Bull) Asher)

Dispatch is provided by the Sierra County Sheriff. A discussion of fire protection response and staffing is shown in Appendix A at the end of this report.

### **3.5 Fire Stations**

There are three Fire Stations:

- Sierraville (built in mid 1960s')
- Sattley (Built in mid-1970's)
- Calpine (built in early 1990's)

The three fire departments are described on the District's website as follows:<sup>25</sup>

#### **Sierraville Fire and Rescue**

*P.O. Box 252 / 102 E Main Street, Sierraville, CA 96126 (530) 994-3344*

*Sierraville Fire is a not for profit organization designed to provide fire and rescue services within the community and to support the efforts of its volunteers by fundraising, public safety, fostering a progressive community, through leadership, education, and responsible resource management.*

#### **Calpine Fire Department**

*129 County Road, P.O. Box 141, Calpine, CA 96124 530.994.3941*

<sup>24</sup> Sierra LAFCo, Fire Protection District Questionnaire, June 1, 2018.

<sup>25</sup> Sierra County Fire Protection District #1, <http://www.sierracountyfireprotectiondistrict1.org/team-members/>, June 25, 2018.

*The Calpine Volunteer Fire Department was formed in the late 1920's. In 1930 , the Calpine Volunteer Fire Department was incorporated into the Sierra County Fire Protection District #1. The Calpine Volunteer Fire Department is a not for profit organization that currently has 8 active members and a community based support organization*

Sattley Volunteer Fire Department  
Sattley CA

*The Sattley Fire Department is an all-volunteer, nonprofit organization that serves the community of Sattley as well as the larger community within the fire district. Rather than maintaining its own not for profit status, it has merged with Sierraville in that aspect of management.*

The District notes that <sup>26</sup>

*All of the above listed stations are in reasonable condition although exterior paint is desperately needed at Calpine and Sattley. ADA modifications are needed in Sierraville (bathrooms). The upstairs in Calpine can be finished, made accessible, and placed in service for training and dry storage.*

*The District also owns an old building in Calpine and a second in Sattley that can house reserve apparatus, small equipment, and supplies. Both buildings have extensive maintenance needs.*

### **3.6 Response Time and Call Volume**<sup>27</sup>

The Department described the response time as follows:

*Our initial response is usually within 5 minutes with a typical travel time of another 5-10 minutes bringing our typical response time to 10 to 15 minutes. We do not meet suggested NFPA standards but believe our response time is similar to the other fire agencies in Sierra County. We have several back county settings where homes are NOT accessible in the winter and are more than 45 minute response in the summer (Jackson Meadows/Webber Lake/Independence Lake/Ground Hog Rock).*

The Department does provide service to areas outside the District boundaries only by Mutual Aid (Truckee, Sierra City, Loyalton, Beckwourth, Sierra Valley [Vinton/Chilcoot], Loyalton. The District notes that there are at time request for service to areas not served by any District/Department and these are the areas proposed for Annexation.

For the year July 1, 2016 to June 30, 2017 the District received 84 EMS calls and 12 fire calls. Ambulance services are provided by Eastern Plumas Ambulance north of Little Truckee Summit and Truckee Fire Department south and west of Little Truckee Summit and near Stampede Reservoir.

<sup>26</sup> Sierra LAFCo, Fire Protection District Questionnaire, June 1, 2018.

<sup>27</sup> Sierra LAFCo, Fire Protection District Questionnaire, June 1, 2018.

The District has an ISO (Insurance Services Office) rating of 6 for areas served by hydrants and 6x for those not so served effective 2014. Improvement to a 5 would not be likely according to the District. (A rating of 1 is the best and 10 is the worst.)

The District has mutual aid agreements for personnel and equipment as follows:

Sierra County Fire Protection District #1 Mutual Aid Agreements <sup>28</sup>		
Department/District	Agreement	Response Time
Loyalton Fire Department	Mutual Aid	15 minutes
Sierra Valley Fire District	Mutual Aid	30 minutes
Sierra City Fire District	Mutual Aid	40 minutes
Beckwourth Fire District	Auto Aid (limited area)	20 minutes
Truckee Fire	Mutual Aid (limited area)	20 minutes to those areas.
Tahoe National Forest	Cooperative	5 minutes

Additional ambulance service is through Care Flight who has a helicopter stationed at Beckwourth.<sup>29</sup>

### 3.7 Equipment

The following is the list of equipment for the Sierra County Fire Protection District #1:

Sierra County Fire Protection District #1 Equipment 2018 <sup>30</sup>					
Station Assigned	Equip Number	Type	Make/Model	Year	Capacity
Sierraville	E21	Type 1 4x4	HME/Weststates	2001	1,500 gpm
Sierraville	B28	Type 3 4x4	Int/ Paoletti	1991	500 gpm
Sierraville	R27	Light Rescue 4x4	Ford F550	2017	4 passenger
Sierraville	G-7 (Reserve)	Type 3	Int/ BME	1981	400 gpm
Sierraville	WT-18	Type 1 Water Tender	Kenworth	1973	4,000 Gallon
Calpine	E-30	Type 1	Pierce	1989	1,500 gpm
Calpine	B-46	Type 3	Int	1998	4,000 Gallon
Calpine	WT-20	Type 1 Water Tender	Peterbuilt	1980	4,000 Gallon
Calpine	R23	Light Rescue 4x4	Dodge	1989	2 passenger
Calpine	E-24 (surplus)	Squirt	Int	1971	
Sattley	E-48	Type 1	Ford 8000	1981	1,000
Sattley	E-9	Type 6 4x4	Dodge	1970	400 gpm
Sattley	WT-51	Type 1 Water Tender	Peterbuilt	1981	4,000 Gallon
Sattley	R27B (Reserve)	Light Rescue	Ford	1988	2 Passenger
Sierraville	Command	SUV	Jeep/Cherokee	1994	4

<sup>28</sup> Sierra LAFCo, Fire Protection District Questionnaire, June 1, 2018.

<sup>29</sup> Maddalena, Richard, E-mail [tk.rick.07@gmail.com](mailto:tk.rick.07@gmail.com), June 19, 2018.

<sup>30</sup> Sierra LAFCo, Fire Protection District Questionnaire, June 1, 2018.

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	8200				Passenger
Sierraville	Fleet Maint	Utility	Chev/Utility	1983	

The Department offers the following comments on equipment needs:

The District states the following plans for equipment upgrades:

*The service box on R27B will be mounted on a newer chassis and will replace R-23. As an alternative, the District may choose to purchase a previously owned light rescue. This is the highest priority for investment. Sattley E-9 will be replaced with a Type 6 or larger engine as the opportunity arises. All three water tenders will need to be replaced as funds allow. The highest non-apparatus need is for a set of battery operated cutting/spreading equipment (with rams) to replace antiquated hydraulic equipment. Also as a priority are needs for more hand held radios, pagers, replacement computers (for training and record keeping), and some wildland and structure PPE.*

**3.8 Budget**

A Budget is a plan for spending. The Audit will show actual funds on hand or spent.

The following table shows the Sierra County FPD #1 Budget for 2017-18.

The income for the District for 2017-2018 is as follows:

<b>Sierra County Fire Protection District #1 Budget 2017-201 Income</b>	
Tax Income	130,000.00
USDA Grant	50,100.00
USDA Loan	51,300.00
Workmans Comp Refund	9,160
Rental Income	1,200.00
Equipment Reimbursement	
Mitigation Fees	
Interest Income	
Budget Carry Over	3,500.00
<b>Totals</b>	<b>235,260</b>
In and Out Income	
MSR/SOI	
Cost Recovery	
Capital Expense	
Fire Truck	
Calpine Fire House	
Annexation Plan from years past fund held for this purpose (\$30,000.00)	

The District reports that the District expects approximately \$10,000 per year in donations and that each Fire Department within the District conducts fundraisers. These funds are not shown in the District budget and are totally under control of each Fire Department. They expect to raise \$19,000 per year.<sup>31</sup>

<sup>31</sup> Sierra LAFCo, Fire Protection District Questionnaire, June 1, 2018.

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The table on the following page shows the expenses Budget for the District.

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<b>Sierra County Fire Protection District #1 Budget 2017-2018 Expenses</b>		
<b>1.0 General</b>		
1.1	Audit	\$4,000.00
1.2	Clerical (labor)	12,000.00
1.3	Office Expense (operating supplies for the office)	1,000.00
1.4	Fire House Maintenance	9,140.00
1.5	Bank Fee	50.00
<b>2.0 EMS</b>		
2.1	EMS Training	5,000.00
2.2	EMS Medical Supplies	3,500.00
<b>3.0 Communication</b>		
3.1	Repeater Site Rental	1,660.00
3.2	Web Site (Rental etc.)	160.00
3.3	Communication Consulting and System Repairs	6,000.00
3.4	Radio and Repeater Batteries	1,000.00
<b>4.0 Fire Protection</b>		
4.1	Personal Protection Equipment	2,000.00
4.2	Grant Expense	-
4.3	Operating Supplies for Fire and Rescue	1,000.00
4.4	Portable Equipment (Fire Ext. Etc.)	13,000.00
4.5	Equipment Repair and Maintenance (other than vehicles)	1,000.00
4.6	Fire Training	2,000.00
4.7	Fire Protection Verdi	6,000.00
<b>5.0 Insurance</b>		
5.1	Work Compensation	19,649.00
5.2	Liability, Vehicle, Facility Loss	12,000.00
<b>6.0 Vehicle Repairs</b>		
6.1	Fuel	6,201.00
6.2	Labor	7,000.00
6.3	Parts, Tires	5,000.00
6.4	Pump Testing (Every other year)	3,500.00
6.5	Taxes and Licenses	1,000.00
6.6	Outside Repair Services	5,000.00
6.7	USDA Loan-Monthly Payment	6,000.00
<b>7.0 Utilities</b>		
7.1	Electric	4,000.00
7.2	Propane	3,500.00
7.3	Water	500.00
7.4	Trash and Solid Waste	1,200.00
7.5	Telephone	800.00
<b>8.0 Capital Asset Expenses</b>		
8.1	USDA Rescue Truck Grant/Loan	162,400.00
<b>TOTAL</b>		<b>\$306,260.00</b>

**3.9 Audit**

**3.9.1 Net Position**

The Sierra County Fire Protection District #1 has a current audit prepared by an outside auditor. The following table shows the determination of the Net Position for the District.

<b>Sierra County Fire Protection District #1 Statement of Activities and Governmental Fund Revenues, Expenditures and changes in Fund Balances June 30,2016<sup>32</sup></b>			
	GENERAL FUND	ADJUST- MENTS	STATEMENT OF NET POSITION
<b>ASSETS</b>			
Cash *	244,804	-	244,804
Accounts receivable-other	-	-	
Capital assets**	-	797,854	797,854
Less, accumulated depreciation	-	(533,606)	(533,606)
<b>Total Assets</b>	<b>244,804</b>	<b>264,248</b>	<b>509,052</b>
<b>LIABILITIES</b>			
Accounts Payable	2,058	-	2,058
Total liabilities	2,058	-	2,058
<b>FUND BALANCES/NET POSITION</b>			
Fund Balances			
Restricted	7,757	(7,757)	-
Committed	32,443	(32,443)	-
Unassigned	202,546	(202,546)	-
Total fund balances	242,746	(242,746)	-
Total liabilities and fund balances	244,804		
Net position			
Net investment in capital assets		264,248	264,248
Restricted		7,757	7,757
Unrestricted		234,989	234,989
<b>Total Net Position</b>		<b>506,994</b>	<b>506,994</b>

\*The District maintains certain portions of its funds with Sierra County. The remainder is in a checking or savings account.

\*\*Capital assets include equipment, vehicles, land and buildings.

The table on the following page shows the comparison between the Budget and the amount of money actually spent. The District stayed within the Budget overall.

<sup>32</sup> Sierra County Fire Protection District #1, Financial Statements and Independent Auditor's Report for the year ended June 30, 2016, Prepared by Robert W. Johnson, 6234 Birdcage Street, Citrus Heights, California 95610, Phone: 916-723-2555, October 28, 2016, Page 3.

**3.9.2 Expenditures Compared to Budget**

<b>Sierra County Fire Protection District #1 Statement of revenues and expenditures compared to Budget For the year ended June 30, 2016<sup>33</sup></b>			
	Budget	Actual	Favorable' (Unfavorable) Variance
<b>Revenues</b>			
Tax revenue	122,000	127,121	5,121
Mitigation fees	-	3,319	3,319
Fire income	-	-	-
Accident income	-	2,304	2,304
Interest income	-	615	615
Grant income	-	21,611	21,611
Donation income	-	-	-
Rental income	1,200	1,200	-
Other income	-	-	-
<b>TOTAL REVENUES</b>	<b>123,200</b>	<b>156,170</b>	<b>32,970</b>
<b>Expenditures</b>			
Fire Protection	6,950	3,518	3,432
Fire protection Verdi	5,405	5,405	-
Operating supplies	-	468	(468)
Vehicle Expense	37,500	26,218	11,282
Compensation insurance	15,000	19,196	(4,196)
Insurance-liability	12,000	10,445	1,555
Utilities	9,400	9,865	(456)
Building maintenance	17,000	3,500	13,500
Communications	7,950	2,343	5,607
EMS Supplies	4,600	1,115	3,485
EMS training	7,000	997	6,003
Audit	3,600	3,600	-
Clerical	8,000	7,275	725
Property tax roll fees	-	11,596	(11,596)
Office expense	1,200	210	990
Taxes and licenses	1,000	-	1,000
Bank fee	95	40	55
Grant expenditures	-	23,039	(23,039)
Capital outlay	-	-	-
<b>Total expenditures</b>	<b>136,700</b>	<b>128,821</b>	<b>7,879</b>
<b>Excess of revenues/(expenditures)</b>	<b>(13,500)</b>	<b>27,349</b>	<b>40,849</b>

For all categories combined, the District spent less than was budgeted for the year ending June 30, 2016.

<sup>33</sup> Sierra County Fire Protection District #1, Financial Statements and Independent Auditor's Report for the year ended June 30, 2016, Prepared by Robert W. Johnson, 6234 Birdcage Street, Citrus Heights, California 95610, Phone: 916-723-2555, October 28, 2016, Pages 5-6.

**3.9.3 Cash<sup>34</sup>**

The audit provides the following information on cash management for Sierra County Fire Protection District #1:

Sierra County Fire Protection District #1 Cash on June 30, 2016

Cash with County	\$101,077
Checking	\$9,241
Savings	\$134,486
Total	\$244,804

**3.9.4 Capital Assets<sup>35</sup>**

The audit examines the capital assets and notes any changes for the fiscal year. However for the year ended June 30, 2016 there were no changes noted for Capital Assets for Sierra County Fire Protection District #1.

Sierra County Fire Protection District #1 Changes in Capital Assets for the year ended June 30, 2016				
	Balance, Beginning of year	Additions	Transfer/ Disposals	Balance End of year
Equipment	59,652	-	-	59,652
Vehicles	426,790	-	-	426,790
Land and Buildings	311,412	-	-	311,412
<b>Total</b>	<b>\$797,854</b>	<b>-</b>	<b>-</b>	<b>\$797,854</b>

**3.9.5 Risk Management<sup>36</sup>**

The audit reports that the Sierra County Fire Protection District #1 purchased commercial insurance coverages to provide for the risk of loss related to theft, damage and destruction of assets and injuries to employees.

**3.10 Proposed Annexation**

The Sierra County Fire Protection District #1 has been working on a plan to annex areas of the County which are not now within the District. Three documents have been prepared to explain this proposal and process and they are included below in this report:

1. Annexation Talking Points
2. Annexation Q and A 7-10-18
3. Open Annexation Letter

<sup>34</sup> Sierra County Fire Protection District #1, Financial Statements and Independent Auditor's Report for the year ended June 30, 2016, Prepared by Robert W. Johnson, 6234 Birdcage Street, Citrus Heights, California 95610, Phone: 916-723-2555, October 28, 2016, Page 10.

<sup>35</sup> Sierra County Fire Protection District #1, Financial Statements and Independent Auditor's Report for the year ended June 30, 2016, Prepared by Robert W. Johnson, 6234 Birdcage Street, Citrus Heights, California 95610, Phone: 916-723-2555, October 28, 2016, Page 10.

<sup>36</sup> Sierra County Fire Protection District #1, Financial Statements and Independent Auditor's Report for the year ended June 30, 2016, Prepared by Robert W. Johnson, 6234 Birdcage Street, Citrus Heights, California 95610, Phone: 916-723-2555, October 28, 2016, Page 12.

**1. ANNEXATION TALKING POINTS**

WE (THE SIERRA CO. FIRE PROTECTION DISTRICT #1) ARE WORKING ON THE PERSPECTIVE THAT:

ALL DEVELOPED PROPERTIES IN THE EASTERN PART OF THE COUNTY DESERVE FIRE PROTECTION SERVICE,

THAT ALL VOLUNTEER FIRE FIGHTER'S SHOULD BE ASSURED OF PROTECTION UNDER WORKER'S COMPENSATION AND LIABILITY

AND THAT WE "SIERRA CO. FPD #1" MAY BE THE BEST POSITION TO PROVIDE SERVICE EITHER THROUGH AGREEMENTS OR SERVICE CONTRACTS.

BACKGROUND:

From the early 1930's to mid-1970's all of Sierra Co. that was east of the Gold Lake Highway was in Sierra Co. FPD #1 (SCFPD#1) except the City of Loyalton. In the early 70's a number of property owner opted out of the District as they felt exposed to increasing taxes. Proposition 13 changed the taxing structure in 1978.

The District has been considering annexation for a number of years with a focus on the newer portion of Verdi CA.

Consideration has been given renewed energy because of changes in how Washoe County manages Volunteers (change status to "support" (providing water, food, and mop-up) and wildland suppression rather than EMS and Structure Protection which will be done by paid staff). Coldsprings, Galena, Gerlach, and Verdi Volunteer are either gone or re-missioned to "support"

The District met with N. Verdi residents: They do not see themselves as ready to create their own Volunteer Department and are not in a position to replace Verdi NV Volunteers.

The District met with Truckee Meadows FPD (for Washoe County) with Sierra Co. Committee. Protection cost will increase to be similar to the cost of Nevada properties. They have challenges serving CA (different Mission – Cal Fire has wildland responsibility, different laws for enforcement and investigation, different priorities for equipment and staff). Committed to getting Sierra Co. got information to work with. Problems focused on I-80 and Highway 395.

Contact from property owner in Loyalton Pines area. Not in a District, Difficult to get insurance. Pay full \$150/year in Cal-Fire's prevention fee. There is a history of problems knowing our responders will go into "no-man's land" as good neighbors but may/ will not be covered by District's workman's compensation provider.

District got feedback from County Committee that if we trigger LAFCO we should consider annexation of all of eastern portion of the County excluding the City of Loyalton:

**SIERRA LOCAL AGENCY FORMATION COMMISSION**

**SIERRA COUNTY FIRE PROTECTION DISTRICT #1**

*Adopted MSR - Resolution 2018-0001 November 28, 2018*

*Adopted SOI - Resolution 2018-0002 November 28, 2018*

**SERVICE PLAN:**

*Create a Service Rate Area to include all of Verdi CA to gain enough resources to cover the cost of service VIA Truckee Meadows Fire.*

*Create a 2nd Service Rate Area to include Sierra Co. portion of long valley to cover the cost of service VIA Truckee Meadows Fire or Sierra Valley Fire.*

*Expand area served by Loyalton fire to include nearby ranches and Loyalton Pines. Replace existing 1991 and 1992 agreements thereby taking away the risk for Loyalton Fire and those called to support them.*

*Extend the District's existing mitigation fee (\$1.25) to new portions of the District.*

**INFORMATION NEEDED and CONCERNS TO BE ADDRESSED:**

*Impacts to County Staff to support LAFCO analysis (cost, mapping, meetings etc)*

*Stakeholder involvement--- need thoughts/ input refine proposal/ define alternatives and perhaps buy in.*

- *Board of Supervisors (involves 4 districts)*
- *Loyalton City*
- *Sierra Brooks*
- *Loyalton Pines*
- *Verdi CA*
- *Long Valley*
- *Cooperating Agencies*
- *Other special districts (hospital, irrigation, domestic water)—not School*

*Negotiations with County and LAFCO about District's share to sustain the agreement*

**CONTACTS: BILL COPREN, RICK MADDALENA, JEFF McCOLLUM**

**Other Board Members: TOM ARCHER, SHAWN BURT, RITZ MARTINETTI**

## 2. CONCEPTUAL ANNEXATION PLAN 7/10/18

1. Create a special assessment area to include all of Verdi, California to generate the additional resources necessary to cover the cost of fire protection VIA Truckee Meadows Fire Protection District. Follow with annexation of this area.
2. Create a second special assessment area to include Sierra County portion of long valley to cover the cost of service VIA Truckee Meadows Fire or Sierra Valley Fire. Follow with annexation of this area
3. Annex areas near Loyalton and contract with Loyalton Fire Department to include nearby ranches and Loyalton Pines and Sierra Brooks

### QUESTIONS AND ANSWERS:

Q -1 Will the property owners involved with this annexation pay more for services?

A-1 Property owners with properties in the Verdi Area and the Long Valley special assessment areas will be expected to pay for the services rendered by Truckee Meadow FPD. These cost are unknown at this time but will be close to the rates paid by property owners in the unincorporated portions of Washoe County for structure protection and emergency medical service.

Q-2 Will mitigation fees be assessed on new construction in the newly annexed areas?

A-2 Yes. Sierra County collects a mitigation fee from the construction of new homes, attached garages and new commercial and industrial structures that expand the fire exposure for the District. The rate is \$1.25 per square foot. The money can only be used to pay for equipment and capital improvements and must be expended within 5 years of collection. The mitigation fee is intended to have new construction reimburse a proportional cost of the equipment and facilities paid for at the time of the new construction by the existing rate payers.

Q-3 What share of the existing property taxes will be routed to the District upon annexation.

A-4 The final share will be determined by LAFCO. The District expects that the share will be similar to the average share, about 7.8% of the 1% for tax rate areas that are currently in the District.

Q-4 Will the District be developing new facilities in the newly annexed area?

A-4 That depends on the needs of the area. For example, water for fire suppression in and near Verdi CA might be developed with mitigation funds. Areas near Loyalton might best be served by updated apparatus.

Q-5 What are the options for the various areas?

A-5 There does not appear to be any good options. A committee of residents from areas near Loyalton explored developing a new fire protection district for Loyalton and the neighboring communities. That effort was short lived as the cost of operating such a district were disclosed.

**SIERRA LOCAL AGENCY FORMATION COMMISSION**

**SIERRA COUNTY FIRE PROTECTION DISTRICT #1**

*Adopted MSR - Resolution 2018-0001 November 28, 2018*

*Adopted SOI - Resolution 2018-0002 November 28, 2018*

Q-6 Who is the decision maker for these annexation possibilities?

A-6 The Decision to allow and annexation or creations of a new District rest with LAFCO. LAFCO also will approve the negotiated tax structure necessary to support fire protection in the newly served areas.

Q-7 Who pays for the LAFCO effort?

A-7 The party requesting a decision from LAFCO will need to pay for the cost of assembling LAFCO and the studies that LAFCO may require. That is the SCFPD#1 with help from the Hospital District.

Q-8 Is there a "bottom line" for the SCFPD#1 to complete the annexation?

A-8 There appears to be few if any financial reasons for annexation and that has never been the motive of the District. Three things must happen for the District to want to pursue annexation.

1. The property owners of the area to be annexed must want to be included in the District. This "public will" can be sensed through public meetings before the district commission and before LAFCO. A public vote may be necessary to establish new special assessment areas (as is being considered for the Verdi and Long Valley areas).
2. There must be a means of providing the desired service such as contracts for service with Truckee Meadow FPD (for Verdi CA and Long Valley) and through the Loyalton City FD for those areas where Loyalton is the obvious first responder.
3. The financial burden of providing service must be at least "neutral" to the existing rate payers of the District.

### **3. OPEN ANNEXATION LETTER**

#### **OPEN LETTER**

#### **SIERRA COUNTY FIRE PROTECTION DISTRICT #1 ANNEXATION UPDATE**

*Responding to requests from communities in the eastern part of Sierra County that are not within a fire protection district, the Sierra County Fire Protection District #1 has decided to pursue annexation of all of that part of eastern Sierra County that is not within a district. With help from Sierra County Planning Department, the SCFPD#1 is in the process of preparing a resolution to the Local Agency Formation Commission (LAFCO) to annex all of the unserved areas including Long Valley, Verdi, Sierra Brooks, and Loyalton Pines. The City of Loyalton will be excluded from the expanded District. The resolution will follow legal notice in the Mountain Messenger and a public hearing before the District Commission.*

*Recent developments include:*

*Sierra County has identified an ad-hoc committee (Supervisors Roan and Adams) to negotiate the portion of the real property taxes that will be transferred to the District.*

*SIERRA LOCAL AGENCY FORMATION COMMISSION*

*SIERRA COUNTY FIRE PROTECTION DISTRICT #1*

*Adopted MSR - Resolution 2018-0001 November 28, 2018*

*Adopted SOI - Resolution 2018-0002 November 28, 2018*

*Supervisors Roen and Hubner, Sierra County Staff, and two District Commissioners have again met with Chief Moore of Truckee Meadows Fire Protection District.*

*Staff work from Sierra County Assessor's office (Laura Marshal and her staff) was presented to Chief Moore to demonstrate the compatibility of funds available from the County Tax Roles (at 7.8% of the 1% tax rate) with rates paid for similar service within Washoe County. It appears that additional funds will be necessary from "Benefit Assessment Areas" for both Verdi CA, and Long Valley. The expressions for support from those residents and the estimates provided by Chief Moore indicate that adequate funds can be generated to pay for the desired Structure Fire and Emergency Medical Service.*

*A consultant to guide the LAFCO process has been identified to assist both the County and the District in this effort.*

*Over three years ago, the District established three decision parameters to guide their efforts.*

*A. They must be invited.*

*B. There must be a means to provide service.*

*C. The cost of service must not impact existing property owners within the District.*

*As we engaged property owners of the involved areas through 8 public meetings, we added the goal to "strengthen Loyalton Fire Department" as a collateral benefit.*

*The District has concluded that these criteria can be met. We also believe that Loyalton Fire Department will be strengthened by receiving additional revenue under a Service Agreement that routes funds from out of City areas through the District to the Department. With this recent progress noted above, the District will continue on the annexation road with a goal of completing the annexation by December 2018.*

*Rick Maddalena/ William Copren, Sierra Co. FPD #1*

### **3.11 Draft Points of Agreement with the City of Loyalton**

The City of Loyalton would not be included in the Sierra County FPD #1 but the District and the City would work together to make sure that all areas are protected. The following Draft Agreement has been prepared by the District and the City:

#### **CITY OF LOYALTON AND SIERRA COUNTY FPD#1 DRAFT POINTS OF AGREEMENT 10/10/2017**

- A. *All properties should have access to structure fire protection and EMS.*
- B. *All property owners should pay a comparable price for service. None should have a free ride. None should pay more than others on the basis of values at risk.*
- C. *The Volunteers are the most valued resources. They should have access to quality training, equipment, supplies, and apparatus. The governing bodies will continue to publicly support their efforts as they recruit, train, and respond to incidents.*
- D. *The City of Loyalton will continue to govern the Loyalton Volunteer Fire Department by appointing officers, establishing standards and guidelines, and approving budgets and major acquisitions.*
- E. *The Loyalton Fire Department will retain all of its identify as a Fire Department including the opportunity to recruit and retain volunteers, provide training, establish standards and guidelines, own, operate, and maintain apparatus and equipment, and designate officers. They will recruit volunteers from the areas they serve.*
- F. *The facilities used by Loyalton VFD at Sierra Brooks will continue to be owned by Sierra County and (leased? Rented?) to the City for fire protection purposes.*
- G. *Under laying land?*
- H. *All equipment, supplies, and apparatus owned by the City of Loyalton and or Loyalton Fire Department for fire suppression or EMS will remain the property of those parties.*
- I. *All equipment, supplies, and apparatus listed as properties transferred to the City of Loyalton or Loyalton VFD under the 1991 agreement have been sufficiently depreciated or replaced. There is no longer a need to tract this equipment.*

SIERRA LOCAL AGENCY FORMATION COMMISSION

SIERRA COUNTY FIRE PROTECTION DISTRICT #1

Adopted MSR - Resolution 2018-0001 November 28, 2018

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- J. *The agreement will need to have a map exhibit (call it "Exhibit A") that will show the service area, and the State Responsibility Area within the Service Area. The service area boundary along Hwy 49 needs some attention (Harriot Lane? Robinson Barn? ) considering "closest resource".*
- K. *A new mutual aid agreement will be needed to clarify responsibility boundaries.*
- L. *Assuming LAFCO's support and decision and as mutually agreed to between the City of Loyalton and the SCFPD #1, the SCFPD#1 will annually transfer 85 percent of the tax base it receives from Sierra County for the properties shown on the Agreement's Exhibit A to the City of Loyalton as full payment for the Services rendered under this agreement. These funds will likely increase through time as property values increase but my decline as they did in the recession of 2007-2011.*
- M. *The City of Loyalton will, in turn, pass all of these funds to the Loyalton Fire Department accounts along with City revenue CURRENTLY budgeted for Fire Suppression and EMS for services within the City. (Excluding funds currently routed to the City by the existing 1991 and 1992 contracts which will become null and void). This is to be mutually agreed upon by the City of Loyalton and the SCFPD #1.*
- N. *The SCFPD#1 will not be party to Loyalton's Cost Recovery program or Forest Service Cooperative agreement. They will not be entitled to an overhead assessment on these or other out of area agreements with the State or Local Government.*
- O. *The agreement should have a clause that allows for amendments. For example, would Loyalton want SCFPD#1 to use its cost recovery system for services within the Service Area.*

#### **4 MUNICIPAL SERVICE REVIEW**

##### **4.1 Growth and Population Projections for the Sierra County Fire Protection District #1 Area<sup>37</sup>**

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

###### **4.1.1 Sierra County Fire Protection District #1 Area Population Projections**

The General Plan for Sierra County was updated in 2012. At that time, the State projected that the population of the County would increase. However, the General Plan anticipated a low growth rate for the County.<sup>38</sup> In fact, the population of the County has continued to decline since the General Plan was prepared in 2012.<sup>39</sup>

###### **4.1.2 MSR Determinations on Growth and Population Projections for the Sierra County Fire Protection District #1**

- 1-1) The population of Sierra County is expected to remain the same or to decline slightly in the future. The county has 28.8% of the population 65 and older.
- 1-2) Growth and development in the County are managed according to the General Plan. The Sierra County Fire Protection District #1 should maintain close contact with the Sierra County Planning Department.

##### **4.2 Location and Characteristics of any Disadvantaged Unincorporated Communities (DUC) within or Contiguous to the Sierra County Fire Protection District #1 SOI<sup>40</sup>**

**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 Sierra County Fire Protection District #1 Area Disadvantaged Unincorporated Community Status**

The Median Household Income (in 2016 dollars) for California was \$63,783 and 80 percent of this would be \$51,026. The Median Household Income for Sierra County is \$43,984, well below the level for Disadvantaged Unincorporated Community status. However, there is no incorporated city which the area can be annexed into.

<sup>37</sup> California Government Code Section 56430. (a) (1)

<sup>38</sup> Sierra County, General Plan 2012, Land Use Element, Page 1-6.

<sup>39</sup> US Census Bureau, <https://www.census.gov/quickfacts/fact/table/CA,sierracountycalifornia/PST045217>, June 20, 2018.

<sup>40</sup> California Government Code Section 56430. (a) (2)

**4.2.2 MSR Determinations on Disadvantaged Unincorporated Communities near Sierra County Fire Protection District #1**

- 2-1) Although the population of Sierra County would qualify as a DUC, annexation to an incorporated city is not an option for this area.

**4.3 Capacity and Infrastructure for the Sierra County Fire Protection District #1**

***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.<sup>41</sup>***

**4.3.1 Sierra County Fire Protection District #1 Infrastructure**

The Sierra County Fire Protection District #1 infrastructure is described above in this report. The District has adequate equipment and works to maintain it.

**4.3.2 MSR Determinations on Infrastructure for Sierra County Fire Protection District #1**

- 3-1) The Sierra County FPD #1 has three fire stations with equipment and volunteers for each station.

**4.4 Financial Ability to Provide Services<sup>42</sup>**

***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 Sierra County Fire Protection District #1**

The Sierra County Fire Protection District #1 maintains a budget and has an audit from an outside auditor as required by the State Law. The District allows the individual fire departments to do additional fund raising for local needs. The District receives a share of the County's 1% property tax and has not needed to pass additional parcel taxes so far. It would be beneficial to post the audit and the budget on the District website.

<sup>41</sup> California Government Code Section 56430. (a) (3)

<sup>42</sup> California Government Code Section 56430. (a) (4)

**4.4.2 MSR Determinations on Financing for Sierra County Fire Protection District #1**

- 4-1) The Sierra County Fire Protection District #1 maintains a budget and has resources to meet the obligations of the District.
- 4-2) The District uses the services of an outside auditor to prepare an audit as required by the State Law.
- 4-3) The District has received grants and loans from the USDA and other State and Federal Agencies for equipment.
- 4-4) The District should make financial information available on the District website.
- 4-5) The increasing complexities of managing the existing District plus the complexities of managing contracts for protection of additional areas will increase the probability that a paid or part time paid District Chief will be needed in the near future.

**4.5 Status of and Opportunities for Shared Facilities<sup>43</sup>**

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

**4.5.1 Sierra County Fire Protection District #1 Facilities**

The Sierra County Fire Protection District #1 has three fire stations. The District cooperates with State and Federal agencies and cooperates with other Fire Protection Districts and agencies for mutual aid agreements. If the District were to expand to the eastern part of Sierra County as proposed the District would have an agreement with the City of Loyalton regarding sharing revenue and equipment.

**4.5.2 MSR Determinations on Shared Facilities for Sierra County Fire Protection District #1**

- 5-1) The District coordinates with the County for budgeting and collection of taxes.
- 5-2) The District serves three fire departments and coordinates the communications, training and management.
- 5-3) If the District were to annex additional areas it would be able to integrate these areas into the management system of the District.

<sup>43</sup> California Government Code Section 56430. (a)(5)

**SIERRA LOCAL AGENCY FORMATION COMMISSION**  
**SIERRA COUNTY FIRE PROTECTION DISTRICT #1**  
**Adopted MSR - Resolution 2018-0001 November 28, 2018**  
**Adopted SOI - Resolution 2018-0002 November 28, 2018**

#### **4.6 Accountability for Community Service Needs, Governmental Structure and Operational Efficiencies<sup>44</sup>**

***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 Sierra County Fire Protection District #1 Government Structure**

The Sierra County FPD #1 has a full Board of Commissioners and meets the requirements for special district management. The District has an outside auditor perform the required audits. The District prepares and manages the budget each fiscal year. The District maintains appropriate insurance for buildings and workers. The District maintains a website for the benefit of the volunteers and the public.

##### **4.6.2 MSR Determinations on Local Accountability and Governance**

- 6-1) The Sierra County FPD #1 has a full Board of Commissioners.
- 6-2) The District contracts with an outside auditor to perform the required audits.
- 6-3) The District Board holds regular meetings and rotates the meetings between the two fire stations in the District.
- 6-4) The District prepares a Budget each year and manages the finances within the Budget.
- 6-5) The District has been successful to obtain grants and loans from the USDA Rural Development and other State and Federal agencies to upgrade equipment and equip those apparatus with tools, hose, and safety gear.
- 6-6) The District maintains appropriate insurance for facilities and personnel.
- 6-7) The District maintains a website for the public. It is important to keep the website up to date.

<sup>44</sup> California Government Code Section 56430. (a)(6).

**5 SPHERE OF INFLUENCE**

**5.1 Recommendation for Sierra County Fire Protection District #1 Sphere of Influence**

The Sierra County Fire Protection District #1 should have an annexable sphere which would include the eastern part of Sierra County with the exception of the City of Loyalton. The adoption of an annexable sphere does not automatically mean that the additional area is annexed to the District. The District must still apply for annexation and the annexation must be approved by the Sierra Local Agency Formation Commission after all the requirements are met.

**5.2 Present and Planned Land Uses in the Sierra County Fire Protection District #1, Including Agricultural and Open Space Lands**<sup>45</sup>

**5.2.1 County General Plans for Sierra County Fire Protection District #1 Area**

The Sierra County General Plan was prepared in 2012 and states the following regarding development:<sup>46</sup>

*It is the County's goal to direct development toward those areas which are already developed, where there are necessary public facilities and where a minimum of growth inducement and environmental damage will occur. The pattern of land uses sought by the County is a system of distinct and cohesive rural clusters amid open land.*

**5.2.2 SOI Determinations on Present and Planned Land Use for Sierra County Fire Protection District #1**

- 1-1] Sierra County has jurisdiction over land use planning. The District should maintain contact with the Sierra County Planning Department regarding possible changes in land use.
- 1-2] Since Sierra County has a negative growth rate, significant changes in land use are not anticipated in the near future.

<sup>45</sup> California Government Code Section 56425 (e)(1)

<sup>46</sup> Sierra County, General Plan 2012, Page ii.

**5.3 Present and Probable Need for Public Facilities and Services in the Sierra County Fire Protection District #1 Area**<sup>47</sup>

**5.3.1 Municipal Service Background**

There is a need for fire protection and emergency medical services within the Sierra County Fire Protection District #1 and also in the Eastern part of the County. This is evidenced by the many calls to the fire departments.

**5.3.2 SOI Determinations on Facilities and Services Present and Probable Need for Sierra County Fire Protection District #1**

- 2-1] There will be a continuing need for Sierra County Fire Protection District #1 for emergency medical service and fire protection.
- 2-2] There is also a need for this service in the Eastern part of Sierra County which is not now included in the District.

**5.4 Present Capacity of Public Facilities and Adequacy of Public Services**<sup>48</sup>

**5.4.1 Sierra County Fire Protection District #1 Capacity Background**

The Sierra County FPD #1 has adequate capacity to serve the area within the District. The capacity is enhanced with mutual aid and automatic aid agreements. The District receives numerous calls from areas outside of the District but within Sierra County. It would be better if the Eastern Sierra County area could be within the District and contribute to the needed capacity.

**5.4.2 SOI Determinations on Public Facilities Present and Future Capacity for Sierra County Fire Protection District #1**

- 3-1] The Sierra County FPD #1 has adequate capacity in funding, equipment and volunteers to serve the District.
- 3-2] If additional area were annexed to the District the Board of Commissioners would work with the residents to develop capacity for that area of the District.
- 3-3] The future capacity of the District may depend on the future of volunteer fire fighters and emergency response personnel. Rural areas such as Sierra County will depend on volunteers as long as possible. However, the training requirements are always increasing, the physical requirements are strenuous for an aging volunteer force, and the modern work environment is no longer as hospitable to volunteers compared to older economies with self-employed volunteers.

<sup>47</sup> California Government Code Section 56425 (e)(2)

<sup>48</sup> California Government Code Section 56425 (e)(3)

**5.5 Social or Economic Communities of Interest for Sierra County Fire Protection District #1**<sup>49</sup>

**5.5.1 Sierra County Fire Protection District #1 Community Background**

Sierra County is small in population and the communities within the County are all quite small so the population does identify with the County as a community. The community of Sierra County Fire Protection District #1 would be open to including additional area in the Fire Protection District because they are already within the same County.

**5.5.2 SOI Determinations on Social or Economic Communities of Interest for the Sierra County Fire Protection District #1 area.**

- 4-1] In many ways the County of Sierra functions as one social and economic community. Even though there are many smaller hamlets within the County many services are provided by the County to the whole community.
- 4-2] The annexation of the Eastern part of Sierra County to the Sierra County Fire Protection District #1 would represent a truer picture of this rural and scattered community.

**5.6 Disadvantaged Unincorporated Community Status**<sup>50</sup>

**5.6.1 Disadvantaged Unincorporated Communities**

The Median Household Income (in 2016 dollars) for California was \$63,783 and 80 percent of this would be \$51,026. The Median Household Income for Sierra County is \$43,984, well below the level for Disadvantaged Unincorporated Community status. However, there is no incorporated city which the area can be annexed into.

**5.6.2 Sierra County Disadvantaged Unincorporated Community Status**

- 5-1] Although the population of Sierra County would qualify as a DUC, annexation to an incorporated city is not an option for this area.

<sup>49</sup> California Government Code Section 56425 (e)(4)

<sup>50</sup> California Government Code Section 56425 (e)(5)

## **APPENDIX A FIRE PROTECTION RESPONSE AND STAFFING ISSUES**

### **1 Fire Protection Issues**

The following is a general discussion of fire protection issues including Mutual Aid, Dispatch, Response Time, Staffing and Water Supply:

### **2 Mutual Aid Issues**

Most of the fire protection and EMS providers primarily serve their own jurisdictions. Given the critical need for rapid response, however, there are extensive mutual aid efforts that cross jurisdictional boundaries. Mutual aid refers to reciprocal service provided under a mutual aid agreement, a pre-arranged plan and contract between agencies for reciprocal assistance upon request by the first-response agency. In addition, the jurisdictions rely on automatic aid primarily for coverage of areas with street access limitations and freeways.

Automatic aid refers to reciprocal service provided under an automatic aid agreement, a prearranged plan or contract between agencies for an automatic response for service with no need for a request to be made.

### **3 Fire and EMS Dispatch Issues**

Dispatch for fire and medical calls is increasingly becoming regionalized and specialized. This increased regionalization and specialization is motivated by the following factors:

- 1) Constituents increasingly expect emergency medical dispatching (EMD), which involves over-the-phone medical procedure instructions to the 911 caller and requires specialized staff.
- 2) Paramedics increasingly rely on EMD, which also involves preparing the paramedic enroute for the type of medical emergency and procedures.
- 3) Dispatch technology and protocols have become increasingly complex.
- 4) Modern technology has enabled better measurement and regulatory oversight of fire department (FD) response times, and increased pressure for FDs to meet response time guidelines.
- 5) FDs need standard communication protocols due to their reliance on mutual aid.
- 6) Dispatching of calls from cell phones may be inefficient due to multiple transfers, length of time the caller spends on hold or lack of location information. Response times are further delayed when callers that are unfamiliar with the area are unable to describe rural locations to the dispatch personnel.
- 7) NFPA recommends a 60-second standard for dispatch time, the time between the placement of the 911 call and the notification of the emergency responders. The Center for Public Safety Excellence recommends a 50-second benchmark for dispatch time.

- 8) There are clear economies of scale in providing modern fire and medical dispatch services.

#### **4 Fire and EMS Response Time Issues**

Response times reflect the time elapsed between the dispatch of personnel and the arrival of the first responder on the scene. For fire and paramedic service, there are service standards relating to response times, dispatch times, staffing, and water flow. Particularly in cases involving patients who have stopped breathing or are suffering from heart attacks, the chances of survival improve when the patient receives medical care quickly.

Similarly, a quick fire suppression response can potentially prevent a structure fire from reaching the “flashover” point at which very rapid fire spreading occurs—generally in less than 10 minutes.<sup>51</sup>

The guideline established by the National Fire Protection Association<sup>52</sup> (NFPA) for fire response times is six minutes at least 90 percent of the time, with response time measured from the 911-call time to the arrival time of the first-responder at the scene.<sup>53</sup>

The fire response time guideline established by the Center for Public Safety Excellence (formerly the Commission on Fire Accreditation International) is 5 minutes 50 seconds at least 90 percent of the time.<sup>54</sup>

#### **5 Fire Protection Staffing Issues**

For structure fires, NFPA recommends that the response team include 14 personnel—a commander, five water supply line operators, a two-person search and rescue team, a two-person ventilation team, a two-person initial rapid intervention crew, and two support people.

The NFPA guidelines require fire departments to establish overall staffing levels to meet response time standards, and to consider the hazard to human life, firefighter safety, potential property loss, and the firefighting approach.

NFPA recommends that each engine, ladder or truck company be staffed by four on-duty firefighters, and that at least four firefighters (two in and two out), each with protective clothing and respiratory protection, be on scene to initiate fire-fighting inside a structure. The Occupational Safety and Health Administration (OSHA) standard requires that when two firefighters enter a structure fire, two will remain on the outside to assist in rescue activities.<sup>55</sup>

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<sup>51</sup> NFPA Standard 1710, 2004.

<sup>52</sup> *The National Fire Protection Association is a non-profit association of fire chiefs, firefighters, manufacturers and consultants.*

<sup>53</sup> *Guideline for a full structure fire is response within ten minutes by a 12-15 person response team at least 90 percent of the time.*

<sup>54</sup> Commission on Fire Accreditation International, 2000.

<sup>55</sup> United States, 29 CFR 1910.134.

For emergency medical response with advanced life support needs, NFPA recommends the response team include two paramedics and two basic-level emergency medical technicians.

## **6 Firefighter Certification**

According to the California State Fire Marshal, all volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fire ground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to the course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.<sup>56</sup>

## **7 Fire Protection Water Supply Issues**

For structure fires, NFPA recommends the availability of an uninterrupted water supply for 30 minutes with enough pressure to apply at least 400 gallons of water per minute.

## **8 Planning and Management**

Pre-planning for future capital improvement needs is considered a best management practice, which is recommended for all public agencies regardless of size. Fire protection districts should have a formal capital improvement plan (CIP). CIPs can be tailored to the needs of the agency, but should include a list of anticipated replacement and improvement needs with an anticipated timeline for completion and a financial plan for achieving those goals. It is recommended that a CIP have a planning horizon of at least five years and be updated annually to reflect current conditions.

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<sup>56</sup> State Fire Marshall, Course Information and Required Materials, 2007, p. 44.

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**ACRONYMS**

AB	Assembly Bill
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
CIP	Capital Improvement Plan
CKH Act	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
County	Sierra County
CPR	Cardio-Pulmonary Resuscitation
CSA	County Service Area
CSD	Community Services District
District	Sierra County Fire Protection District #1
DPA	Direct Protection Areas (Fire Protection)
DUC	Disadvantaged Unincorporated Community
EMD	emergency medical dispatching
EMS	Emergency Medical Service
ER	Emergency Room
FD	Fire Department
FPD	Fire Protection District
FRA	Federal Responsibility Areas (Fire Protection)
HOPTR	Homeowner Property Tax Relief
HPP	Hospital Preparedness Program
ISO	Insurance Services Office
JPA	Joint Powers Agreement

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LAFCo	Local Agency Formation Commission
LRA	Local Responsibility Areas (Fire Protection)
MSR	Municipal Service Review (LAFCo)
NEMT	Non-Emergency Medical Transport
NFPA	National Fire Protection Association
OSHA	Occupational Safety and Health Administration
PPE	Personal Protective Equipment
SB	Senate Bill
SCFPD1	Sierra County Fire Protection District #1
SOI	Sphere of Influence (LAFCo)
SRA	State Responsibility Areas (Fire Protection)
USDA	United States Department of Agriculture
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).<sup>57</sup>

**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.

**Automatic aid** refers to reciprocal service provided under an automatic aid agreement, a prearranged plan or contract between agencies for an automatic response for service with no need for a request to be made.

**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.<sup>58</sup>

**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.).

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<sup>57</sup> <https://www.bing.com/search?q=advanced%20life%20support%20definition&qs=n&form=QBRE&sp=1&pq=advanced%20life%20support%20definition&sc=7-32&sk=&cvid=D11E5029B93146B7869ACA307E67579C>, January 2, 2018.

<sup>58</sup> <https://www.bing.com/search?q=basic+live+support+definition&form=EDGHPT&qs=PF&cvid=38ca9c6b47eb4231b7b6aac376766e92&refig=5bfd9a1d03bb425c8f0e610c8131c9c7&cc=US&setlang=en-US>, January 2, 2018.

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**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.

**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.

**Mutual aid:** Mutual aid refers to reciprocal service provided under a mutual aid agreement, a pre-arranged plan and contract between agencies for reciprocal assistance upon request by the first-response agency.

**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.

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**MAP**

**LAFCo FILE 2018-0001**  
**SIERRA COUNTY FIRE PROTECTION DISTRICT #1**  
**NORTH EAST AREA ANNEXATION**

