Trinity Center Community Services District

Municipal Services Review and Sphere of Influence Update

Prepared For:

Trinity Center LAFCo P.O. Box 2819 Weaverville, CA 95623

Prepared By:

Kelli Gant, Trinity Center resident for Trinity Center CSD P.O. Box 177 Trinity Center, CA 96091-0177

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TC CSD Board of Directors

- Glen Ahmann, Chairman (Dec 2011) elected
- Hal Pflueger (Dec 2011) elected
- Virginia Allin (Dec 2013) appointed, uncontested
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- Mike McHugh, Vice chairman (Dec 2013) appointed, uncontested

TC Volunteer Fire Department Chief

• Roger Chatterton

TC CSD Secretary Treasurer

• Jan Bellinger

TC CSD General Manager

• Roger Chatterton

Editor

• Kelli Gant

LEGISLATIVE BACKGROUND

In 1997, the State Legislature enacted Assembly Bill (AB) 1484, which established the Commission on Local Governance for the 21st Century. The Commission was responsible for assessing governance issues and making appropriate recommendations regarding the Cortese-Knox Local Government Reorganization Act of 1985.

Among other recommendations, the Commission suggested that each LAFCo should have knowledge of the services available within its county. This knowledge would assist in decision making about district boundaries.

The Commission stated that this knowledge should include the

- current efficiency of providing service
- future service needs
- expansion capacity of the service providers

The State Legislature acknowledged the Commission's findings and created a legislative tool (as described in Section 56430 of the Government Code) to be used to collect information and evaluate service provision.

On September 26, 2000, AB 2838 (Chapter 761, Statutes of 2000), authored by Assembly Speaker Robert M. Hertzberg, was signed into law.

This legislation, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, marked the most significant reform to local government reorganization law since the 1963 statute that created a local agency formation commission in each California county. Section 56430 of the Government Code now requires that a review of the municipal services provided to the particular area be conducted in order to update any sphere of influence in accordance with Section 56425.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCo to review and update, as necessary, special district *Spheres of Influence* (SOIs) before January 1, 2008, and every five years thereafter. Prior to, or in conjunction with an agency's SOI update, LAFCo is required to conduct a *Municipal Service Review* (MSR) for each agency.

The MSR is categorically exempt from the preparation of environmental documentation under a classification related to information gathering (Class 6 - Regulation section 15306), which states:

"Class 6 consists of basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource. These may be strictly for information gathering purposes, or as part of a study leading to an action which a public agency has not yet approved, adopted, or funded."

The MSR collects data for the purpose of evaluating municipal services provided by the agency. There is no land use change or environmental impact created by such a study.

Furthermore, the MSR qualifies for a general exemption from environmental review based upon CEQA Regulation section 15061(b)(3), that states: "The activity is covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA."

There is no possibility that this MSR may have a significant effect on the environment because there is no land use change associated with the document.

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PART ONE: TRINITY CENTER COMMUNITY SERVICES DISTRICT MUNICIPAL SERVICES REVIEW

1 Introduction to the Municipal Service Review

This Municipal Service Review (MSR) has been prepared to assist Trinity County Local Agency Formation Commission (LAFCo) in meeting the requirements of the Cortese/Knox/Hertzberg (CKH) Act.

This MSR has been prepared in accordance with Section 56430 of the California Government Code and in accordance with the Service Review Guidelines prepared by the State Office of Planning and Research.

This MSR evaluates the public services provided by the Trinity Center Community Services District (CSD).

The last comprehensive SOI Study for Trinity Center CSD was completed in 1984 when the existing sphere was modified.

A written statement of determinations must be prepared for each of the following:

- Infrastructure needs or deficiencies
- Growth and population projections for the affected area
- Financing constraints and opportunities
- Cost-avoidance opportunities
- Opportunities for rate restructuring
- Opportunities for shared facilities
- Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers
- Evaluation of management efficiencies
- Local accountability and governance

As listed above, the Cortese-Knox-Hertzberg Act identifies nine factors to be addressed when conducting an MSR. For each factor, information is gathered and analyzed, with written determinations prepared for LAFCo's consideration.

For the purpose of this municipal services review, the MSR review area is defined the area and parcels within one mile of State Highway 3 from Stuarts Fork Bridge to the top of Scott Mountain. The review area is much larger than the CSD district boundaries and includes Coffee Creek Fire Protection District to the north and un-served communities to the south, as shown in Figure 1.

2 Trinity Center Community Services District Background

This section provides background data for the development of the Municipal Services Review.

2.1 District Description

The Trinity Center Community Services District (CSD) was formed by the Trinity County Board of Supervisors with the adoption of Resolution 69-61 on October 3, 1961, for the purpose of providing certain services to this specific geographical area.

Fire department and street lighting services were started in 1962. Fire hydrant maintenance began subsequently and only applies to CSD Board approved areas.

The District is located in an unincorporated area of northeastern Trinity County in Supervisor District 1, Figure 1. The District's boundary, shown on Figure 2, consists of 3,617 acres¹.

The Trinity Center Volunteer Fire Department (TCVFD) extended response area is significantly larger at 33,993 acres (53 square miles) including all of the area in the CSD plus the area up to Hatchet Creek Rd and south to Cedar Stock Resort, as shown in Figure 3. TCVFD historically has provided emergency services to this entire response area

In addition, TCVFD responds from Hatchet Creek Rd to the top of Scott Mountain along Highway 3, under a mutual aid agreement with Coffee Creek VFD.

The CSD's jurisdiction includes the subdivisions of Scott, Trinity Knolls, Labrador Estates, Northwoods Estates, and Trinity Meadows. The CSD includes rural residential lands, privately owned timber land, and publicly owned forests (portions of Shasta-Trinity National Forest).

The fire department's response area includes twelve USFS campgrounds, four boat launch ramps, and a number of private resorts--large and small.

The resident population of the review area is roughly 729 people². In addition, there are many seasonal residents who maintain homes in the area for weekends and vacations. Due to the region being a vacation destination, the summer population often swells to 1,500-2,500 people.

¹ Standard section acreage is used in all acreage calculations in this document - 640 acres/section. However, there are discrepancies between a standard section size and the size of full section parcels in the Trinity County GIS system and recorded parcel sizes.

² Based on the 2000 Census

The trend over the last ten years is a slight increase fire fighting activity and a moderate increase in EMS services. EMS and traffic collision responses are dependent on tourism traffic, which itself is dependent on the lake level as well as economic factors.

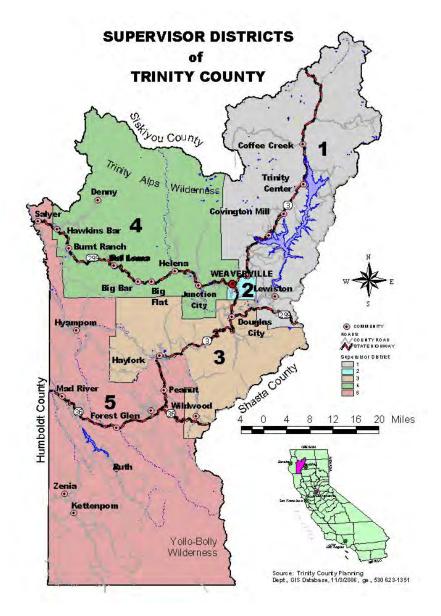


Figure 1: Trinity Center located in northeast Trinity County

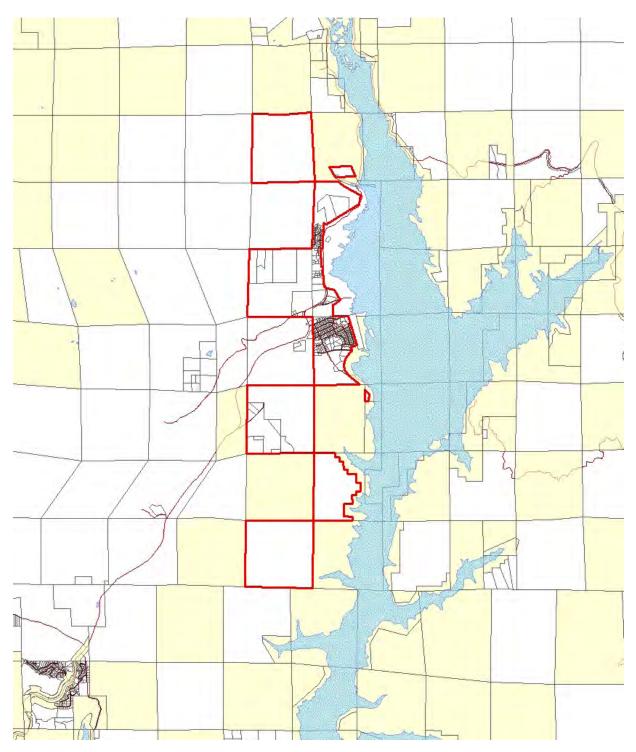


Figure 2: Current Trinity Center CSD Boundaries Red lines indicated the CSD boundary Yellow shading indicates USFS land, white areas are private land

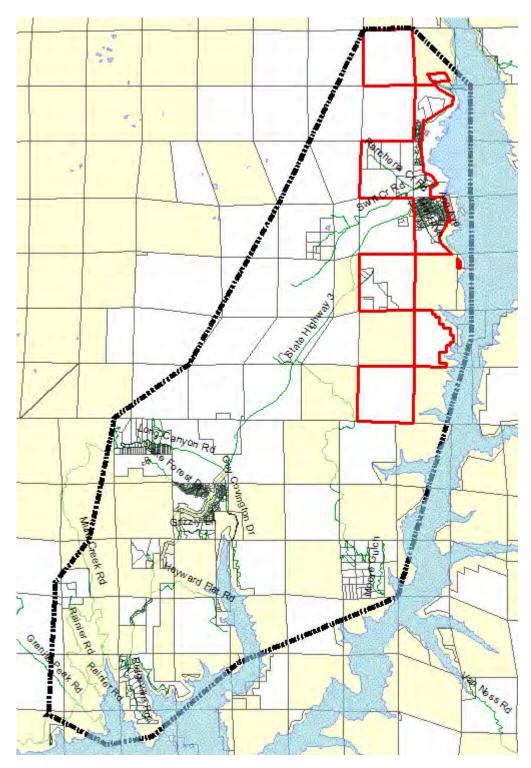


Figure 3: TC VFD Extended Response Area Dashed line outlines the general response area Red line is the current CSD district boundary

2.2 Administration, Management, and Operations

The District is governed by a five-member Board of Directors publicly elected by the voters. Each member serves a staggered four-year term. Directors must be residents of the district.

Implementation of Board policies and daily operations is performed by the District general manager. Administrative and bookkeeping work is performed by the District Secretary/Treasurer.

The Board holds regularly scheduled public meetings pursuant to the Brown Act on the first Tuesday of each month at the Trinity Center Community Center in the Scott subdivision. The public is encouraged to attend. Agendas, minutes, policies and other relevant documents are posted on the NorthTrinityLake.com website and are available at a local business during work hours.

The District has no W2 employees and one 1099 worker—the Secretary/Treasurer.

The District adopts a budget annually. The District adopts and files an itemized statement of operating expenditures and anticipated revenues with the County Auditor-Controller. The District's revenue is mostly generated from property taxes.

The draft 2010-2011 budget (to be voted on in June 2010) is \$51,850 with projected revenue of \$56,300.

The District has adopted Financial Policies, which govern both purchases and investments. The policy requires the provision of monthly financial reports to the Board of Directors.

District finances are reviewed annually by an outside auditing firm.

TCCSD does not collect developer fees, fire/EMS fees, or any special assessments.

3 District Service

The Trinity Center CSD provides these public services:

- Fire Protection, Emergency Medical Services (EMS), rescue and other appropriate missions as tasked or requested by allied agencies pursuant to mutual aid agreements.
- Street Lighting
- Fire Hydrant Maintenance

The district's current ISO rating is 5/9. The 5 rating applies to all parcels within five miles of the fire station with appropriate fire hydrants. The 9 rating would apply to parcels located more than five miles from the

station. Within the current district boundaries there are no 9 rated parcels. No improvements are planned for an improved rating.

3.1 Fire Protection and Emergency Medical Services (EMS)

The Trinity Center Community Services District manages the Trinity Center Volunteer Fire Department (TCVFD).

3.1.1 Services

The TCVFD is a full-service fire/rescue/EMS provider and is one of only three, out of the fourteen volunteer fire departments in Trinity County, to operate a Basic Life Support ambulance. EMS services are provided under authority of NorCal EMS.

TCVFD dispatching is handled by Trinity County Dispatch Center from its headquarters in Weaverville.

The only Advanced Life Support ambulance is based thirty miles away in Weaverville. They (Trinity County Life Support) are dispatched concurrently for all medical calls and usually rendezvous with TCVFD midway to Weaverville to take over treatment and transport.

TCVFD frequently uses air evacuation for seriously ill or injured patients. All TCVFD personnel are trained for integration with air operations.

TCVFD provides critical first responder services to the visitors of the adjacent Trinity Lake National Recreation Area and Shasta-Trinity National Forest anywhere within the response area previously described as well as beyond the defined response area pursuant to mutual aid agreements or as circumstances warrant in the best interests of public safety.

The nearby Trinity Center Airport, along with other prearranged landing zones, enable air ambulance service saving 50 to 90 minutes in the time it takes to transport a patient to a hospital in Redding. Two air ambulance services provide service to the TCCSD response area as well as the CHP under special circumstances.

TCVFD organizes the district's disaster-evacuation preparedness and conducts safety programs for all North Trinity Lake communities. However, the VFD does not provide routine safety inspections of homes or businesses or regular defensible space inspections.

TCVFD does comment to the county on proposed subdivisions.

3.1.2 Personnel

The TCVFD consists of a chief, assistant chief, medical director, captains, and volunteer firefighters. All TCVFD members are volunteers and receive no compensation for service.

District volunteers currently respond to more than 90 emergency calls per year. More than half the calls are reports of medical emergencies, with the minority for residential fires, traffic accidents, cliff rescues, wildfires, etc. Given the town's maturing population, the percentage of medical calls is expected to increase in coming years.

Most volunteer firefighters are certified as EMTs, which requires 24 hours of certified continuing education training every two years. The TCVFD provides approximately 80 hours of training to firefighters annually.

This training includes intensive federal and state-sponsored training in fighting wildland fires, a crucial skill in a community geographically separated from other fire protection resources.

The TCVFD medical director is currently upgrading his certification to paramedic status.

TCVFD volunteers train on the first, second, and third Wednesdays of each month. Besides these normally scheduled training sessions, additional training is held as circumstances warrant.

Statistics:

- Firefighters 12 (including personnel listed below)
- EMS: 8 EMT 1 and one First Responder
- Average age : 55+

3.1.3 Fire Emergency Assistance Team (FEAT)

FEAT assists TCVFD in local emergencies or disasters, doing functions such as traffic control, help in evacuation processes, light Search and Rescue, communications, clerical, or other tasks that free firefighters for their primary duties.

TCVFD FEAT has 13 members.

FEAT members train the fourth Wednesday of each month.

3.1.4 TCVFD Mutual Aid Agreements and Response

TCVFD and Coffee Creek VFD (CCVFD) have a continuous written mutual response agreement. Both departments are dispatched to all calls in both response areas and the two departments train together.

TCVFD has written mutual aid agreements with United States Forest Service and CalFire, which are renewed annually. Existent legislation does not mandate written mutual aid compacts with all allied agencies who may request or be requested for mutual aid. In the recent past Trinity Center VFD has rendered mutual aid to Weaverville FD, Lewiston VFD and Hayfork VFD besides USFS and CalFire. Since TCVFD and CCVFD have a mutual response policy, sufficient resources are almost always available to handle calls for service and mutual aid responses from allied agencies are seldom needed.

TCVFD and CCVFD are the only immediate response available in the north county area. The departments respond together on all calls for service. Other allied agencies, with the exception of the USFS, are at least forty minutes away via State Highway 3.

The Trinity Center VFD has yearly signed mutual aid agreements with the USFS and the California Department of Forestry and Fire Protection (CalFire.)

The two USFS stations in the area, Mule Creek (12 miles south of Trinity Center) and Coffee Creek (8 miles north of Trinity Center) are staffed only during fire season from 8 a.m. to 5 p.m. USFS' mission is wildland fire suppression. All other missions, including structure fires and medical emergencies, are the responsibility of the volunteer fire departments who provide the designated incident commander (IC). USFS will provide support upon request within their regulations and scope of training.

Outside of normal daytime business hours, USFS responses are sometimes delayed and the Trinity Center and Coffee Creek VFDs routinely handle USFS-jurisdiction incidents to conclusion or until USFS arrival on-scene.

Trinity Center is a Federal Responsibility Area (FRA) for wildland fire protection under the authority of the FRA. FRA,SRA and LRA lands are defined based on land ownership, population density, land use and jurisdiction of other fire protection agencies.

The closest CalFire station is 30 miles away in Weaverville.

Trinity Center VFD provides mutual aid upon request to all other fire suppression, EMS, SAR and law enforcement agencies as well as specifically requested responses and support throughout the region.

3.1.5 Facilities and Equipment

The 2,000-square-foot Trinity Center Volunteer Fire Department is located at 111 Trinity Visa Drive. The TCVFD consists of one station, four engines, one ambulance, and a volunteer crew of twelve persons.

The fire hall is not manned on a regular basis, but fire personnel are available via pager.

The fire department operates five apparatus:

- Type I pumper engine (1973 International Harvester)
- Type II pumper engine (1985 Grumman Attack Cat)
- Type III CAFS/pumper engine (2004 Ford F-550 4x4 CAFS)
- Type V Rescue/EMS engine (1978 GMC F-350 4x4)
- BLS ambulance (1993 Ford F-350 4x4)

Infrastructure and capital needs are determined by the chief and the District board of directors.

Preventive maintenance to vehicles is performed on a regular basis. Repairs to apparatus are accomplished as quickly as possible in order to keep emergency response vehicles in service.

New or upgraded infrastructure and equipment is financed by the District's budget, grants, and community fundraising.

As a small, rural community, public safety services rely heavily on public contributions and donations. Over the years, the community has supported public safety by donating materials, services and equipment as well as financial contributions. The majority of these donations goes directly to the VFD and is not part of the CSD budget or management responsibility. Any equipment or assets purchased with the VFD funds become CSD assets.

3.2 Street Lighting

There are 18 lights in the Scott and Trinity Knolls subdivisions.

Residents can submit a request for a street light to Trinity County PUD. If the light is determined to be feasible, PUD forwards the light request to the District for public hearing and approval to pay the maintenance costs. When the light project is approved by the District, Trinity PUD will install the light.

3.3 Fire Hydrant Maintenance

The CSD maintains fire hydrants in the Scott and Trinity Knolls subdivisions.

The TCVFD's minimum fire flow requirements align with the Uniform Fire Code. The hydrant spacing and configuration is adequate in the Scott and Trinity Knolls subdivisions. Fire hydrants must meet CSD approval before they will be accepted by the CSD for maintenance funding.

TCVFD has access to a 129,000-gallon tank in the Scott subdivision and two tanks totaling 210,000 gallons in Trinity Lake Knolls. There is also water access via Swift Creek and Trinity Lake.

Fully code-compliant fire hydrants should be made a requirement for new developments within the CSD.

4 **Population and Growth**

This section is based upon data generated by the U.S. Census, Department of Labor, and the California Department of Finance. Existing and projected population information from these agencies is provided at the county level. Available data is not aggregated to the Special District level.

Assumptions regarding the District's growth can be made by analyzing trends of the larger geographical area, which is provided below.

4.1 Total Population

Trinity County's current population is 13,989. The estimated population in 2004 was 13,671.

In the ten years between 2000 and 2010, the population in the CSD response area has had a small decrease due to an aging population and few working wage jobs. The current resident population of the District is approximately 200 persons.

The 2000 Census reported the total population for the 96091 zip code (the CSD's response area) as 455 people with 729 parcels. The median age is 54 years.

From 1995 to 2000, Alpine, Modoc, and Trinity counties had the highest rate of intrastate outflow in the state. The highest immigration to Trinity came from Humboldt, Lassen, Sacramento, and Shasta counties.

4.2 Growth Projections

The California Department of Finance estimates Trinity County's population will grow to 22,136 by 2020 and 30,209 by July 1, 2050. However, based on the population change in the Trinity Center area over the last 50 years, these projections for the CSD area are not realistic.

SPI is the largest private landowner and has converted 3,620 acres of timber, much of it in the Trinity Lake area, out of timber production protection. One parcel of approximately 531 acres near Covington Mill is currently the first parcel in the area planned for development. Development will likely not start for at least 10 years.

5 Infrastructure and Facilities

The Trinity Center CSD determines infrastructure expenditures on an "as needed" basis dependent upon age, wear and need of equipment and facilities. Vehicles are replaced and/or upgraded when a need is determined by the Fire Chief and/or General Manager, subject to approval by the CSD Board, and funding availability for such replacement.

Maintenance of all vehicles is performed on a regular basis. New or upgraded infrastructure and facilities are financed by a number of techniques including the CSD's general fund, donations to the VFD and grants from multiple agencies.

5.1 Buildings and Property

The CSD owns one facility—the Fire Hall (APN 007-440-06-00)—and an adjoining vacant lot (APN 007-440-05-00). This facility and lot are owned free and clear.

5.2 Fire Hall

The Fire Hall, located at 111 Trinity Vista Drive, is a single-wall, cinder block, 2,688-square-foot building built in two phases – 1972 and 1984. The station has four bays, an office, a kitchen, two restrooms, and a loft storage area.

There is a full-size shipping container behind the station for additional storage capacity.

The current station has a small, single-desk office (8' x 15') at the front, a corridor leading to the rear with two restrooms, and a small kitchen/squad room at the rear. The kitchen/squad room is the same size as the office.

6 Determinations for the Trinity Center Community Services District

The Service Review guidelines prepared by the State Office of Planning and Research recommend that issues relevant to the jurisdiction be addressed through written determinations:

- Infrastructure needs or deficiencies
- Growth and population projections for the affected area
- Financing constraints and opportunities
- Cost-avoidance opportunities
- Opportunities for rate restructuring
- Opportunities for shared facilities
- Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers
- Evaluation of management efficiencies
- Local accountability and governance

6.1 Infrastructure Needs and Deficiencies

6.1.1 Determination Purpose

Purpose: To evaluate the infrastructure needs and deficiencies in terms of supply, capacity, condition of facilities, and service quality.

LAFCo is responsible for determining that an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within the agency's boundary and in any possible annexation areas.

It is important that such findings of infrastructure and resource availability occur when revisions to the CSD's sphere of influence occur, or, as in this case, during the mandated MSR. In the case of this Service Review, it is prudent to evaluate the present and long-term infrastructure demands and resource availability of the jurisdiction. This is accomplished by evaluating (1) the resources and services that are available, and (2) the expansion of such resources and services in line with increasing demands.

6.1.2 Review

This section reviews fire protection, EMS, and street lighting services.

Fire Protection and EMS

TCVFD's current resources are defined in the District Service section above.

The operations of the Trinity Center VFD have outgrown the existing facility. The existing facility is inadequate to meet the needs of the existing and expected future staff of this station.

Neither room in the hall can be used for training or team meetings due to size. To accommodate medical training, volunteers travel eight miles for joint training at the Coffee Creek fire station.

The high cost to remodel and fix the existing station, which includes existing heating, electric, plumbing, and code violations, precludes any changes that could mitigate the station's deficiencies while addressing the long-term needs of the community and department.

Currently, the nearest paramedic ambulance service is in Weaverville, with a response time of 45-55 minutes. Larger facilities are needed to provide additional equipment housing/storage and adequate training accommodations. The area's aging population and tourism compounded by geographic isolation, accentuate the need for better facilities. The CSD is in the process of planning for a new hall to meet service demands. A lot adjoining the existing station has been purchased with donations, rezoned, and merged with the existing lot. Station design is in progress.

The CSD applied for a FEMA fire construction grant in 2009, but did not get selected. There were 6,343 applications and 83 grants awarded.

Street Lighting

There is no reported deficiency or foreseen need in the street light program. Only a couple lights have been installed or removed in the last twenty years.

Hydrant Maintenance

This is a new service program, started in 2009. The CSD is on a program to rebuild or replace two aging hydrants per year in the Scott and Trinity Knolls subdivisions. Many of the hydrants are 40-50 years old and repairs are not possible.

Only hydrants that meet the current Code are accepted into the maintenance program.

6.2 Growth and Population Projections for the Affected Area

6.2.1 Determination Purpose

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

The efficient provision of municipal services is linked to the ability to plan for future need. For example, existing and future levels of demand for services must be prepared to plan for the expansion of infrastructure and to be able to determine where future demand will occur.

Growth and population projections data will allow for the verification that there is adequate capacity or supply to serve the existing and future residences and businesses and ensure that projections for future growth and population patterns are integrated into the planning function.

6.2.2 Review

Based on the 2000 U.S. Census information, the Trinity Center CSD review area had a population of approximately 729. According to the Trinity County Planning Department, there were 479 parcels in 2009.

TCVFD is experiencing increasing call volumes and will be affected by the residential development of the Sierra Pacific Industries (SPI) property. SPI is the largest private landowner and has already converted 3,620 acres of timber, much of it in the Trinity Lake area, out of timber production protection.

SPI plans future development of some of their land near community infrastructure. Given the remoteness of the area, it is anticipated that development will be gradual, but inevitable.

Fire service growth needs will include new, replacement, and retrofitting of older vehicles subject to budgetary limitations.

If the community grows as projected, the volunteer-based fire department should be able to effectively serve the community. It has been serving the entire community, including the proposed annexation area, since 1962.

6.3 Financing Constraints and Opportunities

6.3.1 Determination Purpose

Purpose: To evaluate a jurisdiction's capability to finance needed improvements and services.

LAFCo is responsible for evaluating the ability of the agency to pay for improvements or services associated with growth. The planning can begin at the SOI stage by identifying infrastructure and maintenance needs associated with future annexations and development, and identifying limitations on financing such improvements, as well as opportunities that exist to construct and maintain those improvements.

6.3.2 Review

TCCSD revenues are derived from property and parcel taxes.

TCCSD receives approximately 0.46% share of County property tax revenues. Total annual revenue received for FY 2008/09 was \$50,124. This number is net revenue after mandated state Education Revenue Augmentation Fund adjustments (ERAF) are made.

The district's account balance as of May 5, 2010 was \$113,511.59. The fiscal year end account balance has increased each of the last three years.

The TCVFD does private fundraising for extra equipment, turnouts, grant matching funds, and infrastructure.

As is the case with many other rural fire service agencies, the nature of emergency services does not lend itself to the use of service charges or other sources of revenue that could otherwise be within the discretion of the District's governing board. Due to a low level of community development, there is only low growth in property tax revenue to mitigate cost inflation. In the future, the CSD may need to address the increasing cost of service versus limited ability to increase taxes.

The District prepares a comprehensive and thorough annual budget that clearly identifies the revenues and expenditures for the services provided by the District.

The District has in place financial policies that are codified in implementing resolutions.

6.4 Cost-Avoidance Opportunities

6.4.1 Determination Purpose

Purpose: To identify practices or opportunities that may help eliminate unnecessary costs.

LAFCo is responsible for evaluating cost-avoidance opportunities including, but not limited to, the following:

- 1. Eliminating duplicative services
- 2. Reducing high administration-to-operation cost ratios
- 3. Replacing outdated or deteriorating infrastructure and equipment
- 4. Reducing inventories of underutilized equipment, building, or facilities
- 5. Redrawing overlapping or inefficient service boundaries
- 6. Replacing inefficient purchasing or budgeting practices
- 7. Implementing economies of scale
- 8. Increasing profitable outsourcing

6.4.2 Review

CSD financial management is very conservative. Because of limited revenue, the Board of Directors continually reviews operations and expenses.

1. Eliminating duplicative services

There are no duplicate services within the TCCSD.

2. Reducing high administration-to-operation cost ratios

Administrative costs are low. The District has only one part time paid worker.

The District changed insurance carriers in 2009, which resulted in a savings of approximately \$6,000 per year. In addition to lowering cost, the new policy includes coverage for the FEAT team.

3. Replacing outdated or deteriorating infrastructure and equipment

Over the years, the District has replaced equipment as needed and has a maintenance program to keep VFD equipment in good condition. The District has started a program to replace 40-50 year old fire hydrants to reduce repair costs.

4. Reducing inventories of underutilized equipment, building, or facilities

The District has a small inventory of equipment and infrastructure, which is all necessary for the services provided. No surplussing of assets is suggested.

5. Redrawing overlapping or inefficient service boundaries

The District and its neighboring districts do not have overlapping boundaries for similar services. The boundaries work well for service areas. Effort is underway to redefine existing boundaries to better align with service area.

6. Replacing inefficient purchasing or budgeting practices

The District's purchasing and budgeting policies were rewritten in 2008. District finances are open, transparent, and well managed. All District policies are published on NorthTrinityLake.com.

7. Implementing economies of scale

There are no current opportunities for combining services for cost savings.

8. Increasing profitable outsourcing

The only business outsourcing is the annual audit and equipment maintenance. Due to the District's remoteness from urban areas, there are few options for maintenance cost reduction.

6.5 Opportunities for Rate Reconstruction

6.5.1 Determination Purpose

Purpose: To identify opportunities to impact rates positively without decreasing service levels.

When applicable, the MSR must review agency rates, which are charged for public services, to examine opportunities for rate restructuring without impairing the quality of service. Agency rates will be analyzed for conditions that could affect future rates and variances among rates, fees, taxes, charges, etc., within an agency.

6.5.2 Review

The District does not have a rate sheet. There are no charges for any TCCSD or TCVFD service.

Due to State regulations, charging for EMS services would increase CSD liability insurance, administration costs, and equipment and training standards. A reasonable fee schedule for the District residents would not cover theses additional costs.

6.6 Opportunities for Shared Facilities

6.6.1 Determination Purpose

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

Public service costs may be reduced and service efficiencies increased if service providers develop strategies for sharing resources. Sharing facilities and excess system capacity decreases duplicative efforts, may lower costs, and minimizes unnecessary resource consumption.

The MSR should inventory facilities within the study area to determine whether facilities are currently being utilized to capacity and whether efficiencies can be achieved by accommodating the facility needs of adjacent agencies. Options for planning for future shared facilities and services will be considered.

6.6.2 Review

Within the study area, there are two districts: Trinity Center Community Services District and Coffee Creek Fire Protection District. Both primarily provide fire and EMS services only.

The stations for each district are eight miles apart. Both stations are utilized to full capacity. The districts do share facilities for fire and EMS training.

No opportunities for additional sharing of facilities are seen due to the distance between departments and the size of the districts.

6.7 Government Structure Options

6.7.1 Determination Purpose

Purpose: To consider the advantages and disadvantages of various government structures to provide public services.

The purpose of considering options for the structure of governance when reviewing a sphere of influence is to identify opportunities for increased efficiency in the provision of services, which lead to savings to both the service provider and the consumer. The MSR is a tool to study comprehensively existing and future public service conditions and to evaluate organizational options for accommodating growth and ensuring that critical services are efficiently and cost-effectively provided.

6.7.2 Review

The District is managed by an elected, five-member Board of Directors and operations are overseen by a general manager. All are uncompensated volunteer personnel.

The current District structure is efficient and no increase in efficiency can be envisioned with a different government structure.

6.8 Evaluation of Management Efficiencies

6.8.1 Determination Purpose

Purpose: To consider the management structure of the jurisdiction.

Management efficiency refers to the effectiveness of an internal organization to provide efficient, quality public services.

The MSR should evaluate management efficiency by analyzing agency functions, operations, and practices, as well as the agency's ability to meet current and future service demands. Services will be evaluated in relation to available resources and consideration of service provision constraints.

6.8.2 Review

The CSD manages the TCVFD and other services with good management oversight. The CSD structure works well and the Board members contribute significant amounts of time to CSD management.

The Board of Directors ensures that reserve funds are maintained with the goal of increasing each year for unexpected expenses.

The Board is forward thinking and reviews the changing service demands and needs. Funding aside, the CSD can manage all future service demands.

The CSD has received no complaints about service for many years. The TCVFD receives numerous cards, letters and donations in appreciation for services rendered. TCVFD is well respected by allied agencies throughout the region and has an outstanding relationship with the communities it serves.

No efficiency deficits are noted.

6.9 Local Accountability and Governance

6.9.1 Determination Purpose

Purpose: To evaluate the accessibility and levels of public participation associated with the agency's decision making and management processes.

LAFCo is responsible for evaluating the degree to which the agency fosters local accountability. Local accountability and governance refer to public agency decision making and operational and management processes that:

- Include an accessible and accountable decision making body and agency staff
- Encourage and value public participation
- Disclose budgets, programs, and plans
- Solicit public input when considering rate changes and work and infrastructure plans
- Evaluate outcomes of plans, programs, and operations and disclose results to the public

6.9.2 Review

The District's Board of Directors holds regularly scheduled public meetings pursuant to the Brown Act, where public participation is encouraged. These meetings are held in the Trinity Center Community Hall. Meeting notices, agendas, and minutes are posted on the NorthTrinityLake.com website and are available at a local business. Any special meetings called are widely publicized and are open to the public.

At each monthly public meeting, District expenditures are reviewed. All agenda items have the opportunity for public discussion and comment.

Board ad-hoc committees report on project status monthly while the committee is active.

An ad-hoc committee creates a draft annual budget for public review each year. The budget is then approved in an open public meeting. Performance against budget is reviewed periodically in the public meeting.

The District's accounting practices are audited annually by a Certified Public Accountant.

The budget is generally informative on the nature of services, allocation of resources to those services, and projections. Documents are written in plain language for a general audience with an affirmative effort to keep the Trinity Center community informed.

PART TWO: TRINITY CENTER COMMUNITY SERVICES DISTRICT SPHERE OF INFLUENCE ANALYSIS

1 Introduction

This Sphere of Influence (SOI) Update section is prepared for the TCCSD and is based upon the previous Municipal Service Review. The MSR analyzes the District's capability to serve existing and future residents.

The SOI Update and Service Review were prepared to meet the requirements of the Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 (CKH).

An important tool used in implementing the CKH Act is the adoption of a Sphere of Influence (SOI) for a jurisdiction. A SOI is defined by Government Code 56425 as "...a plan for the probable physical boundary and service area of a local agency or municipality...". An SOI represents an area adjacent to a city or district where a jurisdiction might be reasonably expected to provide services over the next 20 years.

This section, along with the preceding Municipal Service Review, provides the basis for updating the Trinity Center CSD's Sphere of Influence, which is required to be updated every five years.

The Cortese/Knox/Hertzberg Act requires that each Commission establish written policies and procedures. The Act also states that LAFCos are to exercise their powers consistent with those policies and procedures. Trinity County LAFCo policies encourage and provide for well-ordered, efficient urban development patterns, balanced with preserving open space and agriculture land while discouraging urban sprawl.

This Sphere of Influence Update and Municipal Service Review for the Trinity Center Community Services District is consistent with those polices and the purposes of LAFCo.

This SOI Update chapter addresses the key factors called for in Cortese/Knox/Hertzberg Act by referring to information contained in the Service Review. Also, the following written determinations must be addressed according to section 56425(e)(1-4) of the Act:

- Present and planned land uses in the area, including agriculture, and open space lands
- Present and probable need for public facilities and services in the area
- Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide
- Existence of social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.

1.1 Existing Sphere of Influence

As described earlier in this report, the jurisdiction of Trinity Center CSD, shown on Figure 2, consists of 3,614 acres including the five subdivisions, private and public timber lands, public facility parcels, and commercial property.

The existing Sphere of Influence is a subset of the District totaling 1,353 acres. Included are five subdivisions, private and public timber lands, public facility parcels, and commercial property.

The existing Sphere of Influence was reduced from its original size in 1984.

Key constraints in the SOI include; timber zoning, low turnover of property ownership, and septic requirements.

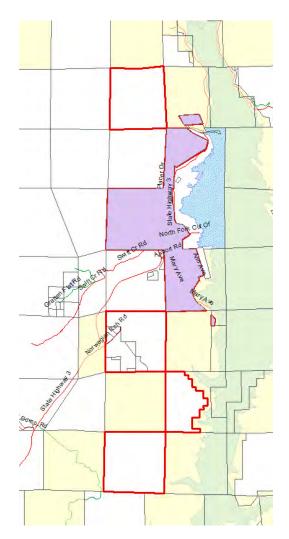


Figure 4: Current Trinity Center SOI (purple shading) Red lines indicate CSD boundaries

1.2 Sphere of Influence Study Areas

The TCCSD prepared two Study Areas for the Sphere of Influence.

The Study Areas are used to help analyze and identify which properties should be included and which should be excluded from the Sphere of Influence.

Each Study Area is analyzed for possible inclusion into the Sphere of Influence. This analysis is based on the

• Present and planned land use

What are the current General Plan designations and Zoning Districts? Is there any forecasted change in this zoning?

• Present and probable need for public services

What is the current need for District services in this area? And, is there any forecasted change in this need over the next 10 years?

• Social and economic communities of interest

What are the overlaying common social and economic interest between the Study Area and the District?

• Potential for Future Annexation

Do the service needs within the study area support a future annexation of the area into the District?

• Facilities and capacity

What is the District's capability to provide adequate levels of service to existing residents?

It should be noted that much of the Study Areas evaluated in this Sphere of Influence Update were found to have steep hillsides and productive timber lands.

The Trinity County General Plan Land Use Element was last updated in 1988. The North Trinity Lake area does not have a community Plan.

There are several safety topics identified in the Trinity County Safety Element, revised in 2002, that apply to both Study Area One and Study Area Two.

- Proximity to Trinity Center Airport for medical evacuation, fire fighting support, and disaster evacuation.
- Communities in the area are not subject to frequent floods and, therefore, are not required to participate in the National Flood Insurance Program.

- Communities in the study areas will not be inundated by dam failure.
- There are no known active earthquake faults in the area.
- The study areas do not include any know landslide areas.
- Both study areas are entirely within the California Department of Forestry's High Severity Fire Hazard area. The communities are considered part of the urban/wildland interface.

By law, the CDF is responsible for wildland fire protection on all private lands within Trinity County and USFS is responsible for wildland fire protection on all federal National Forest lands. Consequently, both CDF and USFS fire stations are staffed only during the summer fire season, which normally lasts from May to November. Local government (in this case the Trinity County volunteer fire departments) is responsible for structural fire protection and rescue services in Trinity County at all times during the year.

CDF and USFS depend upon the volunteer fire departments to provide initial attack to wildfires until augmented reinforcements can be mustered. Both CDF and USFS have agreements with the volunteer fire departments to reimburse the department for their assistance on wildfires.

• Due to its low population density and limited industrial and agriculture installations, and little traffic congestion, the study areas only experience air quality reduction from winds on the exposed lake bottom dirt, times of wildfires, and open burning from backyard and prescribed burns.

2 Study Area One Analysis and Recommendation

This section analyzes Study Area One shown in Figure 5. Study Area One consists of 428 parcels (private and USFS) of which 365 parcels are private. The area consists of 14,260 acres³.

The TCVFD currently provides fire protection and EMS to the properties in Study Area One.

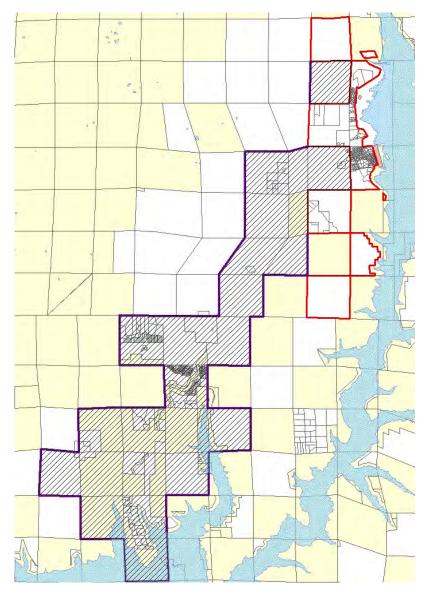


Figure 5: Study Area One Study Area One is outlined in purple, CSD District is red

³ Standard section acreage is used in all acreage calculations in this document - 640 acres/section. However, there are discrepancies between a standard section size and the size of full section parcels in the Trinity County GIS system and recorded parcel sizes.

2.1 Present and Planned Land Use

The General Plan designations within Study Area One are shown in Figure 6.

- Rural Residential (RR)
- Resource (RE)
- Agriculture (A)
- Community Expansion (CE)
- Community Resource (CR)
- Public Facility (PF)
- Commercial (C)

Current land use zoning districts are shown in Figure 7 and Figure 8.

- Agriculture Forest (AF20)
- Timber Production (TPZ)
- Unclassified (UNC)
- Highway Commercial (HC)
- Commercial (C1)
- General Commercial (C2)
- Residential (R1)
- Multiple Family-medium density (R2)
- Public Facility (PF)
- Specific Unit Development (SUD)
- Rural Residential 1 acre min (RR1)
- Rural Residential 5 acre min (RR5)
- Rural Residential 10 acre min (RR10)
- Rural Residential 20 acre min (RR20)

Future land use will comprise mainly of residential and open space. SPI has 10-year plans to develop one large parcel of land as residential. The development of two other parcels will follow.

2.2 Present/Probable Need for Public Services

This study area includes the subdivisions of Covington Mill, Long Canyon, Ridgeville, Estrellita Heights, and Lake Forest Estates. The estimated population in this area is 160.

The present need for public services in Study Area One varies in the different areas. Many of the properties' current uses are timber production and open space.

There are 365 private parcels in this Study Area, many of which are residential with structures. The residential parcels are in need of District fire protection and EMS services. The District has responded to this area with fire and EMS services for over twenty years.

Parcels in this area are only officially covered by season, daytime only CalFire protection. CalFire is not responsible for structure fires and EMS.

2.3 Social and Economic Communities of Interest

The communities south of the TCCSD and the District have social and economic communities of interest, including small businesses and residential. The residents in Study Area One travel into the District for US Postal Services, shopping, fuel, and community events and meetings.

The existing social fabric of the District will not change by including Study Area One into the Sphere of Influence. People from Study Area One are active in District events.

2.4 Potential for Future Annexation

Given the need of residential parcels in Study Area One for District fire protection and EMS services, and the Study Area's social and economic connection to the District, there is a high potential for the future annexation of the Study Area into the District.

2.5 Facilities and Capacity

The future capacity of the TCVFD is adequate to serve the area within the Study Area boundaries. The TCVFD is already providing full services to the Study Area. It is assumed that if the population of the study area increases there will be a corresponding increase in volunteer responders.

There is no requirement to provide remote fire equipment, VFD infrastructure, or a defined response time. Therefore, the District will not need to upgrade the fire protection equipment.

2.6 Recommendation

This area should be included in the District's Sphere of Influence for the following reasons:

- 1. Trinity Center VFD services are already being provided to the residents in Study Area One
- 2. The residents in Study Area One are not covered by any fire protection.
- 3. Residents in Study Area One regularly donated to the TCVFD to help support VFD services.
- 4. Six of the TCVFD volunteers live in communities in Study Area One. These volunteers include the VFD assistance chief, medical officer, two fire fighters, and two FEAT members.
- 5. Study Area One is not covered by any other Sphere of Influence for fire protection services or EMS.

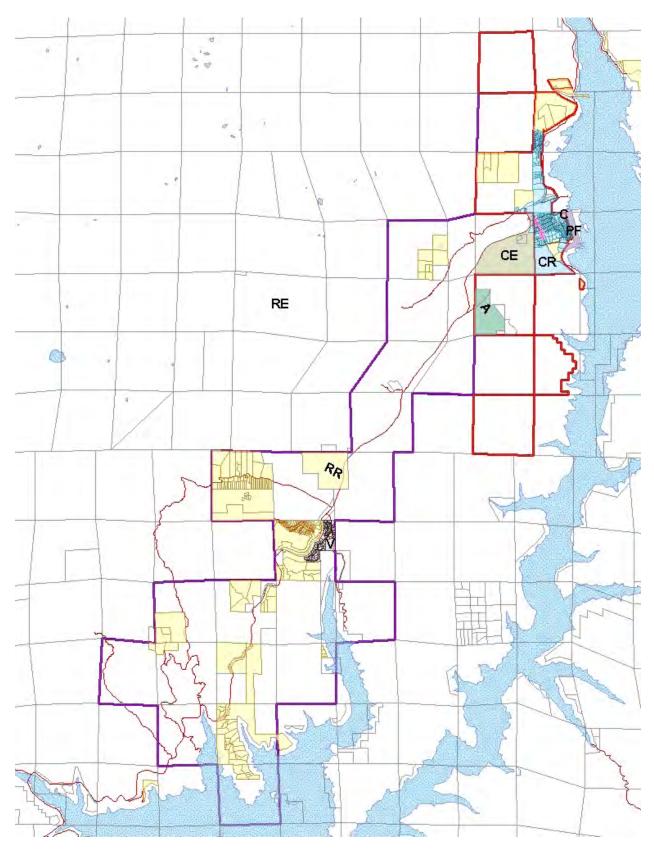


Figure 6: Study Area One General Plan Designations

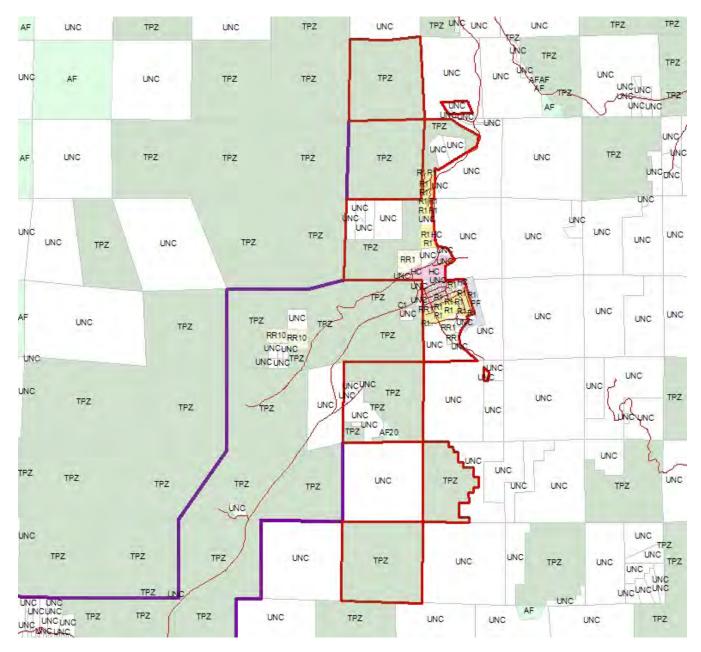


Figure 7: Study Area One Zoning Districts - North

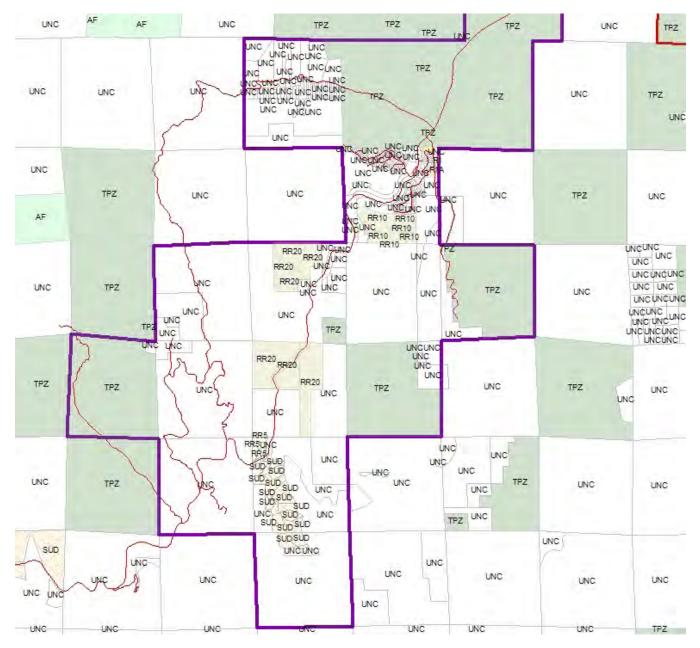


Figure 8: Study Area One Zoning Districts - South

3 Study Area Two Analysis and Recommendation

This section analyzes Study Area Two shown in Figure 5. Study Area Two consists of 19,840 acres⁴.

The TCVFD currently provides fire protection and EMS to the properties in Study Area Two.

3.1 Present and Planned Land Use

The General Plan designation within Study Area Two is Resource (RE) as show in Figure 10, Figure 11, and Figure 12.

Land use zoning districts are show in Figure 13 and Figure 14:

- Timber Production (TPZ)
- Agriculture Forest (AF)
- Unclassified (UNC)

Aside from a few private Unclassified parcels on Bowerman Ridge, there is low probability for land development in Study Area Two.

3.2 Present/Probable Need for Public Services

The present need for public services in Study Area Two is low. Many of the properties' current uses are for timber production and open space.

The probable need for all TCCSD services in this area is low. If SPI develops its lands in the Study Area, there will an increasing need for fire protection and EMS.

3.3 Social and Economic Communities of Interest

There are very few residents in Study Area Two.

3.4 Potential for Future Annexation

There is no foreseen potential to annex the Study Area into the District over the next ten years.

3.5 Facilities and Capacity

The future capacity of the TCVFD is adequate to serve the area within the Study Area boundaries. The TCVFD is already providing services to the Study Area.

⁴ Standard section acreage is used in all acreage calculations in this document - 640 acres/section. However, there are discrepancies between a standard section size and the size of full section parcels in the Trinity County GIS system and recorded parcel sizes.

There is no requirement to provide fire equipment, VFD infrastructure, or a defined response time. Therefore, the District will not need to upgrade the fire protection equipment.

3.6 Recommendation

This area should be included in the District's Sphere of Influence for the following reasons:

- 1. There are private parcels of land within Study Area Two that could be developed in the future.
- 2. Parcels in Study Area Two are not covered by any other Sphere of Influence.

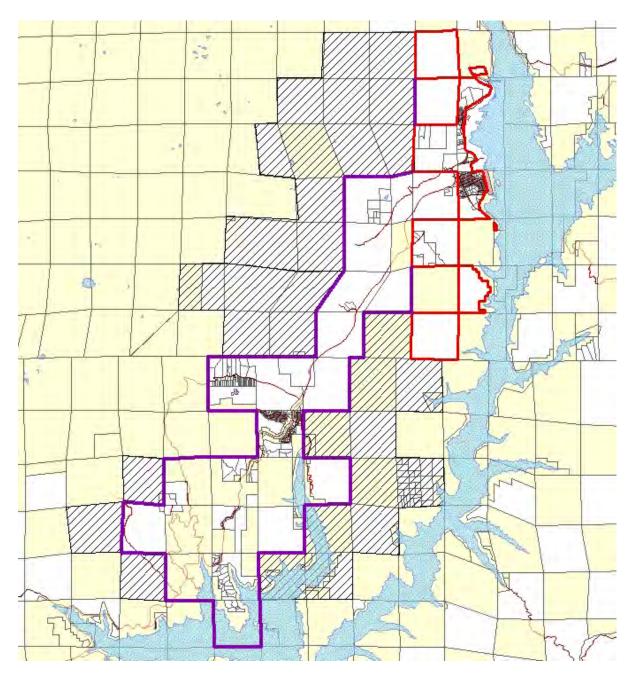


Figure 9: Study Area Two (Area filled with cross) White indicates private land, Cream indicates public/USFS Red outline indicates current District, Purple indicates Study Area One

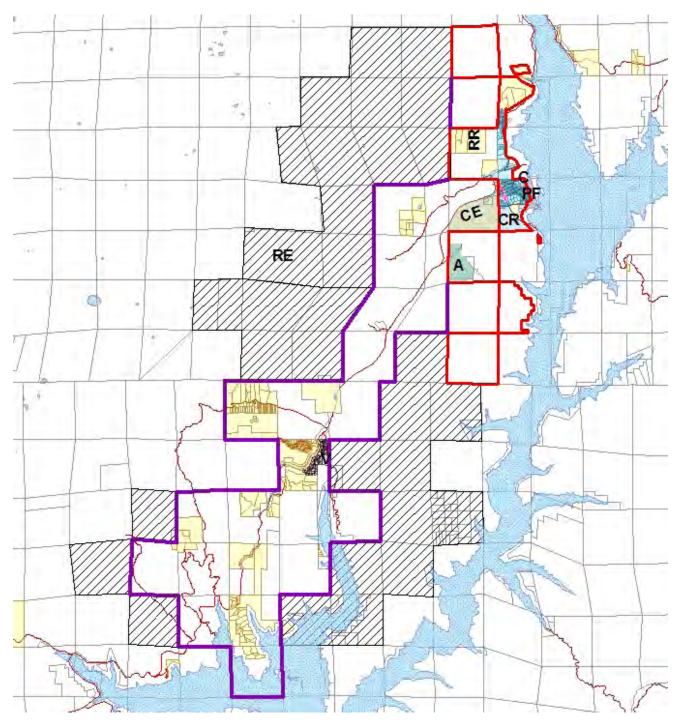


Figure 10: Study Area Two General Plan Designations Study Area indicated by hatches

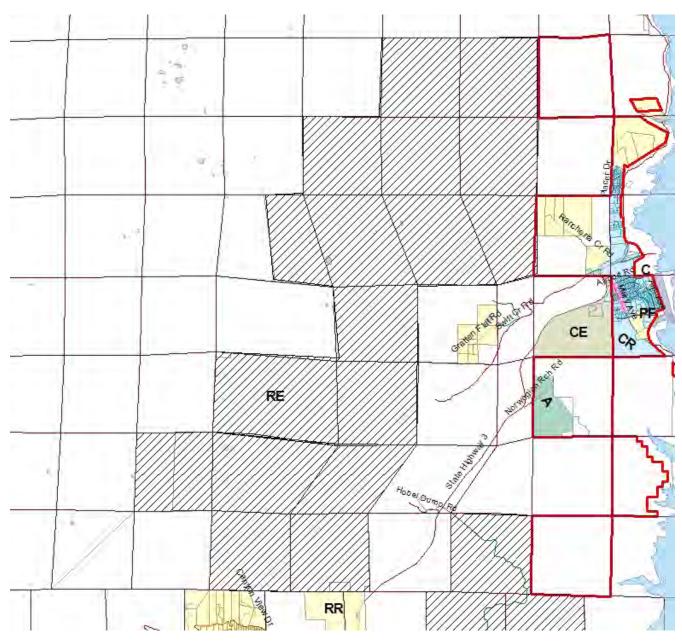


Figure 11: Study Area Two General Plan Designations - North Study Area indicated by hatches

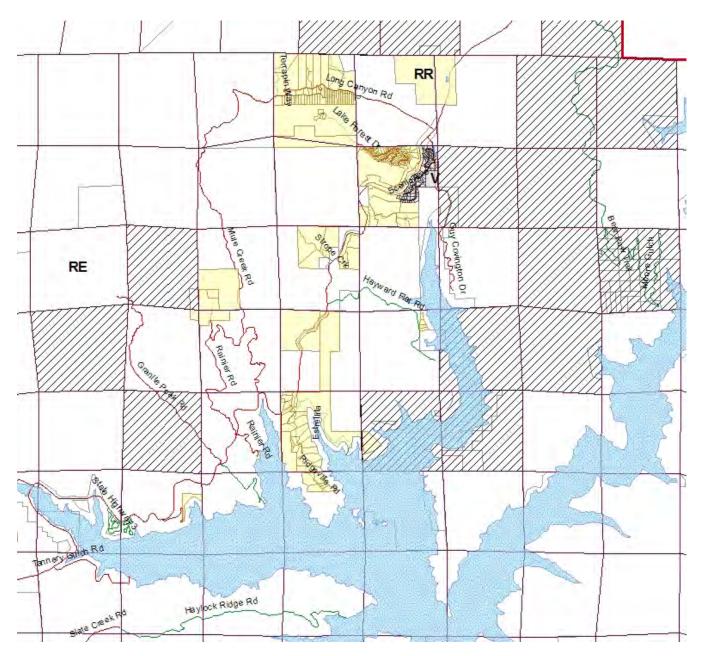
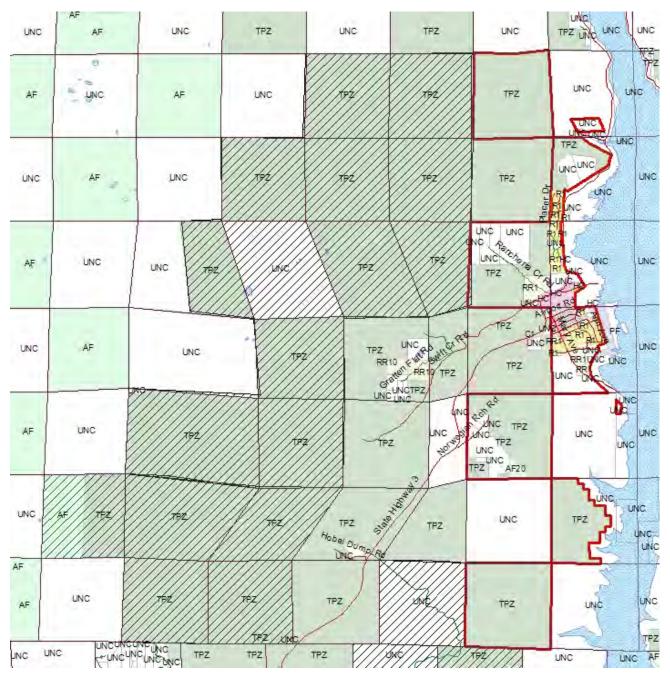
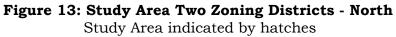
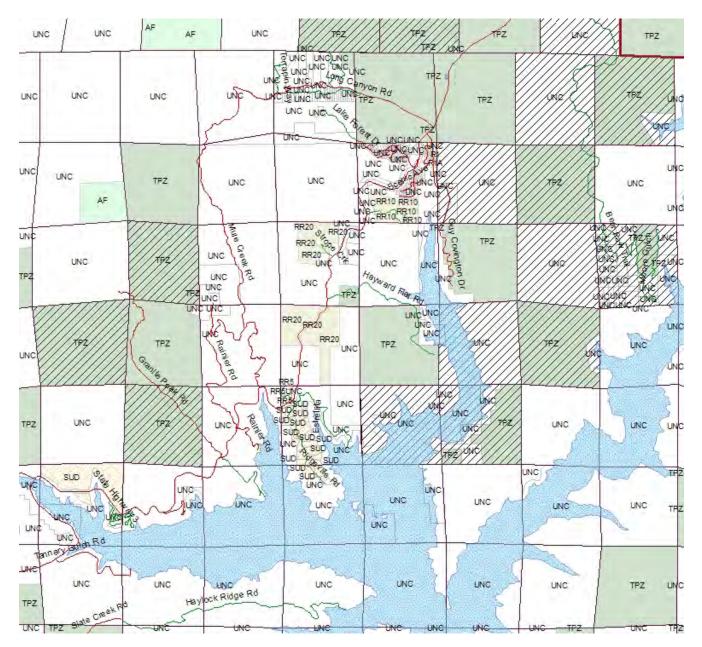
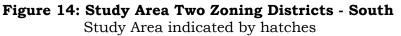


Figure 12: Study Area Two General Plan Designations - South Study Area indicated by hatches



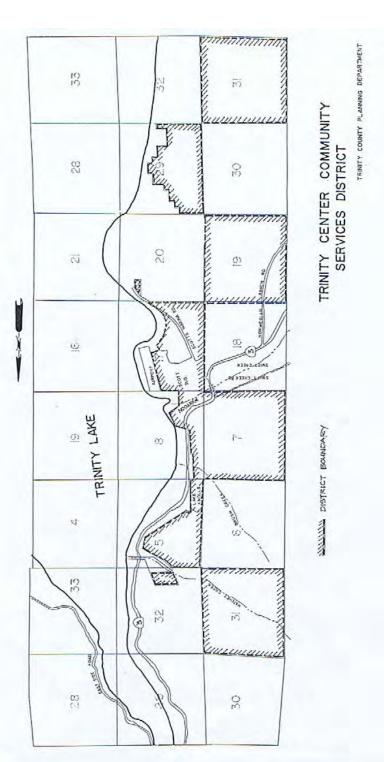






4 Conclusion

It is recommended that the Trinity Center CSD's Sphere of Influence be increased to include the entire CSD boundary, as originally established, Study Area One and Study Area Two.



APPENDIX A: ORIGINAL DISTRICT MAP

APPENDIX B: TRINITY CENTER CSD FINANCIALS

This appendix includes the 2010-2011 *Trinity Center Community Services District, Draft Budget.*

Please see the following documents, bound separately:

• Trinity Center Community Services District 2009 Audit

Trinity Center CSD Budget Draft 2010/2011 - 5/4/10

EXPENSES									
Account #	Item/Service	Actual 2004/05	Actual 2005/06	Actual 2006/07	CSD/VFD Actual 2007/08	Actual 2008/09	Budget 2009/10	5/4/10 Forecast 2009/10	Budget 2010/11
1010	Salary	3000	3600	3609	3,600	4.000	4.200	4,200	4.200
2060	Communications	636	772	624	557	615	650	607	650
2090	Household Expense		442	578	203	197	275	541	500
2100	Insurance	10318	13511	13035	12,333	15,553	8,000	8,361	7,500
2140	Vehicle Maintenance	1476	841	1531	6,235	1,529	4,000	5,237	6,000
2150	Structure Maintenance	291	0	3416	1,296	541	1,000	704	1,000
2210	Fire Equipment Supply & Maint				1,714	1,890	3,500	2,028	2,500
2220	Medical Equipment & Supply				1,268	853	1,500	1,722	2,500
2230	Communication Equipment		No. Card		345	2,176	1,500	446	3,500
2260	Office Expense	737	554	384	539	586	600	197	600
2300	Professional Services	978	2050	1650	2,196	1,850	1,950	1,950	1,950
2313	Physicals & Certifications						1,500	485	1,500
2600	Equipment Lease	0	58	58	58	58	60	0	0
2630	Rent/Lease Grounds	0	0	0	126	217	220	255	250
1	Purchase Grounds			Į	5,913	0	0	0	0
2660	Small Tools/ Instruments	144	687	3168	148	0	0	0	0
2700	Special Dept. Expense	8199	16962	20707	6,781	207	1,500	1,523	1,500
2750	Transportation & Travel-Fuel	1824	1262	2065	1,957	2,261	2,500	2,127	2,500
*2750-E	Transportation & Travel-Expense				634	650	700	614	700
2850	Utilities-Fire Hall-Electric	1440	3878	3712	1,377	1,480	1,700	1,213	1,500
2855	Utilities-Fire Hall-Propane			1.11	3,163	2,575	3,000	3,341	3,500
2893	Utilities-Street Lights	2948	1300	1569	1,589	1,841	1,900	1.889	2,000
4100	Fixed Assets - Land	The second second		2513		729	1000	0	0
4206	TC Structure & Improvement					0	0	0	
4300	Fixed Assets - Equip	1				0	5000	7002	7500
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tal with \$41	Fotal with \$4131 adjustment					\$35,976.01			
* = Internal Dept. Only	ept. Only								
ote: Dept 22	Note: Dept 2230 - 10/11 budget - \$3000 included for pager upgrades	for pager up	grades				-		
Nort 12	Note: Dept 4300 - 10/11 budget is for repair/replacement of hydrants	cement of h	vdrants.						_

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REVENUES

	Assume no 10/11 State Piracy					Continue reduction due to rates	Reimb. by State for HO Exemp.	Assume no WC reimbursement	Prop. 1A Loan	-1		Pagers							
let /11				Γ	Ī	ŏ	R		ă						Γ	Ī			0
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Forecast Budget 2009/10 2010/1	45000	1505	211	13	200	006	006	1500	4000	54229	1			0				0	54229
Actual 2008/09	50124.95	1503,85	41.97	65.81	697.01	1865.48	912.48	1755.4		56966.95				3214.29	44		0	3214.29	60181.24 54229
Actual 2007/08	47493	1413	7	163	1951	3001	305		1.1.1.1	54933	-			3897				3897	58830
Actual 2006/07	41489	1422	1	236	1157	1955	943		1	47203	1			3333	8428	3371		15132	62335
Actual 2005/06	38757	1362	-	223	1557	1047	940			43887		26630		3333				29963	73850
Actual 2004/05									11								ution		
Account # Description	Secured Tax	Unsec. Tax	Prior Yr Unsec.	Timber Yield Tax	Supplemental Tax	Interest	State Hoptr	Spec. Dist. Rev.		Subtotal		Grants	Other Income	Work Comp Reimb.	Mandated costs	Sp. Dist.	VFD Budgeted Contribution	Subtotal	Total Revenue
Account # 1	6010	6020	6040	6070	6090	6601	7430	9520	9299										

APPENDIX C: DISTRICT PROFILE

District: Trinity Center Community Services District **Address**: PO Box 177, Trinity Center, CA 96091

Meeting Schedule

Monthly, first Tuesday, 6:30p, Trinity Center IOOF Hall

Contact

• Glen Ahmann, 530-266-3504

Board of Directors with term

- Glen Ahmann, Chairman (Dec 2011) elected
- Hal Pflueger (Dec 2011) elected
- Virginia Allin (Dec 2013) appointed, uncontested
- Dewey Baird (Dec 2013) appointed, uncontested
- Mike McHugh, Vice chairman (Dec 2013) appointed, uncontested

District Staff

- Jan Bellinger, District Secretary and Treasurer, 530-266-3691
- Roger Chatterton, General Manager, 530-266-3333

Formation Information

Resolution: #69-61 Trinity County BOS

Date: October 3, 1961

Purpose:

- 1. Enabling legislation: Gov Code §61000-61936
- 2. Empowered services: Water, Fire, Parks, Recreation, Sewer, Garbage, Lighting, Mosquito abatement, and Police
- 3. Provided services: Fire/EMS, Lighting

Financial Information

Assessment/Fees: none 2010-2011 budget (draft): \$51,850, projected revenue \$56,300

Administration Policies

Master Plan: no Policies & Procedures adopted: Yes By-laws adopted: No Encroachment permit process: No ISO Rating: 5/9

APPENDIX D: REFERENCES

Trinity County General Plan, Land Use Element 1988 and Safety Element 2002

Trinity County GIS system, parcel update 2/2010

1986 Trinity Center CSD SOI

2005 TCCSD LAFCo Fire Municipal Service Review Questionnaire

CSDA's Guide to Special District Laws and Related Codes, 2007

Local Agency Formation Commission Municipal Service Review Guidelines, California Office of Research and Planning, August 2003