

LASSEN LOCAL AGENCY FORMATION COMMISSION

FIRE PROTECTION DISTRICTS

SPHERES OF INFLUENCE

***Adopted
August 9, 2010***

LASSEN LAFCO Resolution 2010-0005

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PREPARERS 43

1 INTRODUCTION

1.1 LAFCO's Responsibilities

This Sphere of Influence (SOI) Study has been prepared for the Lassen Local Agency Formation Commission (Lassen LAFCO). Local Agency Formation Commissions (LAFCO's) are quasi-legislative local agencies created in 1963 to assist the State in encouraging the orderly development and formation of local agencies. This SOI Study consists of a review of the fire protection districts in Lassen County. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.) is the statutory authority for the preparation of an MSR and periodic updates of the Sphere of Influence of each local agency.

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

1.2 Sphere of Influence Requirements

In determining the Sphere of Influence for each local agency, LAFCO must consider and prepare a written statement of determinations with respect to each of the following:

1. The present and planned land uses in the area, including agricultural and open space lands;
2. The present and probable need for public facilities and services in the area;
3. The present capacity of public facilities and adequacy of public services which the agency provides, or is authorized to provide; and
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

1.3 LAFCO Policies and Procedures Related to Spheres of Influence

In addition to the January 14, 2008 guidelines relating to MSR's, Lassen LAFCO has adopted policies and procedures related to municipal services that are included as part of an overall Lassen LAFCO policy, standards and procedures document adopted on May 11, 2009.

SOI policies have been adopted by the Lassen LAFCO. Lassen LAFCO has discussed and considered the SOI process in open session, and has adopted a schedule for completing the various municipal service reviews and sphere of influence updates for Lassen County. Each Sphere of Influence will be prepared as a draft, and will be subject to public and agency comment prior to final consideration by the Lassen LAFCO.

1.4 Description of Public Participation Process

Lassen LAFCO is authorized by the California Legislature and delegated powers as stated in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (the Act). LAFCO proceedings are subject to the provisions California's open meeting law, the Ralph M. Brown Act (Government Code Sections 54950 et seq.)

The Brown Act requires advance posting of meeting agendas and contains various other provisions designed to ensure that the public has adequate access to information regarding the proceedings of public boards and commissions. Lassen LAFCO complies with the requirements of the Brown Act.

1.5 Possible Approaches to the Sphere of Influence

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

1) Coterminous Sphere:

A Coterminous Sphere means that the Sphere of Influence for a city or special district that is the same as its existing boundaries of the city or district. Proposed Spheres of Influence for Westwood CSD, Spalding CSD, Stones Bendgard CSD, Northwest Lassen CSD, Hallelujah Junction FPD, Milford, Janesville and West Patton Village CSD include a coterminous sphere.

2) Annexable Sphere:

A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside the district boundaries and inside the sphere of influence. The proposed sphere of influence for the Clear Creek CSD, West Patton Village CSD, Madeline Fire Protection District, Big Valley FPD, Adin FPD (Modoc County) include an annexable sphere of influence

3) Detachable Sphere:

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

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. While not recommended at this time Madeline and Northwest Lassen could be assigned a zero sphere since these districts either don't function or an adjacent district provides fire services. The

recommendation is to maintain the Spheres for these districts until such time a change of organization is proposed.

5) Consolidated Sphere:

A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency. While one of the goals of LAFCO is to consider consolidation of districts, this principal does not apply in most part in rural fire districts or services in Lassen County due to the travel time constraints and identity districts have with their own fire department.

6) Limited Service Sphere:

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

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

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

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

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

7) Sphere Planning Area:

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

1.6 SOI Update Process

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years, as necessary. In updating the SOI, LAFCO is required to conduct a Municipal Service Review (MSR) and adopt related determinations.

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

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

1.7 SOI Amendments and CEQA

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

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

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

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

Remy et al. write:

“In *City of Agoura Hills v. Local Agency Formation Commission* (2d Dist.1988) 198 Cal.App.3d480, 493-496 [243 Cal.Rptr.740] (*City of Agoura Hills*), the court held that a LAFCO's decision to approve a city's sphere of influence that in most respects was coterminous with the city's existing municipal boundaries was not a “project” because such action did not entail any potential effects on the physical environment.”¹

¹ Remy, Michael H., Tina A. Thomas, James G. Moose, Whitman F. Manley, Guide to CEQA, Solano Press Books, Point Arena, CA, February 2007, page 111.

Since the recommendation is to keep the Spheres of Influence for the fire protection districts the same as the district boundaries (except for Madeline FPD and Northwest Lassen FPD which would have zero spheres) there will be no environmental impacts from the adoption of the Sphere and no environmental document is required.

1.8 Spheres of Influence for Fire Protection Districts

Information contained in this Sphere of Influence is only current as of the date of adoption. LAFCO Policy 3.3 (d) calls for an updated Municipal Service Review at the time a proposal is made. Policy 2.18 essentially requires an updated Municipal Services Review anytime a change of organization is proposed provided significant changes in the Municipal Service Review baseline occur.

1.9 History of LAFCO Review of Fire Districts

LAFCO's were created in 1965 to discourage urban sprawl and to encourage orderly and efficient urban development patterns. To accomplish those objectives, LAFCOs were given two basic powers: 1) to establish spheres of influence of each local governmental agency within its county and 2) to approve or disapprove proposals for annexation of territory. In 1971 the Legislature modified certain statutory language to make the adoption of spheres of influence mandatory, but no deadline was set. In 1977 an opinion of the Attorney General concluded that, despite the absence of an explicit deadline, a LAFCO must adopt spheres within a reasonable time. The case *Resource Defense Fund v. Local Agency Formation Commission of Santa Cruz County* (1983) 138 Cal.App.3d 987,989,994,188 Cal.Rptr.499.) Says before a Local Agency Formation Commission can approve an annexation, a sphere of Influence must first be determined. During the 1980's most LAFCO's completed Spheres of Influence for all agencies within their jurisdiction, including Lassen LAFCO.

In 2001 with the passage of AB 2838 LAFCO's were required to periodically update Spheres of Influence. However, in order to adopt a Sphere of Influence for an agency, LAFCO was required to do a comprehensive review of municipal services and prepare a Municipal Service Review (MSR).

The statute was later amended to clarify the content of a MSR and to clearly state a deadline to prepare Spheres of Influence. The current statute states: "On or before January 1, 2008, and every five years thereafter, the commission shall, as necessary, review and update each Sphere of Influence".

Lassen LAFCO approved Resolution 2010-0001 on March 8, 2010 adopting a Municipal Service review for the fire districts or fire service providers, such as Community Services Districts included in this Sphere of Influence Update.

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

- a. The Municipal Service Review for the City of Susanville including Fire and EMS services was adopted by Resolution 2006-0003 on March 13, 2006 and a Sphere of Influence Update for the City of Susanville was adopted on December 10, 2007 (Resolution 2007-0010).
- b. The Municipal Service Review for the Stones Bengard CSD was adopted on April 9, 2007 (Resolution 2007-04) and the Sphere of Influence was adopted on November 12, 2007. Stones-Bengard CSD provides fire and EMS services. The Sphere of Influence for this district is not proposed to be changed in this particular Sphere of Influence Update. The Commission will be asked to reaffirm the Fire/EMS Sphere for this agency, which is coterminous with the District Boundaries.
- c. A MSR was adopted for the West Patton Village CSD was adopted on June 13, 2005 and the Sphere of Influence on January 9, 2006 (Resolution 2006-01). The Sphere of Influence for this district is not proposed to be changed in this particular Sphere of Influence Update. The Commission will be asked to reaffirm the Fire/EMS Sphere for this agency, which is coterminous with the District Boundaries.
- d. The Westwood CSD MSR was adopted on August 8, 2005 (Resolution 2005-07). The Sphere of Influence for this district is not proposed to be changed in this particular Sphere of Influence Update since it was adopted on February 12, 2007 (Resolution 2007-0001). The Commission will be asked to reaffirm the Fire/EMS Sphere for this agency, which is coterminous with the District Boundaries.
- e. The Clear Creek CSD MSR was adopted on October 18, 2004 (Resolution 2004-07) and the Sphere of Influence on April 9, 2007 (Resolution 2007-03). The Sphere of Influence for this district is not proposed to be changed in this particular Sphere of Influence Update. The Commission will be asked to reaffirm the Fire/EMS Sphere for this agency; the Sphere of Influence for this district is larger than the district boundaries.
- f. Lassen LAFCo approved Resolutions 2008- 0007 and 2008-0008 on November 10, 2008 thereby approving a Municipal Service Review and Sphere of Influence for the Susan River Fire Protection District, the Lake Forest Fire Protection District and the Standish Litchfield Fire Protection District. The Sphere of Influence for the Lake Forest Fire Protection district is not proposed to be changed in this particular Sphere of Influence Update. The Sphere of Influence for the Standish Litchfield and Susan River Fire Protection District is larger than each district's respective boundary.
- g. Lassen LAFCO approved Resolution 2010-0001 approving a Municipal Service Review on March 8, 2010 for fire and emergency medical services provided by the Doyle, Big Valley, Hallelujah Junction, Janesville, Madeline, Milford and Northwest Lassen, Fire Protection Districts and the Clear Creek, Stones-Bengard, Little Valley, Spalding, West Patton Village (Herlong) and Westwood Community Services Districts

2 BIG VALLEY FIRE PROTECTION DISTRICT

The Big Valley FPD is located in Big Valley, in most northerly section of Lassen County, and serves the unincorporated communities of Bieber and Nubieber and the unincorporated lands in the immediate vicinity. It would be difficult to merge with other fire protection districts due to the remote location of the Bieber and Nubieber communities. The Adin Fire Protection District is a distinct community of Interest with Modoc LAFCO as its principal LAFCO. The Big Valley Fire Protection District includes 95 square miles. The Sphere of Influence should continue to include an area consisting of approximately 5 square miles to the northeast of the district, which borders Modoc County. This area was included in the district's previously adopted Sphere of Influence in 1984.

2.1 SOI Determinations on Present and Planned Land Use for the Big Valley Area

- 1-1] The population of the Big Valley FPD service area is approximately 510 people (in Bieber and Nubieber). However, several ranches and homes located outside of these two towns are also within the Big Valley FPD and include an estimated additional 50 to 75 people. There is little seasonal fluctuation in the population.
- 1-2] Although the population of Lassen County is expected to increase, the population growth will be concentrated in the southern part of the County near Susanville, not in the Big Valley Area because these lands are zoned for agriculture.

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

- 2-1] For a remote rural area, the Big Valley Fire Protection District fire-fighting equipment is adequate.
- 2-2] The water supply within the communities of Bieber and Nubieber supplied by Lassen County Municipal Water District #1 is adequate for fire protection.
- 2-3] The Big Valley FPD maintains a close relationship with the CALFIRE and benefits from the CALFIRE station at Bieber. The district contains both Local and State Responsibility Lands.
- 2-4] The Big Valley FPD responds to 10 to 12 wildland fires and 2 to 3 structure fires in an average year. Medical assistance requests comprise approximately 90% of the activity with about 50 to 60 medical assistance responses per year² so there is a need for the Big Valley FPD. In 2009 the district had 24 service calls and assists (See Appendix A).

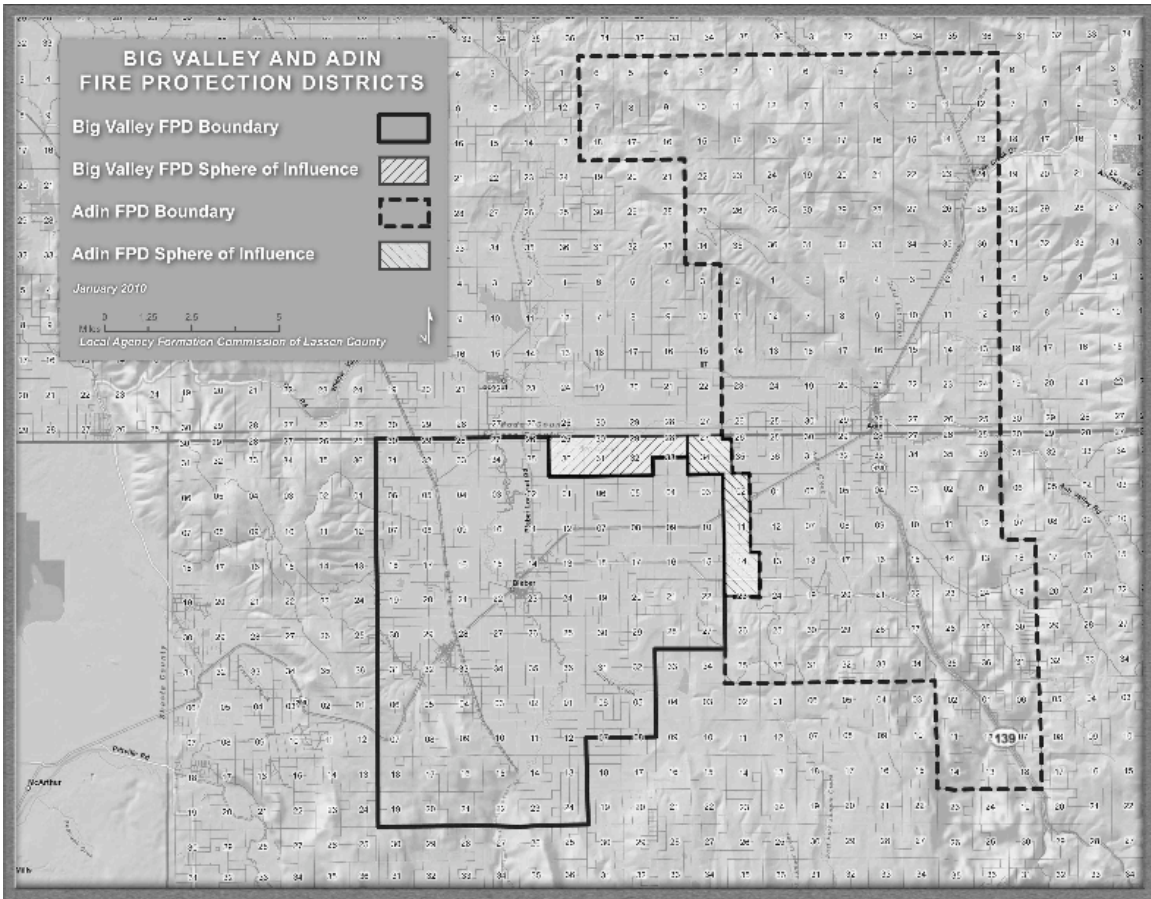
2.3 SOI Determinations on Public Facilities Present and Future Capacity for the Big Valley Fire Protection District

- 3-1] The Big Valley Fire Protection District has a relatively large budget (close to \$60,000) which will enable the District to maintain the equipment and facilities.

2.4 SOI Determinations on Social or Economic Communities of Interest for the Big Valley Fire Protection District

- 4-1] The District has ten active volunteer firefighters and provides a unifying focus for the community.

² Bieber-Nubieber Community Fire Safe Plan, January 2004.
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3 CLEAR CREEK COMMUNITY SERVICES DISTRICT

The Clear Creek CSD contains approximately 144 acres and serves an estimated population of 200 year round residents and a seasonal population of 400 residents. The Sphere of Influence for the Clear Creek Community Services District should not change. County zoning and land use designations support Potential development the adjacent 272 acres not within the district yet within the existing Sphere of Influence (adopted in 2007). There is a potential to add a over 1000 new residents to the Clear Creek area should development occur on the 272 acres adjacent to the district.

3.1 SOI Determinations on Present and Planned Land Use for the Clear Creek Area

- 1-1] All land within and around Clear Creek is in private ownership. Roseburg Resources and clients of W.M. Beaty & Associates own the majority of this high value timberland and manage it mainly for sustained timber production.
- 1-2] There is a moderate to high likelihood of growth in the Clear Creek area in the next five to twenty years based on the County’s approved zoning and general plan.
- 1-3] The current population of Clear Creek varies between 200 in the winter months to around 400 during the summer months.

3.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Clear Creek CSD

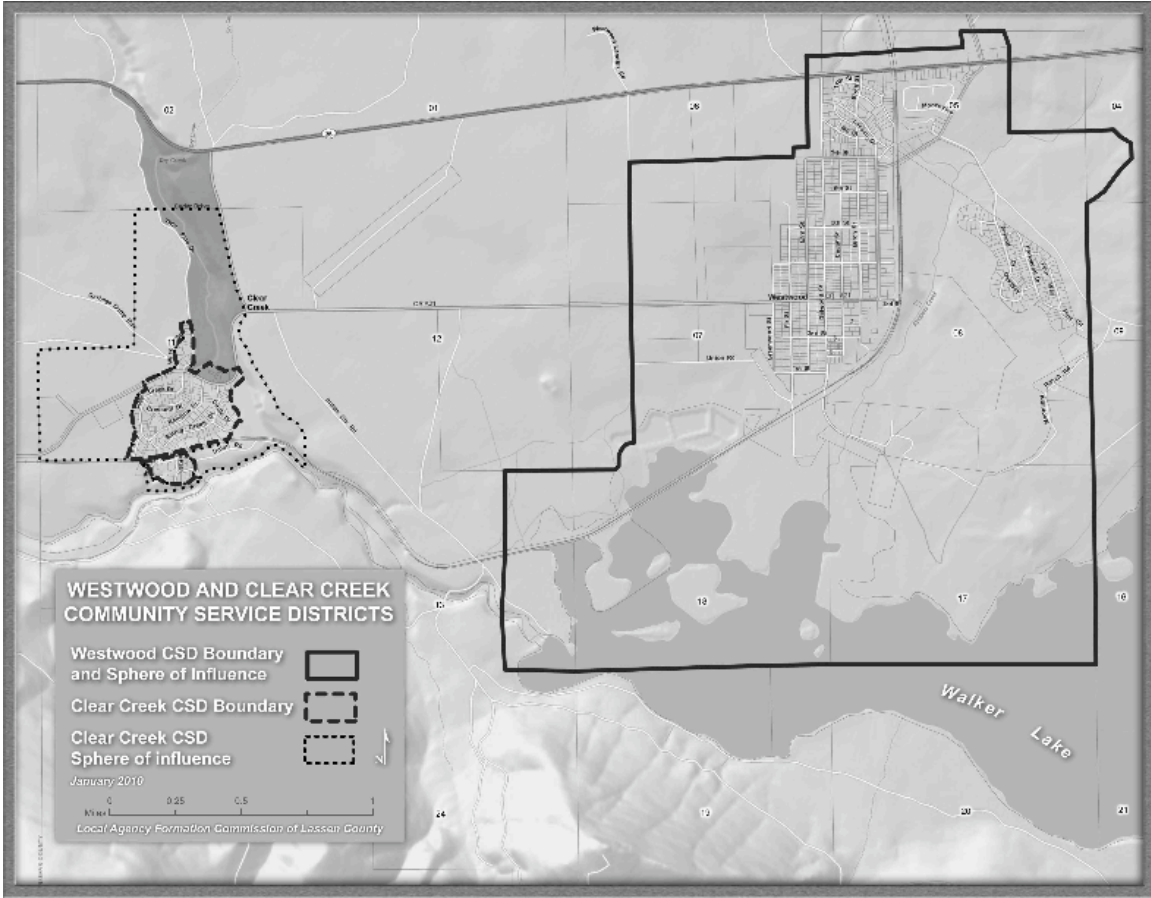
- 2-1] The Clear Creek area is entirely SRA land with the CALFIRE bearing the primary responsibility for suppression of wildfires, and the Clear Creek CSD Fire Department handling structural fire protection.
- 2-2] For the period between 2001 and 2002, the Clear Creek CSD Fire Department had 3 wildfires and 5 dwelling fires out of a total response load of 21 Calls for Service. Most of the emergency response requests (estimated at 80%) are for traffic control and accidents. In 2009 the district had 19 calls and assists (See Appendix A).

3.3 SOI Determinations on Public Facilities Present and Future Capacity for the Clear Creek CSD

- 3-1] The District has adequate fire flows to service existing development. This would become a concern as growth in the area occurs should the County and or the District not require adequate infrastructure to support new growth.

3.4 SOI Determinations on Social or Economic Communities of Interest for the Clear Creek CSD

- 4-1] The Clear Creek area is a distinct community from the community of Westwood, which also provides municipal water and fire protection.



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4 DOYLE FIRE PROTECTION DISTRICT

The Sphere of Influence for the Doyle Fire Protection District was established on October 18, 1984 and amended on April 21, 1988. Since that time, the Milford FPD, formed on January 2, 1990 and the Herlong FPD (West Patton Village CSD) was authorized to provide Fire and EMS services on April 11, 2006. The Sphere of Influence along the Northern portion of the 1984 Doyle SOI is consistent with the recently formed Herlong FPD district boundary. The 1984 Sphere map for the Doyle FPD also recognized the establishment of the Milford Fire Protection District, which was formed on January 2, 1990. On its south border, a small area, which was placed into the SOI of the Doyle FPD in 1984, has since been included into the recently formed (November 18, 2004) Hallelujah Fire Protection District. This area contains approximately 1 ½ sections of land consisting of the eastern ½ of Section 23, the entire Section 24 containing 43.6 square miles. Although removed from the Doyle SOI at the time of formation of the Hallelujah FPD, this area should not be included into the updated Sphere of Influence for the Doyle since it is within the Hallelujah Bounds.

Territory east of Highway 395 (north of the Doyle FPD boundary) including territory south of the Herlong FPD boundary, east of the Milford FPD boundary and north of the Doyle FPD boundary should be included in the Sphere for either the Doyle FPD or West Patton Village CSD.

4.1 SOI Determinations on Present and Planned Land Use for the Doyle Area

- 1-1] The Doyle Fire Protection District was created to provide fire protection services in and around the community of Doyle, located south of Herlong and Honey Lake. According to the 2000 Census, there are approximately 587 housing units in the Doyle area and a population of 985. There were 120 vacant housing units, a vacancy rate of 20.4%.
- 1-2] Within and around the community of Doyle the Plumas National Forest (PNF) has responsibility for wildland fires west of US 395 and BLM has primary responsibility for wildland fires east of US 395.

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

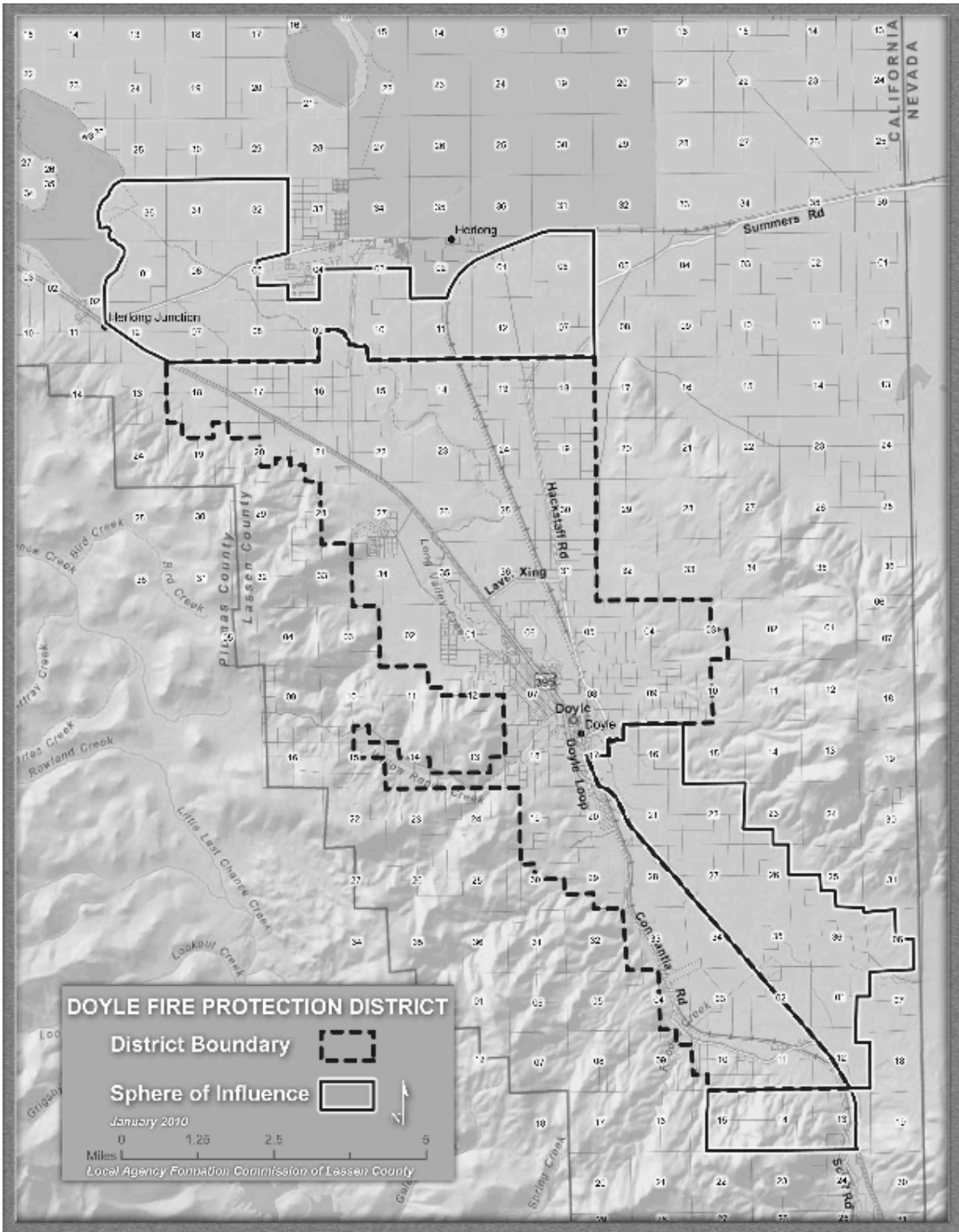
- 2-1] In 2002, the Doyle FPD responded to a total of 141 calls for service compared to 132 in 2009 (see Appendix A).
- 2-2] The Doyle FPD has adequate equipment for a small district in a rural area.
- 2-3] The Doyle FPD maintains a 27,000 gallon underground water tank for refilling fire engines and water tenders but there is no central water system for fire hydrants within the community.

4.3 SOI Determinations on Public Facilities Present and Future Capacity for the Doyle Fire Protection District

- 3-1] The Doyle FPD benefits from the BLM Station located in Doyle, which is staffed seasonally, March-November, with a full staff of 7-8 personnel during the peak fire season.

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

- 4-1] The Doyle Fire Protection District operates one station in Doyle comprised of 15 volunteers under the Board of Directors. This provides a focus for the community and a center for community activities.



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5 HALLELUJAH JUNCTION FIRE PROTECTION DISTRICT

The Sphere of Influence for the Hallelujah Junction Fire Protection District should remain the same as the present boundary, which is 57,500 acres of which approximately 48,000 are private lands in need of district services. The District was formed in 2004 and since its formation has contracted with services from the Sierra Valley Fire Protection District in Plumas County. This district has no need to expand in the near future since surrounding lands are federal lands or are located in the State of Nevada. Consideration should be given to combining this district with the Sierra Valley Fire Protection District in the future.

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

- 1-1] The Hallelujah Junction Fire Protection District is located in the southern portion of the County including the upper Long Valley area and includes approximately 61,000 acres, of which approximately 48,000 acres are private lands in need of Structural Fire Protection and Emergency Medical Services (EMS).
- 1-2] The population of Hallelujah Junction is not expected to grow substantially and is limited due to land use planning and environmental limitations.

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

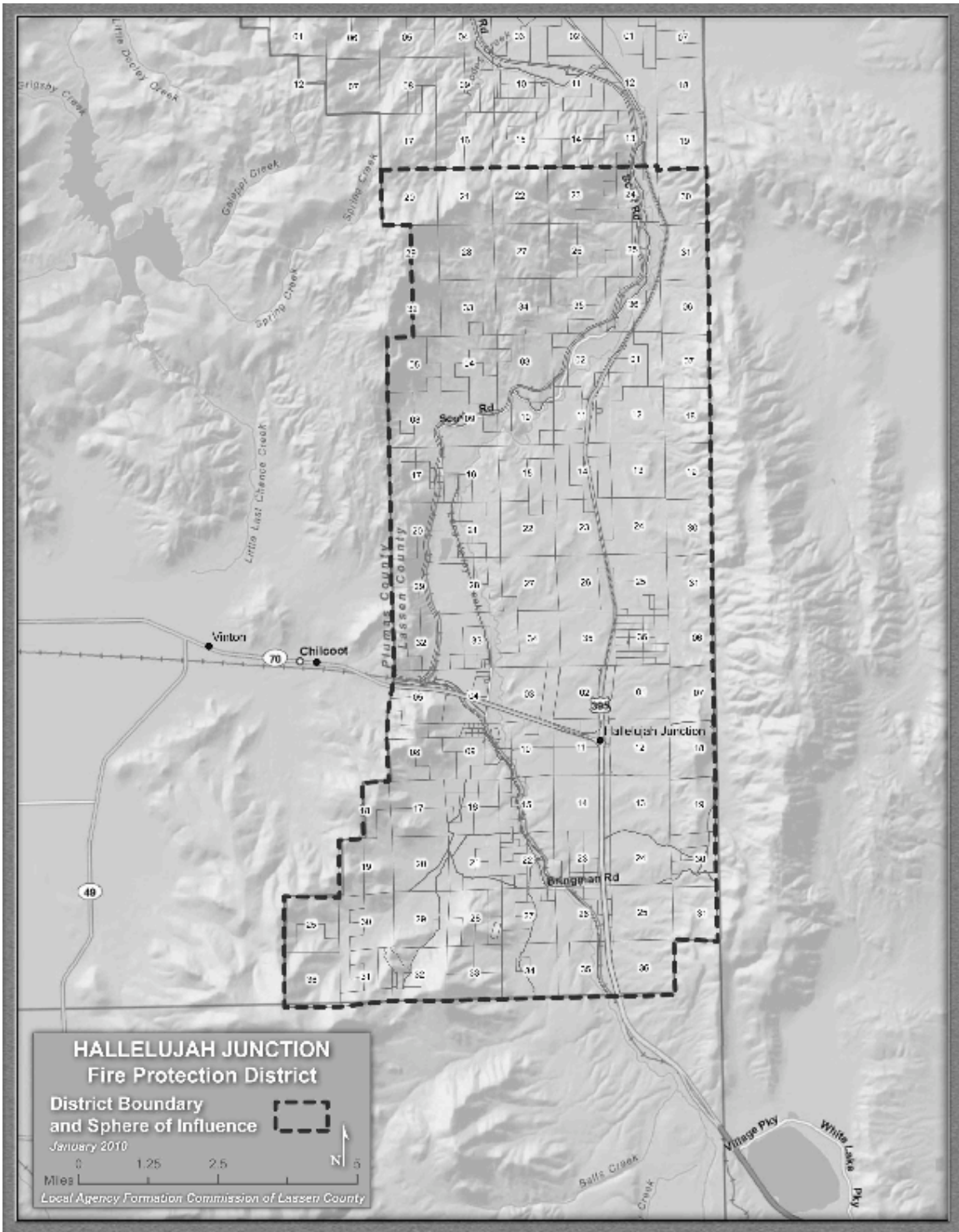
- 2-1] The District has no equipment or personnel but was formed with the intention of contracting for services with the Sierra Valley Fire Protection District.
- 2-2] The Hallelujah Junction FPD will have adequate resources for fire protection through its contract with the Sierra Valley Fire Protection District. No call response data is maintained for the HJFPD area.

5.3 SOI Determinations on Public Facilities Present and Future Capacity for the Hallelujah Junction Fire Protection District

- 3-1] The total initial operating budget for the District was established at \$14,733.72, of which \$12,628.53 has been used to fund services in accordance with an agreement with the Sierra Valley Fire Protection District.

5.4 SOI Determinations on Social or Economic Communities of Interest for the Hallelujah Junction Fire Protection District

- 4-1] Residents of the district overwhelmingly approved a special tax to fund fire and EMS services.



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6 JANESVILLE FIRE PROTECTION DISTRICT

The community of Janesville sits at the base of the Diamond Mountains, approximately ten miles southeast of Susanville. US Highway 395 bisects the community in a northerly/southerly direction and is located between the agricultural area to the east and the forest area to the west. Honey Lake is located on the southeasterly edge of the community.

The Sphere of Influence for the Janesville Fire Protection District was established on November 15, 1984 and was established to be coterminous with the district boundary, which is approximately 50 square miles. Territory to the West is federal land, to the south, the Milford FPD, to north and northeast are the Standish Litchfield FPD and Susan River FPD. The SOI should remain coterminous with the existing District Boundary.

6.1 SOI Determinations on Present and Planned Land Use for the Janesville Area

1-1] The Lassen County General Plan (Page 2-2) states the following regarding the Janesville area:

“In 1993, a substantial general plan amendment was adopted for the Janesville Planning Area, which generally corresponded to the Janesville Fire Protection District. This amendment was adopted to clarify and reinforce the consistency of general plan land use designations with the zoning which was adopted in 1977 and with land uses which had evolved over the years in the Janesville area.”

1-2] Janesville would probably have to develop infrastructure such as sewer and water to grow substantially at which point the establishment of a district with expanded powers may occur. (There was an attempt to dissolve the Janesville FPD in 1969 in favor of forming a Community Services District. That attempt was defeated at election).

6.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Janesville Fire Protection District

2-1] The Janesville Fire Protection District has two stations. The main station is located at Main Street and Sears Road and the other station is located at the corner of Lassen County Road A-3 and Sunnyside Road. Most of the fire apparatus is located at the Main Street station. The district has an ISO rating of 8b and 9 for those areas beyond 5 road miles.

2-2] While, fire-fighting equipment is adequate but most of it is older.

2-3] Response call and assist data show the district had 224 response calls and assists in 2009 (See Appendix A)

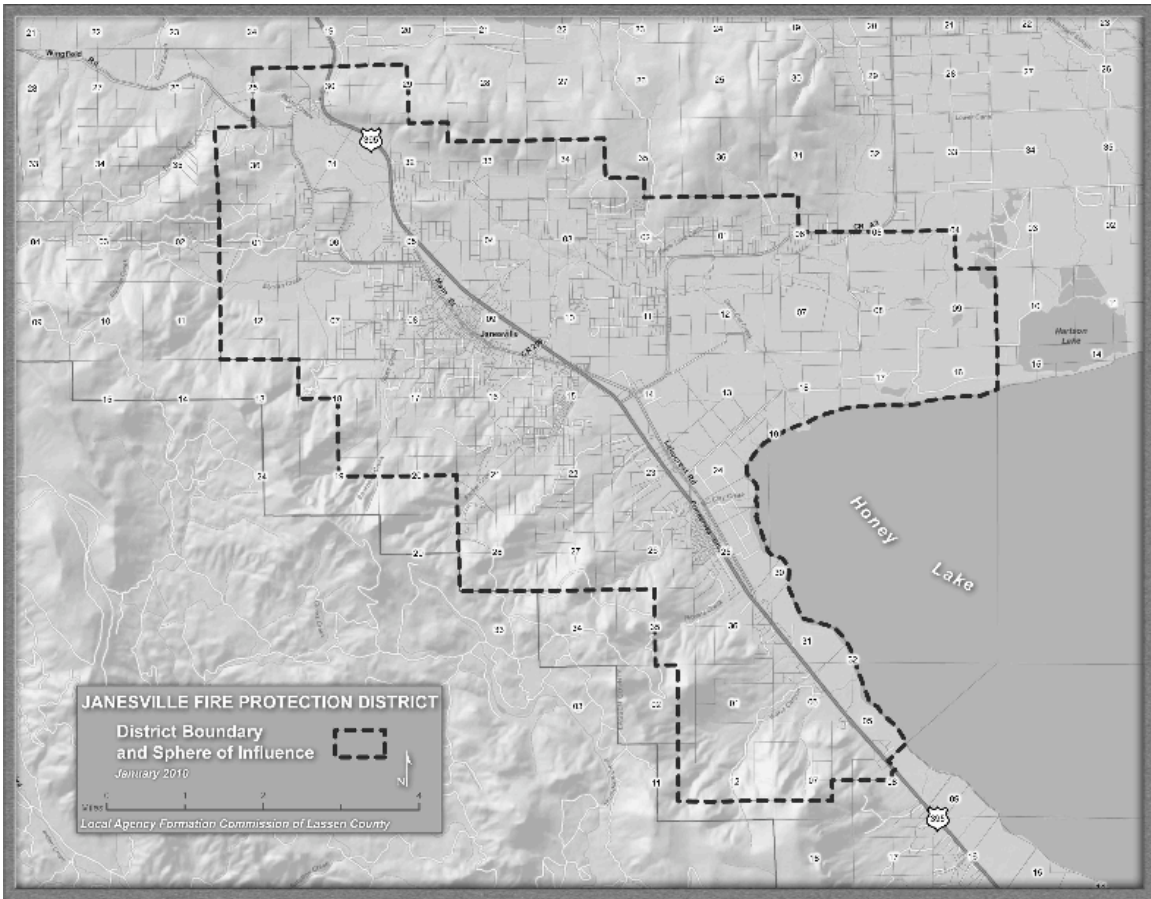
6.3 SOI Determinations on Public Facilities Present and Future Capacity for the Janesville Fire Protection District

3-1] The Janesville area does not have an established water system for fire protection. Existing water sources are limited and consist of swimming pools, ponds, reservoirs and storage tanks. Storage tanks have been required for recent subdivisions and other large

developments. As a result, storage tanks between 5,000 and 10,000 gallons exist in five locations. The Janesville Elementary School District installed a 36,000-gallon tank with three static hydrants in conjunction with the construction of a new gymnasium. Lower ISO rating and lower fire insurance rates for the homeowners cannot be achieved without the development of a community water system for fire protection.

6.4 *SOI Determinations on Social or Economic Communities of Interest for the Janesville Fire Protection District*

- 4-1] Janesville is considered a bedroom community since the majority of the residents commute to Susanville, Herlong or to one of the two State prisons east of Susanville for employment. The Janesville population is 3,510 based on Zip Code 96114. The Median household income is \$51,682.
- 4-2] Janesville Fire Protection District personnel include one full-time paid fire chief and volunteer firefighters. Maintaining an active volunteer roster is a challenge for the District and the number of volunteers ranges from 15 to 25. The “bedroom” character of the community limits the number of personnel available during the day.



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7 **LITTLE VALLEY COMMUNITY SERVICES DISTRICT**

The Service Area of the Community Services District includes the community of Little Valley located approximately 17 miles south of State Route 299 on Lassen County Road 404 and contains approximately 174 acres.

The Little Valley Community Services District Volunteer Fire Department (CSDFD) responds to medical assistance emergencies, structure fires, and provides property fire protection to the community of Little Valley (designated Town Center). The Little Valley CSDFD also provides protection south to and including the Mount Jewel Ranch and Dixie Valley to the east of Little Valley.

The CSDFD responds to several medical assistance calls per month. The Little Valley CSDFD generally responds to only half a dozen fire calls in an average year.

Federal lands in the Little Valley area include large forested parcels surrounding the community owned by the USDA Forest Service (Lassen Nation Forest) to the west and south, while the Bureau of Land Management (BLM) is the major ownership of to the north and east. Roseburg Resources Company (RRC) owns and manages about 700 acres immediately adjacent to town, mostly to the west. Little Valley Meadow and Dixie Valley are owned by private ranches.

The Sphere of Influence for the Little Valley CSD should remain coterminous with District Boundary.

7.1 SOI Determinations on Present and Planned Land Use for the Little Valley Area

1-1] Little Valley is rural in nature and is not a resort community so the seasonal population remains relatively stable. There are 50 to 60 homes in the town site and about 10 ranch homes in the outlying area.³

1-2] Federal lands in the Little Valley area include large forested parcels surrounding the community owned by the USDA Forest Service (Lassen Nation Forest) to the west and south, while the Bureau of Land Management (BLM) is the major ownership of to the north and east. Roseburg Resources Company (RRC) owns and manages about 700 acres immediately adjacent to town, mostly to the west. Little Valley Meadow and Dixie Valley are owned by private ranches.

7.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Little Valley Community Services District

2-1] The Little Valley CSD FD responds to several medical assistance calls per month. The Little Valley CSD FD generally responds to only half a dozen fire calls in an average year.

2-2] The Little Valley CSD fire protection equipment is adequate for a small district in a rural area.

³ "Little Valley Fire Safe Plan," January 2004.

7.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Little Valley Community Services District*

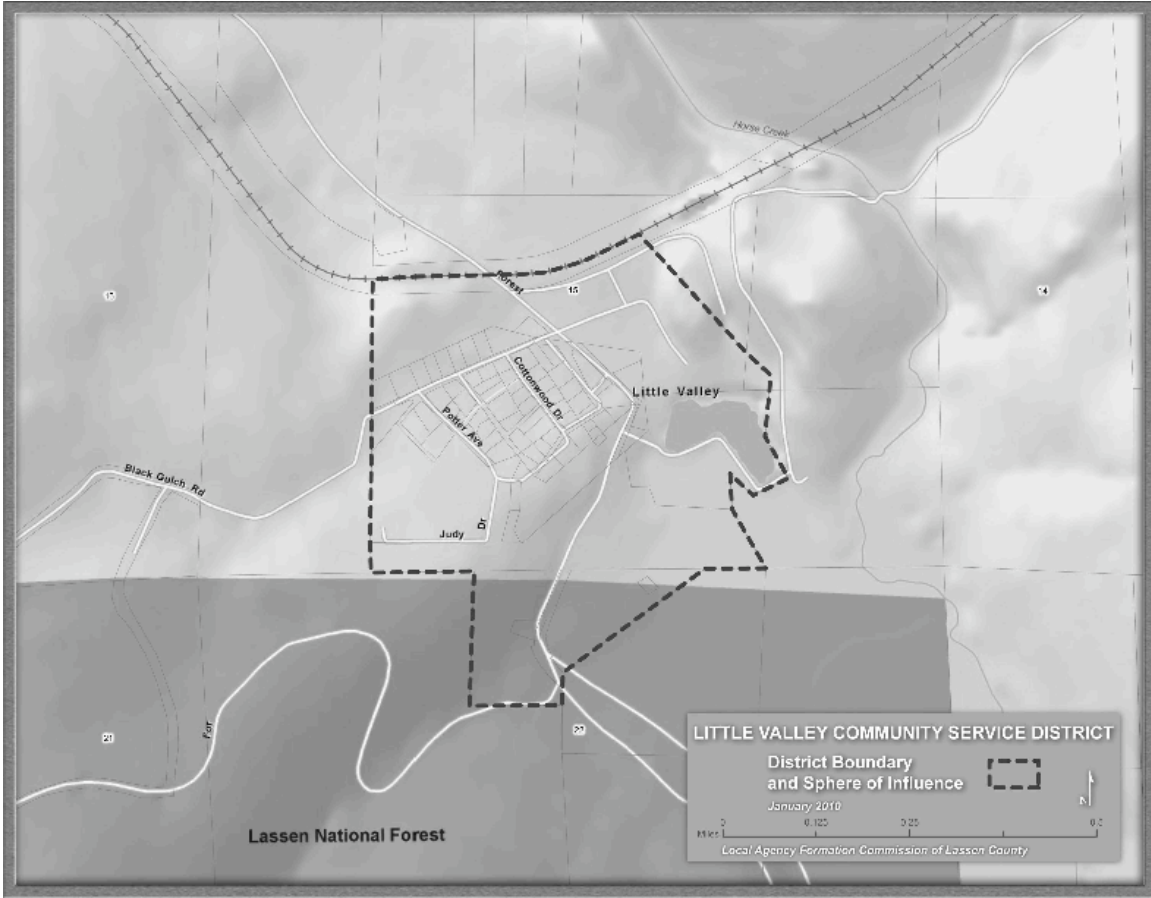
3-1] The Little Valley CSD FD can use a community water system with a 126,000-gallon water tank and seven fire hydrants.

3-2] The Little Valley CSD works closely with the CALFIRE station in Bieber.

7.4 *SOI Determinations on Social or Economic Communities of Interest for the Little Valley Community Services District*

4-1] The Little Valley CSDFD operates with six active volunteer firefighters and six alternates. The volunteer fire department provides a focus and identification for the community.

4-2] Vacancies on the Little Valley Community Services District Board of Directors have been interpreted as a lack of community interest and could be a serious problem for the District.



8 *MADELINE FIRE PROTECTION DISTRICT*

The community of Madeline is geographically situated at the north end of the Madeline Plains, a large flat expanse dominated by sagebrush in the northeastern corner of Lassen County. Ranching and farming are the predominant occupations in the community.

The Madeline Fire Protection District is responsible for structural and wildfire fire protection to a large unincorporated area including the community of Madeline and the areas of Brockman and Fillman Road, Clarks Valley and the surrounding lands. The District Service Area consists of approximately 378 square miles of unincorporated lands.

The Sphere of Influence for the Madeline Fire Protection District should be zero because this District is not function at this time and consideration should be given to combining with another fire protection district such as the Likely Fire Protection District in Modoc County. However, as of this time there is no one else to serve the Madeline service territory for several reasons.

There is 390 square miles of existing territory within the District. The 1984 Sphere of Influence for the district included an additional 224 square miles. Staff recommends this be paired back to original 2004 proposed Sphere of Influence since the district is not functioning at this time. Alternatively, the Commission may wish to establish a zero Sphere of Influence for this district

8.1 *SOI Determinations on Present and Planned Land Use for the Madeline Area*

- 1-1] The estimated population served by the Madeline FPD is approximately 60 people. Most inhabitants reside on scattered ranches and farms rather than residing in the town itself. Approximately 20 people live within a mile of the Madeline Post Office and fire station.
- 1-2] South of Madeline, are the communities of Termo (population 61) and Ravendale (population 44); however, these areas are not within the Madeline Fire Protection District boundary.

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

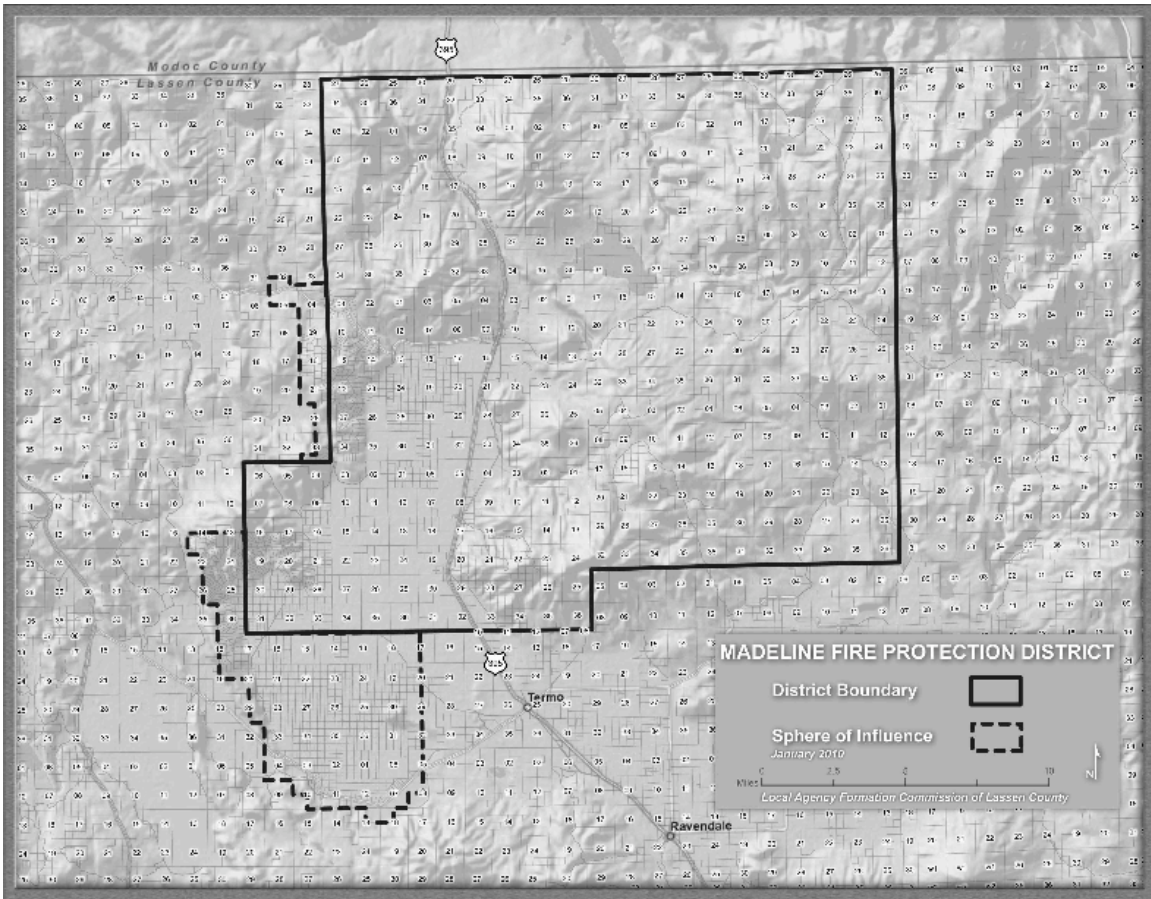
- 2-1] The Madeline FPD is responsible for a large area but has no water system or volunteers.
- 2-2] Response call data and assists are no longer generated for the district. Many responses come from the Likely Fire Protection District in Modoc County

8.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Madeline Fire Protection District*

- 4-1) It is unlikely that another district would want to take over this large, mostly unpopulated, area; however, merger with or an annexation to the Likely Fire Protection District in Modoc County is a possible consideration for the Madeline Fire Protection District. Alternatively, a contract for services with the Likely FPD may be considered.

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

- 4-1] The community is too small to generate sufficient volunteers to operate a fire protection district.



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Milford is located 25 miles south of Susanville on US 395, which bisects the community. The Milford Fire Protection District was formed in 1989 (Resolution 90-01). Prior to its formation, the Milford community was identified as an “unprotected community.” The District is located between Janesville to the north and Doyle to the south and further east but not abutting the Milford FPD is the West Patton Village CSD (Herlong FPD). There is no record of a Sphere of Influence having been adopted by LAFCO until this update. The Sphere of Influence for the Milford Fire Protection District is recommended to be coterminous with the Existing District Boundary which consists of nearly 21 square miles.

9.1 *SOI Determinations on Present and Planned Land Use for the Milford Area*

- 1-1] The population for Milford general area (Zip Code 96121) is reported by the 2000 Census to be 478. As reported by the 2000 Census, this Zip Code contains approximately 227 total housing units.
- 1-2] Milford is unlikely to grow in population without a water system; however, the Federal prison operating just west of the Sierra Army Depot (SAID) and the change in mission of the SAID are expected to generate additional housing demand and residential development in the Milford community.

9.2 *SOI Determinations on Facilities and Services: Present and Probable Need for the Milford Fire Protection District*

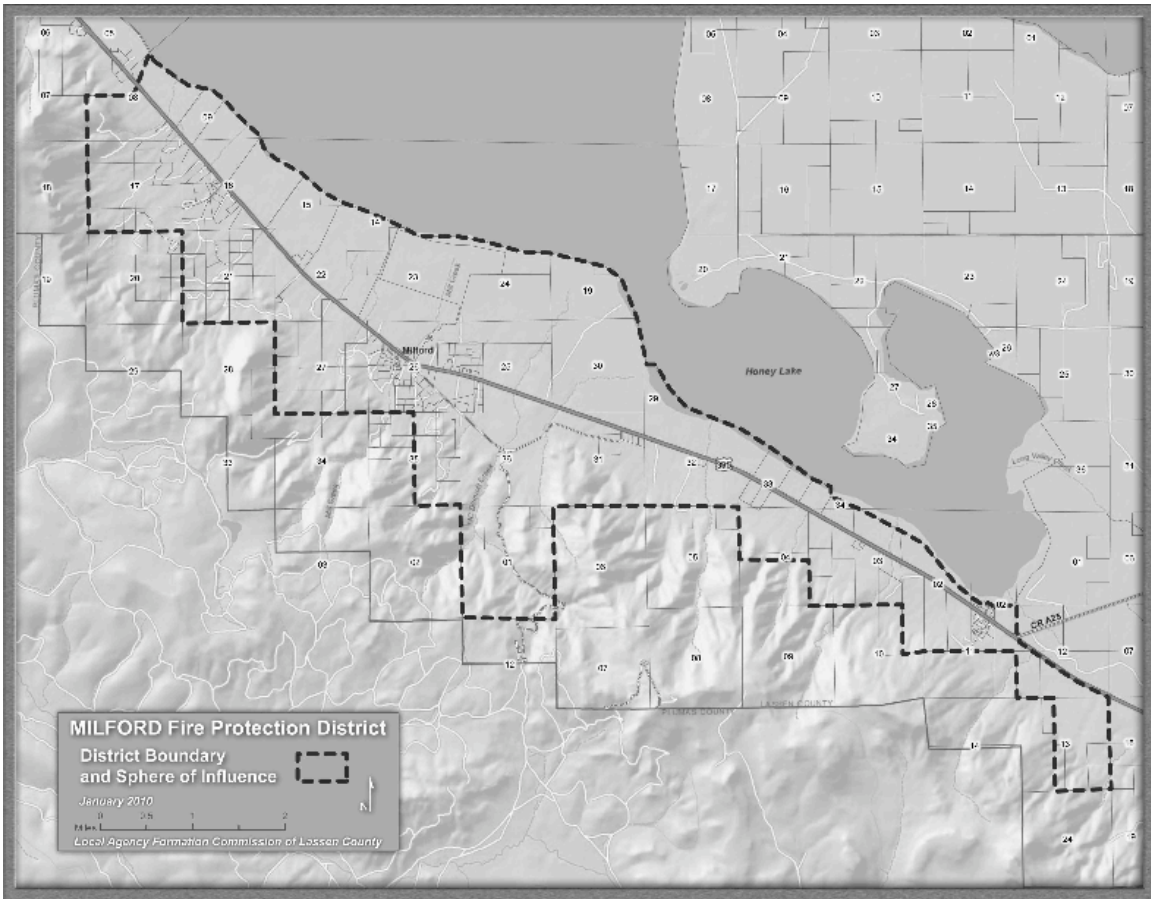
- 2-1] The Milford Fire Protection District provides structural fire protection, wildland fire protection, fire prevention services and First Responder emergency medical services to residents in the District.
- 2-2] The Milford FPD responds to an average of 60-70 calls for service per year. The District responded to 64 calls for service in 2003, and 69 calls in 2004 and 61 in 2009 (See Appendix A). The vast majority of the calls for service are for emergency medical response.

9.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Milford Fire Protection District*

- 3-1] The Milford FPD fire protection equipment is adequate for a small district in a rural area.
- 3-2] The Milford FPD does not have an adequate water supply for fire protection because there is no community water system.

9.4 *SOI Determinations on Social or Economic Communities of Interest for the Milford Fire Protection District*

- 4-1] The Milford FPD has thirteen volunteer fire fighters who meet twice per month every other Tuesday. This provides a focus for the community.



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10 *NORTHWEST LASSEN FIRE PROTECTION DISTRICT*

The Northwest Lassen Fire Protection district was formed in 1982 and contains approximately 19,000 acres of territory. The district area consists of rugged and flat farmland type terrain. While the area south of Pittville is farm-type land, the area north rises sharply to slightly less than 4000 feet where the Day Bench area is located. The Shasta/Lassen County Line divides the community on the west. The District is bounded by State Responsibility Areas, which are protected by Calfire to the north, east and south. The Northwest Lassen Fire Protection District provides structural and wildfire fire protection to the community of Pittville and surrounding Lassen County areas of the Day Bench and Fall River Valley.

The Sphere of Influence for the Northwest Lassen Fire Protection District should be coterminous with its boundaries. However, LAFCO should consider the SOI being reduced to zero sending a signal the District should consider merging with the McArthur fire protection district in Shasta County upon an annexation proposal to the McArthur FPD.

10.1 *SOI Determinations on Present and Planned Land Use for the Northwest Lassen Fire Protection District Area*

1-1] The year-round resident population within the district is 500 to 500 people. Pittville is not a resort community so the population remains relatively stable throughout the year. There are 25 homes in the community and 20 ranches in the outlying areas. The year-round resident population within and immediately surrounding the community of Pittville is 200 to 250 people. Pittville’s population remains relatively stable throughout the year. The Day Bench area has an approximate 150 persons. The Shasta/Lassen County Line divides the community. The population is not expected to increase.

10.2 *SOI Determinations on Facilities and Services: Present and Probable Need for the Northwest Lassen Fire Protection District*

2-1] The Fire Department typically responds to six wildland fires and five structure fires in an average year.

2-2] There is no central water system within the community.

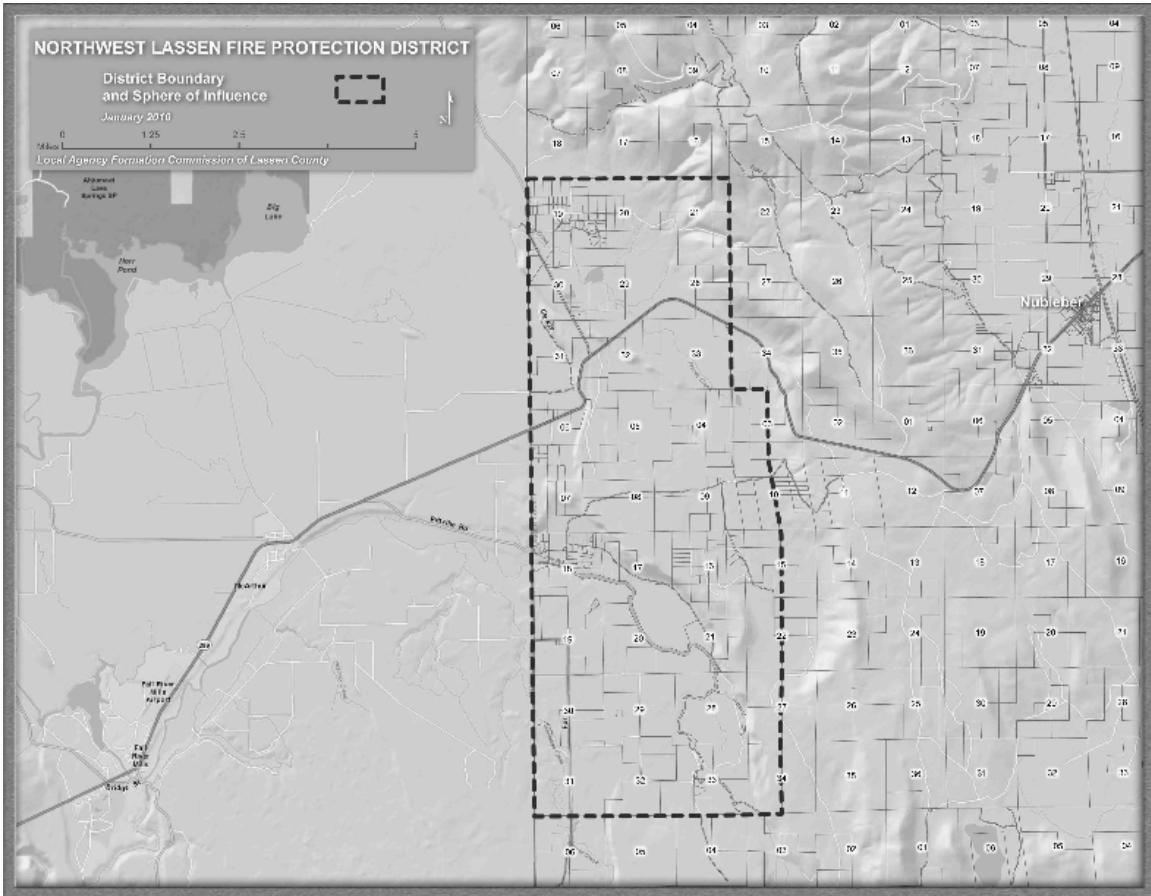
10.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Northwest Lassen Fire Protection District*

3-1] The Northwest Lassen FPD has limited equipment and depends on mutual aid from other districts in most every emergency as a result no response call data is available for this district.

10.4 *SOI Determinations on Social or Economic Communities of Interest for the Northwest Lassen Fire Protection District*

4-1] There are no schools within the Community. The elementary school is located in Fall River Mills and the junior and senior high school is located in McArthur (Shasta County).

- 4-2] Since the schools really form the basis for the community it would make sense for the fire protection district to cover the same two-county area.



11 SPALDING COMMUNITY SERVICES DISTRICT

The Community of Spalding is located about 8 miles south of Stones Landing along the western shore of Eagle Lake in central Lassen County. The District currently has 18 volunteer fire fighters and is in the process of revamping the entire program. The Sphere of Influence for the Spalding Community Services District should remain coterminous with the District Boundary. The ISO rating for the District is Class 9.

11.1 SOI Determinations on Present and Planned Land Use for the Spalding Area

- 1-1] Spalding is a summer home tract of approximately 764 acres surrounded on three sides by the Lassen National Forest and on the east by Eagle Lake. The community includes approximately 100 to 150 buildings, mostly summer cabins or mobile homes. Though small, the Community of Spalding is heavily influenced by the area's recreational opportunities. During a high-use summer weekend, the population in the community and surrounding area can exceed 2,000. There are no schools in the Spalding community.
- 1-2] The District population may grow if more of the homes are used as permanent or semi-permanent residences rather than as vacation homes.

11.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Spalding Community Services District

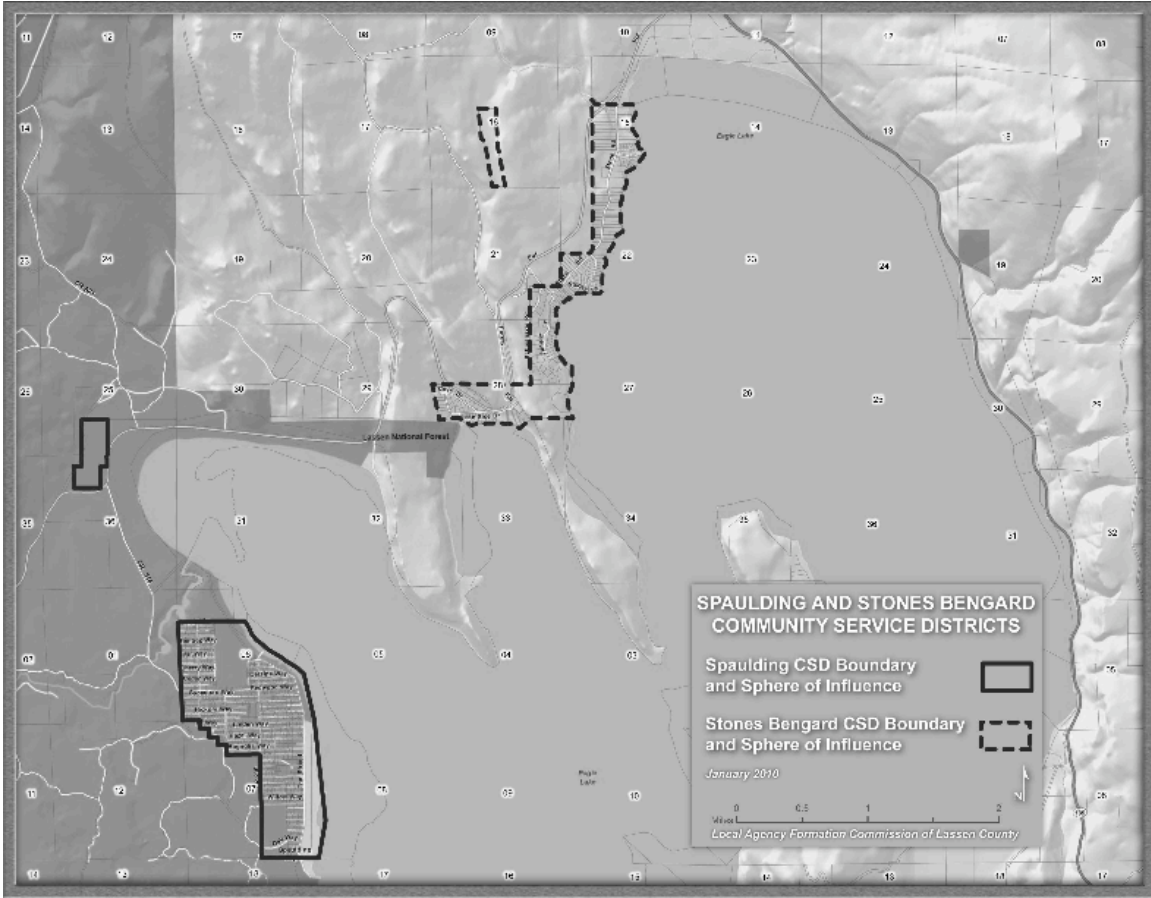
- 2-1] The Spalding Volunteer Fire Department, a service of the Spalding Community Services District (CSD), provides medical assistance and private property fire protection. The Department responds to about ten fire calls in an average year. In 2009 the department had 23 calls and assists (See Appendix A).
- 2-2] Water for fire suppression in Spalding is available from a fire hydrant at the CSD Fire Hall and from Eagle Lake using water tender trucks and pumps.
- 2-3] The Spalding Community Services District is providing fire protection services with a very limited group of new volunteers and a small amount of equipment.

11.3 SOI Determinations on Public Facilities Present and Future Capacity for the Spalding Community Services District

- 3-1] The Eagle Lake CSD was split in the late 1980's to form two separate CSD's. It is unlikely at this time that the Spalding CSD and Stones-Bengard CSD will merge their fire protection functions. However, consideration to merging fire functions may result out of need to provide basic fire services. Any such merging should be considered by LAFCO on a case by case basis and not part of the SOI update process. Alternatively, an out of are agreement between the two entities for Fire and EMS services could be considered.

11.4 SOI Determinations on Social or Economic Communities of Interest for the Spalding Community Services District

- 4-1] The Spalding Community Services District provides a community focus for Spalding and the volunteer fire department is an important part of the community.



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12 STONES-BENGARD COMMUNITY SERVICES DISTRICT

Stones-Bengard CSD is located on the northwest shore of Eagle Lake in central Lassen County. There are no schools in the Stones-Bengard community. The Sphere of Influence for the Stones-Bengard Community Services District should remain coterminous with the District Boundary. The District has an ISO rating of 9.

12.1 SOI Determinations on Present and Planned Land Use for the Stones-Bengard Area

- 1-1] The community of Stones-Bengard is a summer-home/cabin community located along Stone Landing Road between the Eagle Lake Road and the shores of Eagle Lake. There are approximately 75 buildings, ranging from mobile homes and small cabins to large multi-story residences, within the District. In all, there are approximately 300 parcels in the community within approximately 600 acres.
- 1-2] During a high-use summer weekend, the population in the community and surrounding area can exceed 2,000.
- 1-3] The District population may grow if more of the homes are used as permanent or semi-permanent residences rather than as vacation homes.

12.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Stones-Bengard Community Services District

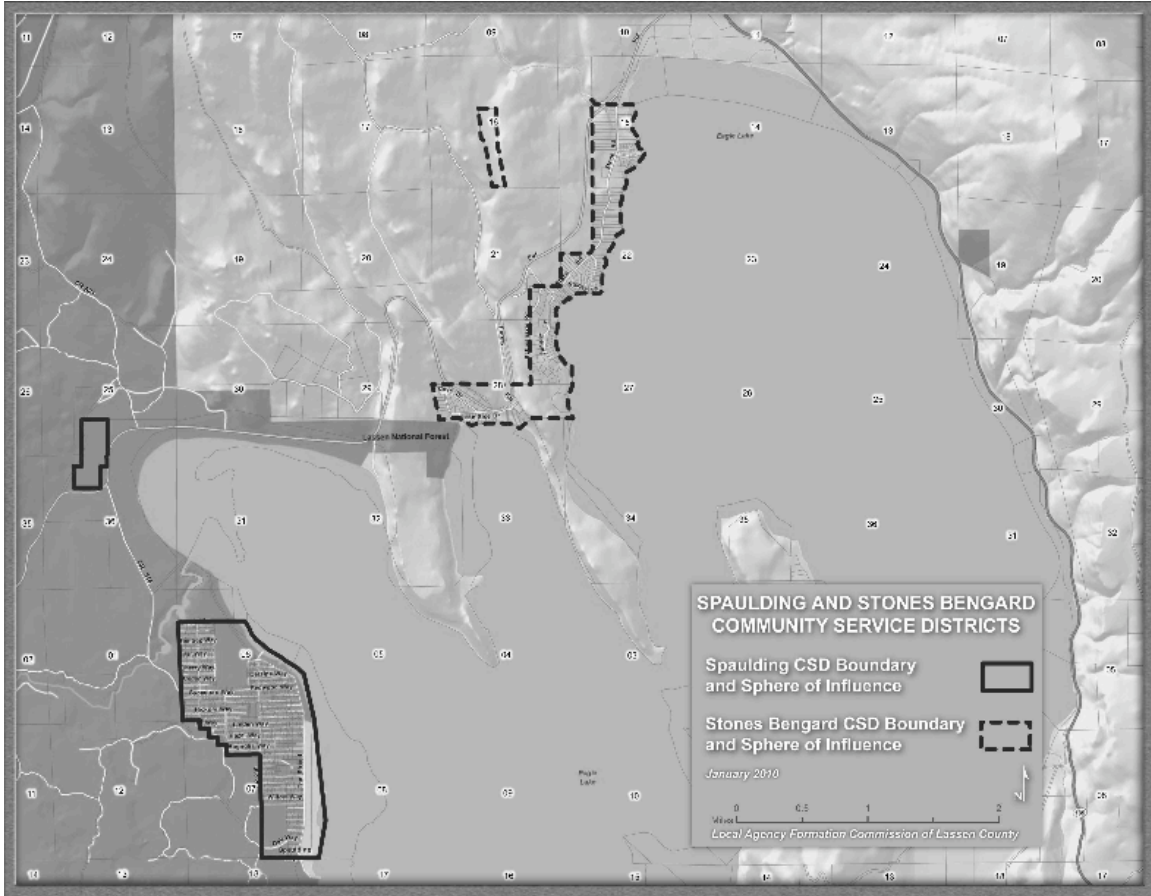
- 2-1] The Fire Department had 12 calls total for 2004—2005 within the Stones-Bengard CSD, including 7 mutual aid calls. In 2009 the district had a total of 15 calls and assists (See Appendix A).
- 2-2] The Stones-Bengard Fire Department is hampered by aging District equipment/vehicles, a comparatively slow response time due to the fact that the District's fire station is unmanned, and a very small volunteer staff to provide fire protection services.

12.3 SOI Determinations on Public Facilities Present and Future Capacity for the Stones-Bengard Community Services District

- 3-1] The District is able to use three 12,000-gallon storage tanks within the Castle Rock development for a total storage capacity of 36,000 gallons. The District can also use five fire hydrants at Mariner's Resort/RV Park that draw from a 100,000-gallon storage tank.
- 3-2] The Eagle Lake CSD was split in the late 1980's to form two separate CSD's. It is unlikely that the Spalding CSD and Stones-Bengard CSD will merge their fire protection functions. However, consideration to merging fire functions may result out of need to provide basic fire services. Any such merging should be considered by LAFCO on a case by case basis and not part of the SOI update process. Alternatively, an out of are agreement between the two entities for Fire and EMS services could be considered.

12.4 SOI Determinations on Social or Economic Communities of Interest for the Stones-Bengard Community Services District

4-1] The District's primary revenue source for fire protection needs is a Fire Assessment Tax from each parcel located in the District boundaries. This shows community support and involvement for the volunteer Fire Department.



13 WEST PATTON VILLAGE COMMUNITY SERVICES DISTRICT

The Community of West Patton Village (WPV) is situated on the east side of the Sierra Nevada mountain range along U.S. Highway 395 and Lassen County Road A-25 (Susanville Road) and Lassen County Road A-26 (Garnier Road). The Community is located in an unincorporated area in southern Lassen County in the Honey Lake Valley adjacent to the Sierra Army Depot. The WPVCSD is bounded by unserved territory and then the Milford FPD along the west, unserved territory and then the Doyle SOI to the South and Honey Lake and unserved territory and then Standish-Litchfield FPD to the northwest.

The community of Herlong is located within the Herlong Town Center Plan and the Sierra Army Depot Redevelopment and Reuse Area. The Herlong area had a 2000 population of 928. This was a decrease from 1990 (1518) but the new prison located west of the Sierra Army Depot has generated additional housing demand and residential development in the Herlong community. Along with the change in the mission for the Sierra Army Depot the potential for population growth in the Herlong area has increased.

The District consists of approximately 53 square miles.

2.1 SOI Determinations on Present and Planned Land Use for the West Patton Village Area

- 1-1] The County and community are encouraging growth within this portion of the County. Permanent fire protection and EMS services have been identified as a critical component for implementation local planning efforts.
- 1-2] The territory is planned and zoned for residential, commercial, industrial, and public services as shown in the Sierra Army Depot Reuse Plan, the Sierra Army Depot Redevelopment Plan and the Herlong Town Planning and Redevelopment Project.
- 1-3] The Patton Village No. 2 Subdivision and is zoned R-1 (single family residential) planned for low density residential.
- 1-4] Opportunities for growth within the West Patton Village CSD are no longer constrained with the mission change at the SAID and Lassen County redevelopment and planning efforts.
- 1-5] The largest employment generators in the foreseeable future in the Herlong area are the Correctional Institution and the SAID with its new mission as a military supply and refurbishment center.
- 1-6] The federal prison constructed west of the Sierra Army Depot will ultimately generate additional housing demand and residential development in the Herlong community.
- 1-7] The largest elimination of jobs in the County could have been associated with the closure of the SIAD, which survived the 2005 Base Realignment process and has been given a new mission as a supply and refurbishing depot by the Department of Defense. Three hundred people have been recently hired on the base.

2.2 *SOI Determinations on Facilities and Services: Present and Probable Need for the West Patton Village Community Services District*

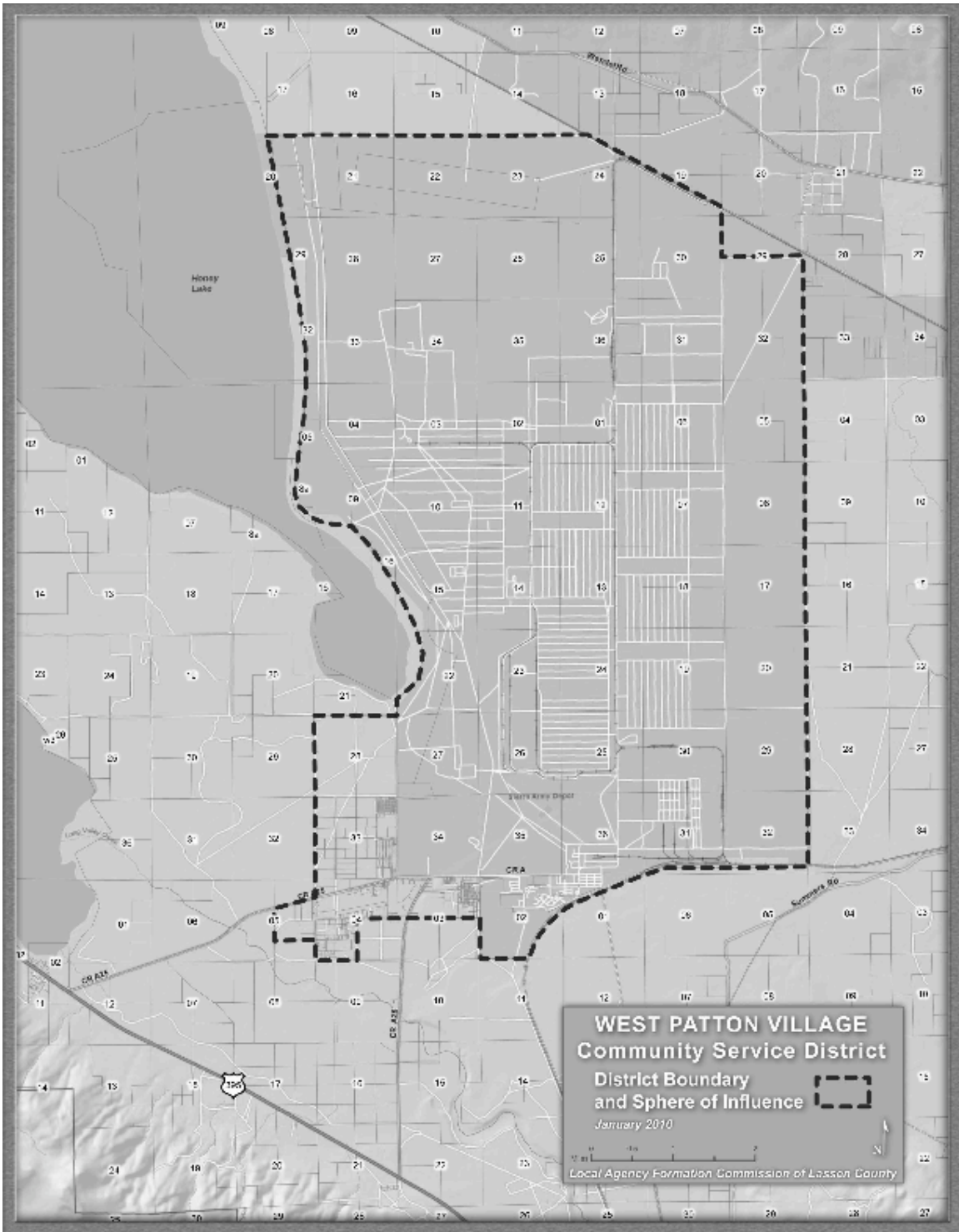
- 2-1] The WPVCSD hired Fire Chief Harry Ehrman in March 2009. The Department consists of 10 volunteers and one paid chief. The Fire Department is located at 2067 Yuba Street in Herlong where the former WPVCSD office was located.
- 2-2] The Herlong area is deficient in water for fire protection; however, new water infrastructure is being planned and constructed.
- 2-3] The District had 204 calls for services and assists in 2009 (see Appendix A).

2.3 *SOI Determinations on Public Facilities Present and Future Capacity for the West Patton Village Community Services District*

- 3-1] The WPVCSD takes advantage of sharing infrastructure with the adjacent SIAD as practicable.

12.7.4 *SOI Determinations on Social or Economic Communities of Interest for the West Patton Village Community Services District*

- 4-1] The District fire service receives most of its operating revenue from a special tax approved by the voters. This shows community support.
- 4-2] The Herlong community has traditionally depended on the Sierra Army Depot and will eventually be able to provide its own fire protection and EMS services.
- 4-3] As part of the CSD's function the entity is called the Herlong Volunteer Fire Department (HVFD) and managed by the WPVCSD.



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14 WESTWOOD COMMUNITY SERVICES DISTRICT

The Community of Westwood is within the Lassen County's Westwood/Clear Creek Planning Area located in the southwest corner of Lassen County and consists of 4 square miles. The unincorporated community of Westwood is approximately 21 miles southwest of Susanville via State Highway 36.⁴ The Sphere of Influence for the Westwood Community Services District should be coterminous with the District Boundary as previously adopted in 2007.

2.1 SOI Determinations on Present and Planned Land Use for the Westwood Area

- 1-1] The Westwood area is surrounded by the northerly Sierra Nevada and the southern edge of the Cascade Range at an elevation of approximately 5,100 feet above sea level. Dyer Mountain is approximately four miles south-southeast with an elevation of 7,475 feet above sea level. A large resort, residential, and commercial development is currently in the entitlement phase for the Dyer Mountain area (Westwood/Clear Creek Area Plan). A Draft Master Environmental Impact Report has been completed for this project (April 2005).
- 1-2] The Westwood CSD serves a population of 2,100 residents with official Federal Census population tabulations rounding out at 1,998 people. The Federal Census states that the number of persons per household in Westwood is 2.51, compared to the County average of 2.59.
- 1-3] Population growth in the District would be limited to a population served by 164 water connections, which at 2.51 persons per household would be an additional population of 411 persons.

2.2 SOI Determinations on Facilities and Services: Present and Probable Need for the Westwood Community Services District

- 2-1] The Westwood CSD has ended its contract with CALFIRE and is operating with eleven volunteer firefighting personnel and one paid Chief. The former contract with CALFIRE ended in June 2004. State regulations mandate that volunteer firefighters must receive the same training and outfitting as paid personnel.
- 2-2] The Westwood Fire Department can function with the number of available personnel to service a population of 2,100 people.
- 2-3] The Westwood Fire Department uses one fully operational fire station located at 300 Birch Street in Westwood.
- 2-4] The Westwood Fire Department had 220 calls and assists for service in 2009 (See Appendix A).

⁴ Lassen County, Westwood/Clear Creek Area Plan, 2002.
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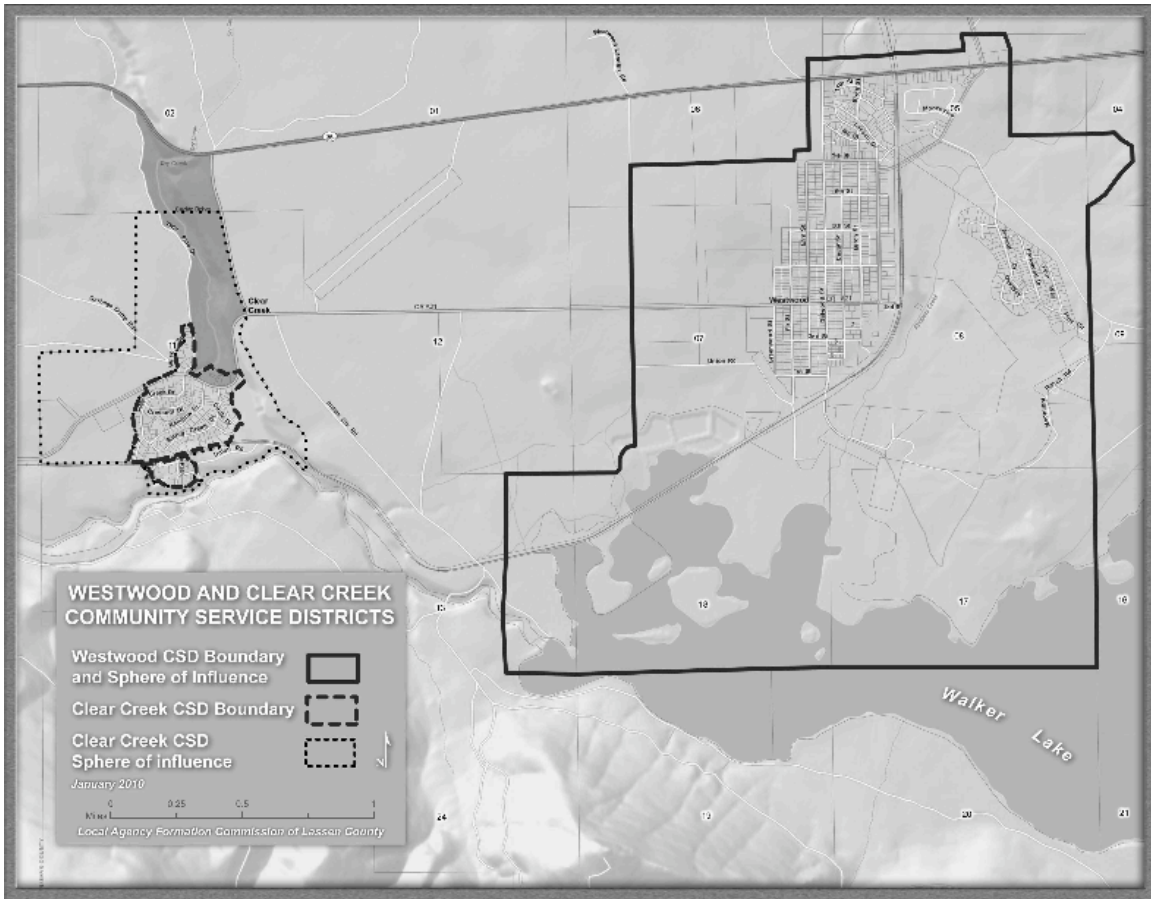
2.3 *SOI Determinations on Public Facilities Present and Future Capacity for the Westwood Community Services District*

3-1] The District has adequate water pumping and storage capacity with one spring source (Walker Spring). The total amount of water produced by this water system during 2003 was 346,758,988 gallons.

3-2] Lack of a 2-inch or larger hose on Engines 922 and 923 is one of the factors that has caused the ISO rating to increase (worsen).

12.7.4 *SOI Determinations on Social or Economic Communities of Interest for the Westwood Community Services District*

4-1] Westwood is clearly a separate community and the Community Services District, especially the volunteer fire department, provides a focus for the community.



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Appendix A

2009 Response Call Data for Fire Agencies in Lassen County⁵

In Jurisdiction Response January 1, 2009 to December 31, 2009

	Wildland Fires	Structure Fires	Other Fires False Alarm	Medicals	TCs	Hazards	Public Assist/ Other	LEO	Total
Big Valley	0	2	6	0	1	0	0	0	9
Clear Creek	0	1	0	11	1	0	1	0	14
Correctional Center	0	2	7	171	0	1	172	0	353
Doyle	6	3	12	83	15	1	4	0	124
Herlong	3	0	10	171	3	2	5	0	194
Janesville	1	6	23	137	11	3	3	0	184
Lake Forest	0	1	2	18	0	0	1	0	22
Little Valley	0	0	0	0	0	0	0	0	0
Milford	1	2	5	31	8	1	2	0	50
SEMASA	0	0	0	2150	130	0	588	0	2868
Spaulding	0	0	0	12	0	1	0	0	13
Stones Bengard	0	0	1	7	0	0	0	0	8
Standish Litchfield	5	2	8	35	2	0	32	0	58
Susanville City	11	30	103	1006	41	37	119	1	1348
Susan River	6	8	12	0	9	3	3	0	41
Westwood	0	10	6	167	5	3	4	0	195
Total	33	67	195	3999	229	52	905	1	5481

⁵ Susanville Interagency Fire Center, Scott A. Henry, Battalion Chief, CALFire, Phone 530-257-5575, E-Mail: scott.henry@fire.ca.gov, September 21, 2010.

Assists January 1, 2009 to December 31, 2009

	Wildland Fires	Structure Fires	Other Fires False Alarm	Medicals	TCs	Hazards	Public Assist/ Other	LEO	Total
Big Valley	8	1	2	0	3	1	0	0	15
Clear Creek	0	4	1	0	0	0	0	0	5
Correctional Center	7	6	8	64	10	0	1	0	96
Doyle	2	1	4	0	1	0	0	0	8
Herlong	1	2	2	4	4	0	0	0	13
Janesville	18	8	5	3	2	0	4	0	40
Lake Forest	0	2	1	0	3	0	0	0	6
Little Valley	0	0	0	0	0	0	0	0	0
Milford	3	2	1	0	3	0	2	0	11
SEMASA	2	6	1	1	1	3	8	0	22
Spaulding	3	0	2	3	2	0	0	0	10
Stones Bengard	0	0	1	3	2	1	0	0	7
Standish Litchfield	8	3	1	3	2	0	0	0	17
Susanville City	10	8	2	116	18	1	9	0	164
Susan River	29	22	10	0	0	2	2	0	65
Westwood	3	3	0	7	11	0	1	0	25
Total	94	68	41	204	62	8	27	0	504

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