

**MODOC LOCAL AGENCY FORMATION  
COMMISSION**

**HEARING DRAFT**

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

- 1. ADIN LIGHTING DISTRICT**
- 2. CANBY LIGHTING DISTRICT**
- 3. CEDARVILLE LIGHTING DISTRICT**
- 4. EAGLEVILLE LIGHTING DISTRICT**
- 5. FORT BIDWELL LIGHTING DISTRICT**

*DECEMBER 13<sup>th</sup> 2016*

*Modoc Local Agency Formation Commission  
203 W. 4<sup>th</sup> Street, Alturas, CA 96101*

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## **1 INTRODUCTION**

### **1.1 MSR/SOI Background**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, as amended (“CKH Act”) (California Government Code §§56000 et seq.), is LAFCo’s governing law and outlines the requirements for preparing Municipal Service Reviews (MSRs) for periodic Sphere of Influence (SOI) updates. MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of “discouraging urban sprawl, preserving open-space and prime agricultural lands, efficiently providing government services, and encouraging the formation and development of local agencies based upon local conditions and circumstances (§56301).

CKH Act Section 56301 further establishes that

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

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

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

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

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

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

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

1. Growth and population projections for the affected area;
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence;
4. Financial ability of agencies to provide services;
5. Status of, and opportunities for, shared facilities;
6. Accountability for community service needs, including governmental structure and operational efficiencies

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

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

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

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

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

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

1. The present and planned land uses in the area, including agricultural and open-space lands.
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 that the agency provides or is authorized to provide.
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.
5. For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

#### **1.4 Description of Public Participation Process**

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

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

The State MSR Guidelines provide that all LAFcos should encourage and provide multiple public participation opportunities in the municipal service review process. MSR policies have been adopted by the Modoc LAFCo. Modoc LAFCo has discussed and considered the MSR process in open session, and has adopted a schedule for completing the various municipal service reviews and sphere of influence updates for Modoc County.

#### **1.5 Organization of MSR/SOI Study**

This report has been organized in a checklist format to focus the information and discussion on key issues that may be particularly relevant to the subject agency while providing required LAFCo's MSR and SOI determinations. The checklist questions are based on the Cortese-Knox-Hertzberg Act, the LAFCo MSR Guidelines prepared by the Governor's Office of Planning and Research and adopted Modoc LAFCo local policies and procedures.

This report provides the following:

- Provides a description of each subject agency;
- Provides any new information since the last MSR and a determination regarding the need to update the SOI;
- Provides MSR and SOI draft determinations for public and Commission review; and identifies any other issues that the Commission should consider in the MSR/SOI.

## **1.6 Profile of Modoc County's Lighting Districts**

The County of Modoc provide administrative oversight and support for five Lighting Districts. The lighting districts were formed under the Street Lighting Act of 1919 that is codified in the California Streets and Highway Code Section 18000. The County Board of Supervisors serves as the Board of Directors of these lighting districts.

The County contracts with Surprise Valley Rural Electric Cooperative to supply electricity for the public lighting systems in Eagleville, Ft. Bidwell, Adin and Canby, and contracts with Pacific Power and Light for electricity supplied to the Cedarville Lighting District.

There is one County employee assigned to the districts. The Deputy Clerk to the Board serves as the main contact for the Districts. The employee provides administrative support such as paying district bills and file maintenance and the office is located within the County administration building.

A large portion of Modoc County is federal land. This Service Review report addresses the local public street lighting systems within the County and does not address street/highway lighting systems that are the responsibility of the federal government, state government, or private organizations or individuals.

Each district was formed as a single function special district responsible for providing street lighting services to the areas. A brief description of each local public street lighting system follows. A comparison of the size of the districts is found in Appendix A at the end of this report. A map of each lighting district and the proposed Sphere of Influence can be found at the end of the report.

## **2 ADIN LIGHTING DISTRICT**

### **2.1 History of Adin**

Adin (formerly, Adinville and Aidenville) is an unincorporated community in Modoc County California.<sup>1</sup> It is located 42 miles by road southwest of Alturas,<sup>2</sup> at an elevation of 4203 feet. Adin, the first town in Modoc County west of the Warner Mountains, was founded in 1869 by Adin McDowell as the supply point for the mining town of Hayden in northern Lassen County, and was named for him in 1870.<sup>3</sup> The Aidenville post office opened in 1871, and changed its name to Adin in 1876.

A 1913 book described Adin as having a population of 200, and as the chief town of the Big Valley.<sup>4</sup> It became a sawmill town in the mid-1930s when the Edgerton Brothers Mill moved into town, from the Adin Mountains. The town suffered devastating fires in 1904, 1915, 1931, and finally in 1939. Following the 1939 fire, the town organized a volunteer fire brigade.<sup>5</sup>

The Adin Fire Protection District was formed in 1955. The Adin Community Services District, formed in 1971, operates a wastewater collection system and an evaporation pond wastewater treatment system which was constructed in 1977.<sup>6</sup>

### **2.2 General Plan for Adin Area**

According to the “Modoc County General Plan 1988 Background Report”,

*Adin is a rural community of approximately 325 persons with an agriculturally-oriented population in the outlying areas. Adin has several services and offices, including a general store-grocery store, motel, service stations, fire hall, post office, State Highway maintenance station, a USDA Forest Service District Ranger Station, Adin Community Park and Adin Airport, the latter two being Modoc County facilities.*<sup>7</sup>

### **2.3 Adin Schools**

Adin is in the Big Valley Joint Unified School District. The primary school, middle school and high school are located in Bieber (Lassen County). The former Adin School site is used for a preschool.<sup>8</sup>

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<sup>1</sup> U.S. Geological Survey Geographic Names Information System: Adin, California.

<sup>2</sup> Adin CSD, 2012.

<sup>3</sup> Gudde, Erwin; William Bright (2004). *California Place Names* (Fourth ed. ed.). University of California Press. p. 3. ISBN 0-520-24217-3.

Drury, Wells; Aubrey Drury (1913). *California tourist guide and handbook: authentic description of routes of travel and points of interest in California*. Western Guidebook Company. p. 248. <http://books.google.com/books?id=yQtFAAAIAAJ>. Retrieved 2009-06-16.

<sup>4</sup> Pease, Robert W. (1965). *Modoc County; University of California Publications in Geography, Volume 17*. Berkeley and Los Angeles: University of California Press. pp. 84–85, 127.

<sup>5</sup> Kean, David. W (1993). *Wide Places in the California Road - Volume 2 of 4: The Mountain Counties*. Sunnyvale, CA: Concord Press. pp. 10. ISBN 1-884261-01-9.

<sup>6</sup> Adin CSD, Vicki Jeppson, Secretary, Phone: 530-299-3856, September 9, 2011.

<sup>7</sup> County of Modoc, “Modoc County General Plan 1988 Background Report” P. 163.

<sup>8</sup> Adin CSD, 2012.



## **2.4     Adin Population Data**

The 2010 US Census reported that Adin had a population of 272. This is a substantial reduction from the 599 reported in 2000. The Census reported that 269 people (98.9% of the population) lived in households, 3 (1.1%) lived in non-institutionalized group quarters.

There were 124 households, out of which 28 (22.6%) had children under the age of 18 living in them, and 19 (15.3%) had someone living alone who was 65 years of age or older. The average household size was 2.17 people. There were 71 families (57.3% of all households); the average family size was 2.82 people.

The population was spread out in age as follows:

ADIN AGE DISTRIBUTION 2010		
Under the age of 18	57 people	21.0%
Aged 18 to 24	19 people	7.0%
Aged 25 to 44	52 people	19.1%
Aged 45 to 64	93 people	34.2%
65 years of age or older	<u>51 people</u>	<u>18.7%</u>
TOTAL	272 people	100.0%

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

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

## **2.5     Adin Lighting District Background**

The Adin Lighting District was formed on June 6, 1938. It provides services to the community of Adin, population 272. The District encompasses 162.79 acres. State Highway 139 runs through the center of the district. There are 20 street lights in the District. Power is supplied by Surprise Valley Rural Electric Cooperative. A map of the Adin Lighting District is found at the end of this report. The following table shows the budget for the Adin Lighting District.

ADIN LIGHTS FUND 201 <sup>9</sup>			
Detail by revenue category and expenditure object	Actual 2013-14	Estimated 2014-15	Adopted by Board of Supervisors 2015-16
Taxes	2,133	2,250	1,925
Revenue from use of Money and property	30	35	15
Intergovernmental Revenues	33	32	25
Other Revenue	-	-	30
<b>TOTAL REVENUE</b>	<b>2,196</b>	<b>2,317</b>	<b>1,995</b>
Utilities	1,611	1,611	1,620
TOTAL SERVICES AND SUPPLIES	1,611	1,611	1,620
<b>TOTAL EXPENDITURES/APPROPRIATIONS</b>	<b>1,611</b>	<b>1,611</b>	<b>1,620</b>
NET COST	(585)	(706)	(375)

The tax revenue is expected to decline slightly in 2015-16 and the expense to increase slightly but the Adin Lighting District has a positive cash flow and a small amount to contribute to reserves.

<sup>9</sup> County of Modoc, Special Districts and other agencies Financing Sources and Uses by Budget Unit by Object Fiscal Year 2015-2016.

### **3 CANBY LIGHTING DISTRICT**

#### **3.1 Canby Lighting District Area**

Canby is an unincorporated community in Modoc County California located 17 miles west of Alturas, south of Rattlesnake Butte, at an elevation of 4314 feet.<sup>10</sup> It had a population of 315 at the 2010 census which was a decrease from the 2000 population of 413 people. The present population is also smaller than the 1980 population of 440.<sup>11</sup>

The first post office opened at Canby in 1874.<sup>12</sup> The name honors General Edward Canby who was shot by a companion of Captain Jack at a peacemaking session, after the American government made a pretense of purchasing the territory of the Modoc people from the Klamath people, and forced the Modoc people to move to the Klamath Reservation in Oregon. Some Modoc people left the reservation, because the Klamath people made it clear that the Modoc were not welcome there. This shooting led to the siege at Captain Jack's Stronghold.<sup>13</sup>

Until the late 1940s, Canby was the site of Big Lakes Box Company and the supply point for Big Lakes Logging Camp in the Adin Mountains about 10 miles to the southeast, where conditions were primitive.<sup>14</sup>

The town is surrounded by hay farms and cattle ranches. Adin Mountain rises just to the southwest and the Pit River runs nearby. The hot springs has been host for many years to the annual Lions Easter Egg hunt for Modoc community children. The waters are hot enough to boil the eggs.<sup>15</sup>

Today the community includes the I'SOT (In Search of Truth) organization, which hosts a private school and was instrumental in writing a large grant for the new Canby Family Practice Clinic. For a few weeks beginning with Thanksgiving and ending with Christmas, Canby has a display of dioramas showing the first European settlers' Thanksgiving and scenes celebrating the birth and life of Christ.

#### **3.2 Canby CSD**

The Canby Community Services District was formed (without election) on June 1, 1987. The formation of this District started in 1979 when a sewer project for the community of Canby was placed on the State Water Resources Control Board's Clean Water Grant Project Funding Priority list but there was no district in existence to pursue funding.

In June 1983 Modoc LAFCo approved the formation of the Canby CSD but the proceedings before the Board of Supervisors were never undertaken and the application expired.

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<sup>10</sup> [U.S. Geological Survey Geographic Names Information System: Canby, California.](#)

<sup>11</sup> Modoc County General Plan, Background Report, September 1988, Page 172.

<sup>12</sup> Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Quill Driver Books. p. 362. ISBN 9781884995149.

<sup>13</sup> "Modoc Wars, 1873-74". [California State Military Museum](http://www.militarymuseum.org/Modoc1.html). 2009. <http://www.militarymuseum.org/Modoc1.html>. Retrieved 21 July 2009.

<sup>14</sup> Pease, Robert W. (1965). *Modoc County; University of California Publications in Geography, Volume 17*. Berkeley and Los Angeles: University of California Press. p. 115.

<sup>15</sup> [http://www.deanneerrealty.com/modoc\\_communities.htm](http://www.deanneerrealty.com/modoc_communities.htm), June 5, 2011

In 1986 a new application was made to Modoc County LAFCo and on March 2, 1987 Modoc LAFCo approved the formation of the Canby CSD. The boundaries of the approved District were smaller than those previously approved.<sup>16</sup>

Since the Canby CSD was formed after the passage of Proposition 13 in 1978; the District is at a disadvantage because it does not receive a share of the property taxes.

The Canby CSD maintains an account with the Bank of America. However, the District has never had an audit and does not create a budget because the District has no funds.

### **3.3 Canby Population Data**

The 2010 US Census reported that Canby had a population of 315. The Census reported that 154 people (48.9% of the population) lived in households, 133 (42.2%) lived in non-institutionalized group quarters, and 28 (8.9%) were institutionalized. There were 62 households, out of which 15 (24.2%) had children under the age of 18 living in them.

The average household size was 2.48. There were 40 families (64.5% of all households); the average family size was 2.58.

The 2010 Canby population was spread out in age as follows:

#### **CANBY AGE DISTRIBUTION 2010**

Under the age of 18	87 people	27.6%
Aged 18 to 24	27 people	8.6%
Aged 25 to 44	71 people	22.5%
Aged 45 to 64	80 people	25.4%
65 years of age or older	<u>50 people</u>	<u>15.9%</u>
TOTAL	315 people	100.0%

The median age was 36.2 years. For every 100 females there were 85.3 males. For every 100 females age 18 and over, there were 83.9 males.

There were 76 housing units reported in 2010. This is less than the 104 housing units reported in 1985.<sup>17</sup> In 2010, 34 (54.8%) of the housing units were owner-occupied and 28 (45.2%) were occupied by renters. The homeowner vacancy rate was 2.9%; the rental vacancy rate was 12.5%. There were 73 people (23.2% of the population) living in owner-occupied housing units and 81 people (25.7%) living in rental housing units.

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<sup>16</sup> Modoc LAFCO, Sphere of Influence Report Canby Community Services District, August 1988.

<sup>17</sup> Modoc County General Plan, Background Report, September 1988, Page 172.

The community of Canby is part of the Modoc Joint Unified School District and students are bused to the schools located in Alturas. The community of Canby is part of the Canby Fire Protection District. There is a neighborhood park of 0.23 acres near State Highway 299 which includes picnic tables and barbeque equipment for family gatherings. The land is leased to the County by the Canby Fire Protection District.<sup>18</sup>

### **3.4 Canby Lighting District**

The Canby Lighting District serves the community of Canby located along State Highway 299 in the southern part of the district. The district is comprised of 320,420.84 acres and extends to the Oregon-California border. The 2010 Census shows the population of Canby to be 315. There are 12 street lights in the District serviced by SVREC. The District was formed on August 1, 1938. The following table shows the budget for the Canby Lighting District for 2015-2016.

<b>CANBY LIGHTS FUND 204<sup>19</sup></b>			
<b>Detail by revenue category and expenditure object</b>	<b>Actual 2013-14</b>	<b>Estimated 2014-15</b>	<b>Adopted by Board of Supervisors 2015-16</b>
Taxes	834	1255	725
Revenue from use of Money and property	25	16	10
Intergovernmental Revenues	-	11	10
<b>TOTAL REVENUE*</b>	<b>860</b>	<b>1282</b>	<b>745</b>
Utilities	938	937	-
<b>TOTAL SERVICES AND SUPPLIES</b>	<b>938</b>	<b>937</b>	<b>-</b>
<b>TOTAL EXPENDITURES/APPROPRIATIONS</b>	<b>938</b>	<b>937</b>	<b>-</b>
<b>NET COST</b>	<b>78</b>	<b>(346)</b>	<b>(745)</b>

\*Total is incorrect on original document.

The Board of Supervisors was asked to approve a \$950 budget for service in 2015-16 but the Board declined to approve the amount requested because anticipated revenue would not cover this cost.

<sup>18</sup> Modoc County General Plan, Background Report, September 1988, Page 290.

<sup>19</sup> County of Modoc, Special Districts and other agencies Financing Sources and Uses by Budget Unit by Object Fiscal Year 2015-2016.

## **4 CEDARVILLE LIGHTING DISTRICT**

### **4.1 Cedarville Lighting District Area**

#### **4.1.1 Cedarville History**

Cedarville (formerly, Surprise Valley and Deep Creek)<sup>20</sup> is a census designated place (CDP) located 20 miles east of Alturas at an elevation of 4,652. According to the Census Bureau the CDP covers an area of 5.4 square miles. The largest community in Surprise Valley, Cedarville is located on the alluvial apron at the mouth of Cedar Canyon, on the eastern base of the Warner Mountains, near the western shore of Middle Alkali Lake.

Originally known as *Deep Creek*, Cedarville was founded around 1864 as a stopping place for wagon trains. In 1867 a trading post was being run by William Cressler and John Bonner, who later also built the first road over Cedar Pass, which connected Surprise Valley to Alturas and the rest of Modoc County.

The first Cedarville post office opened in 1869. The current name is derived from Cedarville, Ohio. As branch county seat of Siskiyou County, nearby Lake City was the population center of Surprise Valley until Modoc County formed in 1874. However, by 1880 Cedarville was the largest in the Valley, with a population of around 220, and once Fort Bidwell, 20 miles to the north was demilitarized, Cedarville's central location and access to Cedar Pass made it the natural population and business center of the Valley. By 1880 Cedarville was the largest town in Surprise Valley, with a population of around 220.

A 1913 book described Cedarville as being on Middle Alkali Lake and having a population of about 500. The Laxague Lumber Company mill was located in Cedarville, and employed from 18 to 60 residents.

#### **4.1.2 Cedarville Services**

The town hosts an annual Last Frontier Fair in August. Tourist services, such as bed and breakfast accommodations, are available in the community. An area attraction is the Warner Mountains, most of which are inside Modoc National Forest, and the headquarters of the Warner Mountain Ranger District is in downtown Cedarville. Public schools in Cedarville are administered the Surprise Valley Joint Unified District and includes the Surprise Valley High School as well the Surprise Valley Elementary and Middle School

The Cedarville Airport is located along Surprise Valley Road, 1.5 miles north of State Route 299. Cedarville is considered the center of retail trade for the Valley, with services such as groceries, gas stations, café, fire hall, bank, library and motel. Although agriculture is the dominant economic force, service employment has gradually increased.

Cedarville is served by a variety of entities, including the Modoc County Sheriff Department for law enforcement, the Cedarville Fire Protection District for fire protection,

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<sup>20</sup> Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Quill Driver Books. p. 363. [ISBN 9781884995149](https://www.amazon.com/dp/9781884995149).

the Cedarville Hospital District for health care and ambulance services, and the Cedarville Cemetery District.

#### **4.2 Cedarville County Water District**

The Cedarville County Water District is authorized under California Water Code, Sections 30000 to 32732. The Cedarville CWD is governed by a five-member appointed board.

In 1967 the Cedarville County Water District was formed to provide a water system for domestic and fire protection purposes and thereby alleviate well contamination problems resultant from interaction of wells and septic disposal systems on small lots.

The boundaries of the Cedarville CWD encompass the town of Cedarville. Since formation, LAFCo has approved two annexations to the District (1975, 1976) and disapproved a request to detach residential land lying south of Willows Street and east of Center. The one-half square mile-plus district area includes the hospital facilities and Modoc County Fairgrounds. The service area is completely within the District boundaries: lines were extended to the western part of town (annexed in 1976), which included about 64 acres of industrial and commercially zoned land.

#### **4.3 Cedarville Population Data**

The 2010 US Census reported that Cedarville had a population of 514. The Census reported that 490 people lived in 237 households, out of which 55 (23.2%) had children under the age of 18 living in them, 92 households (38.8%) were made up of individuals and 51 (21.5%) had someone living alone who was 65 years of age or older. The average household size was 2.07. There were 132 families (55.7% of all households); the average family size was 2.71.

The population was spread out in age as follows:

##### **CEDARVILLE AGE DISTRIBUTION 2010**

Under the age of 18	94 people	18.3%
18 to 24	31 people	6.0%
25 to 44	104 people	20.2%
45 to 64	149 people	29.0%
65 years of age or older	<u>136 people</u>	<u>26.5%</u>
TOTAL	514 people	100.0%

The Cedarville median age was 49.5 years. For every 100 females there were 89.0 males. For every 100 females age 18 and over, there were 94.4 males.

There were 294 housing units of which 146 (61.6%) were owner-occupied, and 91 (38.4%) were occupied by renters. The homeowner vacancy rate was 1.3%; the rental vacancy rate was 12.5%. There were 296 people (57.6% of the population) living in owner-occupied housing units and 194 people (37.7%) living in rental housing units.

#### 4.4 Cedarville Lighting District

The Cedarville Lighting District was formed on July 21, 1909. The District provides street lighting to the community of Cedarville, population 512. Both State Highway 139 and 299 run through the District which approximately 377 acres. There are 35 street lighting units in the District. Power is supplied by Pacific Power and Light. The following table shows the Budget for the Cedarville Lighting District.

<b>Cedarville Lights-Budget Unit 02022*<sup>21</sup></b>			
<b>Detail by revenue category and expenditure object</b>	<b>Actual 2013-14</b>	<b>Estimated 2014-15</b>	<b>Adopted by Board of Supervisors 2015-16</b>
Taxes	5511	4872	4920
Revenue from use of Money and property	25	52	10
Intergovernmental Revenue	78	76	70
TOTAL REVENUE**	5536	5000	5000
Utilities	5077	5751	5755
TOTAL SERVICES AND SUPPLIES	5077	5751	5755
TOTAL EXPENDITURES/APPROPRIATIONS	5077	5751	5755
NET COST	(459)	751	755

\*Changed from Fund 204, to Budget Unit 02021 (typo should be 02022) in 12/13.

\*\* \$78 from Intergovernmental Revenue not included in 2013-14.

Although the tax revenue has declined from 2013-14, the District is still able to afford the street lights, presumably from reserves.

<sup>21</sup> County of Modoc, Special Districts and other agencies Financing Sources and Uses by Budget Unit by Object Fiscal Year 2015-2016.



## **5 EAGLEVILLE LIGHTING DISTRICT**

### **5.1 Eagleville Lighting District Area**

Eagleville is a census-designated place is located 25 miles east-southeast of Alturas, at an elevation of 4642 feet. The first post office at Eagleville opened in 1868. A 1913 book described Eagleville, Modoc County as being on one of the Alkali Lakes and having a population of 150. There is an Eagleville Fire Protection District.

### **5.2 Eagleville History**

Tome Bare, believed to be the first homesteader in Surprise Valley, settled near Eagleville. The bald eagles that gave the town its name can still be seen each spring roosting high in the cottonwood trees. Once an important stage stop on the road north from Reno; Eagleville is now home to a store-deli, a pool hall, and a community center that was once the general store. The area is dotted with hot springs. Excellent fishing is found at East Creek, Sworinger Reservoir and Bare Creek.<sup>22</sup>

### **5.3 Eagleville Population Data**

The 2010 US Census reported that in Eagleville, 59 people lived in 29 households, out of which 4 (13.8%) had children under the age of 18 living in them, 5 households (17.2%) were made up of individuals and 2 (6.9%) had someone living alone who was 65 years of age or older. The average household size was 2.03. There were 20 families (69.0% of all households); the average family size was 2.30.

The population was spread out in age as follows:

EAGLEVILLE AGE DISTRIBUTION 2010		
Under the age of 18	8 people	13.6%
18 to 24	1 people	1.7%
25 to 44	9 people	15.3%
45 to 64	26 people	44.0%
65 years of age or older	15 people	25.4%
TOTAL	59 people	100.0%

The Eagleville median age was 56.6 years. For every 100 females there were 126.9 males. For every 100 females age 18 and over, there were 104.0 males.

There were 47 housing units of which 21 (72.4%) were owner-occupied, and 8 (27.6%) were occupied by renters. The homeowner vacancy rate was 0%; the rental vacancy rate was 0%. There were 42 people (71.2% of the population) living in owner-occupied housing units and 17 people (28.8%) living in rental housing units.

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<sup>22</sup> <http://www.californiagenealogy.org/modoc/townsmodoc.htm>

#### 5.4 Eagleville Lighting District

The Eagleville Lighting District was formed on August 1, 1938. The District is comprised of 70,931 acres located in Surprise Valley. The 2010 U.S. Census shows a population of 59. The County reports a total of 9 street lighting units within the district. Power is supplied by SVREC. (Surprise Valley Rural Electric Cooperative). The following table shows the Budget for the Eagleville Lighting District.

<b>Eagleville Lights Fund 205<sup>23</sup></b>			
<b>Detail by revenue category and expenditure object</b>	<b>Actual 2013-14</b>	<b>Estimated 2014-15</b>	<b>Adopted by Board of Supervisors 2015-16</b>
Taxes	988	1073	885
Revenue from use of Money and property	8	10	-
Intergovernmental Revenues	17	16	10
<b>TOTAL REVENUE</b>	<b>1013</b>	<b>1099</b>	<b>895</b>
Utilities	703	703	720
<b>TOTAL SERVICES AND SUPPLIES</b>	<b>703</b>	<b>703</b>	<b>720</b>
<b>TOTAL EXPENDITURES/APPROPRIATIONS</b>	<b>703</b>	<b>703</b>	<b>720</b>
<b>NET COST</b>	<b>(310)</b>	<b>(396)</b>	<b>(175)</b>

The revenue for the Eagleville Lighting District is expected to decline for the 2015-16 Budget year but the District is still able to afford the utilities for the street lights.

<sup>23</sup> County of Modoc, Special Districts and other agencies Financing Sources and Uses by Budget Unit by Object Fiscal Year 2015-2016.

## **6 FORT BIDWELL LIGHTING DISTRICT**

### **6.1 Fort Bidwell Lighting District Area**

Fort Bidwell is a 3.2 square mile census-designated place located 32 miles northeast of Alturas, at an elevation of 4564 feet. The population was 173 at the 2010 census. The Fort Bidwell Indian Community is affiliated with the Paiute nation.

Although traffic dwindled on the Red Bluff route once the Central Pacific Railroad extended into Nevada in 1868, the Army staffed Fort Bidwell to quell various uprisings and disturbances until 1890.

Both Fort Bidwell and Camp Bidwell, near Chico were named for General John Bidwell. However, Camp Bidwell was commissioned in 1863, renamed *Camp Chico* by the time Fort Bidwell was commissioned in 1865, and was decommissioned in 1893. Observing confusion between the two, Robert W. Pease explained that such a transfer of name between outposts was a common Army practice of the time. The Fort Bidwell post office opened in 1868. Fort Bidwell is now registered as California Historical Landmark #430.

There is a Fort Bidwell Fire Protection District.

### **6.2 Fort Bidwell Population Data**

The 2010 US Census reported that 173 people lived in 79 households, out of which 17 (21.5%) had children under the age of 18 living in them, 30 households (38.0%) were made up of individuals and 14 (17.7%) had someone living alone who was 65 years of age or older. The average household size was 2.19. There were 43 families (54.4% of all households); the average family size was 2.95.

The population was spread out in age as follows:

FORT BIDWELL AGE DISTRIBUTION 2010		
Under the age of 18	35 people	20.2%
18 to 24	26 people	15.0%
25 to 44	29 people	16.8%
45-64	51 people	29.5%
65 years of age or older	<u>32 people</u>	<u>18.5%</u>
TOTAL	173 people	100.0%

The Fort Bidwell median age was 41.5 years. For every 100 females there were 80.2 males. For every 100 females age 18 and over, there were 86.5 males.

In Fort Bidwell, there were 126 housing units of which 45 (57.0%) were owner-occupied, and 34 (43.0%) were occupied by renters. The homeowner vacancy rate was 14.5%; the rental vacancy rate was 12.8%. There were 80 people (46.2% of the population) living in owner-occupied housing units and 93 people (53.8%) living in rental housing units.

### 6.3 Fort Bidwell Lighting District

The Ft. Bidwell Lighting District was formed on September 5, 1916. It contains 10,249.65 acres. The 2010 Census reports a population of 173. The County reports a total of 24 street lighting units, power supplied by SVREC. The following table shows the budget for the Fort Bidwell Lighting District.

<b>Bidwell Lights-Budget Unit 02021<sup>24</sup></b>			
<b>Detail by revenue category and expenditure object</b>	<b>Actual 2013-14</b>	<b>Estimated 2014-15</b>	<b>Adopted by Board of Supervisors 2015-16</b>
Taxes	2,835	2,662	2,255
Revenue from use of Money and property	17	(3)	-
Intergovernmental Revenues	40	41	30
<b>TOTAL REVENUE</b>	<b>2,852</b>	<b>2,700</b>	<b>2,285</b>
Utilities	1,875	1,875	1,900
<b>TOTAL SERVICES AND SUPPLIES</b>	<b>1,875</b>	<b>1,875</b>	<b>1,900</b>
Intrafund Transfer Light District	-	-	300
<b>TOTAL EXPENDITURES/APPROPRIATIONS</b>	<b>1,875</b>	<b>1,875</b>	<b>2,200</b>
<b>NET COST</b>	<b>(977)</b>	<b>(825)</b>	<b>(85)</b>

Although the tax revenue is expected to decline there are sufficient funds to pay for the street lights.

<sup>24</sup> County of Modoc, Special Districts and other agencies Financing Sources and Uses by Budget Unit by Object Fiscal Year 2015-2016.

## **7 LIGHTING DISTRICTS MUNICIPAL SERVICE REVIEW**

### **7.1 Growth and Population Projections**<sup>25</sup>

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

- a) *Is the agency's territory or surrounding area expected to experience any significant population change or development over the next 5 to 10 years?*
- b) *Will population changes have an impact on the subject agency's service needs and demands?*
- c) *Will projected growth require a change in the agency's service boundary?*

#### **7.1.1 Discussion**

Updates from the US Census Bureau dated July 1, 2015 show Modoc County's population to be 8,965.<sup>26</sup> The data shows a population decrease of 7.4% from the April 1, 2010 US Census report. The report also shows that 9 building permits were issued in 2015. None of the 5 lighting districts are in the city limits (Alturas) and all contain communities located in the unincorporated areas of the county.

According to information obtained at the BOS office in August 2016, the County has plans to update the General Plan's Land Use Element in fall of 2016. There are no plans to include any changes to the existing five lighting districts. There are no plans for expansion of the districts.

#### **7.1.2 MSR Determination on Growth and Population**

- 1-1) The population of Modoc County is expected to stay close to the current level and no changes to the five street lighting districts will be needed.

<sup>25</sup> California Government Code Section 56430. (a) (1)

<sup>26</sup> US Census Bureau, <http://www.census.gov/quickfacts/table/PST045215/06,06049>, October 25, 2016

## **7.2 Location and Characteristics of any Disadvantaged Unincorporated Communities<sup>27</sup>**

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

### **7.2.1 Modoc County Data on Income**

The Census Bureau provides the following information on Modoc County:<sup>28</sup>

- Modoc County Median Household Income (in 2014 dollars), 2010-2014: \$38,560
- Per capita income in past 12 months (in 2014 dollars), 2010-2014: \$21,830
- Persons in poverty, percent: 20.2%

The Median Household Income is 63% of the State Median Household Income of \$61,489. (Below 80% of State Median Household Income is considered disadvantaged.)

### **7.2.2 MSR Determinations on Disadvantaged Unincorporated Communities**

- 2-1) This determination is only required for districts providing sewer, water and fire protection service. Thus, no determination is necessary for the Modoc County Lighting Districts MSR.

## **7.3 Capacity and Infrastructure**

**Purpose:** *To evaluate the present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.<sup>29</sup>*

- a) *Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory?*
- b) *Are there any issues regarding the agency's capacity to meet the service demand of reasonably foreseeable future growth?*
- c) *Are there any concerns regarding public services provided by the agency being considered adequate?*
- d) *Are there any significant infrastructure needs or deficiencies to be addressed?*
- e) *Are there changes in state regulations on the horizon that will require significant facility and/or infrastructure upgrades?*
- f) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

<sup>27</sup> California Government Code Section 56430. (a) (2)

<sup>28</sup> US Census Bureau, <http://www.census.gov/quickfacts/table/PST045215/06,06049>, October 25, 2016

<sup>29</sup> California Government Code Section 56430. (a)(3).

### 7.3.1 Discussion

Street Lighting Adequacy, Capacity and Infrastructure Needs: LAFCo staff is not aware of any concerns with adequacy, capacity or infrastructure of the CSD's street lighting service.

### 7.3.2 MSR Determinations on Infrastructure

- 3-1) The infrastructure consists of the street lights and they are adequate for each district.

## 7.4 Financial Ability<sup>30</sup>

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

- a) *Does the organization routinely engage in budgeting practices that may indicate poor financial management, such as overspending its revenues, failing to commission independent audits, or adopting its budget late?*
- b) *Is the organization lacking adequate reserve to protect against unexpected events or upcoming significant costs?*
- c) *Is the organization's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?*
- d) *Is the organization unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?*
- e) *Is the organization lacking financial policies that ensure its continued financial accountability and stability?*

### 7.4.1 Financial Discussion

Street Lighting Districts: No General Funds used. Funded by secured and unsecured property tax and timber tax yield – all are separated by individual lighting districts. The Canby Lighting District appears to have the weakest financial position.

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<sup>30</sup> California Government Code Section 56430. (a)(4)

#### **7.4.2 MSR Determination on Finances**

- 4-1) The finances for all Street Lighting Districts are all maintained by the Modoc County Auditor and all budgets are approved by the Modoc County Board of Supervisors, acting as the District Board, in a public meeting.

#### **7.5 Opportunities for Shared Facilities**<sup>31</sup>

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

##### **7.5.1 Facilities**

The street lights are stationary and cannot be shared but the administration of each district is totally coordinated and managed by the County Board of Supervisors and the County Auditor.

#### **7.5.2 MSR Determinations on Shared Facilities**

- 5-1) Although the facilities of the five lighting districts are not shared, the administration of the districts is totally coordinated by the County Board of Supervisors and the Modoc County Auditor.

#### **7.6 Government Structure and Accountability**<sup>32</sup>

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

- a) *Are there any issues with meetings being accessible and well publicized? Any failures to comply with disclosure laws and the Brown Act?*
- b) *Are there any issues with operational efficiencies such as budget development, staff turnover or decision-making processes?*
- c) *Is there a lack of regular audits, adopted budgets and public access to these documents?*

<sup>31</sup> California Government Code Section 56430. (a)(5)

<sup>32</sup> California Government Code Section 56430. (a)(6).



- d) *Are there any recommended changes to the organization's governance structure that will increase accountability and efficiency?*
- e) *Are there any governance restructure options to enhance services and/or eliminate deficiencies or redundancies?*
- f) *Are there any opportunities to eliminate overlapping boundaries that confuse the public, cause service inefficiencies, unnecessarily increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices?*
- g) *Are there any other service delivery issues that can be resolved by the MSR/SOI process?*

#### **7.6.1 Governmental Operation Discussion**

Modoc LAFCo has not identified any additional issues related to effective or efficient service delivery that might be resolved in this MSR.

#### **7.6.2 MSR Determination on Governmental Operation**

- 6-1) All governmental regulations such as the Brown Act are complied with by the Modoc County Board of Supervisors and staff. This is by far the most efficient way to operate these lighting districts.

## **8 SPHERE OF INFLUENCE UPDATE**

### **8.1 Present and Planned Land Uses Including Agricultural and Open Space Lands**<sup>33</sup>

#### **8.1.1 Modoc County General Plan and Zoning**

The Modoc County General Plan was adopted in 1988 but the County is working on a new General Plan. The communities where the lighting districts provide service are all included in the existing General Plan and will be included in the new General Plan also. The small communities have appropriate zoning for the developed areas surrounding by agricultural or other resource zoning districts.

#### **8.1.2 SOI Determination for Land Uses**

- 1-1] The Sphere of Influence for each of the five lighting districts should remain the same as the District Boundary. These boundaries are recognized in the General Plan.

### **8.2 Municipal Services—Present and Probable Need**<sup>34</sup>

#### **8.2.1 Need for Street Lights**

The need for street lights will continue for these lighting districts. They are all developed areas.

#### **8.2.2 SOI Determination for Present and Probable Need**

- 2-1] The need for street lights will continue for all five lighting districts and the SOI should remain the same as the District Boundary for each district.

<sup>33</sup> California Government Code Section 56425 (e)(1)

<sup>34</sup> California Government Code Section 56425 (e)(2)

### **8.3 Public Facilities Present and Future Capacity<sup>35</sup>**

#### **8.3.1 Capacity of Lighting Districts**

The capacity of each lighting district is matched with the number of street lights provided. The administrative capacity is part of the Board of Supervisors and County Auditor's capacity and is not a limiting factor.

#### **8.3.2 SOI Determination for Capacity of Lighting Districts**

- 3-1] Each lighting district has adequate capacity to provide funds for the street lights operated.

### **8.4 Social or Economic Communities of Interest<sup>36</sup>**

#### **8.4.1 Five Small Communities**

Each of the five communities maintains a separate identity and depends on the street lights for safety.

#### **8.4.2 SOI Determination for Communities**

- 4-1] Each Lighting District serves a distinct community.

### **8.5 Disadvantaged Unincorporated Community Status<sup>37</sup>**

A determination on DUC status is only required for districts which supply sewer, water or fire protection services and thus is not required in this case.

<sup>35</sup> California Government Code Section 56425 (e)(3)

<sup>36</sup> California Government Code Section 56425 (e)(4)

<sup>37</sup> California Government Code Section 56425 (e)(5)

**APPENDIX A LIGHTING DISTRICTS SIZE**

<b>Modoc County Highway Lighting Districts - Data</b>			
<b>District</b>	<b>Length</b>	<b>Acres</b>	<b>Square Miles</b>
Adin Lighting District	11,151.59	162.79	0.25
Ft. Bidwell Lighting District	271,270.05	107,249.65	167.52
Canby Lighting District	609,074.44	320,420.84	500.50
Cedarville Lighting District	18,088.90	377.13	0.59
Eagleville Lighting District	232,786.71	70,931.52	110.80

## **ABBREVIATIONS**

AB	Assembly Bill
BOS	Board of Supervisors
CDP	Census Designated Place
CEQA	California Environmental Quality Act
CKH Act	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
Commission	Modoc Local Agency Formation Commission
CSD	Community Services District
County	Modoc County
CWD	County Water District
DUC	Disadvantaged Unincorporated Community
FPD	Fire Protection District
I'SOT	In Search of Truth
LAFCo	Local Agency Formation Commission
MSR	Municipal Service Review (LAFCO)
SOI	Sphere of Influence (LAFCO)
SVE	Surprise Valley Rural Electric Cooperative
SVREC	Surprise Valley Rural Electric Cooperative

## **DEFINITIONS**

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

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

**Sphere of Influence (SOI):** The probable physical boundaries and service area of a local agency, as determined by the Local Agency Formation Commission (LAFCO) of the county.

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[U.S. Geological Survey Geographic Names Information System: Canby, California.](#)

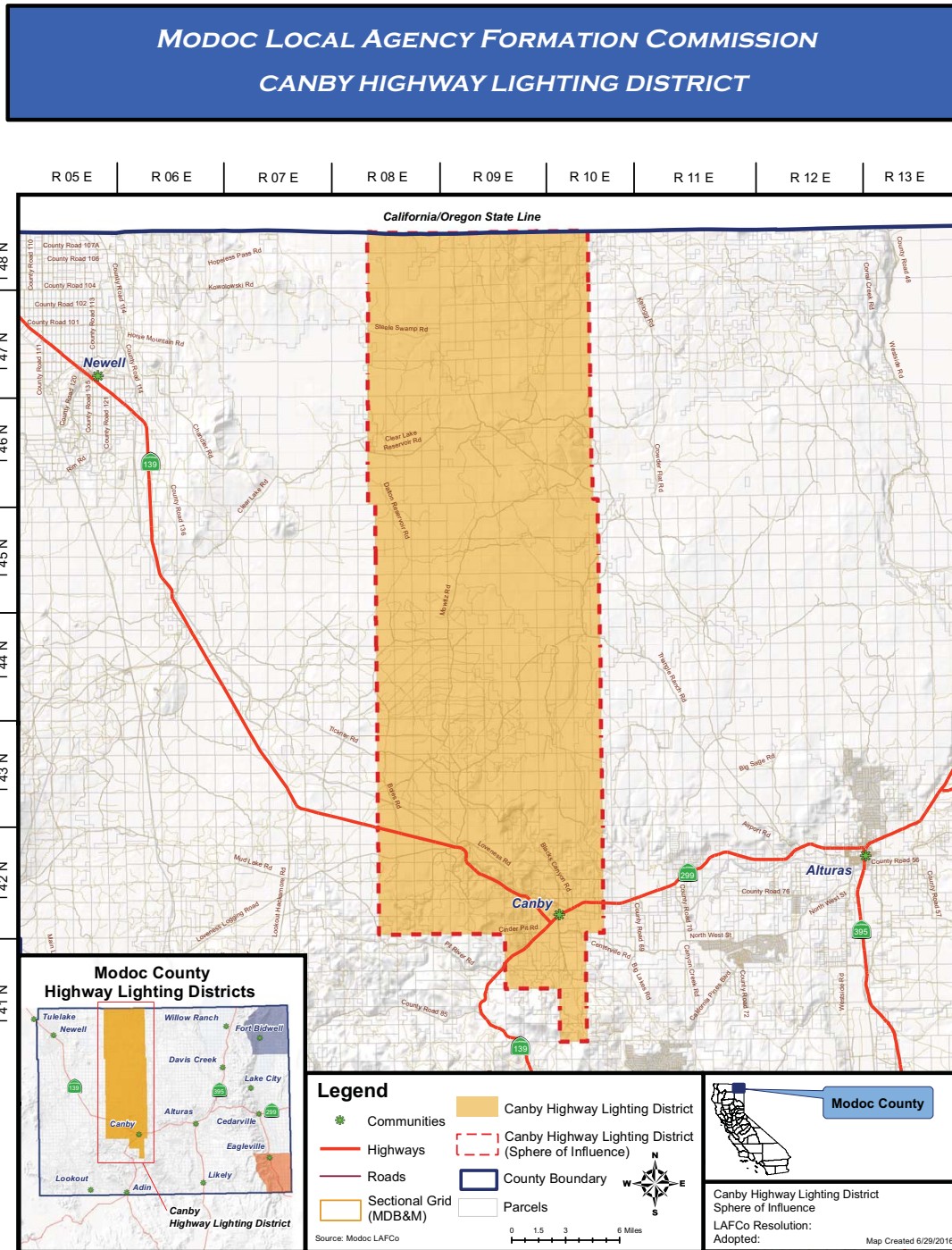
## PREPARERS

John Benoit, Modoc LAFCo Executive Officer  
PO Box 2694, Granite Bay CA 95746  
Phone: 916-797-6003 E-Mail: [johnbenoit@surewest.net](mailto:johnbenoit@surewest.net)

Christy Leighton, Planning Consultant  
555 East Willow Street, Willows CA 95988  
Phone: 530-934-4597 E-Mail: [christyleighton@sbcglobal.net](mailto:christyleighton@sbcglobal.net)

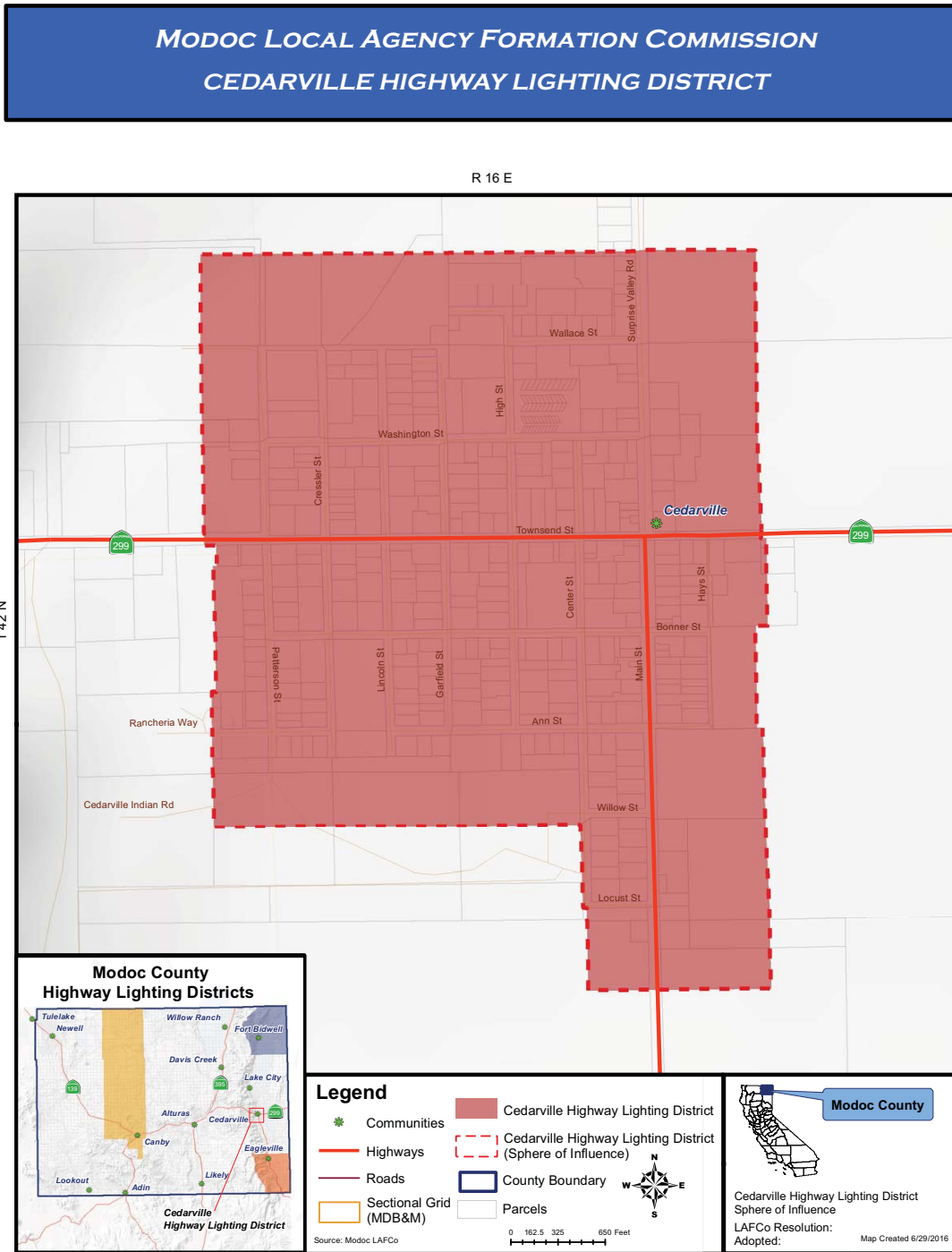


**Canby Lighting District Map**

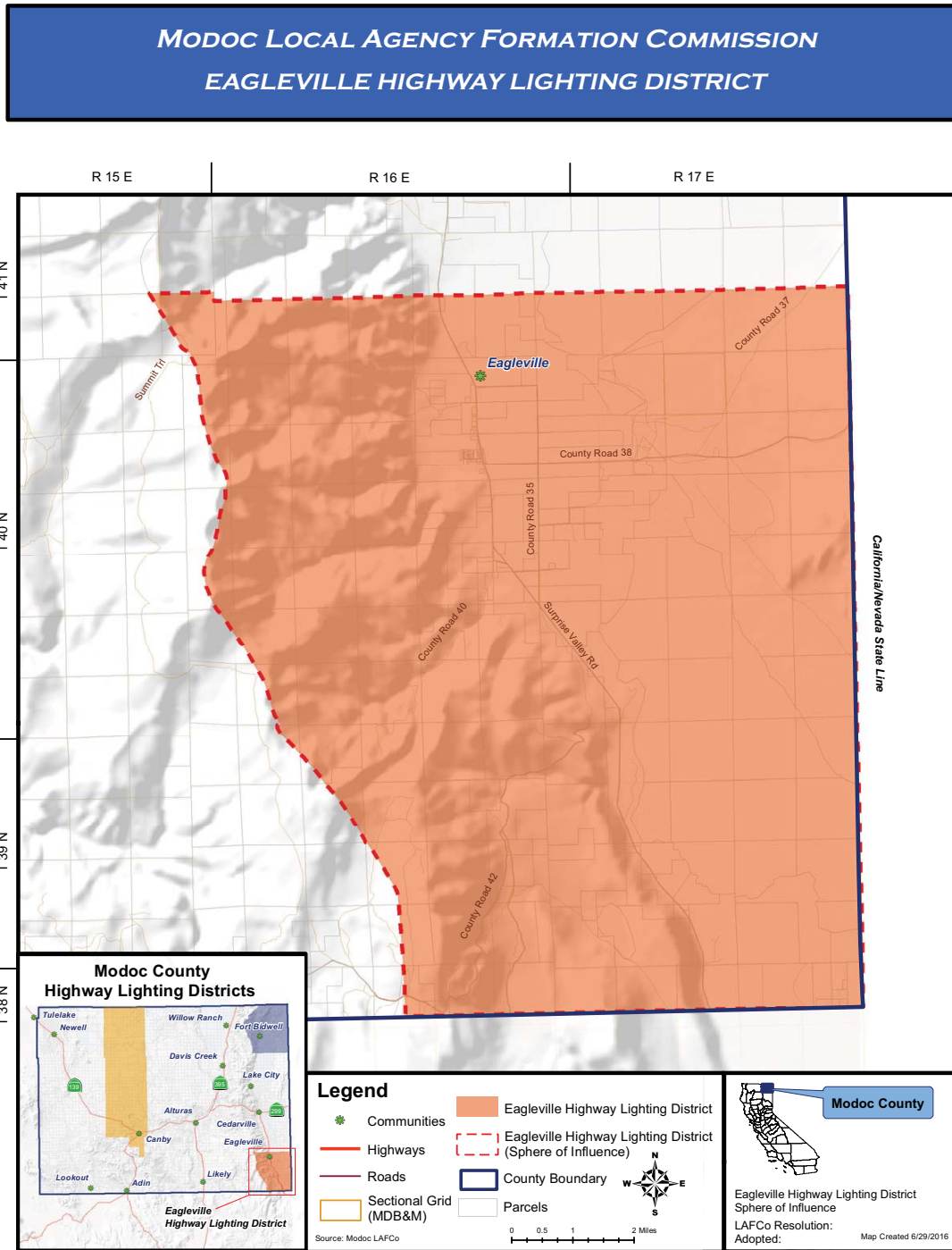




Cedarville Lighting District Map



**Eagleville Lighting District Map**



**Fort Bidwell Lighting District Map**

