

# CHAPTER 3: CITY OF OROVILLE WASTEWATER



*Figure 3-1: City Hall. (Image provided courtesy of Google maps)*

This chapter presents a municipal service review (MSR) for the City of Oroville (COOR) with details about the City's formation, boundary, government structure, population and land use, disadvantaged communities, and the provision of wastewater services and facilities. Based on the information included in this report, written determinations that make statements involving each service factor that the Commission must consider as part of a municipal service review are presented. The determinations are based upon data presented in this Chapter and are recommended to the Commission for consideration. The Commission's final MSR determinations are part of a Resolution provided in Chapter 10.

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## 3.1 Agency Profile and Overview

### 3.1.1: Agency Profile

|                            |   |
|----------------------------|---|
| <b>Type of Agency:</b>     | Incorporated Charter City (1906)  |
| <b>Principal Act:</b>      | City Charter, CA Government Code §34450   |
| <b>Functions/Services:</b> | General government, land use planning and building services, parks, fire protection and emergency services, law enforcement, roadways and stormwater drainage, and wastewater collection and conveyance services. |
| <b>Main Office:</b>        | 1735 Montgomery St. Oroville, CA, 95965   |
| <b>Mailing Address:</b>    | Same  |
| <b>Phone No.:</b>          | (530) 538-2436  |
| <b>Fax No.:</b>            | (530) 538-2468  |
| <b>Web Site:</b>           | <a href="https://www.cityoforoville.org/home">https://www.cityoforoville.org/home</a>   |
| <b>City Administrator:</b> | , Email: <a href="mailto:admin@cityoforoville.org">admin@cityoforoville.org</a>   |
| <b>Alternate Contact:</b>  | Assistant City Administrator Ruth Wright, E-mail: <a href="mailto:finance@cityoforoville.org">finance@cityoforoville.org</a>  |
| <b>Meeting Schedule:</b>   | Regular City Council meetings on 1 <sup>st</sup> and 3 <sup>rd</sup> Tuesday of every month.  |
| <b>Meeting Location:</b>   | City Hall, Council Chambers, 1735 Montgomery St, Oroville, CA 95965   |
| <b>Date of Formation:</b>  | January 3, 1906   |
| <b>Area Served:</b>        | 8,873 acres (13.86 square miles)  |
| <b>Population</b>          | 18,863 (2022)   |
| <b># Sewer Connections</b> | 3,703 connections (residential, commercial, and industrial)   |
| <b>Gross Revenue</b>       | \$36,050,818 city-wide revenue (FY19/20)  |
| <b>Principal LAFCO:</b>    | Butte LAFCO   |
| <b>Other LAFCO:</b>        | None  |

### 3.1.2 Agency Overview

The City of Oroville was incorporated as a Charter City on January 3, 1906. Today, the City serves as the County Seat for Butte County. Oroville is located approximately 70 miles north of Sacramento, within the Sacramento Valley, and it is considered the gateway to Lake Oroville and Feather River recreational areas. As an incorporated municipality, the City of Oroville is empowered to provide the full range of public services to the local community. Today, the City regularly provides police and fire protection; construction and maintenance of streets; infrastructure; community development, including planning and zoning; building and safety, and housing activities; municipal airport; golf course; wastewater collection and conveyance, and general administrative services (Oroville CAFR, 2021c). This range of public services will soon be described in an upcoming City-wide MSR for Oroville, expected in 2023. **This Chapter focuses only on the wastewater collection and conveyance services provided by the City of Oroville.**

## 3.2 Agency Formation and Boundary

### 3.2.1 Formation

The City of Oroville was organized in 1906, and it is incorporated as a charter city consistent with CA Government Code §34450. The City's Charter consists of Statutes of 1933, Page 2904, as amended; and as adopted pursuant to Section 8 of Article XI of the State Constitution, ratified by the qualified electors at a special municipal election held on October 22, 1931, approved and adopted by the state legislature and filed with the Secretary of State on January 27, 1933 (Oroville Municipal Code Note). Today, the City is empowered to provide the full range of municipal services to its residents.

### 3.2.2 City Boundary

The City of Oroville's geographic boundary encompasses 8,872 acres (13.7 square miles) and includes 7,447 assessor parcels, as shown in Figure 3-2 (Butte County GIS, 2020). The City boundary contains two distinct areas:

- The larger eastern area includes downtown, the hospital, residential neighborhoods, and commercial areas.
- The smaller western area contains the Oroville Municipal Airport and an adjacent golf course.

The City's Sphere of Influence (SOI) is quite large in size at 33,743 acres (53 square miles) (LAFCO GIS, 2021). COOR is bounded by the Thermalito Water and Sewer District (TWSD) to the northwest, Lake Oroville Area Public Utility District (LOAPUD) to the southeast, and the South Feather Water and Power Agency (SFWPA) to the east. Since the 2014 MSR, the City has annexed several parcels as listed in Table 3-1, below.



| Name of Annexation Area                                 | Acreage in Annexation | Resolution Number and Date Approved             |
|---|-----------------------|---|
| South Oroville Annexation No. 1 (Oroville Area A)       | 203 acres             | Resolution 08 2014/15 adopted February 5, 2015  |
| Lower Wyandotte Road Annexation No. 4 (Oroville Area B) | 203.4 acres           | Resolution 11 2014/15 adopted March 5, 2015     |
| Riverview Terrace Annexation No. 1                      | 7 acres               | Resolution 06 2016/17 adopted November 3, 2016  |
| Lincoln Boulevard Annexation No. 1                      | 14.2 acres            | Resolution 03 2020/21 adopted October 1, 2020   |
| Feather Avenue Annexation No. 2                         | 26 acres              | Resolution 07 2020/21 adopted September 2, 2021 |
| Data Source: LAFCO Files                                |                       |   |

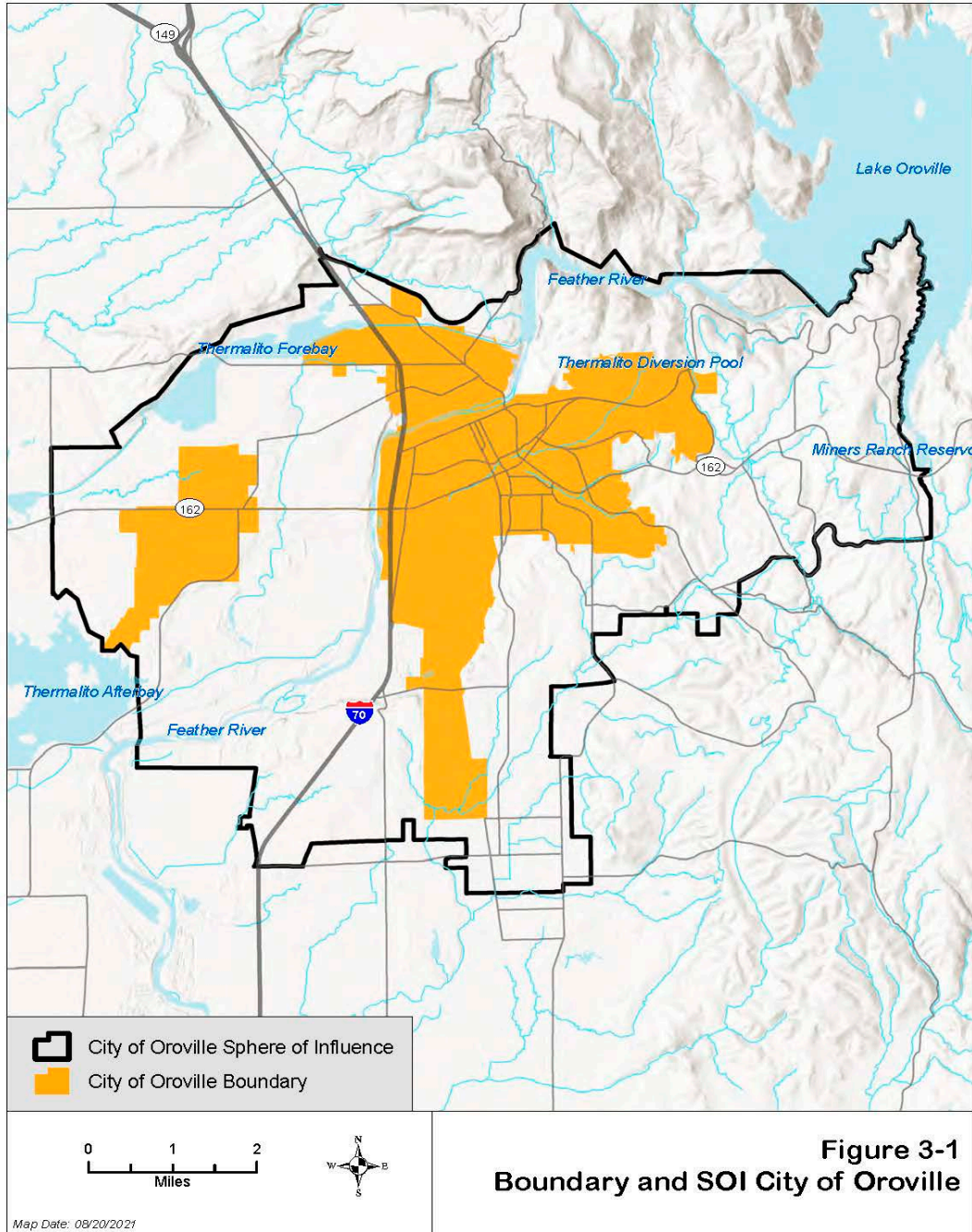
The City of Oroville provides wastewater collection services to a portion of the City's boundary area. The other JPA members (TWSD and LOAPUD) provide wastewater services to some areas within the City's jurisdictional boundary. As the City annexed unincorporated areas, wastewater collection services have remained with the original provider (COOR, 2021d).

### 3.2.3 Sphere of Influence

This section briefly describes the existing Sphere of Influence (SOI) for the City of Oroville. Additional details can be found in Appendix K, SOI Options, in this document. The original SOI study prepared for the City of Oroville was completed in 1985. As of December 2014, the City of Oroville SOI contained 26,343 acres (41 square miles). LAFCO approved an update to the City's SOI on December 4, 2014, with Resolution No. 07-2014/15. This Resolution approved the addition of 1,104 parcels totaling approximately 9,838 acres (15.4 square miles) to the Sphere of Influence. LAFCO's Resolution also approved the removal of 276 parcels totaling approximately 2,734 acres (4.3 square miles) from the SOI. Since 2014 there have not been any amendments to the City's SOI. The City is currently preparing a new MSR which will describe city-wide public services.

**Figure 3-2: Boundary Area & SOI For COOR**

*This page is reserved for the boundary map, which will be inserted here in a high-resolution format.*



Today, the City’s SOI encompasses 33,744 acres (52.7 square miles) and 16,917 assessor parcels, as shown in Table 3-2 below. As part of this MSR preparation process, City staff indicated that the current configuration of the Sphere of Influence, as shown in Figure 3-2, is adequate for projected future growth (COOR, 2021d).

|                            | <b>Boundary Area<br/>(All Services)</b> | <b>SOI<br/>(All Services)</b> | <b>Total Boundary<br/>&amp; SOI</b> |
|----------------------------|---|-------------------------------|-------------------------------------|
| Total Acres                | 8,873                                   | 33,744                        | 42,617                              |
| Square Miles               | 13.9                                    | 52.7                          | 66.6                                |
| Number of Assessor Parcels | 7,447                                   | 16,917                        | 24,364                              |

*Source: Butte County GIS Data, 2020*

### 3.2.4 Extra-Territorial Services

The COOR does provide extra-territorial services to customers located outside of its City Limits. Specifically, the City provides wastewater collection services to 19 parcels outside the City boundaries (COOR, 2021d). LAFCO’s files have one extension of service approval for Project 08-10 – EOS (sewer) for Mt Vista RV Park at APN 068-341-044. It’s possible that the remaining 18 parcels were connected to city sewer prior to the LAFCO approval requirement in 2001. However, the history associated with the provision of service to these 19 parcels is not clear. It is possible that these 18 parcels are out-of-agency/area-services (O-A-S) and would require LAFCO approval. However, City staff believes that these parcels are attached to the ‘MM line” in the areas from Oro Quincy Hwy south of Meadowview Dr. to Foothill Blvd north of Edgewood (personal communication, D. Nevers, 5/52022). The City does ask property owners to fill out a form prior to connecting to the sewer system.

## 3.3: Municipal Governance and Accountability

This section describes how performance, accountability, transparency, and public engagement related to the public’s trust in local government. LAFCO is required by the CKH Act to make specific determinations regarding a municipality’s government structure and accountability.

### 3.3.1 Government Structure

The COOR is a local government agency structured as an Incorporated Charter City, and its City Charter is consistent with California Government Code §34450. The elected City Council is composed of seven members -- the Mayor plus six council members -- who are elected at large for four-year staggered terms. The City Council is responsible for passing ordinances, adopting the budget, appointing committees, and appointing the Vice Mayor. All registered voters who reside within the City boundaries are eligible to vote for and/or run for a seat on the City Council. The City Council appoints the City Administrator. The City Administrator appoints department heads. The City is organized into several departments, and this Chapter focuses only on the wastewater collection and conveyance service provided by the Public Works Department.

### 3.3.2 City Council

The City operates under the direction of the elected City Council. Each elected City Council Member serves for a term of four years. There are seven members elected to the City Council, including the Mayor, Vice-Mayor, and five regular Council members. Municipal elections are held in November every two years on even-numbered years. The current City Council and their terms' expiration dates are shown in Table 3-3 below. Council members were historically elected via an at-large election system. However, recently this process has been updated to a by-district election system. On February 1, 2022, the Council adopted Ordinance No. 2 to amend Title 2, Chapter 2.08 of the Municipal code of the City of Oroville to adopt revised District voting boundaries and establish a sequence for each District election. Councilmembers are elected in Council Districts 3-A, 3-C, and 3-D beginning at the general municipal election in November 2022, and every four years thereafter. Councilmembers will be elected in Council Districts 3-8, 3-E, and 3-F beginning at the general municipal election in November 2024, and every four years thereafter (Ord. 1846 § 1, 2020).

| Name           | Title      | Term End          |
|----------------|------------|-------------------|
| David Pittman  | Mayor      | Term expires 2026 |
| Scott Thompson | Vice Mayor | Term Expires 2024 |
|                | Member     | Term expires 2026 |
| Janet Goodson  | Member     | Term expires 2024 |
|                | Member     | Term expires 2026 |
| Eric J. Smith  | Member     | Term expires 2026 |
| Krysi Riggs    | Member     | Term expires 2024 |

*Source: city website at: <https://www.cityoforoville.org/government/boards-commissions-committees-etc/city-council>*



The City Council holds regular public meetings on the first and third Tuesday of every month. The City Council regularly meets in the City Council Chambers at City Hall, located at 1735 Montgomery Street, Oroville, CA 95965, United States (Oroville, 2020). The City Council has several committees, as follows:

- Citizens Oversight Committee
- Supplemental Benefits Fund Committee
- Executive Committee
- Oroville Recreation Area Committee

Committee assignments are shown in Table 3-4.

**Table 3-4: City Council Committee Assignments**

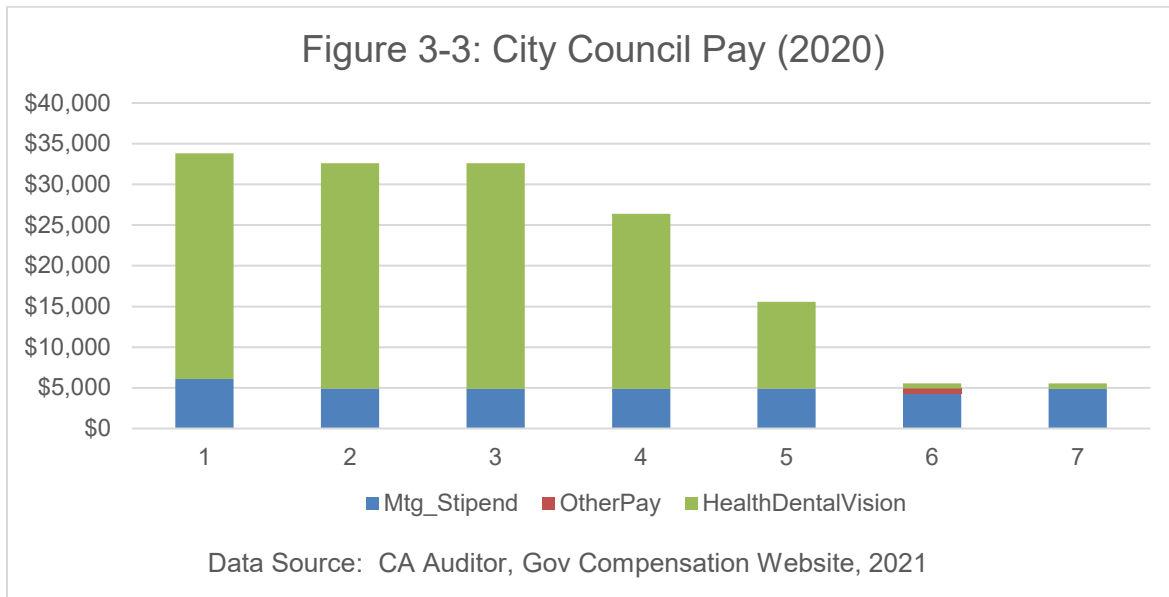
CITY OF OROVILLE COMMITTEE AND BOARD ASSIGNMENTS 2020-2021

|  |  |               |             |               |            |               |            |          |   |
|---|--|---------------|-------------|---------------|------------|---------------|------------|----------|---|
|   | Chuck Reynolds   | Scott Thomson | Krysi Riggs | Janet Goodson | Art Hatley | David Pittman | Eric Smith |          |   |
| ALUC - Airport Land Use   |  |               |             |               |            | X             |            | 1, Alt   | Airport Manager                                     |
| ARTS COMMISSION   |  |               |             | X             |            |               | A          | 1, Alt   | Community Development Director                      |
| BCAG - Butte County Association of Governments                                    | X  | A             |             |               |            |               |            | 1, Alt   | City Administrator or City Engineer                 |
| BCAQCB - Butte County Air Quality Control Board                                   | X  | A             |             |               |            |               |            | 1, Alt   | City Administrator or Director of Community Develop |
| CHAMBER OF COMMERCE   |  | X             | A           |               |            |               |            | 1, Alt   | City Administrator                                  |
| Citizens Oversight Committee  |  |               |             | X             | A          |               | X          | 2, Alt   | Finance Director                                    |
| COCC - Butte County Continuum of Care   |  |               |             | A             |            |               | X          | 1, Alt   | Director of Community Development                   |
| EXECUTIVE COMMITTEE/ INTERGOVERNMENTAL  | X  |               |             |               |            | X             | X          | 3        | City Administrator                                  |
| LEAGUE OF CALIFORNIA CITIES   |  |               | X           |               |            |               | A          | 1, Alt   | City Administrator                                  |
| LOAN ADVISORY HOUSING and ECONOMIC DEVEL  | X  |               | X           |               |            | X             |            | 3        | Business Assistance and Housing Director            |
| ODBA - Oroville Downtown Business Association                                     |  |               | X           |               |            |               |            | 1        | PIO   |
| ORAC - Oroville Recreation Area Committee   |  | X             |             |               |            |               | A          | 1, Alt   | PIO   |
| SBF - Supplemental Benefit Committee  | X  | X             | A           |               |            | X             |            | 3, 3 Alt | Program Specialist                                  |
| SC-OR - Sewerage Commission Oroville Region                                       | X  |               |             |               |            |               | A          | 1, Alt   | City Engineer                                       |
| SGMA - Sustaniable Groundwater Management   |  |               |             |               | A          |               | X          | 1, Alt   | City Engineer                                       |
| STAGE - State Theatre Arts Guild  |  | X             |             |               |            |               |            | 1        | Director of Community Development                   |
| TOURISM   |  |               | X           |               |            |               |            | 1        | PIO   |
| VETERAN MEMORIAL PARK   |  |               |             |               | X          |               |            | 1        | City Administrator                                  |

X - Voting Member    A - Alternate Member

Please note that Table 3-4 above is slightly outdated due to the recent election of new City Council Members. If the City provides the MSR Consultants with an updated table, it can be shown in the Final MSR. City Council members are eligible to receive compensation for their work representing the City, including regular stipends for meeting attendance, other pay, and health and dental insurance. City Council members earned an average compensation of \$21,723 for the year 2020, and details are provided in Figure 3-3 below.





All meetings of the City Council and other advisory boards are open to the public in accordance with the Brown Act. The agenda for each City Council meeting includes a public comment period for items not on the agenda. Additionally, the City Council meeting minutes reflect that the public is invited to speak on all items included on the agenda. All meeting agendas are publicly posted on the COOR website at: <https://www.cityoforoville.org/home>. Agendas are also distributed upon request via email or hard copy (not sent to the newspaper). The City Council reviews and approves meeting minutes at subsequent meetings, and copies are available upon request via email or the City's website (COOR, 2021d). The City and its representatives work to adhere to the requirements of the Brown Act<sup>1</sup>, the Political Reform Act, and similar laws (COOR, 2021d).

In California, elected members of local agency governing bodies are required to comply with three laws regarding accountability and ethics, including: 1) the Political Reform Act; 2) Assembly Bill 1234 (Salinas, 2005), which requires ethics training; and 3) Government Code 53237 et. seq. which mandates sexual harassment prevention training. A description of each of these three state laws is provided in Chapter 2 Introduction. An assessment regarding the compliance with these three ethics and accountability laws by elected board/council members of each of the subject five wastewater and water-related agencies was made as part of this MSR process.

- Political Reform Act**: California voters passed the Political Reform Act as a ballot measure in the June 1974 election. The Political Reform Act requires the City Clerk, serving as the Filing Officer, to administer the Conflict-of-Interest Code. The City of Oroville has an adopted Code of Ethics which is part of the Municipal Code, Chapter 2.16. The City's Code of Ethics is consistent with the Political Reform Act and is available to the public at the City's website. Officials designated in the Conflict-of-Interest Code are required to file several forms with the City Clerk, including a Statement of Economic Interests (Form 700).

<sup>1</sup> However, complaints about the City's compliance with the Brown Act and other accountability issues were received by the Butte County Grand Jury as detailed in their report: Butte County Grand Jury. June 20, 2022. Annual Report 2021-2022.107-pages. Retrieved from < <https://www.buttecounty.net/Archive.aspx?ADID=818> >.



The City's filing practice provides an online portal to upload Form 700, and this system is regulated by Chapter 2.05 of the Municipal Code and consistent with the Fair Political Practices Commission (FPPC). The dates that City Council Members filed Form 700 are listed below:

- Chuck Reynolds – 3/23/21;
- Scott Thomson – 4/1/21;
- David Pittman – 3/4/21;
- Krysi Riggs – 2/17/21;
- Janet Goodson – 1/21/21;
- Art Hatley – 1/20/21; and
- Eric Smith – 3/29/21;

Statements of Economic Interests are available to the public by contacting the City Clerk. In addition, compliance with the Fair Political Practice Act was assessed by querying the FPPD Complaint and Case Information Portal <<https://www.fppc.ca.gov/enforcement/complaint-and-case-information-portal.html>>.

Query results for the COOR found one open complaint regarding two current City Council members (Janet Goodson and Art Hatley) with case number 2018-01102 opened on October 16, 2018, which remains pending (FPPC, 2021).

- **Assembly Bill 1234 (Salinas, 2005):** Local government officials must take ethics training every two years. Compliance with this law was assessed for each of the five water and wastewater agencies studied in this MSR by asking the City Clerk for the dates and other documentation of training events. COOR's staff indicates that ethics training for the City Council and city managers/supervisors is conducted on a biannual basis and specifically on the dates listed in Table 3-5 below. This is a regularly recurring training. Therefore, COOR's City Council complies with AB 1234.
- **Government Code 53237 et. seq.:** Local government officials must receive the required sexual harassment prevention two-hour training every two years. Compliance with this law was assessed for each of the five water and wastewater agencies studied in this MSR by asking the Council Clerk for the dates and other documentation of training events. COOR's staff indicates that sexual harassment prevention training for the City Council and City managers/supervisors is conducted on a biannual basis and specifically on the dates listed in Table 3-5 below. This is a regularly recurring training. Therefore, COOR's City Council complies with Gov. Code 53237 et. seq.

| <b>City Council Member</b> | <b>Ethics Training Dates</b> | <b>Harassment Prevention Training Dates</b> |
|----------------------------|------------------------------|---|
| Reynolds                   | 01/27/21                     | 01/27/21                                    |
| Thomson                    | 01/27/21                     | 01/27/21                                    |
| Pittman                    | 01/27/21                     | 01/27/21                                    |
| Riggs                      | 01/27/21                     | 01/27/21                                    |
| Smith                      | 01/27/21                     | 01/27/21                                    |
| Hatley                     | 03/10/21                     | 03/08/21                                    |
| Goodson                    | 01/27/21                     | 01/28/21                                    |
| Data Source: (COOR, 2021d) |                              |   |

### 3.3.3 Accountability and Transparency

#### Brown Act

The Brown Act is described in Chapter 2, Introduction, of this MSR. All meetings of the City Council and committees are open to the public in accordance with the Brown Act. The agenda for each meeting includes a public comment period, and agendas are made available 72 hours before meetings. Any written document that relates to an agenda item is available for public inspection at the same time the document is distributed to the members of the City Council. Written hard copy documents are made available at City Hall, and e-copies are posted on the City website. Agendas are also distributed via email upon request (COR, 2021d).

The State Legislature updated the Brown Act in 2016 as codified in Government Code §54954.2 (see also Assembly Bill 2257). These new Brown Act requirements prescribe the methods and location by which an agenda must be accessible on an agency's website for all meetings as detailed in the Introduction, Chapter 2. The new requirements include a provision that meeting agendas be retrievable, downloadable, searchable, and indexable. COOR makes its agendas available on its website as a link from the homepage, which directs to the "services" tab and then to the nested "City Clerk" subtab. The City of Oroville makes its agendas available on its website at the following URL: <<https://www.cityoforoville.org/services/city-clerk-s-office/agendas-minutes>>. This webpage also contains meeting minutes and agendas for the current and previous years. The nested sub-links from the home page do not meet the structural webpage agenda distribution requirements of AB2257. However, once the agendas are located, they are readily available in adobe acrobat's .pdf format, which is retrievable, downloadable, searchable, and indexable. Therefore the City of Oroville website partially complies with the Brown Act 2016 Updates described in AB2257.

During the global Covid-19 pandemic, Governor Newsom's Executive Order N-29-20 suspended parts of the Brown Act that require in-person attendance of City Council members and citizens at public meetings as described in Chapter 2, Introduction. In response to these events, the City implemented teleconference/electronic meeting protocols effective April 2020, allowing for public participation through video conferencing and telephone. During the Covid-19 global pandemic experienced in the years 2020-2021, the City of Oroville held its City Council meetings via YouTube live streams and active participation via Zoom. Both YouTube and Zoom are accessible to the public for free. Participants are able to email in any questions or comments to be read during the City Council meetings as well.

Under the Brown Act, closed sessions of City Council meetings are not encouraged; however, the Act does provide guidance about exceptions when closed sessions can be held under special circumstances. Commonly, LAFCO utilizes the number of closed sessions a City Council holds during a year as an indicator of transparency since fewer closed sessions indicate better transparency levels. For the COOR, the number of closed sessions was evaluated. In the year 2020, the City of Oroville held a total of 30 public meetings, and 19 of these included closed sessions (Oroville, 2020). Most of the closed sessions were related to potential future litigation. Therefore, 63 percent of the meetings included closed sessions, which exceeds the 50 percent standard used to evaluate this metric. Therefore, this is an issue that needs improvement, and it is recommended that the City Council work to reduce the number of closed sessions held annually.

Website

A functional website is an essential communication tool for a city. LAFCO utilizes website functionality as one indicator to determine the accountability and transparency of a Municipality/District. The City

maintains a website located at: [www.cityoforoville.org](http://www.cityoforoville.org), which provides online services and general information about the City, such as City job listings, City museums, local recreation activities, financial information, and links to other local resources. The City's website is kept up to date with current and past meeting agendas and meeting minutes. The website does provide copies of certified annual financial statements and compensation reports as well. The City of Oroville does not seem to have a policy requiring that the COOR website be user-friendly and contain accurate and up-to-date information. It is recommended that the City adopt a policy requiring its website to be user-friendly and contain up-to-date information.

|                  |
|------------------|
| Vision Statement |
|------------------|

|   |
|---|
| <p><b>The City of Oroville will be a vibrant and thriving Community with strong economic, recreational, and cultural opportunities, where you can live, work, and play, all in a day.</b></p> |
|---|

General Accountability

The COOR demonstrated accountability and transparency in its disclosure of information and cooperation with Butte LAFCO. The City cooperated with LAFCO's requests for information and participated in an interview with the MSR consultants. In general, the City works towards compliance with the wastewater regulations described in Appendix C.

The Superior Court of California, County of Butte, is required by law to impanel a grand jury. The major functions of a grand jury are divided into criminal indictments and civil investigations, and the civil investigation portion requires the majority of time. The civil or "watchdog" responsibilities of the grand jury include the examination of all aspects of local government, including cities and special districts, to ensure the county is being governed honestly and efficiently and county monies are being handled appropriately. If an agency is subject to many grand jury inquiries, this can indicate poor performance or a high number of complaints about an agency. In 2018, the City of Oroville was the subject of a grand jury report regarding additional sources of revenue for the City of Oroville. Due to an increased cost of doing business, the City has had to implement drastic staffing cuts, as well as a 10% cut in staff pay and/or benefits. The Grand Jury concluded that the City of Oroville has been left "with a demoralized, depleted staff" and that drastic measures must be taken to find new sources of revenue for the City. Of the nine recommendations made by the Grand Jury, six were implemented (Oroville, 2018). Recently, City-wide staffing levels and associated pay/benefits have been restored (personal communication, D. Nevers, 5/5/2022).

Litigation is expensive for public agencies due to the costs associated with preparing an administrative record, retaining attorneys, and preparing briefs. Therefore, avoidance of litigation

## CONTACT INFORMATION

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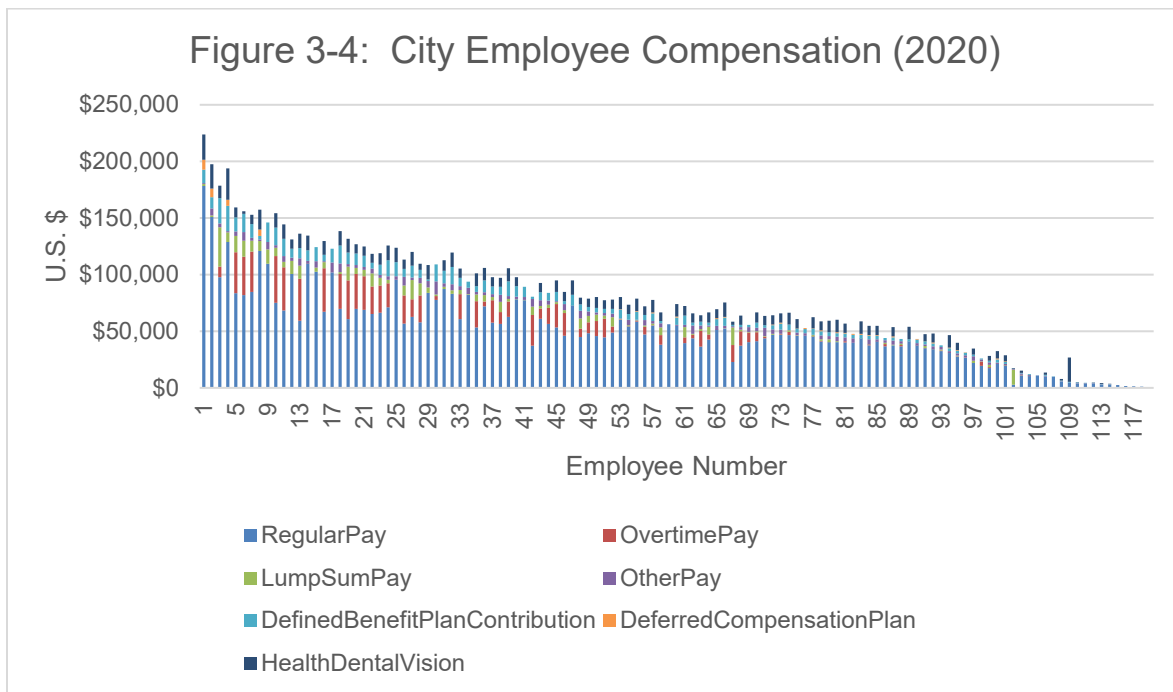
is an indicator of management’s effectiveness in utilizing alternative dispute resolution mechanisms and is utilized as metric for LAFCO’s determination. The City of Oroville is not currently involved in any active litigation (as of December 31, 2020) (Oroville Council Agendas, 2021). However, a review of City Council agendas for 2020 indicates that the City does anticipate potential future litigation related to changing its “at-large” election system to a “by-district” election system.

### 3.3.4 Management Efficiencies

The City Administrator is appointed by and reports to the City Council and is responsible for directing City operations and overseeing and implementing policies on behalf of the City Council. An important part of management effectiveness includes the City adopting a City-wide mission and vision statement. The City’s Mission statement is: “The City of Oroville is dedicated to serving the public, ensuring the safety and vitality of the community, and promoting prosperity for all.” The City Vision Statement is shown in the box, above.

### 3.3.5 Staffing

Oroville had city-wide staffing of 120 employees in the year 2020, as shown in Figure 3-4 below. This chart also shows compensation by category for each employee.



Data Source: CA Auditor, Gov. Compensation Website, 2021

The Public Works Manager Sewer Division is immediately responsible for the Sanitary Sewer System with oversight from the Community Development Director (COOR, 2021d). Six (6) staff are dedicated to the Sewer Division, and those same six staff members are dedicated to the Sanitary Sewer System (COOR, 2021d).

The Sewer Division ultimately reports to the Assistant City Administrator for Community Development, as shown in Figure 3-5 (Oroville CAFR FY19/20, June 30, 2020). The City’s Sewer System Management Plan reports that “The sanitary sewer crew consists of six workers and one manager. The City has adequately staffed the sanitary sewer crew with knowledgeable and trained crew members. At this time, the crew is meeting or exceeding maintenance expectations and completing many projects before the goal date” (COOR, SSMP, 2019).

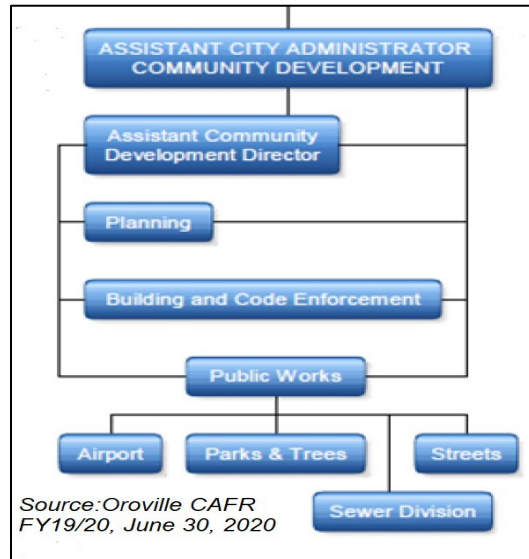


Figure 3- 5: Org Chart, Sewer Division

The City currently uses a combination of on-the-job training and conferences, seminars, and other opportunities to train the wastewater system staff. The California Water Environment Association offers workers who pass specific training a Collection System Maintenance certificate. The City’s goal is to train its wastewater staff to allow them to obtain at least a Grade 2 or Grade 3 certificate (COOR, SSMP, 2019).

| <b>Table 3-6: MSR DETERMINATIONS: ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENT STRUCTURE AND OPERATIONAL EFFICIENCIES</b> |  |   |
|---|--|---|
| <b>Number</b>   | <b>Indicator</b>   | <b>Determination</b>  |
| COOR-Acc-1  | Number of closed sessions during the year 2020 (ideally fewer than 50%).   | In 2020, the City of Oroville held 19 closed sessions, which equates to 65% of the Council meetings. This is an issue that needs improvement. It is recommended that the City Council consider ways to reduce the number of closed sessions it holds in the upcoming years. LAFCO should reevaluate this metric when it next prepares an MSR or SOI for the City. |
| COOR-Acc-2  | Does the agency’s Website comply with the 2016 updates to the Brown Act described in Government Code §54954.2 and enacted by Assembly Bill 2257? | Compliance with the 2016 updates to the Brown Act described in Government Code §54954.2 was evaluated in this MSR. The City of Oroville website partially complies with the Brown Act 2016 Updates described in AB2257. COOR makes its agenda available on its website as a link from the homepage, which directs to the “services”                               |

|            |   |   |
|------------|---|---|
|            |   | <p>(continued)</p> <p>tab and then to the nested “City Clerk” subtab. The nested sub-links from the home page do not meet the structural webpage agenda distribution requirements of AB2257. This is an item that needs improvement. It is recommended that the COOR update its website accordingly.</p>  |
| COOR-Acc-3 | <p>Municipality has a functional website that lists contact information and contains financial statements, compensation reports, and other relevant public information.</p>   | <p>Website functionality was evaluated in this MSR. The City’s website is kept up to date with current and past meeting agendas and meeting minutes. The website does provide copies of certified annual financial statements and compensation reports as well. The City of Oroville does not seem to have a policy requiring that the COOR website be user-friendly and contain accurate and up-to-date information. It is recommended that the City adopt a policy requiring its website to be user-friendly and contain up-to-date information.</p>                            |
| COOR-Acc-4 | <p>Terms of office and next election date are disclosed for City Council members, and committee appointments are online.</p>  | <p>Terms of office and next election date are not disclosed for City Council members on the City’s website. This is an item that needs improvement. It is recommended that the City update its website accordingly. Committee appointments are posted in a PDF file online.</p>   |
| COOR-Acc-5 | <p>Do elected City Council members submit required forms and receive required trainings as prescribed by the three state laws regarding accountability and ethics, including: 1) the Political Reform Act; 2) Assembly Bill 1234 (Salinas, 2005), which requires ethics training; and 3) Government Code 53237 et. seq. which mandates sexual harassment prevention training?</p> | <p>1) The City’s Code of Ethics is consistent with the Political Reform Act’s intent and is available to the public at the City’s website. City Council Members have filed Form 700, Statements of Economic Interests, with the City Clerk. Compliance with Fair Political Practice Act was assessed by querying the FPPD Complaint and Case Information Portal. Query results for the COOR found one open complaint regarding two current City Council members (Janet Goodson and Art Hatley) with case number 2018-01102 opened on October 16, 2018, which remains pending.</p> |



|                   |   |  |
|-------------------|---|--|
|                   |   | <p>(continued)</p> <p>2) Local government officials are required to take ethics training every two years consistent with Assembly Bill 1234 (Salinas, 2005). Ethics training for the City Council and city managers/supervisors is conducted on a biannual basis. This is a regularly recurring training. Therefore, COOR’s City Council complies with AB 1234.</p> <p>3) Local government officials must receive the required sexual harassment prevention two-hour training every two years consistent with Government Code 53237 et. seq. Sexual harassment prevention training for the City Council and City managers/supervisors is conducted on a biannual basis. This is a regularly recurring training. Therefore, COOR’s City Council complies with Gov. Code 53237 et. seq.</p>  |
| <p>COOR-Acc-7</p> | <p>Current litigation and/or grand jury inquiry</p> | <p>In 2018, the City of Oroville was the subject of a grand jury report regarding additional sources of revenue for the City of Oroville. Due to an increased cost of doing business, the City staff has had to implement drastic staffing cuts as well as a 10% cut in pay and/or benefits. The Grand Jury concluded that the City of Oroville has been left “with a demoralized, depleted staff” and that drastic measures must be taken to find new sources of revenue for the City. Of the nine recommendations made by the Grand Jury, six were implemented. Recently, City-wide staffing levels and associated pay/benefits have been restored and most of the issues raised in the grand jury report have been resolved. In 2022 the City was the subject of another Grand Jury report.</p> <p>The City of Oroville is not currently involved in any litigation (Oroville, 2021).</p> |

### 3.4: Growth and Population Forecasts

The growth and population projection for the affected area is a determination which LAFCO is required to describe, consistent with the MSR Guidelines from the Office of Planning & Research (OPR) as set forth in the CKH Act. This section provides information on the existing population

and future growth projections for the City of Oroville. Historical and anticipated population growth is a factor that affects service demand. Appendix A at the end of this MSR/SOI Update provides detailed demographic and socio-economic information for the County of Butte. Economic forecasts for the County of Butte are provided in Appendices B and C.

### 3.4.1 Existing Population

There are approximately 18,863 residents within the City boundaries as of 2022 (CA DOF, 2022). This is a decline in population of 5.4 percent from the 2020 population of 18,888. Of the 18,863 residents within the City boundaries, it is estimated that 12,200 receive wastewater collection services from COOR. Detailed information regarding population demographics in Butte County is provided in Appendix A.

| <b>Name of City</b>   | <b>Population in Boundary(1)</b> | <b>Number of Registered Voters in Boundary(2)</b> | <b>Population in SOI only(3)</b> |
|---|----------------------------------|---|----------------------------------|
| City of Oroville  | 18,863                           | 9,515   | 36,540                           |
| Sources:<br>(1) California Department of Finance. E-1 Population Estimates for Cities, Counties, and the State: January 1, 2021 and 2022. Sacramento, California.<br><a href="https://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/">https://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/</a> .<br>(2). Registered Voter data provided by Butte County Elections Office, Denlay, Keaton, August 9, 2021.<br>(3): Calculated estimate based on an average of 2.16 persons per parcel in Butte County. |                                  |   |                                  |

In addition to its permanent population, Oroville’s wastewater system also provides services to temporary visitors to the area for both day use and overnight activities. For example, the Lake Oroville Recreational Area has approximately 1 million visitors annually. A portion of these visitors may utilize businesses located within the City’s sewer service area. The City’s historic downtown area, special events, and river access also attract visitors.

### 3.4.2 Existing Population in SOI

COOR’s SOI population (outside the City Boundary) is estimated to be 36,540 people based upon an average of 2.16 persons per Assessor’s Parcel in Butte County, as listed in Table 3-7, above. Thus, more than twice as many people reside in the unincorporated SOI as within the City boundary. This is because of the SOI’s large size at 33,744 acres, which is more than 3.8 times larger than the City boundary.

### 3.4.3 Projected Population Growth

Projecting a city’s future population is complicated due to varying annexation rates and census tracts that do not match City boundaries. Data from the California Department of Finance (DOF) was used to project population growth for Butte County, as shown in Table 3-8 below. To analyze the impact of anticipated future population growth of the City on the provision of wastewater services, two growth scenarios -- a “moderate” and a “low” scenario -- are presented in Table 3-8 below. In the “moderate” growth estimate, the DOF’s population projection for the County of

|  | <b>2020</b> | <b>2025</b> | <b>2030</b> | <b>2035</b> | <b>2040</b> | <b>2045</b> | <b>Percent Increase 2020 to 2045</b> | <b>Numeric Increase 2020 to 2045</b> | <b>CAGR 2020 to 2045</b> |
|--|-------------|-------------|-------------|-------------|-------------|-------------|--------------------------------------|--------------------------------------|--------------------------|
| County of Butte <sup>1</sup>             | 206,362     | 230,691     | 236,874     | 242,240     | 246,453     | 249,457     | 20.9%                                | 43,095                               | 0.76%                    |
| City of Oroville (Moderate) <sup>2</sup> | 18,888*     | 21,113      | 21,679      | 22,170      | 22,555      | 22,830      | 20.9%                                | 3,942                                | 0.76%                    |
| City of Oroville (Low) <sup>3</sup>      | 19,440*     | 19,621      | 20,052      | 20,550      | 21,457      | 22,524      | 15.9%                                | 3,084                                | 0.59%                    |

**Sources:**  
1: California Department of Finance. Demographic Research Unit. Report P-2A: Total Population Projections, California Counties, 2010-2060 (Baseline 2019 Population Projections; Vintage 2020 Release). Sacramento: California. July 2021.  
2: Population projection for COOR calculated as 9.15 percent of The County of Butte's population.  
3: Low population estimate from BCAG Post Camp Fire Study 2020  
\*Note: the City's 2022 population estimate from the CA DOF is 18,863 persons.

Butte is utilized to extrapolate population growth rates for the City of Oroville. By the year 2045, it is estimated that COOR's existing boundary could encompass a population of 22,830 persons. This represents an average annual growth rate (i.e., compound rate) (CAGR) of 0.76 percent between the years 2020 and 2045. For the "low" growth estimate, data from the Butte County Association of Governments (BCAG) was utilized.

Approximately every four years, the Butte County Association of Governments (BCAG) prepares long-term regional growth forecasts of housing, population, and employment for the Butte County area. The BCAG's Planning Directors Group contributed towards the development of low, medium, and high scenario forecasts of housing, population, and employment. The Post-Camp Fire demographics were utilized in the Table above. Given that the 2022 population declined to 18,863, the low estimate from BCAG seems to be on-trend. The Oroville 2030 General Plan anticipates a "high" population growth rate and describes the location and policies to guide this growth. The addition of 3,940 more people to the COOR by 2045 is possible as the City has under-developed areas within existing boundaries that could potentially be available for more intensive residential development.

#### *3.4.4 Existing Land Use*

Land-use is a factor that affects population growth and, therefore, demand for public services.

Boundary Area: Oroville's topography is typical of the Sacramento Valley, being a relatively flat alluvial area at an elevation of 150 feet mean sea level (msl) near the airport and Feather River, up to 400 feet msl in the eastern foothill area. Oroville's boundary area is divided into two parts: a smaller-sized western area; and the larger eastern area. The western area contains the Oroville Municipal Airport, accommodating private planes, charter flights, and private jets; and has a visitor and pilot lounge. An 18-hole golf course and club house are located next to the airport.

The eastern area of the City contains a range of land-uses, including residential, commercial, industrial, and open space. Oroville's historic downtown district contains many shops and cafés. Single-family and multi-family residential homes on a standard grid pattern of streets surround the historic downtown core. The primary commercial corridors are located along State Highways 70 and 162 (Oroville Dam Boulevard). The commercial corridor contains grocery stores, fast food facilities, and other consumer amenities. Oroville Hospital is a 153-bed facility located on Olive Highway. The City has two U.S. Post office locations, one on Myers Street and another on Robinson Street. Most of the higher-density residential subdivisions are located south and east of the Feather River. The south-central part of the City near Bagget Palmero Road contains industrial land-uses.

The City of Oroville has approximately 7,439 housing units as of January 1, 2021 (CA, DOF). The City's housing stock is older than for California as a whole. Only 15.8 percent of Oroville's homes were built after 1990 compared to 25.5 percent for all of California. Homes built after 1990 are more likely to have plumbing fixtures that are compliant with state and federal water and building standards. Additional information about housing in Oroville and Butte County is provided in Appendices A and B at the end of this MSR.

The City includes numerous parks operated by the Feather River Recreation & Park District, such as the Feather River Parkway, Gary Nolan Baseball Complex with Play Town USA, Nelson Park and Swimming Pool, and Riverbend Park. Oroville is located adjacent to Highway 70, which provides a north-south direction transportation corridor. Highway 70 allows direct connection to Interstate 5 and State Highway 99. The incorporated boundary area contains a relatively higher population density as compared to the undeveloped land surrounding the City. Agricultural land use is both a historic and currently active part of the community, as shown in Figure 3-6.

SOI Land-Use: A portion of the land in Oroville’s SOI is currently developed with urban, suburban, and rural land-uses. Since the SOI remains unincorporated, the Butte County General Plan is the guiding land-use document, as described in the following pages. However, the City of Oroville 2030 General Plan anticipates potential future annexation of SOI areas, and the City’s Plan designates those undeveloped and under-developed portions of the SOI as urban and suburban development densities with a minimum of one unit per acre. Additionally, BCAG’s land-use model prepared as part of the post-Camp-Fire Study indicates that land available in the SOI may be suitable for future development, pending future studies and permits, as shown in Figure 3-9.

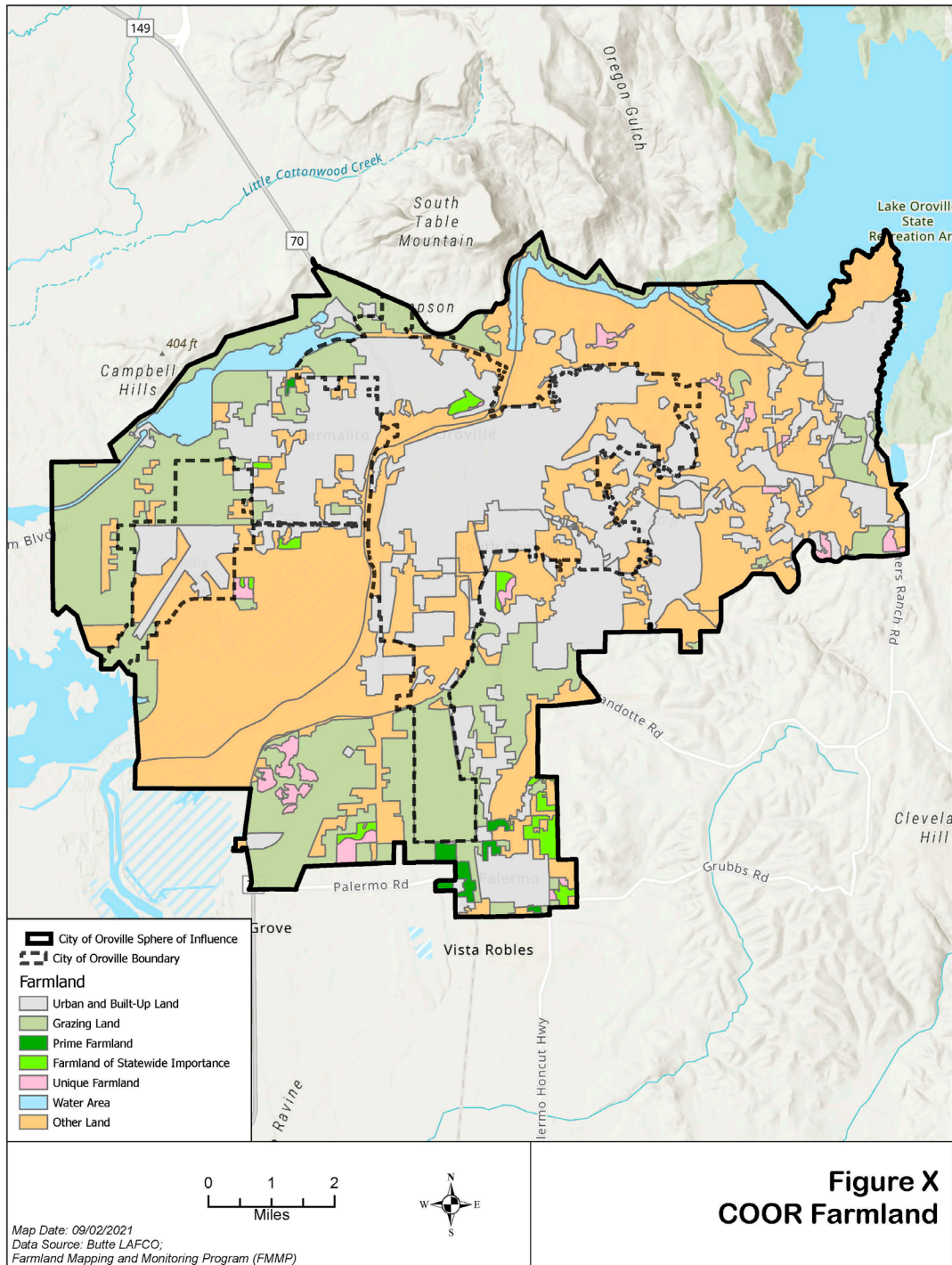
#### Open Space & Agriculture

Butte LAFCO aims to protect open space and agricultural uses. For purposes of this MSR analysis, open space data was derived from the County General Plan land-use data. In addition, the Farmland Mapping and Monitoring Program (FMMP) managed by the California Natural Resources Agency has provided data for agricultural land classifications in the Oroville Area, as shown in Figure 3-6. Some limited agricultural land remains within the City limits, and agriculture is more extensive throughout the SOI. Within the City boundaries, grazing and pasture land is the most common agricultural use. Outside the boundaries, but within the SOI, there is prime farmland and farmland of statewide importance that support citrus orchards, olive orchards, and other agricultural uses.

The City’s provision of wastewater services to open space and agricultural areas (i.e., non-structural) within its boundaries is minimal. LAFCO has an interest in documenting the conversion of agricultural and open space lands to other land use types, such as residential use. The provision

**Figure 3-6: Farmland**

*This page is reserved for the farmland map, which will be inserted here in a high-resolution format.*





of municipal services, such as the COOR wastewater collection and conveyance services, can play a role in these types of land-use conversions. Additionally, COOR does have authority over land use within its boundary, and land-use decisions directly influence open space and agriculture.

#### Oroville General Plan 2030

The Oroville 2030 General Plan was adopted in 2009 and updated in March 2015. The General Plan serves as a comprehensive guide for making decisions about land use, community character, circulation, open space, the environment, and public health and safety. The City General Plan contains guiding principles related to livability, enhanced mobility, a vibrant local economy, natural resources, environment, recreation, community infrastructure, health and safety, and an involved citizenry (COOR, 2015). The General Plan provides the legal foundation for the zoning ordinance and other ordinances. The General Plan recognizes the water and wastewater services provided to City residents by other service providers, including TWSD, LOAPUD, SFWPA, and the California Water Service Company. The City's general plan contains numerous policies regarding the provision of water and wastewater municipal services. The City of Oroville's 2022 – 2030 Draft Housing Element is available for public review and comment at: <https://www.orovalhoousingelement.com/>.

#### Butte County General Plan 2030

The Sphere of Influence area is entirely unincorporated and subject to the land-use policies and regulations of Butte County. Most land-use decisions in the SOI, initiated by private property owners over the last decade, are secured via entitlements and land-use permits from Butte County and other agencies. In addition, the County plans for its future growth through its General Plan, which is a long-term comprehensive framework to guide physical, social, and economic development within the community's planning area. The General Plan contains a land-use map and associated policies that identify the types and intensities of permissible uses in relation to different land use designations. The Butte County General Plan 2030 was updated and adopted on October 26, 2010 (County Resolution No. 10-152) and Amended on November 6, 2012 (County Resolution No. 12-124).

The General Plan Housing Element was subsequently updated on August 26, 2014, through County Resolution No. 14-112. Butte County has opted to update its housing elements every eight years. The 2022 update to the Housing Element will aim to align with their Regional Transportation Plans (which are updated every four years) and the housing plans in the Regional Sustainable Communities Strategy (See BCAG). The County General Plan and associated housing element influence both the type and the rate of growth within the unincorporated areas, such as the City's SOI.

Figure 3-7: General Plan Land Use Designation. Crosswalked Butte County and City of Oroville  
*This page is reserved for the GP map, which will be inserted here in a high-resolution format.*

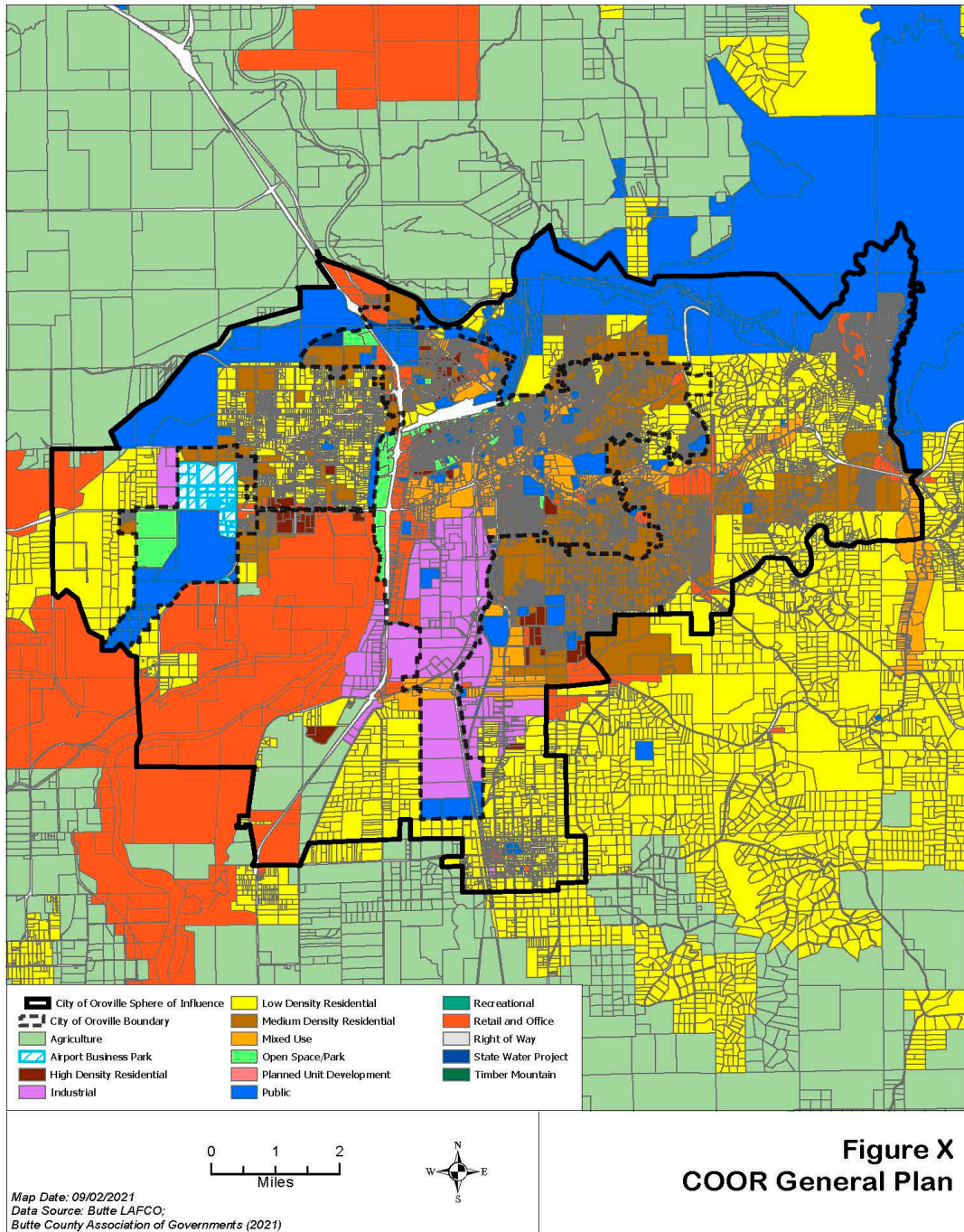
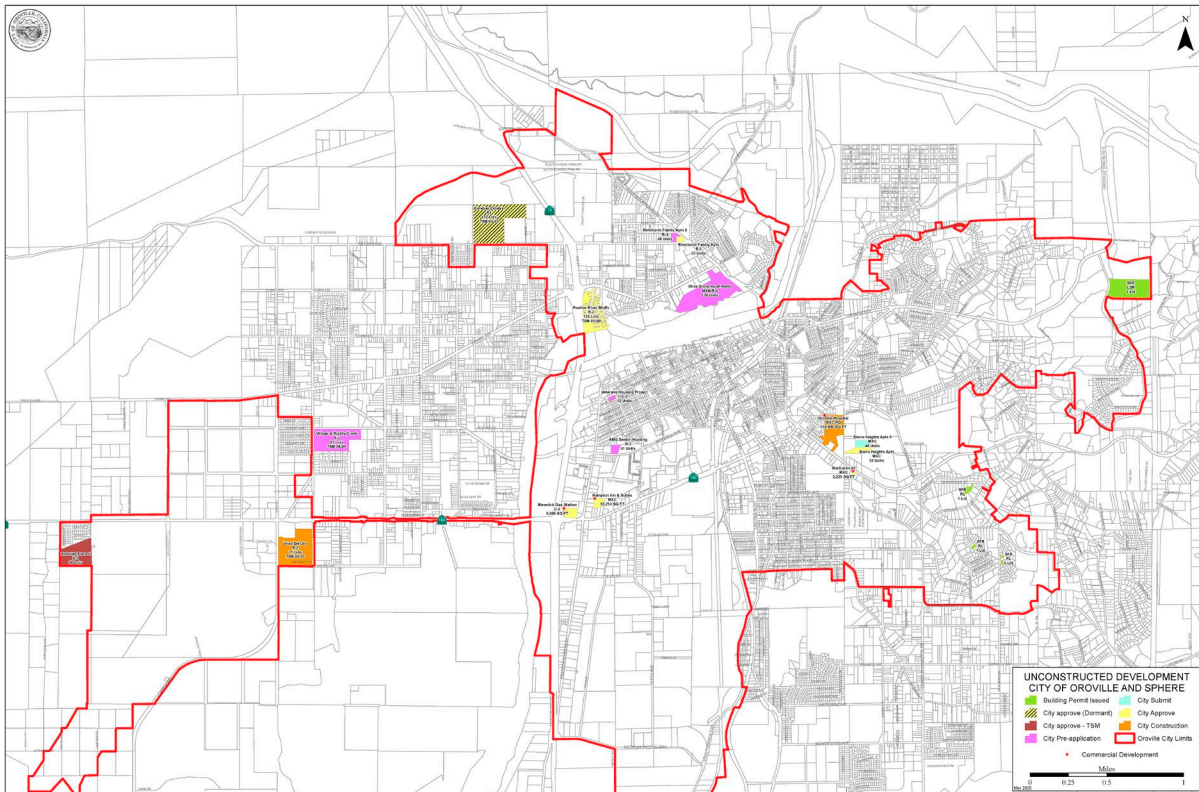


Figure 3-7 (previous page) provides a map that merges the County’s General Plan Land-Use Map in the SOI with the City’s General Plan Land Use Map for the incorporated boundary through the use of crosswalks to graphically show the spatial relationships in land-use designations. Butte County is currently in the process of updating its General Plan to create a new General Plan 2040. Since the devastating Camp and North Complex Fires destroyed nearly 17,000 structures, including more than 14,000 homes, and displaced many more residents, an updated General Plan is needed to support the County’s efforts to rebuild and create a more resilient future. The new General Plan update will address issues related to climate adaptation, environmental justice, and other new State laws.

### 3.4.5 Potential Future Development

Future population growth within the City and its SOI depends on General Plan policies, zoning, and associated land-use designations in the region. The City General Plan and the County of Butte General Plan both provide a series of goals, policies, standards, and implementation programs to guide land use, development, and environmental quality in the area. Tables 3-9, 3-10, and 3-11 on the following pages list the new major projects that are in the planning and development stages within the City. As listed in Tables 3-9, 3-10, and 3-11, there is considerable room within the City boundary for infill development. The City Planning Division has prepared a map of proposed/approved infill development projects within the City boundary, as shown in Figure 3-8 below.

Figure 3-8: Infill Development Opportunities within the City and SOI





**Table 3-9: Single Family Residential Projects**

| Name of Development  | Developer             | Number of dwelling units | Project Type | Location  | Status                                    |
|--|-----------------------|--------------------------|--------------|---|---|
| Vista Del Oro  | Crowne Communities    | 71 units                 | Market Rate  | Larkin & SR162 West<br>N1: Thermalito               | City Approve.<br>Active Construction      |
| Village at Ruddy Creek   | ---                   | 97 units                 | Market Rate  | 18 <sup>th</sup> St & Feather Ave<br>N1: Thermalito | City Approved.<br>Annexation Approved     |
| Linkside Place II  | Genesis Engineering   | 56 units                 | Market Rate  | SR162 West & Christian Ave<br>N1: Thermalito        | City Approved TSM. Final Map Under Review |
| Acacia Estates   | Individual developers | 14 units                 | Market Rate  | Acacia Ave & Hawley Trail<br>N6: Canyon Highlands   | City Approved.<br>Active Construction     |
| Total: 238 single-family units   |                       |                          |              |   |   |
| Data Source: the City of Oroville, Webpage entitled "Current Applications & Projects. " Updated June 3, 2021. Retrieved on September 8, 2021 from: < <a href="https://www.cityoforoville.org/services/planning-development-services-department/planning-division/planning-projects">https://www.cityoforoville.org/services/planning-development-services-department/planning-division/planning-projects</a> > |                       |                          |              |   |   |

**Table 3-10: Multi-Family Residential Projects**

| Name of Development                 | Developer             | Number of dwelling units | Project Type      | Location   | Status                                    |
|-------------------------------------|-----------------------|--------------------------|-------------------|--|---|
| Riverbend Family Apartments         | AMG & Associates      | 72 units                 | Affordable Family | Table Mountain Blvd & Nelson Ave. N2: Table Mountain               | City Approve. Building plans under review |
| Riverbend Family Apartments Phase 2 | AMG & Associates      | 48 units                 | Affordable Family | Table Mountain Blvd & Nelson Ave. N2: Table Mountain               | Submitted. Application Under Review       |
| Olive Ranch Apartments Phase 1      | Development Companies | 81 units                 | Affordable Family | SW Corner of Table Mountain Blvd & Grand Ave. N2: Table Mountain   | City Approve. Active Construction         |
| Olive Ranch Apartments Phase 2      | Development Companies | 80 units                 | Affordable Family | SW Corner of Table Mountain Blvd & Grand Ave<br>N2: Table Mountain | City Approve. Active Construction         |

|   |  |                   |                              |   |   |
|---|--|-------------------|------------------------------|---|---|
| Prospect View   | AMG & Associates                         | 40 units          | Permanent Supportive Housing | Nelson Ave (APN: 031-150-079). N2: Table Mountain                                   | City Approve Expected CD Submittal Q4. 2021 |
| Base Camp Village II  | Base Camp Village, Inc                   | 12 units          | Market Rate                  | 86 Mono Ave. (APN: 031-051-027). N2: Table Mountain                                 | City Approve                                |
| AMG Mitchell Ave  | AMG & Associates                         | 36 units          | Affordable Senior            | Mitchell Ave (APN: 035-240-044). N7: Downtown                                       | City Approve. Building plans under review   |
| AMG Mitchell Ave Phase 2  | AMG & Associates                         | 36 units          | Affordable Senior            | Mitchell Ave (APN: 035-240-043). N7: Downtown                                       | Submitted. Application Under Review         |
| Oroville Veterans Village, Phase 1  | Veterans Housing Development Corporation | 12-unit townhomes | CalVet Home Loan             | 711 Montgomery Street. Between 6 <sup>th</sup> and 7 <sup>th</sup> Ave N7: Downtown | City Approve                                |
| Oroville Veterans Village, Mitchell Corp Yard   | Veterans Housing Development Corporation | 64 units          | Affordable Veterans Housing  | Mitchell Ave. Behind the City Corporation Yard N7: Downtown                         | Applicant designing and planning project    |
| Sierra Heights Apartments   | Willow Partners                          | 52 units          | Affordable Senior            | Executive Parkway & Hillview Ridge N9: Foothills                                    | City Approve. Active Construction           |
| Sierra Heights Apartments Phase 2   | Willow Partners                          | 48 units          | Affordable Senior            | Executive Parkway & Hillview Ridge N9: Foothills                                    | City Approve. Active Construction           |
| Cascade Apartments  | Cascade Housing                          | 35 units          | Affordable Family            | Mitchell Ave (APN: 035-240-100). C2: Feather River Blvd North                       | Submitted. Application Under Review         |
| <p>Total: 619 multi-family units<br/> Data Source: City of Oroville, Webpage entitled "Current Applications &amp; Projects. " Updated June 3, 2021. Retrieved on September 8, 2021 from: <a href="https://www.cityoforoville.org/services/planning-development-services-department/planning-division/planning-projects">https://www.cityoforoville.org/services/planning-development-services-department/planning-division/planning-projects</a> &gt;</p> |  |                   |                              |   |   |

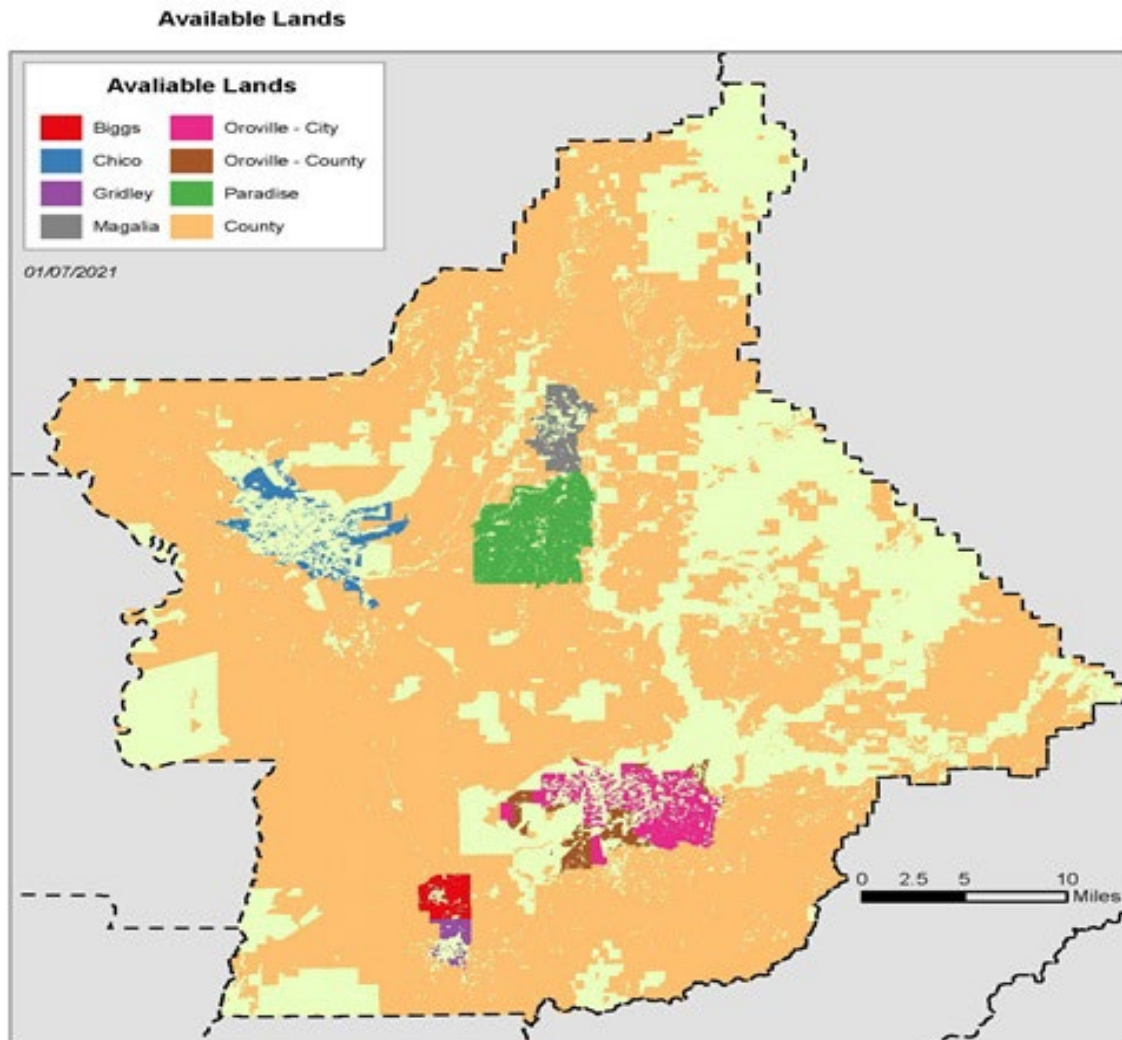
**Table 3-11: Commercial Projects**

| Name of Development   | Developer                                     | Square Footage            | Location   | Status                                    |
|---|---|---------------------------|--|---|
| Oroville Hospital   | Sundt/Modern Building Joint Venture           | 158,900 sq. ft. (5-story) | 2767 Olive Hwy. (APN: 013-260-081). C1: Oroville Dam/Olive Highway         | City Approve. Active Construction         |
| Starbucks   | KDC Construction / Coastal Star Partners, LLC | 2,225 sq. ft.             | 3004 Olive Hwy (APNs: 013-300-075 & -087). C1: Oroville Dam/Olive Highway  | Construction Completed December 2020      |
| Maverik Fueling Station   | Sierra View / Maverik, Inc.                   | 6,000 sq. ft.             | 350 Oro Dam Blvd E (APN: 035-030-108). C1: Oroville Dam/Olive Highway      | City Approve. Active Construction         |
| Hampton Inn and Suites  | Lenzi Incorporated                            | 55,253 sq. ft. (4 story)  | 2355 Feather River Blvd (APN: 035-030-099). C1: Oroville Dam/Olive Highway | City Approve. Building Plans Under Review |
| Arby's  | Kang Foods                                    | 2,233 sq. ft.             | 680 Oro Dam Blvd E (APN: 035-260-084). C1: Oroville Dam/Olive Highway      | City Approve                              |
| <p>Total: 224,611 square feet of commercial space<br/>           Data Source: City of Oroville, Webpage entitled "Current Applications &amp; Projects." Updated June 3, 2021. Retrieved on September 8, 2021 from: &lt;<a href="https://www.cityoforoville.org/services/planning-development-services-department/planning-division/planning-projects">https://www.cityoforoville.org/services/planning-development-services-department/planning-division/planning-projects</a> &gt;</p> |   |                           |  |   |



The State legislature has recently passed several new laws allowing the construction of accessory dwelling units (SB 9) and junior accessory units (aka ‘granny flats’) with the aim to increase the supply of housing. The City of Oroville and its SOI have many residential lots that have the potential to be developed with accessory dwelling units in the future. Additionally, BCAG’s land-use model prepared as part of the post-Camp-Fire Study indicates that land available in Oroville’s SOI may be suitable for future development, pending future studies and permits, as shown in Figure 3-9.

Figure 3-9: BCAG’s GIS Model of Potentially Available Land



### 3.4.6 Local Hazard Mitigation Plan and Other Hazards

The Butte County General Plan’s Safety Element [which includes the Local Hazard Mitigation Plan (LHMP)], was adopted by the County Board of Supervisors on November 5, 2019. (Butte OEM, 2019). Butte County, along with five incorporated communities and ten special districts prepared the 2019 LHMP in order to make the County and its residents less vulnerable to future

hazard events. The City of Oroville is the subject of a dedicated appendix (D) in the LHMP. The LHMP indicates that the City’s wastewater system has the potential to be impacted by natural hazards, including floods, liquefaction (moderate risk), and wildfires (moderate risk). For example, flooding can potentially send contaminated storm water into local sewer pipes.

Related to the Safety Element is the Butte County Climate Change Vulnerability Assessment, which was published July 2021. The Vulnerability Assessment recognizes that natural hazards can impact the wastewater collection, conveyance, treatment, and disposal system and associated buildings and infrastructure. The natural hazards identified in the Assessment include flooding, storms, drought, wind, and fires (Butte County, 2021b). Additionally, excessive summer heat could influence the ability of the City’s public works staff and nearby service provider staff to work outside to repair or upgrade wastewater infrastructure.

In addition to experiencing local natural hazards, the City of Oroville has also experienced a local housing shortage. Since the Camp Fire, many Paradise residents have relocated to the cities of Chico and Oroville. As a result, the inventory of housing available for-sale has become extremely limited, and prices have increased. Additionally, rental housing vacancy rates have been low in Oroville since the fire occurred.

*Determinations for Growth and Population*

Based on the information included in Sections 3.1 through 3.4, above, the following written determinations make statements involving each service factor which the Commission must consider as part of a municipal service review. The determinations listed below in Table 3-12 are based upon the data presented, and are recommended to the Commission for consideration. The Commission’s final MSR determinations are part of a Resolution which the Commission formally adopted during a public meeting.

| <b>Table 3-12: MSR DETERMINATION: GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA</b> |                              |  |
|---|------------------------------|--|
| <b>Number</b>   | <b>Indicator</b>             | <b>Determination</b>   |
| COOR-Pop-1  | Existing Boundary.           | The City of Oroville’s geographic boundary encompasses 8,872 acres and includes 7,447 assessor parcels   |
| COOR-Pop-2  | Existing Sphere of Influence | The original SOI study prepared for the City of Oroville was completed in 1985. Today, the City’s SOI encompasses 33,744 acres and 16,917 assessor parcels. City staff indicated that it believes that the current configuration Sphere of Influence is adequate for projected future growth.  |
| COOR-Pop-3  | Extra-territorial Services   | The COOR does provide extra-territorial services to customers located outside of its City boundary. Specifically, the City provides wastewater collection services to 19 parcels outside the City boundaries. The City is requested to provide the details of the 19 parcels to LAFCo so that any boundary corrections are correctly mapped. |

**Table 3-12: MSR DETERMINATION: GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA**

| Number     | Indicator  | Determination  |
|------------|--|--|
| COOR-Pop-4 | Projected population in years 2020 to 2045.  | In the “moderate” growth estimate, the DOF’s population projection for the County of Butte is utilized to extrapolate population growth rates for the City of Oroville. By the year 2045, it is estimated that COOR’s existing boundary could encompass a population of 22,830 persons. This represents an average annual growth rate (i.e., compound rate) of 0.76 percent between the years 2020 and 2045. However, due to a decline in population from 2020 to 2021, potentially related to movement related to the Camp Fire, the “low” growth scenario may be more on-trend.  |
| COOR-Pop-5 | City boundaries contain sufficient land area to accommodate projected growth.            | Currently, the City’s boundary area supports an average of two persons per acre, which is considered low population density. The City’s General Plan suggests that future growth may occur within the COOR’s boundary. The City’s boundaries contain sufficient land area to accommodate projected growth. It is recommended that COOR utilize its GIS system to maintain a vacant land inventory list as recommended by Action 3.1.1 of the City’s Housing Element. Additionally, prior to any annexation proposal, the City should prepare a land absorption study to demonstrate additional annexed lands are necessary to support expected growth beyond current boundaries. |
| COOR-Pop-6 | Effect that the City’s service provision will have on open space and agricultural lands. | There are agricultural lands within the City’s boundary and SOI. The City’s land-use decisions do have a direct effect on agricultural land and open space.  |

### 3.5 Disadvantaged Communities

LAFCO’s MSRs typically describe Disadvantaged Unincorporated Communities (DUCs). DUCs are a census “block” where the annual median household income (MHI) is less than 80 percent of the statewide MHI. The statewide annual median household income (MHI) in California for 2019 was \$75,235 (U.S. Census, 2021). Eighty percent of the statewide MHI (2019) equals \$60,188.00, the threshold used to determine which geographic areas qualify for classification as disadvantaged communities. The year 2019 is utilized as the baseline year because it corresponds to the CALAFCO map. Please note that since Oroville is an incorporated City, there are no DUCs within its boundaries.

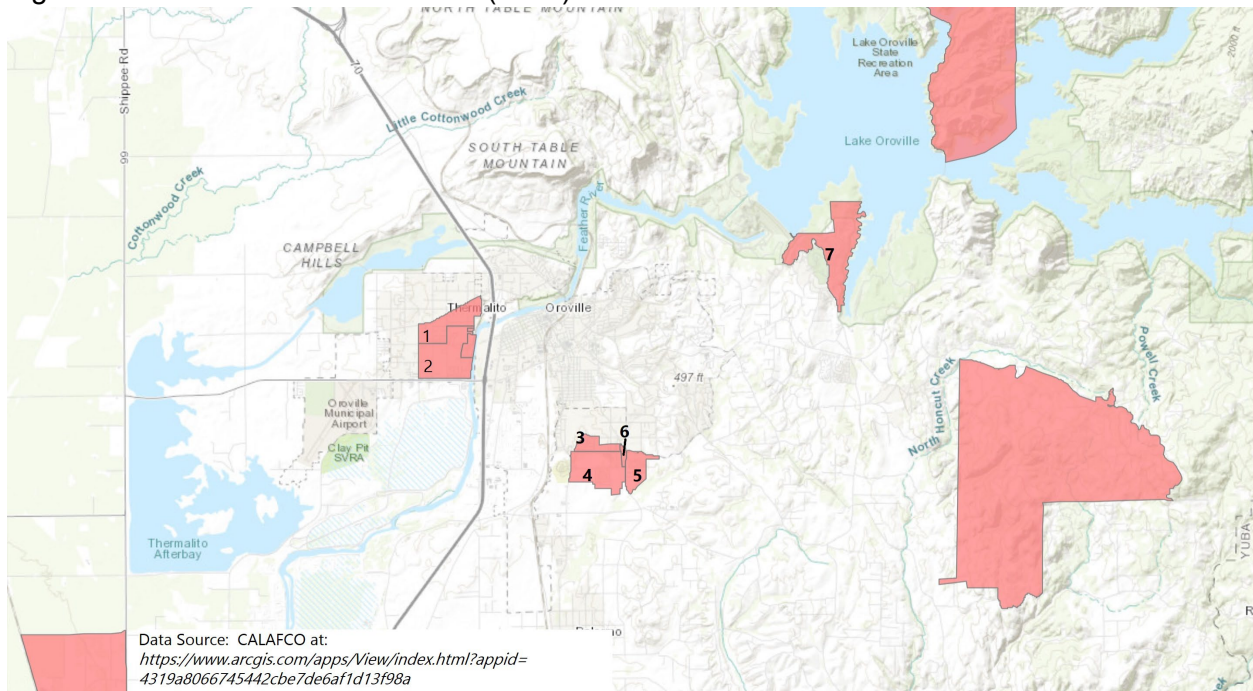
### Disadvantaged Unincorporated Communities within the City's SOI

Disadvantage Unincorporated Communities (DUCs) within the City's Sphere of Influence is the topic of a mandated LAFCO determination. DUCs are defined as areas with the following features:

- Inhabited with ten or more homes adjacent or in close proximity to one another; and
- Either within a city's SOI, islands within a city boundary, or geographically isolated and have existed for more than 50 years; and
- The median household income is 80 percent or less than the statewide median household income.

As shown in Figure 3-10, there are seven census “blocks” with median household income below the state threshold in Oroville’s SOI. These areas are classified as DUC’s.

Figure 3-10: DUCs in Oroville’s SOI (2019)



The seven census blocks are marked with numbers 1-7 in Figure 3-10 above and these numbers correspond to those listed in Table 3-13, below. Table 3-13 provides data for the year 2019 because that relates to the data CALFCO utilized to create the above map.



| # on Map | Census Block #                    | 2019 MHI Threshold | Block MHI (2019) |
|----------|-----------------------------------|--------------------|------------------|
| 1        | Block Group 3, Census Tract 37    | \$60,188           | \$32,045         |
| 2        | Block Group 4, Census Tract 37    | \$60,188           | \$23,210         |
| 3        | Block Group 3, Census Tract 30.02 | \$60,188           | \$47,500         |
| 4        | Block Group 2, Census Tract 30.02 | \$60,188           | \$46,964         |
| 5        | Block Group 4, Census Tract 31    | \$60,188           | \$47,961         |
| 6        | Block Group 1, Census Tract 30.01 | \$60,188           | \$29,792         |
| 7        | Block Group 2, Census Tract 26.02 | \$60,188           | \$47,426         |

*Data Source: 2019 data from CALAFCO Statewide DUC Map using American Community Survey 5-Year Data (2015-19) Updated Mar 2022.*

Please note that newer data based on the 2020 U.S. Census is slowly being released. The 2020 U.S. Census also created spatial changes such that the geographic layout of census tracts and census blocks may have significantly expanded or contracted. The statewide annual median household income (MHI) in California for 2022 is \$88,930 (ESRI, 2022).

The unincorporated areas are provided public services from numerous local and state agencies<sup>2</sup>. Water service to the DUCs is provided by local water service purveyors that vary according to geographic service area as follows:

- South Feather Water and Power Agency provides water service to the eastern portion of the City boundary and its SOI, as shown in Figure 6-2.
- Thermalito Water and Sewer District delivers water service to the northern portion of the City boundary and its SOI, as shown in Figure 7-2.
- California Water Service Company delivers water to the central and southern portion of the City
- Individual wells may be located on private parcels.

Wastewater collection and conveyance are provided to the City's SOI by the Thermalito Water and Sewer District in the northwestern part of the SOI, and by the Lake Oroville Area PUD in the eastern part of the SOI. Some parcels in the SOI rely upon septic tanks. Fire protection service is provided to the City's SOI by two agencies. The portions of the SOI to the north, west, and the east (to some extent) are provided fire protection by the Butte County Fire Department (BCFD)/CALFIRE. Butte County Fire/CALFIRE Department provides services to approximately 1,550 square miles of Butte County and approximately 102,000 unincorporated residents from 42 fire stations. CALFIRE also contracts with the COOR to provide fire protection services to the community.

All of Oroville's SOI areas receive essential municipal services of water, wastewater, and structural fire protection (or acceptable private alternatives). Therefore, no communities within the existing COOR boundary or adjacent to the City's SOI lack public services, and no health or safety issues have been identified.

### Disadvantaged Communities within the City Boundary

This paragraph describes Disadvantaged Communities (DACs) within the City limits. A DAC is a census tract where the annual median household income (MHI) is less than 80 percent of the statewide MHI. The statewide annual median household income (MHI) in California for 2019 was \$75,235 (U.S. Census, 2021). However, this increased in year 2022 to a statewide annual median household income (MHI) in California of \$88,930 (ESRI, 2022). Nevertheless, the year 2019 is utilized as the baseline year because it is the most recent year for which numerical and spatial (GIS) data is consistently available. Eighty percent of the statewide MHI (2019) equals \$60,188.00, the threshold used to determine which geographic areas qualify for classification as disadvantaged communities. This analysis uses Census Tracts to determine DACs because this level of analysis provides the most uniform income data available statewide and Census Tract data is often used by the State agencies, such as the State Water Resources Control Board, to determine grant and loan awards. Data for this analysis were collected from the 2019 American Community Survey 5-Year Estimates at the census tract level.

12 census tracts lie within the City of Oroville’s boundary and sphere of influence, as listed in Table 3-14 below. Eleven of the 12 census tracts have a median household income below \$60,188 which classifies them as disadvantaged communities (DAC). The only census tract in the City of Oroville’s boundary that was not classified as a DAC was census tract 26.01, which had a median household income of \$66,750.

| <b>Census Tract</b> | <b>Population (2020)</b> | <b>Square Miles</b> | <b>Median Household Income (2019)</b> |
|---------------------|--------------------------|---------------------|---------------------------------------|
| 25                  | 5,353                    | 54.94               | 37,054                                |
| 27                  | 5,965                    | 5.14                | 49,029                                |
| 28                  | 4,437                    | 1.7                 | 27,031                                |
| 29                  | 3,310                    | 2.42                | 48,897                                |
| 30.01               | 3,375                    | 0.89                | 29,235                                |
| 30.02               | 3,587                    | 6.62                | 41,377                                |
| 32                  | 4,261                    | 15.31               | 40,318                                |
| 37                  | 4,884                    | 48.42               | 32,401                                |
| 26.01               | 2,508                    | 7.78                | 66,750                                |
| 26.02               | 3,661                    | 9.93                | 48,090                                |
| 31                  | 4,671                    | 4.75                | 52,258                                |
| 33                  | 5,246                    | 119.58              | 47,411                                |

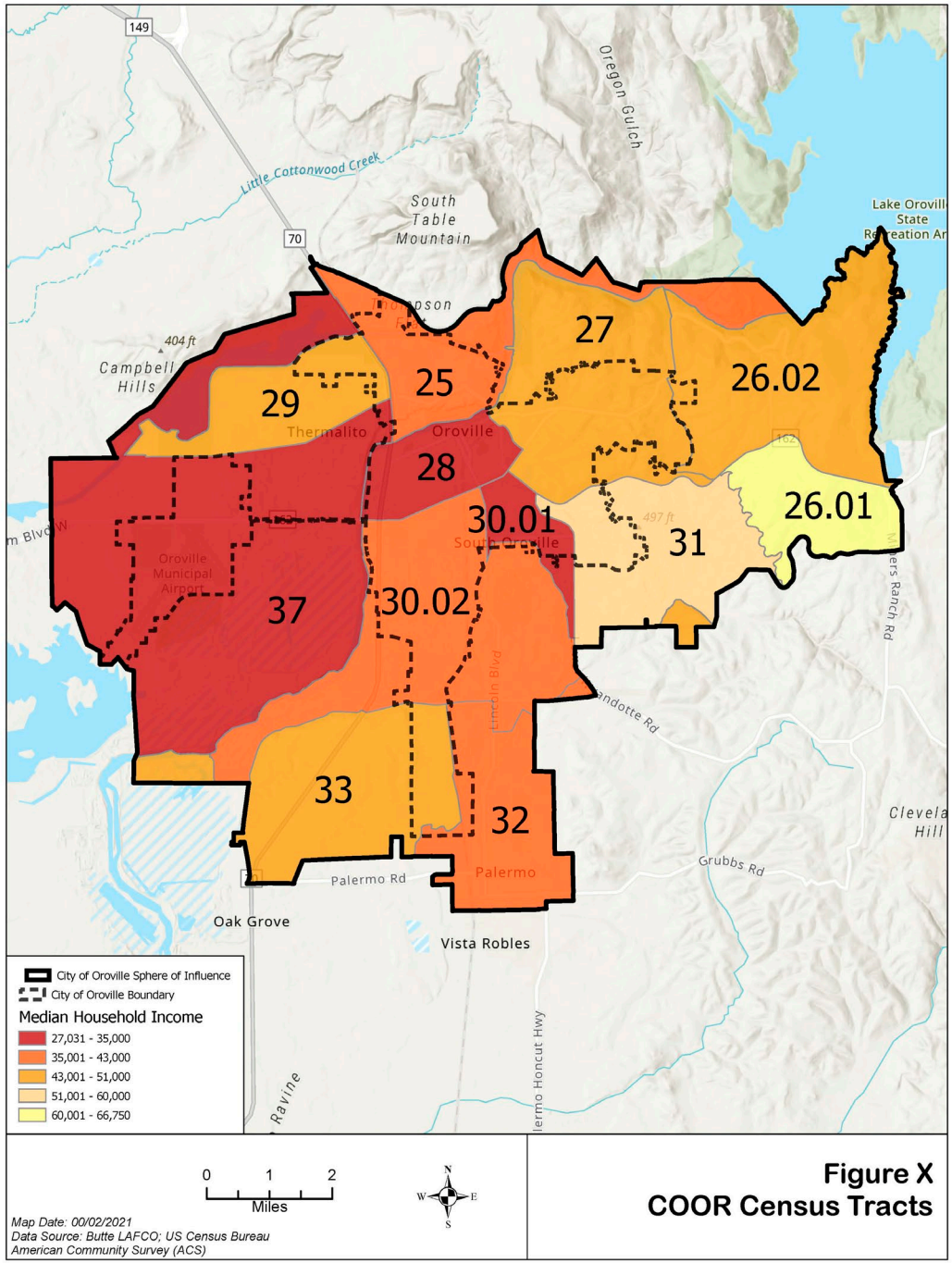
Source: US Census, 2019 American Community Survey 5-Year Estimates

All areas within the City boundaries receive water, wastewater, and structural fire protection services from City and/or its partners. No public health or safety concerns have been reported.



**Figure 3-10: Census Tracts**

This page is reserved for Census Tract Map. It will be replaced with a high-resolution pdf



**Figure X  
COOR Census Tracts**

In summary, there are several areas currently within the COOR’s boundary that may be considered disadvantaged and several areas within the City’s SOI that are considered disadvantaged unincorporated communities based upon the median household income being below 80 percent of the statewide average median household income. Due to the identified areas receiving essential municipal services of water, waste water, and structural fire protection service, there are not any communities within the existing COOR boundary and SOI that lack public services, and no health or safety issues have been identified.

### *Determinations for Disadvantaged Unincorporated Communities*

Based on the information included in Sections 3.5 above, the following written determinations make statements involving each service factor which the Commission must consider as part of a municipal service review. The determinations listed below in Table 3-15 are based upon the data presented, and are recommended to the Commission for consideration. The Commission’s final MSR determinations are part of a Resolution which the Commission formally adopted during a public meeting.

| <b>Table 3-15: MSR DETERMINATION: LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN OR CONTIGUOUS TO THE SPHERE OF INFLUENCE</b> |   |   |
|--|---|---|
| <b>Number</b>  | <b>Indicator</b>  | <b>Determination</b>  |
| COOR-DUC-1   | The median household income is identified. The DUC threshold MHI (80 percent of the statewide MHI) is clearly stated. The MHI in the City’s SOI is described. | There are no DUCs within the City’s boundary. However, several areas within the City’s SOI can be classified as a disadvantaged unincorporated community since the MHI is less than the \$60,188.00 threshold for 2019.   |
| COOR-DUC-2   | Potential DUCs are considered. The provision of adequate water, wastewater, and structural fire protection services to DUCs is considered.                    | All SOI areas receive essential municipal services of water, wastewater, and structural fire protection (or acceptable private alternatives). Therefore, no communities within the existing COOR boundary or in the City’s SOI lack public services, and no health or safety issues have been identified. |

## 3.6: Wastewater Services

### Notes on Drinking Water Services

The City of Oroville relies upon three water service providers for potable water. The Thermalito Water and Sewer District provides water to a portion of the City’s boundary area and to portions of the City’s SOI. South Feather Water and Power Agency provides water to a portion of the City’s boundary area and to portions of the City’s SOI. Cal Water Oroville is a private company

providing potable water to approximately 38.9 percent of the City’s boundary and it does not provide water outside the City boundary. A small percentage of the City is unserved by potable water. The Feather River flows through the City of Oroville and the Feather River watershed is described in detail in Appendix I.

Unserved areas: There is a significant number of vacant lots and undeveloped acreage in the tail end of the Oroville Industrial Unit within the City’s boundaries. Since this area is located outside of the CalWater Service Area and outside of the SFWPA boundary area, it does not receive potable water and does not have the infrastructure needed for conveyance of water. The City of Oroville should cause the preparation of a detailed GIS study of the three potable water providers in relation to the City’s boundary and SOI. The unserved areas within the boundary and the SOI should be carefully delineated. A plan to provide water service to the City’s SOI should be drafted (see potential options listed in Appendix C).

### *3.6.1 Wastewater Collection and Conveyance - Overview*

As described in Chapters 3, 4, 5, and 7 of this MSR, City residents receive wastewater services from a wastewater collection provider (either the City of Oroville, Thermalito Water and Sewer District or Lake Oroville Area Public Utility District). The City’s wastewater collection system includes approximately 66 miles of sanitary sewer, approximately 1,350 sewer maintenance holes, and 7 sewage lift stations. The sewer system conveys wastewater to a treatment plant owned and operated by the Sewerage Commission - Oroville Region (SC-OR). SC-OR was created in 1973 under a joint powers agreement (JPA) between the City, Thermalito Water and Sewer District (TWSD), and the Lake Oroville Area Public Utility District (LOAPUD). The individual agencies maintain and operate their own wastewater collection systems that discharge into the SC-OR plant. This Chapter focuses only on the wastewater collection and conveyance provided by the City of Oroville (COOR) within its sewer service area. The City’s wastewater infrastructure needs and deficiencies are evaluated in terms of supply, capacity, condition of facilities, and service quality in relation to operational, capital improvement, and finance plans.

#### *3.6.3.1: Collection System Services*

The City provides wastewater collection and conveyance services to approximately 3,703 residential and business sewer connections, as shown in Table 3-16 below (COOR, 2021d). One COOR connection may serve many individual customers. An average of 32.4 new connections per year has been added to the system over the past ten years. However, there is significant annual variability in the number of new connections added. There is an average of 3.3 persons per connection and this calculates to service provided to 12,200 people<sup>3</sup>, which is 68 percent of the City’s total population. The remaining portion of the City’s residents receive wastewater collection and transmission services from the Lake Oroville Area Public Utility District (LOAPUD) or the Thermalito Water and Sewer District (TWSD).

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<sup>3</sup> Based on 3.3 residents per water/sewer connection practical variable utilized by DWR.

| <b>Service</b> | <b>Number of Customers in 2021</b> |
|----------------|------------------------------------|
| Sewer          | 3,703 connections (COOR, 2021d)    |

The City of Oroville (COOR) provides wastewater collection and conveyance services to the areas within COOR’s existing boundary and to 19 parcels located outside the City boundary. Approximately 53 percent of the City’s sewer service area is residential. The remaining 47 percent of the sewer area consists of commercial, industrial, and public uses. Most of the City’s industrial area is located south of Oroville Dam Boulevard and west of the Union Pacific Railroad tracks (COOR, 2021d). There may be parcels within the City boundary and within the SOI that rely on individual septic systems. These septic systems are regulated by the Butte County Environmental Health Division. Generally, new septic systems require a minimum of a one-acre parcel and leach field replacement area. Additional data about septic systems was not readily available.

For property owners located outside the City’s boundary but inside the SOI, the City has a standard process to request sewer service, whereby a written request must be made to the City Council by the property owner and subsequently approved by LAFCo through an Extension of Services Request. The requesting property owner would complete an “Outside Sewer Service Request Form” and submit the form to the Public Works Department, and they will take the necessary time to review the request and any other pertinent information prior to the acceptance of any fees. As part of this process, the requesting property owner is required to submit either: 1) An Annexation request (if property is contiguous to the City) - OR 2) an Irrevocable Agreement and Petition for Annexation, if the property is not contiguous to the City. A variety of fees are collected at the time of application, including: Application Fee, City Connection Fee (Per EDU), SC-OR Connection Fee, City Tap Fee, Sewer Lateral Fee, Encroachment Permit, and Sewer Impact Fees.

Water conservation programs such as low flow toilet rebates, leak detection pills, etc. can reduce water use and can also reduce the amount of wastewater generated. To further improve safety and service, the City has reinforced the California Plumbing Code requirements for Backflow Prevention Devices. Although Oroville does not have a backflow ordinance, the requirement for a backflow device is specified in 2019 SSMP, section 5.3.4-11. All new construction is reviewed by the City to determine if a backflow device is required.

Water Recycling: Since the COOR does not operate the wastewater treatment plant, it does not have direct access to treated wastewater that could be utilized as part of a water recycling program. However, COOR is a member of the SC-OR JPA and therefore could potentially participate in water recycling in the future. COOR contains numerous land-uses that could benefit from non-potable water including the golf courses and street tree landscaping.

Sewer EPA Categorical Users: Environmental Protection Agency (EPA) categorical users are significant industrial users regulated under a local pretreatment ordinance. Since the COOR does not operate the wastewater treatment plant, it does not have direct involvement with this regulation. SC-OR is the lead agency for industrial pretreatment (COOR, 2021d). Additional details about EPA Categorical Users is provided in Chapter 5.

Sewer Service Upon Annexation: The City generally does not require properties to connect to the sewer system just because they have been annexed, provided they receive sewerage service from an existing provider. For example, the City is considering annexation of the Thermalito area. The Thermalito Water and Sewer District already serves the area, and that will not change upon annexation. In another example, many homes operate with a home septic system. If a home currently has a septic system, it is not required to connect to the City's sewer system immediately upon annexation. However, if the septic system fails to operate under Health Department requirements, and there is a public sanitary sewer within 250 feet of the property line, the property owner will be required to hook up to sanitary sewer. Hook-up fees, construction assessments, and other costs are determined at the time of connection.

Treatment and Disposal: SC-OR is responsible for wastewater treatment and disposal as described in Chapter 5. COOR is a member of the SC-OR JPA.

### *3.6.3.3: Plans*

The City of Oroville has two plans relevant to the current management of its wastewater conveyance and transmission service, as described below. Implementation of plan goals and policies are codified in the Municipal Code.

Sanitary Sewer Master Plan January 2013: This Master Plan included the development of a computerized hydraulic sewer model by Carollo Engineers. The calibrated model was used to analyze the capacity of the collection system based on four flow scenarios. Portions of this Plan were updated by the 2019 SSMP described below. However, several parts of this 2013 Master Plan remain relevant.

Sewer System Management Plan October 2019: The City's Sewer System Management Plan (SSMP) was updated in October 2019 and is the most recent comprehensive analysis of the City's wastewater collection system. The Sewer System Management Plan guides the proper management, operation, and maintenance of all parts of the COOR sanitary sewer system under its control. The SSMP aims to reduce and prevent sanitary sewer overflows (SSOs) and mitigate SSOs if they occur. The SSMP was updated to maintain compliance with State Water Resources Control Board Orders No. 2006-0003-DWQ and No. 2013-0058-EXEC. Please note that to some extent, the 2019 SSMP relies upon the computerized hydraulic sewer model by Carollo Engineers presented in the 2013 Master Plan. Therefore, it is useful to review both Plans. Although the SSMP, as updated in October 2019, is available at City Hall, upon request, it has not yet been properly posted to the City's website. It is recommended that the City update the Public Works webpage to allow readers easy access to the newer 2019 version. The City's SSMP was updated



on October 7, 2019, and adopted by the City Council on October 22, 2019. There is no further information or data beyond this date for the MSR (COOR, 2021d).

### *3.6.3.5: Permits*

The City's wastewater collection and conveyance system operate under permits from the State Water Resources Control Board (SWRCB), including Orders No. 2006-0003-DWQ and No. 2013-0058-EXEC. SWRCB Order No. 2006-0003-DWQ (Statewide General Waste Discharge Requirements for Sanitary Sewer Systems) was adopted by the SWRCB on May 2, 2006, and revised in 2008.

### *3.6.3.4: Water Quality Database Reports*

#### Overview

This section provides the results of database searches on water quality for City. Compliance of wastewater agencies with water quality regulations promulgated by the State Water Resources Control Board (State Water Board) and the Central Valley Regional Water Quality Control Board (Regional Water Board). These compliance documents are important to LAFCo. This type of information is especially important since a community cannot rely upon "dilution" as a solution to pollution during a drought. In addition, when local water supplies are scarce, keeping that supply at a high level of water quality is desirable.

#### California Integrated Water Quality System Project

The California Integrated Water Quality System (CIWQS) is a relational database used by the State and Regional Water Boards to track information about permit violations and enforcement activities. COOR has permits from the Central Valley Water Quality Control Board and is therefore classified as a "Permittee." Permittees are allowed to self-report their own permit violations to the CIWQS. A four-year term from January 1, 2015 to July 1, 2021, was queried in the CIWQS database. The database query results listed in Table 3-17 below show that there has been some activity within the City's boundary. The California Water Board implements the Federal Clean Water Act Section 401 Water Quality Certification (CER) program. Table 3-17 lists one CER, and it is related to some infill on a transportation project on May 17, 2018 and is not related to the sewer system. Two of the three NPDES items relate to the Butte County Mosquito & Vector Control District permits for their work along a shoreline. The third NPDES item relates to the permits for the Sewerage Commission-Oroville Region WWTP, including Order No. R5-2021-0044, WDID No. 5A040106001, and NPDES No. CA0079235 as adopted on August 13, 2021. The six SSO's relate to sanitary sewer overflows, described in more detail elsewhere in this document. The listed three storm water items happened to occur within the City's boundary but were not directly related to City activities since the permit owners are the Butte Community College District, Butte County Public Works, and Thermalito Union School District. The tank listed in Table 3-17 belongs to Sewerage Commission-Oroville Region and is related to the Water Board's Order No. R5-2021-0044. The California Water Board has a Waste Discharge Requirements (WDR) Program such that waste discharges that can be exempted from the



California Code of Regulations requirements are issued waste discharge requirements and are regulated by the WDR Program. Typical discharge types include domestic or municipal wastewater, food processing related wastewater, and industrial wastewater. The five WDRs relate to Butte CSA (2), Butte Community College District, Golden Feather School District, and Thermalito Water & Sewer District. In summary, a query of the general CIQWS database did not reveal any red flags associated with the City’s wastewater system.

| <b>Table 3-17: CIQWS Database Query Results</b> |     |       |     |             |       |     |        |
|---|-----|-------|-----|-------------|-------|-----|--------|
| City  | CER | NPDES | SSO | Storm Water | Tanks | WDR | Total* |
| Oroville  | 1   | 3     | 6   | 3           | 1     | 5   | 18     |

\*Some facilities may be related to multiple programs. This field shows a unique count of facilities, so the total across a row may not sum.

- **CER - 401 Certification:** Clean Water Act Section 401 Certification; regulation of dredge and fill projects.
- **NPDES - National Pollutant Discharge Elimination System:** This is a federal program that regulates discharges of wastewater to waters of the United States.
- Data Source:  
[https://ciwqs.waterboards.ca.gov/ciwqs/readOnly/CiwqsReportServlet?OWASP\\_CSRFTOKEN=DY2H-GVPT-A2ZW-E2BJ-75OP-4IWS-DP1F-93JX](https://ciwqs.waterboards.ca.gov/ciwqs/readOnly/CiwqsReportServlet?OWASP_CSRFTOKEN=DY2H-GVPT-A2ZW-E2BJ-75OP-4IWS-DP1F-93JX)

Sanitary Sewer Overflow Database

The State Water Board maintains a Sanitary Sewer Overflows (SSO) database from public/permitted systems and private lateral sewage discharges. This database is a specific module in the CIQWS. The State Water Board formalized the Statewide General Waste Discharge Requirements for Sanitary Sewer Systems under Water Quality Order No. 2006-0003 (SSS WDRs), on May 2, 2006. All public agencies that own or operate a sanitary sewer system comprised of more than one mile of sewer pipes that convey wastewater to a publicly owned treatment facility must be covered under the SSS Waste Discharge Requirements. The SSS Waste Discharge Requirements requires enrollees, among other things, to maintain compliance with the Monitoring and Reporting Program. A 5.5-year term from January 1, 2015 to August 31, 2021, was queried in the CIQWS-SSO database. The results of the database queries regarding COOR are listed below in Table 3-18. During this 5.5-year timeframe, there were 19 Sanitary Sewer Overflow events in the City of Oroville.

In most cases, the Sanitary Sewer Overflows originated from sewer maintenance holes. The majority of the overflows were relatively small, and almost all of the spill material was recovered. However, some sewer overflows have leaked large amounts of sewage into surface water. For example, on December 14, 2015, 150,000 gallons of sewage spilled upstream of a creek due to roots from a tree entering a private lateral. None of the spill was recovered, and all 150,000 gallons of sewage reached surface water.

**Table 3-18: City of Oroville Sanitary Sewer Overflows**

| <u>SSO Event ID</u> | <u>Region</u> | <u>Responsible Agency</u> | <u>Collection System</u> | <u>SSO Category</u> | <u>Start Date</u>   | <u>SSO Address</u>          | <u>SSO Volume</u> | <u>Volume of SSO Recovered</u> | <u>Volume of SSO that Reached Surface Water</u> | <u>SSO Failure Point</u>                                    | <u>WDID</u> |
|---------------------|---------------|---------------------------|--------------------------|---------------------|---------------------|-----------------------------|-------------------|--------------------------------|---|---|-------------|
| 873413              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2021-03-19 13:10:00 | 2150 3 <sup>rd</sup> Street | 990               | 990                            | 0   | Manhole   | 5SSO10799   |
| 858337              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2018-09-09 09:00:00 | 2136 Pine Street            | 200               | 0                              | 0   | Gravity Mainline  | 5SSO10799   |
| 844151              | 5R            | Oroville City             | Oroville CS              | Category 2          | 2018-01-23 00:00:00 | City of Oroville            | 9000              | 6000                           | 0   | Gravity Mainline  | 5SSO10799   |
| 858526              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2019-05-21 14:20:00 | 651 Safford Street          | 6                 | 6                              | 0   | Gravity Mainline  | 5SSO10799   |
| 812299              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2015-01-12 14:50:00 | Service Hole XX-2           | 100               | 50                             | 0   | Gravity Mainline  | 5SSO10799   |
| 859597              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2019-06-26 14:18:00 | 10 Highlands Boulevard      | 230               | 230                            | 0   | Gravity Mainline  | 5SSO10799   |
| 820280              | 5R            | Oroville City             | Oroville CS              | Category 1          | 2015-12-14 11:00:00 | Service Hole JJ28           | 150000            | 0                              | 150000  | Upstream of spill point due to roots from a private lateral | 5SSO10799   |
| 814467              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2015-04-05 16:45:00 | Service Hole JJ-48          | 10                | 10                             | 0   | Gravity Mainline  | 5SSO10799   |
| 814469              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2015-03-30 09:30:00 | JJ78LH                      | 10                | 10                             | 0   | Gravity Mainline  | 5SSO10799   |
| 856863              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2016-09-27 17:56:00 | JJ39                        | 5                 | 0                              | 0   | Manhole   | 5SSO10799   |
| 856913              | 5R            | Oroville City             | Oroville CS              | Category 3          | 2016-10-07 15:25:00 | DD8                         | 4                 | 4                              | 0   | Service Hole  | 5SSO10799   |

|        |    |               |             |            |                       |                              |     |      |     |                        |           |
|--------|----|---------------|-------------|------------|-----------------------|------------------------------|-----|------|-----|------------------------|-----------|
| 857068 | 5R | Oroville City | Oroville CS | Category 3 | 2016-12-11 13:45:00.0 | JJ66                         | 50  | 0    | 0   | Lower Lateral (Public) | 5SSO10799 |
| 857070 | 5R | Oroville City | Oroville CS | Category 3 | 2017-01-25 06:30:00   | DD11D                        | 100 | 0    | 0   | Service Hole           | 5SSO10799 |
| 857371 | 5R | Oroville City | Oroville CS | Category 3 | 2017-04-22 18:45:00   | T2LH                         | 25  | 22   | 0   | Upper Lateral (Public) | 5SSO10799 |
| 857373 | 5R | Oroville City | Oroville CS | Category 3 | 2017-12-21 17:37:00.0 | JJ48                         | 20  | 10   | 0   | Manhole                | 5SSO10799 |
| 858275 | 5R | Oroville City | Oroville CS | Category 1 | 2018-02-27 07:30:00   | 365 Table Mountain Boulevard | 700 | 1000 | 200 | Service Hole           | 5SSO10799 |
| 858338 | 5R | Oroville City | Oroville CS | Category 3 | 2019-03-03 14:15:00   | 17 Highlands Boulevard       | 7   | 7    | 0   | Gravity Mainline       | 5SSO10799 |
| 865265 | 5R | Oroville City | Oroville CS | Category 3 | 2020-02-08 11:05:00   | 24 Valley View Drive         | 200 | 150  | 0   | Lower Lateral (Public) | 5SSO10799 |
| 872085 | 5R | Oroville City | Oroville CS | Category 3 | 2020-01-12 15:20:00   | 3415 Oro Dam Boulevard       | 510 | 0    | 0   | Gravity Mainline       | 5SSO10799 |

Data Source: CIQWS Sanitary Sewer Overflow Database

### *3.6.3.2: Wastewater Collection and Conveyance Service to the SOI*

The City does not provide wastewater service to the SOI, with the exception of 19 parcels described under the extra-territorial services section above. The provision of wastewater services to the SOI is provided primarily by TWSD and LOAPUD. Additionally, private septic systems are utilized by some property owners within the SOI under the regulation of the Butte County Environmental Health Division.

### *3.6.3.3 Storm Water*

Stormwater sometimes influences the collection and conveyance of wastewater because stormwater can infiltrate into pipes or other facilities. COOR does not have a Storm Water Resource Plan. Stormwater infiltration has traditionally not been considered a problem. There are no known areas of exfiltration. The City is not a municipal separate stormwater system (MS4) permittee under the Federal Clean Water Act, but still requires development to comply with Post Construction Standards. Within the City, stormwater is often stored and infiltrated on-site. Oroville's geology is conducive to this practice. The practice reduces infrastructure costs and increases aquafer recharging (COOR, 2021d). In the future, if drought becomes more prolonged, capturing water from floods and miscellaneous storms may become more critical in the community's water management strategy. Since TWSD relies partially on groundwater to serve a portion of Oroville, re-charging the groundwater table will continue to be a resource management concern.

## **3.7: Infrastructure and Public Facilities**

### *3.7.1 Administrative Facilities*

The City's existing administrative and other facilities are located within City Hall on Montgomery Street in Oroville, CA. In addition, the City has a corporation yard at 1275 Mitchell Street in Oroville.

### *3.7.2 Collection System Infrastructure*

The City maintains approximately 69 miles of sanitary sewer gravity mains with approximately 1,350 sewer maintenance holes and over 2.1 miles of force mains. The City also maintains seven primary sewer lift stations, one secondary lift station, and two flow meters. The City currently operates and maintains seven wastewater pump stations; five of which were incorporated into the collection system hydraulic model. The pump stations owned and operated by the City are located on the fringes of the collection system and are therefore relatively small (COOR, 2021d). Average dry-weather wastewater flows conveyed through the City's collection system are 1.3 million gallons per day (MGD) (COOR RFI, 2021d).

Some of the City’s sewer lines were built many decades ago, and therefore aging infrastructure is a management concern. While most of the City’s sewer lines are located under a public roadway and within the right-of-way, it is possible that a few are located on private property or in easements. Private lateral lines located on private property connect a house to the City’s main conveyance lines.

In the past, the City utilized four storage ponds on the east side of 5th Avenue across from the SC-OR WWTP. The ponds were previously pretreatment<sup>4</sup> lagoons for industrial users (COOR, 2021d). This site is commonly referred to as the Ehmann ponds and they were sold to Duke Sherwood Contracting. The City no longer has responsibility for this site. The Council’s March 19, 2019 meeting minutes indicate this site required environmental clean-up. The site had been cleared and now ready to go into “regular use”, per the City Council.

Infrastructure development and maintenance is an integral part of the service that the COOR provides. The COOR has a Capital Improvement Plan as part of its FY 18/19 Budget. Please refer to Section 3-8, Finances, below for additional detail.

#### Wastewater Treatment Plant

The Sewerage Commission-Oroville Region (SC-OR) provides wastewater treatment and disposal for the Oroville Region through its operation of the wastewater treatment plant located on South 5th Avenue, south of downtown Oroville. Average dry weather wastewater flows conveyed through the City’s collection system to the wastewater treatment plant are 1.3 MGD (COOR RFI, 2021d). Due to the recent Camp Fire affecting the nearby Town of Paradise, Oroville’s population has fluctuated, and future residential, commercial, and institutional development have been approved by Oroville as described in Section 3-4, above. Future expansion of the wastewater treatment plant is possible to keep up with demand. The wastewater treatment plant is expected to grow to approximately 6.45 MGD through build-out per the Sewer Master Plan Update in 2013 by Carollo (COOR SSMP, 2019).

SC-OR has several other improvement projects completed or underway as described in Chapter 5 of this MSR. Specifically, work is on-going to construct the new influent pump station for the wastewater treatment plant. The new pump station has a designed 15 million gallons-per-day (MGD) pumping capacity, and will include new valves, diversion boxes, flow meter, and Supervisory Control and Data Acquisition control center as detailed on SC-OR’s website at: <https://www.sc-or.org/influent-pump-station-project>

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<sup>4</sup> In general the Clean Water Act allows the US EPA to require industrial users to “pre-treat” water before it is sent to the local wastewater treatment plant. Pre-treatment is the responsibility of the industrial user.

### 3.7.3 Existing Capacity of City Infrastructure

The City’s existing average dry weather flow (ADWF) is estimated to be 1.3 million gallons per day (mgd) (COOR, 2021d). Peak wet weather flow (PWWF), defined as a peak instantaneous flow rate occurring during a 10-year reoccurrence interval storm event, was 4.99 mgd in 2019 (COOR, 2021d). City staff reports there have been no incidents in the past 5 years when peak flows exceeded the capacity of the City’s sewer collection system (COOR, 2021d). Average Daily Flows are 185 thousand gallons, as listed in Table 3-19 (COOR, CAFR, 2021). The City of Oroville’s wastewater collection system has sufficient capacity to service projected future needs through the year 2045 (COOR, 2021d). The capacity to serve proposed new urban and suburban development is carefully planned by the COOR’s Public Works/Sewer Division. Decisions about whether or not to issue “will serve letters” for wastewater service to new/proposed development is part of that process. City staff indicates that “will-serve” letters are a minor issue because the City has adequate capacity within its system of sewer pipes. Will-serve letters are more important to SC-OR (COOR, 2021d). Will-serve letters should not be issued to parcels located outside of the COOR boundary as they cannot guarantee service via annexation governed by LAFCo.

The City can expand capacity of the collection system to address any future projected increase in demand for wastewater service. For example, a public works project currently in the planning and engineering phases, aims to install a new large sewer bypass line along Oro Dam Boulevard to convey future flows. The City’s 2013 Sanitary Sewer Master Plan identified capacity increases that would be required to meet the growth envisioned by the 2030 General Plan. The City has adopted and collects connection fees to help fund the capacity increases (COOR, 2021d).

**Table 3-19: Connection and Flow Data Time Series**

|   | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 |
|---|------|------|------|------|------|------|------|------|------|------|
| New Connections <sup>1</sup>  | 10   | 62   | 11   | 62   | 11   | 14   | 15   | 27   | 72   | 40   |
| Average Daily Flows<br>(thousands of gallons)   | 116  | 103  | 156  | 149  | 150  | 152  | 183  | 157  | 163  | 185  |
| <sup>1</sup> New wastewater connections are provided by the City but administered by Sewerage Commission - Oroville Region. |      |      |      |      |      |      |      |      |      |      |
| Data Source: COOR, CAFR, 2021   |      |      |      |      |      |      |      |      |      |      |

The wastewater collection and conveyance system has 69 miles of sewer lines and a maximum daily conveyance capacity of 120,000 gallons, as shown in Table 3-20 below.



| <b>Function</b>   | <b>2011</b> | <b>2012</b> | <b>2013</b> | <b>2014</b> | <b>2015</b> | <b>2016</b> | <b>2017</b> | <b>2018</b> | <b>2019</b> | <b>2020</b> |
|---|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Sewer Lines (miles)   | 66          | 66          | 66          | 66          | 66          | 66          | 69          | 69          | 69          | 69          |
| Storm Drain lines (miles)   | 31          | 31          | 31          | 40          | 40          | 40          | 41          | 41          | 41          | 41          |
| Maximum Daily Capacity (thousands of gallons)   | 166.21      | 105         | 106         | 106         | 106         | 106         | 106         | 120         | 106         | 120         |
| <sup>1</sup> Wastewater treatment services are provided through the Sewerage Commission - Oroville Region (SCOR). Wastewater and storm drain pipelines are installed by the City, but administered by SCOR. |             |             |             |             |             |             |             |             |             |             |
| Source: City of Oroville, CAFR, 2021  |             |             |             |             |             |             |             |             |             |             |

### 3.7.4-Equipment

Vehicles are a major portion of the equipment utilized by City Public Works Staff as listed in Table 3-21, below. Currently, all the vehicles used are gasoline/diesel (i.e., fossil fuel) powered vehicles. The California Air Resources Board (CARB) approved a new rule on Aug 25, 2022 which requires new car sales in California to be zero-emission vehicles (ZEVs) by 2035. While it is not yet clear whether new electric vehicle laws will apply to the type of trucks utilized by the City, it is likely that sometime in the future, the City may be asked to consider purchasing or retrofitting vehicles reliant upon an alternative energy source such as electricity, biogas, hydrogen, or other source. The price per gallon of gasoline has risen in 2022; therefore, alternative fuel/energy for vehicles can sometimes be cheaper.

| <b>Equipment Number</b>      | <b>Major Equipment Type</b>                      | <b>Year Purchased</b> |
|------------------------------|--|-----------------------|
| 1                            | Vactor Combination Truck                         | 2001                  |
| 2                            | Ford F-350 Service Truck                         | 2012                  |
| 3                            | Ingersoll Rand 63KVA Portable Electric Generator | 2000                  |
| 4                            | Ford F-250 Service Truck                         | 1992                  |
| 5                            | QUES Closed Circuit Televising Van               | 2009                  |
| 6                            | Vac-Con Combination Truck                        | 2012                  |
| Data Source: COOR SSMP, 2019 |  |                       |

Workers who clean sewer pipelines are provided with the equipment necessary to complete the task, including: personal protective equipment (hardhat, steel toe boots, gloves, eye/face protection, and hearing protection); calibrated gas detector; proper safety cones, barricades, flagging, signs or other traffic control devices; confined space equipment (tripod, harness, and ventilation blower); sanitary sewer system map book; combo sewer cleaner; warthog sewer cleaning nozzle; six-wire skid (“proofer”) in sizes that will be encountered during the day; root saw; debris traps in the sizes that will be encountered during the day; maintenance hole hook or pick-ax; measuring wheel; and disinfectant (COOR SSMP, 2019).

### *3.7.5 Maintenance*

The facilities and infrastructure on which COOR depends have varying ages. COOR has an active Operation and Maintenance Program as described in its SSMP, 2019, which includes:

- Proactive, preventive, and corrective maintenance of gravity sewers;
- Ongoing CCTV inspection program to determine the condition of the gravity sewers;
- Rehabilitation and replacement of collection system facilities that are in poor condition; and
- Periodic inspection and preventive maintenance for lift station and force main facilities (COOR, 2019).

In addition, the COOR has implemented collection system Best Management Practices (BMPs), and addresses preventative maintenance and scheduled replacement of aging infrastructure. The City proactively cleans all sewer pipelines 12 inches in diameter and smaller every two years, and it preventively cleans sewers with a history of problems every 1, 2, or 3 months. The City’s standard operating procedure for sewer cleaning is included in the 2019 SSMP. Gravity sewer cleaning is scheduled using paperwork orders. The City attempted to transition to a computer-based maintenance management system to initiate work orders, record completed work, and compile a maintenance history for each sewer system asset, but the software has since been abandoned. The condition of the entire system (sized greater than 6 inches) is visually inspected every five years and cleaned as needed. In addition, the City uses CCTV to determine the cause of its gravity sewer blockages and SSOs (COOR, 2019). The lift station and force mains also receive regular maintenance.

There are several measures of integrity for a wastewater collection system, including peaking factors, efforts to address infiltration and inflow (I/I), and inspection practices. The COOR undertakes testing and other measures to ensure the integrity of the system. Some portions of the City’s wastewater collection system that are over 100 years old and have not been rehabilitated may be subject to inflow and infiltration (I/I). To address this issue, the City has rehabilitated and relined sanitary sewer pipes and performed other repairs, such as internal patching and maintenance hole repairs. As a result, the number of sanitary sewer overflows has decreased significantly from 10 years prior; however, the I/I remains a problem during wet weather events (COOR, 2021d). In 2007, the City completed an “Inflow/Infiltration Study,” and this report is now 14 years old. It is recommended that the City update this I/I study as soon as possible.

### 3.7.6: *Recently Completed Projects*

All wastewater collection and conveyance systems require continual maintenance, including capital improvement projects and other upgrades needed to improve aging infrastructure. In the years 2016 to 2017, the City completed several projects as listed below:

- Project 1A constructed approximately 10,074 feet of new sewer main in Oro Dam Boulevard from south of Stanford Avenue (MH JJ1) to 5th Avenue (MH 12). A Caltrans encroachment permit was needed for the portion of construction within Highway 162. The facilities included in Project 1A consisted of removing 34 feet of 8-inch gravity pipe, construction of 3,074 feet of 15-inch gravity pipeline, 4,053 feet of 18-inch gravity pipeline, and 2,947 feet of 21-inch gravity pipeline.
- Project 1B replaced 1,315 feet of 6 inch to 10-inch sewers within an off-road easement (MH JJ24), Stanford Avenue, and Oroville Dam Boulevard (to MH JJ1). The facilities included in Project 1B consisted of 831 feet of 12-inch gravity pipeline and 483 feet of 15-inch gravity pipe.
- Project 1C replaced 192 feet of 6-inch sewer fronting and through Grace Baptist Church property along Oroville Dam Boulevard. The facilities included in Project 1C consisted of 192 feet of 10-inch gravity pipe.
- Project 1D consisted of replacing parallel 10-inch sewers with a single 18-inch sewer along Montgomery Street. The facilities included in Project 1D consisted of the abandonment of 365 feet of 10-inch gravity pipeline, the abandonment of 176 feet of 15-inch gravity pipeline, and the installation of 1,076 feet of gravity pipeline.
- Project 1E consisted of replacing 238 feet of 6-inch sewers with a 10-inch pipeline along Table Mountain Boulevard. The facilities included in Project 1E consisted of 238 feet of inch gravity pipeline.
- Project 1F replaced 2,632 feet of 8 inch to 10-inch sewers with a 15-inch pipeline along Table Mountain Boulevard (MH TT9 to MH TT1). This project also included replacing 285 feet of the 8-inch sewer with a 12-inch sewer (MH SS1 to MH NN15).
- Project 2I replaced approximately 1,038 feet of 6-inch sewer main along Montgomery Street with a 10" sewer main (MH A3LHN to MH 21).

During the years 2019 to 2020, the City Public Works Department completed the following sewer infrastructure projects:

- Oroville Sewer Project 1D consisted of replacing two 10-inch sanitary sewers with one 18-inch pipe. This project included constructing approximately 1,075 feet of 18-inch sanitary sewer pipe and the abandonment of 1,075 feet of sanitary sewer pipe. The project included removing and replacing four sanitary sewer maintenance holes and abandoning two sanitary sewer maintenance holes. In addition, 22 laterals must be reconnected to the new sanitary sewer pipe. The project area is along Montgomery Street from Oliver Street to Myers Street. Project 1D connects to the existing sewer at each intersection. The project construction period was from May 2020 to July 2020.
- Oroville Sewer Project 1F consisted of replacing 6- to 10-inch sanitary sewers with the 15-inch sanitary sewer. This project includes the construction of approximately 72 feet of 8-inch and 2,025 feet of 15-inch sanitary sewer pipe, abandonment of 1,340 feet of sanitary

sewer pipe, installation of 3 sanitary sewer maintenance holes, and abandonment of 5 sanitary sewer maintenance holes. The project also required 105 feet of storm drain and storm drain maintenance hole relocation. The sanitary sewer replaced an existing sewer line with pipe sizes ranging from 8 to 10 inches and connected to the existing system north of Table Mountain Boulevard and Nelson Ave and south of Riverview Terrace and Table Mountain Boulevard. The project construction period was from March 2020 to May 2020.

### *3.7.7 Future Wastewater Capacity/Demand*

Future demand for sewer services is influenced by population and land-use as well as any new development occurring within the City as well as future areas of annexation. To address future demand for wastewater services, the City updated the Sewer System Management Plan in 2019 and aims soon to update the Sewer Master Plan (2013). With regard to treatment capacity, the Sewerage Commission - Oroville Region has completed a recent master plan addressing anticipated needs through 2040 (COOR, 2021d). SC-OR's Master Plan may provide an estimated demand for wastewater service outside the City of Oroville's current boundary (i.e., within the SOI). Capacity is available to address planned or proposed development. Specifically, SC-OR currently has capacity for over 2,300 new homes (2,300 EDUs) (COOR, 2021d).

New development occurring within the City's existing boundaries could result in an increase in demand for sewer services and the need for additional infrastructure. Although the COOR's collection and conveyance infrastructure is generally sized to accommodate anticipated growth for the next several years, incremental planning is required on a project-by-project basis to ensure adequate capacity. Good planning requires close coordination between the City's Public Works Department and Planning Division regarding future growth. For example, when a new residential neighborhood is constructed, the private developer typically builds the sewer pipeline collection system, sized only to serve the specific new neighborhood. Management and maintenance of these pipelines are typically specified in the project conditions of approval and could include: 1) maintenance by private HOA or 2) transfer of ownership/maintenance to the COOR.

One factor that influences the City of Oroville's ability to collect wastewater and provide public service to customers is the existing spatial distribution of its infrastructure. For example, the terrain in some regions of the City prevents feasible access to install sewer infrastructure without also installing new and costly sewage pump stations (COOR, 2021d). Another factor is the age of its existing infrastructure.

### *3.7.8: Wastewater Facilities (SOI)*

Parcels within the SOI are currently unincorporated and are located within the jurisdiction of Butte County. These parcels may receive wastewater collection and conveyance from the following:

- Thermalito Water and Sewer District;
- Lake Oroville Area PUD, or
- Private septic systems.

New development occurring within the SOI is typically evaluated by Butte County and by the City to consider potential impacts on the provision of sewer services. Generally, new development in the SOI is responsible for constructing all sanitary sewer lines serving each development. Such connections may also require a LAFCo approved annexation to access facilities.

### *3.7.9-Capital Improvement Plan*

The City's 2019 Sewer System Management Plan contains a detailed capital improvement plan (CIP) and schedule, as shown in Table 3-22 below. Since 2010, the City has spent approximately \$2 million on capital equipment and system rehabilitation (slip lining, pipe patching, etc.). The City continues to undertake rehabilitation projects, such as repairing, relining, and replacing existing pipes that are structurally deficient and/or subject to re-occurring tree root infestation and or subject to excessive infiltration and inflow and repair or replacement of deficient maintenance holes. The City is planning to spend about \$3.1 million between 2020 and 2029 on wastewater projects listed in the CIP COOR, SSMP, 2019.



**Table 3-22: Capital Improvement Program**

| Project No.  | Project Title                                 | FY 19/20 | FY 20/21 | FY 21/22 | FY 22/23 | FY 23/24 | FY 24/25 | FY 25/26 |
|--|---|----------|----------|----------|----------|----------|----------|----------|
| 1  | Oroville Dam Boulevard Relief Sewer           |          | √        | √        |          |          |          |          |
| 2  | Stanford Avenue Sewer                         | √        | √        |          |          |          |          |          |
| 3  | Grace Baptist Church                          | √        |          |          |          |          |          |          |
| 4  | Montgomery Street Sewer                       | √        |          |          |          |          |          |          |
| 5  | Table Mountain Boulevard Sewer                | √        |          |          |          |          |          |          |
| 6  | Grand Avenue Sewer                            |          |          |          |          | √        |          |          |
| 7  | Downtown Sewer                                |          |          | √        |          |          |          |          |
| 8  | 5 <sup>th</sup> Avenue Sewer                  |          |          | √        |          |          |          |          |
| 9  | Feather River Boulevard Sewer                 |          |          |          | √        |          |          |          |
| 10   | Oroville Industrial Park Sewer                |          |          |          | √        |          |          |          |
| 11   | Olive Highway Expansion                       |          |          |          |          | √        |          |          |
| 12   | Oroville Quincy Highway Expansion             |          |          |          |          |          | √        |          |
| 13   | Dry Creek Pump Station and Pipeline Expansion |          | √        |          |          |          |          |          |
| 14   | Zepher Way Expansion                          |          |          |          |          |          | √        |          |
| 15   | Orange Avenue Sewer                           |          |          |          | √        |          |          |          |
| 16   | Larkin Rd Bypass Sewer                        |          |          |          |          |          |          | √        |
| 17   | West Oroville Dam Boulevard Expansion         |          |          |          |          |          |          | √        |
| 18   | TWSD East Interceptor                         |          |          |          |          |          |          | √        |
| 19   | Ruddy Creek Pump Station Upgrade 1            |          |          |          |          | √        |          |          |
| Additional CIP projects will be added as televising, condition assessment, and flow monitoring (I&I investigation) of the collection system progresses.<br>Data Source: COOR, SSMP, 2019 |   |          |          |          |          |          |          |          |

In addition to the projects listed above, an update to the existing CIP is currently in progress (COOR, 2021d).

*3.7.10. Infrastructure Needs and Deficiencies*

Infrastructure needs or deficiencies (i.e., I&I, pipelines, tanks, reservoirs, electrical power, etc.) are described by COOR staff as related to the lift stations which need to be rehabilitated (COOR, 2021d). Updating aging infrastructure is a continual management concern. Although not directly related to the City’s area of responsibility, a potential future challenge to the provision of services and infrastructure may include the capacity of the SC-OR Wastewater Treatment Plant reached on a first-come, first-serve basis.

Flooding is a local hazard identified in the Local Hazards Mitigation Plan (LHMP). If flooding risk increases in the future due to changes in precipitation, then it may become necessary for the City to upgrade its wastewater and storm drain systems. Ideally, the collection and conveyance wastewater system and the storm drain system could accommodate projected changes in precipitation and flooding. For example, enhance wastewater system capacity to prepare for increased flows and strengthen facilities against extreme events. For example, over the next five years, the City aims to upgrade the Orangewood and Olive Glen pump stations (personal communication, D. Nevers, 5/5/2022).

Complaints:

The City of Oroville does have a system to address complaints about both the wastewater and the storm drain system. If a maintenance hole or storm drain inlet is clogged and not accepting runoff or if a flood is detected, residents are advised to contact Public Works at (530) 538-2420 during regular business hours. After normal business hours, urgent complaints can be directed to the City Police Department at (530) 538-2448.

| <b>Table 3-23: MSR DETERMINATION: PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES</b> |  |  |
|--|--|--|
| <b>Number</b>  | <b>Indicator</b>   | <b>Determination</b>   |
| COOR-PUB-1   | Has the Agency has been diligent in developing plans to accommodate the infrastructure and service needs of current and future constituents? Regularly reviews and updates its service plans to help ensure that infrastructure needs and deficiencies are addressed in a timely manner. | The City of Oroville has two plans that are relevant to the current management of its wastewater conveyance and transmission service: <ul style="list-style-type: none"> <li>• Sanitary Sewer Master Plan January 2013</li> <li>• Sewer System Management Plan October 2019</li> </ul> |

|            |   |  |
|------------|---|--|
|            |   | <p>(continued)</p> <p>Implementation of plan goals and policies are codified in the Municipal Code. The City has been diligent in updating its plans to accommodate the infrastructure and service needs of current and future constituents and to help ensure that infrastructure needs and deficiencies are addressed in a timely manner. Although the Sewer System Management Plan, as updated in October 2019, is available at City Hall, upon request, it has not yet been properly posted to the City's website. It is recommended that the City update the Public Works webpage to allow readers easy access to the newer 2019 version. In 2007, the City completed an "Inflow/Infiltration Study," and this report is now 14 years old. It is recommended that the City update this I/I study as soon as possible and it should incorporate data from the January to March 2023 winter storms.</p> |
| COOR-PUB-2 | The City meets infrastructure needs for existing and future demands on the wastewater system. | The City's infrastructure relates to wastewater collection and conveyance only. The City's wastewater collection system includes approximately 69 miles of sanitary sewer pipes, approximately 1,350 sewer maintenance holes, and 7 sewage lift stations. The sewer system conveys wastewater to a treatment plant owned and operated by the Sewerage Commission - Oroville Region. The City's sewer pipes are configured such that expansion into new geographic areas is possible if needed. However, new pumps or lift stations may be needed depending on the elevation of any future expansion area.  |
| COOR-PUB-3 | Is there duplicate infrastructure by other agencies nearby?                                   | Several nearby agencies offer wastewater services similar to that of the City of Oroville. However, the City's sewer service area where the City is the only provider is smaller than the City boundary. TWSD and LOAPUD also provide wastewater collection services within the City boundary. However, the service areas do not seem to overlap.  |

|            |   |   |
|------------|---|---|
| COOR-PUB-4 | The Agency has preventative maintenance measures and has planned for the replacement of aging infrastructure. | The City's 2019 SSMP contains a detailed capital improvement plan and schedule. Since 2010, the City has spent approximately \$2 million on capital equipment and system rehabilitation (slip lining, pipe patching, etc.). The City continues to undertake rehabilitation projects, such as repairing, relining, and replacing existing pipes that are structurally deficient and/or subject to re-occurring tree root infestation and or subject to excessive infiltration and inflow and repair or replacement of deficient maintenance holes. The City is planning to spend about \$3.1 million between 2020 and 2029 on wastewater projects listed in the CIP COOR, SSMP, 2019. However, due to the City's past financial challenges, its plans have not been consistently implemented, resulting in a deficit in maintenance. |
| COOR-PUB-5 | Evaluation of agency's capacity to assist with and/or assume services provided by other agencies.             | In the recent past, the City has experienced financial challenges which have prevented the City from retaining staff engineers and other professionals necessary for the City to serve a leadership role by assisting with and/or assuming services provided by other agencies. Retention of staff engineers and associated institutional knowledge of the wastewater system is an area that needs improvement. However, the City has close collaborative relationships with the nearby independent wastewater providers such as TWSD, SC-OR, and LOAPUD.   |

## 3.8: Financial Ability To Provide Services

### *3.8.1 Introduction to Financial Metrics*

LAFCO is required by the CKH Act to make a determination regarding the financial ability of the City of Oroville to provide public services. This Chapter provides an overview of financial health and provides a context for LAFCO's financial determinations. The audited Comprehensive Annual Financial Reports (CAFR) from the City for the fiscal years 2018, 2019, and 2020 are this Chapter's primary source of information. Based on recent recommendations from the Little Hoover Commission, this determination on the financial ability to provide services is based upon several key financial performance indicators that LAFCOs throughout the State consider in MSRs.

Two state databases provide City-wide financial summaries, including:

- California Auditor’s website at: <[https://www.auditor.ca.gov/local\\_high\\_risk/lhr-main-landing](https://www.auditor.ca.gov/local_high_risk/lhr-main-landing)>.
- State Controller’s Office at: <<https://cities.bythenumbers.sco.ca.gov>> runs the Government Financial Reports database that includes detailed financial data from 58 California counties and more than 450 cities, as well as pension-related information for state and local government.

Although this MSR provides some city-wide financial data to set the context, the main focus of this analysis is the Sewer Enterprise Fund. Enterprise Funds are used to separately account for self-supporting operations. The City’s budget and Certified Annual Financial Reports are the primary information source for data related to the Sewer Enterprise Fund, and these reports are posted on the City’s website at: <<https://www.cityoforoville.org/services/finance-department>> (COOR, 2021f). City-wide finances are analyzed in more detail within Oroville’s city-wide MSR 2022. COOR tracks the finances of the wastewater enterprise fund separately. Financial analysis for the COOR’s enterprise system associated with the wastewater collection and conveyance system is analyzed in this section.

### *3.8.2: Financial Policies & Transparency*

The City of Oroville prepares and approves an annual budget with a fiscal year that begins on July 1<sup>st</sup> and ends on June 30<sup>th</sup>. It is COOR’s practice to present a draft budget to the City Council for final approval prior to the beginning of the next fiscal year. The City maintains budgetary controls, and these controls ensure that the budget serves as the foundation for financial planning and control for the City. Expenditures authorized in the final budget ordinance are appropriated at the Fund level, and in the case of the General Fund, at the department or program level. All amendments to the budget at these levels can only be approved by the City Council. The City Manager has the authority to transfer funds within a given fund and between department appropriations to ensure that programmatic budgets may adapt throughout the year to evolving circumstances. Budgets for the past five fiscal years and the audited Comprehensive Annual Financial Reports (CAFR) for the past five fiscal years are available to the public via the City’s website<sup>5</sup>.

Every year the City of Oroville publishes an audited Comprehensive Annual Financial Report. The California Government Code requires an annual independent audit of the City’s financial records by a certified public accountant who serves as independent auditors. The most recent audit that has been published is the independent audit for Fiscal Year (FY) 2019/2020, which ended June 30<sup>th</sup>, 2020, and was approved by the City Council ten months later, on April 4, 2021. As of this writing, the CAFR for the FY20/21 was not yet posted to the City’s website. There are

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<sup>5</sup> Oroville’s budgets are available on-line at: <https://www.cityoforoville.org/services/finance-department/city-budget> . Oroville’s audited Comprehensive Annual Financial Reports are available on-line at: <https://www.cityoforoville.org/services/finance-department/comprehensive-annual-financial-report-cafr>



four types of audit opinions: unqualified, qualified, adverse, and disclaimer. An unqualified opinion is a clean opinion meaning the entity passed its audit. A qualified opinion means the entity passed the audit with notable exceptions. A disclaimer or adverse opinion essentially means the entity flunked its audit. The CAFR for FY19/20 was performed by Chavan & Associates, LLP, an accounting firm. The auditors expressed their opinion that the City's financial statements the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, business-type activities, each major fund, and the aggregate remaining fund information of the City of Oroville, as of June 30, 2020, and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America. The City uses the accrual basis of accounting under which revenues are recognized when earned, and expenses are recorded when liabilities are incurred (COOR, CAFR, 2021f).

A City's financial policies function as business rules that ensure an agency's transactions are recorded consistently and correctly. The City's Municipal Code is the primary governance revenue and finance as outlined in the Code's Chapter 3, which covers the following topics:

- Chapter 3.04 Taxation In General
- Chapter 3.08 Assessments
- Chapter 3.12 Levy And Collections
- Chapter 3.16 Uniform Local Sales And Use Taxes
- Chapter 3.18 Transactions And Use Tax
- Chapter 3.20 Uniform Transient Occupancy Tax
- Chapter 3.24 Real Property Transfer Tax
- Chapter 3.28 Telephone, Gas, Water, Electricity, And Television Cable Users Tax
- Chapter 3.32 Development Impact Fees
- Chapter 3.36 Health Facilities Financing Law
- Chapter 3.40 Cannabis Business Tax

COOR's Accounting Policies are described in its CAFR, and a few policies are summarized below:

- The Financial Reporting Entity is the City of Oroville.
- The City has elected to serve as the successor agency of the Oroville Redevelopment Agency, which formerly was a blended component unit of the City.
- The accounts of the City are organized on the basis of funds, each of which is considered a separate accounting entity. The operations of each fund are accounted for with a separate set of self-balancing accounts that comprise its assets, liabilities, fund equity, revenues, and expenditures or expenses, as appropriate.
- The City's Annual Financial Report is presented on an "economic resources" measurement focus and the accrual basis of accounting. Accordingly, all of the City's assets, deferred outflows of resources, liabilities, deferred inflows of resources (including capital assets, infrastructure assets, and long-term liabilities) are included in the accompanying Statement of Net Position.
- The Sewer Fund is an enterprise fund used to account for the activities related to the City's sewage collection system and the collection and remission of fees on behalf of SC-OR for

sewage treatment. The revenues of this fund principally consist of fees charged to customers connected to the sewer system.

- (Source: COOR, CAFR, 2021f)

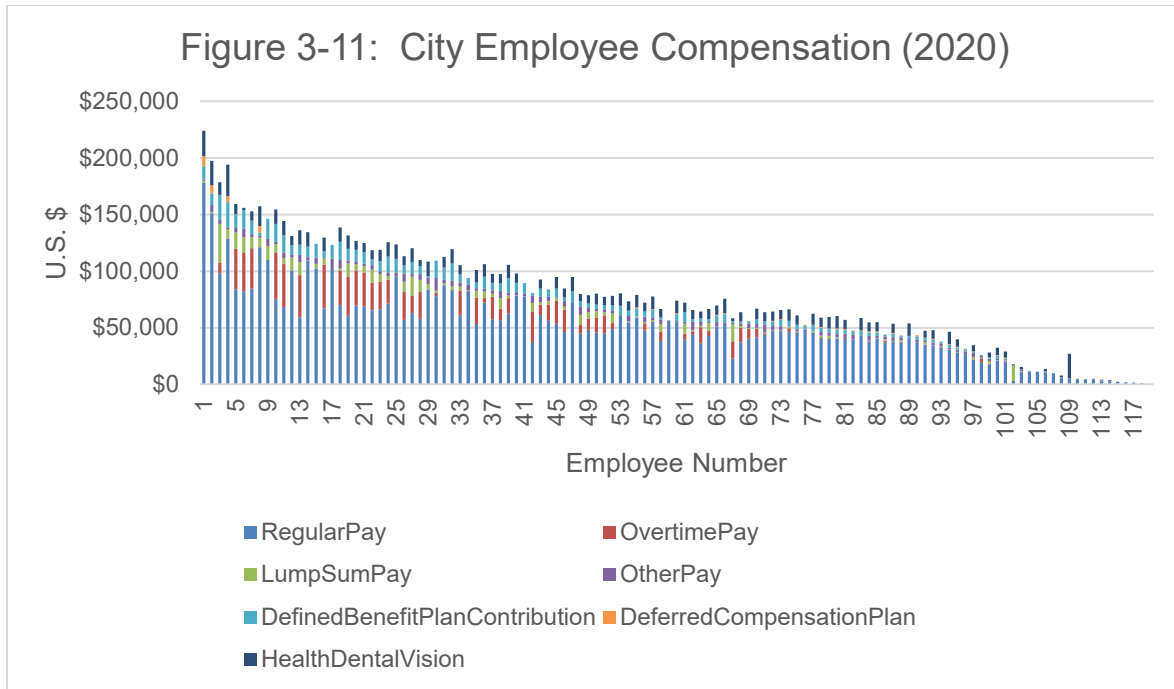
Additionally, COOR also has a “General Fund Reserve Policy” which states that in order “to maintain the City’s ability to meet unforeseen events such as cash flow shortfalls, economic downturns, local disasters, emergencies or any unforeseen events, the City has established a General Fund Reserve. The City will maintain a minimum level of Unassigned Fund Balance in the General Fund equivalent of 15% to 100% of the adopted budget operating appropriations. All uses of the reserve require City Council approval”. This Reserve Policy was revised on 02/16/16 and became effective on 10/19/21. Readers are invited to view the list of COOR’s accounting policies in the comprehensive annual financial report. In addition, Oroville’s financial policies contained in the Municipal Code and CAFR are available to the public via its website.

### Data Transparency

Financial data transparency promotes accountability and provides information to citizens about what their local government is doing. Transparency allows residents to stay informed and learn about local government revenue, spending and debt. The City Director of Finance makes regular reports to the Board of Directors regarding Fund Balance, and this information is available to the public via the meeting agenda packet.

Oroville’s 2019 CAFR was awarded the prestigious Certificate of Achievement for Excellence in Financial Reporting by the Government Finance Officers Association, representing public finance officials throughout the United States and Canada. This award represents the City’s 23<sup>rd</sup> consecutive award, and it is the highest form of recognition for excellence in state and local government reporting. To be awarded a Certificate of Achievement, the government had to publish an easily readable and efficiently organized Comprehensive Annual Financial Report that satisfied both accounting principles generally accepted in the United States of America and applicable legal requirements (COOR, CAFR, 2021f).

Transparency with salary data is also an important attribute for cities in California. For example, the City of Oroville provides competitive compensation and a benefits package to full-time, regular employees, as shown in Figure 3-11 below. In addition, the City of Oroville forwards a report to the California State Controller for Government Compensation in California per Government Code Section 53891. Oroville had city-wide staffing of 120 employees in the year 2020, as shown in Figure 3-11 below. This chart also shows compensation by category for each employee.



Data Source: CA Auditor, Gov. Compensation Website, 2021

### 3.8.3: City-Wide Financial Summary

The California Auditor has developed a Fiscal Health On-line Dashboard for all cities within the State. The California Auditor’s analysis has concluded that the City of Oroville’s Overall Risk of Financial Distress was LOW in FY 2019/2020 and 2018/2019. For FY 2017/2018 and 2016/2017 the overall risk was “moderate”. The Auditor’s risk assessment was based on many fiscal variables, which are summarized in Figure 3-12 below and the following paragraphs.

Figure 3-12: CA Auditor’s Fiscal Health Dashboard – City of Oroville



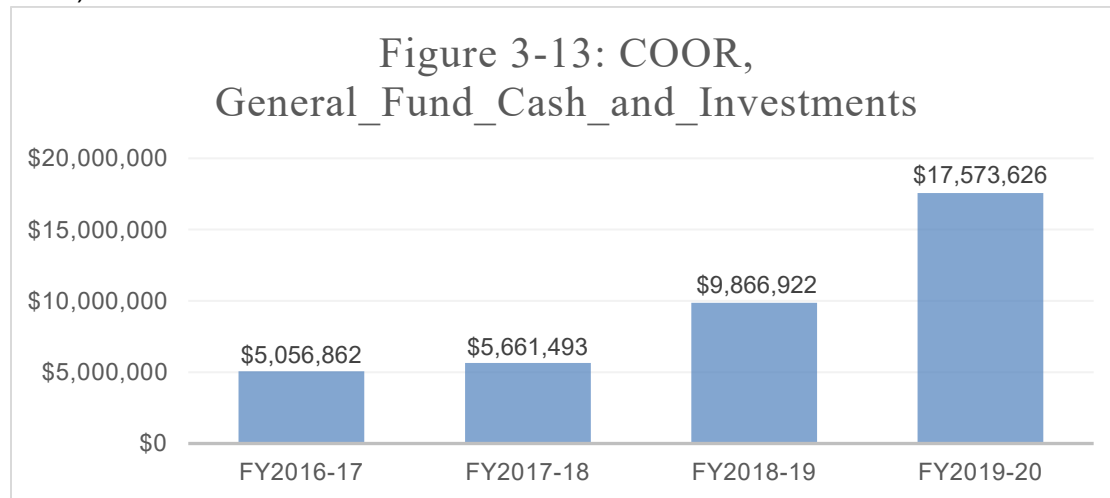
Data Source for Figure 3-12: CA Auditor, 2021

General Fund Reserves

This City has enough funds set aside in reserves to cover its expenses for about 12 months in the event of a fiscal emergency, such as an economic recession, and its reserves have been growing, on average, by 68 percent annually (CA Auditor, 2021).

Cash and Investments (Liquidity)

This City has enough cash and investments to cover 656 percent of its unpaid bills at year-end. Similar to a checking account balance, this indicator measures the cash and investments a City has in its general fund at the end of the fiscal year to pay its bills. To be low risk, a City should have enough cash and investments to pay 150 percent of its bills in the near future (CA Auditor, 2021).

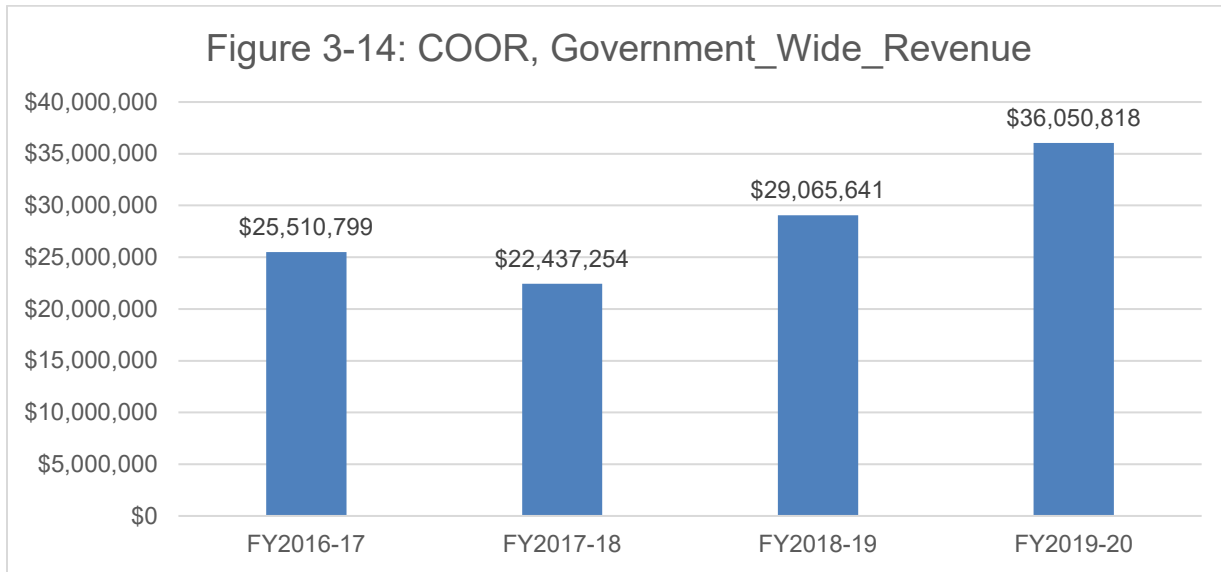


Data Source for Figure 3-13, above: CA Auditor, 2021

### 3.8.4: Revenues, Expenditures, and Net Position

#### Revenues

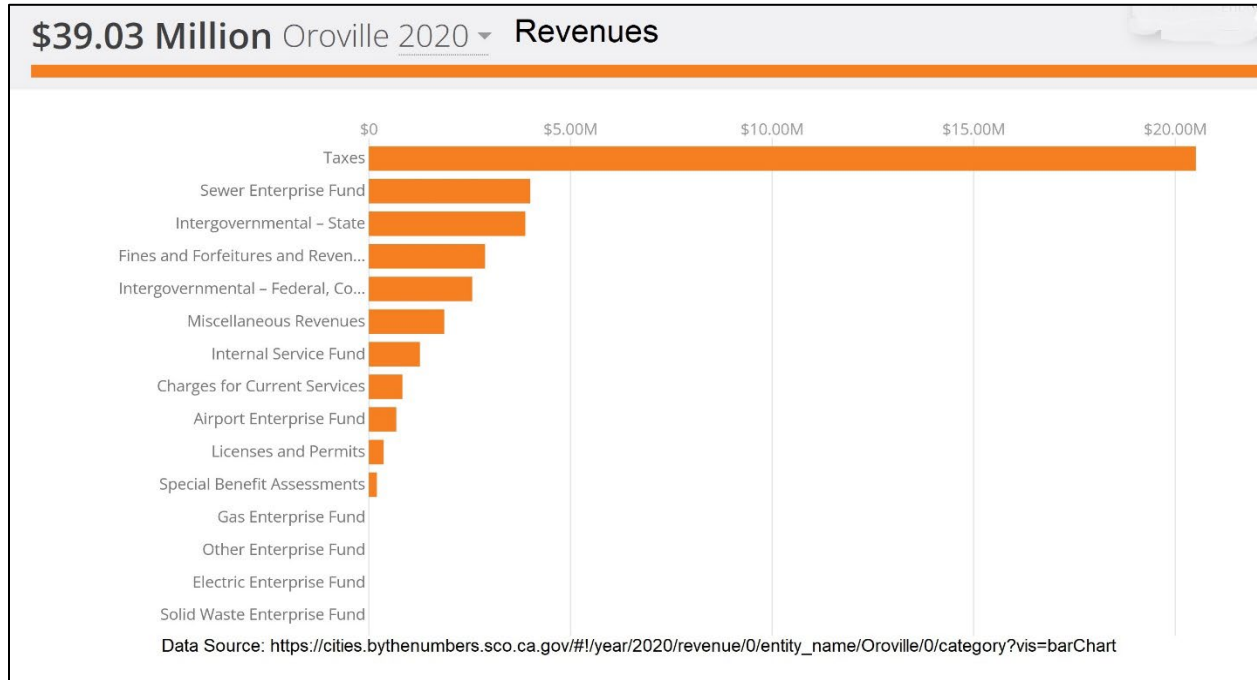
Oroville’s City-wide revenues have increased, on average, 33 percent annually over the last few years. Substantial growth in general fund revenues gives the City greater flexibility to respond to economic changes and pay rising costs of services (CA Auditor, 2021).



Data Source for Figure 3-14, above: CA Auditor, 2021

COOR has multiple sources of revenue, including property tax, sales tax, fees for services, and permit fees. The California State Controller’s Office (SCO) has a webpage entitled “Cities Financial Data,” which contains revenues and expenditures as reported by 482 California cities in an open data format. The data that the City of Oroville reported to SCO was queried, and the results indicate that in FY2020, Total Revenues were \$39,034,595, as shown in Figure 3-15 and Table 3-24, below.

Figure 3-15: City-wide Revenues, FY19/20



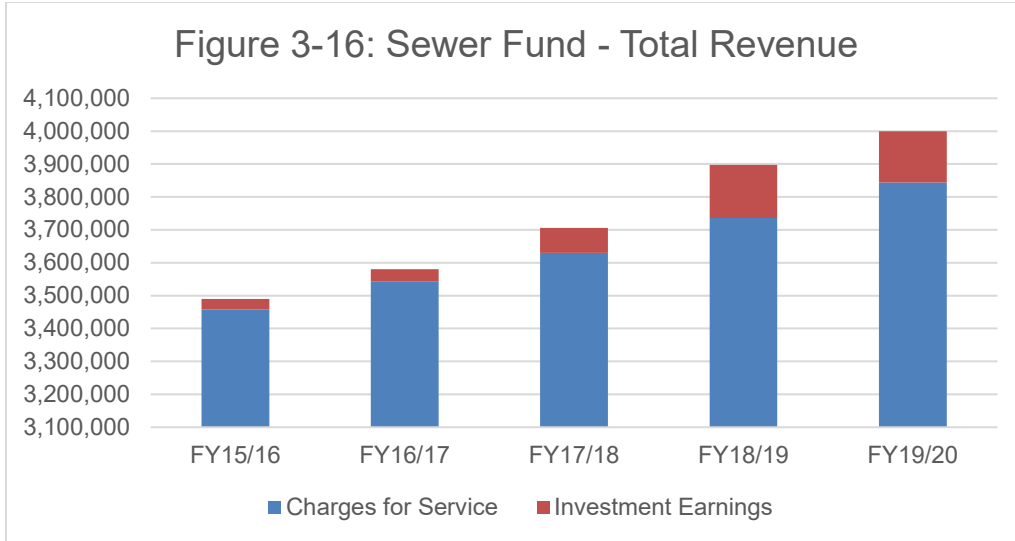
| Revenue Category   | Amount              | Percent |
|--|---------------------|---------|
| Taxes  | \$20,508,520        | 52.54%  |
| Sewer Enterprise Fund  | \$3,999,306         | 10.25%  |
| Intergovernmental – State  | \$3,880,403         | 9.94%   |
| Fines and Forfeitures and Revenue from Use of Money and Property | \$2,880,242         | 7.38%   |
| Intergovernmental – Federal, County, and Other Taxes In-Lieu     | \$2,562,045         | 6.56%   |
| Miscellaneous Revenues   | \$1,869,231         | 4.79%   |
| Internal Service Fund  | \$1,264,416         | 3.24%   |
| Charges for Current Services                                     | \$831,966           | 2.13%   |
| Airport Enterprise Fund  | \$678,141           | 1.74%   |
| Licenses and Permits   | \$363,015           | 0.93%   |
| Special Benefit Assessments                                      | \$197,310           | 0.51%   |
| <b>Total</b>   | <b>\$39,034,595</b> |         |

Data Source: [https://cities.bythenumbers.sco.ca.gov/#!/year/2020/revenue/0/entity\\_name/Oroville/0/category?vis=barChart](https://cities.bythenumbers.sco.ca.gov/#!/year/2020/revenue/0/entity_name/Oroville/0/category?vis=barChart)

**Revenues – Sewer Fund**

The Sewer Fund is an enterprise fund used to account for the activities related to the City’s sewage collection system and the collection and remission of fees on behalf of SC-OR for sewage treatment. The revenues of this fund principally consist of fees charged to customers connected to the sewer system. Investment earnings also contribute a small amount of non-operating revenue to the Sewer Fund, as shown in Figure 3-16 below.



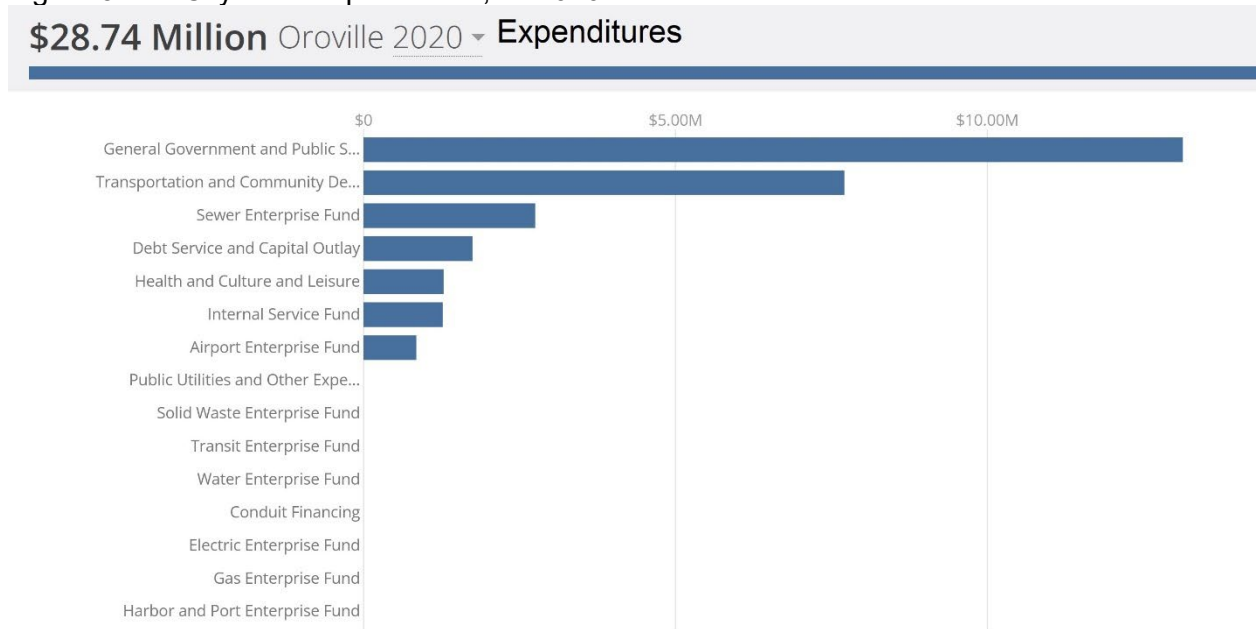


Source for Figure 3-16: COOR CAFR for FY15/16, FY16/17, FY17/18, FY19/20

### Expenses

City-wide expenditures in FY2020 were \$28.74 million in several categories, including General Government and Public Safety, Transportation and Community Development, Debt Service and Capital Outlay, Health and Culture and Leisure, and Internal Service Fund as shown in Figure 3-17 and Table 3-25 (SCO, 2021). In addition, the City has two enterprise funds, the Sewer Enterprise Fund and the Airport Enterprise Fund.

Figure 3-17: City-wide Expenditures, FY2020

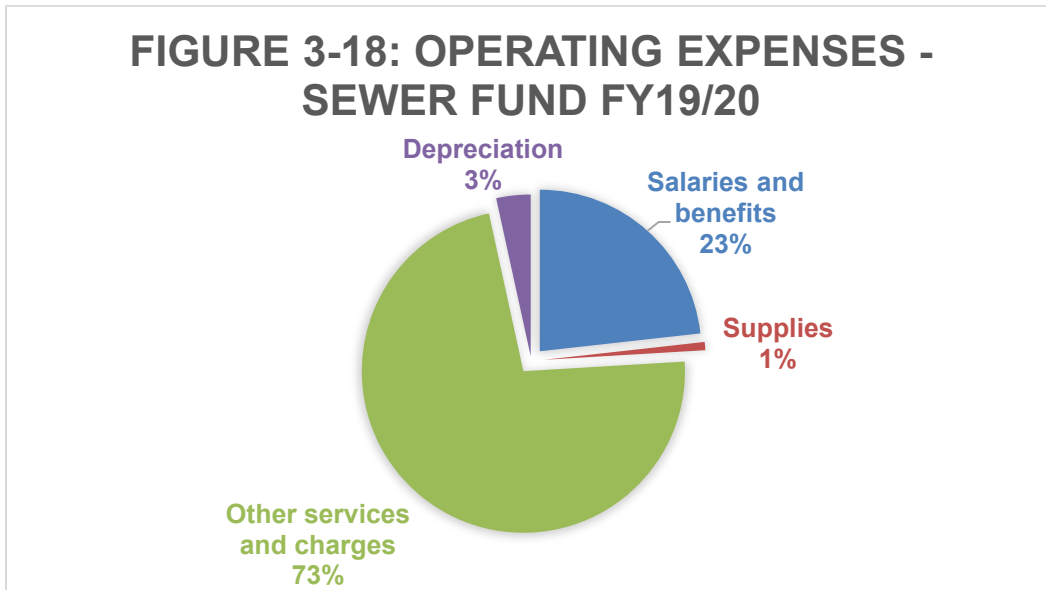


Data Source: [https://cities.bythenumbers.sco.ca.gov/#!/year/2020/operating/0/entity\\_name/Oroville/0/category?vis=barChart](https://cities.bythenumbers.sco.ca.gov/#!/year/2020/operating/0/entity_name/Oroville/0/category?vis=barChart)

| Expenditure Type                         | Amount       | Percent |
|--|--------------|---------|
| General Government and Public Safety     | \$13,135,829 | 45.71%  |
| Transportation and Community Development | \$7,706,975  | 26.82%  |
| Sewer Enterprise Fund                    | \$2,750,158  | 9.57%   |
| Debt Service and Capital Outlay          | \$1,746,414  | 6.08%   |
| Health and Culture and Leisure           | \$1,284,618  | 4.47%   |
| Internal Service Fund                    | \$1,269,943  | 4.42%   |
| Airport Enterprise Fund                  | \$845,742    | 2.94%   |
| Total for FY2020                         | \$28,739,679 |         |
| <i>Data Source: SCO, 2021</i>            |              |         |

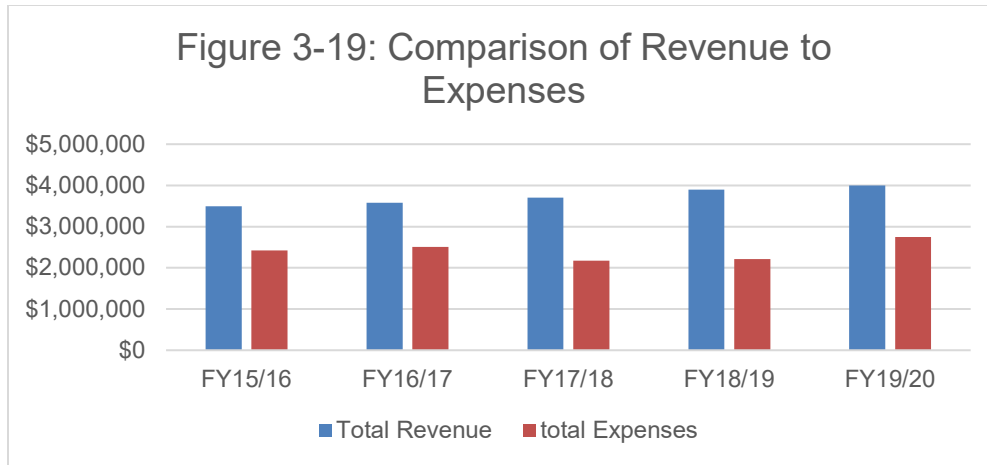
### Sewer Fund Expenses

In FY19/20, the Sewer Fund had four types of expenses. The largest expense category was “Other Services and Charges” at \$1,994,496. This is followed by the expense for salaries and benefits at \$639,039, depreciation at \$94,205, and supplies at \$22,418, as shown in Figure 3-18 below.



Source for Figure 3-18: COOR CAFR for FY15/16, FY16/17, FY17/18, FY19/20

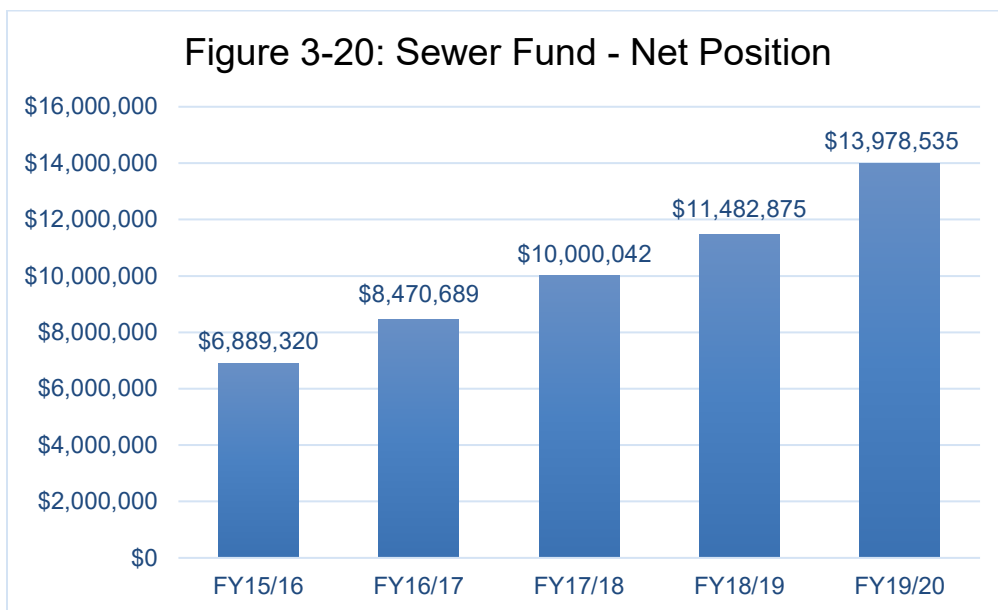
The Sewer Fund expenses for FY19/20 were \$2,750,158, which was less than Total Revenue (\$3,999,306). Total Revenue exceeded Total Expenses in each of the five study years, as shown in Figure 3-19 below and this key performance measure indicates the Sewer Fund is solvent and has the capacity to cover its costs.



Source for Figure 3-19: COOR CAFR for FY15/16, FY16/17, FY17/18, FY19/20

### Sewer fund: Net Position

The Statement of Net Position for the Sewer Fund provided in Table 3-26 below, includes all of the Sewer Fund’s assets, deferred outflows of resources, liabilities, and deferred inflows of resources, which provide information about the nature, and amounts, of investments in assets and obligations to creditors. In addition, the Net Position provides the basis for computing rates of return, evaluating the capital structure of the Sewer Fund, and assessing financial flexibility. On June 30, 2020, the Fund’s total assets and deferred outflows of resources exceeded total liabilities and deferred inflows of resources by \$13.98 million. This figure is referred to as the net position as shown in Figure 3-20, below (COOR, CAFR, 2021f).



Source for Figure 3-20: COOR CAFR for FY15/16, FY16/17, FY17/18, FY19/20

The Net Position for the Sewer Fund has increased in each of the five study years from FY15/16 to FY19/20, as shown in Figure 3-20. The Sewer Fund had a total net position of \$13,978,535 as of June 30, 2020, as shown in Table 3-26 below (COOR, CAFR, 2021f).

| Table 3-26: Statement of Net Position – Sewer Fund, June 30, 2020 |                     |
|---|---------------------|
|   | <b>Sewer Fund</b>   |
| <b>ASSETS</b>   |                     |
| Current assets: Cash and investments                              | \$9,815,746         |
| Accounts receivable   | 151,360             |
| Interest receivable   | 28,825              |
| Inventory   | -                   |
| <b>Total current assets</b>                                       | <b>9,995,931</b>    |
| Noncurrent assets:  |                     |
| Capital assets: Nondepreciable                                    | 389,414             |
| Depreciable, net  | 4,406,662           |
| Total capital assets, net   | 4,796,076           |
| Total Noncurrent assets   | 4,796,076           |
| <b>Total assets</b>   | <b>\$14,792,007</b> |
| <b>DEFERRED OUTFLOWS OF RESOURCES</b>                             |                     |
| Pension adjustments   | \$466,192           |
| <b>LIABILITIES</b>  |                     |
| Current liabilities: Accounts payable                             | \$17,250            |
| Payroll related liabilities                                       | 20,422              |
| Other payables and accruals                                       | -                   |
| Total current liabilities   | 37,672              |
| Non-current liabilities: Net pension liability                    | 1,106,896           |
| <b>Total liabilities</b>  | <b>\$1,144,568</b>  |
| <b>DEFERRED INFLOWS OF RESOURCES</b>                              |                     |
| Pension adjustments   | \$135,096           |
| <b>NET POSITION</b>   |                     |
| Net Investment in capital assets                                  | \$4,796,076         |
| Unrestricted  | 9,182,459           |
| <b>Total net position</b>   | <b>\$13,978,535</b> |
| <i>Data Source: COOR, CAFR, 2021f</i>                             |                     |

### 3.8.4: Capital Improvement Plan

The City has a Capital Improvement Program that includes the rehabilitation and replacement of its collection system assets where conditions warrant. The public works field crews maintain a list of known structural problems to provide input to the Public Works Engineering Division on the Capital Improvement Program. The Sewer System Management Plan adopted in October 2019 states that the sewer system projects are included in the City's Capital Improvement Program. The CIP for the wastewater system is shown in Table 3-27 below.

Table 3-27: Wastewater Capital Improvement Program

| Project Number   | Project Title                                 | FY 19/20 | FY 20/21 | FY 21/22 | FY 22/23 | FY 23/24 | FY 24/25 | FY 25/26 |
|--|---|----------|----------|----------|----------|----------|----------|----------|
| 1  | Oroville Dam Blvd Relief Sewer                |          | ✓        | ✓        |          |          |          |          |
| 2  | Stanford Avenue Sewer                         | ✓        | ✓        |          |          |          |          |          |
| 3  | Grace Baptist Church                          | ✓        |          |          |          |          |          |          |
| 4  | Montgomery Street Sewer                       | ✓        |          |          |          |          |          |          |
| 5  | Table Mountain Blvd Sewer                     | ✓        |          |          |          |          |          |          |
| 6  | Grand Avenue Sewer                            |          |          |          |          | ✓        |          |          |
| 7  | Downtown Sewer                                |          |          | ✓        |          |          |          |          |
| 8  | 5 <sup>th</sup> Avenue Sewer                  |          |          | ✓        |          |          |          |          |
| 9  | Feather River Blvd Sewer                      |          |          |          | ✓        |          |          |          |
| 10   | Oroville Industrial Park Sewer                |          |          |          | ✓        |          |          |          |
| 11   | Olive Highway Expansion                       |          |          |          |          | ✓        |          |          |
| 12   | Oroville Quincy Highway Expansion             |          |          |          |          |          | ✓        |          |
| 13   | Dry Creek Pump Station and Pipeline Expansion |          | ✓        |          |          |          |          |          |
| 14   | Zepher Way Expansion                          |          |          |          |          |          | ✓        |          |
| 15   | Orange Avenue Sewer                           |          |          |          | ✓        |          |          |          |
| 16   | Larkin Rd Bypass Sewer                        |          |          |          |          |          |          | ✓        |
| 17   | West Oroville Dam Blvd Expansion              |          |          |          |          |          |          | ✓        |
| 18   | TWSD East Interceptor                         |          |          |          |          |          |          | ✓        |
| 19   | Ruddy Creek Pump Station Upgrade 1            |          |          |          |          | ✓        |          |          |
| Additional CIP projects will be added as televising, condition assessment, and flow monitoring (I&I investigation) of the collection system progresses |   |          |          |          |          |          |          |          |

### 3.8.5: Reserves

In California, many cities have accumulated reserves. There are no standards guiding the size and use of reserve funds. Reserve funds are useful for COOR because their contribution towards capital improvement projects reduces the potential need to accumulate a high debt load. The California Government Code allows the City to invest, provided the issuers' credit ratings are acceptable to the City and approved percentages and maturities are not exceeded. To maintain the City's ability to meet unforeseen events such as cash flow shortfalls, economic downturns, local disasters, emergencies, or any unforeseen event, the City established a financial reserve. The City aims to maintain a minimum level of Unassigned Fund Balance in the General Fund equivalent of 5% to 15% of the adopted budget operating appropriations. All uses of the reserve require City Council approval. The City Council may direct the usage of reserves for the following:

- To provide resources to make up for temporarily decreased revenues, such as State subventions.
- To provide temporary resources in the event of an economic downturn.
- To provide resources to meet emergency expenditures in the case of flood, fire, earthquake, landslides, or other disasters.

- Whenever the reserves are used, the reserve shall be replenished as soon as possible (COOR, CAFR, 2021f).

### 3.8.6: Outstanding Debts and Liabilities

For local government agencies, liabilities typically include current liabilities such as accounts payable, salaries payable, bond interest payable, and long-term liabilities such as serial bonds payable, installments payable, and contracts payable. Specifically, the City of Oroville has several types of debt, including pension obligation bonds, USDA COP loan, PG&E retrofit loan, equipment lease, net pension liability, total OPEB liability, and compensated absences as listed in Table 3-28.

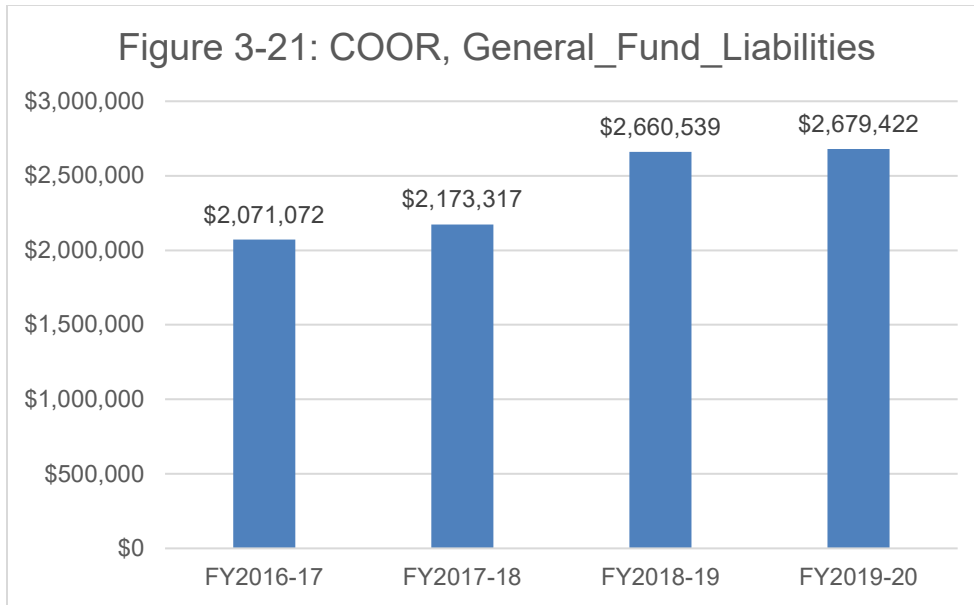
Table 3-28: Outstanding Long-Term Obligation as of June 30, 2020

|   | Governmental Activities  |                      |
|---|--------------------------|----------------------|
|   | 2020                     | 2019                 |
| Pension Obligation Bonds                | \$ 2,830,000             | \$ 3,445,000         |
| USDA COP loan                           | 477,900                  | 502,500              |
| PGE Retrofit Loan                       | 117,117                  | 144,144              |
| Equipment Lease - Solar Equipment       | 2,438,490                | 2,508,792            |
| Net Pension Liability                   | 22,103,076               | 20,411,278           |
| Total OPEB Liability                    | 1,992,951                | 1,890,869            |
| Compensated absences                    | 760,612                  | 653,278              |
| Total outstanding long-term obligations | <u>\$ 30,720,146</u>     | <u>\$ 29,555,861</u> |
|   | Business-Type Activities |                      |
|   | 2020                     | 2019                 |
| Net Pension Liability                   | <u>\$ 1,595,803</u>      | <u>\$ 1,464,953</u>  |

Source: COOR, CAFR, 2021f

The California Auditor indicates that the City's long-term debts equate to only 11 percent of the City's total government revenues, indicating it has substantial capacity to pay its debts. To be low risk for debt burden, a City's debt should ideally not exceed 40 percent of total government revenue (CA Auditor, 2021).





### 3.8.7: Pension Payments

COOR contributes the pension payments to the California Public Employees Retirement System (CalPERS), a multiple-employer public employee defined benefit pension plan on behalf of its full-time employees. CalPERS provides retirement, disability, and death benefits to plan members and beneficiaries. CalPERS acts as a common investment and administrative agent for participating public entities within the State, including COOR. Copies of CalPERS' annual financial report may be obtained from its executive office at 400 Q Street, Sacramento, California 95811. The pension contribution requirements of plan members and COOR are established and may be amended by the COOR City Council. CalPers recognizes that the scale and multi-faceted nature of climate change presents a systemic risk to retirement portfolios across the board. The risks include:

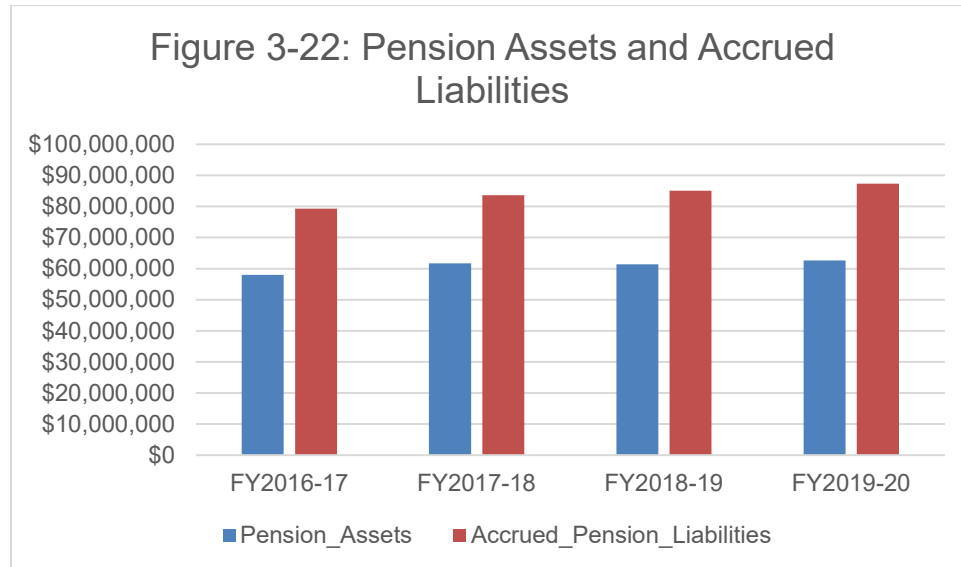
- disruption to portfolio companies' supply chains and operations,
- heightened volatility to financial markets,
- reduced economic growth,
- fixed assets (e.g., real estate), and
- impacts to the financial success of existing business models and portfolio companies

CalPers has implemented its Sustainable Investments Program in an attempt to mitigate these systemic risks (CalPers, n.d.)

The CAFR for FY19/20 states that "The City makes contributions based on a pay-as-you-go basis as approved by the authority of the City's Board. Total benefit payments included in the measurement period were \$140,000. The actuarially determined contribution for the measurement period was \$263,044. The City's contributions and benefit payments were 1.98% of covered employee payroll during the measurement period June 30, 2019 (reporting period June 30, 2020). Employees are not required to contribute to the plan. There have been no assets accumulated in a trust to provide for the benefits of this plan for the measurement period" (COOR,

CAFR, 2021f). In FY18/19, the net pension liability for the City was \$1,464,953. In FY19/20, this liability increased to \$1,595,803, as shown in Table 3-28, above (COOR, CAFR, 2021f).

**Pension Obligations:** Oroville’s unfunded pension obligations are substantial compared to its total government revenues. A City’s unfunded pension obligations represent the amount of additional funds it would need to set aside to make all promised pension payments to its employees. Greater unfunded pension obligations mean that a City will have to make higher contributions to its pension plan over time (CA Auditor, 2021).



### Pension Funding

This City’s pension plan has enough assets to fund 72 percent of employees’ pension costs. A City that has a pension plan without sufficient assets may have to make higher contributions over time. For a City’s pension funding to be low risk, the City should have enough assets in its pension plan to fund more than 80 percent of the cost of pension benefits already earned by its employees (CA Auditor, 2021).

**Pension Costs:** Oroville’s current annual contributions to its pension plan are moderate compared to its total government revenues. This indicator measures how much the City currently needs to contribute to its pension plan annually to ensure the plan can afford to pay employees in the future. For a City’s pension costs to be low risk, annual pension contributions should not exceed 5 percent of the City’s total government revenue (CA Auditor, 2021).

**Future Pension Costs:** This City’s projected annual payments to its CalPERS pension plan in the fiscal year 2027-28 are significant compared to its current total government revenues. This indicator projects the future annual amount the City will need to contribute to its pension plan to ensure the plan can afford to pay retired employees. For a City’s pension costs to be low risk, annual pension contributions should not exceed 5 percent of the City’s total government revenue (CA Auditor, 2021).

Retiree Health and Dental Obligations (Other Post-Employment Benefits Obligations): Oroville's unfunded obligations for retiree health and dental benefits are relatively small compared to its total government revenues. A City's unfunded obligations for retiree health and dental benefits represent the amount of additional funds it would need to set aside to make all promised payments to its employees for other post-employment benefits. Greater unfunded retiree health and dental obligations mean that a City will have to make higher contributions to its OPEB plan over time (CA Auditor, 2021).

Retiree Health and Dental Funding (Other Post-Employment Benefits Funding): This City's OPEB plan covers other post-employment benefits like health and dental for retired employees, has enough assets to fund 0 percent of employees' OPEB costs. A City with an OPEB plan without sufficient assets may have to make higher contributions over time. For a City's OPEB funding to be low risk, the City should have enough assets in its OPEB plan to fund more than 80 percent of its employees' OPEB costs (CA Auditor, 2021).

The medical plans offered to Oroville's retirees consist of two PPO options (Gold and Silver) and HDHP-10, offered through Golden State Risk Management Authority (GSRMA). Medical premiums for non-Medicare eligible retirees are equal to the premiums for active employees (COOR, CAFR, 2021f). The net OPEB liability during the year ended June 30, 2020 was \$1,992,951 (COOR, CAFR, 2021f).

### *3.8.8: Rates*

COOR has adopted standard rates for monthly wastewater service fees and wastewater connection fees, as shown in Table 3-29 below. The monthly fee for wastewater services is a total of \$37.41 per month, and this fee is split between the City's collection fee and the SC-OR treatment fee. New development that would like to connect to the City's wastewater collection system is charged a city sewer connection charge which is \$696 per single-family home plus additional charges, such as development impact fees that could include a \$427.25 Sewer Collection Facility Fee and/or a \$6,638 SC-OR connection fee.

## City Sewer Connection Charges (Resolution 5889)

| FEE TYPE   | FEE                     | FEE                |
|--|-------------------------|--------------------|
| Residential and Commercial   |                         | \$696.00 per EDU   |
| Industrial   |                         | \$2,856.50 per EDU |
| Sewer Service Agreement Application Fee  |                         | \$435.00           |
| Sanitary Sewer Main Tapping Fee  |                         | \$331.32           |
|  |                         |                    |
| Sewer Service Charges (Resolution 8530)<br>Residential, Commercial, Industrial, & Mobile Home (per EDU)  |                         |                    |
| City Charges (Collection) <sup>1</sup>   | \$23.56/mo <sup>2</sup> | \$282.72/yr        |
| SC-OR Charges (Treatment) <sup>1</sup>   | \$15.85/mo              | \$190.20/yr        |
| Total  | \$37.41/mo              | \$472.92/yr        |
| (1) Sewer service charges are placed on the property owners tax bill.<br>(2) Includes \$1.32 per month per EDU for the East Trunk Line maintenance charge. |                         |                    |

*Data Source for Table 3-29 above: COOR Public Works Department Fee Schedule on Website*

The City Council's Resolution No. 5889 authorized increases to the City's sewer connection fees by 3.1% in accordance with the Engineering News Record Construction Cost Index (personal communication, D. Nevers, 5/5/2022).

### *Determinations: Financial Ability to Provide Services*

Based on the information included in Sections 3.8 above, the following written determinations make statements involving each service factor which the Commission must consider as part of a municipal service review. The determinations listed below in Table 3-30 are based upon the data presented, and are recommended to the Commission for consideration. The Commission's final MSR determinations are part of a Resolution which the Commission formally adopted during a public meeting.

| Number     | Indicator  | Determinations   |
|------------|--|--|
| COOR-FIN-1 | Summary financial information presented in a standard format and simple language.                                    | COOR's Comprehensive Annual Financial Reports and Budgets are prepared annually, and they clearly and transparently present financial information. Oroville's 2019 CAFR was awarded the prestigious Certificate of Achievement for Excellence in Financial Reporting by the Government Finance Officers Association. |
| COOR-FIN-2 | City has a published policy for reserve funds, including the size and purpose of reserves and how they are invested. | The City's published policy for reserve funds is available from the City's Finance Department. The General Fund Reserve Policy describes the purpose and suggested size of reserves.   |

|             |   |  |
|-------------|---|--|
|             |   | However, the Policy does not indicate how reserve funds should be invested. This is an item that needs improvement. It is recommended that the next time the City updates its General Fund Reserve Policy it should add a statement about how reserve funds should be invested.                                    |
| COOR-FIN-3  | Other financing policies are clearly articulated.   | COOR's Comprehensive Annual Financial Report contains a list of its accounting policies. Additionally, the Municipal Code describes several financial policies, with specific procedures for purchases and procurement practices. The City's Municipal Code is readily available on the COOR's website.            |
| COOR-FIN-4  | Compensation reports and financial transaction reports that are required to be submitted to the State Controller's Office are posted to the City website. | Required reports on employee wages are sent to the California State Controller for Government Compensation. Although the City's Master Salary Scale is not directly posted to a webpage, it is available using the "search" feature on the COOR website.   |
| COOR-FIN-5  | Revenues exceed expenditures in 50% of studied fiscal years.  | Total Revenue exceeded Total Expenditures in each of the five study years.   |
| COOR-FIN-6  | Increases or decreases in net position  | Changes to the Net Position are shown in Figure 3-20, to be a steady increase, year to year. For example, in FY19/20, the Net Position increased by 2,750,158 from the previous year.  |
| COOR-FIN-7  | Tax Revenues/Connection Ratio   | The Sewer Fund operates as an enterprise fund within the City and therefore does not utilize tax revenue. Therefore, the Tax Revenues/Connection Ratio is zero.  |
| COOR-FIN-8  | Rates were adopted by the City Council  | COOR's City Council adopted the fee schedule for the Public Works Department through Resolution #5889.   |
| COOR-FIN-9  | Rates are consistent with requirements of the State Water Resources Control Board, and the process for adopting rates are consistent with Proposition 218 | Rates for sewer service provided to City residents include both the City's fees for collection and SC-OR's fees for treatment and disposal. The City's rates were approved by Council Resolution No. 5889 and the fee can increase by 3.1% in accordance with the Engineering News Record Construction Cost Index. |
| COOR-FIN-10 | Rates are readily available to constituents   | Rates are displayed on the City's website for the Public Works Department at: <a href="https://www.cityoforoville.org/services/public-works-department/engineering-division/engineering-fees">https://www.cityoforoville.org/services/public-works-department/engineering-division/engineering-fees</a> .          |

### *3.8.9: Risk Management*

Managing risks in cities is a method commonly utilized to reduce unforeseen costs. The City of Oroville maintains insurance to cover normal business activities regarding financial risk. Specifically, the City carries several insurance policies with the Northern California Cities Self-Insurance Fund (NCCSIF), a joint powers authority (COOR, RFI 2021d). Additionally, the City is not currently involved in any legal actions that may affect its financial status (COOR, RFI, 2021d).

### *3.8.10: Memberships & Resource Sharing*

Membership in professional organizations is a way that cities can leverage their expertise and the expertise of their colleagues in similar cities to efficiently provide mutual assistance, share information, and support professional development. COOR does maintain mutual aid, automatic aid agreements, and/or memberships in several organizations. Specific to wastewater, COOR is a member of the JPA called Sewerage Commission – Oroville Region.

## 3.9 Joint Power Authorities

Effective January 1, 2017, Government Code §6503.6 and §6503.8 require LAFCo to be a repository for all Joint Powers Authority Agreements (JPA) within a county related to municipal service provisions. COOR participates in two JPAs as listed in the following paragraphs.

Northern California Cities Self Insurance Fund (NCCSIF): The City is a member of this public entity risk pool for liability and workers' compensation purposes. The NCCSIF consists of twenty Northern California Member Cities. The purpose of the Authority is to arrange and administer insurance programs for the pooling of self-insured losses and to purchase excess liability coverage. All member cities share administrative costs of the Authority equally (5.00 percent) and have equal control over budgeting and financing activities. In addition, each member city has a representative on the Board of Directors. The City paid \$898,026 in quarterly and annual premiums and assessments to the Authority for liability and worker's compensation insurance during FY 19/20.

Sewerage Commission - Oroville Region (SC-OR): SC-OR was organized under a joint powers agreement between the City of Oroville, Thermalito Water and Sewer District, and Lake Oroville Area Public Utility District. SC-OR's primary purpose is to provide sewage treatment and disposal services to the local government member entities. Each member sends two representatives (one voting, one non-voting) to SC-OR's Board of Directors that constitutes the entire governing board. No participating member entity has access to SC-OR's resources or surpluses, nor is any participant liable for SC-OR's debts or deficits. Further, the City of Oroville does not have any equity interest in SC-OR. Each member entity is required to collect and remit SC-OR's sewer treatment and system regional facility charges. For the year ended June 30, 2020, the amount remitted to SC-OR by the City of Oroville totaled \$1,504,698.



### 3.10: Cost Avoidance and Facilities Sharing

This section highlights cost avoidance practices given necessary service requirements and expectations. Ideally, proposed methods to reduce costs would not adversely affect service levels. In general, wastewater systems have a fixed cost associated with infrastructure, operations, and maintenance and have a variable cost related to demand. Given these constraints, COOR pursues an array of cost avoidance techniques that each contributes incrementally towards keeping costs at a reasonable level. Specifically, COOR carefully utilizes its budgeting processes to serve as one means to avoid unnecessary costs.

Additionally, COOR participates in two Joint Powers Authority (SC-OR and NCCSIF) to reduce costs for wastewater treatment and disposal. Overhead is currently minimized to the greatest extent feasible (COOR, 2021d). There is little opportunity for further cost savings because the system has been deprived of maintenance for many years (COOR, 2021d).

#### Facilities Sharing:

Joint Agreements: Wastewater collected by the City's collection system is treated and disposed of at the WWTP owned and operated by SC-OR. The City does not own or operate any wastewater treatment facilities (COOR, 2021d).

Mutual aid: The City of Oroville provides wastewater collection services to a portion of the City's boundary area. The other JPA members provide wastewater services to some areas within the City's jurisdictional boundary, and mutual aid is provided among members on an as-needed basis (COOR, 2021d).

Misc. Partners: The City participates in several programs related specifically to wastewater services including: 1) California Water Environment Association, 2) USAN 811 / Underground Service Alert / Call before you dig, and 3) emergency services agreement with Duke Sherwood Contracting for emergency services on the system (personal communication, D. Nevers, 5/5/2022).

Reorganization: It is sometimes beneficial for an agency to pursue structural and/or jurisdictional reorganizations to save money, avoid future overhead costs and increase efficiency and transparency to its customers. COOR staff has indicated that there are no functional or structural reorganizations that the City of Oroville is evaluating to benefit recipients of the department's services or improve the provision of wastewater collection services at this time (COOR, 2021d). The COOR should consider evaluating the opportunity to reorganize its collection system with TWSD north of the Feather River and with LOAPUD south/east of the Feather River.

| Table 3-31: MSR DETERMINATION: STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES |   |  |
|--|---|--|
| Number   | Indicator   | Determination  |
| COOR-SHA-1   | The Agency collaborates with multiple other agencies for the delivery of services within its boundary.  | The City collaborates with multiple other agencies to deliver services within its boundary, including SC-OR, TWSD, and LOAPUD. The COOR should consider evaluating the opportunity to reorganize its collection system with TWSD north of the Feather River and with LOAPUD south/east of the Feather River.   |
| COOR-SHA-2   | Agreements for mutual aid or any other appropriate agreement (i.e., Tax Sharing Agreement) are periodically reviewed to ensure fiscal neutrality. | <p>The City is a member of the wastewater JPA (aka SC-OR), along with TWSD and LOAPUD. TWSD and LOAPUD also provide wastewater services to some geographic areas within the City's jurisdictional boundary. The three members of the JPA, along with SC-OR, provide each other with mutual aid assistance on an as-needed basis.</p> <p>While the current organization of sewer services between three collection agencies and the wastewater treatment plant (SC-OR) effectively delivers sewer services to the Oroville region, this duplication of services should be evaluated to determine if a reorganization of service providers and/or boundaries would result in a more transparent and cost-effective provision of sewer services. At present, both LOAPUD and TWSD provide sewage collection services within COOR boundaries. It is recommended that the City initiate dialogue with its sewage collection partners to consider potential reorganization options that would allow for greater efficiencies, cost savings and offer a more streamlined approach that would benefit not only current users, but new development interests as well.</p> |

|            |  |  |
|------------|--|--|
| COOR-SHA-3 | The City periodically examines other practices and opportunities that may help reduce or eliminate unnecessary costs. Ideally, there is a balance between cost efficiency and risk reduction strategies. | Wastewater systems generally have a fixed cost associated with infrastructure, operations, and maintenance and have a variable cost related to demand. Given these constraints, COOR pursues an array of cost avoidance techniques that each contributes incrementally towards keeping costs at a reasonable level. Specifically, COOR carefully utilizes its budgeting processes to serves as one means to avoid unnecessary costs. Additionally, COOR participates in two joint powers authorities (SC-OR and NCCSIF) to reduce costs for wastewater treatment and disposal. Overhead is currently minimized to the greatest extent feasible (COOR, 2021d). There is little opportunity for further cost savings because the system has been deprived of maintenance for many years. |
|------------|--|--|

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