

CITY OF OROVILLE MUNICIPAL SERVICE REVIEW UPDATE

August, 2023

Prepared for the City of Oroville by

Policy Consulting Associates, LLC

Public review
DRAFT

Preface

Prepared for, and under the joint direction of, the Butte Local Agency Formation Commission (LAFCo) and the City of Oroville, this report is a municipal service review (MSR)—a state-required comprehensive study of services within a designated geographic area. This MSR is for the City of Oroville, which is located in Butte County, and provides various municipal services, including airport, fire protection, law enforcement, solid waste, streets, stormwater, and wastewater services.

CONTEXT

Butte LAFCo is required to adopt MSRs for each city and special district within the County pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. An MSR reviews services provided by public agencies whose boundaries and governance are subject to LAFCo. The City of Oroville and the services it provides are covered by this MSR.

CREDITS

The City provided a substantial portion of the information included in this document, including budgets, financial statements, various plans, and responded to questionnaires. The authors extend their appreciation to those individuals at the City of Oroville who provided information, documents, and assistance crucial to this review.

Dawn Nevers, former City of Oroville Assistant Director of Community Development, provided project direction and review. This report was prepared by Policy Consulting Associates, LLC, and was co-authored by Oxana Wolfson, Jennifer Stephenson, and Jill Hetland. Jennifer Stephenson served as project manager. The document in its final form was produced by Shannon Costa, Deputy Executive Officer of Butte LAFCo.

Table of Contents

Preface	3
Figures.....	5
Executive Summary.....	7
Growth and Growth Strategies	7
Disadvantaged Unincorporated Communities.....	8
Municipal Services.....	8
Other Matters	11
Financing	12
LAFCo and Municipal Services Reviews	14
LAFCo Overview	14
Municipal Services Review Legislation.....	15
Municipal Services Review Process.....	16
Sphere Of Influence Updates	17
City of Oroville Overview	19
Background.....	19
Boundaries and Sphere of Influence	20
Municipal Services.....	22
Chapter 1. Accountability and Governance	26
Chapter 2. Planning and Management Practices.....	29
Chapter 3. Growth and Population Projections	35
Chapter 4. Financing	77
Chapter 5. Airport Services	85
Chapter 6. Fire Protection Services.....	95
Chapter 7. Parks and Recreation Services.....	105
Chapter 8. Law Enforcement Services	121
Chapter 9. Solid Waste Services.....	136
Chapter 10. Street Services.....	143
Chapter 11. Stormwater Services	154
Chapter 12. Wastewater Services	163
Chapter 13. Governance Structure Options	178

Figures

Figure 1 Butte LAFCo Commissioners	15
Figure 2 City of Oroville Boundaries	21
Figure 3 Municipal Service Providers	24
Figure 4 Domestic Water Providers	25
Figure 5 City of Oroville Governing Structure	26
Figure 6 City of Oroville Organizational Chart.....	31
Figure 7 City of Oroville Planning Area Map	36
Figure 8 Existing Land Uses within Oroville Boundaries and SOI, 2006.....	38
Figure 9 Agricultural Land in City of Oroville Planning Area	40
Figure 10 Vacant Land Inventory.....	44
Figure 11 Vacant Land Inventory by Zoning Designation in City Limits, 2021	45
Figure 12 Annexations Approved Since 2015	46
Figure 13 Historical Population Growth	46
Figure 14 Percentage Population Growth	47
Figure 15 BCAG Population Projections March 2023.....	50
Figure 16 Disadvantaged Unincorporated Communities within City of Oroville SOI	52
Figure 17 Map of Disadvantaged Unincorporated Communities in City of Oroville SOI	53
Figure 18 City of Oroville Building Permits, 2000-2020	55
Figure 19 Map of Unconstructed Projects, June 2021.....	63
Figure 20 2012 Island Annexation Areas.....	68
Figure 21 Map of Annexation Areas.....	72
Figure 22 Total Number of People Experiencing Homelessness by Year, Butte County Continuum of Care	73
Figure 23 Oroville Municipal Airport Facility Description	88
Figure 24 Oroville Municipal Airport Operations.....	93
Figure 25 CALFIRE State Responsibility Area Fire Hazard Severity Zones.....	100
Figure 26 Park and Trees Department Staffing	109
Figure 27 City of Oroville Park and Recreation Facilities	113
Figure 28 Location of City of Oroville Park and Recreation Facilities.....	114
Figure 29 OPD Staffing, FY 22/23 and 23/24	128
Figure 30 OPD Facilities.....	130
Figure 31 OPD Response Times, 2023	133
Figure 32 Solid Waste Disposal, 2007-2018.....	142
Figure 33 Street Mileage by Functional Class	146
Figure 34 Pavement Management System Road Conditions, 2013.....	149
Figure 35 PCI Breakdown Descriptions.....	151
Figure 36 Oroville Area Wastewater Treatment Providers	165
Figure 37 New Sewer Connections by Year.....	172

Executive Summary

This report is a Municipal Service Review (MSR) regarding the municipal services provided by the City of Oroville. An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, the City of Oroville. The MSR requirement is codified in the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (Government Code §56000 et seq.). The adoption of the MSR, will allow the Butte LAFCo, at the request of the City to review and update the Sphere of Influence (SOI) of the City.

Growth and Growth Strategies

Land use in the City of Oroville and the surrounding area has not changed substantially since 1995. However, regional and local market trends have increased the rate of change over the past decade. Oroville has experienced population growth of about 54 percent between 2000 and 2021, as the housing markets in neighboring cities have become more constrained. Growth in population over the last decade is a result of annexation, the comparative affordability of single-family housing in Oroville compared to the larger region, and the migration of a substantial portion of the Paradise population to the Oroville area after the Camp Fire. Oroville is likely to see this trend continue, with significant residential and employment expansion.

Butte County Association of Governments (BCAG) and others had previously put together long-term regional growth forecasts for 2014-2040 to provide insight into the growth trends that are anticipated to occur within Butte County and the incorporated cities over the next two decades. Low, medium, and high growth forecasts were developed to provide flexibility and acknowledge the uncertainty inherent in long-term projections. The City of Oroville was projected to see between 77 percent and 109 percent increases over the 26-year period from 2014 to 2040 depending on the three growth scenarios –low, medium, and high. However, growth rates post-Camp Fire have slowed considerably. The most recent BCAG projections are now under 1% for all three growth scenarios. Oroville’s population is expected to be 21,007-22,335 by 2040.

It is considered the best management practice for an agency to plan for additional capacity and capital improvements necessary to accommodate the level of service at buildout of the sphere of influence (SOI). Buildout refers to a period in time when the land use capacity of a specified geographic area is maximized to the extent feasible. While complete buildout is rarely realized, the concept is used as a planning tool to identify infrastructure needs to handle maximum potential demand given zoning and other development constraints. In the case of the City of Oroville, demand for development in combination with additional available funding makes updating of the City’s various municipal service master plans necessary and feasible.

In recent years, annexation has been a key factor in the increasing City population, accounting for about one-third of the City’s growth. Despite the population growth resulting from opportunity annexations, the City of Oroville has not historically had an aggressive annexation policy. However, since undertaking the Oroville 2030 General Plan Update process in 2005, the City has demonstrated efforts at developing a realistic and attainable annexation strategy. The City Council has discussed and adopted a resolution identifying its intent to develop and implement an annexation strategy. The City provided a staff report and map to LAFCO outlining a plan for annexation, which has been initiated with the island and South Oroville annexations.¹ While some annexations are driven by new development, the City has indicated that it aims to proactively annex areas for prudent land management and orderly growth.

Several developed areas that are populated by low-income and minority populations remain unincorporated immediately adjacent to the city limits and contribute to an irregular pattern of city boundaries. Annexation of these areas as well as existing island areas would likely be negative fiscally, but some sort of annexation of the areas around the island should be a priority and would begin to address social equity and social justice within the community and contribute to a more regular boundary area.

Disadvantaged Unincorporated Communities

Government Code §56430 requires LAFCo to identify the location and characteristics of any disadvantaged unincorporated communities (DUCs) within or contiguous to the SOI. According to Butte LAFCo policy, a DUC constitutes all or a portion of a “disadvantaged community,” which is defined in the State Water Code (§79505.5) to be “a community with an annual median household income (MHI) that is less than 80 percent of the statewide annual median household income.” There are nine DUCs within Oroville’s existing SOI. Infrastructure deficiencies related to water, sewer, stormwater, and fire protection services for each of the DUCs are described in detail in the City’s 2030 General Plan.

Municipal Services

The City of Oroville provides a wide variety of municipal services. Reviewed in this study are services provided by the City directly to its residents, including general administration, airport, fire protection and emergency medical, parks and open space (including street trees), law enforcement, solid waste, street maintenance and transportation (including road repair and cleaning, street lighting, and traffic safety activities), stormwater, and wastewater collection services. Two essential services not provided (NP) by the City are wastewater treatment and domestic (potable) water, which is provided through a combination of service providers—South Feather Water and Power Agency (SFWPA), Thermalito Water and Sewer District (TWSD), and

¹ City of Oroville, Resolution No. 7044, 2015.

California Water Service Company (CalWater). Wastewater treatment is provided by the Sewerage Commission – Oroville Region; a joint powers agreement (JPA) formed in 1973 of which the City of Oroville is a member.

Financial challenges to the City following the national recession in 2007-2009 resulted in reductions in staffing, and therefore reduced the capacity of all departments to maintain customary service levels. Certain departments for which funding is primarily derived from property and sales tax revenues faced greater challenges than others did. The public safety, parks and recreation, streets, and stormwater departments/divisions have had more readily identifiable capacity concerns, compared to other departments, as defined by prolonged response times, elimination of certain services, deferred maintenance, self-reported inability to keep up with demand, and staffing capacity constraints in a highly competitive market. While the City's services are seeing the benefit of the additional sales tax revenue from Measure U (the voter-approved 1 cent sales tax increase in 2018) enabling the completion of deferred projects and the addition of much needed staff, the City requires additional staff, most notably law enforcement, and infrastructure capacity to address current and anticipated demand resulting from growth and development for all municipal services.

During the course of this review, the following highlighted findings regarding each municipal service have been identified:

1. **Airport Services.** The Oroville airport is a very lightly used general aviation airport. Although challenging to quantify, it is estimated that about 25 percent of the airport's runway capacity is in use, leaving sufficient capacity for potential future growth. However, hangar rentals are at maximum capacity and on-site aircraft ground services are severely limited due to lack of facilities and personnel.

Overall, the airport is considered to be in good condition, with needs planned for and funding sources identified in the Airport Capital Improvement Plan for 2020-2026. In addition to the needs identified in the Capital Improvement Plan, there is also a need for improvements to and expansion of the hangars; however, funding is yet to be identified.

2. **Fire Services.** The Oroville Fire Department (OFD) faced declining staffing levels in conjunction with increasing service population resulting in a fluctuating staffing ratio per population served over the last four decades. In July 2022, the City entered into a LAFCo approved contractual agreement with the California Department of Forestry and Fire Protection (CAL Fire) for fire protection services. Existing fire department employees became employees of CAL Fire. It is anticipated that the City could realize cost savings through the implementation of the contract, factoring in infrastructure needs.

Aside from staffing issues addressed by the new fire contract, the City proposes to address longer response times to existing structures and a future need to serve anticipated growth with the development of a fire station on the west side of the City. In order to fund the

station, the City has established two Community Facilities Districts (CFDs) (CFD No. 2006-1 Westside Public Safety Facilities and CFD 2006-2 Public Safety Services) to ensure new development will fund the anticipated rise in service demand associated with the increase in population and structures in the Thermalito area.

3. **Law Enforcement Services.** The City's station and dispatch facilities and associated vehicles appear to have sufficient capacity to address existing law enforcement needs in the City, as indicated by declining demand for law enforcement activities such as arrests and calls for service, the decrease in crime rates since 2016, and response times.

While Oroville Police Department (OPD) faced staffing constraints in previous years, which lowered the level of services it had historically been able to provide, the City's recently enhanced revenue sources have funded needed additional staffing positions. At present, OPD is nearing *funded* sworn staffing levels of other cities its size and exceeds non-sworn staffing levels of comparable cities in the region. However, similar to other law enforcement agencies,² OPD is facing a lack of eligible candidates for these positions and is challenged by high attrition after completing the hiring process. The use of Municipal Law Enforcement Officers (MLEs) has allowed the City to realize cost savings while expanding its law enforcement service capabilities.

Demand for services in the form of calls for service, crime rates, and arrests have declined. The Department has worked hard to ensure that the safety of the public is protected by focusing on Priority 1 calls and maintaining adequate response times to those calls; however, there is room for improvement in order to meet the City's response time goals.

4. **Parks and Recreation Services.** The City, in combination with Feather River Recreation and Park District (FRRPD), is adequately meeting the service needs of city residents, based on the ratio of parklands to the city population. Future development will be required to meet the goal of three acres of parklands to 1,000 residents. While services are sufficient, the enhancement of current facilities will be important to address needs relative to community growth and as an avenue to increase potential revenue for the City through facility rentals.

The ability to increase the staffing level of the Department will positively impact the City's capability to properly maintain and improve the Department's facilities and offer services to the public.

5. **Solid Waste Services.** Per the City's General Plan and the reported remaining capacity levels at the Ostrom Road Landfill in Yuba County and the Neal Road Recycling and Waste Facility in Butte County, the present and planned capacity is currently sufficient. The City of Oroville's solid waste services are adequate based on sufficient capacity and a lack of recent violations at the compost facility. However, increasing disposal rates since 2015 indicate additional efforts are necessary to consistently achieve target disposal rates.

² International Association of Chiefs of Police, *The State of Recruitment: A Crisis for Law Enforcement*, 2020.

6. **Street Services.** Based on the City’s previously assessed overall pavement condition index, traffic conditions, and measures to address identified issues, street services provided by Oroville appear to be minimally adequate. Given that a thorough review of existing conditions has not been conducted recently, it is unclear where specific needs continue to exist. It is recommended that the City consider conducting a comprehensive assessment of roadway conditions for areas within the city limits and sphere of influence. The City is in the final stage of a vehicle miles traveled (VMT) analysis, potential General Plan Circulation Element Update, GHG Inventory Update, and Environmental Review.
7. **Stormwater Services.** The City generally has sufficient drainage capacity in a majority of the system within its limits. There are capacity constraints in the recently annexed South Oroville area.

It continues to be recommended that the City produce a comprehensively updated Master Drainage Plan in order to appropriately assess current and future capacity needs for the system and ensure consistency with the General Plan.

8. **Wastewater Services.** With the exception of deficiencies resulting from infiltration and inflow, the City’s collection system is generally sufficient to meet current demands. However, the pipelines are not large enough to support additional growth with 35 percent of the manholes and 11 percent of the sewer pipes undersized to convey anticipated flows in 2030. The City needs to update its sewer services master plan to fully address anticipated impacts from growth in demand on the collection system.

Other Matters

In addition to traditional municipal services described above, LAFCo’s are empowered to consider other services or issues that affect City residents. These increasingly relevant issues can include:

- **Disaster Preparedness and Mitigation.** The City is vulnerable to a variety of disasters and natural hazards, including wildfire, flood, dam inundation, and drought. The City of Oroville prepares for local emergencies and disasters through implementation of a number of documents adopted by the City of Oroville, including the 2015 General Plan Safety Element, 2017 Emergency Operations Plan, and through its participation in development of the Butte County Local Hazard Mitigation Plan Update (2019). Additionally, the City relies on plans related to emergency response produced and adopted by Butte County, including evacuation maps, flood maps, and the Butte County Local Hazard Mitigation Plan.
- **Climate Change Adaptation.** The City of Oroville adopted its Climate Action Plan in 2015. Climate Actions Plans (CAPs) give governments local control to identify innovative solutions to reducing greenhouse gasses (GHGs) across various sectors of the community in a manner that is most feasible for them. The City’s CAP is intended to identify community-wide strategies to reduce GHG emissions, including expanding renewable energy generation, reducing vehicle miles traveled (VMT) through pedestrian and bicycle infrastructure improvements, and water conservation. The Plan requires that the City routinely monitor

and evaluate its progress towards GHG emissions reductions including two inventory updates in 2017 and 2019. Further, the Plan would be updated prior to 2020 to bring the Plan into conformance with updated regulations and State emissions reduction goals. These routine updates have not been completed and the City's CAP is out-of-date.

- **Affordable Housing/Homelessness.** California requires that all local governments (cities and counties) adequately plan to meet the housing needs of everyone in the community. In February 2023, the City of Oroville adopted its updated Housing Element, covering the eight-year period from June 2022 through June 2030. As is required by State Law, the Housing Element addresses a multitude of issues, including progress and effectiveness of the previous Housing Element, assessment of housing needs including special populations, constraints to housing production, and inventory of adequately zoned sites to accommodate all income groups. The City has made significant progress towards meeting its goal of low-income housing production.

While not every local agency is fully responsible for such issues that often cross jurisdictional boundaries, there are nonetheless practical steps that each agency can take to mitigate these concerns. As such, an evaluation of the concepts listed above have been integrated into the MSR.

Financing

In 2019, voters approved a 1% transaction use tax ("Measure U") for the purpose of restoring, maintaining, and preserving public services including police protection, fire suppression, vehicle repair and maintenance, finance, and human resource services with the City of Oroville. Fiscal Year (FY) 19-20 was the first full year of a new one percent sales tax, and it outperformed original estimates of \$3.7 million by \$1.8 million and an additional \$1.5 million in FY 20-21. For FY 21-22, the City reported nine new police cars, new equipment and several new positions funded by sales tax revenue. The City continues to focus addressing its deferred road and infrastructure maintenance.

Additionally, public safety is at the forefront of the City's budgeting priorities, illustrated by the development of the City's public safety problem-oriented policing (POP) team. This team has successfully been deployed to address crime as well as Code Enforcement activities. Also, many projects have been revived such as renovations of the deteriorating Oroville Convention Center.³

While the City's fiscal health and sustainability is greatly improved with the enhanced revenue from the new one percent sales tax, the City, like many public agencies, faces challenges associated with pension contribution requirements and related unfunded liability. The City recognizes this as an ongoing challenge and continues to evaluate alternative strategies to address the issue.

³ City of Oroville, *Comprehensive Annual Financial Report*, FY 19-20, p. 21.

Overall, the City's fiscal health appears to be adequate. Total citywide revenues were higher than expenditures in each of the last five fiscal years, and total General Fund revenues exceeded expenditures in the last three fiscal years. The enhanced revenue from the new one percent sales tax has strengthened the City's financial position in each fiscal year since FY 18-19.

The City appropriately plans for capital improvement needs in its 10-year CIP. While there has been deferred maintenance and equipment replacement due to a severely constrained budget in past years, the City's enhanced revenues has enabled it to begin addressing these needs as outlined in the CIP. Capital needs associated with new development are appropriately identified in the City's nexus study and development impact fees are determined to cover those needs.

LAFCo and Municipal Services Reviews

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCo to conduct a comprehensive review of municipal service delivery in conjunction with updates to sphere of influence (SOIs) of all agencies under LAFCo's jurisdiction. This chapter provides an overview of LAFCo's history, powers and responsibilities. It discusses the origins and legal requirements for preparation of the municipal services review (MSR). Finally, the chapter reviews the process for MSR review, MSR approval and SOI updates.

LAFCo Overview

LAFCo was formed as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. LAFCo is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The Commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCo conducts service reviews to evaluate the provision of municipal services within the County.

LAFCo regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCo is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, and any reorganization including such actions. Otherwise, LAFCo actions must be initiated by register voter or landowner petitions or resolutions from affected local agencies. .

Butte LAFCo consists of seven regular members: two members from the Butte County Board of Supervisors, two city council members, two special district representatives, and one public member who is appointed by the other members of the Commission. There is an alternate in each category. All Commissioners are appointed to four-year terms. Any member appointed on behalf of local government shall represent the interests of the public as a whole and not solely the interest of the appointing authority Government Code §56325.1.

Appointing Agency	Members	Alternate Members
Two members from the Board of Supervisors appointed by the Board of Supervisors	Bill Connelly Tod Kimmelshue	Tami Ritter
Two members representing the cities in the County. Must be city officer and appointed by the City Selection Committee.	Greg Bolin Bruce Johnson	Bo Sheppard
Two members representing the special districts in the County.	Al McGreehan Ruth Duncan	Larry Bradley
One member from the general public appointed by the other six commissioners.	Stephen Betts	Don Rust

Figure 1 Butte LAFCo Commissioners

Municipal Services Review Legislation

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCo to review and update SOIs every five years, if necessary, and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California’s anticipated growth. The service review provides LAFCo with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Effective January 1, 2008, Government Code §56430 requires LAFCo to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- Growth and population projections for the affected area;
- The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI (effective July 1, 2012);
- Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any

- disadvantaged, unincorporated communities within or contiguous to the sphere of influence);
- Financial ability of agencies to provide services;
 - Status of, and opportunities for shared facilities;
 - Accountability for community service needs, including governmental structure and operational efficiencies; and
 - Any other matter related to effective or efficient service delivery, as required by commission policy.

Municipal Services Review Process

For the City of Oroville MSR, the process consisted of the following steps:

- Data Discovery: The City provided documents and responded to requests for information.
- Drafting: Drafting of service review with a chapter dedicated to each municipal service.
- Departmental Review: Internal review and comment on draft chapter by respective department head.
- Analysis and Determinations: Determinations drafted based on City-confirmed content.
- Administrative Draft MSR: Reviewed by the City and LAFCo staff.
- Public Review Draft MSR: MSR released for minimum of 21-day review period to solicit public input on the draft report.
- LAFCo Hearing: Public hearing held with the potential for adoption by the Commission.

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCo's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

The MSR process does not require LAFCo to initiate changes of organization based on service review findings, only that LAFCo identify potential government structure options. However, LAFCo, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. Within its legal authorization, LAFCo may act with respect to a recommended change of organization or reorganization on its own initiative (e.g., certain types of consolidations), or in response to a proposal (i.e., initiated by resolution or petition by landowners or registered voters).

Sphere Of Influence Updates

The Commission is charged with developing and updating the Sphere of Influence (SOI) for each city and special district within the county.⁴An SOI is a LAFCo-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Territory cannot be annexed by LAFCo to a city or district unless it is within that agency's sphere of influence.

The purposes of the SOI include the following: to ensure the efficient provision of services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCo cannot directly regulate land use, dictate internal operations or administration of any local agency, or set rates. LAFCo is empowered to enact policies that indirectly affect land use decisions. On a regional level, LAFCo promotes logical and orderly development of communities as it considers and decides individual proposals. LAFCo has a role in reconciling differences between agency plans so that the most efficient urban service arrangements are created for the benefit of current and future area residents and property owners.

The Cortese-Knox-Hertzberg (CKH) Act requires LAFCo's to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years, as necessary. LAFCos are empowered to adopt, update, and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

The term or horizon of the SOI is determined by each LAFCo. In the case of Butte LAFCo, the Commission's policies state that it discourages the inclusion of areas within an SOI that cannot feasibly be served by the agency within the next 20 years based on the Sphere Plan.

LAFCo may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations.

In determining the SOI, LAFCo is required to complete an MSR and adopt the seven determinations previously discussed.

In addition, in adopting or amending an SOI, LAFCo must make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;

⁴ The initial statutory mandate, in 1971, imposed no deadline for completing sphere designations. When most LAFCos failed to act, 1984 legislation required all LAFCos to establish spheres of influence by 1985.

- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency;
- Present and probable need for water, wastewater, and structural fire protection facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence; and
- In the case of special districts, the nature, location, and extent of any functions or classes of services provided by existing districts.

Butte LAFCo requires that the affected agency submit a Sphere Plan addressing all the aforementioned required determinations in order to update the SOI. In addition, Butte LAFCo requires a city's Sphere Plan to include a City/County Agreement (if an agreement has been reached) and a Parcel Inventory and Absorption Study.

City of Oroville Overview

Background

The City of Oroville is situated on the banks of the Feather River where it flows out of the Sierra Nevada onto the flat floor of the California Central Valley. The City was incorporated as a Charter City in 1906. The City is one of the five incorporated cities/towns located within the County of Butte and is the county seat. The City is five miles west of Highway 99 along Highway 70, a primary transportation route connecting Oroville with Sacramento to the south, and Plumas County to the north.

The area is home to one of the first gold mining sites in California, which brought thousands of prospectors to the Oroville area seeking riches, thus resulting in the City being known as the City of Gold. Later, in the early 20th century, the Western Pacific Railroad completed construction of the Feather River Canyon route through the Sierra Nevada Mountains, on which Oroville would serve as a major stop. In 1983, the system surrounding and within the City became a part of the Union Pacific Railroad, following merger with Western Pacific Railroad, and the area was identified as part of their Feather River Canyon Subdivision. The City sits on the easterly rim of the Central Valley, flanked to the east by the Sierra Nevada Foothills and to the west by expansive farmland.



Oroville Dam. The City is home to the tallest earthen-filled dam in the world. Built by the California Department of Water Resources, Oroville Dam is a key feature of the California State Water Project (SWP). The Dam provides flood control, hydroelectricity, water supply, and recreational opportunities to the region.

The City provides a broad range of services including police and fire protection, construction and maintenance of streets, sewer, infrastructure and parks and open spaces, community development including planning and zoning, building and safety, housing activities, municipal airport, golf course, and general administrative services.

Boundaries and Sphere of Influence

The City of Oroville's city limits and its SOI are depicted in Figure 2. The roughly 13.85 square-mile area that comprises the City of Oroville's incorporated area is an irregular shape that includes two distinct areas, connected only by State Route 162, consisting of the central part of the City and the area around Oroville Municipal Airport.

The City's SOI covers approximately 41 square miles that extends passed Thermalito Forebay and SR 162 to the west, Lake Oroville to the northeast and Palermo in the south. The SOI encompasses the developed unincorporated areas of Thermalito, Las Plumas, Kelly Ridge, and Palermo. The City's SOI was last updated in 2014, at which time two areas were added to the SOI, two areas were removed from the SOI, and two Special Study Areas were created.⁵⁶ The Special Study Areas are the Kelly Ridge area already within the City's SOI and the Palermo area, which was simultaneously added to the City's SOI and identified as a study area. In total 1,104 parcels consisting of 9,838 acres were added to the SOI and 276 parcels comprising 2,734 acres were removed from the City's then SOI. These changes were made to align the City's SOI with its proposed SOI in its 2030 General Plan adopted in 2008.

⁵ LAFCo Resolution No. 07, 2014/15.

⁶ Butte LAFCo Policy 3.1.10 allows the Commission to create a special study area within an agency's sphere of influence. Section 3.1.10 states that in instances where the Commission determines territory should logically be included in an agency's sphere, but the sphere category cannot be immediately assigned until additional information is available, a special study area may be designated until more information is available. Annexation of territory within a special study area may not occur until the Commission, through the SOI amendment process, removes the special study area designation and assigns a specific sphere category to the area.

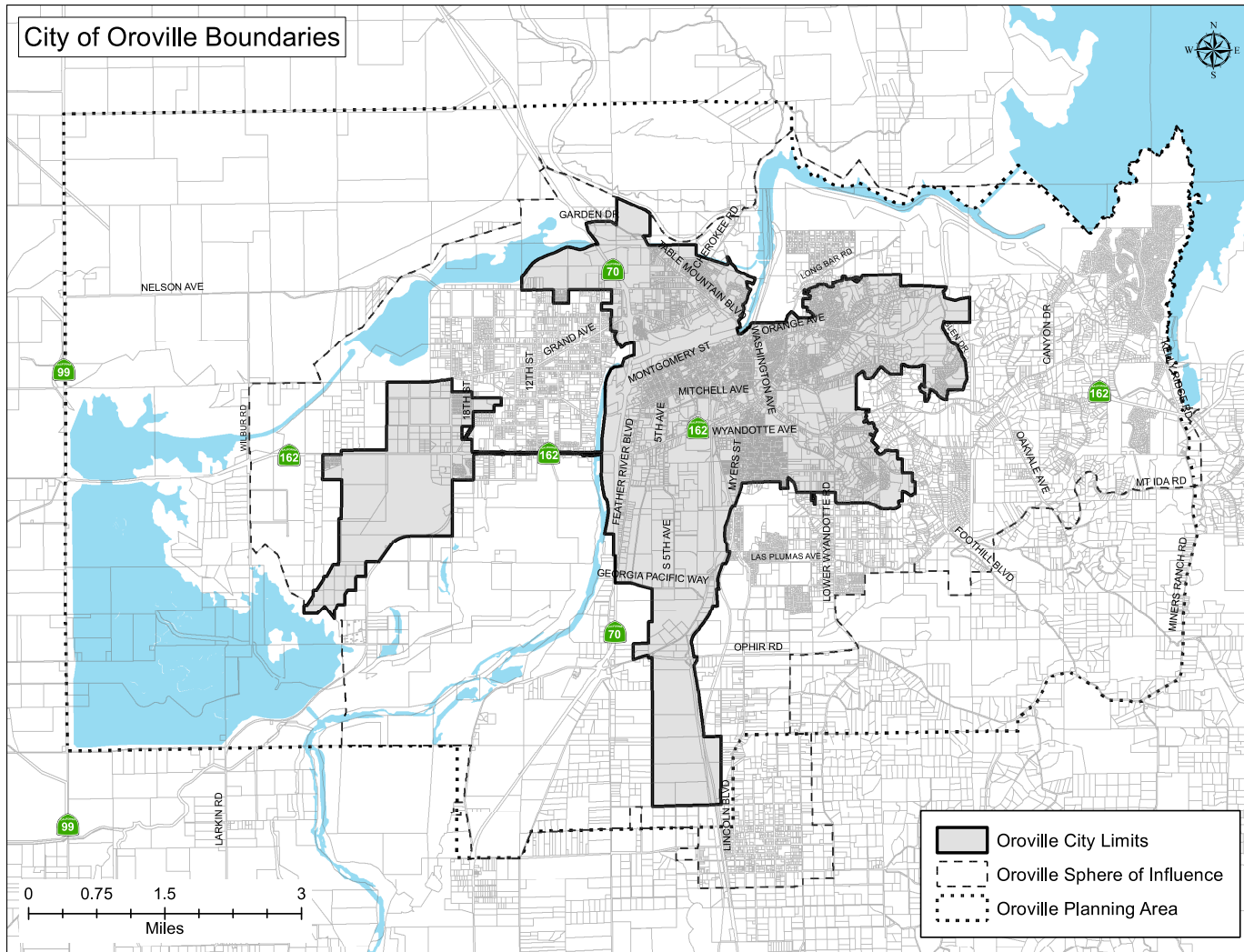


Figure 2 City of Oroville Boundaries

Municipal Services

The City of Oroville provides a wide variety of customary municipal services. Reviewed in this study are services provided by the City directly to its residents, including general administration/governance, airport, parks and recreation, law enforcement, solid waste, street maintenance (including road repair and cleaning, street lighting, and traffic safety activities), stormwater, wastewater collection services and fire and EMS services provided by contract agreement with the California Department of Forestry and Fire Protection (CAL FIRE).

In addition to the City, specific municipal services are provided and/or funded within the City and its SOI by five independent special districts and 11 county service areas under LAFCo jurisdiction, as well as federal and state agencies, Butte County, and private service providers. Water service in the City is provided by a combination of three agencies/companies described further below. Providers of municipal services in the City and its SOI are shown in Figure 3.

Municipal Service	City Limits	SOI (unincorporated)
<i>Public Safety</i>		
Law Enforcement	City of Oroville	County Sheriff
Traffic Enforcement	City, California Highway Patrol	County Sheriff, California Highway Patrol
Parking Enforcement	City of Oroville	County Sheriff
Code Enforcement	City of Oroville	Butte County
Animal Control	Contract with Northwest Society for the Prevention of Cruelty to Animals	Butte County
Fire Protection	CALFIRE/Butte County Fire Department under contractual agreement	CALFIRE/Butte County Fire Department
Emergency Medical	City, Butte County EMS	Butte County EMS, CALFIRE/Butte County Fire Department
<i>Utilities</i>		
Water Retailer – Domestic	South Feather Water and Power Agency, Thermalito Water and Sewer District, and California	South Feather Water and Power Agency, Thermalito Water and Sewer District, and

	Water Service Company (CalWater)	California Water Service Company (CalWater)
Wastewater Collection	City, private septic tanks, Lake Oroville Area Public Utility District, Thermalito Water and Sewer District, CSA 26	Direct, private septic tanks, Lake Oroville Area Public Utility District, Thermalito Water and Sewer District, CSA 26
Wastewater Treatment	Sewerage Commission-Oroville Region (SC-OR)	Sewerage Commission-Oroville Region (SC-OR)
Electricity	PG&E	PG&E
Natural Gas	PG&E	PG&E
Solid Waste Collection	Recology under franchise with City of Oroville	Recology
Solid Waste Disposal	Recology – Butte Colusa Transfer Station, Ostram Road Landfill, Material Recovery Facility, Ostram Road Organics, Neal Road Landfill (Butte County), Butte Regional Household Hazardous Waste Collection Facility	Recology – Butte Colusa Transfer Station, Ostram Road Landfill, Material Recovery Facility, Ostram Road Organics, Neal Road Landfill (Butte County), Butte Regional Household Hazardous Waste Collection Facility
<i>Public Works</i>		
Drainage	City of Oroville	Butte County, CSA 95, CSA 148, CSA 173, CSA 181
Street Maintenance	City, Butte County, Caltrans	City of Oroville, Butte County, Caltrans
Street Lighting	City, PG&E, CSA 17, CSA 33	Butte County, PG&E, CSA 17, CSA 33, CSA 67, CSA 68, CSA 85, CSA 148, CSA 173, CSA 181
<i>Community Services</i>		
Parks	City, Feather River Recreation and Park District	Feather River Recreation and Park District

Recreation	Feather River Recreation and Park District, CSA 31 (Biggs pool)	Feather River Recreation and Park District, CSA 31 (Biggs pool)
Library	Butte County	Butte County
Mosquito and Vector Control	Butte County Mosquito and Vector Control District	Butte County Mosquito and Vector Control District
Airports	City of Oroville	City of Oroville
Resource Conservation	Butte County Resource Conservation District	Butte County Resource Conservation District
Economic Development	City of Oroville	City of Oroville, County of Butte Economic Development
Public Transportation	Butte County Association of Governments	Butte County Association of Governments

Figure 3 Municipal Service Providers

Domestic Water

Domestic water services within the City’s boundaries and SOI are provided by a combination of three agencies/companies—South Feather Water and Power Agency (SFWPA), Thermalito Water and Sewer District (TWSD), and California Water Service Company – Oroville Region (CalWater). These agencies provide domestic water service within the City’s existing jurisdiction as well as its SOI and have been previously evaluated in a separate Domestic Water and Wastewater Service Providers MSR adopted by Butte LAFCo in 2006 and currently LAFCo is updating the MSR’ s for these agencies.

California Water Service (CAL Water), a public utility regulated by the California Public Utilities Commission (CPUC) supplies water to the core of Oroville south of the Feather River, including the Historic Downtown and South Oroville. SFWPA supplies water to the eastern and southern portions of the City and SOI. TWSD serves areas of the City of Oroville to the north and west of the Feather River as well as adjacent unincorporated areas of Butte County. Residents not supplied with water from these three purveyors obtain water through private wells. Cal Water domestic water services have been the subject of much discussion and community dissatisfaction as its water rates are substantially higher than the corresponding public agency water providers. In 2017 the City of Oroville requested LAFCo to prepare the Oroville Regional Water Study which was completed in 2018 and confirmed the rate disparities. While the study found no indication of excessive costs or expenses that could be targeted for cost reduction, the typical CAL Water residential customer in the Oroville area is paying nearly twice the rate when compared to rates realized by customers of South Feather Water and Power Agency or by Thermalito Water and Sewer District.

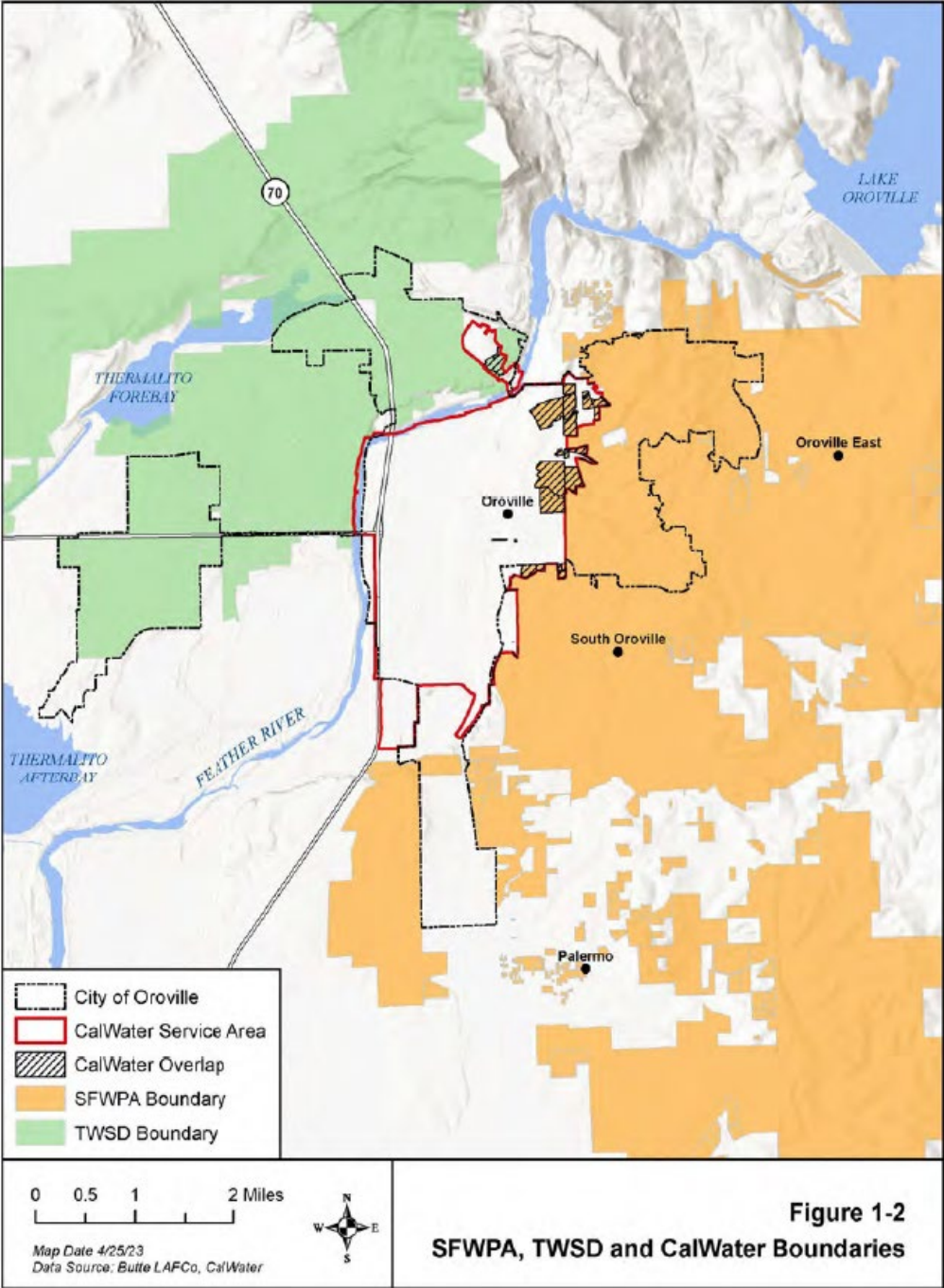


Figure 4 Domestic Water Providers

Chapter 1. Accountability and Governance

This section discusses the ability for residents to communicate with the leadership of the City of Oroville. The Oroville City Council is elected by the citizens, composed of seven City Council members, including the mayor. The mayor is elected at-large, and the council members are elected by-district to serve four-year terms.

City of Oroville	
Governing Body	
<i>Manner of Selection</i>	Mayoral Election at-large, (6) Council Member Districts
<i>Length of Term</i>	4 years
<i>Meetings</i>	First and third Tuesday of the month City Council Chamber, 1735 Montgomery Street Oroville, CA 95965
<i>Agenda Distribution</i>	Posted online and through the City Clerk's office, also available by email.
<i>Minutes Distribution</i>	Posted online or by request from the City Clerk.
Contact	
<i>Contact</i>	Brian Ring, City Administrator
<i>Mailing Address</i>	1735 Montgomery Street, Oroville, CA 95965
<i>Phone</i>	(530) 538-2433
<i>Fax</i>	(530) 538-2468
<i>Email/Website</i>	admin@cityoforoville.org https://www.cityoforoville.org/home

Figure 5 City of Oroville Governing Structure

In 2016, the State Legislature enacted Assembly Bill (AB) 2257 (Government Code Section 54954.2) to update the Brown Act with new requirements governing the location, platform, and

methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019. A direct link to a meeting's agenda must either be posted on the homepage of a city's website or on an integrated agenda management platform. The City of Oroville meets the agenda posting requirements outlined in AB 2257.

As a way for constituents to stay apprised of agency activities, including meeting and agenda information for various committees, commissions, and boards, the City conducts outreach through social media (Facebook), the City's website, and newspaper press releases. Voter participation is also encouraged through citizen appointments to commissions and committees, community engagement meetings, public meetings where opportunities are given to speak on each item, and through dedicated email for public comments.

The State of California's Government Code §53235 requires that if a local agency provides compensation or reimbursement of expenses to its members of the governing body, the members must receive two hours of training in ethics at least once every two years and the agency must establish a written policy on reimbursements. The City reports that ethics training was last provided to Council members on February 28, 2023.

Government Code §87203 requires persons who hold office to disclose their investments, interests in property and incomes by filing appropriate forms with the appropriate filing agency (i.e., the County or the Fair Political Practices Commission) each year. All seven of the Council members have filed Form 700 for 2022 indicating their Statement of Economic Interest with the Fair Political Practices Commission.

Evaluating the performance of staff and the agency itself is also a responsibility of the City. A regular employee receives an evaluation by a direct supervisor. Such reviews take place quarterly during a probationary period of 12-18 months and annually thereafter.

City Services are also routinely evaluated. Measuring this performance is done through time sheets and annual reports that are coded according to specific projects and budgets, the review of productivity during the budgeting process, and audits. The assessment of future needs is not only used as a gauge of performance but as a degree of service adequacy during the master planning process. Likewise, maintaining a multi-year capital improvement plan (CIP) also allows the City to track and re-evaluate operational progress year after year. Additionally, the City reports that long-term goals are established by staff who present these objectives to the Council for feedback and approval.

Although constituent complaints are not tracked on an agency-wide level, there are processes in place to ensure accountability for customer satisfaction. To do this, complaints are recorded either verbally or in writing over the counter at City Hall, or via an online form, email, or phone. These complaints are then received by the department they work for and provided to that department's supervisor for handling. The supervisor either personally processes the complaint, investigates the complaint further, or assigns staff to resolve the issue. However, if the complaint

relates to a personnel matter, the supervisor works with the employee, the Human Resources Department, and the City Administrator to determine a resolution.

The City was cooperative and transparent throughout the MSR process by providing all requested information, documentation, and review of the document.

Determination 1-1: Accountability

The City of Oroville has demonstrated accountability and transparency in its operations. The governing body updates constituents, solicits constituent input, posts public documents on its website as required, and appropriately responds to requests for information. The City also exhibits its accountability to constituents by being compliant with the Brown Act.

Determination 1-2: Compliance with Legal Requirements

Councilmembers comply with ethics training and economic interest disclosure requirements.

Determination 1-3: Transparency

The City demonstrated transparency by readily cooperating during the MSR process. The City provided requested information and provided input throughout the review process.

Determination 1-4: Elections

A seven-member City Council, including the mayor, is elected to serve staggered four-year terms. The Council has also appointed the City Administrator, City Attorney, City Commission/Committee members and confirmed department heads to lead service operations.

Chapter 2. Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

City of Oroville Vision Statement:

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.

Staffing and Organizational Structure

The City of Oroville delivers municipal services using a combination of city staff, contracts with other agencies, and private contractors. The City Council is responsible for appointing the City Administrator, the City Attorney, department heads, and City commission and committee members. The City Attorney is responsible for the administration of all the City's legal affairs and is presently a contracted position. An attorney was appointed from the law firm of Cota, Cole & Huber LLP and serves under contract for the City of Oroville.

The City Administrator oversees appointed Department Heads, who oversee all other departments, including administrative services, code enforcement, community development, fire, housing, police, and public works. Each of these departments is broken down into further divisions. Additionally, the Oroville Emergency Operations Plan identifies the City Administrator as the Director of Emergency Services during a local level emergency or disaster.

The Administrative Services Department is responsible for finance, human resources, information technology, clerk, and other accounting and city administration services. There are 15 FTE funded positions in this department for FY 23-24, which is an increase of 1 position over the previous year.

Fire protection services were contracted to the California Department of Forestry and Fire Protection (CAL FIRE) in 2021. Oroville's Police Department consists of 45.5 FTE positions across

its Support Division, consisting of sworn staff and non-sworn staff. In total, there has been an increase of 2.5 FTEs funded from FY 22-23.

The City's Department for Planning and Development Services, also referred to as the Community Development Department, is comprised of the planning and building divisions. There are a total of 8 FTE positions operating in this department, which is an additional 1.77 FTE from FY 22/23. These FTEs include a Community Development Director, one Assistant Planner, one Building Official, and multiple technician positions.

The Code Enforcement Division was recently split from the Community Development Department and has a total of 8 FTE, including the Director of Code Enforcement, administrative assistant, one recycling coordinator and six code enforcement technicians.

The Public Works Department provides a variety of services that range from airport management, design, construction activities, and vehicle maintenance. The department budget is divided into categories, and for FY 23-24 includes one Public Works Director, an administrative assistant (0.75 FTE), parks and trees (5.90 FTE), streets and drainage (2.6 FTE), and mechanics (3 FTE).

The City has struggled to maintain senior and seasoned employees who carry historical knowledge about the City's functions. To combat the loss of employees to other higher-paying jurisdictions, the City reports that it is in the process of implementing an updated Compensation Study to be considered and adopted in March of 2024. Offering higher wages would allow the City to remain competitive for certified positions, such as engineers.

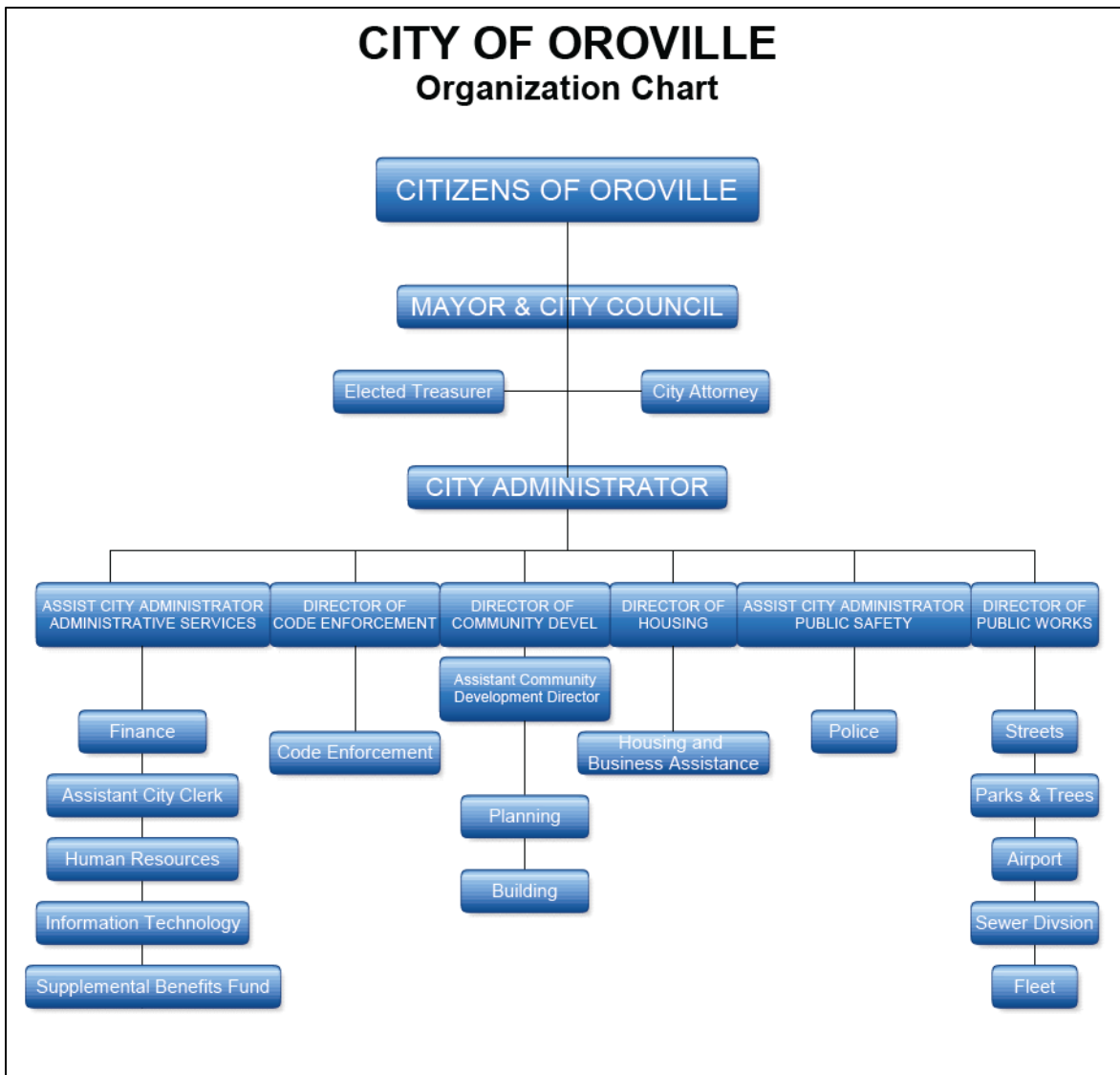


Figure 6 City of Oroville Organizational Chart

Management and Planning Practices

Finance and Administration

The City's financial planning documents are represented by annually adopted budgets and comprehensive annual financial reports (CAFRs). The adopted budgets from FY 10-11 through FY 23-24, as well as CAFRs FY 14-15 through FY 21-22, are posted on the City's website. The City has also adopted a Capital Improvement Fund, which budgets expenditures for the purchase or construction of capital improvements or equipment, updated annually.

The City reports that employees in non-management, full-time positions, as well as hourly employees, are evaluated on an annual basis by their direct supervisor. During a probationary

period, employees are evaluated quarterly for a period of 12-18 months before taking part in annual reviews. A department head may initiate a special performance report at any time during the year if there has been a significant change in an employee's performance.

The City is also responsible for evaluating its own agency-wide performance. Evaluations are completed regularly, and goals and accomplishments are reported in several ways. Tools available to track important metrics include the use of timesheets, annual performance reviews, annual reports, reviews, and audits of budgets, as well as Capital Improvement Plans, among other planning documents.

Long-term objectives and goals are prepared by staff through review of annual reports, financial reports, and previous performance metrics, and provided to the City Council for feedback and approval.

Current and Long-Range Planning

It is also necessary for the City to determine service and development needs as they relate to current and long-range planning. The Community Development Department addresses day-to-day planning through review of applications for land use and development permits. The Department's oversight affects issues such as zoning and building design.

The City's central planning document is its General Plan (GP), which contains eight elements including land use, community design, economic development, circulation and transportation, open space, natural resources and conservation element, public facilities and services, safety, housing, and noise. The Plan was comprehensively updated and adopted in 2008 with a planning horizon through 2030. The GP's guiding principles, goals, policies, and actions guide day-to-day decisions made by the City Council, boards, and commissions on the physical development of the City. The policies of the GP apply to all properties, both public and private, within the City limits. In 2013, the City conducted a targeted update of the Plan, which was adopted in 2015 with a continued planning horizon of 2030. In conjunction with the adoption of the General Plan, an Environmental Impact Report (EIR) was certified by the City Council, which assesses the potential environmental impacts associated with the adoption and implementation of the General Plan.

In addition to the General Plan, the City adopts specific plans and neighborhood plans that provide more in-depth planning direction in specific areas in the community. Examples include the Balanced Mode Circulation Plan, and the 2010 Bicycle Transportation Plan.

Select City departments and divisions have adopted strategic and/or master plans, including:

- Sewer System Management Plan, 2019
- Thermalito Master Drainage Plan, 2009, (in conjunction with Butte County)
- Feather River Consolidated Master Plan, 2017
- Hewitt Park Master Plan, 2002
- Oroville Municipal Airport Master Plan, 1990

- Parks, Trails & Open Space Master Plan, 2016
- Regional Fund Strategic Plan, 2018

Climate Adaptation and Disaster Preparedness

The City of Oroville is vulnerable to natural hazards, including flood, dam inundation, drought, and wildfire. Essential preparedness planning and mitigation are key factors in ensuring that losses to people and property are reduced or avoided. Effective disaster planning includes mitigation, preparedness, response, and recovery. Fundamental City documents that address these phases include the Emergency Operations Plan (EOP) and the City of Oroville Local Hazard Mitigation Plan. Further, the City relies on documents produced and adopted by Butte County for services related to emergency management, including:

- Community Evacuation Maps
- Flood Evacuation Zones
- Butte County Emergency Operations Plan



Oroville Dam Spillway Crisis. In 2017, days of heavy rainfall caused damage and erosion to the Oroville Dam's main and emergency spillways. Concerns for further dam collapse prompted the mandatory evacuation of 15,000 residents in the City of Oroville and approximately 80,000 residents residing downstream of the Feather River.

To address hazards associated with the changing climate, the City of Oroville adopted a Climate Action Plan in 2015. Climate Actions Plans give governments local control to identify innovative solutions to reducing greenhouse gasses (GHGs) across various sectors of the community in a manner that is most feasible for them. The Plan identifies community-wide strategies to reduce GHG emissions, including expanding renewable energy generation, reducing vehicle miles traveled (VMT) through pedestrian and bicycle infrastructure improvements, and water conservation.

The CAP is composed of six State and 24 local strategies. The cost effectiveness and community co-benefits of each strategy are provided in the CAP, as well as the lead City division that would

implement the reduction strategy. For example, the Building Division is assigned to strategies geared toward energy efficiency, such as residential energy efficiency retrofits. The Public Works Division would implement transportation-related strategies, such as pedestrian network improvements, electric vehicle charging stations, and waste division.

The Plan requires that the City routinely monitor and evaluate its progress towards GHG emissions reductions including two inventory updates in 2017 and 2019. Further, the Plan would be updated prior to 2020 to bring the Plan into conformance with updated regulations and State emissions reduction goals. These routine updates have not been completed and the City's CAP is out-of-date.

Determination 2-1: Management Practices

The City implements best management practices including evaluating employees annually, tracking staff and city productivity on time sheets and in annual reports, reviewing city performance during the budget process, preparing budgets and audits as required, master planning for future service needs, and maintaining a multi-year capital improvement plan.

Determination 2-2: Plan Needs

Plans that the City should consider updating or compiling prior to requesting a sphere of influence expansion include a comprehensive roadway condition assessment, a vacant parcel inventory, and a related absorption study.

Determination 2-3: Plan Needs

The City should update its Climate Action Plan to ensure compliance with updated legislation and State policies. The City should routinely evaluate its progress towards meeting its GHG emission reduction goals.

Determination 2-4: Staffing

The City struggles to maintain senior and seasoned employees who carry historical knowledge about the City's functions. To combat the loss of employees to other higher-paying jurisdictions, the City reports that it is implementing an updated Compensation Study to be considered and adopted in March of 2024. Offering higher wages would allow the City to remain competitive for certified positions, such as engineers.

Chapter 3. Growth and Population Projections

The purpose of this chapter is to evaluate growth and population projections in relationship to the City of Oroville’s boundaries and sphere of influence (SOI), in order to anticipate the future service needs of the City. Additionally, the anticipated growth patterns of the City are evaluated in order to determine the impact and compatibility of such growth on land use plans and local government structure.

The term SOI in this chapter refers to the current (2014) sphere of influence (unless specified otherwise) that is used by the City of Oroville for planning purposes in the 2030 General Plan. All the growth projections, estimates, and strategies adopted in the 2030 General Plan are for the existing sphere of influence. The SOI is a 50-square-mile area which includes the communities of Thermalito to the west; Kelly Ridge Special Study Area to the east and north-east; and the Las Plumas area and Palermo Special Study Area to the south. All these unincorporated areas are developed to some extent. Also, within the SOI are two of the state’s three State Water Projects (SEWP); Thermalito Forebay and Afterbay and the Oroville Wildlife Refuge.⁷

The City has also established a Planning Area in its General Plan. The Planning Area is an 84-square-mile area that encompasses a significantly larger portion of land to the west of the City, including, the SWP Thermalito Afterbay and a primarily undeveloped area between SR 99 and Cottonwood Road. Both the City of Oroville’s city limits and SOI are contained within the Planning Area boundary. While a useful and proactive planning tool, the Planning Area is not a LAFCo defined or approved jurisdictional boundary. While the Planning Area does not give the City any regulatory power, it signals to the County and to other nearby local and regional authorities that Oroville recognizes that development within this area has an impact on the future of the City.⁸ The City’s Planning Area is referenced in the chapter, in particular with regard to the City’s preplanning for the potential SOI expansion to include lands to the west of Wilbur Road.

The City’s three planning areas—the city limits, SOI, and Planning Area—area represented in Figure 7.

⁷ City of Oroville, 2030 General Plan, p. 1-4.

⁸ Ibid.

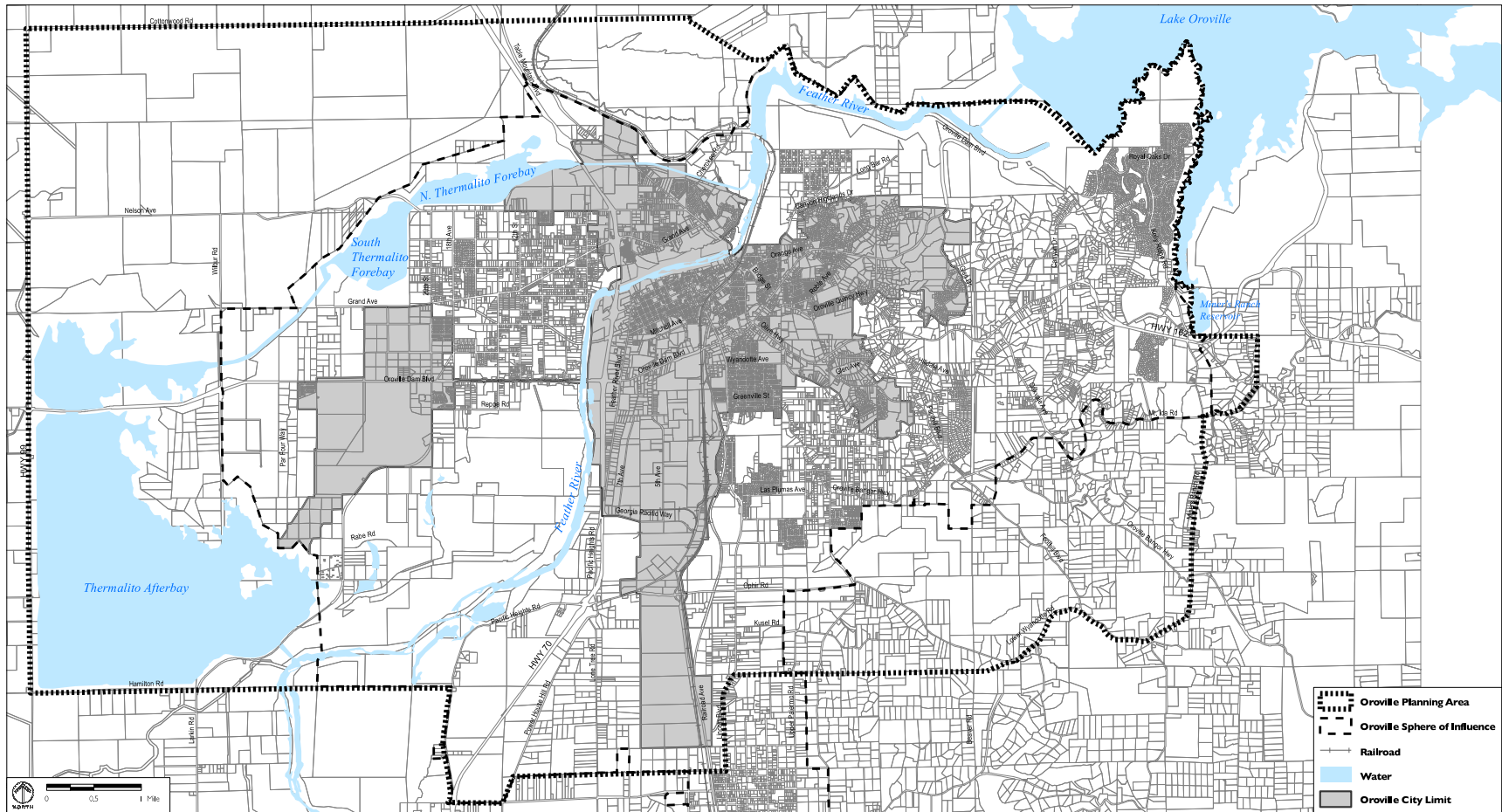


Figure 7 City of Oroville Planning Area Map

Land Use

Oroville is primarily a single-family residential community with a historic downtown district and a main commercial corridor along Oroville Dam Boulevard (State Route 162). The City's southern and western areas are primarily flat river basin lands that rise into the Sierra Nevada foothills in the northeast. The eastern portion of the City is located in an urban-wildland interface (WUI) that begins the Sierra Nevada foothills. Development in this eastern area occurs in and around tracts of Oak Woodlands and Chaparral.

Known as the "City of Gold," the history of Oroville began along the Feather River before the Gold Rush of 1848. Many of Oroville's historic homes and mansions are remnants of early settlers of this time who made their fortunes from the Gold Rush.

Today, Oroville is most famous for being the site of the Oroville Dam; the starting point for the State Water Project (SWP), which stores and delivers water to over two-thirds of California's population. From the Oroville Dam's spillway, the Feather River provides an open space corridor through the center of the City. The Feather River winds its way through the Feather River Canyon, past Oroville's historic downtown, and out to the Oroville State Wildlife Area. Along with Lake Oroville, the City is bordered to the west by several other large bodies of water, which are part of the SWP and make up the Lake Oroville State Recreation Area.

Land use in the City of Oroville and the surrounding area has not changed substantially in the last 25 years. However, regional and local market trends have increased the rate of change over the past decade. Oroville has been experiencing pressures for growth, as the housing markets in nearby cities have become more constrained. Growth in population over the last decade is a result of annexation, the comparative affordability of single-family housing in Oroville compared to the larger region, and the migration of the Paradise population after the Camp Fire. Oroville is likely to see this trend continue, with significant residential and employment expansion.

Most of the land in Oroville's SOI is either currently developed or designated in the Oroville 2030 General Plan for urban and suburban development densities. Current land uses in the SOI are predominantly single-family residential, open space, and currently vacant.

Figure 8 provides a breakdown of acreage of existing land uses within the City boundaries and SOI as outlined in the City's General Plan.

Figure 8 Existing Land Uses within Oroville Boundaries and SOI, 2006

Land Use Designation	Acreage			
	Acres (City Limits)	% of Total	Acres (SOI)	% of Total
Residential – Single Family	1,338	17.5%	5,600	25.0%
Residential – Multi-Family	265	3.5%	535	2.4%
Residential – Mobile Home Park	32	0.4%	62	0.3%
Commercial and Office	630	8.2%	513	2.3%
Industrial	416	5.4%	336	1.5%
Public/Quasi-Public	1,122	14.6%	220	1.0%
Parks and Recreation	513	6.7%	106	0.5%
Other Open Space	213	2.8%	7,596	33.9%
Agriculture	17	0.2%	1,563	6.97%
Tribal Lands	0	0%	92	0.4%
Vacant	3,117	40.7%	5,805	25.9%

Source: City of Oroville, 2030 General Plan, 2015.

In the area west of the city limits and SOI that is proposed for inclusion in the City’s SOI, existing land uses are entirely single-family residential, and the remaining property is currently vacant or underutilized.

Agricultural Lands

Agricultural land uses are limited within the city limits of Oroville, accounting for only 17 acres. However, lands designated for agricultural use occupies approximately 1,563 acres of land within the SOI. Agricultural lands are typically used for field crops, orchards, and grazing. Grazing and pastureland account for most of the agriculture in the Oroville area, with much of the remainder being citrus and olive orchards. Small parcels of agricultural land can be found in Thermalito, as well as around Wyman Ravine in the southeast part of the SOI.

Outside of the SOI, in the City’s Planning Area, agricultural uses become more predominant, with row crops and rice fields in mostly flat areas in the northwest portion of the Planning Area along Highway 99. Within the Planning Area, small olive groves occur on hillsides in the southeastern portion and citrus orchards in the southwest corner.

Williamson Act Land

The California Land Conservation Act of 1965, better known as the Williamson Act, works to preserve agricultural and open space lands through restrictive use contracts administered by counties and cities under State regulations. Private landowners voluntarily restrict their land to agricultural and compatible open space uses under minimum 10-year rolling term contracts, with counties and cities also acting voluntarily. In return, the property tax on a Williamson Act parcel is assessed at a rate consistent with its actual use, rather than potential market value.

There are no Williamson Act lands within the City's SOI. Approximately 12-percent (6,000 acres) of agricultural land in the Oroville Planning Area is designated Williamson Act land. Roughly 900 acres of these Williamson Act lands are considered prime agricultural lands and under a Williamson Act contract within the Oroville Planning Area. Figure 9 shows the location of all Williamson Act lands and their designation as well as farmland not covered by the Williamson Act.

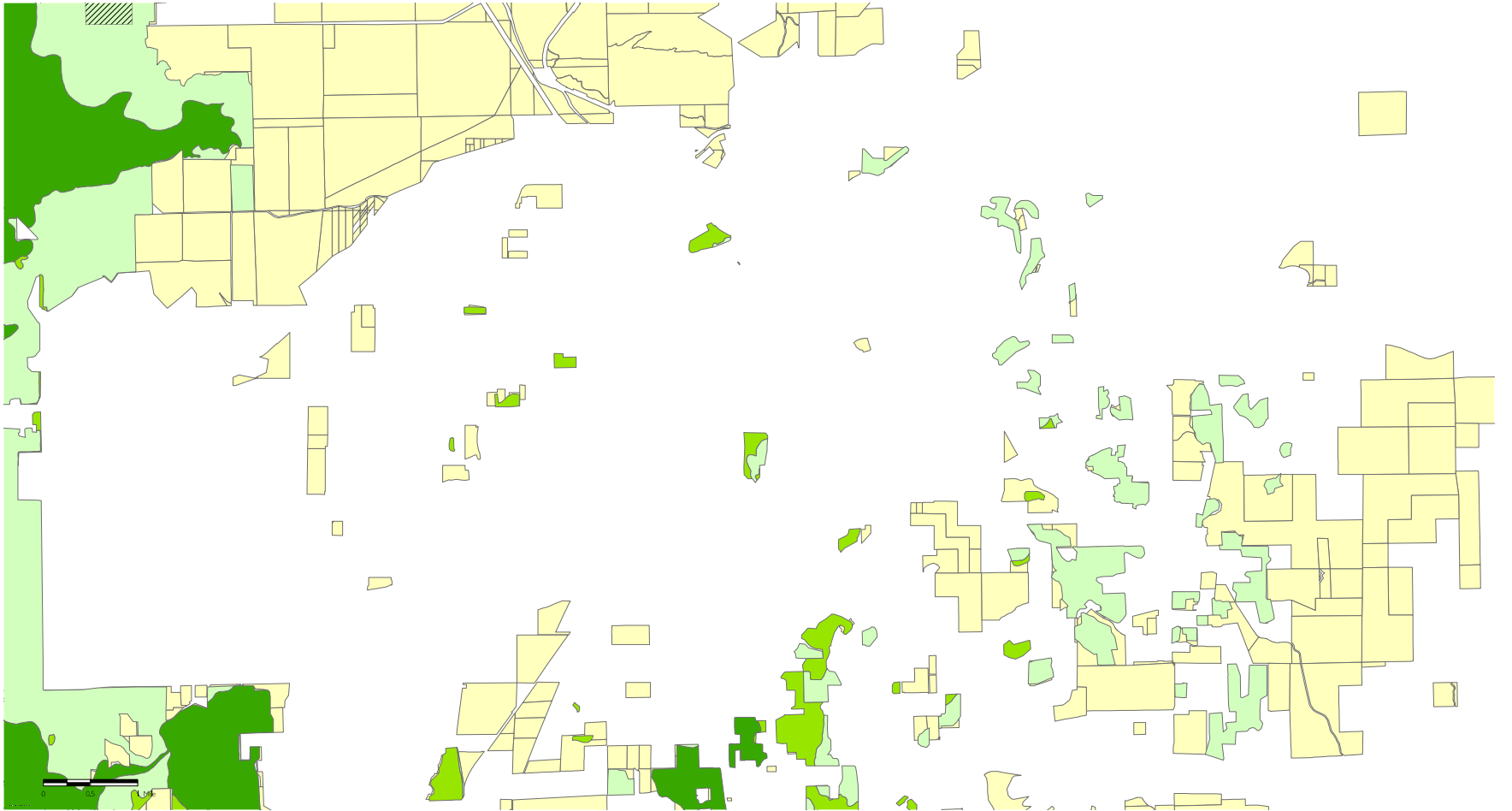


Figure 9 Agricultural Land in City of Oroville Planning Area

Prime Farmland

LAFCo is charged with discouraging urban sprawl, preserving open-space and prime agricultural lands, encouraging the efficient provision of government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances.⁹ Prime agricultural lands are defined in California Government Code Section 56064. Based on the types of agricultural lands as mapped in Figure 9, there are four parcels that are considered prime farmland in the City's SOI, to the south of the city limits. Of note, there are no agricultural uses in area proposed for the City's SOI expansion.

Agricultural Policies

The City has adopted multiple policies and goals in the 2030 General Plan, outlined in the Open Space, Natural Resources, and Conservation elements, related to agricultural land uses, including:¹⁰

- **Goal OPS-6** Preserve the maximum feasible amount of agriculturally productive land, in order to maintain agriculture's contributions to the local economy, lifestyle, air quality, habitat value, and sense of Oroville's heritage.
- **Policy 6.1** Support the South Feather Water and Power Agency and the Thermalito Water and Sewer District investigations of the need, availability, and cost of irrigation water to support agriculture within the Planning Area.
- **Policy 6.2** Cooperate with Butte County to retain agricultural uses on lands within the Oroville Sphere of Influence prior to their annexation to the City.
- **Policy 6.3** Encourage activities that support local agriculture such as farmers' markets, on-site sale of produce, community gardens, and special events promoting local agricultural products.
- **Action 6.1** Study the possibility of forming a local land trust, possibly in cooperation with Butte County, or solicit the interest of an existing land trust experienced in acquiring agricultural land and open space in California.
- **Action 6.2** Provide public land, traffic control, cleanup, and other City services to farmers' markets, including technical assistance to encourage markets to accept Supplemental Nutrition Assistance Program (SNAP or CalFresh) and Supplemental Nutrition for Women, Infants and Children (WIC).
- **Action 6.3** Create an accessible inventory of publicly owned and private vacant sites appropriate for community gardens or other forms of urban agriculture.
- **Action 6.4** Provide support to community gardens, including technical assistance, water hookups, equipment loans, and assistance in obtaining liability insurance.

⁹ California Government Code Section 56301.

¹⁰ City of Oroville, 2030 General Plan, p. 7-17.

Vacant Land Inventory

Vacant land is defined as land with no structure or building improvement and that is not used for active agricultural production. Conversely, underutilized land is defined as land with the ability to accommodate additional density. Vacant land is interspersed throughout the City and comprises a significant portion of the Oroville area. The Figure below illustrates the location of vacant and underutilized parcels identified in the City's General Plan.

As of 2021, vacant land comprised 2,722 acres within city limits with the average vacant parcel size at 3.85 acres. Given the city's historical absorption rate of 26.4 acres per year, it is apparent that sufficient lands exist in the city limits and SOI to account for growth and development needs for the foreseeable future, if development pressures related to growth remain comparable. The annexations that have occurred since 2006 were largely built out areas and have not significantly increased the vacant land inventory. The lands outside the city limits and inside the sphere are dominated by low-density housing and by conservation/open space.

In addition to vacant land, underutilized land is also scattered throughout the City. Vacant and underutilized commercial properties are in the core of the City along the railroad and in the Thermalito area. Vacant residential properties are located along the eastern side of the City and eastern portion of Thermalito.

In 2021, the Butte County Association of Governments (BCAG) conducted a Post Camp Fire Regional Population and Transportation study to analyze regional population, housing, employment, and traffic data for pre- and post- 2018 Camp Fire time periods. The study concluded that of families or individuals who migrated post-Camp Fire, 16% of them relocated from Paradise to Oroville. While some growth and relocation as a result of the Camp Fire are considered temporary, it is expected that some temporary growth would become permanent for residents who decide not to rebuild in Paradise. While no studies have been conducted to provide data, the 2020 North Complex Fire, which destroyed the neighboring unincorporated community of Berry Creek, further exacerbated the need for housing in the Oroville area. Following the 2018 Camp Fire, development demand substantially increased in multi-family and single-family housing. The City has approved 934 dwelling units since 2019, 587 of which are occupied or under construction. Single-family housing development increased to the west of Oroville in the previously approved housing subdivisions. A demand in commercial development also increased in the commercial corridor of Oroville. Industrial activity is increasing with the disaster recovery efforts of the Camp Fire and North Complex Fire. This disaster recovery stimulated an interest in the biomass industry.

The infrastructure needed for the development demand is available in the commercial core of Oroville. As you move towards the extent of the city limits, infrastructure is development driven as opposed to shovel ready.

To better demonstrate this observation and support any proposed SOI amendments, the City would need to update its Vacant Land Inventory and Parcel Absorption Study that shows land use types/acreages, development potential in residential units/commercial square footage, and the timing of any necessary improvements for the land to be developed to the General Plan expectations.

Determination 3-1: Land Use

Land use in the City of Oroville and the surrounding area has not changed substantially in 25 years. However, regional and local market trends have increased the rate of change over the past decade. Oroville has been experiencing pressures for growth, as the housing markets in nearby cities have become more constrained.

Determination 3-2: Given the city's historical absorption rate of 26.4 acres per year, it is apparent that sufficient lands exist in the city limits and SOI to account for growth and development needs for the foreseeable future, if development pressures related to growth remain comparable.

Determination 3-3: Growth

Growth in population in the City over the last decade is a result of annexation, the comparative affordability of single-family housing in Oroville relative to the larger region, and the migration of the Paradise population after the Camp Fire. Oroville is likely to see this trend continue, with significant residential and employment expansion.

Determination 3-4: Agricultural Lands

Agricultural land is located predominantly in the City's Planning Area outside of the City's SOI. Minimal prime agricultural land is located within the City's SOI immediately south of the City's boundaries. The City has instituted several policies in its General Plan to protect agricultural lands from development.

Determination 3-5: Vacant Land Inventory and Absorption Study

The City shall prepare a Vacant Land Inventory and Absorption Study that will guide its current and future land use decisions and support any future SOI amendments.

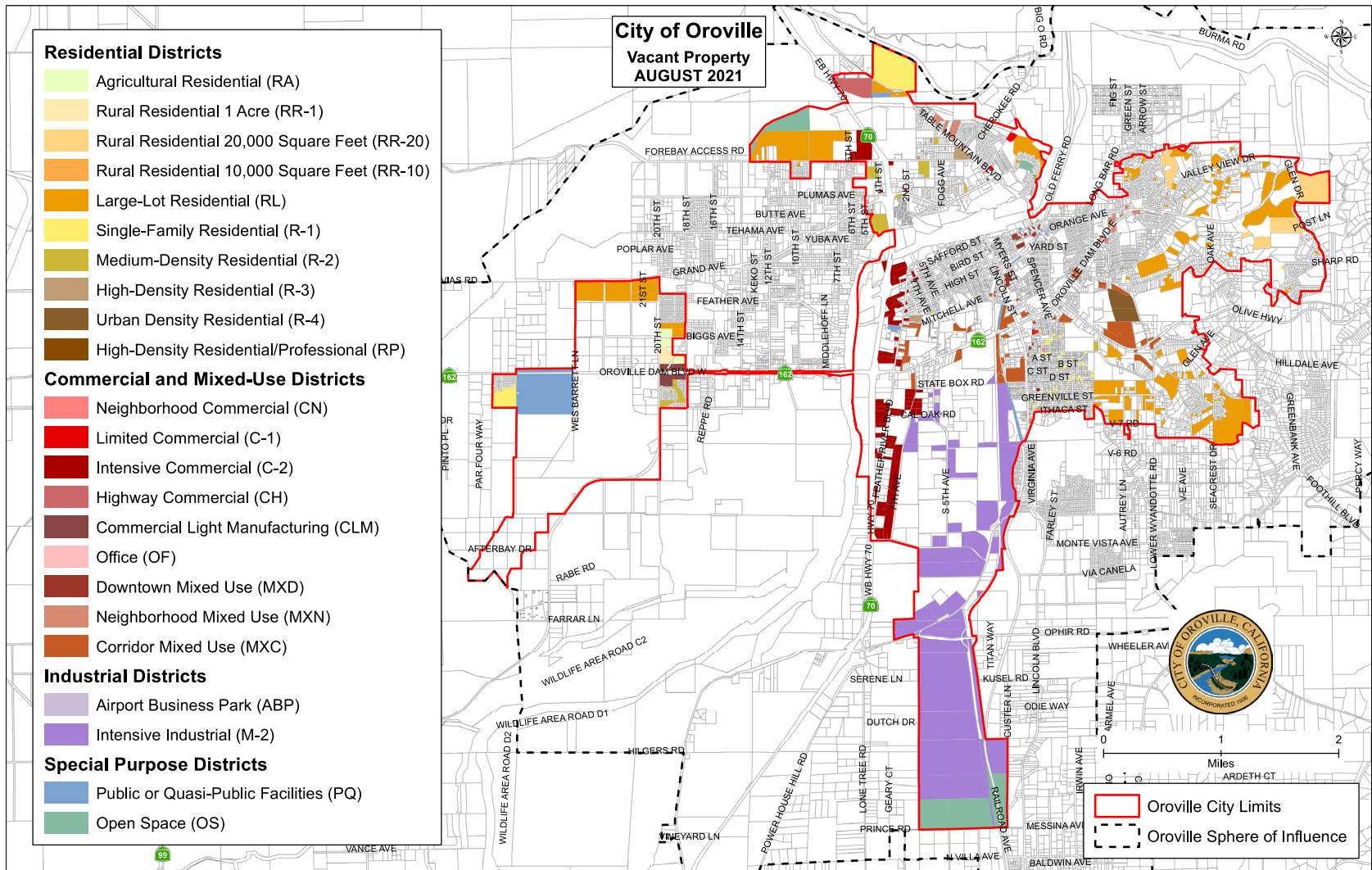


Figure 10 Vacant Land Inventory

Zoning Designation	Vacant Acres 2021	General Plan Designated Acres 2015	Vacant 2021	Occupied 2021
Residential – Single Family	725	2,254	32.18%	67.82%
Residential – Multi-family	97	319	30.29%	69.71%
Residential – Mobile Home Park	0	-	0.00%	100.00%
Commercial/Office	722	2,452	29.46%	70.54%
Industrial	866	1,458	59.40%	40.60%
Public/Quasi-public	12	752	1.58%	98.42%
Parks	116	424	27.43%	72.57%
Open space	183	239	76.60%	23.40%
Agriculture	0	-	0.00%	100.00%
Tribal	0			
	2,722	7,898	34.46%	65.54%

Figure 11 Vacant Land Inventory by Zoning Designation in City Limits, 2021

Current Population and Recent Growth

The 2020 Census reports a population of 20,042 as of April 1, 2020, for the City of Oroville. For the purposes of this report, the 2020 Census population is the most recent and accurate estimate of the City’s population. While the California Department of Finance (DOF) makes regular population estimates as of the first of every year, the 2020 and 2021 estimates are not consistent with the U.S. Census count. For this reason, DOF historical population estimates were used to assess the population trend, and the DOF population estimate for 2020 was replaced with the U.S. Census count to accurately represent current circumstances.

Oroville has experienced population growth of about 54 percent since 2000 in large part due to annexations of existing developed areas and as the housing markets in both Chico to the north and Sacramento to the south become more constrained. This trend is a result of the comparative affordability of single-family housing in Oroville. Over the 20-year period the average annual growth rate was 2.2 percent. Annexations approved by LAFCo since 2015 are included in Figure 12.

Year of Annexation	Annexation Title	Number of Acres
2015	South Oroville No. 1	203
2015	Lower Wyandotte No. 6	201
2017	Riverview Terrace No. 1	7
2021	Feather Avenue No. 1	26
2021	Lincoln Boulevard No. 1	14.2

Figure 12 Annexations Approved Since 2015

The City’s population has shown growth over 18 of the last 20 years as shown in Figures 13 and 14. The greatest level of growth occurred in 2018 when the population rose by 15 percent during the year, which is primarily attributable to migrants from the Camp Fire that occurred in November 2018. There was also a spike of 11.2 percent growth during 2015, when the City annexed the developed area of South Oroville.

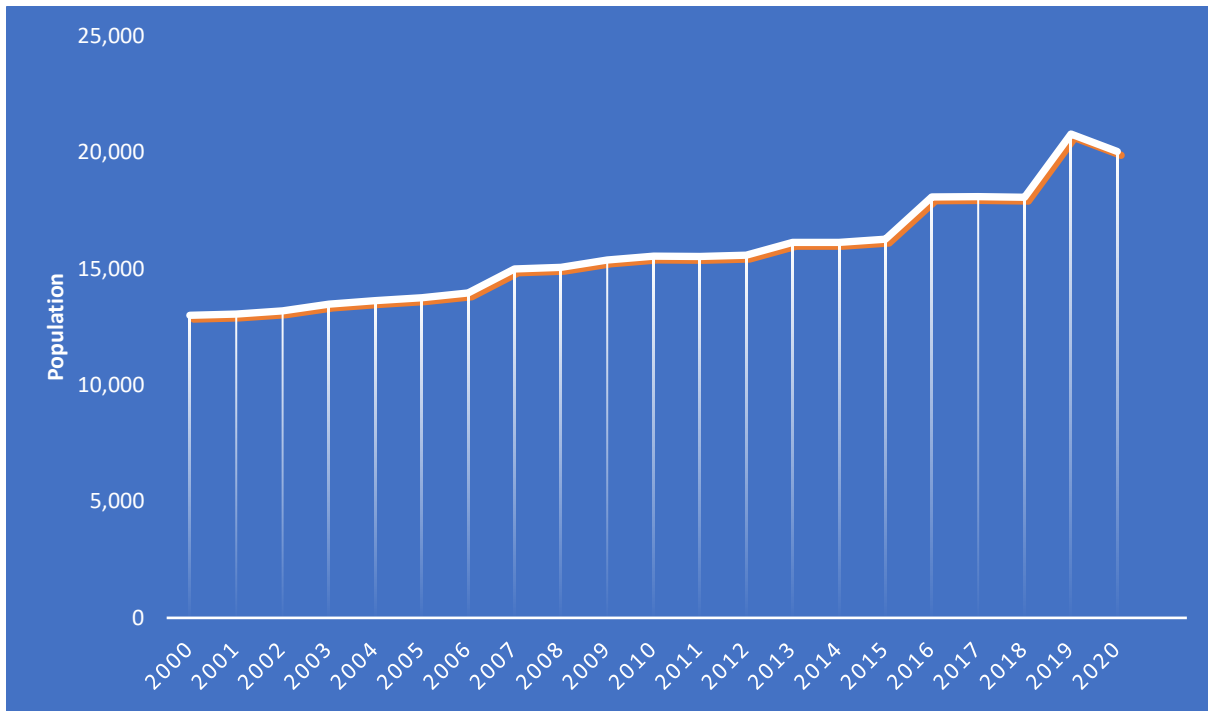


Figure 13 Historical Population Growth

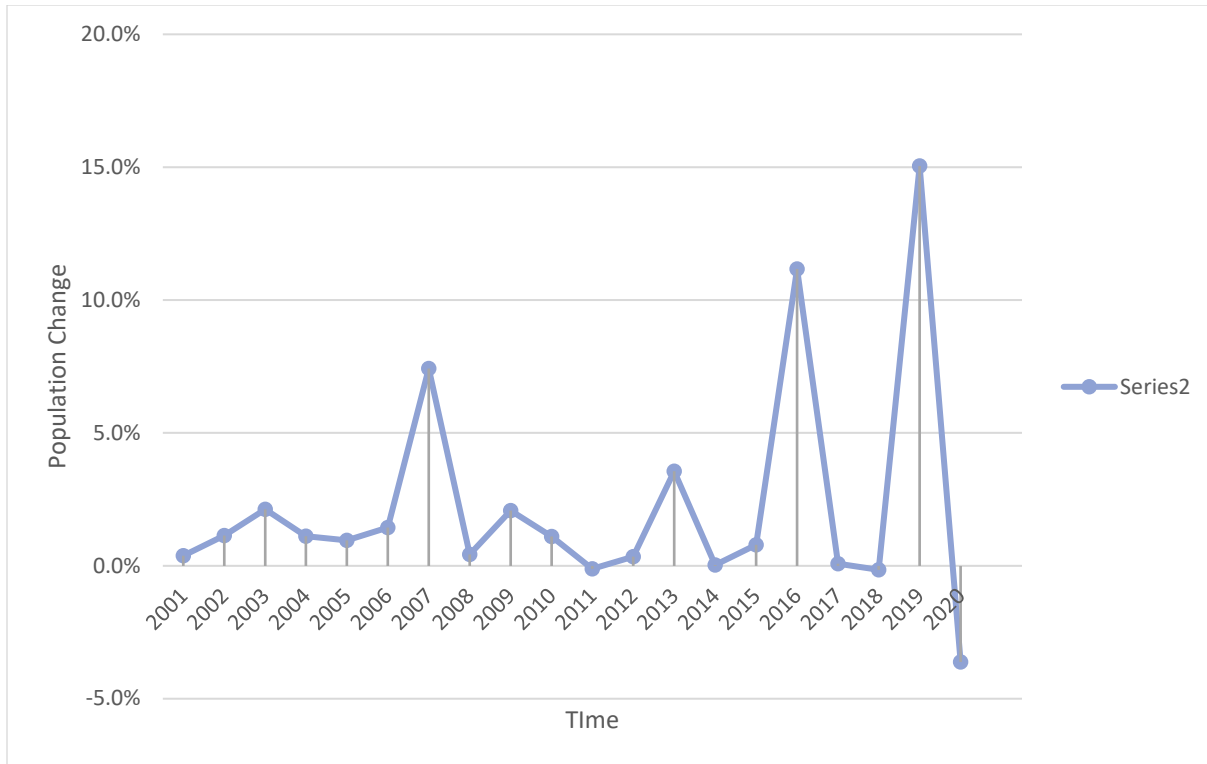


Figure 14 Percentage Population Growth

The population decline in 2019 to 2020 is likely attributable to an overestimate of the City’s population in 2019 by the DOF and the adjustment to a lower more accurate estimate from the recent Census for 2020. Additionally, the Camp Fire occurred in 2018 and resulted in a population increase due to displaced individuals searching for housing in the area. Over the course of 2019, some of the temporary population likely found permanent or alternative housing elsewhere, also resulting in a decline in population within the city limits.

Moving forward, the most recent BCAG projections incorporate post-Camp Fire population shifts, and factor in the slower growth being experienced in the north state overall. BCAG has reduced the projected growth rate considerably, to less than 1% for all growth scenarios. The population in 2040 is now expected to be between 21,007 and 22,335 persons.¹¹

Population Characteristics and Special Populations

According to Census data, the population of the City of Oroville is on average slightly younger than other areas with a median age of 34 years old. By comparison, the median age for Butte

¹¹ Long Term Regional Growth Forecasts 2022-2045, Butte County Association of Governments (BCAG), March 2023.

County is 37.1 years old, the median age for the State of California is 37.0 years old, and the median age for the United States is 38.4 years old.

There are approximately 6,426 households in the City of Oroville with an average household size of approximately three people. Approximately 71 percent of Oroville's population is white. This is a much higher proportion than the State of California, which is about 62 percent white. Persons identifying as Hispanic or Latino comprise approximately 13.6 percent of the City's population.

The City has a median household income of \$34,428 as compared to the statewide MHI of \$78,672.¹² Approximately 25.5 percent of the population for whom poverty status is determined in Oroville live below the poverty line. By comparison, approximately 12.3 percent of the nationwide population lives below the poverty line. The largest demographic living in poverty are females 25 to 34, followed by males 25 to 34 and then females 6 to 11.

An estimated 54.2 percent of Oroville households are renters. This is a much higher proportion than Butte County (44 percent) and the State of California (45 percent). Oroville's high proportion of renter households is likely influenced by the younger demographic, and large percentage of households with low incomes.¹³

Special populations are identified as those who share a common background, cultural orientation, physical capabilities, and or developmental/psychological status.¹⁴ Examples of special populations include those with physical and/or mental disabilities, foster children, homeless individuals, individuals from economically disadvantaged families, and undocumented residents. It is important to proactively identify these populations as these individuals often require additional resources during times of emergency or disaster and incident planning and response must be modified to meet the needs of these groups.

The Center for Disease Controls Environmental Justice Index Explorer indicates that nearly all portions of the City of Oroville have high instances of poverty, unemployment, housing burden, speak English "less than well", and/or are living with a disability.¹⁵ To address the needs of these groups, the City relies heavily on Community Based Organizations (CBOs) that are able to target and provide resources to vulnerable populations. Examples include Northern Valley Catholic Services, Father's House Restoration Ministries, Mission Esperanza, Hmong Cultural Center, and Oroville Hope Center.

¹² Census 2020, <https://www.census.gov/quickfacts/CA>, accessed May 1, 2022.

¹³ US Census American Community Survey Five-Year Data: 2015-2019.

¹⁴<https://www.lawinsider.com/dictionary/special-needs-populations>

¹⁵ <https://onemap.cdc.gov/portal/apps/sites/#/eji-explorer>

Determination 3-6: Current Population

The 2020 Census reports a population of 20,042 as of April 1, 2020 for the City of Oroville.

Determination 3-7: Historical Growth Rates

Oroville has experienced population growth of about 54 percent since 2000, as the housing markets in both Chico to the north and Sacramento to the south become more constrained. Over the 20-year period the average annual growth rate was 2.2 percent. The greatest level of growth occurred in 2018 when the population rose by 15 percent during the year, which is primarily attributable to migrants from the Camp Fire that occurred in November 2018. There was also a spike of 11.2 percent growth during 2015, when the City annexed the developed area of South Oroville. Moving forward, growth is expected to be less than 1% per year according to BCAG's 2023 projections.

Determination 3-8: Population Characteristics

The City of Oroville's population is diverse. The City's population is younger than other areas with a higher ratio of renters. Many residents struggle economically, with approximately 25.5 percent of the population living below the poverty line. The City maintains partnerships with CBOs to target the needs of special populations living in Oroville.

Growth Projections

Butte County Association of Governments (BCAG) has put together long-term regional growth forecasts for 2022-2045 to provide insight into the growth trends that are anticipated to occur within Butte County and the incorporated cities over the next two decades. Low, medium, and high growth forecasts were developed to provide flexibility and acknowledge the uncertainty inherent in long-term projections.

The City of Oroville was previously projected to see between 77 percent and 109 percent increases over the 26-year period from 2014 to 2040. However, as noted above, BCAG has now reduced the projected growth rate considerably, to less than 1% for all growth scenarios. The population in 2040 is now expected to be between 21,007 and 22,335 persons. The adjusted projections are shown in Figure 15.

	2022	2025	2030	2035	2040	Total increase to 2045	Percent Increase	Compound annual growth rate
Low Scenario								
	18,863	19,119	19,899	20,750	21,007	2,327	12%	0.51%
Medium Scenario								
	18,863	19,196	20,214	21,322	21,657	3,033	16%	0.65%
High Scenario								
	18,863	19,277	20,541	21,919	22,335	3,769	20%	0.80%

Figure 15 BCAG Population Projections March 2023

Determination 3-9: Population Projections

Based on BCAG’s moderate estimation of less than percent annual growth through 2040, it is projected that the City of Oroville will have a population of approximately 21,500 in 2040.

Disadvantaged Unincorporated Communities

The purpose of Senate Bill 244 (Wolk, 2011) is to begin to address the complex legal, financial, and political barriers that contribute to regional inequity and infrastructure deficits within disadvantaged unincorporated communities (DUCs). Identifying and including these communities in the long-range planning of a city or special district is required by SB 244.

SB 244 requires cities to identify and plan for these communities on or before the next adoption of its housing element. Government Code (GC) §65302.10(a) requires that each city review and update the land use element of its general plan, based on available data, including, but not limited to the data and analysis developed pursuant to GC §56430 (CKH Act, Service Reviews). Legislative requirements designated to cities per SB 244 are independent from requirements designated to LAFCos through its governing legislation (Cortese-Knox-Hertzberg Act of 2000).

The Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act requires LAFCo to make determinations regarding DUCs when considering a change of organization, reorganization, sphere of influence expansion, and when conducting municipal service reviews. For any updates to an SOI of a local agency (city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection, LAFCo shall consider and prepare written determinations regarding the present and planned capacity of public facilities

and adequacy of public services, and infrastructure needs or deficiencies for any disadvantaged unincorporated community within or contiguous to the SOI of a city or special district.¹⁶

Government Code §56033.5 defines a DUC as 1) all or a portion of a “disadvantaged community” as defined by §79505.5 of the Water Code, and as 2) “inhabited territory” (12 or more registered voters), as defined by §56046, or as determined by commission policy. According to Butte LAFCo policy, a DUC constitutes all or a portion of a “disadvantaged community,” which is defined in the State Water Code (§79505.5) to be “a community with an annual median household income (MHI) that is less than 80 percent of the statewide annual median household income.”

CKH prohibits LAFCo from approving an annexation to a city of any territory greater than 10 acres if a DUC is contiguous to the proposed annexation, unless an application to annex the DUC has been filed with Butte LAFCo. An application to annex a contiguous DUC shall not be required if a prior application for annexation of the same DUC has been made in the preceding five years or if the Commission finds, based upon written evidence, that a majority of the registered voters within the affected territory are opposed to annexation.¹⁷ Butte LAFCo adopted a more restrictive policy, which prohibits the Commission from approving an annexation to a city of territory greater than 0.5 acres that is contiguous to a disadvantaged unincorporated community unless an application to annex the disadvantaged unincorporated community has also been filed.

The City has identified the DUCs within its SOI as part of the General Plan Update.¹⁸ These communities were mapped using the following steps:

- ❖ Identify Census block groups in which greater than 50 percent of the households have annual incomes that are less than 80 percent of the statewide median (based on 2010 Census data).
- ❖ Exclude areas of the Census block groups that are within the city limits or outside the SOI.
- ❖ Delineate the communities within these Census block groups based on aerial photographs and parcel data. Communities are defined as having ten or more homes adjacent or in close proximity to one another.

As shown in Figures 16 and 17, the 2015 General Plan identified nine DUCs in Oroville’s SOI ranging in size from nine acres to 1,940 acres. Some mapped DUCs encompass multiple communities that are adjacent to one another.

Infrastructure deficiencies related to water, sewer, stormwater, and fire protection services for each of the DUCs are described in detail in the City’s 2030 General Plan.

¹⁶ Government Codes §56425(e)5, Present and Probable need; disadvantaged unincorporated communities

¹⁷Government Codes section 56375 (a) (8) (A)- Annexations Greater than 10 acres; Contiguous to a DUC

¹⁸ City of Oroville, 2030 General Plan, p. 3-13.

Figure 16 Disadvantaged Unincorporated Communities within City of Oroville SOI

ID	Location	Size (Acres)
1	Thermalito	1,549
2	Table Mountain Boulevard at Garden Drive	28
3	Riverview Terrace	9
4	Long Bar Road, Valley View Drive, and Lemon Hill Road	514
5	Kelly Ridge	356
6	South of SR 162 and west of Miners Ranch Road	487
7	South Oroville ¹⁹	1,922
8	Lincoln Boulevard, south of Ophir Road	458
9	Lone Tree Road	1,022

The City’s 6th Cycle General Plan Housing Element Update was adopted in April 2023. The new requirements for a very thorough Housing Needs Assessment includes not only household income, but multiple other criteria intended to identify areas of limited housing availability, poverty, access to services, race, owner occupancy, renter affordability, etc. The goal of this extensive data collection is to identify disadvantaged areas and establish policies to improve housing access and affordability in these areas. Since SB 244 required general plans to identify DUCs, the legislature has established several other somewhat similar criteria as well as tools for establishing disadvantaged communities.

Based on the State-mandated criteria for identifying DUCs, almost the entirety of the Thermalito SOI area is considered a DUC with household incomes below \$69,680, which is 80 percent of the State median income. The City recognizes that any proposed annexation should include the appropriate documentation and will include all such areas.

¹⁹ A portion on this area has since been annexed.

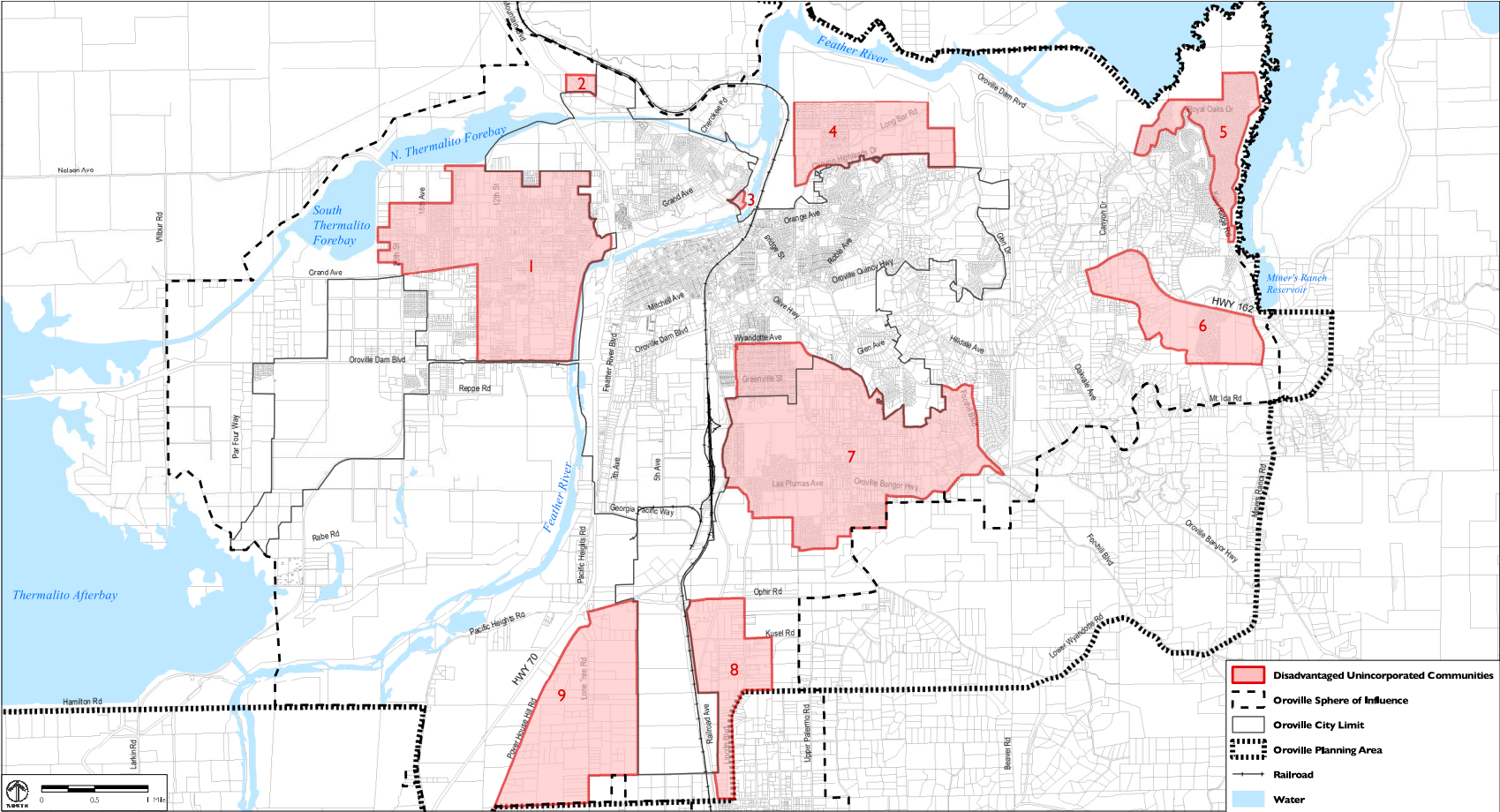


Figure 17 Map of Disadvantaged Unincorporated Communities in City of Orville SOI

Determination 3-10: Disadvantaged Unincorporated Communities

As shown in Figure 17, there are nine DUCs in Oroville’s SOI ranging in size from nine acres to 1,940 acres. Infrastructure deficiencies related to water, sewer, stormwater, and fire protection services for each of the DUCs are described in detail in the City’s 2030 General Plan. The 2014 MSR determined annexing the DUCs should be a priority to promote social justice. The City has since annexed portions of the South Oroville DUC.

Development

Similar to other parts of the State and the country, Oroville’s development activity significantly slowed during and following the housing market collapse, as is clear from Figure 19. During the past few years, however, City development activity appears to have returned to levels prior to the 2007 national collapse and recession and the city has experienced significant population growth. In addition, because of the State’s Disaster Relief 9% tax credits targeted to Camp fire resiliency, since 2019 over 850 affordable apartment units have been proposed by major developers and are now approved, are being constructed, or are currently occupied.

Permits	Single-Family		2-Family		3 & 4 Family		5 or More Family		Total	
	Bldgs	Units	Bldgs	Units	Bldgs	Units	Bldgs	Units	Bldgs	Units
2023	4	4	0	0	0	0	5	108	9	112
2022	34	34	0	0	0	0	10	221	44	255
2021	41	41	0	0	0	0	2	80	43	121
2020	38	38	0	0	0	0	1	12	39	40
2019	59	59	0	0	0	0	0	0	59	59
2018	5	5	0	0	0	0	0	0	5	5
2017	15	15	0	0	0	0	0	0	15	15
2016	5	5	0	0	0	0	0	0	5	5
2015	19	19	0	0	0	0	0	0	19	19
2014	11	11	0	0	0	0	2	49	13	60
2013	4	4	0	0	0	0	0	0	4	4
2012	1	1	1	2	0	0	4	26	6	29
2011	7	7	0	0	0	0	0	0	7	7
2010	4	4	0	0	0	0	0	0	4	4

2009	18	18	0	0	0	0	0	0	18	18
2008	22	22	0	0	0	0	8	62	30	84
2007	25	25	0	0	0	0	1	14	26	39
2006	53	53	0	0	1	3	0	0	54	56
2005	75	75	1	2	0	0	0	0	76	77
2004	77	77	0	0	0	0	0	0	77	77
2003	57	57	0	0	0	0	0	0	57	57
2002	25	25	0	0	0	0	0	0	25	25
2001	38	38	0	0	0	0	0	0	38	38
2000	5	5	0	0	0	0	0	0	5	5

Source: City of Oroville

Figure 18 City of Oroville Building Permits, 2000-2020

In addition to the active development projects, a developer has approached the City regarding a potential development in the Wilbur Road area south of Oroville Dam Blvd West, immediately adjacent to the City’s SOI to the west. The developers have not submitted a formal application but are considering an executive-type housing development with five-acre minimum lots. The properties are generally already divided in the area, and land uses in the area are presently single-family residential, open space and vacant. The County’s General Plan designates the area as primarily rural residential with lots from five to 10 acres and the surrounding area as resource management. The City indicated that if an SOI expansion were approved to include this area, it would likely be similarly designated as rural residential with five-acre minimum lot sizes. This area is within the Thermalito community, which has been identified as a DUC and is at the western edge of prior annexations. The City will need to evaluate its plans for annexation of the larger Thermalito area in order to successfully annex the Thermalito and/or the Wilbur Road area. In 2006, an Annexation Feasibility Study was completed by Rosenow Spevacek Group (RSG) regarding this area. The City is considering an update to this study to assess the degree of resources necessary to annex the area.

The Oroville 2030 General Plan addresses the capacity of the City and the Oroville SOI to accommodate new development. According to the General Plan, the current Oroville SOI has the capacity to accommodate 45,000 dwelling units at buildout, which exceeds the needs of for its projected population growth of 2.6 percent or approximately 35,000 residents by 2040. This would be an increase of 31,200 over the roughly 13,800 existing units currently in the SOI and would be accommodated primarily within the areas of the SOI that are currently unincorporated. However, it is not likely that full buildout of the General Plan will be reached by 2030. These

demographic and growth trends at buildout will need to be fully evaluated in a Vacant Land Inventory and Absorption Study as discussed above.

Determination 3-11: Recent Growth Trends

The City's housing market has returned to levels beyond that prior to the housing market collapse in 2008 as indicated by permits issued and active projects. It is anticipated that this trend will continue based on the affordability of the area in combination with the City's strengthened financial ability to provide enhanced municipal services.

Determination 3-12: Future Development Potential

The City's existing demand for residential and commercial development projects demonstrates a potential for continued and steady increase in growth in the future.

Determination 3-13: Growth Capacity

As determined in the Oroville's 2014 MSR, the City continues to have more than adequate land capacity within the City of Oroville and its current Sphere of Influence to accommodate significant growth into the foreseeable future, based on historic development trends and potential future 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 N1: Thermalito	Construction completes in Summer 2022
Village at Ruddy Creek	---	97 units	Market Rate	18 th St & Feather Ave N1: Thermalito	City Approve. Awaiting developer. TSM Extended to 12-17-25
Linkside Place II	Generation Communities	56 units	Market Rate	SR162 West & Christian Ave N1: Thermalito	City Approved TSM. Final Map Under Review. TSM Extended to 6-10-24
Acacia Estates	Individual developers	14 units	Market Rate	Acacia Ave & Hawley Trail N6: Canyon Highlands	City Approved. Active Construction one at a time
Feather Ranch Subdivision	MD3 Investments	172 units	Market Rate	Adjacent to Calle Vista subdivision @ 20 th & Feather Ave. N1: Thermalito	City Approve September 19, 2023
Grand Acres	Trish Hopps	25 units	Market Rate	2151 Grand Ave (Grand & 21 st St) N1: Thermalito	City Approve August 24, 2023

Single Family Residential Subdivision Projects Total: 435 single family units

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. Construction Completed & Occupied

Riverbend Family Apartments Phase 2	AMG & Associates	48 units	Affordable Family	Table Mountain Blvd & Nelson Ave N2: Table Mountain	City Approve. Under Construction
Table Mountain Apartments Phase 1	K2 Development Companies	47 units	Affordable Family	122 Mono Ave (APN: 031-051-060 & -015) N2: Table Mountain	City Approve. Under construction
Table Mountain Apartments Phase 2	K2 Development Companies	48 units	Affordable Family	122 Mono Ave (APN: 031-051-060 & -015) N2: Table Mountain	Application under review
Olive Ranch Apartments Phase 1	K2 Development Companies	81 units	Affordable Family	SW Corner of Table Mountain Blvd & Grand Ave N2: Table Mountain	City Approve. Construction Completed & Occupied
Olive Ranch Apartments Phase 2	K2 Development Companies	80 units	Affordable Family	SW Corner of Table Mountain Blvd & Grand Ave N2: Table Mountain	City Approve. Construction Completed & Occupied
Olive Ranch Apartments Phase 3	K2 Development Companies	51 units	Affordable Senior	SW Corner of Table Mountain Blvd & Grand Ave 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 Active construction
Nelson Pointe	AMG & Associates	72 units	Affordable Family	Nelson Ave (APNs: 031-150-059 & -118) N2: Table Mountain	Under Review

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. Construction Completed & Occupied
AMG Mitchell Ave Phase 2	AMG & Associates	35 units	Affordable Senior	Mitchell Ave (APN: 035-240-043) N7: Downtown	City Approve. Construction Completed & Occupied
Oroville Veterans Village, Phase 1	Veterans Housing Development Corporation	12-unit townhomes	CalVet Home Loan	711 Montgomery Street. Between 6 th and 7 th Ave N7: Downtown	City Approve. Map extended to 2026
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. Parcel rezoned for the project
Sierra Heights Apartments	Willow Partners	40 units	Affordable Senior	Executive Parkway & Hillview Ridge N9: Foothills	Construction Completed August 2021
Sierra Heights Apartments Phase 2	Willow Partners	48 units	Affordable Senior	Executive Parkway & Hillview Ridge N9: Foothills	City Approve. Construction Completed & Occupied
Sierra Heights Apartments Phase 3	Willow Partners	40 units	Affordable Senior	400 Hillview Ridge N9: Foothills	City Approve. Occupied
Lincoln Affordable	Richman Group	122 units	61 affordable family + 61 affordable senior	Near Southwest Corner of Lincoln Blvd and Wyandotte Ave (APN: 035-040-056) C1: Oroville Dam/Olive Highway	City Approved. Family units Under Construction

Gold Creek Commons Mixed use	RCM Investments, LLC	211 Residential condos + 106,000 s.f. commercial	211 Market Rate	Lincoln Street north of Oro Dam Blvd. (APN 013-160-054) C1: Oroville Dam/Olive Highway	Application received, under redesign by applicant.
The Grove Luxury Apartments	Chuck Tatreau Construction, Inc.	174-unit gated luxury apartment complex	Market Rate	The end of Tuscan Drive (APN 031-110-042) N2: Table Mountain	City Approve Building plans under review

Multi-Family Residential Projects Total: 1,328 multi-family units

Name of Development	Developer	Square Footage	Location	Status
Oroville Hospital	Sundt/Moder n 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	Construction Completed October 2021
Hampton Inn and Suites	Lenzi Incorporated	55,253 sq ft (4 story)	2355 Feather River Blvd (APN: 035-030-099)	City Approve. Active Construction

			C1: Oroville Dam/Olive Highway	
Arby's	Kang Foods	2,233 sq ft	680 Oro Dam Blvd E (APN: 035-260-084) C1: Oroville Dam/Olive Highway	Construction Completed August 2022
Dutch Bros Coffee	Dutch Bros, LLC;	950 sq ft	2366 Feather River Blvd (APN: 035-030-110) C1: Oroville Dam/Olive Highway	Construction Completed March 2023
Tractor Supply	The Sobel Company, Inc.	24,807 sq ft + 17,367 sq ft outdoor display area	West side of Feather River Blvd near Cal Oak Rd C3: Feather River Blvd South	City Approve Under Construction
Sierra Pacific	Sierra Pacific Industries	9,600 s.f. truck shop building	3025 S. 5 th Avenue D2: South Oroville Industrial Area	Under Construction August 2022
Dialysis Clinic expansion	DCI Dialysis	1,700 s.f. expansion	3012 Olive Highway C1: Oroville Dam/Olive Highway	Approved July 2022
Stream Charter School Expansion	Stream Charter School	20,312 s.f. expansion gymnasium and classrooms	455 Oro Dam Blvd C1: Oroville Dam/Olive Highway	Under Construction
COMP Pros Multi-Tenant Commercial Building	COMP Pros	9,984 s.f. multitenant building	2175 Feather River Blvd (APN 035-240-030)	Approved October 2022

			C1: Oroville Dam/Olive Highway	
North State Food Bank Expansion	Community Action Agency of Butte County	7,800 offices and processing	2640 S 5 th Avenue D2: South Oroville Industrial Area	Use Permit Approved. Awaiting building plans
Former Ford Dealership	Mark Mendez	Various, reuse of existing buildings	1726 thru 1790 Montgomery Street D1: Downtown Business District	Incremental reuse of former Ford dealership buildings, including new operating Ozone Entertainment
Currier Square Pad A	-	4,000 sf multitenant building	2355 Myers Street C1: Oroville Dam/Olive Highway	City Approve Under Construction
Surf Thru Car Wash	Orlando Ramirez, Surf Thru	3,365 s.f. car wash building and 660 s.f. pay station	2298 Feather River Blvd (APN 035-030-109) C1: Oroville Dam/Olive Highway	City Approve Use Permit February 2023

Commercial Projects Total: 431,156 square feet (incl Gold Creek Commons)

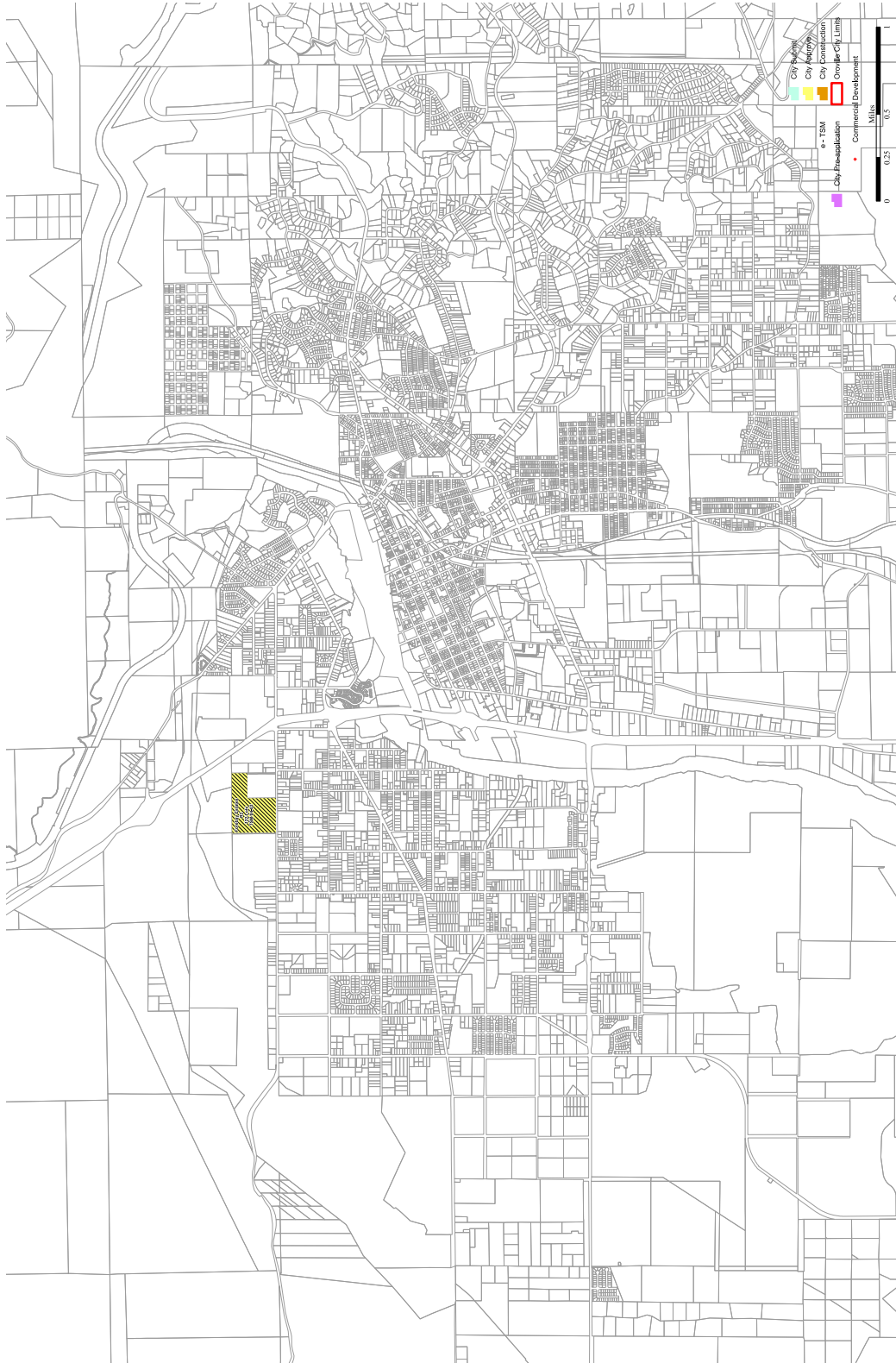


Figure 19 Map of Unconstructed Projects, June 2021

Growth Strategies

The City of Oroville utilizes a variety of tools to plan for future growth, including the General Plan, Specific Plans, and Zoning Code. Additionally, the City of Oroville has several other plans that are used by the City to guide development and annexation in specific areas of Oroville. Among these are the Oro Bay Specific Plan, the Riverfront Master Plan, and a number of policies addressing the City's Economic Development Zones.

The goals, policies, and actions outlined in the General Plan are intended to direct and characterize growth within the city and its future boundaries. The Land Use Element is the primary instrument that presents regulatory and policy land use tools to guide trends in the City, including the following goals:

- ❖ **LU-1:** Provide for orderly, well-planned, and balanced growth consistent with the limits imposed by infrastructure and the City's ability to assimilate new growth.
- ❖ **LU-2:** Develop an economically vital, pedestrian-oriented Historic Downtown that includes retail, office, residential, civic, cultural, and recreational uses.
- ❖ **LU-3:** Provide housing in a range of residential densities and types to address the housing needs of all segments of the community, including all income groups expected to reside in Oroville.
- ❖ **LU-4:** Provide adequate land for and promotion of the development of attractive commercial areas and uses that provide goods and services to Oroville residents, employees, and visitors.
- ❖ **LU-5:** Encourage diverse industrial environments that will appeal to a broad range of manufacturers and distributors and provide opportunities for the operation of profitable businesses in Oroville.
- ❖ **LU-6:** Provide adequate land for development of public and quasi-public uses to provide necessary public services and facilities in support of existing and new residential, commercial, and industrial land uses.
- ❖ **LU-7:** Foster Oroville's role as a regional and statewide visitor destination.

The General Plan Guiding Principles are a description of how Oroville intends to grow and develop through the implementation of its General Plan. These principles are based on recommendations provided by community members and approved by the General Plan Steering Committee.

- **Livability.** Ensure that future development enhances the existing character of our city as a whole, as well as its individual neighborhoods, and has a positive effect on our surroundings and quality of life.
- **Enhanced Mobility.** Provide an accessible and comprehensive transportation system that integrates automobile use with other transportation options, including bicycle and pedestrian networks throughout the city.

- **A Vibrant Local Economy.** Create a sustainable economy that serves all segments of the population. Engage in economic development to encourage and retain businesses that provide a variety of job opportunities, quality goods and services, and a dependable tax base.
- **Natural Resources and the Environment.** Highlight and protect our unique open spaces, natural resources, underdeveloped areas, specimen trees, riparian zones and wetlands.
- **Recreation.** Enhance recreational opportunities and facilities in Oroville for local residents and visitors.
- **Community Infrastructure.** Improve and maintain our public services and facilities—including water and energy infrastructure, public safety and emergency preparedness—in order to serve existing residents and businesses and to accommodate future development.
- **Health and Safety.** Work to ensure the health and safety of Oroville’s residents.
- **An Involved Citizenry.** Encourage civic participation in the General Plan Update process and instill a sense of shared responsibility for our community’s well-being.

In addition to these guiding principles, the City’s General Plan Community Design Element includes approaches to inform future development in the City, consisting of new urbanism, smart growth, key urban design concepts, and livable street design.

Oroville has a vision of a thriving, full-service community where residents enjoy a high quality of life and can find well-paying jobs. Businesses of a variety of sectors will be strategically located throughout the City to attract tourists and residents alike. The City will take advantage of its unique natural setting by offering residents and visitors abundant access to nature through a comprehensive system of parks and trails. This vision is thoroughly outlined in the City’s General Plan.

The City intends to fully implement the policies and principles of its General Plan in order to ensure orderly development. New residential and commercial growth, whatever the size or location, will be carefully regulated by the City and will be required to meet high standards for quality, appearance and integration with existing neighborhoods. Much of the new growth in the City will occur as infill development sensitively designed to enhance the community’s character.

Determination 3-14: Growth Strategies

The City intends to fully implement the policies and principles of its General Plan in order to ensure orderly development. New residential and commercial growth, whatever the size or location, will be carefully regulated by the City and will be required to meet high standards for quality, appearance and integration with existing neighborhoods. Much of the new growth in the City will occur as infill development sensitively designed to enhance the community’s character.

Annexation Policies

Due to the absence of an annexation strategy decades ago, past irregular growth patterns have resulted in several urbanized areas immediately adjacent to the city limits and islands of unincorporated territory. However, over the last 15 years, the City has made efforts to clean up its irregular boundaries through annexations of developed property immediately adjacent to the city limits.

In recent years, annexation has been a key factor in the increasing City population, accounting for about one-third of the City's growth. Despite the population growth resulting from opportunity annexations, the City of Oroville has not historically had an aggressive annexation policy. However, since undertaking the Oroville 2030 General Plan Update process in 2005, the City has demonstrated efforts at developing a realistic and attainable annexation strategy.

In September 2007, the Oroville City Council reviewed three possible annexation strategies and received a recommendation from City staff that the City pursue an aggressive strategy that addresses all annexation issues and is consistent with the Council's adopted goals and objectives. On November 20, 2007, the Council adopted Resolution 7044, authorizing staff to proceed with the development and implementation of a comprehensive annexation strategy, including strategies to annex the Thermalito and South Oroville areas.

Since that time, the City has conducted two annexations to "clean up" the irregular city boundaries. In 2012, the City eliminated islands of unincorporated parcels adjacent to the city limits by annexing six islands consisting of 159 acres and 192 parcels with a population of approximately 468. The six island annexation areas are shown in Figure 21. In 2015, LAFCo approved the City's applications to annex the Southside neighborhood and adjacent areas consisting of 404 acres and 976 parcels. In total, the South Oroville annexations added approximately 2,400 residents to the City.

The Thermalito area continues to be an area of interest for future development, and the City is in the process of developing a plan for annexation of the area. The entire Thermalito area has a population of approximately 7,200 people. This area is generally composed of low-income populations and has less developed infrastructure than incorporated areas of the City.²⁰ The annexation of the area would result in a significant shift in population from unincorporated to incorporated areas of the SOI. Population increases as a result of annexation would increase the need for certain services such as police, fire protection, code enforcement, road maintenance and drainage facilities, and would do so proportionally more than new development because the existing developed areas have older buildings, aging infrastructure and relatively low-income populations. These issues will need to be addressed before the annexation process moves forward. While annexation of this unincorporated area to the City would increase the need for

²⁰ Butte LAFCo, City of Oroville Municipal Service Review, 2014, p. 30.

public services, annexation has the potential to improve the level of service provided to residents of these areas and contribute to the resolution of local and regional equity issues.

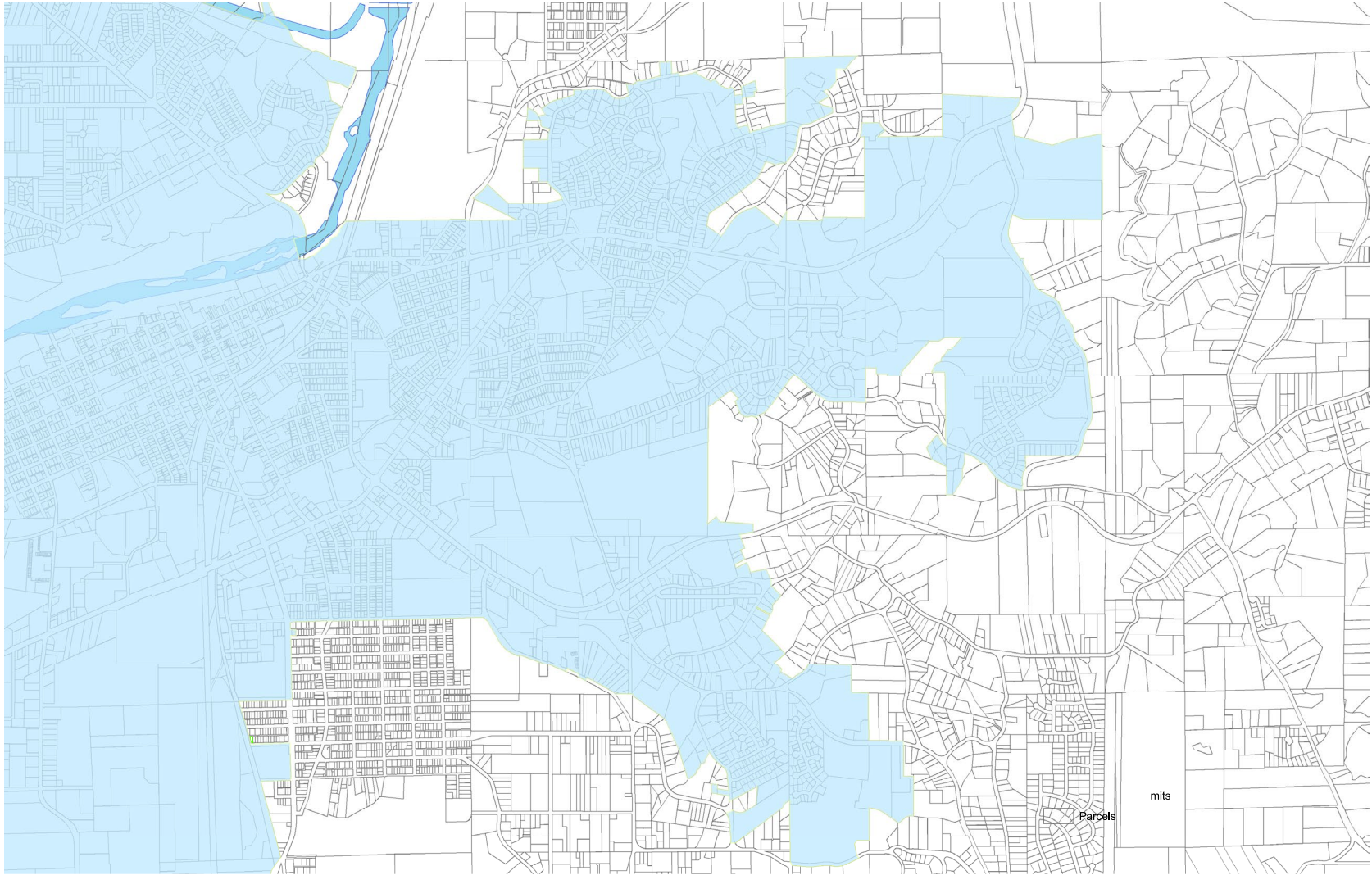


Figure 20 2012 Island Annexation Areas

The areas the City is presently prioritizing for annexation are shown in Figure 22. The areas are as follows:

- **Thermalito North** – this area comprises the bulk of what is traditionally considered Thermalito. It is just over 2,000 acres north of SR 162, with about 6,200 residents and 2,100 households. Developed haphazardly with a significant sprinkling of unique subdivisions with lot sizes on the large side that allow a semi-rural lifestyle. Home ownership is 63.4%, which is much higher than the average rate for the City of Oroville. Commercial services are limited to five or six convenience stores. Because of this, residents do their shopping on East Oro Dam Boulevard or drive to Chico for goods and services.
- **Thermalito South** – this is the 350-acre portion of Thermalito south of SR 162, with about 150 households. Its makeup and character are identical to Thermalito North.
- **North 162** – about 500 acres of 40-50 large rural lots west of the current city limits and about a dozen isolated farmsteads.
- **Oro Bay** – this 421-acre unpopulated area was approved by the City as a Specific Plan Area in 2007, and envisioned a mix of up to 2,400 low, medium and high-density residential dwelling units, plus 100 acres of parkland. The annexation was never pursued, but the project could someday be revived.
- **Par Four Way** – this 355-acre unincorporated area lies between the City limits and Oro Bay. Par Four Way and Afterbay Drive serve about 25 parcels 10-20 acres in size, about half of which have homes.
- **South Airport** – 240 acres sparsely populated with 8-10 large ranchette properties located on South Larkin Road. Very similar to Par Four Way but divided by the city limits.
- **Wilbur Road** – 422 acres west of Oro Bay and Wilbur Road. Outside the city’s Sphere of Influence. Like Par Four and South Airport, the area comprises 30 large parcels, about 10 of which are developed with large residences and a small winery.

The City’s General Plan includes several policies to ensure annexations are cohesive and logical and promote the orderly growth of the city limits. These policies include the following:

- ❖ **LU Policy 1.1** - Establish a logical methodology for annexation of land into the City that will reduce “island effects” and provide a more coherent city limit boundary.
- ❖ **LU Policy 1.2** - Establish logical jurisdictional boundaries for the City. Work with service districts to provide services to facilitate property owner requests for annexation of properties within the City’s Sphere of Influence.
- ❖ **LU Policy 1.7** - Require preparation and approval of Specific Plans for large newly developing areas on the periphery of the City prior to annexation and development of these areas. At a minimum, Specific Plans shall be prepared for the Rio d’Oro, Oro Bay, and South Ophir Road Specific Plan Areas.

While the City has not adopted a formalized policy or plan for annexations, the City Council has discussed and agreed to an aggressive annexation strategy, which has been initiated with the

island and South Oroville annexations. While some annexations are driven by new development, the City has indicated that it aims to proactively annex areas for prudent land management and orderly growth. The City acknowledges the need to develop and adopt a formal annexation plan that establishes annexation areas, timeframes and takes into account the annexation of any potential DUC areas that are contiguous to the proposed annexations.

City staff have recently discussed a logical sequence to annex greater Thermalito, which still needs to be developed for review and approval by the City Council. A logical preliminary sequence for Thermalito includes:

1. Oro Bay Specific plan area, which includes Par Four Way to maintain a contiguous city boundary. Much of the planning work needed for this annexation is complete and only needs updating. This annexation would perhaps include a Wilbur Road sphere amendment. The Oro Bay and Wilbur Road property owners have expressed interest in being annexed.
2. Thermalito north and south, maintaining continuity with the City's boundaries and absorbing the majority of Thermalito's existing residents. There is as of yet no annexation consensus among local residents.
3. Wilbur Road sphere amendment, if not included in the Oro Bay Specific Plan annexation.
4. North 162 and South Airport, if and when the existing property owners express interest.

Because many services in the Thermalito area are provided by CSAs and special districts, it is important that the City of Oroville maintain a cooperative relationship with these service providers, including early consultation regarding any potential for change of boundaries and thus impact on the service providers.

Note that the City still anticipates annexing in the east as opportunities arise and as individual subdivisions are proposed there.

Determination 3-15: Annexation Plan

Several developed areas that are populated by low-income and minority populations remain unincorporated immediately adjacent to the city limits and contribute to an irregular pattern of city boundaries. Annexation of these areas as well as existing island areas should be a priority and would begin to address social equity and social justice within the community and contribute to a more regular boundary area. Future annexation proposals for vacant or underdeveloped territory submitted by the City should be reviewed within the context of an overall annexation strategy that includes incorporating existing fringe communities and island areas.

Determination 3-16: Annexation Plan

The City should develop a comprehensive annexation plan to provide guidance to its staff, LAFCo, affected local agencies as well as provide the general public within its SOI a reasonable understanding of the City's intention to annex certain areas on a certain schedule. The creation of the Annexation Plan should include public outreach to affected communities and agencies well in advance of adoption or future annexations. Consultation with LAFCo staff is highly recommended.

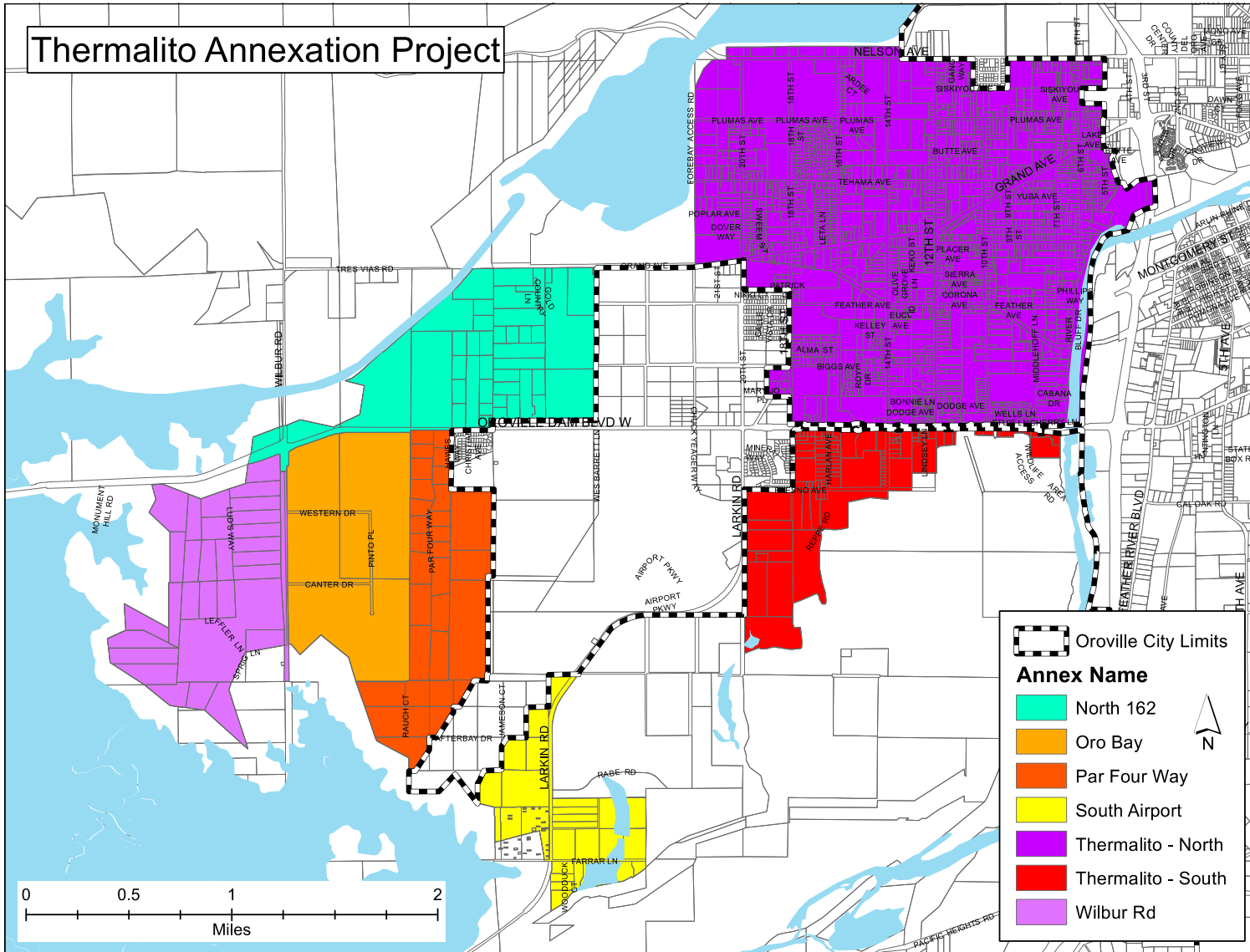


Figure 21 Map of Annexation Areas

Homelessness and Affordable Housing

Homelessness

The Butte Countywide Homeless Continuum of Care (CoC) leads a homeless Point-In-Time (PIT) Study to collect information over a 24-hour period of time about those experiencing homelessness in Butte County. For the study, volunteers seek out and quantify the number of people living in areas not meant for habitation throughout the County, including the City of Oroville. The information that is gathered and collected is used to help the community better understand homelessness in their area. Data is used by governmental housing departments to guide public funding priorities. The most recent date for the PIT study is from 2023.

The 2022 PIT Study reports that the City of Oroville has the second highest instance of homelessness in the County (277 people), second to the City of Chico (925 people). This number has been reduced since the 2019 PIT Study that reported 415 people in Oroville experiencing homelessness, although the 2019 number reflects those still impacted by the 2018 Camp Fire.

Of the respondents, 5% of those counted were unsheltered, meaning they slept in places not meant for human habitation such as the street or sidewalk, outdoor encampments, vehicles, or abandoned buildings. Barriers to permanent housing for the respondents includes finding affordable housing, poor/no credit, finding a job, rental history, and no money for rent or deposit. At the time of the PIT Survey, Butte County was experiencing an extremely low rental housing inventory, near 1% vacancy or less. As a result of this, even with financial support through a Housing Choice Voucher, there are not enough affordable housing options available.

Community	2009	2011	2013	2015	2017	2019	2022	2023
Chico	668	1043	804	571	1096	864	885	925
Gridley, Biggs	2	97	65	36	28	23	21	24
Oroville	364	545	579	390	713	415	214	277
The Ridge Area	62	71	89	49	120	21	36	11
Other	10	16	16	81	26	0	0	0
Total	1106	1772	1553	1127	1983	1323	1156	1237

Figure 22 Total Number of People Experiencing Homelessness by Year, Butte County Continuum of Care

To address homelessness, the City actively seeks out grant funding in partnership with Community Based Organizations (CBOs) to create and manage sheltering options. For example, in 2022, the City was awarded \$2,733,374 in Encampment Resolution Funding and another \$1.73 million in 2023, to develop and implement a 40-bed congregate shelter as well as a 30 non-

congregate Pallet Shelter with the capacity to provide shelter to 2 persons per unit, 5 ADA compliant Pallet Shelter units and 5 safe parking and 5 safe camping sites.

Housing Affordability

The U.S. Department of Housing and Urban Development (HUD) considers housing to be affordable when a household spends 30% or less of its income on housing costs. ²¹The inability to obtain affordable housing is not a circumstance unique to the City of Oroville, as the combination of rising home prices, construction prices, and high interest rates are impacting residents statewide.

In September 2023, the median listing home price in Oroville, California was \$365,000²². Factoring in current interest rates for a 30-year fixed mortgage, property taxes, and homeowners' insurance, a total monthly mortgage payment is estimated to be \$3,415; ²³three and a half times higher than HUD's recommendation based on the median household income for the City of Oroville of \$38,801.

In April 2023, the City reported more than 1,256 multi-family units in some stage of entitlement; 740 units are designated as affordable or senior housing.



Affordable Housing Planning

California requires that all local governments (cities and counties) adequately plan to meet the housing needs of everyone in the community. California's local governments meet this requirement by adopting Housing Elements as part of their General Plan. In February 2023, the City of Oroville adopted its updated Housing Element, covering the eight-year period from June 2022 through June 2030. As is required by State Law, the Housing Element addresses a multitude

²¹ <https://archives.hud.gov/local/nv/goodstories/2006-04-06glos.cfm>

²² https://www.realtor.com/realestateandhomes-search/Oroville_CA/overview

²³ <https://www.mortgagecalculator.org/>

of issues, including progress and effectiveness of the previous Housing Element, assessment of housing needs including special populations, constraints to housing production, and inventory of adequately zoned sites to accommodate all income groups.

Given the environment of constrained resources with both funding and staffing between 2014 and 2021, the City made considerable progress on its goals set in the 2014 Housing Element. Of the 23 actions, only three did not make progress. Notable achievements from the 2014-2022 Housing Element include:

- **Secure funding for low-income senior housing— Action 3.2.1:** The City was awarded HOME Funding for the development of the Sierra Heights Project for seniors. Phase I and Phase II of the project have been completed and provides 100 units for extremely-low-income seniors.
- **Secure funding for housing that serves small and Extremely Low-Income households— Action 3.2.1:** The City worked with developers to fund 5 multifamily housing projects using Disaster Low Income Housing Tax Credits that provide 312 units for low income and extremely low-income tenants. Although this is not an SRO project, the demographics of the City of Oroville indicate that most low-income households consist of 1-2 occupants. Therefore, small households will benefit from the development of new, multi-family rental units.
- **Secure funding for housing people experiencing homelessness— Action 3.2.1:** The City worked with developers to secure funding for a permanent supportive housing project by providing a loan in the amount of \$1,000,000 of Housing Program Funds. In addition, the City assisted a Veteran Permanent Supportive Housing Project by providing land donation and a loan in the amount of \$1,750,000 to developers. This project expects to begin construction in 2025 and offer occupancy in 2026. Lastly, the City donated five homes and three vacant lots to the Veterans Housing Development Corporation to sell to low-income and extremely low income veterans. While this is not technically a project for people with disabilities, it contributes towards meeting the housing needs of people with physical disabilities or mental health conditions.

The City also made progress in the development of Permanent Supportive Housing as follows:

- Base Camp Village is a 12-unit permanent supportive housing project for people experiencing homelessness with a mental illness diagnosis. The housing project opened in April 2020.
- Prospect View will be another newly constructed project which will offer 39 units of permanent supportive housing for people experiencing homelessness with a mental illness. Construction began in 2022 with units available for occupancy in 2024

To address barriers associated with the high cost of building, the City supports creative alternatives to traditional building types, such as modular building options, Accessory Dwelling Units (ADUs), tiny homes, and congregate housing. This is reflected in a number of goals, policies, and programs included in the 2022 Housing Element Update, including:

- **Program: 1.2.5 ADU Incentives/Affordable Rentals.** Develop a formal program that offers incentives to property owners who develop ADUs that offer affordable rents for very-low, low-, or moderate-income households, with recorded regulatory restrictions on rents. Incentives in the form of reduced fees, exceptions to customary development requirements, pre-approved and no cost plans, expedited processing times, and funding sources to subsidize construction costs will be considered.
- **Program 6.3.4: Accessory Dwelling Unit Outreach Program.** The City will work to provide educational information and outreach to residents that may be interested in constructing Accessory Dwelling Units (ADUs), especially units with accessibility improvements. This may include creating a short, 1–3-page Development Checklist for ADUs. In addition, the City will provide resources and materials both on the City’s website and at City Hall in English, Spanish, and Hmong.
- **Program: 2.1.4 Agricultural Worker Housing.** The City will add a provision to its Municipal Code that will allow Agricultural Worker Housing for six or fewer persons by-right in all residential zoning districts, with no additional requirements than what would be applied to any other residential use. The City will also coordinate with developers and the Housing Authority of the County of Butte (HACB) to produce farmworker housing. The City will provide technical support and incentives for the production of farmworker housing.

Chapter 4. Financing

Overview

The City of Oroville prepares and approves an annual budget with a fiscal year that begins on July 1 and ends on June 30. The City's Finance Department maintains the financial health of the City. The City's Budget and Financial policy requires the City to use a five-year fiscal planning horizon, in which the annual budget is used as the first year of the forecast. This forecast assists in identifying trends and understanding long-term consequences of budget decisions.²⁴ The purpose of this chapter is to review this City's financial ability to provide municipal services to its citizens.

Financial Adequacy and Economic Outlook

The most recent annual report available for this MSR is for the 2021/2022 Fiscal year, for which the City reported a strong financial situation. The total net position increased by \$7.25 million from the year prior, mostly due to an increase in charges for services, continued benefits from the 2019 sales tax, and use tax revenues. Charges for services increased by \$296,901, mostly due to increased activity as COVID-19 moved from a pandemic to an endemic.

As revenues continue to grow, governmental expenditures continue to rise with pension costs outpacing revenues. The goal of the City is to hire more staff, reducing costs associated with contract work. Expenses associated with public safety, streets and storm drains, and parks and leisure were all significantly less for the fiscal year 2021/2022 as the City is experiencing staffing shortages.

Financial challenges continue to be associated with the effects of the global pandemic on the local, state, and national economies. Revenue growth was due in large part to a significant increase in several measures of economic activity including double-digit growth in retail sales, the rebound in stock market investments, and historically high earnings by several major firms, resulting in much higher tax revenues in FY 2021/22 as compared to budget act estimates. Major challenges are delays in the supply chain and rising inflation.

With the new sales tax revenue, the City is working to restore the previously reduced workforce. Budgets for Fiscal Years 2021/22 through 2023/24 have been able to add 20 positions to the City's previously reduced workforce. As stipulated by the voter-approved sales tax initiative, the positions are associated with Public Safety, such as Code Enforcement Manager, Records

²⁴ City of Oroville, *Comprehensive Annual Financial Report*, FY 18-19, p. 3.

Technician, Park Maintenance worker, and Police Officer. For FY 2023/24, 39.15 positions are funded through the 1-percent sales tax fund.

This new sales tax revenue source has made new opportunities possible for the City by addressing an aged vehicle fleet and deferred infrastructure maintenance such as the recently completed major remodel of the Public Safety building.²⁵ Additionally, many projects have been revived such as renovations of the deteriorating Oroville Convention Center, roof replacements for city buildings, a fence project for the Lott Home and Sank Park, and improvements to the Convention Center.²⁶

With 80-percent of the City's General Fund expenses allocated to salaries and benefits, labor costs continue to be a major source of concern for the City. The City provides defined benefit retirement benefits through the California Public Employees' Retirement System (CalPERS). Rate adjustments continue to increase for public agency employer contributions. Meeting these increases and maintaining services for the community is proving to be challenging.²⁷ Due to the increasing public employee retirement system obligations for the unfunded liability portion which triggers higher rates, the City of Oroville chose to issue bonds for the unfunded liability to stabilize the rates going forward for retirement (Department of Finance, 2022). The use of these types of bonds relies on the assumption that bond proceeds will achieve a rate of return that is greater than the interest rate owed over the term of the bonds.

The City's Pension Funding Policy was implemented in October 2021. The document provides guidance for annual budget decisions and promotes accountability and transparency toward city employees and bond rating agencies. The policy provides a seven-step method for determining its actuarially determined contributions to fund the long-term cost of benefits to the plan participants and annuitants. Steps include:

- A. Review and validation of annual actuarial valuations
- B. Consider making Additional Discretionary Payment Contributions with one-time General Fund resources.
- C. Consider pension obligations bonds if certain circumstances are met
- D. Use funds in the Pension Stabilization Trust (2017) toward any CalPERS retirement-related cost.
- E. Make required annual contributions to CalPERS as a stable and manageable portion of revenue.
- F. Post pension plan documents on the City's website and make them readily available to the public.

²⁵ City of Oroville, *Comprehensive Annual Financial Report*, FY 20-21, p. 3.

²⁶ City of Oroville, *Comprehensive Annual Financial Report*, FY 21-22, p. 2.

²⁷ City of Oroville, *Comprehensive Annual Financial Report*, FY 18-19, p. 2.

G. Review the funding policy every two years to determine if changes are warranted.

On October 18, 2021, the City issued \$19,225,000 in 2021 Series A Taxable Pension Obligation Bonds. A portion of the Bond was used to refund \$1,405,000 of the outstanding 2007, Series A-1 bonds. The remaining balance of the proceeds totaling \$17,382,210, after issuance costs and discounts, were used to fund the City's pension obligations. The bonds are an unconditional obligation of the City of Oroville payable from legally available funds. However, the bonds are not voter-approved debt backed by the taxing power of the City and the full faith and credit of the City has not been pledged to the repayment of the bonds. The proceeds of the bonds were used to pay the City's unfunded accrued actuarial liability to the California Public Employees' Retirement System.

Determination 4-1: Financial Recovery

The City's new one percent sales tax has enabled the City to reinstate previously suspended programs, initiate new programs, restore previously reduced staff positions, and address an aging vehicle fleet and deferred maintenance and capital improvements. The enhanced level of financing is reflected in the City's improved level of services. The budget demonstrates that financing is available to expand staffing in an effort to address service needs.

Determination 4-2: Fiscal Health

While the City's fiscal health and sustainability are greatly improved with the enhanced revenue from the new one percent sales tax, the City, like many public agencies, faces challenges associated with pension contribution requirements and related unfunded liability. The City recognizes this as an ongoing challenge and continues to evaluate alternative strategies to address the issue.

Revenues and Expenditures

For FY 20-21, total City-wide revenues were \$45.99 million, which consists primarily of tax revenue (\$24.09 million) and sales and use tax revenue (\$6.04 million). ²⁸Over the last five fiscal years, FY 17-18 to FY 21-22, the greatest impact on the City's revenue sources has resulted from the approval of Measure U.²⁹ Measure U is a one percent sales tax in the City of Oroville that was passed by voters in November 2018, increasing the sales tax rate on items within city limits from 7.25 percent to 8.25 percent. The additional revenues from the increased sales tax are to be allocated to the general fund to pay for general city operations and services, such as public safety. The increased tax took effect in the middle of FY 18-19 and resulted in an increase in sales and

²⁸ <https://cities.bythenumbers.sco.ca.gov/>, 2023

²⁹ City of Oroville, Comprehensive Annual Financial Report, FY 21-22

use tax revenue of just over \$2 million in that year. In the following year, FY 19-20, sales and use tax revenue increased by an additional \$5.5 million and increased by another \$1.5 million in FY 20-21.

Total City expenses for FY 20 were \$38.70 million, an increase of \$9.9 million over the previous year. The increase in expenses from the prior fiscal year is due to increases in allocations for general government, housing programs, streets and storm drains, parks and recreation, and public safety services financed by the aforementioned increase in sales tax revenues.³⁰ This increase is primarily attributed to the rise in salaries and benefits.³¹ Similarly, greater costs associated with salaries and benefits resulted in increased total expenses for business-type activities.³²

Overall, the City's fiscal health appears to be adequate. Total citywide revenues were higher than expenditures in each of the last six fiscal years. The new revenue source in the form of the one percent sales tax has strengthened the City's financial position in FYs 2018/19, 2019/20, 2020/21, and 2021/22.

Enterprise Funds

The City of Oroville has two enterprise funds — the Sewer Fund and the Airport Fund. The Sewer Fund is used to account for the activities related the City's sewage collection system and the collection and remission of fees on behalf of the Sewerage Commission-Oroville Region (SC-OR) for sewage treatment, discussed in more detail in the *Wastewater Services* section of this report.³³ For FY 2020/21, the amount remitted to SC-OR by the City of Oroville totaled \$2,024,404.³⁴ The revenues of the Sewer Fund principally consist of fees charged to customers connected to the sewer system.

The Airport Fund is used to account for lease revenues from leased airport property and annual state allocations for airport operations and improvements.³⁵

³⁰ City of Oroville, *Comprehensive Annual Financial Report*, FY 19-20, p. 15.

³¹ City of Oroville, *Comprehensive Annual Financial Report*, FY 19-20, p. 17.

³² City of Oroville, *Comprehensive Annual Financial Report*, FY 19-20, p. 18.

³³ 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 services to the local government member entities. Each member sends two representatives (one voting, one nonvoting) 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.

³⁴ City of Oroville, *Comprehensive Annual Financial Report*, FY 21-22 pg. 59.

³⁵ City of Oroville, *Comprehensive Annual Financial Report*, FY 19-20, p. 37.

Revenues of the sewer services fund exceeded expenditures in each of the last fiscal years, except FY 2020/21 due to greater than usual maintenance costs on the sewer lines. The airport operations, on the other hand, appear to fluctuate from year to year. In FYs 2019/20 and 2020/21, the Airport Fund experienced operational deficits. More information on sewer and airport service operations is available in their respective chapters.

Determination 4-3: Financial Position in FY 21-22

Overall, the City’s fiscal health appears to be adequate. Total citywide revenues were higher than expenditures in each of the last six fiscal years, and total General Fund revenues exceeded expenditures in the last four fiscal years. The enhanced revenue from the new one percent sales tax has strengthened the City’s financial position in FYs 18-19, 19-20, 20-21, and 21-22.

Reserves

Figure 22 shows the City’s governmental fund balances, including restricted, committed, assigned and unassigned at the end of each of the last six fiscal years.

Generally, fund balances are growing. The City Council adopted a policy to keep at least eight to 15 percent of one year of General Fund expenses in its reserves. The City’s General Reserves have grown over the last six-year period from \$800,000 in FY 15-16 to \$7.5 million in FY 21-22. The City has met or exceeded its adopted reserve policy in four of the last six years (FYs 18-19, 19-20, 20-21, and 21-22).

Determination 4-4: Reserve Practices

The City has appropriately adopted a policy establishing a reserve threshold based on best management practices and has met or exceeded its adopted policy in four of the last six years.

Determination 4-5: Reserve Level

The City’s reserve level at the end of FY 20-21 equated to 32 percent of its General Fund expenditures for the same year, which exceeds the adopted reserve policy and is generally considered sufficient to address unanticipated contingencies.

Long-term Debt

Figure 24 depicts the City's long-term liabilities as of June 30, 2021, and June 20, 2022. The long-term debt of the City primarily consists of pension liabilities and associated bonds, compensated absences and loans for capital improvements. The compensated absences, pension liabilities and other post-employment benefits (OPEB) obligations are generally liquidated by the general fund or the fund for which services were provided. All other liabilities are paid through debt service funds.³⁶

During FY 20-21, long-term debt from governmental activities decreased by \$0.55 million, primarily due to paying off the USDA loan and PG&E retrofit loan, which are discussed in further detail below.³⁷ Similar to other public agencies, the City continues to struggle with growing pension obligations. In FY 20-21, net pension liability increased by \$659,187.

Pension Obligation Bonds: The City is a member of the California Public Employees' Retirement System (PERS). Due the increasing public employee retirement system obligations for the unfunded liability portion, which triggers higher rates, the City of Oroville along with other Cities and Counties chose to issue bonds for the unfunded liability to stabilize the rates going forward for retirement. The City of Oroville's initial portion of the bond issuance in FY 06-07 equaled \$7.26 million and the balance outstanding as of June 30, 2021 was \$2.15 million. These bonds are an unconditional obligation of the City of Oroville payable from any legally available funds. The bonds are not voter-approved debt backed by the taxing power of the City of Oroville.³⁸

The remainder of the pension obligations will be covered by the Section 115 Trust³⁹ account.

USDA Certificate of Participation Loan: The City of Oroville entered into a loan agreement with the United States Department of Agriculture (USDA) allowing the City issued a Certificate of Participation (COP) to the USDA in an amount not to exceed \$700,000 to fund the expansion and renovation of the City Hall. The City had drawn a total of \$700,000 for the project with an interest rate is 4.25 percent and payable semi-annually. The COP was fully paid as of June 30, 2021.⁴⁰

PG&E Retrofit Loan: The City of Oroville entered into a non-interest bearing loan with PG&E for retrofitting projects totaling \$247,748. The balance of the loan was \$117,117 as of June 30, 2020. The loan was fully paid as of June 30, 2021.⁴¹

³⁶ City of Oroville, *Comprehensive Annual Financial Report*, FY 19-20, p. 55.

³⁷ City of Oroville, *Comprehensive Annual Financial Report*, FY 20-21, p. 57.

³⁸ City of Oroville, *Comprehensive Annual Financial Report*, FY 19-20, p. 19.

³⁹ Investment-earning pension trust fund.

⁴⁰ City of Oroville, *Comprehensive Annual Financial Report*, FY 20-21, pp. 58.

⁴¹ City of Oroville, *Comprehensive Annual Financial Report*, FY 20-21, pp. 58.

Determination 4-6: Long-term Debt

The City's long-term debt primarily consist of pension liability, OPEB, and bonds to stabilize unfunded liability rates. The City's strategies to address this liability include the bonds issued to stabilize growth in the unfunded liability, paying off high interest loans faster to free up funding to make larger annual payments towards the unfunded liability, and use of a portion of the new sales tax revenue towards annual lump-sum payments. The City continues to consider other options for decreasing its liability associated with pension benefits.

Capital Improvements

The City of Oroville plans its capital improvement needs and funding sources in its Capital Improvement Plan (CIP). The planning horizon of the current CIP is 2020-2029. According to the CIP, the City projected about \$51 million in capital improvements over the course of 10 years.

The Capital Asset Replacement Fund was established to account for major purchases and replacement of equipment and vehicles for various departments within the City. The Capital Improvement Fund's purpose is to account for major renovations and repairs to City infrastructure. The Capital Projects Fund was established to provide for new City infrastructure requirements.⁴²

To finance improvements to public facilities associated with new development, the City imposes development impact fees (DIF) as a condition of new development. In March 2021, the City Council authorized staff to commission a new Nexus Study to update its development fees to be able to adequately fund needed improvements because of new development. DIF funds are to assure that all development in Oroville pays its fair share of the costs of providing necessary public facilities and infrastructure to accommodate such new development. The fees will be used to finance city facilities and infrastructure, specifically law enforcement and fire protection services, streets, traffic signals and bridges, storm drainage facilities, sewer collection system, general facilities, vehicles and equipment, community center facilities, and parkland/open space acquisition and development to serve demand resulting from new development. As the City expands its jurisdictional boundaries through annexations, the demand for funding for infrastructure projects continues to grow. For example, public facilities in the South Oroville area, built to County standards, are poorly maintained, aging, and in desperate need of repair. The nexus study is pending as of the date of this report.

In FY 20-21, staff performed several significant capital improvement projects and made several capital purchases. The City purchased nine new police vehicles, two fire vehicles, five parks vehicles and a new water truck. In addition, much-needed equipment was replaced, and the City's

⁴² City of Oroville, Annual Budget for the Fiscal Year 2020-2021, pp. 59-61.

solar and energy project was completed. A major remodel of the Public Safety building was completed in FY 21-22. All of this was accomplished utilizing the new sales tax revenue.

In the forthcoming fiscal years, the City plans to evaluate alternate strategies to fund deferred capital improvements. This evaluation will be updated to reflect the City's multi-year capital improvement plan.⁴³

Determination 4-7: Capital Improvement Planning

The City appropriately plans for capital improvement needs in its 10-year CIP. While there has been deferred maintenance and equipment replacement due to a severely constrained budget in past years, the City's enhanced revenues has enabled it to begin addressing these needs as outlined in the CIP. Capital needs associated with new development are appropriately identified in the City's nexus study and development impact fees are determined to cover those needs.

⁴³ City of Oroville, *Comprehensive Annual Financial Report*, FY 19-20, p. 3.

Chapter 5. Airport Services

Service Overview

The City of Oroville owns and operates the Oroville Municipal Airport (OVE), which is a general aviation airport situated three miles southwest of the downtown center. Although the City's sphere of influence extends a mile west of the airport, only the airport property, the Table Mountain Golf Course and some private land to the north and west are currently within the city boundary. The surrounding unincorporated area includes the community of Thermalito situated northeast of the airport. To the southwest and southeast, lie State-owned water project and wildlife refuge lands.⁴⁴

JennCo. Aviation is the fixed base operator (FBO) for OVE. The commercial operator took over service at OVE in January 2023, offering airplane and helicopter maintenance, flight instruction, and fuel service. The aviation lease was approved by the City Council in January 2023 and includes a five-year lease.

Oroville Municipal Airport provides accommodations for propeller and turbojet aircraft and helicopters and serves as the primary general aviation landing facility in the community. Flight activities include flight training, limited corporate aviation, emergency services, recreational flying, and private aircraft operations. The Airport is home to the Oroville Experimental Aircraft Association (EAA) Chapter 1112 as well as the associated Oroville Foundation of Flight (OFOF).

Planning

The City identifies and prioritizes airport capital improvement projects through its Airport Capital Improvement Plan. In September 2022, the City posted a Request for Proposals to update the Plan for the 2023-2030 planning horizon and ultimately selected Brandley Engineering for the preparation of the Plan.

The City additionally plans for airport operations in its 2030 General Plan. The Oroville Municipal Airport is also mentioned in Butte County planning documents, including the Airport Land Use Compatibility Plan (2017) and the 2030 County General Plan. The following policies related to OVE are included in Oroville's General Plan, which was adopted in 2014:

- Provide a Municipal Airport that has the ability to provide the community with the beneficial service while ensuring appropriate and compatible development in the airport impact area (CIR-10)

⁴⁴ Butte Airport Land Use Compatibility Plan, *Chapter 6: Oroville Municipal Airport and Environs*, 2017.

- Require aviation easement dedication as condition for subdivision approval within overflight and extended runway centerline zone (CIR-A10.1)
- Minimize risks associated with operations at the Oroville Municipal Airport. (SAF-5)
- Maintain land use and development patterns in the vicinity of the Oroville Municipal Airport that are consistent with the adopted ALUCP, including setbacks and height requirements. (SAF-P5.1)
- Protect Overflight Zone by limiting residential densities to 6 units per gross acre; requiring ALUC review of proposals of 4 units per gross acre or more; and prohibiting schools and other uses resulting in “large concentrations” of people. (SAF P5.2)
- Work with Butte County ALUC to establish an Extended Runway Centerline (EERC) area. (SAF-P5.3)
- Minimize community exposure to excessive noise by ensuring compatible land uses relative to noise sources. (NOI-1)
- Enforce ALUCP noise criteria when considering development proposals in airport environs. Restrict residential and other noise-sensitive development within 55 dB CNEL contour (NOI-P1.10)
- Oro Bay Specific Plan includes 409 acres west of Airport and includes up to 2,400-residential units and 5 acres of retail (FAR 0.40) and business serving uses. Preparation and approval required for specific plan and an annexation proposal. (LU-P1.7)
- Rio d’Oro Specific Plan covers 647 acres southeast of Airport and includes up to 2,700 units of mixed residential types, 30 acres of commercial, retail (FAR 0.4) and business serving uses. Preparation and approval required for specific plan and annexation proposal. (LU-P1.7)

The County has included the following policies in relation to the Oroville Municipal Airport in its General Plan:

- ❖ Protect county airports in coordination with the 2000 Airport Land Use Compatibility Plan (ALUCP). (Guiding Principles)
- ❖ Airport Overlay pertains to areas located within Airport Land Use Compatibility Zones described in Section A.3. General Plan 2030 designations located within these zones are subject to additional land use restrictions under the 2000 ALUCP. (LU, Overlays)
- ❖ Consider 2000 ALUCP in General Plan and Zoning decisions and be consistent with it. (LU-P12.5)

- ❖ Recommend Butte County and Airport Land Use Commission update the Butte County ALUCP. (LU-A12.3)
- ❖ Private airstrips and landing fields shall be located outside of flight paths to and from existing airports so that they do not present a hazard or annoyance to neighboring areas. (CIR-P11.1)
- ❖ New noise-sensitive land uses shall not be located within the 55 Ldn contour of airports, except Chico Municipal Airport. (HS-P1.3)
- ❖ Refer all developments which may impact upon any agricultural aviation operation to Butte County Airport Land Use Commission (ALUC) for review. (D2NP1.13)
- ❖ Through Butte County ALUC, develop comprehensive land use recommendations to reduce potential conflicts between desired land uses and agricultural aviation activity. (D2N-P1.15)

The Planned Airport Business Park adjacent to the airport to the north and east is to be used for mainly industrial and limited retail purposes. More intensive residential development within the southwestern area of Thermalito presents a major future compatibility concern. Anticipated growth in airport activity also must be accounted for in long-range compatibility planning for the airport environs. The Oroville 2030 General Plan sets goals to establish compatible land use development within the airport influence area consistent with the Airport Land Use Compatibility Plan, adopted by the County in 2017. The City aims to develop the areas adjacent to the airport and is developing strategies to annex unincorporated areas within its sphere of influence. These areas include Oro Bay and Rio d’Oro which are within the airport influence area. The nearby Oroville Wildlife Area, surrounding the airport on the south, east, and west, may provide large expanses of perpetual open space, but any habitat improvements that would attract hazardous wildlife (e.g., birds) to cross aircraft traffic corridors is a potential compatibility concern.

Demand

Oroville Municipal Airport has historically had moderate activity levels. Airport records indicate about 36,500 annual operations as of January 2016 and 36,000 in 2018. This activity level is consistent with the base year activity data provided in the Airport Master Plan (1990). The Butte County’s Airport Land Use Compatibility Plan has performed future airport activity projections also based on the Master Plan. The forecast represents a doubling of aircraft activity. More details on the airport activity are shown in the figures below.

Staffing

Oroville Municipal Airport is managed by the City of Oroville with day-to-day operations handled by internal staff members who have other duties within the City. The fixed based operator acts as the on-site surrogate entity to handle itinerant aircraft. At present, the counter is staffed on a part-time basis.

OVE has a full-time airport manager. Additional personnel are shared with the Public Works Department, including an electrician and electrical assistant. Full-service Jet A is provided by the FBO. All other fuel services are provided by the City.

Facilities and Capacity

An airport has already existed on the present site since 1936, when the City of Oroville acquired the original 188 acres. The City originally constructed two runways (Runway 1-19 and Runway 12-30). During World War II, the U.S. Army took temporary control of the airport. The Army made various improvements including establishing the basic runway configuration which remains today. The facility reverted to the City in 1947. In the subsequent half century of owning and operating the airport, the City has acquired additional land (a total of 428 acres) and made numerous improvements to the facilities. Today, the airport occupies 877 acres and has two runways: Runway 2-20 and Runway 13-31. It serves general aviation and business traffic.⁴⁵ Additional information regarding the airport facility is shown in Figure 25.

Figure 23 Oroville Municipal Airport Facility Description

Runway 2-20	
Critical Aircraft	Medium business jet
Dimensions	6,020 foot long, 100 feet wide
Pavement Strength	47,000 lbs (single wheel), 90,000 lbs (dual wheel)
Runway 13-31	
Critical Aircraft	Small, Twin-engine propeller
Dimensions	3,540 feet long, 100 feet wide
Pavement Strength	25,000 lbs (single wheel)
Airport Parking Capacity	
Hangar Spaces	45
Tiedowns (based and transient)	120
Source: Butte County Airport Land Use Compatibility Plan, 2017.	

⁴⁵ Butte Airport Land Use Compatibility Plan, Chapter 6: Oroville Municipal Airport and Environs, 2017.

The runway system is anchored by four major taxiways:

- Taxiway A is a full-length 60-foot wide taxiway located on the east side of Runway 02-20
- Taxiway J is a full-length 40-foot wide taxiway located on the west side of Runway 13-31
- Taxiway R is a full-length 70-foot wide taxiway located on the east side of Runway 13-31
- The City has also recently constructed Taxiway K that provides access to Runway 13 from the north side thus enhancing safety for the airfield and aircraft using the airport. A majority of the project was funded through the FAA Airport Improvement Grants.

Three main apron areas exist on the airfield. The largest apron area is located around the FBO buildings. The FBO apron area is home to 38 tie-downs as well as the fuel tanks and provides access to Taxiway R to the west of the apron and Taxiway S to the north of the apron. The second largest apron area is located in the midfield area of the airfield, south of Runway 20. This apron area is home to 76 tie downs. The third apron area is located east of the Table Mountain Golf Course and provides space for five tie downs and is ideal for golfers that fly to the Airport.

The airport does not have an air traffic control (ATC) tower and is operated as a non-controlled airport. On-site aircraft ground services are severely limited due to lack of facilities and personnel.⁴⁶

Infrastructure Needs

The City reported that, overall, the airport is currently in good condition. Oroville plans for its airport improvements in the Airport Capital Improvement Plan with a planning horizon of six years, as was previously described. Necessary improvements are identified by staff and incorporated into the CIP on an ongoing basis, in lieu of an up-to-date master plan. The Draft CIP includes completing such projects as crack sealing (2024), developing new tee hangar taxi lane site (2026), reconstructing and realigning a taxiway and aprons (2027), and constructing a new above ground fuel farm facility on the south side (2029). The City has identified funding for all the projects included in the CIP. The total cost for all the aforementioned improvements is estimated to be about \$9.6 million.

Improvements to hangars have also been identified as one of the infrastructure needs at the airport, although it was not included in the CIP since it is currently unfunded.

⁴⁶ Comprehensive Revitalization Plan for the Oroville Municipal Airport Fixed Base Operations (FBO) Facility, December, 2008, p. 22.

As was already mentioned in the *Planning* section, in 2008, the City adopted an Airport Revitalization Plan with the goal of renovating and improving the airport facilities. A majority of the planned improvements have been completed. The City has significantly improved the fuel farm and the FBO facilities.

The City is in the midst of developing a Pavement Maintenance Management Plan and will be applying for a crack seal grant next year. The Plan is necessary to plan all pavement rehabilitation or maintenance projects required at the airport. It will include pavement condition surveys to determine pavement condition index (PCI) and non-destructive load tests to determine deep-seated distress and remaining pavement life.⁴⁷

Determination 5-1: Airport Infrastructure Needs

Overall, the airport is considered to be in good condition, with needs planned for and funding sources identified in the Airport Capital Improvement Plan for 2020-2026. In addition to the needs identified in the Capital Improvement Plan, there is also a need for improvements to and expansion of the hangers; however, funding is yet to be identified.

Determination 5-2: Airport Infrastructure Needs

The 1990 Airport Master Plan should be updated and correlated with the 2008 Airport Revitalization Plan, the Airport Capital Improvement Plan, and the Pavement Maintenance Management Plan, in order to provide a comprehensive understanding of airport needs and help guide future development on and off, airport grounds.

Challenges

The City has identified a small number of challenges related to the airport’s operations, a majority of which is focused on remote management and the lack of awareness regarding activities at the airport. The City would like to relocate the airport manager’s office to the airport site to be able to keep track of the operations and activities at the facility.

Low demand and limited funding have also been identified as challenges. However, the City is planning to increase its airport promotion activities and is actively applying for grant funding to supplement maintenance and improvement financing, as was described before.

As discussed above, while the City has adopted General Plan Safety Element policies to minimize risks associated with operations at the Oroville Municipal Airport (SAF-5) and maintain land use development patterns in the vicinity of the Oroville Municipal Airport that are consistent with the

⁴⁷ Data sheet on the City of Oroville website.

adopted Butte County ALUCP, including setbacks and height requirements. (SAF-P5.1) In contrast to these policies, the City Council conducted a public hearing on September 19, 2023, approving an override of the Airport Land Use Commission’s Inconsistency Determination for a proposed 172-unit market-rate single family subdivision located off 20th Street between Feather Avenue and Biggs Avenue, and to rezone the land to R-1 (Single Family residential). While this action was intended to prioritize much needed housing development, it appears inconsistent with the General Plan in that it was not found compatible with the ALUCP by the ALUC. Overriding ALUC actions has the potential to create long term impacts to OVE operations generated by complaints of adjacent residential uses and other populations under the known flight paths. The City should comprehensively evaluate any inconsistencies between its General Plan land use goals and policies and the adopted ALUCP to avoid the need for future overrides and work with the ALUC to amend the ALUCP if necessary and appropriate.

Determination 5-3: Airport Challenges to Services

Challenges related to the airport’s operations consist of limitations resulting from remote management, low demand for services, and limited funding to enhance service levels.

Determination 5-4: Airport Challenges to Services

The City should comprehensively evaluate any inconsistencies between its General Plan land use goals and policies and the adopted ALUCP to avoid the need for future overrides and work with the ALUC to amend the ALUCP if necessary and appropriate. Future proposed annexations may be subject to increased scrutiny related to this concern.

Service Adequacy

This section reviews indicators of service adequacy, including FAA facility conditions and aircraft accidents that occurred due to airport staff error, airport infrastructure malfunction, or airport hazards.

According to Federal Aviation Administration (FAA) information effective October 8, 2020, the surface and markings on both runways were found to be in good condition.

There have been four recorded incidents at the Oroville Municipal Airport that included two in 2009, one in 2019, and one as recently as June 2022. The incident that occurred in 2019 involved a Cessna 560XL airplane operating as an on-demand air taxi destined for Portland International Airport (PDX). The plane overran the departure end of runway 2 following a rejected takeoff from Oroville Municipal Airport. The two airline-transport pilots and eight passengers were not injured. The airplane was destroyed by a post-crash fire that consumed the majority of the airplane. The airplane was registered to Jotts, LLC and operated by Delta Private Jets. Both pilots reported that

they experienced mechanical difficulties with the airplane equipment; however, the final report has not yet been published by the National Transportation Safety Administration.

One of the incidents in 2009 occurred in May and involved a Cessna U206E plane operated as a personal aircraft. The National Transportation Safety Administration determined that the cause of the incident was the total loss of engine power during a cruise flight due to an excessively lean mixture that interrupted the fuel flow to the engine. The reason for the lean mixture is unknown. There were no fatalities or injuries, but there was substantial damage to the aircraft.

The second incident of 2009 occurred in September and involved a Piper PA-28-180 airplane. The crash resulted in four minor injuries and total destruction of the aircraft. Similar to the other 2009 incident, this crash was a result of loss of engine power. The National Transportation Safety Board has not determined a reason for the power loss. Examination of the recovered airframe and engine revealed no anomalies that would have precluded normal operation.

In June 2022, a Beechcraft 19A Musketeer airplane was substantially damaged when it was involved in an accident that fatally injured the pilot and pilot-rated passenger. The cause of the accident was listed as loss of control of the aircraft.

None of the incidents were a result of airport staff error or airport infrastructure malfunction. The National Transportation Safety Board database shows no incidents at OVE prior to 2009.

Determination 5-5: Airport Service Adequacy

Based on FAA facility conditions and the lack of aircraft accidents resulting from airport staff error or airport infrastructure malfunction, OVE provides an adequate level of services with a well-maintained facility that ensures safe operations.

Based Aircraft			
Aircraft Type	2016	2018*	2030
Single-Engine	74	41	
Twin-Engine, Piston	2	0	
Twin-Engine, Turboprop	0	0	
Helicopters	2	1	
Ultralight	2	2	
Gliders	0	1	
Total	80	45	200
Aircraft Operations			
Total	2016	2018*	2030
Annual	36,500	36,000	72,000
Average Day, Annual	100	99	200
Disribution by Operation Type			
Local (incl. touch-and-goes)	40%		Unknown
Itinerant	60%		Unknown
Distribution by Aircraft Type			
General Aviation			
Single-Engine Piston	94%		91%
Twin-Engine Piston	5%		7%
Turboprop	<1%		<1%
Business Jet	<1%		<1%
Helicopter	<1%		<1%
Runway Use Distribution			
Takeoffs & Landings	Current	Future	
Single-Engine Aircraft			
Runway 2	11%		Unknown
Runway 20	64%		Unknown
Runway 13	12%		Unknown
Runway 31	4%		Unknown
Twin-Engine & Business Jet Aircraft			
Runway 2	15%		Unknown
Runway 20	85%		Unknown
Time of Day Distribution			
	Day	Evening	Night
Single-Engine Aircraft	80%	18%	2%
Twin-Engine Aircraft & Business Jet Aircraft	90%	9%	1%
Flight Track Usage			
All Aircraft			
Left traffic on all runways			
Source: Butte County Airport Land Use Compatibility Plan, 2017.			
*Note: This information is sourced from FAA data for 12-month period ending 31 December 2018.			

Figure 24 Oroville Municipal Airport Operations

The City reports that OVE is a very lightly used airport and it is very difficult to capture its operations accurately. Reportedly, the airport is currently used at about 25 percent capacity, leaving plenty of capacity for potential future growth. There is also enough land to build additional aviation support facilities. There is also sufficient capacity to accommodate most needs on the existing runways.

The City reports that the airport experiences very high demand for hanger rentals. There are about 42 tee hangers at the facility, and currently, all of them are rented, with a waiting list of about 20. The development of additional hangers to satisfy the demand is a project identified in the Draft Airport Capital Improvement Program 2023-2030.

The City reports that most of its profit at the Oroville Municipal Airport comes from fuel sales. Jet A fuel service is available from 8 am to 5 pm Thursday through Saturday. Fuel self-service is available seven days a week. Most customers utilize self-service. Jet fuel services are available 24 hours a day, seven days a week with advanced notice.

The airport experienced an increase in its revenues in FY 18-19 due to a new tenancy. For several years, a large government agency was occupying this space without paying rent. The new tenant now pays \$6,000 a month. The City's goal is to further increase revenues from rentals, rates and grants. FAA grants have been making a significant difference in the airport finances.

The City would like to increase airport use through promotions and marketing and is planning to advertise its facilities and services in a magazine and at the golf course.

Chapter 6. Fire Protection Services

Service Overview

The City provides emergency medical and fire protection, prevention, and investigation services through a contract with California Department of Forestry and Fire Protection (CAL FIRE). The City retains funding control and policy direction provided by the City Council, while the CAL FIRE Division Chief provides for the daily needs of full-service fire protection. CAL FIRE provides professional staffing for one City owned fire station centrally located at 2055 Lincoln Street.

The CAL FIRE contract provides a full-service fire protection model, which includes one fire engine and one ladder truck daily with three personnel each. One designated apparatus from City Fire Station Ninety-One will “cross-staff” the ladder truck to provide a response of that specialized apparatus for complex incidents such as heavy or technical rescue and structure fires. Base level of services provided within the contract include:

- Fire Suppression: Structural, wildland, vehicle, and any other unwanted fires.
- Medical Emergencies (Basic Life Support Emergency Medical Services at the First Responder level).
- Traffic Collisions
- Specialized Rescues: Technical Rescues, Water Rescues, Confined Space, Urban Search and Rescue
- Hazardous Material Incidents
- Hazardous Conditions: Downed trees, electrical hazards, standbys for incidents where there is a life or property threat.
- Public Service Assists: People or animals in distress
- Extreme weather events or other natural disasters
- Specified fire stations will be designated as “Priority Cover” stations. In addition to being prepared for an initial response to a new emergency, we are always prepared for a second simultaneous emergency through the process of move up and cover resources. Within the existing CAL FIRE system, the City of Oroville will be a “Priority Cover” station. A station which is designated a priority cover station will have an engine moved up to cover that station when the station’s engines are committed to an emergency or any activity that precludes a response to a second incident.

CAL FIRE Agreement

The CAL FIRE/City of Oroville Fire Protection Reimbursement Agreement (#2CA05716) began on July 1, 2022, to replace the existing City employee staffed fire department with CAL FIRE personnel. The City benefits from an integrated, cooperative, regional fire protection system that is strong. The contract is for a three (3) year term ending June 30, 2025, with extensions to be requested by the City one year prior to the date of expiration of the agreement and provide CAL FIRE written notice of whether the City will extend or enter into a new agreement for fire protection services and, if so, whether it intends to change the level of fire protection services from that provided by the Agreement. The Contract is considered an “extension of services” under Government Code Section 56134 which required the approval of LAFCo. CAL FIRE, in cooperation with the City, submitted the extension of services application to LAFCo for consideration and approval. Base level of services provided within the contract include:

- Fire Suppression: Structural, wildland, vehicle, and any other unwanted fires.
- Medical Emergencies (Basic Life Support Emergency Medical Services at the First Responder).
- Traffic Collisions
- Specialized Rescues: Technical Rescues, Water Rescues, Confined Space, Urban Search and Rescue
- Hazardous Material Incidents
- Hazardous Conditions: Downed trees, electrical hazards, standbys for incidents where there is a life or property threat.
- Public Service Assists: People or animals in distress
- Extreme weather events or other natural disasters

In addition to these base level services provided by the contract, the City of Oroville benefits from programs and support services provided by CAL FIRE to include:

- The department would benefit from CAL FIRE resources to establish a Fire Explorer program to support local youth initiatives and establish a volunteer fire department program.
- Enhancements to the department include access to CAL FIRE training and Safety Bureau, ensuring that all federal, state, and local training mandates, laws and regulations are followed. Public education, wildland fire hazard inspections, and issuance of burn permit services would be assumed by CAL FIRE, including public education programs in schools and to the public.
- Dispatch services (calls to 911) would be provided through the CAL FIRE Emergency Command Center (ECC) in Oroville. The ECC is staffed to provide 24-hour fire and emergency medical dispatch services with calls answered in 10 seconds or less 99.5% of the time.

Staffing

CAL FIRE provides all professional staffing for one City owned fire station centrally located at 2055 Lincoln Street (City Fire Station #91). The CAL FIRE Unit Chief provides for the daily needs of full-service fire protection throughout the County, the City has a CAL FIRE Assistant Chief (AC) that is funded by the City of Oroville who acts as the Fire Chief of the City. The Assistant Chief represents the fire department in that capacity and reports to the City administrator regarding fire department administrative matters and to the Butte Unit Chief regarding CAL FIRE service matters.

The CAL FIRE contract provides basic staffing for two fire engines daily with three CAL FIRE personnel each and necessary administrative support personnel to provide the services identified above. Contracted staffing for the Oroville Fire Department consists of the following functions:

- 1 – Assistant Chief (AC) who also serves as the Oroville Fire Chief
- 2 – Battalion Chiefs (BC)
- 5 – Fire Captains (FC)
- 1 – Heavy Equipment Mechanic
- 6 – Fire Apparatus Engineers (FAE, Driver/Operator)
- 4 – Firefighter 2 (FF2, Firefighter 2 is a permanent firefighter with CAL FIRE)
- 2 – Communication Operators (CO, Dispatchers in the Oroville Emergency Command Center)

Funding

The CAL FIRE contract is funded utilizing the City of Oroville's General Fund and District Tax Fund. The General Fund is funded by a variety of revenue sources, including sales and use tax, property tax, franchise fees, licenses, and charges for service. Additionally, in 2018 the citizens of the City of Oroville voted to approve a ballot measure (Measure U) imposing an additional 1% transactions and use tax (sales tax), with funds to be used specifically for the purpose of restoring essential public safety services. The fund (1% District Tax Fund) incurs public safety related staffing expenditures. As a result of the cooperative fire agreement with CAL FIRE, 100% of employee salary and employee benefit costs are converted into a contractual service expenditure.

The initial contract with CAL Fire began in FY 2022-23 and its value was based on the budgeted cost for each position. The contract is expected to increase over the three-year contract period as cost-of-living adjustments are approved. In addition to funding for positions, CAL FIRE charges an agency's cost to recover indirect administrative costs, which have ranged between 11-12% over the last 11 years. By year five (FY 2026-27), net operating expenses associated with the contract are expected to total \$5,834,582.

In addition to personnel costs, the City continues to pay all service and supply costs associated with the department.

Service Area

Within the City’s boundaries are nearly 14 square miles of area, 71 miles of city streets, 5,372 homes, 2,804 detached structures, 213 attached improvements, 766 (2-4) multi-family housing units, 1,254 (5+) multi-family housing units, 335 mobile homes, one airport, and three industrial parks. Additionally, Oroville is intersected by State Highway 70 and 162, and to the west is State Highway 99.⁴⁸

Butte County Fire Department (BCFD), in conjunction with CAL FIRE, serves the unincorporated areas surrounding the City. Oroville has two fire stations residing within the city limits. Station (#63) on the north end of the City is owned by the State (CAL FIRE), housing both Butte County and State Resources. And in the center of the City is station 91 (CAL FIRE Station 91) owned by the City of Oroville. Because BCFD serves the surrounding unincorporated area, it is responsible for offering structural fire protection to the majority of the identified disadvantaged unincorporated communities (DUC) with the exception of one portion of DUC 7, which is a South Oroville neighborhood.

Wildland fires pose some level of threat to most areas of Oroville with the eastern part of the Oroville Planning Area being at the greatest risk. This section of the City is designated as a High Fire Hazard Severity Zone by CALFIRE. This is due to the location of homes within areas of denser vegetation, and where steep slopes and other similar conditions exist that have relatively poor access as a result of rural roads and a lack of fire hydrants. The State Board of Forestry has designated certain areas within this area that are at increased risk of wildfires and potential damage and loss as State Responsibility Areas (SRAs). Developments within these areas are expected to comply with special building requirements. The State is fiscally responsible for the prevention and suppression of wildfires in these SRAs, shown in Figure 27. CAL FIRE and BCFD are responsible for wildfire suppression in such areas.⁴⁹



North Complex Fire. In 2020, the North Complex Fire burned 318,935 acres in Butte, Plumas, and Yuba Counties. The fire burned up the easterly edge of the City’s jurisdiction, destroying the rural unincorporated communities of Berry Creek and Feather Falls and displacing over 2,000 residents, mostly into the City of Oroville.

⁴⁸ <https://www.cityoforoville.org/services/fire-department/fire-department-information>

⁴⁹ City of Oroville General Plan p. 9-20

According to the Emergency Operations Plan for the City of Oroville, countywide, the wildland fire risk is considered Very High. The distribution of this risk is not evenly distributed though. Valley communities like Biggs, Chico, and Gridley are considered Low to Medium risk. On the other hand, the communities of Oroville, Paradise, and other foothill unincorporated communities (e.g., Cohasset, Forest Ranch, Yankee Hill, Berry Creek, Forbestown and Bangor) are listed as High risk.⁵⁰

Butte County has an extensive history of large, damaging fires that have generally occurred in wildland urban interface areas. The past ten years, however, have brought several severe fires closer to wildland urban interface areas. For example, in 2017 the Wall Fire threatened the City of Oroville and the greater Oroville community, causing evacuations as well as loss of structures and property.⁵¹ During FY18-19, the devastating Camp Fire displaced residents from the Town of Paradise, many of whom relocated to Oroville. This caused Oroville's population to increase more than 20 percent nearly overnight.⁵² Most recently, the massive North Complex Fire burned in the hills above the City, forcing evacuation warnings for the City and surrounding communities. Such examples highlight important concerns about fire threats posed to neighboring communities and call for ongoing mitigation efforts.

⁵⁰ City of Oroville, Emergency Operations Plan, p. 9

⁵¹ City of Oroville, Emergency Operations Plan, p. 9

⁵² City of Oroville, FY18-19 CAFR, p. 24

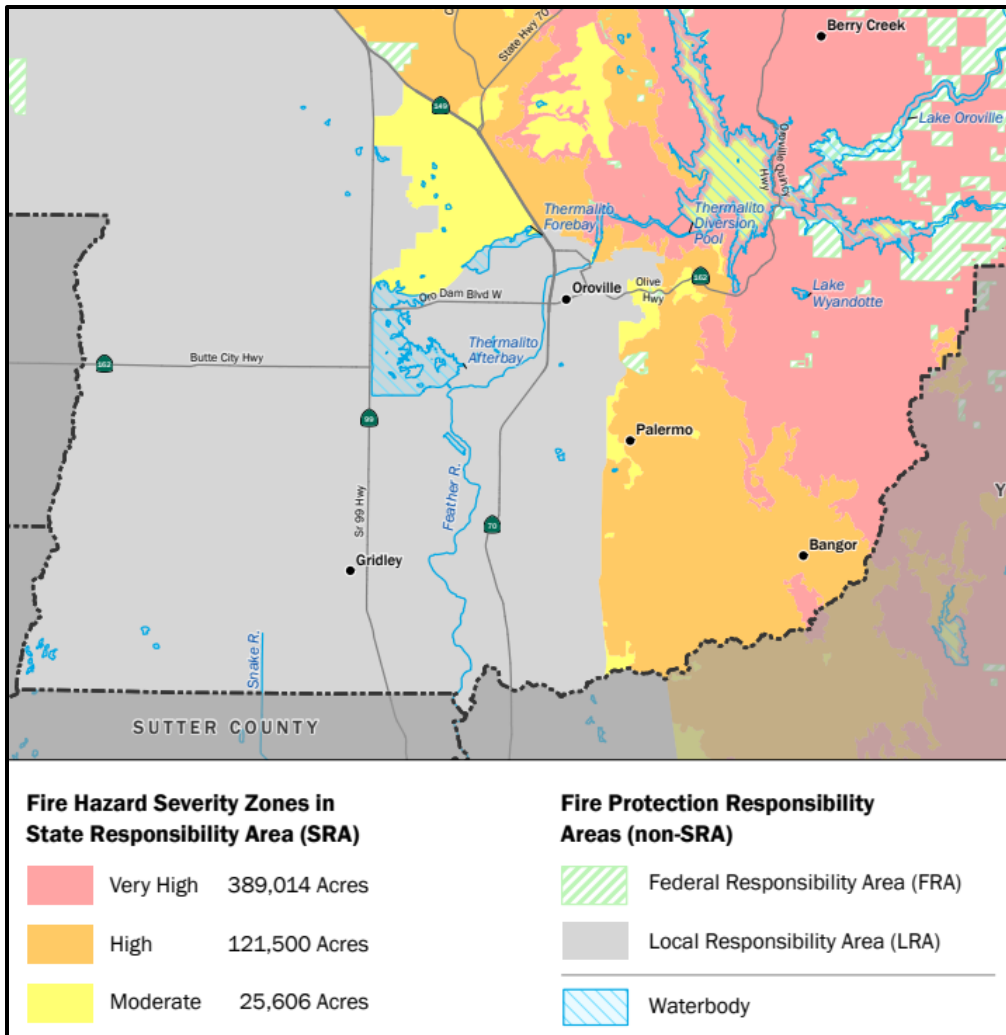


Figure 25 CALFIRE State Responsibility Area Fire Hazard Severity Zones

Planning

Fire Protection Services align their operations with several planning documents to be able to best serve the community. These documents include: The City’s General Plan (2008) and Environmental Impact Report (2008), and the Emergency Operations Plan (2017). Additionally, the City relies on plans produced and adopted by Butte County, including Community Evacuation Maps, Community Evacuations Plans, Butte County Local Hazard Mitigation Plan, and Butte County Emergency Operations Plan⁵³. Each of these plans, in turn, is used to develop the Nexus Study, which was completed in Spring 2021, using development projections from the General Plan.^{54 55}

⁵³ <https://www.buttecounty.net/731/Office-of-Emergency-Management>

⁵⁴ City of Oroville interview with PCA, 8/17/20

⁵⁵ City of Oroville, initial RFI, 5/14/20

Based on the General Plan, OFD is committed to meeting the needs of Oroville citizens by maintaining the service levels listed below. The times referenced are OFD's Standards of Cover Guidelines that were adopted by the City Council and placed into the Safety Element of the General Plan.⁵⁶

- Placing a first-due unit at a scene within five minutes of travel time for 90 percent of the city's population.
- Locating and staffing department units so that an effective response of four units with, at minimum, eight personnel is available to all areas of the City within a maximum travel time of ten minutes for 90 percent of all structure fires.
- Continuing to explore methods to improve fire-based emergency medical care, including Advanced Life Support (ALS)/Paramedic services.
- Enhancing strategies to ensure efficient and effective delivery of Fire and Life Safety education in order to improve the community's overall health and safety.

The City also has a goal to provide adequate fire protection and emergency response services by implementing the following General Plan policies to⁵⁷:

- Maintain and enhance strategies, ensuring an adequate first response travel time of three to five minutes to incidents and a travel time of ten minutes or less for additional resources within 90 percent of the call volume.
- Enforce all relevant fire codes and ordinances.
- Require the use of fire-safe building materials and early warning systems for all new developments, as well as the installation of sufficient water supply systems for fire suppression, consistent with State Building Code.
- Strive to comply with recommendations of the Insurance Services Office (ISO 2) for fire engine response within the built areas of the City.
- Ensure that new development incorporates adequate emergency water flow, fire resistant design and materials, and evacuation routes; is accessible to emergency vehicles; and does not affect service providers' abilities to provide adequate emergency response.
- Ensure no new development or redevelopment will be occupied until water flow capacity and pressure systems conform to current standards.
- Support all efforts for improving water availability for all locations with flows that are considered inadequate for fire protection.
- Encourage OFD to regularly review and update the map for their five-minute response time.
- Pursue the most effective and cost conservative methods to provide fire protection, including exploring contract services with adjoining departments with CAL FIRE.

⁵⁶ City of Oroville, General Plan p. 8-6

⁵⁷ City of Oroville, General Plan, p. 8-8

- Ensure new development incorporates adequate emergency water flow.

The City must also prepare for and adhere to its Emergency Operations Plan (EOP) in the case of extraordinary emergency situations where a coordinated response of service providers is essential. The EOP is a combination of efforts between the State, local governments, municipal agencies, community groups, businesses, utilities, and others. In the case of Oroville, this plan largely refers to the potential risk from natural wildland fire hazards and dam inundation. The City has developed the required plan and adheres to the structure of the plan through training and capital planning.

The Hazard Mitigation Plan referenced in the EOP identifies a number of short- and long-term mitigation steps the City can and has taken to reduce wildland fire risk.⁵⁸ These include:

- Improve public notification and evacuation programs,
- Common County Notification System,
- Protect infrastructure from long-term risks of flood,
- Improvement of retention basins,
- Protect commercial infrastructure by improving storm run-off system,
- Reduce impact of wildland fire to infrastructure,
- Water service to areas being annexed,
- Weed Abatement extension into new areas, and
- Operational Goals.

Collaboration

OFD continues to remain active in the Butte Interagency Rescue Group (BIRG), which is a multi-agency technical rescue group responding to High/Low Angle Rescues, Confined Space Rescues, Swift/Flood Water Rescue (OFD maintains a PWC and Light Rescue Boat as well as a full complement of shoreline-based rescue capability), and any response requiring advanced technical rescue skills beyond that of basic firefighter (FF) training. BIRG operates on behalf of the County in cooperation with the Butte County Fire Chief's Association and Butte County Sheriff's Office.⁵⁹

OFD is also a member partner in the Butte County Hazardous Materials Response Team, which was recently inspected and "Typed" by the California Emergency Management Agency, Fire & Rescue Branch, as a Type-2. In other words, Butte County has a robust hazmat response capability

⁵⁸ City of Oroville, Emergency Operations Plan, September 2017, p. 23

⁵⁹ City of Oroville interview with PCA, 8/17/20

equal to any metropolitan area of California. Similarly, the City's Arson Task Force Team provides an investigator for incidents but while the service is specific to the County, it can be used statewide.⁶⁰

A California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA) also exists between the State and various others in the event of a large-scale emergency. There are four mutual aid systems in California, one of which is Fire and Rescue and is provided by the City of Oroville's Fire Department. The City's Fire Chief is, responsible for staffing the Emergency Operations Center (EOC) Director position for Oroville. The MMAA was entered into by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and public agencies to assist each other by providing resources during an emergency. The agreement obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement.

Demand

Prior to 2022, when OFD transitioned to a contractual status with CAL Fire, annual reports tracking demand for services were submitted each year to the National Fire Incident Reporting System (NFIRS).⁶¹ Currently, CAL Fire reports demand for services on a County-wide basis. Because of this, comparative data describing trends in the OFD's demand and response times is difficult to quantify. Archived data from NFIRS system for year 2020 and 2021 indicate the number of total incidents which OFD responded to be 5,179 and 6,172, respectively, with an average response time of 5 minutes and 48 seconds. Using current CAL Fire data, calls for service continue to rise in 2022 with a total of 6,718.

The 2009 MSR for the City of Oroville highlights issues related to the City's growth and its ability to continue to provide quality service. For example, in 2006 OFD was able to meet established response times 96% of the time. Since 2006, the City's service area and population served has grown considerably, while OFD staff structure has remained fixed. The annexation of areas like South Oroville and Lower Wyandotte, as well as the development of new housing in east Oroville, have increased the number of calls for service outside of the City's core resulting in reduced response times. The City's ability to maintain existing service levels to meet the needs of the growing population and service area has become difficult as fire services compete with all City departments for limited funding.

Determination 6-1: OFD Demand for Service

Demand for OFD services has been steadily increasing over the last five years as indicated by calls for service over that time period due to annexation of areas with higher call volumes and overall population growth.

⁶⁰ City of Oroville interview with PCA, 8/17/20

⁶¹ City of Oroville interview with PCA, 8/17/20

Determination 6-2: OFD Demand for Service

The City should identify and reconcile any inconsistencies between prior City General Plan goals and policies with CAL Fire goals and policies with regard to incident reporting, response times, and demand for service.

Facilities and Capacity

While CAL FIRE provides staffing for the Oroville Fire Department and the City of Oroville maintains ownership, and title of all existing facilities, apparatus, and fleet vehicles. CAL FIRE staff firefighters utilize and operate all department engines, command vehicles and utility vehicles. CAL FIRE reviews and provides recommendations to the City of Oroville concerning replacement of vehicles in accordance with National Fire Protection Association (NFPA) – Standard for Inspection, Maintenance, and Retirement of In-Service Fire Apparatus. All other portable equipment, such as radios, pagers, safety equipment, hoses, ladders and breathing apparatus are the responsibility of the City of Oroville, following a strict maintenance, testing and replacement schedule.

OFD has five pieces of apparatus:

- Engine-91: a 2009 Smeal Type I engine with 89,056 miles, and 8,619 operating hours;
- Engine-92: identical to engine one but with 74,285 miles on the cab, chassis, and fire body, with 24 operating hours on a rebuilt motor;
- Engine93: a 2002 E-ONE Type I fire engine with 76,663 miles and 7,248 operating hours;
- Engine-391: a 2017 HME HXR Type III wildland engine with 13,240 miles and 1,122 operating hours; and
- Truck-91: a 2001 American LaFrance 105ft Aerial Ladder Truck with 42,550 miles, 4,166 operating hours, and 1,049 aerial operating hours.
- Engine 692: Type 6 2024 F 550

Chapter 7. Parks and Recreation Services

Service Overview

The Department of Parks and Trees operates amenities for the City of Oroville. The purpose of the Department is to manage a variety of services dedicated to enriching the lives of the residents of the City of Oroville and the community within the Oroville SOI. These services include programs to maintain and enhance the City’s park lands, recreational facilities, and includes the planting and maintaining of park and street trees, as well as the removal of dead and dangerous trees. This Department also extends leisure service programs to community members that are suited to a number of interests, ages, cultures, and abilities. It also organizes special events and civic and cultural programs.

The Department’s responsibilities are varied and entail the maintenance of existing facilities such as recreation areas and open space, parks, museums, cultural facilities, community buildings like the Oroville Convention Center, street trees, landscaped and green areas as well as planter islands. The Department must also train volunteers, and oversee city crews including the parks crew, tree crew, and cultural facilities groups.



C.F. Lott Home. A Victorian revival style structure, the C.F. Lott Home was built in 1856 by “Judge” Lott, a gold-rush pioneer who helped form California’s government. Sank Park encompasses the entire city block that Judge Lott bought in 1855 for \$200. The garden contains a profusion of flowers, including an outstanding hybrid rose area.

The City of Oroville encompasses approximately 430 acres of parklands and recreational facilities within the city limits.⁶² There are additional open spaces under the protection of State agencies or conservation trusts. Additionally, there are 83 square miles of land that lie within the recreation planning area but outside the City limits. Of that land, roughly 35 percent has been designated

⁶² City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 1-2

for parks and recreation, environmental conservation and safety, resource management, and the State Water Project.⁶³

Policies for the City's park related services are usually addressed through the Park Commission. The Commission is comprised of five council-appointed commissioners whose expertise is typically in providing park facilities or representing the community as a whole. Generally, Commissioners serve a five-year term and they are able to request an extension.

Collaboration

The City reports a positive, collaborative relationship with the Feather River Recreation and Park District and with the California Department of Parks and Recreation (DPR). City staff indicates that the City and FRRPD enjoy a collaborative relationship, memorialized in the form of a Memorandum of Understanding (MOU) for the maintenance of several parks, trails, and recreational facilities within the City⁶⁴. The City and FRRPD also benefit from joint grant applications for project funding, according to the City. The City has also discussed a cooperative arrangement that would allow the FRRPD the ability to operate museums and possibly parks. At this time, these plans have not been formalized.

FRRPD provides park and recreation services within and around the City of Oroville. FRRPD comprises the entirety of the city limits as well as 722 square miles of unincorporated County land. Of the total parkland acreage in the City, 249.5 acres are owned by FRRPD, and 38.65 acres are owned by the City of Oroville.⁶⁵ Three of the largest parks within the City are Riverbend Park, Mitchell Park, and Nelson Park and Recreational Center; each of these parks are owned and operated by FRRPD.

The FRRPD is governed by a five-member Board of Directors. The Board is elected by the community during County elections and currently serves four-year terms, with no term limits. The FRRPD staff members include a General Manager, Park Superintendent, Recreation Supervisor, and Finance Manager, as well as a full-time maintenance staff. Part-time staff also includes maintenance staff in addition to instructors, lifeguards, sports officials, and other recreational assistants.⁶⁶

In March 2023, SCI Consulting, under contract with the Feather River Parks and Recreation District, completed the Park Impact Fee Nexus Study. The purpose of the study was to establish the legal and policy basis for the imposition of a new park impact fee program on new residential development. The report concluded that the current fees collected by FRRPD for new

⁶³ City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 1-1

⁶⁴ Oral Interview, Dawn Never, Community Development Department, 2023

⁶⁵ City of Oroville, General Plan, March 2015, p. 7-4

⁶⁶ City of Oroville, Municipal Service Review 2014, p. 79

development within the City of Oroville (and Butte County) are inadequate for the District to provide the goal of three acres of neighborhood parks and community parks for every 1,000 residents, as is outlined in the Oroville General Plan, Butte County General Plan, and the District's Master Plan. As such, the development of new park facilities by the District is at a standstill. New development impact fees for the District were considered by the Oroville City Council and Butte County Board of Supervisors in late 2022; both bodies denied the fee as proposed and requested their staff return at a later date with a tiered fee structure for consideration and more discussion on the coordination of efforts between the District and the City.

Planning

Future plans for recreational facilities and park lands are determined through a number of planning documents such as the City's General Plan update which was released in 2015 with a planning horizon of 2030, the 2016 Parks, Trails and Open Space Master Plan, the 2004 Hewitt Park Master Plan, and the Feather River Boulevard Revitalization Plan from 2013. Additionally, the FRPRD adopted a Park and Recreation Master Plan in 2011 which provides guidance to other agencies and an overview of the Districts' role, authority, and vision for the future.

According to the General Plan, the City is committed to maintaining and improving Oroville's open space while ensuring future development respects the natural and scenic qualities of these areas.⁶⁷ To address this specifically, the plan outlines several goals:

- ❖ **Goal OPS-1** Provide a comprehensive, high-quality system of recreational open space and facilities to maintain and improve the quality of life for Oroville.
- ❖ **Goal OPS-2** Engage in coordinated and cooperative planning efforts between local, regional, and State parks providers.
- ❖ **Goal OPS-3** Create a high quality, diversified public park system that provides adequate and varied recreational opportunities conveniently accessible to all present and future residents, and that enhances Oroville's unique attributes.
- ❖ **Goal OPS-4** Support the development of an extensive, interconnected multi-use trail system for Oroville.

It has also been acknowledged in the 2030 General Plan that while planning for all future recreation facilities is generally limited to the existing city limits, it will recognize all of the facilities

⁶⁷ City of Oroville, General Plan, March 2015, p. 7-1

within the SOI to enable coordination with other jurisdictions and to allow for planning in areas that are likely to be annexed by the City.

The Parks, Trails, and Open Space Master Plan (2016) discusses goals and policies that supplement that of the General Plan and are intended for the City to be able to meet public recreation needs over the next 20 years. It offers guidance for decision-making and receiving aid from State, federal, and private grants that would provide funding for future facility construction and new programs.

Another planning tool is the Hewitt Park Master Plan. Hewitt Park is a 7.8-acre neighborhood parkland that has undergone a number of renovations since 2005, after a new Master Park Plan was adopted.⁶⁸ The master plan was created in 2004 and provides a visual resource to describe all the park's features and their placement including where benches exist, the type and location of trees, and where water features are positioned, which enables easier access, maintenance, and a clear outlook for how to adapt to future needs.

While the City does not have an urban forest management plan, there is an Oroville Area Greening Plan (2015) that was created in conjunction with the FRRPD and in coordination with the County. The plan is aimed at increasing forest canopy, reducing stormwater runoff, improving air and water quality, conserving energy, providing open space, and achieving long-term community sustainability.

Determination 7-1: Parks Facility Sharing and Collaboration

The City continues to work with partners such as the Feather River Recreation and Park District, Butte County, and the California Department of Parks and Recreation to operate and maintain facilities, offer recreation services, make plans for future needs, and finance projects. In order to meet General Plan goals that identify three acres of neighborhood and community parks per 1,000 residents, the City should continue its collaborative and supportive relationship with FRPRD, including the adoption and implementation of the 2023 Park Impact Fee Nexus Study.

Determination 7-2: Parks Facility Sharing and Collaboration

FRPRD adopted a Park and Recreation Mast Plan in 2011 which provides guidance to other agencies and an overview of the District's role, authority, and vision for the future. The plan provides for Action Items related to each park with the City of Oroville, including that the District and the City should further develop their partnership to share costs related to the ongoing maintenance of parks and recreations facilities.

⁶⁸ <https://www.cityoforoville.org/Home/Components/FacilityDirectory/FacilityDirectory/16/122>

Staffing

The Parks and Trees Department has been approved for 8 positions, of which 4.23 are currently funded. There are also six approved positions for Park Maintenance Tech II funded by the 1 percent sales tax funds. Of these positions, four have been funded for FY 19-20 and FY 20-21.⁶⁹ This shows a substantial decrease in staff over the last ten years. In 2010, the number of full-time and part-time employees in the Department was 20.⁷⁰

Park and Trees Department Staffing				
	FY 19-20 Funded Positions	FY 20-21 Funded Positions	FY 20-21 Unfunded Positions	Change from prior year (Funded)
Public Works Manager – Parks/Trees	1.00	0.50	-	(0.50)
Lead Tree Technician	1.00	1.00	-	-
Park Maintenance Technician I	-	-	1.00	-
Park Maintenance Technician II	2.00	2.00	1.00	-
Building Maintenance Technician II	-	0.20	-	0.20
Electrician	-	0.20	-	0.20
Seasonal Worker	0.33	0.33	-	-
Total	4.33	4.23	2.00	(0.10)
Source: FY 20-21 Budget, p. 4				

Figure 26 Park and Trees Department Staffing

As of 2014, the position of the Director of the Parks and Trees Department was frozen due to financial difficulties. Since then, the position was absorbed under the Department of Public Works, managed by the Director of Public Works. The City now lists a Public Works Manager as the head of the Division of Parks, Streets, Trees, and Museums.

The Department frequently utilizes the services offered by other city departments to assist in the preparation of technical and environmental studies, the preparation of requests for proposals, the creation of assessment districts, and the preparation of grant funding applications. The City also utilizes the assistance of community members, including volunteer docents and the training and utilization of community members participating in the Hope Center’s City Works Program.

⁶⁹City of Oroville, Annual Budget FY20-21, p. 4

⁷⁰ City of Oroville, CAFR FY18-19, p. 180

Determination 7-3: Park Maintenance Capacity

The current staffing of the Department is substantially less than in years past, although responsibilities have increased. The current staffing of 4.3 persons is insufficient to conduct parks operations without assistance from other Departments or the volunteering public.

Determination 7-4: Park Maintenance Capacity

The ability to increase the staffing level of the Department will positively impact the City's capability to properly maintain and improve the Department's facilities and offer services to the public.

Facilities and Capacity

The Parks & Trees Department operates out of the City Corporation Yard 655 Cal Oak Road late 2024. This facility also serves the Streets Division and the Sewer Collection Division.

The City of Oroville's park facilities are generally limited to neighborhood parks and small pocket parks; whereas, FRRPD owns and operates community and regional parks within and outside the city limits and provides facilities for organized recreation activities and recreation programs.

There are substantial park and recreational opportunities within and surrounding the city limits of Oroville consisting of facilities owned by the City, FRRPD, federal lands, State parks, and private parks and recreational opportunities.

The City currently owns 12 parks of various classifications, which together comprise 38.65 acres of parkland, as shown in Figure 33. The City also owns and leases a 205-acre golf course that is located in the western portion of the City, within the Oroville Municipal Airport. In addition to parklands, the City owns and maintains the Oroville Convention Center. The City reports that since the 2014 MSR was released, there have been no park additions or added parkland acreage.⁷¹ The City recently sold the State Theater to STAGE (State Theater Arts Guild). Additionally, the Convention Center has been leased to the YMCA of Oroville.

In addition to City-owned Park facilities, park and recreation opportunities are supplemented by FRRPD. FRRPD-owned and operated facilities are shown in Figure 34. These facilities constitute approximately 264 acres of parkland in the city limits. Riverbend Park, which is the largest of the FRRPD parks, is in the process of being further developed in accordance with the master plan adopted by the FRRPD. A soccer field is being added as well as an amphitheater, a beach, and

⁷¹ City of Oroville interview with PCA, 8/19/20

additional parking.⁷² FRRPD also owns or operates additional parkland outside of the city limits that local and regional user groups utilize.

Residents of the City of Oroville also have access to federal, State and private parks and recreational opportunities. These include:

- Lake Oroville
- Plumas National Forest
- Bidwell Canyon
- Table Mountain
- Feather Falls Overlook
- Kelly Ridge Golf Course
- Thermalito Afterbay
- Thermalito Forebay
- North Forebay Aquatic Center
- Oroville Wildlife Refuge
- Clay Pit State Vehicular Recreation Area

Park and Recreation Facilities within City of Oroville			
Park	Acres	Type (Neighborhood or community)	Infrastructure needs
City-owned Park and Recreation Facilities			
Hammon Park	4	Neighborhood	<ul style="list-style-type: none"> • Additional covered picnic area • Sand volleyball court
Hewitt Park	8.65	Neighborhood	<ul style="list-style-type: none"> • Covered picnic area • Tennis courts • Water feature • Community garden
Feather River Nature Center	3.89	Community	<ul style="list-style-type: none"> • Better connection to the other side of Table Mountain Boulevard
Rotary Park	2.1	Neighborhood	<ul style="list-style-type: none"> • Perimeter sidewalks • Additional picnic tables
Sank Park at Lott Home	2.0	Cultural Facility	<ul style="list-style-type: none"> • More restroom capacity for large events
Soroptimist Park	0.3	Pocket Park	<ul style="list-style-type: none"> • Benches, picnic tables and sidewalks • Gardens

⁷² City of Oroville interview with PCA, 8/19/20

Wallace Park	0.2	Pocket Park	<ul style="list-style-type: none"> • Benches, picnic tables and sidewalks • Gardens
Bedrock Park and Bedrock Lagoon	13.31	Community	<ul style="list-style-type: none"> • Work with DWR to establish better water flow into the lagoon
Bus Transfer Plaza	0.2		
Railroad Park	0.4	Pocket Park	<ul style="list-style-type: none"> • Benches, picnic tables and sidewalks • Gardens
Chinese Temple	0.9	Cultural Facility	<ul style="list-style-type: none"> • Better identification and preservation of artifacts
Centennial Plaza	2.7	Community	<ul style="list-style-type: none"> • Access to restrooms and more parking.
Municipal Auditorium Oroville Convention Center		Cultural Facility	<ul style="list-style-type: none"> • Upgrades and repairs
Table Mountain Golf Course	204.58	Golf Course Leased	
Total City Parklands	38.65		
FRRPD Park and Recreation Facilities			
Gary Nolan Sports Complex and Playtown Park	14.2		<ul style="list-style-type: none"> • Upgraded playtown facilities • Better safety and security
Martin Luther King, Jr Park	5.58		
Mitchell Park	24		
Nelson Sports Complex & Nelson Swimming Pool	29.6		<ul style="list-style-type: none"> • Upgraded pool facilities
Bedrock Skate and Tennis Park	1.5		<ul style="list-style-type: none"> • Upgraded tennis facilities
Feather River Parkway	6.0		
River Bend Park	183.4		<ul style="list-style-type: none"> • Improved disc golf • Better safety and security • Native American and gold rush exhibits • Enhanced swimming and water features

Feather River Recreation and Activity Center		Cultural Facility	<ul style="list-style-type: none"> • Upgrades for broader community use spaces
Total FRRPD Parklands	264.28		
Total City and FRRPD Parklands	307.93		

Figure 27 City of Oroville Park and Recreation Facilities

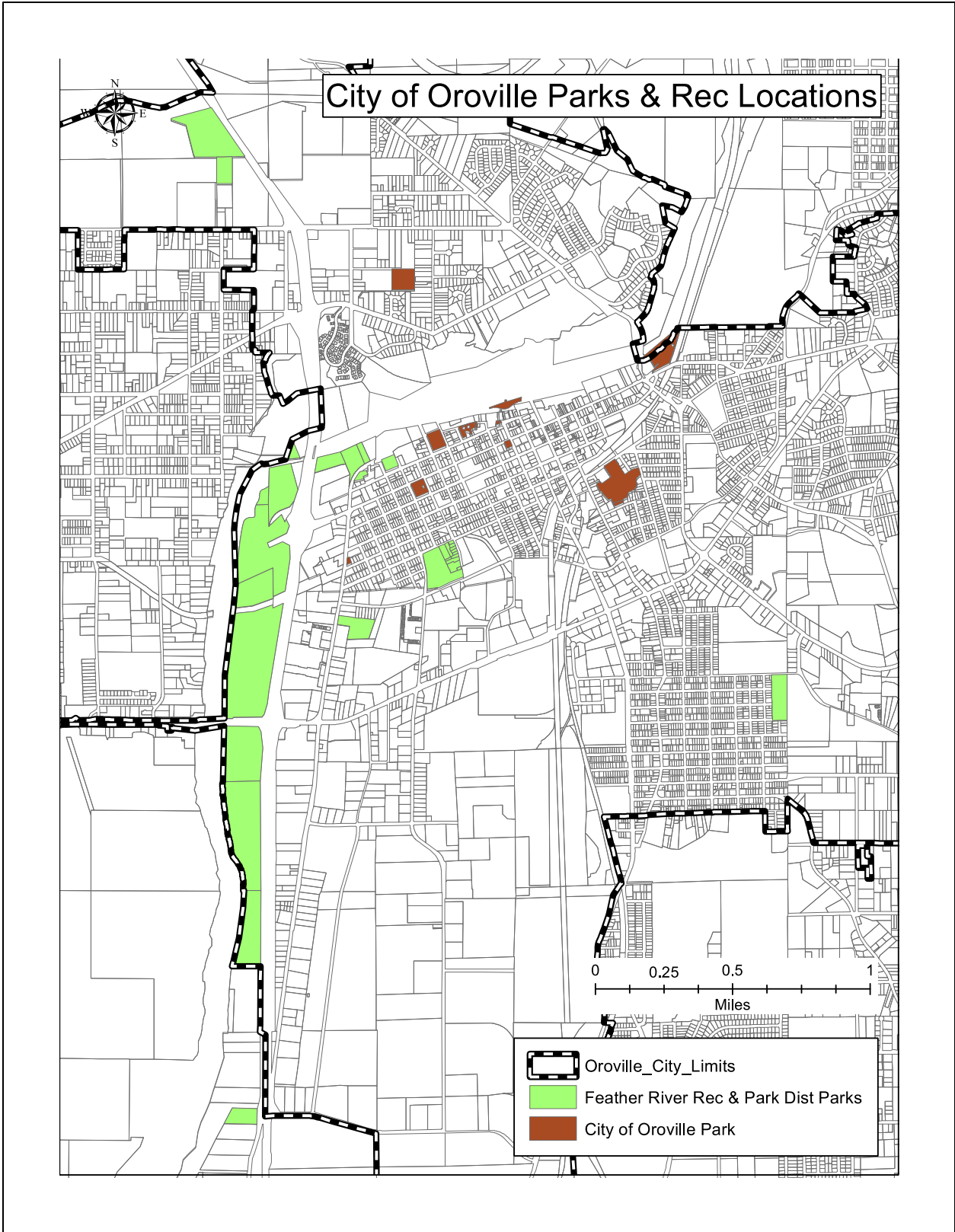


Figure 28 Location of City of Oroville Park and Recreation Facilities

Most federal and State recreational facilities relate to the Feather River and Lake Oroville and the recreational opportunities they present, such as boating, fishing, off-highway vehicle recreation, shooting and hunting, fishing, camping, hiking, and access to over 100 miles of paths and trails in Oroville’s Planning Area. Other popular recreation areas include the Oroville Dam, although it is not maintained by the City and Veterans Memorial Park which is maintained by Butte County.

Capacity

At this time, the Department does not monitor the daily usage of each facility. The current means of monitoring usage and potential congestion are visual surveys taken by work crews. Any complaints from community members are assessed for usage issues. Park reservations are also monitored to ensure park facilities adequately meet the needs of the community. Additionally, the Parks and Trails Master Plan takes into account feedback from community members about the needs and concerns regarding recreation facilities.

Facility rentals reached a peak during the last ten years in 2014, with 231 rentals. Since this time, the number of rentals for recreational facilities has steadily declined. In 2018, there were 185 rentals, and 138 in 2019.⁷³

As mentioned in the Service Overview, the Department is also responsible for the maintenance of city trees, both in and out of the parklands. It is estimated that city crews remove 30 to 50 trees per year while planting 50-150. Altogether, the City provides maintenance for approximately 15,000 trees.⁷⁴

There are substantial park facilities within the City that appear to meet the needs of the community; although, as mentioned, there are limited indicators of demand that are tracked for park facilities. City-owned parks offer 1.9 acres of parkland per 1,000 city residents. While the ratio does not meet the City identified goal of 3 acres of parks per 1,000 residents, the inclusion of FRRPD parklands greatly exceeds the goal with 15.8 acres of parks per 1,000 residents. By comparison, cities of similar size provided a median of 10.6 acres of parkland per 1,000 residents served in 2021.⁷⁵

While the expenses for parks and recreation activities increased \$269,551 between 2018 and 2019, this is largely due to being able to take on more staff due to increased City revenue from the 1% local sales tax. The increased expenses reflect increased salaries and benefits as they relate to the Department.⁷⁶

⁷³ City of Oroville, CAFR FY18-19, p.181

⁷⁴ City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 7-10

⁷⁵ NRPA, NRPA Agency Performance Review, <https://www.nrpa.org/publications-research/research-papers/agency-performance-review/>, accessed May 15, 2022.

⁷⁶ Dawn Nevers, Oral Interview, 2022

The City reports plans to supplement rental income by expanding rental facility opportunities, although plans to add watercraft rental kiosks and shaded areas around Bedrock and other parks has been deferred to a later date.

Determination 7-5: Parks Present Capacity

There remain staffing limitations due to budget constraints and this is the primary roadblock to meeting capacity needs in terms of labor costs to not only maintain but enhance trees and parklands throughout the City.

Determination 7-6: Parks Present Capacity

Similar to other park and recreation providers, there are challenges to tracking and assessing demand for facilities with uncontrolled access. However, based on the combined ratio of City and FRRPD parks for city residents, the available parkland greatly exceeds the City's goal and median parkland provision in cities of comparable size.

Determination 7-7: Parks Planned Capacity

The City will continue to work with partners such as the FRRPD, Butte County, and California Department of Parks and Recreation to fulfill development needs outlined in the City's planning documents. This includes adding hiking and biking trails and building out proposed parklands. The collection of development impact fees will play an important role in satisfying the City's planning goals as outlined in the General Plan and Parks and Trails Master Plan.

Infrastructure Needs

The City's 2016 Master Plan identifies several proposed community and neighborhood parks and opportunities to improve and re-design City facilities, with a focus on offering services in underserved areas.⁷⁷⁷⁸ Melton Design Group has developed a plan to address these needs for available grant opportunities. Other assessed needs indicate the City should focus development on specific areas such as river access, and put-ins for boating, fishing, and beach areas.⁷⁹

⁷⁷ City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 3-16

⁷⁸ City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 3-16

Developments should, however, reflect ecological sensitivity as they leverage natural resources for the sake of continued civic growth.⁸⁰

The General Plan outlines the need for parks and recreational facilities in order to meet the needs of Oroville's residents.⁸¹ As previously mentioned, there are roughly 1.9 acres of city-owned parkland per 1,000 City residents at this time, not including the City-owned golf course. The City will require new development to provide parkland at a ratio of three acres per 1,000 residents.⁸² In conjunction with FRRPD-owned parks, there are approximately 15.8 acres of parkland per 1,000 residents within the city limits. With further development, the level of service would be expected to rise to 21.6 acres per 1,000 residents.⁸³

Parks and recreational facilities are generally well distributed in order to allow access from residential properties within and adjacent to Oroville. Ideally, parks would be located within two miles of all residents of Oroville and 65 percent of community parklands should be utilized for active recreation.⁸⁴ As of 2014, it was reported that 57 percent of residential properties were located within 0.5 miles of a City or FRRPD park; 82 percent of within 1 mile of a park; and 100-percent of residential properties located within 2 miles of a park.⁸⁵

Based on the needs assessment from the Parks and Trails Master Plan, the top outdoor elements desired were a spray park, swim center, trails, and opportunities for rafting and kayaking, all of which received over 30 percent of the votes. Top indoor elements desired were a teen and youth facility, community center, fitness center, and performing arts center. The top event choices were a farmer's market, holiday and seasonal celebrations, an outdoor theater, and music and movies in the park. Comments about trails included the desire for improvement and extension of the trails, particularly the Brad Freeman trail, and connections to the dam. There was also an indication of the need for improved signage and maps, improved maintenance, better access to the river, and improved accessibility.⁸⁶

The City reports that the number of parks is sufficient for the number of current Oroville residents. Still, there are a number of proposed community and neighborhood parks totaling 198 acres as outlined in the Parks and Trails Master Plan; however, their development is contingent on the future growth of the community.⁸⁷

⁸⁰ City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 3-16

⁸¹ City of Oroville, General Plan, March 2015, p. 7-11

⁸² City of Oroville, General Plan, March 2015, p. 7-11

⁸³ City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 6-5

⁸⁴ City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 6-5

⁸⁵ City of Oroville, MSR 2014, p. 84

⁸⁶ City of Oroville, Parks, Trails, and Open Space Master Plan, p. 2-1

⁸⁷ City of Oroville, Parks, Trails, and Open Space Master Plan, p. 3-13

Other infrastructure needs that have been discussed and are being addressed are as follows:

- Portable restrooms to be added during the development of the Brad Freeman Trail in cooperation with the FRRPD,
- Ensure special user needs, such as accommodations for those who are disabled or elderly, and
- Continuing to build out an inter-connected trail system.

There also remains a need to continue collaborative work with both FRRPD and Butte County, which is responsible for maintaining the Veterans Memorial Park. It has been proposed that FRRPD assist the City in the operation of its museums, specifically, but possibly parks as well. The city is not currently in active discussion with the FRRD currently due to staff changes FRRD. City Public Works staff currently maintain all museums and city parks.

While the Parks and Trails Master Plan has addressed community needs and concerns, beyond tracking park reservations and rentals, there are no formal systems in place to review the effectiveness of the Department. Per the General Plan, procedures should be developed to review park standards, community satisfaction, and assess long-term cost affordability.⁸⁸

Determination 7-8: Parks Infrastructure Needs

According to the City's General Plan and the Master Plan, infrastructure needs should reflect the development of facilities as the population continues to grow in Oroville. This includes further building out connected trailways, expanding parkland acreage, and placing elements in facilities that will create greater usability and potential income sources, such as watercraft rentals, shaded areas for reservations, and placing restrooms on trails.

Challenges

The City has reported the Department has been able to carry out its operations without significant challenges; however, there are still areas of use that need to be addressed.

The Parks and Trails Master Plan has indicated that the feeling of safety has been an issue with the use of the City's parklands, with 39 percent of users reporting feeling unsafe, and this remains a concern. As with many parks in cities, homelessness in Oroville is a primary obstacle to overcome in order to instill a sense of security throughout the parks system. The City has stated it is employing several mitigation efforts to eliminate areas to hide and camp. These efforts include utilizing goats to reduce vegetation, changing landscape designs, and improving lighting.

⁸⁸ City of Oroville, General Plan, March 2015, p. 7-11

The City has also removed certain landscape elements that allowed people to remain hidden and were conducive to negative behaviors.⁸⁹

Another seemingly constant challenge for the City is labor costs. The General Fund allocates 80 percent of expenses to salaries and benefits. While CalPERS pension contribution requirements are monitored, rate adjustments continue to increase for public agency employer contributions. Meeting such increases while maintaining community services is difficult. The institution of the 1 percent local sales tax has positively influenced the City's fiscal position.⁹⁰

The lack of processes in place to gauge facility use and quickly handle user feedback should also be improved. Systems need to be incorporated to collect input from community members. Such processes are vital to helping the City understand current and future needs, as well as better predict costs associated with development needs.

Determination 7-9: Parks Challenges

The City generally is able to operate without issue to maintain its facilities. Budget struggles, which affect staffing ability, has been a constraint in the past; however, the 1 percent sales tax has relieved some of this burden. It will be important, however, for the City to address stated resident concerns, such as homelessness, related to feelings of safety when using parkland resources.

Determination 7-10: Parks Challenges

The lack of processes in place to gauge facility use and quickly handle user feedback should be improved. Systems need to be incorporated to collect input from community members. Such processes are vital to helping the City understand current and future needs, as well as better predict costs associated with development needs.

Service Adequacy

This section reviews indicators of service adequacy of park services, specifically parkland per 1,000 residents, customer feedback, and awards and accreditations.

As previously mentioned, there are roughly 1.9 acres of city-owned parkland per 1,000 City residents at this time and in conjunction with FRRPD-owned parks, there are approximately 15.8 acres of parkland per 1,000 residents, which is well beyond the City's goal of three acres per 1,000 residents identified in the General Plan. Any new development within the planning area will be required to provide adequate parkland at a ratio of three acres per 1,000 residents, as is listed in

⁸⁹ City of Oroville interview with PCA, 8/19/20

⁹⁰ City of Oroville, CAFR FY28-19, p. 2

the Parks, Trails and Open Space Master Plan.⁹¹ In lieu of dedicating parkland, developers may pay fees outlined in the Municipal Code under 16.16.185. C.2. for park and recreation purposes. Golf course development, however, would not be counted towards these requirements.

The City has conducted outreach at various events and collected data from surveys in 2009 and 2015. Both years showed a generally favorable view of the parks. Concerns were expressed about safety and maintenance with unmet needs relating to a need for better river access, additional trails, swim facilities, and children’s water play areas and splash pads.⁹²

The City of Oroville has been designated a Tree City USA⁹³ since 1980. This designation requires a City to have a tree ordinance, a tree board or Commission, a budget of at least \$2.00 per capita spending on tree care, and an annual Arbor Day celebration. The City complies with these requirements annually to keep its designation. In 2020, the City received this designation for the 40th year in a row.

Determination 7-11: Parks Service Adequacy

The City, *in combination with* FRRPD, is adequately meeting the service needs of city residents, based on the ratio of parklands to the city population. While services are sufficient, the enhancement of current facilities will be important to address needs relative to community growth and as an avenue to increase potential revenue for the City through facility rentals.

⁹¹ City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. 5-1

⁹² City of Oroville, Parks, Trails, and Open Space Master Plan, May 2016, p. e-1

⁹³ Tree City USA is a national recognition program that began in 1976 and is sponsored by the Arbor Day Foundation in partnership with the U.S. Forest Service and National Association of State Foresters. By meeting four fundamental standards, an incorporated municipality of any size can qualify.

Chapter 8. Law Enforcement Services

Service Overview

The Oroville Police Department (OPD) provides law enforcement services for the City of Oroville. The OPD service area is 13 square miles and operates out of a central police station located at 2055 Lincoln Street, Oroville.

OPD provides a wide range of services for the City of Oroville. OPD investigates suspected criminal activity, suspicious situations, civil issues, effects arrests, conducts traffic enforcement, responds to traffic accidents and other calls for service, and routinely patrols the City. OPD is also responsible for animal control (via contract, with the Northwest Society for the prevention of cruelty to animals (NWSPCA)) within the Oroville city limits. Additionally, the police department participates in a multi-agency narcotics task force, school resource officer program, drug awareness and gang education, and other types of community outreach programs.

The Oroville Police Department consists of two divisions—Operations and Support. The Operations Division is the larger of the two with its primary function being patrol services. This division is the “public face” of OPD and includes the Patrol and Traffic division, Parking Enforcement, three School Resource Officers (SROs), the K-9 Unit, and Municipal Law Enforcement Officers (MLEs).

The Patrol and Traffic Division operates 24 hours a day, seven days a week and is responsible for all general law enforcement duties within the City of Oroville that relate to the protection of lives and property, the investigation of crimes, and traffic collision investigation. Patrol officers handle traffic enforcement during their regular shifts.

A Municipal Law Enforcement Officer (MLE) assists patrol officers in crime prevention and patrol services to the community. Municipal Law Enforcement Officers are non-sworn members of the Police Department who are responsible for handling non-hazardous situations. MLEs have a substantial workload allowing police officers to concentrate on those duties requiring the attention of sworn personnel.

The School Resource Officers wear several hats, including that of a counselor and problem solver, in addition to a resource provider and law enforcement officer working to prevent crime in schools and maintain a safe school environment. One SRO is assigned to the Oroville High School District, one SRO is assigned to the Oroville City Elementary School District, and one SRO is assigned to the Thermalito Elementary School District. Each SRO is responsible for providing service to each specific District as assigned.

The Support Division, on the other hand, is intended to provide support to the Operations Division. It has seven main responsibilities, consisting of 1) Communications, 2) Records, 3)

Detectives/Investigations, 4) Butte Interagency Narcotics Task Force (BINTF), 5) Administrative Services Volunteers, 6) The Chaplain Program, and 7) Evidence and Property.

OPD also provides services through a variety of mutual aid agreements (MAA) and memorandums of understanding (MOU), which are more thoroughly described in the Collaboration section of this chapter. Because OPD utilizes a modern dispatching system, some of these agreements outline its provision of dispatching support for other agencies such as the Gridley Biggs Police Department.

Planning

The City's central planning document is its General Plan, which was originally adopted in 2008 with a targeted update completed in 2015. The Plan has a planning horizon of 2030. This plan outlines specific goals for the Department as the City fulfills its vision for the community and manages growth. The Department also adheres to the policies set forth in the City's Emergency Operations Plan (EOP) and produces an annual plan outlining demand statistic.

The mission of OPD is to provide law enforcement services, crime prevention, and to build community partnerships for public safety in order to maintain Oroville as a safe environment. This is accomplished in the following ways:

- Providing law enforcement services to maintain low occurrences of criminal activity within the community,
- Cooperating with federal and State law enforcement agencies as well as the Butte County Sheriff's Department to enhance public safety,
- Supporting crime prevention efforts of community groups, such as neighborhood watch programs,
- Endorsing and supporting drug and gang prevention programs for youths,
- Developing proposals that are consistent with the principles of Crime Prevention through Environmental Design, delineating private and public spaces, enhancing visibility, controlling property access, and ensuring adequate property maintenance, and
- Maintaining crime prevention and community awareness education programs for Oroville's existing population, businesses, and any future growth.

To ensure these policies are followed, the City lists two actionable steps to remain accountable. The first step is to regularly review staffing levels and response times as they relate to developing trends. This will help determine if additional law enforcement staffing or facilities are needed.

The second actionable step is for OPD to consider is creating citywide community facility districts (CFDs) to fund police and other services.⁹⁴ As such, two CFDs have been established. These CFDs were created in incorporated areas of Thermalito with the goal of providing funding to expand police and fire facilities, equipment, and staffing. CFDs accomplish this goal by utilizing funds collected from yearly assessments. CFD 2006-1 was established for the development of a westside public safety facility, which is to be located at Oroville Airport. CFD 2006-2 is dedicated to maintaining and staffing public safety services. The CFDs account for most of incorporated Thermalito, west of the Feather River, which is where most growth is anticipated. The City requires all new lots created within the Thermalito area to annex into both CFDs.

Per the EOP, OPD also has a vital role in the City's management of a disaster or large-scale emergency. For instance, OPD is tasked with ensuring the security of the EOC in the event of a disaster or large-scale emergency, alerting and warning the public, and dispatch. Furthermore, the Assistant Chief of Police is listed as a second alternate for the Director of Emergency Services, along with the Deputy Fire Chief.⁹⁵

Collaboration

There are a number of instances in which the City of Oroville's Police Department participates in contracted agreements or memorandums of understanding (MOU) to offer a better level of police protection service to the community.

Currently, OPD has an MOU in place with the Oroville Union High School District. The current agreement took effect on August 10, 2023 for the 2023/24, 2024/25, and 2025/26 school years. Services provided are that of a School Resource Officer (SRO) for Oroville High School and Prospect Alternative Center for Education. The intent is to prevent criminal behavior, promote a safe environment, and act as a liaison between students, faculty, staff, and parents. OPD is to bill the school district quarterly for the amount of \$21,875, totaling \$87,500.00 yearly and 262,500, by the end date of the agreement.⁹⁶

Similarly, OPD has an MOU with the Oroville Elementary School District. The term of the contract is August 10, 2023 through June 10, 2026. The scope of OPD's services are to act as an SRO, ensuring safety, law enforcement, and the prevention of criminal behavior while being a connection between students, staff, faculty, and parents for Oroville City Elementary Schools. Per this MOU, OPD is to bill the school district quarterly for \$12,500 for a total of \$50,000 by the end of the agreement.⁹⁷

⁹⁴ City of Oroville General Plan, p. 8-5

⁹⁵ City of Oroville, Emergency Operations Plan, p. 4

⁹⁶ MOU between the Oroville Police Department and the Oroville Union High School District

⁹⁷ MOU between the Oroville Police Department and the Oroville City Elementary School District

Another MOU for an SRO exists between OPD and the Thermalito Union Elementary School District. This agreement has a three-year term extending from August 10, 2023 through June 10, 2026. OPD will bill the school district \$12,500 quarterly, for a total cost of \$150,000 by the last day of the contract.⁹⁸

In order to assist victims of domestic violence, OPD has signed an MOU with Catalyst Domestic Violence Services. According to the MOU this agreement is effective as of May 7, 2018, and expires at the end of the grant term or when funds are exhausted. The intent of the MOU is to reimburse the Department for hotel stays for crime victims that meet the terms of the agreement.

There is also an operational agreement between OPD and Catalyst Domestic Violence Services indicating their intent to work towards the mutual goal of providing the maximum assistance available to victims of crime who reside in Butte County. The term of this agreement began on July 1, 2020 and lasts through June 30, 2023. The following services are to be coordinated between Catalyst and OPD:

1. Staffing for services through phone, meetings, and/or response to calls for victim assistance,
2. Mutual staffing assistance, technical assistance, training, and information,
3. As needed, meetings with authorized personnel to strategize, discuss timetables, and implement services,
4. Mutually referring clients for support services, when appropriate, and
5. Providing information with regard to changes or modifications in related agency protocols for service delivery⁹⁹

In 2016, an MOU was put in place between the Butte County District Attorney, the Butte County Sheriff, the Butte County Probation Department, the City of Chico, the City of Gridley, the City of Oroville, the Town of Paradise, and the California Highway Patrol (CHP) to create the Butte Interagency Narcotics Task Force (BINTF). The purpose of the task force is enforcement of prohibiting the abuse of controlled substances and the activity of criminal street gangs in the County of Butte and all incorporated cities in the County that are member agencies. The terms of the agreement are automatically extended for successive one-year periods.¹⁰⁰

There are currently two offices for this task force: 1. BINTF North and 2. BINTF South. The task force itself is guided by an advisory council known as the Task Force Board that consists of public officials from the participating agencies, including the Chief of Police of the City of Oroville.

⁹⁸ MOU between the Oroville Police Department and the Thermalito Union Elementary School District

⁹⁹ MOU between the Oroville Police Department and Catalyst Domestic Violence Services

¹⁰⁰ MOU between the Oroville Police Department and the Butte Interagency Narcotics Task Force

Since 2003, OPD has provided animal control services through a contract with the Northwest Society for the Prevention of Cruelty to Animals (NWSPCA). The NWSPCA operates independently from the City. Services provided by the NWSPCA are specified in an agreement adopted by the City Council, in which the NWSPCA is designated as the “pound master” for the City. OPD is responsible for administering this contract. The most recent contract was renewed in 2019 and expires three years from the effective date. The agreement expired on June 30, 2021 and in November of 2023, the City Council voted to extend the agreement through June 2023, with the ability to automatically renew for two 1-year terms. The annual cost of the animal control and boarding services is \$383,895 per year, with an annual adjustment of 2%, less City credit of \$19,329 for anticipated revenues. As the NWSPCA is the only service available in the area, Butte County also contracts with this agency.¹⁰¹

The Sheriff’s Office and OPD work together regularly to coordinate certain special events and assist each other on emergency calls. The City reports that the Sheriff’s office requests assistance from OPD daily, and OPD requests the assistance of the Sheriff’s Department daily, although the two generally do not police each other’s jurisdiction. While there have been discussions in the past regarding a potential JPA, there are no plans for an official collaboration between OPD and the County at this time. However, the two agencies continue to work closely together on a daily basis.¹⁰²

Other ongoing collaborations OPD is involved in are with the Butte Interagency Bomb Squad, California Highway Patrol, State Parks and Rangers, Fish and Wildlife, Alcohol Tobacco and Firearms, Alcohol Beverage Control, the CAL FIRE Arson Task Force, Butte County Behavioral Health, the Special Enforcement Unit, as well as the District Attorney’s office as OPD assists with investigations. There is also a school within the city limits where students attend to make up credits, and it is served by both OPD and the Sheriff’s SRO. The City states that this combined effort has been the best tool for crime prevention.

Determination 8-1: Law Enforcement Facility Sharing and Collaboration

OPD practices extensive collaboration and resource sharing with other law enforcement agencies, as well as school districts, service organizations, and State agencies. OPD facility sharing practices include sharing a station with Oroville Fire Department and providing contract dispatch services.

¹⁰¹ City of Oroville interview with PCA, 8/17/20

¹⁰² City of Oroville interview with PCA, 8/17/20

Demand for Service

There are a number of indicators that reflect the service demand for OPD. Contributing factors that may influence demand for law enforcement services include changes in reporting trends, enhanced funding from the new 1 percent sales tax, and various legislation. While statistics show an overall reduction in crime to date, the City reports that Propositions 47 and 57, as well as Assembly Bill (AB) 109, may only be altering the classification of crimes and that some reporting may not be occurring due to victim apathy. On the other hand, after experiencing significant staffing decreases and higher crime rates between 2012 and 2017, use of the City's enhanced revenues from the 1 percent sales tax enabled OPD to expand its staffing capability, which could account for a reduction in crime.¹⁰³

Legislation has impacted levels of crime in several ways. Proposition 47 was passed by voters in 2014 to reclassify some nonviolent, drug possession and theft offenses from felonies to misdemeanors. Proposition 57, which passed in 2016, allows parole consideration for nonviolent, felony offenders at the end of their full sentence, prevents federal courts from indiscriminately releasing prisoners, and encourages rehabilitation, particularly for juvenile offenders.¹⁰⁴ The 2011 passage of AB 109, shifted the responsibility of certain nonviolent criminals from the State to the county.¹⁰⁵ The intent of each of these approved measures is to emphasize the prevention of crime, reduce crime rates, and reduce wasteful spending in the prison system, as well as prison overcrowding.

Calls for service, arrests, citations, and crime rates are indicators of demand for law enforcement services. The Police Department reports the crime statistics to the City Council on a monthly basis. In June 2023, the Police Chief reported a decline in both felony and misdemeanor arrests compared to June 2022, as seen in the figure below. Additionally, citations issued were down from 85 in June 2022 to 31 in June 2023. This reduction in crime rates is a continuation of downward trending arrest statistics for the City.

Arrest	June 2022	June 2023	Year to Date 2022	Year to Date 2023
Misdemeanor	103	71	585	412
Felony	46	31	246	180
Citations	85	31	429	237

¹⁰³ City of Oroville interview with PCA, 8/17/20

¹⁰⁴ <https://www.courts.ca.gov/documents/prop47-report-Early-Impacts-of-Proposition-47-on-the-Courts.pdf>, <https://www.courts.ca.gov/documents/BTB24-5H-1.pdf>

¹⁰⁵ <https://probation.lacounty.gov/ab-109/>

Crime rates within the City mirror OPD’s arrest trends, with the highest crime rates experienced in 2016 and 2017. In particular, violent crimes saw a decline between 2016 (141) and 2019 (122), and property crimes, specifically, saw a dramatic decrease, falling from 1,330 to 822 during that same time frame.¹⁰⁶ The aforementioned legislation has impacted categorization of crimes, particularly with regard to property crime. Now, for the crime to be considered a misdemeanor, the property value is not to exceed \$950, which is more than double the previous monetary threshold.

The City reported that areas of higher demand within the city limits include in and around the core of downtown Oroville as well as South Oroville.

Staffing

There are a variety of ways in which the City of Oroville’s Police Department incorporates staff to achieve its goals of reducing crime and improving quality of life for its residents. The City has 56 funded positions for OPD in its budget for FY 23/24. Of OPD’s total staff, 29 are sworn officers which equates to 1.41 officers per 1,000 City residents.¹⁰⁷ Comparatively, the sworn officer to resident ratio was 1.31 in 2014.¹⁰⁸ Cities of similar size (15,000-25,000) throughout California had a median staffing level of 1.21 sworn officers per 1,000 residents as of 2017, which is the most recent staffing information from the FBI’s Uniform Crime Report.¹⁰⁹ The City has not established a staffing standard or goal regarding a desired officer to resident ratio. The City should consider adopting or identifying a staffing or service level goal for law enforcement services. The City reports that existing staff levels are sufficient to meet demand.¹¹⁰

	FY 22/23 Funded Positions	FY 23/24 Funded Positions	Change from prior year (Funded)
Police Chief	1	1	1
Police Lieutenant	1	1	-
Police Sergeant	4	4	-

¹⁰⁶ <https://openjustice.doj.ca.gov/exploration/crime-statistics/crimes-clearances>

¹⁰⁷ City of Oroville Annual Budget FY20-21, p. 3

¹⁰⁸ City of Oroville 2014 MSR, p. 51

¹⁰⁹ FBI, Uniform Crime Report, Table 78, 2017.

¹¹⁰ City of Oroville interview with PCA, 8/17/20

Police Officers	16	16	-
Municipal Law Enforcement Officer	9	9.00	-
Administrative Assistant	1	2	1
Dispatchers	7.00	7.00	-
Records Technician	1.00	1.00	-
Records Technician Supervisor	1	1	-
Reserve Dispatcher	0	0.5	0.5
Reserve Police Officer & PT Detective	1.00	1.00	-
Total Police Department	43	45.5	2.5

Figure 29 OPD Staffing, FY 22/23 and 23/24

According to the 2014 MSR, OPD's staffing ability had been limited for some time, with positions unable to be filled based on financial difficulties. Since then, however, the City instituted a 1 percent sales tax that can be attributed to the Department's ability to add two additional funded positions.

The Department relies on Municipal Law Enforcement Officers (MLEs) as part of the effort to improve the effectiveness of law enforcement services while also increasing cost-efficiency. In FY23-24, MLEs account for seventeen budgeted positions, second only to police officers. The MLEs are not sworn, however, they play a vital role in proactively addressing crime throughout the City. MLEs are able to take reports and respond to lower priority calls or crimes with less potential to be solved. This allows more armed officers to be available for emergencies.¹¹¹

Initially established in 2000 to provide assistance in the Records division, in 2010, Oroville's Volunteers in Police Service (VIPS) program grew into a supportive group of citizens offering assistance throughout all departments at OPD. The Department currently reports it has no volunteers. The volunteers assist with special community programs and special events.¹¹²

¹¹¹ City of Oroville interview with PCA, 8/17/20

¹¹² <https://www.cityoforoville.org/services/police-department/opd-vips>

Facilities and Capacity

Since 1981, OPD has operated out of a single police station centrally located in the City at 2055 Lincoln Street. OPD shares this station with the City's Fire Department. The fire station portion of the facility was remodeled in 2011 to create more usable space, and renovations to the police station portion are reported by the City to be underway in 2020. The station was reported as being in generally good condition by the City. No further needs for the existing facility were identified beyond the remodel that is currently underway.

In 2011, operations also began for a consolidated police and fire dispatch center that incorporated new technology capable of accommodating both departments and providing better coordination between the two. The City of Oroville's central dispatch center is based out of the OPD station, which is also home to the California Law Enforcement Telecommunications System (CLETS), a high-speed message switching system that allows access to databases and transmission of administrative messages between certain agencies.¹¹³ Since the 2021 transition of OFD to Cal Fire, the City no longer provides dispatching service for fire related calls. According to the City, there are no existing dispatching needs since a remodel of the existing system was just completed. There is, however, a planned radio upgrade but this is not expected to take place imminently.¹¹⁴

The OPD station also acts as the primary Emergency Operations Center in the event of a large-scale catastrophe or natural disaster. It is OPD's responsibility to warn and alert the public in case of such events.

The Department currently has the following fleet of vehicles in use: three pick-ups, 19 sport utility vehicles, and 18 sedans. Four vehicles, which are considered unmarked police vehicles, were also purchased in 2011 and were intended to save on fuel costs.¹¹⁵

Station #1	
Property owner	City of Oroville
Address	2055 Lincoln Boulevard, Oroville, CA
Square Footage	21,671 sq. ft (Police: 12,020, Fire: 9,651)
Purpose	Joint Police and Fire headquarters and stations
Additional uses	Emergency Operations Center
Current facility sharing practices	Joint station with OFD

¹¹³ City of Oroville Emergency Operations Plan, p. 5

¹¹⁴ City of Oroville interview with PCA, 8/17/20

¹¹⁵ <https://www.cityoforoville.org/business/midas-program/sustainability/police-vehicles>

Opportunities for future facility sharing	None
Hours station is staffed	24 hours/7 days a week
Date acquired or built	Fire: remodeled in 2011, Police: remodel underway in 2020
Condition of facility ¹¹⁶	Good
Infrastructure Needs	No existing infrastructure needs.
Estimated cost of needed upgrades	Not applicable
Sources of financing for needed upgrades	Not applicable
Timeline for needed upgrades	Not applicable
Number and type of vehicles at facility	PK (3), Elec (2), SUV (19), SED (18)
Sworn staff	27.5
Non-sworn staff	19
Number of volunteers available at facility	0

Figure 30 OPD Facilities

Determination 8-2: Law Enforcement Present Capacity

The City’s station and dispatch facilities, staffing levels, and associated vehicles appear to have sufficient capacity to address existing law enforcement needs in the City. This is indicated by declining demand for law enforcement activities, such as arrests, calls for service, and response times that are at or nearing established goals.

Infrastructure Needs

As stated in the City’s General Plan, guiding principles for growth and development include addressing community infrastructure by improving and maintaining public services and facilities, which includes public safety.¹¹⁷

Presently, OPD reports there are no additional infrastructure needs associated with its existing facilities. However, future growth and development is anticipated to result in an associated increase in demand for law enforcement services, which will require a comparable increase in

¹¹⁶ Facility condition definitions: **Excellent**—relatively new (less than 10 years old) and requires minimal maintenance. **Good**—provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair**—operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor**—cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

¹¹⁷ City of Oroville General Plan p. 2-2

service capacity. The City has planned to address these needs through two community facilities districts (CFD) established in 2006. These districts were created in incorporated portions of Thermalito and include plans for a new westside safety facility, which will offer fire services as well as a police substation. A structure is being considered for purchase to retrofit and serve existing outlying areas west of the Feather River. While the station will have space for a police substation, it is less essential for adequate law enforcement response in the area given OPD's patrol methods and low response times to 9-1-1 calls in the area. However, the facility would improve the law enforcement presence in the area, which is not only further from the City's center station, but also more socioeconomically depressed and has required higher levels of service.¹¹⁸ The CFDs are intended to provide funding for the facility, equipment, and staffing through assessment fees. The City is considering formation of another citywide CFD to address any further needs that result from growth and development.

New developments and employment opportunities are also expected to increase the City's tax base which would provide additional funding through the collection of Development Impact Fees for equipment and staffing as the population continues to grow. At this time, the City's 1 percent sales tax, as well as law enforcement developmental impact fees are additional financing sources for potential capital improvements.

Determination 8-3: Law Enforcement Infrastructure Need

There are no additional infrastructure needs associated with its existing facilities. However, future growth and development west of the Feather River is anticipated to result in an associated increase in demand for law enforcement services, which will require a comparable increase in service capacity. The City has planned for anticipated growth induced needs through the establishment of two CFDs.

Determination 8-4: Law Enforcement New Facilities

A structure is being considered for purchase to retrofit and serve fire and law enforcement services to existing outlying areas west of the Feather River. While the station will have space for a police substation, it is less essential for adequate law enforcement response in the area given OPD's patrol methods and low response times to 911 calls in the area.

Challenges

OPD faces challenges, although some are not unique to the City of Oroville. In some instances, there are broader concerns contributing to more local issues. For example, the COVID-19

¹¹⁸ City of Oroville interview with PCA, 8/17/20

pandemic has caused exceptional circumstances worldwide resulting in economic decline and loss of funding for local governments.

Another key challenge faced by OPD is that of homelessness. Again, this situation is not exclusive to Oroville, rather it is a statewide problem. Housing affordability is one underlying factor. Salaries and income opportunities have remained steady while the cost of living has escalated at a faster pace. Behavioral health and access to mental healthcare are other contributors. The police are aware that the presence of the homeless raises concerns throughout the community and can make others uncomfortable. The City reports that this issue poses a distinct challenge; however, since there are high expectations placed on law enforcement to handle this matter when there is generally no illegal activity taking place. The City continues ongoing conversations about multifaceted solutions to tackle this problem.¹¹⁹

OPD is also met with the challenge of proactively addressing crime, particularly when victim apathy can result in less crime reporting. This is especially the case in more socioeconomically depressed areas such as South Oroville and the City's downtown core where there is higher demand for service. The City reports its use of MLEs is one way the Department is attempting to avert crime. Use of non-sworn officers also positively impacts the Department's cost-saving efforts. Furthermore, the City acknowledges that Propositions 47 and 57 as well as AB 109 have not necessarily lessened crime, only how the severity of the crime is viewed in the eyes of the law. This is why the use of MLEs, SROs and working closely with the Butte County Sheriff's office are critical in preventing and managing crime.¹²⁰

Service Adequacy

Service adequacy can be gauged by a variety of factors, such as crime rates, response times, staffing ratios, observable changes in the community, and constituent complaints.

The rates of crimes as reported by California's Department of Justice indicate trends over time for various types of crimes. In its database, violent crimes are categorized as murder, rape, robbery, and aggravated assault. Property crimes are categorized as burglary, motor vehicle theft and larceny theft. Arson is a third crime type. Property crime constitutes the largest portion of the crimes that take place in Oroville, although this number continues to trend downward from 822 total property crimes in 2018 to 712 total property crimes in 2022. Violent crimes, however, have slowly trended upwards and in 2022, the City saw its highest number of violent crimes in the last

¹¹⁹ City of Oroville interview with PCA, 8/17/20

¹²⁰ City of Oroville interview with PCA, 8/17/20

10 years, with 209 violent crimes reported; up from 168 reported in 2021. ¹²¹ This is on trend with statewide statistics, which showed a 6.1% increase in violent crimes from 2021 to 2022 ¹²².

Police response times have traditionally been used to measure effectiveness. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority I) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority II through VI) that response time may be lengthy. Response times are dependent on the agency’s staffing level and size of the jurisdiction served. As of July, 2023, OPD responded on average to Priority 1 incidents within 3 minutes and 41 seconds between the time of dispatch to the arrival on scene.¹²³ Priority 2 calls had an average response time of 4 minutes and 50 seconds, while Priority 3 calls had an average of 7 minutes and 43 seconds.

	Number of Calls	911 Call to Dispatch	Dispatch to On Scene	911 Call to On Scene
Priority 1	952	3:41	4:50	8:31
Priority 2	18,301	12:54	6:57	19:51
Priority 3	10,552	39:12	7:43	46:55
Total/Averages	29,805	16:46	7:05	23:51

Figure 31 OPD Response Times, 2023

The General Plan Safety Element describes a goal of a four-minute response time (dispatch to arrival on scene) for Priority 1 calls and 20 minutes for Priority 3 calls. While OPD is well within its goals for Priority 3 calls, the average response time to Priority 1 calls does not presently meet the established goal.

The number of sworn officers per capita is a traditional indicator of service level. There are no universally recognized staffing standards for law enforcement. However, for comparison purposes, the Federal Bureau of Investigations Uniform Crime Report annually compares per capita staffing levels in law enforcement agencies throughout the nation based upon geographic region and population served. Cities of similar size (15,000-25,000) throughout California had a median staffing level of 1.21 sworn officers per 1,000 residents as of 2017, which is the most

¹²¹ <https://openjustice.doj.ca.gov/exploration/crime-statistics/crimes-clearances>

¹²² <https://data-openjustice.doj.ca.gov/sites/default/files/2023-06/Crime%20In%20CA%202022f.pdf>

¹²³ City of Oroville additional Police Department request for information, October 2023

recent staffing information from the FBI's Uniform Crime Report.¹²⁴ By comparison, OPD has 0.9 sworn police officers per 1,000 residents and 0.94 non-sworn employees per 1,000 population. The City reported that due to the highly competitive salaries offered by other similar employers, that hiring and maintaining sufficient and qualified staffing is often a challenge.

Another indicator of service adequacy can be public satisfaction with services provided measured by the number of complaints received. The number of external personnel complaints reduced from two in 2018 to one in 2019.¹²⁵

Determination 8-5: Law Enforcement Service Challenges

Challenges presently faced by OPD are generally broader concerns that are not unique to law enforcement in the City of Oroville, including economic impacts from the COVID-19 pandemic, homelessness, and proactively addressing crime through cost effective means. Homelessness in particular, poses a challenge as high expectations are placed on law enforcement to address the matter when there is generally no illegal activity taking place. The City continues ongoing conversations about multifaceted solutions to tackle this problem.

Determination 8-6: Law Enforcement Service Adequacy

While OPD faced staffing constraints in previous years, which lowered the level of services it had historically been able to provide, the City's recently enhanced revenue sources have funded needed additional staffing. At present, OPD is consistent with sworn staffing levels of other cities its size and exceeds non-sworn staffing levels of comparable cities in the region. Simultaneously, demand for services in the form of calls for service, crime rates, and arrests have declined. The City has a goal of a four-minute response time (dispatch to arrival on scene) for Priority 1 calls and 20 minutes for Priority 3 calls. While OPD is well within its goals for Priority 2 and 3 calls, the average response time to Priority 1 calls does not presently meet the established goal.

Determination 8-7: Law Enforcement Service Adequacy

The City's use of non-sworn officers has been a cost-effective effort, allowing sworn officers to prioritize emergency calls and crimes in progress. Although City funding is no longer as constrained as it once was, the City anticipates continued use of non-sworn personnel to address lower priority crimes and concerns.

¹²⁴ FBI, Uniform Crime Report, Table 78, 2017.

¹²⁵ City of Oroville additional Police Department request for information

Governance Structure Options

On July 15, 2014, the Oroville City Council authorized the release of a request for proposal (RFP) to assess the potential for a Joint Powers Authority (JPA) or contracting of City police services with the Butte County Sheriff's Department or another authorized law enforcement provider. The purpose of the RFP was to determine if it would be more cost effective for the City of Oroville to contract with an existing law enforcement agency to provide law enforcement services for the City. At that time, the City was facing fiscal difficulties related to providing adequate and acceptable levels of law enforcement services under economic conditions. The City chose not to move forward with a restructuring of this type at the time and has since been able to enhance revenues through the one percent sales tax measure. The sales tax revenue has changed the Department's financial outlook and allowed the Department to continue to operate independently.¹²⁶

Determination 8-8: Law Enforcement Governance Structure Options

While the City has considered a JPA or contracting for services with Butte County Sheriff's Department, the augmented sales tax revenue has changed the City's financial outlook and will allow the Police Department to continue to operate independently. The City is not considering other governance structure options related to law enforcement at this time.

¹²⁶ City of Oroville interview with PCA, 8/17/20

Chapter 9. Solid Waste Services

Service Overview

It is a documented goal of the City to process and dispose of solid waste in ways that are safe, sanitary, and environmentally acceptable, while working to reduce the overall generation of solid waste.¹²⁷ To that end, the City of Oroville is required to provide solid waste collection and recycling services and does so through a franchise agreement with Recology of Butte and Colusa Counties (formerly Norcal Waste Systems of Butte County, Inc.).

The City collects franchise fees from this arrangement as indicated in the current contract. The contract expires in 2025, although it does allow for periodic updates. The City has a budget line for a Recycling Fund, which accounts for waste management activities.

Recology provides commercial and residential garbage and recycling collection as well as debris box service and compactor service for residents and businesses of Butte County. The company also operates a transfer station, a household hazardous waste facility, a scrap metal public drop-off center, a recycling buyback center, green waste recycling, and construction and demolition service.

The City must act in accordance with three assembly bills in an effort to combat decreased landfill capacity, an increase in waste stream, and greenhouse gas (GHG) emissions. The first, AB 939, was enacted in 1989 to mandate the reduction of waste disposal through required facilities and programs. Known as the Integrated Waste Management Act, it established the California Integrated Waste Management Board (CIWMB), which oversees a disposal reporting system and requires jurisdictions to meet diversion goals.

The second, AB 341, specifically addresses reducing GHG emissions by requiring mandatory commercial recycling in order to divert solid waste from landfills.¹²⁸ This applies to businesses that generate four cubic yards, or more, of commercial solid waste per week or multi-family residential dwellings of five or more units.

Thirdly, AB 1826, mandates organics recycling and hauling for businesses and commercial establishments, including multi-family units.¹²⁹ Organic waste includes food waste and food soiled paper waste, landscaping and pruning waste, and non-hazardous wood waste. Currently, the threshold for businesses and multi-family residences to provide waste recycling services is when disposal meets or exceeds four cubic yards of solid waste per week. By fall of 2021, requirements could be adjusted to two cubic yards of solid waste per week, if California's Department of

¹²⁷ The City of Oroville's General Plan, p. 8-38

¹²⁸ <https://www.recology.com/recology-butte-colusa/oroville/resources/>

¹²⁹ <https://www.recology.com/recology-butte-colusa/oroville/resources/>

Resources Recycling and Recovery (CalRecycle) determines organic waste was not reduced by 50 percent between 2014 and 2020.

Staffing

The City's waste disposal programs are managed through Code Enforcement in cooperation with Recology. The Department has a staff member that acts in a full-time capacity as the Recycling Coordinator who is responsible for providing annual reports to the California Integrated Waste Management Board (CIWMB) regarding the progress being made towards reaching the established diversion goals. The City has contracted through 2024 the services of a Recycling Consultant. The City anticipates using a consultant annually.

Facilities and Capacity

The City does not own or maintain any facilities or equipment related to solid waste collection, as all services are provided by Recology through a franchise agreement. While the City is not responsible for directly providing solid waste collection services, it is responsible for ensuring that the municipality meets State diversion requirements. This is further discussed in the Service Adequacy section.

Oroville's generated waste is brought to the Recology Butte Colusa Counties Transfer Station at 2720 South Fifth Avenue in Oroville. This location is permitted to receive 975 tons per day, although, on average, receives 325 tons per day of material. As the volume permitted currently exceeds the service area's needs, there are no imminent plans to expand the facility. The transfer station features a household hazardous waste facility, a public recycling drop-off center, a green waste drop-off center and a construction and demolition sorting facility. Electronic waste items including computers, TVs, monitors, and appliances such as microwaves are accepted. There is a minimum charge of \$15 for these services.

Non-recyclable and non-compostable solid waste are routed from the transfer station to Recology's Ostrom Road Landfill in Wheatland. Since 1995, the Ostrom Road Landfill has served Yuba, Sutter, Butte, Nevada, and Colusa counties and is the first California landfill facility to operate according to Subtitle D regulations that include various environmental protections.¹³⁰

The landfill comprises 261 acres with 225 of these acres permitted as a Class II Landfill.¹³¹ This location does not accept the following types of waste: household hazardous waste, recyclable

¹³⁰ <https://www.recology.com/recology-yuba-sutter/ostrom-road-landfill>

¹³¹ <https://www.recology.com/recology-yuba-sutter/ostrom-road-landfill/>

materials such as cans, plastic and bottles, electronics, appliances, scrap metals, hazardous (friable) asbestos containing waste.¹³²

According to CalRecycle, the Ostrom Road Landfill is permitted to receive a maximum throughput of 3,000 tons of solid waste per day. In terms of overall capacity, as of 2021, the Ostrom Road facility estimates 21,648,000 tons remain available with a maximum permitted capacity of 43,400,000 tons. By 2066, the landfill is expected to reach full capacity. Facilities that are within 15 years of reaching their capacity are required by the State to make provisions for future landfill facilities.¹³³

The Ostrom Road Landfill facility does not accept the following types of waste:

- Household hazardous waste
- Recyclable materials such as cans, plastic and bottles
- Electronics
- Appliances
- Scrap metals
- Hazardous (friable) asbestos containing waste

Materials this location does accept are:¹³⁴

- Municipal Solid Waste
- Wastewater Treatment Sludge & Water Treatment Sludge
- Contaminated Soils
- Construction and Demolition Debris
- Other Designated Wastes as Approved by Specified Acceptance Criteria
- Non-Friable Asbestos (Non-Friable asbestos is asbestos material that cannot be easily crumbled or reduced to powder.)

Recyclables are sent from the Fifth Ave Transfer Station to Recology's Material Recovery Facility (MRF) in Marysville for sorting. The MRF itself houses a transfer station, customer service office, and a recycling Buy Back Center. Diverting materials from the landfill helps the City meet California's mandate set forth in AB 939.

¹³² <https://www.recology.com/fire-cleanup/>

¹³³ <https://www2.calrecycle.ca.gov/SolidWaste/SiteActivity/Details/733?siteID=4075>

¹³⁴ <https://www.recology.com/fire-cleanup/>

Butte County residents are also able to recycle and properly dispose of household hazardous waste at no charge at the Butte Regional Household Hazardous Waste Collection Facility. This facility collects sharps and pharmaceuticals as well and hazardous waste from small businesses who qualify as Conditionally Exempt Small Quantity Generators.

Green waste is sent to a number of facilities including a worm farm located off of Neal Road that chips, shreds and composts vegetative material; Recology's Ostrom Road Organics Facility. Neal Road Recycling and Waste Facility, which chips vegetative material for bio-mass co-generation fuel; and the Ostrom Road landfill composting facility. Other facilities, such as Old Durham, are not accepting drop off materials or are closed.

Infrastructure Needs

The City states that there is sufficient capacity to meet solid waste needs and that future needs were built into their capacity.¹³⁵ Annually, the Ostrom Road Landfill receives approximately 26,000 tons of waste and is expected to reach its 41.8 million cubic yards capacity in 2066. At this time, there are no planned expansions, nor are there deficiencies reported for this facility.¹³⁶ When a facility is within 15 years of reaching its capacity, provisions must be made for future landfill facilities, as mandated by the state.

Likewise, the Neal Road Recycling and Waste Facility maintains sufficient capacity to accommodate the City's generated municipal solid waste.

Given the estimated remaining capacity at Recology's facilities, there are no imminently necessary infrastructure needs identified at the facilities. However, should there be any needs identified at any of the Recology facilities, the responsibility to address these needs would be borne by Recology.

As mentioned, the City is responsible for ensuring that the municipality meets all State requirements regarding diversion and recycling of waste collected in the City. Additional mandates are ever evolving. In 2016, SB 1383 was signed into law in a continued effort to limit short-lived climate pollutants (SLCP) throughout the state. This includes establishing targets for the reduction of methane emissions. The law establishes targets for the statewide disposal of organic waste by 75 percent from the 2014 level by 2025. It also states an additional target that no less than 20 percent of currently disposed edible food be recovered for human consumption by 2025.¹³⁷

¹³⁵ City of Oroville interview with Policy Consulting Associates, August, 2020

¹³⁶ City of Oroville, General Plan, p. 8-38

¹³⁷ <https://www.calrecycle.ca.gov/climate/slcp>

Determination 9-1: Solid Waste Present and Planned Capacity

Per the City's General Plan and the reported remaining capacity levels at the Ostrom Road Landfill and the Neal Road Recycling and Waste Facility, present and planned capacity is currently sufficient.

Challenges

According to CalRecycle's disposal reporting system (DRS), the primary challenge for the City of Oroville is remaining within the targets for its diversion rates according to its per capita disposal rate in pounds per person per day. From 2007 until 2018, the most recent year recorded, eight of twelve years showed targets were exceeded and consistently trend upward.

Additionally, as further described in the Service Adequacy section, gas emissions at the Recology facilities have been a challenge. Although there have been no recent violations issued, there have been periodic, noted concerns regarding gas monitoring and control issues with targets exceeding recommended levels. In 2020, this was reported to have happened twice. CalRecycle has indicated that attention must be given to maintain disposal efforts to reduce gas emissions.

Service Adequacy

This section reviews indicators of service adequacy, including regulatory compliance and diversion rates.

Landfill and composting facilities are regulated by the Environmental Protection Agency (EPA), California Department of Resources Recycling and Recovery (CalRecycle) and a designated Local Enforcement Agency (LEA), the role of which in Butte County is played by the Butte County Department of Public Health, Division of Environmental Health.

The Neal Road Recycling and Waste Facility undergoes monthly inspections with the latest taking place in November 2021. In November and July, there were areas of concern reported as they relate to gas monitoring and control.¹³⁸ The facility was instructed to continue making adjustments to ensure methane concentrations remain within the regulatory limits. There were no other areas of concern or violations identified in the 2021 calendar year (CY). The last violation was issued in August 2016, also related to gas monitoring and control.

Solid waste generated within Oroville's unincorporated area is transferred to the Neal Road Recycling and Waste Facility, rather than the Ostrom Road Landfill. This reduces the distance the solid waste is shipped and, as a result, reduces the amount of greenhouse gas emissions that are generated.

¹³⁸ <https://www2.calrecycle.ca.gov/SolidWaste/SiteInspection/Index/108>

While the disposal of waste refers to the total amount of solid waste collected, the diversion rate is the amount of waste that is recycled or composted instead of being sent to a landfill. This allows for the conservation of landfill space, the promotion of reusing materials, and acts as a way of keeping toxic chemicals and materials out of landfills. Per the Integrated Waste Management Act (IWMA), the State requires a diversion rate of 50 percent. The City does not have diversion goals beyond the mandated 50 percent.

Alternatively, capacity conservation efforts can be defined by the amount of waste disposed of per resident or commercial employee on average. In 2007, CalRecycle began documenting each municipality's per capita disposal, which is reported in pounds per person per day. There is also an increased focus on program implementation, recycling, and other diversion programs rather than estimated numbers. These factors contribute to determining a jurisdiction's compliance with AB 939.

For Oroville, the per resident disposal rate target in pounds per day (PPD) is 6 and per employee for commercial areas is 8.6. Based on data from 2007 until 2018, the target has been exceeded eight out of twelve years for both resident and employee targets. The peak rate was in 2012 when the PPD for residents was 13.5 and 18.9 for employees. In 2018, Oroville residents and employees disposed of 7.3 and 10.2 PPD, respectively. Based on the reported disposal rates, it appears that the City of Oroville did not meet disposal targets in 2018. CalRecycle notes, meeting the target does not necessarily indicate compliance with AB 939.¹³⁹

¹³⁹ <https://www2.calrecycle.ca.gov/LGCentral/DiversionProgram/JurisdictionDiversionPost2006>

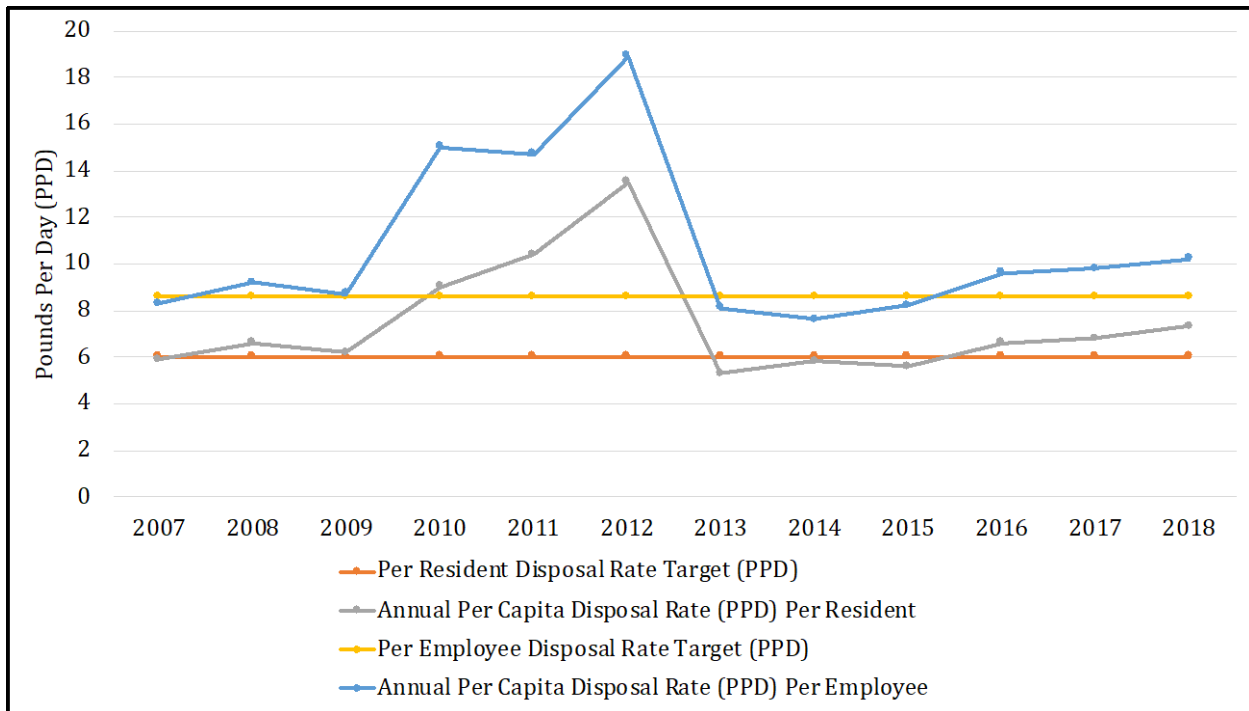


Figure 32 Solid Waste Disposal, 2007-2018

It should be noted, as of 2018, the City’s disposal rates have increased, in part, due to debris and an influx of residents as a result of the Camp Fire.

Determination 9-2: Solid Waste Service Adequacy

The City of Oroville’s solid waste services are adequate based on sufficient capacity and a lack of recent violations at the compost facility. However, increasing disposal rates since 2015 indicate additional efforts are necessary to consistently achieve target disposal rates.

Chapter 10. Street Services

Service Overview

The City of Oroville provides for the maintenance, management, and improvement of its street system, via the upkeep of street pavement, curb, gutter, sidewalks, bridges, traffic signals, street lighting, traffic signs, pavement markings, and other traffic appurtenances; street sweeping; debris removal; and weed abatement.

The Operation and Maintenance Division of the City's Public Works Department provides for a majority of the services related to the maintenance and upkeep of the City's roadways, including the streetlights, traffic signals, sidewalks, and streets. Larger resurfacing or replacement projects are performed by contractors. The City also has a mutual aid agreement with the County for road repairs.

Planning

The City relies on several plans to guide its capital improvements and services related to its streets, circulation, and other transportation modes.

The City's Circulation Element in its General Plan (2008, 2015) is the primary planning document for the City's roadway related services. The Circulation Element focuses on the provision of a roadway network that has adequate capacity to serve current and projected traffic within the City. The General Plan outlines goals and policies concerned with the safe and efficient movement of people and goods in and around the City of Oroville by means of a wide range of transportation modes. In total, there are 60 policies regarding 1) intergovernmental coordination and communication, 2) vehicular circulation, 3) parking, 4) trip reduction and public transit, 5) the bicycle system, 6) the pedestrian system, 7) accessibility for persons with disabilities, 8) the freight delivery system, and 9) the aviation system. Of primary significance are policies establishing levels of service standards, in particular Policy 2.1 of the Circulation Element, which sets forth the minimum operating standard of Level of Service (LOS) D¹⁴⁰ for all arterials, collector streets, and intersections, with some exceptions.

The Balanced Mode Circulation Plan (2015) guides the development of bicycle and pedestrian facilities in Oroville. By encouraging and supporting walking and bicycling for both recreation and transportation, the Plan promotes healthy lifestyles and supports the City's sustainability goals. The Plan integrates existing City and regional planning and policies related to bicycling, walking,

¹⁴⁰ LOS D represents high-density, but stable flow. Users experience severe restriction in speed and freedom to maneuver, with poor levels of comfort and convenience.

and public transit, including the City of Oroville Bicycle Transportation Plan (2010), the City of Oroville General Plan (2015 Circulation Element Update), and the Butte County General Plan 2030.

The Feather River Boulevard Revitalization Plan (2013) analyzes the current conditions of Feather River Boulevard, east of SR 70, between Oroville Dam Boulevard and Montgomery Street, and develops a revitalization plan for improving streets. Planning goals include development of attractive, commercial areas, maintaining and enhancing landscapes, streetscapes and gateways within Oroville, and developing major corridors to be aesthetically pleasing with diverse land uses.

The City maintains a Pavement Management System (PMS), which was last updated in 2012-2013. It is anticipated that in early 2023, the City will release a Request for Proposal (RFP) for a new pavement index software platform to reevaluate the citywide pavement condition. This initiative aims to improve the management and planning of roadway resurfacing projects. Similar to the LOS categorization, the PMS is used to prioritize capital needs and inform capital improvement plans. The City is in the process of conducting a pavement assessment specific to the industrial areas. Additionally, the City is in the preliminary stage of a vehicle miles traveled (VMT) analysis, General Plan Circulation Element Update, Greenhouse Gas Inventory Update, and Environmental Review.

Additionally, the City developed the Bicycle Transportation Plan (2010) to enable the City to formalize the location and class of future bikeways and provide a supporting document for the pursuit of bicycle and transportation funding opportunities. The plan also establishes implementation priorities for the continued development of bikeways in the Oroville area.

Regionally, as the Metropolitan Planning Organization, the Butte County Association of Governments (BCAG) is charged with updating the Regional Transportation Plan (RTP) every four years. The Butte Regional Transportation Plan was most recently updated in 2020. The Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) specifies policies, projects and programs necessary over a 20-year period to maintain, manage, and improve the region's transportation system. The 2020 RTP/SCS covers the period between 2020 and 2040. The RTP/SCS provides a foundation for the development of the Federal Transportation Improvement Program, Regional Transportation Improvement Program, and Interregional Transportation Improvement Program. The RTP outlines regional goals regarding highways, streets, and roads; transit; goods movement; non-motorized transportation; intelligent transportation system; energy; air quality; land use strategies; sustainability; and housing. The local responsibility projects included in the RTP for the City of Oroville are primarily plans for expansion and improvement of the biking and pedestrian system in the City. The only local project planned for streets in Oroville in the RTP is the Olive Highway Widening from Oro-Dam Boulevard to Foothill Boulevard.

Additionally, BCAG's SR 162 Corridor Plan (2016) conducts analysis of the SR 162 corridor from SR 70 to Foothill Boulevard with the goal of developing a corridor plan that provides safer and more efficient long-term mobility for both motorized and active transportation travel.

Collaboration

The City of Oroville collaborates on a regional level regarding transportation-related issues through its participation in the BCAG. BCAG is a Joint Powers Agency consisting of the County of Butte, the cities of Biggs, Chico, Gridley, Oroville, and the Town of Paradise. The primary responsibility of BCAG is to prepare all state and federally required transportation plans and programs that are necessary for securing transportation funding for highways, streets and roads, transit, bike and pedestrian facilities, and other transportation modes.

Additionally, the City maintains a mutual aid agreement with Butte County for street maintenance that was initiated in 2013. The agreement provides for City of Oroville to provide signal maintenance assistance to the County, and the County to provide signage and striping services to the City. Other street services may also be provided at the discretion of the two parties. Actual costs incurred by either party in completion of projects is reimbursed to the service provider.

Staffing

Within the Public Works Department, 2.64 full-time equivalents (FTEs) dedicated to street and drainage services have been funded for FY 23-24. Street services are provided by a public works manager (0.5), a lead public works operator (1), a building maintenance technician II (0.2), and an electrician (0.2). . Positions for public works operators I and II were unfunded. The number of funded positions has decreased from 5.76 to 5.64 from FY 22-23 to 23-24.

The City reported that due to highly competitive salaries offered by other similar employers, that hiring and maintaining sufficient and qualified staffing is often a challenge. Consequently, larger projects are often contracted out and the City hires seasonal personnel to meet its fluctuating needs.

Facilities and Capacity

The City of Oroville Department of Public Works is responsible for maintaining approximately 96 miles of paved street, 101 miles of curb and sidewalk, 79 individual alleyways (or 9 miles), six public parking lots, eight bridges, two roundabouts, nine traffic signals, 1,458 streetlights, 2,716 signs, guard rail and pavement markings, two paved bike paths, and a 40-mile multi-use recreational trail. The City also performs roadside weed abatement.

State Routes (SR) 70 and SR 162 are the primary transportation corridors extending through Oroville. SR 70 travels north and south connecting Oroville with Marysville to the south and

Quincy to the northeast. SR 162 runs east-west through the City connecting to SR 99 to the west and Lake Oroville to the east. SR 162 through Oroville is also known as Oroville Dam Boulevard and Olive Highway. Maintenance of the State highways is the responsibility of California Department of Transportation; although, the City provides street sweeping services on the highways. SR 70 primarily serves inter-city and regional travel while the City's roadways serve local trips. One notable exception is SR 162, which serves regional travel to SR 99 to the west and local trips to/from the commercial uses that have developed along the corridor.

Shown in the figure below is the breakdown of Oroville's street pavement mileage grouped by functional class. The pavement condition index (PCI) is discussed in detail in the *Service Adequacy* section.

Classification	Total Center Miles	2013 PCI (100-point scale)
Arterials	29.6	Unknown
Minor Arterials	2.9	Unknown
Collector	6.2	Unknown
Residential/Local	75.5	Unknown
Totals	114.2	Unknown
Source: Pavement Management Program Update, 2013.		

Figure 33 Street Mileage by Functional Class

Beyond vehicular travel, transportation services and planning consist of multiple transportation modes, including bicycles and pedestrians. The City of Oroville has constructed or designated a number of bikeways within the urban area. Current planning efforts emphasize the use of bicycle lanes to increase safety and lessen conflicts between bicyclists and motorists. The quality and convenience of roadways for the bicycle system varies widely in different parts of Oroville. The western and central areas of Oroville typically have more grid street networks that are relatively flat and better for bicycling. In Oroville's eastern areas, steeper terrain and windier roads make bicycling more difficult. Few areas are served by on-street bicycle facilities. Bike lanes exist on Nelson Avenue and Grand Avenue (east of SR 70), Orange Avenue (Montgomery Street to Oroville Dam Boulevard), Lincoln Boulevard (Wyandotte Avenue to Arnold Avenue) and Foothill Boulevard (Olive Highway to Pinedale Avenue). A bike route exists on Washington Avenue (Orange Avenue to Oroville Dam Boulevard). Off-street and unpaved multi-use recreational trails are located on the Feather River and Thermalito Afterbay. These off-street facilities are part of the Brad Freeman Trail, which is a 40-mile loop trail. The City of Oroville General Plan includes a map illustrating the long-term bikeway needs for the Oroville Urban Area.

There are distinct differences in the quality and convenience for users of the pedestrian system in different areas of Oroville. Historic Downtown Oroville (generally north of SR 162) and South

Oroville are close to shopping and have grid street networks with relatively short block lengths that are good for walking. However, much of South Oroville does not have sidewalks, and the streets are narrow, with on-street parking that creates an obstacle for pedestrians. In the eastern part of the Sphere of Influence, steeper terrain, low-density development, and increased distance from destinations make walking less convenient. Pedestrians also have access and use multi-use recreational trails located on the Feather River and Thermalito Afterbay.

Climate Adaptation

The City has set a target to reduce GHG emissions from community activities to 11% below 2010 levels by 2020—a goal referred to in this Climate Action Plan (CAP) as the 2020 emissions reduction target. The Climate Action Plan (2015) includes strategies that target both energy efficiency and renewable energy generation to reduce GHG emissions. The CAP 2010 Community GHG Emissions Inventory identifies the Community Transportation Sector as the greatest contributor to community emissions. This sector includes cars, trucks, and buses, as well as off-road vehicles and mobile equipment.

The Public Works Department is identified as the lead city division for a number of emission reductions strategies. These strategies include pedestrian network improvements, traffic calming, electric vehicle charging stations, and idling ordinance. Since its adoption and implementation in 2015, the City has pursued a number of these projects, including the installation of electric vehicles charging stations in the Downtown area (see below). The CAP describes that inventory updates would conduct in 2017 and 2019 in order to provide information regarding overall trends in community emissions. However, City staff have indicated that no evaluation or monitoring of emissions reductions have occurred since plan adoption.

Consistent with the CAP, the City owns and operates ten J1772-type electric vehicle charging stations located in the City's municipal parking lot on Huntoon Street. Current charging rates are set at \$0.58/kWh + 10% surcharge of energy used.



Determination 10-1 – Climate Adaptation Needs

The City should update its Climate Action Plan in line with current State regulations regarding emission reduction and implement a evaluation and monitoring program.

Infrastructure Needs

The City defines its transportation infrastructure needs in the Pavement Management Plan last updated in 2012-13. The infrastructure needs are prioritized in the Capital Improvement Plan. The City plans to continue this process until all outlined needs from the Pavement Management Plan are addressed. The City is in the process of doing a pavement assessment specific to the industrial areas, which will also be used to inform the future Capital Improvement Plan. It is recommended that the City consider conducting a comprehensive assessment of roadway conditions for areas within the city limits and sphere of influence. The City is in the preliminary stage of a vehicle miles traveled (VMT) analysis, General Plan Circulation Element Update, Greenhouse Gas Inventory Update, and Environmental Review.

Primary transportation projects that are regularly conducted include slurry seal and grinding and overlay for those areas beyond slurry seal. The geographical area in most need of roadway improvements is South Oroville. Additionally, there are local streets with increased traffic flow that are now considered arterials due to growth. These roads are in need of expansion based on type of demand for those areas. For example, there are now trucks making use of these roads, advancing wear and tear beyond regular automobile traffic. These areas are presently being evaluated to assess exact needs.

In 2018 and 2019, the City repaved/resurfaced or slurried 11 sections of roadway as part of its CIP. The City's current CIP is 2020 through 2029. Transportation plans in the CIP throughout the next nine years consist of 20 projects totaling \$47.3 million, entailing \$7.2 million for slurry projects, \$27.3 million for paving projects, and \$12.9 million for Table Mountain Boulevard improvements.

The CIP does not identify funding sources for the projects, with the exception of the Table Mountain Boulevard improvements that will be supported by development impact fees. The City has indicated an intent to use some of the Measure U sales tax revenues and gas tax revenues to address these needs. The amount and what projects these funds will be used for will depend on a plan for use of the Measure U funds that is presently being developed by the City.

The City is actively working to reevaluate roadway conditions and prioritize them based on the Pavement Condition Index (PCI) scoring once the Pavement Management System is in place. The scoring system used to "rate" the condition of a road surface uses a 0 to 100 scale to assign a Pavement Condition Index (PCI) to each road segment. The PCI allows for the assignment of a road restoration technique to the distressed road section.

The most recent PMS study to review and classify the conditions of public roads maintained by the City was conducted in 2013. The City assumes that the road conditions outlined in the 2013 PMS study continue to remain constant due to road improvement projects balancing deterioration. The study classified road conditions as excellent, very good, good, or poor. The results of the road classification and definitions of each classification are as follows:

Condition	Definition	City Mileage	Percentage
Excellent	Generally new or reconstructed within past 3 to 5 years	5.8	5.48%
Very Good	Road requiring only minor routine maintenance	37	39.74%
Good	Road requiring routine maintenance such as crack sealing, minor dig-outs, chip seals, and slurry seals	24	25.78%
Poor	Road requiring repairs beyond routine maintenance, such as an asphalt overlay or reconstruction	27	29.00%

Figure 34 Pavement Management System Road Conditions, 2013

With approximately 29 percent of the roadways classified as being in poor condition based on the PMS, it appears that a considerable portion of the City’s roadways are in great need of improvements.

Bikeways are also an essential part of the roadway system and part of the services provided by the City. Planned bikeways are prioritized in two groups. Paths listed as first priority are considered necessary to facilitate bicycle transportation in the City limits. Second priority bikeways will be added to create connectivity in the regional area. All proposed bikeways are Class I or Class II, unless noted otherwise. Cost estimates for each project are based on 2008 construction costs. The Bicycle Transportation Plan outlines 51 bikeway projects with an

estimated cost between \$10.4 and \$30.1 million.¹⁴¹ Expansion or improvement of bikeways are a priority for the City of Oroville in the Regional Transportation Plan.

Determination 10-2: Streets Infrastructure Needs

Approximately 29 percent of the City’s roadways have been classified as being in poor condition and are in need of improvements.

Determination 10-3: Streets Infrastructure Needs

The City outlines its street related infrastructure needs in its CIP. Exact funding sources have not yet been identified for a majority of the projects planned through 2029, as this will be impacted by the plan for Measure U funds that is presently being developed by the City.

Determination 10-4: Streets Infrastructure Needs

Given the deferred projects resulting from the City’s financing constraints and other changing conditions since the last PMS update occurred, combined with the present development of a plan for Measure U funds, the City should conduct a comprehensive assessment of pavement conditions for all areas within the city limits and sphere of influence to appropriately prioritize needs and allocate funding.

Challenges

The City indicated that maintaining sufficient staffing levels is the primary challenge to providing street and transportation services. Economic impacts from the Camp Fire recovery have increased wages for similar positions with private contractors. The City instead relies on contractors and seasonal staffing to meet demands.

Service Adequacy

This section reviews indicators of street maintenance service adequacy, including deferred maintenance and congestion.

The condition of street pavement is typically evaluated by local agencies using a Pavement Management System (PMS), which regularly evaluates pavement condition and establishes a

¹⁴¹ City of Oroville, Bicycle Transportation Plan, 2010, p. 20.

cost-effective maintenance strategy. Each segment of pavement is rated for distress (i.e., cracks and potholes) and the extent and severity of distress. Having an up-to-date PMS allows the local agency to quickly and efficiently gauge road maintenance needs and efficiently allocate resources. The City updated its Pavement Management Program (PMP) in 2013. The Pavement Condition Index (PCI) is an overall measure of the condition of the road surface based on a scale of zero (failed) to one hundred (excellent). Figure 37 relates PCI range to general pavement condition definitions.

PCI Range	Condition	Description
90-100	Excellent	Little or no distress
70-89	Very Good	Little or no distress, with the exception of utility patches in good condition, or minor to moderate hairline cracks; typically lightly weathered.
50-69	Good	Light to moderate weathering, light load-related base failure, moderate to heavy linear cracking.
25-49	Poor	Moderate to severe weathering, moderate levels of base failure, moderate to heavy linear cracking.
0-24	Very Poor	Extensive weathering, moderate to heavy base failure, failed patches, extensive network of moderate to heavy linear cracking.

Figure 35 PCI Breakdown Descriptions

The City’s current (2023) average PCI on a 100-point scale, with 100 being a new street, is unknown. Similarly, the overall condition of Oroville’s streets is unknown. According to the Metropolitan Transportation Commission (MTC), approximately 75 percent of a pavement’s serviceable life has been expended by the time its PCI rating falls to 60. It is apparent that the City would greatly benefit from a comprehensive assessment of its streets to accurately identify the condition of the streets and related infrastructure needs.

Overall, based on the City’s last PMS update as previously shown in the figure above, about 71 percent of the City’s streets are considered to be in good to excellent condition, which is similar to the results of the evaluation performed during the last MSR; however, that does not accurately reflect the lack of funding needed to maintain the roadways. Since the last PMS update in 2013, any new subdivisions that have been completed and accepted by the City in ‘new’ condition inaccurately skews the total PCI because these roadways are rated much higher and weight the

average PCI towards a higher rating than actual existing conditions. On the other hand, roadways inherited through annexation are significantly deteriorated, many without curbs, sidewalks or drainage improvements, which lowers the average. Further, the new development additional lane miles add a significant area of roadway that will need maintenance, while roadway maintenance funds continue to decline.

In 2018, the State of California average PCI for cities was 65, which is a reflection of a statewide road maintenance problem. With continued deferred maintenance and existing funding climate similar to the City of Oroville, there is a downward trend in PCIs projected in California for the next 10 years. The ideal PCI in order to keep up with preventative maintenance standards is a minimum of 80. The City does not presently have plans to attain a certain PCI with regard to street conditions.

The life cycle of pavement in good condition can be extended through preventative maintenance by applying a thin layer of asphalt mixture, better known as slurry sealing or seal-coating. When pavement is in fair condition—with moderate potholes and cracks—it can be treated with one- to two-inch thick overlays. Pavement with minor structural distress—with significant cracks—often requires rehabilitation, involving grinding of portions of the existing street and application of a thick overlay. Pavement with major structural distress—with extensive cracks—often requires reconstruction involving removal and replacement of the street segment.

Pavement management studies have shown that it is more cost effective to maintain pavement in good condition over its useful life than to let it deteriorate to the point that it requires a major overlay or reconstruction. Deferring maintenance can increase long-term maintenance costs as much as four times greater than a consistent preventative maintenance strategy, according to the Transportation Research Board. Street reconstruction is typically needed once asphalt is 20-35 years old, with the asphalt lifespan depending on the use of preventative maintenance efforts. The City reported that it has prioritized street capital plans based on fragments of the PMS outlining particular needs and the formal PMS evaluation and prioritization system is in the process of being resurrected.

Determination 10-5: Streets Service Adequacy

Based on the City’s previously assessed overall pavement condition index, traffic conditions, and measures to address identified issues, street services provided by Oroville appear to be *minimally* adequate. Given that a thorough review of existing conditions has not been conducted recently, it is unclear where specific needs continue to exist. It is recommended that the City consider conducting a comprehensive VMT assessment and assessment of LOS conditions for areas within the city limits and sphere of influence.

Determination 10-6: Streets Service Present Capacity

The existing capacity of street infrastructure is defined by traffic conditions as categorized by a Level of Service grade. As of the most recent assessment, there were no streets within the City's jurisdiction that exceeded the adopted standard of a LOS of D, indicating sufficient capacity to serve existing demand. However, while costly to achieve, increasing the adopted standard would enhance street efficiency and operations.

Determination 10-7: Streets Service Planned Capacity

To address future capacity needs on roads already within the City's roadway system, the City has established a CIP for projects through 2029. Capacity on potential new development is guaranteed through development standards, and sustainability of services on new additions to the City's roadway system are ensured through funding by development impact fees.

Chapter 11. Stormwater Services

Service Overview

City of Oroville stormwater services, consisting of drainage infrastructure planning and maintenance, stormwater permit compliance, and issuance of grading and erosion control permits, are managed by the City's Public Works Department.

The City is responsible for development and maintenance of a drainage system to direct stormwater off roads and away from water bodies that may overflow and into detention basins.

The City of Oroville is subject to the National Pollutant Discharge Elimination System (NPDES) General Permit for Small Municipal Separate Storm Sewer Systems (MS4) effective 2013.¹⁴² The NPDES MS4 permit requires permittees to develop a guidance document demonstrating the relationship between the stormwater program and their management structure and outlining a clear map to complying with the specific Best Management Practices and Management Measure Requirements outlined in the permit. Under this program, Oroville is required to implement a comprehensive stormwater management program to promote stormwater pollutant load reduction as outlined in the permit.

Grading and erosion control permits are required by anyone moving soil on a site, importing or exporting soil to or from a site, or performing a land disturbance activity such as stockpiling, clearing or grubbing. The City of Oroville also requires a Storm Water Pollution Prevention Plan (SWPPP) to be prepared before the start of any construction projects one acre or larger and before the issuance of a grading permit.¹⁴³

In addition to standard stormwater drainage services and stormwater permit compliance, the City is impacted by the flow of the Feather River and Oroville Dam operations, located upstream from the City. In August 2023, the Oroville City Council entered into a Services Agreement with the Sutter Buttes Flood Control Agency (SBFCA) to provide assistance with managing the City's flood risk reduction efforts.

In February 2017, Oroville Dam's main and emergency spillways were damaged, prompting the evacuation of more than 180,000 people living downstream along the Feather River. Following the damage, the Supplemental Benefits Fund (SBF) was developed with funds provided by the Federal Energy Regulatory Commission (FERC) Settlement Agreement. The intent of the fund is

¹⁴² State Water Resources Control Board, Small MS4 General Permit NPDES No. CAS000004 Water Quality Order No. 2013-0001-DWQ. As amended by Order WQ 2015-0133-EXEC, Order WQ 2016-0069-EXEC, WQ Order 2017-XXXX-DWQ, Order WQ 2018-0001-EXEC, and Order WQ 2018-0007-EXEC.

to ensure that the Feather River, from the Diversion Dam to just below the Afterbay Outlet, remains a treasure to the Oroville Region. The City receives a portion of those funds to supplement recreation activities along the river. While the City is not responsible for the flow of the river and flood protection from the river, it plays a role in regional planning regarding development of recreation infrastructure enhancements. A comprehensive plan for these projects is outlined in the cooperative Feather River Consolidated Master Plan (2017).

Of note are the five county service areas (CSAs) that are county dependent districts that provide drainage services to areas within the city limits and to areas within the SOI. These CSAs are discussed further in the Collaboration section of this chapter.

Planning Documents

The 2014 MSR identified a number of stormwater related planning documents which address future stormwater drainage planning. Additionally, the General Plan also outlines an action item (Action A8.1) to develop, adopt and maintain a stormwater master drainage plan with specific instructions to organize the plan by drainage basin, rather than by project or jurisdiction, and should cover the entire Planning Area based on buildout of the General Plan. However, since the implementation of Post-Construction Requirements which limit post-construction water run-off to pre-construction levels, the concept of drainage master plans is irrelevant.

The Post-Construction Standards Plan was prepared for the City of Oroville to guide project proponents and municipal plan checkers through the various site design requirements of the Phase II Municipal Separate Storm Water Sewer System (MS4) Permit. The purpose of the document is to provide developers with information about how to meet the State Water Board's requirements for mitigating the negative impact of increases in storm water runoff caused by new development and redevelopment.

Staffing

Within the Public Works Department, 2.64 full-time equivalents (FTEs) dedicated to street and drainage services have been funded for FY 23-24. Street services are provided by a public works manager (0.5), a lead public works operator (1), a building maintenance technician II (0.2), and an electrician (0.2). . Positions for public works operators I and II were unfunded. The number of funded positions has decreased from 5.76 to 5.64 from FY 22-23 to 23-24.

The City reported that due to the highly competitive salaries offered by other similar employers, that hiring and maintaining sufficient and qualified staffing is often a challenge. Consequently, larger projects are often contracted out and the City hires seasonal personnel to meet its fluctuating needs.

Determination 11-1: Stormwater Present Capacity – Manpower

Similar to the trend seen across the country, the City is challenged to hire and maintain sufficient and qualified staff due to highly competitive salaries. The ability to maintain sufficient staffing levels impacts the City’s capacity to provide adequate street and stormwater services.

Facilities and Capacity

The City of Oroville currently maintains approximately 60 miles of stormwater drainage pipes and overland trenches, thousands of manholes and drop inlets, plus six regional detention basins. The storm drains in the streets are interconnected and eventually discharged to a storm sewer, ditch or stream. The storm drain inlets are spaced along roadways with most located at low points of the street in order to efficiently collect rainwater. The detention basins were constructed along different branches of Dry Creek to retain peak stormwater events. Mechanical treatment units are also used when necessary to remove trash and other stormwater pollutants. The City maintains a map on its website of all stormwater drainage pipes and detention basins maintained by the City.

Stormwater drainage infrastructure is essential to the safety of Oroville's citizens and their property. The City's stormwater infrastructure is designed and engineered to protect residents in the occurrence of an extreme hydrologic event or more commonly known as a 100-year storm event.

Detention basins provide storage during peak stormwater events. The City currently maintains six regional detention basins along different branches of Dry Creek to detain certain peak stormwater events—Oroville Dam Basin #1, Olive Hwy Basin #2, Foothill Blvd Basin #3, Olive Hwy Basin #4, Canyon Highlands Basin #5, and Olive Hwy Basin #7. The stormwater drainage system eventually discharges into local creeks and rivers.

The City indicated that the South Oroville area has capacity challenges related to stormwater drainage as it was maintained to a different standard by the County. The Master Plan for Street Improvements in South Oroville identified “several partial drainage systems and a host of disjointed and poorly maintained culverts and drainage ditches.” The City is focusing its efforts on this area as it recently took over services there. The Master Plan for South Oroville identified improvements that could possibly be completed in a reasonable time to address the most critical problems. An overall long-term solution will require analysis of hydrologic studies as part of a complete Master Drainage Plan. The City has applied for a grant to address these issues.

The Thermalito drainage area is located north of Oroville in largely unincorporated Butte County with some portions within the city limits. The drainage area consists of 16 drainage basins. The

Thermalito Drainage Master Plan Update was initiated as a joint City/County effort and was readopted in 2012. The area lies entirely within the City's SOI; consequently, preplanning for eventual annexation and service-related needs for existing and new development is considered a best practice.

In the Thermalito area, the storm drainage systems generally consist of open ditches and natural streams. The older urbanized areas have informal roadside ditches leading to grassy open channel collector drains, many of which follow parcel boundaries. These in turn route flow under streets through pipe or box culverts. Many of the smaller culverts are significantly filled with sediment and therefore have less flow capacity than designed. The Thermalito Master Drainage Plan shows that in some areas of Thermalito, even when clear, these culverts do not meet County capacity requirements. There are also some areas where ditches overflow and cause excessive street flooding relative to County Standards and, in some cases, may threaten to flood nearby structures. A topographic survey should be conducted and a five to 10-year master plan should be developed, should the area be considered for annexation. Any new development would be required to mitigate their own storm water impact on site according to city policy.

Planning Capacity

As properties develop within the City, vegetation is removed and replaced with impervious surfaces. These surfaces include streets, parking lots, and rooftop areas. The amount of stormwater runoff after a property develops increases for two reasons: (1) there is less vegetation and exposed ground to soak up the water, and (2) the stormwater leaves the property faster and at higher concentrations because water flows more quickly over concrete and asphalt surfaces than grassy fields. Urban runoff frequently carries various forms of pollution such as rubbish, animal droppings and dissolved chemicals. This untreated water is carried through a system of underground pipes or overland channels, and eventually discharges directly into creeks and rivers. To accommodate for these impacts, the City requires installation of stormwater detention ponds or underground storage tanks to hold back the peak of the storm, and in many instances requires installation of mechanical or biological treatment units to remove trash and other stormwater pollutants. Additional mitigation required by the City includes a SWPPP during construction projects that are one acre or larger.

Even though new development will include measures to mitigate impacts to the receiving storm drainage systems, some impacts, though difficult to quantify, will still occur. Uncertainties related to the function of detention basins, and other measures that may be used to mitigate for impacts from new development, make it impractical to quantify the residual impact of new development that includes some self-mitigating features on the storm drainage system. Therefore, it is reasonable to link some of the master planned storm drainage system capacity, and therefore cost, to potential impacts of new development associated with the uncertainty of the effectiveness of mitigation measures that may be incorporated into these projects. These factors

provide a reasonable justification for requiring all new development projects to contribute to the costs of the projects necessary to both correct present deficiencies and accommodate future new development. The Thermalito Master Drainage Plan concludes that 20 percent of the costs of the measures to correct present deficiencies and accommodate future development can be associated with the potential impacts of future development on parcels larger than one acre due to uncertainty related to mitigation measure performance and flow duration.

Determination 11-2: Stormwater Present Capacity

The City generally has sufficient drainage capacity in a majority of the system within its limits. There are capacity constraints in the South Oroville area that the City is working to address.

Determination 11-3: Stormwater Planned Capacity

The City has appropriately instituted requirements for installation of detention basins on properties great than one acre in size and identified a need for impact fees to correct present deficiencies and accommodate future development.

Determination 11-4: Stormwater Present Capacity – Thermalito

The City, in conjunction with the County, has appropriately developed a Thermalito Drainage Plan (2013) to address existing capacity issues and to identify needs for future developments. Additionally, new developments in the area are now required to incorporate detention basins to mitigate increases in runoff as a result of impervious surfaces and pay development impact fees to fund necessary mitigations.

Determination 11-5: Stormwater Future Capacity – Thermalito

A topographic survey should be conducted and a five to 10-year master plan should be developed should the area be considered for annexation. New developments in the area are now required to incorporate detention basins to mitigate increases in runoff as a result of impervious surfaces and pay development impact fees to fund necessary mitigations.

Infrastructure Needs

To assess its stormwater infrastructure needs and address the identified deficiencies, the City prepared a Master Drainage Plan, which was adopted in 1991. The plan identifies storm drain infrastructure necessary to meet capacity requirements due to increased development and system deficiencies. As the report was developed 30 years ago, it is likely that given

implementation of certain projects and changes in levels of development and related policies, that the report no longer reflects existing conditions and deficiencies.

Necessary storm drainage system improvements were identified in the 2003 Master Facilities Plan for the City of Oroville. It is important to note that the storm drainage improvement projects identified in the 2003 Master Facilities Plan are based on the 100-year flood analyses contained in the 1991 Drainage Master Plan, which was completed prior to the construction of the City's six regional detention ponds in 2002. As such, the drainage projects listed in the 2003 Master Facilities Plan are obsolete. Therefore, the City's drainage system needs to be re-analyzed for the 100-year flood, recognizing the benefit of the regional detention ponds, in order to establish the current drainage improvement needs. During the 2014 MSR process, the City indicated a plan to update the Master Drainage Plan by 2016; however, financial constraints caused delays and the update was not completed. Given the additional sales tax revenue the City has started receiving, funding is sufficient to now carry out the comprehensive update and fully identify all infrastructure needs and deficiencies throughout the City's drainage system.

The City has developed drainage plans specific to the Thermalito and South Oroville areas. The Thermalito Master Drainage Plan lists a need for 34 projects to address existing deficiencies and plan for future growth and development. The projects are estimated to cost a total of \$7.55 million in 2010 dollars. The Master Drainage Plan indicates "a separate accompanying report will address issues related to project funding," which was completed in the form of a Nexus Study (2010) specific to drainage development impact fees. The study calculated that the cost of improvements attributable to development that had occurred to date (existing deficiencies) was approximately \$4.68 million (62 percent), the cost of improvements attributable to new development was \$2.87 million (38 percent). The City established drainage impact fees sufficient to cover future needs associated with new development based on the recommendation of the Nexus Study. Funding for existing deficiencies can be partially offset with County and City fund balances for previously collected impact fees. The City has indicated that it would solicit grants for existing drainage deficiencies to further offset the cost of improvements. The Master Plan for Street Improvements in South Oroville has identified nine drainage projects that can be completed in the immediate future to address the easily identifiable deficiencies in the area. A cost estimate for these projects was not included in the plan.

Current City drainage needs are represented in the City's 10-year capital improvement plan; although, if there is a lack of funding or absence of a comprehensive documentation of existing deficiencies all current infrastructure needs may not be fully represented. The existing CIP for the period from FY 20 to FY 29 specifies one solely drainage project for the 10-year period. The Wyandotte Culvert project occurred in 2020 at a cost of \$300,000. Certain drainage system improvements are also included in the street improvement projects, such as the Table Mountain Improvement project to be completed through 2022. A comprehensive drainage study needs to be conducted in South Oroville to properly assess drainage insufficiencies and prioritize drainage needs.

Determination 11-6: Stormwater Infrastructure Needs

The City does not maintain a comprehensive list of drainage infrastructure needs, as the citywide Master Drainage Plan *is outdated and obsolete*. Specific area drainage plans identify certain deficiencies; however, further detailed analysis is necessary to compile a complete list of all existing drainage needs within the City and its SOI.

Determination 11-7: Stormwater Infrastructure Needs

An update to the Master Drainage Plan should be a high priority for the City and is fundamentally necessary to properly evaluate current budget projections, development proposals, and future annexations.

Collaboration

There are three active county service areas within and adjacent to the City that provide financing for drainage related services. CSA 95 (Copley Acres) is located on the east of the City of Oroville. The CSA is located entirely in the unincorporated area of the City's SOI. CSA 173 (Melrose Estates) is located immediately to the north of CSA 95 and is also located in the City's SOI. CSA 181 (Palm Crest Village) is located in the Thermalito area to the northwest of the City and within its SOI. At present, the County maintains the drainage systems within these CSAs and CSA funds are used to reimburse the County for its maintenance efforts. As the City moves forward within annexations of the territory within its SOI, and the CSAs are subsequently dissolved, there should be a plan to address the structure of these and other street and lighting CSAs in the area. It would be logical for the City of Oroville to assume full responsibility for maintenance of the stormwater drainage infrastructure within CSAs 95, 173 and 181 upon annexation.

Challenges

The primary challenge to providing adequate drainage services within the city limits as identified by the City, is addressing the number of drainage deficiencies in the South Oroville area. However, the City has compiled a plan with the immediate needs and applied for grant funding to address these issues.

Outdated plans also pose a significant challenge to the City in providing adequate service levels by hindering proper planning for service related needs. Without comprehensive and up-to-date master plan and area-specific plans, there is no basis to identify existing conditions, prioritize and fund infrastructure needs. It is essential that the City update these documents to take into

consideration all work that has been completed, existing conditions and any changes since the previous master plan and develop a comprehensive funding plan. The City lacks a department-wide Computerized Maintenance Management System (CMMS) and updated GIS layers for the south Oroville area. Plans are in place to implement the CMMS system in 2024.

Service Adequacy

This section reviews indicators of stormwater service adequacy including compliance with NPDES permit requirements and regular infrastructure inspection and maintenance.

The federally mandated National Pollutant Discharge Elimination System (NPDES) Phase II Stormwater Program is an effort to preserve, protect, and improve the nation's water resources from polluted runoff. The City of Oroville is required to hold and implement the provisions of a State issued stormwater permit with the intent of protecting water quality. The required components of the federal NPDES Phase II Stormwater permit are:

- Program Management,
- Education and Outreach,
- Public Involvement and Participation,
- Illicit Discharge Detection and Elimination,
- Construction Side Runoff Controls,
- Pollution Prevention and Good Housekeeping,
- Post Construction Stormwater Management,
- Water Quality Monitoring, and
- Program Effectiveness Assessment and Improvement.

The City of Oroville received its initial NPDES permit¹⁴⁴ for the discharge of stormwater from the State of California in 2013. The City's MS4 permit is segmented into five-year increments with each year having specific tasks to be completed within the prescribed year. The City incorporated Best Management Practices (BMPs) requirements into its municipal code in 2015.

In 2015, the State Water Resources Control Board (State Water Board) adopted statewide Trash Amendments. These Trash Amendments established a statewide water quality objective prohibiting trash discharge to surface waters of the State. To meet this objective, the State is requiring that trash entering the City's storm drains be captured before entering the receiving water (creeks). To comply with the Order, the City has until 2030 to develop a Trash Management

¹⁴⁴ Phase II Small MS4 General Permit Order No. 2013-0001-DWQ, NPDES General Permit No. S000004.

Plan and implement the Trash Amendments. Until that time, the City operates under a waiver from this requirement, issued by the State Water Board.

Determination 11-8: Stormwater Service Adequacy

In 2013 the City was issued an MS4 permit and is working to meet the requirements. The MS4 permit is segmented into five-year increments with each year having specific tasks to be completed within the prescribed year. It is recommended the City enhance transparency regarding the status of its MS4 permit compliance efforts by posting status updates on its website.

Chapter 12. Wastewater Services

Service Overview

The City of Oroville provides wastewater collection services to a portion of the City's boundary area. In addition, two other agencies provide wastewater collection services within the City consisting of the Lake Oroville Area Public Utility District (LOAPUD) and the Thermalito Water and Sewer District (TWSD). Wastewater treatment is provided by the Sewerage Commission-Oroville Region (SC-OR) formed through the Joint Powers Agreement (JPA) of these three agencies.¹⁴⁵

The City's sewer collection utilities are a self-supporting enterprise funded by sewer services rates.¹⁴⁶ Revenue is primarily generated from two sources that include monthly sewer service rates and development impact fees. Sewer service rates provide the source of funds for operations and management, system rehabilitation, and system replacement. Development impact fees are paid by new users and provide a source of funds for new capacity.¹⁴⁷

Service Area

The existing system has 3,703 residential dwellings (accounts) and 2,270.5 acres of sewered territory.¹⁴⁸ Approximately 53 percent of the City's sewer 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. The commercial area is concentrated in the downtown area and along the City's major roads.¹⁴⁹

As can be seen from Figure 38, the City provides wastewater collection services to the majority of the incorporated city limits and some additional areas outside the City bounds.¹⁵⁰ The City serves 19 parcels outside of its boundaries.¹⁵¹ These connections were added in 1962 for newly constructed housing to accommodate the workers who built the Oroville dam.

¹⁴⁵ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 97.

¹⁴⁶ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 98.

¹⁴⁷ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 8-1.

¹⁴⁸ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 5-8.

¹⁴⁹ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 2-1.

¹⁵⁰ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 5-1.

¹⁵¹ Provided by the City of Oroville, 2021.

There are approximately 140 septic systems within the City including six commercial and 134 residential. These systems are scattered throughout the outlying areas of the City.¹⁵²

The Lake Oroville Area Public Utility District (LOAPUD) provides sanitary sewer collection services mostly for the unincorporated areas east and south of the City of Oroville, including the State Recreation Area at Bidwell Canyon and Loafer Creek. LOAPUD also provides service to a small portion of the population residing within the southern boundary of the City of Oroville.¹⁵³

The Thermalito Water and Sewer District (TWSD), is located west of the City of Oroville and provides wastewater collection services to customers in the City of Oroville and adjacent unincorporated areas of Butte County. The airport is within TWSD's service area, but the area between the Thermalito Afterbay and the airport is outside TWSD's service area.¹⁵⁴ With regard to areas of future city growth, as TWSD is a member of the JPA with SC-OR, there would not be any conflict. TWSD currently serves across jurisdictional boundaries, and the City reported that it will continue to work collaboratively with TWSD as growth occurs.

The present service area structure in the City where its boundary area is served by three different providers is the natural continuation of a prior service structure (before annexations occurred) based on infrastructure ownership and location. This service structure is expected to stay in place for at least the lifespan of this MSR update.¹⁵⁵

¹⁵² Provided by the City of Oroville, 2021.

¹⁵³ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 101.

¹⁵⁴ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 101-102.

¹⁵⁵ Interview with the City of Oroville, 2020.

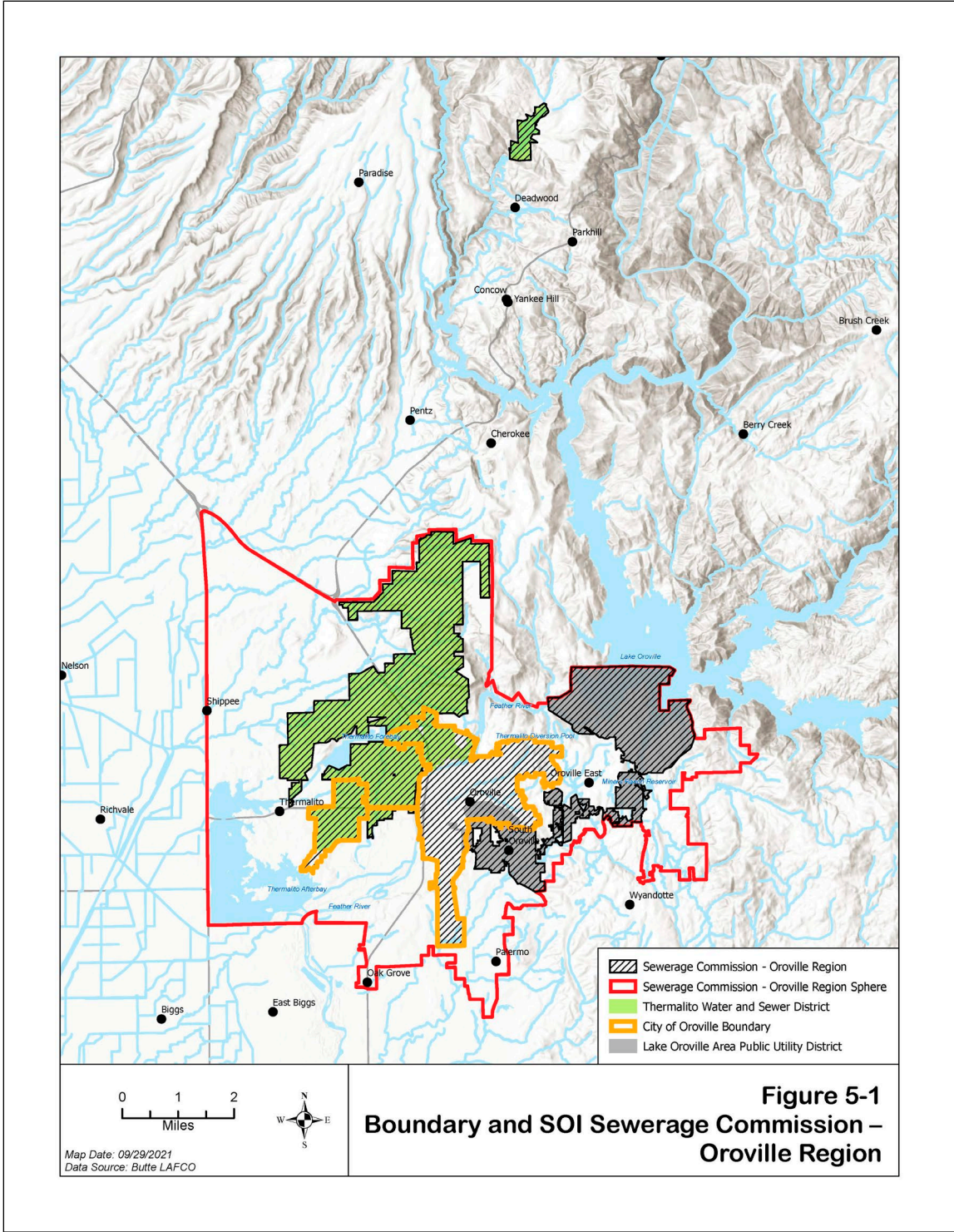


Figure 36 Oroville Area Wastewater Treatment Providers

Collaboration

In its provision of wastewater services, the City relies on two other agencies. Its sewerage collection system discharges into the SC-OR interceptor system. The collection system also links to TWSD infrastructure for additional conveyance needs. The City has formal agreements with both agencies that include fiscal obligations. These obligations are passed through to the system users.¹⁵⁶

The City is a member agency of the SC-OR joint powers agreement (JPA) regarding treatment for the three member agencies. The JPA is described in further detail in the *Treatment* section of this chapter.

The City last renewed its Sewer Service Agreement (SSA) with TWSD on March 20, 2010. The agreement dictates a passthrough fee for operations and maintenance of the East Interceptor and an obligation for the replacement of the TWSD East Interceptor,¹⁵⁷ which is discussed later in the *Facilities and Capacity* section.

Planning

In its 2030 General Plan, the City sets as its goal to “collect, treat and dispose of wastewater in ways that are safe, sanitary, environmentally acceptable, and financially sound.”¹⁵⁸ To achieve this goal, Oroville has adopted the following policies.¹⁵⁹

- ❖ **P7.1** Ensure that adequate wastewater collection and wastewater treatment services continue to be available to developed properties throughout the Planning Area.
- ❖ **P7.2** Coordinate with each sewer service entity to ensure that adequate advance planning is accomplished to ensure adequate service will remain available to serve the existing and projected population.
- ❖ **P7.3** Require all development that is in areas that are currently served or could be feasibly served by sewers to be connected to a sewer conveying wastewater to the SC-OR treatment plant.
- ❖ **P7.4** The approval of new urban development shall be conditioned on the availability of adequate long-term capacity for wastewater conveyance, treatment and disposal sufficient to service the proposed development. The agencies that provide services to new development will be primarily responsible for making determinations regarding adequate availability.
- ❖ **P7.5** If downstream lines are determined by the City to be inadequate, the developer shall provide facilities to convey the additional sewage expected to be generated by the development. New development shall not be permitted until adequate facilities are

¹⁵⁶ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 8-2.

¹⁵⁷ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 8-2.

¹⁵⁸ Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-31.

¹⁵⁹ Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-32-33.

available to convey the additional sewage associated with the development. The developer must demonstrate that adequate facilities will be available at the time of Final Map approval.

- ❖ **P7.6** Continue to support the SC-OR requirements that, if necessary, industrial water users pretreat wastewater on-site prior to discharging into the sewer system, or into any permeable conduit or basin that ultimately could lead to groundwater contamination.
- ❖ **P7.7** Encourage consolidation of sewer and water infrastructure provision under a single agency.
- ❖ **P7.8** Work with LAFCo to support the coordination of special districts providing sewer service to adjust service area boundaries, where beneficial.
- ❖ **P7.9** Encourage SC-OR to begin planning and implementing expansions to the existing Regional Wastewater Treatment Master Plan to meet future demand for wastewater treatment generated by this General Plan at least four years prior to reaching the capacity of existing facilities.
- ❖ **P7.10** Ensure that all new and repaired sewer collection and transmission systems are designed and constructed in such a manner as to minimize potential inflow and infiltration.
- ❖ **P7.11** Installation of sewer lines should occur concurrently with construction of new roadways to maximize efficiency and minimize disturbance from construction activity.
- ❖ **P7.12** Ensure that on-site wastewater disposal, particularly septic systems, for areas that are not served by sewers connected to the SC-OR treatment plant is in compliance with Chapter 4.5 (commencing with Section 13290) to Division 7 of the California Water Code (AB 885), the requirements of the Regional Water Quality Control Board, Region 5, and Butte County's sewage disposal codes.
- ❖ **P7.13** Monitor the effectiveness, cooperation and functions of SC-OR through and by its member agencies for the interest of the public and implementation of this General Plan.
- ❖ **P7.14** Support SC-OR's actions to fund the expansion of its treatment plant.

In addition to its planning efforts in the General Plan, the City has established a program for continued sewer upgrades and rehabilitation through the Sanitary Sewer Master Plan adopted in 2013. In 2019, the City also adopted a legally required Sewer System Management Plan that sets goals to properly manage, operate and maintain the wastewater collection system to reduce and prevent sanitary sewer overflows (SSOs) and mitigate SSOs that occur.

Staffing

The City's Public Works Department is responsible for the City's sewage collection system.¹⁶⁰The sanitary sewer crew, which is a component of the Public Works Department consists of six workers and one manager dedicated solely to wastewater operations and maintenance.

¹⁶⁰ <https://www.cityoforoville.org/services/public-works-department>

The City currently uses a combination of on-the-job training, and conferences, seminars, and other opportunities to train its collection system staff. The goal is for each member of the crew to have at least a Grade 2 or Grade 3 wastewater operator certification from the State Water Resources Control Board.¹⁶¹

The City's contract language requires contractors working in the collection system to provide training for their employees in collection system operations and response to collection system blockages/overflows.¹⁶²

Facilities and Capacity

Collection

The City maintains approximately 66.6 miles of sanitary sewer gravity mains with approximately 1,189 manholes and over 2.1 miles of force main. The City also maintains seven primary sewer lift stations, one secondary lift station, and two flow meters.¹⁶³ Most of the collection system is over 30 years old. The central and western areas of the City are relatively flat, but the ground terrain changes considerably to the east and south.¹⁶⁴

The City's sewer system conveys wastewater to the wastewater treatment plant (WWTP) owned and operated by the SC-OR. TWSD and LOAPUD maintain and operate their own wastewater collection systems that discharge into the SC-OR plant.¹⁶⁵

The City of Oroville collection system pipe diameters range from four to 36 inches. The larger interceptors are generally owned by SC-OR and range in diameter from 18 inches to 36 inches; they are the major pipes tributary to the WWTP. The City has three major trunk sewers that are tributaries to either the SC-OR interceptors or the WWTP.¹⁶⁶

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.¹⁶⁷

¹⁶¹ City of Oroville, *Sewer System Management Plan*, 2019, p. 7.

¹⁶² City of Oroville, *Sewer System Management Plan*, 2019, p. 8.

¹⁶³ City of Oroville, *Sewer System Management Plan*, 2019, p. 1.

¹⁶⁴ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 5-1.

¹⁶⁵ Carollo, *Sanitary Sewer Master Plan*, 2013, p. ES-2.

¹⁶⁶ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 5-1.

¹⁶⁷ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 5-4.

Generally, the City's collection system is in good condition for existing users, except for isolated areas of older pipe. Any discovered problems are rehabilitated through the ongoing repair and upgrade program.

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)¹⁶⁸ In an effort to address this issue the City has rehabilitated and relined sanitary sewer pipes and performed other repairs, such as internal patching and manhole 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.¹⁶⁹

Treatment

The City does not own or operate any wastewater treatment facilities. Wastewater collected by the City's collection system is treated and disposed of at the WWTP owned and operated by SC-OR established in 1971 by a Joint Powers Agreement (JPA) of the City of Oroville, TWSD and LOAPUD.¹⁷⁰ The service area for the SC-OR encompasses approximately 24,000 acres.¹⁷¹

The JPA was established to achieve a regional solution to the member agencies' respective sewage disposal needs. Since its establishment the agreement has been amended multiple times to change the name of the JPA and to restructure its governing board and staff. The last time the agreement was renewed and amended was in 2010 for the term of 20 years.¹⁷²

SC-OR is empowered to acquire, construct, operate, maintain, repair, and replace Regional Sewerage Facilities. All facilities are owned by SC-OR without specific or individual allocation of ownership interests or capacities to the member agencies. Each entity is entitled to add connections and originate additional flows within its own service area in accordance with the established rules of SC-OR.¹⁷³

The operations of the agency are overseen by the Board of six commissioners comprised of two commissioners appointed from each member entity. Each member entity pays the Commission quarterly a sewer user charge, which is based on the number of dwelling units, or their equivalents, connected to the SC-OR facilities within the respective service areas. Each member entity also pays fees for excess flows or infiltration based on an established formula. In addition

¹⁶⁸ Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-25.

¹⁶⁹ Interview with the City of Oroville, 2020.

¹⁷⁰ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 97.

¹⁷¹ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 102.

¹⁷² Amended Joint Exercise of Powers among the City of Oroville, the Lake Oroville Area Public Utility District and the Thermalito Water and Sewer District, 2010.

¹⁷³ Amended Joint Exercise of Powers among the City of Oroville, the Lake Oroville Area Public Utility District and the Thermalito Water and Sewer District, 2010.

to the sewer user charges and infiltration charges each member pays the Commission a regional facility charge based on any increase in the use of a regional facility by the respective agency. From time to time, the Commission also charges administrative fees.¹⁷⁴ Historically, connection rates to the SC-OR facility have grown at a rate of roughly one percent a year.¹⁷⁵

SC-OR is responsible for the operation and maintenance of the wastewater treatment plant and three interceptor lines (or trunk lines) that collect wastewater discharges from the three member entities.¹⁷⁶ The treatment plant utilizes a conventional activated sludge process with filtration and is located at the South 5th Avenue site in Oroville. Treated effluent is discharged to the Feather River.¹⁷⁷ The treatment plant and interceptor lines are less than 30 years old and are generally in good condition.¹⁷⁸

SC-OR is responsible for meeting the pollution discharge and water quality standards defined by the federal National Pollutant Discharge Elimination System (NPDES) permit and State Regional Water Quality Waste Discharge Requirements.¹⁷⁹

The treatment plant is permitted by the Central Valley regional water quality control board (RWQCB) to receive, treat and discharge a maximum of 6.5 million gallons per day (mgd) daily dry weather flow (July through September). The RWQCB has no limitation of wet weather flow discharges from the plant (October through June).¹⁸⁰ As of 2019-2020, the SC-OR treatment plant received an average dry weather flow of 1.08 mgd and an average wet weather flow of 1.35 mgd. Effluent discharge from the plant is expected to increase to approximately 5.2 mgd by 2040.¹⁸¹

When wet weather flows at the plant exceed the plant's maximum daily wet weather flowrate of 15.5 MGD, excess flow is diverted to one or two equalization basins (storage ponds) with a reported total temporary storage capacity of 26.5 million gallons. The basins temporarily store peak flows during the time necessary for the storm event and peak flows to drop below the plant's maximum throughput level. The temporarily stored wastewater is then processed through the plant.¹⁸²

¹⁷⁴ Amended Joint Exercise of Powers among the City of Oroville, the Lake Oroville Area Public Utility District and the Thermalito Water and Sewer District, 2010.

¹⁷⁵ Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-30.

¹⁷⁶ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 102.

¹⁷⁷ Amended Joint Exercise of Powers among the City of Oroville, the Lake Oroville Area Public Utility District and the Thermalito Water and Sewer District, 2010.

¹⁷⁸ Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-29.

¹⁷⁹ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 102.

¹⁸⁰ Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-30.

¹⁸¹ Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-30.

¹⁸² Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-30.

SC-OR currently has capacity for over 2,300 new homes.¹⁸³ In anticipation of future growth, SC-OR has recently completed a master plan, which provides for growth in Oroville over the next 20+ years. The plan calls for \$45 million in modifications to be completed as growth occurs and as new environmental regulations are imposed. New users will pay for plant expansion via connection fees, while plant modifications required by new regulations will be paid for by existing ratepayers using state revolving fund (SRF) loans or bonds.¹⁸⁴

Determination 12-1: Wastewater Facility Sharing

The City practices extensive wastewater facility sharing through its agreements with Thermalito Water and Sewer District for use of its interceptor to transfer flow to the wastewater treatment plant and through its membership in the Sewerage Commission-Oroville Region (SC-OR) joint powers agreement for operations and maintenance of the regional treatment facility.

Capacity

The City's existing average dry weather flow (ADWF) is estimated to be 1.3 million gallons per day (mgd). 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 2019.¹⁸⁵

The City's collection system is generally sufficient to meet current demands. However, the pipelines are not large enough to support additional growth. A capacity analysis conducted for the City's collection system as part of the City's Sanitary Sewer Master Plan update from 2013 found that 35 percent of the manholes and 11 percent of the sewer pipes are undersized to convey anticipated flows in 2030.¹⁸⁶

The City's sewerage area is estimated to increase significantly from 1,947 acres in 2013 to 12,035 acres (excluding TWSD and LOAPUD service areas) by 2030. Growth is expected to occur most significantly in and around the boundary of the existing system, particularly in the south, west, and east areas of the system (Basins 1, 5, 6, and 8).¹⁸⁷ In addition, some growth will be infill development of vacant parcels.¹⁸⁸ The City's system is expected to grow to approximately 6.45 mgd through buildout of the collection system.¹⁸⁹

¹⁸³ <https://www.sc-or.org/sc-or-today>

¹⁸⁴ <https://www.sc-or.org/sc-or-looking-ahead-plan-for-the-future>

¹⁸⁵ Flow information provided by the City of Oroville, 2020.

¹⁸⁶ Placeworks, *Oroville 2030 General Plan*, 2015, p. 8-25.

¹⁸⁷ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 5-9.

¹⁸⁸ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 6-6.

¹⁸⁹ City of Oroville, *Sewer System Management Plan*, 2019, p. 1.

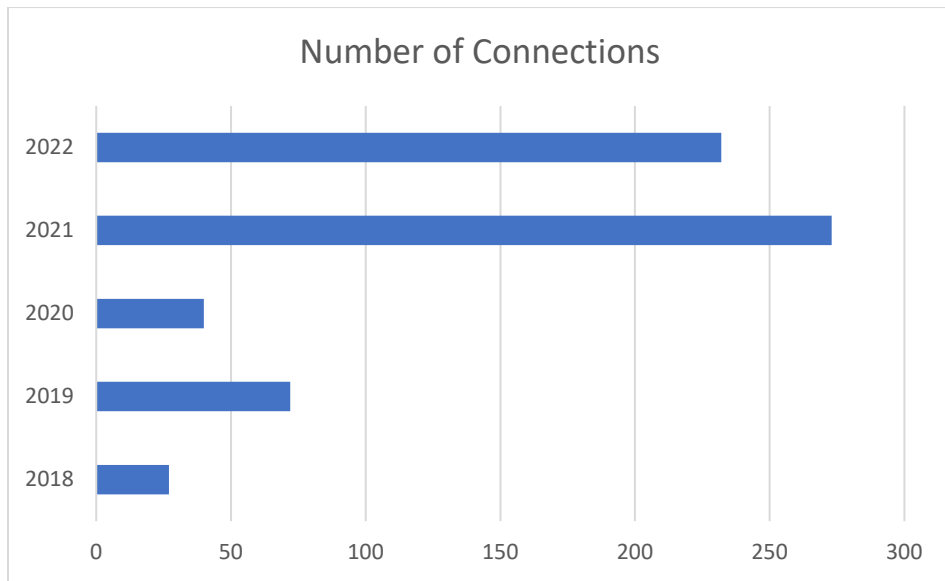


Figure 37 New Sewer Connections by Year

Additionally, due to the Camp Fire affecting the nearby Town of Paradise, future residential expansion is likely. Figure 46 reflects the increase in new sewer connections to the City’s system over a 5-year period. The number of connections increased by 859-percent over the 5-year period. These connections are attributed to several new housing developments in the wake of the Camp Fire.

The collection system capacity analysis revealed a moderate impact from the developments in the eastern area of the City. The greatest impacts to the system are development in the western and southern portions of the City.¹⁹⁰ Another significant impact on the system is foreseen to be from unexpected growth catalyzed by natural disasters in Butte County and its surroundings. A Municipal Service Review of Oroville Area Sewer and Water Providers to evaluate sewer and water services in the Oroville region was completed and adopted by LAFCo in 2023. This document makes determinations about capabilities and needs to best accommodate growth.¹⁹¹

¹⁹⁰ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 6-6.

¹⁹¹ Butte Local Agency Formation Commission, Request for Proposals for Oroville Area Sewer and Water Providers, 2021.

In 2013, Carollo Engineers analyzed the City’s collection system capacity and found that the majority of deficiencies were due to I/I from storm events.¹⁹² Additionally, one pump station was found to be deficient.¹⁹³ All of the identified deficiencies have been included in the City’s CIP.¹⁹⁴

Overall, the 2013 study also found that the City’s collection system did not have adequate capacity to convey wet weather flows in certain areas.¹⁹⁵ Based on the previous brief discussion of the City’s I/I problems in the *Collection* section, it appears that many of the identified deficiencies continue to exist. Additionally, the study showed that under dry weather flow conditions the system performed well; however, under future dry weather flow conditions, 11 percent of the pipes were capacity deficient. Thus, the large number of deficiencies can be attributed to a significant increase in dry weather flows over the planning period and I/I values within the existing system that are above industry standards.¹⁹⁶ The City continues to conduct the necessary repairs listed in the CIP and the sewer system management plan (SSMP). For example, in 2021, Oroville is planning to conduct the Table Mountain improvements that consist of installing a parallel pipe from Nelson to Riverview to increase capacity.¹⁹⁷

The City and TWSD had also jointly conducted an analysis investigating the capacity of TWSD’s East Interceptor. By agreement, the City uses the East Interceptor to convey flows from Subbasins 5 and C1 to the SC-OR Westside Interceptor. The East Interceptor was determined to have excess capacity at that time.¹⁹⁸ Since then, the East Interceptor has been entirely replaced,¹⁹⁹ with the City having paid 75 percent of the costs. The maintenance and repair of the Interceptor are the responsibility of the City.²⁰⁰

Determination 12-2: Wastewater Collection Present Capacity

With the exception of deficiencies resulting from infiltration and inflow, the City’s collection system is generally sufficient to meet current demands. However, the pipelines are not large enough to support additional growth with 35 percent of the manholes and 11 percent of the sewer pipes undersized to convey anticipated flows in 2030.

¹⁹² Carollo, *Sanitary Sewer Master Plan*, 2013, p. 6-6.

¹⁹³ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 6-13.

¹⁹⁴ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 6-6.

¹⁹⁵ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 6-13.

¹⁹⁶ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 6-13.

¹⁹⁷ Interview with the City of Oroville, 2020.

¹⁹⁸ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 6-15.

¹⁹⁹ Interview with the City of Oroville, 2020.

²⁰⁰ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 100.

Determination 12-3: Wastewater Treatment Present Capacity

Existing dry and wet weather flows at the treatment plant are well within permitted capacity, meaning there are no existing constraints on capacity at the plant and it is capable of serving all present demand.

Determination 12-4: Wastewater Planned Capacity

The City needs to update its master plan to fully address anticipated impacts from growth in demand on the collection system. With regard to treatment capacity, the Sewerage Commission - Oroville Region has completed a recent master plan addressing anticipated needs through 2040.

Determination 12-5: Wastewater Planned Capacity

City's Sanitary Sewer Master Plan update found that 35 percent of the manholes and 11 percent of the sewer pipes are undersized to convey anticipated flows in 2030. It is further recognized that the City sewage collections system is not large enough to support additional growth and may impede future annexations until capacity issues are mitigated.

Determination 12-6: Wastewater Planned Capacity

It is acknowledged that the City's I/I problems in the *Collection* section were identified in the City's 2014 MSR, and it is concerning that seven years later, identified deficiencies continue to exist.

Infrastructure Needs

As was mentioned before, the City's infrastructure needs are included in its CIP and SSMP. The CIP includes the rehabilitation and replacement of its collection system assets where conditions warrant.²⁰¹ The elements of the City's sewer system operations and maintenance (O&M) program include:²⁰²

- Proactive, preventive, and corrective maintenance of gravity sewers,
- Ongoing CCTV inspection program to determine the condition of the gravity sewers,

²⁰¹ City of Oroville, *Sewer System Management Plan*, 2019, p. 7.

²⁰² City of Oroville, *Sewer System Management Plan*, 2019, p. 7.

- 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.
- The implementation of a department-wide computerized Maintenance Management System (CMMS) and updated GIS layers for the south Oroville area. Plans are in place to implement the CMMS system in 2024.
- Implementation of a city-wide Fats, Oils, and Grease (FOG) program, which includes community outreach and education.
- Installation of flow meters at lift stations
- Emergency by-pass pumping for critical lift stations.
- Implementation of SCADA at lift stations by 2026

In 2009, the City calculated sewer service rate increases necessary to raise revenue to initiate approximately \$14 million dollars in sewer system rehabilitation improvements to the collection system, while continuing to perform normal operation and maintenance. The City estimated at that time that the \$14 million dollars of overall system rehabilitation would take approximately 15 years to complete. Staff calculated a rate increase schedule of modest rate increases over seven consecutive years to provide the necessary funding of \$14 million additional dollars over 15 years. Since 2010, the City has spent approximately \$2 million on capital equipment and system rehabilitation (slip lining, pipe patching, etc.).²⁰³ The City continues to undertake rehabilitation projects, such as repair, relining and replacement of 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 manholes. The City is planning to spend about \$3.1 million between 2020 and 2029 on wastewater projects listed in the CIP. Apart from the projects identified in the CIP, the City would also like to rehabilitate its lift stations.²⁰⁴

The CIP also includes several pipeline conveyance improvements required to increase the capacity of the collection system to meet future buildout conditions. The pipeline conveyance improvements range in diameter from eight inches to 24 inches and involve the replacement of approximately 40,600 feet of pipeline. In addition, 10 new pump stations and approximately 92,900 feet of new 4-inch to 21-inch pipeline are needed as backbone facilities to accommodate future growth.²⁰⁵

²⁰³ Butte Local Agency Formation Commission, *City of Oroville Municipal Service Review*, 2014, p. 99.

²⁰⁴ Interview with the City of Oroville, 2020.

²⁰⁵ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 7-2.

Determination 12-7: Wastewater Infrastructure Needs

The City has appropriately outlined sewer infrastructure needs in its CIP and SSMP. It should be a high priority for the City to actively implement these plans to make improvements to address rehabilitation of deficient portions of the system, particularly areas subject to excessive infiltration and inflow, and areas where there are capacity constraints.

Service Adequacy

This section reviews indicators of service adequacy including regulatory compliance, sewer overflows, and collection system integrity.

Since the completion of the last MSR, between January 1, 2014 and December 31, 2020, the City has been issued no formal violations for its collection system. However, there were four informal enforcement actions issued for the City's collection system during the same period, three of which took place in 2014 and one in 2015, and all of which were for sewer system overflows that occurred.

Wastewater agencies are required to report sewer system overflows (SSOs) to the State Water Resources Control Board (SWRCB). Overflows reflect the capacity and condition of collection system piping and the effectiveness of routine maintenance. The sewer overflow rate is calculated as the number of overflows per 100 miles of collection piping per year. Since the completion of the last MSR (2014 through 2020) the City had 23 SSOs, six of which occurred in 2014, four in 2015, three in 2016, three in 2017, three in 2018, three in 2019, and one in 2020. The City averaged just under 4 sewer overflows per year over the last seven years; adjusted for the rate per 100 miles of collection piping the number of SSOs averaged 4.9 per year. Although the number of SSOs has decreased since the last MSR period (40 SSOs between 2007 and 2014) the rate remains fairly high compared to other providers in the State that averaged 2.78 spills per 100 miles of collection piping.²⁰⁶

Inflow and infiltration (I/I) is water that enters the sewer system through breaks, gaps, and joints during rain, flood, and high water table conditions. Infiltration typically creates long-term annual volumetric problems. The major impact is the cost of pumping and treating the additional volume of water, and of paying for treatment. The age and condition of the collection system facilities impact the quantity of inflow and infiltration allowed to enter the system. Typically, older sewer pipes have a greater potential of allowing significant infiltration and inflow into the collection system. Older pipelines should be a priority when considering pipelines for rehabilitation.

²⁰⁶

https://www.waterboards.ca.gov/about_us/performance_report_1920/plan_assess/124_sanitary_sewage_overflow.html, accessed May5, 2022.

The peaking factor²⁰⁷ of a wastewater system (one of the indicators of I/I) is determined by the ratio of the peak day wet weather flow over average dry weather flow, which in essence indicates how much additional flow has entered the system during a severe rain event. The City's peaking factor in 2020 was 3.8. Generally, a peaking factor of under 3 is considered within the industry standard. It appears, based on the peaking factor that I/I continues to be an issue for the City, as was previously discussed in the *Facilities and Capacity* section.

Carollo Engineers estimated that new development would have lower I/I rates due to new collection systems utilizing contemporary pipe and manhole materials and constructed with appropriate quality control procedures. The I/I rate for new development was applied to all future sewer properties within the SOI and was estimated at 3.5 mgd.²⁰⁸

Another metric typically used to quantify the severity of the system's I/I is the R-value.²⁰⁹ R-Values tend to better express the severity of infiltration while peaking factors express the severity of inflow. The R-value is defined as the percentage of rainfall volume that makes it into the collection system as I/I. The R-values vary from 0.2 percent to 9.4 percent. In 2013, the system-wide average R-Value was approximately 4.4 percent, which was less than the threshold value of five percent.²¹⁰ The R-Value estimates have not been updated since then. Based on the peaking factor and the R-Value, it appears that the City faces more of a challenge with inflow than infiltration.

Determination 12-8: Wastewater Service Adequacy

Based on regulatory compliance, sewer system overflows, and collection system integrity, the City's wastewater collection services appear to be adequate; however, there continues to be an opportunity for improvement with regard to inflow into the system and reducing SSO's. This has been a historically significant concern and will require prompt attention to not impede future developments and annexations. [OBJ]

²⁰⁷ The inflow component of rainfall dependent infiltration and inflow (RDI/I) is measured using peaking factors (PFs). PFs define the extent of peak flows in the collection system. The PF method is defined as the hourly PWWF divided by the average DWF. A PF of three is typically used in the design of new sewers. A PF greater than five usually indicates potential inflows into the sewer system.

²⁰⁸ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 5-18.

²⁰⁹ The R-Value method is defined as the volume of I/I for the storm event divided by the total volume of rainfall over a basin. The calculated R-Values are specific to the storm event being quantified and thus different storm events will yield different values. Collection systems with R-Values less than 5 percent are generally considered to have acceptable infiltration.

²¹⁰ Carollo, *Sanitary Sewer Master Plan*, 2013, p. 4-8.

Chapter 13. Governance Structure Options

Several governance structure options have been identified for the City of Oroville in the process of this Municipal Service Review. Most of the options are related to municipal service restructuring. The following options are an aid to the City of Oroville in its analysis of prospective changes of organization as it evaluates potential solutions to the identified problems and challenges and ways of enhancing efficiency of service provision. Any of the governance structure options considered would require further in-depth studies to assess costs and benefits.

Sewer and/or water service consolidation. There are a total of seven (7) service providers, providing water (3) and wastewater services (4) to a relatively small geographic area of the City of Oroville. The Sewer and Water Providers for the Oroville Area Municipal Service Review (2023) identifies several restructuring options that would facilitate the consolidation of these services, including:

1. **One Agency:** Reorganize all public water and wastewater service systems under one agency. The City of Oroville, Lake Oroville Area PUD, South Feather Water and Power Agency, Sewage Commission – Oroville Region, and the Thermalito Water and Sewer District would be reorganized into one agency providing both water and wastewater services. Ideally, as a water service provider, CalWater-Oroville (private company) would reasonably be considered in any reorganization plan for consistency. However, as non-government agency, this component would require efforts that are not within the mission of LAFCo. Reorganization would result in the formation of a new entity which would function as an umbrella agency to oversee water and wastewater services for the entire Oroville Regional area.
2. **Two Agencies:** 2a) Reorganize the five (or six) service providers into two agencies: a) wastewater and b) drinking water. TWSD would present an issue as it provides both services.
3. **Only Wastewater Service Reorganization:** The Oroville Area currently receives wastewater service from four agencies including COOR, LOAPUD, TWSD, and SC-OR. Under this option, the provision of wastewater services would be reorganized into one agency. For example, all retail wastewater collection, conveyance, treatment, and disposal could be handled by a 'modified' SC-OR JPA in the future. A modified SC-OR would ideally include the following features:
 - A. SC-OR JPA reorganized to have a seven (7) member Board of Directors. Each of the seven Board Members would be a "voting" member. The three member entities (COOR, LOAPUD, TWSD) would each select two voting Board

members from their respective City Council/Board of Directors. The 7th Board Member would be a “public” member selected by the other six Board Members (similar to LAFCo). SC-OR would continue as a JPA but the internal workings of Board would be refined and personnel would be reorganized to maximize all collective resources

- B. The SC-OR JPA’s Area of Interest would be large, and it would cover the area that SC-OR intends to serve in the future. In the future, it would be possible to transition from a JPA arrangement to a full reorganization of all sewer services under SC-OR as an independent special district.
 - C. 4b) variant: COOR sewage collection systems west and north of the Feather River would be reorganized under the TWSD and the sewage collection system south and east of the Feather River would be reorganized into the LAOPUD. This would simplify the collection system to only two providers.
4. **Only Drinking Water service reorganization:** For drinking water services, under this hypothetical option, three existing water service providers would be reorganized to form one agency. It is suggested that LAFCo consider expanding the SOI of a public agency, such as SFWPA, to include the boundary area and SOI of the Thermalito Water and Sewer District and also the CalWater - Oroville service area. Ideally, as a water service provider, CalWater-Oroville (private company) would reasonably be considered in any reorganization plan for consistency. However, as non-government agency, this component would require efforts that are not within the mission of LAFCo. For this option, SFWPA is suggested as a focus because this Agency has a large modern water treatment plant that is up to date and the largest number of trained experienced employees. Over the long-term, SFWPA would be the primary water service provider in the area. SFWPA would also continue to provide hydroelectric and recreation services. Reorganizing the three providers together could result in more streamlined infrastructure and associated maintenance upkeep because only one potable water treatment plant would be needed (as compared to the current situation with three potable water treatment plants). Improved efficiency could help alleviate the water affordability issue identified for residents of Thermalito and the City of Oroville.

Determination 13-1: Sewer and/or Water Service Consolidation Governance Structure Options

The save money, avoid future overhead costs, and increase efficiency, the City of Oroville should consider evaluating the opportunity to reorganize its collection system with TWSD in areas north of the Feather River and with LOAPUD in areas south of the Feather River.

Feather River Park and Recreation District Reorganization. The City of Oroville’s Park facilities are generally limited to neighborhood parks and small pocket parks; whereas Feather River Recreation and Park District (FRRPD) owns and operates community and regional parks within and outside the city limits and provides facilities for organized recreation activities and recreation programs. The City currently owns 12 parks of various classifications, which together comprise 38.65 acres of parkland. In addition to City-owned Park facilities, park and recreation opportunities are supplemented by FRRPD that owns and operates approximately 264 acres of parkland in the city limits.

FRRPD provides park and recreation services within and around the City of Oroville. FRRPD comprises the entirety of the city limits as well as 722 square miles of unincorporated County land. The City reports a positive, collaborative relationship with Feather River Recreation and Park District. The City and FRRPD also benefit from joint grant applications for project funding, according to the City. The City has also discussed a cooperative arrangement that would allow the FRRPD the ability to operate museums and possibly parks. At this time, these plans have not been formalized.

Given the identified challenges facing the City Parks Department, it may be beneficial to increase coordination with the FRRPD and develop a jointly prepared parks and recreation plan for the Oroville urban area that will seek to more efficiently integrate services and lower costs. Additionally, given the substantial ratio of FRRPD park ownership within the city limits, an alternative service structure may be transferring all park ownership and services to FRRPD. Transfer of ownership of all parks and operation under a single entity may enhance park and recreation planning, enhance service efficiencies, better leverage resources, and minimize staff costs.

<p>Determination 13-2: Feather River Recreation and Park District Governance Structure Options</p> <p>Further coordination with FRRPD is recommended to enhance service efficiencies and reduce costs to the greatest extent possible. The City should also consider the potential of transfer of park ownership to enhance park and recreation planning, enhance service efficiencies, better leverage resources, and minimize staff costs.</p>
