

Final
Municipal Service Review Update
and
Sphere of Influence Plan
for the City of Biggs



Butte Local Agency Formation Commission
Adopted December 3, 2015

This page is intentionally left blank

PART I - MUNICIPAL SERVICES REVIEW

EXECUTIVE SUMMARY

ES.1 Municipal Service Review Process..... ES-1
 ES.2 Determinations ES-1

1.0 INTRODUCTION

1.0-1 Introduction..... 1.0-1
 1.0-2 Purpose of the MSR 1.0-5
 1.0-3 Study Area..... 1.0-6
 1.0-4 Municipal Service Providers 1.0-7

2.0 GROWTH AND POPULATION PROJECTIONS

2.0-1 Introduction..... 2.0-1
 2.0-2 Land Use 2.0-1
 2.0-3 Historic Growth and Growth Projections 2.0-2
 2.0-4 Growth Plan 2.0-7
 2.0-5 Regional Housing Allocation 2.0-10

3.0 CITY OF BIGGS PUBLIC SERVICES

3.1 Water..... 3.1-1
 3.2 Wastewater 3.2-1
 3.3 Storm drainage and Irrigation 3.3-1
 3.4 Roadways..... 3.4-1
 3.5 Law Enforcement 3.5-1
 3.6 Fire Protection 3.6-1
 3.7 Parks and Recreation 3.7-1
 3.8 Solid Waste 3.8-1
 3.9 Electricity 3.9-1

4.0 LOCAL GOVERNMENT RESPONSIBILITY

4.1 Financing and Rate Restructuring 4.1-1
 4.2 Management practices and Efficiency 4.2-1
 4.3 Government Structure and Local Accountability 4.3-1

FIGURES

Figure 1.0-1 Regional Location 1.0-9
 Figure 1.0-2 Biggs Boundaries 1.0-11
 Figure 1.0-3 Parks and Government Facilities Map 1.0-13
 Figure 2.0-1 Population Growth 2.0-3
 Figure 2.0-2 Annual Percent Growth Between 1990 and Subsequent Years 2.0-4

TABLE OF CONTENTS

Figure 2.0-3 Number of Housing Units Built During Time Period.....	2.0-4
Figure 2.0-4 Number of Housing Units and Vacant Units	2.0-5
Figure 2.0-5 Projected Population Growth 2014-2040.....	2.0-6
Figure 2.0-6 Area of Concern	2.0-11
Figure 3.1-1 Water Service Providers.....	3.1-3
Figure 3.1-2 Water Production	3.1-7
Figure 3.1-3 Projected Water Demand 2015– 2035.....	3.1-10
Figure 3.2-1 Projected Wastewater Demand 2014-2040	3.2-5
Figure 3.3-1 Storm Drainage Service providers	3.3-9
Figure 3.4-1 Roadways.....	3.4-7
Figure 3.8-1 Solid Waste Disposal BCRWMA 2007-2013.....	3.8-2
Figure 4.1-1 FY 2013-14 Budget Revenues	4.1-1
Figure 4.1-2 FY 2013-14 Budget Expenditures	4.1-2
Figure 4.1-3 General Fund Revenue Source	4.1-4
Figure 4.1-4 Projected General Fund Expenditures Fiscal Year 2013-14	4.1-4
Figure 4.2-1 City of Biggs Municipal Organizational Chart	4.2-3

TABLES

Table 1.0-1 Butte LAFCo Commission	1.0-2
Table 1.0-2 Municipal Service Providers	1.0-8
Table 2.0-1 City of Biggs Land Use	2.0-1
Table 2.0-2 BCAG 2014-2040 Growth Projections – City of Biggs	2.0-2
Table 2.0-3 Comparison of Regional Growth Need and Residential Sites	2.0-13
Table 3.1-1 Agency and Regulatory Roles	3.1-5
Table 3.3-1 1998 Storm Water Projects	3.3-3
Table 3.4-1 Existing and Future Traffic Levels	3.4-2
Table 3.5-1 Crime Statistics – City of Biggs	3.5-4
Table 3.8-1 Future Solid Waste – City of Biggs	3.8-2
Table 3.10-1 Energy Efficiency Annual target (MWh)	3.9-3
Table 4.1-1 Fund Summaries 2013-14.....	4.1-6
Table 4.1-2 Development Impact Fees Comparison.....	4.1-8
Table 4.1-3 Water Rates – Metered Rates.....	4.1-9
Table 4.1-4 Water Rates – Flat Rates.....	4.1-10
Table 4.1-5 Wastewater Rates	4.1-10

PART II – SPHERE OF INFLUENCE PLAN

1.0 INTRODUCTION

1.1 LAFCo 1

1.2 Butte LAFCo Policies and Criteria for Annexation..... 1

1.3 Municipal Service Reviews..... 2

1.4 Sphere of Influence Update Process 3

1.5 SOI Alternative for the City of Biggs 4

1.6 Special Study Areas 5

1.7 California Environmental Quality Act..... 5

2.0 DATA SHEET 6

3.0 SPHERE OF INFLUENCE ANALYSIS 8

3.1 Present and Planned Land Use 8

3.2 Present and Probable Need for Public Services and Facilities 28

3.3 Present and Future Capacity of Facilities..... 29

3.4 Social and Economic Communities of Interest 32

3.5 Present and Probable Need for Public Facilities and Services of Disadvantaged
Unincorporated Communities 32

3.6 Conclusions and Recommendations 33

4.0 FINAL SPHERE OF INFLUENCE PLAN ACTIONS 34

4.1 Butte LAFCo Resolution of Adoption..... 35

4.2 Summary of Adopted MSR Determinations 36

4.3 Summary of Adopted SOI Determinations..... 37

4.4 SOI Boundary Map for the City of Biggs 38

5.0 ACRONYMS AND DEFINITIONS 39

6.0 REFERENCES 44

ATTACHMENT 1: 1985 CITY OF BIGGS SPHERE OF INFLUENCE PLAN.....45

TABLE OF CONTENTS

LIST OF FIGURES

Figure 2-1:	City of Biggs Location Map	7
Figure 3-1:	City of Biggs Existing and Proposed Sphere of Influence.....	9
Figure 3-2:	Aerial View - City of Biggs Existing and Proposed SOI	10
Figure 3-3:	Butte County General Plan Land Use Designations	12
Figure 3-4:	City of Biggs Land Use Diagram.....	13
Figure 3-5:	Vacant and Underutilized Land.....	15
Figure 3-6:	Special Planning Districts.....	20
Figure 3-7:	Important Farmland in the Biggs Area.....	22
Figure 4-1	Placeholder for Adopted Sphere of Influence Boundary for City of Biggs.....	38

LIST OF TABLES

Table 3-1:	Existing Land Use	11
Table 3-2:	Vacant and Underutilized Parcel Inventory.....	14
Table 3-3:	Future Land Use Plan	17

PART I

CITY OF BIGGS

FINAL MUNICIPAL SERVICE REVIEW UPDATE

ADOPTED BY BUTTE LAFCO

DECEMBER 3, 2015

PREPARED BY:



This page is intentionally left blank

1.0-1 INTRODUCTION

This report is prepared pursuant to legislation enacted in 2000 that requires Local Agency Formation Commissions (LAFCO) to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under the LAFCO's jurisdiction by January 1, 2008. This chapter provides an overview of LAFCO's history, powers, and responsibilities. It discusses the origins and legal requirements for preparation of the municipal service review (MSR). This chapter also explains SOIs and the legal and procedural requirements for updating the SOIs. Finally, the chapter reviews the process for MSR review, MSR approval, and SOI updates.

ROLE AND RESPONSIBILITY OF LAFCO

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires all LAFCOs, including Butte LAFCO, to prepare an MSR for each of its incorporated areas and special districts. The fundamental role of a LAFCO is to implement the CKH Act, providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. These MSRs must be completed prior to, or in conjunction with, the update of an SOI. A SOI is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCO, in which a city or district may expand through the annexation process. This review is intended to provide Butte LAFCO with all necessary and relevant information related to the operations and management of service providers in the City of Biggs. This information may be used in considering an update to the SOI for the City.

LAFCO OVERVIEW

After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs, and public services. To accommodate this demand, many new local government agencies were formed, often with little forethought as to the ultimate governance structures in a given region, and existing agencies often competed for expansion areas. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open space lands.

Recognizing this problem, in 1959, Governor Edmund G. Brown Sr. appointed the Commission on Metropolitan Area Problems. The commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The commission's recommendations on local governmental reorganization were introduced in the legislature in 1963, resulting in the creation of a Local Agency Formation Commission, or LAFCO, operating in every county except San Francisco.

Butte 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. LAFCO'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.

1.0 INTRODUCTION

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 originate as petitions or resolutions from affected registered voters, landowners, cities, or districts.

Butte LAFCO consists of seven regular members: two members from the Butte County Board of Supervisors, two city council members, two special district members, 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.

**TABLE 1.0-1
BUTTE LAFCO COMMISSION**

APPOINTING AGENCY	MEMBERS	ALTERNATE MEMBERS
Two members from the Board of Supervisors appointed by the Board of Supervisors.	Bill Connelly Steve Lambert	Larry Wahl
Two members representing the cities in the county. Must be a city officer and appointed by the City Selection Committee.	Linda Dahlmeier Scott Lotter	John Busch
Two members representing the special districts in the county, selected by a majority vote of independent special districts.	Tom Lando Larry Duncan	Al McGreehan
One member from the general public appointed by the other six commissioners.	Carl Leverenz	Greg Steel

MUNICIPAL SERVICE REVIEW ORIGINS

The MSR requirement was enacted by the state legislature months after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The "Little Hoover Commission" focused on the need for oversight and consolidation of special districts, whereas the "Commission on Local Governance for the 21st Century" focused on the need for regional planning to ensure adequate and efficient local governmental services as the California population grows.

Little Hoover Commission

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among independent special districts, and the barriers to LAFCO's pursuit of district consolidation and dissolution. The report raised the concern that "the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable" (Little Hoover Commission 2000).

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate and that districts are not required to submit financial information to local elected officials, and concluded that district financial information is "largely

meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county" (Little Hoover Commission 2000).

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by health care districts that have sold, leased, or closed their hospitals, and asserted that LAFCOs consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations, but asserted that LAFCOs have generally failed to pursue special district reorganizations.

The report called on the legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates, and/or when service levels are unsatisfactory. To accomplish this, the report recommended that the state strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

Commission on Local Governance for the 21st Century

The California legislature formed the Commission on Local Governance for the 21st Century (21st Century Commission) in 1997 to review statutes on the policies, criteria, procedures, and precedents for city, county, and special district boundary changes.¹ After conducting extensive research and holding 25 days of public hearings throughout the state, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000. The report examined the way that government is organized and operates and establishes a vision of how the state will grow by "making better use of the often invisible LAFCOs in each county."

The report pointed to the expectation that California's population will double over the first four decades of the 21st century, and raised concern that our government institutions were designed when the population was much smaller and society was less complex. The report warned that without a strategy, open spaces will be swallowed up, expensive freeway extensions will be needed, and job centers will become farther removed from housing, all of which will lead to longer commutes, increased pollution, and more stressful lives. *Growth Within Bounds* acknowledged that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the legislature shifted property tax revenues from local government to schools in 1993. The report asserted that these financial strains have created governmental entrepreneurship with cities, counties, and districts competing for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient, and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient, or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserted, "has provoked controversy, including several legislative

¹The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

1.0 INTRODUCTION

attempts to initiate district consolidations," but cautioned LAFCOs that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts (Commission on Local Governance for the 21st Century 2000).

Growth Within Bounds stated that LAFCOs cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water and sanitary districts, reduce water costs, and promote a more comprehensive approach to the use of water resources. The report also asserted that many LAFCOs lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California's future growth and development.

MSRs would require LAFCOs to look broadly at all agencies within a geographic region that provide a particular municipal service and to examine consolidation or reorganization of service providers. The 21st Century Commission recommended that the review include water, wastewater, garbage, and other municipal services that LAFCOs judge to be important to future growth. The commission also recommended that the MSR be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation indicated that service reviews be designed to make nine determinations, each of which was incorporated verbatim in the subsequently adopted legislation.

MUNICIPAL SERVICE REVIEW LEGISLATION

The MSR process is a comprehensive assessment of the ability of government agencies to effectively and efficiently provide services to residents and users. The form and content of the MSR is governed by requirements of the CKH Act and the state of California's LAFCO MSR Guidelines (Guidelines), published in August 2003. The CKH Act requires the LAFCO, in this case Butte LAFCO, to prepare service reviews for all cities and special districts within its area prior to or in conjunction with the establishment or update of an SOI. An SOI is a planning boundary within which a city or district may expand through the annexation process.

The CKH Act of 2000 requires that LAFCO review and update SOIs not less than every five years and to review municipal services before updating SOIs. The purpose of an SOI is to encourage logical and orderly development and coordination of local government agencies so as to advantageously provide for the present and future needs of the county and its communities. MSRs are intended to provide LAFCO with a comprehensive analysis of service provision by each of the special districts and other service providers within the legislative authority of the LAFCO.

Effective January 1, 2001, Government Code Section 56430 requires LAFCO to conduct a review of municipal services provided in the county by region, subregion, 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:

- 1) Growth and population projections for the City.
- 2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
- 3) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.

- 4) Financial ability to provide services.
- 5) Status of, and opportunities for, shared facilities.
- 6) Accountability for community service needs, including governmental structure and operational efficiencies.

In addition the LAFCO can consider any other matter related to effective or efficient service delivery, as required by local policy.

1.0-2 PURPOSE OF THE MSR

This analysis focuses on service providers in the City of Biggs and makes determinations in each area of evaluation, providing the basis for the Butte LAFCO to review proposed amendments to the City's SOI.

As stated previously, an SOI is a planning tool used to identify potential future boundaries of a city or service district. The establishment of an SOI, or inclusion of territory within an SOI of an existing governmental entity, does not automatically mean that the area is being proposed for annexation and development. Consistency of other planning efforts with the adopted SOI is critical, and changes to the SOI require careful review.

The City of Biggs has requested Butte LAFCO to update its SOI in accordance with the City's 2008-2028 General Plan. The City's 2008 MSR must be updated to reflect the current capabilities of the City of Biggs to provide municipal services to parcels within its jurisdictional boundaries and within its SOI. This MSR considers the operations and management of service providers in the City of Biggs in Butte County.

This MSR has been prepared by Butte LAFCO in accordance with the requirements of the CKH Act as a means of identifying and evaluating public services for the City of Biggs and possible changes to the City's SOI. While it is not the role of the MSR to make specific recommendations, it does provide an information resource that can be used by LAFCO to base any recommendations.

The MSR process does not require LAFCO to initiate changes of organization based on service review findings; it only requires that LAFCO identify potential government structure options and determine their advantages and disadvantages per Government Code Section 56430. 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.

It is expected that MSR determinations may be closely followed by LAFCO actions to update various SOIs. A California Environmental Quality Act (CEQA) determination will then be made on a case-by-case basis once the proposed project characteristics are clearly identified. The ultimate outcome of conducting a service review may result in LAFCO acting with respect to a recommended change of organization or reorganization on its own initiative, at the request of any agency, or in response to a petition.

MUNICIPAL SERVICE REVIEW PROCESS

LAFCO is charged with preparing MSRs and updating the SOI for the City of Biggs. Local agencies that provide services within the City's boundaries and SOI are also covered in this MSR. For the City, the MSR process involves the following steps:

1.0 INTRODUCTION

- 1) **Outreach:** LAFCO outreach and explanation of the project
- 2) **Data Discovery:** provide documents and respond to LAFCO questions
- 3) **Review MSR:** review and comment on LAFCO draft MSR
- 4) **LAFCO Hearing:** attend and make public comments on MSR

1.0-3 STUDY AREA

This MSR reviews municipal services provided in the City of Biggs's SOI. This chapter provides an overview of the city, its sphere of influence, municipal service providers, and growth.

CITY OF BIGGS SETTING AND SOI HISTORY

The City of Biggs is located in southwestern Butte County in the northern Sacramento Valley, about 60 miles north of Sacramento. Biggs is situated on the historic floodplain of the Feather and Sacramento Rivers at approximately 93 feet in elevation, approximately 4 miles north of the City of Gridley and one-half mile west of Highway 99. See **Figure 1.0-1**.

The City of Biggs was incorporated in 1903 as a general law city intended to serve the agricultural commerce within the vicinity. It is located within a region that is dominated by agricultural land uses of orchards, row crops, and rice fields. Since its incorporation, Biggs has never lost track of its agricultural heritage, which has always been the basis of its local economy.

The town was originally founded in 1871 by A.M. Pitts and Lewis Posey. It was named Biggs Station after Major Marion Biggs, a prominent local political leader. After two serious fires in the summer of 1878, a community water system was constructed and the town was rebuilt with brick stores. By 1882, the town had 600 inhabitants and 280 registered voters and the word "Station" had been dropped from the town name.

The city's population fluctuated between 1900 and 1940, reaching a high during that time period of 683 persons in 1920 and a low of 403 persons in 1910. By 1960 the population in the city had increased to 831 persons (DOF 2010). Currently, the city has a January 1, 2015, estimated population of 1,746, according to the Department of Finance (DOF), and is approximately 0.65 square miles or 414 acres in land area.

Since the economic downturn of the recent past, the city has not expanded in size. The current SOI, General Plan Planning Area, and incorporated area are shown in **Figure 1.0-2**. Recent annexations are listed below, including the most recent one in 2010:

1. 06-01 - Fourth Street Annexation No. 1: annexation of approximately 1.84 acres to allow for the extension of municipal services and to prepare for proposed development. The property is located on Fourth Street and is identified as APN 022-150-020. The annexation was recorded on October 20, 2005.
2. 07-07 - Fourth Street Annexation No. 2: annexation of approximately 19.46 acres to allow for the preparation of the property for the North Biggs Estates residential project and to expand municipal services in order to adequately provide utilities on the site. The property is located on the northern edge of the Biggs urbanized area, at the northeast corner of the intersection of H Street and Fourth Street, and is identified as APNs 022-170-001 and 022-150-021. The annexation was recorded on January 12, 2007.

3. 07-14 - Sixth Street Annexation No. 1: annexation of 15.29 acres in order to provide municipal services for the Summit Estates residential project. The project required a small SOI amendment. The parcels are identified as APNs 022-160-058, 022-160-067, 022-160-071, and 022-160-070. The annexation was recorded on June 11, 2008.
4. 10-04 - B Street Annexation No. 1: annexation of one parcel developed with the Biggs Veterans Memorial Hall and the adjacent road right-of-way, totaling approximately 1.5 acres in size. The purpose is to utilize the building for public uses to include the Biggs City Hall. The subject territory is located on the north side of B Street, approximately 600 feet east of First Street, just east of the City of Biggs, and is identified as Assessor's Parcel Number 022-320-002. The annexation was recorded on April 1, 2010.

All of these annexations have been approved and incorporated into the SOI.

The current incorporated area is shown in **Figure 1.0-2**. **Figure 1.0-3** shows the various municipal facility locations around the city, including parks, municipal buildings, and wells.

1.0-4 MUNICIPAL SERVICE PROVIDERS

The City of Biggs provides the following municipal services:

Non-contractual: General government (city clerk, city administration, code enforcement, public street maintenance, and public works), parks, wastewater services, domestic water services, electric

Contractual: Planning services², engineering services³, fire protection⁴, police services⁵, electric services⁶, solid waste⁷, building inspection services⁸

In addition to the City, municipal services are provided to the study area by local agencies under LAFCO jurisdiction, as well as federal and state agencies, the County, and private service providers. Providers of municipal services in the study area are shown in **Table 1-2**. Those providers under LAFCO jurisdiction are profiled briefly below:

The local districts with boundaries extending into the City of Biggs SOI are as follows:

- Biggs-West Gridley Water District provides irrigation water to areas west of the city.
- Butte Water District provides irrigation water to areas north, east, south, and southwest of the city.
- Reclamation District No. 833 provides drainage services to the western portion of the city and SOI, the primarily agricultural areas west of the city, and to the City of Gridley to the south.

² Provided by Michael Baker International.

³ Provided by Bennett Engineering Services.

⁴ Provided by Butte County and the California Department of Forestry and Fire Protection (CAL FIRE).

⁵ Provided by Gridley-Biggs Police Department.

⁶ Provided by Gridley-Biggs Electric Department.

⁷ Provided by Waste Management.

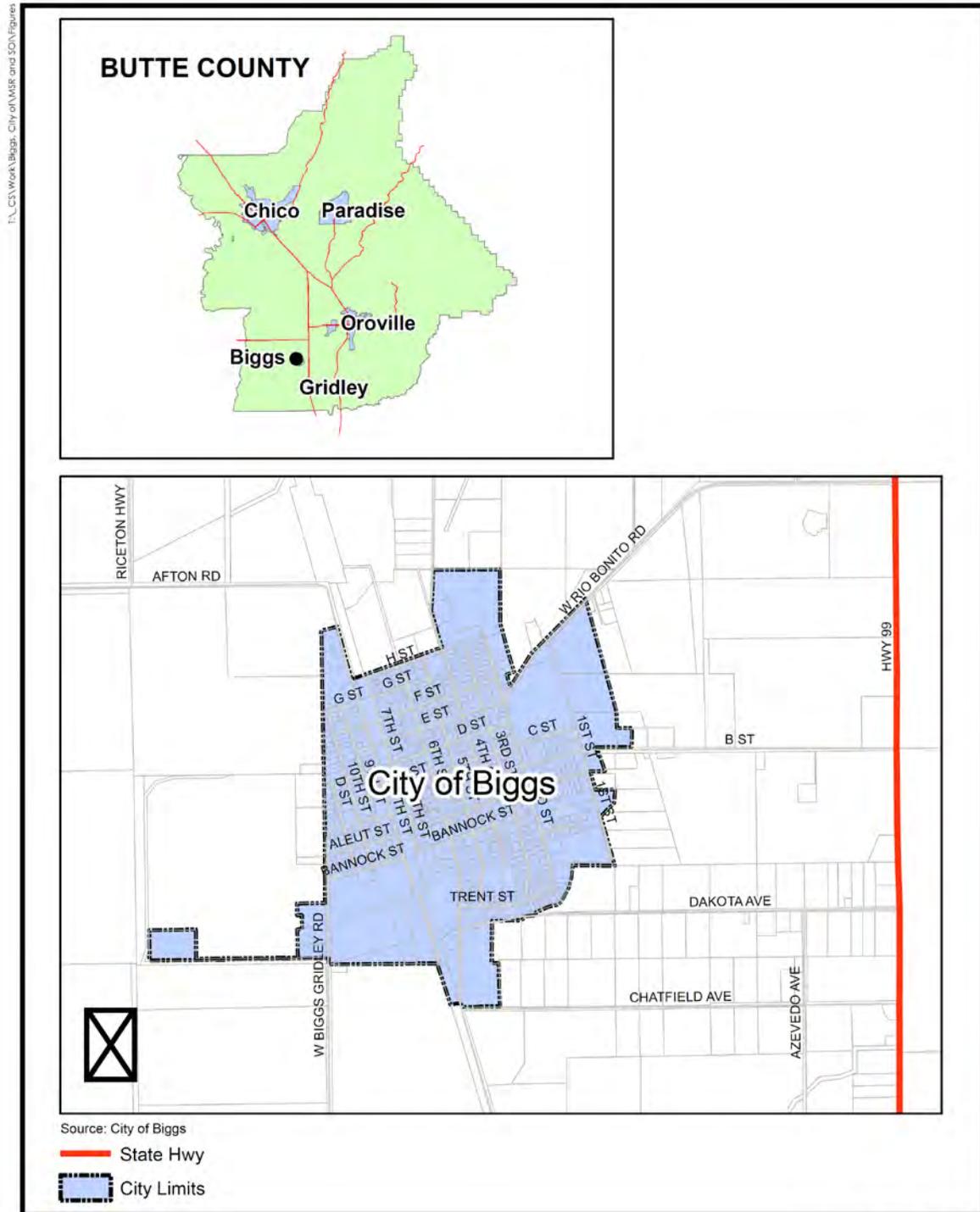
⁸ Provided by the Butte County Department of Development Services

1.0 INTRODUCTION

- County Service Area (CSA) 31 encompasses approximately 85 square miles in western Butte County. CSA 31, which was formed in 1967 to provide swimming pool facilities to the area, maintains Schor's Pool. The pool is located near the Biggs elementary and secondary schools on the eastern side of the community.
- Gridley-Biggs Ambulance CSA 37 provides financing for emergency medical and ambulance services in the southwestern corner of Butte County.
- The Butte Resource Conservation District provides technical, programmatic, and financial assistance to landowners and land managers of private lands in providing conservation of the County's natural resources within the unincorporated areas in the City's SOI.

**TABLE 1.0-2
MUNICIPAL SERVICE PROVIDERS**

Municipal Service	Existing City Limits	Existing SOI (unincorporated)
Public Safety		
Police	Gridley-Biggs Police Department	Butte County Sheriff
Code Enforcement	City of Biggs	Butte County Code Enforcement
Building Inspection	Butte County	Butte County
Animal Control	Gridley-Biggs Police Department	Butte County (CSA 164)
Fire Protection	Butte County Fire Department/CAL FIRE	Butte County Fire Department/CAL FIRE
Emergency Medical	BCFD, Enloe Medical Center, CSA 37	BCFD, Enloe Medical Center, CSA 37
Ambulance	Gridley-Biggs Ambulance (CSA 37)	Gridley-Biggs Ambulance (CSA 37)
Hospital	Orchard Hospital (formerly Biggs-Gridley Memorial Hospital)	Orchard Hospital (formerly Biggs-Gridley Memorial Hospital)
Utilities		
Water – Domestic	City of Biggs	Private wells
Water – Irrigation	Butte Water District	Butte Water District
Electricity – Wholesale	NCPA, WAPA	PG&E
Electricity – Distribution	City of Biggs, PG&E	PG&E
Electricity – Billing, maintenance, and repair	Gridley – Biggs Electric Department	PG&E
Wastewater	City of Biggs	Private septic systems
Solid Waste – Collection	Waste Management Inc.	Recology
Solid Waste – Planning	Butte Regional Solid Waste Management Authority	Butte Regional Solid Waste Management Authority
Solid Waste – Disposal	Butte County (Neal Road Landfill)	Butte County (Neal Road Landfill)
Public Works		
Drainage	City of Biggs, RD 833	RD 833
Street Maintenance	City of Biggs	Butte County, Caltrans
Street Lighting	City of Biggs	Butte County
Community Services		
Parks	City of Biggs, Biggs Unified School District	None
Recreation	City of Biggs	None
Swimming Pools	Butte County (CSA 31)	Butte County (CSA 31)
Library	Butte County Library	Butte County Library
Mosquito Abatement and Vector Control	Butte Mosquito & Vector Control District	Butte Mosquito & Vector Control District
Cemetery	Gridley-Biggs Cemetery District	Gridley-Biggs Cemetery District



T.A. CS/Work/Baker, City of MB&R and SDV Figures

Not to scale

Figure 1.0-1
Regional Location



1.0 INTRODUCTION

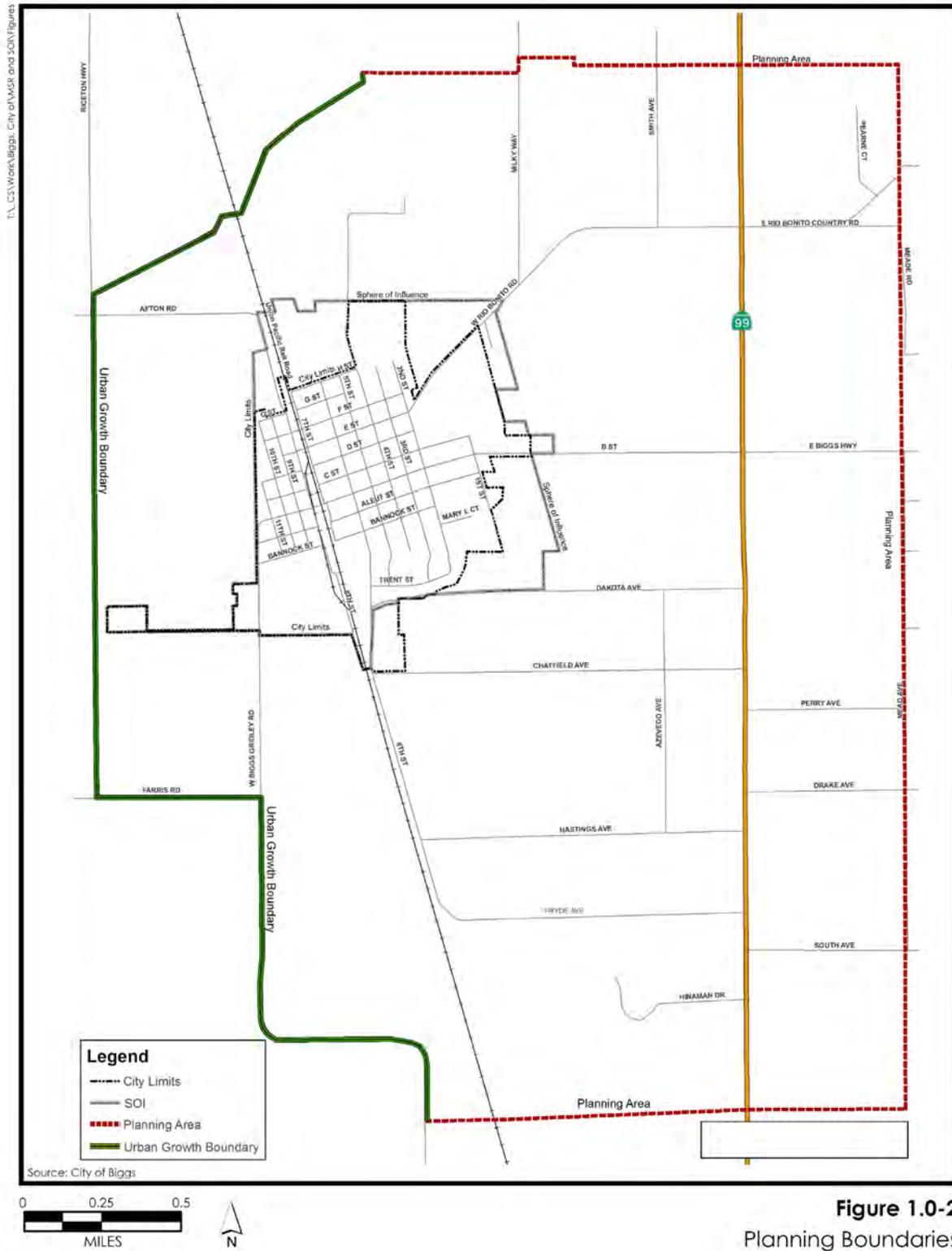


Figure 1.0-2
Planning Boundaries

Michael Baker
INTERNATIONAL

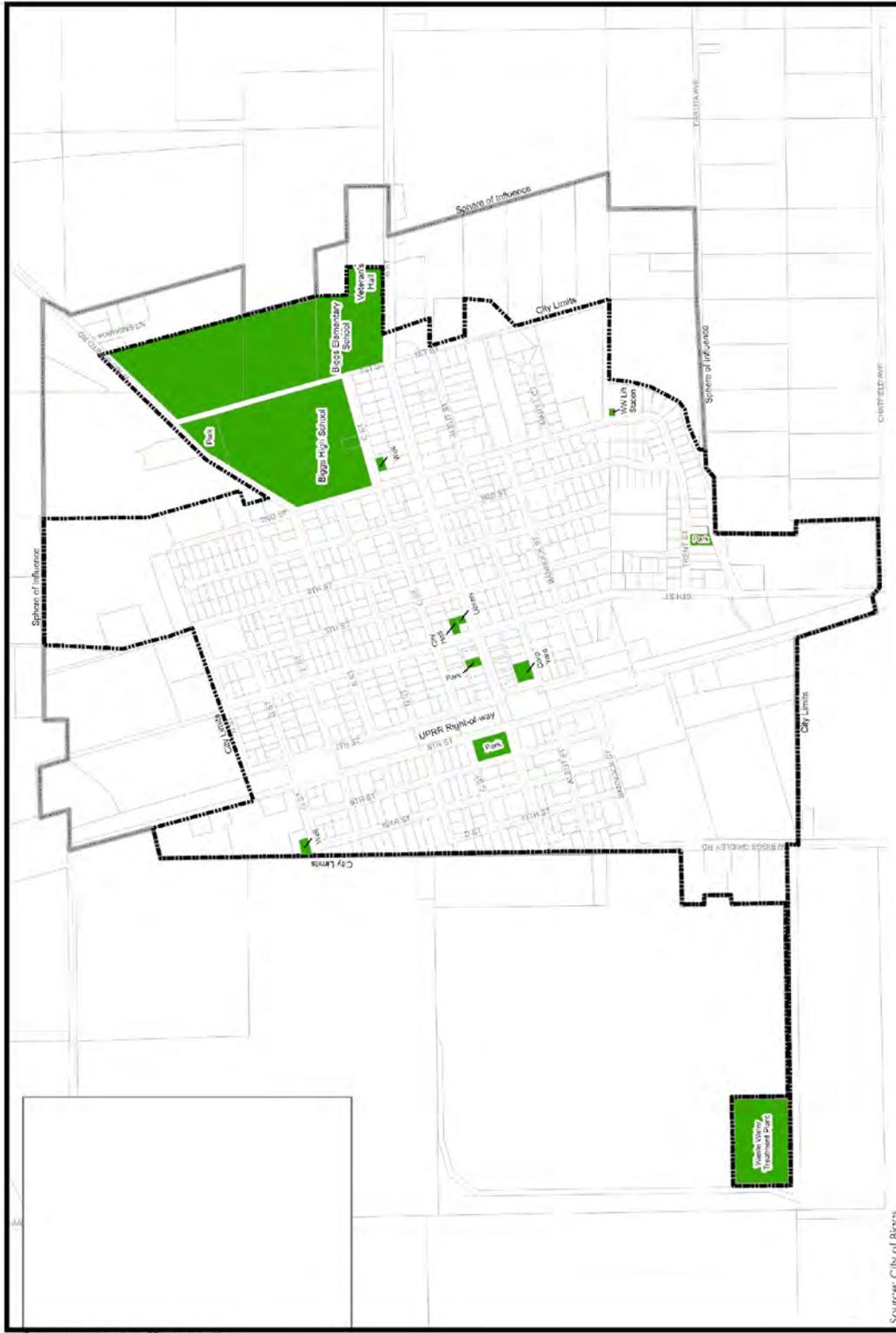
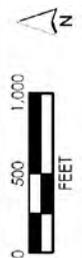


Figure 1.0-3
Public Land Use
Michael Baker
INTERNATIONAL



2.0 GROWTH AND POPULATION PROJECTIONS

2.0-1 INTRODUCTION

The purpose of this section is to evaluate growth and population projections of the City of Biggs in relationship to the City of Gridley's boundaries and SOI, in order to anticipate the future service needs of Biggs. 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.

2.0-2 LAND USE

The total land area of the city is 413.9 acres including the railroad right-of-way (ROW) and the roadways in the city. However, without the railroad ROW or roadways, the developable land in the city is approximately 309 acres. The Biggs General Plan is the defining document for guiding future growth in the city. This guidance is disseminated by the goals and policies established in the General Plan. The General Plan identifies the land use designations for areas within the existing city boundaries, the SOI, and the General Plan Planning Area. The City has 12 land use designations which help to guide development. **Table 2.0-1** below illustrates the total acreages by land use designation for these three areas. As shown, within the existing City limits and SOI, the predominant land use type is residential representing 63.4 percent and 68.7 percent respectively. However, agriculture is the predominant land use for the proposed SOI and Planning Area.

**TABLE 2.0-1
CITY OF BIGGS LAND USE**

Land Use Designation	City Limits		Existing SOI ¹		Proposed SOI ¹		Planning Area	
	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total
A – Agriculture	-	0.0%	-	0.0%	474	20.9%	2,519	54.4%
AC – Agricultural Commercial	-	0.0%	-	0.0%	214	9.4%	214	4.6%
AI – Agricultural Industrial	-	0.0%	-	0.0%	593	26.1%	594	12.8%
Total Agricultural	0	0.0%	0	0.0%	1,281	56.4%	3,327	71.9%
LDR – Low Density Residential	89	28.8%	63	47.0%	729	32.1%	819	17.7%
MDR – Medium Density Residential	103	33.3%	25	18.7%	76	3.3%	179	3.9%
HDR – High Density Residential	4	1.3%	4	3.0%	17	0.7%	22	0.5%
Total Residential	196	63.4%	92	68.7%	822	36.2%	1,020	22.0%
MU – Mixed Use	-	0.0%	-	0.0%	38	1.7%	38	0.8%
DMU – Downtown Mixed Use	9	2.9%	-	0.0%	-	0.0%	10	0.2%
C – Commercial	-	0.0%	-	0.0%	36	1.6%	36	0.8%
Total Commercial	9	2.9%	0	0.0%	74	3.3%	84	1.8%
LI – Light Industrial	11	3.6%	21	15.7%	47	2.1%	58	1.3%
HI – Heavy Industrial	38	12.3%	21	15.7%	45	2.0%	84	1.8%
Total Industrial	49	15.9%	42	31.3%	92	4.1%	142	3.1%
P – Public Facilities	54	17.5%	-	0.0%	-	0.0%	54	1.2%
Total²	309	100.0%	134	100.0%	2,271	100.0%	4,627	100.0%

Source: Biggs 2014b; PMC

Notes: 1) SOIs do not include acreage within the existing city limits.

2) Totals do not add up exactly due to rounding. Totals do not include acreages for railroad ROW and roads.

2.0 GROWTH AND POPULATION

2.0-3 HISTORIC GROWTH AND GROWTH PROJECTIONS

POPULATION

The Butte County Association of Governments (BCAG) *Draft Butte County Long-Term Regional Growth Forecasts 2014-2040* provides low, medium, and high growth scenarios for population and housing projections for all cities of Butte County. **Table 2.0-2** shows that the low growth scenario for the City of Biggs was 2.95 percent annual growth. This scenario estimates that the city's population will increase by 113 percent between 2014 and 2040 and increase to 3,583 people by 2040. **Table 2.0-2** also indicated the average annual growth per five-year period. For example, for the low growth scenario, the average annual growth between 2014 and 2020, which is actually a six-year period, is 3.1 percent. However, the average annual growth from 2014 to 2040 in the low growth scenario is 2.95 percent.

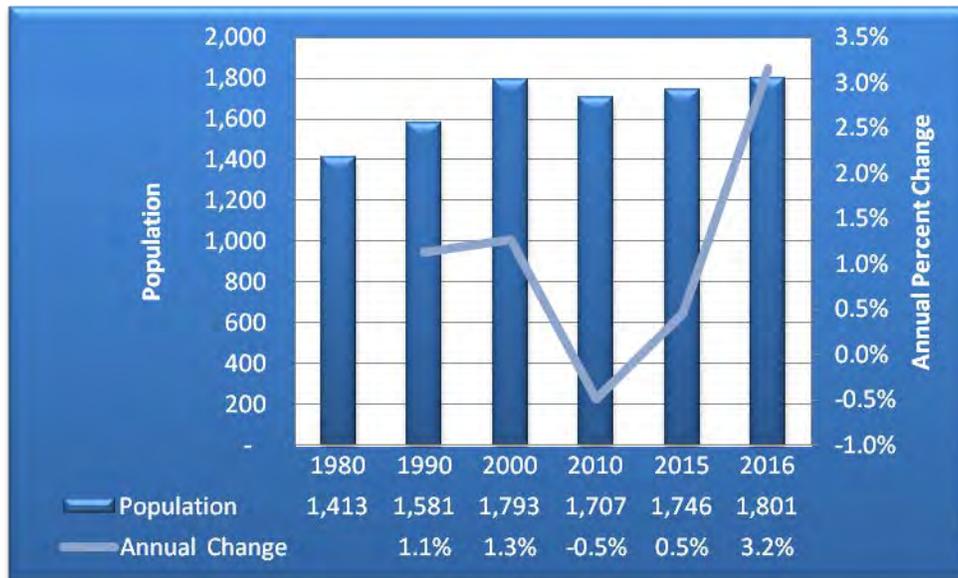
**TABLE 2.0-2
BCAG 2014-2040 GROWTH PROJECTIONS - CITY OF BIGGS**

	2014	2020	2025	2030	2035	2040	2010-2040		Average Annual Growth Rate
							Total Increase	Percent Increase	
Low Growth									
Population	1,684	2,027	2,541	2,941	3,335	3,583	1,899	113%	2.95%
Housing	613	738	925	1,071	1,214	1,304	691	113%	2.95%
Average Annual Growth Per 5 Year Period		3.1%	4.6%	3.0%	2.5%	1.4%			
Medium Growth									
Population	1,684	2,096	2,714	3,195	3,668	3,967	2,283	136%	3.35%
Housing	613	763	988	1163	1335	1444	831	136%	3.35%
Average Annual Growth Per 5 Year Period		3.7%	5.3%	3.3%	2.8%	1.6%			
High Growth									
Population	1,684	2,169	2,896	3,461	4,018	4,369	2,685	159%	3.73%
Housing	613	789	1054	1260	1463	1590	977	159%	3.73%
Average Annual Growth Per 5 Year Period		4.3%	6.0%	3.6%	3.0%	1.7%			

Source: BCAG 2014a

The City of Biggs's population has changed greatly between 1990 and 2015. In 1990, the population was 1,581. To date, the city's largest population was in 2000 at 1,793 persons. According to the DOF (2014), between 2000 and 2010, the population of the City of Biggs decreased from 1,793 to 1,707. As of January 1, 2015, the estimated population for the City was 1,746 (DOF 2015), which indicates a population increase by 0.5 percent annually since 2010. **Figure 2.0-1** identifies the population growth of the city since 1980.

**FIGURE 2.0-1
POPULATION GROWTH**



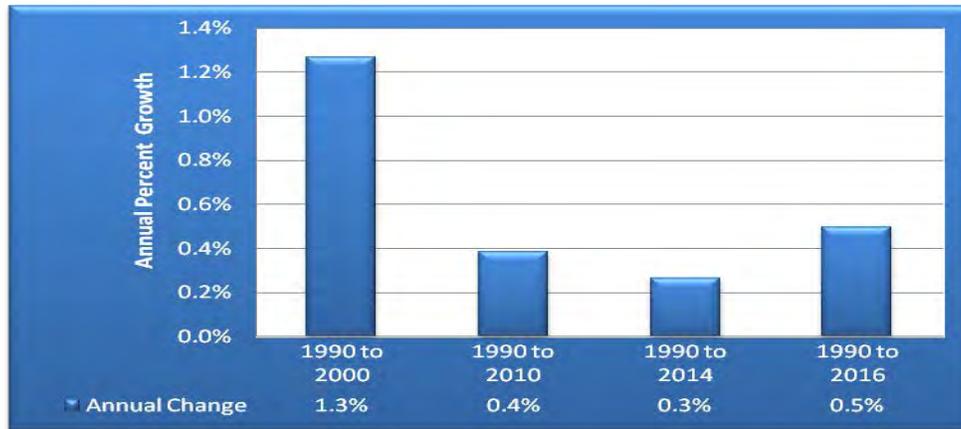
Between 2008 and 2013, the US economy drastically changed for the worse and a recession ensued. This resulted, among other things, in a virtual standstill for the development of new housing. As such, the housing and population growth projected for Biggs did not come to pass as anticipated. As is shown, the City had an annual population decrease of 0.5 percent between 2000 and 2010. As stated previously, since 2010, the City's population has increased by an average of 0.5 percent annually.

However, in the last couple of years, the economy has improved and housing production has increased. For example, by the end of 2014, the City of Biggs had 19 new single-family units built. While the housing and population growth slowed during the recession years, since 2014 the number of housing units in the city has increased by 3.1 percent. Additionally, 20 new housing units have been slated for development during 2015. Finally, a proposal has been discussed between the City and an affordable housing advocate for the development of multifamily units in the city. If this project receives funding, the additional multifamily units are anticipated during 2016 although the actual number of units is unknown at this time. This increase indicates growing housing production in the city. However, considering the historical growth in the city, this amount of growth in such a short time period is unusual. Between 1990 and 2014, the average annual growth in the City was 0.3 percent. Based on those units built or to be built between 2014 and 2016 (39) and assuming that the Biggs 2014 average household size of 3.00 remains the same for the next year, the January 1, 2016, population in the city would be 1,801¹ or an annual increase of 3.4 percent between 2014 and 2016. While this would not be a true indication of actual annual growth due to the short time period, annual growth between 2010 and 2016 would be 0.9 percent which would indicate a continued growth in the city's population. As is shown in **Figure 2.0-2**, comparing the city's annual population growth since 1990, the greatest average annual percent growth was between 1990 and 2000. Although declining between 1990 and 2014, the annual population growth is anticipated to begin an upward trend for the 1990 to 2016 time period.

¹2014 population (1,684) + 117 (39 housing units * 3.00 average household size) = 2016 population of 1,801.

2.0 GROWTH AND POPULATION

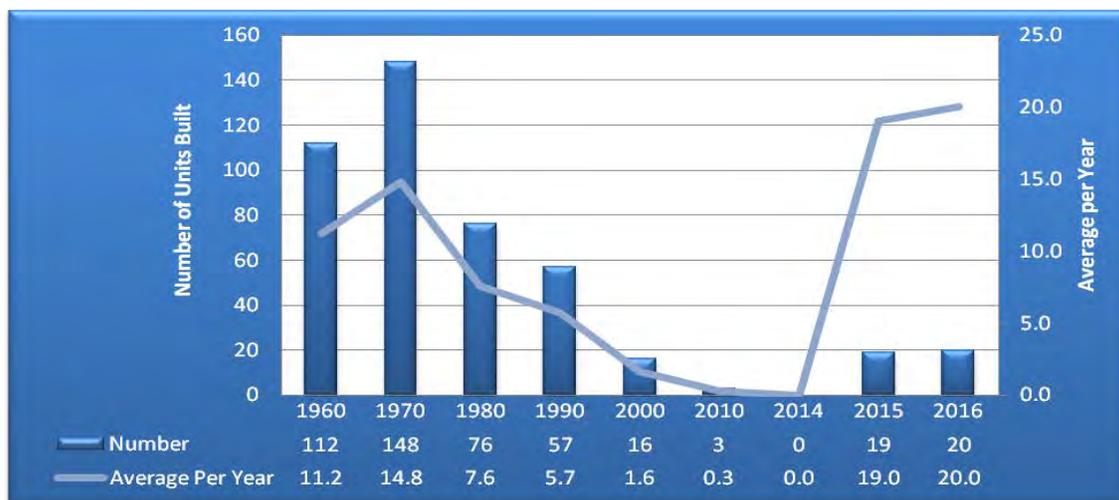
FIGURE 2.0-2
ANNUAL PERCENT GROWTH BETWEEN 1990 AND SUBSEQUENT YEARS



HOUSING UNITS

Figure 2.0-3 shows the number of housing units constructed in the city during stipulated time period since 1960. As is shown, the highest construction period was between 1960 and 1970 with 148 units, averaging 14.8 units per year in 1970. Between 2000 and 2010, only three housing units were built in the city. This figure also shows the units built during 2014 which are defined as 2015 units and those which have building permits in 2015 and will be defined as 2016 units.² As is shown, the years 2015 and 2016 have the highest average housing units per year constructed since 1960.

FIGURE 2.0-3
NUMBER OF HOUSING UNITS BUILT DURING TIME PERIOD



Source 2010 Census; DOF 2014; City of Biggs

Note: Figure does not indicate the number of demolished units, only those units built. Therefore, the total number of housing units in the city is not accurate.

² Units built in one year are reported as next year units as the number of new housing units is reported on January 1 of the year following the construction of the unit. Thus, units built in 2014 are actually accounted for in 2015 by DOF.

As shown in **Figure 2.0-4**, the number of housing units in Biggs had very little change between 2000 and 2014. In 2000, the city had an estimated 614 housing units. This number decreased by one for a total of 613 housing units in the city on January 1, 2014. However, as discussed previously, the City had 19 housing units built during 2014 and approximately 20 more will be built during 2015. **Figure 2.0-4** also indicates vacant housing unit trends in the city since 1990. As is shown, while the number of units increased by 65 from 1990 to 2014, the number of vacant units has increased by 25, resulting in a current vacancy rate of 8.5 percent ($52/613 = 8.5$ percent), almost twice that of the 4.9 percent ($27/548 = 4.9$ percent) rate in 1990. Housing projections provided in the *Butte County Long-Term Regional Growth Forecasts* indicates that the city's number of housing units will increase in the coming years.

**FIGURE 2.0-4
NUMBER OF HOUSING UNITS AND VACANT UNITS**



Source: DOF; City of Biggs

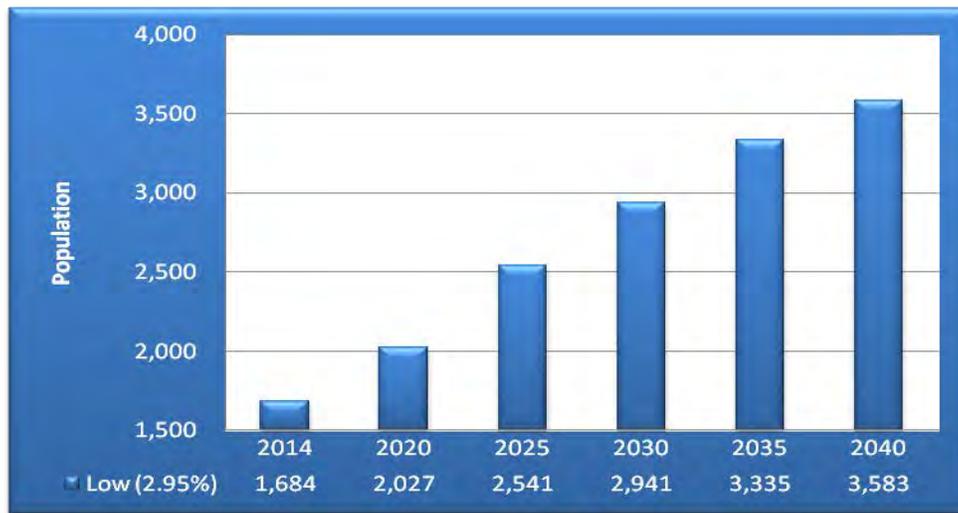
Note: 2016 housing units are based on completed units in 2014 and units with current building permits in 2015. The number of vacant units is based on the vacancy rate of 2014 and the knowledge that the new units built in 2014 and 2015 have already been sold and therefore will be occupied.

GROWTH PROJECTIONS

Based on the population and housing discussion above, it appears to be unlikely that the city will grow by the BCAG annual growth percentages identified for the growth scenarios through the year 2040. However, based on the recent housing development in the city, the short-term five-year growth, which is the lifespan of this MSR, would seem to be appropriate and accurate. Using the 2014-2016 annual growth of 3.4 percent, the City would have a population of 2,046 by the year 2020. The BCAG annual growth for the low growth scenario was 3.1 percent for the same time period, resulting in a 2020 population of 2,027, as shown in **Table 2.0-2** as well as **Figure 2.0-5**.

2.0 GROWTH AND POPULATION

FIGURE 2.0-5
PROJECTED POPULATION GROWTH 2014-2040



The City's 2014-2022 Housing Element Regional Housing Need Allocation (RHNA) is 184 dwelling units. This amount of growth represents a 3.3 percent annual growth in housing units by 2022. As such, while the historical growth rate in the city has been significantly lower than 3.3 percent, BCAG's low growth scenario of an average annual growth of 2.95 percent is reasonable based upon the growth currently occurring in the city and anticipated in the short term. Therefore, for this MSR, the anticipated growth in the city is expected to be consistent with the BGAC low growth scenario illustrated in **Figure 2.0-5**.

According to the Biggs 2014 Housing Element, there is a total of 18.42 vacant residentially zoned acres within the city's current boundaries. This acreage could accommodate a realistic total of 147 dwelling units (Biggs 2014a)³. Since the development of this information, the City has permitted 20 single-family dwelling units. As a result, the City now has enough available vacant land for 128 dwelling units. According to the BCAG low growth scenario, the city's housing stock is expected to increase by 125 units between 2014 and 2020 and an additional 187 units between 2020 and 2025. If such projections remain true, the City will not have enough vacant residentially zoned land to accommodate growth within the current city boundaries by 2021.

Determination 2-1 Population Growth:

The population of the City is expected to grow slowly with a growth rate of approximately 2.95% annually for the foreseeable future.

Determination 2-2 Housing Unit Growth:

The housing stock within the City is expected to grow slowly with an average annual growth rate of approximately 2.95% for the foreseeable future.

³ Note: The 2014-2022 Housing Element also required the use of underutilized land to meet its 2014-2022 Regional Housing Needs Allocation as shown in Housing Element Table 8.42.

Determination 2.3 Capacity to Accommodate Growth:

Based on anticipated future growth rates, the City will not have enough vacant residentially zoned land to accommodate growth within the current city boundaries by 2021.

2.0-4 GROWTH PLAN

GENERAL PLAN FUTURE GROWTH

The City of Biggs General Plan is the City's "constitution" for development. It is an effort by the City to consider and respond in advance to the needs and expectations of its residents concerning future development. This constitution is framed within the legal framework established by the state and is based on knowledge of opportunities and constraints affecting the City of Biggs. This plan addresses planning through the year 2030.

As described in the General Plan and in the General Plan Background Report, future growth opportunities are constrained by the small size of the city and the city's SOI as well as the highly developed nature of the existing city. The analysis undertaken as part of the preparation of the City's Housing Element identified only a limited number of urban infill opportunities within the existing city limits for new residential development and only one undeveloped infill site for new commercial development. As a result of the limited options for new development, the City will need to look beyond its existing developed core for new opportunities.

Recent trends indicate an increase in housing production in the Biggs area, with the City expecting the majority of the growth to occur in the areas to the east, southeast, and northeast of the city. Due to the significant agricultural issues present to the immediate west of the city, LAFCO has strong reservations about recommending any residential growth take place west of the existing city limits, while understanding that agricultural processing uses or compatible industrial uses may be appropriate on a case-by-case basis.

To provide for future growth in the city, the Biggs General Plan identified areas of future development potential called Special Planning Districts. The Special Planning Districts were defined in the General Plan to document the major planning areas that may be developed during the term of the General Plan. The General Plan included seven Special Planning Districts. These districts include:

- **The B Street Corridor Commercial District** – This district is completely within city limits and forms the downtown core of the community and includes virtually all the commercial businesses within the existing city limits of Biggs. Significant historic structures along B Street include the Colonia Hotel, the Biggs Carnegie Library, and the Sacramento Valley Bank Building.

The City envisions the B Street Corridor remaining as the primary business district of Biggs. Ideally, businesses will occupy all structures or properties along B Street between Fifth and Seventh Streets, possibly extending further east or west as well, and will provide basic goods and services to meet the needs of the community.

- **The North Area Residential District** – This district is partially within city limits and is located north of H Street, east of Fourth Street, and northwest of Rio Bonito Road. This district is currently in primarily agricultural uses, interspersed with rural residential home sites. The North Area Residential District is designated on the General Plan as an area dominated by low- and medium-density residential land uses in the north and west area and having

2.0 GROWTH AND POPULATION

one of two mixed-use core areas on its northeast side. The mixed-use core area has been identified in the area surrounding the existing intersection of Rio Bonito Road and Milky Way Drive. This core area is envisioned as a predominantly residential area allowing for medium- to high-density residential development with limited commercial and mixed-use land uses.

The City envisions this area to be developed in primarily residential uses as an extension of existing neighborhoods to the south.

- **The West Area Industrial/Residential District** – This district is partially within city limits, located in the southwest portion of Biggs and adjacent to the Union Pacific Railroad tracks on its eastern edge, wrapping around the southwest and western edge of the City. The developed properties in this area are currently utilized for primarily public facilities and heavy industrial and agricultural industrial purposes. Only the residential portion of the district, west of West Biggs Gridley Road, is currently located outside of the city limits.

The City envisions this area developed with industrial, agricultural industrial, and low-density residential uses.

- **The Southeast Area Residential District** – This district is located generally south and east of the existing city limits and outside of the developed area of the city. This area includes land east of First Street and south of B Street, and wraps around the southeast corner of Biggs to encompass properties adjacent to Dakota Avenue.

The City envisions this area developed with primarily low-density residential uses as an extension of existing neighborhoods to the north and west and to provide a buffer to the larger unincorporated farm properties located to the south and east.

- **The North Area Industrial District** – This district is outside of the city limits and located north of H Street, east of the Union Pacific Railroad tracks and west of Fourth Street, and is dominated by the existing Red Top Rice Growers rice drying facility. Existing development in this district consists primarily of the Red Top Rice facility, agricultural operations, and limited rural residential development within the unincorporated county area.

The City envisions this area to be developed with a combination of light and heavy industrial uses that are not negatively affected by the noise and dust conditions of the area.

- **The State Route 99/West Rio Bonito Special Planning District** – This district is outside of existing city limits, located to the north and south of West Rio Bonito Road and to the west of State Route 99. This land is in use for agricultural and agricultural commercial purposes, with limited rural residential development supporting the agricultural uses.

The City envisions this area developed in agriculturally supportive commercial uses that attract passing consumers and visitors on State Route 99. The character of this area will be one of unique shopping opportunities that, ideally, highlight the local character and agricultural products of the region.

- **The State Route 99/B Street Mixed-Use Core District** – This district is outside of existing city limits and is located along State Route 99 and West Rio Bonito Road. The land area in this district would provide Biggs with a visual window and physical presence on the major regional circulation route in the area, State Route 99, and would open up new opportunities with the potential for the development of substantial commercial and

employment-generating land uses. Existing land uses in the area consists primarily of agricultural tree-crop uses along with limited commercial and rural residential uses.

The City envisions this area as one of the primary areas for the urban expansion of the city within the horizon of the General Plan. The General Plan Land Use Diagram envisions this area as being developed with a mixture of medium- and higher-density residential uses, mixed-use development, and commercial service uses.

AREA OF CONCERN

Between 2000 and 2006, an unincorporated area south of Biggs and north of Gridley was identified by the Butte County LAFCO as an Area of Concern (AOC) (see **Figure 2.0-6** Area of Concern). The AOC encompasses that area bounded by State Highway 99 on the east; B Street and the existing Biggs SOI on the north; Biggs East Gridley Highway on the west; and the Gridley SOI on the south. The area covers approximately 1,960 acres and is divided into 156 parcels with an average parcel size of about 12 acres.

An AOC is a geographic area beyond the SOI in which land use decisions or other governmental actions of one local agency (the "Acting Agency") impact directly or indirectly upon another local agency (the "Concerned Agency"). For example, approval of a housing project developed to urban densities on septic tanks outside the city limits of a city and its SOI may result in the city being forced subsequently to extend sewer services to the area to deal with septic failures and improve city roads that provide access to the development. The city, in such a situation, would be the Concerned Agency with appropriate reason to request special consideration from the Acting Agency in considering projects adjacent to the city.

LAFCO will notify any Concerned Agency when LAFCO receives notice of a proposal of another agency in the AOC, and will give great weight to its comments. The AOC is determined to be a reasonable and logical growth area for the southern Butte County area. The State Route 99 corridor provides opportunities for future revenue enhancement opportunities for both cities, with consideration to the desire to maintain individual city identities through the incorporation of features or amenities that distinguish the boundaries of each city.

ANNEXATIONS

The only annexations by the city in recent years consist of four separate annexations totaling approximately 38 acres. The annexation of approximately 38 acres represents a 9.2 percent increase in total area of the city. During the 2009 MSR time period, the City only annexed one parcel of approximately 1.5 acres.

1. 06-01 - Fourth Street Annexation No. 1: annexation of approximately 1.84 acres to allow for the extension of municipal services and to prepare for proposed development. The property is located on Fourth Street and is identified as APN 022-150-020. The annexation was recorded on October 20, 2005.
2. 07-07 - Fourth Street Annexation No. 2: annexation of approximately 19.46 acres to allow for the preparation of the property for the North Biggs Estates residential project and to expand municipal services in order to adequately provide utilities on the site. The property is located on the northern edge of the Biggs urbanized area, at the northeast corner of the intersection of H Street and Fourth Street, and is identified as APNs 022-170-001 and 022-150-021. The annexation was recorded on January 12, 2007.

2.0 GROWTH AND POPULATION

3. 07-14 - Sixth Street Annexation No. 1: annexation of 15.29 acres in order to provide municipal services for the Summit Estates residential project. The project required a small SOI amendment. The parcels are identified as APNs 022-160-058, 022-160-067, 022-160-071, and 022-160-070. The annexation was recorded on June 11, 2008.
4. 10-04 - B Street Annexation No. 1: annexation of one parcel developed with the Biggs Veterans Memorial Hall and the adjacent road right-of-way, totaling approximately 1.5 acres in size. The purpose is to utilize the building for public uses to include the Biggs City Hall. The subject territory is located on the north side of B Street, approximately 600 feet east of First Street, just east of the City of Biggs, and is identified as Assessor's Parcel Number 022-320-002. The annexation was recorded on April 1, 2010.

Determination 2-4 Growth Plan:

Growth is primarily expected to occur south and east of the city with a large portion of residential development within the Area of Concern. Residential growth to the west is significantly restricted by incompatibility with agricultural uses and land use designations and, as such, the City adopted an Urban Growth Boundary Line to restrict City expansion in that area.

Determination 2-5 Annexation:

The City annexed one property during the 2009 to 2015 time period.

2.0-5 REGIONAL HOUSING ALLOCATION

A Regional Housing Needs Plan (RHNP) is mandated by the state of California (Government Code Section 65584) for regions to address housing issues and needs based on future growth projections for the area. The state of California also establishes the number of total housing unit need for each region. The RHNP is developed by BCAG, and allocates to cities and the unincorporated county their "fair share" of the region's projected housing needs. The RHNP allocates fair share needs based on household income groupings over the five-year planning period for each specific jurisdiction's Housing Element. The RHNP, which covers January 1, 2014, to June 30, 2022, also identifies and quantifies the existing housing needs for each jurisdiction.

The plan establishes the need for 184 new dwelling units in the city between 2014 and 2022. This increase in housing equates to an annual growth rate of 3.3 percent between 2014 and 2022, which coincides with the projected population growth rate for the city. According to the RHNP, Biggs's housing needs are for the extremely low income⁴ (13% or 24 units), very low income⁵ (13% or 24 units), low income⁶ (16% or 30 units), moderate income⁷ (13% or 24 units), and above moderate income⁸ (45% or 82 units) residents of the community.

As shown in the Biggs 2014 Housing Element, the land designated for residential development on the General Plan land use map is significantly greater than is required to meet development demand. Table 8.40 (shown below as **Table 2.0-3**) of the Housing Element indicates the realistic capacity of vacant residential land within the city's boundaries. As is shown, the City has adequate available vacant residential land to meet and exceed the projected housing need

⁴ Income less than 30% of Butte County area median income.

⁵ Income between 30% to 50% of Butte County area median income.

⁶ Income between 50% and 80% of Butte County area median income.

⁷ Income between 80% and 120% of Butte County area median income.

⁸ Income exceeding 120% of Butte County area median income.

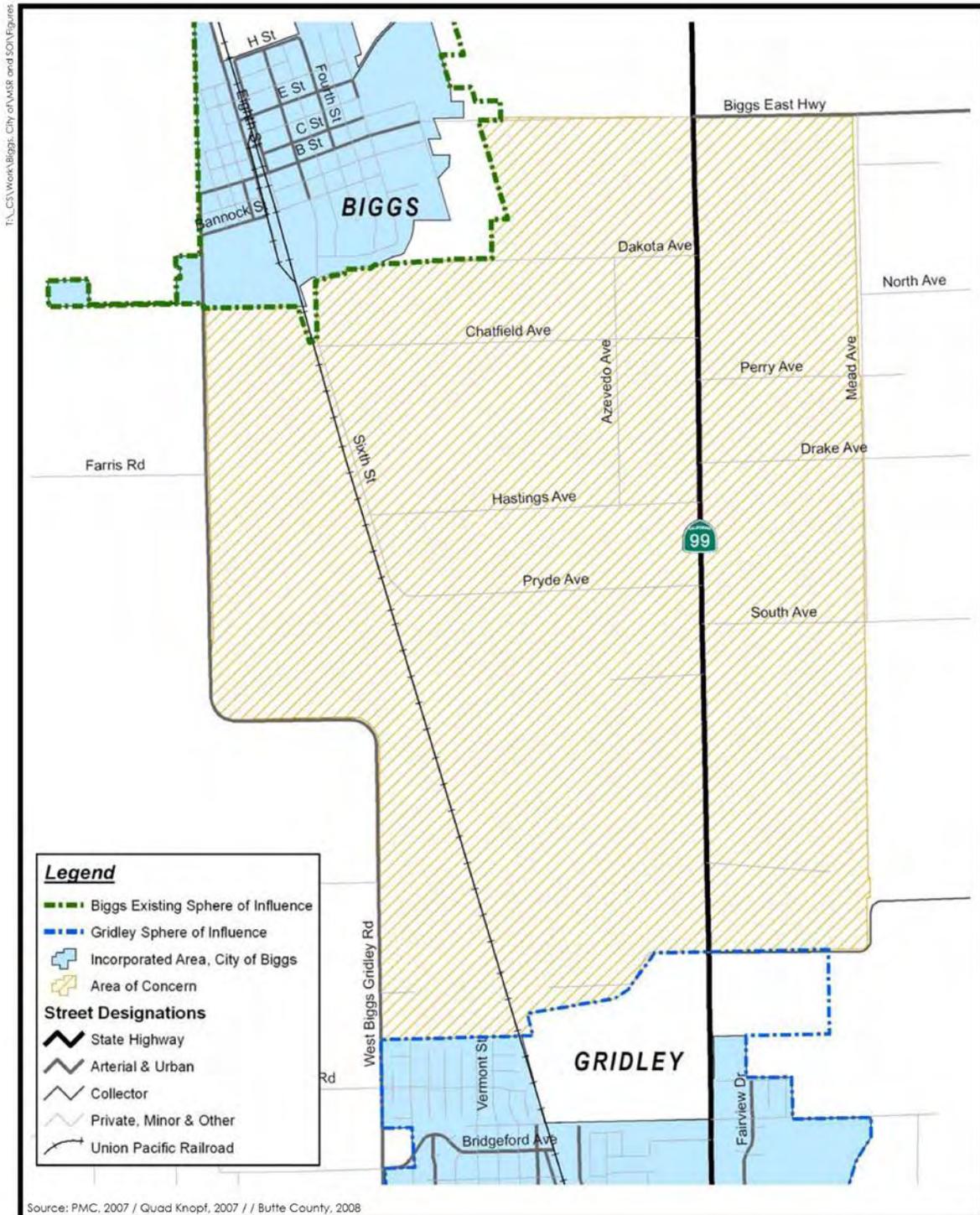


Figure 2.0-6
Area of Concern



2.0 GROWTH AND POPULATION

for the city through 2022. The city is estimated to have a total surplus of 85 units above the regional housing needs allocation, while fulfilling the needs allocation of each of the income groups.

**TABLE 2.0-3
COMPARISON OF REGIONAL GROWTH NEED AND RESIDENTIAL SITES**

Income Group	Total RHNA	Progress since January 2014	Remaining RHNA	Site Inventory Realistic Capacity	RHNA Surplus
Extremely Low	24	0	24	107 ²	48
Very Low	24	8 ¹	16		
Low	30	11 ¹	19		
Moderate	24	0	24	37 ³	13
Above Moderate	82	0	82	106 ⁴	24
Total	184	19¹	165	250	85

Source: Biggs 2014a.

- 1) These numbers correspond to the units with building permits pulled that are part of the North Biggs Estates project.
- 2) 40 of these units are allotted to the North Biggs Estates project.
- 3) Includes 2.02 acres of underutilized land accounting for 19 units.
- 4) Includes 16.61 acres of underutilized land accounting for 80 units.

Determination 2-6 Regional Housing Needs Allocation:

The City's current capacity for new housing units exceeds the 2014-2022 Regional Housing Needs Allocation. However, to meet this need, the use of underutilized land was required as there was not an adequate supply of available vacant land.

SUMMARY OF DETERMINATIONS

- 2-1 Population Growth:** *The population of the City is expected to grow slowly with a growth rate of approximately 2.95% annually for the foreseeable future.*
- 2-2 Housing Unit Growth:** *The housing stock within the City is expected to grow slowly with an average annual growth rate of approximately 2.95% for the foreseeable future.*
- 2.3 Capacity to Accommodate Growth:** *Based on anticipated future growth rates, the City will not have enough vacant residentially zoned land to accommodate growth within the current city boundaries by 2021.*
- 2-4 Growth Plan:** *Growth is primarily expected to occur south and east of the city with a large portion of residential development within the Area of Concern. Residential growth to the west is significantly restricted by incompatibility with agricultural uses and land use designations and, as such, the City adopted an Urban Growth Boundary Line to restrict City expansion in that area.*
- 2-5 Annexation:** *The City annexed one property during the 2009 to 2015 time period.*
- 2-6 Regional Housing Needs Allocation:** *The City's current capacity for new housing units exceeds the 2014-2022 Regional Housing Needs Allocation. However, to meet this need, the use of underutilized land was required as there was not an adequate supply of available vacant land.*

3.0 PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES

CITY OF BIGGS PUBLIC SERVICES

This section of the MSR addresses the provision of public services provided by the City of Biggs and identifies needs and deficiencies. "Infrastructure needs and deficiencies" refers to the status of existing and planned infrastructure and its relationship to the quality and levels of service that are, can, and need to be provided. The density, location, and quality of growth are dependent in part upon the availability and capacity of infrastructure and services. In reviewing a city's SOI, it is important to determine if the agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within the SOI.

The following services are evaluated in this section:

- Water
- Wastewater
- Storm Drainage and Irrigation
- Roadways
- Law Enforcement
- Fire Protection
- Parks and Recreation
- Solid Waste
- Electricity

This page is intentionally left blank.

3.1-1 INTRODUCTION

DOMESTIC WATER

The City currently provides water services to approximately 650 residential, commercial, and industrial customers within existing city boundaries. The City does not provide water to areas outside of the city limits. The majority of the water connections in the city belong to residential users. The City is in the process of completing the installation of individual water meters to residences in the city and is utilizing and implementing a telemetry system to read the newly installed individual service meters. Use of a telemetry reading system significantly reduces the time spent by City employees to read meters each month. Approximately 54 percent of the City's water customers are connected to meters. Currently, the City is in the process of applying for grant funding to complete the metering upgrade.

In 2009, the City completed a major water system upgrade including replacement of approximately 30,000 lineal feet of water line mains; complete refurbishment of two wells; abandonment of the old elevated water tank; and installation of automated telemetry controls, automated emergency generator backup, a 10,000-gallon hydropneumatic tank, new fire hydrants, and water meters.

This project helped the operations costs of the Public Works Department by reducing maintenance caused by leaks within the old system. Additionally, the new upgrade improved service reliability and boosted water pressures citywide from the former 38 pounds per square inch (psi) to approximately 55 psi. As a result, the Butte Fire Department has significantly greater ability to extract water from the system to fight fires. This project was funded by numerous grants and loans through the US Department of Agriculture Rural Development and Community Development Block Grant program.

There are three private wells in the City that are used for domestic water. Construction and abandonment compliance of these wells are under the authority of the Butte County Environmental Health Division and the City does not monitor the water quality or compliance of water standards for these wells.

IRRIGATION WATER

As shown in **Figure 3.1-1**, two irrigation district boundaries overlap the City's SOI. The two districts provide water for agricultural purposes to some parcels within the City's SOI.

Butte Water District

Butte Water District (BWD) provides surface water from the Feather River to 650 agricultural customers and has 1,400 water outlets. Formed in 1956, BWD serves the area south and east of the city and serves the Area of Concern between Biggs and Gridley. BWD consists of a total of approximately 31,300 acres: 18,865 acres in Butte County and approximately 12,465 acres in Sutter County. Parcels within the BWD are located in the unincorporated areas of both counties, and in the incorporated limits of the cities of Biggs (9 parcels, totaling 41 acres), Gridley (453 parcels, totaling 517 acres), and Live Oak (216 parcels, totaling 141 acres) (BWD 2010).

Generally, as parcels are annexed into the city, they are detached from BWD. LAFCO adopted determinations regarding BWD are found in the *Irrigation Service Provider MSR*.

3.1 WATER

Biggs-West Gridley Water District

Biggs-West Gridley Water District (BWGWD) provides surface water from the Feather River to a 32,000-acre boundary area, of which 85 percent is irrigated for agricultural and wetland purposes. Formed in 1942, the district is adjacent to the western border of the city. BWGWD was reviewed in the *Irrigation Service Provider MSR*; however, the review was cursory as the district did not respond to LAFCO requests for information. As with the BWD, if any annexations by the city occur within the BWGWD service area, they are generally detached from BWGWD.

3.1-2 PLANS AND REGULATORY REQUIREMENTS

REGULATORY AGENCIES

Federal, state, and local agencies play regulatory roles in California water. **Table 3.1-1** outlines the regulatory agencies and their respective roles. Key regulators of domestic groundwater systems are discussed in more detail below.

US Environmental Protection Agency

The US Environmental Protection Agency (EPA) is responsible for enforcing drinking water quality standards, although much of this authority is delegated to the states.

California Department of Water Resources

The Department of Water Resources' (DWR) major responsibilities include preparing and updating the California Water Plan to guide development and management of the state's water resources; planning, designing, constructing, operating, and maintaining the State Water Resources Development System; protecting and restoring the Sacramento-San Joaquin Delta; regulating dams; providing flood protection; assisting in emergency management to safeguard life and property; educating the public; and serving local water needs by providing technical assistance. In addition, the DWR cooperates with local agencies on water resources investigations, supports watershed and river restoration programs, encourages water conservation, explores conjunctive use of groundwater and surface water, facilitates voluntary water transfers, and, when needed, operates a state drought water bank.

State Water Resources Control Board

The State Water Resources Control Board (SWRCB) develops statewide water protection plans, establishes water quality standards, and allocates and adjudicates water rights. The SWRCB is composed of nine regional water quality control boards (RWQCB) that are responsible for preserving California's water quality. The RWQCBs issue waste discharge permits, take enforcement action against violators, and monitor water quality. The SWRCB and the RWQCBs jointly administer most of the federal clean water laws. However, the SWRCB retains oversight responsibility and, like the EPA, may intervene if it determines the proposed project is not in compliance with SWRCB regulations.

Central Valley Regional Water Quality Control Board

The Central Valley Regional Water Quality Control Board (CVRWQCB) is responsible for establishing water quality standards and objectives that protect the beneficial uses of various waters. In the Biggs area, the CVRWQCB is responsible for protecting surface water and groundwater from both point and nonpoint sources of pollution. The Central Valley Regional Water Quality Control Plan (Basin Plan) covers all the drainage basin areas for the Sacramento and San Joaquin rivers. This plan describes the beneficial uses to be protected in these

waterways, water quality objectives to protect those uses, and implementation measures to make sure those objectives are achieved.

Butte County Environmental Health Division

The construction and abandonment of wells in the City is regulated by the Butte County Environmental Health Division. Wells must be drilled and constructed properly under permit from the Butte County Environmental Health Division as defined in Chapter 23 of the Butte County Code. Private well owners are responsible for ensuring their water is safe because the water quality of private wells is not regulated.

3.1 WATER

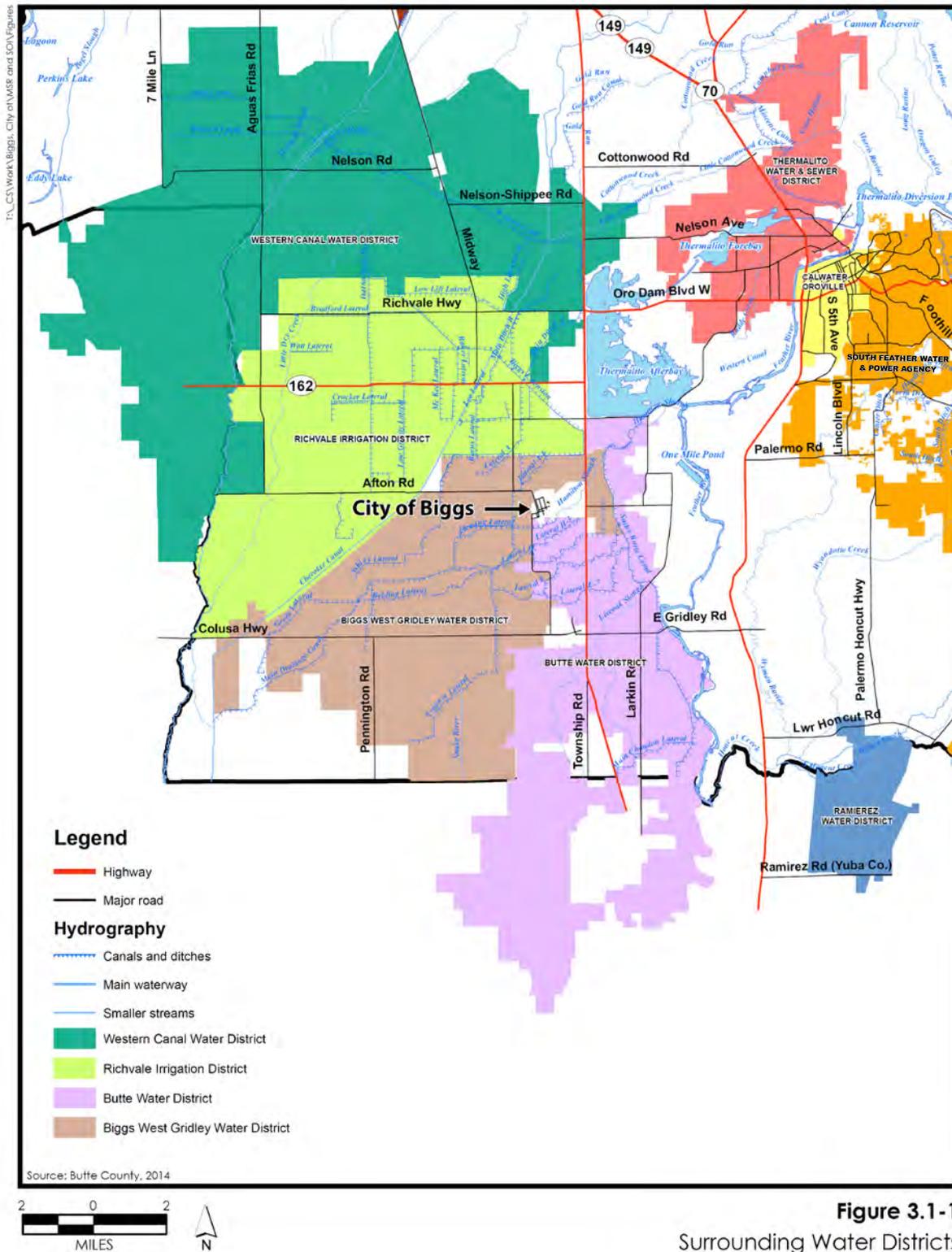


Figure 3.1-1
Surrounding Water Districts

Michael Baker
INTERNATIONAL

**TABLE 3.1-1
AGENCY AND REGULATORY ROLES**

Agency	Regulatory Role
US Bureau of Reclamation	Protect Bay-Delta fisheries, Central Valley Project
US Environmental Protection Agency	Drinking water quality standards, source water protection, contaminated site remediation
State Water Resources Control Board	Water rights, water quality standards, water protection plans, discharger enforcement
CA Department of Water Resources	Water planning, dam safety, flood control, State Water Project
CA Department of Health Services	Water provider operational permits, drinking water quality standards, water employee certification, water security
CA Department of Fish and Wildlife	Stream flow requirements, streambed alterations, species conservation
CA Department of Toxic Substances Control	Oversight of hazardous substances, remediation of contaminated sites
Groundwater agencies	Oversight of groundwater levels and quality, groundwater monitoring

REGULATIONS

Safe Drinking Water Act

The Safe Drinking Water Act was originally passed by Congress in 1974 to protect public health by regulating the nation's public drinking water supply. The law was amended in 1986 and 1996 and requires many actions to protect drinking water and its sources: rivers, lakes, reservoirs, springs, and groundwater wells. The act applies to every public water system in the US but does not regulate private wells that serve fewer than 25 individuals.

The act authorizes the EPA to set national health-based standards for drinking water to protect against both naturally occurring and man-made contaminants that may be found in drinking water. Originally, the act focused primarily on treatment as the means of providing safe drinking water at the tap. The 1996 amendments changed the existing law by recognizing source water protection, operator training, funding for water system improvements, and public information as important components of safe drinking water. This approach is intended to ensure the quality of drinking water by protecting it from source to tap.

Water providers are subject to federal and state requirements covering water quality and water planning, and ensuring that water employees are adequately trained, among others. This section provides an overview of the more significant and recent requirements.

California Water Plan Update 2009

The California Water Plan is the state's blueprint for integrated water management and sustainability. The California DWR updates the water plan approximately every five years. California Water Plan Update 2009 is the latest edition of the water plan and provides statewide strategic plan for water management to the year 2050. The California Water Plan provides framework and resource management strategies promoting two major initiatives: integrated regional water management that enables regions to implement strategies appropriate for their own needs and helps them become more self-sufficient, and improved statewide water

3.1 WATER

management systems that provide for upgrades to large physical facilities, such as the State Water Project, and statewide management programs essential to the California economy (DWR 2009a).

Senate Bill 610

Senate Bill (SB) 610 makes changes to the Urban Water Management Planning Act to require additional information in urban water management plans if groundwater is identified as a source available to the supplier. Required information includes a copy of any groundwater management plan adopted by the supplier, a copy of the adjudication order or decree for adjudicated basins, and if nonadjudicated, whether the basin has been identified as being overdrafted or projected to be overdrafted in the most current California DWR publication on that basin. If the basin is in overdraft, the plan must include current efforts to eliminate any long-term overdraft. A key provision in SB 610 requires that any project subject to CEQA supplied with water from a public water system be provided a specified water supply assessment, except as specified in the law (DWR 2003).

Senate Bill 221

SB 221 prohibits approval of subdivisions consisting of more than 500 dwelling units unless there is verification of sufficient water supplies for the project from the applicable water supplier(s). This requirement also applies to increases of 10 percent or more of service connections for public water systems with fewer than 500 service connections. The law defines criteria for determining "sufficient water supply" such as using normal, single-dry, and multiple-dry year hydrology and identifying the amount of water that the supplier can reasonably rely on to meet existing and future planned uses. Rights to extract additional groundwater, if groundwater is to be used for a project, must be substantiated (DWR 2003).

3.1-3 EXISTING CONDITIONS AND FACILITIES

WATER SUPPLY

The sole source of water supply for Biggs is groundwater extracted from the Sacramento Valley Groundwater Basin, more specifically the East Butte Subbasin, pumped through three City wells. These wells, known as "Willard" located on C Street, "Henry" located on 2nd Street, and "Bertha" located in Family Park, provide all the domestic water in the city. The most recently upgraded well is Willard, which was redrilled to a lower depth in 2005 and is used as an emergency well for fire protection. The City has rehabilitated the other two wells and added a hydropneumatic tank to provide a more constant control of water pressures.

Henry and Bertha are used to supply water to the public. Each of these wells has a capacity of about 900 gallons per minute (gpm); the third emergency backup well, Willard, has a capacity of about 800 gpm. While the water system has an aboveground storage in the water system, it is only used in limited cases for maintenance or construction at a well site. Based on the State Waterworks Standards for systems of fewer than 1,000 service connections the City has about 250,000 gallons per day of growth remaining in the current water source. Utilizing the 2013 maximum day demand of 1,553 gallons per service connection, the City can add about another 161 service connections prior to needing another source of supply (well) (Biggs 2015).

In 2013, the total water production from the City wells was 135.5 million gallons. The 2013 average daily water use was 571 gallons per day per service connection (based on 650 customers). The maximum daily flow in 2013 was 1,553 gallons per service connection. In 2014, the total water production decreased to 128.6 million gallons as less water supply was required

to meet demand; the average daily water use was 521 gallons per service, based on 676 water customers. The average daily water use during the maximum use month in 2014 was 870 gallons per service.

Groundwater Supply

The Sacramento Valley Groundwater Basin is currently unadjudicated and no safe yield has been determined. Water rights in unadjudicated groundwater basins are not clearly defined, as they are in adjudicated basins where groundwater pumping is managed and operated according to court settlements. Since no safe yield has been established for the groundwater basin, the theoretical supply for Biggs is unknown.

Historical data indicates that water level decreases in the groundwater basin are seasonal and that the groundwater basin typically recharges during the winter months. Therefore, although long-term historical data shows that well levels seasonally and annually fluctuate, there is no significant difference in the well levels over the long term (Butte County 2005). According to the DWR (2004), the portion of the East Butte Subbasin located in Butte County was evaluated for seasonal and long-term changes in groundwater levels for confined and composite portions of the aquifer systems. In the portion of the subbasin located in the southern part of Butte County, which includes the Biggs Planning Area, groundwater level fluctuations for composite wells average about 4 feet during normal years and up to 10 feet during drought years. The groundwater fluctuations for wells constructed in the confined and semi-confined aquifer system average 4 feet during normal years and up to 5 feet during drought years.

Estimates of groundwater extraction for agricultural, municipal and industrial, and environmental wetland uses are 104,000, 75,500, and 1,300 acre-feet, respectively. Deep percolation of applied water is estimated to be 126,000 acre-feet. (An acre-foot is a unit of volume commonly used in reference to large-scale water resources. It is defined by the volume of 1 acre of surface area to a depth of 1 foot. In general, 1 acre-foot is considered to be the planned annual water usage of a suburban family household)

Figure 3.1-2 illustrates the City's water production since 2009. As is shown, the greatest water production between 2009 and 2014 was in 2009. The average water production for the six-year time frame was 129.5 million gallons.

**FIGURE 3.1-2
WATER PRODUCTION**



3.1 WATER

FACILITIES

City of Biggs

As stated previously, the City currently owns and operates three wells. The City has rehabilitated two of the wells and has added a hydropneumatic tank to provide constant control of water pressures, and redrilled the third well to a deeper depth. The two primary wells are capable of delivering a combined total of 2,600 gpm at 40 psi or 2,000 gpm at 55 psi. With the completed upgrades to the City's wells, the combined capacity of all three wells is approximately 3,500 gpm at 40 psi. Two wells are equipped with a sand filter and diesel backups so that they can operate during a power failure.

The distribution network in the city consists of approximately 9 miles of pipeline. In 2009, the City installed more than 60,000 feet of water lines as the single largest upgrade in the history of the city's water system. This project resulted in many system improvements and has increased fire flows in some areas by 500 percent. This upgrade also included installation of water meters on approximately 54 percent of the water services. Approximately 46 percent of the customers are still unmetered; however, the City is in the process of applying for grant funds to complete the metering. This endeavor will allow the City to better manage the system to detect leaks and has improved the City's ability to fight fires.

The city has an elevated storage tank with a capacity of approximately 40,000 gallons, but is only used in limited cases for maintenance or construction at a well site. This is the only aboveground storage in the city, and is undersized for a water system the size of the city's without additional well production capacity. The City does not currently have any plans for additional storage, though it has upgraded two of its existing wells with on-demand variable speed drive units and added a hydropneumatic tank to provide constant control of water pressures, negating the need for additional storage at this time. The City will consider new storage reservoirs should substantial development occur that cannot be met by the existing wells.

The Water Master Plan was last updated in 2000 and was prepared to determine necessary capital improvements and upgrades. The Master Plan listed nine priority projects to upgrade the city's water system. All of these projects have since been completed, which brings the infrastructure within the city's system up to date. As a result, fire service has increased tenfold for the entire city.

Additionally, the City currently collects a water development impact fee of \$3,810 per residential unit for new residential development and \$3,810 per dwelling unit equivalent (DUE) for commercial and industrial development. These fees assist in offsetting future financial impacts to the City's water system for the construction of new water facilities, as needed.

Current Infrastructure Needs

The following is a list of near-term planned water system projects in the city:

- a. Complete metering of existing City water service connections.
- b. Modify 2nd Street well (Henry) by adding a separate building enclosure for the chlorine feed system.
- c. Add water system supervisory control and data acquisition (SCADA) integration equipment.

- d. Treat water at the Willard well for manganese and arsenic.
- e. Add storage and distribution pump station.

Future Upgrades

The following is a list of future water system upgrades in the city:

- a. Construct additional transmission mains to connect into the existing water system.
- b. Construct additional distribution pipelines and appurtenances to serve future customers. This includes fire hydrants, service laterals and meters, valves, and related facilities.
- c. Construct ground level storage tanks and related distribution pumps.
- d. Construct new groundwater wells and possibly treatment for added capacity (as needed).
- e. Expansion of the SCADA system to include well, storage and pump station monitoring and alarm systems.

Determination 3.1-1 Development Impact Fees:

The City requires the payment of a water system development impact fee to assist in the development of water system infrastructure as needed.

BUTTE WATER DISTRICT

BWD provides irrigation water to areas south and east of the City of Biggs current city limits. BWD receives 133,200 acre-feet of water from the Feather River, which is diverted through Thermalito Afterbay and enters the district's canal system through the Sutter-Butte Main Canal. Exit flows from the district enter the Sutter Bypass and Butte Creek reclamation drains. Most of the BWD's canals and laterals are maintained by private landowners. Some of the district's canals run through the proposed SOI expansion area.

Annual demand for water from the BWD averages 100,000 acre-feet during the summer irrigation season and 10,000 acre-feet during the winter. BWD currently utilizes approximately 70–80 percent of its allocation. There are no proposed or planned changes in system capacity, and water supplies are determined to be adequate to serve projected demand within BWD boundaries. Primary constraints to water delivery will be the limitations of BWD facilities and availability of water in drought years (BWD 2010).

BIGGS-WEST GRIDLEY WATER DISTRICT

Similar to BWD, the Biggs-West Gridley Water District receives 161,000 acre-feet of water from the Feather River through Thermalito Afterbay and the Sutter-Butte Main Canal. Further information regarding the district's infrastructure within the city limits and SOI was not available.

Determination 3.1-2 Facilities:

With the completion of the nine priority projects from the Water Master Plan, the City's water infrastructure system and facilities are adequate to accommodate future growth.

3.1 WATER

Determination 3.1-3 Storage:

The City's storage capacity is undersized for a water system of its size without additional well production capacity. However, the two main wells have been refurbished to pump "on demand" with variable speed drive units on the wells making additional storage unnecessary in the near term.

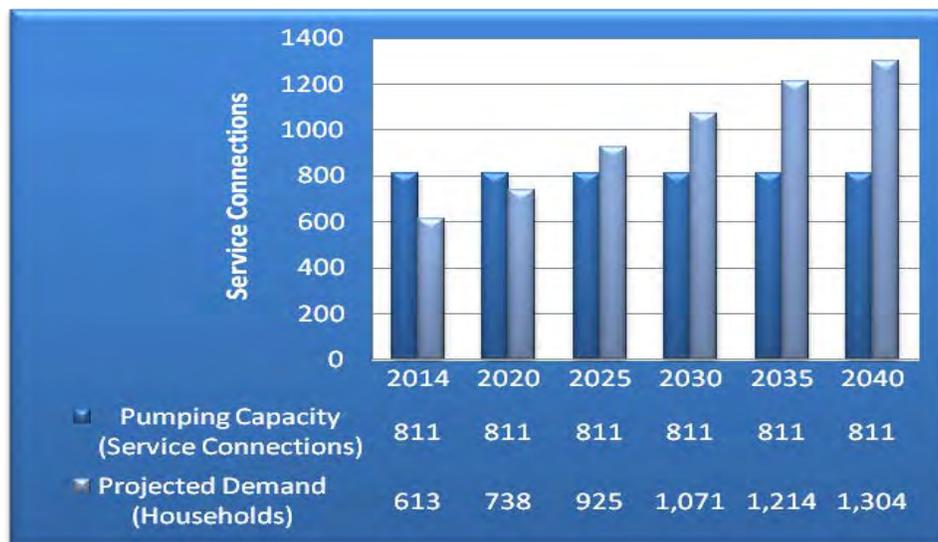
WATER DEMAND

As shown in **Figure 3.1-2**, the total water production/demand in the city in 2014 was 128.6 million gallons. The average daily water use was 521 gallons per day per service connection. This number is based on 676 water customers. The average daily water use during the maximum month in 2014 was 870 gallons per service connection. In 2013, the total water production/demand was 135.5 million gallons and the average daily water use was 571 gallons per day per service connection (based on 650 customers). The maximum daily flow in 2013 was 1,553 gallons per service connection.

The City Engineer determined that based on the State Waterworks Standards for systems of fewer than 1,000 service connections, the City has about 250,000 gallons per day of growth remaining in the current water source. Utilizing the 2013 maximum day demand of 1,553 gallons per service the City can add about another 161 service connections prior to needing another source of supply (Biggs 2015).

As previously stated, based on the 2013 average daily water use per service connection, the City's water system has enough pumping capacity to serve 811 connections. **Figure 3.1-3** illustrates the expected growth in water demand based on the City's projected annual household growth rate of 2.95 percent. As is shown, based on the 2013 maximum day use, the City will need additional pumping capacity by 2025. Water conservation efforts will extend the City's existing capacity. For example, using the 2014 maximum daily use of 870 gallons instead of the 2013 use of 1,553 gallons, the existing system can accommodate up to 287 new service connections or a total of 937 connections. However, the City will still need additional pumping capacity by 2030 based on a 2.95 percent annual growth rate.

Figure 3.1-3
Projected Water Demand 2015–2040



Determination 3.1-4 Quantity:

The City will need additional groundwater pumping capacity to serve the anticipated annual household growth rate of 2.95 percent in the future.

3.2-4 WATER QUALITY

Threats to drinking water include improperly disposed chemicals, animal wastes, pesticides, human wastes, wastes injected deep underground, and naturally occurring substances. Drinking water that is not properly treated or disinfected, or which travels through an improperly maintained distribution system, may also pose a health risk.

In January 2006, the EPA adopted more stringent regulations for the contaminant arsenic. The federal maximum contaminant levels (MCL) for arsenic decreased from 50 micrograms per liter ($\mu\text{g/L}$) to 10 $\mu\text{g/L}$. In 2008, the state MCL for arsenic was also reduced to 10 $\mu\text{g/L}$. The City reported that one well, the Willard well, is in reserve status because it is currently unable to meet the new federal standards due to naturally occurring arsenic. Water providers throughout California are experiencing similar challenges. Sustained doses of arsenic in excess of the MCL may cause skin or circulatory damage and may lead to an increased risk of cancer (SWRCB 2015b).

The water currently provided by the City meets all state primary and secondary drinking water standards. The Bertha and Henry wells are currently used to provide potable water in the city. The latest water quality report (2014) shows that these wells have been continually tested since 2001. While arsenic has been detected in these wells, the water meets the current standards. However, the Willard well (C Street well) has high levels of arsenic and manganese and is therefore only used as an emergency backup well. The City's future plans include treatment facilities for this well in order to allow this well to be used continually. Water is disinfected through chlorination at each well site. The chlorine content is regulated to be maintained within the 0.2 – 1.0 parts per million range. Two of the wells have a sand filter to remove sediments.

Potential vulnerabilities in drinking water sources are evaluated by DWR's Drinking Water Division. A source water assessment has been completed for the wells serving the City of Biggs. The sources are considered most vulnerable to the following activities not associated with any detected contaminants:

- Well 1 (Bertha): Existing and historic gas stations
- Well 3 (Henry): Agricultural drainage, sewer collection systems, agricultural and irrigation wells, existing and historic gas stations
- Well 4 (Willard): Sewer collection systems, agricultural and irrigation wells

Determination 3.1-5 Quality:

The water provided by the City meets all state and federal water quality requirements.

3.2-5 EMERGENCY PREPAREDNESS

Urban water suppliers are expected to address catastrophic disruptions of water supplies with plans reviewing the vulnerability of source and delivery and distribution systems to events such as regional power outages and system failures. The City has produced a notification plan, which outlines strategies to notify the appropriate personnel and residents in case of emergency. The

3.1 WATER

City does not have a water storage facility. In the case of a loss of electricity, the City has backup diesel generators to run the well pumps. However, these generators require public utilities personnel on-site for start-up.

Determination 3.1-6 Emergency Preparedness:

The City has emergency procedures in place to contend with a disruption in electrical and water services.

SUMMARY OF DETERMINATIONS

- 3.1-1 Development Impact Fees:** *The City requires the payment of a water system development impact fee to assist in the development of water system infrastructure as needed.*
- 3.1-2 Facilities:** *With the completion of the nine priority projects from the Water Master Plan, the City's water infrastructure system and facilities are adequate to accommodate future growth.*
- 3.1-3 Storage:** *The City's storage capacity is undersized for a water system of its size without additional well production capacity. However, the two main wells have been refurbished to pump "on demand" with variable speed drive units on the wells making additional storage unnecessary in the near term.*
- 3.1-4 Quantity:** *The City will need additional groundwater pumping capacity to serve the anticipated annual household growth rate of 2.95 percent in the future.*
- 3.1-5 Quality:** *The water provided by the City meets all state and federal water quality requirements.*
- 3.1-6 Emergency Preparedness:** *The City has emergency procedures in place to contend with a disruption in electrical and water services.*

This page is intentionally left blank

3.2-1 INTRODUCTION

The City currently provides wastewater services to approximately 675 residential, commercial, and industrial accounts. The majority of the sewer connections in the city belong to residential users. The current average daily dry weather (ADDW) demand is approximately 0.27 million gallons per day (mgd) (Biggs 2013a). The Wastewater Treatment Plant (WWTP) permitted design capacity is 0.38 mgd, and its peak facility design flow capacity is 1.05 mgd (Biggs 2013b).

3.2-1 PLANS AND REGULATORY REQUIREMENTS

Clean Water Act

The Clean Water Act (CWA) is the primary federal legislation governing surface water quality protection. The act employs a variety of regulatory and nonregulatory tools to sharply reduce direct pollutant discharges into waterways, finance municipal wastewater treatment facilities, and manage polluted runoff. These tools are employed to achieve the broader goal of restoring and maintaining the chemical, physical, and biological integrity of the nation's waters so that they can support "the protection and propagation of fish, shellfish, and wildlife and recreation in and on the water." Pollutants regulated under the CWA include "priority" pollutants, including various toxic pollutants; "conventional" pollutants, such as biochemical oxygen demand (BOD), total suspended solids (TSS), fecal coliform, oil and grease, and pH; and "nonconventional" pollutants, including any pollutant not identified as either conventional or priority. The CWA regulates both direct and indirect discharges (EPA 2015).

National Pollutant Discharge Elimination System

The National Pollutant Discharge Elimination System (NPDES) program, Section 402 of the CWA, controls direct discharges into navigable waters. Direct discharges, or point source discharges, are from sources such as pipes and sewers. NPDES permits, issued by either the EPA or an authorized state/tribe, contain industry-specific, technology-based, and/or water-quality-based limits, and establish pollutant monitoring and reporting requirements. (The EPA has authorized 40 states to administer the NPDES program.) A facility that intends to discharge into the nation's waters must obtain a permit before initiating a discharge. A permit applicant must provide quantitative analytical data identifying the types of pollutants present in the facility's effluent and the permit will then set forth the conditions and effluent limitations under which a facility may make a discharge (EPA 2015).

General Pretreatment Regulations

Another type of discharge regulated by the CWA is discharge that goes to a publicly owned treatment works (POTW). POTWs collect wastewater from homes, commercial buildings, and industrial facilities and transport it via a collection system to the treatment plant. Here, the POTW removes harmful organisms and other contaminants from the sewage so it can be discharged safely into the receiving stream. Generally, POTWs are designed to treat domestic sewage only. However, POTWs also receive wastewater from industrial (nondomestic) users. The General Pretreatment Regulations establish responsibilities of federal, state, and local government, industry, and the public to implement pretreatment standards to protect municipal wastewater treatment plants from damage that may occur when hazardous, toxic, or other wastes are discharged into a sewer system and to protect the quality of sludge generated by these plants. Discharges to a POTW are regulated primarily by the POTW itself, rather than the state/tribe or the EPA (EPA 2015).

3.2 WASTEWATER

PORTER-COLOGNE WATER QUALITY ACT

In 1969, the California legislature enacted the Porter-Cologne Water Quality Control Act to preserve, enhance, and restore the quality of the state's water resources. The act established the State Water Resources Control Board (SWRCB) and nine regional water quality control boards (RWQCB) as the principal state agencies with the responsibility for controlling water quality in California. Under the act, water quality policy is established, water quality standards are enforced for both surface water and groundwater, and the discharges of pollutants from point and nonpoint sources are regulated. The act authorizes the SWRCB to establish water quality principles and guidelines for long-range resource planning including groundwater and surface water management programs and control and use of recycled water.

State Water Resources Control Board

Created by the California legislature in 1967, the five-member SWRCB allocates water rights, adjudicates water right disputes, develops statewide water protection plans, establishes water quality standards, and guides the nine RWQCBs located in the major watersheds of the state. The joint authority of water allocation and water quality protection enables the SWRCB to provide comprehensive protection for California's waters (SWRCB 2015a).

The SWRCB is responsible for implementing the CWA and issues NPDES permits to cities and counties through the RWQCBs. The City of Biggs is located in a portion of the state that is regulated by the Central Valley.

Waste Discharge Requirements Program

In general, the Waste Discharge Requirements (WDR) Program (sometimes referred to as the "Non Chapter 15 (Non 15) Program") regulates point discharges that are exempt pursuant to Subsection 20090 of Title 27 and not subject to the federal Water Pollution Control Act. Exemptions from Title 27 may be granted for nine categories of discharges (e.g., sewage, wastewater) that meet, and continue to meet, the preconditions listed for each specific exemption. The scope of the WDR Program also includes the discharge of wastes classified as inert, pursuant to Section 20230 of Title 27. Several SWRCB programs are administered under the WDR Program, including the Sanitary Sewer Order and recycled water programs (SWRCB 2012).

Department of Public Health

The California Department of Public Health (formerly Department of Health Services) is responsible for establishing criteria to protect public health in association with recycled water use. The criteria issued by this department are found in the California Code of Regulations, Title 22, Division 4, Chapter 3, entitled Water Recycling Criteria. Commonly referred to as Title 22 Criteria, the criteria contain treatment and effluent quality requirements that vary based on the proposed type of water reuse. Title 22 sets bacteriological water quality standards on the basis of the expected degree of public contact with recycled water. For water reuse applications with a high potential for the public to come into contact with the reclaimed water, Title 22 requires disinfected tertiary treatment. For applications with a lower potential for public contact, Title 22 requires three levels of secondary treatment, basically differing by the amount of disinfectant required (SBWR 2010).

Title 22 also specifies the reliability and redundancy for each recycled water treatment and use operation. Treatment plant design must allow for efficiency and convenience in operation and maintenance and provide the highest possible degree of treatment under varying

circumstances. For recycled water piping, the department has requirements for preventing backflow of recycled water into the public water system and for avoiding cross-connection between the recycled and potable water systems (SBWR 2010).

The Department of Public Health does not have enforcement authority for the Title 22 criteria; instead, the RWQCBs enforce them through enforcement of their permits containing the applicable criteria.

Central Valley Regional Water Quality Control Board

The Central Valley Regional Water Quality Control Board (CVRWQCB) provides planning, monitoring, and enforcement techniques for surface and groundwater quality in the Central Valley region, including Biggs and the surrounding area. The primary duty of the CVRWQCB is to protect the quality of the waters in the region for all beneficial uses. This duty is implemented by formulating and adopting water quality plans for specific groundwater or surface water basins and by prescribing and enforcing requirements on all agricultural, domestic, and industrial waste discharges.

Water Reuse Requirements (Permits)

The CVRWQCB issues water reuse requirements (permits) for projects that reuse treated wastewater. These permits include water quality protections as well as public health protections by incorporating criteria established in Title 22. The CVRWQCB may also incorporate requirements into the permit in addition to those specified in Title 22. These typically include periodic inspection of recycled water systems, periodic cross-connection testing, periodic training of personnel that operate recycled water systems, maintaining a database and/or permitting individual use sites, periodic monitoring of recycled water and groundwater quality, and periodic reporting.

Waste Discharge Requirements

The CVRWQCB typically requires a WDR permit for any facility or person discharging or proposing to discharge waste that could affect the quality of the waters of the state, other than into a community sewer system. Those discharging or proposing to discharge pollutants into surface waters must obtain an NPDES permit from the CVRWQCB. The NPDES permit serves as the WDR permit. For other types of discharges, such as those affecting groundwater or in a diffused manner (e.g., erosion from soil disturbance or waste discharges to land) a Report of Waste Discharge must be filed with the CVRWQCB in order to obtain a WDR permit. For specific situations, the CVRWQCB may waive the requirement to obtain a WDR permit for discharges to land or may determine that a proposed discharge can be permitted more effectively through enrollment in a general NPDES permit or general WDR permit.

Butte County Environmental Health Division

In Butte County, septic systems are regulated by the Environmental Health Division. The County recently adopted the Butte County Individual On-Site Wastewater Ordinance, which applies to unincorporated portions of Butte County not served by municipal wastewater treatment and disposal facilities. The ordinance updates and replaces existing County regulations in order to be consistent with applicable requirements of the CVRWQCB Basin Plan and to incorporate other changes based on the current state of knowledge and advances in practices and technologies for on-site wastewater treatment and disposal. Notably, the ordinance (a) implements more standardized procedures for soil and site evaluations; (b) incorporates new requirements pertaining to the vertical separation between the bottom of dispersal systems and groundwater

3.2 WASTEWATER

or restrictive layers; (c) provides a broader range of treatment and dispersal designs; and (d) institutes a program to ensure ongoing maintenance of certain types of systems.

There are currently less than half a dozen septic systems operating within the City of Biggs, and Biggs General Plan Policy PFS-3.2 states that new septic tank systems will not be allowed except for special cases to be determined by City policy makers.

3.2-3 EXISTING CONDITIONS AND FACILITIES

CAPACITY

The Biggs General Plan EIR determined that the current ADDW demand is approximately 0.27 mgd or 147.1 gallons per day (gpd) per person (Biggs 2013a). The hydraulic capacity of the current wastewater treatment plant is 1.05 mgd peak wet weather flow and 0.38 mgd ADDW, the latter of which is the permitted discharge as reported by the SWRCB.

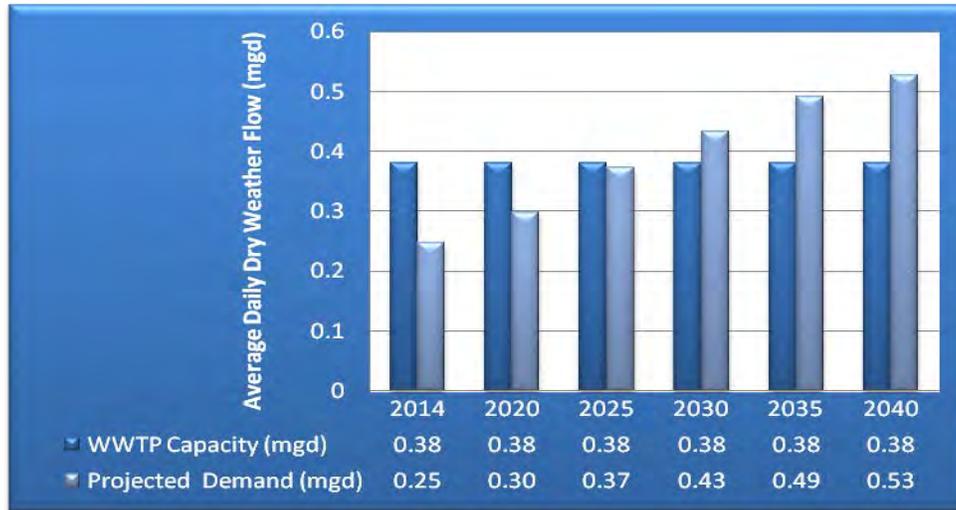
According to the City Engineer, the existing WWTP has the ability to expand under its current configuration. The existing treatment ponds could be equipped with aerators with higher horsepower and air transfer to enhance the treatment process and capacity of the plant. There is also sufficient room at the site to add an activated sludge package plant to treat additional flow. If the City wanted to keep aerobic ponds that do not require aerators, then additional land would be required to construct new ponds (Biggs 2015).

SERVICE DEMAND

An analysis of the existing wastewater treatment system by the City Engineer determined that, based on dry weather flow data of about 401 gallons per service per day, the existing system is capable of adding 274 additional service connections. This data is based on the 2013 ADDW flow of 0.27 mgd. The average flow throughout the year would be somewhat higher. In 2014, the ADDW flow was about 0.15 mgd, but this reflects a lower groundwater table and less infiltration and inflow. As of January 2015, there were 673 sewer services of which 95.5 percent (643) were residential connections.

Figure 3.2-1 below illustrates the expected growth in wastewater flows over the next 25 years, which were projected using the expected population growth rate of 2.95 percent. As is shown, at an anticipated annual growth rate of 2.95 percent, the City will not have sufficient permitted WWTP capacity by 2030.

**Figure 3.2-1
Projected Wastewater Demand 2014-2040**



Significant developments are required to submit plans and may be required by the City to provide detailed sewer capacity studies during the permitting process. These developments may be required to upgrade the existing collection system downstream if additional capacity is required.

Determination 3.2-1 Capacity:

The City currently has the capacity to collect and treat the wastewater produced within its existing boundaries. Assuming an annual growth rate of 2.95 percent, the City will need more WWTP capacity by 2030. However, future collection capacity requirements are ensured by City oversight during the permitting process for significant developments. The City's wastewater treatment plant has the capacity to expand by 35% to handle more growth and will be expanded in the future when required.

3.2-4 FACILITIES

A comprehensive Sewer Master Plan was developed by the City in 2003. This document states that most of the wastewater collection system was installed between 1920 and 1950 and is at or nearing the end of its planned life cycle. The plan indicates that the collection system occasionally experiences constraints due to infiltration/inflow (I/I) issues in various locations, pipe deterioration due to age, root intrusion, and grease buildup. To address these issues, the City has undertaken numerous projects to address aging pipes and I/I concerns which have resulted in a system that maintains its ability to responsibly collect and treat wastewater. For example, in 2009, the City had the entire sewer main collection system camera-inspected, de-rooted as needed, and repaired where breaches were identified. At this time, I/I into sewer laterals remains a concern for the City. Replacing or lining collection system piping that is high in I/I could reduce current flows and increase available capacity. Additionally, since most of the housing stock in the city is fairly old, replacement of inside fixtures with low flow devices could also reduce flows to the WWTP and potentially create additional capacity.

3.2 WASTEWATER

The Sewer Master Plan also addressed the City's WWTP. The treatment plant was originally built in the 1960s and is a RWQCB secondary level treatment facility. The plant currently has more than adequate capacity to serve the wastewater treatment needs of the city, and currently operates at about 65 percent capacity, with a 0.27 mgd ADDW flow, and can handle up to approximately 0.32 mgd ADDW (85 percent capacity) before the City will need to begin the process of an expansion (Biggs 2010). The City was issued a new five-year discharge permit by the RWQCB in 2012.

The WWTP is subject to the requirements set by the CVRWQCB. The current CVRWQCB NPDES Permit (No. CA0078930, October 2012) contains stringent ammonia removal requirements. The WWTP is in violation of this permit. On October 4, 2012, the City of Biggs received Time Schedule Order (TSO) R5-2012-0048 from the CVRWQCB. The TSO found that the City was not able to consistently comply with the new effluent limitation for ammonia and, as such, changes to the WWTP were necessary. As a result, the City in the process of improving the current effluent disposal method employed at the Biggs WWTP and complying with the CVRWQCB's waste discharge requirement by applying treated wastewater to land located directly south of the WWTP, thereby beneficially using the effluent for reclamation by growing fodder crops for off-site livestock animals.

The project, called the WWTP Enhancement Project, involves two phases. Phase 1 involves the planning of the overall project and on-site upgrades to the site in preparation to complete Phase 2. The on-site improvements consist of improvements to the existing influent pump station, the addition of a new mechanical intake screen, improvements to the existing rock filter, improvements to the chlorine delivery system, and improvements to the electrical power and controls for the treatment plant. The City is currently in the process of completing Phase 1.

Phase 2 involves the purchase of 160 acres of adjacent land to facilitate an upgrade to a land disposal facility, an effluent pump station to support transport of the treated wastewater to the adjacent land, modifications to the irrigation, tail water, aeration system, and chemical systems, and minor modifications to the controls to support the new pump station.

Phase 1 and 2 of the WWTP Enhancement Project construction is anticipated to be completed by October 2017. While this project will bring the City's effluent into compliance with the CVRWQCB NPDES Permit, this project will not increase the capacity of the plant.

The City's sanitary sewer system has experienced three reportable sanitary sewer overflows (SSOs) since mandatory reporting of SSOs to the State Water Resources Control Board began in 2007, resulting in a total of 60 gallons of spilled sewage. This is a very good record, indicating that the City is adequately maintaining its sewer system collection/conveyance infrastructure.

Determination 3.2-2 Facilities:

The City's wastewater collection system requires significant rehabilitation; however, the City's wastewater treatment plant is in good condition and has existing unused capacity as well as expansion capability.

Plans for Expansion/Upgrades

The WWTP was upgraded in 2000-2001. Other than the WWTP Enhancement Project, there are no planned improvements or expansions for the plant at this time. The treatment plant currently operates at about 65 percent capacity, and can handle up to approximately 0.32 mgd ADDW

(85 percent capacity) before the City will need to begin the process of planning for an expansion. The difference (0.32 mgd – 0.27 mgd) provides enough equivalent capacity to serve approximately 340 persons or 113 additional single-family homes (based on the 2014 average household size of 3.0 persons per household); the ultimate service capacity up to the permitted limit of 0.38 mgd ADDW allows the servicing of approximately 2,583 persons or an additional 248 additional single-family homes over existing conditions. As discussed previously, at a 2.95 percent annual growth rate, the City will exceed the WWTP capacity by 2030.

Currently, the City is in the process of completing Phase 1 of the WWTP Enhancement Project and is applying for an SOI expansion and annexation in order to continue working on Phase 2 of the project.

The City has a pipeline replacement program which sets aside money for repairs of the collection system. Aside from ongoing pipeline repairs and rehabilitation, there are no significant upgrades or expansions of the collection system planned.

The City currently collects a wastewater development impact fee of \$7,273 per residential unit for new residential development and \$7,273 per DUE for commercial and industrial development. These fees assist in offsetting future financial impacts to the City's wastewater system for the construction of new wastewater facilities, as needed.

In the City of Biggs, wastewater rates are based on a flat monthly fee schedule dependent upon type of use. The following table illustrates the City's current wastewater rates. In FY 2012-13, wastewater user rates were not sufficient to cover operation and maintenance costs of the system (Biggs 2013c). Subsequently, a wastewater rate study was completed in 2013, and the City Council approved three rate increases through 2016. These rates were adopted to offset the cost of the required improvements to the City's WWTP. The adopted increases are expected to result in a surplus of wastewater operational and maintenance funding.

Customer Sector Service Charge Per Connection Per Month	Monthly Rate Effective Date		
	7/1/2013	1/1/2015	1/1/2016
Residential/Apartment	\$50.44	\$55.90	\$65.90
Tavern or Bar	\$66.03	\$73.17	\$86.26
Beauty Salon at Home	\$56.72	\$62.87	\$74.11
Churches and Halls	\$52.15	\$57.80	\$68.13
Commercial	\$62.85	\$69.65	\$82.11
Wild Rice Mill	\$50.44	\$55.90	\$65.90
Specialty Rice Mill	\$81.69	\$90.53	\$106.73
SunWest Main Rice Mill	\$237.57	\$263.29	\$310.39
Market	\$89.90	\$99.64	\$117.46
Office Buildings	\$62.85	\$69.65	\$82.11
Mini-Mart	\$72.87	\$80.76	\$95.21
Service Station	\$76.59	\$84.88	\$100.06
Industrial	\$96.90	\$107.39	\$126.60
Memorial Hall	\$62.85	\$69.65	\$82.11
Restaurant	\$79.81	\$88.44	\$104.27
Day Care	\$93.48	\$103.59	\$122.13
Elementary School	\$247.33	\$274.10	\$323.13
High School	\$247.33	\$274.10	\$323.13
Minimum Charge - any user	\$50.44	\$55.90	\$65.90

Source: City of Biggs 2013d

3.2 WASTEWATER

Determination 3.2-3 Facilities Expansion/Upgrades:

There are no wastewater treatment plant expansions planned for the near future. The City has recently embarked upon a two-phase WWTP Enhancement Project, which will bring the effluent discharge into compliance with waste discharge requirements. Phase I of this enhancement project is nearly complete and Phase II is under way.

Determination 3.2-4 Development Impact Fees:

The City requires the payment of a wastewater system development impact fee to assist in the development of wastewater infrastructure as needed.

3.2-5 SEPTIC SYSTEMS

Areas that do not lie within Biggs's city limits do not receive municipal wastewater treatment services, but rather rely on septic systems. Septic systems are located on individual properties, provide treatment of wastewater, collect sludge, and discharge effluent into a leach field. Property owners are responsible for septic system maintenance and sludge disposal. Septic systems are allowed in the city and county only if there is no nearby public sewer system. Generally, a public sewer system is considered available if a sewer system or a building connection to a sewer system is within 200 feet of the building, in accordance with Section 713.4 of the Uniform Plumbing Code of the International Association of Plumbing and Mechanical Officials.

Septic systems do not remove pollutants to the extent that wastewater treatment plants do. If septic systems are not properly designed, sewage may surface, creating odors and health risks. Public health concerns include seepage into groundwater and surface water. Septic system maintenance and failure carry relatively high and potentially unexpected costs which may be unaffordable to some low-income residents.

There are six septic systems within city limits. A majority of the unincorporated area inside the city's SOI is reliant on septic systems, with the exception of two residential connections outside of the city limits. Generally, as individual septic systems fail, residents must connect to the City's system. All new developments in the city are required to connect to the City wastewater treatment facilities. All new septic systems within the SOI or General Plan Planning Area are evaluated and permitted by the Butte County Environmental Health Division.

SUMMARY OF DETERMINATIONS

- 3.2-1 Capacity:** *The City currently has the capacity to collect and treat the wastewater produced within its existing boundaries. Assuming an annual growth rate of 2.95 percent, the City will need more WWTP capacity by 2030. However, future collection capacity requirements are ensured by City oversight during the permitting process for significant developments. The City's wastewater treatment plant has the capacity to expand by 35% to handle more growth and will be expanded in the future when required.*
- 3.2-2 Facilities:** *The City's wastewater collection system requires significant rehabilitation; however, the City's wastewater treatment plant is in good condition and has existing unused capacity as well as expansion capability.*
- 3.2-3 Facilities Expansion/Upgrades:** *There are no wastewater treatment plant expansions planned for the near future. The City has recently embarked upon a two-phase WWTP enhancement project, which will bring the effluent discharge into compliance with waste discharge requirements. Phase I of this enhancement project is nearly complete and Phase II is under way.*
- 3.2-4 Development Impact Fees:** *The City requires the payment of a wastewater system development impact fee to assist in the development of wastewater infrastructure as needed.*

This page is intentionally left blank

3.3-1 INTRODUCTION

The City of Biggs utilizes the 1998 City of Biggs Master Storm Drainage Plan completed by California Engineering Company to evaluate, plan, and manage storm drain facilities, infrastructure, and services within the city. The 1998 Master Storm Drainage Plan was prepared to assist the City in assessing its existing storm drainage system, in evaluating necessary improvements, and to assist the City in understanding the storm drainage environment in and around the city. The 1998 Plan is the most comprehensive document detailing storm drainage in the city and has been relied upon by this MSR, which incorporates it herein by reference.

The City of Biggs and its SOI drain primarily in a southwesterly direction through a system of ditches and sloughs toward the Sacramento River. The City of Biggs lies within the area between the Feather River, to the east, and the Sacramento River, to the west. The city is located on FEMA Firm Map 06007C0975E and is identified as being in Zone X, outside of the 100-year floodplain (FEMA 2014). Groundwater within the Biggs area is generally high and ranges seasonally from 4-10 feet in depth. Surface drainage rates are generally low within the Biggs area due to the flat terrain and the high clay content of native soils.

3.3-2 PLANS AND REGULATORY REQUIREMENTS

CENTRAL VALLEY REGIONAL WATER QUALITY CONTROL BOARD

The CVRWQCB is responsible for water quality control plans (basin plans), water quality objectives, and regulating stormwater runoff pollution. Stormwater is water flow that occurs during precipitation. Cities and industries known to contribute to stormwater runoff pollution are regulated by NPDES permits and WDRs issued by their region-specific RWQCB. Stormwater NPDES permits are issued to protect water quality from non-point source discharges, such as road runoff or construction sites. The RWQCB issues individual NPDES permits to cities with populations of 100,000 or more, and has issued a general permit to smaller cities that either a) meet the EPA definition of urbanized areas or b) are designated as regulated areas by the RWQCB in light of high population growth, population density, growth potential, and/or discharge levels. The City of Biggs has not been designated as a regulated entity.

In the Basin Plan, the CVRWQCB has designated beneficial uses for local aquifers, streams, marshes, and rivers, as well as the water-quality objectives and criteria that must be met to protect these uses. A number of existing beneficial uses have been designated for the lower Sacramento River, and are considered to reasonably apply to its tributaries. These include agricultural supply, contact and noncontact aquatic recreation, cold and warm freshwater habitat, and wildlife habitat.

To reduce pollution in watersheds, the Clean Water Act directed the states to establish total maximum daily loads (TMDLs) of pollutants. The TMDLs require monitoring of pollutant levels and remedial actions that will prevent contaminants from exceeding maximum allowable levels. TMDLs present numerical targets for water quality pollutant levels in impaired water bodies. To date, established TMDLs affecting the Gridley area cover only agricultural pesticides—diazinon and chlorpyrifos—on the Feather and Sacramento Rivers.

The 2006 Sacramento Valley Integrated Regional Water Management Plan includes water quality objectives for the Biggs area, Butte County, and other Northern California jurisdictions. The City of Biggs's policy goals are to protect Biggs from flood hazards and minimize flood-related impacts. The City requires new development to install drainage infrastructure to ensure

3.3 STORM DRAINAGE/IRRIGATION

that peak flows are not increased and to coordinate review of development projects with affected reclamation and drainage districts.

CITY OF BIGGS MASTER STORM DRAIN PLAN

A Master Storm Drain Plan was completed in 1998 at the request of the City of Biggs City Council. The report was prepared by California Engineering Company and evaluated the existing storm drain infrastructure, recommended improvements, estimated the cost of improvements, established a technical guideline for future drainage facilities, and presented a financial plan with the goal to eliminate flooding, mitigate deficiencies, and plan for additional infrastructure.

3.3-3 STORM DRAINAGE – CITY OF BIGGS

EXISTING CONDITIONS AND FACILITIES

Facilities

The City of Biggs is the sole operator of developed stormwater drainage facilities within the city. The City of Biggs encompasses approximately 414 acres; however, it receives stormwater runoff from an additional 265+/- acres. The City's system is composed of two storm drain lift stations, miscellaneous piping facilities, curb, gutter, and a network of roadside swales used to transport stormwater through the city into drainage laterals, and one drainage basin located in the Southfield Manor subdivision. Two drain laterals surround the city, Hamilton Slough on the east and south, and a bypass lateral known as Lateral "K" along the north and west. The bypass lateral flows into Hamilton Slough southwest of town adjacent to the City's WWTP. A large agricultural area east of the city drains through the Biggs Unified School District property, and joins the bypass lateral at the intersection of 2nd Street and Rio Bonito Road.

The City of Biggs 1998 Storm Water Master Plan indicates that a large percentage of the existing stormwater infrastructure in the city was installed in the 1930s and 1940s and that those facilities are currently substandard. The City's Master Plan states that "*approximately two-thirds of the town has no underground piping and storm water ponds, sheet flows and eventually channelizes itself on the ground surface to seek lower points of relief*" (Biggs 1998).

Following the adoption of the Storm Water Master Plan in 1998, the City has pursued and completed numerous major upgrades to the existing storm drainage system and work has been completed for the North Biggs Estates residential project as part of the site improvements. These improvements further assisted the City in addressing system deficiencies and localized areas of flooding highlighted in the 1998 Storm Water Master Plan.

Major storm drainage system improvements occurring since the adoption of the Storm Water Master Plan in 1998 include:

- Installation of an additional stormwater lift station on Third Street to remove localized roadway floodwaters.
- Installation of over 1 mile of curb and gutter in areas not previously having curb or gutter improvements.
- Connection of an existing storm drainage outfall pipe on E Street to RD 833 Lateral K allowing localized stormwater on the west side of the city (Area 3) to exit the City.

3.3 STORM DRAINAGE/IRRIGATION

- Installation of \$1.5 million dollars worth of storm drainage infrastructure on the west side of the city consisting of a new stormwater lift station at Hamilton Slough, installation of curb and gutter, and installation of underground storm drainage pipe and street-level drainage inlets allowing for the removal of storm water from the city.

Improvements recently completed as part of the North Biggs Estates residential development project include:

- Conversion of existing open surface canals to underground enclosed pipes.
- Modification of an existing storm drainage outfall facility to enhance flow volume and water removal from the north Second and north Third Street areas.

Determination 3.3-1 Existing Facilities:

The City has completed a number of improvements to the storm drainage system, and flooding due to storm drain backups has been alleviated.

Determination 3.3-2 Existing Conditions and Facilities:

The City of Biggs's stormwater collection system discharges to sloughs and open drainage ditches located at the perimeter of the city. The ditches are maintained by RD 833. The ditches were designed to convey agricultural, rather than urban, stormwater flows.

Determination 3.3-3 Growth:

Growth-induced drainage infrastructure needs are addressed by City requirements for development to install drainage infrastructure to prevent increases in peak flow discharges.

INFRASTRUCTURE NEEDS AND DEFICIENCIES

The 1998 City of Biggs' Storm Water Master Plan recommended eight projects that the City should pursue to address existing system deficiencies. Those projects, in order of identified priority, were as follows:

**TABLE 3.3-1
1998 STORMWATER PROJECTS**

Project Name:	Priority:
East Biggs Interceptor Canal	1
First Street Trunk Line	2
North Second Street Main	3
Seventh Street Trunk Line	4
West City and H Street	5
South Second Street Main	6
Aleut Street Infrastructure	7
C Street Infrastructure	8

Source: City of Biggs 1998 Storm Drainage Master Plan

3.3 STORM DRAINAGE/IRRIGATION

The 1998 Master Storm Drain Plan provides the following information on the City of Biggs stormwater drainage system:

The existing storm drain facilities serving the City of Biggs transport storm water runoff in a southwest direction to Hamilton Slough through a miscellaneous combination of pipes, gutters, swales and pumps. ... Based upon an inspection of the entire City storm drainage system as part of the Master Plan study, the City was divided into three watershed areas separated by elevation and topography. Primary division points were specifically identified as B Street and the Union Pacific Railroad line. Storm water flows based upon these divisions are as follows:

Area 1) Storm water east and west of the railroad and north of B Street discharges to RD 833 Lateral K (Bypass Lateral).

Area 2) The area south of B Street and east of the railroad tracks discharges to the south to RD 833 Hamilton Slough.

Area 3) The area west of the railroad tracks and South of B Street discharges to a roadside swale along West Biggs-Gridley Road, then to Hamilton Slough. This area contains a storm drainage lift station to facilitate this movement.

With recent improvements, the system provides an acceptable level of service to city residents. All watersheds in the city eventually drain into Hamilton Slough through different paths and facilities and continue in a southwest direction to the Butte Sink and the Sacramento River. Since the preparation of the 1998 Plan, the City has gained significant underground infrastructure in Area 1 above, and, due to the North Biggs Estates project, much of the historical flooding in Area 1 has been mitigated with the installation of new storm drainage infrastructure.

In addition to accommodate the storm drainage flows from within the city limits and the SOI, the 1998 Plan identified an area outside of the city consisting of approximately 265 acres that drains through the Biggs High School property from the east and significantly impacts the City storm drainage system in Area 1. The analysis of existing conditions indicated that 265 acres of off-site drainage immediately east of the city drains across Biggs High School property and connects into the existing drainage channel located at the corner of Rio Bonito Road and E Street. This water flow then runs north into Lateral K (Bypass Lateral) and eventually into the Hamilton Slough.

Determination 3.3-4 Infrastructure Needs and Deficiencies:

The existing storm drainage system in the city is adequate to provide a reasonable level of service to city residents; however, the City's Storm Water Master Plan is in need of an update.

ANTICIPATED DEMAND AND PLANNED IMPROVEMENTS

The City collects storm drainage development impact fees from new development to assist in off-setting the cost of constructing new storm drainage facilities in the city. Currently, this fee is \$2,276 per residential unit or DUE for commercial or industrial development.

The City's policy is to require new development to install appropriate on-site infrastructure to ensure that there is no net increase in peak drainage flows during a 100-year storm event (1 percent probability). The City requires new development projects to provide on-site and off-site detention sufficient to maintain predevelopment levels of peak stormwater runoff at

predetermined locations in drainage canals. Detention can occur on the project site or at an agreeable off-site location that achieves the result of no increase in the peak flow, and can occur in swales or ponds in underground or aboveground locations.

New development has constructed on-site detention facilities to comply with this requirement. The North Biggs Estates project has installed a combination of surface and subsurface ponds and vaults where runoff is detained and later released to the drainage canals on a metered basis. The City accepts responsibility for the maintenance and operation of the new facilities. The City also requires the formation of or inclusion of all new subdivision development in a maintenance assessment district to provide funding for the continual maintenance of these improvements.

The City of Biggs requires that all new detention facilities have adequate security fencing or that they be designed with slope profiles to ensure public safety and that the ponds be designed to minimize the ponding of water for safety and health reasons.

Determination 3.3-5 Development Impact Fees:

The City requires the payment of a storm drainage development impact fee to assist in the development of storm drain infrastructure as needed.

3.3-4 STORM DRAINAGE – RECLAMATION DISTRICT 833

EXISTING CONDITIONS AND FACILITIES

Characteristics

While the City of Biggs is the sole operator of developed stormwater drainage facilities in the city, Reclamation District 833 (RD 833) also operates and manages the agricultural tailwater and slough system running through and around the city.

RD 833 was initially formed in 1921 under the State Reclamation Act. The district provides flood control services to approximately 38,000 acres of agricultural and single-family residential parcel owners in the Biggs and Gridley area (see **Figure 3.3-1**). While RD 833 consists primarily of intensive agriculture in the form of rice farming, RD 833 also includes a portion of the urbanized areas of Biggs and Gridley. Additionally, RD 833 owns and operates a 720-acre property in the Butte Sink area located in Sutter County for drainage water management, duck hunting, and farming. The western portion of RD 833 is within the Cherokee watershed while the eastern portion of RD 833 is within the Feather River/Lower Honcut watershed. Portions of the district have been mapped within a number of dam failure inundation zones, including Shasta Dam, Whiskeytown Dam, Black Butte Dam, Oroville Dam, and Thermalito Forebay and Afterbay (Butte LAFCo 2014). RD 833 currently maintains and operates approximately 157 miles of drainage ditches.

Local RD 833 drainage ditches (Hamilton Slough and Lateral K) are occasionally subject to backup conditions due a lack of downstream discharge waterways that are also used by the state of California for flood control purposes. While RD 833 owns and operates discharge lands in the Butte Sink area for the discharge of water, the facilities contain inadequate capacity to accommodate full system discharges during large-scale storm events where outfall to state facilities is otherwise already impacted.

3.3 STORM DRAINAGE/IRRIGATION

Determination 3.3-6 Existing Conditions and Facilities:

The district's drainage systems are constrained in their discharge of peak flows and subject to backup conditions due to lack of downstream discharge waterways also used for flood control purposes.

Determination 3.3-7 Growth:

Agriculture in the western portion of the RD 833 service area is a stable land use. However, future growth in the area could negatively affect the capacity to provide services, given RD 833's limited infrastructure and financing.

Facilities

RD 833 owns a 1-acre parcel in Gridley where its offices and maintenance buildings are located. Additionally, the district owns 720 acres in the Butte Sink, which is located in Sutter County. The Butte Sink is used for water detention, duck hunting, and farming. RD 833 is responsible for maintenance of 157 miles of drainage ditches that are held by the district in a combination of fee ownership and easements across private property. Additionally, RD 833 holds a number of easements across private properties in order to allow maintenance personnel access to the drainage ditches for maintenance and operation purposes.

RD 833 owns construction equipment used for operation and maintenance of facilities, canals, and ditches, including the following: 1981 backhoe, 1981 excavator, 1973 dump truck, 1990 and 2006 pickups for spraying and maintenance work, and a 2005 pickup for the manager. The equipment ranges from fair to excellent condition.

Determination 3.3-8 Facilities:

RD 833 facilities are generally well-maintained, albeit within a severely restricted budget that does not allow for significant contingencies.

Infrastructure Needs and Deficiencies

Conveyors/Detention

RD 833 maintains a network of approximately 157 miles of drainage ditches within district boundaries. The drainage ditches are a combination of district ownership and easements across private properties. The district provides no maintenance of private laterals, which are the responsibility of individual landowners within the district. The district also owns and maintains 720 acres in the Butte Sink area for drainage water detention, duck hunting, and farming. After fall harvest is completed, the property is flooded for winter erosion control, which simultaneously provides habitat for waterfowl. Additional responsibilities include maintenance of the Moulton Cut and the RD 833 weir in the Butte Sink area.

There is one stormwater detention facility in the City of Biggs. This facility is owned and maintained by the City and RD 833 assumes no maintenance or operation responsibility for this detention facility.

The district is part of a multi-party maintenance agreement established in 1936 that stipulates a cost-share based on the total acreage of the agreement parties, which also includes Butte

Slough Irrigation District, Butte Creek Drainage District, Drainage District No. 100, and Drainage District No. 200. RD 833's share is based on the combined acreage of the district and Drainage District No. 200, which amounts to approximately 50 percent. The agreement identifies maintenance responsibilities for Butte Creek and Moulton Cut.

Maintenance is typically performed annually or semiannually on an as-needed basis. The Butte County Storm Water Management Plan (September 2003) addresses issues associated with stormwater pollution. Additionally, RD 833 participates in a water quality coalition.

Determination 3.3-9 Conveyors/Detention Facilities:

RD 833 is part of a multi-district maintenance agreement with Butte Slough Irrigation District, Butte Creek Drainage District, and Drainage Districts Nos. 100 and 200 for shared maintenance of Butte Creek and Moulton Cut. Additionally, the district maintains a 720-acre drainage management area in the Butte Sink area located in Sutter County, and includes the RD 833 weir.

Capacity

The district's drainage capacity has not been quantified. However, Butte Creek, which provides conveyance of irrigation and flood waters for a number of districts, including RD 833, has a capacity of 1,000 cubic feet per second.

According to the Biggs City Engineer, the Hamilton Slough, which is operated and maintained by RD 833, is essentially at capacity. The Reclamation District will not accept any increase in peak runoff into its facilities without mitigating peak stormwater runoff. Stormwater detention facilities will be required for new development to limit the flows into Hamilton Slough to the existing runoff (Biggs 2015).

RD 833 has adequate capacity during the dry months of the year and is at, or exceeds, capacity during the wet months of the year. Additionally, there are circumstances beyond the district's control that significantly impact its drainage system. For example the Butte Sink area is used for overflow from the Sacramento River during large storm events. During these occurrences, water can back up several miles toward the City of Biggs, severely impacting the district's drainage capabilities. During this type of event there can be widespread flooding throughout the district.

Historically, flooding in the area was caused by the natural flood regime of the Feather River. The watershed has been significantly altered by construction of the following:

- Oroville Dam and associated facilities
- Levees
- State Water Project
- Residential and commercial buildings
- Roads and other impervious surfaces

Additionally, agricultural practices have evolved over the years. Given all these changes in the watershed, there is disagreement regarding the primary source of peak flows and flooding

3.3 STORM DRAINAGE/IRRIGATION

during the wet season. It is unlikely that irrigation water is the cause of winter peak flows or flooding because farmers do not irrigate their crops during the wet season; hence irrigation flows are reduced during this time period.

There is concern that additional growth in the Biggs and Gridley areas may cause additional flooding due to an increase in impervious surfaces. There are existing regulations that require all new developments to engineer their design for a no net increase in peak flow, which must be enforced in order to meet the district's peak capacity.

During large storm events, there is flooding in the majority of RD 833's ditches, which the district attributes to the increase in impervious surfaces from new development. In order to correctly design or evaluate the size, quantity, and placement of storm drain infrastructure, the percentage of impervious area and associated land uses in the drainage basin must be considered.

Determination 3.3-10 Capacity:

RD 833 infrastructure is not able to accommodate any increase in peak flow. Submittal of all future development proposals to the appropriate local government jurisdiction (city) will ensure that post-project peak flow conditions do not exceed pre-project conditions in accordance with RD 833 engineered drainage plans.

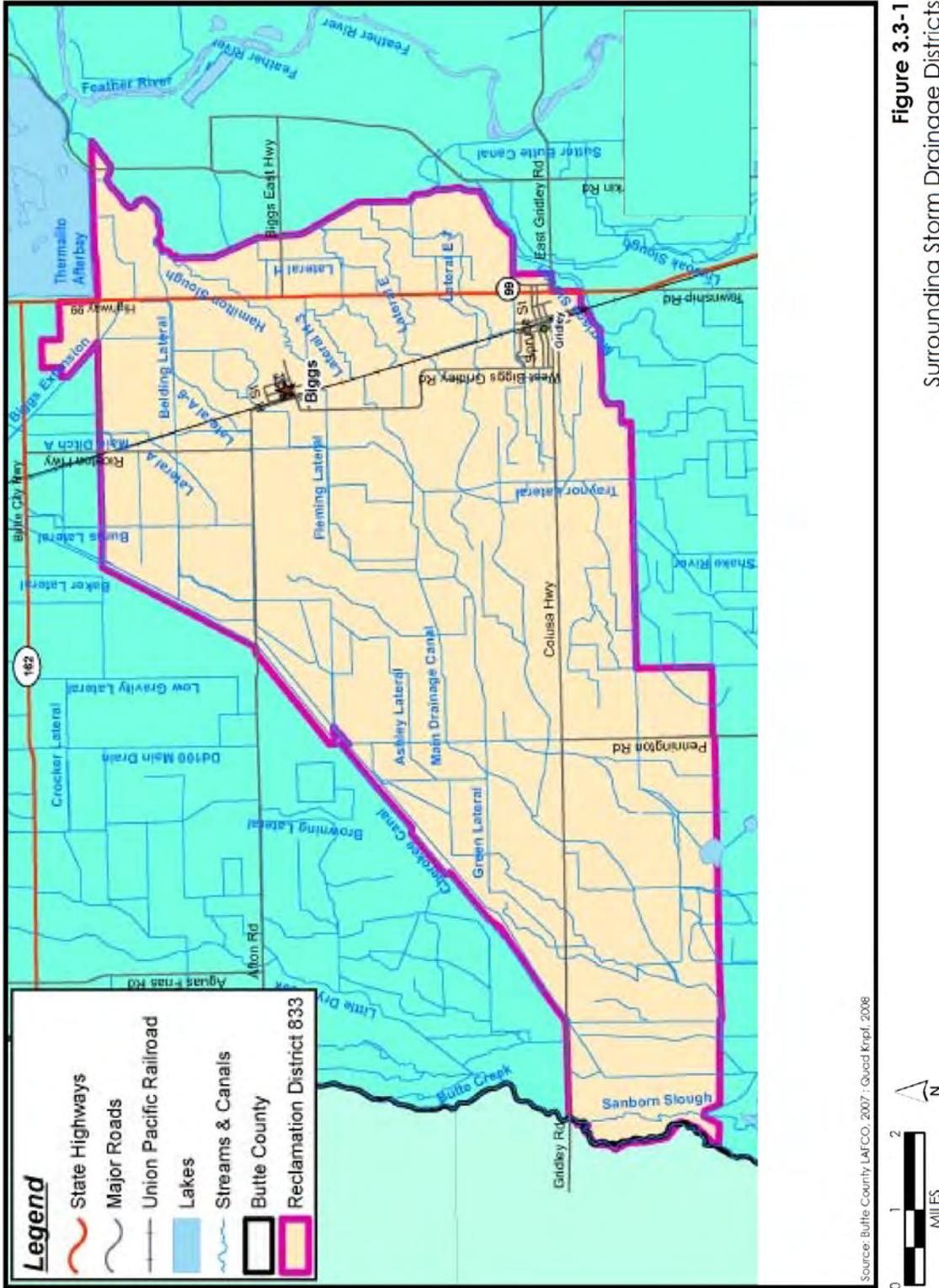


Figure 3.3-1 Surrounding Storm Drainage Districts

Michael Baker INTERNATIONAL

3.3 STORM DRAINAGE/IRRIGATION

SUMMARY OF DETERMINATIONS

- 3.3-1 Existing Facilities:** *The City has completed a number of improvements to the storm drainage system, and flooding due to storm drain backups has been alleviated.*
- 3.3-2 Existing Conditions and Facilities:** *The City of Biggs's stormwater collection system discharges to sloughs and open drainage ditches located at the perimeter of the city. The ditches are maintained by RD 833. The ditches were designed to convey agricultural, rather than urban, stormwater flows.*
- 3.3-3 Growth:** *Growth-induced drainage infrastructure needs are addressed by City requirements for development to install drainage infrastructure to prevent increases in peak flow discharges.*
- 3.3-4 Infrastructure Needs and Deficiencies:** *The existing storm drainage system in the city is adequate to provide a reasonable level of service to city residents; however, the City's Storm Water Master Plan is in need of an update.*
- 3.3-5 Development Impact Fees:** *The City requires the payment of a storm drainage development impact fee to assist in the development of storm drain infrastructure as needed.*
- 3.3-6 Existing Conditions and Facilities:** *The district's drainage systems are constrained in their discharge of peak flows and subject to backup conditions due to lack of downstream discharge waterways also used for flood control purposes.*
- 3.3-7 Growth:** *Agriculture in the western portion of the RD 833 service area is a stable land use. However, future growth in the area could negatively affect the capacity to provide services, given RD 833's limited infrastructure and financing.*
- 3.3-8 Facilities:** *RD 833 facilities are generally well-maintained, albeit within a severely restricted budget that does not allow for significant contingencies.*
- 3.3-9 Conveyors/Detention Facilities:** *RD 833 is part of a multi-district maintenance agreement with Butte Slough Irrigation District, Butte Creek Drainage District, and Drainage Districts Nos. 100 and 200 for shared maintenance of Butte Creek and Moulton Cut. Additionally, the district maintains a 720-acre drainage management area in the Butte Sink area located in Sutter County, and includes the RD 833 weir.*
- 3.3-10 Capacity:** *RD 833 infrastructure is not able to accommodate any increase in peak flow. Submittal of all future development proposals to the appropriate local government jurisdiction (city) will ensure that post-project peak flow conditions do not exceed pre-project conditions in accordance with RD 833 engineered drainage plans.*

3.4-1 INTRODUCTION

In the City of Biggs, street classifications have been developed, recognizing differences between a street used to provide land access and a street used for through traffic. Classifications are based upon differences in street purpose, street width, traffic volumes, access control, speed limit, traffic control needed, spacing to the next street of the same category, linkages to land use types, and other similar design or operating features.

Figure 3.4-1 shows major roadway segments in the city. The City of Biggs 2014 General Plan provides the following definitions of local, collector, and arterial roadways:

Local: The primary function of local streets is to provide direct access to adjacent properties. Local streets normally provide two travel lanes, landscaped park strips, sidewalks, and on-street parking. Bike lanes are not included because local streets have narrow street widths, carry low traffic volumes, and are considered to be bicycle-friendly.

Collector: Collector streets generally provide a link between local streets and arterials. Collectors provide two travel lanes. On-street parking is generally permitted. Driveway access is allowed, but may be minimized where necessary. Bike lanes, park strips, sidewalks, and transit facilities may also be accommodated within the right-of-way.

Collector roadways in the city include Sixth Street, Fourth Street, and Second Street/Trent Street.

Arterial: The primary function of an arterial street is to move larger volumes of traffic through the city and between destination points. Arterials are generally larger streets providing for up to four travel lanes, but may have fewer lanes. On-street parking may be provided but can be limited where traffic conflicts may exist. Driveway access should be minimized where possible, consistent with the primary function of arterials to move traffic. Bike lanes, medians, park strips, sidewalks, and transit facilities may also be accommodated within the right-of-way. Arterial streets are often designated truck routes.

Arterial roadways in the city include B Street, E Street, Eighth Street, and West Biggs-Gridley Road.

3.4-2 PLANS AND REGULATORY REQUIREMENTS

The City of Biggs 2014 General Plan Circulation Element contains a number of policies and actions related to transportation and circulation. The Circulation Element addresses the street circulation system, standards for traffic levels of service, planned improvements to the circulation system, and planned sources of funding.

The City of Biggs also participates in regional transportation planning through BCAG. BCAG is the regional transportation planning agency (RTPA) and metropolitan planning organization (MPO) for Butte County. As the RTPA and MPO, BCAG is responsible for preparing and updating a Regional Transportation Plan (RTP) every three years. The 2012 Metropolitan Transportation Plan and Sustainable Communities Strategy (2012 MTP/SCS) introduces a planning framework that is updated from the 2008 RTP, to reflect current priorities and practices at the regional, State, and federal levels. Additionally, as the RTPA, BCAG is required to prepare a Regional Transportation

3.4 ROADWAYS

Improvement Program (RTIP) every two years. The purpose of the RTIP is to identify programming recommendations for the State Transportation Improvement Program (STIP). The RTIP (2014) does not identify any roadway improvements in the city.

3.4-3 EXISTING CONDITIONS AND FACILITIES

The most recent traffic study completed for the city was done in 2013 for the General Plan update. The following information is based on the information provided in the General Plan.

LEVEL OF SERVICE – MAJOR ROADWAYS

Level of service (LOS) qualitatively describes the operating conditions encountered on roadways. LOS ranks roadway operations based on the amount of traffic and the quality of operations on a scale of A to F. Level A represents free flow conditions and Level F represents jammed or “at capacity” conditions. The General Plan sets the standard at LOS C or better.

Table 3.4-1 shows existing and future traffic levels and notes the average traffic levels along entire streets. The cumulative analysis includes existing, proposed, planned, and approved projects in the Biggs General Plan Planning Area, resulting in a household total of 1,819 in 2035. The cumulative setting also assumes anticipated and planned development outside of the City’s Planning Area and in Butte County. Development in the region would change the intensity of land uses in the region and increase housing, employment, shopping, and recreational opportunities. This analysis also accounts for regional traffic volume conditions anticipated for year 2035 for regional routes in Biggs.

This analysis focused on portions of Biggs which could be adversely affected by new development proposed in the General Plan. Based upon the findings of the traffic analysis, new development under General Plan buildout conditions will result in unacceptable traffic levels as defined in the Circulation Element for five roadway segments.

**TABLE 3.4-1
EXISTING AND FUTURE TRAFFIC LEVELS**

Roadway Segment	2014 Conditions		2035 Conditions	
	Volume	LOS	Volume	LOS
1. East Biggs Highway – SR 99 to Biggs Avenue	2,342	C or Better	2,350	C or Better
2. B Street – First Street to SR 99	2,315	C or Better	3,580	C or Better
3. B Street – First Street to Second Street	2,264	C or Better	3,010	C or Better
4. B Street – Second Street to Seventh Street	2,440	C or Better	3,530	C or Better
5. B Street – Eighth Street to Eleventh Street	1,990	C or Better	6,730	D or Worse
6. Dakota Avenue – Sixth Street to SR 99	291	C or Better	550	C or Better
7. Chatfield Avenue – Sixth Street to SR 99	203	C or Better	630	C or Better
8. West Rio Bonito Road – SR 99 to Milky Way	1,159	C or Better	7,520	D or Worse
9. E Street – Milky Way to Second Street	1,093	C or Better	4,370	C or Better
10. E Street – Second Street to Fourth Street	1,074	C or Better	3,760	C or Better

Roadway Segment	2014 Conditions		2035 Conditions	
	Volume	LOS	Volume	LOS
11. E Street – Fifth Street to Seventh Street	901	C or Better	3,900	C or Better
12. Bannock Street – Eighth Street to West Biggs Gridley Road	170	C or Better	560	C or Better
13. Second Street – C Street to D Street	721	C or Better	1,300	C or Better
14. Second Street – Aleut Street to Bannock Street	448	C or Better	500	C or Better
15. Fourth Street – F Street to H Street	353	C or Better	650	C or Better
16. Eighth Street – B Street to Aleut Street	706	C or Better	710	C or Better
17. Sixth Street – Aleut Street to Bannock Street	1,113	C or Better	1,160	C or Better
18. Sixth Street – Dakota Street to Chatfield Avenue	1,025	C or Better	1,100	C or Better
19. Afton Road/Eighth Street – Riceton Highway to F Street	1,153	C or Better	1,830	C or Better
20. Eighth Street – B Street to E Street	1,269	C or Better	4,550	C or Better
21. West Biggs Gridley Road – Bannock Street to Farris Road	1,890	C or Better	5,500	C or Better
22. West Biggs Gridley Road – Farris Road to Rudd Lane	1,884	C or Better	5,210	C or Better
23. SR 99 – Hamilton Road to West Rio Bonito Road	11,500	D	22,560	E
24. SR 99 – West Rio Bonito Road to B Street/Biggs Highway	11,800	D	19,610	E
25. SR 99 – B Street/Biggs Highway to Dakota Avenue	14,200	D	21,360	E

Source: Biggs 2013a

PUBLIC TRANSIT

Butte Regional Transit B-Line provides public transportation to Biggs residents. Service is provided through Route 30 which leaves Biggs Monday through Friday at 8:42 a.m., 12:42 p.m., and 4:00 p.m. and on Saturday at 9:47 a.m., 12:47 p.m., and 4:07 p.m. After leaving Biggs, buses travel first to Gridley and then to the Oroville Transit Center. Additional destinations may be reached from the Oroville Transit Center. Bike racks are located on the front of most B-Line buses. All B-Line vehicles are fully equipped with wheelchair lifts and a wheelchair securement area with space for two wheelchairs.

FUTURE GROWTH AND DEVELOPMENT

According to the 2014 General Plan, the compact nature of the city's existing form, combined with the relative lack of vacant parcels to accommodate growth and the vision of the General Plan's Land Use Diagram to grow the city outward, presents both opportunities and issues to the circulation system. The opportunities presented by future urban growth include the ability to

3.4 ROADWAYS

provide new routes to address existing connectivity and safety issues and to provide additional opportunities for complete streets and non-motorized travel. The issues associated with such growth include those of maintenance and expense, an increase in the potential for traffic conflicts, and an overall increase in vehicle trips on city streets. The result will be that the city needs to continue to plan for and consider the potential opportunities and issues presented by outward expansion to make sure the future improvements to the circulation system advance the vision of this plan and conform to the goals, objectives, and actions of this Circulation Element (Biggs 2014b).

Determination 3.4-1 Existing Conditions and Facilities – LOS:

The most current comprehensive traffic study was completed in 2013 for the 2014 General Plan. Substantial growth would need to occur in the city and surrounding area to raise the level of service to unacceptable for the City of Biggs.

PHYSICAL ROADWAY CONDITIONS

City streets are in generally good condition as a result of periodic routine maintenance. However, degradation of roads due to periodic flooding which undermines road grades, natural roadway deterioration, and, in some instances, road beds constructed to less than optimal specifications all contribute to the breakdown of city roads.

The City has a Pavement Management Program (PMP) that was developed in 2005. The PMP included a 10-year roadway improvement program that extended from 2006 through 2015. At that time, approximately 33 percent of the City's public streets were classified as "very poor," 35 percent were classified as "poor," 22 percent were classified as "good," and only 10 percent were classified as "very good." The City completed major capital improvement projects throughout the years, resulting in the paving or repaving of a significant percentage of the city's streets. Additionally, the City has received funding from the Safe Routes to School (SRTS) grant program over the years. This program allows for the development of curbs, gutters, and sidewalks and has permitted installation of these improvements in various parts of the city. In 2014, the city received an \$860,000 SRTS grant to construct new sidewalks to close existing gaps in street sidewalks along the main routes to school. The project includes sidewalk construction on Aleut Street, Bannock Street, Second Street and Third Street in the central portion of the city.

Determination 3.4-2 Existing Conditions and Facilities – Roadway Conditions:

The most current Pavement Management Program (PMP), completed in 2005, has reached its designated life span. An updated PMP should be completed.

3.4-4 INFRASTRUCTURE NEEDS AND DEFICIENCIES

RECENT IMPROVEMENTS

The City recently completed the Sixth Street Bridge Replacement project. The project involved the replacement of the Sixth Street Bridge over Hamilton Slough. As a result of the functional deficiencies of the previously existing Sixth Street Bridge, the City replaced the bridge and modified the roadway approaches in order to provide an adequate and safe crossing for area residents, trucks, and farm vehicles.

PROPOSED GENERAL PLAN CIRCULATION NETWORK

The General Plan indicates the City's desire for a multimodal circulation system through the development of new key roadway connections, which are consistent with proposed land uses and community values reflected in proposed General Plan goals and policies. The following description is intended to depict the general concept of future improvements that may be refined through further analysis as development applications are reviewed.

The proposed roadway network includes the following circulation concepts:

- Continuation of B Street west of West Biggs Gridley Road as an arterial roadway with a direct connection to a new collector "ring" roadway.
- Development of a new collector "ring" roadway west of the city limits, which connects West Rio Bonito Road on the north to Chatfield Avenue on the south.
- Improved connectivity through the extension of existing roadways to create a more robust grid roadway network outside of the downtown area. Proposed collectors include:
 - Extension of First Street and Azevedo Avenue to provide continuous north-south connections through the Planning Area.
 - Continuation of Milky Way south and then east to connect directly to a new north-south roadway to support proposed higher-density land uses around the West Rio Bonito Road corridor.
 - Extension of Hastings Avenue from Sixth Street to the west across the railroad tracks to provide a direct connection to West Biggs Road.
- Consideration of grade-separated crossings to eliminate conflicts between the existing railroad tracks and surface roadways.

POTENTIAL IMPEDIMENTS

The City has identified a list of prioritized projects to address current and future operational deficiencies within city limits. The Development Impact Fee Study, completed in 2006, identified \$2,757,500 in improvements to the city's roadway system over the course of 10 years from 2006 through 2016. The current roadway development impact fee is \$1,777 per residential unit or DUE for commercial and industrial development.

The City's FY 2013-14 budget includes continued funding for a series of roadway projects, mainly roadway maintenance projects. However, the City's ability to make roadway improvements is greatly affected as the state continues to take local revenues which are used for roadway improvements in the city.

The City does not currently have a formally adopted Capital Improvement Plan (CIP) or roadway master plan, both of which can be valuable planning tools for City staff. The City has identified the need for a roadway master plan and anticipates the development of this plan in the near future. The development of a CIP and roadway master plan would assist in informing the public as well as local utilities about future projects, allowing for early coordination with all affected agencies to better coordinate construction and rehabilitation projects.

Determination 3.4-3 Development Impact Fees:

The City requires the payment of a transportation development impact fee to assist in the development of roadway infrastructure as needed.

3.4 ROADWAYS

Determination 3.4-4 Funding:

Currently, funding for roadways is considered to be inadequate for long-term improvements. Additional funding sources such as an increase in roadway impact fees may become necessary to provide for future development.

Determination 3.4-5 Future Roadway Planning:

The City does not currently have a Capital Improvement Plan (CIP). CIPs are a valuable planning tool for City staff and the City should prioritize the creation of a CIP so that City staff and affected and/or interested agencies have a basis for evaluating the City's ability to manage growth.

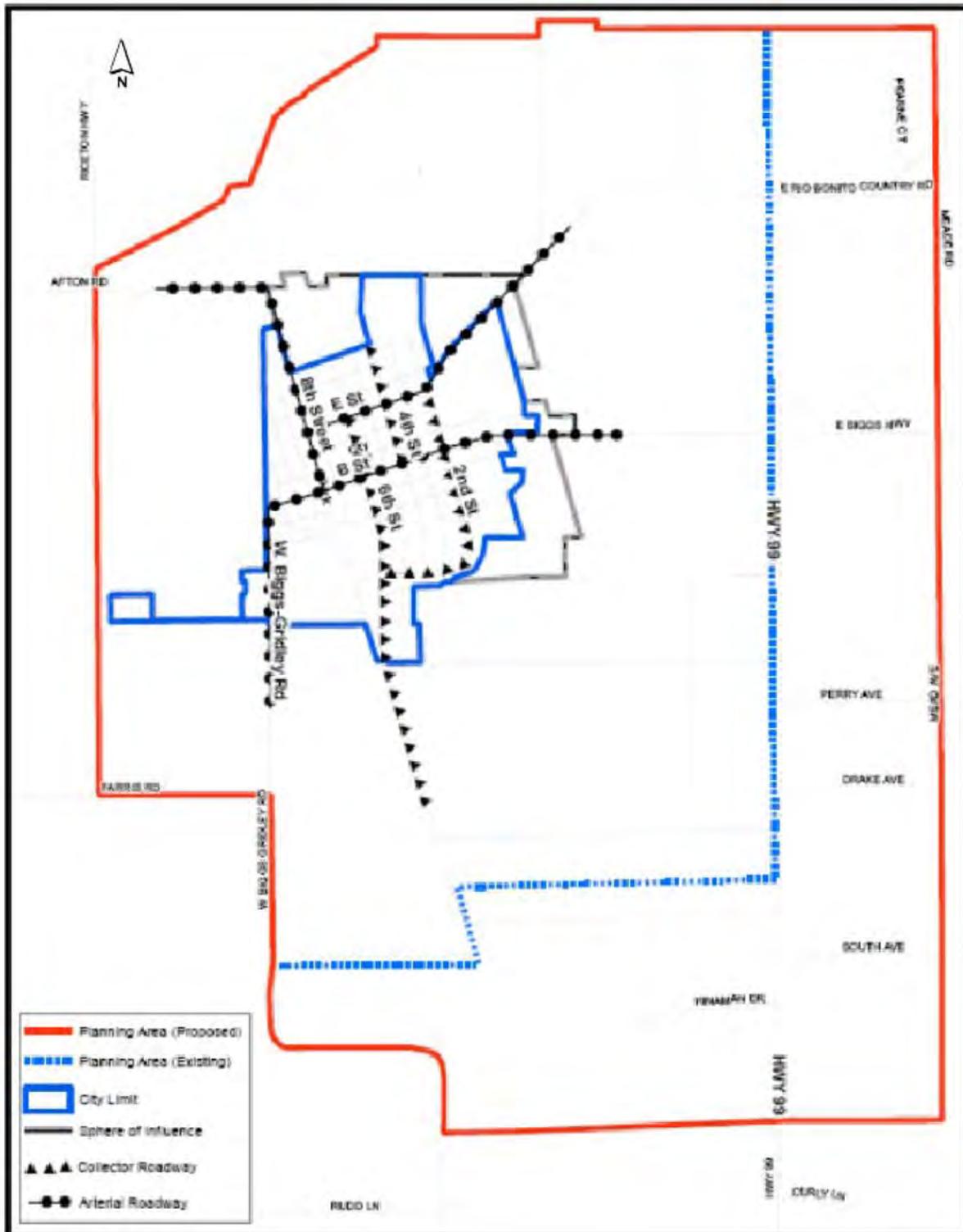


Figure 3.4-1
Roadways

Michael Baker
INTERNATIONAL

3.4 ROADWAYS

SUMMARY OF DETERMINATIONS

- 3.4-1 Existing Conditions and Facilities – LOS:** *The most current comprehensive traffic study was completed in 2013 for the 2014 General Plan. Substantial growth would need to occur in the City and surrounding area to raise the level of service to unacceptable for the City of Biggs.*
- 3.4-2 Existing Conditions and Facilities – Roadway Conditions:** *The most current Pavement Management Program (PMP), completed in 2005, has reached its designated life span. An updated PMP should be completed.*
- 3.4-3 Development Impact Fees:** *The City requires the payment of a transportation development impact fee to assist in the development of roadway infrastructure as needed.*
- 3.4-4 Funding:** *Currently, funding for roadways is considered to be inadequate for long-term improvements. Additional funding sources such as an increase in roadway impact fees may become necessary to provide for future development.*
- 3.4-5 Future Roadway Planning:** *The City does not currently have a Capital Improvement Plan (CIP). CIPs are a valuable planning tool for City staff and the City should prioritize the creation of a CIP so that City staff and affected and/or interested agencies have a basis for evaluating the City's ability to manage growth.*

3.5-1 INTRODUCTION

The cities of Biggs and Gridley provide law, traffic, and parking enforcement, investigation, dispatch, and animal control services within both cities' limits. The City of Gridley has provided contract services to the City of Biggs for police and animal control services since 2001, when the department name changed to the Gridley-Biggs Police Department (GBPD). The contract with the City of Gridley is based on a population percentage. The City of Biggs currently pays the City of Gridley \$460,224 annually for police services.

MISSION STATEMENT

"It is the mission of the Gridley-Biggs Police Department to work in partnership with the citizens of the community to enhance the quality of life in the communities and provide a safe environment in which individuals can live, work, and enjoy leisure time.

- We will proactively work to provide safe neighborhoods and area of commerce.
- We will ensure that timely assistance is available in times of emergency.
- We will work together as a department to deliver a high quality of service to the public through teamwork, cooperation, and commitment.
- We will strive to reduce that threat of crime and conditions that adversely affect public safety.
- We will provide properly trained and supervised personnel to accomplish our mission.

The Department will maintain ethical, moral, and professional standards, ensure the safeguarding of rights and dignity of all persons, and ensure the effective stewardship and efficient use of available resources."

GENERAL CHARACTERISTICS

The GBPD operates a full dispatch center where 911 calls are initially dispatched. The GBPD averages 2,600 emergency 911 calls per year and 15,000 calls for services (GBPD 2015). The police workload involves responding to 911 calls, burglar alarms, and non-emergency calls, in addition to patrol activities and traffic enforcement. In addition to law enforcement, the GBPD provides animal control services and a shelter located in downtown Gridley. Special assignments include a school resources officer to address school violence in both Gridley and Biggs, a Butte Interagency Narcotics Task Force officer (full-time), and as-needed participation in the Butte County Anti-Gang Enforcement unit. Additional gang suppression services include community meetings directed at educating parents on gang issues, four to five gang sweeps annually, and a detective dedicated primarily to gang-related crime. Beginning in the 2011 fiscal year, the City began funding the Biggs Unified School District school resource officer and a portion of the K-9 unit servicing the schools by separate contract (Biggs 2013a).

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are no clear standards as to what that response time should be. Police response times are traditionally used to measure effectiveness. The average response time for the GBPD in the City of Biggs is 7-8 minutes, according to the GBPD. However, this is dependent on the location of the officer, other assistance demand and type, and type of assistance needed when the call is received.

The City relies on the Butte County Sheriff's Office for search and rescue, SWAT, bomb squad, and long-term holding facilities at the Butte County Jail. Crime laboratory services are provided by the California Department of Justice's Chico office.

The Butte County Sheriff's Office provides law enforcement in unincorporated areas in the city's SOI. The sheriff assigns one deputy to the Gridley-Biggs area for a minimum of 40 hours per week. The remainder of the time, the sheriff responds to incidents from its Oroville station 15 miles northeast of Gridley.

California Highway Patrol (CHP) is responsible for traffic enforcement in unincorporated areas. The GBPD receives and dispatches all 911 calls from cellular phones.

The GBPD, Sheriff's Office, and CHP exchange general law enforcement in unincorporated areas. The GBPD can often respond to calls faster than the sheriff, particularly when there is no deputy in the Gridley-Biggs area. The GBPD and the sheriff both reported the working collaboration to be effective.

The GBPD participates in drug and alcohol awareness presentations (DARE) as well as gang awareness presentations (GREAT). In addition, the department provides bicycle registration and crime prevention programs. The department is also involved with a bicycle rodeo and coordination of police services during the Butte County Fair each August.

In addition to law enforcement, the GBPD provides animal control services for the cities of Biggs and Gridley and an animal shelter which is located in downtown Gridley. Animal control services include enforcing animal laws and ordinances, picking up stray and dead animals, enforcing rabies control and licensing, and taking state-mandated bite reports. The shelter also works to return pets to owners and offers stray animals for adoption in collaboration with animal rescue organizations.

3.5-2 PLANS AND REGULATION REQUIREMENTS

The City of Biggs's General Plan provides the guidelines for police protection service in the city. Because the City uses contract services for police protection, the level of service is based on the contracted service provider levels. The City's General Plan Public Health and Safety Element Policy S-5.1 requires that, at a minimum, the City shall strive to maintain the current levels of coverage for law enforcement services by the City's law enforcement provider. As stated previously, the City of Biggs contracts with the City of Gridley, through the GBPD, for police protection. The City of Gridley General Plan's adopted Public Facilities Policy 5.1 is to maintain a service level of at least 1.9 sworn officers per 1,000 residents.

The City requires all new development to meet adopted standards for access, safe movements, and turnarounds set by the City and GBPD. Major commercial or residential development site plans are reviewed by the GBPD to ensure that adequate lighting and safety factors are incorporated into the proposed development.

Best practices include developing law enforcement agency policies on use of force, review of complaints about personnel, fitness for duty evaluations, and law enforcement values. The GBPD has implemented law enforcement policies customized by Lexipol, a firm that has developed policies covering a wide range of issues, from pursuits, discipline and sexual harassment to elder abuse and anti-reproductive rights reporting.

3.5 LAW ENFORCEMENT

3.5-3 EXISTING CONDITIONS AND FACILITIES

BUILDING

The GBPD maintains one facility in Gridley, located at 685 Kentucky Street, and one facility in Biggs located at 3016 Sixth Street. The Gridley facility was built in 2000 and is in excellent condition. The facility does not have temporary holding facilities but does have interview rooms. The GBPD typically transports arrested suspects directly to the county jail with the help of computer and communication systems coordinated with the sheriff. The Biggs facility is part of the modular facility that is now the City Hall building; the department has one office available for use within City Hall.

STAFFING

GBPD has 17 sworn police personnel including the chief of police, three sergeants, two investigators (one assigned to the Butte Interagency Narcotics Task Force (BINTF) and one assigned as the department investigator), and nine patrol officers. Also included are five dispatchers (Gridley 2014). Special assignments include a BINTF officer (full-time) and as-needed participation in the Butte County Anti-Gang Enforcement unit. Additional gang suppression services include community meetings directed at educating parents on gang issues, four to five gang sweeps annually, and a detective dedicated primarily to gang-related crime. Recent additions to the GBPD include a canine patrol and a motorcycle patrol officer.

The number of sworn officers per capita is a traditional indicator of service level; however, there are no established state or national standards for police staffing levels. The GBPD uses a risk assessment of officer safety formula to determine the adequate number of officers serving the Biggs-Gridley area. Based on this formula, current staffing levels are considered to be adequate though the year 2020 if Biggs and Gridley grow as projected (Price 2015).

Non-sworn personnel include eight reserve officers, five dispatchers (plus one supervisor) and one animal control officer. Volunteers include two chaplains, who are responsible for death notifications, and five retired senior volunteer patrol (RSVP) officers who engage in clerical work and parades.

The GBPD meets the standards of the California Commission of Peace Officer Standards and Training (POST). The GBPD hires personnel who are already trained. Additional training for range defensive tactics is provided in-house. GBPD staff is also sent to POST classes.

All vehicle maintenance is covered under the cost of the contract with the City of Gridley. Vehicles receive routine maintenance and are scheduled for replacement depending on age and/or mileage. The maintenance of most vehicles falls within the warranty of the lease agreement. For a few of the older vehicles, maintenance will be performed by a local repair shop on an as-needed basis.

ANIMAL CONTROL

As previously stated, in addition to law enforcement in Biggs, the GBPD provides animal control services. Animal control services include enforcing animal laws and ordinances, picking up stray and dead animals, enforcing rabies control and licensing, and taking state-mandated bite reports. The City of Biggs uses approximately 25 percent of the available animal control services. The City currently employs one animal control officer in which approximately 25 percent of the

officer's week is spent in Biggs. The City of Gridley-owned animal shelter is located at 895 Sycamore, and is in good condition. The shelter also works to return pets to owners and offers stray animals for adoption in collaboration with animal rescue organizations. Animal control services in the unincorporated area are provided by Butte County from Oroville, and financed by an assessment levied through County Service Area (CSA) 164. As territory in the SOI is annexed to Biggs, it is detached from the CSA and animal control services are then provided by the City.

SERVICE DEMANDS

The police workload involves responding to 911 calls, burglar alarms, and non-emergency calls, in addition to patrol activities and citations. As stated previously, the GBPД receives approximately 2,600 emergency 911 calls per year and 15,000 total calls for service. Service calls have consistently increased due to growth, and particularly increased when the City of Gridley began serving Biggs in 2001.

CRIME AND CRIME RATES

This section provides a discussion of crime rates, based on the Federal Bureau of Investigation's (FBI) analysis of crimes that occur within all cities. The overall crime statistics are based on eight types of crime: arson, murder, forcible rape, robbery, aggravated assault, burglary, larceny theft, and vehicle theft. **Table 3.5-1** illustrates the crime statistics in the city between 2009 and 2013.

**TABLE 3.5-1
CRIME STATISTICS – CITY OF BIGGS**

Crime	2009	2010	2011	2012	2013	Total
Arson	0	0	0	1	0	1
Assaults	19	2	9	19	16	65
Auto Thefts	5	2	5	4	5	21
Burglaries	16	11	9	10	11	57
Murders	0	0	0	0	0	0
Rapes	0	0	2	0	0	2
Robberies	0	1	1	0	0	2
Thefts	18	15	13	20	18	84
Total	58	31	39	54	50	232

Source: FBI 2015

As shown in **Table 3.5-1**, most of the crime in Biggs is theft related followed by assaults. In order to show a comparison of crime in different cities, a crime rate is used. A crime rate is defined as the ratio of total crimes in a city to the population of that city for a given year x 100 percent. This includes violent and nonviolent crimes. The city's total crime rate was 2.92 percent in 2013. The 2013 overall California crime rate was 3.08 percent. The only jurisdiction to have a better crime rate in Butte County in 2013 was the Town of Paradise at 2.28 percent.

3.5 LAW ENFORCEMENT

Determination 3.5-1 Existing Conditions and Facilities:

The Gridley-Biggs Police Department provides police protection and animal control services to the cities of Biggs and Gridley. The department is currently meeting desired levels of service through the existing contract between the two municipalities.

3.5-4 INFRASTRUCTURE NEEDS AND DEFICIENCIES

Current facilities are adequate to serve the existing needs in the community. The City sets aside funds for replacement of vehicles and computers. Marked police vehicles are leased and are in good condition. Vehicles must be replaced every five to seven years. Generally, five new cars are required every three years.

The increase in technology, such as body cameras, presents additional costs to the GBPD. While these new technologies assist in providing police protection, additional funding to acquire this technology is an ongoing concern. Additionally, the loss of certain federal grant monies has resulted in the BINTF's inability to maintain adequate staffing, including the GBPD's inability to participate in this task force. This program is considered to be at risk of shutting down without an increase in funding (Price 2015).

The railroad tracks running through the Biggs/Gridley area may present problems in response times if a train is blocking a crossing during a call. However, as the City has multiple crossing and regional access routes on both side of the railroad tracks, police response can be provided. Because the railroad has a policy dictating no new crossings, expansion west of the track may present a need for an additional police substation if the City were to substantially grow that area. However, expansion is considered to be potentially small due to the City's Urban Growth Boundary on the west side of the city.

Determination 3.5-2 Infrastructure Needs:

New development west of the railroad tracks may increase the need for an overpass or additional police substation so officers can get from one side of town to the other during emergencies when trains go through the city.

ANTICIPATED DEMAND AND PLANNED IMPROVEMENTS

The department does not anticipate any problems in providing service to the existing SOI as areas are annexed. The chief reported that the service area is relatively easy to serve because of the small and compact size, with no difficult-to-serve areas. As Biggs grows, it will need additional police officers to sustain existing service levels.

According to the California Department of Finance, the 2014 Gridley population was 6,739 and the Biggs population was 1,684, for a total population served of 8,423. The City of Biggs General Plan Public Health and Safety Element Policy S.5-1 requires that, at a minimum, the City shall strive to maintain the current levels of coverage for law enforcement services by the City's law enforcement provider, which in this case, is established by the City of Gridley's General Plan. At a LOS ratio of 1.9 sworn officers to 1,000 population, as required by Gridley General Plan Public Facilities Policy S-5.1, the GBPD should have 16 sworn officers. Currently, the GBPD has 17 sworn officers which exceeds the General Plan police protection LOS.

No new hires would be needed to maintain the current level of service through 2020. Beyond 2020, staff increase may be needed. In addition to staff increases, the City will need additional resources to fund equipment for new officers. The City levies a development impact fee of \$64 per unit for residential development and \$39 per DUE for commercial development to provide for future police equipment needs.

Determination 3.5-3 Service Levels:

The current staffing levels are adequate; however, with new development beyond the year 2020, additional personnel and facilities will be needed.

LAW ENFORCEMENT EXPENSE

The City of Biggs contract with the City of Gridley for the provision of police services is currently \$460,224 annually. Approximately 60% of the funds for the contract come from the City's electric utilities fund. The current contract for police service allows for a cost of living increase. The City has development impact fees to assist in offsetting the cost of law enforcement for any additional services that will be needed for new development.

Determination 3.5-4 Development Impact Fees:

The City monitors development impact fees to ensure adequate funding is available for future PD staffing and facilities needs.

3.5 LAW ENFORCEMENT

SUMMARY OF DETERMINATIONS

- 3.5-1 Existing Conditions and Facilities:** *The Gridley-Biggs Police Department provides police protection and animal control services to the cities of Biggs and Gridley. The department is currently meeting desired levels of service through the existing contract between the two municipalities.*
- 3.5-2 Infrastructure Needs:** *New development west of the railroad tracks may increase the need for an overpass or additional police substation so officers can get from one side of town to the other during emergencies when trains go through the city.*
- 3.5-3 Service Levels:** *The current staffing levels are adequate; however, with new development beyond the year 2020, additional personnel and facilities will be needed.*
- 3.5-4 Development Impact Fees:** *The City monitors development impact fees to ensure adequate funding is available for future PD staffing and facilities needs.*

This page is intentionally left blank

3.6-1 INTRODUCTION

The City of Biggs-Butte County Fire Department provides fire protection services in the city. Staffing and equipment for the Fire Department is provided through a cooperative agreement with CAL FIRE and the Butte County Fire Department (BCFD) since 1989. This agreement is renewed on an annual basis and is funded by the Biggs City Council and the Butte County Board of Supervisors. Agreements for mutual assistance have been established between the BCFD and various fire protection agencies. In the event of a major fire in Biggs, all County fire departments, CAL FIRE, and, if necessary, Sutter County and Live Oak, Marysville, and the Loma Rica/Browns Valley fire departments would respond.

In addition, the Butte Unit Emergency Command Center maintains agreements to provide dispatch, communication, command and control, and "pre-arrival" emergency medical services to the following agencies: the Biggs Fire Department, the BCFD, the Butte County-Gridley Fire Department, and the Town of Paradise Fire Department.

3.6-2 PLANS AND REGULATORY REQUIREMENTS

The City of Biggs strives to provide adequate fire protection to its residents. As such, all new development in the city must meet adopted standards for access, residential required sprinklers, safe negotiation, and turnarounds set by the City. Moreover, periodic inspections of vacant properties are part of the City's code enforcement staff's responsibility to ensure that dry weeds and other combustible fuels do not accumulate. The BCFD Fire Marshal may assist with commercial plan review periodically.

The Biggs General Plan does not identify a specific response time goal for fire protection in the City. However, Public Health and Safety Element Policy S-4.1 requires, at a minimum, the maintenance of current levels of service for fire protection by continuing to require development to provide and/or fund fire protection facilities, personnel, and operations and maintenance.

3.6-3 EXISTING CONDITIONS AND FACILITIES

The BCFD fire station at 434 B Street is staffed 24 hours a day year-round with one company officer and one firefighter. The station houses one front line engine, one reserve engine, and one water tender. BCFD volunteer firefighters from the Biggs and Gridley communities have firefighting equipment consisting of one fire engine, one squad, and one water tender.

The fire department provides fire suppression, emergency medical, rescue, hazardous materials response, public assistance, and fire prevention/life safety services to the city and the unincorporated areas of Butte County. The Biggs fire station services the City of Biggs with an average response time of less than five minutes.

The CAL FIRE Unit Chief serves as the Fire Chief for the City of Biggs with one Assistant Chief providing daily administrative and operational oversight. Butte County Fire/CAL FIRE is a combination Fire Department; the delivery of Fire Department services is accomplished using both career professional and citizen volunteer firefighters.

The City of Biggs owns and pays for the operational costs of one fire engine; through the City's service contract with the state of California and the resources of the mutual aid agreement with Butte County, the City's Fire Department has the shared resources of 41 fire stations throughout

3.6 FIRE PROTECTION

the county. These resources include a modern, well-equipped, and well-maintained fleet of fire engines and specialized fire apparatus, including the following (BCFD 2014):

The City of Biggs shares the operational costs of one fire engine, personnel, and station utilities; through the City's cooperative agreement contract with BCFD and CAL FIRE. The replacement of the engine rotates between the City and County every 15 years and the current fire engine in place (2015) is owned by the County of Butte and is part of the resources of the mutual aid agreement with Butte County, the City's Fire Department has the shared resources of 41 fire stations throughout the county. These resources include a modern, well-equipped, and well-maintained fleet of fire engines and specialized fire apparatus, including the following:

- 46 Fire Engines
- 1 Ladder Truck
- 1 Heavy Rescue
- 16 Water Tenders
- 2 Dozers
- 1 Air Tactical Plane
- 1 Air Tanker
- 2 Breathing Support Units

SERVICE DEMAND

According to the California Office of the State Fire Marshal, the City of Biggs Fire Department had three structure fire incidents in 2014. BCFD as a whole had 273 incidents during 2014 (OSFM 2015). The City's calls for service within the city limits have risen 44% in 2014 over the prior year's totals. Calls for service in the surrounding county response areas have dropped by 30%.

SERVICE STANDARDS AND ADEQUACY

Training

The Butte County/CAL FIRE Butte Unit Training and Safety Bureau is responsible for the delivery and documentation of training and safety for all career and volunteer personnel. Butte County/CAL FIRE conducts in-house training for fire personnel year-round. Some training is also provided by the Butte College Fire Academy. Rescue crews include certified EMT-1 personnel who are equipped and able to operate the latest in lifesaving techniques and equipment. New career firefighters attend a formal six-week CAL FIRE Fire Fighter Academy. All new employees complete a mandated three-year apprenticeship program. Firefighters who are being promoted to fire apparatus engineers attend an additional six-week CAL FIRE Engineer/Company Officer Academy. All employees attend refresher training in areas such as technical rescue, hazardous materials, confined space rescue, and emergency medical technician. Fire suppression employees participate in two multi company drills per month as well as daily engine company training. Additionally, all fire suppression employees are encouraged to attend fire service conferences. All employees must maintain training qualifications according to the CAL FIRE Procedures Handbook. CAL FIRE employees receive extensive training. Some employees also attend additional formal training to maintain their EMT paramedic license and hazardous materials specialist certifications.

Response Times

For fire and paramedic services, there are service standards relating to response times, dispatch times, staffing, and water flow. Particularly in cases involving patients who have stopped

3.6 FIRE PROTECTION

breathing or are suffering from heart attacks, the chances of survival improve when the patient receives medical care quickly. Similarly, a quick fire suppression response can potentially prevent a structure fire from reaching the “flashover” point at which very rapid fire spreading occurs—generally in less than 10 minutes. Due to the City of Biggs's size, the Fire Department can respond within five minutes to incidents within the city.

The Butte County-City of Biggs Fire Department provides first response to emergency medical calls and basic life support (BLS) prior to Butte EMS arriving on the scene to provide advanced life support (ALS) and ambulance transport. The Sierra-Sacramento Valley Emergency Medical Services Agency is the regional agency that implements the state EMS Authority's policies in Butte County and regulates ALS and ambulance providers. If needed, a paramedic captain is trained to provide ALS as well. The BLS medical response time guideline established by the California EMS Agency is five minutes in urban areas, 15 minutes in suburban or rural areas, and as quickly as possible in wilderness areas (EMSA 1993). California EMS guidelines for ALS first response times are eight minutes in urban areas and 20 minutes in suburban areas. The Butte County Emergency Medical Services in Gridley, which also responds to medical emergencies in Biggs, was less than 10 minutes 93 percent of the time in 2014 (SSVEMS 2015).

ISO Classification

An Insurance Services Office (ISO) rating is a collection of information on a community's public fire protection, which is determined by using a Fire Suppression Rating Schedule (FSRS). The FSRS is the manual that the ISO uses in reviewing the firefighting capabilities of individual communities. The schedule measures the major elements of a community's fire suppression system and develops a numerical grading called a Public Protection Classification (PPC). The FSRS determines a PPC from 1 to 10. The primary factors evaluated are the Fire Department, dispatching, and the water system. The ISO rating takes into account the number of firefighting personnel and equipment available to an area and the average emergency response times. Protection Class 1 indicates excellent fire service and Protection Class 10 indicates minimal or no protection. ISO ratings, or the conditions they represent, influence the cost of fire insurance. The City of Biggs's current ISO rating is Protection Class 4.

Coverage Adequacy

In urban areas, fire stations should be located strategically within five minutes' driving distance from potential victims. In rural areas, fire stations must be located strategically within 15 minutes' driving distance. The driving distance is affected not only by service area size, but also by congestion, topography and street layouts. The Butte County-City of Biggs Fire Department indicated a challenge in responding west of the railroad tracks. As there are no railroad overpasses, when a train comes through or is parked in the city, firefighters must drive around the train, leading to longer response times. However, if this does happen, the department has the availability of the Richvale and Gridley fire stations for response.

Determination 3.6-1 Existing Conditions and Facilities:

The City is the authorized fire protection service provider and the City has contracted out fire services to the State of California (CAL FIRE). Current staffing and equipment at the Biggs Fire Station, which are both owned by Butte County, is adequate.

MUTUAL AID AGREEMENTS

The state Master Mutual Aid Agreement, signed by Butte County and the five cities, establishes a framework that allows agencies to share resources when they have exhausted their own. The giving of mutual aid is voluntary with the decision normally based on ability of the giving agency to maintain reasonable protection of its own jurisdiction. Most agencies provide short-term mutual aid for free so that they will receive it in the same way when they have a major emergency. The state is divided into six fire and rescue regions. Butte County is part of Office of Emergency Services (OES) Region III, which encompasses the 13 counties of northeastern California from Sutter, Yuba, and Sierra Counties to the Oregon and Nevada borders (OES 2015). Other Automatic Aid and Mutual Threat Zone agreements with CAL FIRE, the U.S. Forest Service, and other surrounding local government agency fire departments exist to respond to emergencies in the city, other areas of the county, state, and nation.

Determination 3.6-2 Mutual Aid Agreements:

The mutual aid agreements that exist between the City of Biggs, CAL FIRE, the U.S. Forest Service, and other surrounding local government agency fire departments provide for the fire protection needs of the community and surrounding jurisdictions.

3.6-3 INFRASTRUCTURE NEEDS AND DEFICIENCIES

STAFFING

The Biggs Fire Station is staffed 24 hours per day, 7 days a week, with two firefighters - one Fire Apparatus Engineer (FAE) paid for by the City, and one Firefighter paid for by the County of Butte - available at all times. Responses are prompt and meet national standards for arrival times. Staffing is consistent with other engine companies in the system and currently is acceptable to the city.

The City's General Plan Public Health and Safety Element Policy S-4.1 requires, at a minimum, maintenance of current levels of service for fire protection by continuing to require development to provide and/or fund fire protection facilities, personnel, and operations and maintenance. No ratio of fire personnel to population or response times are established in the General Plan.

Determination 3.6-3 Staffing:

The Biggs Fire Station is currently adequately staffed. Additional staff will be necessary to accommodate future growth of the city and expansion of the city limits. Increased staffing is addressed through the City's budgeting process.

FACILITIES AND EQUIPMENT

Existing equipment consists of one regular engine and one reserve engine. The current funding will annually accumulate to offset the cost of the next City fire engine, which rotates between city and county every 15 years. The current engine in place at Biggs is county owned; the city owned engine, referred to above, is being sold as it is at the end of its operational life span. Typically, the City receives grants for fire equipment that enhance locally provided service. While the current location of the fire station serves the city well, as the city grows within this area of Butte County, a fire station relocation may be advantageous from an economic standpoint; most importantly, this may be possible without adversely impacting response times.

The City levies a development impact fee of \$226 per unit for residential development and \$226 per DUE for commercial development to provide for future fire equipment needs.

Nearby fire stations include the Richvale Station located in Richvale and Station 74 in Gridley. Both of these stations provide additional support if needed.

Determination 3.6-4 Facilities and Equipment:

The existing Biggs Fire Station facilities are adequate; however, increased future growth will require additional equipment and staffing.

Determination 3.6-5 Development Impact Fees:

The City requires the payment of a fire protection development impact fee to assist in the development of fire facilities as needed.

CURRENT CONSTRAINTS

The largest constraint to the Fire Department's ability to perform its duties is the budget. Without the available funds to acquire additional equipment and hire additional personnel, the department's resources are limited.

One of the most significant constraints in the Biggs area is the "weight of attack" problem for significant incidents like escalating fires or multiple-patient vehicle accidents. While most routine calls are handled rapidly and effectively by the local Biggs fire engine, the best weight of attack (or depth of resources) occurs north of B Street on State Route 99 where the units from Biggs, Gridley, and Richvale arrive "1, 2, 3" in a complementary fashion. When there are simultaneous calls in the area, additional units do respond; however, they come from increasingly distant stations, and consequently their effectiveness diminishes over that time.

The fire station is currently meeting departmental minimums for staffing as a regional provider. However, it is increasingly lagging behind National Fire Protection Association (NFPA) standards. Experience shows the NFPA standard to be very important when anticipating change. Historically, the major concern of inadequate fire flow has been addressed as the City's water system has been improved. Water is readily available to meet increased fire flow demand created by new growth.

3.6 FIRE PROTECTION

Another concern is declining volunteer fire personnel throughout the county. Incremental growth in call volume and declining availability of volunteers makes the need for a third person on the Biggs engine a likelihood as growth occurs, and consistent with available funding.

Determination 3.6-6 Department Constraints:

The City and department need to work together to determine future staffing and equipment needs and revise a plan to ensure that funding is available to meet the City's future needs, which may include increasing development impact fees for fire.

SUMMARY OF DETERMINATIONS

- 3.6-1 Existing Conditions and Facilities:** *The City is the authorized fire protection service provider and the City has contracted out fire services to the State of California (CAL FIRE). Current staffing and equipment at the Biggs Fire Station, which are both owned by Butte County, is adequate.*
- 3.6-2 Mutual Aid Agreements:** *The mutual aid agreements that exist between the City of Biggs, CAL FIRE, the U.S. Forest Service, and other surrounding local government agency fire departments provide for the fire protection needs of the community and surrounding jurisdictions.*
- 3.6-3 Staffing:** *The Biggs Fire Station is currently adequately staffed. Additional staff will be necessary to accommodate future growth of the city and expansion of the city limits. Increased staffing is addressed through the City's budgeting process.*
- 3.6-4 Facilities and Equipment:** *The existing Biggs Fire Station facilities are adequate; however, increased future growth will require additional equipment and staffing.*
- 3.6-5 Development Impact Fees:** *The City requires the payment of a fire protection development impact fee to assist in the development of fire facilities as needed.*
- 3.6-6 Department Constraints:** *The City and department need to work together to determine future staffing and equipment needs and revise a plan to ensure that funding is available to meet the City's future needs, which may include increasing development impact fees for fire.*

3.7-1 INTRODUCTION

The City manages three parks and has one piece of property with potential for future playground/park development. Two additional park facilities in the city, Schor's Pool and Cork Oak Park, are owned by County Service Area 31 (CSA 31) and the Biggs Unified School District (BUSD). **Figure 1.0-3** illustrates the location of park facilities in the city. Most residential properties in Biggs are located within one-half mile of a park in the city. The City does not provide recreation programs and services. The City's Parks Master Plan, as part of the City's General Plan, is used to plan future park needs.

3.7-2 PLANS AND REGULATORY REQUIREMENTS

QUIMBY ACT

The goal of the 1975 Quimby Act (California Government Code Section 66477) was to require developers to help mitigate the impacts of property improvements by requiring them to set aside land, donate conservation easements, or pay fees for park improvements. The Quimby Act gave authority for passage of land dedication ordinances only to cities and counties, thus requiring special districts to work with cities and/or counties to receive parkland dedication and/or in-lieu fees. The fees must be paid and land conveyed directly to the local public agencies that provide parks and recreation services community-wide. Revenues generated through the Quimby Act cannot be used for the operation and maintenance of park facilities (Westrup 2002).

Originally, the act was designed to ensure "adequate" open space acreage in jurisdictions adopting Quimby Act standards (e.g., 5 acres per 1,000 residents). In some California communities, the acreage fee was very high where property values were high, and many local governments did not differentiate their Quimby fees between infill projects and greenbelt developments. In 1982, the Quimby Act was substantially amended via Assembly Bill 1600. The amendments further defined acceptable uses of or restrictions on Quimby funds, provided acreage/population standards and formulas for determining the exaction, and indicated that the exactions must be closely tied (nexus) to a project's impacts as identified through traffic studies required by CEQA. Agencies must show a reasonable relationship between the public need for the recreation facility or parkland and the type of development project upon which the fee is imposed (Westrup 2002).

CITY OF BIGGS GENERAL PLAN

The City of Biggs 2014 General Plan Conservation, Open Space and Recreation Element contains a number of policies and actions related to parks and recreation in the city, including a parkland standard of 5.0 acres per 1,000 residents.

3.7-3 EXISTING CONDITIONS AND FACILITIES

Downtown Park: Downtown Park is a 0.1-acre passive recreation area located on the north side of B Street between Sixth and Seventh Streets. Downtown Park features turf areas and seating and is a gathering spot for public events.

Family Park: Family Park is located just east of Biggs's downtown area. The approximately 1-acre park contains a gazebo, picnic tables, and a small play structure and skate area.

3.7 PARKS AND RECREATION

Rio Bonito Park: Improved in 2007–2008 as a public-private partnership with SunWest Milling Co., Rio Bonito Park is a shared facility with the BUSD located adjacent to the Biggs High School campus. The approximately 7.2-acre park includes a baseball diamond, picnic area, and play structure area. Excluding the undeveloped area beyond the baseball diamond, the site is approximately 3 acres.

Trent Area Lot: The Trent Area Lot is a 0.28-acre site located on the south side of the city. The lot has been designated by the City as a future playground site.

Schor's Pool (CSA 31): CSA 31 encompasses approximately 85 square miles in western Butte County. CSAs are often established by counties to provide authority and funding for recreational, infrastructure, and other improvements and services in unincorporated areas. CSA 31, which was formed in 1967 to provide swimming pool facilities to the area, maintains Schor's Pool. The pool is located near the Biggs elementary and secondary schools on the eastern side of the community.

Cork Oak Park: This small park is located on the high school campus, adjacent to the community swimming pool (Schor's Pool), and is owned and maintained by the BUSD. Approximately 1 acre in size, this park provides picnic tables, horseshoe pits, and turf amid a former cork oak orchard.

Recreational facilities within the community are somewhat limited, and the BUSD serves an important role by providing meeting rooms and athletic fields for community events and activities. Biggs is located near the Thermalito Recreation Area, which offers the full range of boating and water recreational activities. There are also many publicly and privately maintained hunting areas available in the immediate area.

See **Figure 1.0-3** for park locations.

SERVICE DEMAND

Recreation providers, along with other service providers, often use population growth to determine the need for facilities and services. Historically, the National Park and Recreation Association suggested that communities have 6 to 10 acres of developed parkland per 1,000 people to meet active recreation needs. More recently, parks and recreation organizations suggest that standards be adjusted to reflect climate, community preferences, and the types of recreational opportunities offered by national and state parks, schools, churches, and nonprofit groups.

SERVICE STANDARDS AND ADEQUACY

The City's General Plan establishes a standard of 5 acres of accessible developed parkland for every 1,000 residents (Conservation, Open Space and Recreation Element Action S-1.1.1). The City currently has approximately 9.3 acres of parkland including those resources not owned by the City. Based on the 5 acres per 1,000 person standard and the current population (2014) of 1,684 persons, the City should have 8.42 acres of parkland. As such, the City currently meets its parkland goal established in General Plan Action S-1.1.1. At this time, no new park facilities are proposed in the city. If the city grows at the anticipated 2.95 percent annual growth rate, the city will need a total of 16.68 acres of parkland by 2035.

Determination 3.7-1 Infrastructure Needs and Deficiencies:

The facility needs for future parks are identified in terms of ratios of park acreage to population rather than as a list of specific projects. The City currently meets its parkland to population ratio standards established in the General Plan. Based on a projected annual growth of 2.95 percent, as established in Table 2.0-2, a total of 16.68 acres of parkland will be required to serve the 2035 population.

3.7-4 INFRASTRUCTURE NEEDS AND DEFICIENCIES

City staff has verified that the existing City-owned parks are in good condition and, except for routine maintenance, no improvements to these parks are currently needed. The City does not have a stand alone parks and recreation master plan but includes a Parks Master Plan, as part of the City's General Plan. This Plan is used to prepare for future park needs. Limited local park information is available on the City's website. However, because of the City size, park and recreational facilities are well known within the community.

The City of Biggs adopted a development impact fee of \$3,060 per each new residential dwelling unit and \$820 per Dwelling Unit Equivalent (DUE) for commercial and industrial properties. Biggs Municipal Code Chapter 13.35 establishes park and recreational facilities dedication for new development. As is stated in this chapter, a condition of approval of a final subdivision or parcel map, the developer shall dedicate land, pay a fee in lieu, or both, at the option of the city, for park or recreational purposes at the time. Land dedication is based on a unit per acre formula shown in Chapter 13.35. The City also allows open space to be privately owned and maintained by future residents of a proposed development project in lieu of fee payments or land dedication.

Determination 3.7-2 Financing, Rate Restructuring Constraints and Opportunities:

The City has adopted an ordinance to require the dedication of land or payment of an in-lieu fee to provide park and recreation facilities as a requirement of new residential and commercial development. The City needs to plan for capital facilities improvements for park facilities, prioritizing needs according to community demographics and preferences. If a policy for reserves has not been established, such a policy should be adopted.

Determination 3.7-3 Management Efficiencies/Cost Avoidance, and Facility-Sharing Opportunities:

The Public Works Department has an adequate management structure, adequate staffing, and adequate use of cost minimization strategies.

Determination 3.7-4 Local Accountability:

The City provides the public with adequate information and opportunity for input and involvement in City government. The Public Works Department ensures that parks and recreation issues are given adequate attention in public outreach and in public hearings.

Determination 3.7-5 Government Structure:

The City's boundaries are adequate for the parks and recreation services provided.

3.7 PARKS AND RECREATION

SUMMARY OF DETERMINATIONS

- 3.7-1 Infrastructure Needs and Deficiencies:** *The facility needs for future parks are identified in terms of ratios of park acreage to population rather than as a list of specific projects. The City currently meets its parkland to population ratio standards established in the General Plan. Based on a projected annual growth of 2.95 percent, as established in Table 2.0-2, a total of 16.68 acres of parkland will be required to serve the 2035 population.*
- 3.7-2 Financing, Rate Restructuring Constraints and Opportunities:** *The City has adopted an ordinance to require the dedication of land or payment of an in-lieu fee to provide park and recreation facilities as a requirement of new residential and commercial development. The City needs to plan for capital facilities improvements for park facilities, prioritizing needs according to community demographics and preferences. If a policy for reserves has not been established, such a policy should be adopted.*
- 3.7-3 Management Efficiencies/Cost Avoidance, and Facility-Sharing Opportunities:** *The Public Works Department has an adequate management structure, adequate staffing, and adequate use of cost minimization strategies.*
- 3.7-4 Local Accountability:** *The City provides the public with adequate information and opportunity for input and involvement in City government. The Public Works Department ensures that parks and recreation issues are given adequate attention in public outreach and in public hearings.*
- 3.7-5 Government Structure:** *The City's boundaries are adequate for the parks and recreation services provided.*

3.8-1 INTRODUCTION

The City of Biggs regulates waste collection and recycling services in the city via an exclusive franchise agreement with Waste Management, Inc. The City of Biggs is a member of the Butte County Regional Waste Management Authority (BCRWMA). The function of the BCRWMA is to provide planning and waste reporting service for its members.

3.8-2 PLANS AND REGULATORY REQUIREMENTS

The California Integrated Waste Management Act of 1989 (AB 939) required all California cities and counties to reduce the volume of waste deposited in landfills by 50 percent by the year 2000 and continue to remain at 50 percent or higher for each subsequent year. The purpose of AB 939 is to “reduce, recycle, and re-use solid waste generated in the state to the maximum extent feasible.”

The California Integrated Waste Management Act requires each California city and county to prepare, adopt, and submit to the California Integrated Waste Management Board [now the California Department of Resources Recycling and Recovery (CalRecycle)] a source reduction and recycling element (SRRE) that demonstrates how the jurisdiction will meet the act’s mandated diversion goals. Each jurisdiction’s SRRE must include specific components, as defined in Public Resources Code (PRC) Sections 41003 and 41303. In addition, the SRRE must include a program for management of solid waste generated within the jurisdiction that is consistent with the following hierarchy: (1) source reduction, (2) recycling and composting, and (3) environmentally safe transformation and land disposal. Included in this hierarchy is the requirement to emphasize and maximize the use of all feasible source reduction, recycling, and composting options in order to reduce the amount of solid waste that must be disposed of by transformation and land disposal (PRC Sections 40051, 41002, and 41302) (CalRecycle 2014b).

Subsequent to the Integrated Waste Management Act, additional legislation was passed to assist local jurisdictions in accomplishing the goals of AB 939. The California Solid Waste Re-use and Recycling Access Act of 1991 (AB 1327) (PRC Sections 42900–42911) required CalRecycle to approve a model ordinance for adoption by any local government for the transfer, receipt, storage, and loading of recyclable materials in development projects by March 1, 1993. The act also required local agencies to adopt a local ordinance by September 1, 1993, or to allow the model ordinance to take effect (Calrecycle 2015a).

3.8-3 EXISTING CONDITIONS AND FACILITIES

COLLECTION AND RECYCLING/DISPOSAL

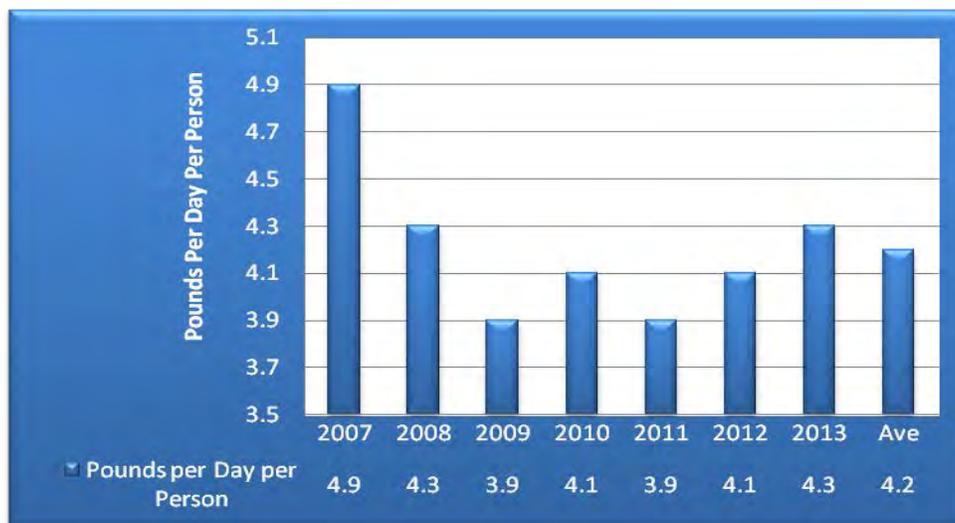
The City of Biggs is an original member of the Butte County Regional Waste Management Authority (BCRWMA) formed in 1997. The BCRWMA also includes the City of Gridley and unincorporated Butte County. Approximately 71.5 tons of solid waste was disposed of by the BCRWMA in 2013, of which the majority (78.2 percent) went to the Neal Road Recycling and Waste Facility (CalRecycle 2013a).

The City of Biggs regulates waste collection and recycling services in Biggs via an exclusive franchise agreement with Waste Management, Inc. Waste Management provides waste collection, recycling, and yard waste collection to the city through a contract out of the Chico office. Solid waste collection service is mandatory in the City of Biggs. The current solid waste disposal fee is \$20.11 per customer per month (Biggs 2014c).

3.8 SOLID WASTE

According to CalRecycle, the average per person solid waste disposal rate for the BCRWMA has varied between 4.9 pounds per day (lbs/day) in 2007 to a low of 3.9 lbs/day in 2009. The average since 2007 is 4.2 pounds per day (CalRecycle 2013b).

**FIGURE 3.8-1
SOLID WASTE DISPOSAL BCRWMA 2007-2013**



Based on the 4.2 lbs/day average disposal rate and the projected population for the city identified in **Figure 2.0-5**, an estimate of the solid waste disposal rate through 2040 can be calculated. While disposal rates will theoretically decrease over the coming years because of various solid waste reduction and recycling requirements for jurisdictions established by the state, this calculation will produce a rough estimate of the future potential solid waste coming from the city based on the 2.95 percent annual growth rate as established in Section 2.0. As is shown in **Table 3.8-1**, the city will produce approximately 1,554 tons of solid waste in 2020 and 2,254 tons in 2030.

**TABLE 3.8-1
FUTURE SOLID WASTE – CITY OF BIGGS**

	2014	2020	2025	2030	2035	2040
Pounds per Day	7,073	8,513	10,672	12,352	14,007	15,049
Tons per Day	3.5	4.3	5.3	6.2	7.0	7.5
Tons per Year	1,291	1,554	1,948	2,254	2,556	2,746

Source: PMC

HOUSEHOLD HAZARDOUS WASTE

Hazardous materials used in many household products (e.g., drain cleaners, cleaning fluids, waste oil, insecticides, and car batteries) are often improperly disposed of as part of normal household trash. These hazardous materials can interact with other chemicals, which can create risks to people and also result in soil and groundwater contamination.

The California Department of Health Services (CCR Title 22) defines household hazardous waste as any substance that is characteristic of one of the following:

- Ignitability – flammable
- Corrosivity – eats away materials and can destroy human and animal tissue by chemical action
- Reactivity – creates an explosion or produces deadly vapors
- Toxicity – capable of producing injury, illness, or damage to human, domestic livestock, or wildlife through ingestion, inhalation, or absorption through any body surface

All Butte County residents are able to recycle and properly dispose of household hazardous waste for free at the Butte Regional Household Hazardous Waste Collection Facility, which is located at the Chico Airport Industrial Park at 1101 Marauder Street. The facility also accepts hazardous waste from small businesses that qualify as Conditionally Exempt Small Quantity Generators (Butte County 2014).

Determination 3.8-1 Existing Conditions and Facilities:

Waste Management provides solid waste and recycling services to the City of Biggs. The recycling services of Waste Management, mandated by regulatory agencies, will reduce the amount of solid waste sent to the landfill.

3.8-4 INFRASTRUCTURE NEEDS AND DEFICIENCIES

DEMAND

The County's overall waste stream in 2013, including all cities in the county, was 175,327 tons (CalRecycle 2013c). CalRecycle projects future disposal tonnages through 2025 for all counties in the state under three growth scenarios: high, medium, and low growth. Currently, the disposal rate for Butte County most closely follows the medium growth rate scenario. According to CalRecycle, the anticipated amount of solid waste disposal for Butte County, including all jurisdictions in the county, will be approximately 208,000 tons by 2025 for the medium growth scenario (CalRecycle 2015b). Solid waste disposal projections, shown in **Table 3.8-1**, indicate that the City of Biggs would produce about 1,948 tons of solid waste by 2025 and, therefore, represent less than 1 percent of the total disposed solid waste in 2025 in the county.

The City's compliance with AB 939 through its Source Reduction and Recycling Plan is considered to be adequate and will assist in the reduction of solid waste in the coming years.

LANDFILL CAPACITY

The Neal Road Recycling and Waste Facility is located at 1023 Neal Road, one mile east of Highway 99 in unincorporated Butte County, north of Biggs. The facility is located on 190 acres, 140 of which are used for solid waste disposal. The Neal Road Recycling and Waste Facility has a total estimated permitted capacity of 25,271,900 cubic yards and an estimated remaining capacity of 20,847,970 cubic yards (as of July 1, 2009). Under the landfill's existing permit, the facility is allowed to receive up to 1,500 tons per day of refuse. In 2011, the facility was approved for the addition of a transfer/processing facility on an additional 10 acres, allowing for the processing of construction and demolition waste up to 540 tons per day. The Neal Road

3.8 SOLID WASTE

Recycling and Waste Facility, including the transfer/processing facility, has a tentative closure date of January 1, 2033 (CalRecycle 2014a).

Determination 3.8-2 Infrastructure Needs and Deficiencies:

Remaining capacity in the Neal Road Landfill is sufficient to accommodate the anticipated growth in the City of Biggs.

SUMMARY OF DETERMINATIONS

3.8-1 Existing Conditions and Facilities: *Waste Management provides solid waste and recycling services to the City of Biggs. The recycling services of Waste Management, mandated by regulatory agencies, will reduce the amount of solid waste sent to the landfill.*

3.8-2 Infrastructure Needs and Deficiencies: *Remaining capacity in the Neal Road Landfill is sufficient to accommodate the anticipated growth in the City of Biggs.*

3.9-1 INTRODUCTION

The City of Biggs has provided electrical service within the community and to surrounding users since 1904. This service has provided an important source of revenue to the City as well as allowed residents to receive power at favorable rates. The City of Biggs owns and operates an electric substation and distributes electric power to the city. The City also owns, operates, and maintains the electrical distribution system within most of the city. Biggs has one of only 12 city-owned utility systems in Northern California.

GENERATION AND TRANSMISSION

Biggs does not directly generate its own power, but is a member of the Northern California Power Agency (NCPA) and the Western Area Power Administration (WAPA). NCPA is a joint powers authority empowered to purchase, generate, transmit, distribute, and sell wholesale electrical energy. Members are public or publicly owned entities, including the City and 14 other municipal electric utilities, which participate in specific projects on an elective basis (NCPA 2013). The NCPA served an estimated population of 655,326 in 2013. WAPA is one of four power marketing administrations in the US Department of Energy. WAPA markets and transmits hydroelectric power within a 15-state region of the central and western US (WAPA 2015).

The City has ownership interests in three generation facilities operated by the NCPA. The first of the NCPA interests is a two-unit geothermal generation facility in Lake County with a generation capacity of 220 megawatts (mw) of power. The City of Biggs generation entitlement share percentage is approximately 0.227 percent, or 2,117.5 megawatt-hours (mwh) per year. The second NCPA facility is a five-unit combustion turbine peaking project. The City has a 0.197 percent generation entitlement share for this facility. This facility has a capacity of 125 mw. This facility operates at peak usage times across NCPA member communities to insulate members from high prices of spot market power. The final facility is the new Lodi Energy Center (LEC). The LEC is a 280 mw base load, combined cycle, natural gas-fired, combustion turbine generating station (one gas turbine and one steam turbine) located in Lodi, California. The City of Biggs has a 0.2679 percent generation entitlement share of this facility (NCPA 2013, 2014a).

As a member of the NCPA, the City has a long-term contracted interest in WAPA base resources, generated by several dams in the Central Valley Project at very favorable price rates. The amount of power available to the City in any one year from this system is subject to gross production, which is dependent on water and on energy demand in Biggs, but a wet year can generate over 30,000 mwh while a critically dry year could result in zero power generation. During fiscal year (FY) 2012-13, the dams and Central Arizona Project coal plant in WAPA's territory produced 28,822 gigawatt-hours (gwh) of net generation, about 86 percent of average, and witnessed lower storage levels than normal at the end of the water year. Total WAPA capacity is more than 10,500 mw (WAPA 2013).

The Biggs electrical system is linked to this generation mix through its interconnection with Pacific Gas and Electric Company's (PG&E's) transmission system, which is managed by the California Independent System Operator (CAISO).

DISTRIBUTION AND MAINTENANCE

The City owns, operates, and maintains the electrical distribution system and contracts with the Gridley-Biggs Electric Department for maintenance of the system. In addition, the City is a

member of the California Joint Pole Association and shares common poles throughout the city with other utilities such as Comcast, and AT&T.

The Electric Department provides operation and maintenance of the distribution system. This includes maintenance of its 60 kv transmission system (from SR 99 to Biggs's substation). Shutoffs are performed by Biggs Public Works staff when necessary. The City of Biggs contracts with Gridley-Biggs Electric Department to provide system maintenance exclusive of annual substation maintenance. Contracted services exclude maintenance of Biggs's substation. The City of Biggs reads its own electric meters using state of the art automated meter reading (AMR), a significant cost-saving measure.

OTHER ACTIVITIES

In addition to the purchase and distribution of electricity, the Gridley-Biggs Electric Department performs citywide tree trimming (especially surrounding primary and service wires), assists the Biggs Public Works Department in installation of decorations and banners for special events, and maintains and operates the City's street lighting system.

UNINCORPORATED SOI AREA

PG&E currently serves the unincorporated areas around Biggs. If new development is annexed into the city, the City may require connection to the Biggs electrical system. This would require the City to instigate discussions with PG&E for the removal of this area from the PG&E service area. The actual cost of providing service to the annexed area would be dependent on these Biggs/PG&E discussions. The City can require the annexed area to pay for this cost. In most cases, it is anticipated that a development agreement between the City and developer would required connection to the City's system and detachment from PG&E service area would be the developers responsibility.

3.9-2 PLANS AND REGULATORY REQUIREMENTS

Municipal utilities are subject to federal, state, and local oversight. On the federal level, the Federal Energy Regulatory Commission (FERC) and Congress set policy and oversee wholesale markets and transmission access.

State energy regulations are implemented through legislation. SB 1037, signed into law in September 2005, mandates that all publicly owned utilities (POUs) report to the California Energy Commission (CEC) on cost-effective and feasible energy efficiency programs. AB 2021, chaptered in 2006, built upon SB 1037, further requiring POUs to develop energy efficiency targets on a triennial basis. The CEC is authorized to set targets for all municipal utilities. POUs do not report to the California Public Utilities Commission, which oversees investor-owned utilities.

3.9-3 EXISTING CONDITIONS AND FACILITIES

FACILITIES

The City owns and operates a modular electric substation with a primary voltage rating of 60 kilovolts (kv). The City's original modular substation was built in 1997. The substation consists of one three-phase transformer to step down the 60 kv PG&E feed to 12 kv. The electrical distribution system is radial. Two feeders, each protected by automatic reclosing oil/vacuum

3.9 ELECTRICITY

circuit breakers, connect the substation to the system. The substation has a rated capacity of 5 to 6 mw and an operational capacity of about 4 mw. The average daily load is about 50 percent of capacity.

The City's main substation taps into the regional PG&E high-voltage (60 kv) transmission line, transforms the high-voltage power, and feeds it into the City's electrical distribution lines. The distribution lines total 11 miles in length.

When areas served by PG&E are annexed and opt for City electric service, the City installs wiring to connect such areas. The City would like to purchase the relevant infrastructure from PG&E but has found this to be a challenge in previous annexations. There are opportunities for shared substation facilities with Gridley, especially in the Area of Concern between the two cities.

SERVICE DEMAND

Accounts

Biggs Municipal Utilities has 686 retail customer connections serving 637 retail customers. Of the 612 residential units served by Biggs Municipal Utilities during the 2012-2013 reporting period, an average of 40 units per month were empty, due to foreclosure or abandonment. Of the 37 commercial properties served, 11 are empty and nine are simply relay stations for cable, telephone service, or railroad signals. An additional four are church properties used once or twice a week. While the large majority of customer connections are residential, the majority of energy use is industrial. Percent of retail sales by customer class are as follows: residential, 28 percent; commercial, 6 percent; and industrial, 66 percent (NCPA 2014a).

Load

Total energy usage in Biggs reached 16.3 gwh in FY 2012-13 (NCPA 2014a). It is noteworthy that approximately 63 percent of total energy usage in Biggs is accounted for by a single customer (SunWest Milling Manufacturing Complex). Revenues from this one customer represent nearly 60 percent of the City's total electrical service revenue.

Peak demand indicates the maximum load in a system. The peak demand in FY 2012-13 was 4.1 mw. By comparison, net peak demand for all NCPA members in 2013 was 1,650 mw (NCPA 2014a). For California, net peak demand in 2011 was 60,310 mw (CEC 2012).

Energy-efficient appliances, windows, adequate insulation, and other energy-efficient resources assist in lowering the use of electricity in the state. The City of Biggs offers a variety of programs to increase energy efficiency. During FY 2012-13, the energy-efficiency programs offered in the city reduced energy use by 2,664 kWh or a gross lifecycle savings of 28,150 kWh (NCPA 2014a). **Table 3.10-1** contains the 10-year energy savings target for Biggs as required by Section 9505(b) of the Public Utilities Code.

TABLE 3.10-1
ENERGY EFFICIENCY ANNUAL TARGET (MWH)

2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	10-Yr Total
35	39	42	46	47	49	51	52	52	51	464

Source: NCPA 2014a

SERVICE STANDARDS AND ADEQUACY

The primary indication of adequate service is consistency or, in other words, lack of outages. The department began tracking the main measure of reliability, power outages, in May 2007. There has only been one significant outage in the last five years. This outage was six hours in duration and was due to a PG&E service line being down. There have been six minor outages in the last five years: four due to bird strikes, one due to a falling limb during a storm, and one due to large equipment contacting a service drop.

Improvements

Since 2010, the Gridley-Biggs Electric Department has made several improvements to the system. Those include:

2010

- Tested and treated all distribution poles (400 poles).
- Installed a GPS distribution pole of mapping.
- From 2010 to present, placed 20 of the 50 poles found to need replacement during test and treat survey.

2011

- Fusing coordination of system.
- Installation of fault indicators throughout distribution system.
- Undergrounded the primary line at Second and E Streets to avoid large oak tree interference.
- Installation of combo arms at Eleventh and B Streets, Tenth and B Streets, and Tenth and D Streets to allow looping of circuits.

2012

- Installation of a 12 kv cabinet switch for new SunWest Milling service and the tying of circuits.
- Installation of a 300 kilovolt amps (kva) transformer for SunWest Milling fire protection system pump.
- Installation of services for North Biggs Estates subdivision.

2013

- Replacement of line recloser on PG&E 12 kv backup power.

2014

- Installation of controls on SunWest Milling capacitor bank.

SERVICE RATES

The City charges electric service rates based on the type of use and the amount used. Additionally, the Sunwest Milling Company, which is the largest electrical user in the City, has a separate rate structure. The following indicates the various rates charged to the customer. These rates were approved by the City County in 2008. No increases in electrical rates are proposed at this time.

3.9 ELECTRICITY

ELECTRICAL RATES – PER MONTH

	RESIDENTIAL	SENIOR RESIDENTIAL	
Minimum Charge	\$6.25	\$6.25	
Energy Charge (per kWh)			
First 400 kWh	\$0.1533	\$0.1379	
Over 400 kWh	\$0.2065	\$0.1856	
Commercial		Industrial (Metered)	
Minimum Charge	\$5.80	Minimum (per meter - plus)	\$125.00
Energy Charge (per kWh)		Demand Charge (per kWh - plus)	\$17.66
First 6,000 kWh	\$0.1856	Energy Charge	
6,001 to 12,000 kWh	\$0.1747	First 50,000 kWh – plus	\$0.0758
Over 12,000 kWh	\$0.1701	Over 50,000 kWh	\$0.0588
Sunwest Milling Company			
Minimum Charge	\$375	Demand Charge (kW per month)	\$12.10
Energy Charge	Peak Period (12:00 pm to 6:00 pm weekdays)		\$0.1119 per kWh
	Partial Peak Period (8:00 am to 12:00 pm and (6:00 pm to 10:00 pm)		\$0.1005 per kWh
	Off Peak Period (all other hours)		\$0.0985 per kWh

3.9-4 INFRASTRUCTURE NEEDS AND DEFICIENCIES

The Biggs substation usually operates at 50 percent of capacity, although peak demand can use up to 80 percent of capacity. Currently, the electrical system is adequate to serve an additional 175 to 200 new housing units.

Determination 3.9-1 Infrastructure Needs and Deficiencies:

Electricity service and capacity are adequate to serve current customers.

ANTICIPATED DEMAND AND PLANNED IMPROVEMENTS

The City will need an additional substation to serve future growth in the city beyond the 175 to 200 new housing units described previously. A new substation is estimated to cost approximately \$1.1 million. New development will ultimately require additional electric infrastructure, specifically new distribution lines and transformers. Subdivisions typically require the construction of self-contained distribution systems that are then connected to existing circuits. Infill opportunities within the city require connections to the existing distribution system. The City's two circuits have adequate capacity to serve the immediate existing SOI as it builds out.

New distribution facilities are necessary to serve the new load. New distribution systems for subdivisions are only constructed after the subdivision has been approved through the planning process and all costs to construct the distribution system have either been paid to the City or the developer has constructed the facilities to Public Works standards.

Future planned improvements include:

- 0-5 years
 - Mapping and numbering of distribution poles.

- Completion of pole replacement program.
- Replacement of underground primary conductor at Biggs High School football field area.

0-10 years

- No significant projects at this time are scheduled.

Determination 3.9-2 Anticipated Demand and Planned Improvements:

The existing electric system is considered adequate to serve up to 200 new dwelling unit equivalents (DUEs) as of May 2015.

Determination 3.9-3 Anticipated Demand and Planned Improvements:

The City will need a new substation to serve future growth. New development shall pay its fair share percentage for the new substation.

Determination 3.9-4 Facilities:

The City should adopt an action plan prior to any significant expansion to the City's current boundaries to ensure electrical services are available to new residents.

SUMMARY OF DETERMINATIONS

3.9-1 Infrastructure Needs and Deficiencies: *Electricity service and capacity are adequate to serve current customers.*

3.9-2 Anticipated Demand and Planned Improvements: *The existing electric system is considered adequate to serve up to 200 new dwelling unit equivalents (DUEs) as of May 2015.*

3.9-3 Anticipated Demand and Planned Improvements: *The City will need a new substation to serve future growth. New development shall pay its fair share percentage for the new substation.*

3.9-4 Facilities: *The City should adopt an action plan prior to any significant expansion to the City's current boundaries to ensure electrical services are available to new residents.*

LOCAL GOVERNMENT RESPONSIBILITY

This section of the MSR addresses the City's financial viability, management, government efficiency, and local accountability. This section reviews the City's budget and long-term financial viability, development impact fees, and service rates. Additionally, the City's management practices, cost avoidance opportunities, and opportunities for share facilities, as well as government structure, local accountability, and government structure options, are also analyzed in this section.

This section is divided into the following:

- Financing and Rate Restructuring
- Management Practices and Efficiency
- Government Structure and Local Accountability

This page is intentionally left blank.

4.1-1 INTRODUCTION

This section analyzes the financial structure and health of the City of Biggs with respect to the provision of services. Included in this analysis is the consideration of rates, service operations, and the like, as well as other factors affecting the City's financial health and stability, including factors affecting the financing of needed infrastructure improvements and services. Compliance with existing state requirements relative to financial reporting and management is also discussed.

An examination of financing includes an evaluation of the fiscal impacts of potential development, and probable mechanisms to finance needed improvements and services. Evaluating these issues is important to ensure new development does not excessively burden existing infrastructure and the ability for the City to fund existing improvements and services.

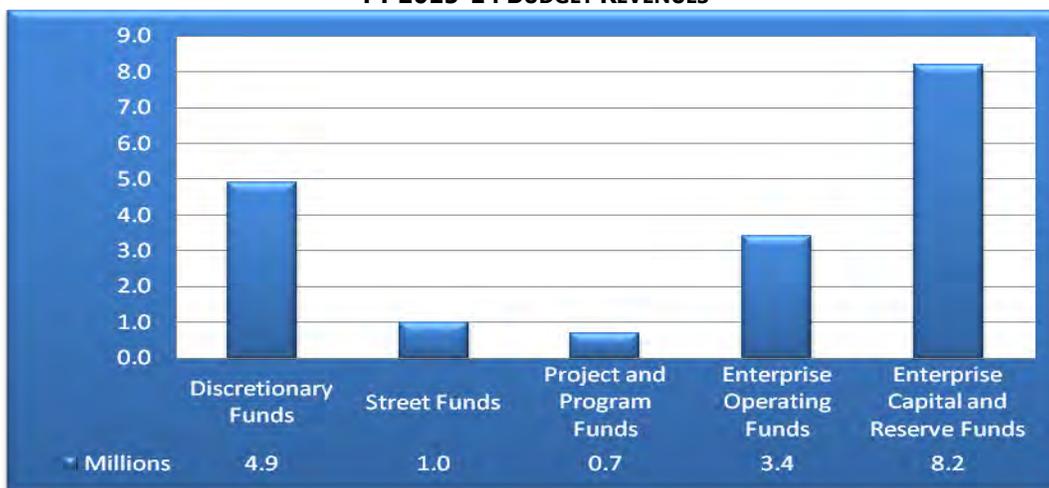
An examination of rate restructuring should identify impacts on rates and fees for services and facilities, and recognize opportunities to positively impact rates without decreasing service levels. The focus is on whether there are viable options to increase the City's efficiency through rate restructuring prior to any SOI adjustment.

Annual audit reports and financial statements for the City were reviewed in accordance with the MSR guidelines. The purpose of this review is to determine fiscal viability, suitability of current funding practices, and potential fiscal impacts resulting from new legislation.

4.1-2 CITY BUDGET OVERVIEW

The City's FY 2013-14 budget revenue was \$12,931,662. As shown in **Figure 4.1-1**, the largest revenue source in the city is from the Enterprise Capital and Reserve Fund at \$8.2 million. The majority of this fund (97 percent) is from the wastewater treatment plant (WWTP) project. However, this "revenue" is actually loan and grant money acquired from the State Water Resources Control Board by the City to improve the WWTP. The Enterprise Operating Fund is the second largest revenue source in the City, with a 2013-14 budgeted revenue of \$3.4 million. The Enterprise Operating Fund consists of revenue from the City's sewer, water, electric, and solid waste services. Electric service makes up almost 74 percent of this revenue stream with \$2.5 million.

**FIGURE 4.1-1
FY 2013-14 BUDGET REVENUES**



Source: Biggs 2013c

4.1 FINANCING AND RATE RESTRUCTURING

The City's 2013-14 budget expenditures was \$12,440,235 which results in a \$491,427 surplus. The City's audit balance for 2012 was \$3,257,971. The projected balance for 2013 was \$3,501,577, while the projected balance for 2014 was \$3,993,004. This indicates that the City is financially solvent.

FIGURE 4.1-2
FY 2013-14 BUDGET EXPENDITURES



Source: Biggs 2013c

As shown in **Figure 4.1-2**, the largest expenditure in the city is within the Enterprise Capital and Reserve Fund resulting in almost two-thirds of the City's annual budget. This category includes the sewer improvement fund, the WWTPs improvement project (Phases I and II), the water improvement fund, etc. Enterprise Operating Funds include the sewer, water, electric, and solid waste operating funds. The general operating fund is a part of the Discretionary Fund category and was projected to have a budgeted expenditure of \$649,141 during FY 2013-14.

The City is audited annually. Annual audits contain the following: independent auditor's report; basic financial statements (government-wide financial statements and fund financial statements); notes to the basic financial statements; and supplemental information. The statement of net assets indicates whether the financial position of the City is improving or deteriorating.

HISTORIC PERFORMANCE AND EXISTING FISCAL STATUS

The city has not experienced significant annual growth in sales tax revenues over the last decade. The electric utility is the largest revenue producer for the city and supports a significant portion of the General Fund, specifically, to fund public safety, police, and fire.

If future pressure for city growth results in the need for significant expansion, the city will face challenges related to development and annexations. Personnel-related costs would be expected to increase commensurate with the rate of future growth to manage the growth and address increased expectations of the citizens. As the city grows there will be a need to hire more employees to keep up with the workload and meet the increased demand for city services.

4.1 FINANCING AND RATE RESTRUCTURING

The state budget plays a role in the city's funding resources and could have a dramatic effect on the General Fund in coming years. Potential reductions in major General Fund revenue sources such as Citizen's Option for Public Safety (COPS) funding and/or vehicle license fees would severely affect operations normally financed by these funds, such as police and fire protection, parks and recreation services, and community development.

ANNUAL BUDGETARY PROCESS

The City operates as a general law city in California and has a fiscal year beginning on July 1 and ending the following year on June 30. The City requires that the city administrator present a proposed budget to the City Council for adoption prior to the end of the fiscal year, June 30. The process begins in March or April. Included in the annual budget process are both capital improvement projects and operating budgets for all City departments. The budget relies heavily on property taxes, gas taxes, and COPS funding. Each department then develops requests for the following fiscal year, which are reviewed by the city administrator. Once the city administrator has reviewed and made his recommendations, the budget is brought before the City Council and adopted on or before July 1. An audit is conducted normally by December of the following fiscal year.

INFRASTRUCTURE AND SERVICE COSTS

The City typically funds infrastructure and services through the General Fund which identifies the revenue source(s) through which specific projects are funded. The City follows state regulations for collecting impact fees from development projects (AB 1600), and local provisions that govern development impact and special services fees (Biggs Municipal Code Chapter 11.40).

GENERAL FUND

The General Fund revenues consist of a variety of taxes and fees. As shown in **Figure 4.1-3**, state motor vehicle in lieu taxes are an important source of tax-based funding. Other taxes include property taxes, general sales taxes, business licenses, franchise fees, and real property transfer taxes. Licenses and permits are other sources of revenue for the General Fund. Fee contributors are filing and certification fees. Intergovernmental revenues include the COPS program funding, state motor vehicle license fees, and other state and federal funding. Nominal funding such as fines, forfeitures and penalty fees, investment earnings and rent, and refunds and reimbursements also contribute to the General Fund (Biggs 2013c).

4.1 FINANCING AND RATE RESTRUCTURING

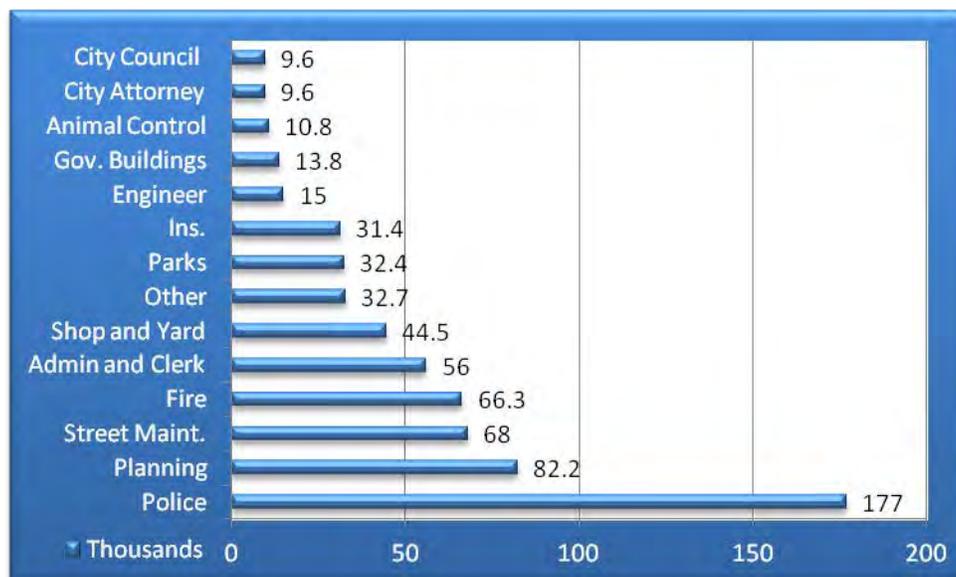
FIGURE 4.1-3
GENERAL FUND REVENUE SOURCE
(2012-13 ACTUAL, BASED ON AN 11-MONTH TIME FRAME)



Source: Biggs 2013c

The 2013-14 projected General Fund expenditure was \$642,695. The General Fund includes expenditures for the City Council, City staff, police, fire, government buildings, etc. **Figure 4.1-4** indicates the anticipated expenditures for FY 2013-14. As shown, police protection is the largest General Fund expenditure at \$177,000.

FIGURE 4.1-4
PROJECTED GENERAL FUND EXPENDITURES FISCAL YEAR 2013-14



Source: Biggs 2013c

OTHER SOURCES OF REVENUE

Outside of the General Fund, the City's budget is also composed of various enterprise funds, capital improvement funds, and reserve and fiduciary funds. Additionally, the City currently has more than \$3.5 million in reserves and investments.

RESERVES

The City practices prudent financial planning by setting aside financial reserves for future capital needs and contingencies:

- Electric enterprise reserves were \$1.16 million, or 47.7 percent of annual expenditures. The City maintains separate reserve funds for electric capital improvements and for contingencies, such as energy price fluctuations.
- Water enterprise reserves were \$0.2 million, or 60.5 percent of annual expenditures. The City maintains separate water reserve funds for capital improvements and for water bonds.
- Wastewater enterprise reserves were \$0.8 million, or 32.3 percent of annual expenditures in FY 2013-14. The City is currently in the process of upgrading the WWTP. Funding for this project primarily comes from loans and grants from the Regional Water Quality Control Board (RWQCB). The City has recently increased its sewer fees to compensate for the loans acquired from the RWQCB.

LONG-TERM DEBT

The City's main long-term debt is a result of the construction of new WWTP facilities. This construction is divided into two phases, both of which have received loans from the RWQCB. Phase I has received a loan of \$3,334,335, of which \$1,572,167 would be forgiven by the RWQCB upon the City achieving certain performance obligations. The term of this loan is from November 1, 2013, to May 31, 2035. Phase II has received a \$5,325,000 loan from the RWQCB, of which 50 percent would be forgiven. As stated previously, the City has recently increased the sewer rates in order to offset all of the cost in loan repayment.

COST-REVENUE COMPARISON

Administration costs (wages, benefits, and other overhead) account for approximately 14.7 percent of the City's 2013-14 budget, excluding the Enterprise Capital and Reserve Funds category, of which 96.9 percent is earmarked for the WWTP upgrade.¹

Table 4.1-1 shows the FY 2013-14 governmental funds summaries of revenues, expenditures, and surplus/deficit. The City's 2013-14 budget summary shows that proposed revenue is \$491,427 above expenditure projections.

The starting cash on July 1, 2013, was estimated at \$3.5 million, and the ending cash on July 1, 2014, was estimated at almost \$4 million.

¹\$631,692 total salaries, taxes and benefits / a 2013-14 budget \$4,295,152 = 14.7 percent (excluding the Enterprise Capital and Reserve Funds category of \$8,176,500).

4.1 FINANCING AND RATE RESTRUCTURING

**TABLE 4.1-1
FUND SUMMARIES 2013-14**

Category	2013 Balance	Budgeted Revenue	Budgeted Expenditures	Net Transfers In / (Out)	Projected Balance 2014
Discretionary Fund	\$771,682	\$492,895	\$831,141	\$289,924	\$723,360
Street Funds	\$188,932	\$98,216	\$74,122	\$0	\$213,026
Project and Program Funds	\$139,013	\$741,080	\$748,688	\$46,580	\$177,985
Enterprise Operating Funds	\$1,301,126	\$3,422,971	\$2,641,201	(\$582,829)	\$1,500,067
Enterprise Capital and Reserve Funds	\$1,100,824	\$8,176,500	\$8,145,083	\$246,325	\$1,378,566
Total	\$3,501,577	\$12,931,662	\$12,440,235	\$0	\$3,993,004

Source: Biggs 2013c

Determination 4.1-1 Historic Performance and Existing Fiscal Status:

Past MSR analysis revealed a shortfall in City funds. However, this appears to have been rectified and the City is in a good financial position.

Determination 4.1-2 Historic Performance and Existing Fiscal Status:

The required expansion of the WWTP has added a large debt to the City's financial structure. However, increased sewer fees as well as acceptable loan terms negated the burden of this necessary improvement. Overall, the City has met its critical objectives, including preservation of the City's fiscal solvency.

4.1-3 OVERVIEW OF RATES AND FEES

The City sets rates and fees for planning and public works services; animal control; fire services; impounded vehicle; licensing; parking violation; annexation; and solid waste, electric, sewer, water connection, and usage fees. All other services (e.g., natural gas, cable) are provided by existing providers whose rates are established through mechanisms that are not governed by the City. If and when the City ultimately assumes jurisdiction of areas in the SOI, the City would set the standard rates and fees in these incorporated areas for services provided by the City.

DEVELOPMENT IMPACT FEES

The imposition of development impact fees (DIFs) is based on the premise that new growth and development should pay its proportionate share of the cost of providing needed new infrastructure. Fees are based on Government Code Section 66000 et seq., which requires the agency setting the fee to: (a) identify the purpose of the fee; (b) identify the use to which the fee will be put; (c) determine the nexus between the type of development charged the fee, the amount of the fee, and its use; and (d) determine the reasonable relationship between the need for the public facility or improvement and the project upon which the fee is imposed.

The City levies a series of development impact fees (sewer, drainage, water, electric, roads, parks and recreation, general government, police, and fire) to offset the impacts of new development (Biggs Municipal Code Chapter 11.40). Beyond fees established in accordance

4.1 FINANCING AND RATE RESTRUCTURING

with Government Code Section 66000 et seq., the City may also establish fees or exactions through the development agreement process. Development impact fees can be charged to match the actual costs of the infrastructure, but there is no adequate provision to require long-term funding of the services needed for new development as well.

Biggs charges development impact fees for traffic, parks and recreation, general government, fire, police, sewer, water, electric and storm drainage in the City. **Table 4.1-2** shows the DIFs for smaller cities in the general area of the City of Biggs as a cost comparison. The City's current DIF is estimated at \$21,232 for a residential unit and \$18,967 for industrial/commercial DUE. As shown in **Table 4.1-6**, DIFs vary greatly depending on jurisdiction and on development type. Biggs does not have a different DIF for multifamily units. This is mainly due to a lack of multifamily development proposed in the City and, as such, no multifamily DIF was considered necessary during the development and approval of the DIF.

4.1 FINANCING AND RATE RESTRUCTURING

4.1 FINANCIAL ABILITY TO PROVIDE SERVICES

**TABLE 4.1-2
DEVELOPMENT IMPACT FEES COMPARISON**

City	Type	Streets/ Traffic	Park & Rec.	Comm. Facility	Public Works	Gen. Govt.	Fire	Police	Sewer	Water	Electric	Storm Drain	Est. Total
Biggs(1)	Residential (per unit)	\$1,777	\$3,060	N/A	N/A	\$567	\$226	\$64	\$7,273	\$3,810	\$2,179	\$2,276	\$21,232 +/-
	Industrial/ Commercial	\$1,777	\$820	N/A	N/A	\$567	\$226	\$39	\$7,273	\$3,810	\$2,179	\$2,276	\$18,967 +/-
Gridley(2)	Residential (per unit)	\$1,461	\$3,659	N/A	N/A	N/A	\$1,601	\$119	\$10,970	\$2,325	\$998	N/A	\$21,133 +/-
	Commercial (per DUE)	\$783	N/A	N/A	N/A	N/A	\$859	\$52	\$4,083	\$1,201	\$998	N/A	\$7,976+ /-
Live Oak(3)	Single Family (per unit)	\$3,011	\$3,263 & \$225	\$858	N/A	\$1,749	\$1,688	\$610	\$8,815- \$34,708	\$23,97- \$465.07	N/A	\$3,845	\$24,087 +/-
	Multifamily (per unit)	\$2,229	\$2,098 & \$161	\$613	N/A	\$1,125	\$1,085	\$392	\$8,815- \$34,708	\$23,97- \$465.07	N/A	\$24,304 /acre	\$40,899 +/-
	Commercial	\$28,394	\$344 & \$24	\$0	N/A	\$369	\$712	\$470	\$8,815- \$34,708	\$23,97- \$465.07	N/A	\$25,239 /acre	\$64,206 +/-
Willows(4)	Single Family	\$768.00	\$2,139	\$1,495	\$412	\$316	\$1,623	\$790	\$1,250	\$1,261	N/A	\$2,035	\$12,089 +/-
	Multifamily	\$539.00	\$2,052	\$1,434	\$290	\$272	\$1,556	\$758	\$1,250	\$1,209	N/A	\$1,121	\$10,581 +/-
Commercial	\$3,324.00	\$0	\$0	\$892	\$338	\$1,414	\$688	Varies	\$1,098	N/A	N/A	\$2,990	\$10,744 +/-

Avg. for estimated impact fees and total: three-bedroom single-family house, four-bedroom multifamily house, and commercial multifamily house, and location within city. (2) Impact development total fee may vary depending on DUE. (3) DUE is defined as 3,000 sq. ft. of commercial space. Impact fee total may vary. Sewer based on capacity fee per connection (equivalent housing unit). Water fee based on meter size (5/8" - 12"). (4) Sewer, water, storm drainage, and electric all vary depending on development type and pipe size for capacity and connection fees.

OPPORTUNITIES FOR RATE/FEE RESTRUCTURING

The City of Biggs fee schedule is subject to periodic comprehensive revisions and updates. A review of planning fees was completed in 2009 and fees were increased and approved by the City Council as Resolution 2009-22. This resulted in a small increase to General Fund revenue for providing the related services. Administrative fees will soon be under review and updated as well. The Biggs City Council has expressed the intention to move to a more fee-for-service basis of operations.

Rates generally refer to ongoing service charges for use of enterprises, such as water and sewer treatment. Agencies may not increase rates for business-type utility operations in order to finance unrelated services.

Water and wastewater rates vary among various service providers in the state as a result of a number of factors, including purchased water cost and quality, distance from the water source, service area topography and density, infrastructure needs resulting from system age, and capital financing approaches.

Water

The City has 650 water connections servicing residents and commercial and industrial uses. Approximately 410 of the City's water connections are equipped with a telemetry system which allows for a water rate directly related to water usage. The other 240 water connections are based on a flat monthly fee and depend on use type. **Table 4.1-3** and **Table 4.1-4** show the City's current water rate schedule. As shown, the minimum amount a residential unit would pay for water, whether metered or not, would be \$41.85 per month. If the single-family home was on a metered system and were to use more than 7,000 cubic feet of water in a month, the user would be charged the minimum fee of \$41.85 plus an additional \$8.20 per 1,000 cubic feet of water used per month. If the single-family home was unmetered with a three-quarters-inch pipe size, the water rate would be a flat rate of \$41.85 per month. Additionally, the City charges an additional \$13.15 per month for the water Capital Improvement Account. The City continues to accumulate adequate reserve funds to finance capital improvements based on the current rates, according to the City's FY 2013-14 budget.

Currently, the City is in the process of restructuring the water rates. How this will affect the existing rates is unknown at this time. However, since the rates have not been increased since 2011, an increase in water rates is a possible outcome.

**TABLE 4.1-3
WATER RATES – METERED RATES**

Pipe Size	Minimum Service Charge	Minimum Usage (cubic feet)	Rate/1,000 cubic feet
¾"	\$41.85	7,000	\$8.20
1"	\$41.85	7,000	\$8.20
1.5"	\$46.57	7,000	\$8.20
2"	\$54.57	7,000	\$8.20
3"	\$105.14	9,032	\$6.20
4"	\$145.14	15,510	\$6.20
6"	\$253.14	32,984	\$6.20

4.1 FINANCING AND RATE RESTRUCTURING

**TABLE 4.1-4
WATER RATES – FLAT RATES**

Use Type	Rate
Residential – Single family	\$41.85
Residential – Multifamily	\$41.85
Churches/Lodges	\$52.85
Business/Retail	\$71.85
Restaurants/Bars	\$81.85
Service Stations	\$182.85
Day Care Centers & Preschool Facilities up to 10 Children	\$52.85
Day Care Centers & Preschool Facilities more than 10 Children	\$62.85
Schools	Set Case by Case
Industrial	Set case by Case

Source: City of Biggs 2011

Wastewater

Table 4.1-5 illustrates the City's current wastewater rates. In the City of Biggs, wastewater rates are based on a flat monthly fee schedule dependent upon type of use. In FY 2012-13, wastewater user rates were not sufficient to cover operation and maintenance costs of the system (Biggs 2013c). Subsequently, a wastewater rate study was completed in 2013, and the City Council approved three rate increases through 2016. The first rate increase was approved for June 1, 2013, with subsequent increases on January 1, 2015, and January 1, 2016. These rates were adopted to offset the cost of the required improvements to the City's WWTP. The adopted increases are expected to result in a surplus of wastewater operational and maintenance funding.

**TABLE 4.1-5
WASTEWATER RATES**

Customer Sector Service Charge Per Connection Per Month	Monthly Rate Effective Date		
	7/1/2013	1/1/2015	1/1/2016
Residential/Apartment	\$50.44	\$55.90	\$65.90
Tavern or Bar	\$66.03	\$73.17	\$86.26
Beauty Salon at Home	\$56.72	\$62.87	\$74.11
Churches and Halls	\$52.15	\$57.80	\$68.13
Commercial	\$62.85	\$69.65	\$82.11
Wild Rice Mill	\$50.44	\$55.90	\$65.90
Specialty Rice Mill	\$81.69	\$90.53	\$106.73
SunWest Main Rice Mill	\$237.57	\$263.29	\$310.39
Market	\$89.90	\$99.64	\$117.46
Office Buildings	\$62.85	\$69.65	\$82.11
Mini-Mart	\$72.87	\$80.76	\$95.21
Service Station	\$76.59	\$84.88	\$100.06
Industrial	\$96.90	\$107.39	\$126.60
Memorial Hall	\$62.85	\$69.65	\$82.11
Restaurant	\$79.81	\$88.44	\$104.27
Day Care	\$93.48	\$103.59	\$122.13
Elementary School	\$247.33	\$274.10	\$323.13
High School	\$247.33	\$274.10	\$323.13
Minimum Charge - any user	\$50.44	\$55.90	\$65.90

Source: City of Biggs 2013d

SOLID WASTE

The City of Biggs regulates waste collection and recycling services in Biggs via an exclusive franchise agreement with Waste Management, Inc. Waste Management provides waste collection, recycling, and yard waste collection to the city through a contract out of the Chico office. Solid waste collection service is mandatory in the City of Biggs. The current solid waste disposal fee is \$20.11 per customer per month (Biggs 2014c). Rates for solid waste collection were most recently increased by the City in 2009. As the City contracts through Waste Management, rates are set during the contract negotiation process. The City can influence collection rates through franchise negotiations and a competitive bid process with haulers when the contract with Waste Management has expired.

Electricity

Rates for the electrical utility were last increased in 2008, due to a rise in wholesale energy costs. Rates are based on a minimum monthly charge and usage. A senior rate is available for customers that meet certain eligibility requirements. The current rates have generated sufficient contingency reserves for the past three years.

The City charges electric service rates based on the type of use and the amount used. Additionally, the Sunwest Milling Company, which is the largest electrical user in the City, has a separate rate structure. The following table indicates the various rates charged to the customer. These rates were approved by the City County in 2008. No increases in electrical rates are proposed at this time.

Electrical Rates – Per Month

	RESIDENTIAL		SENIOR RESIDENTIAL	
Minimum Charge	\$6.25		\$6.25	
Energy Charge (per kWh)				
First 400 kWh	\$0.1533		\$0.1379	
Over 400 kWh	\$0.2065		\$0.1856	
Commercial		Industrial (Metered)		
Minimum Charge	\$5.80	Minimum (per meter - plus)	\$125.00	
Energy Charge (per kWh)		Demand Charge (per kWh - plus)		\$17.66
First 6,000 kWh	\$0.1856	Energy Charge		
6,001 to 12,000 kWh	\$0.1747	First 50,000 kWh – plus	\$0.0758	
Over 12,000 kWh	\$0.1701	Over 50,000 kWh	\$0.0588	
Sunwest Milling Company				
Minimum Charge	\$375	Demand Charge (kW per month)	\$12.10	
Energy Charge	Peak Period (12:00 pm to 6:00 pm weekdays)		\$0.1119 per kWh	
	Partial Peak Period (8:00 am to 12:00 pm and (6:00 pm to 10:00 pm)		\$0.1005 per kWh	
	Off Peak Period (all other hours)		\$0.0985 per kWh	

According to the US Energy Information Administration (EIA), Californians paid an average of \$90.19 per month for residential electricity and had an average electricity consumption of 557 kWh in 2013 (EIA 2013a). Based on the City's current residential electrical rates, at 557 kWh, Biggs residents would pay \$99.99 a month for electricity use. While PG&E's tiered rate system is much more complicated than the City's, according to EIA, the PG&E average price is \$0.1691 per kWh (EIA 2013b). At 557 kWh of usage, the average residential PG&E bill would be \$92.29 per month. The City's Electric Operating Fund is the primary source of Enterprise Operating Funds in the city.

4.1 FINANCING AND RATE RESTRUCTURING

The 2013-14 budget indicates that the electric fund will have a surplus of more than \$384,000. No significant rate restructuring opportunities were identified.

PROPOSITION 218

Proposition 218 restricts local government's ability to impose assessment and property-related fees and requires elections to approve many local governmental revenue-raising methods. This constitutional initiative, approved in 1996, applies to nearly 7,000 cities, counties, special districts, schools, community college districts, redevelopment agencies, and regional organizations.² The proposition is to ensure that all taxes and most charges on property owners are subject to voter approval and especially to the tools of using property-related fees to fund governmental services instead of property-related services. Perhaps the major constraint is in the long-term effect the proposition has created in a local government's ability to fill the growing divide between infrastructure needs and the provision of governmental services for the new infrastructure.

Proposition 218 is not a factor in limiting the City's ability to provide services. Proposition 218 does not apply to electrical utility, which is a demand-based utility service.

Determination 4.1-3 Overview of Existing Rates and Fees:

The City sets rates and fees for planning and public works services; police, animal control, and fire services; impounded vehicles; licensing; parking violations; annexation; and solid waste, electric, sewer, water connection, and usage fees. All other services (e.g., natural gas, cable) are provided by existing providers whose rates are established through mechanisms that are not governed by the City. If and when the City ultimately assumes jurisdiction of areas in the SOI, the City would set the standard rates and fees in these incorporated areas for services provided by the City.

Determination 4.1-4 Development Impact Fees:

The City has been proactive in ensuring the long-term stability of its financial position and appropriate fees and rates, including a development impact fee mechanism so that new development pays for infrastructure.

Determination 4.1-5 Opportunities for Rate/Fee Restructuring:

The City of Biggs fee schedule is subject to periodic comprehensive revisions and updates.

Determination 4.1-6 Proposition 218:

Proposition 218 is not a factor in limiting the City's ability to provide services. Proposition 218 does not apply to an electrical utility, which is a demand-based utility service.

² Legislative Analyst's Office. http://www.lao.ca.gov/1996/120196_prop_218/understanding_prop218_1296.html#intro.

SUMMARY OF DETERMINATIONS

- 4.1-1 Historic Performance and Existing Fiscal Status:** *Past MSR analysis revealed a shortfall in City funds. However, this appears to have been rectified and the City is in a good financial position.*
- 4.1-2 Historic Performance and Existing Fiscal Status:** *The required expansion of the WWTP has added a large debt to the City's financial structure. However, increased sewer fees as well as acceptable loan terms negated the burden of this necessary improvement. Overall, the City has met its critical objectives, including preservation of the City's fiscal solvency.*
- 4.1-3 Overview of Existing Rates and Fees:** *The City sets rates and fees for planning and public works services; police, animal control, and fire services; impounded vehicles; licensing; parking violations; annexation; and solid waste, electric, sewer, water connection, and usage fees. All other services (e.g., natural gas, cable) are provided by existing providers whose rates are established through mechanisms that are not governed by the City. If and when the City ultimately assumes jurisdiction of areas in the SOI, the City would set the standard rates and fees in these incorporated areas for services provided by the City.*
- 4.1-4 Development Impact Fees:** *The City has been proactive in ensuring the long-term stability of its financial position and appropriate fees and rates, including a development impact fee mechanism so that new development pays for infrastructure.*
- 4.1-5 Opportunities for Rate/Fee Restructuring:** *The City of Biggs fee schedule is subject to periodic comprehensive revisions and updates.*
- 4.1-6 Proposition 218:** *Proposition 218 is not a factor in limiting the City's ability to provide services. Proposition 218 does not apply to an electrical utility, which is a demand-based utility service.*

4.1 FINANCING AND RATE RESTRUCTURING

This page is intentionally left blank

4.2 MANAGEMENT PRACTICES AND EFFICIENCY

4.2-1 INTRODUCTION

Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined in this section, along with cost avoidance measures that are already being utilized. Occurrences of facilities sharing are listed and assessed for efficiency. Potential sharing opportunities that could result in better delivery of services are also discussed.

An examination of cost avoidance opportunities should identify practices and opportunities that may help eliminate unnecessary or excessive costs to provide services. Such costs may be derived from a variety of factors including: duplication of service efforts and facilities; inefficient budgeting practices; higher than necessary administration and operating cost ratios; inefficient use of outsourcing opportunities; and inefficient service boundaries.

Identification and examination of opportunities for shared facilities and resources should determine if public service costs can be reduced. The benefits of sharing costs for facilities are numerous, including: pooling of funds to enjoy economies of scale; reduced service duplications and costs; diversion of administrative functions of some facilities; and providing better overall service.

Maximizing the opportunities to share facilities allows for a level of service that may not otherwise be possible under normal funding constraints; however, these opportunities are not without their negatives. When a municipality enters into a shared agreement, it generally relinquishes a portion of its control of the facility. Additionally, the facility may not be entirely suited to accommodate the municipality's needs.

4.2-2 MANAGEMENT PRACTICES

The City of Biggs delivers municipal services with a combination of staff, contracts with other agencies, and contracts with private contractors.

City operations are organized into two primary departments—Administration and Public Works—with the overall manager being the city administrator. City employees include the city administrator, two city administrative staff, and five Public Works staff. The City contracts out for services such as city attorney, police, animal control, fire, electric operations, city engineer, city planner, and code enforcement.

As shown on **Figure 4.2-1**, the ratio of managers to workers is appropriate; the City is not top heavy in managers, and the department heads are actively involved in departmental operations and service provision. The City and its departments have various policies and procedures related to personnel, provision of services, customer relations, and relationships with other agencies.

The management structure of the City is relatively simple, well suited to the type of operations undertaken by the City, and considered appropriate for the City; the linear management structure ensures an appropriate reporting mechanism and accountability. No alternative structures or reorganizations of the staff would result in more efficient operations.

ADMINISTRATION DEPARTMENT

The Administration Department helps guide the physical operations of the city while protecting and maintaining the quality of its physical development. The Administration Department consists of the city administrator, who serves as the utility director, Public Works director, risk manager,

4.2 MANAGEMENT PRACTICES AND EFFICIENCY

personnel officer, and finance director. The Administration Department also includes accounting clerks, code enforcement, city engineer, and city planner.

PUBLIC WORKS DEPARTMENT

The Public Works Department operates and maintains all city facilities located in public rights-of-way or other city properties; operates and maintains the city's water system, water pollution control system, and wastewater treatment facilities; and performs other duties as may be required by the City Council or by law. The Public Works Department consists of the supervisor, plant operator, and a four-member public works crew.

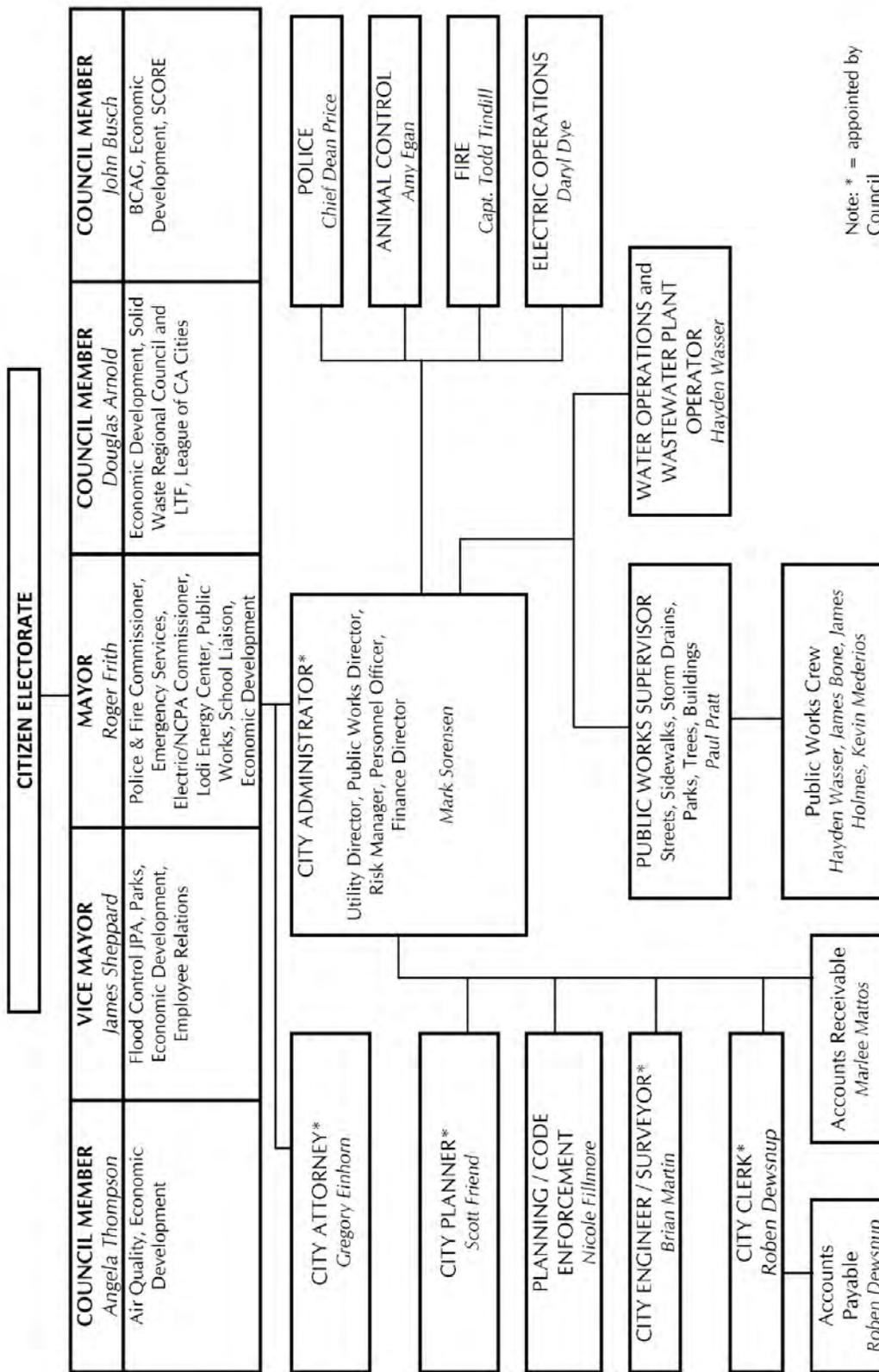
Determination 4.2-1 Management Practices:

The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner.

Determination 4.2-2 Administrative Services:

The City of Biggs governmental structure contains all of the appropriate administrative departments to properly manage and provide services to a municipality. Due to the small size of the community and relatively low demand placed on government services, the various administrative departments have utilized individuals on a contract basis in order to provide adequate services.

FIGURE 4.2-1
CITY OF BIGGS MUNICIPAL ORGANIZATIONAL CHART



Note: * = appointed by Council

4.2 MANAGEMENT PRACTICES AND EFFICIENCY

4.2-3 COST AVOIDANCE OPPORTUNITIES

The City of Biggs utilizes several cost avoidance measures in its operations. The City is exposed to various risks of losses related to torts; theft of, damage to, and destruction of assets; errors and omissions; injuries to employees; and natural disasters. The City transfers risks that may arise from these and other events through membership in SCORE (Small Cities Organized Risk Efforts) which pools the City's risk and costs for workers compensation, liability, and property insurance. Through SCORE, the City is a member of California Joint Powers Risk Management Authority, an additional and redundant level of risk management.

The City actively manages and monitors its contracts to assure that potential savings are realized when appropriate and necessary. For example, the City of Biggs recently renegotiated its police services contract with the City of Gridley. After extensive study, it was determined by the City that Gridley-Biggs Police Department offered the best cost to service ratio of any law enforcement agency in the area.

The City's annual budget process includes a review of the previous fiscal year's accomplishments, upcoming fiscal year goals and programs, and specific funding to carry out those programs. This process provides the City with an ongoing mechanism to evaluate efficiencies and explore cost avoidance opportunities.

The City levies a series of development impact fees to offset the impacts of new development. Development impact fees can be charged to match the actual costs of the infrastructure, but there is no adequate provision to require long-term funding of the services needed for new development.

The City will continue to pursue grant money to supplement its budget. The Fire Department, for example, receives grants for equipment. The Police Department aggressively pursues federal and state grants to offset the cost of operations.

FIRE PROTECTION

The City makes limited use of citizen volunteers. The City does, however, utilize volunteer firefighters, operating out of Fire Station 73 in conjunction with full-time CAL FIRE/Butte County Fire paid staff, through an arrangement with Butte County.

The Fire Department participates in various mutual aid agreements. The state Master Mutual Aid Agreement, signed by Butte County and the five cities, establishes a framework that allows agencies to share resources when they have exhausted their own. The Biggs Fire Department, a combination of career employees and citizen volunteers, is also part of a regional cooperative fire protection system. CAL FIRE has been contracted by Biggs, Butte County, and Gridley to provide fire services.

In delivering fire services to Biggs, Butte County Fire Department/CAL FIRE relies on three separate fire stations—Gridley, Biggs, and Richvale—to provide adequate coverage, quick initial response times, and adequate manpower to handle emergencies safely. Contracting with Butte County Fire Department is the most cost-effective way to provide fire protection in the city.

LAW ENFORCEMENT

The Gridley-Biggs Police Department, providing public protection services for the city, is assisted by up to 10 senior citizen volunteers. Individuals serving as volunteers supporting City public safety programs and services represent a savings in costs to the City's taxpayers.

The City's annual budget process includes a review of the previous fiscal year's accomplishments, upcoming fiscal year goals and programs, and specific funding to carry out those programs. This process provides the City with an ongoing mechanism to evaluate efficiencies and explore cost avoidance opportunities. Recent analysis by the City concluded that providing law enforcement services to the city through contracts with the City of Gridley is the most cost-efficient means of protecting the city's residents and businesses.

The City levies a series of development impact fees to offset the impacts of new development. Development impact fees can be charged to match the actual costs of the infrastructure, but there is no adequate provision to require long-term funding of the services needed for new development.

PARKS

The City owns three parks and shares Rio Bonito Park with the Biggs Unified School District. While recreational facilities within the community are somewhat limited, the school district assists the provision of park and recreation facilities by providing meeting rooms and athletic fields for community events and activities. This helps to lessen the cost to the City to provide and maintain parks in the city.

ELECTRICITY

The Electric Department does not share any City-owned equipment. It does tap into economies of scale through its reliance on NCPA and WAPA for generation.

The Electric Department provides operation and maintenance of the distribution system. Shutoffs are performed by Biggs Public Works staff when necessary. The City of Biggs contracts with Gridley-Biggs Electric to provide system maintenance exclusive of annual substation maintenance. Contracted services exclude maintenance of Biggs's substation. The City of Biggs reads its own electric meters, using state of the art automated meter reading (AMR), a significant cost-saving measure.

WATER

The C Street well is used as a backup well, mainly because this well is above federal limits of arsenic and manganese. Combining water from this well with water from the City's other two well would reduce the levels of arsenic and manganese to acceptable standards. The combining of well water in order to provide for a proper mixture would best be accomplished in a storage tank. Because the City currently does not have a storage tank, a new tank would accomplish two goals: providing adequate storage and the ability to mix C Street well water. This would allow the full use of the C Street well and therefore reduce the cost of a new well if needed in the future.

4.2 MANAGEMENT PRACTICES AND EFFICIENCY

The City is also in the process of applying for a grant to complete the metering of all water residential connections. Obtaining the grant will reduce the cost of the installation of the remaining water meters to the City.

WASTEWATER

The City is currently in the process of constructing new WWTP facilities. Much of the funding for these facilities was obtained by the City through loans provided by the Regional Water Quality Control Board. These 20-year loans have forgiveness clauses to forgive a substantial portion of the loans upon the City achieving certain performance obligations. While the loans are substantial, the ability to reduce the loans indicates that the City is efficient in its ability to reduce costs if possible.

DRAINAGE

There is extensive facility-sharing among drainage providers to the Biggs area and other areas in the watershed. Drainage discharge bodies, such as Hamilton Slough, Fleming Lateral, the Butte Sink Wildlife Area, and the Sutter Bypass Wildlife Area, are shared by local agricultural and urban drainage providers as well as state and federal flood control agencies.

Determination 4.2-3 Cost Avoidance Measures:

The City of Biggs and the various departments utilize an appropriate variety of cost avoidance measures including purchase of pooled insurance, citizen volunteers, interdepartmental staff resource sharing, decentralized operations, mutual aid agreements, information sharing, and grants.

Determination 4.2-4 Cost Efficiency:

The City of Biggs's annual budget process provides the City with an ongoing mechanism to evaluate efficiencies and explore cost avoidance opportunities to bridge the projected gap between revenues and expenditures.

Determination 4.2-5 Impact Fees:

Development impact fees can be charged to match the actual costs of the infrastructure necessary to serve new development.

4.2-4 OPPORTUNITIES FOR SHARED FACILITIES

The current City Hall facility houses all of the departments except for the Planning/Code Enforcement Department, the Fire Department, and the Public Works Department. The City utilizes interdepartmental staff resource sharing to the extent practicable, which in turn allows them to jointly utilize facility space as well. Because the City uses contract staffing for much of the operational business, a large City staff facility is not needed, as many day-to-day operations are completed off-site.

Determination 4.2-6 Shared Facilities:

The City of Biggs and the various departments utilize an appropriate variety of facilities sharing opportunities including accommodation of all departments in the City Hall building, except for Planning/Code Enforcement, Fire, and Public Works.

SUMMARY OF DETERMINATIONS

- 4.2-1 Management Practices:** *The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner.*
- 4.2-2 Administrative Services:** *The City of Biggs governmental structure contains all of the appropriate administrative departments to properly manage and provide services to a municipality. Due to the small size of the community and relatively low demand placed on government services, the various administrative departments have utilized individuals on a contract basis in order to provide adequate services.*
- 4.2-3 Cost Avoidance Measures:** *The City of Biggs and the various departments utilize an appropriate variety of cost avoidance measures including purchase of pooled insurance, citizen volunteers, interdepartmental staff resource sharing, decentralized operations, mutual aid agreements, information sharing, and grants.*
- 4.2-4 Cost Efficiency:** *The City of Biggs's annual budget process provides the City with an ongoing mechanism to evaluate efficiencies and explore cost avoidance opportunities to bridge the projected gap between revenues and expenditures.*
- 4.2-5 Impact Fees:** *Development impact fees can be charged to match the actual costs of the infrastructure necessary to serve new development.*
- 4.2-6 Shared Facilities:** *The City of Biggs and the various departments utilize an appropriate variety of facilities sharing opportunities including accommodation of all departments in the City Hall building, except for Planning/Code Enforcement, Fire, and Public Works.*

This page is intentionally left blank

4.3 GOVERNMENT STRUCTURE AND LOCAL ACCOUNTABILITY

4.3-1 INTRODUCTION

The City of Biggs was incorporated in 1903. The City, which is a general law city, is responsible for governance within its incorporated boundaries. As a general law city, Biggs is bound by the state's general law, regardless of whether the subject concerns a municipal affair and state law describes the city's form of government. This is different than a charter city, which has supreme authority over municipal affairs and can provide for any form of government including the "strong mayor" and "city manager" forms. There are 482 total municipalities in California. Of those 482, 361 of them are general law cities while the remaining 121 are charter cities (Ballotpedia 2015).

City Hall, the primary location for City administrative functions, is located at 465 C Street and is open from 9:00 a.m. to 4:00 p.m., Monday through Friday. The City provides its residents with information on City policy and upcoming opportunities for public involvement on its website. In addition, residents are notified as required by law for public hearings.

The City prepares annual reports according to state and federal regulations on General Plan implementation process, water quality, and growth (from the Department of Finance). These reports are available to the public for review and comment.

4.3-2 GOVERNMENT STRUCTURE

The City is governed by a five-member City Council, elected at large for alternating four-year terms. The Council appoints a mayor from among its members on an annual basis. The City is managed by a city administrator who is appointed by the Council. The mayor and other Council members are compensated \$300 per month.

The Council is responsible for governing as well as establishing the overall priorities and direction for the City's municipal government. The Council's responsibilities include the adoption of City ordinances and policies; approval of programs, services, projects, contracts, and agreements; adoption of the annual budget; and establishment of short- and

Biggs City Council		
Member	Title	Term Expires
Roger Frith	Mayor	2016
James "Bo" Sheppard	Vice Mayor	2018
Angela Thompson	Council member	2018
Douglas Arnold	Council member	2018
John Busch	Council member	2016

long-term goals for the city. Actions of the Council, including opportunities for public involvement and public hearing, are regulated in accordance with applicable statutes and City procedures.

The City has relatively few citizen advisory committees that act upon or provide recommendations to the Council on a variety of issues. The Planning Commission was suspended in 2008, resulting in a cost savings for the City and improved efficiency in processing discretionary applications that formerly required both Planning Commission and City Council approval.

The City is required to follow the open meeting law set forth in the Brown Act (California Government Code Section 54950 et seq.). The intent of this legislation is to ensure that deliberations and actions of a legislative body be conducted openly and that all persons be permitted to attend any meeting except as otherwise provided in the law. Agendas must be posted at least 72 hours in advance of a meeting, and information made available to the Council must also be available to the public.

4.3 GOVERNMENT STRUCTURE AND LOCAL ACCOUNTABILITY

The City provides a broad range of services including water and wastewater management, storm drainage, electricity, construction and maintenance of streets and infrastructure, law enforcement, fire protection, parks and recreational activities, solid waste management, community development, and other general administrative services within its boundaries. The City is responsible for managing these services including budgeting, policies, operations, and capital improvements. Specific services are discussed in Section 3, Public Services, of this MSR. Additional information related to management of the City can be found in Chapter 4.2 (Management Practices and Efficiency). If urban level development were to occur within the SOI, it would likely be dependent upon the extension of infrastructure and provision of services from the City. The levels of service that would be provided to the extended areas would, in most cases, enhance the services currently available.

Determination 4.3-1 Responsible Government:

The City of Biggs is responsible for governance within its incorporated boundaries. Actions of the City Council, including opportunities for public involvement and public hearing, are regulated in accordance with the Brown Act, other applicable statutes and regulations, and City procedures.

4.3-3 LOCAL ACCOUNTABILITY

The mayor presides over Council meetings, which are held on the third Monday of each month (except January and February – fourth Monday of the month) at 6:00 p.m. at City Hall.

There are ample opportunities for public involvement and input at regularly scheduled meetings. The agenda is posted and sent to local media. Council agendas and packets are posted and available for public review by the end of the business day on the Friday preceding each regularly scheduled Council meeting. Public notices (pursuant to the Government Code) are published to advertise certain types of hearings and press releases are issued to inform the public on significant citywide issues and projects. An average of three to five members of the public attend a typical meeting of the Council, while 20 to 25 typically attend when a specific neighborhood issue is on the agenda, such as placement of sidewalks and access rights to alleys. All attendees are welcomed to address the Council and are normally allowed more than one presentation per meeting.

The city administrator, city clerk, and the city attorney are responsible for Council meeting compliance with the Brown Act. All officers are provided with updated Brown Act training/reference books yearly. The City appears to meet the requirements of the Brown Act.

The following lists some of the opportunities available to the public, which inform and involve the City's governmental affairs:

- All Council, committee, and board meetings are open to the public; notice of all meetings is posted; and, where required by law or City policy, notice is both published and mailed directly to affected and/or interested parties.
- The City's website is being updated to provide a variety of information, department links, and contact information.
- The City budget is available for review at the City's Finance Department.
- City plans and regulatory documents are available for review or purchase from the City.

4.3 GOVERNMENT STRUCTURE AND LOCAL ACCOUNTABILITY

- A quarterly newsletter is published and directly mailed to each household to keep the public informed.
- The City maintains and regularly posts information on two community bulletin boards located in the community.

The City's budget process is a key mechanism used to review efficiencies in the management of City services and programs. The annual budget process includes a review of previous year accomplishments, upcoming year goals and programs, and specific funding to carry out those programs. The budget is adopted through a public hearing process by the City Council.

Determination 4.3-2 Public Involvement:

There are sufficient opportunities for local (public) involvement in City activities, and information regarding the City is readily available to members of the public. Agendas and documents for City Council meetings are made available to the public in a timely manner. The City maintains accountability and compliance in its governance, and public meetings appear to be held in compliance with Brown Act requirements.

4.3-4 GOVERNMENT STRUCTURE OPTIONS

Three government structure options were identified in this MSR. These are simply options. While Butte LAFCo is required to identify the options, it is under no requirement to initiate or encourage the identified government structure options.

ANNEXATION

Annexation of additional territory to Biggs is an option. The City has proposed that growth occur to the south and east of the city limits in an area identified by both Gridley and Biggs as a joint growth area. The advantages to the City of annexing this territory are opportunities to reap economies of scale and avoid costs; opportunities to develop groundwater wells where there is less naturally occurring arsenic; and opportunities to strengthen the fiscal soundness of the city.

The City proposed a SOI expansion in its recent General Plan update. The City's current SOI is not coterminous with the City's jurisdictional boundaries and the City's existing SOI is approximately 151.2 acres in size, excluding the area within the City's jurisdictional boundaries. The City's proposed SOI is approximately 1,241 acres in size, excluding the area within the City's jurisdictional boundaries. This represents a 721 percent increase in the City's SOI.

CONSOLIDATION

Consolidation of Gridley and Biggs is an option. The consolidation of cities requires concurrence from all cities involved. LAFCO, by itself, does not have the statutory authority to consolidate cities without the expressed concurrence of all cities involved.

The two cities are in close proximity. Biggs already contracts with Gridley for law enforcement, animal control, and electric system maintenance services to economize on costs. The cities face relatively high costs due to small size and lack of economies of scale for certain infrastructure and service needs.

4.3 GOVERNMENT STRUCTURE AND LOCAL ACCOUNTABILITY

Potential advantages of consolidation include eliminating competition between the cities for territory, coordinated planning and development, and potential to share resources and planned capital projects more effectively. Potential disadvantages of consolidation include loss of local control, different community identities, and incompatible fiscal structures. Consolidation may create a potentially negative financial impact on Biggs due to the relatively small General Fund, State Route 99 frontage, and a small sales tax base.

The City of Biggs does not propose or recommend this option, and is not aware of any such proposals from Gridley.

WATER DISTRICT DETACHMENTS

Two irrigation districts—Butte Water District and Biggs West Gridley Water District—are adjacent to city limits. The districts continue to serve remaining agricultural uses within the City's SOI and Planning Area. In the long term, the City anticipates such uses will likely be urbanized and that there will no longer be a need for agricultural water in the city limits. Irrigation ditches of these providers course through the city. Advantages of detachment include logical boundaries. Disadvantages may include negative effects on the City's future potential to purchase surface water from the irrigation districts in the event that groundwater quality should worsen, and to finance relocation or alteration of irrigation ditches that run through the City.

The City of Biggs does not propose or recommend this option at this time, and is not aware of any such proposals from the affected water districts.

CONCLUSION

As a municipality, the City is structured to meet the needs and expectations of urban/suburban levels of development. As a single-service provider with established service systems, the City would be able to efficiently provide a comprehensive range of services. With existing and planned development within the SOI, the extension of infrastructure and services into these areas would be logical and generally more efficient than if provided by other utilities. Provision of services and infrastructure by the City to the SOI should not overlap or conflict with other service providers. The inclusion of the SOI areas into the city is not anticipated to have a significant effect on the governmental structure of the City.

Currently, the city has 17 parcels for a total of 8.59 acres of vacant residential land within the existing city boundaries. Of these, only three are larger than 1.7 acres; the remaining 14 are all less than a one-third acre. The potential number of dwelling units for this vacant land is estimated at 89 (Biggs 2014a). The City has approximately 17 acres of vacant industrial zoned land and no vacant commercial zoned land.

City officials feel that existing boundaries are appropriate for the services provided by the City. However, due to the small area encompassed within the City's SOI, the SOI will need to be expanded to the east to allow for future connectivity to State Route 99 and expanded to the south to allow for the capture of future growth opportunities.

Determination 4.3-4 Future City Staffing:

As a municipality, the City of Biggs is structured to meet the needs and expectations of urban/suburban levels of development. Significant growth in city territory will result in the need for additional City staffing.

SUMMARY OF DETERMINATIONS

- 4.3-1 Responsible Government:** *The City of Biggs is responsible for governance within its incorporated boundaries. Actions of the City Council, including opportunities for public involvement and public hearing, are regulated in accordance with the Brown Act, other applicable statutes and regulations, and City procedures.*
- 4.3-2 Public Involvement:** *There are sufficient opportunities for local (public) involvement in City activities, and information regarding the City is readily available to members of the public. Agendas and documents for City Council meetings are made available to the public in a timely manner. The City maintains accountability and compliance in its governance, and public meetings appear to be held in compliance with Brown Act requirements.*
- 4.3-3 Future City Staffing:** *As a municipality, the City of Biggs is structured to meet the needs and expectations of urban/suburban levels of development. Significant growth in city territory will result in the need for additional City staffing.*

4.3 GOVERNMENT STRUCTURE AND LOCAL ACCOUNTABILITY

This page is intentionally left blank

5.0 REFERENCES

- Ballotpedia. 2015. An interactive Almanac of U.S. Politics – Cites in California. Accessed January 2. http://ballotpedia.org/Cities_in_California.
- BCAG (Butte County Association of Governments). 2014a. Draft Butte County Long-Term Regional Growth Forecasts 2014–2040. http://www.bcag.org/documents/demographics/pop_emp_projections/Growth_Forecasts_2014-2040_draft.pdf.
- _____. 2014b. *Regional Transportation Improvement Program*. <http://www.bcag.org/Planning/RTIP/index.html>
- BCFD (Butte County Fire Department-Cal Fire). 2014. *Unit Strategic Fire Plan – Butte Unit*. <http://www.buttecounty.net/fire/FirePrevention.aspx>.
- Biggs, City of. 1998. *City of Biggs Master Storm Drain Plan*.
- _____. 2010. *General Plan Update Existing Conditions Report*.
- _____. 2011. *City of Biggs Fee Schedules – Water Service Fees*. Accessed May 6, 2015. <http://www.biggs-ca.gov/utilities/documents/water-service-rates.pdf>.
- _____. 2013a. *Biggs General Plan Draft Environmental Impact Report*. <http://www.bigsgeneralplan.com/>.
- _____. 2013b. *Biggs WWTP Enhancement Project Draft Environmental Impact Report*.
- _____. 2013c. Fiscal Year 2013–2014 Budget.
- _____. 2013d. *City of Biggs – Monthly Sewer Rates*. Accessed May 6, 2015. <http://www.biggs-ca.gov/utilities/documents/sewer-fees.pdf>.
- _____. 2014a. *2014–2022 Housing Element Update*. <http://www.biggs-ca.gov/planning/documents/housing-element-2014-2022.pdf>.
- _____. 2014b. *General Plan*. <http://www.bigsgeneralplan.com/documents/Biggs-GP.pdf>.
- _____. 2014c. *Current Utility Rates*. <http://www.biggs-ca.gov/utilities/rates.htm>.
- _____. 2015. Brian Martin, Biggs City Engineer. Personal communication. May 13.
- Butte County. 2005. *Butte County Groundwater Management Plan*. <http://www.buttecounty.net/waterresourceconservation/GroundwaterManagementPlan.aspx>
- _____. 2014. *Household Hazardous Waste*. <http://www.buttecounty.net/recyclebutte/HouseholdHazardousWaste.aspx>.
- Butte LAFCO (Local Agency Formation Commission). 2014. *Reclamation District #833*. <http://buttelafco.org/agency/drainage-and-reclamation-districts/reclamation-district-833>.
- BWD (Butte Water District). 2010. *Final Municipal Service Review Update and Sphere of Influence Plan for the Butte Water District*. Adopted September 2, 2010.

5.0 REFERENCES

- <http://buttelafco.org/sites/default/files/resources/Final%20MSR%20%26%20SOI%20Plan%20-%20Butte%20Water%20District.pdf>.
- CalRecycle (California Department of Resources Recycling and Recovery). 2013a. *Disposal Reporting System (DRS): Jurisdiction Disposal and Alternative Daily Cover (ADC) Tons by Facility*.
<http://www.calrecycle.ca.gov/LGCentral/Reports/DRS/Destination/JurDspFa.aspx>.
- . 2013b. *Jurisdiction Review Reports*.
<http://www.calrecycle.ca.gov/LGCentral/Reports/Jurisdiction/ReviewReports.aspx>.
- . 2013c. *Disposal Reporting System (DRS): Multi-year Countywide Origin Summary*.
<http://www.calrecycle.ca.gov/LGCentral/Reports/DRS/Origin/WFOrginAnnual.aspx>.
- . 2014a. *Facility/Site Summary Details: Neal Road Recycling and Waste Facility (04-AA-0002)*. Accessed December 31. <http://www.calrecycle.ca.gov/SWFacilities/Directory/04-AA-0002/Detail/>.
- . 2014b. *History of California Solid Waste Law, 1985–1989*. Accessed December 31. <http://www.calrecycle.ca.gov/laws/legislation/calhist/1985to1989.htm>.
- . 2015a. *About CalRecycle What We Do*.
<http://www.calrecycle.ca.gov/AboutUs/WhatWeDo/default.htm>
- . 2015b. *Project Future Disposal Amounts*. Accessed January 2.
<http://www.calrecycle.ca.gov/FacIT/Facility/Projection.aspx>.
- CEC (California Energy Commission). 2012. *California Electricity Demand Historical Noncoincident Peak Demand (in megawatts)*.
http://energyalmanac.ca.gov/electricity/historic_peak_demand.html.
- Commission on Local Governance for the 21st Century. 2000. *Growth Within Bounds: Planning California Governance for the 21st Century*. <http://opr.ca.gov/docs/79515.pdf>.
- DOF (California Department of Finance). 2010. *Historical Census Populations of Counties and Incorporated Cities in California, 1850–2010*.
http://www.dof.ca.gov/research/demographic/state_census_data_center/historical_census_1850-2010/view.php.
- . 2014. *Report E-5 Population and Housing Estimates for Cities, Counties, and the State – January 1, 2010–2014, with 2010 Benchmark*.
<http://www.dof.ca.gov/research/demographic/reports/estimates/e-4/2011-20/view.php>.
- . 2015. *E-1 Population Estimates for Cities, Counties, and the State — January 1, 2014 and 2015*. <http://www.dof.ca.gov/research/demographic/reports/estimates/e-1/view.php>.
- DWR (California Department of Water Resources). 2004. *Sacramento Valley Groundwater Basin, East Butte Sub-Basin*. http://www.water.ca.gov/groundwater/bulletin118/sacramento_river.cfm.
- . 2009. *California Water Plan Highlights, Integrated Water Management, Update 2009, Department of Water Resources, Public Review Draft*.

- EIA (US Energy Information Administration). 2013a. *2013 Average Monthly Bill - Residential*. Accessed May 6, 2015. http://www.eia.gov/electricity/sales_revenue_price/pdf/table5_a.pdf.
- . 2013b. *2013 Utility Bundled Retail Rates – Residential*. Accessed May 6, 2015. http://www.eia.gov/electricity/sales_revenue_price/pdf/table6.pdf.
- EMSA (California Emergency Medical Services Authority). 1993. *EMS System Standards and Guidelines*. EMSA #101. Accessed April 27, 2015. <http://www.emsa.ca.gov/Media/Default/PDF/emsa101.pdf>.
- EPA (US Environmental Protection Agency). 2015. NPDES Home website. <http://water.epa.gov/polwaste/npdes/index.cfm>
- FBI (Federal Bureau of Investigation). 2015. *Crime Statistics – Uniform Crime Reports*. <http://www.fbi.gov/stats-services/crimestats>.
- FEMA (Federal Emergency Management Agency) 2014. *FIRM Map 06007C0975E*. Accessed December 30, 2014. <https://msc.fema.gov/portal>.
- GBPD (Gridley-Biggs Police Department). 2015. *Police Department*. <http://www.gridley.ca.us/city-departments/police-department>.
- Gridley, City of. 2014. *City of Gridley Adopted Budget 2013–2014*. <http://www.gridley.ca.us/city-departments/finance-department>.
- Little Hoover Commission. 2000. *Special Districts: Relics of the Past or Resources for the Future?*. <http://www.lhc.ca.gov/lhc/155/report155.pdf>.
- NCPA (Northern California Power Agency). 2013. *2012–2013 Annual Report*. <http://www.ncpa.com/annual-report/annual-report.html>.
- . 2014a. *Energy Efficiency in California’s Public Power Sector – A 2014 Status Report*. http://www.ncpa.com/~ncpa/wp-content/uploads/2015/02/FINAL_SB1037_Report.pdf.
- . 2014b. *Reports on Audit of Combined Financial Statements and Supplementary Information, For the Years Ended June 30, 2014 and 2013*. <http://www.ncpa.com/financial-statements/>.
- OES (Governor's Office of Emergency Services). 2015. *Fire Operations Regions*. Accessed May 5. <http://www.caloes.ca.gov/cal-oes-divisions/fire-rescue/regions>.
- OSFM (California Office of the State Fire Marshal). 2015. *Quarterly Report*. Accessed April 28. <http://osfm.fire.ca.gov/cairs/pdf/reporters.pdf>.
- Price, Dean. 2015. Gridley-Biggs Chief of Police. Personal conversation. April, 24.
- SBWR (South Bay Water Recycling). 2010. SBWR website. <http://www.sanjoseca.gov/sbwr/regulation.htm>.
- SSVEMS (Sierra-Sacramento Valley Emergency Medical Services Agency). 2015. *Response Time Compliance*. Accessed April 27. http://www.ssvems.com/wp-content/uploads/2015/03/Response_Times_03-15.pdf.

5.0 REFERENCES

SWRCB (State Water Resources Control Board). 2015a. *Water Boards Structure*. Accessed May 31. http://www.swrcb.ca.gov/about_us/water_boards_structure/index.shtml

———. 2015b. *Arsenic in Drinking Water: MCL Status*. Accessed May 20. http://www.waterboards.ca.gov/drinking_water/certlic/drinkingwater/Arsenic.shtml.

WAPA (Western Area Power Administration). 2013. *Securing Our Foundation – Western Area Power Administration Annual Report 2013*. <http://ww2.wapa.gov/sites/Western/about/Pages/default.aspx>.

———. 2015. *About Western*. <http://ww2.wapa.gov/sites/Western/about/Pages/default.aspx>.

Westrup, Laura. 2002. Planning Division, California Department of Parks and Recreation. *Quimby Act 101: An Abbreviated Overview*.

PART II

CITY OF BIGGS FINAL SPHERE OF INFLUENCE PLAN

ADOPTED BY BUTTE LAFCO

DECEMBER 3, 2015

PREPARED BY:



This page is intentionally left blank

FINAL
SPHERE OF INFLUENCE PLAN FOR THE CITY OF BIGGS

ADOPTED DECEMBER 3, 2015

TABLE OF CONTENTS

1.0	INTRODUCTION	
1.1	LAFCO	1
1.2	BUTTE LAFCO POLICIES AND CRITERIA FOR ANNEXATION	1
1.3	MUNICIPAL SERVICE REVIEWS	2
1.4	SPHERE OF INFLUENCE UPDATE PROCESS	3
1.5	SOI ALTERNATIVE FOR THE CITY OF BIGGS	4
1.6	SPECIAL STUDY AREAS	5
1.7	CALIFORNIA ENVIRONMENTAL QUALITY ACT	5
2.0	CITY DATA SHEET	6
3.0	SPHERE OF INFLUENCE ANALYSIS	8
3.1	PRESENT AND PLANNED LAND USE.....	8
3.2	PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES	28
3.3	PRESENT AND FUTURE CAPACITY OF FACILITIES	29
3.4	SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST	32
3.5	PRESENT AND PROBABLE NEED FOR PUBLIC FACILITIES AND SERVICES OF DISADVANTAGED UNINCORPORATED COMMUNITIES	32
3.6	CONCLUSIONS AND RECOMMENDATIONS	33
4.0	FINAL SPHERE OF INFLUENCE PLAN ACTIONS.....	34
4.1	PLACEHOLDER FOR BUTTE LAFCO RESOLUTION OF ADOPTION.....	35
4.2	PLACEHOLDER FOR SUMMARY OF ADOPTED MSR DETERMINATIONS.....	36
4.3	PLACEHOLDER FOR SUMMARY OF ADOPTED SOI DETERMINATIONS	37
4.4	PLACEHOLDER FOR ADOPTED SOI BOUNDARY FOR THE CITY OF BIGGS	38
5.0	ACRONYMS AND DEFINITIONS	39
6.0	REFERENCES	44
	ATTACHMENT 1: 1985 CITY OF BIGGS SPHERE OF INFLUENCE PLAN.....	45

LIST OF FIGURES

Figure 2-1: City of Biggs Location Map..... 7
Figure 3-1: City of Biggs Existing and Proposed Sphere of Influence..... 9
Figure 3-2: Aerial View - City of Biggs Existing and Proposed SOI 10
Figure 3-3: Butte County General Plan Land Use Designations..... 12
Figure 3-4: City of Biggs Land Use Diagram 13
Figure 3-5: Vacant and Underutilized Land 15
Figure 3-6: Special Planning Districts 20
Figure 3-7: Important Farmland in the Biggs Area 22
Figure 4-1 Placeholder for Adopted Sphere of Influence Boundary for City of
Biggs..... 38

LIST OF TABLES

Table 3-1: Existing Land Use 11
Table 3-2: Vacant and Underutilized Parcel Inventory 14
Table 3-3: Future Land Use Plan..... 17

1.0 INTRODUCTION

This report represents the Commission's review and update of the City of Biggs's Sphere of Influence Plan (SOI). The report has been prepared to review the City's existing SOI relative to current legislative directives, local policies, and member preferences to form the basis for either confirming the current SOI or considering possible amendments to the SOI. This report supersedes the last SOI adopted in 1985 (Attachment 1). The report draws on information collected and analyzed in the Commission's *City of Biggs Municipal Service Review Update* (2015) and the Environmental Impact Report prepared by the City for the City of Biggs 2030 General Plan, both of which include the evaluation of the availability, adequacy, and capacity of services provided by the City.

1.1 LAFCO

Established in 1963, Local Agency Formation Commissions (LAFCo) are responsible for administering California Government Code Section 56000 *et. seq.*, which is known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH). CKH charges LAFCos with encouraging the orderly formation and development of all local governmental agencies in their respective counties in a manner that preserves agricultural and open-space lands, promotes the efficient extension of municipal services, and prevents urban sprawl. Principle duties include regulating boundary changes through annexations or detachments, approving or disapproving city incorporations; and forming, consolidating, or dissolving special districts. There is a LAFCo located in each of the 58 counties in California.

1.2 BUTTE LAFCO POLICIES AND CRITERIA FOR ANNEXATION

Under the CKH Act, LAFCos are required to “develop and determine the sphere of influence of each local governmental agency within the county and enact policies designed to promote logical and orderly development of areas within the sphere” (Section 56425, CKH). A Sphere of Influence (SOI) is *generally* considered a 20-year, long-range planning tool, and is defined by Government Code Section 56425 as “. . . a plan for the probable physical boundary and service area of a local agency or municipality” According to the CKH Act, LAFCos are required to review and update SOIs every five years as necessary.

A Sphere of Influence is a long-range planning tool that analyzes the physical boundary of a local agency or jurisdiction, and the present and probable need for services within that area. As such, it does not give property inside the sphere boundary any more development rights than already exist as land use authority in these areas remains entirely at the discretion of the County of Butte. Realistically, the agency SOI is solely reactive to the land use decisions already adopted by the agencies with land use authority. Ultimately, an SOI study assists LAFCo in making decisions about a jurisdiction's future boundary or growth opportunities. The sphere indicates the logical area in which the jurisdiction anticipates incorporating territory and providing services.

Pursuant to Butte LAFCo's Operations Manual Policies and Procedures (Revised May 6, 2010), the Sphere of Influence Plans for all government agencies within LAFCo's jurisdiction shall contain the following:

1. A map defining the probable 20-year boundary of its service area delineated by near-term (<10 years) and long-term (>10 years) increments and coordinated with the Municipal Service Review.
2. Maps and explanatory text delineating the present land uses in the area, including, without limitation, improved and unimproved parcels; actual commercial, industrial, and residential uses; agricultural and open space lands; and the proposed future land uses in the area.
3. The present and probable need for public facilities and services in the sphere area. The discussion should include consideration of the need for all types of major facilities, not just those provided by the agency.
4. The present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide.
5. Identification of any relevant social or economic communities of interest in the area.
6. Existing population and projected population at build-out of the near- and long-term spheres of the agency.
7. A Municipal Service Review.

1.3 MUNICIPAL SERVICE REVIEWS

The Cortese-Knox-Hertzberg Act requires that a Municipal Service Review (MSR) be conducted prior to, or in conjunction with, the update of an SOI. An MSR is a comprehensive analysis of service provision by each of the special districts, cities, and the unincorporated county service areas within the legislative authority of the LAFCO. It essentially evaluates the capability of a jurisdiction to serve its existing residents and future development in its SOI. The legislative authority for conducting MSRs is provided in Section 56430 of the CKH Act, which states " . . . in order to prepare and to update Spheres of Influence in accordance with Section 56425, LAFCOs are required to conduct a MSR of the municipal services provided in the County or other appropriate designated area"

Pursuant to Section 56430, in order to update a SOI, the associated MSR must have written determinations that address the following factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any

disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

These determinations, which range from infrastructure needs or deficiencies to government structure options, must be adopted by the Commission before, or concurrently with, the sphere review of the subject agency.

The *City of Biggs Municipal Service Review*, adopted by Butte LAFCo on November 6, 2008, contained an evaluation of the municipal services provided by the City, and the information in the MSR provides baseline information for the SOI study. However, due to changes to City operations and finances in recent years, much of the information in the 2008 MSR required fresh analysis. Thus, additional information from the City has been collected and various other land planning documents have been reviewed, including land use zoning maps, the City of Biggs 2030 General Plan, and the Butte County General Plan 2030, in order to provide the most current and accurate information available. As a part of the proposed City of Biggs SOI Plan, the *2008 City of Biggs Municipal Service Review* has been updated and will be re-adopted as a part of this SOI Plan/Update process.

1.4 SPHERE OF INFLUENCE PLAN UPDATE PROCESS

Butte LAFCO is now in the process of updating the SOI Plan for the City of Biggs (City). The original, and only, SOI study prepared for the City of Biggs was completed in 1985.¹ The 1985 SOI Plan is included as Attachment 1 to this document. The current City of Biggs SOI encompasses approximately 554 acres, inclusive of the area within the City's jurisdictional boundaries. Excluding the City's jurisdictional boundaries, the City's SOI is approximately 149 acres in size. The City of Biggs is proposing to add 149 parcels totaling approximately 1,815 acres (2.8 square miles) to their Sphere of Influence. The City also proposes to remove seven parcels totaling approximately 37 acres from their existing SOI.

There are numerous factors to consider in reviewing an SOI Plan, including current and anticipated land uses, facilities, and services, as well as any relevant communities of interest. Updates generally involve a comprehensive review of the entire SOI Plan, including boundary and SOI maps and the District's MSR. In reviewing an agency's sphere, the Commission is required to consider and prepare written statements

¹Gridley-Biggs Area Sphere of Influence Study – Butte County Local Agency Formation Commission. March 1985.

addressing five factors enumerated under California Government Code Section 56425(e). These factors are identified below.

- The present and planned land uses in the area, including agricultural and open-space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
- For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

1.5 SOI Alternatives for the City of Biggs

Butte LAFCo Policy 3.1.11 allows the Commission to consider and establish one or more of the following types of spheres:

1. The Commission may adopt a traditional *“growth” sphere of influence* which contains territory beyond the jurisdictional boundary of the local agency and is an indication that the need for public services in the area has been established and the agency has the ability to effectively and efficiently extend the full spectrum of services provided by the agency.
2. The Commission may adopt a *“coterminous” sphere of influence* which coincides with the jurisdictional boundary of the local agency and is an indication that there is no anticipated need for the agency's services outside of its existing boundaries, or the agency lacks the capacity or ability to serve additional territory or there is insufficient information to make such a determination.
3. The Commission may adopt a *“zero” sphere of influence* (encompassing no territory) for an agency when the Commission has determined that one or more of the public service functions of the agency are either non-existent, inadequate, no longer needed, or should be reallocated to some other agency of government. Adoption of a “zero” sphere indicates the agency should ultimately be reorganized or dissolved. The Commission may initiate dissolution of an agency when it deems such appropriate.
4. The Commission may adopt a *“minus” sphere* when it has determined that some territory within the agency's jurisdictional boundaries is not in need of all or some of the agency's services, or when the agency has not feasible plans to provide efficient and adequate service to the territory in question.
5. The Commission may adopt a *“limited or service specific” sphere* designation for territory outside the agency's jurisdiction that may require some-but not all of the

services that the agency is authorized to provide. Assigning a service specific sphere allows LAFCO to retain review authority over the provision of important governmental services in order to promote the timely and orderly expansion of services.

The proposed sphere of influence for the City of Biggs is a traditional growth sphere as described in Paragraph 1 above in that it anticipates a need for the City to grow its boundaries not only to accommodate expected growth, but to create the opportunities to attract desired growth.

1.6 Special Study Areas

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. Two areas of the City's proposed SOI, totaling approximately 774 acres, are proposed to be designated as special study areas due to the existing agricultural designation of these two areas, but where under optimum circumstances, the territory could develop quickly and should logically be served by the City.

1.5 CALIFORNIA ENVIRONMENTAL QUALITY ACT

Sphere of Influence Studies are subject to environmental review under the California Environmental Quality Act (CEQA). To comply with CEQA, a program-level Environmental Impact Report (EIR) was prepared by the City of Biggs for the City's 2030 General Plan, which included an analysis of the City's planning area to include updates to its SOI. The City of Biggs adopted a Final EIR for the 2030 General Plan, which included changes to the Draft EIR, comments received on the Draft EIR, and responses to the received comments. The City also prepared a *Findings of Fact and Statement of Overriding Considerations* for the 2030 General Plan due to the EIR's findings of significant, unavoidable impacts. For this SOI Update, Butte LAFCo will review and adopt the environmental documents the City adopted for their 2030 General Plan.

The MSR Update is categorically exempt from the preparation of environmental documentation under a classification related to information gathering (Class 6 - Regulation section 15306), which states: "Class 6 consists of basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource. These may be strictly for information gathering purposes, or as part of a study leading to an action which a public agency has not yet approved, adopted, or funded." This MSR collects data for the purpose of evaluating municipal services provided by the agency. There is no land use change or environmental impact created by such a study.

2.0 CITY OF BIGGS DATA SHEET

DATA SHEET CITY OF BIGGS

Contact: Mark Sorensen, City Administrator
Address: 465 C Street, Biggs, CA 95917 Phone: (530) 868-0100

GOVERNING BOARD

Five members elected at large who serve four-year terms.
City Council Meeting Location: Council Chambers, 3016 Sixth Street, Biggs
Normal Board Meeting Date: Second Tuesday of each month, starting at 6:30 p.m.

FORMATION INFORMATION

Date of Incorporation: 1903

MAPPING

GIS Date: October 6, 2015

PURPOSE

1. Enabling Legislation: General Law City
2. Empowered Services: All municipal services.
3. Provided Services (or by contract): Police, Fire, Public Works, Planning and Building, Animal Control, Parks, Wastewater, Domestic Water, Electricity.

AREA SERVED

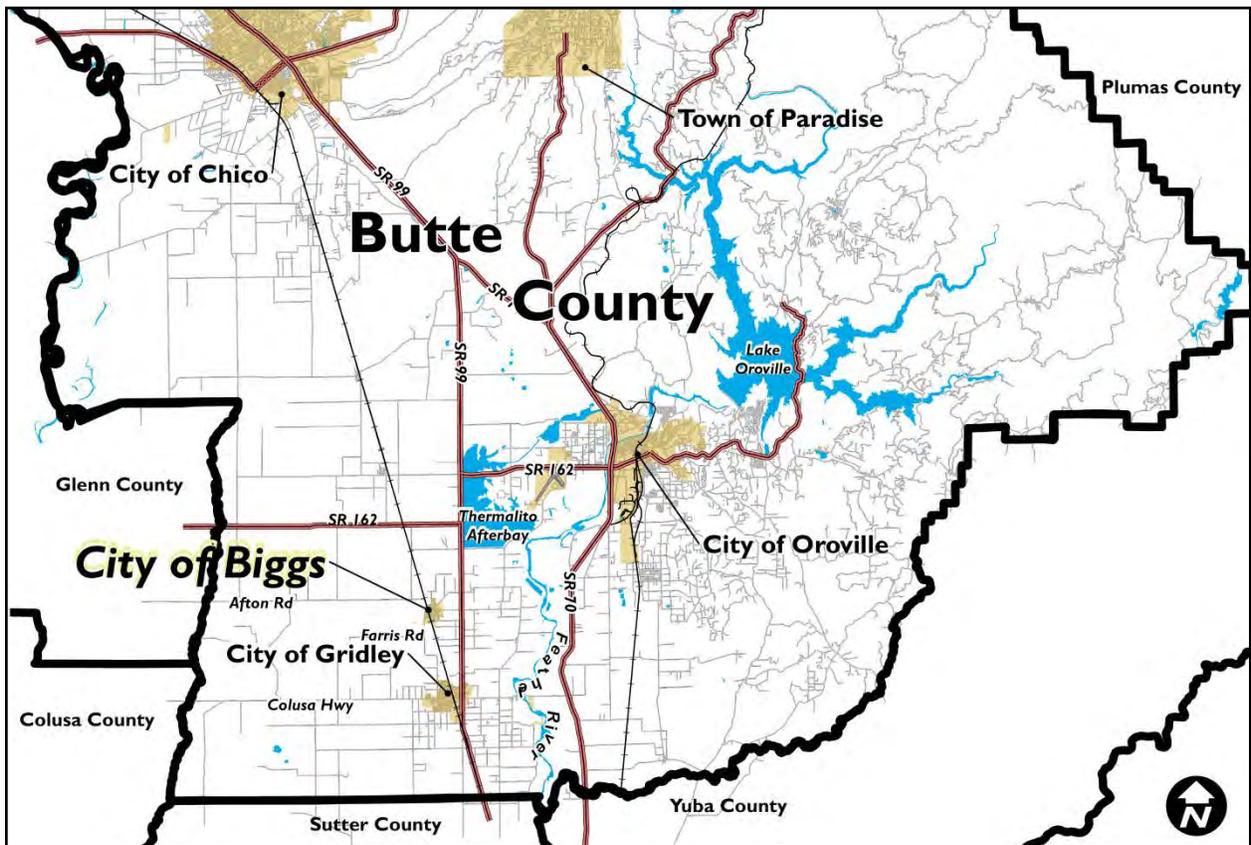
1. Parcels: 760
2. County Supervisorial District: 4
3. Size: 0.63 square miles (405 acres)
4. Estimated Population: 1,746 (1/1/2015)
5. Location Description: Southern Butte Co.
6. Sphere of Influence: Current SOI - 554 acres (0.86 sq. miles); Proposed SOI - 2,332 acres (3.6 sq. miles)

FINANCIAL INFORMATION

Annual (2014/15) Expenditures: \$13,178,428
Annual (2014/15) Revenues: \$13,576,710
Source of Revenues: Property taxes, sales taxes, assessments, development impact fees, service fees, fines, interest, grants, bonds, electricity sales

NOTES

Figure 2-1 City of Biggs Location Map



3.0 SPHERE OF INFLUENCE ANALYSIS

The present City of Biggs Sphere of Influence (inclusive of its jurisdictional territory), is approximately 554 acres (0.9 square miles) in size and consists of approximately 797 parcels (see Figure 3-1). The City's jurisdictional boundaries include approximately 760 parcels totaling approximately 403 acres (0.63 square miles). The City's SOI is not coterminous with its jurisdictional boundaries, with approximately 152 acres, consisting of 37 parcels, inside the City's SOI but outside the City's jurisdictional boundaries. The only SOI Study prepared for the City of Biggs was the 1985 SOI Study for Butte County special districts (Attachment 1).

The City is proposing to add 149 parcels totaling approximately 1,815 acres (2.9 square miles) to their SOI and to remove seven parcels totaling 37 acres from their SOI. The City's updated SOI would be approximately 2,332 acres (3.6 square miles) in size. Within the updated SOI, two areas consisting of 66 parcels and totaling approximately 774 acres are proposed to be designated as Special Study Areas pursuant to Butte LAFCo Policy 3.1.10. The proposed SOI and the Special Study Areas are shown in Figures 3-1 and 3-2. The territory proposed by the City for inclusion in the SOI is a part of the Biggs-Gridley Area of Concern (AOC) established by LAFCo in 1999. The AOC was developed to address the long term growth needs of the Cities of Biggs and Gridley by directing future growth into the areas between the cities as they developed their general plans. The AOC was supported by the Butte County Farm Bureau as a method to contain growth on agricultural lands to the narrow strip between the two cities where potential adverse impacts could be contained and mitigated.

As described in Section 1.4, LAFCo is required to consider and prepare written statements addressing the five factors enumerated under California Government Code Section 56425(e), including present and probable land uses in the area, present and probable need for public facilities and services, the present capacity of facilities and adequacy of services, the existence of social or economic communities of interest, and the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence. An analysis of each of these factors is provided in the following sections.

3.1 PRESENT AND PLANNED LAND USE

In order to achieve an accurate overview of the growth and development potential within the City of Biggs, a number of factors need to be considered. The following factors, when considered together, reflect the existing development within the City, as well as provide a picture of existing development potential:

- Land use designations, including existing and any proposed changes
- Special land use limitations, including Williamson Act and designated open spaces
- Improved and unimproved parcels

State law requires every city and county in California to adopt and maintain a comprehensive and long-term General Plan that is to serve as a “blueprint” for land use and development. The City’s current General Plan – The City of Biggs 2030 General Plan – was adopted by the City Council in January 2014. Land use and development for the parcels located within the City’s SOI but outside of the City’s jurisdictional boundaries is guided by the Butte County General Plan 2030, which was adopted by the Butte County Board of Supervisors on October 26, 2010. The City’s General Plan includes land use designations for the parcels within the City’s jurisdictional boundaries and for parcels within the City’s SOI, outside of the City limits. The zoning codes of the City of Biggs and Butte County provide regulatory oversight and establish future land uses.

Figure 3-1 City of Biggs Existing and Proposed Sphere of Influence

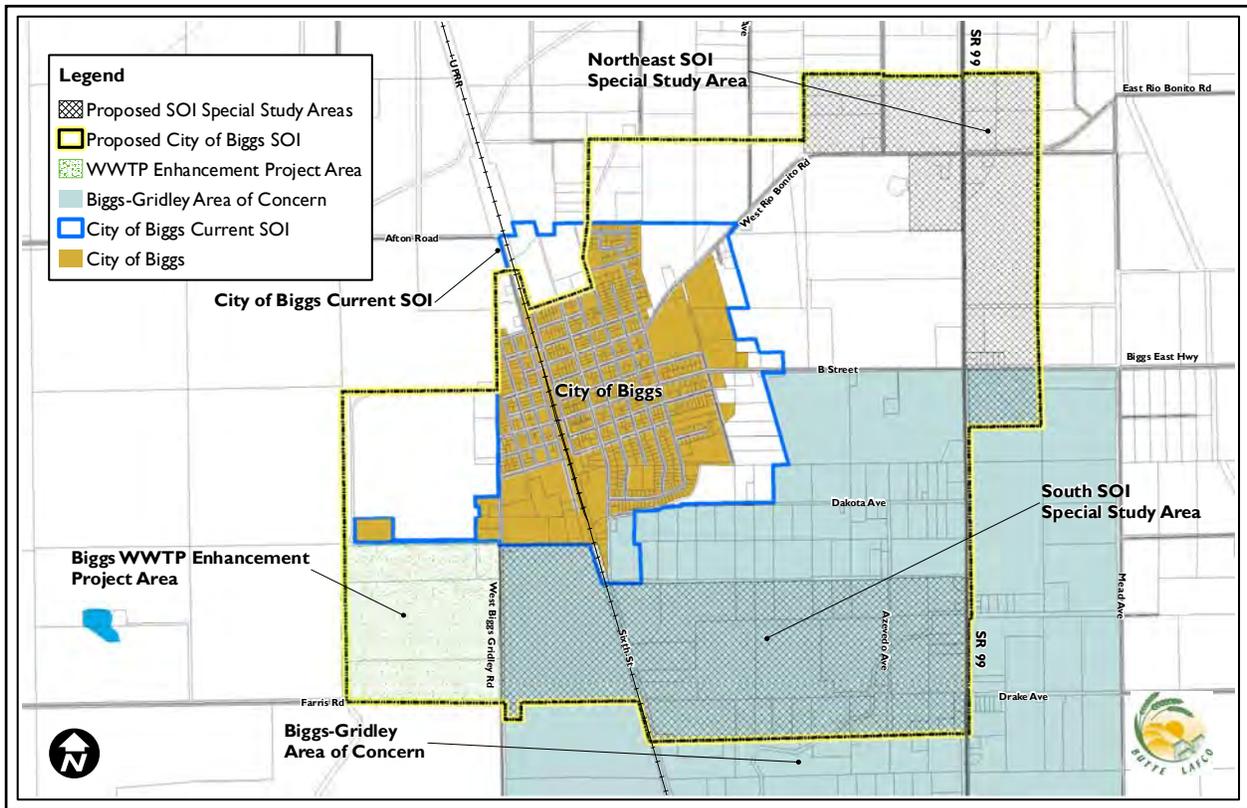
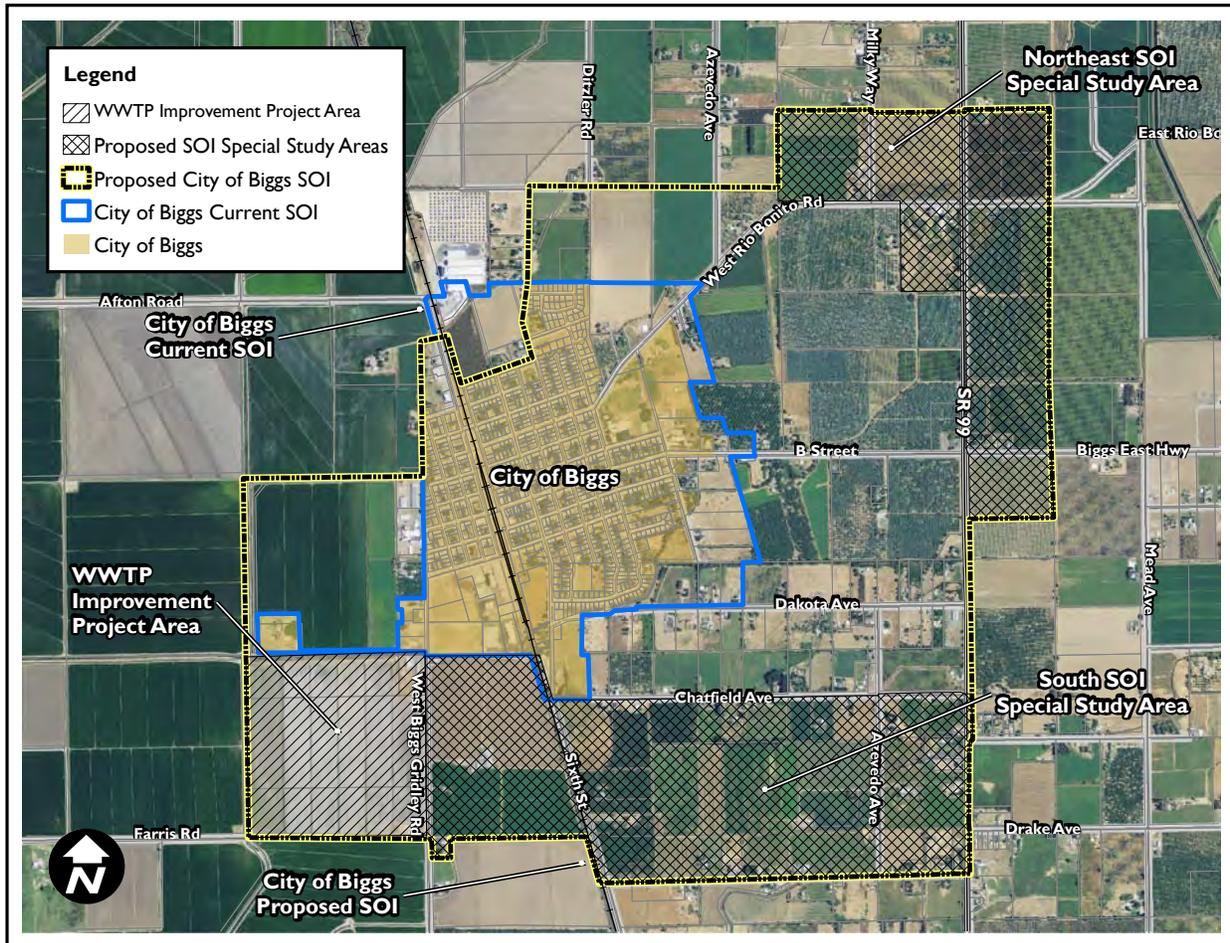


Figure 3-2 Aerial View - City of Biggs Existing and Proposed Sphere of Influence



The purpose of this section is to evaluate growth using population projections for the City of Biggs in order to anticipate the future service needs of Biggs. The city has 12 land use designations that help to guide development. This section identifies the present land uses within the existing Sphere of Influence including commercial, industrial, agricultural, residential lands and open spaces (see Figure 3-4). As shown in Table 3-1, within the existing city limits and SOI, the predominant land use type is residential, representing 63.4 percent and 68.7 percent, respectively. Most of the existing housing consists of single-family dwellings; there are no mobile home parks and no multi-story, multiple-family dwelling unit developments in the city.

The city boundary encompasses approximately 414 acres, or 0.65 square miles, including the railroad right of way and the roadways in the city. However, without the ROW or roadways, the developable land in the city is approximately 309 acres. There are currently 540.6 total acres, or 0.84 square miles, within the existing Sphere of Influence.

Table 3-1 Existing Land Use

Land Use Designation	City Limits		Existing SOI	
	Acres	Percent of Total	Acres	Percent of Total
A – Agriculture	-	0.0%	-	0.0%
AC – Agricultural Commercial	-	0.0%	-	0.0%
AI – Agricultural Industrial	-	0.0%	-	0.0%
<i>Total Agricultural</i>	<i>0</i>	<i>0.0%</i>	<i>0</i>	<i>0.0%</i>
LDR – Low Density Residential	89	28.8%	63	47.0%
MDR – Medium Density Residential	103	33.3%	25	18.7%
HDR – High Density Residential	4	1.3%	4	3.0%
<i>Total Residential</i>	<i>196</i>	<i>63.4%</i>	<i>92</i>	<i>68.7%</i>
MU – Mixed Use	-	0.0%	-	0.0%
DMU – Downtown Mixed Use	9	2.9%	-	0.0%
C – Commercial	-	0.0%	-	0.0%
<i>Total Commercial</i>	<i>9</i>	<i>2.9%</i>	<i>0</i>	<i>0.0%</i>
LI – Light Industrial	11	3.6%	21	15.7%
HI – Heavy Industrial	38	12.3%	21	15.7%
<i>Total Industrial</i>	<i>49</i>	<i>15.9%</i>	<i>42</i>	<i>31.3%</i>
P – Public Facilities	54	17.5%	-	0.0%
<i>Total</i>	<i>309</i>	<i>100.0%</i>	<i>134</i>	<i>100.0%</i>

Source: Biggs 2014b; PMC

Notes: 1) SOIs do not include acreage within the existing city limits.

2) Totals do not add up exactly due to rounding. Totals do not include acreages for railroad ROW and roads.

The area within the City of Biggs' existing and proposed SOI are governed by the County of Butte. The Butte County General Plan designates this area for various types of land uses and the County has zoned the parcels in the area for specific land uses. The locations of the County's General Plan land uses designations around the City of Biggs are shown on Figure 3-3 and the following table provides the acreage of each designation within the updated SOI.

Butte County General Plan Land Use Designation	Acres
Agricultural	1,250
Very Low Density Residential (up to 1 dwelling unit per acre)	365
Agricultural Services	123
Rural Residential (up to up to 1 dwelling unit per 5 acres)	89
Retail	7

Figure 3-3 Butte County General Plan Land Use Designations

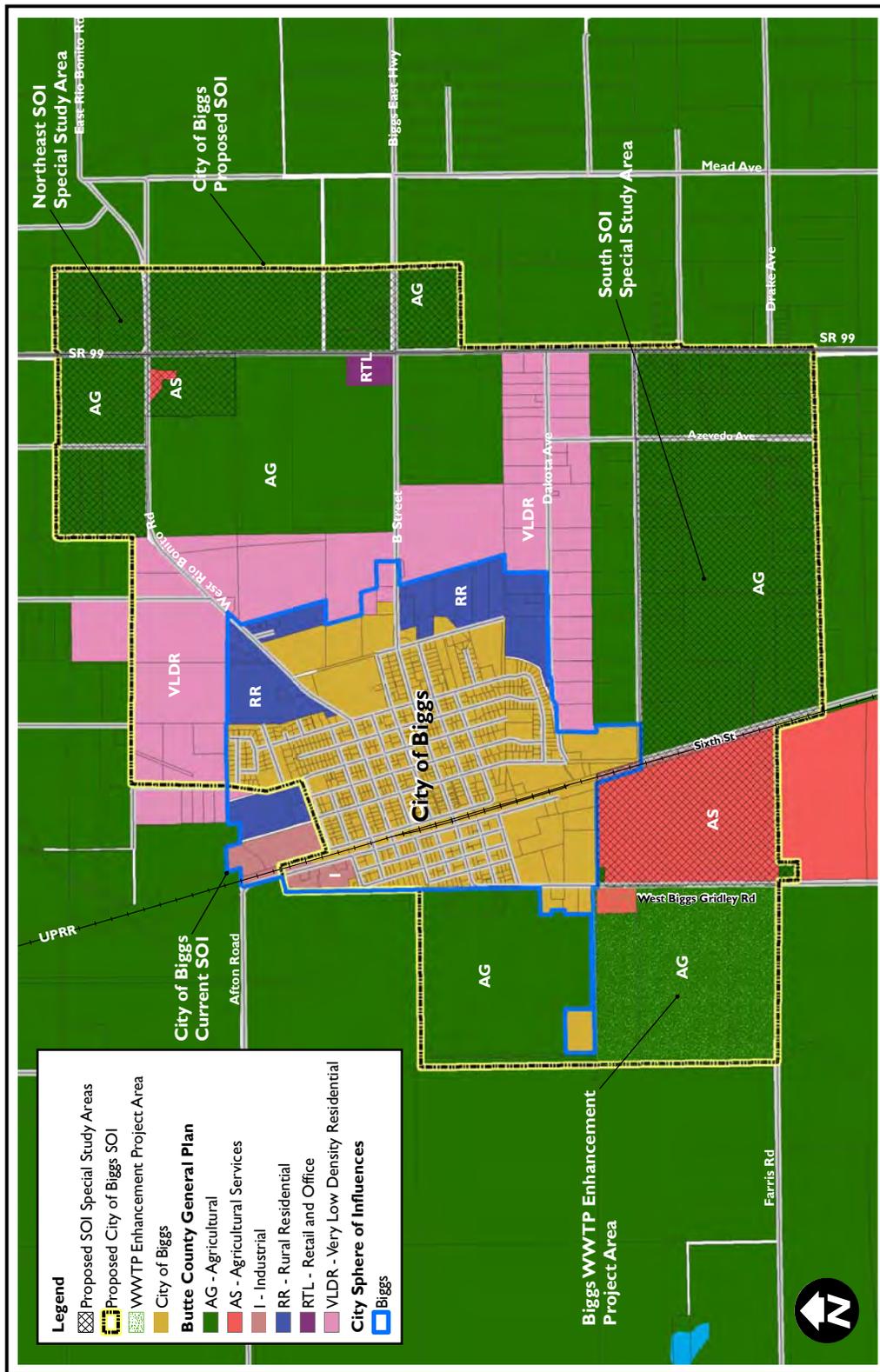
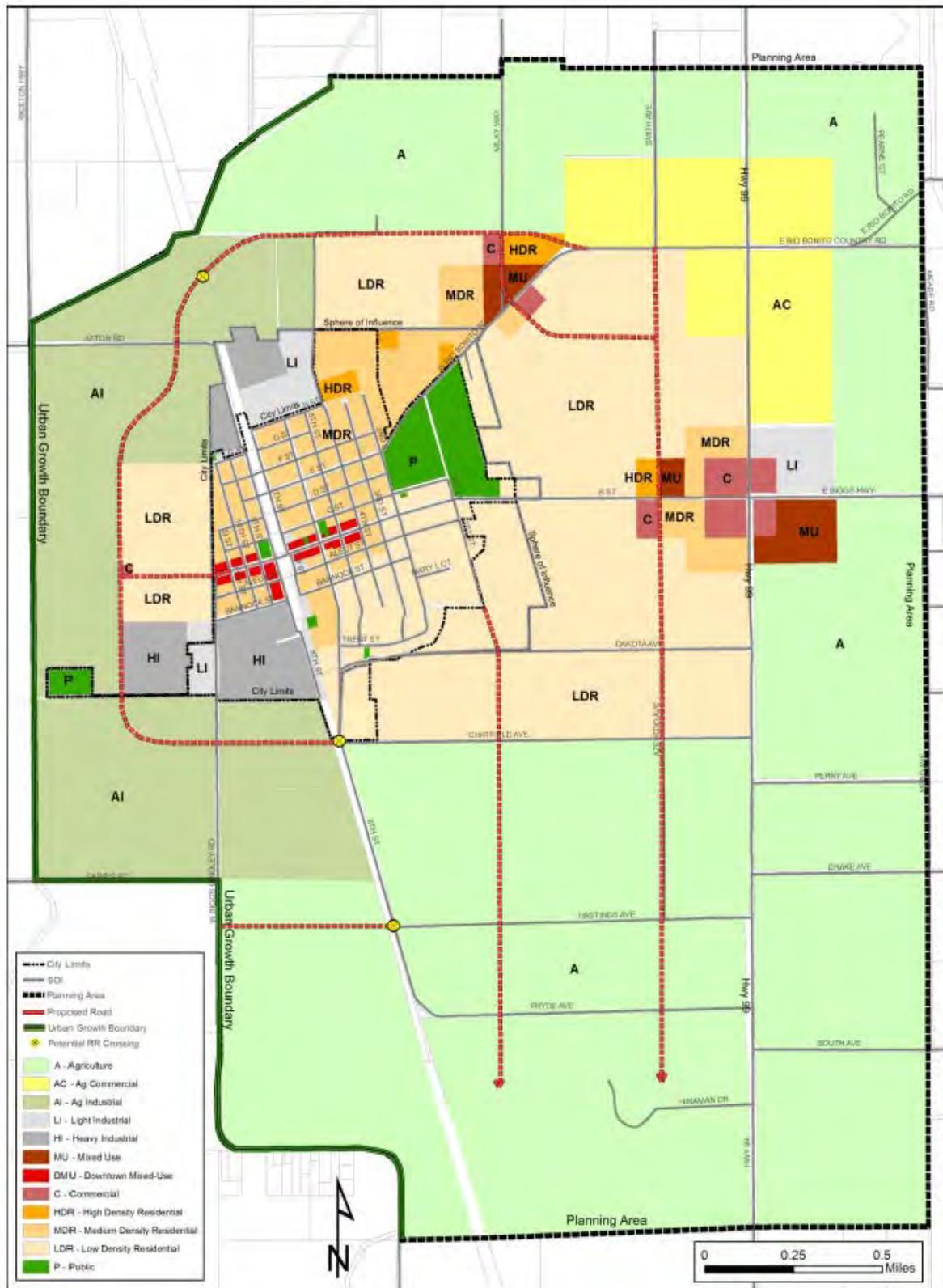


Figure 3-4 City of Biggs Land Use Diagram



Source: Biggs General Plan 2014

Vacant and Improved Parcels

The City of Biggs has a lack of vacant parcels to accommodate projected growth. As shown in Table 3-2, the city has no vacant commercial zoned land and limited industrial and residential zoned land within the existing SOI. The 2009-2014 City of Biggs General Plan Housing Element, published and adopted in 2010, listed a total of 16 vacant residential parcels within the city boundary, totaling 10.2 acres. This acreage equates to approximately 107 new housing units. Table 3-2 identifies the vacant and underutilized land in the city, current SOI and proposed SOI.

According to the BCAG low growth scenario, the city's housing stock is expected to increase by 125 units between 2014 and 2020 and an additional 187 units between 2020 and 2025. If such projections remain true, the city will not have enough vacant residentially zoned land to accommodate growth within the current city boundaries by 2021.

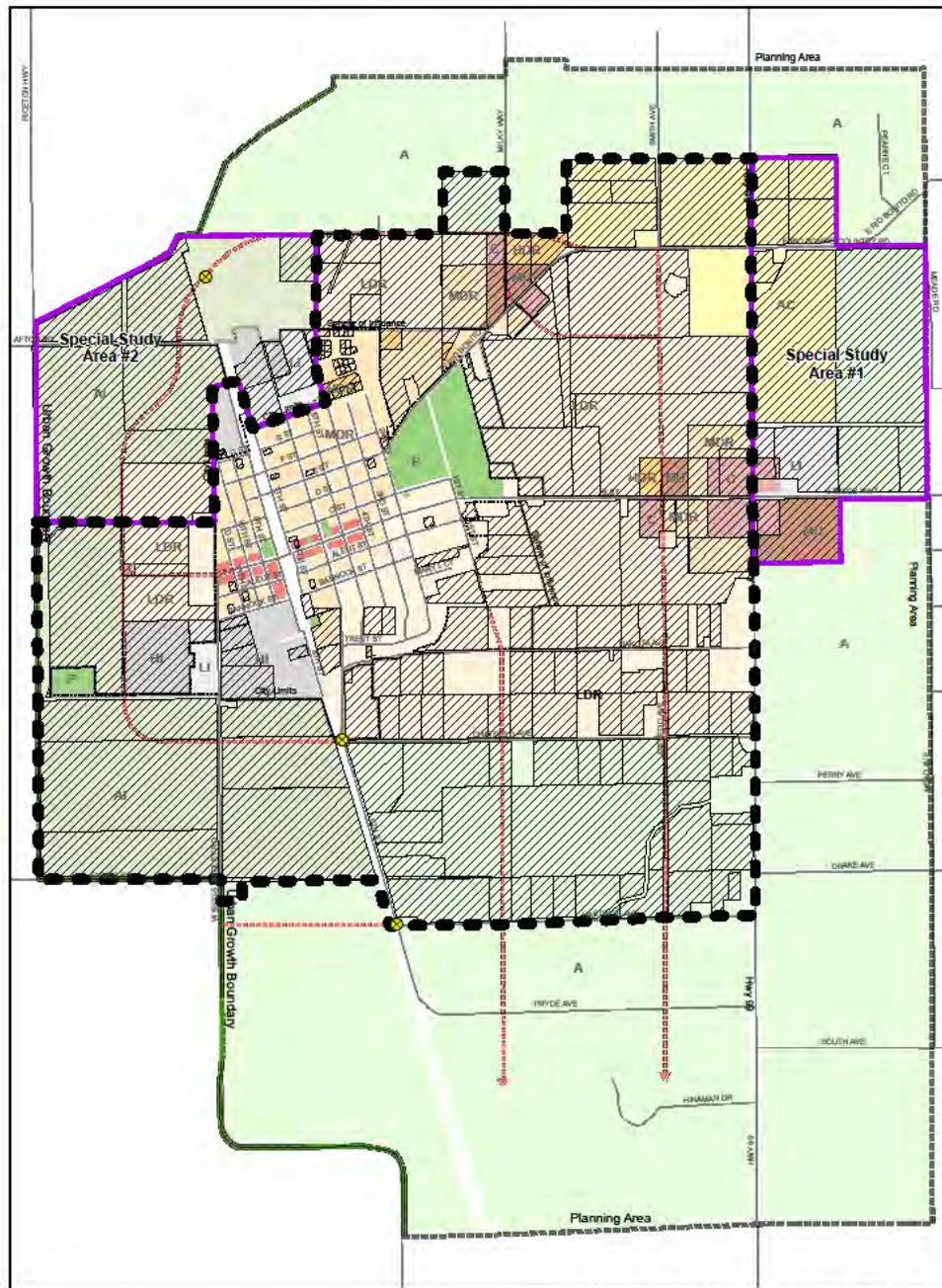
Table 3-2 Vacant and Underutilized Parcel Inventory

Land Use Category	Acreage					
	City Limits	Existing Sphere of Influence	Proposed Sphere of Influence	Study Area 1	Study Area 2	Grand Total
A – Agriculture	-	-	337.45	108.62		446.07
AC – Agriculture Commercial	-	-	76.76	106.47		183.23
AI – Agriculture Industrial	-	0.02	331.77		187.10	518.89
LDR – Low Density Residential	17.04	46.54	583.75	7.03		34.31
MDR – Medium Density Residential	11.90	20.57	50.24			0.13
HDR – High Density Residential	3.41	2.70	13.00			19.11
MU – Residential Mixed Use	-	-	14.61		0.00	51.22
DMU – Downtown Mixed Use	0.13	-	-		26.06	673.39
C – Commercial	-	-	27.28	21.94		42.52
LI – Light Industrial	1.37	16.21	3.00			82.71
HI – Heavy Industrial	18.18	8.35	24.69	22.74		37.34
P – Public	0.43	-	-			0.43
Grand Total	52.46	94.39	1462.54	266.80	213.16	2089.35

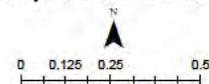
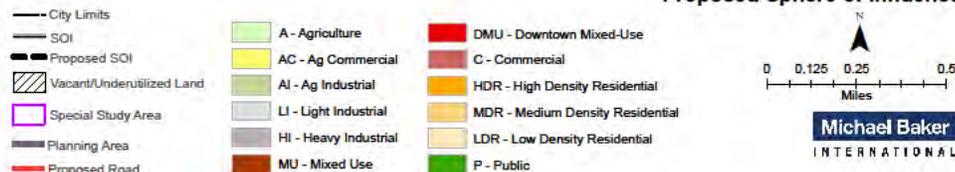
The availability of vacant land is a major consideration in identifying open space land use designations. California law requires the Open Space Element to include an inventory of vacant land. Figure 3-5 maps the vacant land inventory for purposes of the General Plan Update and this Sphere of Influence Plan. The acreage of vacant lands

by General Plan land use category within the current city limits, existing SOI boundary, and proposed SOI boundary is presented in Table 3-3.

Figure 3-5 Vacant and Underutilized Land



Vacant and Underutilized Land in the Proposed Sphere of Influence



Michael Baker
INTERNATIONAL

Commercial, Industrial, Residential and Open Space Uses

The City of Biggs commercial area has been in a state of decline for a number of years due to large retail stores being developed in the surrounding towns. The industrial base in Biggs for many years has been rice processing and drying and agricultural support uses. There are limited infill and redevelopment opportunities within the existing city limits and Sphere of Influence. As seen in Table 2.2-1, only 2.9 percent of land within the city limits is zoned commercial. Industrial zoned land constitutes 15.9 percent whereas 63.4 percent of land within city limits is zoned residential. The Biggs General Plan supports the proposal to increase the Sphere of Influence area to expand commercial, industrial, agricultural-industrial and residential development opportunities within the city. The goal is to find an appropriate balance of non-residential land uses that can generate revenues to support the residential land uses. It is for this reason that the City has targeted some agricultural areas that will provide agri-tourism opportunities and related commercial development opportunities. These areas are primarily located along the SR 99 corridor and to the southwest of the City limits adjacent to the wastewater treatment facilities and other existing agricultural processing uses.

Future Land Use

Agriculture is the predominant land use within the previously established AOC as well as the proposed SOI and Planning Area. The proposed boundary will expand the City's SOI from approximately 540 acres to approximately 2,197 acres. The Planning Area established by the 1997-2015 General Plan and continued in the 2030 General Plan encompasses 3,165.7 acres, or 4.94 square miles. The acreage allotment for future land uses within the proposed Sphere of Influence and Planning Area, based on the Biggs General Plan Update, are presented in Table 3-3.

Future land use within the proposed SOI boundary will be consistent with the zoning and land use designations set forth in the General Plan. The vacant parcel inventory represents the potential for development if the proposed SOI is adopted. As shown in Table 3-3, expanding the City's Sphere of Influence boundary under the land use designations established in the General Plan will provide approximately 745.96 acres of vacant land for agricultural use, 661.6 vacant acres designated for residential development, and 54.97 acres of vacant or underutilized land designated for industrial use.

Table 3-3 Future Land Use Plan

Land Use Designation	Proposed SOI		Planning Area	
	Acres	Percent of Total	Acres	Percent of Total
A – Agriculture	474	20.9%	2,519	54.4%
AC – Agricultural Commercial	214	9.4%	214	4.6%
AI – Agricultural Industrial	593	26.1%	594	12.8%
<i>Total Agricultural</i>	<i>1,281</i>	<i>56.4%</i>	<i>3,327</i>	<i>71.9%</i>
LDR – Low Density Residential	729	32.1%	819	17.7%
MDR – Medium Density Residential	76	3.3%	179	3.9%
HDR – High Density Residential	17	0.7%	22	0.5%
<i>Total Residential</i>	<i>822</i>	<i>36.2%</i>	<i>1,020</i>	<i>22.0%</i>
MU – Mixed Use	38	1.7%	38	0.8%
DMU – Downtown Mixed Use	-	0.0%	10	0.2%
C – Commercial	36	1.6%	36	0.8%
<i>Total Commercial</i>	<i>74</i>	<i>3.3%</i>	<i>84</i>	<i>1.8%</i>
LI – Light Industrial	47	2.1%	58	1.3%
HI – Heavy Industrial	45	2.0%	84	1.8%
Total Industrial	92	4.1%	142	3.1%
P – Public Facilities	-	0.0%	54	1.2%
<i>Total</i>	<i>2,271</i>	<i>100.0%</i>	<i>4,627</i>	<i>100.0%</i>

Source: Biggs 2014b; PMC

Notes: 1) SOIs do not include acreage within the existing city limits.

2) Totals do not add up exactly due to rounding. Totals do not include acreages for railroad ROW and roads.

The 2014 Biggs General Plan Update recognizes specific neighborhoods within the proposed Sphere of Influence where future development is planned. These neighborhoods are referred to as "Special Planning Districts" in the General Plan (see Figure 3-6). The Special Planning Districts were defined to document the major planning areas where development will be concentrated during the term of the General Plan. The General Plan included seven Special Planning Districts. These districts include:

- **The B Street Corridor Commercial District** – This district is completely within city limits and forms the downtown core of the community and includes virtually all the commercial businesses within the existing city limits of Biggs. Significant historic structures along B Street include the Colonia Hotel, the Biggs Carnegie Library, and the Sacramento Valley Bank Building.

The City envisions the B Street Corridor remaining as the primary business district of Biggs. Ideally, businesses will occupy all structures or properties along B Street between Fifth and Seventh Streets, possibly extending further east or west as well, and will provide basic goods and services to meet the needs of the community.

- **The North Area Residential District** – This district is partially within city limits and is located north of H Street, east of Fourth Street, and northwest of Rio Bonito

Road. This district is currently in primarily agricultural uses, interspersed with rural residential home sites. The North Area Residential District is designated on the General Plan as an area dominated by low- and medium-density residential land uses in the north and west area and having one of two mixed-use core areas on its northeast side. The mixed-use core area has been identified in the area surrounding the existing intersection of Rio Bonito Road and Milky Way Drive. This core area is envisioned as a predominantly residential area allowing for medium- to high-density residential development with limited commercial and mixed-use land uses.

The City envisions this area to be developed in primarily residential uses as an extension of existing neighborhoods to the south.

- **The West Area Industrial/Residential District** – This district is partially within city limits, located in the southwest portion of Biggs and adjacent to the Union Pacific Railroad tracks on its eastern edge, wrapping around the southwest and western edge of the city. The developed properties in this area are currently utilized for primarily public facilities and heavy industrial and agricultural industrial purposes. Only the residential portion of the district, west of West Biggs Gridley Road, is currently located outside of the city limits.

The City envisions this area developed with industrial, agricultural industrial and low-density residential uses.

- **The Southeast Area Residential District** – This district is located generally south and east of the existing city limits and outside of the developed area of the city. This area includes land east of First Street and south of B Street, and wraps around the southeast corner of Biggs to encompass properties adjacent to Dakota Avenue.

The City envisions this area developed with primarily low-density residential uses as an extension of existing neighborhoods to the north and west and to provide a buffer to the larger unincorporated farm properties located to the south and east.

- **The North Area Industrial District** – This district is outside of the city limits and located north of H Street, east of the Union Pacific Railroad tracks and west of Fourth Street, and is dominated by the existing Red Top Rice Growers rice drying facility. Existing development in this district consists primarily of the Red Top Rice facility, agricultural operations, and limited rural residential development within the unincorporated county area.

The City envisions this area to be developed with a combination of light and heavy industrial uses that are not negatively affected by the noise and dust conditions of the area.

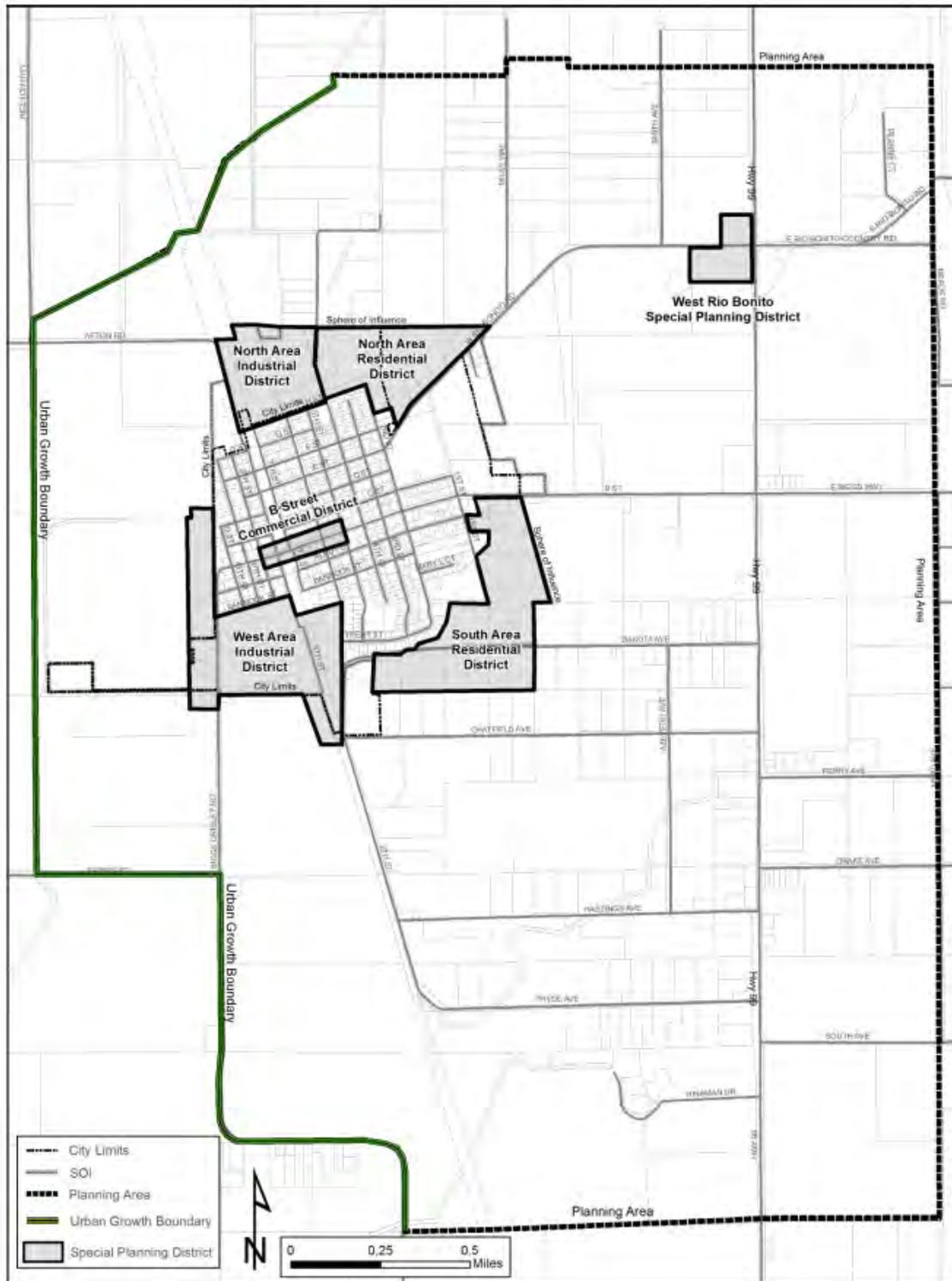
- **The State Route 99/West Rio Bonito Special Planning District** – This district is outside of existing city limits, located to the north and south of West Rio Bonito Road and to the west of State Route 99. This land is in use for agricultural and agricultural commercial purposes, with limited rural residential development supporting the agricultural uses.

The City envisions this area developed in agriculturally supportive commercial uses that attract passing consumers and visitors on State Route 99. The character of this area will be one of unique shopping opportunities that, ideally, highlight the local character and agricultural products of the region. The concept of agri-tourism opportunities located within cities is an increasing trend with cities largely enveloped by agricultural uses and seeking to benefit from the commercial aspects of such uses as a revenue generator.

- ***The State Route 99/B Street Mixed-Use Core District*** – This district is outside of existing city limits and is located along State Route 99 and West Rio Bonito Road. The land area in this district would provide Biggs with a visual window and physical presence on the major regional circulation route in the area, State Route 99, and would open up new opportunities with the potential for the development of substantial commercial and employment-generating land uses. Existing land uses in the area consists primarily of agricultural tree-crop uses along with limited commercial and rural residential uses.

The City envisions this area as one of the primary areas for the urban expansion of the city within the horizon of the General Plan. The General Plan Land Use Diagram envisions this area as being developed with a mixture of medium- and higher-density residential uses, mixed-use development, and commercial service uses.

Figure 3-6 Special Planning Districts



Source: Biggs General Plan 2014

Agricultural Lands

Amounting to approximately 4,000 acres, agricultural lands comprise the vast majority of land use within the City of Biggs Planning Area and are the most significant component of the city's economy. Agriculture and agricultural resources within and around the city extend beyond the growing of crops and are inclusive of commercial and industrial operations supporting the use, as well as the processing, manufacturing, and shipping of agricultural goods. The primary agriculture-related industries and land uses in and around the city are rice, nuts, citrus, and prunes.

The California Department of Conservation's Farmland Mapping and Monitoring Program (FMMP) produces maps and statistical data used for analyzing impacts on California's agricultural resources. Agricultural land is rated according to soil quality and irrigation status; the best quality land is called Prime Farmland. The maps are updated every two years with the use of a computer mapping system, aerial imagery, public review, and field reconnaissance.

As mapped by the FMMP, a large percentage of the land within the City's updated SOI have been identified as being either Prime Farmland (864 acres), Farmland of Statewide Importance (624 acres), or Grazing Land (160 acres). Figure 3-7 shows the locations of the farmlands as mapped by the FMMP within the City of Biggs's updated SOI.

The California Department of Conservation provides the following definitions for the classes of Important Farmland found within the proposed Biggs SOI:

Prime Farmland

Farmland with the best combination of physical and chemical features able to sustain long-term agricultural production. This land has the soil quality, growing season, and moisture supply needed to produce sustained high yields. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date.

Farmland of Statewide Importance

Farmland similar to Prime Farmland but with minor shortcomings, such as greater slopes or less ability to store soil moisture. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date.

Grazing Land

Land on which the existing vegetation is suited to the grazing of livestock.

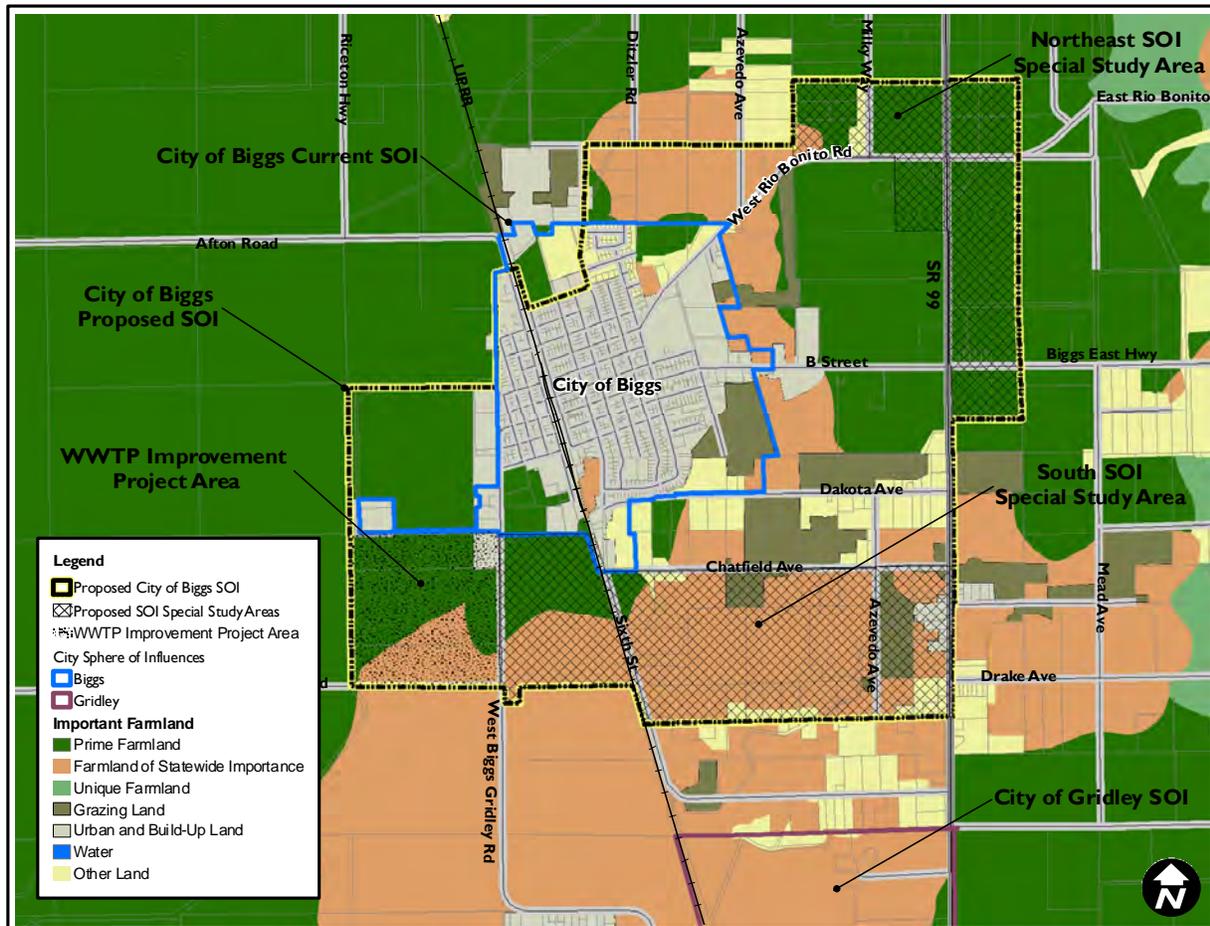
Urban and Built-up Land

Land occupied by structures with a building density of at least 1 unit to 1.5 acres, or approximately 6 structures to a 10-acre parcel. This land is used for residential, industrial, commercial, construction, institutional, public administration, railroad and other transportation yards, cemeteries, airports, golf courses, sanitary landfills, sewage treatment, water control structures, and other developed purposes.

Other Land

Land not included in any other mapping category. Common examples include low density rural developments; brush, timber, wetland, and riparian areas not suitable for livestock grazing; confined livestock, poultry or aquaculture facilities; strip mines, borrow pits; and water bodies smaller than forty acres. Vacant and nonagricultural land surrounded on all sides by urban development and greater than 40 acres is mapped as Other Land.

Figure 3-7 Important Farmlands



While few agricultural growing operations are located within the city limits, numerous operations exist nearby and adjacent to the city limits and within the updated SOI. Biggs is in an agricultural transition area, with field and row crops located to the west of the city and grazing land and tree crops located to the east. Most of the land surrounding Biggs is considered prime agricultural land by the State of California, because it has the best combination of physical and soil characteristics for crop production.

The Biggs General Plan seeks to minimize potential conflicts between agricultural and urban uses by directing new urban development to vacant land within Biggs prior to

expanding the city to accommodate new growth. However, as seen in Table 2.2-2, vacant land is limited within the existing city limits. Because the City of Biggs is surrounded on all sides by agricultural lands, some conversion of agricultural land to urban use is expected and is inevitable given Biggs' need to accommodate the projected population growth of the city.

To avoid sprawling into agricultural lands, the City of Biggs has established an urban growth boundary line west of Lateral K and the Riceton Road alignment and extending from Farris Road on the south to north of Afton Road on the north. As shown on the Land Use Diagram (Figure 3-4), the City would remove from consideration any growth west of this line and all growth potential not agriculturally related or compatible with agricultural operations to a point east of Lateral K.

The City of Biggs General Plan designates a total of 905 acres of the City's updated SOI for various types of agricultural uses. Approximately 348 acres of this area are designated as Agricultural, which allows for most types of agricultural production uses. This area is found within the Biggs-Gridley Area of Concern. Approximately 330 acres are designated as Agricultural Industrial, which allows for intensive agricultural processing uses such as rice mills, hulling operations, dairies, and similar agricultural product processing. The principal land use remains agriculture; however, direct agriculturally supporting industrial uses may be permitted uses. Approximately 160 acres of this area is currently being developed with the City's wastewater treatment plant improvement project. Finally, 227 acres are designated as Agricultural Commercial, which allows for the growing and sales of agricultural products grown, produced, or processed on-site. The intent of this designation is to encourage farms to continue in operation by allowing for fruit and vegetable stands, field crops, flower sales, product sales, etc. The principal land use in this area remains agriculture; however, direct agriculturally supporting commercial uses may be permitted.

The California Land Conservation Act, better known as the Williamson Act, preserves agricultural and open space lands through property tax incentives and voluntary restrictive use contracts administered by the County 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.

With the adoption of the updated SOI, more agricultural lands will be absorbed into the city's sphere of influence. In the past, some of these lands were under Williamson Act contracts; currently, there are no active contracts. The City of Biggs acknowledges the value of its agricultural lands and will be selective in converting these lands for other uses or development.

City of Biggs General Plan Agricultural Policies

The Land Use Element and the Conservation, Open Space and Recreation Element of the City of Biggs' 2030 General Plan contain a brief overview of agricultural uses within the City's Planning Area. These Elements lists the goals, policies, and actions related to agricultural uses, which provide guidance to the City on how to manage agricultural areas. The relevant goals, policies, and actions related to agricultural uses are:

Land Use Element

Goal LU-7

Preserve and protect the viability of agricultural areas surrounding the city and within the Planning Area while promoting planned and sustainable growth.

Policy LU-1.5 (Agriculture/Urban Interface)

Continue to promote the use of undeveloped land for active agricultural purposes by ensuring the new development does not unnecessarily or prematurely encroach or convert viable, productive, and active agricultural lands. Design criteria for buffers should be as follows:

- Require a minimum 100-foot-wide physical separation, which may include roadways, pedestrian/bicycle routes, storm water basins, canals and sloughs, and open spaces between the agricultural use and any habitable structure.
- Require the use of vegetative plantings to reduce issues related to dust, noise, aesthetics, and air quality.
- Where possible, minimize the use of structural features such as barrier walls to mitigate land use incompatibilities.

Action LU-1.5.1 (Agricultural/Urban Interface)

Update the City's Zoning Ordinance or include within a future design review program, guidelines and standards for the buffering of incompatible land uses.

Policy LU-7.2 (Agricultural Tourism)

Promote agricultural tourism and capitalize on opportunities that are presented by the presence of local agricultural operations.

Action LU-7.2.1 (Promotion)

Working in partnership with local residents, businesses, economic development partners, and farmers, produce materials that promote the City of Biggs as a city that values local agricultural businesses and seek opportunities to partner with local agriculturalists to promote Biggs.

Conservation, Open Space and Recreation Element

Goal S-2

Promote and protect the continued viability of agriculture surrounding Biggs.

Policy S-2.1 (Land Use Compatibility)

Direct urban development to vacant lands within the city or to undeveloped land directly adjacent to urban development.

Policy S-2.2 (Agricultural Buffers)

Protect agricultural resources by maintaining a clear boundary between urban, rural, and agricultural uses.

Action S-2.2.1 (Agricultural Buffers)

Require appropriate buffers for new development adjacent to active agricultural operations to ensure context-sensitive and case-sensitive solutions for potential land use incompatibilities.

Action S-2.2.2 (Agricultural Buffers)

Require the incorporation of a minimum 100-foot agricultural buffer from the property line where new urban development and active agricultural operations using air-applied or forced-air-applied chemicals are adjacent to each other.

Action S-2.2.3 (Agricultural Buffers)

Allow for the use of vegetative screening and site design and grading options as methods of providing additional buffering of agricultural land uses from new development.

Action S-2.2.4 (Agricultural Buffers)

As appropriate, consider the agricultural buffer guidelines established by the Butte Local Agency Formation Commission (LAFCo) as part of the project review requirements for projects requiring annexation and located in an area adjacent to an active agricultural use.

Action S-2.2.5 (Agricultural Protection Line)

Prohibit new urban development west of the southerly extension of Riceton Highway, south of Afton Road and west of the City's wastewater treatment plant to Farris Road. Actively work with Butte County and the City of Gridley to ensure that no new developments of significance are located west of Biggs and West Biggs-Gridley Road south of the city.

Policy S-2.3 (Project Review)

During the project review process, address the impacts of siting environmentally sensitive uses in areas where conflicts with agricultural production and processing activities may result.

Policy S-2.4 (Regional Dialogue)

Continue to engage in meaningful dialogue with the Butte County Farm Bureau and other local and regional agricultural organizations on issues related to agricultural operations and land use compatibility.

Policy S-2.5 (Use of Land)

Plan for and allow for the developed use of designated agricultural buffer areas as the city expands and new buffer areas are established.

Policy S-2.6 (Right-to-Farm Ordinance)

Preserve and support agricultural enterprises by supporting right-to-farm policies.

Action S-2.6.1 (Provision of Information)

Continue to evaluate and maintain the City's right-to-farm ordinance to inform residents of ongoing agricultural processes and protect agricultural interests from

dumping, nuisance complaints, and other problems associated with new residents in agricultural areas.

Policy S-2.7 (Low-Impact Agriculture)

Encourage and support small-scale and low impact local agricultural production within the city.

Policy S-2.8 (Agricultural Tourism)

Support the expansion of the local agricultural tourism industry.

Lands designated for agricultural or open space uses are typically not included in spheres for purposes of discouraging urban development and preserving open space and prime agricultural lands. In this case, however, the proposed sphere maintains areas with agricultural soils and agricultural land uses because the City of Biggs is completely surrounded by agricultural lands and any outward growth will require the conversion of these lands to urban uses. A large portion of the updated SOI is located within the LAFCo-designated Biggs-Gridley Area of Concern (AOC), which has been identified as being the logical growth area for these two cities. Additionally, two areas containing agricultural soils and uses are proposed to be included in the updated SOI as Special Study Areas. 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. At that time the Commission will determine if conversion of agricultural lands is appropriate.

SOI DETERMINATION 3-1.A: PRESENT AND PLANNED LAND USE	
	<i>Within the City of Biggs jurisdictional boundaries and the existing SOI boundary the predominant land use type is residential, representing 63.4 percent and 68.7 percent, respectively.</i>

SOI DETERMINATION 3-1.B: PRESENT AND PLANNED LAND USE	
	<i>There are limited infill and redevelopment opportunities within the City of Biggs current jurisdictional boundaries and existing Sphere of Influence. The City of Biggs will require additional area outside of their existing SOI to accommodate future population growth. The updated SOI will also facilitate the expansion of the City of Biggs jurisdictional boundaries out to State Highway 99, where commercial, multi-family, and mixed uses are proposed to be located.</i>

SOI DETERMINATION 3-1.C: PRESENT AND PLANNED LAND USE

The City of Biggs General Plan designates the parcels within the updated SOI for various types of land uses, including residential use, commercial uses, industrial uses, and agricultural uses. The Special Planning Districts identified in the City's General Plan will introduce more mixed-use zoning and provide potential for future growth and development in the city. These efforts at mixed use zoning will help mitigate the premature conversion of agricultural lands.

SOI DETERMINATION 3-1.D: PRESENT AND PLANNED LAND USE

The City of Biggs serves an important role by providing municipal services within its existing jurisdictional boundaries. Uses within the City's existing and updated SOI consists primarily of low to high density residential uses, along with public recreation uses, commercial/industrial uses, and agricultural uses. Large portions of the City of Biggs' existing and proposed SOI is designated by the City's General Plan for relatively high levels of development, which will require municipal services to fully implement the City's General Plan. Considering the existing and planned land uses in the area, the City of Biggs is the logical agency to provide urban services to accommodate the planned growth.

SOI DETERMINATION 3-1.E: PRESENT AND PLANNED LAND USE - SPECIAL STUDY AREAS

Two portions of the City of Biggs' updated Sphere of Influence are designated as Special Study Areas pursuant to Butte LAFCo Policy 3.1.10. The Special Study Area designations are consistent with the Biggs-Gridley Area of Concern and denotes that these areas would benefit from City services at some point and would be considered likely areas for annexation into the City of Biggs at some future date. Annexation of the Special Study Areas area to the City of Biggs cannot occur until the Commission removes the special study area designation and assigns a specific sphere category to the area based on anticipated service demands.

SOI DETERMINATION 3-1.F: PRESENT AND PLANNED LAND USE – AGRICULTURAL USES

Prime agricultural lands and agricultural uses are found within the City's updated SOI. A large percentage of the agricultural uses in the City's updated SOI are located within the boundaries of the Biggs-Gridley Area of Concern, which has been identified as the logical growth area for the Cities of Biggs and Gridley. The City of Biggs General Plan designates approximately 905 acres of the updated SOI for various types of agricultural uses.

SOI DETERMINATION 3-1.G: PRESENT AND PLANNED LAND USE – AGRICULTURAL USES

To address the loss of prime agricultural lands due to annexation to the City of Biggs, the LAFCo review process will include a project-specific assessment of the loss of prime farmland and determine appropriate mitigation measures (type and amount). LAFCo will consider Butte LAFCo's Policies regarding the conversion of prime farmland and will consider the City's adopted policies and programs that provide for mitigating the loss of prime farmland within its sphere of influence.

SOI DETERMINATION 3-1.H: PRESENT AND PLANNED LAND USE – WILLIAMSON ACT CONTRACTS

LAFCo has considered the presence of contracted Williamson Act lands within the City's current and updated Sphere of influence. The updated City of Biggs Sphere of Influence does not contain any Williamson Act lands.

3.2 PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES

Most of the City's existing SOI is designated for residential, commercial, or industrial development. The City proposes to amend their Sphere of Influence by adding approximately 149 parcels, totaling approximately 1,815 acres (2.8 square miles), to their sphere, which would allow future annexation of these parcels to the City for the provision of municipal services.

High demand for public facilities and services is inherent in urban settings and will become necessary in the proposed sphere expansion areas as annexations occur. Approval of the proposed SOI expansion areas will have no immediate impact on the type and level of services now being provided by the County to residents in the unincorporated area. Designation of the sphere area will, however, provide the City of Biggs with suitable assurance and means to properly plan for the most cost-efficient manner of adequate service provision to development proposed within its planned growth areas. Given the geographic location of the City, certain opportunities for growth and revenue enhancement must be recognized such the territory adjacent to SR 99 on the east and lands to the southwest adjacent to the wastewater treatment plant and existing agricultural industrial uses.

The City of Biggs provides police, fire protection, planning, domestic water, wastewater, road maintenance, electricity, and other public works services to parcels within the city limits. Outside the City's jurisdictional boundaries, but within the City's SOI, general municipal services are provided by the County of Butte, with wastewater disposal handled by individual on-site septic systems and domestic water provided by individual

on-site wells. The City of Biggs does provide emergency police and fire protection services to their SOI under mutual aid agreements with Butte County.

SOI DETERMINATION 3-2.A: PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES	
	<i>The areas within the City of Biggs's updated Sphere of Influence will require enhanced municipal services to meet the service demands of new urban development allowed under the City's General Plan and consistent with the services provided to current City residents.</i>

SOI DETERMINATION 3-2.B: PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES	
	<i>The City of Biggs has adequate capacity to provide services to the residents of the City now in the future.</i>

3.3 PRESENT AND FUTURE CAPACITY OF FACILITIES

Provision of public facilities and services will become necessary in the proposed SOI expansion area as annexations occur. Approval of the proposed SOI expansion will have no immediate impact on the type and level of services provided by the County to residents and landowners in unincorporated areas. Designation of the SOI will, however, provide the City of Biggs and sphere expansion area property owners with the means to plan for cost-efficient provision of services to planned growth areas.

Essential infrastructure needs include domestic water, wastewater collection, streets, drainage, and police and fire protection. The City of Biggs provides the following municipal services, either directly or through contract:

- Police protection
- Fire protection
- Public parks
- Wastewater collection and conveyance
- Domestic water
- Electricity
- Drainage and storm water disposal
- Planning, building, and code enforcement services
- City administration services

The City of Biggs is currently implementing the City's wastewater treatment plant enhancement project, which will allow for the land application of treated wastewater. The wastewater treatment plant enhancement project will ensure that the City's wastewater treatment plant meets all State requirements and will allow the City to have adequate sewage treatment capacity to serve the parcels within the City's updated SOI.

The City's General Plan contains policies that address potential impacts associated with new development. The following list contains key policies that address potential impacts:

Land Use Element

Policy LU-1.6 (Public Services)

Direct growth to areas having existing public facilities and services or to areas where new facilities and services can be provided in a manner that benefits the existing residents of the city.

Policy LU-2.3 (Fiscal Responsibility)

Develop a fiscally sound strategy to encourage a mix of land use types and intensities that meet the city's needs and provides a sufficient tax base to maintain desired community service levels.

Circulation Element

Goal CIRC-1

Develop a circulation system that is adequate to serve transportation demands of new development within Biggs at the City's desired level of service.

Policy CIRC-1.3 (Roadway Funding)

New development shall pay appropriate fees, as established in a City Roadway Master Plan or Development Impact Fee program, to offset impacts to the circulation system.

Action CIRC-1.3.1 (Development Impact Fees)

Periodically review the City's Development Impact Fee program to ensure that fees associated with the program are adequately supporting the City's current street design criteria and Capital Improvement Program.

Action CIRC-1.3.2 (Roadway Capacity)

Establish a City funding mechanism to fund the planned roadway capacity expansion project identified in the Circulation Element.

Policy CIRC-1.4 (New Development)

New development shall pay appropriate fees, as established in a City Roadway Master Plan or Development Impact Fee program, to offset impacts to State Route 99. The fair-share fees shall fund all feasible transportation improvements to reduce the severity of cumulative transportation impacts.

Policy CIRC-2.1 (Roadway Impact Studies)

New development shall be responsible for conducting a transportation impact study to address potential impacts associated with the proposed project on the existing and planned roadway network.

Conservation, Open Space & Recreation Element

Action S-1.3.4

(Parkland Dedication) – Require that all new residential development dedicates park and recreational facilities or pays appropriate in-lieu fees.

Action S-1.3.6 (Impact Fees)

Review impact fees every five years to determine whether they adequately provide funding.

Policy S-6.1 (Water Use Analysis Studies)

Comply with portions of state law that require demonstration of adequate long-term water supply for large development projects (Senate Bills 610 and 221) and support local and regional water management objectives.

Policy S-6.2 (New Development)

Ensure that development can provide water meeting City standards as part of the project approval process.

Public Facilities & Services Element

Goal PFS-1

Ensure that public facilities are planned and constructed in a comprehensive and efficient manner and that new development provides for facilities on an equitable basis.

With the implementation of these General Plan goals and policies, the City of Biggs will have the ability to provide adequate levels of municipal services to the parcels within the updated SOI.

SOI DETERMINATION 3-3.A: PRESENT AND FUTURE CAPACITY OF FACILITIES	
	<i>The City generally exhibits characteristics of an effectively managed local government albeit the City's financial ability is currently constrained following many years of economic stagnation at all levels of government. The City has taken the appropriate steps to resolve its financial problems yet still provide acceptable levels of city services as determined by the elected City Council.</i>

SOI DETERMINATION 3-3.B: PRESENT AND FUTURE CAPACITY OF FACILITIES

Currently, the City has the capacity to provide public services to residents and commercial/industrial customers within its city limits. However, approval of the SOI Update, which includes adding additional area to the City's SOI, will necessitate that the City budget and plan for future infrastructure and service needs prior to annexing any area within the SOI. Upon future annexation, the City will be required to provide proof of capability to deliver police and fire protection, storm water and drainage, wastewater, domestic water, code enforcement, traffic and roads, streetlights, and all other services provided by the City.

SOI DETERMINATION 3-3.C: PRESENT AND FUTURE CAPACITY OF FACILITIES

The City will be able to provide services to new development within the updated SOI and continue to provide services to existing residents provided that the policies and standards contained in the City's General Plan are implemented when considering annexations and development projects.

3.4 THE EXISTENCE OF ANY SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST

The City of Biggs is a separate community and has a history and sense of identity separate from other communities within Butte County. The City of Biggs has a variety of social and economic communities of interest, including business, schools, churches, public sector facilities, and other community service programs. If development of the SOI is managed pursuant to the policies of the City, the development of these areas should benefit the social and economic communities of interest. The existing social fabric of the City will change if these areas are added to the SOI and eventually annexed. However, it is likely that this change will be positive, bringing in new families and economic buying power as well as new business opportunities.

SOI DETERMINATION 3-4.A: SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST

The social and economic communities within the City of Biggs existing sphere of influence include the City of Biggs and the surrounding unincorporated parcels. The area proposed to be added to the City's SOI has established substantive social and economic ties with the City of Biggs region.

3.5 THE PRESENT AND PROBABLE NEED FOR THOSE PUBLIC FACILITIES AND SERVICES OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN THE EXISTING SPHERE OF INFLUENCE.

Approximately 49 acres, consisting of 13 parcels, of the City of Biggs' current SOI is identified as Disadvantaged Unincorporated Communities, or DUCs. The term "disadvantaged unincorporated community" is loosely defined in California Government Code §56033.5) to mean inhabited territory (12 or more registered voters), or as determined by LAFCO policy, that constitutes all or a portion of a "disadvantaged community," which is defined in the California 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" (\$48,706). A 161-acre area, consisting of 18 parcels, is located within the area proposed to be added to the City's SOI is identified as a disadvantaged unincorporated community. Therefore, there is a present and probable need for City municipal services within the areas designated as disadvantaged unincorporated communities. In fact, it is the very purpose of such DUC statutes to promote the delivery of enhanced services to these areas. It is only the City that can reasonably extend municipal services to these areas, which is a primary motivation to include these areas within the SOI, allowing the opportunity for future annexation and improved services.

SOI DETERMINATION 3-5.A: THE PRESENT AND PROBABLE NEED FOR THOSE PUBLIC FACILITIES AND SERVICES OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN THE EXISTING SPHERE OF INFLUENCE	
	<p><i>Portions of the City of Biggs' existing and proposed SOI are identified as a disadvantaged unincorporated community (DUC). The disadvantaged unincorporated communities within the City's SOI will require City municipal services to facilitate new development and redevelopment. Therefore, there is a present and probable need for City municipal services within the areas designated as disadvantaged unincorporated communities in the City of Biggs' updated SOI.</i></p> <p><i>Prior to future annexations documentation as to the presence of disadvantaged unincorporated communities adjacent to, or nearby, an annexation proposal shall be submitted to LAFCo for its evaluation and possible action.</i></p>

4.0 FINAL SPHERE OF INFLUENCE PLAN ACTIONS

This Section includes the results of Butte LAFCo's final actions on this SOI Plan for the City of Biggs.

Section 4.1 – Butte LAFCO MSR Update/SOI Update Resolution of Adoption

RESOLUTION NO. 05 2015/16

ADOPTION OF A MUNICIPAL SERVICE REVIEW UPDATE FOR THE CITY OF BIGGS AND ADOPTION OF A SPHERE OF INFLUENCE PLAN/UPDATE FOR THE CITY OF BIGGS

RESOLVED, by the Butte Local Agency Formation Commission of the County of Butte, State of California, that

WHEREAS, a proposal for an update to the City of Biggs' Sphere of Influence was heretofore requested by the City of Biggs and accepted by the Executive Officer of this Local Agency Formation Commission pursuant to Title 5, Division 3, commencing with Section 56000 of the Government Code; and

WHEREAS, the City of Biggs identified a need to update and amend the City's Sphere of Influence to accommodate the anticipated growth of the community projected in the City of Biggs 2030 General Plan, adopted by the Biggs City Council on April 8, 2014; and

WHEREAS, a service review mandated by Government Code Section 56430 was conducted by the Local Agency Formation Commission of the County of Butte (hereinafter referred to as "the Commission") for the City of Biggs on November 6, 2008, in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Sections 56000 *et seq.*) and due to recent changes in City of Biggs operations and finances it was determined that the 2008 MSR needed to be updated to reflect current City service capabilities; and

WHEREAS, a sphere of influence update mandated by Government Code Section 56425 has been prepared by the Commission for the City of Biggs in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Sections 56000 *et seq.*); and

WHEREAS, at the times and in the form and manner provided by law, the Executive Officer has given notice of the public hearing by the Commission on this matter; and

WHEREAS, the Executive Officer, pursuant to Government Code Section 56428, has reviewed this proposal and prepared a report, including his recommendations thereon, and has furnished a copy of this report to each person entitled to a copy; and

WHEREAS, a public hearing by this Commission was called for December 3, 2015, and at the time and place specified in the notice of public hearing; and

WHEREAS, at the hearing, this Commission heard and received all oral and written protests; the Commission considered all plans and proposed changes, objections and evidence which were made, presented, or filed; and all persons present were given an opportunity to hear and be heard in respect to any matter relating to the proposal, in evidence presented at the hearing; and

RESOLUTION NO. 05 2015/16

NOW, THEREFORE, the Local Agency Formation Commission of the County of Butte **DOES HEREBY RESOLVE, DETERMINE AND ORDER** as follows:

Section 1. Environmental Findings

- A. On April 8, 2014, the City of Biggs, as Lead Agency, prepared a Draft Environmental Impact Report and certified the Final Environmental Impact Report for the City of Biggs 2030 General Plan and adopted Findings of Fact and a Statement of Overriding Considerations (City of Biggs Resolution Number 2014-06).
- B. The Commission has reviewed and considered the Draft and Final Environmental Impact Reports for the City of Biggs 2030 General Plan, which includes an analysis of the proposed City of Biggs Sphere SOI amendment. The Final Environmental Impact Report consists of the following:
 - (1) Revisions to the Draft Environmental Impact Report prepared by the City of Biggs as Lead Agency.
 - (2) A list of persons, organizations and public agencies commenting on the Draft Environmental Impact Report
 - (3) Comments received by the City of Biggs on the Draft Environmental Impact Report either verbatim or in summary.
 - (4) Responses to the comments received on the Draft Environmental Impact Report.
- C. The Commission certifies that it has held a duly noticed public hearing and heard testimony and received written comments from affected agencies at a noticed public hearing and has responded to those comments.
- D. The Commission affirms the Final Environmental Impact Report for the City of Biggs 2030 General Plan and finds that in accordance with CEQA Guidelines Section 15090, the Final Environmental Impact Report for the proposed Sphere of Influence Plan has been completed in compliance with CEQA and was presented to the Commission and the Commission reviewed and considered the information contained in the Final Environmental Impact Report and comments on the Final Environmental Impact Report prior to approving the project.
- E. In accordance with CEQA Guidelines Section 15090, the Final Environmental Impact Report reflects the Lead Agency's independent judgment and analysis.
- F. The implementation of the City of Biggs 2030 General Plan and the proposed Sphere of Influence Plan will not have a significant effect on the environment in regards to Aesthetics and Visual Resources, Biological Resources, and Land Use, as identified in Section 4.0 (No Environmental Impacts) of the *Findings of Fact and*

RESOLUTION NO. 05 2015/16

Statement of Overriding Considerations adopted by the City of Biggs for the City's 2030 General Plan.

- G. The implementation of the City of Biggs 2030 General Plan and the proposed Sphere of Influence Plan will result in less than significant environmental impacts without the need for mitigation measures in regards to Aesthetics and Visual Resources, Agricultural Resources, Air Quality, Biological Resources, Cultural and Paleontological Resources, Geology and Soils, Hazards and Hazardous Materials, Hydrology and Water Quality, Land Use, Noise, Population and Housing, Public Services and Utilities, and Transportation and Circulation as identified in Section 5.0 (Less than Significant Environmental Impacts) of the *Findings of Fact and Statement of Overriding Considerations* adopted by the City of Biggs for the City's 2030 General Plan.
- H. The implementation of the City of Biggs 2030 General Plan and the proposed Sphere of Influence Plan will have a significant effect on the environment in certain respects, but for which no feasible mitigation is available to reduce the impacts, as identified in the Final EIR and in Section 6.0 (Significant and Unavoidable Environmental Impacts) of the *Findings of Fact and Statement of Overriding Considerations* adopted by the City of Biggs.
- (1) With respect to the significant, unavoidable impacts detailed in the Final Environmental Impact Report and in Section 6.1 (Agricultural Resources) of the *Findings of Fact and Statement of Overriding Considerations* adopted by the City of Biggs, and found to be relevant to the Commission's action and based on the information set forth in the Final Environmental Impact Report and in the *Findings of Fact and Statement of Overriding Considerations*, the Commission finds and determines that:
- (a) Based on the Draft EIR, the Final EIR, and the whole of the record, the proposed project would result in significant and unavoidable impacts to agricultural resources (loss of and conversion of agricultural land) and that specific economic, legal, social, technological, or other considerations make infeasible the mitigation measures or project alternatives identified in the Final EIR. The Land Use Element and the Conservation, Open Space and Recreation Element of the City of Biggs' 2030 General Plan contains programs and policies aimed at protecting existing agricultural lands and uses. However, these policies would not prevent the conversion of agricultural land to urban uses and cannot reduce the impacts to a level that is less than significant. A certain level of mitigation will be provided by implementation of the policies and programs identified in the Land Use Element and the Conservation, Open Space and Recreation Element and in the Final EIR. There are no feasible mitigation measures or project alternatives that will reduce the impacts to a less than significant level.
- I. Statement of Overriding Considerations: Pursuant to Section 15093 of the CEQA Guidelines, the Commission finds that the economic and social benefits of the

RESOLUTION NO. 05 2015/16

proposed project documented in the City of Biggs 2030 General Plan, the Final Environmental Impact Report, the City of Biggs 2030 General Plan Findings of Fact and Statement of Overriding Considerations, and the Sphere of Influence Plan, such as expanding the housing opportunities and economic growth opportunities in the City of Biggs, outweigh the adverse impacts of the conversion of prime agricultural land, an impact which cannot be eliminated or reduced to a level that is less than significant and which is unavoidable as the City grows.

- J. A categorical exemption has been issued pursuant to the provisions of the California Environmental Quality Act (CEQA) indicating that the Municipal Service Review Update for the City of Biggs is categorically exempt from CEQA and such exemption was adopted by this Commission on December 3, 2015; and

Section 2. Findings for Adoption of the Sphere of Influence Amendment

- A. The Commission has considered the factors determined by the Commission to be relevant to this proposal, including, but not limited to, Sphere of Influence and General Plan consistency, and other factors specified in Government Code Sections 56425 and 56428 and as described in the Public Review Draft MSR and SOI Plan and in the staff report dated November 23, 2015, for the meeting of December 3, 2015, in that:
 - (1) The Commission has considered the present and planned land uses in the area, including agricultural and open space lands as described in the Butte County General Plan Land Use and Agricultural Elements and the City of Biggs 2030 General Plan Land Use Element and the Conservation, Open Space and Recreation Element.
 - (2) The Commission has considered the present and probable need for public facilities and services in the SOI area as described in the City of Biggs SOI Plan and the City of Biggs 2030 General Plan.
 - (3) The Commission has considered the present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide as described in the updated City of Biggs Municipal Service Review, the SOI Plan, and the City of Biggs 2030 General Plan.
 - (4) The Commission has considered the existence of any social or economic communities of interest in the area and received as testimony in public hearings.
 - (5) The Commission has considered the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.
 - (6) The Commission has considered the conversion of prime agricultural lands as constituent of the Final Environmental Impact Report and through the

RESOLUTION NO. 05 2015/16

adoption of Overriding Considerations Findings in Section 1.1 of this resolution.

Section 3. Terms and Conditions adopted by LAFCo

Pursuant to its authority under Part 2, Chapter 4 of the Cortese-Knox Local Government Reorganization Act of 2000, Butte LAFCo incorporates the following terms and conditions into the Sphere Plan for the City of Biggs:

1. All Commission fees must be paid in full prior to the new sphere of influence becoming effective.
2. LAFCo will apply a heightened level of review when considering proposals for changes of organization (such as an annexation) that are likely to result in the conversion of prime agricultural/open space land use to other uses. Only if the Commission finds that the proposal will lead to planned, orderly, and efficient development, will the Commission approve such a conversion.
3. The Commission has accepted and affirmed the Final Environmental Impact Report for the City of Biggs 2030 General Plan, which is a general policy level action intended to provide a broad discussion of growth boundaries and potential impacts. The City should not expect to solely rely on the 2030 General Plan Final Environmental Impact Report to support or mitigate all project specific impacts identified during the annexation process.

WHEREAS, the Sphere of Influence Plan determinations for the City of Biggs are made in conformance with Government Code Section 56425 and local Commission policy and are included in Attachment B to this Resolution; and,

WHEREAS, based on presently existing evidence, facts, and circumstances considered by this Commission, including the findings as outlined above, the Commission adopts written determinations as set forth. The Commission adopts the SOI Plan for the City of Biggs and updates the sphere of influence for the City of Biggs by adding 149 parcels totaling approximately 1,815 acres, to the City's SOI and removing 7 parcels totaling approximately 37 acres, from the City's SOI, as depicted in Figure 4-1 of the SOI Plan, adopted by the Commission on December 3, 2015; and,

NOW, THEREFORE, BE IT RESOLVED, that pursuant to powers provided in §56430 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, the Local Agency Formation Commission of the County of Butte adopts the Municipal Service Review Update for the City of Biggs, dated December 3, 2015. Furthermore, pursuant to powers provided in §56425, the Commission adopts the SOI Plan for the City of Biggs and updates the existing sphere of influence for the City of Biggs, as depicted on Figure 4-1 of the City of Biggs SOI Plan, adopted by the Commission on December 3, 2015.

RESOLUTION NO. 05 2015/16

PASSED AND ADOPTED by this Local Agency Formation Commission of the County of Butte, on the 3rd day of December 2015 by the following vote:

AYES: Commissioners Lotter, Duncan, Lando, Busch, Lambert and Chair Leverenz

NOES: None

ABSENT: Commissioner Connelly

ABSTAINS: None

ATTEST:


Clerk of the Commission


CARL LEVERENZ, Chair
Butte Local Agency Formation Commission

SECTION 4.2 - SUMMARY OF ADOPTED MSR DETERMINATIONS FOR THE CITY OF BIGGS

MSR SECTION 2.0 - GROWTH AND POPULATION

Determination 2-1 Population Growth:

The population of the City is expected to grow slowly with a growth rate of approximately 2.95% annually for the foreseeable future.

Determination 2-2 Housing Unit Growth:

The housing stock within the City is expected to grow slowly with an average annual growth rate of approximately 2.95% for the foreseeable future.

Determination 2.3 Capacity to Accommodate Growth:

Based on anticipated future growth rates, the City will not have enough vacant residentially zoned land to accommodate growth within the current city boundaries by 2021.

Determination 2-4 Growth Plan:

Growth is primarily expected to occur south and east of the city with a large portion of residential development within the Area of Concern. Residential growth to the west is significantly restricted by incompatibility with agricultural uses and land use designations and, as such, the City adopted an Urban Growth Boundary Line to restrict City expansion in that area.

Determination 2-5 Annexation:

The City annexed one property during the 2009 to 2015 time period.

Determination 2-6 Regional Housing Needs Allocation:

The City's current capacity for new housing units exceeds the 2014-2022 Regional Housing Needs Allocation. However, to meet this need, the use of underutilized land was required as there was not an adequate supply of available vacant land.

MSR SECTION 3.1 – DOMESTIC WATER

Determination 3.1-1 Development Impact Fees:

The City requires the payment of a water system development impact fee to assist in the development of water system infrastructure as needed.

Determination 3.1-2 Facilities:

With the completion of the nine priority projects from the Water Master Plan, the City's water infrastructure system and facilities are adequate to accommodate future growth.

Determination 3.1-3 Storage:

The City's storage capacity is undersized for a water system of its size without additional well production capacity. However, the two main wells have been refurbished to pump "on demand" with variable speed drive units on the wells making additional storage unnecessary in the near term.

MSR SECTION 3.2 - WASTEWATER

Determination 3.2-1 Capacity:

The City currently has the capacity to collect and treat the wastewater produced within its existing boundaries. Assuming an annual growth rate of 2.95 percent, the City will need more WWTP capacity by 2030. However, future collection capacity requirements are ensured by City oversight during the permitting process for significant developments. The City's wastewater treatment plant has the capacity to expand by 35% to handle more growth and will be expanded in the future when required.

Determination 3.2-2 Facilities:

The City's wastewater collection system requires significant rehabilitation; however, the City's wastewater treatment plant is in good condition and has existing unused capacity as well as expansion capability.

Determination 3.2-3 Facilities Expansion/Upgrades:

There are no wastewater treatment plant expansions planned for the near future. The City has recently embarked upon a two-phase WWTP Enhancement Project, which will bring the effluent discharge into compliance with waste discharge requirements. Phase I of this enhancement project is nearly complete and Phase II is under way.

Determination 3.2-4 Development Impact Fees:

The City requires the payment of a wastewater system development impact fee to assist in the development of wastewater infrastructure as needed.

MSR SECTION 3.3 - STORM DRAINAGE/IRRIGATION

Determination 3.3-1 Existing Facilities:

The City has completed a number of improvements to the storm drainage system, and flooding due to storm drain backups has been alleviated.

Determination 3.3-2 Existing Conditions and Facilities:

The City of Biggs's stormwater collection system discharges to sloughs and open drainage ditches located at the perimeter of the city. The ditches are maintained by RD 833. The ditches were designed to convey agricultural, rather than urban, stormwater flows.

Determination 3.3-3 Growth:

Growth-induced drainage infrastructure needs are addressed by City requirements for development to install drainage infrastructure to prevent increases in peak flow discharges.

Determination 3.3-4 Infrastructure Needs and Deficiencies:

The existing storm drainage system in the city is adequate to provide a reasonable level of service to city residents; however, the City's Storm Water Master Plan is in need of an update.

Determination 3.3-5 Development Impact Fees:

The City requires the payment of a storm drainage development impact fee to assist in the development of storm drain infrastructure as needed.

Determination 3.3-6 Existing Conditions and Facilities:

The district's drainage systems are constrained in their discharge of peak flows and subject to backup conditions due to lack of downstream discharge waterways also used for flood control purposes.

Determination 3.3-7 Growth:

Agriculture in the western portion of the RD 833 service area is a stable land use. However, future growth in the area could negatively affect the capacity to provide services, given RD 833's limited infrastructure and financing.

Determination 3.3-8 Facilities:

RD 833 facilities are generally well-maintained, albeit within a severely restricted budget that does not allow for significant contingencies.

Determination 3.3-9 Conveyors/Detention Facilities:

RD 833 is part of a multi-district maintenance agreement with Butte Slough Irrigation District, Butte Creek Drainage District, and Drainage Districts Nos. 100 and 200 for shared maintenance of Butte Creek and Moulton Cut. Additionally, the district maintains a 720-acre drainage management area in the Butte Sink area located in Sutter County, and includes the RD 833 weir.

Determination 3.3-10 Capacity:

RD 833 infrastructure is not able to accommodate any increase in peak flow. Submittal of all future development proposals to the appropriate local government jurisdiction (city) will ensure that post-project peak flow conditions do not exceed pre-project conditions in accordance with RD 833 engineered drainage plans.

MSR SECTION 3.4 - ROADWAYS

Determination 3.4-1 Existing Conditions and Facilities – LOS:

The most current comprehensive traffic study was completed in 2013 for the 2014 General Plan. Substantial growth would need to occur in the city and surrounding area to raise the level of service to unacceptable for the City of Biggs.

Determination 3.4-2 Existing Conditions and Facilities – Roadway Conditions:

The most current Pavement Management Program (PMP), completed in 2005, has reached its designated life span. An updated PMP should be completed.

Determination 3.4-3 Development Impact Fees:

The City requires the payment of a transportation development impact fee to assist in the development of roadway infrastructure as needed.

Determination 3.4-4 Funding:

Currently, funding for roadways is considered to be inadequate for long-term improvements. Additional funding sources such as an increase in roadway impact fees may become necessary to provide for future development.

Determination 3.4-5 Future Roadway Planning:

The City does not currently have a Capital Improvement Plan (CIP). CIPs are a valuable planning tool for City staff and the City should prioritize the creation of a CIP so that City staff and affected and/or interested agencies have a basis for evaluating the City's ability to manage growth.

MSR SECTION 3.5 – LAW ENFORCEMENT

Determination 3.5-1 Existing Conditions and Facilities:

The Gridley-Biggs Police Department provides police protection and animal control services to the cities of Biggs and Gridley. The department is currently meeting desired levels of service through the existing contract between the two municipalities.

Determination 3.5-2 Infrastructure Needs:

New development west of the railroad tracks may increase the need for an overpass or additional police substation so officers can get from one side of town to the other during emergencies when trains go through the city.

Determination 3.5-3 Service Levels:

The current staffing levels are adequate; however, with new development beyond the year 2020, additional personnel and facilities will be needed.

Determination 3.5-4 Development Impact Fees:

The City monitors development impact fees to ensure adequate funding is available for future PD staffing and facilities needs.

MSR SECTION 3.6 – FIRE PROTECTION

Determination 3.6-1 Existing Conditions and Facilities:

The City is the authorized fire protection service provider and the City has contracted out fire services to the State of California (CAL FIRE). Current staffing and equipment at the Biggs Fire Station, which are both owned by Butte County, is adequate.

Determination 3.6-2 Mutual Aid Agreements:

The mutual aid agreements that exist between the City of Biggs, CAL FIRE, the U.S. Forest Service, and other surrounding local government agency fire departments provide for the fire protection needs of the community and surrounding jurisdictions.

Determination 3.6-3 Staffing:

The Biggs Fire Station is currently adequately staffed. Additional staff will be necessary to accommodate future growth of the city and expansion of the city limits. Increased staffing is addressed through the City's budgeting process.

Determination 3.6-4 Facilities and Equipment:

The existing Biggs Fire Station facilities are adequate; however, increased future growth will require additional equipment and staffing.

Determination 3.6-5 Development Impact Fees:

The City requires the payment of a fire protection development impact fee to assist in the development of fire facilities as needed.

Determination 3.6-6 Department Constraints:

The City and department need to work together to determine future staffing and equipment needs and revise a plan to ensure that funding is available to meet the City's future needs, which may include increasing development impact fees for fire.

MSR SECTION 3.7 – PARKS AND RECREATION

Determination 3.7-1 Infrastructure Needs and Deficiencies:

The facility needs for future parks are identified in terms of ratios of park acreage to population rather than as a list of specific projects. The City currently meets its parkland to population ratio standards established in the General Plan. Based on a projected annual growth of 2.95 percent, as established in Table 2.0-2, a total of 16.68 acres of parkland will be required to serve the 2035 population.

Determination 3.7-2 Financing, Rate Restructuring Constraints and Opportunities:

The City has adopted an ordinance to require the dedication of land or payment of an in-lieu fee to provide park and recreation facilities as a requirement of new residential and commercial development. The City needs to plan for capital facilities improvements for park facilities, prioritizing needs according to community demographics and preferences. If a policy for reserves has not been established, such a policy should be adopted.

Determination 3.7-3 Management Efficiencies/Cost Avoidance, and Facility-Sharing Opportunities:

The Public Works Department has an adequate management structure, adequate staffing, and adequate use of cost minimization strategies.

Determination 3.7-4 Local Accountability:

The City provides the public with adequate information and opportunity for input and involvement in City government. The Public Works Department ensures that parks and recreation issues are given adequate attention in public outreach and in public hearings.

Determination 3.7-5 Government Structure:

The City's boundaries are adequate for the parks and recreation services provided.

MSR SECTION 3.8 – Solid Waste

Determination 3.8-1 Existing Conditions and Facilities:

Waste Management provides solid waste and recycling services to the City of Biggs. The recycling services of Waste Management, mandated by regulatory agencies, will reduce the amount of solid waste sent to the landfill.

Determination 3.8-2 Infrastructure Needs and Deficiencies:

Remaining capacity in the Neal Road Landfill is sufficient to accommodate the anticipated growth in the City of Biggs.

MSR SECTION 3.9 – ELECTRICITY

Determination 3.9-1 Infrastructure Needs and Deficiencies:

Electricity service and capacity are adequate to serve current customers.

Determination 3.9-2 Anticipated Demand and Planned Improvements:

The existing electric system is considered adequate to serve up to 200 new dwelling unit equivalents (DUEs) as of May 2015.

Determination 3.9-3 Anticipated Demand and Planned Improvements:

The City will need a new substation to serve future growth. New development shall pay its fair share percentage for the new substation.

Determination 3.9-4 Facilities:

The City should adopt an action plan prior to any significant expansion to the City's current boundaries to ensure electrical services are available to new residents.

MSR SECTION 4.1 – FINANCING AND RATE RESTRUCTURING

Determination 4.1-1 Historic Performance and Existing Fiscal Status:

Past MSR analysis revealed a shortfall in City funds. However, this appears to have been rectified and the City is in a good financial position.

Determination 4.1-2 Historic Performance and Existing Fiscal Status:

The required expansion of the WWTP has added a large debt to the City's financial structure. However, increased sewer fees as well as acceptable loan terms negated the burden of this necessary improvement. Overall, the City has met its critical objectives, including preservation of the City's fiscal solvency.

Determination 4.1-3 Overview of Existing Rates and Fees:

The City sets rates and fees for planning and public works services; police, animal control, and fire services; impounded vehicles; licensing; parking violations; annexation; and solid waste, electric, sewer, water connection, and usage fees. All other services (e.g., natural gas, cable) are provided by existing providers whose rates are established through mechanisms that are not governed by the City. If and when the City ultimately assumes jurisdiction of areas in the SOI, the City would set the standard rates and fees in these incorporated areas for services provided by the City.

Determination 4.1-4 Development Impact Fees:

The City has been proactive in ensuring the long-term stability of its financial position and appropriate fees and rates, including a development impact fee mechanism so that new development pays for infrastructure.

Determination 4.1-5 Opportunities for Rate/Fee Restructuring:

The City of Biggs fee schedule is subject to periodic comprehensive revisions and updates.

Determination 4.1-6 Proposition 218:

Proposition 218 is not a factor in limiting the City's ability to provide services. Proposition 218 does not apply to an electrical utility, which is a demand-based utility service.

MSR SECTION 4.2 – MANAGEMENT PRACTICES AND EFFICIENCY

Determination 4.2-1 Management Practices:

The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner.

Determination 4.2-2 Administrative Services:

The City of Biggs governmental structure contains all of the appropriate administrative departments to properly manage and provide services to a municipality. Due to the small size of the community and relatively low demand placed on government services, the various administrative departments have utilized individuals on a contract basis in order to provide adequate services.

Determination 4.2-3 Cost Avoidance Measures:

The City of Biggs and the various departments utilize an appropriate variety of cost avoidance measures including purchase of pooled insurance, citizen volunteers, interdepartmental staff resource sharing, decentralized operations, mutual aid agreements, information sharing, and grants.

Determination 4.2-4 Cost Efficiency:

The City of Biggs's annual budget process provides the City with an ongoing mechanism to evaluate efficiencies and explore cost avoidance opportunities to bridge the projected gap between revenues and expenditures.

Determination 4.2-5 Impact Fees:

Development impact fees can be charged to match the actual costs of the infrastructure necessary to serve new development.

Determination 4.2-6 Shared Facilities:

The City of Biggs and the various departments utilize an appropriate variety of facilities sharing opportunities including accommodation of all departments in the City Hall building, except for Planning/Code Enforcement, Fire, and Public Works.

MSR SECTION 4.3 – GOVERNMENT STRUCTURE AND LOCAL ACCOUNTABILITY

Determination 4.3-1 Responsible Government:

The City of Biggs is responsible for governance within its incorporated boundaries. Actions of the City Council, including opportunities for public involvement and public hearing, are regulated in accordance with the Brown Act, other applicable statutes and regulations, and City procedures.

Determination 4.3-2 Public Involvement:

There are sufficient opportunities for local (public) involvement in City activities, and information regarding the City is readily available to members of the public. Agendas and documents for City Council meetings are made available to the public in a timely manner. The City maintains accountability and compliance in its governance, and public meetings appear to be held in compliance with Brown Act requirements.

Determination 4.3-4 Future City Staffing:

As a municipality, the City of Biggs is structured to meet the needs and expectations of urban/suburban levels of development. Significant growth in city territory will result in the need for additional City staffing.

SECTION 4.3 - SUMMARY OF ADOPTED SOI DETERMINATIONS FOR THE CITY OF BIGGS

SOI DETERMINATION 3-1.A: PRESENT AND PLANNED LAND USE	
	<i>Within the City of Biggs jurisdictional boundaries and the existing SOI boundary the predominant land use type is residential, representing 63.4 percent and 68.7 percent, respectively.</i>

SOI DETERMINATION 3-1.B: PRESENT AND PLANNED LAND USE	
	<i>There are limited infill and redevelopment opportunities within the City of Biggs current jurisdictional boundaries and existing Sphere of Influence. The City of Biggs will require additional area outside of their existing SOI to accommodate future population growth. The updated SOI will also facilitate the expansion of the City of Biggs jurisdictional boundaries out to State Highway 99, where commercial, multi-family, and mixed uses are proposed to be located.</i>

SOI DETERMINATION 3-1.C: PRESENT AND PLANNED LAND USE	
	<i>The City of Biggs General Plan designates the parcels within the updated SOI for various types of land uses, including residential use, commercial uses, industrial uses, and agricultural uses. The Special Planning Districts identified in the City's General Plan will introduce more mixed-use zoning and provide potential for future growth and development in the city. These efforts at mixed use zoning will help mitigate the premature conversion of agricultural lands.</i>

SOI DETERMINATION 3-1.D: PRESENT AND PLANNED LAND USE	
	<i>The City of Biggs serves an important role by providing municipal services within its existing jurisdictional boundaries. Uses within the City's existing and updated SOI consists primarily of low to high density residential uses, along with public recreation uses, commercial/industrial uses, and agricultural uses. Large portions of the City of Biggs' existing and proposed SOI is designated by the City's General Plan for relatively high levels of development, which will require municipal services to fully implement the City's General Plan. Considering the existing and planned land uses in the area, the City of Biggs is the logical agency to provide urban services to accommodate the planned growth.</i>

SOI DETERMINATION 3-1.E: PRESENT AND PLANNED LAND USE - SPECIAL STUDY AREAS

Two portions of the City of Biggs' updated Sphere of Influence are designated as Special Study Areas pursuant to Butte LAFCo Policy 3.1.10. The Special Study Area designations are consistent with the Biggs-Gridley Area of Concern and denotes that these areas would benefit from City services at some point and would be considered likely areas for annexation into the City of Biggs at some future date. Annexation of the Special Study Areas area to the City of Biggs cannot occur until the Commission removes the special study area designation and assigns a specific sphere category to the area based on anticipated service demands.

SOI DETERMINATION 3-1.F: PRESENT AND PLANNED LAND USE – AGRICULTURAL USES

Prime agricultural lands and agricultural uses are found within the City's updated SOI. A large percentage of the agricultural uses in the City's updated SOI are located within the boundaries of the Biggs-Gridley Area of Concern, which has been identified as the logical growth area for the Cities of Biggs and Gridley. The City of Biggs General Plan designates approximately 905 acres of the updated SOI for various types of agricultural uses.

SOI DETERMINATION 3-1.G: PRESENT AND PLANNED LAND USE – AGRICULTURAL USES

To address the loss of prime agricultural lands due to annexation to the City of Biggs, the LAFCo review process will include a project-specific assessment of the loss of prime farmland and determine appropriate mitigation measures (type and amount). LAFCo will consider Butte LAFCo's Policies regarding the conversion of prime farmland and will consider the City's adopted policies and programs that provide for mitigating the loss of prime farmland within its sphere of influence.

SOI DETERMINATION 3-1.H: PRESENT AND PLANNED LAND USE – WILLIAMSON ACT CONTRACTS

LAFCo has considered the presence of contracted Williamson Act lands within the City's current and updated Sphere of influence. The updated City of Biggs Sphere of Influence does not contain any Williamson Act lands.

SOI DETERMINATION 3-2.A: PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES

The areas within the City of Biggs's updated Sphere of Influence will require enhanced municipal services to meet the service demands of new urban development allowed under the City's General Plan and consistent with the services provided to current City residents.

SOI DETERMINATION 3-2.B: PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES

The City of Biggs has adequate capacity to provide services to the residents of the City now in the future.

SOI DETERMINATION 3-3.A: PRESENT AND FUTURE CAPACITY OF FACILITIES

The City generally exhibits characteristics of an effectively managed local government albeit the City's financial ability is currently constrained following many years of economic stagnation at all levels of government. The City has taken the appropriate steps to resolve its financial problems yet still provide acceptable levels of city services as determined by the elected City Council.

SOI DETERMINATION 3-3.B: PRESENT AND FUTURE CAPACITY OF FACILITIES

Currently, the City has the capacity to provide public services to residents and commercial/industrial customers within its city limits. However, approval of the SOI Update, which includes adding additional area to the City's SOI, will necessitate that the City budget and plan for future infrastructure and service needs prior to annexing any area within the SOI. Upon future annexation, the City will be required to provide proof of capability to deliver police and fire protection, storm water and drainage, wastewater, domestic water, code enforcement, traffic and roads, streetlights, and all other services provided by the City.

SOI DETERMINATION 3-3.C: PRESENT AND FUTURE CAPACITY OF FACILITIES

The City will be able to provide services to new development within the updated SOI and continue to provide services to existing residents provided that the policies and standards contained in the City's General Plan are implemented when considering annexations and development projects.

SOI DETERMINATION 3-4.A: SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST

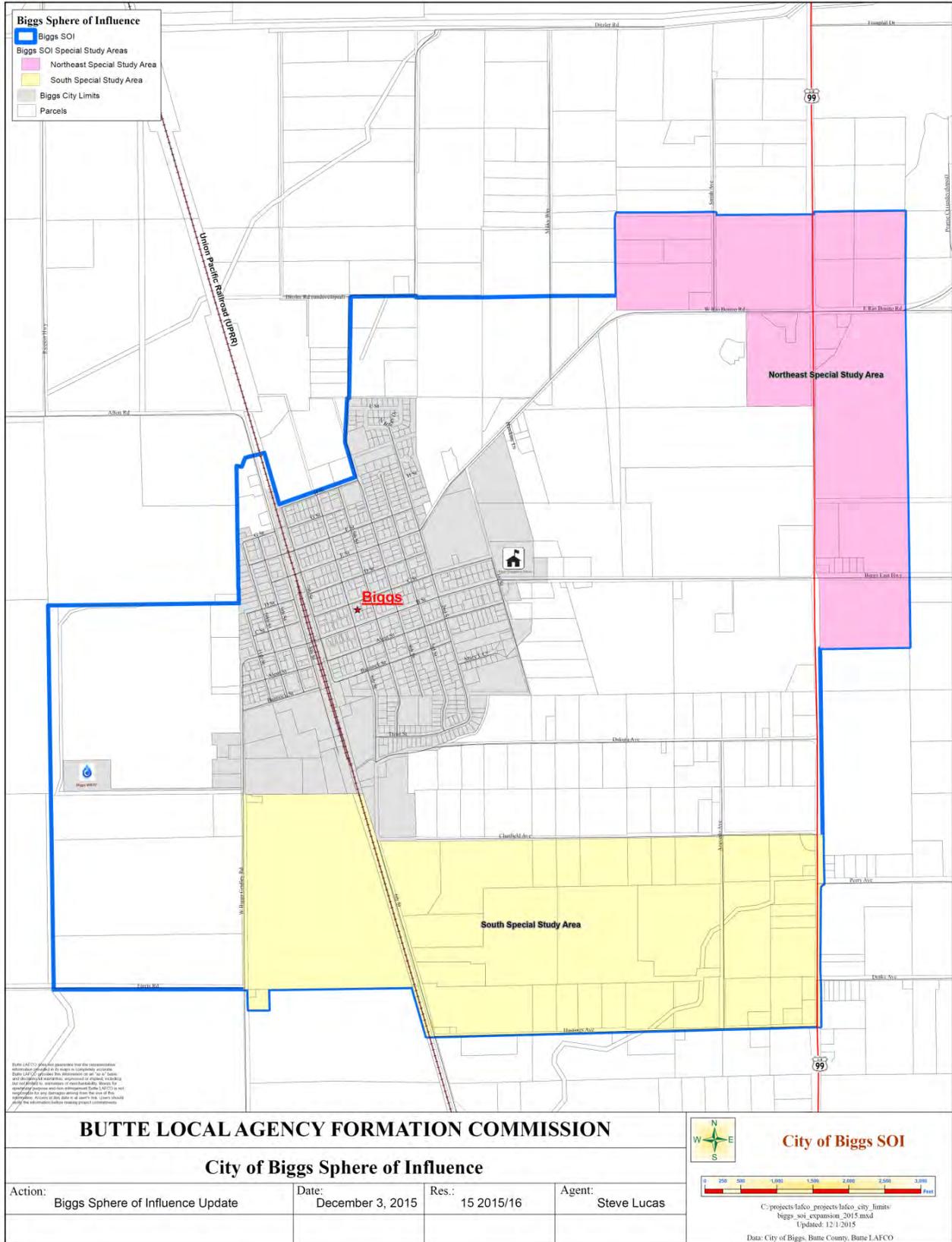
The social and economic communities within the City of Biggs existing sphere of influence include the City of Biggs and the surrounding unincorporated parcels. The area proposed to be added to the City's SOI has established substantive social and economic ties with the City of Biggs region.

SOI DETERMINATION 3-5.A: THE PRESENT AND PROBABLE NEED FOR THOSE PUBLIC FACILITIES AND SERVICES OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN THE EXISTING SPHERE OF INFLUENCE

Portions of the City of Biggs' existing and proposed SOI are identified as a disadvantaged unincorporated community (DUC). The disadvantaged unincorporated communities within the City's SOI will require City municipal services to facilitate new development and redevelopment. Therefore, there is a present and probable need for City municipal services within the areas designated as disadvantaged unincorporated communities in the City of Biggs' updated SOI.

Prior to future annexations documentation as to the presence of disadvantaged unincorporated communities adjacent to, or nearby, an annexation proposal shall be submitted to LAFCo for its evaluation and possible action.

Section 4.4 - Figure 4-1: Adopted SOI Boundary for the City of Biggs



5.0 ACRONYMS AND DEFINITIONS

TERM	DEFINITION
Annexation	The inclusion, attachment, or addition of a territory to a city or district.
BCAG	Butte County Association of Governments
Board of Directors	The legislative body or governing board of a district.
CEQA	The California Environmental Quality Act (CEQA) is intended to inform governmental decision-makers and the public about potential environmental effects of a project, identify ways to reduce adverse impacts, offer alternatives to the project, and disclose to the public why a project was approved. CEQA applies to projects undertaken, funded, or requiring issuance of a permit by a public agency.
CIP	Capital Improvement Program. A plan for expenditures taking into consideration the fundamental strategic goals for a utility system, including growth, expansion, renewal and replacement, regulatory compliance, and stakeholder service needs.
City	Any charter or general law city, including any city the name of which includes the word "town."
CKH	The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.
Collection System	The first element of a wastewater collection system used to collect and carry wastewater from one or more building sewer laterals to a main sewer.
Cost Avoidance	Actions to eliminate unnecessary costs derived from, but not limited to, duplication of service efforts, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities, overlapping/inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.
Development	Any construction activity or alteration of the landscape, its terrain, contour, or vegetation, including the erection or alteration of single or multiple structures and any grading.
District or Special District	An agency of the state, formed pursuant to general law or special act, for the local performance of governmental or proprietary functions within limited boundaries. "District" or "special district" includes a county service area.

TERM	DEFINITION
Enabling Legislation	Legal statute authorizing the creation of the agency or district considered.
Enterprise Fund	Services for which a city charges customers a fee. Cities can use enterprise funds to account for its sewer, electric, and non-major (water and solid waste funds. Enterprise funds are the same as its business-type activities, but provide more detail and additional information.
Environmental Impact Report (EIR)	A report on the effect of a proposed development proposal or other major action that could significantly affect the environment. The report consists of an inventory of existing environmental conditions, projected impacts of development, and mitigation for significant adverse impacts. A general plan EIR is necessarily more general, or programmatic, than a site-specific EIR.
Excessive Infiltration/Inflow	The quantities of infiltration/inflow that are less costly to remove by sewer system rehabilitation than to transport and treat at the receiving facility, when both capital costs of increased sewerage facilities capacity and resulting operating costs are included.
Formation	The formation, incorporation, organization, or creation of a district.
Function	Any power granted by law to a local agency or a county to provide designated governmental or proprietary services or facilities for the use, benefit, or protection of all persons or property.
Functional Revenues	Revenues generated from direct services or associated with specific services, such as a grant or statute, and expenditures.
FY	Fiscal year
General Plan	A jurisdiction's constitutional document regarding its future development. The general plan is a legal document, with supporting maps and diagrams, required of each local agency by the California Government Code Section 65301. In California, the general plan has seven mandatory elements (circulation, conservation, housing, land use, noise, open space, and public safety) and may include any number of optional elements the jurisdiction deems important.
General Revenues	Revenues not associated with specific services or retained in an enterprise fund.
gpd	Gallons per day

TERM	DEFINITION
Independent Special District	Any special district having a legislative body all of whose members are elected by registered voters or landowners within the district, or whose members are appointed to fixed terms, and excludes any special district having a legislative body consisting, in whole or in part, of ex officio members who are officers of a county or another local agency or who are appointees of those officers other than those who are appointed to fixed terms. "Independent special district" does not include any district excluded from the definition of district contained in §56036.
Infrastructure Needs and Deficiencies	The term "infrastructure" is defined as public services and facilities, such as water supply systems, other utility systems, and roads (General Plan Guidelines). Any area needing or planned for service must have the infrastructure necessary to support the provision of those services. The term "infrastructure needs and deficiencies" refers to the status of existing and planned infrastructure and its relationship to the quality and levels of service that can or need to be provided.
Interested Agency	Each local agency, which provides facilities or services in the affected territory that a subject agency would provide.
LAFCo	Local Agency Formation Commission. A state mandated local agency that oversees boundary changes to cities and special districts, the formation of new agencies including incorporation of new cities, and the consolidation of existing agencies. The broad goals of the agency are to ensure the orderly formation of local government agencies, to preserve agricultural and open space lands, and to discourage urban sprawl.
Local Accountability and Governance	The term "local accountability and governance" refers to public agency decision making, operational and management styles that include an accessible staff, elected or appointed decision-making body and decision making process, advertisement of, and public participation in, elections, publicly disclosed budgets, programs, and plans, solicited public participation in the consideration of work and infrastructure plans; and regularly evaluated or measured outcomes of plans, programs or operations and disclosure of results to the public.
Local Agency	A city, county, or special district or other public entity, which provides public services.

TERM	DEFINITION
Management Efficiency	The term "management efficiency" refers to the organized provision of the highest quality public services with the lowest necessary expenditure of public funds. An efficiently managed entity (1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel, and customer service and involvement, (2) has the ability to provide service over the short and long term, (3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service, (4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances, (5) and maintains adequate contingency reserves.
Municipal Services	The full range of services that a public agency provides, or is authorized to provide, except general county government functions such as courts, special services and tax collection. As understood under the CKH Act, this includes all services provided by special districts under California law.
Municipal Service Review (MSR)	A study designed to determine the adequacy of governmental services being provided in the region or sub-region. Performing service reviews for each city and special district within the county may be used by LAFCO, other governmental agencies, and the public to better understand and improve service conditions.
Non-Enterprise Activity	A non-enterprise activity, such as fire protection, is an activity that has an accounting system organized on a governmental fund basis.
Overlapping Territory	Territory which is included within the boundaries of two or more districts or within one or more districts and a city or cities.
Planning Area	All land within the city limits, land within the City's designated Sphere of Influence (SOI), and other land in unincorporated Butte County outside of these boundaries which, in the City's judgment, relates to the City's planning efforts. Policy. A statement that guides decision-makers in reviewing development proposals and making other decisions.
Prime Agricultural Land	An area of land that has not been developed for a use other than agriculture and meets certain criteria related to soil classification or crop and livestock carrying capacity.

TERM	DEFINITION
Principal act	The sections of state law under which authority a district was formed and now operates. The Cortese-Knox-Hertzberg Local Government Reorganization Act provides for formation process, but is not the principal act under which districts operate. An example of a principal act is the Recreation and Park District Law, commencing with Section 5780 of the Public Resources Code.
Public Agency	The state or any state agency, board, or commission, any city, county, city and county, special district, or other political subdivision, or any agency, board, or commission of the city, county, city and county, special district, or other political subdivision.
Sanitary Sewer System	A wastewater collection system designed to carry sanitary sewage, consisting solely of domestic, commercial, and industrial wastewater, and to which storm water, surface water and groundwater are not intentionally admitted.
Service	A class established within, and as a part of, a single function, as provided by regulations adopted by the commission pursuant to CKH Chapter 5 (commencing with §56821) of Part 3.
Service Review	A study and evaluation of municipal service(s) by specific area, sub-region or region culminating in written determinations regarding nine specific evaluation categories.
Special District	A local governmental agency formed pursuant to general law of the state or special act of the Legislature.
Sphere of influence (SOI)	A plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCo.
Sphere of Influence Determinations	In establishing a sphere of influence, the Commission must consider and prepare written determinations related to present and planned land uses, need and capacity of public facilities, and existence of social and economic communities of interest.
Stakeholder	Refers to LAFCOs, members of the public, affected and interested agencies, and other entities interested in, and affected by, service(s) being reviewed.
Subject agency	Each district or city for which a change of organization is proposed or provided in a reorganization or plan of reorganization.
WWTF	Wastewater treatment facility. A facility containing a series of tanks, screens, filters, and other processes by which pollutants are removed from water.
Zoning	The primary instrument for implementing the general plan. Zoning divides a community into districts or "zones" that specify the permitted/prohibited land uses.

6.0 REFERENCES

Butte County. Butte County General Plan 2030, October 26, 2010.

_____. 2012. Butte County Zoning Ordinance, November 6, 2012.

_____. 2010. Butte County General Plan 2030, Draft and Final EIR, October 26, 2010.

Butte County Association of Governments (BCAG). 2006. Butte Regional Growth Projections 2006–2030.

Butte LAFCo. 2010. Operations Manual, Policies and Procedures. Revised May 6, 2010.

_____. 2008. Municipal Service Review for the City of Biggs. November 6, 2008.

_____. 1985. Gridley-Biggs Area Sphere of Influence Study. Prepared by J. Laurence Mintier and David Wade. March 1985.

City of Biggs. 2030 General Plan and General Plan EIR.

_____. City of Biggs FY 2015-2016 Budget.

State of California. 2003. Local Agency Formation Commission Municipal Service Review Guidelines. Governor's Office of Planning and Research. August 2003.

Attachment 1 – 1985 City of Biggs Sphere of Influence Plan

CITY OF BIGGS

1. Main Office/Mailing Address:

216 B Street
Biggs, California 95917

2. Year Established:

1903

3. General Location:

Southwest Butte County on the Southern Pacific Railroad approximately five miles north of the City of Gridley.

4. Land Area within Agency Boundary:

Approximately 250 acres.

5. Population within Agency Boundary:

1,434 (California Department of Finance Estimate for January 1, 1984).

6. Legal Authority:

California Constitution, Article XI, Sections 7 and 9 and various state statutes.

7. Services Currently Provided:

- A. General government
- B. Water
- C. Sewage collection, treatment and disposal
- D. Streets and roads
- E. Drainage
- F. Fire protection
- G. Police
- H. Street lights
- I. Electric utility

8. Description of Services and Facilities:

Water

The City of Biggs owns and operates a water system consisting of two wells, a storage tank, fire hydrants and piping distribution system under a State Health Department supply permit. The majority of the water distribution system, constructed in 1906, is generally in poor condition. In 1982, the City commenced an annual repair and replacement program for water mains and fire hydrants which will eventually reconstruct all of these substandard facilities.

Sewage Disposal

The City owns and operates a sewage system consisting of a treatment plant, completed in 1979, and a piping collection system. The plant was constructed and now operates under a Regional Water Quality Control Board permit. The plant was designed for a period of 20 years of normal City growth or a population of about 2,500.

Streets and Roads

Streets and roads within the City of Biggs are maintained by the City, while roads in the unincorporated area are maintained by Butte County and the California Department of Transportation (Caltrans).

Drainage

Drainage in the Biggs area is primarily directed toward reclaiming and/or draining excess agricultural water. The City maintains its own ditches to provide drainage within the City boundary. Runoff is channeled to the canals maintained by Reclamation District No. 833 which surrounds the City.

Fire Protection

Fire protection for the area is jointly provided by the City and County from a County station located in the City. The City fire personnel are all volunteers who provide on call support for the two paid County positions. The City owns and maintains one engine at the station. Due to the compact urban pattern in Biggs and the centralized location of the station, response times to emergencies within the City are usually less than three minutes. However, due to relatively low water pressure throughout the City the fire service has an Insurance Services Organization (ISO) rating of 8 on a scale of 10, indicating a poor level of protection.

Law Enforcement

The City of Biggs contracts with Butte County for sheriff's patrol services. Under contract, the County maintains four deputy positions in the Biggs substation.

Solid Waste Disposal

The City of Biggs contracts with the Biggs-Gridley Solid Waste Disposal Company for residential garbage service.

Electricity

Electrical service is provided through a municipally-owned system. Electricity is purchased from the U.S. Bureau of Reclamation through the Northern California Power Agency (NCPA), and delivered to the City via the PG&E grid.

Street Lights

Street lights are owned and maintained by the City.

9. Major Service Issues

There do not seem to be any major growth or service issues in the Biggs area. Growth has been steady but moderate and within the bounds of the capacity of City services. The unincorporated area surrounding the City has not developed to an extent that threatens the agricultural base of the community or places a burden on City services.

10. Sphere of Influence

The adopted sphere of influence for the City of Biggs, as depicted in Figure 3, is coterminous with the area shown in the 1977 Biggs General Plan as potential growth areas, including those areas designated Low Density and Medium Density Residential. These areas are located on the south side to Brough Avenue; on the east side of Seventh Street; on the north side of Biggs Rio Bonito Road; and north of the City along Ditzler Road.

Determinations:

1. Present and Planned Land Uses in the Area.

The City of Biggs is expected to remain an agricultural community surrounded by lands in agricultural production. The urban area will consist of residential neighborhoods, commercial and service activities relating to the immediate community, and industrial, commercial and service activities serving the agricultural economy. It is not likely that a radically different economic base, or substantially higher than average population growth will occur in the immediate vicinity of Biggs. The 1977 Biggs General Plan provides adequate space to accommodate the anticipated population growth.

2. Present and Probable Need for Public Facilities and Services in the Area.

Development in the planned areas adjacent to the City at densities that would require public sewers would need to annex to take advantage of the City sewage system, water, and electrical service. However, most other typical urban services, including police, fire protection, and recreation are provided in cooperation with an agency or department administered by Butte County. Service levels in the area immediately around the City are substantially the same as found in the City.

3. Present Capacity of Public Facilities and Adequacy of Public Services which the Agency Provides or Is Authorized to Provide.

Biggs provides a broad spectrum of urban services, including municipal utilities. It is possible that the residents of the City may seek a higher level of some service currently administered by the City. For example, the City may choose to reinstitute a City Police Department rather than contract with the County for law enforcement. Aside from such changes in the level of service, there are no specific service requirements not currently met in some fashion in the City.

4. Social or Economic Communities of Interest in the Area.

The City of Biggs is the focus of both economic and social communities of interest that extend considerably beyond the current or planned boundary of the City. The City offers a much less diverse commercial center than the City of Gridley, approximately 5 miles to the south, and other population centers in Butte County. However, the City is clearly the center of the local social and economic sphere on a day-to-day level. As with other small agricultural communities, the territory surrounding the City is essentially rural in character and, although within the economic and social sphere of the City, it is not necessarily appropriate that these areas be in the City. However, if areas in the unincorporated territory surrounding the City are developed in urban uses, they should be annexed to the City.