

FINAL

CITY OF BIGGS

Municipal Service Review



Adopted November 6, 2008

Resolution No. 02 2008/09



Quad Knopf

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Municipal Service Review

Submitted to:

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

Municipal Service Review Process

The Municipal Service Review (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 Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) and the State of California's Local Agency Formation Commission (LAFCo) MSR Guidelines (Guidelines), published in August 2003. This MSR considers the operations and management of service providers within the City of Biggs in Butte County.

The process began with a survey delivered to each service provider, seeking information, planning and budgetary documents, and records related to the provision of municipal services. After reviewing the information collected, the consultant conducted follow-up consultation through e-mail and telephone to identify remaining information needs, discuss operational and technical issues, and resolve discrepancies in materials received.

Once all necessary information was collected, analysis was conducted for each of the service providers. This analysis, which considered all of the topics required by the CKH Act, is presented in Sections 2 through 4 of this document. Once the analysis was complete, determinations were made regarding the ability of the service providers to effectively and efficiently provide services. These determinations correspond to the topic areas set forth in the CKH Act. The determinations represent the conclusions of Butte LAFCo regarding each of the service providers, based on the information provided and statements made by the service providers.

Other MSRs prepared for Butte LAFCo address provision of services within the City of Biggs. This MSR therefore references and incorporates key information and recommendations presented in the following MSRs:

- *Final Municipal Service Review: City of Gridley* (February 6, 2008). Adopted by Resolution No. 17 2007/08;
- *Final Municipal Service Review, Irrigation, Drainage, and Reclamation Service Providers* (April 2007). Adopted by Resolution No. 20 2006/07;
- *Municipal Service Review, Recreation and Park Services, Final Report* (September 1, 2005). Adopted by Resolution No. 13 2005/06; and
- *Municipal Service Review, Domestic Water and Wastewater Service Providers, Final Report* (June 1, 2006). Adopted by Resolution No. 55-M 2005/06.

The Draft MSR will be released for review by the service providers, as well as the general public, for a period of 21 days beginning in early September 2008. Following public review, the

MSR will go to the Butte LAFCo in October 2008 for initial consideration. Comments received on the Draft MSR are provided in Section 5 of the Final MSR, along with responses to each of the comments made. It is anticipated the Final MSR will go to the Butte LAFCo in September 2008 for consideration of adoption.

Topic Areas of Analysis

The MSR contains analysis and conclusions, referred to in this document as determinations, regarding five topic areas set forth in the CKH Act. These areas of analysis contain the essential operational and management aspects of each service provider, and together constitute a complete review of the ability of the providers to meet the service demands of the residents and businesses within the City of Biggs. The five topic areas used for analysis in this MSR are as follows:

1. Growth and Population Projections
2. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies
3. Financial Ability to Provide Services
4. Status of, and Opportunities for, Shared Facilities
5. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies.

An explanation of the specific operational and management aspects considered in each of these topic areas is provided below.

1. Growth and Population Projections

Service efficiency is linked to a service provider's ability to plan for future need while meeting existing service demands. A service provider must meet current customer needs, and also be able to determine where future demand may occur. This chapter reviews demand projections and service needs based upon existing and anticipated growth patterns and population projections.

2. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies

Infrastructure can be evaluated in terms of condition, capacity, availability, quality and relationship to operational, capital improvement and finance planning. This section assesses the adequacy and quality of the service providers' physical infrastructure, and analyzes whether or not sufficient infrastructure and capital are in place (or planned for) to accommodate planned future growth and expansions.

3. Financial Ability to Provide Services

This chapter analyzes the financial structure and health of the City 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.

4. Status of, and Opportunities for, Shared Facilities

Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined in this chapter. Occurrences of facilities sharing are listed and assessed for efficiency, and potential sharing opportunities so as to better deliver services are discussed.

5. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies.

This chapter addresses the adequacy and appropriateness of the City's existing boundary and sphere of influence, and evaluates the ability of the City to meet its service demands under its existing government structure. Also included in this chapter is an evaluation of compliance by the City with public meeting and records laws.

Determinations

GROWTH AND POPULATION PROJECTIONS

Determination 2-1 (Population Growth):

The population of the City is expected to grow slowly with a growth rate of approximately 0.9% 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 0.9% for the foreseeable future.

Determination 2-3 (Growth Plan):

Growth is primarily expected to occur to the east of the city and within the Area of Concern and to a more limited extent to the north with residential growth to the west being significantly restricted by incompatibility with agricultural uses and land use designations.

Determination 2-4 (Regional Housing Allocation):

The City's capacity for new housing units exceeds the projected regional housing demand.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

Water

Determination 3.1-1 (Quantity):

The City has adequate pumping capacity to meet the current demands for water. As the City grows, more wells will need to be added to the system, especially for fire flows.

Determination 3.1-2 (Storage):

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

Determination 3.1-3 (Quality):

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

Determination 3.1-4 (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 3.1-5 (Financing and Rate Restructuring):

Current water service charges are adequate to cover the costs of providing service. Infrastructure needs are planned and budgeted for; both enterprise funds contain improvement fund allocations.

Determination 3.1-6 (Cost Avoidance and Facilities Sharing):

The City utilizes a sufficient range of cost avoidance practices in its operations pertaining to water service. Opportunities exist for facilities sharing with the City of Gridley.

Determination 3.1-7 (Management Efficiencies):

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

Wastewater

Determination 3.2-1 (Capacity):

The City currently has the capacity to collect and treat the wastewater produced within its existing boundaries. 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 higher than moderate growth and will be expanded in the future when required¹.

Determination 3.2-2 (Facilities):

The City's wastewater collection system requires significant rehabilitation, however; the City's wastewater treatment plant is in excellent condition.

Determination 3.2-3 (Facilities Expansion/Upgrades):

There are no wastewater treatment plant expansions planned, and none appear to be necessary in the foreseeable future to accommodate the expected growth based on a growth rate of 0.9%. The City has recently embarked upon a waste water treatment facilities plan in anticipation of necessary upgrades during the next permit review.

Determination 3.2-4 (Financing and Rate Restructuring):

Current sewer service charges are inadequate to cover the costs of providing service necessitating a rate increase. Infrastructure needs are planned and budgeted for; both enterprise funds contain improvement fund allocations.

¹ Wasser, Hayden, Wastewater Treatment Plan Operator, City of Biggs, personal communication with Quad Knopf, Inc., March 2008.

Determination 3.2-5 (Cost Avoidance and Facilities Sharing):

The City utilizes a sufficient range of cost avoidance practices in its operations pertaining to sewer service. Opportunities exist for facilities sharing with the City of Gridley.

Determination 3.2-6 (Management Efficiencies):

The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner. The City has had actions taken against it by regulatory agencies.

Storm Drainage/Irrigation

Determination 3.3-1 (Existing Conditions and Facilities):

The City of Biggs' storm water collection system discharges to sloughs and open drainage ditches located at the perimeter of the City. The ditches are maintained by Reclamation District No. 833 (RD 833). The ditches were designed to convey agricultural rather than urban storm water flows.

Determination 3.3-2 (Existing Conditions and Facilities):

The Districts' 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 3.3-3 (Growth):

Agriculture in the western portion of the District is a stable land use. However, the City of Biggs is entering a phase of potential land use transitions. Future changes in land use could negatively affect the capacity of RD 833 to provide services, given the District's limited infrastructure and financing.

Determination 3.3-4 (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 3.3-5 (Infrastructure Needs and Deficiencies):

The existing storm drainage system in the City is less than desirable to provide a reasonable level of service to City residents and the City should update its Storm Water Master Plan to address the issues of substandard existing facilities and implement modern underground facilities in areas where none exist.

Determination 3.3-6 (Conveyors/Detention Facilities):

The District 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 3.3-7 (Capacity):

Historically, flooding in the Biggs area was caused by the natural flood regime of the Feather River. During large storm events, there is flooding in the majority of the District's ditches, which suggests a lack of capacity to accommodate peak flows. Given the alterations that have occurred within the watershed, there is disagreement regarding the primary source of peak flows and flooding during the wet season. However, the District attributes the cause of this flooding to the increase in impervious surfaces from new developments within the watershed. Regardless of the attribution of the cause of flooding, RD 833 would benefit from participation in a regional drainage study.

Determination 3.3-8 (Capacity):

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

Determination 3.3-9 (Facilities):

The District's facilities are generally well-maintained, albeit within a severely restricted budget that does not allow for significant contingencies. No needs for additional facilities were identified and the City recently completed \$1.5 million in upgrades on the west side of town.

Determination 3.3-10 (Existing Conditions):

The majority of the City's storm water infrastructure is over 50 years old and is considered substandard in comparison to current practices while approximately 2/3 of the city has no modern underground storm drainage infrastructure resulting in a reliance on surface drainage flows that causes localized flooding during storm events.

Determination 3.3-11(Existing Conditions):

The City is not subject to a National Pollution Discharge Elimination System (NPDES) permit issued by the Central Valley RWQCB nor does the RWQCB designate the City as a regulated area requiring the preparation of a Storm Water Management Plan.

Roadways

Determination 3.4-1 (Existing Conditions and Facilities—LOS):

The most current comprehensive traffic study was completed in 1996 for the 1997 General Plan--an updated traffic study is needed to confirm current LOS. Unless substantial development takes place in the future (400+ homes), the LOS is acceptable to the City of Biggs.

Determination 3.4-2 (Existing Conditions and Facilities—Roadway Conditions):

The most current Pavement Management System report was completed in 2005 and indicates that 68% of the City's roads are classified as poor or very poor. Implementation of Capital Improvement Plan as recommended in Determination 3.4-4 will establish a process by which the City will implement and fund physical public roadway conditions.

Determination 3.4-3 (Planned Improvements):

The City's ability to make roadway improvements is potentially affected as the City grows, mostly depending on whether or not available revenues are reduced. The City has identified a list of prioritized projects to address current and future operational deficiencies within the City limits. The Development Impact Fee Study identifies \$2,757,500 in improvements to the City's roadway system over the course of ten years from 2006 through 2016.

Determination 3.4-4 (Improvements):

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

Police

Determination 3.5-1 (PD Existing Conditions and Facilities):

The Gridley-Biggs Police Department provides police protection and animal control services to the City of Biggs and Gridley. The Department is currently meeting desired levels of service through the existing contract between the two municipalities that was updated in 2007.

Determination 3.5-2 (PD Infrastructure Needs):

The Gridley-Biggs Police Department plans to expand the evidence and storage facility and add an additional sergeant's office into the unmanned volunteer fire station in the near future. New development will also increase the need for an overpass so officers can get from one side of town to the other during emergencies when trains go through town.

Determination 3.5-3 (PD Service Levels):

The current staffing levels are adequate, however; with new development additional personnel and facilities will be needed. The City monitoring of development impact fees will ensure that sufficient funds are collected to cover capital costs associated with increased demands for service generated by new development.

Fire

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 (CalFire). Current staffing and equipment at the Biggs Fire Station is adequate, however; increasing staffing to 3 full-time firefighters to improve initial attack and first alarm effectiveness will be necessary.

Determination 3.6-2 (Mutual Aid Agreements):

The mutual aid agreements that exist between the Biggs Fire Department, CALFIRE, 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 growth will require additional equipment and/or the relocation of the Fire Station to a more advantageous location.

Determination 3.6-5 (Department Constraints):

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

Parks

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. Based on a projected increase of 1,684 persons or 536 dwelling units as established in Table 3.1 of the Development Impact Fee Study, a total of 10.5 acres of parkland will be required to serve the increased population.

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

The City does not have adequate financial planning practices for parks and recreation. 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 will need to 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. The School District needs to explore opportunities for facility sharing arrangements and joint-use agreements to provide additional parks and recreational services to the community at a low cost. The City needs to consider the use of volunteers for certain maintenance duties in the parks.

Determination 3.7-4 (Local Accountability):

The City provides the public with adequate information and opportunity for input and involvement in City government, but the Public Works Department should ensure 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. Building upon the recently adopted Area of Concern, the City needs to consider a cooperative arrangement with the City of Gridley, County Service Area (CSA) #31, CSA #34, and local school districts to provide parks and especially recreational programming to the residents of both communities at a higher level than is possible by either of the cities individually.

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.

General Government Services

Determination 3.9-1 (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 3.9-2 (Staffing):

The City of Biggs doesn't have any staffing deficiencies at this time and has been able to fill vacant positions with well qualified individuals.

Determination 3.9-3 (Facilities):

The improvements to City Hall, City offices (i.e. planning) and equipment for new staff to serve future growth, as well as equipment for Public Works and additional storage and shop space for the wastewater treatment plant will be needed to meet projected growth.

Determination 3.9-4 (Facilities):

The City should adopt and implement a Capital Improvement Plan to identify and track necessary facility improvements associated with increased population growth.

Electricity

Determination 3.10-1 (Infrastructure Needs and Deficiencies):

Electricity service and capacity are adequate to serve current customers.

Determination 3.10-2 (Infrastructure Needs and Deficiencies):

The existing electric system is considered adequate to serve approximately 200 new Dwelling Unit Equivalents (DUEs) as of July 2006.

Determination 3.10-3 (Anticipated Demand and Planned Improvements):

The City will need a new substation by 2015 to serve future growth. New development shall pay its fair share percentage for the new substation.

Determination 3.10-4 (Facilities):

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

FINANCIAL ABILITY TO PROVIDE SERVICES

Determination 4.1-1 (Historic Performance and Existing Fiscal Status):

If future pressure for City growth results in the need for significant expansion, the City will face challenges related to development and annexations

Determination 4.1-2 (Historic Performance and Existing Fiscal Status):

Coupled with a limited tax base, State funding cutbacks and diversion of local government revenues by the State have had severe fiscal ramifications on the City of Biggs. The City has dealt with funding shortfalls by deferred equipment replacement, and reductions in capital improvements. 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 vehicle; licensing; parking violation; annexation; solid waste, electric; and sewer, water connection and usage fees. All other services (e.g., natural gas, cable, etc.) 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 then 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 used a proactive approach to ensure 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. Planning and administrative fees will soon be increasing.

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.

Determination 4.1-7 (Opportunities for Facilities/Service Sharing):

The city is severely financially restricted in delivering municipal services to its existing residents and to new growth areas and should seek every available option to share the costs and delivery of services with neighboring agencies.

Determination 4.1-8 (Existing Conditions):

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

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

Determination 4.2-1:

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, use of intermittent temporary staff compensated by the Private Industry Council (PIC), decentralized operations, mutual aid agreements, information sharing, and grants.

Determination 4.2-2:

The City of Biggs 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 4.2-3:

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

Determination 4.2-4:

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

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

Determination 4.3-1:

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:

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 4.3-3:

The City of Biggs is essentially a full-service municipality. 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 4.3-4:

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.

CHAPTER 1.0

INTRODUCTION

1.0 INTRODUCTION

Role and Responsibility of LAFCo

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires all Local Agency Formation Commissions (LAFCOs), including Butte LAFCo, to prepare a Municipal Service Review (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 municipal service reviews must be completed prior to, or in conjunction with, the update of a Sphere of Influence (SOI). This review is intended to provide Butte LAFCo with all necessary and relevant information related to the operations and management of service providers within the City of Biggs. This information may be used in considering an update to the SOI for the City.

Purpose of the MSR

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. This analysis focuses on service providers within 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.

The City's SOI represents its probable future boundaries and service area. Because there is current and probable future demand for increased service provision by the City's service providers, the City's physical boundaries are expected to expand in the next 20 years. When enacting and reviewing spheres of influence for service providers, the LAFCo considers and makes recommendations based on the following information:

- The present and planned land uses in the area.
- The present and probable need for services in the area.
- The present ability of each service provider to provide necessary services.
- The fiscal, management, and structural health of each service provider.
- The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the service provider.

This MSR has been prepared for 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 a

recommendation on an SOI action. The State of California's LAFCo MSR Guidelines (MSR Guidelines), published in August 2003, were used as a guide in the preparation of this MSR.

Services and Issues Analyzed

The scope and content of the MSR were determined through coordination between the City of Biggs and Butte LAFCo. Based on the results of that effort, this MSR addresses the following services and issues:

- Growth and Population Projections
- Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies
 - Water
 - Wastewater
 - Storm Drainage/Irrigation
 - Roadways
 - Police
 - Fire
 - Parks
 - Solid Waste
 - General Government Services
 - Electricity
- Financial Ability to Provide Services
- Status of, and Opportunities for, Shared Facilities
- Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies.

Methodology and Approach to this MSR

The process began with a survey delivered to each service provider, seeking information, planning and budgetary documents, and records related to the provision of municipal services. After reviewing the information collected, the consultant conducted follow-up consultation through e-mail and telephone to identify remaining information needs, discuss operational and technical issues, and resolve discrepancies in materials received.

Once all necessary information was collected, analysis was conducted for each of the service providers. This analysis, which considered all of the topics required by the CKH Act, is presented in Sections 2 through 4 of this document. Once the analysis was complete, determinations were made regarding the ability of the service providers to effectively and efficiently provide services. These determinations correspond to the topic areas set forth in the CKH Act. The determinations represent the conclusions of Butte LAFCo regarding each of the service providers, based on the information provided and statements made by the service providers.

The MSR contains analysis and conclusions, referred to in this document as determinations, regarding five topic areas set forth in the CKH Act. These areas of analysis contain the essential operational and management aspects of each service provider, and together constitute a complete review of the ability of the providers to meet the service demands of the residents and businesses within the City of Biggs. The five topic areas used for analysis in this MSR are as follows:

1. Growth and Population Projections
2. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies
3. Financial Ability to Provide Services
4. Status of, and Opportunities for, Shared Facilities
5. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies.

An explanation of the specific operational and management aspects considered in each of these topic areas is provided below.

1. Growth and Population Projections

Service efficiency is linked to a service provider's ability to plan for future need while meeting existing service demands. A service provider must meet current customer needs, and also be able to determine where future demand may occur. This chapter reviews demand projections and service needs based upon existing and anticipated growth patterns and population projections.

2. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies

Infrastructure can be evaluated in terms of condition, capacity, availability, quality and relationship to operational, capital improvement and finance planning. This section assesses the adequacy and quality of the service providers' physical infrastructure, and analyzes whether or not sufficient infrastructure and capital are in place (or planned for) to accommodate planned future growth and expansions.

3. Financial Ability to Provide Services

This chapter analyzes the financial structure and health of the City 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.

4. Status of, and Opportunities for, Shared Facilities

Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined in this chapter. Occurrences of facilities sharing are listed and assessed for efficiency, and potential sharing opportunities so as to better deliver services are discussed.

5. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies.

Information and written determinations regarding each of the above issue areas are provided in this document for public review and comment as well as for consideration by Butte LAFCo in assessing potential changes to the City's SOI.

Other MSRs Considered in the Analysis

Other MSRs prepared for Butte LAFCo address provision of services within the City of Biggs. This MSR therefore references and incorporates key information and recommendations presented in the following MSRs:

- *Final Municipal Service Review: City of Gridley* (February 6, 2008). Adopted by Resolution No. 17 2007/08;
- *Final Municipal Service Review, Irrigation, Drainage, and Reclamation Service Providers* (April 2007). Adopted by Resolution No. 20 2006/07;
- *Municipal Service Review, Recreation and Park Services, Final Report* (September 1, 2005). Adopted by Resolution No. 13 2005/06; and
- *Municipal Service Review, Domestic Water and Wastewater Service Providers, Final Report* (June 1, 2006). Adopted by Resolution No. 55-M 2005/06.

It should also be noted that this MSR uses the City of Paradise MSR prepared for Butte LAFCo in 2007 for form and substance when appropriate and when it made sense to do so. Therefore, in addition to specific references in the text, acknowledgement is given to Butte LAFCo and Quad Knopf for their efforts and intellectual investment in preparation of the Town of Paradise MSR.

Public Review and MSR Adoption Process

The Draft MSR will be released for review by the service providers, as well as the general public, for a period of 21 days beginning in early September 2008. Following public review, the MSR will go to the Butte LAFCo Commission during the month of October 2008 for initial consideration. Comments received on the Draft MSR are provided in Section 5 of the Final MSR, along with responses to each of the comments made. The Final MSR will go to the Butte LAFCo Commission for final adoption.

City of Biggs Setting and SOI History

The City of Biggs is located in southwestern Butte County in the northern Sacramento Valley, about 65 miles north of Sacramento (see Figure 1-1). Biggs is situated on the historic floodplain of the Feather and Sacramento Rivers at approximately 93 feet in elevation, approximately five miles north of the City of Gridley and one mile west of Highway 99.



The City, which was incorporated in 1903, is approximately 0.6 square miles or 387 acres in land area and has a January 1, 2008 estimated population of 1,776. The City Profile below summarizes current City characteristics.



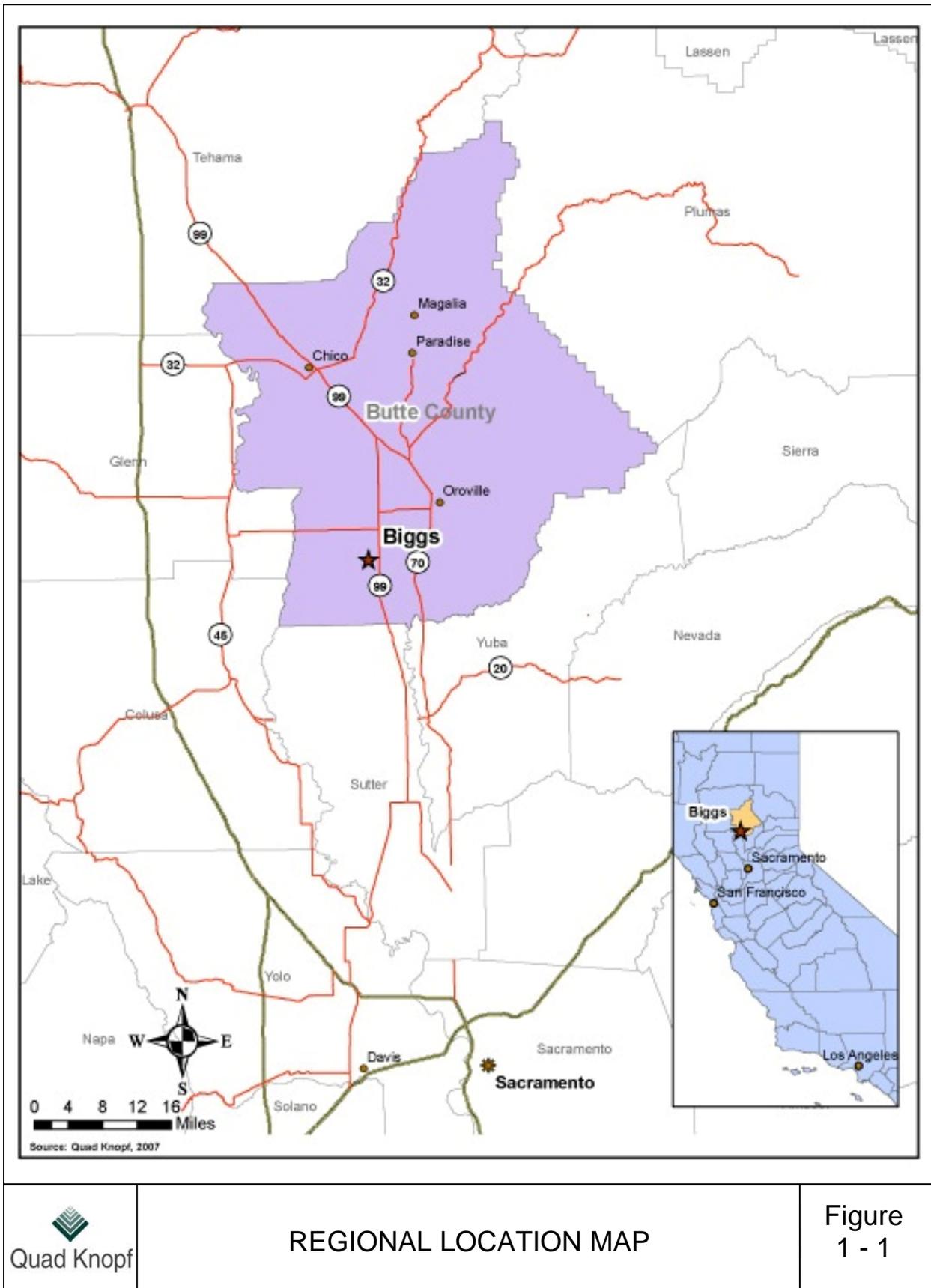
The only changes to the SOI boundary have been to accommodate a few individual annexations approved outside of the adopted SOI. The current SOI and incorporated area are shown in Figure 1-2.

There are three relatively recent annexations for the City of Biggs SOI as follows:

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 4th 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 proposed development 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. The project required a small SOI amendment (see Figure 1-3). The parcels are identified as APNs 022-160-058, 022-160-067, 022-160-071, and 022-160-070.

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

The current incorporated area is shown in Figure 1-3. Figure 1-4 shows the various municipal facility locations around the City, including parks, municipal buildings, wells, etc.



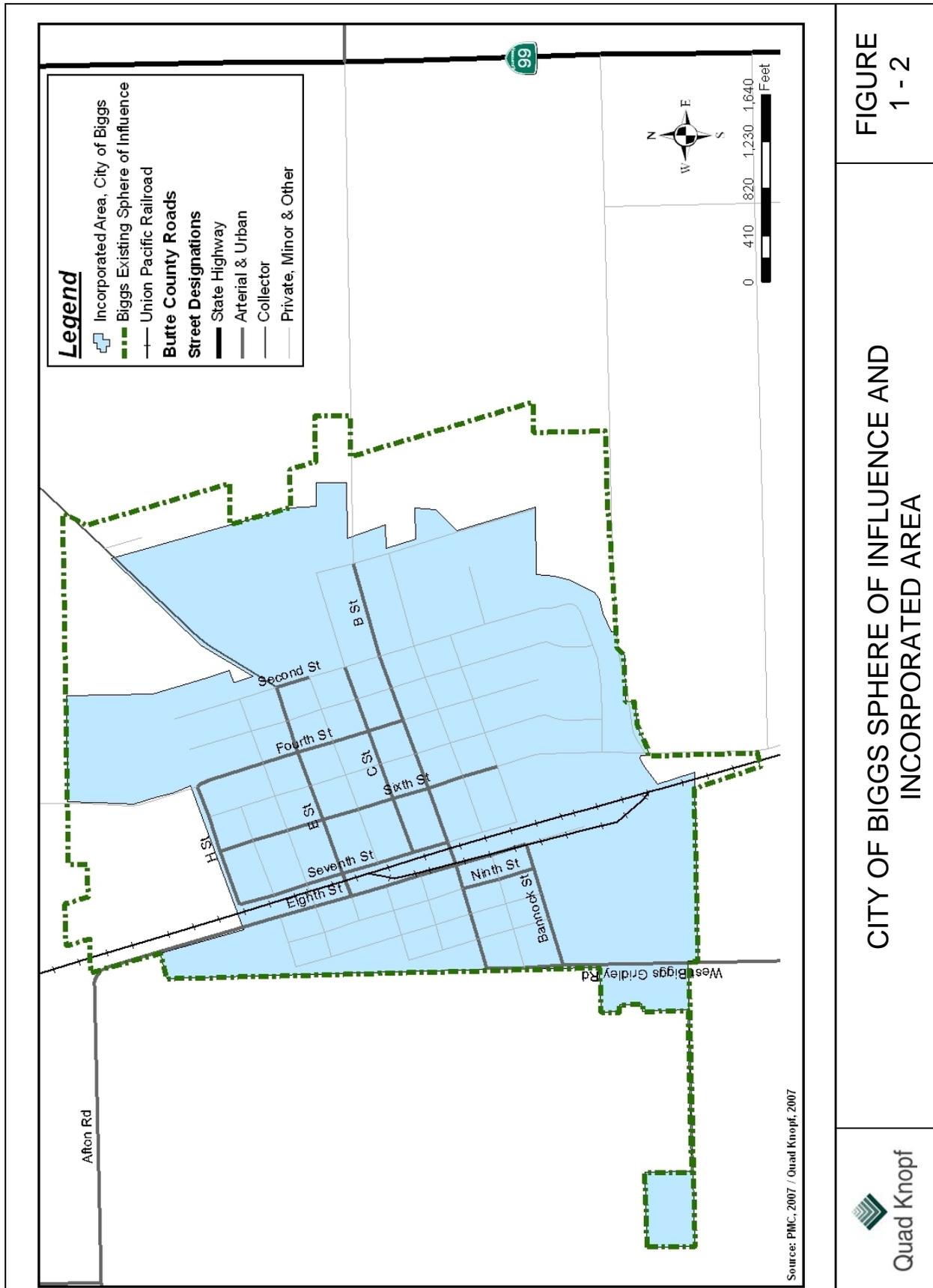


FIGURE
1 - 2

CITY OF BIGGS SPHERE OF INFLUENCE AND
INCORPORATED AREA



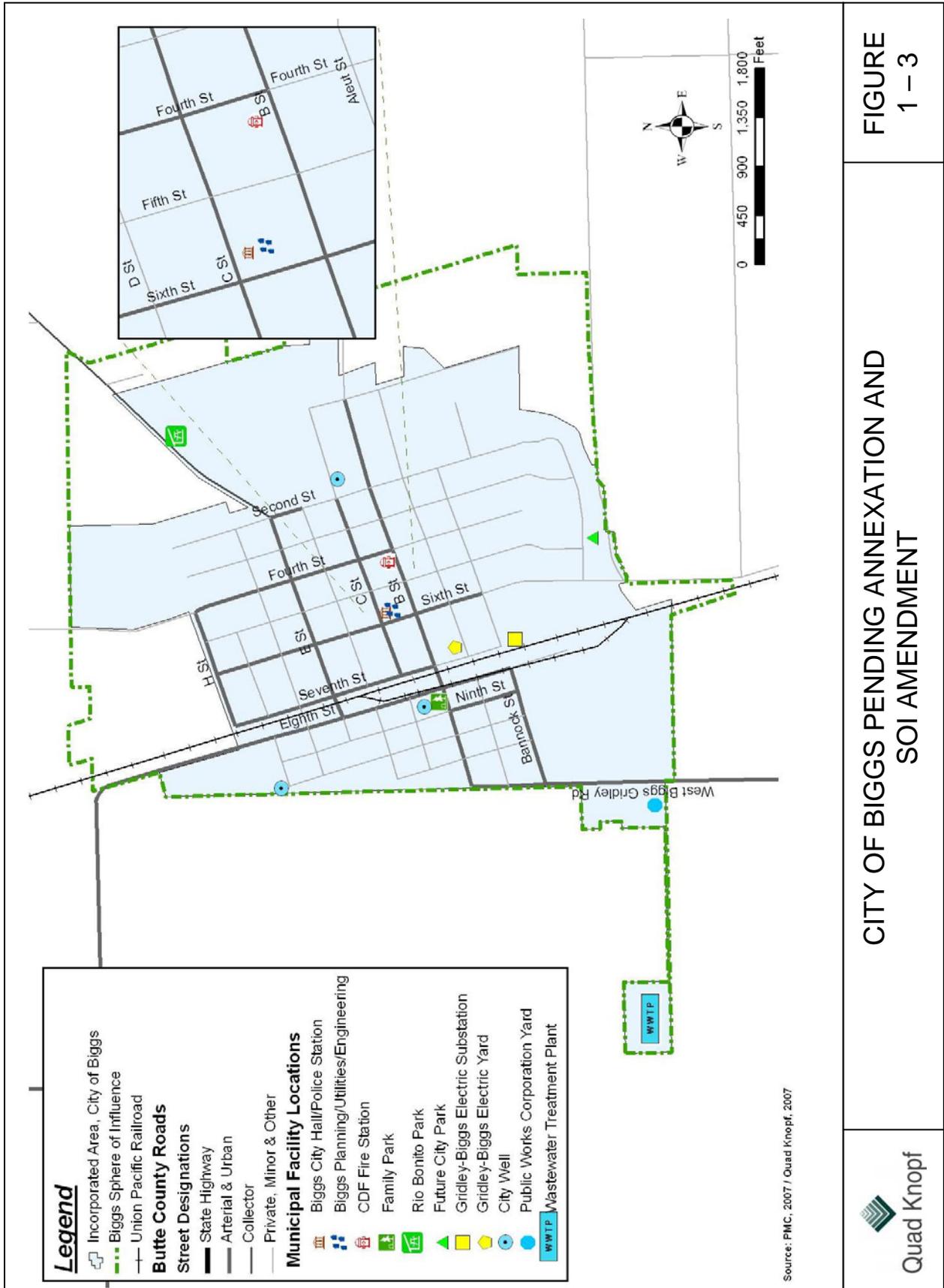


FIGURE
1-3

CITY OF BIGGS PENDING ANNEXATION AND
SOI AMENDMENT





FIGURE
1 - 4

MUNICIPAL FACILITY LOCATIONS



City Profile

Contact Person: Pete Carr, City Administrator
Address: 3016 Sixth Street/465 C Street, Biggs, CA 95917
Phone: (530) 868-5493

Land Area Served: approximately 0.5 square miles¹ or 338 acres
Estimated Population: 1,769 as of January 1, 2007²

Date of Incorporation: 1903
Enabling Legislation: General Law City

Governing Body: Five (5) member City Council elected at-large; four (4) year terms;
Mayor – appointed by City Council to two (2) year term

Member	Title	Term Expires
John Busch	Mayor	2008
Roger Frith	Vice Mayor	2008
John Crawford	Council member	2010
Douglas Arnold	Council member	2010
Vacant	Council member	2010

Compensation: Mayor -- \$300/month; Council members -- \$300/month

Public Meetings: Third Monday of each month (except January and February – fourth Monday of the month) at 6:00 p.m. in the City Hall located at 465 C Street

Services Provided:

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 services³, engineering services⁴, fire protection⁵, police services⁶, electric services⁷, solid waste⁸

¹ U.S. Census Bureau, http://en.wikipedia.org/wiki/Biggs,_California, accessed November 21, 2007.

² California Department of Finance estimate, January 1, 2007,
http://www.bcag.org/demographics/2004_population_estimates.html, accessed November 21, 2007.

³ Provided by Pacific Municipal Consultants.

⁴ Provided by California Engineering Company.

⁵ Provided by Butte County and the California Department of Forestry and Fire Protection (CALFIRE).

⁶ Provided by Biggs-Gridley Police Department.

⁷ Provided by Gridley-Biggs Electric.

⁸ Provided by Waste Management.

CHAPTER 2.0

GROWTH AND POPULATION PROJECTIONS

2.0 GROWTH AND POPULATION PROJECTIONS

Introduction

The purpose of this chapter is to evaluate service needs based on existing and anticipated growth patterns and population projections. The MSR Guidelines call for LAFCo to determine historic and projected growth and absorption patterns in relationship to a service provider's boundaries and SOI. In addition, LAFCo is tasked with evaluating the impact and compatibility of such growth on and with land use plans, services, local government structures and growth patterns.

Historic Growth and Growth Projections

According to the Department of Finance, between 1990 and 2000, the population of the City of Biggs grew from 1,581 to 1,750.¹ As of January 1, 2007, the estimated population for the City was 1,773, and the estimated population was 1,776 as of January 1, 2008, which indicates that the City experienced 0.06% growth.²

Population growth can be projected using several methods. In the Domestic Water and Wastewater MSR prepared for Butte LAFCo in 2006, the growth rates projected by Butte County Association of Governments (BCAG) were usually selected for population projections as they generally model the expected growth in the County better than other methods, such as extrapolation from historical population data. Table 2-1 below contains BCAG's recent population and housing unit projections for the City of Biggs from 2006 to 2030.³

**Table 2-1
BCAG Population and Housing Unit Projections for the City of Biggs, 2006-2030**

	2006*	2010	2015	2020	2025	2030	Total Increase 2006-2030	Percent Increase 2006-2030	Average Annual Growth Rate
Population	1,780	1,955	2,311	3,062	3,533	3,997	2,217	125%	5.2%
Housing	622	683	807	1,070	1,234	1,397	775	125%	5.2%

*Source: Department of Finance.

For the City of Biggs, past growth trends showed a very minimal level of housing development; however, BCAG's previous discussion with Biggs planning staff and examination of submitted

¹ Department of Finance historical population estimate, http://www.bcag.org/demographics/historical_population_estimates.html, accessed July 14, 2008.

² Department of Finance estimate, http://www.bcag.org/demographics/2004_population_estimates.html, accessed July 14, 2008.

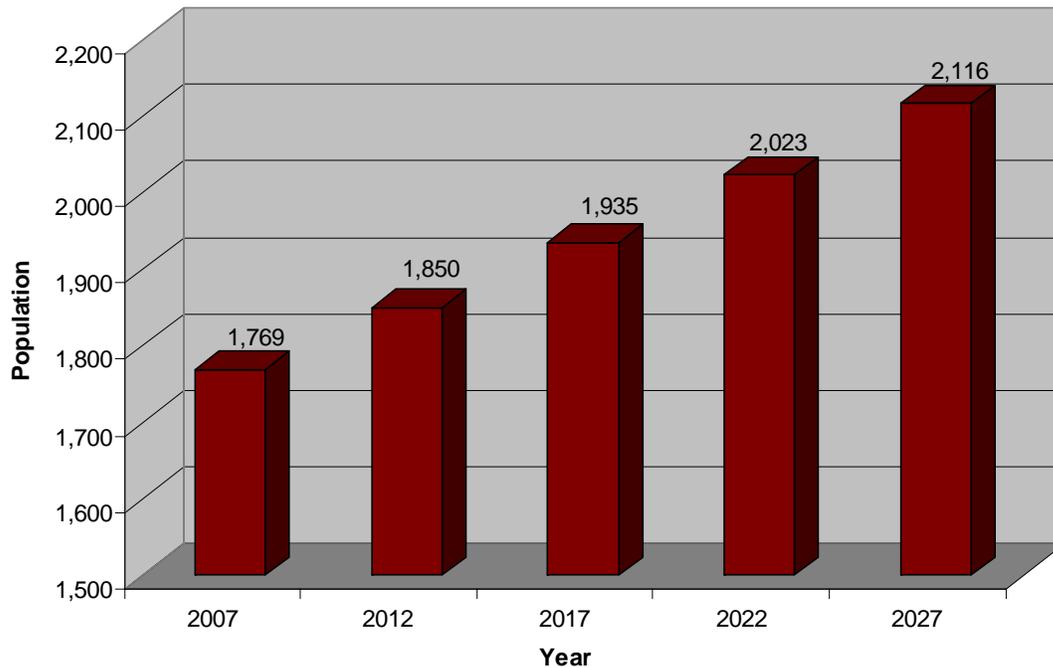
³ BCAG staff collaborated and reached consensus with city, town and county planning staff on the development of the projections. This was accomplished through meetings of the City/Town/County Planning Directors Group. Each jurisdiction will be integrating the growth projections into their General Plan updating efforts and the projections will also be integrated into BCAG's Regional Transportation Plan update in 2007 and traffic model update in 2007/08. The projections will also form the basis for the 2007/08 Regional Housing Needs Plan update, the draft of which was released in December 2007.

Growth and Population

development projects revealed that there have been development applications submitted for a total of several hundred housing units, with the potential for a significantly greater number. It was expected that it would take several years before these units materialize, so a relatively slow rate of growth of 1.5-2.5% (9-16 units) per year was assumed from 2006-2009. Housing growth was expected to increase to 3.0-3.5% (20-26 units) annually from 2010-2014, with the greatest rates of growth experienced between the years 2015 and 2019 (4.0-8.0% annually resulting in 31-72 units being built per year). From 2020-2030, the rate of growth was expected to taper off back down to 2.5-4.0% annually, consistent with the downward trend expected in the Department of Finance projections. Overall, according to BCAG, the City of Biggs was expected to add approximately 775 new housing units by 2030.

According to the Domestic Water and Wastewater MSR, BCAG's forecasted annual growth rate for Biggs was 0.9%.⁴ Figure 2-1 below illustrates the population projections for the City from 2007 to 2027, based on a starting population of 1,769 and a 0.9% growth rate.

**Figure 2-1
City of Biggs Projected Population 2007 – 2027**



For purposes of this MSR, it was decided that the City would use the conservative growth rate of 0.9%, as this is a defensible position that more accurately reflects probable forward movement than the BCAG figures cited above.

⁴ BCAG's population forecasts reflect the growth assumptions that are anticipated to occur within Butte County and incorporated cities during the 20-year horizon of the Regional Transportation Plan (RTP). The forecasts were developed in conjunction with BCAG member jurisdictions and Caltrans as part of a Technical Advisory Committee assembled for the 2003 update of BCAG's travel demand forecasting model.

Determination 2-1 (Population Growth):

The population of the City is expected to grow slowly with a growth rate of approximately 0.9% annually for the foreseeable future.

Determination 2-2 (Housing Unit Growth):

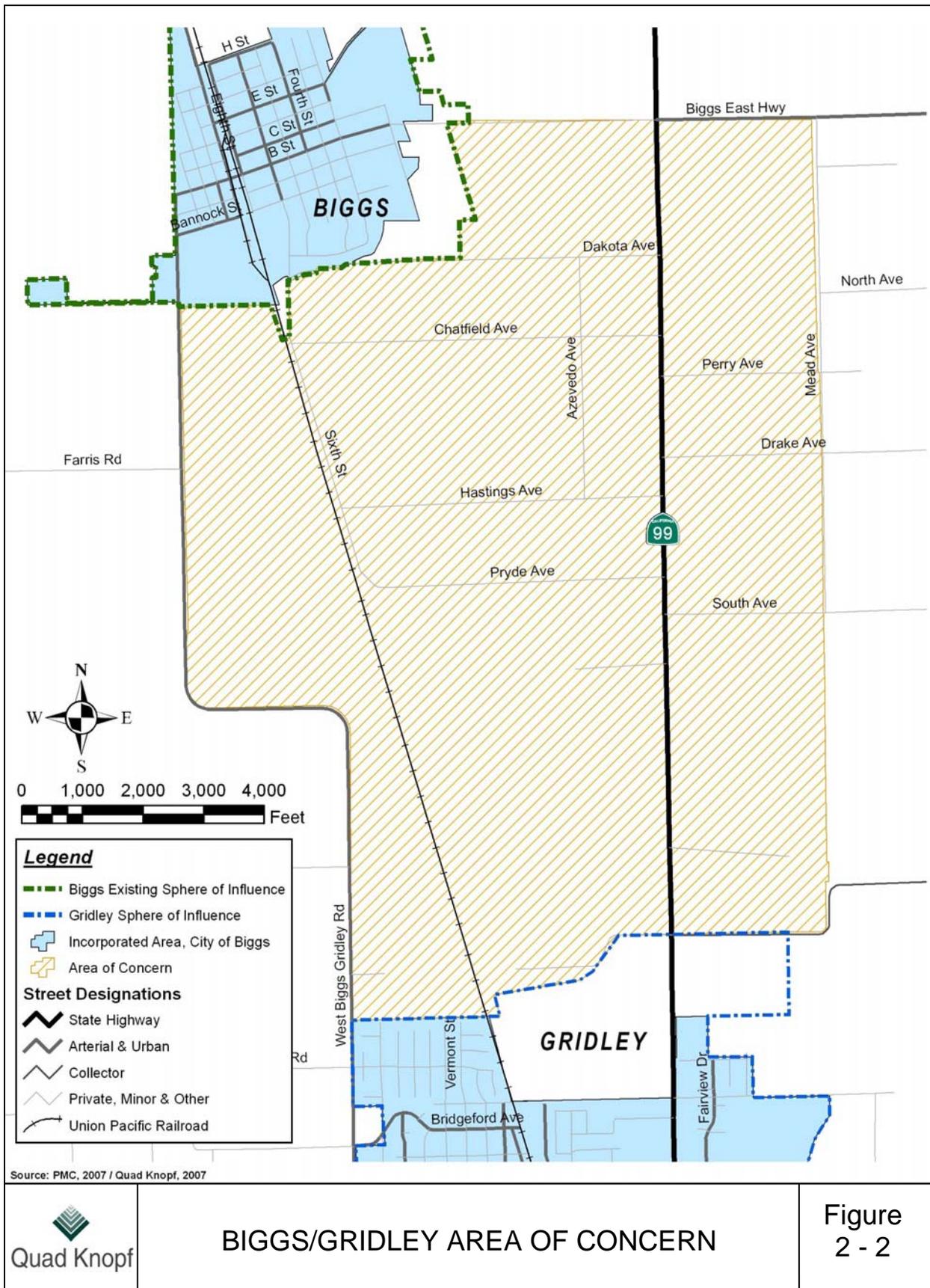
The housing stock within the City is expected to grow slowly with an average annual growth rate of approximately 0.9% for the foreseeable future.

Growth Plan

The City of Biggs General Plan 1997 - 2015 is intended to chart and direct land use decisions. As a growth management plan, it is intended to balance population growth with the availability of public services, infrastructure, natural resources and open space, public health and safety, and preservation of the City's community character and quality of life. The primary tools and standards in the General Plan that are intended to manage growth include restrictions on the amount of development which may occur in any given (special planning district) area based on development capacities that have been analyzed to ensure that future growth will not significantly impact vehicle traffic within the community.

The Biggs area is slowly growing, with the City expecting the majority of the growth to occur in the areas to the east, south and north of the City. Due to the significant agricultural issues present to the immediate west of the City, the Commission 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. Agricultural issues also present difficulties to the north, although to a lesser extent than to the west. A northerly expansion also offers less economies of scale as the extension of backbone infrastructure as compared to a southerly and easterly expansion. Approximately 1,300 acres of land held by various landowners, and located in the unincorporated areas of Butte County between the Cities of Biggs and Gridley has been the subject of considerable development plans. The majority of those potential developments are located in the south Biggs area. This area was designated as an "Area of Concern" (see Figure 2-2) by the Butte LAFCo.⁵ The Area of Concern has also been recognized by the County of Butte in its land use plans and the City of Biggs by way of Resolution 2004-23 requesting formation of the Area of Concern (Appendix B). The City also has interest in development, within its sphere of influence as shown on MSR Figure 1-2, to the east (south of Rio Bonito Road, north and south of B Street), to the west (north of the main drainage canal and north of Farris Road), and to the south (between 6th Street and Biggs-Gridley Road, and an area between 6th Street and Highway 99).

⁵ The Area of Concern designation indicates that due to the area location between the two cities, and the probability that the Cities of Biggs and Gridley may share a common boundary line in the future, planning activities within this area are of mutual interest to both parties. Due to the preliminary status of the potential developments, it is unclear whether or not the proposed developments will undergo annexation and to which City they will annex.



BIGGS/GRIDLEY AREA OF CONCERN

Figure 2 - 2

As detailed in Section 1.0, there are three relatively recent annexations that figure into potential growth scenarios for Biggs:

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 4th 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 proposed development 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. The project required a small SOI amendment (see Figure 1-3). 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.

Determination 2-3 (Growth Plan):

Growth is primarily expected to occur to the east of the city and within the Area of Concern and to a more limited extent to the north with residential growth to the west being significantly restricted by incompatibility with agricultural uses and land use designations.

Regional Housing Allocation

The BCAG Regional Housing Needs Plan (January 1, 2001 - July 1, 2008) projects the need for 65 units in the City between 2001 and 2008. The Plan establishes the need for 56 new dwelling units and nine replacement units. According to the Plan, Biggs' housing needs are for the very low income⁶ (33% or 21 units), low income⁷ (21% or 13 units), moderate income⁸ (11% or seven units), and above moderate income⁹ (36% or 23 units) residents of the community.

As stated in the General Plan, based upon historic growth rates, the land designated for urban development within the General Plan is significantly greater than is required to meet development demand. Table 1-4 of the General Plan indicates the development capacities within special planning districts. In the "North Area Residential" district, the long-term capacity is 148 single-family dwelling units and 120 attached dwelling units. In the "South Area Residential" district, the long-term capacity is 236 single-family dwelling units. Since January 1, 2001, 18 single-family and multi-family housing units have been built and certified for occupancy in the

⁶ Income not exceeding 50% of Butte County area median family income.

⁷ Income between 50% and 80% of Butte County area median family income.

⁸ Income between 80% and 120% of Butte County area median family income.

⁹ Income exceeding 120% of Butte County area median family income.

Growth and Population

City. According to the City's adopted General Plan Housing Element, the amount of available land (including land within the SOI) for different types of residential development served or planned to be served by public facilities and infrastructure is more than adequate to meet anticipated growth, and to provide for the estimated number of new housing units determined necessary by the Regional Housing Needs Plan to provide new housing opportunities for targeted households.

Determination 2-4 (Regional Housing Allocation):

The City's capacity for new housing units exceeds the projected regional housing demand.

Summary of Determinations

Determination 2-1 (Population Growth):

The population of the City is expected to grow slowly with a growth rate of approximately 0.9% 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 0.9% for the foreseeable future.

Determination 2-3 (Growth Plan):

Growth is primarily expected to occur to the east of the city and within the Area of Concern and to a more limited extent to the north with residential growth to the west being significantly restricted by incompatibility with agricultural uses and land use designations.

Determination 2-4 (Regional Housing Allocation):

The City's capacity for new housing units exceeds the projected regional housing demand.

CHAPTER 3.0

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

CHAPTER 3.1

WATER

3.1 WATER

Introduction

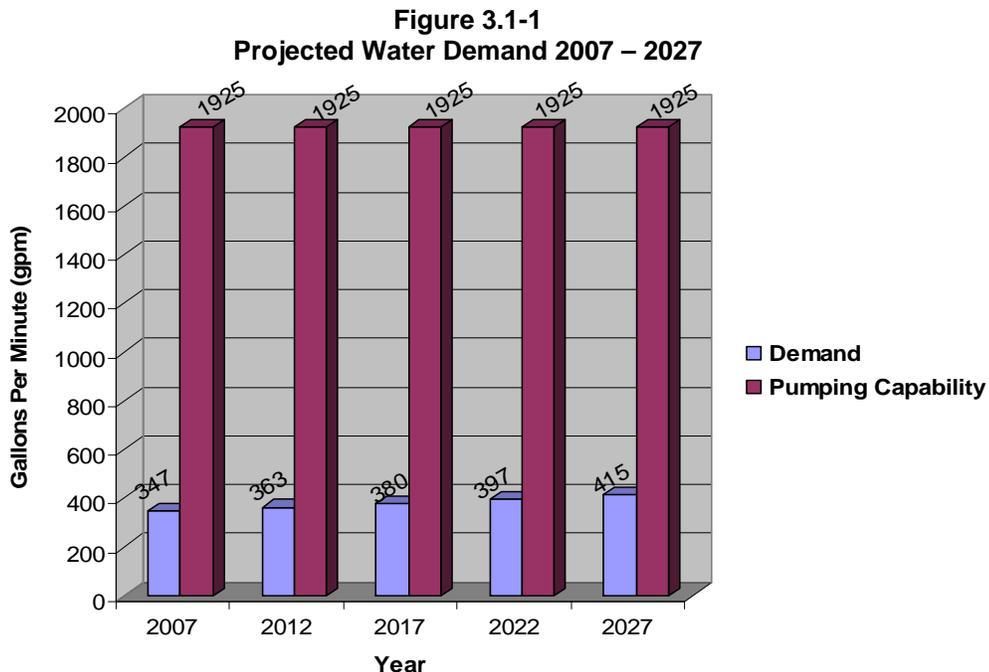
In 2006, a MSR on Domestic Water and Wastewater Service Providers in Butte County was completed for Butte LAFCo. The City of Biggs MSR primarily relies on the City of Biggs chapter of that MSR and incorporates it herein by reference.

General Characteristics

The City currently provides water services to approximately 1,900 residential, commercial and municipal customers. The majority of the water connections in the City belong to residential users. The City is in the process of installing individual water meters to residences within the City and is utilizing and implementing a telemetry system to read water meters on 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.

Quantity and Storage

The City pumps an average of approximately 500,000 gallons per day, which equates to an average daily demand of approximately 347 gallons per minute (gpm). The water supply for the City is groundwater pumped through two wells. A third well is to be used as an emergency well for fire protection and the City is in the process of rehabilitating the other two wells. Combined, the two wells currently in production are capable of delivering 2,375 gpm at 20 pounds per square inch (psi) or 1,925 gpm at 40 psi. With completed upgrades to the three wells, the combined capacity will be 3,500 gpm. Figure 3.1-1 below illustrates the expected growth in water demand based on the City's projected population growth rate of 0.9%.



Determination 3.1-1 (Quantity):

The City has adequate pumping capacity to meet current demands for water. As the City grows, more wells will need to be added to the system, especially for fire flows.

The City has an elevated storage tank with a capacity of approximately 40,000 gallons. This tank is connected directly to well #1, and provides the system with its current water pressure. This is the only above ground 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 its three existing wells with on-demand variable speed drive units 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.



Determination 3.1-2 (Storage):

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

Quality

The City was fined for various water quality violations between the years 2000 and 2003. The water currently provided by the City meets all state primary and secondary drinking water standards. Arsenic is not detectable in the samples taken in the City's wells. 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. One of the wells has a sand filter to remove sand.

Determination 3.1-3 (Quality):

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

Facilities

The City currently owns three wells, two of which are in service with the third expected to be online as an emergency well by August of 2008. One well is equipped with a sand filter and a diesel back-up so that it can operate during a power failure. The wells were built in 1930, 1971, and 1996. The well built in 1930 was the primary well for the system until 1998 when the well built in 1996 took over as the primary well. See Figure 1-4 for locations of the wells.



The distribution network in the City consists of approximately nine miles of pipeline. The City recently installed 30,000 + feet of water line as the single largest upgrade in the history of the City's water system. It has increased fire flows in some areas by 500 percent. This upgrade also included installation of water meters on approximately 400 water services. 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 is currently in the process of upgrading its infrastructure. In addition to the repair of leaks upon detection, a Master Plan was prepared for the water system to determine necessary capital improvements and upgrades. A list of nine priority projects was produced from the Master Plan. 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 ten-fold for the entire City.

Determination 3.1-4 (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.

Other Issues

The previous MSR includes information and analysis on other issues related to the provision of domestic water service by the City. Since these issues are addressed and updated specifically for the City of Biggs elsewhere in this MSR, and since the previous MSR is incorporated by reference, only the water-specific determinations from the previous MSR are included here.

Determination 3.1-5 (Financing and Rate Restructuring):

Current water service charges are adequate to cover the costs of providing service. Infrastructure needs are planned and budgeted for; both enterprise funds contain improvement fund allocations.

Determination 3.1-6 (Cost Avoidance and Facilities Sharing):

The City utilizes a sufficient range of cost avoidance practices in its operations pertaining to water service. Opportunities exist for facilities sharing with the City of Gridley.

Determination 3.1-7 (Management Efficiencies):

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

Summary of Determinations

Determination 3.1-1 (Quantity):

The City has adequate pumping capacity to meet current demands for water. As the City grows, more wells will need to be added to the system, especially for fire flows.

Determination 3.1-2 (Storage):

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

Determination 3.1-3 (Quality):

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

Determination 3.1-4 (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 3.1-5 (Financing and Rate Restructuring):

Current water service charges are adequate to cover the costs of providing service. Infrastructure needs are planned and budgeted for; both enterprise funds contain improvement fund allocations.

Determination 3.1-6 (Cost Avoidance and Facilities Sharing):

The City utilizes a sufficient range of cost avoidance practices in its operations pertaining to water service. Opportunities exist for facilities sharing with the City of Gridley.

Determination 3.1-7 (Management Efficiencies):

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

CHAPTER 3.2

WASTEWATER

3.2 WASTEWATER

Introduction

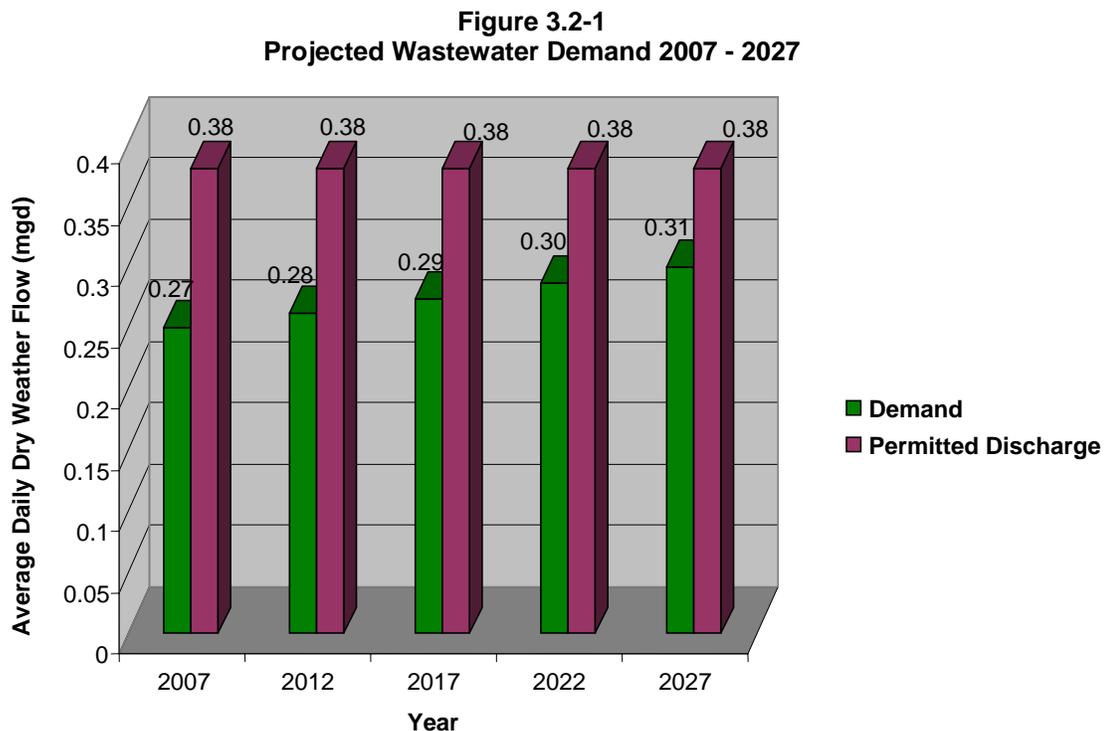
In 2006, a MSR on Domestic Water and Wastewater Service Providers in Butte County was completed for Butte LAFCo. The City of Biggs MSR primarily relies on the City of Biggs chapter of that MSR and incorporates it herein by reference.

General Characteristics

The City currently provides wastewater services to approximately 1,900 residential, commercial and municipal customers. The majority of the sewer connections in the City belong to residential users.

Capacity

The City collected and treated approximately 100 million gallons of wastewater in 2007. The current Average Daily Dry Weather (ADDW) demand is approximately 0.27 million gallons per day (mgd). The hydraulic capacity of the current wastewater treatment plant is 1.3 mgd Peak Wet Weather Flow and 0.38 mgd ADDW, the latter of which is the permitted discharge as reported by the State Water Resources Control Board. Figure 3.2-1 below illustrates the expected growth in wastewater flows over the next 20 years, which were projected using the expected population growth rate of 0.9%.



Wastewater

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. 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 higher than moderate growth and will be expanded in the future when required.¹

Facilities

A comprehensive Sewer Master Plan was developed for the City in 2003. This report states that most of the pipe collection system was installed between 1920 and 1950 and is beyond its useful life. The collection system is constrained by significant infiltration/inflow, pipe deterioration, tree root intrusion, and grease buildup. There have been several replacement projects in recent years, but the Master Plan recommends rehabilitation of much of the collection system.



The Master Plan also addressed the wastewater treatment plant and states that the treatment plant is in excellent shape following a major facility upgrade in 2000-2001. The treatment plant was originally built in the 1960's but has undergone significant upgrades since then. The plant is a Regional Water Quality Control Board (RWQCB) level 2 treatment facility. See Figure 1-4 for the location of the treatment plant. The City received a cease and desist order from RWQCB in 1995, which was subsequently rescinded in 1999. The City was issued a new 5-year discharge permit by the RWQCB in 2007.

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.

¹ Wasser, Hayden, Wastewater Treatment Plan Operator, City of Biggs, personal communication with Quad Knopf, Inc., March 2008.

Plans for Expansion/Upgrades

The wastewater treatment plant was upgraded in 2000-2001 and there are no planned improvements or expansions for the plant. The treatment plant is currently at about 65% capacity and can handle up to approximately 0.32 mgd ADDW (85% capacity) before the City will need to begin the process of planning for an expansion. The difference (0.32 mgd – 0.25 mgd) provides enough equivalent capacity to serve approximately 243 additional single-family homes; the ultimate service capacity up to the permitted limit of 0.38 mgd ADDW allows the servicing of approximately 433 additional single-family homes.

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.

While the city is not pursuing current plans for expansion, they are in the planning stages of preparing for a permit upgrade in 2011, which, in all likelihood will require significant changes to the treatment plant processes and water quality effluent.

Determination 3.2-3 (Facilities Expansion/Upgrades):

There are no wastewater treatment plant expansions planned, and none appear to be necessary in the foreseeable future to accommodate the expected growth based on a growth rate of 0.9%. The City has recently embarked upon a waste water treatment facilities plan in anticipation of necessary upgrades during the next permit review.

Other Issues

The previous MSR includes information and analysis on other issues related to the provision of wastewater service by the City. Since these issues are addressed and updated specifically for the City of Biggs elsewhere in this MSR, and since the previous MSR is incorporated by reference, only the wastewater-specific determinations from the previous MSR are included here.

Determination 3.2-4 (Financing and Rate Restructuring):

Current sewer service charges are inadequate to cover the costs of providing service necessitating a rate increase. Infrastructure needs are planned and budgeted for; both enterprise funds contain improvement fund allocations.

Determination 3.2-5 (Cost Avoidance and Facilities Sharing):

The City utilizes a sufficient range of cost avoidance practices in its operations pertaining to sewer service. Opportunities exist for facilities sharing with the City of Gridley.

Determination 3.2-6 (Management Efficiencies):

The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner. The City has had actions taken against it by regulatory agencies.

Summary of Determinations

Determination 3.2-1 (Capacity):

The City currently has the capacity to collect and treat the wastewater produced within its existing boundaries. 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 higher than moderate growth but will need to be expanded in the future.²

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.

Determination 3.2-3 (Facilities Expansion/Upgrades):

There are no wastewater treatment plant expansions planned, and none appear to be necessary in the foreseeable future to accommodate the expected growth based on a growth rate of 0.9%. The City has recently embarked upon a waste water treatment facilities plan in anticipation of necessary upgrades during the next permit review.

Determination 3.2-4 (Financing and Rate Restructuring):

Current sewer service charges are inadequate to cover the costs of providing service necessitating a rate increase. Infrastructure needs are planned and budgeted for; both enterprise funds contain improvement fund allocations.

Determination 3.2-5 (Cost Avoidance and Facilities Sharing):

The City utilizes a sufficient range of cost avoidance practices in its operations pertaining to sewer service. Opportunities exist for facilities sharing with the City of Gridley.

Determination 3.2-6 (Management Efficiencies):

The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner. The City has had actions taken against it by regulatory agencies.

² Wasser, Hayden, Wastewater Treatment Plan Operator, City of Biggs, personal communication with Quad Knopf, Inc., March 2008.

CHAPTER 3.3

STORM DRAINAGE/IRRIGATION

3.3 STORM DRAINAGE/IRRIGATION

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.

In addition to the 2005 City of Biggs Master Storm Drainage Plan, this MSR relies on the information contained in the MSR on Irrigation, Drainage, and Reclamation in Butte County completed for Butte LAFCo. The City of Biggs' MSR relies on the Reclamation District No. 833 (RD 833) chapter of that MSR and incorporates it herein by reference for information pertaining to the District's facilities and levels of service.

Existing Conditions and Facilities

CITY OF BIGGS CHARACTERISTICS

The City of Biggs and its Sphere of Influence drain primarily in a southwestern direction through a system of ditches and sloughs towards 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 outside of the 100-year floodplain and is not classified as a flood hazard area. Groundwater within the Biggs areas is generally high and ranges seasonally from 7-12 feet in depth. Surface drainage rates are generally low within the Biggs area due to the flat terrain.

The City of Biggs is the sole operator of developed storm water drainage facilities within the City. RD 833 also operates and manages the agricultural tailwater and slough system running through and around the City. 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 for flood control purposes. While the District owns and operates discharge lands within the Butte Sink area for the discharge of water, said facilities contain inadequate capacity to accommodate full system discharges during large-scale storm events where outfall to State facilities are otherwise already impacted.

The City of Biggs encompasses approximately 400 acres, however, receives storm water runoff from an additional 265+/- acres. 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 waste water treatment plant. 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 Second Street and Rio Bonito Rd.

Storm Drainage/Irrigation

The City of Biggs 1998 Storm Water Master Plan suggests that a large percentage of the existing storm water infrastructure in the City was installed in the 1930's and 1940's and that those facilities are currently sub-standard. The Master Plan suggests that the City's system is composed of a storm drainage lift station, miscellaneous piping facilities, limited curb, gutter and a network of roadside swales used to transport storm water through the City into drainage laterals and Hamilton Slough. The City's Master Plan suggests 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."*

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 currently being undertaken as part of the site improvements for the North Biggs Estates residential project that will further assist 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 storm water lift station on Third Street to remove localized roadway floodwater.
- Installation of over one (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 storm water on the west side of the City (Area 3) to exit the City; and,
- Installation of \$1.5 million dollars worth of storm drainage infrastructure on the west side of the City (Area 3) consisting of a new storm water 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 currently being undertaken 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.

RD 833 DISTRICT CHARACTERISTICS

RD 833 (District) 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 the District 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, the District owns and

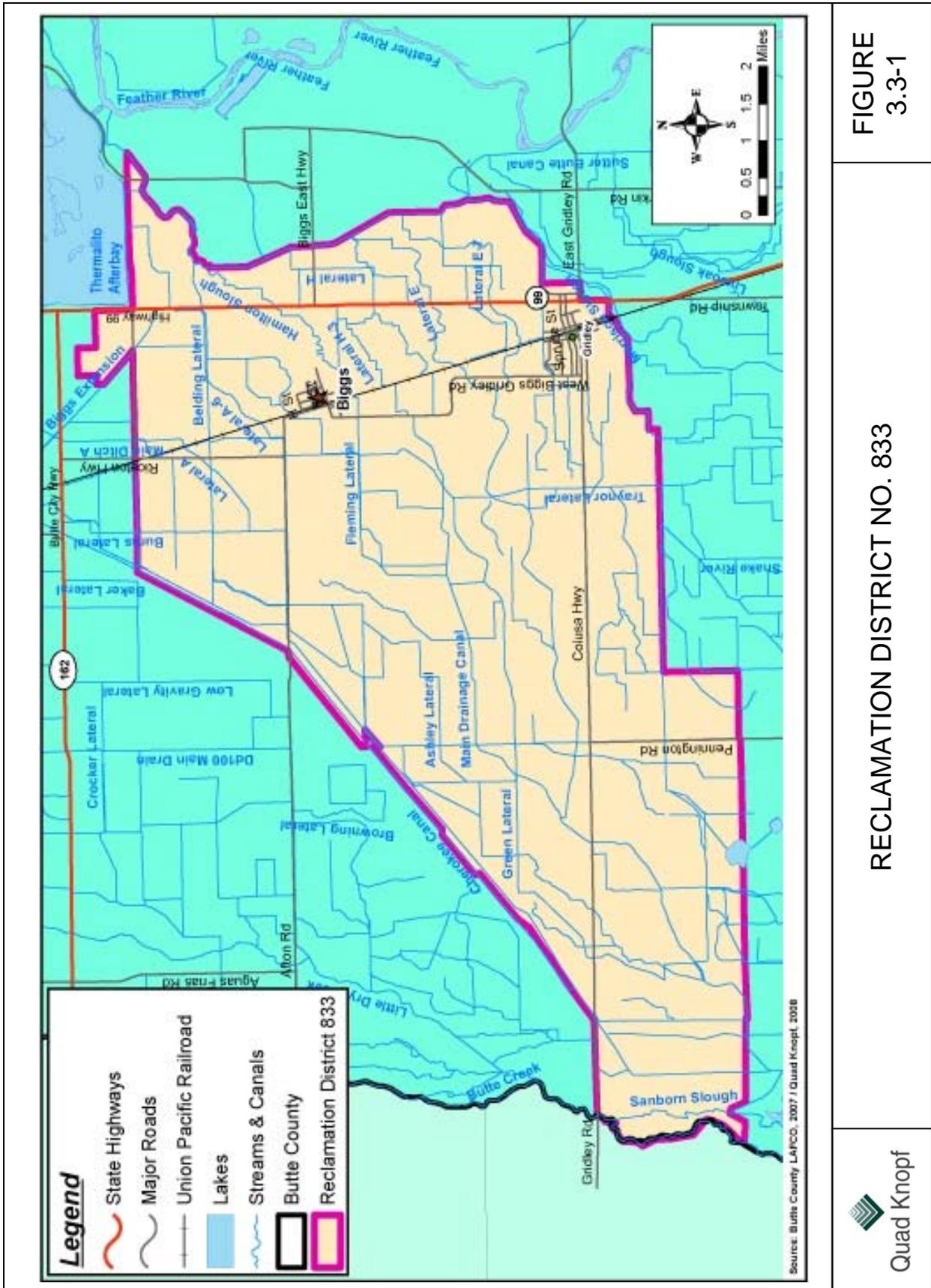


FIGURE 3.3-1

RECLAMATION DISTRICT NO. 833



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 the District is within the Cherokee watershed while the eastern portion of the District 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. The District currently maintains and operates approximately 157 miles of drainage ditches.

Master Storm Drain Plan and Regulatory Requirements

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 for the next 15 years¹.

The 1998 Master Storm Drain Plan provides the following information on the City of Biggs storm water 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. With recent improvements, the system provides an acceptable level of service to City residents. However, during periods of intense rainfall the north-central section of the City, notably at Second and Third Streets, experience localized roadway flooding requiring up to eight to twelve hours to drain. It is noted however that the recent installation of storm drainage improvements in E Street, better operations of the E street storm drainage lift station, and with the current construction of North Biggs Estates storm drainage improvements, much of these historic problems have been or will be eliminated.

The Master Plan study completed in 1998, analyzed the City's existing storm drainage conditions and facilities. 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.

¹ City of Biggs, *Master Storm Drain Plan*, 1998.

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 a new project called North Biggs Estates, much of the historical flooding in Area 1 will be mitigated due to the installation of new storm drainage infrastructure.

In 2007, the City installed approximately \$1.5 million dollars worth of drainage improvement in Area 3, described above, which included a new lift station, curb, gutters, drainage inlets and underground storm drainage pipes. The City also recently completed a project to connect an existing storm drainage pipe to Lateral K on the west side of the community. These improvements will eliminate most of the localized flooding in Area 3.

In addition to accommodating the storm drainage flows from within the City Limits and the Sphere of Influence, 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 offsite drainage immediately east of the City drains across Biggs High School property and connects into the existing drainage channel located 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 3.3-1 (Existing Conditions and Facilities):

The City of Biggs' storm water collection system discharges to sloughs and open drainage ditches located at the perimeter of the City. The ditches are maintained by Reclamation District No. 833 (RD 833). The ditches were designed to convey agricultural, rather than urban, storm water flows.

Determination 3.3-2 (Existing Conditions and Facilities):

The Districts' 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.

Local and Regional Regulatory Plans

The Central Valley Regional Water Quality Control Board (RWQCB) is responsible for water quality control plan, water quality objectives and regulating storm water runoff pollution. Cities and industries known to contribute to stormwater runoff pollution are regulated by National Pollution Discharge Elimination System (NPDES) permits and waste discharge requirements issued by RWQCB. RWQCB issues individual NPDES permits to cities with a population of 100,000 or more, and has issued a general permit to smaller cities that either a) meet the EPA definition of an urbanize area, or b) are designated as regulated areas by RWQCB in light of high

Storm Drainage/Irrigation

population growth, population density or discharge levels. The City of Biggs has not been designated as a regulated entity.

The City of Biggs' policy goals are to protect the City from flood hazards and to minimize flood-related impacts to development in Biggs. The City of Biggs requires all new development to install storm water drainage infrastructure to ensure that peak flows are not increased and to coordinate review of development projects with affected reclamation districts. As noted above, the City prepared and adopted a Master Storm Water Plan in 1998 which identifies infrastructure capacity issues and future infrastructure needs. Due to its small size, the City of Biggs is not required to adopt a storm water management plan.

Butte County's storm water management planning efforts include a storm water management plan covering the 2003-2008 period and an integrated water resources plan adopted in 2005.

RD 833 has not adopted a system master plan or a capital improvements plan.

Growth and Population

The previous MSR prepared for RD 833 refers to an estimated population of approximately 9,468 within RD 833's boundaries. The District's expected population growth assumes growth rates of 1.1, 5.2, and 5.1 percent, which correspond to the projected growth in the unincorporated portions of the County and the Cities of Biggs and Gridley, respectively, as estimated by BCAG projections for 2006 –2030.² By the year 2030, the District's expected population is 17,499. It should be noted that while the RD 833 MSR used the 5.2% growth rate for the City of Biggs, this number has been reduced to .9% in this MSR to reflect a more accurate projection based on historic development patterns and trends. It is acknowledged that the .9% growth rate for the City is lower than the future projected growth however; limited land supply remains a constraining factor for short-term growth in the City. It is further acknowledged that the service area for the RD 833 district is significantly larger than the City of Biggs. The current population of the City of Biggs is estimated by the California Department of Finance to be approximately 1,776 persons (January, 2008) which represents approximately 19% of the current service area of the District.

There are several proposed developments between Biggs and Gridley that are in preliminary planning phases. Given the preliminary discussions between local property owners, developers, and County staff regarding potential future general plan amendments and existing general plan policies, there is the potential for additional dwelling units in this area.

² Please see Chapter 2 of this MSR for details on the currently expected growth rate for the City of Biggs (0.9%).

Determination 3.3-3 (Growth):

Agriculture in the western portion of the District is a stable land use. However, the City of Biggs is entering a phase of potential land use transitions. Future changes in land use could negatively affect the capacity of RD 833 to provide services, given the District's limited infrastructure and financing.

Determination 3.3-4 (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

INFRASTRUCTURE NEEDS AND DEFICIENCIES – CITY OF BIGGS

The 1998 City of Biggs' Storm Water Master Plan recommended eight (8) projects in Capital Improvement Projects List (Table 7-2) that the City should pursue to address existing system deficiencies. Those projects, in order of identified priority, were as follows:

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

While various projects have been completed that incorporate elements of the projects listed in the Storm Drain Master Plan, the City has not addressed all of the projects identified in the Study.

Determination 3.3-5 (Infrastructure Needs and Deficiencies):

The existing storm drainage system in the City is less than desirable to provide a reasonable level of service to City residents and the City should update its Storm Water Master Plan to address the issues of substandard existing facilities and implement modern underground facilities in areas where none exist.

INFRASTRUCTURE NEEDS AND DEFICIENCIES – RD 833

Conveyors/Detention

RD 833 maintains a network of approximately 157 miles of drainage ditches within the 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 storm water detention facility in the City of Biggs. 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 semi-annually on an as-needed basis. The Butte County Storm Water Management Plan (September 2003) addresses issues associated with storm water pollution. Additionally, RD 833 participates in a Water Quality Coalition.

Determination 3.3-6 (Conveyors/Detention Facilities):

The District 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 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. The District 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. The Board of Reclamation also utilizes the Butte Sink area 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 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 percent impervious area and associated land uses in the drainage basin must be considered.

Determination 3.3-7 (Capacity):

Historically, flooding in the Biggs area was caused by the natural flood regime of the Feather River. During large storm events, there is flooding in the majority of the District's ditches, which suggests a lack of capacity to accommodate peak flows. Given the alterations that have occurred within the watershed, there is disagreement regarding the primary source of peak flows and flooding during the wet season. However, the District attributes the cause of this flooding to the increase in impervious surfaces from new developments within the watershed. Regardless of the attribution of the cause of flooding, RD 833 would benefit from participation in a regional drainage study.

Determination 3.3-8 (Capacity):

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

Facilities

The District owns a one-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. The District 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, the District holds a number of easements across private property in order to allow maintenance personnel access to the drainage ditches for maintenance and operation purposes.

The City's storm water drainage infrastructure includes three storm drain lift station, curb, gutter, roadside swales, miscellaneous piping facilities, etc. which are owned and maintained by the City. These facilities transport storm water through the City into drainage laterals and Hamilton Slough. The City recently provided storm drainage to the entire west side of town. This was a significant upgrade that totaled \$1.5 million and significantly improved the storm drainage in the western portion of the City (Area 3).

The District 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 3.3-9 (Facilities):

The District's facilities are generally well-maintained, albeit within a severely restricted budget that does not allow for significant contingencies. No needs for additional facilities were identified and the City recently completed \$1.5 million in upgrades on the west side of town.

Determination 3.3-10 (Existing Conditions):

The majority of the City's storm water infrastructure is over 50 years old and is considered substandard in comparison to current practices while approximately 2/3 of the city has no modern underground storm drainage infrastructure resulting in a reliance on surface drainage flows that causes localized flooding during storm events.

Determination 3.3-11(Existing Conditions):

The City is not subject to a National Pollution Discharge Elimination System (NPDES) permit issued by the Central Valley RWQCB nor does the RWQCB designate the City as a regulated area requiring the preparation of a Storm Water Management Plan.

Anticipated Demand and Planned Improvements

The City's policy is to require new development to install appropriate on-site and off-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 pre-development levels of peak storm water 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 above ground locations.

New development has constructed onsite detention facilities to comply with this requirement. The North Biggs Estates project, currently under construction, has installed a combination of surface and sub-surface 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.

Summary of Determinations

Determination 3.3-1 (Existing Conditions and Facilities):

The City of Biggs' storm water collection system discharges to sloughs and open drainage ditches located at the perimeter of the City. The ditches are maintained by Reclamation District No. 833 (RD 833). The ditches were designed to convey agricultural rather than urban storm water flows.

Determination 3.3-2 (Existing Conditions and Facilities):

The Districts' 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 3.3-3 (Growth):

Agriculture in the western portion of the District is a stable land use. However, the City of Biggs is entering a phase of potential land use transitions. Future changes in land use could negatively affect the capacity of RD 833 to provide services, given the District's limited infrastructure and financing.

Determination 3.3-4 (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 3.3-5 (Infrastructure Needs and Deficiencies):

The existing storm drainage system in the City is less than desirable to provide a reasonable level of service to City residents and the City should update its Storm Water Master Plan to address the issues of substandard existing facilities and implement modern underground facilities in areas where none exist.

Determination 3.3-6 (Conveyors/Detention Facilities):

The District 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 833 Weir.

Determination 3.3-7 (Capacity):

Historically, flooding in the Biggs area was caused by the natural flood regime of the Feather River. During large storm events, there is flooding in the majority of the District's ditches, which suggests a lack of capacity to accommodate peak flows. Given the alterations that have occurred within the watershed, there is disagreement regarding the primary source of peak flows and flooding during the wet season. However, the District attributes the cause of this flooding to the increase in impervious surfaces from new developments within the watershed. Regardless of the attribution of the cause of flooding, RD 833 would benefit from participation in a regional drainage study.

Determination 3.3-8 (Capacity):

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

Determination 3.3-9 (Facilities):

The District's facilities are generally well-maintained, albeit within a severely restricted budget that does not allow for significant contingencies. No needs for additional facilities were identified and the City recently completed \$1.5 million in upgrades on the west side of town.

Determination 3.3-10 (Existing Conditions):

The majority of the City's storm water infrastructure is over 50 years old and is considered substandard in comparison to current practices while approximately 2/3 of the city has no modern underground storm drainage infrastructure resulting in a reliance on surface drainage flows that causes localized flooding during storm events.

Determination 3.3-11(Existing Conditions):

The City is not subject to a National Pollution Discharge Elimination System (NPDES) permit issued by the Central Valley RWQCB nor does the RWQCB designate the City as a regulated area requiring the preparation of a Storm Water Management Plan.

CHAPTER 3.4

ROADWAYS

3.4 ROADWAYS

Introduction

Street classifications have been developed recognizing differences between a street used to provide land access and a street used for through traffic. Differences between 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.



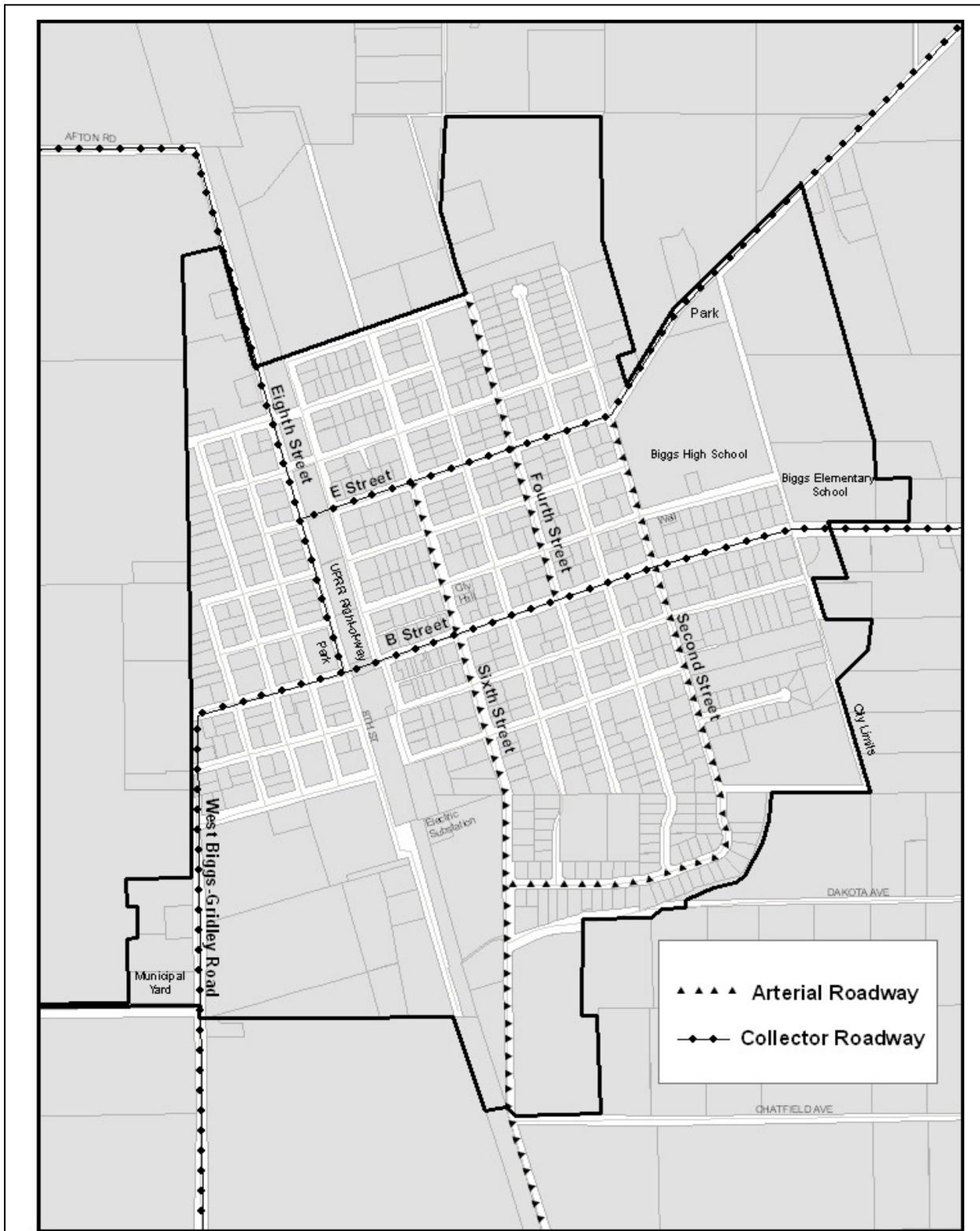
Figure 3.4-1 shows major roadway segments in the City. The City of Biggs 1998 General Plan provides the following definitions of local, collector, arterial and rural highway¹ roadways:

Local: Residential Local streets provide direct access to adjacent properties and are not intended to serve through traffic. Local streets provide access to Collector streets and carry low traffic volumes at low speeds, typically less than 25 m.p.h. Right of Way requirement for Local Streets is 60 feet in width, with 44 feet of paved surface width between curbs.

Collector: Collector streets provide a linkage between Local streets and Arterial streets. Collector streets serve a variety of functions, providing access to individual properties and allowing movement to and from Local streets. Collectors carry light to moderate traffic volumes at speeds between 25 m.p.h. and 35 m.p.h. Right of Way requirement for Collector streets is 70 feet in width, with paved surface between curbs 54 feet in width. Collector streets should provide bicycle lanes.

Arterial: Arterial streets provide the major travel corridors through Biggs, linking Collector streets with regional roadways. Arterials connect with both Residential Local and Collector streets. Arterial streets within the City of Biggs also provide access to some properties. Arterials carry the greatest traffic volumes. Speed limits may range from 25 m.p.h. to 35 m.p.h. Right of Way requirement for Arterials is 80 feet in width, with a paved surface of 60 feet in width between curbs.

Rural Highway: Rural highways are generally higher speed, medium capacity two-lane roadways with one lane for travel in each direction. Passing of slower vehicles requires the use of the opposing lane where traffic gaps allow. Speed limits range from 35 m.p.h. to 65 m.p.h. The only Rural Highway in the Biggs Planning Area is Highway 99 which serves as the main connection from Biggs to Chico, Gridley, Yuba City/Marysville, and eventually Interstate 5, in both directions.



CITY OF BIGGS MAJOR ROADWAY SEGMENTS

Figure 3.4- 1

Existing Conditions and Facilities

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. This analysis focused on portions of Biggs which could be adversely affected by new development proposed within the general plan. Based upon the findings of the traffic analysis, new development anticipated within the general plan will result in unacceptable traffic levels as defined within the Circulation Element.

**Table 3.4-1
Existing and Future Traffic Levels**

Road Segment	Current Traffic	Future Traffic ¹
B Street	2,171	2,763
E Street	1,125	1,354
Second Street	715	730
Fourth Street	445	712
Sixth Street	730	1,032
Eighth Street	1,497	1,690
Trent Street	303	349
W. Rio Bonito	1,075	1,226
B St. (East)	2,504	4,041
W. Biggs/Gridley Rd.	2,019	2,575
Sixth St. (South)	902	1,367

¹Future traffic estimates assume build out of short term development potential as defined in Table 1.4 of the Land Use Element.

*Source: City of Biggs General Plan 1997-2015 (PMC, 1998).

Determination 3.4-1 (Existing Conditions and Facilities – LOS):

The most current comprehensive traffic study was completed in 1996 for the 1997 General Plan--an updated traffic study is needed to confirm current LOS. Unless substantial development takes place in the future (400+ homes), the LOS is acceptable to the City of Biggs.

PHYSICAL ROADWAY CONDITIONS

According to the City’s General Plan, the surface quality of roads within Biggs is not clearly documented. However, degradation of roads due to periodic flooding which undermines road grades, lack of regular maintenance to protect the quality of road surfaces and, in some instances,

road beds constructed to less than optimal specifications all contribute to the breakdown of City roads.

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

The most current Pavement Management System report was completed in 2005 and indicates that 68% of the City's roads are classified as poor or very poor. Implementation of Capital Improvement Plan as recommended in Determination 3.4-4 will establish a process by which the City will implement and fund physical public roadway conditions.

PUBLIC TRANSIT

Butte Regional Transit B-Line provides public transportation to Biggs residents. Service is provided through a bus route which leaves Biggs at 8:53 a.m., 11:58 a.m. and 3:57 p.m. After leaving Biggs, buses travel first to Gridley and then to Oroville. Additional destinations may be reached from the City of Oroville. 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.

Infrastructure Needs and Deficiencies

PLANNED IMPROVEMENTS

The City's FY 07/08 budget includes continued funding for a series of roadway projects. However, the City's ability to make roadway improvements is greatly affected as the State continues to take local revenues and, potentially, as the City grows whether or not revenues are reduced.



The City does not currently have a Capital Improvement Plan (CIP). CIP's are a valuable planning tool for City staff. The CIP informs the public as well as local utilities, allowing for early coordination with all affected agencies to better coordinate construction and rehabilitation projects.

Appendix A of the City's Development Impact Fee Study¹ lists planned roadway improvements (asphalt rehabilitation, curb and gutter, sidewalk, and under grounding), quantity per linear foot, unit cost per linear foot, total cost and new development's share of the total cost. According to this table, roadway improvements are planned for B Street, E Street, Rio Bonito Road, 4th Street, and 8th Street with a total cost of 2.7 million of which 1.3 million is new development's share.

¹ PMC, City of Biggs, *Development Impact Fee Study*, July 2006.

Determination 3.4-3 (Planned Improvements):

The City's ability to make roadway improvements is potentially affected as the City grows, mostly depending on whether or not available revenues are reduced. The City has identified a list of prioritized projects to address current and future operational deficiencies within the City limits. The Development Impact Fee Study identifies \$2,757,500 in improvements to the City's roadway system over the course of ten years from 2006 through 2016.

Determination 3.4-4 (Improvements):

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

Summary of Determinations

Determination 3.4-1 (Existing Conditions and Facilities – LOS):

The most current comprehensive traffic study was completed in 1996 for the 1997 General Plan--an updated traffic study is needed to confirm current LOS. Unless substantial development takes place in the future (400+ homes), the LOS is acceptable to the City of Biggs.

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

The most current Pavement Management System report was completed in 2005 and indicates that 68% of the City's roads are classified as poor or very poor. Implementation of Capital Improvement Plan as recommended in Determination 3.4-4 will establish a process by which the City will implement and fund physical public roadway conditions.

Determination 3.4-3 (Planned Improvements):

The City's ability to make roadway improvements is potentially affected as the City grows, mostly depending on whether or not available revenues are reduced. The City has identified a list of prioritized projects to address current and future operational deficiencies within the City limits. The Development Impact Fee Study identifies \$2,757,500 in improvements to the City's roadway system over the course of ten years from 2006 through 2016.

Determination 3.4-4 (Improvements):

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

CHAPTER 3.5

POLICE

3.5 POLICE

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 provides contract service to the City of Biggs for police and animal control services since 2001, when it changed the name of its police department to the Gridley-Biggs Police Department (PD). The contract with the City of Gridley is based on a population percentage. The current contract is from one year ago.

In 2008, a MSR for the City of Gridley was adopted by Butte LAFCO. The City of Biggs MSR primarily relies on shared services of the Gridley-Biggs Police Department and similar service provided by the Butte County Sheriff Department and the California Highway Patrol. The Law Enforcement section of the City of Gridley MSR is herein incorporated by reference.

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 PD operates a full dispatch center where 911 calls from land lines and cell phones in the City limits are initially dispatched. The dispatch center handles animal control calls, and coordinates call-outs for after-hours public works and electric emergencies. The center is operated by a supervisor and five dispatchers. Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not 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 Gridley-Biggs PD in the City of Biggs is 7-8 minutes, according to the PD.

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 State Department of Justices 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 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 PD receives and dispatches all 911 calls from cellular phones.

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

The City has a Schools Resource Officer to act as a liaison person in the local schools. The goal of this program is to approach substance abuse, gang activity and juvenile crime by youth in a proactive and positive manner.

The PD participates in drug and alcohol awareness presentations (DARE) as well as gang awareness presentations (GREAT). In addition, the Police 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.

Plans and Regulations

The City's adopted policy in the 1999 General Plan is to maintain a service level of at least one sworn officer per 1,000 residents. The City requires all new development to meet adopted standards for access, safe movements and turnarounds set by the City PD. Major commercial or residential development site plans must be reviewed by the City PD to ensure adequate lighting and safety factors are incorporated into the proposed development.

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

Existing Conditions and Facilities

BUILDING

The PD maintains one facility in Gridley, located at 685 Kentucky Street adjacent to City Hall and one facility in Biggs located at 3016 6th Street adjacent to the City Hall. 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 PD 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 Police Department has one office within the modular City Hall building.

STAFFING

The City staffs its PD with 17 sworn officers and six civilians in addition to reserve officers and part-time dispatchers. Special assignments include a school resources officer to address school violence in both cities, 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.

Table 3.5-1
Current Staffing levels of the Gridley-Biggs Police Department

Chief of Police	1
Assistant Chief	1
Patrol Officers	14
Dispatch	5
School Resource Officer	1
Reserve Officers	6
Retired Senior Volunteer Patrol (RSVP)	8
Animal Control	1
Chaplains	2

*Source City of Gridley Police Department Website accessed February 2008.

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 median California city with an independent police department has 1.3 sworn officers per 1,000 residents in FY 04-05. Staffing levels tend to be higher in small cities. Among smaller cities with a population of 5,000-10,000 residents, the median city had 1.7 sworn officers per 1,000 population; this goal would be accommodated with the existing staffing level until more than 2,000 new residents move into the area.

The Chief of Police has expressed a need for a non-sworn traffic officer to address accidents and traffic, plus a canine unit to assist with drug enforcement. Canine units may be specifically oriented toward drug detection, bomb detection, finding mission persons, or protecting police officers.

Non-sworn personnel include five reserve officers, five dispatchers (plus one supervisor) and one animal control officer. Volunteers include two chaplains, who are responsible for death notifications, and 10 seniors who engage in clerical work and parades.

The Butte County Sheriff's Office assigns one deputy to the Gridley-Biggs area a minimum of 40 hours per week. At other times, the Sheriff responds from its Oroville headquarters. The Sheriff has a total of 44 patrol officers to cover over 1,600 square miles of unincorporated territory in the County.

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



The Department operates a well-equipped and well-maintained fleet of 18 vehicles including:

- 3 – unmarked vehicles
- 14 – marked vehicles
- 1 – RSVP vehicles

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 warrantee of the lease agreement. For a few of the older vehicles, maintenance will be preformed by a local repair shop on an as needed basis.

ANIMAL CONTROL

The City of Gridley owned animal shelter is located at 895 Sycamore, and is in good condition. In addition to law enforcement, the PD provides animal control services and a shelter located in downtown Gridley. Animal control service 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% of the available animal control services. The City currently employs one animal control officer in which approximately 25% of the officer's week is spent in Biggs. 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 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. The Gridley-Biggs PD receives approximately 1,500 911 calls per year and 13,000 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.

The Uniform Crime Reporting Program provides nationally standardized criminal statistics for use in law enforcement. In California, this program is administered by the Department of Justice (DOJ). The crimes, selected because of “seriousness, frequency of occurrence, and the likelihood of being reported to the police,” are homicide, forcible rape, robbery aggravated assault, burglary, larceny-theft over \$400, motor vehicle theft, and arson. DOJ categorizes these crimes as either violent (homicide, forcible rape, aggravated assault, and robbery) or property (burglary, motor vehicle theft, and larceny-theft over \$400) crimes.

Serious crime rates reflect the ratio of violent crimes and serious property crimes per 10,000 residents. From 1999 to 2004, there was a general increase in the City’s crime rate. The most recent year of data available, 2005, shows a 26 percent decline in Biggs’ crime rate from the year prior. The unincorporated areas of the county declined from 1997’s peak crime rates through 2002, but have had an increase each year since then.

Service Standards and Adequacy

The effectiveness of a law enforcement agency can be gauged by many factors, including crime clearance rates or the portion of crimes that are solved. There are no standards or guidelines on the proportion of crimes that should be cleared.

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the appropriate court for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate or extradition is denied.

The PD cleared 62 percent of violent crimes in Gridley and 100 percent in Biggs in 2005. By comparison, the Sheriff cleared 38 percent, Oroville cleared 56 percent and Chico cleared 31 percent. Property crime clearance rates were lower in Gridley and other jurisdictions. The PD cleared six percent of burglaries; the Sheriff cleared five percent. The PD cleared 13 percent of motor vehicle thefts in Gridley and 29 percent in Biggs; the Sheriff cleared five percent.

The PD’s crime clearance rates declined when Gridley began serving Biggs in 2001. Violent crime clearance rates have subsequently improved as the City adjusted to new service responsibilities. Property crime clearance rates declined in 2001, and have not recovered.

Arrest rates, measured as felony and misdemeanor arrests per capita, declined in 2004 and 2005.

The City provided part-time and on-call service to Biggs through 2006, but found the arrangement to be financially negative. The new 2007 contract with Biggs provides for the same service levels in both jurisdictions. Crime clearance rates are expected to recover now that the workload is more predictable.

Determination 3.5-1 (PD Existing Conditions and Facilities):

The Gridley-Biggs Police Department provides police protection and animal control services to the City of Biggs and Gridley. The Department is currently meeting desired levels of service through the existing contract between the two municipalities that was updated in 2007.

Infrastructure Needs and Deficiencies

The evidence and storage facility is becoming crowded; an expansion will be needed. An additional sergeant's office is also needed. The PD will likely expand in the future to use the adjacent unmanned volunteer fire station where trucks are currently stored. The station was designed and constructed so the buildings can easily be connected. The Chief would like this connection to take place in the near future.

Additionally, the railroad running through the Gridley-Biggs area has a policy dictating no new crossings. The Chief indicates a need for a crossing, which may require an overpass due to the railroad's policy.

Radio upgrades and replacement are needed; the City has set aside funds for the last 10 years to finance the \$150,000-200,000 upgrade.

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.

Determination 3.5-2 (PD Infrastructure Needs):

The Gridley-Biggs Police Department will need to expand the evidence and storage facility and add an additional sergeant's office into the unmanned volunteer fire station in the near future. New development will also increase the need for an overpass 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, and no difficult-to-serve areas. As Biggs grows, it will need additional police officers to sustain existing service levels.

Police

The 2007 Gridley population is 6,167 and the Biggs population is 1,769, for a total population served of nearly 8,000.

No new hires would be needed to maintain the minimum adopted policy of 1.0 officer per 1,000 residents. About 16 additional officers would be needed by 2025 to sustain existing service levels, and nine officers would be needed to maintain the median service level (of 1.7 officers per 1,000 residents) among small California cities.

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 \$116 per unit for residential development and \$51 per dwelling unit equivalent for commercial development to provide for future police equipment needs.

Determination 3.5-3 (PD Service Levels):

The current staffing levels are adequate, however; with new development additional personnel and facilities will be needed. The City monitoring of development impact fees will ensure that sufficient funds are collected to cover capital costs associated with increased demands for service generated by new development.

Summary of Determinations

Determination 3.5-1 (PD Existing Conditions and Facilities):

The Gridley-Biggs Police Department provides police protection and animal control services to the City of Biggs and Gridley. The Department is currently meeting desired levels of service through the existing contract between the two municipalities that was updated in 2007.

Determination 3.5-2 (PD Infrastructure Needs):

The Gridley-Biggs Police Department plans to expand the evidence and storage facility and add an additional sergeant's office into the unmanned volunteer fire station in the near future. New development will also increase the need for an overpass so officers can get from one side of town to the other during emergencies when trains go through the City.

Determination 3.5-3 (PD Service Levels):

The current staffing levels are adequate, however; with new development additional personnel and facilities will be needed. The City monitoring of development impact fees will ensure that sufficient funds are collected to cover capital costs associated with increased demands for service generated by new development.

CHAPTER 3.6

FIRE

3.6 FIRE

Introduction

Fire protection services within the City have been provided through a cooperative agreement with the Butte County Fire Department (BCFD) since 1989. This agreement is renewed on a three year basis and is funded on an annual basis 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, CALFIRE, and, if necessary, Sutter County and Live Oak fire departments would respond.

Existing Conditions and Facilities

The Biggs fire station at 454 “B” Street is staffed by two fire fighters 24 hours a day year round, assisted by seasonal firefighters when they respond. The station houses two fire engines, one of which is a reserve engine. Gridley and Biggs have combined volunteer firefighting equipment including two fire engines and one water tender.

The BCFD provides fire suppression, emergency medical, rescue, hazardous materials response, public assistance, and fire prevention/life safety services to the County. The Department services the City of Biggs with an average response time of less than four minutes and is an Insurance Services Office (ISO)¹ Class 3 fire department with a minimum daily staffing of seven personnel (six firefighters and one chief officer per shift). Beneath the Fire Chief are one Deputy Chief and five Assistant Chiefs. The BCFD is a combination fire department; the delivery of fire department services is accomplished using both career professional and citizen volunteer firefighters. The City’s General Plan does not have any policies or programs in regard to a firefighter per population ratio.

The City of Biggs owns and pays for the operational costs of one fire engine and through the City’s service contract with the State of California and through the resources of the Mutual Aid Agreement with Butte County, the City’s Fire Department has the shared resources of 42 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:

- 64 - Fire Engines
- 1 – Ladder Truck
- 2 – Heavy Rescues
- 17 – Water Tenders

¹ Insurance Services Office (ISO) is a national independent rating service that evaluates fire protection capabilities for the purpose of setting fire insurance rates. The primary factors evaluated are the fire department, dispatching, and the water system. Cities are normally re-rated about every 10 years. The ISO rating takes into account the number of firefighting personnel and equipment available to an area and the average emergency response times. Ratings range from protection classes 1 through 10, with Protection Class 1 indicating excellent fire service and Protection Class 10 indicating minimal or no protection.

Fire

- 2 - Dozers
- 1 – Air Attack Unit
- 1 – Air Tanker
- 2 – Hazardous Materials Units
- 3 – Breathing Support Units
- 25 – Rescue Squads²

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 (CalFire). Current staffing and equipment at the Biggs Fire Station is adequate, however; increasing staffing to 3 full-time firefighters to improve initial attack and first alarm effectiveness will be necessary.

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.³ Other Automatic Aid and Mutual Threat Zone agreements with CALFIRE, 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 Biggs Fire Department, CALFIRE, 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.

DRAFT BUTTE COUNTY MASTER PLAN FOR FIRE/RESCUE SERVICES

Currently the Department is working in association with the Butte County Fire Chiefs Association to develop the Butte County Master Plan for Fire/Rescue Services (DRAFT Master Plan). This document will provide recommendations to the governmental entities responsible for fire protection within Butte County concerning current and future fire, rescue, emergency medical and hazardous materials response capabilities. The purposes of this document are: to

² Butte County Fire Department, website, <http://www.buttefire.org/>, accessed March 19, 2008.

³ Governor's Office of Emergency Services, website, <http://www.oes.ca.gov>, accessed March 19, 2008.

provide efficient and operationally effective use of current and future county-wide fire, rescue, emergency medical, and hazardous materials response resources; to provide a cooperatively developed planning tool for use by elected officials, chief executives, and Fire Chiefs; to provide operating and capital budget recommendations based on international accreditation guidelines, national consensus standards, and fire insurance rating schedules; to avoid costly duplication of facilities and specialized equipment; and to respect the legal responsibilities of each fire protection jurisdiction to assure that adequate services are being provided to their citizens.⁴

The DRAFT Master Plan has not been reviewed by the governmental entities responsible for the different jurisdictions as of preparation of this MSR; it is still in the review phase with the Fire Chiefs Association. The DRAFT Master Plan is used for reference only, and is subject to change.

Infrastructure Needs and Deficiencies

STAFFING

The Biggs Fire Station is currently meeting departmental minimums for staffing as a regional provider; however, it is increasingly recognized that the Station lags behind national (NFPA) standards. Experience shows the NFPA standard to be very important when anticipating change. 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.

It is anticipated that the system-wide pressure, including that in the City of Biggs, may increase the need for staffing of the Biggs engine no sooner than five years. It is also very important to note that any incremental increase in staffing should be in concert with the Butte County Fire partner of the co-op.

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 and one water tender. Currently the City is paying annual payments for the City fire engine, once the fire engine is paid for the funding will annually accumulate to offset the cost of the next City fire engine. Typically the City receives grants for fire equipment that



⁴ DRAFT Butte County Master Plan for Fire/Rescue Services, June 29, 2006 version.

enhance the service provided locally. 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 and most importantly this may be possible without adversely impacting response times.

Determination 3.6-4 (Facilities and Equipment):

The existing Biggs Fire Station facilities are adequate, however; increased growth will require additional equipment and/or the relocation of the Fire Station to a more advantageous location.

CURRENT CONSTRAINTS

The largest constraint to the 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 SR 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 it is increasingly lagging behind national (NFPA) standards. Experience shows the NFPA standard to be very important when anticipating change.

The historic major concern of inadequate fireflow has been addressed as the City’s water system continues to improve. Water is readily available in the aquifer to meet increased fireflow demand created by new growth.

Another concern is declining volunteerism 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 3.6-5 (Department Constraints):

The City and Department need to work together to determine future staffing and equipment needs and come up with 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

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 (CalFire). Current staffing and equipment at the Biggs Fire Station is adequate, however; increasing staffing to 3 full-time firefighters to improve initial attack and first alarm effectiveness will be necessary.

Determination 3.6-2 (Mutual Aid Agreements):

The mutual aid agreements that exist between the Biggs Fire Department, CALFIRE, 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 growth will require additional equipment and/or the relocation of the Fire Station to a more advantageous location.

Determination 3.6-5 (Department Constraints):

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

CHAPTER 3.7

PARKS

3.7 PARKS

Introduction

In 2005, a MSR on Recreation and Park Services in Butte County was completed for Butte LAFCo. The City of Biggs MSR relies on the City of Biggs Parks and Recreation Services chapter of that MSR and incorporates it herein by reference.



General Characteristics

The City manages three parks and has one piece of property for future playground development. Figure 1-4 illustrates the location of park facilities in the City. Most residential properties within Biggs are located within ½ mile of a park in the City. The City does not provide typical recreation programs and services.

Existing Conditions and Facilities

Family Park is just under one acre. Rio Bonito Park, which was improved in 2007 and 2008 as a public-private partnership with Sunwest Milling Co., Inc., is a shared facility with the Biggs Unified School District and is located on school property. Rio Bonito Park is approximately 7.2 acres, which includes the baseball diamond, picnic area, play structure area, parking area, and the undeveloped land behind the baseball diamond. Excluding the undeveloped area beyond the baseball diamond, the site is approximately 5.6 acres in size. The Trent Area lot (designated for a future playground site) is 0.28 acres in size. County Service Area (CSA) 31 (Schor's Swimming Pool) which is located near the Biggs elementary and secondary schools on the eastern side of the community, is another important amenity in Biggs which is maintained by the CSA. Recreational facilities within the community are somewhat limited, and the School District 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 public and privately maintained hunting areas available in the immediate area.



Infrastructure Needs and Deficiencies

PARKLAND NEEDS

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

Parks

Association suggested that communities have six 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.

The City has a Parks Master Plan, as part of the City's General Plan, which is used to plan future park needs. The City's General Plan establishes a standard of ten acres of accessible developed parkland for every 1,000 residents. The City currently has approximately 6.6 acres of developed parkland, translating into roughly 3.73 acres for every 1,000 people as of 2007.

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. Based on a projected increase of 1,684 persons or 536 dwelling units as established in Table 3.1 of the Development Impact Fee Study, a total of 16.8 additional acres of parkland will be required to serve the increased population.

Other Issues

The previous MSR includes information and analysis on other issues related to the provision of parks by the City. Since these issues are addressed and updated specifically for the City of Biggs elsewhere in this MSR, and since the previous MSR is incorporated by reference, the park-specific determinations from the previous MSR are included here with adjustments to reflect recent actions taken by the City.



The City of Biggs has recently 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, a significant action to address park and recreation financing deficiencies discussed in the Municipal Service Review, Recreation and Park Services, Final Report (September 1, 2005).

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

The City has recently adopted an ordinance as authorized by Government Code Section 66477, also known as the Quimby Act, 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 will need to 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. The School District needs to explore opportunities for facility sharing arrangements and joint-use agreements to provide additional parks and recreational services to the community at a low cost. The City needs to consider the use of volunteers for certain maintenance duties in the parks.

Determination 3.7-4 (Local Accountability):

The City provides the public with adequate information and opportunity for input and involvement in City government, but the Public Works Department needs to ensure 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. Building upon the recently adopted Area of Concern, the City needs to consider a cooperative arrangement with the City of Gridley, County Service Area (CSA) #31, CSA #34, and local school districts to provide parks and especially recreational programming to the residents of both communities at a higher level than is possible by either of the cities individually.

Summary of Determinations

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. Based on a projected increase of 1,684 persons or 536 dwelling units as established in Table 3.1 of the Development Impact Fee Study, a total of 10.5 acres of parkland will be required to serve the increased population.

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

The City has recently adopted an ordinance as authorized by Government Code Section 66477, also known as the Quimby Act, 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 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 will need to 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. The School District needs to explore opportunities for facility sharing arrangements and joint-use agreements to provide additional parks and recreational services to the community at a low cost. The City needs to consider the use of volunteers for certain maintenance duties in the parks.

Determination 3.7-4 (Local Accountability):

The City provides the public with adequate information and opportunity for input and involvement in City government, but the Public Works Department needs to ensure 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. Building upon the recently adopted Area of Concern, the City needs to consider a cooperative arrangement with the City of Gridley, County Service Area (CSA) #31, CSA #34, and local school districts to provide parks and especially recreational programming to the residents of both communities at a higher level than is possible by either of the cities individually.

CHAPTER 3.8

SOLID WASTE

3.8 SOLID WASTE

Introduction

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

Existing Conditions and Facilities

COLLECTION AND RECYCLING/DISPOSAL

Solid waste generated in the City is primarily disposed of at the Neal Road Landfill (operated and owned by Butte County). The Neal Road Landfill is located at 1023 Neal Road, one mile east of Hwy. 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 Landfill has a total estimated permitted capacity of 25,271,900 cubic yards and an estimated remaining capacity of 21,716,471 cubic yards (as of 2000). The facility has a tentative closure date of January 1, 2033. Under the landfill's existing permit, the facility is allowed to receive up to 1,500 tons per day of refuse.¹

Waste Management provides waste collection, recycling and yard waste collection to the City through contract out of the Chico office. Solid waste collection service is mandatory in the City of Biggs. Waste Management is a leading provider of comprehensive waste management services serving more than 25 million residents and two million commercial customers in North America.²

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 can 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

¹ California Integrated Waste Management Board, Active Landfills Profile for Neal Road Landfill (04-AA-0002), <http://www.ciwmb.ca.gov/Profiles/Facility/Landfill/LFProfile1.asp?COID=4&FACID=04-AA-0002>.

² Waste Management website, <http://www.wm.com/Templates/FAC3198/index.asp>, accessed March 20, 2008.

Solid Waste

- 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 who qualify as Conditionally Exempt Small Quantity Generators.³

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.

Infrastructure Needs and Deficiencies

DEMAND

The County's overall waste stream in 2005 was 183,029 tons, and the total household waste disposal was 77,506 tons.⁴

LANDFILL CAPACITY

The Neal Road Landfill has anticipated a 2.5 to 3.5% annual increase in waste due to anticipated growth in Butte County. The landfill was expanded in 2002 to accommodate the growing population and increasing solid waste disposal. No further expansions are planned. With a remaining capacity of approximately 22 million cubic yards, the landfill is expected to operate until 2033.⁵

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.

³ City of Chico MSR, 2006.

⁴ California Integrated Waste Management Board, Profile for Butte County, <http://www.ciwmb.ca.gov/Profiles/Juris/JurProfile2.asp?RG=C&JURID=612&JUR=Biggs>.

⁵ City of Chico MSR, 2006.

Summary of Determinations

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.

CHAPTER 3.9

GENERAL GOVERNMENT SERVICES

3.9 GENERAL GOVERNMENT SERVICES

Introduction

The city departments, individual positions, and outside agencies that provide community services include: City Council, City Management (Administration), City Public Works Department, City Attorney, City Planner, City Engineer, City Animal Control Officer, County Building Department, Gridley-Biggs Police Department and Cal Fire. Because of the relatively low demand that is placed on government services, many of the government services are contracted out. The public services provided on a contract basis include fire protection, police protection, planning services, engineering services, building permit and building inspection services.



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, Finance Director, Accounting Clerks and Assistant Planner¹.

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 and water pollution control system; 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 Public Works Supervisor, Plant Operator, a three member city crew.

Determination 3.9-1 (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.

¹ City of Biggs, FY 07-08 Budget Approved 6-25-07.

Infrastructure Needs and Deficiencies

STAFFING

The City has a full time workforce of 10 (five in Public Works and five in the administrative office) employees with the remaining being contract employees. Conversations with the City Administrator indicated that Biggs is currently appropriately staffed and does not need any additional employees at this time. The City Administrator also said that there are no obstacles to hiring in Biggs and that the City received applications from many qualified applicants from job postings over the last couple of years. Additionally, the City receives free help from individuals from the Private Industry Council's work pool to help the Public Works Department out as needed. This can be anywhere from one to three people at any given time.

Determination 3.9-2 (Staffing):

The City of Biggs doesn't have any staffing deficiencies at this time and has been able to fill vacant positions with well qualified individuals.

FACILITIES

Adequate office, meeting and storage space is important to the efficient operation of the City at all levels. The City of Biggs Development Impact Fee Study (PMC, July 2006) assumed that improvements to City Hall, City offices (i.e. planning) and equipment for new staff to serve future growth, as well as equipment for Public Works and additional storage and shop space for the wastewater treatment plant will be needed to meet the growth projected in Table 3.9-1 as established by the Biggs Public Works Department.



**Table 3.9-1
General Government Improvement Costs**

Improvement	Total Cost	Ratio Cost for New Development ²
City Hall	\$ 70,000	\$ 34,202
Planning	\$ 259,600	\$ 239,655
Administration	\$ 27,600	\$ 16,349
Waste Water/Drinking Water	\$ 35,950	\$ 18,997
Public Works	\$ 251,300	\$ 120,438
Total	\$ 644,450	\$ 429,641

Source: PMC, City of Biggs Development Impact Fee Study, July 2006.

² The ratio cost for new development was taken from the City of Biggs Development Impact Fee Study, July 2006, which states, "In addition to the methodology described above, an existing/new development ratio of 51:49 was used in the calculation of the impact fee for Street Improvements, General Government and Fire Protection. This ratio was included under the assumption that existing and new development would both use these facilities/equipment and the need for the improvements was not exclusively a result of new growth in the City."

The City will need additional facilities and equipment to provide adequate office space and services under projected buildout conditions. Table 3.9-1 shows the estimated total cost of the improvements and the ratio cost for future development.

Determination 3.9-3 (Facilities):

The improvements to City Hall, City offices (i.e. planning) and equipment for new staff to serve future growth, as well as equipment for Public Works and additional storage and shop space for the wastewater treatment plant are needed to meet projected demands, and are planned and accounted for in the City's Development Impact Fee Program.

Determination 3.9-4 (Facilities):

The City should adopt and implement a Capital Improvement Plan to identify and track necessary facility improvements associated with increased population growth.

Summary of Determinations

Determination 3.9-1 (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 3.9-2 (Staffing):

The City of Biggs doesn't have any staffing deficiencies at this time and has been able to fill vacant positions with well qualified individuals.

Determination 3.9-3 (Facilities):

The improvements to City Hall, City offices (i.e. planning) and equipment for new staff to serve future growth, as well as equipment for Public Works and additional storage and shop space for the wastewater treatment plant are needed to meet projected demands, and are planned and accounted for in the City's Development Impact Fee Program.

Determination 3.9-4 (Facilities):

The City should adopt and implement a Capital Improvement Plan to identify and track necessary facility improvements associated with increased population growth.

CHAPTER 3.10

ELECTRICITY

3.10 ELECTRICITY

Introduction

The City of Biggs has provided electrical service within the community and to surrounding users since the early 1900's. This service has provided an important source of revenue to the City as well as allowing 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 ten other municipal electric utilities, that participate in specific projects on an elective basis¹. WAPA is one of four power marketing administrations within the U.S. Department of Energy. WAPA markets and transmits hydroelectric power within a 15-state region of the central and western U.S.².

The City has ownership interests in two generation facilities operated by the NCPA and has a long-term contract for a percentage in WAPA's base resources. 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 ownership percentage is approximately 0.454 percent, or 4,235 megawatt-hours (mwh) per year. The second NCPA facility in which the City has a 0.12 percent ownership interest is a five-unit combustion turbine peaking project. This system has a capacity of 125 mw. This second system operates at peak usage times across NCPA member communities to insulate members from high prices of spot market power.

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. Total WAPA capacity is more than 2,000 mw³.

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 maintained by the ISO.

¹ Northern California Power Agency, FY 05-06 Annual Report.

² Western Area Power Administration, About Western, <http://www.wapa.gov/about/>

³ Western Area Power Administration, About Western, <http://www.wapa.gov/about/>

DISTRIBUTION AND MAINTENANCE

The Biggs Electric Department owns, operates and maintains the electrical distribution system in the City. 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 PG&E, Comcast and AT&T.

The Electrical Department provides operation and maintenance of the distribution system. This includes maintenance of their 60 kv transmission system (from SR 99 to Biggs' substation). 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 sub station maintenance. Contracted services exclude maintenance of Biggs' 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 serves the unincorporated areas around Biggs. Under law, if an area served by PG&E is annexed to the City then customers may opt to remain with PG&E as their electric provider or change to the municipal utility. PG&E may not serve customers within the City limits except under this circumstance. The City of Biggs may not provide electrical service to residents outside the City limits.

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 (Public Utilities Code 454.5 *et. seq.* and Public Utilities Codes 1002.3 and 9615), 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, (Public Resources Code 25310 *et. seq.*) 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.

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 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 has 611 residential, 55 commercial and 3 industrial customers⁴. The majority of accounts are residential, followed by commercial accounts. Transportation and industrial accounts are minimal.

Load

Total energy usage in Biggs reached 18.2 gigawatt-hours (gwh) in FY 05-06⁵. Peak demand in July 2007 was 4 mw. It is worthy of note that approximately 70 percent of total energy usage in Biggs is accounted for by a single customer (Sun West 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 05-06 was 3.8 mw⁶. By comparison, net peak demand for all of California in 2005 was 58,900 mw.

⁴ California Municipal Utilities Association, *Energy Efficiency in California's Public Power Sector, A Status Report*, March, 2008

⁵ Northern California Power Agency, 2006, p. 29.

⁶ Northern California Power Agency, 2006, p. 29.

SERVICE STANDARDS AND ADEQUACY

The primary indication of adequate service is consistency or, in other words, lack of outages. The Department is able to adequately serve the City. The Department began tracking the main measure of reliability, power outages, in May of 2007. There has only been one significant outage of five hours duration and several minor outages since then. The City reported that outages are relatively rare, and that the seven-month period may not be representative of its overall performance record.

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.

The distribution system is currently under review by the Gridley-Biggs Electric Superintendent to assess system infrastructure needs and to propose a plan of action to the City based on findings. There are no known problems, but the Department aims to shorten outages and prevent problems as possible.

Determination 3.10-1 (Infrastructure Needs and Deficiencies):

Electricity service and capacity are adequate to serve current customers.

Anticipated Demand and Planned Improvements

The existing electric system is considered adequate to serve approximately 200 new Dwelling Unit Equivalent (DUEs) as of July 2006. Beyond that, the City will need an additional substation to serve future growth in the City. 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 sphere of influence as it builds out.

New distribution facilities are necessary to serve 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.

The Department will require a new substation with increased capacity to accommodate growth in the existing SOI. New subdivisions will contribute impact fees for the eventual construction of this new substation.

Determination 3.10-2 (Anticipated Demand and Planned Improvements):

The existing electric system is considered adequate to serve approximately 200 new Dwelling Unit Equivalents (DUEs) as of July 2006.

Determination 3.10-3 (Anticipated Demand and Planned Improvements):

The City will need a new substation by 2015 to serve future growth. New development shall pay its fair share percentage for the new substation.

Determination 3.10-4 (Facilities):

The City should complete the proposed system review and 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

Determination 3.10-1 (Infrastructure Needs and Deficiencies):

Electricity service and capacity are adequate to serve current customers.

Determination 3.10-2 (Anticipated Demand and Planned Improvements):

The existing electric system is considered adequate to serve approximately 200 new Dwelling Unit Equivalent (DUEs) as of July 2006.

Determination 3.10-3 (Anticipated Demand and Planned Improvements):

The City will need a new substation by 2015 to serve future growth. New development shall pay its fair share percentage for the new substation.

Determination 3.10-4 (Facilities):

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

CHAPTER 4.0

REMAINING REVIEW FACTORS

CHAPTER 4.1

FINANCIAL ABILITY TO PROVIDE SERVICES

4.1 FINANCIAL ABILITY TO PROVIDE SERVICES

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.

City Budget Overview

The City's Fiscal Year (FY) 06-07 budget was \$10,591,066. The City's 07-08 budget has expected revenues of \$8.9 million with proposed expenses at \$9.2 million, which results in a \$284,920 deficit. It should be noted that the projected deficit is due to a one-time \$642,000 expense for deferred roadway maintenance as part of a major Capital Improvements Project.

The city is audited annually. Annual audits contain an 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. The city is beginning to explore additional options for revenue enhancement and stability. The electric rate schedule for

the City's largest electric customer, which provides increased revenues for the City and allows the City to fund much needed capital improvements to its infrastructure, is reviewed annually.¹

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 cost 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.

The ongoing state budget crisis could have a dramatic effect of the General Fund in coming years. Potential reductions in major General Fund revenue sources such as Community Oriented Policing Services (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 requires that the City Manager (City Administrator) present a proposed budget to the City Council for adoption prior to the end of the fiscal year, June 30th. The City operates as a general law city in California and has a fiscal year beginning on July 1st and ending the following year on June 30th. Included in the annual budget process are both capital improvement projects and operating budgets for all City departments. The process begins in March or April. The budget relies heavily on property taxes, gas taxes and COPS funding. Each department then develops requests for the following fiscal year and these 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 1st. An audit is then 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 (Government Code 66000 *et. Seq.*), and local provisions that govern development impact and special services fees (Biggs Municipal Code Chapter 11.40).

GENERAL FUND

The General Fund consists of a variety of taxes and fees. State Motor Vehicle in Lieu Taxes are an important source of tax based funding. Other taxes include property taxes, general sales and use 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 Homeowners Property Tax Relief, State motor vehicle license fees, and other State and Federal funding. Nominal funding such as fines,

¹ Richardson and Company, *City of Biggs, California, Audited Financial Statements for the Fiscal Year Ended June 30, 2004*, pp. 9-10.

forfeitures and penalty fees, investment earnings and rent, and refunds and reimbursements also contribute to the General Fund.²

Currently, a review of planning fees is being conducted and the City expects that there will be an increase in General Fund revenue for providing the related services. Additionally, administrative fees will soon be under review and be updated. The City Council has expressed the desire to move to a more fee-for-service basis of operations.

OTHER SOURCES OF REVENUE

Outside of the General Fund, the City’s budget is also comprised of various enterprise funds, capital improvement funds, reserve and fiduciary funds. Additionally, the City currently has nearly \$3 million in reserves and investments.

COST-REVENUE COMPARISON

Administration costs (wages, benefits and other overhead) account for approximately 54% of the City’s General Fund budget, excluding police and fire protection salaries, with public works accounting for 46 percent.³

Table 4.1-1 shows the FY 07-08 governmental funds statement of revenues, expenditures, and surplus/deficit. The City’s 07-08 budget summary shows that proposed expenses are \$284,920 above revenue projections. As stated above, it should be noted that the projected deficit is due to a one-time \$642,000 expense for deferred roadway maintenance as part of a major Capital Improvements Project.

The starting cash on 7-1-07 was estimated at \$2.6 million and the ending cash on 6-30-08 is estimated at \$2.3 million.

**Table 4.1-1
FY 07-08 Budget Summary**

Expected Revenue	\$8,953,950
Proposed Expenses	\$9,238,870
Operating Surplus (Deficit)	(\$284,920)

*Source: City of Biggs, FY 07-08 Budget Approved 6-25-07.

Determination 4.1-1 (Historic Performance and Existing Fiscal Status):

If future pressure for City growth results in the need for significant expansion, the City will face challenges related to development and annexations.

² FY 07-08 budget.

³ City of Biggs, FY 07-08 Budget Approved 6-25-07.

Determination 4.1-2 (Historic Performance and Existing Fiscal Status):

Coupled with a limited tax base, State funding cutbacks and the diversion of local government revenues by the State have had severe fiscal ramifications on the City of Biggs. The City has dealt with funding shortfalls by deferred equipment replacement, and reductions in capital improvements. Overall, the City has met its critical objectives, including preservation of the City's fiscal solvency.

Overview of Rates and Fees

The City sets rates and fees for planning and public works services; animal control, and fire services; impounded vehicle; licensing; parking violation; annexation; solid waste, electric; and sewer, water connection and usage fees. All other services (e.g., natural gas, cable, etc.) 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 then 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 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 §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.⁴

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

OPPORTUNITIES FOR RATE/FEE RESTRUCTURING

The City of Biggs Fee Schedule is subject to periodic comprehensive revisions and updates. Currently, a review of Planning Fees is being conducted and it's expected that there will be an increase in 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 intention to move to a more fee-for-service basis of operations.

⁴ City of Chico MSR, 2006.

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.⁵ 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 vehicle; licensing; parking violation; annexation; solid waste, electric; and sewer, water connection and usage fees. All other services (e.g., natural gas, cable, etc.) 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 then 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 used a proactive approach to ensure 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. Planning and administrative fees will soon be increasing.

⁵ Legislative Analyst's Office,
http://www.lao.ca.gov/1996/120196_prop_218/understanding_prop218_1296.html#intro.

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.

Determination 4.1-7 (Opportunities for Facilities/Service Sharing):

The city is severely financially restricted in delivering municipal services to its existing residents and to new growth areas and should seek every available option to share the costs and delivery of services with neighboring agencies.

Determination 4.1-8 (Existing Conditions):

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

Summary of Determinations

Determination 4.1-1 (Historic Performance and Existing Fiscal Status):

If future pressure for City growth results in the need for significant expansion, the City will face challenges related to development and annexations.

Determination 4.1-2 (Historic Performance and Existing Fiscal Status):

Coupled with a limited tax base, State funding cutbacks and diversion of local government revenues by the State have had severe fiscal ramifications on the City of Biggs. The City has dealt with funding shortfalls by deferred equipment replacement, and reductions in capital improvements. 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 vehicle; licensing; parking violation; annexation; solid waste, electric; and sewer, water connection and usage fees. All other services (e.g., natural gas, cable, etc.) 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 then 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 used a proactive approach to ensure 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. Planning and administrative fees will soon be increasing. The City should monitor remaining fees and increase them when needed.

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.

Determination 4.1-7 (Opportunities for Facilities/Service Sharing):

The city is severely financially restricted in delivering municipal services to its existing residents and to new growth areas and should seek every available option to share the costs and delivery of services with neighboring agencies.

Determination 4.1-8 (Existing Conditions):

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

CHAPTER 4.2

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

4.2 STATUS OF, AND OPPORTUNITIES FOR, COST AVOIDANCE AND SHARED FACILITIES

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 is 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.

An examination of opportunities for shared facilities should determine if public service costs can be reduced as a result of identification and development of opportunities for sharing facilities and resources. The benefits of sharing costs for facilities are numerous, including: pooling of funds to enjoy economies of scale; reduced service duplications; diversion of administrative functions of some facilities; reduced costs; 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, facilities sharing 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.

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 the California Joint Powers Risk Management Authority (CJPRMA), an additional and redundant level of risk management.

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 CalFire paid staff. The Gridley 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.

Cost Avoidance and Facilities Sharing

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.

DEPARTMENTAL COST AVOIDANCE MECHANISMS

Due to budget constraints, the various administrative departments have utilized interdepartmental staff resource sharing and decentralized operations in order to provide adequate services while minimizing costs. The City has also been resourceful in dealing with understaffing problems by supplementing with intermittent temporary staff compensated by the Private Industry Council (PIC) and various County programs.

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 electric utility maintenance contract with the City of Gridley resulting in an annual saving of over \$54,000 and has renegotiated new agreements with City labor unions resulting in modest budget saving.

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 is also part of a regional Cooperative Fire Protection system. CalFire has been contracted by Biggs, Butte County and Gridley to provide fire services. The Department is a combination of career employees and citizen volunteers.

Various departments participate in information sharing, including the Community Development Department, Police Department, Fire Department, Administration and Finance, and the City Clerk. In the Public Works Department, nearly all of the engineering and construction inspection and administration are done in-house by City or Butte County staff.

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.

Determination 4.2-1:

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, use of intermittent temporary staff compensated by the Private Industry Council (PIC), decentralized operations, mutual aid agreements, information sharing and grants.

Determination 4.2-2:

The City of Biggs 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 4.2-3:

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

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.

Determination 4.2-4:

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

Summary of Determinations

Determination 4.2-1:

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, use of intermittent temporary staff compensated by the Private Industry Council (PIC), decentralized operations, mutual aid agreements, information sharing, and grants.

Determination 4.2-2:

The City of Biggs 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 4.2-3:

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

Determination 4.2-4:

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

CHAPTER 4.3

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

4.3 ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

Introduction

This chapter addresses the adequacy and appropriateness of the City of Biggs existing boundary and sphere of influence, assesses the management structure and overall managerial practices of the City of Biggs, and evaluates the ability of the City to meet its service demands under its existing government structure. Also included in this chapter is an evaluation of compliance by the City with public meeting and records laws.

An examination of government structure should consider the advantages and disadvantages of various government structures that could provide public services. In reviewing potential government structure options, consideration may be given to service delivery quality and cost, regulatory or government frameworks, financial feasibility, operational practicality, and public preference.

An examination of local accountability should evaluate the accessibility to and levels of public participation with the agency's management and decision-making processes. The MSR Guidelines note measures such as legislative and bureaucratic accountability, public participation, and easy accessibility to public documents and information as important in ensuring public participation in the decision-making process.

Overview

The City, which is a General Law City, is responsible for governance within its incorporated boundaries. The City is governed by a five member City Council, elected at-large. Council members are elected 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 current City Council is as follows:

<u>Member</u>	<u>Title</u>	<u>Term Expires</u>
John Busch	Mayor	2008
Roger Frith	Vice Mayor	2008
Jon Crawford	Council member	2010
Douglas Arnold	Council member	2010
Vacant	Council member	2010

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 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 has been recently suspended, 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.

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 management¹, 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, Infrastructure Needs and Deficiencies, of this MSR. Additional information related to management of the City can be found in Chapter 3.9 (General Government Services). The information and determinations contained in that chapter is incorporated herein by reference. Figure 4.3-1 contains an overall organization chart for the City. 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:

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.

¹ Solid waste management is a contract/franchise service.

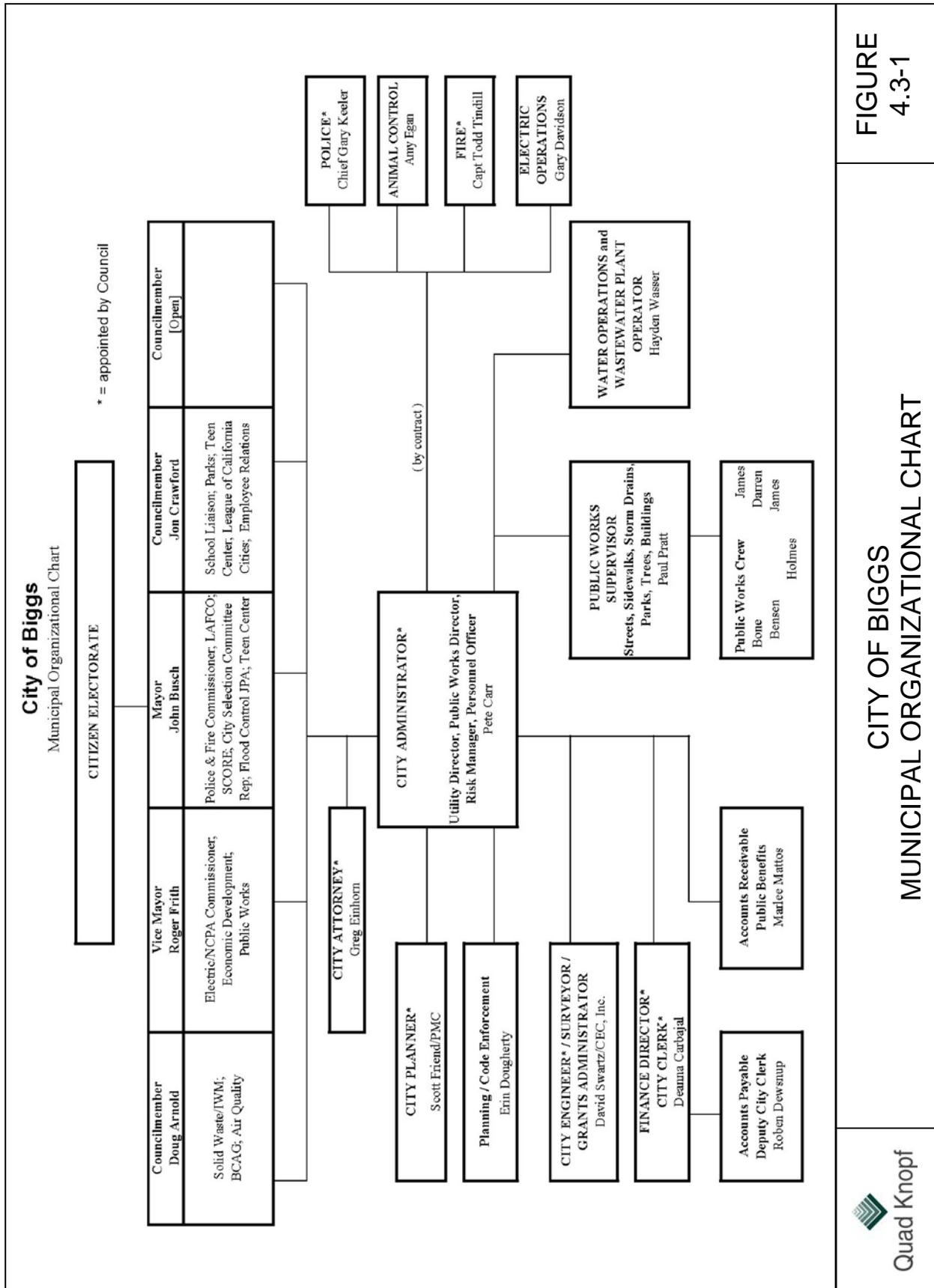


FIGURE 4.3-1



Practices and Performance

The Mayor and other Council members are compensated \$300 per month. 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. in the City Hall located at 3016 Sixth Street.

There appear to be 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 city-wide issues and projects. An average of 3 to 5 members of the public attend a typical meeting of the Council while 20 to 25 typically attend when a specific neighborhood issues in 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 is a list of 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.
- A quarterly newsletter is published and direct mailed to each household to keep the public informed.
- The City maintains and regularly posts information on two community bulletin boards located within the community.

Information on the management and organizational structure of each department and staffing within each department can be found in the individual chapters within Section 3, Infrastructure Needs and Deficiencies, of this MSR. The information and determinations contained in those chapters is incorporated herein by reference.

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 the various 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 and is well suited to the type of operations undertaken by 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, and the existing structure is considered appropriate for the City.

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:

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 4.3-3:

The City of Biggs is essentially a full-service municipality. The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner.

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 into 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.

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. Growth opportunities within the City's

existing city limits are limited to a single parcel of land approximately 5 acres in size. There are currently 13 undeveloped infill parcels remaining in the City.

Determination 4.3-4:

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

Determination 4.3-1:

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:

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 4.3-3:

The City of Biggs is essentially a full-service municipality. 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 4.3-4:

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.

CHAPTER 5.0

COMMENTS RECEIVED AND RESPONSES TO COMMENTS

5.0 COMMENTS RECEIVED AND RESPONSES TO COMMENTS

Introduction

The Draft MSR was circulated for public review from September 5, 2008 to September 26, 2008. The document was distributed to service providers within and related to the City of Biggs, the Butte County Library, the LAFCo Commissioners and their alternates, and was made available at the LAFCo office in Oroville.

Comments Received on the Draft MSR

The following individuals, public agencies, and organizations submitted comment letters on the Draft MSR during and after the public review period:

Public Agencies/Service Providers

- A. Butte County Administration, letter dated October 1, 2008
- B. City of Gridley, letter dated October 3, 2008
- C. Butte LAFCo Public Hearing October 2, 2008

Organizations

None

Individuals

None

Response to Comments on the Draft MSR

The letters and marked-up chapters are contained in the administrative record maintained at the LAFCo office. In general, the comments were relatively minor in nature, such as minor updates, corrections, clarifications, and additions. Comments from LAFCo Commissioners and agency/service provider staff were also received at the first LAFCo hearing on October 2, 2008. All comments were considered and incorporated into the Draft MSR text, tables, figures, and determinations as necessary. Changes were made to the Executive Summary, the Growth and Population section, the Financial Ability to Provide Services section, the Status of, and opportunities for, Cost Avoidance and Shared Facilities section, and seven service providers' sections in ~~strikeout~~/underline format; these changes were reviewed at the second LAFCo hearing on November 6, 2008. The changes have been "accepted" in affected sections of the Final MSR.

A. BUTTE COUNTY ADMINISTRATION, LETTER DATED OCTOBER 1, 2008

1. COMMENT: Butte County Administration identifies conflicting statements in Determination 3.4-2 (Existing Conditions and Facilities – Roadway Conditions) and Determinations 3.4-4 (Improvements). Determination 3.4-2 states *“Implementation of the city’s Capital Improvement Plan will help to improve physical public roadway conditions.”* Determination 3.4-4 states *“The City does not currently have a Capital Improvement Plan (CIP).”* The County is asking which statement is correct.

RESPONSE: The City of Biggs does not have a formal ‘stand-alone’ Capital Improvement Plan (CIP) document. However, the City does utilize and identify Capital Improvement Planning and Programming needs in each of its individual topical master plan documents (Storm Drainage, Streets, Pavement, Water and Wastewater Systems) and has a defined Capital Improvements Plan (CIP) in its adopted Development Impact Fee Study.

As such, the statement that the *“Implementation of the city’s Capital Improvement Plan will help to improve physical public roadway conditions..”* is not inconsistent with the statement that *“The City does not currently have a Capital Improvement Plan (CIP)..”* as the first statement is referring to the specific capital improvement plan contained within the City’s Streets Master Plan and the second statement is made in reference to the City of Biggs’ lack of a single, stand-alone Capital Improvements Plan (CIP) Master Plan document covering all capital cost subjects.

It is additionally noted that one of the actions recommended by LAFCo staff was that the City prepare a consolidated CIP document addressing all CIP projects in a comprehensive fashion. Based upon this recommendation, the subject of the Comment will be addressed as part the follow-up actions of the MSR document.

2. COMMENT: Butte County Administration points out that Determination 3.5-3 states *“City monitoring of development impact fees will ensure they are adequate to fund future PD staffing and facilities needs.”* Development Impact Fees cannot be used for staffing; only for infrastructure (facilities) and equipment. The County understands that the City has financial concerns that may make the current level of contracting unaffordable in the future.

RESPONSE: The comment is noted and LAFCo staff and the City of Biggs agree with the commenter that Development Impact Fees cannot, and are not, used for non-capital service costs (maintenance and operations). Determination 3.5-3 on page 3.5-7 of the Draft MSR has been re-worded to provide clarification. The second portion of the comment appears to be an opinion of the commenter relative to their perception of the City’s financial position and as such, no response would appear to be necessary.

3. COMMENT: Butte County Administration points out that Determination 3.6-1 states *“...increasing staffing to 3 County firefighters to improve initial attack and first alarm effectiveness will be necessary.”* The statement needs to be corrected to reflect increased staffing of CalFire firefighters. The City of Biggs does not contract with Butte County for personnel; it contracts with the State of California. How will the City pay for increased staffing?

RESPONSE: The comment is noted and LAFCo staff and the City of Biggs agree with the commenter that the reference to County firefighters may be misleading. Determination 3.6-1 on page 3.6-2 of the Draft MSR has been re-worded to provide clarification. A response to the second portion of the comment would require the engagement of speculation as the demand for the additional coverage is not currently present. The City of Biggs will address the financing aspects of additional personnel costs upon the determination that such additional resources are necessary.

4. Chapter 3.1 Water

COMMENT 1: Butte County Administration suggests that a list of the specific actions that regulatory agencies have taken against Biggs over the past five years. (Determination 3.1-7 Management Efficiencies).

RESPONSE: The comment does not appear to be germane to the context of the Determination statement and it is unclear how the information sought by the comment would advance the intent of the MSR in providing information on the City's current ability to provide core services to its residents. Based upon this belief, the City of Biggs does not believe that any changes need to be made to the draft MSR document as a result of the comment.

The City of Biggs has noted that there have been no regulatory actions pending in or against the City dealing with the provision of potable water to City residents. The City indicates that they operate a fully licensed water system, staff the system with a State Certified water operations technician and meet all requirements for a water service provider.

COMMENT 2: Butte County Administration comments that as noted in the discussion following Determination 3.1-1 (Quantity), the City water system relies upon an elevated storage tank for pressurization. The City has recently refurbished wells with "on demand" variable speed drive units to make additional storage unnecessary in the long term (Determination 3.1-2 (Storage)). Backup power supplies for these pumps in the event of an extended power outage would help ensure adequate fire flows.

RESPONSE: The Comment is noted. All of the wells within the City of Biggs are powered primarily by electric power. However, the City of Biggs does own, have operational and have available on-standby a portable electric generator that can be connected to all of the City's wells to provide power during periods of power outage. It is noted herein that the City's potable water system can be operated at the "normal" level of operating service utilizing only one of the City's multiple wells and standby power generation is available in case of power outage to maintain fire flows as well as overall system domestic service pressure. It is also noted that while the City is transitioning to an "on demand" well system thereby eliminating the need for long-term above-ground water storage, there are no immediate plans to remove the City's existing elevated water storage tower.

5. Chapter 3.2 Wastewater

COMMENT 1: County Administration concurs with determinations 3.2-2 and 3.2-4 in the draft MSR.

RESPONSE: No response required.

COMMENT 2: Butte County Administration comments that in 1996 Biggs was cited by Regional Water Quality Control Board (RWQCB) with a cease-and-desist order in part for infiltration and inflow into the collection system causing according to the RWQCB order “direct discharges of sewage to the surface from wastewater system manholes”. Although some immediate repairs to the wastewater collection system were subsequently done (1999), in order to avoid a repeat situation and further citations and potential public health issues, repair or replacement of their wastewater collection system pipe must still be an important objective.

RESPONSE: The Comment is noted. The City of Biggs concurs with the commenter that the continual replacement of wastewater collection system pipe must still be an important objective of the City. It is noted herein that the City has made numerous system upgrades to the wastewater collection and wastewater treatment system following the event cited above (over 12 years ago) and has not had a repeat event since that time. It is noted that the City of Biggs received a new plant operations and discharge permit from the RWQCB in 2007 and is currently planning a series of overall system upgrades to the wastewater system.

6. Chapter 3.3 Storm Drainage/Irrigation

COMMENT 1: Butte County Administration comments that Determination 3.3.1 notes the City’s storm water collection system discharges into irrigation ditches maintained by RD 833, yet the MSR also concludes that future changes in land use may affect the capacity of the Reclamation District to provide services (Determination 3.3.3). Minimization of peak storm water flows offsite through appropriate site design, together with shared fiscal responsibility for maintenance of District facilities, for new development would help address this identified issue.

RESPONSE: The drainage standard utilized by the City of Biggs when discharging storm water drainage is that there shall be no increase in the peak-hour discharge volume to RD833 canals and that all new projects shall utilize on-site drainage detention/retention facilities to manage storm water discharge flows to the adjacent canals. This standard is consistent with District policy and with the information offered to the City by the District. As with all cities or rural communities located west of the Feather River (Gridley, Rich vale, Durham, Nelson, etc.), storm drainage is necessarily drained through areas of agriculture to regional storm water disposal facilities (Sacramento River) utilizing existing drainage transmission conduits.

The City of Biggs has actively engaged RD833 in its plan review process by adopting District drainage standards and by requiring all project applicants to meet, and design to, standards that meet both the City and the District’s objectives. It is also noted that the City of Biggs is attempting to work with the District, as part of the City’s General Plan Update effort to address issues of maintenance, facility sizing and impacts, etc. and has previously involved the District in

the preparation of the City's Storm Drainage Master Plan which identified the need for a regional storm water drainage basin in the southwest portion of the City.

7. Chapter 3.4 Roadways

COMMENT 1: Butte County Administration comments that there appear to be conflicts between statements regarding whether or not the City of Biggs has a Capital Improvement Plan (CIP).

RESPONSE: See response provided to Question 1, Executive Summary for a detailed response to this comment.

COMMENT 2: Butte County Administration comments that traffic circulation in Biggs is impacted by the at-grade crossings of the Union Pacific Railroad, which bisects the eastern portion of the City, as well as, potential future growth areas located to the south in the Area of Concern. The existing condition is not adequately documented in Chapter 3.4 of the Draft MSR. Under Chapter 3.5 Police, the need for an overpass for adequate police services is stated (Determination 3.5.2). As the City of Gridley is affected by the same constraints, opportunities shared facilities and financing mechanisms may exist, particularly with the potential for growth to the south of Biggs in the Area of Concern.

RESPONSE: The City of Biggs shares the commenter opinion that the construction of a grade-separated railroad crossing would represent an emergency service enhancement to the Community and region. However, the construction of such a facility is not currently necessary to achieve an acceptable level of emergency service to the City nor is such a crossing needed from a transportation demand perspective. The City of Biggs acknowledges the opportunities presented for cost-sharing with the City of Gridley and Butte County relative to growth south of the existing City and would look forward to discussions with all parties on cost sharing opportunities relative to grade-separated crossings. It is mentioned herein that like the City of Biggs, the City of Gridley does not have a full-time staffed fire station on the west side of the railroad tracks despite having a larger population base, schools and public buildings on the non-station side of the railroad tracks.

8. Chapter 3.5 Police

COMMENT 1: Butte County Administration is under the impression that the City of Biggs may not have sufficient financial resources to continue its contract with the City of Gridley at existing levels, much less higher levels. Development Impact Fees can cover facility and equipment needs, but cannot be used to pay for staffing and annual operations.

RESPONSE: The City of Biggs agrees with the commenter that Development Impact Fees can cover only facility and equipment needs and no non-capital expenditure costs. The City of Biggs believes that at this time sufficient resources exist to ensure the continual provision of law enforcement services to the City at a level of service sufficient to provide for the safety of the City's residents.

9. Chapter 3.6 Fire

COMMENT 1: Butte County Administration comments that the City of Biggs does not contract with the Butte County Fire Department (BCFD) for fire services; the City has a Cooperative Agreement with the State of California through CalFire for services. The County also contracts with CalFire through a separate agreement. The Butte County Board of Supervisors is not involved with funding or approving any agreement between the City of Biggs and the State of California for fire protection services. Confusion arises because at the operational level City, County and State resources are effectively blended to provide a seamless fire system throughout the area and the fire station at Biggs is a county-owned facility.

RESPONSE: The potential for confusion due to the blending of services and resources at the facility and it is acknowledged that the City's service contract is with the State of California and not with Butte County. Clarification has been provided within the Draft MSR.

COMMENT 2: Butte County Administration comments that there is duplication of statement in the 1st and 2nd paragraphs of the Introduction to this Chapter.

RESPONSE: Comment noted. The Second paragraph on page 3.6-1 has been removed.

COMMENT 3: Butte County Administration comments that the MSR states that BCFD has 42 fire stations with 64 engines, air attack resources, etc. The MSR appears to be combining CalFire-Butte Unit and BCFD resources together.

RESPONSE: Comment noted. The fourth paragraph on page 3.6-1 has been revised to reflect the following:

~~The Department currently has 42 fire stations throughout the County. The Department operates a modern, well-equipped and well-maintained fleet of fire engines and specialized fire apparatus, including the following:~~

The City of Biggs owns and pays for the operational costs of one fire engine and through the City's service contract with the State of California and through the resources of the Mutual Aid Agreement with Butte County, the City's Fire Department has the shared resources of 42 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:

- 64 - Fire Engines
- 1 – Ladder Truck
- 2 – Heavy Rescues
- 17 – Water Tenders
- 2 - Dozers
- 1 – Air Attack Unit
- 1 – Air Tanker
- 2 – Hazardous Materials Units
- 3 – Breathing Support Units

- 25 – Rescue Squads²

COMMENT 4: Butte County Administration comments that the increased staffing levels would be CalFire firefighters, not County firefighters, since the County does not have a contract with the City of Biggs for fire protection services.

RESPONSE: Comment noted and the MSR has been revised accordingly in Determination 3.6-1 on page 3.6-2 of the Draft MSR.

COMMENT 5: Butte County Administration comments that Determination 3.6-1 is incorrect in the statement that the “City has contracted out fire services to the County.”

RESPONSE: Comment noted. The Determination in question has been modified as follows to make the correction.

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 ~~County~~ the State of California (CalFire). Current staffing and equipment at the Biggs Fire Station is adequate, however; increasing staffing to 3 ~~County~~ full-time firefighters to improve initial attack and first alarm effectiveness will be necessary.

COMMENT 6: Butte County Administration questions how the City will pay for additional firefighters in the future.

RESPONSE: At such time as the need for an additional firefighter is determined necessary, the City will evaluate funding options (increased property tax collections, special property assessments, increased resource allocation for fire service, etc.) appropriate at the time and based upon the existing contractual mechanisms in-place as it would do with the addition of any additional personnel and make any necessary budget decisions at that time.

10. Chapter 3.8 Solid Waste

COMMENT 1: Butte County Administration indicates that Page 3.8-1 should be amended as follows:

~~The Butte Regional Waste Management Authority (BRWMA) regulates waste collection and recycling services in the cities of Biggs and Gridley, and in the unincorporated areas of Butte County.~~ The City of Biggs regulates waste collection and recycling services in the City of Biggs via an exclusive franchise agreement with Waste Management, Inc. The City of Biggs is a member of the Butte Regional Waste Management Authority (BRWMA). The function of the BRWMA is to provide planning and waste reporting services for its members. A Biggs City Councilmember actively participates on the BRWMA Board.

RESPONSE: Comment noted. The suggested text amendment has been incorporated into the first paragraph on page 3.8-1 of the Draft MSR.

COMMENT 2: Butte County Administration indicates the County's overall waste stream in 2005 was 183,029 tons, not the 115,681 stated in the Draft MSR.

RESPONSE: Comment noted. The City of Biggs believes that the information presented was accurate as provided by the State of California for the reporting year and as verified by the City with the reporting source. While the City of Biggs acknowledges that the County may have differing data as the service provider, the tonnage cited in the MSR document reflects the information provided by the State for the reporting year. However, the City would agree with the suggested text amendment to acknowledge the County's comment on page 3.8-2 of the Draft MSR as follows.

The County's overall waste stream in 2005 was ~~115,681~~ 183,029 tons, and the total household waste disposal was 77,506 tons.

COMMENT 3: Butte County Administration indicates the Draft MSR states "... and the total household waste disposal was 77,506 tons." The County notes that if the source document for determining the residential waste disposal was the document for the BRWMA/Town of Paradise, this information is not accurate for the County as a whole and should be revised or removed.

RESPONSE: Comment noted. The citation footnote to the Town of Paradise was erroneous. Citation (data link) corrected at page 3.8-2 of the Draft MSR as follows:

<http://www.ciwmb.ca.gov/Profiles/Juris/JurProfile2.asp?RG=C&JURID=612&JUR=Paradise>

<http://www.ciwmb.ca.gov/Profiles/Juris/JurProfile2.asp?RG=C&JURID=612&JUR=Biggs>

COMMENT 4: Butte County Administration notes that recycling services for antifreeze, used oil, batteries, and paint are available to Biggs residents at the Ord Ranch Transfer Station during limited service hours.

RESPONSE: Comment noted.

COMMENT 5: Butte County Administration indicates the Butte Regional Household Hazardous Waste Facility may not be convenient to some Biggs residents due to its somewhat distant location in Chico. It is recommended that future contract negotiations with prospective service providers include discussion of possible household hazardous waste collection special events, at locations more convenient to Biggs residents.

RESPONSE: Comment and suggestion noted and agreed. It is noted herein that the City of Biggs sponsors an annual in-city household waste disposal day for City residents.

11. Chapter 3.10 Electricity

COMMENT: Butte County Administration indicates that with the City's dependence on the provision of electrical service as an "important source of revenue" there is risk if any large customer chooses to leave the grid. The County asks if the City has adequate financial resources if the electrical service does not remain profitable.

RESPONSE: The City of Biggs acknowledges that the potential removal of a large customer from the power grid could result in unknown fiscal concerns for the City. However, should such an event occur, the City of Biggs would make all necessary adjustments to make sure that it took the steps necessary to continue to provide services to its residents. It is also noted that as the number of variables that are involved in responding directly to the question are beyond the City's ability to control, any direct answer would require speculation on the City's part about events that have not occurred and are unlikely to occur, certainly not in the foreseeable future. It is acknowledged that the removal of a large power user from the grid could result in unforeseen fiscal concerns to the City but the extent of the concerns would be based upon the particular details and timing of the event.

12. Chapter 4.1 Financial Ability to Provide Services

COMMENT 1: Butte County Administration indicates the City's largest electrical customer has a separate rate schedule from other customers and that it appears that the General Fund is dependent upon the provision of electrical services, which is risky.

RESPONSE: Comment noted. It is noted herein that it is not uncommon for local governments to offer incentives to attract and retain businesses within their City and it is further noted that the provision of electrical service to the City's largest customer results in a net positive revenue position for the City.

COMMENT 2: Butte County Administration indicates that Building Inspection and permitting services in the City of Biggs are provided by Butte County via a contract. The County is currently evaluating the contract and fees charged to make sure that the County is realizing full cost-recovery and not subsidizing the City of Biggs and development within the City limits.

RESPONSE: Comment noted and it is acknowledged that both parties (the County and the City) are evaluating the provision of this service and that the County does provide this service to the City of Biggs.

COMMENT 3: Butte County Administration comments that several locations in the Draft MSR mention the challenges faced in funding City services. Determination 4.1-1 specifically notes challenges that may result from new development and annexations. This development can present challenges to Butte County as well in providing general governmental services (e.g. public health, social services, criminal justice, libraries, etc.). Use of tools to help finance the service needs of new development, including development agreements and Mello-Roos Community Facilities Districts, can address both the City and County's service costs. These financing mechanisms can be particularly useful in meeting the ongoing costs of providing

services resulting from new residential developments. In addition, adoption of County Development Impact Fees for infrastructure such as Libraries and the county Jail will assist in offsetting the additional costs incurred by the County for the demand for such structures generated by new development.

RESPONSE: Comment noted. The City of Biggs notes that they have had discussions with the County regarding the potential collection of County Impact Fees for County service impacts.

13. Chapter 4.3 Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

COMMENT: Butte County Administration indicates the list of City Council members found in this section of the MSR does not appear to be up-to-date.

RESPONSE: The list of the current City Council members is correct as published. No further action needed.

14. General Comments

Agriculture

COMMENT: Butte County Administration states the MSR discusses not expanding growth westward to avoid impacting agricultural lands, but it does not address the issue of establishing an adequate buffer to avoid the potential growth impacts on existing agricultural lands bordering the City and any proposed

RESPONSE: The comment is incomplete and, therefore, difficult to interpret. Agricultural impacts related to City growth in general are addressed in response to the City of Gridley comment letter. Please refer to the response provided to Comment #1 in the City of Gridley comment letter below.

Development Services

COMMENT 1: Butte County Administration states that it appears the physical area addressed by the Draft MSR is limited to that shown in Figure 1-3. While there is a limited discussion about interest in future growth to the south (i.e. the “Area of Concern”) and east in the document (pg. 2-3), it appears the MSR would need to be amended prior to Butte LAFCo approval of any Sphere of Influence amendments.

RESPONSE: Comment noted. It is the understanding of the City of Biggs that Municipal Services Review (MSR) documents are analytical documents with the purpose of determining how an agency or service provider is providing a service to its customers or residents within the service district boundaries. The boundaries shown on the referenced Figure 1-3 are representative of the City of Biggs corporate boundaries. As such, the City believes that it represents the correct geographic area under analysis in this document as the City of Biggs does not have any extra-territorial service obligations.

COMMENT 2: Butte County Administration states that the County is preparing a comprehensive update to its General Plan with adoption of a final plan anticipated in 2010. As part of that update, the County Board of Supervisors has approved a preferred alternative for development in 31 Study Areas, two of which are adjacent to the City of Biggs (Study Areas 31 – Biggs Area and 33 – South of Biggs). A map and summary table of the maximum build out potential for each Study Area is attached. Significant development in these areas, either under jurisdiction of the city of Biggs or within the unincorporated portion of Butte County has the potential to affect provision of services and opportunities for shared facilities.

RESPONSE: The City of Biggs has been, and will continue to be, an active participant and observer to the County’s update process and is most interested in the activities that the County Plan has proposed in the greater Biggs area. The City does acknowledge that significant growth in the areas surrounding Biggs will definitely have the potential to impact the provision of services at many levels. The City of Biggs notes that the County has assigned a staff liaison with the City for the purposes of coordinating and maintaining contact between the City and the County in their respective planning efforts.

B. CITY OF GRIDLEY, LETTER DATED OCTOBER 3, 2008

1. COMMENT: The City of Gridley questions why determination 2-3 concludes the City’s growth will occur primarily south of the City within the Area of Concern.

RESPONSE: Growth in any direction around the City of Biggs will necessarily involve issues related to agricultural compatibility. As explained in the second paragraph of page 2-3 of the MSR, residential growth to the west presents compatibility concerns with existing agricultural operations in that direction due to the amount, type and characteristics of the existing agricultural operations. Significant growth to the north of the City is also constrained by existing agricultural operations and could require significant capital resource expenditures to expand and extend infrastructure to the area. Growth to the south and east would allow for the most cost-efficient and least disruptive infrastructure pattern, could allow for the eventual integration of the ‘Colonies’ or ‘Dakotas’ into the City and has been supported by landowner and resident inputs and activities. In addition, growth opportunities to the south have materialized in the form of the formal designation of the area as an “Area of Concern” by the Cities of Biggs and Gridley and the Butte LAFCo (included in the MSR as Figure 2-2). Additionally, the City of Biggs has adopted a 10-point Memorandum of Agreement (MOA) prepared by the Cities of Biggs, Gridley and Butte County setting forth a range of basic guiding principles for development in the Area of Concern (AOC) area. The City of Biggs was the first of the three agencies to adopt the MOA document. The area to the south of the City appears to provide the best opportunity for a regional grade-separated railroad crossing, presents the best options for the sharing of infrastructure, would minimize potential agriculture-urban interface issues as portions of the area have already been divided by the County and is supported by the active involvement of landowners in the area. As a result, the City of Biggs believes that the wording of Determination 2-3 is appropriate and accurate with clarifying modification to the subject Determination at page 2-6 of the Draft MSR.

2. COMMENT: The City of Gridley requests clarification regarding the boundaries of City of Biggs growth areas.

RESPONSE: Please refer to the response provided to Comment #1 above. It is additionally noted that the City of Biggs is currently undertaking an update to its General Plan. As part of this effort, the City will be exploring in greater detail the growth potential and potential growth options of the City. As General Plans are intended to provide for the long-range planning of a City, it is suggested that the General Plan is the appropriate location for detailed discussions regarding future growth, not individual MSR's.

3. COMMENT: The City of Gridley asks for clarification as to how the City of Biggs fiscal performance relates to the "need for significant expansion" as referenced in Determination 4.1-1.

RESPONSE: As indicated in multiple locations throughout the document, the City's sales tax collection base is severely limited. As the smallest City in Butte County and the only City in Butte County not located on or adjacent to a major transportation corridor, the City's options for the collection of sales tax are limited. Future expansion opportunities could allow for opportunities to strengthen the City's fiscal position as a result of new or enhanced revenue opportunities.

4. COMMENT: The City of Gridley suggests that a development impact fee schedule should be included in the MSR to lend support for the conclusion reached in Determination 4.1-4 which concludes that current development impact fees are appropriate.

RESPONSE: The City of Biggs believes that its adopted Development Impact Fee (DIF) program is sufficient to address the Capital Improvement Program identified as the basis or nexus for the fee. It is acknowledged that periodic fee updates and fee study reviews are appropriate and desirable to assure the adequacy of the fee over the long-term. It is noted herein that the determination of the 'appropriateness' of an impact fee is the determination of the adopting agency and that an agency is not mandated or required to adopt a maximum dollar DIF fee.

The City of Biggs Development Impact Fee Study is not available on-line as the City is currently in the process of re-building its City website. A copy of the City's DIF study will be available on-line at such time as that media allows. Until that time, copies of the study are available at City Hall and a copy of the fee summary has been provided as Appendix B to this study.

5. COMMENT: The City of Gridley questions the City of Biggs need to ultimately expand to the east and south as stated on page 4.3-5 of the Draft MSR.

RESPONSE: The statement indicating a 'need' to expand is based upon the analysis of the City's growth numbers which indicate that the City will need to expand somewhere as the existing City Limits provide limited opportunity for the accommodation of future growth. The commenter is refer to the response provided to Comment #1 for a discussion of geographic expansion options and to the response provided to Comment #3 for a discussion of the opportunities the may be presented by expansion to the east and/or south of the City.

6. COMMENT: The City of Gridley questions the relationship of Determination 4.1-6, which simply states that Proposition 218 (requiring voter approval to impose or increase taxes) does not apply to the City of Biggs electrical utility (a major source of revenue to the City), and Determination 4.1-2 which indicates that the City has met its critical objectives, including preservation of the City's fiscal solvency in spite of State funding cutbacks.

RESPONSE: This comment is noted. The two determinations do not contradict one another or conflict with statements regarding the City's exploration of additional options for revenue enhancement and stability. Furthermore, the City of Biggs currently contains less than fifteen (15) existing lots capable of accommodating future infill growth. Additionally, the City's adopted Sphere of Influence contains only two (2) parcels of land larger than ten (10) acres in size and only one parcel of land larger than twenty (20) acres in size with the potential for development. The result of this is limited opportunity for infill development and limited opportunities for developments of a size or scale necessary to provide for a range of housing types, land use mixtures and revenue enhancement options. Based upon the above described condition, it is anticipated that most of the City's new development will be "Greenfield" development requiring discretionary development approvals and where opportunities exist for large-scale master planning (specific and master planning), the use of development agreements, and the formation of infrastructure financing districts. The result of the use of such development options is to reduce the influence of Proposition 218 and the potential financing burdens of new development to existing residents as existing residents are not required to vote on the assessment of a new special tax for a new development area whereby the tax applies only to the land in question.

7. COMMENT: The City of Gridley points out that there is no mention of the City of Biggs Sewer System Management Plan or the statutory requirements imposed on the collection system by the Regional Water Quality Control Board in section 3.2 (Wastewater) of the MSR.

RESPONSE: As noted in Section 3.2 Wastewater, the City of Biggs has an adopted Comprehensive Sewer Master Plan that addresses and describes the existing capital facilities, discusses the operational plans of the system and which provides for planning for future system enhancements. The Commenter is referred to the City's Sewer Master Plan for specific details.

The City of Biggs received a new waste discharge permit from the RWQCB in 2007. This permit is valid for a 5-year period. The City is currently in the process of evaluating future system needs and enhancements and will be continuing to evaluate the existing system as part of the on-going General Plan update process. It is noted herein that no regulatory actions are pending against the City and that no regulatory actions have been placed on the City by the RWQCB within the last five (5) year period.

8. COMMENT: The City of Gridley requests clarification as to the role played by the Butte Waste management JPA (Joint Powers Authority) 3.8 (Solid Waste) of the MSR.

RESPONSE: The comment is noted. The City of Biggs agrees with the commenter and the comment has been addressed as part of the City's response to comments from the letter provided

by the Administration of Butte County. Please refer to the Response provided to Comment #1 Solid Waste to the Butte County Administration comments for specifics.

9. COMMENT: The City of Gridley questions how the City of Biggs will support additional electrical service to the Sunwest Rice Mill in accordance with its commitment to do so.

RESPONSE: The understanding of the City of Gridley on this matter is incorrect. There are no user demand commitments that would burden the City to financially support a service expansion.

C. BUTTE LAFCO PUBLIC HEARING OCTOBER 2, 2008

1. COMMENT: The Commission requested inclusion of the “Area of Concern” map in the MSR and further explanation regarding the purpose of this area.

RESPONSE: Figure 2-2 showing the Area of Concern has been added on page 2-4 of the MSR. The City of Biggs Resolution requesting formation of the Area of Concern has been provided as Appendix B to the MSR.

2. COMMENT: The commission requested that all acronyms within the MSR be defined in the text.

RESPONSE: A search has been performed and all acronyms have been spelled out the text.

3. COMMENT: The Commission requested that chaptered legislation be referenced as it is chaptered rather than as the Legislative Bill Number initially assigned to the legislation throughout the MSR.

RESPONSE: A search has been performed and all Legislative Bill Numbers that have been chaptered have been converted to the chaptered legislation reference.

4. COMMENT: The City of Biggs addressed several concerns regarding LAFCo proposed edits to the Draft MSR.

RESPONSE: City of Biggs representatives and LAFCo staff have discussed, and come to agreement, on most of the concerns presented by the City during the public hearing.

Changes to the Draft MSR

- Page ES-1 is modified as follows:

The Municipal Service Review (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 Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) and the State of California’s Local Agency Formation Commission (LAFCo) MSR Guidelines (Guidelines), published in August 2003. This

MSR considers the operations and management of service providers within the City of Biggs in Butte County.

- Page ES-2 is modified as follows:

The Draft MSR will be released for review by the service providers, as well as the general public, for a period of 21 days beginning in early September 2008. Following public review, the MSR will go to the Butte LAFCo ~~Commission~~ in October 2008 for initial consideration. Comments received on the Draft MSR are provided in Section 5 of the Final MSR, along with responses to each of the comments made. It is anticipated the Final MSR will go to the Butte LAFCo in September 2008 for consideration of adoption.

- Page ES-3 is modified as follows:

Determination 2-3 (Growth Plan):

~~*Growth is primarily expected to occur within the Area of Concern and to a more limited extent to the north with residential growth to the west being significantly restricted by incompatibility with agricultural uses and land use designations.*~~ *Growth is primarily expected to occur to the east of the city and within the Area of Concern and to a more limited extent to the north with residential growth to the west being significantly restricted by incompatibility with agricultural uses and land use designations.*

- Page ES-5 is modified as follows:

Determination 3.1-7 (Management Efficiencies):

~~*The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner. The City has had actions taken against it by regulatory agencies.*~~

- Page ES-6 is modified as follows:

Determination 3.3-1 (Existing Conditions and Facilities):

~~*The City of Biggs' storm water collection system discharges to sloughs and open drainage ditches located at the perimeter of the City. The ditches are maintained by Reclamation District No. 833 (RD 833). The ditches were designed to convey agricultural rather than urban storm water flows.*~~

Determination 3.3-3 (Growth):

Agriculture in the western portion of the District is a stable land use. However, the City of Biggs is entering a phase of potential land use transitions. Future changes in land use could negatively affect the capacity of Reclamation District No. RD 833 to provide services, given the District's limited infrastructure and financing.

- Page ES-7 is modified as follows:

Determination 3.3-5 (Infrastructure Needs and Deficiencies):

The existing storm drainage system in the City is less than desirable to provide a reasonable level of service to City residents and the City should update its Storm Water Master Plan to address the issues of substandard existing facilities and implement modern underground facilities in areas where none exist.

~~*The existing storm drainage system in the City is adequate to provide a reasonable level of service to City residents however the City should update its Storm Water Master Plan and continue to pursue the projects listed in the 1998 Plan to eliminate areas of concern in the City.*~~

- Page ES-8 is modified as follows:

Determination 3.3-10 (Existing Conditions):

The majority of the City's storm water infrastructure is over 50 years old and is considered substandard in comparison to current practices while approximately 2/3 of the city has no modern underground storm drainage infrastructure resulting in a reliance on surface drainage flows that causes localized flooding during storm events.

Determination 3.3-11(Existing Conditions):

The City is not subject to a National Pollution Discharge Elimination System (NPDES) permit issued by the Central Valley RWQCB nor does the RWQCB designate the City as a regulated area requiring the preparation of a Storm Water Management Plan.

Determination 3.4-2 (Existing Conditions and Facilities—Roadway Conditions):

The most current Pavement Management System report was completed in 2005 and indicates that 68% of the City's roads are classified as poor or very poor. Implementation of Capital Improvement Plan as recommended in Determination 3.4-4 will establish a process by which the City will implement and fund physical public roadway conditions.

~~*The most current Pavement Management System report was completed in 2005. Approximately 33 percent of the city's public streets are classified as "very poor," 35 percent are classified as "poor," 22 percent are classified as "good," and only 10 percent are classified as "very good." Implementation of the city's Capital Improvement Plan will help to improve physical public roadway conditions. The City completed a major capital improvement project in 2007/2008 resulting in the paving or repaving of a significant percentage of the City's streets (approx. 50%).*~~

- Page ES-9 is modified as follows:

Determination 3.5-3 (PD Service Levels):

The current staffing levels are adequate, however; with new development additional personnel and facilities will be needed. The City monitoring ~~monitors~~ of-development impact fees will ensure that sufficient funds are collected to cover capital costs associated with increased demands for service generated by new development. ~~to make sure they are adequate to fund future PD staffing and facilities needs.~~

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 ~~County~~ State of California (CalFire). Current staffing and equipment at the Biggs Fire Station is adequate, however; increasing staffing to 3 ~~County~~ full-time firefighters to improve initial attack and first alarm effectiveness will be necessary.

- Page ES-11 is modified as follows:

Determination 3.7-5 (Government Structure):

The City's boundaries are adequate for the parks and recreation services provided. Building upon the recently adopted Area of Concern, the City needs to consider a cooperative arrangement with the City of Gridley, County Service Area (CSA) #31, CSA #34, and local school districts to provide parks and especially recreational programming to the residents of both communities at a higher level than is possible by either of the cities individually.

- Page ES-14 is modified as follows:

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.

Determination 4.1-7 (Opportunities for Facilities/Service Sharing):

The city is severely financially restricted in delivering municipal services to its existing residents and to new growth areas and should seek every available option to share the costs and delivery of services with neighboring agencies.

Determination 4.1-8 (Existing Conditions):

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

Determination 4.2-1:

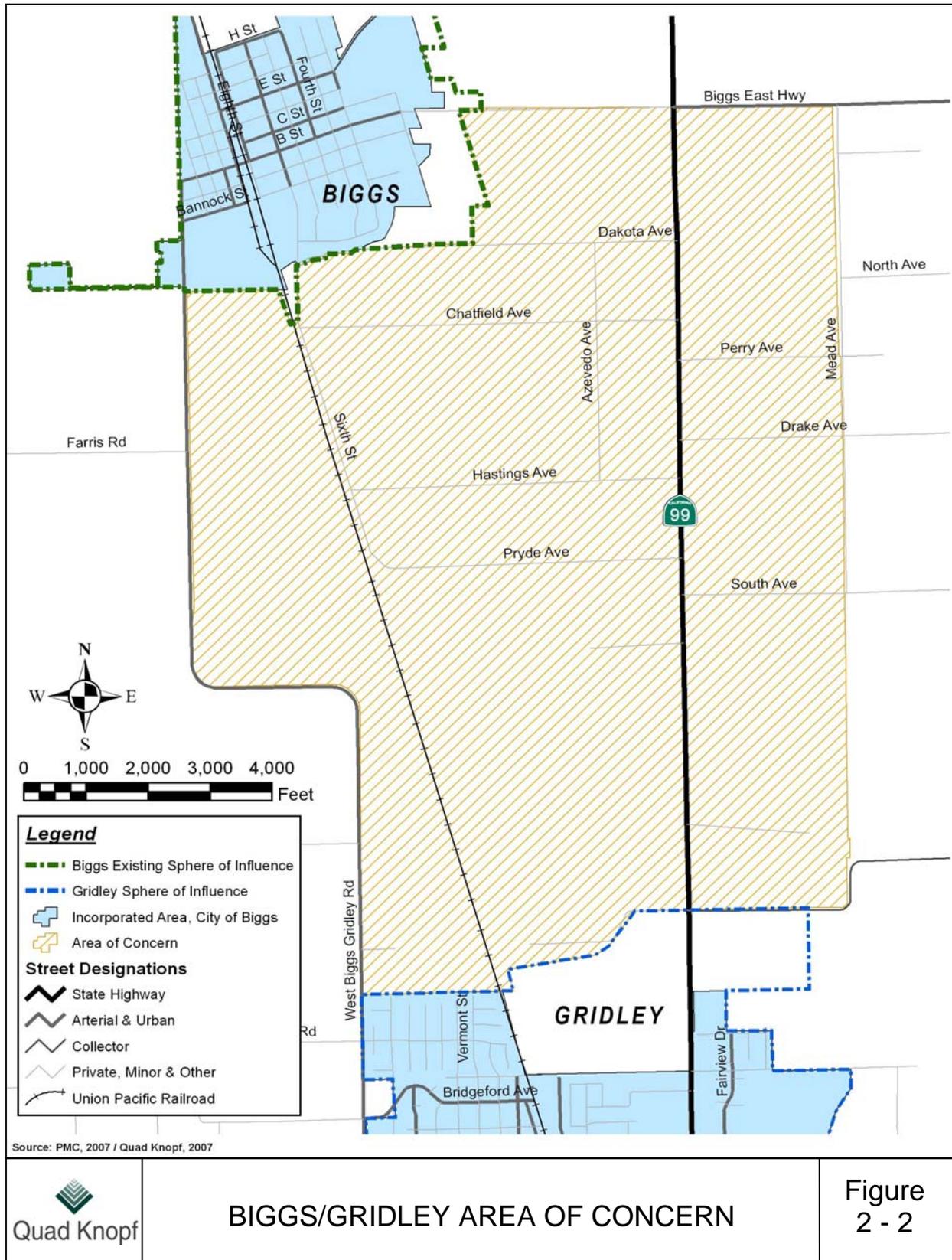
The City of Biggs and the various departments utilize an appropriate variety of cost avoidance measures including purchase of pooled insurance, citizen volunteers, interdepartmental staff resource sharing, use of intermittent temporary staff compensated by the Private Industry Council (PIC), decentralized operations, mutual aid agreements, information sharing, and grants.

- Page 2-3 is modified as follows:

The Biggs area is slowly growing, with the City expecting the majority of the growth to occur in the areas to the east, south and north of the City. ~~and more extensively to the north of the City of Gridley.~~ Due to the significant agricultural issues present to the immediate west of the City, the Commission 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. Agricultural issues also present difficulties to the north, although to a lesser extent than to the west. A northerly expansion also offers less economies of scale as the extension of backbone infrastructure as compared to a southerly and easterly expansion. Approximately 1,300 acres of land held by various landowners, and located in the unincorporated areas of Butte County between the Cities of Biggs

and Gridley has been the subject of considerable development plans. The majority of those potential developments are located in the south Biggs area. This area ~~has been~~ was designated as an “Area of Concern” (see Figure 2-2) by the Butte LAFCo.³ The Area of Concern has also been recognized by the County of Butte in its land use plans and the City of Biggs by way of Resolution 2004-23 requesting formation of the Area of Concern (Appendix B). The City also has interest in development, within its sphere of influence as shown on MSR Figure 1-2, to the east (south of Rio Bonito Road, north and south of B Street), to the west (north of the main drainage canal and north of Farris Road), and to the south (between 6th Street and Biggs-Gridley Road, and an area between 6th Street and Highway 99).

- Page 2-4 is modified as follows:



BIGGS/GRIDLEY AREA OF CONCERN

Figure 2 - 2

- Page 2-6 is modified as follows:

Determination 2-3 (Growth Plan):

Growth is primarily expected to occur to the east of the city and within the Area of Concern and to a more limited extent to the north with residential growth to the west being significantly restricted by incompatibility with agricultural uses and land use designations.

- Page 3.1-4 is modified as follows:

Determination 3.1-7 (Management Efficiencies):

The overall management structure of the City is sufficient to account for necessary services and to maintain operations in an efficient and effective manner. ~~The City has had actions taken against it over five years ago by regulatory agencies.~~

- Page 3.3-5 is modified as follows:

Determination 3.3-1 (Existing Conditions and Facilities):

The City of Biggs' storm water collection system discharges to sloughs and open drainage ditches located at the perimeter of the City. The ditches are maintained by Reclamation District No. 833 (RD 833). The ditches were designed to convey agricultural, rather than urban, storm water flows.

- Page 3.3-7 is modified as follows:

Determination 3.3-3 (Growth):

Agriculture in the western portion of the District is a stable land use. However, the City of Biggs is entering a phase of potential land use transitions. Future changes in land use could negatively affect the capacity of ~~Reclamation District No. RD~~ RD 833 to provide services, given the District's limited infrastructure and financing.

- Page 3.3-7 is modified as follows:

Determination 3.3-5 (Infrastructure Needs and Deficiencies):

The existing storm drainage system in the City is less than desirable to provide a reasonable level of service to City residents and the City should update its Storm Water Master Plan to address the issues of substandard existing facilities and implement modern underground facilities in areas where none exist.

~~*The existing storm drainage system in the City is adequate to provide a reasonable level of service to City residents however the City should update its Storm Water Master Plan and continue to pursue the projects listed in the 1998 Plan to eliminate areas of concern in the City.*~~

- Pages 3.3-10 and 3.3-11 are modified as follows:

Determination 3.3-10 (Existing Conditions):

The majority of the City's storm water infrastructure is over 50 years old and is considered substandard in comparison to current practices while approximately 2/3 of the city has no modern underground storm drainage infrastructure resulting in a reliance on surface drainage flows that causes localized flooding during storm events.

Determination 3.3-11(Existing Conditions):

The City is not subject to a National Pollution Discharge Elimination System (NPDES) permit issued by the Central Valley RWQCB nor does the RWQCB designate the City as a regulated area requiring the preparation of a Storm Water Management Plan.

- Page 3.4-4 is modified as follows:

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

The most current Pavement Management System report was completed in 2005 and indicates that 68% of the City's roads are classified as poor or very poor. Implementation of Capital Improvement Plan as recommended in Determination 3.4-4 will establish a process by which the City will implement and fund physical public roadway conditions.

~~*The most current Pavement Management System report was completed in 2005. 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." Implementation of the city's Capital Improvement Plan will help to improve physical public roadway conditions. The City completed major capital improvement projects in 2007/2008 resulting in the paving or repaving of a significant percentage of the City's streets (approx. 50%), including a \$400,000 Prop1B project to repave 7 streets, combined with additional Safe Routs to School (SR2S) additions of curb, gutter and sidewalk to be completed this year*~~

- Page 3.5-7 is modified as follows:

Determination 3.5-3 (PD Service Levels):

The current staffing levels are adequate, however; with new development additional personnel and facilities will be needed. The City monitoring ~~monitors~~ of-development impact fees will ensure that sufficient funds are collected to cover capital costs associated with increased demands for service generated by new development. ~~*to make sure they are adequate to fund future PD staffing and facilities needs.*~~

- Pages 3.6-1 and 3.6-2 are modified as follows:

~~*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, CALFIRE, and, if necessary, Sutter County and Live Oak fire departments would respond.*~~

Existing Conditions and Facilities

The Biggs fire station at 454 "B" Street is staffed by two fire fighters 24 hours a day year round, assisted by seasonal firefighters when they respond. The station houses two fire engines, one of which is a reserve engine. Gridley and Biggs have combined volunteer firefighting equipment including two fire engines and one water tender.

The BCFD provides fire suppression, emergency medical, rescue, hazardous materials response, public assistance, and fire prevention/life safety services to the County. The Department services the City of Biggs with an average response time of less than four minutes and is an Insurance Services Office (ISO)¹ Class 3 fire department with a minimum daily staffing of seven personnel (six firefighters and one chief officer per shift).⁺ Beneath the Fire Chief are one Deputy Chief and five Assistant Chiefs. The BCFD is a combination fire department; the delivery of fire department services is accomplished using both career professional and citizen volunteer firefighters. The City's General Plan does not have any policies or programs in regard to a firefighter per population ratio.

The City of Biggs owns and pays for the operational costs of one fire engine and through the City's service contract with the State of California and through the resources of the Mutual Aid Agreement with Butte County, the City's Fire Department has the shared resources of 42 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:

~~The Department currently has 42 fire stations throughout the County. The Department operates a modern, well equipped and well maintained fleet of fire engines and specialized fire apparatus, including the following:~~

- 64 - Fire Engines
- 1 – Ladder Truck
- 2 – Heavy Rescues
- 17 – Water Tenders
- 2 - Dozers
- 1 – Air Attack Unit
- 1 – Air Tanker
- 2 – Hazardous Materials Units
- 3 – Breathing Support Units
- 25 – Rescue Squads²

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 ~~County~~ State of California (CalFire). Current staffing and equipment at the Biggs Fire Station is adequate, however; increasing staffing to 3 ~~County~~ full-time firefighters to improve initial attack and first alarm effectiveness will be necessary.

- Page 3.7-3 is modified as follows:

Determination 3.7-5 (Government Structure):

The City's boundaries are adequate for the parks and recreation services provided. Building upon the recently adopted Area of Concern, the City needs to consider a cooperative arrangement with the City of Gridley, County Service Agency (CSA) #31, CSA #34, and local school districts to provide parks and especially recreational programming to the residents of both communities at a higher level than is possible by either of the cities individually.

- Page 3.8-1 is modified as follows:

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

- Page 3.8-2 is modified as follows:

The County's overall waste stream in 2005 was ~~115,681~~ 183,029 tons, and the total household waste disposal was 77,506 tons.⁴

- Page 3.8-2, footnote 4 is modified as follows:

<http://www.ciwmb.ca.gov/Profiles/Juris/JurProfile2.asp?RG=C&JURID=612&JUR=ParadiseBiggs>.

- Page 4.1-2 is modified as follows:

The ongoing state budget crisis could have a dramatic effect of the General Fund in coming years. Potential reductions in major General Fund revenue sources such as Community Oriented Policing Services (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.

- Page 4.1-2 is modified as follows:

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 (Government Code 66000 et. Seq.)AB-1600), and local provisions that govern development impact and special services fees (Biggs Municipal Code Chapter 11.40).

- Page 4.1-5 is modified as follows:

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.

- Page 4.1-6 is modified as follows:

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.

Determination 4.1-7 (Opportunities for Facilities/Service Sharing):

The city is severely financially restricted in delivering municipal services to its existing residents and to new growth areas and should seek every available option to share the costs and delivery of services with neighboring agencies.

Determination 4.1-8 (Existing Conditions):

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

- Page 4.2-1 is modified as follows:

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 the California Joint Powers Risk Management Authority (CJPRMA), an additional and redundant level of risk management.

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 CalFire/Butte County Fire paid staff, ~~through an arrangement with Butte County.~~ The Gridley 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.

- Page 4.2-2 is modified as follows:

Determination 4.2-1:

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, use of intermittent temporary staff compensated by the Private Industry Council (PIC), decentralized operations, mutual aid agreements, information sharing and grants.

CHAPTER 6.0

GLOSSARY

6.0 GLOSSARY

TERM	DEFINITION
Acre-foot/feet (AF)	Measurement of water volume--the volume of water that would cover one acre of land to a depth of one foot, equivalent to 325,851 gallons of water.
Annexation	The annexation, inclusion, attachment, or addition of territory to a city or district.
Board of Directors	The legislative body or governing board of a district.
Change of organization	A city incorporation, district formation, annexation to, or detachment from, a city or district, disincorporation of a city, district dissolution, consolidation of cities or special districts, or merger or establishment of a subsidiary district.
City	Any charter or general law city, including any city the name of which includes the word "town."
Consolidation	The uniting or joining of two or more cities located in the same county into a single new successor city or two or more districts into a single new successor district. In the case of consolidation of special districts, all of those districts shall have been formed pursuant to the same principal act.
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.
Detachment	The detachment, deannexation, exclusion, deletion, or removal from a city or district of any portion of the territory of that city or district.
Dissolution	The dissolution, disincorporation, extinguishment, and termination of the existence of a district and the cessation of all its corporate powers, except for the purpose of winding up the affairs of the district.
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.
District of limited powers	An airport district, community services district, municipal utility district, public utilities district, fire protection district, harbor district, port district, recreational harbor district, small craft harbor district, resort improvement district, library district, local hospital district,

TERM	DEFINITION
	local health district, municipal improvement district formed pursuant to any special act, municipal water district, police protection district, recreation and park district, garbage disposal district, garbage and refuse disposal district, sanitary district, or county sanitation district.
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.
Feasible	Capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, legal, social and technological factors.
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 law city	A general law city operates within the parameters and guidelines of California municipal law. The advantage of a general law city is that general state laws have been subjected to judicial scrutiny and tested over the years, so there is relatively little confusion about their application.
General revenues	Revenues not associated with specific services or retained in an enterprise fund.
gpd	Gallons per day
Incorporation	The incorporation, formation, creation, and establishment of a city with corporate powers. Any area proposed for incorporation as a new city must have at least 500 registered voters residing within the affected area at the time commission proceedings are initiated.
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

TERM	DEFINITION
	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.
Joint Commission	A single Commission formed to preside over the functions of a multi-LAFCo Joint Powers Agreement. The Commission may be comprised of all or a portion of the Commissioners of the individual Commissions that are participating in the Joint Powers Agreement. A Joint Commission, as herein defined, does not constitute an individual agency. It is intended to jointly exercise existing powers common to each agency.
LAFCo	Local Agency Formation Commission
Loaded cost	A cost that has overhead and/or other fees or charges added to the actual and direct service or item cost.
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.
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,

TERM	DEFINITION
	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.
Merger	The extinguishment, termination, and cessation of the existence of a district of limited powers by the merger of that district with a city as a result of proceedings taken pursuant to this division.
MG	Million gallons—measurement of water and wastewater volume.
MGD	Million gallons per day—water and wastewater flow rate.
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.
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.
Out-of-Agency contract	A contract to provide services outside of an agency’s boundaries.
Plan of reorganization	A plan or program for effecting reorganization and which contains a description of all changes of organization included in the reorganization and setting forth all terms, conditions, and matters necessary or incidental to the effectuation of that reorganization.
Principal act	In the case of a district, the law under which the district was formed and, in the case of a city, the general laws or a charter, as the case may be.
Principal LAFCo for municipal service review	The LAFCo with the lead responsibility for a municipal service review. Lead responsibility can be determined pursuant to the CKH Act definition of a Principal LAFCo as it applies to government organization or reorganization actions, by negotiation, or by agreement among two or more LAFCOs.
Proceeding	Proceedings taken by the commission for a proposed change of organization or reorganization pursuant to Part 4 (commencing with §57000).
Proposal	A request or statement of intention made by petition or by resolution of application of a legislative body or of a school district proposing proceedings for the change of organization or reorganization described in the request or statement of intention.

TERM	DEFINITION
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.
Rate restructuring	Rate restructuring does not refer to the setting or development of specific rates or rate structures. During a municipal service review, LAFCo may compile and review certain rate related data, and other information that may affect rates, as that data applies to the intent of the CKH Act (§56000, §56001, §56301), factors to be considered (§56668), SOI determinations (§56425) and all required municipal service review determinations (§56430). The objective is to identify opportunities to positively impact rates without adversely affecting service quality or other factors to be considered.
Regional	Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad geographic area.
Reorganization	Two or more changes of organization initiated in a single proposal.
Retained earnings	The accumulated earnings of an enterprise or intragovernmental service fund which have been retained in the fund and are not reserved for any specific purpose (debts, planned improvements, and contingency/emergency).
Reserve	(1) For governmental type funds, an account used to earmark a portion of fund balance, which is legally or contractually restricted for a specific use or not appropriable for expenditure. (2) For proprietary type/enterprise funds, the portion of retained earnings set aside for specific purposes. Unnecessary reserves are those set aside for purposes that are not well defined or adopted or retained earnings that are not reasonably proportional to annual gross revenues.
Service	A class established within, and as a part of, a single function, as provided by regulations adopted by the commission pursuant to Chapter 5 (commencing with §56820) 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 reorganization	A reorganization that includes the detachment of territory from a city or city and county and the incorporation of that entire detached territory as a city.
Sphere of influence (SOI)	A plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCo.

Glossary

TERM	DEFINITION
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.

CHAPTER 7.0

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7.0 BIBLIOGRAPHY

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APPENDICES

APPENDIX A

SURVEY RESPONSES

**Butte LAFCo
City of Biggs Service Provider Review**

#	Question	Public Works ¹	Community Development ²	Administration/ Finance	City Clerk
PHYSICAL SYSTEMS AND INFRASTRUCTURE					
1	Please provide information/documentation on existing conditions and facilities (e.g., wastewater treatment plant, potable water system, City buildings, City vehicles, major equipment, etc.).	X	X		
2	What long-range planning documents do you maintain? Please provide a copy of any Master Plan, Capital Improvements Program (CIP), and/or infrastructure plans you have.	X	X		
3	Please provide a copy of the City's General Plan (including the Housing Element) and any available information related to growth plans.		X		
4	Please provide demand projections for your department in 5-year increments over the next 20 years (e.g., growth projections, water demand, wastewater demand, police and fire services, parks, power, etc.).	X	X	X	
5	Please explain your projection methods. Do you utilize local land use plans in your projections, or are they based on historic growth and usage?	X	X		
6	What do you see as the biggest concerns for continued growth and successful provision of service within your service boundaries and likely future service area?	X	X	X	
7	What are the major constraints within your department and operations at present? What factors are most likely to cause a change in service?	X	X	X	X
8	Have you had any Environmental Impact Reports (EIRs) or other environmental documents prepared for recent activities? Please provide a copy of any such reports.	X	X		
9	Please provide information on the plans and regulatory requirements that govern your provision of service.	X	X	X	X
10	Have you had any engineering studies completed within the last 10 years? If so, please provide a copy of any such studies.	X			
11	Have any actions been taken against the City by regulatory agencies within the last 10 years, including Cease and Desist orders or fines? Please specify.	X		X	X
12	What are the biggest constraints to future expansions to serve a growing population?	X	X	X	
13	What other information do you think would help us understand your operations better with regard to physical systems and infrastructure?	X	X	X	X
FINANCES AND RATES					
14	Please provide copies of the past three financial audits conducted for City operations. Please provide a copy of the last three controller's reports.			X	X
15	Please provide a copy of the current fiscal year budget.			X	X
16	Please provide a copy of your current rates and fees charged.	X	X	X	X
17	What grants or debt financing has the City used to finance improvements or operations?	X	X	X	X

**Butte LAFCo
City of Biggs Service Provider Review**

#	Question	Public Works ¹	Community Development ²	Administration/ Finance	City Clerk
18	How does the City anticipate Proposition 218 will limit the City's ability to charge rates sufficient to cover service costs?	X		X	
19	What insurance does the City maintain for professional activities? Does the City participate in pooled insurance programs and, if so, which one(s)?	X	X	X	X
20	When are controller's reports submitted to the County Auditor-Controller's Office?			X	
21	Has the City been able to accomplish all recommendations from recent audits and management letters?			X	X
22	What other information do you think would help us understand your operations better with regard to finances and rates?	X		X	X
LOCAL GOVERNANCE AND BOUNDARIES					
23	Who is responsible for compliance of City activities with the Brown Act (public meeting and disclosure laws)? Do you meet all requirements of the Brown Act in your operations?		X	X	X
24	How many members of the public attend a typical meeting of the City Council?		X	X	X
25	How does the City seek to involve the public in its meetings?		X	X	X
26	Do you feel that the City's current boundaries are appropriate for the services the City provides? If not, please explain how the City's boundaries should be modified.	X	X	X	
27	Do you feel that the City's current Sphere of Influence is appropriate for the services the City provides? If not, please explain how the City's Sphere of Influence should be modified.	X	X	X	
MANAGEMENT AND OPERATIONS					
28	Please provide a copy of your department's organizational chart.	X	X	X	X
29	Please provide a copy of your mission statement or similar statement of goals.	X	X	X	X
30	Are there any areas within your service area which are also served by another provider?	X	X	X	
31	Do you jointly serve any areas with other providers?	X		X	
32	Do you participate in any information sharing with other providers regarding practices, operations, or other aspects of service provision?	X	X	X	
33	What cost avoidance measures do you utilize?	X	X	X	
34	How do you ensure compliance with changing laws related to the provision of your service?	X	X	X	X
35	Are you a participant in any Joint Powers Agreement (JPA) or other agreement to share service or facilities?	X	X	X	X
36	What other information do you think would help us understand your operations better with regard to management and operational efficiencies?	X	X	X	X

¹ Includes engineering and public street maintenance.

² Includes planning, building, and code enforcement.

**Butte LAFCo
City of Biggs Service Provider Review**

#	Question	Public Works ¹	Community Development ²	Administration/ Finance	City Clerk
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PHYSICAL SYSTEMS AND INFRASTRUCTURE

Response from City Planner

1	Please provide information/documentation on existing conditions and facilities (e.g., wastewater treatment plant, potable water system, City buildings, City vehicles, major equipment, etc.).	X	X		
2	What long-range planning documents do you maintain? Please provide a copy of any Master Plan, Capital Improvements Program (CIP), and/or infrastructure plans you have.	X	X		
3	Please provide a copy of the City's General Plan (including the Housing Element) and any available information related to growth plans.		X		
4	Please provide demand projections for your department in 5-year increments over the next 20 years (e.g., growth projections, water demand, wastewater demand, police and fire services, parks, power, etc.).	X	X	X	
5	Please explain your projection methods. Do you utilize local land use plans in your projections, or are they based on historic growth and usage?	X	X		
6	What do you see as the biggest concerns for continued growth and successful provision of service within your service boundaries and likely future service area?	X	X	X	
7	What are the major constraints within your department and operations at present? What factors are most likely to cause a change in service?	X	X	X	X
8	Have you had any Environmental Impact Reports (EIRs) or other environmental documents prepared for recent activities? Please provide a copy of any such reports.	X	X		
9	Please provide information on the plans and regulatory requirements that govern your provision of service.	X	X	X	X
10	Have you had any engineering studies completed within the last 10 years? If so, please provide a copy of any such studies.	X			
11	Have any actions been taken against the City by regulatory agencies within the last 10 years, including Cease and Desist orders or fines? Please specify.	X		X	X
12	What are the biggest constraints to future expansions to serve a growing population?	X	X	X	
13	What other information do you think would help us understand your operations better with regard to physical systems and infrastructure?	X	X	X	X

City Engineer should provide copies of the following documents: Water Master Plan; Wastewater Master Plan. City Clerk / Finance Director to provide City's Master Asset List

Water Master Plan (Eng.); Wastewater Master Plan (Eng.); Pavement Mangament System Plan (Eng.); General Plan (Planning);

provided with separate email

See separate file from Planning Department utilizing BCAG and City of Biggs information for projected population and housing units growth projections. Utilize Master Plans provided by City Engineer for engineering related projections.

Housing Unit and Population projection methodology explained in supporting file. Engineering projections based on General Plan estimates

Overall statewide market conditions and limited availability of local employment options.

Budget limitations. Changes in service will most likely be the result of increased demand for project reviews and projection processing.

The City of Biggs has not prepared or had prepared any EIR's for its jurisdiction. The City has prepared two Mitigated Negative Declarations for the two most recent sudivision projects (N. Biggs Estates and Summit Estates). In addition, a Negtive Declaration was prepared in support of the City's Housing Element in 2004. Copies of each to be provided seperately

The activities of the Planning Department are predicated on the contents of the City's General Plan (provided); Zoning Ordinace (on-line link provided) and Biggs Municipal Code provisions (online link provided) - www.codepublishing.com

Please refer to notes of the City Engineer - an update to the City's Wastewater Master Plan is currently being proposed

Market demand conditions

Much of the infrastructure is past is useful life and is over 40 years old.

FINANCES AND RATES

14	Please provide copies of the past three financial audits conducted for City operations. Please provide a copy of the last three controller's reports.			X	X
15	Please provide a copy of the current fiscal year budget.			X	X
16	Please provide a copy of your current rates and fees charged.	X	X	X	X
17	What grants or debt financing has the City used to finance improvements or operations?	X	X	X	X
18	How does the City anticipate Proposition 218 will limit the City's ability to charge rates sufficient to cover service costs?	X		X	

See comments of Ctiy Engineer and Finance Director

Butte LAFCo City of Biggs Service Provider Review					
#	Question	Public Works ¹	Community Development ²	Administration/ Finance	City Clerk
19	What insurance does the City maintain for professional activities? Does the City participate in pooled insurance programs and, if so, which one(s)?	X	X	X	X
20	When are controller's reports submitted to the County Auditor-Controller's Office?			X	
21	Has the City been able to accomplish all recommendations from recent audits and management letters?			X	X
22	What other information do you think would help us understand your operations better with regard to finances and rates?	X		X	X
LOCAL GOVERNANCE AND BOUNDARIES					
23	Who is responsible for compliance of City activities with the Brown Act (public meeting and disclosure laws)? Do you meet all requirements of the Brown Act in your operations?		X	X	X
24	How many members of the public attend a typical meeting of the City Council?		X	X	X
25	How does the City seek to involve the public in its meetings?		X	X	X
26	Do you feel that the City's current boundaries are appropriate for the services the City provides? If not, please explain how the City's boundaries should be modified.	X	X	X	
27	Do you feel that the City's current Sphere of Influence is appropriate for the services the City provides? If not, please explain how the City's Sphere of Influence should be modified.	X	X	X	
MANAGEMENT AND OPERATIONS					
28	Please provide a copy of your department's organizational chart.	X	X	X	X
29	Please provide a copy of your mission statement or similar statement of goals.	X	X	X	X
30	Are there any areas within your service area which are also served by another provider?	X	X	X	
31	Do you jointly serve any areas with other providers?	X		X	
32	Do you participate in any information sharing with other providers regarding practices, operations, or other aspects of service provision?	X	X	X	
33	What cost avoidance measures do you utilize?	X	X	X	
34	How do you ensure compliance with changing laws related to the provision of your service?	X	X	X	X
35	Are you a participant in any Joint Powers Agreement (JPA) or other agreement to share service or facilities?	X	X	X	X
36	What other information do you think would help us understand your operations better with regard to management and operational efficiencies?	X	X	X	X

See comments of City Engineer and Finance Director

City Clerk, City Administrator and City Attorney. Yes, all provisions of the Brown Act are followed.
5 to 15

Public notices in the local newspaper, posting at locations within the City and direct noticing as required by the Government Code

Yes and no. The City's current boundaries are adequate for the existing population and are reasonable based upon the past 10-years historical growth rate. However, the City's Sphere of Influence is small and will not and does not accommodate any significant future growth opportunities. As such, any substantial projects or City growth will by necessity need to involve an expansion of the City's existing SOI

Yes for the existing services only. 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 SR99 as well as should be expanded to the south to allow for the capture of future growth opportunities. Growth opportunities within the City's existing City Limits are limited to a single parcel of land over 10 acres and three parcels over five acres. The City currently has 17 undeveloped infill parcels remaining in the City today.

see org. chart provided by City Clerk

no formal mission statement adopted for the Planning Department

There are no overlapping areas of service provision within the City however various services to include fire, storm water drainage and building department services are provided by outside agencies via contract and electrical services and law enforcement services are provided on a shared basis with the City of Gridley

NO

The Planning Department regularly shares information with all agencies requesting information and the City works with the Butte County Association of Governments with regard to transportation, and housing issues

Use of contract staffing on an 'as-needed' basis

Present to City Council and take appropriate measures.

Yes

¹ Includes engineering and public street maintenance.

² Includes planning, building, and code enforcement.

**Butte LAFCo
City of Biggs Service Provider Review**

#	Question	Public Works ¹	Community Development ²	Administration/ Finance	City Clerk
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PHYSICAL SYSTEMS AND INFRASTRUCTURE

1	Please provide information/documentation on existing conditions and facilities (e.g., wastewater treatment plant, potable water system, City buildings, City vehicles, major equipment, etc.).	X	X		
2	What long-range planning documents do you maintain? Please provide a copy of any Master Plan, Capital Improvements Program (CIP), and/or infrastructure plans you have.	X	X		
3	Please provide a copy of the City's General Plan (including the Housing Element) and any available information related to growth plans.		X		
4	Please provide demand projections for your department in 5-year increments over the next 20 years (e.g., growth projections, water demand, wastewater demand, police and fire services, parks, power, etc.).	X	X	X	
5	Please explain your projection methods. Do you utilize local land use plans in your projections, or are they based on historic growth and usage?	X	X		
6	What do you see as the biggest concerns for continued growth and successful provision of service within your service boundaries and likely future service area?	X	X	X	
7	What are the major constraints within your department and operations at present? What factors are most likely to cause a change in service?	X	X	X	X
8	Have you had any Environmental Impact Reports (EIRs) or other environmental documents prepared for recent activities? Please provide a copy of any such reports.	X	X		
9	Please provide information on the plans and regulatory requirements that govern your provision of service.	X	X	X	X
10	Have you had any engineering studies completed within the last 10 years? If so, please provide a copy of any such studies.	X			
11	Have any actions been taken against the City by regulatory agencies within the last 10 years, including Cease and Desist orders or fines? Please specify.	X		X	X
12	What are the biggest constraints to future expansions to serve a growing population?	X	X	X	
13	What other information do you think would help us understand your operations better with regard to physical systems and infrastructure?	X	X	X	X

Response from City Engineer

Water, Sewer, and SD master plans provided to planning dept via CD Rom.

In Addition ot above Master Plans we have a Pavement Mangament System Plan

Information contained in Master Plans Provided.

For Engineering we used General Plan Estimates

Waste Water Discharge Regulations

Operation and Maintence funds and field staffing and equipment

See No. 1 Above

Yes City was under a waste discharge cease and desist order between 1995 to 2001

Land Use, annexation and zoning

Much of the infrastructure is past is useful life and is over 40 years old.

FINANCES AND RATES

14	Please provide copies of the past three financial audits conducted for City operations. Please provide a copy of the last three controller's reports.			X	X
15	Please provide a copy of the current fiscal year budget.			X	X
16	Please provide a copy of your current rates and fees charged.	X	X	X	X
17	What grants or debt financing has the City used to finance improvements or operations?	X	X	X	X
18	How does the City anticipate Proposition 218 will limit the City's ability to charge rates sufficient to cover service costs?	X		X	

USDA, CDBG, Safe Routes to School Program,

**Butte LAFCo
City of Biggs Service Provider Review**

#	Question	Public Works ¹	Community Development ²	Administration/ Finance	City Clerk
19	What insurance does the City maintain for professional activities? Does the City participate in pooled insurance programs and, if so, which one(s)?	X	X	X	X
20	When are controller's reports submitted to the County Auditor-Controller's Office?			X	
21	Has the City been able to accomplish all recommendations from recent audits and management letters?			X	X
22	What other information do you think would help us understand your operations better with regard to finances and rates?	X		X	X
LOCAL GOVERNANCE AND BOUNDARIES					
23	Who is responsible for compliance of City activities with the Brown Act (public meeting and disclosure laws)? Do you meet all requirements of the Brown Act in your operations?		X	X	X
24	How many members of the public attend a typical meeting of the City Council?		X	X	X
25	How does the City seek to involve the public in its meetings?		X	X	X
26	Do you feel that the City's current boundaries are appropriate for the services the City provides? If not, please explain how the City's boundaries should be modified.	X	X	X	
27	Do you feel that the City's current Sphere of Influence is appropriate for the services the City provides? If not, please explain how the City's Sphere of Influence should be modified.	X	X	X	
MANAGEMENT AND OPERATIONS					
28	Please provide a copy of your department's organizational chart.	X	X	X	X
29	Please provide a copy of your mission statement or similar statement of goals.	X	X	X	X
30	Are there any areas within your service area which are also served by another provider?	X	X	X	
31	Do you jointly serve any areas with other providers?	X		X	
32	Do you participate in any information sharing with other providers regarding practices, operations, or other aspects of service provision?	X	X	X	
33	What cost avoidance measures do you utilize?	X	X	X	
34	How do you ensure compliance with changing laws related to the provision of your service?	X	X	X	X
35	Are you a participant in any Joint Powers Agreement (JPA) or other agreement to share service or facilities?	X	X	X	X
36	What other information do you think would help us understand your operations better with regard to management and operational efficiencies?	X	X	X	X

Yes

Yes for the existig services

Use a Pavement Management Plan for streets

Present to City Council and take appropriate measures.

Yes

¹ Includes engineering and public street maintenance.

² Includes planning, building, and code enforcement.

Pete's comments in Arial

MSR #7

Keep costs at a manageable level to maintain services, staff and hours for public access.
Increased expenditures due to state / federal requirements for wastewater treatment and other regulatory requirements.

MSR #9

CEC to answer

MSR #11

Expect more complete answers from City Engineer David Swartz and/or Hayden Wasser.
City Minutes 9-14-98: councilor questioned if order would be removed. Engineer Swartz's answer was that it was unknown at that time.

MSR #13

CEC

MSR # 17

Four loans are listed on pages 39 and 40 of the Budget.

Three are four Sewer Improvements:

Loan #1 - \$480,000

Loan #3 - \$160,530 and

Loan #5 - \$133,000

Loan #7 is for Public Works: \$300,000

Loan #8 (not shown in Debt section of Budget)

\$3,675,000 for current Water Project: water meters, new well and waterlines

Debt Service Schedules to be included in current budget at mid-fiscal year update in January.

Grants

In addition to the above loan #8 for Water Project: Grant \$1,000,000

State funding \$183,000 and city share \$1,079,000

Total of \$5,937,000

Safe Routes to School cycle 4: Federal Funds \$207,160; State \$26,840

Install Class II Bike Lane, sidewalk, curb and gutter

Safe Routes to School cycle 6: State Funds \$416,700; our Match \$46,300

Construct sidewalk gap closures, curb, gutter & curb ramps, crosswalks

RPSTPLE-5128(004) \$234,000 pedestrian, bikeway transportation

04-HOME-0707 Housing & Community Development - \$466,500

05-STBG-1376 Westside Storm Drain Project
Housing, Community Development Grant - \$1,500,000
Public Works Project for Flood Drainage Improvements

05-PTAA-1428 Income Survey, Economic Market Analysis - \$70,000

MSR #18

Prop 218 limits the city's fees on water, sewer and solid waste to the cost of providing these services. To the extent the city continues to maintain accurate and current accounting of costs and city council approves required and justified adjustments, Prop 218 is not a factor limiting our ability to provide services. Prop 218 does not apply to electrical utility, which is a demand-based utility service.

MSR # 19

Yes, Biggs has insurance for professional activities.

Biggs is a member of SCORE - Small Cities Organized Risk Efforts, which pools our risk and costs for Workers' Compensation, Liability and Property Insurance. Through SCORE, city is a member of CJPRMA, an additional and redundant level of risk management. Mayor Busch actively participates as a member of the board of directors of SCORE.

MSR # 20

**Emailed auditor - asked if they submit any reports to County on our behalf.

We do not submit any directly.

MSR # 21

All recommendations from previous two years' audits are implemented or in progress.

- Most notably, financials and grant funds are being more closely monitored.
- A reconciliation of all grants to the general ledger has been performed and is being maintained.
- The need to transfer from the electric fund to general fund will still continue to exist indefinitely, but the city is beginning to explore additional options for revenue enhancement and stability.
- Work is processed by a limited staff, when feasible duties are segregated. Additional staff would be necessary to segregate work as recommended.
- Loans have been reconciled and the results presented for the audit for year ending June 30, 2007.

MSR # 22

Currently, a review of Planning Fees is being conducted and we expect there will be an increase in General Fund revenue for providing the related services. Likewise Administrative fees will soon be under review and updating. Council has expressed intention to move to a more fee-for-service basis of operations.

MSR #23

A collective effort by the city administrator, mayor, city clerk and city attorney. All officers are provided with updated Brown Act training/reference books yearly.

MSR #24

An average of 3-5. 20-25 attend when a specific neighborhood issues in 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.

MSR #25

City administrator sends out letters to affected citizens about specific agenda items. We issue press releases to inform the public on significant city-wide issues and projects. Town hall meetings about major projects have been held in recent years.

We also issue a quarterly newsletter to keep the public informed.

For council meetings - the agenda begins with an item for public comments for items not listed on the agenda. For each "action" item; the mayor asks for public comments. Any citizen can request an item for the agenda by simply submitting a hand-written request form.

City is also seeking to utilize its website as a more effective tool to inform and encourage public participation.

MSR #28

The organization chart is on page 1 of the Budget.

MSR #29

A formal mission statement has not been approved. City goals are implied as incorporated into budget and city administrator objectives.

MSR #30

City is served by PG&E for natural gas, Comcast for cable TV, and numerous providers for cellular telephone and high-speed internet service. Eight houses are served by PG&E for electricity. Butte County provides building department services. RD833 provides drainage ditches.

MSR #31

Biggs contracts with City of Gridley for police, animal control and electric system maintenance services. Also with CDF/CalFire and County for regional fire protection.

MSR#32

As a member of NCPA, Biggs shares electrical utility information for mutual benefit with other member entities. Also active member of County Emergency Services Council.

MSR#33

Costs are avoided through joint action and pooling of risks and purchasing power. Biggs is a member of CalPERS for medical and dental insurance as well as retirement pool funding. City is currently in process of joining US Communities for purchasing

advantage. City utilizes retainer-based contract providers for most legal, engineering and planning services – thus reducing workers comp risks while expanding the availability of services. Biggs participates in training offered (usually at no cost) through SCORE, CJPRMA, NCPA, CalPERS; also League of California Cities at cost. City works with County and Gridley to achieve reimbursements under AVA (Abandoned Vehicle Abatement) program. PIC (Private Industry Council) workers augment public works crew at no cost to the city. CDC crew is used for city hall canopy repair/replacement.

MSR #34

City Attorney, Planner and City Engineer are licensed contract professionals. Wastewater Treatment Plant Operator is certified for wastewater and water operations. Two additional public works employees are gaining water operations certification. City staff participates in League of California Cities conferences and subscribes to related publications.

MSR #35

Biggs-Gridley Hospital - JPA established the Biggs-Gridley Hospital Agency, recognizing the critical need for the continued operation of the hospital.

Butte County Abandoned Vehicle Service Authority - JPA between Butte County and its Cities establishing a Service Authority for the abatement of abandoned vehicles in Butte County pursuant to Section 22710 of the California Vehicle Code.

CALFIRE - cooperative agreement for fire protection services.

SCORE - Small Cities Organized Risk Effort - Self-Insured for workers' compensation, property and liability.

NCPA - Northern California Power Agency, JPA was formed in 1968 for the purpose of utilizing the joint action of participating public power entities to pursue common interests for the benefit of all members.

Sutter-Butte Flood Control Agency - formed to coordinate planning and control of flood protection infrastructure, in particular the Feather River levee system and associated water works.

ASSET MASTER LIST

FUNCTION		CLASS CODE	
CODE	DESCRIPTION	DESCRIPTION	
GGV	General Government	100	Buildings
PBS	Public Safety	101	Land
PRK	Culture & Recreation	200	Vehicles
PWK	Public Works	300	Electrical Equipment
STR	Streets	400	Heavy Equipment
SWR	Sewer	500	Miscellaneous Equipment
WTR	Water	600	Water Infrastructure
ELE	Electric	700	Sewer Infrastructure
		800	Storm Drain Infrastructure
		900	Street/Road Infrastructure

GOVERNMENTAL ACTIVITIES

DESCRIPTION	FUNCTION CODE	CLASS CODE	ACQUISITION DATE	TOTAL COST	Life Cycle	ANNUAL DEPRECIATION COST	ACCUMULATED DEPRECIATION FY 05/06	DEPRECIATION EXPENSES FY 06/07	ACCUMULATED DEPRECIATION FY 06/07	NET BOOK VALUE FY 06/07
Government Activities - Land:										
Land 001-062-005	APN: .21	GGV	101	11/28/1989	Land & Building	1	N/A	N/A	N/A	N/A
Land 001-062-007	APN: .17	GGV	101	9/6/1994	\$ 12,016.00	1	N/A	N/A	N/A	N/A
Land 001-062-015	APN: .19	GGV & PBS	101	5/10/2002	\$ 26,000.00	1	N/A	N/A	N/A	N/A
Land 001-081-014 & 028;	APN: 028,	PWK	101	6/25/1965	Land & Building	1	N/A	N/A	N/A	N/A
Trent Street Park APN: 022-350-065	.28	PRK	101	5/22/1997	Gift	1	N/A	N/A	N/A	N/A
Downtown Park B Street	484 APN: 001-	PRK	101	5/4/1972	Gift	1	N/A	N/A	N/A	N/A
City Park & B Streets	Eight APN: 001-	PRK	101	2/26/1907	\$ 2,054.00	1	N/A	N/A	N/A	N/A
Family Park Eight & B Streets	APN: 001-183-002	GGV	100	6/29/2006	\$ 595,836.13	20	\$29,791.81	\$29,791.81	\$29,791.81	\$566,044.32
7th Street Dump Yard APN: 001-103-018 & 022-160-0111	.04 acres	PWK	101	2/27/1996	\$ 35,338.00	1	N/A	N/A	N/A	N/A
Land 022-160-069	APN: 1.74 acres	PWK	101	1/11/2001	\$ 12,716.14	1	N/A	N/A	N/A	N/A
Laydown Yard Part 1		PWK	101	7/9/1962	\$ 32,000.00	1	N/A	N/A	N/A	N/A
Laydown Yard Part 2		PWK	101	2/11/1963	\$ 32,000.00	1	N/A	N/A	N/A	N/A
				Total Land \$	747,960.27					
Government Activities - Buildings & Improvements:										
Library & Meeting Rm 464 B Street		GGV	100	11/28/1989	\$ 10.00	60	\$0.17	\$2.67	\$0.17	\$2.83
										\$7.17

City Hall & Planning Department	GGV	100	9/6/1994	\$	35,370.00	60	\$589.50	\$7,074.00	\$589.50	\$7,663.50	\$27,706.50
3016											
City Offices & Police Substation	GGV & PBS	100	7/1/2003	\$	181,796.00	60	\$3,029.93	\$9,089.80	\$3,029.93	\$12,119.73	\$169,676.27
465											
Corporation Yard & Aleut Building	PWK	100	6/25/1965	\$	1.00	60	\$0.02	\$0.68	\$0.02	\$0.70	\$0.30
7th Building											
7,000											
Family Park	GGV	100	6/29/2006	\$	595,836.13	20	\$29,791.81	\$29,791.81	\$29,791.81	\$29,791.81	\$566,044.32
Eight & B Streets											
APN: 001-183-002											
.092 acres											
House	GGV	100	1/1/1929	\$	42,000.00	60	\$700.00	\$0.00	\$0.00	\$0.00	\$42,000.00
3005-											
Old Jail & City Hall	GGV	100	1/1/1929	\$	5,000.00	60	\$83.33	\$0.00	\$0.00	\$0.00	\$5,000.00
Corporation Yard	PWK	100/500	1/11/2001	\$	300,000.00	60	\$5,000.00	\$25,000.00	\$5,000.00	\$30,000.00	\$270,000.00
2865 Biggs-Gridley Rd Building											
14,000 s.f.											
Total Buildings and Improvements				\$	1,160,013.13		\$39,194.76	\$70,958.96	\$38,411.42	\$79,578.57	\$1,080,434.56

Government Activities - Vehicles:

2005 Ford Ranger	SWR	200	9/2/2005	\$	13,019.00	5	\$2,603.80	\$2,603.80	\$2,603.80	\$2,603.80	\$10,415.20
2002 Ford Ranger XL	PWK	200	2002	\$	12,633.39	5	\$2,526.68	\$10,106.71	\$2,526.68	\$12,633.39	\$0.00
2002 Ford Ranger XL	PWK	200	2002	\$	12,633.39	5	\$2,526.68	\$10,106.71	\$2,526.68	\$12,633.39	\$0.00
1998 Ford F-150	PWK	200	1998	\$	15,537.00	5	\$3,107.40	\$0.00	\$0.00	\$0.00	\$15,537.00
1999 West State HMR Fire Truck	PBS	400	9/1/1999	\$	196,879.00	20	\$9,843.95	\$68,907.65	\$9,843.95	\$78,751.60	\$118,127.40
2005 International 5YD 4700-T444E (Dumptruck)	PWK	200	2/4/2005	\$	24,000.00	12	\$2,000.00	\$4,000.00	\$2,000.00	\$6,000.00	\$18,000.00
2005 John Deer 310G Backhoe	PWK	200	10/5/2005	\$	54,719.81	12	\$4,559.98	\$4,559.98	\$4,559.98	\$9,119.97	\$45,599.84
1988 Tymco Street Sweeper	PWK	400	6/28/2000	\$	42,594.00	12	\$3,549.50	\$21,297.00	\$3,549.50	\$24,846.50	\$17,747.50
1964 Chevy w/Meyers Sewer Cleaner	PWK	400	ukn	\$	5,000.00	5	\$1,000.00	\$0.00	\$0.00	\$0.00	\$0.00
Total Vehicles				\$	363,996.59		\$29,114.19	\$118,978.06	\$25,006.79	\$143,984.85	\$215,011.74

Government Activities - Equipment:

Cannon Copier Imager runner PCL 210	GGV	500	8/31/2002	\$	6,043.00	6	\$1,007.17	\$4,028.67	\$1,007.17	\$5,035.83	\$1,007.17
4 ea - AB-10 Emergency Breathing Apparatus & Fill	PBS	500	11/4/2004	\$	34,815.52	5	\$6,963.10	\$13,926.21	\$6,963.10	\$20,889.31	\$13,926.21
4 ea - MSA 100XXX Upgrade Kit for AB-10	PBS	500	11/19/2004	\$	7,225.18	5	\$1,445.04	\$2,890.07	\$1,445.04	\$4,335.11	\$2,890.07
MSA 5000 Thermal Imaging Camera	PBS	500	1/10/2005	\$	9,574.99	5	\$1,915.00	\$3,830.00	\$1,915.00	\$5,744.99	\$3,830.00
Total Equipment				\$	57,658.69		\$11,330.30	\$24,674.94	\$11,330.30	\$36,005.25	\$21,653.44

Total Governmental Activities Capital Assets \$ **2,329,628.68** \$ **79,639.25** \$ **214,611.96** \$ **74,748.52** \$ **259,568.67** \$ **1,317,099.74**

ENTERPRISE

DESCRIPTION	FUNCTION CODE	CLASS CODE	ACQUISITION DATE	TOTAL COST	Life Cycle	ANNUAL DEPRECIATION COST	ACCUMULATED DEPRECIATION FY 05/06	DEPRECIATION EXPENSES FY 05/06	ACCUMULATED DEPRECIATION FY 05/06	NET BOOK VALUE FY 05/06
Enterprise - Land:										
Land	APN: 022-160-011	ELE	101	3/5/1996	\$ 7,158.00	1	N/A	N/A	N/A	N/A
Land	APN: 022-160-060	SWR	101	10/12/1977	\$ 30,000.00	1	N/A	N/A	N/A	N/A
				Total Land	\$ 37,158.00					
Enterprise - Buildings & Improvements:										
Well #1, City Park		WTR	100/500	1/1/1930	\$ 15,000.00	40	\$375.00	\$15,000.00	\$0.00	\$15,000.00
Well #2, Willard Well	367	WTR	100/500	12/4/1970	\$ 2,000.00	40	\$50.00	\$1,800.00	\$50.00	\$1,850.00
Well #3, Henry		WTR	100/500	7/1/1996	\$ 150,000.00	40	\$3,750.00	\$37,500.00	\$3,750.00	\$41,250.00
				Total Buildings and Improvements	\$ 167,000.00		\$4,175.00	\$54,300.00	\$3,800.00	\$58,100.00
Enterprise - Vehicles:										
2005 Ford Ranger		SWR	200	2005	\$ 16,019.03	5	\$3,203.81	\$3,203.81	\$3,203.81	\$6,407.61
				Total Vehicles	\$ 16,019.03		\$3,203.81	\$3,203.81	\$3,203.81	\$6,407.61
Enterprise - Equipment:										
Electrical Distribution System		ELE	300	1/1/1997	\$ 450,000.00	34	\$13,235.29	\$119,117.65	\$13,235.29	\$132,352.94
Citygate Electric Substation		ELE	300	1/1/1997	\$ 1,000,000.00	34	\$29,411.76	\$264,705.88	\$29,411.76	\$294,117.65
Electric Distribution System Upgrade		ELE	300	5/1/2005	\$ 81,000.00	34	\$2,382.35	\$4,764.71	\$2,382.35	\$7,147.06
				Total Equipment	\$ 1,531,000.00		\$45,029.41	\$388,588.24	\$45,029.41	\$433,617.65
Enterprise - Infrastructure:										
Water System		WTR	600	1/1/1903	\$ 50,000.00	60	\$833.33	\$50,000.00	\$0.00	\$50,000.00
Water System Upgrade		WTR	600	1/1/1998	\$ 72,000.00	60	\$1,200.00	\$12,000.00	\$1,200.00	\$13,200.00
Ductile Iron Piping		WTR	600	Various 1960-	\$ 2,500.00	60	\$41.67	\$1,750.00	\$41.67	\$1,791.67
Asbestos Concrete Piping		WTR	600	Various 1920-	\$ 15,000.00	60	\$250.00	\$13,000.00	\$250.00	\$13,250.00
Galvanized Iron Piping		WTR	600	Various 1920-	\$ 24,000.00	60	\$400.00	\$20,800.00	\$400.00	\$21,200.00
Steel Piping	Approx	WTR	600	Various 1980-	\$ 125,000.00	60	\$2,083.33	\$33,333.33	\$2,083.33	\$35,416.67
PVC Piping		WTR	600	Various 1980-	\$ 855,000.00	60	\$14,250.00	\$228,000.00	\$14,250.00	\$242,250.00
Water Tower Park	City	WTR	600	Pre 1940	\$ 40,000.00	60	\$666.67	\$40,000.00	\$0.00	\$40,000.00
Waste Water Treatment Plnt Upgrde	2951	SWR	700	6/1/2000	\$ 773,000.00	30	\$25,766.67	\$154,600.00	\$25,766.67	\$180,366.67
Sewer Collection System		SWR	700	1/1/1903	\$ 21,250.00	60	\$354.17	\$21,250.00	\$0.00	\$21,250.00
Sewer Collection System		SWR	700	1/1/2000	\$ 675,000.00	60	\$11,250.00	\$67,500.00	\$11,250.00	\$78,750.00
Storm Drain System		WTR	800	Various 1903-	\$ 175,000.00	60	\$2,916.67	\$75,833.33	\$2,916.67	\$78,750.00
				Total Infrastructure	\$ 2,827,750.00		\$60,012.50	\$718,066.67	\$58,158.33	\$776,225.00
				Total Enterprise Capital Assets	\$ 4,578,927.03		\$ 112,420.72	\$ 1,164,158.71	\$ 110,191.55	\$ 1,274,350.26
									\$ 3,267,418.77	

Total Government & Enterprise

\$ 6,908,555.71 \$ 192,059.97 \$ 1,378,770.67 \$ 184,940.07 \$ 1,533,918.93 \$ 4,584,518.51

2006/2007 Capital Asset Additions:

Itron water meters	WTR	600	3/2007	\$	76,898.00	20	\$3,844.90	\$23,069.40	\$3,844.90	\$26,914.30	\$49,983.70
Signs, W.Recept	PRK	500	1/2007		5,145.00	60	\$85.75	\$514.50	\$85.75	\$600.25	\$4,544.75
Sigma900 Sampler	SWR	700	6/2007		\$4,507.80	20	\$225.39	\$1,352.34	\$225.39	\$1,577.73	\$2,930.07
Total Additions				\$	86,550.80		\$ 4,156.04	\$ 24,936.24	\$ 4,156.04	\$ 29,092.28	\$ 57,458.52

2006/2007 Capital Asset Disposals: None

Total Disposals \$ -

Planning Assistant Responses to MSR Questionnaire

Question Number	Response
1	
2	I maintain copies of the General Plan and Housing Element in this office along with copies of the Sewer Master Plan and any other documents that the Planner and Engineer provide to me for the public to view.
3	City Planner provided
4	City Planner provided
5	City Planner provided
6	Not enough staff nor funds
7	Not enough staff
8	City Planner provided if any
9	Unknown
10	N/A
11	N/A
12	Not enough funds
13	Unsure
14	N/A
15	N/A
16	Finance Director has provided
17	N/A
18	N/A
19	N/A
20	N/A
21	N/A
22	N/A
23	For the Planning Commission I was responsible. As far as I know there has never been an issue.
24	Planning Commission, rarely anyone attended. Usually an applicant would attend.
25	In the quarterly newsletter the dates and meeting times were publicized for the meetings. Agendas are posted at City Hall and at the Post Office.
26	Yes
27	Yes
28	We do not have one for this department since it is so small
29	We do not have one
30	Butte County Building Department acts as the building department for the City of Biggs
31	No
32	No
33	We use recycled print cartridges for almost all copiers and printers
34	See Planners comments
35	Yes, we are involved in the Abandoned Vehicle Abatement Authority which includes Gridley, Oroville, Chico, Paradise and Butte County.
36	



Quad Knopf

Memo

Date: Tuesday, February 26, 2008
To: Gary D. Keeler, Gridley-Biggs Police Department
From: Debey Grimes, Quad Knopf - Reno
Subject: Information Request regarding the MSR for the City of Biggs

Good Afternoon Mr. Keeler,

Quad Knopf is currently the hired consultant working on the MSR for the City of Biggs and Butte LAFCO. We are incorporating in by reference the information provided in the City of Gridley MSR regarding the shared police department, Gridley-Biggs Police Department. The document answers most of my questions regarding the law enforcement services provided to both cities; however I have a few quick questions for you.

1. What is the breakdown of the 18 vehicles the department operates and maintains? (i.e. marked patrol vehicles, marked RSVP vehicles, marked SUV's, marked Trucks, unmarked jeeps, unmarked sedans). [3 unmarked vehicles, 1 RSVP vehicle, the rest are marked.](#)
2. We assume that vehicles receive routine maintenance and are scheduled for replacement depending on age and/or mileage. Is that correct? Which department is responsible for maintaining the vehicles? [The maintenance of vehicles falls within the contract.](#)
3. The following table on staffing levels was derived from the Gridley-Biggs Police Department website. Is the information current, should we add or change any of the positions or staffing levels?

Table 3.5-1
Current Staffing levels of the Gridley-Biggs Police Department

Chief of Police	1
Assistant Chief	1
Patrol Officers	15 14
Dispatch	4 5
School Resource Officers	1
Reserve Officers	4 6
Retired Senior Volunteer Patrol (RSVP)	9 8
Animal Control	1
Chaplain	1

*Source City of Gridley Police Department Website accessed February 2008.

Tuesday, February 26, 2008
Memo from Debey Grimes
Page 2 of 2

4. Is there a police station of any kind within the City of Biggs?

We have an office at City Hall.

Thank you in advance for your effort. Please call me with any questions or request for additional information from me.

Best Regards,

Debey Grimes
Assistant Planner
(775) 324-1212

Per telephone conversation with Gary Keeler on 2/26/08 at 5:00pm.

Contract is divided by the population percentages: 25% of the population is considered to be Biggs responsibility which amounts to approx. \$500,000.

The Police station in Biggs is merely a substation, no daily use of the office. Not suitable to be maintained as a station.

Animal control: one of the largest complaints from the city of Biggs. They pay for 25% of the costs which breaks down to about 2 hours of the animal control officer's day in Biggs.

The maintenance is completed by a dealership within the City of Gridley on an as needed basis. Most cars in the fleet are leased under warrantee and repairs are covered through that department.

Butte LAFCo
City of Biggs Service Provider Review

Fire

DRAFT

Physical Systems and Infrastructure

1. The Biggs Fire Department is part of a regional Cooperative Fire Protection system. Cal Fire has been contracted by Biggs, Butte County and Gridley to provide fire services. The Department is a combination of career employees and citizen volunteers.

In Biggs the fire station is owned and maintained by Butte County. The City of Biggs provides a single municipal fire engine for use in the system. The majority of staffing of this 2-person engine is provided by Butte County. A single Driver / Operator position is funded by Biggs annually. The combined resources of Biggs, Gridley and Butte County Are pooled as a field (operational) Battalion of the Cal Fire / Butte County Fire Department.

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.

Personnel on the fire engine work 72 hour, 3-day shifts on opposing platoons, a relief platoon is shared between the Biggs, Gridley and Palermo fire stations. Station coverage for planned and unplanned leave as well as training comes from a countywide pool.

The Biggs Fire Department provides comprehensive fire, rescue, hazmat and basic life support services. The fire department administers the city weed abatement program and works closely with city hall on nuisance abatement and other issues that may impact public safety.

2. The fire department participated the latest (award winning) revision of the City of Biggs General Plan.

Currently the city is paying annual payments for the city fire engine, once the fire engine is paid for the funding will annually accumulate to offset the cost of the next city fire engine. Typically the city receives grants for fire equipment that enhance the service provided locally.

4. Calls for service are anticipated to grow only modestly as compared to the whole system. Currently responses are in balance in the city and surrounding county area for the Biggs engine. The Biggs fire engine responds, as do others in the co-op, on a closest due concept and may be assigned through out the county. When the station is vacant another fire engine is moved in for community coverage.

It is anticipated the system-wide pressure including that in the city may increase the need for staffing of the Biggs engine no sooner than five years. (It is very important to note that any incremental increase in staffing should be in concert with the Butte County Fire partner of the co-op.)

5. The recently completed Standards of Response Cover Study and Volunteer Fire Services Survey of the Butte County Fire Department is a very important tool for analysis of service in the Biggs area. Historic service is recognized in previous decision making.
6. The historic major concern of inadequate fireflow is being addressed as the city water system continues to improve. Most importantly water is readily available in the aquifer to meet increased fireflow demand created by growth.

Another concern is declining volunteerism through out 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, again, this in the future.

While the current location of the fire station serves the city well, as the city grows with this area of Butte County a fire station relocation may be advantageous from an economic standpoint and most importantly this may be possible without adversely impacting response times.

Fire station locations in the Biggs, Gridley and south Butte County area should be resolved regionally to the satisfaction of the whole community. Correctly located fire stations are preservers of capital, poorly located any fire station is a waster of life safety and public dollars.

An above grade crossing for the UPRR is needed in the area to assure the timely arrival of resources on the opposite side of the railroad that bisects the area.

7. The most significant constraint in the Biggs area is a “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 engine the best weight of attack (or depth of resources) occurs north of B Street on State Highway 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.

While we are currently meeting departmental minimums for staffing as a regional provider it is increasingly recognized we lag behind national (NFPA) standards. Experience shows the NFPA standard to very important when anticipating change.

9. Standards of the National Fire Protection Association are a guide to the fire department as are Standards of the Butte County Fire Chief’s Association. Our provision of Emergency Medical Services is to the standard or Nor Cal Emergency Medical Service Agency.

Cal OSHA work place safety regulations are a critical factor in determining How we provide service.

The Butte County Fire Chief’s Association is currently working on a County – wide master plan for fire station locations of all local government jurisdiction.

10. The recently completed Standards of Response Cover Study for the Butte County Fire Department is available online at [butte county.net](http://butte.county.net)
12. Budget constraint is the largest constraint on the Biggs Fire Department.
13. It is important to understand there is no specific formula to determine the level of service any community receives by way of fire protection. Where Cal Fire provides services the overriding goal is to find solutions for the local agency that meet their need and provide reciprocity to the State of California. Locally an additional large benefit arises as multiple partners seek common solutions thru the Butte Unit of Cal Fire.

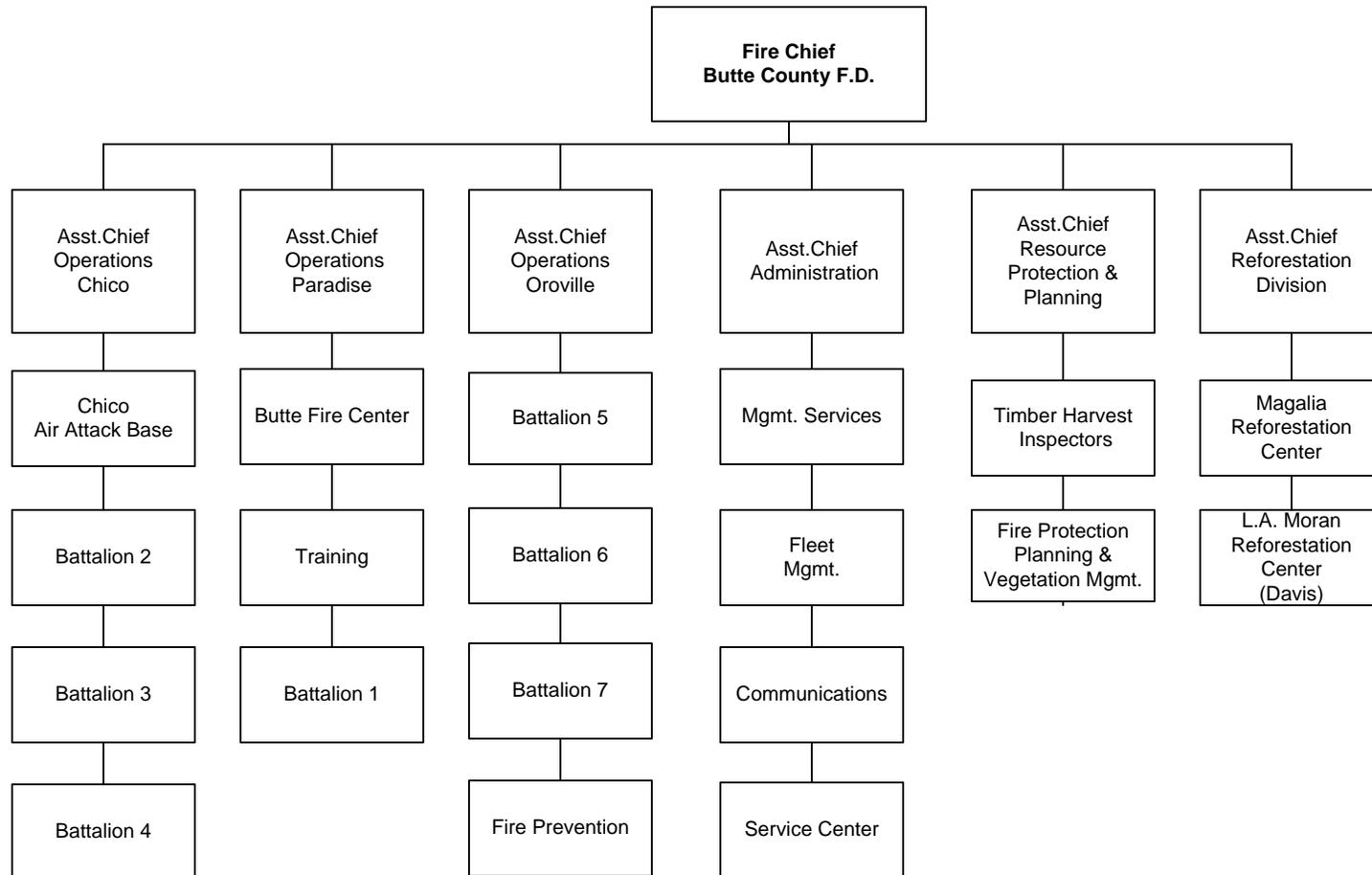
Finances and Rates

15. See City of Biggs Budget.

16. No fees are charged by the Biggs Fire Department.

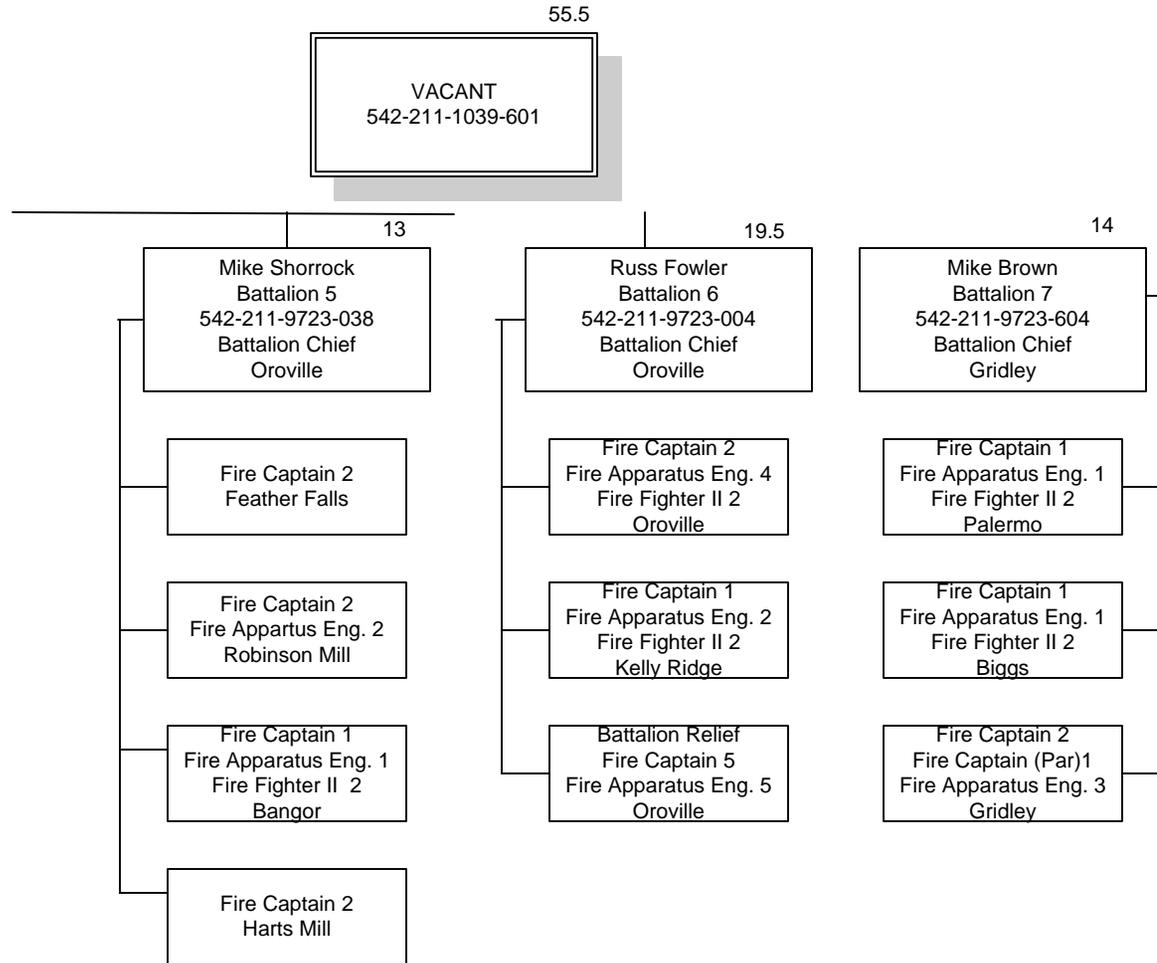
Management and Operations

28. Attached.
29. "We protect the people of Biggs: their lives; homes; property; businesses and community. We protect Biggs from fire and other threats to life safety. We envision a community a community free of threat from fire or risk to life safety. We value: compassion; loyalty; integrity and Biggs the community we protect.
30. A Community Service Area funds Advanced Life Support Ambulance Service. Currently Enloe Hospital is contracted for Paramedic Ambulance service.
31. Yes, Biggs Fire Department serves Cal Fire, Butte County and Gridley City in a regional and reciprocal system.
32. Yes, the Butte County Fire Chief's Association is the primary information sharing forum for the fire service community within Butte County.
33. The Biggs Fire Department uses grant funding to maximize limited funding. Volunteer firefighters of the Butte County Fire Department serve the City of Biggs as do Cal Fire Volunteers in Fire prevention.
34. Our Training and Safety Bureau strives to keep us in compliance. There laws that limit the risk we are allowed to take, we follow the law.
35. Biggs is a member of a JPA for Hazmat response. The Butte County Fire Chiefs Hazmat Response Team responds as needed in support of the City of Biggs, typically the Biggs Fire Department in Command of these incidents.
36. As the Biggs Fire Department is an important component of a larger regional Cooperative is important to remember there is both cost efficiency and effectiveness to be gained in looking at this expensive but very important service in a frame beyond the City limits.



Butte Unit
South Operations

October, 23, 2007



Henri Brachais, Chief

Date

APPENDIX B

RESOLUTION No. 2004-23 REQUESTING
FORMATION OF AN AREA OF CONCERN

RESOLUTION NO. 2004-23

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BIGGS
REQUESTING LAFCo TO INITIATE THE FORMATION OF AN AREA OF CONCERN
BETWEEN THE CITIES OF BIGGS AND GRIDLEY

WHEREAS, The area depicted in attached Exhibit "A" has long been recognized as being of particular concern to the future expansion of both Biggs and Gridley, whose spheres are only 2.3 miles apart; and

WHEREAS, this proximity provides a unique opportunity for the two cities to potentially share the burden of common services and create an economy of scale to provide services at levels that might not otherwise be achieved on their own; and

WHEREAS, the creation of a joint area of concern could facilitate opportunities for sharing services such as fire, police, drainage, wastewater treatment, and road maintenance; and

WHEREAS, development of this area without proper planning could adversely affect both the cities of Biggs and Gridley; and

WHEREAS, both Cities feel that they can benefit from the formation of an AOC and desire to have as much input as possible over the future development of the land between the two cities; and

WHEREAS, the establishment of an AOC is the first step in this direction and will provide a public framework designed to notify other local agencies of the interest both cities have for this area.

NOW, THEREFORE, the City Council of the City of Biggs finds, resolves and orders that the City of Biggs will participate with the City of Gridley in requesting that Butte County LAFCo initiate the formation of an Area of Concern for the land depicted in the attached Exhibit "A".

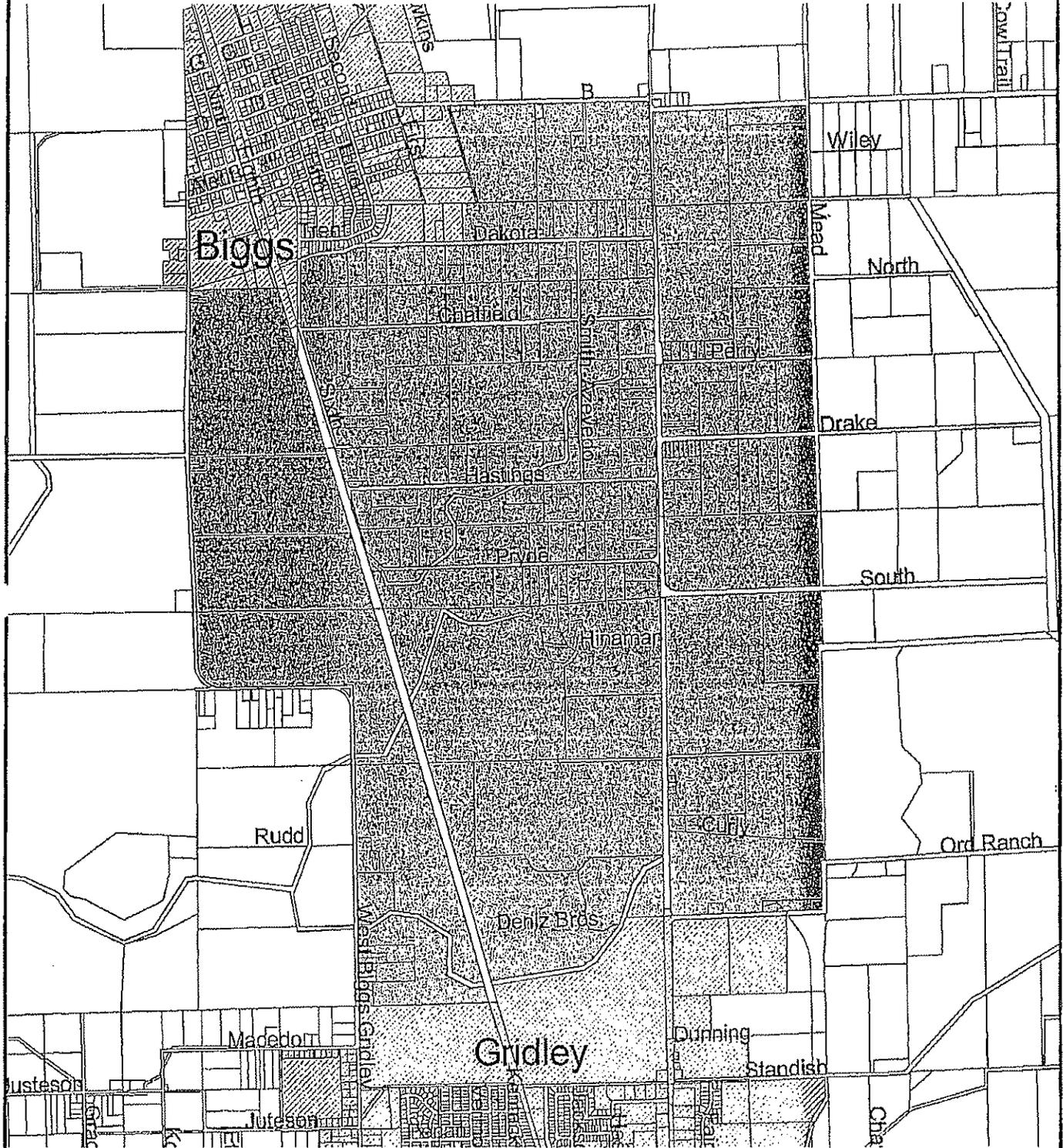
I HEREBY CERTIFY that the following Resolution of the City Council of the City of Biggs was duly introduced and passed at a regular meeting of the City Council of the City of Biggs held on the 20th day of September 2004, by the following vote:

AYES: COUNCILMEMBER David, Paul-Busch, Bottorff, Callaway & Thebach
NOES: COUNCILMEMBER _____
ABSENT: COUNCILMEMBER _____
ABSTAIN: COUNCILMEMBER _____

ATTEST:
Deanna Carbajal
Deanna Carbajal
Deputy City Clerk

APPROVED: Sharleta B. Callaway
Sharleta B. Callaway
Mayor

Exhibit "A" Area of Concern



- Parcels
- Area of concern.shp
- City Spheres
- Roads.shp

