

MUNICIPAL SERVICE REVIEW UPDATE AND SPHERE OF INFLUENCE PLAN FOR DURHAM RECREATION AND PARK DISTRICT



ADOPTED BY RESOLUTION NO. 10 2008/09 ON MARCH 5, 2009

PREPARED FOR:
BUTTE LOCAL AGENCY FORMATION COMMISSION



APRIL 2009

PREPARED BY



**MUNICIPAL SERVICE REVIEW UPDATE
AND SPHERE OF INFLUENCE PLAN
FOR
DURHAM RECREATION AND PARK DISTRICT**

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PREPARED BY:

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1.0 INTRODUCTION

1.1 LAFCO

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

1.2 BUTTE LAFCO POLICIES AND CRITERIA FOR SPHERE OF INFLUENCE PLANS

Under the CKH Act, LAFCOs are required to “develop and determine the sphere of influence of each local governmental agency within the county and enact policies designed to promote logical and orderly development of areas within the sphere” (Section 56425, CKH). A sphere of influence (SOI) is generally considered a 20-year, long-range planning tool, and is defined by Government Code Section 56425 as “. . . a plan for the probable physical boundary and service area of a local agency or municipality” According to the CKH Act, LAFCOs are required to review and update SOIs as necessary, but no less than once every five years.

Pursuant to Butte LAFCO’s Operations Manual Policies and Procedures (Revised December 2, 2004), the Sphere of Influence Plans for all government agencies within LAFCO’s jurisdiction shall contain the following:

1. A map defining the probable 20-year boundary of its service area delineated by near-term (<10 years) and long-term (>10 years) increments and coordinated with the Municipal Service Review.
2. Maps and explanatory text delineating the present land uses in the area, including, without limitation, improved and unimproved parcels; actual commercial, industrial, and residential uses; agricultural and open space lands; and the proposed future land uses in the area.

3. The present and probable need for public facilities and services in the sphere area. The discussion should include consideration of the need for all types of major facilities, not just those provided by the agency.
4. The present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide.
5. Identification of any relevant social or economic communities of interest in the area.
6. Existing population and projected population at build-out of the near- and long-term spheres of the agency.
7. A Municipal Service Review.

1.3 MUNICIPAL SERVICE REVIEWS

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

To assist in conducting an MSR, the State Office of Planning and Research developed guidelines that advise on information gathering, analysis, and organization of the study. In order to update an SOI, the associated MSR must have written determinations that address the following legislative factors:

1. Growth and population projections for the affected area.
2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
3. Financial ability of agencies to provide services.
4. Status of, and opportunities for, shared facilities.
5. Accountability for community service needs, including governmental structure and operational efficiencies.
6. Any other matter related to effective or efficient service delivery, as required by commission policy.

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

An MSR for the Butte County Recreation and Park Districts was initiated in 2004 and adopted by Butte LAFCO in 2005 (Resolution No. 13 2005/06). The MSR examines the public services provided by the District, and the information in the MSR provides baseline information for the SOI study. However, because of the rapidly increasing population within the County and the changing status of impacted agencies, some of the information in the 2005 MSR is already dated. Thus, additional information from the recreation service providers has been collected and various other land planning documents have been reviewed, including Butte County and City General Plans, land-use zoning maps, and district master plans, in order to provide the most current and accurate information available. Interviews with District administrators, County officials, and municipalities were also performed to gain further insight into recreation service issues. To provide for a cleaner process, the MSR Chapter for Durham Recreation and Park District has been updated and included as Section 3.1 of this document.

1.4 SPHERE OF INFLUENCE UPDATE PROCESS

Butte LAFCO is now in the process of updating the current SOIs for each of the seven recreation service providers in Butte County.¹ This document addresses the SOI update for Durham Recreation and Park District (DRPD). DRPD contains approximately 182 square miles and includes the unincorporated communities of Durham, Nelson, and Dayton. Separate SOI updates for the remaining six recreation service providers have been developed under separate cover.

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

¹ The seven park and recreation service providers within Butte County whose SOIs are being updated include the following special districts/county service areas: (1) Chico Area Recreation and Park District, (2) Durham Recreation and Park District, (3) Feather River Recreation and Park District, (4) Paradise Recreation and Park District, (5) Richvale Recreation and Park District, (6) County Service Area No. 31 – Schohr's Pool, and (7) County Service Area No. 34 – Gridley Swimming Pool.

consider and prepare written statements addressing four factors enumerated under California Government Code Section 56425(e). These factors are identified below.

- The present and planned land uses in the area, including agricultural and open-space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

In addition, when reviewing a sphere for an existing special district, the Commission must also do the following:

- Require the existing district to file a written statement with the Commission specifying the functions or classes of services it provides.
- Establish the nature, location, and extent of any functions or classes of services provided by the existing district.

1.5 CALIFORNIA ENVIRONMENTAL QUALITY ACT

Sphere of Influence Studies are subject to Environmental Review under the California Environmental Quality Act (CEQA) and a CEQA Exemption has been prepared for the DRPD SOI Plan and included as Appendix A. As indicated earlier, an SOI is a long-range planning tool that analyzes the physical boundary of a local agency or jurisdiction, and the present and probable need for services within that area. As such, it does not give property inside the sphere boundary any more development rights than already exist. Ultimately, an SOI study assists LAFCO in making decisions about a jurisdiction's future boundary. The sphere indicates the logical area in which the District anticipates services will be utilized.

2.0 DISTRICT PROFILE

2.1 DESCRIPTION AND EXISTING SETTING

Durham Recreation and Park District (DRPD or District) is located along the western border of Butte County extending east beyond State Highway 149. The District is bordered by the City of Chico on the north, Feather River Recreation and Park District on the east, the Richvale area on the south, and Glenn County on the west (Figure 2-1). The Southern Pacific railway runs north-south through the center of the District. The DRPD has an area of approximately 182 square miles (116,645 acres) and includes the unincorporated communities of Durham, Nelson, and Dayton, as well as surrounding unincorporated rural areas. It currently maintains 34 acres of developed parkland and provides a variety of recreational programming and related services, including a swim center, various parks, and a memorial hall. The District serves an estimated population of 6,354.²

2.2 SPHERE OF INFLUENCE

The DRPD was organized in 1947 to maintain the Durham Community Park. The original, and only, SOI study prepared for Butte County special districts was completed in 1985.³ The maps do not provide ideal detail, but the District boundaries appear to be unchanged from the 1980s. Furthermore, there appear to have been no amendments to the District's boundaries in the interim.

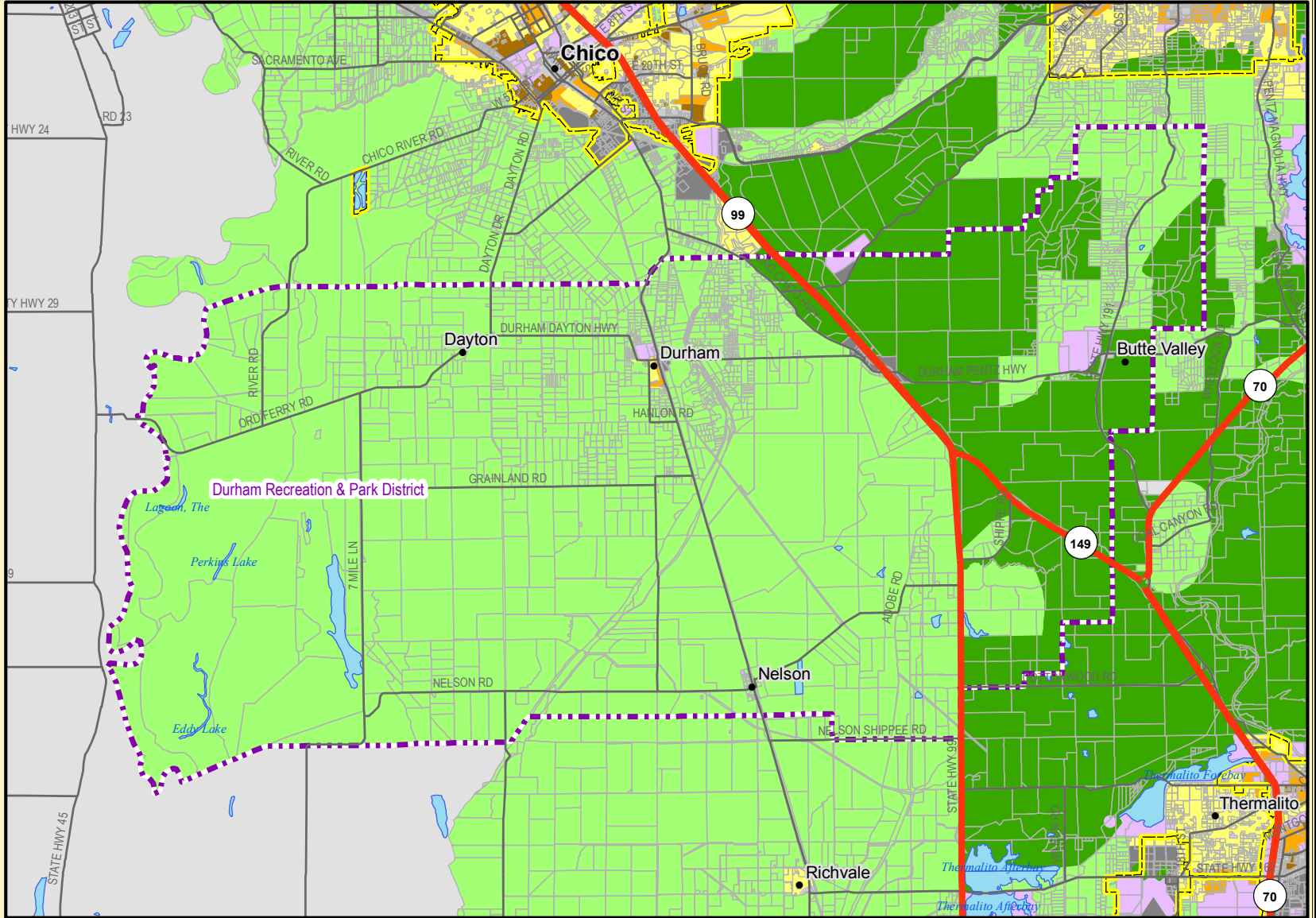
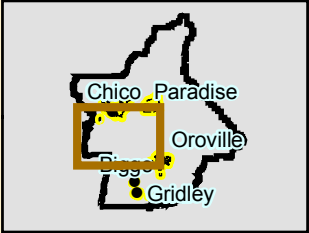
The DRPD's SOI is coterminous with its District boundaries and there is no planned expansion of the District. The SOI, and District boundary, is also contiguous with the Durham Unified School District, with whom the DRPD coordinates extensively. The western SOI extends to the Butte County line, which is concurrent with the Sacramento River.

2.3 POPULATION

Typically, population projections from MSRs are used to develop SOI updates. Since the preparation of the 2005 MSR, California's growth continued to increase dramatically for a time. However, in recent years a nationwide economic downturn resulted in a slowing of development

² Population estimate is based on a weighted calculation of the 2007 population estimates prepared by the U.S. Census.

³ Chico Area Sphere of Influence Study – Butte County Local Agency Commission. March 1985



Legend

- Recreation & Park District
- Highways
- Secondary Roads
- Waterbodies
- City Limits
- Parcel Boundaries
- Agricultural
- Grazing Land
- High Density Residential (20 du/acre)
- Industrial
- Low Density Residential (6 du/acre)
- Medium Density Residential (13 du/acre)
- Public

**Durham Recreation and Park District
Current SOI and Jurisdictional Boundaries
BUTTE LOCAL AGENCY FORMATION COMMISSION**

0 1 2 4
Miles

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Source: Butte LAFCO
Note: Only parcels 1 acre or larger are shown

Service area boundaries and sphere of influence boundaries are based on best available data, are provided for general representational purpose only, and should not be considered final LAFCO approved boundaries

and growth in California. Butte County has experienced the effects of the slowing economy and, as a result, the Butte County Association of Governments (BCAG) has since revised its population growth rate estimates, which were used in the 2005 MSR, to better reflect the current growth rate in Butte County. For this reason, population projections were re-estimated for this SOI, using the BCAG’s revised growth rates for the years 2006–2030, and were also amended in the MSR (Section 3.1).

2.3.1 METHODOLOGY

The population estimates for DRPD provided in the 2005 MSR included three methodologies for projecting future population between 2000 and 2025. One scenario used the annual growth rate of Butte County (without the Chico Area) between 1990 to 2000, applied to the 2000 U.S. Census population figures for the District. The second scenario assumed Butte County population growth rate (without Chico) according to Butte County Association of Governments. The third scenario, and the one identified as the most accurate for DRPD, assumed a static share of estimated Butte County population growth during the 20-year planning period. The MSR population estimates and projections using the preferred methodology are shown in Table 2-2.

The methodology used to calculate the growth rates and population projections in this document is based on the most current BCAG annual growth rates (Table 2-1) and a weighted calculation of the estimated 2007 U.S. Census Bureau population data. This approach was used in order to maintain consistency with the 2005 MSR methodology, as well with as other planning documents within the County that guide future growth and development. From a starting point of the year 2007 (U.S. Census estimated populations for the County), the population projections were recalculated using the BCAG’s most recent growth rates. Because the District does not contain any incorporated cities, the population projections are based on an assumed annual growth rate of 1.1 percent.

TABLE 2-1: BCAG ESTIMATED ANNUAL GROWTH RATES 2006–2030

BUTTE COUNTY JURISDICTION	AVERAGE ANNUAL GROWTH RATE*
Unincorporated	1.1%

Source: Butte Regional Growth Projections 2006–2030, Butte County Association of Governments

2.3.2 POPULATION PROJECTIONS

Updated population projections are provided in Table 2-2, below. The 2005 MSR identified one of the three methods used in that document as being the most accurate projection: the third scenario that assumed a static share of estimated Butte County population growth. Table 2-2 compares the 2005 MSR population projections with the more recent projections prepared for this SOI Plan and as described in the Methodology section above. The revised population projections are slightly higher than those projected in the MSR, varying by 170 residents by the year 2025.

TABLE 2-2: POPULATION PROJECTIONS FOR DURHAM RECREATION AND PARK DISTRICT

POPULATION GROWTH ESTIMATE	2000 (CENSUS)	2005	2007	2010	2015	2020	2025	2030
Updated Projections ⁴	–	–	6,354	6,566	6,935	7,325	7,737	8,172
2005 MSR Projection ⁵	4,987	5,270	–	5,769	6,315	6,912	7,567	–
Difference	–	–	–	797	620	413	170	–

⁴ Estimate based on growth rates from Butte County Association of Governments, Butte Regional Population Growth Projections 2006–2030; and U.S. Census population estimate for 2007.

⁵ The 2005 MSR Projection scenario utilizing a static share of County growth rates was identified in the MSR as being the most accurate for DRPD.

3.0 UPDATE TO THE 2005 MUNICIPAL SERVICE REVIEW OF RECREATION AND PARK SERVICE PROVIDERS

The Municipal Service Review prepared by Cotton/Bridges/Associates and adopted by Butte LAFCO in 2005 provides the background and general analysis upon which this SOI Plan is based. Because a number of years have passed since the MSR was prepared, some of the information has become outdated. As part of the SOI study process, the MSR chapter for Durham Recreation and Park District (DRPD) has been updated as follows in Section 3.1 to ensure that the Commission has the most current information for considerations regarding the appropriate SOI for the District.

During an SOI Update Studies Meeting held on August 19, 2008, the DRPD Manager and Assistant Manager identified details of the MSR with which they disagreed or felt to be inaccurate. In respect to the adequacy of services, the District staff disagreed with the MSR's assessment that Dayton and the Butte College area were underserved areas. In addition, they felt that the current District boundaries were adequate, despite the MSR's recommendation that the District contract its boundaries in outlying agricultural areas. Both of these topics are discussed in more detail in Section 4.0, Sphere of Influence Analysis. The District representatives also felt that the population size was underestimated in the MSR and should have been cited as closer to 6,000. Changes and additional needs of DRPD not originally identified in the 2005 MSR are also discussed in Section 4.0.

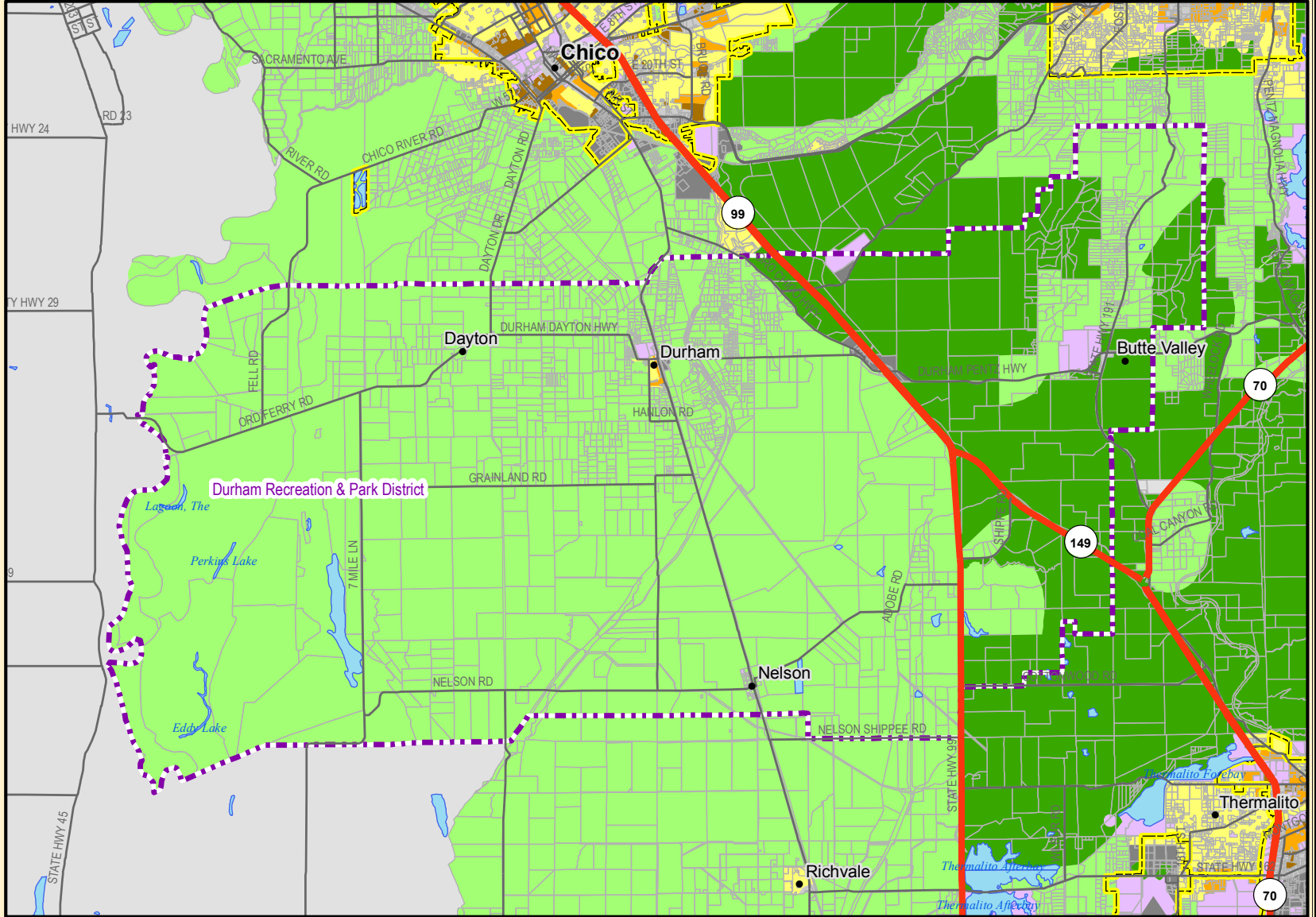
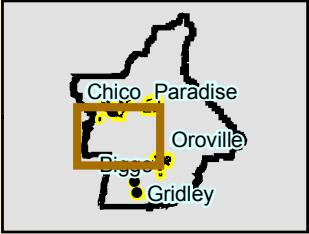
3.1 MUNICIPAL SERVICE REVIEW UPDATE: DURHAM RECREATION AND PARK DISTRICT

3.1.1 DISTRICT CHARACTERISTICS

Encompassing approximately 182 square miles, the Durham Recreation and Park District (DRPD/the District) is bordered by Chico on the north, Feather River Recreation and Park District on the east, the Richvale area on the south, and Glenn County on the west (Figure 3-1). The District includes the unincorporated communities of Durham, Nelson, and Dayton, as well as surrounding unincorporated rural areas.

The District was organized in 1947 to maintain the Durham Community Park. This 24-acre park was established when land was set aside for a community park in 1918, and since that time the park has served as the community's central meeting place. Since its formation, the District has expanded along with the community to include the Dwight Brinson Swim Center, Louis Edwards Park, Ravekes Park, Midway Park, Nelson Park, and the Durham Memorial Hall.

DISTRICT SIZE:	116,645 acres (182 square miles)
LOCATION:	West-central portion of Butte County, surrounding the unincorporated communities of Durham, Nelson, and Dayton.
OFFICE LOCATION:	9447 Midway, Durham, CA 95938
EMPLOYEES:	12 full-time and numerous seasonal, part-time
SERVICES:	District maintains 34 acres of developed parkland and provides a variety of recreational programming and related services.
POPULATION SERVED:	6,354 as of 2007
DATE OF FORMATION:	1947
ENABLING LEGISLATION:	Public Resources Code Section 5780 <i>et seq.</i>



Legend

- Durham Recreation & Park District
- Highways
- Secondary Roads
- Waterbodies
- City Limits
- Parcel Boundaries
- Agricultural
- Grazing Land
- High Density Residential (20 du/acre)
- Industrial
- Low Density Residential (6 du/acre)
- Medium Density Residential (13 du/acre)
- Public

**Corrected Boundary for Durham
Recreation and Park District
BUTTE LOCAL AGENCY FORMATION COMMISSION**

0 1.5 3 6
Miles

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Source: Butte LAFCO
Note: Only parcels 1 acre or larger are shown

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Table 3-1 summarizes facilities owned and maintained by the Durham Recreation and Park District. The District currently owns 34 acres of parkland at its six parks. The District’s park facilities currently include one community park, four neighborhood parks, and one mini-park. The District also cooperatively works with the Durham Unified School District to utilize another 25 acres for baseball, court sports, soccer, and other active recreational uses.

DRPD residents also benefit from other park and recreational opportunities within the District. Lands within the western portion of the District, contiguous with the Sacramento River, consist of wetlands, marsh, valley oaks, and some agriculture. The Llano Seco Wildlife Refuge, comprising 16,469 acres, offers sightseeing opportunities. The eastern portion of the District, characterized by small buttes and rolling foothills, provides unique archaeological resources, watersheds, special plant and animal species, and panoramic vistas. A 900-acre wildlife refuge can also be found at Butte College.

TABLE 3-1: DURHAM RECREATION AND PARK DISTRICT FACILITIES

PARK NAME	TYPE	ACRES	FEATURES
Durham Community Park	Community Park	24.0	Picnic and barbeque area, playgrounds, two basketball courts, horse arena, recreational building (Scout Hut)
Ravekes Park	Mini-park	0.5	Playground, three tennis courts, picnic area
Louis Edwards Park	Neighborhood Park	3.9	Picnic areas, barbeque, two horseshoe pits,
Nelson Park	Neighborhood Park	2.0	Ballfield, playground
Midway Park	Neighborhood Park	3.9	Two ball fields owned by Durham School District developed by the District
Dwight Brinson Swim Center	Aquatic Facility	n/a	Competitive length swimming pool and diving well, wading pool, bleacher seating, picnic areas
Total		34.3	

3.1.2 REVIEW AND ANALYSIS OF SERVICE

A. INFRASTRUCTURE NEEDS AND DEFICIENCIES

This section analyzes the infrastructure needs and deficiencies of the Durham Recreation and Park District. Information is derived from extensive research conducted to support this report, including the most recent District Master Plan, Capital Improvement Plan, a survey questionnaire distributed for the Municipal Service Review, and interviews with key District personnel. The

section details infrastructure needs and deficiencies with respect to park acreage, facilities, programs, and operational capacity.

ISSUE #1: POPULATION GROWTH

The District served 6,354 residents in 2007. Butte County has established a planning area for the unincorporated lands of Durham, Dayton, and Nelson. The General Plan and Zoning Ordinance support the continuation of a rural setting, exemplified by low-density residential uses. Higher-density residential land uses are established for the urbanized areas of Durham. Outside Durham, however, the County has established agricultural zones in concentric circles with 5-acre, 10-acre, 20-acre, and 40-acre minimum lot sizes. The General Plan Land Use designations and zoning would allow up to 3,000 new households.

Because of the General Plan land use classifications and zoning, modest population growth is anticipated for the Durham-Dayton-Nelson Planning Area. Assuming that the District will account for the same proportion of overall County population in the future, and assuming the Butte County Association of Governments’ latest population estimates, the population within District boundaries would be 6,566 in 2010, 7,325 in 2020, and 8,172 in 2030. These figures represent a high percentage growth, but relatively small in numeric growth.

**TABLE 3-2: POPULATION PROJECTIONS, 2005–2025
DURHAM RECREATION AND PARK DISTRICT**

FUTURE POPULATION SCENARIO	2005	2010	2015	2020	2025
Assuming Butte County population growth rate (w/o Chico) according to Butte County Association of Governments	–	6,566	6,935	7,325	7,737

Source: Butte County Association of Governments, 2006–2030; 2007 estimated U.S. Census. Analysis by Kleinschmidt Associates, 2009.

DETERMINATION 3-1: GROWTH AND POPULATION FOR THE AFFECTED AREA	
	<i>The population in the District is expected to grow at a rate of 1.1 percent.</i>

ISSUE #2: PARKLAND NEEDS

Most recreation and park service providers use future population estimates or projections to guide future investments in parkland and recreation services. The National Park and Recreation Association suggests that communities have 6 to 10 acres of developed parkland per 1,000 people to meet the needs for active recreation. This standard could be met by the local recreational service provider, national and state park areas, and various local agencies such as schools, churches, and nonprofit organizations. The Butte County General Plan encourages the special districts in the County to establish their park and recreation facility standards, using the national standards as a general guide.

Park Needs

The District has established its own parkland standards based partly on NPRA standards and specifically tailored to local demographics and preferences, all on a per-thousand-population basis: 1.9 acres for neighborhood parks, 6.5 acres for community parks, 3 acres for linear parks, and 2.2 miles for trailways. Shown in Table 3-3, the District provides 34.3 acres of parkland and 1.0 mile of trailways. This does not include regional, State, or federal parks, preserves, or facilities provided by the School District. According to District parkland standards and population estimates used in this MSR, DRPD has a current deficit of 38.2 acres of parkland and will need to provide an additional 59 acres to accommodate new population growth by 2030.

TABLE 3-3: DRPD PARK STANDARDS AND PARKLAND NEEDS

PARK FACILITIES	STANDARD PER 1,000 RESIDENTS	EXISTING ACRES AS OF 2007	CURRENT PARK ACRES/ 1,000 RESIDENTS*	CURRENT DEFICIT	2030 DISTRICT ACQUISITION NEED	2030 TOTAL PARK ACRES
Neighborhood	1.9 acres	10.3	1.6	1.8	5.2	15.5
Community	6.5 acres	24	3.8	17.3	29.1	53.1
Linear/Greenways	3 acres	0	0	19.1	24.5	24.5
Total**	11.4 acres	34.3	5.4	38.2	58.8	93.1

Source: DRPD, Park and Recreation Master Plan, 1992.

Notes: *Based on 2007 estimated U.S. Census population for the District.

**Does not include trailway figures, which are represented in miles. Figures also do not represent regional, state, federal parks, ecological/wildlife preserves, or parks provided by school districts.

In 1992, the District conducted a recreational needs analysis to determine the land acquisition and park facility needs and preferences, and has identified acquisition opportunities that can

leverage participation of other public organizations, provide recreational opportunities in an underserved portion of the District, or meet other criteria important to the community. High priority land acquisition for future park development includes the following:

- Rancho Esquon Community Park, 25 acres
- Dayton Neighborhood Park, 1 acre
- Clark Road Neighborhood Park, 2 acres
- Butte Creek Linear Park, 14 acres
- Trailway system, 20 miles
- Nelson Neighborhood Park upgrade

Park Accessibility

DRPD has not adopted formal standards for the appropriate service radius of a park. An accessibility standard is important given the larger size of the District and the dispersed location of population centers. The Master Plan recognizes that certain communities in the Durham area are currently underserved. Currently, only 35 percent of residential properties are located within ½ mile of a District park and 55 percent of residential properties are located a mile from a District park (Table 3-4). Underserved areas include Dayton and areas north of Durham-Pentz road in the extreme eastern portion of the District’s service area.

TABLE 3-4 DISTANCE TO FACILITIES	
DISTANCE	PERCENTAGE OF RESIDENTIAL PROPERTIES
½ Mile	35
1 Mile	55
2 Miles	72
5 Miles	88
10 Miles	100

Source: 2005 MSR, Cotton/Bridges/Associates.

The District identifies the need for neighborhood park facilities in the Dayton and other undeserved areas of the District, as well as conversion of portions of the Butte Creek corridor, currently informally used for recreation, to a linear park. The District Master Plan recommends developing an extensive bicycle/pedestrian/equestrian system connecting Durham, Dayton, and other areas, taking advantage of informally used corridors.

ISSUE #3: RECREATION FACILITY NEEDS

The District’s Master Plan identifies recreational facility needs using national recreation standards as guidance, adjusted to meet local needs and preferences, as well as regional trends. Currently, the District maintains a joint-use agreement with the Durham Unified School District

to use indoor facilities. The District has identified the need for an indoor multi-use building (a.k.a., gymnasium) as well as baseball, softball, and soccer facilities.

National Park and Recreation Association guidelines also provide a baseline for planning for recreational facilities, which the District uses to plan future needs. Though Durham’s population is smaller than the denominator of many NPRA facility standards shown in Table 3-5, most standards are still met.

TABLE 3-5: FUTURE RECREATION FACILITY NEEDS

FACILITY	GUIDELINE FACILITIES/RESIDENTS	MEET STANDARD?
Basketball Court (indoor)	1/10,000	Yes. Provided through joint-use with Durham Unified School District
Ball Wall/Hand Ball	1/15,000	No
Tennis Court	1/2,000	Yes
Volleyball Court	1/10,000	Yes
Baseball Fields (total)	1/10,000	Yes
Baseball Fields (lighted)	1/20,000	Yes
Multi-use Field	1/10,000	Yes
Soccer Field	1/10,000	Yes. Provided by Durham Unified School District.
Community Center	1/15,000	Yes (Durham Memorial Hall).
Trail System	1 system/region	Yes. Provided in Chico and elsewhere in the region.
Playgrounds	1/3,000	Yes
Swimming Pools	1/20,000	Yes
Group Picnic Area	1/10,000	Yes
Gymnasium	1/20,000	Yes. Provided through joint-use with Durham Unified School District.

ISSUE #4: OPERATIONAL NEEDS

Extensive renovation of parking, handicapped access, and circulation systems at Louis Edwards Park, Dwight Brinson Swim Center, and Ravekes Park has resulted in excellent condition at the District’s major focus of parks. All parks are on septic systems and are regularly maintained and inspected by District staff. Since a new administrative center was completed in 1991, no specific equipment or office improvement needs have been identified through the master planning

process or through District responses to the survey. Staff indicates that maintenance staff is provided with proper equipment to facilitate efficient upkeep of District facilities.

DETERMINATION 3-2: PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES	
	<i>Durham Recreation and Park District uses appropriate methods to identify the need for parkland, recreational facilities, and recreational programming to meet the needs of the community. As noted in the Master Plan, the District needs to provide additional parks and recreation facilities in identified underserved areas. The District believes it provides adequate services to meet current needs; however, parkland provision is currently below District-adopted standards.</i>

B. FINANCING, RATE RESTRUCTURING, CONSTRAINTS AND OPPORTUNITIES

District finances and financial practices were reviewed as part of this service review. Sources of information include the District’s annual budget and survey responses.

ISSUE #1: DISTRICT FINANCING

The District operates on a 12-month fiscal year that begins July 1 and ends June 30. The District submits to the County Auditor a budget of estimated revenues and expenses approved by the Board of Directors each year prior to June 30 that address the forthcoming fiscal year. The final budget is legally enacted by the Board of Directors prior to August 10 after any changes, if necessary, are made.

Revenues and Expenses

District revenues in 2006/07 totaled approximately \$700,000. District revenues are largely comprised of property taxes (42 percent), fees and charges for services (36 percent), and grants. The District’s expenditures are approximately \$720,000, with capital improvements projects occurring in association with available grants. Grant funding is not listed individually on Table 3-6. With recent large expenditures involving fixed assets, salaries have accounted for 56 percent of spending and supplies have accounted for 21 percent. Excluding fixed asset spending, District expenditures are comprised of salaries/benefits (73 percent) and services/supplies (27 percent).

District Assets, Liabilities, and Reserves

The District does not have any long-term debt, such as bond repayment obligations. The District funds capital improvement projects through various mechanisms, depending on the type, location, and timing of the project relative to funding cycles. A combination of general fund monies, reserve funding, grants, donations, and partnerships is used. District reserves are approximately 19 percent of general funds. Information provided by the District was unclear as to whether the District has adopted a policy governing reserves. As of the end of FY 2006/07, the District had \$843,457 in general reserves.

TABLE 3-6: SUMMARY OF REVENUES AND EXPENDITURES

REVENUES	APPROVED 2006–2007
Property Taxes	\$300,755
Fees, Charges, Rental Income	\$256,521
Impact Fees	\$43,812
CSA Special District Revenue	\$79,706
Proposition 12 Bond Money	\$0
Interest Earned on Reserves	\$7,111
Homeowners' property tax relief	\$5,375
All Other	\$16,242
Subtotal	\$709,522
Expenditures	
Salaries and Benefits	\$401,448
Services, Supplies, Contributions	\$148,444
Debt Service	\$0
Fixed assets	\$169,503
Appropriations for Contingencies	\$0
Subtotal	\$719,395
Net Income	–\$9,873
Fund equity at beginning of year	\$860,216
End of Year Fund Balance	\$850,343

Capital Improvements

Capital improvements are typically financed with state grants and District reserves on a pay-as-you-go basis. However, since the state ERAF shifts have reduced revenue to the District, capital improvements are often postponed until sufficient funds are accumulated. The District does not

have a formal capital improvement program, although projects are periodically undertaken on an as-needed basis.

ISSUE #2: RATE RESTRUCTURING

Since Proposition 13 in 1978, California jurisdictions have increasingly relied on alternative revenue sources (such as user fees and developer impact fees) to finance existing services as well as the construction of new facilities. Given the District's reliance on property taxes and the inflexibility of this source, rate structuring options are worth exploring.

Development Impact Fee

The District notes that parkland standards are used to guide mitigation for residential development to address new demand for parkland. In 2007, the County approved an increase in park development impact fees to \$2.35 per square foot per single family residences and additions, and \$3.95 for multi-family residences. The development impact fees are used to pay for parkland acquisition and development of parkland and recreational facilities.

Service Charges and Fees

Service charges are assessed for organized recreational programs and facility rental. Program fees are between \$20 and \$55 per session. Pool rental is \$100 for three hours. Ballfields are rented for \$35 and \$50. Within-District and out-of-District fees apply to rental of areas of Community Park. District groups can rent covered areas for \$75. Meeting rooms are rented for \$40 per hour, and the Memorial Hall costs between \$40 and \$85 per hour, depending on the day of the week and type of event. The pool gate fee is \$3 for adults and \$2 for children, though multiple use passes at less cost are available. The District recovers the cost of providing services through the fees charged for programs.

ISSUE #3: FINANCIAL CONSTRAINTS/OPPORTUNITIES

The state budget situation is having a range of impact on local governments and special districts. Cuts in funding intended to benefit the state budget may affect operational funding used to develop new recreational programming, as well as funding for maintenance of existing facilities. The District was forced to delay work on a new gymnasium when Proposition 40 grant funding was not available.

DETERMINATION 3-3: FINANCIAL ABILITY OF AGENCY TO PROVIDE SERVICES	
	<i>The District appears to have adequate methods in place for financing development of new parks, and has recently amended the development impact fee. The District should explore methods for achieving long-term funding for the maintenance and operation of newly established park and recreational facilities.</i>

C. MANAGEMENT EFFICIENCIES/COST AVOIDANCE, AND FACILITY SHARING OPPORTUNITIES

Durham Recreation and Park District was incorporated as an independent special district in 1947 under Article 4, Chapter 3, Division 5 of the California Public Resources Code.

ISSUE #1: DISTRICT MANAGEMENT

District Organization

A District Manager is hired to manage District operations, including organization and supervision of programming, maintenance, and improvement of park and recreation facilities. The Manager oversees eleven employees. Staff includes a Recreation Supervisor, a Recreation Coordinator, a Recreation Leader, a Recreation Aide, a Pre-School Teacher, Bookkeeper, Receptionist, and three maintenance workers. Numerous seasonal, part-time employees assist with recreational programming.

Staffing Levels and Workload

District staff indicates that maintenance staff is able to work efficiently to maintain over 30 acres of developed parkland, a large aquatics facility, and an assembly hall. All facilities are maintained in excellent condition, according to District staff. Maintenance staff has training in methods for working efficiently and managing time. Part-time seasonal employees assist with recreational programming during the summer and other peak seasons. There are approximately 11.3 acres per maintenance staff member.

Management Practices

The District anticipates needs and provides needed services and facilities using a master planning process, which is used to prioritize capital improvements projects when funds become available. National and regional standards are used in planning for growth. Local and regional trends and preferences are also used, including community survey work, to tailor District facilities and

services to local needs. The last District Master Plan was adopted in June 1992. The Master Plan includes an inventory of existing infrastructure, land, and facilities; identifies current needs, and provides a prioritization of needs between 1992 and 2007.

ISSUE #2: COST AVOIDANCE

Since the District's operations are primarily funded by property taxes, the District's revenue cannot increase more than two percent annually. Therefore, the District implements a variety of financial practices, administrative processes, and joint-use facilities to maximize the efficiency of services provided to residents. The District also voluntarily analyzes its practices to creatively identify opportunities for cost savings, such as a recent analysis of energy costs, which resulted in a variety of measures to reduce the energy costs of operating the swimming pool in the winter and purchasing a battery-operated vehicle to save on energy costs.

Financial and Insurance Practices

The District uses a bidding process for its equipment to ensure reasonable costs. The District requires that the best available price on all purchases be obtained. Three quotes are required for any purchase over \$500. All purchases over \$25,000 require a formal bidding process. With respect to insurance, the District uses the California Association for Park and Recreation Insurance (CAPRI), a pooled insurance provider for general liability, automobile liability, and property insurance, and the Park and Recreation District Employee Compensation group for worker's compensation insurance. Pooled insurance providers involve substantially lower expenditures compared to individual private insurance providers.

ISSUE #3: COOPERATIVE AGREEMENTS

Joint-Use Agreements and Facility Sharing

The District has a joint-use agreement with the Durham Unified School District for first priority use of two gymnasiums, two multi-purpose rooms, and classrooms. Also available at the school are two outdoor ballfields with space for baseball, softball, football, and soccer. The District has an agreement with Butte County to provide the Durham Veteran's Memorial Hall to veteran organizations. The District also cooperates with three other park and recreation districts to

provide facilities on an emergency basis as well as sharing equipment of mutual benefit, when necessary.

Inter-Agency Cooperation

The District’s basketball program is operated in cooperation with Feather River Recreation and Park District. Chico Area Recreation and Park District, Paradise Recreation and Park District, and Feather River Recreation and Park District work cooperatively to provide bus service.

District managers also meet quarterly to discuss opportunities for cooperation. The District has coordinated with the local swim team, Sheriff’s Department, Butte County Veteran’s Council, American Legion, Veterans of Foreign Wars, Boy and Girl Scouts, Durham Rotary, Durham May Parade and Picnic, and CALFIRE.

DETERMINATION 3-4: MANAGEMENT EFFICIENCIES/COST AVOIDANCE, AND FACILITY SHARING OPPORTUNITIES	
	<i>The District has an adequate management structure and staffing and adequate cost minimization strategies to provide parks and recreational services to the community at a reasonable cost. There are no known substantial opportunities for cost reduction that have not been employed, although the District should continue to explore opportunities for facility sharing, which could be an additional source of some cost savings.</i>

D. LOCAL ACCOUNTABILITY

The District is governed by a five-member Board of Directors elected by the community. The Board of Directors must approve all issues of District policy, including any contracts or leases entered into by the District.

District Meetings

The Board of Directors meets on the second Thursday of each month, and agendas are posted at the District business office on the exterior message board at least 24 hours in advance of the scheduled meeting. Each meeting has a public comment period, and all members of the public are welcome at all meetings.

District Operations

Staff is available by phone during normal business hours, Monday through Friday. The District recently extended its hours from 8:00 a.m. until 6:00 p.m. (previously was 5:00 p.m.). Contact information is available on the District’s web site and in the Butte County Yellow Pages.

Annual budget and audit reports are made available to the public. Elected and appointed District officials are identified at the District’s public hearings and in District promotional material, such as informational flyers, the web site, and programming guides.

District Advertising

The District prepares an activities guide three times per year. The District web site also provides contact information, and information on seasonal programming and events (www.durhamrec.com).

Customer Accountability

The District has a customer-oriented service philosophy and, according to staff, endeavors to exceed customer service expectations. The District conducts community surveys to solicit input on its level of service and parks and recreation needs of the community. The District also compares its services and facilities to accepted national parks and recreation standards to measure success of facilities and service provision. The District also conducts program evaluations, surveying those involved in District programming to gauge the relative success of the program’s implementation.

DETERMINATION 3-5: LOCAL ACCOUNTABILITY	
	<i>The District provides the public with adequate information and opportunity for input and involvement in District activities.</i>

E. GOVERNMENT STRUCTURE

Government structure analysis addresses the suitability of current physical boundaries of the District, potential changes to the location, extent, and political appropriateness of District boundaries. This includes an analysis of the logic of the existing and planned District boundaries, and thus opportunities to provide service in a more efficient or cost-effective manner.

The District's boundaries and Sphere of Influence (SOI) are coterminous, and there is no planned expansion of the District. The District includes the unincorporated communities of Durham, Nelson, and Dayton, and surrounding unincorporated rural areas of west-central Butte County. The District coordinates extensively with the Durham Unified School District, with which the District's boundaries are contiguous. No expansions or detachments are anticipated in the foreseeable future.

DETERMINATION 3-6: GOVERNMENT STRUCTURE	
	<i>The District's boundaries appear to be appropriate for the services provided.</i>

**F. SUMMARY OF DETERMINATIONS FOR THE DURHAM RECREATION AND PARK DISTRICT
MSR UPDATE**

DETERMINATION 3-1: GROWTH AND POPULATION FOR THE AFFECTED AREA	
	<i>The population within the District is expected to grow at a rate of 1.1 percent.</i>
DETERMINATION 3-2: PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES	
	<i>Durham Recreation and Park District uses appropriate methods to identify the need for parkland, recreational facilities, and recreational programming to meet the needs of the community. As noted in the Master Plan, the District needs to provide additional parks and recreation facilities in identified underserved areas. The District believes it provides adequate services to meet current needs; however, parkland provision is currently below District-adopted standards.</i>
DETERMINATION 3-3: FINANCIAL ABILITY OF AGENCY TO PROVIDE SERVICES	
	<i>The District appears to have adequate methods in place for financing development of new parks, and has recently amended the development impact fee. The District should explore methods for achieving long-term funding for the maintenance and operation of newly established park and recreational facilities.</i>
DETERMINATION 3-4: MANAGEMENT EFFICIENCIES/COST AVOIDANCE, AND FACILITY SHARING OPPORTUNITIES	
	<i>The District has an adequate management structure and staffing and adequate cost minimization strategies to provide parks and recreational services to the community at a reasonable cost. There are no known substantial opportunities for cost reduction that have not been employed, although the District should continue to explore opportunities for facility sharing, which could be an additional source of some cost savings.</i>
DETERMINATION 3-5: LOCAL ACCOUNTABILITY	
	<i>The District provides the public with adequate information and opportunity for input and involvement in District activities.</i>
DETERMINATION 3-6: GOVERNMENT STRUCTURE	
	<i>The District's boundaries appear to be appropriate for the services provided.</i>

4.0 SPHERE OF INFLUENCE ANALYSIS

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

4.1 PRESENT AND PLANNED LAND USE

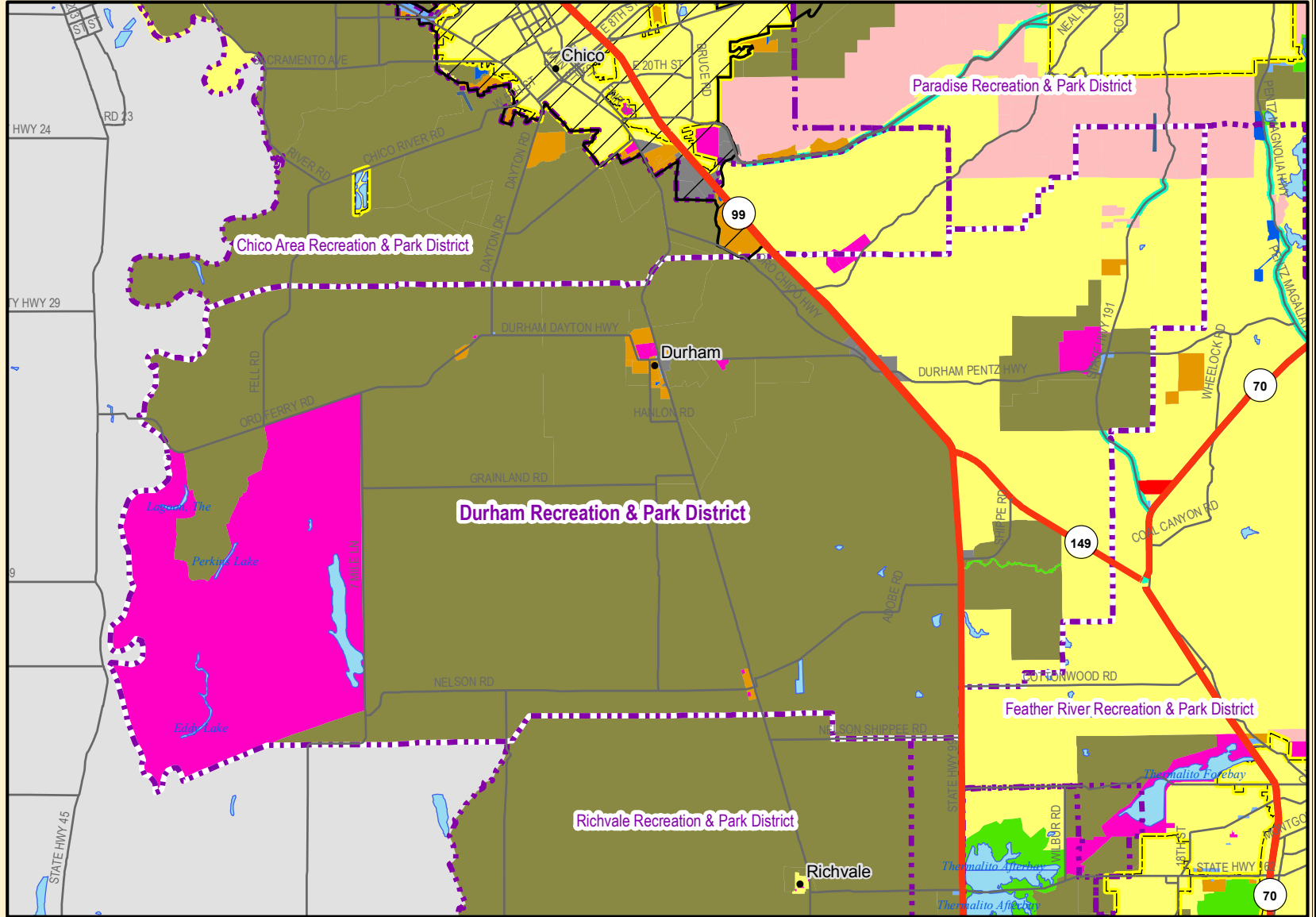
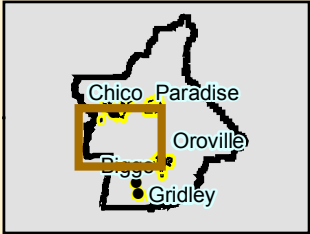
In order to achieve an accurate overview of the growth and development potential within a District, a number of factors need to be considered. The following factors, when considered together, reflect the existing development within the Durham Recreation and Park District as well as provide a picture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

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

State law requires every city and county in California to adopt and maintain a comprehensive and long-term General Plan that is to serve as a “blueprint” for land use and development. The entirety of the District consists of unincorporated lands within the County of Butte. However, development within the District is concentrated in several unincorporated communities: Durham, Nelson, and Dayton. Development within the District is guided by the Butte County General Plan, which establishes the growth patterns and guides future development of lands within the unincorporated areas. More specifically, the County’s Zoning Code provides regulatory oversight and establishes future land uses.

Land Use Designations

The existing land use within the District is predominantly agricultural, and the County has established agricultural zones in 5-, 10-, 20-, 40-, and 160-acre minimum lot sizes (Figure 4-1). A relatively large area on the southwestern border of DRPD is categorized as Public/Quasi-



Legend

- City Spheres of Influence
- Durham Recreation & Park District
- District
- Highways
- Secondary Roads
- Waterbodies
- City Limits
- Unclassified or Unknown Classification
- Agricultural
- Airport
- Commercial Forestry
- Commercial
- Foothill Recreational
- Industrial
- Residential
- Planned Unit Development
- Public, Quasi-Public
- Resource Conservation
- Scenic Highway
- Sports/Entertainment
- Timber Mountain
- Timber Preserve

**Durham Recreation & Park District
Zoning Designations
BUTTE LOCAL AGENCY FORMATION COMMISSION**

0 1.5 3 6
Miles

Kleinschmidt
Energy & Water Resource Consultants

251 South Auburn St., Suite C
Grass Valley, CA 95943
Telephone: (530) 852-4837
Fax: (530) 852-4837
www.KleinschmidtUSA.com

Source: Butte LAFCO
Note: Only parcels 1 acre or larger are shown

Service area boundaries and sphere of influence boundaries are based on best available data, are provided for general representational purpose only, and should not be considered final LAFCO approved boundaries

Public and contains various public properties: the Llano Seco Wildlife Refuge, owned by U.S. Fish and Wildlife Service as part of the Sacramento National Wildlife Refuge; Del Rio Wildland Preserve, owned by River Partners; and the Oxbow Unit of the Sacramento River Wildlife Area, owned by California Department of Fish and Game. There is also minor coverage of Residential and Public/Quasi-public land uses around the communities of Durham, Dayton, and Nelson.

The County of Butte has established a planning area for the unincorporated lands of Durham, Dayton, and Nelson. As such, growth patterns are established and future development of the area is guided by the Butte County General Plan. More specifically, the County’s Zoning Code provides regulatory oversight and establishes future land uses. Butte County is in the process of updating its 1979 General Plan, and draft elements of the 2030 General Plan are currently available. The Draft 2030 General Plan and Zoning Ordinance generally supports continuation of a rural setting, with the primary land designations being agricultural land and, in the east section of the District, grazing land. Small areas of public, and low- and high-density residential will continue to be supported in the urbanized areas of Durham. The Preferred Land Use Alternative for the General Plan Update would allow up to 3,000 new dwelling units. Land use designation and zoning identified in the current General Plan are identified in Table 4-1, below.

TABLE 4-1: BUTTE COUNTY LAND USE DESIGNATIONS AND ZONING WITHIN DRPD

GENERAL PLAN LAND USE DESIGNATION	ACREAGE	ZONING	ACREAGE
Grazing/Open Land	20,657	Agricultural	77,420
Orchard/Field Crops	88,087	Agricultural Residential	1,200
Agricultural/Residential	6,591	Residential	529
Industrial	315	Industrial	301
Commercial	51	Commercial	50
Low Density Residential	64	Foothill Recreational	1,726
Medium Density Residential	31	Resource Conservation	67
Public/Quasi-Public	574	Public/Quasi-Public	17,098
		Other (including Unclassified)	17,979
Total	116,370	Total	116,370

Source: Butte LAFCO GIS

However, according to Butte County's Draft 2030 General Plan (dated January 2007), the Durham-Dayton-Nelson planning area is designated as an "urban reserve." This is a "holding designation" for open space/agriculture lands that could be considered for development in the future. The General Plan identifies a policy that restricts rural residential development to parcels of three acres or more, until such time it is determined that the area is "needed for development" and adequate services are available. Thus, it is anticipated that land use changes, in the direction of increased development, are likely to occur in the future.

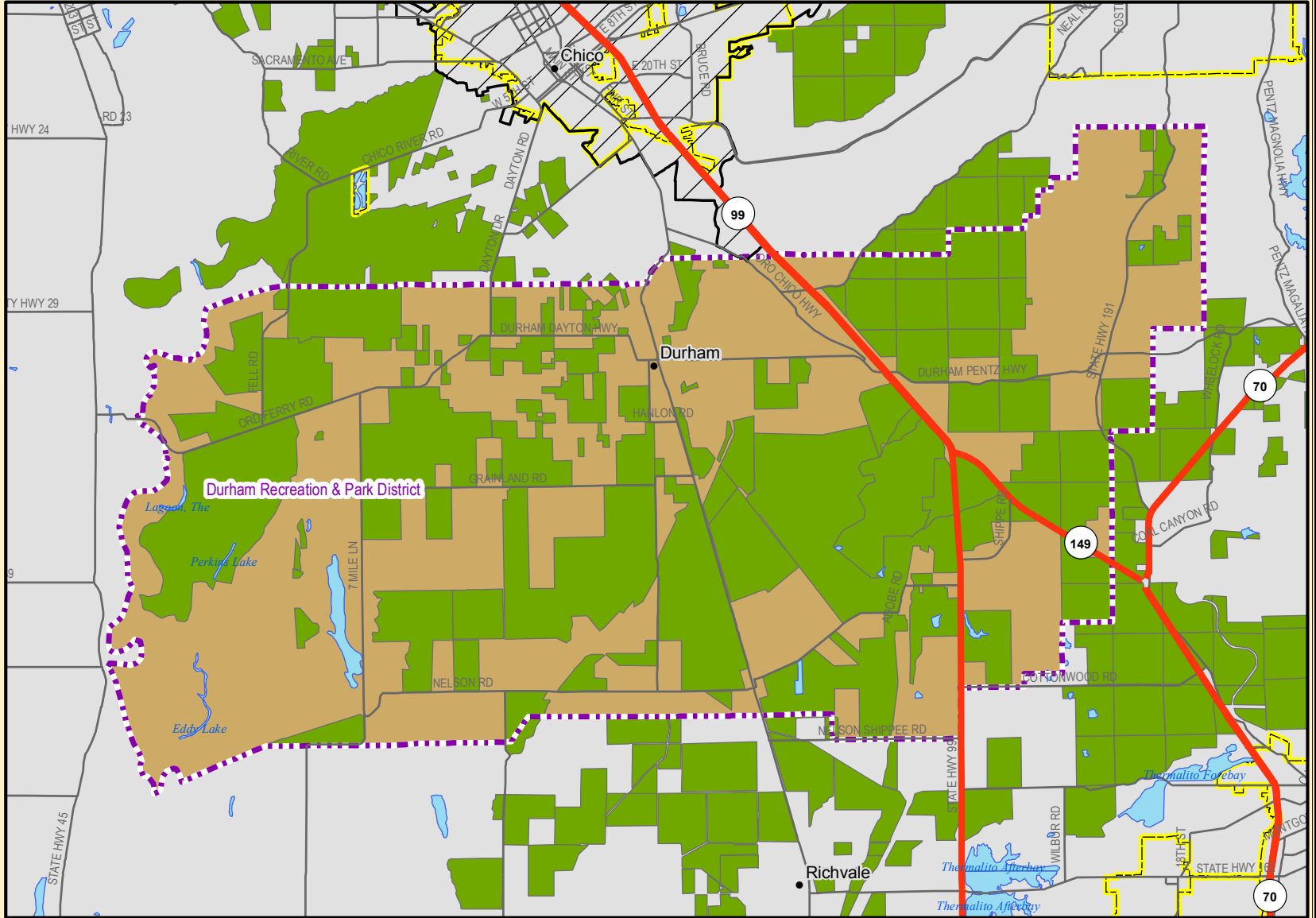
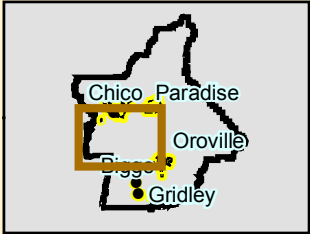
Williamson Act

The Williamson Act, or the California Land Conservation Act of 1965, enables local governments, in this case Butte County, to enter into contracts with private landowners to preserve specific parcels of land for agricultural or related open space use. The District contains 69 parcels, totaling approximately 38,755 acres, that are currently under Williamson Act contract with the County (Figure 3-2). Williamson Act contracts are a type of tax incentive that limits the uses of the lands to agriculture, although single-family residences remain an allowed use. Once the Williamson Act contract has been established, land remains under contract for a minimum of 10 years, and in perpetuity thereafter unless application for cancellation is made and approved by the County Board of Supervisors.

Butte LAFCO Policy 3.1.11 provides guidance relative to the inclusion of lands that are subject to Williamson Act contract in SOIs. The Policy states that LAFCO shall not approve changes to SOIs to include Williamson Act lands if the annexing agency has the ability to provide infrastructure sufficient to promote development of those properties. However, as a recreation and park service provider, the District services do not influence new growth or development.

Improved and Unimproved Parcels

Approximately 576 of the District's 2,713 parcels are unimproved, the vast majority of which are being utilized strictly for agricultural operations. Improved parcels within the District total 2,137 and consist primarily of agricultural and rural residential parcels, for approximately 56 percent of the District's lands. There are approximately 20 acres located within the community of Durham that are designated commercial and/or industrial in the Butte County General Plan.



Legend

- City Spheres of Influence
- Recreation & Park District
- Highways
- Secondary Roads
- Waterbodies
- City Limits
- Williamson Act

**Durham Recreation & Park District
Williamson Act Parcels
BUTTE LOCAL AGENCY FORMATION COMMISSION**

0 1.5 3 6
Miles

Kleinschmidt
Energy & Water Resource Consultants

251 South Auburn St., Suite C
Grass Valley, CA 95943
Telephone: (530) 852-4837
Fax: (530) 852-4837
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Source: Butte LAFCO
Note: Only parcels 1 acre or larger are shown

Service area boundaries and sphere of influence boundaries are based on best available data, are provided for general representational purpose only, and should not be considered final LAFCO approved boundaries

Future development in the District is anticipated to be moderate. According to the MSR, up to 3,000 new dwelling units would be allowed based on the General Plan Land Use designations and zoning. Also, DRPD reports that there is a pending development near Butte College that includes properties in DRPD as well as Paradise Recreation and Park District. According to the District, at the County’s request, DRPD has agreed to take the properties and the development entirely into the District. The details of this arrangement, including joint application by the districts, will need to be approved by LAFCO prior to the exchange occurring.

DETERMINATION 4-1: PRESENT AND PLANNED LAND USE	
	<i>Little change in land uses within the District is anticipated over the next 20 years. However, it should be noted that the Butte County General Plan is currently undergoing a comprehensive update, during which time land use changes for the Durham-Dayton-Nelson planning area could be identified.</i>

4.2 PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES

The DRPD’s population is primarily rural in nature, and the General Plan and Zoning Ordinance states as policy the County’s intentions to encourage and maintain agriculture as the predominant land use of the Durham-Dayton-Nelson planning area. Population projections based on the zoning and land use of the District predict moderate population growth overall, with relatively small changes from year to year. During the interview with District staff, they estimated that the 2005 MSR had underestimated the population of the DRPD. Revised population estimates based on the U.S. Census population estimates for 2007 indicate a District population of approximately 6,354 (Table 2-2), a number much closer to District staff estimates.

Currently, DRPD provides maintenance and operations for several parks—four neighborhood, one community, and one mini-park—as well as an aquatic facility for use by District residents. The District also works cooperatively with the Durham Unified School District to utilize an additional 25 acres for baseball, court sports, soccer, and other active recreational uses. Various programs and facility rentals are provided by the District, including rental of the Memorial Hall and community park, which are also widely used by residents outside of the District. The DRPD estimates 25 percent of facility rentals are by non-DRPD residents. The District maintains a joint-use agreement with the Durham Unified School District to use indoor facilities and

provides various sports programs. Additional sightseeing recreational opportunities within the District are available at the 1,500-acre Llano Seco Wildlife Refuge located along the Sacramento River in the western portion of the District, as well as a 900-acre refuge located at Butte College. Neither of these refuges are operated or maintained by the District.

Parkland

The District has established parkland standards based partly on the National Park and Recreation Association (NPRA) standards, which suggest 6 to 10 acres of developed parkland per 1,000 people in a community. The District has further specified—for each 1,000 residents—1.9 acres of neighborhood parks, 6.5 acres of community parks, 3 acres of linear parks, and 2.2 miles of trailways.

Currently, DRPD provides 34.3 acres of parkland and 1.0 mile of trailways. This does not include regional, state, or federal parks; or preserves and facilities provided by the School District. According to the 2005 MSR, in 2005 there was a deficit of 22.5 acres of parkland, which was predicted to grow to 41 acres by 2025, based on population growth estimates. The shortfall in parkland acreage adjusted to the revised population projections is currently 38.2 acres and will be 58.8 acres by the year 2030. Table 3-2 shows estimated parkland needs projections.

Although DRPD has not adopted a formal standard for the required service radius of a park, 88 percent of the residential properties are within 5 miles of a facility, and 72 percent are within 2 miles. The MSR and the District's Master Plan identified the Dayton and Butte College area in the eastern section of the District as being underserved, due to their distance from District facilities: Dayton is four miles away and the Butte College area is nine miles away. The DRPD does not consider these distances to be problematic but has noted that as development increases in these areas, establishment of a neighborhood park in the future will likely be appropriate.

TABLE 4-2: FUTURE PARKLAND NEEDS BASED ON ESTIMATED POPULATION GROWTH

STANDARDS	NEIGHBORHOOD ⁶	COMMUNITY ⁷	LINEAR/ GREENWAYS ⁸	TOTAL	DEFICIT
<i>Existing Acres</i>	10.3	24.0	0.0	34.3	–
2007	12.1	41.3	19.1	72.5	38.2
2010	12.5	42.7	19.7	74.9	40.6
2015	13.2	45.1	21.0	79.3	45.0
2020	13.9	47.6	22.0	83.5	49.2
2025	14.7	50.3	23.2	88.2	53.9
2030	15.5	53.1	24.5	93.1	58.8

Based on a 1992 recreational needs analysis conducted by the District, there are several acquisition opportunities that can invite participation of other public organizations, provide recreational opportunities in an underserved portion of the District, or meet other criteria, yet to be identified, important to the community. The District identified the following high priority land acquisitions for future park development:

- Rancho Esquon Community Park, 25 acres
- Dayton Neighborhood Park, 1 acre
- Clark Road Neighborhood Park, 2 acres
- Butte Creek Linear Park, 14 acres
- Trailway system, 20 miles
- Nelson Neighborhood Park upgrade

DETERMINATION 4-2: PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES

Currently there is a shortage of parkland resources within the District, which is expected to increase as the population grows. To provide adequate opportunities for the existing population, and to plan for future growth, additional parkland should be acquired. The District has identified several potential properties for park creation that should be purchased.

Presently, staffing for the District appears adequate. However, staff should be added as facilities are developed and parkland is acquired to provide maintenance, regular programming, and recreational services.

Assessments or grants should continue to be sought and obtained to provide adequate funding for the acquisition and development of recreational facilities.

⁶ Based on a DRPD standard of 1.9 acres per 1,000 residents.

⁷ Based on a DRPD standard of 6.5 acres per 1,000 residents.

⁸ Based on a DRPD standard of 3 acres per 1,000 residents.

4.3 PRESENT CAPACITY OF FACILITIES

The District's Master Plan uses the national recreation standards as guidance in determining the facilities necessary to service the community. Although the District's population is small, it meets many of the NPRA facility standards for larger populations, including basketball, handball, tennis, and volleyball courts; baseball, soccer, and multi-use fields; playgrounds, swimming pools, picnic areas, trail system, and community center. Currently, the District is developing a joint facility with the American Legion Association that includes a Memorial Hall. They expect to break soil on the project when funding becomes available. Although the District provides a gymnasium through joint use with Durham Unified School District, it has identified the need for a new gymnasium/multi-purpose building. The DRPD also identified the need for baseball, softball, and soccer facilities.

The DRPD has several joint-use agreements with various organizations and entities. CALFIRE, the Sheriff's office, Enloe Hospital, and California State Parks utilize the District's pool for water rescue training. Also, the District participates in joint programming with the Chico Area Recreation and Park District (CARD) for volleyball and basketball. An agreement between the Methodist Church in Durham and the DRPD exchanges landscaping and minor maintenance assistance for use of the Church's facilities. The District has additional joint-use agreements with the area schools, Little League, Swim Team, and American Legion.

The District provides various programs for residents and strives to introduce new programs regularly. DRPD has just initiated a before-school program, in addition to an after-school program, to complement the School District's morning and afternoon kindergarten classes. Based on the 1992 DRPD Master Plan, the teen and senior population sectors are growing and creating a greater demand for recreation activities and facilities including community centers, as well as a need for special programming. District staff identified the high-school age group as currently underserved, although they stated that this segment has shown little interest in District programs. For example, the District's basketball programs are losing participants, who are switching to church-sponsored Upward Bound programs in Chico and other programs offered by CARD. The District has also identified the senior population as an underserved group, although they appear to be served through other groups such as Women's Club, etc.

DETERMINATION 4-3: PRESENT CAPACITY OF FACILITIES

The District staff feel that they provide adequate services to meet current needs; however, parkland provision is below current District-adopted standards. The present capacity of facilities utilized by DRPD appears to be sufficient for the current population. The District has identified the need for a new gymnasium/multi-purpose building as well as baseball, softball, and soccer facilities. As the population grows over the next 20 years, additional facilities will be needed to meet the anticipated increase in demand for services.

4.4 SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST

The community center in the District is Durham, a small unincorporated community of approximately 1,812 people. Durham consists of residential areas, and a variety of social and economic communities of interest, including businesses, schools, churches, public sector facilities, and other community service programs that serve residents. The remainder of the District is agricultural with a very low-density residential component. Chico, the city closest to Durham, provides additional commercial centers and is located seven miles northwest.

DETERMINATION 4-4: SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST

There are no amendments to the District SOI proposed by DRPD, and major changes to the social and economic communities of the area are not anticipated. However, if the Durham-Dayton-Nelson Planning area is designated an urban reserve during the Butte County General Plan Update, there may be changes in land use that will encourage additional growth within the next 20 years. At a minimum, it is anticipated that new residential units will be added to the District. However, it is unlikely that development occurring in the next 20 years will substantially impact the existing social fabric of the community of Durham.

4.5 SUMMARY OF DETERMINATIONS FOR DURHAM RECREATION AND PARK DISTRICT SOI PLAN

DETERMINATION 4-1: PRESENT AND PLANNED LAND USE	
	<i>Little change in land uses within the District is anticipated over the next 20 years. However, it should be noted that the Butte County General Plan is currently undergoing a comprehensive update, during which time land use changes for the Durham-Dayton-Nelson planning area could be identified.</i>
DETERMINATION 4-2: PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES	
	<p><i>Currently there is a shortage of parkland resources within the District, which is expected to increase as the population grows. To provide adequate opportunities for the existing population, and to plan for future growth, additional parkland should be acquired. The District has identified several potential properties for park creation that should be purchased.</i></p> <p><i>Presently, staffing for the District appears adequate. However, staff should be added as facilities are developed and parkland is acquired to provide maintenance, regular programming, and recreational services.</i></p> <p><i>Assessments or grants should continue to be sought and obtained to provide adequate funding for the acquisition and development of recreational facilities.</i></p>
DETERMINATION 4-3: PRESENT CAPACITY OF FACILITIES	
	<i>The District staff feel that they provide adequate services to meet current needs; however, parkland provision is below current District-adopted standards. The present capacity of facilities utilized by DRPD appears to be sufficient for the current population. The District has identified the need for a new gymnasium/multi-purpose building as well as baseball, softball, and soccer facilities. As the population grows over the next 20 years, additional facilities will be needed to meet the anticipated increase in demand for services.</i>
DETERMINATION 4-4: SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST	
	<i>There are no amendments to the District SOI proposed by DRPD, and major changes to the social and economic communities of the area are not anticipated. However, if the Durham-Dayton-Nelson Planning area is designated an urban reserve during the Butte County General Plan Update, there may be changes in land use that will encourage additional growth within the next 20 years. At a minimum, it is anticipated that new residential units will be added to the District. However, it is unlikely that development occurring in the next 20 years will substantially impact the existing social fabric of the community of Durham.</i>

5.0 FINAL SPHERE OF INFLUENCE ACTIONS

This Section includes the results of Butte LAFCO's final actions on this SOI Plan for the Durham Recreation and Park District.

ADOPTION OF MUNICIPAL SERVICE REVIEW UPDATE AND WRITTEN DETERMINATIONS, AND ADOPTION OF A SPHERE OF INFLUENCE PLAN/UPDATE FOR THE DURHAM RECREATION AND PARK DISTRICT

WHEREAS, a service review mandated by Government Code 56430 and a sphere of influence update mandated by Government Code Section 56425 have been conducted by the Local Agency Formation Commission of the County of Butte (hereinafter referred to as "the Commission") for the Durham Recreation and Park District in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Sections 56000 et seq.); and

WHEREAS, at the times and in the form and manner provided by law, the Executive Officer has given notice of the public hearing by the Commission on this matter; and,

WHEREAS, the Executive Officer, pursuant to Government Code Section 56428, has reviewed this proposal and prepared a report, including his recommendations thereon, and has furnished a copy of this report to each person entitled to a copy; and

WHEREAS, a public hearing by this Commission was called for March 5, 2009 and at the time and place specified in the notice of public hearing; and,

WHEREAS, at the hearing, this Commission heard and received all oral and written protests; the Commission considered all plans and proposed changes of organization, objections and evidence which were made, presented, or filed; and all persons present were given an opportunity to hear and be heard in respect to any matter relating to the proposal, in evidence presented at the hearing; and

WHEREAS, a statutory exemption has been issued pursuant to the provisions of the California Environmental Quality Act (CEQA) indicating that this service review update and sphere of influence plan/update are statutorily exempt from CEQA and such exemption was adopted by this Commission on March 5, 2009. The Commission Clerk was directed to file a Notice of Exemption within five working days of its adoption;

WHEREAS, the following determinations are made in conformance with Government Code Section 56430 and local Commission policy:

1. Determination 3-1: Infrastructure Needs and Deficiencies

Durham Recreation and Park District uses appropriate methods to identify the need for parkland, recreational facilities, and recreational programming to meet the needs of the community. As noted in the Master Plan, the District needs to provide additional parks and recreation facilities in identified underserved areas. The District believes it provides adequate services to meet current needs; however, parkland provision is currently below District-adopted standards.

2. Determination 3-2: Financing, Rate Restructuring Constraints and Opportunities

The District appears to have adequate methods in place for financing development of new parks, and has recently amended the development impact fee. The District should explore

methods for achieving long-term funding for the maintenance and operation of newly established park and recreational facilities.

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

The District has an adequate management structure and staffing and adequate cost minimization strategies to provide parks and recreational services to the community at a reasonable cost. There are no known substantial opportunities for cost reduction that have not been employed, although the District should continue to explore opportunities for facility sharing, which could be an additional source of some cost savings.

4. Determination 3-4: Local Accountability

The District provides the public with adequate information and opportunity for input and involvement in District activities.

5. Determination 3-5: Government Structure

The District's boundaries appear to be appropriate for the services provided.

WHEREAS, the following determinations are made in conformance with Government Code Section 56425 and local Commission policy:

1. Determination 4.1: Present and Planned Land Use

Little change in land uses within the District is anticipated over the next 20 years. However, it should be noted that the Butte County General Plan is currently undergoing a comprehensive update, during which time land use changes for the Durham-Dayton-Nelson planning area could be identified.

2. Determination 4.2: Present and Probable Need for Public Facilities and Services

Currently there is a shortage of parkland resources within the District, which is expected to increase as the population grows. To provide adequate opportunities for the existing population, and to plan for future growth, additional parkland should be acquired. The District has identified several potential properties for park creation that should be purchased.

Presently, staffing for the District appears adequate. However, staff should be added as facilities are developed and parkland is acquired to provide maintenance, regular programming, and recreational services.

3. Determination 4.3: Present Capacity of Facilities

The District feels that they provide adequate services to meet current needs; however, parkland provision is below current District-adopted standards. The present capacity of facilities utilized by DRPD appears to be sufficient for the current population. The District has identified the need for a new gymnasium/multi-purpose building as well as baseball, softball, and soccer facilities. As the population grows over the next 20 years, additional facilities will be needed to meet the anticipated increase in demand for services.

4. Determination 4.4: Social and Economic Communities of Interest

There are no amendments to the District SOI proposed by DRPD, and major changes to the social and economic communities of the area are not anticipated. However, if the Durham-Dayton-Nelson Planning area is designated an urban reserve during the Butte County General Plan Update, there may be changes in land use that will encourage additional growth within the next 20 years. At a minimum, it is anticipated that new residential units will be added to the District. However, it is unlikely that development occurring in the next 20 years will substantially impact the existing social fabric of the community of Durham.

WHEREAS, based on presently existing evidence, facts, and circumstances considered by this Commission, including the findings as outlined above, the Commission adopts written determinations as set forth. The Commission affirms the existing sphere of influence for the Durham Recreation and Park District, which is conterminous with the service boundary, as depicted on Figure 5-1 of the Municipal Service Review Update and SOI Plan for the Durham Recreation and Park District, adopted by the Commission on March 5, 2009, and,

NOW, THEREFORE, BE IT RESOLVED, that pursuant to powers provided in §56430 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, the Local Agency Formation Commission of the County of Butte adopts written determinations as set forth in the Municipal Service Review Update for the Durham Recreation and Park District dated March 5, 2009, and adopts the Municipal Service Review Update for the Durham Recreation and Park District. Furthermore, pursuant to powers provided in §56425, the Commission affirms the existing sphere of influence for the Durham Recreation and Park District, which is conterminous with the District's service boundary, as depicted on Figure 5-1 of the Municipal Service Review Update and SOI Plan for the Durham Recreation and Park District, adopted by the Commission on March 5, 2009.

PASSED AND ADOPTED by this Local Agency Formation Commission of the County of Butte, on the 5th day of March 2009 by the following vote:

- AYES:** Commissioners Lotter, Duncan, Connelly, Beck, Holcombe, Dolan and Chair Leverenz
- NOES:** None
- ABSENT:** None
- ABSTAINS:** None

ATTEST:



Clerk of the Commission



CARL LEVERENZ, Chair
Butte Local Agency Formation Commission

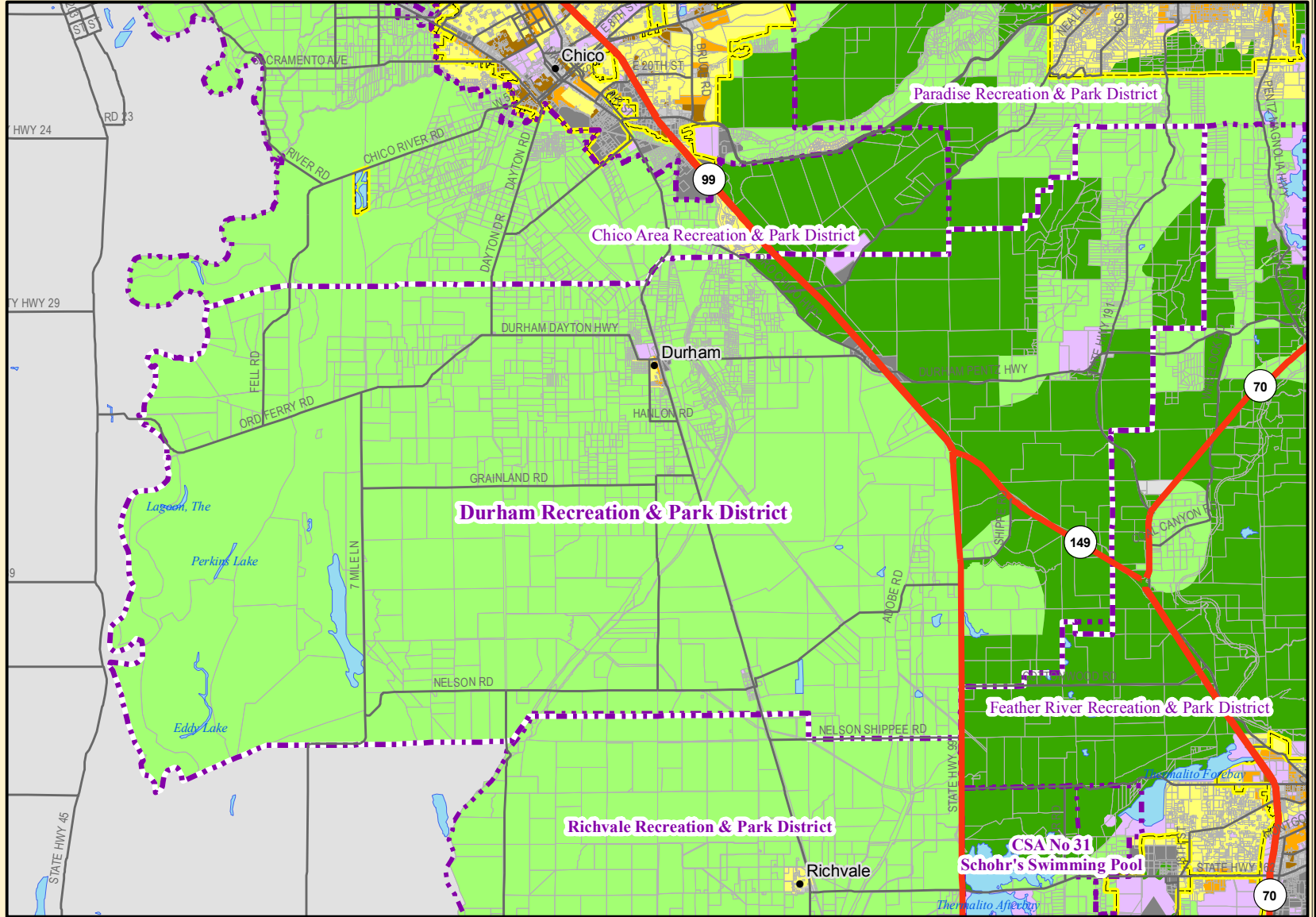
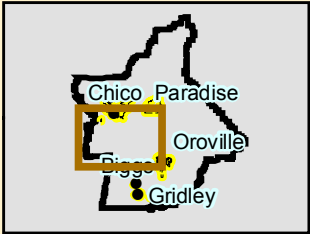
REC'D
APR 1 2009

5.2 SUMMARY OF ADOPTED MSR DETERMINATIONS FOR THE DURHAM RECREATION AND PARK DISTRICT

DETERMINATION 3-1: GROWTH AND POPULATION FOR THE AFFECTED AREA	
	<i>The population within the District is expected to grow at a rate of 1.1 percent.</i>
DETERMINATION 3-2: PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES	
	<i>Durham Recreation and Park District uses appropriate methods to identify the need for parkland, recreational facilities, and recreational programming to meet the needs of the community. As noted in the Master Plan, the District needs to provide additional parks and recreation facilities in identified underserved areas. The District believes it provides adequate services to meet current needs; however, parkland provision is currently below District-adopted standards.</i>
DETERMINATION 3-3: FINANCIAL ABILITY OF AGENCY TO PROVIDE SERVICES	
	<i>The District appears to have adequate methods in place for financing development of new parks, and has recently amended the development impact fee. The District should explore methods for achieving long-term funding for the maintenance and operation of newly established park and recreational facilities.</i>
DETERMINATION 3-4: MANAGEMENT EFFICIENCIES/COST AVOIDANCE, AND FACILITY SHARING OPPORTUNITIES	
	<i>The District has an adequate management structure and staffing and adequate cost minimization strategies to provide parks and recreational services to the community at a reasonable cost. There are no known substantial opportunities for cost reduction that have not been employed, although the District should continue to explore opportunities for facility sharing, which could be an additional source of some cost savings.</i>
DETERMINATION 3-5: LOCAL ACCOUNTABILITY	
	<i>The District provides the public with adequate information and opportunity for input and involvement in District activities.</i>
DETERMINATION 3-6: GOVERNMENT STRUCTURE	
	<i>The District's boundaries appear to be appropriate for the services provided.</i>

5.3 SUMMARY OF ADOPTED SOI DETERMINATIONS FOR THE DURHAM RECREATION AND PARK DISTRICT

DETERMINATION 4-1: PRESENT AND PLANNED LAND USE	
	<i>Little change in land uses within the District is anticipated over the next 20 years. However, it should be noted that the Butte County General Plan is currently undergoing a comprehensive update, during which time land use changes for the Durham-Dayton-Nelson planning area could be identified.</i>
DETERMINATION 4-2: PRESENT AND PROBABLE NEED FOR PUBLIC SERVICES AND FACILITIES	
	<i>Currently there is a shortage of parkland resources within the District, which is expected to increase as the population grows. To provide adequate opportunities for the existing population, and to plan for future growth, additional parkland should be acquired. The District has identified several potential properties for park creation that should be purchased.</i> <i>Presently, staffing for the District appears adequate. However, staff should be added as facilities are developed and parkland is acquired to provide maintenance, regular programming, and recreational services.</i> <i>Assessments or grants should continue to be sought and obtained to provide adequate funding for the acquisition and development of recreational facilities.</i>
DETERMINATION 4-3: PRESENT CAPACITY OF FACILITIES	
	<i>The District staff feel that they provide adequate services to meet current needs; however, parkland provision is below current District-adopted standards. The present capacity of facilities utilized by DRPD appears to be sufficient for the current population. The District has identified the need for a new gymnasium/multi-purpose building as well as baseball, softball, and soccer facilities. As the population grows over the next 20 years, additional facilities will be needed to meet the anticipated increase in demand for services.</i>
DETERMINATION 4-4: SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST	
	<i>There are no amendments to the District SOI proposed by DRPD, and major changes to the social and economic communities of the area are not anticipated. However, if the Durham-Dayton-Nelson Planning area is designated an urban reserve during the Butte County General Plan Update, there may be changes in land use that will encourage additional growth within the next 20 years. At a minimum, it is anticipated that new residential units will be added to the District. However, it is unlikely that development occurring in the next 20 years will substantially impact the existing social fabric of the community of Durham.</i>



Legend

- Highways
- Secondary Roads
- Waterbodies
- City Limits

General Plan Designations

- Agricultural
- Commercial
- Grazing Land
- High Density Residential (20 du/acre)
- Industrial
- Low Density Residential (6 du/acre)
- Medium Density Residential (13 du/acre)
- Public

Adopted Sphere of Influence
Durham Recreation & Park District
 Adopted March 5, 2009 by Resolution No. 10 2008/09
BUTTE LOCAL AGENCY FORMATION COMMISSION

0 1.5 3 6
 Miles

Kleinschmidt
 Energy & Water Resource Consultants

251 South Auburn St., Suite C
 Grass Valley, CA 95945
 Telephone: (530) 852-4837
 Fax: (530) 852-4837
 www.KleinschmidtUSA.com

Source: Butte LAFCO
 Note: Only parcels 1 acre or larger are shown

Service area boundaries and sphere of influence boundaries are based on best available data, are provided for general representational purpose only, and should not be considered final LAFCO approved boundaries

Notice of Exemption

Form D

To: Office of Planning and Research
P.O. Box 3044, Room 212
Sacramento, CA 95812-3044

From: (Public Agency) Butte LAFCo
1453 Downer Street, Suite C
Oroville, CA 95965

County Clerk
County of Butte

(Address)

Project Title: Municipal Service Review Update and Sphere of Influence Study for the Durham Recreation and Park District

Project Location - Specific:

Durham Recreation and Park District located in west-central Butte County. Communities located within the District include the unincorporated communities of Durham, Nelson and Dayton.

Project Location - City: Project Location - County: Butte

Description of Nature, Purpose and Beneficiaries of Project:

The Cortese/Knox/Hertzberg Act requires LAFCO to update the SOIs for all applicable jurisdictions in the County by January 1, 2008. This project includes a MSR Update and a SOI Study for the Durham Recreation and Park District (DRPD). Changes resulting from the SOI Study consists of the correction of mapping errors. No changes to the service boundaries or SOI are recommended for the DRPD, and the SOI will be reaffirmed.

Name of Public Agency Approving Project: Butte Local Agency Formation Commission (LAFCo)

Name of Person or Agency Carrying Out Project: Butte Local Agency Formation Commission (LAFCo)

Exempt Status: (check one)

- Ministerial (Sec. 21080(b)(1); 15268);
Declared Emergency (Sec. 21080(b)(3); 15269(a));
Emergency Project (Sec. 21080(b)(4); 15269(b)(c));
[X] Categorical Exemption. State type and section number: SOI Plan: General Rule-Section 15061 (b)(3) & MSR Update: Section 15306, "Information Collection
Statutory Exemptions. State code number:

Reasons why project is exempt:

There is no possibility that the MSR Update or SOI Plan will have an effect on the environment because there are no land use changes associated or anticipated with either project

Lead Agency
Contact Person: Steve Betts, Deputy Executive Officer Area Code/Telephone/Extension: 530 538-7151

If filed by applicant:

- 1. Attach certified document of exemption finding.
2. Has a Notice of Exemption been filed by the public agency approving the project? Yes No

Signature: [Handwritten Signature] Date: March 11, 2009 Title: Deputy Executive Officer

- [X] Signed by Lead Agency Date received for filing at OPR:
Signed by Applicant

Revised 2005

6.0 ACRONYMS AND DEFINITIONS

BCAG	Butte County Association of Governments
CEQA	California Environmental Quality Act
CKH	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CSA	County Service Area
CARD	Chico Area Recreation and Park District
DRPD	Durham Recreation and Park District
LAFCO	Local Agency Formation Commission
MSR	Municipal Service Review
PRPD	Paradise Recreation and Park District
RRPD	Richvale Recreation and Park District
SOI	Sphere of Influence

ANNEXATION	The inclusion, attachment, or addition of a territory to a city of district.
BOARD OF DIRECTORS	The legislative body or governing board of a district.
CEQA	The California Environmental Quality Act (CEQA) is intended to inform governmental decision-makers and the public about potential environmental effects of a project, identify ways to reduce adverse impacts, offer alternatives to the project, and disclose to the public why a project was approved. CEQA applied to projects undertaken, funded, or requiring issuance of a permit by a public agency.
GENERAL PLAN	A document containing a statement of development policies including a diagram and text setting forth the objectives of the plan. The general plan must include certain state mandated elements related to land use, circulation, housing, conservation, open-space, noise, and safety.

LAFCO	A state mandated local agency that oversees boundary changes to cities and special districts, the formation of new agencies including incorporation of new cities, and the consolidation of existing agencies. The broad goals of the agency are to ensure the orderly formation of local government agencies, to preserve agricultural and open space lands, and to discourage urban sprawl.
MUNICIPAL SERVICE REVIEW (MSR)	A study designed to determine the adequacy of governmental services being provided in the region or sub-region. Performing service reviews for each city and special district within the county may be used by LAFCO, other governmental agencies, and the public to better understand and improve service conditions.
SPHERE OF INFLUENCE (SOI)	A plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCO.
SPHERE OF INFLUENCE DETERMINATIONS	In establishing a sphere of influence, the Commission must consider and prepare written determinations related to present and planned land uses, need and capacity of public facilities, and existence of social and economic communities of interest.
ZONING	The primary instrument for implementing the general plan. Zoning divides a community into districts or “zones” that specify the permitted/prohibited land uses.

7.0 BIBLIOGRAPHY

- Butte County. 2000. Butte County General Plan. (Land Use Element, 2000; Recreation Element, 1971.) Adopted March 15, 1977.
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- _____. 2007. Butte County General Plan 2030 (General Plan 2030a). Setting and Trends Report–Public Draft. August 2, 2007. Available at www.buttegeneralplan.net/products/SettingandTrends/default.asp
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- Butte County Association of Governments (BCAG). 2006. Butte Regional Growth Projections 2006–2030. Available at www.bcag.org/documents/demographics/pop_emp_projections/Final_Regional_Growth_Projections.pdf
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- _____. 2005. Municipal Service Review: Recreation & Park Services. Prepared by Cotton/Bridges/Associates. September 1, 2005.
- Gustafson, Robert A. 2007. Durham Recreation and Park District Basic Financial Statements for the Fiscal Year Ended June 30, 2007. August 29, 2007.
- Personal Communication with James Brinson, District Manager, Scott Lawrence, Assistant Manager, Durham Recreation and Park District. August 19, 2008.