#### **OROVILLE PLANNING COMMISSION**



Council Chambers 1735 Montgomery Street Oroville, CA. 95965

August 25, 2022 SPECIAL MEETING 6:00 PM AGENDA

#### PUBLIC ACCESS AND PARTICIPATION

To view the meeting or provide comment, please see the options below. All comments emailed will be provided to the Members for their consideration.

#### To View the Meeting:

- 1. Watch our live feed https://www.youtube.com/channel/UCAoRW34swYI85UBfYqT7lbQ/
- 1. Watch via Zoom https://zoom.us/j/99508232402?pwd=aThZc1BsUG9sWnhNYnlwZHZZdFFrQT09 Meeting ID: 995 0823 2402 Passcode: 17351735
- 3. Listen via telephone Telephone: 1-669-900-9128 Meeting ID: 995 0823 2402 Passcode: 17351735

#### To Provide Comment to the Board:

- 1. Email before the meeting by 2:00 PM your comments to publiccomment@cityoforoville.org
- 2. Attend in person

If you would like to address the Commission at this meeting, you are requested to complete the blue speaker request form (located on the wall by the agendas) and hand it to the City Clerk, who is seated on the right of the Council Chamber. The form assists the Clerk with minute taking and assists the Mayor or presiding chair in conducting an orderly meeting. Providing personal information on the form is voluntary. For scheduled agenda items, *please submit the form prior* to the conclusion of the staff presentation for that item. The Commission has established time limitations of three (3) minutes per speaker on all items and an overall time limit of thirty minutes for non-agenda items. If more than 10 speaker cards are submitted for non-agenda items, the time limitation would be reduced to one and a half minutes per speaker. (California Government Code §54954.3(b)). Pursuant to Government Code Section 54954.2, the Commission is prohibited from taking action except for a brief response from the Council or staff to statements or questions relating to a non-agenda item.

#### **CALL TO ORDER / ROLL CALL**

Commissioners: Glenn Arace, Marissa Hallen, Natalie Sheard, Warren Jensen, Vice Chairperson Wyatt Jenkins, Chairperson Carl Durling

#### **OPEN SESSION**

Pledge of Allegiance

#### **PUBLIC COMMUNICATION – HEARING OF NON-AGENDA ITEMS**

This is the time to address the Commission about any item not listed on the agenda. If you wish to address the Commission on an item listed on the agenda, please follow the directions listed above.

#### **PUBLIC HEARINGS**

The Public Hearing Procedure is as follows:

- Mayor or Chairperson opens the public hearing.
- Staff presents and answers questions from Council
- The hearing is opened for public comment limited to two (2) minutes per speaker. In the event of more than ten (10) speakers, time will be limited to one and a half (1.5) minutes. Under Government Code 54954.3, the time for each presentation may be limited.
- Public comment session is closed
- Commission debate and action

### 1. ZC22-04 STANDARDS FOR DEVELOPMENT OF NON-CONFORMING LOTS IN SOUTH OROVILLE

The Oroville Planning Commission will review and consider recommending that the City Council revise OMC 17.28.020 ("Development Standards for residential districts") in order to promote and provide flexibility in the development of existing non-conforming R-1 zoned lots in South Oroville. Many of the parcels in the neighborhood are sub-standard with respect to lot size and lot width, making them more difficult to develop than a conforming lot using existing regulations. The recommended amendments would reduce side and rear yard setbacks, increase allowable site coverage, and establish basic site planning principles for these properties.

#### RECOMMENDATION

- 1. Conduct a Public Hearing on the proposed code changes;
- 2. Adopt Resolution No. P2022-13 Recommending that the City Council approve the Specified Changes to OMC 17.28.020.

#### **REPORTS / DISCUSSIONS / CORRESPONDENCE**

- 2. Commissioner Reports
- 3. Historical Advisory Commission Reports
- 4. Staff Reports
  - Information, Update and Discussion about the Gateway Project.

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#### ADJOURN THE MEETING

The meeting will be adjourned. A regular meeting of the Oroville Planning Commission will be held on September 22, 2022 at 6:00 PM.

Accommodating Those Individuals with Special Needs – In compliance with the Americans with Disabilities Act, the City of Oroville encourages those with disabilities to participate fully in the public meeting process. If you have a special need in order to allow you to attend or participate in our public meetings, please contact the City Clerk at (530) 538-2535, well in advance of the regular meeting you wish to attend, so that we may make every reasonable effort to accommodate you. Documents distributed for public session items, less than 72 hours prior to meeting, are available for public inspection at City Hall, 1735 Montgomery Street, Oroville, California.

*Recordings* - All meetings are recorded and broadcast live on cityoforoville.org and YouTube.

*Planning Commission Decisions* - Any person who is dissatisfied with the decisions of this Planning Commission may appeal to the City Council by filing with the Zoning Administrator within fifteen days from the date of the action. A written notice of appeal specifying the grounds and an appeal fee immediately payable to the City of Oroville must be submitted at the time of filing. The Oroville City Council may sustain, modify or overrule this decision.

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# City of Oroville

COMMUNITY DEVELOPMENT DEPARTMENT 1735 Montgomery Street Oroville, CA 95965-4897 (530) 538-2430 FAX (530) 538-2426 www.cityoforoville.org

#### PLANNING COMMISSION STAFF REPORT

#### Thursday, August 25, 2022

#### RE: ZC22-04 Standards for Development of Non-Conforming Lots in South Oroville

**SUMMARY:** The Oroville Planning Commission will review and consider recommending that the City Council revise OMC 17.28.020 ("Development Standards for residential districts") in order to promote and provide flexibility in the development of existing non-conforming R-1 zoned lots in South Oroville. Many of the parcels in the neighborhood are sub-standard with respect to lot size and lot width, making them more difficult to develop than a conforming lot using existing regulations. The recommended amendments would reduce side and rear yard setbacks, increase allowable site coverage, and establish basic site planning principles for these properties.

#### **RECOMMENDATION: Staff recommends the following actions:**

- 1. Conduct a Public Hearing on the proposed code changes;
- 2. **Adopt** Resolution No. P2022-13 Recommending that the City Council approve the Specified Changes to OMC 17.28.020.

#### **APPLICANT**: City of Oroville

<b>LOCATION</b> : Generally the South Oroville Annexation Area, Attachment A to this report.	GENERAL PLAN: N/A
	ZONING: N/A
	FLOOD ZONE: N/A

**ENVIRONMENTAL DETERMINATION:** The recommended Code Amendment is exempt from review under the California Environmental Quality Act (CEQA) under the "common sense" provision of the Act that CEQA applies only to those projects have the potential to create a significant impact on the environment.

REPORT PREPARED BY:	REVIEWED BY:	
Mark Wolfe, AICP	Dawn Nevers, Assistant Director	
NorthStar	Community Development Department	

#### DISCUSSION

The South Oroville neighborhood includes over 100 vacant lots zoned for single family development. In addition, there are roughly 50 lots with homes which have been abandoned. In virtually all cases, the underlying parcels do not meet the City's requirements for either lot size, lot dimensions, or both. Most of the lots are 44-feet wide by 108 feet deep, resulting in properties of roughly 4,800 square feet. City standards for the R-1 (Single Family Residential) zoning district require lots at least 50-feet wide and 5,000 square feet in size.

Development of these "non-conforming" lots in South Oroville can be challenging under the current City Code. For example, applying the minimum five-foot side yard setback requirement of the R-1 zone to one of the 44-wide lots results in a maximum building width of 34 feet. This limits the range of floorplans that can be used.

In addition, the Code limits the development of lots under 5,000 feet to a maximum site coverage, or building "footprint", of 2,000 square feet, including the home's garage. For conforming lots, the maximum coverage is 50% of the lot area. This means, for example, that development of one of the aforementioned 4,800 square foot lots would be limited to the 2,000 square foot coverage maximum, while a conforming 5,000 square foot lot could be developed with a structure with coverage up to 2,500 square feet.

In order to support and promote development and redevelopment of homes in the neighborhood, staff is recommending changes to certain Zoning Code standards. The changes are not dramatic, but they will loosen up regulations that might inhibit new construction and redevelopment. To ensure that the neighborhood character and scale is preserved, regulation of garage setbacks is also proposed. No new processes or "red tape" are proposed.

This proposal is being made as part of a larger community-based effort to foster investment in the Southside neighborhood.

#### ANALYSIS

The recommended changes would apply only to the area delineated in Attachment A of this report, and are as follows:

<u>Reduced Side Yard Setbacks</u>: The City's R-1 zoning standards require a five-foot side yard setback for main structures. With the narrow lots common in the neighborhood, this can limit flexibility in site planning for new homes, or for additions to existing ones.

The proposed change would reduce the minimum setback to three feet, so long as the aggregate of both side yards is at least eight feet. This will allow development of homes with four-foot setbacks on both sides, or, alternately, homes with a narrower three-foot setback on one side and five on the other.

**<u>Reduced Rear Yard Setbacks</u>**: Existing standards require a 20-foot rear yard for main structures in the R-1 zone. The proposed setback is 15-feet. With the configuration and size of lots in the Southside, this will add to the overall ease of their development, and provide more opportunities for remodeling existing homes.

**Increased Site Coverage Limit**: Site coverage is the total "footprint" of structures on a site. For the R-1 district, the limit is generally 50% of the lot area. For a "standard" 5,000 square foot lot, this means a site coverage cap of 2,500 square feet.

Current standards, however, set a maximum site coverage of 2,000 square feet for any lot not meeting than the R-1 zone's 5,000 square foot minimum. Thus, while a 5,000 square foot lot would enjoy a site coverage limit of 2,500 square feet, a 4,999 square foot lot would be limited to a maximum of 2,000 square feet.

The 2,000 square foot limit would apply all the way down to 4,000 square foot lots, at which point the 50% lot coverage limit would again apply (50% of 4,000 equals 2,000). Those lots ranging between 4,000 and 5,000 are thus the focus of the 2,000 square foot site coverage limit.

The overwhelming majority –roughly 93%-- of non-conforming lots in the Southside neighborhood are between 4,000 and 5,000 square feet in size. The 2,000 square foot limits the range of possible floor plan types, and also places constraints on accessory structures such as "granny" units and detached garages.

Elimination of the blanket 2,000 square foot cap for parcels between 4,000 and 5,000 square feet is recommended, which would leave the 50% maximum in place for all properties. This will mean that site coverage for these lots will range from 2,000 square feet to 2,500 square feet. The change will improve flexibility in site development without overwhelming these properties with structures.

<u>Site Planning and Parking:</u> The placement and footprints of buildings are currently regulated exclusively by setback requirements. The narrower than standard lot widths and the proposed reduced side yard setbacks create a situation where the front elevation of a house might be visually dominated by its garage, particularly if a two-car design. This could have an undesirable aesthetic effect on the "streetscape", especially if two or more adjacent properties are developed in this fashion.

To address this potential issue, the recommended standards would require that two-garages be set back at least three feet behind the main building façade. Alternately, single-car garages with tandem parking would be allowed. In these cases, the garage, as a much less prominent element of the building façade, would not need to be stepped back from the main structure.

#### **GENERAL PLAN CONSISTENCY**

The recommended code changes would advance the following General Plan Goals and Policies:

#### From the Vision Statement:

 New residential growth, whatever the size or location, will be carefully regulated by the City and will be required to meet high standards for quality, appearance and integration with existing neighborhoods. Much of the new growth in the City will occur as infill development sensitively designed to enhance the community's character.

#### From the Guiding Principles:

• Livability. Ensure that future development enhances the existing character of our city as a whole, as well as its individual neighborhoods, and has a positive effect on our surroundings and quality of life.

#### From the Community Design Element (Principles):

- <u>Block, Street, and Building</u>. At this scale, the details of the built environment defined both by architectural and landscaping details—are proportioned to the scale of a pedestrian. Block dimensions and building designs place equal emphasis on pedestrian and vehicular uses. These more detailed design principles are addressed in Oroville's Development Code and Design Guidelines.
- <u>High-Quality Development</u>. All types of development that follows smart growth principles can enhance the character of a neighborhood. In a smart growth neighborhood, retail buildings are located adjacent to sidewalks, framing the street's public space and encouraging people to walk from shop to shop. They include architectural details that make the buildings more attractive and more compatible with the surrounding development. Single-family houses emphasize the front door frontage to the street rather than garages, and apartment buildings use varied building forms to give a sense of the individual dwelling units they contain. In addition, all types of development incorporate the principles of Crime Prevention through Environmental Design (CPTED) by delineating private and public spaces, enhancing visibility, controlling property access, and ensuring adequate property maintenance.

#### From the Community Design Element (Goals, Policies, and Actions):

• P1.1 Require quality architectural and landscaping design as well as durable and efficient materials for all projects.

- P3.2 Preserve the vital qualities of existing, stable residential neighborhoods, including a human scale, pedestrian orientation, ample landscaping and trees, attractive architecture, and materials that complement the historic character of existing buildings.
- P3.4 New development in existing residential neighborhoods shall reflect the existing scale and character of the neighborhood and shall be compatible in design.
- P4.2 New residential development shall reflect the human scale and pedestrianoriented character of existing neighborhoods in Oroville.
- P4.5 Garage doors shall not dominate the street facing facades of residential buildings. Garages for new single-family houses, duplexes, and townhouses should be subordinate in visual importance to the living area and front entryways. A number of different design strategies can achieve consistency with this policy, including locating garages towards the back of properties, constructing alleys, and placing the garages along the alleys, limiting the width of garages to two car spaces, building garages as separate structures from the house, requiring garages to be set back from the front façade of the house, building garages underneath the structure, and orientating garage doors at 90 degrees to the street.
- P4.6 A variety of architectural styles shall be provided within each neighborhood. Within each neighborhood block, the exterior design of residential buildings shall be varied to provide visual interest to the streetscape.

#### From the Housing Element:

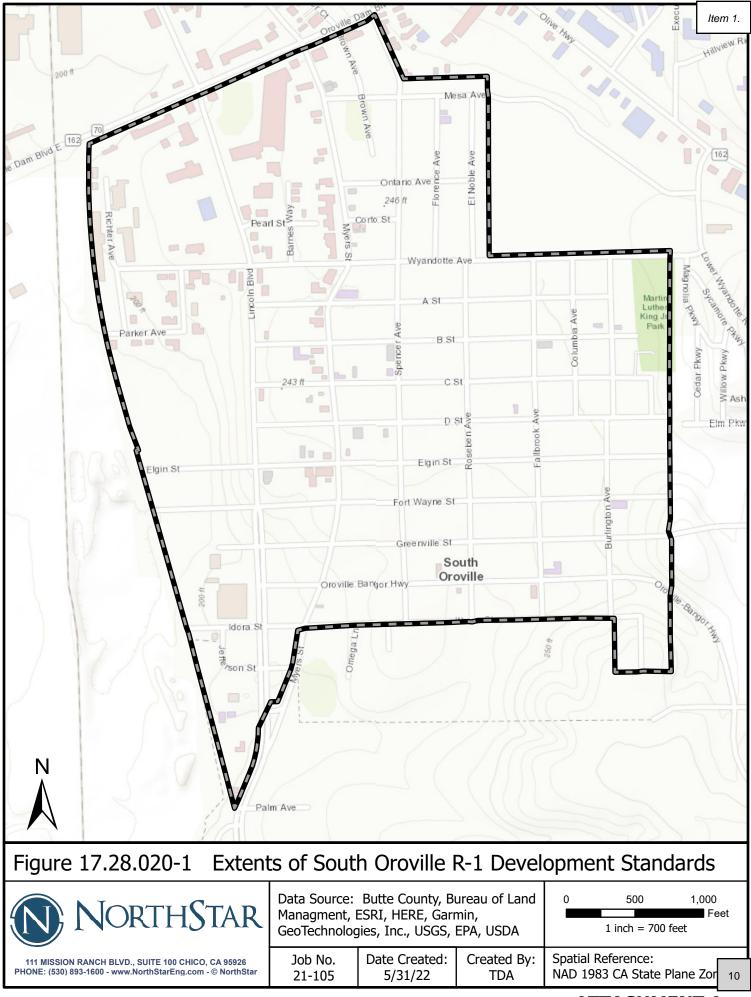
- Goal 2: Remove Constraints to Housing. The City of Oroville maintains a goal to remove constraints that could hinder the provision of housing.
- Goal 4: Preserve, Rehabilitate, and Enhance Existing Housing and Neighborhoods. The City of Oroville maintains a goal to initiate all reasonable efforts to preserve the availability of existing housing opportunities and to conserve as well as enhance the quality of existing dwelling units and residential neighborhoods.
- Policy 2.1: Minimize constraints to the development of affordable housing through supportive codes, ordinances, policies, and guidelines.

#### **FISCAL IMPACT**

None.

#### ATTACHMENTS

- A. Area Subject to Revised Standards (Figure 17.28.020-01)
- B. Draft Revised Version of Table 17.28.020-2
- C. Typical Existing vs. Proposed Development Standards
- D. Categorical Exemption
- E. Resolution P2022-13



#### **ATTACHMENT A**

# 17.28.020 Development standards for residential districts.

Development standards for residential districts shall be as shown in Table 17.28.020-1 and Table 17.28.020-2.

#### Table 17.28.020-2

#### Development Standards for UR-10, UR-5, RA, RR-1, RR-20 and RR-10 Districts

Development Standard	UR-10	UR-5	RA	RR-1	RR-20	RR-10
Lot Area, Minimum	10 acres <sup>1</sup>	5 acres <sup>2</sup>	2 acres	1 acre	20,000 sq. ft.	10,000 sq. ft.
Lot Width, Minimum	330 feet	250 feet	150 feet	125 feet	100 feet	80 feet
Height, Maximum <sup>3</sup>	40 feet	40 feet	40 feet	40 feet	40 feet	35 feet
Setbacks, Minimum						
Front	20 feet <sup>4</sup>	20 feet <sup>4</sup>	20 feet <sup>4</sup>	20 feet <sup>4</sup>	20 feet <sup>4</sup>	20 feet <sup>4</sup>
Side	10 feet	10 feet	10 feet	10 feet	10 feet	10 feet
Rear	20 feet	20 feet	20 feet	20 feet	20 feet	20 feet
Site Coverage, Maximum	20,000 sq. ft.	15,000 sq. ft.	12,000 sq. ft.	10,000 sq. ft.	40% or 8,000 sq. ft., whichever is greater	40% or 6,000 sq. ft., whichever is greater

See Section <u>17.28.020</u> for additional provisions regarding the measurement of lot area.

<sup>2</sup> See Section <u>17.28.030</u> for additional provisions regarding the measurement of lot area.

<sup>3</sup> Maximum heights apply to main buildings or structures. Height restrictions for accessory structures are in Section <u>17.12.070</u>.

<sup>4</sup> See Section <u>17.12.040</u> for additional provisions regarding setbacks.

#### Table 17.28.020-2

#### Development Standards for RL, R-1, R-2, R-3, R-4, and RP Districts

Development Standard	RL	<b>R-1</b> <sup>5, 6</sup>	R-2	R-3	R-4	RP
Lot Area, Minimum						
Interior lot	8,000 sq. ft.	5,000 sq. ft. <sup>2</sup>	3,000 sq. ft. <sup>2</sup>	2,200 sq. ft.2	2,000 sq. ft. <sup>2</sup>	2,200 sq. ft. <sup>2</sup>
Corner lot	8,000 sq. ft.	6,000 sq. ft. <sup>2</sup>	4,000 sq. ft. <sup>2</sup>	3,000 sq. ft. <sup>2</sup>	2,500 sq. ft. <sup>2</sup>	3,000 sq. ft. <sup>2</sup>

Density, Minimum	As specified in General Plan					
Lot Width, Minimum						
Interior lot	80 ft.	50 ft.	40 ft.	35 ft.	30 ft.	35 ft.
Corner lot	80 ft.	60 ft.	50 ft.	45 ft.	40 ft.	45 ft.
Height, Maximum <sup>3</sup>	30 ft.	30 ft.	35 ft.	45 ft.	50 ft.	45 ft.
Setbacks, Minimum <sup>1</sup>	-					-
Front	20 ft.	15 ft.; 20 ft. for garages	10 ft.; 20 ft. for garages			
Side, interior lot	5 feet <sup>4</sup>	5 feet⁴				
Side, corner lot	5 ft.; 10 ft. along any street frontage <sup>4</sup>					
Rear	20 ft.					
Minimum distance between detached buildings in dwelling group	_	_	10 ft.	10 ft.	10 ft.	10 ft.
Site Coverage, Maximum	40%	50%	60%	65%	70%	65%
Courtyards, Minimum Width						
Enclosed by buildings on no more than 2 sides	_	—	10 ft.	10 ft.	10 ft.	10 ft.
Enclosed by buildings on 3 or more sides		_	20 ft.	20 ft.	20 ft.	20 ft.

<sup>1</sup> See Section <u>17.12.040</u> for additional provisions regarding setbacks.

The number of dwelling units constructed on a site shall not exceed the density permitted by the applicable general plan land use designation, except in cases where State law provides an exemption from this requirement, including second dwelling units and density bonus units.

<sup>3</sup> Maximum heights apply to main buildings or structures. Height restrictions for accessory structures are in Section <u>17.12.070</u>.

<sup>4</sup> Where a side setback area provides access to a dwelling group, the minimum required side setback shall be 12 feet.

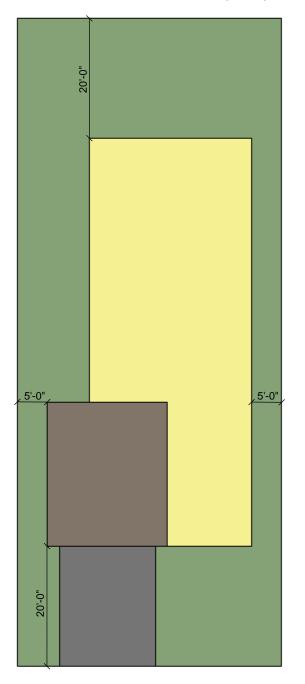
<sup>5</sup> For sites in R-1 districts with less than the minimum lot area, the maximum site coverage shall be 2,000 square feet, *except that in the South Oroville neighborhood area depicted in Figure 17.28.020-01, maximum lot coverage shall be 50%.* 

<sup>6</sup> For existing R-1 zoned lots in the South Oroville area depicted in Figure 17.28.020-01 which do not meet minimum lot dimension or area requirements, the following standards shall apply:

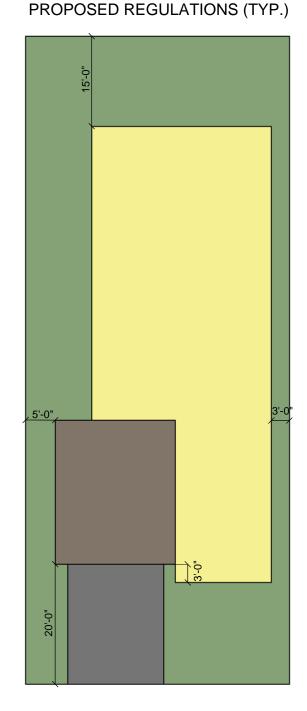
- a. Interior Side Yard Setbacks for Main Structure: Minimum of three feet, with an aggregate of minimum of eight feet (e.g., if one side yard is three feet, the other must be a minimum of five feet).
- b. Rear Yard Setbacks for Main Structures: fifteen feet.
- c. Attached garages accessed from the street must be set back from the main building façade by at least three feet.
- d. Single-Car garages with tandem parking may be used to meet on-site parking requirements.

#### SOUTH OROVILLE SMALL-LOT STANDARDS

#### **EXISTING REGULATIONS (TYP.)**



- 2000 SQ. FT. MAXIMUM SITE COVERAGE.
- 5 FT. SIDEYARDS.
- 20 FT. REAR YARDS.
- GARAGE AND MAIN STRUCTURE MAY BE AT SAME SETBACK



- 50% MAXIMUM LOT COVERAGE (2228 SQ. FT. FOR 4752 SQ. FT. LOT)
- 3 FT. SIDEYARD, 8 FT. TOTAL
- 15 FT. REAR YARD
- MAIN STRUCTURE MUST
  PROJECT AT LEAST 3 FT. FROM
  GARAGE

Item 1.

#### **ATTACHMENT C**

To: Office of Planning and Research P.O. Box 3044 Sacramento, CA 95812-3044 From: City of Oroville Community Development Department 1735 Montgomery St. Oroville, CA 95965

#### County Clerk

County of Butte 155 Nelson Ave Oroville, CA 95965

**Project Title:** Zoning Code Amendments Relating to Development Standards for Non-Conforming R-1 Zoned Properties in South Oroville

#### **Project Location - Specific:**

N/A (Amendments to Municipal Code)

Project Location - City: Oroville

#### **Project Location - County:**

ty: <u>Butte</u>

#### Description of Nature, Purpose, and Beneficiaries of Project:

Amendments to the City's Zoning Code which would reduce setbacks, increase lot coverage, and establish site planning requirements for existing non-conforming lots in the South Oroville area. The project is being undertaken to reduce constraints to development and foster investment in the community.

#### Name of Public Agency Approving Project: City of Oroville

Name of Person or Agency Carrying Out Project:	City of Oroville
Exempt Status:	

- □ Ministerial (Sec. 21080(b)(1); 15268);
- Declared Emergency (Sec. 21080(b)(3) 15269(a));
- □ Emergency Project (Sec. 21080(b)(4); 15269(b)(c));
- □ Categorical Exemption (type and section number); \_
- □ Statutory Exemption (state code number):
- Other (state code number): <u>Section 15061(b)(3): Common Sense Exemption</u>

#### Reason why project is exempt:

This project would be exempt from the requirements to prepare additional environmental documentation per California Environmental Quality Act (CEQA) Guidelines, Section 15061 (b)(3). This section is the "common sense" exemption that states that CEQA applies only to projects which the potential for causing a significant effect to the environment. It can be seen that, pursuant to this section, the proposed amendments would not result in a significant effect to the environment.

#### Lead Agency

Contact: Dawn Nevers

Phone: (530)538-2495

#### 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?  $\Box$  Yes  $\Box$  No

Signatu	re:	Title:	Date:
$\mathbf{X}$	Signed by Lead Agency		
	Signed by Applicant	Date received for filing at OPR:	

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#### **RESOLUTION NO. P2022-13**

#### A RESOLUTION OF INTENTION OF THE OROVILLE PLANNING COMMISSION RECOMMENDING THAT THE CITY COUNCIL ADOPT AMENDMENTS TO TABLE 17.28.020-2 REGARDING DEVELOPMENT OF NON-CONFORMING R-1 ZONED PROPERTIES IN THE SOUTH OROVILLE AREA

**WHEREAS**, the City of Oroville staff recommends a change to Chapter 17-28 of the City of Oroville Zoning Code relating to development standards for non-conforming R-1 zoned properties in the South Oroville area, as such area is depicted in Attachment "A" of this Resolution; and

**WHEREAS**, the recommended changes would revise setback, site coverage, and site planning requirements for such lots in order to facilitate their development; and

**WHEREAS**, at a duly noticed public hearing, the Planning Commission considered the comments and concerns of public agencies, property owners, and members of the public who are potentially affected by the approval of the code changes described herein, and considered the City's staff report regarding the project.

## NOW, THEREFORE, BE IT RESOLVED BY THE OROVILLE PLANNING COMMISSION AS FOLLOWS:

SECTION 1. The Planning Commission determines:

- A. That the proposed amendments are exempt from review under the California Environmental Quality Act pursuant to the "Common Sense" exemption, as it can be clearly seen that the amendments do not have the potential to result in a significant impact on the environment.
- B. That the proposed amendments are consistent with the General Plan; and
- C. The proposed amendments are consistent with other applicable provisions of the Municipal Code and compatible with the uses authorized in the applicable zoning district for which the revisions are proposed.

SECTION 2. The Planning Commission hereby recommends that the City Council approve the Zoning Code Amendment ZC22-04 to the Oroville Municipal Code as set forth in Attachment B, Revisions to Table 17.28.020-2

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**PASSED AND ADOPTED** by the Planning Commission of the City of Oroville at a regular meeting on August 25, 2022, by the following vote:

AYES:

NOES:

ABSTAIN:

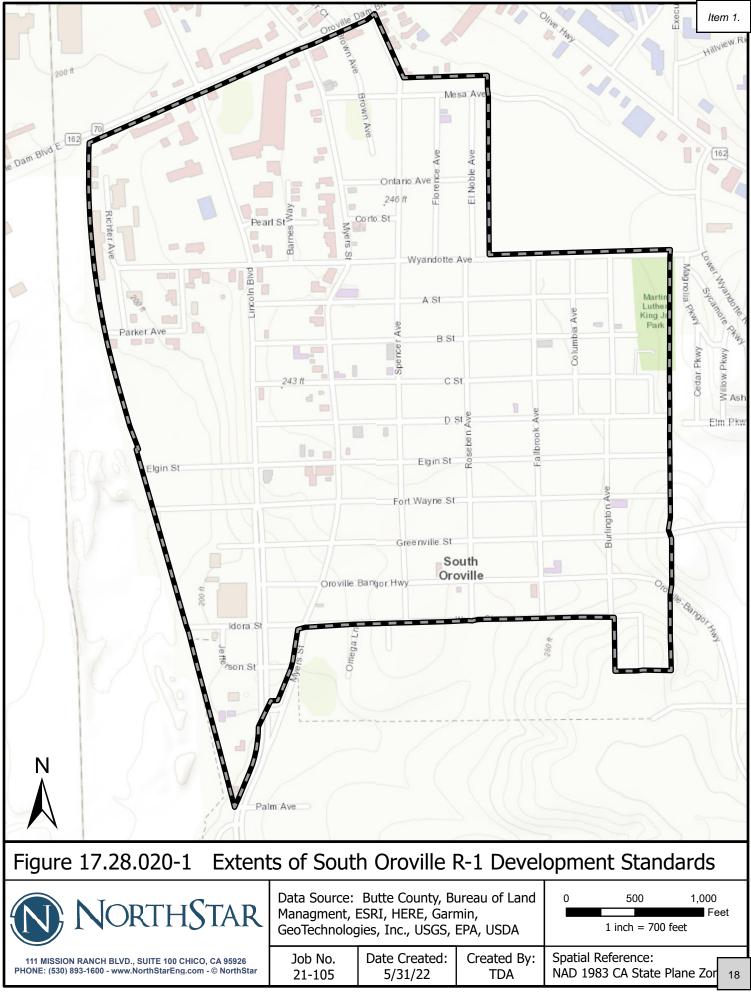
ABSENT:

ATTEST:

APPROVE:

Jackie Glover, Assistant City Clerk

Carl Durling, Chairperson



#### **ATTACHMENT A To Resolution P2022-XX**