





**City of Orland**  
2018 City of Orland  
General Plan/Housing Element  
Annual Report

Submitted by:  
**City of Orland Planning Department**  
815 Fourth Street  
Orland, CA 95963

**March 2019**

**Attachment A**



## ANNUAL HOUSING ELEMENT PROGRESS REPORT

City or County Name:

City of Orland

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Reporting Period by Calendar Year: from January 1, 2018 to December 31, 2018

These forms and tables, including the **Certificate of Accuracy**, are due to the Department of Housing and Community Development (HCD) and the Governor's Office of Planning and Research (OPR) on or before April 1, 2019. Submit separate reports directly to both HCD and OPR (Government Code Section 65400) at the addresses listed below:

**Department of Housing and Community Development**

Division of Housing Policy Development

P.O. Box 952053

Sacramento, CA 94252-2053

-and-

**Governor's Office of Planning and Research**

P.O. Box 3044

Sacramento, CA 95812-3044

## CERTIFICATION OF ACCURACY

The undersigned, in the capacity of City Manager on behalf of the City of Orland, has reviewed the information provided in the forms and report contained herein, and certifies, to the best of his knowledge, that the information provided herein is true and correct.

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Peter Carr, City Manager

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Date



## **BACKGROUND AND PURPOSE OF THE GENERAL PLAN ANNUAL REPORT**

### ***General – State Law and Local Planning***

California Government Code Section 65400(a)(2) mandates that all cities and counties submit to their legislative bodies an annual report on the status of the general plan and progress in its implementation. A copy of this progress report must also be sent to the Governor's Office of Planning and Research (OPR) and the Department of Housing and Community Development (HCD).

The intent is to ensure that the general plan directs all land use decisions and remains an effective guide for future development. Because the role of the general plan is to act as a "constitution" for the long-term physical development of a community and because it is required to be updated periodically to reflect current circumstances, it is critical that local planning agencies periodically review the general plan and its implementation. The report is a tool for doing this.

The main purpose and most important function of the report is to provide local legislative bodies with information regarding implementation of their general plans. The report must be presented to the local legislative body for their review and acceptance. This is typically done by placing the report on a regular meeting agenda as a consent or discussion item.

### ***City of Orland – Growth and the General Plan***

The City of Orland General Plan 2008–2028 was adopted by the City Council in February 2012. Since the plan's adoption, the City has begun to seek to implement the programs contained in it. However, as has been the case for much of the recent past, the programs related to development have continued to be particularly difficult for the City of Orland to implement due to the decline in developer application volume since the burst of the housing bubble in 2007. After a substantial increase in development and entitlement requests in 2006–2007, requests tapered in number afterwards, with the exception of a significant increase in residential development in 2011 and in commercial development in 2014. However, the amount of residential development increased in 2018 with building permits for 37 single family homes and one multifamily development issued. The reasons for the increased interest in residential development in Orland are varied but are most likely related to the continuing recovery of the nation's economy and Orland's geographical location on major regional transportation routes.

These and other market forces, including the general depressed conditions of the local job market, have resulted in a nearly flat rate of growth in residential development but a slight increase in commercial development in the city, which will hopefully increase the number of jobs in the city. The City saw a steady increase in the overall number of applications submitted to the City for development since 2015. As a result of the improving economic conditions, the City has seen some interest from groups seeking to leverage the opportunities that exist in the city for new development.



Regardless of development interest in the city and the current state of the economy, the City's General Plan is a valid and useful document, and the goals, policies, and programs of the plan were advanced through the City's actions throughout the 2018 calendar year.

### ***City of Orland 2014–2021 Housing Element***

The City of Orland 2014–2021 Housing Element (Housing Element) was adopted by the City Council on August 4, 2014. The Housing Element was certified by the California Department of Housing and Community Development on September 5, 2014. At adoption, the Housing Element time period was from 2014 to 2019. However, since this time, the original 5-year time period was extended to an 8-year time period. Thus, the Housing Element has been extended to April 14, 2021 with an updated Housing Element required by April 15, 2021.

The Housing Element outlines the City's goals, policies, and programs in relation to the provision of housing, addresses the City's success in implementing the previous Housing Element, and provides a detailed demographic and analytical evaluation of how the City is planning to accommodate its share of the region's housing during the planning period (2014–2021). The primary components of Housing Element remain consistent with the City's previous Housing Element. The findings suggest that the City has made strides toward the achievement of accommodating its regional fair share of affordable housing needs and will continue to move toward meeting the goals of the Housing Element.

### **EXECUTIVE SUMMARY**

As described in this report, the City of Orland General Plan is a useful and valuable tool to assist the City in providing policy direction to City decision-makers and information for city residents and interested parties.

In that context and in terms of the City of Orland and its General Plan, this report concludes the following:

- The City of Orland General Plan is a valid and useful document, which provides guidance and direction for the City as intended.
- In comparing current City of Orland General Plan projections to the current setting, it can be summarized that the main thrust of the General Plan projections are correct; the plan recognized that limited new residential development would be necessary to meet projected demand.
- Detailed information about the city and the surrounding area is included in all of the elements of the current City of Orland General Plan. The overarching, supporting, and descriptive information is accurate and therefore useful.
- The adopted 2014–2019 Housing Element focuses on the City's developing progress toward meeting its regional housing needs allocation, with the land supply available to meet its targets.



## I. IS THE GENERAL PLAN SERVING TO MEET ITS OWN GOALS?

With regard to land use, all of the goals, policies, and programs set forth by the City of Orland General Plan stem from Goal 2.1, as follows:

- Goal 2.1 – Maintain and promote the qualities that make Orland a desirable community.

A determination as to whether Goal 2.1 is being met may be subjective, but there are objective measures as well. One metric to determine whether a community maintains its qualities is the presence of growth interests. The section below titled Development Activity 2018 (on page 14) summarizes the development applications and activity that have occurred over the last year. Prior to that summary is a review of the stage set by the General Plan.

### ***General Plan Land Use Projections***

The City of Orland General Plan 2008–2028 made projections for both population and land use demands. The first section, Land Use, included the following under its Population and Demographics heading:

*...the population of the City of Orland experienced substantial growth in the 1990s. From 1990 to 2000, the population of the City increased by 24.3 percent, an average annual increase of 2.2 percent. By comparison, the population of Glenn County increased by just 6.7 percent during the same time period.*

*Between 2000 and 2005, the City of Orland and Glenn County each grew by an average of 1.4 percent. In 2005 and 2006, the growth that had been affecting California began to appear locally, and the population of Orland grew 4.5 and 2.8 percent in those two years.*

That same General Plan section contained a subsection titled Projected Population, which included the following:

*Three growth rates were used to develop the population estimates. The “High” growth rate is a 2.6 percent average annual growth rate, which was the growth rate of the City’s population from 1970 to 2000. The “Medium” rates is a 2.2 percent average growth rate, which was the growth rate of the City’s population from 1990 to 2000, the most recent years for which data is available. The “Low” growth rate is a 1.8 percent average annual growth rate. This was an arbitrarily selected rate, which was obtained by subtracting the Medium rate from the High rate, then subtracting the difference from the Medium rate.*

The General Plan applied these three separate growth rate scenarios to the existing population in order to estimate the population in the year 2028: 12,286 people under the “High” rate, 11,363 people under the “Medium” rate, and 10,506 people under the “Low” rate.



The same General Plan section contained a Projected Land Use Demands subsection, which analyzed the three separate growth rate scenarios in order to determine the need for 812 acres under the “High” rate, 657 acres under the “Medium” rate, and 510 acres under the “Low” rate.

### ***Current Setting***

The City of Orland 2014–2019 Housing Element states that the city has continued to grow from its humble beginnings of 292 residents to a community of over 7,800 persons by 2015. The population of Orland grew significantly during the 1990s, resulting in a 23 percent increase between 1990 and 2000 and accounting for the large increase in the growth rate in 2000. A review of the population and growth estimates from the California Department of Finance (DOF) shows that the population of Orland increased by 1.1 percent during the 2017 to 2018 time period, from 7,844 in 2017 to 7,932 as of January 1<sup>st</sup>, 2018. Growth estimates during the 2018 calendar year have not yet been released by DOF.

The Housing Element identified a total of 10.6 acres of Residential Multiple Family (R-3) zoned lands with the realistic potential to result in 210 units, 2.9 acres of Residential (R-2) zoned lands with the realistic potential to result in 30 units, and 258.6 acres of Residential One Family (R-1) zoned land with the realistic potential to result in 1,280 units. It can be concluded that the projections framed by the current General Plan regarding housing requirement needs accurately estimated the current setting, in that there is an adequate supply of land in the city which would serve to provide for any long-term housing needs.

### ***Regional Housing Needs***

A Regional Housing Needs Allocation (RHNA) Plan is mandated by the State of California (Government Code Section 65584) for regions to address housing issues and needs based on future growth projections for the area. The State also establishes the number of total housing units needed for each region. Pursuant to California Government Code Section 65584, the California Department of Housing and Community Development (HCD) developed an RHNA Plan for Glenn County, which identifies a need for a specific number of new residential units in the county over a 5-year period (June 30, 2014, to June 30, 2019). The need for residential units is shared and distributed among each of the communities in the county, with each community’s share determined by its proportion of the county’s overall household population.

The intent of the RHNA Plan is to ensure that local jurisdictions not only address the needs of their immediate areas but also provide their share of housing needs for the entire region. Additionally, a major goal of the RHNA Plan is to ensure that every community provides an opportunity for a mix of affordable housing to all economic segments of its population. The RHNA Plan’s jurisdictional allocations are made to ensure that adequate sites and zoning are provided to address existing and anticipated housing demands during the planning period and that market forces are not inhibited in addressing the housing needs for all facets of a particular community.



Based on the RHNA Plan for Glenn County, the City of Orland's share of regional housing needs is 80 units.<sup>1</sup>

Orland has an estimated vacant land capacity to construct 1,520 single-family and multi-family units and to meet its 2014–2019 RHNA goal of 80 units. Since 2014, 107 residential units have been built in Orland. The RHNA goal for low (10) and moderate (14) income units have been met. However, the goal for very-low (20) and above-moderate (36) income units have not. As such, the RHNA for the 2014-2021 time period now stands at 56 units, 20 for very-low incomes and 36 for above-moderate incomes.

### **Summary**

In comparing the General Plan's projections to the current setting, it can be concluded that the General Plan projections were correct that new residential development would be required to meet demand. The City's Housing Element identifies some new requirements (resulting from outside legislation) that have created new targets for the City to meet, and through the required internal consistency, will work in concert to support the General Plan in addressing those goals. The City believes that the General Plan adequately identifies goals to meet existing and future desires of the City. The City has ensured that an ample amount of vacant land exists to accommodate the targeted RHNA unit allocation of 80 units. While the full targeted unit allocation for residential units pursuant to the RHNA Plan may not be physically constructed, Orland has met and exceeded its RHNA for low and moderate income units. Furthermore, the majority of these new housing units (72) have been built for lower income households.

## **II. ADEQUACY OF THE CURRENT CITY OF ORLAND GENERAL PLAN**

Government Code Section 65302 states that "the general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals." At the time the 2008-2028 General Plan was written the state required seven elements be included. These are described in this report. Recent state legislation requires that an environmental justice element also be included in a general plan. According to Government Code Section 65302(h)(2) this element must be included in the general plan upon the adoption or next revision of two or more elements concurrently on or after January 1, 2018. It, however, does not have to be a stand-alone element but the environmental justice goals, policies, and objectives can be included in other elements.

Also required because of recent state law revisions, upon the next revision of the housing element on or after January 1, 2014, (April 15, 2021 for Orland) the safety element shall be reviewed and updated as necessary to address the risk of fire for land classified as state responsibility areas, as defined in Section 4102 of the Public Resources Code, and land classified as very high fire hazard severity zones.

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<sup>1</sup> The RHNA Plan identified the need for 30 units for lower-income households, 14 units for moderate-income households, and 36 units for above moderate-income households.



For one of the required elements, the Housing Element, the Government Code is very specific about contents, requirements, and frequency of adoption. The requirements for the other six elements are less specific. The Government Code requires that the Housing Element be reviewed and adopted or re-adopted at least every 5 years, while the other elements of the plan should be revised “as needed” to keep information current. The City of Orland General Plan contains all seven of the required elements and comprises a legally adequate General Plan.

The City of Orland General Plan was consistent with state requirements when it was adopted in February 2012 and remains consistent with state requirements to this day. The Housing Element was updated and adopted in 2014 and has been certified by the California Department of Housing and Community Development (HCD) to be in compliance with state housing element law.

### ***Usefulness of the Plan***

The general plan has been described by the courts as “the constitution for development” (of a jurisdiction). All development approvals must be consistent with the general plan. Therefore, a general plan is useful if it provides up-to-date information, goals, policies, and programs that are consistent with current city growth policies and which are physically and economically feasible to implement.

The Orland General Plan elements are listed below, with a brief description of what they include, followed by a brief discussion and summary regarding currency and what was done in Orland in the 2018 calendar year to ensure that the goals, policies, and programs set forth in the General Plan have been addressed.

### **LAND USE ELEMENT**

*A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space...and other categories of public and private uses of land. [It]...shall include a statement of the standards of population and building intensity recommended for the various districts...*

The Land Use Element of the General Plan lists five goals, as follows:

- Goal 2.1 – Maintain and promote the qualities that make Orland a desirable community.
- Goal 2.2 – Maintain a compact urban form and preserve agricultural land outside of the City.
- Goal 2.3 – Create and maintain neighborhoods that ensure a high quality of life in Orland.



- Goal 2.4 – Promote the expansion and retention of existing commercial establishments and encourage new commercial development in the City.
- Goal 2.5 – Promote economic growth in the City of Orlando through attraction and retention of industry in order to enhance employment opportunity and maximize the availability of goods and services within the community.

These goals contain several policies and programs that generally seek to ensure a high quality of life, efficient development, and economic growth. Within that framework, staff worked on the following items throughout the 2018 calendar year to ensure that the goals set forth in the General Plan have been addressed:

- All development proposals within the City are required to comply with an established design review process. (Goal 2.1; Program 2.1.A.4)
- The processing an approval of various commercial endeavors such has the Simplot Grower Solutions facility expansion project, the Chevron Service Station project and the Olivarez Honey Bees Meadery project. (Goal 2.4; Goal 2.5)

Summary/Conclusion: The Land Use Element is useful and adequate in its characterization of the nature of the city and the General Plan's overarching goals and policies. No amendments to the Land Use Plan were made nor required in 2018.

### CIRCULATION ELEMENT

*A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan...*

Ten goals are listed in the Circulation Element of the Orland General Plan, as follows:

- Goal 3.1 – Plan for, provide and maintain a circulation system that permits the safe and efficient movement of people and goods throughout the City and Orland Planning Area.
- Goal 3.2. – Establish a system of safe and efficient Local, Collector, and Arterial roads to reduce travel time and improve traffic safety that is consistent with the land use patterns of the City.
- Goal 3.3 – Formulate and adopt circulation design and improvement standards that require a level of service consistent with the demands generated by proposed development, public safety, and the efficient use of public and private resources and which are uniformly applied in the Orland Planning Area.
- Goal 3.4 – Achieve a coordinated regional and local transportation system that minimizes traffic congestion and efficiently serves users.



- Goal 3.5 – Provide safe and efficient parking and loading facilities for all nonresidential land uses.
- Goal 3.6 – Encourage transportation alternatives to the automobile.
- Goal 3.7 – A non-vehicular circulation system linking important public places within the community.
- Goal 3.8 – A safe sidewalk system which provides maximum opportunities for pedestrian traffic throughout the City.
- Goal 3.9 – Contribute toward improving the air quality of the region through more efficient use of private vehicles and increased use of alternative transportation modes.
- Goal 3.10 – To provide the highest level of roadway maintenance for City residents.

The goals contain several policies and programs that generally seek to enhance the movement of goods and people throughout the city, provide safe walking routes for residents, and maintain and improve the quality of the roadways within the city. During the 2018 calendar year, the City undertook the following measures to advance the Circulation Element:

- Preparation and processing of the Highway 32/Walker Street Streetscape Improvement project. The City has completed and adopted the plan for the Highway 32/Walker Street corridor streetscape design improvement. This design includes pedestrian, bicycle and circulation improvements which will also assist in commercial access. (Goal 3.1; Goal 3.2; Goal 3.4; Goal 3.6; Goal 3.7; Goal 3.8; Goal 3.9)
- The City of Orland started the street improvement project on Tehama Street. The Project includes the following: grind and overlay pavement surface, replace curb returns and ramps and alley entrances to meet accessibility/ADA requirements, repair sidewalk where needed for accessibility/ADA compliance, add missing sections of sidewalks for accessibility/ADA compliance, provide additional storm drain connectivity where missing. The bid for this project has been accepted by the City and construction is anticipated to be in early 2019. (Goal 3.1; Goal 3.2; Goal 3.6; Goal 3.7; Goal 3.8; Goal 3.10)
- The City of Orland implemented a project to construct an approximately 0.91-mile-long multi-use, non-motorized path in order to provide linkage between the residential neighborhoods in the Project area and the City's Community Center and Lely Aquatic Park. Phase I of project construction is anticipated in early 2019. (Goal 3.1; Goal 3.6; Goal 3.7; Goal 3.8; Goal 3.9)



Summary/Conclusion: The Circulation Element in the General Plan is devised and designed to support the Land Use Plan and policies for both current uses and future growth. The Circulation Element has not been amended since its adoption, and the goals, policies, and programs of the element are valid. The Circulation Plan within the element continues to serve to facilitate the implementation of the Land Use Plan, and the assumptions and projections supporting its designations of streets and roadways are accurate and provide a legally adequate and viable plan.

### SAFETY ELEMENT

*A safety element for the protection of the community from any unreasonable risks associated with the effects of [...earthquakes, dam failures, subsidence, liquefaction and other known geologic hazards]. It shall also address evacuation routes, peakload water supply requirements...*

The Safety Element of the Orland General Plan lists nine goals, as follows:

- Goal 4.1 – Ensure that the City of Orland and involved local agencies are able to effectively respond to emergency situations that may threaten the people and property of Orland.
- Goal 4.2 – Minimize the risk of personal injury and property damage resulting from flooding.
- Goal 4.3 – Protect people and property within the City of Orland against fire-related loss and damage.
- Goal 4.4 – Provide police and emergency medical services in a well-planned, cost-effective, and professional manner.
- Goal 4.5 – Ensure a range of health care services are conveniently available to City residents.
- Goal 4.6 – Minimize the threat of personal injury and property damage due to seismic and geologic hazards.
- Goal 4.7 – Minimize the risk of personal injury, property damage, and environmental degradation resulting from the use, transport, disposal, and release/discharge of hazardous materials.
- Goal 4.8 – Minimize the potential for hazards related to rail service in and around the City of Orland.
- Goal 4.9 – Ensure public safety during airport operations.

The City made an effort in 2018 to advance the goals and programs of the Safety Element. This effort includes:



- The City continued to fund the Orland Police Department, which in turn has continued to provide a high quality, community-appropriate level of law enforcement services. (Goal 4.4; Program 4.4.A.3)
- Annually, the City implements the fire hydrant replacement project. This project replaces older fire hydrants which need updating in the city, as necessary (Goal 4.3; Goal 4.7)
- The City assisted in the purchase, using development impact fees collected by the City, of a new ladder fire truck for the Orland Volunteer Fire Department. (Goal 4.3; Goal 4.4)

Summary/Conclusion: The Safety Element contains information and goals, policies, and programs regarding emergency preparedness, flood and geologic hazards, fire and police protection, and hazardous waste and materials. The element has not been amended since its adoption and is a current, useful, and adequate element of the General Plan.

#### OPEN SPACE, CONSERVATION, AND PUBLIC FACILITIES ELEMENT

*A conservation element for the conservation, development and utilization of natural resources including water...soils, rivers...and other natural resources.*

Ten goals are listed in the Open Space, Conservation, and Public Facilities Element of the Orland General Plan, as follows:

- Goal 5.1 – Promote and protect the continued viability of agriculture surrounding Orland.
- Goal 5.2 – Ensure that all mining activity is appropriately permitted and that mines are effectively reclaimed.
- Goal 5.3 – Minimize impacts to wildlife and wildlife habitat as new development occurs within the Orland Planning Area.
- Goal 5.4 – Maintain and protect air quality within the City of Orland at acceptable levels as defined by state and federal standards.
- Goal 5.5 – Reduce the contribution of greenhouse gases from existing sources and minimize the contribution of greenhouse gases from new construction and sources.
- Goal 5.6 – Conserve, enhance, and manage water resources, protect their quality, and ensure an adequate long-term supply of water for domestic, agricultural, industrial, and recreational use.
- Goal 5.7 – Protect the quantity and quality of community water supplies.



- Goal 5.8 – Provide quality wastewater service to all existing and future City residents.
- Goal 5.9 – Provide for the collection, transport, and stormwater in a safe manner to protect people and property from damage arising from storm drainage.
- Goal 5.10 – Develop and sustain an integrated and cohesively designed park system that is complementary to existing and proposed development as well as the natural environment. This shall include development and maintenance of a network of recreational trails, bicycle lanes and bikeways.

The City made an effort in 2018 to advance the goals and programs of the Open Space, Conservation, and Public Facilities Element. This effort includes:

- The City will continue to maintain and protect air quality in Orland at the acceptable levels as defined by state and federal standards. (Goal 5.5; Policies 5.5.A, B, and G)
- The City installed wastewater aeration equipment at the treatment plant which enhances the treatment abilities of the plant and assist in an increased capacity. (Goal 5.6; Goal 5.8)
- The City installed headwork screening and augers at the wastewater treatment plant to remove unwanted materials for the wastewater flow. (Goal 5.6; Goal 5.8)
- The City implemented the County Road MM sewer pipe replacement project. The project replaces the existing deteriorating concrete sewer line with a new, Polyvinyl chloride (PVC) sewer line. (Goal 5.8)
- The City brought on-line the Eve Drive well to assist in the production of water in the city (Goal 5.6; Goal 5.7)
- The City implemented the water system Supervisory Control and Data Acquisition (SCADA) program. SCADA provides monitoring and control capabilities to the city water system. (Goal 5.6; Goal 5.7)
- The City of Orland implemented a project to construct an approximately 0.91-mile-long multi-use, non-motorized path in order to provide linkage between the residential neighborhoods in the Project area and the City's Community Center and Lely Aquatic Park. Phase I of project construction is anticipated in early 2019. (Goal 5.10)

Summary/Conclusion: The Open Space, Conservation, and Public Facilities Elements remain useful and relevant and have served the City over the last year. The element has not been amended since its adoption, and the goals, policies, and programs of the element remain valid.



## NOISE ELEMENT

*A noise element which shall identify and appraise noise problems in the community. [It] shall...analyze and quantify, to the extent practicable...current and projected noise levels for all of the following sources...[including highways, industrial uses, and others identified by Council as contributing to the community noise environment]. Noise contours shall be shown for all of these sources...The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element...*

The Noise Element of the General Plan includes one goal, as follows:

- Goal 6.1 – Protect citizens of Orland from the harmful effects of exposure to excessive noise. Additionally, protect existing noise-sensitive land uses from new uses that would generate noise levels that are incompatible with those uses and discourage new noise-sensitive land uses from being developed near sources of high noise levels.

Summary/Conclusion: The Noise Element contains standards and guidelines that protect both existing noise-generating uses and new potentially noise-sensitive land uses. The Noise Element contained within the General Plan has been used by staff and has provided valuable guidance and policy direction for the City. The Noise Element contained within the General Plan is current and accurate and remains useful and legally adequate.

## HOUSING ELEMENT

*The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. [It] shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and shall make adequate provision for the existing and projected needs of all economic segments of the community... (Section 65580).*

*Each local government shall review its housing element as frequently as appropriate...but not less than every five years. (Section 65588)*

The Housing Element of the General Plan includes five goals, as follows:

- Goal HE-1 – It is the goal of the City of Orland to promote the development of new housing that meets safety standards, offers a variety of housing types in a variety of locations, and enhances existing neighborhoods, services, and the environment.
- Goal HE-2 – It is the goal of the City of Orland to encourage the preservation of existing housing and the construction of new housing at a range of costs and in quantities to meet the needs of all income groups, including the very low-, low-, and moderate-income groups.



- Goal HE-3 – It is the goal of the City of Orland to promote affordability of housing of all types to meet the present and projected needs of households of all income levels.
- Goal HE-4 – It is the goal of the City of Orland to assure that discrimination is not a factor in the ability of households to obtain housing.
- Goal HE-5 – It is the goal of the City to promote the conservation of natural resources and energy in housing production.

In 2015, programs in the Housing Element resulted a General Plan Amendment and rezone to allow for high density residential development. The result was the change in the General Plan land use designation of Commercial to High Density Residential. The zoning change converted the current zoning of C-2, Community Commercial, to R-3, Residential Multiple Family-Professional.

In 2018, the City Zoning Ordinance was revised to comply with new Accessory Dwelling Unit legislation. This latest revision resulted in complete conformity of the Zoning Ordinance with state law. No other revisions were necessary due to programs in the Housing Element or new state housing legislation.

Summary/Conclusion: The long-term housing goal is to facilitate and encourage housing that fulfills the diverse needs of the community. The 2014-2021 Housing Element was adopted in August 2014 and has been certified by the California Department of Housing and Community Development for compliance with state housing element law. Generally, the Housing Element provides information and policy guidance on issues including affordable housing and housing for special needs groups and identifies potential programs that the City utilizes to help fill underserved housing needs in the community.

The 2014-2021 Housing Element contains 17 policies and 21 programs designed to establish the City's approach to the planning of housing in Orland. The City only saw three market rate homes built in Orland in 2018. However, 33 lower-income single family homes and one market rate multifamily complex were permitted in 2018. A total of 72 lower income single family housing units have been or are in the process of being developed in the City since the adoption of the 2014-2021 Housing Element. In addition, the City has seen 25 moderate income level single family homes and one multifamily complex with 10 apartments since adoption of the Housing Element.

The 2014-2021 Housing Element functioned as a useful and adequate element of the General Plan over the course of the past year (see Annual Element Progress Report – Housing Element Implementation).



## **Overall Summary**

The City of Orland adopted its General Plan in 2012. The document has been providing policy guidance and direction in a meaningful way. The General Plan Land Use Map was amended and therefore shifted the plan vision and policy direction. The General Plan Amendment consisted of the designation of the goals of redeveloping and infilling existing parcels to continue to grow the city while preserving the agricultural lands outside the city boundary. The General Plan also states that the City should promote the development of a variety of housing types to provide more housing. The General Plan is legally adequate and sufficiently represents the City's policy direction.

## **DEVELOPMENT ACTIVITY 2018**

As discussed above, after a substantial increase in development and entitlement requests in 2006–2007, requests tapered in number afterwards, with the exception of a significant increase in residential development in 2011. However, the amount of development in recent years (2016-2018) increased significantly due to the construction of a number of new single-family residential units, mainly in two development projects, Heartland and Benson Estates.

In 2018, the City of Orland Planning Department processed 38 building permits for new residential development. The City processed three tentative parcel maps, one lot merger, and one lot split. In addition, the city reviewed two site plans and processed applications for five conditional use permits.

The table below shows a summary of applications submitted in 2018.

### **Planning Applications – 2018**

<b>Application Type</b>	<b># of Applications</b>	<b>Status</b>
Conditional Use Permit	5	5 (approved)
Sign Use Permit	6	6 (approved)
Fireworks Sales Use Permit	6	6 (approved)
General Plan Amendment	2	1 (approved)
Zoning Ord. / Zoning Map Amendment	3	1 (map approved) 2 (ZCA approved)
Lot Merger	1	1 (approved)
Lot Split	1	1 (approved)
Parcel Map	3	3 (approved)
Subdivision Map	0	0
Variance	0	0
Annexation	1	1 (approved)
Site Plan Approvals	2	2 (approved)



## ***Summary***

Orland has seen a fluctuation in residential development activity over the last four years in with 10 units in 2015, 44 units in 2016, 7 units in 2017 and 46 units in 2018. The majority of units a (72) have been developed by the Community Housing Improvement Program's (CHIP) two projects, Heartland and Benson Estates, and are designed to allow lower-income households to purchase a single family home. In 2018, three building permits were issued for non-CHIP single family homes. One multifamily development with 10 apartments occurred during this time period.

As indicated previously in this report, the City of Orland General Plan provides meaningful direction to elected officials, City staff, landowners, citizens, and parties interested in the future of Orland. Through the end of calendar year 2018, the General Plan remained essentially unchanged in its direction and policy foundations from the time of its adoption in 2012. The plan was amended in 2014, with one change to a land use designation, and there were no changes to the General Plan's goals, policies, and programs during 2018. The current General Plan provides accurate and useful policy guidance for the City. The document is adequate and functional, and succeeds in meeting its own goals, policies, and programs in serving the needs of the City of Orland.



## REFERENCES

1. City of Orland. *City of Orland General Plan 2008–2028* (2012).
2. 2018 City of Orland Planning Department Application Processing Log.
3. City of Orland. *City of Orland General Plan 2014–2021 Housing Element*.
4. California Department of Finance. Demographic Research Unit, E-5 Report (2018).

## ANNUAL ELEMENT PROGRESS REPORT *(only relevant sections are shown)*

### Housing Element Implementation

St Address	Unit Types		Affordability by Household Incomes - Building Permits									# of Units Issued Building Permits	Affordability by Household Incomes - Certificates of Occupancy							Demolished/ Destroyed Units
	Unit Category (SFA,SFD,2 to 4,5+,ADU,MH)	Tenure R=Renter O=Owner	Very Low- Income Deed Restricted	Very Low- Income Non Deed Restricted	Low- Income Deed Restricted	Low- Income Non Deed Restricted	Moderate- Income Deed Restricted	Moderate- Income Non Deed Restricted	Above Moderate- Income	Building Permits Date Issued	Very Low- Income Deed Restricted		Very Low- Income Non Deed Restricted	Low- Income Deed Restricted	Low- Income Non Deed Restricted	Moderate- Income Deed Restricted	Moderate- Income Non Deed Restricted	Above Moderate- Income	Certificates of Occupancy or other forms of readiness (see instructions) Date Issued	
Total			0	0	33	10	0	3	0		46	0	0	14	0	0	1	0	15	1
226 Gable Dr	SFD	O									0		1				3/26/2018	1		
222 Gable Dr	SFD	O									0		1				3/26/2018	1		
205 Gable Dr	SFD	O									0		1				3/26/2018	1		
221 Gable Dr	SFD	O									0		1				3/26/2018	1		
225 Gable Dr	SFD	O									0		1				3/26/2018	1		
230 Gable Dr	SFD	O									0		1				3/26/2018	1		
304 Jaffe Ln	SFD	O									0		1				3/26/2018	1		
213 Gable Dr	SFD	O									0		1				7/24/2018	1		
234 Gable Dr	SFD	O									0		1				7/24/2018	1		
308 Jaffe Ln	SFD	O									0		1				7/24/2018	1		
312 Jaffe Ln	SFD	O									0		1				7/24/2018	1		
316 Jaffe Ln	SFD	O									0		1				7/24/2018	1		
320 Jaffe Ln	SFD	O									0		1				7/24/2018	1		
324 Jaffe Ln	SFD	O									0		1				7/24/2018	1		
1368 Marjorie Ct	SFD	O									0				1		10/3/2018	1		
18 E. South St	SFD	O									0							0	1	
4443 Road M 1/2	SFD	O						1	4/10/2018		1							0		
834 Watts Ave	SFD	O			1				8/17/2018		1							0		
862 Watts Ave	SFD	O			1				8/17/2018		1							0		
842 Watts Ave	SFD	O			1				8/17/2018		1							0		
877 Watts Ave	SFD	O			1				8/17/2018		1							0		
928 Watts Ave	SFD	O			1				8/17/2018		1							0		
823 Watts Ave	SFD	O			1				8/17/2018		1							0		
881 Watts Ave	SFD	O			1				8/17/2018		1							0		
874 Watts Ave	SFD	O			1				8/17/2018		1							0		
870 Watts Ave	SFD	O			1				8/28/2018		1							0		
838 Watts Ave	SFD	O			1				8/28/2018		1							0		
826 Watts Ave	SFD	O			1				8/28/2018		1							0		
830 Watts Ave	SFD	O			1				8/28/2018		1							0		

893 Watts Ave	SFD	O			1				8/28/2018	1									0
904 Watts Ave	SFD	O			1				8/28/2018	1									0
912 Watts Ave	SFD	O			1				8/28/2018	1									0
889 Watts Ave	SFD	O			1				8/28/2018	1									0
858 Watts Ave	SFD	O			1				10/26/2018	1									0
801 Watts Ave	SFD	O			1				10/26/2018	1									0
819 Watts Ave	SFD	O			1				10/26/2018	1									0
901 Watts Ave	SFD	O			1				10/26/2018	1									0
897 Watts Ave	SFD	O			1				10/26/2018	1									0
854 Watts Ave	SFD	O			1				10/26/2018	1									0
805 Watts Ave	SFD	O			1				10/26/2018	1									0
924 Watts Ave	SFD	O			1				10/26/2018	1									0
809 Watts Ave	SFD	O			1				10/26/2018	1									0
885 Watts Ave	SFD	O			1				10/26/2018	1									0
908 Watts Ave	SFD	O			1				10/26/2018	1									0
815 Watts Ave	SFD	O			1				10/26/2018	1									0
920 Watts Ave	SFD	O			1				10/26/2018	1									0
916 Watts Ave	SFD	O			1				10/26/2018	1									0
846 Watts Ave	SFD	O			1				10/26/2018	1									0
850 Watts Ave	SFD	O			1				10/26/2018	1									0
811 Watts Ave	SFD	O			1				10/26/2018	1									0
21 E. Chapman St	SFD							1	9/14/2018	1									0
919 5th St	5+	R						10	12/5/2018	10									0
151 E. Yolo St	SFD	O						1	12/11/2018	1									0

# ANNUAL ELEMENT PROGRESS REPORT

## Housing Element Implementation

(CCR Title 25 §6202)

<b>Jurisdiction</b>	Orland	This table is auto-populated once you enter your jurisdiction name and current year data. Past year information comes from previous APRs.  Please contact HCD if your data is different than the material supplied here
<b>Reporting Year</b>	2018 (Jan. 1 - Dec. 31)	

Table B												
Regional Housing Needs Allocation Progress												
Permitted Units Issued by Affordability												
Income Level		RHNA Allocation by Income Level	2015	2016	2017	2018	2019	2020	2021	Total Units to Date (all years)	Total Remaining RHNA by Income Level	
Very Low	Deed Restricted	20								72	20	
	Non-Deed Restricted											
Low	Deed Restricted	10		39		33				35		
	Non-Deed Restricted											
Moderate	Deed Restricted	14								10		
	Non-Deed Restricted		10	5	7	13						
Above Moderate		36									36	
Total RHNA		80										
Total Units			10	44	7	46				107	56	

Note: units serving extremely low-income households are included in the very low-income permitted units totals  
 Cells in grey contain auto-calculation formulas

# ANNUAL ELEMENT PROGRESS REPORT

## *Housing Element Implementation*

(CCR Title 25 §6202)

<b>Jurisdiction</b>	Orland	
<b>Reporting Year</b>	2018	(Jan. 1 - Dec. 31)

**Table D**

**Program Implementation Status pursuant to GC Section 65583**

**Housing Programs Progress Report**

Describe progress of all programs including local efforts to remove governmental constraints to the maintenance, improvement, and development of housing as identified in the housing element.

1	2	3	4
Name of Program	Objective	Timeframe in H.E	Status of Program Implementation
Program HE-1.A: Housing Inspection Program	The City's Building Division is responsible for building and zoning code inspections. On a request basis, the Building Division will inspect residential properties to identify Health and Safety Standards violations and other Building Code violations in need of correction. Buildings found to be in violation of Health and Safety Standards and/or Building Codes will be required to be rehabilitated to current codes and standards.	Ongoing, 2014–2021	The City's building inspector undertakes building safety inspections for all new units/structures, all structures being modified through the building permit process and all known code violations to continue to ensure safety in the City's housing stock
Program HE-1.B: Housing Rehabilitation Program	Continue the City's programs to provide financial assistance to owner and renter lower-income households for housing rehabilitation.	Ongoing. Complete application for CDBG and HOME funds annually	The City continues to maintain a list of any interested parties in the financial assistance for housing rehabilitation. At this point, the City works with the County to assist any projects that need rehabilitation assistance.
Program HE-1.C: First Time Homebuyers Program	The City has not received funding for this program in recent years for a variety of reasons. However, the City will endeavor to promote the City's First-Time Homebuyers Program to assist in the home-buying opportunities for lower-income households.	Complete application for CDBG and HOME funds annually	Currently, the City does not have a First-time Buyers program. However, through the Community Housing Improvement Program (CHIP) which provides housing for lower-income households, 72 new single family homes have been constructed between 2014 and 2019 in the City.
Program HE-1.D: Infrastructure Provision and Financing	Minimize infrastructure costs for residential development by identifying infrastructure needs and coordinating and streamlining infrastructure financing programs.	Ongoing; apply for funds annually	The City has reviewed the City's Development Impact Fee Program and completed an update to the existing fees in 2013. The City allows certain waivers or fee reduction for affordable housing projects

<p>Program HE-1.E : General Plan and Housing Element Periodic Review and Update</p>	<p>Maintain a General Plan, including the Housing Element that contains current data and is effective in implementing housing goals and facilitate the private rehabilitation of housing units through the identification of available funding sources and informing City residents of such sources.</p>	<p>Ongoing, annually</p>	<p>The City continues to review and revise, as necessary, the General Plan and Housing Element on an annual basis. The City provides annual reports as to the effectiveness of the Housing Element to the Orland Planning Commission, the City Council, and the California Department of Housing and Community Development.</p>
<p>Program HE-2.A: Medium- and High- Density Residential Sites</p>	<p>Increase the number of sites available for medium- and high-density residential development, particularly medium-density residential sites, by continuing to evaluate the Conditional Use Permit (CUP) requirement in the existing permit process for owner-occupied and multi-family rental uses over four units.</p>	<p>Analyze and report on constraints associated with CUP requirement annually. Ongoing related to annexation priority as annexations are requested/proposed</p>	<p>In 2017, the City received one application for a multifamily complex on a commercially zoned. This application required a CUP which was approved by the Planning Commission in a timely manner. The complex was issued building permits in 2018. No other applications for multifamily development have been received by the City since 2014.</p>
<p>Program HE-2.B: Residential Site Development Program</p>	<p>The supply of developable land zoned for higher-density residential use is a limiting constraint to the future development of higher-density housing in the city. Identification of vacant and underutilized residential land and its development potential will help to determine the residential development potential in the city and assist in identifying ways to remove the constraints.</p>	<p>Consistently update the GIS database as development occurs</p>	<p>In 2015, programs in the Housing Element resulted a General Plan Amendment and rezone to allow for high density residential development. This resulted in a change in the General Plan land use designation of Commercial to High Density Residential. The zoning change converted the current zoning of C-2, Community Commercial, to R-3, Residential Multiple Family-Professional. The City maintains and updates the its GIS system to assist staff in identifying vacant parcels and opportunities for new residential development. The public GIS system is available through the City's website.</p>
<p>Program HE-2.C: Second Units</p>	<p>Encourage the production of second-unit housing to meet the needs of the expanding Orland population.</p>	<p>Develop materials by December 2014 and ongoing</p>	<p>The City has adopted the second dwelling unit ordinance codified in Title 1, Section 17.76.130. The City has currently updated the ordinance to meet new state standards.</p>
<p>Program HE-2.D: Development Processing System Review Program</p>	<p>Complex processing procedures in permit issuance can be a major obstacle in housing development, especially for affordable housing projects that are under tight timelines imposed by state and federal funding programs. Minimize processing time for development permits, especially those for affordable residential projects and projects that conform to City development requirements.</p>	<p>Annually review the development processing/review procedure</p>	<p>The City offers pre-application meetings to developers prior to submittal of formal applications. This assists in reducing overall processing times. The City strives to minimize processing times for all development applications in the City.</p>

<p>Program HE-2.E: Planned Development</p>	<p>The City shall encourage planned developments. The City has a Planned Development (PD) zoning district, which allows for flexibility in the use and design of land and structures. This flexibility may include the alteration of setback requirements, height limits, sign requirements, building coverage limits, off-street parking, density and intensity limits, etc. These districts are excellent areas for the development of a mix of different housing types such as condominiums, apartments, and single-family dwellings.</p>	<p>Produce brochures by January 2015</p>	<p>Brochures on the Planned Development process in the City have not yet been developed. However, the City does provide informational brochures on other planning processes such as tentative maps and site plan reviews which are available on the City's website. While the City has not received any residential planned development applications in recent years, the City's 2012 General Plan update actively encourages planned developments and the use of planning tools such as master plans and specific plans.</p>
<p>Program HE-3.A: Affordable Housing Preservation</p>	<p>The establishment of a program to monitor and preserve affordable housing at risk of converting to market rate through a program that includes notification to owners and tenants and participation in federal, state, and local preservation programs.</p>	<p>Ongoing</p>	<p>The City monitors at-risk projects and works with owners of such projects in an effort to maintain the housing as affordable beyond the originally required time span.</p>
<p>Program HE-3.B : Funding for Affordable Housing Development</p>	<p>Encourage and connect developers with the most feasible and appropriate available housing programs provided by the state and federal government that meet the needs of existing and future residents.</p>	<p>Annually. Scheduling of City applications for funding from the various federal and state funding programs are dependent on the application deadlines for the various programs and on funding availability within the City General Fund. The City will contact HCD to determine the application deadlines for the various funding sources. The City will apply for funding as it becomes available and as staffing and budget permits.</p>	<p>In 2018, the City processed 33 building permits for the Community Housing Improvement Program (CHIP). These units are currently under construction and are available to lower income households. These are self-help affordable units.</p>
<p>Program HE-3.C: Self-Help Housing Development Program</p>	<p>Self-help housing, or housing developed through "sweat equity," is a good opportunity for lower-income households to gain homeownership. It is the City's desire to continue to encourage this type of homeownership for lower-income households.</p>	<p>The City will contact prospective affordable housing developers annually.</p>	<p>In 2018, the City processed 33 building permits for the Community Housing Improvement Program (CHIP). These units are currently under construction and are available to lower income households. These are self-help affordable units.</p>

Program HE-3.D: Removal of Governmental Constraints to Housing Development for Persons with Disabilities	The identification and removal of possible governmental constraints to the development of housing for persons with disabilities.	The City will adopt a more formalized reasonable accommodations procedure by August 2015.	The City continues to assist persons with disabilities by providing information regarding the City's reasonable accommodation policies and practices. This information is available in the form of postings and pamphlets at City Planning Department and website.
Program HE-3.E: Agricultural Employee Housing	Health and Safety Code Section 17021.5 states that employee housing for farmworkers accommodating six or fewer workers shall be considered a residential use and shall not require any special approvals that are not required of a family dwelling of the same type in the same zone. The City's Zoning Ordinance does allow for agricultural employee housing in all residential zoning districts by right in the city.	Amend Zoning Ordinance by August 2015. Consultations to be completed annually.	The City follows all State requirements for farmworker and agricultural worker housing. The City amended the Zoning Ordinance in 2014 to comply with the State's agriculture employee housing law. The City has not received any applications for farmworker/agricultural employee housing in 2018 or in previous years since 2014.
Program HE-3.F: Large Household Housing	Large renter households are those with five or more persons. Orland does not have an adequate number of dwellings sized for this large family group. The number of large rental housing units is very limited in the city.	2014–2021	The City has not received an application for large family rental housing in 2018. However, the City encourages developers to include this type of housing as a part of the Development Agreement process.
Program HE-3.G: Emergency Shelters/Transitional and Supportive Housing	Allow for the transitional and supportive housing resources for homeless and nearly homeless persons as required by Senate Bill (SB) 2 and support the provision of services to address homeless needs.	Amend the Zoning Code to fully implement SB 2 requirements related to transitional and supportive housing by August 2015. COC activities occur monthly and quarterly.	The City amended its Zoning ordinance in 2014 to comply with SB 2. Transitional and supportive housing is allowed in all zoning districts which allow residential uses and only subject to the conditions of that apply to residential uses of the same type.
Program HE-3.H: Housing for Special Needs Population	Support the construction of housing and provision of services for special needs residents.	Continue to allow the development of housing for the special needs population in Orland. Apply for at least two funding opportunities to address those with special needs during the planning period.	While the City has not received any applications in 2018 for the development of housing for special needs groups, the City continues to allow this type of development. As a matter of practice, the will City work with applicants to support the construction of housing for special needs residents.
Program HE-4.A: Housing Discrimination and Housing Equal Opportunity	Prevent housing discrimination and promote equal housing opportunities.	Ongoing	The City actively promotes equal housing opportunities through programs that include making housing discrimination prevention documents available to English and non-English speaking persons and providing referral services and resource information to underserved or disadvantaged communities.

<p>Program HE-5.A: Implement State Energy Conservation Standards</p>	<p>The City will continue to promote energy and resource conservation wherever possible. Applicants for building permits must show compliance with the state's energy conservation requirements at the time building plans are submitted.</p>	<p>Ongoing, as projects are processed through the Building Division.</p>	<p>The City's General Plan encourages the use of alternative energy technologies and supports energy conservation and green energy programs. The City has adopted the 2016 California Green Building Standards Code.</p>
<p>Program HE-5.B: Energy Conservation and Assistance Programs</p>	<p>The City will continue to promote energy conservation and assistance programs, both public and private, specifically targeted to lower-income households. Continue to incorporate applicable implementation tools that promote energy conservation into the City's Zoning Ordinance.</p>	<p>Ongoing</p>	<p>The City's General Plan encourages the use of alternative energy technologies and supports energy conservation and green energy programs. The City has adopted the 2016 California Green Building Standards Code.</p>

**CITY OF ORLAND  
CITY COUNCIL RESOLUTION CC 2019-\_\_\_\_**

**ACCEPTING AND APPROVING THE PRESENTATION OF THE  
2018 GENERAL PLAN AND HOUSING ELEMENT ANNUAL PROGRESS REPORT**

**WHEREAS**, California Government Code Section 65400(a)(2) mandates that the City to complete the General Plan/Housing Element Annual Progress Report, and;

**WHEREAS**, the Planning Commission of the City of Orland, California considered the matter at their normally scheduled and noticed public meeting on March 21, 2019 and recommended acceptance and approval of the report to the City Council and directed staff to submit the report as presented, and

**WHEREAS**, the City Council of the City of Orland, California considered the matter at their normally scheduled and noticed public meeting on April 2, 2019 and accepted and approved the report as presented, and

**WHEREAS**, Planning Staff of the City of Orland, California submitted the report as directed and as provided by law.

**NOW, THEREFORE, BE IT RESOLVED**, that the City Council of the City of Orland approves and accepts the 2018 General Plan and Housing Element Annual Progress Report as required.

The foregoing Resolution was adopted by the City Council of the City of Orland on the 2<sup>nd</sup> day of April 2019 by the vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

\_\_\_\_\_  
Bruce Roundy, Mayor

ATTEST:

\_\_\_\_\_  
Angela Crook, City Clerk