



City of Orland
815 Fourth Street
Orland, CA 95963

Housing Policy Department
Received on:

APR 04 2013

Date: April 2, 2013

To: **Department of Housing and Community Development**
Division of Housing Policy Development
P.O. Box 952053
Sacramento, CA 94252-2053

Governor's Office of Planning and Research
P. O. Box 3044
Sacramento, CA 95812-3044

RE: **City of Orland, California – California Government Code Section 65400
Annual General Plan Report and Housing Element Progress Report**

To Whom It May Concern:

Pursuant to Section 65400 of the Government Code, the City of Orland hereby submits its Annual General Plan Report and Housing Element Progress Report. Attached with this letter of transmittal, please find the following item(s):

- City of Orland, California – Annual General Plan Report and Housing Element Progress Report and completed Statement of Accuracy for calendar year 2012.

Please feel free to contact the City of Orland Planning Department at 815 Fourth Street, Orland, CA 95963 if you have any comments.

Sincerely,
Scott Friend
City of Orland Planning Department

By: _____


Scott Friend, AICP
City Planner (contract)

cc: Project File
Pete Carr, City Manager (w/out attachments)



City of Orland
2012 City of Orland
General Plan/Housing Element
Annual Report

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

March 2013

**Department of Housing and
Community Development
ANNUAL HOUSING ELEMENT PROGRESS REPORT**

City or County Name:

City of Orland

Mailing Address:

City of Orland

815 Fourth Street

Orland, CA 95963

Contact Person: Pete Carr Title: City Manager

Phone: (530) 865-1608 FAX: (530) 865-1632 E-mail: citymanager@cityoforland.com

Reporting Period by Calendar Year: from January 1, 2012, to December 31, 2012

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, 2013. 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 that has been provided herein is true and correct.



Peter Carr, City Manager

4/3/2013

Date

**California Department of Housing and Community Development
(HCD)**

**Housing Element Implementation
Annual Progress Report Form**

Reporting Year 2012



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. Only charter cities are exempt from the requirement to prepare Progress Reports, pursuant to Government Code Section 65700. 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 Plan. 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 of 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 been 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. However, the amount of development in 2012 was reflective of the more stagnant years of 2008–2010. The reasons for the increased interest and subsequent reduction of development in Orland are varied, but are most directly related to the real estate bubble and to the current depressed state of the economy.

These and other market forces, including the general depressed conditions of the local job market, have resulted in a near flat rate of growth in the City and a continued reduction in the overall number of applications submitted to the City for development through the 2012 reporting period. As a result of these conditions, the City has not seen any real interest from groups seeking to leverage the opportunities that exist in the City for new development. The City of Orland has not been successful in securing any real projects as a result.



Regardless of development interest within 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 actions of the City throughout the 2012 calendar year.

City of Orland 2009–2014 Housing Element

The *City of Orland 2009–2014 Housing Element* (Housing Element or HE) was adopted by the City Council on March 15, 2010 (amended July 19, 2010). The HE was certified by the California Department of Housing and Community Development in September of 2010.

The Housing Element outlines the goals, policies, and programs of the City 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 (2009–2014). The primary components of HE 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 during the next 5-year planning period.

EXECUTIVE SUMMARY

As described in this report, the recently adopted 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 surrounding area is included in all of the elements of the current City of Orland General Plan. The overarching, supporting, and descriptive information (setting, etc.) is accurate and therefore useful.
- The 2009–2014 Housing Element concludes that the City is making progress toward meeting its regional housing needs allocation and has the land supply available to meet its targets in the planning horizon (2009–2014).



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 2012 (on page 13) summarizes the development applications and activity that has 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* makes projections for both population and land use demands. The first section, Land Use, includes 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 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 Projected Land Use Demands, 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 2009–2014 Housing Element* states that the City has continued to grow from its humble beginnings of 292 residents to a community of over 7,000. 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 figures from the California Department of Finance suggests that the population of Orland increased from 7,291 in 2010 to 7,541 in 2012.

The Housing Element identified a total of 3.6 acres of Residential Multiple Family (R-3) zoned lands with the realistic potential to result in 82 units; 2.3 acres of Residential (R-2) zoned lands with the realistic potential to result in 26 units; and 229.9 acres of Residential One Family (R-1) zoned land with the realistic potential to result in 1,251 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 within 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 of California 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) has developed an RHNA Plan for Glenn County, which identifies a need for a specific number of new residential units in Glenn County over a 7.5-year period (January 1, 2007, to June 30, 2014). 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 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 621 units (as amended and approved via Resolution 2011-12 and recertified by the Housing and Community Development Department in January of 2012), primarily for above moderate-income houses.¹ Since 2007, a total of 419 units have been built within the City, bringing Orland's remaining share of its regional housing needs allocation to 328 units.

Summary

In comparing the General Plan's projections to the current setting, it is concluded that the General Plan projections were correct; they identified 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. It is also concluded that the General Plan is serving to meet its own goals. While the full targeted unit allocation for residential units pursuant to the RHNA Plan may not be physically constructed, in large part due to the current depressed state of the economy, the City has experienced residential growth at a level in which over half of the targeted allocation has been built. Furthermore, the City has ensured that an ample amount of vacant land exists to accommodate the targeted unit allocation.

¹ The RHNA Plan identified the need for 28 units for very low-income earners, 20 units for low-income earners, 19 units for moderate-income earners, and 50 units for above moderate-income earners.



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." The General Plan must include the seven elements described below in this report.

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 must 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. As indicated previously in this report, all elements of the General Plan, with the exception of the Housing Element (adopted in 2010), were adopted in 2012 and are valid and functional today.

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 2010.

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 has been done in the City of Orland in the 2012 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 list five goals, as follows:

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



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- 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 Orland 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 which generally seek to ensure a high quality of life, efficient development, and economic growth. Within that framework, staff has been working on the following items throughout the 2012 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. (Program 2.1.A.4; Program 2.1.A.5)
- The City amended Chapter 17.96 of the Municipal Code in order to establish an expanded definition of a nonconforming structure. The intent of this amended Code Chapter is to end up with more nonconforming structures complying with all current City standards. (Goal 2.1; Program 2.1.B.2; Goal 2.3)
- In 2012, the City completed a supplemental environmental review resulting from a request to amend the adopted Conditions of Approval attached to the Conditional Use Permit (CUP) for the Benson Estate residential subdivision project. The request resulted in the approval of an amendment to the approved CUP to remove the Condition requiring that the 7.5 acre project be constructed with 36 senior-only (55+) residential lots to allow for the development of 35 non-age restricted residential lots. The intent of this CUP Amendment is to respond to the market needs of the community as it has been demonstrated that the senior-only restriction has inhibited demand to build on the site and thus implementation of the residential project. The project includes sidewalks that will connect with existing sidewalks to support pedestrian traffic. (Policy 2.3.B)
- The City has leased commercial space to a discount grocer at a reduced rate in order to encourage a land use that positively serves lower-income populations in the community. (Goal 2.4; Policy 2.4.A; Policy 2.4.B)

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 in 2012.



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..."

There are ten goals 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 good 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.

These 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, maintain and improve the quality of the roadways within the City, etc. During the 2012 calendar year, the City has taken the following measures to advance the objectives and programs under these goals:

- In 2012, the City completed a supplemental environmental review resulting from a request to amend the adopted Conditions of Approval attached to the Conditional Use Permit (CUP) for the Benson Estate residential subdivision project. The request resulted in the approval of an amendment to the approved CUP to remove the Condition requiring that the 7.5 acre project be constructed with 36 senior-only (55+) residential lots to allow for the development of 35 non-age restricted residential lots. The project includes sidewalks that will connect with existing sidewalks to support pedestrian traffic. (Goal 3.6; Goal 3.8; Policy 3.8.B)

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 for 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.



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- 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.

There have been work efforts within the City in 2012 to advance the goals and programs of the Safety Element. These work efforts include the following:

- In 2012, the City completed a supplemental environmental review resulting from a request to amend the adopted Conditions of Approval attached to the Conditional Use Permit (CUP) for the Benson Estate residential subdivision project. The request resulted in the approval of an amendment to the approved CUP to remove the Condition requiring that the 7.5 acre project be constructed with 36 senior-only (55+) residential lots to allow for the development of 35 non-age restricted residential lots. Project site-specific soils were evaluated for shrink-swell, liquefaction, and erosion potential (Goal 4.6; Policy 4.6.A)
- 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)

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."

There are ten goals 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.



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- 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 following work efforts were undertaken or advanced in 2012 to implement the programs and policies of the Open Space, Conservation, and Public Facilities Element. These work efforts include the following:

- The City has recently completed an environmental review of the Amendment to the Benson Estate CUP, which analyzed potential impacts to biological resources and air quality during and after construction. (Goal 5.3; Policy 5.3.C; Policy 5.4.B)

Summary/Conclusion: The Open Space, Conservation, and Public Facilities Element remains useful and relevant and has 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)

Summary/Conclusion: The 2009–2014 Housing Element was adopted in March 2010 and has been approved by the California Department of Housing and Community Development. Generally, Housing Elements provide 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 2009–2014 Housing Element contains 21 policies and 29 programs designed to establish the City’s approach to the planning of housing in Orland. Because of issues related to the general state of the local, regional, and national economies, the City has not seen any major housing-related planning projects in the City.

The 2009–2014 Housing Element functioned as a useful and adequate element of the General Plan over the course of the past year (see Table C of Attachment 1 below).



Overall Summary

The City of Orland adopted its General Plan in 2012, and the document has been providing policy guidance and direction in a meaningful way. The General Plan Land Use Map has not been amended and therefore did not result in any changes or shifts in plan vision or policy direction. The General Plan is legally adequate and sufficiently represents the policy direction of the City.

DEVELOPMENT ACTIVITY 2012

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 of residential development in 2011. However, the amount of development in 2012 was reflective of the more stagnant years of 2008–2010.

In 2012, the City of Orland Planning Department processed 181 total development permits.

The City did not process any General Plan Amendments, lot mergers, new subdivision or tentative maps, or annexation requests in 2012.

Summary

As the real estate market continued to stagnate throughout the majority of Northern California communities, the City of Orland experienced a slowing in total development activity and applications from the level experienced in the mid- to late-2000s to a current level resulting in limited development activity within the City in 2012.

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 2012, the General Plan has remained essentially unchanged in its direction and policy foundations from the time of its adoption at the beginning of 2012. The plan was not amended in 2012, and there were no changes to land uses or to the goals, policies, and programs of the General Plan. 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 and in serving the needs of the City of Orland.



REFERENCES

1. *City of Orland General Plan 2008–2028*. Adopted 2012.
2. *2009–2014 City of Orland General Plan Housing Element*. Adopted 2010.
3. California Department of Finance, Demographic Research Unit, E-5 Report (2013).
4. Website, State of California: Governor's Office of Planning and Research. Various pages; <http://www.opr.ca.gov/>.

ANNUAL ELEMENT PROGRESS REPORT Housing Element Implementation (CCR Title 25 §6202)

Jurisdiction City of Orland
Reporting Period 1/1/2012 - 12/31/2012

Table A

Annual Building Activity Report Summary – New Construction
Very Low-, Low-, and Mixed-Income Multifamily Projects

1	2	3	4				5	5a	6		7	8
			Housing Development Information						Housing With Financial Assistance and/or Deed Restrictions			
Project Identifier (may be APN No., project name, or address)	Unit Category	Tenure R= renter O= owner	Affordability by Household Incomes			Total Units per Project	Est. # Infill Units*	Assistance Programs for Each Development <small>See instructions</small>	Deed-Restricted Units <small>See instructions</small>	Deed Restrictions	Housing Without Financial Assistance or Deed Restrictions	
			Very Low-Income	Low-Income	Moderate-Income							Above-Moderate-Income
045-370-012	SF	O	1									1
1341 Blake Road	SF	O				1						1
041-140-033	SF	O				1						1
041-170-025	SF	O			1							1
041-140-030	SF	O			1							1
046-360-017	SF	O			1							1
041-140-029	SF	O			1							1
041-271-038	SF	O				1						1
041-271-037	TH	O			1							1
046-360-021	SF	O				1						1
041-170-026	SF	O				1						1
046-360-020	SF	O			1							1
046-360-005	SF	O			1							1
045-370-015	SF	O	1									1
045-370-057	SF	O	1									1
045-370-010	SF	O		1								1

*Note below the number of units determined to be affordable without financial or deed restrictions and attach an explanation how the jurisdiction determined the units were affordable. Refer to instructions.

ANNUAL ELEMENT PROGRESS REPORT
Housing Element Implementation
(CCR Title 25 §6202)

Jurisdiction	Reporting Period	City of Orland																					
		1/1/2012	2/1/2012	3/1/2012	4/1/2012	5/1/2012	6/1/2012	7/1/2012	8/1/2012	9/1/2012	12/31/2012												
045-370-061	SF	O						1													1		
045-370-016	SF	O						1														1	
045-370-020	SF	O						1														1	
045-370-019	SF	O							1													1	
045-370-054	SF	O							1													1	
045-370-014	SF	O							1													1	
046-360-001	SF	O								1												1	
045-370-009	SF	O							1													1	
045-370-060	SF	O							1													1	
046-360-016	SF	O								1												1	
041-360-003	SF	O									1											1	
041-170-009	SF	O								1												1	
041-170-020	SF	O									1											1	
045-370-018	SF	O								1												1	
045-370-013	SF	O							1													1	
045-370-007	SF	O							1													1	
046-360-004	SF	O									1											1	
046-360-009	SF	O								1												1	
(9) Total of Moderate and Above Moderate from Table A3		▶		▶		▶		▶		▶		▶		▶		▶		▶		▶		▶	
(10) Total by income Table A/A3		▶		▶		▶		▶		▶		▶		▶		▶		▶		▶		▶	
(11) Total Extremely Low-Income Units*		▶		▶		▶		▶		▶		▶		▶		▶		▶		▶		▶	

* Note: These fields are voluntary

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**Table A2
Annual Building Activity Report Summary – Units Rehabilitated, Preserved, and Acquired Pursuant to GC Section 65583.1(c)(1)**

Please note: Units may only be credited to the table below when a jurisdiction has included a program in its housing element to rehabilitate, preserve, or acquire units to accommodate a portion of its RHINA which meet the specific criteria as outlined in GC Section 65583.1(c)(1).

Activity Type	Affordability by Household Incomes				(4) The Description should adequately document how each unit complies with subsection (c)(7) of Government Code Section 65583.1.
	Extremely Low-Income*	Very Low-Income	Low-Income	TOTAL UNITS	
(1) Rehabilitation Activity	0	0	0	0	
(2) Preservation of Units At Risk	0	0	0	0	
(3) Acquisition of Units	0	0	0	0	
(5) Total Units by Income	0	0	0	0	

* Note: This field is voluntary

**Table A3
Annual Building Activity Report Summary for Above Moderate-Income Units
(not including those units reported on Table A)**

	1. Single-Family	2. 2-4 Units	3. 5+ Units	4. Second Unit	5. Mobile Homes	6. Total	7. Number of Infill Units*
No. of Units Permitted for Moderate	10					10	
No. of Units Permitted for Above Moderate	9					9	

* Note: This field is voluntary

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Table B

Regional Housing Needs Allocation Progress

Permitted Units Issued by Affordability

Enter Calendar Year starting with the first year of the RHNA allocation period. See Example.	RHNA Allocation by Income Level										Total Units to Date (all years)	Total Remaining RHNA by Income Level			
	2007	2008	2009	2010	2011	2012	2013	2014	Year 8	Year 9					
Very Low	Deed	0	0	0	0	0	0	0	0	0	0	0	123		
	Restricted	0	0	0	0	0	0	0	0	0	0	0			
	Non-deed Restricted	0	0	0	0	0	0	0	0	0	0	0			
Low	Deed	0	0	0	0	0	0	0	0	0	0	0	98		
	Restricted	0	0	0	0	0	0	0	0	0	0	0			
	Non-deed Restricted	0	0	0	0	0	0	0	0	0	0	0			
Moderate	Deed	0	0	0	0	0	0	0	0	0	0	0	72		
	Restricted	0	0	0	0	0	0	0	0	0	0	0			
	Non-deed Restricted	0	0	0	0	0	0	0	0	0	0	0			
Above Moderate		0	0	0	0	0	0	0	0	0	0	0	250		
Total RHNA by COG. Enter allocation number.		621								44	0	34		78	543
Total Units															
Remaining Need for RHNA Period															

Note: Units serving extremely low-income households are included in the very low-income permitted units totals.

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Table C
Program Implementation Status

Program Description (By Housing Element Program Names)	Name of Program	Objective	Time Frame in HE	Status of Program Implementation
Housing Programs Progress Report – Government Code Section 65583 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.				
Program HE-1.A: Housing Inspection Program		Safe housing of all income levels.	Ongoing, 2009-2014	The City of Orland Building Division and Building Inspector undertake building safety inspections for all new units/structures and all structures being modified through the building permit process 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/ Annually	The City of Orland continues to assist lower-income households with housing rehabilitation as needed and when appropriate.
Program HE-1.C: First Time Homebuyers Program		Continue the City's First-Time Homebuyers Program to assist in the homebuying opportunities for lower-income households.	Annually	The City of Orland continues to assist lower-income households as needed and when appropriate.
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/ Annually	The City of Orland has initiated the process of reviewing the City's Development Impact Fee Program to identify study needs and intends to pursue funding for an update to the existing fee study.
Program HE-1.E: General Plan and Housing Element Periodic Review and Update		Maintain a Zoning Ordinance that contains current data and is effective in implementing housing goals.	Ongoing	The City of Orland adopted a comprehensive update to the City's General Plan in February of 2012. The comprehensive General Plan update directs that the City will pursue an update to the Zoning Code and the various implementing documents in the coming years.
Program HE-1.F: Zoning Ordinance Review and Update		Maintain a Zoning Ordinance that contains current data and is effective in implementing housing goals.	Ongoing/ Annually	The City of Orland is currently reviewing its Zoning Ordinance to identify and prepare a plan by which to formulate and incorporate amendments as necessary based upon the recently updated General Plan and the recently amended and readopted Housing Element.

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Jurisdiction	City of Orland	Reporting Period	1/1/2012 - 12/31/2012
Program HE-1.G: Technical Advisory Committee Review		Continuation of TAC meetings.	Ongoing
Program HE-2.A: Medium and High Density Residential Sites		Increase the number of sites available for medium- and high-density residential development, particularly medium-density residential sites.	November 2010 and Ongoing
Program HE-2.B: Residential Site Development Program		Identification of vacant and underutilized residential land and its development potential and assist in identifying ways to remove the constraints to its development.	Annually
Program HE-2.B.1: Small Lot Development Program		Identification of vacant and underutilized residential land and its development potential and assist in identifying ways to remove the constraints to its development.	Annually
Program HE-2.C: Second Units		Encourage the production of second-unit housing to meet the needs of the expanding Orland population.	Ongoing
Program HE-2.D: Housing Opportunities Program		Encourage the production of market-rate housing for households with incomes of 80 percent or more of Glenn County Area Median Income.	Annually
Program HE-2.E: Development Processing System Review Program		Minimize processing time for development permits, especially those for affordable residential projects and projects that conform to City development requirements.	Annually
Program HE-2.F: Planned Development		Encourage planned developments.	Ongoing

The City of Orland continues to utilize the TAC review process for all new development applications.

The City of Orland adopted a comprehensive update to the City's General Plan in February of 2012. As part of that effort, the City increased the permitted density range in the high-density land use designation and increased the number of sites available for medium- and high-density development as directed by Program HE-2.A. The City of Orland believes that it has sufficient lands now designated with the medium- and high-density designations to accommodate the City's adopted RHNA numbers.

The City of Orland maintains and updates its GIS system to assist staff in identifying vacant parcels and opportunities for new residential development.

The City of Orland maintains and updates its GIS system to assist staff in identifying vacant parcels and opportunities for new residential development.

The City of Orland has adopted a Second Dwelling Unit Ordinance codified in Title 17, Section 17.76.130, allowing for and establishing guidelines for the development of second dwelling units in the City of Orland.

The City of Orland actively encourages the development of market-rate and above housing within the City and works to remove any identified barriers to such if impediments are identified.

The City of Orland has seen a decline in the volume of development applications submitted to the City and thus has been able to rapidly and expeditiously process all applications in a timely manner and in time frames shorter than the City's historic average.

The City of Orland's updated General Plan actively encourages planned developments and the use of planning tools such as master plans and specific plans.

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Jurisdiction	City of Orland		
Reporting Period	1/1/2012 - 12/31/2012		
<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 of Orland is currently working with an owner of affordable housing within the City in an effort to maintain this housing as affordable beyond the originally required time span.</p>

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Jurisdiction	Reporting Period	1/1/2012 - 12/31/2012				
City of Orland	Program HE-3.B: Funding for Affordable Housing Development	Encourage and connect developers with the most feasible and appropriate available by the state and federal government that meet the needs of existing and future residents.	Annually and as funding permits	The City has successfully worked with the Community Housing Improvement Program (CHIP) on the Villa La Michelle project in northwest Orland to build an additional 25 lower-income, self-help residential dwelling units in the City.		
	Program HE-3.C: Self-Help Housing Development Program	Continue to encourage self-help housing for lower-income households.	Annually	The City has successfully worked with CHIP on the Villa La Michelle project in northwest Orland to build an additional 25 lower-income, self-help residential dwelling units in the City.		
	Program HE-3.D: Density Bonus Program	The production of low- and moderate-income housing.	Jan-10	The City of Orland follows all State of California Density Bonus programs for development within the City. The City has not received any applications requesting a density bonus nor qualifying for a density bonus in this reporting cycle.		
	Program HE-3.E: 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.	Ongoing	The City of Orland continues to assist persons with disabilities by providing information to individuals with disabilities regarding accommodation policies and procedures. This information is available in the form of postings and pamphlets at the City Planning Department and on the City website.		
	Program HE-3.F: Agricultural Employee Housing	Allow for agricultural employee housing.	Annually	The City of Orland follows all State of California laws related to farmworker and agricultural employee housing. The City has not received any development applications for this type of housing in this reporting period.		
	Program HE-3.G: Large Household Housing	Facilitate the development of households for five or more persons.	2009-2014	In 2012, the City completed an environmental review of the Amendment to the Benson Estate Conditional Use Permit (CUP), which proposes to reclassify 7.5 acres of an approved Planned Development CUP in Orland from 36 senior-only (55+) residential lots to 35 affordable housing lots with no age restrictions. The intent of this CUP Amendment is to respond to the market needs of the community as it has been demonstrated that the senior-only restriction has inhibited demand to build on the site and thus implementation of the residential project.		

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City of Orland	1/1/2012 - 12/31/2012			
Program HE-3.H: Emergency Shelters/Transitional and Supportive Housing	Provide zoning for emergency shelters and transitional and supportive housing.	Aug-10	Pursuant to Senate Bill 2, City staff began the process of amending the Zoning Ordinance to include separate definitions of "supportive housing," "transitional housing," and "emergency shelters" consistent with Sections 50675.14, 50675.2, and 50801 of the California Health and Safety Code. This process, which was instigated in 2010, will also amend the Zoning Ordinance to allow transitional and supportive housing as a residential use subject only to those restrictions that apply to residential uses of the same type. The City anticipates the completion of this process in 2013.	
Program HE-3.I: Conditional Use Permit Process for Multi-Family Projects	Ensure that the conditional use permit process for multi-family projects of greater than four housing units does not impact the timing, cost, and supply of multi-family development.	Annually	The City of Orland Zoning Ordinance does require a Conditional Use Permit to construct multi-family dwellings in the R-2 and R-3 zone districts; however, the City of Orland has never denied an application for such housing when consistent with the General Plan and site zoning. A historical review of all of the multi-family projects submitted to the City reveals that all projects that have sought permission to construct new multi-family housing have been approved by the City and a Conditional Use Permit was issued for this purpose.	
Program HE-3.J: Single-Room Occupancy Units	Amend the Zoning Code to address Assembly Bill (AB) 2634.	Aug-10	In 2010, City staff instigated the process of reviewing the current Zoning Ordinance in a way that helps to facilitate housing for extremely low-income persons, specifically by clarifying the definition of single-room occupancy units and associated standards for these units. The City anticipates the completion of this process in 2013.	
Program HE-3.K: Housing for Special Needs Population including housing for mentally ill	Support the construction of housing for the mentally ill and other special needs residents.	Continuous	The City of Orland has previously approved the only development application it received specifically identifying that the facility was intended for an identified special needs group. The project involved the conversion of an existing residential dwelling unit to accommodate a large-family day-care use.	
Program HE-4.A: Housing Discrimination and Housing Equal Opportunity	Prevent housing discrimination and promote equal housing opportunities.	Ongoing	The City of Orland actively promotes equal housing opportunities through programs that include making documents available to non-English speakers and providing referral services and resource information to underserved or disadvantaged communities.	
Program HE-5.A: Implement State Energy Conservation Standards	Promote energy and resource conservation wherever possible.	Ongoing, as projects are processed through the Building Division	The updated and recently adopted City of Orland General Plan encourages the use of alternative energy technologies and supports energy conservation and green energy programs. The City has adopted, implements, and enforces the requirements of the California Green Building Code for all development in Orland.	

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<p>Program HE-5.B: Energy Conservation and Assistance Programs</p>	<p>Promote energy conservation and assistance programs, both public and private, specifically targeted to lower-income households.</p>	<p>Ongoing, 2009--2014</p>	<p>The updated and recently adopted City of Orland General Plan encourages the use of alternative energy technologies and supports energy conservation and green energy programs. The City has adopted, implements, and enforces the requirements of the California Green Building Code for all development in Orland.</p>
<p>Program HE-5.C: 2008--2009 Orland General Plan Energy Element</p>	<p>Incorporate energy conservation programs of the 2008--2028 Orland General Plan Energy Element relevant to residential buildings into the City's Zoning Ordinance.</p>	<p>2009, through the adoption of the Orland General Plan</p>	<p>The updated and recently adopted City of Orland General Plan encourages the use of alternative energy technologies and supports energy conservation and green energy programs. The City has adopted, implements, and enforces the requirements of the California Green Building Code for all development in Orland.</p>