



City of Orland  
815 Fourth Street  
Orland, CA 95963

Housing Policy Department  
Received on:  
APR - 6 2016

Date: April 1, 2016

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 2015

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**  
2015 City of Orland  
General Plan/Housing Element  
Annual Report

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

**March 2016**

**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: peterc@cityoforland.com

Reporting Period by Calendar Year: from January 1, 2015 to December 31, 2015

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, 2016. 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.



---

Peter Carr, City Manager

5-4-16

---

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. 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 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 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 and 2013. However, the amount of residential and commercial development in 2015 increased slightly and moved away from the more stagnant years of 2008–2010. The reasons for the increased interest in commercial development in Orland are varied, but are most likely related to the continuing recovery of the nation's economy.

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 slight increase in the overall number of applications submitted to the City for development through the 2015 reporting period. 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 2015 calendar year.

### ***City of Orland 2014–2019 Housing Element***

The City of Orland 2014–2019 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.

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 (2014–2019). 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 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 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 newly 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 2015 (beginning 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 figures from the California Department of Finance shows that the population of Orland slightly increased from 7,683 in 2014 to 7,814 as of January 1<sup>st</sup>, 2015.

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 5.5-year period (January 1, 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, primarily for above moderate-income houses.<sup>1</sup> During the 2015 calendar year, the City issued building permits for the construction of 10 new Single-Family homes. These new residential units were not part of an affordable housing project and have been categorized as moderate-income housing.

Orland has an estimated vacant land capacity to construct 1,520 single-family and multi-family units and is on track to meet its 2014–2019 RNHA goal.

### ***Summary***

In comparing the General Plan's projections to the current setting, it is 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. 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 depressed state of the economy, Orland has experienced residential growth at a level in which over three-quarters 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.

---

<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.



---

## 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 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 2015 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 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 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 2015 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 City issued building permits for 10 new Single-Family houses for moderate-income level buyers in the residential development zone. (Goal 2.2; Goal 2.3)
- A new ±1,994-square-foot commercial building (Starbucks) has been constructed in the commercial development zone. (Goal 2.4; Policy 2.4.A; Program 2.4.B.1)
- A new ± 2,625-square foot commercial medical office building at 116 E. Walker Street (State Route 32) has been constructed. In addition, plans for a future ±1,000-square foot commercial office space have been approved at this location. (Goal 2.4; Policy 2.4.A; Program 2.4.B.1)
- The City processed and approved two annexations during 2015 in order to encourage new commercial and residential development in the community. (Goal 2.2; Program 2.2.B.2; Goal 2.3; Goal 2.4)
- An amendment to the General Plan Land Use Map was processed in 2015 to redesignate Assessor Parcel Number 045-140-003 from High-Density Residential (HDR) to Commercial (C). This site is currently being developed as a Pilot Flying J Travel Center. (Goal 2.4; Policy 2.4.A; Policy 2.4.B; Policy 2.4.C)
- An EIR was processed and approved for the Pilot Flying J Travel Center project in 2015. (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. The Land Use Plan was amended in 2015 to allow for more commercial development opportunities adjacent to the Interstate 5 and State Route 32.

### 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 2015 calendar year, the City undertook the following measures to advance the Circulation Element:

- Adopted the Street-Addressing Guidelines Manual. These guidelines helped to establish policies and provide guidance as it relates to the naming of streets and the assigning of street addresses. (Goal 3.1; Goal 3.3)
- Processed the Pilot Flying J Travel Center project. The project includes sidewalks and crosswalks that will connect with adjacent development to support pedestrian traffic. (Goal 3.7; Goal 3.8)
- Processed the Pilot Flying J Travel Center project. The project includes the reconstruction and improvement of adjacent roadways to enhance the city's roadways and to provide safe and efficient movement of vehicles. (Goal 3.1)

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 2015 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)
- The City required the Pilot Flying J Travel Center, an auto and truck fuel station, convenience store, and restaurant project, to complete an Environmental Impact Report, in part, to identify and mitigate any potential fire hazards and hazardous materials. (Goal 4.3; Goal 4.7)

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 2015 to advance the goals and programs of the Open Space, Conservation, and Public Facilities Element. This effort includes:

- The City required the Pilot Flying J Travel Center, an auto and truck fuel station, convenience store, and restaurant project, to complete an Environmental Impact Report to identify and mitigate any potential environmental impacts that may result from implementation of the project. (Goal 5.3; Goal 5.4; Goal 5.5)
- 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)

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.

Summary/Conclusion: The long-term housing goal is to facilitate and encourage housing that fulfills the diverse needs of the community. The 2014–2019 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 2014–2019 Housing Element contains 17 policies and 21 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 Orland in recent years.

The 2014–2019 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 2015

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 and 2013. While the amount of residential development in recent years has stagnated, there was significant new growth in commercial development during the 2015 calendar year including the construction of a Pilot Flying J Travel Center, Starbucks Coffee shop, and Dr. Yusuf Ali's pediatric office.

In 2015, the City of Orland Planning Department processed a total of 342 building permits. The City processed one General Plan Amendment, two Zoning Ordinance Amendments, four tentative parcel maps, one lot merger, and two annexation applications. In addition, the city reviewed 4 Site Plans and processed applications for 16 Administrative Use Permits and 3 Conditional Use Permits.

Table 1 is a summary of applications submitted to the Orland Planning Department between 01-01-2015 to 12-31-2015.

**Table 1: City of Orland Land Use Entitlement Actions  
& Related Applications – 2015 Summary**

Application Type	Number of Applications	Status
Conditional Use Permit	3	3 – approved
Sign Use Permit	5	5 – approved
Fireworks Sales (temporary) Use Permit	5	5 – approved
General Plan Amendment	1	1 – approved
Zoning Ordinance Amendment	2	2 – approved
Lot Merger	1	1 – approved
Variance	0	N/A
Tentative Parcel Map	4	4 – approved
Home Occupation Permit	3	3 – approved
Annexation	2	2 – approved
Site, Parking, Landscape	4	4 – approved



### ***Summary***

As the real estate market continued to stagnate throughout the majority of Northern California communities, Orland experienced a slowing in total residential development activity and applications from the level experienced in the mid- to late-2000s to a current level resulting in limited residential development activity in the city in 2015.

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. In 2014, the General Plan was amended with only one change to a land use designation, and no changes to the General Plan's goals, policies, and programs. With the exception of one amendment to the Land Use Map in 2015, the General Plan has remained essentially unchanged in its direction and policy foundations from the time of its adoption in 2012. 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* (2015).
2. 2015 City of Orland Planning Department Application Processing Log.
3. City of Orland. *City of Orland General Plan 2014–2019 Housing Element*.
4. California Department of Finance. Demographic Research Unit, E-5 Report (2015).

# ANNUAL ELEMENT PROGRESS REPORT Housing Element Implementation

(CCR Title 25 §6202.)

Jurisdiction: City of Orland  
 Reporting Period: 1/1/2015 - 12/31/2015

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

1		2		3		4			5	6		7	8
						Affordability by Household Income				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	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total Units per Project	5a	Assistance Programs for Each Development See instructions	Deed-Restricted Units See instructions	Note below the number of units identified to be affordable without financial assistance and attach an explanation how the jurisdiction determined the units were affordable. Refer to instructions.		
												Est. # Infill Units*	
1335 Blake Road	SF	O			1		1						
1343 Blake Road	SF	O			1		1						
1315 Jacob Street	SF	O			1		1						
1317 Jacob Street	SF	O			1		1						
1361 Carolyn Court	SF	O			1		1						
1363 Carolyn Court	SF	O			1		1						
1365 Carolyn Court	SF	O			1		1						
1367 Carolyn Court	SF	O			1		1						
1369 Carolyn Court	SF	O			1		1						
1371 Carolyn Court	SF	O			1		1						
<b>(9) Total of Moderate and Above Moderate from Table A3</b>													
<b>(10) Total by income Table A/A3</b>										10	0		
<b>(11) Total Extremely Low-Income Units*</b>													

\* Note: These fields are voluntary

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

Jurisdiction City of Orland  
Reporting Period 1/1/2015 - 12/31/2015

**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 RHNA which meet the specific criteria as outlined in GC Section 65583.1(c)(1).

Activity Type	Affordability by Household Incomes				TOTAL UNITS	(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			
(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**

No. of Units Permitted for Moderate	No. of Units Permitted for Above Moderate	1. Single-Family			2. 2-4 Units		3. 5+ Units		4. Second Unit		5. Mobile Homes		6. Total		7. Number of
													0		
													0		

\* Note: This field is voluntary

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

Jurisdiction City of Orland  
Reporting Period 1/1/2015 - 12/31/2015

### Permitted Units Issued by Affordability

Enter Calendar Year starting with the first year of		2014	2015	2016	2017	2018	2019	Total Units to Date (all years)	Total Remaining RHNA by Income Level
Income Level	RHNA Allocation by Income Level	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6		
Very Low	Deed Restricted	0	0					0	20
	Non-deed Restricted	0	0					0	
Total		0	0					0	20



## ANNUAL ELEMENT PROGRESS REPORT *Housing Element Implementation*

(CCR Title 25 §6202.)

Jurisdiction	City of Orland
Reporting Period	1/1/2015 - 12/31/2015
<p>Program HE-1.F: Zoning Ordinance Review and Update</p>	<p>Maintain a Zoning Ordinance that contains current data and is effective in implementing housing goals.</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.</p>
<p>Ongoing/Annually</p>	<p>A Zoning Ordinance update in regards to agricultural employee housing, single-room occupancy units, supportive housing, transitional housing, and emergency shelters was completed in early 2014.</p>
<p>November 2010 and Ongoing</p>	<p>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.</p>

## ANNUAL ELEMENT PROGRESS REPORT Housing Element Implementation

(CCR Title 25 §6202 )

Jurisdiction	City of Orland	Reporting Period	1/1/2015 - 12/31/2015
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	The City of Orland maintains and updates its GIS system to assist staff in identifying vacant parcels and opportunities for new residential development. The public GIS system is available throughout the City's website.
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	The City of Orland maintains and updates its GIS system to assist staff in identifying vacant parcels and opportunities for new residential development. The public GIS system is available throughout the City's website.
Program HE-2.C: Second Units	Encourage the production of second-unit housing to meet the needs of the expanding Orland population.	Ongoing	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.
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	The City of Orland actively encourages the development of market-rate housing within the City and works to remove any identified barriers to such if impediments are identified.
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	The City of Orland offers pre-application meetings to developers prior to submittal of a project application. The City strives to process all applications in a timely manner.
Program HE-2.F: Planned Development	Encourage planned developments.	Ongoing	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.
Program HE-3.A: Affordable Housing Preservation	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.	Ongoing	The City of Orland monitors at-risk projects and works with owners of such projects in an effort to maintain this housing as affordable beyond the originally required time span.
Program HE-3.B: Funding for Affordable Housing Development	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.	Annually and as funding permits	In the past, 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. In 2015, the City issued building permits for 10 new Single Family houses. However, these housing units were not part of an affordable housing project, as they are moderate-income level units.

## ANNUAL ELEMENT PROGRESS REPORT Housing Element Implementation

(CCR Title 25 §6202 )

Jurisdiction	City of Orland	Reporting Period	1/1/2015 - 12/31/2015
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 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. In 2015, the City issued building permits for 10 new Single Family houses. However, these housing units were not part of an affordable housing project, as they are moderate-income level units.
Program HE-3.D: Density Bonus Program		The production of low- and moderate-income housing.	Aug-14  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. The City has amended the Zoning Ordinance to adhere to the State density bonus law in early 2014. The re-zoning was regarding the land designation of C, Commercial and re-zoned to HDR, High Density Residential.
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's 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. The City amended the Zoning Ordinance to comply with State law regarding agricultural employee housing in early 2014.
Program HE-3.G: Large Household Housing		Facilitate the development of households for five or more persons.	2014-2019  The City has not had a proposal in 2015 for large household housing, but encourages developers to use the Development Agreement process to make this type of housing feasible.
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 processed an amendment of 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. The Zoning Ordinance amendment allows transitional and supportive housing as a residential use subject only to those restrictions that apply to residential uses of the same type and was adopted in early 2014.

## ANNUAL ELEMENT PROGRESS REPORT Housing Element Implementation

(CCR Title 25 §6202.)

Jurisdiction	City of Orland	Reporting Period	1/1/2015 - 12/31/2015
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. No applications for multi-family housing projects were submitted in 2015.
Program HE-3.J: Single-Room Occupancy Units	Amend the Zoning Code to address Assembly Bill (AB) 2634.	Aug-10	City staff instigated the process of amending the current Zoning Ordinance to help facilitate housing for extremely low-income persons, specifically by clarifying the definition of single-room occupancy units and administratively permitting these units in the R-3 Residential Multiple Family-Professional Zone.
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, implemented, and enforces the requirements of the 2015 California Building Standards Code for all development in Orland.

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

Jurisdiction City of Orland  
Reporting Period 1/1/2015 - 12/31/2015

<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, 2014–2019</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 2015 California Building Standards 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 2015 California Building Standards Code for all development in Orland.</p>