

CITY OF ORLAND



ORLAND

GENERAL PLAN

Opportunities and Constraints Report



November 2007

ORLAND GENERAL PLAN

Opportunities and Constraints Report

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TABLE OF CONTENTS

| | |
|--|----|
| Introduction..... | i |
| 1 Freeway Area Planning..... | 1 |
| 2 Highway 32 Area Planning..... | 5 |
| 3 Downtown Revitalization..... | 9 |
| 4 Flooding and Storm Drainage..... | 13 |
| 5 Parks, Recreation, and Open Space..... | 15 |
| 6 Natural Resource Conservation..... | 19 |
| 7 Housing..... | 23 |
| 8 Agricultural/Urban Interface..... | 27 |
| 9 Open Irrigation Channels..... | 31 |
| 10 Southwest Orland Infrastructure..... | 35 |
| 11 Airport Industrial Area..... | 39 |
| 12 Noise..... | 41 |
| 13 Circulation..... | 47 |
| 14 Northeast Growth Area..... | 51 |
| 15 Urban Design..... | 53 |

INTRODUCTION TO THE OPPORTUNITIES AND CONSTRAINTS ANALYSIS

This document presents a summary update and analysis of the opportunities and constraints faced by the City of Orland in terms of growth and development over the next twenty years, the life of the updated General Plan.

Included in this analysis are a range of planning options addressing alternative policy themes, circulation options, program directions, and land use patterns, and density/intensity schemes for selected planning areas. These alternatives focus on critical programmatic and policy issues, and geographical areas posing the greatest opportunities for decision-making purposes as a part of the General Plan Update.

This document, along with information obtained at a joint Planning Commission and City Council Workshop, will assist the consultant in ultimately identifying and developing a maximum of three Land Use Concepts (which represent citywide alternatives for future development), and will also provide guidance in the development of the General Plan Policy documents.

The following geographic planning areas and planning topics are included in this analysis:

- Freeway Area Planning
- Highway 32 Area Planning
- Downtown Revitalization
- Flooding and Storm Drainage
- Parks, Recreation, and Open Space
- Natural Resource Conservation
- Housing
- Agricultural/Urban Interface
- Open Irrigation Channels
- Southwest Orland Infrastructure
- Airport Industrial Area
- Noise
- Circulation
- Northeast Growth Area
- Urban Design

ISSUE I: FREEWAY AREA PLANNING

At the time of the adoption of the 2003 General Plan, commercially designated areas adjacent to Interstate 5 (I-5) were underutilized. Even where infrastructure has been extended (i.e., cul-de-sacs with curb and gutter) for site improvements, individual parcels had not been developed.

To address this, Glenn County and the City of Orland began working in concert toward the preparation of a Freeway Area Specific Plan meant “to guide the development, land uses and supportive services for outlying portions of the community to the north and west of city limits” (*Administrative Draft Freeway Area Specific Plan*, Quad Knopf, Inc., November 2000- currently on a “hold” status). The 2002 Opportunities and Constraints Analysis identified the completion of the Plan and incorporation into the 2003 General Plan as an opportunity.

One of the primary goals of the pending effort is to take advantage of the economic opportunity associated with the approximately 16,000 to 21,000 vehicles passing by Orland every day. Additional goals include appropriately planning the land use surrounding the Highway 32 and South Street interchanges, providing for manageable, phased development, and possible future annexation of land identified in the Plan. The Plan mainly focuses on properties west of I-5 (additional planning areas under study are to the north), which is identified as the Western Plan Area. This area is outside the City limits, partially located within the City’s existing Planning Area, completely within the LAFCO-designated Secondary Sphere of Influence, within the Draft Planning Area, and totally within the county-adopted Urban Limit Line.

In future iterations, the City may wish to add the consideration of similar lands to the east of I-5, currently zoned as Planned Development, to the planning schemes in order to identify a complete corridor or district as a specific or special planning area.



Interstate 5 passing through Orland - view to the north from the South Street overpass.

In 2002 it was noted that the City may wish to consider rezoning as a method of preempting issues that may arise in the future. In this process, unincorporated territory adjoining the City may be rezoned for the purpose of determining the zoning that will apply to such property in the event of subsequent annexation to the City.

The Administrative Draft Specific Plan also specifies goals that pertain to this intergovernmental coordination. Selected goals include:

- Establishing mutually agreeable procedures in order to develop a consistent land use pattern and circulation system, provide adequate services and facilities, and provide for the eventual conversion of these lands to City jurisdiction.

- Annual monitoring of the rate at which the developable land inventory in the City and Orland Service Area is being consumed, and the population and employment growth of the City.
- Adopting a single set of road standards uniformly applied to all subdivisions, including parcel maps, and actual development.

It is clear that the City of Orland has recognized the importance and value of the opportunities associated with I-5. To date, the County of Glenn has demonstrated a willingness to cooperate in moving toward mutually beneficial planning and management scenarios. The 2002 Opportunities and Constraints analysis recommended that the City examine where this process sits in terms of priority and establish a timeline for appropriate action.

2002 Opportunities:

- Examine existing Draft Freeway Area Specific Plan, and take necessary steps to complete the plan. Elements of the plan could be incorporated into the General Plan.
- Capitalizing on the vehicular traffic passing Orland every day could amount to millions of dollars in additional sales. For example, 16,000 vehicles/day (low estimate) x 2.5% capture rate x \$20 expenditure per vehicle = \$2.92 million per year in new gross sales. In this volume range, the commensurate generation of related tax dollars could well surpass the quarter-million mark annually.
- Formation of a clearly defined planning district with a specified set of development requirements can help to attract candidate businesses.
- Develop rezoning process and fees that may apply to other properties in the future.
- Continue the cooperative, mutually beneficial relationship with Glenn County.

2002 Constraints:

- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management.
- Costs associated with finalization of the Freeway Area Specific Plan, development of rezoning, and definition of the new, specific planning district.
- Disposition of owners of properties under consideration.

2007 Opportunities and Constraints Analysis Update

In 2002 the City identified a number of opportunities that could make for a more fully utilized Freeway Area corridor. Primarily, the City was interested in capitalizing on the large amount of I-5 vehicle traffic passing through on a daily basis. The Freeway Area Specific Plan was in Administrative Draft form, and the City viewed taking the necessary steps to complete the plan as an opportunity that could forward the process of orderly and timely development. The Freeway Area Specific Plan remains in draft form and no plans are in place to complete it.

Secondly, the City identified that the formation of a clearly defined planning district with a specified set of development requirements could help to attract candidate businesses. Program I.3.C was included in the 2003 General Plan which states:

The City shall develop separate standards for each of commercial area, including special planning areas, business parks, downtown, or other employment centers. The commercial areas may provide a mix of residential and commercial uses as appropriate and as approved through master planning by the City.

Design standards for all commercial and industrial development were implemented into the Zoning Code and approved by the City Council in August 2007, effective October 5, 2007.

In addition, the development of rezoning process was identified as the means for the City to preempt issues in the event of subsequent annexation to the City. Program I.1.A.6 of the current General Plan states:

Develop a comprehensive annexation program for the annexation of lands outside of the present city limits to allow for coordinated, long-term planning and to reduce approval of incompatible uses on unincorporated land adjacent to the City.

No comprehensive annexation program had been completed at the time of the preparation of this document.

The City also recognized the importance of continued cooperation with Glenn County. A Master Tax Sharing Agreement between the City and County is currently being researched and developed.

In general, the Opportunities and Constraints presented in the 2002 Analysis continue to exist for the Freeway Planning Area.

ISSUE 2: HIGHWAY 32

There are currently a group of opportunities regarding how the City of Orland may best utilize Highway 32. Community surveys identify a common desire to improve the corridor in terms of aesthetics and commercial value.

The recently completed Highway 32 Realignment project in the area of Sixth to Eighth Streets provides its own set of opportunities. The City may wish to consider incorporating the design and construction of a distinct gateway to the City core (to be matched in the future by gateways at north, south and east entries). The 2002 Opportunities and Constraints Analysis identified land between 7th and 8th Streets north of Walker Street that may possibly be acquired from Caltrans and used for improvements that could include a gateway monument, landscaping and shade trees, and parking and/or a park and ride facility. Such a facility could provide parking for Orland residents who commute out of the City during the week, and also provide parking spaces for visitors on weekends. Common additions to such a facility include information kiosks, fountains, and public, often historic, interpretive art.

In 2002 the City recognized the possibility that there would be a few small parcels abandoned that may be great candidate locations for minor roadside improvements such as tree planting and minor landscaping. The City considered that these and any other future improvements could be portions of a comprehensive plan to address the Highway 32 corridor. Such a plan may contain analysis and recommendations for treatment and use options for each of the sections that compose the corridor- from the far east entry into town, to the East Walker District, to its connection to the downtown core, and finally to its connection to Interstate 5.

The City viewed the 2002 General Plan Update process as a good opportunity to begin to plan for Highway 32 as a specific benefit zone for the City. Possible issues to be addressed at that point are definitions of the differing districts that compose the entire corridor, and how each requires a slightly different plan to reap maximum benefit to both the businesses and citizens of Orland. At that time, Caltrans and the County of Glenn had established a desire to cooperate in moving forward to mutually beneficial planning scenarios. The City recommended that it examine where this process sits in terms of priority, and establish a timeline for appropriate action as soon as is feasible.



Highway 32, Orland - view westward into town

2002 Opportunities:

- Designation of a clearly defined corridor (planning area) through a cohesive improvement program including entries and other landscaping
- Develop rezoning program and process that may apply to relinquished properties
- Continue the cooperative, mutually beneficial relationship with Caltrans
- Consider formation of a representative agency or business association for the corridor
- Use of outside funding sources such as Community Development Block Grants
- Capitalizing on the vehicular traffic passing Orland every day

2002 Constraints:

- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management
- Costs associated with finalization of a corridor plan, development of and definition of the new, specific planning district(s)
- Funding of identified improvements

2007 Opportunities and Constraints Analysis Update

In the 2002 Opportunities and Constraints Analysis, the City identified several opportunities to improve the Highway 32 corridor in terms of aesthetics and commercial value. The City sought to further define the corridor as a planning area through a cohesive improvement program including entries and other landscaping. Additionally, the City was interested in capitalizing on the vehicle traffic passing through Orland on Highway 32 on a daily basis. As part of the 2003 General Plan, the section of Highway 32 between Eighth Street and Papst Avenue was divided amongst three separate planning districts: the Sixth Street District, the Downtown District, and the Walker Street District. With the goal of promoting commercial expansion, Program I.3.C of the 2003 General Plan states:

The City shall develop separate standards for each of commercial area, including special planning areas, business parks, downtown, or other employment centers. The commercial areas may provide a mix of residential and commercial uses as appropriate and as approved through Master Planning by the City.

Design standards for all commercial and industrial development were implemented into the Zoning Code and approved by the City Council in August 2007, effective October 5, 2007.

The Orland Chamber of Commerce continues to be the only business association in the City.

Outside funding sources such as Community Development Block Grants were identified as an opportunity for the City to fund the further utilization of the Highway 32 corridor. To date, no additional funding has been applied for.

The opportunity exists to create entry features where Highway 32 encounters City Limits which capitalize on the visibility of the Highway as an east-west transportation route through the City. The City identified that properties involved in the realignment project may be available for the City to obtain and improve. However, because of cost, the City did not purchase any access right-of-way from Caltrans during the realignment. The City entered into an agreement with Caltrans to have excess right-of-way returned to Orland in order to establish "Welcome to Orland" park area.

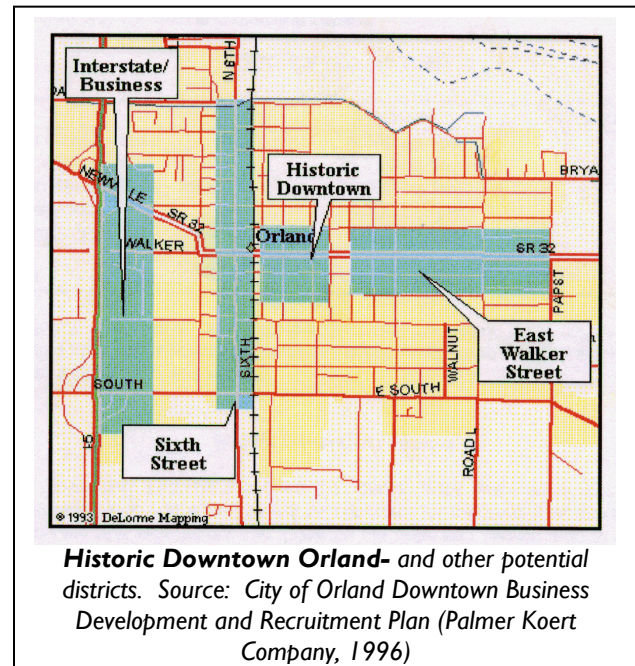
ISSUE 3: DOWNTOWN REVITALIZATION

Over the past century, Downtown Orland has served its region as a center of trade. Today there are approximately 21 buildings that comprise the downtown area, some over a century old. Regrettably, many are in some degree of disrepair. Orland residents are in general agreement that as a whole, their downtown is in need of improvement, repair and renovation.

Restoring human appeal to downtown Orland is a critical first step in revitalizing the area's commerce, and improving economic viability. Reasoning for similar efforts in similar locales has been the measurable impact that a downtown revitalization can have on framing near- and long-term economic development in a given community.

An example component of such an effort would be providing a clear theme for renovation and future improvements and development (like "Historic Downtown Orland" which could have an "Old West" theme, or interpretation of Orland's history), as defined by district-specific design guidelines. Other typical examples include administration of street tree and urban beautification programs, which are excellent steps to demonstrate to prospective businesses that "Downtown Orland means business". In taking steps to invest in itself, it becomes evident that the City has committed to the support and growth of local commerce.

The 1996 *City of Orland Downtown Business Development and Recruitment Plan* identifies 38,745 square feet in the Historic Downtown District (please see Figure 1) as vacant, totaling 24% of the area's total available commercial square footage. There is also a significant amount of vacancy in the Sixth Street District, which could be thematically fused with the Historic Downtown in terms of future design guidelines, renovations, and improvements. Any future district planning and design should provide for the greatest benefit, comfort, and ease-of-use for the pedestrian, and should include clearly defined entries and edges.



The Highway 32 realignment provides an excellent impetus to address this fused district as a single, cohesive opportunity. The City may wish to consider incorporating the design and construction of a western gateway to the City core (to be matched in the future by gateways at north, south and east entries).

Drawings for the realignment identify nearly half an acre north of Walker Street between 7th and 8th Streets that may possibly be acquired from CalTrans and used for improvements that

could include a gateway monument, landscaping and shade trees, and parking and/or a park and ride facility. Such a facility could provide parking for the number of Orland residents who commute out of the City during the week, and also provide parking spaces for visitors on weekends. Common additions to such a facility include information kiosks, fountains, and public, often historically interpretive art.

2002 Opportunities:

- Plan (zone) to encourage infill growth, especially Downtown, through incentives. Forming a Business Improvement District (BID) and work with specialized lenders (private, State and federal) may present opportunities for capitalization on low-interest loans used specifically for improvements to the District.
- As per the 1996 *City of Orland Downtown Business Development and Recruitment Plan*, create an Orland Downtown Revitalization Association.
- Define and redevelop Downtown Orland District to draw an increased percentage of the 30,000 vehicles that pass by each day on either I-5 or Hwy 32, and to draw visitors for weekend shopping and dining.
- Formation of a redevelopment agency could bring new funding to Orland by way of State and federal grants, and build new momentum for an improved, more appealing, and functional Downtown Orland.
- Use redevelopment to systematically improve the services, infrastructure and visual character of the Downtown District by adding and/or renovating curb and gutter, sidewalks and landscaping, and through programs such as façade improvement programs.
- Use redevelopment to interpret Orland's history and individual culture to define the visitor experience, and to separate from other possibly competing stops along I-5.

2002 Constraints:

- Funding from State and federal sources is competitive, and usually carries conditions such as performance standards.
- Renovation of historic buildings can be cost prohibitive, and may not provide immediate, additional income.
- Formation of a new and separate agency or agencies (such as a Redevelopment Agency) will require an organizing and administering body, and financial support (to fund work like a Redevelopment Feasibility Study), the constitution of which could be determined by funding options.
- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management.

2007 Opportunities and Constraints Analysis Update

In the 2002 Opportunities and Constraints Analysis, the City saw an opportunity to encourage infill growth, especially downtown, through planning (zoning) and incentives. Since then, the City has implemented a zoning overlay which eliminated off-street parking requirements for the downtown commercial area and other commercial areas/corridors throughout the City. By doing so, the costs for development are reduced, thereby promoting growth.

After the City identified the formation of a Business Improvement District (BID) or redevelopment agency as an opportunity to access state or federal funds and special low interest loans, the City established the Orland Economic Development Committee to those ends.

The realignment of Highway 32 between I-5 and downtown is an example of an opportunity to define and redevelop the Downtown District as serves to draw travelers in for dining and shopping.

The City cited that the addition or renovation of curbs, gutter, sidewalks, and landscaping would improve the services, infrastructure, and visual character of the Downtown District. However, the improvements mentioned remain an opportunity for the City.

Orland's history and unique culture give the downtown area character that differentiates it from other possibly competing stops along I-5. The City aimed to use redevelopment to maintain and enhance the sense of place associated with the Downtown District. The historic Booth Hotel has been privately purchased, and the City has received a proposal to redevelop it as a mixed-use retail/residential project.

Orland has made some headway towards a revitalized downtown by reducing impediments to development, by realigning Highway 32 to make downtown more accessible and visible, and by taking steps to preserve Orland's historical value. Still, the opportunities and constraints set forth for downtown Orland in 2002 continue to exist.

ISSUE 4: FLOODING AND STORM DRAINAGE

According to the FEMA Flood Insurance Rate Map most of the area in the northwest portion and along the northern edge of the planning area (Stony Creek and the confluence of Stony and Hambright Creek) is in either flood zone A or X, which means the area is subject to flooding. Areas directly adjacent to Stony Creek and Hambright Creek are in flood zone A (subject to a 100-year flood event). Areas outside of zone A and designated as zone X are subject to 500-year flood events. It should be noted that zone X overlaps small portions of the northwest corner of Orland's city limits. According to FEMA, the remainder of the planning area is not subject to either 100- or 500-year flood events. Orland does not participate in the FEMA mapping program.

Orland does not have any storm drain pump stations; all systems operate by gravity. Information contained in Orland's 1991 General Plan indicates that the storm drainage system at that time was at capacity at the Lely-Aquatic Park, and that an overflow system at the Orland Airport was being proposed. Currently, the system is still operating at capacity. The storm drainage retention basin at the airport was constructed in 1992 through a Joint Powers Agreement between the City and the County of Glenn. However, the overflow piping from the park to the airport has not yet been installed.

In 1990, the City proposed to develop storm drainage collection systems on several possible locations:

- the Southern Pacific site on County Roads 18 and 99W,
- the Embrey and Stokes property,
- the Sturm property,
- north towards Stony Creek.

The City has not as yet acquired new storm drainage areas at the Southern Pacific site. In conjunction with the County of Glenn, the City has reached an agreement with Embrey and Stokes, as the result of legal action, to not drain storm water runoff onto this property. Since 2002, a drainage easement has been acquired by the City on the Sturm property. The City has completed storm drain collection improvements on the on the south side of Stony Creek to the north of Stony Creek Drive.

A majority of the residential development in Orland since 1990 has taken place in the northern and eastern portions of Orland, and storm water runoff from these developments has been disposed of in Stony and Hambright Creeks. Other developments in Orland have utilized onsite storm drainage retention basins, since the basin at Lely-Aquatic Park is at capacity. With the exception of those northerly properties that drain by gravity into Stony Creek, all drainage is disposed of by percolation.



Lely-Aquatic Park - view to the south, toward County Road 200, from drainage reservoir.

In 2002, the City of Orland was in the process of preparing a Storm Drainage Master Plan to identify future needs of the storm drainage system. According to the City Engineer, during extreme rainfall events, the capacity at Lely-Aquatic Park may be exceeded and storm water possibly may flow onto County Road 200. Either capacity at Lely-Aquatic Park needs to be increased and/or the City needs to acquire new storm drainage areas to intercept and reduce flow to the park. Future needs include the acquisition of new storm drainage areas for disposal of storm water runoff.

2002 Opportunities:

- Utilize results of Storm Drainage Master Plan to plan and acquire necessary new drainage areas for anticipated storm water runoff.
- City has a drainage easement on the Sturm Property. Infrastructure can be constructed with development of property tributary to the easement (by developer(s)). Install overflow piping from Lely-Aquatic Park to the completed storm drainage retention basin at the airport.

2002 Constraints:

- It is uncertain where funding for infrastructure improvements would come from.
- There may be difficulty in acquiring storm drainage collection areas.

2007 Opportunity and Constraints Analysis Update

The Storm Drainage Master Plan that was in progress at the time of publication of the 2002 Opportunity and Constraints analysis has not yet been completed and remains an opportunity.

The City identified the storm retention basin at the airport as an overflow area from Lely-Aquatic Park. In order to make use of the airport basin the City must install overflow piping from Lely-Aquatic Park south to the airport on an easement on the Sturm property. To this date no piping has been installed.

ISSUE 5: PARKS, RECREATION, AND OPEN SPACE

The City of Orland is in a unique position with respect to its Parks, Recreation and Open Space planning. Citizens benefit from City-provided, developed (or “improved”) resources as well as a range of additional regional resources including Black Butte Lake, Lassen National Park (and Lassen National Forest), the Mendocino National Forest, the Sacramento River, and more. And, while there are existing and future challenges in regard to the City’s provision of recreation facilities and services, there is a great range of opportunity where the City can still “get ahead of the curve” in terms of meeting the parks, recreation and open space needs of its future residents.

DEVELOPED PARKS AND RECREATION STANDARDS

The National Recreation and Park Association (NRPA) developed area standards that have been traditionally applied to assess demand for parkland in cities. The most recent NRPA standards published in 1979 recommend a range of 6 to 10.5 acres of developed parkland per 1000 residents.

As applied to public parks and recreation resources, standards provide a measurement of recreation space and facilities that should be provided for specific population numbers. Standards are also helpful (1) to allow appropriate area, number and location of facilities, thus establishing minimum area or acres per type of park and (2) to establish a comprehensive and sound fiscal approach for an orderly acquisition and development program. However, they can be misleading and meaningless if misused. Standards and guidelines can be too idealistic or may not fit a specific planning area or population. In these cases, standards and guidelines are modified to fit the situation.



Shade cover- *Visonhale Park offers trees, open turf and children’s play areas and more*

Standards can be soundly used, as shown below, when related to existing and current population:

1. To determine areas, number and types of facilities that are needed to best serve the people and generally where they should be provided.
2. To develop a sound fiscal acquisition and development program.
3. To justify to state and local political bodies, for grants and funding purposes, the need for acquisition and development of parks and recreation areas and facilities and for the determination of priorities in acquisition and development.

4. To help measure the effectiveness of a public jurisdiction in providing needed recreation areas and facilities.
5. To reasonably use as a forecaster, in the case of tourism, as a means to plan to bring increased revenue into the planning area.
6. To help attract and retain desired residents in general or specific areas.

The 1991 Orland Area General Plan recognized NRPA standards, and that "...new development without additional parks will make existing parks more crowded," and also that "...all new developments should be providing for additional parks." The former statement identified the need to continually acquire and "bank" land for such public use and benefit, and the latter applied to how many jurisdictions now require land, in-kind fees, or on-site improvements (higher-density residential) as a component of the development process.

In 2002, the City of Orland had approximately 53 acres of improved parks and facilities for its population:

- Vinsonhaler Park – 18.1 acres
- Lely_Aquatic Park – 30.0 acres
- Library Park – 2.6 acres
- Spence Park 2.1 acres
- Welcome to Orland Park – 0.3 acres

The 2002 ratio of 8.4 acres of parkspace per 1000 persons (based on 2000 US Census population of 6,281) placed Orland close to the middle of the 6 to 10.5 per 1000 person standard established by the NRPA. Since the adoption of the General Plan in early 2003, Orland has experienced population growth consistent with its projections. The existing General Plan uses the 2000 US Census population of 6,281 persons to calculate the ratio of park acreage to 1000 persons of 8.4. The 2007 population of Orland was estimated at 7,189 (Department of Finance). In order for the City to maintain the 2000 ratio of park acreage, the City would have had to add 7.6 acres of park space within the City.

A new soccer complex is in the process of being developed at Orland High School through a combination of grant funding and City funding. The new complex will provide space for two full-size or multiple youth soccer fields. As part of the El Paseo project, a 5 acre public park with sports field is planned. To date, the project has been approved but construction has not commenced. A recreation center including office space for the Department of Parks and Recreation staff as well as gymnasium space, restrooms, and indoor basketball court is planned for Lely Park.

An ongoing and endless challenge for the City is the upkeep and maintenance of its recreation facilities. The assessment area that had been formed under the Landscape and Lighting Act to fund the maintenance and operations of these parks was voted out of existence in the late 1990s. As a result, the City's Public Works Department is currently understaffed in its charge to maintain the value and benefit that the parks were designed to provide.

NATURAL OPEN SPACE RECREATIONAL OPPORTUNITIES

In addition to the managed recreation via parks, a more passive opportunity for public recreation may also be open to the City for further investigation. Streams and their adjacent riparian corridors have long been recognized as important recreational resources, providing opportunities for wildlife viewing, picnicking, fishing, and the like.

Stony Creek defines the entire northern edge of the planning area. Stony Creek and its floodplain provide the greatest extent of “natural” Open Space in the planning area (totaling approximately 675 acres), however, public access is strictly limited because all of the land along Stony Creek within the planning area is privately owned. Private land uses generally include grazing, gravel mining, agriculture, and rural residential uses. In addition, while Stony Creek is within the City’s planning area, it remains within the County’s jurisdiction. Hambright Creek is also within the City’s planning area. Hambright Creek is a relatively small tributary of Stony Creek, and while largely ephemeral over much of its reach, still provides contiguous open space conducive to recreational opportunities. The current confluence of Hambright and Stony Creek is located just outside the northeastern city limits of Orland.

The City may wish to explore opportunities with willing landowners for easements or purchase of lands adjacent to Stony or Hambright Creek with the intent of providing its citizens with access to high quality natural open space within the planning area.

2002 Opportunities:

- Development of a complete Parks, Recreation, and Open Space Master Plan, which would:
 - Assess present and future demands and carrying capacities for parks and recreational facilities including trails, river and lake [and creek] access, and per capita supply of parks (acres/1000 population).
 - Develop parks and recreation standards for (1) total planning area recreation space, and facilities that should be provided for specific population numbers
 - Develop site selection standards, per facility type
 - Identify programs for protecting, conserving and acquiring open-space lands
 - Identify funding mechanism(s) that best serve the City in its provision and management of recreation facilities and areas
 - Identify guidelines and policies to direct future recreation and related resource planning
 - Identify mandatory minimum(s) for recreation and/or open-space per number of units in higher density housing developments

- Consider above for addition into the updated General Plan
- Possible new public access(es) to Stony and/or Hambright Creek.

2002 Constraints:

1. Funding for recreation administration is limited making management of existing resources a challenge without further acquisition and/or development.
2. Limited recreation resources in the planning area limit long-term planning options.
3. All lands adjacent to Stony Creek are privately held.
4. Lack of public ownership strictly limits public access and therefore opportunities for recreational activities.
5. Funding constraints for the identified improvements necessary to meet Orland's needs.
6. Stony Creek landowner disposition.

2007 Opportunities and Constraints Analysis Update

The development of a Parks, Recreation, and Open Space Master Plan remains an opportunity as identified in 2002.

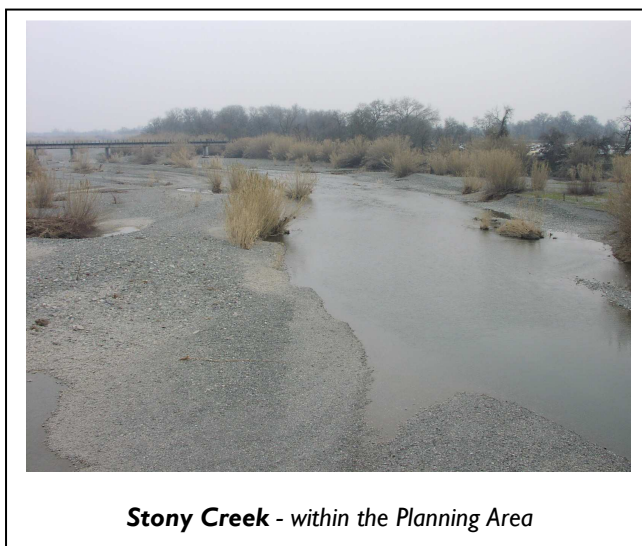
There is an opportunity to plan for needed recreational facilities on the west side of the freeway to serve future residents.

The City is applying for a \$1million dollar grant through the State Resources Agency for a proposed 1½ mile creek trail project. The Stony Creek Recreation and Interpretive Area project will add five new public access areas along the south bank of Stony Creek between Highway 99 and the Blair Estates Subdivision, Unit I. Phase I of the proposed project includes development of the 10 acre access granted to the City in perpetuity from the Blair Estates Subdivision, Unit I. Funding for the four remaining access points will be applied for in future phases.

ISSUE 6: NATURAL RESOURCE CONSERVATION (BEST MANAGEMENT PRACTICES)

The Planning Area has an abundance of open space and natural resources. Stony Creek defines the entire northern edge of the Planning Area. Stony Creek and its floodplain provide the greatest extent of “natural” open space in the planning area (totaling approximately 675 acres). Private land uses generally include grazing, gravel mining, agriculture, and rural residential uses. It is important to note that while land along Stony Creek is within the City’s planning area, it ultimately falls under the County’s jurisdiction. Hambright Creek is a relatively small tributary of Stony Creek, and is largely ephemeral over much of its reach, flowing only after rainfall of a sufficient magnitude. The current confluence of Hambright and Stony Creeks is located just outside the northeastern city limits of Orland. Agricultural land also provides valuable open space and important wildlife habitat. It is important that the City take steps to preserve its open space and natural resources from economic, environmental, and aesthetic perspectives.

Streams and their adjacent riparian corridors, as well as farmland, have long been recognized as important ecosystems that provide key habitat to myriad common and sensitive fish, plant, and wildlife species. The existing General Plan contains specific policies to protect and preserve streams environments and other habitats. In addition, numerous local, state and federal agencies have programs, policies, and regulations intended to ensure that streams continue to serve their valuable biological function. In general, development in the proximity of streams and other waterways is subject to the requirements of regulatory agencies in addition to the City of Orland. These agencies include, but are not limited to, the US Fish and Wildlife Service, US Army Corps of Engineers (Corps), US Environmental Protection Agency, Regional Water Quality Control Board (RWQCB) and the California Department of Fish and Game (DFG). The permitting process for these agencies is complex and can be daunting for developers.



As part of the 2003 General Plan update process, the City saw potential to develop an accompanying Best Management Practices (BMP) Manual to provide guidance for future development. Such a manual would be a compilation of existing City guidelines, codes, policies, programs, and standardized mitigation measures pertaining to General Plan policies. The manual would also incorporate the regulatory standards of other federal, State, and regional agencies, as appropriate. Regulations, guidelines, and standards specific to stormwater runoff and water quality, biological resources, cultural resources, groundwater quality, farmland protection, open space, hazardous substances, and other pertinent issues would be included. Finally, the City expressed interest in providing a list of its own standard mitigation measures by

issue area (i.e., a list of permanent and construction-related erosion control measures for developers to choose from, tree replacement ratios for disturbed or lost mature oaks, etc.).

Exact details need to be worked out, but ultimately the idea is that when individuals initiate a development project with the City, they will be provided with a copy of the Manual and informed that it is assumed that relevant requirements set forth in the Manual would be implemented during development of the proposed project. The process would promote a congruency and cooperation with the management plans and policies of other local, State, and federal agencies involved in the preservation of natural resources. Ultimately, the City will have a clear and detailed outline of what it expects from developers, and, in turn, the developers will have a consistent reference to guide them through the development process.

For instance, if a project proposes a new storm drain outfall, a stream crossing, or other intrusion into a stream, according to the Manual, the City will require procurement of a Corps Section 404 permit, a RWQCB water quality certification and storm water permit, and a DFG Streambed Alteration Agreement. The developer will be provided with a summary of the necessary permits, estimated costs, and contact information. Implementation of the mandatory requirements of these permits would mitigate potential erosion and sedimentation effects during construction or potential “take” of threatened or endangered species. In most cases, adherence to existing State and federal regulations would exceed City standards.

2002 Opportunities:

- Provide developers with a clearly outlined list of the City’s expectations during development, ultimately streamlining the permit process.
- Reduce time City staff spends with developers discussing permit process.
- Ensure General Plan consistency with other local, State, and federal agency programs and policies.

2002 Constraints:

- Much of the open space lands and important natural resources in the Planning Area are under the jurisdiction of Glenn County.
- Development of a BMP Manual may create a perception of an over burdensome permitting process.

2007 Opportunities and Constraints Analysis Update

As part of the 2003 General Plan update process, the City saw potential to develop an accompanying Best Management Practices (BMP) Manual to provide guidance for future development. The City would work in combination with the Glenn County Conservation District to develop a BMP Manual to provide guidance for future development

With the goal of streamlining the permit process and reducing staff hours consumed, the City identified the opportunity to provide developers with a clearly identified list of the City's expectations during development. No list or program has been developed. However, the City has implemented a Site Plan Review Process for all development in commercial and industrial zoning districts which allows the City to approve site plan prior to building permit application, streamlining the permit process by allowing numerous project submittals.

ISSUE 7: HOUSING

California Government Code Section 65302(c) requires that a housing element be included in a general plan. The required contents of a housing element are set forth in Government Code Section 65580 et seq. As described in Government Code Section 65583, 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. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and shall make adequate provision for the existing and domestic needs of all economic segments of the community."

In 2002, the City was utilizing the 1993 Housing Element, which was amended in 1996. Normally, a housing element shall be revised within a time period no greater than every five years. However, Government Code Section 65588(e) granted certain local governments, including the City, a deadline of June 30, 2003 for the next revision of their housing elements. (The City completed and adopted the current 2003-2008 Housing Element in early 2004.) Also, most housing issues in the City at that time had been identified in the previous Housing Element, and policies and programs had been developed to address those issues.

The 2000 U.S. Census indicated that there were 2,308 housing units in Orland. This represents an increase of approximately 15 percent from the number of housing units in 1990. However, the City population in the same time period increased by approximately 24 percent. The disparity between population growth and housing growth was seen as a significant factor in the homeowner vacancy rate of 1.9. A low vacancy rate is indicative of a tight housing market, one in which home prices are likely to increase, making it more difficult for residents to find affordable housing. Moreover, according to the Development Forecast of the current City General Plan, between 828 and 1,361 more housing units will be required from 2000 to 2020, depending upon projected population growth.



Space for infill - residential homes and lots with existing infrastructure and improvements

In 2005, Community Housing Improvement Program (CHIP) constructed the Rancho de Soto affordable apartments in west Orland Near I-5. In 2007, CHIP purchased land in northwest Orland to develop affordable single family residences.

In 2002, the City's existing Housing Element identified several potential constraints to more housing development, both governmental and non-governmental. Most of the constraints identified in the Housing Element were determined to be either not significant or beyond the control of local government. However, some constraints were viewed as within the control of

the City. One was the policy that subdivision developers must underground any open water channel adjacent to the proposed subdivision. Undergrounding channels adds to the cost of development and discourages projects near channels. Since water channels are prevalent in the Planning Area, the undergrounding policy potentially discourages development on a significant amount of land.

At that time, an additional significant issue was the condition of the City's housing stock. In 1991, the City contracted with Community Housing Improvement Program (CHIP) to conduct a survey of housing conditions in the City. In 1996, the City contracted with the Glenn County Human Resources Agency to conduct an updated survey. The 1996 survey indicated that approximately 32 percent of housing units were substandard, in degrees varying from "minor" to "substantial." Some of the housing stock since the 1996 survey may have deteriorated further, even to the "dilapidated" level. However, some of the substandard units may have been rehabilitated to a "sound" condition. Programs to encourage efforts to rehabilitate or improve existing housing are part of the current Housing Element.

2002 Opportunities:

- Review governmental policy concerning undergrounding of water channel to determine if the justification for the policy is outweighed by the potential constraint imposed on future housing development (Review of undergrounding policy is identified as an opportunity in *Issue #9, Open Irrigation Channels*).
- As part of the zoning code update, review standards to determine if their justification outweighs the potential constraints imposed upon housing development. Also, consider if additional provisions that may encourage affordable housing development should be included in the updated zoning code, such as density bonuses.
- Evaluate existing City project review procedures and consider changes that may expedite review of potential housing projects.
- Review infrastructure plans to determine if existing infrastructure imposes a constraint on development in designated residential areas within the City. Consider revising infrastructure plans to upgrade facilities that may impose constraints on residential development.
- Encourage infill residential development within the City limits, consistent with land use designations and with general existing development.
- Consider conducting a housing conditions survey to update information on substandard and dilapidated housing units within the City, prior to the June 30, 2003 deadline.
- Consider the use of Community Development Block Grant (CDBG) funds to establish a program to encourage the rehabilitation of housing units that are currently substandard to a sound condition. This program should supplement other public and private efforts that encourage rehabilitation.

2002 Constraints:

- Market conditions may change, discouraging residential development in the City.
- Proposed infill and other residential development may generate objections from neighboring residents and businesses.
- City procedural changes may require more intensive oversight and management, which could mean that more staff would be required.
- Undergrounding policy involves other agencies, mainly the Orland Unit Water Users Association and the U.S. Bureau of Reclamation, whose consent may be required for any policy changes.
- CDBG funds are highly competitive and may be limited in times that the state faces budgetary constraints.
- Funds for infrastructure improvements may be limited and may need to be applied to higher-priority work, such as replacement of failing lines.

2007 Opportunities and Constraints Analysis Update

The 2007 population for the City of Orland was 7,189. There were 2,585 total housing units, 2,452 of which were occupied—yielding a vacancy rate of 5.1 percent. From the 2,308 total housing units in 2000, the number of total housing units had increased by 12 percent compared with the 15 percent increase in population.

In order to increase the available housing stock, the City sought to eliminate several regulatory constraints to housing development. Among them were:

- To review governmental policy concerning undergrounding of water channels to determine if the justification for the policy is outweighed by the potential constraint imposed on future housing developments
- To review zoning standards to determine if their justification outweighs the potential constraints imposed upon housing development
- To consider if additional provisions that may encourage affordable housing development should be included in the updated zoning code, such as density bonuses.

In 2002, the City also aimed to evaluate City project review procedures and consider changes that may expedite review of potential housing projects. To this date, the opportunity to review and consider policies continues to exist.

In a continuing effort to spur residential growth and eliminate constraints, the City recognized an opportunity to encourage infill development and considered reviewing and revising infrastructure plans. New Land Division Standards and Improvement Standards were developed for Bonnie Lane and Robbins Street as amended in 2003:

Bonnie Lane is allowed to have a 50 foot right-of-way:

- 10 foot public service easement on each side with 30 feet of paving
- 11 foot wide lanes
- 4.5 foot rolled curb, gutter, and sidewalk
- 8 foot parking

Robbins Street is allowed a 48 foot right-of-way:

- No utility easement requirement
- 18 foot travel lanes
- 4.5 foot rolled curb, gutter, and sidewalk

An updated housing conditions survey was identified as a means to inventory on substandard and dilapidated housing units within the City, prior to the June 30, 2003 state-administered deadline. This was conducted as part of the General Plan Housing Element Update which was adopted in early 2004.

The City was interested in Community Development Block Grant (CDBG) funds to establish a program to encourage the rehabilitation of substandard housing units. Presently, the City provides funds for rehabilitation, sidewalk improvements, and home buyer down payment assistance. The City utilizes funds from its CDBG Program Income and the HOME Investment Partnership Program. When funds are exhausted, a waiting list is generated to determine the need for requesting additional funds when agencies release their Notice of Funding Availability.

ISSUE 8: AGRICULTURAL/URBAN INTERFACE

Agriculture has had a significant impact on the City of Orland. It plays an important role in the Orland economy, not only because the City is a center for the processing and shipment of agricultural products, but also because of the provision of goods and services to farmers in the surrounding area. In addition, the agricultural landscape contributes to the rural, "small town" character of Orland that most of its residents prefer.

As with most communities in the Central Valley that are currently experiencing or planning for growth, the City must deal with the issue of encroaching urban development upon agricultural lands. Problems at the "urban edge" have been the subject of many books and articles. Residents in developed areas adjacent to agricultural operations complain of dust, noise, odors and pesticide use. Farmers, in turn, complain of vandalism and theft, imported weeds and pests, and restraints on their operations. Other concerns include the loss of prime agricultural land, the subdivision of lands into ranchettes and "hobby farms", and the increased value of lands at the urban edge that encourages farmers to sell the lands for development.

The limited amount of growth in Orland has not made encroachment on agricultural lands a significant issue. However, over time, annexations have brought potential development into more contact with large agricultural areas, particularly on the eastern side of the City. Moreover, annexations may (in the future) take in what the Glenn County General Plan designates as "important farmland", which includes prime farmland, unique farmland, farmland of statewide importance, and farmland of local importance, as classified by the California Department of Conservation's Farmland Monitoring and Mapping Program.



Orland's urban edge - a view to the north adjacent to I-5 illustrates the edge of an orchard

The 1991 General Plan had no policies related to development adjacent to agricultural lands. Because limited significant development had occurred at the City's urban edge at that time, the City saw an opportunity to develop policies that would reduce potential conflicts between urban and agricultural uses before significant urban development is approved. The City recognized that should it develop such policies, it may want to coordinate the development of these policies with Glenn County, which has several policies and programs designed to protect agricultural resources in place.

2002 Opportunities:

- Establish policies to reduce conflicts between urban and agricultural uses located adjacent to each other. These policies may include setbacks from agricultural lands, the placement of developments less affected by agricultural operations (e.g., industrial), and the establishment of buffers and/or greenbelts between urban and agricultural uses. Some of these design features can be integrated with proposed recreational facilities and open space areas, such as trails.
- Consider the use of existing infrastructure improvements as "boundaries" between agricultural and urban areas. For example, existing canals could be used as dividing lines between urban and agricultural areas. Roads could also be used, but care should be taken so that the use of a roadway does not actually encourage development of adjacent farmland, particularly if improvements are made to the roadway.
- Develop an annexation policy that discourages annexations of prime agricultural land and gives preference to the annexation of lands subdivided to the extent that larger agricultural operations are not viable, or which already have significant urbanized development.
- Review, and if necessary revise, infrastructure plans so as to discourage development in prime agricultural areas. This strategy would not apply to areas with "hobby farms" or other subdivided lands that would not support economically feasible agricultural operations.
- Encourage infill development within the City limits, consistent with land use designations and with general existing development, to reduce need to annex developable areas outside the City limits.
- Cooperate with the County on developing land use policies that would protect and maintain viable agricultural operations in the Orland vicinity. Policies may include the identification of areas in which future City growth would be encouraged.
- Support the development and implementation of programs designed to protect agricultural lands, such as agricultural easements, funding of the state's Agricultural Stewardship Program, and private and/or nonprofit land trusts.

2002 Constraints:

- Agricultural lands are under the jurisdiction of Glenn County.
- Potential developers may complain about property rights infringement.
- Setbacks and buffers would require maintenance, and would reduce the amount of developable land.

- Proposed infill development may generate objections from neighboring residents and businesses.
- Funding for proposed agricultural protection measures may be limited.
- City policies would require more intensive oversight and management, which could mean that more staff would be required.

2007 Opportunities and Constraints Analysis Update

The 2002 Opportunities and Constraints Analysis called for policies to reduce conflicts between urban and agricultural uses located adjacent to each other. The following policies were developed and included in the current General Plan:

Policy 4.1.B states:

Direct urban development to areas where agricultural are already constrained by existing non-agricultural uses.

Policy 4.1.C states:

During the project review process, address the impacts of siting environmentally sensitive uses in areas where conflicts with agricultural production and processing activities may result. The City may consider the establishment of buffers between the new urban use and the existing agricultural use.

Policy 4.1.F states:

Maintain buffer zones around areas of existing and planned agricultural processing activities. Do not permit sensitive uses to encroach within the buffer zones.

Policy 4.1.G states:

Buffer zones surrounding agricultural processing plants may vary in width based upon existing and proposed uses, as well as whether vegetation screens are incorporated to improve buffer effectiveness.

Policy 4.1.H states:

Work with Glenn County to identify and adopt City/County “Areas of Mutual Concern”. Also consider standard mitigation measures to reduce impacts of developments on agricultural activities.

The City identified the opportunity to use existing infrastructure improvements as “boundaries” between urban and agricultural areas. In September 2005, the City adopted the *Administrative Guidelines for Implementation of General Plan Agricultural Buffering Policies*. These buffering standards and Guidelines provide a set of criteria and examples for buffering that will be used to incorporate appropriate buffering designs for various development projects. The Guidelines have been used by City staff, applicants, the Planning Commission, and City Council in determining the general development characteristics and design features with which projects

requiring buffers should comply. The Guidelines were employed with the El Paseo and Whitehawk projects, both in eastern Orland bordering active agricultural uses in the County.

The City identified infill development, annexation policy, and infrastructure planning as opportunities to protect agricultural areas outside of the city limits. Infill development reduces the need to annex developable land outside of the city. An effective annexation policy can discourage annexation of agricultural areas while giving preference to agriculturally non-viable lands. Through infrastructure planning, the City can continue to control future development patterns.

Glenn County has adopted a Right-to-Farm ordinance. Proponents of urban development occurring near agricultural operations are conditioned through the discretionary permit process to record for each parcel a Statement of Acknowledgement that future residents and business owners are aware of the potential dust, noise, and odor that could be potentially emitted from such operations. This disclosure process has been very successful for the urban/agricultural interface.

Additionally, agricultural easements, private and/or nonprofit land trusts, and funding of the state's Agricultural Stewardship Program were seen as opportunities for the City to protect agricultural lands. The City continues to have opportunities to utilize these methods to protect valuable agricultural land.

ISSUE 9: OPEN IRRIGATION CHANNELS

It appears from available information that prior to 1990 several drowning incidents involving either young children and/or elderly citizens occurred in specific Orland Unit Water Users Association (OUWUA) open channels traversing the City. In August 1990, the OUWUA, Bureau of Reclamation (BOR), and City of Orland met to discuss this concern. Two letters prepared by the OUWUA and BOR generally detail the sentiment of the meeting. According to the BOR letter, the discussions primarily focused on the South Canal east of I-5, Lateral 40 from its beginning to County Road M 1/2, and Lateral 50 south to Tehama Street. Generally, all interested parties agreed to pursue engineering feasibility studies for undergrounding (see status of feasibility studies below) and require developers to underground open channels adjacent to or near proposed “new” development. It should be noted that the OUWUA letter requested that undergrounding take place for “open canals traversing densely populated areas (emphasis added).” The BOR letter states “open canals and laterals abutting or passing through subdivisions are a serious safety and health hazard (emphasis added).” While these two letters were focused on where a public health and safety concern may exist, the General Plan policy adopted by the City is broader in scope. The 1991 General Plan policy regarding undergrounding is found in its Land Use and Circulation section and reads as follows:



OUWUA open channel - near Interstate 5

Undergrounding of all . . . canals shall be required with the development of any residential, commercial, or industrial properties adjacent to the canals or adjacent to a public right-of-way abutting canals (emphasis added).

In 2002, it was noted that the City Council may wish to revisit the original intent of the policy, and determine how, what initially was a health and safety concern for “densely populated” areas or “subdivisions”, became a concern for “any” development, including commercial and industrial. In addition, it appears that the original focus of discussion between the City, OUWUA, and BOR was three specific laterals (discussed above), but the policy requires “all” canals be undergrounded.

2002 Opportunities:

- Revisit and, if necessary, redefine the intent and scope of the undergrounding issue with the OUWUA and BOR.
- Consider alternatives to undergrounding channels which still protect public health and safety. Some developments have been assessed on a case-by-case basis, which has

created innovative solutions (i.e., fencing, buying out water rights and decommissioning channels).

- Utilize results of pending feasibility studies to craft a clear and reasonable undergrounding policy/ordinance for future development. Include specifics regarding what types of development, and in which areas, the undergrounding requirements apply. May wish to consider cost sharing (City and/or OUWUA), or other means, to reduce excessive cost burden to developers.

2002 Constraints:

- Open channels criss-cross the entire planning area.
- Broad scope of existing General Plan policy.
- Developer uncertainty as to how to adhere to policy.
- Difficulty in consistently applying the current policy.
- Funding and completing feasibility studies.
- Cost associated with undergrounding channels.

2007 Opportunities and Constraints Analysis Update

In the 2002 Opportunities and Constraints Analysis, the City sought to revisit the undergrounding issue with the Orland Unit Water Users Association (OUWUA) and the Bureau of Reclamation (BOR). Since then, the City has completed the Feasibility Study which was needed to move forward the undergrounding of channels throughout the City. Projects which have been required or considered for undergrounding include: Linwood Park, Orland Park Estates, El Paseo, and Whitehawk. In early 2005, the City prepared the *Feasibility Study for Undergrounding OUWUA Canals in the City of Orland* (Feasibility Study). The Feasibility Study collected information regarding system operations, determined the availability of storage within the OUWUA reservoirs, and, based upon the assumption that the entire service would be converted to a buried-pipe distribution system, determined the components out of which a range of regional water management alternatives would be developed. The study details the hydraulic engineering needed to underground open channels as required by the 1991 General Plan policy.

Using the results from the now completed Feasibility Study, the City aimed to develop a clear and reasonable undergrounding policy/ordinance for future development. The city desired that such a policy would pay consideration to the type of development, and the project area, and surroundings. Such a policy will be incorporated into the General Plan with the current update.

The City identified as an opportunity several innovative solutions that have been used as alternatives to undergrounding channels such as fencing or buying out water rights and

decommissioning channels. Undergrounding alternatives continue to be an opportunity that the City may decide to explore.

In 2007, the City has an opportunity for continuing implementation of the undergrounding policy in new areas such as west of the freeway. However, construction and maintenance cost continue to be constraints.

ISSUE 10: SOUTHWEST ORLAND INFRASTRUCTURE

Community surveys and studies conducted prior to the 2002 Opportunities and Constraints Analysis identified a nearly unanimous desire to expand Orland's job market and economic base. Individuals and groups alike have voiced their interest in attracting industry to the area as well as a desire to prepare suitable locations for development to lure potential employment opportunities.

The City of Orland received a Community Development Block Grant to fund a study (prepared by Rolls, Anderson, Rolls in February, 1990) to determine size, location, and probable costs for the extension of utilities and general infrastructure to an area adjacent to the southwest portion of Orland, which at that time was outside the city limits (and has been subsequently annexed into the city). The area consists of approximately 130 acres and is bounded by Interstate 5 on the west, Sixth Street (old Highway 99) on the east, South Street on the north, and County Road 18 on the south.

The infrastructure addressed by the study included only publicly-owned facilities associated with services provided by the City, consisting of public streets, sanitary sewer service, water supply, and storm drainage disposal. Following are brief summaries outlining improvements identified in the study as required:

- Streets

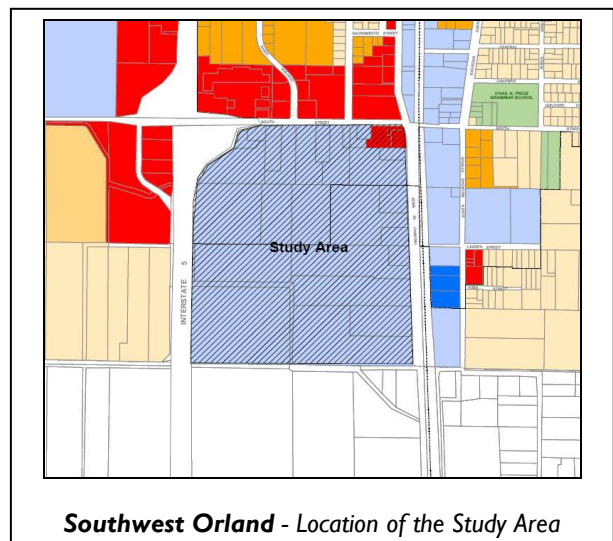
The Circulation Element of the existing Glenn County General Plan called for extension of Cortina Drive south to Road 18, which itself would be changed from a local access road to a collector. It also identified an east-west collector street approximately 1,300 feet south of South Street, from Cortina Drive to Sixth Street. Additionally, internal circulation streets will be required for complete access to all parcels.

- Sanitary Sewer

Sewer service exists to serve the most northerly portion of the Study Area. However, the remaining area is not topographically tributary to the existing sanitary sewer system, which would necessitate the construction of a separate gravity sewage collection system and the installation of a lift station to pump the sewage to the existing trunk line in Sixth Street.

- Water System

At the time, there was existing service able to sustain development for only the most northerly portion of the Study Area. The Study recommended that all water mains in



the Study Area be a minimum of 8-inch diameter. It was also recommended that a well be constructed in the Study Area and connected to the system. Predicted yield for a well in this area is 600 to 1000 gpm.

- Storm Drainage

As noted above, the Study Area is not topographically tributary to the existing storm drain system. The study recommended a separate collection and disposal system as cost-effective, citing a percolation system as the best alternative. This system capitalizes on the soil in the Study Area, classified as “Czt” and described as “Cortina very gravelly sandy loam, moderately deep.” This is the most permeable soil found in the area and is well suited for storm water disposal.

The 1990 study was predicated on the Land Use Element of the existing Glenn County General Plan (currently being updated) which designated approximately 10 acres of the southeast corner of the Study Area as RM (Medium Residential). The balance of the Study Area at that time fell under the MU (Mixed Use) designation. Since the study was prepared, a large portion of the northern study area has been annexed into the City. The Orland General Plan designation for the study area is Light Industrial/Commercial other than the corner of Sixth and South Streets, which is Commercial.

The total estimated cost of City-owned infrastructure in the 1990 study was \$3,880,000. This cost estimate did not include the corresponding and required installation of utilities (gas, electric and telephone) in the Study Area, which was estimated at \$500,000. It also did not include the relocation of an existing irrigation pipeline in South Street, which was estimated to cost \$40,000. These figures have not been adjusted to current values and/or costs.

Since 2002, a new medical office has been constructed in the area, and Cortina Drive, along with municipal water and sewer mains, has been extended south of South Street. Additional discretionary permits have been approved for the west side of the Cortina Drive extension for a mini-mart that will tie into the available mains.

2002 Opportunities:

- Designation of a defined planning area, and/or possibly a specific plan could lend to the end development of an area that could attract industry to the Orland area.
- Develop a rezoning scheme that would provide for the easiest transition of jurisdiction in the event of future annexation of the area.
- Continue the cooperative, mutually beneficial relationship with Glenn County.

2002 Constraints:

- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management

- Costs associated with finalization of a plan, development of and definition of the new, specific planning area
- Funding of identified improvements

2007 Opportunities and Constraints Analysis Update

The 2002 Opportunities and Constraints Analysis called for the designation of the defined planning and/or specific plan area for the Southwest Orland Study Area. In the 2003 General Plan the Southwest Orland Study area is identified as the Southwest Orland Special Plan Area. The formation of a clearly defined planning district with a specified set of development requirements could help to attract candidate businesses. *Policy 1.3.C* was included in the 2003 General Plan which states:

The City shall develop separate standards for each of commercial area, including special planning areas, business parks, downtown, or other employment centers. The commercial areas may provide a mix of residential and commercial uses as appropriate and as approved through master planning by the City.

The Orland City Council adopted design review guidelines and standards for all development in commercial and industrial zoning districts on August 20, 2007, effective October 5, 2007.

Designation of the Southwest Orland Area as a Specific Plan Area remains an opportunity for Orland to promote development there.

The development of a rezoning process was identified as the means for the City to preempt issues in the event of subsequent annexation to the City. *Program 1.1.A.6* of the current General Plan states:

Develop a comprehensive annexation program for annexing lands outside of the present city limits to allow for coordinated, long-term planning and to reduce approval of incompatible uses on unincorporated land adjacent to the City.

The implementation of Program 1.1.A.6 remains an opportunity for the City. However, the constraints listed relating to the Southwest Study Area in 2002 continue to exist as well.

ISSUE II: AIRPORT INDUSTRIAL AREA

Glenn County Resolution No. 92-144 outlines a Joint Powers Agreement between the City of Orland and Glenn County for the development of 70 acres into an industrial park. The acreage was identified as surplus to aviation in the 1992 Master Plan for the Orland Haigh Field Airport, owned by Glenn County and managed by the Glenn County Public Works Department.

The study that produced the 1992 Master Plan was funded by a Community Development Block Grant (CDBG) and identified needed infrastructure improvements and design plans for the industrial park. The Orland Area General Plan had identified this area as a “prime candidate” for such use.

In 1995, a \$1.5 million grant was jointly sought and received by the City and County. The funds were used to develop the first phase infrastructure and improvements identified in the study and Master Plan (public water, sanitary sewer service, storm drainage, public streets, and utilities - gas, electricity and telephone). Glenn County then rezoned the property as MP, Glenn County’s industrial park district designation, which identifies most light manufacturing activities as permitted uses.

One of the main focuses of the planning for the industrial park was streamlining processes associated with locating manufacturing facilities. The intent has been to offer the marketplace something that could be especially attractive to businesses, not just in terms of architectural controls but also in terms of easing government-related procedural requirements.

To that end, the County has sought a Federal Aviation Administration (FAA) release of property (identified in the Master Plan as future phases) that would assure maximum flexibility in responding to business needs.



Although significant planning and infrastructure improvements have taken place, the FAA has not yet granted the release. This has effectively precluded additional progress toward completion of improvements identified in the Master Plan (installation of infrastructure is sequential). One business that located in the industrial park failed, and has since sued. The lawsuit has effectively tied up an additional 15 acres otherwise available for use.

2002 Opportunities:

- Continue cooperative relations with Glenn County, in support of the 1992 Master Plan
- Evaluate alternative economic development measures

2002 Constraints:

- The pending FAA decision and lawsuit remain as obstacles to building out the infrastructure, improvements, and in effect the complete industrial park identified in the 1992 Master Plan

2007 Opportunities and Constraints Analysis Update

In the 2002 Opportunity and Constraints Analysis, the City reiterated its desire to continue working with Glenn County to implement the 1992 Master Plan for the Orland Haigh Field Airport. The Master Plan identified needed infrastructure improvements and design plans for a 70 acre industrial park. Development in the industrial park has been limited because of the inactivity of the FAA in releasing the property, and the City recognized the need to evaluate alternative economic development measures. Since 2002, the Glenn County Economic Development Corporation has been actively pursuing tenants for the airpark. The opportunities and constraints detailed in 2002 persist for the Airport Industrial Area in 2007.

ISSUE 12: NOISE

In addition to Interstate 5, the ambient noise environment in Orland is defined by Hwy 32, which runs East to West directly through the middle of the city, local traffic on City streets, commercial and industrial uses, active recreation areas of parks and outdoor play areas of schools, auto racing events at the fairgrounds, and occasional railroad operations on the Western Pacific Railroad tracks.

Because a Goal of the Noise Element of the City of Orland General Plan is to develop strategies for abating excessive noise exposure through cost-effective mitigation measures in combination with appropriate zoning to avoid incompatible land uses, the existing noise sources located within the Plan Area should be carefully considered when planning for future growth.

2002 Opportunities:

- There are areas within the Plan Area which are not located in the immediate vicinity of the noise sources identified above where residential and other noise-sensitive uses could be planned without requiring substantial noise mitigation.
- There are areas within the Plan Area which are not located in the immediate vicinity of noise-sensitive uses where opportunities exist for the development of noise-generating land uses.
- In areas where development of noise-sensitive land uses is being considered near noise-producing uses, and vice-versa, the following noise mitigation options could be utilized either individually, or in combination, to allow such uses:



Processing - one particular facility within the plan area

1. Use of Setbacks

Noise exposure may be reduced by increasing the distance between the noise source and receiving use. Setback areas can take the form of open space, frontage roads, recreational areas, storage yards, etc. The available noise attenuation from this technique is limited by the characteristics of the noise source, but is generally about 4 to 6 dB per doubling of distance from the source.

2. Use of Barriers

Shielding by barriers can be obtained by placing walls, berms or other structures, such as buildings, between the noise source and the receiver. The effectiveness of a barrier depends upon blocking line-of-sight between the source and receiver, and is improved

with increasing the distance the sound must travel to pass over the barrier as compared to a straight line from source to receiver. The difference between the distance over a barrier and a straight line between source and receiver is called the "path length difference," and is the basis for calculating barrier noise reduction.

Barrier effectiveness depends upon the relative heights of the source, barrier and receiver. In general, barriers are most effective when placed close to either the receiver or the source. An intermediate barrier location yields a smaller path-length-difference for a given increase in barrier height than does a location closer to either source or receiver.

For maximum effectiveness, barriers must be continuous and relatively airtight along their length and height. To ensure that sound transmission through the barrier is insignificant, barrier mass should be about 4 lbs./square foot, although a lesser mass may be acceptable if the barrier material provides sufficient transmission loss. Satisfaction of the above criteria requires substantial and well-fitted barrier materials, placed to intercept line of sight to all significant noise sources. Earth, in the form of berms or the face of a depressed area, is also an effective barrier material.

Transparent noise barriers may be employed, and have the advantage of being aesthetically pleasing in some environments. Transparent barrier materials such as laminated glass and polycarbonate provide adequate transmission loss for most highway noise control applications. Transparent barrier materials may be flammable, and may be easily abraded. Some materials may lose transparency upon extended exposure to sunlight. Maintaining aesthetic values requires that transparent barriers be washed on a regular basis. These properties of transparent barrier materials require that the feasibility of their use be considered on a case-by-case basis.

The attenuation provided by a barrier depends upon the frequency content of the source. Generally, higher frequencies are attenuated (reduced) more readily than lower frequencies. This results because a given barrier height is relatively large compared to the shorter wavelengths of high frequency sounds, while relatively small compared to the longer wavelengths of the frequency sounds. The effective center frequency for traffic noise is usually considered to be 550 Hz. Railroad engines, cars and horns emit noise with differing frequency content, so the effectiveness of a barrier will vary for each of these sources. Frequency analyses are necessary to properly calculate barrier effectiveness for noise from sources other than highway traffic.

There are practical limits to the noise reduction provided by barriers. For highway traffic noise, a 5 to 10 dB noise reduction may often be reasonably attained. A 15 dB noise reduction is sometimes possible, but a 20 dB noise reduction is extremely difficult to achieve. Barriers usually are provided in the form of walls, berms, or berm/wall combinations. The use of an earth berm in lieu of a solid wall may provide up to 3 dB additional attenuation over that attained by a solid wall alone, due to the absorption provided by the earth. Berm/wall combinations offer slightly better acoustical performance than solid walls, and are often preferred for aesthetic reasons.

3. Site Design

Buildings can be placed on a project site to shield other structures or areas, to remove them from noise-impacted areas, and to prevent an increase in noise level caused by reflections. The use of one building to shield another can significantly reduce overall project noise control costs, particularly if the shielding structure is insensitive to noise. As an example, carports or garages can be used to form or complement a barrier shielding adjacent dwellings or an outdoor activity area. Similarly, one residential unit can be placed to shield another so that noise reduction measures are needed for only the building closest to the noise source. Placement of outdoor activity areas within the shielded portion of a building complex, such as a central courtyard, can be an effective method of providing a quiet retreat in an otherwise noisy environment. Patios or balconies should be placed on the side of a building opposite the noise source, and "wing walls" can be added to buildings or patios to help shield sensitive uses.

Another option in site design is the placement of relatively insensitive land uses, such as commercial or storage areas, between the noise source and a more sensitive portion of the project. Examples include development of a commercial strip along a busy arterial to block noise affecting a residential area, or providing recreational vehicle storage or travel trailer parking along the noise-impacted edge of a mobile home park. If existing topography or development adjacent to the project site provides some shielding, as in the case of an existing berm, knoll or building, sensitive structures or activity areas may be placed behind those features to reduce noise control costs.

Site design should also guard against the creation of reflecting surfaces which may increase onsite noise levels. For example, two buildings placed at an angle facing a noise source may cause noise levels within that angle to increase by up to 3 dB. The open end of "U"-shaped buildings should point away from noise sources for the same reason. Landscaping walls or noise barriers located within a development may inadvertently reflect noise back to a noise-sensitive area unless carefully located. Avoidance of these problems while attaining an aesthetic site design requires close coordination between local agencies, the project engineer and architect, and the noise consultant.

5. Building Design

When structures have been located to provide maximum noise reduction by barriers or site design, noise reduction measures may still be required to achieve an acceptable interior noise environment. The cost of such measures may be reduced by placement of interior dwelling unit features. For example, bedrooms, living rooms, family rooms and other noise-sensitive portions of a dwelling can be located on the side of the unit farthest from the noise source.

Bathrooms, closets, stairwells and food preparation areas are relatively insensitive to exterior noise sources, and can be placed on the noisy side of a unit. When such techniques are employed, noise reduction requirements for the building facade can be significantly reduced, although the architect must take care to isolate the noise impacted areas by the use of partitions or doors.

In some cases, external building facades can influence reflected noise levels affecting adjacent buildings. This is primarily a problem where high-rise buildings are proposed, and the effect is most evident in urban areas, where an "urban canyon" may be created. Bell-shaped or irregular building facades and attention to the orientation of the building can reduce this effect.

4. Noise Reduction by Building Facades

When interior noise levels are of concern in a noisy environment, noise reduction may be obtained through acoustical design of building facades. Standard residential construction practices provide 10-15 dB noise reduction for building facades with open windows, and approximately 25 dB noise reduction when windows are closed. Thus a 25 dB exterior-to-interior noise reduction can be obtained by the requirement that building design include adequate ventilation systems, allowing windows on a noise-impacted facade to remain closed under any weather condition.

Where greater noise reduction is required, acoustical treatment of the building facade is necessary. Reduction of relative window area is the most effective control technique, followed by providing acoustical glazing (thicker glass or increased air space between panes) in low air infiltration rate frames, use of fixed (non-movable) acoustical glazing or the elimination of windows. Noise transmitted through walls can be reduced by increasing wall mass (using stucco or brick in lieu of wood siding), isolating wall members by the use of double- or staggered- stud walls, or mounting interior walls on resilient channels. Noise control for exterior doorways is provided by reducing door area, using solid-core doors, and by acoustically sealing door perimeters with suitable gaskets. Roof treatments may include the use of plywood sheathing under roofing materials.

Which ever noise control techniques are employed, it is essential that attention be given to installation of weatherstripping and caulking of joints. Openings for attic or subfloor ventilation may also require acoustical treatment; tight-fitting fireplace dampers and glass doors may be needed in aircraft noise-impacted areas.

Design of acoustical treatment for building facades should be based upon analysis of the level and frequency content of the noise source. The transmission loss of each building component should be defined, and the composite noise reduction for the complete facade calculated, accounting for absorption in the receiving room. A one-third octave band analysis is a definitive method of calculating the A-weighted noise reduction of a facade.

A common measure of transmission loss is the Sound Transmission Class (STC). STC ratings are not directly comparable to A-weighted noise reduction, and must be corrected for the spectral content of the noise source. Requirements for transmission loss analyses are outlined by Title 24 of the California Code of Regulations.

5. Use of Vegetation:

Trees and other vegetation are often thought to provide significant noise attenuation. However, approximately 100 feet of dense foliage (so that no visual path extends through the foliage) is required to achieve a 5 dB attenuation of traffic noise. Thus the use of vegetation as a noise barrier should not be considered a practical method of noise control unless large tracts of dense foliage are part of the existing landscape.

Vegetation can be used to acoustically "soften" intervening ground between a noise source and receiver, increasing ground absorption of sound and thus increasing the attenuation of sound with distance. Planting of trees and shrubs is also of aesthetic and psychological value, and may reduce adverse public reaction to a noise source by removing the source from view, even though noise levels will be largely unaffected. It should be noted, however, that trees planted on the top of a noise control berm can actually slightly degrade the acoustical performance of the barrier. This effect can occur when high frequency sounds are diffracted (bent) by foliage and directed downward over a barrier.

In summary, the effects of vegetation upon noise transmission are minor, and are primarily limited to increased absorption of high frequency sounds and to reducing adverse public reaction to the noise by providing aesthetic benefits.

2002 Constraints

- Because there are limits to the degree by which noise may be attenuated by the measures shown above, the development of noise-sensitive land uses immediately adjacent to Interstate 5 would be constrained by the 24-hour noise emissions of that roadway. As a result, the creation of such uses should be carefully considered, and generally avoided if possible.

2007 Opportunities and Constraints Analysis Update

The 2002 Opportunities and Constraints Analysis recognized areas within the Plan Area which are not located in the immediate vicinity of the noise sources where residential and other noise-sensitive uses could be planned without requiring substantial noise mitigation as well as areas which are not located in the immediate vicinity of noise-sensitive uses where opportunities exist for the development of noise-generating land uses.

Where development of noise-sensitive land uses is being considered near noise-producing uses and vice-versa, the City identified noise mitigation options could be utilized either individually or in combination to allow such uses.

The 2003 Orland General Plan Noise Element addresses noise issues in the Plan Area and contains numerous policies and programs with the goal of protecting the citizens of Orland from the harmful effects of exposure to excessive noise.

In September 2005, the City adopted the *Administrative Guidelines for Implementation of General Plan Agricultural Buffering Policies*. These buffering standards and Guidelines provide a set of

criteria and examples for buffering that will be used to incorporate appropriate buffering designs for various development projects. Buffers are used to mitigate a variety of issues, including noise.

The City has in place an adopted update to the commercial and industrial sections of the Zoning Ordinance that includes design standards for noise reduction by way of site organization, location of mechanical equipment, and the use of walls and fences.

The opportunities and constraints listed in 2002 continue to be relevant in 2007.

ISSUE 13: CIRCULATION

In 2002, a number of roadway facilities within the plan area had been constructed to their ultimate width as identified by the 1991 Orland General Plan and were projected to operate satisfactorily. Other facilities were projected to provide additional travel lanes or would need to be upgraded from rural 2-lane roads to urban City street standards to accommodate adjacent development. Construction to standards consistent with the Circulation element was projected to provide satisfactory roadway operations. At that time, no changes to existing functional classifications were identified.

The Circulation element of the 2002 Background Report prepared for the 2002 General Plan Update indicated that the roadway system in Orland operated acceptably, categorized by Level of Service "A" operations. Highway 32 (Walker Street) east of Sixth Street similarly experienced satisfactory LOS "B" operations based upon daily volume thresholds, however, operational difficulties associated with the existing one block offset of Highway 32 at Swift and Walker Streets had been the focus of a Project Study Report (PSR) prepared by Caltrans to develop realignment alternatives for this segment of the route.

Implementation and construction of planned roadway facilities as identified on the 2002 General Plan Circulation Plan map were assumed to occur as needed in the future to provide access to development areas within the plan area. The circulation improvements projected needed as of 2002 to support development of the plan area are discussed below.

HIGHWAY 32

In 2006, Caltrans completed a major realignment designed to bring State Route 32 directly into the intersection of Sixth and Walker Streets. The realignment created a pair of curves to bring the highway into a perpendicular intersection with Sixth Street. The project also upgraded the existing traffic signal at Sixth and Walker Streets. With implementation of this improvement project, satisfactory roadway and intersection operations are also projected for this segment of the highway. (Please refer to *Issue #2: Highway 32 Area* for Opportunities and Constraints related to this project.)



Downtown Orland - acceptable Level of Service (LOS)

The northbound and southbound I-5 ramp intersections with Highway 32 as well as the immediately adjacent intersections on Highway 32 and Newville Road (i.e., at County Road HH and at Tehama Street) are expected to warrant signalization. Without signalization, left turns to Highway 32 and to Newville Road will experience LOS "F" delays.

Intersection spacing between each of the I-5 ramp intersections and the immediately adjacent intersection is generally considered the minimum allowable to permit signalization.

Approximately 500 feet is available between the southbound ramp intersection and the County Road HH intersection and between the northbound ramp intersection and Tehama Street. Coordination of the signal system will be required to permit signalization of all four locations.

Roadway widening will also be needed at the southbound ramp intersection and at the County Road HH intersection to accommodate signalization. Left turn channelization and a westbound right turn lane will be needed on Newville Road at the County Road HH intersection. Recommended improvements at the southbound I-5 ramp intersection consist of widening of the off-ramp to provide a separate right turn lane and providing an eastbound auxiliary lane on Newville Road in advance of the southbound on-ramp.

East of I-5, realignment of Route 32 as identified in the PSR will provide satisfactory operations into the future. Resulting operations along a realigned segment of Highway 32 east of Eighth Street will be governed primarily by conditions at major intersections and the number of access points along the highway. Access to adjacent parcels should be consolidated where possible and should be limited to right-turn-only access between Sixth Street and Eighth Street.

The Linwood Park project, approved in 2006, was required to construct an additional lane on Highway 32 where the project fronts the Highway. Future projects further east along the Highway will also be required to widen and improve the Highway along their frontages.

SOUTH STREET CORRIDOR

Signalization of the South Street/Sixth Street intersection was completed in 2004. Additionally, widening of the South Street approaches to provide left turn channelization is expected to be warranted in the long term to maintain satisfactory operations.

Left turn channelization on South Street at the Cortina Drive intersection is also expected to be required to accommodate projected volumes. Signalization of the intersection may be warranted over the long term planning horizon.

South Street improvement needs will include widening for left turn channelization at Cortina Drive and Sixth Street intersections as previously discussed, as well as widening for left turn channelization at the Eighth Street intersection. This will essentially result in a continuous 3-lane roadway section from I-5 to Sixth Street. Development of the commercial acreage on the north side of the roadway should also include widening for right turn auxiliary lanes at the Eighth Street intersection and/or at any major driveway access points. Over the long term, right of way should be preserved for a 5-lane arterial facility from I-5 east to Sixth Street.

West of I-5, widening of County Road 16 at the southbound I-5 ramp intersection is expected to be needed to provide left turn channelization to the on-ramp. In addition, it is recommended that right of way be preserved for future construction of a southbound on-ramp to I-5 from eastbound Co. Rd. 16. Development of commercial acreage on the west side of I-5 may warrant the need for this improvement.

COUNTY ROAD HH

Extending County Road HH south to County Road 16 has been assumed to occur in conjunction with development of any commercial lands in this area on the west side of I-5. It is recommended that the alignment of the roadway traverse to the southwest from the current terminus to provide a minimum of 500 feet of spacing between the I-5 southbound ramp intersection and the County Road HH intersection with County Road 16.

The alignment of County Road HH is off-set at the intersection with County Road 14. A jog of about 100 feet currently exists at the intersection. As County Road HH will function as a north-south collector on this side of the freeway, elimination of the off-set at the intersection is recommended to improve the capacity of the intersection. This will require right of way acquisition and impact existing structures. One of these corners will need to be acquired to align the roadway at the County Road 14 intersection.

2002 Opportunities:

- Develop and implement a beautification program (street tree program, etc.) that capitalizes on windows of construction for roadway improvements.
- Improve north-south circulation on the west side of I-5.
- As identified for the Highway 32 corridor, maintaining adequate capacity on South Street to facilitate commercial and industrial development and provide high quality local and regional circulation will be important to development of the plan area. As South Street provides one of only two links to I-5 in the Orland area, maintaining high quality levels of service on this east-west corridor will benefit circulation throughout the plan area. Although Highway 32 will continue to serve as the primary east-west travel corridor through the city, existing development within the downtown area will limit potential capacity improvements to the highway east of Sixth Street. Therefore, South Street will serve an increasingly important role in future years for east-west travel through the city.
- Maintain adequate capacity on SR 32 in the vicinity of I-5 to facilitate commercial development and maintain high quality local and regional circulation. This can likely be accomplished with fairly minor improvement and without major interchange reconstruction.

2002 Constraints:

- Right of way acquisition for improved access to I-5.
- Right of way acquisition for improved roadway alignment.
- Added administrative load(s).

2007 Opportunities and Constraints Analysis Update

The 2002 Opportunities and Constraints Analysis identified the City's desire to develop a beautification program that capitalizes on windows of construction during roadway improvements. Since the completion of the Highway 32 realignment, the City has been working with Caltrans on a landscaping plan along the realignment route.

The City identified the importance of maintaining adequate capacity of Highway 32 and South Street. The City has been taking steps to procure additional right-of-way when development occurs along Highway 32 to allow for future improvements.

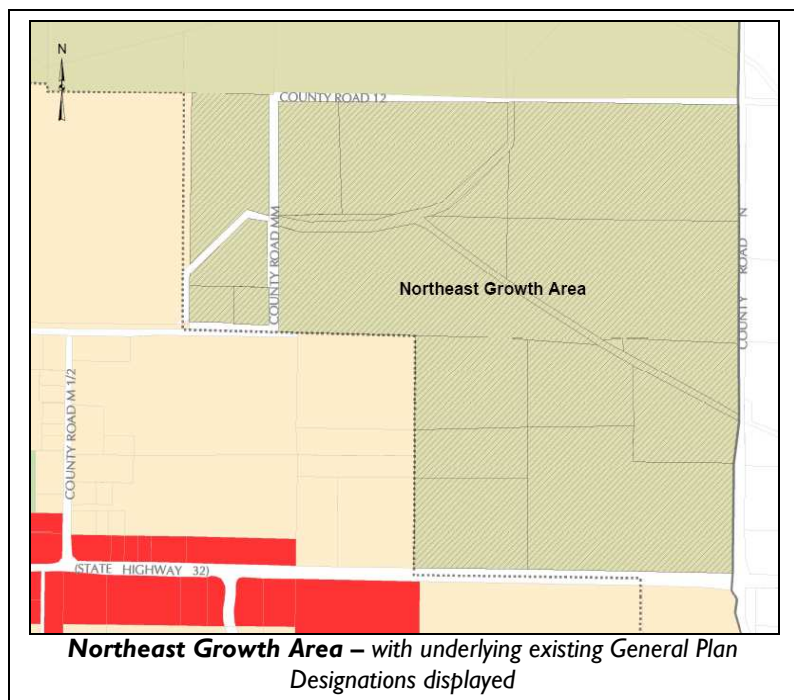
ISSUE 14: NORTHEAST GROWTH AREA

In 2004, a group of developers approached the City with the concept of developing a Specific Plan for the northeast area of the City (detailed in the figure below). The Northeast Growth Area was defined as the area bounded on the west by the City Limit Boundary, on the south by East Walker Street (State Route 32), to the east by County Road N and the SOI and Planning Area Boundary, and to the north by County Road 12.

Current land use of the approximately 130 acre Northeast Growth Area consists of orchards and agricultural residential uses. The General Plan designation for the area is Residential Estate. Land in the area is generally flat. An irrigation canal enters the area from the west and diverges north and southeast.

A specific plan never materialized out of preliminary discussions; however opportunities for the Northeast Growth Area were made increasingly visible. Reasons why a jurisdiction might designate land for special planning policies vary. One is the need or desire to develop an area in an integrated manner. Still another is the hope to entice commercial or industrial activities by offering an area where such activities can locate to their advantage.

As is the case in most towns in California, Orland is divided into several distinct areas, as a result of its land use pattern. Most of the older residential development has occurred to the east of the downtown vicinity. More recent development has occurred around the edges of the City, particularly in the northwest, and east of the City core.



In recent years, growth and development in Orland has been influenced by the City's relative proximity to the Chico Urban Area. As Chico has grown, employment opportunities have increased, but the availability of quality affordable housing in Chico has not kept pace. Many people whose place of employment is located in Chico have bought housing in Orland, where housing is more affordable. Aside from stimulating newer residential development, Orland residents who work in Chico may also be reinforcing the commercial character of East Walker Street, which as part of State Route 32 is the main route taken by commuters to Chico. However, growth in Chico is generally believed to have retarded commercial development in Orland. The proximity of Chico, its variety of retail establishments and their competitive pricing have attracted many shoppers from the City, especially those who commute to Chico.

for work. By contrast, Orland has only one significant shopping center (Stony Creek Square, off Interstate 5 at the South Street exit, much of which is vacant) and smaller retail establishments in downtown and along the major City roadways.

County Road N describes the eastern City Limits extending to the south of East Walker Street. Vehicles traveling westbound experience this area first when entering Orland. The Northeast Growth Area includes approximately one-third of a mile of frontage along State Route 32.

During the preliminary phases of the Specific Plan process, City of Orland staff determined that it is likely that infrastructure is able to be extended to the Northeast Growth Area. In addition, the growth area is surrounded by existing roads, including an existing intersection at East Walker Street and County Road N.

2007 Opportunities:

- Development which is cohesively planned and fully integrated with the existing urban setting.
- Mixed-use development near the intersection of County Road N and State Route 32.
- Formation of a clearly defined planning district with a specified set of development requirements can help to attract candidate businesses.
- Development of a rezoning process and fees that may apply to properties in the future.
- Capitalizing on the vehicular traffic entering from the east

2007 Constraints:

- The addition of public improvements mandates an equal addition of maintenance, which translates into ongoing funding and management
- Costs associated with finalization of a corridor plan, development of and definition of the new, specific planning district(s)
- Funding of identified improvements

ISSUE 15: URBAN DESIGN

The character of the City of Orland has been strongly influenced by major transportation corridors. Originally, the City's development was influenced by the railroad, adjacent to which the downtown area was formed. Later, the construction of Highway 99W attracted commercial development along the highway corridor. Another commercial area developed along State Route 32. The most recently constructed major transportation corridor, Interstate 5, has recently been attracting significant interest.

Orland is divided into several distinct areas as a result of its land use pattern. These areas include the downtown and its adjacent established neighborhoods, commercial development along both Highway 99W (Sixth Street) and East Walker Street (State Route 32), industrial development adjacent to the railroad tracks, and freeway-oriented commercial activities. Most of the older residential development has occurred in the eastern portion of the City, east of the railroad tracks. More recently, residential development has occurred around the edges of the City, particularly the northwest and east of the study.



Streetscape – Downtown Orland

Wherever development occurs, the aesthetics of a place changes. The development that has occurred in Orland during recent years has put the city in a position to analyze and assess Orland's urban character. Urban design deals primarily with the design and management of public space and the way public places are experienced and used. Public space includes the totality of spaces used freely on a day-to-day basis by the general public, such as streets, plazas, parks and public infrastructure. Some aspects of privately owned spaces, such as building facades and architecture also contribute to public space and are therefore also considered part of urban design.

The City has adopted design guidelines and standards for all commercial and industrial development as well as an administrative Site Plan Review Application process.

2007 Opportunities:

- Apply the lessons learned by the increased levels of development in recent years to access the character and design of development within the community.
- Provide direction to property owners and development interests as well as establish criteria for review of projects.

- Preserve and enhance the historic agricultural nature of Orland.
- Establish a vision for the future of Orland

2007 Constraints:

- Absence of design guidelines or a regulatory framework having policies and standards for community design.