

GLENN LOCAL AGENCY FORMATION COMMISSION

MUNICIPAL SERVICE REVIEW

AND

SPHERE OF INFLUENCE

FOR

CITY OF ORLAND

APRIL 2014

**Adopted April 14, 2014
Glenn LAFCO Resolution 2014-03**

GLENN LAFCO

Commissioners:

Bruce Roundy, Chairman

Terry Taylor-Vodden

Mike Murray

Mike Yalow

John Viegas

Selina Edwards (City Alternate)

Christine A. Stifter (Public Alternate)

Steve Soeth (County Alternate)

LAFCO Executive Officer: Christy Leighton

Phone: 530-934-4597

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INTRODUCTION

1.1 Local Agency Formation Commission (LAFCO) History

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCO to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCO's jurisdiction. This chapter provides an overview of LAFCO's history, powers and responsibilities. It discusses the origins and legal requirements for preparation of the municipal services review (MSR). Finally, the chapter reviews the process for MSR review, MSR approval and SOI updates.

After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs and public services. To accommodate this demand, many new local government agencies were formed, often with little forethought as to the ultimate governance structures in a given region, and existing agencies often competed for expansion areas. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open-space lands.

Recognizing this problem, in 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963; resulting in the creation of a Local Agency Formation Commission, or "LAFCO," operating in every county.

LAFCO was formed as a countywide agency to discourage urban sprawl and to encourage the orderly formation and development of local government agencies. LAFCO is responsible for coordinating logical and timely changes in local governmental boundaries; including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure.

The Commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge and to comply with the State Law; LAFCO conducts service reviews to evaluate the provision of municipal services within the County.

LAFCO regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCO is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, and any reorganization including such actions. Otherwise, LAFCO actions must originate as petitions or resolutions from affected voters, landowners, cities or special districts.

1.2 Municipal Services Review Requirements

Effective January 1, 2008, Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following six topics:

1. Growth and population projections for the affected area
2. The location and characteristics of any disadvantaged unincorporated communities (DUC) within or contiguous to the sphere of influence
3. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies
4. Financial ability of agencies to provide services
5. Status of, and opportunities for shared facilities
6. Accountability for community service needs, including governmental structure and operational efficiencies

1.3 Municipal Services Review Process

For local agencies, the MSR process involves the following steps:

- Outreach: LAFCO outreach and explanation of the project
- Data Discovery: provide documents and respond to LAFCO questions
- Map Review: review and comment on LAFCO draft map of the agency's boundary and sphere of influence
- Profile Review: internal review and comment on LAFCO draft profile of the agency
- Public Review Draft MSR: review and comment on LAFCO draft MSR
- LAFCO Hearing: attend and provide public comments on MSR

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCO's actions to adopt MSR determinations are not considered "projects" subject to CEQA. The MSR process does not require LAFCO to initiate changes of organization based on service review findings, only that LAFCO identify potential government structure options.

However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. Within its legal authorization, LAFCO may act with respect to a recommended change of organization or reorganization on its own initiative (e.g., certain types of consolidations), or in response to a proposal (i.e., initiated by resolution or petition by landowners or registered voters).

Once LAFCO has adopted the MSR determinations, it must update the SOI for each jurisdiction. The LAFCO Commission determines and adopts the spheres of influence for each agency. A CEQA determination is made by LAFCO on a case-by-case basis for each sphere of influence action and each change of organization, once the proposed project characteristics are sufficiently identified to assess environmental impacts.

1.4 Sphere Of Influence Updates

The Commission is charged with developing and updating the Sphere of Influence (SOI) for each city and special district within the county.¹

An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Territory cannot be annexed by LAFCO to a city or district unless it is within that agency's sphere.

The purposes of the SOI include the following:

- to ensure the efficient provision of services
- to discourage urban sprawl and premature conversion of agricultural and open space lands
- to prevent overlapping jurisdictions and duplication of services

LAFCO cannot regulate land use, dictate internal operations or administration of any local agency, or set rates. LAFCO is empowered to enact policies that indirectly affect land use decisions. On a regional level, LAFCO promotes logical and orderly development of communities as it considers and decides individual proposals. LAFCO has a role in reconciling differences between agency plans so that the most efficient urban service arrangements are created for the benefit of current and future area residents and property owners.

The Cortese-Knox-Hertzberg (CKH) Act requires to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCOs are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

While SOIs are required to be updated every five years, as necessary, this does not necessarily define the planning horizon of the SOI. The term or horizon of the SOI is determined by each LAFCO.

¹ The initial statutory mandate, in 1971, imposed no deadline for completing sphere designations. When most LAFCOs failed to act, 1984 legislation required all LAFCOs to establish spheres of influence by 1985.

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. In determining the SOI, LAFCO is required to complete an MSR and adopt the nine determinations previously discussed. In addition, in adopting or amending an SOI, LAFCO must make the following five determinations:

1. Present and planned land uses in the area, including agricultural and open-space lands
2. Present and probable need for public facilities and services in the area
3. Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide
4. Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency
5. The location and characteristics of any disadvantaged unincorporated communities (DUC) within or contiguous to the sphere of influence

The CKH Act stipulates several procedural requirements in updating SOIs. It requires that cities file written statements on the class of services provided and that LAFCO clearly establish the location, nature and extent of services provided by special districts. Additional information on local government issues may be found in Appendix A at the end of this report.

By statute, LAFCO must notify affected agencies 21 days before holding the public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing

2 ORLAND AREA AND BACKGROUND INFORMATION

2.1 City of Orland History

The City of Orland is located approximately 100 miles north of Sacramento. The City encompasses approximately 1,876 acres, or 2.93 square miles and is situated along Interstate 5. The Orland Planning Area encompasses 4,110 acres, or 6.42 square miles.² The City of Orland web site describes the City as follows:

Orland is primarily a residential community that has maintained the small town character one might envision for such a community of fifty years past.

Located in the northeast portion of Glenn County, the beginnings of the City were rooted in cattle ranching, which was established by Granville P. Swift in the late 1840's. By the early 1870's grain production in the area led the Central Pacific Railroad to lay track from Colusa County to Red Bluff. In 1878, the town site of Orland was laid out by the Chamberlain brothers; two years later, the management of this town site was taken over by the railroad. Stores and warehouses for local ranchers created residents for the new settlement, and in 1880, the census showed the population of Orland to be 292.

By 1890, changes occurred when land started to be irrigated from Stony Creek. Finding that water supply to be not reliable enough, farmers shifted to dairying and orchard crops. By the 1920s, Orland's population had reached 1,600 and the town had taken on a more settled appearance, with large and small commercial entities lining the streets of downtown Orland, which at this time were also beginning to be paved. Many farmers soon prospered after the arrival of the Orland Project and the formation of the Orland Unit Water Users Association (OUWUA) which celebrated 100 years of organization in 2007. Most of the open ditches that were used to deliver water have been covered, but some outlying areas of town still use project water for their irrigation needs.

One of the fastest growing cities along Interstate 5, it boasts an ever growing population of 7,626 (State Department of Finance 2013). Orland is a town with a fascinating history, rich traditions, and a diverse population.³

Orland incorporated in 1909.⁴ The first post office in Orland opened in 1916.⁵

² City of Orland, Orland General Plan Background Report, 2008, Page 1-1.

³ City of Orland, http://cityoforland.com/visitors/city_history.asp, November 22, 2013.

⁴ Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Quill Driver Books. p. 288. ISBN 9781884995149.

⁵ Durham, David L. (1998). *California's Geographic Names: A Gazetteer of Historic and Modern Names of the State*. Quill Driver Books. p. 288. ISBN 9781884995149.

2.2 City of Orland Schools

The Orland Unified School District is comprised of 2300 students in seven schools, plus independent study as follows:

Mill Street Elementary	(Grades K-2)
Fairview Elementary	(Grades 3-5)
C.K. Price Middle School	(Grades 6-8)
Orland High School	(Grades 9-12)
North Valley Continuation High School	(Grades 9-12)
Community Day School	(Grades 7-12)

There is one private school in Orland, the North Valley Christian School.

2.3 City of Orland Population Data

The following information is based on 2010 US Census Data.

2.3.1 Households

The 2010 US Census reported that Orland had a population of 7,291. There were 2,515 households, out of which 1,074 (42.7%) had children under the age of 18 living in them, 1,280 (50.9%) were opposite-sex married couples living together, 377 (15.0%) had a female householder with no husband present, 147 (5.8%) had a male householder with no wife present.

There were 583 households (23.2%) made up of individuals and 272 (10.8%) had someone living alone who was 65 years of age or older. The average household size was 2.89. There were 1,804 families (71.7% of all households); the average family size was 3.42.

2.3.2 Age

The City of Orland population was spread out in age as follows:

CITY OF ORLAND AGE DISTRIBUTION

Under the age of 18	2,209 people	30.3%
Aged 18 to 24	742 people	10.2%
Aged 25 to 44	1,875 people	25.7%
Aged 45 to 64	1,608 people	22.1%
65 years of age or older	857 people	11.8%

The median age was 32.0 years. For every 100 females there were 96.6 males. For every 100 females age 18 and over, there were 92.1 males.

2.3.3 Housing

There were 2,659 housing units of which 1,459 (58.0%) were owner-occupied, and 1,056 (42.0%) were occupied by renters. The homeowner vacancy rate was 2.2%; the

rental vacancy rate was 3.5%. There were 4,235 people (58.1% of the population) living in owner-occupied housing units and 3,045 people (41.8%) living in rental housing units.

2.3.4 Education

The educational level of Orland residents compared to those of California is shown below:⁶

Educational Level	City of Orland	State of California
High school graduate or higher, percent of persons age 25+, 2007-2011	72.8%	81.0%
Bachelor's degree or higher, percent of persons age 25+, 2007-2011	10.3%	30.5%

2.3.5 Income

The Median Household Income for Orland and for the State of California as determined by the US Census Bureau is shown below:⁷

Median Household Income	City of Orland	State of California
Median Household Income, 2008-2012	\$39,612	\$61,400

The Median Household Income in Orland is below 80% of the State Median Household Income which would be \$49,120.

⁶ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0654274.html>, January 22, 2014

⁷ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0654274.html>, January 22, 2014

3 CITY OF ORLAND

Contact Information for the City of Orland is as follows:

City Hall Building
815 Fourth St, Orland, CA 95963
Phone: (530) 865-1600, Fax: (530) 865-1632

3.1 City Council

The City of Orland has a five-member City Council as follows:⁸

James Paschall, Sr., Mayor
Salina J. Edwards, Vice-Mayor
Charles W. Gee, Councilman
Dennis G. Hoffman, Councilman
Bruce T. Roundy, Councilman

The City Council meets twice a month on the first and third Mondays. The meetings are held at the Carnegie Center, 912 Third Street, Orland starting at 7:30 P.M.

The 2013-14 Budget for the City Council is as follows:

CITY OF ORLAND CITY COUNCIL 2013-14 BUDGET Fund 00 Department 6010⁹				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
013	City Council Stipends	11,712	11,712	14,592
110	Office Expenses	770	775	750
120	Special-Other	710	1,000	750
120	Special-Best of the West	1,000	0	0
120	Special Chamber Car Show	1,000	0	0
120	Special-Façade Cost Share	699	4,216	5,000
120	Special-Banner Pole	9,695	0	0
120	Background Checks Service	2,175	0	0
150	Advertising	135	0	0
150	Professional Services	135	0	0
210	League of CA Cities	4,003	4,003	4,000
210	Orland Chamber Support	450	3,000	3,000
240	Website Maintenance		1,225	900
250	Travel/Training	4,846	5,500	2,500
280	Insurance/Bonds	440	422	405
	TOTAL	\$37,770	\$34,353	\$31,897

The City Council Budget is decreasing from 2011-12 levels as the Council works to save on expenses where possible. For comparison, the City of Williams stipends for 2013-14 were \$23,699.

⁸ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁹ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 9.

3.2 City Administration

3.2.1 City Manager

The City of Orland web site describes the City Manager's position as follows:

The City Manager is responsible for implementing the policy decisions of the City Council and for the management and coordination of the day-to-day operations of the City. Responsibilities include overall supervision of all City departments and direct coordination with the City Council, as well as public information, intergovernmental relations, economic development, and franchise management. The Assistant City Manager works in conjunction with the City Manager in the management of the daily operations of the City and will stand in for the manager in situations where the manager is otherwise absent or engaged in other City business.¹⁰

The 2013-14 Budget for the City Manager is as follows:

CITY OF ORLAND CITY MANAGER 2013-14 BUDGET Fund 00 Department 5050¹¹				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	*59,999	135,278	153,285
110	Office Expenses	2,217	2,400	2,400
120	Special Departmental-Other	834	1,200	600
150	Advertising	1,725	1,000	0
160	Communications	1,225	900	900
210	Professional/Contract Services	58,523	400	0
210	Contracts-Matson & Isom	2,142	1,125	1,200
240	Membership and Dues	0	800	0
250	Travel/Training	2,093	2,700	1,800
270	Gasoline and Oil		350	200
280	Insurance/Bonds	3,489	4,287	4,264
	Subtotal	132,247	150,440	165,469
291	Pension Obligation/Debt Service	3,061	10,123	10,825
	TOTAL GENERAL FUND	135,308	160,563	176,474

*The amounts shown for 2011-12 Actual do not include the total PERS Side Fund Obligations or Issuance costs; to do so would distort the comparability of the analysis.

An effective City Administrator is essential for every city. As with any administrative function, the personnel cost is the major expense. The City of Orland is fortunate to have an experienced and effective City Manager.

¹⁰ City of Orland, <http://cityoforland.com/govt/dept/administration/services.asp>, November 23, 2013

¹¹ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 10.

3.2.2 City Clerk

The City Clerk coordinates and administers the City's records retention and management; maintains the legislative history, including preparation of City Council minutes, resolutions and ordinances; and is the custodian of the City Seal and all official City records. In addition, the City Clerk is responsible for preparing and publishing all legal notices for the City; receiving and processing initiative petitions. Other duties include the administration and enforcement of the Local Conflict of Interest Code as well as federal and state laws regarding election and campaign financing disclosure; and coordinating the municipal elections. This is an elective position.¹²

The 2013-14 Budget for the Orland City Clerk is shown below:

CITY OF ORLAND CITY CLERK 2013-14 BUDGET Fund 00 Department 5020¹³				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	74,869	71,500	72,313
110	Office Expenses	3,038	3,100	3,200
120	Special Departmental-Other	0	450	500
125	Election Charges	0	4,550	0
150	Advertising	4	1,000	750
160	Communications	1,047	340	350
210	Orland Municipal Code Update	0	2,231	1,700
210	Professional/Contract Services	7,892	3,730	3,600
210	Contracts-Matson & Isom	0	1,142	1,200
240	Membership and Dues	267	80	150
250	Travel/Training	213	50	1,000
280	Insurance/Bonds	2,234	2,059	2,013
	Subtotal	89,564	90,232	86,776
291	Pension Obligation/Debt Service	1,510	4,993	5,287
	TOTAL GENERAL FUND	\$91,074	\$95,225	\$92,063

The City Clerk is an office required by the State Law and the expenses shown are not unreasonable. The City decreased the reliance on contract services but the pension obligation has increased.

3.2.3 City Finance Department

The Finance Director is responsible for City budget preparation and compliance, accounting and financial reporting, debt issuance and management. Assisting the Finance Director is the City Treasurer, an elected official, who oversees the investment of City funds and business licensing. The General Fiscal Services provided include: payroll, accounts payable and receivable, revenue collection, grants administration and financial reporting. A payment service counter is maintained for the payment of utility billing services for water and sewer, building and planning department fees and traffic fines levied in the City.¹⁴

¹² City of Orland, <http://cityoforland.com/govt/dept/administration/services.asp>, November 23, 2013

¹³ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 11.

¹⁴ City of Orland, <http://cityoforland.com/govt/dept/administration/services.asp>, November 23, 2013

The following Budget is for the City Finance Department. The Budget shows only the amounts applied to the General Fund. Other special accounting and finance charges that relate to a specific enterprise fund or special revenue account are applied accordingly.

CITY OF ORLAND CITY FINANCE 2013-14 BUDGET Fund 00 Department 5030¹⁵				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	-	-	-
110	Office Expenses	5,727	4,800	4,800
120	Special Departmental-Other	238	854	900
150	Advertising	4	0	02
160	Communications	425	470	500
210	Professional Service-Finance Dr	65,519	62,000	60,000
210	Prof. Serv.-Independent Audit	16,000	16,000	16,800
210	Contracts-Matson & Isom	2,142	1,125	1,125
210	Treasurer's Monthly Stipend	2,100	2,100	2,100
240	Membership and Dues	110	265	265
250	Travel/Training	149	100	100
280	Insurance/Bonds	2,103	2,016	1,666
	TOTAL GENERAL FUND	\$94,607	\$89,730	\$88,256

It is a benefit to the City to have an independent contractor for the Finance Director. The City also contracts with an independent auditor for the yearly audits required by the State Law.

3.2.4 City Attorney

The City Attorney is the primary legal advisor to the City Council, its Commissions and City departments. Major activities include providing accurate legal advice and direction to ensure that the City's operations conform to all federal, state, and City laws, as well as representing the City in legal proceedings. These services are provided on a contract basis by an outside legal firm.¹⁶ The Budget for the City Attorney is shown below:

CITY OF ORLAND CITY ATTORNEY 2013-14 BUDGET Fund 00 Department 5040¹⁷				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	-	-	-
110	Office Expenses	411	0	0
160	Communications	0	0	0
210	Professional Service	57,644	40,200	44,000
210	Prof. Serv. Special Services	-	2,500	2,000
250	Travel/Training	1,178	0	0
280	Insurance/Bonds	1,202	1,152	1,277
	TOTAL GENERAL FUND	\$60,435	\$43,852	\$47,277

¹⁵ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 12.

¹⁶ City of Orland, <http://cityoforland.com/govt/dept/administration/services.asp>, November 23, 2013

¹⁷ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 13.

The City of Orland uses an outside attorney as do many cities of the same size in northern California. It is important to have a City Attorney to keep the City in compliance with all State and Federal Laws and to avoid lawsuits.

3.2.5 Grant Administration

The Grant Administration Budget is shown below:

CITY OF ORLAND GRANT ADMINISTRATION 2013-14 BUDGET Fund 00 Department 6220¹⁸				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	-	-	-
110	Office Expenses	144	50	100
150	Advertising	0	0	50
160	Communications	482	450	450
210	Professional/Contract Services	0	75	75
330	City Grant Matching Funds	0	0	1,250
	TOTAL GENERAL FUND	\$626	\$575	\$1,925

Grant administration expenses are charged to the appropriate grant.¹⁹

3.3 Planning, Engineering and Building Inspection

3.3.1 Engineer

The City of Orland Budget for the City Engineer is shown below:

CITY OF ORLAND CITY ENGINEER 2013-14 BUDGET Fund 00 Department 5160²⁰				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	-	-	-
110	Office Expenses	334	400	400
210	Engineering Service	19,076	21,000	21,000
280	Insurance/Bonds	1,202	1,152	583
	TOTAL GENERAL FUND	\$20,612	\$22,552	\$21,983

Using a contract engineer is the most convenient and cost-effective way to provide the engineering services needed for the City.

¹⁸ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 22.

¹⁹ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

²⁰ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 14.

3.3.2 Planning

In addition to the Planning Commission, the City of Orland also has an Economic Development Commission. Both are described below:

*Planning Commission*²¹

The Planning Commission consists of five members, appointed by the mayor and confirmed by the City Council. Membership consists of a majority of members residing within the city limits of the City of Orland, and the remaining members reside within the 95963 postal zip code area. The applicants are interviewed by a panel consisting of the City Manager, Community Services Director, the City Engineer, and a member of the City Council and make a recommendation to the Mayor and Council.

The Planning Commission advises the City Council on issues related to developing and maintaining a comprehensive long-term general plan that meets requirements of state law; developing and maintaining such specific and area plans as may be necessary or desirable to assist in implementing the general plan; administering the city's zoning and subdivision ordinances and recommending revisions when deemed desirable; street names for all proposed new streets and name changes for any existing streets; and the commission shall review and act on applications for development approval where provided in the city zoning and subdivision ordinances.

*Economic Development Commission*²²

The Economic Development Commission consists of five members, appointed by the Mayor and confirmed by the City Council. Reasonable attempts are made to select at least one member from the Orland Area Chamber of Commerce and one from the local financial community.

The Economic Development Commission advises the City Council on issues related to facilitating, acting upon and developing strategies and tactics to retain and expand existing businesses and attract new businesses, expressing a commitment to growth within the area of the City, recommending legislation that will implement and further the goals of the City, suggesting and recommending negotiations and implementing procedures including, but not limited to, waiving or reducing of hook-ups of required fees for the purpose of enticing business to the City.

The Budget for the Planning Department is shown below:

²¹ City of Orland, <http://cityoforland.com/govt/commissions.asp>, November 23, 2013

²² City of Orland, <http://cityoforland.com/govt/commissions.asp>, November 23, 2013

CITY OF ORLAND CITY Planner 2013-14 BUDGET Fund 00 Department 5060²³				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	42,689	15,000	15,000
110	Office Expenses	5,007	3,600	3,600
120	Special Departmental-Other	737	400	400
150	Advertising	978	1,000	1,000
160	Communications	336	300	300
210	Professional Service-PMC	29,862	46,000	46,000
210	Special Project Services	0	0	0
210	Contract Services-Other	2,775	2,000	2,000
210	Contract –Matson & Isom	2,142	1,125	1,500
210	City Contribution to LAFCO	7,448	7,448	7,448
240	Membership and Dues	360	700	600
250	Travel/Training	243	50	100
280	Insurance/Bonds	3,489	3,312	1,693
	SUBTOTAL	96,066	80,935	79,641
291	Pension Obligation Debt Service	2,573	8,510	8,915
	TOTAL GENERAL FUND	\$98,639	\$89,445	\$88,556

The City of Orland uses a contract planner, Scott Friend, from PMC in Chico. The City staff provides the support staff for the Planning Department.

3.3.3 Building Inspection

The Building Inspection Budget is shown below:

CITY OF ORLAND Building Inspector 2013-14 BUDGET Fund 00 Department 5070²⁴				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	106,923	94,461	65,405
110	Office Expenses	3,594	3,000	2,500
120	Special Departmental Expenses	353	5,000	1,500
140	Uniforms	0	0	100
160	Communications	1,001	1,200	1,250
200	Equipment Maintenance	0	100	200
210	Professional Service	9,705	3,000	3,000
240	Memberships and Dues	380	390	400
250	Travel/Training	75	200	1,000
270	Gasoline and Oil	1,555	1,600	1,700
280	Insurance/Bonds	3,435	2,627	2,655
	SUBTOTAL	127,021	107,078	109,710
291	Pension Obligation Debt Service	1,832	6,058	6,415
	TOTAL GENERAL FUND	\$128,853	\$113,136	\$116,125

The Building Inspection Department was considered a Business-Type activity that is expected to recoup costs through fees in 2011-2012. However, in practice it is difficult to

²³ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 15.

²⁴ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 17.

charge the true cost for building inspection services through fees and the City has to absorb a certain amount of the expense because the service is a benefit to the City.

3.4 **Public Works**

The City of Orland Public Works Department is assisted by a Public Works Commission which is described below:

Public Works Commission²⁵

The Public Works Commission consists of five members, appointed by the Mayor and confirmed by the City Council. Reasonable attempts are made to select members who have a background in fiscal planning and in the techniques of building and construction.

The commission advises the City Council on issues related to prioritization of short-term and long-range construction projects to be completed by public works crews or by contract, review development standards for streets and related infrastructure, review construction cost estimates for public works crews to complete private construction projects, approve assessment of charges to reimburse the City for use of public works crews to complete emergency projects on private property, review and comment on recommended list of projects to be completed with outside funding such as Local Transportation Development Act funds, grant funds, etc., recommend projects for consideration that may have no present funding source, and review construction related projects for utilities operated by the City.

3.4.1 **City Building Maintenance**

The budget for maintenance of City buildings is shown below:

CITY OF ORLAND Building Maintenance 2013-14 BUDGET Fund 00 Department 5190²⁶				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	19,475	19,000	25,731
110	Office Expenses	43	50	50
120	Special Departmental-Other	0	175	175
170	Utilities	15,643	17,000	17,000
190	Miscellaneous Supplies/Service	10,731	17,000	14,000
210	Contract Cleaning Service	0	8,975	9,500
210	Contracts-Matson & Isom	0	0	250
280	Insurance/Bonds	578	559	719
	SUBTOTAL	46,470	62,759	67,425
	Remodeling Cost 824 Fourth St.	37,904	0	0
291	Pension Obligation Debt Service	334	1,393	1,563
	TOTAL GENERAL FUND	\$84,708	\$64,152	\$68,988

The amounts shown for "2011-2012 Actual" do not include the total PERS Side Fund Obligations or Issuance costs; to do so would distort the comparability of the analysis.

²⁵ City of Orland, <http://cityoforland.com/govt/commissions.asp>, November 23, 2013

²⁶ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 16.

3.4.2 Streets and Storm Drains

A. Storm Drains

The City of Orland states that it does not have storm water management or flooding problems. The City owns significant land off County Road 15 which could accommodate additional storm water flows. However, the use of the site is not yet needed for this purpose.²⁷ The following information from the City of Orland “Storm Drainage Master Plan” and the General Plan Background Report is included to provide more specific information on drainage within Orland.

The City of Orland “Storm Drainage Master Plan” describes the storm drain system as follows:²⁸

Existing Storm Drainage System

The storm drain system is comprised of surface drainage, junction boxes, minor collection lines, major collection lines and detention basins. The purpose of the system is to transmit storm water runoff to one common location so as to eliminate flooding and provide erosion control. The existing system currently utilizes a common city collection system as well as privately developed on-site retention and/or detention systems.

Existing Storm Drainage System Deficiencies

The first indicator of insufficient drainage is localized flooding. Localized flooding is caused by poor surface drainage, clogged or undersized storm drain drop inlets, and clogged or undersized collection lines. Areas with missing sections of curb and gutter are extremely susceptible to localized flooding. Orland has soil with an extremely high percolation rate, which helps to prevent flooding. However, when rainfall exceeds the percolation rate, the areas without surface drainage accumulate water that cannot drain away from the road. Approximately 25% of the city’s streets lack curb and gutter to carry storm water runoff to the collection system.

Many streets within the city have no collection system, forcing water to flow overland for extremely long lengths. Long overland drainage causes flows to become more characteristic of open channel flows. This type of flow is faster, deeper and more turbulent. In areas without continuous curb and gutter, the flow is more destructive to the edge of the roadway. This causes the edge of the pavement to fail and in some cases it can begin to undermine the roadway. Approximately half of the city area exhibits excessive overland flow lengths. In many cases, these lengths exceed 2000 feet. Preferable maximum overland flow lengths would not exceed 500 feet.

Areas of town lacking a collection system often utilize siphons at intersections to move surface drainage across elevated roadways. In order for the siphon to operate, the water must first fill the pipe entirely and begin to fill the inlet boxes so as to create an equal pressure at both

²⁷ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

²⁸ City of Orland, Storm Drainage Master Plan, Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, August 2009.

ends. Once equal pressure is achieved, gravity will pull the water through the pipe from the higher end to the lower end of the pipe. This method encourages localized flooding in the vicinity of the inlet boxes, and still relies on surface flow to move the water away from the siphon. Siphon pipes and inlets can easily become filled with silt and debris, which reduces their efficiency and reliability. Siphons are not a substitute for a collection system and should only be used as a temporary solution. Approximately half of the city is without a storm drain collection system.

The city has five major collection lines that convey storm water from different regions within the same tributary area to Lely Aquatic Park. Most of the major collection lines are undersized. During high rainfall periods, the pipelines become surcharged. This incites localized flooding at drop inlets due to the accumulation of surface drainage.

The primary concern with the existing storm water pipeline infrastructure is the undersized major collection mains. Until major collection mains are installed throughout the City, the increase of surface runoff will not be adequately handled.

The following information on storm drainage retention sites is from the City's General Plan Background Report:

Information contained in Orland's existing 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, and the storm drainage retention basin at the Airport was constructed in 1992 through a Joint Powers Agreement between the City of Orland and the County of Glenn. However, the overflow piping from the park to the airport has not yet been installed.

The City has not as yet acquired new storm drainage areas at the Southern Pacific site, and, in conjunction with the County of Glenn, has reached an agreement with Embrey and Stokes to not drain storm water runoff onto this property. A new drainage area was acquired by the City on the Sturm property, but a drainage easement has not yet been approved. Orland does not have any storm drain pump stations; all systems operate by gravity.

A majority of the residential development in Orland since 1990 has taken place in the north and northwest 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 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. The City of Orland is currently preparing mapping and a Storm Drainage Master Plan to identify future needs of the storm drainage system.²⁹

²⁹ City of Orland, Orland General Plan Background Report, 2008, Page 3-13.

B. Streets

The existing roadway system in the Orland area is comprised of residential streets, collectors (major and minor), arterials and freeways. The existing circulation system in the Orland area comprises approximately 27 miles of paved roadway. State facilities consist of Interstate 5 on the westerly boundary of the existing City Limits and Highway 32, which extends east from I-5 through central Orland. The balance of the circulation system is maintained by the City of Orland and generally consists of 2-lane roadway facilities with stop sign controls at intersections. There are currently three signalized intersections on Highway 32, at East Street, 6th Street, and 8th Street. Additionally, a four-way signalized intersection has been planned at the intersection of Papst Avenue and State Highway 32.

The designation of streets and the system of arterials, collectors and local streets is based upon the following:

- 1) The travel needs of auto, truck, and transit uses
- 2) The network pattern of existing streets
- 3) The access needs of adjacent land uses

The primary function of Local Streets is to provide access to individual land uses. Collector streets channel traffic from the local streets and deliver it to the larger “through” streets. Arterial streets are the major movement streets and are intended to move larger volumes of traffic across the community and provide access to and from highways, freeways, and areas beyond the urban boundaries. However, Collectors and Arterials may also provide direct access to individual properties and uses.³⁰

C. Streets and Storm Drains Budget

The Streets and Storm Drains Budget is shown below:

³⁰ City of Orland, Orland General Plan Background Report, 2008, Page 4-1.

CITY OF ORLAND STREETS AND STORM DRAINS MAINTENANCE 2013-14 BUDGET				
Fund 00 Department 5170³¹				
Object Code	Description	2011-2012 Actual	2012-2013 Projected	2013-2014 Proposed
010-045	Salaries and Benefits	78,514	41,436	42,877
140	Uniforms	912	900	950
210	Professional/Contract Services	0	0	200
270	Gas and Oil	12,647	0	0
280	Insurance/Bonds	2,721	3,875	1,198
	SUBTOTAL	94,794	46,211	45,225
291	Pension Obligation Debt Service	1,162	3,845	6,509
	TOTAL GENERAL FUND	\$95,956	\$50,056	\$51,734

The amounts shown for "2011-2012 Actual" do not include the total PERS Side Fund Obligations or Issuance costs; to do so would distort the comparability of the analysis.

The majority of the City's street costs are paid through the Highway Users Tax special revenue funds which are shown separately in the City of Orland Budget. The Budget for the California Gasoline Tax Fund is shown below:

City of Orland, Budget for California Gasoline Tax Fund June 30, 2014³²							
California Constitution Article XIX, Section Numbers							
	2103	2105	2106	2107	2107.5	RSTP	Totals
Projected Bal. 7/1/13	\$82,000	\$27,000	\$63,000	\$59,000	\$5,000	\$30,000	\$266,000
Estimated Apportion. Payable -- State	105,000	35,000	28,000	52,000	2,000	60,000	282,000
Est. Interest Income	50	60	25	25	10	50	220
Budgeted Expenditures transferred from the Streets and Storm Drains Department to be paid with Gasoline Tax Funds							
City Engineer		(12,000)	(12,000)	(12,000)	(6,000)	(10,000)	(52,000)
Street Wages	(87,134)		(43,750)			(43,750)	(174,634)
Pension	(5,700)		(2,850)			(2,850)	(11,400)
St. Light./Util.	(20,000)	(20,000)	(20,000)	(20,000)			(80,000)
Road Patch	(20,000)	(10,000)		(20,000)		(30,000)	(80,000)
Equip Maint.		(10,000)		(20,000)			(30,000)
Street Fuel	(10,000)			(10,000)			(20,000)
Anticipated Balance 6/30/14	\$44,216	\$10,060	\$12,425	\$12,425	\$1,010	\$3,450	\$100,186

Funds available at the end of the year may be spent in the following year.

³¹ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 23.

³² City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 31.

3.4.3 Water

A. City of Orland Water System Overview

The City of Orland's primary water system, Public Water System No. 1110001, consists of six wells distributed throughout the City. The wells have an average depth of approximately 200 feet, and the average depth of groundwater is generally between 20-50 feet. Pressure for the City water system is provided by gravity flow from an 80,000 gallon elevated storage tank. The wells produce between approximately 500 and 1,200 gallons per minute each; and are automatically regulated by the water level in the storage tank.

All of the City's potable water wells have chlorination systems in place. Auxiliary stand-by power is provided at all six of the City's wells. In 2012 the City completed a major water system improvement project which resulted in the "looping" of the City's existing water system via a new north-south connection which enhanced both system reliability and pressure.³³ The water transmission and distribution systems consist of approximately 30 miles of pipeline.³⁴ The City is preparing a Water System Capacity Study to guide future improvements.³⁵

An auxiliary water system, Public Water System No. 1105003, serves an industrial park at the Haigh Field Airport located 1.2 miles southeast of the City. The auxiliary water system is connected to the City's primary water system.³⁶

B. City of Orland Water Supply

The City of Orland water supply wells are listed below:

CITY OF ORLAND GENERAL WELL DATA³⁷			
Well	Status	Capacity (gpm)	Comments
8th Street	Abandoned		
Central Street	Active	860	10,000 gallon pressure tank, direct drive gasoline engine, chlorinator.
Corporation Yard	Active	1,030	7,500 gallon pressure tank, water lube, chlorinator.
Railroad Ave.	Abandoned		
Suisun	Active	1,090	Direct drive natural gas engine, 10,000 gallon pressure tank, chlorinator.
Woodward	Active	890	Direct drive natural gas engine, 10,000 gallon pressure tank, chlorinator.
Roosevelt	Active	700	2,500 gallon pressure tank, chlorinator.
Lely Aquatic Pk.	Active	500	10,000 gallon pressure tank, chlorinator.
Eva Drive	Proposed		
	Total	5,070	

³³ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

³⁴ City of Orland, Orland General Plan Background Report, 2008, Page 3-10.

³⁵ City of Orland, Janet Wackerman, Public Works Secretary, Phone: 865-1600, January 14, 2014.

³⁶ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

³⁷ City of Orland, Orland General Plan Background Report, 2008, Page 3-11, City of Orland, Janet Wackerman, Public Works Secretary, Phone: 865-1600, January 14, 2014.

The water system is operated at 50 to 65 pounds per square inch (psi) pressure under normal demand. The seven wells in the main system are capable of producing 6,430 gallons per minute (gpm) at 55 psi system pressure. Under maximum demand conditions, the wells will produce approximately 8160 gpm at 25psi system pressure.³⁸

The City Engineer has indicated that, should Orland grow to the west, a new well would probably be required on the west side of the freeway. There are currently two (2) water borings under I-5, which are located at Trinity Street and Walker Street. These borings currently provide City water service to the west side of I-5.

The Haigh Field Industrial Park, located at the Haigh Field Airport 1.2 miles southeast of Orland, is served by an auxiliary water system. Public Water System 1105003 is connected to the City's primary water system³⁹ and has one well that produces 1,740 gallons per minute, and is also equipped with auxiliary standby power.⁴⁰

The "Water System Master Plan" notes that

City staff reports that all existing wells within the water system run simultaneously at times during the summer to meet water demands. Our calculations indicate that the current maximum daily demand is approximately 4550 gpm and the combined maximum day demand plus fire flow demand is approximately 7,50 gpm. Given the small amount of existing storage volume, the existing source capacity should be increased a minimum of 620 gpm from 6330 gpm to 7050 gpm to meet the current combined maximum daily demand plus fire flow demand.⁴¹

C. Water Storage

The City has one elevated storage tank with a capacity of 80,000 gallons. The steel storage tank is located adjacent to an alley west of Fifth Street between Walker Street and Swift Street. The storage tank was constructed by Des Moines Bridge and Iron Company in 1912. The elevation of the storage tank maintains the water system pressure between 43 psi and 54 psi under gravity conditions.

Each City well is connected to an individual level control switch located in the elevated water storage tank. The level control switches are positioned such that, as the water level in the storage tank lowers, one level switch closes, sending a signal to start one pump. If the pumping rate does not exceed the water demand, the water level in the storage tank continues to drop until a second level control switch closes, starting another pump. When the pumping rate exceeds the water demand, the water level in the storage tank rises until the level control switch opens and the pump connected to that level control switch stops.

³⁸ City of Orland, Water System Master Plan, , Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, April 2004, Page 2-1.

³⁹ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁴⁰ City of Orland, Orland General Plan Background Report, 2008, Page 3-10.

⁴¹ City of Orland, Water System Master Plan, , Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, April 2004, Page 3-3.

City staff alternated the starting order of the pumps on a weekly basis to equalize the amount of time that each pump is operated.⁴²

The “Water System Master Plan” notes that

The purpose of storage volume is to provide water for demands on the water system in excess of the combined pumping rate of the system wells. Demands on the water system include the maximum daily water demand, water for fire-fighting purposes and emergency storage to sustain the City’s needs during periods of power outages or failure of pumping equipment....The required storage volume for all scenarios exceeds the 80,000 gallon capacity of the existing elevated water storage tank.... Upgrading the Lely Aquatic Park well is the most cost effective and expeditious method to increase the water system source capacity. The Cost to upgrade the well is estimated to be \$100,000.00.⁴³

The “Water System Master Plan” further notes that

The water storage tank constructed in 1912 does not meet the requirements of the California Water Works Standards for need storage volume for a public water system with the number of water service connections that currently exist and that the water storage tank does not meet the Uniform Building code structural design standards to resist the effects of an earthquake....It is recommended that a new elevated water storage tank be constructed with a storage volume of 1,000,000 gallons. The cost to construct a new elevated water storage tank and remove the existing storage tank is estimated to be \$2,300,000.00.

D. Water Distribution System

The City’s water distribution system consists of approximately 34 miles of pipeline ranging in size from 4-inch diameter to 10-inch diameter. A network of 10-inch diameter water mains is planned to connect all of the wells, with 8-inch and 6-inch diameter distribution piping throughout the City.

There are 303 public fire hydrants distributed throughout the City and a total of 14 private fire hydrants located at the fairgrounds, high school and Glenn County Public Works Corporation Yard.⁴⁴ All of the buildings within the City are on water meters.⁴⁵

⁴² City of Orland, Water System Master Plan, , Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, April 2004, Page 2-2.

⁴³ City of Orland, Water System Master Plan, , Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, April 2004, Pages 3-3, 5-2.

⁴⁴ City of Orland, Water System Master Plan, , Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, April 2004, Page 2-2.

⁴⁵ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

The City currently has adequate capacity to meet peak water demands. In addition, the City has a well at the Lely Aquatic Park that is fully integrated with the City's public water system.⁴⁶ The City could still emphasize water conservation on its website and in the water bills. Water conservation tips are shown in Appendix A at the end of this report.

E. Water Quality

According to the City of Orland Engineer, the City water supply does not have water quality or contamination issues. Continuous disinfection is provided at six of the City's seven wells. The Roosevelt Well has the facilities necessary to chlorinate if needed. Water treatment is a preventative measure due to intermittent positive bacteriological test of the wells. In 2006, a Water Master Plan was completed for the City of Orland and is currently on file with the City.⁴⁷

The Consumer Confidence Report from the State shows the information on Water Quality and is available on the City's website. The 2012 Consumer Confidence Report is shown in Appendix B at the end of this report.

F. Unaccounted Water

Unaccounted water is the difference between the total gallons of water produced (pumped) and the total gallons of metered water delivered to customers (billed). All customer water service connections within the City are metered. Water use which is not metered includes water used for park irrigation, water main flushing, construction water, and distribution system losses. Typical values for unaccounted water range from ten to twenty percent. Prior to 2003 the City had high values for unaccounted water but replacement of inaccurate water meters has helped to reduce this problem.⁴⁸

G. Water Service Fees

Water fees in 2013 are \$29.85 for two months for residential and commercial customers, up to 15,000 gallons. For usage beyond 15,000 gallons, customers are charged an additional \$0.75 per 1,000 gallons.⁴⁹ There are nine water customers outside of the City Limits, they are charged at twice the rate of the City residents.⁵⁰

⁴⁶ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁴⁷ City of Orland, Orland General Plan Background Report, 2008, Pages 3-11 and 3-12.

⁴⁸ City of Orland, Water System Master Plan, , Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, April 2004, Page 3-2.

⁴⁹ City of Orland, Angela Crook, Assistant City Manager/City Clerk, 815 Fourth Street, Orland CA 95963, E-Mail: acrook@cityoforland.com, December 30, 2013.

⁵⁰ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

The addresses for the water customers outside the City are as follows:

Customer ID	Billing Address
ZUN0007	327 Yuba Street
ZUN0003	328 Yuba Street
ZUN0006	330 Yuba Street
ALL0032	331 Yuba Street
SOU0005	332 Yuba Street
SLO0006	333 Yuba Street
NA	329 Yuba Street
CAL0016	4563 County Road J
FIL0001	4581 County Road J

The Orland water system currently serves 2,315 residential water customers and 300 non-residential customers. Additional information on water service fees is found in Chapter 4 of this report. Water service fees for Orland are quite low compared to other areas.

H. Water Service Installation and Replacement Charges

The City of Orland Capacity Fees, Main Replacement Charges and Meter and lateral Installation Charges are as follows.⁵¹

1. The water main replacement charge is \$29.55 per lineal foot.
2. The water capacity fee per Equivalent Dwelling Unit (EDU) is hereby established as \$1,586.65.
3. The water Meter Installation Charge Schedule is hereby established as follows:

Meter Size	Charge
0.25 inch	\$725.30
1.0 inch	\$764.95
1.5 inch	\$957.70
2.0 inch	\$1,144.65

It is beneficial for the City of Orland to have charges for new connections which include the cost of the established infrastructure.

⁵¹ City of Orland, City of Orland Capacity Fees, Main Replacement Charges and Meter and lateral Installation Charges July 19, 2013.

I. Water Service Budgets

The Budget for the City of Orland Water Enterprise Operating Fund is shown below:

City of Orland Water Enterprise Operating Fund 2013-14⁵²			
Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
Revenues			
Water Service Fees	\$661,732	\$790,000	\$836,340
Interest and Other Income	4,372	7,000	7,000
Total revenues	666,104	797,000	843,340
Personnel Services	375,993	370,000	376,047
Operating			
Office Expenses	9,573	7,800	8,000
Special Department Supplies/Tools	20,560	29,400	30,000
Uniform Allowance	1,395	1,350	1,500
Advertising	88	150	200
Communications	6,759	12,800	14,000
Utilities	125,941	144,000	145,000
Rents and Leases	12,000	12,000	12,000
Equipment Maintenance	12,987	15,800	16,000
Professional/Contract Services	32,533	35,000	37,000
Dues and Memberships	8,216	8,778	10,000
Training and Travel	476	3,600	500
Gasoline	24,628	23,500	25,000
Insurance Allocation	11,209	10,885	10,464
Pension Obligation Debt Service	6,495	21,482	21,848
Administrative Allocation	78,801	93,662	121,797
Total Expenditures	727,654	790,207	829,356
Revenue in Excess of Expenditures	(\$61,500)	\$6,793	\$13,984

Enterprise Funds are supposed to be completely self-supporting. Even though the Water Enterprise Operating Fund is showing an excess in the Budget it could be necessary to increase fees to pay off previous deficiencies.

⁵² City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 25.

The City of Orland Water Enterprise Capital Fund Budget for 2013-14 is shown below:

City of Orland Water Enterprise Capital Fund 2013-14⁵³			
Description	2011-2012 Actual	2012-2013 Projected	2013-2014 Budget
Revenues			
Water Capital Fees	\$31,830	\$62,000	\$65,000
Total Revenues	31,830	62,000	65,000
Non-Operating Expenditures			
Debt Service on Vac-Con Purchase	29,208	21,906	12,170
Capital System Improvements	109,691	80,000	24,000
Truck Replacement (½ water, ½ sewer)	0	0	10,000
Total Expenditures	138,899	101,906	46,170
Revenue in Excess of Expenditures	(\$107,069)	(\$39,906)	\$18,830

3.4.4 Wastewater Collection and Treatment System

A. City of Orland Wastewater Collection and Treatment System Description

The Waste Discharge Requirements approved by the Regional Water Quality Control Board describe the Orland Wastewater Treatment Facility as follows:⁵⁴

The domestic wastewater treatment facility consists of four unlined evaporation ponds and a 44-acre irrigation field. The field is flood irrigated with wastewater following pond treatment an average of two times per week during the winter and every other week during the summer. The irrigation field has a capacity of 19.6 million gallons.

The four domestic wastewater ponds were constructed in 1958 to accommodate an average flow of 2.13 million gallons per day (MGD) and a peak flow of 6.08 MGD. The domestic wastewater flow currently averages 0.72 MGD, with a peak flow of 1.24 MGD.

During the summer months, irrigation water is introduced into the sewer line to help control odors by keeping an adequate volume of water in the unlined ponds.

The industrial brine ponds were designed in 1983 to receive an average of 4.2 million gallons per year from surrounding processing facilities. The industrial class II surface impoundments consist of two lined evaporation ponds covering a total of 5.3 acres and have a total volume of 8 million gallons. Each pond is designed to receive 2.5 million gallons of wastewater per year, allowing for one pond to be dewatered and inspected annually while the other remains in service. Industrial

⁵³ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 26.

⁵⁴ CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD CENTRAL VALLEY REGION ORDER NO. R5-2010-0087 WASTE DISCHARGE REQUIREMENTS FOR CITY OF ORLAND CLASS II SURFACE IMPOUNDMENTS AND DOMESTIC WASTEWATER TREATMENT FACILITY GLENN COUNTY, April 28, 2010.

wastewater has been segregated from the City of Orland's domestic wastewater since 1 October 1985. In 2009, the facility received a total industrial wastewater volume of 3.7 million gallons.

The class II surface impoundments are constructed with a single 30 mil PVC liner in 1985 and covered with 12 inches of soil. In 1995, a leachate collection and recovery system (LCRS) was installed within the existing soil cover material. The soil was then covered with a sand layer and a new 40 mil minimum Hypalon® (chlorosulfonated polyethylene) liner was placed over the sand layer. The combination of two synthetic liners with an intervening LCRS is an engineered alternative to the prescriptive requirements in Title 27.

Land use within 1,000 feet of the facility includes residential development, agriculture, and an airport (Orland Haigh Field Airport).

The Orland wastewater collection system consists of 30 miles of sanitary sewer main and 400 sanitary sewer manholes. The sewer mains range in size from 6-inch diameter to 24-inch diameter vitrified clay and concrete pipe, with some PVC in recently developed areas. There are four sanitary sewer lift stations operating within the collection system. Each lift station serves an area of less than 20 acres.⁵⁵

B. Stormwater Infiltration

Stormwater infiltration is introduced into the wastewater collection system through cross-connections with storm drains. All of the sewer mains in the City of Orland are relatively shallow and above groundwater. Further, with the high permeability characterized by the soils of Orland, it is unlikely that groundwater or stormwater seepage would have entered the wastewater collection system. The only potential source of stormwater infiltration would be cross-connections with storm drains.⁵⁶ All existing storm drain connections to the wastewater collection system should be eliminated to provide more capacity for future flows.⁵⁷

C. Sludge Generation and Removal

The "Sewer Master Plan" describes the sludge generation and removal projects as follows:

The existing sludge volume was determined from field measurements to be 70,112 cubic yards, approximately one fourth of the volume of the ponds. In ponds 1 and 2 sludge was last removed in 1976. In ponds 3 and 4 sludge has never been removed since the ponds were installed in 1958.

ENNIX Incorporated was consulted and began a bioremediation process. With this process microbiological organisms were put into the ponds to feed on and decompose the sludge. ENNIX estimated that this process would ultimately reduce the sludge

⁵⁵ City of Orland Sewer Master Plan, Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, August 2009, Section 3.1.

⁵⁶ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁵⁷ City of Orland Sewer Master Plan, Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, August 2009, Section 4-4.

volume by about one-half. This process worked initially but has stopped working and the City now uses an auger-monster to separate and break-up solids prior to entry to the City's settlement ponds according to the City of Orland Public Works Department.⁵⁸

For the stabilization ponds to function properly, they must be kept free of excessive sludge. The accumulated sludge reduces the ponds' depth and volume. This decreases the detention time of wastewater flowing through the ponds and impairs the ponds' ability to treat the wastewater. Preferably, the sludge volume should not exceed 35,000 cubic yards.

It is recommended that maintenance of the stabilization ponds include a sludge depth-monitoring program. This program would include mapping sludge depth 10-years after bioremediation, and then once every year until the next sludge removal project.

At the end of the bioremediation process, the remaining sludge would be dredged and stockpiled to dry. The dry sludge would then be hauled to a landfill site. This process would begin with dredging the sludge following the bioremediation process currently in progress. The initial frequency for implementation of this process is estimated to be once every ten years.⁵⁹ However, the sludge has not yet been removed to dry.⁶⁰

D. Wastewater Collection and Treatment Capacity

Population projections for Orland predict that by 2027 (the life of the revised General Plan), the population will be between 8,974 and 10,495. The wastewater treatment plant can support a population of approximately 12,000.⁶¹

E. Sewer Budgets

The City of Orland has three budgets for the sewer system: the Operating Fund, the Capital Fund, and the Industrial Sewer Capital Fund. These three budgets are shown below.

⁵⁸ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁵⁹ City of Orland Sewer Master Plan, Prepared by Rolls Anderson and Rolls, Civil Engineers, 115 Yellowstone Drive, Chico, A 95973-5811, Phone: 530-895-1422, Fax: 530-895-1409, August 2009, Sections 6-2, 6-3.

⁶⁰ City of Orland, Janet Wackerman, Public Works Secretary, Phone: 865-1600, January 14, 2014.

⁶¹ City of Orland, Orland General Plan Background Report, 2008, Page 3-12.

City of Orland Sewer Enterprise Operating Fund 2013-14⁶²			
Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
Revenues			
Sewer Service Fees	\$466,556	\$577,000	\$603,000
Interest and Other Income	0	0	0
Total revenues	466,556	577,000	603,000
Personnel Services	340,999	345,000	322,162
Operating			
Office Expenses	9,606	10,400	10,000
Special Department Supplies/Tools	25,512	28,900	29,000
Uniform Allowance	1,547	1,550	1,500
Advertising	88	150	200
Communications	2,102	5,900	6,000
Utilities	2,056	3,700	3,500
Rents and Leases	12,000	12,000	12,000
Equipment Maintenance	13,860	13,000	12,000
Professional/Contract Services	22,545	14,700	14,000
Dues and Memberships	12,619	12,492	12,000
Training and Travel	472	250	500
Gasoline	12,647	26,600	26,000
Insurance Allocation	9,706	9,421	8,902
Pension Obligation Debt Service	5,620	18,590	18,548
Administrative Allocation	53,392	73,905	86,357
Total Expenditures	524,771	576,558	562,669
Revenue in Excess of Expenditures	(\$58,215)	\$442	\$40,331

City of Orland Sewer Enterprise Capital Fund 2013-14⁶³			
Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
Revenues			
Sewer Capital Fees	\$45,970	\$51,000	\$55,000
Total Revenues	45,970	51,000	55,000
Non-Operating Expenditures			
Debt Service on Vac-Con Purchase*	14,605	10,954	6,085
Capital Expenditures			
Headworks Project	0	0	80,000
Total Expenditures	14,605		
Revenue in Excess of Expenditures	\$31,365	\$40,046	(\$31,085)

*This mobile equipment can go into the sewer lines to break up solids and prevent the accumulation of sludge.⁶⁴

City of Orland Industries Sewer Enterprise Capital Fund 2013-14⁶⁵			
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⁶² City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 27.

⁶³ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 28.

⁶⁴ City of Orland, Janet Wackerman, Public Works Secretary, Phone: 865-1600, January 14, 2014.

Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
Revenues			
Sewer Service Fees-Olive Proc.	\$54,975	\$59,217	\$60,000
Interest Income Allocation	0	300	300
Total Revenues	54,975	59,517	60,300
Personnel Services	33,951	36,661	35,795
Operating			
Special Department Supplies/Tools	0	0	0
Uniform Allowance	912	900	900
Utilities	2,555	2,350	2,500
Rents and Leases	1,800	1,800	1,800
Professional/Contract Services	2,070	1,000	1,000
Training and Travel	0	500	500
Insurance Allocation	1,078	1,078	989
PERS Side Fund Debt Service	624	624	2,690
Administrative Allocation	5,242	5,242	10,347
Total Expenditures	48,232	50,155	56,521
Revenue in Excess of Expenditures	\$6,743	\$9,362	\$3,779

F. Sewer Fees

City of Orland Sewer Fees are \$31.80 bi-monthly with no overage charges for residential customers. Commercial sewer users are charged \$31.80 bi-monthly and \$0.39 per 1,000 gallons of water used in excess of 15,000 gallons.⁶⁶ The City has two sewer connections outside of the City Limits.⁶⁷ The addresses for these sewer connections are as follows:

Customer ID	Billing Address
PLO002	4227 County Road MM
REI005	4315 County Road K 1/2

These Out-of-City sewer connections are charged at double the In-City rate listed above.⁶⁸

The sewer replacement or new installation charges are as follows:⁶⁹

1. The Sewer Main Replacement Charge is established as \$25.55 per lineal foot.
2. The sewer system capacity fee per Equivalent Dwelling Unit (EDU) is hereby established at \$1,938.05.

⁶⁵ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 29.

⁶⁶ City of Orland, Angela Crook, Assistant City Manager/City Clerk, 815 Fourth Street, Orland CA 95963, E-Mail: acrook@cityoforland.com, December 30, 2013.

⁶⁷ City of Orland, Pam Otterson, City Treasurer, 815 Fourth Street, Orland CA 95963, E-Mail: potterson@cityoforland.com, January 13, 2014.

⁶⁸ City of Orland, Scott Friend, AICP, City Planner, February 20, 2014.

⁶⁹ City of Orland, City of Orland Capacity Fees, Main Replacement Charges and Meter and lateral Installation Charges July 19, 2013.

3. The Sewer Lateral Installation Charge Schedule is hereby established as follows:

Lateral Size	Charge
4-inch	\$764.95
6-inch	\$878.35

4. Capacity charges shall be based upon an equivalent dwelling unit (EDU) for the following uses:

TYPE OF USE	EQUIVALENT DWELLING UNIT
Residential (single-family)	Unit 1.00 EDU
Duplex, triplex, apartments	1bedroom/0.6 EDU; 2 bedroom/0.7 EDU; 3bedroom/1.0 EDU. Thereafter each bedroom equals 0.25 EDU
Motels, hotels, auto courts	Unit with kitchen/0.55 EDU Unit without kitchen/0.33 EDU
Townhouse, condominiums	1.00 EDU per unit
Trailer, mobilehome park	1.0 EDU per space
Churches	1.33 EDU per each; 150 seating capacity
Theaters, auditoriums	1.50 EDU per each; 150 seating capacity
Bar/nightclub (no food)	1.0 EDU per each 100 seating capacity
Bar/nightclub (with food)	1.0 EDU per each; 26 seating capacity
Restaurant/café/fast food with drive-thru	1.0 EDU per each; 8 seating capacity
Restaurant-sit down	1.0 EDU per each; 15 seating capacity
Automotive service station	2.0 EDU/4 pumps or less 3.0 EDU/5 pumps or more
Self-service laundry	0.75 EDU each washer
Commercial laundry including dry cleaners	2.0 EDU per each 1,000 square feet of building
Car washes	1.0 EDU per two (2) stalls in self-service; 2.0 EDU for automatic wash with attendants
Hospitals, convalescent homes	1.0 EDU per each four beds
Laboratories	2.0 EDU per 1,000 square feet of building
RV parks	0.60 EDU/space (building separate) subject to no dumping of RV units or holding tanks into city sewer.
Schools, public or private-elementary	1.0 EDU per 60 pupils
Junior High	1.0 EDU per 50 pupils
High School	1.0 EDU per 30 pupils
Photo development shops	1.0 EDU per 500 square feet of building
Industrial	1.0 EDU for buildings, other than warehouse, for the first 2,000 square feet, plus, 0.50 EDU for each 1,000 square feet thereafter.
Printing shops	1.0 EDU per 500 square feet of building
Newspaper printing	1.0 EDU per 1,000 square feet of building

It is beneficial for Orland to charge sewer connection fees which include the cost of existing infrastructure.

3.5 Law Enforcement

A. Police Department

Police protection services within the City of Orland are provided by the Orland Police Department, which operates from the police station located at 817 Fourth Street.

The Police Department office is open from 8 am to 5 pm Monday through Friday, except holidays. During weekends and at night, services are provided by the Glenn County Sheriff's office, which provides patrol and emergency dispatch services to the City. The City of Orland currently has 11 sworn officers and 2 non-sworn administrative personnel composed of one chief, two sergeants, and eight patrol officers.⁷⁰

The Department maintains 5 police vehicles; four marked and one unmarked. These vehicles are owned by the County of Glenn, and leased to the City of Orland on a mileage basis.

The officers serve a 2012 population of 7,396;⁷¹ which means there are approximately 1.49 officers per 1,000 residents (not counting non-sworn support employees). The Chief of Police of Orland has stated that the current force-level is able to meet current call demands within the service area. However, the Chief predicts that the current ratio could drop to 1.4 officers per 1,000 residents if grant funding does not continue. In addition, it is expected that the population served by the Orland Police Department will increase at a more rapid rate in the next ten years than it has in the past. It is anticipated that, during the life of the 2008 – 2028 General Plan, the City of Orland will need to expand the size of the Police Department staff in order to continue to serve the growing population.⁷²

⁷⁰ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁷¹ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0654274.html>, January 22, 2014.

⁷² US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0654274.html>, January 22, 2014.

⁷² City of Orland, Orland General Plan Background Report, 2008, Page 3-1.

The Orland Police Department provided the following Crime Statistics for 2012:

City of Orland, Crime Statistics Reported to Department of Justice 2012			
Population	7250	Total Reports	1211
Homicide	0	Manslaughter	0
Rape	0	Robbery	2
Assault, Total	116	Crimes against Seniors	0
Aggravated-26		Hate Crimes	1
Simple-90		Domestic Violence	136
Arson (5 arsons cleared)		Arrests, Total Adults	449
Burglary, Total	64	Felony-149	
Residence-42		Misdemeanor-300	
Non-residence-22		DUI-90	
Larceny, Total	110	Drug related-64	
Grand-19		Bookings-393	
Petty-91		Arrests, Total Juveniles	98
Vehicle Thefts Total	37	Felony-32	
Stolen in, recover in jurisdiction-16		Misdemeanor-53	
Stolen in, recover out of jurisdiction-17		Other (Curfew etc.)-13	
Stolen out, recover in jurisdiction-5		Juvenile Hall Bookings-34	
Total reported Property Crimes & 7 major crimes Reported on UCR	329	Infraction cites/filed direct, Unlicensed drivers and driving on suspended license	97
Crime Clearances-48%	158		
Property Stolen	\$232,675	Property Recovered	\$117,731

B. Public Safety Commission

The Public Safety Commission consists of five members, appointed by the mayor and confirmed by the City Council. The Public Safety Commission acts as an advisory committee to the City Council regarding a variety of safety issues. It provides a public forum for citizens to voice ideas and concerns affecting public safety, traffic and pedestrian issues, including Police, Fire and Emergency Medical Services. The Commission strives to raise public awareness, suggest improvements, and encourage educational forums and safety programs. Public meetings are held monthly, bi-monthly or quarterly. The agenda is posted at City Hall.⁷³

⁷³ City of Orland, <http://cityoforland.com/govt/commissions.asp>, November 23, 2013

C. Police Department Budgets

CITY OF ORLAND Police 2013-14 BUDGET				
Fund 00 Department 5110⁷⁴				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	1,106,149	1,020,905	1,147,541
	Board of State/Comm.Proj.Grant			(8,755)
110	Office Expenses	3,864	3,600	3,600
115	Booking Fees	0	0	-
120	Special Depart-Equipment	11,608	8,000	2,000
120	Special Dept-Other	0	10,000	8,000
140	Uniform Allowance	11,791	12,500	14,000
150	Advertising	415	60	100
160	Communications	4,721	4,000	4,000
200	Equipment Maintenance	67,829	60,500	61,000
210	Professional Service	13,552	13,000	13,000
210	Contracts Matson & Isom	21,677	21,000	21,000
221	Dispatch Services/Glenn Co.	88,375	93,778	93,778
222	Animal Control/Glenn Co.	52,000	52,000	52,000
240	Membership and Dues	660	1,000	1,200
250	Travel/Training	3,657	4,200	4,400
	Gasoline/Oil	28,324	28,700	29,000
280	Insurance/Bonds	38,794	30,070	32,041
285	Interest Expense	1,780	2,000	2,000
	SUBTOTAL	1,455,196	1,367,513	1,479,905
291	Pension Obligation Debt Service	47,536	147,030	153,562
	TOTAL GENERAL FUND	\$1,502,732	\$1,514,543	\$1,633,467

City of Orland Supplemental Law Enforcement Fund (COPS Grant) 2013-14⁷⁵	
Expenditure Type	
Projected Fund Balance at July 1, 2013	-
Anticipated Revenue from the State of California	\$100,000
Estimated Interest Income for the Year	0
Less: Front-Line Public Safety Expenditures	(87,088)
Pension Obligation Bond Debt Service	(11,329)
Project Balance at June 30, 2014	\$1,583

⁷⁴ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 18.

⁷⁵ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 30.

3.6 Fire Protection

Fire protection services within Orland city boundaries are provided by the Orland Volunteer Fire Department. Fire protection outside of the city limits are provided by the Orland Rural Fire Protection District. Both of these fire protection services are staffed by the same volunteers.

Established in 1911, Orland's fire station is located at 810 Fifth Street. (A history of the Department is on the web site at: <http://members.aol.com/jkra436706/orlandfire.html>.)

The Fire Department is staffed entirely by volunteer fire fighters, ranging in age from 21 to 55. There are 45 active volunteers in the Department.⁷⁶ According to the California State Fire Marshal, all volunteer and call firefighters must acquire Firefighter I certification; however, there is no time limit as to how long they may work before attaining certification. Firefighter I certification requires completion of the 259-hour Firefighter I course, which includes training on various fireground tasks, rescue operations, fire prevention and investigation techniques, and inspection and maintenance of equipment. In addition to the course, Firefighter I certification also requires that the applicant have a minimum of six months of volunteer or call experience in a California fire department as a firefighter performing suppression duties.⁷⁷

Training, equipment, and other funding is provided primarily by the City's General Fund. The Department uses one Chief's truck; one utility pick-up truck; one rescue vehicle; four engines (one 1,250 gallons per minute (gpm), two 1,000 gpm, and one 500 gpm); one ladder truck (1,000 gpm); and one tank trailer.

In 2013, there were 682 calls to the Fire Department. Of these calls, over 500 were medically-related.⁷⁸ According to the Chief, the local ambulance district responds to approximately three calls per day, often outside of the city limits. This causes added impacts to the fire department, considering every medical call takes a minimum of one hour of response time to service. Although the Department has two ambulances, only one is staffed 24-hours per day. The majority of the fire department volunteers are either EMT-trained or are trained First Responders.

Average response time for fire protection and emergency medical services within the City of Orland is 2-3 minutes for arrival at the station, approximately 1 minute to prepare and leave the station, and an additional 2-3 minutes to the actual call site.⁷⁹ In the future, the addition of a satellite station could reduce these response times considerably to outlying areas of the City. The placement of an un-staffed satellite equipment facility in the area of the Northeast Specific Plan could serve the purpose of reducing response times for that area and to the east Orland area.

⁷⁶ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁷⁷ State Fire Marshall, Course Information and Required Materials, 2007, p. 44.

⁷⁸ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁷⁹ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

The Fire Department currently has an Insurance Services Office (ISO) rating of 4. The ISO rating is a measure of fire protection service, with ratings from 1 to 10, 1 being the best. This Orland Fire Department rating was established in 2002. ISO ratings are calculated as follows:

- 10% - Communications
- 40% - Water Supply
- 50% - Fire Department
- 100% = ISO rating of (1) one

All hydrants within the City limits will deliver the maximum flow available; such availability depends on the water mains that supply the specific hydrants. There are over 300 hydrants in the City of Orland with an average flow of 700 gpm. The City is responsible for checking the hydrants and conducting proper maintenance.⁸⁰

The City of Orland Fire Department Budget is shown below:

CITY OF ORLAND Fire Department 2013-14 BUDGET				
Fund 00 Department 5120⁸¹				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
014	Fire Department Assistance	12,850	12,850	12,850
110	Office Expenses	685	700	1,500
120	Replace 5 Structure Gear	17,976	13,000	10,000
120	Misc Apparatus/Supplies	0	0	10,000
160	Communications/Dispatch	17,937	15,500	19,000
170	Utilities	7,418	9,500	11,000
190	Building Maintenance	7,112	21,000	12,000
200	Equipment Maintenance	10,055	10,500	15,000
210	Professional/Contract Services	0	0	100
210	Contracts Matson & Isom	0	0	125
250	Travel/Training	0	0	3,000
270	Gasoline/Oil	4,321	5,200	5,500
280	Insurance/Bonds	901	864	357
	SUBTOTAL	79,255	89,114	100,432
550	Capital Outlay/Pagers/Radios		11,213	5,000
535	VFA Grant/Match/3 MSA SCBAs		0	19,672
	Fire Equipment Reserve		30,000	35,000
	TOTAL GENERAL FUND	\$79,255	\$130,327	\$160,104

The cost for fire protection is relatively low because volunteer fire fighters are used. If paid fire fighters were added to the budget it would mean a substantial increase in expenses and volunteers would still be needed.

⁸⁰ City of Orland, Orland General Plan Background Report, 2008, Pages 3-1 and 3-2.

⁸¹ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 19.

3.7 Parks, Recreation and Library Services

3.7.1 Library

A. Library Facilities

There is one public library within the Orland City limits – the Orland Free Library, which celebrated its 90th birthday in 2007. It is open during the week: Mondays, Wednesdays and Fridays from 11 am to 6 pm, and Tuesdays and Thursdays from 12 noon to 7 pm. The library is closed on weekends.⁸²

The library is staffed with 4 full-time employees and 2 part-time employees. It provides public access to more than 60,000 volumes of books, as well as 11 desktop computers and 6 tablets and laptops with internet access for the public.⁸³

The Orland Free library is located at 333 Mill Street. Many services besides book check-out are offered at the Library. These include various youth activities, as well as affiliation with the North State Cooperative Library Program, and the Friends of the Orland Free Library, a voluntary non-profit organization which provides fund-raising activities and advocacy for the Library.

The Orland Free Library web page (<http://www.orlandfreelibrary.net./>) offers those with Internet access the following services:

- Internet Search Engines (including Librarians' Index to the Internet and AnyWho, as well as the popular search engines such as Google and Yahoo)
- On-line access to National newspapers
- On-line access to financial trading web sites
- On-line access to sites dealing with linguistic and historic research
- “Cool Links” dealing with current issues (i.e., at the time of this report one of the Cool Links was “Afghanistan Quick Facts”)
- On-line access to map and travel route services
- An on-line link to “This Day in History”
- Current weather conditions and Orland area weather radar information⁸⁴

B. Library Commission

*The Library Commission consists of five members, appointed by the mayor and confirmed by the City Council. The Library Commission advises the City Council on issues related to preparing, reporting to and necessarily reflecting upon the operations of the Orland public library, recommending legislation that will implement and further the goals, necessities and purposes of the Orland Public Library, assisting the city librarian in preparing the annual library budget, assisting city librarian in developing and prioritizing library objectives, and, recommending and suggesting procedures for the orderly operation of the library.*⁸⁵

⁸² City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁸³ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁸⁴ City of Orland, Orland General Plan Background Report, 2008, Pages 3-9 and 3-10.

⁸⁵ City of Orland, <http://cityoforland.com/govt/commissions.asp>, November 23, 2013

C. Library Budgets

The budgets for the City of Orland Library are shown below:

CITY OF ORLAND Library 2013-14 BUDGET Fund 00 Department 5200⁸⁶				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	232,982	284,223	299,924
	Less: City Willows Reimburse.	(58,680)	(58,680)	(58,680)
		174,302	225,543	241,244
	Less: Glenn County Contribution ⁸⁷		(60,000)	(60,000)
110	Office Expenses	3,925	4,200	4,200
120	Special Dept-Books/Publications	0	8,000	8,000
120	State Library Fund Reimburse.	0		(4,000)
120	Special Dept. Operating Supp.	1,727	1,200	2,000
160	Communications	1,135	1,500	1,600
170	Utilities	6,472	7,500	7,700
200	Equipment Maintenance	1,257	2,000	2,100
210	Professional Service	5,122	6,500	6,750
250	Travel/Training	1,600	2,400	2,400
280	Insurance/Bonds	8,627	8,331	8,463
	SUBTOTAL	204,167	267,974	280,457
	Pension Obligation Debt Service	5,153	17,045	21,137
	TOTAL GENERAL FUND	\$209,320	\$225,019	\$241,594

The amounts shown for "2011-2012 Actual" do not include the total PERS Side Fund Obligations or Issuance costs; to do so would distort the comparability of the analysis.

City of Orland Library Memorial and Hanbery Trust Fund Budget 2013-14⁸⁸	
Expenditure Type	
Projected Fund Balance at July 1, 2013	\$80,000
Anticipated Revenue	2000
Estimated Interest Income for the Year	350
Less: Special Departmental-Publications	(2,350)
Anticipated Balance at June 30, 2014	\$80,000

The Library adds a great deal to the City and to the Orland area and provides a model of cooperation with the City of Willows because the librarian serves both libraries.

⁸⁶ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 20.

⁸⁷ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁸⁸ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 32.

3.7.2 Recreation, Park and Pool

A. Park Facilities

The City has approximately fifty-five acres of parks and facilities for its population as follows:⁸⁹

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	0.26 acres
Heartland Park	<u>1.5 acres</u>
Total	54.56 acres

In addition to the park facilities listed below, the City of Orland provides a wide range of active and passive recreation programs through the Recreation Department.⁹⁰

- Vinsonhaler Park is located between Shasta and Roosevelt Avenue and has ball fields, tennis courts, a disc golf course and a public swimming pool. Adjacent is Lollipop Land with an outdoor structure for young children.
- Lely Aquatic, is found on E. South Street next to the Recreation Center. This park includes the City's Recreation Center and facilities for volleyball, baseball, and picnics. A Splash Park will be constructed here in 2014.⁹¹
- Library Park has the Orland Library, Carnegie Center where Council meetings and other civic meetings are held and the (Art Commission sponsored) gazebo.
- Spence Park is located between Third and Fourth and Monterey Streets. The recreation department holds their T-ball program here in the spring and other times it is used by Orland High School girls' softball and Little League.⁹²

With 54.56 acres of improved parkland and a 2012 population of 7,396,⁹³ (7.4 acres per 1,000 residents), Orland is just above the midpoint of the published NRPA acreage range for parkland."⁹⁴ However, the General Plan Program 5.10.A.1 states that "The City shall adopt a park dedication standard of 8.4 acres per 1,000 residents for the City of Orland to maintain the existing parks standard in the City."⁹⁵ This means that the City will have to expand the park system to meet the General Plan Program goal.

B. Parks and Recreation Commission

The Parks and Recreation Commission consists of five members, appointed by the Mayor and confirmed by the City Council. The Parks and Recreation Commission advises the City Council on issues related to planning, improving, supervising and maintaining present and proposed parks and playgrounds. The Commission also

⁸⁹ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁹⁰ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁹¹ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

⁹² City of Orland, <http://cityoforland.com/visitors/thingstodo.asp>, November 23, 2013

⁹³ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0654274.html>, January 22, 2014.

⁹⁴ City of Orland General Plan October 2010, Page 5.0-24.

⁹⁵ City of Orland General Plan October 2010, Page 5.0-27.

encourages, fosters, and facilitates the establishment and maintenance of a systematized program of recreational activities to be made available to the residents and visitors of the City of Orland.⁹⁶

C. Arts Commission

The Arts Commission consists of seven members, four of whom are individuals who work or are involved in the arts. The functions of the Arts Commission include advising the City Council on proposed funding for various community arts organizations, proposed funding for community art projects, assisting in the site selection of community art projects, reviewing and making recommendations on the technical and aesthetic aspects of proposed community artwork, organizing competitions for artistic works in public places, implementing the goals, objectives and policies of an arts master plan when adopted by the City Council and to perform such other advisory duties pertaining to public art as the City Council from time to time may require.⁹⁷

D. Park and Pool Budgets

The City of Orland has two budgets for park and recreation facilities shown below in this report. The funds expended for park, pool, and recreation facilities and programs are a help to provide activities for citizens of all ages and also serve as crime prevention programs.

CITY OF ORLAND Recreation and Pool 2013-14 BUDGET				
Fund 00 Department 5260 and 5261⁹⁸				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	117,937	118,611	124,608
110	Office Expenses	2,350	3,100	3,200
120	Spec. Dept. Coordinators, Refs.	45,486	24,000	23,000
	Spec. Dept. Uniforms/Equip.	0	8,000	7,000
120	Spec. Dept. Small Pickup Truck	0	0	10,000
150	Advertising	442	100	250
160	Communications	1,634	1,500	1,600
170	Utilities	10,145	1,000	15,000
210	Contract Service	2,213	1,200	1,200
250	Travel/Training	630	1,000	1,000
280	Insurance/Bonds	3,557	3,398	3,470
	SUBTOTAL	184,434	174,909	190,328
291	Pension Obligation Debt Service	1,518	9,022	10,194
	TOTAL GENERAL FUND	\$185,952	\$183,931	\$200,522

⁹⁶ City of Orland, <http://cityoforland.com/govt/commissions.asp>, November 23, 2013

⁹⁷ City of Orland, <http://cityoforland.com/govt/commissions.asp>, November 23, 2013

⁹⁸ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 21.

CITY OF ORLAND Park Maintenance 2013-14 BUDGET				
Fund 00 Department 5250⁹⁹				
Object Code	Description	2011-2012 Actual	2012-2013 Actual	2013-2014 Adopted
010-045	Salaries and Benefits	99,469	101,904	53,598
110	Office Expenses	379	50	150
120	Dept. Expense-Supplies/Service	8,197	9,466	6,000
120	Dept. Expense-Repairs	-	1,210	0
140	Uniforms	912	850	900
160	Communications	159	160	180
170	Utilities	4,033	5,800	5,800
200	Equipment Maintenance	942	350	350
280	Insurance/Bonds	2,735	3,875	1,498
	SUBTOTAL	116,826	123,665	68,476
291	Pension Obligation Debt Service	2,914	5,802	3,254
	TOTAL GENERAL FUND	\$119,740	\$129,467	\$71,730

The amounts shown for "2011-2012 Actual" do not include the total PERS Side Fund Obligations or Issuance costs; to do so would distort the comparability of the analysis.

3.8 City of Orland Finances

3.8.1 Budget

The City of Orland General Fund Revenues for 2013-14 are shown below. These Revenues do not include the Sewer, Water and Building Inspection Fees (2011-2012 only) because these are considered Enterprise Funds, not General Fund Revenue.

⁹⁹ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 24.

CITY OF ORLAND 2013-14 General Fund Revenues BUDGET ¹⁰⁰			
Revenue Source	2011-2012 Actual	2012-2013 Projected	2013-2014 Proposed
Taxes			
Property	\$785,951	\$778,000	\$844,060
Sales	905,744	962,808	996,506
Public Safety Augmentation	14,403	15,000	15,000
Real Property Transfer Tax	9,120	10,000	10,000
Business Licenses	22,066	21,000	21,500
Franchise Fees	112,001	102,000	105,000
Transient Occupancy Tax	45,805	44,000	44,000
Home Owners' Prop Tax Reimburse.	12,014	10,000	10,000
Fines and Forfeits	33,660	33,700	34,000
Interest Income	7,710	12,000	15,000
Rents and Royalties	44,245	38,000	38,000
Inter-Governmental			
Motor Vehicle in Lieu	572,104	527,104	530,000
County Library Subsidy	60,299	60,299	60,299
Charges for Services			
Zoning and Variance Fees	10,657	15,000	15,000
Library Fees	3,420	4,500	4,500
Green Waste Fees	13,035	11,000	13,000
Police Fees	14,794	10,000	29,000
Building Department Fees	0	110,000	110,000
Recreation, Park and Swim Programs	67,802	57,000	60,000
Miscellaneous Revenues	14,003	8,000	10,000
Administrative Allocation to Enterprise Funds	156,639	192,192	218,400
TOTAL	\$2,905,482	\$3,021,603	\$3,183,265

Many people think that Property Taxes pay for city services; but the above Revenue Budget shows that Sales Taxes provide more revenue than Property Taxes for the City of Orland. The following table shows expenditures by department. As can be expected the highest costs are for personnel.

¹⁰⁰ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 7.

City of Orland 2013-14 Budget General Fund Expenditures Summary¹⁰¹				
Dept. No.	Department	Salaries/ Benefits	Operating Expenditures	PERS Pension Obligations Debt Service
Administrative Departments				
5010	City Council		31,897	
5050	City Manager	153,285	2,364	10,825
5020	City Clerk	72,313	14,463	5,287
5030	City Finance*	0	88,256	0
5040	City Attorney*	0	47,277	0
5160	City Engineer*	0	21,983	0
5170	City Planner*	15,000	64,641	8,915
5190	City Building Maintenance	25,731	41,694	1,563
General Fund Departments				
5070	City Building Inspection	95,405	14,305	6,415
5110	City Police	1,147,541	332,364	153,562
5120	City Fire Department	0	160,104	0
5200	City Library	241,244	39,213	21,137
5260	City Recreation	124,608	65,720	10,194
6220	City Grants Administration		1,925	
General Fund-Public Works				
5170	City Streets/Storm Drains	48,039	2,348	6,509
5250	Park Maintenance	53,598	14,878	3,254
	TOTALS	\$1,976,764	\$953,432	\$227,661

* Contract employees do not receive a salary or benefits but are paid on a contract basis.

3.8.2 Impact Fees

The City of Orland collects Impact Fees for new development to make sure that the development is paying a fair share for the cost of various services. The Impact Fee Schedule includes all types of development. Only the Residential Unit Fees are shown below for comparison purposes:

City of Orland Development Impact Fees Single Family Dwelling¹⁰²	
Department	Fee
Police/Law Enforcement	\$154.57
Fire	\$798.83
City Hall	\$126.88
Library	\$1,073.88
Community Center	\$204.33
Parks and Recreation	\$6,399.87
Transportation	\$2,142.21
Storm Drainage	\$454.10
SUBTOTAL	\$11,354.67
Administration 2%	\$227.09
TOTAL IMPACT FEE	\$11,582.00

¹⁰¹ City of Orland, 2013-2014 Approved Budget, June 17, 2013, Page 8.

¹⁰² City of Orland, Schedule of Development Impact Fees, December 2013.

3.8.3 Audit

A. Assets and Liabilities

Unlike the Budget, which is a plan for spending, the Audit shows how funds were actually spend. The Financial Statements prepared by an independent auditor show a summary of the City's Assets and Liabilities as follows:

City of Orland Statement of Net Assets June 30, 2012¹⁰³			
	Governmental Activities	Business-type Activities	Total
Assets			
Cash and investments	3,006,058	156,707	\$3,162,765
Receivables	467,878	71,557	539,435
Internal balances	(114,099)	114,099	-
Prepaid expenses	215,239	151,069	366,308
Notes receivable	5,436,335	-	5,436,335
Capital assets not depreciated	181,286	8,580	189,866
Capital assets net of depreciation	4,137,479	2,196,222	6,333,701
TOTAL ASSETS	13,330,176	298,234	16,028,410
Liabilities			
Accounts payable	59,598	3,846	63,444
Deposits	26,914	1,856	28,770
Deferred revenue	135	-	135
Noncurrent liabilities			
Due within one year	191,000	43,814	234,814
Due in more than one year	2,065,400	17,234	2,082,634
Compensated absences	141,898	76,466	218,364
TOTAL LIABILITIES	2,484,945	143,216	2,628,161
Net Assets			
Invested in capital assets, net of debt	4,318,765	2,143,754	6,462,519
Restricted	1,052,959	-	1,052,956
Unrestricted	5,473,510	411,264	5,884,774
TOTAL NET ASSETS	\$10,845,231	\$2,555,018	\$13,400,249

The following table shows the revenue as well as the expenses for both governmental and business-type activities (water, sewer, building inspection).

¹⁰³ City of Orland, Annual Financial Report, June 20, 2012, Prepared by: Marcello & Company, Certified Public Accountants, 2701 Cottage Way, Suite 30, Sacramento, California 95825, Page 4.

City of Orland Revenue and Expenses June 30, 2012 ¹⁰⁴						
				Net (Expense) Revenue and Change in Net Assets		
Program Revenue				Primary Government		
FUNCTIONS	Operating Expenses	Charge for Services	Operat. Grants/Contrib.	Governmental Activities	Bus-type Activity	TOTAL
GOVERNMENTAL ACTIVITIES						
Gen. Gov.	598,359	138,500		(459,859)		(459,859)
Com. Devel.	524,056	114,332	190,500	(219,224)		(219,224)
Public Safe.	2,951,957		329,342	(2,622,615)		(2,622,615)
Public works	561,868	52,677	362,516	(146,675)		(146,675)
Library/arts	470,597	40,003	1,676	(428,916)		(428,916)
Parks/rec.	429,989			(429,989)		(429,989)
Depreciation	211,360			(211,360)		(211,360)
TOTAL*	5,748,186	345,512	884,036	(4,518,638)		(4,518,638)
BUSINESS-TYPE ACTIVITIES						
Water	1,007,517	693,562			(313,955)	(313,955)
Sewer	740,985	512,526			(228,459)	(228,459)
Indus. sewer	85,671	54,975			(30,696)	(30,696)
Build. Insp.	221,949	50,980			(170,969)	(170,969)
TOTAL**	2,056,122	1,312,043			(744,079)	(744,079)
TOTAL GOV.	7,804,308	1,657,555	884,036	(4,518,638)	(744,079)	(5,262,717)
GENERAL REVENUE						
	Property taxes			785,951		785,951
	Sales tax			905,744		905,744
	Franchise and TOT			157,806		157,806
	Motor vehicle In-lieu			572,104		572,104
	Business licenses & fees			85,490		85,490
	Use of money/property			71,291	4,372	75,663
	Other revenue			238,843		238,843
	Transfers In (Out)			(530,724)	530,724	-
	TOTAL General Revenue			2,286,505	535,096	2,821,601
	Change in Net Assets			(2,232,133)	(208,983)	(2,441,116)
	Net Assets-beginning			12,082,364	2,764,001	14,846,365
	Prior adjustment-reclas. St. exp.			995,000		995,000
	Net Assets-end of year			\$10,845,231	\$2,555,018	\$13,400,249

*Governmental Activities do have some fees but the fees are not expected to pay the whole cost of the governmental activities.

**Business-type Activities are expected to charge enough to pay for the service, especially for sewer and water service. It is harder to charge the true cost for building inspection services.

¹⁰⁴ City of Orland, Annual Financial Report, June 20, 2012, Prepared by: Marcello & Company, Certified Public Accountants, 2701 Cottage Way, Suite 30, Sacramento, California 95825, Page 5.

B. Cash and Investments

The City of Orland follows the practice of pooling cash and investments of all funds except for restricted funds required to be held by outside custodians, fiscal agents or trustees, under the provisions of bond indentures. Cash and investments as of June 30, 2012 are classified as follows:¹⁰⁵

Statement of Net Assets	
Cash and investments	\$3,162,765

Cash and Investments are as follows:

Deposits with financial institutions:	
Checking accounts	\$227,459
Money market mutual funds	2,929,850
Investment with Local Agency Investment Fund	<u>5,456</u>
	\$3,162,765

C. Defined Benefit Pension Plan¹⁰⁶

All eligible full-time employees participate in the City's defined benefit pension plan, administered through the California Public Employee's Retirement System, which provides retirement and disability benefits, annual cost of living adjustments and death benefits to plan members and beneficiaries. The California Public Employees' Retirement System (CalPERS) is an agent multiple-employer plan administered by CalPERS, which acts as a common investment and administrative agent for participating public employers within the State of California.

Miscellaneous Plan (non-public safety) participants are required to contribute 8% of their annual covered salary, while Safety Plan (police department) employees are required to contribute 9% of their annual covered salary. Miscellaneous employees contribute their 8% share, while public safety employees contribute 8% of their required 9% share with the City of Orland paying the 1% difference. The City's required contribution is based upon an actuarially determined rate.

The 2011-12 fiscal year employer rate was 14.113% for miscellaneous plan employees, and 23.091% for public safety plan employees, of annual covered payroll. The subsequent 2012-13 fiscal year employer rate is projected to increase to 23.681% for public safety plan employees and to 14.525% for miscellaneous plan employees. The contribution requirements of plan members, and the City, are established annually and may be amended by CalPERS.

The City's annual pension cost of \$564,402 to CalPers was as follows:

Required contributions paid by employees	\$130,306
Required contributions paid by employer	\$428,706
Required employee contributions paid by employer	<u>\$5,390</u>
TOTAL	\$564,402

¹⁰⁵ City of Orland, Annual Financial Report, June 20, 2012, Prepared by: Marcello & Company, Certified Public Accountants, 2701 Cottage Way, Suite 30, Sacramento, California 95825, Page 21.

¹⁰⁶ City of Orland, Annual Financial Report, June 20, 2012, Prepared by: Marcello & Company, Certified Public Accountants, 2701 Cottage Way, Suite 30, Sacramento, California 95825, Page 28.

The required contributions were determined as part of the June 30, 2010 actuarial valuation using the entry age normal actuarial cost method. The actuarial assumptions included the following:¹⁰⁷

- A 7.75% investment rate of return (net of administrative expenses)
- Projected salary increases of 3.55% to 14.45% depending on age, service, and type of employment
- An inflation rate of 3.0%
- A payroll growth rate of 3.25%
- Individual salary growth—a merit scale varying by duration of employment coupled with an assumed annual inflation growth rate of 3.00% and an annual production growth of 0.25%

The actuarial value of CalPERS' risk pool assets was determined using techniques that smooth the effects of short-term volatility in the market value of investments over a fifteen-year period (smoothed market value).

The contribution rate for normal cost is determined using the entry-age normal actuarial cost method, a projected benefit cost method. It takes into account those benefits that are expected to be earned in the future as well as those already accrued.

City of Orland Three-year Trend Information for Pension Cost

Fiscal Year	Annual Pension Cost (APC)	Percentage of APC Contributed	Net Pension Obligation
2009-10	\$707,656	100%	0
2010-11	\$658,189	100%	0
2011-12	\$564,402	100%	0

Schedule of Funding Progress-Defined Benefit Pension Plans (Unaudited)

The funded status of the plans as of the most recent actuarial valuation dates is as follows (in millions):

Annual Valuation Report Date	Accrued Liability	Actuarial Value of Assets	Unfunded Liability/(Excess Assets)	Funded Status	Annual Covered Payroll	Unfunded (Over-funded) Liability as a % of Payroll
Miscellaneous Plan-2.7% at age 55 Risk Pool:						
6/30/10	\$2,298	\$1,816	\$482	79.0%	\$434	111.1%
Safety Plan-3% at age 50 Risk Pool:						
6/30/10	\$10,165	\$8,470	\$1,695	83.3%	\$956	177.3%

¹⁰⁷ City of Orland, Annual Financial Report, June 20, 2012, Prepared by: Marcello & Company, Certified Public Accountants, 2701 Cottage Way, Suite 30, Sacramento, California 95825, Page 29.

D. Risk Management¹⁰⁸

The City is exposed to various risks of loss related to torts, thefts, damage and destruction of assets, error and omissions, injuries to employees, and natural disasters. The City is a member of the Golden State Risk Management Authority (GSRMA), a public entity risk pool currently operating as a common risk management and insurance program for 170 member cities, counties and districts. The relationship between the City and GSRMA is such that the Authority is not a component unit of the City for financial reporting purposes.

GSRMA is governed by a Board consisting of representatives from member municipalities. The Board controls the operations of the Authority, including selection of management and approval of operating budgets, independent of any influence by member municipalities beyond their representation on the Board.

The City's deposits with the Authority are in accordance with formulas established by the Authority. Actual surpluses or losses are shared according to a formula developed from overall loss costs and spread to member entities on a percentage basis after a retrospective rating. Financial statements of the Authority may be obtained from GSRMA, PO Box 706, Willows CA 95988.

During the 2011-12 year the City of Orland expended \$96,150 for workers compensation coverage and \$104,271 for property and liability coverage. Policy limits are \$50m per occurrence for general liability, and up to \$600,000 maximum payment per covered loss for automobile physical damage, mobile equipment, boiler and machinery. Policy limits for workers' compensation match statutory limits on a per occurrence basis. Employer's liability coverage is included with the policy limits of \$5m per occurrence.

¹⁰⁸ City of Orland, Annual Financial Report, June 20, 2012, Prepared by: Marcello & Company, Certified Public Accountants, 2701 Cottage Way, Suite 30, Sacramento, California 95825, Page 30.

4 WATER AND SEWER SERVICE COST COMPARISON

4.1 Comparison of Water Service Rates

The following table is included to compare the cost of water rates from different districts in Northern California. It is difficult to compare one district with another because the base rates include different amounts of water. Where the base amount of water is low, the average bill will almost always be higher than the base fee shown.

COMPARISON OF DOMESTIC WATER SERVICE RATES NORTHERN CALIFORNIA		
District/County	Number of Connections	Monthly Water Rate (Base Rate)
Arbuckle PUD/Colusa	792 (mostly unmetered) ¹⁰⁹	\$15.00 ¹¹⁰
Artois CSD/Glenn	59 metered ¹¹¹	\$39.00 (16,000 gallons)
Butte City CSD/Glenn	48 unmetered	\$20 per month
Clear Creek CSD/Lassen	156 unmetered ¹¹²	\$27.00 ¹¹³
CSA 1 Century Ranch/Colusa	112 metered	\$39.22 (8,000 gallons) ¹¹⁴
CSA 2 Stonyford/Colusa	91 metered	\$45.58 (10,000 gallons) ¹¹⁵
Elk Creek CSD/Glenn	90 metered ¹¹⁶	\$44.00 (14,961 gallons)
Maxwell PUD/Colusa	400 (meters, not read)	\$32.00 (unlimited) ¹¹⁷
Lassen Co. Waterworks 1, Bieber/Lassen	172 metered ¹¹⁸	\$35.00 (40,000 gallons) ¹¹⁹
Little Valley CSD/Lassen	50 unmetered	\$23.00 ¹²⁰
Westwood CSD/Lassen	765 metered	\$35.78 (30,000 gallons) ¹²¹
City of Colusa/Colusa	2088 metered	\$21.76 (300 cubic feet*) ¹²²
City of Corning/Tehama	2267 metered	\$16.21 (4,000 gallons) ¹²³
City of Orland/Glenn	2615 metered	\$14.93 (15,000 gallons)¹²⁴
City of Susanville/Lassen	4200 metered	\$23.65 (300 cubic feet*) ¹²⁵
City of Williams/Colusa	1321	\$15.72 (500 cubic feet) ¹²⁶

*(100 cubic feet of water = 748 gallons)

¹⁰⁹ Arbuckle PUD, Small Water System 2011 Annual Report to the Drinking Water Program for year Ending December 31, 2011.

¹¹⁰ Arbuckle PUD, Water Rates as of January 1, 2009.

¹¹¹ Artois Community Services District, Jack Cavier, Jr., President, March 1, 2012.

¹¹² Clear Creek CSD, Pat Mudrich, Manager, August 22, 2012

¹¹³ Clear Creek CSD, Lassen LAFCO Questionnaire June 6, 2012.

¹¹⁴ Colusa County Ordinance No. 673, An Ordinance of the Colusa County Board of Supervisors Increasing water service Fees; authorizing administrative Fees; providing for the Collection of Delinquent Charges; and Directing That No New Water Hook-ups Be Permitted for County Service Area Number 1-Century Ranch, March 16, 2004.,

¹¹⁵ Colusa County Ordinance No 674, An Ordinance of the Colusa County Board of Supervisors Increasing Water Service Fees; Authorizing Administrative Fees; Providing for the Collection of Delinquent charges; and Directing That No New Water Hook-ups be permitted for County Service Area Number 2-Stonyford, March 16, 2004.

¹¹⁶ Elk Creek Community Services District, Arnold Kjer, Water Plant Operator, September 28, 2011

¹¹⁷ Maxwell PUD, Diana Mason, Phone 438-2505, August 8, 2012.

¹¹⁸ Lassen County Waterworks District 1 (Bieber), Stephen Jackson, Manager, Phone: 530-294-5524, March 1, 2011.

¹¹⁹ Lassen County Waterworks District 1 (Bieber), Ordinance 09-2, An Ordinance amending the Ordinance Establishing the Rate for Water Service by the Lassen County Waterworks District 1 (Bieber), June 16, 2009.

¹²⁰ Little Valley CSD, Director Devora Kelley, March 19, 2012.

¹²¹ Westwood Community Services District, Resolution 2011-01, A resolution of the Westwood Community Services District Increasing Water Rates, June 6, 2011.

¹²² City of Colusa, Water Department, Phone 458-4740 Ex100, August 7, 2012.

¹²³ City of Corning, Laurie Sims, Department of Finance, Phone 530-834-7029, February 20, 2014.

¹²⁴ City of Orland, Angela Crook, Assistant City Manager/City Clerk, 815 Fourth Street, Orland CA 95963, December 30, 2013.

¹²⁵ City of Susanville, 530-252-5111, August 3, 2012.

¹²⁶ City of Williams, Greg Endeman, gendeman@cityofwilliams.org, October 1, 2012.

Areas that are served by the California Water Service (a public utility) usually have higher fees than those areas served by a government facility. For example, in the Willows area California Water Service charges \$47.50 for the smallest meter size and 800 cubic feet of water.¹²⁷

4.2 Water Service Pricing Strategy

Proposition 218 prohibits any formal subsidies that depart from cost-of-service principles. In other words, one customer class cannot pay more than its fair share of revenue requirements for the purpose of providing a subsidy to other customers. Informally, there are ways to design rate structures that benefit low income groups. For example, senior and low income customers tend to have smaller homes and yards that consume less water than higher income customers.

Therefore, seniors and low income groups will benefit from:

- 1) Water rates that have lower fixed monthly charges
- 2) Water rates that include a lower minimum water consumption amount in the fixed charges
- 3) Water rates that have lower consumption rates for customers using less than the average amount of water¹²⁸

To encourage water conservation it makes sense to charge for the number of gallons (or cubic feet) used in addition to the base rate because then the water bill always reflects consumption. There are water meters available that can be read electronically so the cost of a meter-reader can be eliminated.

4.3 Sewer Service Cost Comparison

The following table shows sewer service rates in various places in northern California. It is difficult to compare the rates because some jurisdictions have had to install expensive upgrades to their wastewater treatment plants to meet the requirements of the State Water Quality Control Board. There are not as many comparisons as there are for water rates because not as many jurisdictions have wastewater treatment plants.

¹²⁷ California Water Service Company, 1720 North First Street, San Jose, California, 95112, Phone: 408-367-8200, Schedule No. WL-1-R Willows Tariff Area, Effective 5/3/12.

¹²⁸ Average or slightly less than average water consumption is a good gage for setting lower tier water rates for this purpose, since most low income customers use less than average amount of water. Seniors in particular tend to have smaller household sizes that would benefit from this approach.

COMPARISON OF DOMESTIC SEWER SERVICE RATES		
District/County	Number of Connections	Monthly Sewer Service Rate (Base Rate-Single Family Residential)
Arbuckle PUD/Colusa	820	\$15.00 ¹²⁹
Lassen Co. Waterworks District 1(Bieber)/Lassen	172 ¹³⁰	\$25.00 ¹³¹
Maxwell PUD/Colusa	400	\$48.00 plus \$358.62/year ¹³²
Westwood CSD	781	\$34.22 ¹³³
City of Colusa/Colusa	2082	\$65.77 ¹³⁴
City of Orland	2615	\$15.90 ¹³⁵
City of Willows/Glenn	2255	\$40.19 ¹³⁶
Susanville Sanitary District/Lassen	3747	\$15.15 ¹³⁷
City of Williams/Colusa	1360	\$74.27 ¹³⁸

¹²⁹ Arbuckle PUD, PO Box 207, Arbuckle, CA 95912, Phone: (530) 476-2054, Fax: 530-476-2761, E-Mail: apud@frontiernet.net

¹³⁰ Lassen County Waterworks District 1 (Bieber), Stephen Jackson, Manager, Phone: 530-294-5524, March 1, 2011.

¹³¹ Lassen County Waterworks District 1 (Bieber), Ordinance 09-1, An Ordinance Amending the Ordinance Establishing the Rate for sewer services by the Lassen County Waterworks District 1 (Bieber), June 16, 2009.

¹³² Maxwell PUD, Maxwell, CA, Diana Mason, Phone: 438-2505, August 7, 2012.

¹³³ Westwood CSD, Susan Coffi, E-Mail: office@westwoodcsd.org, September 6, 2012.

¹³⁴ City of Colusa, Water Department, Phone 458-4740 Ex100, September 12, 2012.

¹³⁵ City of Orland, Angela Crook, Assistant City Manager/City Clerk, 815 Fourth Street, Orland CA 95963, December 30, 2014

¹³⁶ City of Willows, Skyler Lipski, Public Works Director, Phone: 530-934-7041, September 5, 2012.

¹³⁷ Susanville Sanitary District, PO Box 162, Susanville, Ca 96130, Phone: 530-257-5685, Fax: 530-251-5328, September 11, 2012.

¹³⁸ City of Williams, Greg Endeman, gendeman@cityofwilliams.org, October 1, 2012.

5 CITY OF ORLAND MUNICIPAL SERVICE REVIEW

Glenn LAFCO is responsible for determining if an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within its boundaries and, later, within the Sphere of Influence.

LAFCO will do the following:

1. Evaluate the present and long-term infrastructure demands and resources available to the City.
2. Analyze whether resources and services are, or will be, available at needed levels.
3. Determine whether orderly maintenance and expansion of such resources and services are planned to occur in line with increasing demands.

The Final Municipal Service Review Guidelines prepared by the Governor's Office of Planning and Research recommend issues relevant to the jurisdiction be addressed through written determinations called for in the Cortese-Knox-Hertzberg Act. Determinations are provided for each of the six factors, based on the information provided in this Municipal Service Review.

5.1 Growth and Population Projections for the Orland Area¹³⁹

Purpose: *To evaluate service needs based on existing and anticipated growth patterns and population projections.*

5.1.1 Orland Area Population Projections

The population growth of Orland is compared to the population growth of Glenn County below. The population of Orland has grown faster than that of Glenn County.

POPULATION OF ORLAND AND GLENN COUNTY ¹⁴⁰		
<u>Year</u>	<u>Orland</u>	<u>Glenn County</u>
1970	2,884	17,521
1975	3,290	19,200
1980	4,031	21,350
1985	4,580	22,750
1990	5,052	24,798
1995	5,599	26,337
2000	6,281	26,453
2005	6,692	28,271
2008	7,353	29,195
2010	7,291	28,122
2012	7,396 ¹⁴¹	27,992 ¹⁴²

Sources: U.S. Census Bureau, California Department of Finance

¹³⁹ California Government Code Section 56430. (a) (1)

¹⁴⁰ City of Orland General Plan October 2010, Page 2.0-7.

¹⁴¹ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0654274.html>, January 22, 2014.

¹⁴² US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/06021.html>, February 20, 2014.

The future population of Orland is shown in the table below:

GENERAL PLAN POPULATION PROJECTIONS FOR ORLAND, 2008–2028¹⁴³

	ORLAND POPULATION				
Growth Rate	2008	2013	2018	2023	2028
2.2%	7,353	8,198	9,141	10,191	11,363

Source: California Department of Finance, Demographic Research Unit, January 2008.

Since the 2012 US Census Bureau population estimate for Orland was 7,396¹⁴⁴ it appears that a lower rate of growth may occur.

5.1.2 MSR Determinations on Growth and Population Projections for the Orland Area

- 1-1) The City of Orland is expected to grow slowly to reach a population of 11,363 in 2028.
- 1-2) The City of Orland needs to continue economic development to balance job and population growth.
- 1-3) The City of Orland has Impact Fees to make new development pay for established infrastructure.

5.2 Location and Characteristics of any Disadvantaged Unincorporated Communities (DUC) within or Contiguous to the City's SOI¹⁴⁵

Purpose: To comply with the State Law to examine any unincorporated areas which could be provided with better services by annexing to an adjacent city.

On October 7, 2011, Governor Brown signed SB 244, which makes two principal changes to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. SB 244 requires LAFCOs to:

- (1) deny any application to annex to a city territory that is contiguous to a disadvantaged unincorporated community (DUC) unless a second application is submitted to annex the disadvantaged community as well; and
- (2) evaluate disadvantaged unincorporated communities in a municipal service review (MSR) upon the next update of a sphere of influence after June 30, 2012.

The intent of the statute is to encourage investment in disadvantaged unincorporated communities that often lack basic infrastructure by mandating cities and LAFCOs to include them in land use planning.

¹⁴³ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014.

¹⁴⁴ U.S. Census Bureau: <http://quickfacts.census.gov/qfd/states/06/0654274.html>, December 16, 2013.

¹⁴⁵ California Government Code Section 56430. (a) (2)

SB 244 defines disadvantaged unincorporated community as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median.

In California Government Code Section 65302.10 (a) "Community" means an inhabited area within a city or county that is comprised of no less than 10 dwellings adjacent or in close proximity to one another.

SB 244 also requires LAFCOs to consider disadvantaged unincorporated communities when developing spheres of influence. Upon the next update of a sphere of influence on or after July 1, 2012, SB 244 requires LAFCO to include in an MSR (in preparation of a sphere of influence update):

- 1) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere; and
- 2) The present and planned capacity of public facilities, adequacy of public services and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated community within or contiguous to the sphere of influence.

In determining spheres of influence, SB 244 authorizes LAFCO to assess the feasibility of and recommend reorganization and consolidation of local agencies to further orderly development and improve the efficiency and affordability of infrastructure and service delivery.

5.2.1 Determination of Orland Area Disadvantaged Unincorporated Community Status

The Median Household Income in Orland is \$39,612 and this is below 80% of the State Median Household Income which would be \$49,120. Thus, the entire City of Orland could be considered a disadvantaged community. The City of Orland is incorporated so it is not a DUC.

The area outside of the City limits is part of Glenn County. The median household income for Glenn County (2008-12) was \$42,641.¹⁴⁶ If the median household income for Glenn County were used for the median household income for possible DUCs near Orland the area would qualify in that respect.

There are two possible areas adjacent to the City of Orland that might be considered DUCs:

- 1) The Shady Oaks Mobile Home Park north of Orland is adjacent to the City on the west. However, this area has no registered voters¹⁴⁷ and 12 or more registered voters are necessary to qualify as a DUC.

¹⁴⁶ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/06021.html>, January 20, 2014

¹⁴⁷ Glenn County Elections Office, Susan Alves, Phone, 530-934-6402, January 24, 2014

- 2) The Yuba Street area to the south of Orland includes seven houses already connected to the City water system however, there are only 10 registered voters in this area¹⁴⁸ so the qualification of 12 registered voters for “inhabited territory” is not met.

If this area were designated as a DUC it would only be required to have an annexation application if an adjacent area of ten acres or more filed and annexation request. Even if an annexation application were required it could not be annexed if the majority of registered voters in the area filed written protests to the annexation.

5.2.2 MSR Determinations on Disadvantaged Unincorporated Communities near Orland

- 2-1) The Shady Oaks Mobile Home Park north of Orland could benefit from City sewer and water connections but does not qualify as a DUC because there are no registered voters within the area.
- 2-2) The Yuba Street area south of Orland could be a DUC provided that at least two additional residents registered to vote and would benefit from City sewer and water connections for additional houses in the area.
- 2-3) The Yuba Street area south of Orland receives the same fire protection services as areas within the City of Orland because the Orland Rural Fire Protection District and the City of Orland work together to maintain one volunteer Fire Department.

5.3 Capacity and Infrastructure for the City of Orland

Purpose: To evaluate the present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.¹⁴⁹

5.3.1 City of Orland Infrastructure

The City of Orland Infrastructure is described above in this report.

¹⁴⁸ Glenn County Elections Office, Susan Alves, Phone, 530-934-6402, January 24, 2014

¹⁴⁹ California Government Code Section 56430. (a)(3).

5.3.2 MSR Determinations on Infrastructure for City of Orland

- 3-1) City of Orland wastewater collection and treatment infrastructure is adequate to meet future needs provided that the requirements of the Central Valley Regional Water Quality Control Board are met.
- 3-2) City of Orland water service infrastructure is adequate to meet the needs of the residents for water and for fire protection but may need to be upgraded depending on the recommendations of the Water Capacity Study being prepared.
- 3-3) It would benefit both the water service and the wastewater treatment service for the City to emphasize water conservation with information in the bills and on the City's website.
- 3-4) City of Orland has adequate parks and supports a community swimming pool but would have to increase the park acreage to meet the General Plan Program.
- 3-5) City of Orland office buildings are adequate.
- 3-6) City of Orland maintains adequate firefighting equipment.
- 3-7) The City of Orland uses only volunteer fire fighters and emergency medical responders and has a sufficient number of volunteers at this time.¹⁵⁰
- 3-8) When volunteer fire fighters are used a larger staff and more training is required than if there were a paid staff.
- 3-9) The City may need to encourage more individuals to become volunteer fire fighters in the future and may need to encourage City employees or work with specific businesses to get them to encourage their employees to take the training to become volunteer fire fighters and emergency medical responders if possible.
- 3-10) City of Orland has adequate streets, roads and traffic control facilities.
- 3-11) The City of Orland should work to minimize run-off through building and landscaping regulations as well as to manage run-off.
- 3-12) The City of Orland has adequate drainage facilities but should work to minimize cross-connections between storm drains and the wastewater collection system.

¹⁵⁰ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

5.4 Financial Ability to Provide Services¹⁵¹

Purpose: To evaluate factors that affect the financing of needed improvements and to identify practices or opportunities that may help eliminate unnecessary costs without decreasing service levels.

5.4.1 Financial Considerations for City of Orland

The City of Orland financial information is described above in this report.

5.4.2 MSR Determinations on Financing for City of Orland

- 4-1) The City of Orland includes financial information on the City's Website including the Budget and the Independent Audit.
- 4-2) The City of Orland increases the water fees every year with a CPI adjustment to keep pace with the indexed rate of inflation.¹⁵²
- 4-3) The City of Orland may need to increase water service fees to make sure that the water service is totally funded by the fees.
- 4-4) The City of Orland sewer service fees may need to be increase if the Central Valley Regional Water Quality Control Board requires expansion or changes in the wastewater treatment plant.
- 4-5) The City of Orland has an annual independent audit prepared in a timely manner.

5.5 Status of and Opportunities for Shared Facilities¹⁵³

Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

5.5.1 City of Orland Facilities

The City of Orland facilities are described above in this report.

¹⁵¹ California Government Code Section 56430. (a)(4)

¹⁵² City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

¹⁵³ California Government Code Section 56430. (a)(5)

5.5.2 MSR Determinations on Shared Facilities for City of Orland

- 5-1) The City of Orland shares fire protection facilities with the Orland Rural Fire Protection District.
- 5-2) The City of Orland Police Department cooperates with the California Highway Patrol and the Glenn County Sheriff's Department.
- 5-3) It is not possible to physically integrate the sewer and water systems with other such systems due to the distance between communities; however, the City might be able to help smaller districts with sewer and water system operation and administration.
- 5-4) The City of Orland works with the City of Willows to use one librarian for both libraries.
- 5-5) The City of Orland and the City of Willows share building inspector resources and public works equipment.¹⁵⁴

5.6 Accountability for Community Service Needs, Governmental Structure and Operational Efficiencies¹⁵⁵

Purpose: To consider the advantages and disadvantages of various government structures that could provide public services, to evaluate the management capabilities of the organization and to evaluate the accessibility and levels of public participation associated with the agency's decision-making and management processes.

5.6.1 City of Orland Government Structure

The City of Orland government is described above in this report.

¹⁵⁴ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014

¹⁵⁵ California Government Code Section 56430. (a)(6).

5.6.2 MSR Determinations on Local Accountability and Governance

- 6-1) The City of Orland maintains a website to assist residents in learning about the City and City government.
- 6-2) The City of Orland complies with the Brown Act.
- 6-3) The City adopts budgets and rate changes at hearings where the public is notified and invited. Information is placed in the local newspaper, when required.
- 6-4) The City of Orland tries to maximize citizen involvement through the establishment of various commissions such as the following:
 - Arts Commission,
 - Economic Development Commission,
 - Public Safety Commission,
 - Library Commission,
 - Public Works Commission,
 - Planning Commission and the Parks and Recreation Commission.

6 CITY OF ORLAND SPHERE OF INFLUENCE UPDATE

6.1 SOI Requirements

6.1.1 LAFCO's Responsibilities

A Sphere of Influence is a plan for the probable physical boundaries and service area of a local agency, as determined by the affected Local Agency Formation Commission (Government Code §56076). Government Code §56425(f) requires that each Sphere of Influence be updated not less than every five years as necessary, and §56430 provides that a Municipal Service Review shall be conducted in advance of the Sphere of Influence update.

6.1.2 SOI Determinations

In determining the Sphere of Influence for each local agency, LAFCO must consider and prepare a written statement of determinations with respect to each of the following:

1. The present and planned land uses in the area, including agricultural and open space lands
2. The present and probable need for public facilities and services in the area
3. The present capacity of public facilities and adequacy of public services which the agency provides, or is authorized to provide
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency
5. Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing Sphere of Influence

6.1.3 Possible Approaches to the SOI

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. Various conceptual approaches have been identified from which to choose in designating an SOI. These seven approaches are explained below:

1) Coterminous Sphere:

A Coterminous Sphere means that the Sphere of Influence for a city or special district that is the same as its existing boundaries of the city or district.

2) Annexable Sphere:

A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside the district boundaries and inside the sphere of influence.

3) Detachable Sphere:

A sphere that is smaller than the agency's boundaries identifies areas the agency is expected to detach. The detachable area is the area within the agency bounds but not within its sphere of influence.

4) Zero Sphere:

A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.

5) Consolidated Sphere:

A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.

6) Limited Service Sphere:

A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services. Territory designated as a limited service SOI may be considered for annexation to the limited purpose agency without detachment from the multi-service provider.

This type of SOI is generally adopted when the following conditions exist:

- a) The limited service provider is providing adequate, cost effective and efficient services
- b) The multi-service agency is the most logical provider of the other services
- c) There is no feasible or logical SOI alternative
- d) Inclusion of the territory is in the best interests of local government organization and structure in the area

Government Code §56001 specifically recognizes that in rural areas it may be appropriate to establish limited purpose agencies to serve an area rather than a single service provider, if multiple limited purpose agencies are better able to provide efficient services to an area rather than one service district.

Moreover, Government Code Section §56425(i), governing sphere determinations, also authorizes a sphere for less than all of the services provided by a district by requiring a district affected by a sphere action to "establish the nature, location, and extent of any functions of classes of services provided by existing districts" recognizing that more than one district may serve an area and that a given district may provide less than its full range of services in an area.

7) Sphere Planning Area:

LAFCO may choose to designate a sphere planning area to signal that it anticipates expanding an agency's SOI in the future to include territory not yet within its official SOI.

6.1.4 SOI Update Process

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years, as necessary. In updating the SOI, LAFCO is required to conduct a Municipal Service Review (MSR) and adopt related determinations.

LAFCO must notify affected agencies 21 days before holding a public hearing to consider the SOI and may not update the SOI until that hearing is closed. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendment and update under consideration at least five days before the public hearing.

6.1.5 SOI Amendments and CEQA

LAFCO has the discretion to limit SOI updates to those that it may process without unnecessarily delaying the SOI update process or without requiring its funding agencies to bear the costs of environmental studies associated with SOI expansions. Any local agency or individual may file a request for an SOI amendment. The request must state the nature of and reasons for the proposed amendment, and provide a map depicting the proposal.

LAFCO may require the requester to pay a fee to cover LAFCO costs, including the costs of appropriate environmental review under CEQA. LAFCO may elect to serve as lead agency for such a review, may designate the proposing agency as lead agency, or both the local agency and LAFCO may serve as co-lead agencies for purposes of an SOI amendment.

Local agencies are encouraged to consult with LAFCO staff early in the process regarding the most appropriate approach for the particular SOI amendment under consideration.

Certain types of SOI amendments are likely exempt from CEQA review. Examples are SOI expansions that include territory already within the bounds or service area of an agency, SOI reductions, zero SOIs and coterminous SOI's. SOI expansions for limited purpose agencies that provide services (e.g., fire protection, levee protection, cemetery, and resource conservation) needed by both rural and urban areas are typically not considered growth-inducing and are likely exempt from CEQA. Similarly, SOI expansions for districts serving rural areas (e.g., irrigation water) are typically not considered growth inducing.

Remy et al. write:

“In *City of Agoura Hills v. Local Agency Formation Commission* (2d Dist.1988) 198 Cal.App.3d480, 493-496 [243 Cal.Rptr.740] (*City of Agoura Hills*), the court held that a LAFCO's decision to approve a city's sphere of influence that in most respects was coterminous with the city's existing municipal boundaries was not a “project” because such action did not entail any potential effects on the physical environment.”¹⁵⁶

¹⁵⁶ Remy, Michael H., Tina A. Thomas, James G. Moose, Whitman F. Manley, *Guide to CEQA*, Solano Press Books, Point Arena, CA, February 2007, page 111.

6.1.6 Recommendation for City of Orland Sphere of Influence

The recommendation for the City of Orland Sphere of Influence is to adopt the Sphere shown in the City of Orland General Plan.

6.2 Present and Planned Land Uses in the City of Orland Area, Including Agricultural and Open Space Lands¹⁵⁷

6.2.1 Glenn County General Plan for City of Orland SOI Area

The Glenn County General Plan for the area around the City of Orland shows mainly Rural Residential and Suburban Residential land use designations.

6.2.2 SOI Determinations on Present and Planned Land Use for City of Orland Area

- 1-1] The areas within the Sphere of Influence would remain under County land use designations until they are annexed to the City of Orland.
- 1-2] The City land use designations proposed for the SOI area are mainly Residential Estate and Residential Low Density.
- 1-3] The City land use designation for the area adjacent to and west of I-5 within the SOI is Commercial.¹⁵⁸

6.3 Present and Probable Need for Public Facilities and Services in the Orland Area¹⁵⁹

6.3.1 Municipal Service Background

The municipal services provided by the City of Orland are needed for the 7, 396 residents¹⁶⁰ of the City and for future residents.

6.3.2 SOI Determinations on Facilities and Services Present and Probable Need for City of Orland

- 2-1] The residents of Orland now and in the future will continue to need the various services provided by the City.

¹⁵⁷ California Government Code Section 56425 (e)(1)

¹⁵⁸ City of Orland Planning Department, Memo to Glenn LAFCO, February 19, 2014.

¹⁵⁹ California Government Code Section 56425 (e)(2)

¹⁶⁰ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0654274.html>, January 22, 2014

6.4 Present Capacity of Public Facilities and Adequacy of Public Services¹⁶¹

6.4.1 Capacity Background

The City of Orland provides city administration, planning, building inspection, parks and recreation, library, police protection, fire protection, wastewater collection and treatment, water, streets, and storm drains. These services are adequate for the 7,396 residents of Orland¹⁶² but will not have additional capacity without substantial investment.

6.4.2 SOI Determinations on Public Facilities Present and Future Capacity for City of Orland

- 3-1] The City of Orland facilities and services are adequate for the present 7,396 residents of Orland and expected population growth.
- 3-2] The City of Orland facilities and services have the potential to be expanded with additional investment which would be required upon annexation.
- 3-3] The City of Orland General Plan and special studies will guide the maintenance and expansion of City facilities.

6.5 Social or Economic Communities of Interest for City of Orland¹⁶³

6.5.1 City of Orland Community Background

The City of Orland is typical of an American small town. The small town atmosphere and friendliness of the population is seen as an asset by most Orland residents; with a 2008 population of 7,189, many of the residents know each other, and a number of residents have spent most or all of their lives in Orland.

The character of Orland is strongly rooted in the agricultural heritage of Glenn County, as well as being influenced by the major transportation corridors of Interstate 5 and State Route 32. More recently, growth and development, or the lack thereof, have been influenced by the City's relative proximity to the Chico Urban Area, which has both stimulated residential development and hindered commercial development in Orland. Among the most attractive qualities of Orland are the quiet and safe environment, which has been lost in many larger cities, the affordability of the homes within the community, and parks and recreational facilities.

¹⁶¹ California Government Code Section 56425 (e)(3)

¹⁶² US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0654274.html>, January 22, 2014.

¹⁶³ California Government Code Section 56425 (e)(4)

The close-knit sense of community in Orland is evident during the annual Fourth of July Picnic, the Glenn County Fair, the annual Fireman's Ball, and the Best of the West Exposition, along with a variety of holiday events and other occasions which draw the community together.

Orland is currently in a period of transition. Changing patterns of agricultural production and the loss of commercial and retail customers to Chico have taken a toll on local businesses. However, the City's realization that it must actively attract and support local business ventures could turn this trend into an increase in prosperity for the community. Regardless of changes in economic opportunity in Orland, the qualities of a safe, quiet, friendly community continue to make Orland a desirable place for families and individuals seeking a peaceful place to live.¹⁶⁴

6.5.2 SOI Determinations on Social or Economic Communities of Interest for City of Orland

- 4-1] The City of Orland is both a social and an economic community.
- 4-2] The City of Orland provides facilities such as parks which enhance both the social and economic values for City residents.
- 4-3] The City of Orland includes the Glenn County Fairgrounds which also enhances the social and economic aspects of the City.

6.6 Disadvantaged Unincorporated Community Status¹⁶⁵

6.6.1 Disadvantaged Unincorporated Communities

Senate Bill 244 was a significant piece of LAFCO related legislation passed in 2011. This bill required LAFCO to make determinations regarding "Disadvantaged Unincorporated Communities" (DUCs). Disadvantaged Unincorporated Communities are defined as inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80 percent of the statewide annual household income (MHI).

State law requires identification and analysis of service issues within DUCs as part of municipal service reviews (MSRs) and sphere of influence (SOI) reviews. State law also places restrictions on annexations to cities if the proposed annexation is adjacent to a DUC.

¹⁶⁴ City of Orland General Plan October 2010, Page 1.0-2.

¹⁶⁵ California Government Code Section 56425 (e)(5)

A Section of SB 244-now codified as Government Code Section 56375(a) (8)-impacts proposals to LAFCO to annex unincorporated territory into cities. This provision of the law imposes restrictions on the approval of city annexations greater than 10 acres where there is a DUC contiguous to the area of the proposed annexation. With some exceptions, LAFCO is prohibited from approving such an annexation unless an application to annex the DUC has also been filed.

6.6.2 City of Orland Disadvantaged Unincorporated Community Status

5-1] The City of Orland has one potentially disadvantaged unincorporated community, along Yuba Street south of the City; however, there are only 10 registered voters in this area¹⁶⁶ so the qualification of 12 registered voters for “inhabited territory” is not met.

¹⁶⁶ Glenn County Elections Office, Susan Alves, Phone, 530-934-6402, January 24, 2014

APPENDIX A WATER CONSERVATION

1. Top 10 Water Conservation Tips¹⁶⁷

1. Reduce irrigation by one day a week.
2. Find and repair leaks now.
3. Inspect and tune-up your sprinkler system monthly.
4. Water between midnight and 6:00 a.m. to reduce water loss from evaporation and wind.
5. Use a broom, not a hose, to clean your driveway, deck or patio.
6. Use a bucket and a hose with an automatic shut-off nozzle when you wash the car, or take your car to a carwash that recycles.
7. Cover pools and hot-tubs to reduce evaporation.
8. Use front-loading washing machines.
9. Run the dishwasher and clothes washer with full loads only.
10. Prevent and report water waste.

Indoor Tips

- Purchase a front-load washing machine that uses 40% less water. Check with your local water provider for rebates.
- Don't let water run while shaving, brushing teeth or rinsing dishes.
- When you are washing your hands, don't let the water run while you lather.
- Listen for dripping faucets and toilets that flush themselves. Fixing a leak can save 500 gallons each month.

Outdoor Tips

- Water your lawn and garden in 2 short cycles rather than one long one. Watering to a depth of 4 – 6" will encourage deeper healthier roots and allow the plants to go without water for longer periods of time.
- Adjust your sprinkler heads to prevent water draining off your lawn and down the gutter. Reduce sprinkler run-time, remember to water at night, and don't be a gutter flooder.
- Your water meter is an important conservation tool. It not only measures the amount of water you use, but can also tell you if there is a leak in your plumbing.
- A typical garden hose, without a trigger hose nozzle, will waste approximately 8 to 12 gallons per minute.

¹⁶⁷ Sonoma County Water Agency, <http://www.scwa.ca.gov/lower.php?url=residential>, January 16, 2013

APPENDIX B

PUBLIC WATER SYSTEM NUMBER 1110001 2012 CONSUMER CONFIDENCE REPORT CITY OF ORLAND

Water System Name: City of Orland Report Date: March 19, 2013

***** Este informe contiene información muy importante sobre su agua potable. Tradúzcalo o hable con alguien que lo entienda bien.*****

Last year, as in years past, your tap water met all EPA and State of California (State) drinking water health standards. The City of Orland (City) vigilantly safeguards its water supplies and once again, we are proud to report that our system has not violated a maximum contaminant level or any other water quality standard. Included are details about where your water comes from, what it contains, and how it compares to State standards. We are committed to providing you with information, because informed customers are our best allies.

We test the drinking water quality for many constituents as required by State and federal regulations. This report shows the results of our monitoring for the period of January 1 through December 31, 2012 and may include earlier monitoring data. For additional water quality data, contact Jere Schmitke of the City Public Works Department at (530) 865-1610.

The Orland City Council meets on the first and third Monday of each month at 7:30 p.m. at the Carnegie Center. Please feel free to participate in these meetings.

GENERAL INFORMATION ON DRINKING WATER:

Drinking water, including bottled water, may reasonably be expected to contain at least small amounts of some contaminants. The presence of contaminants does not necessarily indicate that the water poses a health risk. More information about contaminants and potential health effects can be obtained by calling the USEPA's Safe Drinking Water Hotline (1-800-426-4791).

Some people may be more vulnerable to contaminants in drinking water than the general population. Immuno-compromised persons such as persons with cancer undergoing chemotherapy, persons who have undergone organ transplants, people with HIV/AIDS or other immune system disorders, some elderly, and infants can be particularly at risk from infections. These people should seek advice about drinking water from their health care providers. The USEPA/Centers for Disease Control (CDC) guidelines on appropriate means to lessen the risk of infection by *Cryptosporidium* and other microbial contaminants are available from the Safe Drinking Water Hotline (1-800-426-4791).

TERMS USED IN THIS REPORT

Maximum Contaminant Level (MCL): The highest level of a contaminant that is allowed in drinking water. Primary MCLs are set as close to the PHGs (or MCLGs) as is economically and technologically feasible. Secondary MCLs are set to protect the odor, taste, and appearance of drinking water.

Maximum Contaminant Level Goal (MCLG): The level of a contaminant in drinking water below which there is no known or expected risk to health. MCLGs are set by the U.S. Environmental Protection Agency (USEPA). **Public Health Goal (PHG):** The level of a contaminant in drinking water below which there is no known or expected risk to health. PHGs are set by the California Environmental Protection Agency.

Maximum Residual Disinfectant Level (MRDL): The highest level of a disinfectant allowed in drinking water. There is convincing evidence that addition of a disinfectant is necessary for control of microbial contaminants.

Maximum Residual Disinfectant Level Goal (MRDLG): The level of a drinking water disinfectant below which there is no known or expected risk to health. MRDLGs do not reflect the benefits of the use of disinfectants to control microbial contaminants.

Primary Drinking Water Standards (PDWS): MCLs and MRDLs for contaminants that affect health along with their monitoring and reporting requirements, and water treatment requirements.

Secondary Drinking Water Standards (SDWS): MCLs for contaminants that affect taste, odor, or appearance of the drinking water. Contaminants with SDWSs do not affect the health at the MCL levels.

Regulatory Action Level (AL): The concentration of a contaminant which, if exceeded, triggers treatment or other requirements that a water system must follow. **ND:** not detectable at testing limit **ppm:** parts per million or milligrams per liter (mg/L) **ppb:** parts per billion or micrograms per liter (ug/L) **ppt:** parts per trillion or nanograms per liter (ng/L) **ppq:** parts per quadrillion or picogram per liter (pg/L) **pCi/L:** picocuries per liter (a measure of radiation)

PUBLIC WATER SYSTEM NUMBER 1110001

CITY OF ORLAND 2012 CONSUMER CONFIDENCE REPORT

WATER SUPPLY SOURCES

The City has seven wells which supply water to the system. The wells are distributed throughout the City and range in depth from 150 feet to 400 feet. The wells produce between 600 and 1,200 gallons per minute each, and are automatically regulated by the water level in the elevated storage tank.

CITY WATER SOURCES		
WELL NUMBER	WELL NAME	WATER SOURCE
	Lely Aquatic Park	Groundwater
01	Central Street	Groundwater
04	Woodward Avenue	Groundwater
05	Corporation Yard	Groundwater
07	Suisun Street	Groundwater
08	Roosevelt Avenue	Groundwater

A Drinking Water Source Assessment was performed, for all the wells shown above, in May of 2003 by the California Department of Public Health, Valley District. The sources are considered most vulnerable to the following activities not associated with any detected contaminants: sewer collection systems, above ground storage tanks, motor pools, parks, utility stations/maintenance areas, contractor/government agency equipment storage yards, high density housing (>1 house/0.5 acres), road/street/railroad transportation corridors, schools, rv parks and railroad yards/maintenance/fueling areas. At the time the assessment was performed, there were no contaminants detected in the water supply, however the wells are still considered vulnerable to activities located near the drinking water sources.

A copy of the complete assessment may be viewed at:

Redding Field Operations Office	or at	City of Orland
415 Knollcrest Drive, Suite 110		815 Fourth Street
Redding, CA 96002		Orland, CA 95963
Attention: Gunther L Sturm, (530) 224-4866		Attention: Jere Schmitke, (530) 865-1610

The City adds chlorine to the groundwater from the Woodward Avenue, Corporation Yard and Suisun Street wells as a preventative measure due to intermittent positive bacteriological tests of the wells. Water from the Central Street and Roosevelt Avenue wells are not treated.

The sources of drinking water (both tap water and bottled water) include rivers, lakes, streams, ponds, reservoirs, springs and wells. As water travels over the surface of the land or through the ground, it dissolves naturally-occurring minerals and, in some cases, radioactive material, and can pick up substances resulting from the presence of animals or from human activity.

Contaminants that may be present in source water before we treat it include:

Microbial contaminants, such as viruses and bacteria that may come from sewage treatment plants, septic systems, agricultural livestock operations and wildlife.

Inorganic contaminants, such as salts and metals, that can be naturally-occurring or result from urban storm water runoff, industrial or domestic wastewater discharges, oil and gas production, mining or farming.

Pesticides and herbicides, that may come from a variety of sources such as agriculture, urban storm water runoff, and residential uses.

Organic chemical contaminants, including synthetic and volatile organic chemicals that are byproducts of industrial processes and petroleum production, and can also come from gas stations, urban storm water runoff, agricultural application and septic systems.

Radioactive contaminants, that can be naturally-occurring or be the result of oil and gas production and mining activities.

In order to ensure that tap water is safe to drink, USEPA and the California Department of Public Health (Department) prescribe regulations that limit the amount of certain contaminants in water provided by public water systems.

Department regulations also establish limits for contaminants in bottled water that provide the same protection for public health.



PUBLIC WATER SYSTEM NUMBER 1110001
2012 CONSUMER CONFIDENCE REPORT CITY OF ORLAND
MICROBIOLOGICAL WATER QUALITY

Testing for bacteriological contaminants in the water distribution system is required by State regulations. This testing is done regularly to verify that the water system is free of coliform bacteria. Multiple samples are taken weekly at dedicated locations in the distribution system for bacteriological testing. Two or more positive results in any month constitute a failure of the standard.

TABLE 1 – DETECTION OF MICROBIOLOGICAL CONTAMINANTS						
MICROBIOLOGICAL CONTAMINANTS	HIGHEST NO. OF DETECTIONS	NO. OF MONTHS IN VIOLATION	MCL	MCLG	TYPICAL SOURCE	
Total Coliform Bacteria	1	0	More than 1 sample in a month with a detection	0	Naturally present in the environment	
Fecal Coliform or <i>E. coli</i>	0	0	A routine sample and a repeat sample detect total coliform and either sample also detects fecal coliform or <i>E. coli</i>	0	Human and animal fecal waste	

LEAD AND COPPER TESTING

If present, elevated levels of lead can cause serious health problems, especially for pregnant women and young children. Lead in drinking water is primarily from materials and components associated with service lines and home plumbing. The City of Orland is responsible for providing high quality drinking water, but cannot control the variety of materials used in plumbing components. When your water has been sitting for several hours, you can minimize the potential for lead exposure by flushing your tap for 30 seconds to 2 minutes before using water for drinking or cooking. If you are concerned about lead in your water, you may wish to have your water tested. Information on lead in drinking water, testing methods, and steps you can take to minimize exposure is available from the Safe Drinking Water Hotline or at <http://www.epa.gov/safewater/lead>.

Lead and copper testing of water from individual customer taps throughout the distribution system is required by State regulations. The City of Orland is responsible for collecting water samples every 3 years, to be tested for lead and copper contamination. The table below summarizes the most recent monitoring for these constituents in parts per billion (ppb) or parts per million (ppm).

TABLE 2 – DETECTION OF LEAD AND COPPER							
SUBSTANCE (unit of measure)	YEAR SAMPLED	NO. OF SAMPLES	90 th PERCENTILE LEVEL DETECTED	NO. OF SAMPLES ABOVE AL	AL	PHG	TYPICAL SOURCE
Lead (ppb)	2011	20	ND	0	15	0.2	Internal corrosion of household water plumbing systems; discharges from industrial manufacturers; erosion of natural deposits
Copper (ppm)	2011	20	0.31	0	1.3	0.3	Internal corrosion of household plumbing systems; erosion of natural deposits; leaching from wood preservatives

SAMPLING RESULTS

The City of Orland takes hundreds of water samples each year in order to determine the presence of any radioactive, biological, inorganic, volatile organic or synthetic organic contaminants. The following tables show only those contaminants that were detected. Although all of the substances listed here are under the Maximum Contaminant Level (MCL), we feel it is important that you know exactly what was detected and how much of the substance was present in the water. The State allows us to monitor for certain substances less than once per year because the concentrations of these substances do not change frequently. In these cases, the most recent sample data is included, along with the year in which the sample was taken.

PUBLIC WATER SYSTEM NUMBER 1110001
CITY OF ORLAND 2012 CONSUMER CONFIDENCE REPORT

TABLE 3 – DETECTION OF SODIUM AND HARDNESS						
SUBSTANCE (unit of measure)	YEAR SAMPLED	LEVEL DETEC TED	RANGE OF DETEC TIONS	MCL	PHG (MCLG)	TYPICAL SOURCE
Sodium (ppm)	2005	20	18 – 27	None	None	Salt present in the water and is generally naturally occurring
Hardness (ppm)	2005	203	153 – 227	None	None	Sum of polyvalent cations present in the water, generally magnesium and calcium, and are usually naturally occurring

TABLE 4 – DETECTION OF CONTAMINANTS WITH A PRIMARY DRINKING WATER STANDARD						
CHEMICAL OR CONSTITUENT (unit of measure)	YEAR SAMPL ED	AMOUNT DETEC- TED	RANGE LOW- HIGH	MCL (AL) [MRDL]	PHG (MCLG) [MRDLG]	TYPICAL SOURCE
Barium (ppm)	2006- 2007	0.11	ND-0.11	1	2	Discharge of oil drilling wastes and from metal refineries; erosion of natural deposits
Fluoride (ppm)	2006- 2012	0.1	ND-0.1	2	1	Erosion of natural deposits; water additive which promotes strong teeth; discharge from fertilizer and aluminum factories
Nitrate (NO ₃) ¹ (ppm)	2012	10.1	5.05- 18.1	45	45	Runoff and leaching from fertilizer use; leaching from septic tanks and sewage; erosion of natural deposits

TABLE 5 – DETECTION OF CONTAMINANTS WITH A SECONDARY DRINKING WATER STANDARD						
CHEMICAL OR CONSTITUENT (unit of measure)	YEAR SAMPLE D	AMOUNT DETECTED	RANGE LOW- HIGH	MCL (AL) [MRDL]	PHG (MCLG) [MRDLG]	TYPICAL SOURCE
Chloride (ppm)	2006- 2012	32	14.6-32	500	N/A	Runoff/leaching from natural deposits; seawater influence
Color (Pt. Co. Units)	2005- 2011	<5.0	ND-5.0	15	N/A	Naturally-occurring organic materials
Foaming Agents (MBAS) (ppb)	2005- 2011	<20	ND-20	500	N/A	Municipal and industrial waste discharges
PH, Laboratory (Standard Units)	2005- 2007	7.7	7.4-7.7	N/A	N/A	
Specific Conductance (µS/cm)	2006- 2012	576	332-576	1600	N/A	
Sulfate (ppm)	2006- 2012	25	11.1-25	500	N/A	Runoff/leaching from natural deposits; industrial wastes
Total Dissolved Solids (TDS) (ppm)	2003- 2006	330	180-330	1000	N/A	Runoff/leaching from natural deposits
Total Filterable Residue (ppm)	2007	313	280-360	1000	N/A	
Turbidity ² (NTU)	2005- 2011	0.63	ND-2.47	5	N/A	Soil runoff

1 Nitrate in drinking water at levels above 45 mg/L is a health risk for infants of less than six months of age. Such nitrate levels in drinking water can interfere with the capacity of the infant's blood to carry oxygen, resulting in serious illness; symptoms include shortness of breath and blueness of the skin. Nitrate levels above 45 mg/L may also affect the ability of the blood to carry oxygen in other individuals, such as pregnant women and those with specific enzyme deficiencies. If you are caring for an infant, or you are pregnant, you should ask advice from your health care provider.
2 Turbidity is a measure of the cloudiness of the water. We monitor it because it is a good indicator of water quality. High turbidity can hinder the effectiveness of disinfectants.

ABBREVIATIONS

AB	Assembly Bill
AWWA	American Water works Association
CA	California
CEQA	California Environmental Quality Act
CFD	Community Facilities District
CFR	Code of Federal Regulations
CIP	Capital Improvement Program
City	City of Orland
CKH	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
DUC	Disadvantaged Unincorporated Community
EDU	equivalent dwelling unit
ERAF	Educational revenue Augmentation Fund
gpm	gallons per minute
GSRMA	Golden State Risk Management Authority
I-5	Interstate Highway 5
LAFCO	Local Agency Formation Commission
m	million
MCL	Maximum Contaminant Level (water quality)
NFPA	National Fire Protection Association
NPDES	National Pollutant Discharge Elimination System
OSHA	Occupational Safety and Health Administration
OUWUA	Orland Unit Water Users Association
PERS	Public Employee Retirement System (California)
PG&E	Pacific Gas and Electric Company
PMC	Pacific Municipal Consultants
SB	Senate Bill
SCBA	Self-Contained Breathing Apparatus

SOI	Sphere of Influence (LAFCO)
WTP	Water Treatment Plant
WWTP	Wastewater Treatment Plant

DEFINITIONS

Agriculture: Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural prime or improved pasture land.

Aquifer: An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

Bond: An interest-bearing promise to pay a stipulated sum of money, with the principal amount due on a specific date. Funds raised through the sale of bonds can be used for various public purposes.

California Environmental Quality Act (CEQA): A State Law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an environmental impact report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project.

Coagulation: Coagulation water treatment applies chemicals to assist water particulates in combining together. When particulates are aggregated, they can be more easily removed from the treated water.¹⁶⁸

Community Facilities District: Under the Mello-Roos Community Facilities Act of 1982 (Section 53311, et seq.) a legislative body may create within its jurisdiction a special tax district that can finance tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as public services for district residents. Special taxes levied solely within the district are used to repay the bonds.

Community Services District (CSD): A geographic subarea of a county used for planning and delivery of parks, recreation, and other human services based on an assessment of the service needs of the population in that subarea. A CSD is a taxation district with independent administration.

Conventional Filtration Treatment (water service): A series of processes including coagulation, flocculation, sedimentation, and filtration resulting in substantial particulate removal.

Disinfectant: A chemical (commonly chlorine, chloramine, or ozone) or physical process (e.g., ultraviolet light) that kills microorganisms such as bacteria, viruses, and protozoa.

Disinfection: A process which inactivates pathogenic organisms in water by chemical oxidants or equivalent agents.

Distribution System: A network of pipes leading from a treatment plant to customers' plumbing systems.

Domestic water use: Water used for household purposes, such as drinking, food preparation, bathing, washing clothes, dishes, and dogs, flushing toilets, and watering lawns and gardens. About 85% of domestic water is delivered to homes by a public-supply facility, such as a county water department. About 15% of the Nation's population supplies their own water, mainly from wells.¹⁶⁹

¹⁶⁸ http://www.ehow.com/about_5100654_coagulation-water-treatment.html, July 13, 2010.

¹⁶⁹ <http://ga.water.usgs.gov/edu/dictionary.html>

Environmental Impact Report (EIR): A report required pursuant to the California Environmental Quality Act that assesses all the environmental characteristics of an area, determines what effects or impact will result if the area is altered or disturbed by a proposed action, and identifies alternatives or other measures to avoid or reduce those impacts. (See California Environmental Quality Act.)

Filtration: A process by which solids are filtered out of liquids, a stage in water treatment, a process for removing particulate matter from water by passage through porous media.

Finished Water: Water that has been treated and is ready to be delivered to customers.

Flocculation: A process where a solute comes out of solution in the form of floc or "flakes." The term is also used to refer to the process by which fine particulates are caused to clump together into floc. The floc may then float to the top of the liquid, settle to the bottom of the liquid, or can be readily filtered from the liquid.

Groundwater: Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Human consumption: the ingestion or absorption of water or water vapor as the result of drinking, cooking, dishwashing, hand washing, bathing, showering or oral hygiene.

Impact Fee: A fee, also called a development fee, levied on the developer of a project by a county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000, et seq., specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Infrastructure: Public services and facilities such as sewage-disposal systems, water-supply systems, and other utility systems, schools and roads.

Inhabited territory: Inhabited territory means territory within which there reside 12 or more registered voters. The number of registered voters as determined by the elections officer, shall be established as of the date a certificate of filing is issued by the executive officer. All other territory shall be deemed "uninhabited."¹⁷⁰

Land Use Classification: A system for classifying and designating the appropriate use of properties.

Leapfrog Development: New development separated from existing development by substantial vacant land.

Local Agency Formation Commission (LAFCO): A five-or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include two representatives of special districts.

¹⁷⁰ California Government Code Section 56046

Maximum Contaminant Level (MCL): The highest level of a contaminant that EPA allows in drinking water. MCLs ensure that drinking water does not pose either a short-term or long-term health risk. EPA sets MCLs at levels that are economically and technologically feasible. Some states set MCLs which are stricter than EPA's.

Maximum Contaminant Level Goal (MCLG): The level of a contaminant at which there would be no risk to human health. This goal is not always economically or technologically feasible, and the goal is not legally enforceable.

Maximum residual disinfectant level (MRDL): the maximum allowable level of disinfectant in public drinking water. Most often, compliance with an MRDL is based on an average of multiple samples.

Maximum Residual Disinfectant Level Goal (MRDLG): The level of a disinfectant added for water treatment below which there is no known or expected risk to health. MRDLGs are set by the U.S. Environmental Protection Agency.

Mean Sea Level: The average altitude of the sea surface for all tidal stages.

Milligrams per liter (mg/L): The weight in milligrams of any substance dissolved in one liter of liquid; nearly the same as parts per million.

Mello-Roos Bonds: Locally issued bonds that are repaid by a special tax imposed on property owners within a community facilities district established by a governmental entity. The bond proceeds can be used for public improvements and for a limited number of services. Named after the program's legislative authors.

Monitoring: Testing that water systems must perform to detect and measure contaminants. A water system that does not follow EPA's monitoring methodology or schedule is in violation, and may be subject to legal action.

Municipal water system: A water system that has at least five service connections or which regularly serves 25 individuals for 60 days; also called a public water system.¹⁷¹

National Pollutant Discharge Elimination System (NPDES): Water pollution degrades surface waters making them unsafe for drinking, fishing, swimming, and other activities. As authorized by the Clean Water Act, the National Pollutant Discharge Elimination System (NPDES) permit program controls water pollution by regulating point sources that discharge pollutants into waters of the United States. Point sources are discrete conveyances such as pipes or man-made ditches. Individual homes that are connected to a municipal system, use a septic system, or do not have a surface discharge do not need an NPDES permit; however, industrial, municipal, and other facilities must obtain permits if their discharges go directly to surface waters. In most cases, the NPDES permit program is administered by authorized states. Since its introduction in 1972, the NPDES permit program is responsible for significant improvements to water quality.¹⁷²

Ordinance: A law or regulation set forth and adopted by a governmental authority.

Potable Water: Water of a quality suitable for drinking.¹⁷³

Per capita water use: The water produced by or introduced into the system of a water supplier divided by the total residential population; normally expressed in gallons per capita per day (gpcd).¹⁷⁴

¹⁷¹ <http://ga.water.usgs.gov/edu/dictionary.html>

¹⁷² USEPA, <http://cfpub.epa.gov/npdes/>, October 14, 2010.

¹⁷³ <http://ga.water.usgs.gov/edu/dictionary.html>

Primary Drinking Water Standards (PDWS): Maximum Contaminant Levels for contaminants.

Proposition 13: (Article XIII A of the California Constitution) Passed in 1978, this proposition enacted sweeping changes to the California property tax system. Under Prop. 13, property taxes cannot exceed 1% of the value of the property and assessed valuations cannot increase by more than 2% per year. Property is subject to reassessment when there is a transfer of ownership or improvements are made.¹⁷⁵

Proposition 218: (Article XIII D of the California Constitution) This proposition, named "The Right to Vote on Taxes Act", filled some of the perceived loopholes of Proposition 13. Under Proposition 218, assessments may only increase with a two-thirds majority vote of the qualified voters within the District. In addition to the two-thirds voter approval requirement, Proposition 218 states that effective July 1, 1997, any assessments levied may not be more than the costs necessary to provide the service, proceeds may not be used for any other purpose other than providing the services intended, and assessments may only be levied for services that are immediately available to property owners.¹⁷⁶

Public Health Goal (PHG): The level of a contaminant in drinking water below which there is no known or expected risk to health. PHG's are set by the California Environmental Protection Agency.

Public Notification: An advisory that EPA requires a water system to distribute to affected consumers when the system has violated MCLs or other regulations. The notice advises consumers what precautions, if any, they should take to protect their health.

Public Water Systems (PWS): A public water system provides piped water for human consumption to at least 15 service connections or serves an average of at least 25 people for at least 60 days each year, and includes the source of the water supply (i.e., surface or groundwater). PWSs can be community, nontransient noncommunity, or transient noncommunity systems, as defined by the EPA's Public Water System Supervision (PWSS) Program.

Ranchette: A single dwelling unit occupied by a non-farming household on a parcel of 2.5 to 20 acres that has been subdivided from agricultural land.

Raw Water: Water in its natural state, prior to any treatment for drinking.

Regulatory Action Level: The concentration of a contaminant which, if exceeded, triggers treatment or other requirements that a water system must follow.

Sanitary Sewer: A system of subterranean conduits that carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (that carry surface water) and septic tanks or leach fields (that hold refuse liquids and waste matter on-site).

Sanitary Survey: An on-site review of the water sources, facilities, equipment, operation, and maintenance of a public water systems for the purpose of evaluating the adequacy of the facilities for producing and distributing safe drinking water.

Secondary Drinking Water Standards (SDWS): Non-enforceable federal guidelines regarding cosmetic effects (such as tooth or skin discoloration) or aesthetic effects (such as taste, odor, or color) of drinking water.

¹⁷⁴ <http://rubicon.water.ca.gov/v1cwp/glsry.html>

¹⁷⁵ http://www.californiataxdata.com/A_Free_Resources/glossary_PS.asp#ps_08

¹⁷⁶ http://www.californiataxdata.com/A_Free_Resources/glossary_PS.asp#ps_08

Sedimentation: A process of settling particles out of a liquid in a treatment plant, a process for removal of solids before filtration by gravity or separation.

Service area: The geographical land area served by a distribution system of a water agency.¹⁷⁷

Source Water: Water in its natural state, prior to any treatment for drinking.

Sphere of Influence (SOI): The probable physical boundaries and service area of a local agency, as determined by the Local Agency Formation Commission (LAFCO) of the county.

Surface Water: The water that systems pump and treat from sources open to the atmosphere, such as rivers, lakes, and reservoirs.

Total dissolved solids (TDS): A quantitative measure of the residual minerals dissolved in water that remains after evaporation of a solution. TDS is usually expressed in milligrams per liter.¹⁷⁸

Treatment Technique: A required process intended to reduce the level of a contaminant in drinking water.

Turbidity: The cloudy appearance of water caused by the presence of tiny particles. High levels of turbidity may interfere with proper water treatment and monitoring.

Urban: Of, relating to, characteristic of, or constituting a city. Urban areas are generally characterized by moderate and higher density residential development (i.e., three or more dwelling units per acre), commercial development, and industrial development, and the availability of public services required for that development, specifically central water and sewer service, an extensive road network, public transit, and other such services (e.g., safety and emergency response). Development not providing such services may be “non-urban” or “rural”. CEQA defines “urbanized area” as an area that has a population density of at least 1,000 persons per square mile (Public Resources Code Section 21080.14(b)).

Urban Services: Utilities (such as water, gas, electricity, and sewer) and public services (such as police, fire protection, schools, parks, and recreation) provided to an urbanized or urbanizing area.

Violation: A failure to meet any state or federal drinking water regulation.

Vulnerability Assessment: An evaluation of drinking water source quality and its vulnerability to contamination by pathogens and toxic chemicals.

Water quality: Used to describe the chemical, physical, and biological characteristics of water, usually in regard to its suitability for a particular purpose or use.¹⁷⁹

Water year: A continuous 12-month period for which hydrologic records are compiled and summarized. In California, it begins on October 1 and ends September 30 of the following year.¹⁸⁰

Watershed: The land area from which water drains into a stream, river, or reservoir.

Zoning: The division of a city by legislative regulations into areas, or zones, that specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the general plan.

¹⁷⁷ <http://rubicon.water.ca.gov/v1cwp/glssry.html>

¹⁷⁸ <http://rubicon.water.ca.gov/v1cwp/glssry.html>

¹⁷⁹ <http://rubicon.water.ca.gov/v1cwp/glssry.html>

¹⁸⁰ <http://rubicon.water.ca.gov/v1cwp/glssry.html>

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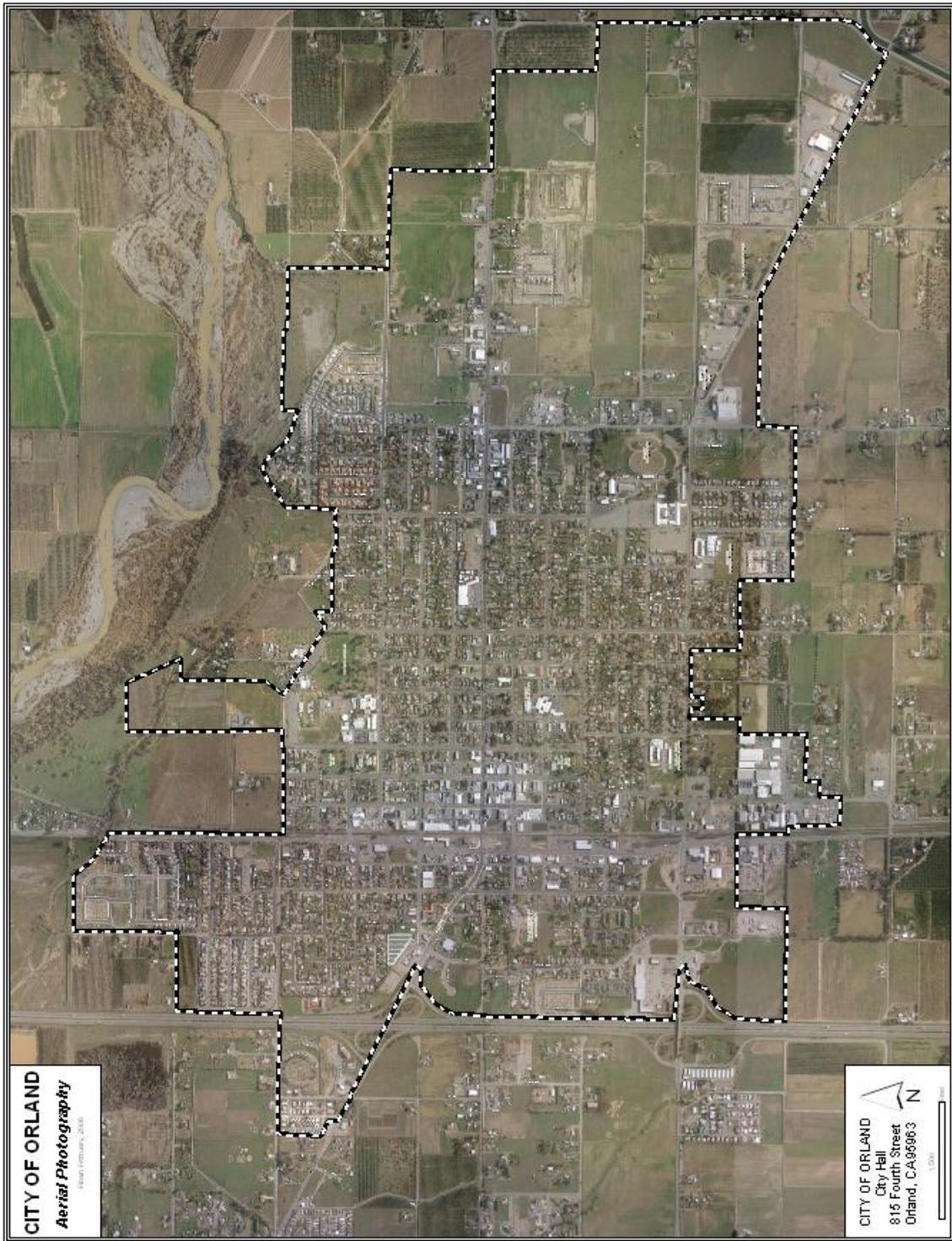
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PREPARERS

Christy Leighton, Glenn LAFCO Executive Officer
555 E. Willow Street, Willows CA 95988
Phone/Fax: 530-934-4597 Mobile: 530-517-0717
E-Mail: christyleighton@sbcglobal.net

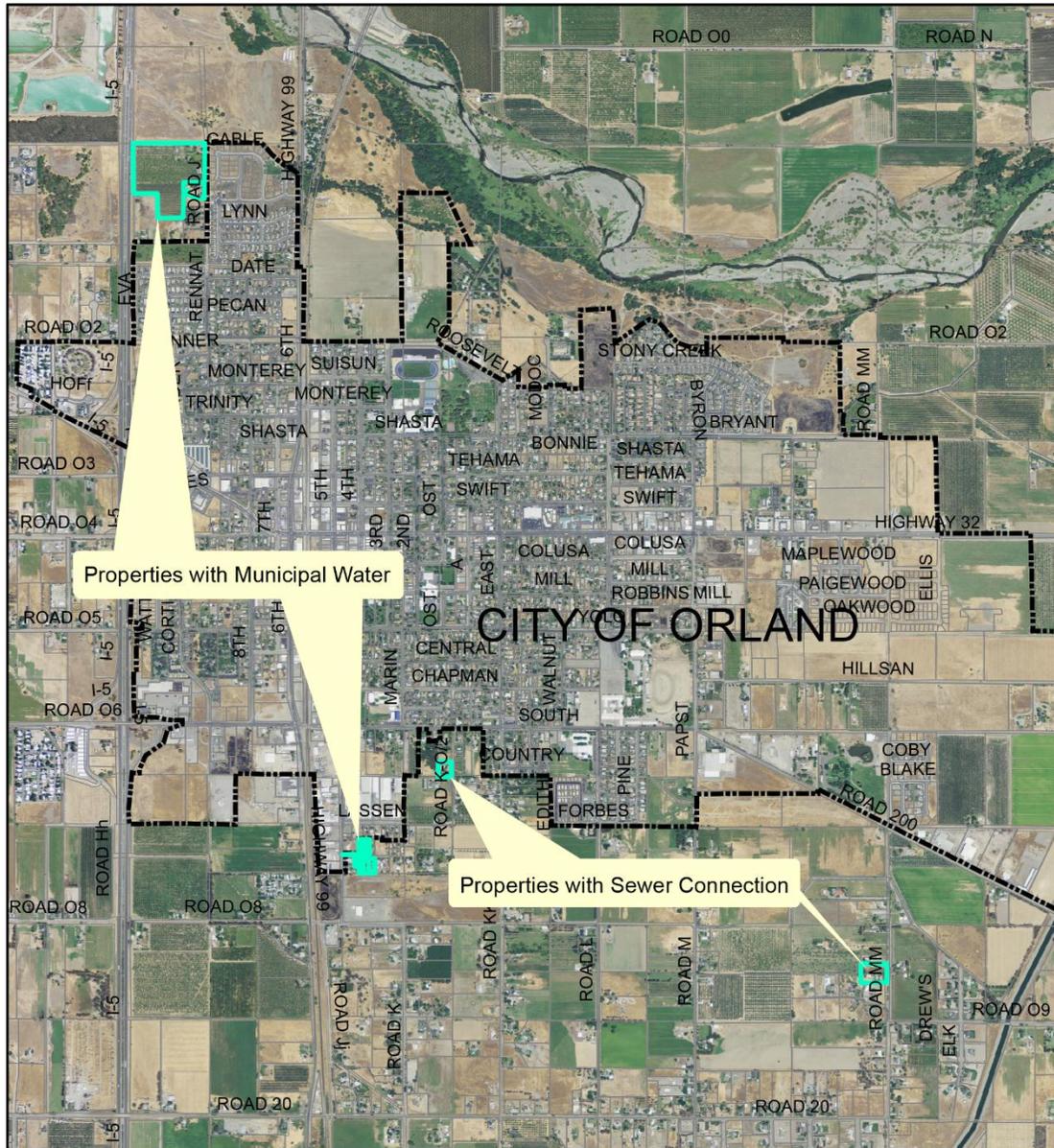
Andy Popper, Senior Planner
Glenn County Planning and Public Works Agency
777 N. Colusa Street, Willows CA 95988

MAPS
Orland Aerial Map



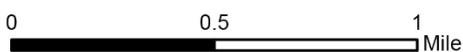
Unincorporated Properties with Municipal Water or Sewer Services near the City of Orland

Glenn County, California



Properties with Municipal Water

Properties with Sewer Connection



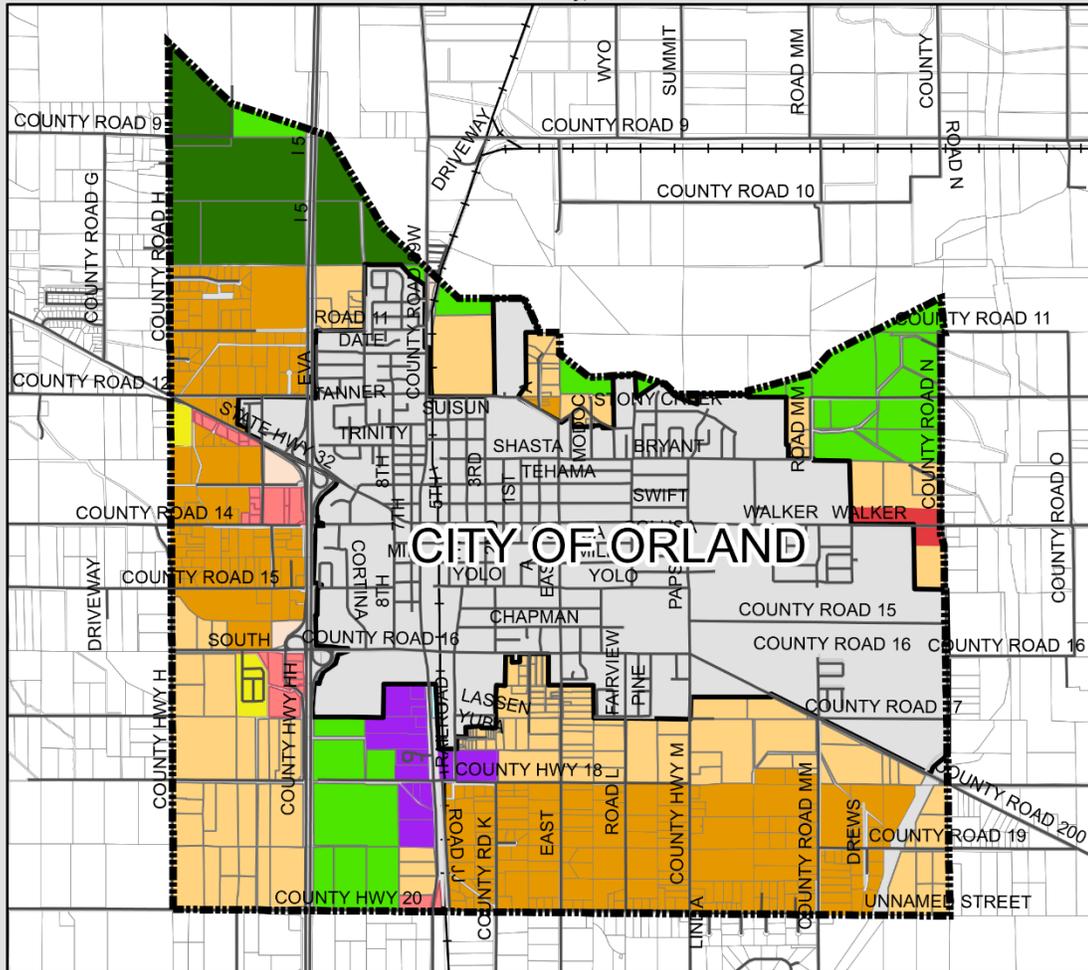
- Assessor Parcels
- Orland City Limits

Air Image Source:
2012 National Agriculture
Imagery Program (NAIP)

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County General Plan Designations within the City of Orland Proposed Sphere of Influence

Glenn County, California



- Multiple Family Residential
- Rural Residential
- Suburban Residential
- General Agriculture
- Intensive Agriculture
- Industrial
- Highway and Visitor Service Commercial
- Service Commercial
- Community Commercial

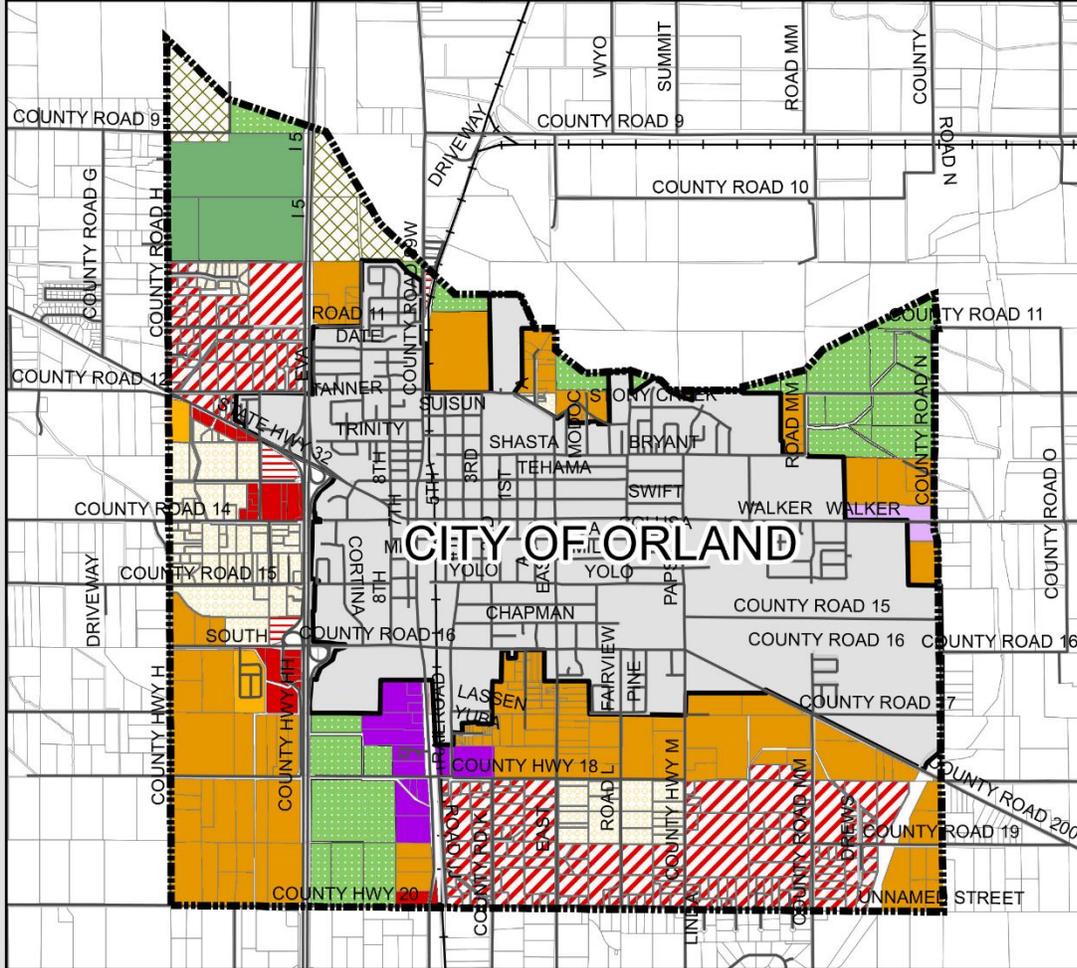


- Orland City Limits
- Orland Proposed (SOI)
- Assessor Parcels

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County Zoning within the City of Orland Proposed Sphere of Influence

Glenn County, California



- | | |
|-------------------|---------------------|
| Industrial | Agricultural |
| AV | AE-20 |
| M | AE-40 |
| MP | AP-80 |
| Commercial | Residential |
| CC | R-M |
| LC | RE-1 |
| SC | RE-2 |
| | RE-5 |



- Boundaries**
- Orland City Limits
 - Orland Proposed Sphere of Influence (SOI)
 - Assessor Parcels

