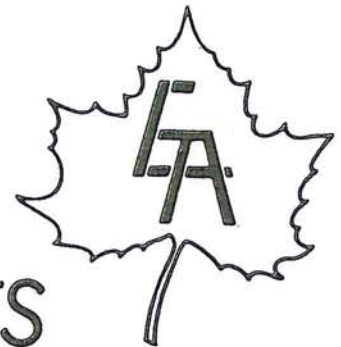


**Final Municipal Service Review
of the
City of Corning, Tehama County, California**

September 14, 2005

**ECO-
ANALYSTS**





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of the
City of Corning, Tehama County, California**

Prepared for: Tehama County Local Agency Formation Commission

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Date: September 14, 2005

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EXECUTIVE SUMMARY

Purpose and Scope

A Local Agency Formation Commissions (LAFCo) is a state mandated local agency that is responsible for evaluating the Sphere of Influence (SOI) of local government agencies. The SOI is the physical boundary and service area that a local governmental agency is expected to serve. Establishment of this boundary is necessary to determine which governmental agencies can provide services in the most efficient way to the people and property in any given area.

LAFCo operations are governed by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. A requirement is the preparation of a Municipal Service Review (MSR) prior to, or concurrent with, an SOI update. The MSR is an assessment of the ability of local government agencies to efficiently provide services to a City. The MSR is designed to examine and address future growth, municipal service, and infrastructure needs over the next 15 to 20 years. State law requires that MSRs be reviewed and updated every five years in conjunction with a review of City and Special District SOIs.

The MSR specifically examines the following topics:

- infrastructure needs or deficiencies
- growth and population projections for the affected area
- financing constraints and opportunities
- cost avoidance opportunities
- opportunities for rate restructuring
- opportunities for shared facilities
- government structure options
- evaluation of management efficiencies
- local accountability and governance

General Determinations

The following general determinations have been made based upon the information contained within this report.

1. The City of Corning is well managed by its senior staff and operates efficiently, but is understaffed by supporting personnel.
2. The City of Corning is facing unprecedented growth as part of an area building boom. Current staff and infrastructure resources may not be adequate to handle an increase of the magnitude being considered.
3. The recent increases in the City's fee schedule for new development are facing some strong opposition. It would be more prudent in the future to review and revise fees every one or two years to avoid large increases.

Table 1 presents a summary of recommendations to improve existing and projected levels of service in the City in the event of the adoption of an expanded sphere of influence.

Table 1. Summary of the Municipal Service Review for Corning

Service	Efficiencies¹	Current Deficiencies	Projected Deficiencies
City Council	Accessible to Public; thoughtful decision-making	Need for CEQA, planning knowledge	Less accessible to public; community under-represented
City Clerk	Functions efficiently	Heavy workload	Workload will increase
City Treasurer	N/A	N/A	Workload will increase
City Manager	Participates in all departments; maintains open government	Must also serve as Finance Officer	Will require separate Finance Officer position
Legal Services	Contract City Attorney reduces cost; long tenure of incumbent	Increasing workload	May require a full-time City Attorney
Building/Safety	Promotes from existing staff	Plan/field inspectors needed; inspectors need more training	Workload will increase
Planning	Skilled director hired to assume duties from City Manager; use consultants regularly; foresight	Heavy workload; needs support staff; need for in-house GIS; need for continuing training; broaden use of area or specific plans	Workload will increase; will require Assistant Planners and administrative help
Planning Commission	Distribution of agendas electronically	Need for CEQA, planning knowledge	Workload will increase
Economic Development	New industries	Need to attract new business	Need to attract new business

Service	Efficiencies¹	Current Deficiencies	Projected Deficiencies
Finance	Handled by City Manager	Tasks decrease time spent on other City management needs	Will require Finance Officer position
Fire	Recent renovations to Fire Station and human resource issues; most labor is volunteer	Needs capital improvements and purchases of equipment; lacks standby power generators on wells; needs standards for water pressure, volume; no smoke alarm program	Will result in increased response times; requires two more stations and additional paid staff, equipment
Police	Partnership with schools; Education, intervention, enforcement programs; gang/narcotics programs; use Community Service Officers (CSOs)	Understaffed; technological advancements desired; above maximum capacity in headquarters; low recruitment/retention rates	Will result in increased response times; will require additional officers, staff, and space
Animal Control	Partnership with rescue organization; CSO assistance	Building in need of renovation and repair	Will result in overcrowding; need for more officers; need for public awareness program about spaying/neutering
Public Works Administration	Uses contracted City Engineer to reduce cost; regular tree-trimming and other maintenance	Understaffed; needs technology improvements	Workload will increase, requiring additional staff

Service	Efficiencies¹	Current Deficiencies	Projected Deficiencies
Engineering	Extensive knowledge; redesigned water and sewer system	Needs skilled support staff, plan inspector, GIS	Workload will increase; need for on-staff Civil Engineer in addition to support staff
Water	Recent capital improvements	Needs improvement to chlorination injection system; needs new wells	Will require additional staff (meter readers and support staff); distribution lines, wells will need to be added in SOI
Sewer	Recent proactive capital improvements	Storm water mixes with wastewater during peak flows, increasing load to WWTP; no staff available to smoke test mains; additional capital improvements needed	Will require larger diameter collector and trunk lines; lift stations may be needed
Wastewater Treatment Plan	Uses contracted labor to staff and manage; recent improvements made	Current expansion will suffice for the immediate future only	Additional expansion will be required
Storm Water Drainage	Annual cleaning is contracted out; recent replacement of some lines	City should consider Master Drainage Plan	Increased runoff with more development; lift stations may be needed; mosquito abatement policies needed for open detention

Service	Efficiencies¹	Current Deficiencies	Projected Deficiencies
Streets	Recent improvements, maintenance; Revolving Curb and Gutter Program	Underfunded; many streets are in need of rehabilitation; need for standardized street signage in downtown business district	Possibility of patchwork system of street improvements in annexed areas
Airport	Used by out-of-county aircraft owners/operators	Expansion needed (currently in planning stages)	If current expansion plans are carried out, they should be sufficient
Transportation Center	Centrally located; law enforcement presence	Building is partially vacant	Will result in an increase in need for service; Ride-Share program may be helpful
Library	Recent building upgrades; cost-sharing with County	Budgetary constraints	Additional staff may be required
Parks	Involvement by community groups; recent repairs and upgrades	Parks are clustered; some areas of the City are removed from parks	Will require additional park and recreation space
Community Events	Local events bring locals and tourists to Corning; financial assistance from other organizations	Most events are on an annual basis, need for more regular events for locals	Increasing population may result in decentralization and City core deterioration; need for more community involvement events

Service	Efficiencies¹	Current Deficiencies	Projected Deficiencies
Building/Mechanical Maintenance	Contacts out janitorial services	Budgetary constraints; needs system to track maintenance needs	Increased staffing City-wide will result in an increase in buildings and property that require maintenance
Rodgers Theatre	Convenient venue; recent upgrades	Expenses are higher than revenue	No change

¹ N/A = information was not available to evaluate service

1.0 INTRODUCTION

1.1 Purpose

In recent years, the City of Corning and surrounding county areas have been the focus of increased development pressures, due to lower relative costs of land development and proximity to more urban areas, such as Red Bluff and Chico. In recognition of the current and potential future population growth, the City of Corning needs to update and expand their Sphere of Influence (SOI), which is "the probable ultimate physical boundaries and service area" of the community and includes areas beyond the City limits that may be annexed and provided with City services in the future.

The proposed update of the SOI triggered the need for a Municipal Service Review (MSR) by the Tehama County Local Agency Formation Commission (LAFCo). The purpose of the MSR, in a broad sense, is to evaluate the ability of the City and its service providers to provide municipal services (e.g. water, sewer, roads, drainage, and fire and police protection) with the existing City infrastructure. The ultimate goal of the MSR is to provide recommendations about the need for restructuring or reorganization, capital improvements, and other necessities prior to the approval of the expansion of the SOI and annexation of outlying areas into the City.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act; Government Code §56000 *et seq.*) is the statutory authority for the preparation of MSRs and associated SOI updates. Guidelines for the implementation of the CKH Act were promulgated by the Governor's Office of Planning and Research through the Final Draft of Municipal Service Review Guidelines for LAFCOs (August 2003) and serve to guide the preparation of the MSR for the City of Corning. More practical guidelines for analysis of fiscal and economic aspects of local government were provided in the Office of Planning and Research Handbook of Economic Practices Manual (1984 rev.).

MSRs are not projects subject to the California Environmental Quality Act (CEQA) because they provide no entitlements for changes in the physical environment or activity patterns. They are exempted under Article 18, Section 15262, Feasibility and Planning Studies. They are to be used by public agencies to determine the efficiency of current services and feasibility of considering changes in the agency's sphere of influence. If adoption of an MSR has a direct legally binding effect upon later physical development, then environmental review is necessary.

The MSR Guidelines recommend that a Notice of Exemption be filed if LAFCo finds sufficient information to support the conclusion that the environment affected by adoption of an MSR does not require preparation of a Negative

Declaration or Environmental Impact Report. The Notice of Exemption is filed stating that it meets the requirements of Section 15262.

1.2 Physical Setting

The City of Corning (City), California is a rural agricultural community of 7,028 people situated 25 miles northwest of Chico and 17 miles south of Red Bluff in south central Tehama County (Figure 1). The physical layout of the City was established in 1878, when the town named Scatterville, later Riceville, was built. In 1882, the town of Corning was established and merged with Riceville (General Plan 1994). Since that time, the City and adjacent agricultural areas have seen a slow to moderate increase in population growth. In the past, the population has been distributed as a small nucleus in the incorporated urbanized areas, surrounded by a larger non-urbanized halo in the unincorporated areas. For example, in 1970, the population of Corning totaled 3,573, while the unincorporated areas of Tehama County numbered 17,951. This trend continued into the 1980s, when only 37 percent of the County's population lived in urbanized areas. Of the remaining 63 percent residing in rural areas, only 5 percent lived on farms (General Plan 1994).

Recent population studies conducted in conjunction with the update to the Housing Element of the General Plan (2004) indicate that while population growth in the City is growing at a slow rate, the distribution of population growth is changing. According to the 2000 Census, 14.3 percent of all occupied households in the City are considered "overcrowded." Of these households, 7.8 percent are owner-occupied homes and 22 percent are renter households. These rates are higher than those in Tehama County (8.2 percent overall), suggesting that increased population is occurring in the City more so than the surrounding unincorporated areas of Tehama County.

The growth of the City relative to the rural county areas is also reflected in the numerous recent applications for annexation to the City and applications for housing developments located within the current City limits. Developers are recognizing the need for smaller lots with utility services, such as water, sewer, schools, and fire and police protection, which can be best achieved inside the City limits. As of May 17, 2005, a total of 1,340 proposed dwelling units (City of Corning Current Residential Project List) was being considered for construction within the City limits, or within the City's SOI. It is because of this projected growth that the City recognized the need to update and expand its SOI. This triggered the need for the current MSR to judge the ability of the City to provide these needed services if these proposed developments are fully realized.

1.3 Study Areas

The MSR evaluated the City's ability to provide services to four areas, totaling 6,890 acres. These areas are listed in Table 2, below, and are illustrated in Figure 2.

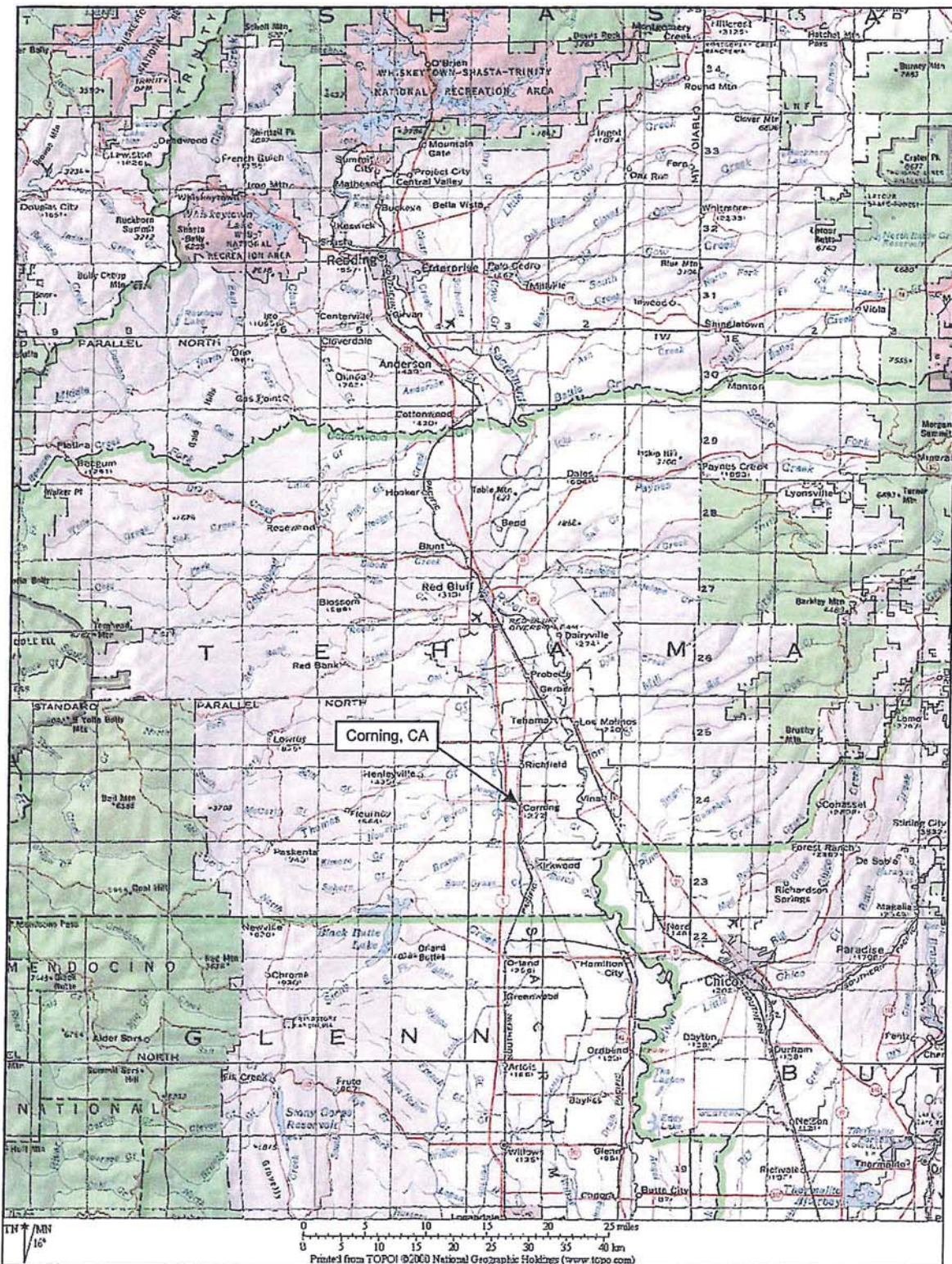


Figure 1. Location of the City relative to surrounding areas.

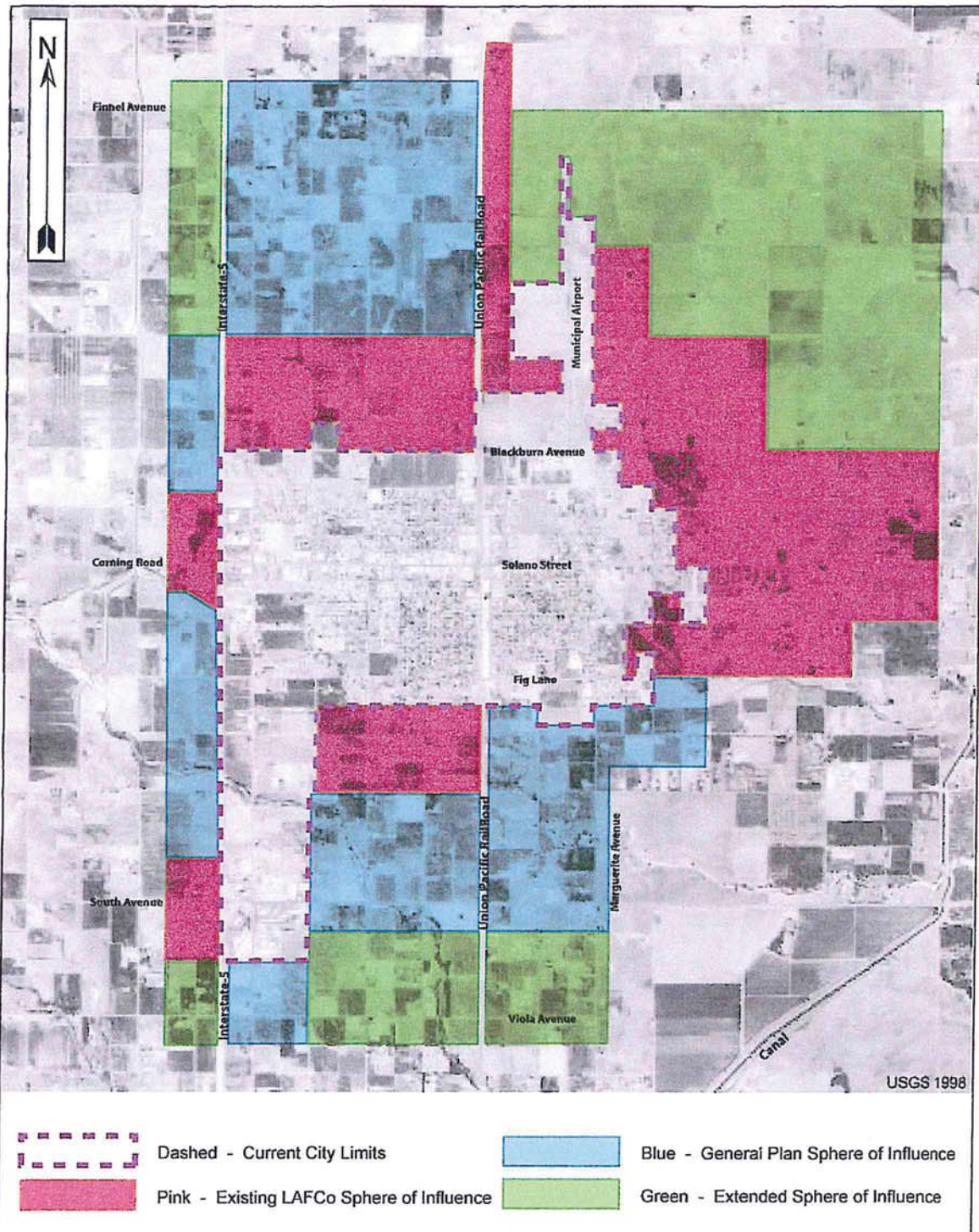


Figure 2. City of Corning limits and expanded SOI.

Table 2. MSR Study Areas

Boundary Area	Area (acres)	Cumulative Area
City of Corning	2,005	2,005
LAFCo Sphere	1,668	3,673
General Plan Sphere	1,882	5,555
Expanded Sphere	1,335	6,890
TOTAL		6,890

The incorporated area of the City consists of 2,005 acres, primarily located east of Interstate 5. Land uses present within this area cover a broad spectrum of use, including residential, commercial, industrial, aviation, agriculture/rural residential, public service/utility, floodplain, and vacant property. The LAFCo Sphere consists of an additional 1,668 acres contiguous to the City limits on nearly all sides of the boundary. The General Plan Sphere considers an additional 1,882 acres that completes or extends the LAFCo Sphere to the north, south, and west. A proposed Expanded Sphere includes an additional 1,335 acres to the north and south of the City limits. The LAFCo, General Plan, and Expanded spheres are largely composed of agricultural or rural residential uses currently.

1.4 Projected Growth

The City has recognized the extent of potential population growth. Through research into trends in the City and surrounding communities in recent years, and in consideration of the number of proposed residential developments in Corning, the City has developed estimates for the number of acres developed, dwelling units constructed, density, and population increases for the City. These are presented in Tables 3, 4, and 5, and along with Table 2, serve as the basis for determinations of services to be provided.

Table 3. Acreage and Estimated Dwelling Equivalent by Land Use

Non Residential Areas	Acres	Estimated Dwelling Equivalent
Commercial	80	320
Industrial	230	920
Highway/Freeway Right-of-Way	50	0
Public Rest Areas	40	0
Airport	130	0
Creek Corridors	70	0 ¹
Parkland	84	0 ²
Total Non-Residential	684	1,240

¹Assumes 100 feet by 5.5 miles; ²Assumes 3 acres/1000 persons-range

Table 4 presents population projections (year unknown) compiled by the City of Corning. These data assume that the City will develop at the same population density; for example, high density apartment complexes, medium density duplexes, or low density single family residential. In reality, the City will realize a combination of these.

Table 4. City of Corning Population Projections¹

Population Scenario	Population
Current Population	7,028
Plus Sphere at High Density	32,348
High Density Total	39,376
Current Population	7,028
Plus Sphere at Medium Density	28,332
Medium Density Total	35,304
Current Population	7,028
Sphere Low Density	24,261
Low Density Total	31,289

¹year unspecified; source: City of Corning

Population densities are regulated by the City's zoning ordinances. According to the City of Corning General Plan, residential zoning is divided into several components. Zones R-1 and R-1-2 are considered Single Family Residential, part of the developed area within the City. Allowable maximum densities are based on dwelling units per gross buildable acre with no more than 14 dwelling units per acre in R-1-2 zones and no more than seven dwelling units per acre in R-1 zones. Zones R-3 and R-4 are Multiple Family Residential classifications, for which densities are not to exceed 70 rooms or 28 dwelling units per gross buildable acre.

The majority of developments currently seeking annexation are low density single family residential subdivisions. If this trend continues, it is unlikely that the City will receive large numbers of high density developments, such as apartment complexes. In consideration of recent trends and projections, an average number of 5.5 dwelling units per gross buildable acre was used for this MSR. This figure takes into account the most probable combination of densities – the majority of units at R-1 densities and some high density developments. Under this assumption, the expanded SOI (1,335 acres) could result in the addition of 7,342 dwellings. This estimate assumes that all acres are buildable; however, in reality, a small percentage of land must be left as open green space, thereby reducing the total number of dwellings added. Using the estimate of 2.76 persons per household (Housing Element Update of the General Plan 2004; US Census Bureau 2000), the expanded SOI will eventually result in the addition of 20,265

people to the City. In consideration of only the 16 projects (1,340 lots) currently being proposed or constructed, a total of 3,698 additional people will join the City in the immediate future.

Table 5. Population Density for an Expanded Sphere

Density	Dwelling Units/Acre	Dwelling Units	Persons Per Household	Population ¹
High	4.0	11,763	2.76	32,465
Medium	3.5	10,292	2.76	28,405
Low	3.0	8,822	2.76	24,348

¹ Current plus projected population

1.5 Scope and Organization of MSR

This MSR was prepared to examine the structure and efficiency of all City-provided services and provides recommendations for improved service delivery for the current and future spheres of the City of Corning. This was achieved through research and analyses conducted in accordance with the Municipal Service Review Guidelines published by the Office of Planning and Research (OPR 2003).

Section 1 provides an introduction to the MSR process – the need, intent, and goals of the study. Sections 2 (General City), 3 (Public Safety), and 4 (Public Services) provide an overview and detailed analysis of each service provider, and address the individual goals, limitations, and strengths of each department. Service level is determined on a personnel and infrastructure basis, and reviewed relative to the current and future populations. Each sector of City government is analyzed independently, and generally reflects the organization of the government in City budgets. Some analyses are conducted for individual departments, such as Fire, Police, and Administration. The Public Works Department is analyzed by the various service functions for which it is responsible, including water, wastewater, drainage, roads, recreation, and the airport.

1.6 Existing Service Providers

The current service providers for each service are presented in Table 6, below. The provider may differ, depending upon the location of the property relative to City boundaries. For services provided by a private company under a contract, the service provider is listed as the City of Corning. For those services provided exclusively by private companies, no further consideration is provided in this MSR; only City-provided services were evaluated.

Table 6. Existing Service Providers for Corning Municipal Area

Service	City Limits Provider	County Area Provider
Water	City of Corning Public Works	Private Wells
Wastewater	City of Corning Public Works	Private Septic Systems
Circulation and Roadways	City of Corning Public Works	Tehama County Public Works; Caltrans
Law Enforcement	City of Corning Police Department	Tehama County Sheriff
Animal Control	City of Corning Police Department	Tehama County Animal Services
Fire Protection	City of Corning Volunteer Fire Department	Corning Rural Fire-Tehama County Fire Agency
Solid Waste	City of Corning Public Works; Corning Disposal/Waste Management	Tehama County Sanitary Landfill Agency
Curbside Recycling and Green Waste	Corning Disposal/Waste Management	Green Waste of Tehama County
Storm Drainage	City of Corning Public Works	Tehama County Public Works
Parks	City of Corning Public Works	No county facilities near Corning
Libraries	Tehama County Library housed in City owned building	Tehama County Library housed in City owned building
Electricity	PG&E	PG&E
Natural Gas	PG&E	PG&E

1.7 Information Sources

The information used for the analysis of infrastructure needs and deficiencies includes the City of Corning General Plan and element updates, proposed and final budgets for Corning and Tehama County for the past two years, interviews with service provider managers and agency personnel, and information accompanying various environmental documentation for projects in the Corning area. Additional information may exist that was not made available during the

preparation of this MSR; however, a good faith effort was made to exhaust all known and reasonably foreseen sources of information. The extent of coverage for each service area was a direct function of the amount and quality of information available at the time.

1.8 Subsequent Actions

This MSR does not constitute an environmental review for proposed actions by the City of Corning or Tehama County LAFCo. If the review and consideration of this MSR results in an update to the SOI or annexations, or both, additional environmental and policy documentation must be completed. This may include preparation of environmental documentation in compliance with the California Environmental Policy Act (CEQA). Moreover, this MSR does not, in itself, exempt from CEQA either any developments annexed under this MSR or capital improvements resulting from this review. Initial Studies, followed by Negative Declarations or Environmental Impact Reports, may still be required.

1.9 Fiscal Review

Key to the ability of any City to provide services to citizens is the amount of revenue it receives and the way in which it redistributes these funds. Cost-benefit analyses are often needed to determine the most economically feasible mechanism by which the City can provide necessary services. Therefore, this MSR commences with a review of revenue and expenditures for the City of Corning.

1.9.1 Sources of Revenue

The City's annual budget was analyzed to determine the impact of State of California (State) reductions in funds to local jurisdictions and the additional redistribution of property taxes and vehicle license fees to balance the State and Federal budgets.

Until 1978, property taxes were the primary source of income for cities and most other local agencies in California. In 1978, voters in California approved Proposition 13 (also known as the Jarvis-Gann Initiative), which eliminated the ability of local agencies to set or change property tax rates, and rolled back property values to their 1976 levels. Proposition 13 was placed before the voters because of the California legislature's failure to establish meaningful property tax relief for homeowners. However, Jarvis and Gann, both major property owners, included commercial and industrial properties in their tax relief measure, rather than creating a split roll form of taxation. The latter types of properties turn over less frequently than residential properties, conferring greater benefits to the larger property owners.

This initiative essentially cut property tax income by half, and permanently reduced the ability of local jurisdictions to adjust property tax rates to meet local needs. This also shifted funds from cities, counties, and special districts to school districts, reducing the State's need to provide this amount of money to schools.

Some local agencies, including the City of Corning, had been reducing property tax rates to reflect income versus expenditure needs, and suffered for their fiscal responsibility. Proposition 13 increased the importance of sales tax revenues, which became the main revenue source for many cities and counties.

Initially, the State had large budget surpluses when Proposition 13 was approved by the voters and the State began supplementing local budgets to compensate for the reductions in property tax revenues. Since 1992, however, the State and Federal governments have been balancing their budgets by reducing or delaying fund transfers to local governments. In 1992, the state enacted the Education Revenue Augmentation Fund (ERAF I & II), which required county auditors to transfer additional local property tax funds from counties, cities, and special districts to schools. The cumulative loss to the City of Corning through fiscal year 2004 was \$746,789 and the loss to Tehama County was \$22,312,100.

Another significant event occurred in 1993 with the approval of Proposition 172, the local Public Safety Protection and Improvement Act. Through a public vote, this allocated one-half cent of sales tax back to the counties for public safety, defined as sheriff, police, district attorneys, corrections, and ocean lifeguards. County auditors were to distribute the money to the county and each city based on their proportionate share of sales taxes. This replaced about 16 percent of the property tax losses of Corning and 57 percent for Tehama County (Coleman 2005).

Facing large deficits between 2004 and 2006, the State proposed an additional takeaway of local property taxes (Educational Revenue Augmentation Fund (ERAF 3). Representatives of cities, counties, and special districts met with members of the State legislature to arrive at a less punitive percentage of property taxes than had been proposed originally – 25 percent. The new governor also rolled back motor vehicle license fees, but promised to replenish the losses to local jurisdictions. According to Tehama County Auditor-Controller Robert Mieske, they have done so by not collecting all of the property tax due under ERAF 3. The State is, however, withholding \$700 million each year from the vehicle license fee collections that would have gone to local jurisdictions.

The City of Corning is fortunate in its large sales tax base, serving as a regional retail area for southern Tehama County and portions of Glenn County with large automotive dealerships and truck stops. In fiscal year 2003-2004, sales taxes provided \$1,827,001 or 56 percent of the City's General Fund revenues (\$3,227,100). Figure 3 illustrates the distribution of sources of funding for the City during the 2004-2005 fiscal year. Similar to previous years, over 50 percent of the City's revenue comes from sales tax. The balance is composed of other taxes and fees, with only a small contribution (5 percent) by property taxes.

1.9.2 Expenditures

The City's annual budget was also examined to determine the distribution of available funds. In particular, the MSR includes a review of the City's cost avoidance opportunities, which translate into unnecessary costs. These include:

- the duplication of service efforts and facilities;
- higher than necessary administration/operating costs;
- reliance on outdated or deteriorating infrastructure and equipment, underutilized equipment, buildings, or facilities;
- overlapping or inefficient service boundaries;
- inefficient purchasing or budgeting practices;
- lack of economies of scale; and
- inefficient use of outsourcing opportunities.

The State's takeover of property taxes and other sources of revenue used to balance its budgetary commitment (especially schools) has reduced the City's General Fund and resulted in reductions and deferrals in maintenance, particularly for roads. The state's actions also limit the City's ability to fully staff all departments, and to offer more economic incentives to new and existing employees. Despite these challenges, the City of Corning had a well balanced 2004-2005 expenditure program, with efficient use of personnel, and maintenance and improvements of the City's physical assets. Figure 4 presents the overall distribution of City funds in broad categories, generally reflective of the organization of this MSR: General City, Public Safety, Public Works, and Enterprise Funds.

The largest general item is Public Safety, which uses 35 percent of the City budget. Of this, the Police Department uses 26 percent and the Fire Department – which depends largely on volunteer labor – uses 7 percent (Figure 4). A portion of the Police Department's budget is also used for Animal Control, which has a high rate of equipment usage and replacement needs.

Capital projects are funded largely by Enterprise Funds, composed of payments for current services and repayment of loans for wastewater treatment, sewer, water system, and airport improvements (Figure 4). Public Works expenditures are 18 percent of the expenditures, primarily for infrastructure repairs and maintenance (Figure 4). Road maintenance and upgrades have been reduced due to the loss of revenues to the State.

City Administration (General City) uses 18 percent of the budget (Figure 5). This includes the City Manager's office, City Clerk, Planning Department, Treasurer, City Council, Planning Commission (staff time only), Economic Development, and other miscellaneous expenses that are not specifically related to a single department. Figure 8 refers to these non-specific expenses as "General City Misc." Because half of the City Manager's time is spent on the Wastewater

Treatment Plant and improvements, the actual amount spent on general city administration is significantly reduced.

Some overlap in certain city functions was noted, particularly in Public Works, Engineering, and Planning, where staff members share expertise and information. This overlap is a sharing of skills and reduces the need to hire additional professionals in advance of full time needs.

Finally, the City out-sources some functions, such as managing the wastewater treatment plant and janitorial services. The contract with the City Engineer reduces the need for one or two professional staff members. Additional review of these services is provided in the following sections.

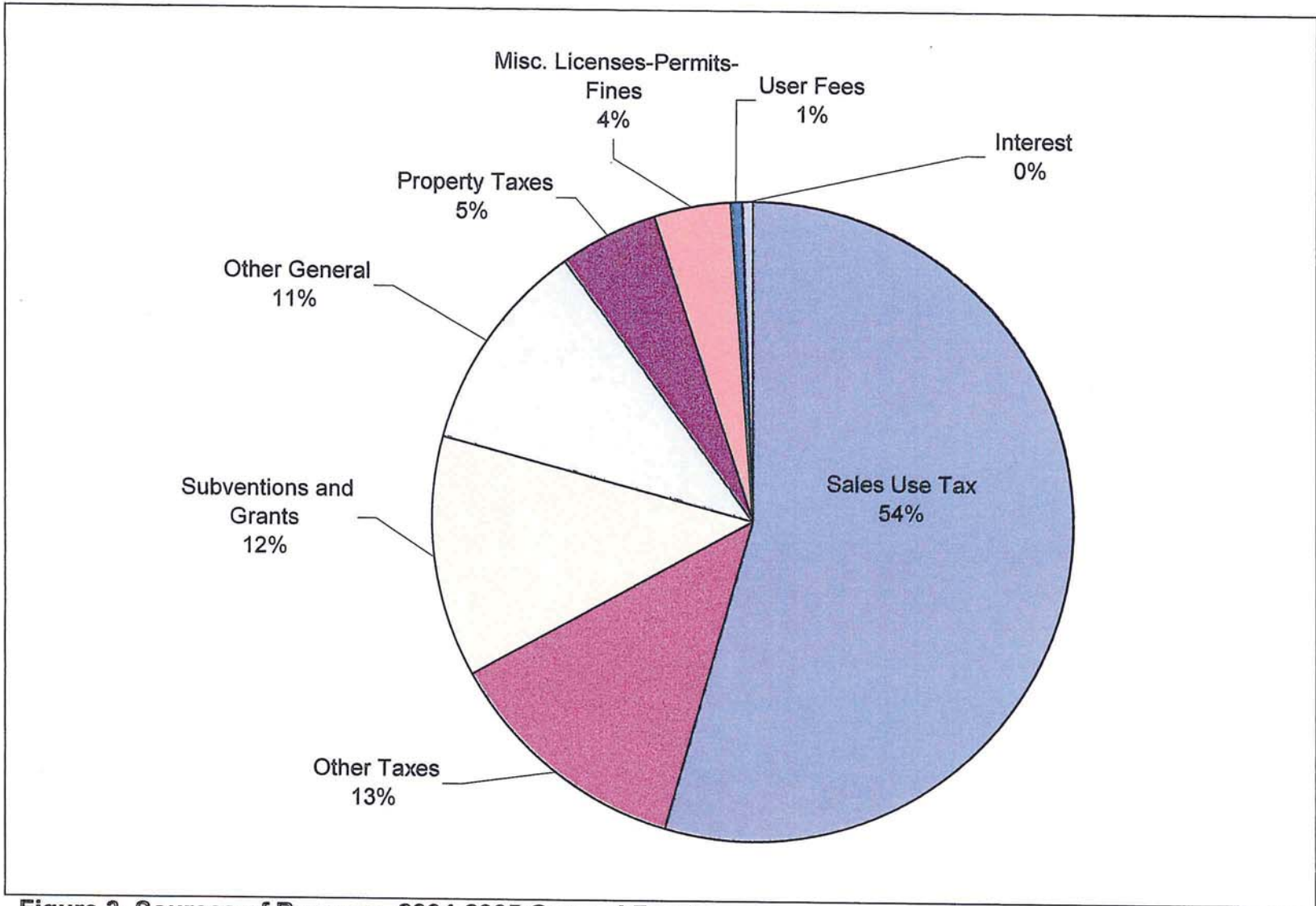


Figure 3. Sources of Revenue, 2004-2005 General Fund.

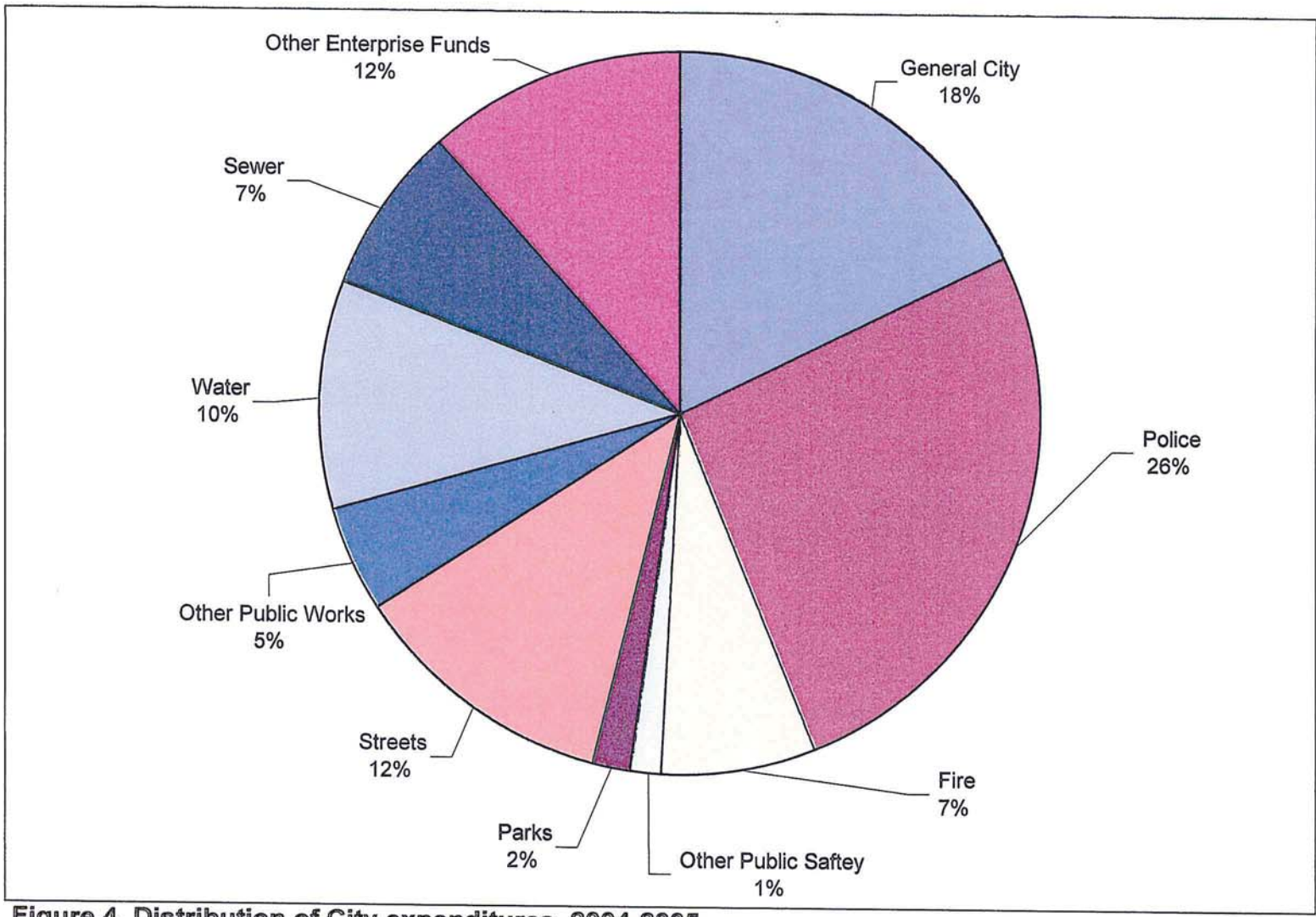


Figure 4. Distribution of City expenditures, 2004-2005.

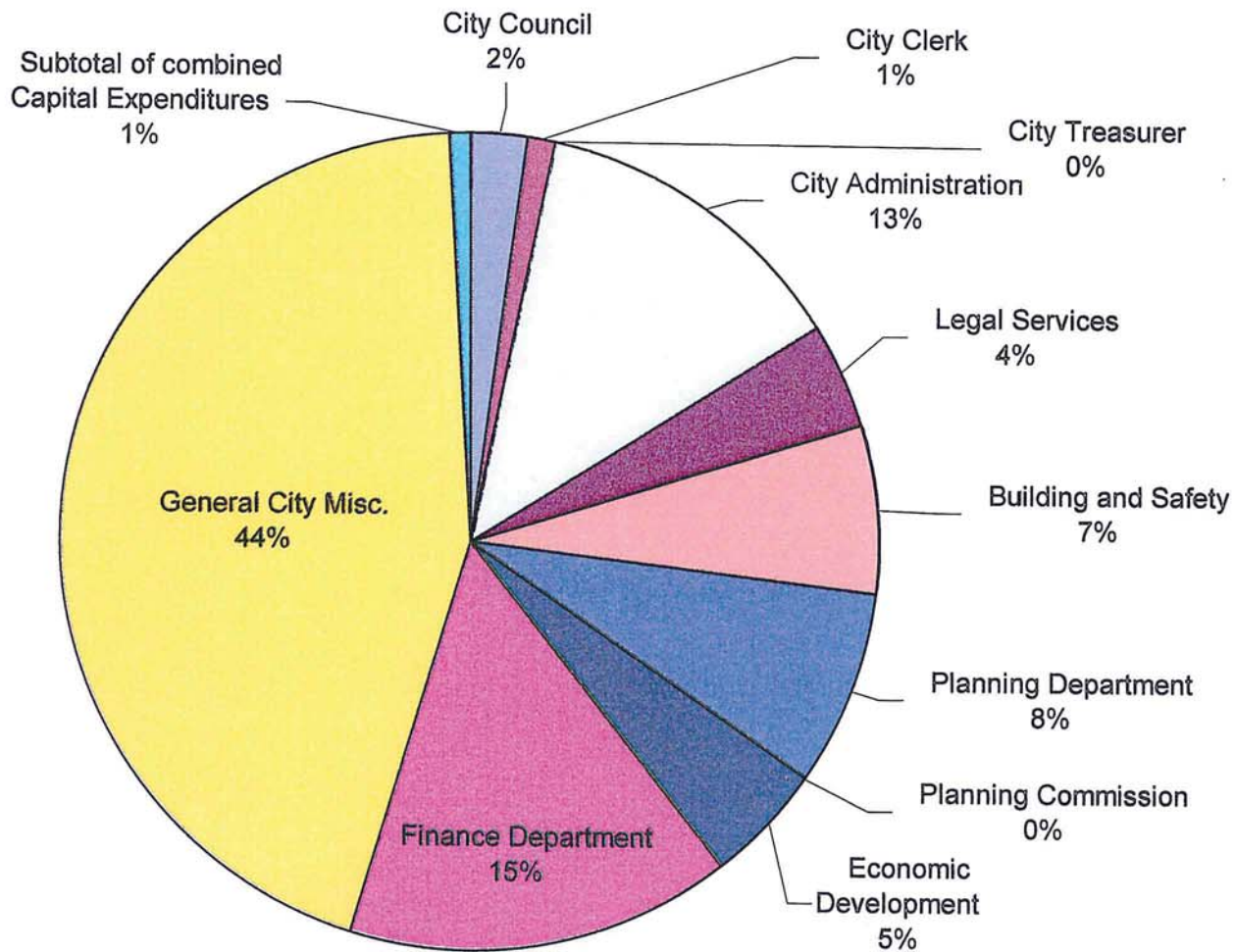


Figure 5. Detailed allocation of general City funds, 2004-2005.

2.0 GENERAL CITY

The City of Corning's mission statement is "Working Together in Corning." It states that "a City's identity comes from its People and the Sense of Community the People create. The City Government should reflect this Sense of Community in its day-to-day actions. The Community of Corning is supported by the City of Corning" (City of Corning 2005). Because the City considers it self a "customer owned service provider" that exists to deliver or to coordinate essential public services for public health, safety and welfare, the City is dedicated to providing the best possible service at the lowest possible cost to the People (City of Corning 2005). The City's dedication to its mission is reflected in the quality of service it provides.

2.1 Personnel Organization

The City of Corning employs and elects numerous citizens to govern, manage, and operate the services provided by the City (Figure 6). These roles are contained within three primary areas: general City management and administration (seven regular employees); public safety (26); and public works and facilities (14). In addition, nine seasonal part-time employees are hired as pool lifeguards each year, and a number of other citizens serve on a voluntary or elected basis with no pay. This MSR examines the existing levels of service, efficiencies and strengths, and areas of needed improvement for each department within these divisions.

2.2 City Council

2.2.1 Existing Levels of Service

The City of Corning City Council is composed of four elected council members and an elected Mayor. Currently, the council includes Mayor Gary Strack and Council Members Darlene Dickison, Becky Hill, Toni Parkins, and Yvette Zuniga. The members of the City Council are elected by the citizens of Corning to make legislative and policy decisions for the City, according to City and State law. The decisions made by the City Council are implemented by their appointee, the City Manager.

2.2.2 Efficiencies and Strengths

The City Council has supported City staff in approving major infrastructure improvements and equipment upgrades, and makes decisions that ensure the well being of the City. Unlike many larger communities in the region, the Council is always open to public comment and is easily accessible to the public. Because the Council is exposed to important decisions ahead of time, they are able to gather information and make informed decisions. For example, the council often holds public hearings about important matters up to four times before making a decision.

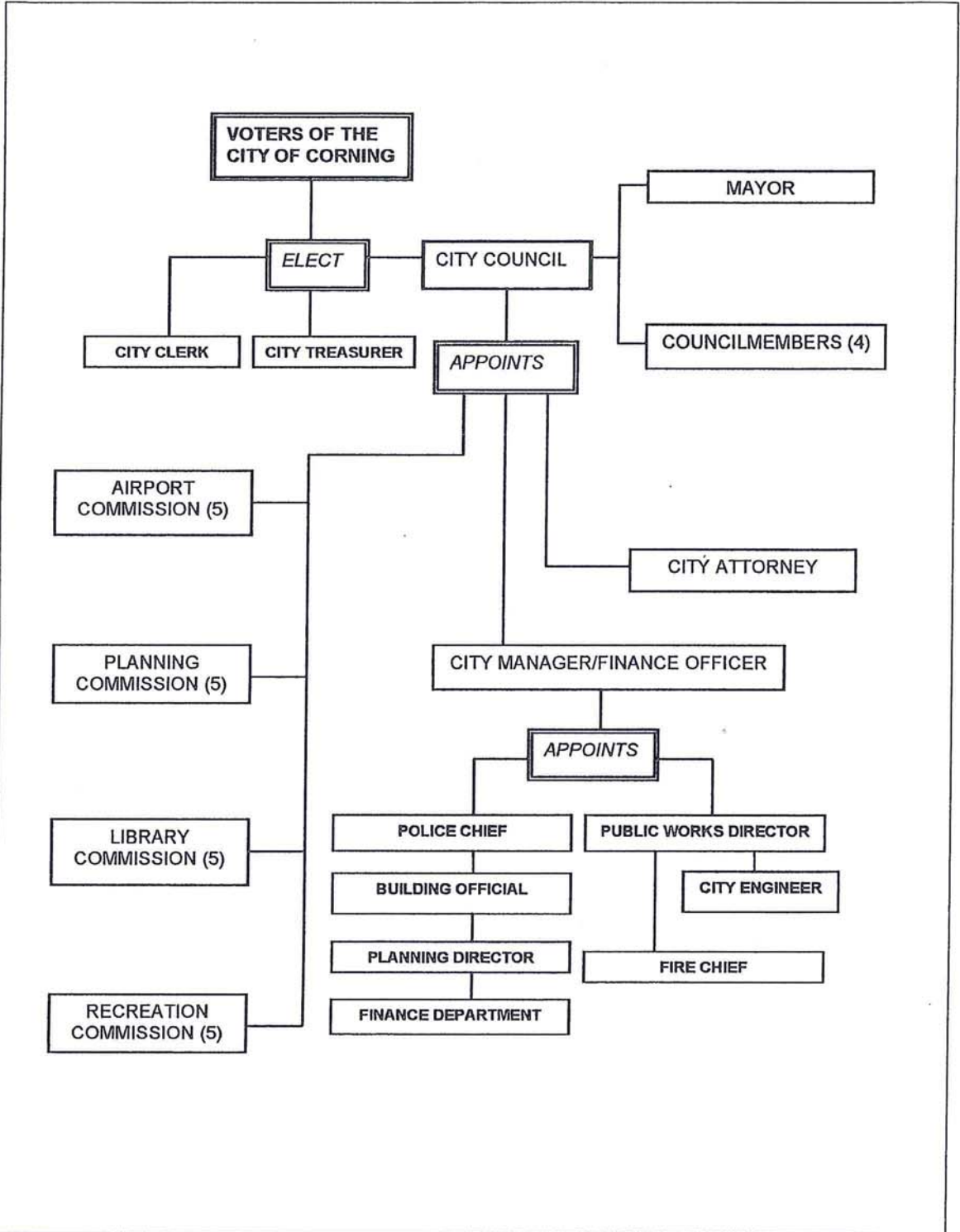


Figure 6. Organizational chart of the senior administration and staff.

Because Corning is a small semi-rural community, City Council members and the Mayor are known to the citizenry, and are approachable on matters outside of their scheduled hearings. Corning residents may contact them on the street, on the job, or by telephone to express opinions. Recently, the City added a feature to its website that improves communication about City Council matters with local citizens. Citizens and other interested parties can sign up for email notification of City Council agendas. This further increases the distribution of information and improves the communication between the Council and the members of the public.

2.2.3 Deficiencies

Under Existing Conditions

The Corning City Council is composed of community members that represent the knowledge and opinions of the general public. Although some Council members have extensive knowledge of municipal governance, most are elected without any prior knowledge or experience in community planning, finances, or environmental issues. Currently, the City Council is educated in-house during staff training sessions. The training program should be tailored to include introductions to City fiscal matters, General Plan law, the California Environmental Quality Act (CEQA), and other pertinent reviews.

Under an Expanded SOI

As the City grows and new residents move in, there will be a decrease in familiarity with City Council members. Because it is anticipated that many of the new residents may be commuting to nearby cities to work, the opportunity to meet with Council members during the daytime will decrease, potentially disassociating the new residents from the Council and other City offices.

In addition, if the growth of Corning reaches expected levels with the adoption of the expanded SOI, additional Council seats may need to be filled to maintain an acceptable level of representation.

2.3 City Clerk

2.3.1 Existing Levels of Service

The City Clerk position is an elected position filled by public vote every four years. The City Clerk works in cooperation with the City Administration, including the City Manager and the City Council. The primary responsibilities of the City Clerk are to maintain official City records and legal documents, and to conduct voter registration in conjunction with the Tehama County Clerk.

Toward this end, the City Clerk must attend all meetings of the City Council and Planning Commission, and other City Commission meetings as needed, to take, transcribe, and distribute Minutes. Other duties of the City Clerk include maintaining the City Council's legislative history; preparing Agendas and Agenda

Packets for the City Council, City Staff, and news media; preparing, posting, and publishing all legal notices of the City Council and Commissions; and preparing a variety of other notices in accordance with City, State, and Federal Law. The City Clerk is also responsible for: maintaining Resolutions, Ordinances, Contracts, and Municipal Code codifications; composing and preparing correspondence advising various individuals/groups of City Council actions; acting as the Custodian of the City Seal; administering oaths or affirmations and taking and certifying affidavits and depositions pertaining to City affairs; and acting as Filing Officer as required by the Political Reform Act of 1974 (City of Corning 2005).

2.3.2 Efficiencies and Strengths

Currently, the City Clerk's office is functioning in a highly efficient manner. Recently, efforts to improve public notification of meetings have increased to include distribution of agendas through an automated email service, in addition to traditional postings.

2.3.3 Deficiencies

Under Existing Conditions

Given the breadth of duties assumed under this position and the current and projected increases in population growth, the duties of the City Clerk should be reevaluated. The increased workload experienced by the City Clerk from the influx of development applications in the Planning and Building Departments has increased in recent years. Consideration should be given to at least one half-time or one full-time administrative assistant to assist the City Clerk in routine paperwork and tasks. The time spent by the City Clerk in daily duties should be divided – 20 to 30 hours of time spent on the duties pertaining directly to the position of City Clerk and the remainder for the Planning and Public Works Departments.

Under An Expanded SOI

The work of the City Clerk's office will multiply with the increased numbers of development proposals resulting from the adoption of an expanded SOI. A full time administrative assistant will be necessary to ensure that all documents are processed in a timely fashion and in accordance with City and State law. The Planning and Public Works Departments should have their own secretarial or administrative personnel.

2.4 City Treasurer

2.4.1 Existing Levels of Service

The position of City Treasurer is filled every four years in a public election. The primary duties of this position are largely ceremonial in nature and include co-signing City warrants, working with the City Clerk in handling City investments, preparation of monthly investment reports for the four City investments (City of Corning 2005), and reporting monthly to the City Council (Steve Kimborough,

personal communication June 22, 2005). Currently and historically, the majority of the duties are performed by other City staff members, including the City Manager and the Accounting Technician.

2.4.2 Efficiencies and Strengths

With the vacancy of this position during the preparation of the MSR, efficiencies and strengths could not be evaluated. Future updates to this MSR should examine the position of City Treasurer.

2.4.3 Deficiencies

Under Existing Conditions

The City Council recently appointed a replacement for the unanticipated vacancy in May 2005. As a result, any deficiencies of this position could not be evaluated in this MSR.

Under An Expanded SOI

With the adoption of an expanded SOI, the duties of City Treasurer will become more numerous and complex, likely requiring more involvement on a daily basis. The City might consider combining the duties of the City Treasurer with the Finance Department in the future, thereby reducing the workload of the City Manager and Accounting Technician.

2.5 City Administration and Management

2.5.1 Existing Levels of Service

The City Manager serves as the "administrative head of the City Government, under the direction and control of the City Council." The Manager is responsible to the City Council for the day-to-day management of all City affairs and the leadership of City Department Heads, and is assisted by the Secretary to the City Manager.

The Manager is directly responsible for continual review and analysis of all City administrative operations, including budget preparation and control, organizational and procedural issues, and staffing. The City Manager's responsibilities, authority, and limits on authority are clearly defined in City law in City Code chapter 2.44. The City Manager also currently serves as the Finance Director.

2.5.2 Efficiencies and Strengths

One of the primary strengths of the City Manager is regular participation in all of the departments within the City. Weekly meetings are held with department heads to discuss City matters and to encourage input from all those in attendance, regardless of their departmental affiliation. Department heads are able to share their experiences with each other as problems arise, leading to early and effective resolutions to matters of concern. Observations made during

the preparation of this MSR indicate that senior staff members interact well on both professional and personal levels. This open forum style of governance extends outside of the City Administration buildings as well. The current City Manager maintains a policy of open and transparent government to the public.

The City Manager has exhibited proper planning and foresight in recent years. The increase in development applications produced a substantial amount of labor and required specialized knowledge to process and approve proposed projects. In late 2003, the City Manager hired a full-time Planning Director to manage the ongoing building boom. This allowed the City Manager to focus on other duties beneficial to the City, including coordination of the expansion of the wastewater treatment plant currently in progress (approximately 50 percent of the City Manager's time). The City Manager has also been successful in working with State agencies and new developers to remediate and revitalize a contaminated and abandoned truck stop.

Overall, the City Manager is accomplishing the needed tasks, and the City is in excellent shape financially. Water and wastewater facility upgrades and construction have been accomplished to meet current and short term needs.

2.5.3 Deficiencies

Under Existing Conditions

The City Manager also serves as Finance Officer, which consumes increasing amounts of time as the City grows. Currently the Finance Officer has a part-time accountant to assist in the work load. The City would benefit from the hiring of a part-time Financial Officer, such as a professional accountant, to handle the duties of City Treasurer and the Finance Department. While the City Manager will continue to be involved in the fiscal management of the City, the daily financial duties would be better handled by someone with dedicated time and expertise.

Under An Expanded SOI

The problems felt by the City currently will continue to compound as growth continues. Long-term needs, including build-out of the current SOI, will require additional time to meet infrastructure upgrades and administration of special funds. With additional growth, the need for financial management will require a full-time position.

2.6 Legal Services

2.6.1 Existing Levels of Service

Legal Services for the City of Corning are currently provided under contract by a designated City Attorney. This position is appointed by the City Council and serves on an as-needed basis. The primary responsibility of the City Attorney is to serve as legal counsel to the City in its day-to-day operations, and to serve as legal advisor to the City Council, Commissions, and Departments of the City. The

City Attorney is also charged with the preparation and review of Ordinances, Resolutions, and other legislation.

2.6.2 Efficiencies and Strengths

The City has elected to use a contract City Attorney on an as-needed basis, which keeps the cost lower than maintaining a full-time attorney on staff. The City has also benefited from the current attorney's term of duty, serving as City Attorney since 1988. Because of his knowledge of Municipal Law, local precedent, and the legal issues arising from court decisions, the City has been able to apply a uniform interpretation of the various laws and regulations that pertain to the City of Corning.

2.6.3 Deficiencies

Under Existing Conditions

The present need for the services of the City Attorney appear to be fully met. The addition of more controversial projects before the City Council and Planning Commission may require more time than the current attorney has available for City business.

Under An Expanded SOI

The growth of the City may require a substantial increase in time spent on legal matters. As long as the current City Attorney has the time to devote to City matters, no deficiencies will result. It is possible that with continued growth, a full-time City Attorney will be required, or additional services may be met with contracts with additional attorneys.

2.7 Building and Safety

2.7.1 Existing Levels of Service

The Department of Building and Safety is overseen by the Building Official. The department is responsible for all building inspection services on new buildings, re-inspection services for building additions, and inspections on modifications to existing structures. The department also: performs all plan-checks; works closely with the contractors to ensure compliance with all applicable building codes; and assists the Planning Department in providing zoning, application, and environmental information. These services are paid for, in part, by standard building and plan check fees paid into the General Fund.

2.7.2 Efficiencies and Strengths

The City has consistently promoted from within its existing staff base for the position of Building Official. This provides a director familiar with the City's infrastructure and buildings, and the needs of the community.

2.7.3 Deficiencies

Under Existing Conditions

A significant deficiency exists under current conditions for the areas of plan inspections and field inspections. Additional training is required to raise the efficiency of these services, and the City should consider hiring an additional trained inspector to meet current demands for development. Currently, the Director of Public Works is conducting public works field inspections and an additional trained inspector is needed soon to assist in public works plan checks and field inspections (Ed Anderson, personal communication, May 17, 2005).

Under An Expanded SOI

With the expansion of the City will come the need to hire additional professional staff, beyond what is needed to accommodate current workloads. The Public Works Department estimates that an additional three maintenance staff members will be required (Tom Russ, personal communication, May 2005).

2.8 Planning Department

2.8.1 Existing Levels of Service

The Planning Department is responsible for the implementation of the General Plan, Zoning, Environmental Reviews, Use and Variance Permit processing, and the processing of Parcel and Subdivision Maps. The Planning Department must be responsive in involving citizens in the planning process and coordinating planning of the City with other Governmental agencies. The City Planning Director is the first contact for new development and helps the development applicant through the Planning process, with the assistance of the City Engineer, Building Official, and Public Works Director. Additional input may be obtained from the City Attorney, Fire Chief, Police Chief, and City Manager.

The Planning Director currently expends about 176 hours per month (John Brewer, personal communication, May 12, 2005) on planning matters. The majority of labor is spent reviewing Tentative Subdivision Map Applications and reviewing Use Permits. The balance of his time is spent on Rezoning Applications, General Plan Amendment Applications, Initial Studies, and other small applications, as well as advising prospective development applicants and performing administrative matters. The Planning Director is assisted by the City Clerk, who provides secretarial services in preparing public notices, Planning Commission minutes and other basic administrative tasks. The City Engineer also assists in the review of subdivision maps

2.8.2 Efficiencies and Strengths

The current Planning Director was hired in October 2003 to assume the planning functions of the City. Prior to hiring the current director, the City Manager had performed planning tasks. Extensive prior experience with local planning and political issues of the Planning Director allowed him to assume the position and

effectively handle the tasks of the Planning Department in a very short time. Despite this, the dramatic increase in the number and complexity of development proposals in the past few years has created an overload in planning. The Planning Department has responded to these pressures by contracting with outside consultants to assist in the required environmental assessments.

One of the accomplishments of the Planning Department was a major General Plan Amendment and Zone Change, which reduced the number of potential high density, multiple family dwelling units in the City, in favor of medium density duplex zoning. The development of a new Conditional Use Permit process for high activity land uses includes a requirement to provide legal notice to surrounding residents and businesses. In addition, the Planning Department completed a Master Plan for the Highway 99W Corridor, creating a Business Development Zone.

The Planning Department also recognizes the need to preplan infrastructure needs for future development and land use changes. This includes incorporation of probable traffic signal locations at selected intersections in areas being proposed for development of subdivisions and annexation to the City. The Planning Director also developed a preliminary map of roads that need to be upgraded to arterials or collector streets for use and review by the Technical Advisory Committee.

The city has chosen a very large area for its potential sphere of influence because it recognizes the need to establish development criteria for the area surrounding the City for an extended period of time. The Corning City Council and staff recognize the importance of an expanded planning area to ensure high quality development in the long term in the immediate vicinity of the incorporated area, even if actual annexations are limited within the first five years after the new SOI is established.

2.8.3 Deficiencies

Under Existing Conditions

In light of the recent construction boom, the Planning Department is being overwhelmed with an increased work load. The Planning Director is focusing on the required steps for General Plan amendments and processing applications for new subdivisions. The Planning Department is essentially a "single person operation" and the amount of paperwork and applications to review is increasing dramatically with the expansion of the City. The fact that the current director spends 176 hours per month in planning duties alone indicates that the current workload warrants skilled assistance.

The Planning Department has an immediate and crucial need for support staff. A clerical worker to deal with public notices, telephone calls, and basic administrative duties is needed to help decrease the burden on the Planning

Director and on the City Clerk, who are already working at maximum. The anticipated increase in the City size and population will create a work load that may be too much for the current staff to handle efficiently. The addition of a clerical worker to share administrative details for Planning and the City Clerk would allow both to handle the increasing amounts of paper work resulting from the current phase in City growth and increase in populations.

Because of the increase in development applications, the Planning Department should use a more cost-effective procedure for processing new maps. The current City land use map ends at the incorporated boundary. Each new development requires an individual environmental and planning review, prior to considering annexation. It would be more effective if area plans or specific plans were prepared for areas with the greatest number of development proposals adjacent to the city limits. This would enable annexation of a larger amount of land and several projects with a single set of planning actions. Furthermore, the Land Use Element in the General Plan has two sets of maps currently: a Present Land Use Plan and a Future Land Use Plan. These should be combined into a single Land Use Map for greater efficiency.

One of the responsibilities of the Planning Director is to keep apprised of recent changes in planning and environmental law. With the current workload, the Planning Director is only able to dedicate one percent of his time for training and professional advancement. It is important that the Planning Director be afforded the opportunity to attend at least one annual statewide meeting in planning and to attend one or more short courses in planning and environmental topics to maintain his familiarity with changes in Planning and CEQA.

Finally, the City contracts out its Geographic Information System (GIS) work on City maps, including utility maps, to a private GIS consulting firm at a cost of \$2,000 to \$4,000 per year. It would be more efficient if the work could be done at the City, and immediately checked, and corrected, if needed, when a map revision is required. One of the areas to concentrate on is in-house mapping capability. The efficiency of the Planning and Public works Departments would increase significantly if the Planning Director or a Public Works employee was trained to do this task.

Under An Expanded SOI

The need for additional personnel will increase as the number of development applications or requests for entitlements increase. Some of the increase can be handled with the current practice of using outside consultants to assist the City in preparing the environmental documents. At some point, an Assistant Planner or Planning Technician will be needed to process applications and update City planning maps in a timely fashion.

2.9 Planning Commission

2.9.1 Existing Levels of Service

The Planning Commission is composed of five local residents appointed by the City Council. They serve as the public review panel for environmental documents, issuance of use permits and variances, and the review of parcel and tentative subdivision maps. The commission recommends changes and may approve or disapprove development entitlements.

2.9.2 Efficiencies and Strengths

Efforts have been made recently to improve upon the handling of important Planning Commission matters. Distribution of agendas is now provided through an automated email service, in addition to traditional postings.

2.9.3 Deficiencies

Under Existing Conditions

Planning Commission members are in need of some introductory training in planning law, the Subdivision Map Act, and CEQA. The City budget includes a line item for Commissioner training, but there is no indication that Commissioners are taking advantage of this funding. While the Planning Director and City Engineer provide guidance, the Commissioners should be given some training in planning subjects to assist them in their review and decisions. They would also benefit greatly by training on how to deal with difficult and emotional participants during the public hearing process. Such behavior by such participants can be discouraging and detrimental to this appointed body that donates their time and decisions as public service. The Center for Economic Development at California State University, Chico has provided training in the past and continues to provide training opportunities. To accommodate those Commissioners who work full-time, training can occur on one or two evenings.

Under An Expanded SOI

With a significant increase in growth and growth area, the Planning Commission will be facing more complexity and a greater number of controversial projects. Additional experience and training will be helpful to assist Commissioners in their work.

2.10 Economic Development

2.10.1 Existing Levels of Service

Economic Development includes programs that are designed to fuel economic growth for the City and the surrounding areas. In the absence of funding to support a staff member to directly coordinate these efforts, the City Manager acts as the Economic Development Manager, who interacts with other local organizations, such as the Chamber of Commerce, the Corning Business Improvement District, and the Tehama Local Development Corporation.

The purpose of the Corning Chamber of Commerce is to encourage business growth and tourism in the City by promoting business, and by encouraging quality development and residential growth. The Chamber receives from the City an annual contribution of \$18,000 plus an additional \$3,000 for matching donations. The Corning Business Improvement District is a Special District with the legal authority, through City Council action, to levy an annual assessment on individual businesses within the City Limits of Corning. Tehama Local Development Corporation is a private, non-profit corporation responsible for the retention and recruitment of business and industry to the County.

2.10.2 Efficiencies and Strengths

The general area has attracted more industries to replace the mill jobs lost through downsizing of the timber industry. The Interstate 5 corridor has also seen commercial growth in recent years.

2.10.3 Deficiencies

Under Existing Conditions

The City and Tehama Local Development Corporation should review the Butte County Advantage Butte County Internet program as a guide to attracting new industry and jobs to the City and County (<http://www.advantagebuttecounty.com/>).

Under An Expanded SOI

The recommendations above also apply to the expanded SOI.

2.11 Finance Department

2.11.1 Existing Levels of Service

The Finance Department is led by the Finance Director, a position currently filled by the City Manager. The department is responsible for maintaining the financial records of all City departments, such as the water and sewer billing system, business licenses, dog licenses, motel taxes, employee payroll, and all accounts receivable and payables. Two Accounting Technicians and one Accounting Assistant provide clerical assistance to the Finance Director.

2.11.2 Efficiencies and Strengths

Because the City Manager is the coordinator of all City activities, he integrates the finance portion of his job with other tasks. The City Manager has done an excellent job as Finance Officer including reporting to the City Council and department heads of the City's financial status.

2.11.3 Deficiencies

Under Existing Conditions

The City Manager is spending approximately one-half of his time on matters associated with the wastewater treatment plant. Population increases and the need for more financial transactions will require more time spent on financial matters. There will be a need for more management time spent in this department, and a potential need for an Assistant Finance Manager.

Under An Expanded SOI

With long term development and a significant increase in population of the City, a separate Finance officer may be needed, freeing more of the City Manager's time for coordination of other administrative activities in the City.

3.0 PUBLIC SAFETY

Public Safety services are composed of fire and police protection, and animal control services. Each is discussed individually, below.

3.1 Fire Department

3.1.1 Existing Levels of Service

The City of Corning Fire Department provides fire protection services and emergency medical services within a five-square mile area of the City, including the business district, two shopping centers, and several large truck stops. The Department is centrally headquartered at 814 Fifth Street, resulting in an average response time of three to five minutes (Bob Pryatel, personal Communication, May 17, 2005; General Plan 1994). Backup services for areas proposed for annexation to the City are provided by the Tehama County Rural Fire Department station, which has a three to five minute response time to these outlying areas.

Insurance Services Office (ISO) ratings are used by insurance companies to determine fire insurance rates. The rating takes into account the number of firefighting personnel and equipment available to an area and the average emergency response times. Ratings range from one through ten, with one indicating excellent fire service and ten indicating minimal or no protection. Based on its average response time for fire and medical emergencies, the Fire Department's current ISO rating is four.

The Corning Fire Department currently has 34 members that, collectively, staff the department continuously. The staff is composed of a staff of five full time employees (one Fire Chief and four dispatchers); two Paramedics; three Emergency Medical Technicians; and 19 first responders, 16 of which are certified to use the heart defibrillators (Bob Pryatel, personal communication, May 17, 2005). The all-volunteer firefighting force includes the First Assistant and Second Assistant Chiefs, three Captains, and 28 firefighters (City of Corning 2004-05 Annual Budget). The service ratio is approximately 4.9 firefighters per 1,000 residents, which is adequate for the current needs of the City.

The Department maintains a fleet of equipment in fair to excellent condition. These include three pumpers (two with a capacity of 1,250 gallons per minute [gpm] and one with an output of 1,500 gpm); two brush trucks; and a rescue squad. The standard initial dispatch for a dwelling unit is two pumper trucks and the rescue unit (General Plan 2004).

Water for firefighting equipment is provided by the numerous wells owned and operated by the City. With the addition of a 100,000-gallon emergency supply storage tank, the water supply is sufficient to meet water demands for fire

protection (Bob Pryatel, personal communication, May 2005). This may change if additional requirements are instituted. For example, there are currently no sprinkler requirements for residential developments, and minimum fire flow requirements have not yet been codified by the City. However, commercial and industrial developments have an ordinance for sprinklers, based on square footage of buildings, and industrial developments are required to maintain emergency plans. The Tehama County Rural Fire Department does require sprinkler systems to be installed in new buildings, including houses in designated high fire danger areas. If a subdivision is proposed in the County, at least half of the homes must be equipped with sprinklers (Steve Sherman, personal communication, May 20, 2005).

Figure 7 illustrates the distribution of funds expended by the Fire Department for capital expenditures and operating expenses, such as building maintenance, vehicle maintenance, and training. Other operating expenses include salaries and employee benefits, supplies, firefighter fees for volunteers, small tools, professional services of First and Second Chiefs, safety items, equipment maintenance, weed abatement, code enforcement, computer equipment, and uniforms.

A general comparison between City and County budgets was conducted for fire protection expenditures. Unlike the City, Tehama County maintains two separate fire protection budgets: Fire Schedule "A", which is a state contract, and Fire Schedule "C", the volunteer fire department. Assuming that fixed assets listed in the Tehama County Budget (improvements and structures, computers, vehicles, and specialized equipment) are similar to the capital expenditure items in the City's annual budget, the County Fire Department spent approximately 78 percent of the Fire Schedule "C" budget on operating expenses and 6 percent on capital expenditures. This compares to the City's expenditure of approximately 80 percent on operating expenses and no funds on capital expenditures.

The Corning Fire Department maintains a working relationship with comparable County services to respond to mutual aid fires with Tehama County in the Corning area. The City maintains a written countywide agreement that calls for automatic emergency mutual-aid with the Tehama County Rural Fire Department (General Plan, 1994), coordinated with the California Department of Forestry. A secondary mutual-aid agreement is also maintained verbally with the Red Bluff Fire Department.

The Tehama County Rural Fire Department Station is located at the intersection of Colusa and Second Streets and is maintained by the California Department of Forestry. The County station is actually closer than the City station to northeastern Corning, where several large developments are currently proposed for annexation. The Tehama County Department equipment includes one 750 gallon triple combination pumper, one 300 gallon pumper, and one 5,000 gallon water tender. Eighty percent of the calls to northeastern Corning are for medical

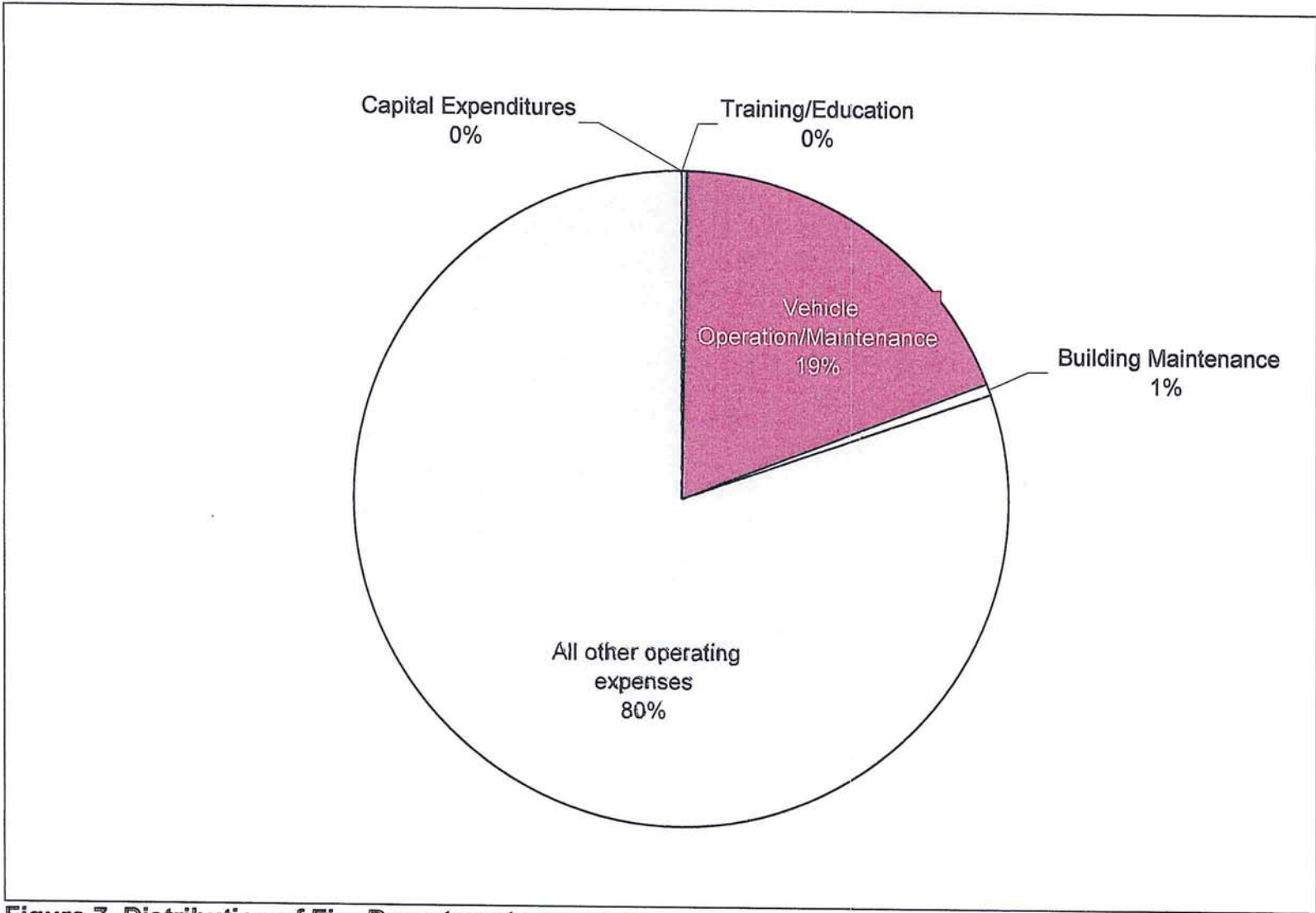


Figure 7. Distribution of Fire Department expenses.

emergencies. The Tehama County Rural Fire Department station has one person on duty 24 hours a day for seven days a week, plus additional volunteers for backup.

3.1.2 Efficiencies and Strengths

The City recently renovated the Fire Station with the installation of new energy-efficient dual pane windows in the second story portion of the building, replacement of two engine bay doors, and installation of a backup generator to power the entire fire complex once a new transfer switch is installed (City of Corning 2004-05 Annual Budget). A new digital recorder was also purchased to record all 911 calls and radio traffic, and a backup emergency phone was acquired. A new gabled roof is being installed in the immediate future, and carpet replaced in the meeting room.

The department has also made strides in employment. The Department now has four full-time dispatchers who each work a 12-hour shift, and it has improved the retirement package to be comparable with the rest of the City employees.

3.1.3 Deficiencies

Under Existing Conditions

Currently, the department can access nearly all areas of the City within a three to five minute response time. This becomes more difficult in the southwestern portion of the City (the commercial district) and around the airport (Figure 8). The City should consider at least one additional station in the southern or southwestern area of the City to serve those areas; and another additional station in the northeastern area, which will be particularly deficient with the expansion of the SOI, discussed below.

Acquisition of a keyless entry system would be a major improvement to the department's ability to respond quickly to commercial and industrial fires. Keyless entry systems, such as the KNOX-BOX® Rapid Entry System, provide non-destructive emergency access to commercial and residential property. Currently, the Fire Department has keys to most non-residential buildings in the City, but keyless entry would discontinue the need to maintain large numbers of keys (some obsolete) and would increase the speed of firefighters entering a structure during an emergency. It may also decrease property damage related to emergency entry of fire crews due to locked doors.

The City and Fire Department also recognize the need to make additional capital improvements and expenditures to improve their existing levels of service. Top priority items for the 2004-2005 Capital Improvement Program include a new roof on the second story portion of the fire hall; installation of a new 400-amp generator transfer switch, which will allow the entire complex to be run by generator in case of a power failure; and an electronic hydrant/pumper flow test kit. Also included in the Capital Replacement Program are purchases of a 1-3/4

inch fire hose, a 2-½ inch fire hose, wildland gear, turnouts, self-contained breathing apparatus, personal safety alarms, pagers, and an aerial/pumper.

The Department is currently negotiating the purchase of a piece of aerial equipment. As the City of Corning Annual Budget for 2004-2005 succinctly states, "as the city grows and more multi-story buildings, strip malls and other commercial complexes are built, the need will continue to increase for an aerial/pumper device. With the ability to deliver large quantities of water to the upper portions of buildings and afford protection to surrounding buildings these apparatus are very much desired by the fire service."

The Department would also like to purchase a new hydrant and apparatus flow test kit at a one-time cost of \$2,500. This allows flows to be electronically calibrated, making water flow more accurate and less time consuming than hand calibration. Presently, flow tests are conducted as a multi-step process in the field. With electronic testing, flows can be immediately determined in the field.

Another current deficiency is the overall lack of standby power generators on groundwater well pumps (General Plan Safety Element, 1994). In the event of a City-wide power outage or natural disaster, the Fire Department would need access to standby power and water for fire protection. Currently, only one 100,000-gallon storage tank is available, which is not sufficient for fighting most fires. The Butte Street well is the only City well with standby power and a pump that provides about 900 gpm.

There are currently no written minimum standards or mandates for water pressures and volumes for new developments in the City's periphery (Bob Pryatel, personal communication, May 17, 2005). The pressures and volumes are based on requirements by the Public Works Department to maintain adequate pressure and volume, not necessarily that which is needed for fire protection. While the spacing of hydrants and residences must be approved by the Fire Chief and shown on the final map of any proposed development, additional standards, such as sprinkler systems and minimum fire flow rates, should be codified.

Finally, although smoke alarms are required by State law, the City does not currently have a smoke alarm program to increase community awareness. The Department should consider public service announcements twice a year to remind residents to check smoke detectors and change batteries.

Under An Expanded SOI

The expansion of the City of Corning Sphere of Influence will have a significant effect on the ability of the Fire Department to provide protection to the outlying areas of the City. The response times to these areas will be lengthened considerably with the adoption of an expanded SOI (Figure 8).

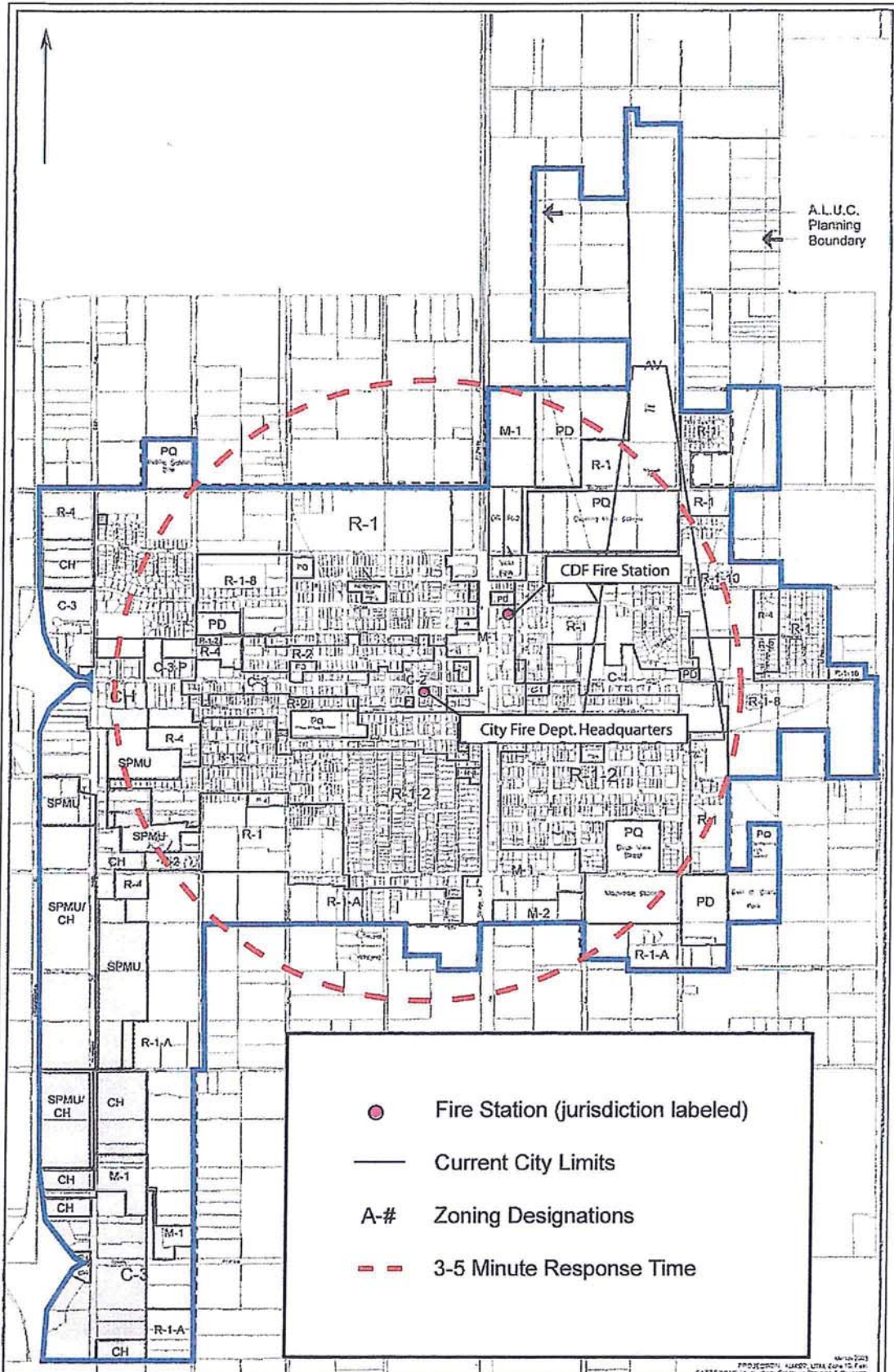


Figure 8. Location of existing fire stations.

To mitigate these impacts, two additional City Fire Stations and a new engine are needed, preferably located in the northeastern portion of the expanded SOI and in the southwestern portion of the expanded SOI. Without an additional fire station in northeastern Corning, under an expanded SOI, response times would approach unacceptable levels of over 6 minutes. Staffing the station with paid personnel will depend on the availability of volunteers in the vicinity of the new developments. It is possible that the amount of new development will overwhelm the current volunteer force and additional paid personnel will need to be hired (Bob Pryatel, personal communication, May 17, 2005). Improvements to the 911 call system will also be required.

3.2 Police Department

3.2.1 Existing Levels of Service

The Corning Police Department (CPD) provides continuous law enforcement and emergency assistance services to areas located within the City limits of Corning. Currently, the CPD maintains one police station in Corning, located at City Hall, staffed with a total of 33 sworn and non-sworn employees. Current staffing at the CPD is composed of: the Chief of Police, three Patrol Sergeants, eight Patrol Officers, one Records/Communications Supervisor, four Dispatcher/Clerks, three part-time Dispatcher/Clerks operating a 24-hour dispatch, one full-time Community Service Officer, three part-time Community Service Officers, one Administrative Secretary, one Administrative Analyst, three Citizen Volunteers, and four Cadets. The department also maintains a fleet of 14 vehicles, including special duty vehicles (such as the Youth Programs van), two Citizens on Patrol volunteer vehicles, one Community Service Officer/Animal Control vehicle, one K-9 vehicle, and one unmarked detective vehicle.

The CPD focuses their efforts on several specific local problems, including narcotics and gang activity. For example, in 2004, approximately 2,564 hours of CPD labor were spent on narcotics, with an additional 200 hours per year for each officer assigned to the Tehama County task force for gang activity. A total of 16,816 hours of investigative work was completed in 2004, in addition to approximately 200 hours of court testimony each year (Figure 9). These efforts are used to manage the thousands of reported incidents each year. In 2004, these totaled 4,610 in number. The number of cases with formal charges totaled 1,207, composed of 585 felonies, 539 misdemeanors, and 83 other charges (Figure 10).

Administrative tasks are primarily handled by the Chief, who spends approximately 80 percent of his time annually doing administrative work. The department secretary and administrative assistant complete the balance of the administrative tasks.

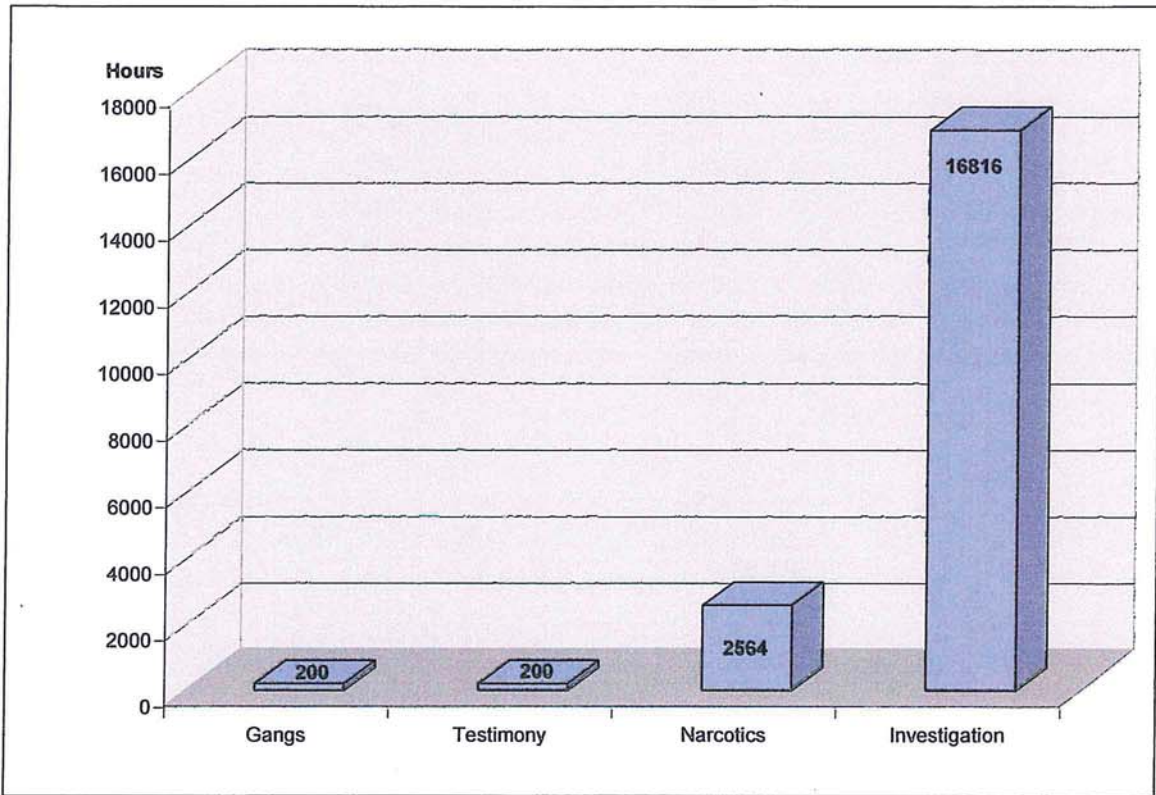


Figure 9. Allocation of Police Department labor in 2004.

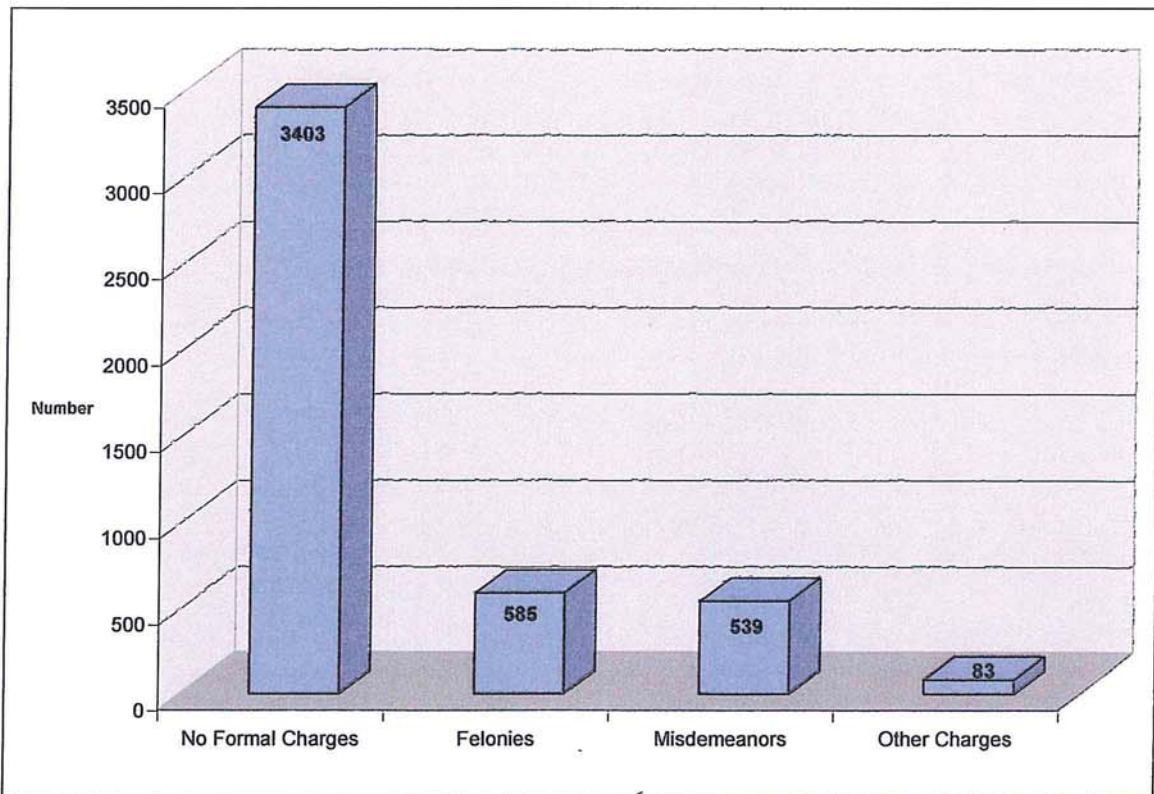


Figure 10. Number and distribution of case types in Corning (2004).

Officers receive 1,264 hours of training per year, and dispatchers receive an additional 176 hours of training per year. This continuing education allows the CPD to be involved in several specialized programs that benefit the community.

For example, the Department supplies one full-time officer to the Tehama and Glenn Methamphetamine Enforcement Team (TAGMET), one School Resource Officer for Corning Union High School (CUHS), and two officers to the Critical Incident Response Team (CIRT). These officers receive special training designed to enable them to handle hostage situations, enter hazardous structures, and respond to crises in progress.

The Department also currently provides two officers to the GATE (Gang Awareness Training and Enforcement) team, composed of the Tehama County Sheriff's Department, Tehama County District Attorney's Office, Tehama County Probation Department, California Highway Patrol, Corning Police Department, and the Red Bluff Police Department. Other agencies periodically attend meetings, such as State Parole and the California Department of Forestry. The team is designed to share information and cooperate during enforcement activities. Training materials are provided during meetings and all aspects of countywide gang activity is discussed. The GATE Team conducts additional enforcement and monitoring of gang members.

The CPD is also involved in other programs, including the Restorative Justice Program (RJP) or Corning Youth Services, which relies on a process called "Victim Offender Mediation." This program involves a face-to-face meeting between the victim, the offender, and a mediator. The RJP is made possible by a law enforcement grant awarded to the Corning Police Department, working in collaboration with Corning Union High School. The agencies involved will expand their services to include youth involved in non-criminal antisocial behavior.

The CPD also participates in the Tehama County Police Activities League (PAL) that was established in 1995. PAL is one of the oldest citizen-building youth programs in the nation. It brings together volunteer off-duty cops, citizens and youth and is an important crime prevention program. The Citizens on Patrol (COP) program is another program that trains primarily retired citizens to patrol areas of the City to assist the Department with additional random patrols, conducting house watches and business security checks, and providing additional personnel for community events and other functions as needed.

Funding for police personnel comes from the General Fund and is primarily derived from local property and sales taxes. New development projects are required to contribute fees for construction of new police facilities, but this only applies to capital expenditures and does not apply to staffing the facilities. There are currently no established funding districts that collect funds for improvement of the law enforcement services in the City of Corning. A number of active grants also fund the CPD, such as the Cleep Grant (Fund 176), 2001 High Technology

Grant (Fund 182), 2002 California Technology Grant (Fund 184), CAL Cops 2002 Grant, CAL Cops 2003 Grant, Corning Union High School-Community Policing Partnership Program Grant, and Tehama County Office of Criminal Justice and Planning (OCJP) Grant. Figures 12 and 13 illustrate the CPD budgets and expenditures during 2004-2005. The majority (approximately 70 percent) of the annual budget is allocated to patrols. Only a small percentage of the budget is used for capital expenditures to improve the existing levels of service.

The Tehama County Sheriff's Department serves the unincorporated areas in the County, including the unincorporated areas adjacent to Corning proposed for annexation. The CPD has a mutual aid agreement with the Tehama County Sheriff's Department, to assist during special incidents requiring additional support. Undersheriff Dennis Garton stated that his department received 520 calls in the first five months of 2005 in the southern county patrol area, which includes the outlying areas around Corning. Most are minor complaints; however, approximately ten burglaries per month occur in the northern Corning area, which speaks to the need to improve law enforcement presence in this area, particularly with an expanded SOI.

The California Highway Patrol handles incidents along the Interstate 5 corridor; however, it does not have enforcement jurisdiction within municipal boundaries (Tony Cardenas, personal communication, May 17, 2005).

3.2.2 Efficiencies and Strengths

The Department has recognized the need to guide the City's youth away from crime as early as possible, and dedicates funding toward that end (Figure 11). The City, in partnership with the Police Department and Corning Union High School, has been selected as the recipient of the prestigious Helen Putnam award. This partnership implemented an innovative program to divert first-time youthful offenders from the criminal justice system. In addition, the Restorative Justice Program has reached its initial goal of intervening in the lives of 100 At-Risk Youth and their families in the greater Corning area. Through grant and County funds, the CPD has been able to continue its participation in the Tehama County Police Activities League (PAL). Programs include baseball, hockey, basketball, bowling, and boxing for youth and allow safe and healthy alternatives to crime.

The CPD continues to approach law enforcement and deterrence in the City with a combination of education, intervention, and enforcement. With the financial assistance of a School Community Policing Partnership Program Grant, the CPD is able to offer a continued physical presence during school hours at CUHS. The program incorporates discovery classes in law enforcement for CUHS Freshman, teaches students about law enforcement, and has resulted in excellent recruitment opportunities for the Department's Cadet Program.

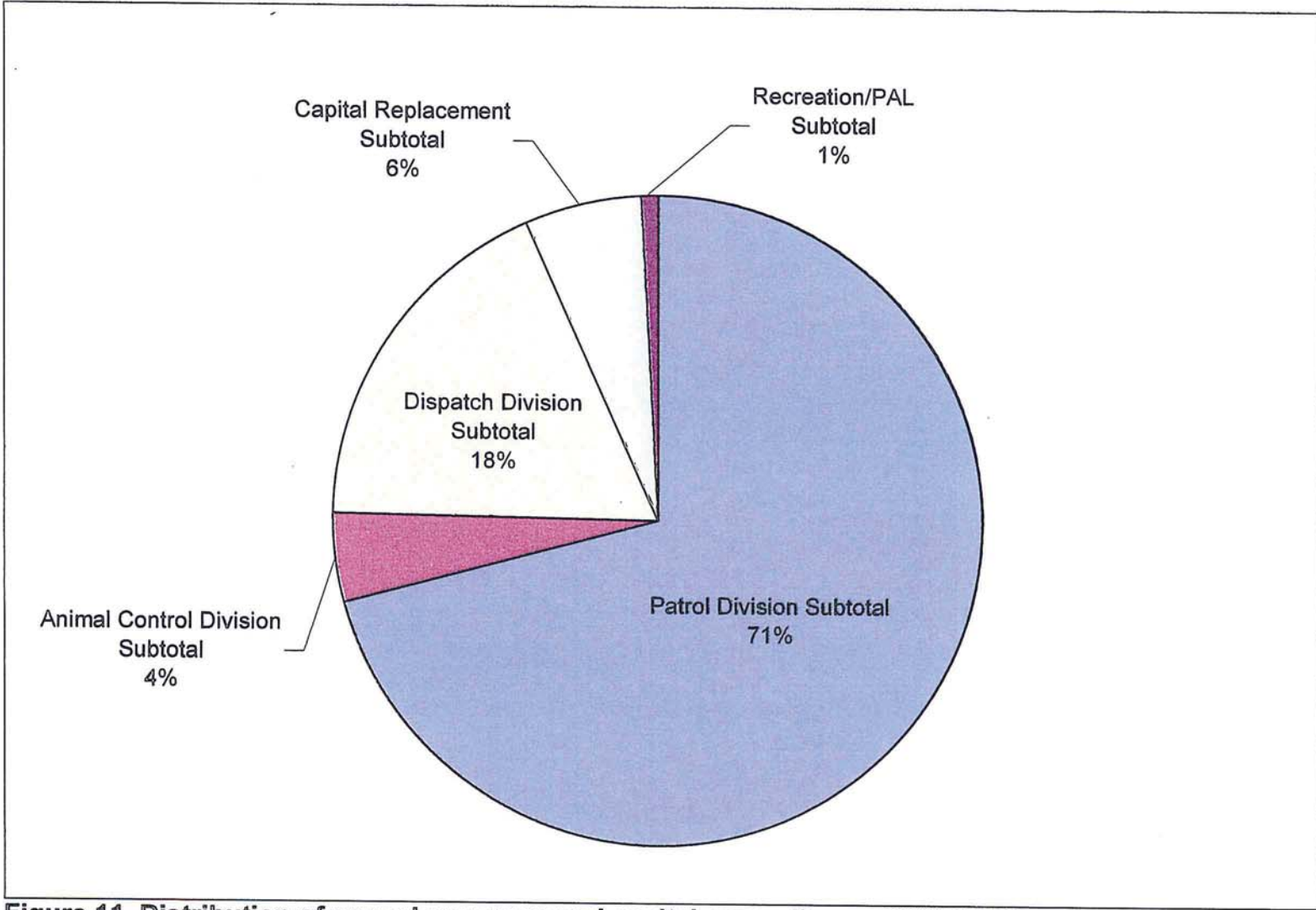


Figure 11. Distribution of annual expenses and capital expenditures, 2004-2005.

The CPD participates in a number of programs and task forces that benefit the overall community by dedicating staff time exclusively to these programs. These include the Tehama County Interagency Gang Task Force, the Tehama and Glenn Methamphetamine Enforcement Team (TAGMET), and the Special Weapons and Tactical Team (SWAT).

The department also has agreements with local car dealers to furnish new vehicles at a price equal to that of the State Vehicle Purchase Program. This arrangement saves the department time and money and helps the local economy.

3.2.3 Deficiencies

Under Existing Conditions

Currently, the Department is staffed at 86 percent of capacity for sworn officer positions. Although the Department has an authorized staffing level of 15 sworn officers and is currently recruiting for one vacant position, the City Council has frozen the other vacant position. The Department has authorization for one full-time and three part-time non-sworn Community Service Officers but currently employs only one of each. The Department is currently recruiting to fill these vacancies. The CPD is currently authorized to employ support personnel including five dispatch positions, and one dispatch supervisor. Currently there are only four dispatch officers. The Department does not employ reserve officers. (General Plan 1994).

The General Plan goal for law enforcement services is two sworn officers for every 1,000 people. The department currently maintains a ratio of 1.9 sworn officers per 1,000 residents (General Plan 1994). Therefore, the City is operating just below the desired level of service. This under-staffing has resulted in the need to make adjustments in the level of some services. For example, the Department does not use set patrol beats, but allows the on-duty officers to roam the City on a random basis, working 12 hour shifts. Calls for service are assigned on an alternating basis. When staffing allows, one officer is assigned to an overlap or cover shift. Two officers are assigned to the third shift. Overall, the Department spends approximately 2,000 hours per month on patrol. Of those hours, approximately 600 hours per month (30 percent) are spent patrolling. The other 1,400 hours (70 percent) are spent on investigative work. To remedy the under-staffing, the CPD should petition the City Council to lift the hiring freeze on the vacant position. In addition, the City should consider purchasing an additional canine unit.

Another deficiency pertains to the level of technology currently afforded to the officers. Voice recognition software would increase the efficiency of the Department by reducing officer report preparation time. In addition, portable surveillance cameras would be a beneficial investment to record events in areas with problems. These would also assist in the prosecutions of many crimes.

One of the more pressing needs for the CPD relates to the headquarters at City Hall. Although the current facility has been renovated in recent years, the CPD is now above maximum capacity with current (reduced) staffing levels. At present, desks are set up in hallways of the existing facility, and evidence must be carried down a flight of stairs to a basement evidence storage area, which is potentially damaging to the evidence. A new facility is necessary to accommodate additional personnel and to provide environmentally-controlled and secure storage for evidence gathered during investigations. The new station will need at least 5,000 square feet and additional secure evidence storage areas.

A final deficiency in the CPD occurs with the successful recruitment and retention of officers given the current salary scale. This is largely the result of the fact that many police agencies in California are in a "bidding war" to attract new officers and Corning cannot compete with some of the larger cities in the area. The City should maintain comparable pay scales to ensure retention of high quality personnel and cost-efficient use of training programs. The CPD might consider sponsoring trainees at the Butte College Academy with a written agreement that a graduate will serve as a Corning Police Officer for a period of 5 years, for example.

Under An Expanded SOI

The increase in size and population of the City will have an impact on calls for service and follow-up, in addition to increasing response times on both emergency and routine calls. Without an increase in staffing and equipment, response times will increase and the ability to conduct timely investigations will be impacted. However, the Department is not considering enactment of a security ordinance for new construction.

To determine the amount of additional staffing needed with the adoption of an expanded SOI, information was gathered from the most current law enforcement management statistics (2000). Given the current size of Corning, the average ratio of full-time officers should be 2.2 officers per 1,000 residents and the ratio for full-time civilian staff should be 0.6 per 1,000 residents. If the projections for medium density development are realized, a population of 35,332 residents in the City would require a total of approximately 78 sworn officers and 21 civilian staff members.

The approximate basic costs of hiring a new employee, excluding salary, are currently \$800. In addition, each sworn officer is required to be equipped with approximately \$6,300 worth of equipment and uniforms. Additional patrol vehicles, at \$38,000 each, would also be required. To fund the additional staff and equipment needed to maintain the current level of service, the City should strongly consider security ordinances and impact fees. While staffing to the level presented herein is likely not feasible, the City and CPD should consider increasing efficiency in other ways as well. This could include the requirement that new developers, particularly located within the expanded SOI, pay for the

construction of law enforcement substations, possibly shared with the Tehama County Sheriff's office. This would provide another opportunity for the City to enter into a cost-sharing arrangement with the County.

3.3 *Animal Control*

3.3.1 Existing Levels of Service

The Animal Control Division is responsible for the enforcement of municipal ordinances and State humane laws governing the keeping of animals in the City, including the collection and transportation of animals to the City animal shelter. In addition to ensuring the proper disposition of domestic and wild animals, Animal Control is also responsible for the maintenance of the City animal shelter. By contractual agreement, the Animal Control Division also provides enforcement services for the City of Tehama on an as-needed basis.

The Animal Control Program is operated by Community Service Officers, with Animal Control being the primary focus of their duties. In addition to being responsible for animal control, Community Service Officers assist the Police Department in performing parking enforcement duties, maintaining the evidence and property rooms, handling vehicle abatement, coordinating Police Activities League programs, and assisting police officers by performing many non-sworn duties, such as prisoner transportation and fingerprinting.

Corning has one Community Service Officer that serves as Animal Control Officer and one contract on-site resident caretaker for the Animal Shelter. The shelter has recently completed the construction of spacious outside kennels to house compatible dogs and keep littermates together. The adoption fee is \$40, which includes spaying or neutering and Rabies vaccination. The shelter temperament tests all dogs entering the shelter and has transporters available to transport dogs for people out of the area.

3.3.2 Efficiencies and Strengths

The Animal Shelter works exclusively with the Second Chance Pet Rescue, a non-profit animal rescue organization. Their goal is to prevent the euthanasia of adoptable animals that arrive at the shelter and to find suitable homes for placement. In providing spaying, neutering, and vaccination services to these animals, the number of feral domestic animals has been reduced in the City.

3.3.3 Deficiencies

Under Existing Conditions

Animal Control Department is authorized one full-time and three part-time Community Service Officers. However, due to required leaves, promotions, and advancements, the shelter is understaffed. The building is in poor physical condition and is in need of substantial renovation or replacement. Of the current

and identifiable needs, are a roof for the outside kennels and volunteers to work at the shelter and provide animal socialization, walking, and grooming tasks.

Under An Expanded SOI

With the expansion of the SOI will come additional population growth, and additional domestic pets. The consequences to Animal Control may be an increase in aggressive breeds, lost pets arriving at the shelter, and an increase in feral animals due to failure of residents to spay or neuter pets. An expanded animal shelter and a full time employee of the shelter will be needed as development occurs. Two or more animal control officers may be needed.

The department should also consider conducting a public awareness program on a continuing basis to draw attention to the need to spay and neuter domestic pets and the dangers of aggressive breeds. The City's website could include a page for the shelter that includes photographs and descriptions of adoptable pets.

4.0 PUBLIC WORKS AND FACILITIES

The Department of Public Works is responsible for the overall operation and maintenance of the City's physical assets, including public utility systems, buildings, recreational and City facilities, and equipment. The Department also represents the City in projects involving other government agencies, such as Caltrans, Tehama County, and the Tehama County Transportation Commission. Hereafter, the department is discussed in terms of each department within Public Works: administration, engineering, water, sewer, wastewater, storm water drainage, streets, airport, transportation, library, parks, community events, building maintenance, mechanical maintenance, and the Rodger's Theatre. The annual distribution of funds for each of these areas is illustrated in Figure 12, below, and is discussed individually by department.

4.1 Public Works Administration

4.1.1 Existing Levels of Service

The Public Works Administration is composed of a Director, an Operations Superintendent, and the Public Works Secretary. A total of 10 percent of the annual department budget is allocated to Public Works Administration, with the majority of funds expended on other areas in the department.

4.1.2 Efficiencies and Strengths

The department has been able to increase staff efficiency by contracting engineering services to the City Engineer. The department estimates that 35 to 40 percent of the department's workload is assumed by the City Engineer, allowing the City staff to focus on other issues.

As done in previous years, Public Works will again contract tree-trimming services for the City. This service not only improves the City appearance, but also reduces the possibility of damage to power lines, private and City property, or potential injuries to citizens from dead, broken, and hazardous trees and tree limbs.

4.1.3 Deficiencies

Under Existing Conditions

The Public Works administration office is impacted by the same short-staffing issues seen across City departments, as discussed earlier. To help increase efficiency, the department is considering the purchase of a computer software program to schedule and track fleet maintenance, and for bookkeeping related to water quality tasks. In addition, the department would like to hire three additional maintenance staff.

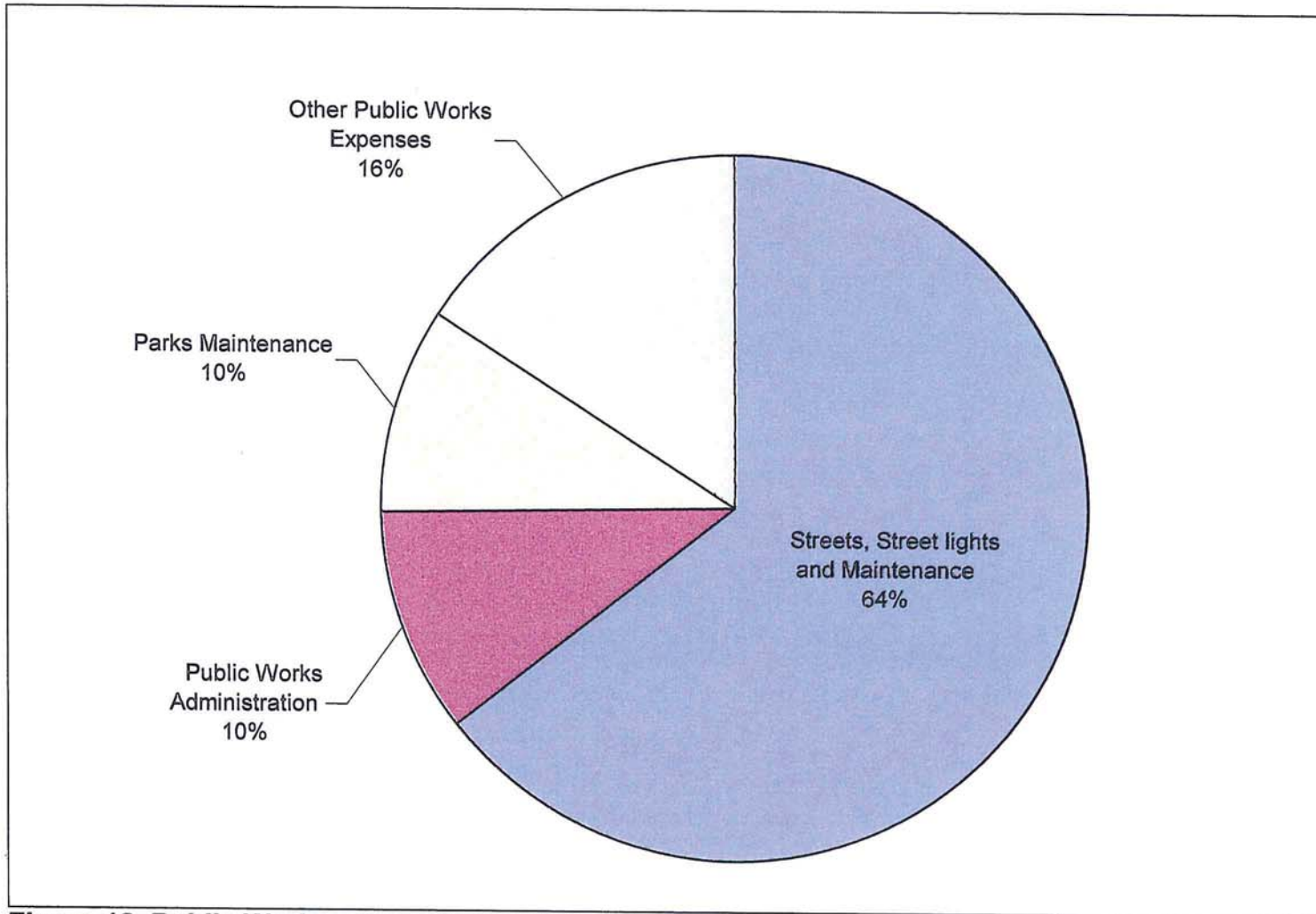


Figure 12. Public Works expenditures during 2004-2005.

Under An Expanded SOI

With the adoption of an expanded SOI, current deficiencies will be amplified. Additional personnel will be required to manage the administrative functions of the department. In particular, at least one or two additional clerical positions will be needed, as well as Assistant Directors for each area.

4.2 Engineering

4.2.1 Existing Levels of Service

The City Engineer has been working under contract for the City for 36 years. Duties of this position include: designing City infrastructure (including water, sewer, and drainage); approving subdivision maps, improvement plans, and master plans; and writing the planning department staff reports. The City Engineer is also responsible for administering contracts for engineering work in the City, attends City Council meetings, and participates in staff meetings. The City Engineer also evaluates subdivision additions for undersized drainage and sewer lines. This aspect of his job may become controversial as the City addresses new growth.

4.2.2 Efficiencies and Strengths

The City has benefited from the extensive experience of the current City Engineer, who holds extensive knowledge of the City's infrastructure that is virtually unparalleled. One of the recent accomplishments is the redesign of the entire City water and sewer system. To date, these systems are operating well, and are not a concern to the City at this time.

4.2.3 Deficiencies

Under Existing Conditions

An existing problem in the City is the shortage of qualified engineers in the Public Works Department. The City needs more staff that can read and write reports with technical knowledge. The City Engineer is currently the only person in the City who is qualified to assess plans on paper and in the field. When his services are no longer available, the City will need to hire at least one or two professional engineers to fill his role. A qualified plan inspector who can handle current developments and developments in the future would increase efficiency in the City. The City Engineer indicated that a position solely for plan inspection would be beneficial (Ed Anderson, personal communication 2005).

The current field inspector should have additional training in plan inspection or an additional inspector should be hired to assess plans on paper and assist the Public Works Director in the field. In addition, the City should consider training or hiring a GIS staff member to prepare all needed engineering and planning maps in-house.

Under An Expanded SOI

When the current director of Public Works retires, the City should consider hiring a licensed professional Civil Engineer, rather than promote the Senior Maintenance Official. This practice has had many benefits in past years , primarily for detailed knowledge about the City's infrastructure and potential problems. A professional engineer would be able to take over some of the contract City Engineer's work load on subdivisions and field investigations.

4.3 Water Department

4.3.1 Existing Levels of Service

The City of Corning supplies domestic water to residents located within the City limits. City water originates from ten well locations, which consist of deep well turbine pumps that pump ground water from the deep, unconfined aquifer located beneath the City (Corning 2003). Well locations are provided in Table 7, below and are illustrated on Figure 13.

Table 7. Existing Water Well Locations

Well ID#	Location (nearest intersection)	Remarks
5210001-001	NW corner of Colusa/6 th Streets	
5210001-002	NW corner of Blackburn/Marguerite Avenues	
5210001-003	NW corner of Butte/3 rd Streets	
5210001-004	100 feet N of Taft/Houghton Avenues	
5210001-005	NE corner of Walnut/Peach Streets	
5210001-006	600 feet S of SR 99W/South Avenue	Petro Well
5210001-007	600 feet S of SR 99W/South Avenue	Petro Well
5210001-008	400 feet S of Blackburn/Edith Avenue	
5210001-009	100 feet W of El Verano/Divisidero Avenues	
5210001-010	600 feet E & 900 feet N of SR 99W/Loleta Avenue	

The well sizes range between ten and 14 inches and extend 265 to 740 feet below the surface. They are pumped with a 40 to 100 horsepower turbine or submersible pump and have a pumping capacity of 230 to 920 gallons per minute (Corning General Plan 1994: Appendix 5-C).

Water quality is generally good, but three additional wells remain off line due to detected or imminent contamination by Tetrachloroethylene (TCE) or Methyl Tertiary Butyl Ether (MTBE). The Regional Water Quality Control Board is currently monitoring the contamination and is facilitating remediation.

In 1994, 1,863 connections to the water distribution system were present in the City of Corning. They include 1,631 residential, 212 commercial, 5 industrial, and 15 public authority connections. All connections are operated on a metered rate

system, and all agricultural irrigation water is provided from outside sources (Corning General Plan 1994:5-9). In 1994, there were approximately 23 miles of water mains (121,200 linear feet) and two water storage tanks to equalize pressure. One 100,000-gallon tank is located at Third and Butte streets. The elevated 100,000 gallon tank is no longer in use. Water lines in the City are typically eight inches in diameter, with a range from four to 12 inches (2005 DPW 2004/2005 Capital Improvement Summary).

The Department of Public Works conducts periodic testing of water quality and publishes an annual Water Quality Consumer Confidence Report. In March 2002, the California Department of Health Services conducted a Drinking Water Source Assessment Program (DWSAP) on seven of the ten City wells (2004 Water Quality Consumer Confidence Report). The study concluded that these wells are vulnerable to contamination from various sources of pollution, including agriculture, dump sites, industry, grazing, and septic systems. Currently, all wells have variable speed controls.

Microbiological analysis of water in the distribution system is required by State law. "Each month one water sample is taken from each sampling station with a minimum of two stations being sampled each week, and three sites sampled on the last week of the month for a total of nine samples monthly" (2004 Water Quality Consumer Confidence Report). In 2004, the Houghton Avenue sample site tested positive for non-fecal Coliform bacteria several times over a three day period. The system was subsequently flushed, and all tests following were negative for non-fecal Coliform.

The City also tests the water system for lead and copper contamination. In 2004, lead was not found, but the copper was present, below levels requiring remediation. A number of additional elements and chemicals, most naturally occurring, have been identified during testing.

All residential and commercial water service customers in the City are metered for water use. A fixed monthly rate includes the first 4,000 gallons of water, plus \$1.05 per thousand gallons above the base amount. These fees fund the operation and maintenance of the water system.

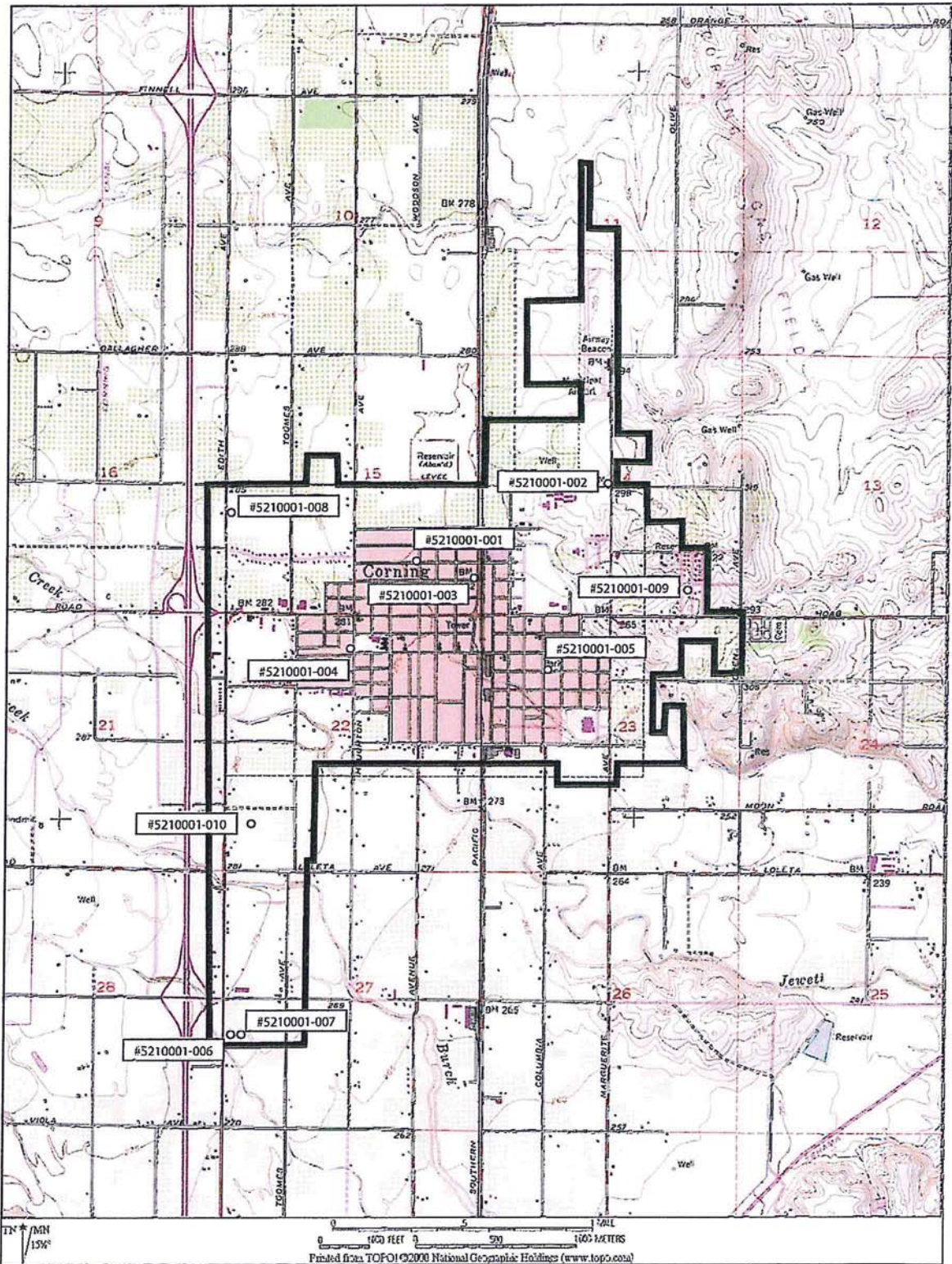


Figure 13. Locations of existing water supply wells.

4.3.2 Efficiencies and Strengths

The City made improvements to the water distribution system a priority in recent years. Annual expenditures increased by \$98,376 over the past year, which translates to an increase of \$13.95 per capita. This follows a trend of expenditures around \$660,000 annually and approximately \$97 per capita. The increased allocation of funding was for improvements to the water system, including the installation of Variable Frequency Drive Systems to adjust pressure to the demand level, remote monitoring of system status, installation of four diesel powered standby power generators, and replacement of over 52,000 feet of water and sewer lines (2004 Water Quality Consumer Confidence Report).

4.3.3 Deficiencies

Under Existing Conditions

Currently, the chlorination injection system is designed to inject chlorine into the well at the pickup screen, which requires that the chlorination system be turned off temporarily. An improvement to the chlorination injection system is currently proposed as a capital improvement. The new system would allow the City to extract raw water samples without disengaging the chlorination system and would inject the chlorine into the discharge pipe emerging from the well (2005 DPW 2004/2005 Capital Improvement Summary).

The City recognized early the need to plan for future well sites. According to the 20 year plan, the city will be adding nine well sites, to be acquired during the subdivision process.

Under An Expanded SOI

The Department of Public Works estimates that one water department employee is required for approximately every 600 connections, or approximately 150 acres of residential development (Tom Russ, personal communication April 5, 2005). Currently, the Public Works Director is the only City employee partly assigned to the water department. If the City SOI grows to include the expanded sphere (4,885 acres) and assuming that a ratio of 600 connections per employee is accurate, an additional 32.5 employees would be required to staff the water department. Such an increase in staffing for the water department is currently not feasible; however, increasing the efficiency of the water distribution system may produce the same result.

Currently, the water distribution lines maintained by the City do not extend beyond the City limits into the areas proposed for annexation. Distance from the existing City lines to areas proposed for annexation varies from 200 feet to 0.25 mile. Future developments will be required to extend water lines and loop the distribution system whenever feasible to provide required fire flows and minimize dead end water lines. According to the 20 year plan, the City will need to add nine new well sites, to be acquired during the subdivision process. Developers will also be required to dedicate land for future well sites, and may be required to

construct new wells, pumps, controls, and other appurtenances to City standards. Additionally, while current City distribution lines are currently adequate in size, some do not have the capacity or standards required to support future developments. Some water lines may need to be replaced completely with larger pipes in order to serve residents in the expanded sphere (Tom Russ, personal communication April 5, 2005). The cost of these improvements related to increased development will be borne upon the developers through impact fees or required construction or replacement of facilities. Master drainage, wastewater collection and roadway system plans will be needed to efficiently handle additional development surrounding the existing city.

4.4 Sewer

4.4.1 Existing Levels of Service

The sewer system collects wastewater from all City residents and businesses and transports it to the Wastewater Treatment Plant (WWTP) southeast of the City. The sewer collection system is composed largely of lines measuring six or eight inches in diameter that extend down the centerline of City alleys and streets, with a number of open sewer laterals and rain gutters connected to it that allow rainwater to enter the sewer system during peak flows.

ECO Resources, Inc. is a private contractor that operates and manages the WWTP; the sewer system throughout the City is installed, maintained, and repaired by the City. Sewer main maintenance, such as annual sewer line and storm drain cleaning, is also provided by contract with ECO Resources, Inc.

The City budget for the sewer department allocates the majority of funds (81 percent) to capital improvements and the balance (19 percent) to maintenance.

4.4.2 Efficiencies and Strengths

The City's original sewer system was constructed over 85 years ago, eliminating the problem of mixed sewer collection and septic tank systems in the City. Coming has been proactive in maintaining its sewer system – it replaced the majority of the old sewer lines between 1997 and 2000 to avoid costly repairs and replacements in the future, and in anticipation of growth. This also reduced problems with infiltration and inflow. The funding for the replacement project came from a Farm Home Loan, and the project was carried out in three stages. In all, approximately 35,700 linear feet of sewer lines were replaced at a cost of \$3,077,945.

4.4.3 Deficiencies

Under Existing Conditions

Currently, the City's sewer system is opened to storm water runoff during peak flow events. Because this storm water becomes mixed with wastewater, it cannot be legally discharged without being treated at the WWTP. This additional flow

creates larger volumes of water to be treated and stresses the capacity of the WWTP. Recommendations for addressing storm water runoff are contained in Section 4.6.

One of the primary deficiencies is that department staff is not available to conduct necessary smoke testing of the sewer mains to check for cracks or leaks, which could result in contamination of groundwater with untreated sewage. Cracked lines also allow infiltration of ground water to occur, and use wastewater treatment capacity.

A number of future capital improvements are also needed, totaling \$1,234,500. These include the extension of sewer main lines, improvements to the lift stations, and future sewer expansion engineering.

Under An Expanded SOI

The sewer collection system is composed largely of lines measuring six or eight inches in diameter. While these lines appear to be suitable to the current City population, increased flows may require the replacement with larger diameter collector and trunk lines to serve new areas.

The proximity of existing sewer lines to future annexations varies by location. In some areas, the existing system is in close proximity – between 200 and 1,500 feet. Other areas face challenges in connecting to the system, largely due to changes in topography and sheer distance. These areas may require the construction of new lines and lift (pump) stations to raise the wastewater to a higher elevation to continue gravity flow at an acceptable slope and depth (Corbitt 1999:6.51).

In anticipation of the growth and development of outlying areas, the City prepared estimates for design and construction of new trunk sewer and water mains in the northwest and southwest areas of Corning. Current projections indicate that the northwestern area of Corning (Blackburn Avenue to Gallagher and Interstate 5 to Highway 99-W) will require \$622,000 for sewer improvements. The southwestern area (Fig Lane to Viola Avenue, and Interstate 6 to the Northern Pacific Railroad) will need \$2,542,500 in funding (Northwest and Southwest Corning Area Drainage Study and Assessment of Related Water, Sewer, and Street Needs 2005). The sources of funding for these projects will include impact and annexation fees.

4.5 Wastewater Treatment Plant

4.5.1 Existing Levels of Service

The City's Wastewater Treatment Plant (WWTP) is situated between Corning and Sacramento River off Gardiner Ferry Road, approximately 3.5 miles east of the City. The WWTP is operated by ECO Resources, Inc. under contract with the City of Corning to maintain the sewer collection system and to coordinate with

the Regional Water Quality Control Board (RWQCB) and Air Resources Board. Eco Resources, Inc. staffs the WWTP with one plant manager and four employees.

The WWTP uses an activated sludge system to treat domestic wastewater from the City. Current facilities include nine sludge drying beds, two clarifiers, an oxidation ditch, an equalization basin, sludge decant tank, a chlorine building, and administrative offices. The expansion includes the construction of a third clarifier and three sludge drying beds, installation of replacement equipment, and other modifications. Influent is treated using a combination of physical and chemical means. Treated sludge is removed annually and is transported to a facility in Dixon, California for land application. Treated effluent is discharged into the Sacramento River under a permit from the RWQCB.

The plant previously received pre-treated wastewater from Bell Carter Foods, Inc. With the construction of a new Zenon filtering system, Bell Carter pulled out of the WWTP.

The facility is permitted by the RWQCB to discharge up to 1.4 million gallons per day (mgd), but has a capacity of 1.0 mgd. Plans to expand the WWTP to a capacity of 1.4 mgd (1,818 additional homes/220 gpd per home/450 acres) were initiated in 2002, followed by the preparation of an Environmental Impact Report. Construction is underway and scheduled for completion in December 2005 and is being funded by a Rural Farm Home loan and new sewer rates and connection fees.

The WWTP currently operates with a budget of \$565,528 per year, most of which (97 percent) is allocated to operating expenses related to contract management. The balance is used to fund replacement machinery, equipment, permits, testing, and other similar needs. A loss of \$225,000 per year has been realized by the City with the withdrawal of the Bell Carter plant effluents from the WWTP.

4.5.2 Efficiencies and Strengths

The City's use of contracted professional services for the operation and maintenance of the WWTP indicates that the City recognizes the need for specialized labor and efficient expenditure of public funds. Doing so releases the Department of Public Works from staffing and operating the WWTP to focus attention on other City matters. The use of such a qualified contractor to manage the WWTP has resulted in accolades from the RWQCB during plant inspections for operation and maintenance, compliance, and safety.

The City is also making regular improvements to the WWTP. For example, the City has recently constructed three sludge drying beds, purchased chlorine and influent samplers, replaced a sludge valve, and made other routine improvements.

4.5.3 Deficiencies

Under Existing Conditions

At the present time, the expanded WWTP will be able to accommodate an additional 2,072 homes in the City at a typical generation rate of 193 gallons per household per day. Assuming 2.76 residents per household, this equates to an increased capacity capable of serving 5,718 people. This capacity will suffice for the immediately foreseeable future growth, but is insufficient under an expanded SOI.

Under An Expanded SOI

Assuming that future development of the City averages to a low density level (single family units), 24,261 new residents will be living in Corning (Table 3). In addition to the existing population of 7,028, the estimated future population total is 31,289. The 2000 Census data for Corning indicates an average of 2.76 persons per household. For a population of 31,289, approximately 11,336 households will exist in the City ($31,289 / 2.76$). At a rate of 193 gpd per household, the WWTP will expect to receive 2.18 mgd. The City will be required to expand the WWTP by 0.78 mgd again in the future.

This is only an estimate; the composition of future development will determine the necessary capacity of the WWTP. For example, on average, per capita sewage flow is approximately 116 gallons per day (gpd), but can vary between 75 and 125 gpd depending on a number of factors, including climate, location, extent of industrialization (Corbitt 1999:6.19), the use of low-flow devices, or the extent of water conservation measures. Normal flow in the City of Corning is currently 193 gallons per household per day, but may increase or decrease according to the density of development that occurs in the future.

4.6 Storm Water Drainage

4.6.1 Existing Levels of Service

The city uses a combination of underground pipes and surface channels to drain storm water from improved areas of the City. The main surface channel is the Blackburn–Moon Drainage Ditch, which is a highly modified natural channel. It is used to collect storm water drainage and direct it out to the WWTP for eventual discharge to the Sacramento River. Jewett and Burch Creeks are perennial streams; Jewett Creek originates west of Corning and flows through the southern portion of the City. It receives some surface drainage from less intensely developed portions of the City. In the late 1980s, it was planned as a major collector of storm water drainage from the southern portions of the City.

4.6.2 Efficiencies and Strengths

The Public Works Department exercises prudent fiscal responsibility in dealing with large laborious tasks. For example, it contracts out for an annual cleaning of the City Storm Drain System to improve water flow throughout the City during the

winter rainy season. This has been proven to be extremely successful when maintained on an annual basis. In addition, the City has replaced several storm drain lines to relieve flooding during heavy rain events. Some of these new storm drains were paid for and installed by developers in lieu of drainage and development fees.

4.6.3 Deficiencies

Under Existing Conditions

Drainage inside the City is difficult because of the flat topography of the area. An expansion of the storm water system will actually improve the current drainage situation because it will allow surface runoff to flow away from the City. Onsite detention facilities are standard for commercial developments. The current standard for detention is to meet the needs of a 25-year storm for a period of four hours. These standards are currently being met; however, the two regions of concern for the City are between the City and the Sacramento River, and just west of Corning in the Red Hills area. The City needs to revisit the concept of a Master Drainage Plan to reduce loads on the City's WWTP and to more efficiently handle drainage. The City is currently studying the issue of storm water system improvements between Gallagher and North Street, across to Highway 99.

Under An Expanded SOI

Significant problems will be generated as more development occurs in the northeastern portion of the City. In this location, there is more variation in topography, and access to the Blackburn-Moon Ditch will require lift stations for storm water flows. The City has developed a policy of onsite retention. Such a policy should also be developed in consultation with the county's Mosquito Abatement District, if the current balloting allows for the expansion of the District to include Corning.

4.7 Streets

4.7.1 Existing Levels of Service

The circulation system consists of a combination of City roadways, connecting County streets, and State and Federal highways. The City, alone, has a total of 33.3 miles (68.4 lane miles) of maintained roads. Of those, 46 percent have deficient pavement conditions, 23 percent are in poor condition, and the remaining roads are in good condition.

The General Plan (Corning 1994) projected that traffic will increase at all intersections and roadways within Corning at maximum build-out. The only intersection or roadway that falls below the Level of Service (LOS) C is the South Avenue and 99W area. Part of the reason is the high volume of heavy truck traffic and projected future automobile and truck traffic as development increases along the 99W corridor.

The traffic lights are owned by The City of Corning; however, through an agreement with Pacific Gas and Electric Company, the City pays a flat rate charge on each light for electricity and maintenance. The City owns and pays the electric bills for the three traffic signals on Solano Street and for the red blinking light at South Avenue. The street lights are owned by Pacific Gas and Electric Company.

The Street Maintenance division is responsible for numerous tasks, including: street patching, grading, and leveling; repair and replacement of curb, gutter, and sidewalk; street sign installation, and maintenance. These activities are funded primarily through the Transportation Development Act Fund, Gas Tax Revenues, and a small amount of funding from the City General Fund.

4.7.2 Efficiencies and Strengths

The City has identified improvements intended to accommodate projected traffic volumes and help maintain the City's LOS policy. Included in the recently completed street projects are miscellaneous asphalt repairs in the northwestern portion of the City, ongoing street patching caused by rain damage, and street sweeping by Corning Disposal under a Franchise Agreement. The annual City budget for streets is \$406,903. In addition, the City has recently been granted funding under the Transportation Enhancement Funds to improve sections of downtown Corning, in compliance with the City's Streetscape Master Plan. The Revolving Curb and Gutter Program has also been very successful, providing most residents living on City streets with curbs and gutters. This program not only improves City appearance, but also improves drainage and reduces repair costs due to flooding. However, this program has been suspended due to a lack of funds.

4.7.3 Deficiencies

Under Existing Conditions

City and County pavement has suffered from years of funding shortfalls for maintenance and rehabilitation. At least 900 (38 percent) of the 2,400 lane miles of streets and roads maintained by Tehama County are deficient and need rehabilitation. In addition, some of the right of way widths are only 40 feet, which is less than the minimum 60-foot width city requirement. These substandard streets must be reconstructed and brought up to city standards when the properties adjacent to the roads are developed. The cost of this improvement will be borne by the developers of the adjacent land.

The City of Corning estimates that it would cost \$9,900,000 to reconstruct and rehabilitate all pavements to good condition. To maintain the current level of pavement condition with no overall improvement it is estimated it would cost the City \$685,000.

The necessary rehabilitation of roads that the City will be acquiring through an expansion of the SOI will be funded, in part, by the new development. Developers are currently responsible for full improvements of the lane adjoining the project and 12 feet of the adjacent lane. There are currently no funds for the roads to be connected to the existing roadways between improved areas. Some of these improvements will be funded by traffic impact fees.

Street signage in the City also needs to be standardized, particularly in the downtown business district where tourists and travelers most often visit. Arterial road signs should be clearly posted with reflective lettering. The City currently spends approximately \$3,000 per year to replace missing and damaged street signs and lacks funds to replace all signs to the same standard.

According to the General Plan (Corning 1994), the Planning Commission identified some overall concerns and important issues for future development. These include: 1) the need to protect future east-west and north-south right-of-ways for an efficient circulation system; 2) residential driveway access to arterial roadways; 3) the lack of access to land east of Southern Pacific Railroad and west of the airport; 4) the high accident rate at Toomes and Solano Street; 5) the traffic count program initiated by the City; and 5) the need for a contiguous bicycle path system.

Under An Expanded SOI

As the City annexes more County areas, the amount of substandard roads will increase, more than doubling under the expanded SOI. As new properties develop, the developers are required to provide street improvements, including at least one lane, curbs, gutters, and sidewalks. If development occurs in a patchwork fashion across the City's new SOI, this will result in a mix of poor and substandard roads connected to improved roads in front of subdivisions.

4.8 Corning Airport

4.8.1 Existing Levels of Service

The Corning Municipal Airport is situated on Marguerite Avenue, north of Blackburn Avenue in northeastern Corning. Currently, the airport facility is composed of approximately 179 acres of property that contains one runway measuring 2,700 feet long and 50 feet wide and a small terminal and hangar area. The airfield is capable of supporting single-engine aircraft weighing no more than 12,000 pounds. Fifteen hangars and open tiedown positions can support the storage of nearly 50 aircraft (Wadell 2003 a, b).

4.8.2 Efficiencies and Strengths

The airport serves aircraft owners from eight northern California counties, including Tehama, Butte, Shasta, Glenn, Yuba, Trinity, Mendocino, and Siskiyou. More than half of the owners of aircraft using the Corning Municipal Airport are from other counties (Wadell 2003 a, b), indicating that the Corning airport fills an

important niche in northern California for small aircraft owners and may help attract non-local dollars to the Corning community.

4.8.3 Deficiencies

Under Existing Conditions

Aviation forecasts were conducted by Wadell Engineering (2003 a, b) in conjunction with the *Corning Municipal Airport Master Plan / 2020*. The forecasting predicts an increase in local aircraft use that corresponds to the growth in population, which requires the expansion of airport facilities. Currently, plans are underway to expand and improve upon the existing airport to meet the current and future needs of Corning through the year 2020. The City of Corning proposes to construct a 1,500 foot northerly extension and a 900 foot shortening of the southern portion of the existing 2,700 foot runway. A new taxiway, expansion of the apron area, construction of hangars, and expansion of utility and drainage systems, navigational aids, airport fencing, and landscaping are currently proposed (Wadell 2003).

Under An Expanded SOI

As currently designed, the expansion of the Corning Municipal Airport appears to be sufficient to accommodate increased growth.

4.9 Transportation Center

4.9.1 Existing Levels of Service

The City's Transportation Facility is located on the southeastern corner of Solano and Third Streets. The complex is composed of a park and ride lot, a Greyhound Bus ticket office and passenger waiting area, the Depot Café, and office space occupied by the Corning Police Department, Neighborhood Watch Volunteers, and the Tehama County Probation Department. The City maintains the grounds and building, however, janitorial services remain the responsibility of the lessees.

4.9.2 Efficiencies and Strengths

The Transportation Center is centrally located across from City Hall and provides a convenient place for residents and visitors using the bus system. In addition, the presence of law enforcement helps to minimize crime. The Transportation Center is served by TRAX bus system, which is funded by the County and cities.

4.9.3 Deficiencies

Under Existing Conditions

The Greyhound Bus ticket office and passenger waiting area are currently without an operator; however, this lies outside of the responsibility of the City.

Under An Expanded SOI

An increase in population associated with an expanded SOI will simultaneously increase the number of passengers using the Transportation Center. Because many of the proposed developments will likely be filled by commuters in the outlying communities, these new residents may not use the Transportation Center. The City could promote a Ride-Share program to encourage commuters to use the facility, which would also reduce congestion on City and County roads.

4.10 Library

4.10.1 Existing Levels of Service

The Corning Public Library is a City-owned and County-operated facility located at 740 Third Street, near the intersection of Third and Solano streets. Additional cost sharing, in the form of City-funded janitorial, landscaping, and maintenance services, is funded through property and sales taxes in the City's General Fund. The rest of the operational expenses are funded by the County and from interest acquired from a \$150,000 trust fund. The City provides \$800 per year for periodicals, and the Friends of the Library hold book sales once each year to raise funds for new books.

The library is currently staffed by one full-time librarian and five volunteers; however, the library also participates in the federally funded Green Thumb Program that allows the library to employ one part-time employee to work twenty hours a week. The staff manages 20,000 volumes and has 3,000 to 4,000 cardholders. Due to budget constraints, the library has reduced its staff and hours open to the public.

4.10.2 Efficiencies and Strengths

The library building is in good condition. Recent upgrades and maintenance include the replacement of the roof in 2000 and the air conditioning system in 2003. The City and County have been engaging in cost-sharing measures, including the installation of a new computer system, for which the City contributed \$4,000.

4.10.3 Deficiencies

Under Existing Conditions

The Friends of the Library would like to have a new building large enough to have a separate meeting room with a small kitchen for their meetings. It is recommended that the Friends of the Library raise funds or obtain a grant to lease a new building for meetings. More frequent book sales using donated items may generate significant capital to aid in the purchase of new books and periodicals for the library.

Overall budget constraints make the future of the library uncertain due to possible closure or further cuts. The City of Corning should monitor the status of

the library system in Tehama County in order to protect the interests and enhance the quality of life of local residents concerned with the Corning Public Library.

Under An Expanded SOI

The existing library currently has limited staff, facilities, and funding to accommodate the existing population. As development occurs, revenue from property and sales taxes would be added to the City's General fund, which could finance the expansion of future library services.

4.11 Parks

4.11.1 Existing Levels of Service

The City of Corning currently owns and maintains six City parks and a small plaza totaling approximately 18 acres: Estil C. Clark Park, Woodson Park, Yost Park, Flournoy Memorial Park, Children's Memorial Park, North Side Park, and Martini Plaza. Figures 14 and 15 illustrate the location of parks within the current City limits and within the proposed expanded SOI.

Estil C. Clark Park is the largest city park. Facilities include a new little league field constructed in 1995, the old little league field, a tee ball field (built in 1998), concession building, announcer's booth, and bleachers. Recent improvements were made to the bleachers in 1989, the concession building, and the announcer's booth. Other improvements include installation of new metal roofs for the dugouts, a chain link fence for child safety in 1995 and 2005, a new sprinkler system in 1995, and upgrades to the electrical panel and scoreboard in 1998.

Woodson Park contains a playground with equipment and picnic areas set within shady olive trees. Since 1997, improvements have been made including new tops and seats for the picnic tables and benches, repositioning of the playground equipment, and construction of a six inch cement berm around the equipment to contain the pea-gravel bases.

Yost Park includes a playground and a baseball field with a recently built concession room, announcer's booth, and roof canopy for the bleachers. Improvements in 2001 include addition of lava sand to the infield, installation of a six foot chain link fence along First Street and Tehama Street for child safety, relocation of playground equipment, installation of a six inch berm to contain pea-gravel, and electrical improvements. In 2004, a fallen wooden roof with supports was replaced with a metal roof.

Children's Memorial Park contains a grassy area and playground. The metal playground equipment includes a swing set, moon climber, and a slide. A six-inch cement berm for pea-gravel was added in 1997. A pump house located in the

park subject to frequent vandalism and requires high maintenance. Public Works has installed 1/8 inch steel panels around the building to keep out vandals. North Side Park features a Junior Olympic size swimming pool with a smaller pool, a two-court lighted tennis court, playground area with equipment, barbecues, a fenced play area including equipment for small children, water fountains, a basketball court, and a sand-filled volleyball court. Recent pool improvements include replacement of the pool bleachers due to warping in 1995, replacement of wooden steps with cement steps in 1995, new plaster for the pools in 2003, replacement of concrete pool decking in 2003, replacement of underground plumbing and electrical in 2003, and two new outdoor lights in 2003. Playground improvements include installation of a six inch pea-gravel containment area with cement berms in 1999, new playground equipment in the Kiddy Park in 2003, and construction of a concrete block restroom facility in 2003.

Flournoy Memorial Park is a small neighborhood park containing picnic areas with tables and grills, a sprinkler system, and a playground area with wooden equipment. Martini Plaza is the newest addition to the Corning parks system. This small downtown plaza contains restrooms, picnic tables, and a water fountain.

4.11.2 Efficiencies and Strengths

Existing City parks offer many recreational opportunities to residents of and visitors to Corning. Community involvement, business donations, and agency cooperation have all been key elements in park improvements and maintenance. Community groups involved in recent improvements include the Volunteer Park Improvement Committee, the Rotary Club, the Exchange Club, the Lions Club, the Volunteer Fire Department, Corning Little League, and the Veterans of Foreign Wars. Businesses have donated materials for park improvements, and the California Division of Forestry inmates from Salt Creek Camp have provided labor for several improvements.

Recent park improvements include sprinkler system installation, picnic tables and benches repair, fences, playground equipment repositioning, bleacher improvements, scoreboard upgrades, and child safety improvements as well as improvements to utilities including plumbing and electrical systems. Ongoing maintenance includes landscape maintenance, restroom maintenance, and graffiti removal.

4.11.3 Deficiencies

Under Existing Conditions

Currently, parks are distributed across the City in a northwest to southeast trending band. Park facilities are noticeably absent in several areas within the existing City limits. The southwestern portion of the City lacks park facilities, but this area is largely commercial. The west-central and south-central areas of the

City are also without nearby parks. These deficiencies will become more pronounced with an expansion of the City limits.

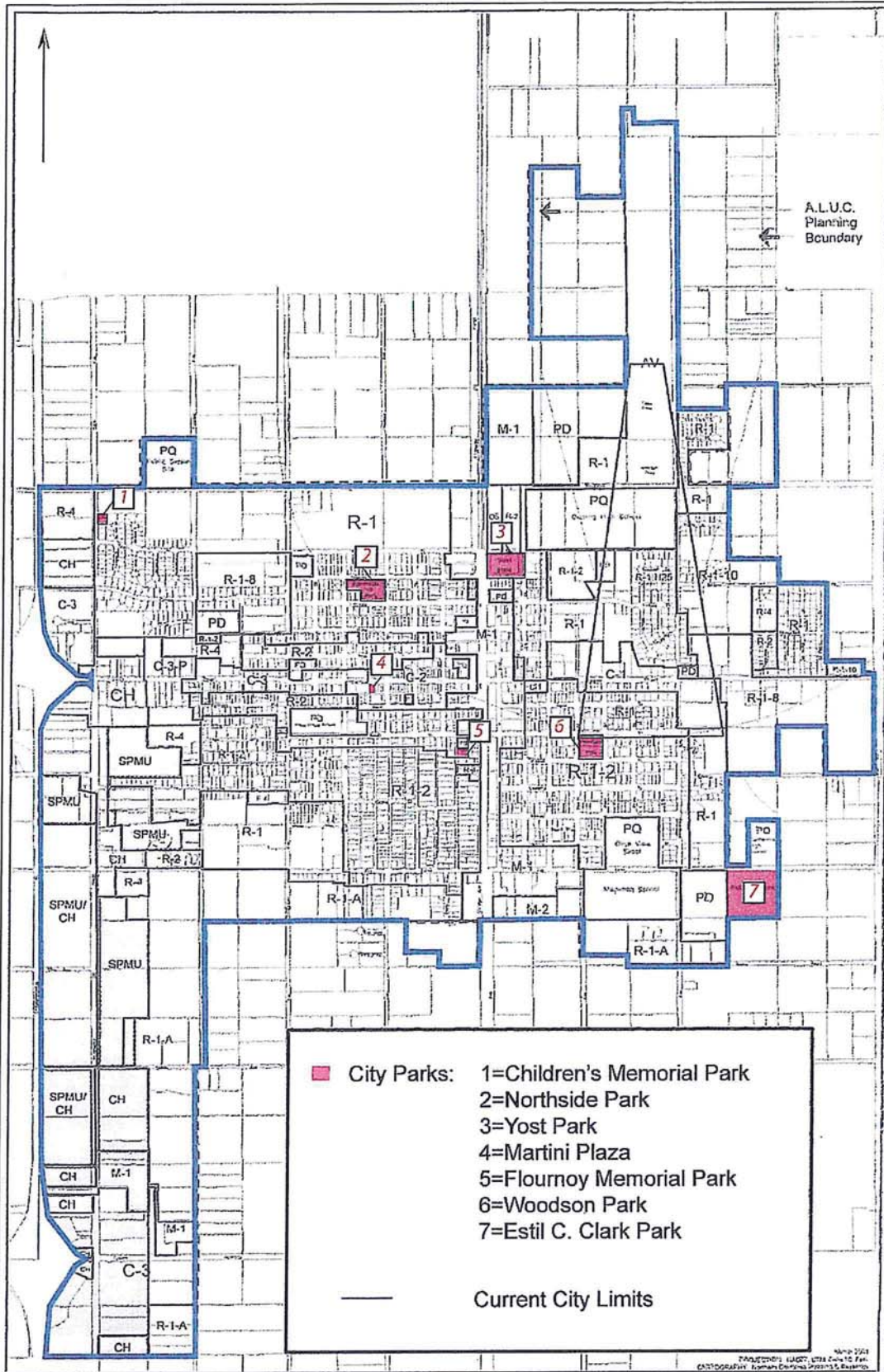


Figure 14. Location of existing City parks.

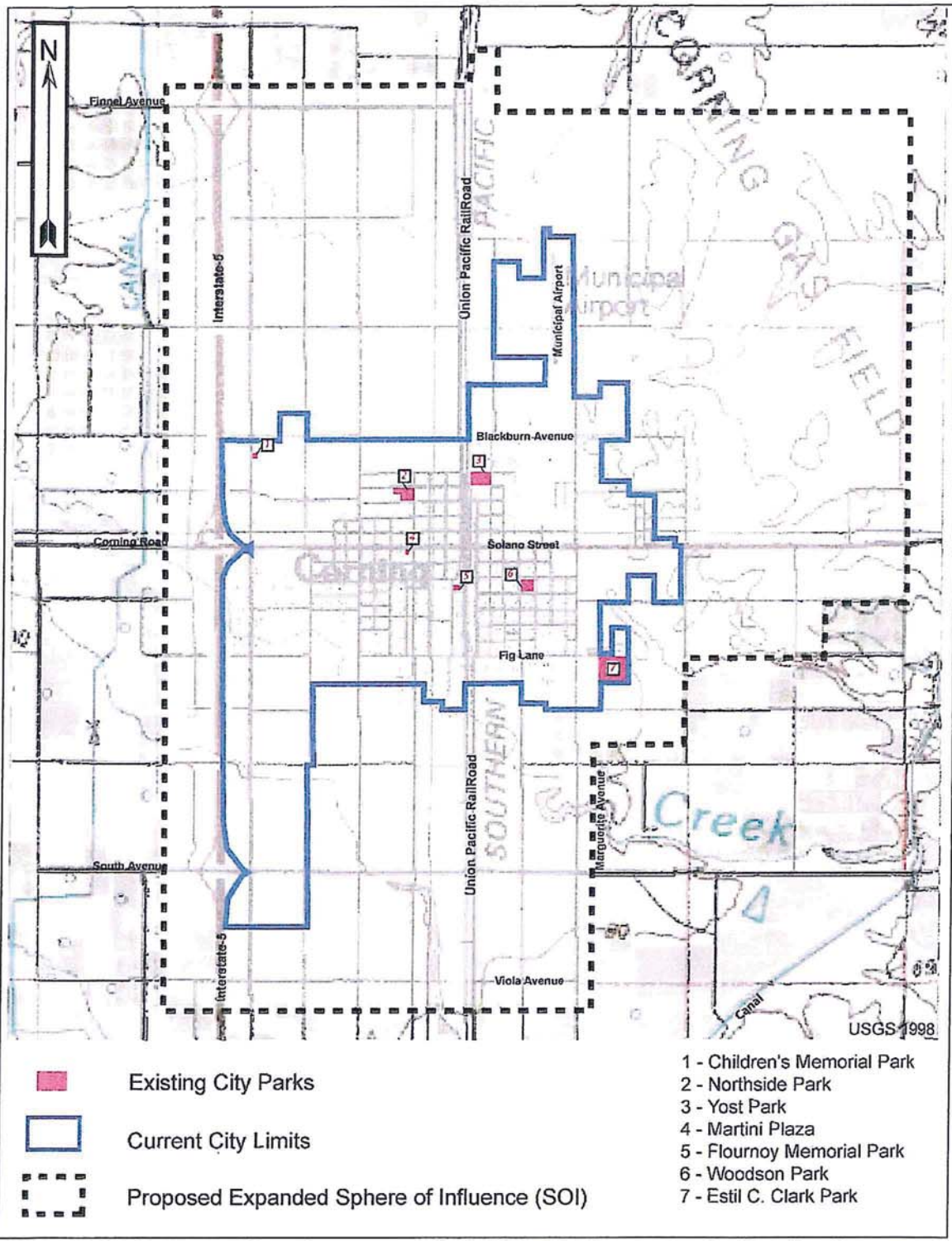


Figure 15. Current City plus expanded SOI relative to park distribution.

Under An Expanded SOI

Population projections by the City (Tables 4 and 5) indicate a future population of at least 30,000 new residents in the foreseeable future, based on the current trend of medium to high density development. Including the current population, the City of Corning will serve approximately 37,000 residents, which is about five times the current population.

Currently, the City's population of 7,028 has access to six parks totaling 18 acres of space, yielding a ratio of about 1,171 people per park and 0.0025 acre per person. Without the addition of new parks, future populations could result in a ratio of over 6,000 residents per park, causing overcrowding of facilities and deterring many residents from using the parks. To mitigate these problems and to continue to provide recreation opportunities in the City, the City will need to construct new park facilities. At least 75 acres of park or recreation space will need to be constructed in the future to accommodate the projected growth of the City. These facilities should be constructed in areas that are experiencing the most residential growth, such as the northeastern portion of the City and sphere.

The addition of new park facilities could occur at a lower than anticipated cost to the City under certain situations. For example, the City could raise development impact fees or require dedication of lots as green space or small parks to serve new developments. In addition, the City could enter into agreements with new schools, built in response to increased growth, to have shared playground and recreation facilities. A number of cities in the Northern Sacramento Valley take advantage of such cooperatives to share the cost of maintaining park space.

4.12 Community Events

4.12.1 Existing Levels of Service

The City of Corning provides funding for necessary materials and supplies, such as printing, postage, and rental for a number of community event activities. These include Hometown Christmas, the Olive Festival, and the May Madness Car Show. The Hometown Christmas is a week-long period with many diverse events including the Miss Corning Pageant, Christmas Tree Lane, a parade, and business-related activities such as sidewalk sales and seasonal promotions. The Olive Festival celebrates the Corning area as a national leader in olive production and supports the sizeable local olive industry through promotion and sales. This regionally unique event is advertised in automotive and travel publications, and has the potential to attract visitors from many parts of the state. The May Madness Car Show is an increasingly popular event, displaying vintage and show cars for several days.

The City currently provides financial support for three community events. Hometown Christmas and The Olive Festival lend direct support to local businesses and products through sidewalk shopping events and local business

promotion. The May Madness Car Show supports the local economy through event-generated sales, such as food and drinks sold to visitors. The May Madness Car Show also generates indirect benefit for local car dealerships, who gain exposure and potential future auto sales.

Financial support by the City for these events has totaled just \$5,845 for the combined fiscal years of 1999 through 2004. Figure 16 illustrates annual community event expenditures by the City. Expenditures include materials and supplies, and rentals and leases, for each fiscal year.

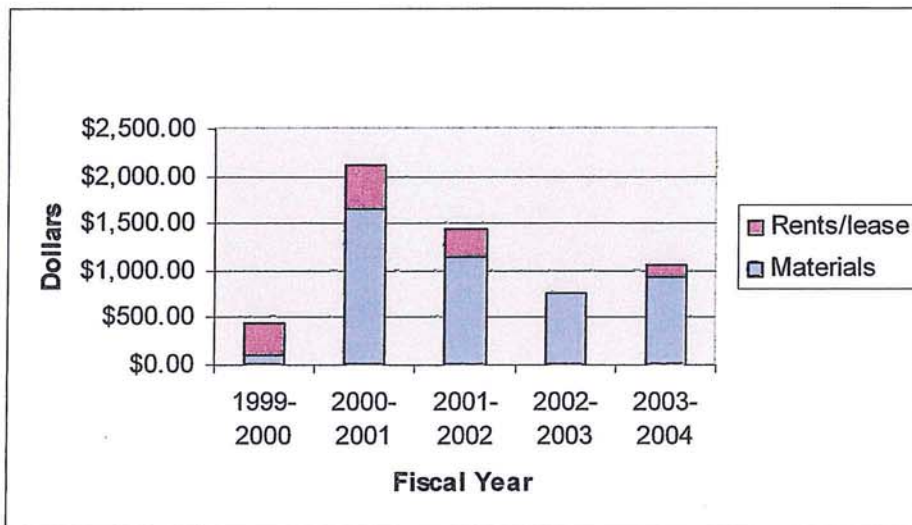


Figure 16. City expenditures on community events since 1999.

4.12.2 Efficiencies and Strengths

City-supported community events are a popular way for the local government to interface with the public and generate positive community-based involvement. Public support of events such as the annual Car Show is increasing, as evidenced by the large turnout in 2005, despite inclement weather.

Community events are supported in many ways, including joint efforts between the City and local organizations, as well as corporate and private sponsors. Popular events can generate support through volunteer and committee involvement. The Corning Chamber of Commerce, with the help of organizations such as the Volunteer Committee and the Recreation Commission, plans, organizes, and conducts community events from year to year, often at no cost to the City. Financial support from the City, when needed, is often minimal.

4.12.3 Deficiencies

Under Existing Conditions

Because most of these events occur on an annual basis, the opportunity for the community to enjoy benefits from them is limited. More frequent events, such as a weekly farmer's market, would allow the City and community multiple opportunities to engage in and benefit from these activities.

Interviews with local motel managers suggest that community events have yet to generate significant revenues in the form of transient taxes from lodging. However, large events from surrounding communities, including graduation weekend at California State University, Chico and the Red Bluff boat races, have had a significant impact upon lodging revenues in recent years. Regionally unique events such as the Olive Festival have the potential to attract lodging revenue with increased out-of-area advertisement.

Under An Expanded SOI

As the population increases under an expanded SOI, so does the need to provide adequate community involvement opportunities. Because a large part of current development is occurring on the periphery of the City, lack of adequate community events could lead to a decentralized population and a deterioration of the core City business district. Encouraging popular community events near the City core would help support local businesses, further encourage volunteer involvement from the local community, and establish strong community-based bonds that would benefit the City in many ways. Additionally, community events and involvement help deter crime and delinquency through creating positive opportunities and examples for the younger generations.

The creation of additional community events is an opportunity to guide the development of the expanding community by supporting those characteristics deemed most valuable, as well as improving conditions resulting from rapid growth. For example, creation and support of a downtown Farmer's Market would celebrate local agriculture, provide small business opportunities to the community, and draw both community members and visitors to the core business district on a regular basis. This would also involve more residents who are employed outside of the City during the work week.

4.13 Building and Mechanical Maintenance

4.13.1 Existing Levels of Service

Building and mechanical maintenance is carried out on all City buildings under the direction of the Director of Public Works, and includes work done by Public Works personnel and outsourcing on large projects.

The City has a regular program for maintaining buildings and offices in good condition. Building upgrades and repairs are prioritized according to need, and

completed when funds are available. The Future Capital Improvement budget includes \$1,799,000 of major and minor repairs. The largest item in the budget for the future is property acquisition and construction of a new Community Center.

4.13.2 Efficiencies and Strengths

Currently, the City contracts out janitorial services for all City offices and buildings, which is a cost-effective measure.

4.13.3 Deficiencies

Under Existing Conditions

Some projects may have to be postponed because of the ongoing budget problems. In addition, the City needs a better method for keeping track of maintenance needs on a systematic basis. A well-designed system will alert Department heads when equipment or major building repairs and replacement are needed.

Under An Expanded SOI

There will be little change associated with an expanded SOI, although the city may have to develop more space for some of its departments, which will increase maintenance costs.

4.14 Rodgers Theatre

4.14.1 Existing Levels of Service

The Rodgers Theatre, located at 1217 Solano Street, is owned by the City of Corning, but operated by a contracted concessionaire for showing of movies. The City has been periodically responsible for paying all electrical and natural gas expenses when ticket sales are down. The theatre is open to the public for plays, meetings, and other events and is rented for a nominal fee to cover expenses.

4.14.2 Efficiencies and Strengths

The Rodgers Theatre provides a convenient venue for a variety of public events, including conventions, meetings, or humanities events. The community's support of the building was shown with the expenditure of \$30,000 from the Rodgers Theatre Trust Fund to rehabilitate the marquee in 2003/2004.

4.14.3 Deficiencies

Under Existing Conditions

An analysis of the 1999 through 2004 actual budgets and revenue (Figure 17) indicates that funding to promote the rental or lease of the theatre decreased from \$8,623 in 1999/2000 to \$5,631 in 2000/2001 to zero, where it currently remains. At the same time, the budget for building maintenance and utilities has fluctuated.

Income from the rental of the theatre is reported in the revenue section of the General Fund (001-4667). Although the City has received revenue from the rental of other City facilities, no income is reported for the Rodgers Theatre since 1997. Because the Rodgers Theatre has been operating in a deficit over the past nine years, the City should reevaluate the continued financial support of the building.

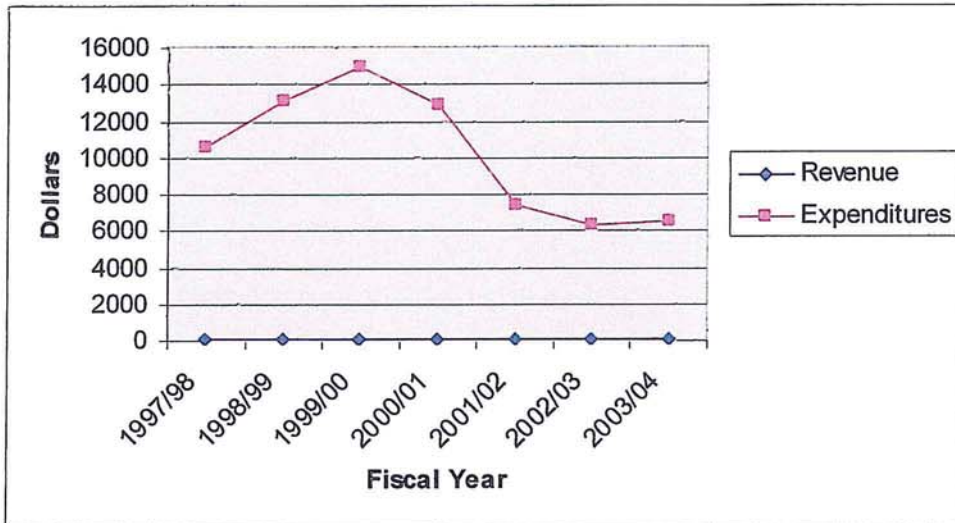


Figure 17. Revenue versus expenses for the Rodgers Theatre.

Under An Expanded SOI

The expansion of the SOI will not have an impact on the Rodgers Theatre under the current operation and management scenario.

5.0 REFERENCES CITED

Corning, City of

- 1994 The Corning General Plan, Corning, California, Adopted on May 24, 1994, Resolution Number 5-24-94-1.
- 2003 Water Quality Consumer Confidence Report.
- 2004 City of Corning Housing Element Update of the Corning General Plan. Northern California Planning and Research (NCPR)
- 2005 Internet site www.corning.org. Accessed May and June 2005.

California, State of

- 2003 Local Agency Formation Commission Municipal Service Review Guidelines. Governor's Office of Planning and Research, August 2003.

Coleman Advisory Services (Coleman)

- 2005 California Local Government Finance Almanac. Internet site <http://www.californiacityfinance.com/> accessed June 2005.

Corbitt, Robert A.

- 1999 *Standard Handbook of Environmental Engineering*, Second Edition. McGraw-Hill, New York.

Wadell Engineering

- 2003a Corning Municipal Airport Master Plan/2020: A City of Corning Aviation Facility. Wadell Engineering Corporation, Burlingame, California. February 2003.
- 2003b Final Environmental Assessment for the Corning Municipal Airport Expansion Master Plan/2020 and First Stage Development. Prepared for the City of Corning by Wadell Engineering Corporation, Burlingame, California. July 2003.

Other Sources Consulted

Corning, City of

- 2003 City of Corning Water and Sewer System, Enplan Engineering, October 10, 2003.
- 2004 City of Corning Annual Program of Service and Proposed 2004-2005.

- 2004 City Budget, Compiled by City of Corning Staff, June 8, 2004.
- 2005 City of Corning Fee Schedule, Effective May 9, 2005, Resolution 03-08-05-01.
- 2005 City of Corning Water, Wastewater, and Drainage System, Enplan Engineering, March 15, 2005.

Tehama, County of

- 2003 County of Tehama Final Budget, Fiscal Year 2003-2004, Recommended by Richard W. Robinson, Chief Administrator, Compiled by Robert J. Mieske, Auditor Controller, September 19, 2003.
- 2004 County of Tehama Final Budget For the Fiscal Year Ending June 30, 2005, Recommended by Richard W. Robinson, Chief Administrator, Compiled by the Office of Robert J. Mieske, Auditor-Controller, September 23, 2004.

Personal Communications

- 2005 Anderson, Ed, City of Corning Engineer, May 17, 2005
- 2005 Brewer, John, City of Corning Planning Director, May 12, 2005
- 2005 Cardenas, Anthony, City of Corning Police Chief, May 17, 2005 and May 24, 2005
- 2005 Garton, Dennis, Undersheriff for Tehama County Sheriff's Department, May 19, 2005
- 2005 Kimbrough, Steve, City of Corning Manager, May 12, 2005
- 2005 Linnet, Lisa, City of Corning Clerk, June 7, 2005
- 2005 Mieske, Robert J., Tehama County Auditor
- 2005 Pryatel, Bob, City of Corning Fire Chief, May 17, 2005
- 2005 Russ, Tom, City of Corning Public Works Director, and May 23, 2005
- 2005 Sherman, Steve, Battalion Chief, Tehama County Rural Fire Department/ California Department of Forestry, May 20, 2005

Report Preparation Personnel

Eco-Analysts

Albert J. Beck, Ph.D.: Principal Analyst

Lisa D. Westwood, Ph.D.: Project Manager

Brianna Wood, B.S.: Environmental Analyst

Rodney Lacey: Environmental Analyst

Appendix A

City of Corning Fee Schedule

ENVIRONMENTAL:

Environmental Review Exemptions \$60.00

Environmental Review Initial Study/Negative Declaration \$150.00

Mitigated Negative Declaration and contract fee when required. \$350.00

Environmental Impact Report Review of EIR contract fee. 5%

County Administration Fee \$25.00

PARK FEES:

Park Fees \$400.00 per lot
A park fee is charged for Subdivision and Parcel Maps. The fee is paid prior to building permit issuance.

PARK-REC.TAX:

1 Bedroom - \$200.00	3 Bedrooms - \$400.00
2 Bedrooms - \$300.00	4 Bedrooms - \$500.00

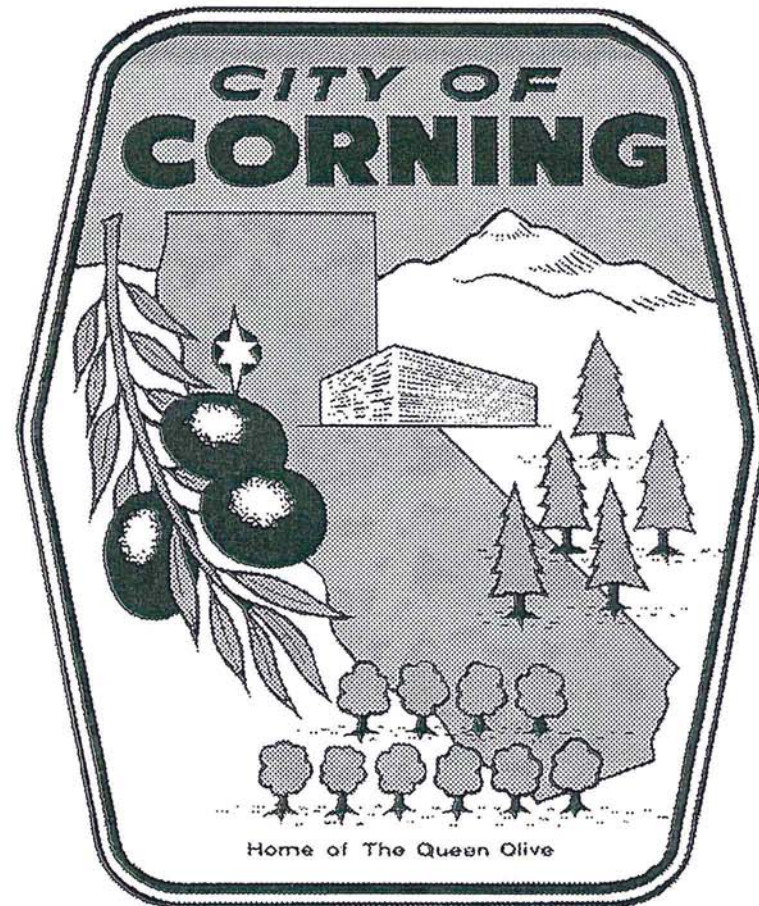
SOUTH AVENUE/HWY. 99 WATER SYSTEM:

Water Fee of \$1,484.00 Per Acre; and \$3.00 per front foot

CALIFORNIA FISH AND GAME FEES:

State of California Department of Fish and Game Environmental document application and filing fees.

Environmental Impact Report	\$850.00
Negative Declaration	\$1250.00
County Administration Fee	\$25.00



FEE SCHEDULE

(Effective May 9, 2005-Resolution 03-08-05-01)

IMPROVEMENT PLAN CHECK AND INSPECTION FEES:

Three percent (3%) of approved Final Engineer's Cost Estimate will be required. One percent (1%) of the three percent (3%) will be required at the time of submitting the preliminary plans. The balance of 2% fee will be paid prior to approval of the Final Improvement Plans by City.

The Final Cost estimate shall be prepared by Engineer of Work; but shall be subject to review and approval by the City Engineer and Public Works Director.

Improvement plans reactivated after a 12 month period subject to 3% fee again.

BUILDING PERMITS:

WATER: Capital Improvement	\$438.00
3/4" Service (include Meter)	\$546.00
1" Service (include Meter)	\$650.00

Service larger than 1" are billed at actual cost.

SEWER: Capital Improvement	\$546.00
Sewer Plant Expansion Fee	\$2,888.00
4" Sewer Lateral	\$655.00

City crew does the installation from main to property line, except in subdivision.

Drainage fee: Per Acre	\$3,500.00
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(Pro-rated on a per lot basis, based on the gross area of the site before development).

REPRODUCTION ITEMS:

Zoning, Sewer & Water Maps	\$3.00 each map
Standard Specifications	\$20.00 per set
Land Division Standards	\$20.00 per set
Copies City Related	\$0.20 per page

PERMITS AND APPLICATIONS:

Use Permit	\$500.00*
Extension for Use Permit	\$100.00
Use Permit for one duplex or onsite sign	\$350.00
Variance	\$500.00*
Rezone or Prezone	\$750.00*
General Plan Amendment	\$800.00*
Preliminary Maps	\$200.00
Lot Line Adjustment/Merger	\$350.00
Tentative Parcel Map	\$480.00 Plus \$50.00 per lot.*
Tentative Subdivision Map	\$580.00 Plus \$50.00 per lot.*
Final Parcel Map	\$200.00 Plus \$25.00 per lot
Final Subdivision Map	\$200.00 Plus \$25.00 per lot
Planned Development	\$500.00 Plus \$25.00 per unit.*
Encroachment Permit	\$15.00
Appeals	\$200.00
Map Extension	\$150.00
Excess Staff Costs	\$47.00/hr.

***SUBJECT TO ENVIRONMENTAL REVIEW FEE**

1. Excess staff costs may be charged for applications where processing time significantly exceeds the customary processing time for similar applications or for staff time processing applications other than those shown on this schedule.



NOTICE OF EXEMPTION

Supplementary Document Q

To: Office of Planning and Research
1400 Tenth St., Rm. 12
Sacramento, CA 95814

From: (Public Agency) TEHAMA COUNTY
LOCAL AGENCY FORMATION COMMISSION
444 OAK STREET, COURTHOUSE ANNEX, RM I
RED BLUFF, CA 96080

County Clerk
County of TEHAMA

PROJECT TITLE: LAFCo Petition No. 5-2005, MUNICIPAL SERVICES REVIEW FOR THE CITY OF CORNING.

PROJECT LOCATION - SPECIFIC: The City of Corning and areas within the proposed new Sphere of Influence.

PROJECT LOCATION - CITY: CORNING. **PROJECT LOCATION - COUNTY:** TEHAMA

DESCRIPTION OF PROJECT: To approve the Municipal Services Review (MSR) for the City of Corning.

NAME OF PUBLIC AGENCY APPROVING PROJECT: TEHAMA COUNTY LAFCo

NAME OF PERSON OR AGENCY CARRYING OUT PROJECT: City of Corning.

EXEMPT STATUS: *(check one)*
 Ministerial (Sec. 21080(b)(1)l 15268);
 Declared Emergency (Sec. 21080(b)(3)l 15269(a);
 Emergency Project (Sec. 21080(b)(4)l 15269(b)(c);
 Categorical Exemption. State type and section number: _____
 Statutory Exemptions. State code number: CA Code of Regulations, Section 15262

REASONS WHY PROJECT IS EXEMPT: The approval of a Municipal Services Review for the City of Corning will not result in physical changes in the environment nor will it result in any indirect physical changes in the environment. The MSR are to be used by public agencies to determine the efficiency of current services and feasibility of considering changes in the agency's sphere of influence. The activity is exempt under Article 18, Section 15262 of the CA Code of Regulations where a project involving only feasibility or planning studies for possible future actions which the commission has not approved, adopted, or funded.

LEAD AGENCY: TEHAMA COUNTY LAFCO

CONTACT PERSON: Robert A. Halpin AREA CODE/TELEPHONE/EXTENSION (530) 527-2200

If filed by applicant:

1. Attach certified document of exemption finding.
2. Has a Notice of Exemption been filed by the public agency approving the project? Yes No

Signature: [Handwritten Signature] Date: 5-22-06 Title: ANNER IT
 Signed by Lead Agency Date received for filing at OPR:
 Signed by Applicant

FILED
MARY ALICE GEORGE

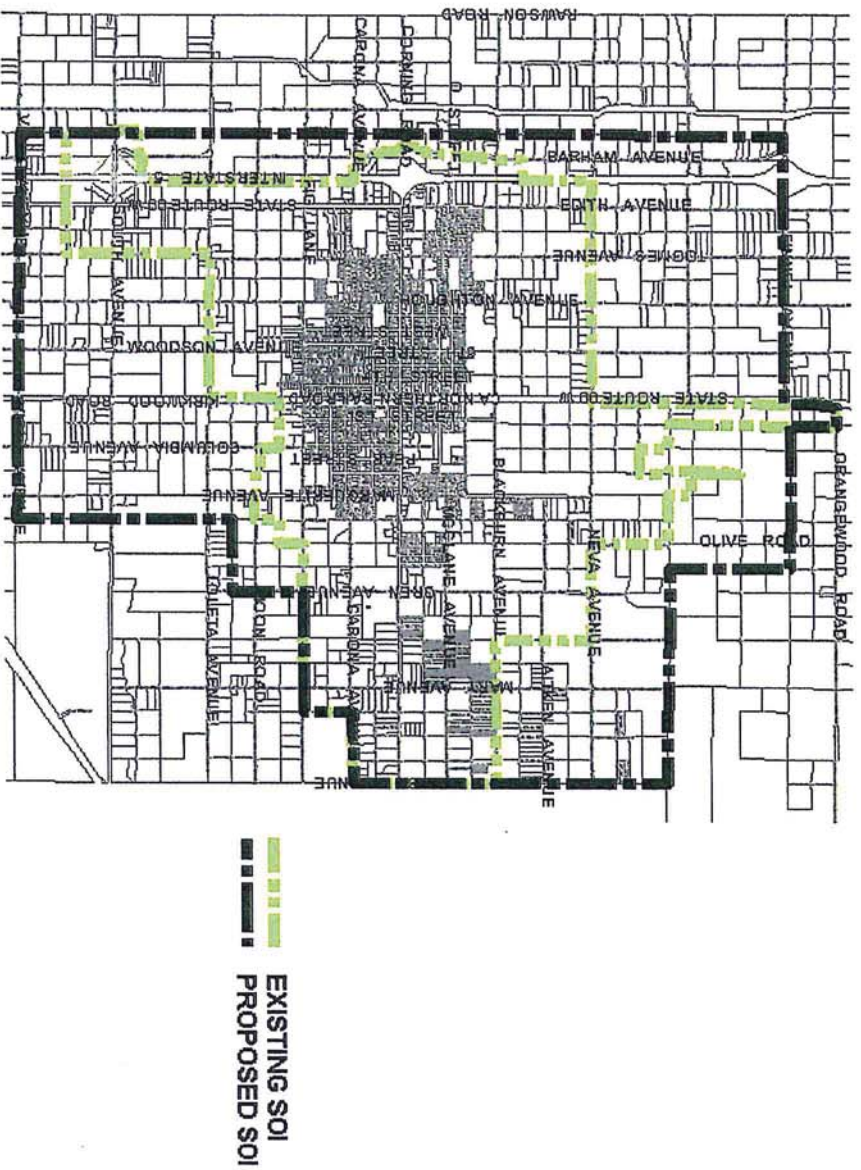
MAY 24 2006

TEHAMA COUNTY CLERK & RECORDER
BY [Handwritten Signature]

NOTICE OF PUBLIC HEARING

Notice is hereby given THAT THE Tehama County Local Agency Formation Commission (LAFCo) will hold a public hearing on Wednesday, September 14, 2005 at 2:00 p. m. or as soon thereafter as may be heard in the Courthouse Annex Conference Room, 444 Oak Street, Room E, Red Bluff, California on the item below: all interested persons are invited to appear and be heard at said hearing. Please be advised if you challenge the item below in court, you may be limited to raising only those issues you or someone else raised at the public hearing described in this notice, or in written correspondence delivered to the Tehama County Planning Department at, or prior to, the public hearing.

LAFCO PETITION NO. 6-2005 CORNING SPHERE OF INFLUENCE TO ADOPT A NEW SPHERE OF INFLUENCE FOR THE CITY OF CORNING. AREAS IMMEDIATELY SURROUNDING CORNING



A Sphere of Influence (SOI) is defined as a “plan for the probable physical boundaries and service area of a local government agency as determined by the Commission.” A sphere is primarily a planning tool that provides guidance in reviewing individual proposals, promotes efficient provision of organized community services, and prevents duplication of services. Inclusion within an agency’s sphere does not indicate that an affected area automatically will be annexed; an adopted sphere of influence is only one of several factors the Tehama County LAFCo must consider in reviewing individual proposals.

LAFCO PETITION NO. 5-2005. MUNICIPAL SERVICES REVIEW FOR THE CITY OF