

Municipal Services Review

For the



Tehama County, California

October 2022

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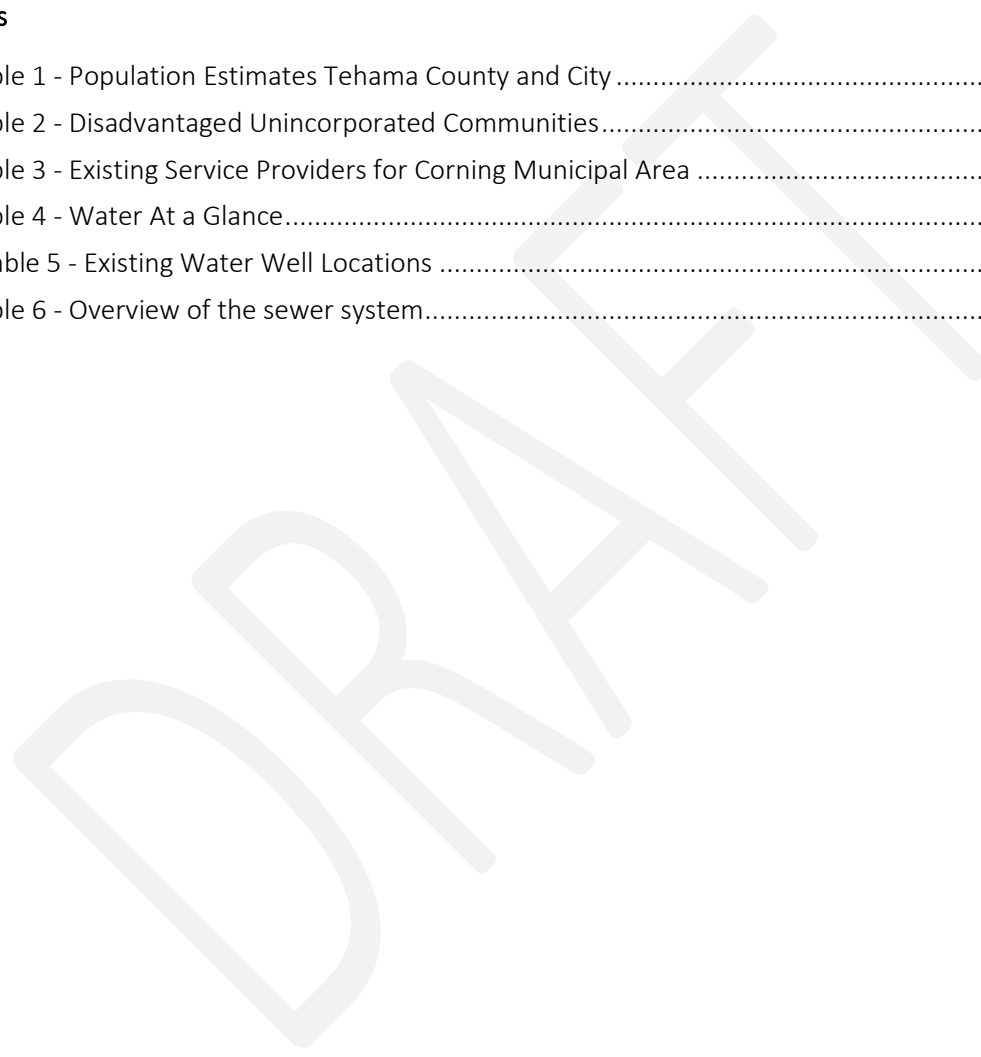
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1 Introduction

1.1 Introduction

The Tehama County Local Agency Formation Commissions (LAFCo) is the agency responsible for adopting a Sphere of Influence (SOI) for the City of Corning. The SOI represents the potential service area for the City. Establishment of the SOI is a necessary step in determining which governmental agencies can most efficiently provide services to the land and people within the SOI. Land must be within the City's SOI to be eligible for annexation.

1.2 Physical Setting

The City of Corning (City), California is a rural agricultural community in the northern central valley of California at the intersection of Interstate 5 and Tehama County Route A9. The City is a hub of services for the surrounding agricultural area and also provides housing for commuters to Chico. The 2022 population estimate for the City from the California Department of Finance is 8,244¹. The City is approximately 25 miles northwest of Chico and 17 miles south of Red Bluff in south central Tehama County (Figure 1).

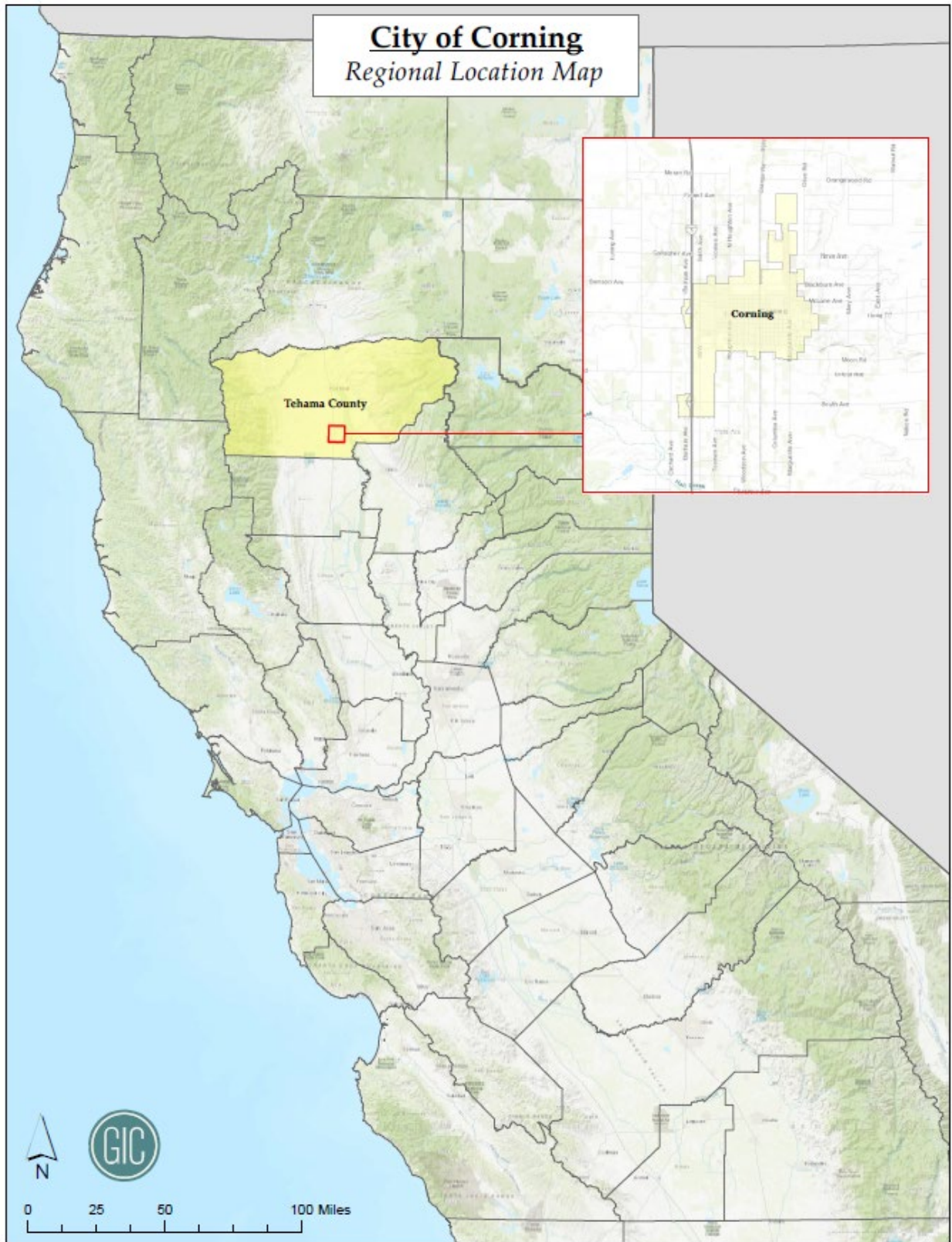
1.3 Purpose

LAFCo is required to prepare a Municipal Service Review (MSR) to assess the ability of the City to provide services, and identification of any impediments to providing services after annexation of land. The MSR is also intended to examine and address future growth, municipal services, and infrastructure and needs over the next 15 to 20 years. State law requires that MSRs be reviewed and updated every five years. This MSR replaces the previous MSR was adopted by LAFCo on September 14, 2005. The purpose of this MSR is to review the existing MSR and make any modifications that would affect the City's ability to provide services to newly annexed land. No change is requested of the existing SOI at this time, and this update is intended to allow the City to annex land already within the sphere.

1.4 CEQA

MSRs are not projects subject to the California Environmental Quality Act (CEQA) because they do not result in entitlements for change the existing land use pattern as established by the City's General Plan. MSRs are considered planning studies and as such qualify for an exemption from CEQA under Article 18, Section 15262, Feasibility and Planning Studies.

Figure 1 – City Regional Location Map



Source: Geographic Information Center, CSU Chico

2 Executive Summary

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

1. The City of Corning is professionally managed by its Council and senior staff, operating efficiently and with fiscal restraint.
2. The City is actively seeking additional staff to accommodate increased demand for services and to plan for growth.
3. The City hires consultants to augment staff and provide specialized services.
4. With the drought, the City is seeing additional requests to provide water to County residents outside of the City Limits who are on private wells too far from the City to be connected to the water system.
5. The City works with the Sheriff's Office augmenting service to areas near the City but outside of the corporate limits.
6. There is interest in growth west of I-5 that will require an extension of water and wastewater services.

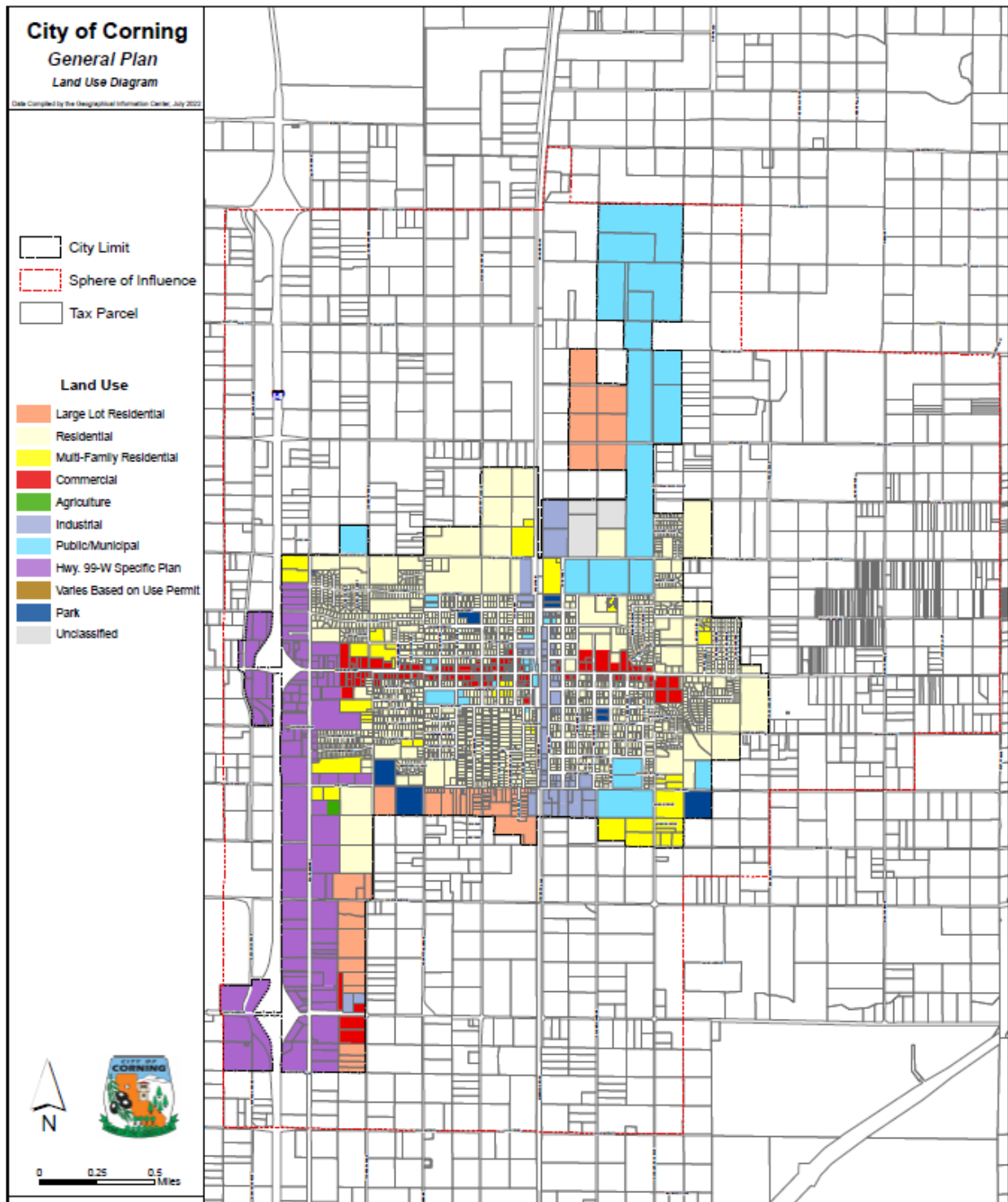
3 Projected Growth

There are no official population projections for the City however the state Department of Finance Demographic Research Unit estimates population growth for Tehama County. Table 1 shows the projected population growth for Tehama County over the next twenty years and Figure 2 shows the general plan land use map as of the drafting of this MSR. As the City has historically been approximately 12 percent of the County, Table 1 shows the growth in the city if the percentage of county population stays the same. The April 2021 population estimate by the U.S. Census is 8,244 which exceeds the current population estimate by the State Department of Finance of 7,644. The difference of 600 residents could be a factor of census tracts that partially outside of the City limits but totaled entirely within the City, or an aggregation by zip code, or possibly a miscount. The increase may also reflect the statewide housing shortage that results in larger family sizes, or the longstanding policy of directing regional growth into the cities.

The General Plan estimated that Buildout could result in a population of approximately 15,500 but that buildout would not occur within the planning horizon of 2034. The General Plan projects an annual growth of 0.86 percent that could result in a 2040 population of approximately 9,702.

The State of California typically reconciles the census data with their annual projections, and it is possible that new population estimates will be published. However, for purposes of this MSR, assuming that the census population is accurate the City's percentage of the total county population would be approximately 13 percent.

Figure 2 - General Plan Land Use Map



Source: Geographic Information Center, CSU Chico

Table 1 - Population Estimates Tehama County and City

Year	County	Corning	Corning Census Start	General Plan Growth Assumption
2021	63,950	7,674	8,244	8,244
2025	64,566	7,748	8,394	8,532
2030	65,570	7,868	8,524	8,905
2035	66,502	7,980	8,645	9,295
2040	66,922	8,031	8,700	9,702

Source: DOF Sheet P2A, County Totals, 2021

4 Disadvantaged Communities

Disadvantaged Unincorporated Communities (DUCs) are defined as inhabited territory (12 or more registered voters) that constitutes all or a portion of a community with an annual median household income that is less than 80% (or \$60,188) of the statewide annual median household income (MHI), which was \$75,235 as of 2020 (U.S. Census Bureau, 2020). Table 2 shows information on the DUCs adjacent to the City boundaries. Note that these are large census blocks which is normal for rural areas, however there is no concentration of development that would necessarily be considered a separate community.

DUCs were identified as an area of concern by SB 244 that was adopted into State law in 2011. DUCs may lack essential municipal services such as water or sewer as they may have been developed in areas that lacked infrastructure or were not connected once services were available. Pursuant to State law, LAFCo is now required to identify any DUC adjacent to the City and determine if they should be included with any SOI amendment.

The Calafco maintains a statewide disadvantaged unincorporated communities mapping site that identifies one area east of the City adjacent to the City Limits, and a larger area west of I-5². See Figure 3. However, pursuant to Government Code Section 56430, DUCs also lack water, wastewater, and structural fire protection services. The areas identified on the Calafco map have private facilities such as wells and septic tanks and the City of Corning Volunteer Department and CalFire collaboratively provide structural fire protection through mutual aid agreements.

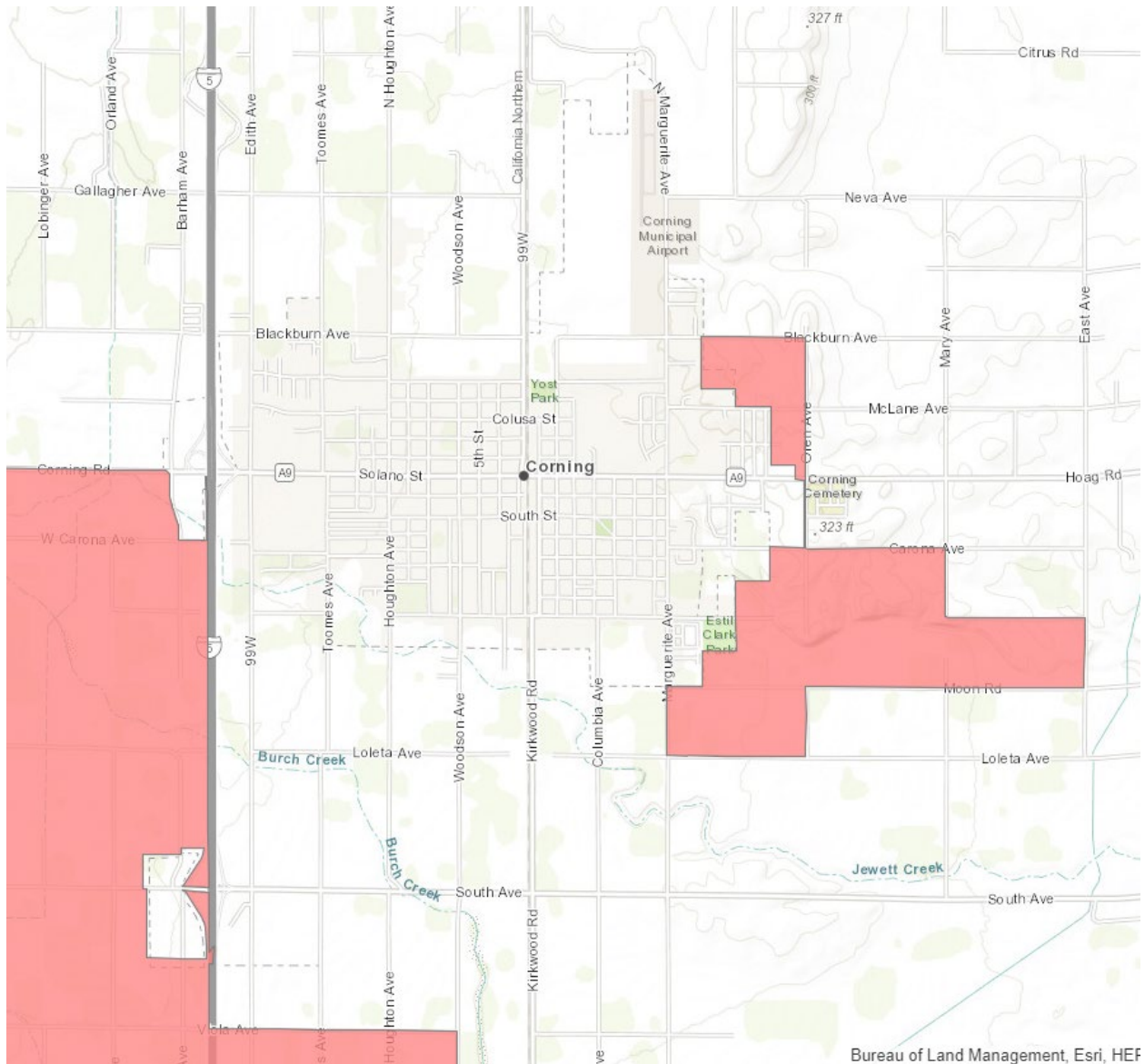
Table 2 - Disadvantaged Unincorporated Communities

Block Group	Median Income	Registered Voters
3, Census Tract 10	\$40,521	151
3, Census Tract 11	\$53,750	105

Source: Calafco Statewide DUC Map

Based on the information available, it can be determined that, these areas meet the definition of a DUC as it pertains to income level, water, and wastewater but not structural fire protection. Therefore, these areas are not considered a DUC. This determination is also made in the City's 2019-2024 Housing Element which was certified by the State Department of Housing and Community Development (HCD).³

Figure 3 - Disadvantaged Unincorporated Communities Map



Source: CALAFCO Statewide DUC Map, March 2022

Determinations:

- There are two areas within the City’s Sphere of Influence that can be considered unincorporated disadvantaged communities due to median household income being below 80% of the statewide average.
- These identified areas currently receive water and wastewater services through private facilities such as water wells and septic tanks.
- Due to the identified areas receiving the essential municipal service of structural fire protection but not municipal water or wastewater, there are no communities within the existing Sphere of Influence which may be considered a disadvantaged unincorporated community.

5 Present and Planned Service Capacity

The current service providers for each service are presented in Table 3 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 are evaluated.

Table 3 - 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’s Office
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
<i>Solid Waste</i>	<i>Waste Management Inc.; Corning Disposal/Waste Management</i>	<i>Tehama County Sanitary Landfill Agency</i>
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 in SOI
Libraries	Tehama County Library housed in City owned building	Tehama County Library housed in City owned building
<i>Electricity</i>	<i>PG&E</i>	<i>PG&E</i>
<i>Natural Gas</i>	<i>PG&E</i>	<i>PG&E</i>

5.1 Governance and Finance

The City of Corning employs and elects numerous citizens to govern, manage, and operate the services provided by the City (Figure 4). 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.

5.1.1 City Council

Existing Levels of Service

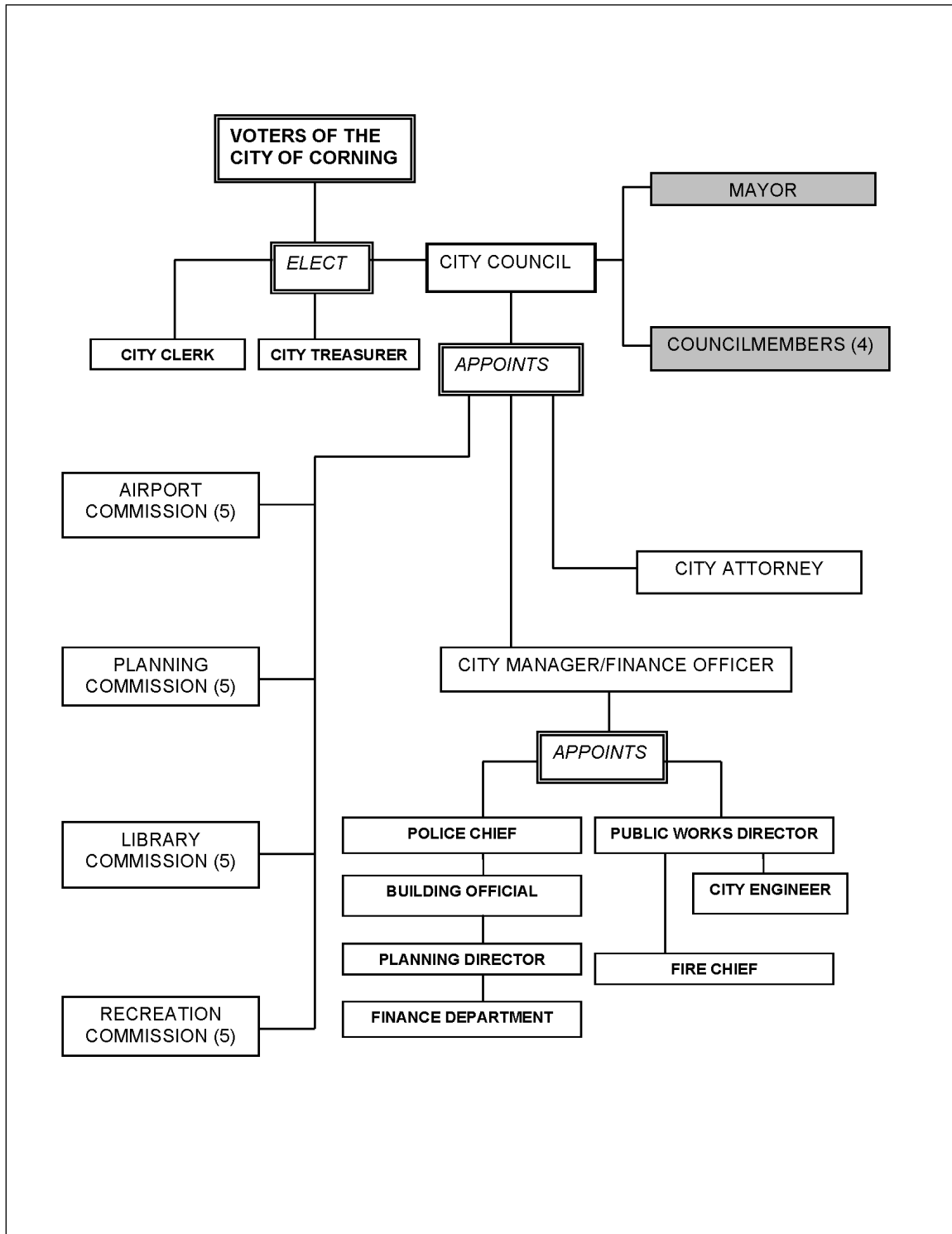
The City of Corning City Council is composed of four elected council members and an elected Mayor. The voters elect the Mayor every two years, and the City Council members are elected to four-year terms that overlap with the Mayor's term. The Council is subject to the provisions of City Ordinances, Resolutions, California Government Code, and the Constitution of the State of California as well as the Constitution of the United States. The Mayor and City Council members also serve as City representatives on various Committees/Commissions and represent the City at official functions. The decisions made by the City Council are implemented by their appointee, the City Manager who in turn manages the City staff. Currently the Council meetings are held on the second and fourth Tuesdays of each month at 6:30 p.m.

Efficiencies and Strengths

The City Council has supported City staff in approving major infrastructure improvements and equipment upgrades and makes decisions that ensure the wellbeing of the City. As a small City, the Council is always open to public comment and is easily accessible to the public. The Council is involved in every aspect of City operations and is kept apprised of critical issues by the City Manager. Because the Council is exposed to important decisions ahead of time, they can 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.

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 meetings. Corning residents may contact them on the street, on the job, or by telephone to express opinions. The City has a feature on the www.corning.org website (<https://www.corning.org/contact/>) that allows residents to contact the City with questions or issues of concern. The website also allows anyone to 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.

Figure 4 - Organizational chart of the senior administration and staff.



Deficiencies

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.

As the City grows and new residents move in, there may be a decrease in familiarity with City Council members. As 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, which will place an emphasis on public outreach to inform residents of important community issues.

5.1.2 City Clerk

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).

Efficiencies and Strengths

Currently, the City Clerk's office is functioning in a highly efficient manner. Efforts to reach a larger number of residents include electronic posting of all agendas and supporting materials, and an automated email notification service, in addition to traditional published postings.

Deficiencies

The constantly changing state legal requirements and the number of development applications in the Planning and Building Departments has increased workload on the City Clerk position. 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.

The work of the City Clerk's office will increase with the development proposals resulting from the annexation of land within the SOI. Depending on the size and scope of the development proposals, a full-time administrative assistant may be necessary to ensure that all documents are processed in a timely fashion and in accordance with City and State law.

5.2 City Treasurer

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 City investments, and reporting monthly to the City Council. The majority of the duties are performed by other City staff members, including the City Manager and the Accounting Technician.

Efficiencies and Strengths

Strengths- The City Treasurer has filled the role for many years. As a result, she has developed expertise and knowledge to understand the elected position and the importance of the role within City operations.

Deficiencies

The City should look at possible considering allowing the City Treasurer to be a City employee or someone who lives within 5 miles of the City, as it has been difficult in past years' filling the position. 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.

5.3 City Administration and Management

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 City Manager is responsible to the City Council for the day-to-day management of all City affairs and the leadership of City staff and is assisted by the Secretary to the City Manager.

The City Manager is 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.

5.3.1 Efficiencies and Strengths

One of the primary strengths of the City Manager is regular participation in all 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 can 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 City Manager maintains a policy of open and transparent government to the public.

The City Manager works closely with the City Planner to manage daily development needs and with the public works leads to ensure the infrastructure is maintained and available for expansion. 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. The City Manager is accomplishing the needed tasks, and the City is in excellent shape financially.

Deficiencies

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 workload. 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. With additional growth, the need for financial management will require a full-time position.

5.4 Legal Services

Existing Levels of Service

Legal Services for the City of Corning are 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.

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.

Deficiencies

The present need for the services of the City Attorney appears 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. With the contract model however the City Attorney can bring on expertise they feel is needed to meet the challenge. Unless the City grows considerably it is unlikely that the City will need a full time City Attorney soon.

5.5 Building and Safety

Existing Levels of Service

The Building Official oversees the Department of Building and Safety. The department is responsible for all building inspection services on new buildings, building additions, and inspections on modifications to existing structures. The department also performs all plan-checks, works closely with 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.

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.

Deficiencies

A deficiency exists under current conditions for the areas of plan inspections and field inspectors. 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, or contract with outside services to reduce the workload for City staff. As growth occurs, City will need to hire additional professional staff.

5.6 Planning Department

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 is essential to economic development as it has all the information needed by those who would invest in the City. In addition, the Planning Department must be responsive to questions from residents and property owners on how the zoning code is implemented, and the process for seeking approval from the Planning Commission and City Council. The City Planner 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 City contracts for specialized planning services such as compliance with the California Environmental Quality Act, specific plans, large rezonings, and large subdivisions. The department is also 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

Efficiencies and Strengths

The City Planner position shares time between current planning and recreation. For complex projects the planner works with the City Manager and may engage planning consultants.

Deficiencies

Planning Department is essentially a “single person operation” and if a large volume of projects or complex development requests could take more time than the planner has available. As growth continues and the City provides services to more residents demands on the planner’s time will increase. The City may need to provide a dedicated counter person or modify hours so that the planner can complete tasks. Ensuring that the City’s general plan, zoning, and development standards are current and available on the City’s website will relieve at least some of the pressure from the planner.

5.7 Planning Commission

Existing Levels of Service

The Planning Commission is composed of five residents appointed by the City Council. They serve as the decision-making body for some environmental documents, consider and approve use permits and variances, and review parcel and tentative subdivision maps. The Commission also advises the Council on planning decisions that require Council action and can recommend changes and may also recommend approval or denial of development entitlements.

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.

Deficiencies

As the planning environment changes through new state laws and court decisions, the Commission needs more training to help them evaluate projects. While the City budget includes a line item for Commissioner training, but there is no indication that Commissioners are taking advantage of this funding. While staff 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 League of California Cities provides training for Commissioners at regular academies and through online instruction. There are also public and private organizations that can assist in training for little to no cost to the City.

5.8 Finance Department

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.

Efficiencies and Strengths

Because the City Manager is the coordinator of all City activities, the finance portion of the job is integrated 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.

Deficiencies

The City Manager is spending approximately one-half of their 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.

5.9 Public Works

Overview

The Public Works Administration is composed of 11 permanent full-time employees and 1 permanent part time employee which includes the Public Works Director (currently filled by an contracted public works/engineering consultant), public works secretary, assistant public works director, one equipment mechanic, two equipment operators, and five full-time meter reader/maintenance workers, and one part-time landscape/maintenance worker Corning 2020a).

Efficiencies and Strengths

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.

Deficiencies

The Public Works administration office is impacted by the same short-staffing issues seen across City departments. Staffing for new projects or annexed areas could be augmented through use of assessment districts such as Mello-Roos that can help pay for both capital improvements and operations and maintenance. Although not citywide, the City has some Landscape and Lighting Districts that collect tax to pay for the electricity of lighting within the specific subdivisions and the maintenance of landscape and storm drain facilities also within the specific subdivisions.

5.9.1 Water

Table 4 provides a summary of the water system as it is currently managed by the City.

Table 4 - Water At a Glance

Employees	11			
<i>Director</i>	1			
<i>Assistant Director</i>	1			
<i>Secretary</i>	1			
<i>Equipment Mechanic</i>	1			
<i>Equipment Operators</i>	2			
<i>Meter Reader/ Maintenance</i>	5			
<i>Part-time Landscape/Maintenance Worker</i>	1			
Connections	2,378	Pipeline Size	4" – 12" Diameter	
Water Lines	23+/- miles	Wells	7	
Budget	2018/2019	2019/2020	2020/2021	2021/2022
Revenue	\$1,344,565	\$1,523,847	\$1,563,300	\$1,675,000
Expenses	\$(1,193,487)	\$(1,137,732)	\$(1,213,180)	\$(1,281,011)
Debt Service	\$(210,600)	\$(290,918)	\$(287,400)	\$(287,850)
Net	\$(78,500)	\$(78,500)	\$(78,500)	\$(78,500)

Overview

As this MSR is being drafted the region is in a state of drought. The City is providing access to potable water to some neighboring properties outside of the city limits because the shallow domestic wells are affected by the dropping water table. It is uncertain if or when domestic wells in the region might recover.

The City of Corning supplies domestic water to residents located within the City limits. City water originates from 7 wells as shown in Table 5. Table 5 shows 11 wells, however 4 are either offline or disconnected, and will not be brought back on-line. The wells are turbine pumps that pump ground water from a deep unconfined aquifer ranging from 265 and 740 feet below the surface with a pumping capacity of between 230 and 920 gallons per minute. The well casings range from 10 – 14 inches with 40 – 100 horsepower variable speed pumps.

The Department of Public Works conducts periodic testing of water quality and publishes an annual Water Quality Consumer Confidence Report. According to the *Annual Drinking Water Quality Report for 2020*, contaminants were detected in the water supply however of the 135 contaminants tested, none

exceeded drinking water standards. Currently, three water samples are taken each week at various locations to monitor bacteria count (Corning 2020a).

Table 5 - 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	Offline
5210001-005	NE corner of Walnut/Peach Streets	Disconnected
5210001-006	600 feet S of SR 99W/South Avenue	Disconnected
5210001-007	600 feet S of SR 99W/South Avenue	Disconnected
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	
5210001-019	250 feet S of Fig Lane in Clark Park	

Source: Public Works, 2022

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 \$1.66 per thousand gallons above the base amount. These fees fund the operation and maintenance of the water system.

Efficiencies and Strengths

The City made improvements to the water distribution system a priority in recent years. Annual expenditures increased by \$517,949 over the past year. The increased allocation of funding was for water capital improvements to the water system, including funding a consultant for well telemetry repairs and the replacement of telemetry equipment (Corning 2020a).

Deficiencies

1. Additional wells will be required as the City grows. Wells can be acquired during the subdivision or development approval process.
2. Waterlines will need to be extended into the SOI to provide service and some of the extensions will be expensive because of I-5, or irrigation canals that must be avoided.
3. Expansion of the water system will require an expansion of City staff or contracting with outside companies to provide maintenance or respond to emergencies. Along with the staff will be a need to ensure there is adequate equipment for maintenance. These costs would be addressed through the fees for connection or monthly user fees.

5.10 Sewer Collection System

Table 6 provides an overview of the sewer system for the City. Note that public works crews listed in Table 4 also assist with the sewer collection system and are therefore not repeated here.

Table 6 - Overview of the sewer system

Customers	2,378	Line Sizes		
Sewer Lines	26+/- miles	Lift Stations	1	
Budget	2018/2019	2019/2020	2020/2021	2021/2022
Revenue	\$1,929,284	\$2,066,320	\$2,012,400	\$2,152,600
Expenses	\$(1,383,232)	\$(1,421,934)	\$(1,548,945)	\$(1,685,353)
Debt Service	\$(324,600)	\$(361,140)	\$(325,025)	\$(329,225)
Net	\$(125,000)	\$(125,000)	\$(125,000)	\$(125,000)

Overview

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,

Inframark 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 Inframark.

The City budget for the WWTP and sewer capital improvements are \$829,400 and \$532,025, respectively. The budget for the WWTP and sewer capital replacement/debt transfers is \$285,000.

Efficiencies and Strengths

The City's original sewer system was constructed over a century ago, eliminating the problem of mixed sewer collection and septic tank systems in the city. Corning has been proactive in maintaining its sewer system – it replaced most 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.

Sewer Capital Improvement includes funds for replacement of broken or damaged sewer mains, and the refinanced (2017) debt service which funded the City's Sewer and Water Replacement Programs, Phase I, II & III. Phase III of the Sewer and Water Replacement Program was completed in January of 2000.

Additionally, the Sewer Capital Improvement Program includes purchases and repairs at the Wastewater Treatment Facility for ongoing maintenance and Capital Replacement items.

Deficiencies

One of the primary deficiencies is that department staff is limited and is not available to conduct routine testing and inspections 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.

5.11 Wastewater Treatment Plant

Overview

The City's WWTP is located at 24862 Gardiner Ferry Road, approximately 3.5 miles east of the city⁴. The WWTP is operated by Inframark under contract with the City of Corning. The treatment plant is currently permitted by the Regional Water Quality Control Board to discharge a maximum of 1.4 million gallons per day (MGD)⁵. The WWTP treats domestic wastewater from City residents and businesses.

Sewer Pollution Prevention and Pre-Treatment Program is in place, as required by the California Regional Water Quality Control Board, to protect the environment, the local community, the WWTP, and the plant personnel from the adverse effects of industrial waste discharge to the sewer system. Inframark is responsible for implementing this program and for assuring all regulation as set forth by the State are met. The purpose of the program is to prevent the accidental or illegal discharge of hazardous pollutants into the sewer system.

In Fiscal Year 2020-2021, the WWTP operated with a budget of \$829,400 per year, most of which was allocated to operating expenses related to contract management. The balance is used to fund replacement machinery, equipment, permits, testing, and other similar needs.

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. Annual expenditures increased by \$54,633 over the past year.

Operating as an "Enterprise Fund," the Sewer Department and WWTP currently produce sufficient income to accommodate expenses and capital improvements to operate the Treatment Facility.

Deficiencies

The aging sewer collection system is prone to inflow and infiltration which decreases the efficiency of the wastewater treatment facility by expanding the amount of influent as a result of storm events or groundwater. This issue is prevalent in the older areas of the City but is not typically an issue in new construction as glued PVC pipe is not as prone to this issue as older clay pipe. Expanding the number of connections will eventually require expansion of the WWTP, however this is a normal activity and covered by connection fees charged by connection.

5.12 Parks and Recreation

Overview

The City currently owns and maintains seven parks and a small plaza all of which total approximately 36.5 acres which are the following:

- Northside Park at 6th and Colusa Streets, features a junior Olympic size swimming pool with a smaller pool, a two-court lighted tennis court, playground area with equipment, barbeques, a

fenced play area including equipment for small children, water fountains, a basketball court, and a sand-filled volleyball court.

- Flournoy Memorial Park is a small neighborhood park located just south of the senior center which is located at the southeast intersection of 4th Street and South Avenue. The park has picnic areas with tables and grills, a sprinkler system, and a playground area..
- Estil C. Clark Park is located on Fig Lane, east of Marguerite Avenue across the street from Centennial School. Facilities include a little league field, a tee ball field, concession building, play area with structure, and announcer's booth, and bleachers.
- Woodson Park is the oldest of all the parks and contains a playground with equipment and picnic areas set within shady olive trees. The park is located at the corner of Walnut and Peach Streets.
- Yost Park includes a playground and a softball field with a concession room, announcer's booth, and roof canopy for the bleachers. The park is located at the corner of Tehama and First Streets.
- Children's Memorial Park is located on Edith Avenue and contains a grassy area and playground.
- Martini Plaza is located along the south side of Solano Street just west of the 6th Street intersection. This small downtown plaza contains restrooms, picnic tables, and a water fountain.
- The Corning Community Park, encompassing approximately 18.42 acres located between Toomes Avenue and Houghton Avenue, north and south of Fig Lane, is the most recent park constructed in the city. Phase 1 was completed in 2014 which included the construction of a skate park, basketball/hard ball court, picnic areas, playground, amphitheater, restrooms, and parking lot with a pedestrian bridge across Jewett Creek connecting to Phase 2. Phase 2 included the construction of two soccer fields, parking lot, and restrooms with a connecting concession stand was completed in June 2015. A walking and jogging trail system meanders through the facility with open space/riparian preservation along Jewett Creek.

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.

Deficiencies

Parks are distributed across the city in a northwest to southeast trending band. Park facilities are limited 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 and the addition of new residents to the City.

5.13 Airport

Overview

The Corning Municipal Airport is owned and operated by the City of Corning. 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. Corning Municipal Airport is served by a single asphalt runway that is 2,699 feet in length and 60 feet wide and may serve aircraft weighting up to 30,000 pounds. This might include aircraft such as single engine, smaller business jets and ultralight aircraft. On an annual average basis, there are approximately 24 operations per day. Corning Municipal Airport does not have an airport traffic control tower.

The airport began in 1940 with a 77-acre site and has grown to include the one paved runway, modern lighting system, hangers, and other supporting facilities including a rotating beacon, runway end identifier lights, high intensity runway light, and visual approach slope indicator. There are currently 15 front line hangers and 23 tie downs adjacent to Runway. Future proposals include expanding the existing runway from 2,700 feet to over 3,300 feet in length that will include another 16 tie downs on and another 29 hangers.

Efficiencies and Strengths

The airport not only serves the City of Corning, but all the surrounding regional area. It provides a complete range of general aviation services. In the California Aviation System Plan, the airport is identified as a community general aviation airport, and the National Plan of Integrated Airspace Systems identifies the facility as a basic utility airport. 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 these counties indicating that the Corning airport fills an important niche in northern California for small aircraft owners and may help bring in revenue to the community.

Deficiencies

Corning Airport is recognized as California's third oldest airport facility. The operation of the airport hopes to draw industry and development in and around the airport area. The Airport budget is managed as an "Enterprise Fund" which isolates operating costs and dedicated funding sources. Funding comes from \$10,000 per year received from Caltrans Division of Aeronautics, and from rental income; no support is required from the City's General Fund.

5.14 Library

Overview

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. The Friends of the Library, a volunteer group, contribute many hours of time working in the library. They stock shelves, check books in/out and help keep the library functional. 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 City provides \$5,750 per year for periodicals. The rest of the operational expenses are funded by the County. The William W. Ridell Library Trust was established many years ago by an appreciative patron with the stipulation that the funds, by a joint decision of the County Librarian and the Corning Library Commission, are to be exclusively used for major expenditures, not operating expenses associated with operation of the Corning Library. Annually in the Spring and Fall, the Friends of the Library conduct fund raising book sales. Funds from these sales are utilized to purchase items needed and are donated to the library at no cost to the City.

Efficiencies and Strengths

The library building is in good condition. Past upgrades and maintenance include the replacement of the roof in 2000 and the air conditioning system in 2003. The City and County engage in cost-sharing measures with the County, which previously included the installation of a new computer system.

Deficiencies

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. Restrooms at the library are in need of repairs and modifications to make them ADA accessible.

Overall budget constraints make the future of the library uncertain due to possible closure or further cuts. The City of Corning monitors the status of the library system in Tehama County to protect the interests and enhance the quality of life of residents concerned with the Corning Public Library.

5.15 Public Safety

5.15.1 Police

Overview

The Corning Police Department (CPD) provides continuous law enforcement and emergency assistance services to areas located within the city limits of Corning with an average response time of 2.5 minutes. Currently, the CPD maintains one police station in Corning, located at City Hall. The Department has a current capacity: 12 Sworn Officers which includes the Chief of Police (budgeted for 13 -currently one vacancy), 8 Non-Sworn. The Department does not have reserve officers and is recruiting to fill one vacancy. The goal of the Department 2 officers for every 1,000 residents with a current staffing ratio of 1.5 officer per every 1,000 residents. The current budget is for 1.62 officers per 1,000 residents. Current staffing is shown below. (Corning 2022).

- 1 Police Chief
- 3 Sergeants (fourth unfunded)
- Officers (1 grant funded)
- 1 Detective (unfunded)
- 1 Major Crime OFC (Unstaffed)
- 1 SRO 50% Funded by CUHS
- 1 Admin Manager
- 1 Admin Secretary
- 1 Comm/Records Supervisor
- 4 Dispatchers

- 1 Community Services/ Animal Services Officer

The Department is currently operating above maximum capacity. When the Department is understaffed, the vacancy is filled in with overtime shifts and Chief of Police assisting patrol. Shifts do not go uncovered. The only grant funding regularly received is a Cal Cops grant 2021 that currently funds one officer position. The Chief does not believe that the City's current salary rate affects the successful recruitment and retention.

There is currently no deficiency in technology although the Department does not have voice recognition software or portable surveillance cameras. The Department maintains a fleet of 12 vehicles as shown below:

- 1 Sergeants
- 4 Patrol
- 1 k9
- 1 SRO
- 2 Unmarked/training
- 1 ACO/CSO
- 1 Volunteer
- 1 Chief

The department has one animal control officer/community services officer with one Administrative Manager who acts as the supervisor.

Animals are being transported and housed at the Tehama County Animal regulation department (shelter). The Corning Animal Shelter was permanently closed. The City in the future will need to contribute to the cost of a regional shelter.

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.

The approximate basic costs of hiring a new employee, excluding salary, are currently \$3,125. In addition, each sworn officer is required to be equipped with approximately \$8,000 worth of equipment and uniforms. Additional patrol vehicles cost approximately \$70,000. If an officer is sponsored an additional \$2,500 for academy costs. The cost of 4 months of field training is approximately \$38,000. Officers receive roughly 900 hours of training per year total. Dispatchers receive roughly 150 of training per year total. The impact fees additional staff and equipment are currently being looked into by Revenue Cost Specialists but have not yet been established.

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.

The California Highway Patrol handles incidents along the Interstate 5 corridor; however, it does not have enforcement jurisdiction within municipal boundaries

Efficiencies and Strengths

Through grant and County funds, the CPD has been able to continue its participation in the Tehama County Police Activities League. 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 can offer a continued physical presence during school hours. The program incorporates discovery classes in law enforcement for Corning Union High School Freshman, teaches students about law enforcement, and has resulted in excellent recruitment opportunities for the Department's Cadet Program.

The CPD participates in several 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, and the Special Weapons and Tactical Team.

Recent achievements include the following:

- The Department continues the pursuit of community policing by the combined approach of education, intervention, and enforcement to deter crime and address crime-related community issues.
- The Corning Police Department was able to continue the assignment of a School Resource Officer to Corning Union High School and Centennial High School through partial funds from Corning Union High School District.
- The Corning Police Department has provided TIDE Task Force an officer.
- The Department continues to provide mandated training to personnel, however, more continual education and training, including in-house training, is needed.
- The Department was able to obtain a K9 and trained an Officer as a K9 handler. They both will continue training over the years.

Deficiencies

One of the more pressing needs for the CPD relates to the headquarters at City Hall. Although the current facility has been renovated in past years, the CPD is now above maximum capacity with current (reduced) staffing levels. 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.

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.

5.15.2 Fire

Overview

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 in the city at 814 Fifth Street, resulting in an average response time of three to five minutes. Backup services for areas proposed for annexation to the city are provided by the Tehama County Rural station, which has a three to five minute response time to the 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 City does not currently include fire protection fees in its residential development fee system.

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. Water for firefighting equipment is provided by the numerous wells owned and operated by the City.

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, coordinated with the California Department of Forestry (CAL FIRE). A secondary mutual-aid agreement is also maintained verbally with the Red Bluff Fire Department. The Tehama County Rural Fire Department Station (Station 12) is located 988 Colusa Street in Corning and is maintained by CAL FIRE.

Efficiencies and Strengths

The City renovated the fire station with the installation of 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. A digital recorder was also purchased to record all 911 calls and radio traffic, and a backup emergency phone was acquired.

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.

Deficiencies

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 (i.e., Commercial District) and around the airport. 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.

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 2020-2021 Capital Improvement Program include the replacement of:

- Six replacement SCBA Bottles
- Purchase new Chief's Truck/Mini-Attack Type Vehicle
- LED light conversion to Engine 14
- LED Conversion to Truck 3
- Personal Protective Equipment

6 Sphere of Influence Review

The existing sphere of influence shown as a dotted red line in Figure 2 is adequate to meet the needs of the City for the horizon of this municipal services report. No changes are requested by the City at this time.

¹ Census Estimates 2020: <https://www.census.gov/quickfacts/fact/table/corningcitycalifornia/PST045221>

² Calafco website https://calafco.org/calafco_duc/ accessed February 22, 2022.

³ <https://www.hcd.ca.gov/housing-elements/docs/corning-6th-adopted011121.pdf>, Page 7.

⁴ California Integrated Water Quality System Project (CIWQS) Place ID 215750.

⁵ California Regional Water Quality Control Board, Order R5-2016-0047, NPDES no. CA0004995.