

CITY OF CLOVIS

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

Report to the
Fresno Local Agency Formation Commission

MSR-19-02 / SOI-185

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Profile: City of Clovis

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Management Information

Incorporation date: February 27, 1912
Enabling Act: Government Code Title 4 (Government of Cities)
Organize As: General Law City

Vision Statement: *“The City that is committed to the Clovis Community Family, their needs, their values and a quality way of life for all; reflecting that commitment in how it develops and in the activities it undertakes.”*

Governing body: Mayor and four City Council Members elected at-large; Mayor has a 2-year term and Council Members have staggered four-year terms

Elections: Elections Code sec. 10100 *et seq.* (General Provisions)

Council members:	First elected to office	Current term period
Bob Whalen, Mayor	March 2003	March 2015 to 2019
Drew Bessinger, Mayor Pro Tem	March 2017	March 2017 to 2021
Lynne Ashbeck	March 2001	March 2017 to 2021
Jose Flores	March 1999	March 2015 to 2019
Vong Mouanoutoua	March 2017	March 2017 to 2021

City Council meetings: Held on the first, second, and third Monday of each month, 6:00 p.m. at Clovis City Hall

Staffing: 547 employees

Service Information

Population served: 113,883
Incorporated limits: 16,244 acres, as of February 2019
Sphere of influence: 21,109 acres
Proposal: add 1,036 acres into the City’s Northeast SOI (see Figure 2)

Fiscal Information

Budget: \$252.3 million (FY 18-19)

Administrative Policies

Policies/Procedures: Yes
General Plan: 2014 Clovis General Plan
Municipal Code: <https://www.codepublishing.com/CA/Clovis/>
Previous SOI update: 2015

Preface

This Municipal Services Review (MSR) is prepared by the Fresno Local Agency Formation Commission (LAFCo) to examine the municipal services provided by the City of Clovis. Fresno LAFCo is required to prepare this MSR by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001.

This MSR examines the following City Services:

- Planning and Management Practices
- Agency Finances
- Growth and Population Projections
- Disadvantaged Unincorporated Communities
- Park land and Recreational Open Space
- Agriculture Preservation
- Storm Drainage
- Street Maintenance
- Public Transportation
- Fire Protection
- Law Enforcement
- Wastewater Services
- Water Service
- Community Sanitation Services
- Shared Facilities

Credits

Clovis City staff provided a substantial portion of the information included in this document, including budgets, financial statements, various plans, and responses to LAFCO's data enquiries. Fresno LAFCo extends its appreciation to those individuals at the City of Clovis that provided information, documents, and assistance crucial to this review.

Figure 1 – City Limits and Sphere of Influence

City of Clovis

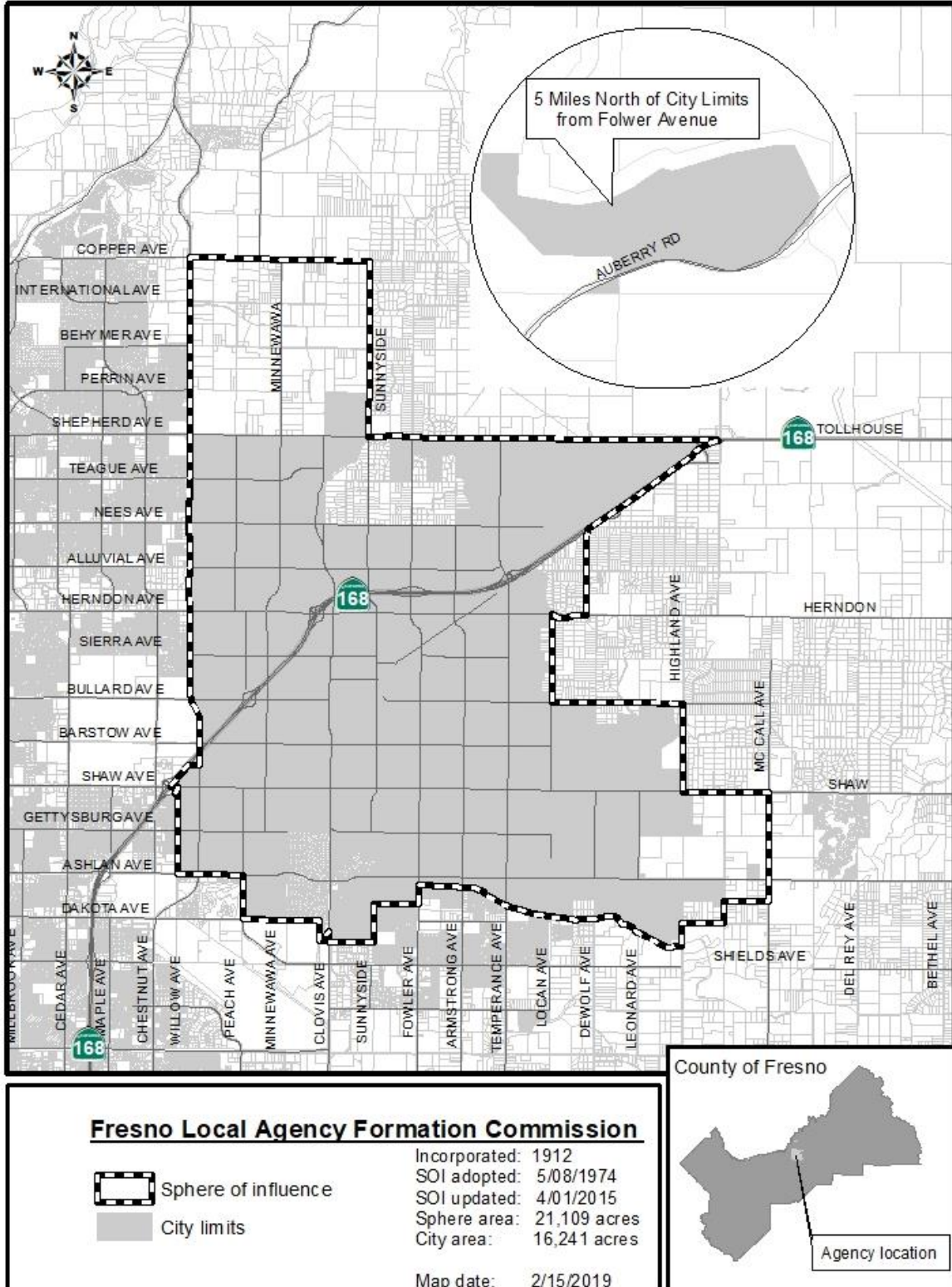
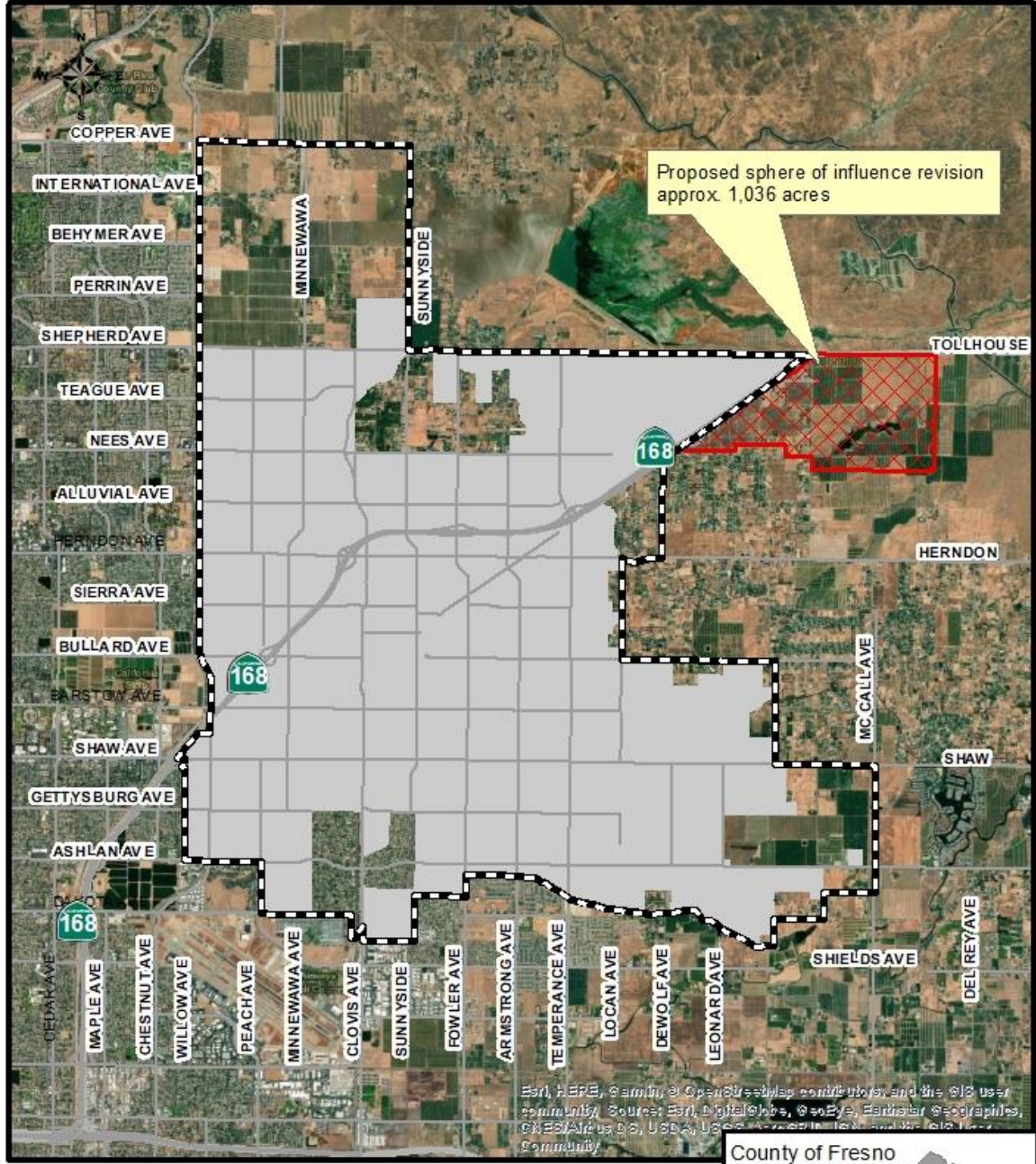


Figure 2 – Proposed NE SOI Update (LAFCo File No. RSOI-185)

City of Clovis

Proposed sphere of influence revision



Esri, HERE, Garmin, © OpenStreetMap contributors, and the GIS user community. Source: Esri, DigitalGlobe, GeoEye, Earthstar, © GeoGraphics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS user community.

Fresno Local Agency Formation Commission	
 Sphere of influence	Sphere area: 21,109 acres
 City limits	City area: 16,241 acres
 Proposed sphere revision	Map date: 03/01/2019



City location

Figure 3 – 2014 Clovis General Plan Land Use Diagram, NE SOI Update

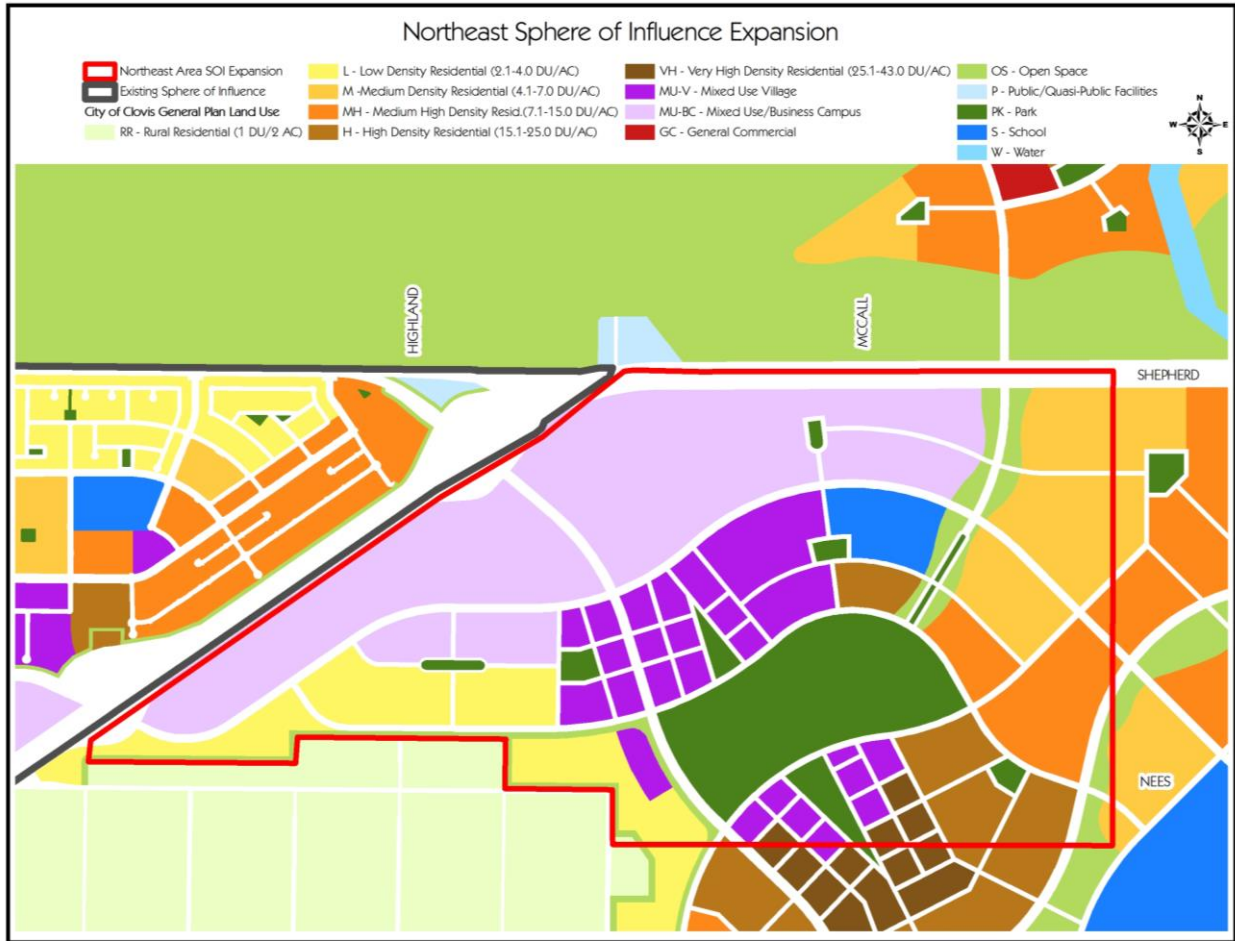
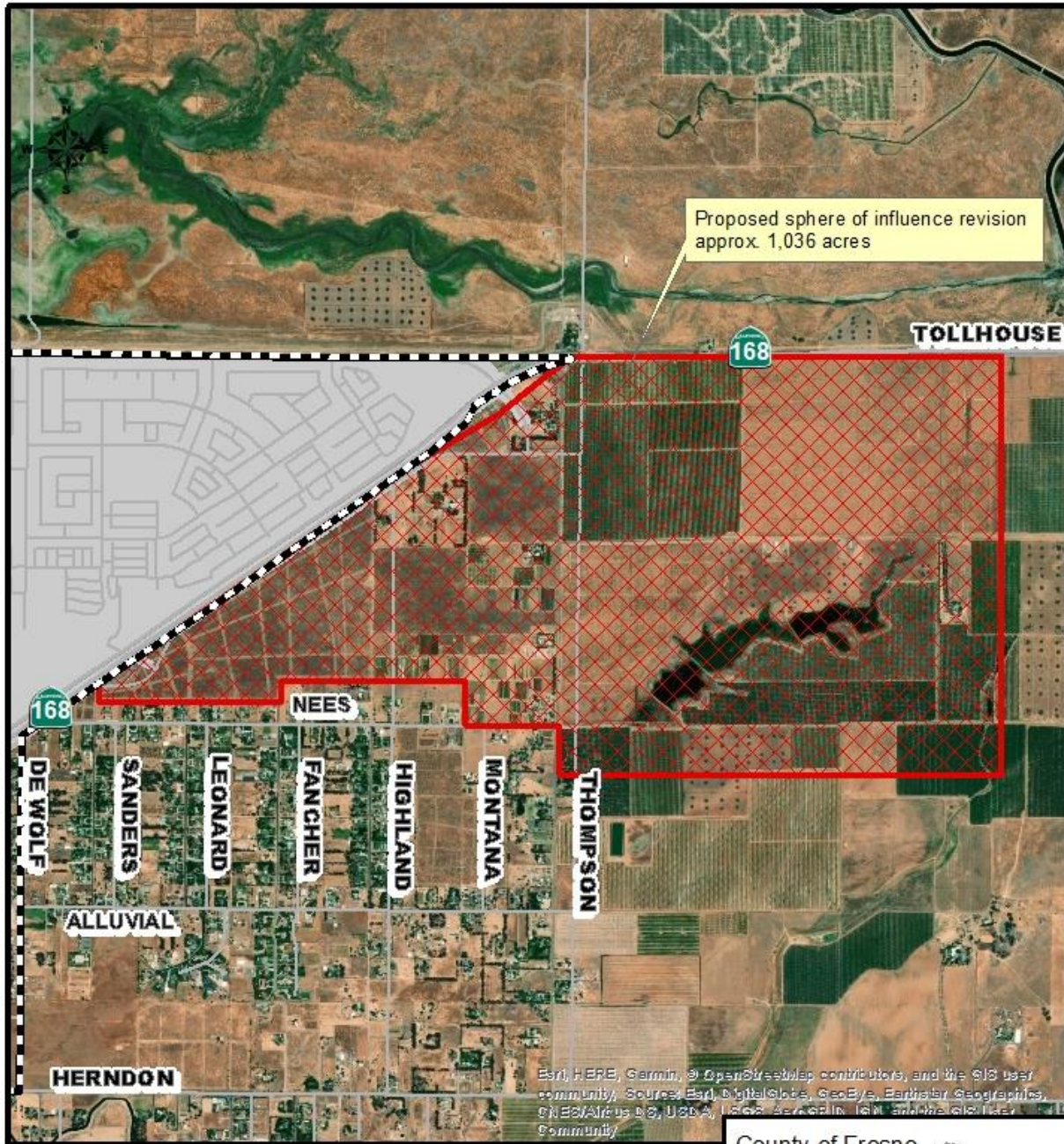





Figure 4 – Aerial View of Proposed NE SOI Update

City of Clovis

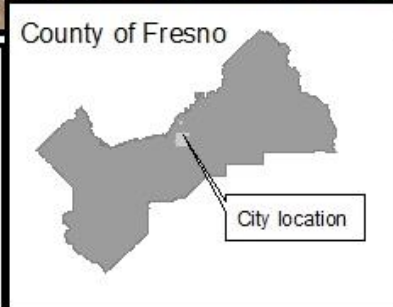
Clovis NE SOI Proposal



Fresno Local Agency Formation Commission

	Sphere of influence	Existing SOI area: 21,109 acres
	City limits	Proposed NE SOI area: 1,036 acres
	Proposed sphere revision	

Map date: 03/04/2019



Executive Summary

Purpose of this Service Review

This MSR is prepared in response to the City of Clovis' Northeast sphere of influence (SOI) update application filed with Fresno LAFCo in October, 2017. This MSR is prepared for the Commission's consideration to determine whether the City has adequate public services, exiting policies, and planning efforts in place to extend public services into the existing and proposed SOI over the next 20 to 25 years, as required by California statute.

Sphere of Influence and Proposed Sphere Update

In 2015, LAFCo updated the 2012 Clovis SOI by adding 860 acres to the Northwest Urban Center. Overall, approximately 77 percent of the available land within the 2015 City SOI has been annexed to the City. As of February 2019, Clovis' corporate limits encompass approximately 16,244 acres within a 21,109-acre SOI.¹

In 2017, City of Clovis filed a proposal request with LAFCo to pursue an expansion of the 2015 City SOI by an additional 1,036 acres in the planned Northeast Urban Center. The proposed SOI revision represents an addition of 4.9 percent to the Clovis SOI bounded by State Route (SR) 168 to the north and west, DeWolf Avenue to the west, Nees Avenue to the south, and approximately halfway between McCall Avenue and Del Rey Avenue to the east. The proposed SOI update would include a portion of the City's Northeast Urban Center (NEUC) growth area, and planned land uses are reflected in the adopted 2014 Clovis General Plan. At this time, there is no other action being requested of LAFCo. It is anticipated that amending the SOI will be followed with a Specific / Master Plan coinciding with a project and annexation for the area.

Communities of Interest Relevant to the Clovis SOI

The current Clovis SOI update is limited to only a portion of the NEUC; however, LAFCo as a regional agency is responsible for assisting the State legislature with promoting orderly development and growth while fulfilling many regional priorities. This MSR update also considers communities of interest within the 2014 Clovis General Plan's Plan Area that may present a future opportunity to include in a future City SOI updates. Within the vicinity of the Clovis SOI, the following communities are substantial rural residential development east of the SOI including:

- County Waterworks District No. 42 (Alluvial & Fancher Avenue);
- County Service Area No. 47, Quail Lake;
- County Service Area No. 10 (Cumorah Knolls) and CSA No. 10A (Mansionettes Estates #3; and
- County Service Area No. 51 (Dry Creek).

¹ Recorded Clovis Annexations - as of February 22, 2019.

California Environmental Quality Act (CEQA)

A Municipal Service Review is a data collection planning study to inform future actions and therefore is exempt from environmental review. However, this application includes Clovis' request to LAFCo to consider an update to the Clovis SOI that is consistent with the Clovis 2014 General Plan. The 2014 Clovis General Plan provides a vision for future growth using a planning period from 2014 through 2035, and the adopted Clovis Land Use Diagram designates planned land uses for all of the area proposed to be included in the 1,036-acre SOI update.

The Clovis draft environmental impact report (EIR) for the 2014 General Plan (SCH# 2012061069) was prepared and circulated for public review July 2014, and the Final EIR was certified by Clovis City Council in August 2014.

The 2014 Clovis General Plan identifies LAFCo as a Responsible Agency; and, the plan specifically envisioned phased SOI updates intended to facilitate planned outward City growth through year 2035. The Clovis SOI update would enable the City to plan for extended municipal services and the eventual annexation of new territory into the City. LAFCo considered the certified 2014 Clovis General Plan Update EIR (SCH #2012061069) for its review and update of the Clovis Northeast SOI update, and LAFCo anticipates that future urban development within the affected area would be developed as contemplated in the City's certified 2014 General Plan Update.

LAFCo and Municipal Service Reviews

This chapter provides an overview of LAFCo's history, powers and responsibilities. It discusses the origins and legal requirements for preparation of the MSRs. Finally, this chapter reviews the process for MSR review, MSR approval and SOI updates.

LAFCo Overview

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

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

LAFCo was formed by the Legislature as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. LAFCo is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations,

mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge; LAFCo conducts service reviews to evaluate the provision of municipal services within the county.

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

Fresno LAFCo consists of five regular members: two members from the Fresno County Board of Supervisors, two City Council members, and one public member who is appointed by the other members of the Fresno Local Agency Formation Commission. There is an alternate in each category.

All commissioners are appointed to four-year terms. Any member appointed on behalf of local government shall represent the interests of the public as a whole and not solely the interest of the appointing authority Government Code Section 56325.1.

As of February 2019, the following elected officials have been appointed by their respective local agencies' governing board to serve on Fresno LAFCo:

- **County of Fresno members, appointed by the Fresno County Board of Supervisors**
 - Brian Pacheco, Supervisorial District 1
 - Buddy Mendes, Supervisorial District 4
 - Alternate – currently vacant
- **City Council members, appointed by the City Selection Committee**
 - Robert Silva, City of Mendota
 - Daniel Parra, City of Fowler
 - Scott Robertson, Alternate, City of Selma
- **Public members, appointed by County/City Commissioners**
 - Mario Santoyo, Public Member
 - Michael Lopez, Alternate, Public Member

Origins of the LAFCo MSRs

The MSR requirement was enacted by the Legislature months after the release of two influential studies recommending that LAFCos conduct service reviews of local agencies. These reports are described more fully as follows.

Little Hoover Commission

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among special districts, and the barriers to LAFCo's pursuit of district consolidation and dissolution. The report raised

the concern that “the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable.”

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials, and concluded that district financial information is “largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county.”

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by healthcare districts that have sold, leased or closed their hospitals, and asserted that LAFcos consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations, but asserted that LAFcos have generally failed to pursue special district reorganizations.

The report called on the Legislature to increase the oversight of special districts by mandating that LAFcos identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district’s mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the state strengthen the independence and funding of LAFcos, require districts to report to their respective LAFcos, and require LAFcos to study service duplications.

Commission on Local Governance for the 21st Century

The Legislature formed the Commission on Local Governance for the 21st Century (“21st Century Commission”) in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the state, at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000. The report examines the way that government is organized and operates, and establishes a vision of how the state will grow by “making better use of the often invisible LAFcos in each county.”

The report points to the expectation that California’s population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. *Growth Within Bounds* acknowledges that local governments face unprecedented challenges in their ability to finance service delivery, since voters cut property tax revenues in 1978 and the Legislature

shifted property tax revenues from local government to schools in 1993. The report asserts that these financial strains have created governmental entrepreneurship in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, “has provoked controversy, including several legislative attempts to initiate district consolidations,” but cautions LAFcos that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

Growth within Bounds observed that LAFcos cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within each county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Further, the report asserted that many LAFcos lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California’s future growth and development.

MSRs require LAFcos to look broadly at all local agencies that provide one or more municipal services and to examine the order, logic, and efficiency of their services. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFco judges to be important to future growth of the counties.

The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make several important determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The Legislature since has consolidated the determinations into six categories, and most recently added another category totaling seven required findings as of the drafting of this report.

MSR Legislation

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFco review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structures to support California’s anticipated growth. The service review provides LAFco with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

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

- Growth and population projections for the affected area;

- The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI (effective July 1, 2012);
- Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence);
- Financial ability of agencies to provide services;
- Status of, and opportunities for shared facilities;
- Accountability for community service needs, including governmental structure and operational efficiencies; and
- Any other matter related to effective or efficient service delivery, as required by commission policy.

MSRs are used by the LAFCo to collect information and evaluate service provisions and service providers from a broader perspective. As mentioned elsewhere in this document, an approved MSR is required before LAFCo can adopt or update a SOI. It should be noted that the MSR process and approval will not always result in adopting or updating a SOI. While state law does provide that a MSR can be conducted in conjunction with an action to establish or update a SOI, the two processes and actions are distinct and separate functions under the LAFCo authority.

MSR Process

The MSR process involved the following steps:

- Outreach: LAFCo outreach and explanation of the service review
- City of Clovis: 2017 application for a SOI update to LAFCo
- Data retention: The City provided documents and responded to LAFCo questions
- Data analysis: LAFCo staff reviews City application and documents
- Profile review: Internal review and comment on draft MSR profile
- Internal review: City provides comments and editorial responses to LAFCo
- 21-day public Review Draft MSR: Review and comment on LAFCo draft MSR
- LAFCo hearing: Attend and provide public comments on MSR

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to section 15262 (feasibility or planning studies) or section 15306 (information collection) of the CEQA Guidelines. LAFCo's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

LAFCo will use the evidence in this report as it evaluates the City 's application for the NE SOI update. This report contains a discussion of various alternative government structures for efficient service provision. LAFCo is not required to initiate any boundary changes based on service reviews. However, LAFCo, other local agencies (including cities, special districts, and the County) or the public may subsequently use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries. Government Code section 56375(a) gives LAFCo the power to initiate certain types of boundary changes consistent with a service review and sphere of influence study. These boundary changes include:

- consolidation of districts (joining two or more districts into a single new successor district);
- dissolution (termination of the existence of a district and its corporate powers);

- merger (termination of the existence of a district by the merger of that district with a city);
- establishment of a subsidiary district (where the city council is designated as the board of directors of the district); or
- a reorganization that includes any of the above.

LAFCo may also use the information presented in the service reviews in reviewing future proposals for annexations or extensions of services beyond an agency's jurisdictional boundaries or for proposals seeking amendment of SOI boundaries. Other entities and the public may use this report as a foundation for further studies and analysis of issues relating to the services offered by the City of Clovis.

Fresno LAFCo Municipal Service Review Policy 107

On November 5, 2014, Fresno LAFCo enacted its Municipal Service Review Policy by adding Section 107 to the LAFCo Policy, Standards, and Procedures manual. The MSR policy provides direction for the implementation of the Commission's MSR program, outlines how local agencies under LAFCo's purview are to be evaluated.

LAFCo's MSR policy establishes three goals for the MSRs:

- Evaluate a local agency—including, but not limited to, services delivered by the agency or other agencies, the agency's compliance with its principal act, activities of its board of directors, the agency's managerial practices, sufficiency of its annual budget, presence of an agency's long-range plan for services, opportunities for public participation with district board meetings, and the board's compliance with "sunshine" laws, such as the Brown Act—in order to present thoughtful and accurate information in support of commission determinations;
- Provide recommendations to encourage effective and efficient municipal service delivery; and
- Build and maintain effective relationships between LAFCo and local agencies.

The following LAFCo policies assist LAFCo to prepare MSRs in order to update or revise a local agency's SOI in compliance with CKH. These policies are based on circumstances unique to Fresno LAFCo and as such will ensure that municipal services are evaluated in an orderly, logically, and efficient manner:²

- The SOI should reflect a 20 to 25 year planning horizon and may include additional areas that may relate to the agency's planning. This boundary shall be reviewed and either affirmed or, if necessary, updated on average of every five years thereafter.
- MSRs may be updated independently from an SOI modification, either to facilitate review of an agency's service deficiencies or in response to other LAFCo actions.
- The commission reserves the right to have an MSR prepared by a consultant under contract to the commission and associated expenses may be borne by the requesting local agency.
- An SOI that is not changed may be affirmed by the commission without an MSR.

LAFCo actively encourages local agencies affected by these policies to include LAFCo at the beginning of any city planning application that may result in an annexation or SOI amendment or extension of services.

² Fresno LAFCo Policy Manual Section 107-04.

Spheres of Influence

The Commission is charged with developing and updating the SOIs for each City and special district within the County. An SOI is a LAFCo-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination, for example, territory may not be annexed to a City or district unless it is within the SOI for that agency. In other words, the SOI essentially defines where and what types of government reorganizations (e.g., annexation, detachment, dissolution and consolidation) may be initiated. If and when a government reorganization is initiated, there are a number of procedural steps that must be conducted for a reorganization to be approved by the LAFCo. Such steps include more in-depth analysis, LAFCo consideration at a noticed public hearing, and processes by which affected agencies and/or residents may voice their approval or protest the proposal at hand.

SOIs should discourage duplication of services by local governmental agencies, guide the Commission's consideration of individual proposals for changes of organization, identify the need for specific reorganization studies, and provide the basis for recommendations to particular agencies for government reorganizations.

LAFCos are required to update each SOI of each local governmental agency every five years, or as necessary. The MSR process empowers LAFCos to adopt, update and amend the SOI. LAFCo may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations.

In determining the SOI for a local agency, LAFCo is required to make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- Existence of any social or economic communities of interest in the area if the commission determines these are relevant to the agency;
- Present and probable need for water, wastewater, and structural fire protection facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence; and,
- In the case of special districts, the nature, location, and extent of any functions or classes of services provided by existing districts.

City of Clovis Overview

Background

The City of Clovis was incorporated on February 27, 1912, as a general law city of the State of California. The City of Clovis (City) is in the central portion of Fresno County, approximately 6.5 miles northeast of the City of Fresno downtown area. The City is surrounded by unincorporated Fresno County to the north, east, and south and by the City of Fresno to the west and southwest.

This MSR analyzes Clovis' service levels, capacity, and its service planning efforts to extend its service provisions into the Northeast Urban Center. The City has requested LAFCo to consider the expansion of the Clovis SOI to include 1,036 acres into the Clovis SOI.

The SOI is defined as the probable physical boundaries and service area of the local agency reflecting a 20-year planning horizon and may include additional areas that relate to the agency's planning. The Commission will evaluate the proposed SOI expansion in light of many adopted plans and policies, including the City's general plan, environmental documentation, service plans, annual budgets, service fees, and capital improvement plans.

The first Clovis SOI was adopted in 1974. On October 10, 2007, the Commission reaffirmed the 2000 Clovis SOI as supported by its first Municipal Service Review. In 2012, the City requested that LAFCo update the Clovis SOI to include 0.65 acres of public right-of-way near SR 168 and Shaw Avenue in to the Clovis SOI.³

In 2015, LAFCo updated the 2012 Clovis SOI by adding 860 acres to the City's Northwest Urban Center. The 2015 updated Clovis SOI encompasses 21,109 acres. Since then, the City of Clovis has annexed approximately 77 percent of the available land situated within the 2015 SOI. As of February 2019, Clovis' corporate limits encompass approximately 16,244 acres within a 21,109-acre SOI.⁴ The City's 2014 General Plan establishes land uses for a much larger plan area, beyond the existing SOI, that encompasses approximately 47,000 acres.

The Clovis SOI is generally bounded by Copper Avenue on the north, Willow Avenue on the west, Academy Avenue on the east, and Shields Avenue on the south. State Route 168 (SR-168) bisects the City from the southwest to the northeast.

Governance

A five-member City Council elected at-large governs the City of Clovis. The City Council has an appointed City Manager that is responsible for the day-to-day operations of the City, and he is assisted by the Clovis executive management team and administration staff. The City employs approximately 547 full-time employees that manage a wide variety of professional and technical municipal services.

³ LAFCo File No. RO-12-4 (Shaw-Winery Southwest Reorganization): Processed concurrently with the Clovis SOI update proposal RSOI-159.

⁴ Recorded Clovis Annexations - as of February 22, 2019.

City-County Meeting and Agreement

As prescribed by State law, the City of Clovis and County representatives have convened to discuss the proposed SOI update;⁵ additionally, the both local agencies have reached a formal agreement by the way of a Memorandum of Understanding on the proposed SOI.

On October 23, 2018, the County of Fresno Board of Supervisors executed the Second Amendment to the 2017 Amended and Restated Memorandum of Understanding (MOU): County of Fresno and City of Clovis. Although the LAFCo is not a party to the City-County MOU, the agreement provides a mutual agreement between both parties that addresses exchange of tax revenue upon annexation, standards of annexation, conditional commitments, and other matters of interest to both parties.⁶

The proposed SOI updated will add 1,036 acres to the Northeast Urban Center (NEUC) into the Clovis SOI. The NEUC encompasses approximately 6,522 acres, and the entire plan area is located outside the existing City SOI. The 2014 Clovis General Plan identifies the NEUC as Clovis' Growth Area No. 3 and it is the largest planned village center located north east of the current Clovis SOI. The NEUC is generally bounded by Copper Avenue to the north, the Friant-Kern Canal and Dog Creek Canals from the eastern boundary, Herndon Avenue on the south, and Armstrong Avenue to the west.

The proposed Clovis SOI revision encompasses less than 16 percent of land identified within the NEUC. The proposed SOI revision is generally bounded by SR 168 to the north/west, Shepherd Avenue to the north, Del Rey Avenue to the east, and Nees Avenue on the south. The proposed SOI revision as submitted by the City and it encompasses 64 unincorporated parcels, which are owned by 22 different landowners.

The City informed LAFCo that there are no active Williamson Act Contracts within the area requested to be included in revised SOI.

Services Evaluated

This MSR examines the following City Services:

- Planning and Management Practices
- Agency Finances
- Growth and Population Projections
- Disadvantaged Unincorporated Communities
- Park land and Recreational Open Space
- Agriculture Preservation
- Storm Drainage
- Street Maintenance
- Public Transportation
- Fire Protection
- Law Enforcement
- Wastewater Services
- Water Service
- Community Sanitation Services
- Shared Facilities

⁵ Government Code Section 56425(b) – City-county meeting and agreement.

⁶ October 23, 2018, Second Amendment to the 2017 Amended and Restated Memorandum of Understanding (MOU): County of Fresno and City of Clovis.

1. Planning and Management Practices

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards that guide local governments' fulfillment of their responsibilities. Well-managed organizations routinely evaluate their many service plans, annually assess performance levels, and regularly look for ways to improve their services. The City of Clovis, for example, relies on several benchmarks to track each department's productivity. The Clovis City Manager's office periodically reviews department performance, prepares an annual budget before the beginning of the fiscal year, conducts periodic financial audits to safeguard the public trust, and conducts community-based advanced planning to forecast future service needs. This section of the service review describes and evaluates the planning and management practices employed by the City that guide its capacity to provide public facilities and services to present and planned development.

Organizational Structure

The City of Clovis ("City") is governed by a five-member elected council, elected at large and accountable to the residents of the City. City elections are held every two years to fill council member seats to four-year terms. Council member terms are staggered so that three of the five terms expire on the same cycle, and two terms expire on the following election cycle.

Every two years, the City Council elects one of its members to serve as the City Mayor and another member to serve as the Mayor Pro Tem for a period of two years. There is no limit on the number of times a candidate can run for re-election to the City Council.⁷

The City operates under the Council-Manager form of government, which means that the City Council appoints a city manager who is responsible to oversee the daily operations of the City. The City Council provides policy direction to the City Manager who works with the City's administration team and the citizens to implement the direction of the Council. Additionally, the City Council appoints a city attorney to represent and advise the City Council on legal matters, a five-member Planning Commission, and a seven-member Personnel Commission.

The Council works closely with the City Manager, various citizen advisory commissions and committees, and solicits public comments from its residents to make decisions on behalf of its citizens. The City Council also focuses on creating and updating community goals and policies, votes on major projects, decides on long-term community growth strategies, and makes land use decisions, capital improvement plans, capital financing programs, and strategic plans.

The City's major operations are organized into 8 key categories including Police Department, Fire Department, Public Utilities, Planning and Development Services, Community and Economic Development (includes the Redevelopment Successor Agency and Housing), Finance Department, and General Services(Transit, Personnel, Facilities, Senior Center, and Recreation).

⁷ City of Clovis, Clovis City Council Home Webpage: <https://www.cityofclovis.com/Government/City-Council>

The City relies on paid professional staff to conduct the daily business and manage the operation of the City. As of August 2018, the City employs 547 employees, which is an increase of 11 employees compared to 2017. Each department manager provides its respective employees with annual professional development evaluations, tracks employee goals and develops performance measures, and coordinates professional training courses and/or continued education opportunities. The City also provides services through agreements with other public agencies and private contractors.

Clovis City Council

The Clovis City Council carries out its responsibilities through the implementation of the Clovis General Plan, Clovis Municipal Code, and other state laws. The City Council is regularly informed by each department on a quarterly basis on existing service levels, service demands, and future service needs, and during the development of each annual budget. Each department maintains performance reports, end-of-year assessments, service strategic plans, or five-year service plans.

Each department has adopted planning policy documents, guidelines, and procedures that describe their respective responsibilities. Existing service plans are regularly reviewed and appropriate changes are proposed for the City Council's consideration when deemed necessary.

The City of Clovis has an official city website: <https://www.cityofclovis.com/> that provides information pertaining to the City's history, city plans, business, city departments and services, employment opportunities, governance, city news, and community events.

The Clovis City Council convenes regularly on the first, second, and third Monday of each month at 6:00 p.m. at 1033 Fifth Street, Clovis, Ca 93612.⁸

Clovis Vision and Values and Priority Goal Setting

The "Clovis Vision Statement" was initially established as part of the 1993 General Plan update by the Clovis' Citizen Advisory Committee to provide guidance for the implementation of the City's General Plan. The Clovis Vision Statement is reviewed every few years by convening a "Citizens' Summit" and is reviewed on an annual basis by the Clovis City Council during the development of the city's Annual Budget. The Clovis Vision Statement reads:

"The City that is committed to the Clovis Community Family, their needs, their values and a quality way of life for all; reflecting that commitment in how it develops and in the activities it undertakes."

The purpose of the statement is to communicate the most desirable qualities that prevail in Clovis' future; and, to build on the City's current values and opportunities, and inspire its citizens to achieve the community's highest potential.⁹

The City Council periodically conducts goal-setting and strategic planning community workshops to

⁸ City of Clovis Home webpage.

⁹ Ibid.

develop a blueprint of goals and set targets for the Council to achieve. Goals express the expectation of direction and achievement for the next five-year period or longer, and targets action of those programs and projects to be addressed with the budget cycle. To help achieve the goals the City Council reviews and updates these goals annually. The Clovis City Council has adopted the following goals:

- Provide for orderly and planned community growth consistent with the vision adopted with the General Plan and regularly seek community response.
- Make Clovis the safest City in the Valley providing quick and effective response to high priority calls for emergency services.
- Provide for innovative economic development strategies to grow business, jobs and to enhance the revenue base of the community; position City resources to support businesses competing in today's global market.
- Provide for a financially sustainable City as the community grows and look to the long term.
- Make Clovis a great place for all families to live healthy, work productively, learn continuously, and play actively from generation to generation.
- Provide strong and effective local leadership for the community, demonstrating a model for others; provide regional leadership and influence decision making through active participation in the big issues.
- Maintain and articulate a distinct community identity and community pride.
- Promote citizen engagement and develop a shared responsibility for community involvement.
- Maintain Clovis as a public sector employer of choice and ensure that this team advances the City's Mission.

In order to achieve these City goals, the City of Clovis uses various long-range planning documents including the General Plan, Specific Plans (for sub-areas of the General Plan), service and infrastructure master plans, various project and facility plans, and the Five-Year Community Investment Program. These plans are reviewed annually to ensure consistency with current law, trends, and technologies.

Clovis Planning Commission

The Clovis Planning Commission is a permanent committee made up of five individuals who have been appointed by the City Mayor and voted upon by City Council to review, advice, and act on matters related to planning and development of the City.¹⁰ Clovis' Planning Commissioners are residents of the City, active individuals in the community, and familiar with local concerns when dealing with new development proposals. Commissioners serve at the pleasure of the Council, so commission membership may occasionally change in response to changes in the Mayor or City Council membership.

The Planning Commission is the first decision-making body that assesses, reviews, and advises the City Council on fundamental city growth issues related to land use, housing needs, municipal services, and environmental protection. The Planning Commission assures that the Clovis General Plan, Specific Plans, and the Clovis Vision and Values are implemented by reviewing development applications on a case-by-case basis.

The Planning Commission functions as the decision-making body and depending on the scope of the project, the Planning Commission can also be the only reviewing body. However, any Planning

¹⁰ Government Code Sec. 65100.

Commission action can be requested to be appealed to the City Council. The City Council can either uphold the Commission's decision, overturn it, modify it with or without conditions, or send it back to the Planning Commission for further study. The Planning Commission works closely with Clovis' Planning and Development Services Department, and regular Planning Commission meetings are held monthly at 6:00 p.m. in the Clovis Council Chambers at City Hall on the fourth Thursday of each month.

Personnel Commission

The Clovis Personnel Commission is charged with developing and maintaining a Merit System for classified employees of the City and fostering the advancement of a career service for these employees. The Merit System is a personnel system that provides for the selection, retention, and promotion of classified employees based on individual merit and fitness demonstrated by competitive examinations and performance.

The Personnel Commission is composed of seven-commissioners appointed by the Clovis City Council. Potential Personnel Commissioner candidates must be residents of the City, and all commissioners are appointed by the City Council to four-year terms. The Commissioners' terms are staggered; three terms end on the same even year, while the remaining four terms end on the next even-year. Members of the Personnel Commission are appointed by the City Council based on the recommendation of the Clovis Personnel Division. Prior to making its recommendation, the Personnel Division is required to seek, interview, screen, and recommend the best candidate to be officially appointed by the City Council.

City Attorney

The City attorney is an appointed office established under the California law and the Clovis Municipal Code. The City's legal counsel is retained through contract directly with the City Council. The City attorney is the City's chief legal advisor and represents the city in civil actions; prosecutes violations of the Municipal Code; drafts ordinances, resolutions, contracts, leases, deeds, covenants, bond, financial documents, and other City legal documents. All city departments contribute a fair share to fund the City's attorney costs.

City Manager

As mentioned previously, the City Manager is appointed by the City Council to serve as the chief administrative officer of the City. The City Manager is responsible for administering all operations, finances, activities, and projects consistent with City Council policy directives and applicable municipal, state, and federal laws. The City Manager appoints all department managers, and based on recommendations by department heads – the City Manager is authorized to confirm any hire and/or terminate any employee of the City.¹¹

The City Manager's cabinet is comprised of three major departments: Community and Economic Development, Administration, and Executive Management Team. Under the Executive Management Team, the City Manager is advised on city projects, plans, and community service needs by the City Clerk,

¹¹ City of Clovis Website. Departments & Services. City Manager's Office.

Economic Development Director, Finance Director, Fire Chief, Police Chief, General Services Director, Planning and Development Director, Director of Public Utilities.

City Clerk

The Clovis City Clerk performs various professional and managerial duties that support the City Manager, City Council, City Attorney, and works with the public to address any citizen concern. The City Clerk facilitates the execution of official and legislative processes, City Council Meetings, Agendas, Minutes, Ordinances, Resolutions, and City Contracts, documenting the proceeding and retaining other legal and historical records. The Clerk also manages the proper maintenance and disposition of city records and information according to statute.¹² The City Clerk's department consists of 16 employees.¹³

Amongst many responsibilities, the City Clerk conducts and oversees the City's election procedures in cooperation with the Fresno County Registrar of Voters, administering the Political Reform Act of 1974, attesting to the passing of resolutions and ordinances, and participating in all City Council meetings.

Planning Practices

The City's central planning document is the Clovis General Plan. The general plan update was adopted by the Clovis City Council on August 25, 2014, with a planning horizon of twenty years (2035). In conjunction with the 2014 General Plan, Clovis certified a Development Code Update and an Environmental Impact Report (EIR), and multiple community plans, master service plans, and specific plans. Other significant planning documents include the City's Master Service Plan, which enumerates and describes each service that is extended upon annexation to the City such as roads, sewer and water facilities, parks, safety services, and provides and information with respect to how those services will be financed.¹⁴ On top of the Clovis 2014 General Plan, the City of Clovis has the following planning documents in place:

- Central Clovis Specific Plan¹⁵, which encompasses the Old Town part of the City,¹⁶
- The Loma Vista Specific Plan,
- The Shaw Avenue Corridor Plan ,
- The City's Urban Greening Master Plan,¹⁷
- The Harlan Ranch Master Plan ,
- The Heritage Grove Master Plan and Design Guidelines ,
- The Dry Creek Preserve Master Plan in 2018, and
- The Clovis Master Parks Plan 2018

¹² City of Clovis Departments & Services. City Clerk. Accessed August 17, 2018.

¹³ City of Clovis FY 2018-19 Budget.

¹⁴ City of Clovis Website. Department & Services. Planning and Development. Master Service Plan.

¹⁵ City of Clovis Website. Department & Services. Planning and Development. Shaw Avenue Corridor.

¹⁶ City of Clovis Website. Department & Services. Planning and Development. Central Clovis Specific Plan.

¹⁷ City of Clovis Website. Department & Services. Planning and Development. Urban Green Mater Plan.

Finance Planning

The City's Finance Department performs all accounting and financial projections for the City's annual budget, in addition to providing city residents with utility billing service, dog licensing, business startup resources, and issues business tax certificates. The Finance Department employs 21 employees.¹⁸

The City annually prepares a financial statement that provides discussion and analysis of the City of Clovis' financial performance and an overview of the City's financial activities, as a whole.

The City also prepares five-year financial forecast for the City that analyzes existing conditions, and provides insight of the City's upcoming fiscal condition. The five-year forecast is based on a reasonable set of economic and operational assumptions. The City uses this five-year forecast as a resource management tool to inform both the City Council and the City Manager's Office on fiscal trends and foreseeable issues that can be addressed early in the planning process in order to assure continued financial success. Additionally, the City prepares annual Comprehensive Financial Reports prepared by an independent Certified Public Accountant. Each adopted report is posted on the City's website.

Economic Development

The City of Clovis Community and Economic Development Department ("CEDD") offers services to businesses considering expansion and/or relocation on the region, existing businesses in Clovis, and start-up and entrepreneurial enterprises. The CEDD strives to create a vibrant business community.

Planning and Development Services

The City's Planning and Development Services Department consists of planning, engineering, and building divisions all under one department. According to the Clovis financial information, the Planning and Development Services Departments consist of 53 employees.¹⁹

The Planning Division is responsible for day-to-day and long-range planning of the City. Planning Division's responsibilities include land use entitlements, review of residential subdivisions, site plans, multi-residential developments, environmental review, conditional use permits, conduct community meeting, and update zoning ordinances.

The City of Clovis Engineering Division ensures that all private development meets all city condition of approval and development standards with regard to all construction and capital development. The engineering division also implements the Clovis' community investment program, the construction and expansion of new infrastructure, and maintains all city infrastructure.

The Building Division is comprised of inspectors and plan examiners that review and determine whether all new projects meet the California Building Code standards. The Building Division issues construction permits, conducts building inspections, and safeguards health property and public welfare by regulating and controlling the design, construction, quality of materials, and issues use of occupancy permits.

¹⁸ City of Clovis Website. Departments & Services. Finance Department.

¹⁹ City of Clovis Website. Departments & Services. Economic Development.

Fire Department

The Clovis Fire Department is responsible for providing fire protection, emergency medical services, urban search and rescue, high angle, trench, water and confined space rescue, hazardous condition mitigation, strategic planning, administration, fire cause and origin investigations, code enforcement, public education, emergency preparedness, disaster response and coordination. The Fire Department promotes sound planning, economic efficiency, and effective use of the City resources by regularly updating the following planning documents (available on the City's website)²⁰

- 2017-2022 Strategic Plan
- 2017-2022 Standards of Coverage
- 2017 Fire Department Organizational Chart
- 2017 Annual Report – Fire Protection
- 2016 Annual Report – Fire Protection
- 2015 Annual Report – Fire Protection

The Department's Administration and Support Services is responsible for administering the Accreditation Program, development and administration of the Fire Department Budget. Fire Administration and Support Services also provides administrative analysis, report preparation, coordination of programs, incident response data management, time keeping, and other routine duties performed daily that support the delivery of emergency and non-emergency services. Administration and Support Services also identifies, writes and manages grants to supplement funding for all Department programs. According to Clovis financial information, the Clovis Fire Department employs 67 employees.²¹

The City of Clovis Fire Department provides and receives automatic aid from the Fresno Fire Department and Fresno County Fire Protection. These agreements have been approved by the Clovis and Fresno City Council and the Fresno County Fire Protection District's Board of Directors and do not expire. The intention of automatic aid is for when an individual has an emergency and calls 911 they receive the closest emergency response unit no matter where the incident is located. This agreement enables the Clovis Fire Department to continually meet industry best practices such as National Fire Protection Association (NFPA 1710).

The City of Clovis can also request California State Master Mutual Aid which is a formal agreement all California cities must participate in. In order for a city to request mutual aid, all of the Fire Department resources must be assigned to emergency incidents and the jurisdiction no longer has any available emergency resources.

Police Department

The Clovis Police Department (CPD) is responsible for enforcement of state and city laws, investigation of crimes, apprehension of criminal, reducing traffic collisions, maintenance of ongoing crime prevention programs, and building ties with the community and other local law enforcement agencies. The CPD currently employs 104 sworn officers, and 71 non-sworn professional staff. The CPD participates in

²⁰ City of Clovis, Clovis Fire Department Services, Fire Administration website.

²¹ City of Clovis, Departments & Services, Fire Department.

mutual aid agreements for policing service with the City of Fresno, Fresno County Sheriff and California Highway Patrol.

The CPD maintains the following planning documents, which are available on the City's website:²²

- Annual - Police Department End of Year Reports,
- Clovis Police Department Beat Maps,
- Monthly Incident Reports,
- Graffiti Removal Program,
- Citizens Complaint Procedures, and
- Masters Service Plan – Police Service.

Public Utilities Department

The Clovis Public Utilities Departments provides water, wastewater collection and treatment, solid waste, City parks and open space maintenance, street lighting system operating, and city vehicles maintenance. The Public Utilities Department consists of 159 employees. The Public Utilities Department maintains the following planning documents, which are available on the City's website²³:

- Sewer System Management Plan
- 2017 Sewer System Management Plan Audit
- Certified Backflow Testers
- Community Clean-up Schedules and Instructions
- Consumer Confidence Reports – Municipal Water System
- Groundwater Management Plan 2006
- Recycled Water Master Plan 2018
- Service and Community Values of the Clovis Public Utilities Department
- Wastewater Master Plan Update Phase 3 2018
- Water Facilities Master Plan 2008
- Water Master Plan Phase I 1995
- Water Master Plan Phase II 1999
- Water Master Plan Phase III 2018

General Services Department

The Clovis General Services Department provides a range of services to residents and to other City departments. The General Services Department consist of 49 employees.²⁴ Services to residents include Senior Services, Transit, and Clovis Recreation Programs; services to other departments include administration of the Personnel Division, Purchasing Section. General Services also maintains all city facilities including the Police and Fire Headquarters, City Hall, the Senior Activity Center, Public Utilities yard, the Clovis Recreation Center, and five fire stations. In addition to maintenance, General Services provides power, lighting, heating, ventilating, and cooling for all City buildings. Recent energy-saving

²² City of Clovis, Clovis Police Department, Website.

²³ City of Clovis Website. <https://www.ci.clovis.ca.us/Departments-Services/Public-Utilities>.

²⁴ City of Clovis Website. Departments & Services. General Services. [City of Clovis > Departments & Services > General Services](#).

measures, including the addition of a computerized energy-management system and replacement of the City's main HVAC chiller unit, have trimmed power bills 25 to 30 percent in some buildings.

Personnel and Management Practices

It is the responsibility of the immediate department supervisor to observe and evaluate the job performance of assigned staff as well as to provide appropriate orientation to the job, and implementation of each departments guidelines and planning policies.

From a broad approach, each department within the City of Clovis conducts performance evaluations for its employees to encourage open communication between the employee, follow employees, and supervisor/s regarding expectations and performance, identify opportunities for professional development, and establish employee goals and objectives for upcoming year, and the employee's future within the organization.

The anniversary of a personnel action such as promotion, demotion, or transfer to a different class or reclassification determines the due date of the performance evaluation. Regular employees in the competitive service except for management employees are placed within a five-step salary range as follows:

1. The first step shall be the minimum rate and shall normally be the hiring rate for the class. In cases where it is difficult to secure qualified personnel, or if a person of unusual qualifications is engaged, appointment may be made by the Appointing Authority at the second or third step. Initial appointments above step three must be authorized by Council action.
2. The second step is an incentive advancement to encourage an employee. An employee may be advanced to the second step by the Appointing Authority after the completion of one-year actual and continuous satisfactory service.
3. The third step represents the middle value of the salary range and is the rate at which a fully qualified, experienced and ordinarily conscientious employee may expect to be paid after a reasonable period of satisfactory service. The Appointing Authority may advance an employee to the third step after the completion of not less than one year of actual and continuous satisfactory service at the second step.
4. The fourth step is for an employee whose work is above standard for the classification/position. The Appointing Authority may advance an employee to the fourth step at the completion of not less than one year of actual and continuous service at the third step upon satisfactory evidence that the employee's work is above standard.
5. The fifth step is for an employee whose work is consistently above standard service. The Appointing Authority may advance an employee to the fifth step after completion of not less than one year of actual and continuous service at the fourth step upon satisfactory evidence that the employee's work has been consistently above standard.²⁵

The first through third steps are considered entry level dependent upon experience and qualifications. The fourth step is considered the mid-range representing a highly qualified and experienced level. The

²⁵ City of Clovis Website. Department & Services. Personnel. Employee-Resources. Personnel rules and Regulations. Pg.9.

remaining step requires sustained above standard or better performance for advancement to and maintenance of these levels.

2. Agency Finances

This section of the MSR provides an overview of Clovis' financial health and provides a context for assessing the City's financial ability to provide services. This section of the service describes and evaluates the City's budget for fiscal years (FY) 2017-18 and FY 2018-19, the 2017 Comprehensive Annual Financial Report (CAFR), the City of Clovis' five-year financial forecast, and Clovis' Budget-at-a-Glance. Additional information was collected through communication with city staff.

Budget Process

The Clovis Municipal Code (CMC) requires that the City Manager prepare a balanced budget to submit to the City Council by the third meeting in May of each year, outlining anticipated revenues and expenditures for the upcoming fiscal year. CMC also requires that the City Council adopt a balanced budget no later than June 30, to assure that continuity of government services remains intact. The City Manager's proposed budget becomes effective upon Council adoption excluding provision for capital expenditures.²⁶ Annual appropriated budgets are adopted for the General Fund, Special Revenue Funds, Capital Project Funds and Debt Service Funds. Spending plans are also adopted for the Proprietary Funds.

The Clovis City Council considers the proposed budget during a noticed public hearing and may add to, subtract from, or change appropriations within revenues and reserve estimates, as available. Once adopted, the City Manager has discretion to transfer appropriations within specific funds not to exceed \$5,000 for appropriations, and \$2,500 on reserves. Any budget changes greater than the limited amounts require consideration by City Council action.

The City of Clovis has established fiscal policies that governs its financial administration. Clovis' financial policies are designated to protect the City's assets, provide stability in its funding base, and ensure that adequate funding resources are secured for upcoming year. The budget's objectives includes securing adequate allocations to maintain appropriate service levels for public safety, crime prevention, hazard prevention and emergency response. Additional funding measures are allocated toward the annual implementation of the City's 2014 General Plan, which includes updates of all service delivery plans and infrastructure master plans.

The City of Clovis policy requires that an emergency reserve be established on all budgetary accounts. The General Fund target reserve is set at 25% of General Fund expenditures; however, the current General Fund reserve is estimated to be approximately 16.5%, which is equivalent to \$11.7 million, at the beginning of FY 2018-19. The City's financial policy requires that each operational fund account also establish a minimum reserve of 10% unless capital borrowing or extraordinary fiscal conditions require that higher levels of reserve be maintained.

²⁶ City of Clovis Annual recommended budget for year 2018-19.

For FY 2018-19, Clovis' adopted budget totaled to \$252.3 million. Tax-based revenues, including sales taxes and property taxes combined, make up 67 percent of the City's General Fund anticipated revenues for FY 2018-19. Clovis also includes \$60.7 million in a City Capital Improvement Program ("CIP").²⁷ In addition, the budget for the General Fund includes a \$1.1 million unassigned fund balance to cover any minor unanticipated revenue shortfalls that may occur during the year. The City of Clovis does not issue long-term debt to fund its current operation.

Additionally, City of Clovis contracts with an independent auditor to audit its financial records for the preceding fiscal year on an annual basis. The City's annual financial report, also known as its Comprehensive Annual Financial Report (CAFR), is prepared by the City and audited by a certified public accounting firm in accordance with generally accepted auditing practices of the government finance industry. Clovis' City Council receives the annual CAFR for its previous year no later than December 31st of each year. Along with the preparation of the annual budget and CAFR, city personnel prepares a five-year financial forecast that analyzes the City's long-term fiscal condition. City trends and issues are identified and addressed early in support for meeting service need of the City's residents.

Budget Strategy

In 2014, Clovis completed a new general plan which is at the top of the City's land use regulation hierarchy. It is the foundation for most of the Council's budgeting decisions in terms of capital facilities, staffing, programs, utility infrastructure, and levels of service; it establishes a land use pattern for lands beyond the City limit. The General Plan provides the vision and guidance for capital improvements and the development of city infrastructure; and it is used to create development impact fees and provides the basis for environmental analysis of the growth of the City.

The General Plan is intended to guide development for a period of ten years and will be the basis of the City's annual five year operating and capital forecast, and beyond. To finance current growth, the City has a variety of user and developer fees to pay for streets, parks, water wells and lines, and sewer lines.

The City reviews these fees on an annual basis to assure that the fee structure is in line with the cost of construction. The Water and Sewer Funds have approved annual increases of 3% into the future if necessary. The Community Sanitation Fund has approved annual increases of 4% into the future if needed. For FY 2017-18, the City implemented a 3% increase in water, a 4% increase in recycling and green-waste and a 2% increase in refuse and disposal.

City Revenues

The following sections discuss specific areas of the financial status of the City in more detail. These areas include overall city revenues and expenditures, the General Fund, several of the major enterprise funds, the CIP, city assets and liabilities, the pension systems and other liabilities, debt service, and city bond ratings.

The City of Clovis' General Fund recognizes its revenue sources in two categories: "discretionary" and "non-discretionary" revenues. According to Clovis' budget, "discretionary" means revenue that the City

²⁷ City of Clovis Annual recommended budget for year 2018-19.

can decide, without restriction, how these funds can be used. Discretionary revenues consist of property taxes, most sales taxes and business license fees.

In contrast, Clovis defines “non-discretionary” as revenues that have restrictions and the City must spend these revenues on specific programs for which they are intended. Examples include gas tax revenues that must be used toward street maintenance programs and development fees that must be used for the City’s land use entitlement process, permitting, and inspection of the new development. These types of revenues are considered non-discretionary.

According to Clovis’ budget for FY 2018-19, the City anticipates revenues to amount to \$248.7 million. The discretionary category makes up 22% of the City’s General Fund, while 78% is non-discretionary revenue. For FY 2018-19, Clovis’ discretionary revenues are estimated to amount to \$55.3 million, of which \$55 million is appropriated in the General Fund and \$0.3 million will be transferred to the Planning and Development Service Fund to pay for the general public benefits supported by the Department. For FY 2018-19, Clovis’ non-discretionary revenue is estimated to amount to \$197 million. Of the discretionary revenues, the City will use over 87%, or \$48.2 million, of the total \$55.3 million of discretionary funds for public safety.²⁸

The City of Clovis identifies revenue resources in the following categories: charges for current services (36.3%), charges to other departments (19.4%), payments from other agencies (17.9%), property taxes (10.5%), sales and use taxes (8.6%), other taxes (3.6%), licenses and permits (1.4%), and the smallest revenue categories include other finance sources, other revenues, use of money and property and city fines, each generating less than 1% in revenues, respectively.

According to Clovis’ budget for FY 2018-19, the City anticipates the following funding revenue streams:

- property taxes - \$26,067,000
- sales and use tax - \$21,370,000
- other taxes - \$9,004,000
- licenses and permits - \$3,472,000
- fines - \$185,000
- use of money and property - \$2,316,000
- from other agencies - \$44,834,200
- charges for current services - \$90,290,500
- other revenues - \$1,000,500
- charges to other departments - \$48,125,500
- other financing sources - \$2,070,000

At the beginning of FY 2018-19, the City started the year with an available fund balance of \$87,904,900. The sum of anticipated revenues (\$248,734,700) and the available fund balance at the beginning of the year (\$87,904,900) amount to \$336,639,600.

Clovis’ expenditures and expenses for FY 2018-19 consist of the following budget line items:

- salaries-regular - \$46,326,300
- overtime - \$4,859,200

²⁸ City of Clovis 2018-2019 Annual Budget, page 7.

- extra help - \$3,238,500
- benefits - \$24,912,900
- vehicle charges - \$9,998,900
- energy - \$7,091,900
- communications - \$930,700
- professional services - \$21,599,600
- repair and maintenance - \$3,782,300
- state mandates - \$1,049,500
- special events - \$87,000
- building and equipment rental - \$18,500
- office supplies - \$688,800
- materials and supplies - \$5,054,000
- travel and meeting expenses - \$312,600
- training - \$832,400
- dues and subscriptions - \$141,300
- administration and overhead - \$19,049,900
- employee related ISF charges - \$24,745,700
- liability insurance program ISF - \$2,606,700
- debt service - \$14,437,400
- capital outlays/improvements - \$60,555,600

Clovis' total budgeted expenditures for FY 2018-19 amount to \$252,319,700. According to the City's budget, the City will have a net transfer balance of \$1,210,000 and the City expects that it will end the year with a fund balance of \$85,529,900. Based on the City Council adopted FY 2018-19 Annual Budget, there is sufficient influx of funding resources to allow the City to continue to provide acceptable levels of public services, municipal services, and continuation of operations of various public facilities.

Property Taxes

Property taxes comprise the largest source of budgeted revenue in the City's General Fund. Annual property tax revenue totals approximately 10.5% percent of the City's total revenues. For FY 2018-19, the City is expected to receive \$26,067,000 in property taxes.²⁹ The City of Clovis Finance Department expects to only receive \$14,780,000 for real property and personal property tax base revenues.³⁰

The Fresno County Auditor-Controller/Treasurer-Tax Collector assesses property owners within the County and distributes the tax to the appropriate local agencies based on their shared percentage on its pre-Proposition 13 level of taxation. The City's share of the county-wide 1% is 18.58% gross before reductions.³¹ Clovis' property tax revenue fluctuates, and it is influenced by increased assessed valuations associated with new construction, new annexations to the City, and topped by the statutorily regulation of maximum increases in assessed valuation of 2% per year.

²⁹ City of Clovis Annual recommended budget for year 2018-19, page 38.

³⁰ Communication with City of Clovis Finance Department, October 31, 2018.

³¹ Ibid.

Property Taxes in lieu of Vehicle License Fee

Most vehicles are assessed a Vehicle License Fee (“VLF”), in lieu of property tax, based on the purchase price/value when acquired and funds go to cities/counties. VLF decreases for the first 11 renewal years (18 for park trailers) or until the vehicle is transferred in ownership.³²

In 2004, the State of California reduced the vehicle license tax rate to 0.65% of value,³³ thus reducing the taxes allocated to counties and cities. The State's general fund backfill was also eliminated. Instead, counties and cities now receive additional transfers of property tax revenues in lieu of VLF. The property tax in lieu of VLF for the City increases annually in proportion to the growth in gross assessed valuation. This revenue represents \$9,530,000 within the Clovis General Fund.³⁴

According to the City’s budget, property tax revenue, including property tax in lieu of VLF, is 33% of the total General Fund Revenue.

Sales & Use Taxes

The City of Clovis receives sales tax revenue based on one percent (1%) of the taxable sales that take place within the city limits. The City and the County have agreed to share this percentage, and the County receives 5%-8% of the City's 1%.³⁵

Clovis’ largest sales tax revenue generators include commercial business that provide general consumer goods (34%), auto sales (20%), restaurants (10%), service stations (5%), food and drugs (5%) and building materials (11%).

Clovis’ top 10 retail companies generate 40% of the sales tax, and the top 100 retailers generate 80% of the sales tax for the City. Sales and use tax revenues contribute approximately \$21,370,000 into the Clovis General Fund, which consists of the second largest source of tax revenue base for the City’s General Fund and is approximately 8.6% percent of the City’s total revenue for FY 2018-19.

Franchise Fees

Franchise fees comprise of approximately four percent (4%) of the City’s General Fund revenue for FY 2018-19, which amounts to \$2,520,000. The City collects the fees from Pacific Gas and Electric, Comcast Cable, and AT&T/Pacific Bell based on their gross receipt within the Clovis city limits.

Business Licenses

All people doing business within the City of Clovis are required to obtain a city business license. The City charges a business fee based on annual gross receipts. Clovis has a minimum and a maximum business

³² California Department of Motor Vehicles.

³³ Ibid.

³⁴ City of Clovis Annual recommended budget for year 2018-19, page 38.

³⁵ City of Clovis Annual recommended budget for year 2018-19, page 39.

license fee, which is also adjusted for inflation. Business licenses and permits comprise 4.4% of the City's General Fund revenues for FY 2018-19, which is equivalent to \$3,125,000.

Other Taxes

This category includes transient occupancy tax, real property transfer tax, and card room permits for the General Fund. The City anticipates that revenues in this category will increase based on the increasing hotels occupancy rates. For FY 2018-19, other taxes comprise approximately 5.4% of the City's General Fund revenue, which amounts to \$3,821,000. The City anticipates that revenues in this category will continue to increase in the future with the construction of the following four new hotels: La Quinta, Marriot Townplace, Home 2 Suites and Courtyard by Marriot.

Fees & Service Charges

Fees and charges for current services comprise approximately 36.3% of the City's total revenues for FY 2018-19, which amounts to \$90,290,500. Included in that amount is \$10,682,500 for the General Fund and \$4,269,000 from the landscape assessment district (special revenues). General services (an internal service fund) is expected to receive \$943,000 and the capital projects funds are projected to receive \$16,623,000, collectively. The enterprise funds are anticipated to collect \$19,150,000 for community sanitation; \$14,593,000 for sewer service; \$197,000 for transit; \$15,741,000 for water service and \$8,092,000 for planning and development services.³⁶

These fees and charges provide cost recovery for various services providing direct benefit to the individuals or businesses utilizing a service. These fees and charges include permit fees, inspection fees, citation revenues, gate fees from parks, building inspection fees, planning fees, parking fees, and miscellaneous other fees.

Other fees and charges for services are collected within the various enterprise funds, such as water and wastewater for services provided by those enterprise operations. The schedule of rates, fees and charges for residential solid waste service, wastewater service, and water service are detailed in the City's Master Fee Schedule, which is published on the City's website.

Expenditures

Primary General Fund expenditures consist of employee expenses inclusive of salaries, benefits and retirement contributions, operations and maintenance expenditures, pension obligation bonds and interdepartmental charges.

The City of Clovis' FY 2018-19 budgeted expenditures for all of its funds totals \$252.3 million. The budget represents a 6.5% increase compared to estimated expenditures for the previous year, FY 2017-18, due primarily to increased costs associated with salaries and benefits. The General Fund budget represents a 7.6% increase compared to estimated expenditures for FY 2017-18.

³⁶ City of Clovis Annual recommended budget for year 2018-19, budget Summary by Fund, page 34.

As adopted, the largest budgeted expense is capital improvements, which comprises 24% of the net City budget, and those costs amount to \$60.7 million. Public utilities comprises 22% of the budget, while public safety comprises 21% of the budget. As shown below, the City's anticipated expenditures for FY 2018-19 are expected to go towards the following line items:

- General Government - \$7,131,600 (3%)
- Public Safety - \$52,085,600 (21%)
- Planning and Development Services - \$11,028,500 (4%)
- Capital Improvements - \$60,749,500 (25%)
- Public Utilities - \$56,609,500 (22%)
- Culture and Recreation - \$13,310,100 (5%)
- Internal Services - \$51,404,900 (20%)

Personnel Costs

This section provides an overview of Clovis' personnel costs by major departments. City of Clovis employs 547 employees in eight major departments: City Clerk, City Manager, General Services, Finance, Fire, Police, Planning and Development Services and Public Utilities. Although not a department, the City accounts for the City Council and City Attorney offices in a separate expenditure ledger.

The Clovis Police Department is the largest department in the City, which consists of 33% of all city employees. Public Utilities is the second largest (29%), while Fire is the third largest department (12%) in the City of Clovis.

According to Clovis' FY 2018-19 budget, each department consists of the following staff levels:

- City Clerk – 17 employees
- City Management – 6 employees
- General Services – 49 employees
- Finance- 21 employees
- Fire – 67 employees
- Police – 175 employees
- Planning and Development Services – 53 employees
- Public Utilities – 159 employees

Clovis City Council consists of five elected council members. The City contracts legal counsel services with Lozano Smith Attorneys at Law.

According the Clovis' Budget for FY 2018-19, the following expenditures are attributed to each department cost:

- City Council - \$322,400
- City Clerk - \$4,536,100
- City Attorney - \$831,600
- City Management - \$1,831,300
- General Services - \$44,760,100
- Finance - \$3,127,700
- Fire - \$15,074,000
- Police - \$37,011,600

- Planning and Development Services - \$11,028,500
- Public Utilities - \$73,046,900
- Capital Improvements - \$60,749,500

Volunteer Service

City of Clovis has an active community volunteer program that assists the City to keep service levels high, while keeping service costs low. Clovis volunteers annually contribute hundreds of hours of service, which have also assisted the City to save millions annually. According to Clovis' budget, in FY 2017-18, Clovis relied on 422 volunteers to support senior and recreation services, animal shelter services, parks, police patrol and fire services.

The City estimates that volunteers contribute over \$1.8 million dollars in volunteered time. The City's calculations indicate that if each volunteer works four hours per week, which equates to 208 hours per year, then over the course of a year city volunteers logged nearly 87,776 hours. Applying a \$20.00 hourly rate, this estimate saved the City nearly \$1.8 million during 2017-18, which equates to 42 full-time employees working a 40-hour week. The following programs received the highest volunteer services during FY 2017-18:

- Police Reserve Officers and Volunteers in Police Services (VIPS) – assist police officers with administrative support in records, investigations, and active field patrol.
- Citizen Emergency Response Team (CERT) volunteers provide support functions to on-scene firefighters and citizens.
- Police and Fire Explorer volunteers also provide valuable service to the community while learning skills for future careers.
- “Just Serve”, a community service project, provides approximately 100 volunteers each year to help maintain park facilities.
- Habitat for Humanity builds homes for low-income families within Clovis. Volunteer service to the community may be the greatest gift that our citizens gave over the years and, due to the contribution of their time, enhanced the City's service levels.

Capital Improvement Program

The City maintains a five-year Capital Improvement Plan (“CIP”) and updates this program annually. The CIP plans for capital improvement in the following areas: sewer construction, park projects, street construction, water construction, housing and community development, refuge construction and general government facilities. For FY 2018-19, the City budgeted approximately \$60,749,500 toward Capital Improvements Projects.

Comprehensive Annual Financial Report

Consideration has been given to Clovis' Comprehensive Annual Financial Report (CAFR) for the year ending June 30, 2017. This section provides a summary of Clovis' CAFR, which is prepared annually by the City in accordance with Generally Accepted Accounting Principles (GAAP) and audited by a firm of licensed certified public accountants.

According to the CAFR, the City of Clovis has an established comprehensive internal control framework that is designed to protect the government's assets from loss, theft, or misuse; in addition, the framework is designed to administrate all of the City's financial accounts in conformity with GAAP. The CAFR consists of a series of financial statements, including government-wide and fund financial statements. The government-wide financial statements provide a broader view of the City's finances and report information on all the non-fiduciary activities of the primary government and its components units. The fund financial statements provide more detailed information about the City's most significant funds, which can be classified into the following categories: governmental funds, proprietary funds and fiduciary funds.

The City's government-wide financial statements provide information about the City as a whole and present a longer-term view of the City's finances. They include all assets and liabilities of the City using the accrual basis of accounting. Under the accrual basis of accounting, revenues are recorded when earned and expenses are recorded when the liability is incurred, regardless of the timing of related cash flow. Property taxes are recognized as revenue in the year for which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements by the provider have been met. Proprietary fund financial statements also use the accrual basis of accounting.

The governmental fund financial statements, in contrast, focus on the near-term inflows and outflows of spendable resources and use a modified accrual basis of accounting. Under the modified accrual basis, the City records revenues as soon as they are measurable and available, meaning they will be collected in the current period or within 60 days of "the end of the current fiscal period" to pay for liabilities of the current fiscal period. Expenditures generally are recorded when a liability is incurred. However, debt service expenditures as well as expenditures related to compensated absences, claims and judgments, are recorded only when payment is due.

Property taxes, franchise taxes, licenses and interests associated with the current fiscal period are all considered to be susceptible to accrual and the City recognizes these items as revenues of the current fiscal period. All other revenue items are considered to be measurable and available only when cash is received by the City.³⁷

The City reports its major governmental accounts in two major funds, the General Fund and the Local Transportation Fund. Clovis' General Fund is the City's primary operating fund and it accounts for all financial resources of the City, except those funds required to be accounted for in another fund. The Local Transportation Fund accounts for the City's share of the Transportation Development Act funds allocated by the state that are restricted to capital street improvements and maintenance and for the deposits by developers for special street improvement projects.

In addition, Clovis' major proprietary funds pay for the following listed items:

- The Community Sanitation Fund accounts for the activities of the City's refuse collection and disposal operations, landfill operations and street sweeping operations.
- The Sewer Disposal Fund accounts for the activities of the City's sanitary sewer system operations.
- The Water Fund accounts for the activities of the City's water production and distribution operations.

³⁷ City of Clovis, Comprehensive Annual Financial Report for Fiscal Year ended on June 30, 2017. Page 47.

- The Planning and Development Services Fund accounts for the activities of the City's engineering operations.

Furthermore, Clovis reports the following fund types:

- Internal Service Funds account for general liability and property damage insurance, fleet management services, retirement, workers' compensation, health, unemployment and Medicare insurance, facility maintenance and enhancement, telecommunication and information technology, and other general services provided to other departments or agencies of the City on a cost reimbursement bases.
- Agency Funds account for assets held by the City as an agent for special senior activities, certain special assessments collected and distributed on behalf of the Districts, payroll taxes collected and distributed to other governments and collections from the State of California for assets forfeited.
- Private-Purpose Trust Funds are used to account for the assets of the former Clovis Community Development Agency during the wind down period.

According to the Clovis' CAFR for FY ending on June 30, 2017, Clovis' government-wide total assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources (net position) at the close of the fiscal year by \$742 million, which is 5% more than 2016.³⁸ Governmental activities finished the year with a positive net position balance of \$490 million, an increase of \$7.7 million, or 2% more than in 2016. Business-type activities finished the year with a positive balance of \$252 million, an increase of \$26 million, or 11%, over 2016.

Of the total net position, \$672 million is the City's net investment in capital assets (e.g. land, buildings and improvements, machinery and equipment and the road network) less any related debt used to acquire those assets that is still outstanding.³⁹ The City's investment in capital assets increased \$5.4 million, restricted net position decreased by \$5.1 million and unrestricted net position increased \$33.4 million, accounting for the increase in total net position of \$33.7 million. This is primarily due to the City's investment in the road network, building and related improvements, and machinery and equipment.⁴⁰

Restricted net position represents \$22 million of the total net position. Restricted net position represents those resources that are subject to external restrictions on how they may be used by City of Clovis. These restrictions are established by bond covenants or restrictions on the use of funds by state or federal regulations.

Unrestricted net position represents those resources which may be used to meet the City's ongoing commitments to citizens and creditors. Government-wide unrestricted net position is \$49 million of the total net position, which is an increase of \$33.4 million from 2016. Governmental activities have a negative \$(54.9) million unrestricted net position, which is an increase of \$12 million compared to 2016. Business-type activities have \$103.5 million in unrestricted net position, an increase of \$21 million compared to 2016.

³⁸ City of Clovis, Comprehensive Annual Financial Report for Fiscal Year ended on June 30, 2017, page 16

³⁹ City of Clovis, Comprehensive Annual Financial Report for Fiscal Year ended on June 30, 2017, page 19.

⁴⁰ Ibid.

Governmental activities account for \$490 million, or 66%, of the total Government-wide net position. This is an increase of \$8 million, or 2%, over June 30, 2016. Donated and constructed assets increased by \$3 million while the amounts available for debt service, street and road construction and community development decreased by \$5 million. Additionally, the amount accumulated during the year for normal activities, unrestricted net position, increased by \$12 million.

Total governmental revenues for the year were \$83 million, which is \$1 million, or 2%, less than in 2016. Total governmental expenses for the year were \$75 million, an increase of \$8 million, or 11%, from 2016. Public Safety, which includes police and fire, accounts for \$46 million, or 62%, of the total governmental activities expenses. Public Safety expenses increased \$4 million, or 10%, from 2016 primarily due to increases in salary and benefit costs and the increased costs of services, materials and supplies.

The Clovis General Fund ended the year with a fund balance of \$16 million, which represents a net decrease of \$1.4 million from June 30, 2016. The unassigned balance of \$0.7 million is available for carryover to fund future general fund expenditures. The Clovis General Fund ended the year with a restricted balance of \$3.2 million increased by \$0.5 million over 2016 due to an increase in the amount restricted for the landscape maintenance.

The Local Transportation Fund, used to account for all street construction projects, incurred less than budgeted expenditures as a result of several large projects awarded towards the end of the fiscal year and limited staff resources. The ending fund balance of \$11.9 million is \$0.5 million more than June 30, 2016.

The Unassigned Fund balance decreased \$2.2 million when compared to June 30, 2016. The \$0.7 million unassigned portion is the amount carried over to offset the impact of revenue shortfall that may occur in the next year due to economic uncertainty.

According to the CAFR, Clovis' revenues exceeded expenditures by \$1.6 million at the end of June 30, 2017 excluding landscape maintenance where revenues exceeded expenditures by a little over \$.4 million. All of the City's enterprise funds ended the year with positive unrestricted net position.

All the internal service funds finished with positive unrestricted net position with the exception of the Employee Benefits Fund. The Employee Benefits Fund ended the year with a deficit unrestricted net position of \$93.7 million.⁴¹ This deficit balance is attributable to the liability of California Public Employees Retirement Systems (CalPERS) pension funds and workers' compensation program claims. The net pension liability is \$111 million. This liability is long-term in nature, not requiring current resources, and is not being funded separately from CalPERS at this time. The current liability for workers' compensation claims is \$8.2 million. The City funds the current year workers' compensation expenditures with charges to City programs. The City has also funded approximately \$2.5 million of the accrued liability through charges to city programs in prior years. The balance of the liability is of a long-term nature, not requiring current resources, and therefore has not been funded.

⁴¹City of Clovis, Comprehensive Annual Financial Report for Fiscal Year ended on June 30, 2017, page 26.

Assets and Liabilities

As indicated earlier, Clovis-wide total assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources (net position) at the close of the fiscal year 2016-17 by \$742 million, which is 5% more than 2016. Of this amount, \$49 million, 220% more than 2016, is in unrestricted net position, which was available to meet the City's ongoing commitments to citizens and creditors.

According to the Clovis' CAFR, all of the City's long-term liabilities relate to the acquisition of capital assets. Some of those assets include the City's corporation yard, fire stations, police vehicles, sewer and water infrastructure and surface water treatment plant, and the sewer treatment-water reuse facility. Capital assets are utilized to provide services and are not available for future spending. The repayment of the debt on these assets must be provided from other sources since the capital assets themselves cannot be used to liquidate these liabilities.

Donated assets include developer donated land as well as the improvements on the land including streets, curbs and gutters, sidewalks, street lighting and landscaping. Included in the total amount of capital grants and contributions on the government-wide statement of activities is \$7,363,827 of developer donated assets. Property, plant and equipment of the primary government is depreciated over the estimated useful lives using the straight-line method, half-year convention. Capital assets, which include property, plant, equipment, and infrastructure assets (roadways), are reported in the applicable governmental or business-type activities columns in the government-wide financial statements. Intangible assets also include the purchase of sewer capacity rights and water entitlement rights. The City purchased sewer capacity rights from the City of Fresno at the Fresno Regional Waste Water Treatment Plant. The total amount of \$38,156,999 is reported in the City's Sewer Disposal Enterprise Fund. The City of Clovis purchased water entitlement rights from the Fresno Irrigation District (FID) for surface water. The total amount of \$9,118,786 is reported in the City's Water Enterprise Fund.

The City has entered into multiple lease agreements for financing the acquisition of a fire station, fire trucks, fire equipment (non-capitalized), communication equipment (non-capitalized), refuse replacement trucks, police vehicles, and new and replacement landfill equipment. These lease agreements qualify as capital leases for accounting purposes. These leases have interest rates varying from 1.86% to 4.95% and the final payment on these leases is scheduled for May 2036.⁴² For the year ended on June 30, 2017, the City of Clovis' CAFR notes that the government long-term debt associated with capital leases are as follows:

- Capital Lease Balances:
 - 2007 fire station #1 - \$2,212,931
 - 2011 solar project - \$1,949,731
 - 2011 fire truck - \$275,357
 - 2012 SCBA - \$44,691
 - 2013 animal shelter - \$2,515,515
 - 2014 safety vehicle - \$955,902
 - 2014 corporation yard - \$10,917,605
 - 2014 CAD dispatch - \$316,673
 - 2015 network & AV - \$283,581

⁴² City of Clovis, Comprehensive Annual Financial Report for Fiscal Year ended on June 30, 2017, page 64.

- 2015 PD/fire communication tower - \$1,564,671
- 2015 solar project - \$1,893,104
- 2016 safety vehicle - \$1,225,160

At the end of FY 2016-17, City of Clovis' total capital leases amounted to \$24,154,921. The City is up-to-date and expects to make payments to each account, amounting to \$2.6 million. By end of FY 2018-19, considering no new capital lease agreements are issued, the City anticipates to reduce its capital lease total to \$21,493,356.

Debt/Debt Service

The City of Clovis has several long-term debt obligations consisting of assessment district bonds, tax allocation bonds, lease revenue bonds, certificates of participation, revenue bonds, long-term loans, capital leases, and long-term contracts. At the present time there is no outstanding general obligation bond debt.

The City utilizes long-term debt to fund its capital needs. It is City policy to undertake long-term debt to fund capital assets (including infrastructure) when those assets will be a benefit over several budget years and there is a need to conserve liquid assets (cash). The City has been able to finance various projects with very attractive rates due to the City's favorable credit rating.

The long-term debts are payable from revenue sources that are not an obligation of the general taxpayer and do not fall under the legal debt limitation. These debts include special assessment bonds (which are an obligation of benefiting property owners), tax allocation bonds (which are an obligation of the Clovis Successor Agencies); loans, lease revenue bonds, revenue bonds and contracts (which are an obligation of the revenues received in the water, refuse and sewer enterprise operations); and capital leases (which are leases secured by the leased asset). Total non-general obligation debt by type as of June 30, 2017, is as follows:

Capital Leases	\$ 24,727,721
Long-Term Loans	1,480,623
Long-Term Contracts	7,350,311
Revenue Bonds	120,480,000
Clovis Successor Agency	<u>14,280,000</u>
Total	168,318,655

Of the \$168,318,655 total debt outstanding at June 30, 2017, \$127,830,311 is associated with enterprise funds revenue bonds and enterprise long-term contracts. Furthermore, \$26,208,344 is associated with internal service funds capital leases and internal service funds long-term loans. The remaining \$14,280,000 is associated with successor agency fund.

Bond Rating

The City of Clovis receives an updated bond rating when a new bond is issued or as a part of annual reviews of the City's debt portfolio and financial position by ratings agencies. In the latter situation, ratings upgrades or downgrades are only issued when material fiscal and operational events either positively or negatively affect outstanding debt issuances. The latest ratings were in relation to the 2017 Wastewater

Revenue Refunding Bonds. The City of Clovis ratings for the 2017 Wastewater Revenue Refunding Bonds were as follows:

Insured Rating: Standard & Poor's: "AA"

Underlying Moody's: "A1"

Underlying Standard & Poor's: "A+"

The most recent rating adjustment occurred in August 2016, when Moody's upgraded the City's 2013 Water Revenue Refunding Bonds to A1 from A2. This was due to the system's exceptionally healthy liquidity position and strong rate management.

Clovis Five-Year Financial Forecast

Clovis' Five-Year Financial Forecast ("Report") through 2022-23 represents the City's effort to analyze its fiscal condition based on its set of economic factors and operational assumptions. City management and City Council utilize the study to identify trends and issues that can be addressed early on in order to assure fiscal success. The Reports are snapshots in time and an approximation of what could occur in the future if all of the City's assumptions are realized within a five-year window, or beyond. As with any forecast or prediction, the City's assumptions and projections for the nearer years carry more certainty and confidence than for the years further into the future.⁴³

According to the Report, the Clovis General Fund is constrained by three major areas: 1) City tax base revenue has slowed down in growth, 2) California Public Employees' Retirement System (CalPERS) costs are rising significantly due to recent changes and 3) demand for municipal services increases concurrently with the City's growth. The following bullet points summarize Clovis trends and financial issues on the horizon:

- City Tax Revenue
 - City tax base revenue has slowed down in growth due to a cultural change in how people spend their money and due to the shift to online purchases. Clovis' sales tax during the forecast period is expected to grow at 4.5%, which is lower than the past forecast of 5%.⁴⁴
- CalPERS
 - CalPERS costs are projected to rise significantly during the forecast period due to the recent lowering of the discount rate and to changes in CalPERS' actuarial assumptions. The annual General Fund CalPERS costs are projected to rise by \$6 million between the current year (FY 2018-19) and the end of the forecast period (FY 2022-23).
- Demand for municipal services increases concurrently with the City's growth. The City of Clovis forecasts the following actions:
 - The City continues to grow and, in recent years, the growth has been faster than the long term average. The growth drives some revenue growth, but it also drives a growing demand for services. Police and Fire comprise the largest expenditures in the General Fund and are most impacted by this growing demand. Failure to grow these departments,

⁴³ City of Clovis Five-Year Financial Forecast through FY 2022/2023.

⁴⁴ City of Clovis Five-Year Financial Forecast through FY 2022/2023.

as well as other General Fund departments, at a rate corresponding to the growth of the City will result in an erosion of the level of service that is provided.

- The Water Enterprise Fund is forecast to maintain stable reserves with annual 3% rate increases that have been adopted. As of 2018, a reserve for the Sustainable Groundwater Management Act (SGMA) has been established within the Water Enterprise Fund to provide for future projects that will inevitably be mandated by these regulations.
- The Sewer Enterprise Fund is forecast to maintain stable reserves with annual 3% rate increases that have been adopted. Based on the most current information regarding sewer development impact fees and projected future growth, the forecast shows the need to reinstate half (\$3.65 per month) of the sewer bond surcharge for the next three years in order to pay sewer debt service.
- The Community Sanitation Fund is forecast to maintain stable reserves with 2% annual rate increases on refuse services and 4% annual rate increases on the recycling and green waste services. The 2% refuse rate increase represents half of the annual rate increase that was adopted by City Council. The full 4% increases are needed for the recycling and green waste services because these services are contracted and the contract costs are increasing correspondingly. The forecast reflects the addition of one residential refuse route in 2018/19 to serve new growth of the City.
- The Transit Enterprise Fund is forecast to maintain adequate reserves for the first two years of the forecast, but less-than-adequate reserves after that. Additional funds are anticipated to become available to Clovis from Senate Bill 1 (SB1) and adjustments will be made to future forecasts.
- Internal Service Funds are projected to be self-balancing throughout the forecast period. Each of the Internal Service Funds is continually monitored, and more cost effective programs are implemented wherever possible to reduce costs to all other city operations.
- Debt Service Funds will be fully funded to make all debt payments and meet all legal obligation.

In order to meet the increasing demand for services for the growing city, much less funding will be available for transfer to the Emergency Reserve, Fleet Fund, and General Government Facilities Fund. The City notes that its five-year forecast is expected to be balanced, and provides for growth in critical services.

3. Growth and Population Projections

This section comprises the growth and population analysis for the City of Clovis. It considers demographic information prepared by California Department of Finance, U.S. Census, and land use policy documents adopted by City of Clovis to identify growth estimates within the City's incorporated limits and the sphere of influence.⁴⁵

The sphere of influence ("SOI") means a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission.⁴⁶ The Commission's determination of the SOI is based on its analysis of growth and population projections of the City of Clovis and corresponding municipal service needs.

Land Use Planning

The 2014 Clovis General Plan establishes its land use foundation through a vision statement that captures the pledge to its residents, "A city that is committed to the Clovis community family, their needs, their values, and a quality way of life for all; reflecting that commitment in how it develops and in the activities it undertakes."

The General Plan creates policies and provides for the general distribution, location, and extent of present and future land uses that guide land use decisions that shape development of the City. The General Plan evaluated three planning boundaries that outline the City's planning strategy: City limits, The Clovis SOI, and the "Plan Area" which encompasses 47,805 acres and extends beyond the Clovis SOI.

According to the General Plan, the City's land use designations (land use diagram) regulate development within the City's incorporated limits, while 18 general plan elements regulate development within the Clovis SOI and the Plan Area. According to the General Plan, the Plan Area's objectives are to enable Clovis to influence land use decisions that directly affect the City; safeguard the preservation of right-of-way for regional transportation routes; and leverage control of development design, phasing, and infrastructure provisions in outlying areas.⁴⁷ The City estimates that the ultimate buildout of the entire Plan Area will occur beyond a 50-year planning horizon.

Seven principle objectives guide Clovis' land use planning efforts. In 2012, Clovis City Council adopted the following general plan objectives:

- Preserve the authenticity of Old Town Clovis and plan new development that creates a sense of community and place.
- Preserve the character and quality of life of existing residential neighborhoods.
- Accommodate 80 years of growth in the Clovis Planning Area in a sustainable urban development pattern.

⁴⁵ California Department of Finance, Population Estimates, published May 1, 2018:

http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/documents/E-1_2018PressRelease.pdf

⁴⁶ GC sec. 56076.

⁴⁷ City of Clovis, 2014 General Plan Update SCH # 2012061069, sec 5.10 - Land Use and Planning. City of Clovis.

- Develop complete communities in urban centers that accommodate growth while maintaining the small town character and feel of Clovis.
- Balance residential growth with employment generating development to ensure fiscal sustainability.
- Create housing, employment, and lifestyle opportunities for all ages and incomes of residents.
- Use and design public open space resources for trails, parks, and recreation.

Clovis' planning strategy is supported by a series of Land Use Element (LUE) goals and policies that augment the 1993 General Plan's growth concept of concentrating City growth into three urban centers known as the Southeast (now known as Loma Vista), Northwest (now known as Heritage Grove), and Northeast growth areas.

Growth Area No. 1 – Northwest Urban Center (NWUC) is located in the northwest corner of Clovis' SOI. The NWUC is bounded by Copper Avenue to the north, Sunnyside Avenue to the east, Shepherd Avenue to the south, and the Willow Avenue to the west. The NWUC encompasses approximately 3,356 acres, and the entire center is located within the existing Clovis SOI.

Growth Area No. 2 – Southeast Urban Center (SEUC) is located in the southeastern portion of Clovis' SOI. The SEUC is bounded by Bullard Avenue to the north, Locan Avenue to the west, the Gould Canal on the south, and McCall Avenue to the east. The SEUC encompasses approximately 2,454 acres and the entire center is located within the existing Clovis SOI.

Growth Area No. 3 – Northeast Urban Center (NEUC) is the largest village center and it is located northeast of Clovis' City limits and City SOI. The NEUC is generally bounded by Copper Avenue to the north, the Friant-Kern Canal and Dog Creek Canals from the eastern boundary, Herndon Avenue on the south, and Armstrong Avenue to the west. The NEUC encompasses approximately 6,522 acres, and the entire plan area is located outside the existing City SOI.

Each growth area is designed as a self-sustaining urban village, with varying land uses that create a village center atmosphere; transit centers; school facilities; open space; parks and recreation areas; and residential neighborhoods of varying densities. Together the urban villages are intended to provide housing, employment, agricultural, industrial, educational, health care, and recreational opportunities for residents of the urban center. Clovis' growth areas are noncontiguous; however, the three locations will be interconnected through a series of multipurpose corridors.

The following 2014 General Plan goals and policies summarize Clovis' planning efforts:

- **Land Use Element (LUE) Goal 3: Orderly and sustainable outward growth into three urban centers with neighborhoods that provide a balanced mix of land uses and development types to support a community lifestyle and small town character.**
 - LUE Policy 3.1 Planning for the entire Urban Center.
 - LUE Policy 3.1 states the requirement of a comprehensive design document (such as a master plan, specific plan, or design guidelines) for each Urban Center prior to authorizing new development
 - LUE Policy 3.3 Completion of Loma Vista.

- LUE Policy 4.2 Surface water entitlements.
 - The city should not approve annexation unless any and all surface water entitlements are retained; any and all surface water entitlements shall be transferred to the city upon development.

- LUE Policy 4.3 Future environmental clearance.
 - The city shall monitor development and plan for additional environmental clearance as development levels approach those evaluated in the General Plan EIR.

- LUE Policy 4.4 Farmland conservation.
 - Participate in regional farmland conservation, including the establishment of comprehensive agricultural preserves or easements, through efforts such as the Fresno County Model Farmland Conservation Program or the San Joaquin Valley Greenprint.

Eventual buildout of the city under the general plan is not linked to a timeline and is based on conventional forecasts to allow appropriate phasing and funding of City services and infrastructure to serve development of parcels consistent with the general plan goals and policies.⁴⁸ To ensure that the City can balance existing and future development as growth occurs, the City of Clovis monitors residential and non-residential development on an annual basis to maintain consistency with the general plan.

Table 3-1 Proposed Land Use Designations

Land Use Designation	Acres	% of Total
City Boundary	14,859	—
Rural Residential	17	<1%
Very Low Density Residential	563	4%
Low Density Residential	4,127	28%
Medium Density Residential	1,622	11%
Medium High Density Residential	752	5%
High Density Residential	255	2%
General Commercial	816	6%
Neighborhood Commercial	19	<1%
Office	277	2%
Industrial	548	4%
Mixed Use Business Campus	419	3%
Mixed Use Village	190	1%
Park	181	1%
School	679	5%
Public/Quasi-Public Facilities	229	3%
Open Space	117	1%
Water	552	4%
Right-of-Way ¹	3,279	22%
Sphere of Influence (SOI)	5,633	—
Agriculture	68	1%
Rural Residential	941	17%
Very Low Density Residential	108	2%
Low Density Residential	1,068	19%

⁴⁸ City of Clovis, 2014 General Plan Update SCH # 2012061069, sec 5.10 - Land Use Element. City of Clovis.

Table 3-1 Proposed Land Use Designations

Land Use Designation	Acres	% of Total
Medium Density Residential	1,143	20%
Medium High Density Residential	336	6%
High Density Residential	191	3%
Very High Density Residential	21	<1%
General Commercial	35	<1%
Neighborhood Commercial	15	<1%
Office	69	1%
Mixed Use Business Campus	185	3%
Mixed Use Village	488	9%
Park	118	2%
School	34	1%
Public/Quasi-Public Facilities	46	1%
Open Space	93	2%
Water	55	1%
Right-of-Way ¹	617	11%
Plan Areas beyond City and SOI	27,313	—
Agriculture	5,521	20%
Rural Residential	10,147	37%
Very Low Density Residential	104	<1%
Low Density Residential	1,044	4%
Medium Density Residential	1,635	6%
Medium High Density	663	2%
High Density Residential	286	1%
Very High Density Residential	102	<1%
General Commercial	30	<1%
Neighborhood Commercial	9	<1%
Mixed Use Business Campus	360	1%
Mixed Use Village	324	1%
Park	235	1%
School	361	1%
Public/Quasi-Public Facilities	11	<1%
Open Space	4,067	15%
Water	427	2%
Planned Rural Community ²	325	1%
Special Commercial ²	170	1%
Right-of-Way ¹	1,493	5%
TOTAL	47,805³	100%

¹ Includes parcelized and nonparcelized right-of-way acreages.

² Areas in the Plan Area beyond the City and SOI that apply Fresno County land use designations.

³ Total acreage includes the parcelized (43,569 acres) and nonparcelized right-of-way (4,236) acreages in the overall Plan Area.

Full Buildout. This scenario assumes full buildout of the projected land uses within the entire Plan Area. The acreage figures provided in Table 3-2 reflect the full buildout.

Table 3-2 Buildout Statistical Summary

Scenario	Acres	Units	Household	Population	Employment	Building SF
Existing Conditions (2013)	47,805	42,000	40,500	115,000	31,500^a	13,050,000
City Boundary	14,859	36,500	35,000	100,000	30,000	12,600,000
SOI	5,633	2,000	2,000	6,000	1,000	200,000
Plan Areas beyond City and SOI	27,313	3,500	3,500	9,000	500	210,000
Proposed General Plan Update (2035 Scenario)	47,805	67,200	63,900	184,100	62,400	37,410,000
City Boundary	14,859	45,400	43,100	124,400	50,000	30,625,000
SOI	5,633	13,200	12,600	36,100	6,300	2,545,000
Plan Areas beyond City and SOI	27,313	8,600	8,200	23,600	6,100	4,240,000
Proposed General Plan Update (Full Buildout)	47,805	107,100	101,800	294,300	106,900	51,300,000
City Boundary	14,859	46,000	43,700	126,800	63,200	32,300,000
SOI	5,633	22,600	21,500	61,800	15,000	7,700,000
Plan Areas beyond City and SOI	27,313	38,500	36,600	105,700	28,700	11,300,000

Notes: SF = square feet

^a At the time this Draft PEIR was prepared, the most recent employment data was for 2011.

Current Population Demographics

LAFCo uses data from several population-tracking agencies to estimate existing population levels in the City: California Department of Finance population statistics and the U.S. Census Bureau. These agencies track changes in population, employment, and demand for housing for locations within the Clovis’ planning area. These population figures do not presume change in the city boundaries or general plan area or the City’s SOI.

As of May 1, 2018, the California Department of Finance (DOF) estimates that City of Clovis has an estimated population of 113,883 people, which is equivalent to a three percent growth change, compared to DOF population estimates for year 2017. DOF’s annual demographic report ranks City of Clovis as the tenth fastest growing city in its “10 fastest growing cities with population over 30,000” category; further, Clovis ranks fifth in the DOF’s “10 cities under 300,000 with the largest numeric change” category. Most recent population estimates show that Clovis grew by 3,351 new residents from January 1, 2017 through January 1, 2018.⁴⁹

For Fresno County, DOF population reports show that in 2017, the County had 995,233 residents. By the start of 2018, Fresno County’s population reached 1,007,229 residents, an increase of 11,996 new residents in Fresno County, which is equivalent to a 1.2 percent change.

⁴⁹ State of California, Department of Finance, E-1 Population Estimates for Cities, Counties, and State – January 1, 2017 and 2018.

Another source of information referenced in this report is the American Community Survey (ACS) five-year reports prepared by the United States Census Bureau for the five-year period of 2012 to 2016. The five-year reports encapsulate 60 months of collected data and provides the most reliable form of demographic averages published by the U.S. Census Bureau.⁵⁰ According to the ACS report, during 2012 through 2016, the City of Clovis had a population of 102,148 residents.⁵¹ For the same timeframe 2012-16, the ACS reported that the County of Fresno had a population of 963,160 residents.

Tarpey Village is an unincorporated island situated outside Clovis' southwest city limits and within the Clovis SOI. The U.S. Census identifies Tarpey Village as a "census designated place" with a population of 3,223 residents.⁵² Although Tarpey Village is not within Clovis' City limits, residents of Tarpey Village receive Clovis water and the City of Fresno provides sewer service.

As of 2017, the U.S. Census reports show that 27.3 percent of Clovis' total population is under the age of 18, and approximately 12.1 percent of the total population is over the age of 65. By comparison, 7.9 percent of Fresno County's total population is under the age of 18, while 12 percent of Fresno County's is over the age of 65.⁵³

Clovis' median age is 34.2 years, while the median age in Fresno County is 31.6 years old. There are 36,704 housing units in Clovis of which 60 percent are owner-occupied. Clovis' median house value for owner occupied homes is \$263,500. The average person per household is 2.9 people, and the median household income is \$64,640.

By comparison, there are 330,938 housing units in Fresno County, of which approximately 52.5 percent are home owner-occupied. Fresno County's median house value for owner occupied homes is \$204,900. The average person per house in Fresno County is 3.16 people, and the median household income is \$45,963.

Based on the 2012–2016 ACS conducted by the US Census Bureau, the City's employment is organized by occupation and industry sectors. In total, the City of Clovis has an employed civilian labor force (16 years and older) of 46,052 persons.⁵⁴ According to the Census data, the following job sector (categories) contain employees within Clovis:

- Management, business, science, and arts occupations: 18,714
- Management, business, and financial occupations: 6,857
- Computer engineering, and science occupations: 1,948
- Education, legal, community service, arts, and media occupations: 5,949
- Healthcare practitioner and technical occupations: 3,960
- Service occupations: 8,154
- Protective service occupations: 1,662

⁵⁰ Americans Community Survey, "When to use 1-year, 3-year, or 5-year estimates."

<https://www.census.gov/programs-surveys/acs/guidance/estimates.html>

⁵¹ U.S. Census, American Fact Finder-American Community Survey 5-year estimates, 2012-2016. Population, Clovis city, California.

⁵² U.S. Census, American Fact Finder-American Community Survey 5 year estimates, 2012-2016.

⁵³ U.S. Census, Quick Facts <https://www.census.gov/quickfacts/fact/table/US/PST045217>

⁵⁴ Americans Community Survey, five-year report 2012-2016, S2401: Occupation by Sex for the Civilian Population 16 years and Over, City of Clovis, Ca.

- Sales and office occupations: 12,112
- Natural resources, construction, and maintenance occupations: 3,330
- Production, transportation, and material moving occupations: 3,742

The largest industry during the 2012–2016 period was management, business, science, and arts occupations, sales and office occupations, and service occupations. It should be noted that ACS survey estimates have margins of error in every category, and the information provides a reasonable average over a five-year period.

Clovis' Growth Forecast

Based on economic conditions and assumptions, local and state job growth forecasts, the 1993 General Plan projected an average annual growth rate range of 2.7 percent and 2.9 percent through 2030 or beyond. The 1993 General Plan identified enough land for development to accommodate 62,435 housing units and a population of 182,775 residents at buildout based on land use designations.⁵⁵

The 2014 Clovis General Plan updates population forecasts that reaffirm the City's steady growth as anticipated in 1993. Clovis' 2014 General Plan notes that between 2007 through 2013, the city's population grew by 11 percent, which is an increase from 90,155 to 100,091 residents.⁵⁶

Based on DOF's most recent population estimate (113,883 in 2018); and, the Clovis' 2014 General Plan population estimate (100,091 in 2013), LAFCo notes that Clovis' population has increased by 13.8 percent, which is an increase from 100,091 to 113,883 residents within a five-year period.

The 2014 General Plan forecasts population growth using the 2035 scenario and the full buildout scenario. Under the 2035 scenario, Clovis estimates that population would increase by 24.4 percent within the existing City limits, 501.7 percent in the Clovis SOI, and 162.2 percent in the entire Plan Area.⁵⁷ Clovis' population growth is estimated to reach 124,400 residents by 2035, an additional 36,100 within the SOI, and 23,600 residents in the non-SOI Plan Area. Under the 2035 scenario, development of Clovis' entire Plan Area would generate a total population of 184,100 residents. The majority of Clovis' forecasted population growth (65 percent) would occur outside of the City's existing city limits.⁵⁸

Under the full buildout scenario, Clovis' population growth would occur outside of the City's existing boundaries and the City projects its population to increase by 25,700 persons in the SOI, and by 82,100 persons in the Plan Area. The full buildout scenario would contribute 179,300 additional residents to the Plan Area compared to existing population conditions. According to the General Plan, full buildout of the Plan Area would result in 294,300 persons, which is more than 150 percent of the existing population. As stated above, development of the City's general plan is not linked to a specific timelines, and would likely occur beyond a 50-year planning horizon.

⁵⁵ City of Clovis, 1993 General Plan Program, page 1-3.

<https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/ClovisGeneralPlan/1993GeneralPlan.pdf?ver=2014-12-17-063459-753>

⁵⁶ <http://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-13%20PH.pdf?ver=2014-06-23-140513-117>

⁵⁷ Ibid.

⁵⁸ Ibid.

The City's corporate limits will not remain static; rather, strategic city growth will be guided by the city's general plan, and facilitated through the annexations of new land into the City. Therefore, the City's anticipated growth represents the population that it may generate based on land use designations and densities permitted by the City's general plan.

Fresno Council of Governments Estimates

In 2017, the Fresno Council of Governments (Fresno COG) prepared a technical study titled, "Fresno County 2050 Growth Projections" that provides growth projections for Fresno County and the spheres of influence of each of its cities between 2015 through 2050. According to Fresno COG's data, in 2015, there were 114,800 persons (11.8 percent of the County) in Clovis and its SOI (Clovis SOI).⁵⁹ Between 2015 and 2050, Clovis' SOI is projected to grow by 54.4% and equivalency of 62,440 new residents. Subject to market trends, Fresno COG forecasts a 1.2 percent annual population growth rate assumption to forecast population growth within Clovis SOI through year 2050.

Fresno COG forecast shows the Clovis SOI may hold the following projections per year:

- 126,850 residents by 2020
- 136,350 residents by 2025
- 145,050 residents by 2030
- 153,490 residents by 2035
- 161,580 residents by 2040
- 169,220 residents by 2045

Fresno COG forecasts that the Clovis SOI may reach a population of 177,210 residents by 2050. As considered by the Fresno COG, the Clovis SOI is projected to add 18,210 new households within the SOI on top of the 2015 base of 40,700 households.

Similar to the City's General Plan, Fresno COG's projections assumes a larger jurisdictional boundary than the existing city limits because territories within the SOI are poised for annexation to accommodate future development and City municipal services.

Housing Element

The Legislator has declared that LAFCo's role in promoting orderly formation and development of local agencies includes consideration, with a preference granted to accommodating additional growth of those local agencies that can best accommodate and provide necessary governmental services and housing for persons and families of all incomes in the most efficient manner feasible.⁶⁰ This section of the MSR provides a summary of Clovis' fourth and fifth cycle Housing Elements.

⁵⁹ Fresno County 2050 Growth Projections, Fresno County Council of Governments prepared May 4, 2017.

https://www.fresnocog.org/wp-content/uploads/publications/Demographics/Fresno_COG_2050_Projections_Final_Report_050417.pdf

⁶⁰ GC Section 56001, Legislative Findings and Declarations; State interest.

The City's 2008 housing element identifies Clovis' historical growth estimates over a 26-year timeline, from 1980 to 2006. Between 1980 and 1990, the City's population increased by 49 percent, a population increase from 33,021 to 49,300 residents. From 1990 to 2000, Clovis' population increased by 44 percent, an increase from 49,300 to 70,746 residents.⁶¹ Clovis' 2008 housing element noted that between 2000 through 2006, the City's population grew by 27 percent an increase from 70,746 to 89,924 residents.

As mentioned earlier, between 2013 through 2018, Clovis' population increased by 13.8 percent, a population increase from 100,091 resident in 2013 to 113,883 residents by 2018.

In 2016, Clovis, along with 11 other cities in Fresno County and the County of Fresno, jointly launched the Multi-Jurisdictional Housing Element (MJHE) for the fifth round of housing element updates.⁶² Fresno COG coordinated the efforts of all 12 participating cities and the County of Fresno. The MJHE covers the planning period of December 31, 2015, through December 31, 2023. The multi-jurisdiction collaboration allows each participating agency to create a regional effort to plan for addressing housing needs pursuant to State Housing Element law through one single certified housing element document.⁶³

According the Clovis' fifth cycle Housing Element, Clovis has been assigned a Regional Housing Need Assessment (RHNA) of 6,328 units, including 2,321 very low-income units, 1,145 low-income units, 1,018 moderate income units, and 1,844 above moderate income units. The City maintains and annually updates the inventory of residential land resources in order to ensure that adequate sites are available to meet its RHNA numbers. The MJHE update notes that the city has developed a parcel-specific inventory of sites suitable for future residential development. Furthermore, the City has measured the suitability of these sites based on the development standards in place and their ability to facilitate the development of housing to meet the needs of the City's current and future residents.

Clovis' Housing Element notes that the City has an unaccommodated need from the fourth cycle RHNA of 4,425 lower-income units. To meet this shortfall, the city has completed its Assembly Bill 1233 Carry-Over Analysis Summary for units constructed between 2006 through 2013.⁶⁴ AB 1233 requires that for the purpose of making the assessment and inventory for meeting the RHNA for new housing units, if the city or county fail to identify or make available adequate sites to accommodate the allocated units, then within a year of the planning period of the new housing element, the agencies must zone or rezone adequate sites that will accommodate the unaccommodated portion of the RHNA from the prior planning period.

Based on units constructed, vacant sites identified in the 2008 Housing Element, and sites that the City of Clovis has prezoned, and annexed, Clovis meets its fourth cycle RHNA in the moderate- and above moderate-income category, but has 4,425 units of unaccommodated need in the lower-income category.

⁶¹ City of Clovis, General Plan Housing Element, Section 2.2 Projected Housing Need. Page 4-6:
<https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/ClovisGeneralPlan/1993GeneralPlan.pdf?ver=2014-12-17-063459-753>.

⁶² MJHE Participating Agencies: Fresno County, Clovis, Coalinga, Fowler, Huron, Kerman, Kingsburg, Mendota, Parlier, Reedley, San Joaquin, Sanger, and Selma.

⁶³ <https://www.fresnocog.org/multi-jurisdictional-housing-element/>

⁶⁴ Assembly Bill 1233, Jones. Housing Element: Regional Housing Need.
http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200520060AB1233.

While the City rezoned a substantial amount of land at densities that could accommodate the lower-income RHNA, only the 717 units on sites zoned R-4 meet the State law requirements for adequate sites.⁶⁵

Clovis' fifth cycle Housing Element notes that since the new planning period runs from January 1, 2013, to December 31, 2023, the City's RHNA (of 6,328 units) can be reduced by the number of units built or that are under construction since January 1, 2013. Clovis building permit data shows that the City has issued permits for 854 single-family units, all of which were in the moderate-income levels.

The City anticipates that it can also reduce its RHNA by the number of new units with projects that are planned, approved or pending construction. Clovis' housing element shows an inventory of residential projects that are either approved or in the planning process and scheduled to be constructed by December 31, 2023.

Clovis intends to continue participating in the MJHE to address the ongoing housing needs of the City and the 13 participating jurisdictions.

Vacant Land Inventory

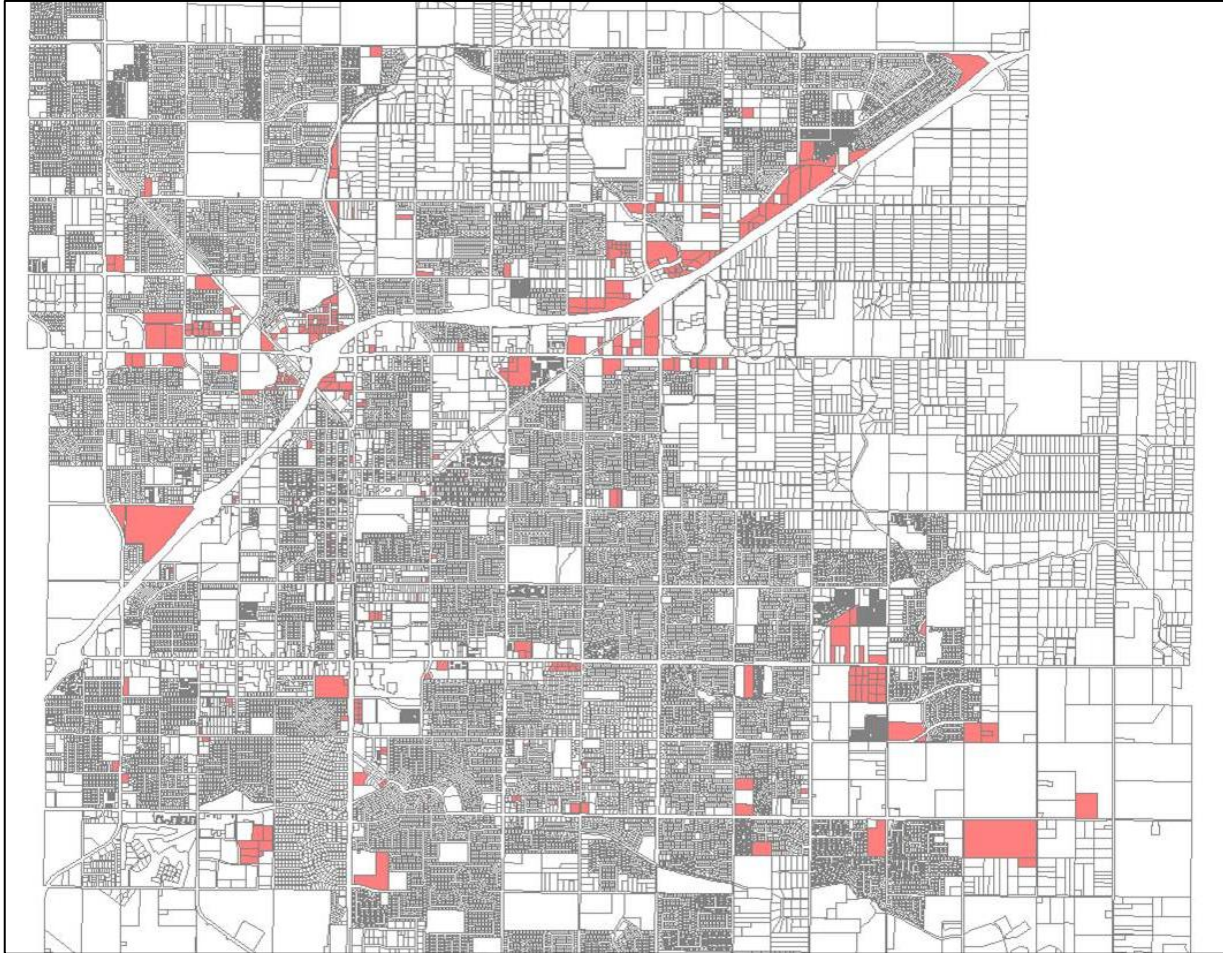
Within the Clovis SOI, the City informed LAFCo that it has 1,309 acres of vacant lands within its Mixed Use Zone District—which includes Mixed Use Village and Mixed Use Business Campus uses. The City informed LAFCo that development of the vacant land identified in the Mixed Use zone district might occur within a 13-year timeline, at an average development rate of 100 acres per year, subject to economic conditions and development market trends.

Similarly, within the Clovis SOI, the Residential Zone District represents approximately 4,203 acres of existing vacant land. The Residential Zone District is the largest category and it includes the following density levels: Very Low Density Residential, Low Density Residential, Medium Density Residential, Medium High Density Residential, High Density Residential, and Very High Density Residential.

Clovis estimates that the 4,203 acres could be developed at an average of four units per acre, which amounts to 16,812 units. The City informed LAFCo that development of the vacant lands identified in the residential zone districts might occur within a 23-year planning timeline at an average rate of 750 units per year. Forecasting residential development is highly volatile and is subject to economic conditions and market trends. The City informed LAFCo that within the Clovis existing city limits, there are 415 vacant parcels ranging from 0.01 acre to 15.9 acres in lot sizes. Combined, the total vacant lot inventory amounts to approximately 901 acres that are currently available for development.

⁶⁵ Appendix 2B: City of Clovis, Fresno Multi-Jurisdictional Housing Element adopted March 7, 2016.

Figure 3-1: Location of Vacant Land within Clovis City limits 2018 (901.62 Acres)



Existing and Pending Planned Developments

The City will be requiring a Master Plan for the Northeast SOI revision area to guide future development and redevelopment of the site for industrial, business park, and commercial uses. Areas outside of City limits, but within the existing Clovis SOI include areas designated on the City's General Plan for low and medium density residential uses, industrial and business parks, as well as areas for mixed use and high density residential. There are a number of existing and pending developments within the City and the proposed NE SOI update. These approved or pending projects include:

Loma Vista Community Plan – Approved Developments

- **TM6193**
- **TM6023**
- **TM6203**
- **TM6168**

Northwest Urban Center – Approved Developments

- TM6200

Proposed Sphere of Influence

The City of Clovis has requested that the commission consider a revision to the 2015 Clovis SOI to encompass approximately 1,036 acres of the 6,522-acre Northeast Urban Center (NEUC). The following analysis will identify existing and proposed land use designations as identified in the Clovis General Plan, determine service need, and make recommendations in order to promote the orderly development of the city.

The City states that the requested northeast SOI revision is the first step toward fulfilling the general plan economic development goal for “regionally and globally competitive office and industrial employment centers that deliver desirable career opportunities for residents, create wealth-building opportunities for entrepreneurs, and attract private investment.”⁶⁶

The general plan notes that the NEUC has the potential capacity for 10,000 new jobs that accommodate sufficient jobs for existing growth areas in the Clovis SOI and the NEUC. As of 2013, the Clovis General Plan notes that Clovis maintains a steady 0.74 jobs-housing ratio balance.

The proposed SOI revision as submitted by the City of Clovis encompasses 64 unincorporated parcels, which are owned by 22 different landowners. The proposed Clovis SOI revision encompasses less than 16 percent of land identified within the entire NEUC area by the Clovis General Plan. The City informed LAFCo that there are no active Williamson Act Contracts within the area requested to be included in revised SOI.

The 2014 Clovis General Plan identifies the following land uses for the 1,036-acre SOI revision proposal:

- Agriculture land = 0 acres
- High Density Residential (15.1 to 25 DU/AC)⁶⁷ = 58 acres
- Low Density Residential (2.1 to 4.0 DU/AC) = 105 acres
- Medium Density Residential (4.1 to 7.0 DU/AC) = 89 acres
- Medium High Density Residential (7.1 to 15 DU/AC) = 62 acres
- Mixed Use Business Campus = 360 acres
- Mixed Use Village = 127 acres
- Open space = 53 acres
- Park = 144 acres
- Rural Residential = 1 acre
- School = 26 acres
- Very High Density Residential = 11 acres

The jobs-housing ratio is a general measure of the total number of jobs and housing units in a defined geographic area, without regard to economic constraints or individual preferences. The DOF provides a

⁶⁶ City of Clovis, Economic Development Element Website.

⁶⁷ DU/AC means dwelling units per acre.

quantitative definition by estimating that an optimal jobs-housing balance is one new home built for every 1.5 jobs created.⁶⁸

During LAFCo's review of Clovis' public record, LAFCo staff could not determine which policy document forecasts job generating land uses for the NEUC (proposed SOI) within the 2014 General Plan, 2014 General Plan Environmental Impact Report, or Clovis' 2014 General Plan Economic Study. Nevertheless, City of Clovis staff and the City's Planning Consulting Team were able to provide LAFCo quantifiable estimates that forecast potential news jobs based on land use designation within the NEUC.

Based on Clovis' estimates, the proposed NE SOI revision is anticipated to create 16,703 new jobs and 3,896 new residential units.⁶⁹ Based on the new residential units within the NE alone, the plan area should generate 5,844 new jobs to maintain the desired 1.5 jobs/housing unit balance within the requested SOI update area. However, LAFCo observes that forecasted jobs within the NEUC would assist the City achieve an addition of 10,859 new jobs.

The City's 2014 General Plan updated and Economic Analysis predicts over the next 20 years, the City could grow by 14,854 housing units; and by 2035, the City plans to accommodate up to 63,200 housing units. Based on planned non-residential land uses, the City's 2014 General Plan expects that 38,000 jobs would be produced within Clovis by 2035. Although the City's current job-housing ratio is 0.74, the 2014 General Plan anticipates that its job-housing ratio would drop to a ratio of 0.60 by 2035; nevertheless, the City expects that the proposed SOI update would assist the City retain new employment opportunities. LAFCo observes that the City will have to expand its economic development efforts to maintain the current ratio of jobs to house and job workers.⁷⁰

City of Clovis identified the following general plan land uses and new jobs from nonresidential land uses. The proposed SOI revision plans to add the following land uses / jobs:

- Commercial (30 acres) = 580 jobs
- Mixed Use Business Campus (360 acres) = 9,933 jobs
- Mixed Use Village (324 acres) = 4,469 jobs
- Public/Quasi-Public Facilities (11 acres) = 190 jobs
- School (351 acres) = 1,531 Jobs

⁶⁸ Little Hoover Commission, 2013.

⁶⁹ Electronic Communication with City of Clovis Community & Economic Development Director, October 23, 2018.

⁷⁰ Clovis General Plan Update. Economic Analysis. Pg. XXIII.

4. Disadvantaged Unincorporated Communities

The purpose of Senate Bill 244 (Wolk, 2011) is to address the complex legal, financial, and political barriers that contribute to regional inequity and infrastructure deficits within disadvantaged unincorporated communities (DUCs). Cities, counties, special districts, and LAFCo all required by SB 244 to identify and include DUCs in their respective long range planning.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH) requires LAFCOs to make determinations regarding DUCs for any updates to a SOI of a local agency (city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection. State law directs the commission to consider and prepare written determinations regarding the present and planned capacity of public facilities and adequacy of public services, and infrastructure needs or deficiencies for any disadvantaged unincorporated community within or contiguous to the SOI of a city or special district.

Government Code sec. 56033.5 defines a “Disadvantaged Unincorporated Community” as an inhabited territory, as defined by Government Code sec. 56046, or as determined by commission policy, that constitutes all or a portion of a “disadvantaged community” as defined by section 79505.5 of the California Water Code (WC). A DUC is defined as an inhabited territory (which means that there are 12 or more registered voters within the underlying annexation⁷¹) and with an annual median household income (MHI) that is less than 80 percent of the statewide annual median household income. Furthermore, on January 9, 2013, Fresno LAFCo exercised its authority and adopted a local policy refining the DUC definition to include that a DUC shall have at least 15 dwelling units at a density not less than one unit per acre.

LAFCo policy includes a definition for a “Legacy Community” a geographically isolated community that meets the DUC criteria, is at least 50 years old, and is beyond the adopted SOI of any city. Pursuant to LAFCO policy 106, when approving any new or updated SOI for a city or special district, the city or special district shall be required to identify any legacy community within one mile of its existing or proposed SOI.

SB 244 also prohibits LAFCOs from approving any annexation to a city of territory that is greater than 10 acres if a DUC is contiguous to the proposed annexation, unless an application to annex the DUC has been filed with Fresno LAFCo.⁷² State law allows two exceptions:⁷³ 1) if a prior application for annexation of the same DUC has been made in the preceding five years; or, 2) if the commission finds, based upon written evidence, that a majority of the registered voters within the affected territory are opposed to annexation.

City of Clovis Demographic Background

This section of the MSR uses the American Community Survey (ACS) five-year estimates for year 2010 to 2014 datasets to identify the demographic composition of various locations near the City of Clovis. The ACS is sponsored by the U.S. Census Bureau, and is part of the Decennial Census Program. According to the U.S. Census Bureau, the ACS five-year reports are the most reliable form of information generated by

⁷¹ GC sec. 56046 – definition “Inhabited territory”

⁷² Fresno LAFCo policies add ‘or within 300 feet’ to the contiguous criteria.

⁷³ GC sec. 56375 (8)(A).

the U.S. Census because they are multiyear estimates utilized to describe average characteristics of population and housing to give an average value over the full data period. Although the Census Bureau offers annual estimates, three-year estimates, and five-year estimate reports, in LAFCo's judgment the five-year estimates provides the most reliable data and mapping information to analyze small populated locations.

Like any statistical database, LAFCo has determined that, as of the date of the adoption of the DUC policy, there may be deficiencies in census data to accurately assess median income in unincorporated communities. As a result, LAFCo policy provides opportunity to consider various sources of information, i.e. demographic surveys, site investigation, and other materials supplied by government agencies or interested parties, in order to make a determination that a DUC exists.

This section to the report also uses Geographic Information System (GIS) data, including but not limited to County of Fresno's parcel mapping, aerial photography, and US Census data tract and block group data to quantify the economic composition of all the census block groups within the vicinity of Clovis' city and SOI boundaries. On average, US census block group units have a population of 600 to 3,000 people, and provide the number of households, population, and MHI data for those residents residing within the geographic unit.

City of Clovis is the second largest city in Fresno County with an estimated population of 113,883.⁷⁴ City of Clovis has 33,555 households of which 60.2 percent are owner occupied, and 39.8 percent are renter occupied. According to Census' data, Clovis' average household size is 2.93 people. The Census estimates that there are 24,469 families within Clovis, and the average family size is 3.44. Approximately 71 percent of Clovis' total population is over the age of 18, and the city's median age group is 33.7 years old. About 31.8 percent of Clovis' adult population over the age of 25 have a bachelor's degree or higher education, 41.9 percent have some college experience or an associate's degree, 17.5 percent have an education equivalent to a high school diploma, while less than 8.8 percent have an education less than a high school diploma.

According to the 2010-14 ACS five-year estimates, City of Clovis' reported income levels are higher than that of the County and the state as a whole. During the surveyed 2010-14 timeline, Clovis had a median household income (MHI) of \$63,662, while Fresno County reported an MHI of \$45,201. During the same timeline, the Statewide MHI for California was \$61,489. Pursuant to WC sec. 79505.5, any location with a MHI less than \$49,191 meets the income threshold for identifying Disadvantaged Communities. For the purpose of the LAFCo process, a DUC must be inhabited, located outside of a city's incorporated limits, within or near the City's SOI, and have at least 15 dwelling units at a density not less than one unit per acre.

LAFCo surveyed the unincorporated areas using aerial photography, site visit/s, and GIS maps to determine whether any DUCs exist within or near the Clovis SOI. LAFCo staff also assessed census tracts and block group units within a one-mile distance outside the adopted and proposed SOI boundaries. LAFCo staff did not identified any DUCs, as defined by commission policy, within Clovis' SOI or within the proposed SOI revision area. As of June 2018, LAFCo observed that all census units located in the Clovis SOI and proposed SOI update exceed the MHI threshold as defined Fresno LAFCo's Policy 106 and CKH.

⁷⁴ State of California, Department of Finance, E-1 Population Estimates for Cities, Counties, and State – January 1, 2018

5. Parks and Recreation Services & Open Space

The Clovis Park Division (“Division”) is administered by the City of Clovis’ Public Utilities Department at 155 North Sunnyside Avenue, Clovis, CA 93611. A full-time park manager oversees the Division with the assistance of 20 full-time employees. The Division’s responsibilities include planning and carrying out recreational opportunities for all segments of the City’s park service.

The responsibility of the Division is to maintain the City’s recreational facilities, streetscape, parks, trails, and other landscaped open space areas, city trees, and city building grounds.⁷⁵ A few parks and open spaces are privately owned and maintained by Home Owner Associations (HOA’s). The following includes all parks, landscaping and open spaces within the City of Clovis. The Division maintains approximately 460 acres of city parks and landscaping.

- 81 parks totaling 173 acres
- 275 acres of green belts, street gardens, trails, paseos, and landscaped median islands
- 6 acres of building grounds
- 6 acres of undeveloped park land and miscellaneous public right-of-way property
- Approximately 40,000 City owned street trees.
- 28 miles of public trails, and an approximately 36 miles of existing easement that are planned for future trail ways.

Clovis General Plan – Open Space and Conservation Element

The Open Space and Conservation Element of the 2014 General Plan provides goals and policies for ongoing development, maintenance, and funding, of existing and new city parks. The General Plan Land Use Diagram identifies several sites for future parks and open space in newly planned areas. These sites include underutilized lands as well as multi-benefit areas such as basin parks. The Clovis Parks Master Plan aligns with the following General Plan goals and policies:

Clovis General Plan: Open Space and Conservation Goals

Overarching Goal: Recreation and open space that enhances quality of life, contributes to healthy community, and conserves Clovis’ natural and cultural resources.

- **Goal 1: Parks and recreation facilities that are environmentally and fiscally sustainable and meet the needs of existing and future residents.**
 - Policy 1.1 Parkland Standard - Provide a minimum of 4 acres of public parkland for every 1,000 residents.
 - Policy 1.2 Existing Parks - Upgrade and rehabilitate existing parks as necessary to meet the needs of the community.
 - Policy 1.3 New Parks and Recreation Facilities - Provide a variety of parks and recreation facilities in underserved and growing areas of the community.

⁷⁵ City of Clovis, 2018 draft Clovis Parks Master Plan. Page 3.

- Policy 1.4 Joint-use of Education Facilities - Provide a balanced system of parks and recreation facilities through joint-use of facilities owned by school districts.
 - Policy 1.5 Multipurpose Open Space - Design public facilities as multipurpose open space and recreation to serve the community's infrastructure needs while preserving and enhancing open space and water features. Prioritize the use of existing basins for existing areas and for future areas prioritize the development of separate park facilities available year round.
 - Policy 1.6 Linkages - Link open space, parks, and recreation facilities by incorporating flood control channels into the City's bicycle and trail system.
 - Policy 1.7 Sustainability - Develop new and maintain existing parks and recreation facilities to achieve fiscal and environmental sustainability.
 - Policy 1.8 Funding - Require new development to provide pocket and neighborhood parks, dedicate land for area parks, and pay impact fees for community and regional parks. Require new development to establish lighting and landscape maintenance districts to fund operations and maintenance.
 - Policy 1.9 Master Plan. Periodically update the Parks Master Plan to direct the implementation of the City's open space facilities.
- **Goal 2: Natural, agricultural, and historical resources that are preserved and promoted as key features for civic pride and identity.**
 - **Goal 3: A built environment that conserves and protects the use and quality of water and energy resources.**

The 2014 Clovis General Plan Parks and Recreation Element includes a desired parkland standard of 4.0 acres of park/open space per 1,000 residents.⁷⁶ Currently, the City's Parks Division and private HOA's maintain approximately 454 acres of city parks and landscaping.

Parks Master Plan

The Clovis City Council adopted the Parks Master Plan on April 16, 2018.⁷⁷ The purpose of the Master Plan is to assist the City in planning for growth of Clovis' park system and recreational facilities over the next several years. The Master Plan facilitates the development of future public facilities, recreational programs, and services consistent with the vision and policies of the Clovis General Plan. The Parks Master Plan also provides a strategic guidance in the provisions of park services to develop, promote, utilize, manage, and maintain a functional park system in the City of Clovis. The Master Plan serves as a guide for future policy development, prioritize demand and opportunity, and as an action plan for the next five to ten years.⁷⁸

⁷⁶ General Plan and Development Code Update Draft PEIR, Section 5 - Recreation, page 5.15-12.

⁷⁷ City of Clovis Public Utilities, Parks Website.

⁷⁸ City of Clovis, 2018 draft Parks Master Plan. Page 2. Accessed: September 13, 2018.

During the creation of the Master Plan, Clovis identified factors and created a priority list of the important General Plan's goals as the Master Plan was implemented. The City has current standards, goals, and objectives in place for parks and open space that have contributed to the development of the Parks Master Plan. The City's Parks Master Plan augments the goals and policies identified in the 2014 Clovis General Plan, Clovis Active Transportation Plan, Clovis Urban Greening Plan, and City Ordinances.

The City of Clovis recognizes its Park and Open Space Facilities in seven classifications: Pocket, Neighborhood, Area, Community, Regional, School, or Basin Parks.⁷⁹

- Pocket Parks are the smallest park classification and add up to one acre in size. These parks are located in residential neighborhoods and planned for families and children. Typically, these parks provide picnic and sitting areas and should be accessible by foot or bicycle. Currently, the City has 2.54 acres of Pocket Parks made up of eight locations.
- Neighborhood Parks range from one to two acres in size. These parks are tailored to the neighborhoods they serve and serve a broad range of individuals. The City has 49.34 acres of Neighborhood Parks, which amount to 54 parks. Five of these Neighborhood Parks are maintained by Harlan Ranch Homeowner Associations.
- Area Parks are larger than Neighborhood Parks, and range from 3 to 20 acres in size. Area Parks provide amenities for multiple age groups and connect to neighborhoods via trails or sidewalks. The City has 11 Neighborhood Parks totaling 43.27 acres. One of these parks is maintained by the Harlan Ranch Home Owners Association.
- Community Parks range from 15 to 100 acres. The Community Parks are intended to meet a wide range of recreation and social needs focused on both passive and active recreation. The City has 5 Community Parks totaling 62.63 acres.
- Regional Parks are parks that service multiple cities, cross political jurisdictions, and exceed 100 acres in size. There are currently no existing Regional Parks in the City of Clovis.
- Basin Park are dual use parks, and are developed in partnership with Fresno Metropolitan Flood Control District. Basin Parks typically range from five to 20 acres and their uses are generally limited to dry periods due to their main priority as flood control facilities. There are currently 3 Basin Parks totaling 15.87 acres.⁸⁰
- School Parks are school sites used in concert with, or in lieu-of, other classes of parks to meet open space needs. The City maintains an "open gate" policy for Clovis Unified School District (CUSD) land and facilities available for recreational use after normal school hours and during the summer. There are approximately 271 acres of CUSD Sites available for shared use.

⁷⁹ City of Clovis, 2018 draft Clovis Parks Master Plan. Page 30.

⁸⁰ City of Clovis, 2014 General Plan Update SCH#2012061069, Section 5.15 Recreation, web accessed: September 20, 2018.

The City's Park Master Plan provides an inventory of all parks within the City of Clovis. A complete park data assessment, and planned park site locator are also included in the City's Master Plan document. During the preparation of the Parks Master Plan, several community representatives as well as City Council members requested to prioritize the development of a Citywide Dog Park Master Plan. At the May 1, 2018, City of Clovis community forum, the City proposed construction of a temporary dog park with the goal that additional dog park facilities will be planned for and developed in the future.⁸¹

Within the City limits, Clovis manages four existing multipurpose trail networks that connect Clovis' neighborhoods. The multipurpose trails are planned for by the City and extended with new development within the planned trail areas. The four city trails include the Clovis Old Town Trail that extends north/south and northwest/southeast through the central and northwest area of the City. The Dry Creek Trail that extends northeast/southwest through the northwest areas of the City. The Enterprise Trail extends northwest/southeast through the northern area of the City. The PG&E Trail that extends east/west, north of Bullard Avenue from Temperance Avenue to Fowler Avenue.

Existing City Park Facilities

The City, along with various HOA's own and/or operate 8 pocket parks, 54 neighborhood parks, 11 area parks, 5 community parks, and 3 basin parks that total approximately 173 acres.⁸² City residents may obtain additional park and recreation information on the City's Clovis Parks website located at: <https://www.ci.clovis.ca.us/Departments-Services/Public-Utilities/Parks>.

Nearly all City parks are equipped with tables, chairs and barbeques available for citizens and non-citizens of the City to rent for any special occasion. Park facility reservations may be made online or in person at the Public Utilities Department headquarters, between 7:00 a.m. and 4:00 p.m. Monday through Friday. Clovis residents can make reservations up to 90 days in advance. Non-residents can make reservations up to 30 days in advance. City of Clovis maintains 2.54 acres of Pocket Parks. The following list provides the pocket parks' names and locations:

1. Fifth Harvard - Corner of Fifth and Harvard Avenues
2. Helm Holland - Corner of Helm and Holland Avenues
3. Kiwanis - Southeast corner of Barstow and Villa Avenues
4. Music Avenue - Music Avenue, north of Easterbrook Avenue
5. West End Couplet - Bullard and Fifth Avenues, west of Clovis Avenue
6. Bullard/Fifth Couplet - Bullard and Fifth Avenues, east of Sunnyside Avenue
7. Liberty - Northeast corner of 5th Street and Hughes Avenue
8. Tenaya Sun Ranch - Caesar Avenue at Magill Avenue

City of Clovis, along with HOA's, maintains 49 acres of Neighborhood Parks. The following list provides the Neighborhood Parks' names and locations:

1. Arrowhead - Corner of Kaweah Avenue and Redington Avenue
2. Gallery –
3. Monte Vista 10 - Northwest corner of Dennis and Holly Avenues
4. Birchwood - Southwest corner of Chennault and Helm Avenues

⁸¹ City of Clovis, Departments, Public Utilities, Parks. accessed September 13, 2018.

⁸² General Plan and Development Code Update Draft PEIR, Section 5 - Recreation, page 5.15-2.

5. Monte Vista 21 - Northwest corner of Lincoln and Pistachio Avenues
6. Northwood - Northeast corner of Cromwell and Joshua Avenues
7. Monte Vista 26 - Fir Avenue between Fordham and Stanford Avenues
8. Silverton 2 - Northeast corner of Keats and Magnolia Avenues
9. Tract 4532 (HOA)
10. Westcal – Northwest corner of Roberts and Pistachio Avenues
11. Seville - Northeast corner of Bellaire and McKelvy Avenues
12. Williamsburg II - Citadel Avenue and Decatur Avenue
13. Blackhorse II - Northeast corner of Birch and Marion Avenues
14. Monte Vista 31 - Northeast corner of Birch and Fordham Avenues
15. California Country wood - San Jose Avenue between Coventry and Carson Avenues
16. Rancho Paloma II - Decatur Avenue between Burgan and North Ash Avenues
17. Sunriver - East side of Filbert Avenue
18. Palmina - Redington and Maine Avenues
19. Fox Run - Wrenwood and Park Avenues
20. Cambridge Colony - South side of El Paso Avenue between Harvard and DeWitt Avenues
21. Portland
22. Quail Hollow - Goshen between Homsy and Orangewood
23. Countryside - Southeast corner of Richmond and Adler Avenues
24. Summit 4 - Southwest corner of Hampton and Hornet Avenues
25. Tract 4998 (HOA)
26. Tract 4996 (HOA)
27. Pinnacles - West side of Villa Avenue between Powers and Lester Avenues
28. Town & Country 2 - South side of Lester Avenue at Douglas Avenue
29. Sierra View
30. Town & Country 1 - North side of Everglade Avenue between Burgan and Burl Avenues
31. Bean Park
32. Lennar – Northeast corner of Powers and N. Dartmouth Avenues
33. East West - Holland and Maine Avenues
34. Tract 5192 Park – East side of Clovis Avenue, south of Teague Avenue
35. Tract 5194 Linear Park – South of Shepherd Ave between N. Temperance and N. Locan Avenues
36. Camden Place -
37. European Parc –
38. Summit 5 - Southwest corner of Holland Avenue and Carson Avenue
39. Pasa Tiempo North –
40. Los Arbolitos - Northeast corner of Santa Ana and Twinberry Avenues
41. Linear Park – Southwest corner of Everglade and N. Blackwood Avenues
42. Tract 5602 (HOA) – Harlan Ranch
43. Tract 5602 (HOA) – Harlan Ranch
44. Wawona Ranch Dry Creek Trail – East side of N. Clovis Ave, north of Nees Avenue
45. Bunny Park –
46. The Grove –
47. Tract 6086 –
48. Bunny South –
49. Regent –
50. Tract 6143 –
51. Pump House – Northeast corner of Ashlan and Leonard Avenues

52. Tract 5486 (HOA) – Harlan Ranch
53. Tract 5486 (HOA) – Harlan Ranch Olive Tree Park
54. Tract 5486 (HOA) – Harlan Ranch Serenity Park

City of Clovis maintains 43 acres of Area Parks. The following list provides the Area Parks' names and locations:

1. Century Park –
2. Treasure Ingmire - Southwest corner of Clovis and Sierra Avenues
3. Cottonwood - Southwest corner of Alluvial and Clovis Avenues
4. Deauville - Northwest corner of Temperance and Deauville Avenues
5. Gettysburg - East side of Burl Avenue, north of Richert Avenue
6. San Gabriel - South side of Gabriel Avenue, west of Adler Avenue
7. Pasa Tiempo – Northwest corner of Barstow and DeWolf Avenues
8. Thorburn - Alamos and Coventry Avenues
9. Westcal II –
10. Railroad - Northeast corner of Alluvial and Peach Avenues
11. Harlan Ranch –

City of Clovis maintains 63 acres of Community Parks. The following list provides the Community Parks' names and locations:

1. Dry Creek - Northeast corner of Alluvial and Clovis Avenues
2. Dry Creek Trailhead – Southwest corner of Shepherd and N. Sunnyside Avenues
3. Letterman - West side of Villa Avenue south of Bullard Avenue
4. Sierra Bicentennial - West side of Sunnyside Avenue south of Herndon Avenue
5. Sierra Meadows – East side of Temperance Avenue at Sierra Avenue

City of Clovis jointly maintains 16 acres of Basin Parks in agreement with the Fresno Metropolitan Flood Control District. The following list provides the three Basin Park names and locations:

1. Basin 1E North side of Ashlan Avenue at Fordham Avenue
2. Helm Ranch Community Park (Basin S) Northwest corner of Ashlan and Minnewawa Avenues
3. Rotary Basin Southeast corner of Barstow and Villa Avenues

Recreational opportunities also includes various sports leagues for all Clovis and area residents. The Clovis Area Recreation (CAR) Department provides recreational programs including adult youth sports programs, leagues, and drop-in games and is responsible for operating the City of Clovis batting cages (84 N Sunnyside Avenue), Clovis Rotary Skate Park (908 Villa Avenue), adult slow-pitch softball at Clovis Rotary Park (100 Barstow Avenue) and the Clovis Recreation Center (3495 Clovis Avenue).

Staffing Level

The Division operates within City of Clovis' Public Utilities Department. One Park Manager oversees the operation of the Division, and he/she reports to the Director of Public Utilities. The Park Manager is assisted by 19.8 professional employees identified in the following classifications:

- Administrative Assistant – 1 part-time
- Assistant Engineer – 1 part-time
- Assistant Public Utilities Director – 1 part-time
- Maintenance Workers/Senior Maintenance – 9.4

- Management Analyst – 1 part-time
- Office Assistant -1 part-time
- Parks Maintenance Lead – 3 full-time
- Principal Office Assistant – 1 part-time
- Utility Worker – 6 full-time

All the Parks Division operate on its own, the City's Landscape Maintenance District (LMD) provides funding for the ongoing maintenance of parks, greenbelts, streetscape, urban forest, and lighting systems located within the LMD for the enjoyment of the citizens of Clovis. Approximately 54% of the City's landscaped acreage is within the LMD.

Park Facility Funding

The goal of the City's Park Division is to maintain recreation facilities, streetscape, parks and other landscape open space area, city trees, and building ground facilities at a reasonable cost to its citizens, and maintain facilities at the best possible condition proportionate with available funding resources.

Over half of Clovis' park acreage maintenance is funded by the City's General Fund, which is made up of general revenues. The majority of the revenue comes from sales and property tax revenues. In addition to general revenue, Chapter 3.4 of the City's Municipal Code, "Park Acquisition and Development", outlines the fee imposed on all residential developments, hotels, motels, assisted living facilities, commercial, professional, and industrial buildings. The fee is determined by the City Council and is reviewed on an annual basis. The monies generated from this park acquisition and development fee are to be used solely for the acquisition of land for parks and recreational areas, master planning, and design and construction of such lands already acquired or in the City's possession.

In addition, the City of Clovis Landscape Maintenance District No. 1 (LMD) was established in July 1985 in accordance with the Landscaping and Lighting Act of 1972. The purpose of Clovis' LMD is to levy a special assessment tax to fund the ongoing operation and maintenance cost of the City's landscaped areas and interior parks benefiting the community. The City's operation and maintenance fee funds the mowing, edging, fertilizing, weed control, irrigation system, pruning, plant replacement, and facility lighting. The LMD also accounts for the replacement of aged playground equipment. Consistent with the City's Engineering Report, the City sets an annual assessment tax for all properties within the LMD boundaries to levy the tax on the annual property tax bills. Each annexation to the district is required to go through an individual assessment so that the non-General Fund component of the maintenance of landscape or park areas will be borne by the benefit area that is being developed and annexed into the LMD. Information provided by City staff indicates that the City's LMD has sufficient revenues and fee adjustments to cover the costs of operations and maintenance of the City's park facilities.⁸³

According the City of Clovis' budget for Fiscal Year 2018-19, the Parks/Landscape Maintenance budget accounted for the following items:

- Total Parks/Landscaped areas (in acres) maintained, as of July 1, 2018 – 475 acres
- Maintenance cost per acre per year – estimated to be \$10,647

⁸³ City of Clovis, 2014 General Plan Update SCH#2012061069, Section 5.15 Recreation, web accessed: September 13, 2018.

- Park/Landscaped area (in acres) maintained by the City's General Fund – 220 acres
 - Maintenance cost per acre per year - \$8,493
- Park/Landscaped areas (in acres) maintained by the LMD – 255 acres
 - Maintenance cost per acre per year-\$12,505

According to the City's FY 2018-19 budget, the City's Parks Division had a budget of \$5,333,100. The Division's main sources of revenue include state grants, facility reimbursements, planning and procession fees, engineering processing fees, user fees, miscellaneous fees, and general fund – discretionary. For FY 2018-19 the Division anticipated the following revenues:

- Facility reimbursement, \$71,000
- Planning and processing fee, \$30,000
- Engineering processing fees, \$19,000
- User fees, \$3,520,000
- Miscellaneous income, \$2,500
- Discretionary funds, \$1,690,600

The City's LMD budget for professional services amounted to \$3,476,000. The maintenance district generates revenue solely from user fees.⁸⁴

The City of Clovis anticipates that city growth will increase demand on Parks and Recreation Open Space in the Loma Vista area. The City's LMD five-year outlook is to continue to grow at a corresponding rate to balance growth with adequate funding. The City's budget indicates that several of the LMD's zones of benefit have secured sufficient reserves, and are adjusted annually by the City. However, the City is aware that a few of the zones of benefit need to build adequate reserves to fund its own ongoing maintenance cost. The City anticipates undertaking an engineering feasibility study to identify potential assessment fee increase consistent with Proposition 218 proceedings in order to increase funding sufficient to restore service levels in these zones by 2020.⁸⁵

City Parks Division five-year outlook anticipate that the City's parks will continue to be heavily used by the public, creating a demand for additional facilities. The Division's level of service in the LMD areas will continue to be high, consistent with the LMD funding levels. The public may observe a noticeable difference between the levels of service in the parks located in the LMD areas in comparison to the parks that are maintained by the Clovis General Fund. The City will continue to pursue available grant funding for the conversion of older irrigation systems to more efficient drip systems.⁸⁶

Demand and Service Adequacy

The Quimby Act of 1975, as established in state law, allows cities and counties to establish a standard of three acres of local parkland per 1,000 people. The Clovis General Plan establishes a goal of four acres of parkland per 1,000 residents, which exceeds the requirement set forth by the California's Quimby Act.

⁸⁴ City of Clovis, 2014 General Plan Update SCH#2012061069, Section 5.15 Recreation, web accessed: September 13, 2018.

⁸⁵ City of Clovis Annual recommended budget for year 2018-19. Pg.167.

⁸⁶ City of Clovis Annual recommended budget for year 2018-19. Pg.166.

Based on the City’s recent population estimate of 110,762 residents and the park goals set forth by the General Plan, the City is working successfully toward meeting the park area goals. Currently, the City has 81 designated city parks that total approximately 173 acres. Clovis’ existing park deficit is approximately 270 acres of parkland space. The goal for future planning increases the park area to approximately 380 acres and substantially increases the number of trails.⁸⁷

The City’s Parks Master Plan notes that by incorporating the estimated 135 acres (50%) of the school recreation facilities into the City’s parkland inventory provides a ratio of 2.78 acres to 1,000 residents, much closer to the City’s General Plan goal. By doing so, additional Open Space and Recreation Area owned by Clovis Unified School District would enable the City to be much closer to meeting its goal.

Implementation of the City’s General Plan update would allow for substantial population growth and increased use and demand on existing parks and recreational facilities. The projected increase in population from the proposed project would lead to additional demands on parks and recreational facilities in both the 2035 and full buildout scenarios. A total of 745 acres of park land are designated within the City’s SOI and notwithstanding the City’s plans for these facilities, developing the needed long term capital and maintenance funds is critical to the success of the city’s vision. Thus, the Quimby Act establishes a funding mechanism for parkland acquisition for all local jurisdictions.

The City’s Municipal Code requires that developers must dedicate parkland or pay in-lieu fees to enable the City to acquire a ratio of 4.0 acres of park land per 1,000 residents. All future parks are expected to be funded through the City’s General Fund, the Clovis LMD No. 1, state and federal grants, and development impact fees, as outlined in the City’s Park Acquisition and Development Fee Program, per Section 3.4.03 of the City’s Municipal Code.⁸⁸

Table 5-1 – Park Acquisition and Development Fees

Land Use Type	Fee
Residential	\$3,230 per unit
Retail	\$0.48 per building SF
Office	\$0.89 per building SF
Industrial	\$0.44 per building SF

Source: City of Clovis Master Development Fee Schedule, effective July 15, 2013.

The City’s General Plan land use diagram also proposes future trails and green belt paths along SR-168 towards Harlan Ranch, throughout Loma Vista (Dog Creek, Jefferson, and Enterprise Trails, and the Loma Vista Paseos), along the City’s southern boundary (Gould Trail), and in the Northwest Urban Center to connect to the existing Dry Creek Trail.

According to the Clovis General Plan, the City’s projected full buildout beyond 2035 would result in an estimated population growth of up to 294,300 additional residents. According to the proposed parkland

⁸⁷ City of Clovis, 2018 draft Clovis Parks Master Plan. Page 38.

⁸⁸ City of Clovis, 2014 General Plan Update SCH#2012061069, Section 5.15 Recreation, web accessed: September 13, 2018.

standard, the City would require 1,177 Acres of parkland at full buildout to meet the needs of the larger population. As such, the Clovis General Plan land use diagram designates 2,328 acres of parkland at full buildout which amounts to a park land ratio of 7.91 acres per 1,000 residents.

Infrastructure Needs

The City's FY 2018-19 budget outlines facility improvements for the City's Parks Division. The following infrastructure needs are anticipated to receive funding through a combination of the City's General Fund, State grant funds, and user fees. The following infrastructure needs include but are not limited to the following items:

- Replace the athletic court surfacing located inside the recreation center. (General Fund)
- Replace the netting material at the Clovis batting cage. (General Fund)
- Install temporary dog park facilities at a master planned location. (General Fund) Completed
- Sierra Bicentennial Park Sunnyside and Sierra Accessibility Improvements ADA Master Plan Improvements. (Contingent on CDBG Grant).
- Remove and replace existing infield soil with suitable material for maintenance and use. Install drainage for field area. (General Fund) Completed
- Construct a baseball/soccer field and install sports lighting. (Contingent upon a future grant and General Fund)
- Park lighting, install additional lights to improve security. (Contingent upon a future grant and General Fund)
- Stadium lighting, install additional lighting to existing poles to increase visibility on the playing field. (General Fund)
- Multi-purpose pad replacement. Replace the basketball multi-purpose pad which is deteriorating. (General Fund)
- Kiwanis Park (Tenth and DeWitt). Remove and replace irrigation system and install security lighting. (Community Donations)
- Temperance/Gettysburg (Northwest Corner-Greenbelt). Remove and replace existing landscape and irrigation of greenbelt. (Contingent Upon Funding)

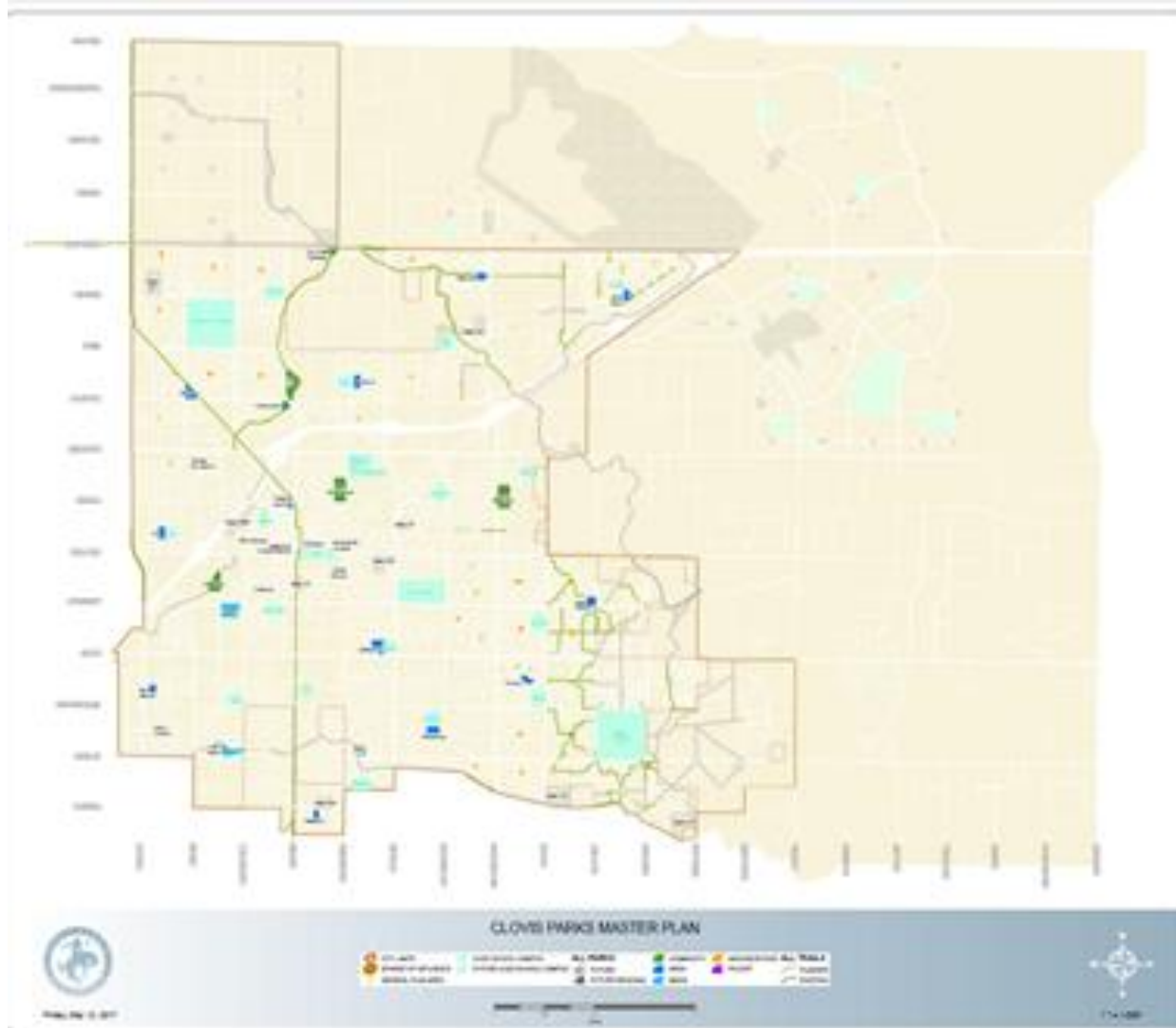
Joint Power Agreements for Parkland Space

The City of Clovis and Clovis Unified School District (CUSD) have a Joint Powers Agreement ("JPA") for the use of district school recreational facilities by the public. CUSD maintains an "open gate" policy for CUSD land facilities available for recreational use. Although not owned or maintained by the City, the recreational areas of CUSD schools are also applied to meeting the City's park standard. Therefore, half of the 271 acres of CUSD school playfields, approximately 135 acres are credited toward meeting the City's park land standard.

Combining the City's 173 acres of parkland and 135 acres of CUSD facilities, the City has a total of 308 acres of developed parkland contributing toward the parkland standard. Per the City's General Plan an estimated population for the Clovis area is 115,000; the City is required to provide approximately 564 acres of parkland which results in a parkland deficit of approximately 256 acres. As mentioned previously the City's General Plan Update introduced a new parkland standard of four acres per 1,000 residents. As evaluated by the General Plan Update EIR, a total of 745 acres of parkland are designated and assumed to develop within the City and SOI in the 2035 scenario using a population forecast of 184,100. The

proposed parkland would equate to 4.05 acres per 1,000 residents under the 2035 scenario, which achieves the City's proposed parkland standard.

Figure 5-1 - Clovis Unified School District, Location of Facilities



6. Agriculture Preservation

Municipal Service Reviews (MSR) and spheres of influence (SOI) empower LAFCo to implement its legislative objective to “discourage urban sprawl, preserve open-space and prime agricultural lands, and encourage the orderly formation and development of local agencies based upon local conditions and circumstances (§56301).” Although LAFCo does not have direct land use authority and does not manage service-providing agencies; LAFCo can serve as an intermediary for the state in addressing growth challenges through the periodic updates of each SOI as mandated in GC sec. 56425.

Prime Agricultural Land

LAFCo notes that there are two similar definitions for “Prime Agricultural Land” set forth in California statute. State law defines “Prime Agricultural Land” (PAL) for cities and counties in Government Code sec. 51201. PAL means any of the following:

- a. All land that qualifies for rating as class I or class II in the Natural Resource Conservation Service land use capability classifications.
- b. Land which qualifies for rating 80 through 100 in the Storie Index Rating.
- c. Land which supports livestock used for the production of food and fiber and which has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agriculture.
- d. Land planted with fruit- or nut-bearing trees, vines, bushes, or crops which have a nonbearing period of less than five years and which will normally return during the commercial bearing period on an annual basis from the production of unprocessed agricultural plant production not less than two hundred dollars (\$200) per acre.
- e. Land which has returned from the production of unprocessed agricultural plant products and annual gross value of not less than two hundred dollars (\$200) per acre for three of the previous five years.

In contrast, CKH provides a reasonably close definition for PAL that coincides with criteria given in GC sec. 51201.⁸⁹ CKH defines PAL as an area of land, whether a single parcel or contiguous parcels, that has not been developed for a use other than an agricultural use and that meets any of the following qualifications:

- (a) Land that qualifies, if irrigated, for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, whether or not land is actually irrigated, provided that irrigation is feasible.
- (b) Land that qualifies for rating 80 through 100 Storie Index Rating.
- (c) Land that supports livestock used for the production of food and fiber and that has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agriculture in the National Range and Pasture Handbook, Revision 1, December 2003.
- (d) Land planted with fruit or nut-bearing trees, vines, bushes, or crops that have a nonbearing period of less than five years and that will return during the commercial bearing period on an annual basis from the production of unprocessed agricultural plant production not less than four hundred dollars (\$400) per acre.

⁸⁹ Government Code Sec. 56064 “Prime agricultural land”

- (e) Land that has returned from the production of unprocessed agricultural plant products an annual gross value of not less than four hundred dollars (\$400) per acre for three of the previous five calendar years.

Agriculture Land

Land immediately outside City of Clovis' northern, southern, and eastern city limits consists of agricultural land uses and incidental rural residential units. The City of Fresno abuts Clovis' western edge that generally follows Willow Avenue.

As depicted in Clovis' 2014 General Plan, the City of Clovis plans for urban land uses for areas beyond its existing SOI. A substantial portion of Clovis' "*Plan Area*" contains land that has been identified by the California, Department of Conservation Farmland Mapping and Monitoring Program ("State") as Important Farmland. The Important Farmland designation within Clovis' *Plan Area* consists of four categories: *Prime Agricultural Land*, Lands of Statewide Importance, Lands of Unique Characteristics and lands of Local Significance.

The City of Clovis takes a leadership role in land use planning by assessing a larger *Plan Area* in its general plan than just the territory within its adopted SOI. In fact, Clovis' 2014 General Plan considers a *Plan Area* that encompasses 47,805 acres, nearly double in size than the existing Clovis SOI. As evaluated in the 2014 General Plan, Clovis' *Plan Area* is generally bounded by Copper Avenue on the north, Willow Avenue on the west, Academy Avenue on the east, and Shields Avenue on the south.

Clovis' *Plan Area* boundaries included approximately 10,199 acres of land designated as Agriculture use.⁹⁰ Of which, 9,810 acres of land is located outside the adopted Clovis SOI.⁹¹ For the purpose of this section of the MSR, LAFCo narrows its agricultural land analysis to locations primarily identified within the City's adopted SOI and proposed SOI revision.

The Clovis SOI encompasses 21,109 acres, of which 15,979 acres are inside Clovis' City limits. Currently, there are 5,130 acres of land outside of Clovis' City limits and inside the Clovis SOI. The 2014 Clovis General Plan designates urban land uses for all territory identified within the Clovis SOI. No agricultural land use designations exist inside Clovis' incorporated limits.

Williamson Act Contracts

The California Land Conservation Act, or Williamson Act (WAC) was adopted in 1965.⁹² The WAC was established to encourage the preservation of agricultural lands in view of the increase in trend toward their "premature and unnecessary" urbanization. The WAC enables counties and cities to designate agricultural preserves (Williamson Act lands) and offer preferential taxation to agricultural landowners based on the income-producing value. In return for the preferential tax rate, the landowner is required to sign a contract with the county or city agreeing not to develop the land for a minimum of 10 years. The

⁹⁰ Section 5.2.1.1 Agriculture and Forestry Resources, City of Clovis General Plan and Development Code Update, EIR State Clearinghouse No.2012061069, June 2014.

⁹² Government Code Sections 51200 et seq., The California Land Conservation Act of 1965

contract is renewed automatically on its anniversary date unless a notice of nonrenewal; or petition for cancellation is filed with the respective agency.⁹³

There are 1,382 acres of existing ag land within the Clovis SOI that are protected by WACs,⁹⁴ of which 1,365 acres are designated by the state as Prime Agricultural Land (PAL), while 17 acres are designated as non-PAL.

Of the total 1,365 acres identified as PAL within the Clovis SOI, 855 acres have filed non-renewal WAC notices with Fresno County, while 510 acres remain in PAL designations and have active WACs.⁹⁵ By landowners recording a nonrenewal or WAC cancellation form with Fresno County, a property owner is providing notice of their intent to exit a WAC. LAFCo observes that PAL is primarily located in Clovis' Northwest Urban Center Area, and incidental PAL designations are found in the City's Southeast Urban Center area - Loma Vista Specific Plan. There are 124 acres designated as PAL in Clovis' Northeast SOI revision request, however none of the territory is subject to an active WAC.

Open Space General Plan Designation

There are relatively small areas of riparian forest along Clovis' Dry Creek, Dog Creek and Red Bank Slough Areas. Dry Creek traverses the City, SOI, and non-SOI Plan Area; Dog Creek traverses the SOI and non-SOI Plan Area; and Red Bank Slough crosses the non-SOI Plan Area. There are no forest or timberlands in the City, in the existing SOI, or non-plan area.

Agricultural Lands

While agricultural uses continue to dominate much of the regional landscape, only moderate amounts of agricultural land remains in production within the City's SOI and plan area, primarily in the eastern, southeastern and southwestern areas. The Clovis General Plan Land Use Element currently identifies approximately 10,199 acres designated for agricultural use: approximately 9,810 acres in the entire Plan Area and 389 acres of that in the existing SOI. No land within the City limits is designated for agriculture. Relative to total land area, 23 percent of the entire plan area is designated for agricultural use. No land in the City of Clovis is designated for agriculture land use.⁹⁶

Buildout of the General Plan Update would convert 3,206 acres of prime farmland, 1,834 acres of farmland of statewide importance, and 1,585 acres of unique farmland to nonagricultural land uses.⁹⁷ A majority of vacant land along the urban edge was actively cultivated agricultural land at one time, although portions may have been purchased in anticipation of future urban expansion. In some instances, agricultural land uses were discontinued along the fringes of the City in anticipation of urban use. While the City of Clovis has adopted policies to discourage the premature conversion of agricultural land to urban uses, there is nothing to deter premature disinvestment in agricultural land.

⁹³ City of Clovis General Plan and Development Code Update EIR Agriculture and forestry resources Page 5.2-2.

⁹⁴ Ibid.

⁹⁵ City of Clovis General Plan and Development Code Update EIR Agriculture and forestry resources Page 5.2-3.

⁹⁶ City of Clovis, 2014 general Plan Update SCH # 2012061069, sec 5.2 Agricultural and Forestry. City of Clovis, 2014 General Plan Update SCH#2012061069, Sec. 5.2 Agriculture and Forestry Resources.

⁹⁷ City of Clovis, 2014 general Plan Update SCH # 2012061069, sec 5.2-16 Agricultural and Forestry. City of Clovis, 2014 General Plan Update SCH#2012061069, Sec. 5.2 Agriculture and Forestry Resources.

Clovis General Plan 2035 Growth Scenario

This section of the MSR assesses City of Clovis' general plan, land use policies and local agriculture conditions to determine what structures are in place or are needed to support balance growth while preserving important agricultural and open space resources.

Implementation of the City of Clovis General Plan Update in the 2035 scenario would convert all existing agricultural land within the Clovis SOI to urban use as planned for in the 2014 Clovis General Plan.⁹⁸ The Clovis general plan's environmental review document recognizes that the conversion of farmland is a significant and unavoidable impact on agricultural land, even after mitigation is employed. LAFCo recognizes that City policies exist that provide for a balanced approach to preserve prime agricultural land within the Clovis SOI.

The City has a policy that states, any project that includes 20 acres or more designated Prime Farmland, Farmland of Statewide Importance, or Unique Farmland shall be required to prepare or fund an agricultural resource evaluation prior to project approval.⁹⁹ Furthermore, the resource evaluation shall use generally accepted methodologies (such as the Land Evaluation and Site Assessment Model) to identify the potentially significant impact of the loss of agricultural land as well as the economic viability of future agricultural use of the property.

If the evaluation determines that the conversion is significant, the city requires a mitigation at a 1:1 ratio of converted to preserved acreage, or payment of its valuation equivalent if a fee mitigation program is established through a regional agricultural preservation program, such as the Model Farmland or SJV Greenprint, if adopted by the City of Clovis. Furthermore, LAFCo observes that City has yet to adopt a regional agricultural preservation program.

For annexation at the fringe of the city, Clovis implements a "Right to Farm Covenant" on each subdivision map, parcel map, or site plan contiguous to unincorporated agricultural land. The right to farm covenant supports the City's conservation efforts by creating an agricultural easement program that respect existing farmland operations.

The 2014 Clovis General Plan provides the City's goals, policies and implementation programs that aim to sustain and preserve existing and future agricultural lands. The Clovis General Plan - Open Space and Conservation Element Policy states, "The open space and conservation element seeks to protect and preserve open space, productive agricultural areas, and environmental resource."

The element also establishes policies to guide the City's efforts to protect and preserve open space, productive Ag land, and environmental resources.¹⁰⁰

- Policy 2.1 Stewardship. Promote responsible planning and management of land and resources among property owners.
- Policy 2.2 New development. Encourage new development to incorporate on-site natural resources and low impact development techniques.

⁹⁸ City of Clovis General Plan and Development Code Update EIR Agriculture and forestry resources Page 5.2-15.

⁹⁹ The City's general plan EIR Mitigation Measure 2-1.

¹⁰⁰ City of Clovis General Plan Update, EIR State Clearinghouse No.2012061069, adopted August25, 2014.

- Policy 2.3 Visual resources. Maintain public views of open spaces, parks, and natural features. Enhance views along roadways and trails. Preserve Clovis' view shed of the surrounding foothills and orient new development to capitalize on views of the Sierra Nevada.
- Policy 2.4 Agricultural lands. Preserve the city's agricultural legacy through the Agricultural land use designation, memorialize agricultural history and culture, and facilitate thoughtful conversion of lands to development.
- Policy 2.5 Right to farm. Support, encourage, and protect agricultural operations within Clovis and recognize their right to farm.
- Policy 2.6 Biological resources. Support the protection of biological resources through the conservation of high quality habitat area.
- Policy 2.7 Native plants. Encourage the use of native and climate-appropriate plant species and prohibit the use of plant species known to be invasive.
- Policy 2.8 Urban forest. Maintain and enhance a diverse and healthy urban forest on public and private lands.

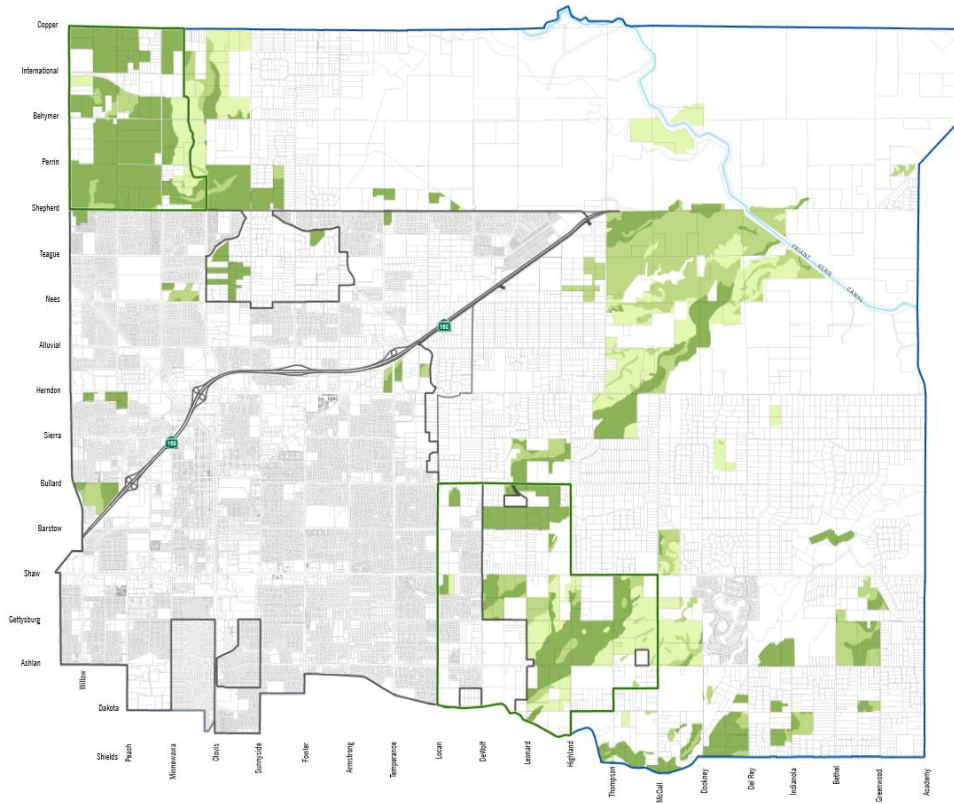
Furthermore, the 2014 Clovis General Plan, Land Use Element Policy 4.4 Farmland Conservation states that the City will "Participate in regional farmland conservation, including the establishment of comprehensive agricultural preserves or easements, through efforts such as the Fresno County Model Farmland Conservation Program or the San Joaquin Valley green print." LAFCo observes that Clovis' Land Use Element seeks to take a collaborative approach to preserve farmland by working with local and regional agencies that advocate for the preservation of farmland.

Fresno LAFCo Policy Standards for Annexation

LAFCo policy 210, requires that each proposal is consistent with the adopted SOI of a city, and that the proposal is consistent with City or County general plan, and that the each proposal results in planned, well ordered, efficient development patterns and service areas, and does not encourage urban sprawl.

Prior to filing an annexation application with the LAFCo, each city must prezone the subject territory consistent with the City's general plan for any land proposed to be annexed by the city or petitioners, as the case may be. Pre-zoning is the legal process of placing a city zoning designation by action of the City Council to unincorporated territory or a portion of territory outside the city limits. LAFCo's standards for annexation also require that each proposal demonstrate that development can be provided with all urban services and improvement or facilities necessary through a service plan. As such, annexations must be contiguous to existing city limits and do not create islands, and minimize creation of peninsulas and corridors, or distort jurisdictional boundaries.

Figure 6-1: 2014 Clovis General Plan EIR – Farmland



Source: California Department of Conservation, Division of Land Resource Protection, 2010 (Modified 2014 by PlaceWorks)

5. Environmental Analysis
Figure 5.2-1
Existing Important Farmland

- Prime Farmland
- Farmland of Statewide Importance
- Unique Farmland
- Faint Kern Canal
- City Boundary
- Sphere of Influence Boundary
- Urban Center Boundary
- Plan Area Boundary

Note:
The California Department of Conservation farmland data used in analysis of converted farmland was updated to reflect development and entitled property since 2010.

CLOVIS
GENERAL PLAN
Environmental Impact Report

CLO-1.4.6.5.14
0 0.5 1 Miles
PLACEWORKS

7. Storm Water Drainage System

This section of the MSR provides a general assessment on how storm water is managed within the City of Clovis and plans to extend service within the Clovis sphere of influence (“SOI”). Storm water drainage and flood control service is provided by Fresno Metropolitan Flood Control District (“FMFCD”) through a regional joint powers agreement between FMFCD, County of Fresno, City of Fresno, City of Clovis, and California State University, Fresno. The joint powers agreement authorizes the agencies to convey storm water runoffs to multiple drainage points and basins that are owned by FMFCD.

Fresno Metropolitan Flood Control District

FMFCD was formed in 1956, and it operates independently from the City of Fresno, City of Clovis, County of Fresno, and California State University, Fresno. The FMFCD is located in the northcentral portion of Fresno County between the San Joaquin and the Kings River. FMFCD’s service area includes the City of Fresno, City of Clovis, and all unincorporated land west and northeast of the Fresno-Clovis metropolitan area.

FMFCD is authorized by statute¹⁰¹ to control storm waters within approximately 400 square miles of urban area and rural foothill watersheds, known as the Fresno County Stream Group. About 270 square miles of the service area lies within the area covered by the Fresno Area Regional Groundwater Management Plan.¹⁰² The FMFCD currently has three reservoirs, five planned regional flood control detention basins, and 163 local basins constructed within its service area, and/or locations that are in the planning phase. The FMFCD service area extends beyond the City of Clovis and City of Fresno’s corporate boundaries.

Within the metropolitan area, FMFCD is the lead agency for storm water quality management and has the primary responsibility for implementing a Storm Water Quality Management Program developed jointly with the City of Clovis, City of Fresno, County of Fresno, and California State University at Fresno. FMFCD monitors water deliveries for flood control/recharge basins and tests the chemical composition of sediments that collect in basins.¹⁰³

FMFCD is involved with the Nationwide Urban Runoff Program (“NURP”) in conjunction with the Environmental Protection Agency (“EPA”). The NURP was created to determine the extent that urban runoff contributes to water quality problems and to evaluate the various best management practices.

Storm Drainage

FMFCD’ first operational priority is the protection of people and property from flood damage and aims to conserve water by retaining storm water runoff in basins to facilitate storm water percolation; and cooperating with the Cities of Fresno and Clovis to direct imported surface water entitlements to District

¹⁰¹ Chapter 73 of the California Water Code Appendix, Special Legislation Enabling Act, Fresno Metropolitan Flood Control District.

¹⁰² Fresno Area Regional Groundwater Regional Management Plan, adopted on December 2006.

¹⁰³ Ibid.

facilities for percolation. Additional information on FMFCD is provided in FMFCD's 2016 District Services Plan update.¹⁰⁴

The topography of the valley floor portion of the FMFCD's service area is relatively flat, sloping gently from the northeast to the southwest. East of the valley floor, the terrain becomes undulating with the alternating valleys and ridges of the Sierra foothills followed by the peaks of western Sierra Nevada Mountains. The District service area consists of the flat agricultural landscape characteristic of the San Joaquin Valley, the urban landscape of Clovis and Fresno, and the Oak and Conifer forests of the eastern Sierra Foothills and Mountains.

City of Clovis is situated within three major drainage stream areas known as Dry Creek, Dog Creek, and Redbank Slough. Dry Creek is located north of the City limits, and streams flow into the Herndon Canal located west of the City of Clovis and in the City of Fresno. Dog Creek is located south of the Dry Creek drainage area. Dog Creek is a tributary of Redbank Slough that discharges into Mill Ditch south of Clovis.¹⁰⁵

FMFCD reservoirs are:

- The Big Dry Creek Reservoir (includes Dog Creek) that has a total storage capacity of about 30 thousand acre-feet (TAF) and controls up to 230-year flood flows,
- Fancher Creek Dam and Reservoir holds up to 9.7 TAF and controls up to 200-year flood flows, and
- Redbank Creek Dam and Reservoir holds up to one TAF and controls up to 200-year flood flows.

Storm waters within the City of Clovis are conveyed through a network of storm drains that are discharged into a series of 39 retention basins within the Clovis City limits, most of which provide drainage for one to two square-mile sections of the City of Clovis. Locations outside of the City limits and inside of the Clovis SOI drain into natural streams, and discharge into either Big Dry Creek Reservoir (north of the City) or Red Bank Dam (east of the City). The rural flood control system consists of facilities and operations which control the flows from several low elevation streams that drain a part of the west slope of the Sierra Nevada between the San Joaquin and Kings Rivers.¹⁰⁶

Storm water runoff in the City of Clovis is conveyed through a system of street gutters, underground storm drains, retention/detention basins, pumping stations, and open channels that are maintained by FMFCD. The City of Clovis Public Utilities Department provides street, curb, and gutter maintenance, which are components used to convey storm water into FMFCD's storm drain in-lets. Storm drainage infrastructure is expanded and/or improved with each new development within the City of Clovis. The City of Clovis consults with FMFCD on all development proposals made to the City to ensure adequate storm drainage is achieved with each development project.

FMFCD works with the City of Clovis, City of Fresno, and County of Fresno to design and size all flood control detention and retention basins to accommodate storm water from each basin's drainage area

¹⁰⁴ Fresno Metropolitan Flood Control District 2016 Service Plan Update, SCH#19911132 Web:

<http://www.fresnofloodcontrol.org/wp-content/uploads/2017/12/Final-Subsequent-EIR-12-20-17.pdf>.

¹⁰⁵ City of Clovis 2014 General Plan and Development Code Update Draft EIR, SCH#2012061069. Section 5-9.13 - Hydrology and Water Quality.

¹⁰⁶Fresno Metropolitan Flood Control District, 2013 District Service Plan Update Initial Study, SCH#. 19911132.

based on land use patterns, drainage ways, and the planned land uses identified in the Land Use Elements of each local agency's general plan.

According to the Clovis General Plan, each FMFCD basin within the City limits has a current capacity to retain six-inches of storm water runoff for a ten-day period, and infiltrate 75 to 80 percent of annual rainfall into groundwater basins.¹⁰⁷ FMFCD's basins are built according to design criteria that exceed the statewide Standard Urban Storm Water Mitigation Plan standards.

In addition to their flood control and water quality functions, many FMFCD basins are used for groundwater recharge with imported surface water during the dry season through contracts with the Fresno Irrigation District (FID) and the Cities of Fresno and Clovis; such recharge can total up to 29,575 acre feet a year.

Discharges of storm water to the storm drainage system within FMFCD's Storm Drainage and Flood Control Master Plan areas must meet the requirements of FMFCD's Fresno-Clovis Storm Water Quality Management Program (SWQMP) issued in 2013.¹⁰⁸ The SWQMP was developed pursuant to Order No. R-5-2013-0080. The SWQMP provides the basis for compliance with the National Pollutant Discharge Elimination Systems (NPDES) Municipal Storm Water Permit. The cities of Clovis and Fresno, Fresno County, the FMFCD, and California State University Fresno, are co-permittees on this permit.

Flood Hazards

The urban areas of Clovis are largely protected from flooding using the flood control infrastructure maintained by the FMFCD. Regionally, the major flood issues are associated with the San Joaquin River, the Kings River, and their tributaries. Three major dams that have been constructed to control the flows on the Rivers include the Friant and Mendota Dams on the San Joaquin River and Pine Flat Dam on the Kings River. In addition, a number of reservoirs, detention basins, and canals have been constructed on streams east of the Fresno-Clovis area to prevent flooding and to convey flows around developed areas.

Funding

Although FMFCD is independent from the City of Clovis, the City assists FMFCD to collect impact fees for each new project in the City. The City of Clovis Municipal Code requires that developers make payment of Local Drainage Fees to fund construction of local drainage facilities that are planned in the Fresno Metropolitan Flood Control District Urban Storm Drainage System Master Plan, before approval of a final subdivision map, or before the construction of any land development project.

City of Clovis Municipal Code Chapter 8.12 prohibits construction, location, or alteration of structures in a 100-year flood zone designated by FEMA except with a development permit from the City Building Official. Storm drains and detention basins may be built by FMFCD, developers, or both by partnership. Annexations into the City of Clovis are subject to expansions of the urban storm water system consistent with NPDES requirements, and the FMFCD Storm Drainage Master Plan.

¹⁰⁷ City of Clovis 2014 General Plan and Development Code Update Draft EIR, page 5.9-21, SCH#2012061069. Section 5-9.13 - Hydrology and Water Quality.

¹⁰⁸ Fresno-Clovis Storm Water Quality Management Program, December 2013.

8. Circulation and Street Maintenance Services

This section reviews Clovis' adopted policies, its circulation network, and its street maintenance program, and describes the City's circulation and maintenance services. The Clovis Public Utilities Department performs street maintenance services on 500 miles of paved city streets.¹⁰⁹ Clovis' maintenance and operations of its street and bikeway networks consist of ongoing road maintenance, traffic paint and signage, concrete maintenance, traffic signals and street lighting, median islands and buffers, street trees, and street sweeping.

General Plan Goals: Circulation Element

The City of Clovis' General Plan Circulation Element provides City goals and polices that comprise the operational standard for the Street Maintenance Unit. The Circulation Element's overarching goal states that the City plans for *"A comprehensive and well-maintained multimodal circulation system that provides for the safe and efficient movement of people and goods."*¹¹⁰ The following General Plan goals summarize Clovis' Circulation Element that sets the vision for the City's complete street system and transportation network.

- **Goal 1 - Circulation Element:** A context-sensitive and "complete streets" transportation network that prioritizes effective connectivity and accommodates a comprehensive range of mobility needs.
- **Goal 2 - Circulation Element:** A roadway network that is well-planned, funded, and maintained.
- **Goal 3 - Circulation Element:** A multimodal transportation network that is safe and comfortable in the context of adjacent neighborhoods.
- **Goal 4 - Circulation Element:** A bicycle and transit system that serves as a functional alternative to commuting by car.
- **Goal 5 - Circulation Element:** A complete system of trails and pathways accessible to all residents.
- **Goal 6 - Circulation Element:** Safe and efficient goods movement with minimal impacts on local roads and neighborhoods.
- **Goal 7 - Circulation Element:** A regional transportation system that connects Clovis to the San Joaquin Valley region.

¹⁰⁹ Guide to the Trails of Clovis, City of Clovis Tourist Information and Visitors Center.
<http://www.visitclovis.com/pdf/ClovisTrails.pdf>.

¹¹⁰ City of Clovis General Plan, August 2014. Circulation Element, page C-2.

Street Classification and Function

Roadways in the City of Clovis are categorized according to the volume and the level of service they are designed to provide. Roadway functional classifications in Clovis include freeways, expressways, principal arterial roads, minor arterial roads, collector roads, local collector roads, and residential streets.

Two major functions of roadways are to provide mobility for through traffic and to provide direct access to adjacent properties. Roadways prioritize these two functions differently. For instance, arterial roadways prioritize the movement of traffic over access to individual adjacent properties, and local streets prioritize access to private properties over through movement. Roadways also provide bicycle and pedestrian access and allow for the circulation of non-vehicular traffic.¹¹¹

California State Route 168 (SR-168) is the backbone of Clovis' regional transportation network and provides access to and from the City of Clovis. SR-168 bisects the City of Clovis and travels in a southwest to northeast direction. SR 168/west ends at the SR-180 interchange located approximately two miles south of the Clovis city limits. SR-168's connection to SR-180 serves as an important link that connects Clovis residents to larger highways such as SR-41, SR-99, and SR-145. Additionally, Herndon Avenue and Temperance Avenue serve as expressways connecting metropolitan area traffic to, from, and through the City.

Clovis' street network is organized largely on a grid system of collector and arterial streets spaced approximately half a mile apart throughout most of the City. These streets collect traffic from the local roadways (residential streets) that make up the remainder of the City's roadway network. SR-168 and the City of Clovis' major expressways and arterials accommodate regional and cross-city traffic. Collector streets and local roadways generally serve short- to medium-length trips within neighborhoods. Ashlan Avenue, Bullard Avenue, and Clovis Avenue are examples of arterials that connect neighborhoods in and around Clovis. Collector streets – such as Barstow Avenue, Gettysburg Avenue, and Peach Avenue – are primarily used for travel within Clovis, and they connect neighborhood traffic to arterials and expressways.

All future roadway system improvements associated with urban development activities under the City's General Plan are designed in accordance with the City's established roadway design standards. These capital improvement projects will be subject to review and consideration by the engineering staff of the Planning and Development Services Department ("PDS") Engineering Services. This section of PDS oversees and manages capital improvements within the City limits. Furthermore, Clovis Engineering Services implements the City's Circulation Plan and roadway design guidelines, the California Manual of Uniform Traffic Control Devices, and the Caltrans Roadway Design Manual. Information related to construction standard drawings, request for proposals, and announcements on all project bidding opportunities is provided on the Engineering Services website. Implementation of the local and state level street design regulations reduce the opportunity for creating circulation and roadway hazardous conditions, creating conflicting uses, or causing a detriment to emergency vehicle access.

¹¹¹ City of Clovis, 2014 General Plan Update SCH#2012061069, Transportation and Traffic Section. Accessed: December 1, 2018.

Street Maintenance

The condition of street pavement is typically evaluated by local agencies using a Pavement Management System (PMS), which regularly evaluates pavement conditions and establishes a cost-effective maintenance strategy. Each segment of pavement is rated for distress (i.e., cracks and potholes) and the extent and severity of distress. Having an up-to-date PMS allows the local agency to quickly and efficiently gauge road maintenance needs and efficiently allocate resources.

The City's PMS system is updated regularly throughout the year by the Public Utilities Department. The condition of pavement can be extended through preventative maintenance by several different methods depending on the state of the pavement. Common methods are crack sealing, slurry, chip seals, cape seals, thin overlays, grind out, and repave. Pavement with major structural distress may require a full reconstruction involving removal and replacement of the street segment.

Transportation funding is reliant on a per gallon tax. Vehicles have grown increasingly fuel-efficient, resulting in less gas tax revenue being generated. Recent increases in the gas tax rate will provide help in efforts to continually increase the City's pavement conditions.

Pavement management studies have shown that it is more cost-effective to maintain pavement in good condition than to let it deteriorate to the point that it requires a major overlay or reconstruction. Street reconstruction is generally needed once asphalt is 20-35 years old, with the asphalt lifespan depending on the use and preventative maintenance efforts. The City of Clovis regularly performs preventative maintenance, including crack sealing, on many of its roadways.

The City of Clovis performs street maintenance of the roadway infrastructure and necessary facilities within the City's corporate limits through services such as pavement patching, street striping, sign installation and removal, street sweeping, removal of debris, storm drain maintenance, weed abatement, tree trimming and removal, and graffiti removal. The Clovis Public Utilities Department owns its equipment, tools, and necessary materials to maintain the street, curb, and gutters that move traffic and convey water into the storm drains. The City's equipment can be used to make basic street improvements to streets and sidewalks as necessary.

The Public Utilities Department has an adopted residential street sweeping schedule that divides the City into 10 sweeping zones. The City sweeps residential zones twice a month, generally at the beginning and at the end of the month.¹¹² Clovis residents are encouraged to keep vehicles and other objects off the street on sweeping days during the hours of 6:00 a.m. to 2:30 p.m. The City also conducts leaf sweeping during the months of November and December to help clear the storm drains to ensure better drainage during the rainy season.

The Public Utilities Department works closely with the Planning and Development Services Department's Engineering Service Unit to coordinate projects that address infrastructure maintenance needs. The Engineering Service Unit administers the majority of the City's Capital Improvement Program projects and identifies funding resources, whether they are city or state grant funding. The Engineering Service Unit collects development impact fees pursuant to City policy. Within the Engineering Service Unit, the Special

¹¹² Clovis Residential Community Clean-Up Program Brochure.

Projects team works with Clovis residents and neighborhoods to identify projects for funding in future budgets. Such projects include traffic signs, signals, street lighting, undulations, re-stripping, traffic and safety concerns, and any other concerns addressing both vehicle and pedestrian traffic and safety.

The Engineering Service Unit regularly conducts street maintenance surveys and traffic counts, frequently evaluates the condition of the City's streets, and develops an updated pavement management program to guide future maintenance and repair efforts. With this evaluation methodology, the City of Clovis is able to determine whether existing roadways are in need of repair and maintenance, and secure the appropriate funding resource through its Community Investment Program (CIP) or Five-year Financial Forecast. Additionally, in compliance with the Americans With Disabilities Act (ADA), the Public Utilities Department works with Engineering Services to identify and improve access within the public rights-of-way to ensure more mobility to those in need.

Concrete maintenance is another service provided by the City that is limited to the grinding of trip hazards. Sidewalk maintenance is the responsibility of the adjacent property owner.¹¹³ As a condition of approval for new development, the City requires that new sidewalks be fully funded by development fees and be constructed by the developer. Property owners may be liable for injuries that result from a damaged sidewalk and are therefore responsible to monitor the condition of sidewalks and trees in their front yard. Property owners are advised by the City to contact the City about any major issues related to cracked sidewalks. The City offers a loan program to property owners, loaning up to \$2,500 to make necessary repairs.

Pedestrian networks and bicycle pathways are regularly maintained by the Public Utilities Department. According to the ATP, Class II bike lane maintenance is completed every year and bike lane stencils are refreshed every two years or as needed. Pedestrian and bikeway repairs are conducted 2-3 times per week in the winter and 1-2 times per week during the summer.¹¹⁴ Major improvements such as pavement resurfacing, repair of uplifted sidewalk or pathway by roots, and other sidewalk issues are mitigated upon the request of the community. Similarly, lighting within pedestrian networks and bicycle pathways are maintained as needed, typically in response to community input. The City's goal is to restore lighting within two weeks of notice.

Traffic signal installation and maintenance is overseen by the traffic engineer assigned to the Engineering Service Unit. Professional electricians within the Public Utilities Department perform electrical repair and maintenance of all the signals and respond to signal malfunctions 24 hours a day.

Median islands and landscape features within the public right-of-way are kept free of weeds and trash throughout the year by the Public Utilities Department or contracted landscape companies. Median island irrigation is provided by sprinklers and drip irrigation systems maintained by the City.

The Public Utilities Department also trims City trees that could interfere with streetlights and pedestrian and traffic safety. Street tree services include routine pruning, fallen limb pick-up, and tree removal for street trees that are dead, dying, or posing an immediate danger. The Public Utilities Department is available 24 hours a day for tree emergencies.

¹¹³ City Ordinance 13-08 – Chapter 7.9 Sidewalk Area maintenance and Repair.

¹¹⁴ City of Clovis, Active Transportation Plan, 2016.

The City of Clovis informed LAFCo that the City's roadways meet the existing needs for public roadway facilities and services within the City and meet the minimum standard as identified by the General Plan Circulation Element. The City anticipates that it is able to meet probable needs for public roadway facilities and services as the City grows outward.

Circulation Rating and Planned Street Improvements

The Clovis General Plan Circulation Element provides policy direction for the development and maintenance of all modes of circulation: vehicular, pedestrian, and bicycle. These policies are organized into funded projects through the City's adopted annual budget and capital improvement plan. Project priorities are established by comparing the Circulation Element performance goals with ongoing observations of roadway operations.

Vehicular traffic operations are evaluated using level of service (LOS) as the primary measure of performance. Roadway LOS is a qualitative description of traffic flow from the motorist's perspective. The Highway Capacity Manual (HCM) by the Transportation Research Board defines six levels of service: LOS A, B, C, D, E, and F. These grades represent the perspective of drivers only and are an indication of the comfort and convenience associated with driving as well as speed, travel time, traffic interruptions, and freedom to maneuver. LOS can fluctuate over time based on volume per capacity ratios for morning and evening peak rush hours in a day.

The City of Clovis and City of Fresno General Plans identify LOS D as the lowest acceptable LOS. The County of Fresno allows LOS D conditions within the sphere of influence (SOI) of Fresno and Clovis, and strives to maintain LOS C conditions for all other county roadways. An LOS C is defined as traffic flow with speeds at or near free-flow speed. The freedom to maneuver within the traffic stream is noticeably restricted, and lane changes require more care and vigilance on the part of the driver.¹¹⁵ In contrast, LOS D is defined as travel speeds beginning to decline slightly with increasing flows and freedom to maneuver within the traffic stream is noticeably limited.

In many areas of Clovis, the City plans pedestrian and bicycle trails that are identified as multimodal pathways to be expanded in the future. City of Clovis adopted its Clovis Bicycle Transportation Plan in May 2011, which identifies existing and all planned bicycle facilities within Clovis. The Clovis Bicycle Transportation Plan presents a system of Class I bike paths along portions of Herndon Avenue, Dry Creek, Gould Canal, Enterprise Canal, and former railroad rights-of-way. The multimodal pathway system is designed to interconnect with Class I bike paths in the City of Fresno and in a section of Fresno County. Other completed trails include facilities along Dry Creek, the Enterprise Canal, and the Old Town Trail. Class II bike lanes exist along portions of Alluvial Avenue, Armstrong Avenue, Ashlan Avenue, Barstow Avenue, Bullard Avenue, Gettysburg Avenue, Minnewawa Avenue, Peach Avenue, Sierra Avenue, Teague Avenue, and Willow Avenue.

The Public Utilities Department is planning to utilize a combination of state and federal transportation grants, development impact fees, and special tax assessments to maximize the use of allocated funding

¹¹⁵ City of Clovis, 2014 General Plan Update SCH#2012061069, Transportation and Traffic Section. Accessed: December 1, 2018.

for maintenance of city streets, traffic flow improvements, and leveraging local funds. In FY 2018-19, the City anticipates performing construction and roadwork on heavily-traveled roads, including:

- Barstow to Bullard Improvements – from Tollhouse to Sierra (Reconstruct / overlay street)
- Armstrong Avenue Improvements – from Herndon to Alluvial Avenues and from Alluvial to Nees Avenues (Reconstruct / overlay street)
- Ashlan Avenue Improvements – from Willow to Peach Avenues and from Temperance to Locan Avenues (Reconstruct / overlay street)
- Barstow Avenue Improvements – from Fowler to Armstrong Avenues, from Minnewawa to Clovis Avenues, and from the Helm Canal south of Peach Avenue (Reconstruct / overlay street)
- Bullard Avenue Improvements – from Armstrong to Temperance Avenues and from Villa to Minnewawa Avenues
- Clovis Avenue Improvements – from Nees to Alluvial Avenues, from Shepherd to Teague Avenues, and from Sierra Avenue to Fifth Street (Reconstruct / overlay street)
- De Wolf Avenue Improvements – from Bullard to Barstow Avenues (Reconstruct / overlay street)
- Fifth Street Improvements – from Woodworth to Clovis Avenues (Reconstruct / overlay street)
- Fowler Avenue Improvements – from Alluvial to Nees Avenues, from Ashlan Avenue to city limits / Leonard Avenue, and from Alluvial to Herndon Avenues (Reconstruct / overlay street)
- Gettysburg Avenue Improvements – from Temperance to Armstrong Avenues, and from Sierra Vista Parkway to Clovis Avenue
- Herndon Avenue Improvements – from Armstrong to Temperance Avenues, from Temperance to De Wolf Avenues, and from Villa to Clovis Avenues
- Locan Avenue Improvements – from Bullard to Barstow Avenues and from Shaw to Barstow Avenues
- Minnewawa Avenue Improvements – from Alluvial to Herndon Avenues, from Shepherd to Teague Avenues, from Nees to Teague Avenues, from Barstow to Bullard Avenues, and from Gettysburg to Ashlan Avenues
- Nees Avenue Improvements – from Minnewawa to Clovis Avenues and from Temperance to Locan Avenues
- Peach Avenue Improvements – from Shepherd to Teague Avenues, from Teague to Nees Avenues, and from Ashlan to Dakota Avenues
- Pollasky Avenue Improvements – from Third Street to Sierra Avenue
- Shaw Avenue Improvements – from Sunnyside to Fowler Avenues, from Armstrong to Temperance Avenues, from Temperance to Locan Avenues, from Peach to Villa Avenues, and from De Wolf to McCall Avenues
- Sierra Avenues Improvements – from Willow to Peach Avenues and from Villa to Clovis Avenues (Overlay street)
- Sunnyside Avenue Improvements – from Highway 168 to Alluvial Avenue, from Nees to Alluvial Avenues, and from Fifth Street to Barstow Avenue (Overlay street)
- Teague Avenue Improvements – from Minnewawa to Clovis Avenues (Overlay street)
- Temperance Avenue Improvements – from Barstow to Shaw Avenues, from Bullard to Barstow Avenues, and from Alluvial to Herndon Avenues (Overlay street)
- Tollhouse Improvements – from Herndon to Temperance Avenues, from Fowler to Armstrong Avenues, and from Sunnyside to Fowler Avenues (Overlay street)
- Villa Avenue Improvements – from Bullard to Barstow Avenues, from Shaw to Barstow Avenues, and from Gettysburg to Swift Avenues (Overlay street)

- Willow Avenue Improvements – from Sierra to Herndon Avenues, from Sierra to Bullard Avenues, from Bullard to Barstow Avenues, and from Shepherd to Copper Avenues (Construct additional northbound lanes, traffic signal, and other improvements)

In FY 2018-19, the Public Utilities Department budget allocated \$38,794,000 to planned street maintenance projects throughout the City of Clovis.

Pedestrian and Bicycle Pathways

The City of Clovis has an adopted Active Transportation Plan (“ATP”) that identifies existing and planned pedestrian and bicycle pathways throughout the City. The Clovis ATP seeks to reduce Clovis residents’ auto dependency and increase availability of alternative ways to travel within the City.

The Clovis ATP is guided by the following City vision: *“A connected and complete network of trails, walkways, and bikeways that provides safe, convenient, and enjoyable connections to key destinations and neighborhoods around the city along major collectors and arterials with minimal gaps and interruptions.”*¹¹⁶

The ATP classifies pedestrian and bicycle pathways. The City’s pedestrian network is comprised of two main parts: a shared trail/pathway network on Class I bike paths (described below) and a network of sidewalks on the shoulder of existing City streets. Pedestrian walkways include a network of designated sidewalks, marked crosswalks, and curb ramps. The curb ramps provide wheelchair access on and off existing sidewalks and nearly all curb ramps include yellow truncated dome pads to alert visually impaired pedestrians of the exits or entrance to street crossings.

Class I bike paths are paved, shared-use paths intended to accommodate bicyclists including children, families, and less confident bicyclists, as well as pedestrians. Class I bike paths follow existing waterways and greenways and are a component of a community path system separate from motor vehicle traffic. Motorized vehicles are not permitted on shared-use paths except for City-authorized maintenance work.

Class II bike lanes are portions of the roadway defined for the preferential or exclusive use of bicyclists by striping, signage, and pavement markings.

Class III bike routes are on-street routes intended to provide continuity to the bikeway system. Bike routes are designated by signs or pavement markings and are shared by motorists.

Class IV separated bikeways are within the street right-of-way and physically separated from motor traffic and distinct from both sidewalks and Class I bike paths because they prohibit pedestrians. Separated bikeways can be either one-way or two-way.

¹¹⁶ City of Clovis, 2016 Active Transpiration Plan.

Street and Pedestrian/Bicycle Pathway Demand

On September 26, 2013, Governor Jerry E. Brown signed legislation creating the Active Transportation Program (ATP) in the Department of Transportation (Caltrans).¹¹⁷ Statewide, the ATP was created to encourage increased use of active modes of transportation such as biking and walking. The program consolidated five previous state funded programs: the Transportation Alternatives Program, the Recreational Trails Program, Safe Routes to Schools, the Environmental Enhancement and Mitigation Program, and the Bicycle Transportation Account. The ATP is administered by Caltrans, the Division of Local Assistance, Office of State Programs.¹¹⁸

The City of Clovis reports its future demand of non-motorized means of transportation in its adopted 2016 Clovis ATP. The Clovis ATP was prepared to identify the City's vision for walking and bicycling in the City for the next 20 to 25 years, establish bicycle networks, and prioritize funding opportunities for projects.

The Clovis ATP expands on existing policies identified in the Circulation Element of the 2014 Clovis General Plan. Additionally, the 2016 Clovis ATP consists of several transportation planning documents previously adopted by the City, such as:

- 2011 City of Clovis Bicycle Transportation Master Plan
- 2014 Fresno Council of Governments Regional Transportation Plan and Sustainable Communities Strategy
- 2003 Loma Vista Specific Plan
- 2015 City of Clovis Urban Greening Master Plan
- 2010 City of Fresno Bicycle, Pedestrian, and Trails Master Plan
- 2015 California State University, Fresno, Active Transportation Plan
- Fresno County Transportation Authority Measure C

As of 2016, the City's ATP notes that the City has over 26 miles of Class I bike paths, over 171 miles of Class II bike lanes, and over 623 miles of sidewalks. The Clovis ATP plans for the future construction of an additional 22 miles of Class I bike paths, 79 miles of Class II bike lanes, 40 miles of Class III bike routes, and 33 miles of sidewalks to provide Clovis residents access to key designations within the City. The City expects that a minimum of 25 years will be needed to implement the scope of the ATP. The City expects to update the ATP every five years to incorporate changes and make necessary updates to the plan to reflect community need and priorities.¹¹⁹ The City expects that the ATP will position the City to secure available grant funding to fulfill projects that would reduce automobile trips and vehicle miles traveled.¹²⁰

Funding Resources

The City funds street maintenance services through several accounts within the Public Utilities Department. The following separate accounts generally fund Clovis' ongoing street maintenance services as a whole: Street Maintenance, Street Lighting, Storm Drainage, and Landscape Maintenance District.

¹¹⁷ Caltrans Division of Local Assistance, website: <http://www.dot.ca.gov/hq/LocalPrograms/atp/index.html>

¹¹⁸ California Transportation Commission Senate Bill 1- Repair and Accountability Act of 2017: <http://www.catc.ca.gov/programs/atp/>

¹¹⁹ City of Clovis, 2016 Active Transportation Plan.

¹²⁰ City of Clovis, 2016 Active Transportation Plan. Page 71.

According to the FY 2018-19 Clovis budget, the Street Maintenance, Street Lighting, and Storm Drainage Units are funded through property taxes, special assessments, and available grant funding. For FY 2018-19, the Street Maintenance Unit budget amounted to \$2,323,100, the Street Lighting Unit amounted to \$2,148,900, the Storm Drain Unit amounted to \$38,700, and the Landscape Maintenance District amounted to \$3,476,000.

The City of Clovis regularly pursues available transportation related grants, whether they are administered through local or state agencies. Most recently, several roadway and transportation improvement projects within Clovis have been funded by the Fresno County Transportation Authority (FCTA) with Measure C funds. In 1986, Fresno County voters passed Measure C, a half-cent sales tax aimed at improving the overall quality of Fresno County's transportation system, including the County and all 15 cities within the County. Measure C was renewed by the voters on November 6, 2006. The FCTA was created by the voters to administer the Measure C Program and ensure the revenue is received and distributed appropriately. The Measure C funds improve local roadways by repairing potholes and paving streets and sidewalks, ensure ADA compliance, and fund ride-share incentive programs and environmental enhancement programs that lessen the impact of emissions in the Central Valley.¹²¹ According to the FCTA's annual report for 2016-17, the City of Clovis received Measure C funding in the following categories: \$986,026.04 for street improvements, \$32,531.28 for ADA compliance projects, and \$953,494.78 as flexible funding.

The City of Clovis used Measure C funding to add the traffic signal at Shepherd and Temperance Avenues, the street and sidewalk construction on Willow Avenue north of Alluvial Avenue, and the Shaw Avenue widening project to improve traffic flow. Additional projects that are anticipated to begin construction in FY 2018-19 include: the street widening to a 6-lane divided expressway on Shaw Avenue from Locan to McCall, major street improvements on Herndon Avenue from Temperance to De Wolf, and on Willow Avenue from Shepherd to Copper.

Staff Levels

The City's street maintenance is achieved through collaboration with various units within the Department, including Administration (Clovis Public Utilities), Street Cleaning, Street Lighting, Storm Drainage, Landscape Maintenance, and Community Facilities District Management. The Department also works closely with the Planning and Community Development Service Department and the Engineering Services/Community Investment Program to plan major capital improvement projects and secure adequate funding.

The Public Utilities Department is overseen by a Director who reports to the City Manager. The Street Maintenance Division consists of 11 employees that work full-time and various other employees that split their time among multiple Public Utilities Divisions. . The Street Maintenance Division is operated by the following employees under these categories:

- 1 - Administrative Assistant, part-time
- 1 - Assistant Engineer, part-time
- 1 - Assistant Public Utilities Director, part-time

¹²¹ Fresno County Transportation Authority, Measure C Annual Report for Fiscal Year 2016-17, web:http://www.measurec.com/wp-content/uploads/2018/04/MEC64433_2017AnnualReport_Web.pdf

- 2 - Maintenance Lead Workers, full-time
- 9 - Maintenance Workers / Senior Maintenance Workers, full-time
- 1 - Management Analyst, part-time
- 1 - Office Assistant, part-time
- 1 - Principal Office Assistant, part-time
- 1 - Senior Engineer Inspector, part-time

The Clovis Public Utilities Department provides the following street maintenance services:

- concrete work service
- repairs of curbs, gutters, sidewalks, and ramps
- surface repair and restriping – streets and bike paths
- tree trimming, landscape, and replanting of vegetation
- streetlights, signals, and lighting maintenance work
- median island / service landscape and lighting maintenance districts / service community facility districts
- park maintenance
- street sweeping and maintenance services

Challenges

Similar to other cities in the San Joaquin Valley, the City of Clovis' Street Maintenance Unit is experiencing moderate challenges in maintaining existing roadways. Changes in laws continue to affect the cost of providing maintenance services. The City must continue to adapt their strategies and techniques so that the funding received can be most efficiently applied to the street maintenance efforts.

9. Public Transportation Services

The Clovis General Services Department (“GSD”) is responsible for providing internal departmental services to City departments as well as a program of services to the community. The GSD Community Services Division Transit Section is responsible for the operation, management, and the long-range planning for public transportation consisting of Clovis’ Stageline and Roundup transit services. Additionally, the Transit Section oversees contracted transit services with City of Fresno’s - Fresno Area Express (“FAX”).

Transit System

The Transit Section manages the City's Stageline and Roundup transportation programs. Stageline is a fixed-route public transit program (meaning that buses operate along a prescribed route according to a fixed schedule). The City maintains approximately 140 Stageline bus stops, over 140 bus signs, and 75 benches. In contrast to Stageline, Roundup is a demand-responsive transit service primarily for senior residents and/or members of the disabled community.

Maintenance and Inspection

Transportation and vehicle maintenance is accomplished by the Department of Public Utilities (“DPU”) Maintenance Division at the DPU headquarters at 155 N. Sunnyside Avenue, Clovis. This maintenance facility is equipped to provide standard vehicle and bus maintenance including bodywork, painting, welding, and auto mechanics. Vehicle air conditioning service is provided by a contracted outside vendor, and the City is billed a flat rate for work performed on City vehicles. All maintenance mechanics employed by the City of Clovis are Automotive Service Excellence (ASE) certified.

Each Clovis transit vehicle is inspected for safety and maintenance in compliance with California Highway Patrol inspection protocol every 45 days or 3,000 miles, whichever comes first. Emergency maintenance service calls are addressed as soon the incident is reported to the Maintenance Division.¹²²

The City of Clovis owns 30 buses, six wheelchair accessible vans, three regular mini-vans, and a 26 passenger trolley. Roundup operates 17 buses, six wheelchair accessible vans, and three mini-vans while Stageline uses 13 lift equipped buses and three vans for driver switch-out, and the trolley is used as a rental for special events.¹²³

Stageline Bus Service

Stageline provides public transportation within the City limits on two fixed-routes and two specified connection routes to accommodate school transportation and students at California State University, Fresno. The two specified routes operate early morning and late afternoon to accommodate student ridership. Stageline operates on 30-minute headways.

¹²² FYs 2012-13, 2013-14, and 2014-15 Triennial Performance Audit of Clovis Transit Services, January 2017.

¹²³ Fresno Short Range Transit Plan. 2018-2022.

Stageline operates 13 lift-equipped buses, three vans for driver switch-out and a trolley for special events as a rental.¹²⁴ All Stageline buses have bike racks that can hold at least two bicycles at a time.¹²⁵ Stageline operates approximately 313 days a year throughout the City of Clovis and with limited availability in some areas of the City of Fresno and the County of Fresno. Stageline does not operate on Sundays, which accounts for 52 non-operation days.¹²⁶

Stageline's regular adult fare per one-way trip is \$1.25. Children under age six, seniors, 65 and over and the disabled ride for free. Transfer options are free that complete a one-way trip. Bus transfers can be made only where routes intersect, and are not valid for layovers or return trips. Additionally, Stageline bus stations connect within minutes to and from four of FAX's routes located in Clovis. FAX and Clovis Stageline accept inter-system transfers. Clovis reimburses FAX through a formal contract with the City of Fresno. FAX Bus lines 9 and 45 currently provide service to Clovis residents.

Stageline offers various programs including public outreach and multilingual material and advertisements. Assistance with boarding or exiting, wheelchair securement, lifts and fare payment is available from bus drivers when necessary or upon request.

Roundup Bus Service

Roundup transit services is designated by Clovis as the Consolidated Transportation Service Agency (CTSA) for Clovis' transit service area.¹²⁷ Roundup consists of 17 lift-equipped fleet buses all on scheduled demand-responsive appointments. Roundup also operates nine passenger vans including six wheelchair accessible vans. Roundup is available to qualified passengers that are disabled or have physical disabilities. Qualified passengers may schedule transit services to and from anywhere within the city of Clovis and most areas of Fresno. As a prerequisite, Roundup riders must complete an Americans with Disabilities Act (ADA) form and have it approved by the Transit Section prior to one's first use of Roundup.

Passengers are required to schedule their Roundup service 24 hours in advance and can make reservations up to 14 days in advance. Roundup policy requires passengers to be ready at least one hour before a scheduled Fresno ride and 45 minutes for a Clovis ride with pick-up within five minutes of the designated pick-up time and no longer than 15 minutes after the designated pick-up time.

A one-way Roundup fare is \$1.25 within Clovis and ranges from \$2.00 to \$2.75 for trips to Fresno, or the larger metropolitan area.¹²⁸ Roundup operates Monday through Friday 6:15 a.m. to 7:15 p.m. and Saturday and Sunday from 7:30 a.m. to 3:00 p.m.

During major holiday seasons, the Clovis public transit schedules for both lines may be affected and operated on reduced route schedules. For example, the City may temporarily reduce hours of operation during Independence Day, Labor Day, Thanksgiving Day, Christmas Day, New Year's Day, President's Day, Easter Sunday, and Memorial Day.¹²⁹

¹²⁴ Stageline Passenger Policies. Available on City of Clovis' website.

¹²⁵ Short Range Transit Plan 2018-2022, City of Fresno, adopted June 29, 2017.

¹²⁶ FY 2010-2012 Triennial Performance Audit of Clovis Transit Services, January 2014.

¹²⁷ Consolidated Transportation Service Agency Operations Programs and Budget for FY 18-19.

¹²⁸ City of Clovis Website.

¹²⁹ City of Clovis Transit Holiday Schedule, City of Clovis website.

There are no express buses in the Clovis Stageline and Roundup system for commuters, and all buses operate as local service, with frequent stops. Although there doesn't appear to be sufficient travel demand to support commuter express buses now, it is projected that by the year 2030 there will be enough travel demand in the Fresno Clovis Metropolitan area that may warrant an investment in express commuter buses.

The Transit Division regularly conducts public outreach, shares ridership educational material, and provide community announcements. The majority of the public outreach consists of sharing information with the community on how to use public transit, learn to read schedules and maps to various social service groups, including senior groups, students and new residents.

The Transit Division participates in video policing program with local law enforcement, and each bus is equipped with surveillance cameras. Each vehicle contains five surveillance cameras.¹³⁰ During FY 17-18, utilizing California Management Agency Proposition 1B Transit Safety and Security Grants, an out-dated on-board camera/surveillance system was replaced with a new camera system with live video feed capabilities in all Clovis Transit buses and wheelchair-accessible vans. The initiative is serving as a deterrent to vandalism and other crimes. The system is web-based which allows local law enforcement to have immediate access.¹³¹

Organizational Structure, Staffing Level, and Committees

Day-to-day activities of the Transit Section are managed by a Transit Supervisor who reports all activities to the General Services Manager. The General Services Manager reports to the Director of General Services who, in turn, reports to the Clovis City Manager. The General Service Manager is assisted by 28 professional employees identified in the following classifications:

- Transit Supervisor – 1 full-time
- Transit Management Analyst – 1 full-time
- Administrative Assistant – 1 part-time
- Bus Drivers – 16 full-time
- Lead Bus Drivers – 3 full-time
- Principal Office Assistant – 1 full-time
- Transit Dispatcher – 2 full-time
- Bus Washer/Maintenance – 3 part-time

The General Services Manager of the Community Services Division is responsible for managing the day-to-day operations of the transit services, including scheduling workshops and driver training. According to Fresno Council of Government's (COG) most recent Triennial Audit Recommendation on Clovis' Transit System, the City of Clovis should establish a formal on-going training program for its transit employees to become more perceptible with the increase in the number of wheelchair-bound passengers, and continue

¹³⁰ FYs 2012-13, 2013-14, and 2014-15 Triennial Performance Audit of Clovis Transit Services, January 2017.

¹³¹ Consolidated Transportation Service Agency Operations Programs and Budget for FY 18-19 Clovis Urban Area, May 2017.

their education with regard to the American with Disability Act.¹³² The Transit Division operates and maintains 40 transit vehicles operated by Stageline and Roundup.¹³³

In addition to the Transit Section staff, the City of Clovis has two committees formed to provide input to the City's public transit decision making process. The ADA Advisory Committee is a standing committee that consists of City staff and members of the public and make recommendations regarding transit ADA issues. The Social Services Transportation Advisory Committee (SSTAC) consists of members from the public with varied interests, and makes recommendations on policy and technical issues to the City of Clovis and to the Fresno Council of Government.¹³⁴

Transit Division Funding

The goals of the Transit Division is to create a public transit system designed to meet the local transit needs of all community residents, to create programs and strive to provide dependable, safe and affordable transit services throughout the community.

A substantial portion of the Transit Division's operational funding is derived from the City's share of the Local Transportation Fund ("LTF"). This source of revenue stream is generated by a 1/4 cent tax on general sales, which is collected by the state and distributed to the local agencies on a formula basis for support of local transportation services.¹³⁵

As of 2015, all LTF funding is required to be allocated toward transit for cities with populations greater than 100,000. Since Clovis' population is greater than 100,000, the City expects its Transit Division to be fully funded through its entire allocation of LTF. According to Clovis' budget for FY 2018-19, the City anticipates \$4,369,200 in revenue from the LTF. Additional funding sources include concession sales, taxes, transit farebox revenue, state grants for transportation. According to the City of Clovis' budget for Fiscal Year 2018-19, the Transit Division receives the following revenues sources:

- Rent and Concession – \$43,000
- Taxes - \$1,560,000
- Transit Fees – \$197,000
- State Grants – \$104,200

During FY 2018-19, the Transit Division's revenue amounted to a total of \$6,273,400, while total anticipated expenditures amounted to \$6,273,400.

The Transit Division's five-year outlook anticipates safety and technology improvements of transit vehicles through additional security and maintenance monitoring equipment. The City plans to allocate funding for an assessment that will evaluate possible changes and improvements in transit route design, marketing, and coordination with other transit providers within the Clovis-Fresno Metropolitan area.¹³⁶

¹³² Consolidated Transportation Service Agency Operations Programs and Budget for FY 18-19 Clovis Urban Area, May 2017.

¹³³ Ibid.

¹³⁴ Fresno Short Range Transit Plan. 2018-2022.

¹³⁵ City of Clovis Budget Fiscal Year 2018-19.

¹³⁶ City of Clovis Annual Budget for FY 2018-19.

Infrastructure Needs

On an annual basis, the City of Clovis General Services Department evaluates the Department's infrastructure needs and identifies necessary projects to fund through the annual preparation of the City of Clovis' budget. Additionally, the Clovis Transit Section prepares and maintains the Clovis Short-Range Transit Plan (SRTP).

In 2018, the City of Clovis updated its SRTP, and the updated document incorporated transportation service goals and recommendations for fiscal years 2019 through 2023. The SRTP uses a five-year planning horizon, and the document is reviewed and updated on a biennial basis. The SRTP provides the Transit Section policy direction and it identifies specific recommendations in support of the implementation of the Fresno County's Regional Transportation Plan. The 2018 Regional Transportation Plan is administered by Fresno COG, and the Plan establishes regional transportation goals for the Fresno-Clovis Metropolitan Area and Fresno County through year 2042.

According to Clovis' FY 2018-19 budget, the City has identified a much needed transit center to be constructed within the City to improve customer ridership experience, provide easier transfers between routes, and expand staff training facilities and office space. As planned, the construction of a new centrally located transit center is scheduled to commence by early 2020.

The City has identified the projects listed below in its most recent SRTP that address transit service needs within the City of Clovis. Completion of these projects depends on the City's ability to secure adequate funding therefore completion may not be linked to a specific timeline. The list below summarizes the City's goals to improve infrastructure needs:

- Replacement of aged transit vehicles, including the possible investment of electric buses;
- Ongoing bus stop accessibility improvements in compliance with Americans with Disabilities Act (ADA) Standards;
- Purchase of additional ADA compliant fleet vehicles;
- Invest in 'real-time' bus locator and tracking systems;
- Evaluate and assess new route options to align with the construction of the new Clovis Transit Station.

Additional transit infrastructure needs are identified in the FY 2018-19 budget including:

- Additional demand for service to newly expanded service areas to the northwest and northeast, especially the Harlan Ranch area and southeast urban area;
- Coordination with the City of Fresno to transfer passengers between paratransit services to/from Clovis for Fresno residents;
- Continue to enforce the new no-show policy in an effort to reduce the number of no-shows and late cancellations on Roundup in order to improve efficiency.¹³⁷

¹³⁷ Consolidated Transportation Service Agency Operations Program and Budget for FY 17-18, Clovis Urban Area, May, 2017.

Service Adequacy

On December 31, 2010, the Transit Section obtained full fleet compliance for the California Air Resources Board fleet emission requirements by reducing NOx and PM10 to the required levels pursuant to state Law. The table below summarizes transit trends and key indicators of service adequacy. Key indicators are passengers/ridership, vehicle hours, revenue per hour, total operating expense per passenger, and total operating expense per revenue hour.

Table 9-1 – Clovis Stageline Operating and Productivity Trends FY 2012 to 2016

Indicator	FY					% Change			
	FY12	FY13	FY14	FY15	FY16	FY13	FY14	FY15	FY16
Total Passengers	175,170	171,925	169,559	166,150	154,451	-1.9%	-1.4%	-2.0%	-7.0%
Vehicle Hours	21,592	21,152	21,126	21,079	21,193	-2.0%	-0.1%	-0.2%	0.5%
Vehicle Miles	251,136	255,173	261,001	260,594	258,156	1.6%	2.3%	-0.2%	-1.0%
Operating Costs	\$1,898,409	\$1,863,692	\$2,030,722	\$1,833,520	\$1,950,040	-1.8%	8.9%	-9.7%	6.3%
Fares	\$379,682	\$372,738	\$406,144	\$366,704	\$390,008	-1.8%	8.9%	-9.7%	6.3%
Employees	15	16	16	16	16	0.0%	0.0%	0.0%	0.0%
Passenger/Hour	8.11	8.13	8.03	7.88	7.29	0.2%	-1.2%	-1.8%	-7.5%
Passenger/Mile	0.70	0.67	0.65	0.64	0.60	-4.2%	-3.0%	-1.5%	-6.3%
Cost/Vehicle Hour	\$87.92	\$88.12	\$96.13	\$86.98	\$92.01	0.2%	9.0%	-9.5%	5.7%
Cost/Vehicle Mile	\$7.56	\$7.30	\$7.78	\$7.04	\$7.55	-3.4%	6.5%	-9.5%	7.2%
Veh Hours/Employee	1,439	1,322	1,320	1,317	1,325	-8.1%	0.0%	-0.2%	0.6%
Op Subsidy/Passenger	\$9.97	\$10.11	\$11.16	\$10.18	\$11.36	1.4%	10.3%	-8.7%	11.6%
Farebox Ratio	20%	20%	20%	20%	20%	0.0%	0.0%	0.0%	0.0%
Fbox ratio w/out Measure C	8.0%	7.0%	7.0%	7.0%	6.9%	-12%	0.0%	0.0%	-1.4%

10. Fire Protection and Emergency Medical Services

City of Clovis Fire Department (“CFD”) was established in 1917 and currently provides a range of services that will be described later in this section. The CFD headquarters is located within the Clovis Civic Center at 1233 Fifth Street, Clovis. The CFD headquarters serves a variety of functions, and is a shared facility with Clovis Police Department and Fresno County Sheriff personnel. This section of the service review discusses fire protection and emergency medical services provided by the CFD in the City of Clovis.

Fire Protection Goals and Vision

The Clovis Fire Department’s Strategic Plan sets forth a comprehensive vision and mission statement that provides the agency with a clear understanding of its purpose. The Fire Department Strategic Plan identifies the core values that allow the agency’s members, individually and collectively, to carry out the day-to-day functions in support of the Mission. The Fire Department’s Mission states:

“The Mission of the Clovis Fire Department is to provide for the fire and life safety of the community in the most professional, courteous and efficient manner possible.

- *Prevent Harm: To our Community, To our Firefighters, To our Environment*
- *Be Professional: In our Appearance, In our Performance, In our Reputation*
- *Use Resources Wisely: With our Budget, With our Time, With our People”*

Clovis Fire Department

The CFD’s service area consists of approximately 25 square miles and the department’s responsibilities include the following types of duties: fire protection, emergency medical services, urban search and rescue, high angle, trench, water and confined space rescue, hazardous condition mitigation, strategic planning, administration, fire investigations, code enforcement, public education, emergency preparedness, and disaster response and coordination. The City of Clovis shares its western limits with the City of Fresno, while Clovis’ southern and eastern limits are shared with both City of Fresno and Fresno County Fire Protection District. The City of Clovis has automatic aid request and mutual aid agreements for extended fire protection services with the City of Fresno and Fresno County Fire Protection District/CAL FIRE.

The Department’s service area includes a population of approximately 110,776 residents, and in 2017, the department responded to 9,784 call for service. The CFD is staffed with 64 employees, and the department works around the clock, 365 days per year. There are five Clovis fire stations located throughout the City, and sixteen total personnel on duty at any time serving the Community from the five fire stations. Each of the five fire apparatus are staffed daily with a professionally training Fire Captain, Fire Engineer, and Firefighter. In addition the department staffs one Battalion Chief daily to provide shift oversight and incident command. CFD personnel are organized in the following categories¹³⁸:

- 1 Administrative Assistant
- 1 Battalion Chiefs
- 1 Deputy Fire Marshal (Captain)

¹³⁸ City of Clovis Budget for Fiscal Year – 2018-19.

- 15 Fire Captains
- 1 Fire Chief
- 1 Deputy Fire Chief
- 1 Fire Code Compliance Officer
- 15 Fire Engineers
- 1 Fire Prevention Officer
- 2 Principal Office Assistants
- 1 Fire Prevention Officer
- 1 Specialist Project/Life Safety Enforcement Manager
- 1 Training Officer

Non-sworn personnel such as office and administrative assistants provide administrative support and community risk reduction activities including code enforcement, emergency preparedness and fire prevention.

Fire protection coverage is accomplished by a three-shift schedule (A, B, and C) spread amongst the five fire stations located throughout the City to provide the best service possible to the community. Each shift is comprised of one (1) Battalion Chief, five (5) Captains, five (5) Engineers and five (5) Firefighters. This is the same deployment and number of sworn personnel Clovis has had in place since 2006.¹³⁹

Clovis Fire Department Structure

Fire protection services are regulated by federal and state regulations. The International Fire Code (IFC) is a model code regulating minimum fire-safety requirements for new and existing buildings, facilities, storage, and processes. The model code includes specialized, technical, fire- and life-safety regulations, as well as, establishing standards for fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, use and storage of hazardous materials, protection of emergency responders, industrial processes, and many other general and specialized fire-safety requirements.

At state level, the California Fire Code, is based on the 2017 IFC and regulates fire protection and safety standards associated with all building and construction standards. The California Fire Code is found in Title 24 of the California Code of Regulations, Part 9.

Furthermore, the Clovis General Plan and municipal code identify land use categories, development standards, and other general provisions that ensure all new development is consistent and comply with the City's fire restrictions. Locally, Clovis Fire restrictions are found in Title 4 - Public Safety and Title 8 – Building Regulations of the Clovis Municipal Code. Additionally, the CFD has its adopted Fire Department's Standards available on the City's website that addresses¹⁴⁰ building access, signage and exiting requirements for all commercial and residential structures within the City.

Responsibilities of the CFD are distributed in two bureaus and eight divisions. Both fire department bureaus, the eight divisions, and the fire department's administration responsibilities are summarized as follows.

¹³⁹ Clovis Fire Department Annual Report for year 2017, Clovis Fire Department website.

¹⁴⁰ City of Clovis, Clovis Fire Department Standards, Fire Department Website.

The Emergency Services Bureau

The Emergency Services Bureau is responsible for providing the resources needed by Fire Department staff who respond to calls for service and emergency calls from Clovis residents. The Emergency Services Bureau consists of four divisions: Operations Division, Training Division, Support Services Division, and Communications Division.

- The Operations Division activities include responding to fires, first responders to medical service requests, responding to calls in areas where mutual and automatic aid agreements exist, mapping and data collection, information reporting, apparatus replacement, etc.
- The Training Division is responsible to coordinate recruitment events, provide employee testing and training materials and events, in-service training and to collaborate with other fire agencies for training courses, and coordinated regular events at the Fire Training Center.
- Support Services Division areas of responsibility include equipment and apparatus maintenance, facilities maintenance, managing station supplies, personnel uniforms and material, etc.
- Communications Division is responsible for coordinating dispatch services to the Fire Department. Fire dispatch services are provided via a contract with the Fresno County Emergency Medical Services Division. Dispatch services coordinate the emergency response of all city fire resources and mutual or automatic aid resources.

The Life Safety and Enforcement Bureau

The Life Safety and Enforcement Bureau is responsible for providing community risk reduction activities through three divisions: Fire Prevention, Investigation, and Emergency Preparedness. The Life Safety and Enforcement Bureau implements the fire codes, standards, and local ordinances. This Bureau has the responsibility to investigate all fires for cause and origin.

- The Fire Prevention Division provides assistance to local businesses and building development through permitted building inspections, site plan reviews, and site visits to ensure that the fire code is being followed. The Division provides educational materials where citizens can learn about fire preparedness and learn skills that are essential during times of crisis.
- Within the Bureau, the Investigations Division has the responsibility to investigate all fires for cause and origin.
- Emergency Preparedness Division is responsible for preparing and carrying out the City's emergency plans to protect the property and citizens of Clovis in case of actual or threatened conditions of disaster or extreme peril. Emergency Preparedness Division is responsible to maintain an Emergency Operations Center (EOC), ensuring policies and procedures are compliant with the National Incident Management System (NIMS) guidelines and exercises are conducted to evaluate system effectiveness. Within the Emergency Preparedness section are the Hazardous Materials Team and Urban Search and Rescue Team. These teams are capable of responding to emergency incidents that require specialized tools, equipment and personnel. Some funding for this division is augmented by state and federal grants.

Administrative Services Division

Fire Administration Service Division is responsible for incident and response data management, personnel management, time and bookkeeping, and other routine duties performed daily that support the delivery of emergency and non-emergency services. The Fire Administration Service Division also identifies, writes and manages grants to supplement funding for all Department/Division programs. Among the many

responsibilities, the Administration Service Division oversees the Department's fire accreditation program, and manages and prepares the Fire Department's annual budget.

Mutual Aid Agreements

As noted earlier, CFD provides fire protection to the City of Clovis and supplements protection through an automatic request and aid agreement with the City of Fresno Fire Department and the Fresno County Fire Protection District.

Communications and Dispatch

When a request for emergency or non-emergency is received, emergency operators define the dispatching parameters for the closest available engine company to report to respond to the scene.. Both American Ambulance Service and the Clovis Fire Department are dispatched to all high priority emergency medical calls within the Clovis City limits.

The City of Clovis monitors two distinct measures of call volume and workload. First, is the number of requests for service that are defined as either "dispatches" or "calls." Dispatches/calls are the number of times a distinct incident was created involving Clovis Fire Department units deployed within the city limits or two neighboring auto/mutual aid agreements.

On the other hand, "responses" are the number of times that an individual unit/s respond to a call. The City Fire Department uses responses on all Unit and Station level analyses, which account for all elements of workload and performance of the fire department. The City of Clovis categorized all calls in the following categories Fire, EMS, Rescue/MVA, Hazardous Condition, Good Intent/Service Call and False Alarm respectively.¹⁴¹

The Fire Department does not capture 100% of all call time interval from the pick-up of the phone line to the time the call is created. According to city information, the reason for this is only 76% of all calls are received by the City of Clovis primary Public Safety Answering Point (PSAP). The remainder or about 34% of all calls are transferred from other PSAPs such as California Highway Patrol or Fresno County Fire Protection District.

The City of Clovis PSAP is the Clovis Police Department (dispatch operators), the police department transfers calls to alert the appropriate agency or city department to respond. All calls received are also transferred to the Fresno County EMS Communications Center for call processing and unit alerting. The City does not provide paramedic service but receives such services through coordination with the Fresno county-wide emergency medical service contract.

Service Adequacy

Like other branches of the City, the Clovis Fire Department defines the levels of service for the community it protects based on the unique characteristics of the Clovis community and availability of fiscal resources.

¹⁴¹ Clovis Fire Department Community Risk Assessment & Standards of Cover, 2017 – 2022, Clovis Fire Department Website.

In establishing its goals, the Clovis Fire Department used nationally recognized standards and best practices including, but not limited to, the National Fire Protection Association (NFPA) Standards, the CFAI – 9th Edition Fire and Emergency Services Self-Assessment Manual, the Utstein Reporting Criteria, American Heart Association guidelines, and the Insurance Services Office – Fire Suppression Rating Schedule. The Clovis Fire Department also incorporated community input on the levels of service they want as residents.¹⁴²

As identified by the Commission on Fire Accreditation International (CFAI) process, a Standards of Cover (SOC) document adopted by the agency to have jurisdiction sets the foundation for service level goals. The CFD uses two principal measures to determine protection services for the community and future development.

- The first principle is distribution. “distribution” describes station locations that provides for first rapid response and fire personnel deployment to reduce fire and medical aid emergencies before they result in further life/property loss. Distribution is measured by how much of the jurisdiction is covered by first response units within our adopted response time goal of arrival within 5 minutes or less 90% of the time.
- The second principle is concentration. The term “concentration” is the second principle which is a measure of how many multiple units are within sufficient proximity to provide the necessary tools, equipment and personnel, known as an effective response force, for a large scale incident or when another unit is assigned to a concurrent emergency. An initial effective response force is one that has been determined likely to stop the escalation of a fire emergency and bring it effectively under control.

In addition to these factors, Clovis Fire has conducted several station location studies over the last ten years to ensure efficient and effective operations. Stations have generally been located in between 4.5 to 5 mile squares near major street intersections.¹⁴³

Previous studies identified various station configurations that could serve city growth depending on the type of development and infrastructure planned for these areas. Currently, the Clovis Fire Department operates out of five fire stations located in the following locations.

¹⁴² Clovis Fire Department Community Risk Assessment & Standards of Cover, 2017 – 2022, page 4.

¹⁴³ General Plan and Development Code update Draft PEIR, for City of Clovis, page 5.14-4.

Table 10-1: Clovis' Fire Stations, Location, Equipment, and Staff Coverage

Fire station Number	Address	Equipment	Staffing per shift
Station 1	633 Pollasky Avenue	Truck, Reserve Truck	3-4
Station 2	2300 Minnewawa Avenue	Engine, Reserve Engine, Urban Search and Rescue Unit	3
Station 3	555 North Villa Avenue	Engine, Reserve Engine	3
Station 4	2427 Armstrong Avenue	Engine, , Water Tender, Brush Engine	3
Station 5	790 North Temperance Avenue	Engine, Hazmat Unit, OES Engine	3

The 2017 CFD Standards of Coverage for Emergency Response state that fire-station service areas are between 4.5 and five square miles with minimum staffing at each fire station of one captain, one engineer, and one firefighter per 24-hour period.

All five fire stations are within the designated 4.5 to five-mile distance of each other and are staffed with the minimum standard requirement as suggested by the 2017 CFD Standards of Coverage for Emergency Response.

According to Clovis budget information, for 2018, the Fire Department's response goal states, *"Provide emergency response of 6 minutes and 30 seconds or less, 90% of the time, measured from the first hello to arrival of the first fire unit at the emergency incident."*¹⁴⁴

During 2017, Clovis Fire Department had a response time goal for its First Unit Arrival in under 6:30, the actual 90% response time was 7:17. In 2017, the Clovis Fire Department received 9,784 calls for service and 5,821 total number of EMS calls.

The City of Clovis has a class rating of "Class 2" through the Insurance Service Office (ISO). The ISO is an agency that evaluates fire protection features for all fire departments to establishing rates for underwriters, such as property insurance providers.¹⁴⁵ ISO uses a rating system that is based on a scale of one through 10, with one being the best fire protection rating and 10 being the worst. The ISO rating "Class 2" is based on ISO Public Protection Classification Program's assessment and scoring of the District in four primary areas: 1) Emergency Communications, 2) Water Supply, 3) Community Risk Reduction, 4) Fire Department. The rating is assigned for the urban area such as for the City of Clovis.

¹⁴⁴ City of Clovis Budget 2018-19, Fire Department, page 144.

¹⁴⁵ City of Clovis Fire Department Quick facts, Clovis Fire Department Website.

The Clovis Fire Department also measures community satisfaction and service delivery through community input. The Fire Department collects data from clients and citizens who receive CFD service, through distributing a questionnaire to complete and return after evaluating the department's performance. The Fire Department's goal is to receive an "Excellent" service rating 90% of the time. During 2017, the completed questionnaires rated the department excellent 98% of the time.¹⁴⁶

Funding Resources

The Fire Department funding resources come from the City's General Fund, which consists of property taxes, special assessment, development impact fees, state grant funding, and user fees. The Fire Department is primarily funded by discretionary revenue. A use of the discretionary revenue summary report is also provided in the City's adopted budget document for fiscal year 2018-19.

The Fire Departments budget consists of four categories: Emergency Services, Life Safety and Enforcement, Emergency Preparedness, and Fire Administration.

For FY 2018-19, the Fire Department budgeted \$13,212,200 for Emergency Services, \$919,100 for Life Safety and Enforcement, \$96,000 for Emergency Preparedness, and \$846,700 for Fire Administration. The Fire Department's total budget for FY 2018-19 totaled \$15,074,000. All funds are retained from the City's General Fund.

The Annual City Budget document provides a plan and the needed funding for the Clovis Fire Department to carry out its mission. Every year, the Fire Department provides the City Manager its proposed budget for the department for the upcoming fiscal year along with department goals.

The following subsections provide a summary of each of the Fire Department's four budgeted categories:

Emergency Services

The Emergency Service's budget is identified as section 61000 of the Clovis City budget. This category includes operational expenditures for the Fire Department's Operations, Support Services, Training and Communications Divisions. The Emergency Services budget accounts for the following fire personnel:

- 1 Deputy Fire Chief
- 3 Battalion Chiefs
- 15 Fire Captains
- 15 Fire Engineers
- 24 Firefighters
- 1 training officer (Captain).

The Fire Department's Emergency Services budget funds for 59 fire personnel positions. Total anticipated expenditure amounts to \$13,212,200, while anticipated revenues from taxes, state grants, project participation, user fees, and miscellaneous income are expected to fund the majority of the expenditures. The City's General Fund is used to balance the department's operational costs. The Emergency Services budget amounts to \$13,212,200 for fiscal year 18-19.

¹⁴⁶ City of Clovis, Adopted Budget for Fiscal Year 2018-19.

The Fire Department has an adopted Master Administrative Fee Schedule, and the schedule is available on the City of Clovis' website.¹⁴⁷ The Fire Department regularly reviews its Master Fee Schedule and makes necessary changes for the City Council to consider.

Life Safety and Enforcement

Life Safety and Enforcement budget is identified in section 62000 of the Clovis budget. This category includes operational expenditures for the Fire Prevention, Emergency Preparedness, and the Fire Investigation Divisions. The Life Safety and Enforcement budget accounts for the following fire personnel:

- 1 Deputy Fire Marshall (captain)
- 1 Fire Code Compliance Officer
- 1 Fire Prevention Officer
- 1 Specialist Project/Life Safety Enforcement Officer

The Life Safety and Enforcement Services budget funds four fire personnel positions. Total anticipated expenditure amounts to \$919,100, while anticipated revenues from building permits, planning and procession fees, user fees, and miscellaneous income are expected to fund the majority of the expenditures. The City's General Fund is used to balance the department's operational costs. The Life Safety and Enforcement budget amounts to \$919,100 for fiscal year 2018-19.

Emergency Preparedness

The Emergency Preparedness' budget is identified in section 63000 of the Clovis budget. This category includes operational expenditure for preparing and carrying out emergency plans, fire training, leadership training, support to the Clovis Emergency Response Team, maintaining an Emergency Operations Center (EOC), and maintaining policies consistent with the National Incident Management System (NIMS) guidelines.

The Emergency Preparedness' budget funds various fire safety and strategic planning documents, as well as, personnel to seek and secure the necessary resources to fund equipment and necessary training essential to maintain current capabilities in the handling of hazardous materials and urban search and rescue emergencies. Total anticipated expenditure amounts to \$96,000, and the City funds the Emergency Preparedness operation with available discretionary funds, and federal grant opportunities.

Fire Administration

The Fire Administration budget is identified in section 64000 of the Clovis budget. The Fire Administration budget includes operational expenditures for all supporting department operations, administering the accreditation program, administrative analysis, report preparation, coordination of programs, incident response data management, timekeeping, and other routine duties performed daily that support the delivery of emergency and non-emergency services. The Fire Administration division prepares and administers the Fire Department's budget. The Fire Administration expenditures for the department's

¹⁴⁷ City of Clovis Fire Department, Master Administrative Fee Schedule, as of August 1, 2017.

administrative support, and plan and administration of fire department programs amount to \$846,700 for fiscal year 18-19.

The Fire Administration budget accounts for the following fire personnel:

- 1 Administrative Assistant
- 1 Fire Chief
- 2 Principal Office Assistants

Community Facility District – Fire Service

Additional Fire Department funding is obtained through development impact fees. In 2004, the Clovis City Council approved the formation of Community Facilities District 2004-01 to provide supplemental operational funding for police and fire in growth areas north of Herndon Avenue and east of Locan Avenue.¹⁴⁸

As a condition to develop in the City of Clovis, all projects after 2004 are required to petition to be annexed to the District. The District was created to mitigate any public safety impacts created by new development, as well as to ensure consistency with general plan goals and policies.

The impact fee for fire service is collected on residential, commercial, industrial, and public land uses. Pursuant to the City of Clovis Master Development Fee Schedule, effective September 15, 2018, the fire development impact fee is \$1,014 per unit. These fees are collected and deposited in the Fire Department Fee Account and used solely to construct, equip, and furnish fire stations.

Properties annexed into the District are required to provide funding for public safety operations in new growth areas. Major conditions of approval include:

1. The maximum annual tax will be \$ 241.70 for single family residential and \$208.70for multi-family residential.
2. The maximum tax will be increased by the Escalator Factor, which is the greater of the change in CPI or percentage change in population.
3. There will be a review no later than five years of inception of the Community Facilities District. 4. The annual tax will not apply to commercially zoned property.
4. The tax will apply only to property for which a building permit is issued after January 1, 2004 and is located east of Locan and north of Sierra.

In August 2018, the Community Facilities Citizens Oversight Committee reviewed the actual 2015/16 to 2017/18 expenditures and the 2018/19 budgets of the Clovis Fire and Police Departments and concluded that the actual and budgeted expenditures by the departments were appropriate and within the intent and purpose of the district. Revenue and allocation of costs attributable to the Community Facilities District 2004-01 were also determined appropriate. The committee recommended that the district and associated tax assessments continue as currently established.

¹⁴⁸ City of Clovis, 2014 General Plan Update EIR SCH#2012061069 - Public Services Section, accessed December 2018.

Furthermore, Title 4 (Public Safety) of the Clovis Municipal Code establishes 13 chapters addressing public safety programs and measures. Chapter 4.10 (Fire Facility Development Impact Fee) of Title 4 of the Clovis Municipal Code establishes a financing mechanism to construct, equip, and furnish fire stations to serve the City and its sphere of influence as community growth requires.

Pursuant to LAFCo policy 102-04 the City has a Fire Transition Agreement with the Fresno County Fire Protection District.

Facilities and Capacity

As previously indicated, the Fire Department provides fire service to approximately 25 square miles, and it operates out of five fire stations. The Fire Department has several adopted planning documents in place that assess and forecast the purchase of future fire station sites to ensure that fire protection is maintained as the City grows. According to the Clovis Fire Department Strategic Plan 2017-2022, the Fire Department is planning to purchase property to locate its future Fire Station #6, in the southeast, Loma Vista Community. The City has plans to build and staff Station #6 by July 2021. The City informed LAFCo that this facility will improve emergency response times in the Loma Vista area of the City.¹⁴⁹ Anticipated costs for Station #6 is \$6,550,000.

Infrastructure Needs

Existing facilities are adequate to maintain a sufficient level of services for future growth in the City of Clovis. Increased population densities may require commensurate increases in firefighter staffing, facilities, and equipment to maintain current levels of service regardless of where this growth occurs with the difference being that the location and design of fire stations may become more dependent on density and availability than running distances between fire stations.

The Clovis Fire Department Personnel regularly interact and participate in development review committees to address upcoming development projects within the City. The Fire Department works closely with the Planning and Community Development Division, to address city concerns and address the extension of city infrastructure to new development projects.

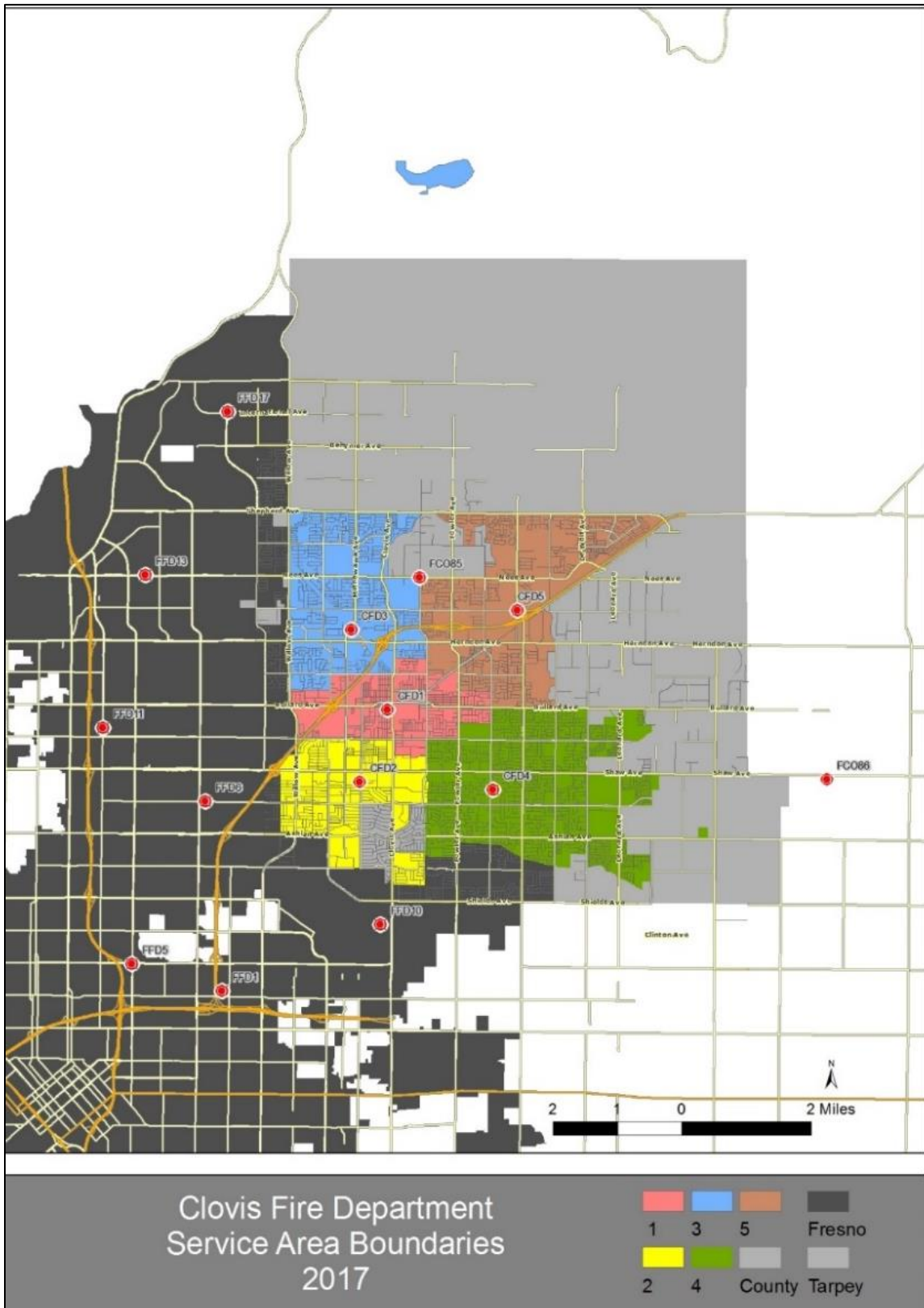
Challenges

Although there are currently five fire stations in the City, staffing levels maybe a key issue that must be addressed. The national standard for firefighter staffing is 1 per 1,000 residents and the City of Clovis has .52 firefighters per 1,000 residents. This is below The National Fire Protection Association Standard (NFPA) 1710 provides recommendations of minimum workforce standards to accomplish provisions of fire suppression and emergency medical services.¹⁵⁰

¹⁴⁹ Clovis Fire Department Strategic Plan 2017-2022 page 17.

¹⁵⁰ Electronic Communication with Clovis Fire Department. November 5, 2018.

Figure 10-1 - Clovis Fire Stations and Agencies with Automatic Aid Agreement with Clovis



11. Law Enforcement Services and Public Safety

The Clovis Police Department (“CPD”) is responsible for law enforcement within the City of Clovis. The CPD headquarters is located within the Clovis Civic Center at 1233 Fifth Street, Clovis. The CPD headquarters serves a variety of function, and is a shared facility with Clovis Fire Department and Fresno County Sheriff personnel. This section of the Municipal Service Review discusses law enforcement services and public safety in the Clovis area.

Clovis Police Department Goals and Vision

The Clovis General Plan Public Facilities and Services Element states the City’s goals for its police and law enforcement services. The following Clovis general plan goals and policies establish the City’s public service staff levels.

- **Goal 6: High quality emergency services that establish a real and perceived sense of safety and security for Clovis residents, businesses, and visitors.**
 - Policy 6.1 Fire and police service - Maintain staffing, facilities, and training activities to effectively respond to emergency and general public service calls.
 - Policy 6.2 Resource allocation - Periodically conduct service level studies to analyze crime and emergency service performance data, to evaluate the effectiveness of prevention and reduction strategies, and to allocate resources accordingly.
 - Policy 6.3 Emergency medical calls - Explore options to lessen the demand on fire and police services or expand reimbursement programs to ensure the service pays for measured impacts.
 - Policy 6.6 Interagency support - Participate in mutual aid system and automatic aid agreements to back up and supplement capabilities to respond to emergencies.
 - Policy 6.7 Interagency communications - Maintain an effective communication system between emergency service providers within Clovis and neighboring jurisdictions.
 - Policy 6.9 Community outreach - Conduct outreach in the community to promote personal and public safety in daily life and in cases of emergency. Regularly update and inform the public on the real levels of crime and safety to strengthen the perceived sense of personal security.

On an annual basis, each department within City of Clovis establishes goals for the upcoming fiscal year’s budget. The following goals summarize the Police Department’s goals for FY 2018-19:

- Meet Priority One response time goal of less than five minutes on average.
- Meet or exceed our goal of high customer satisfaction (90% or better) ratings.
- Keep California Crime Index Rate as lowest in the valley - “safest City in the Valley.”
- Increase our efforts at combating gang and drug activity.
- Conduct effective traffic safety programs and reduce traffic collisions and injury rates through effective.
- Enforcement practices.

- Develop future leaders in the Department.
- Continue to communicate with citizens through social media and Clovis PD App.
- Deploy and maintain body cameras to the Patrol Division.
- Provide continuous and developmental training for all officers.
- Continue to refine the use of the new CAD system for the Police Department.
- Actively pursue state and federal grants for sworn officers and technology enhancements.
- Increase community outreach through planned events in neighborhoods, parks, and schools.
- Enhance training programs department wide. Enhance mental and physical fitness training.
- Expand body camera program.
- Provide safety service to major special events.
- Improve and maintain citywide camera program.
- Dispatch radio infrastructure.
- Implement use of cadets in a variety of rolls throughout the department.

Clovis Police Department

The CPD is dedicated to fight crime through all traditional and creative means to protect residents and visitors in a manner that builds public confidence and improves the quality of life in Clovis.¹⁵¹ The CPD implements local and state laws, conducts crime investigation, apprehension of criminals, maintenance of ongoing crime prevention programs, and builds ties with the community and participates in joint crime prevention efforts with local law enforcement agencies. The CPD serves a community of over 100,000 people, and Clovis is currently ranked as the safest city in the Central Valley.¹⁵²

The City of Clovis has an adopted Master Service Plan for its Police Department. The Department's long-range planning effort is guided by the CPD Master Service Plan's recommendations and is dependent on the City's adequate funding availability. The Master Service Plan anticipates a gradual increase of its officers based on the City's growth rate. The 2014 Clovis General Plan notes that police personnel increases its officers per 1,000 residents at strives to achieve a ratio of 1.3 sworn officers per 1,000 residents. The CPD currently employs 106 sworn officers, and 71 non-sworn professional staff members that assist with the daily operation and management of the Department. The CPD is organized into four major divisions:

- Patrol & Communication
- Administration
- Investigation
- Youth & Animal Services

In addition, the CPD participates in a mutual aid agreement for policing service with the Fresno County Sheriff and California Highway Patrol.

Clovis Police Department Structure

For the purpose of this section, Law Enforcement is evaluated in eight categories, as described in the City's annual Police Department budget:

¹⁵¹ City of Clovis, Clovis Police Department Website.

¹⁵² Ibid.

- Patrol Division
- Planning & Neighborhood Services
- Communications section
- Investigations section
- Youth Services unit
- Support Services unit
- Administrative Services division
- Animal Shelter Division¹⁵³

The Patrol Division

The Clovis Police Department is comprised of 106 sworn officers: one police chief, one service officer, four captains, two lieutenants, 10 sergeants, 13 community service officers, 15 corporals, and 64 police officers/recruits. The Division's staff levels should increase in tandem with the City's population growth trends.

The Patrol Division is the most active division within the CPD. Patrol is managed by one captain and two lieutenants. Seven sergeants directly supervise corporals, officers and community service officers during each shift. On Patrol each corporal is assigned a beat and is in charge of working with both citizens and businesses to decrease crime and blight in each of their areas. The neighborhood corporals work closely with other City departments and businesses to ensure that the municipal code and state law is adhered. For example, Planning and Neighborhood corporals review development proposals with the City's Planning and Development Services Department, and provide comment and perspective on land use entitlements, address potential safety concerns early in the process, and coordinate on issues related to alcohol and entertainment permits within the City.

The City's Patrol's Traffic Division focuses on traffic safety, education, enforcement of traffic laws and implements the Driving under the Influence (DUI) checkpoints and DUI saturations. The Patrol Division's effective and proactive approach toward eliminating criminal activity has created a safe community for the citizens of Clovis.¹⁵⁴ Uniformed officers includes both sworn and community service officers that respond to calls for service, enforcement of law, provide for safety of the public and represent the Police Department in their daily interaction with the citizens of Clovis.

The Patrol Division also includes specified operations, such as the City's SWAT team, K-9 unit, crisis negotiations, bike unit, and jail operations.¹⁵⁵

The Planning and Neighborhood corporal works closely with the rental management and property owners to resolve any problems within the community. The Police Chaplain Program assists various city department members and the victims of crime during traumatic events or at times of grief. The Patrol Division tracks crime, incident reports, and monitors all city activities in eight beats also known as patrol service areas.¹⁵⁶ Additional information is provided in the "Service Adequacy" of this chapter.

¹⁵³ City of Clovis, 2014 Master Service Plan Update, Public Safety Section.

¹⁵⁴ Ibid.

¹⁵⁵ City of Clovis 2018-19 Annual Budget. Pg.124.

¹⁵⁶ Ibid.

Communications and Dispatch

The Communications and Dispatch Division receives all 911 calls within the incorporated city limits. The Division answers questions and dispatching services for the Department. The Division provides information, identifies resources, and determines if dispatch police response is appropriate.

The Division is staffed by 18 dispatchers; the Division consists of one sergeant, who is assisted by three lead officers and 14 police service officers (dispatchers). As the primary contact between the police department and 911 callers, the Division is responsible to answer both emergency and non-emergency calls 24 hours a day, seven days a week.

Police service officers are required to attend a basic dispatcher's academy, and complete a 12-month "in-house" training program as part of the employment selection and training process. Dispatchers are required to complete, and receive ongoing communication professional development training offered by California's Commission on Peace Officer Standards and Training (POST). POST was established by the State Legislature in 1959 to set minimum selection and training standards for California Law Enforcement.¹⁵⁷

Investigations

The Investigations section is responsible to follow-up on all felony cases, cases of a sensitive nature and preparing the cases for submittal to the District Attorney's Office. The Division is comprised of two main components: General Investigations, and Special Enforcement Team.

The Investigations Division consists of 16 officers all overseen by a police captain. Clovis' Investigation team is staffed by one digital forensic analyst, one captain, 14 police officers, two sergeants, one police service officer, and a management analyst.

The General Investigation section conducts a wide range of assignments, including computer crimes and identity theft cases to sexual assault and sex offender programs. The General Investigation section is tasked with examining homicides, domestic violence, missing persons, business licenses, internal department investigations, crime analysis and predictive policing.

The Special Enforcement Team (SET) handles both narcotic and gang crimes. They are focused on mid-level and street-level drug dealers, and narcotic dealers and users, and repeated drug use offenders. SET collaborates with the Patrol Division, Fresno County Sheriff, state and federal agencies on larger investigations where more detectives can provide support to yield a successful outcome.

SET is also responsible for identifying and tracking individuals that are known gang members within the City, individuals that participate in gang activities, high profile criminals, and individuals that enhance gang operations i.e. narcotics, racketeering, drug conspiracy, and firearms violations, or human trafficking. SET cooperates and communicates with local law enforcement agencies, and state and federal law

¹⁵⁷ POST website, Commission on Peace Officer Standards and Training. <https://post.ca.gov/About-Us>

enforcement agencies to increase productivity and avoid duplication of investigation efforts. SET and general investigators also work to assist in vice cases that complement gang related investigations.¹⁵⁸

Youth Services

The Youth Services provides services to mitigate and prevent youth drug and alcohol abuse and provide resources to prevent repeat juveniles offenders. The Youth Services is staffed by three community service officers and two office assistants. One police service manager oversees the section, and daily activities are fulfilled by three community service officer, and two office assistants.

In a collaborative effort, Youth Services works closely with local organizations and local schools within the Clovis Unified School District to consistently deter juvenile crime and hold juvenile offenders accountable.

The Youth Services is also responsible to identify juvenile offenders that contribute to juvenile parties where underage drinking or drug use occurs, administer Clovis' Explorer Post and Youth Leadership Institute, and graffiti removal within Clovis city limits.

The mission of the Youth Services is to encourage youth within the City of Clovis to consistently demonstrate behavior that produces social, emotional, education and economic success by providing various programs and services and activities to support families in the community.¹⁵⁹

The Programs provided by the CPD Youth Services are the following:

- **The Diversion Program** - Candidates are referred and scheduled to meet with the juvenile hearing officer. At this meeting, the hearing officer reviews the behavior that has brought the juvenile to the attention of the Clovis Police Department. Common referrals include juveniles that are out-of-control; juveniles who run away from home; juveniles who commit misdemeanor criminal offenses; and juveniles who are chronically truant from school. If the hearing officer determined the juvenile to meet the criteria, then the hearing office places the juvenile in a diversion contract. The contract directs the juvenile to complete a specific number of days in the Community Service Work Program, and to follow-up with community resources that may help the juvenile to improve their misbehavior.
- **The Juvenile Work Program** – Provides for juveniles to be held accountable for their actions or misbehaviors. The police department coordinates work programs to have mischief juveniles remove weeds and debris from public areas such as vacant lots, alleyways, parks and parking lots. Juveniles also assist in cleaning up graffiti throughout the City.
- **Graffiti Abatement** - The program's goals are to remove graffiti within 24 to 48 hours of being noticed, and to arrest to chronic offenders.
- **Drug Education Program (DEP)** – A five-hour course held once a month, and taught by a Clovis Police Officer. The class is interactive and teaches juveniles the dangers and consequences of alcohol and drug use.

¹⁵⁸ City of Clovis 2018-19 Annual Budget. Pg.124.

¹⁵⁹ Ibid.

- **Professional Counseling** - Intended to improve family conditions by working with parents and juveniles. Counseling is provided by a Licensed Clinical Social Worker on any areas pertaining to juvenile drug and alcohol use, poor school performance, running away from home, poor communication, and inconsistent parenting.¹⁶⁰

Support Services/Record, Property, and Evidence

The Support Service unit encompasses diverse duties that focus on providing services to customers and citizens of Clovis. The unit is comprised of 15 full-time employees that service in the following capacity: one records supervisor, a system video technician, an administrative assistant, four office assistants, six principal office assistants, and two property and evidence technicians.

The unit's functions include record keeping and maintenance, citizen and business services, fleet management, equipment and supplies, report typing, court liaison, service of subpoenas, records requests, federal and state reporting, distribution of records and reports to allied agencies. The unit also manages the Police Department's safe drug drop-off box located at the CPD's headquarters.¹⁶¹

Administrative Services

The Administrative Services provides leadership and general direction and oversight for the entire police department. The Division is comprised of the following officers: one chief of police, a public information officer, a crime analysis supervisor, crime specialist, and two administrative assistant.

The Chief of Police administers, advises, and provides general direction to the Clovis Police Division out of the Administration Services Division. This Division is responsible for providing administrative support to the Chief of Police, work on special projects, research, internal audits, and work with homeland security agencies, state or federal grant administration or application, public information officer duties, employee injury and oversight of workers' compensation issues.¹⁶² The crime analysis unit provides research on crime trends, patterns and series to both the Patrol and Investigation divisions. The crime specialist works with both investigations and the county probation agency.

Animal Shelter

The Animal Services Division is responsible for responding to calls for service in the community, protecting animals, investigating cruelty to animal cases, operating the Miss Winkles Clovis Pet Adoption Center, and overseeing the stray animal facility. The Animal Services Division works closely with Clovis veterinarians to achieve the primary goal of increasing the pet adoption rate, and educate the public on the importance of reducing the pet population through spaying and neutering.¹⁶³

¹⁶⁰ City of Clovis Department & Services, Police Department Youth Services.

¹⁶¹ City of Clovis 2018-19 Annual Budget. Pg.124.

¹⁶² City of Clovis, 2014 Master Service Plan Update, Public Safety, Administrative Services Pg.17.

¹⁶³ City of Clovis, 2014 Master Service Plan Update, Public Safety, Administrative Services Pg.17.

Police Department Public Facilities

In 2003, the CPD and Fire Department operations and administrative offices relocated from their previous locations to a newly constructed 70,000 square-foot facility located within the Clovis Civic Center at 1233 Fifth Street. The CPD headquarters is equipped with conference rooms, training rooms, office space, and a detention facility.

CPD states that existing police public facilities, including personnel, equipment, and office facilities, are adequately serving the City. The City informed LAFCo that in anticipation of the continued growth of the City's population and development, CPD has proposed future facilities to accommodate future growth.

As a shared facility with the Clovis Fire Department, the headquarters houses the Clovis Fire Department's administration, including investigators, inspectors, battalion chiefs, the fire marshal, and other officials.

Law Enforcement Staffing

The Clovis General Plan Public Facilities and Services Element states the City's goals for its police and law enforcement services. The number of sworn officers per capita is a traditional indicator of service levels within the jurisdiction of a local agency. However, there are no established state or national standards for police staffing levels because population totals do not directly reflect demands placed on local law enforcement agencies.

As of 2018, the CPD employs 175 full-time employees of which 106 are sworn officers. Based on the most recent Department of Finance population estimates, Clovis has a population of 113,883 people. As such, the City police ratio is 0.91 officers per 1,000 residents' base on DOF's estimates. In accordance with recommendations from the Police Department Master Service Plan and dependent on funding, the CPD is anticipating to gradually increase its police officer per 1,000-residents ratio to 1.3 sworn officers per 1,000 residents.¹⁶⁴ The Police Department provides equitable wages and benefit packages to its officers and employees, which reduces employee turnover levels within the Department.

In addition, the Police Department provides local residents the opportunity to volunteer within certain divisions in the Police Department. The Police Reserve Officers and Volunteers in Police Services (VIPS) assists police officers with administrative support in records, investigations, and active field patrol. All volunteers are required to fulfill basic training requirements, and devote a minimum of 10 hours per month. The City informed LAFCo that it current has 18 volunteers enrolled within the police reserves program. The City informed LAFCo that volunteers learn various functions of the CPD, and include students, physicians, teachers, retired citizens, and military personnel. Police reserves help extend the reach of Clovis' police department, and complement the department's ability to establish a strong police presence.

¹⁶⁴ City of Clovis, 2014 Master Service Plan Update, Public Safety, Administrative Services Pg.17.

Law Enforcement Finances

The Clovis Police Department is funded through the Clovis General Fund and the Community Investment Program. The Police Department regularly pursues available state and federal grants to assist with specific projects or operations of the department.

The police department also receives funding collected by the Community Facilities District 2004-01 (“CFD”), which applies to properties within the CFD primarily in growth areas north of Herndon Avenue and east of Locan Avenue. The CFD was created to ensure that new development in these areas can fund adequate police and fire protection as the development occurs farther away from the Clovis urban center.

The Clovis Municipal Code authorizes a Public Safety Fee to establish a method for funding the coordinated acquisition and development of CPD facilities that ensure that police and emergency services in the City and growth area within the SOI are adequately maintained. The Police Impact Fees are collected on all residential, commercial, industrial, and public land use developments. The City informed LAFCo that its Police Impact Fees are \$100 per unit. These police department fees are collected and deposited in the Police Department Fee Account to be used solely for constructing, equipping, and furnishing police stations; it should not be used for maintenance or upkeep of existing police department facilities.

According to the City of Clovis 2018-19 FY budget, the Clovis Police Department and all divisions within the department had a budget of \$37,011,600.¹⁶⁵ The budget identifies the following Police Department divisions with their corresponding budgets:

The Patrol Division is the largest operation with a budget of \$20,197,500. The Investigation and Administration Division each have their respective budget of approximately \$3.9 million; while Support Service Division has a budget of \$3.6 million. The Communications Division has a budget of \$2.6 million, Animal Shelter has a budget of \$1.8 million, and Youth Services has a budget of \$814,100.

According to the CPD, the Department’s long-range planning effort is guided by the CPD Master Service Plan’s recommendations, and the Department has been able to maintain the Clovis as the safest cities in the Central Valley. According to the CPD’s website, in 2018 Clovis was named as the #1 “Best City in California to raise a family.

Service Adequacy

Service adequacy can be gauged by a variety of factors, such as response times, clearance rates (the portion of crimes solved), staffing ratios, and awards and recognitions. The section of the MSR examines adequacy of service:

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are no clear standards as to what those response times should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime solving, because most

¹⁶⁵ City of Clovis California, 2018-19 Budget at a glance accessed: June 25, 2018.Pg.2.

crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed.

The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 0) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 1 through 8 and telephonic calls for service) that response time may be lengthy.

Empirical information suggests that a differential law enforcement response based on a priority system leads to both citizen and officer satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served.

The Clovis Police Department annually assesses crimes committed within the City and summarized the police department performance in an end-of-year report that identifies incidents, accidents, crimes and arrests for the previous year. The Police Department tracks crime, incident reports, and monitors all city activities in seven beats also known as patrol service areas.¹⁶⁶

According to the end-of-year report for incidents in 2017, there were 83,176 total incidents reported during that year. Beat 3 had the most calls for service with 7,977 incidents, while Beat 2 had the least calls for service with 5,911 incidents. In contrast, Beat 5 had the most officer initiated incidents with 6,060 incidents, and Beat 6 had the least officer initiated incidents with 2,847.¹⁶⁷

According to the CPD, on average Fridays have the highest number of calls for incidents, while Sundays tend to have the least number of calls for incidents. During the week, Beat 3 has the highest number of incidents on Saturdays. The Police Department receive the highest calls for service between 4:00 p.m. to 7:00 p.m. on Fridays.

Clovis’ top 10 incidents are: Traffic stops, animal complaints, ordinance violation, alarms, assistance, pedestrian stops, checkups, patrol checks, and non-domestic disturbances. Based on Clovis top 10 list, Beat Area 1 has the highest rates in traffic stops, pedestrian stops, checkups, and non-domestic disturbances. Beat 3 has the most animal complaints, ordinance violations, and alarms incidents. Beat 5 has the highest calls for officer assistance requests, due to the Police Department being located in this beat.

In terms of traffic, Beat 6 has the highest number of collision incidents in both collisions with injuries and non-injury collisions. Beat 7 is the next highest in non-injury collisions. Beat 2 and 4 are the next highest in injury collisions. Total collisions for Clovis in 2017 was 1,271; up by 49% from 2016.¹⁶⁸ Friday is the highest day and 7:00 to 8:00 am; and, 4:00 pm to 5:00 p.m. are the overall highest times that collisions occur.

According to CPD’s annual report, there were two homicides in 2016 and zero homicides in 2017. According to Clovis’ 2018-19 City budget, Clovis is committed to maintain the safest City in the Valley recognition by providing quick and effective response to high priority calls for emergency services.

¹⁶⁶ City of Clovis, 2017 Police Department end of year report 2017.

¹⁶⁷ Ibid.

¹⁶⁸ Ibid.

The City informed LAFCo that the 2018-19 budget allocated funding for the CPD to fund a two-year replacement of ZETRON communications equipment. The ZETRON system allows public safety dispatchers to manage, access, and patch all radio communications systems within the County of Fresno. The current, countywide-radio system is twelve years old and failing. With this project, the City will join the City of Fresno and County of Fresno who are currently upgrading and replacing the old communication equipment.¹⁶⁹

Response Times

Generally, CPD evaluates its performance based on call response times. The City of Clovis service calls are categorized into three types of calls: Priority 1: imminent threat to life; Priority 2: in-progress crime that could be against a person or property; Priority 3: nonemergency, (i.e. cold reports of crimes, tows, etc.)

CPD's response time goal for Priority 1 calls is less than five minutes. Response time goals for Priority 2 and Priority 3 calls are within 15 and 30 minutes, respectively.¹⁷⁰ Priority one average response times for FY 2017-18 were at an average of 4.69 minutes compare to the previous year, which the average was 4.43 minutes.¹⁷¹ The Department's response times have slightly increased over the past year, in part due to the decrease in staffing levels and increases in call volume received by the CPD communications center.

California Crime Index represents the number of crimes per 100,000 residents. For 2017, Clovis' Crime Index was 826 crimes per 100,000 residents.

As an indicator, the Clovis Police Department strives to have citizen survey responses show either "Above Average" or "Excellent" service Ratings at least 90% of the time. According to Clovis' data, the police department had a 95.7% approval rating for FY 2016-17, and a 94.7% approval rating for FY 2017-18.

As previously mentioned, during 2016 the CPD received 87,097 incident calls for service. In 2017, CPD received a grand 83,176 calls for incidents, which represents a 4% decrease.¹⁷² During 2017, CPD received 49,572 public calls for incidents and 33,604 officer initiated incidents.¹⁷³

Service Demand

For the 2017, the overall violent crime in the City of Clovis is down. At the same time, however, traffic incidents and cases of identity theft are increasing. While it appears, some non-violent crimes are also down, the statistics may be misleading, as officers just simply have not had the time to pursue things like minor traffic violations and code violations.

¹⁶⁹ City of Clovis Fiscal Year 2018-19 Annual Budget. Pg. ii.

¹⁷⁰ City of Clovis General Plan and Development Code Update Draft EIR, Public Services.

¹⁷¹ City of Clovis Fiscal Year 2018-19 Annual Budget Pg. 126 , Accessed: June 22, 2018

¹⁷² City of Clovis, 2017 Police Department end of year report.

¹⁷³ Ibid.

According to the CDP end of year report, there were 49,572 public-initiated calls for service in 2017, which is on par with statistics from 2016; but officer-initiated calls are down by 4,000, dropping from over 37,000 to around 33,000 calls for service.

As for crimes, those up in 2017 include sexual assault (25.6 percent increase), counterfeiting/forgery (36.9 percent increase), runaways (7.1 percent increase), shoplifting (14.6 percent increase) and municipal violations (53 percent increase). Meanwhile, crimes that experienced a decrease in 2017 were drug/narcotic violations (14 percent decrease), stolen property violations (15.9 percent decrease), weapons violations (16.4 percent decrease), theft from motor vehicles (19.2 percent decrease) and grand theft auto (1.75 decrease).

Councilmembers have been reported to be pleased with the job the department is doing, though the Chief of Police has expressed concerns about the 100-officer department's ability to continue serving the community as the city grows.¹⁷⁴

¹⁷⁴ City of Clovis Round up 2017 Crime Statistics Report, City of Clovis Police Department website accessed: June 25, 2018

12. Wastewater Services

This section of the MSR provides a general assessment of wastewater service management by the City of Clovis. The City of Clovis Public Utilities Department (“Clovis PUD”) provides collection, conveyance, treatment, and reclamation of wastewater generated by residential, commercial and industrial sewer customers. The City of Clovis does not provide wastewater service outside of its corporate boundaries.

Wastewater Collection and Treatment Division

The Clovis Wastewater Division (“Wastewater Division”) operates under the direction of the Clovis PUD and is responsible for the operation and maintenance of Clovis’ sewer collection and treatment system consisting of over 385 miles of sewer pipelines, lift stations, associated machinery and equipment including the Clovis Sewer Treatment/Water Reuse Facility (ST/WRF). The City’s sewer system consists of an extensive network of underground sewer pipelines, lift stations, and pump stations necessary to collect wastewater from the source and to convey effluent for treatment. The City of Clovis conveys wastewater either to the Clovis ST/WRF or to the Fresno-Clovis Regional Wastewater Reclamation Facility (Fresno-Clovis RWRf). Additionally, the Wastewater Division oversees contracts for work consulted with vendors to assist with infrastructure maintenance, testing, and operation of the City’s ST/WRF.

The Wastewater Division is responsible for user rate analyses, monitors the City’s wastewater rate production, plans capital projects, regulatory compliance, and oversees Clovis’ sewer capacity right held at the Fresno-Clovis RWRf.

General Plan Goals and Policy

The City of Clovis General Plan Public Facilities and Service Element establishes goals and policies for its public facilities. The following Clovis General Plan goals and policies establish direction with regard to the City’s wastewater and treatment services.

The overarching goal states:

- **Goal 1: Reliable and cost-effective infrastructure systems that permit the city to sustainably manage its diverse water resources and needs.**
 - **Policy 1.1 New Development** - New development shall pay its fair share of public facility and infrastructure improvements.
 - **Policy 1.3 Annexation** - Prior to annexation, the City must find that adequate water supply and service and wastewater treatment and disposal capacity can be provided for the proposed annexation. Existing water supplies must remain with the land and be transferred to the City upon annexation approval.
 - **Policy 1.4 Development-Funded Facilities** - The City may require developments to install onsite or offsite facilities that are in excess of a development’s fair share. However, the City shall establish a funding mechanism for future development to reimburse the original development for the amount in excess of the fair share costs.

- **Policy 1.5 Recycled Water** - Use recycled water to reduce the demands for new water supplies. Support the expansion of recycled water infrastructure throughout Clovis and require new development to install recycled water infrastructure where feasible.
- **Policy 1.6 Master Plans** - Periodically update water, recycled water, and wastewater master plans and require all new development to be consistent with the current master plans.
- **Policy 1.7 Groundwater** - Stabilize groundwater levels by requiring that new water development demands not exceed the sustainable groundwater supply.
- **Policy 1.8 Water Facility Protection** - Protect existing and future water, wastewater, and recycled water facilities from encroachment by incompatible land uses that may be allowed through discretionary land use permits or changes in land use or zoning designations.

Wastewater Collection System

The Wastewater Master Plan is a culmination of a multi-phase project to update the City's 1995 Wastewater Master Plan. The City's master plan provides long range planning and a course of action for the City to follow with respect to wastewater service needs through the year 2035. The master planning process consisted generally of developing design criteria, defining wastewater service areas, developing wastewater flow projections, analyzing and designing collection system pipelines, and summarizing results.

The Wastewater Collection Master Plan was developed by the City and consulting engineers with a focus on its service areas, wastewater flow projections and capacities, collection system analysis and design, master plan plats, regional trunk sewer system issues, flow metering of the Clovis trunk sewer lines, and Elements of Clovis' Wastewater System Infrastructure. Wastewater flow projections were determined for all areas within the Clovis sphere of influence (SOI) except for areas planned for rural residential development or agricultural uses. The Wastewater Collection Management Plan used the land use designations of the Clovis 2014 General Plan to project wastewater flow generation rates for land within the SOI.

In April 2017, the City updated its 2008 Wastewater Master Plan Update Phase 2, by comprehensively assessing and updating the Master Plan to reflect the necessary changes made by the 2014 Clovis General Plan land use diagram. This update, known as the Clovis Wastewater Master Plan Update Phase 3, Wastewater Collection System Master Plan ("2017 WCMP") was approved by the City Council in April 2017, and the report was prepared for the City by Blair, Church & Flynn Consulting Engineers (BC&F).¹⁷⁵ The 2017 WCMP addressed planned growth and it provides the City wastewater flow generation, and sewer flow calculations using a Geographic Information System (GIS) based hydraulic modeling software.¹⁷⁶

¹⁷⁵ City of Clovis, Wastewater Collection System Master Plan, Phase 3, April 5, 2017, Figure 1-1, Page 1-2. Accessed: October 15, 2018.

¹⁷⁶ Ibid.

The 2017 WCMP planning area is coterminous with the Clovis General Plan and therefore extends beyond the SOI to account for future infrastructure needs in City of Clovis' southeast, northwest and northeast urban centers.

In 1998, the Clovis City Council adopted its Water and Sewer Repair Policy. This policy clarifies the City and landowner responsibilities concerning maintenance of the sewer pipes. Public sewer mains located within the City's rights-of-way are maintained by the City while the maintenance of sewer laterals that connect a City sewer main to the building or point of use is the responsibility of the property owner. All sewer connections and sewer main construction are inspected by City Officials, in conformance with standards, specifications, and the Clovis Municipal Code section 6.4.04.

The City's sewer service area is divided into seven major areas: Herndon, Fowler, Sierra, Peach, Northwest, Northeast, and Southeast. The City's sewer collection system conveys wastewater and discharges into four regional trunk lines located in Herndon, Fowler, Sierra, and Peach Avenues. Sewage is ultimately conveyed to either City of Clovis' ST/WRF or the Fresno-Clovis Regional Wastewater Treatment Facility. The regional trunk lines are connected to the City of Fresno's sewer system, enabling Clovis to convey wastewater to the Fresno-Clovis Regional Wastewater Reclamation Facility (Fresno-Clovis RWRF) located southwest of the City of Fresno near Jensen Avenue and Cornelia Avenue. Clovis Southeast trunk line conveys wastewater to the Clovis ST/WRF. Additionally, some flows from the Northwest and Northeast can be diverted to Clovis' ST/WRF.

Clovis' Sewer System, Wastewater Management and Water Reuse Facility

The following section provides a summary of Clovis' sewer infrastructure, water management, its Sewage Treatment/Water Reuse Facility (Clovis ST/WRF) and its share of the Fresno-Clovis RWRF.

Sewer cleaning operations are conducted by Clovis Wastewater Collection Division personnel using three sewer cleaning equipment trucks. They are a combination vacuum/high-pressure water jetting sewer-cleaning. The City's goal is to clean every sewer main at least once annually.¹⁷⁷

Lift and Pump Stations

The sewer system in the Fresno-Clovis metropolitan area generally relies on gravity to convey wastewater. Lift stations and pumping stations are used when local topography prevents this. A lift station is used to pump wastewater high enough over a topographic barrier to then continue to rely on gravity to convey wastewater toward its destination. A pump station, in contrast, pumps wastewater into a pressurized force main to convey wastewater longer distances. The City's collection system includes five lift stations and two pumping stations. All lift stations have pumping redundancy and pump stations have backup generators for power outages. The two pump stations are used to divert and convey wastewater from the Fowler Trunk line to the Clovis ST/WRF.

The following is an inventory of pump and lift stations by location and function within the Clovis City limits.

¹⁷⁷ City of Clovis, Wastewater Collection System Master Plan, Phase 3. Page 9-6 web: Accessed: October 15, 2018.

- Pump Station E is located at the northeast corner of Ashlan and Leonard Avenues. Pump Station E is designed to receive the combined wastewater flows from the Northwest, Northeast and Southeast Service Areas. Pump Station E discharges via a force main in Ashlan Avenue to the Clovis ST/WRF on the north side of Ashlan Avenue between Thompson and McCall Avenues.
- Pump Station B is located east of Fowler Avenue and south of Ashlan Avenue just north of the Gould Canal. Pump Station B is primarily used to divert wastewater flow from the Fowler Trunk Sewer to the Clovis ST/WRF.
- Lift Station 1, NW corner of Helm and Holland in the Peach Service Area
- Lift Station 3, SE corner of Gettysburg and Phillip in the Peach Service Area
- Lift Station 5, Tollhouse north of Barstow in the Peach Service Area
- Lift Station 6, SW corner of Peach and Stuart in the Sierra Service Area
- Temporary Lift Station F/E, NE corner of Fowler and Everglade in the Herndon Service Area

An eighth existing pump station is not currently in use located at Barstow and Villa, and would require significant work in the event it becomes necessary to be in service again.

Treatment Capacity

The Clovis ST/WRF opened in 2009 and is located north of Ashlan Avenue and east of McCall Avenue in Clovis' Loma Vista Specific Plan area. According to the 2017 WWMP, the Clovis ST/WRF has a current treatment capacity of 2.8 MGD. The City expects that planned phased expansion of the Clovis ST/WRF will increase its treatment capacity to up to 8.4 MGD and permit it to treat future flows from the northwest and northeast service areas. Production at this facility is expected to grow to 5.4 MGD or 6,273 AFY by 2025.¹⁷⁸ Complete build-out of the Clovis ST/WRF will provide the City with the opportunity to meet its projected wastewater treatment needs over the next 25 to 30 years.¹⁷⁹

The 2017 WCMP observed that Clovis will need to plan to divert a portion of future flows generated by the northwest, northeast and southeast to its Fowler Service Area and convey the flow to the Fresno-Clovis RWRF for treatment. The City expects that the Fowler Trunk line and downstream sewer system are capable of accommodating the additional demand to the Fresno-Clovis RWRF. According to the Clovis General Plan, the City plans to acquire 0.881 mgd of treatment capacity at the Fresno-Clovis RWRF to make up the difference between Clovis' current capacity and total planned capacity.

The City of Clovis has an available combined treatment capacity between the Clovis ST/WRF and Fresno-Clovis RWRF of 12.1 mgd according to the 2017 WCMP.

¹⁷⁸ City of Clovis, 2014 General Plan Update EIR SCH#2012061069 - Utilities and Service Systems, Accessed October. 2, 2015.

¹⁷⁹ City of Clovis Water Reuse Facility Website.

According to the City, the Clovis ST/WRF produces a disinfected, tertiary-treated water supply that can be used for both landscaping and agricultural uses throughout the City. In 2010, the Clovis ST/WRF produced over 1,784 AF of treated water mainly for irrigation and commercial/industrial applications within the City limits. Treated wastewater not used for City landscaping or adjacent agriculture use is sent to Fancher Creek where it is combined with seasonal surface flows for agricultural use.

Fresno-Clovis Regional Wastewater Reclamation Facility

The Fresno-Clovis RWRF is located on about 2,000 acres to the southwest of the City of Fresno. As a condition of a Federal Clean Water Grant, the City of Fresno was designated as the Regional Sewer Agency for the Fresno Clovis Metropolitan area in 1966. The City of Fresno owns and operates the Fresno-Clovis RWRF under a Joint Powers Agreement (JPA) with Clovis and the County of Fresno. As indicated earlier, a majority of wastewater generated within the Clovis city limits is currently discharged to the Fresno-Clovis RWRF for treatment.

The Fresno-Clovis RWRF provides treatment for the Fresno-Clovis metropolitan area and is rated with a capacity of 80 MGD. Through the JPA, City of Clovis has capacity ownership of 9.3 mgd and rights to purchase additional capacity.¹⁸⁰ The Clovis entitlement represents 11.625 percent of the Fresno-Clovis RWRF's total capacity. The City of Clovis anticipates that an additional 0.881 mgd of treatment capacity will be necessary to accommodate future urban growth outside the current Clovis SOI.¹⁸¹

The Fresno-Clovis RWRF operates under a Waste Discharge Requirements order from the Central Valley Regional Water Quality Control Board.¹⁸² Effluent disposal is primarily accomplished through infiltration beds located at the facility and by direct application on agricultural fields for irrigation of non-food crops. The Fresno-Clovis RWRF produces recycled water of secondary treatment level that meets regulations identified in Title 22 of California Code of Regulations that can be used to irrigate fields with alfalfa, silage corn, sudan grass and other fiber crops not used for human consumption. Approximately 12%-15% of the total acre-feet of wastewater that is treated at the reclamation facility goes for direct reuse to farmers leasing land within the RWRF boundaries or to neighboring farmers.¹⁸³

A network of reclamation wells extracts water from the aquifer beneath the percolation pond area and discharges that water into Fresno Irrigation District (FID) canals that, pursuant to the JPA, can be used for irrigation of farmland downstream from the treatment plant.¹⁸⁴ Through its agreement with the FID, the City of Fresno receives approximately one acre-foot of surface water from the Kings River for each two acre-feet of reclaimed water produced by the treatment facility.¹⁸⁵

¹⁸⁰ City of Clovis, 2014 Sewer Collection System Master Plan.

¹⁸¹ Waste water Master Plan Update Phase 3.

¹⁸² Ibid

¹⁸³ City of Fresno, Public Utilities Department, Fresno-Clovis Regional Wastewater Reclamation Facility Master Plan. Web [Department of Public Utilities | Fresno-Clovis Regional Wastewater Reclamation Facility \(RWRF\)](#). Accessed: October 19, 2018.

¹⁸⁴ Ibid.

¹⁸⁵ City of Clovis, 2014 General Plan Update EIR SCH#2012061069 - Utilities and Service Systems. Accessed: October 2, 2018.

Wastewater Treatment Capacity

Existing wastewater generation by the City of Clovis is estimated at about 6.9 MGD based on flow metering data from July 2017 through June 2018. Based on a 2017 population of approximately 111,000, the per person generation rate is approximately 62 gallons per person per day.

The City of Clovis has an available combined treatment capacity between Clovis ST/WRF (2.8 mgd) and Fresno-Clovis RWRf (9.3 mgd) of 12.1 mgd according to the 2017 WCMP. Based on the 2014 General Plan, the City plans for several phased projects to occur that will increase Clovis ST/WRF's wastewater treatment capacity from 2.8 mgd to 8.4 mgd.

Additionally, the City expects to purchase and acquire additional treatment capacity at the Fresno-Clovis RWRf that will increase its entitlement from the existing 9.3 mgd to 10.181 mgd. Together with the additional capacity developed in future phase of the Clovis ST/WRF, the total additional treatment capacity will add 6.481 MGD, totaling 18.581 MGD of capacity in the future. Additional treatment capacity at the RWRf can be acquired in increments of about 1.0 mgd as needed by Clovis.¹⁸⁶

Based on Clovis' 2014 General Plan, development of the City increases demand, the City plans to undertake multiple phased projects at the Clovis ST/WRF and expects to acquire additional treatment capacity at the regional plant that would provide the City a combined treatment capacity of 18.581 mgd at ultimate build out. Construction and financing of major sewer trunk lines, treatment capacity and recycled water transmission to serve City growth will be funded through development impact fees.¹⁸⁷

Clovis' development standards, as well as the terms of the City-County Memorandum of Understanding stipulate that all urban development within the Clovis SOI but outside the City limits should be annexed into the City. As that time, the landowner can process the appropriate land use entitlements and the City can determine whether adequate water supply, wastewater treatment capacity, and water and wastewater conveyance capacities can be provided for the proposed annexation. The City of Clovis Planning and Development Services Department reviews all new development proposals, and ensures that proposals are consistent with Clovis' adopted water, sewer, wastewater, and storm water master plans.¹⁸⁸

Planning Documents

City of Clovis 2014 Sewer System Management Plan

The State Water Resources Control Board's (SWRCB) Wastewater Discharge Requirements (WDR) adopted on May 2, 2006, require that all owners of public wastewater collection systems with more than one mile of pipeline adopt and implement a Sewer System Management Plan (SSMP) to reduce the number and severity of Sanitary Sewer Overflows (SSOs). The City of Clovis last updated its Sewer System Management Plan July 2014.

¹⁸⁶City of Clovis Waste Water Master Plan Update Phase 3 – Draft Final Report April 5, 2017

¹⁸⁷City of Clovis, 2014 General Plan Update EIR SCH#2012061069 - Utilities and Service Systems, web Chapter-05-17-Utilities-and-Service-Systems. Accessed: October 3, 2018

¹⁸⁸ Ibid.

The Clovis SSMP element identifies the City’s goals for the management, operation and maintenance of the sewer system and discusses the role of the SSMP in supporting these goals. These goals will provide direction to City staff to focus efforts on maintaining the system and making improvements.

Regulatory requirements state that at minimum, the City shall conduct an internal audit of the SSMP every two years and the audit must be kept on file with City officials. The most recent audit was completed by the City in 2017. The purpose of the audit shall focus on evaluating the effectiveness of the SSMP and the City’s compliance with the requirements of the SSMP. The audit shall also include the identification of any deficiencies in the City’s SSMP and identify steps to correct such deficiencies.¹⁸⁹

During Clovis’ fiscal years (FY) 2015-2016 and FY 2016-2017, the City of Clovis sanitary sewer collection system had minimal system changes. According to the audit, development within the Clovis’ sewer collection system has continued to be steady. During this audit period, the collection system slightly increased with new development located primarily in the southeast service area of the City (Loma Vista), which has adequate sewer capacity, and newer infrastructure is in place. Over the past two years, no new major facilities or projects have been initiated or completed by the City of Clovis. The maintenance collection system grew from 342 miles of sewer mains in August 2013, to 371 miles in August of 2015 then to 385 miles of pipeline as of August 2017.¹⁹⁰

City of Clovis, Wastewater Master Plan Update, Phase 3

The Clovis Wastewater Master Plan Update, Phase 3 (2017 WWMP) is the last phase of an effort the City began in 1955 to update the City’s Wastewater Master Plan. The Clovis Wastewater Master Plan Update, Phase 3 addresses service to urban growth as presented in the 2014 Clovis General Plan.¹⁹¹

The 2017 WWMP is a policy document that provides direction to City staff with regard to ongoing community planning and development activities in the City in conformance to the 2014 Clovis General Plan, and necessary update may be warranted in response to future general plan updates.

Sewer System Finances and Staff Levels

The sewer service operation consists of three key funds within the City’s budget. The sewer service fund, sewer construction–enterprise fund, and sewer construction-developer fund. The sewer service fund is funded by user rates. It accounts for the operation and maintenance of Clovis’ wastewater collection system and pays the City’s fair share of Fresno-Clovis RWRf. The sewer construction-enterprise fund accounts for expenditures associated with construction and expansion of the City’s sewer mains. The sewer construction-enterprise fund provides for user-related projects from the City’s Developer Trust Fund, and this fund accounts for reimbursements for developer projects. The sewer construction-developer fund accounts for the revenue from developer fees from the Major Facilities Sewer charge, and accounts for capital improvements for major trunk sewer projects and expansion at the treatment plant.

¹⁸⁹ City of Clovis, 2014 Sewer System Management Plan.

¹⁹⁰ City of Clovis. 2017 Sewer System Management Plan Audit Report. Web: Accessed October 10, 2018.

¹⁹¹ City of Clovis, Wastewater Mater Plan Update Phase 3. Pg. 1-1.

City customers are billed bimonthly for service per the City's adopted rates. Users rates consists of charges for the maintenance of sewer lines, treatment of waste water, operation of the Sewer Treatment/Water Reuse Facility, and fees to meet the City's sewer bond covenants. The City of Clovis sewer service revenues is projected to grow proportionately to City growth, and the City's fee structures includes rate increases 3% annually if deemed necessary by the City Council. Beginning in Fiscal Year 2018-19 and projected years, a 3% increase is projected.¹⁹²

In 2012, the City introduced a sewer bond coverage charge that is billed to all city sewer users to partially cover the debt service on development-related bonds. Each year the coverage charge is evaluated by the Public Utilities Department for any revision necessary to meet required bond coverage. If any coverage revisions are needed, the Public Utilities Department forwards the appropriate coverage adjustment for the City Council's confirmation. Beginning July 1, 2018, the City reinstated the sewer bond service charge at \$3.65 per month per residential unit, which is half of the City Council approved amount of the \$7.30 per month per residential unit.

The wastewater system is operated and maintained by a staff of 12 employees consisting of administration, engineers, maintenance workers, inspectors, and utility workers. The Clovis Wastewater Collection and Treatment Division's operating budget is fully funded from user fees, and it annually amounts to \$12,568,300.¹⁹³

Expansion of the Wastewater Collection System is an obligation of new development and expansion projects are funded by development impact fees. The City sewer impact fees and connection fees are established and collected by the Public Utilities Department. Pursuant to the Clovis General Plan policy, new developments are required to pay for their fair share of public facility and infrastructure improvements; and may be required to install onsite or offsite facilities in excess of a development's fair share; where a development is required to install facilities exceeding its fair share.¹⁹⁴

The Fresno-Clovis RWRF operates under the City of Fresno's management. Clovis' sewer capacity entitlement at the Fresno-Clovis RWRF is paid by the City, and the City recovers its cost from Clovis' user accounts. Capacity entitlement fees are adjusted through the JPA, which may consist of collectively modifying or updating the mutual contracts held at Fresno-Clovis RWRF. Construction and financing of regional sewer trunk lines, treatment capacity and recycled water transmission to serve planned growth is funded in the City of Clovis with development impact fees as stated in Clovis Municipal Code Section 6.4.03.

Sewer Bonds

Local agencies can secure municipal service bonds to construct or expand a public water or sewer system. A utility service bond is secured by the revenue that the utility service can derive in the course of its operation. The local agency does not back the bond itself; however, the agency is responsible to repay the principal and interest bonded. An agency is able to collect fees from its utility ratepayers to repay the bond holders. Generally, a utility service bond is a risk to creditors, so agencies are evaluated and

¹⁹² City of Clovis 2017-2018 annual budget. Pg. 45.

¹⁹³ City of Clovis 2017-2018 annual budget. Pg.175.

¹⁹⁴ City of Clovis, 2014 General Plan Update EIR SCH#2012061069 - Utilities and Service Systems. Accessed: October. 2, 2015.

designated with a debt rating, which is similar to a credit rating. Most recently, Clovis improved in its debt ratings to A+ which assists the City's ability to obtain low interest rates for capital investments.¹⁹⁵ The following list summarizes the City's sewer bonds:

- In March 2007, Clovis issued the 2007 Waste Water Revenue Bonds to pay for the initial phase of construction of Clovis' ST/WRF. The bond paid for the construction of Clovis' sewer treatment water reuse facility, pump stations, recycled water mains, deep sewer trunk lines and additional force mains. The amount of the bond was \$68,540,000, and as of August 2017, the City has repaid the full amount.
- July 2013, the City issued the 2013 Sewer Enterprise Revenue Bonds for \$12,500,000 to refinance the 1998 Sewer Enterprise Revenue Bond for which proceeds were used to refund the 1991 Fowler Trunk Contract payable to the City of Fresno, and the 1991 Armstrong Trunk Certificates of Participation. The City's annual payment average is \$515,000 for principal and \$503,000 for interest. The City's last payment is scheduled for fiscal year 2027/28.
- August 2015 the City issued the 2015 Wastewater Refunding Revenue Bonds for the purpose of refunding the \$21,600,000 of outstanding 2005 Wastewater Bonds. The Wastewater bonds were issued to pay for the initial phase of construction of Clovis' Wastewater Treatment Plant, a pump station, sewer trunk, and a force main. The City's annual payment average is \$160,000 for principal and \$890,000 from interest. The City's last payment to the 2015 bond is scheduled for August 2035, the same as the refunded 2005 bonds.
- August 2017, the City issued the 2017 Wastewater Refunding Revenue Bonds for the purpose of refunding the \$68,540,000 of outstanding 2007 Wastewater Bonds, which was previously mentioned. The City's annual payment average is \$1,400,000 for principal and \$2,436,000 from interest. The final payment on the 2017 Bonds is scheduled for August 2039, the same as the refunded 2007 bonds.

According to the Clovis' budget, in FY 2018-19 the Sewer Construction-Developer Fund borrowed an additional \$2,100,000 in a loan from the Sewer Enterprise Fund to meet required bond covenants. The borrowed amount has an interest rate, and is set at the annual rate of return earned by the City's pooled cash and will be paid annually. Repayment will begin when development fee revenue exceeds revenue bond payment requirements.¹⁹⁶

Infrastructure Needs

The City has prepared several master planning documents that provide policy direction for the wastewater collection and conveyance system, wastewater treatment systems, and recycled water facilities. The master service plans are reviewed and updated by the City on an annual basis to ensure that the City has sufficient capacity to meet existing and future service demands. As noted earlier, the City participates in a biennial audit as required by the California State Water Resource Control Board for owners of

¹⁹⁵ City of Clovis 2017-18 annual budget page II

¹⁹⁶ City of Clovis 2017-18 annual budget page 51.

wastewater collection systems with more than one mile of pipeline adopt and implement a Sewer System Management Plan (SSMP).¹⁹⁷

The City's infrastructure requires routine system maintenance and regular preventative maintenance. Preventive maintenance is focused on critical, high-maintenance sewer mains that require more frequent inspection, maintenance and/or repair. Inspections of sewer lines using close circuit television (CCTV) are done on a scheduled and systematic basis.

The annual Community Investment Program (CIP) is regularly reviewed and updated for projects that address infrastructure needs. Additionally, the City also updates its five-year CIP based on city trends, infrastructure need, and development interest to identify potential projects consistent with the vision of the 2014 General Plan.

According to the Clovis 2017 WCMP, the City plans for several infrastructure projects for the period of 2017 through 2027. Implementation of the 2017 WCMP will include following sewer-related projects:

- **CIP Project 6-A**, consists of a force main system of two parallel force main pipelines approximately 4.6 miles in length, together with a pump station near the intersection of Shepherd and Willow Avenues. This project will convey flow along Shepherd Avenue from Willow Avenue to the DeWolf Trunk Sewer at DeWolf Avenue.
- **CIP Project 6-B**, consists of approximately 2.4 miles of DeWolf Trunk Sewer improvements ranging from 24 to 36 inches in diameter on the DeWolf Avenue alignment, from Owens Mountain Parkway to Bullard Avenue.

Both projects are proposed for implementation by 2023. Completion of both project will enable the City to convey wastewater from the Northwest Urban Center to the Clovis Surface Treatment/Water Recycling Facility.¹⁹⁸

- **CIP Projects AA through EE**, consists of several wastewater treatment projects including the Phase 2 and Phase 3 expansion of the Clovis ST/WRF.

Additionally, City of Clovis intends to purchase additional wastewater treatment capacity at the Fresno-Clovis RWRf from the City of Fresno. Estimated capacity costs have been made by the City of Clovis, based on City records, however estimated cost will need to be refined prior to the City of Clovis making the purchase.¹⁹⁹

- **CIP Project A and CIP Project B**, are optional City projects that could be delayed until the completion of CIP Project 6-A. CIP Project A consists of a pump station that would be sited near the intersection of Clovis Avenue and Herndon Avenue, together with a 1.6-mile long force main system in Herndon Avenue that would convey some flow diverted from the Herndon Trunk Sewer to the Armstrong Trunk Sewer at Armstrong Avenue, in the Fowler Service Area.

¹⁹⁷ City of Clovis, SSMP 2017 Audit Report. Accessed October 17, 2018.

¹⁹⁸ City of Clovis, SSMP 2017 Audit Report. Accessed October 17, 2018.

¹⁹⁹ Ibid.

CIP Project B consists of a pump station that would be sited near Willow Avenue and Spruce Avenue, together with a 0.64-mile long force main system along Willow Avenue that would convey some flow diverted from the Herndon Trunk Sewer to the Sierra Trunk Sewer.

By diverting flow from the Herndon Trunk Sewer, these projects could extend the time in which interim sewer capacity could be provided in the Herndon Trunk Sewer for early development in the Northwest Urban Center and the Dry Creek Preserve area.

CIP Project A alone could delay implementation of Project 6-A from 2023 to 2025.

In combination with CIP Project B, the two optional projects could delay implementation of Project 6-A from 2023 to 2027.

Service Adequacy

This section examines indicators of service adequacy, including regulatory compliance, treatment effectiveness, sewer overflows and collection system integrity.

The City operates the Clovis ST/WRF under the provisions specified in Waste Discharge Requirements (WDR) Order No. R5-2014-0005 issued by the California Regional Water Quality Control Board Central Valley Region. Clovis' WDR order was issued by the State on February 6, 2014.²⁰⁰ Order No. R5-2014-0005 was issued pursuant to section 402 of the Clean Water Act and implementing regulations adopted by United States Environmental Protection Agency and chapter 5.5, division 7 of the California Water Code (Water Code; commencing with section 13370).

The City of Clovis contracts with CH2M/Jacobs to operate the Clovis ST/WRF. The treatment system consists of headworks with screens, a cyclone to remove grit and settle materials, anaerobic and aerobic treatment tanks, membrane filtration units, and disinfection by ultraviolet light. Disinfected tertiary-treated wastewater is stored in a 3.08 million gallon bolted-steel tank. A second 3.08 million gallon bolted-steel tank will be added with the completion of Phase II. The solids are passed through the Cannibal TM Solids Reduction Process.

The order also serves as the National Pollution Elimination Discharge System (NPDES) permit for point source discharges from this facility to surface waters. The City's NPDES permit is NPDES No. CA0085235, which also serves as Waste Discharge Requirements (WDRs) pursuant to article 4, chapter 4, division 7 of the Water Code (commencing with section 13260). This order also serves as a Master Recycling Permit pursuant to article 4, chapter 7, division 7 of the Water Code (commencing with section 13550).

Under the several regulating programs, the City of Clovis is required to provide regular self-monitoring reports to the RWQCB on a monthly basis, and contain information pertaining to flow records, construction activity, permit compliance, etc. Self-monitoring reports from January 2018 through November 2018 indicate that winter flows to the Clovis ST/WRF are not significantly higher than summer flows, indicating that inflow and infiltration in general are not a serious problem for the ST/WRF.

²⁰⁰ California Regional Water Quality Control Board, Central Valley Region, Order R5-2014-0005, City of Clovis, <http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.649.9319&rep=rep1&type=pdf>

Based on the data contained in City of Clovis self-monitoring reports from July 2009 to May 2013, the facility exceeded effluent limitations for pH and settle able solids each one time.²⁰¹ As previously noted in the City's planning efforts,²⁰² the City expects that the various planned projects at the Clovis ST/WRF will address existing effluent discharge limitations associated with Phases I and II.

Furthermore, the City's biennial audit of the City of Clovis' SSMP provides for the City to allocate resources toward improvements or enhancements of the City's sewer collection system.

At the time this service review was prepared, the City of Clovis informed LAFCo that the City's wastewater collection system is in "good-to-exceeding standards" operational condition. The Public Utilities Department regularly invests in equipment and professional staff training to assist the City maintain reliable sewer system. Sanitary Sewer Overflows have been low in number and have not negatively affected the environment. Overall, City growth and service demands are moderate and within planned growth areas. Collection and Treatment systems operate below design capacities with available capacity for growth. There are no immediate plans for changes to major facilities. No major collection system facilities changes are anticipated between now and the next Sanitary Sewer Management Plan renewal or internal audit.²⁰³

²⁰¹ California Regional Water Quality Control Board, Central Valley Region, Order R5-2014-0005, City of Clovis, <http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.649.9319&rep=rep1&type=pdf>

²⁰² Clovis 2017 Wastewater Collection System Master Plan Phase 3.

²⁰³ City of Clovis SSMP 2017 Audit report. Accessed October 11, 2018.

13. Water Services

This section of the MSR provides a general assessment of water service provided by the City of Clovis. The City of Clovis Public Utilities Department (“Clovis PUD”) Water Division is responsible for the distribution and management of the City’s water supply. The City’s water infrastructure consists of a public water distribution system, wells and disinfection facilities, water storage facilities, and a surface water treatment facility. The City also develops a recycled water supply from its Sewage Treatment/Water Reuse Facility that is strictly used for City and California Public Health Department approved uses, i.e. landscape irrigation or construction.

The Water Division manages the City’s groundwater recharge programs, the recycle water system, city contracts, joint power agreements, and master planning of the City’s water infrastructure. The Water Division performs water quality tests and reports, water system compliance, water conservation programming, groundwater recharge, and planning consistent with State regulations.

Water Division

The Water Division operates under the direction of the Clovis PUD. The Water Division headquarters is located at 155 North Sunnyside Avenue, Clovis. The Clovis water system consists of 535 miles of water lines, 35 active wells, a 0.5 MG elevated storage tank, two 2.0 MG above ground storage tanks, a 2.5 MG above ground storage tank at the SWTP, , recharge basins, and associated machinery and equipment including the Clovis Surface Water Treatment Plant (Clovis SWTP). As of June 2018, the City provides municipal potable water to 35,825 metered water connections.²⁰⁴

General Plan Goals and Policy

The Clovis General Plan Public Facilities and Service Element and the Open Space and Conservation Element establish policies for its public facilities. The following general plan policies establish direction with regard to the City’s water services.

Public Facilities and Service Element

- **Policy 1.1 New Development** - New development shall pay its fair share of public facility and infrastructure improvements.
- **Policy 1.2 Water Supply** - Require that new development demonstrate contractual and actual sustainable water supplies adequate for the new development’s demands.
- **Policy 1.3 Annexation** - Prior to annexation, the City must find that adequate water supply and service and wastewater treatment and disposal capacity can be provided for the proposed annexation. Existing water supplies must remain with the land and be transferred to the City upon annexation approval.

²⁰⁴ Fiscal Year 2018-19 Clovis Budget Data. Page 131.

- **Policy 1.4 Development-Funded Facilities** - The City may require developments to install onsite or offsite facilities that are in excess of a development's fair share. However, the City shall establish a funding mechanism for future development to reimburse the original development for the amount in excess of the fair share costs.
- **Policy 1.5 Recycled Water** - Use recycled water to reduce the demands for new water supplies. Support the expansion of recycled water infrastructure throughout Clovis and require new development to install recycled water infrastructure where feasible.
- **Policy 1.6 Master Plans** - Periodically update water, recycled water, wastewater, and storm water master plans and require all new development to be consistent with the current master plans.
- **Policy 1.7 Groundwater** - Stabilize groundwater levels by requiring that new water development demands not exceed the sustainable groundwater supply.
- **Policy 1.8 Water Facility Protection** - Protect existing and future water, wastewater, and recycled water facilities from encroachment by incompatible land uses that may be allowed through discretionary land use permits or changes in land use or zoning designations.

Open Space and Conservation Element

- **Policy 3.3 Well water** - Prohibit the use of new private wells in new development.
- **Policy 3.4 Drought-tolerant landscaping** - Promote water conservation through the use of drought tolerant landscaping on existing and new residential properties. Require drought-tolerant landscaping for all new commercial and industrial development and city-maintained landscaping, unless used for recreation purposes.
- **Policy 3.5 Energy and water conservation** - Encourage new development and substantial rehabilitation projects to exceed energy and water conservation and reduction standards set in the California Building Code.

City Water Plans

The City plans for its water supply through various master plan documents. The following City plans identify Clovis' vision for its existing and future water resources.

- The Clovis 2015 Urban Water Management Plan (UWMP) provides City guidance for efficient water supply use and conservation of water, anticipates future water supply needs, and describes actions to undertake during drought years. The UWMP is updated every five years; thus, the next UWMP is scheduled for completion in 2020.
- The Clovis 2017 Water Master Plan (2017 Water Master Plan) examines the feasibility of Clovis' planned growth as identified in its 2014 General Plan. The 2017 Water Master Plan considers urban growth from a water resources perspective and develops a plan for future water public facilities for the City to implement as the City experiences eastern and northern outward growth. Water supplies considered include surface, groundwater and reclaimed water.

- The Clovis 2017 Recycled Water Master Plan (RWMP) provides an evaluation of the City’s current recycle water resources and best management practices. The 2017 RWMP identifies potential recharge/recycling opportunities based on the City’s 2014 General Plan land use designations, and conditions of the City’s existing public facilities. The 2017 RWMP also provides analysis for future water demands, and potential projects that increase recycled water opportunities that may offset future water demand.

Regulations and Clovis’ Water Distribution System

The City relies upon groundwater and imported surface water to serve its ratepayers. All City water supply is treated at the Clovis Surface Water Treatment Plant (“Clovis SWTP”) located near Bullard and Leonard Avenues. The City regularly tests its entire water system, from wells to service connection points to collect water quality samples that are reported to the State Water Resources Control Board, Division of Drinking Water (“SWRCB”).

The City of Clovis operates its Surface Water Treatment Plant (SWTP), groundwater wells and distribution system under Revised Domestic Water Supply Permit No. 03-12-19P-003 dated January 16, 2019.

Groundwater Supply

The City has historically relied primarily on groundwater supplies; however, with the startup of the surface water treatment plant (SWTP) in 2004, that reliance has begun to shift. In 2015, 61 percent of the City’s potable water supply was groundwater pumped from a non-adjudicated groundwater basin. In 2018, the City’s potable water supply from groundwater decreased to approximately 52% of the total production. The City’s groundwater supply is currently drawn from 35 active groundwater wells; the City has two additional wells currently on standby due to inadequate production. The two standby wells (Wells No. 14 and 20) have water quality constraints that consist of high levels of Dibromochloropropane (DBCP) and high iron levels, and are currently on standby status.²⁰⁵ The City reports that as of 2017 it has a combined total groundwater pumping capacity of 35,254 gallons per minute (gpm).

During the 2018 calendar year, the City pumped 11,991 acre-feet (AF) of groundwater from its 35 available wells. According to the 2017 Water Master Plan, the City’s largest production well is Well No. 26 at 2,200 gpm, and the lowest production well is Well No. 23 at 300 gpm. Of the City’s 35 active wells, average production is 1,200 gpm.²⁰⁶

Prior to the 2015 drought, the 10-year average for well pumping amounted to 19,000 AFY. Since the drought, years 2015 through 2018, the average for well pumping has amounted to 12,500 AFY. Intentional recharge will vary year to year declining greatly during dry water years. Prior to the drought, the ten year average for intentional recharge was 9,000 AFY. During the drought, in 2014 and 2015, the average intentional recharge amounted to only 2,500 AF, whereas the two years after the drought intentional recharge was back up to 12,000 AFY.

²⁰⁵ City of Clovis, 2015 Urban Water Management Plan, standby wells no. 14 and well No.20.

²⁰⁶ Phase III Water Master Plan Update, page 4-6.

The 2017 Water Master Plan indicates that all active wells are in good condition. Most City wells have a 60-year life expectancy, and the City regularly conducts field assessments to determine necessary maintenance projects. According to the 2017 Water Master Plan, the City has plans to construct seven new wells.

Surface Water Supply

Much of the City overlies the Fresno Irrigation District (FID). Surface water from the Kings River is directly conveyed to Clovis SWTP for treatment via the FID's Enterprise Canal.

The City's water allocation from FID is dependent on the type of water year. During an average or normal water year, the City's current entitlement would equate to approximately 26,000 AF. The City's allocation for a 30-year average is 23,609 acre-feet.²⁰⁷ According to the UWMP, in 2015 the City's surface water allocation was reduced to only 6,978 acre-feet due to lack of rainfall and extended drought conditions.

During the development of this service review, Clovis' Water Division informed LAFCo that the City received 11,132 acre-feet of its contracted surface water supply in 2018.

The City's SWTP has a treatment capacity of 22.5 million gallons per day (gpd) with an ultimate capacity of 45 MGD. The Clovis SWTP is classified as a T5 water treatment facility by the State Water Resources Control Board, and the City treats this water supply in accordance with Title 22 of the California Code of Regulations.²⁰⁸ A review of the SWRCB's sanitary survey reports shows that the City has not received any enforcement action for the Clovis SWTP.

Water Service Demand

As of 2018, the City provided service to approximately 35,825 water connections, which were comprised of residential and nonresidential customers. Its average daily water consumption is 20,849 thousand of gallons per day. During 2018, the City added 1,067 water connections.

In the past five-years, on average the City has added 851 new connections to the City's water distribution system.

Of the total amount of potable water distributed in 2018, residential homes accounted for 77 percent and nonresidential connections accounted for 23 percent.

According to the City of Clovis water permit issued by the State Water Resource Control Board, Division of Drinking Water, Clovis' total source capacity of the City's groundwater wells is approximately 35,254 gpm.²⁰⁹ The City has a combined total source capacity of approximately 50,854 gpm using the 35 active wells and the Clovis SWTP.

²⁰⁷ City of Clovis, 2015 Urban Water Management Plan.

²⁰⁸ City of Clovis SWTP Permit page 2.

²⁰⁹ SWRCB, Division of Drinking Water, Water Permit for City of Clovis, SWRCB Permit No. 03-12-15PA-006.

According to the State’s data, the City’s public water system has adequate source capacity to supply the maximum day demand (MDD) of approximately 29,236 gpm. The City meets peak demands with active sources (groundwater and surface water) and storage.

Projected Water Demand

The City’s 2015 Urban Water Management Plan projects water demands for 2020 through 2035 based on City adopted land uses via 2014 Clovis General Plan.²¹⁰ The City anticipates that emerging State conservation laws and development of the Sustainable Groundwater Management Act will further restrict future planned water usage. Nevertheless, in the City’s 2015 UWMP the City identified the following water demand projections for surface water, groundwater, and recycle water supplies as growth of the City occurs.

Table 13-1 – Projected City Water Potable and Raw Water Demand by Sector:

Use Type	Additional Description	Projected Water Use (AF)			
		2020	2025	2030	2035
Single Family		17,824	20,175	22,758	25,681
Multi-Family		2,642	2,990	3,373	3,806
Commercial	Includes Schools	4,077	4,615	5,206	5,874
Industrial		279	316	356	402
Institutional/Governmental	City Government only	51	58	65	73
Landscape ⁽¹⁾	Potable Water	1,340	1,522	1,722	1,948
Landscape ⁽¹⁾	Raw Water	200	200	200	200
Groundwater Recharge	Raw Water	8,400	8,400	8,400	8,400
Losses ⁽²⁾	Accounts for real and apparent losses	1,385	1,567	1,768	1,994
Other	Construction	103	103	103	103
Total		36,300	39,945	43,950	48,482

Notes:
(1) Recycled water was removed from estimated landscape volume.
(2) Water loss is the total water supplied minus authorized consumption.

Table 13-2 – Actual and Projected Surface Water Supply Demand:

Supply Source	2015 (AF)	2020 (AF)	2025 (AF)	2030 (AF)	2035 (AF)
Kings River	6,978	25,855	28,838	31,670	31,670
CVP Class II	0	874	975	1,072	1,072
GWD Class 1	0	585	1,170	1,170	1,170
IWD Class 1	0	0	300	480	600
Total	6,978	27,314	31,283	34,392	34,512

²¹⁰ City of Clovis, 2015 Urban Water Management Plan. Pg. 4-3.

According to Clovis’ 2015 Water Management Plan, the table below summarizes the City’s anticipated combined groundwater and surface water supplies and demand for 2020 through 2035. Overall, the City expects that water supplies would exceed anticipated demand as City growth occur through 2035.

Table 13-3 – Normal Year Supply and Demand Comparison:

	2020 (AF)	2025 (AF)	2030 (AF)	2035 (AF)
Supply Totals	56,095	63,195	64,354	67,952
Demand Totals	39,213	43,082	49,448	54,755
Difference	16,882	20,112	14,906	13,197

Water Supply Reliability

Water supply reliability varies according to conditions upon each non-normal water year type: very dry, dry, wet, and very wet. The City pumps groundwater from a non-adjudicated aquifer known as the Kings Subbasin. This subbasin is part of the larger San Joaquin Valley Groundwater Basis within the Tulare lake Hydrologic Region of California, all as designated by the California Department of Water Resources.²¹¹ Though the subbasin has been identified in a state of critical overdraft, there are no current pumping restrictions. The City’s use of groundwater is subject to the Sustainable Groundwater Management Act (SGMA), and future groundwater extraction will be regulated by the North Kings Groundwater Sustainability Agency (NKGSA). The City anticipates that its recharge programs and water banking facilities will help Clovis balance its long-term groundwater use.

The Kings River surface water supply is conveyed to the City by the Fresno Irrigation District. Annual precipitation and snowmelt levels influence the City’s surface water allocation. According to the Clovis 2015 Water Management Plan, the City’s water contract with Fresno Irrigation District is considered reliable; however, surface water allocations are vulnerable to drought conditions.

The City considers recycled water supplies a consistent source. Its current supply is limited by existing infrastructure. The City’s 2017 Recycled Water Master Plan anticipates that recycled water supply will increase with city growth and the commensurate construction of recycled water distribution infrastructure.

Overall, the City’s 2015 Urban Water Management Plan evaluates Clovis water reliability based on these scenarios: a single dry year, two consecutive dry years, and three consecutive dry years.

During a single dry year, the City’s surface water supplies can be reduced by 71 percent. The City’s projected single dry year supply and demand from 2020 through 2035 are shown below.²¹² During a single dry year, surface water supplies are prioritized for City customers; demand for recharge surface water supply is reduced by eliminating the City’s recharge activities. Under drought conditions, the City implements the water shortage contingency plan as necessary.

²¹¹ “California’s Groundwater,” Bulletin 118, California Department of Water Resources, interim update, 2016.

²¹² City of Clovis, 2015 Urban Water Management Plan. Pg. 7-4.

Table 13-3 – Single Dry Year Supply and Demand Comparison:

	2020 (AF)	2025 (AF)	2030 (AF)	2035 (AF)
Supply Totals	28,771	31,454	36,726	41,276
Demand Totals	25,252	28,586	32,527	37,053
Difference	3,519	2,868	4,199	4,222

Infrastructure Needs

The City’s Community Investment Program provides a process for developing the logical order of construction of projects identified in the City’s 2015 Urban Water Management Plan. The City also evaluates its various master plans so that capital projects work well and are strategically coordinated with new development. The Community Investment Program is included in the City’s annual budget and it provides a list of infrastructure projects needed for the upcoming year.

Planned Surface Water Resources

According to the Kings River Handbook,²¹³ 28 water agencies hold water contracts to obtain Kings River surface water. Kings River water supply is appropriated via contracts among various agencies, and the Kings River Water Association strictly regulates water apportionments. LAFCo notes that several regulating agencies will need to review and approve any new water exchange agreements that the City intends to pursue to balance future City growth. Kings River water supply is regulated by, but not limited to the following agencies; the United States Bureau of Reclamation, Kings River Water Association, and the contracted water agencies.

Future development of Clovis’ planned Northwest Urban Center (north of Enterprise Canal) and the Northeast Urban Center relies on the City’s ability to secure a reliable water supply from Garfield Water District and International Water District. The City anticipates that additional surface water will be retained for “municipal and industrial” use from the following districts.

Garfield Water District

The Garfield Water District (“GWD”) is approximately a half-mile north of Clovis and is generally bounded by Garonne Avenue to the north, North Chestnut Avenue to the west, the Enterprise Canal on the south, and North Fowler Avenue to the east.

The GWD was formed in 1956 to provide agriculture irrigation water to land within its boundaries. The District’s service area and sphere of influence are coterminous measuring approximately 1,809 acres of agricultural land. Approximately 825 acres of the GWD’s service area lies within the City of Clovis SOI, approximately 90 acres within the City of Fresno, and approximately 894 acres are north of the Clovis SOI in the unincorporated portion of Fresno County.

²¹³ Kings River Handbook, Kings River Conservation District and Kings River Water Association, September 2009.

The GWD distributes irrigation water to 21 landowners. The GWD has a contract to receive up to 3,500 acre-feet of Class 1 water from the Friant-Kern Canal through its Central Valley Project contract with the United States Department of the Interior, Bureau of Reclamation (“USBR”).

The City informed LAFCo that as a condition of approval the City will require developers in the Northwest to demonstrate their ability to secure adequate water supply as a condition of annexation consistent with the 2014 General Plan Policy – 1.2 Water Supply, of the Public Facilities and Service Element. With half of GWD within the Clovis SOI, the City is counting on an estimated 1,170 AFY of GWD water supply to be added to the City’s supply upon development of this portion of the Northwest Urban Center. However, the City and GWD do not have any approved plans to facilitate GWD’s water transfer to the City. The GWD’s engineer informed LAFCo that the City and GWD are aware that the District’s CVP contract is strictly for irrigation use. Fulfillment of the City’s intent to use GWD water supply to balance its northwest growth’s water demand is therefore contingent on further negotiations between the City, the GWD, the USBR, and (likely) the Fresno Irrigation District.²¹⁴

International Water District

The City’s request to LAFCo requests an amendment of the Clovis SOI. The SOI update proposes to add all of the territory currently served by International Water District into the Clovis SOI. International Water District (“IWD”) is located immediately east of and outside of the existing Clovis SOI. The IWD’s boundaries are generally Shepherd Avenue to the north, Thompson Avenue to the west, the Nees Avenue and the Dog Creek canal on the south, and the Friant-Kern Canal to the east.

The IWD is an independent special district formed in 1952 to provide agriculture irrigation water to a family-owned farm operation that constituted the IWD’s boundaries. The IWD’s service area and SOI are coterminous and encompass approximately 741 acres of agricultural land.

The IWD distributes irrigation water to 10 parcels that are owned by three landowners within the district’s service area. The IWD has a contract to receive up to 1,200 acre-feet of Class 1 water from the Friant-Kern Canal through its Central Valley Project contract with the USBR.²¹⁵ IWD’s CVP contract differs from the GWD CVP contract in that USBR allows the IWD’s contracted water supply to be used for irrigation as well as municipal and industrial (“M&I”) purposes within its USBR-approved Contractor’s Service Area (USBR’s Contracted Service Area is analogous to the IWD’s service area). In contrast, M&I water means water made available from the CVP other than irrigation water made available to the contractor. M&I water includes water supply used for human use and purposes such as the watering of landscaping or pasture for animals.

Historical averages show that IWD annually receives 90 percent of its contracted water allocation from USBR, which amount to an annual delivery average of 1,080 AF.

²¹⁴ United State Department of the Interior, Bureau of Reclamation, CVP Contract No. 14-06-200-9421-LTR1 (Garfield Water District) Web: https://www.usbr.gov/mp/cvpia/3404c/lt_contracts/cts_executed/14-06-200-9421_ltr1.pdf.

²¹⁵ United State Department of the Interior, Bureau of Reclamation, CVP Contract No. 14-06-200-585A-LTR1 (International Water District) Web: https://www.usbr.gov/mp/cvpia/3404c/lt_contracts/cts_executed/14-06-200-585a_ltr1.pdf

IWD's water contract is periodically reviewed by USBR and the District has initiated conversation with USBR to convert its water service contract into a "repayment contract." Under Section 4011 of the Water Infrastructure Improvement Act of 2016, any contracted water agency is allowed to convert its agricultural and municipal water service contract to a repayment contract to allow for payment of allocable construction costs that would otherwise have been repaid to USBR over an extended term, typically a range of 20 years. The repayment contract is a permanent contract that entitles USBR contracted water agencies such as IWD to secure a proportionate share of the yield of the Friant Division in perpetuity. IWD informed LAFCo that it expects to work with USBR in 2019 to begin the process to convert IWD's water service contract into repayment contract.

On February 4, 2019, LAFCo staff met with USBR officials to learn about the IWD-City planned contracted water reassignment process. USBR officials informed LAFCo that IWD's contracted water supply reassignment would require USBR to review and update IWD's water supply contract. The process may result in IWD requesting a new designee to receive a portion or all of IWD's federal contracted water supply. The City and IWD plan to work with USBR to ensure that a majority of IWD's 1,200 acre-feet of Class 1 CVP water can be assigned to Clovis to support the planned development of the City's Northeast Urban Center.

According to Clovis' 2015 Urban Water Management Plan, the City anticipates that approximately 600 AF of IWD's CVP water may be added to the City's supply to support development of the Northeast Urban Center.

Recycled Water Resource

The City operates a recycled water supply system from the treatment of wastewater at the Clovis Sewage Treatment/Water Reuse Facility (ST/WRF). The recycled water system is independent from the Clovis' water system; and the City uses its purple line system to retain and distribute treated recycled water supplies to a limited number of landscaping, construction, and irrigation customers. The City's recycled water supply program offsets a portion of the City's groundwater and surface water supplies demand.

The Clovis ST/WRF is located north of Ashlan Avenue between Thompson and McCall Avenues. Recycled water produced by the Reuse Facility complies with Title 22 standards (California Code of Regulations), which means permitted uses of this source of supply includes many uses such as irrigation, impounding, cooling, and commercial/industrial applications.

City of Clovis' recycled water distribution system consists of dedicated "purple pipe" ranging from 10- to 36-inches in diameter that run along the eastern edge of the City. In 2015, the City's recycled water service area encompassed approximately 178-acres located generally south of the Dry Creek Reservoir and east of Clovis.²¹⁶ Clovis' recycled water lines consists of approximately twenty-nine miles of pressurized lines that provide recycled water to eastern Clovis from Loma Vista to Harlan Ranch.

Currently, recycled water is primarily used for landscape or agricultural irrigation. The Clovis ST/WRF has an annual average recycled water treatment capacity of about 3,100 acre-feet per year (AFY), or 2.8 MGD.

²¹⁶ City of Clovis Recycle Water Master Plan, February 2017.

In 2015, the Clovis ST/WRF generated about 1,870 acre-feet of recycled water with existing customers (irrigation) using 396 acre-feet and the remainder, 1,474 acre-feet, discharged to Fancher Creek.²¹⁷ The City informed LAFCo that in 2018 the approximately 27 percent of the total recycled water yield at the ST/WRF was used for irrigation use, while 73 percent was discharged into Fancher Creek. Recycled water users consist of the Sierra Meadows Park, other residential parks and City street landscaped areas, Clovis Community Hospital, and Caltrans SR-168. The City is working with Clovis Unified School District to consider use of recycled water supplies, or on the other hand, convert existing recreational grass area to turf material.

The City expects that additional planned facility projects will expand the City's ability to double the existing treatment capacity in 15 years, and potentially triple Clovis' recycling capacity in 25 years.

Recharge Programs

The Kings Sub basin is recharged through a joint effort between the Cities of Fresno and Clovis, the Fresno Irrigation District ("FID"), and the Fresno Metropolitan Flood Control District ("FMFCD"). The City intentionally recharges the aquifer by delivering a portion of its surface water entitlement via FID canals to both a city-owned recharge facility and FMFCD ponding/recharge basins located throughout the City. The City of Clovis participates in the following recharge programs.

City of Clovis manages the Marion Recharge Facility located west of Sunnyside Avenue and north of Alluvial Avenue. The Marion Recharge facility encompasses an 85-acre area that are designated to recharge approximately 8,400 acre-feet per year (AFY). Natural occurring recharge is estimated at approximately 7,700 AFY. Based on natural and intentional recharge efforts, not including FMFCD basins and canal losses, total projected recharge is estimated at 16,100 AFY.

Since 2006, two water banking facilities (Waldron Pond and the Boswell Groundwater Banking Facilities) have been built in central Fresno County through cooperative agreements between the City and the FID.

Waldron Pond Banking Facility (WPBF) is managed by FID, and it is located east of Bishop Avenue and south of Belmont Avenue in Fresno County. WPBF is comprised of three separate sites amounting to approximately 252 acres of artificial recharge facilities. The agreement stipulates the annual yield is the amount of water percolated during the current calendar year less a ten percent leave behind. WPBF is estimated to annually produce 10,350 acre-feet of water supply recharge. The City is entitled to receive up to ninety percent (9,000 AF) of the annual yield at WPBF. Currently, the City banks its entitled allocation; however, the City plans on taking the water in dry years to augment its water supply. Bank means that the City opts out from receiving a water delivery so that a credit (based on availability) can be collected on a later day.

The City and FID have an agreement for Boswell Groundwater Banking Facility (BGBF). The BGBF is managed by FID and it is located east of Bishop Avenue and north of North Avenue in Fresno County. BGBF consists of a 100-acre basin and three recovery wells. Available water supplies to the FID are conveyed through the Lower Dry Creek Canal into BGBF where the water is intentionally recharged to the groundwater table. The City of Clovis has access up to 4,500 AFY of surface water from BGBF. In the

²¹⁷ Communication with Clovis Engineering Staff. February 2, 2017.

event the Facility cannot produce the 4,500 AFY of surface water, FID will endeavor to acquire supplemental water for Clovis from other sources, which the City will be required to fund.

Clovis' participation in various recharge programs enables the City to bank surplus water supplies for planned development and future use. Current and future supplies generated by these banking facilities through year 2035 are based on entitlements with the local agencies and 100 percent allocation. Recharge demand are not forecasted for dry years; however, the City anticipates that entitlement water allocations at these two facilities would be adjusted to account for dry years.²¹⁸

Authorized Services by Contract Outside City limits - Water Customers

As of January 1, 2001, Government Code section 56133 requires local agencies to first request and receive written approval from LAFCo to provide new or extended services by contract or agreement outside its jurisdictional boundary but within the adopted sphere of influence (SOI) in anticipation of a later change of reorganization. Furthermore, if consistent with adopted policy, the LAFCo may authorize the extension of service outside of the agency's SOI to respond to an existing or impending threat to the public health or safety of the residents of the affected territory. The concept of the statute lies with LAFCo's responsibility of discouraging urban sprawl and LAFCo's evolving role in regional growth management agency.

Tarpey Village

City of Clovis PUD provides water to Tarpey Village, an unincorporated island situated immediately south of the Clovis city limits. Tarpey Village is situated generally south of Gettysburg Avenue, east of Minnewawa Avenue, north of Dakota Avenue alignment, and west of Sunnyside Avenue. Parcels within this area receive Clovis municipal water. The City of Fresno provides wastewater collection to this area.

Clovis became the municipal water provider to Tarpey Village through the 1988 merger of Fresno County Waterworks District No. 8 (WWD No. 8) with the City of Clovis.²¹⁹ City of Clovis inherited eight wells from the merger. Since then, five of the original eight wells have either failed or have been abandoned by the City. Currently, three wells provide water supply to Tarpey residents. The three wells that serve Tarpey Village have a well capacity of 2,092 gpm.²²⁰ There are 1,350 water connections; however, only 970 water connections are equipped with a metering system.

Each unmetered customer is allocated 32,500 gallons per month, and the City charges a higher user rate for any excess water use. In 2018, the City's PUD supplied an estimated 508 acre-feet of potable water to Tarpey Village customers.

The City plans to meter all Tarpey Village connections and anticipates that all Tarpey water customers will have metering systems installed by 2025 as required by State law.

²¹⁸ City of Clovis, Urban Water Management Plan. Pg.6-25.

²¹⁹ Fresno LAFCo File No. DOD-87-2 (Waterworks District No. 8)

²²⁰ <https://cityofclovis.com/wp-content/uploads/2018/10/2017-Draft-Water-Master-Plan.pdf>

Tarpey Village is the only unincorporated community outside of the Clovis city limits within the Clovis SOI that receives City water service. City growth has developed around Tarpey Village's western, northern, and eastern edges. City does not anticipate annexation of Tarpey Village in the near future.

The 2014 Clovis General Plan designates residential and commercial land uses within the Tarpey community. Likewise, the Fresno County General Plan designates majority of the land within Tarpey Village as Single Family Residential, and identified in the County's R1-Single Family Residential Zoning District. Most of the land within Tarpey Village is already developed and constructed to Fresno County development standards. The Fresno city limits abut with the southern edge of Tarpey Village.

Rural Residential Address: 3600 Shepherd Avenue

In 2005, Fresno LAFCo approved the extension of Clovis water service to a rural residential parcel located north of Shepherd Avenue and east of Peach Avenue.²²¹ The City expects that future growth north of Shepherd Avenue between Peach Avenue and Minnewawa Avenue will contain the annexation of this one-acre property into the City of Clovis.

Clovis Hills Community Church

Clovis Hills Community Church is located near the intersection of Willow Avenue and International Avenues, approximately a mile and a half north of Clovis City limits. The Church property is located in the Garfield Water District within the Clovis SOI. Prior to 2010, the Church relied solely on two private wells to serve its water needs.

In 2010, two reported well failures prompted the Church to seek a more reliable water supply from neighboring water agencies. Although the Church property is located in the Clovis SOI, the City did not have available water lines in the area to connect the Church. According to LAFCo record, the extension of service application filed by the Church with LAFCo recognized that several agreements took place in order to assist the Church. In summary, because the Church property is located within GWD and is entitled to receive a portion of the annual allocation of Garfield Water District's USBR Class 1 contracted water supply, the GWD agreed to convey the Church's surface water allocation to the City of Fresno's surface water treatment plan for treatment. The City of Fresno then agreed to receive, treat, and deliver the water supply to the Church property until such time that Clovis' water lines became available near Willow Avenue and International Avenue. The agreement received the City of Clovis' consent.

On September 8, 2010, the LAFCo approved with conditions the extension of municipal water service to Clovis Hills Community Church.²²² As a condition of LAFCo approval, Clovis Hills Community Church provided evidence to Clovis and LAFCo of its consent to a future annexation to the City of Clovis. Clovis Hills Community Church provided LAFCo evidence of its executed Extra-Territorial Water Service Agreement with City of Fresno. During the preparation of this MSR, Clovis staff began to assess the necessary steps to transition the Church's existing water service and connection to the City of Clovis.

²²¹ Fresno LAFCo File No. OS-05-1 (Herrera Water Service Request) approved November 2, 2005 via Commission Minute Order.

²²² LAFCo File No. OS-10-1 (Clovis Hills Community Church "Extension of Municipal Water Service) Resolution No. OS-10-1A.

LAFCo and the City expect that future development activity in Clovis' Northwest Urban Center will prompt the annexation of Clovis Hills Community Church in to the City.

Rural Residential Address: 5844 East Teague Avenue

In 2017, the City of Clovis requested LAFCo's Executive Officer to authorize the extension of water service to the rural residential unit located north of Teague Avenue and west of Linda Avenue. The application was submitted to LAFCo due a private well failure that became a health and risk concern. The property remains outside the City limits, and majority of the neighboring parcels are already developed with large-scale rural residential units. As a condition to City water service, the property owner presented a written agreement not protest any future annexation into the City.

Water Funding

The City charges user fees to all water customers to cover the costs of water production, distribution and treatment of the City's water resources. The City's water rates are based on water usage and connection type, either single family residential, multiple family residential or commercial accounts. The City also considers other cost factors in establishing annual water rates, for example new unit connections and annual step rate increases. The City's water fee structure accounts for normal conditions and a second fee structure for drought years.

In 2010, the City Council approved an Ordinance for an annual rate increase of 3% for water and sewer services. The rate adjustment Ordinance provides that the monthly user rates and minimum charges will be adjusted by City Council each July 1st by a maximum not to exceed 3%.

Prior to June 30th of each year, the Ordinance requires that the Clovis PUD director evaluate the water enterprise fund balance and, if the balance is adequate without the annual adjustment or with a lesser adjustment, the Clovis PUD Director may recommend the City Council to suspend, reduce, or increase the water rates for the upcoming fiscal year. According to the City's FY 2018-19 budget, the City expects that the City's water fees will increase by 3% planned to cover increased cost to treat and distribute potable water, major capital improvements, and to provide debt service coverage.

Clovis funds its water service provisions through three major accounts:

- **Water Service Fund** is an enterprise fund that is funded by user rates. It accounts for delivery of water, regulatory monitoring and compliance, and associated expenditures to maintain the City's public water distribution system in operation. Revenue within the Water Service Fund may be allocated to fund the City's Water Main Construction Fund, which accounts for ongoing projects, maintenance, and updates of the City's water lines.
- **Water Construction-Enterprise Fund** accounts for expenditures to construct and expand the City water system and installation of new water mains.
- **Water Construction-Developer Fund** accounts for the revenue from developer fees and for capital improvements for major water lines, water wells, and other major capital improvements. It accounts for user-related projects from the Water Construction Developer Trust Fund, and this Fund accounts for revenue from developer impact fees and expenditures for the installation of major water line projects.

City customers are billed bimonthly for service per the City's adopted rates. Users rates consists of charges for the maintenance of water lines, treatment of water, and fees to meet the City's water bond covenants. The City of Clovis water service revenues is projected to grow proportionately to City growth, and the City's fee structures includes appropriate rate increases if deemed necessary to be adjusted by the City Council. Beginning in Fiscal Year 2018-19 and projected years, a 3% increase is projected.²²³

According to the City's budget for FY 2018-19, total Water Service revenues are anticipated to amount to \$16,468,000 (Water Enterprise). Water user rates generate majority of the revenues for the Water Division. For the same year, Water Service expenditures are expected to amount to \$15,073,300. The largest expenditure categories are personnel salaries, energy cost, and administration overhead. For FY 2018-19, the Clovis budget identifies \$5,386,000 reserved for water construction projects in its Capital Improvement Funds.

The City identifies water related debt in three categories, long-term interfund loans and revenue bonds.

According to the City's budget for FY 2018-19, the City identified a debt of \$3,250,000 in its long-term interfund loan – water developer fund. The City issued a revenue bond titled the 2013 Water Improvement for \$31,810,000, and the outstanding balance amounts to \$23,460,000 as of June 30, 2018. The City expects to pay an additional \$3,003,000 toward the 2013 Water Improvement Bond during the current fiscal year.²²⁴

Water Division Staffing

Based on the population and complexity of the City's distribution system, the City's distribution system is classified as a D4 system. The City's operation and maintenance of the water distribution system are under the supervision of the City's Assistant Public Utilities Director, Utilities Manager and Water Production Manager. The City employs 41 full-time equivalent staff members in the Water Division.

The Chief Water Treatment Plant Operator/Water Production Manager is responsible for the day-to-day operation of the water system. The City's SWTP is staffed for 12 hours each day and unmanned for 12 hours each day. The City has utilized unmanned operation since April 2006. According to Clovis' water permit, at the end of each staffed shift, the City is required to conduct an alarm check and submit the results of the alarm check to the SWRC, Division of Drinking Water with the City's monthly surface water treatment plant reports. Clovis' Water Division maintains maps of the water system, and the City and staff have developed and follow the emergency notification plan for the City.

Sustainable Groundwater Management Act

The City lies within the Kings Groundwater Sub-basin, which is also within the San Joaquin Basin Hydrologic Area. The Kings Sub-basin has been identified as critically over drafted. As of 2010, groundwater level is 144 feet below the surface in the City of Clovis, compared to 30 feet in the 1950's.

²²³ City of Clovis 2017-2018 annual budget. Pg. 45.

²²⁴ City of Clovis 2017-2018 annual budget. Pg.175.

Governor Edmund G. Brown Jr. signed California’s Sustainable Groundwater Management Act (“SGMA”) into law on September 16, 2014. This three-part legislation requires local agencies to develop groundwater sustainability plans that are compatible with their regional economic and environmental needs. SGMA creates a framework for sustainable local groundwater management for the first time in California’s history. SGMA required local agencies to form Groundwater Sustainability Agencies (“GSAs”) in local groundwater basins by June 2017, and requires the adoption of Groundwater Sustainability Plans (“GSPs”) for groundwater basins deemed high priority by 2020.

The City of Clovis lies within the North Kings Groundwater Sustainability Agency (NKGSA), which is composed of the Fresno Irrigation District, the County of Fresno, the City of Fresno, the City of Kerman, Biola Community Services District, Bakman Water Company, Fresno Metropolitan Flood Control District, Garfield Water District, California State University Fresno, and International Water District. The NKGSA is a Joint Powers Agency under (Government Code sec. 6500, *et seq.*) that is governed by a seven-member board of directors that consists of one elected official from each participating agency, appointed by each respective agency’s board to serve on the GSA’s governing board. The NKGSA board consists of seats held by Clovis, Fresno, Fresno County, Kerman, Fresno Irrigation District, and Bakman Water Company (Bakman Water Company seat is appointed by GSA Board). Under State statute, NKGSA is responsible to develop and implement a groundwater sustainable plan (GSP) by 2020 that will meet the sustainability goal of the basin and ensure that it is operated within its sustainable yield, without causing undesirable results.

Water Agencies within Clovis’ 2014 General Plan Boundary, Full Buildout Scenario

Within the vicinity of the Clovis SOI, three County Service Areas (CSAs) and one waterworks district (WWD) provide domestic water service to rural county residents. Although these special districts are currently outside the Clovis SOI, potential opportunities in the future may exist for shared water facilities. The following water service agencies are listed by proximity to the existing Clovis SOI.

County Waterworks District No. 42 (Alluvial & Fancher Avenue)

County Waterworks District No. 42 (“WWD 42”) is a dependent district governed by the County of Fresno Board of Supervisors (BOS). The Fresno County Division of Resources and Parks, Special District Administration provides staff support and administers all functions of WWD 42. Under Government Code section 25212.4, the BOS may appoint one or more advisory committees to provide advice to the County regarding the District’s services. WWD 42 has an active citizen advisory committee that assists with communication between residents, County Resource staff, and BOS. Meetings of the citizens advisory committee are held on an as-needed basis and typically are held at the City of Clovis’ Police Headquarters, Community Room, 1233 Fifth Street, Clovis, CA.

WWD 42 is adjacent to the City’s eastern boundary, between Herndon Avenue and State Route 168. The District encompasses a total of 362 acres and serves 104-metered residential connections. Not all parcels identified in the WWD 42 service area are connected to the public water system; forty-three parcels have their own private wells that are not connected to the public water system. WWD 42 obtains its domestic water from three groundwater wells, and district customers pay a flat rate for water use. The District does not have an entitlement to surface water, and fully relies on groundwater to serve its customers.

According to Fresno County water tracking information, WWD 42 experienced a decrease in water use starting in July 2014, a decline that County staff attributed to the installation of water meters. During the critical period of August, 2014, overall water demand in WWD 42 was 43% of well capacity (well capacity exceeded demand by 425 gallons per minute).²²⁵ Well capacity continued to exceed user demand throughout the 2016-17 water year (A water year is April 1 through March 31). WWD 42 is considered a small water supplier by the State Water Resources Control Board.

WWD 42 is largely developed with rural residential uses with vestigial undeveloped parcels. No growth of the District service area or SOI is expected to occur. During the 2014 Clovis General Plan update process, the City considered including the District in the City SOI but took no action based on property owner opposition. The 2014 Clovis General Plan update did not designate future urban land uses for WWD 42.

County Service Area No. 47, Quail Lake

County Service Area No. 47, ("CSA 47") was formed in 1995 to provide potable water and wastewater services to the Quail Lake Estate Subdivision. CSA 47 is a dependent district governed by the County BOS. The Fresno County Division of Resources and Parks, Special District Administration provides staff support and administers all functions of the CSA.

CSA 47 service area is coterminous with its SOI and consists of 375 acres which includes 707 residential parcels and 23 commercial and public facility parcels generally located between Ashlan Avenue and Shaw Avenues, east of McCall Avenue and west of Ambler Avenue. It is within a half mile of the Clovis SOI, and within two miles of the Clovis city limits. CSA 47 fully relies on two groundwater wells to deliver potable water to its customers.

According to Fresno County CSA 47 water tracking information, during the critical period on the month of July the user demand was 19% of well capacity (capacity exceeded demand by 1776 gallons per minute). Well capacity exceeded user demand throughout the 2016-17 water year.²²⁶ CSA 47 is considered a small water supplier by the State Water Resources Control Board. Per the State Emergency Regulations, Special District Administration tracks water usage for CSA 47 during a full year beginning with the months of December through November. CSA 47 service area/SOI is not projected to growth.

CSA 47 also administrates the District's water recharge facility located within the Red Bank Slough. The Quail Lake Homeowners Association and Fresno Irrigation District have an agreement that enables Fresno Irrigation District to recharge the facility between April 15 and June 1, on an annual basis. The recharge goal amounts to 400 or more acre-feet of water each year, except in the case of a severe drought when the water is unavailable.

County Service Area No. 10 (Cumorah Knolls) and CSA No. 10A (Mansionettes Estates #3)

LAFCo recognizes CSA 10 as a District that provides services to two noncontiguous services areas. CSA 10 consists of CSA 10 (Cumorah Knolls) and CSA 10A (Mansionettes Estates #3). The two service areas are

²²⁵ Annual Water Conservation Report, 2017-2018 Water Year, Fresno County, March 7, 2017.

²²⁶ Ibid.

located east of the Clovis SOI. CSA 10 is a dependent district governed by the County BOS. The Fresno County Division of Resources and Parks, Special District Administration provides staff support and administers all functions of the CSA. Both service areas receive their water supply from their respective groundwater wells. CSA No. 10 and CSA NO. 10A are considered small water suppliers by the State Water Resources Control Board.

CSA 10 (Cumorah Knolls) is located approximately two and a half miles east of the Clovis SOI near the intersection of Shaw Avenue and Greenwood Avenue. CSA 10 was formed in 1963 to provide landscape maintenance of a roadway median and bridle paths in Cumorah Knolls, water service was subsequently added. CSA 10 encompasses 134 acres, and it distributes potable water to 47 metered water connections. CSA 10 provides groundwater from two wells. According to Fresno County water tracking information, during the critical month period of July, 2016, the user demand at CSA 10 was 16% of well capacity (capacity exceeded demand by 696 gallons per minute). Well capacity exceeded user demand throughout the 2016-17 water year. Most parcels are developed with rural residential homes. Monthly fees for water services are billed on a bi-monthly basis. All of the water services in this subdivision are metered.

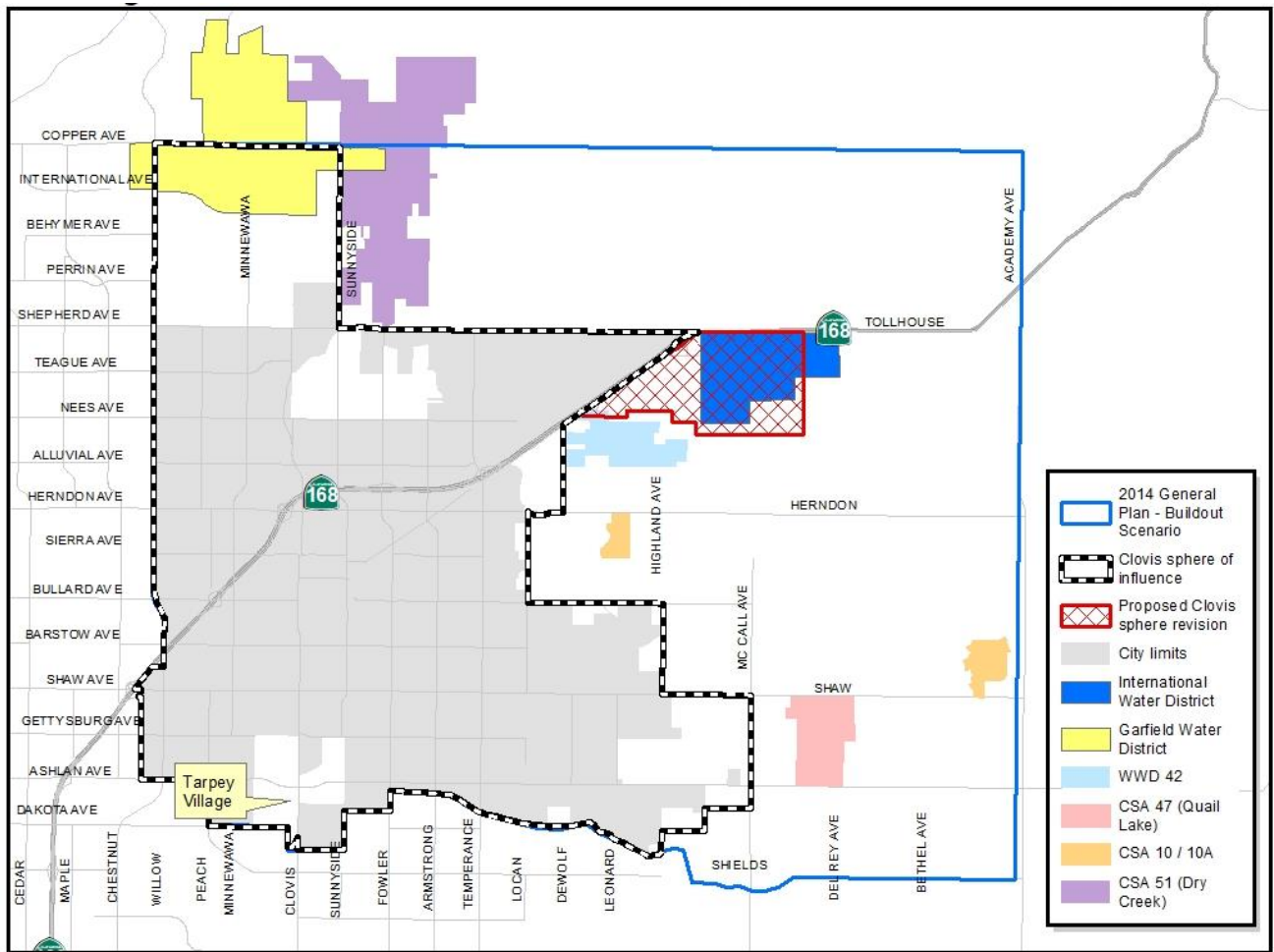
CSA 10A (Mansionettes Estates #3) is approximately a half mile north of the Clovis SOI near the intersection of Herndon Avenue and Leonard Avenues. In 2003, CSA No. 10A was annexed to CSA No. 10 to provide water service, street lighting, landscape maintenance, wetlands monitoring and maintenance, and road maintenance. CSA No. 10A encompasses 77 acres, and consists of 29 metered water connections. CSA No. 10A provides groundwater from two wells. During the critical month period of July, the user demand in CSA 10A was 31% of well capacity (capacity exceeded demand by 166 gallons per minute). Well capacity exceeded user demand throughout the 2016-17 water year.

County Service Area No. 51 (Dry Creek)

CSA 51 was formed in 2007 to provide water service for the rural residential community north of Shepherd Avenue and west of Sunnyside Avenue. However, since its formation CSA 51 has not been able to secure funding, nor retain any water infrastructure to begin providing any water service to parcels within the district service area. CSA 51 service area includes 1,782 acres, and is planned to provide water services to 432 developed parcels. Currently, all 432 parcels continue to rely on their own private wells for their domestic water needs.

CSA 51 and Fresno County Division of Resources and Parks, Special District Administration staff have completed the design of the water system infrastructure and the Assessment Engineer's Report. A Proposition 218 hearing and vote was conducted and failed. The District has no budget, no audited financial statements, nor a reliable source of annual revenues. The County recognizes that the lack of funding constrains the County's ability to reinstate any activity, or revisit a second attempt to pursue a new Proposition 218. Furthermore, on June 10, 2010, several landowners within CSA 51 filed litigation against the County alleging, among other things, that the County failed to comply with the California Environmental Quality Act. Pending litigation throughout the years has made it extremely difficult for CSA 51 to move forward toward attaining a public water system. Nevertheless, landowners and the County will need to reassess whether CSA 51 will ever provide a service, or if there is a possibility to dissolve CSA 51.

Figure 13-1 – Agencies within the 2014 Clovis General Plan, Buildout Scenario



14. Community Sanitation Services

The Clovis Community Sanitation Division (“Sanitation Division”) operates under the direction of the Clovis Public Utilities Department. The Sanitation Division consists of four units: Refuse Collection, Refuse Landfill, Refuse Contracts, and Street Cleaning. The City of Clovis contracts residential recycling and green waste collection, and large commercial customer accounts with private vendors. Private solid waste collection vendors are authorized to operate within the City limits for two-years, and biennial extensions may occur through negotiated franchise agreements with the City of Clovis for collection of construction and demolition debris.

Community Sanitation Division

The following description summarizes the four units that make up the Community Sanitation Division.

The Refuse Collection Unit is responsible for collecting and disposing of municipal solid waste generated by residential and commercial customers within the City. The Refuse Collection Unit is primarily funded through user fees that pay for the operational and improvement costs.

The Landfill Unit is responsible for operation and maintenance of the Clovis Landfill. The Landfill Unit is responsible for proper management and disposal of all municipal waste at the City’s landfill in accordance with federal, state, county, and city ordinances.

The Contracts Unit oversees and creates contracts with private vendors for the removal of debris and refuse-related materials. The Contracts Unit coordinates contracts with refuse compacting companies, roll-off service providers for large businesses, and with the City’s residential curbside recycling and green waste programs.

The Street Cleaning Unit provides street sweeping services of all streets within the City limits. The City’s street sweepers clean debris in residential areas twice per month, and downtown street areas twice per week. The Street Cleaning Unit is responsible to reduce debris and particulate matters from encroaching into the City’s rights-of-way and in the public storm drainage system. The street cleaning and maintenance service is evaluated in Chapter 13 of the Clovis MSR.

General Plan Goals and Policy

The City of Clovis General Plan, Public Facilities and Service Element establishes goals and policies for its public facilities and solid waste service provisions. The following goals establish related policy direction with regard to the City’s solid waste service and community sanitation services. The Public Facilities and Services Element Goal 2 states the following goal:

- ***“A cost-effective, integrated waste management system that meets or exceeds state recycling and waste diversion mandates.”***
- **Policy 2.1-** Minimize Landfill Disposal of Solid Waste. Promote solid waste source reduction, reuse, and recycling; composting; and the environmentally safe transformation of wastes.

- **Policy 2.2-** Waste Diversion Rate. Meet the State’s current and future waste diversion goals through the City’s recycling and diversion programs.
- **Policy 2.3-** Expanded Recycling. Increase recycling by commercial, industrial, and multi-family generators.
- **Policy 2.4-** Green and Household Hazardous Materials Waste. Encourage city-wide participation in green waste reduction and household hazardous waste disposal programs.
- **Policy 2.5-** Clovis Landfill. Maintain at least 15 years of ongoing landfill capacity.
- **Policy 2.6-** Solid Waste Facility Encroachment. Protect existing or planned solid waste facilities from encroachment by incompatible land uses that may be allowed through discretionary land use permits or changes in land use or zoning designations.

Residential Solid Waste

The City’s Refuse Collection Unit is responsible to collect and transfer the disposition of municipal solid waste generated by residential and some commercial customers within the city limits. The Refuse Collection Unit collects an average of 178 tons per day. Standard residential service consists of three 96-gallon bins, solid waste, recyclables, and yard waste that are emptied by the City once a week. The City of Clovis’ Public Utilities Department website provides detailed information with regard to refuse collection regulations, household hazardous waste, green waste, construction and debris, and City announcements and information data.²²⁷

To address the threat to public health and safety caused by illegal dumping, Clovis implements its semi-annual Clean-Up Program. Twice a year city refuse trucks make rounds throughout the City and collect many items that are not picked up by the regular garbage service. The Clean-Up Program is geared primarily for single-family residences; however, homeowner associations and planned unit developments may also participate if they contact the Community Sanitation Division to coordinate specific pick-up locations prior to the clean-up event date. The Clean-Up Program is a major undertaking. Participating residents must follow the restrictions during the scheduled clean-up dates that identify proper placement of trash and debris, green waste, electronic waste, and old appliances and furniture. The City does not provide residential solid waste services, or collect solid waste during its Clean-Up Program outside of its corporate boundaries.

Contracts for Commercial, Construction and Demolition Debris

The City of Clovis maintains a roster of City-approved construction and demolition haulers. Non-exclusive franchises for roll-off collection services were awarded to five private solid waste haulers for 2018, and eight private haulers in 2019. These companies to assist the City collect solid waste, construction and demolition debris.²²⁸ Customers are able to select from among these companies based upon services and rates. With the exception of single-family residential accounts, the City does not regulate the rates of

²²⁷ City of Clovis, City Refuse Collection Webpage.

²²⁸ City of Clovis Approved Construction and Demolition (CD) haulers for years 2017 and 2019.

these companies. In exchange for the granting of the right to collect roll-off boxes under the non-exclusive agreement, the franchised companies pay the City a franchise annual fee of \$1,000 per year to conduct business within the City.

The exclusive franchise for collecting and hauling commercial solid waste and recycling materials, which included commercial and industrial accounts is updated annually and can be viewed at <https://cityofclovis.com/public-utilities/recycling-and-refuse/>. As of 2018, 14 companies provide solid waste containers ranging from 20 to 40-yard dumpsters in size. The franchise agreements are effective for two-year terms, plus extensions at the City Council's sole discretion.²²⁹ Under the agreement,²³⁰ the contractors were required to provide collection services in accordance with the Standard Non Exclusive Franchise Agreement, which requires the hauler to report the annual quantities of waste that are disposed of in landfills and the quantities of waste that are diverted through recycling programs to the City. The annual reports are then used by the City to inventory the quantities of material that are recycled and disposed of in the landfills in order to calculate and pay its share of the AB 939 surcharge associated with solid waste discharge in the local landfills.²³¹

AB 939, California's Integrated Waste Management Act of 1989, is a state mandate that requires local agencies to participate in the creation of the Countywide Integrated Waste Management Plan (CoIWMP). The CoIWMP provides an overview of the waste management infrastructure for Fresno County and the 15 cities within the County. The CoIWMP provides a description of the County infrastructure and plan administration, describes the most recent countywide solid waste management practices, provides a summary of the Source Reduction and Recycling Elements, Household Hazardous Waste Elements, and Non-disposal Facility Elements for the County, and provides financing information for the CoIWMP.

Community Sanitation Service Staffing

The Clovis Public Utilities Department coordinates the oversight and support of its operating units, and manages the Community Sanitation Division's strategic business planning, resource management, organizational development, personnel and labor relations, fiscal management, project management, and performance metrics. Utility billing is also included by the Department and is coordinated with the City's Finance Department. The Public Utility Department actively works with Planning and Development Services Department (PDS) to review and comment on development projects and to coordinate its long range planning and engineering efforts with the general planning conducted by PDS.

The Clovis Public Utilities Department is responsible for six-divisions and 11 units within the Department. The six divisions are Water, Sewer, Parks, Community Sanitation, Streets/Street Sweeping, and Fleet. The Community Sanitation Division has steadily grown in the past few years; in 2017 the Division employed 50 employees, and six new employees were added to the Division through the City's adoption of the FY 2018-19 budget. For the purpose of this section, Community Sanitation Division consists of four units, and as of July 1, 2018, Clovis' Community Sanitation Division employs 56 employees ranging from administrative assistants to engineers and utility workers. Majority of the Division's operations are accomplished by 52 full time employees, while approximately eight positions assists various units and

²²⁹ City of Clovis City Council Hearing Staff Report June 12, 2017. Award non-exclusive franchise agreement for hauling of Construction and Demolition Debris.

²³⁰ City of Clovis Service Agreement, Template Example.

²³¹ Ibid.

work less than part time hours. The Community Sanitation Division is currently staffed by the following positions:

- Administrative Assistant- 1 less than part time
- Assistant Engineer- 1 full time
- Assistant Public Utilities Director- 1 part time
- Associate Civil Engineer - 1 less than part time
- Disposal Lead Worker- 3 full-time
- Equipment Operator- 2 full-time
- Landfill Lead Worker- 1 full-time
- Maintenance Worker/Senior Maintenance Worker- 1 full time
- Management Analyst- 1 less than part time
- Office Assistant- 1 full time
- Principal Office Assistant- 1 part time
- Public Utilities Director- 1 part time
- Sanitation Operator/Senior Sanitation Operator- 25 full time
- Senior Engineering Inspector- 1 less than part time
- Solid Waste Manager- 1 part time
- Street Sweeper Operator- 6 full time
- Utility Worker- 11 full time

Community Sanitation Financing

The Clovis Community Sanitation Division is fully funded through user fees, and service charges for specific services if requested. The Public Utilities Department regularly pursues available state and federal grants for its divisions to assist with specific projects or operations of the department.

According to the City of Clovis' 2018-19 FY budget, the Clovis Community Sanitation Division and all units within the Division had a budget of \$20,981,200, which is balanced by user fees.²³²

The Community Sanitation Fund is self-supported from user fees and the Division is operated as a City business or "enterprise." All revenue from service charges related to the collection and disposal of solid waste, recycling, green waste, and street-sweeping fees is deposited into the Community Sanitation Fund. All costs including depreciation of equipment and machinery are also recorded in this fund. User fees and refuse charges are collected from both residential and commercial users based on different rates depending on type of service and frequency of service.

The City of Clovis provides the solid waste collection service and bills to the customers for all services. Per household per month, this bill includes \$7.58 for recycling, \$11.12 for green waste, and for refuse collection and disposal \$44.48 for a 48-gallon bin or \$47.26 for a 96-gallon bin. Customers are able to request an additional garbage totter for \$23.64 per month.²³³ Each utility customer is billed \$4.50 per month for street sweeping service. The City of Clovis utility billing occurs every two months and each account is billed for a two-month period of service that consists, in total services, of water, wastewater, refuse, street sweeping, recycling, and green waste. Commercial sites are billed similarly to residential

²³² City of Clovis California, 2018-19 Budget at a glance, web accessed: June 25, 2018.Pg.2.

²³³ City of Clovis, Public Utility Services and Billing, Clovis website.

customers. Commercial sites will have different refuse rates, sewer pretreatment charges, metered sewer rates, and metered water. The rates for refuse will vary depending on the type and frequency of service.

The City of Clovis Finance Department collects all utility user fees, and the Department is authorized to start or stop utility services when a customer submits a request to the City. The Finance Department bills for the costs of all city services provided and thus avoids duplication of billing for services provided by the City. In May 2015, the City Council passed a municipal code ordinance that makes it “mandatory for every occupied property with the City to receive at least the city-provided basic service capacity and billing therefor.”²³⁴ This ordinance affects all commercial, industrial and residential and can be found here: <https://www.codepublishing.com/CA/Clovis/>.

In July 2005, the Clovis City County adopted a maximum annual 4% rate escalator for refuse charges that are annually reviewed, and if necessary may be adjusted every first day of July. According to City information, City refuse rates are projected to increase in 2018-19 through 2020-21 at 3% each year. Recycling and green waste rates are projected to increase by the approved 4% for 2018/19 through 2020/21. Street cleaning charges are anticipated to grow based on the estimated increase in residential and commercial units.²³⁵

City of Clovis Refuse Bond

In August 1998, the City of Clovis issued the \$16 million Refuse Revenue Bonds for financing landfill improvements.²³⁶ According to the City of Clovis’ Comprehensive Annual Financial Report for the fiscal year ending June 30, 2017, the purpose of the 1998 Refuse Revenue Bond is to finance several capital improvements to the Refuse Enterprise, and to refund the 1988 lease payments, and related 1987 Certificates. The bonds had interest rates varying from 3.80% to 5.00% and the final payment occurred September 2018.

Clovis Landfill Liabilities

The most recent Clovis Comprehensive Annual Financial Report indicates that City of Clovis has recorded liabilities for landfill closure, post-closure maintenance and for landfill corrective action in the Community Sanitation Fund, an Enterprise Fund. The City's landfill closure liability, based on landfill capacity used to date, is annually assessed by the Division. The landfill corrective action liability is based on the estimated cost of known or reasonably foreseeable corrective action that may be required at the facility.

As of June 30, 2017, the City estimated that landfill operations have used approximately 32% of the site’s capacity, the estimated a remaining life of approximately 30 years. The corresponding estimated remaining cost is \$15,420,124. The estimated capacity remaining is 5,709,452 cubic yards and the estimated liability to close the landfill is \$3,526,340. The current estimated cost of known and/or reasonably foreseeable corrective action is \$1,045,182 and the City currently has \$1,000,000 set aside for this purpose.²³⁷

²³⁴ Clovis Municipal Code Section 6.3.05 - Mandatory service: Applications for refuse service.

²³⁵ City of Clovis Budget for Year 2018-19, page 42.

²³⁶ City of Clovis Audited Financial Statements – For year ended June 30, 2017.

²³⁷ City of Clovis Audited Financial Statements – For year ended June 30, 2017.

Facilities and Capacity

Solid waste generated in City of Clovis is transferred to three landfills: City of Clovis Landfill, American Avenue Disposal Site, and Avenal Regional Landfill. A majority of the residential solid waste generated in Clovis is transferred to the Clovis Landfill by the City of Clovis' waste haulers.

The City of Clovis owns the Clovis Landfill located on 15679 Auberry Road, Fresno, CA 93626 approximately 13 miles north of the Clovis city limits. The Clovis Landfill is classified as a solid waste disposal landfill by CalRecycle. The landfill facility encompasses 210 acres with a maximum capacity of 7,800,000 cubic-yards. As of 2018, the Clovis Landfill has a remaining capacity of 7,740,000 cubic-yards and it is anticipated to close by 2053.²³⁸ According to CalRecycle, the Clovis Landfill is inspected on a monthly basis by the Fresno County Department of Public Health, Environmental Health Division. According to City of Clovis' documentation, its landfill receives on average a disposal rate of 220 tons per day.²³⁹ The Clovis Landfill has up to 2,000 tons per day of solid waste.²⁴⁰

Clovis citizens also have the option to haul their own solid waste to other nearby landfills such as the American Avenue Disposal Site or the Avenal Regional Landfill.

The American Avenue Disposal site is operated by County of Fresno, and this facility is the County's regional landfill located at 18950 W. American Avenue, four miles west of Madera Avenue near the City of Kerman. This facility is able to accept all types of solid waste and recycling materials. In addition, the County of Fresno's Regional Household Hazardous Waste Facility is located here to drop off various chemicals and substances for safe disposal.²⁴¹ The American Avenue Disposal site has a daily accepting capacity of 2,200 tons per day, and on average, this facility accepts 1,149 tons per day.²⁴² The American Avenue Disposal site encompasses 440 acres with a maximum capacity of 32,800,000 cubic-yards.²⁴³ As of 2018, the American Avenue Disposal site has a remaining capacity of 29,358,000 cubic-yards and it is anticipated to close by 2045.²⁴⁴

The Avenal Regional Landfill is owned by the City of Avenal and operated by Madera Disposal Systems, Inc. This facility is regulated by Kings County Health Department/Environmental Health Services. Avenal Regional Landfill located at 1200 Skyline Boulevard, Avenal, CA 93204. This facility is able to accept normal household garbage, non-hazardous commercial waste, farm or agricultural waste, municipal solid waste, construction debris, concrete/asphalt, yard waste, dead animals, non-hazardous industrial waste, etc.²⁴⁵ The Avenal Regional Landfill has a daily accepting capacity of 6,000 tons per day, and on average,

²³⁸ United States Environmental Protection Agency, Landfill Methane Outreach Program, Landfill/Project Database, Web: <https://www.epa.gov/sites/production/files/2017-02/landfillmopdata.xlsx>

²³⁹ City of Clovis General Plan and Development Code Update Draft PEIR, Section 5 – Utilities and Service Systems.

²⁴⁰ State of California, CalRecycle, SWID Facility Details, City of Clovis Landfill (10-AA-0004). Web: <https://www2.calrecycle.ca.gov/swfacilities/Directory/10-AA-0004>

²⁴¹ County of Fresno, Department of Public Works and Planning, Resources and Parks Division, web: <https://www.co.fresno.ca.us/departments/public-works-planning/divisions-of-public-works-and-planning/resources-and-parks-division/landfill-operations>

²⁴² City of Clovis General Plan Section 5.17-36.

²⁴³ CalRecycle Website: <https://www2.calrecycle.ca.gov/SWFacilities/Directory/10-AA-0009/Detail/>

²⁴⁴ United States Environmental Protection Agency, Landfill Methane Outreach Program, Landfill/Project Database, Web: <https://www.epa.gov/sites/production/files/2017-02/landfillmopdata.xlsx>

²⁴⁵ Avenal Landfill Information, Website: <http://www.avenallandfill.com/faq.aspx>

this facility accepts 1,040 tons per day.²⁴⁶ The Avenal Regional Disposal site encompasses 173 acres with a maximum capacity of 36,300,000 cubic-yards.²⁴⁷ As of 2018, the Avenal Regional Landfill has a remaining capacity of 30,300,000 cubic-yards and it is anticipated to close in 2108.²⁴⁸

The Solid Waste Management Division owns and operates 21 collection trucks. The Community Sanitation Unit owns and operates 9 additional trucks, one roll-off, and three utility claws for bulky items. As reported in the City's General Plan, the City's existing waste disposal facilities are considered adequate to maintain a sufficient level of service for future population growth in the City through 2035, which is the planning period of the Clovis General Plan. The City of Clovis Community Sanitation Division develops performance measures yearly to determine the pounds of waste, recycling and composting generated by each household, business and multi-family unit and updates estimates of future waste generation with the latest growth projections. It was reported that in the last several years waste streams have steadily declined attributed to the City's active participation on the Countywide Integrated Waste Management Plan.

Service Adequacy

This section reviews regulatory compliance and diversion rates as indicators of solid waste collection service adequacy. Landfill facilities are regulated by the Environmental Protection Agency (EPA), California Environmental Protection Agency, the California Department of Resources, Recycling, and Recovery (CalRecycle) and a designated local enforcement agency (LEA), the role of which is played by the Fresno County Department of Public Health (FCDPH) in Fresno County.

According to the most recent information collected by CalRecycle, Facility Inspectors with Fresno County Department of Public Health, Environmental Health Division performed the most recent inspection on September 14, 2018, and FCDPH/LEA staff found that the landfill facility complied with applicable state mandates and operating in compliance with Facility File Permit No. 10-AA-0004.²⁴⁹ The City of Clovis complies with the Fresno County Integrated Waste Management Plan, which has been approved and filed with CalRecycle. The City of Clovis Fire Department inspects the facility to ensure that the Clovis Landfill complies with applicable fire standards pursuant to Public Resources Code Section 44151 that requires that all solid waste facilities outside any city comply with flammable clearance provisions. The Clovis landfill has been inspected 26 times from January 1, 2017 to October 1, 2018, there have been no violations reported to CalRecycle.²⁵⁰

²⁴⁶ City of Clovis, 2014 General Plan EIR, Section 5.17-36 – Utilities and Service Systems.

²⁴⁷ CalRecycle Website: <https://www2.calrecycle.ca.gov/SWFacilities/Directory/16-AA-0004/Detail>

²⁴⁸ United States Environmental Protection Agency, Landfill Methane Outreach Program, Landfill/Project Database, Web: <https://www.epa.gov/sites/production/files/2017-02/landfillmopdata.xlsx>

²⁴⁹ CalRecycle Website: <https://www2.calrecycle.ca.gov/swfacilities/Directory/10-AA-0004/>

²⁵⁰ Ibid.

15. Shared Facilities

This section examines Clovis' current arrangements and potential opportunities for shared facilities with other agencies to reduce costs for services. City growth may present additional opportunities for future sharing of public facilities. The City of Clovis has numerous joint functions such as mutual aid/request agreements and share facilities with other local agencies.

City Participation in Mutual or Automatic Aid Agreements

Fire Protection

The City of Clovis Fire Department provides and receives automatic aid from the Fresno Fire Department and Fresno County Fire Protection. The automatic aid enables the city to provide the closest emergency response unit no matter where the incident is located when an individual has an emergency and calls 911. No jurisdiction has formal boundaries when it comes to emergency responses. Automatic Aid also enables the City of Clovis Fire Department to assemble a minimum of sixteen (16) professionally trained firefighters at the scene of a working structure fire and when needed receive a full second alarm of an additional ten (10) firefighters. This agreement enables the Clovis Fire Department to continually meet industry best practices such as National Fire Protection Association (NFPA 1710).

The City of Clovis can also request California State Master Mutual Aid, which is a formal agreement all California cities must participate in. In order for a city to request mutual aid, all of the Fire Department resources must be assigned to emergency incidents and the jurisdiction no longer has any available emergency resources.

Law Enforcement

The City of Clovis provides a Law Enforcement Mutual Aid Agreement with the City of Fresno and the Fresno County Sheriff's Department. The mutual aid agreement enables the City to assist or request assistance from neighboring law enforcement agencies during times of emergency. The purpose of the agreement is to reduce dangers to life and property posed by civil disorder, natural disasters, riots and similar emergencies to ensure the maintenance of normal, orderly government. In addition, the Mutual Aid Agreement enables the Fresno County Sheriff and City of Fresno Police to have access to office facilities at the Clovis Police Department headquarters.

Wastewater Treatment

The City of Clovis has a Shared Facilities Agreement for sewer treatment capacity at the Fresno-Clovis Regional Wastewater Reclamation Facility (RWRF). The City of Fresno is the Regional Sewer Agency for the Fresno-Clovis Metropolitan Area (FCMA). The City of Fresno owns and maintains the wastewater collection system that serves Fresno, and the other participating agencies: County of Fresno, City of Clovis, Pinedale Public Utility District, and Pinedale County Water District own their respective sewer lines. The City of Fresno owns and operates the Fresno/Clovis Regional Wastewater Reclamation Facility. The Joint Powers Agreement enables Clovis to capacity ownership and rights to purchase additional capacity in the RWRF.

Clovis has four connections to the City of Fresno’s sewer collection system. The connections on Herndon and Fowler are metered with monitors FR10 and FR12, respectively that are part of the City’s long-term flow monitoring program. Flow through the connections at Peach and Sierra Avenues are metered by Fresno. Average daily flow data was reviewed from 1995 through June 2003. Average daily flows are typically greatest in September and lowest in May and June.

Solid Waste and Hazardous Material Collection

The City of Clovis participates in a countywide household hazardous waste collection facility program with all jurisdictions within the County of Fresno. The agreement enables Clovis residents to dispose hazardous materials at the County of Fresno Regional Household Hazardous Waste (HHW) Facility located at the American Avenue Disposal Site, 18950 W. American Avenue, Kerman CA 93630. City and County residents can dispose of paint, pesticides, used oil, batteries, electronic waste and other products that are considered hazardous waste. There is no charge for residential waste; however, there are limits on the types and quantities of items accepted at the HHW.

Storm Drainage

The City of Clovis’ Storm Drain System is operated and maintained by the Fresno Metropolitan Flood Control District (“FMFCD”). The City of Clovis works with FMFCD in a collaborative effort to address the expansion and conveyance of storm water within the City of Clovis. All development within the City is reviewed for adequate drainage, improvements to the drainage, and/or expansion of the storm drainage system. The FMFCD service area includes both City of Fresno and the City of Clovis, and the Districts system consists of over 163 drainage areas averaging one to two square miles each. The FMFCD currently owns and operates 640 miles of pipeline, 154 storm water basins, and 70 pumping stations. The construction of an additional 12 retention basins is planned by the District. Drainage service for new development is funded through development fees paid upon approval of the development. Ideally, drainage services are provided concurrent with construction of the development project in the City.²⁵¹

Surface Water Agreements

Surface water to the City of Clovis is supplied to the City through a Contractual Agreement with the Fresno Irrigation District (FID) by which the City receives a portion of FID’s Entitlement to Kings River Water proportional to the amount of FID land that lies within the City of Clovis. FID owns two water recharge facilities that have been built by the FID in cooperation with the City of Clovis, the Waldron Pond and Boswell Groundwater Banking Facility.²⁵² The purpose of these facilities is to bank surplus water supplies, thereby making it available to the City as needed.²⁵³

However, there are some areas located within the City’s SOI that are not served by FID. The City expects that all new development proposals within the City’s adopted SOI that are not within FID, to identify a source of water supply at the time of annexation. For example, half of the territory located within Clovis’

²⁵¹ City of Clovis, 2014 General Plan Update SCH#2012061069, Utilities and Service Systems, Website.

²⁵² City of Clovis, UWMP 2010 Update, page 30. Accessed: November 2018.

²⁵³ Ibid.

Northwest Urban Center²⁵⁴, Heritage Grove, is located inside the Garfield Water District (GWD) and it does not receive FID water supply. The City expects half of the GWD supply—representing the portion of the GWD within the City’s SOI—to be conveyed to the City of Clovis through an agreement upon development.

A second example of future shared water facilities and supplies occurs in the Northeast Urban Center area, within the territory identified inside the International Water District. International Water District (IWD) is located east of the City of Clovis, and it provides up to 1,200 acre-feet of agricultural irrigation water to the Harlan Ranch area located in IWD. Since 1963, IWD has held a water contract with the United States Bureau of Reclamation (USBR) for surface water supplies obtained from the Friant-Kern Canal. The IWD anticipates that its water rights under contract with USBR will be transferred to the City of Clovis to be utilized to support future urban development.

Joint Power Agreements

City participation in Joint Powers Agreements include the following items:

- Upper Kings Basin Integrated Regional Water Management Joint Powers Agreement.
- North Kings Groundwater Sustainability Agency, the City participates in a regional planning effort to address groundwater overdraft issues within the upper Kings Sub-basin. The North Kings Groundwater Sustainability Agency is a collaborative effort to bring groundwater supplies into balance pursuant to the Sustainable Groundwater Management Act of 2014.
- Fresno-Clovis Regional Sewerage System Joint Powers Agreement to provide joint capacity use and capacity rights/ownership in the regional treatment facility, and trunk line connection to convey sewage into the regional sewage system.
- Local Agency Workers Compensation Excess for workers compensation insurance.
- Central San Joaquin Risk Management Authority for liability mitigation insurance.
- Fresno County Council of Governments, the local regional transportation governing collaborative.

²⁵⁴ City of Clovis, Heritage Grove Plan Lines, Website: <https://www.ci.clovis.ca.us/Departments-Services/Planning-and-Development/Engineering-Services/Heritage-Grove-Plan-Lines>

16. Municipal Service Review Determinations

The LAFCo has prepared this MSR for the City of Clovis in accordance with Government Code section 56430. State law requires LAFCos to identify and evaluate public services provided by the City and possible changes to the City SOI.

The following provides LAFCo's written statement of its determinations with respect to each of the following:

1) Growth and population projections for the affected area.

- The 2014 Clovis General Plan establishes its land use foundation through a vision statement that captures the pledge to its residents. The General Plan creates policies and provides for the general distribution, location, and extent of present and future land uses that guide land use decisions that shape development of the City. The City's 2014 General Plan regulates development within the City's incorporated limits and guides land uses in the plan area through policies in its 18 general plan elements.
- Clovis' General Plan growth concept concentrates City growth into three urban centers known as the Southeast (now known as Loma Vista), Northwest (now known as Heritage Grove), and Northeast growth areas. The Southeast Urban Center encompasses approximately 2,454 acres and the entire center is located within the existing Clovis SOI. The Northwest Urban Center encompasses approximately 3,356 acres, and the entire center is located within the existing Clovis SOI.
- The proposed SOI update will add 1,036 acres to the Northeast Urban Center (NEUC). The NEUC encompasses approximately 6,522 acres and the entire plan area is located outside the existing City SOI. The proposed Clovis SOI revision encompasses less than 16 percent of land identified within the NEUC.
- Clovis' requested NEUC SOI revision is a step toward fulfilling the general plan economic development goal for "regionally and globally competitive office and industrial employment centers that deliver desirable career opportunities for residents, create wealth-building opportunities for entrepreneurs, and attract private investment." Based on Clovis' estimates, the proposed SOI revision is anticipated to create 16,703 jobs and 3,896 residential units.
- As of May 1, 2018, the California Department of Finance (DOF) estimates that City of Clovis has an estimated population of 113,883 people, which is equivalent to a three percent growth change, compared to DOF population estimates for year 2017.
- In 2016, Clovis, along with 11 other cities in Fresno County and the County of Fresno, jointly launched the Multi-Jurisdictional Housing Element (MJHE) for the fifth round of housing element updates. Clovis has been assigned a Regional Housing Need Assessment (RHNA) of 6,328 units, including 2,321 very low-income units, 1,145 low-income units, 1,018 moderate income units, and 1,844 above moderate income units. The City maintains and annually updates the inventory of

residential land resources in order to ensure that adequate sites are available to meet its RHNA numbers.

- Clovis' Housing Element notes that the City has an unaccommodated need from the fourth cycle RHNA of 4,425 lower-income units. To meet this shortfall, the city has completed its AB 1233 Carry-Over Analysis Summary for units constructed between 2006 through 2013.
- Implementation of the City of Clovis General Plan Update in the 2035 scenario would convert all existing agricultural land within the City's SOI to urban use as planned for in the 2014 Clovis General Plan.
- The Clovis 2014 General Plan's environmental review document recognizes that the conversion of farmland is a significant and unavoidable impact on agricultural land, even after mitigation is employed. LAFCo recognizes that City policies exist that provide for a balanced approach to preserve prime agricultural land within Clovis' SOI.

2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

- Government Code sec. 56033.5 defines a "Disadvantaged Unincorporated Community" as an inhabited territory, as defined by Government Code sec. 56046, or as determined by commission policy, that constitutes all or a portion of a "disadvantaged community" as defined by section 79505.5 of the California Water Code (WC).
- The MSR used the American Community Survey (ACS) five-year estimates for year 2010 to 2014 datasets to identify the demographic composition of various locations near the City of Clovis.
- According to the 2010-14 ACS five-year estimates, City of Clovis' reported income levels are higher than that of the County and the state as a whole. During the surveyed 2010-14 timeline, Clovis had a median household income (MHI) of \$63,662, while Fresno County reported an MHI of \$45,201. During the same timeline, the Statewide MHI for California was \$61,489. Pursuant to WC sec. 79505.5, any location with a MHI less than \$49,191 meets the income threshold for identifying Disadvantaged Communities. As of June 2018, LAFCo observed that all census units located in the existing and proposed SOI exceed the MHI threshold as defined Fresno LAFCo's Policy 106 and CKH.

3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

- The General Plan provides the vision and guidance for capital improvements and the development of city infrastructure; and it is used to create development impact fees and provides the basis for environmental analysis of the growth of the City.

- The Clovis Park Division maintains approximately 460 acres of the City’s recreational facilities, streetscape, parks, trails, and other landscaped open space areas, city trees, and city building grounds.
- The Open Space and Conservation Element of the 2014 General Plan provides goals and policies for ongoing development, maintenance, and funding, of existing and new city parks. The City of Clovis has an adopted Clovis Parks Master Plan that aligns with the 2014 Clovis General Plan goals and policies. The 2014 Clovis General Plan Parks and Recreation Element includes a desired parkland standard of 4.0 acres of park/open space per 1,000 residents.
- The City of Clovis has a park deficit of approximately 270 acres of parkland space. The goal for future planning increases the park area to approximately 380 acres and substantially increases the number of trails. The City’s Parks Master Plan notes that by incorporating the estimated 135 acres (50%) of the school recreation facilities into the City’s parkland inventory provides a ratio of 2.78 acres to 1,000 residents, much closer to the City’s General Plan goal.
- The City of Clovis anticipates that city growth will increase demand on Parks and Recreation Open Space in the Loma Vista area. The City’s LMD five-year outlook is to continue to grow at a corresponding rate to balance growth with adequate funding.
- Storm water runoff in the City of Clovis is conveyed through a system of street gutters, underground storm drains, retention/detention basins, pumping stations, and open channels that are maintained by Fresno Metropolitan Flood Control District (“FMFCD”). The City of Clovis Public Utilities Department provides street, curb, and gutter maintenance, which are components used to convey storm water into FMFCD’s storm drain in-lets. Storm drainage infrastructure is expanded and/or improved with each new development within the City of Clovis.
- The City assists FMFCD to collect impact fees for each new project in the City. The City of Clovis Municipal Code requires that developers make payment of Local Drainage Fees to fund construction of local drainage facilities that are planned in the Fresno Metropolitan Flood Control District Urban Storm Drainage System Master Plan, before approval of a final subdivision map, or before the construction of any land development project.
- The Clovis Public Utilities Department performs street maintenance services on 500 miles of paved city streets. The condition of street pavement is using a Pavement Management System (PMS), which regularly evaluates pavement conditions and establishes a cost-effective maintenance strategy.
- The City of Clovis’ 2014 General Plan Circulation Element provides City goals and polices that comprise the operational standard for the Clovis Street Maintenance Unit. Roadway system improvements associated with urban development activities under the City’s General Plan are designed in accordance with the City’s established roadway design standards, the California Manual of Uniform Traffic Control Devices, and the Caltrans Roadway Design Manual.
- The Clovis Engineering Service Unit regularly conducts street maintenance surveys and traffic counts, frequently evaluates the condition of the City’s streets, and develops an updated pavement management program to guide future maintenance and repair efforts.

- The City of Clovis has an adopted Active Transportation Plan that identifies existing, planned pedestrian walkways, and bicycle pathways throughout the City for the next 20 to 25 years. The Clovis ATP seeks to reduce Clovis residents' auto dependency and increase availability of alternative ways to travel within the City.
- The Clovis General Services Department, Community Services Division, Transit Section is responsible for the operation, management, and the long-range planning for public transportation consisting of Clovis' Stageline and Roundup transit services.
- Each Clovis transit vehicle is inspected for safety and maintenance in compliance with California Highway Patrol inspection protocol every 45 days or 3,000 miles, whichever comes first. Emergency maintenance service calls are addressed as soon the incident is reported to the Maintenance Division.
- The Clovis Transit Division's five-year outlook anticipates safety and technology improvements of transit vehicles through additional security and maintenance monitoring equipment. The City plans to allocate funding for an assessment that will evaluate possible changes and improvements in transit route design, marketing, and coordination with other transit providers within the Clovis-Fresno Metropolitan area. On an annual basis, the City of Clovis General Services Department evaluates the Department's infrastructure needs and identifies necessary projects to fund through the annual preparation of the City of Clovis' budget.
- According to Clovis' FY 2018-19 budget, the City has identified a much needed transit center to be constructed within the City to improve customer ridership experience, provide easier transfers between routes, and expand staff training facilities and office space. As planned, the construction of a new centrally located transit center is scheduled to commence by early 2020.
- The Clovis Fire Department responsibilities include the following types of duties: fire protection, emergency medical services, urban search and rescue, high angle, trench, water and confined space rescue, hazardous condition mitigation, strategic planning, administration, fire investigations, code enforcement, public education, emergency preparedness, and disaster response and coordination.
- The City of Clovis shares its western limits with the City of Fresno, while Clovis' southern and eastern limits are shared with both City of Fresno and Fresno County Fire Protection District. The City of Clovis has automatic aid request and mutual aid agreements for extended fire protection services with the City of Fresno and Fresno County Fire Protection District/CAL FIRE.
- All five Clovis fire stations are within the designated 4.5 to five-mile distance of each other and are staffed with the minimum standard requirement as suggested by the 2017 CFD Standards of Coverage for Emergency Response.
- The City of Clovis Fire Department has a class rating of "Class 2" through the Insurance Service Office (ISO). The ISO rating "Class 2" is based on ISO Public Protection Classification Program's assessment and scoring of the District in four primary areas: 1) Emergency Communications, 2)

Water Supply, 3) Community Risk Reduction, 4) Fire Department. The rating is assigned for the urban area such as for the City of Clovis.

- The 2014 Clovis General Plan and municipal code identify land use categories, development standards, and other general provisions that ensure all new development is consistent and comply with the Federal, State, and local fire code restrictions. Clovis Fire Department has its adopted Fire Department's Standards available on the City's website that addresses building access, signage and exiting requirements for all commercial and residential structures within the City.
- The Fire Department works closely with the Planning and Community Development Division, to address city concerns and address the extension of city infrastructure to new development projects.
- The City of Clovis has an adopted Master Service Plan for its Police Department. The Department's long-range planning effort is guided by the CPD Master Service Plan's recommendations and is dependent on the City's adequate funding availability.
- The Clovis Police Department is dedicated to fight crime through all traditional and creative means to protect residents and visitors in a manner that builds public confidence and improves the quality of life in Clovis. The 2014 Clovis General Plan notes that police personnel increases its officers per 1,000 residents at strives to achieve a ratio of 1.3 sworn officers per 1,000 residents. The City police ratio is 0.91 officers per 1,000 residents' base on DOF's estimates.
- The Clovis Police Department implements local and state laws, conducts crime investigation, apprehension of criminals, maintenance of ongoing crime prevention programs, and builds ties with the community and participates in joint crime prevention efforts with local law enforcement agencies. The CPD serves a community of over 100,000 people, and Clovis is currently ranked as the safest city in the Central Valley.
- Clovis Police Department states that existing police public facilities, including personnel, equipment, and office facilities, are adequately serving the City. The City informed LAFCo that in anticipation of the continued growth of the City's population and development, CPD has proposed future facilities to accommodate future growth.
- The Clovis Police Department annually assesses crimes committed within the City and summarized the police department performance in an end-of-year report that identifies incidents, accidents, crimes and arrests for the previous year.
- The Clovis Wastewater Division ("Wastewater Division") operates under the direction of the Clovis PUD and is responsible for the operation and maintenance of Clovis' sewer collection and treatment system consisting of over 385 miles of sewer pipelines, lift stations, associated machinery and equipment including the Clovis Sewer Treatment/Water Reuse Facility (ST/WRF).
- The City of Clovis 2014 General Plan Public Facilities and Service Element establishes goals and policies for its public facilities. The City of Clovis 2017 Wastewater Collection Master Plan provides long range planning and a course of action for the City to follow with respect to wastewater service needs through the year 2035.

- The 2017 Wastewater Collection Master Plan planning area is coterminous with the Clovis General Plan and therefore extends beyond the SOI to account for future infrastructure needs in City of Clovis' southeast, northwest and northeast urban centers.
- The Clovis Surface Treatment /Water Reuse Facility has a current treatment capacity of 2.8 MGD. The City expects that planned phased expansion of the Clovis ST/WRF will increase its treatment capacity to up to 8.4 MGD and permit it to treat future flows from the northwest and northeast service areas. Complete build-out of the Clovis ST/WRF will provide the City with the opportunity to meet its projected wastewater treatment needs over the next 25 to 30 years.
- The City of Clovis has an available combined treatment capacity between the Clovis ST/WRF and Fresno-Clovis RWRP of 12.1 mgd according to the 2017 WCMP.
- In 2010, the Clovis ST/WRF produced over 1,784 AF of treated water mainly for irrigation and commercial/industrial applications within the City limits. Treated wastewater not used for City landscaping or adjacent agriculture use is sent to Fancher Creek where it is combined with seasonal surface flows for agricultural use.
- Existing wastewater generation by the City of Clovis is estimated at about 6.9 MGD based on flow metering data from July 2017 through June 2018. Based on a 2017 population of approximately 111,000, the per person generation rate is approximately 62 gallons per person per day.
- The City plans for its water supply through various master plan documents: 2014 Clovis General Plan, Clovis 2015 Urban Water Management Plan, Clovis 2017 Water Master Plan, The Clovis 2017 Recycled Water Master Plan.
- The City of Clovis operates its Surface Water Treatment Plant (SWTP), groundwater wells and distribution system under Revised Domestic Water Supply Permit No. 03-12-19P-003 dated January 16, 2019.
- According to the City of Clovis water permit issued by the State Water Resource Control Board, Division of Drinking Water, Clovis' total source capacity of the City's groundwater wells is approximately 35,254 gpm. The City has a combined total source capacity of approximately 50,854 gpm using the 35 active wells and the Clovis SWTP (surface water).
- As of 2018, the City provided service to approximately 35,825 water connections, which were comprised of residential and nonresidential customers. Its average daily water consumption is 20,849 thousand of gallons per day. During 2018, the City added 1,067 water connections.
- The City's groundwater supply is currently drawn from 35 active groundwater wells; the City has two additional wells currently on standby due to inadequate production. During the 2018 calendar year, the City pumped 11,991 acre-feet (AF) of groundwater from its 35 available wells.
- The City reports that as of 2017 it has a combined total groundwater pumping capacity of 35,254 gallons per minute (gpm).

- The 2017 Water Master Plan indicates that all active wells are in good condition. Most City wells have a 60-year life expectancy, and the City regularly conducts field assessments to determine necessary maintenance projects. According to the 2017 Water Master Plan, the City has plans to construct seven new wells.
- Clovis' surface water supply is retained from the Kings River and it is directly conveyed to Clovis SWTP for treatment via the Fresno Irrigation District's Enterprise Canal. The City's current surface water entitlement with Fresno Irrigation District equates to approximately 26,000 AF. The City's allocation for a 30-year average is 23,609 acre-feet. In 2015 the City's surface water allocation was reduced to only 6,978 acre-feet due to lack of rainfall and extended drought conditions.
- During 2018, Clovis' Water Division informed LAFCo that the City received 11,132 acre-feet of its contracted surface water supply.
- Future development of Clovis' planned Northwest Urban Center (north of Enterprise Canal) and the Northeast Urban Center relies on the City's ability to secure a reliable water supply from Garfield Water District and International Water District.
- The NE SOI update proposes to add all of the territory currently served by International Water District into the Clovis SOI. International Water District ("IWD") is located immediately east of and outside of the existing Clovis SOI.
- Historical averages show that IWD annually receives 90 percent of its contracted water allocation from USBR, which amount to an annual delivery average of 1,080 AF. According to Clovis' 2015 Urban Water Management Plan, the City anticipates that approximately 600 AF of IWD's CVP water may be added to the City's supply to support development of the Northeast Urban Center. USBR officials informed LAFCo that IWD's contracted water supply reassignment would require USBR to review and update IWD's water supply contract. The process may result in IWD requesting a new designee to receive a portion or all of IWD's federal contracted water supply.
- The City operates a recycled water supply system from the treatment of wastewater at the Clovis Sewage Treatment/Water Reuse Facility (ST/WRF). The City's recycled water supply program offsets a portion of the City's groundwater and surface water supplies demand.
- The Clovis ST/WRF has an annual average recycled water treatment capacity of about 3,100 acre-feet per year (AFY), or 2.8 MGD. In 2015, the Clovis ST/WRF generated about 1,870 acre-feet of recycled water with existing customers (irrigation) using 396 acre-feet and the remainder, 1,474 acre-feet, discharged to Fancher Creek.
- The City expects that additional planned facility projects will expand the City's ability to double the existing treatment capacity in 15 years, and potentially triple Clovis' recycling capacity in 25 years.
- LAFCo has authorized the extension of water service outside of Clovis' city limits to: Tarpey Village, Rural Residential located on 3600 Shepherd Avenue, Clovis Hills Community Church, Rural Residential Address located on 5844 East Teague Avenue. With the exception of Tarpey Village,

All extension of service include a condition for City water service, that the property owner presented a written agreement not protest any future annexation into the City.

- The Clovis Sanitation Division consists of four units: Refuse Collection, Refuse Landfill, Refuse Contracts, and Street Cleaning.
- The Clovis Public Utilities Department coordinates the oversight and support of its operating units, and manages the Community Sanitation Division's strategic business planning, resource management, organizational development, personnel and labor relations, fiscal management, project management, and performance metrics.
- To address the threat to public health and safety caused by illegal dumping, Clovis implements its semi-annual Clean-Up Program. Twice a year city refuse trucks make rounds throughout the City and collect many items that are not picked up by the regular garbage service.
- The Public Utility Department actively works with Planning and Development Services Department (PDS) to review and comment on development projects and to coordinate its long range planning and engineering efforts with the general planning conducted by PDS.
- Solid waste generated in City of Clovis is transferred to three landfills: City of Clovis Landfill, American Avenue Disposal Site, and Avenal Regional Landfill. A majority of the residential solid waste generated in Clovis is transferred to the Clovis Landfill by the City of Clovis' waste haulers.
- The City of Clovis owns the Clovis Landfill located on 15679 Auberry Road, Fresno, CA 93626 approximately 13 miles north of the Clovis city limits. The City estimated that landfill operations have used approximately 32% of the site's capacity, the estimated a remaining life of approximately 30 years. The estimated capacity remaining is 5,709,452 cubic yards. The Clovis landfill has been inspected 26 times from January 1, 2017 to October 1, 2018, there have been no violations reported to CalRecycle.
- The City's existing waste disposal facilities are considered adequate to maintain a sufficient level of service for future population growth in the City through 2035, which is the planning period of the Clovis General Plan. The City of Clovis Community Sanitation Division develops performance measures yearly to determine the pounds of waste, recycling and composting generated by each household, business and multi-family unit and updates estimates of future waste generation with the latest growth projections.

4) Financial ability of agencies to provide services.

- The Clovis Municipal Code requires that the City Manager prepare a balanced budget to submit to the City Council by the third meeting in May of each year, outlining anticipated revenues and expenditures for the upcoming fiscal year. CMC also requires that the City Council adopt a balanced budget no later than June 30, to assure that continuity of government services remains intact.

- The 2014 Clovis General Plan establishes the foundation for most of the Council's budgeting decisions in terms of capital facilities, staffing, programs, utility infrastructure, and levels of service; it establishes a land use pattern for lands beyond the City limit.
- The City of Clovis has established fiscal policies that governs its financial administration. Clovis' financial policies are designated to protect the City's assets, provide stability in its funding base, and ensure that adequate funding resources are secured for upcoming year.
- The City of Clovis' budget safeguards adequate allocations to maintain appropriate service levels for public safety, crime prevention, hazard prevention and emergency response. Additional funding measures are allocated toward the annual implementation of the City's 2014 General Plan, which includes updates of all service delivery plans and infrastructure master plans.
- Clovis policy requires that an emergency reserve be established on all budgetary accounts. The General Fund target reserve is set at 25% of General Fund expenditures; however, the current General Fund reserve is estimated to be approximately 16.5%, which is equivalent to \$11.7 million, at the beginning of FY 2018-19.
- For FY 2018-19, Clovis' adopted budget totaled to \$252.3 million. Tax-based revenues, including sales taxes and property taxes combined, make up 67 percent of the City's General Fund anticipated revenues for FY 2018-19. Clovis also includes \$60.7 million in a City Capital Improvement Program.
- Clovis' total budgeted expenditures for FY 2018-19 amount to \$252,319,700. According to the City's budget, the City will have a net transfer balance of \$1,210,000 and the City expects that it will end the year with a fund balance of \$85,529,900. Based on the City Council adopted FY 2018-19 Annual Budget, there is sufficient influx of funding resources to allow the City to continue to provide acceptable levels of public services, municipal services, and continuation of operations of various public facilities.
- City of Clovis contracts with an independent auditor to audit its financial records for the preceding fiscal year on an annual basis. The City's annual financial report, also known as its Comprehensive Annual Financial Report (CAFR), is prepared by the City and audited by a certified public accounting firm in accordance with generally accepted auditing practices of the government finance industry. Clovis' City Council receives the annual CAFR for its previous year no later than December 31st of each year.
- The City utilizes long-term debt to fund its capital needs. It is City policy to undertake long-term debt to fund capital assets (including infrastructure) when those assets will be a benefit over several budget years and there is a need to conserve liquid assets (cash). The City has been able to finance various projects with very attractive rates due to the City's favorable credit rating. As of June 30, 2018, the City's total non-general obligation debt totaled \$168,318,655.
- The City of Clovis receives an updated bond rating when a new bond is issued or as a part of annual reviews of the City's debt portfolio and financial position by ratings agencies. The City of Clovis ratings for the 2017 Wastewater Revenue Refunding Bonds were as follows:
Insured Rating: Standard & Poor's: "AA"

Underlying Moody's: "A1"
Underlying Standard & Poor's: "A+"

- Clovis' Five-Year Financial Forecast ("Report") through 2022-23 represents the City's effort to analyze its fiscal condition based on its set of economic factors and operational assumptions. City management and City Council utilize the study to identify trends and issues that can be addressed early on in order to assure fiscal success.
- Over half of Clovis' park acreage maintenance is funded by the City's General Fund, which is made up of general revenues. The majority of the revenue comes from sales and property tax revenues.
- Chapter 3.4 of the City's Municipal Code, "Park Acquisition and Development", outlines the fee imposed on all residential developments, hotels, motels, assisted living facilities, commercial, professional, and industrial buildings. The fee is determined by the City Council and is reviewed on an annual basis.
- According to the City's FY 2018-19 budget, the City's Parks Division had a budget of \$5,333,100. The Division's main sources of revenue include state grants, facility reimbursements, planning and procession fees, engineering processing fees, user fees, miscellaneous fees, and general fund – discretionary.
- The City's Municipal Code requires that developers must dedicate parkland or pay in-lieu fees to enable the City to acquire a ratio of 4.0 acres of park land per 1,000 residents. All future parks are expected to be funded through the City's General Fund, the Clovis LMD No. 1, state and federal grants, and development impact fees, as outlined in the City's Park Acquisition and Development Fee Program, per Section 3.4.03 of the City's Municipal Code.
- The City funds street maintenance services through several accounts within the Public Utilities Department: Street Maintenance, Street Lighting, Storm Drainage, and Landscape Maintenance District Funds.
- The City of Clovis regularly pursues available transportation related grants, whether they are administered through local or state agencies. Most recently, several roadway and transportation improvement projects within Clovis have been funded by the Fresno County Transportation Authority (FCTA) with Measure C funds.
- A substantial portion of Clovis Transit Division's operational funding is derived from the City's share of the Local Transportation Fund ("LTF"). This source of revenue stream is generated by a 1/4 cent tax on general sales, which is collected by the state and distributed to the local agencies on a formula basis for support of local transportation services. According to Clovis' budget for FY 2018-19, the City anticipates \$4,369,200 in revenue from the LTF.
- The Clovis Fire Department funding resources come from the City's General Fund, which consists of property taxes, special assessment, development impact fees, state grant funding, and user fees. The Fire Department is primarily funded by discretionary revenue. The Fire Departments budget consists of four categories: Emergency Services, Life Safety and Enforcement, Emergency Preparedness, and Fire Administration.

- Additional Fire Department funding is obtained through development impact fees. In 2004, the Clovis City Council approved the formation of Community Facilities District 2004-01 to provide supplemental operational funding for police and fire in growth areas north of Herndon Avenue and east of Locan Avenue. All projects after 2004 are required to petition to be annexed to the Community Facilities District 2004-01. The Community Facilities District was created to mitigate any public safety impacts created by new development, as well as to ensure consistency with general plan goals and policies.
- For FY 2018-19, the Clovis Fire Department budgeted \$13,212,200 for Emergency Services, \$919,100 for Life Safety and Enforcement, \$96,000 for Emergency Preparedness, and \$846,700 for Fire Administration. The Fire Department's total budget for FY 2018-19 totaled \$15,074,000. All funds are retained from the City's General Fund.
- The Clovis Fire Department has an adopted Master Administrative Fee Schedule, and the schedule is available on the City of Clovis' website. The Fire Department regularly reviews its Master Fee Schedule and makes necessary changes for the City Council to consider. Every year, the Fire Department provides the City Manager its proposed budget for the department for the upcoming fiscal year along with department goals.
- The Clovis Fire Department Strategic Plan 2017-2022, notes that the Fire Department is planning to purchase property to locate its future Fire Station #6, in the southeast, Loma Vista Community. The City has plans to build and staff Station #6 by July 2021. Anticipated costs for Station #6 is \$6,550,000.
- The Clovis Police Department is funded through the Clovis General Fund and the Community Investment Program. The Police Department regularly pursues available state and federal grants to assist with specific projects or operations of the department.
- The police department also receives funding collected by the Community Facilities District 2004-01 ("CFD"), which applies to properties within the CFD primarily in growth areas north of Herndon Avenue and east of Locan Avenue. The CFD was created to ensure that new development in these areas can fund adequate police and fire protection as the development occurs farther away from the Clovis urban center.
- According the Clovis Police Department's long-range planning effort is guided by the CPD Master Service Plan's recommendations, and the Department has been able to maintain the Clovis as the safest cities in the Central Valley. According to the CPD's website, in 2018 Clovis was named as the #1 "Best City in California to raise a family."
- The Clovis Police Department provides local residents the opportunity to volunteer within certain divisions in the Police Department. The Police Reserve Officers and Volunteers in Police Services (VIPS) assists police officers with administrative support in records, investigations, and active field patrol.
- The City operates the Clovis Wastewater Reuse Facility under the provisions specified in Waste Discharge Requirements (WDR) Order No. R5-2014-0005 issued by the California Regional Water

Quality Control Board Central Valley Region. Clovis' WDR order was issued by the State on February 6, 2014.

- Under the several regulating programs, the City of Clovis is required to provide regular self-monitoring reports to the RWQCB on a monthly basis, and contain information pertaining to flow records, construction activity, permit compliance, etc.
- The Clovis sewer service operation consists of three key funds within the City's budget. The sewer service fund, sewer construction-enterprise fund, and sewer construction-developer fund. The sewer service fund, sewer construction-enterprise fund, and sewer construction-developer fund. The sewer service fund is funded by user rates. It accounts for the operation and maintenance of Clovis' wastewater collection system and pays the City's fair share of Fresno-Clovis RWRf.
- The Clovis Wastewater Collection and Treatment Division's operating budget is fully funded from user fees, and it annually amounts to \$12,568,300.
- The City has prepared several master planning documents that provide policy direction for the wastewater collection and conveyance system, wastewater treatment systems, and recycled water facilities. The master service plans are reviewed and updated by the City on an annual basis to ensure that the City has sufficient capacity to meet existing and future service demands.
- At the time this service review was prepared, the City of Clovis informed LAFCo that the City's wastewater collection system is in "good-to-exceeding standards" operational condition. The Public Utilities Department regularly invests in equipment and professional staff training to assist the City maintain reliable sewer system.
- The City charges user fees to all water customers to cover the costs of water production, distribution and treatment of the City's water resources. The City's water rates are based on water usage and connection type, either single family residential, multiple family residential or commercial accounts.
- According to the City's budget for FY 2018-19, total Water Service revenues are anticipated to amount to \$16,468,000 (Water Enterprise). Water user rates generate majority of the revenues for the Water Division. For the same year, Water Service expenditures are expected to amount to \$15,073,300. The largest expenditure categories are personnel salaries, energy cost, and administration overhead.
- City customers are billed bimonthly for service per the City's adopted rates. Users rates consists of charges for the maintenance of water lines, treatment of water, and fees to meet the City's water bond covenants. The City of Clovis water service revenues is projected to grow proportionately to City growth, and the City's fee structures includes appropriate rate increases if deemed necessary to be adjusted by the City Council. Beginning in Fiscal Year 2018-19 and projected years, a 3% increase is projected.²⁵⁵

²⁵⁵ City of Clovis 2017-2018 annual budget. Pg. 45.

- The City's Community Investment Program provides a process for developing the logical order of construction of projects identified in the City's 2015 Urban Water Management Plan. The City also evaluates its various master plans so that capital projects work well and are strategically coordinated with new development.
- The City of Clovis Finance Department collects all utility user fees, and the Department is authorized to start or stop utility services when a customer submits a request to the City. The Finance Department bills for the costs of all city services provided and thus avoids duplication of billing for services provided by the City.
- The Clovis Community Sanitation Division is fully funded through user fees, and service charges for specific services if requested. The Public Utilities Department regularly pursues available state and federal grants for its divisions to assist with specific projects or operations of the department.
- According to Clovis' 2018-19 FY budget, the Clovis Community Sanitation Division and all units within the Division had a budget of \$20,981,200, which is balanced by user fees.
- The Community Sanitation Fund is self-supported from user fees and the Division is operated as a City business or "enterprise." All revenue from service charges related to the collection and disposal of solid waste, recycling, green waste, and street-sweeping fees is deposited into the Community Sanitation Fund.
- In August 1998, the City of Clovis issued the \$16 million Refuse Revenue Bonds for financing landfill improvements. The bonds had interest rates varying from 3.80% to 5.00% and the final payment occurred September 2018.
- City of Clovis has recorded liabilities for landfill closure, post-closure maintenance and for landfill corrective action in the Community Sanitation Fund, an Enterprise Fund. The City's landfill closure liability, based on landfill capacity used to date, is annually assessed by the Division. As of June 30, 2017, the City estimated that landfill operations have used approximately 32% of the site's capacity, the estimated a remaining life of approximately 30 years. The corresponding estimated remaining cost is \$15,420,124.

5) Status of, and opportunities for, shared facilities.

- The City of Clovis and Clovis Unified School District (CUSD) have a Joint Powers Agreement ("JPA") for the use of district school recreational facilities by the public. CUSD maintains an "open gate" policy for CUSD land facilities available for recreational use.
- Storm water drainage and flood control service with City of Clovis is provided by Fresno Metropolitan Flood Control District ("FMFCD") through a regional joint powers agreement between FMFCD, County of Fresno, City of Fresno, and California State University, Fresno. The joint powers agreement authorizes the agencies to convey storm water runoffs to multiple drainage points and basins that are owned by FMFCD.

- In a collaborative effort, the Clovis Police Department/Youth Services works closely with local organizations and local schools within the Clovis Unified School District to consistently deter juvenile crime and hold juvenile offenders accountable.
- The City of Fresno owns and operates the Fresno-Clovis Regional Wastewater Reclamation Facility under a Joint Powers Agreement (JPA) with Clovis and the County of Fresno. As indicated earlier, a majority of wastewater generated within the Clovis city limits is currently discharged to the Fresno-Clovis RWRf for treatment. Through the JPA, City of Clovis has capacity ownership of 9.3 mgd and rights to purchase additional capacity. The Clovis entitlement represents 11percent of the Fresno-Clovis RWRf's total capacity.
- The City of Clovis anticipates that an additional 0.881 mgd of treatment capacity at Fresno-Clovis RWRf's will be necessary to accommodate future urban growth outside the current Clovis SOI.
- The Kings Sub basin is recharged through a joint effort and shared recharge facilities between the Cities of Fresno and Clovis, the Fresno Irrigation District ("FID"), and the Fresno Metropolitan Flood Control District ("FMFCD").
 - Waldron Pond Banking Facility (WPBF) is managed by FID. The WPBF is estimated to annually produce 10,350 acre-feet of water supply recharge. The City is entitled to receive up to ninety percent (9,000 AF) of the annual yield at WPBF.
 - Boswell Groundwater Banking Facility (BGBF) is managed by FID. The BGBF consists of a 100-acre basin and three recovery wells. The City of Clovis has access up to 4,500 AFY of surface water from BGBF.
- Additional opportunities for shared water recharge facilities may arise among member agencies of the North Kings Groundwater Sustainability Agency (NKGSA). The GSA is composed of the Fresno Irrigation District, the County of Fresno, the City of Fresno, the City of Kerman, Biola Community Services District, Bakman Water Company, Fresno Metropolitan Flood Control District, Garfield Water District, California State University Fresno, and International Water District. Under State statute, NKGSA is responsible to develop and implement a groundwater sustainable plan (GSP) by 2020 that will meet the sustainability goal of the basin and ensure that it is operated within its sustainable yield, without causing undesirable results.
- The City of Clovis Fire Department provides and receives automatic aid from the Fresno Fire Department and Fresno County Fire Protection. The automatic aid enables the city to provide the closest emergency response unit no matter where the incident is located when an individual has an emergency and calls 911. No jurisdiction has formal boundaries when it comes to emergency responses.
- The City of Clovis provides a Law Enforcement Mutual Aid Agreement with the City of Fresno and the Fresno County Sheriff's Department. The mutual aid agreement enables the City to assist or request assistance from neighboring law enforcement agencies during times of emergency.
- The City of Clovis participates in a countywide household hazardous waste collection facility program with all jurisdictions within the County of Fresno. The agreement enables Clovis residents to dispose hazardous materials at the County of Fresno Regional Household Hazardous

Waste (HHW) Facility located at the American Avenue Disposal Site, 18950 W. American Avenue, Kerman CA 93630.

- Surface water to the City of Clovis is supplied to the City through a Contractual Agreement with the Fresno Irrigation District (FID) by which the City receives a portion of FID's Entitlement to Kings River Water proportional to the amount of FID land that lies within the City of Clovis. FID owns two water recharge facilities that have been built by the FID in cooperation with the City of Clovis, the Waldron Pond and Boswell Groundwater Banking Facility. The purpose of these facilities is to bank surplus water supplies, thereby making it available to the City as needed.
- Future shared water facilities and supplies occurs in the Northeast Urban Center area, within the territory identified inside the International Water District. International Water District (IWD) is located east of the City of Clovis, and it provides up to 1,200 acre-feet of agricultural irrigation water to the Harlan Ranch area located in IWD. The IWD anticipates that its water rights under contract with United States Bureau of Reclamation will be transferred to the City of Clovis to be utilized to support future urban development.

6) Accountability for community service needs, including governmental structure and operational efficiencies.

- The City of Clovis is governed by a five-member elected council, elected at large and accountable to the residents of the City. The Clovis City Council carries out its responsibilities through the implementation of the Clovis General Plan, Clovis Municipal Code, and other state laws.
- The Clovis City Council convenes regularly on the first, second, and third Monday of each month at 6:00 p.m. at 1033 Fifth Street, Clovis, Ca 93612.
- The City Council appoints a city manager who is responsible to oversee the daily operations of the City. The City relies on 547 paid professional staff to conduct the daily business and manage the operation of the City.
- The Council works closely with the City Manager, various citizen advisory commissions and committees, and solicits public comments from its residents to make decisions on behalf of its citizens. The City Council also focuses on creating and updating community goals and policies, votes on major projects, decides on long-term community growth strategies, and makes land use decisions, capital improvement plans, capital financing programs, and strategic plans.
- The City Manager is responsible for administering all operations, finances, activities, and projects consistent with City Council policy directives and applicable municipal, state, and federal laws. The City Manager's Executive Team advises the City Manager on all city projects, plans, and community service needs. The Executive Team consists of the following departments: City Clerk, Economic Development Director, Finance Director, Fire Chief, Police Chief, General Services Director, Planning and Development Director, Director of Public Utilities.
- The Clovis Planning Commission is a permanent committee made up of five individuals who have been appointed by the City Mayor and voted upon by City Council to review, advise, and act on matters related to planning and development of the City.

- The Planning Commission works closely with Clovis' Planning and Development Services Department, and regular Planning Commission meetings are held monthly at 6:00 p.m. in the Clovis Council Chambers at City Hall on the fourth Thursday of each month.
- The Clovis Personnel Commission is a seven-member body charged with developing and maintaining a Merit System for classified employees of the City and fostering the advancement of a career service for these employees. Potential Personnel Commissioner candidates must be residents of the City, and all commissioners are appointed by the City Council to four-year terms.
- The City's major operations are organized into 8 key categories including Police Department, Fire Department, Public Utilities, Planning and Development Services, Community and Economic Development, Finance Department, and General Services.
- Each department has adopted planning policy documents, guidelines, and procedures that describe their respective responsibilities. Existing service plans are regularly reviewed and appropriate changes are proposed for the City Council's consideration when deemed necessary.
- City of Clovis has two committees formed to provide input to the City's public transit decision making process. The ADA Advisory Committee is a standing committee that consists of City staff and members of the public and make recommendations regarding transit ADA issues. The Social Services Transportation Advisory Committee (SSTAC) consists of members from the public with varied interests, and makes recommendations on policy and technical issues to the City of Clovis and to the Fresno Council of Government.

7) Any other matter related to effective or efficient service delivery, as required by commission policy.

- Land immediately outside City of Clovis' northern, southern, and eastern city limits consists of agricultural land uses and incidental rural residential units. The City of Fresno abuts Clovis' western edge that generally follows Willow Avenue.
- The City of Clovis takes a leadership role in land use planning by assessing a larger *Plan Area* in its 2014 Clovis General Plan than just the territory within its adopted SOI. Clovis' *Plan Area* boundaries included approximately 10,199 acres of land designated as Agriculture use. Of which, 9,810 acres of land is located outside of the adopted Clovis SOI. There are 5,130 acres of land outside of Clovis' city limits and inside Clovis' SOI. The 2014 Clovis General Plan designates urban land uses for all territory identified within the City SOI, and no agricultural land use designations exist inside Clovis' incorporated limits.
- There are 1,382 acres of existing ag land within Clovis' SOI that are protected by Williamson Act Contracts, of which 1,365 acres are designated by the state as Prime Agricultural Land (PAL), while 17 acres are designated as non-PAL. Of the total 1,365 acres identified as PAL in Clovis' SOI, 855 acres have filed non-renewal to the Williamson Act Contract with Fresno County, while 510 acres remain in PAL designations and have active WACs.

- There are 124 acres designated as PAL in Clovis' Northeast SOI revision request, however none of the territory is subject to an active WAC.
- Agricultural uses continue to dominate much of the regional landscape, only moderate amounts of agricultural land remains in production within the City's SOI and plan area, primarily in the eastern, southeastern and southwestern areas.
- The 2014 Clovis General Plan, Land Use Element Policy 4.4 Farmland Conservation states that the City will "Participate in regional farmland conservation, including the establishment of comprehensive agricultural preserves or easements, through efforts such as the Fresno County Model Farmland Conservation Program or the San Joaquin Valley green print." The LAFCo observes that City has yet to engage in a regional agricultural preservation program.

17. Sphere of Influence Update

Fresno LAFCo has prepared this service review consistent with GC sec. 56430 in order to update the Clovis SOI in accordance with GC sec. 56425. The purpose of the service review is to get a “big picture” of the public services provided by a local agency, determine service needs, and make recommendations in order to promote the orderly development of local agencies.

The Municipal Service Review was prepared in conjunction with City of Clovis’ proposed sphere update request to add approximately 1,036 acres of territory into the Northeast portion of the Clovis SOI. In summary, the service review found that the City of Clovis is efficiently providing its various municipal services within its corporate boundaries, and has adequate capacity, phased infrastructure improvement programs, and adequate planning efforts by type of service to support additional growth within the proposed SOI update.

Sphere Analysis

LAFCo staff reviewed the Clovis’ proposed SOI update in light of the data collected during the MSR process, as well as from meetings with Clovis City representatives, County of Fresno Public Works and Planning, Special Districts Administration, a comprehensive review of previous LAFCo actions. LAFCo staff reviewed the Clovis’ 2014 General Plan, County of Fresno General Plan, and assessed the proposed SOI update in order to provide the Commission a sound SOI update recommendation for its consideration.

Update the SOI as requested by Clovis:

This option aligns with the Clovis City Council’s vision for future growth, and it would memorialize the 2018 County-city Memorandum of Understanding with respect to the proposed SOI update. Approval of the SOI update would allow landowners within the affected territory to continue their planning efforts with the City, and ultimately develop a phased annexation program to begin the annexation process of the Northeast Urban Center. As requested by the City, the Clovis SOI would be updated to add approximately 1,036 acres of the NEUC.

LAFCo’s SOI update Alternative

One of the objectives of the LAFCo is to make studies and to obtain and furnish information that contribute to the logical and reasonable development of local agencies, and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities.

During the MSR update process, LAFCo assessed alternatives for improving efficiency and affordability of infrastructure and service delivery within and contiguous to the existing and proposed Clovis SOI update. In this process, LAFCo staff noted that the proposed Clovis SOI update would promote city growth near Fresno County Waterworks District No. 42 (WWD No. 42) that could directly affect approximately 16 parcels, currently left out of the proposed SOI, that are located immediately north of Nees Avenue, between State Route 168 and Thompson Avenue.

One of the most important indirect impacts to consider is how future urban development adjacent to the 16 parcels' backyard may change circulation/travel patterns near the Nees Avenue corridor. Future development of the Northeast area would introduce City water, sewer, street system, police, fire protection, and public services east of SR 168. Theoretically, City infrastructure / capital improvement projects in the NEUC area would be trenched along existing public rights-of-way, perhaps along Nees, Sphered, or Thompson Avenues. Urban development could potentially influence rural residential investment decisions in the next 20 to 25 years.

Subsequently, aligning the Clovis SOI along Nees Avenue would allow City and WWD No. 42 residents to strategize reasonable design standards to cushion urban development from existing rural residential (south of Nees avenue) by leveraging Nees Avenue as a possible City edge. Historically, major roadways have demonstrated their ability to create mutually acceptable edges between rural and urbanized neighborhoods. For that reason, the Commission may consider an adjustment to the proposed Clovis SOI so that it aligns to Nees Avenue (east of SR 168 and west of Thomson Avenue) as a more logical boundary.

During the development of the MSR, LAFCo staff inform City of Clovis and residents of WWD No. 42 about this proposed SOI update alternative. City of Clovis informed LAFCo that it does not support the addition of Nees Avenues into the City SOI; however, the City is willing to continue the dialog open. Likewise, rural residents within WWD No. 42 informed LAFCo of their opposition to this SOI alternative.

Sphere of Influence Determinations

This section of the report fulfills the requirements of Government Code section 56425 and allows LAFCo to update the Clovis SOI consistent with the written determinations for the City of Clovis.

In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following pursuant to Government Code Section 56425 (e):

1) The present and planned land uses in the area, including agricultural and open-space lands.

- City of Clovis adopts and maintains a General Plan. The 2014 Clovis General Plan establishes its land use foundation through a vision statement that captures the City pledge to its residents. The General Plan creates policies and provides for the general distribution, location, and extent of present and future land uses that guide land use decisions that shape development of the City.
- The 2014 Clovis General Plan identifies a growth concept that concentrates City growth into three urban centers known as the Southeast (now known as Loma Vista), Northwest (now known as Heritage Grove), and Northeast growth areas. The City informed LAFCo that there are no active Williamson Act Contracts within the area requested to be included in revised SOI.
- The proposed Clovis SOI updated will add 1,036 acres of the Northeast Urban Center into the Clovis SOI. The SOI update represents the addition of approximately 4.9 percent of new territory to be added to the City SOI. It is anticipated that amending the Clovis SOI will be followed with a Specific / Master Plan coinciding with a project and annexation for the area. The planned land uses are reflected in the adopted 2014 Clovis General Plan.

- Therefore, the Clovis SOI update appears to adequately meet present and future service needs of residents. The proposed Clovis SOI update overlaps a small portion of an existing neighborhood, WWD No. 42, which may need services in the future in the event that their service provider is no longer able to operate its public water system. The City, as a water provider, would be able in line to assist WWD No. 42 as a possible successor agency in the future.

2) The present and probable need for public facilities and services in the area.

- The City of Clovis provides a wide array of municipal services within its corporate limits. Extension of infrastructure and municipal resources would be necessary to accommodate future development within the SOI update. The City implements various Mater Plans, as identified in the MSR, and City staff regularly identifies community service needs in its annual budget and five-year Community Investment Program.
- The City also coordinates among the various City departments and local agencies to provide and develop plans for the City's future service needs. The City of Clovis implements an annexation program that historically has shown adequate levels of service can be delivered to annexed areas within the SOI. The City's 2014 General Plan and Master Service Plan depict areas that the City anticipates growth and plans for services to be extended.
- City of Clovis has established development impact fees, and developer-required mitigation in the form of infrastructure improvements required from new projects and similar programs to monitor public service needs of new development. Development within the SOI is required to extend physical infrastructure to individual sites and pay pro-rata fees for other City services as a condition of project approval. The physical infrastructure is generally available adjoining the City limits.
- The City is prepared to provide municipal services to this area when it annexes and develops.

3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

- The City of Clovis demonstrates that it has adequate capacity to provide the necessary municipal services, as identified in the MSR, to its constituency within its existing incorporated boundaries. The City of Clovis regularly review its service levels, and updates its various master service plans for each major department within the City. Each service plan, i.e. water, wastewater, police, fire protection, parks and recreation, augments the Clovis 2014 General Plan goals and policies, as well as determines appropriate service thresholds and necessary resources to be allocated for the expansion of City services.
- The City has planned accordingly through the community investment program, annual budget, and adoption of the 2014 General Plan - Public Facilities and Services Element to meet future growth consistent through year 2035.

4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

- Since its 1983 inclusion to the Clovis SOI, Tarpey Village has been within the long range plan of the City. Tarpey Village is a residential and commercial community consisting of approximately 401 acres, located on both sides of Clovis Avenue between Dakota and Gettysburg Avenues. Clovis became the municipal water provider to Tarpey Village through the 1988 merger of Fresno County Waterworks District No. 8 (WWD No. 8) with the City of Clovis. Currently, retail water delivery is provided by Clovis PUD to Tarpey Village. Wastewater collection and treatment is provided by the City of Fresno. Annexation of Tarpey community could be considered when there is evidence of sufficient support by its residents for such action. During the MSR update, the City informed LAFCo that it does not anticipate annexation of Tarpey Village in the near future.

5) For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

- As of June 2018, LAFCo observed that all census units located in existing Clovis SOI and proposed SOI exceed the MHI threshold as defined Fresno LAFCo's Policy 106 and CKH.

18. Recommendations

In consideration of information gathered and evaluated in this Municipal Service Review, it is recommended the Commission:

1. Receive this report and any public testimony regarding the proposed Municipal Service Review and proposed sphere of influence update.
2. Find that the Municipal Service Review is exempt from the California Environmental Quality Act pursuant to CEQA Guidelines section 15306 (Information Collection).
3. Approve the recommended Municipal Service Review determinations, together with any changes deemed appropriate.
4. Approve the recommended sphere of influence update determinations, together with any changes deemed appropriate.
5. Find that as a Responsible Agency, Fresno LAFCo considered the certified 2014 Clovis General Plan Update EIR (SCH #2012061069) for its review and update of the Clovis Northeast SOI update, and LAFCo anticipates that future urban development within the affected area would be developed as contemplated in the City's certified 2014 General Plan Update.
6. Find that the LAFCo reviewed the proposed Clovis Northeast SOI revision has been environmental reviewed in its entirety by the 2014 Clovis General Plan EIR (SCH No. 2012061069) prepared by the City of Clovis, Lead Agency, pursuant to the California Environmental Quality Act (CEQA).
7. Determine that the proposed Clovis Northeast SOI revision is consistent with the 2014 Clovis General Plan, and the environmental assessment for the entire Clovis Northeast Urban Center has been adequately considered under City's 2014 General Plan Environmental Impact Report SCH No. 2012061069.
8. Revise the City of Clovis sphere of influence to include 1,036 acres of the Clovis Northeast Urban Center as depicted in Figure 2 of the MSR.
 - a. Direct the City of Clovis to demonstrate its commitment to “participate in regional farmland conservation, including the establishment of comprehensive agricultural preserves or easements” consistent with its Clovis General Plan, Land Use Element Policy 4.4 Farmland Conservation. (Agriculture Preservation)
 - b. Direct the City of Clovis to establish a formal on-going training program for its transit employees to become more perceptive of the increase in the number of wheelchair-bound passengers, and continue their education with regard to the American with Disability Act. (Public Transportation Services)
 - c. Advise the City of Clovis to evaluate its unaccommodated Housing Need from the fourth cycle Regional Housing Needs Assessment of 4,425 lower-income units, as noted in the Clovis Housing Element. (Growth and Population Projections)

- d. Advise the City of Clovis continue its working efforts with International Water District and Garfield Water District to ultimately secure additional surface water supplies, in anticipation of urban development within the Clovis SOI. (Water Services)
- e. Advise the City of Clovis and Fresno County to evaluate options to coordinate on a strategic level to address the proximity of CSA No. 51 (should it become active) and County WWD No. 42 to the Clovis SOI, and other Districts within the Clovis General Plan Area to develop sustainable and robust long-range water management for these special districts. (Carry over from the 2015 MSR)

19. Acknowledgements

This Municipal Service Review update was prepared by Fresno LAFCO. Supporting documentation was made available through the effective partnership between Clovis City staff, County of Fresno, Special District Administration staff, and LAFCo. LAFCo extends its appreciation to the City of Clovis for their assistance in the development of this Municipal Service Review.

Available Documentation – documents used for the preparation of this report consist of public records and are available at the Fresno Local Agency Formation Commission Office located at:

Fresno Local Agency Formation Commission
2607 Fresno Street, Suite B
Fresno, California 93721

The Municipal Service Review is available on Fresno LAFCo's website,
<http://www.fresnolafco.org/default.asp>

Addendum to
City of Clovis

**Municipal Service Review and
Sphere of Influence Update
MSR-19-02 / SOI-185
April 3, 2019**

**Report to the
Fresno Local Agency Formation Commission**

LAFCO File No. USOI-198, Clovis Landfill

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Adopted:

July 8, 2020

Addendum

Introduction and Scope of Addendum

This is an addendum to the City of Clovis Municipal Service Review ("MSR") and Sphere of Influence ("SOI") update approved by LAFCo on April 3, 2019 ("2019 Clovis SOI").

The 2019 Clovis SOI encompasses 22,145 acres, of which approximately 16,244 acres has been annexed into the City of Clovis. With the exception of the Clovis Landfill Facility ("Landfill"), the Clovis city limits are fairly uniform and identified within the existing Clovis SOI.

The City of Clovis filed a SOI amendment application with LAFCo on February 27, 2020, requesting that a SOI be determined to encompass the non-contiguous and incorporated Landfill located approximately five miles north of the Clovis City limits (Figure 1).

Inclusion of the existing Landfill into the Clovis SOI will facilitate the further annexation of 117 acres of land contiguous to and north of the Landfill. The affected territory is designated as Public/Quasi-Public Facilities by the Clovis General Plan (Figure 2). No change to the use of the affected territory is proposed and the City intends that this additional territory will be used to buffer the existing Landfill operations from adjacent uses.

This addendum has been prepared in response to Clovis' 2020 application because it has been determined to be a minor technical change to the adopted MSR and no subsequent environmental or service conditions will result from this amendment. The scope of the amendment requires minor revisions to the previous MSR.

The majority of the land in the proposed SOI is owned by the City of Clovis. Additional landowners in the affected territory include County of Fresno for the section of Auberry Avenue's public right-of-way and the United States Department of the Interior, Bureau of Reclamation for the section of the Friant-Kern Canal.

Figure 1 - Clovis Landfill Map

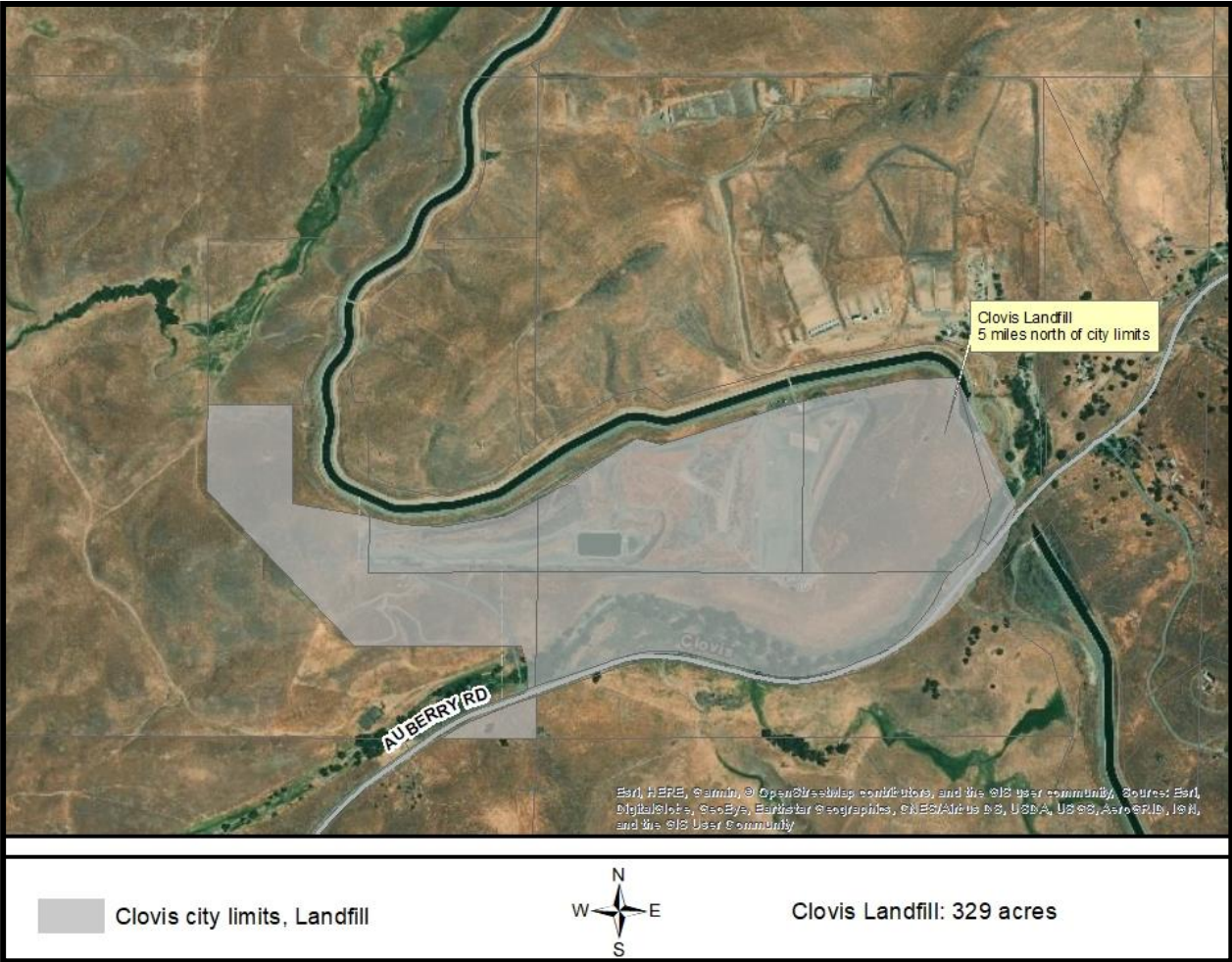
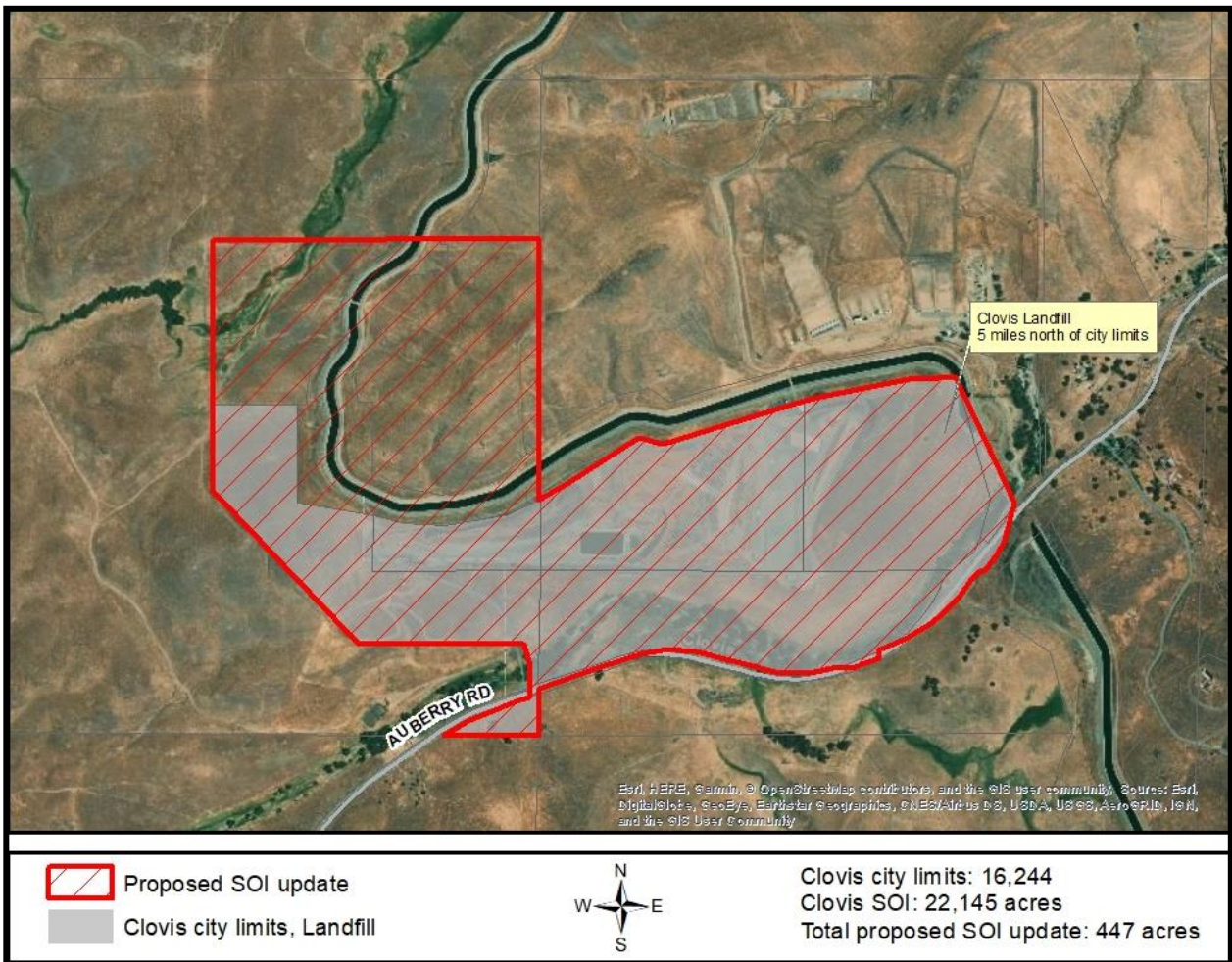


Figure 2 - Proposed Clovis Landfill SOI update



Clovis Landfill

In 1995, the Landfill site was annexed into the City under the provisions of the Cortese-Knox Act of 1985 that allowed cities to annex noncontiguous territory when the land is owned by the agency and is intended for municipal purposes. The 1995 annexation allowed the City to regulate land uses in support of the Landfill's operation.

Since then, there have been three successive annexations to the Landfill facility. The Landfill facility is located at 15679 Auberry Road, Fresno, CA 93626.

The Landfill is a Class III solid waste disposal facility that encompasses 329 acres (gross acreage). Of the total 329 acres, only 210 acres are under permitted use for solid waste disposal purposes. The remaining acreage consists of foothill grasslands. Surrounding uses include the Fresno Rifle & Pistol Range located east of the Landfill facility, rangeland and scattered residences. Section 14 of the Clovis MSR provides additional information pertaining to the Landfill's operation, management, and capacity. Hereafter, unless otherwise noted, any reference to the Landfill will include all territory associated with the operation and buffering of this facility.

Clovis Landfill Sphere of Influence

An SOI is a plan for a local agency's probable future boundaries and service area, as determined by a LAFCo. Furthermore, every determination made by a LAFCo must be consistent with the SOI of that local agency.¹

As previously noted, the Landfill is within the City's corporate limits; however, previous LAFCo studies have not formally included the Landfill in the Clovis SOI, mainly because the Landfill is noncontiguous to the City and the Landfill has experienced limited growth and expansion. With the exception of the footprint of the solid waste disposal area, three successive annexations adjacent to the Landfill were approved by LAFCo between 1996 and 2005, for the purpose of creating a buffer zone around the Landfill.²

The City informed LAFCo that land acquisitions to expand the buffer area around the Landfill have provided protection to the Landfill from potential encroachment by incompatible land uses in the unincorporated territory around the Landfill under the jurisdiction of Fresno County. Over the years, the City has utilized the approach to purchase land, when available, to expand the distance between the solid waste disposal area and the Landfill's external boundary in order to create a buffer area.

The Clovis General Plan Land Use Map designates the Landfill facility and the proposed SOI amendment for Public/Quasi-Public Facility uses. The current incorporated territory is in Clovis' Public-Facility zone district, and the proposed SOI amendment has been rezoned P-F by the City. Given that the 329-acre Landfill is already in the City's corporate boundaries, it is appropriate to determine an SOI for the Clovis Landfill facility consistent with the Clovis General Plan land use designation.

¹ GC section 56375.5.

² LAFCo Applications: RO 95-1, RO 99-12, and RO 05-26.

City and County Meeting and Agreement

As prescribed by State law, City of Clovis and Fresno County representatives convened to discuss the proposed SOI update; and, both local agencies have reached a formal agreement by the way of a Memorandum of Understanding (MOU) on the proposed Clovis SOI update.

On December 24, 2019, the County of Fresno County Administrative Officer determined that the Proposal consisting of the SOI update and Clovis Landfill Buffer No. 4 is consistent with the Amended and Restated Memorandum of Understanding between the City of Clovis and County of Fresno.

Proposed Clovis Landfill Sphere of Influence

The Clovis SOI update application requests LAFCo to determine a 447-acre SOI that encompasses the existing Landfill and additional land planned to continue the expansion of the Landfill's buffer area (see Figure 2). A Clovis Landfill SOI determination would also facilitate Clovis' subsequent annexation application filed with LAFCo to annex the 117 acres.³ The City will utilize the land as a buffer zone only, with no proposed improvements and/or development. The affected territory consists of a portion of the Friant-Kern Canal and two unincorporated parcels located north of the Landfill. Assessor Parcel Number ("APN") 300-080-04 encompasses approximately 88.60 acres, and APN 300-080-71T encompasses approximately 28.4 acres which includes the portion of the Friant-Kern Canal.

Prior to submitting an application to LAFCo, the City studied its 2014 General Plan land uses for the project location, conducted the necessary environmental review, and approved the necessary land use entitlements to update the General Plan's land use diagram to provide for the logical progression for the Landfill's growth.

As the lead agency, the City provided LAFCo with the following certified environmental documents and the approved land use entitlements in support of the requested Clovis Landfill SOI update application:

- **Clovis Landfill Buffer No. 4, Initial Study and Addendum to a previously Certified EIR:** An addendum to a previously certified EIR for the Clovis Landfill Expansion (SCH # 2002091105) was prepared for the Proposal, pursuant to Section 15164 of CEQA. The addendum assessed the environmental effects of the proposed Clovis Landfill SOI update. A Notice of Determination was filed with the County of Fresno's Clerk Office on October 22, 2019.
- **Clovis General Plan Amendment 2019-003:** reclassified 117-acres from the Fresno County Agriculture and Eastside Range Land designations, and added the territory to the Clovis General Plan Land Use Diagram and designated the land to the Public/Quasi-Public Facilities and Water classifications.
- **Clovis Prezone Application R2019-002:** The City Council approved the Prezone of the 117 acres of land from the agricultural and eastside range land uses (AE-40 & AE-20) Fresno County zone districts to the Clovis P-F (Public Facilities) Zone District consistent with the General Plan Amendment 2019-003.

³ LAFCo Application Number RO 20-4, Clovis Landfill Buffer No. 4 submitted concurrently with USOI-198.

- **Clovis Landfill SOI Expansion and RO-300 (Clovis Landfill Buffer No. 4):** The City Council approved the addition of 447 acres of land to the existing Clovis SOI, along with a concurrent application to annex the 117-acres, consisting of parcels utilized as part of the Landfill buffer area.

California Environmental Quality Act (CEQA)

The City of Clovis, acting as Lead Agency under California Environmental Quality Act (CEQA), prepared an initial study and Addendum pursuant to Section 15164 for a previously certified Environmental Impact Report for the Clovis Landfill Expansion (SCH # 2002091105). The Clovis Landfill SOI expansion was included in the project description and analyzed in the Initial Study and addendum of the certified EIR. The City of Clovis determined that no new significant impacts would result from this Proposal. The City filed a Notice of Determination with the County of Fresno's Clerk Office on October 22, 2019.

Acting in the capacity of a Responsible Agency, LAFCo considered the certified EIR for the Clovis Landfill Expansion (SCH # 2002091105); and the Initial Study and Addendum prepared pursuant to Section 15164 of CEQA for the Clovis Landfill Buffer No. 4 SOI update proposal. Being that the Proposal will be utilize as a buffer zone only, with no proposed improvements and/or development, the Commission finds that the Initial Study and Addendum of the certified EIR are adequate pursuant to CEQA Guidelines section 15096(i).

Addenda to the Clovis Landfill MSR Determinations

3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence

- The City of Clovis owns the Clovis Landfill located at 15679 Auberry Road, Fresno, CA 93626, approximately 43 five miles north of the Clovis city limits.

Addenda to the Clovis Landfill SOI Determinations

Based on the information in this report, this addendum addresses the following determinations pertaining to the Clovis Landfill SOI, and hereby are recommended to be incorporated into the 2019 Clovis MSR and SOI update by reference. This addendum fulfills the requirements of Government Code section 56425 and allows LAFCo to determine a Clovis Landfill SOI consistent with the written determinations for the City of Clovis.

In determining the sphere of influence of each local agency, the Commission shall consider and prepare a written statement of its determinations with respect to each of the following pursuant to Government Code Section 56425(e):

1) The present and planned land uses in the area, including agricultural and open-space lands.

- The Landfill site was annexed into the City in 1995 under the provisions of the Cortese-Knox Act that allowed cities to annex noncontiguous territory land owned by city and intended for municipal purposes.

- The Clovis General Plan Land Use Map designates the Landfill facility as Public/Quasi-Public Facilities, and the territory is identified in Clovis' Public-Facility zone district.
- Neighboring land uses consist unincorporated foothill grasslands, the Friant-Kern Canal, a rifle and pistol range and scattered residences.

2) The present and probable need for public facilities and services in the area.

- The affected territory consists of a portion of the Friant-Kern Canal and two unincorporated parcels located north of the Landfill. Assessor Parcel Number ("APN") 300-080-04 encompasses approximately 88.60 acres, and APN 300-080-71T encompasses approximately 28.4 acres which includes the portion of the Friant-Kern Canal.
- The City plans to utilize the land in the affected territory as a buffer zone to the Landfill facility, with no proposed improvements and/or development.

3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

- The City informed LAFCo that land acquisitions to expand the buffer area around the Landfill have provided protection to the Landfill from potential encroachment by incompatible land uses that may be permitted in the County. Over the years, the City has utilized the approach to purchase land, when available, to expand the Landfills buffer area.

4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

- As observed by LAFCo, no social or economic communities of interest exist near the Clovis Landfill SOI relevant to the agency's service provisions.

5) For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

- As of April 2020, LAFCo observed that there are no existing communities near the Clovis Landfill SOI update that meet the DUC definition as defined by Fresno LAFCo's Policy 106 and CKH.

Recommendations

In consideration of information gathered and evaluated in this Municipal Service Review addendum, it is recommended that the Commission:

1. Receive this report and any public testimony regarding the proposed Municipal Service Review addendum and proposed sphere of influence update.
2. Find that the Municipal Service Review Addendum is exempt from the California Environmental Quality Act pursuant to CEQA Guidelines section 15306 (Information Collection).
3. Approve the recommended Municipal Service Review determination addendum, together with any changes deemed appropriate.
4. Approve the recommended sphere of influence update determination addendum, together with any changes deemed appropriate.
5. Find that as a Responsible Agency, LAFCo considered the certified EIR for the Clovis Landfill Expansion (SCH # 2002091105); and the Initial Study and Addendum prepared pursuant to Section 15164 of CEQA for the Clovis Landfill Buffer No. 4 SOI update proposal.
6. Find that the LAFCo review of the proposed Clovis SOI Landfill Expansion has been environmentally reviewed in its entirety by the certified EIR for the Clovis Landfill Expansion (SCH # 2002091105); and the Initial Study and Addendum prepared pursuant to Section 15164 of CEQA for the Clovis Landfill Buffer No. 4 SOI update proposal.
7. Determine that the Clovis Landfill SOI update is consistent with the 2014 Clovis General Plan.
8. Revise the City of Clovis sphere of influence to include 447 acres of the Clovis Landfill as depicted in Figure 2 of this addendum.