

**DRAFT**

**CITY OF REEDLEY**

**MUNICIPAL SERVICE REVIEW AND  
SPHERE OF INFLUENCE UPDATE**

Report to the  
Fresno Local Agency Formation Commission

MSR- 20–01 / RSOI-195

Prepared with the assistance of  
the City of Reedley  
and  
4Creeks, Inc.

Reviewed by:  
David E. Fey, Executive Officer  
George W. Uc, Senior Analyst  
Juan Lara, Analyst II  
Amanda Graham, Commission Clerk  
2607 Fresno Street, Suite B  
Fresno, CA 93721

**21-day Public Review Period:**  
**March 18, 2020 through April 7, 2020**

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# Profile: City of Reedley

## Contact Information

**City Manager:** Nicole R. Zieba, City Manager  
**City hall address:** 1733 9<sup>th</sup> Street  
Reedley, CA 93654  
**Phone:** (559) 637-4200 extension 211  
**Office hours:** 8:00 a.m. to 5:00 p.m. Monday – Friday  
**Website:** <http://www.reedley.com/>

## Management Information

**Incorporation date:** February 18, 1913  
**Enabling act:** Government Code Title 4 (Government of Cities)  
**Organized as:** General Law City

**Governing body:** Five City Council Members are elected by defined council district boundaries within the City; among themselves, a Mayor and Mayor Pro-tem are selected to serve 2-year terms; Council Members have staggered four-year terms.

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

### **Council members:**

<b>Name</b>	<b>Council District</b>	<b>Current Term</b>
Frank Piñon, Mayor	1	December 2016 - December 2020
Mary Fast, Mayor Pro Tem	2	December 2018 - December 2022
Robert Beck	3	December 2016 - December 2020
Ray Soleno	4	December 2018 - December 2022
Anita Betancourt	5	December 2016 - December 2020

**City Council meetings:** On the second and fourth Tuesday of each month, 7:00 p.m. at City Council Chambers

**Staffing:** 124 Full-time employees

## Service Information

**Population served:** 26,666  
**Incorporated limits:** 3,535 acres  
**Sphere of influence:** 4,760 acres  
**Proposal:** add 178 acres into the Reedley SOI (see Figure 2)

## Fiscal Information

**Budget:** \$38.5 million (FY 19-20)

## Administrative Policies

**Policies/Procedures:** Yes      **General Plan:** Reedley 2030 General Plan  
**Reedley Municipal Code:** [https://www.sterlingcodifiers.com/codebook/index.php?book\\_id=564](https://www.sterlingcodifiers.com/codebook/index.php?book_id=564)  
**Previous SOI update:** 2012      **Vision Statement:** Yes

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## Preface

This Municipal Services Review ("MSR") is prepared by the Fresno Local Agency Formation Commission ("LAFCo" or "Commission") to examine the municipal services provided by the City of Reedley in support of an action by LAFCo on the Reedley sphere of influence ("SOI").

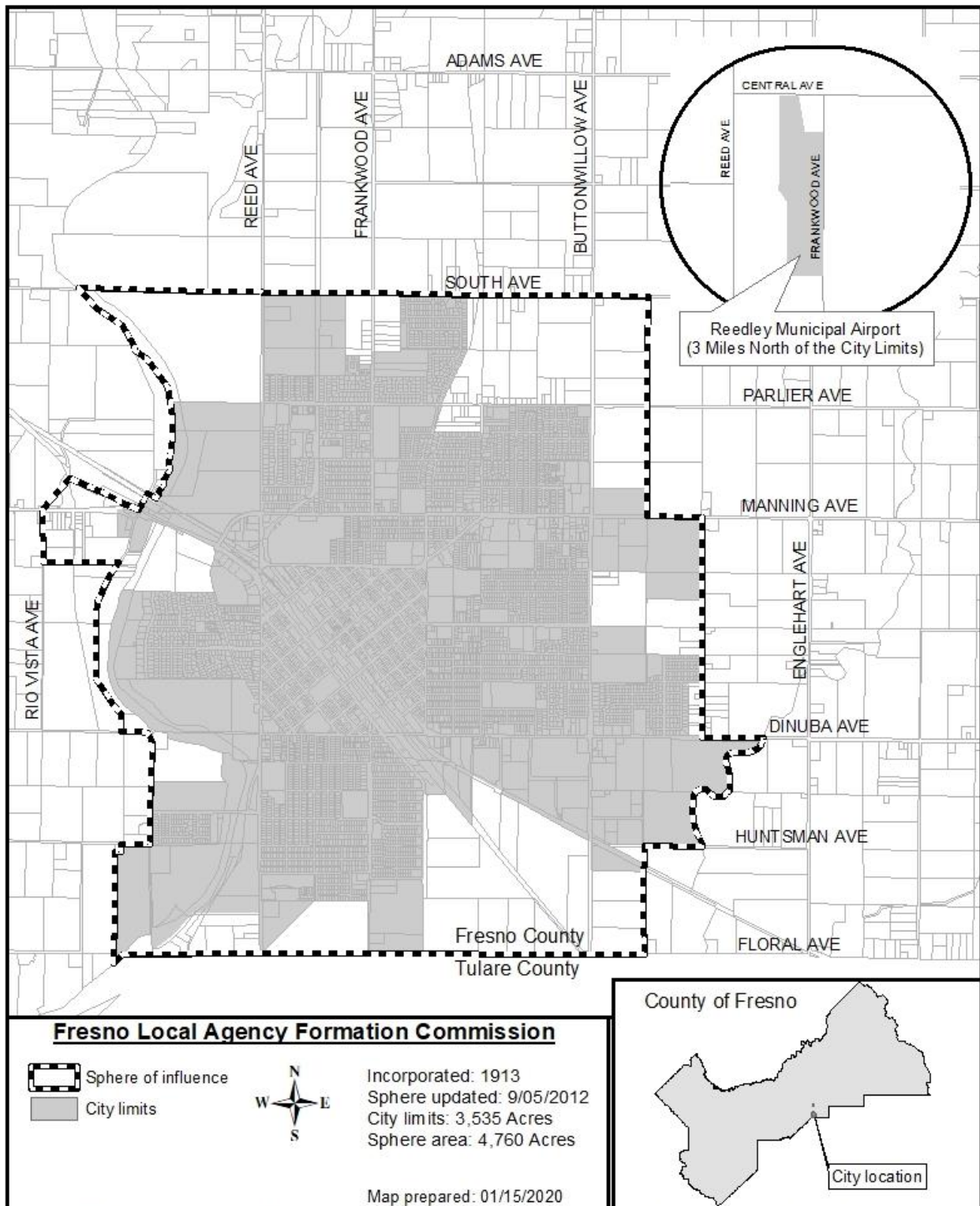
This MSR examines the following items and municipal services provided by the City:

- Governance and Accountability
- Agency Finances
- Growth and Population Projections
- Agriculture Preservation
- Disadvantaged Unincorporated Communities
- Airport Facilities
- Fire Protection Services
- Law Enforcement
- Solid Waste Services
- Parks and Recreation Services
- Street Maintenance
- Water Service
- Wastewater Service
- Public Transportation
- Shared Facilities

## Credits

Reedley staff provided a substantial portion of the information included in this document, including annual budgets, financial statements, various master plans, and assisted LAFCo staff to complete the MSR worksheet. LAFCo extends its appreciation to those individuals at the City of Reedley (Community Development Director Rob Terry and Associate Planner Ellen Moore), Reedley's consulting firm 4Creeks Inc., and staff of the State Water Resources Control Board Division of Drinking Water–Fresno District Office, and the California Regional Water Quality Control Board–Central Valley Region for providing information, supporting documents, and their valuable assistance in the development of this MSR update.

Figure 1. Reedley city limits and sphere of influence



Document path: G:\LAFCO WORKING FILES\GIS Layers and Maps\00-LAFCo Maps\Cities\Reedley\Reedley\_092319\_Portrait.mxd



Figure 2. Proposed Reedley sphere of influence update





Figure 3. City of Reedley 2030 General Plan Land Use Element Map

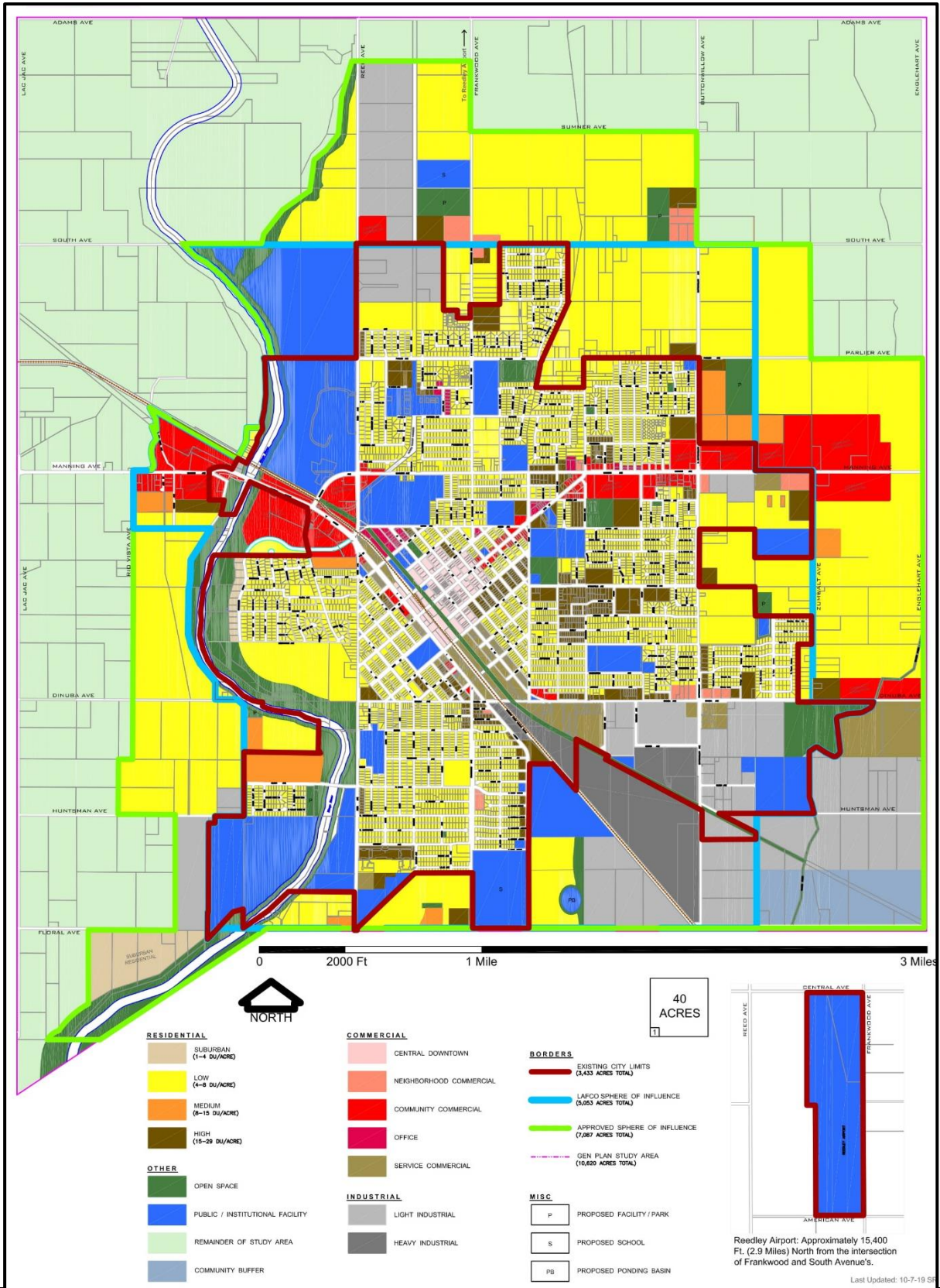




Figure 4. Frankwood-South Avenues, Vicinity Map

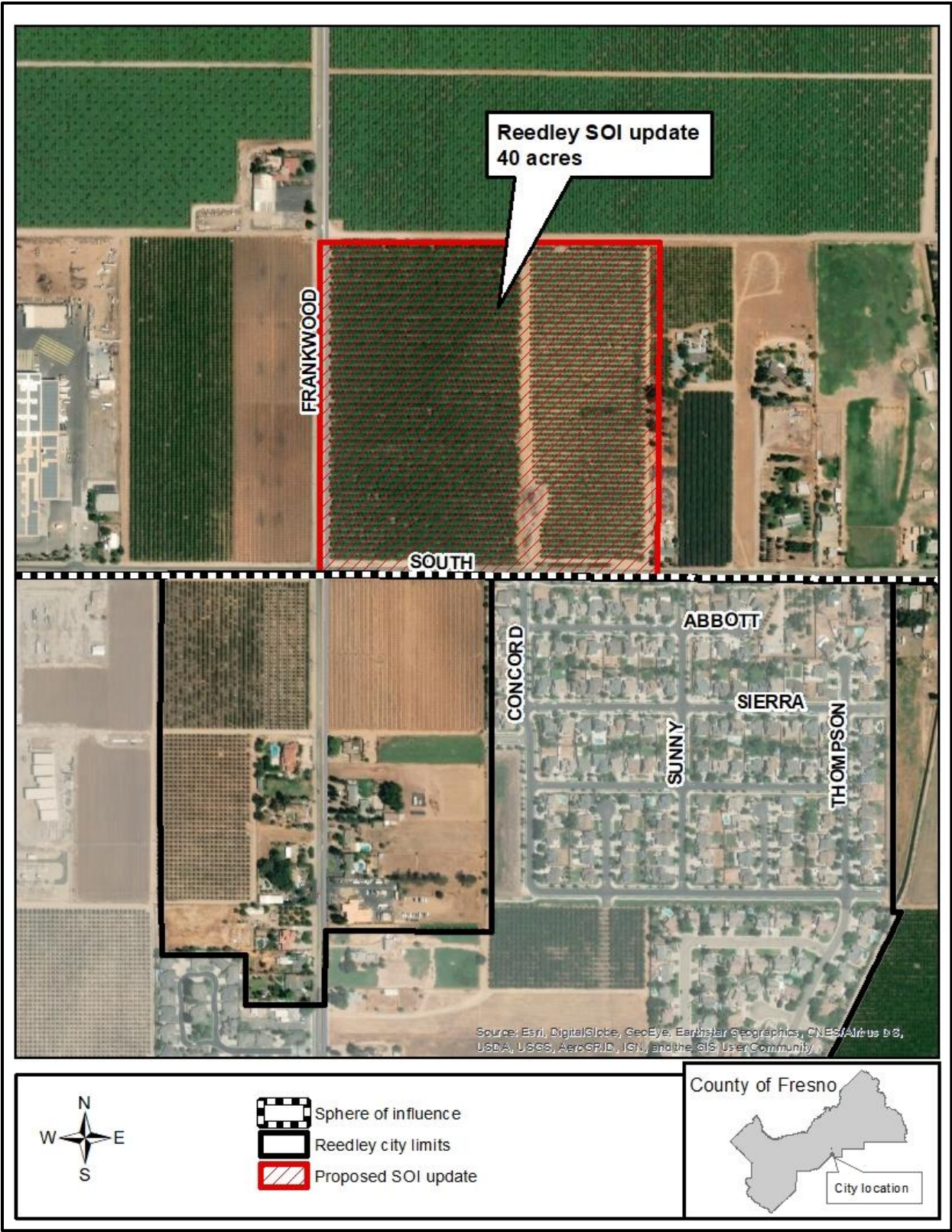
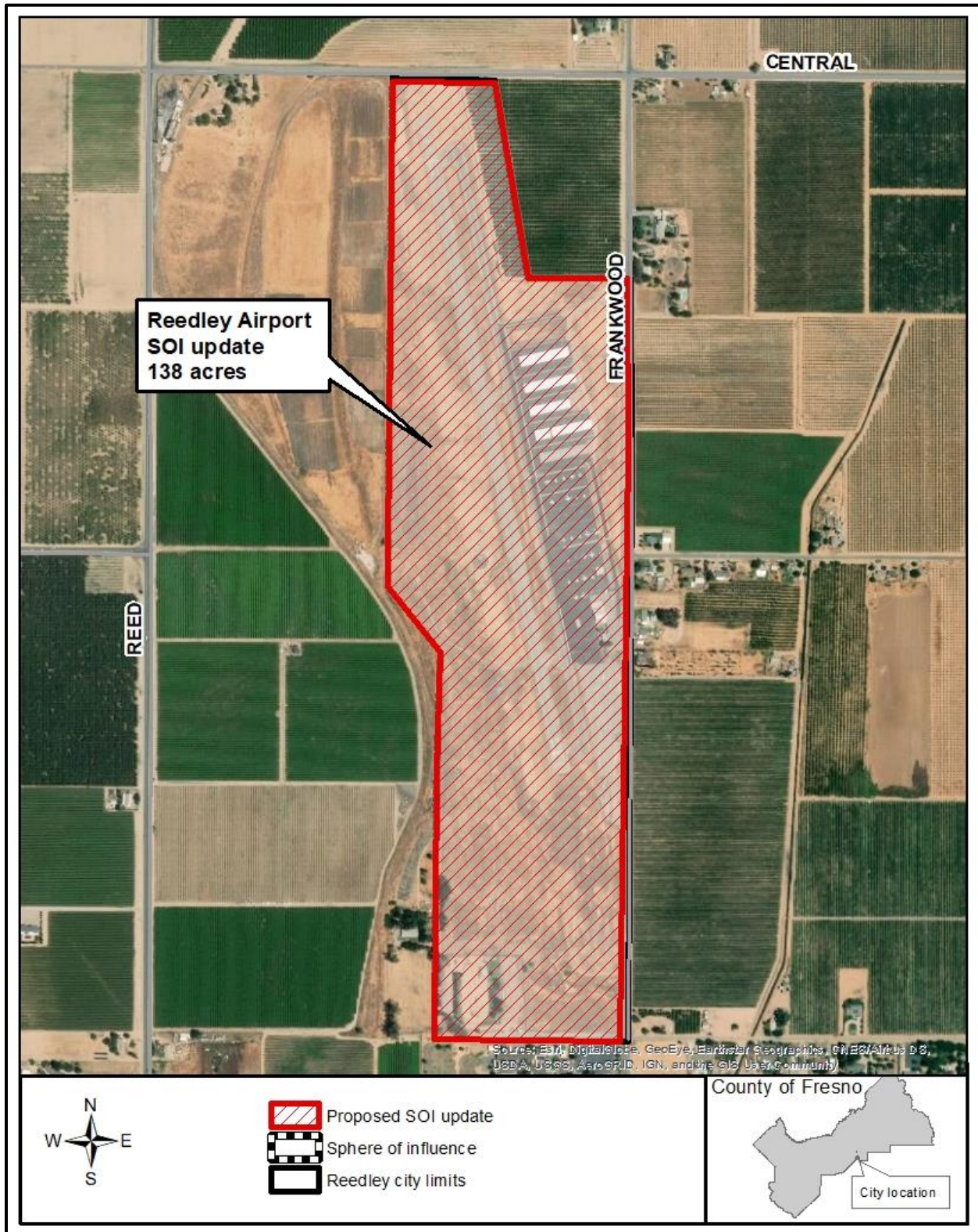




Figure 5. Reedley Municipal Airport, Vicinity Map



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## **EXECUTIVE SUMMARY**

### **Purpose of this Municipal Service Review**

This MSR has been prepared in response to the City of Reedley's Frankwood-South sphere of influence ("SOI") update application filed with Fresno LAFCo on September 6, 2019. This MSR presents data and analysis in support of the Commission's determinations pursuant to Government Code ("GC") secs. 56425 and 56430. This MSR evaluates the City's municipal services, existing development and service policies, and financial practices in place to provide public services into the existing and proposed SOI over the next 20 to 25 years.

### **Reedley Sphere of Influence and Proposed Update**

In 2012, LAFCo updated the 2007 Reedley SOI and expanded the Reedley SOI by 37 acres to allow for the annexation and development of the Central Valley Transportation Center located near the intersection of South Apple Avenue and East Huntsman Avenue. The current Reedley SOI has been preserved in its current form for eight years.

Overall, approximately 74 percent of the land identified within the Reedley SOI has been annexed into the City. As of September 2019, Reedley's corporate limits encompass approximately 3,535 acres within the 4,760-acre Reedley SOI.

In 2019, Reedley filed a request with LAFCo to pursue a 40-acre expansion of the Reedley SOI along with concurrent annexation to accommodate planned urban land uses. Prior to submitting an application to LAFCo, the City studied its 2030 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 City growth. The Reedley City Council approved its General Plan Amendment Application No. 2017-01, which amended the planned land use designation of a 40-acre parcel from 20 acres of Low Density Residential and 20 acres of Medium Density Residential to three acres of Neighborhood Commercial and 37 acres of Low Density Residential.<sup>1</sup>

The 40-acre property is located immediately north of the city limits and the Reedley SOI, north of South Avenue and east of Frankwood Avenue.<sup>2</sup> Existing land uses consist of agricultural operations and the parcel is zoned County AE-20 (Exclusive Agriculture). This portion of the proposed Reedley SOI update represents one percent (1%) growth of the Reedley SOI.

During the preparation of this MSR, LAFCo staff observed that the noncontiguous, 138-acre Reedley Municipal Airport had not previously been included in the Reedley SOI. Given that the property is physically developed for the purposes of aviation, and the City owns and has investment in the territory, and envisions future facility expansions, it is appropriate to depict the Reedley Municipal Airport within the updated Reedley SOI. The Reedley General Plan designates the airport facility as existing public/institutional facility. A SOI determination for the Reedley Municipal Airport facility is consistent with the City's planned land uses and with the adopted 2030 Reedley General Plan. This portion of the

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<sup>1</sup> Reedley City Council on January 8, 2019.

<sup>2</sup> Assessor Parcel Number 363-220-01.

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Reedley SOI update is already in the City’s incorporated limits, and it represents a 2.7 percent growth change to the Reedley SOI.

Overall, this MSR provides information and analysis supporting a 178-acre expansion of the Reedley SOI comprised of the Frankwood-South territory and the Reedley Municipal Airport. In total, the recommended Reedley SOI update would increase by 3.7 percent. Though the City does not seek an SOI expansion beyond the affected territories at this time, it anticipates future SOI updates will occur in accordance with the Reedley General Plan in an appropriate and efficient scale and manner.

By virtue of this MSR’s extensive assessment of municipal services and the service plans that are intended to accommodate growth envisioned by the Reedley General Plan, this MSR may be used by LAFCo as a platform for future SOI updates.

## **Communities of interest relevant to the Reedley SOI**

Pursuant to GC sec. 56425, this MSR considers potential communities of interest within the proposed SOI and concludes that there are no communities of interest beyond the current or proposed SOI update.

## **California Environmental Quality Act (CEQA)**

A MSR collects and analyzes data in support of future LAFCo actions and therefore is exempt from environmental review. However, the MSR supports Reedley’s request for an update to the Reedley SOI that is consistent with Reedley’s 2030 General Plan. The 2030 Reedley General Plan provides a vision for future growth using a 25-year planning horizon, and the Reedley General Plan land use diagram designates planned land uses for the proposed Reedley SOI update.

On February 25, 2014, the Reedley General Plan was approved and its final environmental impact report (“EIR,” SCH No. 2010031106) was certified by a unanimous vote of the Reedley City Council. The Reedley General Plan EIR identifies LAFCo as a Responsible Agency. The Reedley General Plan envisioned phased SOI updates to facilitate outward City growth through year 2030. Furthermore, the City recognized that periodic amendments to the Reedley General Plan may be necessary to reflect changes in the economy, social characteristics, and development patterns, or to address emergent variables during the life of the General Plan.

The Reedley General Plan designates the existing Reedley Municipal Airport site, 138-acres, as public / institutional facility. Inclusion of the Airport facility to the Reedley SOI would be consistent with the environmental analysis prepared for the 2030 Reedley General Plan.

In 2018, the City amended the Reedley General Plan land use designation for the Frankwood-South SOI parcel to 37 acres planned for low density residential and three acres for neighborhood commercial land uses. Within the 37 acres, the City expects to develop a ponding basin less than 1.6 acres in size to capture storm water runoff within the subdivision.

The City prepared an Environmental Assessment (EA) 2017-1 for the Frankwood-South SOI update and annexation of the affected territory.<sup>3</sup> The EA 2017-1 provides additional environmental analysis

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<sup>3</sup> Assessor Parcel Number: 363-220-01.



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subsequent to the certified EIR prepared for the 2030 Reedley General Plan and assesses the environmental impacts of the proposed SOI update and annexation of the 40-acre proposal.

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 Reedley SOI update application:

- **Reedley Environmental Assessment (EA) 2017-1**, the EA assessed the environmental effects of the proposed Reedley SOI update, Frankwood-South Reedley SOI update (Fresno County Clerk File #E201910000003).
- **Reedley General Plan Amendment Application No. 2017-1, Reedley**: reclassified the 40-acre parcel from 20 acres of low density residential and 20 acres of medium density residential to be reclassified as 3 acres of neighborhood commercial and 37 acres of low-density residential land uses.
- **Reedley Change of Zone Application No. 2017-1**: The City Council approved the pre-zoning of a 40-acre parcel from agricultural use (AE-20) within Fresno County to 3 acres of neighborhood commercial and 37 acres of R-1-6 single family residential consistent with the General Plan Amendment Application No. 2017-1.
- **Tentative Subdivision Map No. 6178 (Frankwood Commons)**: the City Council approved the subdivision and street dedications/improvements to the City. Tentative Subdivision Map No. 6178 will be developed into a 150 single family residential lot subdivision, one three-acre lot for commercial uses, one 1.60-acre lot for a storm water drainage basin.
- **City of Reedley 2030 General Plan Draft and certified Final EIR (SCH No. 2010031106)**: On February 25, 2014, the Reedley General Plan was approved and its final EIR was certified by the Reedley City Council.

As a responsible agency, LAFCo considered the certified Reedley General Plan EIR and EA 2017-1 prepared for the Frankwood-South SOI update for its review and update of the Reedley SOI update.

## **LAFCOs and Municipal Service Reviews**

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 demand, many new local government agencies were formed, often with little consideration as to the ultimate governance structures in a given region, and existing agencies often competed for expansion of their service areas. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, duplicated services, 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.

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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 Commission. There is an alternate Commissioner 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 January 2020, 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 – vacant
- City Council members, appointed by the City Selection Committee
  - Ron Lander, City of Coalinga
  - Daniel Parra, City of Fowler
  - Scott Robertson, alternate, City of Selma
- Public members, appointed by County/City Commissioners
  - Mario Santoyo, LAFCo Chair, 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 to assess and evaluate local agencies. These reports are described more fully as follows.

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## 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."<sup>4</sup>

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 purposes. 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 via dissolution. 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, redundancies, 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.<sup>5</sup> 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."

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<sup>4</sup> Little Hoover Commission, 2000, page 24.

<sup>5</sup> The Commission on Local Governance for the 21<sup>st</sup> Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

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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 structure 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.

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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 for a local agency. 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**

For the City of Reedley, the MSR process involved the following steps:

- Outreach: LAFCo outreach and explanation of the service review program.
- City of Reedley: 2019 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) and 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 this MSR to evaluate the City's application for the Reedley SOI update. This report contains information about Reedley's governmental structure and the municipal services it provides within the Reedley SOI. LAFCo is not required to initiate any boundary changes based on service reviews. However, LAFCo, other local agencies (including the cities, special districts, school districts, and the County), and the

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public, may use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries.

GC sec. 56375(a) gives LAFCo the authority 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);
- Reorganization that includes any of the above.

LAFCo may also use the information presented in the MSR in its evaluation of future proposals for annexations or extensions of services beyond an agency's jurisdictional boundaries or for proposals to update or revise the 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 Reedley.

### **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 policies assist LAFCo with the preparation of MSR updates. 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:<sup>6</sup>

- 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.

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<sup>6</sup> Fresno LAFCo Policy Manual Section 107-04.



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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.

## **Spheres of Influence**

The Commission is charged with developing and updating the SOIs for each city and special district (collectively known as “local agencies”) within the County. An SOI is LAFCo’s plan for that agency’s probable future boundary and service area. Spheres of influence are planning tools 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 SOI of the affected local agency affected by that determination; for example, territory may not be annexed to a local agency unless it is within the SOI of that agency. In other words, the SOI defines where and what changes of organization (e.g. annexation, detachment, dissolution, and consolidation) may be considered. If and when a change of organization is initiated, LAFCo law and local policy enumerate a clear process to be followed leading up to a Commission decision. 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.

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 changes to particular local 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;
- 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.

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## City of Reedley Overview

Civil war hero Thomas Law Reed settled in the area now known as Reedley to provide wheat for Gold Rush miners in the mid-1800s. His donation of land for a railroad station site established the town as the center of the Valley's booming wheat business.<sup>7</sup>

Railroad officials commemorated his vision by naming the City of Reedley ("City" or "Reedley") in his honor. When the mining industry began to fade, wheat demand slackened. Kings River water was diverted for crop irrigation, and the region began its tradition of bountiful field, tree, and vine fruit harvests.

With water and railroad services in place, farming families of European immigrants were recruited, and Reedley was incorporated in 1913. Reedley is located between the State's coastal mountain ranges and the Sierra Nevada Mountains. Reedley's geography is primarily flat land with the Kings River flowing through the western portion of the City.

Reedley does not share any common boundaries with other cities. The City is situated in the south-central portion of Fresno County, approximately three miles east of the City of Parlier and approximately 1.5 miles northeast of the City of Dinuba in Tulare County. The City is located approximately 25 miles southeast of City of Fresno.

Manning Avenue is an east-west four-lane arterial street that connects the City with State Route 99 ("SR 99") 12 miles west of Reedley. Similarly, Reed Avenue is a north-south two-lane arterial that connects the City to SR 180 eight miles north of the City. Both roadways are the City's primary access points and they are heavily used by local, regional, and national residents, travelers, and motor carriers. In addition, the City is located near the Tulare Valley Railroad and the Southern Pacific Railroad lines.

As of May 2019, California Department of Finance estimated that City's population totaled 26,666 residents, making Reedley the fourth largest City in Fresno County based on population estimates. Based on its incorporated acreage, Reedley is the sixth largest City in the County.

The first Reedley SOI was established by LAFCo in 1974 and later updated in 1982. The Reedley SOI has since been revised three times in 1994, 2007, and 2012. Approximately 74 percent of the land identified within the Reedley SOI has been annexed into the City. Reedley's corporate limits encompass approximately 3,535 acres within a LAFCo approved 4,760-acre Reedley SOI.<sup>8</sup>

The Reedley SOI follows South Avenue on the north, Buttonwillow Avenue and Zumwalt Avenue to the east, the Fresno-Tulare County lines along the south, and generally follows the Kings River to the west.

Since its 1913 incorporation, the City has had 112 annexations between 1942 through 2019. With the exception of the Reedley Municipal Airport, Reedley's city limits are uniform; there are no unincorporated islands or peninsulas at the fringe of the City limits. The Reedley Municipal Airport, a public facility, is located on a non-contiguous parcel approximately three miles north of the City on land owned by the City.

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<sup>7</sup> City of Reedley General Plan, 2014.

<sup>8</sup> As of September 18, 2019.

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Reedley has comprehensively updated its General Plan four consecutive times; in 1964, 1977, 1991, and most recently in 2014. Over the course of the various General Plans, the City's growth plans have been conservative by policy and the City has focused urban growth inward and away from prime agricultural land. Due to the constraints associated with extending infrastructure across the Kings River, the City limits have rarely been expanded to the west. Furthermore, because LAFCo Law prohibits a City from annexing territory in another county, opportunities for Reedley to grow south are constrained by the Fresno-Tulare County line. LAFCo notes that for the next 20 to 25 years City growth is likely to occur north, east, with limited opportunities to the west as indicated earlier.

In 2019, the City filed an application with LAFCo requesting a 40-acre expansion of the Reedley SOI to accommodate much needed land for planned single-family residential and community neighborhood land uses. The City has submitted to LAFCo the necessary documents including but not limited to, all City approved land use entitlements for the Frankwood-South SOI update and supporting certified environmental analysis for the proposed SOI update.

The City intends to submit future applications to LAFCo to incrementally expand the Reedley SOI to its ultimate area to accommodate future growth of the City as identified by the Reedley General Plan. Prior to such applications, pursuant to GC sec. 56425, the City will work with the County to formally identify the areas that are to be considered for future SOI updates. Annexation and development of the Reedley SOI will depend on market demand and consistency with the Reedley General Plan, but it is expected to meet the City's future growth for the next 20 years. As planned, Reedley SOI expansion will help accommodate the City of Reedley's RHNA allocations and further implement Reedley General Plan goals and policies.

## **City Governance Structure**

A five-member City Council elected by their respective council district governs the City of Reedley. The City Council appoints a City Manager who is responsible for the day-to-day operations of the City. The City Manager is assisted by 124 full-time equivalent employees that manage a wide variety of professional and technical municipal and support services.

## **City-County Memorandum of Understanding**

As prescribed by GC sec. 56425(b), the City and County representatives convened to discuss the proposed SOI update; additionally, both agencies reached a formal agreement by the way of a Memorandum of Understanding ("MOU") on the proposed Reedley SOI update.

On September 26, 2017, the County of Fresno Board of Supervisors executed the first Amendment of the Amended and Restated MOU between the County of Fresno and City of Reedley regarding standards for annexation and the addition of 120 acres of the addition growth area to the potential Reedley SOI.

During the preparation of this MSR, City officials informed LAFCo that although the recently amended County-City MOU provides for a potential SOI expansion of 120 acres (essentially comprising three 40-acre areas, and not including the municipal airport SOI), the City's request to LAFCo only accounted for the 40-acre Frankwood-South SOI update.

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Although LAFCo is not a party to the County-City 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.

City informed LAFCo that there are no active Williamson Act Contracts within the areas requested to be included in the updated Reedley SOI.

## **City Services and Issues Evaluated in MSR**

This MSR examines the following City services:

- Governance and Accountability
- Agency Finances
- Growth and Population Projections
- Agriculture Preservation
- Disadvantaged Unincorporated Communities
- Airport Facilities
- Fire Protection Services
- Law Enforcement
- Solid Waste Services
- Parks and Recreation Services
- Street Maintenance
- Water Services
- Wastewater Collection and Treatment
- Public Transportation
- Shared Facilities

In addition to the services that the City provides, the following local agencies provide services to Reedley residents:

- Sierra Kings Health Care District
- Consolidated Mosquito Abatement District
- Fresno County Library District
- Central Valley Pest Control District
- West Fresno County Red Scale Protective District
- Reedley Cemetery District
- Kings Canyon Unified School District
- State Center Community College

Special districts that provide services to parcels located outside the City limits and within the Reedley SOI are:

- Alta Irrigation District
- Consolidated Irrigation District
- Fresno County Fire Protection District
- Kings River Conservation District
- Sierra Resource Conservation District

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# 1. Governance and Accountability

Well-managed organizations routinely evaluate their services, service plans, assess performance levels, and regularly look for ways to improve their service delivery. Reedley, for example, relies on several benchmarks to track each department's productivity. This section of the MSR examines the City's governance structure, boards and commissions, departments, planning documents, and existing practices that support its local governance and accountability.

## Reedley's Mission Statement

The Reedley mission statement provides guidance for the implementation of the 2030 Reedley General Plan and its promise to its residents. Reedley's mission statement reads,

*"We, the members of the Reedley City Council and the employees of the City of Reedley, foster a high quality of life for our entire community by creating an environment of open communication, progressive partnerships, economic opportunities and the delivery of efficient, responsive and excellent community services."*

The City's mission statement is reviewed every few years by the Reedley City Council during the development of the City's annual budget. The purpose of the mission statement is to communicate the most desirable qualities that prevail in Reedley's future, to build on the City's current values and opportunities, and inspire its citizens to achieve the community's highest potential.

## Reedley City Council

The Reedley City Council carries out its responsibilities through the implementation of the Reedley General Plan, Reedley Municipal Code, the annual budget, and other state laws. During the development of each annual budget, the City Manager keeps the City Council apprised on existing service levels, service demands, and future service needs of the City.

The City of Reedley is a general law city with a "council-manager" form of government. The City is governed by a five-member elected council, each representing a geographically defined district within the City. City elections are held every two years to fill council member seats for 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, a mayor is elected in a general election 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.

Council members receive a monthly base salary of \$150 per month for their meeting attendance. The City Council is accountable to the residents of the City. A depiction of the five council district boundaries is shown on Figure 1-2.

The City Council meets the second and fourth Tuesday of each month at 7 p.m. at the Reedley City Council Chambers located at City Hall at 1717 9<sup>th</sup> Street, Reedley. Regular council meetings are open to the public and residents are encouraged to attend and participate in the City's decision-making process. An opportunity to address the City Council on items not listed on the agenda is provided on each meeting agenda to allow residents to interact with the City Council. If a member of the public desires to formally present to City Council, the person is encouraged to contact the City Clerk in advance to coordinate



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possible meeting dates. Meetings are noticed consistent with Brown Act requirements, which include posting meeting information in public places 72 hours prior to each scheduled meeting.

Reedley City Council meetings are streamed live to the public through the City's website at [http://www.reedley.com/government\\_meetings/?p=city\\_council](http://www.reedley.com/government_meetings/?p=city_council). The City Council meeting agendas, minutes, and related staff report information are posted on the city website 72 hours prior to each meeting. The City Clerk also provides hard copies of meeting agenda information available for public review at the Clerk's Office.

The City's website provides City Council meeting agendas, minutes, and supplemental information dating from 2009 up to current date. Service requests, comments, and complaints may be submitted through phone calls, email, letters, and in-person to the City Council, department heads, or the City Manager. The City's website provides contact information for each major City department.

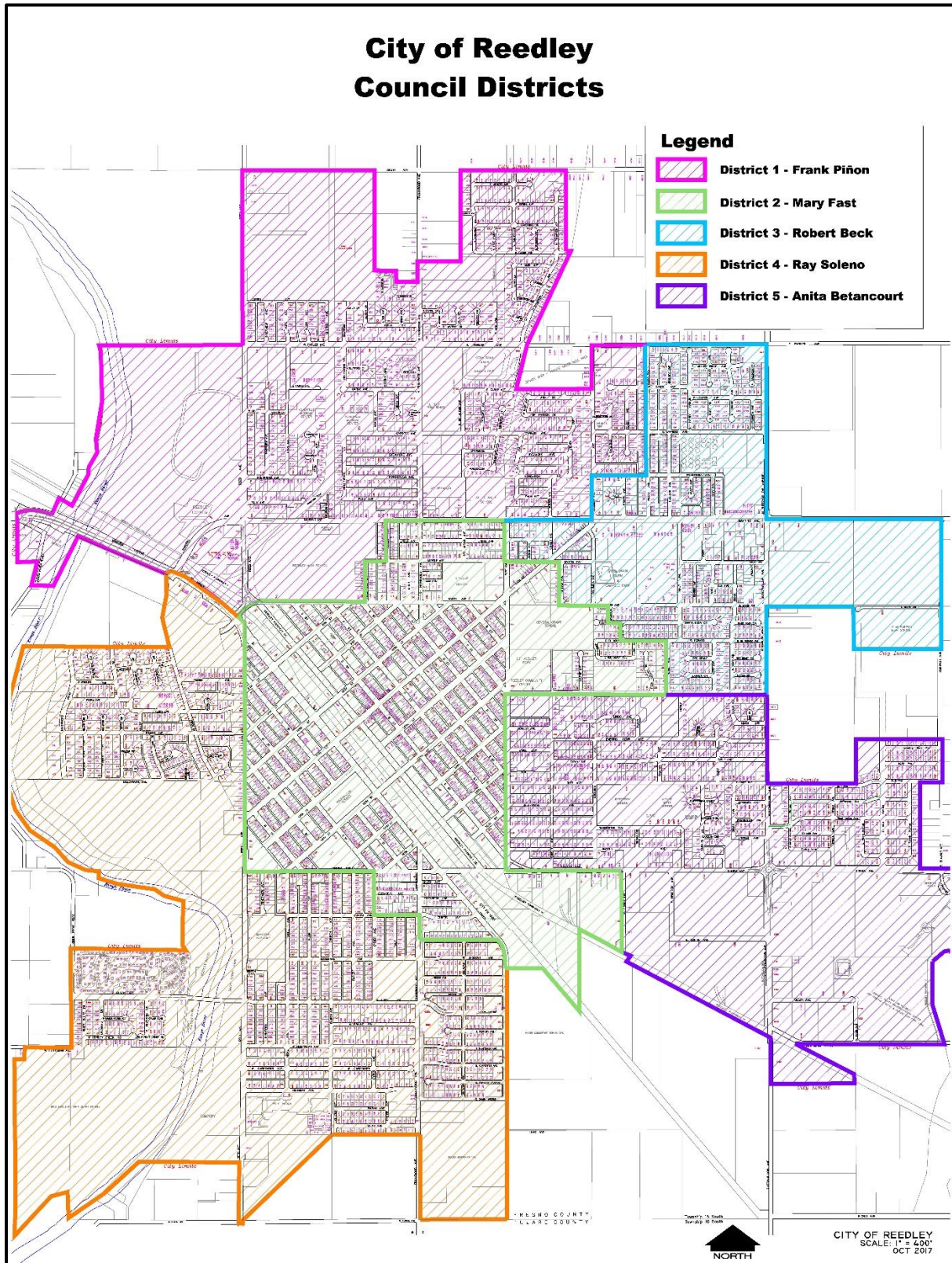
**Figure 1-1. City of Reedley Governing Body**



*(left-to-right: Mary Fast, Frank Piñon, Anita Betancourt, Ray Soleno and Robert (Bob) Beck)*

The Reedley City Council may create a board, a commission, or a committee of the Council, or other body of the City by ordinance, resolution, or other formal action of the Council. There are currently eight (8) boards, committees and commissions created by the Council and serving many areas of the City's day-to-day life and business. They provide a platform for public involvement in the governmental process. Legislative bodies created by the Council report to the City Council and are subject to the Brown Act.

Figure 1-2. City Council Districts Map



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## **Commissions and Committees**

The Reedley Municipal Code authorizes the Mayor to nominate eligible individuals to be considered for official appointment by the City Council to serve on the Reedley Planning Commission, Measure G Oversight Committee, Community Services Commission, Traffic Safety Commission, Airport Commission, Redevelopment Agency, Disaster and Defense Council, or the Streetscape Maintenance Committee. Legislative bodies created by the Council, pursuant to Title 2 of the Reedley Municipal Code, report to the City Council and each board is subject to the Brown Act.

The City of Reedley's website provides additional information on each board's responsibilities, application information for potential candidates, and respective meeting information packets including but not limited to notices, agendas, and minutes for each of the eight boards. These eight boards are summarized as follows.

### **Reedley Planning Commission**

The Reedley Planning Commission is a permanent board made up of five city residents who have been recommended for appointed by the Mayor and approved by the City Council to review, advise, and act on matters related to land use planning and development of the City. Planning Commissioners are appointed to four-year terms with two of the five terms ending on the same even-year and the other three terms ending on the following even year.

Commissioners serve at the pleasure of the Council, so Planning 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.

In the event that the Planning Commission functions as the decision-making body its decisions can be appealed to the City Council. When the Planning Commission serves as a reviewing body, its recommendations are forwarded to the City Council for final action. The City Council may decide to 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 Reedley Community Development Division. Planning Commission meetings are held on the first and third Thursday of each month at 5:00 p.m., in the Reedley Council Chambers at City Hall, at 845 "G" Street.

### **Measure G Oversight Committee**

The Reedley Measure G Oversight Committee is a permanent committee made up of five individuals, each representing a council district, who have been recommended for appointed by the City Mayor and approved by the City Council to review, advise, and act on matters related to the Public Safety Sales Tax Expenditure Plan which is incorporated in the City's Budget.

Each Committee member must be a resident of the City and should remain a resident on the City while serving on the Committee. Each Committee member is appointed to a four-year term, with two of the five



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terms ending on the same even-year, and the other three terms ending on the following even year. Each Committee member's term coincides with their respective Council member's term. Committee members serve at the pleasure of the Council, so membership may occasionally change in response to changes in the Mayor or City Council membership.

The Measure G Oversight Committee works closely with Reedley the City Manager's Office, Public Works Department, Police Department, and Fire Department. Committee meetings are held once or twice a year on the second Wednesday during the month of April and/or May on an "as needed basis" at 6:00 p.m. in the Reedley Council Chambers at City Hall, at 845 "G" Street.

### **Community Services Commission**

In 2017, the City merged its former Commission on Aging Parks and Recreation with the Community Services Commission. The Community Services Commission is made up of seven individuals, each who have been recommended for appointed by the Mayor and approved by the City Council to advise the City Council on all matters involving public parks, recreation, youth and senior programs within the City. Commissioners are required to be permanent residents of the City, though up to two commissioners may reside outside the City limits but within the Reedley SOI.

The Community Service Commission also has a youth representative seat that provides an opportunity for local high school students to participate in Reedley's local governance process. The youth representative seat is intended to improve communication between the Commission and the various local youth programs, facilities, and youth sports activities provided or planned by the City.

Each Commission member is appointed to a three-year term, with three of the seven terms ending on the same even-year, and the other four terms ending on the following odd-year. Commission members serve at the pleasure of the Council, so membership may occasionally change in response to changes in the Mayor or City Council membership.

The Commission works closely with Reedley the City Manager's Office and Community Services Department. Commission meetings are on the fourth Thursday every odd month, at 4:30 p.m. in the Sierra Room at the Reedley Community Center, 100 East Avenue, Reedley.

### **Traffic Safety Commission**

In 1994, the City Council created the Traffic Safety Commission. The Traffic Safety Commission is a permanent board made up of five individuals who have been recommended for appointed by the City Mayor and approved by the City Council to review, advise, investigate on matters related to traffic safety, vehicular parking restrictions, implementation of Reedley's school traffic safety program, and may review, approve, or deny encroachment permits.

Commission members consist of the City's Police Chief, a Kings Canyon Unified School District representative, and three city residents who are appointed at-large to three-year terms, with two of the three terms ending on the same even-year, and the other one term ending on the following odd-year.

The Commission works closely with the City's Engineering Department. Commission meetings are on the second Thursday of every other month, at 6:00 p.m. in the Reedley Council Chambers at City Hall, at 845 "G" Street, Reedley.

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## **Airport Commission**

The Reedley Airport Commission is a permanent board made up of five individuals who have been recommended for appointed by the City Mayor and approved by the City Council to review, advise, and act on all matters related to the airport's operation, airport planning guidelines, evaluate the airport's community needs, to create programs and policies for the development of the airport, engage with other airport locations, and to retain prospective aviation programs and or firms on behalf of the City.

Airport Commissioners are appointed to three-year terms, with two of the five terms ending on the same year, and the other three terms ending on the following odd-year. Airport commissioners are not required to be residents of the City, and 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 Airport Commission functions as an advisory body to the City Council. The Airport Commission works closely with City Clerk's office. Airport Commission meetings are held on the third Thursday of the following months: January, March, May, July, September, and November at 4:00 p.m. in the Reedley Community Center located at 100 N. East Avenue, Reedley.

## **Reedley Oversight Board, formerly known as the Redevelopment Agency**

In 2012, the California State legislature enacted Assembly Bill ("AB") X126 (as amended by AB 1484 and further amended by Senate Bill ("SB") 107, the "Dissolution Act") to dissolve redevelopment agencies ("RDA") formed under Community Redevelopment Law (Health and Safety Code Section 33000 et seq.) ABX126 prohibited RDAs from engaging in new business, established mechanisms and timelines for dissolution of the RDAs, and created RDA Successor Agencies to oversee dissolution of the RDAs and redistribution of RDA assets.

The City's successor agency, known as the Reedley Oversight Board, is a committee made up of eight individuals who have been recommended for appointed by the Mayor with the consent of the City Council. Board members are appointed to two-year terms. Reedley's Oversight Board members consist of residents of the City, representatives of underlying local agencies with taxing authority, and active individuals in the community that are familiar with the City's financial responsibilities.

In 2017, the Oversight Board made its last and final recognized obligation payment on behalf of the former Reedley Redevelopment Agency. Its primary responsibility was to review and approve or disapprove of the recognized obligation payment schedule as adopted and approved by the Successor Agency of the City of Reedley Redevelopment Agency.

The Oversight Board meetings are held on a quarterly basis, tentatively scheduled for the second Thursday of the month at 3:00 p.m. in the Reedley Council Chambers at City Hall, at 845 "G" Street, Reedley. Due to the status of the former RDA activities associated with the Board, this group will hence meet only intermittently and then will be retired.

## **Streetscape Maintenance Committee, Downtown Parking and Business Improvement Area**

In 1986, the City Council adopted a resolution to create the Reedley Downtown Parking and Business Improvement Area for a section of downtown Reedley bordered by 9<sup>th</sup> Street to the northwest, H Street

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to the southwest, 13<sup>th</sup> Street southeast, and F Street to the northeast. The improvement area was formed in accordance with California Streets and Highway Code sec. 36500 *et seq.* which authorizes the City to levy an annual special assessment on parcels located within the improvement area. The revenue collected from the improvement is intended to be used to care, maintain, and replace street trees, shrubs, and public landscaped areas, as well as, to maintain ornamental structures, street furniture, and irrigation systems located in downtown Reedley.

In 1989, the Streetscape Maintenance Committee was formed as a permanent committee responsible to oversee the maintenance and investment of all things related to the Downtown Parking and Business Improvement Area. The Committee is made up of three business owners located within the improvement area, who have been recommended for appointed by the Mayor and with the consent of the City Council to advise, review, and act on matters related to the Business Improvement Area.

Each Committee member is appointed to three-year terms, with two of the five terms ending on the same year, and the other term ending on the following year. The Committee works closely with the City Manager's Office, City Engineering Division, and Public Works Department. Committee meetings are on the fourth Tuesday of every month at 7:30 a.m. in the Reedley Council Chambers at City Hall, at 845 "G" Street, Reedley.

## **City Attorney**

The City attorney is an appointed office established under California law and the Reedley 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. The City contracts its legal counsel services with Lozano Smith Attorneys at Law, a law office based in Fresno.

## **City Manager and Manager's Office**

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 Council works closely with the City Manager, various citizen advisory commissions and committees, and solicits public comments from its residents to make decisions and recommendations to City Council on behalf of its citizens.

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. The City Manager also is authorized to study, draft, and make recommendations for the City Council to consider regarding the City's budget, community goals and policies, major capital projects, long-term community growth strategies, land use decisions, updates to City ordinances, capital improvement plans, financing programs, and strategic plans.

The City delivers municipal services with a combination of staff, contracts with other agencies, and contracts with consultants and/or private contractors. 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. Based

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on their recommendations, the City Manager is authorized to confirm any hire and/or terminate any employee of the City.

The City Manager's cabinet is comprised of two divisions: City Clerk and the City Manager's Executive Administration Team that consists of the seven departments that advise the City Manager on all projects, plans, service needs, and grant funding opportunities. The Executive Administration Team includes the Administration Services Director, Community Service Director, Community Development Director, the City Engineer, Fire Chief, Police Chief, and Public Works Director.

## **City Staffing**

The City of Reedley relies on paid professional and technical staff to conduct the daily business and operations of the City. The City currently employs a total of 124 full-time equivalent ("FTE") personnel assigned to the various following City departments.

### **The City Clerk Division**

There are two full-time staff members in the City Clerk Division: the City Manager and City Clerk. The 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 concerns. The City Clerk facilitates the execution of official and legislative processes, City Council meetings, agendas, minutes, ordinances, resolutions, and contracts, and documents the proceedings of the City's legislative and advising committees.

The City Clerk also manages the proper maintenance and disposition of city records and information consistent with statute. Among 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.

### **The Administration Services Department**

There are eight full-time equivalent staff members and one part-time employee in the City's Administration Services Department. The Administration Director also serves as the Assistant City Manager. The Administration Services Department oversees various city business activities, including City Finances, Utility Billing, Human Resources, Contracts, and Investments. Administration Services Department also provides annual reports, analysis, and other information to the City Council.

### **Community Development Department**

The Community Development Department consists of the Planning Division, Economic Development Program, and the Building Division. Reedley's Community Development Department employs one full-time director, one full-time building inspector/official, one full-time planner, and one full time building permit technician.

The Planning Division is responsible for the City's current and long-range planning efforts. The Division's responsibilities include land use entitlements, review of residential subdivisions, site plans, multi-

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residential developments, environmental review, conditional use permits, conducting community meetings, and updating the zoning ordinance.

The Economic Development Division is responsible for attracting local investments, retaining small start-up business or large scale industrial or commercial investors, and working with potential City clients. The Economic Development Division is a partner with the Greater Reedley Chamber of Commerce (which now includes the Reedley Downtown Association). The Division also prepares and maintains statistical and demographic studies for the City.

The Building Division is responsible for the review, inspection, and issuance of all construction permits to the general public. The certified inspectors and plan examiners review proposed projects and determine whether they meet the California Building Code. 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, prior to issuing occupancy permits. The Building Division has developed standard plans and guidelines for minor structures such as patios and sheds. The Building Division also provides building code enforcement services and is authorized to issue citations for city or building code violations.

## **Community Services Department**

The Community Services Department provides a range of services to residents and to other City departments. Reedley's Community Services Department employs nine full-time staff members, and (depending on seasonal needs) may employ up to 83 seasonal part-time employees to meet the programming needs of the community. The City also offers multiple volunteering opportunities for individuals interested in helping the Department.

The Department's services primarily consist of programming social recreational services and activities for children, youth, and senior citizens. The Department partners with other organizations to provide additional opportunities and events throughout the year, including children's and youth sport leagues, holiday parades, and community fairs. The Department oversees the following divisions: Aquatics, Adult Sports, Youth Sports, Enrichments, After School Programs, Community Center, Special Events, Opera House, Senior Programs, Senior Nutrition, Transit and Airport. The Reedley Community Center is located at 100 N. East Avenue in Reedley and is open to the public Monday through Friday from 8:00 a.m. to 5:00 p.m.

## **City Engineering Department**

The City of Reedley Engineering Department ensures that private development meets all city conditions of approval and development standards related to construction and capital development. The Engineering Department also implements the Reedley Community Investment Program, the construction and expansion of new infrastructure, and maintains design of all city infrastructure such as public rights-of-way, water distribution systems, sanitary sewers, storm drain facilities, curbs, gutters, sidewalks, recreational trails, landscaping, street lighting, and traffic signals. The Engineering Department is also responsible to manage improvement projects within the City's landscaping and lighting maintenance community facilities districts. One full-time registered civil engineer, two full-time certified engineers and one full-time administrative assistant staff the Engineering Department.

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## **Fire Department**

The Reedley Fire Department, also recognized as the “Reedley Volunteer 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, and disaster response coordination. The Fire Department also provides emergency response to all emergency calls from the Reedley Municipal Airport. The Fire Department consists of Administration, Emergency Response, Emergency Management, Fire Prevention, Public Education, Training, and Code Enforcement.

Fire protection is achieved through a combination of paid professional fire personnel and community volunteers dedicated to protecting and serving the residents of Reedley. The Fire Department is managed by one full-time Fire Chief, one full-time Battalion Chief, one part-time Chief who is also the Life/Safety/Code Officer, and one part-time Office Assistant. The City relies on 40 trained volunteer firefighters, each assigned to a specific shift to assist with emergency response. Firefighting volunteers are compensated on a “paid-per-call” basis.

## **Police Department**

The Reedley Police Department 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 Reedley Police Department currently employs one Police Chief, 30 sworn officers, and 14 non-sworn professional staff. The Police Department has an active community volunteer program that assists the City to keep service levels high while keeping service costs low. Currently there are 66 trained sworn volunteers that assist the Reedley Police Department. The Police Department consists of 17 units that are identified under three major Divisions: Administrative, Operations, and Support Services.

## **Public Works Department**

The Public Works Department provides water, wastewater collection and treatment, storm water collection, and solid waste services within the City. The Public Works Department also maintains City parks and open space area, street lighting system operating, city vehicles maintenance, building/facilities maintenance, and street maintenance and repair. The Public Works Department consists of 46 full-time employees and 10 part-time employees. A Public Works Department Director oversees the management, reporting, and planning of the following divisions: Water, Wastewater, Solid Waste, Fleet Maintenance, Electrical/Street Lighting, Storm Water, Streets and Parks.

## **Management Practices**

Full-time City employees are evaluated at a minimum of one time per year by their Department Manager after completion of the probationary period. New classified employees are evaluated during the probationary period which is typically within six months of their date of hire. After the probationary period is complete, a new employee is eligible to work full-time as an at-will employee. Under City Policy, each full-time employee is required to participate in ongoing training and education at a minimum of one training course every four months to stay current with industry trends. Each Department Manager tracks their respective employee’s completed training and/or course work and provides necessary

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documentation to update the employees' portfolio. The City Manager is informed on the fulfillment of employee training requirements.

The City makes available both mandatory and option training and educational opportunities. Mandatory training topics for certain employees include anti-harassment and anti-discrimination, ethics, and sexual harassment. The Administration Services Department also offers optional training and workshops covering topics such as customer service, leadership development, work/life balance, basic fundamentals, and legal topics. City employees also have access to hundreds of no-cost self-paced online training courses in subject areas such as the Microsoft Office Suite and Business & Professional Development.

## **Planning Practices**

The Reedley General Plan is the central planning document and provides the City's vision through year 2030. The General Plan consists of five elements that set forth the City's policies for land use, circulation, conservation/open space/parks and recreation, safety, and noise. The General Plan evaluates three specific planning boundaries: City limits, the existing SOI, the Council-approved Expansion Area (the area ultimately forecast by the General Plan for the Reedley sphere of influence but not yet approved by LAFCo). The Reedley General Plan guides land use decisions that shape development of the City by establishing policies for the general distribution, location, and extent of present and future land uses.

The City's authority to regulate the use of land extends only to properties within its corporate boundary, known as the city limit. Outside of the city limit, but within the Reedley SOI, the General Plan is not limited to only providing guidance for future development and the scope of services; it also establishes the evidentiary basis for the Reedley SOI which is LAFCo's plan for the probable physical boundaries and service area of the City.

Other significant City planning documents include:

- 2015-2023 Multi-Jurisdictional Housing Element (5<sup>th</sup> Cycle)
- City of Reedley 2010 Urban Water Management Plan
- 2014 Integrated Master Plan for Potable Water, Sanitary Sewer, and Storm Drainage
- Reedley Sports Park Master Plan
- 2015 Reedley Development Impact Fees
- 2015 City of Reedley Climate Action Plan
- 2018 Bicycle and Mobility Plan
- SCADA System Master Plan
- Reedley Airport Master Plan 2020
- Emergency Operations Plan for Disasters and Terrorism – City of Reedley
- Public Works Department Strategic Plan FY 2015-2017
- 2013 ADA Self Evaluation and Transition Plan- City of Reedley
- 1993 Kings River Specific Plan
- 2017 Fresno County – Comprehensive Economic Development Strategy



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In 2016, the City, 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.<sup>9</sup> 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 City’s annual financial planning documents include thorough analysis with respect to the City’s policies, goals, and achievements during the year, including the Community Investment Program. Each year, all seven Departments provide an overview of the department goals for the upcoming fiscal year. The City’s Engineering Department also prepares annual updates to the City’s Capital Improvement Plan.

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<sup>9</sup> MJHE Participating agencies are Fresno County, Clovis, Coalinga, Fowler, Huron, Kerman, Kingsburg, Mendota, Parlier, Reedley, San Joaquin, Sanger, and Selma.

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## 2. City Finances

This section of the MSR provides an overview of Reedley's financial condition and provides a context for assessing the City's financial ability to provide services. This section describes and evaluates the City's adopted budgets for FYs 2018-19 and 2019-20, annual audited financial statements for FYs 2016-17 and 2017-18, and the City's master fee schedule. Additional information was collected through communication with city staff.

### Budget Process

The Reedley Municipal Code requires that the City Manager prepare a balanced budget and salary plan to submit to the City Council, outlining anticipated revenues and expenditures for the upcoming fiscal year. The Reedley Municipal Code requires that the City Council adopt a balanced budget no later than June 30, to assure that continuity of government services remains intact.

The Reedley City Council considers the proposed budget during a noticed public hearing and may add, subtract, or change appropriations within revenues and reserve estimates, as available. Once adopted, the Reedley Administrative Services Department obtains the legal authority to allocate public tax dollars and user rate revenues for specific purposes. The Reedley Administrative Services Department staff enter all new appropriations into the financial system by July 1<sup>st</sup>, the first day of the new fiscal year. Annual appropriated budgets consist of the General Fund, Special Revenue Funds, Capital Project Funds and Debt Service Funds. Spending plans are also adopted for the Proprietary Funds.

The City has established fiscal policies that govern its financial administration. Reedley's financial policies are designed to protect the City's assets, provide stability in its funding base, and ensure that adequate funding resources are secured for the upcoming year.

Once adopted, the City Manager has discretion to transfer appropriations within specific funds, as long as there is no change in the overall funding approved. Any budget changes that adjust increase or decrease approved expenditures between various accounts require consideration by City Council action. All appropriations lapse at the end of each fiscal year, June 30<sup>th</sup>. Budget appropriations may be revised during the year by requesting the City Council to consider a budget amendment. All proposed budget amendments are reviewed by the Administrative Services Department for their potential financial implications. The City's adopted budget is posted on the City's website and distributed to interested parties.

### Reedley Financial Overview

Reedley's budget and financial statements are prepared in accordance with generally accepted accounting principles (GAAP). The City's budgets for all proprietary funds are presented on the accrual basis of accounting. Under accrual basis, revenue is recognized when it is earned, and expense is recognized when it is incurred.

The City presents its governmental funds on the modified accrual basis of accounting. Under the modified accrual basis of accounting, revenue is recorded when it is susceptible to accrual, that is, when either are both are measurable and available. Available means collectible within the current period or within 60 days after year end. Expenditures are generally recognized under the modified accrual basis of accounting

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when the related liability is incurred. The exception to this general rule is the principal and interest on general obligation long-term debt which is recognized when due.

According to the City, it maintains 52 various individual funds that hold funding revenues for City services and activities; however, these funds are consolidated for financial reporting purposes. Each of the enterprise utility funds has a separate operating and capital fund for better planning and tracking of expenditures. Reedley's enterprise funds are generally self-sustaining as they rely primarily on fees and charges for services provided. Additionally, capital projects for infrastructure supporting these services are generally funded through accumulated fees as well as financing mechanisms with debt service covered by the fees.

The following funds summarize the City's major financial accounts.

- General Fund – The General Fund is the general operating fund of the City. All general tax revenues and other receipts that are not allocated by law or contractual agreement to some other fund are accounted for in this fund. Expenditures of this fund include the general operating expenses and capital costs which are not paid through other funds.
- Special Revenue Funds are used to account for specific revenues that are legally restricted to expenditures for particular purposes.
- Debt Service Funds are used to account for the accumulation of resources and payment of principal and interest on general long-term debt.
- Capital Project Funds are used to account for the acquisition, construction and improvement of capital facilities other than those financed by proprietary funds.
- Enterprise Funds are used to account for operations that are financed and operated in a manner similar to a private business enterprise, where the intent of the governing body is that the costs of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges. (proprietary funds)
- Internal Service Funds are used to account for the financing of services provided by one department to other departments of the government, on a cost reimbursement basis, including depreciation. (proprietary funds)

The budget provides funding for eight City departments: Administration, Administrative Services, Community Development, Community Services, Engineering, Fire, Police and Public Works. Similar to the City's budget structure, each department budget consists of three main categories: their total personnel cost, maintenance and operations, and capital expenditures. Expenditures are balanced by anticipated revenues. For FY 2019-20, Reedley's adopted budget totaled to \$38.5 million.

## **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 Capital Improvement Programs, city assets and liabilities, the pension systems and other liabilities, debt service, and city bond ratings.

The City of Reedley's General Fund recognizes its revenue sources in two categories: "discretionary" and "program revenues" revenues. According to the City's budget, "discretionary" means revenue that the City can decide, without restriction, how these funds can be used. Discretionary revenues consist of property taxes, most sales taxes, and business license fees.

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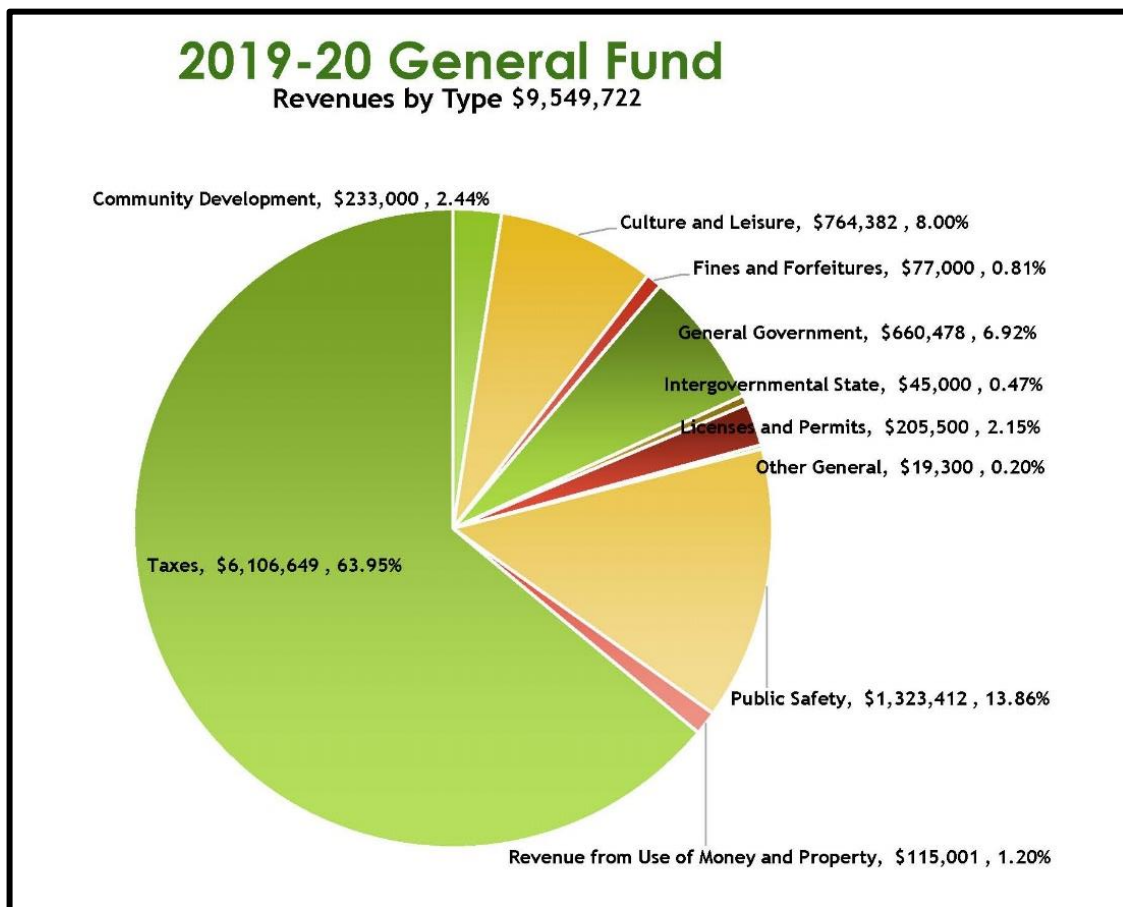
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In contrast, Reedley defines “program revenues” as revenues that have restrictions and the City must spend these revenues on specific programs for which they are intended. Examples include gas tax revenues that must be used toward street maintenance 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.

City of Reedley’s primary sources of General Fund revenue consists of property taxes, sales taxes, and the Citywide Community Facilities District. For FY 2019-20, approximately 63 percent of Reedley’s general fund revenues were from taxes. Additional general fund revenue consists of: Public Safety (13%), Culture and Leisure (8%), General Government (6.92%), Licenses and Permits (2.15%), and Community Development (2.44%).

The City also receives restricted revenue such as state gasoline taxes for road infrastructure maintenance purposes, and other grants and directed revenues. Enterprise activities such as water, wastewater, and solid waste disposal services receive the significant majority of their revenues from charges for services.

**Figure 2-1. General Fund Revenues**



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## Property Taxes

Property taxes comprise the largest source of budgeted revenue in the City's General Fund. 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 countywide 1% ranges between 14 and 17% gross before reductions, annually. Reedley's 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.

For FY 2018-19 City staff estimated the City would receive \$1,190,154 in secured property tax revenue, which is 1.4% lower than the adopted budget amount of \$1,207,500. Due to better than average growth over the last several years, the FY 2019-20 budget assumed 4.0% growth in secured property tax, or \$1,237,760.

Additionally, the City collects property tax in lieu of vehicle license fees. 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.<sup>10</sup> In 2004, the State of California reduced the vehicle license tax rate to 0.65% of value,<sup>11</sup> 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 property tax base revenue is accounted for separately, and it is the largest single account for Property Tax revenue. It's growth rate is similar, but not identical to secured property tax. For FY 2018-19, staff estimated the City would receive \$2,064,370, which was 2.8% higher than the adopted budget. By FY 2019-20 the adopted budget assumed 4.0% growth, or an additional \$82,575, in Property Tax in Lieu of Vehicle License Fee revenue.

Property taxes comprise the largest source of revenue for the City's General Fund totaling approximately 38% of revenue for FY 2018-19. Property tax revenue experienced a sharp decline with the onset of the recession in 2008, however has since begun to recover, at a steady rate of 3%-5% annually as the economic recovery continues.

## Sales & Use Taxes

Sales and use taxes comprise the second largest source of revenue for the City's General Fund, totaling approximately 18.8% of revenue for FY 2018-19. Sales tax growth projections of the FY 2018-19 budget reflected an increase of 2.0% over FY 2017-18 year-end estimates. For FY ending June 30, 2019, the City received \$1,687,853 in sales tax revenue, a 3.3% decrease from the adopted Budget for FY 2018-19 amount of \$1,745,628.

For FY 2019-20, sales tax was estimated at \$1,768,749, or 4.8% ahead of the year's ending estimate (by June 30, 2020) based on the most recent forecast available from Avenue Insights & Analytics/MuniServices, the City's sales tax consultant.

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<sup>10</sup> California Department of Motor Vehicles.

<sup>11</sup> Ibid.



For FY 2019-20, the City estimated that it will receive \$1,220,029 in revenues from its public safety sales tax revenue, matching the amount in the adopted budget. According to the City, sales tax is a relatively volatile revenue source and the City does its best to budget sales tax conservatively. The City is hopeful that the steady recovery of this revenue will continue as the economy strengthens over time.

## Franchise Fees

Franchise fees comprised approximately 4.4% percent of the City's General Fund revenue for FY 2018-19. For FY 2019-20, the franchise tax was increased by 1.6% and made up about six percent of the City's General Fund. For FY 2019-20, the City is expected to secure \$403,000 in franchise tax revenues. These fees are collected from cable, electricity, and gas utility providers. Below are the Franchise Tax Revenue numbers for the period of 2014 through 2020. There is no solid waste franchise fee or franchise from any other utility providers within the City of Reedley.

**Figure 2-2. Franchise Fees and Taxes**

Fiscal Year	Fund Account	Fund Name	Total
2014/15	001-3123 General Fund	Franchise Tax	\$370,502.97
2015/16	001-3123 General Fund	Franchise Tax	\$382,536.42
2016/17	001-3123 General Fund	Franchise Tax	\$380,076.11
2017/18	001-3123 General Fund	Franchise Tax	\$382,387.04
2018/19	001-3123 General Fund	Franchise Tax	\$396,352.27
2019/20	001-3123 General Fund	Franchise Tax	\$403,000.00

## Room (Hotel) Taxes & Business License Taxes

Room (hotel) taxes, formally known as transient occupancy taxes, and business license taxes, combined for approximately one percent of the FY 2019-20 General Fund revenue, approximately \$55,195. The City's room tax rate is eight percent of the room cost applicable only at the Edgewater Motel. The City has a flat business license tax of \$75.00. The chart below details revenue for both Business License activity, as well as Transient Occupancy Tax between fiscal years 2014-15 and 2019-20, as noted.

**Figure 2-3. Business License Taxes**

Fiscal Year	Fund Account	Fund Name	Total
2014/15	001-3201 General Fund	Business Licenses	\$98,064.84
2015/16	001-3201 General Fund	Business Licenses	\$202,191.25
2016/17	001-3201 General Fund	Business Licenses	\$105,534.19
2017/18	001-3201 General Fund	Business Licenses	\$110,213.13
2018/19	001-3201 General Fund	Business Licenses	\$111,969.62
2019/20	001-3201 General Fund	Business Licenses	\$110,000.00

**Figure 2-4. Transient Occupancy Room Tax**

Fiscal Year	Fund Account	Fund Name	Total
2014/15	001-3126 General Fund	Transient Occ Room	\$40,413.76
2015/16	001-3126 General Fund	Transient Occ Room	\$41,508.81
2016/17	001-3126 General Fund	Transient Occ Room	\$42,156.37
2017/18	001-3126 General Fund	Transient Occ Room	\$43,033.89
2018/19	001-3126 General Fund	Transient Occ Room	\$37,179.00
2019/20	001-3126 General Fund	Transient Occ Room	\$55,195.00

## Fees & Service Charges

Fees and charges for services for General Fund activities comprise approximately 17.8% of revenues. 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. The City's General Fund identifies these revenues under the following line items: Licenses and permits, fines and forfeitures, revenue from use of money and property, intergovernmental state, other, and other general. Figure 2-5 summarizes revenues from fees and service charges for FY 2019-20.

**Figure 2-5. Fees and Service Charges**

General Revenue	FY 2019-20
Licenses and permits	\$205,500
Fines and forfeitures	\$77,000
Revenue from use of money and property	\$115,001
Intergovernmental state	\$45,000
Other	\$73,500
Other general	\$19,300
<b>Total:</b>	<b>\$535,301</b>

Figure 2-6 "Fees and Service Charges FY 2016-17 through FY 2019-20," shows total revenues during this same time period.

**Figure 2-6. Fees and Service Charges**

Fiscal Year	Total.
14	\$ 1,322,667.82
15	\$ 1,328,981.76
16	\$ 1,660,939.24
17	\$ 1,658,080.87
18	\$ 1,545,172.46
Grand Total	\$ 7,515,842.15

Other sources of revenue that are collected in separate accounts consist of community development fees, culture and leisure, general government, and public safety tax. User fees and charges for services are collected within the various enterprise funds, such as Water and Wastewater for services provided by those enterprise operations. As previously noted, tax base revenues contribute over 63 percent of the City's general fund revenue each year.

The City has a schedule of service rates, user fees, and charges for residential solid waste service, wastewater service, and water service are detailed in the City's Master Fee Schedule.

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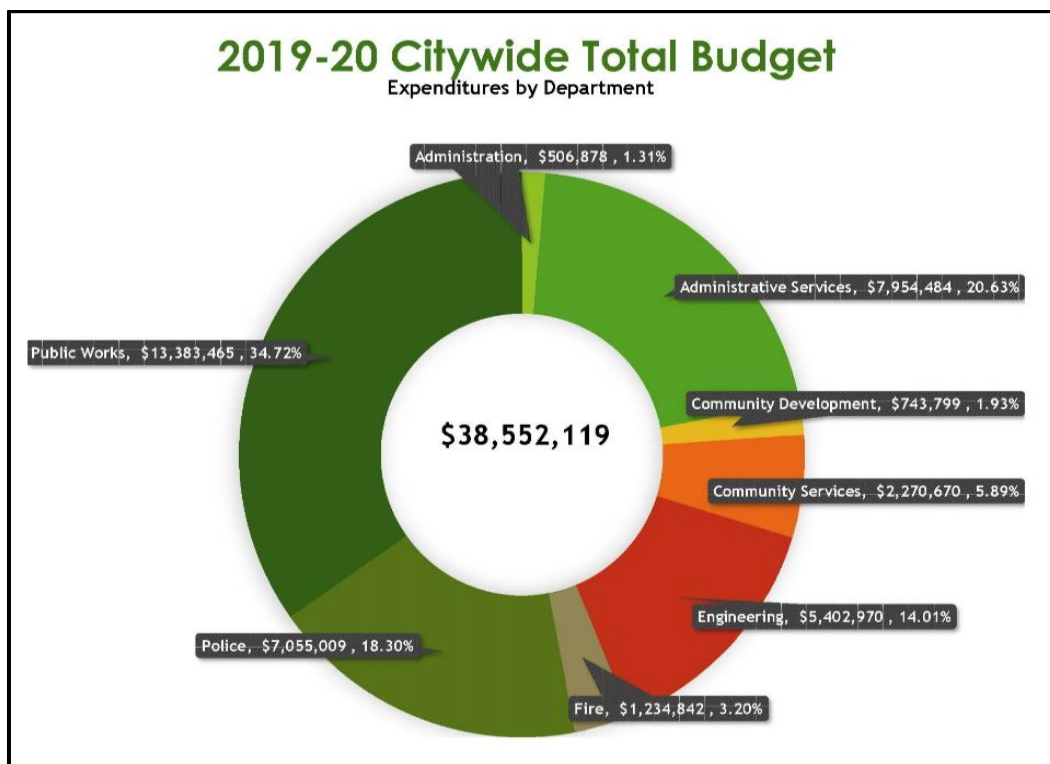
## City Expenditures

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's FY 2019-20 budgeted expenditures for all of its funds totaled \$38,552,119. The budget represents a 8.9% decrease compared to estimated \$42,344,587 expenditures for the previous year, FY 2018-19.

Enterprise activity expenditures include similar obligations as with the General Fund, however the water and wastewater funds have a larger percentage of appropriations dedicated to debt service payments. Public works comprise approximately 35 percent of the City's net budget. Other major expenditure items consist of public safety services (police and fire) comprise approximately 22 percent and city administration comprises 21 percent of the net City budget. Figure 2-7 shows the Citywide total budget expenditures by department.

**Figure 2-7. Citywide total budget expenditures by department**



## Personnel Costs

This section provides an overview of Reedley's personnel costs by major departments. City of Reedley employs 124 employees in eight major departments: Administration, Administrative Services, Community Development, Community Services, Engineering, Fire, Police, and Public Works. Although not

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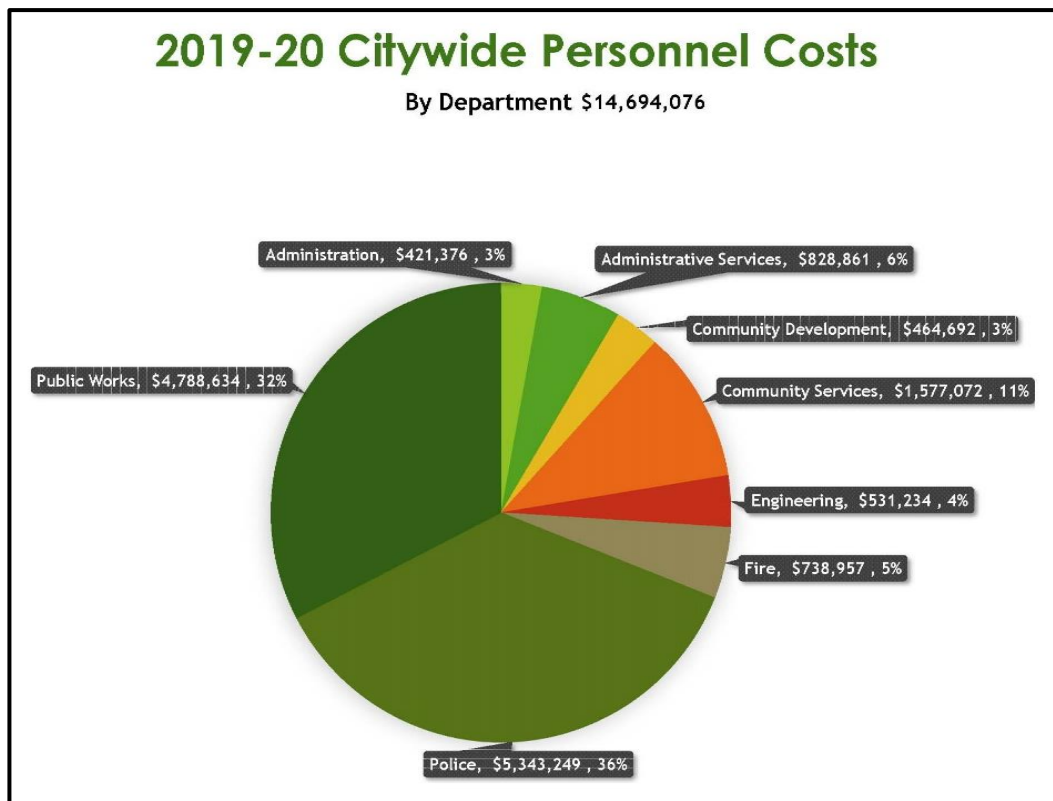
departments, the City accounts for the City Council and City Attorney offices in a separate expenditure ledger.

The Reedley Public Works is the largest department in the City, which consists of 38% of all city employees. Police Department is the second largest (36%), while Community Services is the third largest department (9%) in the City of Reedley. According to Reedley FY 2019-20 budget, each department consists of the following staff levels:

- Administration, 2
- Administrative Services, 8
- Community Development, 4
- Community Services, 11
- Engineering, 4
- Fire, 3
- Police, 45
- Public Works, 47

City personnel costs amount to \$14,694,076, equivalent to 38 percent of the City's total budget expenditures. These costs include employee services, payroll related taxes, various employee benefits, and retirement contributions. Personnel costs have increased approximately 4.5% for FY 2019-20 compared to the previous year FY 2018-19, primarily due to COLA increases to employee compensation, health insurance premiums and pension related expenses. Figure 2-8 shows the Citywide personnel cost by department.

**Figure 2-8. Citywide personnel cost by department**



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## Operations & Maintenance

Operations & maintenance costs amount to \$15,819,313, equivalent to 41 percent of the City's FY 2019-20 City's total budget expenditures. Operation & maintenance costs have increased approximately 7.6% for FY2019-20 compared to the previous year FY2018-19.

## Capital Outlay

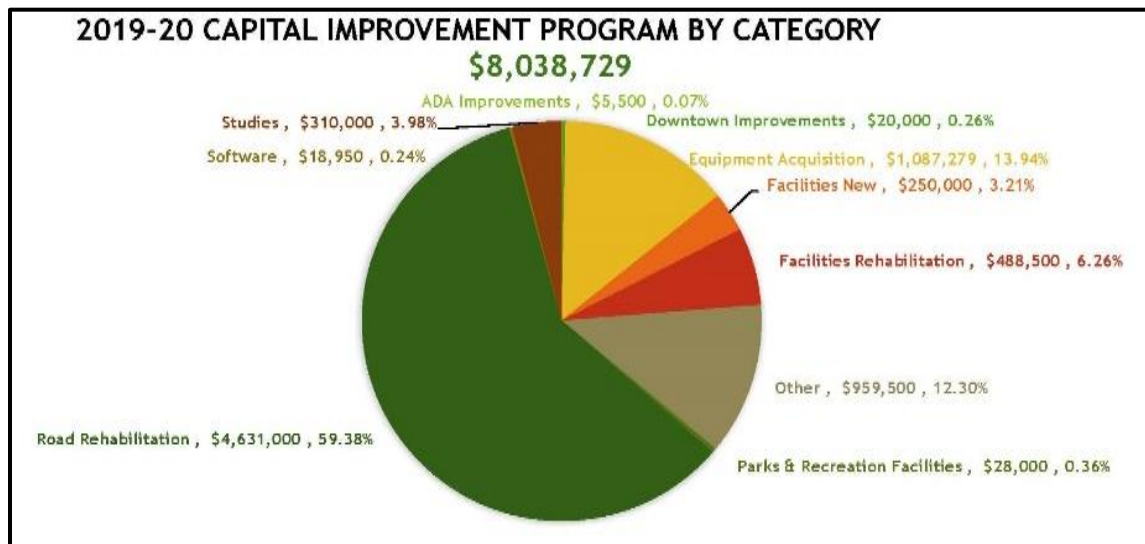
Capital outlay costs amount to \$8,038,729, equivalent to 21 percent of the City's FY 2019-20 City's total budget expenditures. Capital outlay costs have decreased approximately 41 percent for FY 2019-20 compared to the previous year FY 2018-19.

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 2019-20, the City's capital outlay budget prioritized funding toward the following projects:

- American with Disabilities Act, Improvements
- Downtown Improvements
- Equipment Acquisition
- Facilities, New
- Facilities, Rehabilitation
- Other
- Parks and Recreation
- Road Rehabilitation
- Software
- Studies
- Water or Sewer System Rehabilitation or Upgrades

**Figure 2-9. Summarizes the City's Capital Improvement Program by Category**



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## **Assets and Liabilities**

Consideration has been given to Reedley annual audited financial statements for the fiscal year ending on June 30, 2018. The government-wide financial statements are designed to provide readers with a broad overview of the City's finances in a manner that is similar to a private-sector business.

According to the City's most recent audit financial statements, the City's "net position" consists of information on all of the City's assets and liabilities, with the difference between the two reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the City is improving or deteriorating. Net position comprises of various net earnings from operating income, nonoperating revenue, and expense and capital contributions.

According to City information, the City's net position is reported in three parts - invested in capital assets, net of related debt; restricted net position and unrestricted net position. The City first uses restricted resources to finance its qualified activities. The largest portion of the City's net position (98 percent) reflects its investment in capital assets, less any related debt used to acquire those assets that is still outstanding. Mainly, the City's capital assets are used to provide services to citizens, and they are not available for future spending.

According to the City's Audited financial statements, as of June 30, 2018, the City's assets exceeded liabilities by \$74,796,713. Of this amount, unrestricted deficit net position of \$2,397,368 may be used to meet the City's ongoing obligations to citizens and creditors.

At the end of FY ending on June 30, 2018, the City's total net position increased by \$110,697,667. Net position associated with governmental activities increased by \$7,701,645 while net position associated with business-type activities increased by \$7,996,022.

At the end of FY ending on June 30, 2018, the City's governmental funds reported a combined ending fund balances of \$7,206,291 which was an increase of \$943,219 compared to the previous FY that ended on June 30, 2017. Of that amount, approximately \$4,078,624 was available for spending and \$2,599,291 was restricted, or otherwise designated for specific future uses.

At the end of FY ending on June 30, 2018, the City's total debt obligations decreased by \$2,157,694. This was mostly attributable to decreases in proprietary funds long-term obligations of \$1,868,046.

The City of Reedley's annual audit report includes a listing of the City's Assets and Liabilities, Net Asset Summary of Government Activities & Business Activities, and Net Asset Summary of Major Business Activities.

## **General Fund Reserves**

In 2006, Reedley City Council authorized the creation of a General Fund Reserve Fund that maintains \$1,000,000 of general fund monies. This amount is a "savings account" of the general fund reserves and can only be spent with City Council authority. The fund retains 100% of its interest earnings.

In 2014, the City Council established a policy for the City to work towards and maintain a minimum level of cash on hand, equivalent to 60 days operating expenditures, in the City's General Fund Reserve fund.



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The main objective of establishing and maintaining a Fund Balance Policy is for the City to be in a better position to address unanticipated expenses and weather potential negative economic trends. For example, in 2017<sup>12</sup> the City Council authorized a one-time payment of \$300,000 from its reserves to pay for an approved settlement agreement with Consolidated Irrigation District's Groundwater Recharge Program. At the City's discretion, it may use available reserves to issue loans such as for the Airport improvement project, account for higher expenditures than anticipated, or offset lower revenues than anticipated, or to make necessary payments to CalPERS for mandatory unfunded liability payments.

The City's annual budget process includes regular contributions and repayments to the City's General Fund Reserve, which is important to maintain an available balance to fund 60 days of operating expenditures. As of November 2019, the City estimates that it has approximately \$1,458,474 in its General Fund Reserves account.

## **Bond Rating**

The City of Reedley 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. All three credit rating agencies monitor the City's credit ratings annually. The City participates, and responds to, in regular bond monitoring activities conducted by Standard & Poor's.

The latest ratings were in relation to the 2017 Wastewater Revenue Refunding Bonds. The City of Reedley's ratings for the 2017 Wastewater Revenue Refunding Bonds were as follows:

- Insured Rating: Standard & Poor's: "A-/Stable"
- Underlying Standard & Poor's: "A-/Stable"

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

Over the last several years, the City has experienced rating upgrades from Standard & Poor's, which have been highlighted by receiving improved wastewater and water refunding bonding rates.

## **Debt and Debt Service**

In 2015, the City established a Capital Financing and Debt Management Policy, based on Best Practices from Government Finance Officers Association and California Society of Municipal Finance Officers Association to establish written guidelines, allowances, and restrictions that guide debt issuance practices, management of a debt portfolio, and adherence to various laws and regulations.

The City has incurred a number of various long-term bond debt and loan obligations over the years for various purposes. Two Water and Wastewater revenue bonds, and eight individual loans that are backed by various funds that serve as the primary repayment sources.

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<sup>12</sup> City's Audited Financial Statement for FY ending on June 30, 2018.

Of the approximately \$37,822,618 total debt, approximately \$31,351,265 (or 79.5%) is associated with enterprise funds revenue bonds/obligations. Total General Fund backed indebtedness is \$0. The City anticipates incurring approximately \$150,000 in General Fund backed indebtedness in the near future for public safety and parks maintenance equipment. Figure 2-10, summarizes the City's current debt service.

**Figure 2-10. Summary of City Debt**

Summary of City Debt				
Debt Title - Repayment Resources - Notations	Original Debt Amount	Current FY Payment	Outstanding Principal at FYE	Final Payment Date
<b>2019 Airport Interfund Loan</b> Fund 041 Airport User Fees <i>Refinancing of the Existing Debt 2016 Airport Interfund Loan</i>	\$ 390,927	\$ 15,707	\$ 198,568	1-Jul-34
<b>2018 Equipment Purchase</b> Fund 001 General Fund; Fund 051 Sewer Capital; Fund 052 Sewer; Fund 060 Equipment Shop <i>Lease Financing</i>	\$ 740,330	\$ 158,807	\$ 670,944	1-Oct-23
<b>2017 Water Revenue Bond Refinancing</b> Fund 050 Water User Fees; Fund 049 Water Capital; Fund 111 Development Impact Fees for Water Facilities <i>Insured AAA- Underlying Rate of A- Stable Outlook; Debt Service Ratio Coverage 110%; 125% Parity Debt Future Obligations</i>	\$ 12,615,000	\$ 867,306	\$ 11,355,000	1-Sep-37
<b>2016 Sewer Revenue Bond Refinancing</b> Fund 052 Sewer User Fees; Fund 051 Sewer Capital; Fund 106 Development Impact Fees for WWTP Facilities <i>Insured AAA- Underlying Rate of A Stable Outlook; Debt Service Ratio Coverage 110%; 125% Parity Debt Future Obligations</i>	\$ 3,160,000	\$ 222,600	\$ 2,685,000	1-Jun-36
<b>2015 Equipment Purchase</b> Fund 003 Public Safety Sales Tax; Fund 004 Police Capital; Fund 011 LTF Streets; Fund 103 DIF Fire <i>Lease Financing</i>	\$ 844,000	\$ 177,504	\$ 175,600	1-Apr-21
<b>2011 Redevelopment Tax Exempt Tax Allocation Bonds</b> Fund 897 Redevelopment Debt Retirement <i>Uninsured A- Bond Rating</i>	\$ 8,275,000	\$ 715,131	\$ 7,335,000	1-May-42
<b>2010 State Revolving Fund "SRF" Loan Wastewater Treatment Plant Upgrade</b> Fund 052 Sewer User Fees; Fund 106 Development Impact Fees for WWTP Facilities <i>10% of Outstanding Principal Balance must be maintained in Fund 051; 125% Parity Debt for Future Obligations</i>	\$ 27,559,400	\$ 1,750,790	\$ 15,402,506	2-Aug-29
<b>Total</b>	<b>\$ 53,584,657</b>	<b>\$ 3,907,845</b>	<b>\$ 37,822,618</b>	

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## Pension and Other Long-Term Liabilities

According to City information, the biggest and most concerning area of discussion amongst any public agency belonging to CalPERS is the significant increase in employer contributions that will occur over the next six years.

For Reedley, the increase equates to effectively doubling the amount the City currently pays to CalPERS over the next six years. CalPERS has been hit hard by investment losses in its portfolio, with actual returns falling well below their assumed rate of return, known officially as the "Discount Rate." For public sector pension systems, the lion's share of employee's future retirement pensions are supposed to be funded by interest earnings from employer and employee contributions that are made into the system with the passing of each pay period.

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The City participates in the CalPERS retirement system for its employees. In order to be eligible for these benefits, an employee must retire directly from the City under CalPERS with 10 years of City service as a full-time regular employee and be at least 55 years of age at retirement.

The City provides several individual retirements plans that eligible employees are able to enroll in; these plans are listed on Figure 2-11.

**Figure 2-11. CalPERS Pension Plans**

City of Reedley CalPERS Plans		
CalPERS Category	Plan Number	Number of Members
Safety Fire PEPRA	25733	4
Safety Police PEPRA	25734	12
Local Miscellaneous PEPRA	27229	40
Safety Fire Classic	6322	1
Safety Police Classic	6343	17
Local Miscellaneous Classic	702	51
		<b>124</b>

According to the FY 2018-19 budget, City contribution rates are the largest increases the City has dealt with in some time, exceeding the 'normal' historical increases of 1%-2% per year. The projected increases through FY 2024-25 do not provide budgetary relief. For FY 2019-20, the required unfunded accrued liability (UAL) payment of \$871,704 will be \$86,729 (or 11%) more than the required payment of \$784,975 for the current FY 2019-20.

The employer share of pension contributions for Classic Safety is currently 43.39% of payroll and growing to 48.6% next fiscal year (2020-2021), with the eventual employer share ramping-up to 58.92% of payroll by FY 2024-25. For comparison, the employer share for the Classic Safety plan was approximately 27% of payroll in FY 2013-14.

The City's CalPERS forecasts show that all retirement plan rates are expected to increase for the next six years, and the City is aware of the potential increases may also affect the City's budget and future personnel cost. The City has already begun to phase-in additional pension obligations (contributions) that started in FY 2019-20. The City intends to grow its pension contribution levels to an additional \$300K-\$400K per year even under the most favorable circumstances. The City's pension liability will continue to represent the largest increases to any expenditure in the City's operating budgets.

**Figure 2-12. CalPERS Contribution Rates, City of Reedley**

<b>Forecasted CalPERS Retirement Employer Rates</b>						
<b>CalPERS Retirement Plan</b>	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	<b>2022-23</b>	<b>2032-24</b>	<b>2024-25</b>
PEPRA Miscellaneous	7.094%	7.711%	7.823%	7.929%	8.014%	8.074%
PEPRA Police	14.222%	14.386%	14.499%	14.612%	14.726%	13.497%
PEPRA Fire	13.582%	14.291%	14.104%	13.932%	13.803%	13.688%
Classic Fire	25.454%	28.961%	32.505%	34.277%	35.163%	36.936%
Classic Police	48.600%	48.870%	52.373%	55.245%	57.082%	58.920%
Classic Miscellaneous	22.249%	24.770%	27.096%	28.962%	29.996%	31.087%

## **Financial Trend Indicators and Associated Analysis**

In 2017, the City completed its first comprehensive multi-year financial forecast, primarily driven by the significant impact of increased pension contributions to CalPERS. The City is aware that pension contributions are a large line item in the budget and expects this item to grow faster than any other expenditure in the City budget. The forecast anticipates that additional revenue from a modest level of development activity in the coming years should help bridge most of the budget gap. However, based on the current forecast of pension contributions provided by CalPERS, the City's payments will increase to such an extent—effectively doubling in six years—that strategic use of the General Fund Reserve may be needed in future budget years to 'balance' the budget unless other dramatic budgetary changes occur.

The City has survived in the lean years by strategic use of one-time revenues to bolster reserves and make smart investments in technology or facility improvements that save operational dollars and make existing staff more efficient. The financial forecast recommends that City staff continue to focus on projects that produce incremental savings, however compound over time into significant dollars.

## **Cost Saving Opportunities**

The City has implemented many significant cost saving measures over the past few years. Listed below are some of the most significant (which are also highlighted in the City's Budget):

- Pre-funding Other Post-employment Benefits (OPEB) liabilities, improving the funded status
- Pre-paying City annual Unfunded Accrued Liability (UAL) payments to CalPERS, saving 3.55% annually
- Renegotiated copier leases citywide
- Developed site leases to generate additional revenue
- Issue a medical benefits RFP annually
- Restructured retiree medical plan to a three-tier benefit to cap cost escalation and make plan long term sustainable
- Refunded (refinanced) water and wastewater bonds (2016/2017)
- City utilizes bulk purchasing where appropriate and leverages grant opportunities to purchase more efficient hybrid vehicles
- Completed a citywide telecommunications services audit, resulting in annual savings
- In 2013, the City installed solar arrays at the wastewater treatment plant and several City facilities

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- Established a self-funded dental benefit that generates significant savings over a traditional premium based benefit
  - City diligently pursues claims for damages to City owned facilities

In addition to implementing cost savings measures, the City has also worked to enhance revenue in the manners listed below (also highlighted within the City's Budget):

- Completed Business License Compliance Audit (2016)
- Completed a TOT Audit (2017)
- Annual review and update to Citywide Master Fee Schedule, ensuring fees are full cost recovery where appropriate
- City utility rates are adjusted annually with modest CPI increases, and required rate studies are up to date
- City established a citywide CFD in 2005 to pay for enhanced police, fire and parks maintenance services, and completes annexations of all new development and construction on an annual basis.

More recently, the City requested voter approval on Measure B during the March 3, 2020, presidential primary election. Measure B is a ¼ cent sales tax measure, that would provide the City an additional \$1.5 million each year to balance its foreseeable operating General Fund deficit associated with liability insurance and personnel, city-wide public safety, street maintenance, and park services. Although election results have not been certified by the Fresno County Elections Department, as of March 6, 2020, the Election Department reports that City of Reedley had a 34.3% voter participation rating. As of March 6, 2020, Measure B showed 62.36% voter support while 37.64% voted in opposition. Pending official results, Measure B requires a voter approval of 50% plus one to become effective. The City informed LAFCo that Measure B would assist the City in maintaining adequate funding to continually provide public services to the community.

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### 3. Growth and Population Projections

This section comprises the growth and population analysis for the City of Reedley. It considers demographic information prepared by California Department of Finance, U.S. Census, and land use policy documents adopted by City of Reedley to identify growth estimates within the City's incorporated limits and the SOI. State law defines a SOI as a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission. The Commission's determination of the SOI is based on its analysis of growth and population projections of the local agencies and its plans to extend corresponding municipal services.

#### Land Use Planning

The Reedley General Plan was adopted by the City Council on February 25, 2014. The Reedley General Plan accounts for the City's growth through 2030. The General Plan establishes its land use foundation through a vision that was created through cooperative efforts involving the City Council, Planning Commission, City staff, and the community.

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 four planning boundaries that outline the City's planning strategy:

- City limits (3,535 acres),
- LAFCo's Reedley SOI (4,760 acres)<sup>13</sup>
- Reedley General Plan Expansion Area (7,913 acres), and
- "Study Area" which encompasses 10,620 acres and extends beyond the Reedley SOI. The City estimates that the ultimate buildout of the entire Study Area will occur beyond the 20-year planning horizon.

The Study Area is generally bounded by Adams Avenue to the north, Floral Avenue to the south, Englehart Avenue to the east and Lac Jac Avenue to the west. Within the Study Area, the General Plan identified new growth or expansion areas as a desired SOI. The Reedley General Plan anticipated that phased revisions of the SOI would be necessary to facilitate the planned City growth through year 2030.

The desired SOI reflects the City's planning objectives and should not be confused with the LAFCo's Reedley SOI approved in 2012. Henceforth, any references to the Reedley SOI will mean the 2012 LAFCo-adopted SOI, while the desired SOI will be referred to as the "Expansion Area."

The largest land use designation within city limits is Low Density Residential at 53.6%, followed Public/Institutional Facilities at 17.2%, and light industrial at 6.1%. Within the Reedley SOI, the Reedley General Plan designates approximately 51% of available land for Low Density Residential, 11% for Open Space, and 10% for Public/Institutional Facilities. In 2018, there was approximately 1,345 acres of agricultural or vacant land outside the City limits but within the Reedley SOI.

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<sup>13</sup> During the preparation of this MSR, a discrepancy was identified between LAFCo's SOI for the City of Reedley and the Reedley's General Plan estimate of LAFCo's SOI. This MSR recognizes that LAFCo's approved SOI for Reedley encompasses 4,760 acres, as of September 5, 2012.

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The General Plan Expansion Area encompasses 7,913 acres, which is approximately 3,153 acres larger than the 4,760-acre Reedley SOI.

For simplicity, Figure 3-1, summarizes the planned land uses for the General Plan’s Expansion Area.

**Figure 3-1. Land Use Acreages and Percentages of Total (Reedley General Plan Expansion Area)**

Land Use Designation	Incorporated		Existing Sphere		Approved 2030 Study Area	
	Acres	%	Acres	%	Acres	%
Suburban Residential	9.61	0.3	0	0.0	276.07	3.5
Low Density Residential	1680.39	53.7	926.44	51.6	4074.68	51.7
Medium Density Residential	27.4	0.9	38.32	2.1	110.95	1.4
High Density Residential	191.91	6.1	36.35	2.0	250.52	3.2
Central Downtown	40.46	1.3	0	0.0	40.46	0.5
Neighborhood Commercial	22.75	0.7	1.47	0.1	44.29	0.6
Community Commercial	101.64	3.2	109.64	6.1	434.24	5.5
Office Commercial	16.72	0.5	0	0.0	16.72	0.2
Service Commercial	88.49	2.8	0	0.0	140.26	1.8
Industrial Light	190.61	6.1	167.09	9.3	808.94	10.3
Industrial Heavy	54.84	1.8	124.41	6.9	179.25	2.3
Open Space	170.74	5.5	207.44	11.5	635.87	8.1
Public/Institutional Facility	537.44	17.2	185.84	10.3	752.18	9.6
Community Buffer	0	0.0	0	0.0	112.36	1.4
<b>Total</b>	<b>3133</b>	<b>100</b>	<b>1797</b>	<b>100</b>	<b>7877</b>	<b>100</b>

**Source: Reedley General Plan**

According to the City, the acreage shown in Figure 3-1 is less than the acreages identified accounted for in the 2030 Reedley General Plan because the calculated estimates for this table are based on County of Fresno parcel data and does not account for full rights-of-way.

The General Plan land use diagram designates land uses on a parcel-by-parcel basis for all lands within the City and Reedley’s expansion area. Figure 3 shows the Reedley General Plan Land Use Element Map, as adopted by the City Council of the City of Reedley in 2014.

## Current Population

As of May 1, 2019, the California Department of Finance (“DOF”) estimates that the City has a population of approximately 26,666, which indicates a 0.4 percent increase from Reedley’s 2018 population of 26,556.<sup>14</sup> The City estimates that between 193 and 223 people live in unincorporated land within the Reedley SOI. The City’s estimated calculation is derived by multiplying the 61 residential dwelling units by the City’s approximate 3.65 persons per household (high), and the County’s 3.16 persons per household throughout the entire county (low).<sup>15</sup>

<sup>14</sup> California Department of Finance, Population Estimates, published May 1, 2019:

<http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/>

<sup>15</sup> Household size obtained from the Multi-Jurisdictional Housing Element, MJHE pg. 2-8.



**Figure 3-2. Annual Estimates of the Resident Population: April 1, 2010 to May 1, 2019**

<i>Population Estimate (as of May 1, 2019)</i>										
	<b>Census (April 1, 2010)</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>
<b>Reedley, California</b>	24,194	24,512	24,785	25,200	25,286	25,875	25,935	26,023	26,556	26,666

Source: State of California, Department of Finance Table E-4

In contrast, according to the US Census 2012-2016 American Community Survey five-year reports, City of Reedley's population averaged 25,273 residents during the surveyed time period. Of the total City population, 71.2 percent are 18 years or older, and 12 percent were 65 years old and over.<sup>16</sup> The City's male to female is 50.8 percent and 49.2 percent, respectively. The majority of the City's population identify themselves as Hispanic/Latino.

Within the City limits, there are approximately 7,484 housing units. Of the available housing units, less than 339 housing units are vacant. Approximately 60 percent of the occupied homes are owner occupied, while less than 40 percent are renter occupied. The average household size is 3.49, while the average family size is 3.83. During 2012-2016, there were approximately 5,818 families residing within the City.

Each of the City's major ethnic groups has shown strong civic leadership, a desire to retain cultural and religious traditions, and the ability to work successfully together for Reedley's betterment. Among the community's 25 churches are Armenian, Baptist, Buddhist, Catholic, and many other congregations. The area's 41 organizations and 12 civic clubs include Filipino community organizations, a Finnish organization, and American Lebanese Women's Club, several Hispanic and Latin American organizations, and a Japanese organization among the many sports, cultural, conservation, charitable, and civic associations.

Since 1946, Reedley has dubbed itself as the "Fruit Basket of the World" because it leads the nation in the shipping of fresh fruit. Thirty fruit and vegetable packing and cold storage facilities, including the world's largest plant, along with nearby wineries, supply tree and vine fruit products of consistently high quality. Related manufacturing industries in Reedley include boxes and packing machinery, and automatic packing equipment.

According to the US Census 2012-2016 American Community Survey 5-year reports, of Reedley's population 25 years and over, 21.1 percent graduated from high school, approximately 17 percent have college experience, approximately 10.2 percent earned a bachelor's degree, and approximately 4.5 percent have a graduate or professional degree. Income levels within the City are slightly lower than that of the County. During 2012 to 2014, the City's average household income was \$43,907, and Fresno County's average household income was \$45,963 for the same period.

Reedley contributes a wide variety of agricultural products to the County's economy. The area produces the fruit, nut, vegetable, grain and cotton varieties. During 2012-2016, there were 9,985 working civilians in Reedley, which means working people over 16 years of age. Largest employers in Reedley, and its

<sup>16</sup> U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates, City of Reedley.

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vicinity include agriculture, educational, health care service, business and sales, and retail. Figure 3-3 identifies the largest employers within the City of Reedley.

**Figure 3-3. Major Employers for the City of Reedley**

<b>Employers</b>	<b>Employees</b>
Gerawan Farms	350-2,000
Ic Sons Farm Labor	500-900
Kings Canyon Unified School District	800
Reedley College	500-600
Sun Valley Packing	250-499
Family Tree Farms	250-499
Thiele Technologies	250
Adventist Medical Center	240
City of Reedley (Full-time employees)	124

## **Recent Growth Trends**

The City of Reedley’s historic population data between 1990 and 2019 is presented in Figure 3-4. Between 1990 and 2000, Reedley experienced growth of nearly 31.4 percent. Between 2000 and 2010, overall growth averaged over 16.6 percent. Between 2010 and 2019, average annual growth was 2.39 percent, equating to 10.2 percent growth rate from 2010 to 2019. These trends are one of the major indicators of the City’s potential growth over the Reedley General Plan’s 2030 planning horizon.

## **Reedley’s Growth Projections**

In comparison to the State Department of Finance projections for growth in the San Joaquin Valley, the Reedley General Plan uses an average annual growth rate of approximately three percent through year 2030 as a mean. Using this mean, Figure 3-5 presents the population forecast for the City of Reedley to 2030. The table also indicates that the City anticipates a 43 percent increase in population through the implementation of the Reedley General Plan, and full buildout of the General Plan’s Study Area.

Another source of information referenced in this report is a more recent study, “Fresno County 2050 Growth Projection,” prepared by the Fresno Council of Governments (“COG”). The study provides population growth estimates, job growth projections, and housing characteristics in Fresno County. COG compiled multiple jurisdictional information about planned development projects that will drive regional growth in the short term and long term.

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**Figure 3-4. Historical Population Growth, 1990 – 2019**

YEAR	POPULATION	% INCREASE
4/1/1990	15,791	
4/1/2000	20,756	31.4%
4/1/2010	24,194	16.6%
4/1/2011	24,512	1.3%
4/1/2012	24,785	1.1%
4/1/2013	25,200	1.7%
4/1/2014	25,286	0.3%
4/1/2015	25,875	2.3%
4/1/2016	25,935	0.2%
4/1/2017	26,023	0.3%
4/1/2018	26,390	1.4%
5/1/2019	26,666	1%

**Figure 3-5. Population Forecast**

Based on 3% Growth Rate	
4/1/2018	26,390
2019	27,182
2020	27,997
2021	28,837
2022	29,702
2023	30,593
2024	31,511
2025	32,456
2026	33,430
2027	34,433
2028	35,466
2029	36,530
2030	37,626

The COG study forecast a 0.9 percent annual population growth rate within the Reedley SOI. COG estimated that approximately 10,010 new residents may be accommodated within the Reedley SOI by year 2050 and that the City of Reedley would reach the following population levels by the listed years:

**Figure 3-6. Fresno COG's Reedley Population Estimates**

<b>BASED COG's 0.9% growth rate</b>	
2015	25,570
2020	27,150
2025	28,748
2030	30,200
2035	31,610
2040	32,960
2045	34,240
2050	35,580

## Housing Element

The Legislature has declared that LAFCo's role in promoting orderly formation and development of local agencies includes consideration of accommodating additional growth and providing necessary governmental services and housing for persons and families of all incomes in the most efficient manner feasible.<sup>17</sup>

According to the Regional Housing Needs Allocation for the Reedley 2015-2023 Housing Element, the City has the potential to add an estimated 1,311 dwelling units, based on current vacant and/or underutilized parcels within the years 2013-2023.

The City of Reedley anticipates that the majority of residential development will occur on land within the current Reedley SOI. The City expands infrastructure and resources with each approved development and upon annexation.

**Figure 3-7. 2013-2023 Regional Housing Needs Allocation**

<b>Jurisdiction</b>	<i>Housing Units by Income Level</i>					<b>Total Housing Units</b>
	<b>Extremely Low</b>	<b>Very Low<sup>1</sup></b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>	
<b>Reedley</b>	196	197	204	161	553	1,311

<sup>1</sup>Adjusted to include extremely low-income units

Source: Fresno COG Regional Housing Needs Allocation Plan, July 31, 2014.

## Land Use Entitlements, City Approvals for Development

As of the writing of this MSR, the City is actively processing applications for new subdivisions and commercial structures. Of these applications, several are residential and/or commercial development projects, which include the following:

1. Vesting Tentative Subdivision Map No. 6196 and Conditional Use Permit Application No. 2017-7 (Reed and Aspen): Subdivision of 31.02 gross acres of land into 161 single family lots (average lot size 6,143 square feet)

<sup>17</sup> GC Section 56001, Legislative Findings and Declarations; State interest.

2. Tentative Subdivision Map No. 6206 (Almond Grove): Subdivision of 9.98 gross acres of land into 45 single family lots (average lot size 6,847 square feet)
3. Conditional Use Permit Application No. 2017-5 (El Valle Apartments): 20-unit apartment complex
4. Vesting Tentative Subdivision Map No. 6178 (Frankwood Commons): Subdivision of 35.1 gross acres of land into 154 single family lots (lot sizes range from 6,480-11,946 SF), one 3.01 gross acre commercial lot, and one 1.60 gross acre retention basin. (Related Entitlements: Annexation Application No. 2017-01, General Plan Amendment Application No. 2017-01, Change of Zone Application No. 2017-01)
5. Site Plan Review Application No. 2017-3: Master planning of approximately 19.076 gross acres of commercially designated land, with Phase I consisting of an approximately 18,895 square foot single story medical clinic and Phase II consisting of 80,600 square feet of commercial uses and 17,000 square feet of residential/commercial mixed use development. (Related Entitlements: Annexation Application No. 2017-2 and Pre-Zone Application No. 2017-2)
6. Vesting Tentative Subdivision Map No. 6229 (Rancho Vista – Reedley): Subdivision of 38.89 gross acres of land into 186 single family lots (average lot size 6,896 square feet). (Related Entitlements: Annexation Application No. 2018-1, Pre-Zone Application No. 2018-1)
7. Tract No. 5263 (Monte Vista Estates): Completion of a 17-lot subdivision consisting of 3.25 +/- acres (average lot size 6,000 +/- square feet).
8. Tentative Subdivision Map No. 6267 (Fino Subdivision): Subdivision of 13.51 +/- gross acres of land into 34 single-family lots (average lot size 6,500 +/- square feet) and 11 multi-family lots (average lot size 18,000 +/- square feet).

## Building Permits

Within four years of the adoption of the 2030 Reedley General Plan in 2014, City staff processed approximately 35 entitlement applications resulting in new building construction valuations totaling \$4.2 million for single-family homes, \$13.9 million for multiple family and mixed-use projects, and \$7.5 million for commercial buildings. Healthcare contractors invested \$2.9 million to fund new health centers in Reedley (Medical Centers and small diagnostics lab). Approximately 335 residential and 5 commercial solar installations were installed during the year 2015 and early 2016. Figure 3-8 summarizes the number of permits issued per year and by the types of use.

**Figure 3-8. Building Permit Activity 2015 to current**

Building Permit Activity						
Type of Use	2015 Issued	2016 Issued	2017 Issued	2018 Issued	2019 Issued	Total to date
New single-family homes	5	10	4	2	10	<b>31</b>
New apartment buildings	3	1	2	1	0	<b>7</b>
New public buildings	1	1	1	0	0	<b>3</b>
New commercial buildings	9	6	1	0	3	<b>19</b>
New industrial buildings	0	0	0	1	1	<b>2</b>

Source: Reedley Building Division

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**Figure 3-9. New Apartment Permits, Total Units Built**

Year	New apartment buildings Permits	Number of Units
2015	3	56
2016	1	42
2017	2	58
2018	1	20
2019	0	0
Total Units Built		176

Source: Reedley Building Division

According to the City, as of November 2019, land use entitlements have been approved for the following types of uses, with the number of building permits having been requested or issued by the Building Division also notated as under construction:

- New single-family homes: 16 single family units under construction; 608 approved;
- New apartment buildings: 11 multi-family lots at 20-unit density approved within tentative maps;
- New commercial buildings: 3 commercial locations under construction; and
- New industrial buildings: 1 industrial location under construction.

## Vacant Land Inventory

During the 2019 MSR process, the City informed LAFCo that there were approximately 192 acres of vacant land within the Reedley city limits, with approximately 79 of these acres containing approved land use entitlements. Another estimated 124 acres are within the Reedley SOI that are vacant and designated by the Reedley General Plan for single-family low-density residential uses.

## Reedley SOI Update: Frankwood-South (40 acres)

The LAFCo received an application for the proposed Reedley SOI expansion area known as “Frankwood-South” Reedley SOI update. The following land use entitlements are associated with the project:

- **Reedley General Plan Amendment Application No. 2017-01** amends the land use designation of a 40-acre parcel from 20 acres of Low Density Residential and 20 acres of Medium Density Residential to three acres of Neighborhood Commercial and 37 acres of Low Density Residential. The commercially-designated land is in the southwestern most corner of Frankwood-South Avenues intersection. This was approved by the Reedley City Council on January 8, 2019.
- **Change of Zone Application No. 2017-01** pre-zoned the subject 40-acre parcel from agricultural use (AE-20) within Fresno County to three acres of CN-Neighborhood Commercial and 37 acres of R-1-6 One Family Residential. The pre-zoning designation is consistent with the amended general plan and will become effective upon annexation. This was approved by the Reedley City Council on January 8, 2019.

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- **Tentative Subdivision Map No 6178 (Frankwood Commons)** pertains to the subdivision of land and proposed street dedications/improvements to accommodate for the above referenced uses. Tentative Subdivision Map No 6178 consists of an approved 151-lot of single-family homes, one 3.2-acre lot for commercial uses, one 1.63-acre lot for a stormwater drainage basin, and three landscape strip out-lots adjacent to city right-of-way. This was approved by the Reedley City Council on January 8, 2019.

Based on the proposal, the City estimates the following population forecast which has been incorporated into Reedley's population projections.

Within the proposal, 37 acres of land are designated as Low Density Residential with a gross density range of 4.38 dwelling units per acre. If the average family size of 3.65 persons from the MJHE for the City of Reedley was multiplied by the number of proposed single-family residential dwelling units in the proposed project (154) it results in a potential increase of 562 persons to the City.

There is the option of developing a mixed-use project within the three-acre Neighborhood Commercial designation. According to the Mixed-Use Section of the Reedley Zoning Ordinance (Reedley Municipal Code Section 10-13-9) mixed use developments are allowed in the CN (Neighborhood Commercial) zone district, but they must be developed in accordance with the Medium Density Residential Planned Land Use Designation of 8-15 dwelling units per acre. At the highest density available in the Medium Density Residential Planned Land Use Designation of 15 dwelling units per acre, the project can have up to 45 dwelling units within this mixed-use area. If the average household size of 3.65 persons (based on MJHE data for the City of Reedley) was multiplied by the potential number of residential dwelling units in the proposed SOI expansion area (45) the result would be a potential increase of 164 persons to the City of Reedley. In part, the proposed Frankwood-South SOI update has the potential to increase Reedley's population by either 562 people or a high of 726 people.

### **Reedley SOI Update: Reedley Municipal Airport (138 acres)**

During the preparation of this MSR, LAFCo staff observed that the 138-acre noncontiguous incorporated territory comprising the Reedley Municipal Airport was not included in the Reedley SOI. The Reedley Municipal Airport was annexed in 1980.<sup>18</sup> The Reedley General Plan designates the airport facility as existing public/institutional facility. The City Manager has expressed Reedley's anticipated—but as yet unprogrammed—expansion of this facility to accommodate the emerging field of electric aviation. This would necessitate an amendment of the Reedley General Plan to designate appropriate land uses around the existing facility in support of the expansion. Pursuant to GC sec. 56375.5, the subsequent annexation of this territory must be consistent with the Reedley SOI. It is, therefore, appropriate for the Commission to determine a SOI around the existing Reedley Municipal Airport that is designated in the Reedley

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<sup>18</sup> LAFCo File no. RO-80-07. 143 acres consisting of the bulk of today's airport property were annexed to the City of Reedley pursuant to sec. 35012 of the Municipal Organization Act. MORGA did not require that annexed territory be within the SOI of a city. In 1996, 10 acres between the airport and Frankwood Avenue were annexed under the Cortese-Knox Reorganization Act of 1987 (LAFCo File no. RO-96-12). As noted in staff's report for this project, "The area is not within the city sphere of influence. However, territory owned by an agency and used for agency purposes has not been required to be consistent in the past. The definition of sphere of influence in State law is an area considered as future service area. Service areas require service facilities, such as sewer plants and airports to serve an area. Sometimes these service facilities by their nature are better located some distance from the urbanized service area *or sphere of influence*, such as in this case." (emphasis added)

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General Plan as an existing public/institutional facility in order to establish a foundation for the City's aeronautic aspirations.

## **Reedley's Growth Strategies**

The Reedley General Plan has two planning boundaries; the General Plan's "Expansion Area" and a larger "Study Area," the latter has an unspecified time to complete and is generally considered to be beyond 50 years. A primary focus of the General Plan is to encourage new residential and commercial development within the City's existing urban footprint of its city limit, while balancing the need to provide new housing through incremental development in the existing Reedley SOI.

The Reedley General Plan's Land Use Element includes nine guiding principles that form the basis for future land use decisions and growth of the City. The City's growth strategies are augmented by the following adopted planning documents:

- Reedley Bicycle and Mobility Plan;
- Reedley Specific Plan;
- Southeast Industrial Area Specific Plan;
- Airport Master Plan; and
- Rail Corridor Master Plan.

The Reedley General Plan Land Use Element's nine guiding principles read as follows:

- a) Protect the agricultural economic base of the Reedley area by encouraging the preservation of the maximum feasible amount of productive and potentially productive agricultural land.
- b) Plan for urban growth in a manner that minimizes impacts on agriculture and the consumption of agricultural land.
- c) Increase residential densities to reduce the impacts related to loss of agricultural lands.
- d) Establish a pattern of urban development which provides for the economically efficient provision of urban services with particular emphasis on sewer, water and storm drainage infrastructure.
- e) Seek a balanced and compatible land use pattern which accommodates projected population growth and encourages alternative transportation such as walking, bicycling or transit.
- f) Provide transitions between various land uses and intensities using high quality design.
- g) Integrate land use planning, transportation planning, and air quality planning to make the most efficient use of public resources.
- h) Development in the planning area shall occur in a fashion that protects and enhances air quality and water quality.
- i) Public open space shall be made an integral part of new development in the planning area.

The Reedley General Plan EIR notes that vacant land within Reedley city limits would not be enough to accommodate planned City growth and much of the City's growth would occur in the Reedley SOI and planned Expansion Area. The City's General Plan designates urban land uses within the 7,913 acre "Expansion Area," with the remainder of the "Study Area" undesignated. The City's General Plan anticipated several incremental SOI amendments to occur during the General Plan's 20-year planning horizon.

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The Reedley General Plan goals and policies represent the official City position regarding the desired nature, disposition, and quality of development within the community. To effectively manage City growth through 2030, the General Plan includes numerous goals and policies promoting compact development, in-fill development, and significant increases to residential and commercial density ranges. By design, these tools are to ensure a managed, controlled and orderly growth pattern over the entire planning horizon.

## **Annexation Policies**

Currently, the Reedley General Plan establishes the City's Annexation Policy, which entails its commitment by the City to maintain an updated Memorandum of Understanding with County of Fresno.<sup>19</sup> As of September 2017, the County and City of Reedley Memorandum of Understanding (MOU) sets forth the following:

- a) The County shall not approve any discretionary development permit for new urban development within the City's SOI unless that development has first been referred to the City.
- b) That the development is orderly.
- c) County shall require development standards of the City of Reedley, when development is within the existing SOI.
- d) The City application for the annexation of any new territory be consistent with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.
- e) City initiated annexation shall have development eminent, with at twenty-five (25) percent of the proposed area having an approved site plan and/or tentative map.

LU 2.5.8 of the Reedley General Plan provides that "the City shall not support annexing land for residential development until at least eighty (80) percent of the existing residentially designated land inside the city limits is developed." As of November 2019, the City is above 80% when including currently developing and entitled land area.

In addition, the City maintains an Infill Incentive Program that provides Development Impact Fee (DIF) reductions of 50% for infill developments placed within the city center, and 25% for such development throughout the rest of the city limits. Mixed-use allowance is also provided through the City's Municipal Code standards, and a Farmland Preservation Program is currently being completed. All such efforts are made to ensure consistency with the goals and policies within the Reedley General Plan that promote sustainable, efficient and orderly development patterns.

Furthermore, all annexation request to the City are subject to LAFCo's Policy 210 – Standards for annexation to Cities and Urban Service Districts and Policy 210.13 - Rezoning Requirement. In summary, the following LAFCo policies regulate the City's ability to annex new territory into the City's corporate boundaries:

- 210.02. Proposal is consistent with the City or County general and specific plans, including adopted goals and policies.
- 210.03. Proposal shows that there is insufficient available land within the community plan area, consistent with the community plan, to accommodate the proposed development.

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<sup>19</sup> City of Reedley General Plan, Land Use Element Policy, LU 2.5.10. *Note: existing LU 2.5.10 language will be amended by City in 2020 to ensure consistency, as it currently states 50% (which is from the previous MOU).*

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- 210.04. Proposal mitigates any significant adverse effect on continuing agricultural operations on adjacent properties.
  - 210.05. Proposal would result in planned, well ordered, efficient development patterns and service areas, and does not encourage urban sprawl.
  - 210.06. Proposal shows that there is existing substantial development or gives indication of future development, thereby requiring urban services. If no existing substantial development, a condition assuring that substantial development will occur upon annexation shall be made a part of the proposal.
  - 210.07. Proposal shows that development can be provided all urban services and improvement or facilities necessary, as shown by the service plan and application.

## **Collaborative Regional Planning Efforts**

The City has actively been involved in the San Joaquin Valley Blueprint planning process. The Valley Blueprint process began in 2006 and is made up of seven Valley Council of Government (COG) members and one Regional Transportation Planning Agency representing the San Joaquin Valley.

In 2010, the San Joaquin Valley Blueprint Council, the decision-making body of the Blueprint planning process, adopted 12 Growth Principles that reflect its vision for the future of the San Joaquin Valley. The San Joaquin Valley Blueprint Smart Growth Principles are:

- a) Create a range of housing opportunities and choices.
- b) Create walkable neighborhoods.
- c) Encourage community and stakeholder collaboration.
- d) Foster distinctive, attractive communities with a strong sense of place.
- e) Make development decisions predictable, fair, and cost-effective.
- f) Mix land uses.
- g) Preserve open space, farmland, natural beauty, and critical environmental areas.
- h) Provide a variety of transportation choices.
- i) Strengthen and direct development towards existing communities.
- j) Take advantage of compact building design.
- k) Enhance the economic vitality of the region.
- l) Support actions that encourage environmental resource management.

In the process of updating the Reedley General Plan, the Growth Principles have been used to develop or update many, of the Reedley General Plan policies.

## **Future Reedley Sphere of Influence Updates**

During the preparation of this MSR, Reedley informed LAFCo that there are two potential Reedley SOI revisions that are likely to occur within the next five years, though due to dissimilar project schedules they are not included in the City's current Reedley SOI update.

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The City anticipates that an additional 40 acres located at the northwest corner of Frankwood-South would be necessary to accommodate planned high-residential, open space, commercial, and job generating land uses.<sup>20</sup>

Currently, Caltrans is upgrading and reconstructing sections of State Route 180. The on/off ramp proposed for Frankwood Avenue will direct additional vehicle traffic from Reed Avenue to Frankwood Avenue, essentially creating an additional entrance or “gateway” into the City. The Frankwood-South intersection is envisioned to be developed into a combination of residential, commercial, and job generating land uses as contemplated by the General Plan.

In addition, the City anticipates that another 40 acres located at the northwest intersection of Manning Avenue and Zumwalt would be necessary to include in a future Reedley SOI update.<sup>21</sup> The Reedley General Plan designated this property for commercial and medium density single family residential. SOI expansion for both areas is identified within the current County/City MOU, as shown in Figure 3-10.

Ultimately, the City intends to submit future application(s) to LAFCo to expand the Reedley SOI to its ultimate Expansion Area identified within the Reedley General Plan, to allow for future growth of the City. Prior to such an application, the City would work with the County to amend the current MOU to formally identify the area in the document. Annexation and development of the Expansion Area will depend on market demand and consistency with General Plan growth policies, but it is expected to meet the City’s future growth for the next 20 years.

As planned, Reedley SOI expansion would help accommodate the City of Reedley’s RHNA allocations and further implement Reedley General Plan goals and policies.

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<sup>20</sup> Assessor Parcel Number: 363-031-32.

<sup>21</sup> Assessor Parcel Number: 363-070-14.

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Figure 3-10. Future Reedley SOI applications to LAFCo, within the current 2017 County/Reedley MOU.



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## 4. Agriculture Preservation

State law empowers LAFCo 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<sup>22</sup>” through the implementation of SOI determinations and periodic SOI updates for cities and special districts. In this section, the MSR will evaluate the City’s policies that support the preservation of agricultural farmland.

### Prime Agriculture

LAFCo notes that there are two similar definitions for “Prime Agricultural Land” set forth in California statute. On one hand, State law defines “Prime Agricultural Land” (PAL) for cities and counties in Government Code sec. 51201 as 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, LAFCo law provides a similar but not identical definition: Cortese-Knox-Hertzberg Local Government Reorganization Act, Government Code sec. 56064 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 (substantive differences with GC sec. 51201 are italicized):

- 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.

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<sup>22</sup> Government Code Sec. 56301.

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- 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.

## **Reedley General Plan 2030 Growth Scenario, Ag Preservation**

Implementation of the City of Reedley 2030 General Plan anticipates future population and economic growth and presents the land use policies to accommodate this planned growth. These actions will necessitate the conversion of agricultural land. The Reedley 2030 General Plan EIR recognized that the conversion of farmland is a significant and unavoidable impact on agricultural land, even after mitigation is employed by the City. The General Plan agricultural policies balance orderly growth pattern with minimizing the premature and unplanned conversion of agriculture.<sup>23</sup>

The City's collective Land Use, Urban Growth Management and Agriculture Goals and Policies are designed to ensure the avoidance and premature conversion of agricultural land, that, while not wholly mitigating the loss of agricultural lands, will significantly reduce the impact.<sup>24</sup> The following Land Use Element Guiding Principles outline the City's commitment to protect local agricultural and open space land:

### **Reedley General Plan: 2.3 Land Use Element Guiding Principles**

- (a) Protect the agricultural economic base of the Reedley area by encouraging the preservation of the maximum feasible amount of productive and potentially productive agricultural land.
- (b) Plan for urban growth in a manner that minimizes impacts on agriculture and the consumption of agricultural land.
- (c) Increase residential densities to reduce the impacts related to loss of agricultural lands.
- (d) Establish a pattern of urban development which provides for the economically efficient provision of urban services with particular emphasis on sewer, water and storm drainage infrastructure.
- (e) Seek a balanced and compatible land use pattern which accommodates projected population growth and encourages alternative transportation such as walking, bicycling or transit.
- (f) Provide transitions between various land uses and intensities using high quality design.
- (g) Integrate land use planning, transportation planning, and air quality planning to make the most efficient use of public resources.
- (h) Development in the planning area shall occur in a fashion that protects and enhances air quality and water quality.
- (i) Public open space shall be made an integral part of new development in the planning area.

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<sup>23</sup> City of Reedley 2030 General Plan, p. 105.

<sup>24</sup> City of Reedley 2030 General Plan, p. 108.

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The 2030 General Plan includes the following Ag preserve policies related to annexation:

- LU 2.5.2: New development will only be approved in sequential fashion contiguous to existing development to ensure orderly extension of municipal services and unnecessary conversion of agricultural lands. Development standards shall incorporate measures to preserve and protect agricultural land as set forth in Policies LU 2.5.1 through LU 2.5.18 and COSP 4.3.1 through 4.3.4.
- LU 2.5.8: The City shall not support annexing land for residential development until at least eighty (80) percent of the existing residentially designated land inside the city limits is developed.
- LU 2.5.18: From the adoption date of this GPU, the City shall annex a maximum of five hundred (500) acres from within the existing SOI (@1,797-acres). Only when a Farmland Preservation Program is adopted for implementation shall the City propose additional lands for orderly annexation.

## **Agriculture Land**

Land immediately surrounding the Reedley city limits consists of predominantly agricultural and incidental rural residential land uses. According to the Reedley General Plan, the City plans for urban land uses for areas beyond its existing city limits and the Reedley SOI.

The City takes a leadership role in land use planning by assessing a General Plan Study Area that encompasses 10,620 acres, nearly double in size than the existing Reedley SOI. As evaluated by the Reedley 2030 General Plan, the Reedley Land Use Element designates the intensity and location of various types of residential, commercial, industrial, open space, recreational, public and agricultural uses.

The City's General Plan EIR evaluated three key planning boundaries that outline the City's planning strategies, as well as its policies to preserve agricultural land.

The following boundaries are presented in the Reedley General Plan's EIR:

- Reedley city limits: 3,535 acres,
- 2030 General Plan's *proposed* Reedley SOI (referred to in this MSR as the "Expansion Area" to avoid confusion with LAFCo's SOI for the City): 7,913 acres, and
- The "Study Area" which encompasses 10,620 acres and extends beyond the Reedley SOI Expansion Area.

A substantial portion of the Expansion Area consists of land identified by the California Department of Conservation's Farmland Mapping and Monitoring Program as Important Farmland. Collectively, the Department of Conservation recognizes the "Important Farmland" designation in four categories: Prime Agricultural Land, Lands of Statewide Importance, Lands of Unique Characteristics, and Land of Local Significance.

Within the Expansion Area, the General Plan's EIR notes that approximately 4,180 acres are recognized as Important Farmland. Of the Important Farmland acreage, the designation consists of the following categories: 2,440 acres of Prime Farmland; 1,662 acres of Farmland of Statewide Importance; and 78 acres of Unique Farmland.<sup>25</sup>

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<sup>25</sup> City of Reedley 2030 General Plan EIR, p. 2-14.

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The Reedley General Plan estimates that there are approximately 1,501 acres (89.9%) that are in agricultural operation and/or undeveloped, 84 acres (6.4%) are identified as open space, and 49 acres (3.7%) are considered to be developed for uses other than farming operations.

The City informed LAFCo that the majority of vacant land located along the City's urban edge has been retired from agricultural operations in anticipation of future urbanization. While the City has adopted policies to discourage the premature conversion of agricultural land to urban uses, there is nothing to deter premature disinvestment in agricultural land by private landowners. The General Plan's Land Use Element also provides City policies and programs that provide for the orderly development, provision of adequate services, and extension of services.

Consistent with the Reedley 2030 General Plan, the City will impose a Farmland Preservation Program which addresses the permanent preservation of identified Prime Farmland, Unique Farmland, and Farmland of Statewide Importance that might otherwise be converted to urban land use. The Program requires the City to evaluate urban development effects on agriculture and create various preservation solutions to mitigate its impacts on agricultural land. Land Use Element policy LU 2.5.18, requires the City to self-regulate urban growth by committing to annex a minimum of 500 acres from within the Existing – LAFCo approved Reedley SOI before implementing the City's Farmland Preservation Program.<sup>26</sup>

During the preparation of this MSR, the City informed LAFCo that it secured State grant funding from the Department of Conservation, Sustainable Agricultural Lands Conservation Program to begin community outreach to develop a Farmland Preservation Program. On November 14, 2019, the City held its first community meeting to inform and solicit input from the public regarding the proposed Reedley Farmland Preservation Program. City staff expect to complete this project by June 30, 2020.

The City implements a "Right to Farm Covenant" for annexations at the fringe of the City 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.

## **Agricultural Lands of the Proposed Frankwood-South SOI update**

As of the preparation date of this MSR, the City informed LAFCo that 87% of the existing residentially designated land inside the city limits has approved development on it; or, has been developed to an urban standard. The proposed Frankwood-South Reedley SOI update would facilitate the annexation and development as planned commercial and residential land uses.

The proposed 40-acre Reedley SOI update consists of land currently used for orchard crops and designated as "Farmland of Statewide Importance" by the Department of Conservation. Currently, the parcel is unincorporated and identified in Fresno County's AE-20 (Exclusive Agriculture) zone district.

The 40-acre parcel is bounded to the south by land identified by the DOC as Farmland of Statewide Importance and Urban and Built-Up Land, to the west and north as Prime Farmland and Farmland of Statewide Importance, and to the east as Urban and Built-Up Land. The parcel is not identified under an active Williamson Act contract, nor any of the parcels adjacent to the proposal site.

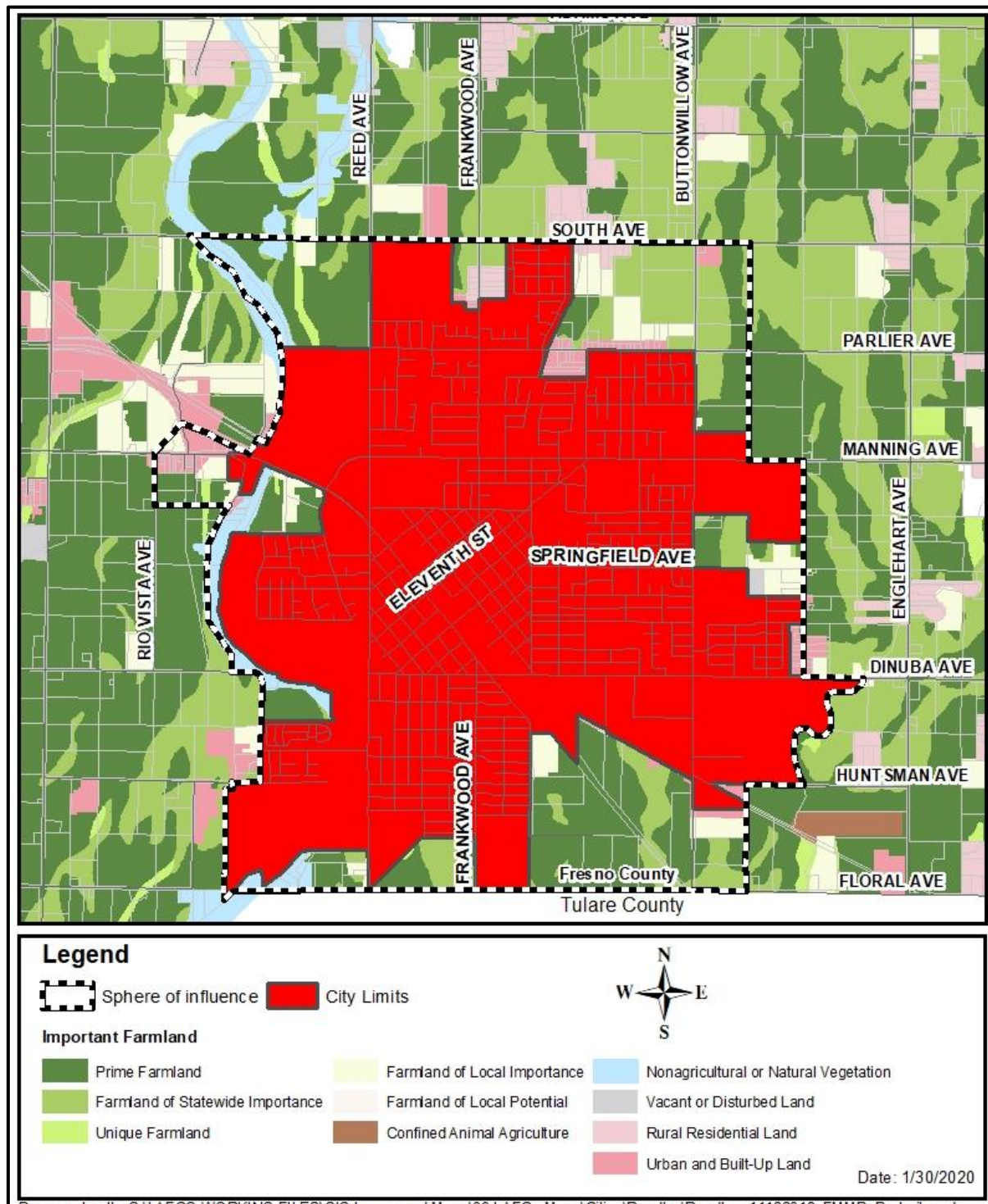
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<sup>26</sup> City of Reedley 2030 General Plan Land Use Element Policy LU 2.5.18.

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Agricultural land within the Reedley SOI and outside the city limits is primarily focused in the eastern, southeastern, and southwestern areas. Of the available 1,225 acres identified between the city limit and the Reedley SOI, the Department of Conservation, Farmland Mapping and Monitoring Program classifies 870 acres as Prime Farmland (Figure 4-1).

**Figure 4-1. 2016 Important Farmlands Map with the Reedley SOI**



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## Williamson Act Contracts

The California Land Conservation Act, or Williamson Act was adopted in 1965 to encourage the preservation of agricultural lands in view of the increase in trend toward their “premature and unnecessary” urbanization.<sup>27</sup> The Williamson Act enables counties and cities to designate agricultural preserves and offer preferential taxation to agricultural landowners based on the income-producing value of the land. In return for the preferential tax rate, the landowner is required to sign a Land Conservation Contract (“LCC”) with the county or city agreeing not to develop the land for a minimum of 10 years. The LCC is renewed automatically on its anniversary date unless a notice of nonrenewal or a petition for cancellation is filed with the respective agency.

According to the Reedley General Plan EIR, many properties located in the General Plan’s proposed 2030 Expansion Area are identified under LCC. As of 2019, there are six properties amounting to approximately 250 acres within the Reedley SOI that are identified under an existing LLC.

Figure 4-2 depicts those properties within the Reedley SOI, and immediate vicinity that are protected under contract. As previously noted, the City has commenced a Farmland Preservation Program that would assess local agricultural conditions and make recommendations that minimizes impacts on agriculture as outward growth of the City occurs.

## Fresno LAFCo Policy Standards for Annexation

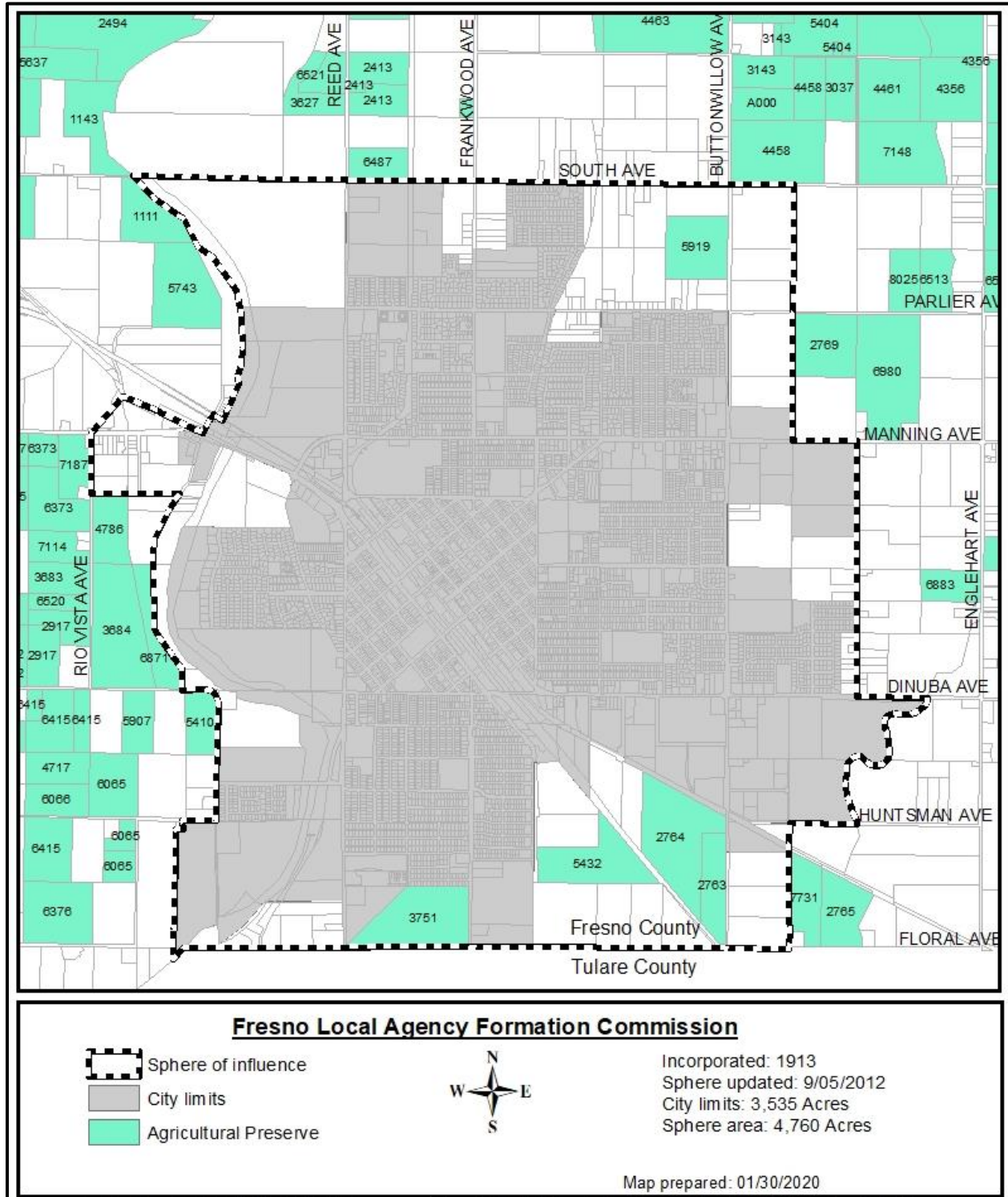
The Reedley General Plan provides policies that support orderly and logical annexations to the City. All annexations into the City of Reedley are subject to LAFCo’s Policy 210 – Standards for annexation to Cities and Urban Service Districts and Policy 210.13 - Prezoning Requirement. LAFCo policy 210, 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 each proposal results in planned, well ordered, efficient development patterns and service areas, and it discourages 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. 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.

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<sup>27</sup> Government Code Section 51200 *et seq.*, The California Land Conservation Act of 1965.

Figure 4-2. Land Conservation Contracts within Reedley SOI





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## 5. 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 (“DUC”). 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 (a city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection. State law directs LAFCOs 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 DUCs.

A DUC is defined as an inhabited territory that constitutes all or a portion of a “disadvantaged community” as defined by California Water Code section 79505.5 (“Inhabited” means that there are 12 or more registered voters within the territory<sup>28</sup> and “disadvantaged” is defined by the Water Code as an area 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 consist of at least 15 dwelling units, at a density not less than one unit per acre.

LAFCo policy defines a “Legacy Community” as 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.

CKH prohibits LAFCo from approving an annexation to a city of any territory greater than 10 acres if a DUC is contiguous to the proposed annexation, unless an application to annex the DUC has been filed with LAFCo.<sup>29</sup> An application to annex a contiguous DUC shall not be required if a prior application for annexation of the same DUC has been made in the preceding five years or if the commission finds, based upon written evidence, that a majority of the registered voters within the affected territory are opposed to annexation.

This section of the MSR uses the American Community Survey (“ACS”) five-year estimates for year 2012 to 2014 datasets to identify the demographic composition of various locations near the City. 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 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.

According to the 2012-16 ACS five-year estimates, Reedley’s reported income levels are higher than that of the County. During 2012-16, Reedley had a reported MHI average of \$43,907, while Fresno County reported an MHI average of \$45,963. During the same timeline, the Statewide MHI for California was

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<sup>28</sup> GC sec. 56046 – definition of “Inhabited territory.”

<sup>29</sup> Fresno LAFCo policies also qualify contiguous as ‘or within 300 feet’ to the proposed annexation.

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\$63,783. Per Water Code, any location with a MHI less than \$51,026 meets the income threshold for a Disadvantaged Community. Based on MHI levels, Reedley is considered a Disadvantaged Community.

However, for the purpose of the LAFCo process, a DUC must be *inhabited*, located *outside* of a city's incorporated limits, within or contiguous to a city's SOI, and have at least 15 dwelling units at a density not less than one unit per acre. LAFCo staff did not identify any DUCs as defined by Commission policy in or within a mile of the Reedley SOI.

## **Reedley 2012 MSR – DUC Determination**

LAFCo updated its Reedley MSR in 2012, made written determinations, and revised the Reedley SOI.<sup>30</sup>

According to the 2012 Reedley MSR, one location was identified as a potential DUC located on the eastern edge of the City, north of Dinuba Avenue and west of Zumwalt Avenue. The area consists of 18 unincorporated parcels east and west of Zumwalt Avenue. According to the MSR, in 2012 the DUC was not being served with either city water or sewer service.

In 2017, the City made an application to LAFCo requesting authorization to extend City water lines and to connect this DUC, also known as George Cox neighborhood, consisting of 19 renting dwelling units located on Assessor Parcel Numbers 370-370-44, -45, -46, and 370-060-19. LAFCo resolution number OS-17-03, authorized the City to extend water service to the George Cox neighborhood in anticipation of a future annexation, and included a condition of approval whereby the landowner agreed to not protest future annexation.

Based on the most recent ACS datasets for years 2012-16, the George Cox neighborhood's MHI exceed the DUC MHI threshold.

The City informed LAFCo that it is complying SB 244 through its commitment with the Regional Collaboration Program, as called out in the 2015-2023 Multi-Jurisdictional Housing Element Action Plan for the City of Reedley. This plan states that the City of Reedley will continue to participate in the Countywide Housing Element Technical Committee to collaborate on housing program implementation and regional issues, including disadvantaged unincorporated communities, infrastructure challenges, farmworker housing, homelessness, and fair housing.<sup>31</sup>

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<sup>30</sup> Fresno LAFCo File Numbers RO 12-6 and RSOI-160, Central Valley Transportation Center Reorganization to City of Reedley, and MSR and SOI update prepared for City of Reedley (Central Valley Transportation Center Reorganization).

<sup>31</sup> 2015-2023 MJHE Participating Agencies: Fresno County, Clovis, Coalinga, Fowler, Huron, Kerman, Kingsburg, Mendota, Parlier, Reedley, San Joaquin, Sanger, and Selma.

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## 6. Municipal Airport Facility

This section of the MSR provides a general assessment of the services that are provided by the Reedley Municipal Airport, and reviews Reedley’s adopted policies, its Airport Master Plan, and its program that support local aviation services.

The Airport Division operates under the direction of the Reedley Community Services Department (“CSD”). One Airport Manager is responsible for the day-to-day operations of the facility, plans capital projects, and monitors regulatory compliance with the Federal Aviation Administration. The Reedley CSD is responsible to oversee the operation of the Reedley Municipal Airport.

### Reedley Municipal Airport Overview

Reedley Municipal Airport (“Airport”) was established in 1979 following acquisition of the former Great Western Airport by the City of Reedley. In 1980, the airport site was annexed into the City under the provisions of the Municipal Organization Act that allowed cities to annex noncontiguous territory under three conditions: land is owned by city, intended for municipal purposes, and less than 160 acres in size. The annexation allowed the City to regulate land uses in support of the airport.

The Reedley Airport meets the Federal Aviation Administration’s A-I criteria which means it serves about 75 percent of the single-engine and small twin-engine airplanes used for personal and business purposes.

The Airport is located approximately three miles north of the City limits on the west side of Frankwood Avenue between American and Central Avenues. The Fresno Yosemite International Airport terminal is located approximately 25 miles northwest of the Airport. The Airport encompasses approximately 138-acres and serves single and light twin-engine aircraft under 12,500 pounds.

### Reedley General Plan: Circulation Element

The Reedley General Plan Circulation Element provides City goals and policies that establish the operational standard for the Airport. The following General Plan goal and policies summarize Reedley’s Air Transportation Systems and sets the vision for the development of the City’s Airport.

Circulation Element 3.7A – Promote the integrity of the Reedley Municipal Airport, Policies

- Circulation Element 3.7.1 - Land uses surrounding the airport should remain agricultural.
- Circulation Element 3.7.2 - Coordinate with Fresno County to establish land uses around the airport that will not conflict with airport operations.

### Reedley Airport Master Plan

In 2004, the City of Reedley completed an Airport Master Plan that evaluated the City’s Airport facilities, forecasts aviation services, and determined facility improvements in order to meet the Federal Aviation Administration’s development standards for municipal airports. Aviation forecasts were prepared for the City as part of the Airport Master Plan. The Airport Master Plan uses a 20-year planning horizon, year 2000 through 2020.

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The Master Plan provides the following forecast concerning the airport, types of based aircraft for future apron, and hangar parking requirements, the number of instrument operations for determination of instrument approach capabilities and needs.

**Figure 6-1. Aircraft Based at Airport**

	2000	2005	2010	2015	2020
<b>Single Engine</b>	66	71	77	83	90
<b>Multi-Engine</b>	3	4	4	4	4
<b>Helicopter</b>	1	1	1	1	1
<b>Turboprop</b>	0	0	0	0	0
<b>Turbine</b>	0	0	0	0	0
<b>Total</b>	70	76	82	88	95
Source: Wadell Engineering Corporation					

**Figure 6-2. Annual Aircraft Operations**

	2000	2005	2010	2015	2020
<b>By Type of Operation</b>					
<b>Local</b>	16154	17538	18923	20308	21923
<b>Itinerant</b>	10772	11690	12615	13536	14615
<b>Total</b>	26,923	29230	31538	33846	36438
<b>By Type of Aircraft</b>					
<b>Single Engine</b>	25295	27182	29468	31740	34402
<b>Multi-Engine</b>	1150	1540	1540	1540	1540
<b>Helicopter</b>	350	360	360	370	370
<b>Turboprop</b>	104	120	138	159	183
<b>Turbine</b>	24	28	32	37	43
<b>Total</b>	26,923	29230	31538	33846	36438
<b>By Type of User</b>					
<b>Military</b>	0	0	0	0	0
<b>Air Taxi</b>	0	0	0	0	0
<b>General Aviation</b>	26,923	29230	31538	33846	36438
<b>Total</b>	26,923	29230	31538	33846	36438
<b>Source: Wadell Engineering Corporation</b>					

According to the Master Plan, the Airport is expected to increase capacity to account for 95 based aircraft by the year 2020, mostly single engine piston aircrafts. The Airport runway operations will increase to 36,538 by the year 2020, all of which will be general aviation.

The Master Plan recognized that phased construction projects will be necessary throughout the planning period in order to meet facility safety standards, support future aviation demand, and to meet FAA airport requirements. The Master Plan recommends the City undertake the following steps necessary to develop a viable airport:

- Use the Master Plan as City policy for development on and adjacent to the Reedley Municipal Airport.
- Apply to the Federal Aviation Administration and the State of California for construction grants for facility development at the Reedley Municipal Airport.
- Implement the development program at the Reedley Municipal Airport.

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- Apply for State of California aviation fund loans or municipal leasing funds for hangars at the airport to generate matching funds for future airport development and maintenance grants.
  - Adopt new height zoning ordinances and zoning protection for the Reedley Municipal Airport in accordance with its role described in the Master Plan.

## **Airport Commission**

The Reedley City Council formed the five-member Airport Commission to regulate, create policy, and govern the operation of the Airport. Each commissioner takes an oath of office and is responsible to exercise their independent judgment on behalf of the interests of the City, residents, property owners, and the public. Commissioners serve a three-year term and there is no residency requirement.

## **Airport Division**

The Airport Division operates under the direction of the Reedley CSD. One Airport Manager is responsible for the daily operation and management of the Airport. As of October 2019, the Airport employs one full-time equivalent (“FTE”) manager, and one part-time administrative assistant. Facility maintenance is provided by Reedley CSD maintenance crews.

The Airport Manager is responsible to oversee that all activities and programs held at the Airport align to the City’s adopted policies. The Airport Manager also ensures that the City’s Airport meets reporting requirements, the Federal Aviation Administration standards, and identifies facility needs, repairs, and potential economic development opportunities. According to the City, within the past two years the Reedley CSD retained the airport consulting firm C&S Companies to research and secure grant funding for needed repairs and safety improvements to align with the goals of the Airport Master Plan.

## **Airport Infrastructure**

There are six public airports in Fresno County: Fresno Chandler Downtown Airport, Coalinga Airport, Firebaugh Municipal Airport, Mendota Municipal Airport, Reedley Airport, and Fresno-Yosemite International Airport.

Similar to the Mendota or Coalinga airports, the Reedley Airport provides for general aviation and charter services primarily for small single engine and some small two engine aircrafts. The Airport operates as a basic utility facility intended to serve low air traffic levels. No commercial air carriers are provided at the Airport. Reedley travelers are dependent upon the Fresno-Yosemite International Airport for commercial flights.

The airport has a 3,300-foot-long and 50-foot-wide paved runway, oriented in a northwest to southeast direction. There are no paved emergency/safety areas at either end of the runway. However, the runway is equipped with medium-intensity runway edge lights and basic directional markings. The airport terminals and hanger areas are located to the east of the runway. The Airport’s taxiway is located near the center of the airfield area. There are 94 transient tiedown positions on an asphalt apron, and five buildings that accommodate 46 hangars, and an aircraft fueling facility.

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The airport utilizes a right-hand approach pattern to Runway 33 to avoid overflight of the Great Western Elementary School located south of the Airport, and a left-hand pattern to Runway 15. The airport does not have a published instrumental approach procedures manual.

A 2018 construction project at the airport sealed Runway 15-33 and the connector taxiways up to the edge of Taxiway A and restriped all treated areas. New pavement markings were placed on the runway which coincided with the GPS approach, slated to be published in May of 2018.

The airport receives its water supply from a private well and sewer service from an on-site septic system. On the northeast side of the Airport approximately 19 acres consist of planted citrus trees and on the southwest side of the Airport about three acres are leased by Airtime BMX for a track.

## **Aviation Demand**

According to the City, there is limited activity at the Reedley Airport, except during weekend events. The City informed LAFCo that it has not tracked recent aviation traffic mainly because the airport is unmanned, and it's also a non-towered airport. The City estimates that 67 percent of current operations are local aviators, and less than 33 percent are itinerant. The vast majority of operations are by single-engine aircraft, although some are by multiengine piston and occasional turboprops.

## **Airport Finances**

The City funds the operation of its airport through several accounts within the Reedley CSD. The Reedley CSD prepares and oversees the overall budget performance for the Department and an Airport Manager monitors all operational revenues and operational expenses for the Airport Fund. The airport budget is an enterprise fund that is managed similarly to a business operation. The budget identifies current assets, less current liabilities, and only airport related costs and revenues are allowed in the Airport Fund.

According to the FY 2018-19 Reedley budget, the airport's anticipated revenues are expected to amount to \$656,367, while anticipated expenditures amount to \$662,550, exceeding anticipated revenues by approximately \$6,183. Major Reedley Airport revenue line items include land and building rental fees, hanger rentals, and fuel sales. Major Airport expenditure consist of staff salaries, liability insurance, aviation fuel, facility maintenance, and capital projects. The City regularly pursues local and state transportation and aviation related grants.

The City has an adopted user fee schedule for its airport hangars. Large hangars can be rented at a rate of \$317 per month, and regular size hangars are \$205 per month. The airport Tie-down locations are available at a fee of \$50 per month, or \$56 per month with shaded areas.

In 2011, the Airport Fund borrowed \$390,928 from the Reedley Successor Agency to the Reedley Redevelopment Agency to finance an airport expansion project. In 2014, the loan was transferred from the Successor Agency to the City's General Fund. Terms of the agreement call for annual payments from the Airport Fund to the General Fund of \$30,094. The loan has an interest rate is 1.5 per annum. In 2013, the Airport fund refinanced existing debt with an Interfund Loan from General Fund reserves which helped construct hangars at the Reedley Municipal Airport. The loan is scheduled to mature 2027. As of the June 2019, the principal balance on the loan was \$225,285.

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Resolution 2019-057 was adopted in June of 2019; the remaining amount of the current airport loan was refinanced by the General Fund Reserve at the existing 1.50% interest rate to be repaid in 16 annual payments with the loan scheduled to mature in July 2034. To extend the repayment terms was necessary to free up and secure local funding required to match available State and Federal grants critical projects identified in the Reedley Municipal Airport Capital Improvement Plan.

Additionally, in 2017 the City secured a \$1 million grant from the Fresno County Transportation Authority – Measure C for its partnership with City of Mendota and City of Reedley for New Technology, the Sustainable Aviation Project. The Project consists of demonstrating the feasibility of advanced electrified aviation technology which can result in reduced air emissions and lower operation costs, and will provide low cost pilot training for veterans, youth, and others from disadvantaged communities. For this Project, the City has partnered with the City of Mendota, Chandler Airport, Reedley College, California Energy Commission San Joaquin Valley Clean Transportation Center, and Mazzei Flying Services.

The City has invested the grant funding to purchase two Pipistrelle Alpha Electro aircrafts, erect two new hangers equipped with aircraft charging station at the Airport, and to fund scholarships and programs to help train pilots in these aircraft. The City and Mendota expect that the Project will boost economic development by making air transport and aviation more affordable and available to the rural communities in the San Joaquin Valley.

## **Planned improvements**

The City is currently in process to:

- Install visual approach slope indicators (VASI)
- Reconstruct the aircraft parking apron
- Construct 12-unit hanger structure
- Construct a 200-foot southward and northward extensions of the runway as an emergency runoff (bringing the airport to Basic Utility State II standards is among the planned projects).

The City informed LAFCo that the planned improvements will bring the municipal facility to the desired Basic Utility Airport Stage II Standards, per FAA regulations. The City notes that based on market demand, the City intends to schedule a comprehensive update to the narrative of the existing Airport Master Plan.

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## 7. Parks and Recreation Services

Parks and recreation services are provided mainly by Community Services Department (“CSD”) and the Public Works Department is responsible to maintain the City’s recreational facilities, streetscape, parks, trails, other landscaped open space areas, city trees, and city building grounds. The following includes all parks, landscaping and open spaces within the City of Reedley.

- 14 parks totaling 115 acres
- 30 acres of green belts, trails, paseos, and landscaped median islands
- Four acres of building grounds
- Four miles of public trails, and approximately 29 acres of existing easements that are planned for future trail ways.

Reedley CSD coordinates the delivery of recreational programs to residents through various partnerships with local agencies, organizations, and community volunteers. Additionally, Reedley CSD has various intergovernmental partnerships that support the Department’s vision to build and maintain sustainable parks and recreational programs. Reedley CSD’s intergovernmental partnerships include, but are not limited to, the following:

- Public Works Department provides park maintenance services,
- Police Department provide law and code enforcement,
- Community Development Department oversees land uses planning, and
- Engineering Department plans and secures grant funding resource that support of parks facilities.

### **Reedley General Plan: Conservation, Open Space, Parks and Recreation Element**

The Conservation, Open Space, Parks and Recreation Element (“COSP”) of the 2030 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. The Reedley City-Wide Park & Recreation Master Plan aligns with the following COSP General Plan goals:

- COSP 4.18A - Facilitate greater community connectivity with recreation, parks, and programs in Reedley through the development of an integrated system of trails, bikeways, parks and open space.
- COSP 4.18B - Increase number of facilities offering recreational opportunities and improve existing facilities.
- COSP 4.18C - Provide park and recreation facilities within close proximity to residents they are intended to serve.
- COSP 4.18D - Strengthen a commitment to providing safe and accessible environments for users with a diverse range of abilities and resources.
- COSP 4.18E - Establish parks, trails, facilities and programs in a manner that is cost effective and manageable.
- COSP 4.19A - Support the development of public and cultural facilities to enhance community identity and meet the civic needs of the community.
- COSP 4.19B - Ensure that the community centers provide sufficient space to conduct civic meetings, recreational programs and social activities to meet the need of Reedley residents.

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The 2030 Reedley General Plan Parks and Recreation Element includes a policy for a desired parkland standard of 4.0 acres of park/open space per 1,000 residents.<sup>32</sup> The acreage includes park/ponds (if they are usable recreational areas), neighborhood parks, community parks, specialized recreation areas and multiuse trails.

## **Reedley Parks Master Plan**

In 2008, The City adopted its Reedley Sports Park Master Plan for the planned 50-acre regional facility located on the eastern side of the City. The sports park is bounded to the north by Dinuba Avenue, to the east and south by Travers Creek, and to the west by the Tobu Avenue alignment. The Sports Park Master Plan established a vision and forecasted capital construction costs for the phased development of the park over time.

In 2009, the City Council adopted its Park and Recreation Master Plan (“PRMP”). The PRMP is a comprehensive assessment of the City’s parks and recreational needs for the community. The PRMP provides the City with baseline data, policies and recommendations, as well as standards for future park and recreation facilities. The PRMP also included a plan for funding and allocation of resources for parks, recreation facilities and programs. The baseline data was used in the preparation of the 2030 General Plan Update process.

The General Plan classifies the City’s park facilities in five categories: Neighborhood, Community, Specialized Recreation Area, and Multi-use Trail.

- Neighborhood park are defined as park areas totaling one to three acres and intended to serve as a neighborhood recreation/open space area primarily within newly created subdivisions. There are six neighborhood parks in the City totaling approximately 6 acres.
  - East Carob, 0.30 acres
  - East Myrtle, 0.50 acres
  - Carpenter/Cyrer, 0.25 acres
  - Columbia Park, 0.72 acres
  - East Carpenter, 0.17 acres
  - Tobu Park, 4.16 acres
- Community park are defined as parks between one and 15 acres in size, which offer a variety of recreational opportunities intended primarily for use by the community’s residences. There are five neighborhood parks in the City totaling approximately 36 acres.
  - CF Mueller, 7.2 acres
  - Camacho, 9.3 acres
  - Pioneer, 1.38 acres
  - Citizens, 11.3 acres
  - Smith’s Ferry, 6.8
- Specialized Recreation area parks are used by the community, but because of their distinctive qualities, may also draw visitors from outside the City. The current specialized recreation areas total approximately 73 acres, though only 18 acres have been developed to an urban standard with the remaining 55+ acres remaining natural/undeveloped acreage.

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<sup>32</sup> Reedley General Plan, Policy COSP 4.18.3. page 139.

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- Reedley Beach, 18 acres total (approximately 3 acres developed)
  - Cricket Hollow, 6.8 acres (approximately 2.5 acres developed)
  - Reedley Sports Park, 48 acres (approximately 12.5 acres developed)
- Multi-use trails are typically located within greenways, corridors, parks or natural areas and are relatively uninterrupted by surface streets. They are considered as alternative modes of transportation. The City currently maintains the Reedley Parkway (aka Rails to Trails), comprising approximately 26 developed acres and 3.75 undeveloped acres which stretch approximately four miles from South Buttonwillow to the Kings River.

## Facilities and Capacity

The City maintains approximately 87 acres of open space that includes nearly four acres of building space dedicated to recreational and educational purposes distributed among 14 sites. Other facilities include one splash park, over 10 picnic tables, four barbeque grills, one amphitheater, three baseball/softball fields, six basketball courts, one skate park, and one dog park. Figure 7-1 provides additional details of each park facility.

Rooms at the Community Center and park space are available for rent. Rental fees for local and nonprofit organizations are lower than those for private groups and organizations. City residents pay the same fees as non-residents. Private or nonprofit groups requesting to schedule special events at the Community Center, park, or playground facilities must complete a facility request application which is available at the Reedley Community Center.

Currently, there are only practice fields at the Reedley Sports Park. The City informed LAFCo that the practice fields also can be rented out to residents and/or organizations. The City expects that once the Sports Park is completely built out (which grant funding is continuously being sought for, but no date currently know) that it will be equipped to host sporting tournaments and other large events. In addition to sports fields and courts, the park has a playground, BBQ and picnic areas, and a concession facility.

**Figure 7-1. City of Reedley Park and Recreation Facilities**

Name	Location	Hours of Operation	Purpose/ Amenities
<b>Neighborhood Parks</b>			
East Carob	E. Carob Ave. Reedley, CA 93654	5:30 a.m. – 10:00 p.m.	Neighborhood recreation space
East Myrtle	E. Myrtle Ave. Reedley, CA 93654	5:30 a.m. – 10:00 p.m.	Neighborhood recreation space
Carpenter/Cyrer	Cyrer Ave. Reedley, CA 93654	5:30 a.m. – 10:00 p.m.	Neighborhood recreation space
Columbia Park	Columbia Park Dr. Reedley CA, 93654	5:30 a.m. – 10:00 p.m.	Neighborhood recreation space
East Carpenter	E Carpenter Ave. Reedley, CA 93654	5:30 a.m. – 10:00 p.m.	Neighborhood recreation space
Tobu Park	Tobu, Reedley CA 93654	5:30 a.m. – 10:00 p.m.	Neighborhood recreation space
<b>Community Parks</b>			

CF Mueller *	100 Northeast Ave. Reedley, CA 93654	5:30 a.m. – 10:00 p.m.	Pavilion, restrooms, electric power outlets, dog park
Camacho*	1000 E North Ave, Reedley, CA 93654	Rented out at specific hours	Baseball and softball fields
Pioneer*	G Street Reedley, CA 93654	5:30 a.m. – 10:00 p.m.	Pavilion, bandshell, gazebo, picnic tables, restrooms, electrical power outlets
Citizens*	19273 E Parlier Ave, Parlier, CA 93648	5:30 a.m. – 10:30 p.m.	Large park area with playground, track, sports field and work out stations
Smith's Ferry*	Reedley, CA 93654; banks of King River	11:00 a.m. – 6:00 p.m.	Picnic tables, BBQ, portable toilet, historic park
<b>Existing Specialized Recreation Areas</b>			
Reedley Beach	Reedley, CA 93654; banks of King River	N/A	Kings River public access point, public restrooms, outdoor shower, picnic tables, BBQ
Cricket Hollow*	Reedley, CA 93654; banks of King River	6:00 a.m. – 10:00 p.m.	Fishing spot, BBQ and picnic area, restrooms
Reedley Sports Park*	20349 E Dinuba Ave, Reedley, CA 93654	Open 24 hours	Playground, sports fields and courts, BBQ and picnic area, concession facility
<b>Open Space</b>			
Kings River Corridor	Adjacent to the city's eastern boundary	N/A	preserve agricultural lands, encourage sound public conservation practices
<b>Recreation/Community Facilities</b>			
Community Center	100 N East Ave. Reedley, CA 93654	M,W, TH, F: 8:00 a.m. 5:00 p.m.; T: 8:00 a.m. – 5:00PM (extended hours available upon reservation)	Community events, venue for wedding receptions, parties, etc.
Splash Pad and Park	196 S. Reed Ave. Reedley, CA 93564	N/A	Replace Luke Trimble Pool; currently under construction
Opera House	1720 10 <sup>th</sup> St, Reedley, CA 93654		Theatrical performances, dinner experience

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(Reedley's River City Theatre Company)		Box Office open T/TH from <b>2:00</b> p.m. to <b>6:00</b> p.m.	
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\*Rental available

## Demand for Service

Four major factors influencing service demand for the City's parks and recreation facilities and services are population growth, range of recreational activities offered by the Department, constituent outreach, and price. The wider the range of recreational opportunities, the greater the chance that a resident will find a preferred option, therefore potentially more people would be using services offered by the City. Similarly, the more constituents are aware of the recreational opportunities the more likely a greater number of people will be making use of the available facilities.

Therefore, it is important to see if the programs are making sufficient revenue, or garnering community participation, to determine whether or not the programs are sustainable. The Department tracks average daily attendance for the use of any staffed neighborhood park as well as all fee-based activities such as adult sports, youth sports, summer camps, and action sports. The Department offers recreation opportunities through sports activities for youth and adults at a minimum or no cost.

The Aquatics Division offers year-round swimming at Reedley High School pool. Swimming lessons are available, and the pool is open to the public on Mondays, Wednesdays, and Fridays. Two lifeguards are present to provide supervision.

The Adult Sports Division includes adult basketball and adult softball. Basketball uses contracted officiating services. Softball is played at Camacho Park, and is facilitated by two ASA umpires and one scorekeeper.

The Youth Sports Division includes Girls Volleyball, Junior Cager Basketball, Baseball, and Jr. Giants (Summer Baseball). There are approximately 100 volunteer coaches and seven seasonal employees that oversee these sports programs. The Tiny Tots Program, which is catered to ages 3 and 4-year-olds offers Flag Football, Basketball, and Baseball. Approximately 40 volunteer coaches as well as existing staff coordinate the Tiny Tots Program.

The Enrichment Division hosts special events, including Red Ribbon/Halloween Carnival, Easter Egg Carnival, Movies in the Park, Princess Show, Family Dance and Fiesta Walk-Run. The Enrichment Division also provides Summer and Seasonal Day Camps as well as Special Interest Classes, including tumbling, tai chi, and cheer.

The Preschool Division includes preschool and pre-kindergarten programs for children who are ages 3 to 5 years old. The program includes a new curriculum, monthly newsletters, kid's yoga, bike-a-thon, and jog-a-thon fundraisers. Two instructors oversee these programs.

The After-School Programs Division contracts two local schools: Washington and TL Reed. 35 seasonal employees are in charge of running the program.

The Opera House Division works with River City Theatre Company (RCTC) who leases the building for shows and rehearsals.

The Senior Programs Division provides many activities and enrichment programs for seniors. This includes monthly newsletter, referrals, informational presentations, food distribution, exercise, classes, socials, and health services. The Senior Nutrition Division provides meals to senior citizens. The Reedley Senior Meals Program is partially funded by grants from Fresno Madera Area Agency on Aging. Figure 7-2 summarizes the City's recreational programs.

**Figure 7-2. City of Reedley Recreation Programs**

Adult Recreation Programs	
Tai Chi	Adult Softball
Zumba	Adult Basketball
Rabobank Fiesta Walk Run	CPR & First Aid Classes
Movies in the Park	Dial-A-Ride
Volunteer Coaches	
Senior Recreation Programs	
Reduced Fee Fishing License	Information and Assistance
Diaper Derby	Reedley Senior Gleaners
Senior Lunches	Reedley Senior News
Senior Exercise Tai Chi	Equipment Loan Service
Senior Luncheon	Pool Table
HICAP	Computer Class
Youth Recreation Programs	
Sports Programs	Jr. Giants
	Mini Ball
	T-Ball
	Minor League
	Junior Cager Basketball
	Youth Soccer
	Youth Volleyball
Tiny Tots	Baseball and Basketball for ages 3 and 4
	Flag Football for ages 3-5
Activities and Events	Babysitting Class
	Summer Day Camp
	Seasonal Camps
	Summer Day Camp
	Jr. Leader Internship
	Preschool
	Prekindergarten
	Hip Hop Class
	Brazilian Jiu-Jitsu

<b>Activities and Events</b>	Cheer
	Tumbling
	Rabobank Fiesta Walk Run
	Movies in the Park
	Pet and Storybook Parade
	Red Ribbon Week
	Halloween and Red Ribbon Carnival
	Community Services Commission Youth Rep
	Easter Egg Carnival

The Department does not track resident versus non-resident participation. The City's does not have an estimate of neighborhood park visitors that are residents from immediate surrounding areas. The programs and facilities that might attract out-of-town residents include the annual Fiesta Walk Run, Jr. Giants, the Community Center for rentals, and the aquatics program. Reedley offers year-round lap swim and water aerobics.

The City reported that recreation program attendance has largely stayed the same over the last several years. Community Center rentals have increased, as well as Jr. Giants participants. Increase in Community Center use can be as a result of the upgrades made to the facility as well a successful facility coordinator. The Jr. Giants have increased in participants due to the closure of out of town leagues; there has been an increase in participants from other cities.

## Department Staffing

The Reedley CSD is responsible for recreational, parks, and open space facilities within the City limits. The CSD is managed by one Community Services Director responsible to oversee administration, airport, transit, airport commission, community services commission, aquatics, preschool, enrichment classes and activities, and after school programs.

The CSD has nine full time equivalent (FTE) employees assigned to the City's recreation, parks, and open space services. Five employees are assigned to the Transit Division, one to the Senior's Division, one is split 50/50 in Youth Sports and Enrichment; and two are split among a few of the CSD divisions.<sup>33</sup> The other full-time equivalent employees include the Administrative Assistant, Administrative Clerk, Facility Coordinator, Senior Coordinator, and Recreation Coordinator.

During FY 2018-19, there was been significant staffing and program changes attributed to the elimination of the Recreation Division's former Supervisor position. The Recreation Division's supervisor position was replaced by one facility coordinator and one recreation coordinator added to the Department staff. The Department coordinates with Public Works Department for park maintenance, and the Engineering Department to coordinate projects and grants.

A substantial portion of the City's recreational programs rely on volunteers. The Department estimates that over 285 volunteers annually assist the City organize local events for the community. For example, the Senior Programs use approximately 35 volunteers; Special Events uses 100 volunteers, Seasonal

<sup>33</sup> City of Reedley FY 2019-2020 Budget.

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Enrichment events use approximately 10 volunteers, and the Youth Sports programs uses approximately 140 volunteers to coach and organize events.

## Service Adequacy

This section reviews indicators of service adequacy attributed to the City's park and recreation services, specifically developed parkland per 1,000 residents. The City's General Plan, and its Park & Recreation Master Plan established a desired parkland standard to provide 4 acres of parkland per 1,000 residents.

Based on the City's recent population estimate of 26,666 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 14 designated city parks that total approximately 87 acres.

The City of Reedley owns 115 acres of all categories of parkland. Based on the General Plan park space standard of four acres per 1,000 residents, the current inventory of parkland equates to 4.32 acres per 1,000 residents. Implementation of the City's General Plan by year 2030 would increase the Reedley's population to approximately 47,369 residents. At that level, the City will require *an additional* 74.5 acres of parkland to maintain the General Plan goal.

In addition, parkland across the city is not evenly distributed. The cost to develop and maintain new park space has made it difficult for the city to maintain these standards. Grants to develop new park space can help meet the standard, but maintenance may still proves to be a challenge. It is noted that the General Plan does not call for a specific distribution of park space, and the City's size makes access to parks and recreation facilities relatively equitable.

In FY 2019-20, the Department spent about \$4,300 in operating expenditures per acre. The National Recreation and Park Association (NRPA) Special Report indicates that among the agencies throughout the country that operated public park facilities and responded to the NRPA survey in 2018, the median operating expenditures per acre of parks and non-park sites was \$6,750 per acre. Non-park sites include public lawn areas, public open space areas, and non-park designated landscapes.<sup>34</sup> The typical park and recreation agency serving a jurisdiction with fewer than 20,000 people spends a median of \$7,196 per acre of park and non-park sites. The median increases to \$8,638 per acre for agencies serving jurisdictions with populations between 20,000 and 49,999. The typical operating expenditure per acre of park land rises with population density.

It should be noted that the cost of operation of parkland is greatly dependent on the type of facilities made available at a park. For example, a facility with restrooms, recreation centers and recreation programs may be more costly to maintain and operate than a park that only requires occasional landscaping.

The Department has generally adequate capacity to provide services to its residents. Limited financing is the most significant capacity constraint for the Department. Capital improvements have been deferred in recent budget years leading to aged infrastructure that is frequently more costly to maintain the older it becomes.

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<sup>34</sup> 2019 NRPA Agency Performance Review, Park and Recreation Agency Performance Benchmarks:  
<https://www.nrpa.org/siteassets/nrpa-agency-performance-review.pdf>

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## Infrastructure Needs

The Department's capital improvement program (CIP) has a budget of approximately \$1,450,234. Projects funded by the Parks and Recreation Facilities are listed below:

- Measure C Pedestrian & Trail Phase 1, Reed Avenue Improvements \$50,000
- Sports Park Master Plan \$1,381
- Boats and Waterways Planning Grant Pro \$47,899
- Mueller Park Project \$156,305
- Master Fee Study \$2,821
- Reedley Community Parkway \$28,262

Currently, the only CIP project for the year is the improvements to the Community Center's kitchens and walk-in refrigerator. Sources of funding for projects are from the General Fund. However, it should be noted that grant funding for complete build-out of the Reedley Sports Park is on-going.

The Department is still experiencing negative consequences caused by the Great Recession:

- Limited funds for park development; need to rely on State and Federal grants
- Increase demand for soccer, which limits the amount of field space for other sports programs
- Need for more lighted fields and lighting system upgrades

The greatest challenge, however, is to identify funding to construct and sustainably maintain new park space. Other capital improvement projects planned for the next three to five years are included in Figure 7-3:

**Figure 7-3. City of Reedley Community Service Department Capital Outlay Expenditures**

Fund Name	Full Account Number	Project Description	Year 2 2019-20	Year 3 2019-21	Year 4 2021-22	Year 5 2022-23
		Sports Park Construction Plans – Development Impact Fees		\$100,000		
		Mueller Park Splash Pad – Dev. Impact Fee & State Grant			\$200,000	
	Unfunded	Community Center Digital Marquee		\$10,000		
	Unfunded	Community Center Foyer and Hallway Ceiling Retexture		\$6,000		
	Unfunded	AIC Unit for Community Center Kitchen		\$4,500		
4730		Airport – Transient Apron Pavement Construct Phase I – FAA	\$675,000			
4730		Airport – Transient Apron Pavement Construct Phase I – City match	\$41,250			
4730		Airport – Transient Apron Pavement Construct Phase I – State	\$33,750			
	Unfunded	Community Center Walk In Refrigerator Upgrade			\$20,000	
4730		Airport – Transient Apron Pavement Construct Phase II – FAA			\$675,000	
4730		Airport – Transient Apron Pavement Construct Phase II – City Match			\$41,250	
4730		Airport – Transient Apron Pavement Construct Phase II – State			\$33,760	
4730		ALP Narrative Report with Obstruction Survey – FAA				\$180,000
4730		ALP Narrative Report with Obstruction Survey – City match				\$11,000
4730		ALP Narrative Report with Obstruction Survey - State				\$9,000

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## Agreements for Recreational Space and Programs

The City has several agreements in place for the use of recreational facilities with local schools, clubs, and other youth recreational programs. The City informed LAFCo that the following agreements are in place with local agencies and organizations for the following programs that benefit the community:

- Reedley Lions Club, Dog Park in Mueller Park
  - source of funding: community donation
- American Red Cross for CPR First Aid Class
  - source of funding: Fee based class
- Kings Canyon Unified School District (KCUSD), After school and summer programs at Washington Elementary School
  - Source of funding: ASES, KCUSD, and Save the Children Literacy Program
- Kings Canyon Unified School District (KCUSD), After school and summer school programs at TL Reed K-8 School
  - Source of funding: ASES, KCUSD, and 21<sup>st</sup> Century Grant
- Reedley Community College, State Center Community College District
- River City Theatre Company (RCTC)
  - Leases opera house, coordinates events
  - Must host Reedley-based organizations
- Boys & Girls Club
  - Offer support for online registration for Jr. Giants Baseball program
- Inspire Charter School
  - Designating the City as a vendor for students to use their enrichment funds for recreation programs
- Sierra View Homes and Reedley Senior Commission, Inc.
  - Provide luncheons for seniors



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## 8. Law Enforcement Services

The Reedley Police Department (“RPD” or “Reedley PD”) is responsible for law enforcement within the City. The Reedley PD headquarters is located at 864 G Street, Reedley. This section of the MSR examines law enforcement and public safety services provided by the City of Reedley.

### Reedley General Plan: Safety Element

The General Plan’s Safety Element sets forth a comprehensive vision, goals, and policies that provides the department with a clear purpose and mission. The Reedley PD identifies the General Plan’s core safety goals as its mission to carry out the day-to-day function of the department. The Safety Element goal and policies related to law enforcement services are as follows:

#### Goals

- Safety Element 5.5A - Protect the citizens of Reedley by preventing criminal activity, enforcing laws, and meet community police service demands.

#### Policies

- Safety Element 5.5.1 Actively involves citizens in crime prevention and public safety awareness through programs such as Neighborhood Watch and Community Oriented Policing and Problem Solving (COPPS).
- Safety Element 5.5.2 Ensure that the Police Department has the necessary personnel to protect the citizens of Reedley.
- Safety Element 5.5.3 Strive to maintain a ratio of 1.5 officers per 1,000 citizens.
- Safety Element 5.5.4 To minimize criminal activities provides comments on the design of public and private spaces.
- Safety Element 5.5.5 Maintain effective disaster response plans that address emergency response and traffic control and security of damaged areas.
- Safety Element 5.5.6 Maintain the Community Facilities District as a way to adequately fund additional officers and equipment to service new development.

### Reedley Police Department

The RPD is committed to promoting a safe and secure environment for the community through the delivery of quality services. They are responsive to the concerns of the community and improving the quality of life for the citizens of Reedley by working together in problem-solving partnerships, working to maintain safe and secure neighborhoods while treating everyone fairly, with dignity and respect. The RPD implements local and state laws, conduct crime investigations, 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 RPD’s Patrol Unit is the most visible service within the community, and the Department consists of multiple public safety services including emergency dispatch, crime scene investigation, Special Weapons and Tactics (SWAT), canine unit, temporary prisoner holding, training, unique patrol operations, and other related duties as required by State law.

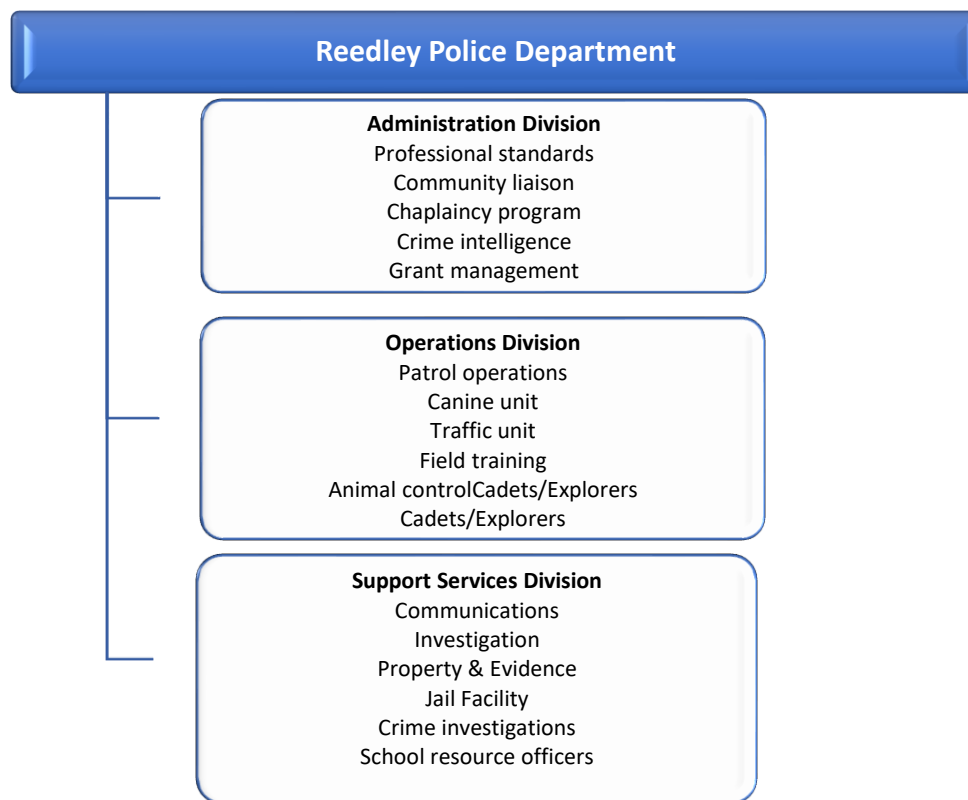
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The RPD currently employs 45 full-time authorized personnel, including 30 full-time sworn police officers, three part-time reserve level 1 police officers, 15 full-time professional staff, and three part-time reserve community service officers. Volunteer personnel consist of two police cadets, four police chaplains, and 30 police explorers for a total workforce of 51 paid employees and 36 volunteers.<sup>35</sup> As of January 1, 2018, the City had a population of 26,390.<sup>36</sup>

## Reedley Police Department Structure

For the purpose of this section, Law Enforcement is evaluated in three divisions and sixteen units, as described in the City's annual Police Department budget. The RPD's three major divisions and supporting units depicted in Figure 8-1, Reedley Police Department:

**Figure 8-1. Reedley Police Department**



Reedley PD maintains automatic and mutual aid agreements for policing services with the Fresno County Sheriff's Office, The Office of Emergency Services (through Fresno County), and the California Highway Patrol (including the DMV location in Reedley). Separate partnerships for collaboration or assistance also exist with Kings Canyon Unified School District (KCUSD), State Center Community College District (Reedley College), and all local law enforcement agencies throughout Fresno County and adjacent to the city (including areas such as Tulare County, the City of Dinuba, etc.), all as requested.

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<sup>35</sup> City of Reedley, 2019-2020 Adopted Budget. Pg.228.

<sup>36</sup> California Department of Finance, Table E-1: City/County Population Estimates with Annual Percent Change January 1, 2017 and 2018. Accessed December 20, 2019.

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The Department also holds professional membership in and/or collaborates with the following associations and organizations:

- Fresno/Madera Counties Police Chief Association
- California Police Chief's Association (CPCA)
- California Association of Property & Evidence (CAPE)
- California Crime Analyst Association
- Local, state and federal law enforcement agencies, as requested for specific cases/activities

## **Administration Division**

The Administrative Division of the Police Department is staffed with a Police Chief, a Lieutenant, an Administrative Assistant, a Police Liaison Officer, a Crime Analysis Technician, and three Police Chaplains.

The Police Chief is appointed by the City Manager and voted upon by City Council to act on all matters related to enforcement of all state and local laws, police and public safety regulations, and vehicle law. The Police Chief is responsible to manage the daily operations of the department. The Police Chief is responsible to maintain, perform periodic updates, and enforce the department's rules and regulations governing the operation of the department.

The Police Chief also contributes to the maintenance and training of the City's Emergency Operations Plan. This Plan establishes the emergency organization and identifies the planning, response, policies and procedures in the event of an extraordinary event or disaster within the City.

The Police Chief is a member of the City Manager's Administrative Team and is responsible to inform the City Manager on all items related to public safety. Additionally, the Police Chief serves as a member of the Reedley Disaster and Defense Council. The Disaster and Defense Council is responsible to develop, enact, and maintain emergency response plans that address natural and manmade emergencies.

The Administrative Division provides administrative support to the police department, managing the police department budget, monitoring recruitment efforts, ensuring Police Officers Standards of Training (POST) compliance, Research and Development, Professional Standards and Training, Media Relations, and managing various federal and state grants.

The Administration Division consists of the following units: Professional Standards, Community Liaison, Chaplaincy Program, Crime Intelligence, and Grant Management.

### **Professional Standards Unit**

The Professional Standards Unit is overseen by a Police Lieutenant, serves as the point of contact for most public relations outreach including Public Information Officer duties. Additionally, employment background investigations are monitored internally to ensure that persons joining the Department meet State and Federal standards for employment in law enforcement, as well as employment standards adopted by the City. The Professional Standard Unit is responsible to ensure that the highest level of professionalism is carried out by members of the Department through continuous audits of personnel

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performance through an internal survey processes, investigation into citizen complaints, and ongoing professional development and training.<sup>37</sup>

## **Community Liaison**

The Police Liaison Officer within the Division is responsible for community events which include Neighborhood Watch, Police Volunteers, and After School Programs. The Police Liaison Officer also works to provide solutions, programs, resources, and education in crime prevention. Neighborhood Watch programs help neighbors organize and watch out for each other and their homes.

## **Chaplain Program Unit**

In 1996, the Department organized the Chaplain Program Unit to provide professional guidance and connect residents found in crisis with available resources. The Chaplain Program provides the following services: Critical Incident Stress Management (CISM) services, counseling, resources, and spiritual guidance. While the four Police Chaplain officers wear uniforms, they are not sworn police officers. The Chaplain Program emergency counseling hotline is available twenty-four hours a day.

## **Crime Intelligence Unit**

The Crime Intelligence Unit collects, stores, assesses, and disseminates criminal intelligence information using established Department criteria for the enforcement of state and local laws to protect the community from emergent criminal activity. The Intelligence Unit works with various law enforcement agencies to obtain and share intelligence data.

The Crime Intelligence Unit gathers intelligence information for, but not limited to, the purpose of identifying criminal patterns, drug or human trafficking, organized crime, money laundering, hate groups, sex offenders and predators, and criminal gang activity that results in or has the potential to contribute to actionable crimes. The Unit consists of one Criminal Intelligence Analyst responsible to gain knowledge and understand criminal patterns within the City.<sup>38</sup>

The community can access up to date information on the Police Department's social media platforms, such as the City of Reedley's Facebook page.

## **Grant Management**

The Grant Management Unit is part of the Administrative Division of the Department, charged with grant administration, planning, coordination for law enforcement services. Through these efforts, the Grant Management Unit assists the City to pursue available federal and state funding opportunities for improving Reedley's overall response to crime issues.

According to the Department, law enforcement state or federal grants are competitive because very few are available. In 2018, the Department secured funding from the following grants: Department of Justice, Justice Assistance Grant (Byrne JAG) to reduce crime and violence levels in the City; Homeland Security

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<sup>37</sup> City of Reedley, Reedley Police Department website, professional standards and training unit.

<sup>38</sup> City of Reedley, Reedley Police Department website, Administration Division.

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Grant for front line police equipment; Department of Justice for Bullet Proof Vest replacement; and, State of California to assist in the opening of the FAITH House (Transitional Housing) in Reedley.<sup>39</sup>

## **Operations Division**

The Operations Division is the single largest division within the RPD. The Operations Division provide 24-hour service and patrol the community enforcing all applicable federal, state, and local laws and participate in proactive crime prevention strategies. The Division is staffed with six patrol Sergeants, 16 Patrol Officers, one Animal Control Officer, and three Reserve Officers.

In 2018, Reedley Police officers responded to a total of 22,530 emergency calls for service and wrote over 5,800 police reports. The Operations Division of the Police Department consists of the following units: Patrol Operations, Canine, Traffic, Field Training, Animal Control, and Cadets/Explorer Program.

### **Patrol Operations and Canine Units**

The Patrol Operations and Canine Units are the most active units within the RPD. 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. Police Officers are responsible to provide emergency response to calls for service, crime deterrence, public information and assistance, traffic control, incident investigation, apprehension and arrest, interview witnesses, and collect and preserve crime scene evidence, prepare police reports, and service warrants within the City.<sup>40</sup> The Police Department employs three officers within the Canine Unit to assist with investigations, warrant arrests, crimes in progress, building searches, suspect tracking, evidence location, high-risk vehicle stops, and narcotics searches.

The corporals work closely with other City departments and businesses to ensure that the municipal code and state law is adhered. For example, through the City's Development Review process, corporals review development proposals with the City's Community Development 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.

### **Traffic Unit**

The Traffic Unit is responsible for responding to injury collisions, neighborhood traffic complaints, managing the crossing guard contract, vehicle abatement, enforcing the California Vehicle Code and local municipal ordinances, enforcing the City's Truck Routes Program, and providing educational programs for the community. Additionally, the Traffic Unit focuses on traffic safety, education, and implements the Driving under the Influence (DUI) checkpoints.

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<sup>39</sup> City of Reedley Budget for Fiscal Year 2019-20.

<sup>40</sup> City of Reedley, Reedley Police Department website, Operations Division.

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## **Field Training**

The purpose of the Field Training Unit is to provide officers with resources and training so that each new patrol officer is prepared to function on their own assigned beat at the conclusion of the training program. The program generally consists of a 90- to 120-day training period of intensive on-the-job training and daily evaluations performed by a supervising officer. The officer training program is provided by three Field Training Officers, and they have the dual responsibility of providing police service as well as training all new officers and providing new officers with weekly performance evaluations.

All potential City police officers are required to meet specific performance standards in 30 performance categories before being certified for solo patrol duty. Officers who have performed at an acceptable level and pass their oral interview are recommended for retention as permanent employees of the Department. After completion of the program and recommendation for employment, each new officer is assigned to a patrol team.

## **Animal Control**

The Animal Control Unit is responsible for responding to calls for service in the community, protecting animals, investigating cruelty to animal cases, control the potential spread of rabies within the City, operating the Reedley Animal Shelter, and overseeing the City's pet licensing program. The Animal Control works closely with local 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.

The Animal Shelter is located at 843 G Street; and, the hours of operation are Monday through Thursday 6:00 a.m. to 4:30 p.m. In 2018, the Police Department responded to 1,622 animal complaint calls for service.

## **Cadets/Explorer Program**

The Explorer Post Program ("Program") was created to introduce young people to law enforcement as a career opportunity. The Program was first organized by the Boy Scouts of America in 1964 and was known as Explorer Scouts. The Program was introduced to the City of Reedley in 1997 by current Police Chief, Joe Garza. The Program is provided mainly for the youth groups between the ages of 14 through 21 years of age. The Program offers an opportunity that enables young men and women to join a variety of programs that offer leadership, fitness, outdoor, and law enforcement career experience that promote the positive development of adolescent youth. The Explorer Program is administered by officers of the Department who volunteered their time.

In order to be eligible to be a member of the Program in the RPD, applicants must meet and/or maintain the following eligibility requirements:

- Must be at least 14 yrs. old, be in high school, and no more than 21 years of age. No serious medical problems.
- No extensive criminal background.
- Under 18 years of age requires parental consent.
- Must have an interest in law enforcement.
- Must maintain a minimum of a 2.0 / "C" grade point average.

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Program meetings/training are held on a weekly basis. The purpose of the meetings and training sessions is to educate participants in the different areas of Police Department and other law enforcement agencies. Films, guest speakers, lectures, practical exercises and demonstrations are used. Laws and police procedures are taught by police officers.

## **Support Services Division**

The Support Services Division is comprised of fifteen employees including one full time Police Sergeant (Detective Supervisor), one full time Civilian Supervisor, four full time Police Officers, six full time police dispatchers, two full time records technicians, and one full time victim services technician.

The Support Services Division is separated into six units as follows: Investigations, Crime Scene Investigations, Communications, Property & Evidence, Jail Facilities, Victim Services Unit and School Resources.

### **The Investigations Unit**

The Investigations Unit investigates major felony events and liaisons with other agencies working in collaboration on crimes that occur in the City, or criminal activity that drifts into the City. The Investigations Unit 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 General Investigation Unit conducts a wide range of assignments, including computer crimes and identity theft cases to sexual assault and sex offender programs.

The Investigations Unit is tasked with examining homicides, domestic violence, missing persons, business licenses, internal department investigations, crime analysis and predictive policing. The Investigations Unit also handles both narcotic and gang crime investigations. The Investigations Unit collaborates with the Patrol Unit, Fresno County Sheriff, state and federal agencies on larger investigations where more detectives can provide support to yield a successful outcome. The Investigations Unit 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.

### **Crime Scene Investigations Unit**

The Crime Scene Investigations Unit (CSIU) provide evidence-processing services for the Police Department. Technicians secure each crime scene to examine for possible DNA traces, physiological fluids, latent finger and palm prints, serial number restorations, and conduct print and DNA comparisons to identify possible perpetrators.

The CSIU technicians are responsible adequately document each crime scene by providing photographic documentation, evidence collection, and cataloging necessary data to develop the case/crime record. In addition, the Unit is responsible to oversee the City's registry of all criminals connected to narcotic, arson, and gang enhancement felonies that are residents of the City.



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For the year 2018 department Investigators investigated 275 felony cases, an increase of 45 cases from the year before representing a 16% increase. The diligent work of the Investigators was evident in that the Unit had a 58 percent case clearance rate as compared to the 55 percent rate in 2010 (clearance rates are discussed later in this section). In addition to investigating felony cases, members of the Investigations Unit are responsible for ensuring sex, drug, arson, and gang registrant compliance. Currently the City of Reedley is home to a total of 26 Sex Offenders, 17 Gang Registrants, and three Arson Registrants.

### **The Communications Unit (Emergency Dispatch)**

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

The Communications Unit is staffed by seven dispatchers, who are supervised by the Police Sergeant. As the primary contact between the police department and 911 callers, the Unit is responsible to answer both emergency and non-emergency calls 24 hours a day, seven days a week.

Members of the Unit are required to attend a basic dispatcher's academy and then complete a four-month "in-house" training program as part of the training process. Dispatchers also complete a Communications Academy offered by the State Commission on Peace Officer Standards and Training.

For fire and medical emergencies, Reedley PD routes calls to the Fresno County EMS dispatch center which provides dispatch services for the Reedley Fire Department and for Sequoia Safety Council for medical emergencies. Over the past few years the number of "911 Emergency" calls received by the communications center has steadily increased.

In 2018, Reedley Police Department received 36,269 calls; 22,530 emergency "911" calls and 33,739 non-emergency calls to the dispatch center. After being entered into the computer-aided dispatch system (CAD), each call is assigned a priority and then sent out to the field to be handled by officers. The Sergeant also reviews and approves all police reports received by the police department. In 2017, the Reedley Police Department reviewed 5,800 police reports.

### **Property and Evidence Unit (Records Unit)**

The Property and Evidence Unit is responsible for the custody, processing, and documentation control of all evidence seized or obtained by the Police Department. Three full time Records Technicians are responsible for the evidence data entry, handle and store evidence, and release of those items to the appropriate investigating agency, the court, and/or returned to the original owner. The Records Unit is responsible for processing all reports and ensuring all criminal cases having to be filed with the District Attorney's office are prepared in the appropriate time for trial.

The Property and Evidence Unit works directly with citizens and agencies who are seeking information or assistance with recorded information such as, documents related to crime, restraining orders, traffic collision reports, or obtaining vehicle release reports. In 2018, the Records Unit managed over 5,800 reports, and assisted the Police Department file approximately 850 cases with the District Attorney's offices.

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## **Jail Facilities**

The Support Services Division also oversees the holding services of detainees for processing and interviewing of suspects taken into custody by the Reedley Police Department. The Reedley Jail is an adult medium security jail consisting of office space and five holding cells, located at 843 G Street, Reedley. Once detainees are identified at RPD, all adult prisoners are transported to the Fresno County Jail for booking. Juvenile prisoners are transported to the Fresno County Juvenile Justice Center for booking. The Fresno County Jail and Juvenile Justice Center are operated and staffed by the County of Fresno.

## **The Victim Services Unit / School Resources**

The officers of the Department's Victim Services Unit are responsible to provide assistance to victims who may have suffered physical injuries or trauma as a result of a violent crime. The Unit connects victims of crimes with County and State resources that are available to victims of sexual assault, robbery, assault, traffic crimes and families of homicide victims.

The Victim Service Unit's goal is to help empower victims to re-establish their lives and lessen the negative impact of the emotional, physical, psychological or financial trauma that many may experience. The officers serve as the police department's representatives with the Reedley's Victim Services Collaborative as well as the Victim Offender Reconciliation Program. In 2018, the Victim Services Unit assisted 229 victims.<sup>41</sup>

The Reedley Police Department has an agreement with the Kings Canyon Unified School District to provide for a School Resource Officer. The School Resource Unit provides two officers assigned to provide law enforcement within the school setting and on a full-time schedule. The School Resource Officer is responsible to deter theft, truancy, disorderly conduct, assaults or other violations of the law within the premises of any School District facility. Currently, school resource officers are assigned to (1) the Reedley High School campus, and (2) regular patrol of all other school campuses within the city limits.

## **Law Enforcement Staffing**

The number of sworn officers per capita is a traditional indicator of service level. However, there are no established State or national standards for police staffing levels. The 2030 Reedley General Plan strives to achieve a ratio of 1.5 sworn officers per 1,000 residents.

In 2008, The RPD had a staffing ratio of 0.587 sworn staff per 1,000 residents. By 2013, the RPD's staffing ratio was increased to 1.1 sworn personnel per 1,000 residents. As of 2018, the RPD employs 45 full-time employees of which 30 are sworn officers that serve a population of 26,666 residents. Based on the current sworn officers to population estimates, current sworn police officers to 1,000 resident ratio is 1.1 officers. Currently, for the City to achieve its desired General Plan goal of 1.5 sworn officers per 1,000 residents, the City would need to employ an additional 10 sworn officers, for a total of 40 sworn officers. According to the Police Department, additions City growth would require additional staff members to be funded in order to deter criminal activity, maintain adequate officer levels to enforce laws, and meet community police service demands.<sup>42</sup>

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<sup>41</sup> City of Reedley, Reedley Police Department website, Support Services.

<sup>42</sup> City of Reedley, 2019-20 Adopted Budget, p. 234.

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According to the Department, the RPD functions as a generalist police agency, meaning that Department personnel are routinely trained to perform a range of services to assist in case work, respond to enquiries and emergency calls, prepare police reports, issue citations, and provide testimonial in court hearings. Department personnel regularly receive cross-training to ensure that each officer is familiar with other duties within the Department, in addition to their primary duty/assignments. As of 2019, the RPD employs 45 paid staff members in the following categories:

**Figure 8-2. Reedley Police Department Personnel**

<b>Department Personnel</b>	<b>Department Title</b>
Chief of Police	1
Administrative Assistant	1
Animal Control	1
Dispatchers I/II	5 / 1
Police Lieutenant	2
Police Officers	20
Police Records and Communication Supervisor	1
Police Records Specialist	2
Police Sergeant	7
Senior Community Services Officers	4
<b>Total Personnel</b>	<b>45</b>

Volunteer personnel consist of two Police Cadets, four Police Chaplains, and 30 Police Explorers for a total volunteer workforce 36 volunteers.<sup>43</sup> The Patrol Division includes five districts with individual needs and responses to crime. The districts employ community oriented policing strategies to respond to calls for service, provide proactive crime reduction strategies and address disorder within the City. Officers are not assigned specific geographic regions in the City, rather the five districts are used for directed patrol and statistical purposes.

## **Police Department Public Facilities**

The RPD operates out of a station located at 843 G Street. The headquarters is equipped with training rooms, office space, and a temporary holding facility. The training room is 560 sq. ft. and is primarily used by RPD. The training room is large enough for 15-20 officers per training session. The RPD headquarters also includes interview rooms, armory, administration, various offices, dispatch record room, animal control room, conference room and evidence and packaging room.

As indicated earlier, the holding facility consists of five individual holding cells. The Police Department does not operate any long-term holding facilities. The City transfers adult detainees to the Fresno County Jail for booking, and juvenile detainees are transported to the Fresno County Juvenile Justice Center for booking.

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<sup>43</sup> City of Reedley, 2019-20 Adopted Budget, p. 234.

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The RPD owns 39 patrol vehicles, and an animal control truck and a shelter facility that houses cats and dogs that are rounded up by the Animal Control Unit.

The Animal Control Unit oversees five kennels that board most strays picked up on a daily basis. The Animal Control Unit works closely with the community, local organization, and veterinarians to achieve the primary goal to educate the public on the importance of reducing the pet population through spaying and neutering. According to the City, the shelter operates primarily by community donations and local volunteers. This animal shelter is located inside the station.

The RPD informed LAFCo that existing police public facilities, including personnel, equipment, and office facilities, are adequately serving the City. The City expects that the continued growth of the City's population and development, would require for the City to plan for expanded police facilities to serve future growth.

According to the City's Five-Year Capital Improvement Program for law enforcement, the Police Department expects to make the following investments in support of law enforcement:

- Additional and/or replacement patrol vehicles
- Safety equipment
- Improved security system
- Radio communication replacement
- Body-worn cameras
- Weapon replacement

## **Service Adequacy**

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 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. 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. In 2018, RPD on average responded to Priority 1 incidents within 13 minutes.

The RPD has a stated standard response time of three to five minutes. As shown in Figure 8-3, the Department's response times have increased over the last seven years, in part due to the decrease in staffing levels and increases in call volume received by the RPD communications center.

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**Figure 8-3. Average Citywide Response Times to Priority Calls 2016-2018**

Priority	2016	2017	2018
Priority 1	13.2 minutes	13.5 minutes	13.5 minutes
Priority 2	25.6 minutes	20.4 minutes	21.5 minutes
Priority 3	16.7 minutes	15.5 minutes	17.8 minutes

The RPD is facing challenges brought on by past and current economic conditions. These economic constraints, combined with other emerging issues, such as parole reform and the early release of prisoners, have required the Department to focus its resources on the highest priority duties, which can result in delays in response times to lower priority calls for service, the need to handle select types of reports over the telephone, or asking citizens to self-report certain crimes online. As a result, in order to meet increasing community needs with fewer resources, the RPD has implemented significant organizational changes, including modification of call priorities, staff reassignment, and restructuring of its operations.

In addition, increasing City population has resulted in increased calls for service as the number of sworn personnel has not been able to keep up with growth.

## **Clearance Rates**

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the district attorney for prosecution. A crime can also be considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no official or adopted standards or guidelines on the proportion of crimes that should be cleared. Clearance rates allow police departments to determine the number of cases that are being cleared. In order to better serve the community needs, police departments must be aware of specific metrics in order to deploy resources accordingly. As a police department, the accepted measure of police performance has become standard and includes reported crime rates, overall arrests, clearance rates and response times. However, caution should be used in using these methods to identify police performance as it varies by population density and cultural factors.

- Clearance rates helps fulfill one of the core missions of the police, apprehending offenders, but can also contribute to another core mission: crime prevention.
- The reluctance of a District Attorney to file cases may impact the clearance rate. Most cases result in an arrest based on probable cause but might not be filed if, in the opinion of the District Attorney, there is little chance of conviction due to circumstances.

The RPD had a Department of Justice (DOJ) clearance rate of 65 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2018, a clearance rate of 14 percent for burglary crimes, and 10 percent for motor vehicle theft during the same period. To compare with 2017, Reedley PD cleared 36 percent of violent crimes and 11 percent of property crimes during the same months, indicating that the Police Department solved a higher percentage of violent and property crimes in 2017.

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## Demand for Service

The City experienced a 47% decrease in violent crime and a 26% decrease in property crimes when comparing 2018 reported crimes to those reported in 2017. Though there has not been an increase or decrease in crime *in any specific area of Reedley* since crime is not centralized to a specific neighborhood or location, during that same time period overall crime rates rose by 1%, equating to an increase of 1.2 per 1,000 population more crimes per year.

Although RPD attributes the results to budget challenges, RPD has the lowest overall crime rates in Fresno County. Even with the budget limitations, the Police Department has experienced an overall reduction in crime rates:

- 2016: 26.91 crime rate per 1,000 population
- 2017: 18.33 crime rate per 1,000 population
- 2018: 14.50 crime rate per 1,000 population

In 2018 there were 174 collisions in Reedley. For comparison purposes, in 2016 there were 166 total collisions in the City representing a five percent increase in total collisions over that one-year period.

Similarly, injury collisions were reduced from 24 in 2017 to 20 injury collisions for 2018 representing a 17 percent reduction over that one-year span.

Overall during 2018, RPD informed LAFCo that it received 55,909 calls (22,530 emergency “911” calls and 33,739 non-emergency calls) to the dispatch center. In 2018, the RPD reviewed and prepared 5,800 police reports. Low staffing levels pose a challenge to providing services throughout the City’s incorporated area.

## Law Enforcement Finances

The RPD is primarily funded through the Reedley General Fund and the voter-approved Measure G (Public Safety Sales Tax). Measure G is a half-cent local sales tax to assist public safety services. The Police Department regularly pursues available state and federal grants to assist with specific projects or operations of the department.

The RPD also receives funding collected by the development impact fees. The Law Enforcement Impact Fees are collected on all residential, commercial, industrial, and public land use developments. The City informed LAFCo that its Law Enforcement Impact Fees are \$120 per single family residential unit, \$80 per unit on multiple-family unit, and non-residential uses pay an impact fee based on square-footage by type of land use.

These law enforcement impact fees are collected and deposited in the Police Department Fee Account to be used solely for capital improvements such as construction or equipment and not for operations and/or existing police department facilities.

Additionally, RPD receives funding from Citizens Option for Public Safety (AB 3229). The AB 3229 funding is a reimbursement program that provides approximately 90 percent (in Reedley’s case, approximately \$120,000) for front-line law enforcement based on population size.

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According to the City of Reedley FY 2019-20 budget, the RPD and all divisions within the department operate with a budget of \$7,055,009.

In summary, for FY 2019-20, the Department's main sources of revenue are as follows: General Fund (\$5,211,564), Public Safety Sales Tax (\$969,590), Community Facilities Maintenance District (\$558,750), COPS Program (\$131,921), Transitional Housing Grant (\$95,000), Public Safety Sales Tax for Police Capital Projects (\$63,185), and City Bond Funds from RDA (\$25,000).

For the same year, the Department's largest expenditures are as follows: salaries and wages (\$3,233,287), employer cost and benefits (\$2,109,962), services and supplies (\$803,750), professional and contract services (\$135,280), principal and interest payments (\$88,594), internal service fund charges (\$343,506), other (\$152,131), and capital outlay (\$151,000), and utilities (\$37,500).<sup>44</sup>

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<sup>44</sup> City of Reedley 2019-20 Adopted Budget, p. 236.



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## 9. Fire Protection Services

City of Reedley's Volunteer Fire Department ("Reedley VFD" or "Fire Department") was established in 1913 and currently provides a range of services that will be described later in this section. The Reedley VFD is staffed by one fire chief, three full-time employees, and 40 trained volunteer firefighters.<sup>45</sup> This section of the service review discusses fire protection and emergency response provided by the Reedley VFD in the City of Reedley.

### Reedley General Plan: Safety Element

The General Plan's Safety Element sets forth a comprehensive vision, goals, and policies that provides the department with a clear understanding of its purpose. The Reedley VFD identifies the General Plan's core safety goals as its mission to carry out the day-to-day function of the department.

The five Safety Element goals of the Reedley General Plan are as follows:

- Safety Element 5.0A - Prevent and minimize personal injury and loss of life due to natural and manmade hazards.
- Safety Element 5.0B - Prevent and minimize the potential for property damage.
- Safety Element 5.0C - Protect the City and its residents from avoidable loss resulting from improper development in hazardous areas.
- Safety Element 5.0D - Safeguard public safety and property by educating and involving the public in all the tenets of community-oriented policing and problem solving, thereby, reducing crime.
- Safety Element 5.0E - Prevent and minimize personal injury and loss of life and thereby reducing liability issues relating to open canals in urban areas by requiring such open canals to be pipelined subject to urban development projects.

### Reedley Volunteer Fire Department

The Reedley VFD provides service to approximately 25,579 residents in a service area consisting of 5.5 square miles in the Reedley city limits and additional territory served by mutual and automatic aid agreements summarized below. The Fire Department's responsibilities include the fire prevention, suppression and investigation services, airport fire and rescue, urban search and rescue, response to medical emergencies (EMS), and response to hazardous materials incidents.

The Reedley VFD has an automatic aid agreement with the Fresno County Fire Protection District to provide automatic aid and dispatch services to areas within and immediately surrounding the City of Reedley. Additionally, the Reedley VFD has mutual aid agreements with Tulare County Fire Department, Orange Cove Volunteer Fire Protection District, and the City of Dinuba for emergency assistance. The intent of the mutual aid agreement is to provide/receive additional emergency resources from neighboring agencies address or combat the major emergencies. These mutual aid agreements enable the fire agencies to continually meet industry best practices established by the National Fire Protection Association. Figure 9-1 shows the City's Automatic Aid Agreement Area for areas in Fresno County, and Figure 9-2 show the location of available Fire Stations via Interagency Agreement with Reedley.

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<sup>45</sup> City of Reedley Fire Department website.

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The mutual aid agreement's service area extends beyond the Reedley SOI and encompasses approximately 4,847 square miles (3,102,080 acres). As of December 2019, the Reedley VFD informed LAFCo that its current mutual aid, automatic aid, or dispatch services agreements are as follows:

- Fresno County Fire Protection District: Automatic Aid & Dispatch
- Tulare County Fire Department: Mutual Aid
- Orange Cove Fire Protection District: Mutual Aid
- City of Dinuba: Mutual Aid

**Figure 9-1. Automatic Aid Agreement Area for Fresno County (Source: City of Reedley)**

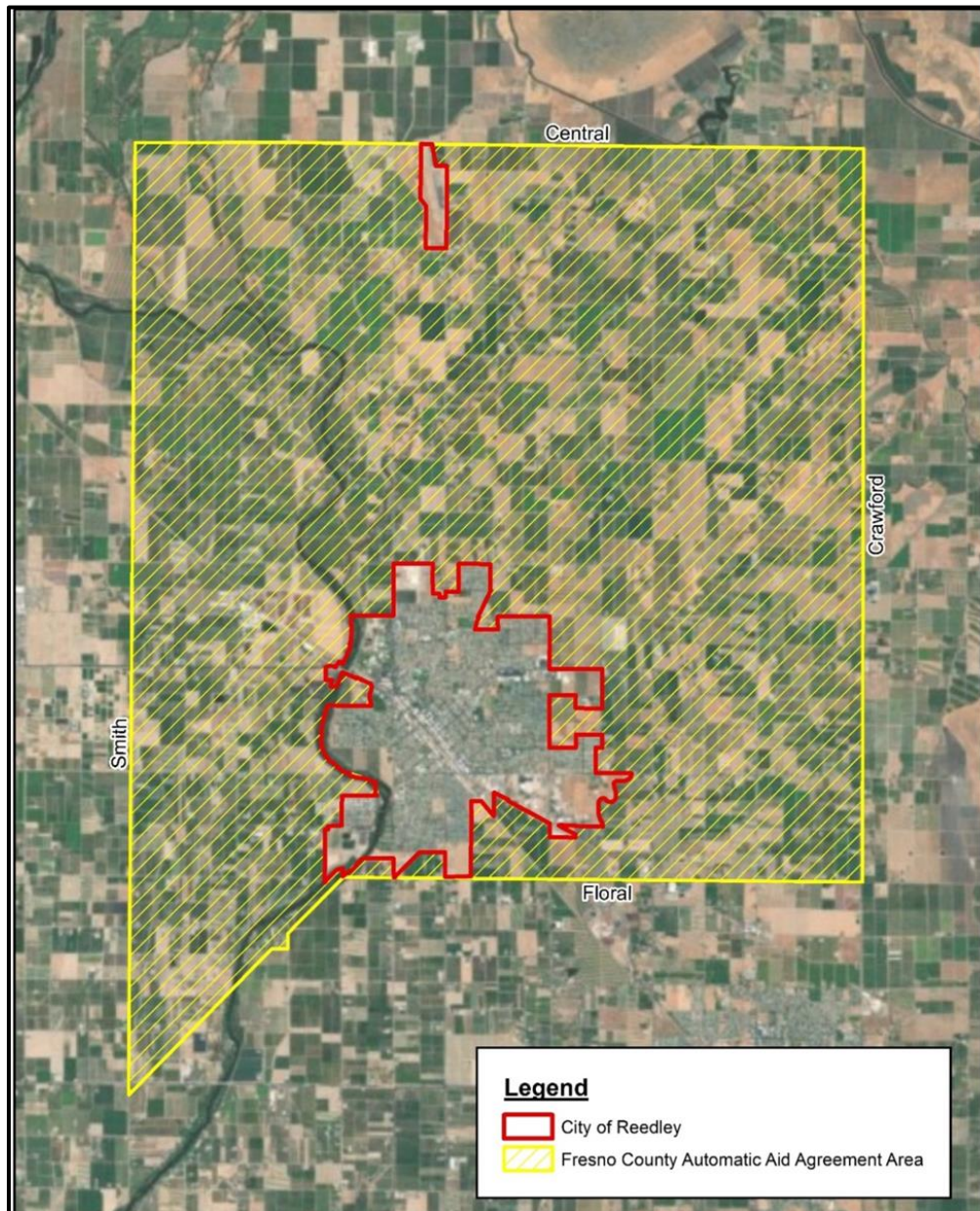
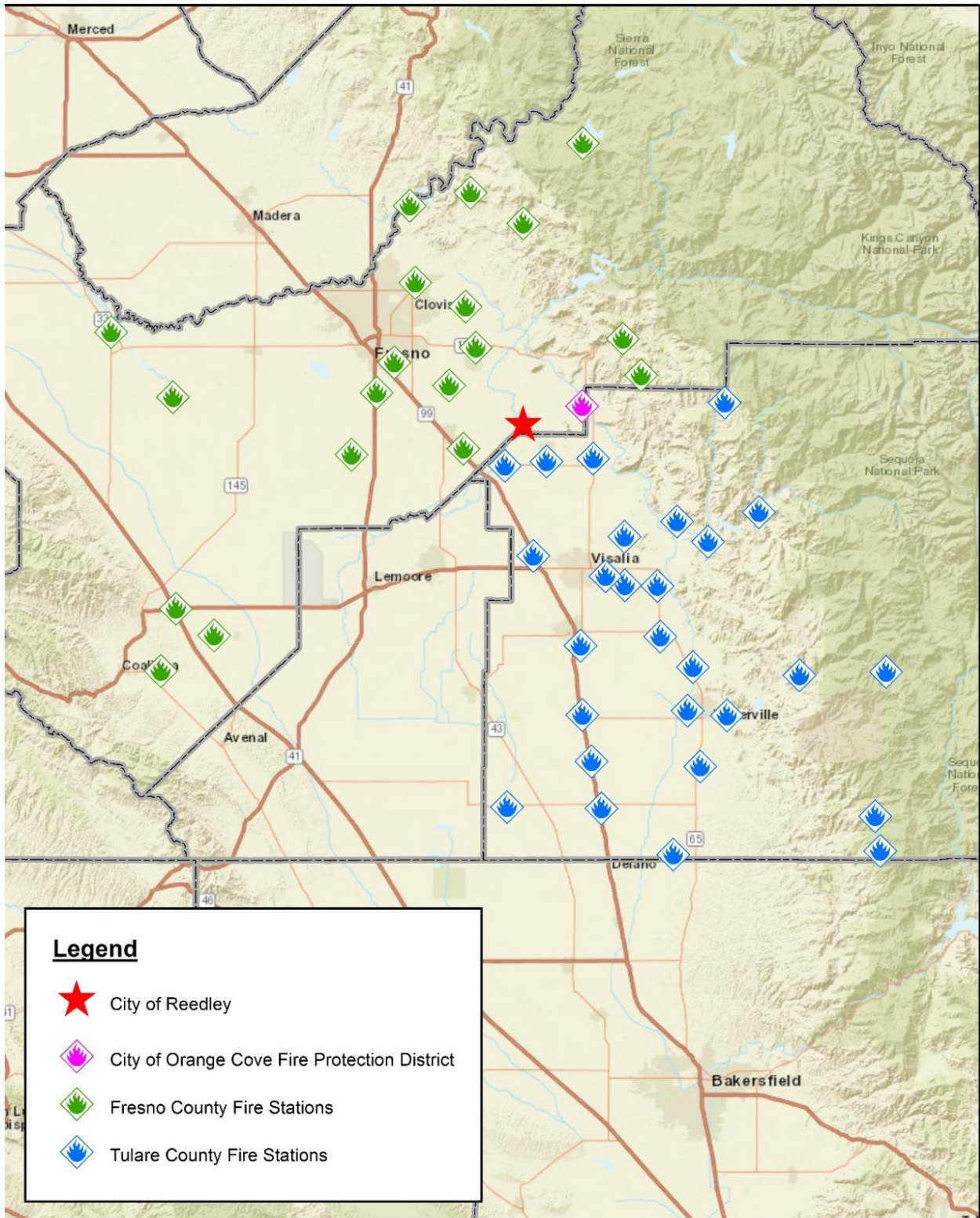




Figure 9-2. Available Fire Stations via Interagency Agreement with Reedley (Source: City of Reedley)



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## **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 Reedley General Plan identifies land use categories, development standards, and other general provisions that ensure all new development is achieved consistent with the City's fire restrictions. Locally, Fire restrictions are found in Title 5 – Police and Public Safety and Title 9 – Building Regulations of the Reedley Municipal Code. Additionally, the Reedley VFD presents its adopted Fire Department's Standards on the City's website that address building access, signage, and exiting requirements for all commercial and residential structures within the City. The Safety Element of the Reedley General Plan is the primary vehicle for integrating public safety, department personnel, and long-range planning.<sup>46</sup>

### **Reedley VFD's Fire Personnel and Services**

The Reedley VFD's Fire Chief is appointed by the City Manager and voted upon by City Council to act on all matters related to the enforcement of all applicable state and local fire laws. The Fire Chief is responsible to manage the daily operations of the department with the assistance of one Battalion Chief, and a Life Safety/Code Officer.

The Fire Chief is responsible to maintain, perform periodic updates, and enforce the department's rules and regulations governing the operation of the Reedley VFD. The Fire Department is also responsible for the maintenance and training of the City's Emergency Operations Plan. This Plan establishes the emergency organization and identifies the planning, response, policies and procedures in the event of an extraordinary event or disaster within the City. The Fire Chief is responsible to routinely evaluate the programs, update, and improve services provided by the Department.

The Fire Chief is a member of the City Manager's Administrative Team, and he/she is responsible to inform the City Manager on all items related to fire safety and education. Additionally, the Fire Chief serves as the vice chair of the Reedley Disaster and Defense Council. The Disaster and Defense Council is responsible to develop, enact, and maintain emergency response plans that address natural and manmade emergencies.

The Reedley VFD also relies on 40 trained volunteer firefighters, each assigned to a specific shift to assist with emergency response within the City. Firefighting volunteers are compensated on a "paid-per-call" basis. Fire protection coverage is accomplished by a three-shift schedule (A, B, and C). Each shift is comprised of one (1) Fire Chief, one (1) Battalion Chief, (1) Life Safety/Code Officer, and any paid available

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<sup>46</sup> City of Reedley, 2030 General Plan update. Pg. 130.

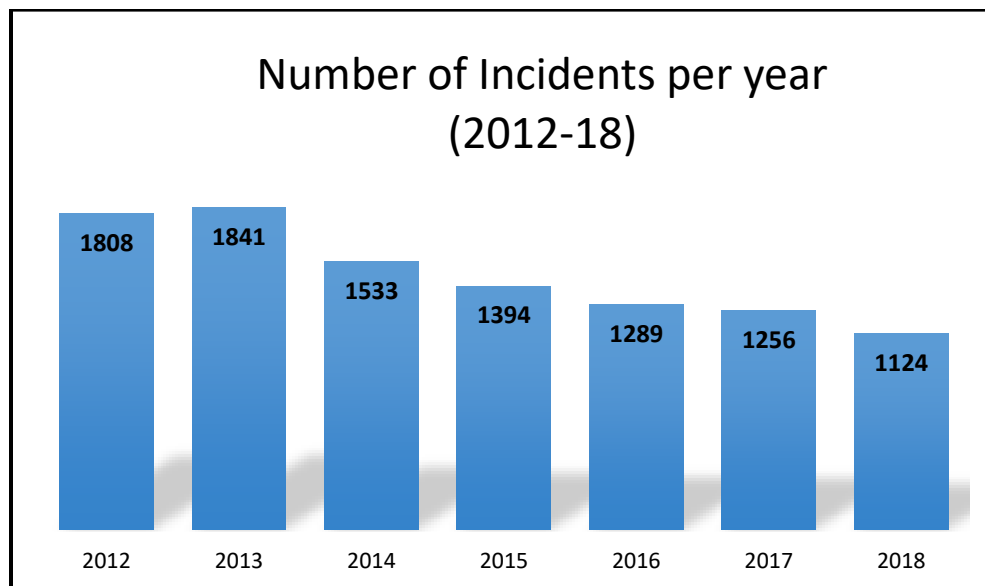
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on-call volunteers for each of the shifts. The department works around the clock year-round.<sup>47</sup> In 2018 the department responded to 1,124 calls for service which included 111 fire related calls and 38 hazardous conditions calls and 802 medical related calls. On average, between the years of 2012 and 2018, the Reedley VFD responded to 1,708 calls per year.

The Reedley VFD has had a general decreasing trend in the number of calls for service since 2012, with some spikes and declines in the intervening years, as illustrated on in Figure 9-3.

A general breakdown of the incident types during year 2017 is shown on figure 9-4, and a detailed description of the reported incidents in 2017 is provided on Figure 9-5.

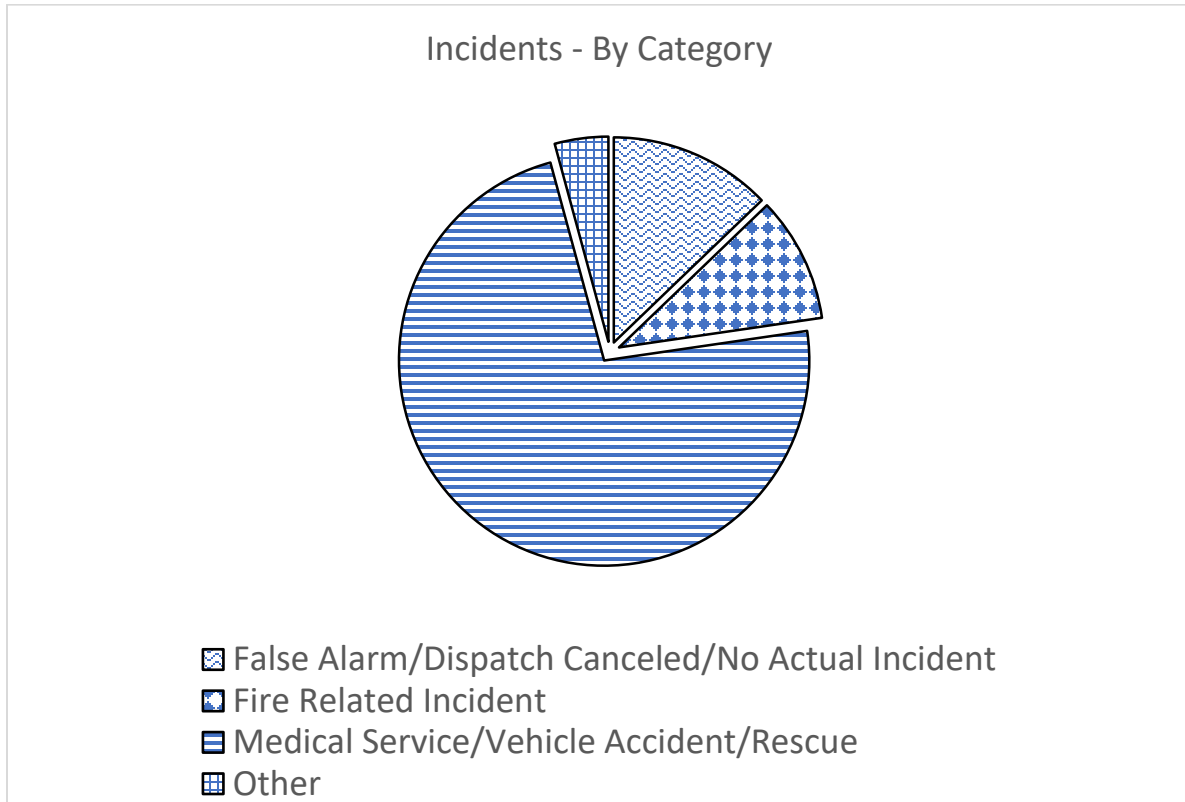
**Figure 9-3. Number of Incidents per Year**



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<sup>47</sup> City of Reedley 2019-20 adopted budget. Pg. 210.

**Figure 9-4. Reedley VFD Breakdown of 2018 calls**



**Figure 9-5. Reedley VFD Breakdown of call during year 2018**

Category	Type	Incidents
<b>False Alarm/Dispatch Canceled/No Actual Incident</b>	Dispatched & cancelled en route	53
	Dispatched & cancelled on scene	8
	No incident found on arrival at dispatch address	6
	False alarm or false call, Other	65
	Malicious, mischievous false call, Other	1
	Municipal alarm system, malicious false alarm	0
	System malfunction, Other	2
	Unintentional transmission of alarm, Other	1
	Detector activation, no fire - unintentional	1
	Alarm system activation, no fire - unintentional	2
<b>Fire Related Incident</b>	Fire, Other	9

Category	Type	Incidents
	Building fire	22
	Cooking fire, confined to container	9
	Passenger vehicle fire	9
	Natural vegetation fire, Other	24
	Grass fire	1
	Outside rubbish fire, Other	10
	Outside rubbish trash or waste fire	4
	Dumpster or other outside trash receptacle fire	8
	Special outside fire, Other	7
	Smoke or odor removal	9
Medical Service/Vehicle Accident/Rescue	Rescue, EMS incident, other	3
	Medical assist, assist EMS crew	699
	Emergency medical service, Other	31
	EMS call, excluding vehicle accident with injury	0
	Motor vehicle accident with injuries	37
	Motor vehicle/pedestrian accident (MV Ped)	5
	Motor vehicle accident with no injuries	25
	Water and ice-related rescue, Other	1
	Watercraft rescue	1
	Rescue or EMS standby	1
Other	Hazardous condition, Other	27
	Chemical spill or leak	0
	Electrical wiring/equipment problem, Other	4
	Power line down	0
	Service call, Other	4
	Person in distress, Other	2
	Water problem, Other	0
	Public service assistance, Other	2
	Assist police or other governmental agency	1
	Good intent call, Other	8

Category	Type	Incidents
	HazMat release investigation w/no HazMat	0
	Lock-in (for lock out, use 511)	0
	Special type of incident, Other	4
	<b>Totals</b>	<b>1124</b>

Volunteers maintain the station and its grounds, department vehicles, equipment, utilities, tools, and supplies. The Fire Chief is responsible to maintain the City's dispatch equipment, contracts, billing, and insurance coverage for the department's operation. Training is critical to be able to deliver the necessary emergency services to the public. Each volunteer is required to attend training courses at least three times a month, covering such items as fireground operations, technical rescue, PPE (Personal Protective Equipment), emergency vehicle operations, incident management, and beyond. The department has firefighters who have completed specialized training which qualifies them to be active in rescue operations in and around the river and waterways in general. Training events are offered by CAL FIRE and each course is organized to meet the State Fire Marshal's standards. The Fire Chief maintains a record of each volunteer's completed training course work requirements.

Daily staffing throughout the Reedley VFD's service area and areas covered by mutual aid agreements are as follows:

- 42 personnel in the City of Reedley Fire Department
- 10 personnel in Fresno County Fire Protection District
- 5 personnel in Tulare County Fire Department
- 4 personnel in Orange Cove Fire Protection District
- 4 personnel in the City of Dinuba

## Reedley VFD's Education Programs

Public education on fire safety is considered a major factor for the Department in reducing fires and injuries. Targeted educational groups include children, youth, adults, and senior citizens. The Fire Department delivers educational programs in a variety of ways, including visits to schools and senior residential communities, community events, media articles, and the Fire Department's annual open house to the community. The Fire Department staff work with local agencies, schools, and organization to schedule educational training programs and fire station tours, or site visits.

Additionally, the Fire Department manages the City's Fire Explorer Post 57. The Fire Explorer program is provided for youth groups that range from 14 - 20 years of age. The Reedley VFD currently has ten Fire Explorers and has ten former Fire Explorers as current Reedley Volunteer Firefighters.<sup>48</sup> The program provides participants with first-hand emergency training. The Explorers can participate in all fire ground activities except for entering a burning building.<sup>49</sup>

<sup>48</sup> City of Reedley 2019-20 adopted budget. Pg. 212.

<sup>49</sup> "Fireground," an area in which fire-fighting operations are carried out, Merriam-Webster Dictionary, 2019.



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## Reedley VFD's Facilities and Capacity

The Reedley VFD operates mainly out of its headquarters located at 1060 D Street in Reedley. The station was built in 1978 and consists of office space and lobby, dorm area, training facility, storage space, a four-engine apparatus bay, and one main bay. The fire station houses a pumper truck, a ladder truck, rescue vehicles, other service vehicles, and rescue watercraft.

According to the City, typical response time by the Reedley VFD is five to eight minutes once notified of the event to arrival at the scene of the incident. Although there is no stated policy on standard emergency response times, the department strives to maintain a response time goal of less than eight minutes and 30 seconds for emergencies within the City.

The Reedley VFD utilizes centralized dispatch, apparatus mobile data terminals, and other technologies essential for intra- and inter-departmental communications. Figure 9-6 summarizes Reedley VPD's facilities and equipment, as of June 30, 2018.

**Figure 9-6. Reedley VFD Facilities, Equipment and Staffing 2017-2018**

Station Locations	Addresses	Staffing	Vehicles Present
Reedley VFD Station 1	1060 D Street Reedley, CA 93654	42 (40 volunteers)	One Type 1 pumper, One Type 2 pumper, One Tyer3 pumper, One Type 4 pumper, One 101' Aerial Platform quint, One 2000 Gallon water tender, One SERT technical rescue, Two PWC rescue boats, Two Command vehicles, Two Utility vehicles, One Code Compliance vehicle
Shared Facilities	Infrastructure Needs	Service Demands	
None	Additional storage space, and 1 additional fire station location.	Increasing response times due to development spread and the volunteer nature of the department	

The City informed LAFCo that its water tenders can average a fire flow of 150 gallons per minute on a working fire. The strongest fire flows occur near the City's hydrant systems located throughout the City limits.

During an emergency, the City's water tenders are equipped to draw water supplies from local ponds, recharge basins, and waterways, if needed. The Reedley VFD's main water source is provided by the City's hydrant systems. According to the City, its wells have adequate capacity to meet normal demand as well as emergency situations. During periods of electric outages, water can be provided by the City's two elevated storage tanks that are equipped with two well pumps powered by natural gas engines. In addition, Reedley fire-fighting equipment carries a total of 3,250 gallons of water capacity. The City's mutual aid with Fresno County Fire Protection District authorized the district to dispatch water tender that carries a capacity of 2,000 gallons of water to assist the City of Reedley, if needed.

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The City informed LAFCo that, in general, its equipment and supplies are in reliable condition, however, the Reedley VFD is currently in search of a second fire station site for the department to expand its operation.

For FY 2019-20, the Department's emergency radio repeater was identified as outdated, and the manufacturer no longer supported the model that the department employed. The Fire Department was able to secure available funding to replace the emergency channel radio repeater that the Fire Department operates on. Additionally, the department expects to incur additional expenditures in the next years related to the implementation and maintenance of new city-wide tracking software for building, code enforcement, and permitting. The new software is expected to replace a decades-old product and assist the City to improve its tracking of both new and historic building/fire permits.

## **Service Adequacy**

The City has a class rating of "Class 3" through the Insurance Service Office (ISO).<sup>50</sup> The classification places Reedley in the top 10 percent of communities nationwide with a PPC of Class 3 or better. With a communities' Class 3 rating, many insurance providers give a discount on annual insurance premiums for residences and businesses.<sup>51</sup> The ISO is an agency that evaluates fire protection features for all fire departments to establishing rates for underwriters, such as property insurance providers. ISO uses a rating system that is based on a scale of 1 through 10, with 1 being the best fire protection rating and 10 being the worst. The ISO rating "Class 3" is based on ISO Public Protection Classification Program's assessment and scoring in four primary areas: 1) Emergency Communications, 2) Water Supply, 3) Community Risk Reduction, 4) Fire Department.

The City's Fire Department operates a fire prevention program consisting of property inspections to identify potential fire hazards. The City's Life Safety/Code Officer notifies property owners of fire hazards determined as a result of inspections. Additionally, the Fire Department reviews and provides fire safety comments on all land development applications to the City; and, also routinely conducts inspections on all local business establishment to verify code compliance.<sup>52</sup>

Additionally, the City informed LAFCo that the lower Kings River is a major recreational tourist attraction that has the potential to create various life-threatening emergencies during the peak tourism season. In order to adequately provide protection for Kings River visitors, the Reedley VFD has specially-trained firefighters who occasionally patrol the river during the hot summer and during flood events. The Reedley VFD provides and manages a special Swiftwater Emergency Response Team ("SERT").<sup>53</sup> The SERT's main function is to provide and maintain certified trained firefighters to protect life and property on the waterways that pass through the city, region, and state.<sup>54</sup>

Additional services and programs provided by the Reedley VFD Include:

- General safety training for local businesses and other City departments
- Fire extinguisher training for local businesses and other City departments
- Replacement of smoke/CO alarms for senior citizens

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<sup>50</sup> City of Reedley 2019-20 adopted budget, Fire Department.

<sup>51</sup> City of Reedley 2019-20 adopted budget Pg. 210.

<sup>52</sup> City of Reedley, General Plan Update 2030. Pg. 130.

<sup>53</sup> Ibid.

<sup>54</sup> City of Reedley, Reedley Fire Department website.

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- Free smoke/CO alarms for qualifying households
  - Internships for local high school students

## **Funding Resources**

The Reedley VFD's funding comes from a variety of sources. The City's General Fund consists of revenue from property taxes, special assessments, development impact fees, state grant funding, fines, and user fees.

The Fire Department is primarily funded by discretionary revenue within the City's General Fund. A use of the discretionary revenue summary report is also provided in the City's adopted budget document for FY 2019-20. The Fire Department also receives funding from development impact fees paid by new residential, commercial, and industrial development projects. The development impact fees may be used by the City to purchase land and fund the construction of new public facilities.

The City has a citywide Community Facilities District 2005-1 that was established to finance new fire and police staff and equipment necessary to adequately service new development.

Additionally, the Fire Department receives funding through a voter-approved public safety sales tax override ("Measure G"), which supports public safety staffing, facility maintenance, and equipment purchases. Funding from Measure G supports the Battalion Chief position, along with equipment and capital projects not funded through the General Fund.

For FY 2019-20, the Fire Department's budget amounted to \$1,234,842.<sup>55</sup> The Fire Department's primary source of revenue is the general fund, development impact fees, fines and forfeitures, services and fees, use of cash and property, intergovernmental, and grants. For FY 2019-20, the Fire Department's revenue streams totaled approximately \$77,404. The revenue balance is augmented by the City's public safety sales tax, investments, and community facilities district for police, fire, and parks.

For FY 2019-20, a major portion of the Fire Department's expenditures are allocated toward personnel salaries, employer cost and benefits, and the department's service and supply costs. The Fire Department's budget showed a total expenditure amount of \$1,234,842.

## **Infrastructure Needs**

The City informed LAFCo that the Fire Department operating out of one station may not be adequate to maintain adequate levels of service as growth of the City occurs for the next 20-years. As previously indicated, the Reedley VFD plans to construct a second fire station to support the increase demand for fire services.

The Fire Department has three potential locations; a site near Cricket Hollow Park on the 1100 block of West Olson in the southwest quadrant of the City, a site the end of East Olson Avenue, in the southeast industrial section of the City, and a site on the corner of Parlier Avenue and Buttonwillow Avenue in the northeast quadrant. The location of the new fire station will depend on the pattern of growth that occurs.

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<sup>55</sup> City of Reedley 2019-20 adopted budget. Pg. 215.

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Additionally, storage space for equipment and supplies is limited at the community's only station. The Department is currently working to identify additional space and storage facilities to allow for increased space. Such expansion areas may be hosted on city-owned land adjacent to the wastewater treatment plant, or adjacent to city facilities near Smith Ferry Park.

The Fire Department's area of responsibility continues to increase both in land valuation and public infrastructure as growth occurs, which translates into adjusting to community service demand by maintaining appropriate fire personnel levels, equipment, apparatus, facilities and to provide ongoing training, public education, and municipal code enforcement. The Fire Department is responsible to protect over \$950 million dollars of infrastructure and developed land within the City.

The Fire Department is fortunate to have members of the community volunteer and commit themselves to learn, train, and provide emergency services at a professional level. The City informed LAFCo that without its successful volunteer program, it would have to hire additional full-time firefighting staff and this increased cost of fire service to its residents. The Department informed LAFCo that fire volunteer retention has been a challenge; however, the Fire personnel focuses its efforts on ongoing recruitment among the residents in the community, fire agencies, Reedley College, and Fresno City College Fire Academy.

The Reedley VFD is one of the busiest emergency response volunteer department in the State. According to the City, the characteristics of its Fire Department has changed over the years going from what used to be a Department made up of residents who both lived and worked in Reedley, to residents who live in Reedley and commute out of town for work. Currently, the Department estimates that over 50 percent of its current trained firefighters commute out of town for work. The City informed LAFCo that the Fire Department is challenged to maintain enough trained firefighters plus standby personnel ready to serve as during all hours of the day and nights. The Fire Department's 2015 strategic planning sessions identified much needed improvements in 24-hour shift coverage.

The City informed LAFCo that another challenge that the Fire Department experiences consists of equipment storage space. The Department is limited to how much equipment it can house, how many personnel can be trained, and the types of training that is provided. All trained volunteers drive to the station first to don their protective clothing and then respond to the emergency. Ideally, the Fire Department needs more room and additional storage facilities to improve its quick response. The Department informed LAFCo that it is exploring the options to potentially establish strategic satellite fire station locations intended to improve existing response barriers.<sup>56</sup> The Fire Department continues to look ahead and is planning for additional facilities, apparatus, equipment, and training opportunities. A vehicle replacement program was established a couple of years ago and provides a guideline as to when some of the aging fire apparatus will need to be replaced.

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<sup>56</sup> City of Reedley 2019-20 adopted budget Pg. 215.

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## 10. Solid Waste Services

Reedley's Solid Waste Division ("SWD" or "Solid Waste") operates under the direction of the Reedley Public Works Department ("PWD" or "Department"). The SWD provides curbside residential solid waste and green waste disposal services within the City limits, which is transferred to the Waste Management Transfer Site in Fresno for processing. Collection of residential curbside recycling is conducted by the SWD, with processing contracted with Pena's Disposal. The SWD also collects solid waste and green waste from all commercial and industrial accounts. Any privately contracted roll-off materials picked up by Miramonte Sanitation and Pena's Disposal are taken by the contracted disposal provider for processing, or directly to the landfill.

The SWD coordinates various annual community clean-up events such as the e-waste, old mattress, and tire collection clean-up days. The SWD gathers data, prepares reports, and implements local and state refuge and disposal programs such as the CalRecycle Electronic Annual Report, Recycling Incentive Payment Program Report, CalRecycle Mattress Recovery and Recycling Program Report, and the Household Hazardous Waste Report. The SWD also assists the City's code enforcement division with incidental clean-up projects such as collection and removal of illegal dumping within the City.

### Reedley General Plan: Land Use Element

The Reedley General Plan Land Use Element establishes goals for its public facilities and services including solid waste service. Land Use Element Goals include, but are not limited to the following:

- LU 2.7R - Provide sites for adequate public facilities to serve projected growth.
- LU 2.7S - Provide for the timely and economically efficient development of all public services and facilities necessary for Reedley's planned urban growth.
- LU2.7T - Public facilities shall complement and support the creation of livable neighborhoods.

### Solid Waste Division

The SWD is responsible for collecting and disposing of municipal solid waste generated by residential and commercial customers within the City. The SWD consists of several units consisting of residential and commercial solid waste collection, recycling programs, and field services. The SWD is primarily funded through user fees that pay for the operational, equipment, haulers, and improvement costs.

Standard residential service consists of three bins: a blue 96-gallon recyclables cart, a 96-gallon green waste cart, and a 96-gallon brown cart for general refuse. Customers must contract with private waste hauling contractors if larger bins, such as 30 to 50-yard roll-off containers, are needed. Garbage collection within the City is organized in four pick-up zones and weekly collections occur on Tuesdays, Wednesdays, Thursdays, and Fridays. The SWD collects garbage from each zone once per week from 6:00 a.m. to 5:00 p.m. All waste bins must be placed at the curb by 6:00 a.m. on the scheduled pick up day.

According to the City, the SWD collects approximately 24 tons of general refuse material per pick-up day. During a given month, the SWD estimates that it disposes of approximately 870 tons of non-recyclable solid waste of which 56 percent is generated from households and approximately 44 percent is generated

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from businesses. Approximately 158 tons of recyclable solid waste is collected monthly, approximately 85 percent is generated from households and approximately 15 percent is generated from businesses.<sup>57</sup>

The City transfers solid waste to the Waste Management-Fresno Transfer Station located 4333 E. Jefferson Avenue in Fresno County. Waste is processed at the recovery facility after which it is disposed of at the American Avenue Landfill located at 18950 W. American Avenue, approximately 40 miles west of the City of Reedley. According to the City, recyclables are collected by the SWD, and transferred to Pena's Disposal for processing.

The American Avenue Disposal site is located at 18950 West American Avenue, four miles west of Madera Avenue near the City of Kerman. It is operated by the County of Fresno and is the County's regional landfill. 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.<sup>58</sup>

The American Avenue Disposal site has a daily accepting capacity of 2,200 tons per day and on average accepts 1,149 tons per day. The American Avenue Disposal site encompasses 440 acres with a maximum capacity of 32,800,000 cubic yards.<sup>59</sup> As of 2019, the American Avenue Disposal site has a remaining capacity of 29.3 million cubic yards and is anticipated to close by 2044.<sup>60</sup>

To address the threat to public health and safety caused by illegal dumping, Reedley has implemented clean-up programs where twice a year the City holds an event to collect unwanted items at the City's Sports Park at no cost to residents. The Spring Clean-Up and Fall Clean-Up programs assist residents in disposing of bulky trash and debris, green waste, electronic waste, and old appliances and furniture, some of which would not normally be picked up by the regular garbage service. According to the Division, the most recent Spring Clean-Up event collected approximately 74 tons of general refuse, 10 tons of green waste, 21 tons of metal, 10 tons of E-waste, and three tons of tires.

## **Solid Waste Division Staff and Haulers**

The Reedley PWD functions as a generalist Department, meaning that Department staff perform multiple services and cross train others to assist in various tasks, respond to enquiries, and assist with Department emergencies. Overall the Department employs 48 full-time equivalent staff members, of which 11 are dedicated to the SWD. The SWD consists of the following members:

- 1 solid waste crew leader
- 1 solid waste supervisor
- 2 equipment mechanics
- 7 solid waste operators
- 1 heavy equipment mechanic
- 1 part-time offices assistant

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<sup>57</sup> City of Reedley 2030 General Plan EIR.

<sup>58</sup> 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-worksandplanning/resources-and-parks-division/landfill-operations> , 2020.

<sup>59</sup> CalRecycle Website: <https://www2.calrecycle.ca.gov/SWFacilities/Directory/10-AA-0009/Detail/> , 2020.

<sup>60</sup> United States EPA, Landfill Methane Outreach Program: <https://www.epa.gov/lmop/project-and-landfill-data-state>, 2020.

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The Department is located on 845 G Street in Reedley and is open from 8 a.m. – 5 p.m. The Department owns and operates 10 collection trucks that support the City’s solid waste collection service. The SWD informed LAFCo that its solid waste haulers are in reliable condition.

During the preparation of the MSR, the Department secured \$396,000 for equipment upgrades. Previously, the City invested in the purchase of three new vehicles. Two are garbage trucks and one is a new front-end loader truck. The new trucks are expected to increase productivity and help alleviate rising repair and maintenance costs of older trucks.<sup>61</sup>

## **Service Adequacy**

The City does not own or operate a landfill. Instead, the City has contracts in place with the previously identified landfills in Fresno and Tulare to accept Reedley’s solid waste. Through its contracts, the City is required to monitor the volume of solid and green waste that is collected by City haulers and delivered to local landfills. The City also promotes local recycling programs and implements local measures to increase diversion rate which is the amount of waste that is recycled or composted as opposed to ending up in a landfill with other non-recyclables. Historically, the City of Reedley has exceeded the 50 percent diversion rate.

Landfills are regulated by the Environmental Protection Agency, the California Department of Resources, Recycling, and Recovery (Cal Recycle) and a designated local enforcement agency; in County of Fresno the County’s Department of Public Health, Environmental Health Division and in Tulare County the designated local enforcement agency is the Tulare County Health & Human Services Agency (TCHSA).

Furthermore, Assembly Bill (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 (CIWMP). The CIWMP provides an overview of the waste management infrastructure for Fresno County and the 15 cities within the County. The CIWMP describes the County infrastructure and plan administration, the most recent countywide solid waste management practices, summarizes the Source Reduction and Recycling Elements, Household Hazardous Waste Elements, and Non-disposal Facility Elements for the County, and provides financing information.

According to the City, the SWD complies with State solid waste mandates: AB 1826 Recycling of Commercial Organic Waste; AB 341 Mandatory Commercial Business and Public Entities Recycling Plan, as well various County and State quarterly and yearly reports to Cal Recycle Electronic Annual Report, Recycling Program Report, and Household Hazardous Waste Report.

According to the most recent information collected by CalRecycle, Facility Inspectors with Fresno County Department of Public Health (FCDPH), Environmental Health Division performed the most recent inspection on November 18, 2019, 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-0009.<sup>62</sup> The City complies with the Fresno County Integrated Waste Management Plan, which has been approved and

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<sup>61</sup> City of Reedley 2019-20 Adopted Budget. Pg. 310.

<sup>62</sup> CalRecycle Website: <https://www2.calrecycle.ca.gov/swfacilities/Directory/10-AA-0009/Inspection/454938> , 2020.

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filed with CalRecycle. During year 2019, the American Avenue Landfill was inspected 11 times from January 1, 2019 to December 31, 2019, and no violations were reported to CalRecycle.

Likewise, TCHHSA performed the most recent inspection on October 23, 2019, and TCHHSA/LEA staff found that the landfill facility complied with applicable state mandates and operating in compliance with Facility File Permit No. 54-AA-0009.<sup>63</sup> The City complies with the Tulare County Integrated Waste Management Plan, which has been approved and filed with CalRecycle. During year 2019, the Visalia Disposal Site was inspected eight times from January 1, 2019 to December 31, 2019, there have been no violations reported to CalRecycle.

## **Solid Waste Division Financing**

The SWD's operation is funded primarily through user fees, and service charges for specific services if requested. The Department regularly pursues available state and federal grants for its Divisions to assist with specific projects, equipment, vehicles, or to improve the SWD's operation.

The Reedley Solid Waste Enterprise Fund budget document reflects working capital for the fund balance. The responsibilities are shared between Administrative Services and Public Works departments, and only those items directly related to the solid waste (disposal & recycling) service can be charged to the Solid Waste Enterprise Fund.

According the City's budget for FY 2019-20, the Solid Waste Enterprise Fund showed an anticipated revenue of \$3,897,649, while the Solid Waste Capital fund showed anticipated revenue of \$321,405. For the same year, the SWD's Enterprise Fund expenditures are expected to be \$3,045,334, while the Solid Waste Capital Fund expenditures are expected to be \$248,500.

In 2015, the City Council created the solid waste capital fund to serve as an ongoing capital reserve to set aside funding for SWD's capital projects. As part of the annual budget process, the City appropriates funds from the Solid Waste Enterprise Fund to the Solid Waste Capital Fund for long-term projects that require funding to be accumulated over multiple years.

The Solid Waste Capital fund is subject to the same restrictions as the Solid Waste Fund, in that only activities directly related to the City's solid waste (disposal & recycling) may be accounted for in this fund. Generally, only projects that exceed the City's capital threshold, currently \$10,000, will be accounted for in this fund.<sup>64</sup> In 2019, the Solid Waste Capital Fund assisted the City in the purchased three new garbage trucks, a combined cost of \$925,000.<sup>65</sup>

## **Joint Power Authority**

The City is a member agency to the nine member Southeast Regional Solid Waste Commission (SERSWC), a Joint Power Agency formed in 1971, consisting of the following member agencies: County of Fresno, Fowler, Kingsburg, Orange Cove, Parlier, Reedley, Sanger, and Selma. The JPA was formed to manage and fund the operation of the Southeast Regional Disposal Site (SERDs). SERDs is located at Academy and

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<sup>63</sup> CalRecycle Website: <https://www2.calrecycle.ca.gov/swfacilities/Directory/54-AA-0009/Inspection> , 2020.

<sup>64</sup> City of Reedley 2019-20 Adopted Budget. Pg. 262.

<sup>65</sup> Ibid.



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Dinuba Avenues, and the landfill received nonhazardous solid waste originating from each member city. In 1990, SERDs ceased to accept solid waste, and the site is currently in post-closure maintenance service.

County of Fresno Resources Division is responsible to manage all post- closure maintenance services. Each member city contributes an annual fee, based on a percentage formula to fund the monitoring and reporting responsibilities of SERSWC. In 2018-19, Reedley's SERSWC contribution fee was a \$44,382, and \$10,621 for FY 2019-20.

## **Division Needs**

According to the Division, funding is needed to calibrate all solid waste haulers to accurately quantify tonnage of waste collected each day. The Division intends to create Standard Operating Procedures for solid waste and recycling which could include waste management best practices and innovative approaches to sustainable waste management.

The Division is evaluating a tracking program to assist the City to fully inventory its solid waste containers. The City endeavors to undertake an audit of solid waste commercial accounts in order improve its reporting accuracy and efficiency.

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## 11. Circulation and Street Maintenance Services

This section reviews Reedley's adopted policies, its circulation network, street maintenance program, and describes the City's circulation and maintenance services. The Reedley Public Works Department's Street Maintenance Division performs street maintenance services on 93 miles of paved city streets.

Reedley's maintenance and operations of its street and pedestrian 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 and Service Delivery Policies

The Reedley General Plan Circulation Element provides City goals and policies that comprise the operational standard for the Street Maintenance Division. The City's Circulation Element addresses seven street and circulation matters: Street and highway, bikeways transportation, public transportation, rail transportation, airport transportation, truck routes, and public utilities. The Circulation Element includes 81 policies that provide a vision for the City's circulation as growth occurs. The following General Plan goals summarize Reedley's Circulation Element that sets the vision for the City's complete street system and transportation network:

#### Circulation Element Goals:

- CIR 3.2A - The City will design and maintain a fully integrated local transportation network that provides for the movement of people and goods in an orderly, safe, and efficient manner.
- CIR 3.2B - Maintain a level of service (LOS) of "C" or better.
- CIR 3.2C - Plan and develop a street and highway system so as to maximize its effectiveness while minimizing its cost of construction and maintenance.
- CIR 3.2D - Minimize the adverse impact of streets and highways on adjacent land uses and on the environment of the Planning Area.
- CIR 3.2E - Provide a street and highway system which can accommodate alternative modes of travel.
- CIR 3.2F - Provide a street and highway system which is aesthetically pleasant to the user through the incorporation of landscape buffering on applicable medians and right-of-way.
- CIR 3.4A- Encourage the use of bicycles as a viable means of transportation.
- CIR 3.4B - Develop a continuous and easily accessible bikeways system which facilitates the use of the bicycle as a viable alternative transportation mode.
- CIR 3.4C - Develop programs, standards, ordinances, and procedures to achieve and maintain safe conditions for bicycle use.

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- CIR 3.4D - Encourage bicycling for reasons of ecology, health, economy, and enjoyment as well as for transportation use.
  - CIR 3.5A - Promote the variety of public transit connections with other nearby cities and locations
  - CIR 3.6A - Maintain the viability of the rail service to the community of Reedley.
  - CIR 3.7A - Promote the integrity of the Reedley Municipal Airport.
  - CIR 3.8A - Provide safe and efficient truck routes into and within the community.
  - CIR 3.9A - Promote a parking program that accommodates the parking needs of each land use type.
  - CIR 3.10A - Provide adequate water services to the City of Reedley.
  - CIR 3.10B - Ensure wastewater collection and treatment services are available to meet existing and future needs of the City.
  - CIR 3.10C - Provide a comprehensive system for storm drainage to protect life and property.
  - CIR 3.10D—The City shall reduce by 15% its consumptive use by 2030.
  - CIR 3.10E - Continue to work with Pacific Gas and Electric (PG&E) to improve the appearance of transmission line corridors.

## **Street Classification**

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, whereas local streets prioritize access to private properties. Roadways also consider bicycle and pedestrian mobility and circulation.

Roadways in the City are categorized according to the volume and the level of service they are designed to provide. Roadway functional classifications in Reedley include arterial streets, collector streets, local streets, bikeways and pedestrian walkways.

Arterial streets in and surrounding Reedley serve as the principal network for traffic flow. Arterials provide for the distribution and collection of through traffic to and from collector and local streets serving residential, commercial, and industrial land uses, and access major travel generators.

Collector streets provide connectivity between local streets and the arterial street system. Many collectors within Reedley also serve as truck routes for agricultural and industrial transport vehicles along Reed Avenue or Frankwood Avenue, in and out of the City limits.

Local streets are exclusively intended to provide access in and out of residential areas. Local streets are designed as two through lanes with parking on both sides.

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## Street Maintenance

The Street Maintenance Division (“SMD” or “Division”) consists of various units that collectively provide specific services related to the maintenance and operations of the City streets and bikeways, including road maintenance, traffic paint and signage, concrete maintenance, traffic signals and street lighting, median islands and buffer maintenance, and the City’s tree maintenance program. The SMD’s services also include a Slurry Seal Program to resurface roadways and repair cracked asphalt to extend the life of the roadways.

The SMD maintains approximately 93 miles of streets: 14 miles are classified as arterial roads, and 11 miles are collector roads 52 miles are residential/local roads, 16 miles as alleys. Additionally, the City owns and maintains 12 signalized intersections, two bridges and 1,335 streetlights. The SMD also maintains approximately 21 miles of bikeways. The City does not maintain streets outside of the Reedley corporate boundaries.

Within the past 20 years, the City has completed various system improvements for pedestrians and bicycles. The City constructed and maintains a 3.7 mile “Rail to Trail” (aka, The Reedley Parkway) that allows pedestrians and bicycles to access most of the major destinations for residents including Reedley College, Reedley High School, City Hall, Police Department, Kings Canyon Unified School District offices, downtown shopping and restaurants, City of Reedley sports park, and many other amenities adjacent to the trail.

Traffic paint and signage services include painting of curbs, crosswalks, combo lanes, right turn pockets, most traffic related signage, and other essential traffic controlling. Paint and sign crews make sure all roadway paint (crosswalks, turn lanes, painted curbs, and other painted signage) and all traffic signs (stop signs, no parking signs, street name signs, and other signs) are executed and visible to the public. Additionally, the Division repairs any traffic signs that have been damaged, destroyed, or vandalized.

The Division 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.

Concrete maintenance includes repair of damaged sidewalks and curbs or gutter replacement of the concrete infrastructure within the City limits. The Division installs new sidewalks or gutters in new neighborhoods when needed, although most new sidewalks are constructed by the developer as a condition of approval for new development.

The Division provides electrical personnel to repair and maintain the traffic signals within the City limits and crews respond to signal malfunctions 24 hours a day. The City relies on residents to notify the City of any abnormalities than need to be addressed.

The Division performs weed abatement in public rights of way when needed. Median islands and buffers are regularly kept free of weeds and trash. A combination of manual labor and pre-emergent and post-emergent herbicides are used to assist with keeping the weeds tame throughout the year. Medians are irrigated by sprinklers and drip-irrigation systems. The Division also trims low limbs that could interfere with streetlights, and pedestrian and traffic safety.

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Street tree services include routine pruning, fallen limb pick up, and tree removal for street trees that are dead, dying, or posing a danger. Trees that are posing an immediate hazard, such as dead trees or trees that are splitting down the trunk, are removed by City crews. The City has been working closely with Tree Fresno on a plan to expand and diversify the City's urban forest program. Street tree crews are available 24 hours a day for tree emergencies. The City allows homeowners to trim away any limbs that can be reached from the ground without the use of a ladder or chainsaw. However, the City requires homeowners to apply for an encroachment permit and/or hire a licensed trimmer if they wish to have a tree more thoroughly trimmed or completely removed. City ordinance requires that a tree removal request be submitted to the City prior to removing any City owned tree. Trees cannot be removed unless the request meets the City's tree removal criteria.

The Division's crew also maintain city temporary ponding basins, pump stations, and City well sites to ensure drainage to permanent regional facilities in the event of flooding.

The Division has an adopted residential street sweeping schedule that divides the City into various sweeping zones. Street sweeping within residential streets occurs once per month. Residents are asked to move motor homes, cars, and debris off the street on their scheduled days, between 6:00 a.m. and 2:30 p.m. This allows sweepers to freely remove more trash from gutters and streets. Downtown streets are swept twice a week before 6:00 a.m. Arterial and collector streets are swept once a week before 6:00 a.m. The street sweeping program also conducts leaf sweeping during the months of November to January to help clear the gutters to ensure better drainage during the rainy season.

The Public Works Department works closely with the Community Development Department and the Engineering Department to coordinate projects that address street infrastructure maintenance needs. The Engineering Department administers the majority of the City's Capital Improvement Program projects and identifies funding resources. The Engineering Department collects development impact fees pursuant to City policy.

Within the Engineering Department, engineering personnel work with residents and neighborhoods to identify projects for funding in future budgets. Such projects include traffic signs, signals, street lighting, undulations, re-striping, traffic and safety concerns, and any other concerns addressing both vehicle and pedestrian traffic and safety.

The Engineering Department 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 is able to determine whether existing roadways are in need of repair and maintenance and secure the appropriate funding resources through the City's Community Improvement Program (CIP), which matches potential projects with regional (Measure C, RSTBG, etc.), state (SB1, etc.) or federal funding (CMAQ, etc.) programs and sources. Additionally, in compliance with the Americans With Disabilities Act (ADA), the Public Works Department works with Engineering Department to identify and improve access within the public rights-of-way to ensure more mobility for the disabled.

## **Service Adequacy**

The condition of street pavement is typically evaluated by local agencies using a Pavement Management System (PMS), which regularly evaluates pavement condition and establishes a cost-effective maintenance strategy. Each segment of pavement is rated for distress (i.e., cracks and potholes) and the

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extent and severity of distress. Having an up-to-date PMS allows the local agency to quickly and efficiently assess road maintenance needs and efficiently allocate resources.

The City's PMS system is updated regularly throughout the year by the Division. 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.

When pavement is in fair condition—with moderate potholes and cracks—it can be treated with one- to two-inch thick overlays. Pavement with minor structural distress—with significant cracks—often requires rehabilitation, involving grinding of portions of the existing street and application of a thick overlay. Pavement with major structural distress—with extensive cracks—often requires reconstruction involving removal and replacement of the street segment.

Funding from state and federal resources have not kept up with the additional demands needed to maintain existing streets and roads. On the federal level, transportation funding is reliant on a per gallon tax that has remained unchanged over several decades. During this time, vehicles have been increasingly fuel-efficient resulting in less revenue being generated though the number of miles travelled has increased. Funding at the state level has a number of the same challenges as the primary funding source of state transportation funds are derived from taxes on gasoline and diesel. The improvements in fuel economy, combined with a reluctance to increase federal and state fuel taxes, is negatively impacting the level of funding needed to maintain roads, streets, sidewalks, etc.

According to the City, it foresees that Senate Bill 1 funding will assist many local agencies fund much needed road improvements. Senate Bill 1 (SB1), known as the Road Repair and Accountability Act of 2017, is a transportation funding package focused on improving the local and state roadway systems. SB1 established fuel taxes and vehicle fees which will generate new funding for roadways, including up to \$1.5 billion per year allocated directly to counties and cities for local road maintenance, safety improvements and complete street improvements including facilities for bicycles and pedestrians. With this new funding source, the City would be eligible to secure funding to continue critical services, including pothole filling and pavement maintenance work. According to the Fresno Council of Governments, the City of Reedley's share of SB 1 dollars coming to Fresno County was estimated at \$467,306 for FY 2018-19. In FY 2018-19, the City spent \$449,996 SB 1 dollars on the Manning Ave Phase II project, which substantially improved the corridor as the main western gateway into the City. Approximately \$436,000 are estimated for FY 2019-20, and are budgeted for the I Street Improvement project, which will improve roadway surface, address sidewalk gaps, place/improve bike lanes, and improve safety features along the route.

Pavement management studies have shown that it is more cost effective to maintain pavement in good condition over its useful life than to let it deteriorate to the point that it requires a major overlay or reconstruction. Deferring maintenance can increase long-term maintenance costs as much as four times greater than a consistent preventative maintenance strategy, according to the Transportation Research Board. Street reconstruction is typically needed once asphalt is 20-35 years old, with the asphalt lifespan depending on the use of preventative maintenance efforts. During FY2018-2019, the City performed preventative maintenance on many of its roadways, including pothole repairs.

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Due to the high cost of street reconstruction, in FY 2018-19 the City increased its budget for its crack seal program and its slurry seal maintenance program in an effort to extend lifespan of roads. Having an up-to-date PMS facilitates this process by tracking the condition of all road segments to ensure that preventative maintenance is being provided where it is needed most.

Traffic congestion is measured based on the daily number of vehicle hours of delay due to congestion. Historically, Level of Service (“LOS”) analysis has relied upon a conventional perspective of the primary use of public streets by motor vehicles rather than considering all modes of travel, including public transportation, bicycling and walking. LOS on streets and highways is rated on a scale of A-F, where “A” is the best rating and “F” the worst. LOS “E” means significant delays, unstable traffic flow, and rapidly fluctuating speeds and flow rates; LOS “F” means considerable delay with forced traffic flow and speeds dropping to zero.

The City’s General Plan proposes a balanced transportation system in the City of Reedley, which serves public transit, bicyclists and pedestrians as well as motor vehicles. The City’s General Plan envisions that a context-sensitive LOS system can be maintained at an LOS of C or better on local streets and Minor Collectors, and LOS of D or better for Collector and Arterial streets.

Another important indicator of roadway service demand is the City’s vehicle miles of travel (“VMT”). VMT per street mile is the total mileage traveled by all vehicles on a given day, divided by the mileage of roadway in the jurisdiction. As of 2018, Reedley’s VMT within the City are estimated at 120,408 miles per year. According to the General Plan, buildout of the Reedley General Plan would increase VMT to approximately 190,065 miles in 2035.

The Fresno Council of Government’s Public Transportation Infrastructure Study identified strategies for transportation investments and land use policies that would result in measurable reductions in vehicle miles traveled (“VMT”) and improve mobility choices for greater Fresno County residents.<sup>66</sup> Reducing VMT reduces the need to expend funds on fuel, lowers vehicle wear and tear, preserves scarce roadway capacity for more important trips, and helps people increase their physical activity and therefore health.

During calendar year 2018, the City reported that it received 51 calls related to road repair requests. Generally, road repair requests consist of pothole repairs and cave-ins, crack sealing, street sweeping, traffic signal repairs, and maintenances of storm drainage and drainage ways. Traffic signal repairs and street maintenance services calls are handled directly by the City. The City informed LAFCo staff that the City’s local 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.

## **Infrastructure, Facilities, and Infrastructure Needs**

The Public Works Department owns various equipment and machinery needed to provide reliable and responsive street maintenance services. The Department inventories its capital assets and implements a Strategic Plan that indexes the Department’s facilities and infrastructure needs. The Department’s Strategic Plan establishes four overarching goals that are as follows:

- Maintain a desirable quality of life
- Improve City infrastructure, facilities, and equipment

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<sup>66</sup> Fresno Council of Government, 2011 Public Transportation Infrastructure Study.

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- Explore new technology and efficiencies
  - Responsible stewardship of public funds

The Department references these four listed goals to prepare and update its five-year CIP. For FY 2019-20, the Department CIP identified \$6.6 million of improvements, with an emphasis on the rehabilitation of the City's sewer infrastructure, the replacement of aging refuse trucks, and the replacement of outdated street maintenance equipment.<sup>67</sup>

According to the City's FY 2019-20 budget, the Public Work Department's CIP consists of the following street improvement investments:

- \$530,000 for new equipment including a new asphalt crack seal machine, a new sewer cleaning vacuator trailer, a pothole patch trailer, and a new refuse truck. According to the City, this equipment has been purchased.
- \$396,000 for equipment upgrades, including the procurement of three new garbage trucks for the solid waste disposal fleet, a new front-end loader for street maintenance activities.
- \$78,000 for facility upgrades including \$28,000 for an ADA compliance ramp at Camacho Park.
- \$200,000 was set aside for street and alley way improvements using Vehicle Impact Fee monies.
- \$50,000 will be used for alley improvements and \$150,000 will be used for heavy asphalt maintenance on I Street between Reed Ave. and Dinuba Ave.

The Department regularly pursues state and federal transportation grants to fund major facilities or related machinery for maintenance of city streets, materials, and traffic flow improvements. The City also works with the Fresno Council of Governments and the Fresno County Transportation Authority to leverage local transportation funds.

Additionally, the Engineering Department uses the Integrated Master Plan for Water/Storm Drain/Wastewater and planned roadway projects to forecast a five-year CIP. According to the City's FY 2019-20 budget, the Engineering Department secured approximately \$7,000,000 of capital projects that ranged from roadway reconstruction/modifications, water/wastewater pipe replacements, and park improvements. For FY 2019-20, the City allocated the funding for the following CIP street/circulation related projects:

- Manning Avenue Phase 1 Improvements, Roadway rehabilitation/Water & Wastewater upgrades estimated construction cost of \$2,000,000. Funded with STBG, Measure C, Water/WW Enterprise funds.
- East Avenue sidewalk August to Lincoln Avenue improvements, estimated cost of construction \$485,000. Funded with CMAQ and Measure C funds.
- I Street improvements from Reed to Dinuba Avenue, estimated cost of construction \$650,000
- Reed Avenue sidewalk improvements from Les Schwab to 8 Street, estimated cost of construction \$200,000. Funded through Measure C funds.
- Manning Avenue sidewalk improvements from Reed Avenue to Frankwood Avenue. Estimated cost of construction \$585,000. Funded by CMAQ funds.
- Olson Avenue to the Reedley Wastewater Treatment Plan. The project consists of trenching and resurfacing to upsize the City's sewer line. Estimated cost of construction \$2,500,000.

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<sup>67</sup> City of Reedley FY 2019-20 Budget.



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As of December 2019, City informed LAFCo staff that its streets and transportation facilities meet its goals and policies within the General Plan's Circulation Element. The Public Works Department regularly pursues available state and federal transportation grants to assist in the maintenance of city streets, traffic flow improvements, and streetscape of the city.

In the FY 18/19 the City spent approximately \$2.7 million for roadway improvements. At this time the City is funding, on average, approximately \$1.5 million for roadway projects. According to the City's pavement management system, the City identified that it would need to spend approximately \$3.9 million annually to maintain the current City-wide Pavement Condition Index of 56. Which generally is an acceptable index rating resulting from a pavement condition survey that represents the severity of surface distresses.

The City's Street Maintenance Division main challenge is attributed to the ongoing cost to keep pace with street maintenance needs. Street maintenance funding such as gas tax has substantially decreased over the last several years making it very difficult to scope projects without a consistent funding source.

Up until 2015 the City was receiving approximately \$730,000 per year of gas tax revenues. In 2017, the City received \$484,000 for an overall reduction of approximately \$246,000. The reduction in revenue impacted the City's ability to keep pace with much needed street maintenance activities such as crack sealing, slurry sealing, and road reconstruction efforts.

For FY 2020-21, the Engineering and Public Works Departments will be preparing an update to the integrated Master Plan to address recent change of events and assumptions of the amount and timing of development in the City. Both Departments foresee a need to identify creative ways to fund the City's ongoing maintenance project's expenditures. A potential revenue source for the maintenance projects could come from updating the City's existing development impact fees.

Overall, the City informed LAFCo that Reedley's street and transportation facilities meet all modes considered in the General Plan's Circulation Element.

## **Finance**

The City funds street maintenance services through several accounts within the Public Works Department. According to the FY 2019-20 Reedley budget, Public Works Department's budget amounted to \$17,414,085. Of which approximately 45% is allocated toward the City's ongoing street and circulation improvement projects.

According to the City's CIP for FY 2019-20, the City allocated \$8,038,729 consisting of projects in the following sections: ADA improvements (\$5,500), Downtown improvements (\$20,000), equipment acquisition (\$1,087,279), new facilities (\$250,000), rehabilitation of facilities (\$488,500), park and recreation facilities (\$28,000), road rehabilitation (\$4,631,000), software (\$18,950), and studies (\$310,000).

Majority of the City's revenues for streets, street improvements, and operation are obtained from the Reedley General Fund, Development Impact Fees, Special Revenues - Measure C Grants, Highway Tax, and Transportation taxes.

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## Staffing

The Public Works Department is responsible for the overall operation of the City's Street Maintenance Services. The Public Works Department functions as a generalist agency, meaning that Department staff perform multiple services and cross train others to assist with routine projects. Department personnel regularly receive cross training to ensure that each staff member is familiar with other duties within the Department, in addition to their primary responsibilities. The Public Works Department is comprised of 46 Full-Time and 10 Part-Time employees.

The Department is overseen by a Director who reports to the City Manager. The Director of the Public Work Department is responsible for nine divisions consisting of: Water, Wastewater, Solid Waste, Electrical, Fleet Maintenance, Street Maintenance, Park Maintenance, Building Maintenance, and the City's Landscape Lighting Maintenance District.

The Street Maintenance Division includes street maintenance, tree trimming, sign shop, streetlights and signals, concrete repair and median island maintenance crews. The Street Maintenance Division employs seven full-time equivalent (FTE) staff. Full-time personnel consist of six in street maintenance operations (pavement and concrete repair), and one in streetlights and signals, who are available 24 hours a day. The City contracts Central Valley Sweeping for street sweeping services.

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## 12. Wastewater Services

This section of the MSR provides a general assessment of wastewater services management provided by the City. The City's Public Works Department ("PWD" or "Department"), Wastewater Division ("WWD" or "Division") provides collection, conveyance, treatment, and reclamation of wastewater generated by residential, commercial and industrial sewer customers.

### Reedley Wastewater Division

The PWD Director oversees the water and wastewater operations and maintenance programs for the City. The WWD operates under the direction of the PWD and the Division is responsible for the operation and maintenance of approximately 72 miles of sewer pipelines, four lift stations, a state certified laboratory, four monitoring wells, one nitrate remediation well, 36 acres of landscaping and percolation ponds, the industrial pre-treatment program (specifically the Food Facility Fats-Oil-Grease Program and the Pharmaceutical and Sharp Disposal Programs).

The City's public sewer system consists of a network of underground sewer pipelines, lift stations, and necessary infrastructure connections to collect wastewater from the source and to convey it for treatment at the Wastewater Treatment Plant Master Plan ("WWTP"). Additionally, the Division oversees and implements the City's Sewer System Management Plan ("SSMP") and operates the WWTP. With regard to the SSMP, the PWD is responsible for routine inspections of the sewer system, reporting, and overseeing the development, implementation, and enforcement of the SSMP.<sup>68</sup>

The City Manager serves as the Legally Responsible Official in charge of implementing the Reedley SSMP. The City Manager is assisted by the Public Works Director, the City Engineer, and the Wastewater System Supervisor in carrying out the day-to-day tasks required to properly implement the SSMP.

### Reedley General Plan: Land Use and Circulation Elements

Within the City's Land Use and Circulation Elements there are policies that provide city staff direction regarding management of the City's public facilities, planned expansions, and levels of services for the City's wastewater treatment services. The following Reedley General Plan Goals establish direction for the development of the City's wastewater and treatment services.

#### *City of Reedley General Plan Chapter 2 Land Use Element*

##### *Goals, Public and Institutional Land Use*

- LU 2.7R - Provide sites for adequate public facilities to serve projected growth.
- LU 2.7S - Provide for the timely and economically efficient development of all public services and facilities necessary for Reedley's planned urban growth.
- LU2.7T - Public facilities shall complement and support the creation of livable neighborhoods.

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<sup>68</sup> City of Reedley, Sewer System Management Plan Update. City of Reedley Website, Public Works Department. Pg. 8.

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*Goals, Public Utilities*

- CIR 3.10B - Ensure wastewater collection and treatment services are available to meet existing and future needs of the City.

There are 18 policies within the City's Land Use and Circulation Elements that provide city staff direction with regard to management of the City's public facilities, planned expansions, and levels of services for the City's wastewater treatment services.

## **Wastewater Collection System**

The City's public sewer collection system consists of a 72-mile network of underground sewer pipelines ranging from 6" to 24" in pipeline diameter of which 1.3 miles are force mains, and 100 manholes. The sewer collection system collects and conveys all sewage to the WWTP for treatment and disposal. The WWTP is located west of the City near the Kings River, south of Olson Avenue and Huntsman Avenue, and is owned and operated by the City. As of January 2020, the City sewer system has 5,715 sewer connections.

According to the City, its sanitary sewer system is approximately 48-years old and the older sections of the system were first constructed in 1972. The predominate pipe material used is clay and PVC pipe. The sanitary system includes four lift pump stations: Reed Avenue, Hotel, Industrial, and River Ridge. The City's largest pump station is the Reed Avenue Pump Station located on the east side of the of the Kings river and on the west side of the Reedley city limits. The Reed Avenue Pump Station pumps the largest amount of the City's flow across the river to the WWTP. The three remaining pump stations are smaller facilities that pump flow from outlying area of the city.<sup>69</sup> The sewer collection system is designed to convey wastewater by gravity (generally, wastewater flows from the northeast to the southwest) through force mains to each lift station, which then pumps sewage to the WWTP.

The WWTP operates 24 hours a day and is staffed by the certified operators who are authorized to respond in case of a failure to the sewer collection system, the WWTP, or if a sewer system overflow occurs that requires their immediate assistance. City field personnel are expected to respond to the site within one hour after the call is received by City officials. City staff perform a field assessment, contain the incident, record and report the incident in a manner consistent with the City's 2016 SSMP. The WWTP is staffed with WWD personnel from the hours of 8:00 a.m. to 5:00 p.m. Monday through Friday.

The PWD and the City Engineer maintain a map of the public sewer collection system which identifies manholes, force mains, gravity sewer pipelines, and pumping facilities. The City uses the map to schedule routine maintenance work, track infrastructure conditions, and log completed maintenance records on a daily basis. A copy of the City's standard operating procedures for cleaning the sanitary sewer system and the sewer system map are available for public review at the City's PWD.

The City Engineer oversees wastewater collection system planning documents, the capital improvement plan delivery system, documents new and rehabilitated assets, and help coordinate development and implementation of the City's SSMP. The City's Collections Systems Manager manages filed operations and maintenance activities; provides relevant information to agency management; prepares and implements

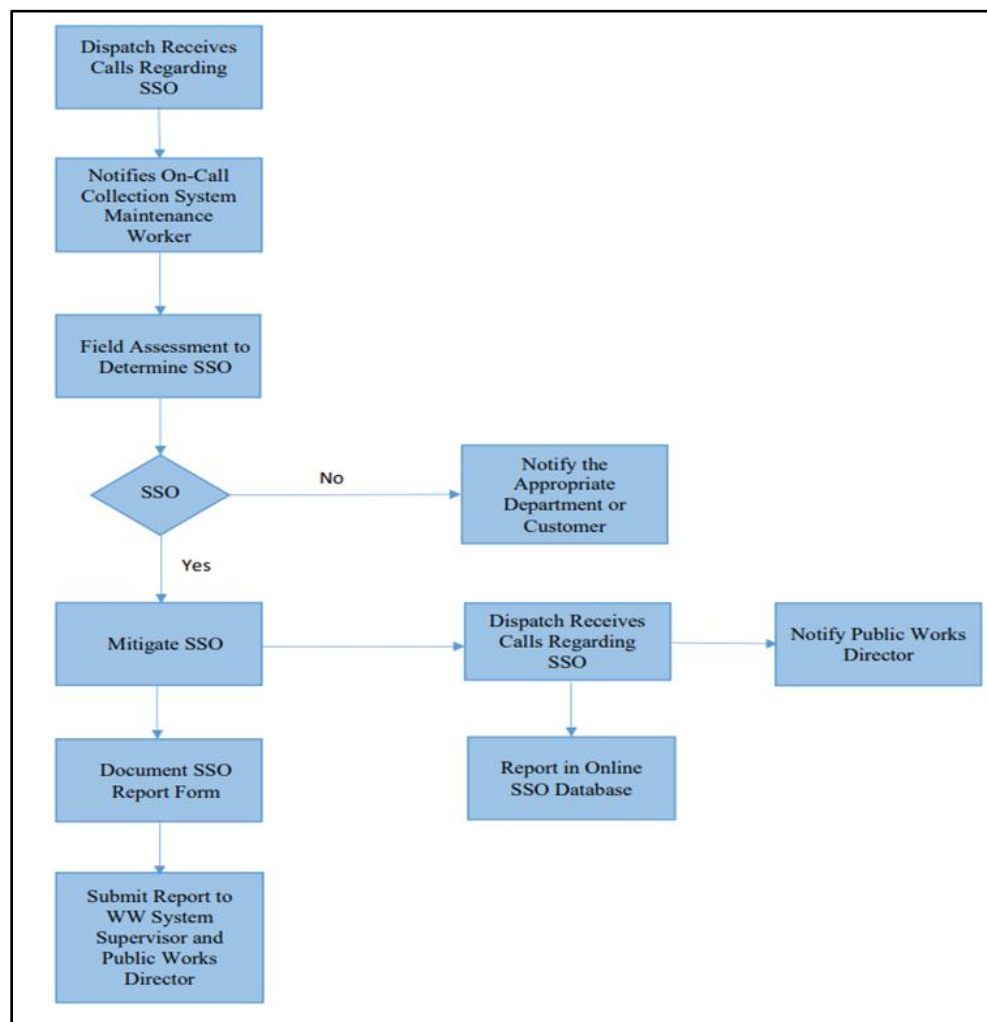
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<sup>69</sup> City of Reedley, Integrated Mater Plan, Sanitary Sewer System, Chapter 4-1.

contingency; leads emergency repose; invest and report sanitary sewer overflows (“SSOs”); trains field crews. The City has designated its Wastewater System Supervisor as the Collection System Manager.

From 2009 to 2016, the City experienced and recorded eighteen (18) SSOs incidents since the inception of the California Integrated Water Quality System Project reporting program was created 2007. On average, a collection system that is well maintained and operating in good condition will typically have between one and four SSO’s annually per 100 miles of pipeline.<sup>70</sup> The City of Reedley is within this range, with an average of 2.6 SSO’s per year per 100 miles of pipe.<sup>71</sup> In the event of an SSO, Figure 12- 1, as shown below depicts the chain of communication to control and notify the SSO to the appropriate agencies the city utilizes.

**Figure 12- 1. SSOs Communication and Notification**



<sup>70</sup> California Water Board, Sanitary Sewer Overflow Reduction Program: [https://www.waterboards.ca.gov/water\\_issues/programs/sso/review\\_update.html](https://www.waterboards.ca.gov/water_issues/programs/sso/review_update.html).

<sup>71</sup> City of Reedley, Sewer System Management Plan. August 2016.

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## Regulatory Agencies

The City operates the WWTF under criteria listed in California Regional Water Quality Control Board (“CRWQCB”), Central Valley Region, Waste Discharge Requirements/Monitoring & Reporting Program Order No. R5-2010-0120, adopted by CRWQCB on December 10, 2010. The City also has two addition permits for the following items:

- Order No. R5-2006-0105, Special Order Modifying Waste Discharge Requirements Order 5-01-257 and Rescinding NPDES Permit No. CA0081230, Adopted on 22 September 2006.
- Order No. R5-2003-0156, Amended Waste Discharge Requirements/NPDES Permit No. CA0081230, Adopted on 17 October 2003.

Under these Orders, the City is required to provide regular self-monitoring reports to the Regional Board’s Central Valley Division on a monthly basis, and contain information pertaining to daily and weekly flow records, construction activity, permit compliance, etc.

## Wastewater Treatment Plant

The City operates its WWTP located at 1701 West Huntsman Avenue, Reedley. There is a total of three plants located on this site. Plant No. 1 consists of Imhoff tanks, a trickling filter, a clarifier, and an effluents storage tank. Plant No. 2 consists of a primary clarifier, a trickling filter, a secondary clarifier and an anaerobic digester. Plant No. 3 consists of an oxidation ditch, secondary clarifier, disinfection facilities, and other support facilities. According to the City, Plant sites No. 1 and No. 2 are no longer in use.

Currently, the City operates its WWTP with an Average Daily Flow (ADF) of 1.7 million gallons per day (MGD) and a Peak Wet Weather Flow of 1.9 MGD. The CRWQCB Order No. R5-2010-0120, prescribes the City to a monthly average discharge flow of 3.5 million gallons per day (mgd) of wastewater to approximately 39 acres of percolation ponds.

The WWTP employs an activated sludge wastewater treatment process, which produces un-disinfected secondary effluent. Treated or reclaimed wastewater is directed to 36 acres of ponds to percolate into the ground. The City does not use recycled water (effluent) for irrigation purposes. Nor does it deliver any effluent to nearby farmland and does not reclaim any portion thereof. All effluent is recycled back into the groundwater via percolation ponds.

Build-out of the Reedley 2030 General Plan is projected to increase the annual average daily flow to 6.06 mgd and the City’s maximum month average daily flow is projected to be 6.88 mgd and the peak hour flow is projected to be 15.08 mgd. Based on the City’s projected population and wastewater flows it was recommended the WWTP be expanded to handle 7.0 mgd. The City expects to expand its WWTP through various phased projects overtime. For example, in 2009, the City completed Phase 1 which consisted of a 5.0 mgd expansion project and constructed new percolation ponds which provided sufficient capacity for the City through the year 2022. According to the City, the additional phased improvements are designed to potential expand to a total capacity of 7.0 mgd. At total plant build-out the City’s WWTP is expected to accommodate the anticipated growth for the next 20 years.<sup>72</sup>

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<sup>72</sup> City of Reedley, Sewer System Management Plan. August 2016.

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## City of Reedley 2016 Sewer System Management Plan

The Regional Board's Waste Discharge Requirements, adopted on May 2, 2006, require that all owners of public wastewater collection systems with more than one mile of pipeline adopt implement a Sewer System Management Plan ("SSMP") to reduce the number and severity of Sanitary Sewer Overflows ("SSO"). The City last updated its SSMP in August 2016. The next SSMP update is scheduled for year 2021, or soon thereafter.

The SSMP provides 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 2016. The purpose of the audit focused on evaluating the effectiveness of the SSMP and the City's compliance with the requirements of the SSMP. The audit also includes the identification of any deficiencies in the City's SSMP and identify steps to correct such deficiencies.

### Service Adequacy

The City as a wastewater treatment provider is required to comply with effluent quality standards per waste discharge requirements determined by the State.

As noted, wastewater agencies are required to report SSOs to the CRWQCB. Overflows reflect the capacity and condition of collection system piping and the effectiveness of routine maintenance. The sewer overflow rate is calculated as the number of overflows per 100 miles of collection piping per year. The City is responsible for approximately 72 miles of pipeline. According to the City's SSMP, a collection system in good condition has between one and four SSO's per 100 miles of pipeline annually. Reedley is currently within this range and has an average of 2.6 SSO's per year per 100 miles of pipeline.

The City minimizes occurrences of SSOs by monitoring its hydraulic loading and by ensuring current and future sewer flows do not exceed the hydraulic capacity of the sewer lines at known usage peak hours. To avoid surcharge of the sewer system that may result in an SSO, new pipes are sized to carry peak flows with the pipe flowing at no more than 80 percent of the pipe diameter.

### Financing

Wastewater services are financed primarily through user fees, service charges for specific services, connection fees, and available grant funding. The PWD regularly pursues available state and federal grants to assist with specific projects or operations within the department's responsibilities.

According to the City's 2018 Master Fee Schedule, the current rate plan for residential connection is a monthly charge of \$51.80. The rate has been in place since January 2018.<sup>73</sup>

The City's Wastewater Fund is operated as an enterprise fund with responsibilities shared between Administrative Services and Public Works. The budget reflects working capital for the fund balance. Only those items directly related to the City's sewer system maybe charged to this fund. In 2014, the City Council adopted Resolution 2014-017, which established a policy for the City to maintain a minimum level

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<sup>73</sup> City of Reedley Master Fee Schedule, Public Works Department Wastewater Service Rates, Pg. 22.

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of working capital, equivalent to 45 days operating expenditures, in the City's Water, Wastewater, and Solid Waste enterprise funds. User fees, impact fees, and special charges are collected from both residential and commercial users based on different rates depending on land use, residential or non-residential accounts.

The City's expected Wastewater Fund revenues in FY2019-20 amounted to \$5,397,776 which consisted of the following line items:

- Sewer investment interest: \$5,000
- Sewer land and building rental: \$7,426
- Sewer user fees: \$5,341,000
- Sewer FOG program fees: \$2,500
- Sewer pre-treatment fees: \$25,000
- Sewer utility application fee: \$5,000
- Sewer sale of surplus equipment: \$1,500
- Sewer miscellaneous: \$ 5,000
- Sewer annual medical premium contribution: \$5,350

Proposed expenditures are expected to amount to \$2,542,1947 with the biggest expenditures being staff salaries and professional services.<sup>74</sup>

Wastewater (Sewer) Capital Fund – 051, serves as a dedicated ongoing capital set aside for Sewer Division capital projects. In 2007 the City received a \$27 million loan for upgrades to the Wastewater Treatment Plan from the State Revolving Fund Loan. That loan obligated the City to create a new fund (051) called the Sewer SRF Loan Fund. The City was required to deposit 10% of annual sewer revenue as a reserve into this fund for future SRF loan payments and capital improvement set aside. This transfer was made on a quarterly basis based upon actual revenue. Transfers were to continue until a minimum cash amount of 10% of the SRF loan (\$2,696,492) had been reached. In the 2014, this minimum threshold was met and no further transfers are needed for the debt service reserve unless the fund balance falls below debt service reserve requirements.

In addition to maintaining the SRF loan reserve, this fund also serves as the Wastewater Capital Fund intended to receive budget transfers from the Wastewater Enterprise Fund to finance specific capital improvement projects. The City's Sewer Capital Fund also serves as a reserve account for the un-appropriated fund balance remaining each year if long term projects require funding to be accumulated over multiple years.

The Wastewater Capital fund is subject to the same restrictions as the Wastewater Fund, in that only activities directly related to the City's sewer system may be accounted for in this fund. Generally, only projects that exceed the City's capital threshold, currently \$10,000 are accounted for in this fund.

## **Wastewater Bond List**

In 2016, the City's 2007 Wastewater Bond reached maturity. The City's 2007 Wastewater Bond was issued for the purpose of financing the improvement, betterment, renovation and expansion of the City's WWTP, which is now rated at a capacity of 5.0 MGD. The City informed LAFCo that the WWTP is currently running

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<sup>74</sup> City of Reedley 2019-20 Adopted Budget. Pg. 262.



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at less than 50% of capacity, and with adequate treatment capacity for future growth. The 2016 advanced refunding was completed as the financial market was favorable for a refinancing transaction. The 2016 Wastewater Refunding Revenue Bond issue has a Standard & Poor's rating of "A" as of April 2016.<sup>75</sup>

On April 28, 2016, the City issued the 2018 Wastewater Refunding Revenue Bonds in the amount of \$3,160,000. The proceeds from this 2018 bond was used finance its 2007 Reedley Public Financing Authority Wastewater Revenue Bonds in the amount of \$3,385,000. Interest on the bond's range from 2.000% to 4.000%. The City signed an agreement with principal payments plus interest due June 1 and December 1 of each year beginning in 2016 through 2036.

## **Staffing Levels**

The WWD operates and manages most aspects of the City's wastewater system. The Division is responsible for the collection and treatment of sewer conveyed through the collection system and into the City's WWTP. PWD's administration services establish goals, organizational roles and implementation responsibilities for the Division.

The Division's Collection System Maintenance ("CSM") personnel is responsible for operating and maintaining the collection system to ensure adequate sewer conveyance to the community. CSM inspects, maintains, and conducts minor repairs of the sewer collection system.

The Division's Technical Service personnel manage all sewer collection capital improvement projects that include rehabilitation of existing or construction of new pipelines throughout the City, sewer modeling, and recommends updates to the Wastewater Collection System Master Plan.

The Director of Public Works is in charge of all Divisions within the Department and is accountable to the City Manager. The WWD consists of operations, maintenance, environmental services, and collection system units. The PWD employs 48 full time equivalent (FTE) staff. Of the 48 employees, approximately nine FTEs are assigned to WWD. The number of FTEs within the Division has not increased or decreased since 2017.

The Division's staff consist of the following: one Wastewater Systems Supervisor that serves as the Chief Operator and oversees the entire operation and administrative duties of the WWTP.

- One Wastewater Treatment Plant Operator III that is the lead operator of the plant, and is responsible for operating, treating, and performing maintenance duties at the plant.
- Two Wastewater Treatment Plant Operators responsible to perform maintenance duties at the plant. Certifications include Grade II WWTP Operator.
- One Wastewater Treatment Plant Operator/Laboratory Technician responsible to manage the laboratory and assists in the operation, treatment and maintenance of the plant. The Wastewater Treatment Plant Operator/Laboratory Technician is also responsible for conducting industrial inspections.
- Three Sewer Collection Systems Maintenance Workers responsible to conduct routine maintenance of the collection system.

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<sup>75</sup> City of Reedley 2019-20 Adopted Budget, Pg. 401.

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Mechanical and electrical staff members are on-call 24 hours a day in case of a failure that requires their immediate assistance. Maintenance crews clean and perform repairs daily on these sewer main lines to keep them free of obstructions and debris. The City requires WWD personnel to routinely complete training programs for all employees on the collection crew, which includes confined space entry, traffic control and safety and others related to collection services. All employees on the collection crew are also required to be First Aid and CPR certified. Additional training on the Overflow Emergency Response Plan (OERP) includes mentoring and rotation of personnel between crews and equipment.

## **Infrastructure Needs**

Part of the City's ongoing infrastructure needs is 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 closed circuit television (CCTV) are done on a scheduled and systematic basis. Video is reviewed to determine condition of the line.

According to the City's five-year CIP, the City budgeted about \$2,548,220 for the design and construction of new (replacement) sewer collection infrastructure that will include 4,391 linear feet of new sewer lines along Manning Avenue from I Street to N. Frankwood Avenue; and another 1,780 linear feet of new sewer lines along Olson Avenue from Reed Avenue to the WWTP. The City is also planning to add 1,330 linear feet of new sewer lines along Dinuba Avenue from Sunset Avenue west to the railroad tracks.

The department is also proposing a facility upgrade that includes \$50,000 for repairs to the oxidation ditch located at the WWTP.<sup>76</sup>

For years 2021 through 2024, priorities for the WWD department include:

- Continuing the replacement of aging sewer and water infrastructure
- Continue the refuse truck replacement program to keep pace with updating the fleet
- Continue the water meter replacement program, replacing non-functioning water meters
- Continue to rotate aging vehicles out of the fleet

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<sup>76</sup> City of Reedley 2019-20 Adopted Budget, Pg. 310.

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## 13. Water Services

This section of the MSR provides a general assessment of water service provided by the City of Reedley. The City of Reedley's Department of Public Works ("Reedley DPW") Water Division is responsible for the distribution and management of the City's water supply. The City's water infrastructure consists of groundwater wells with on-site disinfection and remediation facilities, a water distribution system, and associated water storage facilities.

### Water Division

The Water Division operates under the administrative direction of the Reedley DPW. The Water Division's headquarters are located at 1733 9<sup>th</sup> Street, Reedley. The Water Division is responsible for all aspects of the City's public water system operated under domestic water supply permit number 03-11-08P-001 issued by the State Water Resources Control Board, Division of Drinking Water ("SWRCB") issued on March 19, 2008, and permit amendments Water Supply Permit No. 03-11-14PA-001 issued on November 12, 2014.

The Water Division manages the City's groundwater management programs, the recycled water program, 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, updates infrastructure plans, water conservation programming, and groundwater management consistent with State regulations.

According to City, its water system consists of 98 miles of water lines ranging from 2 to 12 inches, seven active groundwater wells, 805 fire hydrants, and three elevated storage tanks. Of the three storage tanks, two are 0.1 million-gallon ("MG") tanks, and one is a 1.4 MG tank. Almost 58 percent of the 98-mile distribution system is composed of asbestos-cement ("AC") pipe and averages 68 years old, with another 20 percent being polyvinylchloride ("PCV") averaging 48 years old. Less than one percent is assumed by the City to be steel pipe averaging 104 years old, another 0.06 percent is assumed to be cast iron and averaging 96 years old. The remaining 21.8 percent is unknown pipe material; having been placed underground prior to AutoCAD tracking of such infrastructure, or historical records of pipe type not being legible or available.<sup>77</sup>

The City's water storage tanks provide storage capacity to help meet peak hour demands, and continuously pressurize the distribution system depending on water levels in the tanks.

As of June 2019, the Water Division provides potable water to approximately 6,400 active service connections for domestic, commercial, institutional and industrial uses. Water services include maintenance and operations of groundwater wells, maintenance of all water meters, and the entire distribution system.

### Reedley General Plan: Circulation Element

The Reedley General Plan's Circulation Element establishes policies for its public facilities. The following general plan policies establish direction with regard to the City's water services:

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<sup>77</sup> Source: City Website, budget, and staff feedback. January 15, 2020.

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## Circulation Element

Goal CIR 3.10A - Provide adequate water services to the City of Reedley.

- CIR 3.10D—The City shall reduce by 15% its consumptive use by 2030.

## Policies

- CIR 3.10.2 The City shall identify capital facilities necessary to maintain service in the City of Reedley as the City expands.
- CIR 3.10.3 The City Council shall annually review and adopt updates of development impact fees, water connection charges, and volume-based monthly service charges to ensure that adequate funds are collected to operate and maintain existing facilities and to construct new facilities for delivery, monitoring, and storage.
- CIR 3.10.4 The City shall actively support efforts to expand surface water supply and storage that benefits the City. These efforts should include, but not be limited to, coordination with Irrigation Districts for water banking, and WWTP effluent recycling and percolation.
- CIR 3.10.5 The City shall require that necessary water supply infrastructure is available prior to constructing new development and approve development entitlements only when there is assurance of a dependable and adequate water supply that will serve the development.
- CIR 3.10.6 Any development project which meets the definition of a “water-demand project”, pursuant to the CEQA Guidelines, Section 15155, shall be required to prepare a “water assessment” in accordance with Water Code Sections 10910 & 10915. The City Council shall formally consider approval of the assessment within the time period required by applicable law and prior to the approval of any development entitlements for the development project.
- CIR 3.10.7 The City shall cooperate with surrounding water management authorities and irrigation districts to develop a comprehensive water management and recharge program which addresses the long-term stabilization of the Kings Basin and the transfer of excess WWTP effluent recycled water for use by the districts for recharge or use by their constituents.

## City Water Plans

The City plans for its water supply through various master plan documents. In addition to the Reedley General Plan, the following City plans identify Reedley’s vision for its existing and future water resources:

- The Reedley 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. In February 2017, the Reedley UWMP was adopted by the City Council. The UWMP is updated every five years; thus, the next UWMP is scheduled for completion in 2020.
- The Reedley 2014 Integrated Master Plan examines the feasibility of Reedley’s planned growth as identified in its 2014 General Plan. The 2014 Integrated Master Plan considers urban growth

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from a water, sanitary sewer, and storm drainage systems and develops a plan for future water public facilities for the City to implement as the City experiences outward growth. In 2014, the City Council adopted the Integrated Master Plan.

## **Regulations and Reedley's Water Distribution System**

The City relies solely upon groundwater from seven active wells and three elevated storage tanks to serve its ratepayers. Pursuant to requirements of the City's Public Water System permit, the City regularly tests its entire water system, from wells to service connection points, to collect water quality samples that are reported to the SWRCB.

As of 2014, the City is authorized draw groundwater from well site numbers: 5A, 6A, 10, 11, 12, 13, and 14. Each well site is equipped with appropriate electrical controls, emergency backup systems, contaminant remediation, and water chlorination equipment to disinfect the water supply prior to entering the public distribution system.

According to the SWRCB, the City pumps an annual average of 1.597 million gallons (equivalent to 4,893 acre-feet of water) for potable use. The maximum day demand (MDD) averages 8.5 million gallons, or 5,900 gallons per minute. The City has a maximum production capacity of 11,600 gallons per minute from the seven active wells and therefore can meet peak MDD, even with the highest producing well off-line as required by California Waterworks Standards. According to SWRCB data, Figure 13-1 summarizes capacity levels for each of the City's active well site.

**Figure 13-1. Reedley's Active Wells and Production Capacities**

Active Well Number	Estimated Capacity (GPM)	Constituents of Concern
Well No. 5A	2,000	DBCP
Well No. 6A	2,200	DBCP
Well No. 10	1,100	DBCP
Well No. 11	1,100	
Well No. 12	2,000	DBCP, Nitrate
Well No. 13	700	DBCP & initial 1,2,3-TCP
Well No. 14	2,500	Initial DBCP
<b>Total</b>	<b>11,600</b>	

The City's water system was last inspected by SWRCB in January 2017, and the City's next sanitary survey inspection is due January 2021.

## **Ground Water Supply**

The City has historically relied on groundwater and draws its supply from the Kings Subbasin of the San Joaquin Valley Groundwater Basin. The Kings Subbasin underlies Reedley, as well as Fresno, Kings, and Tulare Counties, and has a surface coverage area of approximately 976,000 acres. According to the Department of Water Resources ("DWR"), the Kings Subbasin was identified in 1980 to be in a critical condition of overdraft in Bulletin 118-80.

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The 2003 update of DWR’s Bulletin 118 identifies groundwater overdraft as the condition of groundwater basin or subbasin in which the amount of water withdrawn by pumping exceeds the amount of water that recharges the basin over a period of years, during which the water supply conditions approximate average conditions.

According to the Kings River Conservation District, overdraft conditions in the Kings Subbasin are estimated to average 52,462 million gallons per year from years 1964 to 2004. Estimates show that approximately 3.2 million gallons of groundwater have been “mined” in the last 50 years, that is, pumped without being replaced. The Kings River Conservation District’s models project that overdraft conditions will average around 3,975 million gallons per year through year 2035. The DWR bulletin acknowledges that groundwater recharge programs are being conducted by various water agencies within the Kings Subbasin to ensure that groundwater pumping will continue to be a viable water supply for the future.<sup>78</sup>

Between 2007 and 2018, the City pumped an average of 4,893 acre-feet of groundwater each year.<sup>79</sup> Figure 13-2 demonstrates that while the City has previously pumped more than the amount estimated to be sustainable, groundwater use has remained at sustainable levels since 2010. Based on rates of natural recharge, subsurface inflow, and intentional recharge, the City estimated that it can sustainably use up to 5,579 acre-feet of groundwater given conditions in 2030.

Groundwater within the Kings Subbasin generally meets primary and secondary drinking water standards for municipal water use. However, the groundwater basin is impacted by chemical contaminants that affect the City’s ability to use the groundwater basin resources without some type of wellhead treatment. Many different types of chemical pollutants have contaminated portions of the Upper Kings Sub-basin underlying the City’s water service area. Some of the major contaminants impacting the City’s groundwater supply are dibromochloropropane (“DBCP”), a soil fumigant nematocide, 1,2,3-trichloropropane (“TCP”), an impurity in soil fumigants, and nitrates.

Of the City’s seven currently active wells, one is impacted by a single contaminant plume. No wells are impacted by more than one contaminant plume though all of the City’s wells currently have wellhead treatment systems such as granular activated carbon filtration.

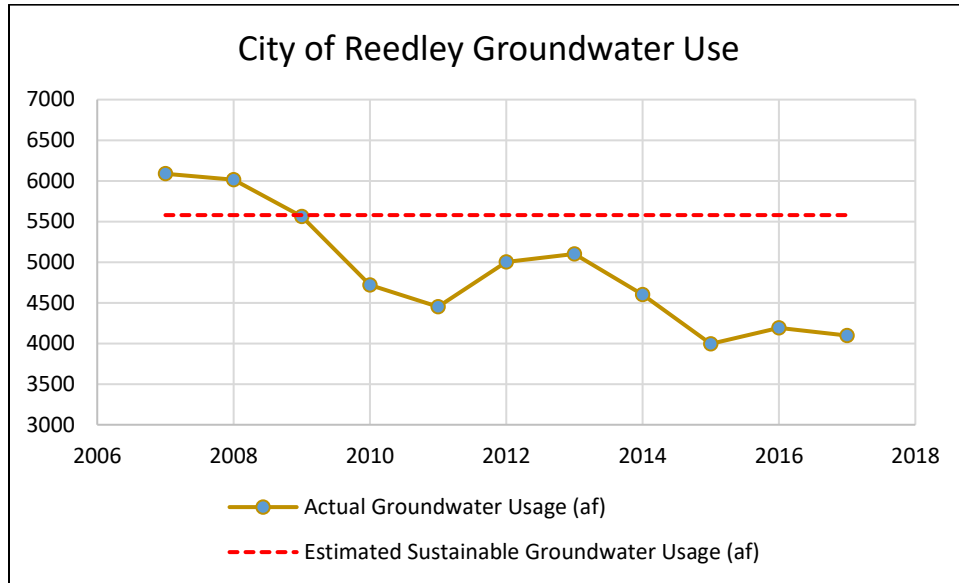
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<sup>78</sup> California Department of Water Resources Bulletin 118, available at [www.water.ca.gov](http://www.water.ca.gov).

<sup>79</sup> City of Reedley, 2018 Water Quality Report, available on the City of Reedley website.

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**Figure 13-2. Reedley's Groundwater Use 2006-2017**



The Kings River is also a major source of groundwater replenishment for the Kings Basin. Neighboring agencies such as Alta Irrigation District and Consolidated Irrigation District manage surface water rights, monitor snow melt runoff, and maintain canals, ditches, and basins that recharge the Kings Basin. Currently, the City does not receive any surface water supply, nor does it hold any contractual rights to Kings River water. Hence, the City has not determined that a surface water treatment plant would be a feasible investment.

According to the City's 2015 UWMP, the City is not restricted to a specific volume of groundwater from the Kings Subbasin, nor has the Subbasin been adjudicated by a court order. In the past eight-years, the City has pumped an average of 1,472 million gallons of groundwater to supply its ratepayers.

Figure 13-3 shows the City's groundwater volume pumped between 2011 through 2018.<sup>80</sup>

**Figure 13-3. Reedley's groundwater volume pumped between 2011 through 2018**

Groundwater Type	Basin name	2011	2012	2013	2014	2015	2016	2017	2018
Alluvial Basin	Kings Subbasin	1,450	1,631	1,598	1,499	1,298	1,365	1,403	1,534
Total Pumped		1,450	1,631	1,598	1,499	1,298	1,365	1,403	1,534

## Water Service Demand

As of June 2019, the Water Division provides potable water to approximately 6,400 accounts of which 5,850 accounts are metered connections. The City informed LAFCo that its metered accounts consist of the following users: 5,046 single-family residential, 260 multiple-family residential, 409 commercial, 42 industrial, 62 landscape/irrigation, and 31 fire suppression connections. The commercial and industrial

<sup>80</sup> City of Reedley, 2015 Urban Water Management Plan. September 2016.

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accounts have always been metered. The City's residential water metering program was implemented in 2007, with placement, maintenance and/or replacement of meters on going.

According to the City, the majority of the unmetered accounts are governmental buildings or older residential accounts. The City has a goal to secure funding to meter all its current ratepayers within the next five-years.

As noted earlier, during calendar year 2018, the City delivered 1,534 million gallons (4,893 acre-feet) of treated groundwater to its customers. Of the total amount, the City estimates that approximately 3.6 million gallons pumped were loss and unaccounted water. According to the City's 2015 UWMP, distribution system loss or unaccounted water is the volume of water that is produced and distributed but not sold or metered to ratepayers. Generally, system leaks are the largest source of loss, followed by slow meter system, failed meters, unmetered water from hydrants used for fire suppression, routing system maintenance work, and theft.<sup>81</sup> According to the City, there was a large failure rate with their initially installed "Metron" water meters, either due to manufacture defects or vandalism. The City informed LAFCo that approximately 900 water meters are not functioning according to the manufacture's designed specification. The City's water loss audits show that since 2011, the City has experienced a loss or unaccounted water supply average of 22 percent of the total water produced.<sup>82</sup> As such, the City has actively been placing/replacing units with the "Master Meter" brand, which has a much lower failure rate.

The number of breaks and leaks in a water distribution system and the rate of unaccounted-for water loss are indicators of distribution system integrity. During 2017, the City completed 121 work orders to address water distribution system defects. These work orders included nine water main breaks/leaks and 112 service connection breaks/leaks, which include leaks at and before water meters. Such efforts have resulted in decreasing losses by approximately 50% of previous losses. As the City continues maintenance and replacement of meters for all service connections, it will accumulate more data, which will allow for refined assessment of the actual degree of loss experienced in the system.

## **Projected Water Demand**

According to the Reedley General Plan, the City anticipates an increase in water consumption by a three percent average annual growth rate through 2030. Average existing and projected single-family, multi-family, and non-residential water use are summarized below.

- In 2017, average monthly single-family water use was 7,935.79 gallons. For 2018, the projection is approximately 7,856 gallons. For 2019 and onward, annual conservation is projected at one percent per year.
- In 2017, average monthly multi-family residential water use was 33,641.98 gallons. For 2018, the projection is approximately 33,305 gallons. For 2019 and onward, annual conservation is projected at 1% percent per year.

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<sup>81</sup> Reedley 2015 Urban Water Management Plan.

<sup>82</sup> Ibid.



- In 2017, average monthly nonresidential water use was 41,293.98 gallons. For 2018, the projection is approximately 40,881 gallons. For 2019 and onward, annual conservation is projected at 1% percent per year.

According to the City, peak water use occurs during the summer months, generally from July thru September.

According to City, implementation of the General Plan will increase the City's groundwater demand. Figure 13-4 represents the City's estimated new water service accounts by type of use per the General Plan's three percent growth rate assumption.

**Figure 13-4. Reedley's estimated new water service accounts by type of use**

Use Type	2020	2025	2030	2035	2040
Single Family	6,057	7,022	8,140	9,436	10,939
Multi-Family	289	335	388	450	522
Commercial	605	701	813	942	1092
Institutional	51	59	68	79	92
Industrial	12	14	16	19	22
Landscape	103	119	138	160	185
Governmental	36	42	43	57	66
<b>Total</b>	<b>7,153</b>	<b>8,292</b>	<b>9,606</b>	<b>11,143</b>	<b>12,918</b>

Based on the 2015 UWMP, the forecasted new accounts would create a projected groundwater demand as shown on Figure 13-5.

**Figure 13-5. Retail water demand in million gallons per year**

Use Type	2020	2025	2030	2035	2040
Single Family	577	669	776	900	1,043
Multi-Family	136	158	183	212	246
Commercial	159	184	213	247	286
Institutional	58	67	78	90	104
Industrial	23	24	31	36	42
Landscape	126	146	169	196	227
Governmental	2	2	2	2	2
Losses	366	366	366	366	366
<b>Total</b>	<b>1,447</b>	<b>1,616</b>	<b>1,818</b>	<b>2,049</b>	<b>2,316</b>

The City anticipates that emerging State conservation laws and implementation of the Sustainable Groundwater Management Act has the potential to restrict future water use that—if no measures are taken to reduce water used by future planned land uses—could impact the City's ability to implement its General Plan. In response, between the years of 2008 and 2016, the City Council has adopted water conservation measures that regulate and/or improve sustainable water use within the City.<sup>83</sup>

<sup>83</sup> Reedley Municipal Code, Title 8.

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In August 2016, the City Council approved a new rate plan for the Water Division. The City's water rates consist of a fixed monthly charge (meter charge) based on meter size, and a unit-rate charge based on usage. As of 2016, the fixed monthly charge for a ¾ inch to 1-inch meter is \$30.35 per month, and a commodity charge of \$1.00 per 133 cubic feet (1,000 gallons) of usage. If a customer uses over 2,005 cubic feet (15,000 gallons) during a billing period, the commodity charge increases to \$1.05 per 133 cubic feet (1,000 gallons). Water usage above 25,000 gallons is billed at a rate of \$1.10 per 133 cubic feet (1,000 gallons).

Additionally, the City implements a watering restriction ordinance to reduce overuse of water. Outdoor irrigation of lawns, gardens, and landscaped areas are restricted to between midnight and 8:00 a.m., or between 8:00 p.m. to midnight on designated days during the summer watering schedule. Landscape watering is prohibited between the hours of 8:01 a.m. to 7:59 p.m. All dwellings and establishments with even address numbers are able to water on Wednesdays, Fridays, and Sundays. While odd address numbers are able to water only on Tuesdays, Thursdays, and Saturdays. Water schedules are adjusted for the summer and winter seasons.

## **Water Storage Tanks**

The City maintains short-term water storage: the South Tower and the North Tower, that each hold 50,000 gallons, and the Sports Park Water Tower (SPWT) that holds 1.5 million gallons (mg). The City has a five-year maintenance schedule for each of the tanks, which requires routine inspection, cleaning, and an evaluation of both the interior and exterior coating systems. The City also performs routine structural analyses on the tanks. The South and North Water Towers are both in fair conditions. The next inspections for the South and North Water Tower will be in 2020. The Sports Park Water was constructed in 2015, and is in good condition. The next inspection for the SPTW will be in 2021.

## **Water Funding**

The City charges user fees to all water customers to cover the costs of water production, distribution and treatment. 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 2016, the City Council approved an Ordinance for an annual rate increase not to exceed 2.5% for water service. 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 2.5% through year 2020.

Prior to June 30th of each year, the Ordinance requires that the Reedley PWD Manager evaluate the water enterprise fund balance and, if the balance is adequate without the annual adjustment or with a lesser adjustment, may recommend the City Council to suspend, reduce, or increase the water rates for the upcoming fiscal year. Reedley 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

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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.

The responsibilities for the water system are shared between two departments – billing & collection and maintenance & operation, handled respectively by Administrative Services and Public Works. The budget document reflects working capital for the fund balance. Only activities directly related to the City's water system may be accounted for in this fund. In 2013-14, the City Council adopted Resolution 2014-017, which established a policy for the City to maintain a minimum level of working capital, equivalent to 45 days operating expenditures, in the City's Water, Wastewater, and Solid Waste enterprise funds.

- Water Capital Fund – the Water Capital Fund was established for FY 2014-15 to serve as an ongoing capital set aside for Water Division capital projects. Currently funding for day-to-day operational expenditures such as salaries, supplies, and fuel are comingled with funds that are needed for longer term uses, such as equipment/facility replacement and large scale infrastructure rehabilitation projects.

A dedicated capital fund significantly assists staff in the complex task of long-term capital planning. Each year, budgeted transfers from the Water Fund will fund specific capital projects or add to the un-appropriated fund balance remaining each year if long term projects require funding to be accumulated over multiple years. The Water Capital fund is subject to the same restrictions as the Water Fund, in that only activities directly related to the City's water system may be accounted for in this fund. Generally, only projects that exceed the City's capital threshold, currently \$10,000, are accounted for in this fund.

- Water Rate Stabilization - Water Rate Stabilization Fund, was created in 2016-17 during the refinancing of the 2007 Water Bonds with the 2017 Water Bond Issuance. A Rate Stabilization Fund was created to insure that adequate debt service coverage ratios were in place in accordance with bond documents.
- Development Impact Fee Water Facilities - 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.

According to the City's budget for FY 2019-20, the Public Works Department oversees a total budget of \$38,552,119 for the City's major utilities, i.e. water, sewer, solid waste services. For FY 2019-20, the total Water Service revenues are anticipated to amount to \$3,797,850 (050 Water Enterprise). The Water Division also receives additional revenues from the following funds: Groundwater Treatment Settlement (\$100,000), Water Rate Stabilization (\$2,194), Water Capital Fund (\$395,392), and Development Impact Fee Water Facilities (\$11,500).

For the same year, the total water service expenditures are anticipated to amount to \$3,865,145 (050 Water Enterprise). The Water Division also expects additional expenditures for the following funds:

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Groundwater Treatment Settlement (\$390,000), Water Capital Fund (\$301,000), and Development Impact Fee Water Facilities (\$4,840). The largest expenditure categories are personnel services (contracted staff), surface water contracts, energy cost, and administration overhead.

The City's Water Fund showed a balance of \$338,837. The City's fund balance includes cash on hand plus assets less liabilities. As a result, actual cash on hand in a given fund is often less than the reported fund balance. Water user rates generate majority of the revenues for the Water Division.

## **Water Division Staffing**

The City employs eight full-time equivalent staff in the Water Division. Administration, utility billing, and utility planning and engineering are provided by 28 shared full-time equivalent personnel for the three major utilities—water, wastewater, and solid waste management. The 2019-2020 budget does not outline the need for any additional positions related to water services.

The following bullet points summarize the Water Division's personnel and their responsibilities.

- Water Systems Supervisor (1): Responsible for the supervision and coordination of water distribution operations and treatment.
- Senior Water System Specialist (2): Responsible for the construction, repair, maintenance, disinfection, and alteration of buildings, facilities, water distribution pipes, water well pumps, motors, controls and chlorination equipment; and to read meters and respond to citizen complaints.
- Water System Specialist II (1): Responsible for the construction, repair, maintenance, disinfection, and alteration of buildings, facilities, water distribution pipes, water well pumps, motors, controls and chlorination equipment. The Water System Specialist II works under general supervision and may exercise some supervision over lower level maintenance personnel.
- Water System Specialist I (2): Responsible for the construction, repair, maintenance, disinfection, and alteration of buildings, facilities, water distribution pipes, water well pumps, motors, controls, and chlorination equipment. The Water System Specialist I Reports to the Water Systems Supervisor.
- Water Maintenance Worker I (1): Responsible for the maintenance, repair, and construction of City streets and water and sewer lines.
- Water Systems Utility Worker (1): Responsible for the installation, repair, and maintenance of City facilities and water system facilities.

The City's water system requires that that the chief operator be certified at a T2 level for treatment and a D3 level for distribution. The City's lead operator is certified at a T2 and four operators are certified at D3, which meets the system's certification requirements.

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## Infrastructure Needs

Between 2017 and 2019, total projected Community Investment Program (CIP) expenditures for the Water Division are approximately \$498,000. The CIP expenditures are summarized in the following categories along with the total expenditures for each category:

1. Water Capital Fund – Water Capital – Water Main Replacement North Ave. (\$250,000)
2. Water Capital Fund – Water Capital – Reed Avenue Improvements (\$175, 000)
3. Water Capital Fund – Water Capital – Vehicles (\$29,379)
4. Water Capital Fund – Water Capital – Water Meter Replacement (\$115,000)
5. Water Capital Fund – Water Capital – Central Valley Transportation Center – Water Main Connection (\$10,000)
6. Water Capital Fund – Water Capital – Fire Hydrant Installation Project (\$15,000)
7. Water Capital Fund – Water Capital – GAC Media Replacement (\$50,000)

As considered in the City's CIP, the infrastructure improvements and replacements aim to improve the system's overall efficiency and recharge. Reliance on groundwater can become a particular challenge for the City, due to declining groundwater levels, contamination concerns, and new legal requirements regarding groundwater management.

The presence of DBCP, TCP, and/or nitrates in two wells combined with new water quality regulations for the contaminant have the potential to reduce available groundwater supply until such time as the appropriate remediation facilities can be constructed and brought into service.

Currently, the City has no plans to remove wells from service as groundwater quality declines, electing to administer appropriate treatment to any such sites.

The most significant projects that are included in the CIP to manage the City's continued reliance on groundwater are listed on Figure 13-6.

**Figure 13-6. Future projects and programs**

Name of Future Projects or Programs	Joint Project with other Agencies	Additional Description (Planning Period)	Planned Implementation Year	Planned for Use in Year Type	Expected Increase in Water Supply to Agency
New 2,000 gpm groundwater well (North Central Well)	No	Phase 1	2020	Average Year	0.7
Nine new 2,000 gpm groundwater wells	No	Phase 2	2030	Average Year	4.8
Buttonwillow Reservoir Ground Storage Tank	No	Phase 1	2018	Average Year	2.0
New Downtown Reservoir Ground Storage Tank	No	Phase 1	2020	Average Year	1.0

<b>North Reservoir Ground Storage Tank</b>	No	Phase 2	2030	Average Year	1.4
<b>South Reservoir Ground Storage Tank</b>	No	Phase 2	2030	Average Year	1.2
<b>West Reservoir Ground Storage Tank</b>	No	Phase 2	2030	Average Year	1.5
<b>12,000 LF of new Pipeline</b>	No	Phase 1	2020	Average Year	
<b>144,000 LF of new pipeline</b>	No	Phase 2	2030	Average Year	

## Service Adequacy

This section reviews indicators of service adequacy, including the California Department of Public Health (“DPH”) system evaluation now conducted by the SWRCB, Division of Drinking Water. The City’s water system is comprehensively inspected by SWRCB every two years, and certain areas of the distribution system are sampled in a rotation to collect data throughout each year.

Up until recently, the DPH was responsible for the enforcement of the federal and California Safe Drinking Water Acts and the operational permitting and regulatory oversight of public water systems in California. Domestic water providers of at least 200 connections were subject to DPH inspections. In recent years, responsibility has been moved to the California Water Resources Control Board’s Division of Drinking Water for the enforcement of these water quality standards, and inspections of all the City of Reedley’s water facilities. The most recent inspection occurred on January 25, 2017. The inspection did not reveal any significant issues regarding water quality.

The last violation the City of Reedley received was a Monitoring Violation in 2006. The City received a MCL Violation in 2001. Both were non-penalty violations, with compliance received at the immediate next follow-up.

## Sustainable Groundwater Management Act of 2014 (“SGMA”)

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. According to the City’s 2014 Integrated Master Plan, groundwater contour maps prepared by Alta Irrigation District, show that depth to groundwater levels increased from 55-65 ft in 2007 (first year of the drought) to 70-85 ft in 2009 (last year of the drought) and decreased back down to 50-60 ft in 2011.<sup>84</sup> Long-term water level measurements for eight wells near the City obtained from the Department of Water Resources indicate an average annual water level decline of 0.4 feet per year for the Reedley area. Based on groundwater

<sup>84</sup> Reedley 2014 Integrated Management Plan for Potable Water, Sanitary Sewer, and Storm Drainage Systems. June 2014.

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level declines for these wells, an overdraft of approximately 350 ac-feet per year is estimated for the City's SOI.<sup>85</sup>

Governor Edmund G. Brown Jr. signed California's Sustainable Groundwater Management Act 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 Reedley lies within the Kings River East Groundwater Sustainability Agency, which is composed of the Alta Irrigation District, City of Reedley, City of Orange Cove, City of Dinuba, Orange Cove Irrigation District, Hills Valley Irrigation District, Tri-Valley Water District, Cutler Public Utilities District, East Orosi Community Service District, London Community Service District, Orosi Public Utilities District, Sultana Community Service District, County of Fresno, and County of Tulare.<sup>86</sup> The Kings River East GSA aims to facilitate collaboration between local agencies to come up with useful strategies to implement the SGMA in the Kings subbasin. In addition, the MOU contracts other agencies that overly the subbasin to coordinate with the GSA to implement a Groundwater Sustainability Plan (GSP) and meet the requirements of the Act.

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<sup>85</sup> Ibid.

<sup>86</sup> Memorandum of Understanding by and between Interested Parties Desiring to Consider Forming a Groundwater Sustainability Agency (Kings River East GSA), dated May 11, 2015.  
[http://www.reedley.com/departments/city\\_clerk/agreements\\_contracts\\_and\\_leases/PDFs/MOU%20for%20Kings%20River%20Groundwater%20Sustainability%20Agency%20-%20May%202015.pdf](http://www.reedley.com/departments/city_clerk/agreements_contracts_and_leases/PDFs/MOU%20for%20Kings%20River%20Groundwater%20Sustainability%20Agency%20-%20May%202015.pdf)

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## 14. Public Transportation Services

The City does not directly provide public transportation services; however, the City is a member agency the Fresno County Rural Transit Agency (“FCRTA”). The FCRTA operates through an inter-agency service agreement to provide public transportation to the rural areas of Fresno County.<sup>87</sup> Through its membership, the FCRTA also provides funding for the Reedley Transit program.

The FCRTA is a Joint Powers Agency established in 1972 to implement public transit services within Fresno County. FCRTA is structured as a joint-powers authority, with representation from the cities and County. The governing board of the FCRTA consists of one Fresno County supervisor and a mayor or councilperson from each of the cities that are a part of the JPA. The County representative gets six votes; while city representatives get one vote each, for a total of 19 votes. The board appoints a general manager of the organization responsible to manage FCRTA’s operation. Through 18 transit subsystems, FCRTA serves the rural transit needs throughout Fresno County, and also provides service to the adjacent Counties of Kings, Tulare, and Madera.

FCRTA’s Inter-City Transit Kingsburg-Reedley route, the Sanger Express route, Inter-City Transit Orange Cove, and the Dinuba Connection route make connection stops at City of Reedley. The FCRTA bus routes operate a scheduled route 247 days a year. The transportation service operates daily round trips, Monday through Friday, no service is provided on Saturdays, Sundays, or major holidays. The following sections summarize public transportation within Reedley.

### Transit Routes

FCRTA operates 25 transit subsystems, 18 fixed routes, six days a week using a fleet inventory of 100 vehicles. There are four FCRTA transit routes that travel through City of Reedley. The four routes depart and drop off riders at Reedley Community College, 995 N. Reed Avenue, Reedley. FCRTA’s Inter-Transit line connects Reedley residents to the neighboring communities and the greater Fresno County area.

#### ***Inter-City Transit Kingsburg-Reedley route***

Kingsburg-Reedley Inter-City Transit makes one round trip in the morning and two round trips in the afternoon that serve the residents of Reedley and Kingsburg. Departures from Reedley to Kingsburg occur at 9:15 a.m., 12:20 p.m., 12:30 p.m., and 3:45 p.m.; bus arrivals from Reedley occur at 10:17 a.m., 1:22 p.m., and 4:50 p.m. The fixed route service fare for all members of the general public is \$2.35 per one-way trip (\$4.70 for round trip). Service is provided by two twenty-two passenger, wheelchair accessible, modified vans.

#### ***Sanger Express route***

Sanger Express route makes three round trips in the morning and three round trips in the afternoon that serve the residents of Sanger and Reedley. Departures from Sanger to Reedley occur at 6:45 a.m., 8:00 a.m., 9:20 a.m., 12:30 p.m., 1:35 p.m., and 3:30 p.m.; bus arrivals from Sanger to Reedley College occur at 7:20 a.m., 8:35 a.m., 9:55 a.m., 1:10 p.m., 2:10 p.m., and 4:05 p.m. The fixed route service fare for all

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<sup>87</sup> Fresno County Rural Transit Agency, Inter-City Transit Reedley.



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members of the general public is \$1.75 per one-way trip (\$3.50 for round trip). Service is provided by one twenty-two passenger wheelchair accessible bus.

### ***Inter-City Transit Orange Cove***

The Orange Cove Transit runs from Monday to Friday, twice a day each way. It connects Orange Cove to Reedley and the greater Fresno County areas. There are three stops in Reedley: Manning and Buttonwillow, East and Springfield, and Manning and Reed.

Departures from Orange Cove to Reedley occur at 7:00 a.m. and 12:45 p.m.; bus arrivals from Orange Cove to Reedley College occur at 7:30 a.m. and at 1:15 p.m. The fixed route service fare for all members of the general public is \$0.85 per one-way trip (\$1.70 for round trip). Service is provided by one twenty-two passenger wheelchair accessible bus. The Inter-City Transit Orange Cove makes four major stops at the Cities of Reedley, Parlier, Sanger, and Fresno.

### ***Dinuba Connection (Dinuba Area Regional Transit)***

The Dinuba Connection (Dinuba Area Regional Transit) travels from Dinuba to Reedley, Monday through Friday from 7:05 a.m. to 8:55 p.m. This route system is provided in partnership with FCRTA and Tulare County Area Transit (TCaT), to provide regional transit service between the City of Dinuba (Tulare County) and the City of Reedley (Fresno County). This route makes eight different stops and makes several round trips to and from Dinuba/Reedley throughout the day. The route operates on a fixed 60-minute system.

The earliest bus departs at 7:05 a.m. from the Dinuba Transit Center, 180 W. Merced St and arrives at Reedley College at 7:30 a.m.<sup>88</sup> The fixed route service fare for all members of the general public is \$1.50 per one-way trip (\$3.50 for round trip). Service is provided by one twenty-two passenger wheelchair accessible bus.

All bus routed provide reservation hours for disabled transit, from Monday to Friday from 7:00 a.m. to 5:30 p.m. Assistance with boarding or exiting, wheelchair securement, lifts and fare payment is available from bus drivers when necessary or upon request. In an attempt to familiarize citizens with the advantages of using transit, FCRTA and DART also provide their public transit information in multilingual brochures and advertisements.

### ***Reedley Dial-A-Ride, Reedley Transit***

The City offers Dial-A-Ride services through its Reedley Transit program, which is a shared ride, curb-to-curb service provided from any origin to any destination throughout the service area. Dial-A-Ride is funded by user fees and through Measure C, which is provided to the City through FCRTA and offsets operating costs for its services in order to meet the Transportation Development Act's 10% farebox requirements. This specialized transportation service operates six days a week, from 6:45 AM – 5:30 PM (November – February) 6:45 AM – 6:00 PM (March – November) and Saturdays 8:00 AM- 5:00 PM.

Seniors 65 and over and the disabled ride free; seniors 60-64, disabled and accompanied children ride for \$0.50; The general public and unaccompanied children ride for \$0.75. The passenger vans offer bus

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<sup>88</sup> Dinuba Area Regional Transit, Welcome to DART: <http://dinuba.org/images/docs/maps/Dinuba-Transit-System-Map.pdf>

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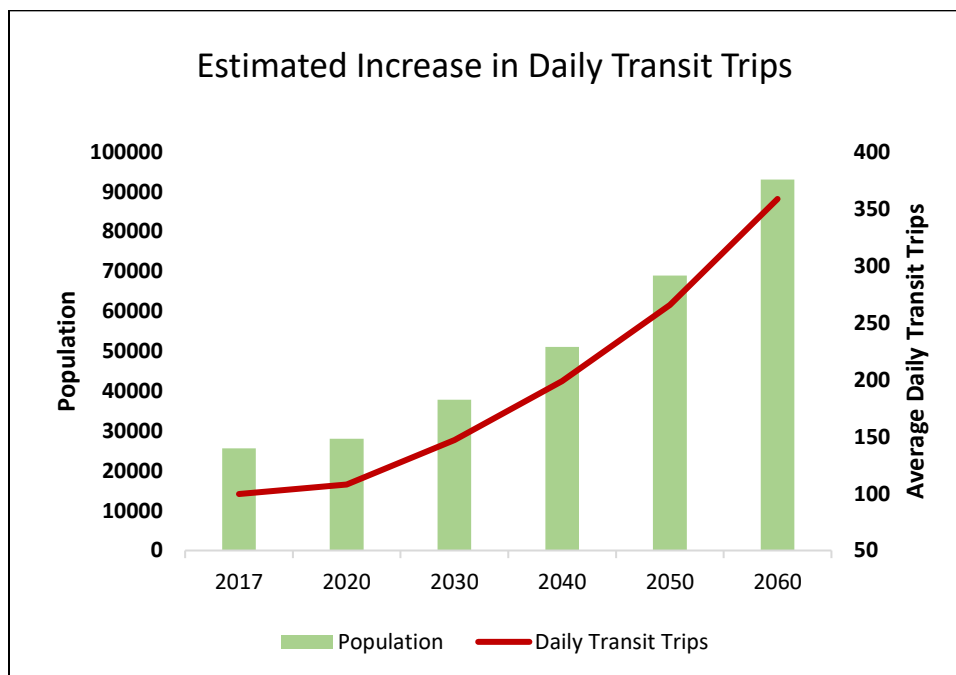
services between downtown stores and offices including City Hall, Post Office, and the Library. The Dial-A-Ride service also allows residents to access the Hot Meals program at the Community Center, shopping centers, and the Adventist Medical Center Hospital.

## Public Transit Demand

Current ridership trend, based upon data provide by the FCRTA indicates that the demand for transit services remains constant. According to FCRTA's *Short Range Transit Plan for the Rural Fresno County Area 2018-2022*, in 2016 Reedley Transit's ridership increased 1,405 passengers, representing a 2.66% change from the previous FY 2014-15.<sup>89</sup>

Based on the population growth rate identified by the City of Reedley General Plan, it is estimated that the population will nearly double by 2045. It can be assumed that ridership will increase at a similar rate. From the existing Reedley Transit's base of about 99.6 daily transit trips, 2030 is projected to experience an increase to 147.1 daily transit trips, and 2040 an increase to 198.6 daily transit trips.

**Figure 14-1. Projected increase in daily transit trips resulting from population growth**



## Infrastructure and Facilities

FCRTA is the agency responsible for providing metropolitan transit service for the City and for implementing short and long-range transit plans, makes recommendations, and addresses infrastructure needs; FCRTA's infrastructure investments are reflective of the decisions made by the JPA, as a whole.

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<sup>89</sup> Short Range Transit Plan for the Rural Fresno County Area 2018-2022.

<https://www.fresno.gov/transportation/wp-content/uploads/sites/13/2019/03/2018-2022-Rural-SRTP-opt.pdf>

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FCRTA presently operates 100 buses, 11 electric vans and buses, 45 CNG vehicles, 44 gasoline vehicles, a maintenance facility, and a transit center. FCRTA does not operate any diesel power vehicles. The FCRTA required approximately 4,000 gasoline gallon equivalent (GGE) of compressed natural gas per month to operate all routes. Reedley Transit does not have underground diesel fuel storage tanks. Reedley Transit has completed the installation of a CNG fueling station, which produces the required CNG fuel for the 44 CNG buses.

FCRTA's maintenance facility, located at 1870 Dockery Selma, CA 93662 consists of 4,500 square feet and can accommodate up to 8-10 buses. The FCRTA is responsible for the day-to-day management of the Inter-City Transit Buses. FCRTA has 44 full-time equivalent (FTE) employees that range from the agency's administration to bus route drives. Some specified services are contracted out with private and public operators. FCRTA office is located within the Council of Fresno County Governments ("Fresno COG") office in Fresno. Fresno COG staff perform the planning and finance functions of the FCRTA. In each of the local services, there is an administrative role played by a transit supervisor employed by the contracting transit provider. In general, a total of 43.6 FTE operating staff (both public and contract) are required to fully administer and operate the FCRTA systems.

FCRTA is in the process of investing in additional zero emission vehicles. All new buses have low floors, outfitted with ramps for easy access by passengers who use mobility devices, or have difficulty climbing stairs. All FCRTA buses have bike racks that can hold at least two bicycles at a time. Future bus procurements will include three position bike racks.

The Reedley Transit also owns and maintains more than two bus stops, two bus signs, and two benches in the City of Reedley. The Reedley Transit Dial-A-Ride program maintains a total of four vans, which are maintained and serviced by FCRTA. The preventative maintenance consists of a regular tune-up of vehicles to ensure maximum performance and fuel economy are obtained. Gasoline tune-ups are performed at per factory months or per factory of mile intervals.

Due to age and usage, periodic rehabilitation of Reedley's transit amenities have been necessary to maintain them in an attractive, safe and functional condition. Examples of rehabilitation needs include sidewalk repair, painting and repair of structures, and replacement of benches and trash receptacles.

In addition, Reedley has 10 bus stops served by FCRTA, which need to be maintained. Passenger amenities such as shelters, benches, information signs, and trash receptacles are provided at many transit stops. The City has an ongoing transit stop improvement program. Transit stop improvements are also provided by private developers as conditions of project approval by the City.

FCRTA is proposing some significant capital improvements over the next four years. The capital improvement program for 2018 through 2021 is projected to cost \$800,000 to \$1,200,000. Capital expenditures are concentrated in the following project areas: heavy duty 30-40 foot electric buses and 20 passenger cut away CNG buses.

## **Service Adequacy**

One of the primary challenges FCRTA and Reedley Transit has faced in recent years has been driven in large part by trying to keep up with the demand at peak times. Lack of demand on slower days also proved to be a challenge for drivers. Both factors have contributed to ridership inconsistency throughout the past year as well.

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This section reviews indicators of service adequacy with respect to Reedley Transit only. City of Reedley uses several performance measures to assess system operating reliability. Key indicators are passengers per revenue hour, total operating expense per passenger, and total operating expense per revenue hour. Passengers per revenue hour measures the degree of consumption of public transportation services in relation to the amount of service available, which can be indicative of the level of service effectiveness and ability to meet customer needs. Reedley Transit placed very well among the selected peers in passengers per revenue hour with an average of 6.00 passengers (2018). By comparison, the peer group averaged 22.68 passengers per revenue hour.<sup>90</sup>

The operating cost per passenger is based on how much cost is incurred per unit of travel, which is one measure of cost effectiveness of transportation services or the value obtained for the dollars invested in transit. Reedley Transit's operating costs averaged \$15.38 (2018) per passenger, which ranked 3rd among the comparison agencies. According to FCRTA's Short Range Transit Plan for the Rural Fresno County Area 2018-2022, the average cost per passenger for all agencies was \$3.81.

Operating cost per revenue hour measures how much cost is incurred per unit of service, which is an indicator of cost efficiency of services. By having knowledge of the cost structure on different routes, costs can be kept as low as possible while meeting safety and operating rules. Such measures also provide insights on the cost of providing service in areas, which are currently unserved or underserved.

Reedley Transit spent approximately \$92.34 (2018) per revenue hour, which is fifth among the comparison group. Comparable transit agencies averaged \$92.34 in expenses per revenue hour. Reedley Transit's higher operating cost per revenue may be a function of greater service frequency than other providers.

Reedley Transit placed well in the peer review process, with a high level of consumption of public transportation and a high value obtained for the dollars invested in transit. However, the Department had a low level of productivity with the cost incurred per unit of service. Although each of the systems used in this comparative analysis has its own unique set of operating properties that can influence the various performance measures, there appears to be room for improvement in Reedley Transit's cost efficiency as indicated by its operating cost per revenue hour. However, even in light of the potential for improved efficiencies, Reedley Transit has been able to maintain an operating reserve and no longer relies on the General Fund to cash flow its operations.

Reedley Transit partners with the Reedley Police Department to deliver system wide protection. Uniformed patrol officers will do random checks of the vehicles. Reedley Transit also participates in video policing throughout the City with surveillance cameras aboard the buses. Reedley Transit completed installation on board all of its buses, and the initiative is serving as a deterrent to vandalism and other crimes.

Although the City of Reedley is the agency responsible for providing intra-city demand responsive transit service and for implementing short and long-range transit plan recommendations, its actions may be affected by policies and programs of external agencies. These agencies include the Federal Transit Administration (FTA) and the State of California Transportation Department (CALTRANS).

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<sup>90</sup> Fresno County Rural Transit Agency Short Range Transit Plan for the Rural Fresno County Area 2018-2022.

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## 15. Shared Facilities, Opportunities for Shared Facilities

Future City growth may present additional opportunities for sharing of public facilities to offset costs, promote greater efficiencies, and improved economies of scale in provisions of municipal services.

As previously noted in this MSR, the City has numerous joint functions such as mutual aid/request agreements and share facilities with several local agencies located in the south-central region of County of Fresno. LAFCo notes that the geographic distance between Reedley and other neighboring agencies is large enough that identifying opportunities beyond than the existing shared facilities are limited. Nonetheless, if future shared facilities were to be sought after then the following local agencies listed below may provide potential opportunities to create additional share public facilities:

### **Alta Irrigation District**

Formed in 1892, to develop a water supply and canal network to divert water from the Kings River to serve the landowners and irrigate agricultural lands within the District. The District's surface water supply is from the Kings River, with irrigation releases from Pine Flat Dam. Count of Tulare is the Principal County for Alta Irrigation District.

### **Central Valley Pest Control District**

Formed in 1958, to implement control measures to assist growers with pest exclusion, eradication efforts, support, and the testing and mapping of citrus pests. All staffing and services are provided through the Central California Tristeza Eradication Agency—a joint powers authority to which the District belongs.

### **Consolidated Irrigation District**

Formed in 1921, to secure Kings River water for irrigation delivery and groundwater recharge within the District.

### **Consolidated Mosquito Abatement District**

Formed in 1946, to provide relief from the nuisance of biting mosquitoes and to protect the public from the threat of mosquito-borne diseases, such as encephalitis and malaria.

### **County of Fresno**

The County of Fresno provides countywide services including elections, voter registration, law enforcements, jails, vital records, property records, tax collection, public health and social services. In addition, the County serves as the local land use authority for all unincorporated areas located outside the City and within the Reedley SOL.

### **County of Fresno, Public Library**

Operates a branch library within the City of Reedley and is part of the San Joaquin Valley Library System. Recently, the City worked with the Fresno County Library to purchase land to construct a new ~15,000 square foot library facility in the City.

### **Fresno County Fire Protection District**

Formed in 1994, as the result of the consolidation of the Mid Valley Fire Protection and the Westside Fire Protection Districts. The District provides fire prevention and suppression, emergency medical response, search and rescue, and emergency dispatch services. It also conducts building permit and other inspections.

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**Kings Canyon Unified School District**

KCUSD is the local education provider in the larger Reedley area, it consists of 22 school campuses in configurations that include Kinder to 5<sup>th</sup> grade, Kinder to 8<sup>th</sup> grade, middle school, and high school campuses. KCUSD serves the cities of Reedley, Orange Cove, and the foothill and mountain communities of Navelencia, Squaw Valley, Dunlap and Miramonte.

In 2016, KCUSD and City worked together to develop and open the new Central Valley Transportation Center. This facility houses 110 school buses, 35 vehicles, and KCUSD's fleet maintenance shop. The City informed LAFCo that City-KCUSD are in on-going conversations to relocate the Reedley Public Works Department and associated vehicle maintenance yard to the project site. Ultimately, the vision is to create a mutual agreement for the maintenance facility; and, focus the City's and KCUSD's daily operation trips to one facility location, therefore increasing service and circulation efficiencies for the community. To date, funding limitations for the needed capital improvements to accommodate such a move are the main hold up.

**Kings River Conservation District**

Formed in 1951, to provide for planning of flood protection, management of water, including essential flood control and groundwater management services. Kings River Conservation District cooperates with other agencies to achieve a balanced and high-quality water supply, provides on-farm support in efficient water conservation practices, and develops power resources for the public good.

**Reedley Cemetery District**

Formed in 1941 to provide burial and interment of human remains to meet the cultural, economic, religious, and social needs within the Reedley and northern Tulare County area. The District is an independent special district governed by a three-member board of trustees.

**Reedley City College, State Center Community College District**

Established in 1926 as a junior college to provide advance education services. The college offers associate degree programs, first two years of a transfer program for Universities, and short-term career training programs.

**Sierra Resource Conservation District**

Formed in 1956, responsible to manage resource conservation projects, including soil and water conservation projects, wildlife habitat enhancement and restoration, control of exotic plant species, watershed restoration, conservation planning, and education.

**West Fresno County Red Scale Protective District**

Formed in 1958, to implement control measures to assist growers with pest exclusion, eradication efforts, support, and the testing and mapping of citrus pests. The District has no employees. It contracts for secretarial support, and the testing and mapping of citrus pests.

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## 16. Municipal Service Review Determinations

The LAFCo has prepared this MSR for the City of Reedley 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 seven topics:

### 1) Growth and population projections for the affected area.

- The Reedley General Plan is the central planning document and provides the City's vision through year 2030. The Reedley General Plan guides land use decisions that shape development of the City by establishing policies for the general distribution, location, and extent of present and future land uses. The 2030 Reedley General Plan was adopted by the City Council on February 25, 2014.
- As of May 2019, the California Department of Finance estimates that the City has a population of approximately 26,666, which indicates a 0.4 percent increase from Reedley's 2018 population of 26,556. Between 2010 and 2019, average annual growth was 2.39 percent, equating to 10.2 percent growth rate from 2010 to 2019. City of Reedley's General Plan uses an average annual growth rate of approximately 3 percent through year 2030 as a mean.
- Fresno County 2050 Growth Projection prepared in 2017 by the Fresno Council of Governments ("COG") estimates a 0.9 percent annual population growth rate for City of Reedley through 2050. COG estimates are more conservative than the City's General Plan, and COG estimates that Reedley would reach the following population levels by the listed years: 27,570 by 2020; 28,748 by 2025; 31,610 by 2035; and 35,580 by 2050.
- According to the Regional Housing Needs Allocation for the Reedley 2015-2023 Housing Element, the City has the potential to add an estimated 1,311 dwelling units, based on current vacant and/or underutilized parcels within the years 2013-2023.
- The proposed Frankwood-South Avenue Reedley SOI update consists of 40-acres. Of the 40 acres, 37 acres are designated as low density residential and three acres are designated as neighborhood commercial. Tentative Subdivision Map No. 6178 will be developed into a 150 single-family residential lot subdivision, one three-acre lot for commercial uses, one 1.60-acre lot for a storm water drainage basin. The proposed Frankwood-South Reedley SOI update has the potential to increase Reedley's population by either 562 people or a high of 726 people.
- Reedley Municipal Airport SOI inclusion consists of 138 acres of noncontiguous territory located at the southwest corner of Central Avenue and Frankwood Avenue. The property is already developed consistent with the Reedley General Plan; and, the City informed LAFCo that there is the possibility that future airport facility expansions may be considered by the City.

### 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).

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- According to the 2012-16 ACS five-year estimates, Reedley's reported income levels are higher than that of the County. During 2012-16, Reedley had a reported MHI average of \$43,907, while Fresno County reported an MHI average of \$45,963. During the same timeline, the Statewide MHI for California was \$63,783. Per Water Code, any location with a MHI less than \$51,026 meets the income threshold for a Disadvantaged Community. Based on MHI levels, Reedley is considered a Disadvantaged Community.
  - As of December 2019, LAFCo observed that locations located in the existing and proposed SOI update exceed the MHI threshold as defined Fresno LAFCo's Policy 106 and CKH. LAFCo staff did not identify any DUCs as defined by Commission policy in or within a mile of the Reedley SOI.

**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 Reedley 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 Public Works Department provides water, wastewater collection and treatment, storm water collection, and solid waste services within the City. The Public Works Department also maintains City parks and open space area, street lighting system operating, city vehicles maintenance, building/facilities maintenance, and street maintenance and repair.
  - The City's annual financial planning documents include thorough analysis with respect to the City's policies, goals, and achievements during the year, including the Community Improvement Program. Each year, all seven Departments provide an overview of the department goals for the upcoming fiscal year. The City's Engineering Department also prepares annual updates to the City's Capital Improvement Plan.
  - The City's Public Works Department, Wastewater Division is responsible for the operation and maintenance of the City's wastewater treatment facility (WWTF), approximately 72 miles of sewer pipelines, four lift stations, a state certified laboratory, four monitoring wells, one nitrate remediation well, 36 acres of landscaping and percolation ponds, the industrial pre-treatment program; specifically, the Food Facility Fats-Oil-Grease Program, the Pharmaceutical, and Sharp Disposal Programs.
  - The sewer collection system collects and conveys all sewage to the WWTP for treatment and disposal. The WWTP is located west of the City near the Kings River, south of Olson Avenue and Huntsman Avenue, and is owned and operated by the City. As of January 2020, the City sewer system has 5,715 sewer connections.
  - The City operates the WWTF under criteria listed in California Regional Water Quality Control Board ("CRWQCB"), Central Valley Region, Waste Discharge Requirements/Monitoring & Reporting Program Order No. R5-2010-0120, adopted by CRWQCB on December 10, 2010.
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- Currently, the City operates its WWTP with an Average Daily Flow (ADF) of 1.7 million gallons per day (MGD) and a Peak Wet Weather Flow of 1.9 MGD. The CRWQCB Order No. R5-2010-0120, prescribes the City to a monthly average discharge flow of 3.5 million gallons per day (mgd) of wastewater to approximately 39 acres of percolation ponds.
  - In 2009, the City completed Phase 1 which consisted of a 5.0 MGD expansion project and constructed new percolation ponds which provided sufficient treatment capacity for the City through the year 2022. According to the City, the additional phased improvements are designed to potentially expand to a total capacity of 7.0 MGD. At total plant build-out, the WWTF is expected to accommodate the anticipated growth for the next 20 years.
  - The City Engineer oversees wastewater collection system planning documents, the capital improvement plan delivery system, documents new and rehabilitated assets, and help coordinate development and implementation of the City's 2016 Sewer System Management Plan; and, reports sanitary sewer overflows ("SSOs") incidents to the State.
  - From 2009 to 2016, the City experienced and recorded eighteen (18) SSOs incidents since the inception of the California Integrated Water Quality System Project reporting program was created 2007. On average, a collection system that is well maintained and operating in good condition will typically have between one and four SSO's annually per 100 miles of pipeline. The City of Reedley is within this range, with an average of 2.6 SSO's per year per 100 miles of pipe.
  - The City's Public Works Department, Water Division is responsible for the distribution and management of the City's water supply. The Water Division manages the City's groundwater management programs, the recycled water program, 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, updates infrastructure plans, water conservation programming, and groundwater management consistent with State regulations.
  - According to City, its water system consists of 98 miles of water lines ranging from 2 to 12 inches, seven active groundwater wells, 805 fire hydrants, and three elevated storage tanks.
  - Almost 58 percent of the 98-mile distribution system is composed of asbestos-cement ("AC") pipe and averages 68 years old, with another 20 percent being polyvinylchloride ("PCV") averaging 48 years old. Less than one percent is assumed by the City to be steel pipe averaging 104 years old, another 0.06 percent is assumed to be cast iron and averaging 96 years old. The remaining 21.8 percent is unknown pipe material; having been placed underground prior to AutoCAD tracking of such infrastructure, or historical records of pipe type not being legible or available.
  - As of June 2019, the Water Division provides potable water to approximately 6,400 active service connections for domestic, commercial, institutional and industrial uses. Between 2007 and 2018, the City pumped an average of 4,893 acre-feet of groundwater each year. Groundwater within the Kings Subbasin generally meets primary and secondary drinking water standards for municipal water use.
  - The Water Division is responsible for all aspects of the City's public water system operated under domestic water supply permit number 03-11-08P-001 issued by the State Water Resources
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Control Board, Division of Drinking Water (“SWRCB”) issued on March 19, 2008, and permit amendments Water Supply Permit No. 03-11-14PA-001 issued on November 12, 2014. The City’s water system was last inspected by SWRCB in January 2017. The inspection did not reveal any significant issues regarding water quality. The City’s next sanitary survey inspection is due in 2021.

- The City relies solely upon groundwater from seven active wells and three elevated storage tanks to serve its ratepayers. The City pumps an annual average of 1.597 million gallons (equivalent to 4,893 acre-feet of water) for potable use. The maximum day demand (MDD) averages 8.5 million gallons, or 5,900 gallons per minute. The City has a maximum production capacity of 11,600 gallons per minute from the seven active wells and therefore can meet peak MDD, even with the highest producing well off-line as required by California Waterworks Standards. The City anticipates an increase in water consumption by a three percent average annual growth rate through 2030.
- In 2018, the City delivered 1,534 million gallons (4,893 acre-feet) of treated groundwater to its customers. Of the total amount, the City estimates that approximately 3.6 million gallons pumped were loss and unaccounted water. Distribution system loss or unaccounted water is the volume of water that is produced and distributed but not sold or metered to ratepayers.
- System leaks are the largest source of loss, followed by slow meter system, failed meters, unmetered water from hydrants used for fire suppression, routing system maintenance work, and theft. The City’s water loss audits show that since 2011, the City has experienced a loss or unaccounted water supply average of 22 percent of the total water produced.
- In 2017, the City completed 121 work orders to address water distribution system defects. These work orders included nine water main breaks/leaks and 112 service connection breaks/leaks, which include leaks at and before water meters. Such efforts have resulted in decreasing losses by approximately 50% of previous losses.
- As considered in the City’s Capital Improvement Program, the infrastructure improvements and replacements aim to improve the distribution system’s overall efficiency and recharge. Reliance on groundwater can become a particular challenge for the City, due to declining groundwater levels, contamination concerns, and new legal requirements regarding groundwater management.
- Fire prevention, suppression and investigation services, airport fire and rescue, urban search and rescue, response to medical emergencies (EMS), and response to hazardous materials incidents within the city is provided by the Reedley Volunteer Fire Department (Reedley VFD). The Reedley VFD is staffed by one fire chief, three full-time employees, and 40 trained volunteer firefighters.
- The Reedley VFD operates out of one station, and the City plans to construct a second fire station to maintain adequate levels of service as growth of the City occurs for the next 20-years. The Fire Department has three potential locations; however, location of the new fire station will depend on the City’s growth patterns.
- In 2018 the Reedley VFD responded to 1,124 calls for service which included 111 fire related calls and 38 hazardous conditions calls and 802 medical related calls. Typical response time by the

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Reedley VFD is five to eight minutes once notified of the event to arrival at the scene of the incident. The City has a class rating of “Class 3” through the Insurance Service Office (ISO). The classification places Reedley in the top 10 percent of communities nationwide with a PPC of Class 3 or better.

- The City informed LAFCo that, in general, the Fire Department’s equipment, vehicles, and supplies are in reliable condition. A second fire station is needed, and the Reedley VFD is currently in search of a potential site for the department to expand its operation.
- The Reedley Police Department (Reedley PD) is responsible for law enforcement within the City. Currently, Reedley PD employs 45 full-time authorized personnel, including 30 full-time sworn police officers, three part-time reserve level 1 police officers, 15 full-time professional staff, and three part-time reserve community service officers.
- The Reedley PD has a stated standard response time of three to five minutes. In 2018, Reedley PD received 55,909 calls (22,530 emergency “911” calls and 33,739 non-emergency calls) to the dispatch center. In 2018, the RPD reviewed and prepared 5,800 police reports. Low staffing levels pose a challenge to providing services throughout the City’s incorporated area.
- The Reedley PD had a Department of Justice (DOJ) clearance rate of 65 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2018, a clearance rate of 14 percent for burglary crimes, and 10 percent for motor vehicle theft during the same period.
- The 2030 Reedley General Plan strives to achieve a ratio of 1.5 sworn officers per 1,000 residents. As of 2018, the RPD employs 45 full-time employees of which 30 are sworn officers that serve a population of 26,666 residents. Based on the current sworn officers to population estimates, current sworn police officers to 1,000 resident ratio is 1.1 officers. For the City to achieve its desired General Plan goal of 1.5 sworn officers per 1,000 residents, the City would need to employ an additional 10 sworn officers, for a total of 40 sworn officers.
- The Reedley PD informed LAFCo that existing police public facilities, including personnel, equipment, and office facilities, are adequately serving the City. The City expects that the continued growth of the City’s population and development, would requires for the City to plan for expanded police facilities to serve future growth.
- Reedley’s Solid Waste Division operates under the direction of the Reedley Public Works Department. The Solid Waste Division is responsible for collecting and disposing of municipal solid waste generated by residential and commercial customers within the City. The Solid Waste Division consists of several units consisting of residential and commercial solid waste collection, recycling programs, and field services.
- The Solid Waste Division provides curbside residential solid waste and green waste disposal services within the City limits, which is transferred to the Waste Management Transfer Site in Fresno for processing. Collection of residential curbside recycling is conducted by the Solid Waste Division, with processing contracted with Pena’s Disposal. The Solid Waste Division also collects solid waste and green waste from all commercial and industrial accounts.

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- The Solid Waste Division collects approximately 24 tons of general refuse material per pick-up day. During a given month, the Solid Waste Division estimates that it disposes of approximately 870 tons of non-recyclable solid waste of which 56 percent is generated from households and approximately 44 percent is generated from businesses. Approximately 158 tons of recyclable solid waste is collected monthly, approximately 85 percent is generated from households and approximately 15 percent is generated from businesses.
  - The City transfers solid waste to the Waste Management-Fresno Transfer Station located 4333 E. Jefferson Avenue in Fresno County. Waste is processed at the recovery facility after which it is disposed of at the American Avenue Landfill located at 18950 W. American Avenue. The American Avenue Disposal site has a daily accepting capacity of 2,200 tons per day and on average accepts 1,149 tons per day. As of 2019, the American Avenue Disposal site has a remaining capacity of 29.3 million cubic yards and is anticipated to close by 2044.
  - During the preparation of the MSR, the Public Works Department secured \$396,000 for equipment upgrades. Previously, the City invested in the purchase of three new vehicles. Two are garbage trucks and one is a new front-end loader truck. The new trucks are expected to increase productivity and help alleviate rising repair and maintenance costs of older trucks.
  - According to the Solid Waste Division, funding is needed to calibrate all solid waste haulers to accurately quantify tonnage of waste collected each day. The Solid Waste Division intends to create Standard Operating Procedures for solid waste and recycling which could include waste management best practices and innovative approaches to sustainable waste management.
  - The Reedley Public Works Department's Street Maintenance Division performs street maintenance services on 93 miles of paved city streets. Reedley's maintenance and operations of its street and pedestrian 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.
  - The City owns and maintains 12 signalized intersections, two bridges and 1,335 streetlights. The Street Maintenance Division also maintains approximately 21 miles of bikeways. The City does not maintain streets outside of the Reedley corporate boundaries.
  - The Street Maintenance Division 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 Street Maintenance Division has an adopted residential street sweeping schedule that divides the City into various sweeping zones. Street sweeping within residential streets occurs once per month.
  - The Public Works Department works closely with the Community Development Department and the Engineering Department to coordinate projects that address street infrastructure maintenance needs. The Engineering Department administers the majority of the City's Capital Improvement Program projects and identifies funding resources.
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- During calendar year 2018, the City reported that it received 51 calls related to road repair requests. Generally, road repair requests consist of pothole repairs and cave-ins, crack sealing, street sweeping, traffic signal repairs, and maintenances of storm drainage and drainage ways.
  - Traffic signal repairs and street maintenance services calls are handled directly by the City. The City informed LAFCo staff that the City's local 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.
  - Parks and recreation services are provided mainly by Community Services Department. The Public Works Department is responsible to maintain the City's recreational facilities, streetscape, parks, trails, and other landscaped open space areas, city trees, and city building grounds. The City maintains approximately 87 acres of open space that includes nearly four acres of building space dedicated to recreational and educational purposes distributed among 14 sites.
  - The City's General Plan, and its Park & Recreation Master Plan established a desired parkland standard to provide 4 acres of parkland per 1,000 residents. Based on the General Plan park space standard of four acres per 1,000 residents, the current inventory of parkland equates to 4.32 acres per 1,000 residents. Implementation of the City's General Plan by year 2030 would increase the Reedley's population to approximately 47,369 residents. At that level, the City will require *an additional* 74.5 acres of parkland to maintain the General Plan goal.
  - The City's Community Service Department oversees, operates, and maintains the Reedley Municipal Airport. According to the City, the Airport is expected to increase capacity to account for 95 based aircrafts by the year 2020, mostly single engine piston aircrafts. The Airport runway operations will increase to 36,538 by the year 2020, all of which will be general aviation. The City intends to schedule a comprehensive update to the narrative of the existing 2020 Airport Master Plan.

#### **4) Financial ability of agencies to provide services.**

- The Reedley Municipal Code (RMC) requires that the City Manager prepare a balanced budget and salary plan to submit to the City Council, outlining anticipated revenues and expenditures for the upcoming fiscal year. RMC also requires that the City Council adopt a balanced budget during a noticed public hearing no later than June 30<sup>th</sup>, to assure that continuity of government services remains intact. The City's budget is posted on the City's website and distributed to interested parties.
  - The Reedley 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. The Reedley General Plan establishes a land use pattern for land outside the City limits and within the 2030 General Plan's Land Use Element's Study Area.
  - For FY 2019-20, Reedley's adopted budget totaled to \$38.5 million. The budget provides funding for eight City departments: Administration, Administrative Services, Community Development, Community Services, Engineering, Fire, Police and Public Works. Similar to the City's budget structure, each department budget consists of three main categories: their total personnel cost,
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maintenance and operations, and capital expenditures. Expenditures are balanced by anticipated revenues.

- The City has established fiscal policies that governs its financial administration. The City's 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's 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 2030 General Plan.
- Each of the City's enterprise utility funds have a separate operating and capital fund for better planning and tracking of expenditures. Reedley's enterprise funds are generally self-sustaining as they rely primarily on fees and charges for services provided. Additionally, capital projects for infrastructure supporting these services are generally funded through accumulated fees as well as financing mechanisms with debt service covered by the fees.
- Primary sources of General Fund revenue consist of property taxes, charges for services, sales tax, franchise tax, utility user tax, transient occupancy tax, business licenses, and building permits. A variety of other miscellaneous revenues make up the balance of the City's General Fund. Enterprise activities such as water, wastewater, and solid waste disposal services receive the significant majority of their revenues from user charges to City customers. The City's 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.
- 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. For FY 2019-20, the City's budgeted expenditures for all of its funds totaled \$38,552,119. The budget represents a 8.9% decrease compared to estimated \$42,344,587 expenditures for the previous year, FY 2018-19.
- Enterprise activity expenditures include similar obligations as with the General Fund, however the water and wastewater funds have a larger percentage of appropriations dedicated to debt service payments. Public works comprise approximately 35 percent of the City's net budget. Other major expenditure items consist of public safety services (police and fire) comprise approximately 22 percent and city administration comprise 21 percent of the net City budget.
- City personnel costs amount to \$14,694,076, equivalent to 38 percent of the City's total budget expenditures. These costs include employee services, payroll related taxes, various employee benefits, and retirement contributions. Personnel costs have increased approximately 4.5% for FY 2019-20 compared to the previous year FY 2018-19, primarily due to COLA increases to employee compensation, health insurance premiums and pension related expenses.
- The City participates in the CalPERS retirement system for its employees. The City's CalPERS forecasts show that all retirement plan rates are expected to increase for the next six years, and the City is aware of the potential increases may also affect the City's budget and future personnel cost. The City has already begun to phase-in additional pension obligations (contributions) that

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started in FY 2019-20. The City's pension liability will continue to represent the largest increases to any expenditure in the City's operating budgets.

- Operations & maintenance costs amount to \$15,819,313, equivalent to 41 percent of the City's FY 2019-20 City's total budget expenditures. Operation & maintenance costs have increased approximately 7.6% for FY2019-20 compared to the previous year FY2018-19.
- 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.
- According to the City's Audited financial statements, as of June 30, 2018, the City's assets exceeded liabilities by \$74,796,713. Of this amount, unrestricted deficit net position of \$2,397,368 may be used to meet the City's ongoing obligations to citizens and creditors.
- At the end of FY ending on June 30, 2018, the City's total debt obligations decreased by \$2,157,694. This was mostly attributable to decreases in proprietary funds long-term obligations of \$1,868,046.
- In 2006, Reedley City Council authorized the creation of a General Fund Reserve Fund that maintains \$1,000,000 of general fund monies to maintain an available balance to fund 60 days of operating expenditures. This amount is a "savings account" of the general fund reserves and can only be spent with City Council authority. The City's annual budget process includes regular contributions and repayments to the City's General Fund Reserve. As of November 2019, the City estimates that it has approximately \$1,458,474 in its General Fund Reserves account.
- The City participates, and responds to, in regular bond monitoring activities conducted by Standard & Poor's. The latest ratings were in relation to the 2017 Wastewater Revenue Refunding Bonds. The City of Reedley's ratings for the 2017 Wastewater Revenue Refunding Bonds were as follows: Insured Rating: Standard & Poor's: "A-/Stable" and Underlying Standard & Poor's: "A-/Stable." The most recent rating adjustment occurred in August 2016.
- The City has incurred several long-term bond debt and loan obligations over the years for various purposes. Two Water and Wastewater revenue bonds, and eight individual loans that are backed by various funds that serve as the primary repayment sources. Of the approximately \$37,822,618 total debt, approximately \$31,351,265 (or 79.5%) is associated with enterprise funds revenue bonds/obligations. Total General Fund backed indebtedness is \$0. The City anticipates incurring approximately \$150,000 in General Fund backed indebtedness in the near future for public safety and parks maintenance equipment.
- According to the FY 2018-19 Reedley budget, the Airport's anticipated revenues are expected to amount to \$656,367, while anticipated expenditures amount to \$662,550. For FY 2018-19, Airport expenditures are expected to exceed anticipated revenues by approximately \$6,183. Major Airport revenue line items include land and building rental fees, hanger rentals, and fuel sales. Major Airport expenditure consist of staff salaries, liability insurance, aviation fuel, facility

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maintenance, and capital projects. The City regularly pursues local and state transportation and aviation related grants.

- In 2017 the City secured a \$1 million grant from the Fresno County Transportation Authority – Measure C for its partnership with City of Mendota and City of Reedley for New Technology, the Sustainable Aviation Project.

## **5) Status of, and opportunities for, shared facilities.**

- The City has numerous joint functions such as mutual aid/request agreements and share facilities with several local agencies located in the south-central region of County of Fresno. LAFCo notes that the geographic distance between Reedley and other neighboring agencies is large enough that identifying opportunities beyond than the existing shared facilities are limited.
- The City is a member agency of the Kings River East Groundwater Sustainability Agency (Kings River East GSA). The Kings River East GSA aims to facilitate collaboration between local agencies to come up with useful strategies to implement the Sustainable Groundwater Management Act of 2014.
- Reedley PD maintains automatic and mutual aid agreements for policing and law enforcement services with the Fresno County Sheriff's Office, The Office of Emergency Services (through Fresno County), and the California Highway Patrol (including the DMV location in Reedley).
- Separate partnerships for collaboration or resource assistance also exist with Kings Canyon Unified School District (KCUSD), State Center Community College District (Reedley College), and all local law enforcement agencies throughout Fresno County and adjacent to the city (including areas such as Tulare County, the City of Dinuba, etc.), all as requested.
- The Reedley VFD has an automatic aid agreement with the Fresno County Fire Protection District to provide automatic aid and dispatch services to areas within and immediately surrounding the City of Reedley. Additionally, the Reedley VFD has mutual aid agreements with Tulare County Fire Department, Orange Cove Volunteer Fire Protection District, and the City of Dinuba for emergency assistance.
- The City does not directly provide public transportation services; however, the City is a member agency the Fresno County Rural Transit Agency ("FCRTA"). The FCRTA operates through an inter-agency service agreement to provide public transportation to the rural areas of Fresno County. Through 18 transit subsystems, FCRTA serves the rural transit needs throughout Fresno County, and provides service to the adjacent Counties of Kings, Tulare, and Madera.
- Kings Canyon Unified School District and City worked together to develop and open the new Central Valley Transportation Center. The City informed LAFCo that City-KCUSD are in on-going conversations to relocate the Reedley Public Works Department and associated vehicle maintenance yard to the project site. Ultimately, the vision is to create a mutual agreement for the maintenance facility; and, focus the City's and KCUSD's daily operation trips to one facility location, therefore increasing service and circulation efficiencies for the community.



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- The City has several agreements in place for the use of recreational facilities with local schools, clubs, and other youth recreational programs.

## **6) Accountability for community service needs, including governmental structure and operational efficiencies.**

- The City of Reedley is a general law city with a “council-manager” form of government. A five-member City Council elected by their respective council district governs the City of Reedley. Each council member is accountable to the residents of the City. The Reedley City Council carries out its responsibilities through the implementation of the Reedley General Plan, Reedley Municipal Code, and other state laws. Council members receive a monthly base salary of \$150.00 per month for their meeting attendance.
- The City’s website provides City Council meeting agendas, minutes, and supplemental information dating from 2009 up to current date. Service requests, comments, and complaints may be submitted through phone calls, email, letters, and in-person to the City Council, department heads, or the City Manager.
- The City Council meets the second and fourth Tuesday of each month at 7 p.m. at the Reedley City Council Chambers located at City Hall at 1717 9<sup>th</sup> Street, Reedley, CA 93654. Reedley City Council meetings are available on the City’s website.
- 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.
- There are seven major departments within the City, and 124 paid professional staff members that conduct the daily business and manage the operation of the City. 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 evaluated by the City Manager, and forwarded for the City Council’s consideration when deemed necessary.
- Full-time City employees are evaluated at a minimum of one time per year by their Department Manager after completion of the probationary period. Under City Policy, each full-time employee is required to participate in ongoing training and education at a minimum of one training course every four months to stay current with industry trends related to anti-harassment and anti-discrimination, ethics, and sexual harassment. The City Manager is informed on the fulfillment of employee training requirements.
- The City Manager’s cabinet includes a seven-member Executive Administration Team. The Executive Administration Team includes the Administration Services Director, Community Service Director, Community Development Director, the City Engineer, Fire Chief, Police Chief, and Public Works Director. The Executive Administration Team advises the City Manager on all projects, plans, service needs, personnel, and grant funding opportunities.
- 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. There are eight (8) boards that provide a platform for public involvement: Reedley

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Planning Commission, Measure G Oversight Committee, Community Services Commission, Traffic Safety Commission, Airport Commission, Redevelopment Agency, Disaster and Defense Council, or the Streetscape Maintenance Committee. Each advisory board reports to the City Council, and each board is subject to the Brown Act.

- 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.

**7) Any other matter related to effective or efficient service delivery, as required by commission policy.**

- LAFCO has reviewed its local policies and there are no other pertinent matters.

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## 17. Sphere of Influence Update Determinations

LAFCo has prepared this MSR consistent with GC sec. 56430 in order to update the Reedley 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 MSR was prepared in conjunction with City’s proposed Frankwood-South Reedley SOI update request to add approximately 40 acres of territory to the Reedley SOI planned to accommodate urban development by the Reedley General Plan. The MSR also recommends the inclusion of the existing Reedley Municipal Airport, an additional 138-acres, to the updated Reedley SOI. In total, the recommended update would add an addition 178-acres to the updated Reedley SOI.

In summary, the service review found that the City 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 Reedley SOI update.

### Sphere Update Analysis

LAFCo staff reviewed the proposed Reedley SOI update in light of the data collected during the MSR process, as well as from meetings with City representatives, the 2030 Reedley General Plan, the Reedley General Plan certified Final Environmental Impact Report (SCH No. 2010031106), the Environmental Assessment (EA 2017-1) for the Frankwood-South Reedley SOI update (Fresno County Clerk #E201910000003), and the approved 2017 County-City Memorandum of Understanding regarding standards for annexation and development in order to provide the Commission a sound SOI update recommendation for its consideration. On January 29, 2020, LAFCo staff conducted a site visit of the following locations: Reedley Municipal Airport, Frankwood-South Reedley SOI update area, the unincorporated George Cox Neighborhood, and the Reedley Sports Park.

#### *Update the SOI as requested by Reedley:*

This option aligns with the Reedley City Council’s vision for future growth, and it would allow the landowner within the affected territory to continue their planning efforts with the City to ultimately develop the Frankwood-South Reorganization into residential and neighborhood commercial land uses. Among many objectives, the Reedley SOI expansion would help the City implements its Regional Housing Needs Allocation for the Reedley 2015-2023 Housing Element, and further implement the Reedley General Plan goals and policies. As requested by the City, the Reedley SOI expansion would be updated to add 40 acres, as depicted in Figure 4 of the MSR. In part, the proposed Reedley SOI update has the potential to increase Reedley’s population by either 562 people or a high of 726 people.

#### *Inclusion of the Reedley Municipal Airport in the Reedley SOI update*

The Reedley Municipal Airport, a public facility, is located on a non-contiguous parcel approximately three miles north of the City limits, along Frankwood Avenue and south of Central Avenue (Figure 5 of the MSR). In 1981, the airport site (138 acres) was annexed into the City, however the site has not been included in the Reedley SOI in previous SOI update studies.

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During preparation of the MSR, City officials informed LAFCo that recent capital improvements at the airport have boosted economic interests from various agencies that are exploring the feasibility of advanced electrified aviation technology. The City expects that advancements in technology have the potential to make air transport and aviation more affordable and available for rural communities in the San Joaquin Valley. According to the City, based on market demand and the City's plan to schedule a comprehensive update of the Reedley 2020 Airport Master Plan, it is likely that future airport facility expansions may be considered by the City. A SOI determination for the Reedley Municipal Airport facility is consistent with the City's planned land uses, and consistent with the adopted 2030 Reedley General Plan.

## **Sphere of Influence Determinations**

Based on the information and analysis in the MSR, this section of the report fulfills the requirements of Government Code section 56425 and allows LAFCo to update the Reedley SOI consistent with the written determinations for the City of Reedley.

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 City of Reedley adopts and maintains a General Plan. The 2030 Reedley 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 through a 20-year planning horizon.
- Within the Reedley SOI, the 2030 Reedley General Plan designates approximately 51% of available land for Low Density Residential, 11% for Open Space, and 10% for Public/Institutional Facilities. In 2018, there was approximately 1,345 acres of agricultural or vacant land outside the City limits but within the Reedley SOI. (Figure 3 of the MSR)
- Within the 2030 Reedley General Plan's Study Area, the City estimates that there are approximately 1,501 acres (89.9%) that are in agricultural operation and/or undeveloped, 84 acres (6.4%) are identified as open space, and 49 acres (3.7%) are considered to be developed for uses other than farming operations.
- The City informed LAFCo that it secured State grant funding from the Department of Conservation, Sustainable Agricultural Lands Conservation Program to begin community outreach to develop a Farmland Preservation Program. As contemplated by the City, the Program would establish a comprehensive plan to reserve farmland and provide mitigations to reduce the rate of agricultural land loss within the Reedley SOI. City staff expect to complete this Farmland Preservation Program by June 30, 2020.

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- As outlined in the MSR, the City informed LAFCo that 87% of the existing residentially designated land inside the city limits has approved development on it, or has been developed to an urban standard. The proposed Frankwood-South Reedley SOI update would facilitate the annexation and development as planned commercial and residential land uses. Inclusion of the Reedley Municipal Airport to the Reedley would enable the City to consider future land expansion consistent with the 2030 Reedley General Plan. The City's SOI update proposal, including impacts to, and preservation of, agricultural lands is reasonable within the comprehensive context of the 2030 Reedley General Plan and the 2017 County and Reedley MOU.

**2. The present and probable need for public facilities and services in the area.**

- The City of Reedley provides a wide array of municipal services within its corporate limits. Extension of infrastructure and municipal resources would be necessary to accommodate future urban development within the Reedley SOI update. The City implements its General Plan, as identified in the MSR, and City staff regularly identifies community service needs in its annual budget and five-year budget projections.
- The City of Reedley has established development impact fees, and developer-required mitigation in the form of infrastructure improvements required from new projects and similar programs to monitor existing and future public service needs. Development within the Reedley 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 to annex into the City. The physical infrastructure is generally available adjoining the City limits.
- The proposed Frankwood-South Reedley SOI update consists of vacant agricultural land. Upon annexation, the landowner intends to develop the site into urban uses and therefore municipal service will be needed. Planned urban development is contemplated by the 2030 Reedley General Plan.

**3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.**

- The City 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 Reedley regularly review its service levels, and updates its regulatory service permits, and City officials monitor each department performance within the City.

**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.**

- During the MSR update, LAFCo comprehensively assessed the Reedley SOI in light of the proposed Frankwood-South Reedley SOI update. The only social or economic community of interest in the area that may be relevant to Reedley is the farmworker housing, George Cox Neighborhood, that currently receives City water services through an extension of service agreement; however, the neighborhood has not been annexed into the City. No other social or economic communities have identified by LAFCo.

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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 December 2019, LAFCo observed that there are no existing communities near the Reedley SOI update that meet the DUC definition as defined by Fresno LAFCo's Policy 106 and CKH.

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## 18. Recommendations

In consideration of information gathered and evaluated in this Municipal Service Review, it is recommended that 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 Fresno LAFCo, as a Responsible Agency pursuant to the California Environmental Quality Act (CEQA) considered the certified 2030 Reedley General Plan Update EIR (SCH No. 2010031106) prepared by City of Reedley, Lead Agency, for its review and comprehensive update of the Reedley SOI.
6. Find that as a Responsible Agency, Fresno LAFCo reviewed and considered the subsequent Environmental Assessment (EA 2017-1, Fresno County Clerk No. E201910000003) prepared by the City of Reedley, Lead Agency, for its review and update of the Frankwood-South Reedley SOI update; and, LAFCo anticipates that urban development within the affected area would be developed as contemplated by the 2030 Reedley General Plan.
7. Determine that the Reedley SOI update is consistent with the 2030 Reedley General Plan, and the environmental assessment for Frankwood-South Reedley SOI update, has been adequately considered by the subsequent Environmental Assessment 2017-1 (EA 2017-1, Fresno County Clerk No. E201910000003.)
8. Revise the Reedley SOI to include 178 acres consisting of two non-contiguous locations; the Reedley Municipal Airport (138 acres) and the Northeast corner of Frankwood-South Avenues (40 acres), as depicted in Figure 2 of the MSR.
9. Recommendations to the City of Reedley:
  - a. That the City to continue to monitor and explore solutions to account for emerging rate increases to its CalPERS pension liability. (Agency Finances, Pension and Other Long-Term Liabilities)
  - b. That the City continue to focus on projects that produce incremental savings, however compound over time into significant dollars. (Agency Finances, Financial Trend Indicators)

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- c. That the City continue the Reedley Farmland Preservation Program that assesses outward City growth and provides farmland protection strategies to preserve and minimize impacts to agriculture land. (Agriculture Preservation, Williamson Act)
  - d. That the City comprehensively update of the 2020 Airport Master Plan – coordinate a regional collaborative with existing partners such as William Robert Johnston Municipal Airport, City of Mendota; Chandler Airport, City of Fresno; Reedley City College, California Energy Commission San Joaquin Valley Clean Transportation Center, and Mazzei Flying Services. (Airport Facilities, Planned Improvements)
  - e. That the City of Reedley continue its assessment to identify the main source of annual distribution system water loss (i.e. unauthorized consumption, real loss, administrative errors, data handling errors, metering inaccuracies, system failures, or leaks), adopt performance measures, and solutions to mitigate its reported water loss. (Water Service)
  - f. That the City strategically plan for the eventual annexation of the unincorporated George Cox Neighborhood as the logical service provider in the area. (SOI Determinations)
  - g. That the City of Reedley consider an SOI update application to LAFCo to include the remaining locations identified in its 2017 County/City MOU, as depicted on Figure 3-10 of the MSR, which has been planned for urban uses by the 2030 Reedley General Plan. (Growth and Population Projections, Future Sphere of Influence Updates)



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## 19. Acknowledgements

This Municipal Service Review and sphere of influence update was prepared by Fresno LAFCo. Supporting documentation was made available through the effective partnership with the City of Reedley (Community Development Director Rob Terry and Associate Planner Ellen Moore), Reedley's consulting firm 4Creeks Inc., and staff from the State Water Resources Control Board Division of Drinking Water—Fresno District Office, and the California Regional Water Quality Control Board—Central Valley Region. LAFCo extends its appreciation to the City of Reedley 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/MSR.asp>

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