

CITY OF CLOVIS

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

Report to the Fresno Local Agency Formation Commission

MSR-23-02 / RSOI-210

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Profile: City of Clovis

Contact Information

City Manager: John Holt
Alternate Contact: Andrew Haussler, Assistant City Manager
City Hall Address: 1033 Fifth Street
 Clovis, CA 93612
Phone: (559) 324-2060
Office Hours: 8:00 a.m. to 4:30 p.m., Monday - Friday
Website: www.cityofclovis.com

Management Information

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

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

Governing Body: Mayor and four City Council Members elected at-large; Mayor and Mayor Pro Tem have two-year terms and Council Members have staggered four-year terms

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

Council Members:	First Elected to Office	Current Term Ending
Lynne Ashbeck, Mayor	March 2001	November 2024
Vong Mouanoutoua, Pro Tem	March 2017	November 2024
Matt Basgall	December 2022	November 2026
Drew Bessinger	March 2017	November 2026
Diane Pearce	December 2022	November 2026

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

Staffing: 607 employees, as of February 2023

Service Information

Population Served: 123,665
Incorporated Limits: 16,852 acres, as of May 2023
Sphere of Influence: 22,592 acres
Proposal: Add 155 acres at the NE corner of Shepherd and N. Sunnyside Avenues (see Figure 2)

Fiscal Information

Budget: \$297.5 million (FY 2022-23)

Administrative Policies

Policies/Procedures: Yes
General Plan: 2014 Clovis General Plan
Municipal Code: <https://www.codepublishing.com/CA/Clovis/>
Previous SOI Update: 2019, addendum adopted 2020

Preface

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

This MSR examines the following City Services:

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

Credits

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

Figure 1. City Limits and Sphere of Influence

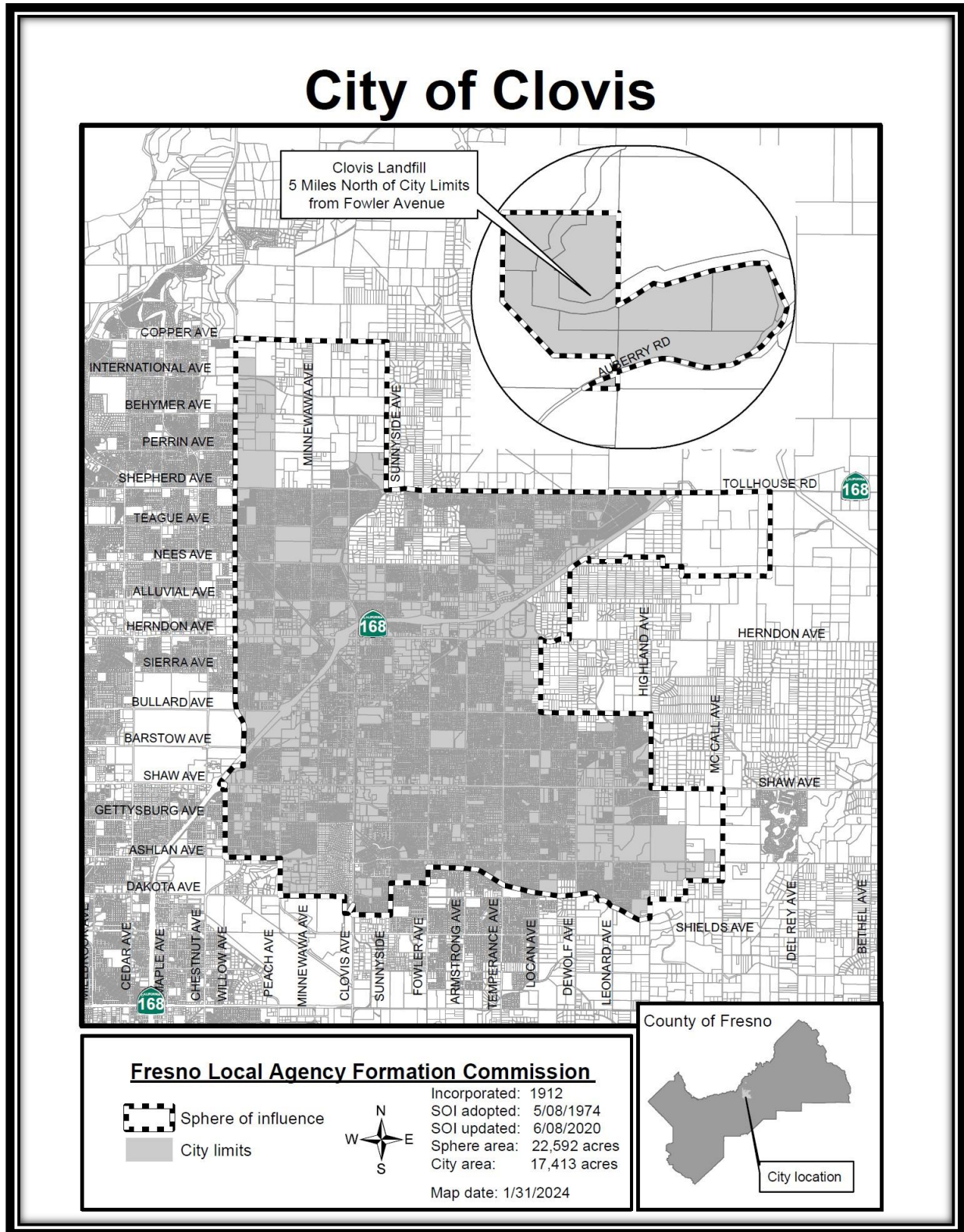


Figure 2. Proposed Shepherd North SOI Update (LAFCo File No. MSR-23-02/RSOI-210)

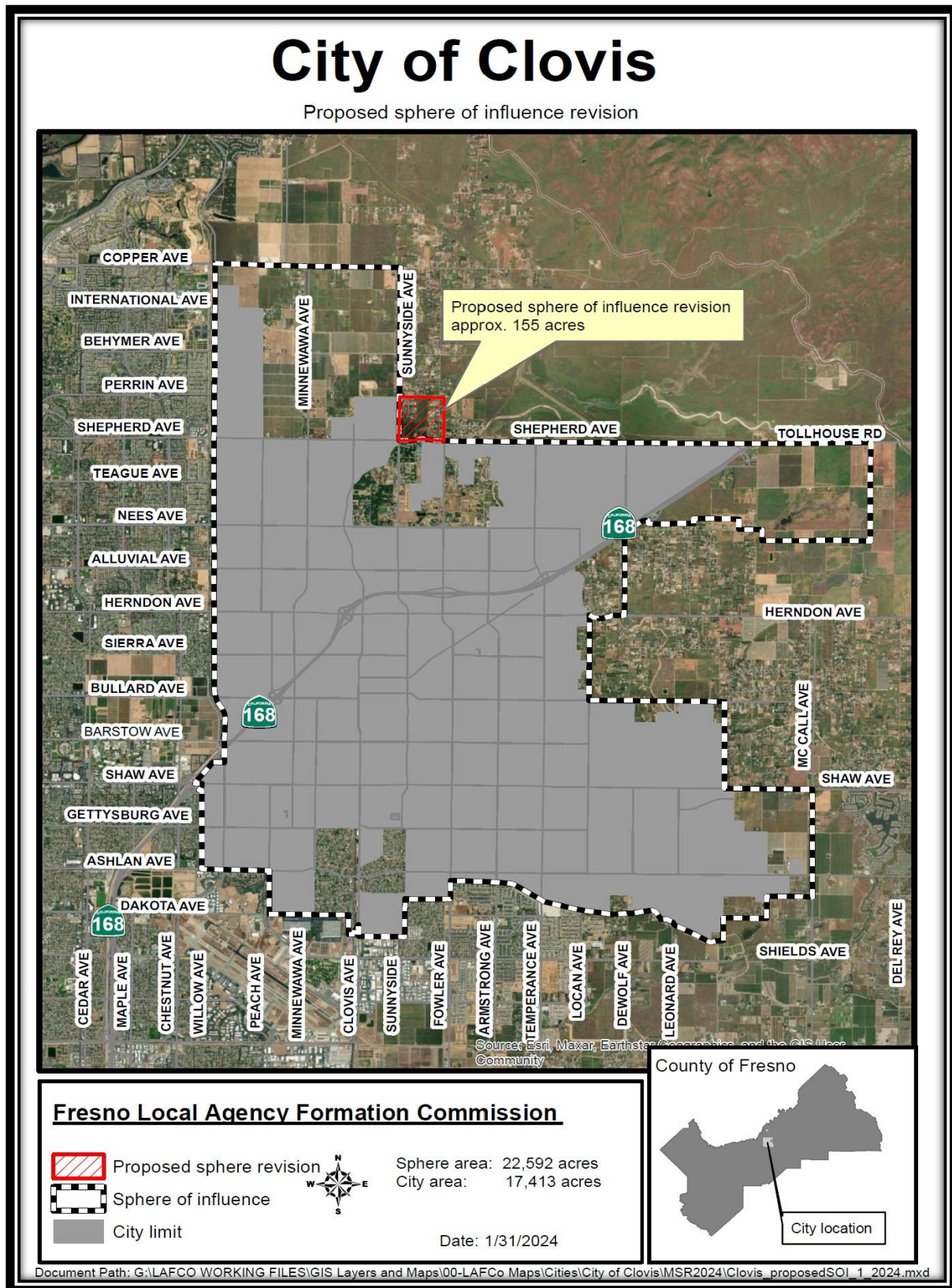


Figure 3. Shepherd North SOI Update Proposed Land Use

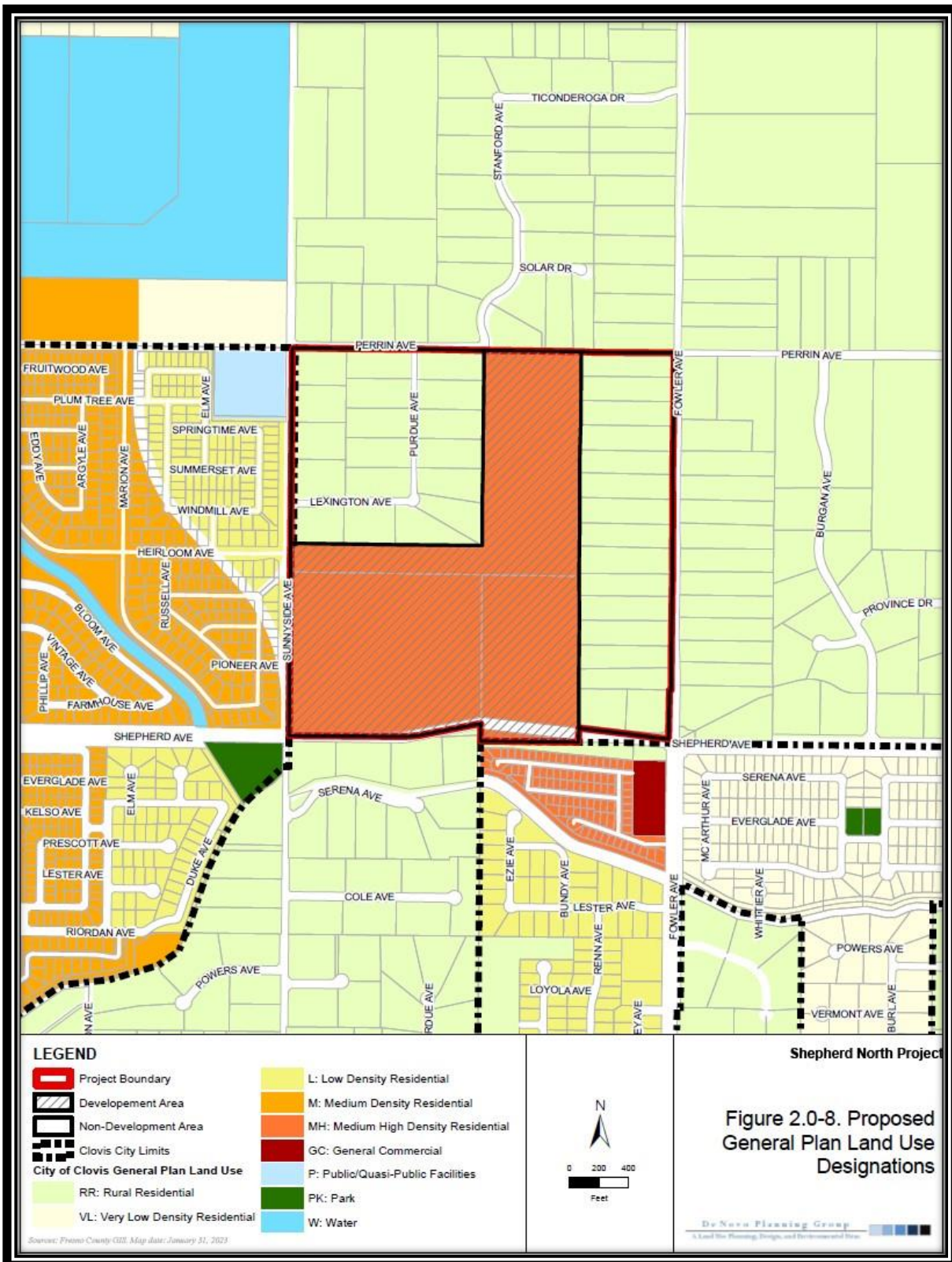
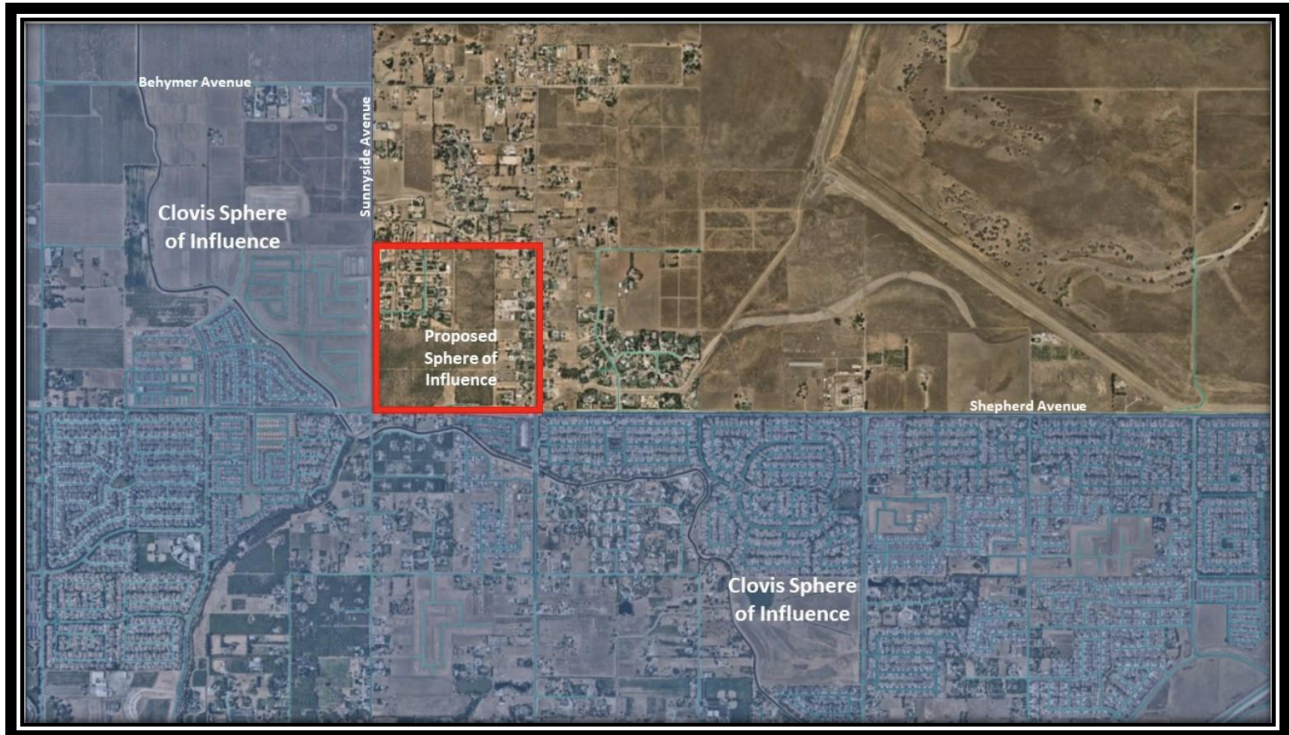


Figure 4. Aerial View of Proposed Shepherd North SOI Update



Source: City of Clovis

Executive Summary

Purpose of this Service Review

This MSR is prepared in response to the City of Clovis' Shepherd North sphere of influence (SOI) update application filed with Fresno LAFCo in January of 2023. This MSR is prepared for the Commission's consideration to determine whether the City has adequate public services, exiting policies, and planning efforts in place to extend public services into the existing and proposed SOI over the next 20 to 25 years, as required by California statute.

Sphere of Influence and Proposed Sphere Update

In 2019, LAFCo updated the 2015 Clovis SOI by adding 1,036 acres to the planned Northeast Urban Center. The SOI revision represented an addition of 4.9 percent to the Clovis SOI. The SOI update included a portion of the City's Northeast Urban Center (NEUC) growth area, and planned land uses are reflected in the adopted 2014 Clovis General Plan.

In 2020, LAFCo amended the 2019 Clovis SOI with an addendum to encompass the existing Clovis landfill located five miles north of city limits, adding 447 acres of noncontiguous territory to the Clovis SOI. The landfill site was previously annexed into the City under the provisions of the Cortese-Knox Act of 1985 which allowed cities to annex noncontiguous territory when the land is owned by the agency and is intended for municipal purposes.

In 2023, the City of Clovis filed a proposal request with LAFCo to expand the City of Clovis' SOI to include 155 acres consisting of parcels generally located north of Shepherd Avenue to Perrin Avenue, and from Sunnyside Avenue to Fowler Avenue. The proposed SOI update is situated in the City's planning area identified in the Clovis 2014 General Plan. The SOI expansion will allow for annexation of 155 acres, including 77 acres of development at the northeast quadrant of Sunnyside Avenue and Shepherd Avenue and 78 acres of non-development at the southeast quadrant of Sunnyside Avenue and Perrin Avenue, and west of Fowler Avenue from Shepherd Avenue to Perrin Avenue.

Communities of Interest Relevant to the Clovis SOI

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

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

California Environmental Quality Act (CEQA)

A Municipal Service Review is a data collection planning study to inform future actions and therefore is exempt from environmental review. However, this application includes Clovis' request to LAFCo to consider an update to the Clovis SOI that requires an amendment to the Clovis 2014 General Plan after approval by the Clovis City Council with the following conditions:¹

- The proposed change is and will be fiscally neutral or positive.
- The proposed change can be adequately served by public facilities and would not negatively impact service on existing development or the ability to service future development.
- The proposed change is consistent with the Urban Village Neighborhood Concept when within an Urban Center.
- General Plan amendments proposing a change from industrial, mixed-use business campus, or office (employment generating) land use designations to non-employment-generating land use designation shall be accompanied by an analysis of the potential impacts on the City's current and long-term jobs-housing ratio, as well as an evaluation on the change or loss in the types of jobs.
- This policy does not apply to:
 - County designations within the Clovis Planning Area or changes made by the City Council outside of the sphere boundary to reflect changes made by the County of Fresno.
 - Changes initiated by public agencies (such as school districts, flood control) for use by public agencies.
 - Changes initiated by the city within a specific plan.

The 2014 Clovis General Plan provides a vision for future growth using a planning period from 2014 through 2035, and the adopted General Plan Amendment 2021-005 modifies the Clovis Land Use Diagram and designates planned land uses for the Development Area of the Shepherd North Project (approximately 77 acres) to be included in the 155-acre SOI update.

The Clovis draft environmental impact report (EIR) for the Shepherd North Project site was prepared and circulated for the public review period from July 21, 2023 through September 4, 2023, and the Final EIR was certified by Clovis City Council on March 18, 2024.

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

¹ City of Clovis, 2014 General Plan and Development Code Update SCH# 2012061069, Volume II. Web: https://cityofclovis.com/wp-content/uploads/2023/07/Volumell_AppxBthroughL-1.pdf

LAFCo and Municipal Service Reviews

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

LAFCo Overview

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

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

LAFCo was formed by the Legislature as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. LAFCo is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCo conducts service reviews to evaluate the provision of municipal services within the county.

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

Fresno LAFCo consists of five regular members: two members from the Fresno County Board of Supervisors, two City Council members, and one public member who is appointed by the other members of the Fresno Local Agency Formation Commission. There is an alternate in each category. Independent special districts are not currently represented on the LAFCo Commission. All commissioners are appointed to four-year terms.

While serving on the commission, all commission members shall exercise their independent judgement on behalf of the interests of residents, property owners, and the public as a whole in furthering the purposes of this division. Any member appointed on behalf of local governments shall represent the interests of the public as a whole and not solely the interests of the appointing authority.²

Commission Members, 2023

Two members from the Board of Supervisors appointed by the Board of Supervisors: Nathan Magsig, Buddy Mendes, and alternate position is currently vacant

Two City Council members representing the cities in the County, appointed by the City Selection Committee: Daniel Parra, Gary Yep, and alternate Scott Robertson

One member from the general public appointed by the other four commissioners: Mario Santoyo and alternate position is currently vacant

Municipal Service Review Origins

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

Little Hoover Commission

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among special districts, and the barriers to LAFCO's pursuit of district consolidation and dissolution. The report raised the concern that "the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable."

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

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by

² California Government Code § 56331.4 (Added by renumbering Section 56325.1 by Stats. 2021, Ch. 31, Sec. 5. (AB 1581) Effective January 1, 2022.)

healthcare districts that have sold, leased or closed their hospitals, and asserted that LAFCOs consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations but asserted that LAFCOs have generally failed to pursue special district reorganizations.

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

Commission on Local Governance for the 21st Century

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

The report points to the expectation that California's population will double over the first four decades of the 21st Century, and raises concerns 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. 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.

Municipal Service Review Legislation

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

Pursuant to Government Code §56430(a), the Commission must a review and adopt the MSR prior to taking action to update spheres of influence.

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

The Municipal Service Review (MSR) is a tool that is used by 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 an SOI. It should be noted that the MSR process and approval will not always result in adopting or updating an SOI. While state law does provide that an 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 authorities. Municipal Service Review Process:

For the City of Clovis, the MSR process involves the following steps:

- Outreach: LAFCo outreach and explanation of the project
- Data discovery: City provides documents and responds to LAFCo questions
- Profile review: internal review and comment on LAFCo draft profile of the City
- Public review draft MSR: review and comment on LAFCo draft MSR – a 21-day period
- LAFCo hearing: attend and provide public comments on MSR

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies), §15306 (information collection), or §15061(b)(3) (common sense exemption) of the CEQA Guidelines. LAFCo's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

This review will be available for use by LAFCo, the County, cities, special districts, and the public to better understand how services are provided by the City of Clovis. Additionally, the review will be a resource to inform LAFCo decisions, including:

- updating spheres of influence,
- initiating or considering jurisdictional boundary changes,
- considering other types of LAFCo applications, and
- providing a resource for further studies.

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

- consolidation (joining two or more cities or districts into a single new successor city or district),
- dissolution (termination of the existence of a district and its corporate powers),
- merger (termination of the existence of a district by the merger of that district with a city),
- establishment of a subsidiary district (where the city council is designated as the board of directors of the district), or
- a reorganization that includes any of the above.

LAFCo may also use the information presented in the service reviews in reviewing future proposals for annexations or extensions of services beyond an agency’s jurisdictional boundaries or for proposals seeking amendment to the sphere of influence boundaries.

Other entities and the public may use this report as a foundation for further studies and analysis of issues relating to the services offered by the City of Clovis.

Fresno LAFCO Municipal Service Review Policy 112

On June 8, 2022, Fresno LAFCo revised its Policies, Standards, and Procedures Manual. The Municipal Service Review policy–Section 112 was formerly Municipal Service Review policy–Section 107 of the 2014 LAFCo Policy Manual. The MSR policy provides direction for the implementation of the commission’s MSR program, and outlines how local agencies under LAFCo’s purview are to be evaluated.

The goal of the Fresno LAFCo MSR program is to provide cities and special districts with an assessment on their provision of services, make recommendations regarding areas of improvement, and determine whether an agency is equipped to effectively provide services within its existing or expanded SOI.

In order to achieve this goal, MSRs will:

- 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 legislative body, the agency’s managerial practices, sufficiency of its annual budget, presence of an agency’s long-range plan for services, opportunities for public participation at its legislative body’s meetings, and the agency’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;
- Build and maintain effective relationships between LAFCo and local agencies; and
- Encourage 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.

The following MSR policies assist LAFCo staff in preparation of MSRs in order to update or revise a local agency’s SOI in compliance with the Cortese-Knox-Hertzberg Act (CKH). These policies are based on circumstances unique to Fresno LAFCo and as such will ensure that municipal services are evaluated in an orderly, logically, and efficient manner.³

- The SOI should reflect a 20 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.

³ Fresno LAFCo Policy Manual Section 112-6.

- The Commission will evaluate proposed SOI amendments in light of many of the local agency's own adopted plans and policies including, but not limited to, its general or master plan and related CEQA documents, service plans, annual budgets, fee structure, and capital improvement plans.
- 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 with the Commission and associated expenses may be borne by the requesting local agency.

Sphere of Influence Updates

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

Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination. For example, territory may not be annexed to a City or district unless it is within that agency's sphere. The SOI essentially defines where and what types of government reorganizations (e.g., annexation, detachment, dissolution and consolidation) may be initiated. If and when a government reorganization is initiated, a number of procedural steps must be conducted for a reorganization to be approved. 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 disapproval.

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

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

LAFCo may recommend government reorganizations to particular agencies in the County, using the SOIs as the basis for those recommendations. In determining the SOI, LAFCo is required to complete a service review and adopt the seven determinations previously discussed. In addition, in adopting or amending an SOI, LAFCo must make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;

- Existence of any social or economic communities of interest in the area if the commission determines these are relevant to the agency;
- Present and probable need for water, wastewater, and structural fire protection facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence; and
- In the case of special districts, the nature, location, and extent of any functions or classes of services provided by existing districts.

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

City of Clovis Overview

Background

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

This MSR analyzes Clovis’ service levels, capacity, and its service planning efforts to extend its service provisions to the northeast corner of Sunnyside and Shepherd Avenue. The City has requested LAFCo to consider the expansion of the Clovis SOI to include 155 acres into the Clovis SOI.

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

The first Clovis SOI was adopted in 1974. On October 10, 2007, the Commission reaffirmed the 2000 Clovis SOI as supported by its first Municipal Service Review. In 2012, the City requested that LAFCo update the Clovis SOI to include 0.65 acres of public right-of-way near SR 168 and Shaw Avenue into the Clovis SOI.⁴

In 2015, LAFCo updated the 2012 Clovis SOI by adding 860 acres to the City’s Northwest Urban Center. The 2015 updated Clovis SOI encompassed 21,109 acres. In April 2019, Clovis updated the 2015 SOI by adding 1,036 acres to the City’s Northeast Urban Center, encompassing a 22,145-acre SOI.⁵ In July 2020, LAFCo adopted an addendum to the 2019 Clovis SOI which included the existing Clovis Landfill Facility and added an additional 447 acres, encompassing a 22,592-acre SOI. The proposed SOI revision includes 155 acres north of Shepherd Avenue to Perrin Avenue, from Sunnyside Avenue to Fowler Avenue, encompassing a 22,747-acre SOI. The City’s 2014 General Plan establishes land uses for a much larger plan area, beyond the existing SOI, that encompasses approximately 47,000 acres.

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

Governance

A five-member City Council elected at-large governs the City of Clovis. The City Council has an appointed City Manager that is responsible for the day-to-day operations of the City and is assisted by the Clovis executive management team and administration staff. The City employs approximately 607 full-time employees that manage a wide variety of professional and technical municipal services.

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

⁵ LAFCo File No. RSOI-185.

City-County Meeting and Agreement

As prescribed by State law, the City of Clovis and County representatives have convened to discuss the proposed SOI update;⁶ additionally, both local agencies have reached a formal agreement by the way of a Memorandum of Understanding on the proposed SOI.

In June 2024, the County of Fresno Board of Supervisors executed the Fourth Amendment to the 2017 Amended and Restated Memorandum of Understanding (MOU): County of Fresno and City of Clovis. Although the LAFCo is not a party to the City-County MOU, the agreement provides a mutual agreement between both parties that addresses exchange of tax revenue upon annexation, standards of annexation, conditional commitments, and other matters of interest to both parties.⁷

The proposed SOI update will add 155 acres at the northeast corner of Sunnyside and Shepherd Avenues. The entire area is located in the City’s planning area, but outside the existing City SOI. The 2014 Clovis General Plan identifies the proposed area between the Northwest Urban Center and the Northeast Urban Center and is located north of the current Clovis SOI. The proposed area is generally bounded north of Shepherd Avenue to Perrin Avenue, from Sunnyside Avenue to Fowler Avenue.

The proposed SOI revision as submitted by the City will allow for future annexation, 77 acres for development and approximately 78 acres for non-development. The 77 acre development area includes three unincorporated parcels to be developed in phases, subdivided into 580 single-family residential dwelling units with an additional 49 outlots for roads, utilities, greenspace, landscaping, and pedestrian paths.

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

Services Evaluated

This MSR examines the following City Services:

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

⁶ Government Code Section 56425(b) – City-County meeting and agreement.

⁷ June 4, 2024, Fourth Amendment to the 2017 Amended and Restated Memorandum of Understanding (MOU): County of Fresno and City of Clovis.

Planning and Management Practices

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

Organizational Structure

The City of Clovis is governed by a five-member council, elected at large and accountable to the residents of Clovis. A general municipal election is held every two years on even years to fill City Council positions after members serve a four-year term. Council member’ terms are staggered so that three of the five terms expire on the same cycle, and two terms expire on the following election cycle. Every two years, the City Council elects one of its members to serve as the City Mayor and another member to serve as the Mayor Pro Tempore 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.⁸

The City operates under the Council-Manager form of government, which means that the City Council appoints a city manager who is responsible to administer the daily operations of the City. The City Council provides policy direction to the City Manager who works with the City’s administration team and the citizens to implement the direction of the Council.

The Council works closely with the City Manager, various citizen advisory commissions and committees, and solicits public comments from its residents to make decisions on behalf of its citizens. The City Council also focuses on creating and updating community goals and policies, votes on major projects, decides on long-term community growth strategies, and makes land use decisions, capital improvement plans, capital financing programs, and strategic plans. Additionally, the City Council appoints a City Attorney to represent and advise the City Council on legal matters, approves a five-member Planning Commission, and approves a seven-member Personnel Commission.

Other Council appointed commissions and committees responsible for setting policy include the Senior Activities Advisory Board comprised of five representatives appointed by the mayor for two-year terms, the Consolidated Mosquito Abatement District as a Board of Trustees’ member appointed as a representative for two or four-year terms, and the Fresno Metropolitan Flood Control District as a Board of Directors member appointed by the Council as a representative for a four-year term.

The City’s major operations are organized into seven departments including:⁹

⁸ City of Clovis, City Council.

⁹ City of Clovis, 2022-23 Annual Budget, Organization Chart, page 12.

- City Manager – Economic Development, Housing and Community Development, City Clerk Operations, Information Technology, Successor Agency
- Finance – Accounting/Reporting, Utility Billing, Budgeting, City Treasurer
- Fire – Operations, Training, Fire Prevention, Emergency Preparedness, Administration
- General Services – Personnel/Risk Management, Senior Services, Public Transit, Recreation Services, Facilities Maintenance, Purchasing
- Public Utilities – Water, Wastewater, Community Sanitation, Parks, Street Maintenance, Street Lighting, Traffic Signals, and Fleet
- Planning and Development Services – Planning, Building, Engineering Services, Community Investment Program
- Police – Administration and Support Services, Communication, Patrol and Jail Services, Investigations, Youth and Animal Services

The City relies on paid professional staff to conduct the daily business and manage the operation of the City. As of May 2023, the City employs 607 employees, which is an increase of 20 employees compared to FY 2021-22.¹⁰ Each department manager provides its respective employees with annual professional development evaluations, tracks employee goals and develops performance measures, and coordinates professional training courses and/or continued education opportunities. The City also provides services through agreements with other public agencies and private contractors.

Clovis City Council

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

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

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

The Clovis City Council regularly convenes at 6:00 p.m. on the first, second, and third Monday of each month unless such Monday is a legal holiday, in which event the meeting will be held on the next business day at the City of Clovis Council Chambers, 1033 Fifth Street, Clovis, CA 93612.¹¹

¹⁰ City of Clovis, 2023-24 Annual Budget, Personnel Section, page 57.

¹¹ City of Clovis, City Council.

Clovis Vision and Values and Priority Goal Setting

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

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

The purpose of the statement is to communicate the most desirable qualities that will prevail in the City of Clovis of the future, and to build on the City’s current values and opportunities while inspiring its citizens to achieve the community’s highest potential. Additionally, it serves as a guide for future design of the City and its services to make sure decisions are made that will perpetuate community values and further enhance the quality of living.¹²

The City Council periodically conducts goal-setting and strategic planning community workshops to develop a blueprint of goals and set targets for the Council to achieve. Goals express the expectation for direction and achievement for the next five-year period or longer, and targets action of those programs and projects to be addressed with the budget cycle. To help achieve the goals the City Council reviews and updates these goals annually.¹³ The Clovis City Council has adopted the following goals:

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

¹² City of Clovis, Government, City Council Goals.

¹³ Ibid.

In order to achieve these City goals, the City of Clovis uses various long-range planning documents including the General Plan, Specific Plans (for sub-areas of the General Plan), service and infrastructure master plans, various project and facility plans, and the Five-Year Community Investment Program. These plans are reviewed annually to ensure consistency with current law, trends, and technologies.¹⁴

Clovis Planning Commission

The Clovis Planning Commission is a permanent committee made up of five individuals who are appointed by the City Mayor and subject to approval by the City Council, to review, advise, and act on matters related to planning and development of the City.¹⁵ Members of the Planning Commission must be residents of the City, active individuals in the community, and be familiar with local concerns when dealing with new development proposals. The Planning Commission act in an advisory capacity to the City Council, so Commission membership may occasionally change in response to changes in the Mayor or City Council membership.

The Planning Commission assesses, reviews, and advises the City Council on fundamental City growth issues related to land use, housing needs, municipal services, and environmental protection. The specific role and functions of the Planning Commission are established in the Clovis Municipal Code and include responsibilities as both an advisory body to the City Council and as a final decision making body for certain land use applications. The Commission conducts public hearings and makes recommendations to the City Council on proposals and applications for General Plan and Specific Plan amendments, rezoning applications, development code amendments, planned development permits, development agreements, and other policy matters.

The Municipal Code identifies the Planning Commission as the final decision-making body for development-related applications including conditional use permits, variances and tract maps. However, any Planning Commission action can be requested to be appealed to the City Council. The City Council can either uphold the Commission's decision, overturn it, modify it with or without conditions, or send it back to the Planning Commission for further study. The Planning Commission works closely with Clovis' Planning and Development Services Department, and regular Planning Commission meetings are held monthly at 6:00 p.m. in the Clovis Council Chambers at City Hall on the fourth Thursday of every month.¹⁶

Personnel Commission

The Clovis Personnel Commission acts in an advisory capacity to the City Manager and the City Council with respect to the City's Personnel Rules and Regulations and competitive service. The Commission is responsible for hearing appeals of certain personnel actions as provided in the City's Personnel Rules and Regulation.¹⁷

The Personnel Commission is composed of seven-commissioners appointed by the Mayor, subject to approval of the City Council. Potential Personnel Commissioner candidates must be residents of the City, and all commissioners are appointed to four-year terms. The Commissioners' terms are staggered; three

¹⁴ Ibid.

¹⁵ Government Code Sec. 65100 *et seq.*

¹⁶ City of Clovis, Municipal Code Sec. 9.50.040

¹⁷ City of Clovis, Personnel.

terms end on the same even year, while the remaining four terms end on the following even-year. Members of the Personnel Commission are appointed based on the recommendation of the Clovis Personnel Division. Prior to making its recommendation, the Personnel Division is required to seek, interview, screen, and recommend the best candidate to be officially appointed by the Mayor. Additionally, the Mayor or City Manager are often present when conducting an interview for the Personnel Commission.

City Attorney

The City Attorney is an appointed office established under the laws of the state of California and the Clovis Municipal Code. The City's legal counsel is presently retained by contract as determined by 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, pursues right-of-way acquisitions, and drafts ordinances, resolutions, contracts, leases, deeds, covenants, bond, financial documents, and other legal documents.¹⁸

All City departments contribute to a pro rata share to fund the primary operations of the City Attorney's office. When departments require litigation or special legal services funded by sources other than the General Fund, the additional expense is charged to the receiving department.¹⁹

City Manager

The City Manager is appointed by the City Council to serve as the chief administrative officer of the City. The City Manager is responsible for administering all operations, finances, activities, and projects consistent with City Council policy directives and applicable municipal, state, and federal laws. The City Manager appoints all department managers, and based on recommendations by department heads, the City Manager is authorized to confirm any hire and/or terminate any employee of the City.²⁰

The City Manager is advised on city projects, plans, and community service needs by Directors of multiple departments. The role oversees four major divisions – City Clerk, Administration, Assistant City Manager, Executive Management Team – and performs various functions within the City Manager's Department including Administration, Economic Development, Affordable Housing, City Clerk, and Information Technology. Recent reorganization shifts oversight of the City Clerk Division to the City Manager and the Information Technology Division to the Assistant City Manager.²¹

City Clerk

The Clovis City Clerk performs various professional and managerial duties that support the City Manager, City Council, City Attorney, and works with the public to address any citizen concerns. The City Clerk facilitates the execution of official and legislative processes, City Council Meetings, Agendas, Minutes, Ordinances, Resolutions, and City contracts, documenting the proceedings and retaining other legal and historical records. The Clerk also manages the proper maintenance and disposition of City records and

¹⁸ Ibid.

¹⁹ City of Clovis, Annual Budget 2022-23, City Attorney Department.

²⁰ City of Clovis, City Manager's Office.

²¹ City of Clovis, Annual Budget 2022-23, City Manager Department.

information according to statute, including the transfer of all written documents to electronic images for ease of storage and retrieval.²² The City Clerk division consists of two employees.²³

Amongst many responsibilities, the City Clerk conducts and oversees the municipal election process, files all state and local financial disclosure statements and election campaign disclosure statements, maintains and publishes the Municipal Code, and prepares legal and promotional publications and notices of public hearings.²⁴

Planning Practices

The City's central planning document is the Clovis General Plan. The current general plan was adopted by the Clovis City Council on August 25, 2014, with a planning horizon of twenty years (2035). In conjunction with the 2014 General Plan, Clovis also adopted a Development Code Update and certified an Environmental Impact Report (EIR). The General Plan establishes a comprehensive framework through which the City manages its growth and development to ensure it efficiently and effectively provides public facilities and services. The General Plan is organized into chapters, or elements, addressing land use, economic development, circulation, housing, public facilities and services, environmental safety, open space and conservation, and air quality. The Clovis Housing Element was adopted in conjunction with the Fresno Multi-Jurisdictional Housing Element on March 7, 2016.

In addition to the Clovis 2014 General Plan and Development Code, the City of Clovis has several planning documents that provide more focused direction relative to specific geographic areas or development topics. Development projects considered by the City are evaluated against these planning documents to ensure compliance. The following documents are in place:²⁵

- Central Clovis Specific Plan
- Herndon-Shepherd Specific Plan
- Loma Vista Specific Plan
- Shaw Avenue Specific Plan
- Urban Greening Master Plan
- Harlan Ranch Master Plan
- Heritage Grove Master Plan and Design Guidelines
- Dry Creek Preserve Master Plan
- Loma Vista Community Center Master Plan
- Clovis Parks Master Plan
- Heritage Grove City Center Village Master Plan
- Home Place Master Plan

²² Ibid.

²³ City of Clovis, 2022-23 Annual Budget, page 85.

²⁴ City of Clovis, 2022-23 Annual Budget, City Manager Department.

²⁵ Ibid.

Finance Planning

The City’s Finance Department includes the functions of Finance Administration and Debt Service which provides support to other operating divisions regarding finance issues. The Finance Administration is responsible for maintaining the financial accounting system, budgeting, financial reporting, utility billing and collection, business license administration, accounts payable, payroll, investments, and bond administration. The Finance Department consists of 21 employees.²⁶

The City’s Finance Department reviews and audits revenues and departmental budgets, prepares the annual Comprehensive Financial Report based on the findings of an independent Certified Public Accountant, prepares the annual budget, and provides discussion and analysis of the City of Clovis' financial performance and an overview of the City's financial activities.

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

Economic Development

The City of Clovis Community and Economic Development Department (CEDD) offers services to promote the City as an attractive location for businesses considering expansion and/or relocation to the region, support the continued growth of existing businesses, start-up and entrepreneurial enterprises, and promote Clovis as a desirable tourist destination. The CEDD is committed to supporting a thriving business community.

Planning and Development Services

The City’s Planning and Development Services Department integrates the planning, engineering, and building divisions under a single department while adhering to the department’s mission to “preserve the Clovis Way of Life by employing excellence in cooperative planning, reliable engineering, and sustainable building controls.” The Planning and Development Services Department consists of 62 allocated positions.²⁷

The Planning Division is responsible for day-to-day and long-range planning and implementation of the City’s General Plan. The Planning Division is responsible for preparing policies to carry out the goals and objectives of the General Plan, Specific Plans, Master Plans, and policy documents according to state environmental standards. Additional responsibilities include the timely processing of development applications, land use entitlements, review of residential subdivisions, site plans, multi-residential developments, environmental reviews, conditional use permits, conducting community meetings, and updating zoning ordinances.

²⁶ City of Clovis, 2022-23 Annual Budget, Finance Department.

²⁷ City of Clovis, 2022-23 Annual Budget, Planning and Development Services Department.

The Engineering Division ensures that private development adheres to all City requirements, conditions of approval, and development standards with regard to construction and capital development. The Engineering Division also implements the City's Community Investment Program, the construction and expansion of new infrastructure, and maintains all city infrastructure.

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

Fire Department

The Clovis Fire Department is responsible for providing fire suppression, technical rescue, hazardous materials spill/release mitigation, emergency medical services (EMS), community risk reduction services, and emergency management. Additional Clovis Fire Department functions include strategic planning, administration, fire cause and origin investigations, code enforcement, public education, and community preparedness.

The Fire Department is comprised of three divisions – Emergency Operations, Community Risk Reduction, Fire Administration – which promote sound planning, economic efficiency, and effective use of the City resources while providing essential and valuable services regularly updated in the following guiding documents:²⁸

- 2022-2027 Strategic Plan
- 2022-2027 Standards of Coverage
- 2022 Annual Report – Fire Protection
- 2022 Fire Department Organizational Chart

The Department's Administration and Support Services is responsible for administering the Accreditation program, development and administration of the Fire Department Budget. Fire Administration and Support Services also provides administrative analysis, report preparation, coordination of programs, incident response data management, time keeping, and other routine duties performed daily that support the delivery of emergency and non-emergency services. Administration and Support Services also identifies, writes, and manages grants to supplement funding for all department programs. The Clovis Fire Department consists of 67 employees.²⁹

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

²⁸ City of Clovis, Fire Department, SOC & Annual Report.

²⁹ City of Clovis, 2022-23 Annual Budget, Fire Department.

The City of Clovis can also request support through the California Master Mutual Aid System, a formal agreement all California cities must participate in, which operates to provide firefighting for a variety of events including wildfires, landslides, earthquakes, and other major events.³⁰ In order for a city to request mutual aid, all of the Fire Department resources must be assigned to emergency incidents and the jurisdiction no longer has any available emergency resources.

Police Department

The Clovis Police Department (CPD) is responsible for enforcement of state and city laws, investigation of crimes, apprehension of criminal, reducing traffic collisions, maintenance of ongoing crime prevention programs, and building ties with the community and other local law enforcement agencies. The CPD consists of 112 sworn officers and 101 non-sworn professional staff. The CPD participates in mutual aid agreements for policing service with the City of Fresno, Fresno County Sheriff, and California Highway Patrol.

The CPD maintains the following planning documents:³¹

- Annual Police Department End of Year Reports
- Clovis Police Department Patrol Beat Maps
- Graffiti Removal Program
- Citizens Complaint Procedures
- Master Service Plan – Police Service

Public Utilities Department

The Clovis Public Utilities Department is a service and maintenance organization with the principal duty of providing essential municipal services, maintaining infrastructure, and strategically planning for operations and infrastructure to meet future City growth. These responsibilities include water supply and distribution, wastewater collection and treatment, solid waste collection and disposal, and street cleaning. The infrastructure maintained includes the City's street system, traffic signals, street lighting, parks, street landscaping, fleet maintenance, and procurement of the City's vehicles and equipment.³²

The department is divided into the Utilities, Signals, Street Lighting, and Parks Division, the Street Maintenance and Community Sanitation Division, and the Fleet and Technical Services Division with differing operational and budgetary responsibilities. The Public Utilities Department consists of 198 employees.³³

The Public Utilities Department maintains the following planning documents, which are available on the City's website:³⁴

³⁰ City of Clovis, 2022-27 Fire Department Community Risk Assessment & Standards of Cover. Web: <https://cityofclovis.com/wp-content/uploads/2022/11/Standards-of-Cover-2022-2027.pdf>

³¹ City of Clovis, Police Department, General Information.

³² City of Clovis, 2022-23 Annual Budget, Public Utilities Department.

³³ Ibid.

³⁴ City of Clovis, Public Utilities, Forms and Schedules.

- 2014 Master Service Plan
- Sewer System Management Plan
- 2021 Sewer System Management Plan Audit
- Certified Backflow Testers
- Community Clean-up Program and Schedule
- Consumer Confidence Report – Water Quality Report 2021
- Groundwater Management Plan 2006
- Recycled Water Master Plan Update 2017
- Service and Community Values of the Clovis Public Utilities Department
- Wastewater Master Plan Update Phase III 2017
- Refuse Route Map and Schedule
- Urban Water Management Plan 2020
- Water Facilities Master Plan 2008
- Water Master Plan Phase I 1995
- Water Master Plan Phase II 1999
- Water Master Plan Phase III 2018

General Services Department

The Clovis General Services Department provides a range of services including Senior Services, Transit, and Clovis Recreation Programs while handling personnel and purchasing, ensuring fair opportunities and conditions for prospective business dealings. General Services also maintains all City facilities including the Police and Fire Headquarters, City Hall, the Senior Activity Center, Public Utilities yard, the Clovis Recreation Center, and six fire stations. In addition to maintenance, General Services provides power, lighting, heating, ventilating, and cooling for all City buildings.³⁵ The General Services Department consists of 53 full-time employees and approximately 90 part-time extra-help employees.

Personnel and Management Practices

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

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

The anniversary of a personnel action such as promotion, demotion, or transfer to a different class or reclassification determines the due date of the performance evaluation. Regular employees in the

³⁵ City of Clovis, General Services.

competitive service except for management employees are placed within a five-step salary range as follows:³⁶

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

The first through third steps are considered entry level dependent upon experience and qualifications. The fourth step is considered the mid-range representing a highly qualified and experienced level. The remaining fifth step requires sustaining above standard or better performance for advancement to and maintenance of these levels.

³⁶ City of Clovis, Personnel, Employee Resources, Policies and Procedures, Personnel Rules and Regulations.

Agency Finances

Overview

This section of the MSR provides an overview of Clovis' financial health and a context for assessing the City's financial ability to provide services. This section of the service describes and evaluates the City's budget for fiscal years (FY) 2021-22 and 2022-23, the 2022 Annual Comprehensive Financial Report (ACFR), the City of Clovis five-year forecast, and Clovis' Budget-at-a-Glance. Additional information was collected through communication with City staff.

Budget Process

The Clovis Municipal Code (CMC) requires that the City Manager prepare a balanced budget to submit to the City Council by the third meeting in May of each year, outlining anticipated revenues and expenditures for the upcoming fiscal year. CMC also requires that the City Council adopt a balanced budget no later than June 30 to assure that continuity of government services remains intact. The proposed budget becomes effective excluding provision for capital improvements.³⁷ Annual appropriated budgets are adopted for the General Fund, Special Revenue Funds, Capital Project Funds, and Debt Service Funds. Spending plans are also adopted for the Proprietary Funds.

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

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

The City of Clovis policy requires that an emergency reserve be established on all budgetary accounts. The General Fund target reserve is set at 20-25 percent; the current General Fund reserve is approximately 22 percent, which is equivalent to \$21 million at the beginning of FY 2022-23. The City's financial policy requires that each operational fund account also establishes a minimum reserve of 10 percent unless capital borrowing or extraordinary fiscal conditions require that higher levels of reserve be maintained.

For FY 2022-23, Clovis' adopted budget amounted to \$297.4 million. Clovis also includes \$48.4 million in capital improvement expenditures which directs \$43 million to the Community Investment Program (CIP)

³⁷ City of Clovis, 2022-23 Annual Budget. Web: <https://cityofclovis.com/wp-content/uploads/2022/05/22-23-Budget.pdf>

and \$5.4 million to capital projects in other funds.³⁸ In addition, the budget for the General Fund includes a \$4.6 million unassigned fund balance to cover any minor unanticipated revenue shortfalls that may occur during the year. The City of Clovis does not issue long-term debt to fund its current operations.

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

Budget Strategy

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

THE GENERAL PLAN IS INTENDED TO GUIDE DEVELOPMENT FOR A PERIOD OF TEN YEARS AND WILL BE THE BASIS OF THE CITY'S ANNUAL FIVE-YEAR OPERATING AND CAPITAL FORECAST, AND BEYOND. TO FINANCE CURRENT GROWTH, THE CITY HAS A VARIETY OF USER AND DEVELOPER FEES TO PAY FOR STREETS, PARKS, WATER WELLS AND LINES, AND SEWER LINES.

The City reviews these fees on an annual basis to assure that the fee structure is in line with the cost of construction. The Water and Sewer Funds have approved annual increases of 3 percent into the future, if necessary. The Community Sanitation Fund has approved annual increases of 4 percent into the future, if needed. For FY 2021-2022, the City implemented a 3 percent increase in water, a 4 percent increase in recycling and green-waste, and a 3 percent increase in refuse service.

City Revenues

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

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

³⁸ Ibid.

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

According to Clovis’ budget for FY 2022-23, the City anticipates revenues to amount to \$297.4 million. The discretionary category makes up 25 percent of the City’s General Fund, while 75 percent is non-discretionary revenue. For FY 2022-23, Clovis' discretionary revenues amounted to \$72.4 million, of which \$72.1 million was appropriated in the General Fund and \$0.3 million was transferred to the Planning and Development Service Fund to pay for the general public benefits supported by the Department. For FY 2022-23, Clovis’ non-discretionary revenue amounted to \$225 million. Of the discretionary revenues, the City will use over 87 percent, or \$63.2 million, of the total \$72.4 million of discretionary funds for public safety.³⁹

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

According to Clovis’ budget for fiscal year 2022-23, the City anticipates the following funding revenue streams:

Item	Amount
Property taxes	\$33,525,000
Sales and use tax	\$31,528,000
Other taxes	\$11,105,000
Licenses and permits	\$5,607,000
Fines	\$193,000
Use of money and property	\$1,114,000
From other agencies	\$37,835,000
Charges for current services	\$106,152,000
Other revenues	\$726,000
Charges to other departments	\$67,263,600
Other financing sources	\$0

At the beginning of FY 2022-23, the City started the year with an available fund balance of \$101,730,603. The sum of anticipated revenues (\$295,048,600) and the available fund balance at the beginning of the year (\$101,730,603) amount to \$396,779,203.

³⁹ City of Clovis, 2022-23 Annual Budget, page 3.

Clovis' expenditures and expenses for FY 2022-23 consist of the following budget line items:

Items	Amount
Salaries-Regular	\$56,868,400
Overtime	\$5,542,000
Extra Help	\$3,142,700
Benefits	\$34,547,800
Vehicle Charges	\$13,452,000
Energy	\$8,724,400
Communications	\$653,000
Professional Services	\$29,970,900
Repair and Maintenance	\$5,749,300
State Mandates	\$1,080,000
Special Events	\$107,500
Building And Equipment Rental	\$52,000
Office Supplies	\$667,700
Materials And Supplies	\$6,729,000
Travel And Meeting Expenses	\$367,300
Training	\$1,072,100
Dues And Subscriptions	\$460,100
Administration and Overhead	\$26,049,700
Employee Related ISF Charges	\$34,793,600
Liability Insurance Program ISF	\$4,772,700
Debt Service	\$14,297,000
Capital Outlays/Improvements	\$48,388,200

Clovis' total expenditure for FY 2022-23 amount to \$297,487,400. According to the City's budget, the City will have a net transfer balance of \$150,000 and the City expects that it will end the year with a fund balance of \$99,441,803. Based on the City Council adopted FY 2022-23 Annual Budget, there is sufficient influx of funding resources to allow the City to continue to provide acceptable levels of public services, municipal services, and continuation of operations of various public facilities.

Property Taxes

The following sections provide additional information related to the City's tax revenue base.

Property taxes comprise the largest source of budgeted revenue in the City's General Fund. Annual property tax revenue totals approximately 11 percent of the General Fund revenues. For FY 2022-23, the City received \$33,525,000 in property taxes on real and personal property.⁴⁰

The Fresno County Auditor-Controller/Treasurer-Tax Collector assesses property owners within the County and distributes the tax to the appropriate local agencies based on their shared percentage on its pre-Proposition 13 level of taxation. The City's share of the county-wide 1 percent is 18.57 percent gross

before reductions.⁴¹ Clovis' property tax revenue fluctuates and it is influenced by increased assessed valuations associated with new construction, new annexations to the City, and topped by the statutory regulation of maximum increases in assessed valuation of 2 percent per year.

Property Taxes in Lieu of Vehicle License Fee – General Fund

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.⁴²

In 2004, the State of California reduced the vehicle license tax rate to 0.65% of value, thus reducing the taxes allocated to counties and cities.⁴³ 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. According to the City's budgets, the property tax in lieu of VLF amounts to \$12,400,000 (12%) of the Clovis General Fund.⁴⁴

Sales & Use Taxes

The City of Clovis receives sales tax revenue based on one percent (1%) of the taxable sales that take place within the City limits. The City and the County have agreed to share this percentage, and the County receives 5-8% of the City's one percent.⁴⁵

Clovis' largest sales tax revenue generators include commercial business that provide general consumer goods (31%), auto sales (19%), state and county pools (15%), building and construction (13%), restaurants and hotels (10%), and fuel and service stations (6%).

Clovis' top 10 retail companies generate 40 percent of the sales tax, and the top 100 retailers generate 80 percent of the sales tax for the City. Sales and use tax revenues contribute approximately \$31,070,000 into the Clovis General Fund, which consist of the second largest source of tax revenue base for the City, totaling approximately 28 percent of revenue for FY 2022-23.

Franchise Fees

Franchise fees are payments to the City from a utility company for use of the City's streets and rights of way for services provided. Franchise fees comprise approximately four percent (4%) of the City's General Fund revenue for FY 2022-23, which amounts to \$2,840,000. The City collects the fees from Pacific Gas and Electric, Comcast Cable, and AT&T/DirecTV based on their gross receipts within the City.

⁴¹ City of Clovis, 2022-23 Annual Budget, page 36.

⁴² California Department of Motor Vehicles,
https://www.dmv.ca.gov/portal/dmv/detail/pubs/brochures/fast_facts/ffvr34

⁴³ Ibid.

⁴⁴ City of Clovis, 2022-23 Annual Budget, page 36.

⁴⁵ City of Clovis, 2022-23 Annual Budget, page 37.

Business Licenses

All people doing business within the City of Clovis are required to obtain a City business license. The City charges a business fee based on annual gross receipts. Clovis has a minimum and a maximum business license fee, which is annually adjusted for inflation. Business licenses and permits comprise 4.4 percent of the City's General Fund revenues for FY 2022-23, which amounts to \$4,240,000.

Other Taxes

This category includes transient occupancy tax, real property transfer tax, and card room permits for the General Fund. The City anticipates that revenues in this category will increase based on the increasing hotel occupancy rates. For FY 2022-23, other taxes comprise approximately 3.8 percent of the City's General Fund revenue, which amounts to \$5,455,000. The City anticipates that revenues in this category will continue to increase in the future with the anticipation of consumer confidence in using hotels and entertainment is returning.

Fees & Charges For Current Services

Fees and charges for current services comprise approximately 35.8 percent of revenues for FY 2022-23, which amounts to \$106,152,000. Included in that amount is \$12,917,000 for the General Fund and \$5,623,000 from the landscape assessment district (special revenues). General services (an internal service fund) is expected to receive \$2,612,000 and the capital projects funds are projected to receive \$15,639,000, collectively. The enterprise funds are anticipated to collect \$23,250,000 for community sanitation, \$14,833,000 for sewer service, \$20,917,000 for water service, and \$10,361,000 for planning and development services.⁴⁶

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

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

Expenditures

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

The City of Clovis FY 2022-23 budget for all funds totals \$297.5 million. The budget represents a 20 percent decrease compared to estimated expenditures for the previous FY 2021-22, due primarily to several large

⁴⁶ City of Clovis, 2022-23 Annual Budget, page 29.

General Fund budget represents an eight percent (8%) increase compared to estimated expenditures for FY 2021-22.

As adopted, the largest budgeted expense is capital improvements, which comprises 25 percent of the net City budget, and those costs amount to \$60.7 million. Public utilities comprises 22 percent of the budget, while public safety comprises 21 percent of the budget. As shown below, the City's anticipated expenditures are expected to go towards the following line items:

- General Government – \$8,838,800 (3%)
- Public Safety – \$69,893,200 (23%)
- Planning and Development Services – \$14,873,500 (5%)
- Capital Investments Program – \$43,021,000 (14%)
- Public Utilities – \$75,386,100 (26%)
- Culture and Recreation – \$18,531,500 (6%)
- Internal Services – \$66,943,300 (23%)

Personnel Costs

This section provides an overview of Clovis' personnel costs by major departments. For the proposed 2022-23 annual budget, City of Clovis approved 599 full-time positions in eight major departments, City Clerk, City Manager, General Services, Finance, Fire, Police, Planning and Development Services, and Public Utilities. Although not a department, the City accounts for the City Council and City Attorney offices in a separate expenditure ledger.

The Clovis Police Department is the largest department in the City, which consists of 31 percent of all City employees. Public Utilities is the second largest (30%), while Fire is the third largest department (12%) in the City of Clovis.

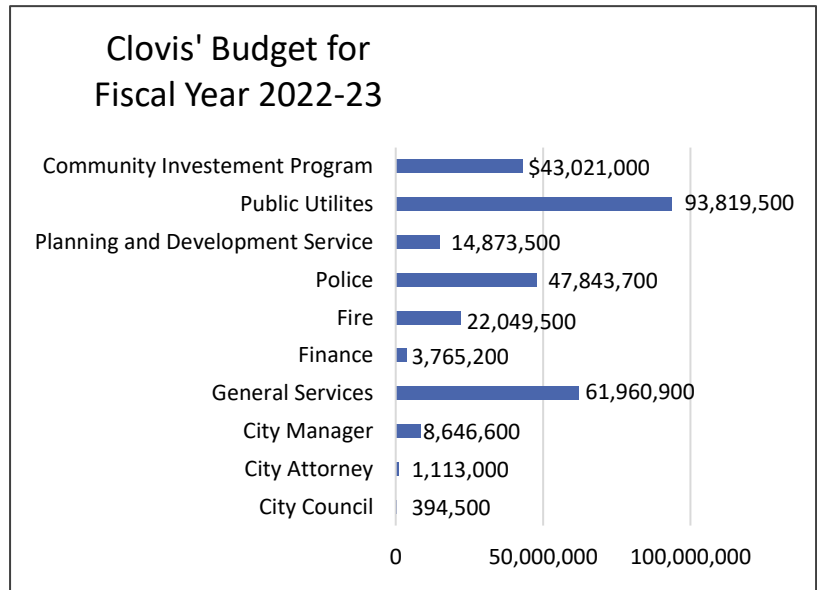
According to the Clovis' financial information, each department consists of the following staff levels:

- City Management – 26.75 positions
- General Services – 51.10 positions
- Finance – 21 positions
- Fire – 73 positions
- Police – 184 positions
- Planning and Development Services – 60.85 positions
- Public Utilities – 182.30 positions

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

According to the Clovis Budget for FY 2022-23, the following expenditures are attributed to personnel costs:⁴⁷

- City Council – \$394,500
- City Attorney – \$1,113,000
- City Manager – \$8,646,600
- General Services – \$61,960,900
- Finance – \$3,765,200
- Fire – \$22,049,500
- Police – \$47,843,700
- Planning and Development Services – \$14,873,500
- Public Utilities – \$93,819,500
- Community Investment Program – \$43,021,000



Community Investment Program

The City maintains a five-year Community Investment Program (CIP) and updates this program annually. According to Clovis’ budget for FY 2022-23, the Community Investment Program represents a major portion of the total recommended budget and is devoted to improvements to the physical infrastructure that supports and sustains continued community development.

The CIP plans for 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 2022-23, the City budgeted approximately \$7,154,000 toward Community Investment Programs.

Annual Comprehensive Financial Report

Consideration has been given to the Clovis’ Annual Comprehensive Financial Report (ACFR) for the year ending June 30, 2022. This section provides a summary of Clovis’ ACFR, which is prepared in accordance with Generally Accepted Auditing Standards (GAAS) by a firm of licensed certified public accountants.⁴⁸

According to the ACFR, the City of Clovis has an established comprehensive internal control framework that is designed to protect the government’s assets from loss, theft, or misuse; in addition, the framework is designed to administrate all of the City’s financial accounts in conformity with GAAP. The ACFR consists of a series of financial statements, including government-wide and fund financial statements. The government-wide financial statements provide a broader view of the City’s finances and report information on all the non-fiduciary activities of the primary government and its components units. The

⁴⁷ City of Clovis, 2022-23 Annual Budget, page 64.

⁴⁸ In the United States, the GAAS are promulgated by the Auditing Standards Board, a division of the American Institute of Certified Public Accountants (AICPA).

fund financial statements provide more detailed information about the City's most significant funds, which can be classified into the following categories: governmental funds, proprietary funds, and fiduciary funds.

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

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

Property taxes, franchise taxes, licenses and interests associated with the current fiscal period are all considered to be susceptible to accrual and the City recognizes these items as revenues of the current fiscal period. All other revenue items are considered to be measurable and available only when cash is received by the City.⁴⁹

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

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

- **Community Sanitation Fund** – accounts for the activities of the City's refuse collection and disposal operations, landfill operations, and street sweeping operations
- **Sewer Disposal Fund** – accounts for the activities of the City's sanitary sewer system operations
- **Water Fund** – accounts for the activities of the City's water production and distribution operations
- **Transit Fund** – accounts for the activities of the City's public transit system operations
- **Planning and Development Services Fund** – accounts for the activities of the City's planning, engineering, and building inspection operations

Furthermore, Clovis reports the following fund types:

⁴⁹ City of Clovis, Comprehensive Annual Financial Report for Fiscal Year ended on June 30, 2022, page 45.

- **Internal Service Funds** – accounts for general liability and property damage insurance, fleet management services, retirement, workers' compensation, health, unemployment and Medicare insurance, facility maintenance and enhancement, telecommunication and information technology, and other general services provided to other departments or agencies of the City on a cost-reimbursement basis
- **Custodial Funds** – accounts for assets held by the City for certain special assessments collected and distributed on behalf of the districts
- **Private-Purpose Trust Funds** – accounts for assets of the former Clovis Community Development Agency during the wind-down period

According to the Clovis' ACFR for FY ending on June 30, 2022, Clovis' government-wide total assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources (net position) at the close of the fiscal year by \$952 million, which is seven percent (7%) more than 2021.⁵⁰ Governmental activities finished the year with a positive net position balance of \$659 million, an increase of \$53 million, or 9 percent more than in 2021. Business-type activities finished the year with a positive balance of \$294 million, an increase of \$14 million, or 5 percent (5%), over 2021.

Of the total net position, \$808 million is the City's net investment in capital assets (e.g. land, buildings and improvements, machinery and equipment and the road network) less any related debt used to acquire those assets that is still outstanding.⁵¹ The City's investment in capital assets increased \$41 million, restricted net position increased by \$6 million and unrestricted net position increased \$19 million, accounting for the increase in total net position of \$66 million. This is primarily due to the City's investment in the road network, building and related improvements, machinery, and equipment.⁵²

Restricted net position is \$49 million, which represents five percent (5%) of the total net position. Restricted net position represents those resources that are subject to external restrictions on how they may be used by City of Clovis. These restrictions are established by bond covenants or restrictions on the use of funds by state or federal regulations.

Unrestricted net position represents those resources which may be used to meet the City's ongoing commitments to citizens and creditors. Government-wide unrestricted net position is \$95 million of the total net position, which is an increase of 25 percent from the previous year. Governmental activities have a negative \$(22) million unrestricted net position, which is an increase of \$10 million compared to 2021. Business-type activities have \$118 million in unrestricted net position, an increase of \$9 million compared to 2021.

Governmental activities account for \$659 million, or 69 percent, of the total government-wide net position. This is an increase of \$53 million, or 9 percent, over June 30, 2021. Donated and constructed assets increased by \$36 million while the amounts available for debt service, street and road construction, and community development decreased by \$6 million. Additionally, the amount accumulated during the year for normal activities, unrestricted net position, increased by \$10 million.

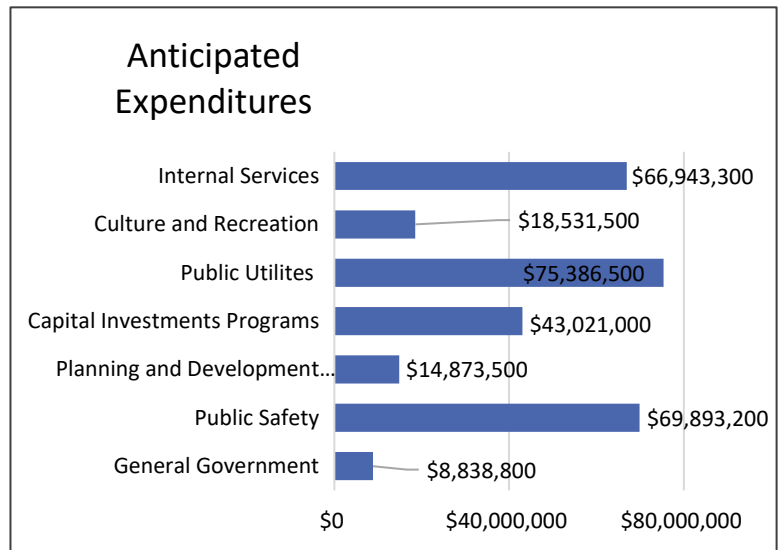
⁵⁰ City of Clovis, Comprehensive Annual Financial Report for Fiscal Year ended on June 30, 2022, page 16

⁵¹ City of Clovis, Comprehensive Annual Financial Report for Fiscal Year ended on June 30, 2022, page 19.

⁵² Ibid.

Total governmental revenues for the year were \$140 million, which is \$11 million, or eight percent (8%), more than in 2021. Total governmental expenses for the year were \$87 million, a decrease of \$11 million, or 11 percent, from 2021. Public Safety, which includes police and fire, accounts for \$55 million, or 64 percent, of the total governmental activities’ expenses. Public Safety expenses decreased \$7 million, or 12 percent, from 2021 primarily due to in salary savings related to police department vacancies.

As of June 30, 2022, the Clovis General Fund balance was \$37 million, which represents a net increase of \$12 million from June 30, 2021. The unassigned balance of \$8.4 million is available for carryover to fund future general fund expenditures. The Clovis General Fund ended the year with a restricted balance of \$7.4 million.



The Local Transportation Fund, used to account for all street construction projects, incurred less than budgeted expenditures as a result of several large projects awarded towards the end of the fiscal year and limited staff resources. The ending fund balance of \$22.4 million is \$2 million more than June 30, 2021.

The \$8.4 million unassigned portion is the amount carried over to offset the impact of revenue shortfall that may occur in the next year due to economic uncertainty.

According to the ACFR, the City’s governmental funds ended the year with positive fund balances. The ending fund balance for all funds is \$76 million, which is a \$14 million increase from the previous year. Of the total fund balance, \$8 million, or 11 percent, is unassigned, which within the limitations of the fund’s purpose, is available for spending at the City’s discretion.

All the internal service funds finished with positive unrestricted net position. The current liability for workers’ compensation claims is \$8.7 million. The City funds the current year workers’ compensation expenditures with charges to City programs. The City has also funded approximately \$2.8 million of the accrued liability through charges to City programs in prior years. The balance of the liability is of a long-term nature, not requiring current resources, and therefore has not been funded.

Assets and Liabilities

As indicated earlier, the City’s government-wide total assets and deferred outflows of resources exceeded liabilities and deferred inflows of resources (net position) at the close of the FY 2021-22 by \$952 million, which is seven percent (7%) more than 2021. Of this amount, \$95 million, is in unrestricted net position, which was available to meet the City’s ongoing commitments to citizens and creditors.

According to the Clovis’ ACFR, all of the City’s long-term liabilities relate to the net pension liability and acquisition of capital assets. Some of those assets include the City’s corporation yard, fire stations, police

vehicles, sewer and water infrastructure including the surface water treatment plant and the sewer treatment-water reuse facility. Capital assets are utilized to provide services and are not available for future spending. The repayment of debt on these assets must be provided from other sources since the capital assets themselves cannot be used to liquidate these liabilities.

Donated assets include developer donated land as well as the improvements on the land including streets, curbs and gutters, sidewalks, street lighting, and landscaping. Included in the total amount of capital grants and contributions on the government-wide statement of activities is \$20,532,187 of developer donated assets. Property, plant, and equipment of the primary government is depreciated over the estimated useful lives using the straight-line method, half-year convention.

Intangible assets include capital assets, which include property, plant, equipment, right to use and infrastructure assets (roadways), are reported in the applicable governmental or business-type activity columns in the government-wide financial statements. Intangible assets also include the purchase of sewer capacity rights and water entitlement rights. The City purchased sewer capacity rights and water entitlement rights from the City of Fresno at the Fresno Regional Wastewater Treatment Plant. The total amount of \$41,022,726 is reported in the City's Sewer Disposal Enterprise Fund. The City of Clovis purchased water entitlement rights from the Fresno Irrigation District (FID) for surface water. The total amount of \$11,618,786 is reported in the City's Water Enterprise Fund.

During FY 2020-21, the City issued a direct borrowing note in the amount of \$2,340,000. The note pays principal and interest semiannually on December 5 and June 5, at an interest rate of 1.71 percent. The proceeds from the note are being used for the purchase of 21 police vehicles and one fire truck.

Notes from direct borrowings on June 30, 2022, are as follows:⁵³

- Governmental Activities
 - 2014 corporation yard – \$5,880,117
 - 2011 solar project – \$1,400,300
 - 2013 animal shelter – \$1,865,573
 - 2014 safety vehicles – \$152,125
 - 2015 PD/fire communication tower – \$682,040
 - 2015 solar project – \$1,494,055
 - 2016 safety vehicles – \$188,785
 - 2018 safety vehicles – \$121,525
 - 2019 safety vehicles – \$356,618
 - 2021 safety vehicles – \$1,692,960

At the end of FY 2022-23, the City of Clovis total for direct borrowings amounted to \$13,834,128.

Debt/Debt Service

The City of Clovis has several long-term debt obligations consisting of assessment district bonds, tax allocation bonds, lease revenue bonds, certificates of participation, revenue bonds, long-term loans,

⁵³ City of Clovis, Annual Comprehensive Financial Report for Fiscal Year ended on June 30, 2022, page 66.

capital leases, and long-term contracts. At the present time there is no outstanding general obligation bond debt.

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

The long-term debts are payable from revenue sources that are not an obligation of the general taxpayer and do not fall under the legal debt limitation. These debts include tax allocation bonds (which are an obligation of the Clovis Successor Agencies), loans, revenue bonds, revenue bonds and contracts (which are an obligation of the revenues received in the water, refuse and sewer enterprise operations), and capital leases (which are leases secured by the leased asset). Total non-general obligation debt by type as of June 30, 2022, is as follows:⁵⁴

Capital Leases	\$13,834,128
Long-Term Loans	\$2,170,422
Long-Term Contracts	\$2,355,574
Revenue Bonds	\$102,480,000
Long-Term Interfund Loans	\$22,800,000
Total	\$143,640,124
Successor Agency Tax Allocation Bonds	\$10,415,000

Bond Rating

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

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

Underlying Moody's: "A1"

Underlying Standard & Poor's: "A+"

The most recent rating adjustment occurred in July 2019, when Moody's upgraded the City's 2013 Water Revenue Refunding Bonds to A1 from Aa3. This was due to the system's exceptionally healthy liquidity position and strong rate management.

Clovis Five-Year Financial Forecast

Clovis' Five-Year Financial Forecast ("Report") through FY 2026-27 represents the City's effort to analyze its fiscal condition based on its set of economic factors and operational assumptions. City management

⁵⁴ City of Clovis, 2022-23 Annual Budget.

and the City Council utilize the study to identify trends and issues that can be addressed early on in order to assure fiscal success. The Reports are snapshots in time and an approximation of what could occur in the future if all of the City’s assumptions are realized within a five-year window, or beyond. As with any forecast or prediction, the City’s assumptions and projections for the nearer years carry more certainty and confidence than for the years further into the future.⁵⁵

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

- City Tax Revenue
 - City tax base revenue has slowed down in growth due to a cultural change in how people spend their money and due to the shift to online purchases. Clovis’ sales tax during the forecast period is expected to grow at five percent (5%) annually with population growth at 800 residential units per year.⁵⁶
- CalPERS
 - The impact of the PERS costs is significant; those costs will rise from 11 percent of the General Fund budget a few years ago to 15 percent by FY 2026-27. Essentially, that means the level of service plus the transfers to the reserve that can be provided in FY 2026-27 will be only 96 percent of what could have been provided without this rise in PERS costs.
- Demand for municipal services increases concurrently with the City’s growth. The City of Clovis forecasts the following actions:
 - The City continues to grow and, in recent years, the growth has been faster than the long term average. The growth drives some revenue growth, but it also drives a growing demand for services. Police and Fire departments comprise the largest expenditures in the General Fund and are most impacted by this growing demand. Failure to grow these departments, as well as other General Fund departments, at a rate corresponding to the growth of the City will result in an erosion of the level of service that is provided.
 - The Water Enterprise Fund is forecast to maintain stable reserves with annual 3% rate increases that have been adopted. As of 2018, a reserve for the Sustainable Groundwater Management Act (SGMA) has been established within the Water Enterprise Fund to provide for future projects that will inevitably be mandated by these regulations. The forecast also includes continued contributions to the reserves for drought contingency

⁵⁵ City of Clovis, Five-Year Financial Forecast through FY 2026-27.

⁵⁶ City of Clovis, Five-Year Financial Forecast through FY 2026-27.

through 2024-25 and for the Sustainable Groundwater Management Act (SGMA) through 2026-27.

- The Sewer Enterprise Fund is forecast to maintain stable reserves with annual 3% rate increases that have been adopted. Beginning in FY 2022-23, a 3% rate increase is included in each year of the forecast period to keep up with rising operating, maintenance, and capital costs, and to maintain a sufficient fund balance for future bonding capacity. An interfund loan is shown beginning in FY 2023-24 of the forecast due to projections that the collection of Development Impact fees for Sewer Major Facilities will be insufficient to cover the debt service payments. However, there are sufficient funds in the bond charge fund balance collected in prior years to continue the full \$7.30 per month rebate to customers until FY 2026-27. The ability to continue to rebate funds back to ratepayers will be monitored closely throughout the forecast period.
- The Community Sanitation Enterprise Fund is projected to finish the current fiscal year with a working capital balance of approximately \$10 million on June 30, 2022. A 4% annual increase, or portion thereof, was approved by Council in November 2004 to be implemented as necessary. In FY 2021-22, the Council implemented a refuse rate increase of 3%. A decrease of 1.5% is recommended in FY 2022-23 and increases of 4% are projected thereafter for the remainder of the forecast period. To keep pace with the recycling and green waste contract increases, the approved 4% annual increase is projected for these operations. In FY 2021-22, Council approved a \$0.50 rate increase for Street Sweeping charges in the City of Clovis Municipal Code resulting in a new rate of \$2.75 per month beginning July 1, 2022. The forecast reflects an increase in closure and post closure costs identified in the revised Joint Technical Document (JTD) dated March 2017 prepared in agreement with the California Department of Resources Recycling and Recovery (CalRecycle) and the California Regional Water Quality Control Board (RWQCB).
- The Transit Fund shows no net position in the near-term due to the revenue recognition policy change for the Transportation Development Act (TDA) funds that include Local Transportation Funds (LTF) and State Transit Assistance (STA). These TDA funds are required to be deferred until the funds are spent. The deferral is projected to decline in FY 2021-22 and FY 2022-23 due to the construction of a transit center. Starting in FY 2024-25, the deferred revenue is projected to increase and to be spent on future operating and capital needs. With funding for transit constantly in flux due to state and local revenues and budgeting, the types and levels of funding will be closely monitored to make any necessary adjustments to current service levels should the need arise.
- The Planning and Development Services (PDS) Department transitioned into an Enterprise Fund in FY 2012-13. This allows for services to be adjusted as demand fluctuates. The FY 2022-23 forecast estimates 800 units to be constructed; this is consistent with the City's historical average of 800 units per year. Commercial activity is expected to be less than in recent years, but still trending higher than our historical average. The Building Division revenue fluctuates based on construction valuation of the different projects; dwelling unit numbers are just one indicator. The PDS Department is projected to finish FY 2021-22

with a working capital balance of approximately \$9.7 million. In addition, if needed, PDS can shift staff resources from its Development Review Unit to its Community Investment Unit, should development activity dramatically slow down. The forecast reflects that the PDS Department will continue to maintain a prudent reserve that allows for immediate adjustments, should they become necessary.

- The Internal Service Fund group is projected to be self-balancing throughout the forecast period. Each of the funds within the Internal Service Fund group is continually reviewed to determine where more cost-effective programs and services can be utilized, and expenditure reductions implemented wherever possible to reduce costs to all other City operations.
- The Debt Service Fund group will be fully funded to make all debt payments and meet all legal obligation(s).

In order to meet the increasing demand for services for the growing City, transfers to the General Government Facilities Fund are possible for various much needed capital projects and throughout the forecast period, ongoing transfers to the emergency reserve are being increased to attain a level of 24.5 percent of expenditures almost reaching the target of 25 percent. The City was able to put funds aside for long overdue building maintenance and capital projects in addition to building up the Fleet Fund for future vehicle purchases. The FY 2021-22 budget was prepared on a fairly conservative basis. Therefore, most budgets are experiencing better than estimated outcomes such as revenues exceeding budgeted estimates while expenditures are not exceeding budgeted estimates. The City notes that its five-year forecast is expected to be balanced, and provides for growth in critical services.

Growth and Population Projections

This section comprises the growth and population analysis for the City of Clovis. It considers demographic information prepared by California Department of Finance, U.S. Census, and land use policy documents adopted by City of Clovis to identify growth estimates within the City’s incorporated limits and the sphere of influence.⁵⁷

The sphere of influence (SOI) means a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission.⁵⁸ The Commission’s determination of the SOI is based on its analysis of growth and population projections of the City of Clovis and corresponding municipal service needs.

Land Use Planning

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

The General Plan creates policies and provides for the general distribution, location, and extent of present and future land uses that guide land use decisions and shape development of the City. The 2014 General Plan evaluated three planning boundaries that outline the City’s planning strategy: City limits, the Clovis SOI, and the “Plan Area,” which encompasses 47,805 acres (75 square miles) and extends beyond the current Clovis SOI.

According to the 2014 General Plan, the City’s land use designations (land use diagram) regulate development within the City’s incorporated limits, while eight general plan elements regulate development within the Clovis SOI and the Plan Area. According to the 2014 General Plan, the Plan Area’s objectives are to enable Clovis to influence land use decisions that directly affect the City; preserve of right-of-way for regional transportation routes; and leverage control of development design, phasing, and infrastructure provision in outlying areas.⁵⁹ The City estimates that the ultimate buildout of the entire planning area is not expected to occur for at least 70 years.

Nine principle objectives guide Clovis’ land use planning efforts. The General Plan Advisory Committee (GPAC) assisted the Planning Commission and City Council in establishing the following guiding principles:

- Preserve the authenticity of Old Town Clovis and plan new development that creates a sense of community and place.
- Support access to superior lifelong education for all Clovis residents.

⁵⁷ California Department of Finance. Web: https://dof.ca.gov/wp-content/uploads/sites/352/Forecasting/Demographics/Documents/E-1_2023PressRelease.pdf

⁵⁸ GC sec. 56076.

⁵⁹ City of Clovis, 2014 General Plan - Land Use Element, Clovis Planning Area and Buildout Summary. <https://cityofclovis.com/wp-content/uploads/2018/10/Clovis-General-Plan-2014.pdf>

- Create a sustainable community through incorporating long-term thinking into short-term decision-making.
- Create housing, employment, and lifestyle opportunities for all ages and incomes of residents.
- Strengthen social networks that create pride and a commitment to action within the Clovis community.
- Use and design public open space resources for trails, parks, and recreation where people live, work, and play.
- Foster stewardship as a primary means of conserving and enhancing natural resources, and promoting connections to the Sierra.
- Foster economic growth.
- Support regional efforts to work interconnectedly to improve the economy and the quality of life in the San Joaquin Valley.

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

Growth Area No. 1 – Southeast Urban Center (SEUC) also known as Loma Vista is located in the southeastern portion of Clovis' SOI. The SEUC is bounded by Bullard Avenue to the north, Locan Avenue to the west, the Gould Canal on the south, and McCall Avenue to the east. The SEUC encompasses approximately 3,307 acres and the entire center is located within the existing Clovis SOI.

Growth Area No. 2 – Northwest Urban Center (NWUC) also known as Heritage Grove is located in the northwest corner of Clovis' SOI. The NWUC is bounded by Copper Avenue to the north, Sunnyside Avenue to the east, Shepherd Avenue to the south, and the Willow Avenue to the west. The NWUC encompasses approximately 2,624.53 acres and the entire center is located within the existing Clovis SOI.

Growth Area No. 3 – Northeast Urban Center (NEUC) is the largest village center and it is located northeast of Clovis' City limits and City SOI. The NEUC is generally bounded by Copper Avenue to the north, the Friant-Kern Canal and Dog Creek Canals for the eastern boundary, Herndon Avenue to the south, and Armstrong Avenue to the west. The NEUC encompasses approximately 9,522.47 acres and the entire plan area is located outside the existing Clovis SOI.

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

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

Land Use Element – Goal 3: Orderly and sustainable outward growth into three Urban Centers with neighborhoods that provide a balanced mix of land uses and development types to support a community lifestyle and small town character.

- **Policy 3.1: Planning for the entire Urban Center.** Require a comprehensive design document (such as a master plan, specific plan, or design guidelines) for each Urban Center prior to authorizing new development. In addition to any statutory requirements, each document should provide direction on:
 - consistency with the General Plan
 - visual appearance
 - a mix of housing types, tenure options, and price points
 - non-vehicular circulation within and connections to the remainder of Clovis and adjacent communities
 - centralized public services, community park, open space, trails, and recreation facilities
 - adequate provision of education facilities
- **Policy 3.3: Completion of Loma Vista.** The city prioritizes the completion of Loma Vista while allowing growth to proceed elsewhere in the Clovis Planning Area in accordance with agreements with the County of Fresno and LAFCo policies.
- **Policy 3.4: Infrastructure investment.** The City may invest in infrastructure in the Northeast and Northwest Urban Centers if and when the City is satisfied that the investment is fiscally neutral or beneficial and that there will be adequate funding to provide public services.
- **Policy 3.5: Fiscal sustainability.** The City shall require establishment of community facility districts, lighting and landscaping maintenance districts, special districts, and other special funding or financing tools in conjunction with or as a condition of development, building or permit approval, or annexation or sphere of influence amendments when necessary to ensure that new development is fiscally neutral or beneficial.
- **Policy 3.6: Mix of housing types and sizes.** Development is encouraged to provide a mix of housing types, unit sizes, and densities at the block level. To accomplish this, individual projects five acres or larger may be developed at densities equivalent to one designation higher or lower than the assigned designation, provided that the density across an individual project remains consistent with the General Plan.
- **Policy 3.7: Urban Village Neighborhood Concept.** Residential developments in Urban Centers must contribute to and become a part of a neighborhood by incorporating a central park feature, a school complex, a hierarchy of streets, pedestrian pathways, or other neighborhood amenities. Higher density residential should be next to lands designated Mixed Use Village. The City may also require the application of the urban village neighborhood concept in areas outside of an Urban Center.
- **Policy 3.8: Land use compatibility.** Within Urban Centers, new development that is immediately adjacent to properties designated for rural residential and agricultural uses shall bear the major responsibility of achieving land use compatibility and buffering.
- **Policy 3.9: Connected development.** New development in Urban Centers must fully improve roadway, pedestrian, and bicycle systems within and adjacent to the proposed project and connect to existing urbanized development.

Land Use Element – Goal 4: Orderly development of the General Plan outside of the City boundary.

- **Policy 4.1: Clovis leadership.** The City shall take a leadership role in the land use planning for the sphere of influence and entire Clovis General Plan Area.
- **Policy 4.2: Surface water entitlements.** The city should not approve annexation unless any and all surface water entitlements are retained; any and all surface water entitlements shall be transferred to the city upon development.
- **Policy 4.3: Future environmental clearance.** The City shall monitor development and plan for additional environmental clearance as development levels approach those evaluated in the General Plan EIR.
- **Policy 4.4: Farmland conservation.** Participate in regional farmland conservation, including the establishment of comprehensive agricultural preserves or easements, through efforts such as the Fresno County Model Farmland Conservation Program or the San Joaquin Valley Greenprint.

Eventual buildout of the City under the General Plan is not linked to a timeline and is based on conventional forecasts to allow appropriate phasing and funding of city services and infrastructure to serve development of parcels consistent with the general plan goals and policies.⁶⁰ To ensure that the City can balance existing and future development as growth occurs, the City of Clovis monitors residential and non-residential development on an annual basis to maintain consistency with the General Plan.

Table 1. Proposed Land Use Designations

Land Use Designation	Acres	% of Total
City Boundary	14,859	—
Rural Residential	17	<1%
Very Low Density Residential	563	4%
Low Density Residential	4,127	28%
Medium Density Residential	1,622	11%
Medium High Density Residential	752	5%
High Density Residential	255	2%
Commercial	835	6%
Office	277	2%
Industrial	548	4%
Mixed Use Business Campus	419	3%
Mixed Use Village	190	1%
Park	181	1%
School	679	5%
Public/Quasi-Public Facilities	229	3%
Open Space	117	1%
Water	552	4%
Right-of-Way ¹	3,279	22%
Sphere of Influence (SOI)	5,633	—
Agriculture	68	1%
Rural Residential	941	17%

⁶⁰ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.10 – Land Use Element.

Very Low Density Residential	108	2%
Low Density Residential	1,068	19%
Medium Density Residential	1,143	20%
Medium High Density Residential	336	6%
High Density Residential	191	3%
Very High Density Residential	21	<1%
Commercial	50	1%
Office	69	1%
Mixed Use Business Campus	185	3%
Mixed Use Village	488	9%
Park	118	2%
School	34	1%
Public/Quasi-Public Facilities	46	1%
Open Space	93	2%
Water	55	1%
Right-of-Way ¹	617	11%
Plan Areas beyond City and SOI	27,313	—
Agriculture	5,521	20%
Rural Residential	10,147	37%
Very Low Density Residential	104	<1%
Low Density Residential	1,044	4%
Medium Density Residential	1,635	6%
Medium High Density	663	2%
High Density Residential	286	1%
Very High Density Residential	102	<1%
Commercial	39	<1%
Mixed Use Business Campus	360	1%
Mixed Use Village	324	1%
Park	235	1%
School	361	1%
Public/Quasi-Public Facilities	11	<1%
Open Space	4,067	15%
Water	427	2%
Planned Rural Community ²	325	1%
Special Commercial ²	170	1%
Right-of-Way ¹	1,493	5%
TOTAL	47,805³	—

¹ Includes parcelized and nonparcelized right-of-way acreages; percentages may not total 100.

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

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

Source: Clovis 2014 General Plan and Development Code Update Revised Draft PEIR SCH#2012061069, Table 3-3.

Table 2. Buildout Statistical Summary

Scenario	Acres	Units	Household	Population	Employment	Building SF
Existing Conditions (2013)	47,805	42,000	40,500	115,000	31,500^a	13,050,000
City Boundary	14,859	36,500	35,000	100,000	30,000	12,600,000
SOI	5,633	2,000	2,000	6,000	1,000	200,000
Plan Areas beyond City and SOI	27,313	3,500	3,500	9,000	500	210,000
Proposed General Plan Update (2035 Scenario)	47,805	67,200	63,900	184,100	62,400	37,410,000
City Boundary	14,859	45,400	43,100	124,400	50,000	30,625,000
SOI	5,633	13,200	12,600	36,100	6,300	2,545,000
Plan Areas beyond City and SOI	27,313	8,600	8,200	23,600	6,100	4,240,000

Proposed General Plan Update (Full Buildout)	47,805	107,100	101,800	294,300	106,900	51,300,000
City Boundary	14,859	46,000	43,700	126,800	63,200	32,300,000
SOI	5,633	22,600	21,500	61,800	15,000	7,700,000
Plan Areas beyond City and SOI	27,313	38,500	36,600	105,700	28,700	11,300,000
Notes: SF = square feet						
^a At the time this Draft PEIR was prepared, the most recent employment data was for 2011.						

Source: Clovis 2014 General Plan and Development Code Update Revised Draft PEIR SCH# 2012061069, Table 3-4.

Current Population and Demographics

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

As of January 1, 2022, the California Department of Finance (DOF) estimates that City of Clovis has an estimated population of 123,665 people, which is equivalent to a 1.6 percent growth change, compared to DOF population estimates for year 2021. DOF’s annual demographic report ranks City of Clovis as eighth in the DOF’s “10 cities under 300,000 with the largest numeric change” category. Most recent population estimates show that Clovis grew by 1,998 new residents from January 1, 2021 through January 1, 2022.⁶¹

For Fresno County, DOF population reports show that in 2021 the county had 1,009,231 residents. By the start of 2022, Fresno County’s population reached 1,011,273 residents, an increase of 2,042 new residents in Fresno County, which is equivalent to a 0.2 percent change.

Another source of information referenced in this report is the American Community Survey (ACS) five-year reports prepared by the United States Census Bureau for the five-year period of 2017 to 2021. The five-year reports encapsulate 60 months of collected data and provides the most reliable form of demographic averages published by the U.S. Census Bureau.⁶² According to the ACS report, during 2017 through 2021, the City of Clovis had a population of 118,488 residents.⁶³ For the same timeframe 2017-2021, the ACS reported that the County of Fresno had a population of 1,003,150 residents.

Tarpey Village is an unincorporated island situated outside Clovis’ southwest city limits and within the Clovis SOI. The U.S. Census identifies Tarpey Village as a “census designated place” with a population of 3,997 residents.⁶⁴ Although Tarpey Village is not within Clovis’ city limits, residents of Tarpey Village receive Clovis water and the City of Fresno provides sewer services.

⁶¹ State of California, Department of Finance, E-1 Population Estimates for Cities, Counties, and State - January 1, 2021 and 2022.

⁶² American Community Survey, “When to Use 1-year or 5-year Estimates.” Web: <https://www.census.gov/programs-surveys/acs/guidance/estimates.html>

⁶³ U.S. Census, American Fact Finder-American Community Survey 5-year estimates, 2017-2021. Population, Clovis city, California.

⁶⁴ U.S. Census Bureau, 2020 Census Redistricting Data (Public Law 94-171).

As of 2021, the U.S. Census reports show that 29.4 percent of Clovis' total population is under the age of 18, and approximately 13.1 percent of the total population is over the age of 65. By comparison, 28.2 percent of Fresno County's total population is under the age of 18, while 12.6 percent of Fresno County's is over the age of 65.⁶⁵

Clovis' median age is 34.9 years, while the median age in Fresno County is 32.6 years old. There are 40,815 housing units in Clovis of which 66.4 percent are owner-occupied. Clovis' median house value for owner-occupied homes is \$361,800. The average person per household is 3.01 people and the median household income is \$89,769.

By comparison, there are 341,686 housing units in Fresno County, of which approximately 54.1 percent are owner-occupied. Fresno County's median house value for owner occupied homes is \$288,100. The average person per house in Fresno County is 3.14 people, and the median household income is \$61,276.

Based on the 2017-2021 ACS conducted by the U.S. Census Bureau, the City's employment is organized by occupation and industry sectors. In total, the City of Clovis has an employed civilian labor force (16 years and older) of 53,277 persons.⁶⁶

According to the Census data, the following job sector (categories) contain employees within Clovis:

Occupation	Total number of employees
Management, business, science, and arts occupations	23,821
Management, business, and financial occupations	8,534
Computer engineering, and science occupations	2,986
Education, legal, community service, arts, and media occupations	8,388
Healthcare practitioner and technical occupations	3,913
Service occupations	8,920
Protective service occupations	1,683
Sales and office occupations	12,266
Natural resources, construction, and maintenance occupations	3,423
Production, transportation, and material moving occupations	4,847

The largest industry during the 2017-2021 period was management, business, science, and arts occupations, sales and office occupations, and service occupations. It should be noted that ACS survey estimates have margins of error in every category, and the information provides a reasonable average over a five-year period.

Clovis' Growth Forecast

Based on economic conditions and assumptions, local and state job growth forecasts, the 1993 General Plan projected an average annual growth rate range of 2.7 percent and 2.9 percent through the year 2030.

⁶⁵ U.S. Census, Quick Facts. Web: <https://data.census.gov/table?g=0500000US06019&d=ACS+5-Year+Estimates+Data+Profiles&tid=ACSDP5Y2021.DP05>

⁶⁶ U.S. Census, American Community Survey, 5-year estimates, 2017-2021, S2401: Occupation by Sex for the Civilian Employed Population 16 years and over, City of Clovis, California.

The 1993 General Plan identified enough land for development to accommodate 62,435 housing units and a population of 182,775 residents at buildout based on land use designations.⁶⁷

The 2014 Clovis General Plan updates population forecasts that reaffirm the City's steady growth as anticipated in 1993. Clovis' 2014 General Plan notes that between 2007 through 2013, the City's population grew by 11 percent, which is an increase from 90,155 to 100,091 residents.⁶⁸

Based on DOF's most recent population estimate in 2022 and DOF's population estimate in 2018, LAFCo notes that Clovis' population has increased by 9.1 percent, which is an increase from 113,300 to 123,665 residents within a five-year period.

The 2014 General Plan forecasts population growth using the 2035 scenario and the full buildout scenario. Under the 2035 scenario, Clovis estimates that population would increase by 24.4 percent within the existing city limits, 501.7 percent in the Clovis SOI, and 162.2 percent in the entire Plan Area.⁶⁹ Clovis' population growth is estimated to reach 124,400 residents by 2035, an additional 36,100 within the SOI, and 23,600 residents in the non-SOI Plan Area. Under the 2035 scenario, development of Clovis' entire Plan Area would generate a total population of 184,100 residents. The majority of Clovis' forecasted population growth (65 percent) would occur outside of the City's existing city limits.⁷⁰

Under the full buildout scenario, Clovis' population growth would occur outside of the City's existing boundaries and the City projects its population to increase by 25,700 persons in the SOI, and by 82,100 persons in the Plan Area. The full buildout scenario would contribute 179,300 additional residents to the Plan Area compared to existing population conditions. According to the 2014 General Plan, full buildout of the Plan Area would result in 294,300 persons, which is more than 150 percent of the existing population. As stated above, development of the City's general plan is not linked to a specific timeline and would likely occur beyond a 50-year planning horizon.

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

Fresno Council of Governments Estimates

In 2017, the Fresno Council of Governments (Fresno COG) prepared a technical study titled, "Fresno County 2050 Growth Projections" that provides growth projections for Fresno County and each city's sphere of influence between 2015 and 2050. According to Fresno COG's 2015 data, there were 114,800

⁶⁷ City of Clovis, 1993 General Plan Program, page 2-13. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/1993-General-Plan.pdf>

⁶⁸ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-13-Population-and-Housing.pdf>

⁶⁹ Ibid.

⁷⁰ Ibid.

persons (11.8 percent of the County) in Clovis and the Clovis SOI.⁷¹ Between 2015 and 2050, Clovis' SOI is projected to grow by 54.4 percent with the equivalency of 62,440 new residents. Subject to market trends, Fresno COG forecasts a 1.2 percent annual population growth rate assumption for the Clovis SOI through year 2050.

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

Year	Number of Projected residents
2020	126,850
2025	136,350
2030	145,050
2035	153,490
2040	161,580
2045	169,220

Fresno COG forecasts that the Clovis SOI may reach a population of 177,210 residents by 2050. As considered by Fresno COG, the Clovis SOI is projected to add 18,210 new households within the SOI in addition to the 2015 threshold of 40,660 households.⁷²

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

Housing Element

The California Legislature has declared LAFCo's role in promoting logical formation and orderly development of local agency boundaries in order to discourage urban sprawl, preserve open-space and prime agricultural lands, and efficiently extend government services. This policy is to be enacted with a preference granted to accommodating additional growth of local agencies that can best accommodate and provide necessary governmental services and housing for persons and families of all incomes in the most efficient manner feasible.⁷³ This section of the MSR provides a summary of Clovis' fifth and sixth cycle Housing Elements.

The City's 2008 housing element identifies Clovis' historical growth estimates over a 26-year timeline, from 1980 to 2006. Between 1980 and 1990, the City's population increased by 49 percent, an increase from 33,021 to 49,300 residents. From 1990 to 2000, Clovis' population increased by 44 percent, an increase from 49,300 to 70,746 residents. From 2000 through 2006, Clovis' population grew by 27 percent, an increase from 70,746 to 89,924 residents.⁷⁴

⁷¹ Fresno County 2050 Growth Projections, Fresno County Council of Governments. Web: https://www.fresnocog.org/wp-content/uploads/publications/Demographics/Fresno_COG_2050_Projections_Final_Report_050417.pdf

⁷² Ibid.

⁷³ GC Section 56001, Legislative Findings and Declarations.

⁷⁴ City of Clovis, 1993 General Plan Housing Element, Section 2.2: Projected Housing Need, page 4-6. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/1993-General-Plan.pdf>

The Department of Finance (DOF) estimates that between 2010 through 2022, Clovis' population increased by 29.3 percent, a population increase from 95,631 residents in 2010 to 123,665 residents in 2022 over the twelve-year period.

The County of Fresno and twelve of the fifteen cities in the County prepared and jointly launched the Multi-Jurisdictional 2015-2023 Housing Element (MJHE) for the fifth round of housing element updates.⁷⁵ Fresno COG coordinated the efforts of all twelve participating cities and the County of Fresno for the planning period from December 31, 2015, through December 31, 2023. The multi-jurisdictional collaboration is intended to facilitate a regional effort to address housing needs pursuant to State Housing Element law through a single certified housing element document.⁷⁶

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

Clovis' Housing Element notes that the City has an unaccommodated need from the fourth cycle RHNA of 4,425 lower-income units. To meet this shortfall, the City has completed its Assembly Bill 1233 Carry-Over Analysis Summary for units constructed between 2006 through 2013.⁷⁷ AB 1233 requires that for the purpose of making the assessment and inventory for meeting the RHNA for new housing units, if the City or County fail to identify or make available adequate sites to accommodate the allocated units, then within a year of the planning period of the new housing element, the agencies must zone or rezone adequate sites that will accommodate the unaccommodated portion of the RHNA from the prior planning period.

Based on units constructed, vacant sites identified in the 2008 Housing Element, and sites that the City of Clovis has pre-zoned, and annexed, Clovis meets its fourth cycle RHNA in the moderate- and above moderate-income category, but has 4,425 units of unaccommodated need in the lower-income category. While the City rezoned a substantial amount of land at densities that could accommodate the lower-income RHNA, only the 717 units on sites zoned R-4 meet the State law requirements for adequate sites.⁷⁸

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

⁷⁵ MJHE Participating Agencies: Fresno County, Clovis, Coalinga, Fowler, Huron, Kerman, Kingsburg, Mendota, Parlier, Reedley, San Joaquin, Sanger, and Selma.

⁷⁶ GC Section 65580 *et seq.*

⁷⁷ Assembly Bill 1233, Jones, Housing Element: Regional Housing Need. Web: http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200520060AB1233

⁷⁸ Table 2B-3, Appendix 2B: City of Clovis, Fresno Multi-Jurisdictional Housing Element adopted March 7, 2016.

The City anticipates that it can also reduce its RHNA by the number of new units with projects that are planned, approved, or pending construction. Clovis' housing element shows an inventory of residential projects that are either approved or in the planning process and scheduled to be constructed by December 31, 2023. Clovis intends to continue participating in the MJHE to address the ongoing housing needs of the City and the 13 participating jurisdictions.

The City of Clovis is in the process of updating its sixth-cycle Housing Element for years 2023-2031. Two public workshops were held at Tarpey Elementary School and were open for the public to participate. On March 13, 2023, the City approved a Public Review Draft for the sixth-cycle Housing Element and is expected to be adopted by end of 2024. The latest version of the 2023-2031 Draft Housing Element is available on the City's website.⁷⁹

Each housing element update for the City must establish that it has adequate zoning and land use designations to satisfy the RHNA. Available land, both vacant and non-vacant, is identified and described in the Housing Element for residential development in order to accommodate a variety of housing types. According to the Clovis' sixth cycle Housing Element, Clovis has been assigned a Regional Housing Need Assessment (RHNA) of 8,977 units, including 2,926 very low-income units, 1,549 low-income units, 1,448 moderate income units, and 3,054 above moderate income units.

In order to meet Clovis' assigned RHNA, the City facilitated the annexation of the Willow Corridor RHNA Annexation area, including Heritage Grove City Center Villages Master Plan and the urban center portion of The Villages Specific Plan, to comply with State law.

Vacant Land Inventory

Within the Clovis SOI, the City informed LAFCo that it has 1,479 acres of vacant lands within its Mixed Use Zone District—which includes Mixed Use Village and Mixed Use Business Campus uses. The City informed LAFCo that development of the vacant land identified in the Mixed Use zone district might occur within a 13-year timeline, at an average development rate of 113 acres per year, subject to economic conditions and development market trends. The timeframe and development rate per year is an estimate only.

Similarly, within the Clovis SOI, the Residential Zone District represents approximately 1,007 acres of existing vacant land. The Residential Zone District is the largest category and it includes the following density levels: Very Low Density Residential, Low Density Residential, Medium Density Residential, Medium High Density Residential, High Density Residential, and Very High Density Residential.

Clovis estimates that the 1,007 acres could be developed at an average of four units per acre. The City informed LAFCo that development of the vacant lands identified in the residential zone districts might occur within a 23-year planning timeline at an average rate of 750 units per year. Forecasting residential development is highly volatile and is subject to economic conditions and market trends.

The City informed LAFCo that within the Clovis City limits, there are 1,007 vacant parcels ranging from 0.070 acres (3,070 sq. ft.) to 0.489 acres (21,295 sq. ft.) in lot sizes. Combined, the total vacant lot inventory amounts to approximately 148.898 acres which are currently available for development.

⁷⁹ City of Clovis, 2023-2031 Revised Draft Housing Element, November 2023. Web: <https://cityofclovis.com/wp-content/uploads/2023/11/2023-2031-Housing-Element-Draft-Second-Revised-HCD-Draft.pdf>

Existing and Pending Planned Developments

The City is in the initial phase of the Environmental Impact Report (EIR) process for the Vista Ranch Master Plan, which will include the Shepherd North project, to guide future development and redevelopment of the site for industrial, business park, and commercial uses. Areas outside of City limits, but within the existing Clovis SOI include areas designated on the City’s 2014 General Plan for low and medium density residential uses, industrial and business parks, as well as areas for mixed use and high density residential. There are a number of existing and pending developments within the City. These approved or pending projects include:

Loma Vista Community Plan – Approved Developments

- **The Home Place Master Plan Community (TM6364)** located on the north side of Ashlan Avenue, between Leonard and Thompson Avenues.
- **A new Sanger Unified School District school campus site** on the west side of McCall Avenue, south of Shaw Avenue.

Northwest Urban Center – Pending/Active Project

- **The Villages Specific Plan** located on the north side of Shepherd Avenue, between N. Willow and N. Sunnyside Avenues.

Northeast Urban Center – Pending/Active Projects

- **Vista Ranch Master Plan** located on the north side of Shepherd Avenue, west of the Big Dry Creek Dam.

Proposed Sphere of Influence

The City of Clovis has requested that the commission consider a revision to the 2019 Clovis SOI to encompass approximately 155 acres into the City’s existing SOI boundaries. The following analysis will identify existing and proposed land use designations as identified in the Clovis 2014 General Plan, determine service need, and make recommendations in order to promote the orderly development of the City.

The proposed SOI revision is generally bounded by Perrin Avenue to the north, Shepherd Avenue to the south, Sunnyside Avenue to the west, and Fowler Avenue on the east. The proposed SOI revision as submitted by the City encompasses 39 unincorporated parcels that are owned by 37 different landowners and would add 155 acres to the Clovis SOI.

The 2014 Clovis General Plan identifies the following land uses for the 155-acre SOI revision proposal:⁸⁰

THE CITY INFORMED LAFCO THAT THERE ARE NO ACTIVE WILLIAMSON ACT CONTRACTS WITHIN THE AREA REQUESTED TO BE INCLUDED IN REVISED SOI.

⁸⁰ City of Clovis, Final EIR, Shepherd North Project, November 2023; DU/AC = dwelling units per acre.

- Agriculture land = 0 acres
- High Density Residential (15.1 to 25 DU/AC) = 0 acres
- Low Density Residential (2.1 to 4.0 DU/AC) = 0 acres
- Medium Density Residential (4.1 to 7.0 DU/AC) = 0 acres
- Medium High Density Residential (7.1 to 15 DU/AC) = 77 acres*
- Mixed Use Business Campus = 0 acres
- Mixed Use Village = 0 acres
- Open space = 5.54 acres (* included in the 77 acres)
- Park = 0.90 acres (* included in the 77 acres)
- Promenade/Pedestrian Circulation = 2.39 acres (* included in the 77 acres)
- Rural Residential = 78 acres
- School = 0 acres
- Trails = 2.25 acres (* included in the 77 acres)
- Very High Density Residential = 0 acres

Based on Clovis' estimates, the proposed SOI revision is anticipated to create 580 single-family residential units.⁸¹ City of Clovis identified the above general plan land use designations to prevent the premature conversion of farmland, by encouraging infill development, by requiring new development to be built at considerably higher densities, and by providing for balanced development, including substantial emphasis on increasing the jobs-housing ratio. The proposed SOI revision will not add new jobs to the City, rather, predominantly rural residential and medium high density residential land use designations.

⁸¹ Correspondence with the City of Clovis.

Disadvantaged Unincorporated Communities

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

State law directs the commission to consider and prepare written determinations regarding the present and planned capacity of public facilities and adequacy of public services, and infrastructure needs or deficiencies for any disadvantaged unincorporated community within or contiguous to the SOI of a city or special district.

THE CORTESE-KNOX-HERTZBERG LOCAL GOVERNMENT REORGANIZATION ACT OF 2000 (CKH) REQUIRES LAFcos TO MAKE DETERMINATIONS REGARDING DUCs FOR ANY UPDATES TO AN SOI OF A LOCAL AGENCY (CITY OR SPECIAL DISTRICT) THAT PROVIDES PUBLIC FACILITIES OR SERVICES RELATED TO SEWER, MUNICIPAL AND INDUSTRIAL WATER, OR STRUCTURAL FIRE PROTECTION.

Government Code sec. 56033.5 defines a “Disadvantaged Unincorporated Community” as an inhabited territory, as defined by Government Code sec. 56046, or as determined by commission policy, that constitutes all or a portion of a “disadvantaged community” as defined by section 79505.5 of the California Water Code (WC). A DUC is defined as an inhabited territory (which means that there are 12 or more registered voters within the underlying annexation⁸²) and with an annual median household income (MHI) that is less than 80 percent of the statewide annual median household income. Furthermore, on January 9, 2013, Fresno LAFCo exercised its authority and adopted a local policy refining the DUC definition to include that a DUC shall have at least 15 dwelling units at a density not less than one unit per acre.

LAFCo policy includes a definition for a “Legacy Community,” a geographically isolated community that meets the DUC criteria, is at least 50 years old, and is beyond the adopted SOI of any city. Pursuant to LAFCo policy 111-4, when approving any new or updated SOI for a city or special district, the city or special district shall be required to identify any legacy community within one mile of its existing or proposed SOI.

SB 244 also prohibits LAFCos from approving any annexation to a city of territory that is greater than 10 acres if a DUC is contiguous to the proposed annexation, unless an application to annex the DUC has been filed with Fresno LAFCo.⁸³ State law allows two exceptions:⁸⁴ 1) if a prior application for annexation of the same DUC has been made in the preceding five years; or, 2) if the commission finds, based upon written evidence, that a majority of the registered voters within the affected territory are opposed to annexation.

City of Clovis Demographic Background

This section of the MSR uses the American Community Survey (ACS) five-year estimates for year 2017 to 2021 datasets to identify the demographic composition of various locations near the City of Clovis. The ACS is sponsored by the U.S. Census Bureau and is part of the Decennial Census Program. According to

⁸² GC sec. 56046 – definition “Inhabited territory”

⁸³ Fresno LAFCo policies add ‘or within 300 feet’ to the contiguous criteria.

⁸⁴ GC sec. 56375 (8)(A).

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

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

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

The City of Clovis is the second largest city in Fresno County with an estimated population of 123,665.⁸⁵ The City of Clovis has 40,815 households of which 66.4 percent are owner occupied and 33.6 percent are renter occupied. According to Census' data, Clovis' average household size is 3.12 people. The Census estimates that there are 38,762 families within Clovis, and the average family size is 3.52. Approximately 68 percent of Clovis' total population is over the age of 18, and the City's median age group is 33.7 years old.

About 36.3 percent of Clovis' adult population over the age of 25 have a bachelor's degree or higher education, 38.4 percent have some college experience or an associate's degree, 19.1 percent have an education equivalent to a high school diploma, while less than 3.4 percent have an education less than a high school diploma.

According to the 2017-2021 ACS five-year estimates, City of Clovis' reported income levels are higher than that of the County and the state as a whole. During the surveyed 2017-2021 timeline, Clovis had a median household income (MHI) of \$89,769, while Fresno County reported an MHI of \$61,276. During the same timeline, the Statewide MHI for California was \$84,097.

Pursuant to WC sec. 79505.5, any location with a MHI less than \$67,277 meets the income threshold for identifying Disadvantaged Communities. For the purpose of the LAFCo process, a DUC must be inhabited, located outside of a city's incorporated limits, within or near the city's SOI, and have at least 15 dwelling units at a density not less than one unit per acre.

LAFCo surveyed the unincorporated areas using aerial photography, site visit(s), and GIS maps to determine whether any DUCs exist within or near the Clovis SOI. LAFCo staff also assessed census tracts

⁸⁵ State of California, Department of Finance, E-5 Population Estimates for Cities, Counties, and State – January 1, 2022.

and block group units within a one-mile distance outside the adopted and proposed SOI boundaries. LAFCo staff did not identify any DUCs, as defined by commission policy, within Clovis' SOI or within the proposed SOI revision area. As of June 2018, LAFCo observed that all census units located in Clovis' existing and proposed SOI exceed the MHI threshold as defined Fresno LAFCo's Policy 111 and CKH.

Parks and Recreation Services & Open Space

Service Overview

The Clovis Parks Division (“Division”) is administered by the City of Clovis’ Public Utilities Department at 155 North Sunnyside Avenue, Clovis, CA 93611. A full-time park manager oversees the Division with the assistance of 25 full-time employees and the use of contractors for most of the streetside landscaping. The responsibility of the Division is to maintain the City’s recreational facilities, streetscape, parks, trails, and other landscaped open space areas, City trees, and City building grounds.⁸⁶ A few parks and open spaces within City limits are privately owned and maintained by Homeowner Associations (HOA’s).

The Parks Division maintains approximately 544 acres of City parks and landscaping including the following:⁸⁷

- 76 parks totaling 153 acres – two of these parks include active recreational areas with lighted baseball diamonds, lighted soccer fields, snack bars, restroom buildings, and beach volleyball and basketball courts; 12 are medium-sized parks that include picnic areas, play lots, restrooms, and open spaces; remaining 62 parks are passive neighborhood and mini parks, most with tot lots scattered throughout the community
- 274 acres of green belts, street gardens, and landscaped median islands
- 100 acres of trails and paseos
- Architectural neighborhood entry lighting and structural features
- Six acres of building grounds at the Civic Center, Old Town Clovis, Senior Center, Los Altos Corporation Yard, new Police/Fire Headquarters, and miscellaneous City properties
- 11 acres of undeveloped parkland and miscellaneous public right-of-way property
- Approximately 42,000 City street trees

The Division’s responsibilities include:

- Planning and carrying out recreational opportunities for all segments of the City
- Maintenance, operation, and development of parkland and open space
- Maintenance of City facilities

Clovis General Plan – Open Space and Conservation Element

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

⁸⁶ City of Clovis, 2018 Clovis Parks Master Plan, page 10. Web: https://cityofclovis.com/wp-content/uploads/2019/05/Clovis-Parks-Master-Plan-Final-3_19-18.pdf

⁸⁷ Correspondence with City staff and Clovis Parks Division; City of Clovis, 2022-23 Annual Budget, page 172.

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

Goal 1: Parks and recreation facilities that are environmentally and fiscally sustainable and meet the needs of existing and future residents.

- **Policy 1.1: Parkland Standard.** Provide a minimum of 4 acres of public park land for every 1,000 residents.
- **Policy 1.2: Existing Parks.** Upgrade and rehabilitate existing parks as necessary to meet the needs of the community.
- **Policy 1.3: New Parks and Recreation Facilities.** Provide a variety of parks and recreation facilities in underserved and growing areas of the community.
- **Policy 1.4: Joint Use of Education Facilities.** Provide a balanced system of parks and recreation facilities through joint use of facilities owned by school districts.
- **Policy 1.5: Multipurpose Open Space.** Design public facilities as multipurpose open space and recreation to serve the community’s infrastructure needs while preserving and enhancing open space and water features. Prioritize the use of existing basins for existing areas and for future areas prioritize the development of separate park facilities available year-round.
- **Policy 1.6: Linkages.** Link open space, parks, and recreation facilities by incorporating flood control channels into the City’s bicycle and trail system.
- **Policy 1.7: Sustainability.** Develop new and maintain existing parks and recreation facilities to achieve fiscal and environmental sustainability.
- **Policy 1.8: Funding.** Require new development to provide pocket and neighborhood parks, dedicate land for area parks, and pay impact fees for community and regional parks. Require new development to establish lighting and landscape maintenance districts to fund operations and maintenance.
- **Policy 1.9: Master Plan.** Periodically update the Parks Master Plan to direct the implementation of the City’s open space facilities.

Goal 2: Natural, agricultural, and historical resources that are preserved and promoted as key features for civic pride and identity.

Goal 3: A built environment that conserves and protects the use and quality of water and energy resources.

The 2014 General Plan Parks and Recreation Element includes a desired parkland standard of 4.9 acres of park/open space per 1,000 residents.⁸⁸ Currently, the City’s Parks Division maintains approximately 544 acres of City parks and landscaping.

Parks Master Plan

The Clovis City Council adopted the Parks Master Plan on April 16, 2018.⁸⁹ The purpose of the Master Plan is to assist the City in planning for growth of Clovis’ park system and recreational facilities over the next several years. The Master Plan facilitates the development of future public facilities, recreational programs, and services consistent with the vision and policies of the 2014 Clovis General Plan. The Parks Master Plan also provides a strategic guidance in the provisions of park services to develop, promote, utilize, manage, and maintain a functional park system in the City of Clovis. The Master Plan serves as a guide for future policy development, prioritize demand and opportunity, and as an action plan for the next five to ten years.⁹⁰

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

The City of Clovis recognizes its Park and Open Space Facilities in seven classifications: Pocket, Neighborhood, Area, Community, Regional, School, or Basin Parks.⁹¹

- ***Pocket Parks*** are the smallest park classification and add up to one acre in size. These parks are located in residential neighborhoods and planned for families and children. Typically, these parks provide picnic and sitting areas and should be accessible by foot or bicycle. Currently, the City has 1.5 acres of Pocket Parks made up of three locations.
- ***Neighborhood Parks*** range from one to two acres in size. These parks are tailored to the neighborhoods they serve and serve a broad range of individuals. The City has 66.5 acres of Neighborhood Parks, which amount to 59 parks. Three of these Neighborhood Parks—Harlan Ranch, Olive Tree Park, and Serenity Park—are maintained by Homeowner Associations.
- ***Area Parks*** are larger than Neighborhood Parks, and range from 3 to 20 acres in size. Area Parks provide amenities for multiple age groups and connect to neighborhoods via trails or sidewalks. The City has 11 Area Parks totaling 17 acres.

⁸⁸ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.15 – Recreation, page 5.15-12. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-15-Recreation.pdf>

⁸⁹ City of Clovis, 2018 Parks Master Plan. Web: https://cityofclovis.com/wp-content/uploads/2019/05/Clovis-Parks-Master-Plan-Final-3_19-18.pdf

⁹⁰ Ibid.

⁹¹ City of Clovis, 2018 Parks Master Plan, page 30.

- ***Community Parks*** range from 15 to 100 acres. The Community Parks are intended to meet a wide range of recreation and social needs focused on both passive and active recreation. The City has five Community Parks totaling 47 acres.
- ***Regional Parks*** are parks that service multiple cities, cross political jurisdictions, and exceed 100 acres in size. There are currently no existing Regional Parks in the City of Clovis.
- ***Basin Park*** are dual-use parks and are developed in partnership with Fresno Metropolitan Flood Control District. Basin Parks typically range from five to 20 acres and their uses are generally limited to dry periods due to their main priority as flood control facilities. There are currently three Basin Parks totaling 21.13 acres.⁹²
- ***School Parks*** are school sites used in concert with, or in lieu-of, other classes of parks to meet open space needs. The City maintains an “open gate” policy for Clovis Unified School District (CUSD) land and facilities available for recreational use after normal school hours and during the summer. There are approximately 271 acres of CUSD sites available for shared use.

The City’s Park Master Plan provides an inventory of all parks within the City of Clovis. A complete park data assessment and planned park site locator are also included in the City’s Park Master Plan document. During the preparation of the Parks Master Plan, several community representatives, as well as City Council members, requested to prioritize the development of a Citywide Dog Park Master Plan.⁹³ Currently, there are two dog parks under design, Letterman Dog Park and the expansion of the Sierra Bicentennial Dog Park. Features for the dog parks include, benches, waste receptacles, dog waste bag dispensers, drinking fountains, and a shade structure. Funding for the Dog Parks is being made available by the 2018 Parks Bond Act.

Within the City limits, Clovis manages four existing multi-purpose trail networks that connect Clovis’ neighborhoods. The multipurpose trails are planned for by the City and extended with new development within the planned trail areas. The four primary City trails include:⁹⁴

- **Clovis Old Town Trail** – extends north/south and northwest/southeast through the central and northwest area of the City
- **Dry Creek Trail** – extends northeast/southwest through the northwest areas of the City
- **Enterprise Trail** – extends northwest/southeast through the northern area of the City
- **PG&E Trail** – extends east/west, north of Bullard Avenue from Temperance Avenue to Fowler Avenue

⁹² City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.15 - Recreation. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-15-Recreation.pdf>

⁹³ City of Clovis, Planning and Development, Projects, Engineering, Dog Park Master Plan. Web: <https://cityofclovis.com/wp-content/uploads/2019/10/Dog-Park-Master-Plan-Oct-2019.pdf>

⁹⁴ City of Clovis, 2018 Parks Master Plan.

Existing City Park Facilities

According to the Parks Division, the City, along with various HOAs, own and/or operates three pocket parks, 59 neighborhood parks, 11 area parks, five community park, and three basin parks that total approximately 153 acres. City residents may obtain additional park and recreation information on the City's Parks website located at <https://cityofclovis.com/public-utilities/parks/>.

Nearly all City parks are equipped with tables, chairs and barbeques available for citizens and non-citizens of the City to rent for any special occasion. Park facility reservations may be made online or in person at the Public Utilities Department headquarters, between 7:00 a.m. and 3:00 p.m. Monday through Friday. Clovis residents can make reservations up to 90 days in advance. Non-residents can make reservations up to 30 days in advance. The City of Clovis maintains 1.5 acres of pocket parks and 66.5 acres of neighborhood parks. The following list provides the pocket parks' and neighborhood parks' names and locations:

1. Town & Country 2 – south of Lester Avenue at Douglas Avenue
2. Northwood – northeast corner of Cromwell and Joshua Avenues
3. Williamsburg II – Citadel and Decatur Avenues
4. Birchwood – southwest corner of Chennault and Helm Avenues
5. Blackhorse II – northeast corner of Birch and Marion Avenues
6. Monte Vista 26 – Fir Avenue between Fordham and Stanford Avenues
7. Been – south of Magill Avenue between Helm and Cindy Avenues
8. Helm Holland – Helm and Holland Avenues
9. Kiwanis – southeast corner of Barstow and Villa Avenues
10. Fifth Harvard – Fifth Street and Harvard Avenue
11. Music Avenue – Music Avenue, north of Estabrook Avenue
12. Camden – southeast corner of Redington Avenue and Hampton Way
13. Riordan – east of Clovis Avenue at Vermont Avenue
14. TR 5486/Harlan Ranch 1 – southeast corner of Pamela and Prescott Avenues
15. TR 5486/Harlan Ranch 2 – south of Prescott Avenue
16. TR 5613/Harlan Ranch 7 – Serena Lane
17. Sunriver – east of Filbert Avenue
18. Tenaya Sun Ranch – Caesar and Magill Avenues
19. Bullard/Fifth Couplet – Bullard Avenue and Fifth Street, east of Sunnyside Avenue
20. West End Couplet – Bullard Avenue and Fifth Street, west of Clovis Avenue
21. Liberty – northeast corner of Fifth Street and Hughes Avenue
22. Private 3 – southwest corner of Fairmont Avenue and Hornet Avenue
23. Arrowhead – corner of Kaweah Avenue and Redington Avenue
24. Harland Ranch 3 – Everglade and Sanders Avenues
25. Harland Ranch 5 – south side of Everglade Avenue
26. Harland Ranch 6 – south side of Everglade Avenue
27. Town & Country 1 – north side of Everglade Avenue between Burgan and Burl Avenues
28. Woods – Powers Avenue between Dartmouth and Perry Avenues
29. Pinnacles – west side of Villa Avenue between Powers and Lester Avenues
30. Rancho Paloma II – Decatur Avenue between Burgan and North Ash Avenues

31. Cambridge Colony – south side of El Paso Avenue between Harvard and DeWitt Avenues
32. Quail Hollow – Goshen Avenue between Homsy and Orangewood Avenues
33. Monte Vista 31 – northeast corner of Birch and Fordham Avenues
34. Fox Run – Wrenwood and Park Avenues
35. Westcal – Roberts Avenue between McKelvy and Magnolia Avenues
36. Monte Vista 21 – northwest corner of Lincoln and Pistachio Avenues
37. Monte Vista 10 – northwest corner of Dennis and Holly Avenues
38. Silverton 2 – northeast corner of Keats and Magnolia Avenues
39. California Countrywood – San Jose Avenue between Coventry and Carson Avenues
40. Summit 5 – southwest corner of Holland and Carson Avenues
41. Summit 4 – southwest corner of Hampton and Hornet Avenues
42. TR4194/Seville – northeast corner of Bellaire and McKelvy Avenues
43. Palmira – Redington and Maine Avenues
44. TR5484/Los Arbolitos – northeast corner of Santa Ana and Twinberry Avenues
45. East West – Holland and Maine Avenues
46. TR5264 – Venice and Miramar Avenues
47. TR5539/Harlan Ranch 4 – southeast corner of N. Chesterfield Lane and Barclay Square
48. TR4958/Countryside – southeast corner of Richmond and Adler Avenues
49. Loma Vista – Blackwood and Finchwood Avenues
50. Linear 6 – along Gibson Avenue
51. Linear 5 – along Gibson Avenue
52. Linear 4 – along Escalon Avenue
53. Linear 2 – east of Temperance Avenue along unnamed street within Harlan Ranch
54. Linear 1 – between Everglade and Powers Avenues
55. Linear 3 – intersection of Deauville Circle
56. Granville Park – southwest corner of Carson and Vermont Avenues
57. Camden Pace Park – southeast corner of Hampton Way and Redington Avenue
58. Gallery Park – Hampton Way and Marengo Avenue
59. Grove Park – southwest corner of Wrenwood and Encino Avenues
60. Bunny Park – N. Sanders and Sussex Avenues
61. Regent Park – Pontiac and Saginaw Avenues
62. Chadwick Park – Saginaw and Descanso Avenues

City of Clovis maintains 11 acres of Area Parks and five acres of Community Parks. The following list provides the Area Parks' and Community Parks' names and locations:

1. Deauville – northwest corner of Temperance and Deauville Avenues
2. Stanford El Paso – southwest corner of El Paso and Stanford Avenues
3. Cottonwood – southwest corner of Alluvial and Clovis Avenues
4. Treasure Ingmire – southwest corner of Clovis and Sierra Avenues
5. Thorburn – Alamos and Coventry Avenues
6. San Gabriel – south of Gabriel Avenue, west of Adler Avenue
7. Gettysburg – east of Burl Avenue, north of Richert Avenue
8. TR4248/Westcal II – southeast corner of Dakota and Baron Avenues
9. Pasa Tiempo – northwest corner of De Wolf Avenue and Barstow Avenues

10. Harlan Ranch Recreation Center – northeast corner of Harlan Ranch and Dara Avenues
11. Railroad – northeast corner of Alluvial and Peach Avenues
12. Dry Creek – northeast corner of Alluvial and Clovis Avenues
13. Letterman – west of Villa Avenue, south of Bullard Avenue
14. Sierra Bicentennial – west of Sunnyside Avenue, south of Herndon Avenue
15. David McDonald Park – northeast corner of Temperance and Sierra Avenues
16. Dry Creek Trailhead Park – southwest corner of Sunnyside and Shepherd Avenues

City of Clovis jointly maintains 21 acres of Basin Parks in agreement with the Fresno Metropolitan Flood Control District. The following list provides the three Basin Park names and locations:

1. Basin IE – north of Ashlan Avenue at Fordham Avenue
2. Helm Ranch Community Park (Basin S) – northwest corner of Ashlan and Minnewawa Avenues
3. Rotary Basin – southeast corner of Barstow and Villa Avenues

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

Staffing Level

The Division operates within City of Clovis’ Public Utilities Department. One Park Manager oversees the operation of the Division, and he/she reports to the Assistant Public Utilities Director.

The Park Manager is assisted by 25 professional employees identified in the following classifications:

Occupation	Total Number of Employees
Administrative Assistant	1 part-time
Engineer	1 part-time
Assistant Public Utilities Director	1 part-time
Maintenance Workers/Senior Maintenance	13 full-time
Management Analyst	1 part-time
Principal Office Assistant	1 part-time
Parks Maintenance Lead	3 full-time
Parks Maintenance Lead	3 full-time
Parks Manager	1 full-time
Utility Worker	7 full-time

The City's Landscape Maintenance District (LMD) provides funding for the ongoing maintenance of parks, greenbelts, streetscape, urban forest, and lighting systems located within the LMD for the enjoyment of the citizens of Clovis. Approximately 62 percent of the City's landscaped acreage is within the LMD.

Park Facility Funding

The Parks Division is responsible for maintaining all City parks, trails and lighting, street landscaping, trees, and numerous recreational facilities. The goal of the City's Park Division is to maintain recreation facilities, streetscape, parks and other landscape open space area, City trees, and building ground facilities at a reasonable cost to its citizens and maintain facilities at the best possible condition proportionate with available funding resources.

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

In addition, the City of Clovis Landscape Maintenance District No. 1 (LMD) was established in July 1985 in accordance with the Landscaping and Lighting Act of 1972. The purpose of Clovis' LMD is to levy a special assessment tax to fund the ongoing operation and maintenance cost of the City's landscaped areas and interior parks benefiting the community. The City's operation and maintenance fee funds the mowing, edging, fertilizing, weed control, irrigation system, pruning, plant replacement, and facility lighting. The LMD also accounts for the replacement of aged playground equipment.

Consistent with the City's Engineering Report, the City sets an annual assessment tax for all properties within the LMD boundaries to levy the tax on the annual property tax bills. Each annexation to the district is required to go through an individual assessment so that the cost of maintenance of landscape or park areas will be borne entirely by the benefit area that is being developed and annexed into the LMD. Information provided by City staff indicates that the City's LMD has sufficient revenues and fee adjustments to cover the cost of operations and maintenance of the City's park facilities.⁹⁵

According to the Parks Division and the City of Clovis' budget for Fiscal Year 2022-23, the Parks/Landscape Maintenance budget accounts for the following items:

- Total Parks/Landscaped areas (in acres) maintained, as of July 1, 2023 – 544 acres
- Maintenance cost per acre per year – estimated to be \$12,000
 - Park/Landscaped area (in acres) maintained by the City's General Fund – 212 acres
 - Maintenance cost per acre per year – \$9,434
 - Park/Landscaped areas (in acres) maintained by the LMD – 348 acres
 - Maintenance cost per acre per year – \$12,356

According to the City's FY 2022-23 revised budget, the City's Parks Division has a budget of \$6,886,400. The Division's main sources of revenue include state grants, facility reimbursements, planning and

⁹⁵ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.15 - Recreation. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-15-Recreation.pdf>

procession fees, engineering processing fees, user fees, miscellaneous fees, and general fund-discretionary. For FY 2022-23 the Division anticipated the following revenues:⁹⁶

Items	Amount
Rents & Concessions	\$6,000
Facility reimbursements	\$88,000
Planning & Processing fees	\$30,000
Engineering Processing Fees	\$30,000
User Fees	\$4,730,000
Miscellaneous Income	\$10,000
Discretionary Funds	\$2,003,4000

The City's LMD budget for professional services amounted to \$4,693,000. The maintenance district generates revenue solely from user fees.⁹⁷

City Parks Division five-year outlook suggest several of the benefit zones have accumulated sufficient reserves and are adjusted annually, if needed, to coincide with maintenance costs. Some of the benefit zones still need to build reserves.

The LMD as a whole continues to have adequate reserves to carry it through 2023. Benefit zones without the capability of an automatic assessment will periodically require an assessment increase election.⁹⁸

Demand/Service Adequacy

The Quimby Act of 1975, as established in state law, allows cities and counties to establish a standard of three acres of local parkland per 1,000 people. The Clovis 2014 General Plan establishes a goal of four acres of parkland per 1,000 residents, which exceeds the requirement set forth by the California's Quimby Act.

Based on the City's recent population estimate of 124,556 residents and the park goals set forth by the 2014 General Plan, the City is working successfully toward meeting the park area goals. Currently, the City has 81 designated City parks that total approximately 173 acres. Clovis' existing park deficit is approximately 267 acres of parkland space. The goal for future planning increases the park area to approximately 380 acres and substantially increases the number of trails.⁹⁹

The City's Parks Master Plan notes that by incorporating the estimated 135 acres (50%) of the school recreation facilities into the City's parkland inventory provides a ratio of 2.78 acres to 1,000 residents, much closer to the City's 2014 General Plan goal. By doing so, additional Open Space and Recreation Area owned by Clovis Unified School District would enable the City to be much closer to meeting its goal.

⁹⁶ City of Clovis, 2022-23 Annual Budget, pages 173-175.

⁹⁷ Ibid.

⁹⁸ Ibid.

⁹⁹ City of Clovis, 2018 Clovis Parks Master Plan, page 46. Web: https://cityofclovis.com/wp-content/uploads/2019/05/Clovis-Parks-Master-Plan-Final-3_19-18.pdf

Implementation of the City’s 2014 General Plan update would allow for substantial population growth and increased use and demand on existing parks and recreational facilities. The projected increase in population from the proposed project would lead to additional demands on parks and recreational facilities in both the 2035 and full buildout scenarios. A total of 745 acres of park land are designated within the City’s SOI and notwithstanding the City’s plans for these facilities, developing the needed long-term capital and maintenance funds is critical to the success of the City’s vision. Thus, the Quimby Act establishes a funding mechanism for parkland acquisition for all local jurisdictions.

The Clovis Municipal Code requires that developers must dedicate parkland or pay in-lieu fees to enable the City to acquire a ratio of 4.0 acres of parkland per 1,000 residents. All future parks are expected to be funded through the City’s General Fund, the Clovis LMD No. 1, state and federal grants, and development impact fees, as outlined in the City’s Park Acquisition and Development Fee Program, per Section 3.4.03 of the City’s Municipal Code.¹⁰⁰

Table 3. Park Acquisition and Development Fees

Land Use Type	Fee
Residential	\$3,230 per unit
Retail	\$0.48 per building SF
Office	\$0.89 per building SF
Industrial	\$0.44 per building SF
Source: City of Clovis Master Development Fee Schedule, Effective July 15, 2013.	

The Clovis 2014 General Plan land use diagram also proposes future trails and green belt paths along SR-168 towards Harlan Ranch, throughout Loma Vista (Dog Creek Trail, Jefferson Trail, Enterprise Trail, Loma Vista Paseos), along the City’s southern boundary (Gould Trail), and in the Northwest Urban Center to connect to the existing Dry Creek Trail.

According to the Clovis 2014 General Plan, the City’s projected full buildout beyond 2035 would result in an estimated population growth of up to 294,300 additional residents. According to the proposed parkland standard, the City would require 1,177 acres of parkland at full buildout to meet the needs of the larger population. As such, the Clovis 2014 General Plan land use diagram designates 2,328 acres of parkland at full buildout which amounts to a park land ratio of 7.91 acres per 1,000 residents.¹⁰¹

Infrastructure Needs

The City’s FY 2022-23 budget outlines facility improvements for the City’s Parks Division. The following infrastructure needs are anticipated to receive funding through a combination of the City’s General Fund, State grant funds, and user fees. The following infrastructure needs include, but are not limited to, the following items:

- Park property acquisition – acquire property for the future development of City park sites and trails (development fees)

¹⁰⁰ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.15 - Recreation. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-15-Recreation.pdf>

¹⁰¹ Ibid.

- Park improvements – City participation in miscellaneous projects and unforeseen expenses that are development related
- Sierra Bicentennial Park/Sunnyside and Sierra
 - modify and improve existing sports field per Master Plan (contingent upon funding)
 - modify and improve existing dog park (Park Bond Act per capita grant funded)
- Letterman Park – install a dog park on the existing park site (Park Bond Act per capita grant funded)
- Sierra and Temperance
 - grade site and install turf, trees, irrigation, security lighting, hardscape, and structures (contingent upon grant funding and community contributions)
 - construct playlot with play equipment (development fees)
 - construct cover over stage (contingent upon grant funding and FMFCD participation)
- Regional Park Northeast Area
 - develop a Master Plan for a City of Clovis regional park site (development fees)
 - develop facilities, including lighting, for soccer fields and baseball diamonds (contingent upon funding)
- Railroad Park/Peach and Alluvial – install a fitness workout station (contingent upon funding)
- Basin 1E/ Ashlan and Gould
 - construct baseball and soccer facilities, irrigation, trees, and turf (development fees and FMFCD participation)
 - install recreation fields and parking lot ramps (development fees and FMFCD participation)
 - construct restroom (contingent upon grant funding)
 - construct sport lighting (contingent upon grant funding)
- Trail System Survey – bike and pedestrian survey and counting data for the Clovis trail system (Measure C funded)
- Trail Counter Display – install bike and pedestrian counting display on the Clovis trail system (Measure C funded)
- Clovis Old Town Trail – construct a handicap unisex restroom adjacent to Fire Station 3 for trail users to alleviate use of Station restrooms (contingent upon funding)
- Dry Creek Trail/Willow to Old Town Trail – complete unfinished portion of trail (contingent upon grant funding)
- Dry Creek Trail Lighting/Minnewawa to Cottonwood Park – install lighting along trail (contingent upon grant funding)
- Dry Creek/Enterprise Canal Trail Connection – construct connection between the two existing trail west of Fowler (Measure C funded)
- Enterprise Canal Trail – complete unfinished portion of the trail on the bank of canal east of Sunnyside
 - contingent on an agreement with Fresno Irrigation District (contingent upon Measure C funding)
- Gould Canal Trail (Peach to Minnewawa) – grading and surface improvements to the canal bank to be used as a trail (contingent upon CDBG funding)
 - purchase property for the future development of Gould Canal Trail (development fees)

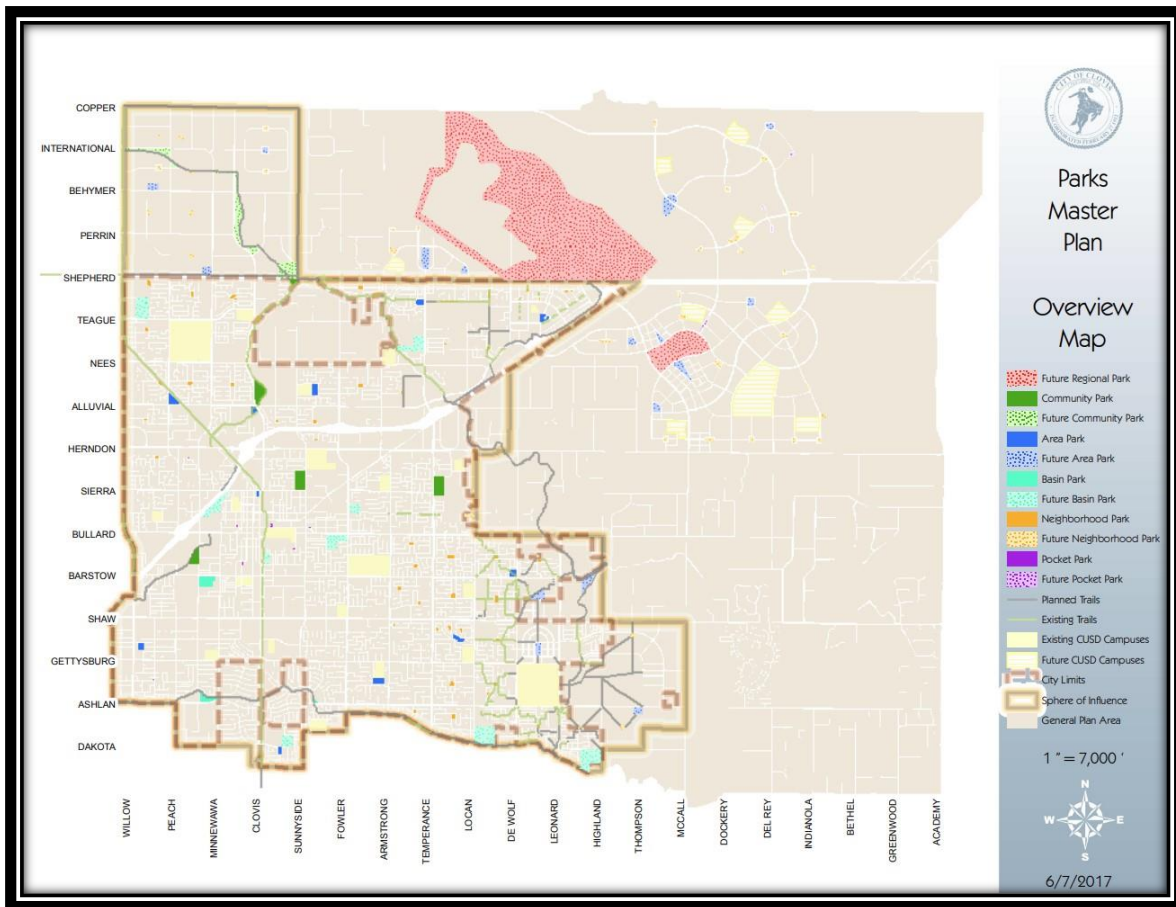
- Sierra Gateway Regional Trail (Shepherd to DeWolf Phase II) – install trail lighting (contingent upon grant funding)
- SR168/Enterprise Canal Pedestrian Bridge (Phase II-Final Design, Phase III-Construction) – construct Pedestrian bridge over SR-168 east of Temperance along the Enterprise Canal Trail (contingent upon funding)

Joint Power Agreements for Parkland Space

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

Combining the City’s 158 acres of parkland and 135 acres of CUSD facilities, the City has a total of 293 acres of developed parkland contributing toward the parkland standard. Per the City’s 2014 General Plan, an estimated population for the Clovis area is 124,556. The City is required to provide approximately 498 acres of parkland, which results in a parkland deficit of approximately 205 acres. As mentioned previously, the Clovis 2014 General Plan Update introduced a new parkland standard of four acres per 1,000 residents. As evaluated by the General Plan Update EIR, a total of 745 acres of parkland are designated and assumed to develop within the City and SOI in the 2035 scenario using a population forecast of 184,100. The proposed parkland would equate to 4.05 acres per 1,000 residents under the 2035 scenario, which achieves the City’s proposed parkland standard.

Figure 5. Parks Master Plan Map



Agriculture Preservation

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

Prime Agricultural Land

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

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

In contrast, the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act provides a reasonably close definition for PAL that coincides with criteria given in GC sec. 51201.¹⁰² CKH defines PAL as an area of land, whether a single parcel or contiguous parcels, that has not been developed for a use other than an agricultural use and that meets any of the following qualifications:

- (a) Land that qualifies, if irrigated, for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, whether or not land is actually irrigated, provided that irrigation is feasible.
- (b) Land that qualifies for rating 80 through 100 Storie Index Rating.
- (c) Land that supports livestock used for the production of food and fiber and that has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agriculture in the National Range and Pasture Handbook, Revision 1, December 2003.

¹⁰² Government Code Sec. 56064 “Prime agricultural land”

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

Agriculture Land

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

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

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

Clovis' *Plan Area* boundaries included approximately 10,199 acres of land designated as agriculture use, of which 9,810 acres of land is located outside the adopted Clovis SOI.¹⁰³ For the purpose of this section of the MSR, LAFCo narrows its agricultural land analysis to locations primarily identified within the City's adopted SOI and proposed SOI revision.

The Clovis SOI encompasses 22,592 acres, of which 16,852 acres are inside Clovis' City limits. Currently, there are 5,130 acres of land outside of Clovis' City limits and inside the Clovis SOI. The 2014 Clovis General Plan designates urban land uses for all territory identified within the Clovis SOI. No agricultural land use designations exist inside Clovis' incorporated limits.

Williamson Act Contracts

The California Land Conservation Act, or Williamson Act (WAC) was adopted in 1965.¹⁰⁴ The WAC was established to encourage the preservation of agricultural lands in view of the increase in trend toward their "premature and unnecessary" urbanization. The WAC enables counties and cities to designate

¹⁰³ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.2 – Agriculture and Forestry Resources.

¹⁰⁴ Government Code section 51200 *et seq.*, California Land Conservation Act of 1965.

agricultural preserves (Williamson Act lands) and offer preferential taxation to agricultural landowners based on the income-producing value. In return for the preferential tax rate, the landowner is required to sign a contract with the county or city agreeing not to develop the land for a minimum of 10 years. The contract is renewed automatically on its anniversary date unless a notice of nonrenewal or petition for cancellation is filed with the respective agency.¹⁰⁵

There are 1,382 acres of existing ag land within the Clovis SOI that are protected by WACs,¹⁰⁶ of which 1,365 acres are designated by the state as Prime Agricultural Land (PAL), while 17 acres are designated as non-PAL.

Of the total 1,365 acres identified as PAL within the Clovis SOI, 855 acres have filed non-renewal WAC notices with Fresno County, while 510 acres remain in PAL designations and have active WACs.¹⁰⁷ By landowners recording a nonrenewal or WAC cancellation form with Fresno County, a property owner is providing notice of their intent to exit a WAC. LAFCo observes that PAL is primarily located in Clovis' Northwest Urban Center Area, and incidental PAL designations are found in the City's Southeast Urban Center area – Loma Vista Specific Plan. None of the proposed territory is designated as PAL in Clovis' Shepherd North SOI revision request nor is it subject to an active WAC.

Open Space General Plan Designation

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

Agricultural Lands

While agricultural uses continue to dominate much of the regional landscape, only moderate amounts of agricultural land remains in production within the City's SOI and plan area, primarily in the eastern, southeastern, and southwestern areas. The Clovis 2014 General Plan Land Use Element currently identifies approximately 10,199 acres designated for agricultural use, approximately 9,810 acres in the entire plan area, and 389 acres of that in the existing SOI. Relative to total land area, 23 percent of the entire plan area is designated for agricultural use. No land in the City of Clovis is designated for agriculture land use.¹⁰⁸

Buildout of the General Plan Update would convert 3,206 acres of prime farmland, 1,834 acres of farmland of statewide importance, and 1,585 acres of unique farmland to nonagricultural land uses.¹⁰⁹ A majority of vacant land along the urban edge was actively cultivated agricultural land at one time, although

¹⁰⁵ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.2 – Agriculture and Forestry Resources. Web: <http://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-02%20AG.pdf?ver=2014-06-23-140407-560>

¹⁰⁶ Ibid.

¹⁰⁷ Ibid.

¹⁰⁸ Ibid.

¹⁰⁹ Ibid.

portions may have been purchased in anticipation of future urban expansion. In some instances, agricultural land uses were discontinued along the fringes of the City in anticipation of urban use. While the City of Clovis has adopted policies to discourage the premature conversion of agricultural land to urban uses, there is nothing to deter premature disinvestment in agricultural land.

Clovis General Plan 2035 Growth Scenario

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

Implementation of the City of Clovis General Plan Update in the 2035 scenario would convert all existing agricultural land within the Clovis SOI to urban use as planned for in the 2014 Clovis General Plan.¹¹⁰ The Clovis general plan’s environmental review document recognizes that the conversion of farmland is a significant and unavoidable impact on agricultural land, even after mitigation is employed. LAFCo recognizes that City policies exist which provide for a balanced approach to preserve prime agricultural land within the Clovis SOI.

The City has a policy that states, any project that includes 20 acres or more designated Prime Farmland, Farmland of Statewide Importance, or Unique Farmland shall be required to prepare or fund an agricultural resource evaluation prior to project approval.¹¹¹ Furthermore, the resource evaluation shall use generally accepted methodologies (such as the Land Evaluation and Site Assessment Model) to identify the potentially significant impact of the loss of agricultural land as well as the economic viability of future agricultural use of the property.

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

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

The 2014 Clovis General Plan provides the City’s goals, policies, and implementation programs that aim to sustain and preserve existing and future agricultural lands. The 2014 Clovis General Plan – Open Space and Conservation Element policy seeks to protect and preserve open space, productive agricultural areas, and environmental resources by aligning with the following General Plan goals and policies:¹¹²

¹¹⁰ Ibid.

¹¹¹ City of Clovis, General Plan EIR Mitigation Measure 2-1.

¹¹² City of Clovis, General Plan SCH#2012061069, adopted August 25, 2014. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Clovis-General-Plan-2014.pdf>

Goal 2: Natural, agricultural, and historic resources that are preserved and promoted as key features for civic pride and identity.

- **Policy 2.1: Stewardship.** Promote responsible planning and management of land and resources among property owners.
- **Policy 2.2: New development.** Encourage new development to incorporate on-site natural resources and low impact development techniques.
- **Policy 2.3: Visual resources.** Maintain public views of open spaces, parks, and natural features. Enhance views along roadways and trails. Preserve Clovis' view shed of the surrounding foothills and orient new development to capitalize on views of the Sierra Nevada.
- **Policy 2.4: Agricultural lands.** Preserve the city's agricultural legacy through the Agricultural land use designation, memorialize agricultural history and culture, and facilitate thoughtful conversion of lands to development.
- **Policy 2.5: Right to farm.** Support, encourage, and protect agricultural operations within Clovis and recognize their right to farm.
- **Policy 2.6: Biological resources.** Support the protection of biological resources through the conservation of high quality habitat area.
- **Policy 2.7: Native plants.** Encourage the use of native and climate-appropriate plant species and prohibit the use of plant species known to be invasive.
- **Policy 2.8: Urban forest.** Maintain and enhance a diverse and healthy urban forest on public and private lands.

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

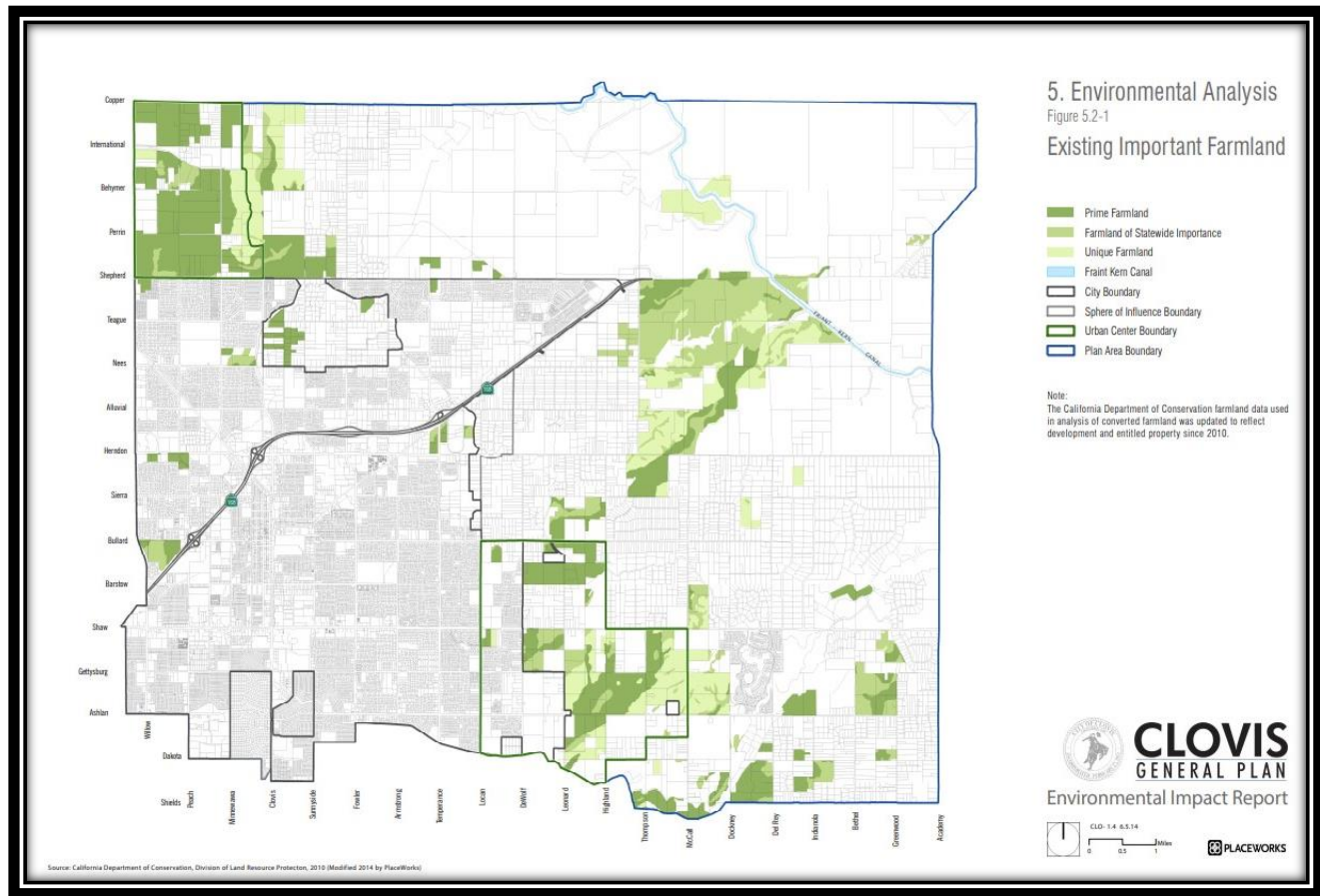
Fresno LAFCo Policy Standards for Annexation

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

Prior to filing an annexation application with the LAFCo, each city must pre-zone the subject territory consistent with the City's general plan for any land proposed to be annexed by the city or petitioners, as the case may be. Pre-zoning is the legal process of placing a city zoning designation by action of the City Council to unincorporated territory or a portion of territory outside the city limits. LAFCo's standards for

annexation also require each proposal demonstrate that development can be provided with all urban services and improvement or facilities necessary through a service plan. As such, annexations must be contiguous to existing city limits and do not create islands, and minimize creation of peninsulas and corridors, or distort jurisdictional boundaries.

Figure 6. Environmental Impact Report – Existing Important Farmland



Storm Water Drainage System

Service Overview

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

Fresno Metropolitan Flood Control District

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

FMFCD is authorized by statute to control storm waters within approximately 400 square miles of urban area and rural foothill watersheds, known as the Fresno County Stream Group.¹¹³ About 270 square miles of the service area lies within the area covered by the Fresno Area Regional Groundwater Management Plan.¹¹⁴ The FMFCD currently has three reservoirs, five planned regional flood control detention basins, and 163 local basins constructed within its service area, and/or locations that are in the planning phase. The FMFCD service area extends beyond the City of Clovis and City of Fresno's corporate boundaries.

FMFCD IS INVOLVED WITH THE NATIONWIDE URBAN RUNOFF PROGRAM (NURP) IN CONJUNCTION WITH THE ENVIRONMENTAL PROTECTION AGENCY (EPA). THE NURP WAS CREATED TO DETERMINE THE EXTENT THAT URBAN RUNOFF CONTRIBUTES TO WATER QUALITY PROBLEMS AND TO EVALUATE THE VARIOUS MANAGEMENT PRACTICES.

Within the metropolitan area, FMFCD is the lead agency for storm water quality management and has the primary responsibility for implementing a Storm Water Quality Management Program developed jointly with the City of Clovis, City of Fresno, County of Fresno, and California State University-Fresno. FMFCD monitors water deliveries for flood control/recharge basins and tests the chemical composition of sediments that collect in basins.¹¹⁵

¹¹³ Chapter 73 of the California Water Code Appendix, Special Legislation Enabling Act, Fresno Metropolitan Flood Control District.

¹¹⁴ Fresno Area Regional Groundwater Management Plan, adopted in December 2006.

¹¹⁵ Ibid.

Storm Drainage

FMFCD's first operational priority is the protection of people and property from flood damage and aims to conserve water by retaining storm water runoff in basins to facilitate storm water percolation; and cooperating with the Cities of Fresno and Clovis to direct imported surface water entitlements to District facilities for percolation. Additional information on FMFCD is provided in FMFCD's 2016 District Services Plan update.¹¹⁶

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

City of Clovis is situated within three major drainage stream areas known as Dry Creek, Dog Creek, and Redbank Slough. Dry Creek is located north of the City limits, and streams flow into the Herndon Canal located west of the City of Clovis and in the City of Fresno. Dog Creek is located south of the Dry Creek drainage area. Dog Creek is a tributary of Redbank Slough that discharges into Mill Ditch to the south of Clovis.¹¹⁷

FMFCD reservoirs are:

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

Storm waters within the City of Clovis are conveyed through a network of storm drains that are discharged into a series of 39 retention basins within the Clovis City limits, most of which provide drainage for one to two square-mile sections of the City of Clovis. Locations outside of the City limits and inside of the Clovis SOI drain into natural streams, and discharge into either Big Dry Creek Reservoir (north of the City) or Red Bank Dam (east of the City). The rural flood control system consists of facilities and operations which control the flow from several low elevation streams that drain a part of the west slope of the Sierra Nevada between the San Joaquin and Kings Rivers.¹¹⁸

Storm water runoff in the City of Clovis is conveyed through a system of street gutters, underground storm drains, retention/detention basins, pumping stations, and open channels that are maintained by FMFCD. The City of Clovis Public Utilities Department provides street, curb, and gutter maintenance, which are

¹¹⁶ Fresno Metropolitan Flood Control District, 2016 Services Plan Update SCH# 19911132. Web: <https://www.fresnofloodcontrol.org/wp-content/uploads/2022/09/Final-Subsequent-EIR-12-20-17.pdf>

¹¹⁷ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH# 2012061069, Section 5.9 – Hydrology and Water Quality. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-09-Hydrology-and-Water-Quality.pdf>

¹¹⁸ Fresno Metropolitan Flood Control District, 2013 District Services Master Plan Update Draft Initial Study, page 11. Web: <https://www.fresnofloodcontrol.org/wp-content/uploads/2022/09/Final-Subsequent-EIR-12-20-17.pdf>

components used to convey storm water into FMFCD’s storm drain inlets. Storm drainage infrastructure is expanded and/or improved with each new development within the City of Clovis. The City of Clovis consults with FMFCD on all development proposals made to the City to ensure adequate storm drainage is achieved with each development project.

FMFCD works with the City of Clovis, City of Fresno, and County of Fresno to design and size all flood control detention and retention basins to accommodate storm water from each basin’s drainage area based on land use patterns, drainage ways, and planned land uses identified in the Land Use Elements of each local agency’s general plan.

According to the Clovis 2014 General Plan, each FMFCD basin within the City limits has a current capacity to retain six inches of storm water runoff for a ten-day period, and infiltrate 75 to 80 percent of annual rainfall into groundwater basins.¹¹⁹ FMFCD’s basins are built according to design criteria that exceed the statewide Standard Urban Storm Water Mitigation Plan standards.

In addition to their flood control and water quality functions, many FMFCD basins are used for groundwater recharge with imported surface water during the dry season through contracts with the Fresno Irrigation District (FID) and the Cities of Fresno and Clovis; such recharge can total up to 29,575 acre feet per year.¹²⁰

Discharges of storm water to the storm drainage system within FMFCD’s Storm Drainage and Flood Control Master Plan areas must meet the requirements of FMFCD’s Fresno-Clovis Storm Water Quality Management Program (SWQMP) issued in 2013.¹²¹ The SWQMP was developed pursuant to Order No. R-5-2013-0080. The SWQMP provides the basis for compliance with the National Pollutant Discharge Elimination Systems (NPDES) Municipal Storm Water Permit. The cities of Clovis and Fresno, Fresno County, FMFCD, and California State University-Fresno are co-permittees on this permit.

Flood Hazards

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

Funding

Although FMFCD is independent from the City of Clovis, the City assists FMFCD to collect impact fees for each new project in the City. The City of Clovis Municipal Code requires that developers make a payment

¹¹⁹ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH# 2012061069, Section 5.9 – Hydrology and Water Quality. Web:

<https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-09-Hydrology-and-Water-Quality.pdf>

¹²⁰ Ibid.

¹²¹ Fresno-Clovis Storm Water Quality Management Program, December 2013. Web:

https://www.waterboards.ca.gov/centralvalley/board_decisions/adopted_orders/fresno/r5-2013-0080.pdf

of Local Drainage Fees to fund construction of local drainage facilities that are planned in the Fresno Metropolitan Flood Control District – Urban Storm Drainage System Master Plan before approval of a final subdivision map, or before the construction of any land development project.

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

Circulation and Street Maintenance Services

Service Overview

The Clovis Public Utilities Department performs street maintenance services on 500 miles of paved city streets. The specific services related to the maintenance and operations of these streets and bikeways are road maintenance, traffic paint and signage, concrete maintenance, traffic signals and street lighting, median islands and buffers, street trees, and street sweeping.

This section reviews Clovis' adopted policies, its circulation network, and its street maintenance program, and describes the City's circulation and maintenance services.

General Plan Goals

The City of Clovis' 2014 General Plan Circulation Element provides City goals and policies that comprise the operational standard for the Street Maintenance Unit. The following 2014 General Plan goals and corresponding policies summarize Clovis' Circulation Element that sets the vision for the City's complete street system and transportation network.

Circulation Element – Overarching Goal: A comprehensive and well-maintained multimodal circulation system that provides for the safe and efficient movement of people and goods.

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

Street Classification and Function

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

Two major functions of roadways are to provide mobility for through traffic and to provide direct access to adjacent properties. Roadways prioritize these two functions differently. For instance, arterial roadways prioritize the movement of traffic over access to individual adjacent properties, and local streets prioritize access to private properties over through movement. Roadways also provide bicycle and pedestrian access and allow for the circulation of non-vehicular traffic.¹²²

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

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

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

Street Maintenance

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

¹²² City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.16 – Transportation and Traffic. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-16-Transportation-and-Traffic.pdf>

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

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

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

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

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

The Public Utilities Department has an adopted residential street sweeping schedule that divides the City into 10 sweeping zones. The City sweeps residential zones twice a month, generally at the beginning and at the end of the month.¹²³ Clovis residents are encouraged to keep vehicles and other objects off the street on sweeping days during the hours of 6:00 a.m. to 2:30 p.m. The City also conducts leaf sweeping during the months of November and December to help clear the storm drains to ensure better drainage during the rainy season.

The Public Utilities Department works closely with the Planning and Development Services Department's Engineering Service Unit to coordinate projects that address infrastructure maintenance needs. The Engineering Service Unit administers the majority of the City's Capital Improvement Program projects and identifies funding resources, whether they are city or state grant funding. The Engineering Service Unit collects development impact fees pursuant to City policy. Within the Engineering Service Unit, the Special Projects team works with Clovis residents and neighborhoods to identify projects for funding in future budgets. Such projects include traffic signs, signals, street lighting, undulations, re-striping, traffic and safety concerns, and any other concerns addressing both vehicle and pedestrian traffic and safety.

¹²³ City of Clovis, Street Sweeping Schedule. Web: <https://cityofclovis.com/public-utilities/streets/sweeping-schedule/>

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

Concrete maintenance is another service provided by the City that is limited to the grinding of trip hazards. Sidewalk maintenance is the responsibility of the adjacent property owner.¹²⁴ As a condition of approval for new development, the City requires that new sidewalks be fully funded by development fees and be constructed by the developer. Property owners may be liable for injuries that result from a damaged sidewalk and are therefore responsible to monitor the condition of sidewalks and trees in their front yard. Property owners are advised by the City to contact the City about any major issues related to cracked sidewalks. The City offers a loan program to property owners, loaning up to \$2,500 to make necessary repairs.

Pedestrian networks and bicycle pathways are regularly maintained by the Public Utilities Department. According to the City, Class II bike lane maintenance is completed every year and bike lane stencils are refreshed every two years or as needed. Pedestrian and bikeway repairs are conducted 2-3 times per week in the winter and 1-2 times per week during the summer.¹²⁵ Major improvements such as pavement resurfacing, repair of uplifted sidewalk or pathway by roots, and other sidewalk issues are mitigated upon the request of the community. Similarly, lighting within pedestrian networks and bicycle pathways are maintained as needed, typically in response to community input. The City's goal is to restore lighting within two weeks of notice.

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

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

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

The City of Clovis informed LAFCo that the City's roadways meet the existing needs for public roadway facilities and services within the City and meet the minimum standard as identified by the 2014 General

¹²⁴ City of Clovis, Ordinance 13-08 – Chapter 7.9 Sidewalk Area Maintenance and Repair. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Ordinance-13-08.pdf>

¹²⁵ City of Clovis, Active Transportation Plan Draft, September 2023. Web: https://cityofclovis.com/wp-content/uploads/2023-10-19_Clovis-Active-Transportation_Final-Plan_rev.pdf

Plan Circulation Element. The City anticipates that it is able to meet probable needs for public roadway facilities and services as the City grows outward.

Circulation Rating and Planned Street Improvements

The Clovis 2014 General Plan Circulation Element provides policy direction for the development and maintenance of all modes of circulation: vehicular, pedestrian, and bicycle. These policies are organized into funded projects through the City’s adopted annual budget and capital improvement plan. Project priorities are established by comparing the Circulation Element performance goals with ongoing observations of roadway operations.

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

The City of Clovis and City of Fresno General Plans identify LOS-D as the lowest acceptable LOS. The County of Fresno allows LOS-D conditions within the sphere of influence (SOI) of Fresno and Clovis and strives to maintain LOS-C conditions for all other county roadways. An LOS-C is defined as traffic flow with speeds at or near free-flow speed. The freedom to maneuver within the traffic stream is noticeably restricted, and lane changes require more care and vigilance on the part of the driver.¹²⁶ In contrast, LOS-D is defined as travel speeds beginning to decline slightly with increasing flows and freedom to maneuver within the traffic stream is noticeably limited.

In many areas of Clovis, the City plans pedestrian and bicycle trails that are identified as multimodal pathways to be expanded in the future. City of Clovis adopted its Clovis Active Transportation Plan in October 2023, which identifies existing and planned bicycle facilities within Clovis including trails, bikeways, and paseos. The multimodal pathway system is designed to interconnect with Class I trails and bikeways in the City of Fresno and in a section of Fresno County. Other completed trails include facilities along Dry Creek, Enterprise Canal, Gould Canal, and the Old Town Trail. Class II bike lanes exist along portions of Alluvial Avenue, Armstrong Avenue, Ashlan Avenue, Barstow Avenue, Bullard Avenue, Clovis Avenue, DeWolf Avenue, Fowler Avenue, Gettysburg Avenue, Herndon Avenue, Highland Avenue, Leonard Avenue, Locan Avenue, Minnewawa Avenue, Nees Avenue, Peach Avenue, Shaw Avenue, Shepherd Avenue, Sierra Avenue, Sunnyside Avenue, Teague Avenue, Temperance Avenue, and Willow Avenue.

Planning and Development Services (PDS) is planning to utilize a combination of state and federal transportation grants, development impact fees, and special tax assessments to maximize the use of allocated funding for maintenance of city streets, traffic flow improvements, and leveraging local funds. In FY 2022-23, the City anticipates performing reconstruction, overlay, and widening on heavily-traveled roads, including:

¹²⁶ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.16 – Transportation and Traffic. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-16-Transportation-and-Traffic.pdf>

- **Alluvial Avenue** – from Sunnyside to Fowler (scheduled to begin design this FY and construction in FY 2024-25)
- **Armstrong Avenue** – from Bullard to Sierra (currently in design and scheduled construction later this FY)
- **Armstrong Avenue Improvements** – from Herndon to Alluvial Avenues (design scheduled for FY 2025-26 and construction in FY 2026-27) and from Alluvial to Nees Avenues (reconstruct/overlay street) (design scheduled for FY 2023-24 and construction in FY 2025-26)
- **Ashlan Avenue Improvements** – from Willow to Peach Avenues and from Temperance to Locan Avenues (reconstruct/overlay street); and De Wolf Avenue to Locan Avenue (reconstruct/overlay street)
- **Barstow Avenue Improvements** – from Fowler to Armstrong Avenues, from Villa to Minnewawa Avenues, from Sunnyside to Fowler Avenues, from Clovis to Sunnyside Avenues, from Willow to Villa Avenues (reconstruct/overlay street)
- **Bullard Avenue Improvements** – from Villa to Minnewawa Avenues and from Minnewawa to De Witt Avenues (reconstruct/overlay street/restripe)
- **Clovis Avenue Improvements** – from Shepherd to Teague Avenues, and from Sierra Avenue to Fifth Street (reconstruct/overlay street)
- **De Wolf Avenue Improvements** – from Bullard to Barstow Avenues (reconstruct/overlay street)
- **Fifth Street Improvements** – from Woodworth to Clovis Avenues (reconstruct/overlay street)
- **Fowler Avenue Improvements** – from Alluvial to Nees Avenues, from Ashlan Avenue to City limits / Leonard Avenue, and from Alluvial to Herndon Avenues (reconstruct/overlay street)
- **Gettysburg Avenue Improvements** – from Temperance to Armstrong Avenues and from Sierra Vista Parkway to Clovis Avenue
- **Herndon Avenue Improvements** – from Armstrong to Temperance Avenues, from Fowler to Temperance Avenues, and from Villa to Clovis Avenues (reconstruct/overlay street)
- **Locan Avenue Improvements** – from Bullard to Barstow Avenues and from Shaw to Barstow Avenues (overlay street)
- **Minnewawa Avenue Improvements** – from Alluvial to Herndon Avenues, south of Herndon Avenue, from Nees to Teague Avenues, from Barstow to Bullard Avenues, and from Gettysburg to Ashlan Avenues (reconstruct/overlay street/widening)
- **Nees Avenue Improvements** – from Clovis Avenues to Sunnyside Avenues and from Temperance to Locan Avenues (street widening/reconstruct/overlay street)
- **Peach Avenue Improvements** – from Shepherd to Teague Avenues, from Teague to Nees Avenues, Gettysburg to Ashlan Avenues, and from Ashlan to Dakota Avenues (reconstruct/overlay street)
- **Pollasky Avenue Improvements** – from Third Street to Sierra Avenue
- **Shaw Avenue Improvements** – from Armstrong to Temperance Avenues, from Temperance to Locan Avenues, and from Peach to Villa Avenues
- **Sierra Avenues Improvements** – from Willow to Peach Avenues and from Villa to Clovis Avenues (Overlay street)
- **Sunnyside Avenue Improvements** – from Nees to Alluvial Avenues, from Fifth Street to Barstow Avenue, from Third Street to Fifth Street, and Barstow to Shaw Avenues (overlay street/widening)
- **Teague Avenue Improvements** – from Minnewawa to Clovis Avenues and Willow to Peach Avenues (reconstruct/overlay street)
- **Temperance Avenue Improvements** – from Herndon Avenue to SR168, from Bullard to Barstow Avenues, and from Alluvial to Herndon Avenues (reconstruct / overlay street)
- **Third Street Improvements** – from Clovis to Tollhouse Avenues (curb & gutter)

- **Tollhouse Improvements** – from Herndon to Temperance Avenues, from Fowler to Armstrong Avenues, and from Sunnyside to Fowler Avenues (overlay street)
- **Villa Avenue Improvements** – from Gettysburg to Swift Avenues (overlay street)
- **Willow Avenue Improvements** – from Sierra to Herndon Avenues, from Sierra to Bullard Avenues, from Bullard to Barstow Avenues, and from Shaw to Barstow Avenues (Reconstruct / overlay street)

In FY 2022-23, the Public Utilities Department budget allocated \$17,832,000 to planned street maintenance projects throughout the City of Clovis.

Pedestrian and Bicycle Pathways

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

The Clovis ATP is guided by the following City vision:

“A city with a complete and connected network of trails, walkways, and bikeways that provides convenient and intuitive connections to key destinations and supports travel within and between neighborhoods. The network improves quality of life by encouraging walking and bicycling for transportation and recreation.”¹²⁷

The ATP classifies pedestrian and bicycle pathways, and identifies opportunities to improve existing facilities and build new facilities in such a way that bicycle and pedestrian users are more prominently considered.

The City's pedestrian network is comprised of the following parts: a shared trail/pathway network on Class I trail (described below), a network of paseos, and a network of sidewalks on the shoulder of existing City streets. Recommended improvements to the City's pedestrian network are identified in the ATP after conducting a citywide sidewalk network gap analysis.

Pedestrian walkways include a network of designated sidewalks, marked crosswalks, and curb ramps. The curb ramps provide wheelchair access on and off existing sidewalks and nearly all curb ramps include yellow truncated dome pads to alert visually impaired pedestrians of the exits or entrance to street crossings.

Class I trails are paved, shared-use paths intended to accommodate bicyclists including children, families, and less confident bicyclists, as well as pedestrians. Class I trails follow existing waterways and greenways and are a component of a community path system separate from motor vehicle traffic. Motorized vehicles are not permitted on shared-use paths except for City-authorized maintenance work. Major Class I trails include Dry Creek Trail, Old Town Trail, Enterprise Trail, and the Sierra Gateway Trail.

¹²⁷ City of Clovis, Active Transportation Plan Draft, September 2023. Web: https://cityofclovis.com/wp-content/uploads/2023-10-19_Clovis-Active-Transportation_Final-Plan_rev.pdf

Class II bike lanes are portions of the roadway defined for the preferential or exclusive use of bicyclists by striping, signage, and pavement markings, and are located on major arterials and collectors. Class II buffered bicycle lanes are proposed portions of roadway which require additional roadway width but provide more separation between bicyclists and motorists. Installing Class II buffered bicycle lanes may also require additional studies to determine whether parking or lane removal, if required, is feasible.

Class III bike routes are on-street routes intended to provide continuity to the bikeway system. Bike routes are designated by signs or pavement markings and are shared by motorists. Class III neighborhood greenways, or “bicycle boulevards”, are proposed networks of local streets designated and designed to prioritize bicycle use. Neighborhood greenways utilize traffic calming measures such as speed humps, traffic circles, or curb extensions may be used to control speeds and reduce cut-through traffic.

Class IV separated bike lanes are within the street right-of-way and physically separated from motor traffic. By prohibiting pedestrians, Class IV separated bike lanes are distinct from both sidewalks and Class I trails. Separated bikeways can be either one-way or two-way. The long-term vision for bicycling may include upgrading existing or recommended Class II bike lanes and Class II buffered bike lanes to Class IV separated bike lanes where appropriate.

Paseos are trails that provide connections for walking, bicycling, and rolling within neighborhoods located in the southeast part of the City, as well as planned connections between existing paseos in the northeast and northwest areas. Community members of all ages can walk or bike along paseos which provide a protected, off-street travel option through tree-lined linear parks.

Street and Pedestrian/ Bicycle Pathway Demand

On September 26, 2013, Governor Jerry E. Brown signed legislation creating the Active Transportation Program (ATP) in the Department of Transportation (Caltrans). Statewide, the ATP was created to encourage increased use of active modes of transportation such as biking and walking. The program consolidates previous federal and state funded programs – Transportation Alternatives Program (TAP), Safe Routes to Schools (SRTS), and Bicycle Transportation Account (BTA). The ATP is administered by Caltrans, the Division of Local Assistance, Office of State Programs.¹²⁸

The City of Clovis reports its future demand of non-motorized means of transportation in its adopted 2023 Clovis ATP. The Plan defines a clear vision for the City’s active transportation network and proposes framework for implementing projects, programs, and policies for the next 20 to 25 years. The Clovis ATP supports walking, bicycling, transit, and use of other emerging modes of personal transport as alternatives to driving. The City expects that the ATP will position the City to secure available grant funding to fulfill projects that would reduce automobile trips and vehicle miles traveled.¹²⁹

The Clovis ATP expands on existing policies identified in the Circulation Element of the 2014 Clovis General Plan. Additionally, the 2023 Clovis ATP consists of several transportation planning documents previously adopted by the City, such as:

¹²⁸ Caltrans Active Transportation Program. Web: <https://dot.ca.gov/programs/local-assistance/fed-and-state-programs/active-transportation-program>

¹²⁹ City of Clovis, Active Transportation Plan Draft, September 2023.

- City of Clovis Active Transportation Plan (2016)
- Central Clovis Specific Plan (2016)
- Loma Vista Specific Plan (2003, 2015)
- Guidance for Uncontrolled Crosswalk Treatments (2016)
- Heritage Grove Design Guidelines (2016)
- Fresno-Clovis Class IV Bikeway Design Guide (2017)
- Clovis Standard Specifications (2020)
- Fresno Council of Governments Multijurisdictional Local Road Safety Plan (2022)
- Fresno Council of Governments Regional Transportation Plan (2022)
- Fresno Council of Governments Regional Active Transportation Plan (2018)

Table 4. Mileage of Existing and Proposed Bicycle Network by Facility Type

Facility Type	Existing (miles)	Proposed (miles)	Total (miles)
Trail (Class I)	23	27	50
Paseos	14	8	22
Bicycle Lane (Class II)	59	58	117
Buffered Bicycle Lane (Class II)	0	27	27
Neighborhood Greenway (Class III)	0	4	4
Bicycle Route (Class III)	<1	7	7
Total	96	131	227
Note: Bikeway mileage in terms of street centerline mileage; does not differentiate between streets with bikeways on one or both sides.			
Source: City of Clovis, Active Transportation Plan Draft, September 2023.			

Funding Resources

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

According to the FY 2022-23 Clovis budget, the Street Maintenance, Street Lighting, and Storm Drainage Units are funded through property taxes, special assessments, and available grant funding. For FY 2022-23, the Street Maintenance Unit budget amounted to \$2,857,300, the Street Lighting Unit amounted to

\$2,459,900, the Storm Drain Unit amounted to \$32,700, and the Landscape Maintenance District amounted to \$4,693,000.¹³⁰

The City of Clovis regularly pursues available transportation related grants, whether they are administered through local or state agencies. Most recently, several roadway and transportation improvement projects within Clovis have been funded by the Fresno County Transportation Authority (FCTA) with Measure C funds. In 1986, Fresno County voters passed Measure C, a half-cent sales tax aimed at improving the overall quality of Fresno County's transportation system, including the County and all 15 cities within the County. Measure C was renewed by the voters on November 6, 2006. The FCTA was created by the voters to administer the Measure C Program and ensure the revenue is received and distributed appropriately. The Measure C funds improve local roadways by repairing potholes and paving streets and sidewalks, ensure ADA compliance, and fund ride-share incentive programs and environmental enhancement programs that lessen the impact of emissions in the Central Valley.¹³¹

Approximately 68 percent of street maintenance is funded by impact fees and easement rental charges, and the remaining 32 percent is funded by gas taxes and Measure C. Street maintenance does not budget for any General Fund use. The 2022-23 fiscal year will focus on lane striping and sign replacement operations.¹³²

According to the FCTA's annual report for FY 2020-21, the City of Clovis has received the following Measure C revenue totals to date with interest in the following local transportation program categories: \$1,408,875.67 for street maintenance, \$46,529.58 for ADA compliance projects, \$1,362,330.60 as flexible funding, \$339,889.35 for pedestrian walkways and trails, and \$90,893.91 for bicycle facilities.

The City of Clovis used Measure C funding to make improvements including the widening of Herndon Avenue, traffic signal installation at Temperance Avenue and DeWolf Avenue, and constructing a six-lane divided expressway on Shaw Avenue from DeWolf Avenue to McCall Avenue with traffic signals, curb and gutters, and other major improvements.

Additional Measure C projects that have begun or are anticipated to begin construction include a bike and pedestrian survey and counting data for the Clovis trail system, a bike and pedestrian counting display on the Clovis trail system, a connection between Dry Creek trail and Enterprise Canal trail west of Fowler, sealing and pavement rejuvenation of various city streets and trails prioritized using the Pavement Management System, installation of wheelchair accessible (ADA) ramps at various locations, and reconstruction, overlay, and widening of city streets. Several projects slated for construction and improvement are contingent of Measure C funding.¹³³ In November 2022, a ballot item for an extension and continuation of Sales Tax Measure C was defeated by failing to obtain a two-thirds vote for approval.

¹³⁰ City of Clovis, 2022-23 Annual Budget.

¹³¹ Fresno County Transportation Authority, Measure C Annual Report for Fiscal Year 2020-21. Web: https://measurec.com/wp-content/uploads/2022/10/MEC12047_2021_Annual_Report_FNL9_8.5x10.25-web.pdf

¹³² City of Clovis, 2022-23 Annual Budget.

¹³³ Ibid.

Staff Levels

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

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

The Street Maintenance Division is operated by the following employees under these categories:

Occupation	Number of Employees
Administrative Assistant	1 part-time
Assistant Public Utilities Director	1 part-time
Engineer I/Engineer II, Civil Engineer	1 part-time
Senior Engineer Inspector	1 part-time
Maintenance Lead Workers	2 full-time
Maintenance Workers / Senior Maintenance Workers	9 full-time
Management Analyst	1 part-time
Principal Office Assistant	1 part-time
Staff Analyst	1 part-time
Street Maintenance Manager	1 full-time
Supervising Civil Engineer	1 part-time
Utility Workers	2 full-time

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

- Signage and street surface maintenance
- Temporary repairs of curbs, gutters, sidewalks, and ramps
- Surface repair and restriping of streets and bike paths
- Tree trimming, landscape, and replanting of vegetation
- Streetlights, signals, and lighting maintenance work
- Median island and landscape service for lighting maintenance districts and service community facility districts
- Street sweeping

Challenges

Many streets in the City are reaching their maturity and will require significant attention over the next five years. These streets were installed in the ‘60s, ‘70s, and ‘80s, and while preventative maintenance has done much to prolong their life, many need more costly overlay or reconstruction. This will require focused effort by both the Street Maintenance Division and Engineering Division to ensure that all

available funds are allocated where the most benefit will be derived. The City’s strategy is to allocate these limited resources in a manner that maximizes the average Pavement Condition Index (PCI), rather than fixing the worst streets first. The City will continue to use preventative maintenance methods such as rubberized asphalt cape seals to keep the overall Pavement Condition Index as high as possible and to maximize the limited funds available.¹³⁴

Public Transportation Services

Service Overview

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

Transit System

The Transit Section manages the City's Stageline and Roundup transportation programs. Stageline is a fixed-route public transit program (meaning that buses operate along a prescribed route according to a fixed schedule). The City maintains approximately 114 Stageline bus stops, 23 of which have shelters with a bench, and an additional 51 stops with a bench only. In contrast to Stageline, Roundup is a demand-responsive paratransit service for members of the disabled community.

Maintenance and Inspection

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

Each Clovis transit vehicle is inspected for safety and maintenance in compliance with California Highway Patrol inspection protocol every 45 days or 3,000 miles, whichever comes first. Emergency maintenance service calls are addressed as soon as the incident is reported to the Maintenance Division.¹³⁵

The City of Clovis owns 30 buses, ten wheelchair accessible vans, two regular mini-vans, two large 7-passenger wheelchair accessible vans, a 26-passenger trolley, and two zero-emission battery electric shuttle buses that are operating as part of a pilot project. Roundup operates 17 buses, twelve wheelchair accessible vans, while Stageline uses 13 lift-equipped buses and two vans for driver switch-out, and the

¹³⁴ Ibid.

¹³⁵ Fresno Council of Governments, Triennial Performance Audit of Clovis Transit Services, FY 2012-13 - FY 2014-15, January 2017.

trolley is used as a rental for special events.¹³⁶The two zero-emission buses are used in both Stageline and Roundup service.

Stageline Bus Service

Stageline provides public transportation within the City limits on two fixed-routes and two specified connection routes to accommodate school transportation and students at California State University, Fresno. The two specified routes operate early morning and late afternoon to accommodate student ridership. Stageline operates on 30-minute headways. A route-redesign project is underway and will result in a complete revision of Stageline routes with the goal of providing efficient, direct service along major street corridors within Clovis and part of Fresno.

Stageline operates 13 lift-equipped buses, two vans for driver switch-out and a trolley for special events as a rental.¹³⁷ All Stageline buses have bike racks that can accommodate two bicycles at a time. Stageline operates approximately 303 days a year throughout the City of Clovis and with limited availability in some areas of the City of Fresno and the County of Fresno. Stageline does not operate on Sundays and specific holidays, which accounts for 62 non-operation days.¹³⁸

Stageline's bus rides are free for everyone. Transfers to FAX buses are not issued. Additionally, Stageline bus stations connect within minutes to and from three of FAX's routes located in Clovis. FAX Bus Route 9 currently provides service to Clovis residents. Clovis reimburses FAX through a formal contract with the City of Fresno.

Stageline offers various programs including public outreach and multilingual material and advertisements. Assistance with boarding or exiting, wheelchair securement, and lifts are available from bus drivers when necessary or upon request. Google Maps provides interactive trip planning and route assistance for Clovis Transit via website and app.

Roundup Bus Service

Roundup transit services provide door-to-door service to disabled Clovis residents.¹³⁹ Roundup is available to qualified passengers that are disabled or have physical disabilities and must submit an Americans with Disabilities Act (ADA) application to be approved for eligibility. Roundup consists of 17 lift-equipped fleet buses all on scheduled demand-responsive appointments. Roundup also operates twelve passenger vans, all of which are wheelchair accessible.¹⁴⁰ Qualified passengers may schedule transit services to and from anywhere within the City of Clovis and trips into Fresno.

Ride requests can be made up to 14 days in advance, but no later than the close of regular business one day before the ride date. Same-day appointments are available as time allows. Riders will be given an estimated time of arrival within a 30-minute window. Passengers may utilize a smart-phone app to book

¹³⁶ Fresno Short Range Transit Plan, 2018-2022.

¹³⁷ Stageline Passenger Policies. Web: <https://www.ci.clovis.ca.us/Departments-Services/Transit-Services>

¹³⁸ Holiday Schedule. Web: <https://clovistransit.com/holiday-schedule/>

¹³⁹ Consolidated Transportation Service Agency Operations Programs and Budget for FY 2018-19.

¹⁴⁰ Fresno-Clovis Metropolitan Area Short Range Transit Plan 2022-26.

rides and follow the movement of the bus in real-time. The driver will wait five minutes after arriving for the passenger after which the driver will leave to continue on-time service for other passengers.

Passengers ride free of charge on all Clovis Transit vehicles.¹⁴¹ Roundup operates Monday through Friday 6:00 a.m. to 7:15 p.m. and service to Fresno operates 7:00 a.m. to 5:00 p.m. Saturday and Sunday service hours are from 7:30 a.m. to 3:30 p.m. and limited to Clovis trips only.

A holiday schedule applies to the Clovis public transit schedules for both lines, affecting service hours with reduced route schedules or no service. Clovis Transit temporarily reduces hours of operation on Veteran's Day, the day after Thanksgiving, and Martin Luther King Jr. Day. Clovis Transit does not provide service on the following holidays – Independence Day, Labor Day, Thanksgiving Day, Christmas Day, New Year's Day, President's Day, Easter Sunday, and Memorial Day.¹⁴² Holiday schedules may include additional days of limited or no service in accordance with City holidays.

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

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

The Transit Division participates in video policing program with local law enforcement and each bus is equipped with five or six surveillance cameras.¹⁴³ During FY 17-18, utilizing Caltrans Proposition 1B Transit Safety and Security Grants, an outdated on-board camera/surveillance system was replaced with a new camera system with live video feed capabilities in all Clovis Transit buses and wheelchair-accessible vans. The initiative is serving as a deterrent to vandalism and other crimes. The system is web-based, which allows local law enforcement to have immediate access.¹⁴⁴

Organizational Structure, Staffing Level, and Committees

Day-to-day activities of the Transit Section are managed by a Transit Supervisor who reports all activities to the General Services Manager. The General Services Manager reports to the Director of General Services who, in turn, reports to the Clovis City Manager. The General Services Manager is assisted by 70 professional employees identified in the following classifications:

¹⁴¹ Clovis Transit. Web: <https://clovistransit.com/>

¹⁴² Holiday Schedule. Web: <https://clovistransit.com/holiday-schedule/>

¹⁴³ City of Clovis, Policies related to individual users of Clovis Transit Roundup services.

¹⁴⁴ Consolidated Transportation Service Agency, Operations Programs and Budget, FY 2018-19 Clovis Urban Area, May 2018.

Occupation	Number of Employees
Transit Supervisor	1 full-time
Transit Management Analyst (Operations)	1 full-time
Transit Management Analyst (Grants and Projects)	1 full-time
Administrative Office Assistants	1 full-time (principal), 4 part-time
Bus Drivers	16 full-time, 24 part-time
Van Drivers	16 part-time
Lead Bus Drivers/Trainers	4 full-time
Transit Dispatcher	2 full-time
Bus Washer/Maintenance	3 part-time

The General Services Manager of the Community Services Division is responsible for managing the day-to-day operations of the transit services, including scheduling workshops and driver training. According to Fresno Council of Government's (COG) most recent Triennial Audit Recommendation on Clovis' Transit System, the City of Clovis should establish a formal on-going training program for its transit employees in anticipation of the new transportation hub and continue their education with regard to the Americans with Disabilities Act.¹⁴⁵ The Transit Division operates and maintains 40 transit vehicles operated by Stageline and Roundup.¹⁴⁶

In addition to the Transit Section staff, the City of Clovis has two committees formed to provide input to the City's public transit decision-making process. The ADA Public Advisory Committee is a standing committee that consists of City staff and members of the public and make recommendations regarding transit ADA issues. The Social Services Transportation Advisory Committee ("SSTAC") consists of members from the public with varied interests and makes recommendations on policy and technical issues to the City of Clovis and to the Fresno Council of Government.¹⁴⁷

Transit Division Funding

The goal of the Transit Division is to provide a public transit system designed to meet the local transit needs of all community residents that is safe, dependable and accessible to all. Clovis Transit is funded through a combination of state funded Local Transportation Funds (LTF), State Transit Assistance (STA), local Measure C, and various state grants for special projects.

A substantial portion of the Transit Division's operational funding is derived from the City's share of the LTF. This source of revenue stream is generated by a 1/4 cent tax on general sales, which is collected by the state and distributed to the local agencies on a formula basis for support of local transportation services.¹⁴⁸

As of FY 2014-15, all LTF funding is required to be allocated toward transit for cities with populations greater than 100,000. Since Clovis' population is greater than 100,000, the City expects its Transit Division

¹⁴⁵ Consolidated Transportation Service Agency Operations Programs and Budget for FY 2018-19 Clovis Urban Area, May 2018.

¹⁴⁶ Ibid.

¹⁴⁷ Fresno-Clovis Metropolitan Area Short Range Transit Plan, 2022-26. Adopted June 2021.

¹⁴⁸ City of Clovis, 2022-23 Annual Budget.

to be fully funded through its entire allocation of LTF. According to Clovis' budget for FY 2022-23, the City anticipates \$6,801,200 in revenue from the LTF. Additional funding sources may include concession sales, taxes, transit farebox revenue, and state grants for transportation. According to the City of Clovis' budget for FY 2018-19, the Transit Division receives the following revenue sources:

- rents and Concessions – \$45,000
- taxes – \$1,753,000
- state grants – \$123,000

During FY 2022-23, the Transit Division's revenue amounted to a total of \$8,722,200, while total anticipated expenditures amounted to \$8,722,200. Any excess revenue is deferred for use in future years.

The Transit Division's five-year outlook emphasizes safe transportation for the community and employees through enhanced cleaning, security and efficient operations. Clovis focuses on providing information about routes and bus location in an accessible format. The City will continue to coordinate with transit providers in the Clovis-Fresno Metropolitan area.¹⁴⁹

Infrastructure Needs

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

In 2021, the City of Clovis updated its SRTP, incorporating transportation service goals and recommendations for fiscal years 2022 through 2026. The SRTP uses a five-year planning horizon, and the document is reviewed and updated on a biennial basis. The SRTP provides the Transit Section policy direction, and it identifies specific recommendations in support of the implementation of the Fresno County's Regional Transportation Plan. The 2018 Regional Transportation Plan is administered by Fresno COG and the Plan establishes regional transportation goals for the Fresno-Clovis Metropolitan Area and Fresno County through year 2042.

According to Clovis' FY 2022-23 budget, the City has identified a much-needed transit center to be constructed within the City to improve customer ridership experience, provide easier transfers between routes and expand staff training facilities and office space. The new centrally located transit center was completed in January of 2024.

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

- replace aged transit vehicles
- purchase of additional ADA compliant fleet vehicles

¹⁴⁹ City of Clovis, 2022-23 Annual Budget.

- invest in ‘real-time’ bus locator and end-user application for passengers
- re-brand bus services to attract new riders

Additional transit infrastructure needs are identified in the budget, including:¹⁵⁰

- coordination with the City of Fresno to transfer passengers between paratransit services to/from Clovis for Fresno residents
- continue to enforce the new no-show policy in an effort to reduce the number of no-shows and late cancellations on Roundup in order to improve efficiency

Service Adequacy

The City of Clovis maintains a fleet of thirty transit buses, two battery-electric buses, 12 wheelchair accessible vans, two regular mini-vans, and a trolley. In 2021, the two electric buses were added to the fleet in compliance with the California Air Resources Board, pursuant to State Law. The table below summarizes transit trends and key indicators of service adequacy for the Clovis Stageline service area. Key indicators are passengers/ridership, vehicle hours, revenue per hour, total operating expense per passenger, and total operating expense per revenue hour.

Table 5. Clovis Stageline Operating and Productivity Trends – FY 2016-2020 & FY % Change

Indicator	FY2016	FY2017	FY2018	FY2019	FY2020	FY17	FY18	FY19	FY20
Total Passengers	154,451	131,597	130,515	116,911	112,478	-14.8%	-0.8%	10.4%	-3.8%
Vehicle Hours	21,193	21,401	21,631	21,841	19,473	0.9%	1.1%	1.0%	10.8%
Vehicle Miles	258,156	257,006	256,067	252,928	235,712	-0.4%	-0.4%	-1.2%	-6.8%
Operating Costs (\$)	\$2,192,279	\$1,959,622	\$2,328,477	\$2,635,317	\$2,719,150	-10.6%	18.8%	13.2%	3.2%
Fares (\$)	\$439,478	\$391,924	\$465,695	\$527,063	\$114,832*	-10.6%	18.8%	13.2%	78.2%
Employees	16.5	16.5	16.5	16.5	16.5	0.0%	0.0%	0.0%	0.0%
Passenger/Hour	7.29	6.15	6.03	5.35	5.78	-15.8%	-0.3%	11.3%	8.0%
Passenger/Mile	0.60	0.51	0.51	0.46	0.48	-15.0%	0.0%	-9.8%	4.4%
Cost/Vehicle Hour (\$)	\$103.44	\$91.57	\$107.65	\$120.66	\$139.64	-11.4%	17.5%	12.1%	15.7%
Cost/Vehicle Mile (\$)	\$8.49	\$7.62	\$9.09	\$10.42	\$11.54	-10.2%	19.3%	14.6%	10.6%
Vehicle Hours/Employee	1,284	1,297	1,311	1,324	1,180	1.0%	1.1%	1.0%	10.9%
Operating Subsidy/Passenger (\$)	\$13.32	\$13.90	\$17.84	\$21.67	\$23.15	4.3%	20.1%	21.5%	6.8%
Farebox Ratio	20%	20%	20%	20%	0%*	0.0%	0.0%	0.0%	-
Farebox ratio w/out Measure C	6.1%	7.0%	5.0%	3.9%	0%*	14.75%	28.7%	-22%	-

*Farebox ratio was suspended due to the coronavirus pandemic by California State Legislature. Fare calculation for FY 2020 only includes cash fare, trolley rental, and advertising revenue. Previous years included Measure C to meet required farebox ratio.

Source: Fresno Council of Governments, Transit Productivity Evaluation.

¹⁵⁰ Consolidated Transportation Service Agency, Operations Program and Budget for FY 2018-19, Clovis Urban Area, May 2018.

Transportation Impacts

In response to SB 743, the City of Clovis initiated efforts to establish a framework for analyzing transportation impacts that would be consistent with the State’s mandates and City policy. The City developed the Interim Transportation Impact Analysis Guidelines adopted on July 20, 2020. The adoption of the Interim Transportation Impact Analysis Guidelines provides guidance to city staff, applicants, and consultants on the requirements to evaluate transportation impacts for projects in the city for the purpose of determining impacts under the California Environmental Quality Act.¹⁵¹ The Interim Transportation Impact Analysis Guidelines are intended to:

- promote conformance with applicable City and State regulations
- provide evaluation consistent with CEQA
- ensure consistency in preparation of studies by applicants and consultants
- provide predictability in content for City staff and the public in reviewing studies

The guidelines are intended to be comprehensive, however, not all aspects of every transportation analysis can be addressed within this framework and the City staff reserves the right to use its judgement to request exemptions and/or to modify requirements for specific projects at the time of the review application.

The city’s TIA Guidelines provide the following five screening criteria to determine if a project will require a detailed VMT analysis:

- small projects
- provision of affordable housing
- local-serving retail
- project located in a High-Quality Transit Area (HQTA)
- project located in low VMT area

¹⁵¹ City of Clovis, 2014 General Plan and Development Code Update SCH#2012061069, Circulation Element.

Fire Protection and Emergency Medical Services

Service Overview

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

Fire Protection Goals and Vision

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

Provide for the fire and life safety of the community in the most professional, courteous, and efficient manner possible.

Prevent Harm: To our Community, To our Firefighters, To our Environment

Be Professional: In our Appearance, In our Performance, In our Reputation

Use Resources Wisely: With our Budget, With our Time, With our People

Clovis Fire Department

The CFD’s service area consists of approximately 26 square miles and the department’s responsibilities include the following types of duties: fire protection, emergency medical services, urban search and rescue, high angle, trench, water and confined space rescue, hazardous condition mitigation, strategic planning, administration, fire investigations, code enforcement, public education, emergency preparedness, and disaster response and coordination. The City of Clovis shares its western limits with the City of Fresno, while Clovis’ southern and eastern limits are shared with both City of Fresno and Fresno County Fire Protection District. The City of Clovis has automatic aid request and mutual aid agreements for extended fire protection services with the City of Fresno and Fresno County Fire Protection District/CAL FIRE.

The Department’s service area includes a population of approximately 124,523 residents, and in 2022, the department responded to 12,244 calls for service. The CFD is staffed with 70 employees, and the department works around the clock, 365 days per year. There are six Clovis fire stations located throughout the City and nineteen total personnel on duty at any time serving the Community from the six fire stations. Each of the six fire apparatus are staffed daily with a professionally trained Fire Captain, Fire Engineer, and Firefighter. In addition, the department staffs one Battalion Chief daily to provide shift oversight and incident command. CFD personnel are organized in the following categories:¹⁵²

¹⁵² City of Clovis, 2022-23 Annual Budget.

- 2 Staff Analysts
- 3 Battalion Chiefs
- 18 Fire Captains
- 1 Fire Chief
- 1 Deputy Fire Chief
- 18 Fire Engineers
- 1 Management Analyst
- 1 Specialist Project/Life Safety Enforcement Manager
- 24 Firefighters
- 1 Fire & Life Safety Specialist
- 1 Fire Inspector
- 2 Training Officers

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

Fire protection coverage is accomplished by a three-shift schedule (A, B, and C) spread amongst the six fire stations located throughout the City to provide the best service possible to the community. Each shift is comprised of one (1) Battalion Chief, six (6) Captains, six (6) Engineers, and six (6) Firefighters.

Clovis Fire Department Structure

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

At state level, the 2023 California Fire Code regulates fire protection and safety standards associated with all building and construction standards. The California Fire Code is found in Title 24 of the California Code of Regulations, Part 9.

Furthermore, the Clovis General Plan and municipal code identify land use categories, development standards, and other general provisions that ensure all new development is consistent and comply with the City's fire restrictions. Locally, Clovis Fire restrictions are found in Title 4 – Public Safety and Title 8 – Building Regulations of the Clovis Municipal Code. Additionally, the CFD has its adopted Fire Department Standards available on the City's website that addresses building, access, signage, and exiting requirements for all commercial and residential structures within the City.¹⁵³

¹⁵³ City of Clovis, Fire Department, Fire Standards. Web: <https://cityofclovis.com/fire/prevention/fire-standards/>

Responsibilities of the CFD are distributed through four divisions – Emergency Operations, Community Risk Reduction, Emergency Preparedness, and Administration. The Department continues to promote sound planning economic efficiency and effective use of City resources, while providing essential and valuable services. The four fire department divisions responsibilities are summarized as follows.

The Emergency Operations Division

The Emergency Operations Division is responsible for providing the resources needed by Fire Department personnel who respond daily to requests for emergency and non-emergency services from the citizens of Clovis. The Operations Division activities include responding to fires, emergency medical services, mutual/automatic aid, motor vehicle accidents, wildland, and public assistance. The Training Bureau activities include training of new employees, in-service training for all department employees, certification and licensure, and coordinated use of the Fire Training Center. Support Services Bureau activities include apparatus maintenance, facilities maintenance, and station supplies. The Communications Bureau has the responsibility for coordinating dispatch services to the Fire Department. Fire dispatch services are provided via a contract with the Fresno County Emergency Medical Services Division. Dispatch services coordinate the emergency response of all City fire resources and mutual or automatic aid resources.

Community Risk Reduction

The Community Risk Reduction Division is responsible for providing community risk reduction activities through two bureaus – Fire Prevention and Emergency Preparedness. The Fire Prevention Bureau supports local businesses and building development through activities, such as inspections and plan review to ensure occupancies comply with fire codes, standards, and local ordinances. Additional risk reduction is performed through public education where citizens learn about actions they can take to reduce their fire risk and learn emergency preparedness skills that are essential during times of crisis. Within the Division, the Investigations Team has the responsibility to investigate all fires for cause and origin.

Emergency Preparedness

The Emergency Preparedness Division has the responsibility of preparing and carrying out emergency plans to protect property and the citizens of Clovis in case of actual or threatened conditions of disaster or extreme peril. This includes having an emergency plan in place, maintaining an Emergency Operations Center (EOC), and ensuring that policies and procedures are compliant with the National Incident Management System (NIMS) guidelines and exercises are conducted to evaluate system effectiveness. Within the Emergency Preparedness section are the Hazardous Materials Team and Urban Search and Rescue Team. These teams are capable of responding throughout California to emergency incidents that require specialized tools, equipment, and personnel.

Fire Administrative

The Fire Administration Division is responsible for supporting all department operations, administering the Accreditation program, and the development and administration of the Fire Department budget. Fire Administration provides administrative analysis, report preparation, coordination of programs, incident response data management, timekeeping, and other routine duties performed daily that support the

delivery of emergency and non-emergency services. Fire Administration also identifies, writes, and manages grants to supplement funding for all department programs.

Mutual Aid Agreements

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

Communications and Dispatch

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

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

On the other hand, “responses” are the number of times that an individual unit(s) respond to a call. The City Fire Department uses responses on all Unit and Station level analyses, which account for all elements of workload and performance of the fire department. The City of Clovis categorized all calls in the following categories – Fire, EMS, Rescue/MVA, Hazardous Condition, Good Intent/Service Call, and False Alarm, respectively.¹⁵⁴

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

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

Service Adequacy

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

¹⁵⁴ City of Clovis, 2022-27 Fire Department Community Risk Assessment & Standards of Cover. Web: <https://cityofclovis.com/wp-content/uploads/2022/11/Standards-of-Cover-2022-2027.pdf>

In establishing its goals, the Clovis Fire Department used nationally recognized standards and best practices including, but not limited to, the National Fire Protection Association (NFPA) Standards, the CFAI 10th Edition Fire and Emergency Services Self-Assessment Manual, the Utstein Reporting Criteria, American Heart Association guidelines, and the Insurance Services Office-Fire Suppression Rating Schedule. The Clovis Fire Department also incorporated community input on the levels of service they want as residents.¹⁵⁵

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

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

In addition to these factors, the Clovis Fire Department has conducted several station location studies over the last ten years to ensure efficient and effective operations. Stations have generally been located within a 4.5-to-5 mile distance of each other and near major street intersections.¹⁵⁶

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

¹⁵⁵ Ibid.

¹⁵⁶ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.14 – Public Services. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-14-Public-Services.pdf>

Table 6: CFD Fire Stations Service the City of Clovis Area

Fire Station Number	Address	Equipment	Staff per shift
Station 1	633 Pollasky Avenue	Truck, Reserve Truck	3-4
Station 2	2300 Minnewawa Avenue	Engine, Reserve Engine, Urban Search and Rescue Unit	3
Station 3	555 N Villa Avenue	Engine, Reserve Engine	3
Station 4	2427 Armstrong Avenue	Engine, Water Tender, Brush Engine	3
Station 5	790 N Temperance Avenue	Engine, Hazmat Unit, OES Engine	3
Station 6	2388 Encino Avenue	Engine	3

The 2022-27 CFD Standards of Coverage for Emergency Response state that fire-station service areas are between 4.5 and five square miles with minimum staffing at each fire station of one captain, one engineer, and one firefighter per 24-hour period.

All six fire stations are within the designated 4.5 to five-mile distance of each other and are staffed with the minimum standard requirement as suggested by the 2022-27 CFD Standards of Coverage for Emergency Response.¹⁵⁷

According to Clovis 2022-23 annual budget information, the Fire Department’s response goal states, "provide the first unit on the scene of an emergency medical call with a total response time of six minutes and thirty seconds (6:30), 90% of the time. This included one minute and thirty seconds of call processing, one minute for turn out, and four minutes for travel."¹⁵⁸

During 2022, the Clovis Fire Department had a response time goal for its First Unit Arrival in under 6:30, the actual 90% response time was 7:21. In 2022, the Clovis Fire Department received 12,244 calls for service.¹⁵⁹

The City of Clovis has a class rating of “Class II” through the Insurance Service Office (ISO). The ISO is an agency that evaluates fire protection features for all fire departments by establishing rates for underwriters, such as property insurance providers. ISO uses a rating system that is based on a scale of one through 10, with one being the best fire protection rating and 10 being the worst. The ISO rating “Class II” is based on ISO Public Protection Classification Program’s assessment and scoring of the District in four primary areas: Emergency Communications, Water Supply, Community Risk Reduction, Fire Department.¹⁶⁰ The rating is assigned for the urban area such as for the City of Clovis.

¹⁵⁷ Ibid.

¹⁵⁸ City of Clovis, 2022-23 Annual Budget, page 150.

¹⁵⁹ City of Clovis, Fire Department, About Clovis FD. Web: <https://cityofclovis.com/fire/about-fd/>

¹⁶⁰ Ibid.

The Clovis Fire Department also measures community satisfaction and service delivery through community input. The Fire Department collects data from clients and citizens who receive CFD service by distributing a questionnaire to complete and return after evaluating the department’s performance. The Clovis Fire Department’s goal is to receive an “excellent” service rating 90 percent of the time. During 2022, the completed questionnaires rated the department as excellent 90 percent of the time.¹⁶¹

Funding Resources

The Clovis Fire Department funding resources come from the City’s General Fund, which consists of property taxes, special assessment, development impact fees, state grant funding, and user fees. The Clovis Fire Department is primarily funded by discretionary revenue. A discretionary revenue summary report is also provided in the City’s 2022-23 adopted budget.

The Fire Department’s annual budget consists of four categories – Emergency Services, Life Safety and Enforcement, Emergency Preparedness, and Fire Administration.

For FY 2022-23, the Fire Department budgeted \$20,103,400 for Emergency Services, \$685,300 for Life Safety and Enforcement, \$142,300 for Emergency Preparedness, and \$1,118,500 for Fire Administration. The Fire Department’s total budget for FY 2022-23 totaled \$22,049,500. All funds are retained from the City’s General Fund.

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

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

Emergency Services

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

- 1 Deputy Fire Chief
- 3 Battalion Chiefs
- 18 Fire Captains
- 18 Fire Engineers
- 24 Firefighters
- 2 Training Officers (Captains)

The Fire Department’s Emergency Services budget funds for 66 fire personnel positions. Total anticipated expenditure amounts to \$20,103,400, while anticipated revenues from taxes, state grants, project participation, user fees, and miscellaneous income are expected to fund the majority of the expenditures.

¹⁶¹ City of Clovis, 2022-23 Annual Budget.

The City's General Fund is used to balance the department's operational costs. The Emergency Services budget amounts to \$20,103,400 for the 2022-23 fiscal year.

The Clovis Fire Department has an adopted Master Administrative Fee Schedule and is available on the City of Clovis' website.¹⁶² The Fire Department regularly reviews its Master Fee Schedule and makes necessary changes for the City Council to consider.

Life Safety and Enforcement

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

- 1 Fire & Life Safety Specialist
- 1 Fire Inspector
- 1 Specialist Project/Life Safety Enforcement Officer

The Life Safety and Enforcement Services budget funds four fire personnel positions. Total anticipated expenditure amounts to \$685,300, while anticipated revenues from building permits, planning and procession fees, user fees, and miscellaneous income are expected to fund the majority of the expenditures. The City's General Fund is used to balance the department's operational costs. The Life Safety and Enforcement budget amounts to \$685,300 for the 2022-23 fiscal year.

Emergency Preparedness

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

The Emergency Preparedness' budget funds various fire safety and strategic planning documents, as well as personnel to seek and secure the necessary resources to fund equipment and necessary training essential to maintain current capabilities in the handling of hazardous materials and urban search and rescue emergencies. Total anticipated expenditure amounts to \$142,300 and the City funds the Emergency Preparedness operation with available discretionary funds and federal grant opportunities.

Fire Administration

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

¹⁶² City of Clovis, Fire Department, Master Fee Schedule, as of January 1, 2023. Web: <https://cityofclovis.com/wp-content/uploads/2022/12/2023-Master-Fee-Schedule.pdf>

prepares and administers the Fire Department’s budget. The Fire Administration expenditures for the department’s administrative support and plan and administration of fire department programs amount to \$1,118,500 for the 2022-23 fiscal year.

The Fire Administration budget accounts for the following fire personnel:

- 1 Management Analyst
- 1 Fire Chief
- 2 Staff Analysts

Community Facility District – Fire Service

Additional Fire Department funding is obtained through development impact fees. In 2004, the Clovis City Council approved the formation of Community Facilities District 2004-01 to provide supplemental operational funding for police and fire in growth areas north of Herndon Avenue and east of Locan Avenue.¹⁶³

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

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

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

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

In August 2018, the Community Facilities Citizens Oversight Committee reviewed the 2015-16 to 2017-18 fiscal year actual expenditures and the 2018-19 fiscal year annual budgets of the Clovis Fire and Police Departments and concluded that the actual and budgeted expenditures by the departments were appropriate and within the intent and purpose of the district. Revenue and allocation of costs attributable

¹⁶³ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.14 – Public Services.

to the Community Facilities District 2004-01 were also determined appropriate. The committee recommended that the district and associated tax assessments continue as currently established.

Furthermore, Title 4 (Public Safety) of the Clovis Municipal Code establishes 13 chapters addressing public safety programs and measures. Chapter 4.10 (Fire Facility Development Impact Fee) of Title 4 of the Clovis Municipal Code establishes a financing mechanism to construct, equip, and furnish fire stations to serve the City and its sphere of influence as community growth requires. Pursuant to LAFCo policy 106-04, the City has a Fire Transition Agreement with the Fresno County Fire Protection District.

Facilities and Capacity

As previously indicated, the Clovis Fire Department provides fire service to approximately 26 square miles and operates out of six fire stations. The Clovis Fire Department has several adopted planning documents in place that assess and forecast the purchase of future fire station sites to ensure that fire protection is maintained as the City grows.

Infrastructure Needs

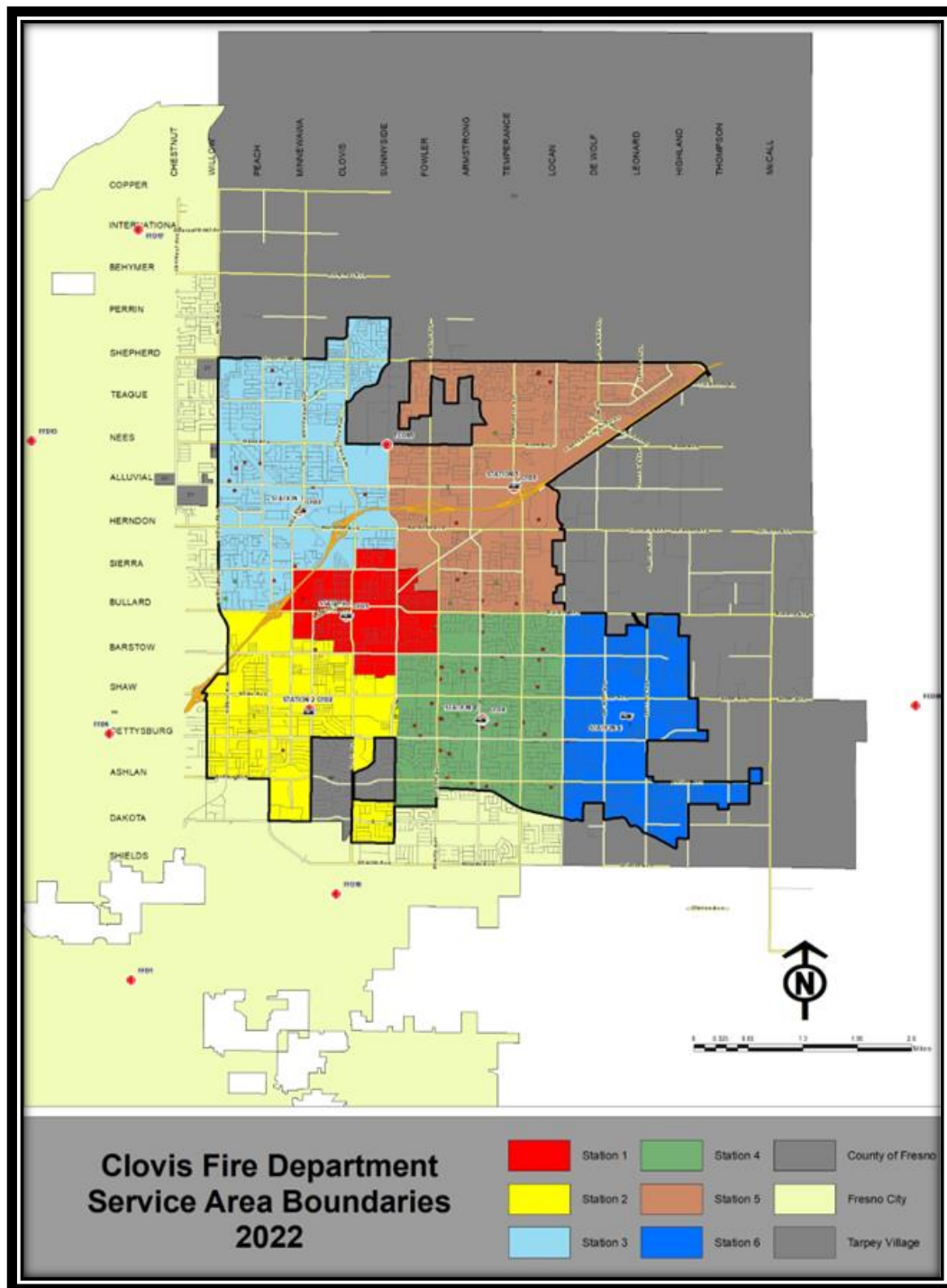
Existing facilities are adequate to maintain a sufficient level of services for future growth in the City of Clovis. Increased population densities may require commensurate increases in firefighter staffing, facilities and equipment to maintain current levels of service, regardless of where this growth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

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

Challenges

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

Figure 7. Fire Department Service Area Boundaries



Law Enforcement Services and Public Safety

Service Overview

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

Clovis Police Department Goals and Vision

The Clovis 2014 General Plan Public Facilities and Services Element states the City's goals for its police and law enforcement services. The following Clovis general plan goals and policies establish the City's public service staff levels.

Public Facilities and Service Element – Goal 6: High quality emergency services that establish a real and perceived sense of safety and security for Clovis residents, businesses, and visitors.

- **Policy 6.1: Fire and police service.** Maintain staffing, facilities, and training activities to effectively respond to emergency and general public service calls.
- **Policy 6.2: Resource allocation.** Periodically conduct service level studies to analyze crime and emergency service performance data, to evaluate the effectiveness of prevention and reduction strategies, and to allocate resources accordingly.
- **Policy 6.3: Emergency medical calls.** Explore options to lessen the demand on fire and police services or expand reimbursement programs to ensure the service pays for measured impacts.
- **Policy 6.5: Public safety hot spots.** Prioritize improvement and enforcement activities to minimize existing and prevent future public safety hot spots. Reevaluate siting and development standards for facilities that generate high demands for service calls.
- **Policy 6.6: Interagency support.** Participate in mutual aid system and automatic aid agreements to back up and supplement capabilities to respond to emergencies.
- **Policy 6.7: Interagency communications.** Maintain an effective communication system between emergency service providers within Clovis and neighboring jurisdictions.
- **Policy 6.9: Community outreach.** Conduct outreach in the community to promote personal and public safety in daily life and in cases of emergency. Regularly update and inform the public on the real levels of crime and safety to strengthen the perceived sense of personal security.

On an annual basis, each department within the City of Clovis establishes goals for the upcoming fiscal year's budget. The following summarizes CPD's goals for FY 2022-23:

- Meet response time goals for Priority 1, 2, and 3 calls.
- Meet or exceed our goal of high customer satisfaction (90% or better) ratings.
- Keep California Crime Index Rate at one of the lowest rates in the Valley.
- Develop future leaders in the department through succession planning.
- Address all quality-of-life issues to maintain a healthy community.
- Monitor and address gang, parole, and probation related incidents.
- Increase community outreach through planned events in neighborhoods, parks, and schools.

Clovis Police Department

The CPD is dedicated to fighting crime through all traditional and creative means to protect residents and visitors in a manner that builds public confidence and improves the quality of life in Clovis.¹⁶⁴ The CPD implements local and state laws, conducts crime investigations, apprehends criminals, maintains ongoing crime prevention programs, and builds ties with the community and participates in joint crime prevention efforts with local law enforcement agencies. The CPD serves a community of over 120,000 people, and Clovis is currently ranked as the safest city in the Central Valley.¹⁶⁵

The City of Clovis has an adopted Master Service Plan for its Police Department. The Department's long-range planning effort is guided by the CPD Master Service Plan's recommendations and is dependent on the City's adequate funding availability. The Master Service Plan anticipates a gradual increase of its officers based on the City's growth rate. The 2014 Clovis General Plan notes that police personnel increases its officers per 1,000 residents and strives to achieve a ratio of 1.3 sworn officers per 1,000 residents.

The CPD currently employs 111 sworn officers, and 65 non-sworn professional staff members that assist with the daily operation and management of the Department. The CPD is organized into six major divisions:¹⁶⁶

- Patrol
- Communications
- Administration
- Investigations
- Support Services
- Youth & Animal Services

In addition, the CPD participates in a mutual aid assistance agreement for policing service with the Fresno County Sheriff and California Highway Patrol. CPD operations are funded through the General Fund, Community Facilities District (CFD) fund and grants.

¹⁶⁴ City of Clovis, Police Department.

¹⁶⁵ Ibid.

¹⁶⁶ City of Clovis, 2014 Master Service Plan Update, Public Safety section.

Clovis Police Department Structure

For the purpose of this section, Law Enforcement is evaluated in seven categories, as described in the City's annual Police Department budget:¹⁶⁷

- Patrol Division
- Communications Division
- Investigations Division
- Youth Services Division
- Support Services Division
- Administrative Division
- Animal Shelter Division

Patrol Division

The Clovis Police Department is comprised of 111 sworn officers: a chief of police, three captains, four lieutenants, 12 sergeants, 13 community service officers, 14 corporals, and 77 police officers/recruits. The Division's staff levels should increase in tandem with the City's population growth trends.

The Patrol Division is the most active division within the CPD. Patrol is managed by a captain and lieutenants. Each shift or team is directly supervised by a sergeant. Nine sergeants directly supervise corporals, officers and community service officers during each shift. On patrol, each corporal is assigned a beat and is in charge of working with both citizens and businesses to decrease crime and blight in each of their areas. The neighborhood corporals work closely with other City departments and businesses to ensure that the Clovis Municipal Code and state law is adhered. For example, Neighborhood corporals review development proposals with the City's Planning and Development Services Department, and provide comments 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.¹⁶⁸

The City's Patrol's Traffic Division focuses on traffic safety, education, enforcement of traffic laws, and implements the Driving under the Influence (DUI) checkpoints and DUI saturations. The Patrol Division's effective and proactive approach toward eliminating criminal activity and protecting its citizens has helped create a safe community for the citizens of Clovis. Uniformed officers include both sworn and community service officers that respond to calls for service, enforcement of law, provide for safety and security of the public, and represent the Police Department in their daily interaction with the citizens of Clovis.¹⁶⁹

The Patrol Division also includes specified operations, such as the SWAT team, K-9 unit, crisis negotiations, explosive ordinance disposal (EOD), unmanned aerial vehicle (UAV-drone), and jail operations.¹⁷⁰

The Community Liaison works closely with the rental management and property owners to resolve any problems within the community. The Police Chaplain Program assists various City department members

¹⁶⁷ Ibid.

¹⁶⁸ City of Clovis 2022-23 Annual Budget.

¹⁶⁹ City of Clovis 2022-23 Annual Budget, page 146.

¹⁷⁰ City of Clovis 2022-23 Annual Budget.

and the victims of crime during traumatic events or times of grief.¹⁷¹ Additional information is provided in the “Service Adequacy” of this chapter.

Communications

The Communications section provides dispatch services for the Police Department and receives all 911 calls within the incorporated City limits and surrounding areas. The Division provides information, identifies resources and determines if dispatch police response is appropriate.

The Division consists of one Communications supervisor, five lead public safety dispatchers, and 17 public safety dispatchers. As the primary contact between the police department and 911 callers, the Division is responsible to answer both emergency and non-emergency calls 24 hours a day, seven days a week.

Public Safety Dispatchers are required to attend the Public Safety Dispatchers’ Basic Course and complete a 12-month “in-house” training program as part of the employment selection and training process. Dispatchers are required to complete and receive ongoing professional development training offered by California’s Commission on Peace Officer Standards and Training (POST). POST was established by the State Legislature in 1959 to set minimum selection and training standards for California Law Enforcement.¹⁷²

Investigations

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

The Investigations section consists of 19 officers, all overseen by a police captain. Clovis’ Investigation team is staffed by a digital forensic analyst, a crime analysis supervisor, two crime specialists, 15 police officers, two sergeants, two community service officers, two police corporals, and a management analyst.

The General Investigation section conducts a wide range of assignments, including computer crimes and identity theft cases to sexual assault and sex offender programs, homicide investigations, robberies, property crimes, domestic violence follow-up and tracking, missing persons, crime analysis and predictive policing. The crime analysis unit provides research on crime trends, patterns and series to both the Patrol and Investigation divisions. The crime specialist works with both investigations and the county probation agency.

The SET handles both narcotic and gang crimes. They are focused on mid-level and street-level drug dealers and users, and cases involving gang members, narcotics trafficking, human trafficking, prostitution, and pimping. SET collaborates with the Patrol Division, Fresno County Sheriff, state and federal agencies on larger investigations where additional detectives can provide support to yield a successful outcome.

¹⁷¹ Ibid.

¹⁷² POST website, Commission on Peace Officer Standards and Training <https://post.ca.gov/About-Us>

SET is also responsible for identifying and tracking individuals that are known gang members within the City, individuals that participate in gang activities, high profile criminals, and individuals that enhance gang operations. SET cooperates and communicates with local law enforcement agencies and state and federal law enforcement agencies to increase productivity and avoid duplication of investigation efforts.¹⁷³

Youth Services

The Youth Services unit provides services to mitigate and prevent youth drug and alcohol abuse and provides resources to prevent repeat juvenile offenders. The Youth Services is staffed by one police service manager who oversees the unit, one community service officer, and one staff analyst.

In a collaborative effort, Youth Services is committed to supporting parents by providing information about parenting and education about juvenile trends related to alcohol, drugs, and tobacco use and works closely with local organizations and local schools within the Clovis Unified School District (CUSD) to consistently deter juvenile crime and hold juvenile offenders accountable.

The Youth Services division is also responsible for graffiti removal within the Clovis City limits.

The mission of the Youth Services is to encourage youth within the City of Clovis to consistently demonstrate behavior that produces social, emotional, educational, and economic success by providing multiple programs, services, and activities to support families in the community.¹⁷⁴

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

- **The Diversion Program** – holds juveniles accountable and supports parental authority. This program is for juveniles who are deemed out-of-control, run away from home, commit misdemeanor criminal offenses, or are chronically truant. The process begins with a hearing and review of the behavior in question. If the juvenile hearing officer determines that the juvenile meets the above criteria, then the hearing officer places the juvenile on a diversion contract. The contract directs the juvenile to complete a specific number of days in the Community Service Work Program and to follow up with community resources that may help the juvenile to improve their misbehavior.
- **The Juvenile Work Program (JWP)** – holds juveniles accountable for misbehavior in the community. The police department coordinates juvenile work programs to remove weeds and debris from public areas, such as vacant lots, alleyways, parks, and parking lots. Juveniles also assist in cleaning up graffiti throughout the City.
- **Graffiti Abatement** – removes graffiti and mitigates repeat offenders. The program's goals are to remove graffiti within 24 to 48 hours of being notified and to arrest chronic offenders.
- **Drug Education Program (DEP)** – educates juveniles on the hazards of substance abuse. A five-hour course is held once a month during the school year and is taught by a Clovis Police Officer. The class is interactive and teaches juveniles the dangers and consequences of alcohol and drug use.

¹⁷³ City of Clovis, 2022-23 Annual Budget, page 127.

¹⁷⁴ Ibid.

- **Clovis Police Youth Academy** – provides professional development for teens interested in a career in law enforcement. Through the Youth Academy, students will not only have the opportunity to develop skills in these areas and receive specific job training, but also the opportunity to grow as leaders, communicators, and future professionals. To participate, students must have at least a 3.0 GPA, submit an application, pass a background check, and demonstrate a strong commitment to regularly attend and participate in all aspects of the program.

Support Services/Record, Property, and Evidence

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

The unit's functions include record keeping and maintenance, citizen and business services, fleet management, police officer training, equipment and supplies, report typing, court liaison, service of subpoenas, records requests, federal and state reporting, distribution of records and reports to allied agencies. The unit also manages the Police Department's safe drug drop-off box located at the CPD's headquarters.¹⁷⁵

Administrative Services

The Administrative Services provides leadership, general direction, and oversight for the entire police department. The Division is comprised of the following officers: a police chief, three police captains, four police lieutenants, and a management analyst.

The Chief of Police administers, advises, and provides general direction to the Clovis Police Division out of the Administration Services Division. This Division is responsible for providing administrative support to the chief of police, special projects, research, internal audits and compliance, internal investigations, state and federal grant administration, public information officer duties, hiring, employee injury, and oversight of workers' compensation issues.¹⁷⁶

Animal Shelter/Services

The Animal Services Division is responsible for responding to calls for service in the community, protecting animals, investigating cruelty, issuing municipal code violations, representing the City in administrative hearings, operating the Miss Winkles Clovis Pet Adoption Center, and overseeing the stray animal facility. The Division is comprised of the following staff: two supervisors of animal services, six animal control officers, an animal services aide, a staff analyst, and a principal office assistant. The Animal Services Division works closely with Clovis veterinarians to achieve the primary goals of increasing the pet adoption

¹⁷⁵ City of Clovis, 2022-23 Annual Budget, page 128.

¹⁷⁶ Ibid.

rate, providing information on proper pet care, and educating the public on the importance of reducing the pet population through spaying and neutering.¹⁷⁷

Police Department Public Facilities

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

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

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

Law Enforcement Staffing

The Clovis 2014 General Plan Public Facilities and Services Element states the City's goals for its police and law enforcement services. The number of sworn officers per capita is a traditional indicator of service levels within the jurisdiction of a local agency. However, there are no established state or national standards for police staffing levels because population totals do not directly reflect demands placed on local law enforcement agencies.

As of 2023, the CPD employs 176 full-time employees of which 111 are sworn officers.¹⁷⁸ Based on the most recent Department of Finance population estimates, Clovis has a population of 124,523 people.¹⁷⁹ As such, the City police ratio is 0.90 officers per 1,000 residents based on DOF's estimates. In accordance with recommendations from the Police Department Master Service Plan and dependent on funding, the CPD is anticipating to gradually increase its police officer per 1,000-residents ratio to 1.3 sworn officers per 1,000 residents.¹⁸⁰ The Police Department provides equitable wages and benefit packages to its officers and employees, which reduces employee turnover levels within the Department.

In addition, the Police Department provides local residents the opportunity to volunteer within certain divisions in the Police Department. The Police Reserve Unit and Citizen Volunteer Program in Police Services assist police officers with administrative support in records, investigations and active field patrol. All reserves are required to fulfill state training requirements and devote a minimum of 10 hours per month.¹⁸¹ The City informed LAFCo that it currently has 10 volunteers enrolled within the police reserves program. The City informed LAFCo that volunteers learn various functions of the CPD, and include students, physicians, teachers, retired citizens, and military personnel. Police reserves help extend the

¹⁷⁷ Ibid.

¹⁷⁸ City of Clovis, 2022-23 Annual Budget.

¹⁷⁹ State of California, Department of Finance, *E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change — January 1, 2022 and 2023*. Clovis, California, May 2023.

¹⁸⁰ City of Clovis, 2014 Master Service Plan Update, Public Safety, Administrative Services.

¹⁸¹ City of Clovis, Police, General Information.

reach of Clovis' police department and complement the department's ability to establish a strong police presence.

Law Enforcement Finances

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

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

The Clovis Municipal Code authorizes a Public Safety Fee to establish a method for funding the coordinated acquisition and development of CPD facilities, which ensure that police and emergency services in the City and growth area within the SOI are adequately maintained. The Police Impact Fees are collected on all residential, commercial, industrial, and public land use developments. The City informed LAFCo that its Police Impact Fees are \$1457.00 per unit. These police department fees are collected and deposited in the Police Department Fee Account to be used solely for constructing, equipping, and furnishing police stations; it should not be used for maintenance or upkeep of existing police department facilities.¹⁸²

According to the City of Clovis 2022-23 FY budget, the Clovis Police Department and all divisions within the department had a budget of \$47,843,700.¹⁸³ The budget identifies the following Police Department divisions with their corresponding budgets:

The Patrol Division is the largest operation with a budget of \$25,736,400. The Communications Division has a respective budget of \$3,489,200, Investigations at \$5,888,500, Youth Services at \$761,700, Support Services at \$5,302,100, Administration at \$4,482,200, and Animal Shelter/Services at \$2,183,600.

According to the CPD, the Department's long-range planning effort is guided by the CPD Master Service Plan's recommendations, and the Department has been able to maintain Clovis as the safest city in the Central Valley.¹⁸⁴ According to the CPD's website, Clovis was recently named as the first ranked "Best City in California to raise a family."

Service Adequacy

Service adequacy can be gauged by a variety of factors, such as response times, clearance rates (the portion of crimes solved), staffing ratios, and awards and recognitions. Empirical information suggests that a differential law enforcement response based on a priority system leads to both citizen and officer

¹⁸² City of Clovis, 2023-24 Master Development Fee Schedule.

¹⁸³ City of Clovis 2022-23 Annual Budget.

¹⁸⁴ City of Clovis, Police Department.

satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served.

The Clovis Police Department annually assess crimes committed within the City and summarize the police department performance in an end-of-year report that identifies incidents, accidents, crimes, and arrests for the previous year. The Police Department tracks crime, incident reports, and monitors all City activities in nine beats also known as patrol service areas.¹⁸⁵

According to the end-of-year report for incidents in 2022, there were 74,048 total incidents reported during that year. Beat 5 had the most public initiated service calls with 7,187 incidents, while Beat 9 had the least public initiated service calls with 99 incidents. In contrast, Beat 5 had the most officer initiated incidents with 4,984, and Beat 9 had the least officer initiated incidents with 47.¹⁸⁶

According to the CPD, on average Fridays have the highest number of calls for public incidents, while Sundays tend to have the least number of calls for incidents. The Police Department receives the highest peak time service calls between 3:00 p.m. to 4:00 p.m. on Fridays.

Clovis’ top 10 incident types are: assists, welfare checks, alarms, animal complaints, miscellaneous investigations, follow ups, non-domestic disturbances, suspicious activities, unwanted, and ordinance violations. Based on the Clovis top 10 public incident locations, Beat 5 has the highest calls for officer assistance requests due to the Police Department being located in this beat, followed by Beat 4 and Beat 7.

In terms of traffic collisions, the intersection of Shaw Avenue and Willow Avenue has the highest number of collision incidents in both collisions with injuries and non-injuries followed by the intersection of Clovis Avenue and Shaw Avenue. Total collision reports for Clovis in 2022 was 902, up by 7.38% from 2021.¹⁸⁷ Friday is the highest day of collision reports with peak hours between 5:00 p.m. and 6:00 p.m.

According to CPD’s annual report, there were two homicides in 2022 and five homicides in 2021. According to Clovis’ 2022-23 City budget, Clovis is committed to maintain the “safest city in the Valley” recognition by providing quick and effective response to high priority calls for emergency services.

Response Times

Generally, CPD evaluates its performance based on call response times. The City of Clovis service calls are categorized into three types of calls: Priority 1 – imminent threat to life; Priority 2 – in-progress crime that could be against a person or property; Priority 3 – non-emergency, (i.e. cold reports of crimes, tows, etc.)

CPD’s response time goal for Priority 1 calls is less than five minutes. Response time goal for Priority 2 calls is less than 10 minutes and less than 15 minutes for Priority 3 calls.¹⁸⁸ Priority 1 average response time estimates for FY 2021-22 were at an average of 4.11 minutes compared to the previous year, which the

¹⁸⁵ Ibid.

¹⁸⁶ Ibid.

¹⁸⁷ Ibid.

¹⁸⁸ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.14 – Public Services.

actual average was 3.97 minutes.¹⁸⁹ The Department’s response times have slightly increased over the past year, in part due to the decrease in staffing levels and increases in call volume received by the CPD communications center.

As an indicator, the Clovis Police Department strives to have citizen survey responses show either "above average" or "excellent" service ratings at least 90 percent of the time. According to Clovis’ data, the police department had a 93 percent estimated approval rating for FY 2021-22, and a 94 percent approval rating for FY 2020-21.

As previously mentioned, during the 2022 calendar year, the CPD received 74,048 incident calls for service. In 2021, CPD received a grand total of 77,828 calls for incidents, which represents a 4.85 percent decrease.¹⁹⁰ During 2022, CPD received 41,297 public calls for incidents and 26,058 officer initiated incidents.¹⁹¹

CALIFORNIA CRIME INDEX (CCI) REPRESENTS THE NUMBER OF CRIMES PER 100,000 RESIDENTS. CLOVIS’ CRIME INDEX WAS ESTIMATED AT 583 CRIMES PER 100,000 RESIDENTS IN 2022, AND AT 628 ACTUAL CRIMES PER 100,000 IN 2021.

Service Demand

For 2022, the overall violent crime was down in the City of Clovis. At the same time, however, fraud and cases of theft increased. While it appears some non-violent crimes were also down, service calls for transient camps, mental health concerns, and shoplifting saw a dramatic increase.¹⁹² Gang activity increased in part due to the implementation of AB 109, prison realignment, and overcrowding issues at the local level.¹⁹³

As for crimes recorded with the Uniform Crime Reporting (UCR) system, those up in 2022 include forcible rape (14.7 percent increase), aggravated assault (1.8 percent increase), motor vehicle theft (4.4 percent increase), larceny theft (3.2 percent increase), and Federal Bureau of Investigation (FBI) total offenses (1.2 percent increase). Meanwhile, crimes that experienced a decrease in 2022 were homicide (60 percent decrease), burglary (11.3 percent decrease), California Crime Index (CCI) total offenses (2.7 percent decrease), arson (75 percent decrease), and robbery (9.8 percent decrease).¹⁹⁴

¹⁸⁹ City of Clovis 2022-23 Annual Budget.

¹⁹⁰ City of Clovis, Police Department, End of Year Report 2022.

¹⁹¹ Ibid.

¹⁹² Ibid.

¹⁹³ City of Clovis 2022-23 Annual Budget.

¹⁹⁴ City of Clovis, Police Department, End of Year Report 2022.

Wastewater Services

Service Overview

This section of the MSR provides a general assessment of wastewater service management by the City of Clovis. The City of Clovis Public Utilities Department (Clovis PUD) provides collection, conveyance, treatment, and reclamation of wastewater generated by residential, commercial, and industrial sewer customers. The City of Clovis does not provide wastewater service outside of its corporate boundaries.

Wastewater Collection and Treatment Division

The Clovis Wastewater Division (Wastewater Division) operates under the direction of the Clovis PUD and is responsible for the operation and maintenance of Clovis' sewer collection and treatment system consisting of approximately 432 miles of sewer pipelines, lift stations, associated machinery and equipment including the Clovis Sewage Treatment/Water Reuse Facility (ST/WRF). The City's sewer system consists of an extensive network of underground sewer pipelines, lift stations, and pump stations necessary to collect wastewater from the source and to convey effluent for treatment. The City of Clovis conveys wastewater either to the Clovis ST/WRF or to the Fresno-Clovis Regional Wastewater Reclamation Facility (Fresno-Clovis RWRF). Additionally, the Wastewater Division manages a contract for the maintenance and operation of the City's ST/WRF.

The Wastewater Division is responsible for user rate analyses and master planning, monitors the City's wastewater rate production, plans capital projects, regulatory compliance, and manages the City's 11.6 percent ownership and capacity rights held at the Fresno-Clovis RWRF.

General Plan Goals and Policy

The City of Clovis 2014 General Plan Public Facilities and Service Element establishes goals and policies for its public facilities. The following Clovis General Plan goals and policies establish direction with regard to the City's wastewater and treatment services.

Public Facilities and Service Element – Goal 1: Reliable and cost-effective infrastructure systems that permit the city to sustainably manage its diverse water resources and needs.

- **Policy 1.1: New Development.** New development shall pay its fair share of public facility and infrastructure improvements.
- **Policy 1.3: Annexation.** Prior to annexation, the City must find that adequate water supply and service and wastewater treatment and disposal capacity can be provided for the proposed annexation. Existing water supplies must remain with the land and be transferred to the City upon annexation approval.
- **Policy 1.4: Development-Funded Facilities.** The City may require developments to install onsite or offsite facilities that are in excess of a development's fair share. However, the City shall establish a funding mechanism for future development to reimburse the original development for the amount in excess of the fair share costs.

- **Policy 1.5: Recycled Water.** Use recycled water to reduce the demands for new water supplies. Support the expansion of recycled water infrastructure throughout Clovis and require new development to install recycled water infrastructure where feasible.
- **Policy 1.6: Master Plans.** Periodically update water, recycled water, wastewater, and stormwater (developed and maintained by Fresno Metropolitan Flood Control District) master plans and require all new development to be consistent with the current master plans.
- **Policy 1.7: Groundwater.** Stabilize groundwater levels by requiring that new development water demands not exceed the sustainable groundwater supply.
- **Policy 1.8: Water Facility Protection.** Protect existing and future water, wastewater, and recycled water facilities from encroachment by incompatible land uses that may be allowed through discretionary land use permits or changes in land use or zoning designations.

Wastewater Collection System

The Wastewater Master Plan is a culmination of a multi-phase project to update the City's 1995 Wastewater Master Plan Phase I-A. The City's master plan provides long range planning and a course of action for the City to follow with respect to wastewater service needs through the year 2035 and beyond. The master planning process consists generally of developing design criteria, defining wastewater service areas, developing wastewater flow projections, analyzing and designing collection system pipelines, and summarizing results.

The Wastewater Collection Master Plan was developed by the City and consulting engineers with a focus on its service areas, wastewater flow projections and capacities, collection system analysis and design, master plan plats, regional trunk sewer system issues, flow metering of the Clovis trunk sewer lines, and elements of Clovis' Wastewater System Infrastructure. Wastewater flow projections were determined for all areas within the Clovis sphere of influence (SOI) except for areas planned for rural residential development or agricultural uses. The Wastewater Collection Management Plan used the land use designations of the Clovis 2014 General Plan to project wastewater flow generation rates for land within the SOI.

In April 2017, the City updated its 2008 Wastewater Master Plan Update Phase II, by comprehensively assessing and updating the Master Plan to reflect necessary changes made by the 2014 Clovis General Plan land use diagram. This update, known as the Clovis Wastewater Master Plan Update Phase III, Wastewater Collection System Master Plan (2017 WCMP) was prepared for the City by Blair, Church & Flynn Consulting Engineers and approved by the City Council in April 2017.¹⁹⁵ The 2017 WCMP addresses planned growth, and it provides the City wastewater flow generation and sewer flow calculations using a Geographic Information System (GIS) based hydraulic modeling software.¹⁹⁶

¹⁹⁵ City of Clovis, Public Utilities, 2017 Wastewater Master Plan Update - Phase III.

¹⁹⁶ Ibid.

The 2017 WCMP planning area encompasses seven major service areas and is coterminous with the Clovis 2014 General Plan, extending beyond the SOI to account for future infrastructure needs in the City of Clovis' southeast, northwest, and northeast urban centers.

In 1998, the Clovis City Council adopted its Water and Sewer Repair Policy. This policy clarifies the City and private property owners' responsibilities concerning maintenance of the sewer pipes. Public sewer mains located within the City's rights-of-way are maintained by the City whereas the maintenance of sewer laterals that connect a City sewer main to the building or point of use is the responsibility of the property owner. All sewer connections and main construction are inspected by City Officials, in conformance with standards, specifications, and the Clovis Municipal Code Section 6.4.04.¹⁹⁷

The City's sewer service area is divided into seven major areas: Herndon, Fowler, Sierra, Peach, Northwest, Northeast, and Southeast. The City's sewer collection system conveys wastewater and discharges into four regional trunk lines – Herndon, Fowler, Sierra, and Peach. Sewage is ultimately conveyed to either the City of Clovis' ST/WRF or the Fresno-Clovis Regional Wastewater Treatment Facility. The regional trunk lines are connected to the City of Fresno's sewer system, enabling Clovis to convey wastewater to the Fresno-Clovis Regional Wastewater Reclamation Facility (Fresno-Clovis RWRf) located southwest of the City of Fresno near Jensen Avenue and Cornelia Avenue. The Clovis Southeast, Northwest, and Northeast trunk lines convey wastewater to the Clovis ST/WRF.¹⁹⁸

Clovis' Sewer System, Wastewater Management, and Water Reuse Facility

The following section provides a summary of Clovis' sewer infrastructure, water management, the Sewage Treatment/Water Reuse Facility (Clovis ST/WRF), and the City's share of the Fresno-Clovis RWRf.

Sewer cleaning operations are conducted by Clovis Wastewater Collection Division personnel using three sewer cleaning equipment trucks. They are a combination vacuum/high-pressure water jetting sewer-cleaning trucks. The City's goal is to clean every sewer main at least once annually. However, there are a few sewer segments that require cleaning more frequently due to maintenance issues.¹⁹⁹

Lift and Pump Stations

The sewer system in the Fresno-Clovis metropolitan area generally relies on gravity to convey wastewater. Lift stations and pumping stations are used when local topography prevents this. A lift station has a shorter sewer force main and is used to move wastewater vertically to a higher elevation, then continue to rely on gravity to convey wastewater toward its destination. A pump station, in contrast, has a longer force main and pumps wastewater horizontally to convey wastewater longer distances. The City's collection system includes six lift stations and two pumping stations. All lift stations have pumping redundancy and pump stations have backup generators for power outages. The two pump stations are used to divert and convey wastewater from the Fowler Trunk line to the Clovis ST/WRF.

The following is an inventory of pump and lift stations by location and function within the Clovis City Limits.

¹⁹⁷ City of Clovis, Public Utilities, 2019 Sewer System Management Plan.

¹⁹⁸ City of Clovis, Public Utilities, 2017 Wastewater Master Plan Update - Phase III.

¹⁹⁹ Ibid.

- Pump Station E – located at the northeast corner of Ashlan and Leonard Avenues. Pump Station E is designed to receive the combined wastewater flows from the Northwest, Northeast and Southeast Service Areas. Pump Station E discharges via a force main to the Clovis ST/WRF on the north side of Ashlan Avenue between Thompson and McCall Avenues.
- Pump Station B – located east of Fowler Avenue and south of Ashlan Avenue, just north of the Gould Canal. Pump Station B is primarily used to divert wastewater flow from the Fowler Trunk Sewer to the Clovis ST/WRF.
- Lift Station 1 – NW corner of Helm and Holland in the Peach Service Area
- Lift Station 3 – SE corner of Gettysburg and Phillip in the Peach Service Area
- Lift Station 5 – Tollhouse north of Barstow in the Peach Service Area
- Lift Station 6 – SW corner of Peach and Stuart in the Sierra Service Area
- Temporary Lift Station F/E – NE corner of Fowler and Everglade in the Herndon Service Area
- Temporary Lift Station S/N – West side of Sunnyside and south of Nees in the Herndon Service Area

An eighth existing pump station is not currently in use located at Barstow and Villa and would require significant work in the event it becomes necessary to be in service again.

Treatment Capacity

The Clovis ST/WRF opened in 2009 and is located north of Ashlan Avenue, between Thompson Avenue and McCall Avenue in the Loma Vista Specific Plan area. According to the 2017 WCMP, the Clovis ST/WRF has a current treatment capacity of 2.8 million gallons per day (mgd). The City expects that the planned phased expansion of the Clovis ST/WRF will increase its treatment capacity to up to 8.4 mgd and permit it to treat future flows from the Northwest, Northeast, and Southeast Service Areas. Treatment at this facility is expected to grow to 5.6 mgd or 6,273 acre-feet per year by approximately 2035, depending on growth and implemented alternative projects.

The 2017 WCMP observed that Clovis will need to plan to divert a portion of future flows generated by the Northwest, Northeast and Southeast Service Areas to its Fowler Service Area and convey the flow to the Fresno-Clovis RWRf for treatment. The City expects that the Fowler Trunk line and downstream sewer system are capable of accommodating the additional demand to the Fresno-Clovis RWRf. Per the 2017 WCMP, the City plans to acquire 0.881 mgd of treatment capacity at the Fresno-Clovis RWRf to make up the difference between Clovis' current capacity and the total planned capacity.

The City of Clovis has a current acquired amount of treatment capacity between the Clovis ST/WRF and Fresno-Clovis RWRf of 12.1 mgd, in contrast to the total planned treatment capacity of 18.581 mgd.²⁰⁰

According to the City, the Clovis ST/WRF produces a disinfected, tertiary-treated water supply that can be used for both landscaping and agricultural uses throughout the City. At its buildout capacity, the Clovis ST/WRF will be able to produce over 3 billion gallons of recycled water per year, the equivalent of the total water used by approximately 19,000 homes every year. Treated wastewater not used for City landscaping or adjacent agriculture use is currently sent to Fancher Creek where it is combined with seasonal surface flows for agricultural use. Treated wastewater can also be sent to the Little Dry Creek diversion channel.

Fresno-Clovis Regional Wastewater Reclamation Facility

The Fresno-Clovis RWRf is located on about 2,000 acres to the southwest of the City of Fresno. As a condition of a Federal Clean Water Grant, the City of Fresno was designated as the Regional Sewer Agency for the Fresno Clovis Metropolitan area in 1966. The City of Fresno owns and operates the Fresno-Clovis RWRf under a Joint Powers Agreement (JPA) with Clovis, who shares an equitable ownership interest in the RWRf. The County of Fresno and other smaller agencies are also wastewater dischargers to the RWRf, though governed under separate agreements. Wastewater generated within the Herndon, Fowler, Sierra, and Peach Service Areas is currently discharged to the Fresno-Clovis RWRf for treatment.

The Fresno-Clovis RWRf provides treatment for the Fresno-Clovis metropolitan area and is rated with a capacity of 88 mgd. Through the JPA, the City of Clovis has a current acquired treatment capacity of 9.3 mgd and rights to purchase additional capacity. The City of Clovis anticipates that an additional 0.881 mgd of treatment capacity will be necessary to accommodate future urban growth outside the current Clovis SOI. Additional treatment capacity at the RWRf can be acquired in increments of about 1.0 mgd as needed.²⁰¹

The Fresno-Clovis RWRf operates under the General Waste Discharge Requirements order from the California Regional Water Quality Control Board – Central Valley Region.²⁰² Effluent disposal is primarily accomplished through infiltration beds located at the facility and by direct application on agricultural fields for irrigation of non-food crops.

Up to five mgd of wastewater is also treated to disinfected tertiary recycled water standards as defined by Title 22 of the California Code of Regulations. This recycled water can be used for farming or landscape irrigation.²⁰³

Wastewater Treatment Capacity

²⁰⁰ City of Clovis, Public Utilities, 2017 Wastewater Master Plan Update - Phase III.

²⁰¹ City of Clovis, 2019 Sewer System Management Plan.

²⁰² City of Fresno, Public Utilities, Sewer & Wastewater, Fresno-Clovis Regional Wastewater Reclamation Facility. Web: <https://www.fresno.gov/publicutilities/sewer-wastewater/wastewater-facilities-infrastructure/#regional-wastewater-reclamation-facility>

²⁰³ Ibid.

Existing wastewater generation by the City of Clovis is estimated at about 7.9 MGD based on data from January 2022 through May 2023. Based on a 2022 population of approximately 124,000, the per person generation rate is approximately 65 gallons per person per day.

The City of Clovis has an available combined treatment capacity between Clovis ST/WRF (2.8 mgd) and Fresno-Clovis RWRf (9.3 mgd) of 12.1 mgd according to the 2017 WCMP. Based on the 2014 General Plan, the City plans for several phased projects to occur that will increase Clovis ST/WRF's wastewater treatment capacity from 2.8 mgd to 8.4 mgd.

Additionally, the City expects to purchase and acquire additional treatment capacity at the Fresno-Clovis RWRf that will increase its entitlement from the existing 9.3 mgd to 10.181 mgd. Together with the additional capacity developed in the future phase of the Clovis ST/WRF, the total additional treatment capacity will add 6.481 MGD, totaling 18.581 MGD of capacity in the future. Additional treatment capacity at the RWRf can be acquired in increments of about 1.0 mgd as needed by Clovis.²⁰⁴

Based on Clovis' 2014 General Plan, development of the City increases demand, the City plans to undertake multiple phased projects at the Clovis ST/WRF and expects to acquire additional treatment capacity at the regional plant that would provide the City a combined treatment capacity of 18.581 mgd at ultimate build out. Construction and financing of major sewer trunk lines, treatment capacity and recycled water transmission to serve City growth will be funded through development impact fees.²⁰⁵

Clovis' development standards, as well as the terms of the City-County Memorandum of Understanding stipulate that all urban development within the Clovis SOI, but outside the City limits, should be annexed into the City. At that time, the landowner can process the appropriate land use entitlements and the City can determine whether adequate water supply, wastewater treatment capacity, and water and wastewater conveyance capacities can be provided for the proposed annexation. The City of Clovis Planning and Development Services Department reviews all new development proposals and ensures that proposals are consistent with Clovis' adopted water, sewer, wastewater, and stormwater master plans.²⁰⁶

Planning Documents

City of Clovis 2019 Sewer System Management Plan

To provide a consistent, statewide regulatory approach to address sanitary sewer spills, the State Water Board adopted Statewide General Waste Discharge Requirements for Sanitary Sewer Systems, Water Quality Order No. 2022-0103-DWQ (Sanitary Sewer Systems General Order) on December 6, 2022. The Sanitary Sewer Systems General Order requires public agencies that own or operate sanitary sewer systems to develop and implement sewer system management plans and report all sanitary sewer spills to the State Water Board's online California Integrated Water Quality System (CIWQS) Sanitary Sewer

²⁰⁴ City of Clovis, Public Utilities, 2017 Wastewater Master Plan Update - Phase III.

²⁰⁵ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.17 – Utilities and Service Systems.

²⁰⁶ Ibid.

System Database.²⁰⁷ The City of Clovis last comprehensively updated its Sewer System Management Plan in July 2019, with smaller updates since then.

The Clovis SSMP element identifies the City’s goals for the management, operation, and maintenance of the sewer system and discusses the role of the SSMP in supporting these goals. These goals will provide direction to City staff to focus efforts on maintaining the system and making improvements.

Regulatory requirements state that at minimum, the City shall conduct periodic internal audits of the SSMP every two years, and the report must be kept on file with City officials. The most recent audit was completed by the City in 2021. The purpose of the audit shall focus on evaluating the effectiveness of the SSMP and the City’s compliance with the requirements of the SSMP. The audit shall also include the identification of any deficiencies in the City’s SSMP and identify steps to correct such deficiencies.²⁰⁸

During Clovis’ fiscal years (FY) 2019-2020 and 2020-2021, the City of Clovis sanitary sewer collection system underwent minimal system changes. According to the audit, development within the Clovis’ sewer collection system has been rapid with residential development leading the way. During this audit period, the Southeast Service Area (Loma Vista) remains the primary area of development with infill projects in the Northeast Service Areas and new residential housing tracts in the Northwest Service Area (Heritage Grove). The collection system slightly increased with new development located primarily in the southeast service area of the City (Loma Vista), which has adequate sewer capacity, and newer infrastructure is in place.

Over the past two years, no new major facilities or projects have been initiated or completed by the City which would impact how the collection system operates. One new residential lift station was added to the system during this audit period. Since the first SSMP audit in 2015, the sanitary sewer collection system has grown steadily from 342 miles of sewer mains in 2013 to 432 miles in 2023, a 26 percent increase. The collection system remains well-positioned to convey sewage waste safely and effectively throughout Clovis to treatment facilities.

City of Clovis, Wastewater Master Plan Update, Phase III

The Clovis Wastewater Master Plan Update Phase III, Wastewater Collection System Master Plan (2017 WCMP) is the last phase of an effort the City began in 1995 to update the City’s Wastewater Master Plan. The 2017 WCMP addresses planned urban growth as presented in the 2014 Clovis General Plan.²⁰⁹

The 2017 WCMP is a policy document that provides direction to City staff with regard to ongoing community planning and development activities in the City in conformance to the 2014 Clovis General Plan, and necessary updates may be warranted in response to future general plan updates.

²⁰⁷ California Water Boards, State Water Resources Control Board, General Order Information. Web: https://www.waterboards.ca.gov/water_issues/programs/sso/

²⁰⁸ City of Clovis, 2019 Sewer System Management Plan.

²⁰⁹ City of Clovis, Public Utilities, 2017 Wastewater Master Plan Update - Phase III.

Sewer System Finances and Staff Levels

The sewer service operation consists of three key funds within the City’s budget. The sewer service fund, sewer construction–enterprise fund, and sewer construction-developer fund. The sewer service fund is self-supporting from sewer user fees. It accounts for the operation and maintenance of Clovis’ sanitary sewer system, including operating costs of the City’s share of Fresno-Clovis RWRF. The sewer construction-enterprise fund accounts for capital expenditures associated with construction and expansion of the City’s sewer mains. Funds are transferred into the fund from the Sewer Service Fund for user-related projects and from the City’s Developer Trust Fund as reimbursements are made for developer projects. The sewer construction-developer fund accounts for the revenue from developer fees from the Major Facilities Sewer charge, and accounts for capital improvements for major trunk sewer projects and expansion at the treatment plant.²¹⁰

City customers are billed bimonthly for service per the City’s adopted rates. User rates consist of charges for the maintenance of sewer lines, treatment of wastewater, operation of the Sewer Treatment/Water Reuse Facility, and fees to meet the City’s sewer bond covenants. The City of Clovis sewer service revenue is projected to grow proportionately to new units, along with rate increases of three percent annually if deemed necessary by the City Council. Increases of three percent are projected for FY 2022-23 through FY 2024-25.²¹¹

In 2012, the City implemented a sewer bond coverage charge that is billed to all city sewer users to partially cover the debt service on development-related bonds. Each year the coverage charge is evaluated by the Public Utilities Department for any revision necessary to meet required bond coverage. If any coverage revisions are needed, the Public Utilities Department forwards the appropriate coverage adjustment for the City Council’s confirmation. Beginning July 1, 2021, no bond change is projected through June 30, 2025.²¹²

The wastewater system is operated and maintained by a staff of 16 employees consisting of administration, engineers, maintenance workers, inspectors, and utility workers. The Clovis Wastewater Collection and Treatment Division’s operating budget is fully funded by user fees, and it annually amounts to \$18,632,500.²¹³

Expansion of the Wastewater Collection System is an obligation of new development and expansion projects are funded by development impact fees. The City sewer impact fees and connection fees are established and collected by the Public Utilities Department. Pursuant to the Clovis 2014 General Plan policy, new developments are required to pay for their fair share of public facility and infrastructure improvements and may be required to install onsite or offsite facilities in excess of a development’s fair share.²¹⁴

²¹⁰ City of Clovis, 2022-23 Annual Budget, page 11.

²¹¹ City of Clovis, 2022-23 Annual Budget, page 41.

²¹² Ibid.

²¹³ City of Clovis, 2022-23 Annual Budget, page 181.

²¹⁴ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.17 – Utilities and Service Systems.

The Fresno-Clovis RWRf operates under the City of Fresno’s management. Clovis’ sewer capacity ownership at the Fresno-Clovis RWRf is paid by the City, and the City recovers its cost from Clovis’ user accounts. Capacity ownership fees are adjusted through the JPA, which may consist of collectively modifying or updating the mutual contracts held at Fresno-Clovis RWRf.

Construction and financing of regional sewer trunk lines, treatment capacity and recycled water transmission to serve growth is funded in the City of Clovis with development impact fees as stated in Clovis Municipal Code Section 6.4.03, which authorizes charges for sewer connections, including charges to fund construction of sewer mains and of house branches extending from sewer mains to property lines. The amounts of such fees are set forth in the City’s Master Development Fee Schedule.

Sewer Bonds

Local agencies can secure municipal service bonds to construct or expand a public water or sewer system. A utility service bond is secured by the revenue that the utility service can derive in the course of its operation. The local agency does not back the bond itself; however, the agency is responsible to repay the principal and interest bonded. An agency is able to collect fees from its utility ratepayers to repay the bond holders. Clovis has been able to finance various projects with very attractive rates due to the City’s favorable credit rating.²¹⁵

The following list summarizes the City’s sewer bonds:

- In March 2007, the City issued the 2007 Wastewater Revenue Bonds to pay for the initial phase of construction of Clovis’ ST/WRF. The bond paid for construction of Clovis’ sewer treatment water reuse facility, pump stations, recycled water mains, deep sewer trunk lines, and additional force mains. The amount of the bond was \$68,540,000, and as of August 2017, the City has repaid the full amount.²¹⁶
- In July 2013, the City issued the 2013 Sewer Enterprise Revenue Bonds for \$12,500,000 to refinance the 1998 Sewer Enterprise Revenue Bonds for which proceeds were used to refund the 1991 Fowler Trunk Contract payable to the City of Fresno, and the 1991 Armstrong Trunk Certificates of Participation. The City’s 2022-23 budgeted payment is \$615,000 for principal and \$404,000 for interest. The City’s last payment is scheduled for FY 2027-28.
- In August 2015, the City issued the 2015 Wastewater Refunding Revenue Bonds for the purpose of refunding the \$21,600,000 of outstanding 2005 Wastewater Bonds. The Wastewater bonds were issued to pay for the initial phase of construction of Clovis’ Wastewater Treatment Plant, a pump station, sewer trunk, and a force main. The City’s 2022-23 budgeted payment is \$180,000 for principal and \$866,000 for interest. The City’s last payment on the 2015 bond is scheduled for August 2035, the same as the refunded 2005 bonds.

²¹⁵ City of Clovis, 2022-23 Annual Budget, page 47.

²¹⁶ City of Clovis, 2017-18 Annual Budget, page 54.

- In August 2017, the City issued the 2017 Wastewater Refunding Revenue Bonds for the purpose of refunding the \$50,710,000 of outstanding 2007 Wastewater Bonds, which was previously mentioned. The City's 2022-23 budgeted payment is \$1,635,000 for principal and \$2,201,000 for interest. The final payment on the 2017 Bonds is scheduled for August 2039, the same as the refunded 2007 bonds.²¹⁷

According to the Clovis' budget, in FY 2022-23, the Sewer Construction-Developer Fund has no current plans to borrow from the Sewer Enterprise Fund to meet required bond covenants. The interest rate on the loan is variable and is set at the annual rate of return earned by the City's pooled cash and will be paid annually. Repayment will begin when development fee revenue exceeds revenue bond payment requirements.²¹⁸

In 1993, the City of Fresno issued Revenue Bonds for the upgrade and expansion of the Fresno-Clovis Regional Wastewater Treatment Plant. The City of Clovis is obligated contractually to the City of Fresno to make semi-annual payments based on Clovis' 8.11 percent share of the project. Clovis' FY 2022-23 budgeted payment is \$1,152,000 for principal and \$81,000 for interest. The final payment is scheduled for September 2023.²¹⁹

Infrastructure Needs

The City has prepared several master planning documents that provide policy direction for the wastewater collection and conveyance system, wastewater treatment systems, and recycled water facilities. The master service plans are reviewed and updated by the City on an annual basis to ensure that the City has sufficient capacity to meet existing and future service demands. As noted earlier, the City participates in a biennial audit as required by the California State Water Resources Control Board for owners of wastewater collection systems with more than one mile of pipeline to adopt and implement a Sewer System Management Plan (SSMP).²²⁰

The City's infrastructure requires routine system maintenance and regular preventative maintenance. Preventive maintenance is focused on critical, high-maintenance sewer mains that require more frequent inspection, maintenance and/or repair. Inspection of sewer lines using closed circuit television (CCTV) is done on a scheduled and systematic basis.

The annual Community Investment Program (CIP) is regularly reviewed and updated for projects that address infrastructure needs. Additionally, the City also updates its five-year CIP based on City trends, infrastructure need, and development interest to identify potential projects consistent with the vision of the 2014 General Plan.

According to the Clovis 2017 WCMP, the City plans for several infrastructure projects for the period of 2017 through 2027. Implementation of the 2017 WCMP will include following sewer-related capital improvement projects:

²¹⁷ City of Clovis, 2022-23 Annual Budget, page 52.

²¹⁸ City of Clovis, 2022-23 Annual Budget, page 49.

²¹⁹ City of Clovis, 2022-23 Annual Budget, page 52.

²²⁰ City of Clovis, 2021 Sewer System Management Plan Audit Report, May 2022.

- **CIP Project 6-A** consists of a force main system of two parallel force main pipelines approximately 4.6 miles in length, together with a pump station near the intersection of Shepherd and Willow Avenues. This project will convey flow along Shepherd Avenue from Willow Avenue to the DeWolf Trunk Sewer at DeWolf Avenue.
- **CIP Project 6-B** consists of approximately 2.4 miles of DeWolf Trunk Sewer improvements ranging from 24 to 36 inches in diameter on the DeWolf Avenue alignment, from Owens Mountain Parkway to Bullard Avenue.

Both projects are proposed for implementation by approximately 2035, or longer should the City implement alternative projects. Completion of both projects will enable the City to convey wastewater from the Northwest Urban Center to the Clovis Surface Treatment/Water Recycling Facility (ST/WRF).²²¹

- **CIP Projects AA through EE** consists of several wastewater treatment projects including the Phase II and Phase III expansion of the Clovis ST/WRF.

Additionally, City of Clovis intends to purchase additional wastewater treatment capacity at the Fresno-Clovis RWRf from the City of Fresno. Estimated capacity costs have been made by the City of Clovis, based on City records, however estimated cost will need to be refined prior to the City of Clovis making the purchase.²²²

- **CIP Project A and CIP Project B** are optional wastewater conveyance projects that could be constructed to delay the implementation of CIP Project 6-A, should such delay be considered necessary or advisable to the City.

CIP Project A consists of a pump station that would be sited near the intersection of Clovis Avenue and Herndon Avenue, together with a 1.6 mile force main system in Herndon Avenue that would convey some flow diverted from the Herndon Trunk Sewer to the Armstrong Trunk Sewer at Armstrong Avenue, in the Fowler Service Area.

CIP Project B consists of a pump station that would be sited near Willow Avenue and Spruce Avenue, together with a 0.64 mile force main system along Willow Avenue that would convey some flow diverted from the Herndon Trunk Sewer to the Sierra Trunk Sewer.

By diverting flow from the Herndon Trunk Sewer, these projects could extend the time in which interim sewer capacity could be provided in the Herndon Trunk Sewer for early development in the Northwest Urban Center and the Dry Creek Preserve area.

CIP Project A alone could delay implementation of Project 6-A by approximately two years. In combination with CIP Project B, the two optional projects could delay implementation of Project 6-A up to four years.

²²¹ Ibid.

²²² Ibid.

- **2018 Report of Wastewater Service Considerations for the Northwest Service Area** is a supplemental Wastewater Master Plan report that presents optional wastewater conveyance projects that could be constructed to further delay the implementation of CIP Project 6-A and 6-B and even project AA.

Service Adequacy

This section examines indicators of service adequacy, including regulatory compliance, treatment effectiveness, sewer overflows, and collection system integrity.

The City operates the Clovis ST/WRF under the provisions specified in Waste Discharge Requirements (WDR) Order No. R5-2019-0021 issued by the California Regional Water Quality Control Board Central Valley Region. Clovis' WDR order was adopted by the State on April 4, 2019.²²³ Order No. R5-2019-0021 was issued pursuant to section 402 of the federal Clean Water Act and implementing regulations adopted by the United States Environmental Protection Agency (EPA) and chapter 5.5, division 7 of the Water Code (commencing with section 13370).

The City of Clovis contracts with Jacobs Engineering Group, Inc. to operate the Clovis ST/WRF. The treatment system consists of primary, secondary, and tertiary units. Wastewater flows from the primary treatment units into two main bioreactor trains used for secondary treatment. Each bioreactor train consists of two anoxic zones followed by one aerobic zone with two aeration grids. Flow from the aerobic zone is pumped to the membrane filtration units, which provide tertiary treatment. The tertiary-treated effluent is disinfected using an ultraviolet light (UV) for disinfection system. Disinfected tertiary-treated wastewater is stored in a 3.08 million gallon bolted-steel tank. A second 3.08 million gallon bolted-steel tank will be added with the completion of Phase II.

Solids are passed through a solids reduction process utilizing interchange tanks. Following the interchange tanks, the reduced solids are purged into the digester and sent to dewatering equipment. The dewatered biosolids are hauled offsite to the Clovis Municipal Solid Waste Landfill or to a Class B Solids land application facility or composting facility. Transportation and disposal/reuse of the biosolids are regulated by the EPA under 40 C.F.R. part 503.

The order also serves as the National Pollution Elimination Discharge System (NPDES) permit for point source discharges from this facility to surface waters. The City's NPDES permit is NPDES No. CA0085235, which also serves as Waste Discharge Requirements (WDRs) pursuant to article 4, chapter 4, division 7 of the California Water Code (commencing with section 13260). This order also serves as a Master Recycling Permit pursuant to article 4, chapter 7, division 7 of the Water Code (commencing with section 13500).

Under the several regulating programs, the City of Clovis is required to provide regular self-monitoring reports to the RWQCB on a quarterly basis, and contain information pertaining to flow records, construction activity, permit compliance, etc. As previously noted in the City's planning efforts, the City is currently in Phase I and expects that the various planned projects at the Clovis ST/WRF will address

²²³ California Regional Water Quality Control Board (RWQCB), Central Valley Region, Order R5-2019-0021, City of Clovis. Web: https://www.waterboards.ca.gov/centralvalley/board_decisions/adopted_orders/fresno/r5-2019-0021.pdf

existing effluent limitations and discharge prohibitions associated with Phases I and II.²²⁴ Furthermore, the City’s biennial audit of the City of Clovis’ SSMP provides for the City to allocate resources toward improvements or enhancements of the City’s sewer collection system.

At the time this service review was prepared, the City of Clovis informed LAFCo that the City’s wastewater collection system is in “good-to-exceeding standards” operational condition. Field operations, management, and support staff routinely demonstrate a high level of dedication to maintaining all components of the system. The Public Utilities Department continues to invest in equipment and professional staff training to maintain sewer system reliability. Sanitary Sewer Overflows have been low in number and have not negatively affected the environment.

City growth has been rapid, but maintained within planned growth areas. Collection and Treatment systems operate below design capacities with available capacity for growth. Planned development into the Northwest Service Area is in the early stages. The growth area will require expansion of the current sanitary sewer system including a future pump station and force mains, which are currently being installed with associated development. Planning for the growth continues to be an active process shared between Public Utilities and Planning and Development Services staff working in collaboration on design, phasing and reviewing financial forecasts. With growth comes increased demands for sewer service. Currently, the City of Clovis is well-positioned to meet these demands.²²⁵

²²⁴ City of Clovis, Public Utilities, 2017 Wastewater Master Plan Update - Phase III.

²²⁵ City of Clovis, 2021 Sewer System Management Plan Audit Report, May 2022.

Water Services

Service Overview

This section of the MSR provides a general assessment of water service provided by the City of Clovis. The City of Clovis Public Utilities Department (Clovis PUD) Water Division is responsible for the production and distribution of the City's water supply. The City's water infrastructure consists of a public water distribution system, wells and disinfection facilities, water storage facilities, and a surface water treatment facility. The City also develops a recycled water supply from its Sewage Treatment/Water Reuse Facility (ST/WRF) that is strictly used for City and California Public Health Department approved uses, i.e. landscape irrigation or construction.

The Water Division manages the City's groundwater recharge programs, the recycled water system, city contracts, joint power agreements, and master planning of the City's water infrastructure. The Water Division performs water quality tests and reports, water system compliance, water conservation programming, groundwater recharge, and planning consistent with State regulations.

Water Division

The Water Division operates under the direction of the Clovis PUD. The Water Division headquarters is located at 155 North Sunnyside Avenue, Clovis. The Clovis water system consists of 600 miles of water lines, 36 active wells, a 0.5 MG elevated storage tank, two 2.0 MG above ground storage tanks, a 2.5 MG above ground storage tank at the SWTP, recharge basins, and associated machinery and equipment including the Clovis Surface Water Treatment Plant (Clovis SWTP). As of 2023, the City provides municipal potable water to almost 40,000 metered water connections.²²⁶

General Plan Goals and Policy

The Clovis 2014 General Plan Public Facilities and Service Element and the Open Space and Conservation element establish policies for its public facilities. The following general plan policies establish direction with regard to the City's water services.

Public Facilities and Service Element – Goal 1: Reliable and cost-effective infrastructure systems that permit the city to sustainably manage its diverse water resources and needs.

- **Policy 1.1: New Development.** New development shall pay its fair share of public facility and infrastructure improvements.
- **Policy 1.2: Water Supply.** Require that new development demonstrate contractual and actual sustainable water supplies adequate for the new development's demands.

²²⁶ City of Clovis, 2020 Urban Water Management Plan Update, adopted July 12, 2021; Annual Budget-at-a-Glance 2023-24.

- **Policy 1.3: Annexation.** Prior to annexation, the City must find that adequate water supply and service and wastewater treatment and disposal capacity can be provided for the proposed annexation. Existing water supplies must remain with the land and be transferred to the City upon annexation approval.
- **Policy 1.4: Development-Funded Facilities.** The City may require developments to install onsite or offsite facilities that are in excess of a development's fair share. However, the City shall establish a funding mechanism for future development to reimburse the original development for the amount in excess of the fair share costs.
- **Policy 1.5: Recycled Water.** Use recycled water to reduce the demands for new water supplies. Support the expansion of recycled water infrastructure throughout Clovis and require new development to install recycled water infrastructure where feasible.
- **Policy 1.6: Master Plans.** Periodically update water, recycled water, wastewater, and storm water master plans and require all new development to be consistent with the current master plans.
- **Policy 1.7: Groundwater.** Stabilize groundwater levels by requiring that new water development demands not exceed the sustainable groundwater supply.
- **Policy 1.8: Water Facility Protection.** Protect existing and future water, wastewater, and recycled water facilities from encroachment by incompatible land uses that may be allowed through discretionary land use permits or changes in land use or zoning designations.

Open Space and Conservation Element – Goal 3: A built environment that conserves and protects the use and quality of water and energy resources.

- **Policy 3.3: Well Water.** Prohibit the use of new private wells in new development.
- **Policy 3.4: Drought-Tolerant Landscaping.** Promote water conservation through the use of drought tolerant landscaping on existing and new residential properties. Require drought-tolerant landscaping for all new commercial and industrial development and city-maintained landscaping, unless used for recreation purposes.
- **Policy 3.5: Energy and Water Conservation.** Encourage new development and substantial rehabilitation projects to exceed energy and water conservation and reduction standards set in the California Building Code.

City Water Plans

The City plans for its water supply through various master plan documents. The following City plans identify Clovis' vision for its existing and future water resources.

- **Clovis Urban Water Management Plan 2020 Update (UWMP)** – ensures efficient use of urban water supplies, continues to promote conservation programs and policies, ensures that sufficient

water supplies are available for future beneficial use, and provides a mechanism for response during water drought conditions per the City’s Water Shortage Contingency Plan (WSCP). The UWMP is updated every five years; thus, the next UWMP is scheduled for 2025.

- **Clovis 2017 Water Master Plan Update Phase III (2017 Water Master Plan)** – examines the feasibility of Clovis’ planned growth as identified in its 2014 General Plan. The 2017 Water Master Plan considers urban growth from a water resources perspective and develops a plan for future water public facilities for the City to implement as the City experiences eastern and northern outward growth. Water supplies considered include surface, groundwater, and reclaimed water.
- **Clovis 2017 Recycled Water Master Plan (RWMP)** – provides an evaluation of the City’s current recycled water resources and best management practices. The 2017 RWMP identifies potential recharge/recycling opportunities based on the City’s 2014 General Plan land use designations, and conditions of the City’s existing public facilities. The 2017 RWMP also provides analysis for future water demands, and potential projects that increase recycled water opportunities that may offset future water demand.
- **Groundwater Sustainability Plan (GSP)** – outlines the statutory framework and groundwater management for the North Kings Groundwater Sustainability Agency (NKGSA), of which the City of Clovis is a member, in response to the Sustainable Groundwater Management Act of 2014 (SGMA) and codified in California Water Code Section 10720 *et seq.*

Regulations and Clovis’ Water Distribution System

The City relies upon groundwater, surface water, and recycled water to serve its ratepayers. Surface water is treated at the Clovis Surface Water Treatment Plant located near Bullard and Leonard Avenues or is used for recharge at the Marion Recharge Basins located at Alluvial and Sunnyside. The City regularly tests its entire water system, from wells to service connection points to collect water quality samples that are reported to the State Water Resources Control Board, Division of Drinking Water (SWRCB).

The City’s potable water is supplied from surface water and groundwater wells. The City of Clovis operates its Surface Water Treatment Plant, groundwater wells, and distribution system under Revised Domestic Water Supply Permit No. 03-12-19P-003 dated January 16, 2019, and Amendment to the Domestic Water Supply Permit No. 09-12-20PA-012 dated August 28, 2020.

Groundwater Supply

The City has historically relied primarily on groundwater supplies; however, with the startup of the surface water treatment plant (SWTP) in 2004, that reliance has shifted. Groundwater extraction has been reduced since 2016 and is expected to continue to be reduced or stabilize, and the use of surface water will continue to increase to meet new demands. The City continues to increase its surface water and recycled water supply usage to a point where the groundwater extraction is not greater than the

sustainable yield in a normal year, or extraction is offset with intentional recharge. In 2020, groundwater pumping accounted for 26 percent of the City’s total available water supply.²²⁷

The City’s groundwater supply is currently drawn from 36 active groundwater wells and one additional well currently on standby, which has a total capacity of approximately 37,690 gallons per minute (gpm). There are six planned wells, adding a planned capacity of 4,750 gpm and bringing the total well capacity to 42,440 gpm. Two of the existing active wells (well 10 and well T-5) are offline due to 1, 2, 3-trichloropropane (TCP) and polyfluoroalkyl substances (PFAS) water quality concerns, and one well is listed as standby due to iron and manganese concerns.²²⁸

During the 2020 calendar year, the City pumped 12,105 acre-feet (AF) of groundwater from its 36 available wells and conducted 5,316 AF of intentional recharge activities. Groundwater pumping for years 2016 through 2020 averaged to 12,048 AF. For sustainability purposes, it is presently understood by the City that 9,400 AF per year can be sustainably used from the aquifer; however, the Sustainable Groundwater Management Act implementation may affect that number in the future.²²⁹

According to the 2017 Water Master Plan, the City’s largest production well is Well No. 26 at 2,200 gpm, and the lowest production well is Well No. 23 at 300 gpm. Of the City’s active wells, average production is 1,200 gpm.²³⁰

Intentional recharge is highly dependent on precipitation and will vary year to year, declining greatly during dry water years. In drought conditions, the City’s ability to recharge groundwater is reduced due to decreased surface water supplies. Based on the City’s 30-year average, the intentional groundwater recharge average amounted to approximately 8,412 AFY, whereas for years 2014 through 2016, drought conditions resulted in greatly reduced recharge amounts averaging 2,279 AFY. In 2020, the City had an intentional recharge amount of 5,316 AF as noted earlier.²³¹

The 2017 Water Master Plan Phase III indicates that all active wells are in good condition. Most City wells have a 60-year life expectancy, and the City regularly conducts field assessments to determine necessary maintenance projects. According to the 2017 Water Master Plan, the City has plans to construct six new wells and an additional 80 acres of recharge basins.

Surface Water Supply

Much of the City overlies the Fresno Irrigation District (FID). The City has access to surface water through several contracts, all of which are delivered to the City via FID. The various surface water supplies are from the Kings River and Friant Division of the Central Valley Project.

The City’s water allocation from FID, per the Cooperative Agreement, is dependent on the type of water year for water scenarios: normal/average year, single-dry year, or multiple-dry year periods. During an average/normal water year, the City’s current entitlement would equate to approximately 28,000 AF. The

²²⁷ City of Clovis, 2020 Urban Water Management Plan, page 6-18.

²²⁸ City of Clovis, 2020 Urban Water Management Plan, well 10 and well T-5.

²²⁹ City of Clovis, 2020 Urban Water Management Plan, page ES-4.

²³⁰ City of Clovis, Water Master Plan Update - Phase III, page 4-6.

²³¹ City of Clovis, 2020 Urban Water Management Plan, page ES-3.

City's allocation from the Kings River is proportional to the total acreage of the City's included area to the total FID area receiving water. According to the UWMP, the City has received on average 17,011 AFY, though this has varied from 9,452 AF in the severe drought of 2015 to over 24,958 AF in 2017.

During the development of this service review, Clovis' Water Division informed LAFCo that the City will receive an estimated 39,000 AF of its surface water entitlement in 2023.

The City and FID are also parties to a Firm Surface Water Supply Agreement effective September 1, 2019. Under the Firm Water Supply Agreement, FID agrees to develop and make available to the City a new firm annual water supply of up to 7,000 AFY. The maximum annual supply was initially set at 1,000 AF and increase each year until the maximum of 7,000 AF annually is to be reached in 2045. Unlike the water supply from the Cooperative Agreement, this supply is irrespective of the type of water year experienced, making it a firm water supply.

The City's SWTP is permitted for operation at a maximum flow rate of 22.5 million gallons per day (gpd). The Clovis SWTP is classified as a T5 water treatment facility by the State Water Resources Control Board, and the City treats this water supply in accordance with Title 22 of the California Code of Regulations.²³² A review of the SWRCB's sanitary survey reports shows that the City has not received any enforcement action since the last sanitary survey for the Clovis SWTP.

Water Service Demand

As of 2020, the City provided service to approximately 36,351 water connections, which were comprised of residential and nonresidential customers.²³³ Its average daily water consumption is 22.2 mgd. The demands for water consumption were met with an estimated delivery of 26,000 AF, which also includes the Tarpey Village population.²³⁴

OF THE TOTAL AMOUNT OF POTABLE WATER DISTRIBUTED IN 2020, RESIDENTIAL HOMES ACCOUNTED FOR 67 PERCENT AND NONRESIDENTIAL CONNECTIONS ACCOUNTED FOR 33 PERCENT.

According to the City of Clovis water permit issued by the State Water Resource Control Board, Division of Drinking Water, the total system source capacity of the City's groundwater wells is approximately 36,564 gpm. The City has a combined total source capacity of approximately 52,254 gpm using the 36 active wells and the Clovis SWTP.²³⁵

According to the State's data, the City's public water system has adequate source capacity to supply the maximum day demand (MDD) of approximately 33,792 gpm. The City meets peak demands with active sources (groundwater and surface water), storage, and standby sources.

Projected Water Demand

²³² City of Clovis, Amendment to the Domestic Water Supply Permit, page 6.

²³³ California Water Boards, State Water Resources Control Board, City of Clovis Water Permit Amendment No. 09-12-20PA-012, 2020 Sanitary Survey, August 28, 2020.

²³⁴ City of Clovis, 2022-23 Annual Budget, page 161.

²³⁵ California Water Boards, State Water Resources Control Board, City of Clovis Water Permit Amendment No. 09-12-20PA-012, 2020 Sanitary Survey, August 28, 2020, page 3.

The City’s 2020 Urban Water Management Plan projects water demands for 2025 through 2040 based on City adopted land uses via 2014 Clovis General Plan.²³⁶ The City anticipates that emerging State conservation laws and development of the Sustainable Groundwater Management Act will further restrict future planned water usage. Additionally, higher density housing could offset or change future planned water usage. In the City’s 2020 UWMP, the City identified the following water demand projections for surface water, groundwater, and recycled water supplies as growth of the City occurs.

Table 7. City Water Potable and Raw Water Demand by Sector

Use Type	Additional Description	Projected Water Use (AF) [1]			
		2025	2030	2035	2040
Single Family	Includes Residential Landscaping	18,546	18,558	20,353	22,327
Multi-Family	Includes Residential Landscaping	2,713	2,715	2,978	3,266
Commercial	Includes schools	3,052	3,346	3,670	4,026
Institutional		852	934	1,025	1,124
Industrial		324	355	389	427
Landscape [2]	Portable Water	1,336	1,465	1,607	1,763
Other	Construction	93	101	111	122
Losses [3]	Accounts for real and apparent losses	1,321	1,449	1,589	1,743
Intentional Groundwater Recharge [4]		8,400	8,400	8,400	8,400
Total		36,637	37,324	40,122	43,198

Notes:
 [1] Projected water is based on the 2020 Water Use Target of 199 gallons per capita per day (gpcd) for non-residential uses and 183 gpcd and 167 gpcd for residential uses.
 [2] Recycled water is not reported in this table.
 [3] Water loss is the total water supplied minus authorized consumption.
 [4] Based on the 30-year average intentional recharge the City has conducted since 1990.

Table 8. Projected Surface Water Supply Demand

Supply Source	2020 (AF)	2025 (AF)	2030 (AF)	2035 (AF)	2040 (AF)
Kings River [1]	18,039	19,227	22,717	26,208	32,100
FID Agreement [2]	0	2,500	4,000	5,000	6,000
CVP Class II	0	433	867	1,300	1,300
GWD Class I	0	550	1,100	1,650	1,750
IWD Class I	0	0	500	1,000	1,200
Total	18,039	22,710	29,184	35,158	42,350

Notes:

²³⁶ City of Clovis, 2020 Urban Water Management Plan, page 4-7.

[1] Kings River supply includes surface water supplies from both the City’s agreement with FID, including a cap at 7.12% of the FID area on the first agreement (equating to 32,100 AF and anticipated to be reached in 2040 based on the City’s growth rate) and an additional 7,000 AF firm water supply by 2045. Both provisions are shown in the 2019 agreement.
 [2] Per the 2019 FID Agreement, up to 1,000 AF in 2020 and up to 7,000 AF in 2045, Firm Supply

According to Clovis’ 2020 Urban Water Management Plan, the table below summarizes the City’s anticipated combined groundwater and surface water supplies and demand for 2025 through 2040 in a normal/average year. Overall, the City expects that water supplies would exceed anticipated demand as City growth occur through 2040.

Table 9. Normal Year Supply and Demand Comparison

	2025	2030	2035	2040
Supply Totals	50,739	58,937	65,034	74,650
Demand Totals	39,737	42,824	46,422	52,598
Difference	11,002	16,113	18,612	22,052
Units: AF				

Water Supply Reliability

The City pumps groundwater from a non-adjudicated aquifer known as the Kings Subbasin. This subbasin is part of the larger San Joaquin Valley Groundwater Basis within the Tulare Lake Hydrologic Region of California, as designated by the California Department of Water Resources.²³⁷ Though the subbasin has been identified in a state of critical overdraft, there are no current pumping restrictions. The City’s use of groundwater is subject to the Sustainable Groundwater Management Act (SGMA), and groundwater extraction will be regulated by the North Kings Groundwater Sustainability Agency (NKGSA). The City anticipates that its recharge programs and water banking facilities will help Clovis balance its long-term groundwater use.

DETERMINING THE WATER SUPPLY RELIABILITY IS COMPLEX AND VARIES ACCORDING TO LEGAL ISSUES, ENVIRONMENTAL CONSTRAINTS, WATER QUALITY, AND CLIMATIC VARIATIONS.

The Kings River surface water supply is conveyed to the City by the Fresno Irrigation District (FID). Annual precipitation and snowmelt levels influence the City’s surface water allocation. According to the Clovis 2020 Urban Water Management Plan, the City’s water contract with Fresno Irrigation District is considered reliable; however, surface water allocations are vulnerable to drought conditions.

The City considers recycled water supplies a consistent source. Its current supply is limited by existing infrastructure. The City’s 2017 Recycled Water Master Plan anticipates that recycled water supply will increase with city growth and the commensurate construction of recycled water distribution infrastructure.

Overall, the City’s 2020 Urban Water Management Plan evaluates Clovis water reliability based on these scenarios: normal/average year, single-dry year, and multiple-dry year period. During a single dry year, the City’s surface water supplies are anticipated to be reduced by as much as 66 percent. The City’s projected single dry year supply and demand from 2025 through 2040 are shown below.²³⁸ During a single

²³⁷ California Department of Water Resources, “California’s Groundwater Update 2020,” Bulletin 118.

²³⁸ City of Clovis, 2020 Urban Water Management Plan, page 7-5.

dry year, surface water supplies are prioritized for City customers; demand for recharge surface water supply is reduced by eliminating the City’s recharge activities. Under drought conditions, the City implements the water shortage contingency plan as necessary.

Table 10. Single Dry Year Supply and Demand Comparison

	2025	2030	2035	2040
Supply Total	37,838	43,586	47,233	53,109
Demand Total	34,272	37,359	40,957	47,133
Difference	3,567	6,228	6,276	5,976
Units: AF				

Infrastructure Needs

The City’s Community Investment Program provides a process for developing the logical order of construction of projects identified in the City’s 2020 Urban Water Management Plan. The City also evaluates its various master plans so that capital projects support and sustain continued community development. The Community Investment Program is included in the City’s annual budget, and it provides a list of infrastructure projects needed for the upcoming year.

Planned Surface Water Resources

According to the Kings River Handbook, 28 water agencies hold water contracts to obtain Kings River surface water.²³⁹ Kings River water supply is appropriated via contracts among various agencies, and the Kings River Water Association strictly regulates water apportionments. LAFCo notes that several regulating agencies will need to review and approve any new water exchange agreements that the City intends to pursue to balance future City growth. Kings River water supply is regulated by, but not limited to the following agencies: the United States Bureau of Reclamation, Kings River Water Association, and the contracted water agencies.

Future development of Clovis’ planned Northwest Urban Center (north of Enterprise Canal) and the Northeast Urban Center relies on the City’s ability to secure a reliable water supply. Some of this new supply could be from Garfield Water District and International Water District. The City anticipates that additional surface water will be retained for “municipal and industrial” use from the following districts.

Garfield Water District

The Garfield Water District (GWD) partially overlays the northwest portion of the Clovis SOI and three parcels within the Clovis city limits along International Avenue. Approximately half of the District lies within the Clovis SOI and is generally bounded by Garonne Avenue to the north, North Chestnut Avenue to the west, the Enterprise Canal to the south, and North Fowler Avenue to the east.

²³⁹ Kings River Handbook, Kings River Conservation District and Kings River Water Association, Fifth Printing, September 2009. Web: https://krcd.org/wp-content/uploads/2023/01/handbook_2009-3-columns.pdf

The GWD was formed in 1956 to provide agricultural irrigation water to land within its boundaries. The District's service area and sphere of influence are coterminous measuring approximately 1,809 acres of agricultural land. Approximately half of the GWD's service area lies within the City of Clovis SOI, approximately 90 acres within the City of Fresno, and approximately 894 acres are north of the Clovis SOI in the unincorporated portion of Fresno County.

The GWD distributes irrigation water to 21 landowners. The GWD has a contract to receive up to 3,500 acre-feet of Class I water from the Friant-Kern Canal through its Central Valley Project contract with the United States Department of the Interior, Bureau of Reclamation (USBR).²⁴⁰

The City informed LAFCo that as a condition of approval the City will require developers in the Northwest Urban Center to demonstrate their ability to secure adequate water supply as a condition of annexation consistent with the 2014 General Plan Policy – 1.2 Water Supply, of the Public Facilities and Service Element.

With half of GWD within the City's SOI, an estimated 1,750 AFY is expected to be added to the City's supply upon development. As the City grows and annexes portions of the GWD, CVP Class I water rights will be transferred to the City and added to the overall water supply portfolio upon development of this portion of the Northwest Urban Center.²⁴¹

International Water District

International Water District (IWD) is located immediately east of Clovis city limits and entirely within the Clovis SOI. The IWD's boundaries are generally Shepherd Avenue to the north, Thompson Avenue to the west, Del Rey Avenue to the east, and stair steps from Del Rey along the Pup Creek alignment to Thompson Avenue.

The IWD is an independent special district formed in 1952 to provide agriculture irrigation water to a family-owned farm operation that constituted the IWD's boundaries. The IWD service area and SOI are coterminous and encompass approximately 741 acres of agricultural land.

The IWD distributes irrigation water to 10 parcels that are owned by five landowners within the District's service area. The IWD has a contract to receive up to 1,200 acre-feet of Class I water from the Friant-Kern Canal through its Central Valley Project contract with the USBR.²⁴² IWD's CVP contract differs from the GWD CVP contract in that USBR allows the IWD's contracted water supply to be used for irrigation as well as municipal and industrial (M&I) purposes within its USBR-approved Contractor's Service Area (USBR's Contracted Service Area is analogous to the IWD's service area). In contrast, M&I water means water made available from the CVP other than irrigation water made available to the contractor. M&I water includes water supply used for human use and purposes such as the watering of landscaping or pasture for animals.

²⁴⁰ United States Department of the Interior, Bureau of Reclamation, CVP Contract No. 14-06-200-9421D (Garfield Water District). Web: https://www.usbr.gov/mp/nepa/includes/documentShow.php?Doc_ID=24921

²⁴¹ City of Clovis, 2023 Shepherd North Project, Draft EIR SCH#2022050180. Web: https://cityofclovis.com/wp-content/uploads/2023/11/Clovis-Shepherd-North_FEIR_11-3-23.pdf

²⁴² United States Department of the Interior, Bureau of Reclamation, CVP Contract No. 14-06-200-585A-LTR1 (International Water District). Web: <https://www.usbr.gov/mp/cvp-water/docs/latest-water-contractors.pdf>

Historical averages show that IWD annually receives 90 percent of its contracted water allocation from USBR, which amount to an annual delivery average of 1,080 AF.

IWD’s water contract is periodically reviewed by USBR, and the District has initiated conversation with USBR to convert its water service contract into a “repayment contract.” Under Section 4011 of the Water Infrastructure Improvement Act of 2016, any contracted water agency is allowed to convert its agricultural and municipal water service contract to a repayment contract to allow for payment of allocable construction costs that would otherwise have been repaid to USBR over an extended term, typically a range of 20 years. The repayment contract is a permanent contract that entitles USBR contracted water agencies such as IWD to secure a proportionate share of the yield of the Friant Division in perpetuity. IWD informed LAFCo that it expects to work with USBR in 2019 to begin the process to convert IWD’s water service contract into repayment contract.

On February 4, 2019, LAFCo staff met with USBR officials to learn about the IWD-City planned contracted water reassignment process. USBR officials informed LAFCo that IWD’s contracted water supply reassignment would require USBR to review and update IWD’s water supply contract. The process may result in IWD requesting a new designee to receive a portion or all of IWD’s federal contracted water supply. The City and IWD plan to work with USBR to ensure that a majority of IWD’s 1,200 acre-feet of Class I CVP water can be assigned to Clovis to support the planned development of the City’s Northeast Urban Center.

According to Clovis’ 2020 Urban Water Management Plan, the City anticipates that approximately 1200 AF of IWD’s CVP water may be added to the City’s supply to support development of the Northeast Urban Center.

Recycled Water Resource

The City operates a recycled water supply system from the treatment of wastewater at the Clovis Sewage Treatment/Water Reuse Facility (ST/WRF). The recycled water system is independent from Clovis’ water system. The City uses its purple line system to retain and distribute treated recycled water supplies to a limited number of landscaping, construction, and irrigation customers. The City’s recycled water supply program offsets a portion of the City’s groundwater and surface water-supply demand.

The Clovis ST/WRF is located north of Ashlan Avenue between Thompson and McCall Avenues. Recycled water produced by the Reuse Facility complies with Title 22 standards (California Code of Regulations), which means permitted uses of this source of supply include many uses such as irrigation, impounding, cooling, and commercial/industrial applications.

City of Clovis’ recycled water distribution system consists of dedicated “purple pipe” ranging from 10- to 36-inches in diameter that run along the eastern edge of the City. In 2015, the City’s recycled water service area encompassed approximately 178-acres located generally south of the Dry Creek Reservoir and east of Clovis.²⁴³ Clovis’ recycled water lines consist of approximately twenty-nine miles of pressurized lines that provide recycled water to eastern Clovis from Loma Vista to Harlan Ranch.

²⁴³ City of Clovis, 2017 Recycled Water Master Plan.

Currently, recycled water is primarily used for irrigation of public and private landscape within the service area. The Clovis ST/WRF has an annual average recycled water treatment capacity of about 3,100 acre-feet per year (AFY), or 2.8 MGD. In 2020, the Clovis ST/WRF generated about 1,870 AF of recycled water with existing customers (irrigation) using 396 AF and the remainder, 1,474 AF, discharged to Fancher Creek.²⁴⁴ In 2020, approximately 28 percent of the total recycled water yield at the ST/WRF was used for within the service area, while 72 percent was discharged into Fancher Creek. Current areas receiving recycled water include CA-168 between Shepherd Avenue and Sierra Avenue, Clovis Community Medical Center, and multiple City parks and landscape areas.

Landscape irrigation will continue to be the main use of recycled water in the future for the City. The City is working with Clovis Unified School District to evaluate the use of recycled water for landscape areas. Caltrans expanded its use of recycled water along CA-168 from Armstrong Avenue to Sierra Avenue. The City is exploring the use of recycled water for groundwater recharge. The recycled water produced could be used for agricultural purposes; farmers are interested in utilizing the water to irrigate crops.²⁴⁵

Table 11. Current and Projected Recycled Water District Beneficial Uses

Name of Agency Producing (Treating) the Recycled Water			City of Clovis				
Name of Agency Operating the Recycled Water Distribution System			City of Clovis				
Supplemental Water Added in 2020			None				
Source of 2020 Supplemental Water			None				
Beneficial Use Type	General Description of 2020 Users	Level of Treatment	2020	2025	2030	2035	2040
Agricultural Irrigation		Tertiary	136	150	75	0	0
Landscape Irrigation (excludes golf courses)	Public and Private Landscape	Tertiary	574	1,550	2,525	3,501	4,476
Groundwater Recharge			0	1,400	2,900	2,799	4,924
Total			710	3,100	5,500	6,300	9,400

The City expects that additional planned facility projects will expand the City’s ability to increase the existing treatment capacity nearly eightfold by 2035, and potentially increase Clovis’ recycling capacity nearly twelvefold by 2040.

Recharge Projects

The Kings Sub basin is recharged through a joint effort between the Cities of Fresno and Clovis, the Fresno Irrigation District (FID), and the Fresno Metropolitan Flood Control District (FMFCD). The City intentionally

²⁴⁴ Ibid.

²⁴⁵ City of Clovis, 2020 Urban Water Management Plan, pages 6-9, 6-11.

recharges the aquifer by delivering a portion of its surface water entitlement via FID canals to both a city-owned recharge facility and FMFCD ponding/recharge basins located throughout the City. The City of Clovis participates in the following recharge programs.

City of Clovis manages the Marion Recharge Facility which encompasses an 80 acre area that has recharged up to 6,100 AFY. The volume of intentional recharge varies year to year depending on the City's annual surface water allocation and the duration of FID's seasonal run of their conveyance system(s).

In 2004, the City and FID entered into the Waldron Pond Water Supply Reliability Agreement to finance and construct the Waldron Banking Facility (WBF), which is managed by FID. The WBF is comprised of approximately 225 acres of percolation basins and extraction wells and located near the City of Kerman. The estimated annual water yield is approximately 10,000 AF with the City's 'available annual yield' amounting to 90 percent, or approximately 9,000 AF. The agreement stipulates the annual yield is the amount of water percolated during the current calendar year less a ten percent leave behind. WPBF is estimated to annually produce approximately 10,000 AF of water supply recharge. The City is entitled to receive up to 90 percent (9,000 AF) of the annual yield at WPBF. Currently, the City banks its entitled allocation; however, the City plans on taking the water in dry years to augment its water supply. Bank means that the City opts out from receiving a water delivery so that a credit (based on availability) can be collected on a later day.

The City and FID have an agreement for Boswell Groundwater Banking Facility (BGBF). The BGBF is managed by FID and is located in central Fresno County. BGBF consists of a 100-acre basin and three recovery wells. Available water supplies to the FID are conveyed through the Lower Dry Creek Canal into BGBF where the water is intentionally recharged to the groundwater table. The City of Clovis has access up to 4,500 AFY of surface water from BGBF. In the event the Facility cannot produce the 4,500 AFY of surface water, FID will endeavor to acquire supplemental water for Clovis from other sources, which the City will be required to fund.²⁴⁶

Authorized Services by Contract Outside City Limits - Water Customers

As of January 1, 2001, Government Code section 56133 requires local agencies to first request and receive written approval from LAFCo to provide new or extended services by contract or agreement outside its jurisdictional boundary but within the adopted sphere of influence (SOI) in anticipation of a later change of reorganization. Furthermore, if consistent with adopted policy, the LAFCo may authorize the extension of service outside of the agency's SOI to respond to an existing or impending threat to the public health or safety of the residents of the affected territory. The concept of the statute lies with LAFCo's responsibility of discouraging urban sprawl and LAFCo's evolving role in regional growth management agency.

Tarpey Village

City of Clovis PUD provides water to Tarpey Village, an unincorporated island situated immediately south of the Clovis city limits. Tarpey Village is situated generally south of Gettysburg Avenue, east of

²⁴⁶ City of Clovis, 2020 Urban Water Management Plan, pages 6-14, 6-17.

Minnewawa Avenue, north of Dakota Avenue alignment, and west of Sunnyside Avenue. Parcels within this area receive Clovis municipal water. The City of Fresno provides wastewater collection to this area.

Clovis became the municipal water provider to Tarpey Village through the 1988 merger of Fresno County Waterworks District No. 8 (WWD No. 8) with the City of Clovis.²⁴⁷ City of Clovis inherited eight wells from the merger. Since then, five of the original eight wells have either failed or have been abandoned by the City, leaving three wells to provide water supply to Tarpey residents. The three wells that serve Tarpey Village have a well capacity of 2,092 gpm.²⁴⁸

In July 2023, the City adopted new water rates structured on drought and non-drought years. Drought and non-drought rate structure was initially adopted in 2016, after the passing of California Proposition 218. Tarpey Village residential customers who are not individually metered are charged a flat rate of \$131.01 per two-month period in non-drought times and \$163.20 per two-month period in drought times, which may vary depending on the gross consumption of all the unmetered customers. Tarpey unmetered customers will pay an excess consumption charge for use over 63,000 gallons in non-drought or drought times.

The City plans to meter all Tarpey Village connections and anticipates that all Tarpey water customers will have metering systems installed by 2025 as required by State law. The City is working with the property owners to continue to install meters and to obtain a fully metered status. Since the 2015 UWMP, 57 unmetered Tarpey customers have had meters installed and 364 customers remain unmetered.²⁴⁹

The county island of Tarpey Village is the only unincorporated community outside of the Clovis city limits within the Clovis SOI that receives City water service. The Tarpey area is considered built out and the population assumed to remain constant, while the City has developed around Tarpey's western, northern, and eastern edges. City does not anticipate annexation of Tarpey Village in the near future.

The 2014 Clovis General Plan designates residential and commercial land uses within the Tarpey community. Likewise, the Fresno County General Plan designates a majority of the land within Tarpey Village as Single Family Residential as identified in the County's R1 Single Family Residential Zoning District. Most of the land within Tarpey Village is already developed and constructed to Fresno County development standards. The Fresno city limits abut the southern edge of Tarpey Village.

Rural Residential Address: 3602 Shepherd Avenue

In 2005, LAFCo approved an extension of Clovis water service to a rural residential parcel located north of Shepherd Avenue and east of Peach Avenue.²⁵⁰ The City expects that future growth north of Shepherd Avenue between Peach Avenue and Minnewawa Avenue will contain the annexation of this one-acre property into the City of Clovis. The water account is still active but there has been no usage for three years.

²⁴⁷ Fresno LAFCo File No. DOD-87-2 (Waterworks District No. 8).

²⁴⁸ City of Clovis, 2017 Water Master Plan Update – Phase III.

²⁴⁹ City of Clovis, 2020 Urban Water Management Plan, page 9-2.

²⁵⁰ Fresno LAFCo File No. OS-05-1 (Herrera Water Service Request) approved November 2, 2005.

Clovis Hills Community Church²⁵¹

Clovis Hills Community Church is located near the intersection of Willow Avenue and International Avenues, and as of August 9, 2023, is located within the Clovis city limits. Prior to 2010, the Church relied solely on two private wells to serve its water needs.

In 2010, two reported well failures prompted the Church to seek a more reliable water supply from neighboring water agencies. Although the Church property is located in the Clovis SOI, the City did not have available water lines in the area to connect the Church. According to LAFCo record, the extension of service application filed by the Church with LAFCo recognized that several agreements took place in order to assist the Church. In summary, because the Church property is located within GWD and is entitled to receive a portion of the annual allocation of Garfield Water District's USBR Class I contracted water supply, the GWD agreed to convey the Church's surface water allocation to the City of Fresno's surface water treatment plant for treatment. The City of Fresno then agreed to receive, treat, and deliver the water supply to the Church property until such time that Clovis' water lines became available near Willow Avenue and International Avenue. The agreement received the City of Clovis' consent.

On September 8, 2010, LAFCo approved, with conditions, the extension of municipal water service to Clovis Hills Community Church. As a condition of LAFCo approval, Clovis Hills Community Church provided evidence to Clovis and LAFCo of its consent to a future annexation to the City of Clovis. Clovis Hills Community Church provided LAFCo evidence of its executed Extra-Territorial Water Service Agreement with City of Fresno.²⁵²

The City of Clovis has since installed and extended water lines along Willow Avenue to Copper Avenue, and the City's water infrastructure is now in place to allow Clovis Hills Community Church to connect to City water services. On April 20, 2020, LAFCo approved an extension of water service authorizing water infrastructure to the property with a conditional Extra-Territorial Agreement between Clovis Hills Community Church and the City of Clovis, stipulating that the record owner will not oppose future annexation to the City.²⁵³

On August 9, 2023, LAFCo approved the Shepherd-Willow Northeast Reorganization, which included the annexation of Clovis Hills Community Church. The reorganization included the annexation of approximately 560.9 acres to the City of Clovis as part of the greater Heritage Grove Master Plan, one of three urban centers identified in the 2014 Clovis General Plan.²⁵⁴

Rural Residential Address: 5844 East Teague Avenue

In 2017, the City of Clovis requested LAFCo to authorize the extension of water service to the rural residential, single family unit located north of Teague Avenue and west of Linda Avenue. The application was submitted to LAFCo due a private well failure that became a health and risk concern.²⁵⁵ The property

²⁵¹ Clovis Hills Community Church is no longer outside the Clovis City limits but inclusion of this section remains for historical background purposes.

²⁵² Fresno LAFCo File No. OS-10-1 (Clovis Hills Community Church – Extension of Municipal Water Service).

²⁵³ Fresno LAFCo file No. OS-20-3 (Clovis Hills Community Church) approved on April 20, 2020.

²⁵⁴ Fresno LAFCo file No. RO-23-03 (Shepherd-Willow Northeast Reorganization) approved on August 9, 2023.

²⁵⁵ Fresno LAFCo file No. OS-17-01 (KJP Rev) approved on March 27, 2017.

remains outside the City limits but within the Clovis sphere of influence, and majority of the neighboring parcels are already developed with large scale rural residential units. As a condition to City water service, the property owner agreed to waive any right to object to or withdraw consent to Clovis' annexation of the affected property in the future.

Water Funding

The City charges user fees to all water customers to cover the costs of water production, distribution, and treatment of the City's water resources. In July 2023, the City adopted new water rates approved through the annual budget process and structured on two rates specified in California Proposition 218 – drought and non-drought rates. The non-drought rates apply to years with a normal water supply and reduced water usage is not required. The drought rates apply to years when the City is short of water or required to reduce water usage. The 2022-23 annual budget anticipates normal conditions and non-drought rates.

The City's water rates are also structured on water usage and connection type, either residential or commercial accounts. For the City's individually metered residential and commercial customers, the City has a tiered rate structure in addition to a fixed base rate; residential users have three tiers while commercial users have two tiers. Non-metered users in Tarpey Village and construction water users have the same fixed rate. The City also considers other cost factors in establishing annual water rates, for example new unit connections and annual step rate increases.

In 2016, the City Council approved an ordinance for an annual rate increase of 3 percent for water services. The rate adjustment Ordinance provides that the monthly user rates and minimum charges will be adjusted by City Council each July 1st by a maximum not to exceed 3 percent.

Prior to June 30th of each year, the ordinance requires that the Clovis PUD director evaluate the water enterprise fund balance and, if the balance is adequate without the annual adjustment or with a lesser adjustment, the Clovis PUD Director may recommend the City Council to suspend, reduce, or increase the water rates for the upcoming fiscal year. According to the City's FY 2022-23 budget, the City's five-year forecast shows a projected three percent increase in rates annually through 2025 and is intended to cover increased costs to treat and distribute potable water, major capital improvements, and to provide debt service coverage.²⁵⁶

Clovis funds its water service provisions through three major accounts:

- **Water Service Fund** is an enterprise fund in which revenues are generated from water usage charges and include delivery of water, regulatory monitoring and compliance, and associated expenditures to maintain the City's public water distribution system in operation. Revenue within the Water Service Fund may be allocated to fund the City's Water Main Construction Fund, which accounts for ongoing projects, maintenance, and updates of the City's water lines.
- **Water Construction-Enterprise Fund** accounts for revenue from developer fees and expenditures to construct and expand the City water system and installation of water mains.

²⁵⁶ City of Clovis, 2022-23 Annual Budget, page 41.

- **Water Construction-Developer Fund** accounts for the revenue from developer fees and for capital improvements for major water lines, water wells, and other major capital improvements. It accounts for user-related projects from the Water Construction Developer Trust Fund, and this fund accounts for revenue from developer impact fees and expenditures for the installation of major water line projects.

City customers are billed bimonthly for service per the City's adopted rates. User rates consist of charges for the maintenance of water lines, treatment of water, and fees to meet the City's water bond covenants. The City of Clovis water service revenue is projected to grow proportionately to City growth, and the City's fee structures include appropriate rate increases if deemed necessary to be adjusted by the City Council. Beginning in Fiscal Year 2018-19 and beyond, a 3% increase is projected.²⁵⁷

According to the City's budget for FY 2022-23, total Water Service revenues are anticipated to amount to \$21,441,000 (Water Enterprise). Water user rates generate a majority of the revenues for the Water Division. For the same year, Water Service expenditures are expected to amount to \$21,073,900. The largest expenditure categories are personnel salaries, energy costs, and administration overhead. For FY 2022-23, the Clovis budget identifies \$5,759,000 reserved for water construction projects in its Capital Improvement Funds.

The City identifies water related debt in two categories – long-term interfund loans and revenue bonds.

According to the City's budget for FY 2022-23, the General Service Fund borrowed \$7,500,000 from the Water Service Fund to finance the construction of Fire Station #6. The interest rate on the loan is variable and is set at the annual rate of return earned by the City's pooled cash. Repayment begins in FY 2022-23 with annual principal payments of \$750,000 and interest at the annual rate of return earned by the California State Local Agency Investment Fund (LAIF).

The City issued a revenue the 2013 Water Improvement Bond for \$31,810,000, and the outstanding balance amounts to \$15,400,000 as of June 30, 2022. The City expects to pay an additional \$3,014,000 toward the 2013 Water Improvement Bond during the current fiscal year. The proceeds were used to refinance the 2003 Water Improvement Bonds for which proceeds were issued to pay for a surface water treatment plant, a water banking, plant, transmission lines and canal improvements. The final payment is scheduled for March 2028. Included in the 2022-23 budget is \$2,265,000 for principal and \$749,000 for interest.²⁵⁸

Water Division Staffing

Based on the population and complexity of the City's distribution system, the City's distribution system is classified as a D4 system. The surface water treatment plant is classified as a T5 treatment plant. The City's operation and maintenance of the water distribution system are under the supervision of a Public Utilities Director, an Assistant Public Utilities Director, a Utilities Manager, and a Water Production Manager. The City employs 45 full-time equivalent staff members in the Water Division.

²⁵⁷ Ibid.

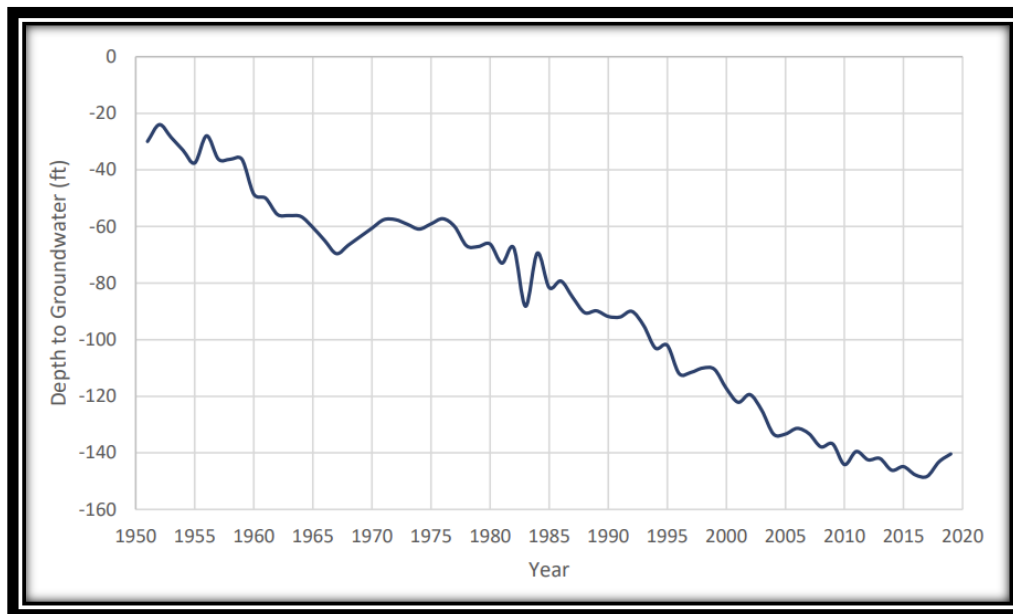
²⁵⁸ City of Clovis, 2022-23 Annual Budget, page 48.

The Chief Water Treatment Plant Operator/Water Production Manager is responsible for the day-to-day operation of the water system. The City’s SWTP is staffed for 12 hours each day and unmanned for 12 hours each day. The City has utilized unmanned operation since April 2006. According to Clovis’ water permit, at the end of each staffed shift, the City is required to conduct an alarm check and submit the results of the alarm check to the SWRC, Division of Drinking Water with the City’s monthly surface water treatment plant reports. Clovis’ Water Division maintains maps of the water system, and the City and staff have developed and follow the emergency notification plan for the City.

Sustainable Groundwater Management Act

The City lies within the Kings Groundwater Sub-basin, which is also within the San Joaquin Basin Hydrologic Area. The Kings Sub-basin has been identified as critically over drafted. In the past 30 years, the groundwater table has dropped 48 feet, from a depth of 92 feet in 1990 to a depth of 140 feet in 2019.²⁵⁹

Figure 8. Historic Depth to Groundwater



Source: City of Clovis

Governor Edmund G. Brown Jr. signed California’s Sustainable Groundwater Management Act (SGMA) into law on September 16, 2014. This three-part legislation requires local agencies to develop groundwater sustainability plans that are compatible with their regional economic and environmental needs. SGMA creates a framework for sustainable local groundwater management for the first time in California’s history. SGMA required local agencies to form Groundwater Sustainability Agencies (GSAs) in local groundwater basins by June 2017, and requires the adoption of Groundwater Sustainability Plans (GSPs) for groundwater basins deemed high priority by 2020.

²⁵⁹ City of Clovis, 2020 Urban Water Management Plan, page 6-3.

The City of Clovis lies within the North Kings Groundwater Sustainability Agency (NKGSA), which includes the groundwater pumping entities of Fresno Irrigation District, County of Fresno, City of Fresno, City of Kerman, Biola Community Services District, Bakman Water Company, Fresno Metropolitan Flood Control District, Garfield Water District, International Water District, California State University-Fresno, Malaga County Water District, and Pinedale County Water District. The NKGSA is a Joint Powers Agency under (Government Code sec. 6500, et seq) that is governed by a seven-member board of directors that consists of one elected official from each participating agency, appointed by each respective agency's board to serve on the GSA's governing board. The NKGSA board consists of seats held by:

- Fresno Irrigation District
- Garfield Water District, International Water District, Fresno Irrigation District
- Bakman Water Company, Biola Community Services District, City of Kerman, Fresno Metropolitan Flood Control District
- City of Clovis
- City of Fresno
- County of Fresno
- At-large

The Advisory Committee is established by the North Kings GSA Board of Directors as a standing committee to assist with the development of the necessary processes and programs needed by the North Kings GSA Board of Directors to implement the mission of the North Kings GSA. Each party identified in the Joint Powers Authority (JPA) agreement can appoint a member of the Advisory Committee and a designated alternative. Each July, the official roster of the Advisory Committee members and selected alternatives are reviewed and approved. The Committee is supported by a series of workgroups established for specific purposes as determined by the Executive Officer. The Advisory Committee meets monthly on the second Friday of the month at 1:30 PM.²⁶⁰

Under State statute, NKGSA is responsible for developing and implementing a groundwater sustainability plan (GSP) by 2020 that will meet the sustainability goal of the basin and ensure that it is operated within its sustainable yield, without causing undesirable results.

SGMA identifies six sustainability indicators to be monitored and reported in order to document sustainability: lowering groundwater levels, reduced groundwater storage, seawater intrusion, degraded groundwater quality, land subsidence, and surface water depletion. The NKGSA documents all applicable with the exception of seawater intrusion.

Water Agencies within Clovis' 2014 General Plan Boundary, Full Buildout

Within the vicinity of the Clovis SOI, three County Service Areas (CSAs) and one waterworks district (WWD) provide domestic water service to rural county residents. Although these special districts are currently outside the Clovis SOI, potential opportunities in the future may exist for shared water facilities. The following water service agencies are listed by proximity to the existing Clovis SOI.

²⁶⁰ North Kings Groundwater Sustainability Agency, North Kings GSA Advisory Committee. Web: <https://northkingsgsa.org/about/advisory-committee/>

County Waterworks District No. 42 (Alluvial & Fancher Avenue)

County Waterworks District No. 42 (WWD 42) was formed in 1972 to provide community water for rural residents. WWD 42 is a dependent district governed by the County of Fresno Board of Supervisors (BOS). The Fresno County Division of Public Works and Planning, Resources and Parks Division, Special District Administration provides staff support and administers all functions of WWD 42.

Under Government Code section 25212.4, the BOS may appoint one or more advisory committees to provide advice to the County regarding the District's services. WWD 42 has an active citizen advisory committee that assists with communication between residents, County Resource staff, and BOS. Meetings of the citizen's advisory committee are held on an as-needed basis and typically are held at the City of Clovis' Police Headquarters, Community Room, 1233 Fifth Street, Clovis, CA.

WWD 42 is adjacent to the City's eastern boundary, located at the northeast quadrant of Alluvial Avenue and DeWolf Avenue. The District encompasses a total of 362 acres and serves 104-metered residential connections. Not all parcels identified in the WWD 42 service area are connected to the public water system; forty-three parcels have their own private wells that are not connected to the public water system. WWD 42 obtains its domestic water from three groundwater wells, and district customers pay a flat rate for water use collected on a bi-monthly basis. The District does not have an entitlement to surface water, and fully relies on groundwater to serve its customers.²⁶¹

The Sustainable Groundwater Management Act (SGMA), signed into law in 2014, established a new structure for managing California's groundwater resources at the local level by local agencies, or Groundwater Sustainability Agencies (GSAs). WWD 42 is located within the North Kings Groundwater Sustainability Agency (NKGSA), a Joint Powers Authority responsible for managing groundwater resources within a portion of the Kings Sub-basin. State law requires the NKGSA to manage groundwater resources within its boundary in a sustainable manner through the implementation of a groundwater sustainability plan. The aquifer underlying the NKGSA and water source for WWD 42 is currently in a regional condition of overdraft.

The State Water Resources Control Board adopted statewide emergency drought regulations in January 2022, to be effective for one year unless the State Water Board determines that it is no longer necessary, modifies it, or readopts the regulation. The Fresno County BOS recommended Stage 1 Water Conservation for WWD 42 for the 2022-23 water year as it most closely aligns with restrictions imposed on water users throughout the state by the statewide emergency drought regulations.

On January 21, 2020, the Fresno County BOS conducted a public hearing in accordance with State Proposition 218 concerning a proposed water service fee increase for WWD 42. As a result of a majority protest, the proposed fee increase was not passed and WWD 42's fees remained the same. In FY 2022-23, the district will continue exploring options for a new rate.

The high peak usage period for WWD 42 during the 2021-22 water year, April 1 through March 31, were the months of June, July, and August. During the high peak usage period, user demand averaged approximately between 147,400 and 156,900 gallons per month per parcel. Overall water demand for

²⁶¹ Report to the Board of Supervisors – County of Fresno, County Waterworks District 42, FY 2022-23. Web: <https://www.fresnocountyca.gov/files/sharedassets/county/v/1/vision-files/files/67390-wwd-42-22-23.pdf>

high peak usage months was approximately 48 percent of well capacity. Well capacity continues to exceed user demand for the 2021-22 water year.²⁶² WWD 42 is considered a small water supplier by the State Water Resources Control Board.

WWD 42 is largely developed with rural residential uses with vestigial undeveloped parcels. No growth of the District service area or SOI is expected to occur. During the 2014 Clovis General Plan update process, the City considered including the District in the City SOI but took no action based on property owner opposition. The 2014 Clovis General Plan update did not designate future urban land uses for WWD 42.

County Service Area No. 47 (Quail Lake)

County Service Area No. 47 (CSA 47) was formed in 1995 to provide potable water and wastewater services to the Quail Lake Estate Subdivision. CSA 47 is a dependent district governed by the County BOS. The Fresno County Division of Public Works and Planning, Resources and Parks Division, Special District Administration provides staff support and administers all functions of the CSA.

CSA 47 service area is coterminous with its SOI and consists of 375 acres which includes 708 residential parcels, and 3 commercial and public facility parcels generally located between Ashlan Avenue and Shaw Avenues, east of McCall Avenue and west of Ambler Avenue. It is within a half mile of the Clovis SOI, and within two miles of the Clovis city limits. CSA 47 fully relies on two groundwater wells to deliver potable water to its customers. District customers pay a flat rate for water and sewer use with bi-monthly billing. CSA 47 is fully built-out; therefore, the number of connections is projected to remain the same.²⁶³

The Sustainable Groundwater Management Act (SGMA), signed into law in 2014, established a new structure for managing California's groundwater resources at the local level by local agencies, or Groundwater Sustainability Agencies (GSAs). CSA 47 is located within the North Kings Groundwater Sustainability Agency (NKGSA), a Joint Powers Authority responsible for managing groundwater resources within a portion of the Kings Sub-basin. State law requires the NKGSA to manage groundwater resources within its boundary in a sustainable manner through the implementation of groundwater sustainability plan. The aquifer underlying the NKGSA and water source for CSA 47 is currently in a regional condition of overdraft.

The State Water Resources Control Board adopted statewide emergency drought regulations in January 2022, to be effective for one year unless the State Water Board determines that it is no longer necessary, modifies it, or readopts the regulation. The Fresno County BOS recommended Stage 1 Water Conservation for CSA 47 for the 2022-23 water year as it most closely aligns with restrictions imposed on water users throughout the state by the statewide emergency drought regulations.

On November 1, 2016, the current water and wastewater service rates went into effect as approved by the Fresno County BOS in accordance with State Proposition 218 guidelines. The newly restructured water fee and increased sewer fee includes an inflation adjustment of 3.0 percent annually over a five-year period. In FY 2022-23, the district will continue exploring options for a new rate.

²⁶² County of Fresno, Annual Water Conservation Report, 2022-23 Water Year, March 22, 2022. Web: <https://www.fresnocountyca.gov/files/sharedassets/county/v/1/vision-files/files/67462-annual-water-conservation-report-2022-2023.pdf>

²⁶³ Ibid.

The high peak usage period for CSA 47 during the 2021-22 water year, April 1 through March 31, was the month of May. During the high peak period, user demand averaged approximately 32,500 gallons per month per parcel. Overall water demand for high peak usage was approximately 24 percent of well capacity. Well capacity continues to exceed user demand for the 2021-22 water year. CSA 47 is considered a small water supplier by the State Water Resources Control Board.²⁶⁴

In the 2020-21 fiscal year, CSA 47 installed a redundant third water pump to serve in the event of catastrophic failure of both pumps, at a cost of approximately \$19,162.

CSA 47 is the primary administrator of the District's water recharge facility located within the Red Bank Slough. The Quail Lake Homeowners Association and Fresno Irrigation District have an agreement that enables Fresno Irrigation District to recharge the facility between April 15 and June 1, on an annual basis. The recharge goal amounts to 400 or more acre-feet of water each year, except in the case of a severe drought when the water is unavailable.²⁶⁵

County Service Area No. 10 (Cumorah Knolls) and CSA No. 10A (Mansionette Estates No. 3)

LAFCo recognizes County Service Area No. 10 (CSA 10) as a District that provides services to two noncontiguous services areas. CSA 10 consists of CSA 10 (Cumorah Knolls) and CSA 10A (Mansionette Estates No. 3). The two service areas are located east of the Clovis SOI. CSA 10 is a dependent district governed by the County BOS. The Fresno County Division of Public Works and Planning, Resources and Parks Division, Special District Administration provides staff support and administers all functions of the CSA. Both service areas receive potable water from groundwater wells. CSA 10 and CSA 10A are considered small water suppliers by the State Water Resources Control Board.

The Sustainable Groundwater Management Act (SGMA), signed into law in 2014, established a new structure for managing California's groundwater resources at the local level by local agencies, or Groundwater Sustainability Agencies (GSAs). CSA 10 and CSA 10A are located within the North Kings Groundwater Sustainability Agency (NKGSA), a Joint Powers Authority responsible for managing groundwater resources within a portion of the Kings Sub-basin. State law requires the NKGSA to manage groundwater resources within its boundary in a sustainable manner through the implementation of groundwater sustainability plan. The aquifer underlying the NKGSA and water source for CSA 10 and CSA 10A are currently in a regional condition of overdraft.

The State Water Resources Control Board adopted statewide emergency drought regulations in January 2022, to be effective for one year unless the State Water Board determines that it is no longer necessary, modifies it, or readopts the regulation. The Fresno County BOS recommended Stage 1 Water Conservation for CSA 10 and CSA 10A for the 2022-23 water year as it most closely aligns with restrictions imposed on water users throughout the state by the statewide emergency drought regulations.

CSA 10 (Cumorah Knolls) was formed in 1963 to provide landscape maintenance of a roadway median and bridle paths in Cumorah Knolls, water service was subsequently added. CSA 10 is approximately two and

²⁶⁴ Ibid.

²⁶⁵ Report to the Board of Supervisors – County of Fresno, County Service Area 47 – Quail Lake Estates, FY 2022-23. Web: <https://www.fresnocountyca.gov/files/sharedassets/county/v/1/vision-files/files/67374-csa-47-22-23.pdf>

a half miles east of the Clovis SOI and located northwest of Shaw Avenue and Academy Avenue. CSA 10 encompasses 134 acres and distributes potable water to 47 metered connections. CSA 10 provides groundwater from two wells.

The high peak usage period for CSA 10 (Cumorah Knolls) during the 2021-22 water year, April 1 through March 31, was the month of July. During the high peak period, user demand averaged approximately 160,500 gallons per month per parcel. Overall water demand for high peak usage was approximately 20 percent of well capacity. Well capacity continues to exceed user demand for the 2021-22 water year. CSA 10 is considered a small water supplier by the State Water Resources Control Board.²⁶⁶

Most parcels are developed with rural residential homes. Monthly fees for water services are billed on a bi-monthly basis. All of the water services in this subdivision are metered. A basic rate is charged for the service and rates for additional water consumption and pipe diameter. Yearly assessments are collected for road median landscape maintenance, street lighting, state water surveillance fees, and a surcharge for water system improvements. CSA 10 also receives a portion of property tax revenues from the State.

A Proposition 218 process for a fee increase was approved by CSA 10 property owners and adopted by the Board of Supervisors on February 25, 2014. The fee increase includes an inflation factor based on the Consumer Price Index for All Urban Consumers (CPI-U) not to exceed five percent each year for five years and ended in FY 2018-19.²⁶⁷

In 2002, CSA 10A (Mansionette Estates No. 3) was annexed to CSA 10 to provide water service, street lighting, landscape maintenance, wetlands monitoring and maintenance, and road maintenance. CSA 10A is approximately a half mile north of the Clovis SOI and located south of Herndon Avenue between DeWolf Avenue and Highland Avenue. CSA 10A encompasses 77 acres and consists of 29 metered water connections. CSA 10A provides groundwater from two wells.

The high peak usage period for CSA 10A (Mansionette Estates No. 3) during the 2021-22 water year, April 1 through March 31, was the month of July. During the high peak period, user demand averaged approximately 146,200 gallons per month per parcel. Overall water demand for high peak usage was approximately 40 percent of well capacity. Well capacity continues to exceed user demand for the 2021-22 water year.²⁶⁸

Monthly fees collected for water services are billed on a bi-monthly basis. Each residence has a metered service for domestic use and a separate metered service for landscape irrigation. Fees for each service consist of a basic flat rate with a water allocation and two tiered rates based on additional water usage. There is no inflation adjustment for water service fees. Annual assessments are collected with property taxes for landscape maintenance of a road median, road maintenance, wetlands monitoring, and street

²⁶⁶ County of Fresno, Annual Water Conservation Report, 2022-23 Water Year, March 22, 2022. Web: <https://www.fresnocountyca.gov/files/sharedassets/county/v/1/vision-files/files/67462-annual-water-conservation-report-2022-2023.pdf>

²⁶⁷ Report to the Board of Supervisors – County of Fresno, County Service Area 10 – Cumorah Knolls, FY 2022-23. Web: <https://www.fresnocountyca.gov/files/sharedassets/county/v/1/vision-files/files/67118-csa-10-22-23.pdf>

²⁶⁸ County of Fresno, Annual Water Conservation Report, 2022-23 Water Year, March 22, 2022. Web: <https://www.fresnocountyca.gov/files/sharedassets/county/v/1/vision-files/files/67462-annual-water-conservation-report-2022-2023.pdf>

lighting. Assessments are adjusted annually based on the rate of inflation, but not to exceed three percent. The street lighting assessment is not adjusted for inflation.

In 2001, the Board of Supervisors adopted fees for water services, and assessments for wetlands monitoring and maintenance, landscape maintenance and road maintenance through a Proposition 218 proceeding. In late 2001, the Board of Supervisors adopted assessments for street lighting through a Proposition 218 proceeding.²⁶⁹

County Service Area No. 51 (Dry Creek)

CSA 51 was formed in 2007 to provide water service for the rural residential community north of Shepherd Avenue and east of Sunnyside Avenue. However, since its formation CSA 51 has not been able to secure funding, nor retain any water infrastructure to begin providing any water service to parcels within the district service area. CSA 51 service area includes 1,782 acres and is planned to provide water services to 432 developed parcels. Currently, all 432 parcels continue to rely on their own private wells for their domestic water needs.

CSA 51 and Fresno County Division of Resources and Parks, Special District Administration staff have completed the design of the water system infrastructure and the Assessment Engineer's Report. A Proposition 218 hearing and vote were conducted and failed. The District has no budget, no audited financial statements, nor a reliable source of annual revenues. The County recognizes that the lack of funding constrains the County's ability to reinstate any activity or revisit a second attempt to pursue a new Proposition 218. Furthermore, on June 10, 2010, several landowners within CSA 51 filed litigation against the County alleging, among other things, that the County failed to comply with the California Environmental Quality Act (CEQA). Pending litigation throughout the years has made it extremely difficult for CSA 51 to move forward toward attaining a public water system. Nevertheless, landowners and the County will need to reassess whether CSA 51 will ever provide a service, or if there is a possibility to dissolve CSA 51.

²⁶⁹ Report to the Board of Supervisors – County of Fresno, County Service Area 10 Zone A – Mansionettes No. 3, FY 2022-23. Web: <https://www.fresnocountyca.gov/files/sharedassets/county/v/1/vision-files/files/67120-csa-10a-wo-2223.pdf>

Community Sanitation Services

Service Overview

The Clovis Community Sanitation Division (“Sanitation Division”) operates under the direction of the Clovis Public Utilities Department. The Sanitation Division consists of four units – Refuse Collection, Refuse Landfill, Refuse Contracts, and Street Cleaning. The City of Clovis contracts residential recycling and green waste collection, and large commercial customer accounts with private vendors. Private solid waste collection vendors are authorized to operate within the City limits for two years, and biennial extensions may occur through negotiated franchise agreements with the City of Clovis for collection of construction and demolition debris.

Community Sanitation Division

The following description summarizes the four units that make up the Community Sanitation Division:

The **Refuse Collection Unit** is responsible for collecting and disposing of municipal solid waste generated by residential and commercial customers within the City. The Refuse Collection Unit is primarily funded through user fees that pay for the operational and improvement costs. For improved cost accounting and control, the Refuse Collection Unit is subdivided into four accounts – Administration, Residential, Commercial, and Community Cleanup.

The **Refuse Landfill Unit** is responsible for operation and maintenance of the Clovis Landfill. The Landfill Unit is responsible for proper management and disposal of all municipal waste at the City’s landfill in accordance with federal, state, county, and city ordinances.

The **Refuse Contracts Unit** oversees and creates contracts with private vendors for the removal of debris and refuse-related materials. The Contracts Unit coordinates contracts with refuse compacting companies, roll-off service providers for large businesses, and the City’s residential and commercial recycling and organics collection programs.

The **Street Cleaning Unit** provides street sweeping services of all streets within the City limits. The City’s street sweepers clean debris in residential areas twice per month, and downtown street areas twice per week. The Street Cleaning Unit is responsible for reducing debris and particulate matter and improves air quality, storm water quality, and the overall quality of life for the residents of Clovis. The street cleaning and maintenance service is evaluated in the Circulation and Street Maintenance Services section of the Clovis MSR.

General Plan Goals and Policy

The City of Clovis 2014 General Plan, Public Facilities and Service Element establishes goals and policies for its public facilities and solid waste service provisions. The following goals establish related policy direction with regard to the City’s solid waste service and community sanitation services.

Public Facilities and Services Element - Goal 2: A cost-effective, integrated waste management system that meets or exceeds state and federal recycling and waste diversion mandates.

- **Policy 2.1: Minimize Landfill Disposal of Solid Waste.** Promote solid waste source reduction, reuse, and recycling; composting; and the environmentally safe transformation of wastes.
- **Policy 2.2: Waste Diversion Rate.** Meet the State’s current and future waste diversion goals through the City’s recycling and diversion programs.
- **Policy 2.3: Expanded Recycling.** Increase recycling by commercial, industrial, and multi-family generators.
- **Policy 2.4: Green and Household Hazardous Materials Waste.** Encourage city-wide participation in green waste reduction and household hazardous waste disposal programs.
- **Policy 2.5: Clovis Landfill.** Maintain at least 15 years of ongoing landfill capacity.
- **Policy 2.6: Solid Waste Facility Encroachment.** Protect existing or planned solid waste facilities from encroachment by incompatible land uses that may be allowed through discretionary land use permits or changes in land use or zoning designations.

Residential Solid Waste

The City’s Refuse Collection Unit is responsible for collecting and disposing of municipal solid waste generated by residential and some commercial customers within the City limits. Standard residential service consists of three 96-gallon bins, solid waste, recyclables, and yard waste that are emptied by the City once a week. The City of Clovis’ Public Utilities Department website provides detailed information with regard to refuse collection regulations, household hazardous waste, green waste, construction and debris, SB-1383, and City announcements and information data.²⁷⁰

To address the threat to public health and safety caused by illegal dumping, Clovis implements its semi-annual Community Clean-Up (CCU) Program. Twice a year City refuse trucks make rounds throughout the City and collect many items that are not picked up by the regular garbage service. The CCU Program is geared primarily for single-family residences; however, homeowner associations and planned unit developments may also participate if they contact the Community Sanitation Division to coordinate specific pick-up locations prior to the clean-up event date. The CCU Program is a major undertaking. Participating residents must follow the restrictions during the scheduled clean-up dates that identify proper placement of trash and debris, green waste, metal, old appliances, and furniture. The City does not provide residential solid waste services or collect solid waste during its CCU Program outside of its corporate boundaries.

Contracts for Commercial, Construction and Demolition Debris

The City of Clovis maintains a roster of City-approved construction and demolition haulers. Non-exclusive franchises for roll-off collection services were awarded to sixteen private solid waste haulers and private

²⁷⁰ City of Clovis, Public Utilities.

haulers effective July 1, 2023.²⁷¹ These companies to assist the City collect solid waste, construction and demolition debris.²⁷² Customers are able to select from among these companies based upon services and rates. With the exception of single-family residential accounts, the City does not regulate the rates of these companies. In exchange for the granting of the right to collect roll-off boxes under the non-exclusive agreement, the franchised companies pay the City a franchise annual fee of \$1,000 per year to conduct business within the City.

The exclusive franchise for collecting and hauling commercial solid waste and recycling materials, which included commercial and industrial accounts is updated annually and can be viewed at <https://cityofclovis.com/public-utilities/recycling-and-refuse/>. As of 2023, 16 companies provide solid waste containers ranging from 20 to 40-yard dumpsters in size. The franchise agreements are effective for two-year terms, plus extensions at the City Council's sole discretion.²⁷³ Under the agreement, the contractors were required to provide collection services in accordance with the Standard Non Exclusive Franchise Agreement, which requires the hauler to report the annual quantities of waste that are disposed of in landfills and the quantities of waste that are diverted through recycling programs to the City.²⁷⁴ The annual reports are then used by the City to inventory the quantities of material that are recycled and disposed of in the landfills in order to calculate and pay its share of the AB 939 surcharge associated with solid waste discharge in the local landfills.²⁷⁵

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 provides a description of the County infrastructure and plan administration, describes the most recent countywide solid waste management practices, provides a summary of the Source Reduction and Recycling Elements, Household Hazardous Waste Elements, and Non-disposal Facility Elements for the County, and provides financing information for the CIWMP.²⁷⁶

Community Sanitation Service Staffing

The Clovis Public Utilities Department coordinates the oversight and support of its operating units, and manages the Community Sanitation Division's strategic business planning, resource management, organizational development, personnel and labor relations, fiscal management, project management, and performance metrics. Utility billing is also included by the Department and is coordinated with the City's Finance Department. The Public Utility Department actively works with Planning and Development Services Department (PDS) to review and comment on development projects and to coordinate its long range planning and engineering efforts with the general planning conducted by PDS.

²⁷¹ City of Clovis, Approved Construction and Demolition Debris Haulers. Web: <https://cityofclovis.com/wp-content/uploads/2023/04/Approved-Hauler-List-07-01-2023.pdf>

²⁷² City of Clovis, Approved Construction and Demolition (CD) haulers through years 2024 and 2025.

²⁷³ City of Clovis, City Council Hearing Staff Report June 12, 2017. Award non-exclusive franchise agreement for hauling of Construction and Demolition Debris.

²⁷⁴ City of Clovis, Service Agreement – Template Example.

²⁷⁵ Ibid.

²⁷⁶ CalRecycle. Web: <https://calrecycle.ca.gov/lgcentral/library/policy/ciwmpenforce/>

Organizationally, the Clovis Public Utilities Department is divided into three divisions, with operational and budgetary responsibilities within the Department. Traffic Signals, Street Lighting, Storm Drain, Parks, Wastewater, and Water sections report to one Division Head, while Street Maintenance, Solid Waste, and Street Cleaning sections report to another Division Head. Fleet and Engineering services report to another Division Head. Community Sanitation Division has steadily grown in the past few years. In the FY 2021-22 budget, the Division employed 61 employees. Since then, eight new employees were added to the Division through the City’s adoption of the FY 2023-24 budget. For the purpose of this section, Community Sanitation Division consists of four units – Refuse Collection, Refuse Landfill, Refuse Contracts, Street Cleaning – and as of July 1, 2023, the City’s Community Sanitation Division employed 69 positions ranging from administrative assistants to engineers and utility workers. A majority of the Division’s operations are accomplished by an estimated 62 employees, while the remaining employees are support staff for operations.

The Community Sanitation Division is currently staffed by the following positions:²⁷⁷

Occupation	Number of Employees
Administrative Assistant	1 part-time
Assistant Public Utilities Director	1 full-time
Disposal Leadworker	3 full-time
Engineer I/Engineer II/Civil Engineer	1 full-time, 1 part-time
Engineering Tech/Senior Engineering Tech	1 part-time
Equipment Operator	2 full-time
Landfill Leadworker	1 full-time
Landfill Supervisor	1 full-time
Maintenance Worker/Senior Maintenance Worker	1 full-time
Management Analyst	1 part-time
Principal Office Assistant	2 full-time
Public Utilities & Information Manager	1 part-time
Public Utilities Director	1 part-time
Sanitation Operator/Senior Sanitation Operator	27 full-time
Senior Engineering Inspector	1 part-time
Solid Waste Manager	1 full-time
Staff Analyst	1 part-time
Street Sweeper Operator	6 full-time
Supervising Civil Engineer	1 part-time
Utility Worker	20 full-time

Community Sanitation Financing

The Clovis Community Sanitation Division is fully funded through user fees, and service charges for specific services if requested. The Public Utilities Department regularly pursues available state and federal grants for its divisions to assist with specific projects or operations of the department.

²⁷⁷ City of Clovis, 2022-23 Annual Budget, page 179.

According to the City of Clovis' 2022-23 fiscal year budget, the Clovis Community Sanitation Division and all units within the Division had a budget of \$25,604,100, which is balanced by user fees.²⁷⁸

The Community Sanitation Fund is self-supported from user fees and the Division is operated as a City business or "enterprise." All revenue from service charges related to the collection and disposal of solid waste, recycling, green waste, and street-sweeping fees is deposited into the Community Sanitation Fund. All costs including depreciation of equipment and machinery are also recorded in this fund. User fees and refuse charges are collected from both residential and commercial users based on different rates depending on type of service and frequency of service.

The City of Clovis provides the solid waste collection service and bills to customers for all services bi-monthly. Per household per month includes \$4.61 for recycling, \$6.76 for green waste, and for refuse collection and disposal, \$25.12 for a 48-gallon bin or \$26.44 for a 96-gallon bin. Customers are able to request an additional garbage totter for \$26.44 per month.²⁷⁹ Each utility customer is billed \$5.72 per month for street sweeping service. The City of Clovis utility billing occurs every two months and each account is billed for a two-month period of service that consists, in total services, of water, wastewater, refuse, street sweeping, recycling, and green waste. Commercial sites are billed similarly to residential customers. Commercial sites will have different refuse rates, sewer pre-treatment charges, metered sewer rates, and metered water. The rates for sewer pre-treatment and metered sewer will depend upon the type of business that is being operated at that site.

The City of Clovis Finance Department collects all utility user fees, and the Department is authorized to start or stop utility services when a customer submits a request to the City. The Finance Department bills for the costs of all city services provided and thus avoids duplication of billing for services provided by the City. In June 2023, the City Council passed municipal code Ordinance 23-04 that makes it "mandatory for every occupied property with the City to receive at least the City-provided basic service capacity and billing therefor."²⁸⁰ This ordinance affects all commercial, industrial and residential and can be found here: <https://www.codepublishing.com/CA/Clovis/>.

In July 2005, the Clovis City Council adopted a maximum annual 4 percent rate escalator for refuse charges that are annually reviewed, and if necessary, may be adjusted every first day of July. According to City information, City refuse rates are projected to increase in 2024-25 through 2025-26 at 4 percent each year after. Recycling and green waste rates are projected to increase by the approved 4 percent for 2024-25 through 2025-26 and increase by 4 percent annually. Street cleaning charges are anticipated to increase by 4 percent in 2024-25 through 2025-26 and are anticipated to grow based on the estimated increase in residential and commercial units.²⁸¹

City of Clovis Refuse Bond

In August 1998, the City of Clovis issued the \$16 million Refuse Revenue Bonds for financing landfill improvements.²⁸² According the City of Clovis' Comprehensive Annual Financial Report for the fiscal year

²⁷⁸ Ibid.

²⁷⁹ City of Clovis, Financial Documents, Utility Billing and Service, Rates and Fees.

²⁸⁰ Clovis Municipal Code Section 6.3.05 – Mandatory Service: Applications for Refuse Service.

²⁸¹ City of Clovis, 2022-23 Annual Budget, page 40.

²⁸² City of Clovis Audited Financial Statements – For the Fiscal Year ended June 30, 2017.

ending June 30, 2017, the purpose of the 1998 Refuse Revenue Bond was to finance several capital improvements to the Refuse Enterprise, and to refund the 1988 lease payments, and related 1987 Certificates. The bonds had interest rates varying from 3.80 to 5.00 percent and the final payment occurred September 2018.

Clovis Landfill Liabilities

The most recent Clovis Annual Comprehensive Financial Report indicates that City of Clovis has recorded liabilities for landfill closure, post-closure maintenance, and for landfill corrective action in the Community Sanitation Fund, an Enterprise Fund. The City's landfill closure liability, based on landfill capacity used to date, is recorded based on the information provided by their analysis. The landfill corrective action liability is based on the estimated cost of known or reasonably foreseeable corrective action that may be required at the facility.

As of June 30, 2022, the City estimated that landfill operations have used approximately 37 percent of the site's capacity, an estimated remaining life of approximately 35 years. The corresponding estimated remaining cost is \$21,069,673. The estimated capacity remaining is 6,195,531 cubic yards and the estimated landfill closure liability is \$5,002,240. The current estimated cost of known and/or reasonably foreseeable corrective action is \$4,500,000 and the City currently has \$1,000,000 set aside for this purpose.²⁸³

Facilities and Capacity

Solid waste generated in the City of Clovis is transferred to three landfills: City of Clovis Landfill, American Avenue Disposal Site, and Avenal Regional Landfill. A majority of the residential solid waste generated in Clovis is transferred to the Clovis Landfill by the City of Clovis' waste haulers.

The City of Clovis owns the Clovis Landfill located on 15679 Auberry Road, Clovis, CA 93619 approximately 13 miles north of the Clovis city limits. The Clovis Landfill is classified as an active solid waste disposal landfill by CalRecycle. The landfill facility encompasses 210 acres with a maximum capacity of 7,800,000 cubic yards. As of 2023, the Clovis Landfill has a landfill design capacity of 5,116,998 tons and is anticipated to close by 2055.²⁸⁴ According to CalRecycle, the Clovis Landfill has a maximum permitted throughput of 2,000 tons per day of solid waste and is inspected on a monthly basis by the Fresno County Department of Public Health, Environmental Health Division.²⁸⁵ According to City of Clovis' documentation, its landfill receives on average a disposal rate of 178 tons per calendar day.²⁸⁶

²⁸³ City of Clovis, Annual Comprehensive Financial Report – For the Fiscal Year ended June 30, 2022.

²⁸⁴ United States Environmental Protection Agency, Landfill Methane Outreach Program, Landfill/Project Database. Web:

<https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.epa.gov%2Fsystem%2Ffiles%2Fdocuments%2F2023-07%2FLandfillmopdata.xlsx&wdOrigin=BROWSELINK>

²⁸⁵ State of California, CalRecycle, SWID Facility Details, City of Clovis Landfill (10-AA-0004). Web:

<https://www2.calrecycle.ca.gov/SolidWaste/Site/Summary/347>

²⁸⁶ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.17-36 – Utilities and Service Systems.

Clovis citizens also have the option to haul their own solid waste to other nearby landfills such as the American Avenue Disposal Site or the Avenal Regional Landfill.

The American Avenue Disposal Site is operated by County of Fresno, and this facility is the County's regional landfill located at 18950 West American Avenue, Kerman, CA 93630. This facility is able to accept all types of solid waste and recycling materials. In addition, the County of Fresno's Household Hazardous Waste Facility is located at 1327 West Dan Ronquillo Drive, Fresno, CA 93706 for drop off and safe disposal of various chemicals and substances.²⁸⁷ The American Avenue Disposal Site has a daily accepting capacity of 2,200 tons per day, and on average, this facility accepts 1,149 tons per day.²⁸⁸ The American Avenue Disposal Site encompasses 440 acres with a maximum capacity of 32,700,000 cubic yards.²⁸⁹ As of 2023, the American Avenue Disposal site has a landfill design capacity of 26,838,800 tons and is anticipated to close by 2044.²⁹⁰

The Avenal Regional Landfill is owned by the City of Avenal and operated by Waste Connections, Inc. This facility is regulated by Kings County Health Department/Environmental Health Services and located at 1200 Skyline Boulevard, Avenal, CA 93204. This facility is able to accept normal household garbage, non-hazardous commercial waste, farm or agricultural waste, municipal solid waste, construction debris, concrete and asphalt, yard waste, tree branches, non-putrescible dry waste, clean fill soil, dead animals, non-hazardous industrial waste, etc.²⁹¹ The Avenal Regional Landfill has a daily accepting capacity of 6,000 tons per day, and on average, this facility accepts 1,040 tons per day.²⁹² The Avenal Regional Disposal site encompasses 173 acres with a maximum capacity of 36,300,000 cubic yards.²⁹³ As of 2023, the Avenal Regional Landfill has a landfill design capacity of 20,803,536 tons and is anticipated to close in 2108.²⁹⁴

The Solid Waste Management Division owns and operates 19 frontline collection trucks and six frontline sweepers. The Community Sanitation Unit also owns and operates nine additional trucks, three additional sweepers, one roll-off, and three utility claws for bulky items.

As reported in the City's 2014 General Plan, the City's existing waste disposal facilities are considered adequate to maintain a sufficient level of service for future population growth in the City through 2035,

²⁸⁷ County of Fresno, Department of Public Works and Planning, Resources and Parks Division. Web: <https://www.fresnocountyca.gov/Departments/Public-Works-and-Planning/divisions-of-public-works-and-planning/resources-and-parks-division/recycling-and-solid-waste-disposal/household-haz>

²⁸⁸ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.17-36 – Utilities and Service Systems.

²⁸⁹ CalRecycle. Web: <https://www2.calrecycle.ca.gov/SolidWaste/SiteActivity/Details/4535?siteID=352>

²⁹⁰ United States Environmental Protection Agency, Landfill Methane Outreach Program, Landfill/Project Database. Web:

<https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.epa.gov%2Fsystem%2Ffiles%2Fdocuments%2F2023-07%2FLandfillmopdata.xlsx&wdOrigin=BROWSELINK>

²⁹¹ Avenal Landfill Information. Web: <https://www.wasteconnections.com/avenal-landfill/#faq-avenal>

²⁹² City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.17-38 – Utilities and Service Systems.

²⁹³ CalRecycle. Web: <https://www2.calrecycle.ca.gov/SolidWaste/SiteActivity/Details/3755?siteID=898>

²⁹⁴ United States Environmental Protection Agency, Landfill Methane Outreach Program, Landfill/Project Database. Web:

<https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.epa.gov%2Fsystem%2Ffiles%2Fdocuments%2F2023-07%2FLandfillmopdata.xlsx&wdOrigin=BROWSELINK>

which is the planning period of the Clovis General Plan. Existing facilities can accommodate project-generated solid waste for the 2035 scenario but not for full buildout.²⁹⁵ The City of Clovis Community Sanitation Division develops performance measures yearly to determine the pounds of waste, recycling and composting generated by each household, business and multi-family unit and updates estimates of future waste generation with the latest growth projections.

Service Adequacy

This section reviews regulatory compliance and diversion rates as indicators of solid waste collection service adequacy. Landfill facilities are regulated by the Environmental Protection Agency (EPA), California Environmental Protection Agency, the California Department of Resources, Recycling, and Recovery (CalRecycle) and a designated local enforcement agency (LEA), the role of which is played by the Fresno County Department of Public Health (FCDPH) in Fresno County.

According to the most recent information collected by CalRecycle, Facility Inspectors with Fresno County Department of Public Health, Environmental Health Division performed the most recent inspection on July 21, 2023, and FCDPH/LEA staff found that the landfill facility complied with applicable state mandates and operating in compliance with Facility File Permit No. 10-AA-0004.²⁹⁶ The City of Clovis complies with the Fresno County Integrated Waste Management Plan, which has been approved and filed with CalRecycle. The City of Clovis Fire Department inspects the facility to ensure that the Clovis Landfill complies with applicable fire standards pursuant to Public Resources Code section 44151 that requires all solid waste facilities outside any city comply with flammable clearance provisions.

²⁹⁵ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.17-36 – Utilities and Service Systems.

²⁹⁶ CalRecycle. Web: <https://www2.calrecycle.ca.gov/SolidWaste/SiteInspection/Index/347>

Shared Facilities

This section examines Clovis' current arrangements and potential opportunities for shared facilities with other agencies to reduce costs for services. City growth may present additional opportunities for future sharing of public facilities. The City of Clovis has numerous joint functions such as mutual aid/request agreements and shared facilities with other local agencies.

City Participation in Mutual or Automatic Aid Agreements

Fire Protection

The City of Clovis Fire Department provides and receives automatic aid from the Fresno Fire Department and Fresno County Fire Protection District. As a fire agency within Fresno County, Clovis provides automatic aid within a one-mile service area outside of the Clovis boundaries. Most often, those calls support Fresno City Fire Department or Fresno County Fire Protection District. Clovis' partner agencies also provide coverage within the City of Clovis boundaries when our resources may be deployed on other calls. Requests outside of the automatic aid area are handled through mutual aid agreements that define the scope of services and process by which those calls will be handled. To ensure automatic aid calls do not create service gaps in either jurisdiction, regular monitoring of aid received or given is conducted.²⁹⁷

Automatic Aid also enables the City of Clovis Fire Department to assemble a minimum of sixteen (16) professionally trained firefighters at the scene of a working structure fire and when needed receive a full second alarm of an additional ten (10) firefighters. This agreement enables the Clovis Fire Department to continually meet industry best practices such as National Fire Protection Association (NFPA 1710).

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

Law Enforcement

The City of Clovis provides a Law Enforcement Mutual Aid Agreement with the City of Fresno and the Fresno County Sheriff's Department. The mutual aid agreement enables the City to assist or request assistance from neighboring law enforcement agencies during times of emergency. The purpose of the agreement is to reduce dangers to life and property posed by civil disorder, natural disasters, riots and similar emergencies to ensure the maintenance of normal, orderly government. In addition, the Mutual Aid Agreement enables the Fresno County Sheriff and City of Fresno Police to have access to office facilities at the Clovis Police Department headquarters.

Wastewater Treatment

²⁹⁷ City of Clovis, Clovis Fire Department – 2022-27 Community Risk Assessment & Standards of Cover, page 83.

The City of Clovis has a Shared Facilities Agreement for sewer treatment capacity at the Fresno-Clovis Regional Wastewater Reclamation Facility (RWRF). The City of Fresno is the Regional Sewer Agency for the Fresno-Clovis Metropolitan Area (FCMA). The City of Fresno owns and operates the Fresno-Clovis RWRF under a Joint Powers Agreement (JPA) with Clovis, who shares an equitable ownership interest in the RWRF. The County of Fresno and other smaller agencies are also wastewater dischargers to the RWRF, though governed under separate agreements.

Clovis has four connections to the City of Fresno’s sewer collection system. The Herndon, Fowler, Peach, and Sierra trunk sewers are metered by the City of Fresno upon entering the regional system.²⁹⁸

Solid Waste and Hazardous Material Collection

The City of Clovis participates in a countywide household hazardous waste collection facility program with all jurisdictions within the County of Fresno. The agreement enables Clovis residents to dispose hazardous materials at the County of Fresno Regional Household Hazardous Waste (HHW) Facility located at 1327 West Dan Ronquillo Drive, Fresno, CA. City and County residents can dispose of paint, sharps and medications, pesticides, automotive fluids, batteries, electronic waste and other products that are considered hazardous waste. There is no charge for residential waste; however, there are limits on the types and quantities of items accepted at the HHW.

Storm Drainage

The City of Clovis’ Storm Drain System is operated and maintained by the Fresno Metropolitan Flood Control District (FMFCD). The City of Clovis works with FMFCD in a collaborative effort to address the expansion and conveyance of storm water within the City of Clovis. All development within the City is reviewed for adequate drainage, improvements to the drainage, and/or expansion of the storm drainage system. The FMFCD service area includes both City of Fresno and the City of Clovis, and the District’s system consists of over 163 drainage areas averaging one to two square miles each. The FMFCD currently owns and operates 640 miles of pipeline, 154 storm water retention basins, and 70 pumping stations. The construction of an additional 12 retention basins is planned by the District. Drainage service for new development is funded through development fees paid upon approval of the development. Ideally, drainage services are provided concurrently with construction of the development project in the City.²⁹⁹

Surface Water Agreements

Surface water to the City of Clovis is supplied to the City through a Contractual Agreement with the Fresno Irrigation District (FID) by which the City receives a portion of FID’s Entitlement to the Kings River and Friant Division of the Central Valley Project. The agreement requires FID to make available to the City the proportional share of all available surface water to the amount of FID land that lies within the City of Clovis. FID owns two water recharge facilities that have been built by the FID in cooperation with the City

²⁹⁸ City of Clovis, 2019 Sewer System Management Plan.

²⁹⁹ City of Clovis, 2014 General Plan and Development Code Update Draft PEIR SCH#2012061069, Section 5.17 – Utilities and Service Systems. Web: <https://cityofclovis.com/wp-content/uploads/2018/10/Chapter-05-17-Utilities-and-Service-Systems.pdf>

of Clovis, the Waldron Banking Facility and Boswell Groundwater Banking Facility.³⁰⁰ The purpose of these facilities is to bank surplus water supplies, thereby making it available to the City as needed.

The City has two agreements that provide surface water supplies to the City. Two additional water districts are located within the City's 2014 General Plan Boundaries: Garfield Water District (GWD) and International Water District (IWD). Both have access to Class I CVP surface water supplies. The GWD holds a Class I CVP contract for 3,500 AFY. With half of GWD within the City's SOI, an estimated 1,750 AFY is expected to be added to the City's supply upon development. The IWD holds a Class I CVP contract for 1,200 AFY. The City's General Plan designates a portion of the District's area as industrial and residential use. At build-out, it is estimated that the entire 1,200 AFY supply will be added to the City's supply with urbanization, supplies associated with these areas are expected to be added to the City's supply. The City uses their surface water supplies in two primary ways, as potable water supply after being treated at the City's Surface Water Treatment Plant (SWTP), or as groundwater recharge in various basins located in and around the City's service area.³⁰¹

Joint Power Agreements

City participation in Joint Powers Agreements include the following items:

- Upper Kings Basin Integrated Regional Water Management Joint Powers Agreement
- North Kings Groundwater Sustainability Agency – a regional planning effort to address groundwater overdraft issues within the upper Kings Sub-basin and is a collaborative effort to bring groundwater supplies into balance pursuant to the Sustainable Groundwater Management Act of 2014
- Fresno-Clovis Regional Sewerage System Joint Powers Agreement – provides joint capacity use and capacity rights/ownership in the regional treatment facility, and trunk line connection to convey sewage into the regional sewage system
- Local Agency Workers Compensation Excess – workers compensation insurance
- Central San Joaquin Risk Management Authority – liability mitigation insurance
- Fresno County Council of Governments – local regional transportation governing collaborative

³⁰⁰ City of Clovis, 2020 Urban Water Management Plan Update, pages 6-5, 6-14.

³⁰¹ City of Clovis, 2020 Urban Water Management Plan Update, page 6-1.

Municipal Service Review Determinations

The LAFCo has prepared this MSR for the City of Clovis in accordance with Government Code section 56430. State law requires LAFCOs to identify and evaluate public services provided by the City and possible changes to the City SOI.

The following provides LAFCo's written statement of its determinations with respect to each of the following:

1) Growth and population projections for the affected area.

- The 2014 Clovis General Plan establishes its land use foundation through a vision statement that captures the pledge to its residents. The General Plan creates policies and provides for the general distribution, location, and extent of present and future land uses that guide land use decisions that shape development of the City. The City's 2014 General Plan regulates development within the City's incorporated limits and guides land uses in the plan area through policies in its eight general plan elements.
- Clovis' General Plan growth concept concentrates City growth into three urban centers known as the Southeast (now known as Loma Vista), Northwest (now known as Heritage Grove), and Northeast growth areas. The Southeast Urban Center (SEUC) encompasses approximately 3,307 acres and the entire center is located within the existing Clovis SOI. The Northwest Urban Center (NWUC) encompasses approximately 2,625 acres and the entire center is located within the existing Clovis SOI. The Northeast Urban Center (NEUC) encompasses approximately 9,522 acres and the entire plan area is located outside the existing Clovis SOI.
- The proposed SOI update will add 155 acres to the Clovis SOI, currently located within the City's planning area but not included within the planned three urban centers.
- Clovis' requested SOI revision is a step toward fulfilling the general plan economic development goal for "regionally and globally competitive office and industrial employment centers that deliver desirable career opportunities for residents, create wealth-building opportunities for entrepreneurs, and attract private investment." Based on Clovis' estimates, the proposed SOI revision is anticipated to create 605 residential units.
- As of January 1, 2022, the California Department of Finance (DOF) estimates that City of Clovis has an estimated population of 123,665 people, which is equivalent to a 1.6 percent growth change, compared to DOF population estimates for year 2021.
- In 2016, Clovis, along with 11 other cities in Fresno County and the County of Fresno, jointly launched the Multi-Jurisdictional Housing Element (MJHE) for the fifth round of housing element updates. Clovis has been assigned a Regional Housing Need Assessment (RHNA) of 6,328 units, including 2,321 very low-income units, 1,145 low-income units, 1,018 moderate income units, and 1,844 above moderate income units. The City maintains and annually updates the inventory of residential land resources in order to ensure that adequate sites are available to meet its RHNA numbers.

- Clovis' Housing Element notes that the City has an unaccommodated need from the fourth cycle RHNA of 4,425 lower-income units. To meet this shortfall, the City has completed its AB 1233 Carry-Over Analysis Summary for units constructed between 2006 through 2013.
- Implementation of the City of Clovis General Plan Update in the 2035 scenario would convert all existing agricultural land within the City's SOI to urban use as planned for in the 2014 Clovis General Plan.
- The Clovis 2014 General Plan's environmental review document recognizes that the conversion of farmland is a significant and unavoidable impact on agricultural land, even after mitigation is employed. LAFCo recognizes that City policies exist that provide for a balanced approach to preserve prime agricultural land within Clovis' SOI.

2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

- Government Code sec. 56033.5 defines a "Disadvantaged Unincorporated Community" as an inhabited territory, as defined by Government Code sec. 56046, or as determined by commission policy, that constitutes all or a portion of a "disadvantaged community" as defined by section 79505.5 of the California Water Code (WC).
- The MSR used the American Community Survey (ACS) five-year estimates for year 2017 to 2021 datasets to identify the demographic composition of various locations near the City of Clovis.
- According to the 2017-2021 ACS five-year estimates, City of Clovis' reported income levels are higher than that of the County and the state as a whole. During the surveyed 2017-2021 timeline, Clovis had a median household income (MHI) of \$89,769, while Fresno County reported an MHI of \$61,276. During the same timeline, the Statewide MHI for California was \$84,097. Pursuant to WC sec. 79505.5, any location with a MHI less than \$67,277 meets the income threshold for identifying Disadvantaged Communities. As of June 2018, LAFCo observed that all census units located in the existing and proposed SOI exceed the MHI threshold as defined Fresno LAFCo's Policy 111 and CKH.

3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

- The General Plan provides the vision and guidance for capital improvements and the development of city infrastructure; and it is used to create development impact fees and provides the basis for environmental analysis of the growth of the City.
- The Clovis Park Division maintains approximately 544 acres of the City's recreational facilities, streetscape, parks, trails, and other landscaped open space areas, city trees, and city building grounds.

- The Open Space and Conservation Element of the 2014 General Plan provides goals and policies for ongoing development, maintenance, and funding, of existing and new city parks. The City of Clovis has an adopted Clovis Parks Master Plan that aligns with the 2014 Clovis General Plan goals and policies. The 2014 Clovis General Plan Parks and Recreation Element includes a desired parkland standard of 4.0 acres of park/open space per 1,000 residents.
- The City of Clovis has a park deficit of approximately 267 acres of parkland space. The goal for future planning increases the park area to approximately 380 acres and substantially increases the number of trails. The City's Parks Master Plan notes that by incorporating the estimated 135 acres (50%) of the school recreation facilities into the City's parkland inventory provides a ratio of 2.78 acres to 1,000 residents, much closer to the City's 2014 General Plan goal.
- The City of Clovis anticipates that city growth will increase demand on Parks and Recreation Open Space. The City's LMD as a whole continues to grow at a corresponding rate to balance growth with adequate funding.
- Storm water runoff in the City of Clovis is conveyed through a system of street gutters, underground storm drains, retention/detention basins, pumping stations, and open channels that are maintained by Fresno Metropolitan Flood Control District (FMFCD). The City of Clovis Public Utilities Department provides street, curb, and gutter maintenance, which are components used to convey storm water into FMFCD's storm drain inlets. Storm drainage infrastructure is expanded and/or improved with each new development within the City of Clovis.
- The City assists FMFCD to collect impact fees for each new project in the City. The City of Clovis Municipal Code requires that developers make payment of Local Drainage Fees to fund construction of local drainage facilities that are planned in the Fresno Metropolitan Flood Control District Urban – Urban Storm Drainage System Master Plan before approval of a final subdivision map, or before the construction of any land development project.
- The Clovis Public Utilities Department performs street maintenance services on 500 miles of paved city streets. The condition of street pavement utilizes a Pavement Management System (PMS), which regularly evaluates pavement conditions and establishes a cost-effective maintenance strategy.
- The City of Clovis' 2014 General Plan Circulation Element provides City goals and policies that comprise the operational standard for the Clovis Street Maintenance Unit. Roadway system improvements associated with urban development activities under the City's 2014 General Plan are designed in accordance with the City's established roadway design standards, the California Manual of Uniform Traffic Control Devices, and the Caltrans Roadway Design Manual.
- The Clovis Engineering Service Unit regularly conducts street maintenance surveys and traffic counts, frequently evaluates the condition of the City's streets, and develops an updated pavement management program to guide future maintenance and repair efforts.
- The City of Clovis has an adopted Active Transportation Plan that identifies existing, planned pedestrian walkways, and bicycle pathways throughout the City for the next 20 to 25 years. The

Clovis ATP seeks to reduce Clovis residents' auto dependency and increase availability of alternative ways to travel within the City.

- The Clovis General Services Department, Community Services Division, Transit Section is responsible for the operation, management, and the long-range planning for public transportation consisting of Clovis' Stageline and Roundup transit services.
- Each Clovis transit vehicle is inspected for safety and maintenance in compliance with California Highway Patrol inspection protocol every 45 days or 3,000 miles, whichever comes first. Emergency maintenance service calls are addressed as soon the incident is reported to the Maintenance Division.
- The Clovis Transit Division's five-year outlook emphasizes safe transportation for the community and employees through enhanced cleaning, security, and efficient operations. On an annual basis, the City of Clovis General Services Department evaluates the Department's infrastructure needs and identifies necessary projects to fund through the annual preparation of the City of Clovis' budget.
- According to Clovis' FY 2022-23 budget, the City has identified a much needed transit center to be constructed within the City to improve customer ridership experience, provide easier transfers between routes, and expand staff training facilities and office space. The new centrally located transit center was completed in January of 2024.
- The Clovis Fire Department responsibilities include the following types of duties: fire protection, emergency medical services, urban search and rescue, high angle, trench, water and confined space rescue, hazardous condition mitigation, strategic planning, administration, fire investigations, code enforcement, public education, emergency preparedness, and disaster response and coordination.
- The City of Clovis shares its western limits with the City of Fresno, while Clovis' southern and eastern limits are shared with both City of Fresno and Fresno County Fire Protection District. The City of Clovis has automatic aid request and mutual aid agreements for extended fire protection services with the City of Fresno and Fresno County Fire Protection District/CAL FIRE.
- All six Clovis fire stations are within the designated 4.5 to five-mile distance of each other and are staffed with the minimum standard requirement as suggested by the 2022-27 CFD Standards of Coverage for Emergency Response.
- The City of Clovis Fire Department has a class rating of "Class II" through the Insurance Service Office (ISO). The ISO rating "Class II" is based on ISO Public Protection Classification Program's assessment and scoring of the District in four primary areas: 1) Emergency Communications, 2) Water Supply, 3) Community Risk Reduction, 4) Fire Department. The rating is assigned for the urban area such as for the City of Clovis.
- The 2014 Clovis General Plan and municipal code identify land use categories, development standards, and other general provisions that ensure all new development is consistent and complies with the Federal, State, and local fire code restrictions. Clovis Fire Department has its

adopted Fire Department’s Standards available on the City’s website that addresses building access, signage, and exiting requirements for all commercial and residential structures within the City.

- The Fire Department works closely with the Planning and Development Services Department to address City concerns and the extension of City infrastructure to new development projects.
- The City of Clovis has an adopted Master Service Plan for its Police Department. The Department’s long-range planning effort is guided by the CPD Master Service Plan’s recommendations and is dependent on the City’s adequate funding availability.
- The Clovis Police Department is dedicated to fighting crime through all traditional and creative means to protect residents and visitors in a manner that builds public confidence and improves the quality of life in Clovis. The 2014 Clovis General Plan notes that police personnel increases its officers per 1,000 residents and strives to achieve a ratio of 1.3 sworn officers per 1,000 residents. The City police ratio is 0.90 officers per 1,000 residents’ base on DOF’s estimates.
- The Clovis Police Department implements local and state laws, conducts crime investigations, apprehends criminals, maintains ongoing crime prevention programs, and builds ties with the community and participates in joint crime prevention efforts with local law enforcement agencies. The CPD serves a community of over 120,000 people, and Clovis is currently ranked as the safest city in the Central Valley.
- Clovis Police Department states that existing police public facilities, including personnel, equipment, and office facilities, are adequately serving the City. The City informed LAFCo that in anticipation of the continued growth of the City’s population and development, CPD has proposed future facilities to accommodate future growth.
- The Clovis Police Department annually assess crimes committed within the City and summarize the police department performance in an end-of-year report that identifies incidents, accidents, crimes, and arrests for the previous year.
- The Clovis Wastewater Division operates under the direction of the Clovis PUD and is responsible for the operation and maintenance of Clovis’ sewer collection and treatment system consisting of over 432 miles of sewer pipelines, lift stations, associated machinery and equipment including the Clovis Sewer Treatment/Water Reuse Facility (ST/WRF).
- The City of Clovis 2014 General Plan Public – Facilities and Service Element establishes goals and policies for its public facilities. The City of Clovis 2017 Wastewater Collection Master Plan provides long range planning and a course of action for the City to follow with respect to wastewater service needs through the year 2035 and beyond.
- The 2017 Wastewater Collection Master Plan planning area is coterminous with the Clovis 2014 General Plan, extending beyond the SOI to account for future infrastructure needs in City of Clovis’ southeast, northwest, and northeast urban centers.

- The Clovis Surface Treatment /Water Reuse Facility has a current treatment capacity of 2.8 mgd. The City expects that planned phased expansion of the Clovis ST/WRF will increase its treatment capacity to up to 8.4 mgd and permit it to treat future flows from the northwest, northeast, and southeast service areas. Complete buildout of the Clovis ST/WRF will provide the City with the opportunity to meet its projected wastewater treatment needs over the next 25 to 30 years.
- The City of Clovis has an available combined treatment capacity between the Clovis ST/WRF and Fresno-Clovis RWRP of 12.1 mgd according to the 2017 WCMP.
- At its buildout capacity, the Clovis ST/WRF will be able to produce over 3 billion gallons of recycled water per year. Treated wastewater not used for City landscaping or adjacent agriculture use is sent to Fancher Creek where it is combined with seasonal surface flows for agricultural use.
- Existing wastewater generation by the City of Clovis is estimated at about 7.9 mgd based on flow metering data from January 2022 through May 2023. Based on a 2022 population of approximately 124,000, the per person generation rate is approximately 65 gallons per person per day.
- The City plans for its water supply through various master plan documents: 2014 Clovis General Plan, Clovis 2020 Urban Water Management Plan, Clovis 2017 Water Master Plan, The Clovis 2017 Recycled Water Master Plan.
- The City of Clovis operates its Surface Water Treatment Plant (SWTP), groundwater wells, and distribution system under Revised Domestic Water Supply Permit No. 03-12-19P-003 dated January 16, 2019, and Amendment to the Domestic Water Supply Permit No. 09-12-20PA-012 dated August 28, 2020.
- According to the City of Clovis water permit issued by the State Water Resource Control Board, Division of Drinking Water, Clovis' total source capacity of the City's groundwater wells is approximately 36,564 gpm. The City has a combined total source capacity of approximately 52,254 gpm using the 36 active wells and the Clovis SWTP (surface water).
- As of 2020, the City provided service to approximately 36,351 water connections, which were comprised of residential and nonresidential customers. Its average daily water consumption is 22.2 mgd.
- The City's groundwater supply is currently drawn from 36 active groundwater wells; the City has one additional well currently on standby due to iron and manganese concerns. During the 2020 calendar year, the City pumped 12,105 acre-feet (AF) of groundwater from its 36 available wells and conducted 5,316 AF of intentional recharge.
- The City reports that as of 2020 it has a combined total groundwater pumping capacity of 37,690 gpm. There are six planned wells, adding a planned capacity of 4,750 gpm for a total well capacity of 42,440 gpm upon completion.
- The 2017 Water Master Plan indicates that all active wells are in good condition. Most City wells have a 60-year life expectancy, and the City regularly conducts field assessments to determine

necessary maintenance projects. According to the 2017 Water Master Plan, the City has plans to construct six new wells and an additional 80 acres of recharge basins.

- Clovis' surface water supply is retained from the Kings River and Friant Division of the Central Valley Project. The City's current surface water entitlement with Fresno Irrigation District equates to approximately 28,000 AF during an average/normal water year. The City's allocation from the Kings river is proportional to the total acreage of the City's included area to the total FID area receiving water. According to the UWMP, the City has received on acreage 17,011 AFY, though this has varied from 9,452 AF in the severe drought of 2015 to over 24,958 AF in 2017.
- During 2018, Clovis' Water Division informed LAFCo that the City will receive an estimated 39,000 AF of its surface water entitlement in 2023.
- Future development of Clovis' planned Northwest Urban Center (north of Enterprise Canal) and the Northeast Urban Center relies on the City's ability to secure a reliable water supply, possibly retained from Garfield Water District and International Water District.
- Historical averages show that IWD annually receives 90 percent of its contracted water allocation from USBR, which amount to an annual delivery average of 1,080 AF. According to Clovis' 2020 Urban Water Management Plan, the City anticipates that approximately 1,200 AF of IWD's CVP water may be added to the City's supply to support development. USBR officials informed LAFCo that IWD's contracted water supply reassignment would require USBR to review and update IWD's water supply contract. The process may result in IWD requesting a new designee to receive a portion or all of IWD's federal contracted water supply.
- The City operates a recycled water supply system from the treatment of wastewater at the Clovis Sewage Treatment/Water Reuse Facility (ST/WRF). The City's recycled water supply program offsets a portion of the City's groundwater and surface water-supply demand.
- The Clovis ST/WRF has an annual average recycled water treatment capacity of about 3,100 AFY, or 2.8 mgd. In 2015, the Clovis ST/WRF generated about 1,870 AF of recycled water with existing customers (irrigation) using 396 AF and the remainder, 1,474 AF, discharged to Fancher Creek.
- The City expects that additional planned facility projects will expand the City's ability to increase the existing treatment capacity nearly eightfold by 2035, and potentially increase Clovis' recycling capacity nearly twelvefold by 2040.
- LAFCo has authorized the extension of water service outside of Clovis' city limits to: Tarpey Village, Rural Residential located on 3602 Shepherd Avenue, Rural Residential Address located on 5844 East Teague Avenue. With the exception of Tarpey Village, as a condition to City water service, property owners agree to waive any right to object to or withdraw consent to Clovis' annexation of affected properties in the future.
- The Clovis Sanitation Division consists of four units: Refuse Collection, Refuse Landfill, Refuse Contracts, and Street Cleaning.

- The Clovis Public Utilities Department coordinates the oversight and support of its operating units, and manages the Community Sanitation Division’s strategic business planning, resource management, organizational development, personnel and labor relations, fiscal management, project management, and performance metrics.
- To address the threat to public health and safety caused by illegal dumping, Clovis implements its semi-annual Community Clean-Up Program. Twice a year City refuse trucks make rounds throughout the City and collect many items that are not picked up by the regular garbage service.
- The Public Utility Department actively works with Planning and Development Services Department (PDS) to review and comment on development projects and to coordinate its long range planning and engineering efforts with the general planning conducted by PDS.
- Solid waste generated in the City of Clovis is transferred to three landfills: City of Clovis Landfill, American Avenue Disposal Site, and Avenal Regional Landfill. A majority of the residential solid waste generated in Clovis is transferred to the Clovis Landfill by the City of Clovis’ waste haulers.
- The City of Clovis owns the Clovis Landfill located on 15679 Auberry Road, Clovis, CA 93619 approximately 13 miles north of the Clovis city limits. The City estimated that landfill operations have used approximately 37 percent of the site’s capacity, an estimated remaining life of approximately 35 years. The estimated capacity remaining is 6,195,531 cubic yards. The Clovis landfill was last inspected on July 21, 2023, with no violations reported to CalRecycle.
- The City’s existing waste disposal facilities are considered adequate to maintain a sufficient level of service for future population growth in the City through 2035, which is the planning period of the 2014 Clovis General Plan. The City of Clovis Community Sanitation Division develops performance measures yearly to determine the pounds of waste, recycling and composting generated by each household, business, and multi-family unit and updates estimates of future waste generation with the latest growth projections.

4) Financial ability of agencies to provide services.

- The Clovis Municipal Code (CMC) requires that the City Manager prepare a balanced budget to submit to the City Council by the third meeting in May of each year, outlining anticipated revenues and expenditures for the upcoming fiscal year. CMC also requires that the City Council adopt a balanced budget no later than June 30, to assure that continuity of government services remains intact.
- The 2014 Clovis General Plan establishes the foundation for most of the Council's budgeting decisions in terms of capital facilities, staffing, programs, utility infrastructure, and levels of service; it establishes a land use pattern for lands beyond the City limit.
- The City of Clovis has established fiscal policies that governs its financial administration. Clovis’ financial policies are designated to protect the City’s assets, provide stability in its funding base, and ensure that adequate funding resources are secured for upcoming year.

- The City of Clovis' budget objectives include securing adequate allocations to maintain appropriate service levels for public safety, crime prevention, hazard prevention, and emergency response. Additional funding measures are allocated toward the annual implementation of the City's 2014 General Plan, which includes updates of all service delivery plans, general plan amendments, and infrastructure master plans.
- Clovis policy requires that an emergency reserve be established on all budgetary accounts. The General Fund target reserve is set at 20-25 percent of General Fund expenditures. The current General Fund reserve is estimated to be approximately 22 percent, which is equivalent to \$21 million, at the beginning of FY 2022-23.
- For FY 2022-23, Clovis' adopted budget amount to \$297.4 million. Tax-based revenues, including sales taxes, property taxes, and property taxes in lieu of VLF combined, make up 58 percent of the City's General Fund anticipated revenues for FY 2022-23. Clovis also includes \$48.4 million in capital improvement expenditures which directs \$43 million to the Community Investment Program (CIP) and \$5.4 million to capital projects in other funds.
- Clovis' total budgeted expenditures for FY 2022-23 amount to \$297,487,400. According to the City's budget, the City will have a net transfer balance of \$150,000 and the City expects that it will end the year with a fund balance of \$99,441,803. Based on the City Council adopted FY 2022-23 Annual Budget, there is sufficient influx of funding resources to allow the City to continue to provide acceptable levels of public services, municipal services, and continuation of operations of various public facilities.
- City of Clovis contracts with an independent auditor to audit its financial records for the preceding fiscal year on an annual basis. The City's financial audits, also known as its Annual Comprehensive Financial Report (ACFR), is prepared by the City and audited by a certified public accounting firm in accordance with generally accepted auditing practices of the government finance industry. Clovis' City Council receives the annual ACFR for its previous year no later than December 31st of each year.
- The City utilizes long-term debt to fund its capital needs. It is City policy to undertake long-term debt to fund capital assets (including infrastructure) when those assets will be a benefit over several budget years and there is a need to conserve liquid assets (cash). The City has been able to finance various projects with very attractive rates due to the City's favorable credit rating. As of June 30, 2022, the City's total non-general obligation debt totaled \$143,640,124.
- The City of Clovis receives an updated bond rating when a new bond is issued or as a part of annual reviews of the City's debt portfolio and financial position by ratings agencies. The City of Clovis ratings for the 2017 Wastewater Revenue Refunding Bonds were as follows:
 - Insured Rating: Standard & Poor's: "AA"
 - Underlying Moody's: "A1"
 - Underlying Standard & Poor's: "A+"
- Clovis' Five-Year Financial Forecast through FY 2026-27 represents the City's effort to analyze its fiscal condition based on its set of economic factors and operational assumptions. City

management and City Council utilize the study to identify trends and issues that can be addressed early on in order to assure fiscal success.

- Over half of Clovis’ park acreage maintenance is funded by the City’s General Fund, which is made up of general revenues. The majority of the revenue comes from sales and property tax revenues.
- The City’s Municipal Code, Chapter 3.4, “Park Acquisition and Development”, outlines the fee imposed on all residential developments, hotels, motels, assisted living facilities, commercial, professional, and industrial buildings. The fee is determined by the City Council and is reviewed on an annual basis.
- According to the City’s FY 2022-23 budget, the City’s Parks Division had a budget of \$6,886,400. The Division’s main sources of revenue include state grants, facility reimbursements, planning and procession fees, engineering processing fees, user fees, miscellaneous fees, and the general fund-discretionary.
- The City’s Municipal Code requires that developers must dedicate parkland or pay in-lieu fees to enable the City to acquire a ratio of 4.0 acres of parkland per 1,000 residents. All future parks are expected to be funded through the City’s General Fund, the Clovis LMD No. 1, state and federal grants, and development impact fees, as outlined in the City’s Park Acquisition and Development Fee Program, per Section 3.4.03 of the City’s Municipal Code.
- The City funds street maintenance services through several accounts within the Public Utilities Department: Street Maintenance, Street Lighting, Storm Drainage, and Landscape Maintenance District.
- The City of Clovis regularly pursues available transportation related grants, whether they are administered through local or state agencies. Most recently, several roadway and transportation improvement projects within Clovis have been funded by the Fresno County Transportation Authority (FCTA) with Measure C funds.
- A substantial portion of Clovis Transit Division’s operational funding is derived from the City’s share of the Local Transportation Fund (LTF). This source of revenue stream is generated by a 1/4 cent tax on general sales, which is collected by the state and distributed to the local agencies on a formula basis for support of local transportation services. According to Clovis’ budget for FY 2022-23, the City anticipates \$6,801,200 in revenue from the LTF.
- The Clovis Fire Department funding resources come from the City’s General Fund, which consists of property taxes, special assessment, development impact fees, state grant funding, and user fees. The Fire Department is primarily funded by discretionary revenue. The Fire Department’s budget consists of four categories: Emergency Services, Life Safety and Enforcement, Emergency Preparedness, and Fire Administration.
- Additional Fire Department funding is obtained through development impact fees. The Community Facilities District 2004-01 was formed to provide supplemental operational funding for police and fire in growth areas north of Herndon Avenue and east of Locan Avenue. All projects after 2004 are required to petition to be annexed to the Community Facilities District 2004-01.

The Community Facilities District was created to mitigate any public safety impacts created by new development, as well as to ensure consistency with general plan goals and policies.

- For FY 2022-23, the Clovis Fire Department budgeted \$20,103,400 for Emergency Services, \$685,300 for Life Safety and Enforcement, \$142,300 for Emergency Preparedness, and \$1,118,500 for Fire Administration. The Fire Department's total budget for FY 2022-23 totaled \$22,049,500. All funds are retained from the City's General Fund.
- The Clovis Fire Department has an adopted Master Administrative Fee Schedule, and the schedule is available on the City of Clovis' website. The Fire Department regularly reviews its Master Fee Schedule and makes necessary changes for the City Council to consider. Each year, the Fire Department provides the City Manager its proposed budget for the department for the upcoming fiscal year along with department goals.
- The Clovis Police Department is funded through the Clovis General Fund and the Community Investment Program. The Police Department regularly pursues available state and federal grants to assist with specific projects or operations of the department.
- The police department also receives funding collected by the Community Facilities District 2004-01 (CFD), which applies to properties within the CFD primarily in growth areas north of Herndon Avenue and east of Locan Avenue. The CFD was created to ensure that new development in these areas can fund adequate police and fire protection as the development occurs farther away from the Clovis urban center.
- According to the Clovis Police Department, the Department's long-range planning effort is guided by the CPD Master Service Plan's recommendations, and the Department has been able to maintain Clovis as the safest city in the Central Valley. According to the CPD's website, Clovis was recently named as the first ranked "Best City in California to raise a family."
- The Clovis Police Department provides local residents the opportunity to volunteer within certain divisions in the Police Department. The Police Reserve Unit and Citizen Volunteer Program in Police Services assist police officers with administrative support in records, investigations, and active field patrol.
- The City operates the Clovis Wastewater Reuse Facility under the provisions specified in Waste Discharge Requirements (WDR) Order No. R5-2019-0021 issued by the California Regional Water Quality Control Board Central Valley Region. Clovis' WDR order was adopted by the State on April 4, 2019.
- Under the several regulating programs, the City of Clovis is required to provide regular self-monitoring reports to the RWQCB on a quarterly basis, and contain information pertaining to flow records, construction activity, permit compliance, etc.
- The Clovis sewer service operation consists of three key funds within the City's budget. The sewer service fund, sewer construction-enterprise fund, and sewer construction-developer fund. The sewer service fund is funded by user rates. It accounts for the operation and maintenance of Clovis' sanitary sewer system and pays the City's fair share of Fresno-Clovis RWRf.

- The Clovis Wastewater Collection and Treatment Division’s operating budget is fully funded from user fees, and annually amounts to \$18,632,500.
- The City has prepared several master planning documents that provide policy direction for the wastewater collection and conveyance system, wastewater treatment systems, and recycled water facilities. The master service plans are reviewed and updated by the City on an annual basis to ensure that the City has sufficient capacity to meet existing and future service demands.
- At the time this service review was prepared, the City of Clovis informed LAFCo that the City’s wastewater collection system is in “good-to-exceeding standards” operational condition. The Public Utilities Department continues to invest in equipment and professional staff training to maintain reliable sewer system.
- The City charges user fees to all water customers to cover the costs of water production, distribution, and treatment of the City’s water resources. The City’s water rates are based on water usage and connection type, either residential or commercial accounts.
- According to the City’s budget for FY 2022-23, total Water Service revenues are anticipated to amount to \$21,441,000 (Water Enterprise). Water user rates generate a majority of the revenues for the Water Division. For the same year, Water Service expenditures are expected to amount to \$21,073,900. The largest expenditure categories are personnel salaries, energy costs, and administration overhead.
- City customers are billed bimonthly for service per the City’s adopted rates. Users rates consists of charges for the maintenance of water lines, treatment of water, and fees to meet the City’s water bond covenants. City of Clovis water service revenue is projected to grow proportionately to City growth, and the City’s fee structures include appropriate rate increases if deemed necessary to be adjusted by the City Council. Beginning in Fiscal Year 2018-19 and beyond, a 3% increase is projected.
- The City’s Community Investment Program provides a process for developing the logical order of construction of projects identified in the City’s 2020 Urban Water Management Plan. The City also evaluates its various master plans so that capital projects support and sustain continued community development.
- The City of Clovis Finance Department collects all utility user fees and is authorized to start or stop utility services when a customer submits a request to the City. The Finance Department bills for the costs of all city services provided and thus avoids duplication of billing for services provided by the City.
- The Clovis Community Sanitation Division is fully funded through user fees, and service charges for specific services if requested. The Public Utilities Department regularly pursues available state and federal grants for its divisions to assist with specific projects or operations of the department.
- According to the City of Clovis’ FY 2022-23 budget, the Clovis Community Sanitation Division and all units within the Division had a budget of \$25,604,100, which is balanced by user fees.

- The Community Sanitation Fund is self-supported from user fees and the Division is operated as a City business or "enterprise." All revenue from service charges related to the collection and disposal of solid waste, recycling, green waste, and street-sweeping fees is deposited into the Community Sanitation Fund.
- City of Clovis has recorded liabilities for landfill closure, post-closure maintenance, and for landfill corrective action in the Community Sanitation Fund, an Enterprise Fund. The City's landfill closure liability, based on landfill capacity used to date, is recorded based on the information provided by analysis. As of June 30, 2022, the City estimated that landfill operations have used approximately 37% of the site's capacity, an estimated remaining life of approximately 35 years. The corresponding estimated remaining cost is \$21,069,673.

5) Status of, and opportunities for, shared facilities.

- The City of Clovis and Clovis Unified School District (CUSD) have a Joint Powers Agreement for the use of district school recreational facilities by the public. CUSD maintains an "open gate" policy for CUSD land facilities available for recreational use.
- Storm water drainage and flood control service with City of Clovis is provided by Fresno Metropolitan Flood Control District (FMFCD) through a regional joint powers agreement between FMFCD, County of Fresno, City of Fresno, City of Clovis, and California State University-Fresno. The joint powers agreement authorizes the agencies to convey storm water runoffs to multiple drainage points and basins that are owned by FMFCD.
- In a collaborative effort, the Clovis Police Department/Youth Services is committed to supporting parents and works closely with local organizations and local schools within the Clovis Unified School District to consistently deter juvenile crime and hold juvenile offenders accountable.
- The City of Fresno owns and operates the Fresno-Clovis Regional Wastewater Reclamation Facility under a Joint Powers Agreement (JPA) with Clovis and the County of Fresno. As indicated earlier, a majority of wastewater generated within the Clovis city limits is currently discharged to the Fresno-Clovis RWRf for treatment. Through the JPA, City of Clovis has capacity ownership of 9.3 mgd and rights to purchase additional capacity. The Clovis entitlement represents 11percent of the Fresno-Clovis RWRf's total capacity.
- The City of Clovis anticipates that an additional 0.881 mgd of treatment capacity at the Fresno-Clovis RWRf will be necessary to accommodate future urban growth outside the current Clovis SOI.
- The Kings Sub basin is recharged through a joint effort and shared recharge facilities between the Cities of Fresno and Clovis, the Fresno Irrigation District (FID), and the Fresno Metropolitan Flood Control District (FMFCD).
 - Waldron Pond Banking Facility (WPBF) is managed by FID. The WPBF is estimated to annually produce 10,000 acre-feet of water supply recharge. The City is entitled to receive up to 90 percent (9,000 AF) of the annual yield at WPBF.

- Boswell Groundwater Banking Facility (BGBF) is managed by FID. The BGBF consists of a 100-acre basin and three recovery wells. The City of Clovis has access up to 4,500 AFY of surface water from BGBF.
- Additional opportunities for shared water recharge facilities may arise among member agencies of the North Kings Groundwater Sustainability Agency (NKGSA). The GSA is composed of the Fresno Irrigation District, the County of Fresno, the City of Fresno, the City of Kerman, Biola Community Services District, Bakman Water Company, Fresno Metropolitan Flood Control District, Garfield Water District, California State University Fresno, and International Water District. Under State statute, NKGSA is responsible to develop and implement a groundwater sustainable plan (GSP) by 2020 that will meet the sustainability goal of the basin and ensure that it is operated within its sustainable yield, without causing undesirable results.
- The City of Clovis Fire Department provides and receives automatic aid from the Fresno Fire Department and Fresno County Fire Protection. The automatic aid enables the city to provide the closest emergency response unit no matter where the incident is located when an individual has an emergency and calls 911. No jurisdiction has formal boundaries when it comes to emergency responses.
- The City of Clovis provides a Law Enforcement Mutual Aid Agreement with the City of Fresno and the Fresno County Sheriff's Department. The mutual aid agreement enables the City to assist or request assistance from neighboring law enforcement agencies during times of emergency.
- The City of Clovis participates in a countywide household hazardous waste collection facility program with all jurisdictions within the County of Fresno. The agreement enables Clovis residents to dispose hazardous materials at the County of Fresno Regional Household Hazardous Waste (HHW) Facility located at 1327 West Dan Ronquillo Drive, Fresno, CA.
- Surface water to the City of Clovis is supplied to the City through a Contractual Agreement with the Fresno Irrigation District (FID) by which the City receives a portion of FID's Entitlement to Kings River Water proportional to the amount of FID land that lies within the City of Clovis. FID owns two water recharge facilities that have been built by the FID in cooperation with the City of Clovis, the Waldron Pond and Boswell Groundwater Banking Facility. The purpose of these facilities is to bank surplus water supplies, thereby making it available to the City as needed.
- Future shared water facilities and supplies within the Clovis SOI are identified to include the International Water District (IWD) and Garfield Water District (GWD). Both have access to Class I CVP surface water supplies. The GWD holds a Class I CVP contract for 3,500 AFY. With half of GWD within the City's SOI, an estimated 1,750 AFY is expected to be added to the City's supply upon development. The IWD holds a Class I CVP contract for 1,200 AFY. The City's General Plan designates a portion of the District's area as industrial and residential use. At build-out, it is estimated that the entire 1,200 AFY supply will be added to the City's supply. The IWD anticipates that its water rights under contract with United States Bureau of Reclamation will be transferred to the City of Clovis to be utilized to support future urban development.

6) Accountability for community service needs, including governmental structure and operational efficiencies.

- The City of Clovis is governed by a five-member elected council, elected at large and accountable to the residents of the City. The Clovis City Council carries out its responsibilities through the implementation of the Clovis General Plan, Clovis Municipal Code, and other state laws.
- The Clovis City Council convenes regularly on the first, second, and third Monday of each month at 6:00 p.m. at 1033 Fifth Street, Clovis, CA 93612.
- The City Council appoints a city manager who is responsible to oversee the daily operations of the City. As of May 2023, the City relies on 607 paid professional staff to conduct the daily business and manage the 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 on behalf of its citizens. The City Council also focuses on creating and updating community goals and policies, votes on major projects, decides on long-term community growth strategies, and makes land use decisions, capital improvement plans, capital financing programs, and strategic plans.
- The City Manager is responsible for administering all operations, finances, activities, and projects consistent with City Council policy directives and applicable municipal, state, and federal laws. The City Manager's Executive Team advises the City Manager on all city projects, plans, and community service needs. The Executive Team consists of the following departments: Economic Development, Finance Director, Fire Chief, Police Chief, General Services Director, Planning and Development Director, Director of Public Utilities.
- The Clovis Planning Commission is a permanent committee made up of five individuals who have been appointed by the City Mayor and voted upon by City Council to review, advise, and act on matters related to planning and development of the City.
- The Planning Commission works closely with Clovis' Planning and Development Services Department, and regular Planning Commission meetings are held monthly at 6:00 p.m. in the Clovis Council Chambers at City Hall on the fourth Thursday of each month.
- The Clovis Personnel Commission is a seven-member body appointed based on the recommendation of the Clovis Personnel Division and responsible for hearing appeals of certain personnel actions as provided in the City's Personnel Rules and Regulations. Potential Personnel Commissioner candidates must be residents of the City, and all commissioners are appointed by the City Council to four-year terms.
- The City's major operations are organized into seven departments including City Manager, Finance, Fire, General Services, Public Utilities, Planning and Development Services, and Police.

- Each department has adopted planning policy documents, guidelines, and procedures that describe their respective responsibilities. Existing service plans are regularly reviewed and appropriate changes are proposed for the City Council’s consideration when deemed necessary.
- City of Clovis has two committees formed to provide input to the City’s public transit decision making process. The ADA Advisory Committee is a standing committee that consists of City staff and members of the public and make recommendations regarding transit ADA issues. The Social Services Transportation Advisory Committee (SSTAC) consists of members from the public with varied interests, and makes recommendations on policy and technical issues to the City of Clovis and to the Fresno Council of Government.

7) Any other matter related to effective or efficient service delivery, as required by commission policy.

- Land immediately outside City of Clovis’ northern, southern, and eastern city limits consists of agricultural land uses and incidental rural residential units. The City of Fresno abuts Clovis’ western edge that generally follows Willow Avenue.
- The City of Clovis takes a leadership role in land use planning by assessing a larger *Plan Area* in its 2014 Clovis General Plan than just the territory within its adopted SOI. Clovis’ *Plan Area* boundaries included approximately 10,199 acres of land designated as Agriculture use. Of which, 9,810 acres of land is located outside of the adopted Clovis SOI. There are 5,130 acres of land outside of Clovis’ city limits and inside Clovis’ SOI. The 2014 Clovis General Plan designates urban land uses for all territory identified within the City SOI, and no agricultural land use designations exist inside Clovis’ incorporated limits.
- There are 1,382 acres of existing ag land within Clovis’ SOI that are protected by Williamson Act Contracts (WACs), of which 1,365 acres are designated by the state as Prime Agricultural Land (PAL), while 17 acres are designated as non-PAL. Of the total 1,365 acres identified as PAL in Clovis’ SOI, 855 acres have filed non-renewal to the Williamson Act Contract with Fresno County, while 510 acres remain in PAL designations and have active WACs.
- None of the proposed territory is designated as PAL in Clovis’ Shepherd North SOI revision request nor is it subject to an active WAC.
- Agricultural uses continue to dominate much of the regional landscape, only moderate amounts of agricultural land remains in production within the City’s SOI and plan area, primarily in the eastern, southeastern, and southwestern areas.
- The 2014 Clovis General Plan, Land Use Element Policy 4.4 Farmland Conservation states that the City will “Participate in regional farmland conservation, including the establishment of comprehensive agricultural preserves or easements, through efforts such as the Fresno County Model Farmland Conservation Program or the San Joaquin Valley green print.” LAFCo observes that the City has yet to engage in a regional agricultural preservation program.

Sphere of Influence Update

Fresno LAFCo has prepared this service review consistent with Government Code section 56430 in order to update the Clovis SOI in accordance with GC section 56425. The purpose of the service review is to get a “big picture” of the public services provided by a local agency, determine service needs, and make recommendations in order to promote the orderly development of local agencies.

The Municipal Service Review was prepared in conjunction with City of Clovis’ proposed sphere update request to add approximately 155 acres of territory into the Shepherd North portion of the Clovis SOI. In summary, the service review found that the City of Clovis is efficiently providing its various municipal services within its corporate boundaries, and has adequate capacity, phased infrastructure improvement programs, and adequate planning efforts by type of service to support additional growth within the proposed SOI update.

Sphere Analysis

LAFCo staff reviewed the Clovis’ proposed SOI update in light of the data collected during the MSR process, as well as from correspondence with Clovis City representatives, County of Fresno Public Works and Planning, Special Districts Administration, a comprehensive review of previous LAFCo actions. LAFCo staff reviewed the Clovis’ 2014 General Plan, County of Fresno General Plan, and assessed the proposed SOI update in order to provide the Commission a sound SOI update recommendation for its consideration.

Update the SOI as requested by Clovis:

This option aligns with the Clovis City Council’s vision for future growth, and it would memorialize the 2024 County-City Memorandum of Understanding (Fourth Amendment to MOU) with respect to the proposed SOI update. Approval of the SOI update would allow landowners within the affected territory to continue their planning efforts with the City, and ultimately to allow the future annexation of properties within the proposed SOI expansion area. As requested by the City, the Clovis SOI would be updated to add approximately 155 acres to the Shepherd North area.

Sphere of Influence Determinations

This section of the report fulfills the requirements of Government Code section 56425 and allows LAFCo to update the Clovis SOI consistent with the written determinations for the City of Clovis.

In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following pursuant to Government Code section 56425(e):

1) The present and planned land uses in the area, including agricultural and open-space lands.

- City of Clovis adopts and maintains a General Plan. The 2014 Clovis General Plan establishes its land use foundation through a vision statement that captures the City pledge to its residents. The

General Plan creates policies and provides for the general distribution, location, and extent of present and future land uses that guide land use decisions that shape development of the City.

- The 2014 Clovis General Plan identifies a growth concept that concentrates City growth into three urban centers known as the Southeast (Loma Vista), Northwest (Heritage Grove), and Northeast growth areas. The City informed LAFCo that there are no active Williamson Act Contracts within the area requested to be included in revised SOI.
- The proposed Clovis SOI updated will add 155 acres of the Shepherd North area into the Clovis SOI. It is anticipated that amending the Clovis SOI will be followed with an annexation for the area. The planned land uses are reflected in General Plan Amendment 2021-005, amending 77 acres of the Shepherd North area within the adopted 2014 Clovis General Plan.
- Therefore, the Clovis SOI update appears to adequately meet present and future service needs of residents.

2) The present and probable need for public facilities and services in the area.

- The City of Clovis provides a wide array of municipal services within its corporate limits. Extension of infrastructure and municipal resources would be necessary to accommodate future development within the SOI update. The City implements various Master Plans, as identified in the MSR, and City staff regularly identifies community service needs in its annual budget and five-year Community Investment Program.
- The City also coordinates among the various City departments and local agencies to provide and develop plans for the City's future service needs. The City of Clovis implements an annexation program that historically has shown adequate levels of service can be delivered to annexed areas within the SOI. The City's 2014 General Plan and Master Service Plan depict areas in which the City anticipates growth and plans for services to be extended.
- City of Clovis has established development impact fees, and developer-required mitigation in the form of infrastructure improvements required from new projects and similar programs to monitor public service needs of new development. Development within the SOI is required to extend physical infrastructure to individual sites and pay pro-rata fees for other City services as a condition of project approval. The physical infrastructure is generally available adjoining the City limits.
- The City is prepared to provide municipal services to this area when it annexes and develops.

3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

- The City of Clovis demonstrates that it has adequate capacity to provide the necessary municipal services, as identified in the MSR, to its constituency within its existing incorporated boundaries. The City of Clovis regularly reviews its service levels and updates its various master service plans for each major department within the City. Each service plan, i.e. water, wastewater, police, fire protection, parks and recreation, augments the Clovis 2014 General Plan goals and policies, as

well as determines appropriate service thresholds and necessary resources to be allocated for the expansion of City services.

- The City has planned accordingly through the community investment program, annual budget, and adoption of the 2014 General Plan – Public Facilities and Services Element to meet future growth consistent through year 2035.

4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

- Since its 1983 inclusion to the Clovis SOI, Tarpey Village has been within the long range plan of the City. Tarpey Village is a residential and commercial community consisting of approximately 401 acres, located on both sides of Clovis Avenue between Dakota and Gettysburg Avenues. Clovis became the municipal water provider to Tarpey Village through the 1988 merger of Fresno County Waterworks District No. 8 (WWD No. 8) and the City of Clovis. Currently, retail water delivery is provided by Clovis PUD to Tarpey Village. Wastewater collection and treatment is provided by the City of Fresno. Annexation of Tarpey community could be considered when there is evidence of sufficient support by its residents for such action. During the MSR update, the City informed LAFCo that it does not anticipate annexation of Tarpey Village in the near future.

5) For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

- As of June 2018, LAFCo observed that all census units located in existing Clovis SOI and proposed SOI exceed the MHI threshold as defined Fresno LAFCo's Policy 111 and CKH.

Recommendations

In consideration of information gathered and evaluated in this Municipal Service Review, it is recommended the Commission:

1. Receive this report and any public testimony regarding the proposed Municipal Service Review and proposed sphere of influence update.
2. Find that the Municipal Service Review is exempt from the California Environmental Quality Act pursuant to CEQA Guidelines section 15306 (Information Collection).
3. Approve the recommended Municipal Service Review determinations, together with any changes deemed appropriate.
4. Approve the recommended sphere of influence update determinations, together with any changes deemed appropriate.
5. Find that as a Responsible Agency, Fresno LAFCo considered the certified 2014 Clovis General Plan Update EIR (SCH# 2012061069) for its review and update of the Clovis Shepherd North SOI update, and LAFCo anticipates that future urban development within the affected area would be developed as contemplated in the City's certified 2014 General Plan Update and 2024 General Plan Amendment 2021-005.
6. Find that the LAFCo reviewed the proposed Clovis Shepherd North SOI revision has been environmental reviewed in its entirety by the Shepherd North – Environmental Impact Report SCH# 2022050180 prepared by the City of Clovis, Lead Agency, pursuant to the California Environmental Quality Act (CEQA).
7. Determine that the proposed Clovis Shepherd North SOI revision is consistent with the 2014 Clovis General Plan, the 2024 General Plan Amendment 2021-005, and the environmental assessment has been adequately considered under City's 2014 General Plan Environmental Impact Report SCH# 2012061069 and the Shepherd North – Environmental Impact Report SCH# 2022050180.
8. Revise the City of Clovis sphere of influence to include 155 acres of the Clovis Shepherd North territory as depicted in **Figure 2** of the MSR.
 - a. Direct the City of Clovis to demonstrate its commitment to “participate in regional farmland conservation, including the establishment of comprehensive agricultural preserves or easements” consistent with its 2014 General Plan, Land Use Element Policy 4.4 Farmland Conservation. (Agriculture Preservation)
 - b. Advise the City of Clovis to evaluate its unaccommodated Housing Need from the fourth cycle Regional Housing Needs Assessment of 4,425 lower-income units, as noted in the Clovis Housing Element. (Growth and Population Projections)

- c. Advise the City of Clovis continue its working efforts with International Water District and Garfield Water District to ultimately secure additional surface water supplies, in anticipation of urban development within the Clovis SOI. (Water Services)

Acknowledgements

This Municipal Service Review update was prepared by Fresno LAFCO. Supporting documentation was made available through the effective partnership between Clovis City staff, County of Fresno, Special District Administration staff, and LAFCo. LAFCo extends its appreciation to the City of Clovis for their assistance in the development of this Municipal Service Review.

Available Documentation – documents used for the preparation of this report consist of public records and are available at the Fresno Local Agency Formation Commission Office located at:

Fresno Local Agency Formation Commission
1401 Fulton Street, Suite 800
Fresno, California 93721

The Municipal Service Review is available on Fresno LAFCo's website,
<https://www.fresnolafco.org/>

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