

# **CITY OF CLOVIS**

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

**Report to the  
Fresno Local Agency Formation Commission**

David E. Fey, AICP  
Candie Fleming  
George W. Uc  
2607 Fresno Street, Suite B  
Fresno, CA 93721

March 2015

# Local Agency Profile: City of Clovis

## Contact Information

**City Manager:** Robert Woolley  
**Address:** 1033 Fifth Street  
Clovis, CA 93612  
**Phone:** (559) 324-2060  
**Office Hours:** Open 8:00 a.m. - 4:30 p.m., Monday – Friday  
**Website:** <https://www.ci.clovis.ca.us/>

## Management Information

**Governing Body:** City Council  
**Council Members:** Lynne Ashbeck, Mayor re-elected March 2013 -Expires March 2017  
Nathan Magsig, Mayor Pro Tem re-elected March 2013 -March 2017  
Harry Armstrong re-elected March 2011- March 2015  
Jose Flores re-elected March 2011-March 2015  
Bob Whalen re-elected March 2011- March 2015  
**Council Meetings:** First three Mondays of each month at 6:00 p.m., except on holidays  
**Staffing:** 504 Employees

## Service Information

**Principal Act:** Gov. Code §50020-50033 (Article 2 of Part 1, of Division 1, of Title 5)  
**Services Provided:** Various municipal and public services  
**Area Served:** Incorporated area 15,332 acres (24 sq. mi.)<sup>1</sup>, Total SOI area 20,249 acres (31.63 sq. mi.)<sup>2</sup>  
**City Population:** 102,188 residents<sup>3</sup>

## Fiscal Information

**2014-15 Adopted Budget:** \$189 million, includes City general operations and capital improvements<sup>4</sup>

## Administrative Policies

**City General Plan:** Yes      **Policies/Procedures:** Yes      **Municipal Services:** Yes  
**Original SOI Adoption:** 1974      **Previous SOI expansion:** 2007      **SOI expansion Request:** 860 acres

<sup>1</sup> 2014 General Plan and Development Code Update DEIR City of Clovis, SCH#2012061069, <http://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2002-04.pdf>

<sup>2</sup> Fresno LAFCo, City of Clovis Map, <http://www.fresnolafco.org/documents/maps/Clovis.pdf>

<sup>3</sup> California Department of Finance Population Estimates 2013-2014, [http://www.dof.ca.gov/research/demographic/reports/estimates/e-1/documents/E-1\\_2014\\_Press\\_Release.pdf](http://www.dof.ca.gov/research/demographic/reports/estimates/e-1/documents/E-1_2014_Press_Release.pdf)

<sup>4</sup> 2014-2015 adopted budget, <https://www.ci.clovis.ca.us/Portals/0/Documents/Finance/2014-2015%20Annual%20Budget.pdf>

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# Municipal Service Review: City of Clovis

## Executive Summary

This Municipal Service Review analyzes the expansion of the Commission's 2007 City of Clovis Sphere of Influence (SOI) to expand the Northwest area by approximately 860 acres. Recent adoption of the Commission's Municipal Service Review (MSR) policy guidelines establishes a 20-year planning horizon for municipal local agencies while conducting the MSR update. 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. This boundary shall be reviewed and either affirmed or, if necessary, updated on average of every five years after approval by the Commission.

As of October 20, 2014, the Clovis City Council approved the fourth amendment to the Memorandum of Understanding (MOU) between the County of Fresno and the City that would support the requested Northwest SOI expansion.<sup>5</sup> Thereafter, on November 9, 2014, the County of Fresno Board of Supervisors executed the fourth amendment to the MOU which carries forward the 1990 comprehensive agreement between both parties that addresses exchange of tax revenue upon annexation, standards of annexation and other matters of interest to both parties.<sup>6</sup>

On January 20, 2015, the Clovis City Council approved a resolution for the application submittal to the Fresno Local Agency Formation Commission initiating the SOI expansion proceedings.<sup>7</sup>

The proposed SOI expansion will shift the sphere boundary eastward to align with Copper Avenue on the north, Sunnyside Avenue on the east, and Shepherd Avenue on the south. The SOI expansion request by the City will reflect the vision for the City's Northwest Urban Center (NWUC) growth area first identified in the 1993 General Plan and reaffirmed in the General Plan update adopted by Clovis City Council on August 25, 2014.

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<sup>5</sup> City of Clovis October 20, 2014 Staff Report: Fourth Amendment to the MOU between the County of Fresno and City of Clovis. Web: <http://www.ci.clovis.ca.us/Portals/0/Documents/CityCouncil/Agendas/2014/20141020/2-A-1.pdf>  
Accessed: November 3, 2014

<sup>6</sup> Fourth Amendment to the MOU between County of Fresno and City of Clovis, Agreement No. 14-172

<sup>7</sup> City of Clovis, City Council Resolution No.15-09, dated January 20, 2015

## Chapter 1 / City of Clovis Municipal Services

### Description of City

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

On October 10, 2007, the Commission reaffirmed the 2000 Clovis Sphere of Influence (SOI) and Municipal Service Review. The Clovis SOI is generally bounded by Copper Avenue on the north, Willow Avenue on the west, Academy Avenue on the east, and Shields Avenue on the south. State Route 168 (SR-168) bisects the City from the southwest to the northeast.

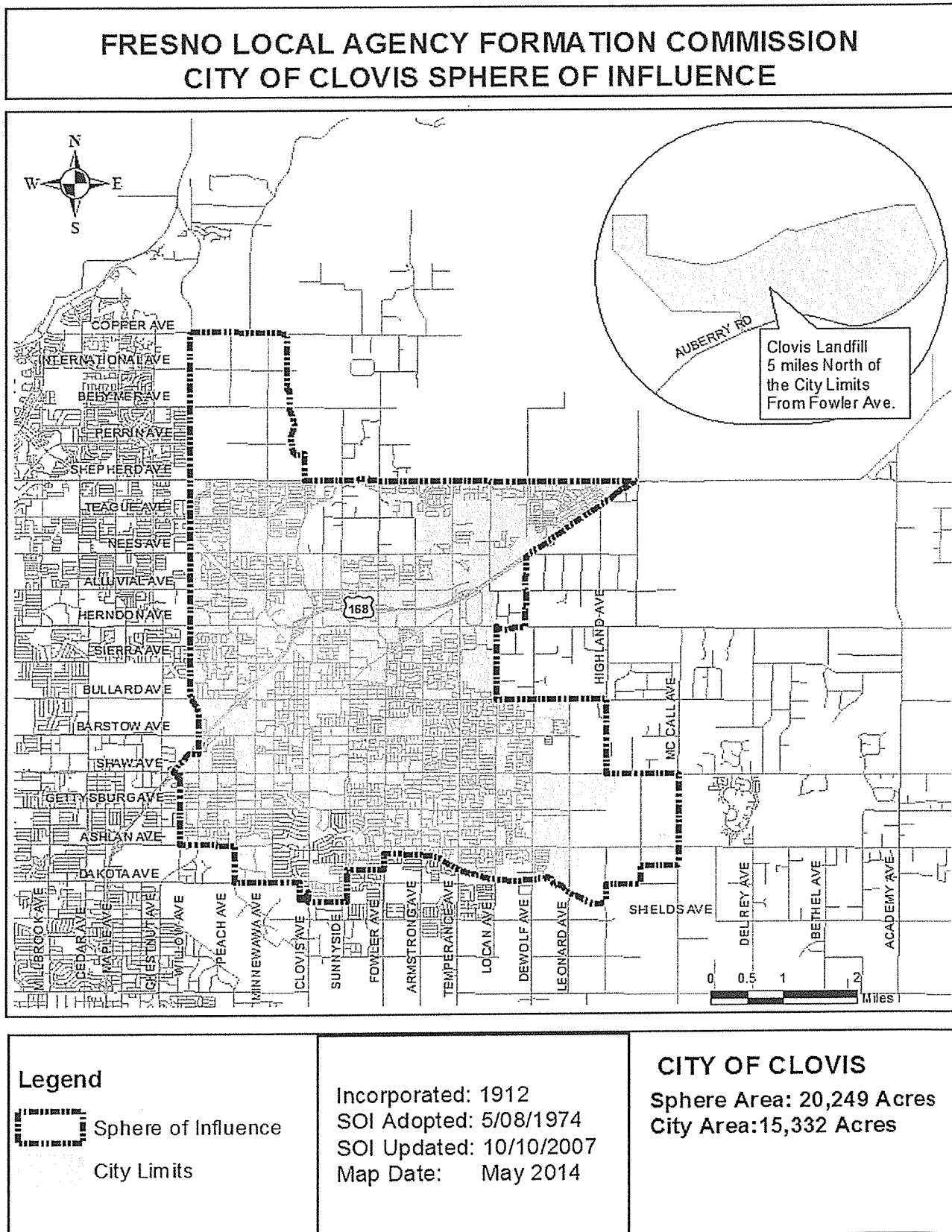
The incorporated boundaries encompass a geographic area of approximately 15,332 acres (24 square miles). According to the April 2014, California Department of Finance population report, the City of Clovis is home to approximately 102,188 residents.<sup>8</sup> The Commission's adopted Clovis SOI encompasses approximately 20,249 acres (31.6 square miles). The City's General Plan encompasses approximately 47, 000 acres.

A five-member City Council elected City-wide governs the City of Clovis. The City Manager is responsible for day-to-day operations with assistance of the executive management team and the administration staff. The City employs approximately 504 full time employees which provide a wide variety of professional municipal services.

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<sup>8</sup> California Department of Finance Population Estimates 2013-2014,  
[http://www.dof.ca.gov/research/demographic/reports/estimates/e-1/documents/E-1\\_2014\\_Press\\_Release.pdf](http://www.dof.ca.gov/research/demographic/reports/estimates/e-1/documents/E-1_2014_Press_Release.pdf)

Figure- 1-1, Existing Clovis Sphere of Influence



**CITY OF CLOVIS**  
Department of Planning and  
Development Services

**GENERAL PLAN**  
Land Use Designations within  
the Clovis Sphere of Influence

Ag (per 20 AC)  
Rural Residential  
Very Low Residential (DL - 2.0 DU/AC)  
Low Residential (DL - 4.0 DU/AC)  
Medium Residential (DL - 7.0 DU/AC)  
High Residential (DL - 15.0 DU/AC)  
Very High Residential (DL - 43.0 DU/AC)  
Commercial  
Hard Use / Business Campus (BC)  
Office  
Industrial  
Public Facilities / Quasi-Public Facilities (QPF)  
Schools  
Water Basin  
Open Space  
Parks  
Open Space Trails / Forests  
Spheres of Influence  
City Limits  
Tribal Lands  
Subject to Future Specific Plan Adoption  
\* Refer to the City's Specific Plan

Revised February 21, 2012  
Current as of the last Citywide  
Audit on September 6, 2011

0 0.5 1 Miles

North Arrow

**SPECIFIC PLANS**

1. Clovis Specific Plan  
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100. Clovis Specific Plan



## Clovis' General Planning Strategy

The Clovis vision statement is the foundation for the City's general planning strategy. The general plan establishes policies to guide land use development within a 47,000-acre "Plan Area" that extends well beyond the Clovis SOI. This planning strategy is supported by a series of Land Use Element (LUE) goals and policies to support the original 1993 General Plan concept of Urban Centers in the city's Southeast (now known as Loma Vista), Northwest, and Northeast growth areas.

LUE Goal 3: Orderly and sustainable outward growth into three urban centers with neighborhoods that provide a balanced mix of land uses and development types to support a community lifestyle and small town character.

Policy 3.1 Planning for the entire Urban Center.

Policy 3.3 Completion of Loma Vista.

Policy 3.4 Infrastructure investment.

Policy 3.5 Fiscal sustainability.

Policy 3.7 Urban Village Neighborhood Concept.

LUE 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.

## Population Projections

The City uses several population-tracking agencies to estimate growth projections in the City: the US Census Bureau, Fresno Council of Governments forecasts, and California Department of Finance (DOF) population statistics. These agencies track changes in population, employment, and demand for housing for the City's Plan Area. These population projections do not presume change in the city boundaries or general plan area or its sphere of influence. However, California Planning and Zoning law requires each city to adopt a plan for future growth pursuant to California Government Code §65300. State statute also requires cities to adopt a General Plan housing element that identifies housing needs for all economic segments and provides opportunities to plan for housing development to meet those needs.

Between the 2000 and 2010 Census, Fresno County experienced a population increase of 16.4 percent, and the City of Clovis population grew at a substantially faster rate of 39.7 percent. Since the 2010 Census, the DOF estimates Fresno County's population to be 964,040 and Clovis' population to be 102,188, an increase of 3.6 and 6.9 percent, respectively. The recent release of the City's January 2014 population data reports the city grew from 98,377 in 2013 to 102,188 in 2014, representing a 2.1% change over

time.<sup>9</sup> The 2010 Clovis General Plan Housing Element assumed a 2.9 percent City annual growth rate with an anticipated population of 133,800 by the year 2020.<sup>10</sup>

The 2014 Clovis General Plan observes that between 2000 and 2013 Fresno County gained 49,876 dwelling units and the City of Clovis gained 11,324 dwelling units, an increase of approximately 18.4 and 44.8 percent, respectively. The Fresno COG's 2013-2023 Regional Housing Need Assessment indicates a projected housing stock need of 6,263 dwelling units across the very low, low, moderate, and above moderate income brackets for the City of Clovis by 2023.<sup>11</sup>

The 2014 Clovis General Plan is based on a population forecast using a 2035 scenario planning horizon and full build-out of the Plan Area that is expected to exceed the 20-year planning horizon. The estimated 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 outside of the current SOI boundaries.<sup>12</sup> The majority of the forecast population growth (65 percent) would be outside of the City's existing boundary. In total, the entire Plan Area would experience a population increase of 60.1 percent (69,100 persons) by 2035.<sup>13</sup>

It is noted that the city's corporate limit will not remain static during this time period but, guided over time by the city's General Plan, growth will be facilitated by annexations to the city. The growth percentages represent, therefore, current incorporated and unincorporated populations that reflect (and is likely less than) the population densities permitted by the City and County's general plans. This growth of the city by annexation has been accounted for in long-range planning. Fresno COG bases Clovis' population projection in part on its growing share of the County's population. Fresno COG technical studies for the Regional Transportation Plan and Regional Housing Needs Assessments are currently based on a 2035 planning horizon. According to historical data, Clovis' share of the County's population has steadily increased from 3.4 percent in 1970 to 10.6 percent in 2014. By 2035, Fresno COG projects a 13.62 percent share for Clovis. Using this data, Fresno COG's 2035 population projection for the City and its assumed city limits by 2035 is 177,200 persons, which is a 77.2 percent increase from Clovis' existing population.<sup>14</sup> Similar to the City's General Plan, Fresno COG's projections assumes a larger jurisdictional boundary than the

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<sup>9</sup> City of Clovis Annual Budget Report 2014-15, <https://www.ci.clovis.ca.us/Portals/0/Documents/Finance/2014-2015%20Annual%20Budget.pdf>

<sup>10</sup> City of Clovis General Plan Housing Element, <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/ClovisGeneralPlan/HousingElementRev2010.pdf>

<sup>11</sup> Population and Housing Section 5.13, General Plan and Development Code Update-City of Clovis, <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-13%20PH.pdf>

<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

<sup>14</sup> Ibid.

existing city limits because territories within the SOI are anticipated to be pursued for annexation to accommodate future urban development.

In contrast, the City's own 2035 scenario population growth under the 2014 General Plan would reach 184,100 persons a difference of 3.9 percent greater than the Fresno COG's 2035 projections. However, the effect of this population projection difference is minimal, given that the population projections are estimated with a 20-year timeline into the future and the number of variables that will ultimately play out during that period.<sup>15</sup> From the 2035 scenario to full build out, the majority of the City's population growth would occur outside of the existing City boundaries by way of incremental annexations of land within the SOI.

The proposed SOI expansion will facilitate the orderly, logical, and efficient planned growth of the city within its amended SOI well past year 2035.

#### Economic Demographic and Disadvantaged Unincorporated Communities

The Cortese-Knox-Hertzberg Local Government Reorganization Act (CKH) requires LAFCo to make determinations regarding "disadvantaged unincorporated communities" ("DUCs") when considering a change of organization, reorganization, SOI expansion, and when conducting municipal service reviews.

For any updates to a SOI of a local agency (city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection, the Commission shall 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 of contiguous to the SOI of a city or special district.<sup>16</sup>

Government Code sec. 56033.5 defines a DUC as i) all or a portion of a "disadvantaged community" as defined by Section 79505.5 of the Water Code, and as ii) "inhabited territory (12 or more registered voters), as defined by section 56046, or as determined by commission policy. The Commission adopted policy defines a DUC as an inhabited territory with an annual median household income (MHI) that is less than 80 percent of the statewide annual median household income and as defined in Government Code section 56046 and Water Code section 79505.5. The Commission policy further defines a DUC as having at least 15 dwelling units at a density not less than one unit per acre.

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<sup>15</sup> Population and Housing Section 5.13, General Plan and Development Code Update-City of Clovis, <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-13%20PH.pdf>

<sup>16</sup> Government Codes section 56425(e) 5, Present and Probable need; disadvantaged unincorporated communities

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

A review of the preliminary US Census demographic reports shows that the Median Household Income (MHI) for the City of Clovis increased significantly over the last ten years. The five-year estimates reported by the US Census American Communities Survey shows the City's MHI between years 2009-2013 at approximately \$65,260. At the time of this review, the US Census estimates show California with a statewide MHI of \$61,094; pursuant to Water Code §79505.5, a MHI less than \$48,875 is the threshold to identify DUCs outside of the city limits and within the SOI.<sup>17</sup>

This report used US Census information to quantify the economic composition of all the census block groups within the vicinity of the Clovis city boundaries. Geographic Information System (GIS) files were derived from the US Census Bureau's American Community Survey (ACS) compiled for the five-year period 2006-2010 to identify the demographic composition for the various census geographies. Although the ACS provides annual and three-year estimates, the five-year reports between years 2006-2010 provide more precise data and mapping information for analyzing small populations. The five-year reports are the most reliable form of information generated by the US Census.<sup>18</sup> The statewide MHI reported for years 2006 through 2010 was \$60,883, the DUC threshold is any geographic unit with a reported MHI that is less than \$48,706. The census block group data was utilized to provide the economic and population backgrounds for this section of the MSR.

The census block group is a geographical unit used by the US Census Bureau to sample data which is only collected from a fraction of all households within the census geographic unit. On average, census block groups 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 following DUC map identifies the Clovis city limits in relation to its Commission-determined SOI. An assessment of all census tracts and block groups immediately outside the City limits were reviewed to determine the MHI for areas outside and up to a mile from the Clovis SOI. Unincorporated areas were surveyed by aerial photography and parcel division patterns to determine DUC locations.

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<sup>17</sup> US Census, City of Clovis, CA QuickFacts, Accessed January 23, 2015  
<http://quickfacts.census.gov/qfd/states/06/0614218.html>

<sup>18</sup> US Census Bureau, [http://www.census.gov/acs/www/guidance\\_for\\_data\\_users/estimates/](http://www.census.gov/acs/www/guidance_for_data_users/estimates/)

Two geographic locations shown on Figure 1-3 elicit further clarification. The first location is located south of the intersection of Ashland and Leonard Avenues. The second location is north of Nees and Armstrong Avenues.

Area one identified on Figure 1-3, is located approximately a half mile south of Ashlan Avenue along the west side of Leonard Avenue. Figure 1-4 US Census Tract 59.11 demonstrates that substantial portions of the census tract are located within the incorporated boundaries while a minor area within block group two is currently unincorporated.

The US Census ACS five-year estimate reports that census tract 59.11 had a MHI of \$102,287 between years 2006-2010. Parallel, the MHI within census tract 59.11, block group one depicts a substantially higher income than block group two. The area of concern includes three properties that are located within block group two of census tract 59.11, as indicated on the map. Staff research indicates that recent report updates of the ACS five year estimates (2009-2013), the US Census Bureau determined that either no sample observation or too few sample observations were available to compute an estimate, or a ratio of medians could not be calculated because one or both the median estimates fall in the lowest interval or upper interval of an open-ended distribution.<sup>19</sup> Although the area of concern meets the MHI criteria threshold for a DUC, a field survey of the area was performed by LAFCo staff to verify the residency status of the property. LAFCo staff's February 27, 2015, site evaluation determined that the property does not host a minimum of 15 dwelling units nor does the property have a density not less than one unit per acre. Staff's survey of the property determined that the area of concern did not meet the Commission DUC definition per Policy 106.

Area two identified on Figure 1-3, is located approximately a quarter mile north of Nees Avenue along the east side of Armstrong Avenue. Figure 1-5 US Census Tract 55.20 demonstrates that substantial portions of the census tract are located within the incorporated boundaries while a minor area within block group two is currently unincorporated.

The US Census ACS five-year estimate shows that census tract 55.20 had a MHI of \$102,500 between years 2006-2010. Parallel, the median household incomes of the block groups within tract 55.20 varies in composition, block group one and three depict a substantially higher income than block group two. The second area of concern includes approximately 12 properties that are located within block group two of census tract 55.20 as illustrated on the Figure 1-5. Staff research indicates that the ACS five year estimates 2006-2010, no data was collected within block group two that accurately represent the economic composition of the residents within this geographic unit.

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<sup>19</sup> U.S. Census Bureau American Fact Finder, 2006-2010 ACS- Explanation of Symbols

Recent reports provided by the ACS five year estimates 2009-2013, show the MHI of block group two within census tract 55.20 of approximately \$64,286. This location (area of concern two) has a higher MHI level than the indicating threshold that characterizes a DUC. Further, an aerial photo evaluation determined that the properties within block group two of tract 55.20 does not consist a minimum of 15 dwelling units, nor do the properties have a density of one unit per acre. Staff's survey of area of concern two determined that the area does not meet the Commission DUC definition per Policy 106.

According to the US Census information, there is no indication of any characteristics or presence of a disadvantaged unincorporated community meeting CKH and as refined by Fresno LAFCo Policy 106 within or contiguous to the Clovis city boundaries. Commission Policy defines a Legacy Community as a geographically isolated community that meets the DUC criteria, is at least 50 years old, and is beyond the adopted SOI of any city. Commission policy states, the city or a special district shall be required to identify any legacy community that is within one mile of the existing or proposed SOI. There is no indication based on available data that would illustrate a legacy community within one mile of the current or proposed SOI. There are no DUCs outside the city limits or contiguous to the SOI that would present a probable need and/or present deficiencies for public facilities or services to be analyzed.

[illegible]

Figure- 1-4, Area 1 - U.S. Census Tract 59.11, Block Group Two

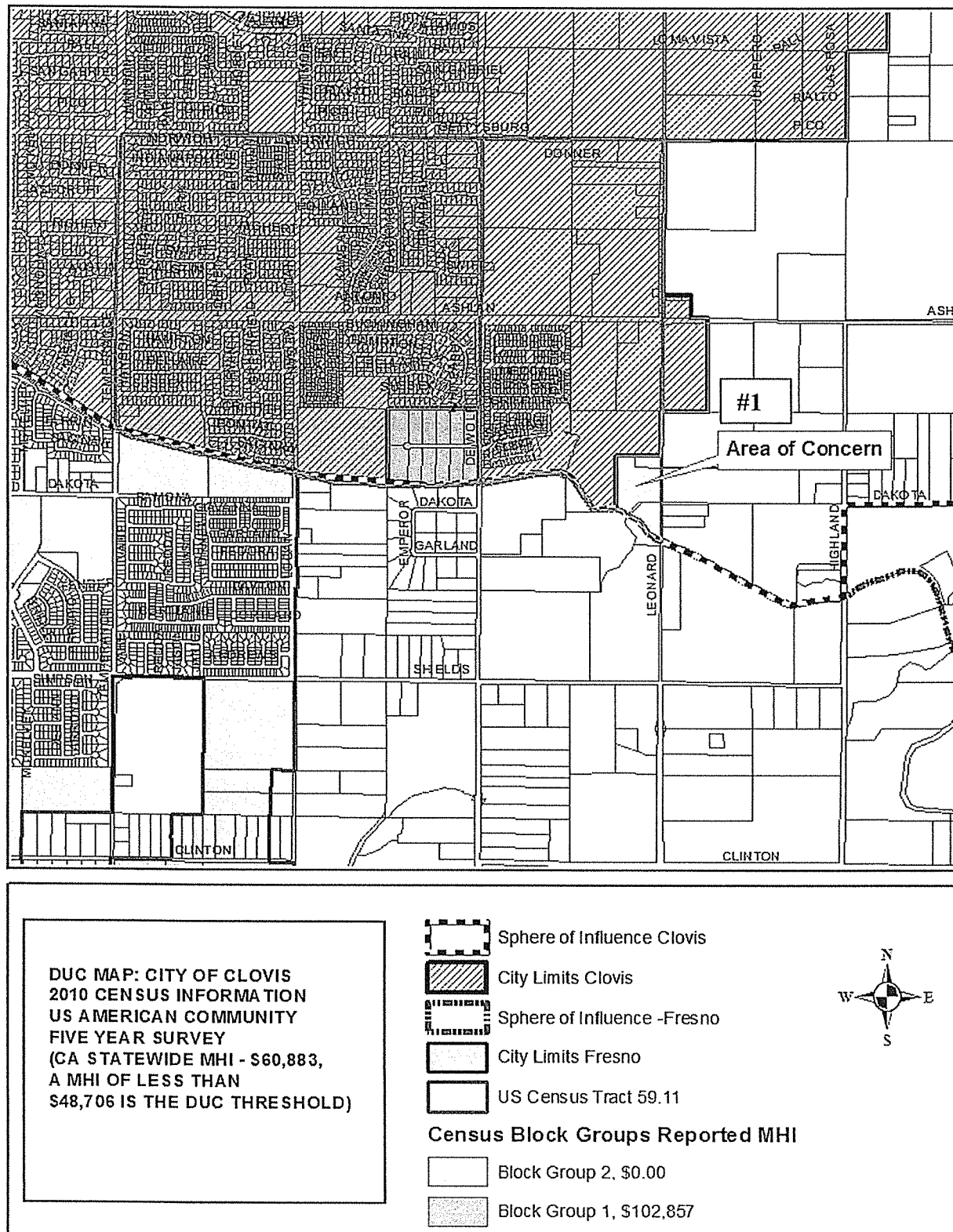
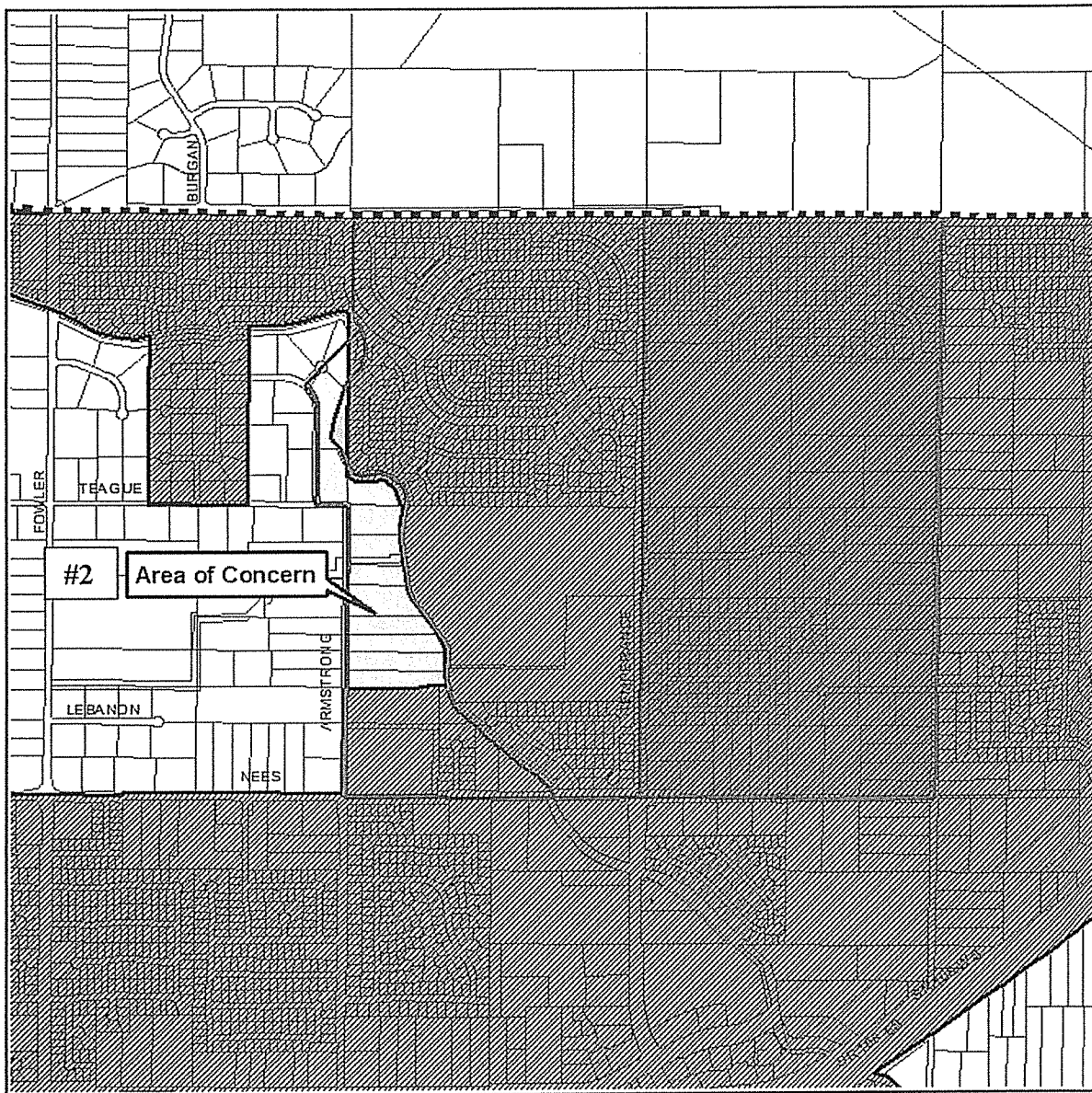










Figure- 1-5, Area 2, U.S. Census Tract 55.20, Block Group Two

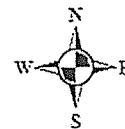


**DUC MAP: CITY OF CLOVIS  
2010 CENSUS INFORMATION  
US AMERICAN COMMUNITY  
FIVE YEAR SURVEY  
(CA STATEWIDE MHI - \$60,883,  
A MHI OF LESS THAN  
\$48,706 IS THE DUC THRESHOLD)**

-  Sphere of Influence Clovis
-  City Limits Clovis
-  US Census Tract 55.20

**Census Block Groups Reported MHI**

-  Block Group 2, \$0.00
-  Block Group 1, \$110,966
-  Block Group 3, \$115,536



## Infrastructure Analysis - Present and Planned Capacity of Public Facilities and Services

The City of Clovis provides a range of municipal services to its residents. These services are planned to be extended to serve future areas annexed to the City. This section will list municipal services that the City provides and provide greater detail for: Water, Wastewater, Fire, Police, Circulation and Roadways, and Parks and Recreation information.

City plans, service plans and related studies, including but not limited to the City General Plan and related Environmental Impact Report, Master Plan for Public Facilities, Master Service Plan, and the Fresno Area Regional Groundwater Management Plan provide a foundation for existing and future planning of public services by the city. Future demands for infrastructure improvements, additional public facilities, and municipal services will be funded in a variety of methods, including developer funding and construction, development impact fees, bonds, general fund contributions towards capital improvements, and Federal or State grants. Operating costs will be funded through utility rates, property taxes, assessments, and general fund revenues.

The City operates pursuant to the Government Code, §50020-50033, Article 2 of Part 1, of Division 1, of Title 5. The following sections describe current public services provided by the City within its boundaries, and as projected to be extended upon annexation of lands within the expanded SOI. These municipal services include:

- Law enforcement and public safety  
Police Protection including community patrol and detectives and traffic law enforcement  
Youth Services  
Animal Shelter
- Fire Prevention and Suppression  
Emergency Medical Response and Search and Rescue, Paramedics
- Community services  
Public parks and public recreation programs  
Passive parks and open space  
Parks and Trails System  
Senior Center  
Recreation programs  
Public Transit (passenger transportation)
- Land use Planning and regulation  
Engineering Service, mapping services

Building and Safety permits and inspections  
Business Development  
Affordable housing programs

- Utility services  
Retail water delivery and water conservation within the City and by contract to Tarpey Village, an unincorporated “island” surrounded by the City  
Landscape maintenance  
Wastewater collection, treatment and disposal  
Refuse collection, recycling and disposal  
Street maintenance, cleaning  
Maintenance of bridges, culverts and appurtenant facilities  
Storm drainage and runoff facilities  
Street Lighting

- The following additional services are provided within the City boundaries by other agencies:

Clovis Unified School District

-Provides K-12 public education system for majority of the City

Fresno Unified School District

-Provides K-12 public education system for a small portion of the City in the Southwest area

State Center Community College District

-Provides junior college and vocational education opportunities

Fresno Metropolitan Flood Control District

-Provides Flood Control Services

Fresno Irrigation District

-Provides surface water to portions of Clovis

Clovis Veterans Memorial District

-Provides support services for veterans

Clovis Cemetery District

-Operates Cemetery in Clovis

CalTrans – California Department of Transportation, District 6

-Operates and maintains State Route 168 through Clovis

Clovis Community Hospital

-Provides acute and outpatient medical care

AT & T

-Provides communication services including telephone, wireless communication, internet and television

Comcast

-Provides communication services including telephone, internet and television

#### Sprint

- Provides communication services including telephone, internet and television

#### Verizon

- Provides communication services including telephone, internet and television

#### Pacific Gas & Electric

- Provides energy and gas services

#### Water Supply and Facilities<sup>20</sup>

The City's Public Utilities Department (PUD) delivers water to approximately 106,000 residents and is the sole municipal water purveyor in the City. The PUD also provides water to Tarpey Village, a small unincorporated county island with a population of 3,888. In 2013, the City's PUD supplied 20,160 acre-feet (AF) of groundwater and 6,963 AF of surface water.<sup>21</sup>

There are three county service areas (CSAs) and one waterworks district (WWD) that provide domestic water service outside of the current SOI but within the City Plan Area.

- County Waterworks District No. 42 is adjacent to the City's eastern boundary, between Herndon Avenue and SR-168. The district encompasses a total of 362 acres and serves 102 residential parcels. The District obtains its domestic water from four groundwater wells. It has no entitlement to surface waters, and is not engaged in groundwater recharge. The District is largely developed with rural residential uses. This area was considered to be included in the City, however property owners in the area requested to remain in the County and the City's General Plan Updates honored the community's interest to remain in the County.
- County Service Area No. 10 encompasses two unconnected areas east of the City—Cumorah Knolls and Mansionettes Estates, which have 74 rural residential parcels on approximately 211 acres. Cumorah Knolls is north of Shaw Avenue and west of Academy Avenue. Mansionettes Estates is south of Herndon Avenue between DeWolf Avenue and McCall Avenue. Both areas receive their water from groundwater wells. They are considered fully developed.
- County Service Area No. 47 provides community water and sewer services to the Quail Lake Estates subdivision. The District consists of 375 acres and 730 residential parcels generally located between Ashlan and Shaw Avenues, east of McCall Avenue. Water is supplied from local groundwater wells. The area is fully developed, with no

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<sup>20</sup>City of Clovis, Master Planned Water Facilities (Jan. 2008) web:

[http://www.ci.clovis.ca.us/Portals/0/Documents/PublicUtilities/Jan08\\_MasterPlannedWaterFacilities.pdf](http://www.ci.clovis.ca.us/Portals/0/Documents/PublicUtilities/Jan08_MasterPlannedWaterFacilities.pdf)

Accessed: November 2014

<sup>21</sup> City of Clovis, 2014 General Plan Update SCH#2012061069, Section 5.17 Utilities and Service Systems, web <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-17%20USS.pdf> Accessed: November 2014

future growth anticipated. The LAFCo approved dissolution of this CSA on March 13, 2013 and determined to transfer its assets to the California Water Services Company. As of the writing of this MSR, the dissolution has not been completed but has been extended twice by the Commission.

- County Service Area No. 51 was formed in 2007 to provide water service for the Dry Creek Rural Community north of Shepherd Avenue in the Plan Area but is currently not been active. The District contains 1,782 acres and would provide water services to 432 parcels.

The City of Clovis relies upon groundwater, surface water, and recycled water for its water supply. Potable water is supplied by underground aquifers as well as the City's Surface Water Treatment Plant. The following sections describe each water source in further detail.

The City lies within the Kings Groundwater Sub-basin, which lies within the San Joaquin Basin Hydrologic Area. The Kings Sub-basin has been identified as critically overdrafted. As of 2010, groundwater level is 144 feet below the surface in the City of Clovis, compared to 30 feet in the 1950's.

Groundwater is currently drawn from 37 groundwater wells in the City, with a combined total pumping capacity of 50,460 gallons per minute (gpm). Two more wells are planned, which is estimated to bring 3,250 gpm of additional capacity. As of 2010, the City obtains 18,200 acre-feet per year (afy) of groundwater from these wells.

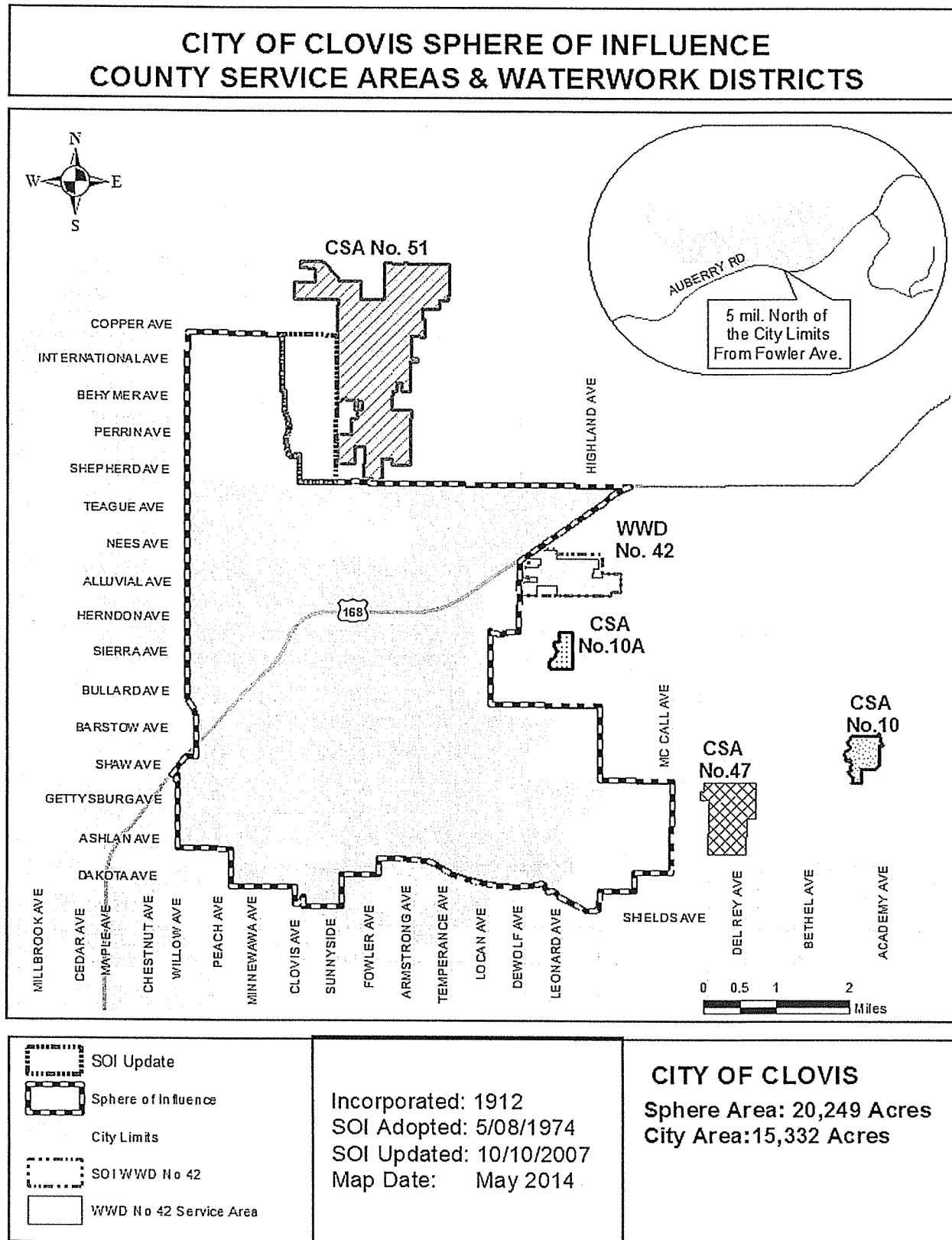
The City also operates a surface water treatment plant with a capacity of 22.5 million gallons per day (gpd). The total production capacity for the City is 55,488 gallons per minute (gpm).

The City has determined that approximately 7,700 afy of natural groundwater recharge flows into the Clovis area annually. As of 2010, the City also intentionally recharges the aquifer with 8,400 afy of surface water by delivering a portion of its surface water entitlement to both a city-owned recharge facility and Fresno Metropolitan Flood Control District ponding/recharge basins in the city. It is therefore estimated that the sustainable annual yield of groundwater in the service area is the sum of these sources of recharge, 16,100 afy.<sup>22</sup> Despite the City's decline in groundwater use from 2007 to 2010, and plans to decrease groundwater overdraft, the city staff has advised that groundwater use will increase in the near future due to drought conditions and expected reduced surface water availability.

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<sup>22</sup> City of Clovis, 2014 General Plan Update SCH#2012061069 – Utilities and Service Systems, web: <http://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-17%20USS.pdf> Accessed: December 5, 2014

Figure- 1-6, County Service Areas and Waterworks Districts Diagram



In response to this, since 2006, two banking facilities in central Fresno County, Waldron Pond and Boswell Groundwater Banking Facility, have been built through cooperative agreements between the city and the Fresno Irrigation District. The purpose of these facilities is to bank surplus water supplies for future use. Clovis' participation in construction of these facilities entitles the city to additional surface water supplies. Current and future supplies generated by these facilities through year 2035 are based on entitlements with the local agencies. Recharge demand are not forecasted for dry years, however it's anticipated that entitlement water allocations at these two facilities would be adjusted to account for dry years.

Under the Waldron Pond Banking Facility, the City is entitled to receive up to 90 percent of the annual production of the facility in a given year. The City expects to receive 9,315 afy of water from the Waldron Pond facility.

The City and FID have a similar mutual agreement with the District's Boswell Groundwater Banking Facility. Under the agreement, the City funded the expansion of the existing 35-acre facility to 100 acres and the construction of three new recovery wells which were all completed in 2011. These wells are expected to gain up to 4,500 acre-feet of FID surface water.

The City's water system operation and maintenance is funded by user fees. Customers are billed bi-monthly for service per adopted rates.<sup>23</sup> The water system is operated and maintained by a staff of 35, with an annual budget of over \$12 million. Incremental expansion of the water system is a requirement of all new development and is funded by development impact fees charged to property owners who wish to connect to the system per the attached development fee schedule.

#### ***Wastewater Collection and Treatment<sup>24</sup>***

The Clovis Wastewater Collection System Master Plan describes the existing and planned sewer system infrastructure within the City of Clovis and serves an area of just over 23,500 acres.

The Clovis PUD currently operates 366 miles of sewer mains within the city limits. Under the Clovis Wastewater Collection System Master Plan, the Herndon, Fowler, Sierra, and Peach service areas will continue to discharge to regional trunk sewers which connect to the Fresno-Clovis Regional Wastewater Reclamation Facility (RWRF) southwest of the City of Fresno, treatment site for most of Clovis' wastewater flow. The City currently is entitled to 9.3 million gallons per day (mgd) of the approximately 80 mgd available capacity at the RWRF. The City anticipates the need to purchase an

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<sup>23</sup> Electronic Information Provided by City- Water User Rate Fee Schedule

<sup>24</sup>City of Clovis, 2014 General Plan Update EIR SCH#2012061069 - Utilities and Service Systems, web <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-17%20USS.pdf> Accessed: Feb. 2, 2015

additional 2.9 mgd of treatment capacity in the future to accommodate additional urban growth.

In 2009, the City of Clovis opened a Water Reuse Facility (WRF) in Loma Vista near the intersection of Ashlan and McCall Avenues in the City's southeast growth area. The WRF currently treats wastewater from the City's Southeast Area and flow that is diverted from the Fowler Trunk Service Area. The WRF facility has a current treatment capacity of 2.8 mgd.

The combined treatment capacity between the WRF and RWRF currently available to the City is approximately 12.1 mgd. The current wastewater generation produced by the City of Clovis is estimated at about 7.0 mgd based on flow metering data collected from June 2013 through May 2014.

There are future capacity expansion plans for both treatment facilities. The Clovis WRF plans to increase its capacity up to 8.4 mgd. As planned, the Clovis WRF will serve the Northwest and Northeast growth areas. The City will continue its agreement with City of Fresno to acquire additional flow capacity from the RWRF. The City plans to acquire additional capacity space at the facility to boost its entitlement treatment capacity to 12.2 mgd. The planned treatment expansions capacities at the two facilities will increase the City's future treatment capacity to approximately 20.6 mgd.

The City does not provide sewer service outside of its City boundaries.

The City's wastewater system operation and maintenance is funded by user fees. Customers are billed bi-monthly for service per adopted rates. The wastewater system is operated and maintained by a staff of 11 employees, with an annual budget of over \$11 million. Expansion of the wastewater system is an obligation of new development and is funded by development fees charged to property owners who wish to connect to the system per the attached development impact fee schedule. The RWRF itself is operated under contract with a third-party vendor, rate adjustment would occur through modifying the mutual contracts.

### ***Fire Protection***

Clovis Fire Department (CFD) provides fire protection to the City of Clovis and supplements protection through an automatic aid agreement with the City of Fresno Fire Department and the Fresno County Fire Protection District.

The CFD operates five stations described below, CFD staff includes 61 sworn personnel (3 battalion chiefs, 17 captains, 15 engineers, and 24 firefighters) and five non-sworn personnel provide administrative support and community risk reduction activities including code enforcement, emergency preparedness and fire prevention.



Figure 1-7: CFD Fire Stations Service the City of Clovis Area

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

The 2013 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. Currently, all five fire stations are within the designated 4.5 to five-mile distance of each other and are staffed with the minimum standard requirement. Plans are in place to build a new fire station for the southeast portion of the service area that is currently not within the standard of coverage.

CFD operational Funding is augmented in growth areas north of Herndon Avenue and east of Locan Avenue by the existing Community Facilities District 2004-01, which provides funding for public safety operations (including fire and police services) in the City's growth areas.<sup>25</sup>

Additional funding also is generated through development impact fees pursuant to Chapter 4.10 of the City's municipal code which places development impact fees on urban development to ensure adequate fire service throughout the City as community growth requires. Fire service impact fees are collected on residential, commercial, industrial, and public land uses. Pursuant to the City of Clovis Master Development Fee Schedule, effective July 15, 2013, the fire development impact fee is \$672 per unit.

<sup>25</sup> City of Clovis, 2014 General Plan Update EIR SCH#2012061069 - Public Services, web <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-14%20PS.pdf> Accessed: December 2014

These fees are collected and deposited in the Fire Department Fee Account and used solely to construct, equip, and furnish fire stations.

Development generally north of Herndon Avenue and east of Locan Avenue that are annexed into the existing Communities Facilities District 2004-01 is required to provide funding for public safety operations. According to the City of Clovis 2014-2015 FY Annual Budget, the Clovis Fire Department had a balanced budget of \$13.17 million.

Pursuant to LAFCo policy 102-04, the city has an active fire transition agreement with the Fresno County Fire Protection District.

### ***Police Protection***

The City of Clovis Municipal Code identifies zoning categories, development standards, and other general provisions that ensure consistency between the City's General Plan and proposed development projects. The City's Municipal Code focuses on police services impacts associated with new development projects that are relevant to the project proposals. Clovis Municipal Code Title 4 (Public Safety), Chapter 4.11 (Police Department Fee): Establishes a financing mechanism to construct, equip, and furnish police stations to serve the newly developed service areas around the City and its sphere of influence as community growth requires.<sup>26</sup>

The Clovis Police Department (CPD) provides service within the existing City boundaries, and Fresno County Sheriff's Department (FCSO) and California Highway Patrol provide police protection to the unincorporated areas outside of the City. The City has a mutual aid assistance agreement with both agencies. The CPD headquarters, where all personnel are stationed and respond from, is at the Clovis Civic Center, 1233 Fifth Street. The City is divided into seven beats also known as patrol service areas.

The CPD employs approximately 100 sworn officers, a ratio of 0.98 sworn officers per 1,000 residents. 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. As development continues farther out of the City limits, the City would annex territories and police protection services would be transferred from the FCSO to CDP. Existing mutual-aid assistance agreements with FCSO and the CHP would remain CKHive.<sup>27</sup>

Development fees establish a method for coordinated acquisition and development of CPD facilities to ensure the provision of police and emergency services in the City and its

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<sup>26</sup> City of Clovis, 2014 General Plan Update SCH#2012061069, Public Services, web: <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-14%20PS.pdf> Accessed: December 2014

<sup>27</sup> Ibid.

SOI are extended as community growth requires. The City collects impact fees on residential, commercial, industrial, and public land use developments. Pursuant to the City of Clovis Master Development Fee Schedule, effective July 15, 2013, the police department fee is \$100 per unit.

Additional funding resources are provided through the General Fund, Community Investment Program funds, and state and federal grants.<sup>28</sup> Similar to fire protective services, police personnel funding is augmented by fees collected by the Community Facilities District 2004-01, which applies to properties within the district primarily in growth areas north of Herndon Avenue and east of Locan Avenue, to ensure new development in these areas farther away from the existing City limits have adequate police and fire protection services.<sup>29</sup> According to the City of Clovis 2014-2015 FY Annual Budget, the Clovis Police Department had a balanced budget of \$27.7 million.<sup>30</sup>

### ***Circulation and Roadways***

Roadways in the City of Clovis are categorized according to the type of service they provide. Roadway functional classifications in Clovis include Freeways, Expressways, Arterials, Collectors, and Local Streets. Two major functions of roadways are to provide mobility for through traffic and 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.<sup>31</sup>

California SR-168 is the backbone of Clovis' regional transportation network and provides access to the City of Fresno for residents of Clovis and eastern Fresno County. Additionally, Herndon Avenue to the west of SR-168 and Temperance Avenue south of SR-168 serve as expressways carrying traffic to and from the freeway. Clovis also has a grid of collector and arterial streets spaced approximately half a mile apart throughout most of the City. These streets collect traffic from the local roadways that make up the remainder of the City's roadway system. SR-168 and the City of Clovis' expressways and arterials accommodate regional and cross-city travel. Collector streets and local roadways generally serve short to medium length trips. 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

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<sup>28</sup> City of Clovis, 2014 General Plan Update SCH#2012061069, Public Services, web: <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-14%20PS.pdf> Accessed: December 2014

<sup>29</sup> Ibid.

<sup>30</sup> City of Clovis California, Annual Budget 2014-0215, web: <http://www.ci.clovis.ca.us/Portals/0/Documents/Finance/2014-2015%20Annual%20Budget.pdf> Accessed: January 28, 2015

<sup>31</sup> City of Clovis, 2014 General Plan Update SCH#2012061069, Transportation and Traffic, web: <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-16%20T.pdf> Accessed: December 2014

Avenue, are primarily used for travel within Clovis and to connect neighborhood traffic to arterials and expressway.

All future roadway system improvements associated with urban development and redevelopment activities under the City's General Plan would be designed in accordance with the established roadway design standards. These improvements would be subject to review and future consideration by the City of Clovis engineering staff. An evaluation of the roadway alignments, intersection geometrics, and traffic control features would be needed as new development occurs.

Future roadway improvements would have to be made in accordance with the City's Circulation Plan and roadway design guidelines, and meet design guidelines in the California Manual of Uniform Traffic Control Devices and the Caltrans Roadway Design Manual. Further, the City's General Plan Circulation Element includes policies decisions to improve the safety of all users of the transportation system in the City of Clovis. Implementation of the General Plan policies would establish direction to reduce the opportunity of creating circulation and roadway hazardous conditions, create conflicting uses, or cause a detriment to emergency vehicle access.

### ***Parks and Recreation***

The City's General Plan includes a parkland standard of four acres per 1,000 residents. The Clovis PUD builds and maintains public parks within the City service area. Approximately 160 acres are developed as park space within the City of Clovis ranging in size from 0.06 acres to 17.9 acres, and each provides a diverse amenities and facilities, such as playgrounds, shelters, picnic tables, sports fields, drinking fountains, restrooms, and parking. The City owns and/or operates 26 pocket parks, 29 neighborhood parks, 11 area parks, three community parks, and three storm water basin parks.<sup>32</sup>

City of Clovis has a long-standing joint use agreement with Clovis Unified School District (CUSD) for use of district school recreational facilities by the public. CUSD maintains an "open gate" policy for CUSD land and facilities available for recreational use. Although not owned or maintained by the City, the recreational areas of the CUSD schools are also applied to meeting the City's park standard. Thus, half of the 271 acres of CUSD school playfields, approximately 135 acres, is credited toward meeting the City's parkland standard.

There are currently three basin parks in the City that amount to approximately 21 acres. The basin park facilities are operated by the Fresno Metropolitan Flood Control District (FMFCD) which the facilities are available to the community for recreational needs through a contractual agreement between FMFCD and the City. The use of the basin

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<sup>32</sup>City of Clovis, 2014 General Plan Update SCH#2012061069, Section 5.15 Recreation, web <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-15%20REC.pdf> Accessed: December 2014

parks is limited to dry periods due to their first priority being for flood control. Available space for recreational purposes is limited to smaller portions of the entire basins.

Clovis Area Recreation (CAR) Department provides recreational programs including adult youth sports programs, leagues, and drop-in games. CAR provides basketball, softball, indoor co-ed soccer, floorball, and inline hockey leagues at the City of Clovis Recreational Center (3495 Clovis Avenue) and at Rotary Park (100 Barstow Avenue). Additional recreational facilities include a batting range at Sierra Bicentennial Park and a 27,000 square-foot skate park at Letterman Park.

The existing City of Clovis General Plan Parks and Recreation Element establishes a standard of 4.9 acres of parkland per 1,000 residents. Combining the City's 160 acres of parkland and 135 acres of CUSD facilities, the City has a total of 295 acres of developed parkland that go toward meeting the parkland standard. Per the City's general plan population estimates (115,000) for an estimated population for the Clovis area, the City is required to provide approximately 564 acres of parkland which results in a parkland deficit of approximately 268 acres.<sup>33</sup> The City of Clovis 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.<sup>34</sup>

Over half of Clovis' park acreage maintenance is funded by the City's general fund. The Quimby Act establishes a funding mechanism for parkland acquisition for all local jurisdictions. The majority of general fund revenue comes from sales and property tax revenues. In addition to this revenue, Chapter 3.4 of the City's municipal code, "Park Acquisition and Development," outlines the fee imposed on all residential developments, hotels, motels, assisted living facilities, commercial, professional, and industrial buildings. Fees are determined by the City Council and are 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.

Additional funding for park and landscape maintenance is provided by Landscape Maintenance District No. 1 (LMD). Each annexation to the LMD 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 annexed. An annual

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<sup>33</sup>City of Clovis, 2014 General Plan Update SCH#2012061069, Section 5.15 Recreation, web: <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-15%20REC.pdf>

<sup>34</sup> Ibid.

Engineer's Report consists of a full description of improvement needs; a description of assessable lots and parcels in the LMD; a diagram for LMD No. 1 showing the boundaries of the district; the estimated costs of improvements; and the proposed assessments. These assessments are then collected on property tax bills and used for park and landscape maintenance in the district.<sup>35</sup> Information provided by City staff indicates that the City's LMD has sufficient revenues to cover the costs of operations and maintenance. The District's financial ability is monitored and rate increases are sought if necessary to ensure the District is able to maintain the improvements and maintenance.

### Financial Ability

City ordinance requires a proposed budget to be submitted to the City Council by the third meeting in May every year for the upcoming Fiscal year that begins July 1 and ends June 30. Council is required to adopt a balanced budget by June 30, but if not adopted, to assure continuity of government services, the City Manager's proposed budget becomes effective excluding provision for capital improvements.<sup>36</sup> It is sometimes necessary to amend the budget on a case-by-case basis, therefore the City Manager has the ability to transfer funds not to exceed \$5,000 for appropriation and \$2,500 for reserves. Transfers exceeding these amounts require City Council action.

Consideration has been given to the Comprehensive Annual Financial Report (CAFR) for the year ending June 30, 2014 and the City's Annual Budget for FY 2014-15. Furthermore, City staff has indicated that the City does not have any general obligation bonds outstanding, nor does it plan to issue any. In order to issue debt a source of payment would need to be identified, with voter approval of a tax override or dedication of general fund revenues. The City does have bond indebtedness, that is supported by users for water, solid waste, and sewer facilities. Payments on these bonds are in good standing as the City has an investment grade credit rating. Adding additional debt for these types of facilities would require the identification of additional revenues.<sup>37</sup>

Based on the City Council adopted FY 2014-15 Annual Budget, there appears to be sufficient influx of funding resources to allow the City to continue to provide acceptable levels of public services, municipal services, and continuation of operations the various public facilities. The City receives funding from multiple resources which includes: the City's General Fund, Special Revenue, Internal Service, Enterprise funds, Capital Improvements, Community Investment Programs, and other funds. The City's annual

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<sup>35</sup> City of Clovis, 2014 General Plan Update SCH#2012061069, Section 5.15 Recreation, web: <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-15%20REC.pdf>

<sup>36</sup> City of Clovis <https://www.ci.clovis.ca.us/Portals/0/Documents/Finance/2014-2015%20Annual%20Budget.pdf>

<sup>37</sup> Electronic Response from the City Personnel, March 4, 2015

fiscal budget for 2014-15 as adopted are balanced with projected revenues exceeding the proposed expenditures.<sup>38</sup>

### Shared Facilities

The City has numerous joint functions and facilities with other agencies. These include the wastewater treatment plant capacity shared with the City of Fresno, joint countywide household hazardous waste collection facility program with all jurisdictions within the County and a water intertie agreement with the City of Fresno, among others.

Surface water to the city is supplied to the City through an agreement with the Fresno Irrigation District 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. However, there are some areas within the City's Plan Area that are not served by FID. For example, half of the territory of the Garfield Water District (GWD) lies within an area not served by FID. The City expects half of the GWD supply—representing the portion of the GWD within the City's SOI—to be conveyed to the City through an agreement upon development.

The City of Clovis's permanent storm drain system is operated and maintained by the Fresno Metropolitan Flood Control District (FMFCD). The FMFCD service area includes both the City of Fresno and the City of Clovis and is divided into 163 drainage areas averaging one to two square miles each. The FMFCD currently owns and operates 640 miles of pipeline, 154 stormwater 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 concurrent with construction of the development project in the City.<sup>39</sup>

As noted, two water banking facilities have been built by the FID in cooperation with the City, 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.<sup>40,41</sup>

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<sup>38</sup> 2014-2015 Budget Summary of All Funds, <https://www.ci.clovis.ca.us/Portals/0/Documents/Finance/2014-2015%20Annual%20Budget.pdf>

<sup>39</sup> City of Clovis, 2014 General Plan Update SCH#2012061069, Utilities and Service Systems, Web: <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-17%20USS.pdf>

<sup>40</sup> Ibid.

<sup>41</sup> City of Clovis, UWMP 2010 Update, page 30. Web: <http://www.water.ca.gov/urbanwatermanagement/2010uwmps/Clovis.%20City%20of%20111213%20Clovis%202010%20UWMP.pdf> Accessed: November 2014

### City participation in Mutual or Automatic Aid Agreements

The City maintains active fire protection automatic aid agreements with City of Fresno and the Fresno County Fire Protection District, and also provides mutual aid under the California Fire Service and Rescue Emergency Mutual Aid System.

The City and Fresno County Fire Protection District have a fire transition agreement in accordance with Fresno LAFCo policy 102-04.

The City provides law enforcement mutual aid agreements with the City of Fresno and the Fresno County Sheriff's Department.

### City participation in Joint Powers Agreements

The City participates in the following Joint Power Agreements:

- Upper Kings Basin Integrated Regional Water Management Joint Powers Agreement
- Fresno-Clovis Regional Sewerage System Joint Powers Agreement to provide joint capacity use of and capacity rights ownership in the regional treatment and trunk facilities in the regional sewerage system
- Local Agency Workers Compensation Excess for workers compensation insurance
- Central San Joaquin Risk Management Authority for liability mitigation insurance
- Fresno County Council of Governments, the local regional governing collaborative

Consideration was given to the City's Master Service Plan Update which provides an overall view of City facilities and financial policies to provide municipal services.<sup>42</sup> It appears from this and other documents that the City is prepared to provide a broad array of municipal services to its constituents as unincorporated lands become ready for annexation into the City.

### Water Service

The current drought experienced by the State of California, and specifically the sources of water supply for the Central Valley, continues to focus attention on this vital issue.

It is noted in the Commission's 2007 Municipal Service Review and Sphere of Influence Expansion, the City has historically relied on pumped groundwater to meet its domestic water needs, a situation which in the Fresno/Clovis Metropolitan Area resulted in an annual overdraft of groundwater supplies. Efforts to alleviate this situation resulted in a reduction in the historical overdraft situation and continued attention to sources of water supply.

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<sup>42</sup> 2014 Master Service Plan, Feb. 2015



The City's 2011 Urban Water Management Plan provides extensive review and discussion of this essential public service and gives significant attention to issues of water supply and demand in the City.

The City operates a water conservation program that is outlined in the City's Urban Water Management Plan and relies on the following major components: outdoor water use restrictions, tiered water rates, water waste ordinance enforcement, conservation incentives, and public education resources. The level of water use restrictions is dependent on the amount of supply relative to demands as outlined in the Water Shortage Contingency Plan. The City has the water conservation and recycling program in place which implements of best management practices identified by California Department of Water Resources.<sup>43</sup> The City distributes water conservation public information through bill inserts, brochures, and booths or activities at special events. The City has a City sponsored newspaper insert which is delivered to all of the City's customers three times annually. Since 2004, the City's website has included a page which discusses water conservation and has a link to the Central Valley Friendly Landscaping web site.<sup>44</sup> The City has plans to increase its use of recycled water and surface water, in order to reduce the City's reliance on groundwater.

When the City annexes territory it will facilitate orderly urban growth through the implementation of the City's General Plan goals and policies, development will occur consistent with these policies, impact fees will be paid by developers, and new customers will pay the adopted rates for services. Annexation of territory will create greater demands of local and regional water resources. Additionally, the 2014 General Plan requires that unincorporated lands that become ready for annexation that possess water entitlements must transfer those rights to the City as a condition of annexation. The adequacy of long-term water supply affects will be further identified through the environmental review process for all "projects" as defined by California Environmental Quality Act (CEQA). Future project proposals that would result in new or increased demands on water resources and/or intensification of urban uses will comply with CEQA statute.

The City is in the process of updating its Water Utility Master Plan in order to serve the land uses depicted in the newly adopted 2014 General Plan. The City will be updating its Urban Water Management Plan by the end of 2016 based on the updates provided by the Water Utility Master Plan.

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<sup>43</sup> City of Clovis, UWMP November 2011, Web: <http://www.water.ca.gov/urbanwatermanagement/2010uwmps/Clovis.%20City%20of%20111213%20Clovis%202010%20UWMP.pdf> Accessed: November 2014

<sup>44</sup> City of Clovis Water Conservation website, <http://www.ci.clovis.ca.us/Departments-and-Services/Public-Utilities/Drinking-Water/Water-Conservation>

The Fresno-Clovis Regional Wastewater Reclamation Facility serves the Fresno and Clovis urban area from its location southwest of the two cities. The Fresno-Clovis RWRF is owned and operated by the City of Fresno and currently has a treatment capacity of approximately 80 mgd. The City of Clovis owns and maintains the sewer lines within the city limits. Territories identified for urban development in the Plan Area have been master planned in the Clovis Wastewater Master Plan which identifies the necessary infrastructure to extend wastewater services once territories have annexed to the City.<sup>45</sup> Construction and financing of major sewer trunk lines, treatment capacity and recycled water transmission to serve growth is funded by the City with development impact fees. Tarpey Village is the exception area that the City does not maintain the sewer line system; sewer lines within Tarpey Village are maintained by the City of Fresno.

The City operates a Water Reuse Facility which treats wastewater and provides recycled water to use in public and large private landscapes. All areas within the City SOI have been master planned to meet wastewater service needs through year 2030.

#### Accountability for Service Needs

This section highlights various operational and service aspects of the City of Clovis. Much of the information was obtained from the City's website at <http://www.ci.clovis.ca.us>. The city website provides detailed descriptions of each department serving the residents and provides additional directory resources. City documents are available online such as the annual budget, City Council and Planning Commission meeting information, public notices, hearing dates, agendas, and archived hearing information. Overall, a review of the city's website and online documents reveals that the City is well run and organized in an efficient manner.

The City's budget document is an example of the efficient city management prepared in a manner that is very accessible to the public methods used. The budget for each department by function includes the following: 1) description of the department, 2) comprehensive description of the service provided by the department, 3) department goals for the upcoming fiscal year, 4) budgetary highlights.

This information provides a history of performance and accountability and allows for a clear view of what the City's residents are getting for the fees and taxes they pay. This type of accountability provides for an efficient organization. Corrections to programs can be made when needed and services that are no longer required can be evaluated.

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<sup>45</sup> City of Clovis Wastewater Master Plan Update, Web: <https://www.ci.clovis.ca.us/Portals/0/Documents/PublicUtilities/Wastewater/Appendix%20G%20Clovis%20WWMP%20Draft%20Final%20Report.pdf> Accessed: November 2014

The City is governed by a five-member City Council that is elected by and accountable to the registered voters residing within the City. The City Council then appoints a professional City Manager to manage the City's day-to-day operation.

The City Manager, as chief executive officer of the City, is responsible for various functions assigned by the City's Charter and the City Council. These include overseeing the implementation and administration of Council policy, supervising activities of all departments, enforcing City ordinances, preparing the operating and capital improvement budgets, and other such duties and responsibilities as may be assigned by City Council. The City Manager's office has the responsibility to ensure the needs and concerns of the community. To accomplish this, the City Manager's office is involved in community, County, regional, and State issues, as well as supporting and guiding the City organization. The City of Clovis Organizational Chart illustrates the City's governmental structure and departmental services provided to Citizens of Clovis.

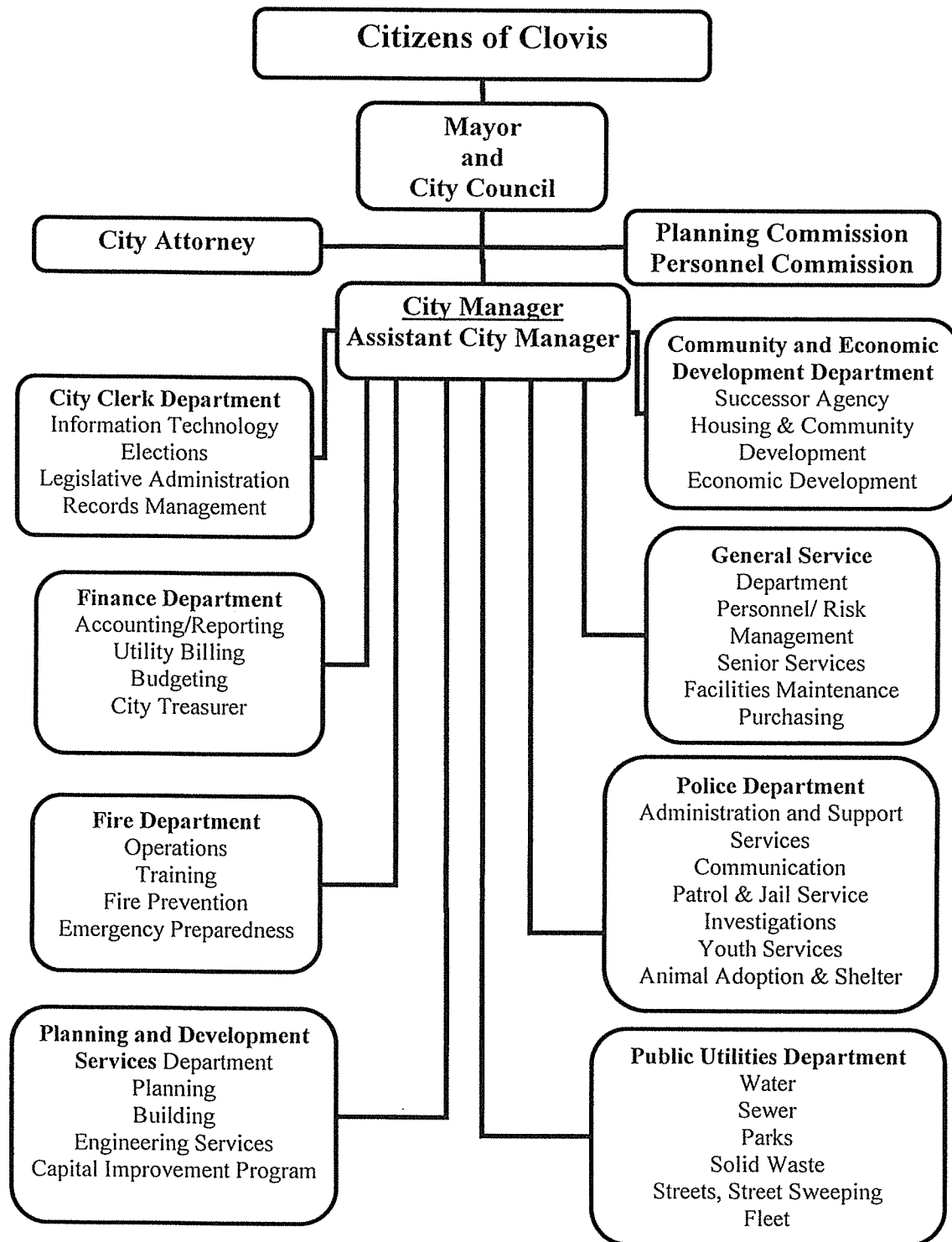
The governing body of Clovis is the City Council, which is elected in compliance with California Election Laws. The City complies with the Brown Act Open-Meeting Law and provides the public with opportunities to get information about City issues, including website and phone access, newsletters, and bill inserts.

The Council meets the first three Mondays of the month starting at 6:00 p.m. and allows for public input at the beginning of each meeting. This is an avenue for the Council and general public, to provide feedback to City staff and to hold City staff accountable to the goals the community has established through the City's general plan. Regular City Council meetings are held in City Hall Council Chambers located at 1033 Fifth Street, Clovis, Ca 937612.

The City posts all meeting agendas including City Council Action agendas, City Council agendas, Planning Commission agendas, and Advisory Committee agendas on their website as a courtesy.

The City's budget preparation process gives residents the opportunity to review the services the City is providing, and the cost of those services. The budget includes a description of the accomplishments during the previous budget cycle which clearly define activities that were completed by each department. This type of accountability helps the City to identify services that are operating efficiently and areas where improvement may be needed within the organization. It appears the that City of Clovis provides municipal services, conducts business, and functions in compliance with the City's governing principal act.

Figure 1-8: City of Clovis Organizational Chart



## Chapter 2 / Proposed Sphere of influence Expansion-NorthWest Urban Center

A Sphere of Influence is “a plan for the probable physical boundaries and service area of a local agency, as determined by the commission.”<sup>46</sup> As of October 20, 2014, the City Council approved the fourth amendment to the Memorandum of Understanding between the County of Fresno and the City of Clovis that would support the expansion of the Sphere of Influence in the Northwest Area of Clovis by approximately 860 acres.<sup>47</sup>

Thereafter, on November 9, 2014, the County of Fresno Board of Supervisors executed the fourth amendment to the MOU between the County and City which carries forward the 1990 comprehensive agreement between both parties that covers development, annexations, sales taxes, redevelopment and other matters entitled through the First, Second, and Third Amendments to the MOU.<sup>48</sup>

On January 20, 2015, the Clovis City Council approved a resolution for the application submittal to the Fresno Local Agency Formation Commission requesting SOI expansion proceedings to be conducted to pursuant to the Local Government Reorganization Act of 2000.<sup>49</sup>

The proposed SOI expansion will shift the boundary to align with Copper Avenue on the north, Sunnyside Avenue on the east, and Shepherd Avenue on the south. The SOI expansion request by the City will reflect the vision for the City’s Northwest Urban Center (NWUC) growth area first identified in the 1993 General Plan and reaffirmed in the General Plan update adopted by Clovis City Council on August 25, 2014. The City boundaries and SOI are not coterminous.

As illustrated on Figure 2-1, the Commission’s designated SOI exceeds the size of the incorporated boundaries for City of Clovis. As shown, territories outside the City limits and within the City’s designated SOI are not currently served with municipal services. Territories within the City limits are considered to be substantially developed, while areas outside the City are generally considered undeveloped and/or host very low density rural residential homes. Areas outside of the City limit and SOI are planned for future development per the City’s adopted General Plan in accordance with GC §65300.<sup>50</sup> Figure 2-2, illustrates the City’s adopted 2014 General Plan Land Use

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<sup>46</sup> California Government Code §56076- “Sphere of influence”

<sup>47</sup> <http://www.ci.clovis.ca.us/Portals/0/Documents/CityCouncil/Agendas/2014/20141020/2-A-1.pdf>

<sup>48</sup> Fourth Amendment to the MOU between County of Fresno and City of Clovis, Agreement No. 14-172

<sup>49</sup> City of Clovis, City Council Resolution No.15-09, dated January 20, 2015

<sup>50</sup> GC §65300. Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency’s judgment bears relation to its planning.

Figure 2-1, Proposed as Sphere of Influence Update

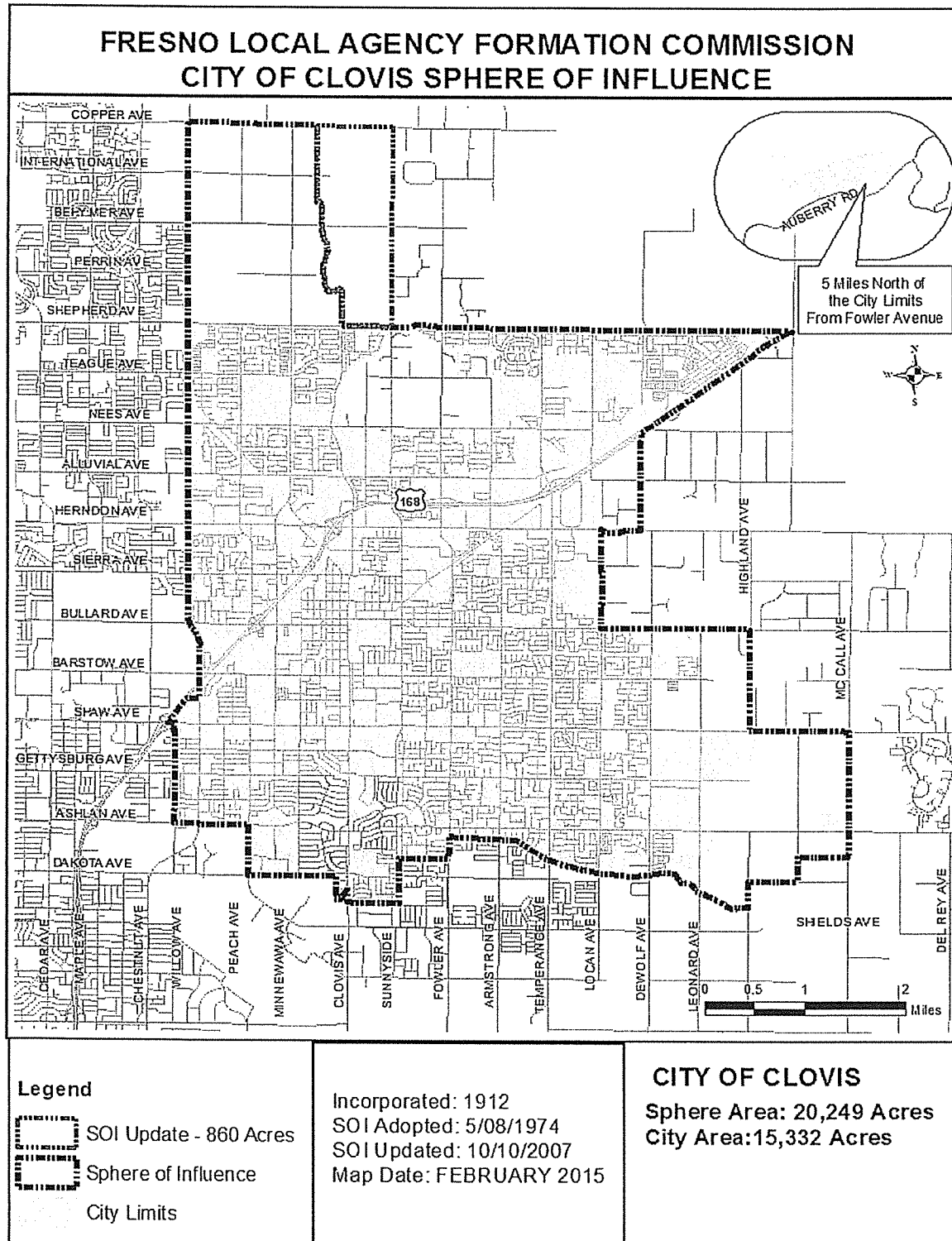


Figure 2-2, City of Clovis 2014 General Plan Land Use Diagram

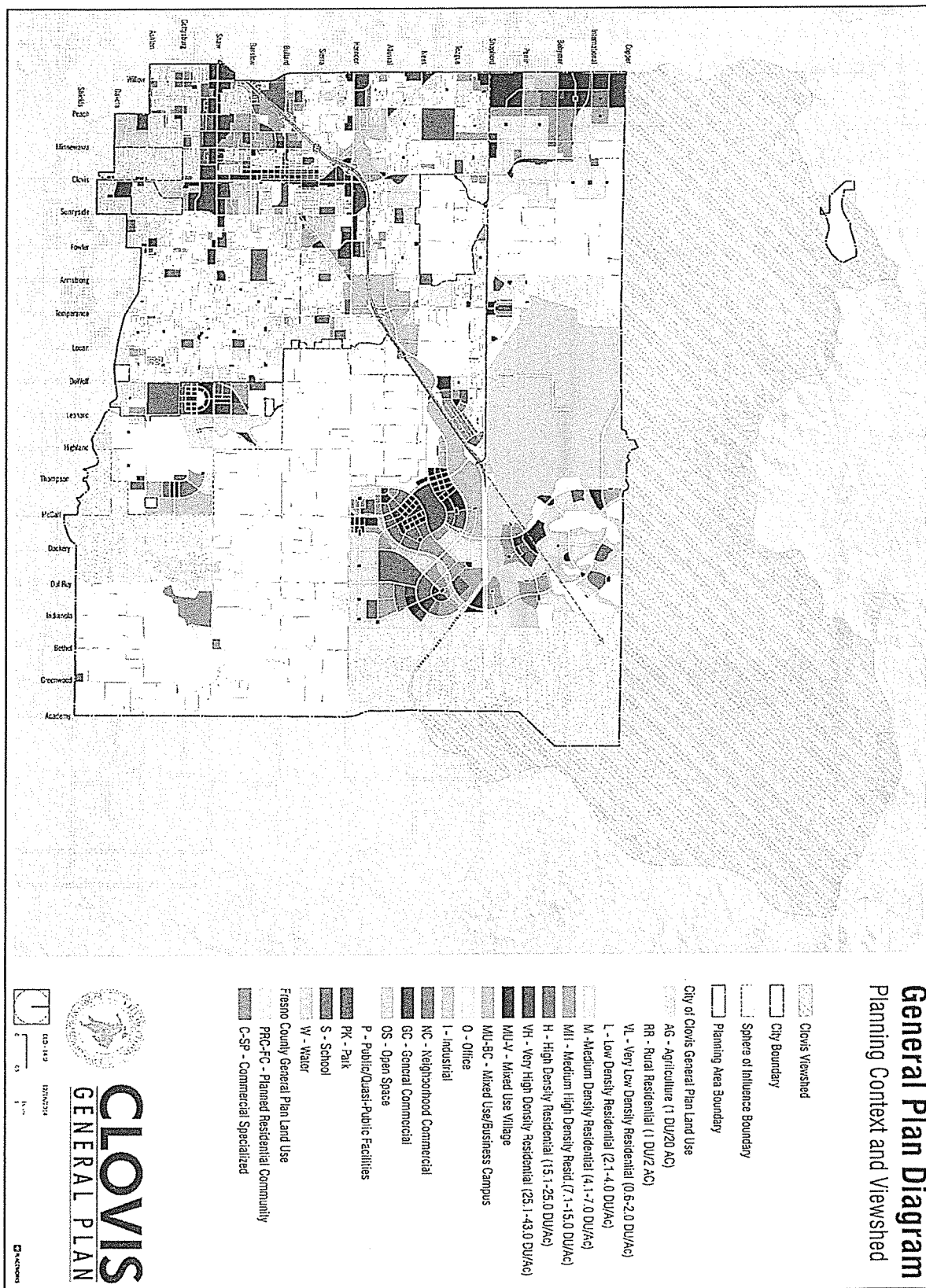
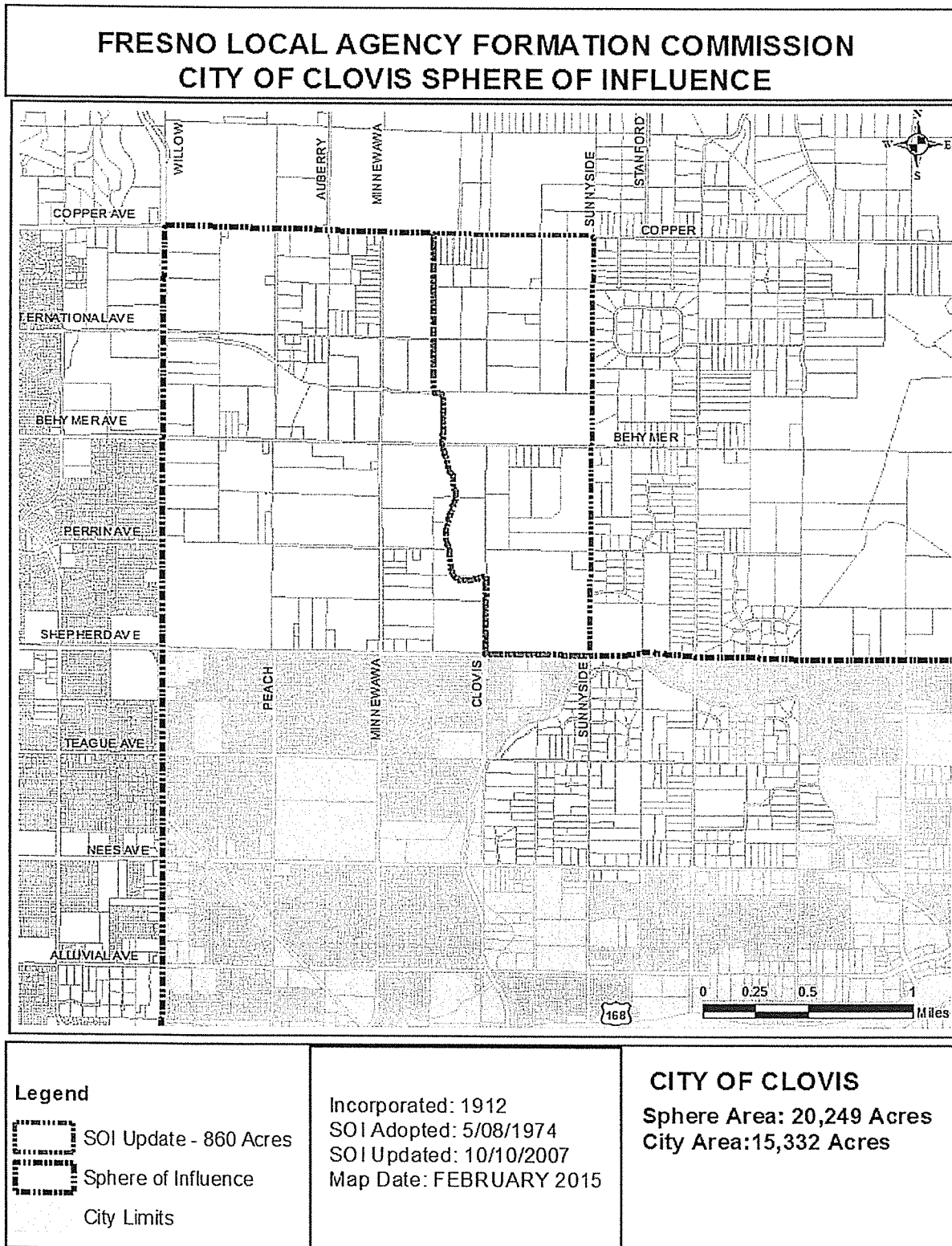


Figure 2-3, Sphere of Influence Update - Northwest Urban Center Growth Area





Diagram, while Figure 2-3 identifies the specific area that would expansion the SOI. As shown, the SOI Expansion will enclose the complete Northwest Urban Center Growth Area as originally depicted by the 1993 Clovis General Plan.

The City requests an amendment to the Commission's 2007 Clovis SOI to expand the Northwest area. The proposed SOI will shift the boundary to align with Copper Avenue on the north, Sunnyside Avenue on the east, and Shepherd on the south. The proposed SOI will add approximately 860 acres of territory in the northwest area of Clovis.

The proposed SOI will accommodate future growth in the City's Northwest Urban Center (NWUC), which borders the City of Fresno's North Growth Area west of Willow Avenue and north of Shepherd Avenue. The proposed SOI reflects the vision of the 2014 General Plan update as adopted by Clovis City Council on August 25, 2014 by introducing mixed-uses, employment centers, and residential development in the northwest area of Clovis. The western portion (west of Minnewawa Avenue and north of Shepherd Avenues), approximately 1,780 acres of the NWUC are currently within the SOI, however approximately 860 acres between Minnewawa Avenue and Sunnyside Avenue and north of Shepherd Avenues are outside of the SOI. The SOI expansion request will enclose the complete planned NWUC boundary totaling approximate 2,640 acres.

According to the November 13, 2000, amendment to the Memorandum of Understanding between City of Clovis with County of Fresno, growth and development were initially directed to the Southeast Urban Center (SEUC, now Loma Vista) and annexations north of Shepherd Avenue were not allowed in the Northwest Urban Center until 60% of the developable area of the SEUC is committed to development. "Committed to development," means either constructed upon, or subject to an approved tentative tract map or site plan review and an application to LAFCo. The City anticipates meeting this benchmark within five years.

Based on the uncertain timing of development north of Shepherd Avenue, the City did not use these territories in 2010 to meet the allocated number of housing units for the Regional Housing Needs Assessment.<sup>51</sup> The update of the City's Housing Element is underway and will determine at the time of its adoption whether these units will be used to meet the RHNA.

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<sup>51</sup> Clovis General Plan Housing Element, page 4-72, Web: <https://www.ci.clovis.ca.us/Portals/0/Documents/Planning/ClovisGeneralPlan/HousingElementRev2010.pdf> Accessed: November 2014

### Growth and population projections for the affected area

The proposed SOI expansion is requested to accommodate growth in the City's NWUC area. This area's residential density was planned in conformance with the San Joaquin Valley Blueprint goals of an average of 9.0 units per acre.<sup>52</sup> The General Plan presents a variety of housing densities from 43 units an acre to two units per acre, commercial space, and ample green space, trails, and parks with a ratio of four acres of open space for every 1,000 residents. The planned mix of uses allows for buffering between urban and rural land uses.

As indicated in Section 1.1, LAFCo has reviewed and accepted the growth projections for the City. The City's General Plan estimates that build-out of the NWUC area will result in approximately 42,000 new residents to the Clovis community. The growth area will accommodate approximately 14,000 housing units ranging from various densities in the very low (0.6-2.0 dwelling units/acre), low (2.1-4.0 du/ac), medium (4.1-7.0 du/ac), medium high (7.1-15.0 du/ac), high (15.1-25.0 du/ac) and very high (25.1-43.0 du/ac) residential densities. The general plan estimates that the NWUC will generate approximately 9,000 new jobs.<sup>53</sup> The Clovis Land Use Element identifies five focus areas within the NWUC which are location within the growth area that exceed will require a conceptual master plan to show how a proposed project could relate to future developments of adjacent properties

The projected growth for the City and in the NWUC will require additional lands outside of existing city boundaries to be annexed. The proposed SOI expansion reflects the area that the City envisions its urban growth to occur. The City will extend municipal services as territories become ready to annex consistent with the City's Service Plan. Development of the NWUC area will depend on market demand but it is expected to meet the bulk of the City's future growth for the next 20 years.

The City of Clovis General Land Use Element Policy 3.3, identifies the City's Southeast Urban Center-Loma Vista as its current growth area. The City prioritizes the completion of Loma Vista while letting growth to proceed elsewhere in the Clovis planning area in accordance with agreements with County of Fresno and the Local Agency Formation Commission policies. The SOI expansion will guide City growth to occur Northwest of Clovis. To ensure that the NWUC growth occurs in concentric fashion, the Clovis General Plan Land Use Element Policy 3.1, states the requirement of a comprehensive

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<sup>52</sup> San Joaquin Valley Blueprint Fresno County Progress Report, 2009, page 11, "County-wide average residential density of new growth between now and 2050 will average 8.0 dwelling units/acre. The density of new growth in the Fresno Clovis metropolitan Areas (FCMA) will be 9.0 units/acre while the average density of new development in the non-FCMA areas will be around 5.7 units/acre."

<sup>53</sup> Clovis General Plan Advisory Committee Presentation PowerPoint, January 10, 2012

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:

- A. Consistency with the General Plan
- B. Visual appearance
- C. A mix of housing types, tenure options, and price points
- D. Non-vehicular circulation within and connections to the remainder of Clovis and adjacent communities
- E. Centralized public services, community park, open space, trails, and recreation facilities
- F. Adequate provision of educational facilities

The Clovis General Plan Land Use Element currently identifies approximately 10,199 acres in the designated for agricultural use— approximately 9,810 acres in the entire Plan Area and 389 acres in the existing SOI. No land within the City is designated for agriculture. The land designated for agriculture is approximately 23 percent of the entire Plan Area.<sup>54</sup> Between 2006 and 2008, 3,011 acres of Important Farmland in Fresno County were committed to nonagricultural uses: 1,560 acres of Prime Farmland, 438 acres of Farmland of Statewide Importance, 244 acres of Unique Farmland, and 769 acres of Farmland of Local Importance.

Recognizing the need to strike a balance between urban development and conserving farmland, the California Partnership for the San Joaquin Valley awarded the Fresno County Council of Governments (COG) a grant to design a model farmland conservation program. The American Farmland Trust (AFT) was commissioned to design a model program with three primary components: identification and mapping of agricultural lands most important to conserve because of their relative advantages for agricultural production; documentation and evaluation of conditions and trends affecting agricultural lands; and selection of a set of policies and tools to conserve the most strategic farmland while accommodating urban growth.<sup>55</sup>

Implementation of the 2014 Clovis General Plan Update in the 2035 scenario would convert all of the Important Farmland in the City's SOI (2,352 acres in total) and a great percentage of land conversion within the proposed-SOI update. According to City environmental information, the total conversions in the City's SOI boundary amount to: 1,751 acres of Prime Farmland, 319 acres of Farmland of Statewide Importance, and 462 acres of Unique Farmland.

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<sup>54</sup> City of Clovis, 2014 General Plan Update SCH#2012061069, Sec. 5.2 Agriculture and Forestry Resources, web <http://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-02%20AG.pdf> Accessed: Feb. 2015

<sup>55</sup> Ibid.

Implementation of the Clovis General Plan would result in the conversion of county land currently zoned for agricultural use. The existing County zoning would be resolved through the annexation and rezoning process that proposals undergo through the City and the Fresno Local Agency Formation Commission. The process would be used to establish new zoning on such lands consistent with the land use designations in the General Plan Land Use Element. Through this process, inconsistencies with the existing zoning are reconciled.

The General Plan goals and policies seek to preserve the agricultural legacy of Clovis by facilitating thoughtful conversion of farmland, and supporting “right to farm” and regional conservation efforts such as agricultural preserves and consideration of agricultural easements program.

As stated in the Clovis General Plan Update, the City will task project applicants for properties that include 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. 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 conversion is deemed significant, the City shall require mitigation at a 1:1 ratio of converted to preserved acreage, or payment of its valuation equivalent if a fee mitigation program is established.<sup>56</sup>

Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence update

As noted in Section 1.2 of this MSR, an assessment of all census block groups immediately outside the incorporated boundaries were reviewed to determine locations that show a MHI that is less than 80 percent than the statewide annual MHI. Unincorporated areas were surveyed with aerial photography and GIS maps to illustrate parcel division patterns. Further, census block groups up to one mile from Clovis’ designated SOI were assessed to detect presence of any legacy communities. Geographic Information System (GIS) files were derived from the US Census Bureau's American Community Survey (ACS) compiled for the 5-year period 2006-2010 to identify the demographic composition of census block groups.

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<sup>56</sup> City of Clovis, 2014 General Plan Update SCH#2012061069, Sec. 5.2 Agriculture and Forestry Resources, web <http://www.ci.clovis.ca.us/Portals/0/Documents/Planning/GeneralPlanUpdate/June2014Review/Ch%2005-02%20AG.pdf> Accessed: Feb. 2015

According to the US Census information, there is no indication of any characteristics or presence of a disadvantaged unincorporated community within or contiguous to the Clovis' city boundaries. There are no legacy communities outside the city limits or contiguous to the SOI that would present a probable need and/or present deficiencies for public facilities or services to be analyzed.

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

As indicated in Section 1.3 of the MSR, the City provides a broad array of public services, which include law enforcement, fire prevention and suppression, planning, public streets and drainage facilities, street lighting, disposal of waste, parks and recreation programs.

The level of services provided by the City appear to be sufficient to meet the current needs of the community, recognizing the limitations in funding intrinsic in municipal services in California.

City documentation such as the Clovis 1993 General Plan, the 2014 Clovis General Plan, the 2014 Clovis Environmental Impact Report, the 2010 Clovis General Plan Housing Element, Clovis Wastewater Collection System Master Plan, Police Department Master Service Plan, Clovis Circulation Plan and roadway design guidelines, the Clovis Master Service Plan, Clovis 2011 Urban Water Management Plan, the Water Shortage Contingency Plan, Water Utility Master Plan, service plans, annual budgets, service fees, and capital improvement plans provide a foundation for existing and future planning of public services to serve the NWUC.

The City implements a development impact fee structure that pays for costs of providing public services for new development. These fees are implemented to help reduce the economic burden on the City for extending public services as population growth occurs through annexations. Master Planning for services in this area are currently underway, which will provide details on specific needs to service the area and financing options for both capital and operating expenses.

Financial ability of agency to provide services.

Section 1.4 of the MSR, City ordinance requires a proposed budget to be submitted to the City Council by the third meeting in May every year for the upcoming Fiscal year that begins July 1 and ends June 30. After a review of Clovis' economic indicators, the local economy is projected to continue growing. Modest growth is projected for all sectors including new construction-related activities. According to the City, sales tax revenues are performing as expected with projected growth at 12% in 2013-14, and 6.8% in 2014-

15. Sales tax recovery is the result of improved car sales and higher tax due to higher gas prices as well as the opening of a new retail center at Clovis and Herndon Avenues.<sup>57</sup>

One of the keys for the long-term fiscal health for a growing community like Clovis is to accumulate savings to fund an emergency reserve that would adequately protect the City against an unexpected catastrophic event, and protect City services until other options could be implemented during a rapid economic downturn. The City currently is increasing its emergency reserve with a goal of achieving an amount equal to 20 percent of expenditures. The City budgets for an unreserved fund balance of approximately \$0.5 million to be carried forward as a contingency for "Economic Uncertainty" in order to lessen the impact on departmental operations in case of a minor short term over budget expenditures and/or city revenues decline. The City reports, that the 2014-15 budget includes an annual transfer to provide for the maintenance, improvement, and future capital needs for general government operations and an annual transfer for city vehicle and equipment replacements.

Based on supportive materials provided by the City it appears that the City receives sufficient revenues that allow the City to continue delivering acceptable levels of public services, municipal services, and operations of various public facilities. Clovis' active approach for allocating revenues for emergency reserves demonstrates the City's ability to develop strategic financial mechanisms to maintain public service operations in the event of an economic downturn. The City receives funding from multiple resources which includes: the City's General Fund, Special Revenue, Internal Service, Enterprise funds, Capital Improvements, Community Investment Programs, and other funds.

Future demands for improvements within the City's plan area would require additional infrastructure, public facilities, and municipal service to be extended. These improvements will be funded through various methods that the City currently has in place. Funding resource methods include developer impact fees, bonds, general fund contributions towards capital improvements, and Federal and/or State grants.

Operating costs will be funded through utility rates, property taxes, assessments, such as Community Facilities District that funds public safety services, and General fund revenues. New development is required to pay for its impact on City infrastructure, public services, and operation needs.

#### Status of, and opportunities for, shared facilities.

The purpose of this section is to evaluate the opportunities for a jurisdiction to share facilities and resources, thereby increasing efficiency. This section provides a

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<sup>57</sup> City of Clovis 2014-15 Annual Budget, <https://www.ci.clovis.ca.us/Portals/0/Documents/Finance/2014-2015%20Annual%20Budget.pdf>

description for opportunities to create shared facilities, and identify future opportunities to collaborate with other agencies on joint use projects and/or practices.

As indicated in Section 1.5 of this MSR, the City currently participates in several partnerships with local agencies and the City will continue to explore opportunities to develop future shared facilities and/or joint agreements as additional territory is annexed into the City. Currently, the City shares several facilities, as described in Section 1.5, with surrounding jurisdictions primarily with City of Fresno and/or County of Fresno.

As it relates to the NWUC, the City indicates that it will allow for infrastructure improvements to be installed that would enable the City of Clovis' services to intertie with the City of Fresno's infrastructure. This opportunity would enable the NWUC area to complement City of Fresno Northeast area. This will allow for redundancies and optimization as a water intertie for balancing of the water systems and increased reliability.

Additionally, the SOI expansion will align the NWUC's eastern boundary with County Service Area No. 51 (Dry Creek) along Sunnyside Avenue (Figure- 1-4, County Service Areas and Waterworks Districts). The District was formed in 2007 by the Commission to provide water service for the Dry Creek Community which is approximately 1,782 acres in size with approximately 432 parcels of rural residential style homes. However the District currently does not have any infrastructure nor provide a service to its constituency. The District's community water system has been designed however the construction date is in abeyance.

Secondary, the City's eastern boundaries bound the western side of County Waterworks District No. 42, which is between Herndon Avenue and SR-168. The District encompasses a total of 362 acres and serves 102 residential parcels. The District obtains water from four groundwater wells. The District is largely developed with rural residential uses.

As indicated in the Clovis Master Service Plan, the Clovis Fire Department anticipates a need for a new fire station to be planned in the NWUC area. Preliminary information indicates that Fire station No. 7 could be located near Perrin and Minnewawa Avenues. As noted, the planned fire station would respond to emergencies in Clovis' northwest areas, and available to be dispatched to incidents elsewhere pursuant to the City's mutual aid agreements.

Accountability for community service needs, including governmental structure and operational efficiencies.

One of the most important responsibilities tasked of LAFCOs is setting logical service boundaries for cities and special districts based on their capability to provide services to affected lands within the agency's plan for probable physical boundaries and service area of that local agency. Local governmental accountability is demonstrated through public participation through the project planning and development process.

It is possible that future development of unincorporated lands or approval of discretionary permits by the County within the SOI expansion area hinder fulfillment of the Clovis General Plan. It is also possible that development under the City's land use authority may affect the property owners in the unincorporated portion of the NWUC through the change of lifestyle from rural to urban intensification perspective.

The city and County have met and agreed to a fourth amendment of the original 1990 MOU. This fourth amendment contained no new area-specific development standards but carried forward those standards and conditions of the previous MOUs.

To ensure governmental accountability, Clovis General Plan Land Use Element established Policy 3.1 which states the requirement of a comprehensive design document (such as a master plan, specific plan, or design guidelines) for each Urban Center prior to authorizing new development. In addition to any statutory requirements, each proposed project shall demonstrate consistency with the city's general plan.

As noted in Section 1.6 of this MSR, the City's governmental structure is governed by a five-member City Council that is elected by the registered voters residing within the City. The City Council appoints a professional City Manager to manage the City's day-to-day operation. The governmental structure in place provides the foundation for the community to participate with the City's planning review process, planning of public facilities, and assessments of municipal service deliveries through existing practices.



## Chapter 3 / Written Determinations

Pursuant to Section 56430, in order to prepare and to update sphere of influence in accordance to Section 56425, the Commission shall first conduct a service review of the municipal services provided in the county of other appropriate area designated by the Commission. The Commission shall include in the area designated for service review the county, the region, the sub-region, or any geographical area as appropriate in the analysis of the service or services to be reviewed, and shall prepare written determinations with respect of the following subsections.

### 1. Growth and Population Projections for the affected Area

1.1 The Fresno Council of Governments 2013-2023 Regional Housing Need Assessment indicates a projected housing stock need of 6,263 dwelling units across the very low, low, moderate, and above moderate income brackets for the City of Clovis by 2023.

1.2 The City's 2014 General Plan Update adequately provides for the orderly growth and logical development of the City of Clovis. The City's Loma Vista Community (formally known as SEUC), Northwest Urban Center, and Northeast Urban Center are identified as the city's future growth areas.

1.3 The SOI expansion and territories within the balance of the current SOI will absorb future growth well past year 2035.

1.4 The 860-acre SOI expansion requested for the northwest of the City will allow completion of the entire NWUC plan growth area boundary as identified by the Clovis 2014 General Plan.

1.5 Development within the SOI expansion area is not expected to create an unmanageable burden on City services as presented in the 2014 Clovis General Plan Update Environmental Impact Report (SC#2012061069) and in the associated service plans prepared by the city.

1.6 Clovis' own population projection used for the 2014 General Plan population is 184,100 persons—3.9 percent greater—than the Fresno COG's 2035 projections; however, the effect of this difference is minimal, given that the population projections are estimated over a 20-year planning horizon.

1.7 The NWUC area was planned to comply with the new residential development density goals of the San Joaquin Valley Blueprint.

1.8 The General Plan estimates the NWUC area will be generate approximately 42,000 new residents to the Clovis community and approximately 9,000 new jobs. The growth area will accommodate approximately 14,000 housing units ranging in densities.

1.9 To ensure the NWUC develops in an orderly manner, the Clovis General Plan Land Use Element Policy 3.1, states the requirement of a comprehensive design document such as a master plan, specific plan, or design guidelines for each Urban Center prior to authorizing new development.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence update near the Northwest Urban Center.

2.1 Geographic Information System (GIS) files were derived from the US Census Bureau's American Community Survey (ACS) compiled for the 5-year period 2006-2010 to identify the demographic composition of census block groups. Additional information such as the County mapping and aerial photography were reviewed and a visual survey of the area was performed.

2.2 There are no DUCs outside the City limits or contiguous to the sphere of influence that would present probable need and deficiencies for public facilities or services to be extended.

2.3 Census block groups up to one mile from Clovis' designated SOI were assessed to detect presence of any legacy communities. No legacy communities exist within a mile of the Cities SOI.

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies.

3.1 The City's Public Utilities Department (PUD) is the sole municipal water purveyor in the City. The City of Clovis implements an annexation and development program that historically has delivered an adequate level of services as development occurs. The City's General Plan and related service delivery master plans depict areas that the City plans for growth and provide sufficient documentation to implement the city's vision.

3.2 Development within the SOI is best served through annexation and development within the City of Clovis rather than in unincorporated Fresno County.

3.3 The City's water and wastewater systems operation and maintenance are funded by user fees. It is reasonable to conclude that public services can be provided by the City of Clovis and that those services will meet or exceed levels of services that can be provided by Fresno County or a municipal local agency - special districts.

3.4 The City's General Plan, master service plans, and the Capital Improvement Plan address the provision of infrastructure for wastewater, roads, and other public facility needs to serve planned growth.

3.5 The City's existing plans for service and future development have considered regional growth projections and patterns in terms of promoting planned, orderly, and efficient patterns of urban development.

3.6 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 development. The physical infrastructure is generally available adjoining the SOI area.

3.7 Based on the City of Clovis 2014 General Plan and General Plan EIR, and the Clovis Urban Water Management Plan, the City will have adequate supplies of water to sustain growth in the City and the current SOI over the next 20 years based on current population projections.

3.8 Fire and Police Services to serve the present SOI area will be provided by the City of Clovis upon annexation. The City continues to upgrade facilities and increase staff as needed to serve the residents of Clovis and will have the opportunity to add additional staff as needed to cover the SOI area.

3.9 Future roadway improvements will be made in accordance with the City's Circulation Plan and roadway Design Guidelines.

3.10 Clovis PUD builds and maintains public parks within the City's service area. Over half of Clovis' park acreage maintenance is funded by the City's general fund. The majority of general fund revenue comes from sales and property tax revenues. The City's "Park Acquisition and Development," outlines the fee imposed on all residential developments, hotels, motels, assisted living facilities, commercial, professional, and industrial buildings.

#### 4. Financial ability of agencies to provide services

4.1 The City prepares an annual budget and strives to use the best practices in managing its financial resources.

4.2 The City has in place various capital improvement plans, 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.

4.3 The City has in place financial regulations that are codified in its municipal code and implementing ordinances and resolutions.

4.4 Costs to the City include maintenance of public infrastructure completed for projects in the SOI area. The City has implemented programs to minimize or offset long-term costs in new growth areas, which includes the formation of CFDs for public safety purposes, special districts such as landscaping districts and or special benefit districts for the maintenance of streets and street lighting. The City will continue to look into the possibility of establishing special districts for long-term maintenance purposes.

5. Status of, and opportunities for, shared facilities.

5.1 Clovis is currently cooperating with other agencies to share services and provide mutual support.

5.3 2014 General Plan policies require that lands proposed for annexation that possess water entitlements must transfer those rights to the City as a condition of annexation.

5.4 The NWUC's eastern boundary will align with County Service Area No. 51 (Dry Creek) along Sunnyside Avenue.

5.5 Clovis' Northeastern boundaries bound the western side of County Waterworks District No. 42, which is between Herndon Avenue and SR-168.

6. Accountability for community service needs, including governmental structure and operational efficiencies.

6.1 The City operates pursuant to the Government Code, §50020-50033, Article 2 of Part 1, of Division 1, of Title 5. Clovis is governed by a five-member City Council elected by the registered voters residing within the City. The City Council appoints a City Manager to manage the City's day-to-day operation.

6.2 The City's budget document is an example of efficient management methods. The City reports its budget for each department by 1) description of the department, 2) comprehensive description of the service provided by the department, 3) Department goals for the upcoming Fiscal Year, 4) budgetary highlights for the previous year.

6.3 City Council meets the first three Mondays of the month starting at 6:00 p.m. and allows for public input at every meeting. This is an avenue for the Council and general public, to provide feedback to City staff and to hold City staff accountable to the goals the community has established through the City's general plan.

6.4 Annexations in the SOI hold the potential to improve the quality of life for both City and County residents by improving public safety response time to the areas, improving wastewater disposal, increasing water recycling, protecting groundwater

quality, enhancing storm drainage and flood control management, improving regional circulation and developing recreational and historical improvements in the area.

7. Any other matters related to effective or efficient service delivery, as required by the commission policy

None.

## Chapter 4 / Sphere of Influence Determinations

The following determinations for the City of Clovis Sphere of Influence update are made in conformance with Government Code Section 56425 and Commission Policy - 330 Sphere of Influence Updates and Revisions.

1. The present and planned land uses in the area, including agricultural and open-space lands

1.1 The Clovis Sphere of Influence (SOI) currently totals approximately 20,249 acres. The SOI expansion will introduce an additional 860 acres in the City's Northwest Urban Center. Approval of the SOI expansion would increase Clovis' SOI to approximately 21,109 acres. Territories within the incorporated boundaries consist of various land uses including residential, open space, agriculture, public facilities, commercial, and light and heavy industrial.

1.2 The City has land use authority within its incorporated boundaries. Further, the City has the authority to plan for future land uses within its SOI boundaries. The City's long range plans and policies are presented in the 2014 General Plan. The 2014 Clovis General Plan incorporates a 20-year planning horizon.

1.3 The City will task project applicants for properties that include 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 to identify the impact of the loss of agricultural land as well as the economic viability of future agricultural use of the property. If the conversion is deemed significant, the City shall require mitigation at a 1:1 ratio of converted to preserved acreage, or payment of its valuation equivalent if a fee mitigation program is established.

2. The present and probable need for public facilities and services in the area

2.1 The City of Clovis provides adequate municipal services within its existing incorporated boundaries. Extension of infrastructure and municipal resources would be necessary to accommodate future development within the designated SOI. 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 General Plan and Master Service Plan depict areas that the City anticipates growth and plans for services to be extended.

2.2 The City has in place various capital improvement plans, 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.

3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

3.1 The City of Clovis demonstrates that it has adequate capacity to provide the necessary municipal services which include water, sewer, police, and fire protection services to its constituency within its existing incorporated boundaries.

4. The existence of any social or economic communities of interest in the area

4.1 Since its 1983 inclusion to the Clovis SOI, the unincorporated community of Tarpey Village has been within the long range planning efforts 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. Retail water delivery is provided by Clovis PUD through contract 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.

5. For a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

5.1 There are no DUCs outside the City limits or contiguous to or within one mile of the sphere of influence that would present probable need and deficiencies for public

facilities or services related to sewer, municipal and industrial water, or structural fire protection to be extended.

## RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission:

1. Approve the recommended Municipal Service Review determinations, together with any changes deemed appropriate.
2. Receive this report and accept public testimony regarding the proposed Municipal Service Review and proposed Sphere of Influence Update.
3. Find that the Municipal Service Review is exempt from the California Environmental Quality Act pursuant to section 15306 (Information Collection).
4. The Commission recommends that the City of Clovis and Fresno County evaluate options to coordinate on a strategic level to address the proximity of CSA No. 51 (should it become active) and County WWD No. 42 to the Clovis SOI, and other Districts within the Clovis General Plan Area to develop sustainable and robust long-range water management for these special districts.
5. Review and certify the Final Environmental Impact Report SCH No. 2012061069 prepared for the Clovis General Plan update is adequate for the City of Clovis Sphere of Influence update.
6. Adopt the resolution updating the Sphere of Influence as shown on Exhibit C.

## Acknowledgements & References

This Municipal Service Review was prepared by Fresno LAFCO staff. The City of Clovis provided substantial information included in this evaluation of the agency's municipal services. Supportive documentation was made available through the effective partnership between City staff and LAFCo. Staff extends its appreciation to City Manager Robert Woolley, Assistant City Manager John Holt, Deputy City Manager Andy Haussler, Planning and Development Services Director Dwight Kroll and Associate Planner George Gonzalez, for their assistance and active participation in the development of this Municipal Service Review.

Available Documentation - These documents are available in the LAFCO office. (CD Information)

A significant amount of effort has been invested in bringing the City Municipal Service Review and Sphere of Influence Update to this point. Documents which have been reviewed in preparing this report include but are not limited to the following:

- Municipal Service Review and Sphere of Influence Update for the City of Clovis report to Fresno LAFCO (October 2007) and the accompanying LAFCO staff report.
- Annual Budget (FY 2013-14, FY2014-15 , FY2014-15) Including Five-Year Community Investment Program and various fee and rates schedules
- Comprehensive Annual Financial Report for Fiscal Year ended June 2012
- Urban Water Management Plan 2010 Update (November 2011)
- 2014 Master Service Plan Update (January 2014)
- Capital Improvements Schedule (September 2013)
- Agreements between the City and Fresno County Fire Protection District for fire and EMS dispatch, Automatic Aid Fire Suppression and Emergency Services
- California Fire Service and Rescue (Cal EMA) Emergency Mutual Aid System and Mutual Aid Plan