

CITY OF FRESNO MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

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Prepared for the
Fresno Local Agency Formation Commission
by Policy Consulting Associates, LLC.

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ACRONYMS

ACS:	American Community Survey
ADA:	Americans with Disabilities Act
ADWF:	Average dry weather flow
af:	Acre-feet
afa:	Acre-feet per annum
ARFF:	Aircraft Rescue and Fire Fighting
ASES:	Afterschool Education and Safety
AVCRAD:	Aviation Classification Repair Activity Depot
BHC:	Building Healthy Communities
BLS:	Basic Life Support
BOD:	Biological oxygen demands
BOE	California Board of Equalization
BPAC:	Bicycle Pedestrian Advisory Committee
BRT:	Bus rapid transit
CAFR:	Comprehensive Annual Financial Report
CAD:	Computer Aided Dispatch
CALEA:	Commission on Accreditation for Law Enforcement Agencies
CalEMA:	California Emergency Management Agency
CalRecycle:	California Department of Resources, Recycling, and Recovery
CALTRANS:	California Department of Transportation
CANG:	California Air National Guard
CARTS:	Cedar Avenue Recycling and Transfer Station
ccf:	Hundreds of cubic feet
CC&R	Covenants, Conditions and Restrictions
CEO:	Chief Executive Officer
CEQA:	California Environmental Quality Act
CFAI:	Commission on Fire Accreditation International
cfs:	Cubic feet per second
CHDO:	Community Housing Development Organization
CHP:	California Highway Patrol
CIWMB:	California Integrated Waste Management Board
CIP:	Capital improvement plan
CKH:	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CMS:	Center for Medical and Medicaid Studies
CNG:	Compressed natural gas
COP:	Citizens on Patrol
CRPD:	Calwa Recreation and Park District
CSA:	County Service Area
CSD:	Community Services District
CSDA:	California Special District Association
CSIB:	Crime Scene Investigations Bureau
CSM:	Collection system maintenance
CSU:	Call Screening Unit
CTSA:	Consolidated Transportation Service Agencies

CUSD:	Clovis Unified School District
CVP:	Central Valley Project
CY:	Calendar year
DARM:	Development and Resource Management Department
DFG:	California Department of Fish and Game
DME:	Durable Medical Equipment
DOF:	California Department of Finance
DPH:	California Department of Public Health
DPU:	Department of Public Utilities
DUC:	Disadvantaged Unincorporated Community
DVMT:	Daily vehicle miles traveled
DWR:	California Department of Water Resources
EMS:	Emergency Medical Services
EMT:	Emergency Medical Technician
EOC:	Fresno County Economic Opportunities Commission
EPA:	U.S. Environmental Protection Agency
ERAF:	Educational Revenue Augmentation Fund
ERP:	Enforcement Response Plan
ERS:	Employees Retirement System
FAA:	Federal Aviation Administration
FAT:	Fresno Yosemite International Airport
FAX:	Fresno Area Express
FCFPD:	Fresno County Fire Protection District
FCH:	Fresno Chandler Executive Airport
FCVB:	Fresno Convention Visitors Bureau
FCCVB:	Fresno Clovis Convention and Visitors Bureau
FCDCH:	Fresno County Department of Community Health
FCMA:	Fresno Clovis Metropolitan Area
FCRTA:	Fresno County Rural Transit Agency
FD:	Fire District
FDAC-FASIS:	Fire District Association of California- Fire Agency Self-Insurance System
FEERAM:	Fire Engine Equipment Replacement and Maintenance
FEMA:	Federal Emergency Management Agency
FF:	Firefighter
FFD:	Fresno Fire Department
FGFPD:	Fig Garden Fire Protection District
FID:	Fresno Irrigation District
FMAAA:	Fresno Madera Area Agency on Aging
FMCoC:	Fresno Madera Continuum of Care
FMFCD:	Fresno Metropolitan Flood Control District
FMVCD:	Fresno Mosquito and Vector Control District
FOG:	Fats, oils and greases
FPD:	Fresno Police Department
FPRS:	Fire and Police Retirement System
FRC:	Fresno Revitalization Corporation
FSL:	Fresno Sanitary Landfill
FTA:	Federal Transit Administration

FTE:	Full Time Equivalent
FUN:	Fresno United Neighborhoods
FUSD:	Fresno Unified School District
FY:	Fiscal year
GGE:	Gasoline gallon equivalent
GIS:	Geographic Information Systems
GM:	General Manger
gpd:	Gallons per day
gpm:	Gallons per minute
GP:	General Plan
HEAT:	Help eliminate auto theft
HMRT:	Hazardous Materials Response Team
HSR:	California High Speed Rail
HUD:	U.S. Department of Housing and Urban Development
I/I:	Infiltration and inflow
ISD:	Information Services Department
ISO:	Insurance Services Organization
IRWMP:	Integrated Regional Water Management Plan
IWMA:	Integrated Waste Management Act
ITS:	Intelligent Transportation System
JHA:	Jurisdiction having authority
JPA:	Joint Powers Authority
KRCD:	Kings River Conservation District
KRWA:	Kings River Water Association
LAFCo:	Local Agency Formation Commission
LEA:	Local enforcement agency
LOS:	Level of service
LRT:	Light rail transit
MCL:	Maximum Contaminant Level
MCWD:	Malaga County Water District
MEIR:	Master Environmental Impact Report
mg:	Millions of gallons
mgd:	Millions of gallons per day
MHI:	Median household income
MOU:	Memorandum of Understanding
MSR:	Municipal Service Review
MS4:	Municipal separate storm sewer systems
NA:	Not applicable
NASSCO:	National Association of Sewer Service Company
NCFPD:	North Central Fire Protection District
NESWTF:	Northeast Surface Water Treatment Facility
NFPA:	National Fire Protection Association
NFWRF:	North Fresno Water Reclamation Facility
NP:	Not provided
NPDES:	National Pollutant Discharge Elimination System
NRPA:	National Recreation and Park Association
OASA:	Out-of-Area Service Agreement

OES:	Office of Emergency Services
OIT:	Operator in training
OPR:	Governor’s Office of Planning and Research
PARCS:	City of Fresno Parks, After School, Recreation, and Community Services
PCWD:	Pinedale County Water District
POST:	Peace Officer Standards and Training
PMS:	Pavement Management System
PPUD:	Pinedale Public Utility District
PSAP:	Public Safety Answering Point
PWWF:	Peak wet weather flow
RFP:	Request for proposals
RID:	Resort Improvement District
RWQCB:	Regional Water Quality Control Board
RWRF:	Regional Wastewater Reclamation Facility
SCADA:	Supervisory Control and Data Acquisition
SDMRA:	Special District Risk Management Authority
SDWA:	Safe Drinking Water Act
SEDA:	Southeast Development Area
SEGA:	Southeast Growth Area
SOI:	Sphere of influence
SSMP:	Sewer System Management Plan
SSO:	Sewer System Overflow
SWAT:	Special Weapons and Tactics
SWP:	State Water Project
SWTF:	Surface Water Treatment Facility
SR:	State Route
SWRCB:	State Water Resources Control Board
TDS:	Total dissolvable solids
TIGER:	Transportation Investment Generating Economic Recovery
TMDL:	Total maximum daily load
TPL:	Trust for Public Land
TOT:	Transient occupancy tax
TSS:	Total suspended solids
UGM:	Urban Growth Management
USAR:	Urban Search and Rescue
USDA:	United States Department of Agriculture
USFS:	United States Forest Service
UWMP:	Urban Water Management Plan
VIPS:	Volunteers in Police Service
WDR:	Waste discharge requirements
WWTP:	Wastewater treatment plant
WTP:	Water treatment plant
YJPP:	Fresno Youth Job Preparation Program

PREFACE

Prepared for the Fresno Local Agency Formation Commission (LAFCo), this Municipal Services Review (MSR) is a State-required comprehensive study of services within the City of Fresno. This MSR focuses on municipal services provided by the City, including airport, convention, fire, emergency medical, homeless, parks and recreation, law enforcement, solid waste, street maintenance, transportation, wastewater, and water services.

CONTEXT

Fresno LAFCo is required to prepare this MSR by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. The MSR reviews services provided by public agencies whose boundaries and governance are subject to LAFCo. The City of Fresno is the focus of this review.

CREDITS

The City provided a substantial portion of the information included in this document, including budgets, financial statements, various plans, and responded to questionnaires. The authors extend their appreciation to those individuals at the City of Fresno that provided information, documents, and assistance crucial to this review.

Fresno LAFCo Executive Officer David Fey, provided project direction and review. Fresno LAFCo Analyst George Uc, prepared maps and provided GIS analysis. This report was prepared by Policy Consulting Associates, LLC, and was co-authored by Jennifer Stephenson and Oxana Wolfson. Jennifer Stephenson served as project manager. Oxana Wolfson provided research analysis. Research assistance was provided by Arianna Menon and Uma Hinman.

NOTE

This MSR began with a kickoff meeting between city staff, LAFCo staff, and its consultant in August, 2013. At that time city management staff were briefed on the project and the material support for this project in the form of information and data coordination. Since that time, senior management staff underwent a significant change-over, and replacement staff who were not present at the kickoff assumed leadership of their respective departments. Critical communication links were lost in this transition leading to lags in the review and comment of administrative drafts of this report. LAFCo and the city have made a good faith effort to account for discrepancies in the data.

1. EXECUTIVE SUMMARY

This report is a Municipal Service Review (MSR) and Sphere of Influence (SOI) Study on the services provided by the City of Fresno prepared for the Fresno Local Agency Formation Commission (LAFCo). An MSR is a State-required comprehensive study of services within a designated geographic area, in this case, the City of Fresno. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56430 et seq.). After MSR determinations are adopted, the Commission will update the sphere of influence (SOI) of the City of Fresno.

GROWTH AND GROWTH STRATEGIES

The City of Fresno has experienced significant growth over the last 30 years. The City anticipates that high rates of growth will continue through 2035, but not to the same degree as growth rates seen in previous years. Although new development has significantly slowed in recent years, the City continues to have applications for new structures and larger multi-unit developments. The City's *General Plan* projects that the area within the City's SOI will accommodate an additional population of approximately 226,000 new residents by 2035, resulting in a total population of 771,000, which equates to an average annual growth rate of 1.24 percent over the next 20 years.

The City adopted an update to its 2025 *General Plan Update* in December 2014. The focus of the City's *General Plan* is to balance investment in established neighborhoods and new growth areas. Due to plans for a greater emphasis investment along high capacity transit corridors and downtown, the *General Plan* allows an overall increase in residential density and development intensity in those areas as compared to the 2025 *General Plan*.

In order to efficiently accommodate this projected growth, the *General Plan* calls for strategic sequencing of development between new growth and infill areas in order to maximize existing infrastructure. Development will occur within the Infill Opportunity Zones (IOZs) and Growth Areas 1 and 2 as infrastructure becomes available and demand increases. The City and County will need to evaluate and renegotiate the current Memorandum of Understanding regarding annexation as it is set to expire in 2017.

The California High Speed Rail project is anticipated to promote economic and job growth with the construction of the proposed heavy maintenance facility just south of the Fresno SOI and development of the downtown station. To capitalize on the project, the City has already initiated a Station Area Master Plan; this plan evaluates economic and land use opportunities in the areas surrounding the identified HSR station location.

The City works to collaborate with neighboring agencies to address issues of mutual concern and plan on a regional scale for future growth and development. The City of Fresno has partnered with 13 of the other 15 federally-defined Urbanized Areas in the San Joaquin Valley as part of the Smart Valley Places network. The City has made efforts to meet with the City of Clovis regarding planning for growth in areas of mutual interest, and has made plans to continue this practice. The City has adopted several policies in its *General Plan* to ensure coordinated development of certain infrastructure common between the City of Fresno and City of Clovis. Given these efforts, there is room for

enhanced regional planning on the part of the City with the City of Clovis, Fresno County, Madera County, and other neighboring cities, as well as enhanced collaboration with Fresno LAFCo.

The City of Fresno has irregular boundaries and several large unincorporated urbanized areas entirely or substantially surrounded by the city limits. These 'county islands' exist in part because they were developed in the County long before the city grew to their edge. Many were approved by the County with special districts to provide one or more municipal services. This perception of service independence contributes to the residents' historic opposition to annexation and the persistence of the county islands within the city limits.

Fresno LAFCo adopted a policy encouraging annexation of unincorporated islands within city limits and requiring cities in Fresno County to develop plans to annex these areas. To date, the City of Fresno does not have a plan in place for annexation of these islands. The City has commented during the preparation of this MSR that "it is fiscally imprudent for the City of Fresno to annex these islands and peninsulas without a significant shift in the tax sharing agreement with the County." In response, to the extent that the City's *General Plan* anticipates annexation of land, the City's annexation program should reflect the comprehensive actions needed for its fiscally balanced, orderly, and logical implementation.

DISADVANTAGED UNINCORPORATED COMMUNITIES

Government Code §56430 requires LAFCo to identify the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI. Fresno LAFCo developed a policy to aid in defining how to go about identifying these communities. Fresno LAFCo Policy 106 mandates that LAFCo will verify all information and make independent attempts to identify DUCs using information sources. LAFCo staff considered various sources of information available and included local community-based organizations in order to determine the locations where DUCs may exist within the City's SOI boundaries and greater unincorporated areas. Over the course of this process, LAFCo staff identified 20 DUCs within Fresno's SOI and six DUCs within a one mile distance outside the adopted SOI boundaries.

MUNICIPAL SERVICES

The City provides a wide variety of municipal services to its constituents. The services reviewed as part of this MSR are limited to airport, convention center, fire protection and emergency medical, homeless, parks and recreation, law enforcement, solid waste, street maintenance, transportation, wastewater, and water services.

Present and Planned Capacity

Financial limitations of the City have resulted in reorganization of several departments and a significant reduction in staffing, resulting in limited capacity of all departments to maintain service levels. Certain departments whose funding is primarily derived from property and sales tax revenues, face more significant challenges to capacity than others.

The public safety departments have more readily identifiable capacity concerns, compared to other departments, as defined by prolonged emergency response times.

The City of Fresno Police Department had to implement significant organizational changes to meet community needs with fewer resources, including priority modification, staff reassignment, and restructuring of the operations. These economic constraints, combined with other issues, such as parole reform and the early release of prisoners, have required the Department to focus its resources on the highest priority duties, resulting in longer response times.

The Fire Department has been unable to meet target response times, due to cuts in the number of units available to respond. Additionally, due in part to the duplication of services provide by American Ambulance, the Department has stopped responding to serious medical emergency calls, and reduced availability for all public education outreach.

The Parks, After School, Recreation and Community Services Department (PARCS) has experienced deferred maintenance of infrastructure which is costly to maintain and relies heavily on volunteers for maintenance work.

The City requires additional staff and infrastructure capacity to address anticipated demand for fire, law enforcement, park, wastewater, and water services. All other reviewed services appear to have sufficient or excess capacity to handle projected demand.

Service Adequacy

The City appears to provide adequate services based on the performance measures assessed in this document. No significant deficiencies were identified that greatly affect the overall level of services offered. However, typical of any public service provider, there is room for improvement in the level of services offered by the City. During the course of this review the following highlighted recommended enhancements to service were identified to address issues or public safety concerns:

1. Ensure that contract convention center provider continues to meet benchmarks and subsidizing of operations by the General Fund is minimized to the greatest extent possible.
2. Continue to strive for lower response times by public safety departments to meet goals and standards.
3. Prioritize the availability of parks or other green space in older neighborhoods to ensure an equal distribution of park and recreation facilities throughout the City.
4. Continue to ensure timely water quality testing and reporting.
5. Address infiltration and inflow in the wastewater collection system in Downtown Fresno.
6. Appropriately plan for future capacity needs of the Regional Wastewater Facility given approaching capacity threshold of 75 percent.

Infrastructure Needs and Deficiencies

The City plans for infrastructure needs in a five-year capital improvement plan that is a component of the annual budget. The City is proposing \$1.3 billion in capital improvements amongst the various departments between FYs 16 and 20, with the most extensive expenditures in the Public Works and Public Utilities Departments. The most noteworthy infrastructure needs identified for each service are as follows:

1. Airports: A majority of the airports' major infrastructure needs were addressed in FY 14 with smaller projects planned over the next five-year period.
2. Fresno Convention & Entertainment Center: Three of the halls/theaters associated with the Fresno Convention & Entertainment Center are aging and in need of improvements that have been deferred until sufficient funding could be identified. Funding has recently been identified and a facility assessment is to be conducted to prioritize necessary improvements.
3. Fire and EMS: The Fire Department has plans for a new fire station to replace its existing temporary structure where Station 18 is presently housed. Other infrastructure needs include a new Fire Apparatus Repair Facility as well as upgrades to the Fire Training Facility; however, these capital improvements have been deferred until funding can be identified.
4. Homeless: There is opportunity for community leaders to develop plans for the creation of an appropriate emergency shelter. There is a continued need to develop plans for permanent housing opportunities. While the City might be able to help fund the cost of an emergency homeless shelter, the underlying responsibility of operating such a facility resides with the County and/or other social service agencies.
5. Law Enforcement: Reportedly, there are multiple law enforcement infrastructure needs that have not yet been recorded because facilities have not been thoroughly assessed.
6. Parks and Recreation: The City continues to develop new parks as funding allows, but it has had to make certain cuts to cover budget shortfalls and ensure adequate funding for continued maintenance upon construction. As a result of budget cuts, there is substantial deferred maintenance at existing park facilities. In addition, the level of funding from park impact fees, combined with developers applying fee credits to their projects, have resulted in General Fund dollars that could have been used for deferred maintenance now being used to cover the debt service for new parks built over the last 10 years.
7. Solid Waste: The City conducts groundwater remediation in the vicinity of the inactive Fresno Sanitary Landfill as prescribed by the United States Environmental Protection Agency (USEPA). In the near- and long-term future, the City will continue to conduct and fund groundwater remediation at the inactive Fresno Sanitary Landfill as directed by the USEPA.
8. Streets: Fresno has transportation facilities that meet all modes of circulation, but the systems for pedestrians and bicycles are largely incomplete. The reduction in

gasoline tax revenue by the State of California has resulted in less revenue that is available for street and road maintenance efforts.

9. **Transportation:** The City is proposing significant improvements to its public transit system over the next five years. Capital and operating expenditures will have a particular emphasis on the bus rapid transit and improving service levels along other key transit corridors (e.g., Shaw Avenue).
10. **Wastewater Collection System:** The City has funded an inspection, maintenance, repair and replacement program for the wastewater collection system to address expected wear and deterioration of the system. Additionally, the City is in need of and is planning to construct the East Central Recycled Water Facility to provide recycled water for non-potable purposes and redirect sewer flow from a portion of the sewer trunk system that lacks adequate capacity.
11. **Wastewater Treatment:** At present, there is more than adequate capacity at the Fresno-Clovis Regional Wastewater Reclamation Facility to handle existing demand; however, the City will need to assess options for addressing potential future increased demand at the facility, as it is nearing 75 percent capacity—the threshold at which initial planning efforts are required by State statute and are considered a best management practice.
12. **Wastewater Recycling:** The City has prepared a Recycled Water Master Plan that presents an implementation plan for a 25,000 acre-foot per year recycled water program. Phase I of the recycled water treatment and distribution system is schedule to be placed into service October 1, 2016, with a goal of having 25,000 acre-feet of recycled water available to the community by 2025.
13. **Water:** In February, 2015, the Fresno City Council approved a five-year capital plan and five-year rate plan for the Water Division to improve the reliability, resiliency, and sustainability of the City’s water supply system. The major components of the City’s water capital plan include raw water pipelines, additional surface water treatment facilities, finished water transmission mains, and intentional groundwater recharge facilities. The construction of the water capital program is scheduled to be completed by December 2018. The water capital program will allow the City to produce approximately 110,000 acre-feet per year of surface to reduce the demand on the City’s groundwater supply sources.
14. **Economic Development:** The City is pursuing in partnership with industrial developers the creation of “shovel ready” industrial property. The City has a shortage of industrial property that is properly entitled in the City and is development ready. Working with private industrial land owners and developers is critical to have industrial property available for job creation, expansion and attraction.

FINANCING

The City of Fresno, like all other cities in the State of California, has suffered the devastating impacts that the prolonged recession has had on its economy and City revenues. Loss of significant amounts of sales tax, property tax, and service charge revenue,

combined with an increase in public safety related expenses specific to the General Fund heavily impacted the financial condition of the City.

Due to the City's size, municipal service responsibilities, bargaining unit agreements, debt service obligations, and capital expenditure requirements, revenue growth did not proportionately match expenditure increases. However, the City has made great strides in implementing cost saving measures to manage the slow revenue recovery, including an overall reduction of approximately 1,200 employees, reduction or suspension of some maintenance and replacement of equipment, and increased utilization of volunteers where feasible in the parks and recreation type activities.

The City has implemented a five-year budget plan to manage the fiscal condition of the City and grow itself back to sustainable levels. Due to the instability of revenues, the City previously experienced significant short term cash flow problems, incurred negative fund balances that have been repaid, and until recently, had no opportunity to build adequate cash reserves. The five-year plan proposed by the Mayor and subsequently adopted by the City Council is working to address many of these long term and systemic issues.

As is the case with most cities, a number of departments identified lack of funding as a significant challenge to increasing service levels. The City's "enterprise funds" (business type activities) are now financially stable and no longer need to rely on the General Fund to cash flow some of these operations (e.g., Fresno Area Express). There are some exceptions such as the Public Works Department in which the reimbursement for various federal grants can, at times, negatively impact the General Fund's cash position.

GOVERNANCE OPTIONS

There are several agencies, including Pinedale County Water District, Pinedale Public Utility District, Malaga County Water District, 10 County Service Areas, Calwa Recreation and Park District, and Bluffs Community Services District, that provide municipal services similar to the City. These agencies' multiple service boundaries overlap the incorporated City territory and unincorporated areas/islands within the City's SOI.

Past planning analyses concluded that service delivery efficiencies could result from consolidation of service responsibilities by fewer local agencies. A successful example is the eight-year effort in the 1990s to consolidate the County Water Districts with the City of Fresno's Water Division.

Given the City's current General Plan focus on the fiscal effects of growth, it may be prudent to reassess the efficiencies of multiple special districts in the Fresno SOI.

The Fresno Metropolitan Flood Control District (FMFCD) encompasses almost the entirety of the Fresno-Clovis Metropolitan Area, with the exception of 6.5 square miles of SEDA, which has yet to be annexed to the District. Once all of SEDA is annexed, FMFCD will develop and adopt storm water master plans for SEDA. Annexation of the remaining area would allow the District to move forward in planning for the entirety of the metropolitan area.

SPHERE OF INFLUENCE

The City's Sphere of Influence (SOI) was most recently updated by Fresno LAFCo in 2006 and again in 2007. The current SOI is comprised of most land within the City's boundaries, as well as the unincorporated islands, and land beyond the outer city limits on all four sides. The SOI encompasses 157 square miles, of which 43 square miles is unincorporated land.

The following options are identified with regard to the Commission's designated SOI for the City of Fresno:

Option #1: City Proposal – No Change

Option #2: Expansion to include potential High Speed Rail Maintenance Facility

Option #3: Expansion to include identified parcels in the Friant-Copper area

Option #4: Removal of SEDA from City's SOI

Option #5: Determine an SOI for the Regional Water Reclamation Facility

Given the uncertainty in timing of the high speed rail project and the lack of rezoning for the property, combined with the City's desires to retain its existing SOI, it is recommended that the high speed rail site be considered for inclusion in the SOI when the Fresno site is selected. At that point, the City can apply to LAFCo for an SOI amendment.

The City did not identify the Friant Copper parcels as a potential exception to its desire to retain its existing SOI; however, the proposed addition is minimal in size and existing land use is not proposed to change. The addition of these parcels to the City's SOI is recommended.

SEDA is identified as Growth Area 2 in the City's *General Plan*. It is recommended that this SOI be retained at this time to allow for the opportunity to properly address the policy concerns identified in this report. Fresno LAFCo may define a period within which the City must report back and provide the status of its efforts at conducting specific planning or identifying a timeline for when specific planning will occur.

It is recommended that an SOI be determined for the Regional Water Reclamation Facility in order to facilitate future annexations necessary for expansion of this public facility.

2. LAFCO AND MUNICIPAL SERVICES REVIEWS

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

LAFCO OVERVIEW

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

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

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

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

Fresno LAFCo consists of five regular members: two members from the Fresno County Board of Supervisors, two city council members, and one public member who is appointed by the other members of the Commission. There is an alternate in each category. All Commissioners are appointed to four-year terms. Any member appointed on behalf of local government shall represent the interests of the public as a whole and not solely the interest of the appointing authority Government Code Section 56325.1

Figure 2-1: Commission Members, 2014

Appointing Agency	Members	Alternate Members
Two members from the Board of Supervisors appointed by the Board of Supervisors.	Brian Pacheco Henry Perea	Buddy Mendes
Two members representing the cities in the County. Must be city officer and appointed by the City Selection Committee.	Robert Silva Daniel Parra	Chet Reilly
One member from the general public appointed by the other four commissioners.	Mario Santoyo	Michael Lopez

MUNICIPAL SERVICES REVIEW ORIGINS

The MSR requirement was enacted by the Legislature months after the release of two studies recommending that LAFcos conduct reviews of local agencies. The “Little Hoover Commission” focused on the need for oversight and consolidation of special districts, whereas the “Commission on Local Governance for the 21st Century” focused on the need for regional planning to ensure adequate and efficient local governmental services as the California population continues to grow.

Little Hoover Commission

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

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

services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county.”¹

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

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

Commission on Local Governance for the 21st Century

The Legislature formed the Commission on Local Governance for the 21st Century (“21st Century Commission”) in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State, at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000.² The report examines the way that government is organized and operates, and establishes a vision of how the State will grow by “making better use of the often invisible LAFCOs in each county.”

The report points to the expectation that California’s population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. *Growth Within Bounds* acknowledges that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to schools in 1993.

¹Little Hoover Commission, 2000, page 24.

²The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

The report asserts that these financial strains have created governmental entrepreneurship in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, “has provoked controversy, including several legislative attempts to initiate district consolidations,”³ but cautions LAFcos that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

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

MSRs require LAFcos to look broadly at all local agencies that provide one or more municipal services and to examine the order, logic, and efficiency of their services. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFco judges to be important to future growth. The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make several important determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The Legislature since consolidated the determinations into six categories, and most recently added another category totaling seven required findings as of the drafting of this report.

MUNICIPAL SERVICES REVIEW LEGISLATION

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

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

³Commission on Local Governance for the 21st Century, 2000, page 70.

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

MUNICIPAL SERVICES REVIEW PROCESS

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

- ❖ Outreach: LAFCo outreach and explanation of the project
- ❖ Data Discovery: The City provided documents and responded to LAFCo questions
- ❖ Profile Review: Internal review and comment on LAFCo draft profile of the City
- ❖ Public Review Draft MSR: Review and comment on LAFCo draft MSR
- ❖ LAFCo Hearing: Attend and provide public comments on MSR

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

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

- ❖ Updating spheres of influence,
- ❖ Initiating or considering jurisdictional boundary changes,
- ❖ Considering other types of LAFCo applications, and
- ❖ Providing a resource for further studies.

LAFCo will use this report as a basis to update the sphere of influence of the City of Fresno.

The report contains a discussion of various alternative government structures for efficient service provision. LAFCo is not required to initiate any boundary changes based on service reviews. However, LAFCo, other local agencies (including cities, special districts or

the County) or the public may subsequently use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries. Government Code §56375(a) gives LAFCo the power to initiate certain types of boundary changes consistent with a service review and sphere of influence study. These boundary changes include:

- ❖ Consolidation of districts (joining two or more districts into a single new successor district);
- ❖ Dissolution (termination of the existence of a district and its corporate powers);
- ❖ Merger (termination of the existence of a district by the merger of that district with a city);
- ❖ Establishment of a subsidiary district (where the city council is designated as the board of directors of the district); or
- ❖ A reorganization that includes any of the above.

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

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

SPHERE OF INFLUENCE UPDATES

The Commission is charged with developing and updating the Sphere of Influence (SOI) for each city and special district within the county.⁴

An SOI is a LAFCo-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination,⁵ for example, territory may not be annexed to a city or district unless it is within that agency's sphere. In other words, the SOI essentially defines where and what types of government reorganizations (e.g., annexation, detachment, dissolution and consolidation) may be initiated. If and when a government reorganization is initiated, there are a number of procedural steps that must be conducted for a reorganization to be approved. Such steps include more in-depth analysis, LAFCo consideration at a noticed public hearing, and processes by which affected agencies and/or residents may voice their approval or disapproval.

⁴The initial statutory mandate, in 1971, imposed no deadline for completing sphere designations. When most LAFCos failed to act, 1984 legislation required all LAFCos to establish spheres of influence by 1985.

⁵Government Code §56375.5.

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

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

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

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

3. CITY OF FRESNO OVERVIEW

BACKGROUND

The City of Fresno was founded by the Central Pacific Railroad Company in 1872. Leland J. Stanford, a company director for the railroad at the time, was so impressed with a wheat field he saw in the distance that he decided this was the place for the new station.

In 1875 the Central California Colony was established south of Fresno, which set the model for a system of development that was used throughout the San Joaquin Valley. Tracts of land were subdivided into 20- to 40-acre parcels, irrigated from a system of canals and often landscaped with boulevards of palms, eucalyptus or other drought-resistant trees. By 1903 there were 48 separate colonies or tracts in Fresno County, which drew farmers and their families from Scandinavia and from across the United States. Fresno became the county seat in 1874 and was incorporated in 1885 as a charter city. By 1890, the population was over 10,000. The first streetcars were introduced in 1892 and streetcar suburbs soon followed. The area has had an ethnic mix from the earliest years with Chinese railroad workers and Scandinavian farmers joined by Germans from Russia, Japanese and Armenians, and by a large Hispanic population in the early 20th century.

The name Fresno is the Spanish language word for ash tree, and an ash leaf is featured on the City's flag. The City is now the fifth largest city in California, the largest inland city in California, and the 32nd largest in the nation.

BOUNDARIES

The City of Fresno is located in north-central Fresno County and shares a common boundary with the City of Clovis on its eastern side. It abuts the Fresno/Madera County boundary to the north. On all other sides, the City is surrounded by unincorporated county territory. The cities of Fresno and Sanger (southeast of Fresno), at their closest points are approximately four miles apart and their respective SOIs are approximately 2.25 miles apart. The cities of Fresno and Fowler (south of Fresno), at their closest points are approximately 3.5 miles apart and their respective SOIs are approximately 0.85 miles apart along the SR 99 corridor.

The City of Fresno boundary area is not uniform and contains multiple islands (unincorporated urban pockets completely or substantially surrounded by a city), mostly concentrated in the north and southeast. These inefficient land use patterns that were developed over several decades have proven to be expensive to maintain and to provide an acceptable level of urban services. They have also created public confusion over jurisdictional boundaries and service responsibilities.

The experience of cities, counties, and special districts throughout California supported a general principle that annexation of County islands would result in more efficient municipal service delivery. Based on this principle, there were major policy agreements beginning in the 1970s between the City and Fresno County to agree to terms by which proposed development would be directed to the City for annexation and existing developed areas substantially surrounded by the City would be annexed. Fresno LAFCo adopted

policies encouraging annexation of unincorporated islands within city limits and requiring cities in Fresno County to develop plans to annex these areas. The LAFCo policy for an annexation program was substantially updated in 2014.

Since the initial formative agreements between the City and the County—and supporting LAFCo policies—were approved many decades ago, there has been an inexorable shift in the nature of city planning and growth and municipal funding. These changes warrant a reassessment of the terms and conditions under which the City’s General Plan growth occurs to ensure that they fulfill the public goal of orderly, logical, and efficient delivery of municipal services.

The City of Fresno has undertaken 41 annexations since 2006, the details of which are shown in Figure 3-1. The annexed areas were correspondingly detached from the Kings River Conservation District (KRCD) and either the Fresno County Fire Protection District (FCFPD) or the North Central Fire Protection District (NCFPD). Currently, the City of Fresno total boundary area is almost 114 square miles.

Figure 3-1: City of Fresno Annexation History (2006-2013)

Effective Date	Name	Detached From	Acres Proposed	Acres Approved
2/17/2006	Princeton-Brawley No. 2 Reorganization	NCFPD and KRCD	14.6	14.6
3/6/2006	Bullard-Grantland No. 3 Reorganization	NCFPD and KRCD	40	
3/8/2006	Byrd-Clovis No. 1 Reorganization	FCFPD and KRCD	12	12
3/17/2006	McKinley-Polk No. 4C Reorganization	NCFPD and KRCD	20	20
4/13/2006	Grantland-Ashlan Northeast Reorganization	NCFPD and KRCD	330	
5/25/2006	Belmont-Marks No. 2B Reorganization	NCFPD and KRCD	20	
6/8/2006	Shaw-Bryan No. 3 Reorganization	NCFPD and KRCD	49	49
6/18/2006	Shields-Cornelia No. 3 Reorganization	NCFPD and KRCD	92	
6/18/2006	Clinton-Brawley No. 1 Reorganization	NCFPD and KRCD	4.1	
6/30/2006	Copper-Chestnut No. 2D	FCFPD	5	
6/30/2006	Heaton-Burgan No. 1B Reorganization	FCFPD and KRCD	2.2	
6/30/2006	Clinton-Polk No. 1 Reorganization	NCFPD and KRCD	41	
9/5/2006	San Joaquin Bluffs No. 1 Reorganization	NCFPD	1.96	
10/2/2006	Madison-Valentine Northeast Reorganization	NCFPD and KRCD	54	95.28
10/31/2006	Belmont-Fowler No. 2 Reorganization	FCFPD and KRCD	140	
12/5/2006	Clinton-Temperance Northwest Reorganization	NCFPD and KRCD	41.36	
12/14/2006	Willow-International Reorganization	FCFPD and KRCD		
1/22/2007	Temperance-Gould Canal Reorganization	NCFPD and KRCD	70.65	45
2/1/2007	Dakota-Hayes No. 2	NCFPD and KRCD	80	
3/15/2007	Shields-Locan No. 4C Reorganization	FCFPD and KRCD	20.05	20.05
3/15/2007	Shields-Locan No. 4C Reorganization	FCFPD and KRCD		
9/19/2007	Alluvial-Chestnut No. 1B Reorganization	FCFPD and KRCD	3.22	
10/12/2007	"Shields-Armstrong No. 3 Reorganization"	FCFPD and KRCD	20.1	
10/12/2007	Clinton-Fowler No. 1 Reorganization	FCFPD and KRCD	142.13	
12/10/2007	Dakota-Temperance No. 1 Reorganization	FCFPD and KRCD	52	
1/23/2008	Kings Canyon-Minnewawa No. 3B Reorganization	FCFPD and KRCD	35	37.15
3/14/2008	Barstow-Garfield No. 1 Reorganization	NCFPD and KRCD	41.5	
3/28/2008	Olive-Polk No. 4F Reorganization	NCFPD and KRCD	2.49	
5/13/2008	Barstow-Grantland No. 3	NCFPD and KRCD	50	
10/15/2008	Dakota-Maple No. 2 Reorganization (Island Annexation)	FCFPD and KRCD	82	82.98
11/13/2008	Jensen-Clovis No. 4 Reorganization	FCFPD and KRCD	36.7	35.44
1/16/2009	McKinley-Brawley No. 5 Reorganization	NCFPD and KRCD	41.89	41.89
4/24/2009	Clinton-Armstrong Southeast Reorganization	FCFPD and KRCD	58	
7/7/2009	Central-Orange No. 4 Reorganization	FCFPD and KRCD	176.5	176.5
1/19/2010	Dakota-Polk No. 4 Reorganization	NCFPD and KRCD	36.91	
5/7/2010	Church-Fowler No. 2 Reorganization	FCFPD and KRCD	60	
3/7/2011	Belmont-Sunnyside No. 3 Reorganization (Island Annexation)	NCFPD and KRCD	94	
4/9/2012	Chestnut-Copper No. 1 Reorganization	FCFPD and KRCD	180	
4/9/2012	Willow-Copper No. 1 Reorganization	FCFPD	287.313	287.31
6/6/2012	Nees-Willow No. 3 Reorganization	FCFPD and KRCD	35	35
11/19/2012	Ashlan-Bryan No. 1 Reorganization	NCFPD and KRCD	80.44	67.91

SPHERE OF INFLUENCE

The Fresno Sphere of Influence (SOI) was most recently updated by Fresno LAFCo in 2006 and again in 2007. The SOI update that took place in 2007 after the completion of the *Municipal Service Review* reaffirmed the City's SOI previously amended in 2006.⁶

The current SOI is comprised of land within the city limits (with the exception of the non-contiguous incorporated territory where the Regional Wastewater Reclamation Facility is located southwest of the City), as well as unincorporated islands, and land beyond the city limits. The SOI encompasses 157 square miles, of which 43 square miles is unincorporated land. The City's SOI is larger than its corporate limits area by 39 percent.⁷

The SOI amendment in 2006 consisted of the addition of 8,863 acres formerly termed the Southeast Growth Area or SEGA and now termed the Southeast Development Area (SEDA). The territory added to the SOI was described in the LAFCo resolution as the area bounded on the north by Gould Canal, to the east by McCall, Highland and Temperance Avenues, on the south by Jensen and North Avenues, and on the west by the previous SOI boundary along Minnewawa, Temperance and Locan Avenues.⁸

Fresno LAFCo initially included SEDA within the City's SOI in 2005. Shortly after this action, the Commission rescinded its action and required the City to meet certain conditions for the area in question prior to reconsideration at another time. In 2006, the City resubmitted an application to LAFCo for the SOI amendment. This time, the Commission determined that most of the conditions had been met and approved the application to include SEDA in the City's Sphere of Influence. Further conditions, however, were placed on future annexations of parcels within SEDA, including adopting a specific plan for the SEDA territory, preparing and adopting a master service delivery plan for SEDA, and preparing, adopting and initiating implementation of a program for annexing open space areas and rural residential neighborhoods.⁹

On February 11, 2011, the Fresno City Council received a report prepared by the City's Finance & Audit Committee titled "Findings and Recommendations on the Southeast Growth Area" which provide recommendations to the City Council regarding this planning area. The report presented recommendations to the City Council to 1) suspend further City work and investments in SEDA, 2) to direct City growth in the area west of SR 99 as a high priority, 3) to direct staff to produce a list of planning, infrastructure, and land use policies for the City of Fresno, and 4) for Council to direct staff to report on options and the feasibility of increasing the infill percentage before work can commence on Phase II of SEDA.¹⁰

⁶LAFCo Resolution MSR-07-29.

⁷ City of Fresno, *2035 General Plan Initiation Review Draft*, August 2012, p. 4.

⁸LAFCo Resolution USOI-144.

⁹Ibid.

¹⁰Fresno City Council Finance & Audit Committee, "Findings and Recommendations on the South East Growth Area" Committee members Andreas Borgeas & Lee Brand, 2011 Web: <http://www.fresno.gov/CouncilDocs/agenda2.10.2011/930.pdf>

A specific plan for SEDA was drafted and released for review in 2008. However, this plan was never adopted by the City. Instead, initial plans for SEDA were deferred in favor of incorporating the SEDA land use concepts into the City's General Plan with its focus on enhanced infill in its existing city limits and directing new development to the west and southwest. The City has to some degree incorporated SEDA into its *General Plan*; however, there is a need for clear *General Plan* policies that integrate how this development area will be implemented in the context of adopted LAFCo SOI policies.

The SEDA territory is fully incorporated into the Fresno *General Plan* land use diagram and designated with land uses and street circulation classifications consistent with those of the entire SOI planning area covered by the updated *General Plan*. Environmental analysis was completed through the certification of a Master Environmental Impact Report (MEIR) for the Fresno *General Plan and Development Code Update*. SEDA's incorporation into the *General Plan* policies is discussed further in the *Growth Strategies* section of Chapter 7.

One of Fresno LAFCo's policies states that in Fresno County any territory within a city's SOI is completely included in that city's Urban Service Area (as defined by Government Code §56080). According to the same policy, LAFCo may not disapprove an annexation within an urban service area that is initiated by a city resolution and is contiguous territory, which is not prime agricultural land and is designated for urban growth on the City's *General Plan*.¹¹

The *General Plan* planning area¹² includes territory within the City's corporate limits and SOI, land to the north adjacent to the SOI that serves as a logical boundary between Willow Avenue and the San Joaquin River, as well as land to the southwest of the SOI dedicated to the Fresno-Clovis Regional Wastewater Reclamation Facility (RWRf). The area to the north has open space and low density residential land use designations consistent with the rural residential and open space properties that exist there now.

The land area associated with the RWRf is within the City's municipal corporate limits as an incorporated island not contiguous to the city proper. The practice of not including a city's non-contiguous public facility within an SOI is not uncommon for Fresno LAFCo; other examples include the City of Reedley's municipal airport and the City of Clovis' landfill facility. An SOI is defined in CKH as "a plan for the probable physical boundaries and service area of a local agency, as determined by the commission." Growth of public facilities is relatively slow compared with private development, and generally occurs in response to the territory needed to expand the public facility. By not having determined a SOI for this territory, it could appear that LAFCo is signifying the eventual detachment of

¹¹ Fresno LAFCo, *Commission Policies, Standards and Procedures Manual*, Revised September 11, 2013, Policy #318, p. 48.

¹²The Planning Area is the geographic area for which the *General Plan* establishes policies about future urban growth, long-term agricultural activity, and natural resource conservation. The boundary of the Planning Area was determined in response to State law requiring each city to include in its *General Plan* all territory within the boundaries of the incorporated area as well as –any land outside its boundaries which in the planning agency's judgment bears relation to its planning.(California Government Code Section 65300).

this land from the City. Also, not including this territory in the Fresno SOI precludes any subsequent annexations, which must be consistent with SOIs¹³.

Areas proposed for inclusion in the City’s SOI during this update are discussed in the *Growth Strategies* section of this report.

CITY SERVICES

The City of Fresno provides a wide variety of municipal services. Reviewed in this study are services provided by the City directly to its residents, including airport, Fresno Convention & Entertainment Center, fire protection and emergency medical, homeless, park and recreation, law enforcement, street maintenance (including street lighting and drainage), solid waste, transportation, water, and wastewater services. In addition, the City is responsible for providing a number of regional facilities, including the Fresno Convention & Entertainment Center, Chukchansi Stadium, Woodward Park, Roeding Park, and the Southwest Regional Sports Complex.

In addition to the City, municipal services are provided within the City and its SOI by 16 local agencies under LAFCo jurisdiction, as well as federal and state agencies, Fresno County, and private service providers. Providers of municipal services in the City and its SOI are shown in Figure 3-2.

Figure 3-2: Municipal Service Providers

Municipal Service	City Limits	SOI (unincorporated)
<i>Public Safety</i>		
Police	Direct	County Sheriff
Traffic Enforcement	Direct	County Sheriff, California Highway Patrol
Parking Enforcement	Direct	County Sheriff
Code Enforcement	Direct	Fresno County
Animal Control	Direct (licensing), Central California SPCA	Fresno County
Fire Protection	Direct	City of Fresno via contracts with Fig Garden FPD, North Central FPD, and Fresno County FPD
Emergency Medical	Direct, American Ambulance	City of Fresno/American Ambulance via contracts with Fig Garden FPD, North Central FPD, and Fresno County FPD
<i>Utilities</i>		
Water Retailer – Domestic	Direct, CSU Fresno, Malaga CWD	City of Fresno, Pinedale CWD, Bakman Water Company, Park Van Ness Mutual Water Company, Malaga CWD, various County Service Areas,

¹³ Every determination made by a commission regarding the matters provided for by subdivisions (a), (m), and (n) of Section 56375 and by subdivision (a) of Section 56375.3 shall be consistent with the spheres of influence of the local agencies affected by those determinations. (California Government Code section 56375.5)

		private wells
Water Retailer – Irrigation	Fresno Irrigation District	Fresno Irrigation District
Wastewater	Direct, PCWD, PPUD, private septic tanks	Private septic tanks, PPUD, and PCWD, various County Service Areas
Electricity	PG&E (franchise)	PG&E, SCE
Natural Gas	PG&E (franchise)	PG&E
Residential Solid Waste Collection	Direct, Malaga CWD (franchise)	Malaga CWD, PCWD, Residential Services, Waste Management, IWS
Residential Solid Waste Disposal	Fresno County, Caglia Family, Malaga CWD (franchise)	Malaga CWD, PCWD, Residential Services, Waste Management, IWS
Commercial Solid Waste Collection	Republic Services, Mid Valley Disposal	Malaga CWD, PCWD, Residential Services, Waste Management, IWS
Commercial Solid Waste Disposal	CARTS, Avenal Landfill, Mid Valley Disposal, Korchegeen Farms	Malaga CWD, PCWD, Residential Services, Waste Management, IWS
<i>Public Works</i>		
Drainage	Direct, Fresno Metropolitan Flood Control District (FMFCD)	FMFCD
Street Maintenance	Direct, Caltrans, PPUD	Fresno County, Caltrans, PPUD
Street Lighting	Direct, PPUD	Fresno County, CSAs 7, 18, 19, 34, PPUD
Transportation	Direct, Clovis Transit, Fresno County RTA	Fresno County RTA
<i>Community Services</i>		
Parks	Direct, Malaga CWD, Calwa RPD, Fresno County (courthouse)	Malaga CWD, Calwa RPD, Fresno County
Recreation	Direct, Malaga CWD, Calwa RPD	Malaga CWD, Calwa RPD, Fresno County, CSA 2
Library	Fresno County	Fresno County
Mosquito Abatement	Fresno MVCD	Fresno MVCD
Vector Control	Fresno MVCD	Fresno MVCD
Cemetery	Clovis CD, private companies, religious organizations	Clovis CD, Sanger/Del Rey CD, private companies, religious organizations
Airports	Direct	City of Fresno
Fresno Convention & Entertainment Center	City contract with SMG	City contract with SMG
Homeless	Direct, nonprofits, HUD, USDA, State of California, Fresno County, Madera County	Direct, nonprofits, HUD, USDA, State of California, Fresno County, Madera County
Economic Development	Direct	City of Fresno, County of Fresno through the Economic Development Corporation

4. ACCOUNTABILITY AND GOVERNANCE

The City of Fresno is a charter city with a “strong-Mayor” form of government. Under this system, the Mayor is elected and serves as the City’s Chief Executive Officer. The Mayor does not sit on the City Council or participate in its deliberations, except by exercising veto power. The City Council serves as the legislative authority, while the Mayor serves as the executive authority. Both, the Mayor and council members serve four-year terms and are limited to two terms in office.

The City Council is represented by seven elected council members, each from a geographically-defined district within the City. One of the council members is elected President by the Council for a term of one year and serves as the presiding officer of the Council. Council members receive an annual base salary of \$65,000. In fiscal year (FY) 2014, additional funding in the amount of \$10,000 over and above salary for normal operations within their council district has been appropriated for the Council President’s salary. The Mayor of Fresno receives an annual compensation of \$130,000. Details for the executive and legislative branches of the City are shown in Figure 4-1.

Council may create a board, a commission, or a committee of the Council, or other body of the City by ordinance, resolution, or other formal action of the Council. There are currently 32 boards, committees and commissions created by the Council and serving many areas of the City’s day-to-day life and business. They provide a platform for public involvement in the governmental process. Legislative bodies created by the Council report to the City Council and are subject to the Brown Act.

Boards and commissions created by the City Charter include the Planning Commission, Civil Service Board, and City Retirement Board. In addition, in 2010, the City Council created the Charter Review Committee, which evaluates and makes recommendations regarding the City Charter.

With significant improvements planned for the water system, the City Council and the Mayor’s Administration created the Enterprise Capital Management and Citizen Oversight Committee to review capital improvement plans with regard to the enterprise functions of the City to ensure efficient use of public funds. It should be noted that the City Manager has determined that all public works improvements in excess of \$10 million, regardless of funding source, will be reviewed by this Committee.

The Council meets every Thursday at 8:30 a.m., with the exception of the third Thursday of the month when the meeting is held at 1:30 p.m. The meetings take place at the Council Chambers, located in City Hall. Council meetings are broadcast live on the city website and on cable TV at 8:30 a.m. and replayed at 8:00 p.m. The Council meeting agendas and related staff reports are posted on the city website, as well as at the office of the City Clerk. City Council meeting agendas, minutes, and supplemental information are posted on the website on Friday following the council meeting.

Figure 4-1: City of Fresno Governing Body

City of Fresno				
City Contact Information				
Contact:	City Manager, Bruce Rudd			
Address:	2600 Fresno Street, Fresno, CA 93721			
Telephone:	559-621-7770			
Website:	www.fresno.gov			
Executive Authority- Mayor				
Name	Position	Term Expiration	Manner of Selection	Length of Term
Ashley Swearingin	Mayor	December-2016	Elected	4 years
Legislative Authority- City Council				
Member Name	District	Term Expiration	Manner of Selection	Length of Term
Esmeralda Soria	District 1	December-2018	Elected	4 years
Steve Brandau	District 2, Council	December-2016	Elected	4 years
Oliver L. Baines III	District 3, President	December-2018	Elected	4 years
Paul Caprioglio	District 4	December-2016	Elected	4 years
Sal Quintero	District 5	December-2018	Elected	4 years
Lee Brand	District 6	December-2016	Elected	4 years
Clint Olivier	District 7	December-2018	Elected	4 years
Meetings				
Date:	Every Thursday at 8:30am, with the exception of the third Thursday meeting which is held at 1:30 pm.			
Location:	City Hall 2600 Fresno Street, Fresno CA 93721			
Agenda Distribution:	Agendas are available on the City's website and at City Clerk's office.			
Minutes Distribution:	Minutes are available on the City's website and at City Clerk's office.			

The City conducts constituent outreach via its website, multiple newsletters distributed by various departments, and press releases. Fresno solicits constituent input on numerous public documents developed by the City, including the recent *General Plan Update*. Additional outreach efforts include community meetings, surveys, and workshops.

Service requests and complaints may be submitted online, through phone calls, email, letters, and in-person to the City Council, department heads or the City Manager. City departments' contact information are available on the city's website. In addition, the website contains numerous email, complaint and reporting forms. The City recently implemented a new smart phone application that can now be used by residents to report a variety of issues ranging from streetlights to illegal dumping.

5. PLANNING AND MANAGEMENT PRACTICES

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

STAFFING AND ORGANIZATIONAL STRUCTURE

The City of Fresno delivers municipal services with a combination of staff, contracts with other agencies, and contracts with private contractors.

The City of Fresno has two elected branches—executive and legislative—as represented by the Mayor and City Council. City operations are broken down into 13 departments consisting of Airports, Fresno Convention & Entertainment Center, Development and Resource Management, Finance, Fire, General City Purpose, Information Services, PARCS (parks, after school, recreation and community services), Personnel Services, Police, Public Utilities, Public Works, and Transportation (FAX). Additionally, the Mayor, City Council, City Manager, City Attorney, and City Clerk operate from offices at City Hall.

The City of Fresno relies on paid professional staff to conduct the daily business and operations of the City. The City currently employs 3,126.75¹⁴ full-time equivalent (FTE) personnel. Fresno has reduced its workforce by about 1,200 over the last four years to meet budget goals and reduce costs. The City also relies on volunteers for park maintenance, the operation of community centers, and for various functions within the police department.

The Mayor appoints and oversees the City Manager who manages each of the city departments. The Mayor is also responsible for recommending legislation and presenting the annual budget to the City Council. The City Council, supported by council assistants, is responsible for the appointment or removal of the City Clerk and City Attorney. The office of the Mayor currently employs 5.0 FTEs.

The City Council department of the City consists of seven divisions corresponding to the seven council districts, plus a council support division. Each of the seven district divisions has 3.0 FTEs, while the council support division employs 2.0 FTEs. There is a total of 23.0 FTE staff in the City Council department.

As was previously mentioned, the City Council appoints the City Attorney and the City Clerk. The City Attorney's Office represents and advises the Mayor, City Council, certain city boards and commissions, and city officials and departments in legal matters pertaining to

¹⁴ City of Fresno, *Adopted Budget*, FY 13-14, p. 271.

their office and city operations. The City Attorney's office has a staff of 33.0 full-time employees (one city attorney and 32.0 support staff) in three divisions—transaction division, litigation division, and administrative support.

The City Clerk's Office connects the public with city government by posting agendas, providing support during City Council meetings, and creating minutes of the City Council meetings. The City Clerk's Office confirms ordinances and resolutions, posts them on the web and safeguards the original documents. It maintains and updates the Fresno Municipal Code. The City Clerk's Office is also responsible for the administration and fulfillment of legal requirements in compliance with state law and the Fresno City Charter. The office has 4.0 FTEs in the administration division and 1.0 FTE in the records management division.

The City Manager is the head of the administrative branch of the city government and is responsible for appointing all other city department heads. In addition to housing the administrative branch of the City of Fresno, the City Manager's Office also includes the office of independent review (1.5 FTEs), the economic development division (5.0 FTEs), and city administration (7.0 FTEs).

Since 2009, the offices of the Mayor and City Manager operating and support budgets have decreased by 18.9 percent. Over the last five years a net total of four positions have been eliminated from these two offices leaving a staff of 18.50 FTEs.

The Airports Department is charged with the development, maintenance and operation of two airports owned by the City. The Director of Aviation, who is the head of the department, supervises three divisions, including Fresno Yosemite International, Chandler, and Projects Administration. These divisions employ a total of 82.4 FTEs, of which 4.6 are sworn positions and 77.8 are civilian.

The Fresno Convention & Entertainment Center does not employ any personnel directly and outsources its operations to SMG, a private contractor. The general manager of the Fresno Convention & Entertainment Center is an employee of SMG and reports to the City of Fresno City Manager. SMG employs 16 FTE and 350 part-time employees all of which are private at-will employees.

The Development and Resource Management Department (DARM) focuses on public and private property development throughout the city and management of the city's land and water resources, and public infrastructures. It manages both development and neighborhood services through downtown and neighborhood revitalization, long range land use planning, new development entitlements, building permit issuance, building plan reviews, inspections, code enforcement, housing grant programs, and resource efficiency programs for residential and commercial properties. As of December 2012, in an effort to more closely define the scope of DARM's responsibilities, part of the Department's business development, industrial recruitment and economic development responsibilities were moved from DARM to the City Manager's office. The Department has 184.60 FTE employees.

The Finance Department provides leadership for the City's fiscal, budgetary, purchasing and printing activities. The Department is managed by an administration division that oversees several other divisions consisting of accounting, budget and management studies, and business/dog licenses. These divisions provide a wide range of comprehensive financial support services, such as accounting, financial administration and reporting,

budgeting, internal audits, treasury/cash management, investments, payroll, billing and accounts receivable, accounts payable, as well as business licenses and cashiering. Also under the umbrella of the administration division are the purchasing and graphics and reproduction services divisions. The purchasing division provides procurement services to citywide departments for capital and operating programs. The graphics and reproduction services division provides citywide departments with a range of services including copying, printing, graphic design, as well as mail and messenger services. The interim City Controller/Finance Director supervises all financial divisions. The Department has 56.0 FTE employees.

The Fresno Fire Department provides emergency response to fire, emergency medical, urban search and rescue, and hazardous materials incidents. The interim Fire Chief has an executive assistant and supervises the operations division, administration division, and prevention, investigation and support services division. The Fire Department employs 346.20 FTE authorized personnel, including 303.20 sworn safety members and 43.0 civilians.

The General City Purpose Department is divided into the Fresno Revitalization Corporation (FRC), retirement administration division, general city purpose division, and citywide resources and appropriations division, and employs 11.0 FTE personnel (1.0 in the FRC and 10.0 in the retirement administration division).

The Information Services Department (ISD) focuses on technology solutions that assist city departments with providing services and meeting strategic goals. ISD collaborates with outside agencies to develop operational economic efficiencies as well as to promote a unified regional technology vision. The Director of Information Services supervises three divisions, including administration, system and applications and computer services. The Department has 52.80 FTE employees.

The City of Fresno Parks, After School, Recreation and Community Services (PARCS) Department operates nearly 80 parks, including regional parks, neighborhood parks, action sports facilities, play structures, community and neighborhood centers, and golf courses. The Department employs 52.0 FTE. The interim PARCS director, whose role is currently filled by the City Manager, supervises the administration division (7.0 FTEs), parks division (23.0 FTEs) and recreation services division (22.0 FTEs).

The Personnel Services Department's mission is to serve as a catalyst and resource for change within the City of Fresno and to help city departments attract, motivate, develop and retain qualified, diverse, productive and customer-service oriented employees. The Department is headed by a Personnel Services Director who employs an assistant director and supervises the operations, labor relations, risk management, administration, organizational development and training manager, and employee benefits divisions. The Department has a staff of 31.0 FTEs.

The Fresno Police Department is responsible for enforcement of state and city laws, investigation of crimes, apprehension of criminals, reducing traffic collisions, maintenance of ongoing crime prevention programs, and building ties with the community and other local law enforcement agencies. The Police Department is divided into four divisions—the patrol division, the investigation division, the professional standards division, and the

support division. The Chief of Police supervises all divisions, which employ a total of 920.0 FTE authorized personnel, including 717.0 sworn safety members and 203.0 civilians.

The Department of Public Utilities (DPU) provides water, wastewater and solid waste services to city residents and includes 614.75 FTE employees. The Director of Public Utilities (this position is currently vacant) supervises administration, billing and collection, and utility planning and engineering. The Department is staffed with 614.75 FTEs that include 15.0 in administration, 58.0 in utility billing and collection, 196.75 in water operations, 177.0 in solid waste, and 168.0 in wastewater management.

The Public Works Department focuses on infrastructure development and revitalization activity in the City, including land use planning, permit issuance, plan check, inspection services, and construction of public facilities. The Department also maintains and/or operates public facilities and assets such as traffic signals, streetlights, streets, sidewalks, median islands, urban forest, landscape maintenance districts, and pedestrian/bicycle trail projects. The Public Works Director supervises 272.50 FTE employees in the finance administration, administration, capital management, street maintenance, engineering services, and facilities management divisions.

The Department of Transportation provides fixed route and paratransit demand response service 363 days a year throughout the City of Fresno and in some areas of Clovis and the County of Fresno. The Transportation Department houses administration, support services, planning, operations, maintenance, and fleet divisions. The transportation director employs an assistant director and supervises all the divisions. The Department has 407.0 FTE employees.

MANAGEMENT PRACTICES

Employees in the majority of the classified full time positions in the City are evaluated on an annual basis after the satisfactory completion of the probationary period. New classified employees are evaluated during the probationary period which is typically 12 months in length. The length of the probationary period may vary dependent upon the classification.

City employees make use of PeopleSoft, a software designed to coordinate and track training exercises. From this software employees can view a training summary, request training enrollment, view the status of any training requests, add or review any professional training, education, honors and awards, languages, licenses and certificates and membership information. The City makes available both mandatory and optional training and educational opportunities. Mandatory training topics for certain employees include anti-harassment and anti-discrimination, ethics, sexual harassment, and a Supervisor Academy. The Personnel Services Department also offers optional trainings and lunch time workshops covering topics such as customer service, leadership development, work/life balance, basic fundamentals, and legal topics. City employees also have access to hundreds of no-cost self-paced online training in subject areas such as the Microsoft Office Suite and Business & Professional Development.

PLANNING PRACTICES

The City's central planning document is its *General Plan*, which includes elements on housing, land use, community design, circulation, economic development, public services and facilities, safety, conservation and open space, noise, and air quality. The plan was previously adopted in 2002 with a planning horizon of 2025, and was updated in 2014 with a planning horizon of 2035 and beyond. The *General Plan* has a planning area that covers territory within the City's service area and SOI, land to the north adjacent to the SOI that serves as a logical boundary along Willow Avenue and east of the San Joaquin River, as well as land to the southwest of the SOI dedicated to the regional wastewater facility. In conjunction with the *General Plan*, Fresno has certified a master environmental impact review (MEIR). In addition to the *General Plan*, the City adopts multiple community, neighborhood and specific plans.

Other significant City planning documents include the *Strong Communities (SC2) Work Plan*, the *2010-2014 Consolidated Plan*, which develops a comprehensive strategy that addresses the City's housing and community development needs over a five-year period, and the *10-Year Plan to End Chronic Homelessness (2008)*.

Some service departments have strategic business plans. The Public Utilities Department's *Strategic Business Plan* outlines objectives, measures, targets and initiatives over the 2013-2015 time frame. The Fire Department adopted a strategic plan in 2007 with a planning horizon of 2008-2013. Other service departments' key planning documents include the *2010 Urban Water Management Plan (UWMP)* adopted in 2012, the *City of Fresno Recycled Water Master Plan* adopted in 2011, the wastewater division's *Enforcement Response Plan (ERP)* adopted in 2008, the *Sewer System Management Plan (2014)*, the traffic engineering's *Intelligent Transportation System (ITS) Management Plan* adopted in 2012, and the *Fresno Yosemite International Airport Land Use Compatibility Plan* adopted in 2012. The *Metropolitan Water Resources Management Plan Update* is currently under development and review.

The City's financial planning documents include annually adopted budgets and the Comprehensive Annual Financial Reports (CAFRs). The adopted budgets from FY 01-02 through FY 14-15 and the CAFRs from FY 02-03 through FY 12-13 are posted on the city's website. Monthly financial and investment reports from July 2007 through September 2014 are also available on the city's website.

Additionally, the City completed a rate study for water and wastewater services in March 2015. The City has a five-year capital improvement program, which is updated annually and included in its annual budgets.

6. FINANCING

OVERVIEW

The City of Fresno, like all other cities in the State of California, suffered the devastating impacts that the prolonged recession has had on its economy and City revenues. Loss of significant amounts of sales tax, property tax, and service charge revenue specific to the General Fund during the recession heavily impacted the financial condition of the City. Sales tax revenue had decreased approximately 20 percent in FY 10 from FY 08 levels. Property tax and service charge revenue decreased approximately four percent and 22 percent respectively in the same time period. These three revenue sources comprised approximately 66 percent of the total General Fund revenue for that time period.¹⁵

However, the City has shown recovery over the past couple of fiscal years. As reported in the most recent Comprehensive Annual Financial Report (CAFR), the City's financial condition as of June 30, 2014,

"...is distinctly different and more encouraging than it has been for many years. The City has seen substantial revenue growth during the past fiscal year and has markedly slowed its expenditure progression. As a result, the City is achieving financial stability. Many of the labor costs that were driving the expenditure increases have been addressed through new agreements with the labor groups. There are no lawsuits or legal issues at this time that might jeopardize the City's financial improvement. Most impressively, the credit markets have noted Fresno's improvement, as evidenced by rating agency actions and the City's ability to obtain lease financing for equipment."

The CAFR notes that the City has made progress in implementing cost-saving measures to manage the slow revenue recovery, and is experiencing revenue increases in the major revenue categories mentioned.

Some of the more significant cost saving measures taken over the last four years as noted in the FY 14 Budget include an overall reduction of approximately 1,200 employees (25 percent citywide and 33 percent of General Fund employees), reduction or suspension of some maintenance and extending replacement of equipment, and increased utilization of volunteers where feasible in the parks and recreation type activities.¹⁶ Significant reductions in public safety personnel have also been implemented. Additionally, labor agreements have been modified to reduce costs by requiring employees to help in funding retirement and health insurance costs.

As is noted by the City, significant work remains. The City has implemented a five-year budget plan to manage the fiscal condition of the City and grow itself back to sustainable levels. The City had Primary Government total long-term debt and liabilities of approximately \$1.2 billion as of June 30, 2014,¹⁷ of which approximately \$74.2 million are

¹⁵ Data derived from the City's FY 11 Adopted Budget Document.

¹⁶ FY 14 Budget- Mayor's Transmittal Letter.

¹⁷ FY 14 CAFR

due within one year. The City has been meeting all of its debt service obligations. Summary budget information for the City is depicted in Figures 6-1 through 6-3.

Figure 6-1: FY 14-16 Total City Resources & Appropriations

TOTAL CITY RESOURCES & APPROPRIATIONS			
	FY 16 Budget	FY 15 Amended	FY 14 Actuals
Total City Revenues	\$1,506,801,300	\$1,564,336,500	1,111,376,000
Less Transfers and Interdepartmental Charges	\$117,663,000	\$110,402,000	\$94,527,000
Total Net City Resources	\$1,389,138,300	\$1,453,934,500	1,016,849,000
Total Appropriations	\$1,245,430,800	\$1,135,116,500	\$790,610,100
Less Interdepartmental Charges	\$102,307,000	\$94,665,200	\$78,494,300
Total Net City Budget	\$1,143,123,800	\$1,040,451,300	\$712,115,800
Source: FY 16 Proposed Budget Document			

Figure 6-1 above identifies a three-year trend of annual revenue and resources available to the City, and annual appropriations. As noted in the table, overall total City resources have fluctuated over the three year period. However, FY 16 budgeted resources are approximately 36.6 percent higher than FY 14—a positive trend.

Figure 6-2: FY 12-14 Total Appropriations by Fund Classification

TOTAL CITY APPROPRIATIONS BY FUNCTION			
	FY 16 Budget	FY 15 Amended	FY 14 Actuals
General Fund	269,758,200	261,056,000	243,261,000
Trust	0	0	1,241,800
Special Revenues	157,273,200	189,362,700	98,499,600
Capital	20,290,800	23,731,800	14,135,100
Debt Service	33,766,600	35,637,500	35,585,100
Enterprises (Business Type Activities)	764,342,000	625,328,500	397,887,400
Less and Interdepartmental Charges	(102,307,000)	(94,665,200)	(78,494,300)
Total Net City Budget	1,143,123,800	1,040,451,300	712,115,700
Source: FY 16 Proposed Budget Document			

Figure 6-2 above identifies a three-year trend of annual appropriations by City fund classification. As noted in the table, general fund appropriations have trended upwards over the three-year period, as the City has recovered from the recession and have restore public safety positions and some select services. Although enterprise operations have increased dramatically since FY 12, those appropriations are offset mainly with service charge revenue. The significant increase in public ways and means appropriations reflect capital project expenditures generally offset by bond proceeds and special revenues.

Figure 6-3: General Fund Summary Five-Year Forecast

GENERAL FUND SUMMARY FIVE YEAR FORECAST					
	FY 16	FY 17	FY 18	FY 19	FY 20
Carry Over from Prior year	9,177,000	2,759,000	0	0	0
Total Revenues	288,494,000	296,397,000	302,533,021	309,453,843	315,949,309
Total Resources	288,494,000	296,397,000	302,533,021	309,453,843	315,949,309
Total Expenditures	269,758,000	275,321,000	279,618,000	285,805,000	292,530,000
Subtotal Operating Income (Deficit)	27,913,000	23,835,000	22,915,000	23,649,000	23,420,000
Total Transfers	(22,154,000)	(21,835,000)	(20,915,000)	(21,065,000)	(21,201,000)
Net Change	5,759,000	2,000,000	2,000,000	2,584,000	2,219,000
Source: FY 16 Proposed Budget Document					

Figure 6-3 above depicts the City’s current five-year forecast for General Fund revenues and expenditures. The City has adopted a five-year recovery plan. This five-year plan projects The five year projections show steady revenue growth over the forecast window with an annual transfer to the General Fund Reserve. At the end of the forecast period this reserve is projected to be \$27.3 million or 8.7 percent of total General Fund expenditures.

Figure 6-4: General Fund Reserve (thousands)

	FY 2016 Adopted	FY 2017 Forecast	FY 2018 Forecast	FY 2019 Forecast	FY 2020 Forecast
Reserve Beginning Balance	\$8,959	\$15,459	\$20,459	\$22,459	\$25,043
Estimated RDA Debt Repayment Trf of Est Budget Surplus/(Deficit)	\$3,500	\$3,000	\$2,000	\$2,584	\$2,219
Reserve Ending Balance	\$15,459	\$20,459	\$22,459	\$25,043	\$27,262

Source: FY 2016 Proposed Budget Document

In addition to the annual transfers of General Fund surplus, the reserve will also receive the repayment of Redevelopment Agency (RDA) loans, which have been approved by the Department of Finance.

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

REVENUES

Primary sources of General Fund revenue consist of property taxes, sales taxes, charges for services, business licenses, franchise fees and hotel taxes. A variety of other miscellaneous revenues make up the balance of the General Fund. The City also receives restricted revenue such as state gasoline taxes for road infrastructure maintenance purposes, and other grants and directed revenues. Enterprise activities such as water, wastewater, and solid waste disposal services receive the significant majority of their revenues from charges for services. The FY 15 estimated year end revenues and the FY 16 budgeted revenues for the General Fund are depicted in Figure 6-5.

Figure 6-5: General Fund Revenues

GENERAL FUND REVENUES			
	FY 15 Year End Est.	FY 16 Budget	
Revenues			
Sales Tax	77,780,000	82,233,000	28.5%
Property Tax	107,788,000	110,483,000	38.3%
<i>RDA Increment</i>	2,100,000	2,153,000	0.7%
Business License	17,529,000	17,880,000	6.2%
Franchise Fees	11,999,000	12,225,000	4.2%
Room Tax	10,170,000	10,424,000	3.6%
Charges for Current Services	30,676,000	29,874,000	10.4%
Intergovernmental Revenues	8,447,000	4,351,000	1.5%
Intergovernmental Revenues	12,847,000	11,518,000	4.0%
All Other	3,125,000	2,424,000	0.8%
Total Revenues	287,200,000	288,494,000	100.0%
Source: FY 16 Budget Document			

Property Taxes

Property taxes comprise the largest source of revenue for the City's General Fund totaling approximately 39.0 percent of revenue for FY 16. Property tax revenue experienced a sharp decline with the onset of the recession in 2008, however has since begun to recover, at a steady rate, 4.8% in FY 2015 as the economic recovery continues.

Sales & Use Taxes

Sales and use taxes comprise the second largest source of revenue for the City's General Fund, totaling approximately 28.5 percent of revenue for FY 16. Sales tax growth projections within the FY 16 budget reflect an increase of 3.6 percent over FY 15 and a 9.4 percent increase over FY 14. Steady recovery of this revenue is anticipated to continue as the economy strengthens over time.

Franchise Fees

Franchise fees comprise approximately 4.2 percent of the City's General Fund revenue for FY 16. These fees are collected from telecommunications, electricity and other utility providers. Beginning in FY 2012 the city collects Commercial Solid Waste and roll-off bin franchise fees, which represents a net increase to the General Fund of more than \$3 million annually.

Room (Hotel) Taxes & Business License Taxes

Room (hotel) taxes, formally known as transient occupancy taxes, and business license taxes, combine for approximately 9.8 percent of the FY 16 General fund revenue. The City's room tax rate is 12 percent of the room cost. The City's business tax rates vary depending on the type of business.

Fees & Service Charges

Fees and charges for services for General Fund activities comprise approximately 10.4 percent of revenues. These fees and charges provide cost recovery for various services providing direct benefit to the individuals or businesses utilizing a service. These fees and charges include permit fees, inspection fees, citation revenues, gate fees from parks, building inspection fees, planning fees, parking fees, and miscellaneous other fees.

Other fees and charges for services are collected within the various enterprise funds, such as Water and Wastewater for services provided by those enterprise operations.

The schedule of rates, fees, and charges for residential solid waste service, wastewater service, and water service are detailed in the City's Master Fee Schedule, which is published on the City's website. The City's current residential wastewater rates are \$25.75 per month for single family units. Multi-family units are \$25.75 per month for the first unit and \$17.29 per month for each additional unit. Commercial rates range from \$1.077 to \$5.14 per hundred cubic feet (ccf) for potable connections and \$1.184 to \$3.864 per ccf for effluent only connections depending on type of activity. The City's water rates consist of a fixed monthly charge (meter charge) based on meter size, and a unit-rate charge based on usage. As of July 1, 2015, the fixed monthly charge for a 1-inch meter is \$12.40 per month, and the unit-rate charge is \$1.09 per 100 cubic feet (748 gallons) of usage.

EXPENDITURES

Primary General Fund expenditures consist of employee expenses inclusive of salaries, benefits and retirement contributions, operations and maintenance expenditures, pension obligation bonds and interdepartmental charges. Enterprise activity expenditures include similar obligations as with the General Fund. Public safety services (police and fire) comprise approximately 19.3 percent of the net City budget, a relatively low amount; however, those costs are approximately 69 percent of total General Fund uses. Proprietary activity and governmental activities expenditures reflect approximately 66.9 percent and 42.1 percent of the net citywide budget, respectively. The estimated year end expenditures for FY 15, and the FY 16 budgeted expenditures for the General Fund are depicted in Figure 6-6.

Figure 6-6: General Fund Expenditures

GENERAL FUND EXPENDITURES			
	FY 15 Year End Est	FY 16 Budget	
Expenditures			
Employee Services	149,362,000	157,058,000	58.2%
Attrition Savings	(2,000,000)	(1,973,400)	-0.7%
Health & Welfare	15,896,000	18,022,000	6.7%
Retirement Contribution	22,183,000	22,158,000	8.2%
Pension Obligation Bonds	12,723,000	12,740,000	4.7%
Operations & Maintenance	27,002,000	28,490,000	10.6%
Interdepartmental Charges	27,390,000	30,152,000	11.2%
Minor Capital	2,834,000	3,111,000	1.2%
Contingency	10,000	0	0.0%
Total Expenditures	255,400,000	269,757,600	100 %
Transfers			
Debt Service Transfers	(18,633,400)	(16,973,500)	76.6%
Transfers Between Funds	(4,981,600)	(4,780,800)	21.6%
Reserve for the next 27th Pay Period	\$400,000	\$400,000	1.8 %
Loan Repayment	(8,230,000)	0	0.0%
Transfer to Econ Development	(2,000,000)	0	0.0%
Total Transfers	(34,245,000)	(22,154,300)	100.0%
Total Expenditures/Transfers	289,645,000	291,911,900	

Source: FY 16 Proposed Budget Document

Personnel Costs

Personnel costs comprise approximately 77.1 percent of the City’s General Fund expenditures. These costs include employee services, retirement and pension obligation bonds. Personnel costs have been increased approximately \$9.8 million for FY 16 from the previous year, due to increases in employee health insurance and retirement related expenses as well as the addition of sworn public safety personnel and other non-public safety positions.

Operations & Maintenance

Operations & maintenance costs comprise approximately 10.6 percent of FY 16 General Fund expenditures. This represents an approximate \$1.5 million increase from FY 15, due to increased costs for contracted services, and costs associated with the additional positions.

Interdepartmental Charges

Interdepartmental charges are charges to the General Fund for support services to City operations. These charges comprise approximately 11.2 percent of the FY 16 General Fund expenditures, and reflect an increase of approximately \$2.7 million over FY 15. This increase is due to 1) costs associated the additional positions; 2) the increased reserves for software replacement and risk costs.

Minor Capital Costs

Minor capital costs account for approximately one percent of General Fund expenditures for FY 16. Minor capital expenditures include minor facility improvement and upgrades, and machinery and equipment replacements. This category also includes the first of an eight-year replacement program for all fire apparatus and auxiliary vehicles.

Transfers

Transfers from the General Fund account for approximately 7.5 percent of total FY 16 General Fund expenditures. These transfers occur for various purposes, such as debt service, transfers to funds providing services, repayments of transfers to the General Fund of funds borrowed from other funds, etc. Debt service transfers account for approximately 76.6 percent of all transfers, and approximately 5.8 percent of the total General Fund expenditures for FY 16.

OTHER MAJOR FUNDS

The City maintains various other funds for providing a variety of services and activities. The enterprise funds, which provide business type services, comprise most of these funds the City utilizes. Figure 6-6 depicts five of the major enterprise fund activities for services provided by the City. Other major funds not reflected are the Fresno Area Transit (FAX) and the Fresno Yosemite International Airport (FYI).

Figure 6-7: Other Major Funds Revenues/Expenditures & Fund Balance

OTHER MAJOR FUNDS					
	FY 16 Water	FY 16 Wastewater	FY 16 Solid Waste	FY 16 Airport	FY 16 Convention Center
Revenues					
Taxes	3,000	500	0	678,000	0
Licenses & Permits	0	0	0	0	0
Intergovernmental Revenue	2,013,300	1,292,600	273,700	11,699,200	0
Charges for Services	77,615,600	80,005,000	29,950,700	14,832,600	150,000
Fines	600	0	0	10,500	0
Other Revenue	495,700	945,100	225,300	9,653,300	401,200
Interdepartmental Charges for Services	0	0	900	0	0
Miscellaneous Revenue	205,233,100	14,898,600	908,700	(6,500)	5,418,400
Transfers	100,000	835,500	10,579,500	839,000	10,133,300
Total Revenues	285,461,300	97,977,300	41,938,800	37,706,100	16,102,900
Expenditures					
Personnel Services	20,075,300	17,552,800	13,136,400	9,360,100	15,300
Non Personnel Services	275,680,600	97,002,000	10,601,100	22,635,200	16,231,500
Interdepartmental Services	14,385,000	7,283,300	14,547,200	3,635,500	8,100
Contingencies	350,000	0	0	0	0
Total Expenditures	310,490,900	121,838,100	38,284,700	35,630,800	16,254,900
Net Income/(Deficit)	(25,029,600)	(23,860,800)	3,654,100	2,075,300	(152,000)
Beginning Fund Balance	60,505,000	148,662,200	17,728,500	22,000,900	1,694,900
Ending Fund Balance	35,475,400	124,801,400	21,382,600	24,076,200	1,542,900
Source: FY 16 Proposed Budget Document					

As is the case with most enterprise activities, these funds are generally self-sustaining as they rely primarily on fees and charges for services provided. Additionally, capital projects for infrastructure supporting these services are generally funded through accumulated fees as well as financing mechanisms with debt service covered by the fees. In addition, they also receive federal and state grants for one-time projects. Both FYI and FAX are supported by funding from the Federal Aviation Administration and Federal Transit Administration, respectively. Budgets will fluctuate from year to year, thus deficit spending in a given year is not necessarily reflective of a negative trend. Maintaining a reasonable fund balance ratio to annual expenditures provides an indicator of fund stability. Generally, a minimum ratio of 10 percent is considered minimal. Each of these major funds meet or exceed that threshold, with the exception of the Fresno Convention & Entertainment Center. The Fresno Convention & Entertainment Center has been relatively unstable over the last several years with negative beginning fund balances in FY 11¹⁸ ¹⁹ However, the convention center's finances have also stabilized over the past few years. Since FY 11's beginning fund balance of \$1,391,949, the fund balance has grown to a figure of \$597,444 in FY 14.¹⁹ Much of the credit for this turnaround has to do with the success of a co-promotion strategy, which has brought new business to the convention center. As a result, the subsidy from the General Fund has been reduced, payables are no older than 30 days, and the budget includes \$400,000 of work capital/reserves.

CAPITAL IMPROVEMENT PROGRAM

The City maintains a five-year capital improvement program (CIP), and updates this program annually. The current proposed CIP totals approximately \$1.3 billion in new facilities and infrastructure upgrades and improvements. For FY 16, the City proposes to budget approximately \$513 million. Funding for these capital projects is generally from bond proceeds, special revenues and grants. Figure 6-8 depicts the proposed CIP and budget allocations by City department.

¹⁸ FY 14 Budget Document

¹⁹ FY 16 Proposed Budget

Figure 6-8: FY 16 Proposed Capital Improvement Program

CAPITAL IMPROVEMENT PROGRAM					
	<u>FY 16</u>	<u>FY 17</u>	<u>FY 18</u>	<u>FY 19</u>	<u>FY 20</u>
Expenditures					
City Council Department	\$72,000	\$0	\$0	\$0	\$0
Police Department	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000
Fire Department	\$270,000	\$0	\$0	\$0	\$0
Parks, After School, Rec & Com Svcs	\$5,812,000	\$200,000	\$250,000	\$250,000	\$250,000
Public Works Department	\$100,109,000	\$36,293,000	\$22,169,000	\$18,434,000	\$126,502,000
Development & Resource Management	\$2,726,000	\$189,385,000	\$147,956,000	\$31,049,000	\$113,476,000
Public Utilities Department	\$306,846,000	\$189,385,000	\$147,956,000	\$31,049,000	\$113,476,000
Airports Department	\$15,623,000	\$12,610,000	\$7,271,000	\$6,536,000	\$10,791,000
Convention Center Department	\$1,157,000	\$0	\$0	\$0	\$0
FAX Transportation Department	\$81,432,000	\$6,043,000	\$5,902	\$4,147,000	\$4,704,000
Total Expenditures	\$513,487,000	\$245,449,000	\$183,638,000	\$60,506,000	\$1,258,893,000
Source- FY 16 Budget Document					

ASSETS AND LIABILITIES

Assets

Overall City assets exceeded liabilities by approximately \$1.77 billion as of June 30, 2014.²⁰ Approximately \$1.6 billion of the excess was comprised of capital assets (net of related debt), approximately \$123 million in restricted net assets, and \$48.7 million of unrestricted net assets. . This unrestricted net asset deficit reflects a surplus for the City in meeting its current and long term obligations. City Governmental Funds had combined ending fund balances of approximately \$178 million. Approximately \$12.7 million was not spendable, \$145.8 million was restricted, \$2.4 million was committed, and \$16.8 million was assigned. A surplus of approximately \$.4 million made up the balance in the unassigned fund balance. Figures 6-9 and 6-10 on the following pages depict the status of net assets for the City overall and for four of the major enterprise activities.

²⁰ FY 12 CAFR

Figure 6-9: Net Asset Summary Governmental Activities and Business Activities

NET ASSETS			
	FY 14 Actuals	FY 13 Actuals	FY 12 Actuals
Governmental Activities			
Assets	\$1,233,166,182	\$1,193,606,843	\$1,202,153,983
Deferred Outflows of Resources	\$496,128	\$0	\$0
Liabilities	\$563,881,004	\$569,787,170	\$576,937,928
Net Assets			
Invested in Capital Assets, Net of Related Debt	\$744,074,246	\$733,961,193	\$742,532,911
Restricted for:			
General Government	\$0	\$20,870	\$0
Public Protection	\$4,169,718	\$3,805,021	\$4,290,246
Public Ways	\$44,639,738	\$40,287,101	\$34,968,768
Culture and Recreation	\$1,220,059	\$1,589,128	\$1,241,138
Community Development	\$91,093,211	\$78,012,535	\$81,419,653
Capital Projects	\$0	\$0	\$0
Debt Service	\$0	\$0	\$0
Emergency Reserve	\$0*	\$1,902,776	\$1,481,011
Unrestricted (Deficit)	(\$215,415,666)	(\$235,758,951)	(\$240,717,672)
Total Net Assets (Deficit)	\$669,781,306	\$623,819,673	\$625,216,055
Business Type Activities			
Assets	\$1,827,428,354	\$1,794,108,688	\$1,744,996,419
Deferred Outflows of Resources	\$2,926,224	\$0	\$0
Liabilities	\$730,974,636	\$744,670,172	\$742,816,287
Net Assets			
Invested in Capital Assets, Net of Related Debt	\$835,290,155	\$829,455,733	\$853,404,805
Unrestricted (Deficit)	\$264,089,787	\$219,982,783	\$148,775,327
Total Net Assets (Deficit)	\$1,099,379,942	\$1,049,438,516	\$1,002,180,132
Total City Net Assets (Deficit)	\$1,769,161,248	\$1,673,258,189	\$1,627,396,187

Source: FY 2012, 2013 & 2014 CAFRs

*FY 14 Emergency Reserve of \$2,351,228 is included in Unrestricted Net Assets

Figure 6-10: Net Asset Summary- Major Business Activities

NET ASSETS- MAJOR BUSINESS ACTIVITIES			
	FY 14 Actuals	FY 13 Actuals	FY 12 Actuals
Water Enterprise			
Assets	\$499,420,393	\$537,168,577	\$499,420,393
Deferred Outflows of Resources	\$1,309,175	\$0	\$0
Liabilities	\$247,656,687	\$247,768,553	\$221,124,416
Net Assets			
Invested in Capital Assets, Net of Related Debt	\$219,415,437	\$219,412,846	\$239,168,521
Unrestricted (Deficit)	\$96,654,065	\$69,987,178	\$39,127,456
Total Net Assets (Deficit)	\$316,069,502	\$289,400,024	\$278,295,977
Wastewater Enterprise			
Assets	\$845,585,210	\$837,693,118	\$832,174,173
Deferred Outflow of Resources	\$1,246,013	\$0	\$0
Liabilities	\$266,972,102	\$273,350,754	\$285,030,803
Net Assets			
Invested in Capital Assets, Net of Related Debt	\$440,581,456	\$431,639,095	\$435,508,176
Unrestricted (Deficit)	\$139,277,665	\$132,703,269	\$111,635,194
Total Net Assets (Deficit)	\$579,859,121	\$564,342,364	\$547,143,370
Airports Enterprise			
Assets	\$221,100,023	\$222,363,746	\$219,360,771
Deferred Outflows of Resources	\$28,946	\$0	\$0
Liabilities	\$62,547,927	\$66,073,793	\$72,393,141
Net Assets			
Invested in Capital Assets, Net of Related Debt	\$142,953,387	\$146,930,439	\$134,135,286
Unrestricted (Deficit)	\$15,627,655	\$9,539,514	\$12,832,344
Total Net Assets (Deficit)	\$158,581,042	\$156,289,953	\$146,967,630
Convention Center Enterprise			
Assets	\$44,672,998	\$48,659,026	\$56,757,172
Deferred Outflows of Resources	\$342,090	\$0	\$0
Liabilities	\$49,619,056	\$52,577,424	\$56,306,669
Net Assets			
Invested in Capital Assets, Net of Related Debt	\$33,984	\$749,224	\$5,736,359
Unrestricted (Deficit)	(\$4,637,952)	(\$4,667,622)	(\$5,285,856)
Total Net Assets (Deficit)	(\$4,603,968)	(\$3,918,398)	\$450,503

Fund Balance Cash Reserves

GASB Statement No. 54 re-categorized certain cash reserve/fund balances to better define their purposes. These five reporting categories are “nonspendable,” “restricted,” “committed”, “assigned”, and “unassigned”. “Nonspendable” funds are those that are in a form that renders them not convertible to cash such as inventories, prepaid items or receivables. “Committed” funds are those that can only be used for a specific purpose by an action of the highest level of decision-making authority in the City, generally the City Council. Committed funds may be reallocated by a decision of the same decision-making body. “Restricted” funds have constraints placed on them such as grant requirements, regulatory requirements, and dedicated projects funded by bond proceeds. “Assigned” funds not classified as nonspendable, committed or restricted, but are intended for a specific purpose. “Unassigned” funds are those that are not classified in any of the other categories and are available for any purpose. Figure 6-11 depicts the three year trend of these reserves from FY 12 through FY 14. Although the trend for the “unassigned” category is heading in the appropriate direction, the City remains in a very unstable position with respect to cash reserve capacity.

Figure 6-11: General Fund & Other Governmental Funds Cash Reserves

FUND BALANCE CASH RESERVES- GASB 54			
	FY 14 Actuals	FY 13 Actuals	FY 12 Actuals
General Fund			
Nonspendable	\$12,690,500	\$12,690,500	\$12,690,500
Restricted	\$7,001	\$435,369	\$0
Committed	\$2,351,228	\$1,902,776	\$1,481,011
Assigned	\$1,006,021	\$1,094,848	\$389,863
Unassigned	\$8,191,661	(\$9,355,244)	\$483,340
Total General Fund	\$24,246,411	\$6,768,249	\$15,044,714
All Other Governmental Funds			
Restricted	\$145,763,010	\$128,099,712	\$125,274,801
Assigned	\$15,752,156	\$17,624,081	\$19,896,550
Unassigned	(\$7,748,893)	(\$5,196,448)	(\$7,547,150)
Total All Other Governmental Funds	\$153,766,273	\$140,527,345	\$137,624,201
Source: FY 2012 CAFR, FY 2013 CAFR, FY 2014 CAFR			

Debt, Debt Service & Bond Ratings

Debt/Debt Service

The City has incurred a number of various long-term bond debt and loan obligations over the years for various purposes. Twelve bonds and seven loans are backed by the General Fund. Most of the bonds are lease revenue bonds. Six bonds and one loan are backed by enterprise funds. All of the bonds are revenue bonds. Figure 6-11 reflects the total obligations and debt service requirements for these bonds and loans. Of the approximately \$1.3 billion total debt,²¹ approximately \$695 million is associated with enterprise funds revenue bonds. Approximately \$228 million are general obligation bonds and approximately \$377 million are lease revenue bonds for general governmental projects. Total General Fund backed indebtedness is approximately \$605 million. The FY 16 General Fund debt service is approximately 12.9 percent of the General Fund budget.²² This ratio is relatively high as a ratio of less than 10 percent would be considered an ideal level. The City currently forecasts this ratio to decrease annually to 11.1 percent in five years and below 10 percent in nine years.

Figure 6-12: Summary of Debt & FY 16 Debt Service

DEBT & DEBT SERVICE					
6/30/2015		FY 16			
	Outstanding Principal & Interest	Principal Payment	Interest Payment	Total Debt Service	General Fund Debt Service Portion
Bonds	\$1,300,377,466	\$35,505,260	\$44,808,553	\$79,921,615	\$31,356,912
Loans	\$66,301,926	\$5,757,473	\$392,198	\$6,149,671	\$2,214,678
Totals	\$1,366,679,392	\$35,505,260	\$48,808,553	\$86,071,286	\$33,571,590

Source: FY 16 Proposed Budget Document

Bond Ratings

All three credit rating agencies monitor the City's credit ratings annually. Over the last several years, the City has experienced rating downgrades from each agency. All three agencies had similar concerns leading to a downgrade—failure to adopt a balanced budget for FY 13 and the exhaustion of the City's General Fund unrestricted fund balance in 2012. However, in light of the City's improving financial condition, two rating agencies upgraded their outlooks during the most recent ratings review period. The ratings as of January 31, 2015 are listed in Figure 6-13.

²¹ FY 16 Budget Document

²² Ibid.

Figure 6-13: Bond Ratings

BOND RATING- 2014				
Lease Revenue Bonds				
	<u>Prior Rating</u>	<u>Prior Outlook</u>	<u>New Rating</u>	<u>New Outlook</u>
Fitch	BBB/BB-	Negative	BBB/BBB-	Stable
S & P	BB+	Stable	BB+	Stable
Moody's	Ba2/Ba3	Stable	Ba2/Ba3	Positive
General Obligation Bonds				
	<u>Prior Rating</u>	<u>Prior Outlook</u>	<u>New Rating</u>	<u>New Outlook</u>
Fitch	BBB+	Negative	BBB+	Stable
S & P	BBB-	Stable	BBB-	Stable
Moody's	Baa1	Stable	Baa1	Positive
Source: FY 16 Proposed Budget Document				

Pension and Other Long-Term Liabilities

Pension Systems

The City maintains two retirement systems for its employees, the Fire & Police Retirement System (FPRS) and the Employees Retirement System (ERS). As of June 30, 2014, there were 2,029 members in FPRS in two tiers, and 3,817 members in ERS.²³

The City restructured its 1993-94 Pension Obligation Bonds in 2002, and provided collective cash contributions and pre-funded actuarial accrued liability totaling approximately \$180 million for the combined funds. The City levies a parcel tax of \$0.032438 per \$100 of assessed valuation to fund pension obligations. Both pension systems are currently well funded and stable. Figure 6-13 reflects the current actuarial valuations of each pension system as of June 30, 2014.

²³ FY 12 CAFR

Figure 6-14: Pension System Actuarial Valuation

FIRE & POLICE RETIREMENT SYSTEM				
Actuarial Valuation Date	Actuarial Value of Assets (a)	Actuarial Accrued Liability Entry Age (b)	(Prefunded) Unfunded AAL (b-a)	Funded Ratio (a/b)
6/30/2014	\$1,142,649,000	\$1,006,028,000	(\$136,621,000)	113.6 percent
EMPLOYEES RETIREMENT SYSTEM				
Actuarial Valuation Date	Actuarial Value of Assets (a)	Actuarial Accrued Liability Entry Age (b)	(Prefunded) Unfunded AAL (b-a)	Funded Ratio (a/b)
6/30/2014	\$993,641,000	\$950,274,000	(\$43,367,000)	104.6 percent
Source- Controller Transmittal Report: FY 14 CAFR				

Other Long Term Liabilities (Includes OPEB)

As of June 30, 2014, the City has other long term liabilities totaling approximately \$257.0 million. Figure 6-15 depicts the breakdown of these other obligations by major activities.

Figure 6-15: Summary of Other Long Term Liabilities

OTHER LONG TERM LIABILITIES				
	Governmental Activities	Business Type Activities	Fiduciary Funds	Total Primary Government
Compensated Absences & Health Retirement Arrangement	\$51,008,290	\$11,162,714	\$58,488	\$62,229,492
Net OPEB Obligation	\$45,970,820	\$17,863,016	\$0	\$63,833,836
Liabilities for Self Insurance	\$101,495,210	\$0	\$0	\$101,495,210
CVP Litigation Settlement	\$0	\$12,442,464	\$0	\$12,442,464
Accrued Closure Cost	\$0	\$16,211,324	\$0	\$16,211,324
Pollution Remediation	\$0	\$809,411	\$0	\$809,411
Total long Term Liabilities	\$198,474,320	\$58,488,929	\$58,488	\$257,021,737
Source : FY 14 CAFR				

FINANCING EFFICIENCIES AND OPPORTUNITIES

There are very limited opportunities for improving the financing of the City other than those measures already taken by the City. Fortunately, those measures that the City undertook in the past few years are beginning to pay dividends. With expenses remaining relatively constant over the last few fiscal years, the City is positioned to financially benefit as revenues increase.

The City's low credit and bond ratings may complicate any new financing or re-financing the City may wish to pursue, as interest rates would be negatively affected by these ratings. However, Moody's has recently upgraded the City's credit rating by one notch. If other rating agencies follow suit or Moody's continues to upgrade the City's rating in the next year, there may be opportunities in the foreseeable future to refinance and reduce the impact that debt has on the City's budget.

The City must continue its prudent financial management and strive to further reduce costs, or minimize cost increases in all areas where costs cannot be recovered by fees or charges for services. The City fee and service charge rate structures should be analyzed and monitored often to ensure full cost recovery is being achieved for fee recovery services.

There are some areas the City may wish to review to determine if further efficiencies in service delivery may be gained at a reduced cost. One area would be consolidation of functions within departments or funds. The City may have opportunities to eliminate duplication of functions through consolidation. Another area the City may want to investigate is contracting more services to the private sector where it can be demonstrated that savings would be achieved and a higher level of service provided through the private sector.

7. GROWTH AND POPULATION PROJECTIONS

The purpose of this section is to evaluate growth and population projections in relationship to the City of Fresno’s boundaries and SOI, in order to anticipate the future service needs of the City. Additionally, the anticipated growth patterns of the City are evaluated in order to determine the impact and compatibility of such growth on land use plans and local government structure.

LAND USE

Of parceled land within city limits, the largest land use is residential at 35 percent (residential and rural residential uses), as shown in Figure 7-1. Other significant land uses within the City are for streets and vacant or agricultural purposes. Within the SOI outside of the City limits, 29 percent of land use is residential and 16 percent is vacant or agricultural.

Figure 7-1: Parceled Land Use, 2011

Land Use	Incorporated		Unincorporated SOI		Total	
	Acres	Percent	Acres	Percent	Acres	Percent
Residential	24,176	34%	5,518	18%	29,694	29%
Rural Residential	739	1%	3,594	12%	4,333	4%
Commercial	4,790	7%	165	1%	4,955	5%
Industrial	5,984	8%	1,327	4%	7,356	7%
Public Facilities	5,873	8%	189	1%	6,063	6%
Open Space	4,173	6%	756	2%	4,929	5%
Wastewater Treatment Plant	3,292	5%	-	0%	3,292	3%
Streets	14,256	20%	2,793	9%	17,049	17%
Vacant/Ag land	8,438	12%	8,367	27%	16,805	16%
Southeast Growth Area	-	0%	8,353	27%	8,353	8%
Other	437	1%	60	0%	497	0%
Totals	72,158	100%	31,122	100%	103,326	100%

Source: General Plan Update Working Paper 2 - Urban Form and Land Use, 2011

Agricultural Lands

While agricultural uses continue to dominate much of the regional landscape, only moderate amounts of agricultural land remains in production within the City’s planned urban boundary (primarily in the eastern, southeastern and southwestern areas). Expansion of the City’s planned urban boundary and sphere of influence over the past 35 years has allowed conversion of some important agricultural lands to urban uses. However, a trend of an ever expanding urban footprint was moderated to some extent by efforts to direct growth away from the highest quality agricultural, avoid premature conversion of agricultural land to planned urban uses, and to accommodate existing agricultural-related industrial activities.

In 2011, there was approximately 16,805 acres of agricultural or vacant land within the City and its sphere of influence. A majority of vacant land along the urban edge was actively cultivated agricultural land at one time, although portions may have been purchased in anticipation of future urban expansion. In some instances, agricultural land uses were discontinued along the fringes of the City in anticipation of urban use. While the City of Fresno has adopted policies to discourage the premature conversion of agricultural land to urban uses, there is nothing to deter premature disinvestment in agricultural land.²⁴

Vacant Land Inventory

As of 2011, there were approximately 196,350 parcels (or 84,104 acres) of vacant land within the City’s SOI. Of these properties, 13,146 acres were designated for single family residential uses in the 2025 General Plan. Of the total vacant land designated for residential uses in the SOI area, 2,217 acres (17 percent) were encumbered by approved subdivisions with approved tentative tract maps.

Figure 7-2: Vacant Land Inventory, 2011 (acres)

Overall Available Land							
	West	Southwest	Downtown	SEGA	Infill ¹	North	Total
Acreage Developed ²	7,204	3,516	4,676	3,336	43,075	336	62,144
Acreage Vacant ³	4,160	4,290	347	5,060	7,538	567	21,961
Percent Vacant ⁴	37%	55%	7%	60%	15%	63%	26%
Available Residential Land - Designated by 2025 General Plan Planned Land Use for Residential							
	West	Southwest	Downtown	SEGA ⁵	Infill ¹	North	Total
Total Vacant/ Residential PLU	2,572	2,148	108	5,060	2,790	467	13,146
Vacant/Residential Mapped	813	412	9	-	927	55	2,217
Remaining Vacant Residential Capacity	1,759	1,736	100	5,060	1,862	412	10,930
Source: City of Fresno General Plan Update Working Paper #2: Urban Form and Land Use							
Notes:							
1) Land within the existing city limits with an existing land use of either vacant, open space or agriculture.							
2) Developed is all existing land use that is not vacant, open space or ag. This also includes rural residential development.							
3) Vacant includes lands that are vacant, open space or agriculture.							
4) Acreage may vary given certain shape files include roads while others do not.							
5) Estimated residential capacity for SEGA.							
6) Mapped is a vacant lot with an approved tentative tract map.							

CURRENT POPULATION

As of January 1, 2014, the City has a population of approximately 515,609, based on California Department of Finance (DOF) estimates, which indicates approximately four percent growth since the 2010 Census. The City estimates that around 50,000 people live in unincorporated land within the City’s SOI.

²⁴ City of Fresno, *General Plan Update Urban Form and Land Use Working Paper*, 2011, p. 3-18.

The City supports a highly-concentrated population compared to rural areas within the County. In total, there are approximately 4,418 persons per square mile within the City limits, compared to 156 persons per square mile countywide. In comparison to neighboring Clovis (4,982 persons per square mile), the concentration of population is slightly less. Residential density in Fresno is also comparable to that of Clovis – 2.38 units per acre in Fresno and 2.37 units per acre in Clovis.

As of 2010, the City’s population consisted of approximately 30 percent under the age of 18 and approximately nine percent over the age of 65. By comparison, other areas in California generally have a lower population of youth, with the under 18 population comprising 25 percent of the statewide population.

Household size in the City is generally comparable with that of the County with approximately 3.1 persons per household within the City, and 3.2 persons per household throughout the entire County.

Income levels within the City are slightly lower than that of the County as a whole with a median household incomes of \$42,276 and \$45,741, respectively. Similarly, a greater portion of the City’s population (27.5 percent) lives at or below the poverty level than countywide (24.8 percent).

Disadvantaged Unincorporated Communities

The purpose of Senate Bill 244 (Wolk, 2011) is to begin to address the complex legal, financial, and political barriers that contribute to regional inequity and infrastructure deficits within disadvantaged unincorporated communities (DUCs). Identifying and including these communities in the long range planning of a city or special district is required by SB 244.

SB 244 requires cities to identify and plan for these communities on or before the next adoption of its housing element. Government Code (GC) §65302.10(a) requires that each city review and update the land use element of its general plan, based on available data, including, but not limited to, the data and analysis developed pursuant to GC §56430 (CKH Act, Service Reviews). Legislative requirements designated to cities per SB 244 are independent from requirements designated to LAFCOs through its governing legislation (Cortese-Knox-Hertzberg Act of 2000).

The Cortese-Knox-Hertzberg Local Government Reorganization Act (CKH) requires LAFCo to make determinations regarding DUCs when considering a change of organization, reorganization, sphere of influence expansion, and when conducting municipal service reviews. For any updates to an SOI of a local agency (city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection, 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 or contiguous to the SOI of a city or special district.²⁵

²⁵ Government Codes §56425(e)5, Present and Probable need; disadvantaged unincorporated communities

Government Code §56033.5 defines a DUC as 1) all or a portion of a “disadvantaged community” as defined by §79505.5 of the Water Code, and as 2) “inhabited territory” (12 or more registered voters), as defined by §56046, or as determined by commission policy. Further, on January 9, 2013, Fresno LAFCo exercised its powers and adopted policy which refined the DUC definition to include, a DUC shall have at least 15 dwelling units at a density not less than one unit per acre. Additionally, the Commission Policy defines legacy communities 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. When approving any new or updated SOI for a city or special district, the city or special district shall be required to identify any legacy community within one mile of the existing or proposed SOI.²⁶

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 Fresno LAFCo. An application to annex a contiguous DUC shall not be required if a prior application for annexation of the same DUC has been made in the preceding five years or if the commission finds, based upon written evidence, that a majority of the registered voters within the affected territory are opposed to annexation.²⁷

As previously indicated, income levels within the City are slightly lower than that of the County as a whole with median household incomes (MHI) of \$42,276 and \$45,741 respectively. Similarly, a greater portion of the City’s population (27.5 percent) lives at or below the poverty level than countywide (24.8 percent). As of July 2015, the US Census estimates show the statewide MHI for California at approximately \$61,094; meaning that pursuant to Water Code §79505.5, any location with a MHI less than \$48,875 meets the income threshold for identifying Disadvantaged Communities. In addition to the MHI income criteria, a DUC must be outside of the city limits (Unincorporated), within or in the vicinity of the City’s SOI, and have at least 15 dwelling units at a density not less than one unit per acre.

This section to the report uses County of Fresno Geographic Information System (GIS) parcel mapping and US Census information to quantify the economic composition of all the census block groups within the vicinity of the Fresno city boundaries. GIS files were derived from the US Census Bureau’s American Community Survey (ACS) compiled for the five-year period between 2006 and 2010 to identify the demographic composition of the various census geographies. This MSR uses the 2006-10 ACS five-year estimates datasets because as of July 2015, it was the most up-to-date five year estimates available for tracking demographics at the census block group level. Although ACS provides annual, three-year estimates, and five-year estimate reports, the data for years 2006 and 2010 provide the most precise data and mapping information to analyze small populations. The five-year reports are the most reliable form of information generated by the US Census.²⁸ California’s statewide MHI reported for years 2006 through 2010 was \$60,883; consequently, the DUC threshold for that time period is any geographic unit with an MHI less than \$48,706. The ACS five-year estimates for census block groups within Fresno’s SOI

²⁶ Policies, Standards, and Procedures, Fresno Local Agency Formation Commission, Policy 106 - DUCs

²⁷ Government Codes section 56375 (a) (8) (A)- Annexations Greater than 10 acres; Contiguous to a DUC

²⁸ US Census Bureau, http://www.census.gov/acs/www/guidance_for_data_users/estimates/

and city limits were utilized to provide the economic data background for this section of the MSR.

The census block groups are geographical units 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. An assessment of all census tracts and block groups immediately outside the city limits were reviewed to determine the MHI levels for areas outside the City. Areas up to a mile from the Fresno SOI were also assessed to identify any potential legacy communities. Unincorporated areas were surveyed by aerial photography and parcel division patterns to determine existence of DUC locations. Fresno LAFCo staff conducted site drive visits for DUCs closest to the Fresno city boundaries.

Fresno LAFCo has determined that as of the date of adoption of the Commission's DUC policy, there may be deficiencies in census data to accurately assess the median household incomes to unincorporated communities. As a result, LAFCo staff sought various additional sources of information available in order to determine the locations where DUCs may exist within the City's SOI and greater unincorporated areas. In preparation for this section of the MSR, LAFCo staff consulted and included GIS mapping information provided by PolicyLink's GIS specialist/cartographer (a non-profit corporation based in Oakland, California) to verify locations where identified DUCs exist gathered from independent research. PolicyLink is a national research and action institute whose stated purpose is to advance economic and social equity.²⁹

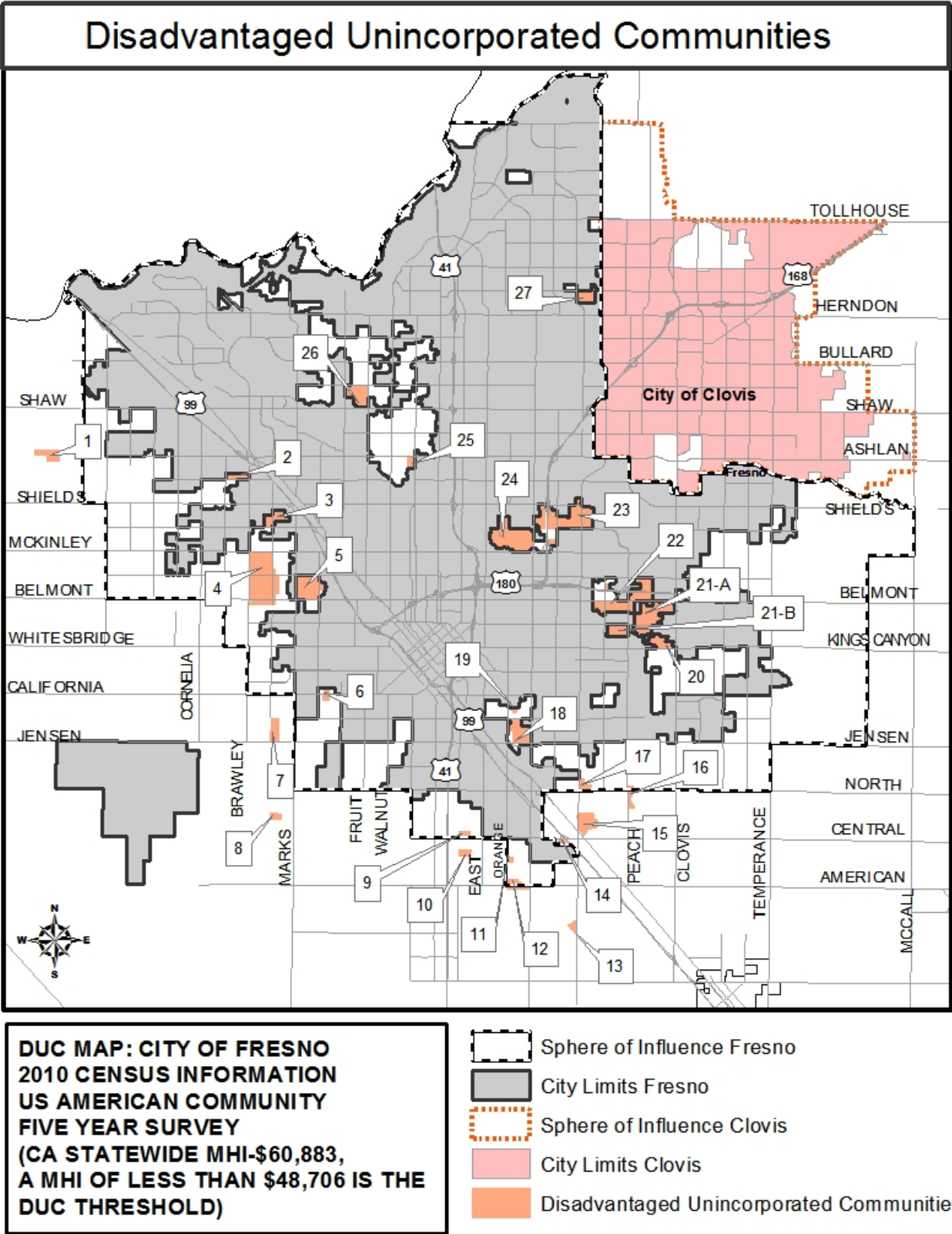
In April 2015, LAFCo staff began its outreach with local community-based organizations including the Leadership Counsel for Justice and Accountability, Fresno Metro-Ministry, California Rural Legal Assistance, and Self-Help Enterprises to solicit additional information to include in this section of the MSR. Several of these organizations informed LAFCo staff that their organization actively participate in planning and programs to assist disadvantaged communities and were involved in the City's *2014 General Plan* process. During the City's environmental review period for the *General Plan Update*, many of these organizations submitted comment letters to the City of Fresno to encourage the City to identify DUCs within the planning area and formulate policies to address DUCs. LAFCo staff reviewed the comment letters and information submitted to the City of Fresno, and considered the organizations' concerns in this section of the MSR.

LAFCo staff has identified 20 DUCs within Fresno's SOI and six DUCs within a one-mile distance outside the adopted SOI boundaries. Locations identified as DUCs display characteristics that indicate the presence of a DUC pursuant to Fresno LAFCo's Policy 106 and CKH. Each identified DUC area is designated with a number on the map and a corresponding description that identifies: the location, number of properties within the DUC, its US Census tract-block group number, and the MHI level reported by ACS five-year estimates between 2006 and 2010. As previously indicated, Fresno LAFCo determined that there may be deficiencies in census data to accurately assess median incomes for small

²⁹ Jake Mann, GIS Specialist/Cartographer, private electronic email correspondence with LAFCo Staff – Draft DUCs for Fresno County, February 11, 2015.

disadvantaged unincorporated communities. This section of the MSR includes data collected by Fresno LAFCo as “information sources” cited in Fresno LAFCo policy 106 which includes: US Census-ACS five-year estimates, Fresno County GIS – Mapping data, Aerial Photography, site verification on areas closest to the city limits, and information provided by PolicyLink. Further, Fresno LAFCo reached out to various local organizations in preparation of this section to the MSR in order to present an overarching assessment of areas that meet at least two key DUC indicators, per the Commission’s DUC policy.

Figure 7-3: Disadvantaged Unincorporated Communities



1. Area 1 is located outside of the Fresno SOI at the northwest corner of Ashlan Avenue and Chateau Fresno Avenue. The DUC consists of 18 properties located within US Census Tract 41.00-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 41.00-Block Group 1 had an MHI of \$37,268 between 2006 and 2010. This area of concern meets the two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
2. Area 2 is located within the Fresno SOI at the northwest corner of Dakota Avenue and Brawley Avenue. The DUC consists of 21 properties located within US Census Tract 38.09-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 38.09-Block Group 1 had an MHI of \$48,553 between from 2006 to 2010. This area of concern meets the two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
3. Area 3 is located within the Fresno SOI at the northwest corner of Clinton Avenue and Valentine Avenue. The DUC consists of 45 properties spanning across the west and east sides of Valentine Avenue north of Clinton. The subject area is located within US Census Tract 38.05-Block Group 2 and Tract 38.05-Block Group 3. The US Census ACS five-year estimate reports indicate that Census Tract 38.05-Block Group 2 had an MHI of \$25,152 while Census Tract 38.05-Block Group 3 had an MHI of \$43,256 between from 2006 to 2010. This area of concern meets the two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
4. Area 4 is located within the Fresno SOI at the southeast corner of McKinley Avenue and Brawley Avenue. The DUC consists of approximately 268 properties located within US Census Tract 38.07-Block Group 2 and Tract 38.07-Block Group 3. The US Census ACS five-year estimate reports indicate that Census Tract 38.07-Block Group 2 had an MHI of \$30,880 while Tract 38.07-Block Group 3 had an MHI of \$45,365 between 2006 and 2010. This area of concern meets the two DUC indicators identified by Commission Policy 106—MHI threshold and 15 dwelling units.
5. Area 5 is located within the Fresno SOI at the southeast corner of Olive Avenue and Marks Avenue. The DUC consists of approximately 267 properties located within US Census Tract 20.00-Block Group 4 and Tract 20.00-Block Group 5. The US Census ACS five-year estimate reports indicate that Census Tract 20.00-Block Group 4 had an MHI of \$26,875 while Tract 20.00-Block Group 5 had an MHI of \$14,931 between 2006 and 2010. This area of concern meets the two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
6. Area 6 is located within the Fresno SOI at the northwest corner of California Avenue and Crystal Avenue. The DUC consists of approximately 19 properties on the north and south sides of California Avenue. The properties are located within US Census Tract 07.00-Block Group 2 and Tract 08.00-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 07.00-Block Group 2 had an MHI of \$36,875 while Tract 08.00-Block Group 1 had an MHI \$25,658 between 2006 and 2010. This area of concern meets the two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units. This location was also designated as a

DUC by PolicyLink, an information source that LAFCo Staff consulted with during the DUC identification process.

7. Area 7 is located within the Fresno SOI at the northeast corner of Jensen Avenue and Valentine Avenue. The DUC consists of approximately 129 properties located within US Census Tract 19.00-Block Group 2. The US Census ACS five-year estimate reports indicate that Census Tract 19.00-Block Group 2 had an MHI of \$44,583 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
8. Area 8 is located outside the Fresno SOI at the southeast corner of Muscat Avenue and Valentine Avenue. The DUC is considered a Legacy Community which consists of approximately 51 properties located within US Census Tract 19.00-Block Group 3. The US Census ACS five-year estimate reports indicate that Census Tract 19.00-Block Group 3 had an MHI of \$31,071 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
9. Area 9 is located within the Fresno SOI at the northeast corner of Cherry Avenue and Central Avenue. The DUC consists of 42 properties located within US Census Tract 18.00-Block Group 1. The US Census ACS five-year estimate reports indicated that Census Tract 18.00-Block Group 1 had an MHI of \$26,397 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units. LAFCo staff conducted a site visit on April 7, 2015 to verify the physical conditions of the community.
10. Area 10 is located outside the Fresno SOI at the southeast corner of Britten Avenue and Cherry Avenue. The DUC is considered as a Legacy Community which consists of approximately 25 properties located within US Census Tract 18.00-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 18.00-Block Group 1 had an MHI of \$26,397 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units. LAFCo staff conducted a site visit on April 7, 2015 to verify the physical conditions of the community.
11. Area 11 is located within the Fresno SOI at the northeast corner of Malaga Avenue and Orange Avenue. The DUC consists of 15 properties located within US Census Tract 15.00-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 15.00-Block Group 1 had an MHI of \$30,208 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
12. Area 12 is located within the Fresno SOI at the northeast corner of American Avenue and Orange Avenue. A portion of the DUC is located south of American Avenue, which is currently outside of the City's SOI. The DUC consists of 25 properties located within US Census Tract 15.00-Block Group 1 and Tract 17.00-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 15.00-Block Group 1 had an MHI

of \$30,208 while Tract 17.00-Block Group 1 had an MHI of \$46,850 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units. This location was also designated as a DUC by PolicyLink, an information source that LAFCo Staff consulted with during the DUC identification process.

13. Area 13 is located outside the Fresno SOI within a mile distance from the City’s SOI. The subject territory is located at the northwest corner of Lincoln Avenue and Chestnut Avenue. Although the DUC consists of one large property, the lot hosts a community of approximately 45 structures adjacent Chestnut Avenue and the Oleander Canal. The area is located within US Census Tract 17.00-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 17.00-Block Group 1 had an MHI of \$46,850 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
14. Area 14 is located outside the Fresno SOI at the southeast corner of Central Avenue and Maple Avenue. The DUC consists of one large property which hosts multiple mobile homes located within US Census Tract 15.00-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 15.00-Block Group 1 had an MHI of \$30,208 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
15. Area 15 is located outside the Fresno SOI within a one mile distance from the City’s SOI. The Community of Malaga is located at the southeast corner of the Muscat Avenue and Chestnut Avenue. The DUC is considered a Legacy Community and consists of approximately 223 properties located within US Census Tract 15.00-Block Group 2. The US Census ACS five-year estimate indicated that Census Tract 15.00-Block Group 2 had an MHI of \$29,375 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
16. Area 16 consists of four properties within the Fresno SOI and 12 properties outside the City’s SOI. The DUC area is located at the southeast corner of North Avenue and Peach Avenue. In total, the DUC consists of 16 properties located within US Census Tract 15.00-Block Group 2. The US Census ACS five-year estimate reports indicated that Census Tract 15.00-Block Group 2 had an MHI of \$29,375 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
17. Area 17 is located within the Fresno SOI at the northeast corner of North Avenue and Chestnut Avenue. The DUC area consists of 18 properties located within US Census Tract 15.00-Block Group 2. The US Census ACS five-year estimate reports indicated that Census Tract 15.00-Block Group 2 had an MHI of \$29,375 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.

18. Area 18 is located within the Fresno SOI near the southeast corner of Church Avenue and Orange Avenue. The Community of Calwa is considered a DUC—consisting of approximately 385 properties located within US Census Tract 12.01- Block Group 1 and Tract 12.01-Block Group 2. The US Census ACS five-year estimate reports show Census Tract 12.01-Block Group 1 had an MHI of \$18,462 while Tract 12.01-Block Group 2 had an MHI of \$38,269 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units. The “Friends of Calwa,” a non-profit community group, provided comments during development of the General Plan outlining Calwa’s community.³⁰
19. Area 19 is located north of the Community of Calwa, within City of Fresno’s SOI. The area is located north of Church Avenue and east of Orange Avenue. The DUC area is located near industrial areas east of Orange Avenue and consists of 23 properties located within US Census Tract 12.01- Block Group 1. The US Census ACS five-year estimate reports indicated that Census Tract 15.00-Block Group 2 had an MHI of \$29,375 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
20. Area 20 is located within the Fresno SOI north of Kings Canyon Avenue and east and west of Minnewawa Avenue. The DUC area consists of approximately 110 properties located within US Census Tract 30.03-Block Group 1 and Tract 30.03-Block Group 2. The US Census ACS five-year estimate reports show Census Tract 30.03-Block Group 1 (west of Minnewawa and north of Kings Canyon) had an MHI of \$30,690, while Tract 30.03-Block Group 2 (east of Minnewawa and north of Kings Canyon) had an MHI of \$30,705 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
21. Area 21 is a relatively large area of residential units located within Fresno’s SOI and encompassed by Fresno city limits. Area 21-A of the DUC is bounded by Belmont Avenue to the north, Clovis Avenue on the east, Huntington Avenue to the south and Peach Avenue to the west. Area 21-A of the DUC consists of approximately 473 properties located within US Census Tract 30.04-Block Group 1, Tract 30.04-Block Group 2, and Tract 30.03-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 30.04-Block Group 1 had an MHI of \$44,191, Tract 30.04-Block Group 2 had an MHI of \$37,361, and Tract 30.03-Block Group 1 had an MHI of \$30,690 between 2006 and 2010.

Area 21-B of the DUC is located within Fresno’s SOI and bounded by the City limits. The DUC is enclosed by Tulare Avenue on the north, Peach Avenue to the east, Huntington Avenue to the south, and Willow Avenue to the west. Area 21-B of the DUC consists of approximately 150 properties located within US Census Tract 29.03-Block Group 2. The US Census ACS five-year estimate reports indicate that Census Tract 29.03-Block Group 2 had an MHI of \$31,417 between 2006 and 2010.

³⁰ Friends of Calwa, Laura Katie Moreno, Re: Comments to City of Fresno General Plan Draft 2035, August 18, 2014

Both locations of concern meet two key DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units. This area is also known as Granz (historical); the location was also designated as a DUC by PolicyLink, an information source that LAFCo staff consulted with during the DUC identification process.

22. Area 22 covers a large geographic area located within Fresno’s SOI and enclosed by the Fresno City limits. The DUC is bounded by Olive Avenue to the north, Minnewawa Avenue to the east, Belmont Avenue to the south, and Peach Avenue to the west. The area also includes areas south of Belmont Avenue, west of Bush Avenue, north of McKenzie Avenue, and east of Winery Avenue. A minor portion of the DUC is located north of SR 180, west of Helm Avenue, south of Tyler Avenue, and east of Willow Avenue. The entire identified DUC area consists of approximately 639 properties located within four US Census Tracts. Portions of the DUC are located within US Census Tract 29.04-Block Group 1, Tract 29.04-Block 2, Tract 29.05-Block Group 2, Tract 30.01-Block Group 2, and Tract 30.04-Block Group 2. The US Census ACS five-year estimate reports indicate that Census Tract 29.04-Block Group 1 had an MHI of \$35,254; Tract 29.04-Block 2 had an MHI of \$40,481; Tract 29.05-Block Group 2 had an MHI of \$17,581; Tract 30.01-Block Group 2 had an MHI of \$31,515; and Tract 30.04-Block Group 2 had an MHI of \$37,361 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
23. Area 23 covers a large geographic area located within Fresno’s SOI and enclosed by Fresno city limits. The DUC is bounded by Shields Avenue to the north, Winery Avenue to the east, Clinton Avenue to the south, and extends across SR 168 over to Cedar Avenue in the west. Area 23 also includes an area south of Cambridge Avenue, west of Maple Avenue, north of University Avenue, and east of SR 168. The DUC area consists of approximately 965 unincorporated properties that completely encompassed by the City of Fresno. Portions of the DUC are located within US Census Tract 32.01-Block Group 1, Tract 32.01-Block 2, Tract 32.02-Block Group 2, and Tract 52.02-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 32.01-Block Group 1 had an MHI of \$46,392; Tract 32.01-Block 2 had an MHI of \$29,174; Tract 32.02-Block Group 2 had an MHI of \$39,139; and Tract 52.02-Block Group 1 had an MHI of \$26,125 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
24. Area 24 covers a large geographic area located within Fresno’s SOI and enclosed by the Fresno city limits. The DUC area is bounded by Princeton Avenue to the north, Cedar Avenue to the east, McKinley Avenue to the south, and First Avenue to the west. The DUC area consists of approximately 1,200 unincorporated properties that are substantially surrounded by City of Fresno. Portions of the DUC are located within US Census Tract 33.01-Block Group 1, Tract 33.02-Block Groups 1, 2, 3 and 4. The US Census ACS five-year estimate reports indicate that Census Tract 33.01-Block Group 1 had an MHI of \$33,134; Tract 33.02-Block 1 had an MHI of \$24,313; Tract 33.02-Block Group 2 had an MHI of \$29,052; Tract 33.02-Block Group 3 had an MHI of \$40,288; and Tract 33.02-Block Group 4 had an MHI of \$38,482 between 2006 and 2010. This area of

concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.

25. Area 25 is located at the southwest corner of Ashlan Avenue and Maroa Avenue within the Fresno SOI immediately outside the Fresno City limits. The DUC area consists of approximately 60 residential properties located within US Census Tract 49.01-Block Group 1. The US Census ACS five-year estimate reports indicate that Census Tract 15.00, Block Group 2 had an MHI of \$29,375 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
26. Area 26 is located within the City of Fresno’s SOI and outside the Fresno city limits near the southwest corner of Barstow Avenue and Fruit Avenue. The area is enclosed by Barstow to the north, Fruit Avenue to the east, Twain Avenue to the south, and West Avenue to the west. The DUC area consists of approximately 275 residential properties located within US Census Tract 43.03-Block Group 4. The US Census ACS five-year estimate reports indicate that Census Tract 43.03-Block Group 2 had an MHI of \$37,344 between 2006 and 2010. This area of concern meets two DUC indicators identified by Commission Policy 106—MHI threshold and at least 15 dwelling units.
27. Area 27 is located within the Fresno SOI and completely enclosed by Fresno city limits. The area of concern is located at the southeast corner of Alluvial Avenue and Chestnut Avenue. The area is bounded by Alluvial Avenue to the north, Paula Avenue to the east, Birch Avenue to the south, and Chestnut Avenue to the west. The identified area of concern consists of 23 residential properties located within US Census Tract 55.09-Block Group 2. Although the US Census ACS five-year estimate reports indicate that Census Tract 55.09-Block Group 2 had an MHI of \$39,327 between 2006 and 2010, this location consists of parcels which are larger than one unit per acre; Commission Policy states a DUC shall have at least 15 dwelling units at a density not less than one unit per acre. Properties located in the area of concern generally exceed two acres per unit. This area of concern meets one DUC indicator identified by Commission Policy 106—MHI threshold. However, Area 27 does not appear to meet the Commission’s policy of at least 15 dwelling units at a density not less than one unit per acre.

A review of the City’s *General Plan* indicates the City plans to comply with SB 244 in developing a City strategy to identify all DUCs within the City’s SOI. Section 6.6 Disadvantaged Unincorporated Communities in Chapter 6 Public Utilities and Services of the *General Plan* states that the City of Fresno will perform the required infrastructure analysis to coincide with its next Housing Element Update in Compliance with State law. In the interim the City addresses DUCs in the commentary section of Land Use Policy, LU-1-e Annexation Requirements. As indicated in the commentary of Policy LU-1-e, the City will partner with the community, if there is wide support for annexation, to coordinate terms to initiate and support the annexation process. Fresno LAFCo encourages the City of Fresno to reference the DUC analysis provided in this section in preparation of its infrastructure analysis. The information in this section provides the City direction to meet SB 244 pursuant to GC §65302.10(a), which requires that each city review and update the land use

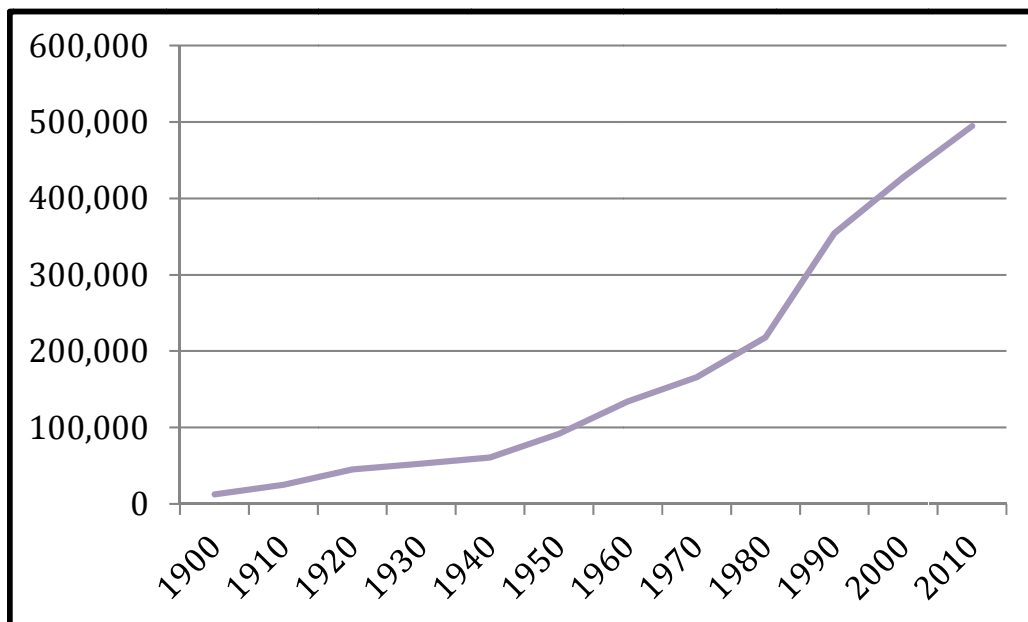
element of its general plan, based on available data, including, but not limited to, the data and analysis developed pursuant to GC §56430.

RECENT GROWTH

Population

The City has historically been one of the fastest growing cities in the United States. According to the United States Census Bureau, the City's population increased from 10,818 persons in 1900 to 60,685 in 1940, and 494,665 in 2010. Over the period from 2000 to 2010, the City experienced 16 percent overall growth or 1.5 percent average annual growth.

Figure 7-4: Historical Population Growth, 1900 - 2010



Permits

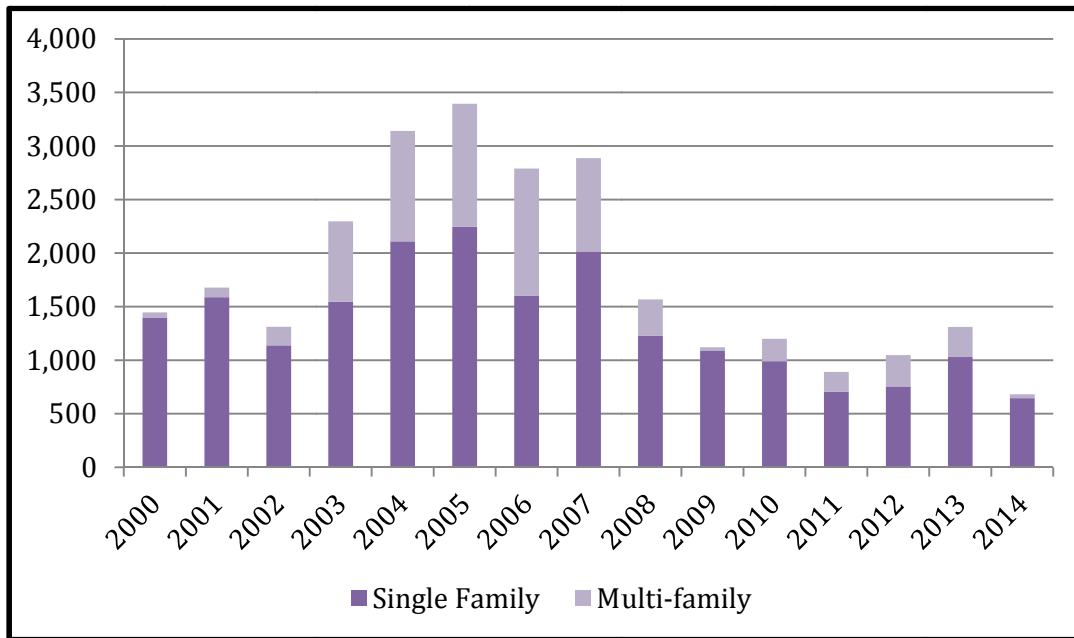
The City has generally experienced rapid growth, particularly over the period from 1990 to 2010 when the City's population approximately doubled. Over the last 14 years, from 2000 to 2014, the City has issued permits for 26,758 residential units, of which 20,090 (75 percent) were for single family residences. During that time period, the number of permits issued peaked in 2005 at 3,394 units. Similar to most other areas in the State, the City experienced a significant dip in residential development beginning in 2008. The number of permits issued bottomed out in 2011 and remained relatively low through 2012. In 2013, the number of permits issued slightly increased compared to recent years, but then the number of permits issued hit a low in 2014 for the 14-year period due to its proximity to a new State Building Code cycle (see table below)

- 2009: 1286-Single Family, 1-Duplex (2-units), 3-Triplex (9-units), 3-Fourplex (12-units), 20-Apts (190-units)

- 2010: 974-Single Family, 21-Duplex (42-units), 17-Triplex (51-units), 13-Fourplex (52-units), 21-Apts (188-units)
- 2011: 435-Single Family, 3-Duplex (6-units), 42-Apts (317-units)
- 2012: 754-Single Family, 3-Duplex (9-units), 6-Triplex (18-units), 23-Apts (266-units)
- 2013: 1088-Single Family, 1-Duplex (2-units), 8-Fourplex (32-units), 45-Apts (376-units)
- 2014: 529-Single Family, 1-Duplex (2-units), 1-Triplex (3-units), 3-Fourplex (12-units), 56-Apts (406-units)
- YTD2015: 616-Single Family, 6-Duplex (12-units), 6-Apts (86-units)

Calendar years 2009 and 2013 reflect spikes in permit activity before the end of the year due to changes in State Building Codes effective January 1 of the following year. Any permit application processed prior to December 31 would not be subject to the new code requirements.

Figure 7-5: Issued Residential Permits, 2000-2014 (units)



GROWTH PROJECTIONS

The City's *General Plan* projects that the area within the City's SOI will accommodate an additional population of approximately 226,000 new residents by 2035, resulting in a total population of 771,000, which equates to an average annual growth rate of 1.24 percent. Meanwhile, at buildout of the *General Plan* an additional 425,000 new residents are anticipated within the SOI, which would total 970,000 residents by an unspecified date.

Figure 7-6: General Plan Projected Population

	General Plan Horizon (2035)	General Plan Buildout (unspecified date)
Additional Population (from current pop.)	226,000	425,000
Total Population	771,000	970,000

The City anticipates that surrounding areas will continue experiencing high rates of population growth over the planning horizon of the *General Plan*, although growth is expected to be approximately half the rate as that of the past 30 years.

DEVELOPMENT

As of Spring 2014, the City was actively processing 46 applications for new subdivisions and structures in varying stages of the application process,³¹ of these applications, several are large-scale residential and commercial development projects, which include the following:

³¹ Active applications do not include projects for which contact with applicant was greater than five years ago (2009).

Westlake: Granville at Westlake, Inc. (the project applicant) is proposing to develop a master-planned 460-acre project with residential and commercial uses developed around a man-made private lake. The project will consist of approximately 2,600 residential units and up to 295,000 square feet of community and neighborhood commercial buildings. At full buildout, the project would accommodate approximately 7,956 residents (based on a 3.06 person per household ratio). The proposed Westlake project is generally located west of SR 99 bounded by West Gettysburg Avenue, West Shields Avenue, North Garfield Avenue, and North Grantland Avenue.

Fresno LAFCo approved the Westlake annexation in July, 2014. Shortly thereafter, Granville announced that due to market conditions the project area would not be constructed as planned but planted with trees until the market recovered, perhaps for several years. The property, which is currently in agricultural production, has recently been annexed to the city and is planned and partially pre-zoned for several urban uses.

Fig Garden Financial Center Phase IV: The developer is proposing the development of a four story commercial office building, comprising a total net useable area of 104,593 square feet, with an underground parking structure and at grade parking. The project is located on the south side of West San Jose Avenue, east of the existing Fig Garden Financial Center and covers approximately four acres.

El Paseo: The project is located in northwest Fresno and is generally bound by West Herndon Avenue on the north, North Bryan and West Bullard Avenues on the east, Carnegie Avenue to the south, and SR 99 to the west. The development consists of approximately 238 acres at the northwest gateway of the City. The integrated, mixed-use project is planned to include a large retail marketplace, a lifestyle center or town center project, a mid-rise office park and hotel, and a light industrial business park.

High Speed Rail

In addition to these proposed developments, the City is making plans for the anticipated California High Speed Rail (HSR) project, which broke ground in early 2015. The rail system is planned to initially connect Los Angeles and San Francisco in the next 15 years and then eventually San Diego and Sacramento. The initial construction section is planned to start in Madera County to just north of Bakersfield, with a station located in Fresno's Downtown, aligned with Mariposa Street. The HSR tracks through Fresno's Metropolitan Area would run generally parallel to the Union Pacific Railroad tracks and primarily at-grade, with some shorter sections being depressed (below surface grade) to clear existing structures, such as the interchange of State Routes 99 and 180. However, any road proposed to cross the HSR alignment will be grade-separated from the HSR (that is, it will go over or under).

A heavy maintenance facility may also be placed on territory presently just outside of the City's sphere of influence as part of this project. "Fresno Works" is a coalition of officials from the County of Fresno, City of Fresno and the Council of Fresno County Governments, working together to locate the proposed heavy maintenance facility in Fresno County. The group reports that based on similar heavy maintenance facilities around the world, the project cost could be estimated at \$800 million. According to the City of Fresno Economic Impact Study, over a five-year period, a heavy maintenance facility of

that scale will create and sustain almost 5,000 jobs in a variety of industries including, but not limited to construction, manufacturing, and transportation. Based on an estimated total employment of 2,300 new workers for the Fresno County heavy maintenance facility, and based on a conservative average salary of \$47,000 per year, Fresno Works approximates that direct payroll revenues from the facility would amount to over \$110 million annually in Fresno County.

The proposed high speed rail system has been contentious in nature, and as such timing and ultimate completion of the project has been called into question, due to considerable vocal opposition and concerns of lack of funding. Proponents of the rail project tout the economic benefits that will result from additional jobs during construction and operations, improvement to air quality, and improved accessibility to the San Joaquin Valley region.

The City sees the location of the Downtown HSR station as a potential to redevelop the area around the station with a walkable district that includes offices, retail, and multi-family housing that takes advantage of the proximity of the HSR station and captures value from disembarking passengers. As part of implementation of the *General Plan*, the City has already initiated a station area master plan to capitalize on the high speed rail system to compliment and encourage revitalization in the Downtown Planning Area.³² Additionally, the City has expressed interest in providing utilities to the proposed site. The City should consider expanding its SOI to include the property proposed as the site of the heavy maintenance facility, located generally south of the SOI boundary between SRs 41 and 99 in the event that Fresno County is selected.

GROWTH STRATEGIES

General Plan Update

The adopted City of Fresno *General Plan* has two planning horizons—2035 and an unspecified time when buildout of the City’s sphere of influence occurs. A primary focus of the updated plan is to encourage new residential and commercial development within the City’s existing urban footprint, while balancing development in growth areas within the current SOI.

Due to plans for a greater emphasis on investment in established neighborhoods, the *General Plan* allows an overall increase in residential density and development intensity as compared to the previous *2025 General Plan*. In many respects, the City’s *General Plan* and its goal to accommodate future growth within its’ existing SOI, reflects the fiscal as well as environmental issues related to air and water quality. Specifically, the City’s *General Plan* calls for a significant reduction in vehicle miles travelled and have extensively allowed others cities and the region to comply with requirements contained in AB32 and SB375. For example, Commercial and office zoned lands suitable for residential uses will be rezoned to a mixed-use district that will allow for both residential and commercial/office uses, increasing the amount of available property for residential use and intensifying residential density. Housing density is presently 2.38 housing units per acre, and the

³²City of Fresno, *General Plan Update*, Urban Form Objective UF-9.

General Plan plans for 3.1 housing units per acre. Figures 7-7 and 7-8 demonstrate the difference in the general urban form strategy between the two plans.

Figure 7-7: General Plan 2025 Vision

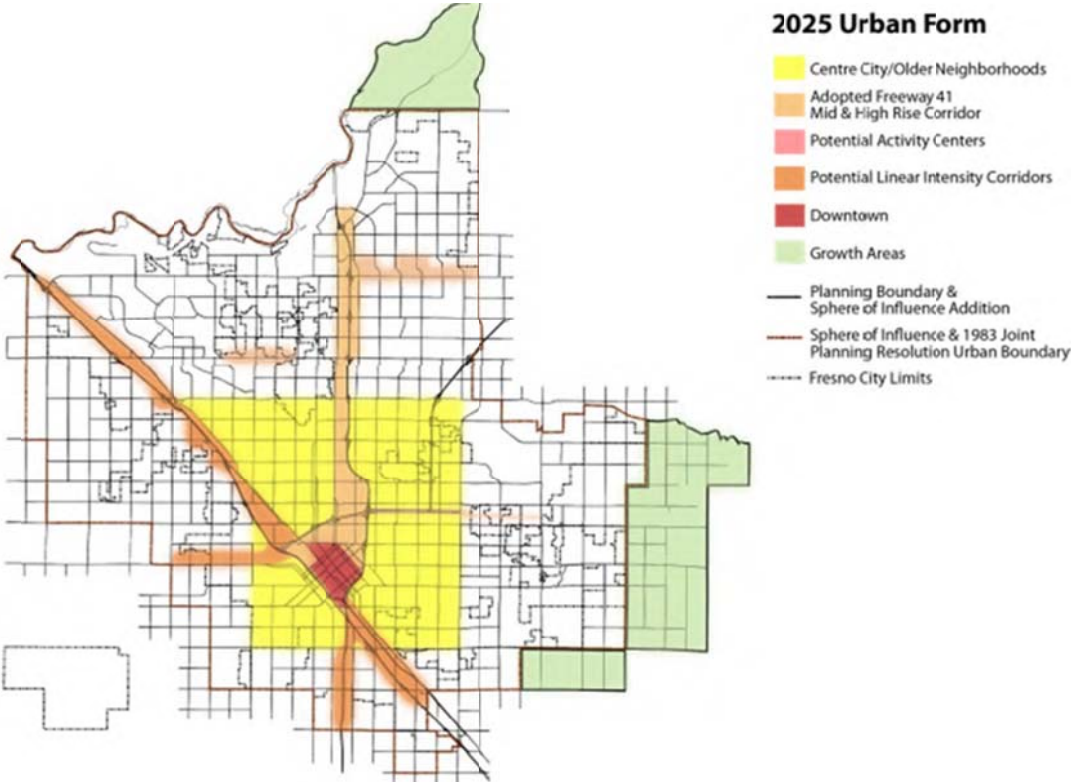
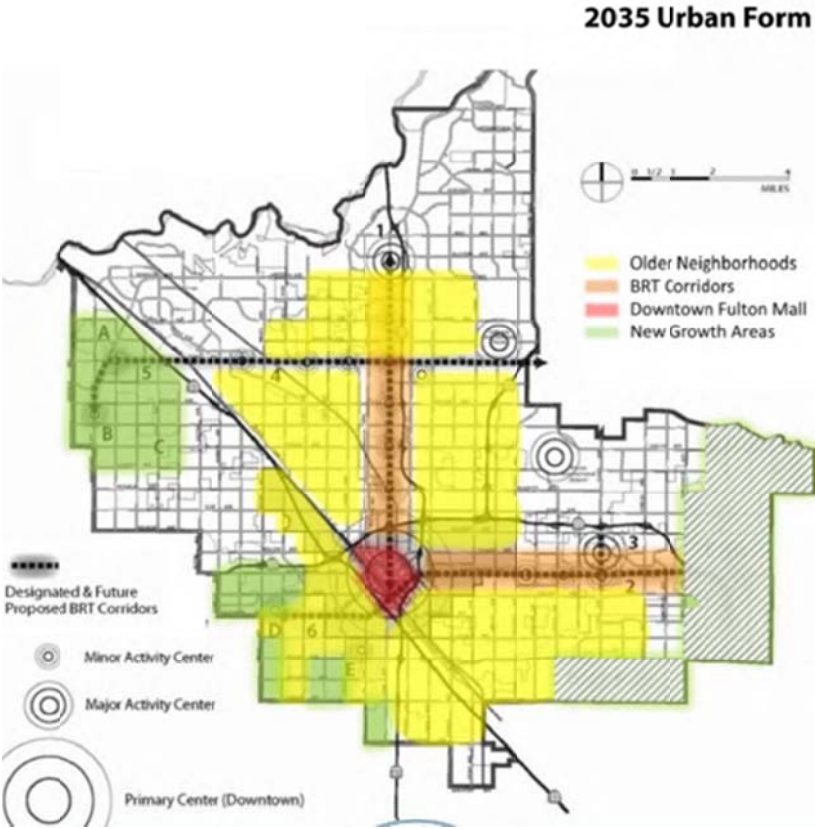
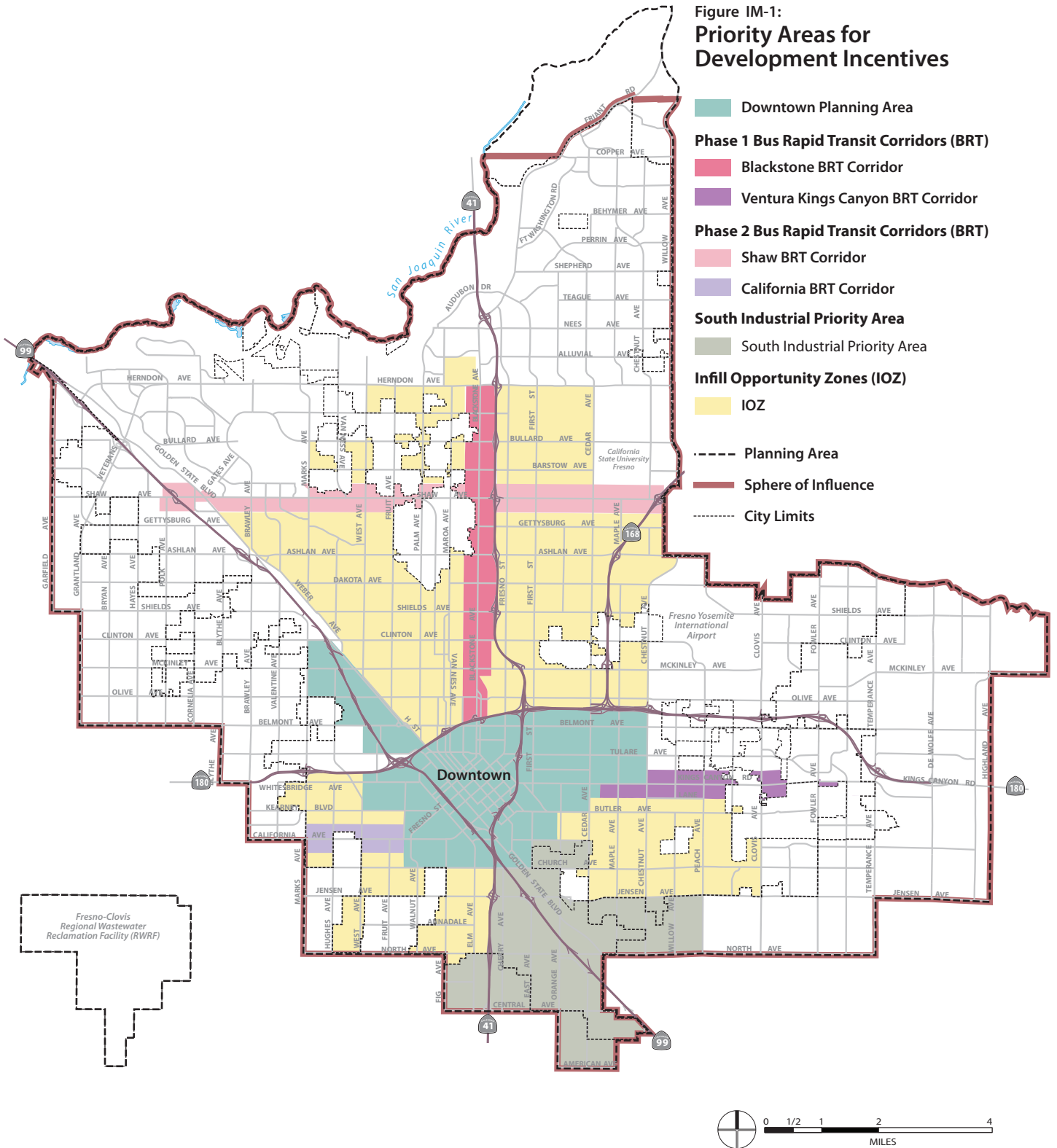


Figure 7-8: General Plan (2035) Vision



**Figure IM-1:
Priority Areas for
Development Incentives**



Source: City of Fresno, 2014.

Urban Form

Key themes of the General Plan include the strengthening of existing centers of activity and commercial corridors in the city, as well as expansion of the city's industrial capacity, retail base, and new residential neighborhoods. Elements of the General Plan vision include the following:

1. Balance development investment in established neighborhood and new growth areas.
2. Phasing of new growth through the use of two priority levels of growth areas to first direct new growth to the desired locations.
3. Development of a successful and competitive Downtown.
4. Directed development along the bus rapid transit corridors.
5. Incentives to direct growth to the Infill Opportunity Zone, which primarily consists of the older neighborhoods.
6. Strategic opportunities to promote growth in employment centers.
7. Improvements to the parks and open space lands to ensure an equal distribution of park facilities around the City and adequate ratio of park facilities to the population served.

The City seeks to prevent an overextension of its developable area and manage land use impacts on municipal revenues more effectively. The historic pattern of relatively low-density residential developments on the urban fringe that require annexation has proven to be expensive for the City to serve with both physical infrastructure (roads, water, and sewer) and public services (fire and police). In addition, because of tax-sharing arrangements with the County of Fresno, these annexed areas contribute significantly less revenue to the City's general fund than land developed within the city limits. Meanwhile, Fresno has vacant and undervalued parcels located in its urban core, particularly along key transit corridors. In established neighborhoods, infrastructure and services are already provided, and tax benefits are much greater for the City than those generated by newly annexed land. Ultimately, the amount of land available to the City for future growth is finite, as further expansion of the City's SOI is blocked in certain directions by the Madera/Fresno county line and the City of Clovis, is contingent on County of Fresno plans, and may consume valuable farmland. Infill development is also important to other aims of the *General Plan*, including ensuring that the cost of doing business goes down, revenues are maximized, and scarce financial resources are used efficiently.

The City's Urban Use and Land Use Element of the *General Plan* outlines 25 urban form and land use objectives, which are implemented by several specific supporting policies. These draft policies are designed to direct growth, to the extent possible, towards infill and revitalization.

UF-1: Emphasize the opportunity for a diversity of districts, neighborhoods, and housing types.

UF-2: Enhance the unique sense of character and identity of the different subareas of the Downtown neighborhoods.

UF-3: Revitalize the Downtown to be the economic and cultural heart of Fresno and the region.

UF-4: Support and encourage arts and culture in the Downtown neighborhoods.

UF-5: Promote a greater concentration of buildings and people in the Downtown.

UF-6: Support new development in the Downtown through investment in public infrastructure.

UF-7: Promote a diverse mix of uses in the Downtown in order to create a community with a 24 hour entertainment district.

UF-8: Develop each of Downtown's neighborhoods and districts, according to its unique character.

UF-9: Capitalize on the High Speed Train system to help revitalize the Downtown neighborhoods.

UF-10: Calibrate parking according to the Downtown's parking needs and make it efficient and easy to find.

UF-11: Revitalize the Fulton Corridor consistent with the reconstruction project.

UF-12: Locate roughly one-half of future residential development in infill areas—defined as being within the City on December 31, 2012— including the Downtown core area and surrounding neighborhoods, mixed-use centers and transit-oriented development along major BRT corridors, and other non-corridor infill areas, and vacant land.

UF-13: Locate roughly one-half of future residential development in the Growth Areas—defined as unincorporated land as of December 31, 2012 SOI—which are to be developed with Complete Neighborhoods that include housing, services, and recreation; mixed-use centers; or along future BRT corridors.

UF-14: Create an urban form that facilitates multi-modal connectivity.

LU-1: Establish a comprehensive citywide land use planning strategy to meet economic development objectives, achieve efficient and equitable use of resources and infrastructure, and create an attractive living environment.

LU-2: Plan for infill development that includes a range of housing types, building forms, and land uses to meet the needs of both current and future residents.

LU-3: Support the successful fulfillment of plans when adopted for the Downtown Planning Area.

LU-4: Enhance existing residential neighborhoods through regulations, code enforcement, and compatible infill development.

LU-5: Plan for a diverse housing stock that will support balanced urban growth, and make efficient use of resources and public facilities.

LU-6: Retain and enhance existing commercial areas to strengthen Fresno's economic base and site new office, retail, and lodging use districts to serve neighborhoods and regional visitors.

LU-7: Plan and support industrial development to promote job growth.

LU-8: Provide for the development of civic and institutional land uses to meet the educational, medical, social, economic, cultural, and religious needs of the community.

LU-9: Plan land uses, design, and development intensities to supplement and support, and not compete with, the Downtown.

LU-10: Promote regional cooperation and coordination on land use and planning issues among local jurisdictions.

LU-11: Encourage coordination with adjacent jurisdictions in providing public services, infrastructure and cooperative economic development.

Agricultural Policies

Direct and indirect employment in production agriculture and finished food products remains the economic base of the San Joaquin Valley—the most productive food and beverage producing region in the country and a critical area for the nation and world’s food supply. Fresno County is at the heart of the Valley and still sees a significant number of its jobs in the agricultural sector.

The conversion of farmland to urban uses is not the only threat to agriculture. When “leapfrog” development (development that is not contiguous to the existing urbanized area) occurs in the midst of agriculture uses, optimal crop production is precluded due to urban/agriculture conflicts.

Policies in the *General Plan* were designed to preserve farmland by incentivizing new development within and adjacent to already-urbanized land, only extending public utilities to new development that adheres to the Plan, and not expanding the City’s SOI. Additional objectives and policies in this element address the broader planning issues of farmland preservation.

General Plan Objective RC-9 is to preserve agricultural lands outside of the area planned for urbanization under the *General Plan*. Implementing policies of this objective include the following:

RC-9-a Regional Cooperation. Work to establish a cooperative research and planning program with the Counties of Fresno and Madera, City of Clovis, and other public agencies to conserve agricultural land resources.

RC-9-b Unincorporated Land in the Planning Area. Express opposition to residential and commercial development proposals in unincorporated areas within or adjacent to the Planning Area when these proposals would do any of the following:

- Make it difficult or infeasible to implement the *General Plan*;
- Contribute to the premature conversion of agricultural, open space, or grazing lands; or
- Constitute a detriment to the management of resources and/or facilities important to the region (such as air quality, water quantity and quality, traffic circulation, and riparian habitat).

RC-9-c Farmland Preservation Program. In coordination with regional partners or independently, establish a Farmland Preservation Program. When Prime Farmland,

Unique Farmland, or Farmland of State Importance is converted to urban uses, this program would require that the developer of such a project permanently protect an equal amount of similar farmland elsewhere through easement.

Annexation Policies

Fresno LAFCo adopted a policy encouraging annexation of unincorporated islands within city limits and requiring cities in Fresno County to develop plans to annex these areas. In contrast to the City's Urban Unification Team that existed in the 1980s and 1990s to process annexation applications that reduced the City's many unincorporated islands, the City of Fresno does not have a program in place to actively annex these islands.

The City has determined that it is fiscally unsustainable to annex land without first conducting appropriate fiscal analysis. All annexations will be initiated by the City and will require supporting financial mechanisms to pay for ongoing maintenance of new infrastructure.

The City intends to adopt a method to ensure strategic sequencing of development, in order to promote infill development within city limits. City annexations will comply with the City-County Memorandum of Understanding. The City plans to use strategic phasing to achieve the overall goals of the plan, as opposed to annual limits of some sort that place unrealistic controls on the local market.

At present, the City's policies regarding timing and standards for annexation are limited to the following:

LU-1-e Annexation Requirements. Adopt implementing policies and requirements that achieve annexations to the City that conform to the *General Plan* Land Use Designations and open space and park system, and are revenue neutral and cover all costs for public infrastructure, public facilities, and public services on an ongoing basis consistent with the requirements of ED-5-b.

Regional Planning

Fresno is part of an eight-county region, each with its own Metropolitan Planning Organization. Collectively, they have approved the *San Joaquin Valley Blueprint* along with the smart growth principles listed below, which have been integrated into the *General Plan*.

1. Create a range of housing opportunities and choices;
2. Create walkable neighborhoods;
3. Encourage community and stakeholder collaboration;
4. Foster distinctive, attractive communities with a strong sense of place;
5. Make development decisions predictable, fair, and cost-effective;
6. Mix land uses;
7. Preserve open space, farmland, natural beauty, and critical environmental areas;
8. Provide a variety of transportation choices;
9. Strengthen and direct development towards existing communities;

10. Take advantage of compact building design;
11. Enhance the economic vitality of the region; and
12. Support actions that encourage environmental resource management.

The City of Fresno has partnered with 13 of the other 15 federally-defined Urbanized Areas in the San Joaquin Valley as part of the Smart Valley Places network, to plan and implement smart growth, livability, and sustainability through revised land use and transportation systems in the respective cities within all the Urbanized Areas in the eight-county Valley region. The City of Fresno also seeks to develop a regional cooperative planning and development strategy with all the city, county, and special district jurisdictions in Fresno, Madera, Tulare, and Kings counties in order to better achieve increased air quality, lower greenhouse gas emissions, farmland preservation, water and energy conservation, increased regional transportation infrastructure and economic development, and sustainable fiscal resource and mutual quality-of-life goals in the region.

Neighboring Agencies

The City of Fresno is immediately adjacent to the City of Clovis to the east. Given the proximity of the two cities, the two agencies must work cooperatively more effectively plan for growth and mutual service needs. The City has adopted several policies in its *General Plan* to ensure coordinated development of certain infrastructure common between the City of Fresno and the City of Clovis, such as the path and trail system, transportation needs, and wastewater collection infrastructure, as well as regional planning for issues of mutual interest, such as resource conservation.

The cities of Fresno and Sanger (southeast of Fresno), at their closest points are approximately four miles apart and their respective SOIs are approximately 2.25 miles apart. The cities of Fresno and Fowler (south of Fresno), at their closest points are approximately 3.5 miles apart and their respective SOIs are approximately 0.85 miles apart along the SR 99 corridor. The *2007 Municipal Service Review* recommended that Fresno, Fowler and Sanger establish greenbelt buffers between Fresno and Sanger and Fresno and Fowler to maintain each of the cities' respective identities and to avoid the appearance of urban sprawl. The suggested greenbelt areas have not been established to date.

While the City has made efforts to meet with the City of Clovis regarding planning in areas of mutual interest, and has made plans to continue this practice, there is still opportunity for enhanced regional planning on the part of the City with the City of Clovis, Fresno County, Madera County, and other neighboring cities, as well as greater collaboration with LAFCo. The City has adopted the following policies in its *General Plan* to promote regional planning efforts.

- ❖ LU-10 Promote regional cooperation and coordination on land use and planning issues among local jurisdictions.
- ❖ LU-10-a Regional Land Use and Transportation Planning Program. Continue participation efforts in a coordinated Regional Land Use and Transportation Planning Program with the City of Clovis, Fresno and Madera counties, and other cities in the region.

- ❖ LU-11 Encourage coordination with adjacent jurisdictions in providing public services, infrastructure and cooperative economic development.
- ❖ LU-11-a Regional Programs. Coordinate with the County of Fresno, County of Madera, the City of Clovis and other cities or special districts to:
 - Promote resource management programs to avoid overlap and duplication of effort;
 - Promote the development of a regional justice system program to meet future needs of the justice system, both adult and juvenile, including the judicial system and law enforcement;
 - Promote the development of a regional public health program to meet future needs including community, environmental and mental health services; and
 - Promote the development of a regional program to meet future library, recreational and social service needs of the region.

Southeast Development Area

The original Southeast Growth Area Specific Plan, or SEGA, contains approximately 9,000 acres and was formally designated as a Growth Area in the *2025 Fresno General Plan*. While originally called SEGA, this area is now referred to by the City as the Southeast Development Area (SEDA).

In 2006, the Fresno Local Agency Formation Commission (LAFCo) amended the Fresno SOI to include the SEGA territory, with a number of conditions to be completed before any annexations of land to the City could be approved, consisting of the following:

- ❖ Prepare and adopt a Community or Specific Plan for the Southeast Growth Area, including the preparation, public review, and certification of environmental documents and findings pursuant to CEQA. This plan shall include, but not be limited to, policies to address the requirements of §56426.5 of the California Government Code for lands subject to Williamson Act contracts.
- ❖ Prepare and adopt a Master Service Delivery Plan for the Southeast Growth Area.
- ❖ Prepare, adopt and begin to implement a program for annexing the designated open space areas in the approach corridor of the Fresno Air Terminal (areas designated with an "R" on the *2025 General Plan* map), and for rural residential neighborhoods within the City's existing Sphere of Influence in the vicinity of the Southeast Growth Area. This program shall provide for logical and reasonable development, discourage urban sprawl, preserve open-space and prime agricultural lands, efficiently provide for government services, and encourage orderly development.

In addition to the LAFCo requirements outlined in the resolution approving the SOI amendment, the City must also meet conditions identified in a Memorandum of Understanding (MOU) with the County prior to developing the area. The City has met all the conditions identified in Article VI of the MOU with the exception of the preparation and approval of Southeast Industrial Growth Area Business Park Specific Plan and attainment

of 60 percent residential development buildout in Roosevelt, McLane, Central, Edison, Fresno High, and West community plan areas.³³ The MOU expires on December 31, 2017.

The City started the process of preparing a specific plan for SEGA, but due to delays the planning for SEGA was rolled into the City's *General Plan*, and specific plan-level environmental analysis was not performed in favor of general plan-level EIR. The planning concepts for SEGA were used to guide the broad policy planning for SEDA.

Specific plan-level analysis of urban land uses, circulation, intensities, and urban design for SEDA will be necessary to achieve SEDA's policy objectives to preserve land and protect the surrounding agriculture and rural areas. The development area also has an eastern border designated as a permanent buffer, which was envisioned to separate and preserve long-term agriculture to the east.

In SEDA, each of the three subareas was proposed to be developed with a master plan, and potentially, property owner agreements to achieve the scale and intensity required to support independent district-type financing structures for necessary public infrastructure, and ongoing maintenance and public service costs. The *General Plan* Development Areas generally follow SEGA subarea descriptions. These areas will require additional planning in conformance with the LAFCo annexation requirements and the City-County MOU for development of this area.

According to the City's *General Plan*, land within the SEDA boundary will require master public facility plans for areas that are designed for annexation and development approvals of a sufficient scale and intensity to make these areas capable of providing complete and independent financing districts for all public facilities, including on-going operations and maintenance, and needed public services.

Before The Fresno Metropolitan Flood Control District (FMFCD) is responsible for flood control and storm water planning and management. The District encompasses almost the entirety of the Fresno-Clovis Metropolitan Area, with the exception of 6.5 square miles of SEDA, which has yet to be annexed to the District. As land in SEDA is annexed, FMFCD will develop and implement its storm water master plan for SEDA.

Portions of SEDA are anticipated by the *General Plan* to develop by 2035, with full General Plan buildout not occurring until 2050 or beyond. The *General Plan* policies specific to SEDA are broad in nature and appear to defer policy development to such time as a specific plan for SEDA is developed. Policies that are applicable to SEDA include the following:

- ❖ UF-13: Locate roughly one-half of future residential development in the Growth Areas—defined as unincorporated land as of December 31, 2012 SOI—which are to be developed with Complete Neighborhoods that include housing services, and recreation; mixed use centers; or along future BRT corridors.
- ❖ UF-13-a: Future Planning to Require Design Principles. Require future planning, such as specific plans, neighborhood plans or concept plans, for development areas

³³LAFCo Resolution USOI-144.

and BRT corridors designated by the General Plan to include design principles and standards consistent with the Urban Form, Land Use, and Design Element.

Overall, the policy guidance in the *General Plan* that describes how SEDA fits into the City's growth strategy is broad in nature. Fresno LAFCo's SEGA SOI conditions complement this scope and require, among other things, that specific planning, service delivery, and environmental assessment must be complete before any annexation can occur in this area.

However, recent action by the City, County, and LAFCo in support of a 20-acre annexation east of Locan Avenue and south of Gould Canal in SEDA may indicate changing market pressure to begin developing portions of SEDA in the absence of the clear and consistent development policy that was expected to be created through the specific planning process for SEDA.

Sphere of Influence

As specified by Policy LU-1-g in the *General Plan*, the City is not interested in further expanding its SOI at this time. The *General Plan* promotes the principle that the SOI not be expanded for residential or retail commercial uses before the City achieves buildout of the SOI planning boundary existing on December 31, 2012. The residential densities and non-residential intensities set by the *General Plan* are expected to allow all projected population and job growth through 2035 and beyond to be accommodated within the current SOI. The one exception to SOI expansion is to allow for the siting of a maintenance yard proximate to and south of the SOI boundary associated with the California High Speed Rail project.

Separately, the developer of the Copper River Ranch has submitted a pre-application proposal to LAFCo to amend the City's SOI by including land owned by the County of Fresno and annexing said territory to the City of Fresno. The parcels total 37 acres and are located on the west side of Friant Road at its intersection with Copper Avenue. The territory is designated open space in the County and will remain open space area in the City that includes parks and trails.

8. AIRPORT SERVICES

SERVICE OVERVIEW

The Airports Department is charged with the funding, financing, planning, development, management, promotion, maintenance and operation of two airports owned by the City. There are no unserved areas within the City's bounds; services are provided to both city residents and customers outside of the incorporated boundaries, including State, national and international travelers and airlines.

Fresno Yosemite International Airport

Fresno Yosemite International Airport (FAT) is San Joaquin Valley's primary airport for commercial passenger and cargo service. It is classified by the FAA as a Small Hub Airport. FAT has nearly 80 domestic and international arrivals and departures daily. In addition, charter flights and rentals are available.

FAT is a joint civilian-military public airport in eastern Fresno. The airfield, initially only used for military aircraft and known as Hammer Field, opened in 1942. In 1947, the airport added commercial traffic prompting the name change to Fresno Air Terminal. A new airport terminal was built in 1962 and the airport's name was changed to Fresno Yosemite International Airport in 1995 to bring recognition to the area's national parks and help promote eventual international flights. The official Federal Aviation Administration (FAA) identifier has remained FAT. FAT is within 60 miles of Yosemite National Park, as well as Kings Canyon and Sequoia National Parks. While FAT is the closest airfield to the parks with scheduled commercial air service, it was reported that about 50 percent of the airport's traffic was business-related.

The 144th Fighter Wing of the California Air National Guard is based at FAT, which supports the west coast air superiority mission. In addition, the Army National Guard maintains an aviation classification repair activity depot (AVCRAD) at FAT. The mission of this unit is to perform high-level maintenance and repair on Army aircraft. Its jurisdiction covers a 15-state region in the western United States. The U.S. Forest Service operates an air attack base at the airport for fighting forest fires with aerial tankers.

Additional services available at the airport through tenant service providers include airfreight, avionics, cargo handling, charter flights, flight instruction, aircraft rental, aircraft sales, corporate and general aviation aircraft management and servicing, and the aviation bases of City, County and State law enforcement agencies.

FAT Financing

Fresno Yosemite International's primary funding sources for operating are comprised of rents and both fixed and variable user fees and concession fees.

Airline revenue represents around 25 percent of FAT's total income and includes landing fees and terminal rents. The balance of revenue comes from non-airline sources such as parking fees, rental car concession fees, food, beverage and retail concession agreements, and aeronautical and non-aeronautical land leases. The airline/non-airline

revenue ratio is healthy for a small hub airport as it helps insulate the airport from shifting service priorities by the airlines and economic downturns.

The airport has been able to steadily grow its reserve fund over the last three years. At the end of FY 2015 the reserve fund has a balance of \$15 million, or about equal to one year of operating expenses. FAT is continuing to seek ways to grow its reserve fund because Bond rating agencies have advised that at least 500 days of operating cash on hand is necessary for favorable ratings results.

Additional examples of revenue sources include concessions such as terminal gift and news shops, food and beverage sales, advertising sales, and ground and hangar leases like the U.S. Forest Service and SkyWest's maintenance base. The California Air National Guard's 144th Fighter Wing, while not paying rent, does provide some financial support for a portion of its wear and tear on the airfield facilities.

FAT has approximately \$50.3 million in outstanding debt and completed refinancing its 2000 Bonds in 2013. The refinancing succeeded in reducing annual debt service payments \$200,000 (cash basis) over the remaining 17-year life of the bonds.

Demand

The number of passengers utilizing FAT has increased steadily since 2010. Passengers using FAT during 2014 totaled a record 1,443,026, a 2.8 percent increase over the previous calendar year's total of 1,401,582 passengers. The City believes that growth has been attributed to the increased level of air service being provided out of FAT. The airlines have been increasing available seats, including an industry transition from 30-seat turbo prop aircraft to larger all-jet service on LAX and SFO routes, an upgauging from 50-seat regional jets to 70- and 90- seat regional jets, and an added daily flight by Alaska Airlines to Seattle. The increased level of demand is also attributed to an improving economy.

FAT's international traffic to/from Mexico has steadily increased since its inception in 2006. In 2014, 147,704 passengers traveled to/from Guadalajara and ridership through the first half of 2015 is 6% above the same period in 2014.

Overall, the airport's management anticipates that the passenger count will grow as airlines continue to evaluate their broader service strategy on a national and international level.

Currently, there are 174 aircraft based at FAT, with 81 single-engine airplanes, 37 multi-engine airplanes, eight jet airplanes, 22 helicopters, and 26 military aircraft. Aircraft operations averaged 371 departures a day for a 12-month period ending in February 2012 and consisted of 40 percent of transient general aviation, 27 percent local general aviation, 19 percent air taxi, eight percent commercial aviation, and seven percent military aviation.

Fresno Chandler Executive Airport

Fresno Chandler Executive Airport (FCH) is a general aviation airport located two miles west of downtown Fresno. FCH was first dedicated for public use as an airfield in November 1929, and is located on a one hundred-acre site donated to the City of Fresno by Senator and Mrs. Wilber F. Chandler. Even prior to 1929, the Chandler property was used informally as an airfield. Following World War I there were no real facilities for aviation in

the Fresno area so the Chandlers allowed pilots to take off and land in their fields once the crops were harvested.

In 1947, various commercial airlines announced that they would no longer allow their airliners to use the field, as it was deemed too small and too inadequate for newer commercial aircraft. Therefore, in 1947 the Fresno Air Terminal (now FAT) became the new municipal airport.

A portion of Fresno Chandler Executive Airport is designated as a historic district on the Fresno Local Register of Historic Resources.³⁴ The airport campus includes buildings of three distinct architectural styles—Art Deco, Streamline Moderne and Spanish Revival.

Fresno Chandler Executive airport is currently supported by FAT with an inter-fund transfer to break even. In FY 2016, FAT's contribution to FCH is projected to be \$159,600, providing FCH with total appropriations of \$553,800.

FCH operations are funded by rental revenues and fuel flowage fees. Constituting the primary revenue source for FCH, the airport leases 12 commercial hangars, 86 monthly rentals of individual hangars, and ground leases an additional 81 hangars. There are 17 businesses and five not-for-profit organizations currently based on the airport. During the 2015 fiscal year, five of these companies signed multi-year lease extensions.

Demand

There are 197 aircraft located on the FCH field. The T-hangar occupancy is currently at 100 percent with a waiting list that averages about one year. According to the FAA Airport Master Records and Reports, aircraft operations averaged 72 departures per day during a 12-month period ending in March 2014, which consisted of 76 percent local general aviation flights and 24 percent transient general aviation flights.

STAFFING

The Director of Aviation is in charge of the Airports Department and reports to the City Manager. The Airports Department is broken down into multiple divisions, including Administration, Finance and Information Technology, Properties, Public Safety, Operations, and Capital Development.

In late FY 2014/early FY 2015, the Department successfully transitioned the airport public safety officers from a contract model with Fresno Police Department back to their own POST-certified law enforcement agency. This change is consistent with how airport public safety functions are managed at airports throughout the country. Staffing of FAT's Aircraft Rescue and Fire Fighting function, commonly referred to ARFF, is provided under a contract with the Fresno Fire Department.

In FY 2016, the Airport Department has a total of 87.0 authorized full-time equivalent (FTE) positions, of which 10.2 are sworn safety positions and 76.8 are civilian.

³⁴The City (DARM) maintains a Local Register of Historic Resources, which includes buildings, structures, objects, sites and districts that have sufficient integrity and are significant in Fresno's history. As of January 2014, there are 271 individual properties on the Register.

FACILITIES AND CAPACITY

Fresno Yosemite International Airport

The airport covers 1,700 acres and has two runways, with a passenger capacity of about two million travelers a year.

The principal runway (11L-29R) is 9,539 feet long and 150 feet wide. A parallel runway (11R-29L) is 8,008 feet long and 150 feet wide. Both runways are asphalt paved and are considered to be in good condition by the FAA. The elevation of the airport is 336 feet above mean sea level (MSL).

Aircraft storage available at the airport includes tie downs and 33 civilian hangars. The oldest facility on the FAT airfield is the P-3 Hangar, which was originally constructed during World War II. The hangar is currently leased to one of the airlines servicing the Fresno market, which uses it as a regional repair facility for its aircraft.

For commercial passengers driving to the airport, FAT offers three parking lots—a short-term lot, a long-term parking area, and a cell phone lot. Wi-Fi access is available throughout airport. Flight information displays are available throughout the terminal, concourse and baggage claim buildings.

FAT houses a 2.4-megawatt solar power system, which was completed in March 2008. The airport purchases solar-generated electricity from the system, which is owned, operated, and maintained by Solar Power Partners and its investors. The solar electricity system was financed through a solar power purchase agreement, which required no capital outlay from the airport. The system runs automatically, providing electricity directly to the airport. If the airport ever needs less power than the system produces, the excess is sent to the local utility company, which credits the airport against future purchases. The solar power system now provides 74 percent of the annual electrical power required by the facility. It is estimated that the solar power system will save FAT about \$19 million in electricity purchases over the next 25 years.

The California Air National Guard (CANG) occupies a 58-acre area in the southeast portion of the FAT property. A helicopter repair and maintenance unit of the Army National Guard, the California Division of Forestry, and a number of corporate aviation businesses occupy facilities north of the runways.

Overall, FATs and FCHs facilities are sufficient to meet the demand of Fresno and the surrounding seven County Region into the foreseeable future. The airport is planning on embarking on an airport master plan update in FY 2017, to update the 2005 master plan. This effort will look at how the airport can best accommodate long term growth in the Central Valley of California coupled with aviation industry trends.

Fresno Chandler Executive Airport

FCH covers 200 acres and has one asphalt runway that is 3,626 feet by 75 feet and considered to be in good condition by the FAA. FCH encompasses five buildings, four of which were constructed in 1936-1937 as part of the Works Progress Administration Project #2236. The fifth building, which houses the Fresno Airports Company, was

constructed in 1955. The airport campus also includes landscaping, several Beaux Arts-style lampposts and surface parking. Aircraft parking includes tie-downs and hangars.

INFRASTRUCTURE NEEDS

The Airport Department's FY 2016 capital program totals \$15.6 million.

Fresno Yosemite International Airport

As part of the FAA's nationwide implementation of the congressionally mandated Runway Safety Area Program, FAT was directed to modify its primary runway's (29R/11L) safety areas, which are clear zones located at the ends of the runway. In order to bring FAT's runway safety areas into compliance, the areas needed to be remodeled and extended. Work on runway safety area compliance, repaving, and extending the runways was completed in FY 2014. The cost for design and construction associated with this project was approximately \$39 million. A majority of the funding for this project was provided by federal grants from the FAA and the U.S. Department of Transportation, with the remaining five to 10 percent coming from a combination of Measure C (Fresno County's half-cent transportation sales tax) and airport revenues.

Under federal law, the airport undertook a long-term program of providing mitigation of aircraft noise impacting private residences (not including apartment buildings), schools, and certain businesses within the airport's noise contour. To determine the noise contour, a study is conducted, which measures the sound level around the airport and defines a "contour" of decibel levels around the airport that are directly attributable to aircraft noise. If a residence or a school experiences decibel levels of 65 or greater due to aircraft noise, they are eligible to receive sound proofing measures. The Department has been soundproofing homes and schools, and in those cases where soundproofing measures are not sufficient to reduce the sound below the 65 decibel level, purchasing and demolishing the homes, for about 25 years. The Department appropriated approximately \$4.6 million in the FY 2014 budget to continue these efforts. A majority of the funding for this project is provided by the federal government, with the remaining 10 percent coming from Measure C revenue. There will be no ongoing expense to the Department from this project.

Another identified infrastructure need is the "apron," which is the concrete and asphalt areas that surrounds FAT's terminal and concourse. Aircraft are parked on the apron when passengers enplane and deplane. Because of the heavy aircraft weight that is displaced on the ramp for a period of time, in addition to the higher level of usage the ramp receives, it tends to wear down faster than runway or taxiway areas. Such is the case with both the west-side and east-side of FAT's terminal facility, which has deteriorated in the past few years having been exposed to both heavier aircraft and a greater number of aircraft. The east-side apron was reconstructed early FY 2013. The west-side ramp will be reconstructed in FY 2016 at a cost of \$11.0 million. A majority of the funding for this project was provided by the federal government, with the remaining 10 percent coming from Measure C revenue.

The California Air National Guard's presence at FAT results in the necessity of some safety and security features specific to military operations. One of those features is arresting cables stretched across the runway that "catches" military aircraft that are having

difficulty stopping due to mechanical failure. The cables are raised and lowered into the runway so that it does not disrupt the departure and arrival of civilian aircraft. FAT's primary runway already had an arresting cable installed at one end of the runway. With the runway safety area work previously mentioned, an additional arresting cable unit was installed at the other end of the primary runway. The Department appropriated approximately \$2.9 million in the FY 2014 budget to install the new arresting cable unit, and that work is now complete.

The Department also budgets funds (grant funds and Airport Department funds) for various smaller repair and enhancement projects that are to be completed during the next five years.

Fresno Chandler Executive Airport

The Department designated \$0.7 million in its FY 2016 budget for the rehabilitation of the taxi lanes around the City-owned hangars and other smaller projects at Fresno Chandler Executive Airport. These taxi lanes provide safe access between the hangars and the airfield, meeting all FAA design standards. The project, which is federally funded, includes demolition, repaving, and repainting of the taxi lanes.

Other planned Capital work include a federally funded project to replace the tower beacon, removal of the shuttered control tower, installation of various infrastructure enhancements, and rehabilitation of facilities for ADA purposes.

CHALLENGES

Like most departments in the City, the Airports Department experiences financing challenges. However, it has succeeded in cutting costs, increasing operating efficiencies, and increasing revenues. While the Department's primary mission is to facilitate commercial air service, the majority of its revenue is derived from non-airline services to air passengers. These revenues have helped keep the costs to airlines operating at FAT below levels at other airports. Over the last decade, the Department has also found ways to cut and control costs, in particular with Capital funding strategies, Bond refinancing, public safety transition back to FAT, and negotiating new concession and lease agreements as opportunities arise.

One major financial challenge is the lack of a Port of Entry designation by Customs and Border Protection (CBP), which means FAT pays for CBP staffing costs even though CBP still collects the same passenger arrival fees as with other international gateways. FAT is one of just two airports in the United States with regularly scheduled international air service that has this challenge. Efforts to overcome this challenge by receiving designation as a Port of Entry are ongoing.

FAT is a noise-sensitive airport, and noise abatement procedures are in effect. The airport prohibits flight training activities Monday through Saturday from 10 p.m. till 7 a.m. and on Sunday from 6 p.m. till 10 a.m.

Finally, FAT has submitted and received FAA approval to implement its Wildlife Management Plan. This plan establishes protocols, practices and procedures to address wildlife hazards to aircraft on and near FAT for the enhancement of safety.

SERVICE ADEQUACY

This section reviews indicators of service adequacy, including facility condition, FAA violations, and aircraft accidents that occurred due to human error, airport infrastructure malfunction or airport hazards.

FAT was last inspected on June 26, 2015 by the FAA, and FCH was last inspected by Caltrans Division of Aeronautics on June 30, 2015. Overall, both airports were found to be in safe operating condition. It was requested that FAT remove two airfield signs that the FAA previously had approved. The signs have since been removed. At FCH, Caltrans recommended that runway end lighting be reconfigured. The airport is working with the FAA on this project.

According to the FAA reports, the condition of the runways at both of the airports is good. Markings on FAT and FCH runways are considered to be in good condition.

There have been eight accidents at FAT since the beginning of its operation, four of which were classified as nonfatal and the remainder as incidents. One person sustained minor injuries. Five of the accidents were attributed to aircraft malfunction, two to pilot error, and one to airport tower controller's error.³⁵

There have been 20 accidents at FCH since the beginning of its operation, two of which were classified as fatal, 17 as nonfatal, and one as an incident. There were three fatalities, four serious injuries, and six minor injuries. Sixteen of the accidents occurred due to pilot error, three due to aircraft malfunction, and one for a yet undetermined reason.³⁶

Out of the 28 accidents that took place at both airports, one occurred due to FAA staff error and none due to airport infrastructure malfunction or airport hazards. The incident involving airport tower controller error occurred in 2009. The near collision that involved three aircraft and 52 people (all uninjured) occurred due to the tower controller's failure to ensure the runway was clear before allowing one of the airplanes to land.

³⁵ National Transportation Safety Board, *Accident Database*.

³⁶Ibid.

9. FRESNO CONVENTION & ENTERTAINMENT CENTER SERVICES

SERVICE OVERVIEW

The City of Fresno owns and subsidizes the Fresno Convention & Entertainment Center Complex located in downtown Fresno. The complex spans over five city blocks and consists of four separate facilities and a parking structure. The facilities are used for a variety of events including concerts, weddings, large conventions, Broadway shows, professional sports, and community events.

STAFFING

The City managed the Fresno Convention & Entertainment Center operations from its inception in 1966 through 2003. In 2004, the operations and management of the Fresno Convention & Entertainment Center were outsourced to SMG. The contract was a three-year agreement with an option for a two-year extension exercised by the City. The Council approved a new contract with a 10-year extension for the period from January 1, 2009 through June 30, 2019. A new management agreement between the City and SMG has been negotiated, effective January 1, 2014, with a five-year term. On February 1, 2004 SMG hired Fresno Convention Visitors Bureau (FCVB)³⁷ as a subcontractor to assist SMG promote, solicit and advertise all events at the Fresno Convention & Entertainment Center Complex and provide opportunities for local businesses to be associated with Fresno Convention & Entertainment Center activities. The term of the subcontract was coterminous with SMG's management contract with the City. In 2008, with the approval of the City Manager, SMG relinquished oversight of FCVB. Oversight and management was returned to the FCVB Board of Directors at that time. FCVB changed its name to Fresno Clovis Convention and Visitors Bureau (FCCVB) in 2011.

FCCVB is funded by a new one percent hotel tax collected by the local hoteliers and is used by the organization for its annual operational expenses. Annual funding amounts to approximately \$1 million per year.

The Fresno Convention & Entertainment Center complex general manager reports to both its employer (SMG) and the Fresno City Manager. As of December 31, 2013, SMG employs 20 full-time personnel directly involved in the management of the Fresno Convention & Entertainment Center Complex and approximately 200 part-time workers. The Assistant City Manager no longer sits on the Board of Directors of FCCVB. The City's Economic Development Coordinator now represents the City Manager's office and stands in for the Mayor's office on the FCCVB Board of Directors.

³⁷ The Convention Visitors Bureau is a California non-profit with an independent Board of Directors and staff.

FACILITIES AND CAPACITY

The Fresno Convention & Entertainment Center has three exhibit halls that can be used separately or combined into one large hall. The venue offers more than 66,000 square feet of flexible space and a full-service kitchen. The second floor features 20 meeting rooms, including an exhibitor lounge with skylight and an additional 16,000 square feet of space available in the first and second floor lobbies. The facility also houses the Center's administration and operation divisions.

The Saroyan Theatre, a 2,353-seat performing arts theatre, recently underwent an extensive renovation, including front-of-house enhancements to the main lobby and VIP lounge, as well as back-of-house upgrades with five dressing rooms and star rooms, chorus rooms, production offices, and a green room with built-in bar and leather furniture.

The Selland Arena was recently remodeled and outfitted with 7,000 new seats. The general admission floor accommodates more than 3,000 fans.

The Valdez Hall is a multi-purpose, 32,000 square-foot hall with an attached full-service kitchen, a built-in performance stage, and two green rooms. Valdez Hall was the City's original convention center.

All buildings are Americans with Disabilities Act (ADA) accessible. Assistive listening devices are available in the Saroyan Theatre for each show.

The Fresno Convention & Entertainment Center parking structure features five levels and 1,565 parking spaces. The facility was built in 2004 and supports the Federal Courthouse, the Saroyan Theater, Selland Arena, the Fresno Convention & Entertainment Center, and various downtown businesses in the area.

The FY 2013 budget for Fresno Convention & Entertainment Center operations included requests for capital improvements and repairs that exceeded \$7 million. Due to the overall financial condition of the City of Fresno, those requests have been deferred until a later date. The overall condition of the facilities is good, but the older facilities (Selland Arena, Valdez Hall and Saroyan Theater), due to their age, are becoming more costly to maintain each year.

INFRASTRUCTURE NEEDS

The Fresno Convention & Entertainment Center Complex has undergone several expansions and remodeling throughout the years. These capital projects have added a substantial debt burden on the City's General Fund. Originally the complex consisted of three separate buildings that were constructed under one roofline and were separated by 90-foot mall ways. The three buildings included the Saroyan Theatre, the Valdez Hall, and the Selland Arena. Selland Arena had an original seating capacity of 6,500, which was then expanded to 11,300 in 1981 in order to accommodate Fresno State basketball and other large events. Financing for the expansion was funded through the issuance of debt. In 1999, the City issued \$32.6 million in debt for the completion of the new 77,000 square foot Exhibit Hall. In 2004, the City issued approximately \$40 million in debt for the construction of the Fresno Convention & Entertainment Center parking garage directly behind the Saroyan Theater and other capital improvements.

Capital improvement plans for the Fresno Convention & Entertainment Center in 2014 include the wind-down of projects funded with previously issued bonds. Projects budgeted for FY 2014 consisted of minor capital repairs at the Selland Arena; in FY 15, approximately \$1 million in energy efficiency upgrades were made to lights and controllers. Additional capital improvements are planned in FY 16.

CHALLENGES

The Department reported the following significant challenges:

- ❖ The management fee has been reduced by \$50,000 under the terms of the new agreement dated January 1, 2014 and no longer includes automatic CPI adjustments. Annual increases in Fresno Convention & Entertainment Center event activity must be demonstrated in order for the annual management fee to be adjusted by any CPI increase. In recent years, even with the lower number of planned events, management fee increases were higher than in previous years when there were more event days.
- ❖ At present, FCCVB funding is assessed directly from member hotel/motel owners, and reportedly approximately \$100,000 from the City. Up until about 5 years ago, the City provided approximately \$600,000 to the FCCVB annually.
- ❖ The Fresno Convention & Entertainment Center Complex does not generate sufficient profit to fully finance operations. The City reported however, that Fresno Convention & Entertainment Center facilities generally do not generate profits, but act as economic generators for local business communities. The shortfall is subsidized by the City's General Fund. It is estimated that over the past 14 years, the total cost to the City General Fund, including debt service, has been over \$100 million.³⁸ For this reason, during the council budget hearings a motion was approved to hold Fresno Convention & Entertainment Center funding for FY 2014 in contingency except those operating expenses and debt service payments necessary to continue normal operations.

Over the course of the last two years, SMG has been working closely with the City Manager to develop various programs or solutions that focused on increasing revenues or reducing expenses. One of these solutions is a co-promotion strategy in which both the promoter and the FCEC share in the risk and reward of hosting various events. This strategy has been very effective in increasing the amount of revenue and the number of events being held at the facilities. In addition, the City is providing \$100,000 to the FCCVB to promote events and expand marketing efforts. Savings derived from various changes to operations and energy related improvements have resulted in a reduction in the City's annual subsidy as well as provided the resources needed to fund a Capital Improvement Reserve Fund.

³⁸ Councilmember Lee Brand, *Review and Evaluation of the Convention Center Complex (Supplemental Information Packet)*, July 22, 2013.

SERVICE ADEQUACY

Indicators of service adequacy discussed in this section include 1) ability to meet budget and performance benchmarks, 2) ability to meet net operating profit and loss benchmark, and 3) presence of a positive nexus between events and community economic activity.

The original contract between the City and SMG included budget net operating expense and revenue benchmarks, as well as benchmarks for the number of room nights and number of conventions brought to Fresno. A preliminary examination of budget benchmark data compared to actual budget data disclosed that SMG appeared to not be meeting the benchmarks established in the contract.³⁹

Under Section 10.2 of the new contract extension with SMG effective January 1, 2009, the City has a right to terminate the contract, if SMG is not meeting its net operating profit and loss benchmark. SMG has failed to meet the aforementioned benchmark in the past six years according to the investigation conducted by the Fresno City Council Finance and Audit Committee. The Committee's findings were presented to the City Council as an agenda item on October 23, 2013.⁴⁰ The City Council decided to renegotiate the contract with SMG to make substantive changes that would provide the City more control of Fresno Convention & Entertainment Center operations and a significant reduction in the net general fund subsidy. The new contract was approved in January 2014.

While it appears that SMG has not met its contractual benchmarks, the City of Fresno reported that the early management agreement allowed for City Manager-approved adjustments to the benchmarks based on decisions by the City that negatively impacted Fresno Convention & Entertainment Center revenue generation and/or caused increased and unbudgeted expenses. Consequently, according to the City, the contract benchmarks were met by SMG.

One indicator of service adequacy of the Fresno Convention & Entertainment Center is a positive nexus between planned events and community economic activity. The General Manger of the Fresno Convention & Entertainment Center emailed out a report to the Fresno city council members on June 3, 2013, in an effort to establish a nexus between the events held at facilities of the Fresno Convention & Entertainment Center and economic activity in the community. The report covers actual events that were booked between 2008 and 2012. The economic impact model used by SMG presumed that 75 percent of all transient occupancy taxes (TOT) generated citywide was a direct result of events booked at the Fresno Convention & Entertainment Center complex.⁴¹ Based on SMG's calculations, the report estimates that the Fresno Convention & Entertainment Center's operations between 2008 and 2012 have provided the local business community with approximately

³⁹ Councilmember Lee Brand, *Review and Evaluation of the Convention Center Complex (Supplemental Information Packet)*, July 22, 2013. Comparing Budget and Performance Contract Benchmarks with Actual Data:2004 to 2008.

⁴⁰Council Agenda Item, *Fresno City Council Finance and Audit Committee Findings Regarding the Future Management of the Convention Center*, October 23, 2013.

⁴¹ Fresno City Council Supplemental Information Packet, *Economic Impact in Community from Convention Center Events*, July 22, 2013, <http://www.fresno.gov/NR/rdonlyres/233E54CC-DAEF-4124-B5FF-7406FA8542BA/0/3a1suppl.pdf>

\$26,000,000 in economic impact through visitor spending, generated over 100,000 hotel room nights for the local hotel business community, and generated an estimated \$1.2 million in transient occupancy tax revenues.⁴²

⁴² Fresno City Council Supplemental Information Packet, *Economic Impact in Community from Convention Center Events*, July 22, 2013, <http://www.fresno.gov/NR/rdonlyres/7F12CEC5-7340-428F-9A7B-69F1E7CB97AF/0/3a2suppl.pdf>

10. FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

SERVICE OVERVIEW

Fresno Fire Department (FFD) was established in 1877 and is one of the oldest fire departments in the United States. FFD provides fire prevention, suppression and investigation services, airport fire and rescue, urban search and rescue, response to medical emergencies (EMS), and response to hazardous materials incidents. The FFD service area consists of more than 336 square miles and is comprised of the City of Fresno, and also includes extra-territorial services via contracts to provide services to two fire districts (Fig Garden Fire Protection District and North Central Fire Protection District), Fresno Yosemite International Airport, and surrounding areas through mutual aid and automatic aid requests. The region served by FFD (including the two contract districts) consists of 111 square miles within the City of Fresno, 0.69 square miles in Fig Garden Fire Protection District, 217 square miles in North Central Fire Protection District, and 7.3 square miles in the Fresno County contract area.⁴³ The Department's service area includes a population of approximately 525,000 residents and encompasses college/university campuses, an international airport, farm land, and rural communities.

As previously mentioned, FFD provides staffing and operational services to two fire protection districts, each under a 30-year agreement for services. The agreements include FFD services for fire protection, emergency medical, rescue, hazardous materials response, fire prevention and education, and maintenance of fire hydrants where they exist within the contract-area boundaries. Fig Garden Fire Protection District (FGFPD) entered into a contract with the City of Fresno on January 1, 2006, at a cost of \$980,000 annually.⁴⁴ FGFPD was originally formed in 1942 to serve the needs of a residential development known as the Forkner Tract. The District has one fire station (FFD Station 20), which houses a single fire engine. On July 1, 2007, FFD also began serving the North Central Fire Protection District (NCFPD) under contract at a cost of \$5.3 million annually, which improved daily staffing levels within the District and reduced redundant services.⁴⁵ NCFPD is located to the west of the City of Fresno and is immediately adjacent to the city boundaries. NCFPD facilities include three stations located in Kerman, Biola, and Fresno. District equipment includes one aerial ladder truck, three fire engines, and two water tenders. NCFPD currently has two employees with remaining staffing provided by FFD.

⁴³Denise Duffy & Associates, Inc., 2012; page 4.11-2.

⁴⁴City of Fresno, *City of Fresno Report to Council*, 2005. Retrieved February 27, 2014, from City of Fresno: <http://www.fresno.gov/NR/rdonlyres/85AC795B-C217-4192-A741-E5AEA1F1A9CE/0/FigGardenFireProtectionDistfireprotservices.pdf>

⁴⁵ Fresno LAFCo, Executive Officer's Report, 2007. Retrieved February 27, 2014, from Fresno LAFCo: <http://www.fresnolafo.org/documents/staff-reports/Approved%20MSR's/North%20Central%20Fire.pdf>

Figure 10-1: Fig Garden Fire Protection District

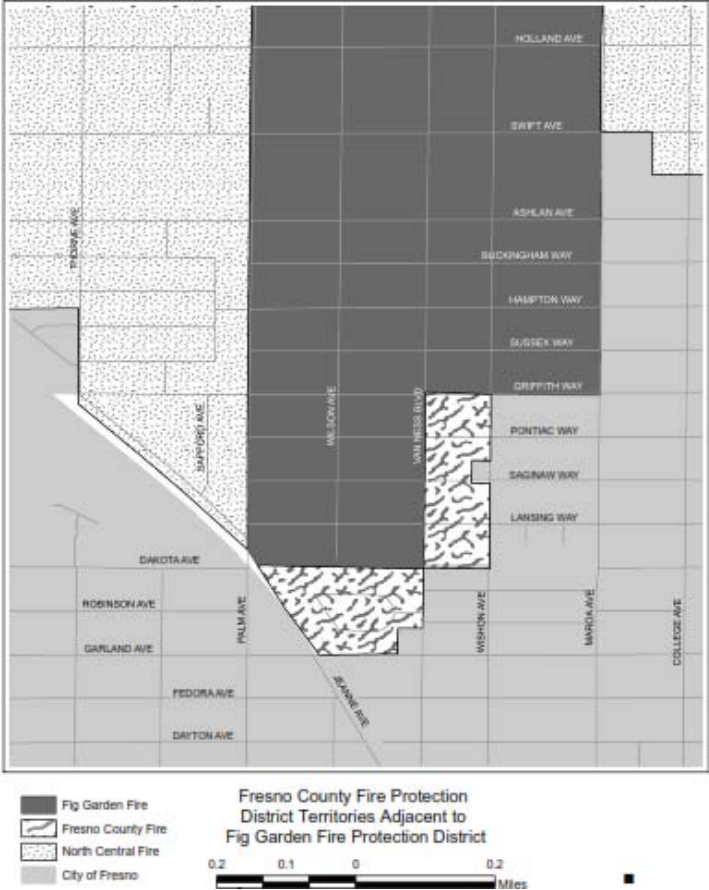
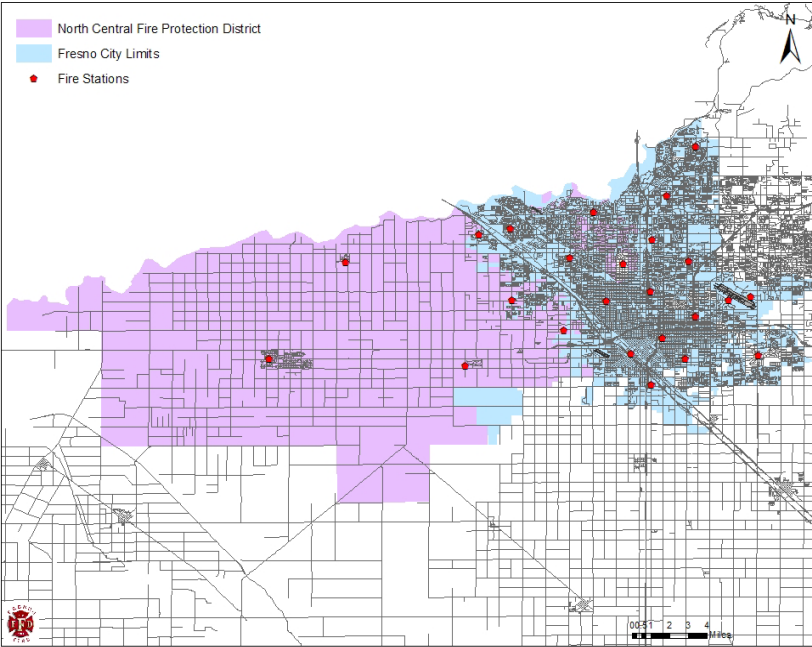


Figure 10-2: North Central Fire Protection District

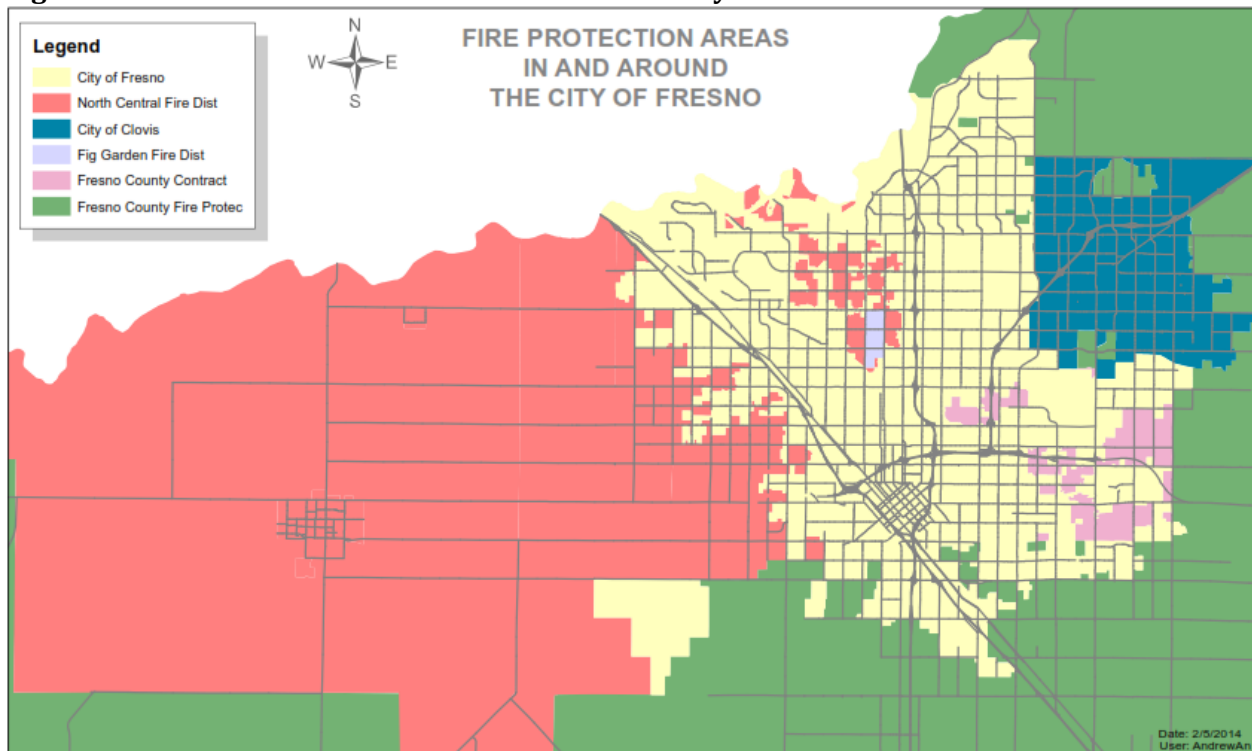


The merging of operational services has provided an enhanced level of service for the residents of the City of Fresno, and Fig Garden and North Central Fire Protection Districts. The combined forces results in 292 authorized personnel.⁴⁶

The Department's specialized teams serve a larger community beyond the FFD's boundaries and immediate service area. FFD's hazardous materials response team (HMRT) partners with the State Office of Emergency Services (OES) to deploy both regionally and statewide to support any jurisdiction through the State Master Mutual Aid System. The Department's Urban Search and Rescue (USAR) Team provides special rescue operations for the City of Fresno and throughout Region 5 of the California Emergency Management Agency (CalEMA).⁴⁷

FFD also provides services outside of its boundaries through several auto-aid and mutual aid agreements with other surrounding fire districts, including the City of Clovis, Fresno County FPD and NCFPD. Additionally, FFD responds to wildland fires and gets reimbursed from the State for strike team assignments and incidents outside its jurisdiction.

Figure 10-3: Fire Protection Areas In and Around City of Fresno



⁴⁶ FFD, Fire Department Responses to MSR Review Data Collection Request, February 18, 2014.

⁴⁷ FFD, Hazardous Materials Team. Retrieved February 27, 2014, from Fresno Fire Department: <http://www.fresno.gov/Government/DepartmentDirectory/Fire/FireSuppression/Hazardous+Materials+Team.htm>

STAFFING

Fresno Fire Department's 24 stations are divided into three battalions—two within the City and one that covers NCFPD. The Department is staffed by 359 authorized personnel, including 314 sworn safety members and 45 sworn non-safety and civilian personnel. . The current daily staffing throughout the service area is as follows: City of Fresno-73; Airports-2; Fig Garden Fire Protection District-3; North Central Fire Protection District-9; for a total of 87 firefighters. Specialized teams within FFD include Urban Search and Rescue (USAR), Aircraft Rescue and Fire Fighting (ARFF), Hazardous Materials Response Team (HMRT), and a Communication Team.

The FFD USAR Team provides special rescue operations for the City of Fresno and within Region 5 of the California Emergency Management Agency (CalEMA). Certified as a Type-1 Heavy Rescue and Type-1 Water/Flood rescue resource, the District's USAR team members hold the following certifications: Rescue Systems 1, Rescue Systems 2, Low Angle Rescue, Confined Space Operations, Trench Rescue, Swiftwater Rescue Unit-1, Swiftwater Rescue Advanced, Swiftwater Rescue Boat Operator, Basic SCUBA, Public Safety SCUBA, and Supplied Air Diving Operations.⁴⁸ Search and rescue vehicles, equipment, and USAR teams are housed at Stations 4 and 13.

Nineteen members of FFD hold Fire Control 5 certifications and comprise the District's ARFF team, which is located at the Department's Station No. 24. The ARFF Team provides services for airport emergency response, hazardous materials incidents, first responder calls, and all structure fires within the Fresno's Yosemite International Airport boundaries.

A number of transportation routes run through FFD's service area that have potential for large chemical releases to occur, including two railroad lines and four freeways. In response to the presence of these transportation corridors for hazardous materials, the City has developed its HMRT and a comprehensive approach to hazardous materials emergencies. FFD's HMRT consists of approximately 58 members of the Department who are trained as hazardous materials technicians and/or specialists. On any given day there are 14 HMRT personnel on staff, with a minimum of nine of those persons trained to the technician/specialist level. The HMRT is also partnered with the State OES to provide mutual aid on a regional and statewide level.⁴⁹

Station 8 staff are members of the Department's Communication Team. This specialty unit provides support to FFD's centralized dispatch, apparatus mobile data terminals, and other projects that are essential for intra- and inter-departmental communications.

FACILITIES AND CAPACITY

Fresno Fire Department operates out of 24 stations (including a specialized airport station), a fire apparatus shop, and headquarters. Additionally, FFD has an extensive inventory of fire and emergency response equipment.

⁴⁸FFD. *Urban Search and Rescue Team*. Retrieved February 27, 2014, from Fresno Fire Department: <http://www.fresno.gov/Government/DepartmentDirectory/Fire/FireSuppression/USRTeam.htm>

⁴⁹FFD. *Hazardous Materials Team*. Retrieved February 27, 2014, from Fresno Fire Department: <http://www.fresno.gov/Government/DepartmentDirectory/Fire/FireSuppression/Hazardous+Materials+Team.htm>

Other fire station sites have been purchased or planned to ensure that the established level of protection is maintained as growth occurs. Under the requirements of the City's Urban Growth Management (UGM) Ordinance, the primary service area of fire stations has been set at a 2.0-mile running distance for commercial development and 3.0 miles for residential development. The UGM ordinance established an extended service area for each fire station that permits commercial development up to a three miles running distance from a fire station when buildings are equipped with fire sprinklers. In lieu of the 3.0 mile running distance the Chief is authorized to use a four-minute response time as an equivalent to the specified response distance. Additionally, up to 5000 residential units may be developed between a three and five-mile response distance from a fire station when provided with fire sprinklers and with additional mitigations as may be determined by the Chief.

The Department has long term contracts for service with the Fig Garden Fire Protection District and the North Central Fire Protection District and has automatic aid agreements with the Clovis Fire Department and the Fresno County Fire Protection District. The contracts and agreements enable their fire station locations to be a factor in determining adequate response distance for new development proposed within the City of Fresno sphere of influence for urban growth.

FGFPD is served by Station 20. NCFPD's three stations are Stations 21, 22, and 23.

Figure 10-4: FFD Facilities, Equipment and Staffing 2013/2014

Fire Service				
Facilities				
Fire station	Location	Date Constructed/ Condition	Daily Staffing	Vehicles
Station 1 HAZMAT, Battalion Chief office/quarters	1264 N. Jackson	1981/Good	4 (1 Captain, 2 Engineers, 1 Firefighter)	1 Engine, 1 Relief Engine, 1 Battalion Chief, 1 HAZMAT
Station 2	7114 N. West	1981/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Water Tender
Station 3	1406 Fresno Street	1938/Good	4 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Water Tender, 1 Relief Truck, 1 Relief Engine, 1 Large Mobile Ventilation Unit
Station 4 Urban Search and Rescue Team (URST)	3065 E. Iowa	1948/Good	7 (2 Captain, 3 Engineers, 2 Firefighter)	1 Truck, 1 Rescue Truck, 1 Relief Engine
Station 5	3131 N. Fresno	1950/Good	4 (1 Captain, 1 Engineer, 2 firefighters)	1 Engine
Station 6	4343 E. Gettysburg	1967/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine
Station 7	2571 S. Cherry	1981/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Patrol, 1 HAZMAT, 1 Decontamination Trailer
Station 8 Communication Team	1428 S. Cedar	1959/Good	4 (1 Captain, 1 Engineer, 2 Firefighters)	1 Engine, 1 Communications Unit
Station 9 Community Emergency Response Team (CERT)	2340 N. Vagedes	1982/Good	7 (2 Captain, 2 Engineer, 3 Firefighters)	1 Engine, 1 Relief Engine, 1 truck
Station 10 Reserve Aircraft Firefighting (RAFF)	5545 Aircorp Way	1983/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Truck, 1 Relief Truck
Station 11 Battalion Chief Office/Quarters	5544 N. Fresno	1969/Good	4 (1 Captain, 1 Engineer, 2 Firefighters)	1 Truck, 1 Battalion Chief, 1 Relief Engine, 1 Fire Prevention Educational Trailer

Fire Service				
<i>Facilities</i>				
Fire station	Location	Date Constructed/ Condition	Daily Staffing	Vehicles
Station 12	2874 W. Acacia	1977/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Relief Engine
Station 13 Urban Search and Rescue Water Rescue (USAR)	815 E. Nees	1980/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Relief engine
Station 14	6239 N. Polk	1992/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Water Tender, 1 Relief Engine
Station 15	5630 E. Park Circle	2005/ Excellent	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Brush Engine, 1 OES Engine, 1 Support Bus
Station 16 HAZMAT	2510 N. Polk	2009/ Excellent	3 (1 Captain, 2 Engineers)	1 Engine, 1 HAZMAT
Station 17	10512 N. Maple	2005/ Excellent	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Patrol, 1 Relief Truck
Station 18	5938 N. La Ventana	2005/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine
Station 19 Battalion Chief Office	3187 W. Belmont	2009/ Excellent	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Truck, 1 Battalion Chief, 1 Relief Truck, 1 Relief Battalion Chief Vehicle
Station 20 (FGFPD)	4537 N. Wishon	1942/Fair	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine
Station 21 (NCFPD) American Ambulance Post	15850 W. Kearney Blvd.	1984/Good	6 (2 Captains, 1 Engineers, 2 Firefighters)	1 Engine, 1 Truck, 1 Water Tender, 1 Relief Engine, 1 Relief Battalion Chief Vehicle
Station 22 (NCFPD)	806 S. Garfield	1988/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Relief Engine
Station 23 (NCFPD)	4555 N. Biola Ave	1986/Good	3 (1 Captain, 1 Engineer, 1 Firefighter)	1 Engine, 1 Water Tender

Fire Service				
Facilities				
Fire station	Location	Date Constructed/ Condition	Daily Staffing	Vehicles
Station 24 Fire Headquarters	911 H Street	1904/Good (Remodeled as office space in 2006. FFD lease began 2007)	1 Fire Chief, 2 Deputy Chiefs, 2 Administrative Battalion Chiefs, 5 Captains, 1 Firefighter PIO, 1 Investigations Unit Supervisor, 1 Supervising Fire Prevention Inspector, 1 Fire Prevention Engineer, 3 Senior Fire Prevention Inspectors, 10 Fire Prevention Inspectors, 1 Training Officer, 13 Administrative and Facility Support Staff	35 Staff vehicles to support Prevention, Investigations, Training, Support Services and Administration
AARF (FAT function / under contract to provide staffing)	Fresno Yosemite International Airport/Fresno Air Terminal (FAT)	Not provided (FAT facility)	2 Firefighters	2 apparatus (FAT equipment)
Fire Shop Fire apparatus and light vehicle maintenance; self-contained breathing apparatus maintenance and bottle filling station	1420 Fresno	1923/Poor	1 Shop Supervisor, 1 Lead Fire Equipment Mechanic, 5 Fire Equipment Mechanics	3 Light Duty Pickups, 1 Heavy Service Truck
Supply (NCFPD) Storage and distribution of consumable and non-consumable items	7285 W. Shields	1953/Fair	1 Senior Stores Keeper, 1 Volunteer Delivery Person	2 Delivery Pick-ups

Facility Sharing					
FFD rents two of NCFPD's vacated fire stations (separate from staffed NCFPD fire stations): one to house an antique fire apparatus and other equipment, and the other as a supply facility. FFD's Station 10 is shared with reserve aircraft firefighting personnel. Station 21 is also used as a post for American Ambulance, which includes two ambulance personnel.					
Future opportunities: No opportunities for future facility sharing were identified.					
Infrastructure Needs and Deficiencies					
FFD is in need of replacement of the Fire Apparatus Repair Facility as well as upgrades to the Fire Training Facility; both of which are in the downtown area. Repair and or replacement of these facilities have been hampered by the economic downturn of recent years.					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2014	Configuration Base Year	2014	Statistical Base Year	2013
Fire Stations in District	24	Fire Suppression	Direct	Total Service Calls	37,460
Stations Serving District	24	EMS	Direct	EMS	49%
Sq. Miles Served per Station ¹	14	Ambulance Transport	American Ambulance	Fire/Hazardous Materials	10%
Total Staff ²	359	Hazardous Materials	Direct	False Alarms	8%
Total Full-time Firefighters	314	Air Rescue/Ambulance Aircraft	Direct	Misc. emergency	22%
Total On-Call Firefighters	0	Fire Suppression Aircraft	Direct	Non-emergency	4%
Total Sworn Staff per Station ³	12.17	Public Safety Answering Point	Direct	Mutual Aid Calls	1%
Total Sworn Staff per 1,000	0.43	Fire/EMS Dispatch	Direct	Calls per 1,000 people	71.35
Service Adequacy			Training		
Response Time Base Year	2013		Several members of the USAR team hold instructor certifications for all required disciplines and ensure that all USAR team members stay current on best practices. Sixty FFD personnel comprise the HMRT and have met training requirements for hazardous materials technicians and/or specialists. The HMRT participates in regularly scheduled cross-training to maintain familiarity and competency with each agency's personnel, equipment, and response capabilities.		
Median Response Time (min)	4:42 minutes				
90th Percentile Response Time (min)	7:55 minutes				
ISO Rating	Class 3				
Mutual & Automatic Aid Agreements					
FFD maintains mutual aid agreements with each of the surrounding districts. Automatic aid exists between FFD and the City of Clovis. FFD also honors the automatic aid agreement between FCFPD and NCFPD. There is currently no automatic agreement between FFD and FCFPD; all requests are mutual aid in nature.					

Notes

- 1) Average primary service area (square miles) per station.
- 2) Total staff includes sworn and non-sworn personnel.
- 3) Based on ratio of sworn full-time and call staff to the number of stations. Actual staffing levels of each station vary.
- 4) Facility condition definitions: **Excellent** - relatively new (less than 10 years old) and requires minimal maintenance. **Good** - provides reliable operation in accordance with design parameters and requires only routine maintenance. **Fair** - operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation. **Poor** - cannot be operated within design parameters; major renovations are required to restore the facility and ensure reliable operation.

INFRASTRUCTURE NEEDS

Existing facilities may not be adequate to maintain a sufficient level of services for future growth in Fresno. Increased population densities may require commensurate increases in firefighter staffing, facilities, and equipment to maintain current levels of service regardless of where this growth occurs with the difference being that the location and design of fire stations may become more dependent on density and availability than running distances between fire stations.

Infill development may require reopening of the former Broadway/Elizabeth fire station, construction of a new station in the Downtown Planning Area, and/or restoring the number of fire apparatus and firefighters at the existing stations. Where infill development substantially increases density or building height, the existing public water main infrastructure may require upgrading due to increased domestic water demand reducing available water volume and pressure for firefighting and potential damage to aging water pipes when fire apparatus must pump large volumes of water for fire suppression purposes. Conversely, new growth areas will require significant investment in new infrastructure (e.g. roads, water, sewer).

For example, new development in the Northwest will need new and relocated fire stations. The City owns land near Shaw and Bryan Avenues and is currently in the process of finalizing details for the construction of permanent Fire Station 18.

Five future sites have been identified to build three future fire stations in established neighborhoods north of Shaw Avenue. Also, needed facilities are a new Training & Learning Center, Repair and Maintenance Facility, and possibly a Joint Police/Fire Public Safety Complexes and Communications Center; all possibly located in the Downtown area.

In planning for new facility locations, consideration will be given not only to value-engineering to lower costs, but also co-locating such facilities with other public property such as schools, parks, playgrounds, community centers, etc. to create a synergy of participation in the neighborhood with the potential result of less vandalism and promotion of a better sense of security for the citizens using these facilities.

CHALLENGES

Challenges faced by the City include identifying sufficient resources needed to increase and sustain staffing levels in high fire areas and expanding installation of traffic pre-emption technology.

Cell phone use for 911 calls has made it difficult for the Department to meet national benchmark standards (see Service Adequacy section below). However, this benchmark is under national review at this time as it is an issue for all emergency dispatch centers.

The City of Fresno Fire Department's (FFD) target response time for its service area is five minutes and 20 seconds for 90 percent of emergency incident response. This time standard measures unit response from the time the unit was alerted to the emergency incident to the time the first unit arrived at the emergency incident. This response time standard is critical to saving lives before flashover occurs at fire incidents and arriving in time to provide basic life support in situations such as sudden cardiac arrest, trauma,

impaired breathing and other severe medical emergencies. In 2013, the FFD response time was six minutes and 26 seconds to 90 percent of fire and medical emergencies.

The Department has struggled to meet target response times due to cuts in the number of units available to respond. In 2009, the FFD had 25 operational apparatus available to respond to, however, due to the economic downturn in 2010, the Department had to reduce the number of responding apparatus to 19 (a 24 percent reduction in available work force) though the service level demands remained the same or higher. Industry standard defines an effective firefighting force as having 15 firefighters on a residential fire ground within 8 minutes 90 percent of the time.

In each of the last two budget years (FY15 and FY16) one additional engine/truck company has been added; improving the Department's service level. These improvements reflect an investment of \$4 million annually from the City's General Fund. Today, the Department provides service with 21 responding apparatus providing an effective firefighting force on-scene only 64 percent of the time in 8 minutes.

Although there are currently 19 fire stations in the city, staffing levels are a key issue that must be addressed. The national standard for firefighter staffing is 1 to 1.5 per 1,000 residents and the State average (and the City adopted 2035 General Plan) calls for 0.81 firefighters per 1,000 residents. The National Fire Protection Association Standard (NFPA) 1710 provides recommendations of minimum workforce standards to accomplish provisions of fire suppression and emergency medical services. The FFD uses NFPA 1710 as a guidance document to establish its own minimum staffing standards to ensure sufficient workforce is present in the event of emergency situations.

In 2008, the Department had 82 firefighters on duty each day (minimum daily staffing in the City and Fig Garden) or 0.52 firefighters per 1,000 residents. In 2010, the minimum daily staffing dropped to 63 firefighters on duty each day or 0.39 firefighters per 1,000 residents, which was equivalent to the staffing levels held in 1958. Today, due to budgeted investments, the current minimum daily staffing level (in the City and Fig Garden) is a total of 73 firefighters on duty each day which equates to 0.43 firefighters per 1,000 residents. The Staffing for Adequate Fire and Emergency Response (SAFER) Grants have been utilized to increase the minimum daily staffing.

During the time of reduction in resources, the Department needed to change its operating model in an effort to keep apparatus available to respond within the desired response criteria for emergencies. More specifically, the FFD:

- Stopped responding to approximately 10,000 annual serious medical emergency calls;
- Moved all fire and life safety inspections to the FFD's Prevention Division; and
- Reduced availability for all public education outreach.

Since that time, and with economic recovery and investment by City leaders, two additional apparatus (increased staffing) has been added back to the deployment model, some fire inspections have returned to field personnel, and fire inspectors have been added back to assist in the preventative fire loss efforts by reinstating fire inspections in commercial businesses. The Department's long-term planning target is to match daily staffing levels to service level demands.

The City is currently rated by the Insurance Services Office (ISO) as a Public Protection Class 3 (scale 1 to 10, with 1 being the best). An updated City of Fresno Fire Department Strategic Plan should include objectives that will identify strategies to improve and/or enhance emergency operations, community risk reduction (to include education, engineering and enforcement), training requirements, and support service functions that improve service delivery and potentially move the Department into a Class 2 rating.

Figure 10-5: FFD Total Call Volumes 2007-2014

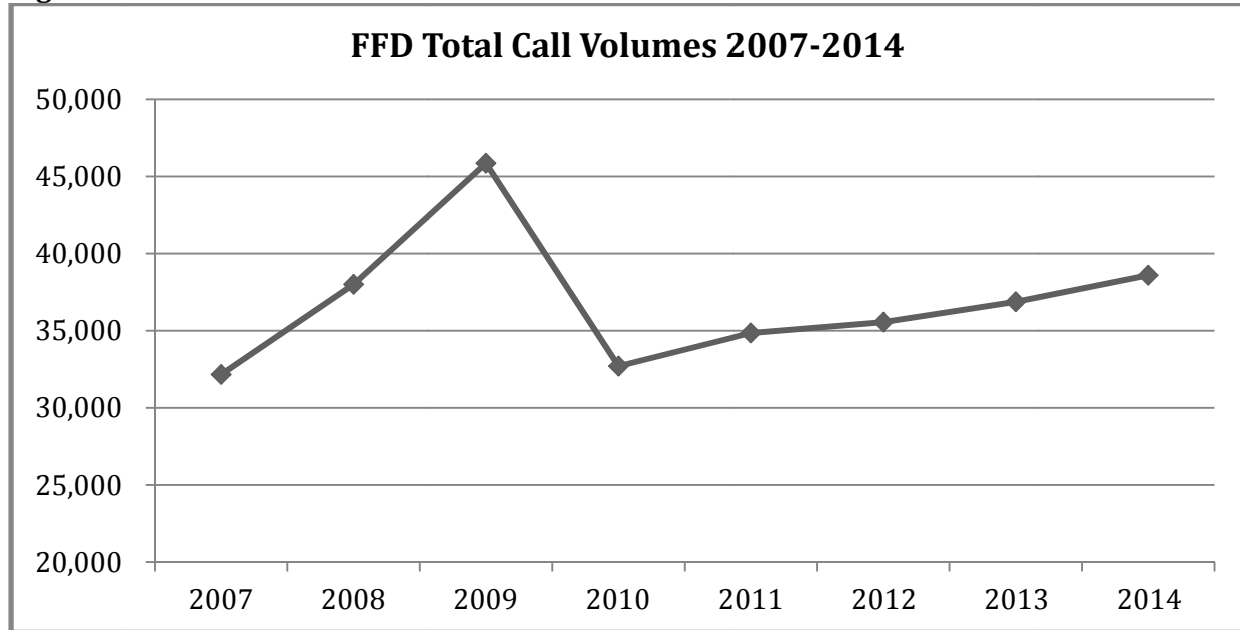
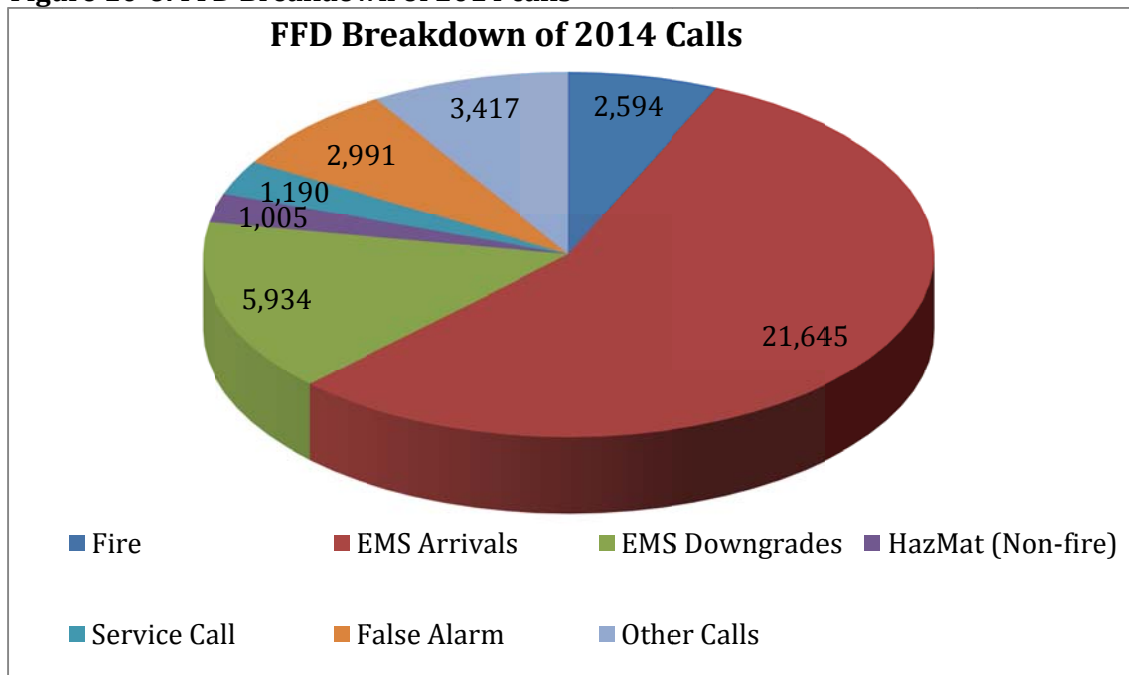


Figure 10-6: FFD Breakdown of 2014 calls



FFD is a full service fire department and provides services including, but not limited to, fire protection, emergency medical services, hazardous material response, and public assistance. There has been a general increasing trend in the number of calls for service since 2007, with some spikes and declines in the intervening years, as shown in figure 10-5.

Call volumes within the City tend to vary less by volume than type during each season. Figure 10-6 is a breakdown of 2014 calls by category. Typical of most fire providers, the City responds to a large proportion of emergency medical calls.

The three performance areas tracked by FFD are the 911-dispatch alarm process time, turnout time and travel time. These performance areas have been identified in both the Commission on Fire Accreditation International (CFAI) process and National Fire Protection Association (NFPA) 1710. The benchmark for the 911 dispatch alarm process time is 60 seconds, as defined by the time between answering the call at the Fire/EMS dispatch center and activation of the station and/or company alerting devices by the computer-aided (CAD) operator. The benchmarks for the turnout time are 60 seconds between 7:00 am and 9:59 pm and 90 seconds between 10 pm and 6:59 am. The interval between the activation of station and /or company alerting devices and the time when the responding crew begins rolling toward the call defines the turnout time. Travel time is defined as the time between the responding crew/apparatus signaling the dispatch center they are responding to the alarm and when the team arrives on scene.

While the 911 dispatch processing time benchmark is 60 seconds, 90 percent of the time, the Department’s processing time is somewhat longer at 57 seconds 50 percent of the time and greater than 90 seconds at 90 percent of the time. The greater processing times are in large part due to the use of cell phones for 911 calls. When a 911 call is received from a cell phone, the address information is not captured by the emergency call system, thereby requiring the dispatch staff to ask a series of questions to determine location. In response to the increase in cell phone use for 911 calls, a discussion of the relativity and appropriateness of the 60-second benchmark is underway at the national level.

Figure 10-7: FFD Response Times Within City Boundaries (2014)

2014 (mins)	Chute	Travel	Response
Median	00:57	03:31	04:29
Mean	00:57	03:48	04:44
Standard Deviation	00:29	01:39	01:57
10%	00:16	02:02	02:45
20%	00:35	02:31	03:22
30%	00:44	02:53	03:46
40%	00:50	03:12	04:08
50%	00:57	03:31	04:29
60%	01:03	03:53	04:52
70%	01:11	04:17	05:19
80%	01:20	04:51	05:55
90%	01:34	05:49	06:56

11. HOMELESS SERVICES

SERVICE OVERVIEW

The City of Fresno works in collaboration with service agencies dedicated to providing shelter, housing and case management services to those in need.

According to the Fresno-Madera Continuum of Care and Point-in-Time (PIT) data reported to HUD, there was a 34 percent decrease in overall homelessness (sheltered and unsheltered) in the Fresno-Madera County area between January 2014 (2,597) and January 2015 (1,722). The 2015 PIT count also shows a 40 percent decrease in unsheltered homeless persons within the city of Fresno. Recognizing that much work remains, these encouraging numbers come on the heels of a 27 percent drop in homelessness in the Fresno area in 2013, thanks to a concentrated effort to connect homeless individuals with the right services, the first time.

In 2008, the City of Fresno and Fresno County jointly adopted the *10 Year Plan to End Homelessness*, a strategic guide to plan and coordinate the efforts of nonprofits, service providers and funding partners. The Plan outlines four major areas of work that continue to be advanced simultaneously to address chronic homelessness:

1. Housing First: Increase housing through the “housing first” model, and wrap supportive services around the individual once a stable living environment is established;
2. Opportunity: Expand and increase employment opportunities, and increase and improve access to assistance and case management;
3. Prevention: End homelessness through managed services and expand the range and availability of prevention strategies; and
4. Establish Collaboration: Improve data collection methods through the Homelessness Management Information System, an agency point of contact for homeless-related issues.

Since the adoption of the Plan, the community has achieved significant progress in reducing homelessness. In Fresno County as a whole there was a decrease in total homelessness of 30.3 percent from 2012 to 2013. Fresno County experienced a 29.8 percent decrease in unsheltered persons.⁵⁰ A majority of the unsheltered population (56 percent), prior to their current episode of homelessness lived in Fresno County, 16 percent somewhere else, and five percent in other parts of California.⁵¹

The City of Fresno continues to collaborate with service agencies throughout the Fresno-Madera County area seeking long-term solutions to homelessness. While the City of Fresno does not provide direct services, street outreach or case management services, it has established partnerships with local, state and federal agencies that continue to grow.

⁵⁰ The Fresno Madera Continuum of Care, *Point in Time Count 2013*, p. 17.

⁵¹Ibid., p. 24.

The City of Fresno participates in the Fresno-Madera Continuum of Care, a comprehensive coordinated homeless housing and services delivery system that assists homeless individuals with making the critical transition from homelessness to independent or supportive permanent housing, accessing education, health and mental health services, employment training, and life skills development. The collaboration of agencies is dedicated to increasing community awareness of homeless people and their problems and the development and implementation of strategies to create permanent solutions to homelessness in the Fresno community.

Through the Mayor's Office, the City of Fresno is engaged with several agencies and policy level efforts to prevent and end homelessness, including:

- ❖ U.S. Interagency Council on Homelessness: Coordinates the federal response to homelessness and creates a national partnership at every level of government and with the private sector to reduce and end homelessness in the nation while maximizing the effectiveness of the Federal Government in contributing to the end of homelessness;
- ❖ Opening Doors: A federal plan to prevent and end homelessness, launched in 2010;
- ❖ The Mayors Challenge: As part of the strategies laid out in the Opening Doors initiative, this effort coordinates the leadership and support from mayors and local elected officials, publicly committing to ending Veteran homelessness.
- ❖ Dedicating Opportunities to End Homelessness: Fresno is one of ten cities throughout the country participating in the leadership of this initiative that focuses community efforts and resources, launched in 2013;
- ❖ California Policy Academy to Reduce Chronic Homelessness: A collaborative effort to coordinate state resources with local communities and expand use of resources, increase access to housing, and increase state leadership and interagency coordination; and
- ❖ 25 City Initiative: Led by the Department of Veterans Affairs, Fresno was invited in February, 2014 to be one of 25 communities to participate in an effort to integrate, create and utilize systems to end veteran and chronic homelessness by 2015.

The City Manager's Office oversees the coordination of programs, funding, policy recommendations and other efforts associated with homelessness. Through the City Manager's Office, a task force lead by the Fresno Police Department was established in 2013 to concentrate on public safety concerns and illegal structures associated with homeless encampments. Individuals from various divisions throughout the City of Fresno have been collaborating on this task force.

The Development and Resource Management Department, Housing and Community Development Division, utilizes entitlement funding from the U.S. Department of Housing and Urban Development (HUD) to implement programs related to homelessness, including:

- ❖ Emergency Solutions Grants: The City works with the Fresno County to jointly issue a Request for Proposals (RFPs). Priority for funding is placed on applications that serve the unsheltered population.

- ❖ HOME Investment Partnerships (HOME) Program:⁵² The City has contracted with the Fresno Housing Authority to implement a \$1 million tenant-based rental assistance program for persons that are homeless, threatened with homelessness, or in need of housing assistance after completing a transitional living program.
- ❖ Community Housing Development Organization (CHDO): The City makes available CHDO funds for affordable housing projects, which may include the creation of single room occupancy housing.

As was previously mentioned, the City of Fresno participates in the Fresno Madera Continuum of Care Program (FMCoC). This consortium of partners includes homeless service providers, advocacy groups, and government agencies working together to address the needs of homeless people in the two-county region. FMCoC produces annual reports with data collection in order to meet the requirements of HUD and attain (\$6.5 million annually) Homeless Assistance Program funding to provide a comprehensive coordinated homeless housing and services delivery system. Services and housing are provided by approximately 20 agencies in both counties.

The programs covered by the FMCoC range from emergency solutions, transitional housing, permanent supportive housing, case management, peer counseling, parenting classes, medical and dental clinics, career development, financial management assistance, mental health, drug abuse prevention and daily living skills training. Collectively, the FMCoC coordinates the *Point in Time Surveys*, participates in the *100,000 Homes Campaign*, uses the Homeless Management Information System and the Vulnerability Index, applies for grant funding, and reviews the RFPs issued by the City and the County related to specific funding programs.

The Fresno Housing Authority,⁵³ also a member of the FMCoC, administers diverse affordable housing and homeless programs funded by HUD, the U.S. Department of Agriculture and the State of California. It is the agency point of contact for the Homeless Management Information System. As a government agency created and authorized by State law, it owns, maintains, and manages more than 2,000 units of government subsidized housing throughout the City and the County of Fresno, providing rental housing for eligible low-income families, including the elderly and persons with disabilities. The majority of these units are designed for families, with some specifically designated for farm laborers, migrant workers and for households facing emergency needs. Housing units range from one-bedroom to five-bedrooms, and include apartments, townhomes, and single-family houses.

The Fresno Housing Authority also provides Housing Choice Vouchers (formerly Section 8), Shelter Plus Care (housing assistance for homeless persons with disabilities),

⁵² The HOME Investment Partnerships (HOME) Program is the largest federal block grant to State and local governments designed exclusively for the creation of affordable housing for low-income households.

⁵³ The public housing authority for the City of Fresno was established in 1941, five years later Fresno County created its own housing agency. Through a unique arrangement, the two housing authorities, although separate public agencies, have functioned with a single executive director and staff. Each has its own board of governors, but the two meet together. For a while they used two different names. In 2012, the agency began to use a single name, Fresno Housing Authority (or Fresno Housing and sometimes FH), to encompass all of its operations in both, the City and County of Fresno.

and numerous programs and activities for residents. The Housing Authority generates income from its properties and can apply for a variety of grants as well as federal, State, and local funds to supplement its core funding. In partnership with Fresno County Department of Behavioral Health, the Fresno Housing Authority recently completed the \$12 million Renaissance at Santa Clara project, a fully-furnished 70-unit complex for people experiencing chronic homelessness.

Leading the Fresno effort for the national *100,000 Homes Campaign*, the Fresno Housing Authority performed a registry week utilizing the Vulnerability Index. Together with partner agencies, a rapid results boot camp was held in 2013. During the first 100 days of the *100,000 Homes Campaign*, housing solutions for the chronically homeless and vulnerable were improved by 667 percent.

The City also works cooperatively with *Fresno First Steps Home*, a charitable non-profit, dedicated to raising private funds that are used to support the housing-first strategy, considered a nationwide best practice. The City of Fresno Mayor currently serves on the Board of *Fresno First Steps Home*. The City of Fresno initially supported *Fresno First Steps Home* by acting as the organizations fiscal agent. Now a stand-alone nonprofit agency, *Fresno First Steps Home* has raised nearly \$1 million, with the majority being contracted to service agencies providing housing and supportive services for the homeless. As a result of a collaboration among service agencies, *Fresno First Steps Home* has provided funding for housing and wrap-around services to over 100 individuals who had been living in the homeless encampments that surrounded the Poverello House (a nonprofit organization) and the Fresno Rescue Mission.

The City, along with multiple service organizations, including FMCoC, Central California Legal Services, the County of Fresno Departments of Social Services, Homeless Services, Behavioral Health, Public Health, and Economic Opportunities Commission, provide services and resources to a searchable database and an information line (2-1-1) operated by the United Way of Fresno County. The efforts are often coordinated across organizations using the Homeless Management Information System.

In February, 2015 the Multi-agency Access Program (MAP) Point at the Poverello House (Pov) was launched. The MAP Point at the Pov is an integrated intake process connecting individuals facing housing, substance abuse, and/or mental illness challenges to supportive services. MAP Point “navigators” help individuals find the services they need. The MAP Point at the Pov is a collaboration of several agencies participating in the Community Conversation—leaders meeting quarterly with a shared interest in improving mental health and homelessness related issues in the region.

Homelessness services are provided throughout Fresno and Madera counties according to collaborative agreements described in previous paragraphs.

STAFFING

The City of Fresno does not employ staff for street outreach or case management services. However, the City does employ a Project Manager for the Emergency Solutions Grant (ESG), Tenant-Based Rental Assistance (TBRA), and Housing Opportunities for Persons With AIDS (and HOPWA) programs within the Housing and Community

Development Division in the Development and Resource Management (DARM) Department.

The Housing and Community Development Division administers federal and state funding related to the various grants and contracts including ESG, HOME Investment Partnerships Program (HOME), Community Development Block Grant (CDBG), and CalHome funds. Beginning in 2015 the Division will also begin administering the HOPWA program. This includes managing contract and grant awardees regarding compliance, monitoring, scopes of work, and any necessary training or report compliance measures.

A cross-departmental task force was established during the summer of 2013 for a neighborhood revitalization project that resulted in the clearing of several homeless encampments near service agencies and residential properties. The task force is led by the Fresno Police Department and the City Manager's Office. It is supported by the Community Revitalization Division, Community Sanitation, Risk Management, City Attorney's Office, and the Mayor's Office. This task force continues to meet and focus its efforts on maintaining and recommending improved policies. The Police Officers assigned to this task force continue to work daily with the homeless population and in close collaboration with the service partners.

In response to the community's volunteer interests, the City of Fresno is supportive of the Poverello House's efforts to coordinate community volunteers, serving meals and donations of materials and other goods. The City also partners with HandsOn Central California, an online database of volunteer opportunities, through the Serve Fresno Initiative.

FACILITIES AND CAPACITY

The City of Fresno does not own any homeless program facilities, but does provide some funding for services through various funding programs and grants. Facilities are primarily owned and operated by non-profit agencies.

During the seasonal freeze periods, when extra overnight housing is critical for those living on the streets, the City of Fresno coordinates the opening of specific community centers, security and overnight storage for personal belongings for those in need with the Parks, Afterschool, Recreation and Community Services Department and the Fresno Rescue Mission. The Poverello House also provides some shelter options.

INFRASTRUCTURE NEEDS

The majority of the homeless program agencies the City is involved with reported the condition of their facilities to be good or fair. The ones in fair condition indicated that they could use some updates for normal wear and tear such as paint, carpets, and new bedding.

As mentioned previously, there is a continued need to develop plans for permanent housing opportunities. It is estimated that several hundred units are still needed.

Additionally, the City of Fresno does not have a publicly-funded shelter that can provide emergency assistance and connect homeless individuals to the most appropriate and cost-effective housing and/or services intervention(s). There is opportunity for community leaders to develop plans for the creation of an appropriate emergency shelter.

CHALLENGES

The following challenges have been identified in regard to the goal of preventing and ending homelessness in the City of Fresno:

- ❖ There is a shortage of housing opportunities coupled with supportive or case management services.
- ❖ There are scarce resources to maintain an adequate level of services.
- ❖ There are very few incentives for landlords to provide housing to homeless individuals with credit problems, little or no income, and/or precarious housing histories.
- ❖ There are limited shelter options for unsheltered males, without children.
- ❖ The unintended consequences of the community providing money directly to individuals on the street-corner often results in enabling or perpetuating the homeless lifestyle instead of accepting the housing-first assistance offered by service providers.
- ❖ A segment of individuals focused on property crime and illegal recycling or scavenging are concentrated in neighborhoods around recycling centers.

The City of Fresno and other service agencies are attempting to solve these challenges through rehabilitation of the existing housing stock, new construction alternatives, and the building of public and private partnerships to support programming.⁵⁴ Additionally, during the 2015-16 City of Fresno Budget, resources were allocated to provide additional policing focused on recycling issues and a Blight Team will support Code Enforcement to address blighted exterior standards throughout the city, addressing attractive nuisances.⁵⁵

SERVICE ADEQUACY

Indicators of homeless service adequacy discussed in this section include: the ability to meet housing needs, the ability to meet the need for support services, cost benefits from the homelessness program, and provision of homeless prevention services.

The counties of Fresno and Madera are in need of hundreds of additional permanent supportive housing units in order to move more individuals from the streets into housing. Although the community has added permanent supportive housing beds over the past two years, it is still short of the optimum goal.⁵⁶ In 2013, there were 752 available permanent supportive housing beds in the two counties.⁵⁷

Mental health problems, problematic drug and alcohol use, or a lack of support in maximizing and managing available income represent risks to housing sustainment. The capacity to manage a home and ensure rent is paid, as well as living successfully alongside

⁵⁴City and County of Fresno, *10 Year Plan to End Chronic Homelessness- Year Three 2011 Report*.

⁵⁵City and County of Fresno, *10 Year Plan to End Chronic Homelessness- Year Three 2011 Report*.

⁵⁶ The Fresno Madera Continuum of Care, *'Point in Time Count 2013'*, p. 36.

⁵⁷ *Ibid.*, 2013 Permanent Supportive Housing Table.

neighboring households within a community, can be undermined by unmet support needs that can range from lack of housing-related daily living skills to untreated severe mental illness.

The City implemented the Homeless Prevention and Rapid Re-Housing grant in fiscal years 2010 through 2012. The grant provided funding to eight nonprofits to offer rental assistance, security deposits, utility payments, housing search and placement, and case management to 1,033 persons that were homeless or threatened with homelessness.

The cost benefits of homelessness services and strategies can be explored through the cost offset analysis, which tests whether homelessness services and strategies can reduce the financial costs that arise from homelessness for other services and for society as whole. Housing one homeless person a year can save the City of Fresno taxpayers \$11,872 per person a year in medical and public safety costs. An economic impact study determined that the total annual cost to the City of Fresno, if the 10-year plan is not implemented, would be \$34.5 million as opposed to \$17.2 million if the goals of the Plan are met.⁵⁸

Finally, the best approach to ending homelessness and obtaining sustainable long-term results is to prevent homelessness at its inception. Prevention of homelessness, according to the National Alliance to End Homelessness, is one sixth of the cost in financial and human terms than finding and establishing housing for someone after becoming homeless.⁵⁹ Programs such as rental assistance, utility assistance and legal advocacy increase housing stability and attempt to prevent chronic homelessness. Fresno County Economic Opportunities Commission (EOC) offers a Low Income Energy Assistance Program for households receiving shut-off notices from their utility company.

⁵⁸Fresno First Step Home website. <http://www.fresnofirststephome.org/activities-results/>

⁵⁹ The City and County of Fresno, *10 Year Plan to End Chronic Homelessness*, September 9, 2008, p. 36.

12. PARKS AND RECREATION SERVICES

SERVICE OVERVIEW

City of Fresno Parks, After School, Recreation and Community Services Department (PARCS) owns and operates numerous parks including regional parks, neighborhood parks, trails, dog parks, community centers, action sports facilities, play structures, pools, splash parks, and golf courses. PARCS offers recreation opportunities through sports activities for youth and adults at a minimum or no cost.

Recreational programs range from fun activities and summer camps to action sports, urban fishing and organized sports, including bitty baseball, karate, youth basketball, flag football, soccer, and aquatics. The Adult Sport Program includes a year-round fee-based men's and women's organized sports league of softball, flag football, and soccer. Recreational activities at community and neighborhood centers include crafts and after school programs featuring homework laboratories, community science workshops, and a healthy lifestyle fitness camp.

PARCS provides a variety of recreation services in collaboration with other agencies. The Department is contracted by the Fresno County Office of Education and local school districts, including Fresno Unified School District (FUSD) and Clovis Unified School District (CUSD), to provide after school programs to schools receiving After School Education and Safety (ASES) grant funds that are used to reimburse PARCS for its services. PARCS provides the SPARK program, offering structured non-fee based physical fitness programming at 29 FUSD and CUSD elementary school sites, and Fresno Youth Job Preparation Program (YJPP) at nine high school sites. YJPP is a program designed to prepare students with job soft skill training and resume' building, which will assist them in acquiring a job. The Community Science Program operates at the newly re-opened Highway City Community Science Center through grant funding and operates after school activities daily, Monday through Friday. Schools provide the academic components required for after school programs, while PARCS focuses on physical fitness and recreation services.

PARCS also partners with Fresno Madera Area Agency on Aging (FMAAA) to deliver healthy meals to the senior population in Fresno. The Senior Hot Meals Program provides a nutritional lunch at a suggested donation of \$1.50 for adults 62 and older in six City community centers. The Department partners with outside groups including AARP and Senior Employment Resources, and obtains grants to operate the senior exercise program and monthly dances.

In order to fund its programs and expand its grant and partnership opportunities, PARCS established Fresno United Neighborhoods (FUN) nonprofit agency in June of 2005. In the first three years of operation, FUN raised more than \$1,000,000 to help support renovations at Camp Fresno, Movies in the Park, Senior Garden at Ted C. Wills Community Center, Romain and Holmes Neighborhood Centers, Life and Environmental Science Program, Fresno JYPP, FUN sponsored Youth Summer Camps, aquatics program and many other causes administered by the PARCS Department.

PARCS utilizes partnerships with local organizations including local area schools, businesses, churches, and nonprofits to preserve, improve and maintain Fresno's neighborhood parks through the Adopt-A-Park and Go Green & Clean programs. Adopt-A-Park, which is a component of the Serve Fresno initiative,⁶⁰ also recruits volunteer leaders amongst its residents to coordinate bimonthly volunteer activities at the park sites.

PARCS also takes part in one of the City's homeless service programs, by collaborating with the Homeless Services Division of the City and the Fresno Rescue Mission and making some of the City's community centers available as warming centers for those in need during seasonal freeze periods when extra overnight housing is necessary.

PARCS maintains 1,500 acres of open space. Daily or annual park entry passes are required to access three of Fresno's regional parks.

Non-residents may use City of Fresno parks and facilities. There are currently no additional fees being charged for program or facility use by non-residents.

Location

Although all city and county residents are allowed to use park and recreation facilities operated by the City, Fresno reported that southeastern portion of the City lacks green space. According to a Trust for Public Land (TPL) study, the City of Fresno ranks last among the largest 50 cities. The PARCS Department concludes from the study that there are multiple areas within the City with a lack of access to park and recreation facilities. Per the *General Plan Update*, city neighborhoods south of Shaw have a deficit of 984 acres of park space per 1,000 residents compared to areas north of Shaw. Further detailed studies concluded that this information was inaccurate. When regional parks are removed from the equation and Community Facilities Districts (CFD) maintained park properties are added there are 151.82 overall park acres North of Shaw, and 355.94 acres South of Shaw. This does not include golf courses or trails.

PARCS provides limited services outside of the City's boundaries. The Department owns Camp Fresno and Camp Fresno Junior located 62 miles east of the City of Fresno along Dinkey Creek in the Sierra Nevada Mountains and contracts with Jerrod & Jennifer Deaver for their operation and maintenance. The camps are operated under a special use permit granted by the Sierra National Forest - U.S. Forest Service. As is the case with the other regional parks, Camp Fresno does not generate sufficient revenue to adequately fund the cost of operations and deferred capital. A recent assessment conducted by an outside firm showed that the ongoing cost of capital improvements was approximately \$300,000 annually. As such, the City is in the process of revising the reservation rates in order to generate the additional revenues needed to fund the cost of these improvements.

PARCS does not own or operate any other facilities outside of the City's boundaries, but it provides extra-territorial after school services to the Clovis Unified School District, located 8.2 miles north of the City of Fresno. Additionally, PARCS contracts with rural communities to provide community science workshops, and offers a Diabetes Retreat at Dinkey Creek, which is a grant-funded program targeting families that have a high risk of

⁶⁰Serve Fresno is an initiative aimed at strengthening the City of Fresno through volunteering and service.

diabetes. Historically these families have been from several central valley communities including Kingsburg, Parlier, Mendota, and Madera.

Overlapping Providers

As previously pointed out in the *2007 Municipal Service Review*, the City substantially overlaps with Calwa Recreation and Park District. The District includes about 4,437 acres (6.9 square miles) and encompasses the community of Calwa. The majority of the District is located within the City of Fresno, while the rest of the District lies in the unincorporated area.

Malaga County Water District, which similarly provides park and recreation among other services, also has overlapping areas with the City; however the District does not own any infrastructure or recreational facilities located within the City's boundaries.

Demand

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

The PARCS Department tracks average daily attendance for the use of any staffed neighborhood park as well as all fee-based activities such as adult sports, youth sports, summer camps, and action sports.

The Department does not track resident versus non-resident participation. The City's estimate is that 95 percent of *neighborhood park visitors*⁶¹ are residents from immediate surrounding areas. Geographical statistics could be pulled from any fee-based activity the Department is responsible for by utilizing the recreation tracking system. All user addresses are stored in a database.

The programs and facilities that might attract out-of-town residents include the regional parks, in particular Roeding Park and the Chaffee Zoo, swim lessons, special events, skate parks, BMX parks, fee based youth sports programs, fee based summer camps, and adult sports.

The City reported that recreation program attendance has largely stayed the same over the last several years. There is a slight fluctuation, but not significant enough to determine a cause. The only PARCS program that has shown a significant increase over the past few years is the fee-based youth sports program. This increase is primarily attributed to the addition of more frequent sports classes for youth.

⁶¹ The term "neighborhood parks" does not include regionally-serving facilities such as Roeding Park, Woodward Park, SW Regional Sports Complex Park, Riverside Golf Course, or Camp Fresno.

STAFFING

Fresno PARCS Department has 71.0 full time equivalent (FTE) employees. The PARCS director supervises the Administration Division (12.0 FTEs), Parks Division (36.0 FTEs), and the Community Services and Recreation Divisions (23.0 FTEs). The Administration Division contains accounting and payroll, budget and personnel management, special events, grants and contract management units. The Parks Division includes planned maintenance, custodial maintenance, capital improvements, and Riverside Golf Course units. The Community Services Division includes Senior Hot Meals, Community Science, Life and Environmental Science, Aquatics, Adopt a Park, SPARK Elementary After School Program, Volunteer Services and Youth Job Preparation. The Recreation Division includes youth and adult sports, action sports, neighborhood organized recreation programs, fitness, and summer camps.

The latest staffing trend noted in the FY 16 City budget is the addition of five Irrigation Specialist positions in FY 15. PARCS received these positions when the Parks Irrigation program was moved from the Public Works Department to the PARCS Department.

Some of the employees of the Community Services Division assist the FUN Board of Directors with various projects and programs, to which they dedicate about 16 hours a month.

The City also relies on volunteers for park maintenance and the operation of community centers. As a part of the Serve Fresno initiative mentioned in the Service Overview section, volunteers gather two Saturdays a month and are dispatched to a park location to assist with basic cleanup and maintenance. PARCS staff works closely with the volunteer leaders to ensure that beautification efforts are consistently scheduled, equipment is available and volunteer hours are properly and accurately reported. In the period from July 1, 2012, to June 30, 2013, approximately 4,974 volunteers contributed a total of 17,376 hours.

PARCS currently utilizes contractors in several capacities. Fitness education classes are taught by contracted instructors four hours per week. Community-based organizations provide programming at various community centers 140 hours per week. SER National and American Association of Retired Persons provide administrative support 120 hours per week.

Landscaping maintenance in city parks is conducted by the Street Maintenance Division of the Public Works Department. Crews provide mowing, trimming, and weeding service on a weekly basis at 80 parks throughout the City. Tree services are also provided on a different schedule.

FACILITIES AND CAPACITY

The City maintains approximately 1,617 acres of open space, nearly 230,000 square feet of building space dedicated to recreational/educational purposes distributed among 104 sites. Other facilities include nine community pools, four splash parks, 518 picnic tables, 153 barbeque grills, three amphitheaters, 54 baseball/softball fields, 53 football/soccer fields, 40 basketball courts, 11 volleyball courts, 40 tennis courts, seven skate parks, and five dog parks. The park system also provides and maintains 115 acres of paths and trails

for pedestrians and bicyclists. The details of each facility are reported in Figure 12-1. The City has not provided the condition of its PARCS facilities.

Community and neighborhood centers, gymnasiums, courts, playfields, pools, amphitheatres and various other structures are available for rent. Rental fees for semi-public and nonprofit organizations are lower than those for private groups and organizations. City residents pay the same fees as non-residents. Private or nonprofit groups requesting to schedule special events at the neighborhood center, park, or playground facilities may be required to provide security guards from a certified security agency, police officers from the Police Department or additional recreation leaders.⁶² The number of security guards, police officers, or recreation leaders required is determined by the type of event and the estimated number of attendees. The PARCS director is authorized to waive the user fee for special events that are determined to be beneficial to the City of Fresno.

The City Of Fresno presently operates three regional parks.

The Regional Sports Complex is located at Jensen and West Avenues and is an 114.3-acre sports center. This park contains six softball and nine soccer fields. In addition, it also has an 8.68-acre paintball shooting complex. The PARCS Department offers softball leagues and tournaments for approximately 1,380 teams each year. The sports complex also conducts a number of major music concerts throughout the year.

Roeding Park has evolved into a regional park since its inception in 1903. Although originally intended as a large community park that would provide picnicking and recreation space for Fresno residents, the addition of Storyland, Playland and the Fresno Chaffee Zoo have turned this into a major regional park site. This park now services a significant number of guests who live outside of Fresno and visit the park for the major attractions located at the facility.

Woodward Park is a 300-acre site that contains the Rotary Amphitheater, the Shinzen Japanese Garden, numerous walking trails, picnic shelters and serves as a gateway to the San Joaquin River. Because of its size and mature trees, this facility draws thousands of visitors for exercise and major cultural arts functions.

The City of Fresno also owns Camp Fresno and Camp Fresno Junior in the Sierra Nevada Mountains. Camp Fresno is a family oriented facility open from late May through October. The facility is comprised of 51 rental cabins, consisting of 22 two-bedroom cabins with indoor toilets and 29 one-bedroom cabins with central toilets located 200 feet away. Although rates are lower for city residents, they all include a City of Fresno Capital Improvement Surcharge to pay for needed repairs and upgrades. All cabins are equipped with electricity and running water and have unscreened porches, an outdoor three-burner propane stove, barbeque pit, picnic table, and campfire ring. Inside each cabin are a wood-burning stove, table and stools. Each cabin has an assigned 12-inch by 12-inch by eight-inch cold locker in a walk-in refrigerator located behind the camp office. Washing machines and showers are centrally located throughout the camp. A large social hall is available for

⁶²City of Fresno, *Parks, Recreation and Community Services Master Fee Schedule*, 2013.

meetings and recreational activities. Camp Fresno programs include nature activities, crafts, campfire programs, movies, and family games.

Adjacent to Camp Fresno is Camp Fresno Junior, a group facility that houses up to 90 people and is made available for organized groups and large families. It includes two dorms, three counselor cabins, dining pavilion, fully equipped kitchen, and shower house with washing machines.

Figure 12-1: City of Fresno Park and Recreation Facilities

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Airways Municipal Golf Course	5440 E. Shields, Fresno CA 93727	96 acres	City of Fresno	City of Fresno	Dawn to dusk	18 hole, driving range, practice putting green, Coffee Shop and pro shop. Fees charged per round of golf.
Airways Swimming Pool	5440 E. Shields, Fresno CA 93727	NP	City of Fresno	City of Fresno	Summer: 1pm - 5pm daily	Olympic size pool, wader pool, BBQ, picnic table, volleyball court, diving boards, changing rooms, tetherball courts, shuffle board, shaded area and benches.
Alfonso Hernandez Youth Center	1515 E. Divisadero St. Fresno, CA 93721		City of Fresno	City of Fresno	Dawn-10PM	Recreation room, computer lab
Al Radka Park	5897 E. Belmont, Fresno, CA 93727	15 Acres	City of Fresno	City of Fresno	Dawn - 10PM	Turf areas, playground, baseball & softball fields, football & soccer fields, field lights, picnic tables & BBQ, shade structures, restrooms, community garden.
Belcher Neighborhood Park	2158 E. Alluvial, Fresno, CA 93720	5.86 acres	City of Fresno	City of Fresno	Mon - Sun 7am - 10 pm	Turf areas, playground, picnic tables & BBQs, restrooms.
Bigby Villa	1329 E. Florence, Avenue, Fresno, CA 93706	1.75 acres	City of Fresno	City of Fresno	Dawn-Dusk	Pocket park with turf areas, playground.
California/Mayor/A		.13 acres	City of Fresno	City of Fresno	Dawn-Dusk	Pocket park with a picnic table & BBQ.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
California/Tupman	California Ave & Tupman Ave	.95 acres	City of Fresno	City of Fresno	Dawn-Dusk	Pocket park with 3 picnic table & a BBQ.
California/Elm Gym	1802 E. California Ave.	2.12 acres	City of Fresno	City of Fresno	Mon - Fri 9am - 8 pm	Gymnasium, meeting rooms, kitchen.
Camp Fresno	53849 Dinkey Creek Rd., Shaver Lake, 93664	40 acres	City of Fresno	J & J Deaver	Late May - Late Oct	51 rental cabins with wood burning stove, table and stools. BBQ pit, picnic table and campfire ring. Cold lockers in a walk-in refrigerator, washing machines and showers located throughout camp. Recreation hall.
Camp Fresno Junior	53849 Dinkey Creek Rd., Shaver Lake, 93664		City of Fresno	J & J Deaver	Late May - Late Oct	Two dorms, three counselor cabins, dining pavilion, fully equipped kitchen and shower house with washing machines.
Carozza Neighborhood Park	4921 E. Olive, Fresno, CA 93727	6 acres	Fresno Flood Control District	Fresno Flood Control District & City of Fresno	Dawn - 10PM	Turf areas, playground, baseball & softball fields, restrooms
Cary Neighborhood Park	4750 N. Fresno Street, Fresno, CA 93721	8.8 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, playground, baseball & softball fields, football & soccer fields, in-line hockey court, tennis courts, picnic tables & BBQs, restrooms.
Centex Park	5626 E. Burns	.98 acres	City of Fresno	City of Fresno	Dawn-Dusk	Pocket Park. Turf area, picnic tables.
Chandler	1225 S Crystal, Fresno, CA 93706	2.33 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, playground, basketball courts, picnic tables & BBQs.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Dickey Playground	50 N. Calaveras, Fresno, CA 93721	2.33 acres	City of Fresno	City of Fresno	Dawn - 10PM	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball court, tennis courts, splash park, picnic shelter, picnic tables & BBQs, restrooms.
Dog Park (Basin AH1)	4257 W. Alamos, Fresno, CA 93722	1.5 acres	Fresno Flood Control District	Fresno Flood Control District & City of Fresno	May - November: 7am - 10pm daily	Turf areas, picnic tables.
East Fresno Boys & Girls Club	1621 S. Cedar, Fresno, CA 93702	4.63 acres	City of Fresno	East Fresno Boys & Girls Club	M-F	Turf areas, baseball & softball fields, football & soccer fields, basketball court, gymnasium, social hall, kitchen, restrooms.
Eaton Plaza	2330 Fresno St., Fresno, CA 93721	4.2 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, amphitheater. Movies in the Park program
Einstein Neighborhood Center	3566 E. Dakota, Fresno, CA 93726	15.02 acres	City of Fresno	City of Fresno	Park Dawn - 10PM Center 3PM - 7PM	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball court, tennis courts, volleyball courts, learner pool, picnic shelter, picnic tables & BBQs, social hall, computer lab, kitchen, restrooms.
El Dorado Mini Park	1343 E. Barstow, Fresno, CA 93710	2.5 acres	City of Fresno	City of Fresno	Center 3PM - 7PM	Turf areas, basketball courts, picnic tables, computer lab, restrooms. Recreational activities.
Emerald Park	Wathen Ave & Dewey Ave	1.43 acres	City of Fresno	City of Fresno	Dawn - Dusk	Pocket Park. Turf area.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Figarden Loop Park	4265 W. Figarden Dr., Fresno, CA 93722	5 acres	City of Fresno	City of Fresno	Dawn - 10PM	Turf areas, playground, baseball fields, splash park, picnic shelter, picnic tables & BBQs, shade structures, restrooms, and concession building.
Fink-White Neighborhood Center	535 S.Trinity, Fresno, CA 93706	8.62 acres	City of Fresno	City of Fresno	Park Dawn - 10PM Center 3PM - 7PM Summer Pool Hours 1-5pm	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball court, learner pool, wading pool, picnic shelter, picnic tables & BBQs, picnic shelter, social hall, computer lab, kitchen, restrooms.
First & Nevada	First Ave. & Nevada Ave.	.08 acre	City of Fresno	City of Fresno	Dawn - Dusk	Pocket Park. Turf area
Frank H. Ball Neighborhood Center	760 Mayor Street, Fresno, CA 93706	3.31 acres	City of Fresno	City of Fresno	Pool: Seasonal Park: Dawn - 10PM Center: 3PM - 8PM Sat. 12-5PM	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball courts, gymnasium, swimming pool, wading pool, picnic tables & BBQs, social hall, computer lab, kitchen, restrooms.
Granny's Park	2024 E. Pontiac Way, Fresno, CA 93726	1.15 acres	City of Fresno	City of Fresno	Park Dawn - 10PM	Turf areas, basketball courts, picnic tables & BBQs. Recreational facility.
Habitat Park	300 W. Garrett	1.05 acres	City of Fresno	City of Fresno	Dawn - Dusk	Pocket Park. Turf area
Highway City Neighborhood Center	5140 N. State Street, Fresno, CA 93722	2.0 acres	City of Fresno	City of Fresno	Science Workshop 3-7 pm Mon-Fri	

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Hinton Neighborhood Park	2385 S. Fairview	6.23 acres	City of Fresno	City of Fresno	Dawn -Dusk	Turf area, baseball/softball fields, soccer/football field, tennis courts, picnic table, BBQ.
Holmes Neighborhood Center	212 S. First Street, Fresno, CA 93702	9.75 acres	City of Fresno	City of Fresno	Park Dawn - 10PM Center 3PM - 7PM	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball courts, tennis courts, lawn bowling court, outdoor stage, gymnasium, wading pool, picnic tables & BBQs, social hall, computer lab, kitchen, restrooms. Full service center offering many recreational programs.
Holman Neighborhood Park	6522 N. West Avenue, Fresno, CA 93711	4.8 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, playground, baseball & softball fields, football & soccer fields, volleyball courts, picnic tables & BBQs, picnic shelter, restrooms
Hyde Neighborhood Park	319 W. Florence, Fresno, CA 93706	16.03 acres	City of Fresno	City of Fresno	Dawn-Dusk	Turf areas
Kaiser Neighborhood Park	425 E. Alluvial, Fresno, CA 93720	4.66 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, playground, baseball/ softball fields, football & soccer fields, basketball court, court lights, skate park, picnic tables & BBQs, restrooms.
Kearney/Fresno Park	Kearney Blvd. & Fresno St.	1.0 acres	City of Fresno	City of Fresno	Dawn - Dusk	Pocket Park. Turf area, Playground.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Keith Tice Memorial Neighborhood Park	8695 N. Millbrook, Fresno, CA 93720	5.0 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, playground, par/fitness course, picnic tables & BBQs, restrooms.
Koligian Neighborhood Park	5165 W. Alluvial, Fresno, CA 93722	7.06 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, playground, football & soccer fields, basketball court, picnic tables & BBQs, restrooms.
Lafayette Neighborhood Center	1516 E. Princeton, Fresno, CA 93704	4.5 acres	City of Fresno	City of Fresno	Park Dawn - 10PM Center 3PM - 7PM Summer Wader Pool 1-5pm	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball courts, handball courts tennis courts, volleyball courts, wading pool, picnic tables, social hall, computer lab, kitchen, restrooms. Recreational programs.
Large Neighborhood Park	4424 N Millbrook, Fresno, CA 93726	6.91 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, football & soccer field
Lewis S. Eaton Trail	Northwest corner of Woodward Park	4 miles	City of Fresno	City of Fresno	Dawn - Dusk	Benches, bridges, trees
Lions Neighborhood Park	4650 N. Marks, Fresno, CA 93705	9.02 acres	City of Fresno	City of Fresno	Park Dawn - 10PM Skate 3PM - 7PM	Turf areas, playground, baseball & softball fields, football & soccer fields, tennis courts, volleyball courts, court lights, picnic tables & BBQs, restrooms, skate park.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Logan Neighborhood Park	5450 N. Santa Fe, Fresno, CA 93722	9.0 acres	City of Fresno	City of Fresno	Dawn - Dusk	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball court, tennis courts, court lights, picnic tables & BBQs, restrooms.
Manchester Neighborhood Park	3414 N. Fresno Street, Fresno, CA 93726	9.40 acres	Fresno Flood Control District	Fresno Flood Control District & City of Fresno	Dawn - Dusk Summer Wader Pool 1-5pm	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball court, wading pool, picnic tables & BBQs, restrooms.
Maple/Huntington Park	Maple Ave. & Huntington Ave.	.03 acre	City of Fresno	City of Fresno	Dawn - Dusk	Pocket park. Turf area.
Maple/McKinley Park	Maple Ave. & University Ave.	.11 acre	City of Fresno	City of Fresno	Dawn - Dusk	Pocket park. Turf area with picnic table.
Martin Ray Reilly Park	770 N. Chestnut	3.38 acres	City of Fresno	City of Fresno	Dawn-Dusk	Turf areas, playground, football & soccer fields, basketball court, picnic tables & BBQs, splash pad, restrooms.
Mary Ella Brown Community Center	1350 E. Annadale, Fresno, CA 93706	8.67 acres	City of Fresno	City of Fresno	Pool: Seasonal Park: Dawn - 10PM Center: 3PM - 7PM	Turf areas, playground, swimming pool, social hall, community center, computer lab, kitchen, restrooms,. Open recreation activities and Fresno Connect Computer Lab.
Mayor & Ventura Park	Mayor Ave. & Ventura Ave.	.11 acre	City of Fresno	City of Fresno	Dawn - Dusk	Pocket park. Turf area

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Melody Neighborhood Center	5935 E. Shields, Fresno, CA 93727	5 acres	City of Fresno	City of Fresno	Park Dawn - 10PM Center 3PM - 7PM	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball courts, tennis courts, court lights, skate park, picnic tables & BBQs, social hall, computer lab, kitchen, restrooms. Crafts programs.
Mosqueda Community Center	4670 E. Butler, Fresno, CA 93702	17.35 acres	City of Fresno	City of Fresno	Pool: Seasonal Park: Dawn - 10PM Center: 3PM - 7PM	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball courts, bike park, swimming pool, picnic tables & BBQ, community center, social hall, computer lab, library, auditorium with stage, meeting & conference rooms, kitchen, restrooms. Senior hot meals & recreation, dance classes, martial arts, Fresno Connect Computer Lab.
Nielsen Neighborhood Park	1730 S. Fruit, Fresno, CA 93706	4.44 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, playground, baseball & softball fields, basketball courts, picnic tables & BBQs, restrooms.
Ninth & Tulare Park		.15 acre	City of Fresno	City of Fresno	Dawn – Dusk	Pocket park. Turf area
Orchid Neighborhood Park	3420 W. Fir, Fresno, CA 93711	5.63 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, playground, baseball & softball fields, football & soccer fields, tennis courts, picnic tables & BBQs, restrooms.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Oso de Oro Lake Neighborhood Park	5550 N. Forkner, Fresno, CA 93711	9.6 acres	Fresno Flood Control District	Fresno Flood Control District		Turf areas, playground, basketball courts, lake, picnic tables & BBQs, covered pavillion, restrooms.
Pilibos Neighborhood Park	4945 E. Lane, Willow, Fresno, CA 93730	13.29 acres	City of Fresno	City of Fresno	Dawn - 10PM	Turf areas, playground, football & soccer fields, picnic tables & BBQs, picnic shelter, restrooms.
Pinedale Community Center	7170 N. San Pablo, Fresno, CA 93650	.50 acre	City of Fresno	City of Fresno	Mon-Fri: 8am-8:30pm Pool: Seasonal	Turf areas, playground, basketball courts, learner pool, social hall with a stage, computer lab, kitchen, restrooms, parking lot. Senior nutrition program, open recreation activities, youth club, special summer activities.
Pride Park	Fresno Ave. & California Ave.	.75 acre	City of Fresno	City of Fresno	Dawn – Dusk	Pocket park. Turf area, picnic table, BBQ.
Quigley Neighborhood Center	808 W. Dakota, Fresno, CA 93705	8.6 acres	City of Fresno	City of Fresno	Pool: Seasonal Park: Dawn - 10PM Center: 3PM - 7PM	Turf areas, playground, baseball & softball fields, football & soccer fields, basketball courts, tennis courts, volleyball courts, court lights, learner pool, picnic tables & BBQs, computer lab, kitchen, restrooms.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Radio Neighborhood Park	2233 N First Street, Fresno, CA 93703	8.6 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, playground, baseball & softball field, football & soccer field, picnic tables, restrooms, parking lot. Home to the Fresno Arts Center which displays art exhibits, provides classes, workshops, concerts, festivals.
Reedy Park	1944 N. Winery Ave	5.0 acres	City of Fresno	Discovery Center/ UCCE	Tues- Sun 10AM-4PM Garden of the Sun Mon, Wed Fri, Sat 9AM-1PM	Home to the Garden of the Sun Demonstration Garden, Discovery Center science education center and Deutsch Cactus Garden
Regional Sports Complex	1707 W. Jensen Avenue, Fresno, CA 93706	114.3 acres	City of Fresno	City of Fresno	Dawn - 10PM	Turf areas, playgrounds, baseball & softball fields, football & soccer fields, field lights, vert ramp, paintball zone, concession booth, picnic tables & BBQs, picnic shelter, restrooms.
Riverside Municipal Golf Course	7672 N. Josephine, Fresno, CA 93722	110 acres	City of Fresno	Ebit Inc.	Dawn to dusk	18 hole, driving range, practice putting green, coffee shop, pro shop, restrooms, parking. New cart paths, greens and water hazard. Fees charged per round of golf.
Robinson Neighborhood Park	401 E. Browning, Fresno, CA 93710	4.97 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, playground, football & soccer field, picnic tables.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Roeding Regional Park	890 W. Belmont Ave., Fresno, CA 93728	157 acres	City of Fresno	City of Fresno	April - October: 6am - 10pm November - March: 6am - 7pm	Turf areas, playgrounds, football & soccer fields, handball courts, tennis courts, volleyball court, court lights, par/fitness course, dog park, lake, picnic shelter, picnic tables & BBQs, restrooms. Home to the Fresno Chaffee Zoo and Rotary Storyland and Playland.
Romain Neighborhood Center	745 N. First Street, Fresno, CA 93702	8.02 acres	City of Fresno	City of Fresno		Turf areas, playground, baseball & softball field, football & soccer field, basketball courts, skate park, gymnasium, learner pool, picnic tables & BBQs, social hall, computer lab, kitchen, restrooms. Full service center providing swim lessons, youth leagues, day camps.
Rotary East Neighborhood Park	6464 N. Cedar, Fresno, CA 93710	5 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, playground, baseball & softball field, football & soccer field, tennis courts, picnic tables & BBQs, restrooms.
Rotary West Neighborhood Park	3202 E. Gettysburg, Fresno, CA 93726	14.5 acres	Fresno Flood Control District	Fresno Flood Control District & City of Fresno	Dawn – Dusk	Turf areas, playground, baseball & softball fields, football & soccer field, basketball court, picnic tables & BBQs, restrooms.
Safety Park	6350 N. Rafael	.89 acre	City of Fresno	City of Fresno	Dawn – Dusk	Pocket park. Turf area

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
San Pablo Family Park	511 N. San Pablo, Fresno, CA 93701	2 acres	City of Fresno	City of Fresno	Dawn – Dusk	Playground
Selma Layne Neighborhood Park	2065 E. Shepherd, Fresno, CA 93720	9.6 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, playground, baseball & softball field, football & soccer field, basketball court, picnic shelter, picnic tables & BBQs, restrooms.
Spano Park	8090 N. Palm, Fresno, CA 93710	1.0 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, picnic tables
Stallion Neighborhood Park	6245 N. Polk, Fresno, CA 93722	5.65 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, playground, baseball & softball field, football & soccer field, basketball court, picnic tables & BBQs, restrooms.
Sugar Pine Trail	Fresno Street and Nees Avenue		City of Fresno	City of Fresno	Dawn – Dusk	Paved trail, benches, large variety of trees
Sunnyside Neighborhood Park	5279 E. Butler, Fresno, CA 93702	5 acres	City of Fresno	City of Fresno	Dawn – Dusk	Turf areas, playground, baseball & softball field, football & soccer field, picnic tables & BBQs, restrooms.
Sunset Neighborhood Center	1345 W. Eden, Fresno, CA 93706	.97 acres	City of Fresno	City of Fresno	M-F 3PM - 7PM Wader Pool: Seasonal	Turf areas, playground, wading pool, picnic tables & BBQ, social hall, community center, computer lab, kitchen, restrooms.

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Ted C. Wills Community Center	770 N. San Pablo, Fresno, CA 93728	6.3 acres	City of Fresno	City of Fresno	M-F 7AM - 8PM	Turf areas, playground, baseball & softball fields, basketball courts, volleyball courts, field lights, picnic tables & BBQ, gymnasium, social hall, community center, meeting & conference rooms, computer lab, library, kitchen, restrooms, parking lot. Senior nutrition program, EOC Headstart program, and the Valley Art and Science Academy (VASA) Charter School.
Todd Beamer Neighborhood Park	1890 E. Plymouth Way, Fresno, CA 93720	6.4 acres	City of Fresno	City of Fresno	6am - 10 pm daily	Turf areas, playgrounds, football & soccer field, basketball courts, par & fitness course, skate park, splash park, dog park, picnic tables & BBQs, restrooms.
Trolley Creek Park	5100 E. Huntington	3.0 acres	Fresno Flood Control District	Fresno Flood Control District		Turf areas, playgrounds, amphitheater, picnic shelters & BBQs, restrooms
University Neighborhood Park	4085 N. Angus Str. & , Joaquin Pl., Fresno, CA 93726	2.63 acres	City of Fresno	City of Fresno	Dawn- Dusk	Turf areas, picnic tables & BBQs

Facility	Location	Size	Owner	Maintained	Hours Open	Purpose/Amenities
Victoria West Neighborhood Community Park	3861 West Clinton Avenue, Fresno, CA 93722	20 acres	City of Fresno	City of Fresno	6am - 10 pm daily	Turf areas, playgrounds, baseball & softball field, football & soccer fields, basketball courts, court lights, dog park, shade structures & picnic shelter, picnic tables & BBQs, restrooms.
Vinland Neighborhood Park	4695 E. Gettysburg, Fresno, CA 93726	7.5 acres	City of Fresno	City of Fresno	Dawn - 10PM	Turf areas, playgrounds, baseball & softball field, football & soccer fields, tennis courts, court lights, picnic tables & BBQs, restrooms.
Willow/Balch Pocket Park	4963 E. Balch, Fresno, CA 93727	1.15 acres	City of Fresno	City of Fresno	Dawn- Dusk	Turf areas, playground, picnic tables & BBQs
Woodward Regional Park	7775 N. Friant Road, Fresno, CA 93720	300 acres	City of Fresno	City of Fresno	Spring & Summer: 6am -10pm Fall & Winter: 6am - 7pm	Turf areas, playgrounds, lake, Shinzen Japanese Garden with tea house, par & fitness course, dog park, shade structures & picnic shelters, picnic tables & BBQs, amphitheater, restrooms. BMX track, Disc Golf Course, Art of Life Garden .

INFRASTRUCTURE NEEDS

PARCS capital improvement project budget totaled \$5.8 million for FY 2016. The largest projects included an 8.3-acre universally accessible park for children and young adults with various disabilities and a cultural arts district park. The projects are funded through State of California Department of Recreation, Proposition 84 Statewide Park Program grants. Additionally, \$2,707,400 was budgeted for improvements at Holmes Park, Pilibos Park, Radio Park, Vinland Park, Mosqueda Center, Frank H. Ball, and California and Elm Gymnasium. The projects are funded through State of California, Housing Related Parks Program, Prop 1C grants.

An 8.3-acre parcel for a universally-accessible park was purchased in 1990. This future park, has been identified as the City of Fresno's first universally accessible park for children and young adults with various disabilities. The baseball field, soccer field, splash pad, and play structures will be designed so that children and young adults of all abilities will be able to interact and play together. The City budgeted \$80,400 in FY 2013 and \$6,289,000 in FY 2014 for the construction of the park. The park will be completed in the fall of 2015. The City is still searching for funding sources to ensure continued care and maintenance of the park after construction.

In March 2012, PARCS was awarded a \$2.5 million grant from Proposition 84 Round II for a park in the Cultural Arts District. Based on community consensus, the proposed park features will include playground equipment, an outdoor workout station, a multi-use field, a small stage, picnic tables, and art. Project costs are budgeted at \$982,600 in FY 2013, \$335,800 in FY 2014, \$30,600 in FY 2015, and \$1,185,300 in FY 2016.

In March 2012, PARCS was also successfully awarded \$3,165,365 from the Proposition 84 Round II funding, for the construction of the new 3.38-acre Martin Ray Reilly Park at 750 N. Chestnut Ave. The new park was dedicated on January 31, 2015 and contains basketball and volleyball courts, shaded playground, multi-use field, splash park, restrooms, and a walking path. The City budgeted \$4,800 in FY 2013 and \$3,159,600 in FY 2014 for the construction of the park.

Other capital improvement projects planned for the next five years include extension of the Lewis Eaton Trail, improvements to the amphitheater in Woodward Park, and concrete/asphalt repair.

CHALLENGES

The Department is still experiencing negative consequences caused by the recent economic recession. Due to budget constraints, various PARCS' structural needs could not be funded in FY 2014. Additionally, the Department has experienced a 68 percent staffing reduction since FY 2008, presenting a challenge for maintenance and adequate operation of the parks and recreation facilities.

Additionally, decreased funding availability caused a reduction of Senior Hot Meals sites in the City from 15 to six. Five of these remaining six sites must now continue providing 80 percent of the meals previously supplied by the original 15 locations.

The greatest challenge, however, is to identify funding to construct and maintain new neighborhood parks.

SERVICE ADEQUACY

This section reviews indicators of service adequacy of park and recreation services, specifically developed parkland per 1,000 residents, the ability to meet the City's General Plan policies, operating expenditures per acre, and other capacity constraints.

The national park acreage standard per the National Recreation and Park Association (NRPA) is four acres per 1,000 residents. NRPA is currently leading a campaign to move towards a goal of five acres per 1,000 residents. The City previously had a General Plan standard to provide three acres of parkland per 1,000 residents, with 0.75 acres of neighborhood parks per 1,000 residents, 0.25 acres of community parks per 1,000 residents, and two acres of regional parks per 1,000 residents. The City's General Plan has a newly adopted implementation policy with a standard of at least three acres of public parkland per 1,000 residents for pocket, neighborhood, and community parks throughout the City, while striving for five acres per 1,000 residents for all parks throughout the City, subject to identifying additional funding for regional parks and trails.⁶³ To compare, the countywide parkland ratio is about seven acres per 1,000 residents with the countywide goal being 13.7 acres per 1,000 residents.

The City of Fresno owns 1,617 acres of all categories of parkland that equates to 3.18 acres per 1,000 residents, which is slightly higher than the 2025 General Plan target of three acres per 1,000 residents. The City has about 298 acres⁶⁴ of neighborhood parkland (0.59 acres per 1,000 residents), 141 acres⁶⁵ of community parkland (0.27 acres per 1,000 residents), and 877 acres of regional parkland (1.7 acres per 1,000 residents).⁶⁶ The City does not meet its service level goals as outlined in the 2025 General Plan regarding neighborhood and regional park acreage per 1,000 residents. With the adoption of the General Plan, the City will require an additional 3,855 acres of parks from all categories to meet the goal of five acres of usable parkland per 1,000 residents.

Although overall the City exceeds the minimum standard of 3.0 acres per 1,000 residents, the provision of parkland is uneven across the city. The inclusion of open campus schools as parkland increases the disparity of park space in the established neighborhoods north and south of Shaw Avenue. Newer neighborhoods with larger amounts of parkland (due to evolving parkland requirements for new developments and enhanced financing through community facilities districts and homeowners associations) increase the citywide average and obscure the parkland deficiencies of many Fresno neighborhoods. In particular, many of the central neighborhoods in Fresno lack convenient access to parkland and fall well below the 3.0-acre standard. The City is reportedly identifying opportunities to add park space to established neighborhoods through mechanisms such as co-location with other facilities and joint use agreements.

⁶³POSS-1-a.

⁶⁴Excluding ponding basins.

⁶⁵ Excluding ponding basins.

⁶⁶ City of Fresno, *General Plan*, Parks and Open Space, 2014, p. 5-10.

In FY 13-14, PARCS spent about \$7,447 in operating expenditures per acre.⁶⁷ The National Recreation and Park Association (NRPA) Special Report indicates that among the agencies throughout the country that operated between 1,001 and 3,500 acres of parkland and responded to the NRPA survey in 2012, the median agency spent about \$4,513 per acre. It should be noted that the cost of operation of parkland is greatly dependent on the type of facilities made available at the park. For example, a facility with restrooms, recreation centers and recreation programs may be more costly to maintain and operate than a park that only requires occasional landscaping.

PARCS generally has minimally adequate capacity to provide services to its residents. Limited financing is the most significant capacity constraint for the Department. Capital improvements have been deferred in recent budget years leading to aged infrastructure that is continually more costly to maintain the older it becomes. Additionally, the Department has to rely heavily on volunteers for maintenance work, which although efficient as indicated by low operational cost per acre is an unreliable and unsustainable practice in the long-term. Capacity to provide adequate services is further limited by an uneven distribution of parkland in the City, where southern portions of Fresno appear to be underserved.

⁶⁷ General Fund expenditures for PARCS in FY 13-14.

13. LAW ENFORCEMENT SERVICES

SERVICE OVERVIEW

Fresno Police Department (PD) is responsible for enforcement of state and city laws, investigation of crimes, apprehension of criminals, reducing traffic collisions, maintenance of ongoing crime prevention programs, and building ties with the community and other local law enforcement agencies. Although patrol is the most visible service, Fresno PD provides a host of other public safety services including dispatch, crime scene investigation, bomb squad, Special Weapons and Tactics (SWAT), Career Criminal Auto Theft team (CCAT), canine, temporary prisoner holding, training, and unique patrol operations among other services.

The Patrol Division covers an area of 104.8 square miles provided by officers traveling by vehicle, bicycle, horse (mounted patrol), helicopter (Skywatch), and on foot. Fresno PD officers, staff and volunteers work in partnership with Fresno communities under the community policing model. Some of these partnership programs include Crime Watch, Crime Stoppers, Bringing Broken Neighborhoods Back to Life, Neighborhood Watch, V.O.I.C.E. (Violators of Innocent Children Eradicated) Task Force, Citizens on Patrol, and the Mayor's Gang Prevention Initiative (MGPI).

Dispatch services include receiving 911 calls and notifying response units through emergency communication systems. For fire and medical emergencies, Fresno PD routes calls to the Fresno County EMS dispatch center which provides dispatch services for the Fresno Fire Department and for American Ambulance for medical emergencies.

Fresno PD Crime Scene Investigations Bureau (CSIB) technicians provide evidence-processing services for possible DNA results, physiological fluids, latent finger and palm prints, serial number restorations, and conduct print comparisons to identified subjects. CSIB technicians also respond to a wide array of crime scenes with a goal of providing photographic documentation, evidence processing, and evidence collection services. In addition, the technicians provide narcotic, arson, and gang registrations for residents living within the City of Fresno.

Bomb squad services are provided by the Fresno Police Explosive Ordnance Disposal (EOD) unit. The unit's explosive ordnance experts identify and defuse explosives with the assistance of bomb-sniffing dogs trained to detect and locate different types of explosives. They provide SWAT support for explosive entries, booby-trapped locations, technical assistance, and use of robots for searching purposes.

The SWAT team handles complex, high-risk search warrants and violent confrontations. Fresno PD's SWAT team provides traditional counter-sniper services, response to hostage situations, barricaded suspects, armed subjects, warrant services, and protection of dignitaries. SWAT team members are trained in special weapons, as well as verbal tactics. Fresno SWAT team also trains with the crisis negotiators from Fresno Police Department and SWAT teams from allied agencies.

Fresno PD created the Career Criminal Auto Theft (CCAT) team to conduct surveillance in high auto theft areas, serve outstanding felony arrest warrants for suspects wanted for

vehicle theft and related crimes, seek out possible “chop shop” operations, and identify crews of career criminals who are responsible for auto thefts in Fresno.

Fresno PD Canine Unit assists patrol and other specialized units with warrant arrests, crimes in progress, building searches, suspect tracking, evidence location, high-risk vehicle stops, and narcotics searches.

The Patrol Division and Missing Persons detectives coordinate finding people who may be missing or lost. Fresno PD coordinates search teams with their Volunteer Services Bureau including the Community Emergency Rescue Team, Citizens on Patrol, and with the Fresno PD Chaplaincy.

City temporary PD holding services involves the prisoner processing and interviewing of suspects taken into custody by Fresno PD. Once identified at Fresno PD, all adult prisoners are transported to the Fresno County Jail for booking. Juvenile prisoners are transported to the Fresno County Juvenile Justice Center for booking. The Fresno County Jail and Juvenile Justice Center are operated and staffed by the County of Fresno.

The State Center Regional Training Center at Fresno City College provides the initial academy for law enforcement officer as prescribed by state law. In-service training including Advanced Officer Training and Perishable Skills Training for Fresno PD sworn officers and all law enforcement agencies and personnel throughout the state is offered at the Fresno Police Department Regional Training Center. Training classes are certified by the State of California Commission on Peace Officer Standards and Training (POST).

Dispatch and Communications

The Fresno Police Department Communications Center is the first point of contact for a majority of Fresno residents needing public safety services. Dispatchers answer both emergency and non-emergency calls 24 hours a day, seven days a week. Members of the unit are required to attend a basic dispatcher’s academy and then complete a 12-month “in-house” training program as part of the selection and training process. Dispatchers also complete a Communications Academy offered by the State Commission on Peace Officer Standards and Training.

Over the past few years the number of “911 Emergency” calls received by the communications center has steadily increased. During 2014, Fresno Police Department received 409,784 emergency “911” calls and 540,315 non-emergency calls to the dispatch center. After being entered into the computer-aided dispatch system (CAD), each call is assigned a priority and then sent out to the field to be handled by officers.

The Real Time Crime Center (RTCC) was brought on line by the Fresno Police Department in May 2015 to improve officer safety by providing officers responding to critical incidents in the field, all available information while in route to the call. The RTCC, which was established using private funding from contributors, integrates social media, the Department’s Video Policing Unit, and several databases, to provide the most up-to-date information available to officers. As of 2014, there were over 170 video policing cameras within the City of Fresno. These cameras are placed in high crime areas in an effort to assist in the identification and arrest of those involved in criminal activity. Additionally, they serve as a visible policing presence to deter criminal activity in areas frequented by city residents and visitors.

In 2014, Fresno PD began field testing body worn cameras for sworn officers. These cameras were being tested as a means of maintaining public trust while improving law enforcement accountability. By mid-2015, nearly 130 body worn cameras were assigned to sworn officers with plans to provide this equipment to 400 sworn members of Fresno PD.

The Department's Duty Office is staffed 24 hours per day and is tasked with monitoring and making adjustments in patrol staffing to ensure the appropriate number of officers are working during a given day and time. The Duty Office also reviews and approves all "on-line" police reports received by the police department. As the Department was required to downsize after 2010 due to budget challenges, the City has become more reliant on self-reporting via the "E-reporting" program. In 2014, the Fresno Police Department reviewed 12,436 online reports.

Collaboration

Fresno PD holds membership in and/or collaborates with the following associations and organizations:

- ❖ International Association of Police Chiefs
- ❖ California Police Chief's Association
- ❖ Fresno Madera Police Chief's Association.
- ❖ Major Cities Chiefs Association,
- ❖ FBI Leadership Association
- ❖ Commission on Accreditation for Law Enforcement Association
- ❖ High-Intensity Drug Traffic Areas Association
- ❖ California Identification Remote Access Network System
- ❖ Chief Advisory Board
- ❖ Youth Advisory Committee
- ❖ Care Fresno
- ❖ International Security Auditors Control Association
- ❖ Society of Information Managers
- ❖ COPLINK
- ❖ Air National Guard
- ❖ CA Army National Guard
- ❖ Bureau of Alcohol, Tobacco, Firearms and Explosives
- ❖ Board of State and Community Corrections
- ❖ California Emergency Management Agency (Anti Human Trafficking Task Force)
- ❖ Central California Financial Crimes Task Force, Central Valley Financial Crimes Task Force
- ❖ California Highway Patrol
- ❖ Clovis Police Department
- ❖ Fresno County Coroner's Office
- ❖ Superior Court of California
- ❖ County of Fresno and Participating Agencies in the Electronic Probable Cause Declaration
- ❖ District Fugitive Task Force
- ❖ California Intelligence Center
- ❖ Central California Internet Crimes Against Children Task Force
- ❖ Financial Crimes Enforcement Network 2009
- ❖ US Department of Treasury

- ❖ Family Healing Center
- ❖ Fresno Methamphetamine Task Force
- ❖ Federal OT Reimbursement
- ❖ Joint Terrorism Task Force
- ❖ Multi-Agency Gang Enforcement Consortium
- ❖ Public Health Institute
- ❖ Regional Public Safety Training Site
- ❖ Fresno County Probation Department
- ❖ Share net System Database
- ❖ California Counter Drug Procurement Program
- ❖ California Law Enforcement Agencies
- ❖ Department of Veterans Affairs

Fresno PD maintains automatic and mutual aid agreements with the Department of Transportation, Marjaree Mason Center, Inc., Central Unified School District, California County Sheriffs and California Multi-Jurisdictional Methamphetamine Enforcement Teams 2008, Fresno State Police Mutual Assistance, and Fresno City College.

The Multi-Agency Gang Consortium is a collaboration of municipal, county and state criminal justice professionals that focus and coordinate law enforcement efforts on reducing violent gang activity in both rural and urban areas of Fresno County. The Fresno PD officers and supervisors assigned to MAGEC share space with the Fresno County Sheriff's Department, the Fresno County District Attorney and the California Highway Patrol. In addition to this shared facility, the Fresno Police Department has entered into an agreement with the Fresno County Sheriff's Department to co-locate in a location that registers convicted sex offenders and houses a Fresno PD 290 Investigative Unit. The Department continues to explore a joint dispatch center with Fresno County Sheriff's Department.

Location

The City reported that while there were no areas within the City of Fresno where law enforcement services were not provided by Fresno PD, low staffing levels pose a challenge to providing services throughout the City's incorporated area. It was also reported that Fresno PD does not serve areas outside of the City's boundaries.

Calls for police service are largely concentrated in the northeast and northwest sections of the City, though violent crime is concentrated in the Northwest and Southwest Policing Districts within the City. The calls that occur in the northern part of Fresno are generally along corridors surrounding SR99 and SR 41 and major arterials such as Blackstone Avenue and Herndon Avenue.

Service Demand

City of Fresno has experienced a 38.9 percent decrease in violent crime and an 18.2 percent decrease in property crimes when comparing 2005 reported crimes to those reported in 2014. During that same time period overall crime rates have fallen by 20.3 percent, equating to 5,960 fewer crimes per year.⁶⁸ Fresno PD attributes the results to its focused policies, gang eradication efforts and the amount of involvement and support from the community.

⁶⁸Fresno Police Department, B880D98AE480/31204/122014.pdf

<http://www.fresno.gov/NR/rdonlyres/A9D853FB-EBA4-4900-8435->

In 2014, increased safety on the Fresno roadways resulted in fewer collisions within the City. In 2005 there were 3,838 collisions in Fresno. For comparison purposes, in 2014 there were 2,885 total collisions in the City representing a 24.9 percent decrease in total collisions over that 10 year period. Similarly, injury collisions were reduced from 1,548 in 2005 to 1,183 injury collisions for 2014 representing a 23.6% reduction over that 10 year span. In 2014, Fresno PD Traffic Department investigated 35 traffic collision fatalities. Of these 35 fatalities, 17 were pedestrian deaths. Investigations revealed that 10 of the 17 pedestrians, 58 percent, had either drugs or alcohol in their systems at the time of they were struck by a motor vehicle.⁶⁹

STAFFING

As of December 31, 2015 the Fresno Police Department employs 996.0 full-time equivalent (FTE) authorized personnel, including 748.0 FTE sworn safety members and 248.0 FTE civilians. Thirty-one sworn positions and four non-sworn positions (three emergency service dispatch positions and one senior accountant/auditor position) were defunded in FY 2013 to meet budget goals. Prior to 2014, the City of Fresno had reduced its police staffing levels by almost 12 percent and has been relying on volunteers for various functions within the police department.

The Chief of Police reports to the City Manager and relies on the Citizens' Advisory Board (CAB) and the Youth Advisory Council (YAC) as community resources in the formation of strategies, development of community policing concepts, and increasing public awareness. The CAB is composed of 25 members, including seven members appointed by City Council, two appointed by the Human Relations Commission, and 16 at-large positions filled by City residents. The YAC is comprised of 18 young men and women who represent the various geographic areas of Fresno, to provide meaningful dialogue with the Chief of Police from the Youth of Fresno's perspective.

The Chief of Police supervises the Police Department's four divisions. Each of the Patrol, Investigations, Administrative Services, and Support divisions has its own bureaus and units.

The Patrol Division includes four districts with individual needs and responses to crime. The districts employ community oriented policing strategies to respond to calls for service, provide proactive crime reduction strategies and address disorder within the districts. There are 415 staff in the patrol division as of the change of detail in January 2015 with 85 personnel dedicated to the Southwest district, 82 in the Northwest district, 77 in the Southeast district, and 82 in the Northeast district. In addition, there are 44 personnel assigned to the Violent Crime Impact Teams to provide focused and proactive crime suppression as a citywide resource for the patrol division.

The Investigations Division investigates violent crimes against persons and property and provides long-term case management for prosecutorial purposes, narcotics investigation and interdiction, and crime scene and evidence processing. This division includes the Family Justice Bureau, Special Investigations Bureau, Street Violence Section,

⁶⁹Fresno Police Department, *2014 Annual Report*, page 40.

Multi-Agency Gang Enforcement Consortium, and the Crime Scene Investigations Bureaus. The entire Division is staffed by a total combination of 164 full- and part-time employees. Further descriptions of these bureaus are discussed below.

The Family Justice Bureau consists of the Domestic Violence, Child Abuse/Missing Persons, Sex Crimes, and Financial Crimes units. This Bureau has a combined total of 37 sworn employees consisting of one lieutenant, five sergeants, 30 sworn detectives, and one non-sworn computer systems specialist in the Financial Crimes unit. Additionally, the Bureau has 12 non-sworn positions—two non-sworn Domestic Violence unit advocates and nine non-sworn employees assigned to the Court and Prosecution Liaison Offices.

The Street Violence Section (SVS) consists of the Homicide, Robbery, and the Night Detective, and Gun Crimes units along with a SVS tactical team. This section has a total of 38 sworn full-time employees—one lieutenant, five sergeants, 31 detectives, and one non-sworn full-time Community Service Officer.

The Special Investigations Bureau (SIB) consists of Major Narcotics, the VICE/Criminal Intelligence/Joint Terrorism Task Force, Career Criminal Auto Theft Team, and the HIDTA Unit. SIB has a total of 29 FTE sworn positions, including one lieutenant, three sergeants, and 24 detectives, along with one non-sworn full-time community service officer and one non-sworn part-time staff assistant.

The Multi-Agency Gang Consortium (MAGEC) includes the Fresno Ceasefire Program and has a total of 19 full-time sworn employees, which include one lieutenant, three sergeants, and 11 detectives plus two detectives assigned to MAGEC from the Fresno County Sheriff's Department, one officer assigned from the California Highway Patrol, and one agent assigned from State Parole.

The Crime Scene Investigations Bureau (CSI) has 19 full-time technicians including three Supervising Technicians as well as 10 Fresno PD cadets that complete prisoner processing and transportation for the agency. CSI duties include the analysis of controlled substances, toxicology reports, latent fingerprint analysis, DNA reports, and other basic crime scene, evidence gathering processes.

The Administrative Services Division includes the Internal Affairs Bureau and the Professional Standards Bureau. Internal Affairs investigates allegations of misconduct by members of Fresno Police Department. The Internal Affairs Bureau consists of a secretary, six investigator sergeants, and one lieutenant. Also included in this division is the Professional Standards Bureaus which includes Homeland Security, the Police Training Officer Section, the Training Bureau, Audits and Inspections and the Policy and Procedures Unit. Overall, the Division's staff is comprised of 44 FTEs.

The Support Division provides support to Fresno Police Department in specific areas of law enforcement expertise, specialized services and equipment and consists of 269 FTE personnel and 33 reserves.

Fresno PD relies on five Citizens on Patrol (COP) teams consisting of volunteers, who assist the police department in emergency call-out fatal accidents, traffic control, and crowd control at parades. Teams also help the patrol with the search of at risk missing

children and locating and returning them safely at home. COPs volunteered 14,850 hours in 2014.⁷⁰

The Community Emergency Response Team (CERT) program trains people to be prepared to respond to emergencies in their homes, workplaces and our community. CERT volunteers are on standby 24/7 to assist in large scale events. Since 2003, 1,081 residents have completed the 21-hour course that includes emergency preparedness, incident command, terrorism awareness and disaster medical operations. In 2014, 345 CERT volunteers responded to 14 emergency call-outs; including missing person searches, major gas leaks and large commercial and residential fires. The volunteers participated in 13 community service and public education events and completed 5,122 hours of service and continuing education.

FACILITIES AND CAPACITY

Fresno Police Department operates out of a police headquarters and four district police stations. Details of each facility are described in Figure 13-1.

Fresno PD owns and operates one temporary holding facility located at the police headquarters. The holding facility consists of five individual holding cells. The Police Department does not operate any long-term holding facilities.

⁷⁰Fresno Police Department, *2014 Annual Report*.

Figure 13-1: Fresno PD Facilities

Fresno Police Department Facilities							
Police Station	Location	Condition	Sworn Staff	Non-Sworn Staff	Vehicles	Purpose	Facility Sharing
Headquarters	2323 Mariposa Mall	Fair	189	180	159 (11 cars, 2 trucks, 87 MC, 59 unmarked)	Police Headquarters	Not shared
Annex	2326 Fresno Street	Fair	172	23	(Included above for common parking space)	Police Administration	Not shared
Regional Police Training Center		Good	13	3	40	Regional Training Facility	
Police Property & Evidence Storage	940 N. Broadway	Fair	5	7	5	Evidence Storage	Not shared
Police Background Investigators	4170 N. Brix	Good	0	9	8	Background Investigators	Not shared
Graffiti Abatement Team	2101 "G" Street, Bldg. X	Fair	0	13	15 Graffiti Removal Vehicles	GAT Team	Not shared
SWAT/EOD Storage	Undisclosed	Good	0	0	6 Specialty Vehicles	Leased storage space	
Special Investigations Bureau (SIB)	Undisclosed	Good	21	2	36 UC Vehicles	Leased Office Space	Shared outside department
Multi Agency Gang Enforcement Consortium (MAGEC)		Good	16	1	17 UC & Marked Vehicle	Leased Office Space	Shared outside department
K-9 & Mounted Unit Facility	Chestnut & Dakota	Good	1	0	5 for MPU	Leased Space	Shared outside department
Skywatch	5045 E. Andersen	Good	5	3	6 Vehicles	Leased Office/Hanger Space	Not shared
Southwest	1211 Fresno Street	Good	85	1	68 (52 cars, 3 trucks, 5 patrol wagons, 8 unmarked)	Dressing Station	Not shared
Southeast	1617 S. Cedar	Poor	77	1	60 (52 cars, 3 trucks, 5 unmarked)	Dressing Station	Not shared
Northeast	1450 E. Teague	Good	82	1	71 (62 cars, 4 trucks, 5 unmarked)	Dressing Station	Not shared
Northwest	3781 N. Hughes	Fair	82	1	61 (53 cars, 2 trucks, 6 unmarked)	Dressing Station	Not shared

As described previously, Fresno PD owns and operates a regional law enforcement training center. The regional training center covers 80 acres at the corner of Central and Hayes on property acquired by the Police Department from the wastewater treatment facility. The training facility includes classrooms, an emergency vehicle operations course, which features pursuit and urban driving environments, a 240 foot by 300 foot skid pad, a driver awareness course, six 50-yard handgun ranges, a 200-yard rifle range, a computer controlled targeting system, a three story tactical training house, force options and drivers training simulators, and various other training systems.

The facility is used by Fresno PD staff and by law enforcement personnel from around the Central Valley as well as agencies from around the State. Fresno PD enters into for-fee training programs with other agencies, reducing overall operation and maintenance costs of the facility. The facility was largely completed and opened in mid- September 2010, at a cost at that time of approximately \$12.8 million, which was funded through bonds and developer impact fees. Final completion occurred in FY 2012 with a final capitalized project cost of \$15.14 million.

INFRASTRUCTURE NEEDS

In the FY 2014 budget, Fresno PD completed reroofing work at two of its facilities. Funding was established from proceeds from an insurance settlement with the City, and \$270,000 was set aside for the replacement of the headquarters roof and \$361,000 for the replacement of the police annex roof.

Fresno PD budgeted \$780,500 to cover equipment and infrastructure replacements in FY 2014. A portion of this funding allowed for the department to repair and replace portable radios (\$110,500) in FY 2014. The Department also began a project to improve the physical security of the parking area adjacent to the headquarters and annex buildings by designing and beginning construction on a security fence of the public parking area (\$100,000), repaving this parking area and restriping of the parking lot (\$70,000). This funding also allowed the department to begin the process to lease 50 much needed police vehicles (\$500,000).

The City of Fresno has begun a Request for Proposal to contract with an entity to conduct an infrastructure and deferred maintenance needs assessment for the Police Department. This will be conducted in FY 16 with recommendations for capital projects and priorities as an expected outcome of this needs assessment.

CHALLENGES

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

In addition, increasing City population has resulted in increased calls for service as the number of sworn personnel has not been able to keep up with growth. As an example the Northwest District poses a particular challenge to police resources, where despite the crime reductions experienced in the district in 2014, the number of calls for service in the Northwest District increased to 108,137. This represents an increase in calls for service in the Northwest District of 4.3 percent over 2013. The Department has had to address the increase in service demand with creative staffing procedures such as requiring detectives to work patrol shifts, and with the use of overtime expenditures to ensure minimum patrol staffing is met.

Based on the FY 2014 budget, it appears that no further reductions will be made to Fresno PD staffing levels, and the City has begun hiring police officers back during this current fiscal year.⁷¹

SERVICE ADEQUACY

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

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are no clear standards as to what those response times should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 0) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 1 through 8 and telephonic calls for service) that response time may be lengthy.

Fresno PD recently developed alternative call handling approaches for lower priority calls for service. This became essential to combat elongated response times to these lower priority calls as available patrol resources were dispatched to life threatening and crimes in progress calls for service. This unit under the immediate supervision of a Patrol Sergeant, utilized Cadets, School Resource Officers, and patrol overages to focus on lower priority calls. This allowed patrol officers to respond to high priority calls and to conduct proactive patrols in the Policing Districts.

Empirical information suggests that a differential law enforcement response based on a priority system leads to both citizen and officer satisfaction. Response times are dependent on the agency’s staffing level and size of the jurisdiction served. In 2014, Fresno PD on average responded to Priority 0 incidents within 8.17 minutes. As shown in Figure 13-2, the Department’s response times have increased over the last seven years, in part due to the decrease in staffing levels and increases in call volume received by the Fresno PD communications center.

⁷¹ City of Fresno, *Adopted Budget Fiscal Year 2015*.

Figure 13-2: Average Citywide Response Times to “0” Priority Calls, 2008-2014

Year	Response Time (min)
2008	6.35
2009	6.41
2010	6.85
2011	7.21
2012	7.52
2013	7.97
2014	8.14

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the district attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared. Fresno PD had a Department of Justice (DOJ) clearance rate of 46.7 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) committed in 2007, 2008 and 2009,⁷² a clearance rate of 6.8 percent for burglary crimes, and 9.5 percent for motor vehicle theft during the same period.

Investigative efforts have improved clearance rates within the agency in recent years. According to the City’s 2014 crime statistics, Fresno PD had clearance rates of 49.2 percent for violent crimes (homicide, forcible rape, robbery and aggravated assault) and 15.0 percent of property crimes (burglary, theft, auto theft, and arson) committed from January through December 2014. To compare with 2013, Fresno PD cleared 47.4 percent of violent crimes and 16.0 percent of property crimes during the same months, indicating that the Police Department solved a higher percentage of violent and property crimes in 2013.⁷³

The number of sworn officers per capita is a traditional indicator of service level. There are no established State or national standards for police staffing levels. According to a Department of Justice study, in 2008 municipal and township police departments nationally employed an average of 2.3 full-time sworn personnel per 1,000 residents. During the same year, Fresno PD had a lower staffing ratio of 1.74 sworn staff⁷⁴ per 1,000 residents. Since the 2008 economic recession, however, the City has reduced its police force; in 2014, the Police Department’s staffing ratio was 1.47 sworn personnel per 1,000 residents. The City recently adopted a General Plan policy to “Create and adopt a program to provide targeted police services and establish long-term steps for attaining and maintaining the optimum levels of service—1.5 unrestricted officers per 1,000 residents.”⁷⁵ The City will require additional personnel in order to meet this targeted staffing level.

⁷² More recent DOJ statistics is not available.

⁷³ December 2014 Monthly Crime Statistics

⁷⁴ FBI Crime Index 10 Year Profile.

⁷⁵City of Fresno, *General Plan Update*, Implementing Policy PU-1-g.

In 2005 and 2008, the Fresno Police Department received the recognition of law enforcement professional excellence from the Commission on Accreditation for Law Enforcement Agencies (CALEA), an independent accrediting authority. In order to achieve this accreditation status, Fresno Police Department voluntarily complied with more than 500 best practice standards established by CALEA for the operation of police organizations. The Fresno Police Department was reaccredited by CALEA in 2011 and in 2014 was Accredited with Excellence as a model for other accredited agencies around the nation.

Figure 13-3: Fresno Police Department Overview

City of Fresno Law Enforcement Profile			
Service Configuration		Service Demand	
Patrol	Fresno PD	Population (2014)	520,159
Number of Policing Districts	4	Population (2010)	494,665
Dispatch	Fresno PD	Total Service Calls (2014)	465,631
Search and Rescue	Fresno FD, Sheriff	Calls per 1,000 population	895
Investigations	Fresno PD	Crime Activity	
Traffic Enforcement	Fresno PD	Arrests (2014)- felony	37,597
SWAT	Fresno PD	Arrests (2014)- misdemeanor	20,449
Temporary Holding	Fresno PD	Violent Crimes (2014)	2,382
Long-term Holding	Fresno County	Property Crimes (2014)	21,360
Explosives Ordinance Disposal (EOD)	Fresno PD		2,885
Canine (K-9) Services	Fresno PD	Violent Crime Rate per 100,000 (2014)	457.9
Staff Training	Fresno PD & Regional Training Staff	Property Crime Rate per 100,000 (2012)	4,106
Service Adequacy		Resources	
Avg. Priority One Response Time ²	8.52 minutes	Total Staff (2014)	996
Response Time Base Year	2014	Sworn Staff (Authorized)	748
Clearance Rate of Violent Crimes ³	49.2%	Support Staff (Authorized)	248
Clearance Rate of Property Crimes ³	15.0%	Volunteers	164
Per Capita Cost (General Fund)	\$247	Sworn Staff per 1,000 population	1.43
Service Challenges			
<p>The Department has faced financing constraints during the recession and has suffered staff reductions. As a result, it had to implement significant organizational changes to meet community needs with fewer resources, including priority modification, staff reassignment, and restructuring of the operations. Additionally, parole reform and the early release of prisoners, have required the department to focus its resources on highest priority duties, which may result in delays in response times to lower priority calls for service, the need to handle some types of reports over the telephone, or asking citizens to self report certain crimes online.</p>			
Current Facility-Sharing and Regional Collaboration			
<p>The Fresno PD owns the Regional Training Center and offers training to law enforcement personnel from around the Central Valley as well as agencies from around the State.</p>			
Opportunities for Facility-Sharing and Regional Collaboration			
<p>The Department continues to explore a joint Dispatch Center with Fresno County Sheriff's Department.</p>			
<p>Notes: (1) Crime rates for year 2014. (2) For cell 21 "Average Priority 1 Response Time, FPD's most critical response is to Priority 0's. In 2014 that was 5.81 minutes. (3) Clearance rates for 2014.</p>			

14. SOLID WASTE SERVICES

SERVICE OVERVIEW

The City of Fresno provides residential solid waste collection services to Fresno city residents. Solid waste services for commercial properties are provided by private contractors through negotiated franchise agreements.

Non-Exclusive Roll-off collection services are provided by 20 private haulers.

Residential Solid Waste

The City collects about 886 tons of material from 107,772 residents daily and more than 230,500 tons of trash, green waste and recyclables from its residential customers every year. Standard residential service consists of three 64-gallon carts emptied by the City once a week. In 2013, the City collected 69 tons per day of refuse, recyclables and green waste.

To address the threat to public health and safety caused by illegal dumping, Fresno has implemented the Operation Clean Up program where once a year city trucks make rounds throughout the City and collect bulky items that were not picked up by the regular garbage service. Operation Clean Up disposes trash and debris, green waste, electronic waste, and old appliances and furniture.

The City provides solid waste services within the incorporated areas of Pinedale County Water District (PCWD). PCWD is surrounded by the City of Fresno with some portions of the District remaining as unincorporated islands. Malaga County Water District (MCWD), whose service area partially overlies the City boundaries, also provides solid waste collection services through a contract provider.

The City does not provide residential solid waste services outside of its corporate boundaries.

Roll-off, Commercial and Multi-Family Solid Waste

In an effort to generate additional revenue for other essential services such as public safety and parks, the City of Fresno successfully franchised roll-off, multi-family, and commercial collection services. The franchise has generated more than \$3 million annually in net new revenue to the General Fund, which has been used to help finance improvements in police and fire services.

Non-exclusive franchises for roll-off collection services were awarded to 20 private companies. Customers are able to select from among these companies based upon services and rates. The City does not regulate the rates of these companies. In exchange for the granting of the right to collect roll-off boxes under the non-exclusive agreement, the franchised companies pay the City a franchise fee of 10 percent of their roll-off gross rate revenues.

The exclusive franchise for collecting and hauling commercial and multi-family solid waste and recycling materials, which included about 7,900 multi-family, commercial and

industrial accounts, was awarded to Mid Valley Disposal and Republic Services (formerly Allied Waste). The two companies are servicing all commercial solid waste containers ranging from one yard to eight yards in size. The franchise agreements are for 10-year terms plus two extensions at the City's sole option, each for up to five years, for a total of 20 years. Under the agreements, the contractors were required to hire for a period of six months all displaced employees who met eligibility for employment. The contractors were also required to purchase the City's existing trucks and bins.

Mid Valley Disposal is a privately held local recycling and solid waste management company operating since 1997. The City of Fresno has granted Mid Valley Disposal the exclusive right to haul waste, recyclables, and organic materials for all businesses and multi-family units south of Ashlan Avenue within the City of Fresno. Mid Valley operates Mid Valley Recycling and Transfer Station, which consists of recycling buyback center in Coalinga and material recovery facility and transfer station on Madera Avenue in Kerman.

The recycling buyback center accepts all polyethylene terephthalate plastics, aluminum cans, and California redemption value glass. The material recovery facility and transfer station processes 250,000 tons of both, commercial and residential waste (collected from other parts of Fresno County) each year. The company planned a three-phased expansion, which would enable Mid Valley to break down green waste and food scraps that retains methane, volatile organic compounds and other gases normally emitted into the air through traditional composting. The end goal of the project, which is anticipated to be completed by 2016, is to increase the site's permitted waste capacity from current 500 tons per day to 1,500 tons per day.

The franchise for exclusive right to haul waste, recyclables and organic materials for commercial entities and multi-family dwellings north of Ashlan Avenue was granted to Allied Waste Disposal, which later merged with Republic Services, Inc. The company operates the Allied Waste Rice Road Transfer Station in the City of Fresno. In addition, the company created a school recycling program using a no-sort system. This program has yielded a significant annual cost savings for Fresno Unified School District.

STAFFING

The solid waste management division is responsible for the provision of residential solid waste services and constitutes a part of the City's Public Utilities Department that also includes the administration division, water division, and wastewater management division.

The administration division coordinates the delivery and development of the City's utility services including oversight and support of the three operating divisions in the areas of strategic business planning, resource management, organizational development, personnel and labor relations, fiscal management, project management, and performance metrics. Also, included within the division is the utility billing and collection section and the utility planning and engineering section.

The Director of Public Utilities is in charge of all four divisions and accountable to the City Manager. The solid waste management division consists of residential collections, recycling, field services, landfill, litter control, technical/engineering project management, and Operation Clean-up units. The Department of Public Utilities employs 614.75 full-time equivalent (FTE) staff, of which 177.0 FTEs are dedicated to the solid waste management

division. There have been no changes in staffing since FY 12 when 108 positions were eliminated due to the privatization of commercial and multi-family solid waste services.

There are currently 95 waste collector lead workers, five supervisors, one solid waste manager, one solid waste safety/training specialist, 12 utility lead workers, four heavy equipment operators, one street sweeper operator II, two community sanitation supervisors I, 23 laborers, one senior customer service clerk, four customer service staff, four waste container maintenance workers, one program analysts III, one geographic info system specialist, one water systems operator, one program compliance officer, two management analyst II's, two senior admin clerks, one admin clerk, two account clerks, two senior account clerk, one principal account clerk, one accountant auditor, four staff assistants, one recycling coordinator, one business manager, one radio dispatcher and one assistant director of Public Utilities.

FACILITIES AND CAPACITY

The City of Fresno owns Fresno Sanitary Landfill (FSL) located three miles southwest of the City of Fresno, which covers about 140 acres. Between the opening in 1937 and its close in 1987, the landfill accepted municipal solid waste from the City of Fresno. The overall average total waste stream at the FSL consisted of approximately 16,500 tons of waste per month. The total waste quantity in-place is between 4.7 and 8.0 million cubic yards. The Fresno Sanitary Landfill is a National Historic Landmark and is recorded in the National Register of Historic Places.⁷⁶ The Fresno Sanitary Landfill is the oldest "true" sanitary landfill in the United States, and the oldest compartmentalized municipal landfill in the western United States. It is the first landfill to employ the trench method of disposal and first to utilize compaction.

Currently, the City disposes of its residential waste at the American Avenue Disposal Site in Kerman, which is owned and operated by the County of Fresno Department of Public Works and Planning. The American Avenue landfill is a sanitary landfill⁷⁷ that began operating in 1992 for public and commercial solid waste haulers. It is estimated that the landfill has sufficient disposal capacity for the City of Fresno through 2050. Its operations include alternative daily cover/alternative intermediate cover (250-499 tons a year), beneficial reuse (50-99 tons a year), solid waste disposal (375,000-499,999 tons a year) and organic chipping and grinding (0-8,000 tons a year) for boiler fuel. During the 4th quarter of calendar year 2014 the City of Fresno and Fresno County entered into a new 20-year solid waste disposal agreement for the American Avenue Landfill.

Residential non-recyclable garbage is first taken to the Cedar Avenue Recycling and Transfer Station (CARTS). Once garbage has been offloaded at the transfer station, the garbage is loaded onto large, transfer trailers and hauled to the American Avenue Landfill.

⁷⁶ The National Register of Historic Places is the official list of the Nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, the National Park Service's National Register of Historic Places is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources.

⁷⁷The Environmental Protection Agency defines a sanitary landfill as a disposal site for non-hazardous solid waste spread in layers, compacted to the smallest practical volume, and covered by material applied at the end of each operating day.

Residential organics are delivered to either West Coast Waste or Green Valley in Fresno County for processing. Processed waste from Green Valley is taken to Kochergen Farms Composting. Materials processed at West Coast Waste are used as bio fuel and other applications driven by West Coast Wastes customer needs.

The solid waste management division of the City owns and operates 83 collection trucks. The community sanitation portion of the solid waste management division owns and operates 10 additional trucks, one roll off, and three utility claws for bulky items.

As reported in the City's *General Plan*, the City's existing waste disposal facilities are considered adequate to maintain a sufficient level of service for future population growth in the City through the planning period of the document.⁷⁸

The City of Fresno solid waste division develops performance measures yearly to determine the pounds of waste, recycling and composting generated by each household, business and multi-family unit and updates estimates of future waste generation with the latest growth projections. It was reported that in the last several years waste streams have steadily declined.

Commercial, multi-family, and roll-off materials picked up by Mid Valley Disposal are taken to the Mid Valley Recycling and Transfer Station, which consists of facilities in Kerman and Coalinga. Waste is processed at the recovery facility in Kerman after which it is disposed of at the American Avenue Landfill in Fresno County. Recyclables are processed at the recycling buyback center in Coalinga.

Republic Services Inc. takes commercial, multi-family and roll-off materials collected in the City of Fresno to CARTS. Trash is taken to the American Avenue landfill. Republic Services does not offer an organics collection program.

INFRASTRUCTURE NEEDS

Since the Fresno Sanitary Landfill closure in 1987, some modifications to the site have occurred, including the addition of one water well in the west-central portion of the landfill, and a second water well in the east-central portion of the landfill. A vacuum system on the methane barriers was installed by the City in 1991. More recently, a weighing scale and scale house were removed, and the two water wells were filled in and destroyed.

The former landfill site was redesigned as part of a 350-acre environmentally conscious facility to integrate the site into a championship caliber sports complex/regional park. The City continues to monitor the Fresno Sanitary Landfill site as part of the Environmental Protection Agency's (EPA) Superfund program.⁷⁹ The solid waste management division estimates the remaining monitoring costs as of June 30, 2012 to be about \$19.4 million, which is based on the equipment, facilities and services required to monitor and maintain the closed landfill.

⁷⁸ City of Fresno, *General Plan Update*, Public Utilities and Services Element, 2014, p. 6-28.

⁷⁹ Superfund is the federal government's program to clean up the nation's uncontrolled hazardous waste sites.

In FY 2014, the City budgeted \$1.3 million for the project at the Fresno Sanitary Landfill. This project aims to remove landfill contaminants from the aquifer, thus keeping the City in compliance with the EPA consent decree (June 1996).

The City budgets sufficient funds on an annual basis to provide the required post-closure care and maintenance services for the Fresno Sanitary Landfill.

SERVICE ADEQUACY

This section reviews regulatory compliance and diversion rates as indicators of solid waste collection service adequacy.

Landfill facilities are regulated by the Environmental Protection Agency (EPA), the California Department of Resources, Recycling, and Recovery (CalRecycle) and a designated local enforcement agency (LEA), the role of which is played by the Fresno County Department of Community Health (FCDCH) in Fresno County.

The City does not own or operate any active landfill facilities and as such is not responsible for the compliance of these facilities with regulatory requirements. The inspection outcomes and compliance of contracting agency facilities are discussed here as they reflect on the City's level of service provision as well.

The American Avenue Landfill was last inspected by the EPA in May 2013. The inspection revealed no current violations. In the last five years, the landfill has been issued two informal enforcement actions, two formal enforcement actions, and \$1,800 in penalties.

The EPA last inspected Avenal Regional Landfill in July 2013 and found no violations. In the last five years, the landfill has been issued three informal enforcement actions, three formal enforcement actions, and \$7,419 in penalties.

The most recent inspection of American Avenue Landfill performed by FCDCH was in January 2014. The inspection revealed no violations or areas of concern. However, all previous inspections conducted during the period from April 2010 through the end of 2013 continuously pointed out a gas monitoring and control violation for which the landfill was issued an enforcement action. The landfill corrected the violation by the extended deadline.

The latest inspection of the CARTS facility performed by FCDCH was in January 2014. The inspection revealed two violations concerning garbage storage and design of the cover. There has been no enforcement actions issued to the CARTS facility.

FCDCH last inspected Mid Valley Recycling and Transfer Station in December 2013. The inspection revealed no violations or areas of concern. There is no record of any enforcement actions.

Kochergen Farms Composting was last inspected by KCDPH in December 2013. The inspection revealed two violations concerning dust control and a hauler with significant contamination, and one area of concern for not complying with sampling requirements. There have been no enforcement actions against Kochergen Farms.

Green Valley Recycling's inspection by FCDCH last took place in January 2014. The FCDCH inspection revealed no violations or areas of concern. There is no record of any enforcement actions.

FCDCH last inspected Sunset Wastepaper in December 2014. No violations or areas of concern were reported. There is no record of any enforcement actions for this facility.

West Coast Waste was last inspected by FCDCH in December 2013. The inspection did not find any violations or areas of concern. There is no record of any enforcement actions.

The diversion rate is the amount of waste that is recycled or composted as opposed to ending up in a landfill with other non-recyclables. Diversion conserves limited landfill space, keeps toxic chemicals and materials from contaminating landfills, and enhances the reuse of materials.

The Integrated Waste Management Act (IWMA) requires a diversion rate of 50 percent.⁸⁰ In 2009, Fresno was ranked highest in California among larger cities by the California Integrated Waste Management Board for diverting 71 percent of its solid waste. A Fresno City Council resolution committed the City to the goal of a 75 percent waste diversion Rate by 2012 and a goal of zero waste by 2025. The City reported that it had not reached its 75 percent goal to date.

⁸⁰ The Integrated Waste Management Act (IWMA), also known as A.B. 939, required each jurisdiction in the State to submit detailed solid waste planning documents for approval by the California Integrated Waste Management Board (CIWMB), and to set requirements that agencies divert 50 percent of solid waste from landfills by 2000. The Board is authorized to extend agency compliance deadlines based on good-faith and special circumstances.

15. STREET MAINTENANCE SERVICES

SERVICE OVERVIEW

Circulation within the City of Fresno is provided by expressways, numerous principal arterial roads, minor arterial roads, collector roads, and various local roads.

The City's street maintenance division maintains 1,651 miles of city streets and 137 miles of bikeways. The division provides specific services related to the maintenance and operations of these streets and bikeways, including road maintenance, traffic paint and signage, concrete maintenance, traffic signals and street lighting, median islands and buffers, street trees, and street sweeping.

Road maintenance services include an overlay program to resurface roadways and crack sealing to extend the life of the roadways. The division's crews also maintain city temporary ponding basins and have pump stations and sites to ensure drainage to permanent regional facilities in the event of flooding.

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

Concrete maintenance is another service provided by the City that includes repair of damaged sidewalks and curbs or gutter replacement of the concrete infrastructure within the City. The street maintenance division installs new sidewalks or gutters in new neighborhoods, when needed; although, most new sidewalks are constructed by the developer as conditions of new development. Additionally, in compliance with the Americans with Disabilities Act (ADA), the division identify and remove barrier to access within the ROW to ensure more mobility to those in need.

Traffic signals are installed by the traffic engineering division; however, the street maintenance division's electricians repair and maintain the signals in the City of Fresno as well as Fowler, Sanger and certain Fresno County locations. Crews respond to signal malfunctions 24 hours a day. The street maintenance division handles all streetlight installations, removals, and maintenance. For streetlight malfunctions, the division does not have any crews on patrol and relies on the residents to be notified of any abnormalities.

Median islands and buffers are kept free of weeds and trash. The division performs weed abatement about every 90 days (30 to 60 days for landscape buffers in community facilities districts). Manual labor and pre-emergent and post-emergent herbicides are used to assist with keeping the weeds tame throughout the year. Irrigation is provided by sprinklers and drip irrigation systems and is maintained by irrigation crews. The street maintenance division also trims low limbs that could interfere with streetlights, and pedestrian and traffic safety.

Street tree services include routine pruning, fallen limb pick up and tree removal for street trees that are dead, dying or posing an immediate danger. Street tree crews are available 24 hours a day for tree emergencies. The City allows homeowners to trim away any limbs that can be reached from the ground without the use of a ladder or chainsaw. However, the City requires homeowners to apply for a free permit and hire a licensed trimmer, if they wish to have a tree completely trimmed. Trees cannot be removed unless they meet the City of Fresno's municipal code requirements for removal. Street maintenance staff will have a street tree removed at no expense to the homeowner, if that tree is dead, over 50 percent dying, or posing an immediate hazard, such as splitting down the trunk or immediately falling over. The City offers a tree-planting program to help expand and diversify the City's urban forest, but does not have a root pruning program in place for street trees.

Mechanical street sweeping of the City's residential streets occurs once per month during the day. Major streets are swept once a week during the evenings and weekends. Residents are asked to move motor homes and cars off the street on their scheduled days, between 6:00 a.m. and 2:30 p.m. This allows sweepers to remove more trash off the street. The Downtown area is swept three times per week at nights and weekends. The street sweeping program also conducts leaf sweeping during the months of November and December to help clear the gutters to ensure better drainage during the rainy season.

The street maintenance division works closely with the traffic engineering division to coordinate various needs. As previously mentioned, traffic engineering installs traffic lights and determines where any new roadway paint or signs are to be placed by street maintenance staff. The traffic engineering division also operates the Intelligent Transportation System (ITS), a state-of-the-art technology to monitor, model, and coordinate traffic on select major arterials in the City.

Recently, the City has restriped numerous four lane undivided roadways (two lanes in each direction) into three-lane roadways (one lane in each direction with a two way left turn lane in the center), adding a bike lane. This new configuration, called "road diet" has been implemented by the City of Fresno, in partnership with the City of Clovis and County of Fresno, within their respective jurisdictions. Road diets enhance the safety for motorists, cyclist and pedestrians.

Landscape maintenance in city parks is also conducted by the street maintenance division. Crews provide mowing, trimming, and weeding services on a weekly basis at 80 parks throughout the City. Maintenance activities for city parks also include irrigation and tree services similar to the median and landscape buffer activities on roadways.

The Bicycle Pedestrian Advisory Committee (BPAC), established in 2002 by Fresno City Council and comprised of community members with interest and expertise in bicycle and pedestrian issues, participated in the update of the City's *Bicycle Master Plan* in 2010. The completion of the plan secured the City grant funds issued by the California Department of Transportation through the Bicycle Transportation Account. The funding allowed the City of Fresno to install more than 30 miles of bike lanes, three miles of trails, and a \$1 million grade separation trail crossing.

Location

The City provides extra-territorial traffic signal maintenance services outside of the city's boundaries. As previously mentioned, the street maintenance division repairs and maintains traffic signals in the cities of Fowler and Sanger, as well as certain locations in unincorporated Fresno County through an interagency reimbursement agreement between Fresno County and the City. No other maintenance services, with the exception of traffic signals, are offered in areas outside the city limits.

Pinedale Public Utility District (PPUD) also provides street lighting, street sweeping and landscape maintenance services within its service area to unincorporated portions of the City. PPUD provides street sweeping, street lighting and landscape maintenance services through contracted private providers within its district boundaries. The City reported that it also provides street lighting and street sweeping services in the incorporated portions of the PPUD.

County Service Areas (CSAs) provide street maintenance services within the unincorporated islands surrounded by the City and its SOI.

Demand

Demand for street services is affected by population and job concentrations, the availability and desirability of public transit, gas prices, and other factors such as the locations of childcare, schools, stores and other common stops. Pavement depreciation rates also affect service needs, and are primarily influenced by the volume of traffic, preventative maintenance, and weather.

An important indicator of roadway service demand is the daily vehicle miles of travel (DVMT). DVMT per street mile is the total mileage traveled by all vehicles on a given day, divided by the mileage of roadway in the jurisdiction. As of 2008, DVMT in the City of Fresno was 12,285.⁸¹ The Sustainable Transportation Council recommends reducing VMT by providing more and better transportation options and improving land use so that frequent origins and destinations are closer. Reducing VMT improves prosperity by reducing funds spent on fuel and vehicle wear and tear, preserving scarce roadway capacity for more important trips and helping people increase their physical activity and therefore health.

STAFFING

The street maintenance division is a part of the Public Works Department along with other divisions including administration, capital management, engineering services, and facilities management. The Department is overseen by the Director, who reports to the City Manager. The street maintenance division, which consists of the street administration, street maintenance, tree trimming, plant shop, streetlights and signals, concrete repair, median island/LLMD/CFD, park maintenance, and street sweeping subdivisions, is headed by the Public Works assistant director.

⁸¹Department of Transportation, 2008.

The street maintenance division employs 151 full-time equivalent (FTE) staff or 211 personnel. Full- and part-time personnel consist of 68 in street maintenance operations (pavement and concrete repair), 24 in streetlights and signals, 82 in median island maintenance, 26 in park maintenance who are available 24 hours a day, and 11 in street sweeping.

The engineering services division of the Public Works Department is headed by the Public Works assistant director and employs 29.8 FTEs. The division is responsible for right-of-way acquisition, special district projects, GIS mapping, plan check, traffic engineering, and the Intelligent Transportation System.

In order to balance the budget in FY 14, the Department of Public Works defunded four vacant positions associated with the concrete strike team—one maintenance and construction worker and three senior heavy equipment operator positions.

FACILITIES AND CAPACITY

The City of Fresno maintains over 1,651 miles of roads, 1,151 miles of which are classified as local roads, 322 miles as arterial roads, and 178 miles as collector roads. The City shares 70 miles of roadways with Fresno County and two miles with the City of Clovis. Additionally, the City owns and maintains 453 signalized intersections (74 additional signalized intersections are shared with the County of Fresno and the City of Clovis), 110 bridges (23 additional bridges are shared with Fresno County and the City of Clovis). The City owns and maintains 41,500 streetlights.⁸²

The street maintenance division owns various equipment including 11 mechanical street sweepers designed to pick up trash and debris eliminating a need to wash a street. The condition of the sweeper fleet varies from good to poor. The City maintains a replacement fund for street sweeper replacement.

According to the City's *General Plan*, Fresno's existing street system has excess capacity in several key areas due to the recent construction of the freeway system. The City aims to take advantage of this situation by promoting denser development on these streets, which will make the most efficient use of an existing public resource, increase opportunities for economic development and property values, and encourage a diversity of development types.⁸³

Fresno has transportation facilities that meet all modes of circulation, but the systems for pedestrians and bicycles are largely incomplete. In many areas of Fresno, there is also difficulty in getting from one neighborhood to another, and to local stores, services, and public facilities, such as schools and parks, by any means other than private automobile. Completing these citywide networks would encourage faster and simpler travel routes for work, errands, and recreation.

⁸² City of Fresno, *Comprehensive Annual Financial Report*, FY 12, p. 268.

⁸³ City of Fresno, *General Plan Update*, Mobility and Transportation, 2014, p. 4-5

INFRASTRUCTURE NEEDS

Community sanitation funds, federal and state grant funds, special gas tax, bonds, and Measure C funds (a half-cent sales tax in Fresno County) finance roadway infrastructure improvements, streetlight and traffic signal maintenance and repair, and road repair in the City of Fresno.

In FY 2014 the City is planning to replace two street sweepers and pave 16 miles of streets.

The Public Works Department is planning to utilize a combination of state and federal transportation grants to maximize the use of allocated funding for maintenance of city streets, traffic flow improvements, and leveraging local funds. In FY 14, the City anticipates performing construction and road work on heavily-traveled roads, including:

- ❖ Widening Willow Avenue from Nees to Shepherd,
- ❖ Widening Herndon Avenue from Brawley to Valentine,
- ❖ Widening Santa Fe Avenue from Blythe to Palo Alto,
- ❖ Resurfacing Chestnut Avenue from Union Pacific Railroad crossing to Jensen,
- ❖ Resurfacing Fresno Street from Gettysburg to Sierra,
- ❖ Resurfacing Herndon Avenue from West Avenue to Cedar Avenue, and
- ❖ Traffic signal work at SR 99 and Olive Avenue.

In FY 14, the Department also planned four infrastructure projects for Downtown renewal, including completing construction on the Van Ness overlay from the railroad to Inyo, installing street trees and irrigation along several downtown street corridors, providing additional diagonal parking, pedestrian bulb-outs, crosswalks, and landscaping between Tuolumne and Divisadero, and installing a traffic signal at the SR 99 and Ventura northbound off-ramp. In addition, during the same year the City planned to devise a formal engineering design and produce the environmental document for the Fulton Reconstruction project, which is estimated to cost \$24.5 million.

The Peach Avenue Widening project aims to widen Peach Avenue from two lanes to four lanes between Belmont Avenue and Butler Avenue. Design and right-of-way were completed in FY 2013 with road construction scheduled for FY 2014. The project has an estimated total cost of \$12.6 million.

The City of Fresno is also involved in the California High-Speed Rail (HSR) project that proposes to connect the Bay Area to Southern California. The first phase of construction will take place in the Central Valley and pass through the City of Fresno. The City is participating in the planning process along with Caltrans, and the California HSR Authority. Construction began in FY 15. The Department of Public Works anticipates additional revenue resulting from plan checks and field inspections.

Other capital improvement projects planned for the next five years include installation of ADA compliant curb cuts throughout the City, installation of the Intelligent Traffic System (ITS) that will synchronize 95 lights along five ITS corridors using wireless

technology, reconstruction of Roy and Almy Streets, and the Veterans Boulevard/SR 99 interchange project, which will widen Veterans Boulevard and connect it to SR 99.

CHALLENGES

Similar to other communities, the City's Street Maintenance Division is experiencing financing challenges.

Some street maintenance infrastructure programs have undergone a budget reduction due to a decrease in gas tax and community sanitation funding. The emergency street service repair program experienced a reduction of \$43,500 in FY 14. The City will still respond to afterhours street emergencies, but the protocol for responding has been changed in an attempt to reduce overtime. The community sanitation budget within the median island maintenance program has also been reduced by \$744,400. The reduction will affect tree trimming, irrigation systems and equipment, and landscaping services.

Another challenge is presented by the theft of copper wire from streetlights. While theft has decreased significantly due to theft deterrent measures implemented by the City of Fresno, there is still a backlog of streetlight outages that need to be addressed.

SERVICE ADEQUACY

This section reviews deferred maintenance, congestion, street sweeping schedules, and street service response time as indicators of street maintenance service adequacy.

The condition of street pavement is typically evaluated by local agencies using a Pavement Management System (PMS), which regularly evaluates pavement condition and establishes a cost-effective maintenance strategy. Each segment of pavement is rated for distress (i.e., cracks and potholes) and the extent and severity of distress. Having an up-to-date PMS allows the local agency to quickly and efficiently gauge road maintenance needs and efficiently allocate resources. It was reported that the street maintenance division of the City Public Works Department maintained the PMS as a part of the administration division. The PMS is reportedly updated quarterly; however, the date the PMS was last updated was not provided. The life cycle of pavement in good condition can be extended through preventative maintenance by applying a thin layer of asphalt mixture, better known as slurry sealing or seal-coating. When pavement is in fair condition—with moderate potholes and cracks—it can be treated with one- to two-inch thick overlays. Pavement with minor structural distress—with significant cracks—often requires rehabilitation, involving grinding of portions of the existing street and application of a thick overlay. Pavement with major structural distress—with extensive cracks—often requires reconstruction involving removal and replacement of the street segment.

Unfortunately, funding levels from state and federal resources have not kept up with the additional demands needed to maintain existing streets and roads let alone additional infrastructure that will be needed to support new development. On the federal level, transportation funding, which is reliant on a per gallon tax, has remained unchanged over several decades. During this time, vehicles have been increasingly efficient resulting in less revenue being generated while the number of miles travelled has increased. Funding at the state level has a number of the same challenges as the primary funding source of state transportation funds are derived from taxes on gasoline and diesel. The improvements in

fuel economy, combined with a reluctance to increase federal and state fuel taxes, is negatively impacting the level of funding needed to maintain roads, streets, sidewalks, etc.

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

The City of Fresno has performed preventative maintenance on many of its roadways, including crack sealing in FY 12-13. Due to the high cost of street reconstruction, in FY 14 the City increased its budget for its crack seal program and intends to crack seal additional roads to extend their lifespan. Having an up-to-date PMS facilitates this process by tracking the condition of all road segments to ensure that preventative maintenance is being provided where it is needed most.

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

The *General Plan* proposes a balanced transportation system in the City of Fresno, which serves public transit, bicyclists and pedestrians as well as motor vehicles. The City’s *General Plan* envisions that a context-sensitive LOS system can be developed, which will be more responsive to the City’s needs than the traditional system.⁸⁴

The City finds it more useful to use an LOS system that includes all modes, in part by measuring performance with qualitative indicators for each mode based on inputs covering facility design, facility controls, and volumes. The new system, similar to the traditional one, uses an A to F scale, but instead of just focusing on vehicle travel, it measures ease of travel for pedestrians, bicycles and public transit users. A multi-modal LOS system is expected to help support the development of more intense land uses where desired by permitting localized automobile congestion, if walking, biking, and transit systems operate at high levels.

Street sweeping services are provided directly by the City. Mechanical street sweeping of the City’s residential streets occurs once per month during the day. Major streets are swept once a week; however, they are swept more frequently during the fall season due to the increased amount of leaves. The Downtown area is swept three times per week at nights and on weekends.

⁸⁴ City of Fresno, *General Plan Update*, Mobility and Transportation, 2014, p. 4-13.

The City reported that it received 1,339 calls per year for road repairs during calendar year 2013. Traffic signal repairs are handled directly by the City. There is a 60-minute response time policy for completing a traffic signal service call.

16. TRANSPORTATION SERVICES

SERVICE OVERVIEW

Fresno Area Express (FAX) is the City of Fresno's public transit system. FAX provides fixed route service for the general public and paratransit service for citizens with disabilities 363 days a year throughout the City of Fresno and in some areas of Clovis and the County of Fresno. The City of Fresno's Department of Transportation manages FAX, which operates 16 fixed routes, seven days a week using a fleet of 108 buses.

The Department also offers Handy Ride, a paratransit service for people who cannot functionally use the City bus system, in accordance with the Americans with Disabilities Act (ADA). Handy Ride is a shared ride, curb-to-curb service, provided from any origin to any destination throughout the service area for any trip purpose. This specialized transportation service operates seven days a week, during the same hours and days as the FAX City bus system and is contracted through Keolis Transit America.⁸⁵

FAX's regular adult fare per one-way trip is \$1.25, which became effective January 10, 2011. Children under age six ride for free, and seniors and the disabled pay 60 cents. Beginning in 2005, FAX introduced the monthly Metro Pass, which allows passengers access to unlimited use of the FAX and Clovis fixed route systems. Free transfers are valid for ninety minutes and allow riders to use up to two additional buses in order to complete a one-way trip. Bus transfers can be made only where routes intersect, and are not valid for layovers or return trips. Handy Ride fare is \$1.50 for ADA eligible individuals, but personal care attendants ride for free.

FAX offers various free programs including mobility device marking and tethering strap, public outreach, and multilingual material and advertisements. The mobility device marking and tethering strap program is designed to properly secure mobility devices⁸⁶ used by passengers traveling on FAX buses. Assistance with boarding or exiting, wheelchair securement, lifts and fare payment is available from bus drivers when necessary or upon request.

Public outreach consists of providing information on how to use public transit and how to read schedules and maps to various social service groups, including senior groups, students and new immigrants. In an attempt to familiarize citizens with the advantages of using transit, FAX also provides multilingual materials and use of multilingual advertisements among multicultural communities.

FAX partners with the City of Fresno Police Department to deliver system wide protection. Uniformed patrol officers are often on buses and at transit facilities. FAX also

⁸⁵ FAX began operating Handy Ride in 1977. In order to effectively carry out the provisions of the Americans with Disabilities Act of 1990, FAX awarded the contract for Handy Ride service to Laidlaw (formerly Mayflower) effective April 3, 1993. In December 2005, MV Transportation assumed the contract and provided service until December 2012, when the contract was awarded to Keolis Transit America to continue paratransit operations.

⁸⁶Mobility devices are categorized as manual wheelchairs, power wheelchairs, and three or four wheeled scooters designed and sold for people with disabilities.

participates in video policing throughout the City with surveillance cameras aboard the buses and at stations. In 2012, FAX completed installation of digital video systems on board all of its buses, and the initiative is serving as a deterrent to vandalism and other crimes. In addition, the Department enhanced transit facility security, including an access control system and base facility video monitoring.

FAX is also involved with special community services. The Department participates in Project Safeplace, a national partnership of community organizations, schools, and neighborhood businesses that provide Safeplace designated locations for children and runaways who may be exposed to crime and exploitation. Each one of FAX's 108 buses is a designated Safeplace, and since the inception of the program, over 300 youth have been assisted through the program.⁸⁷

Additionally, in an effort to work more closely with the non-profit community, FAX makes available space within the buses for various organizations to provide information at no charge. During FY 14, over 20 different agencies used this service to provide information regarding social services such as Narcotics Anonymous, Girl Scouts of America, Social Security Administration, and the Workforce Development Department.

Although the City of Fresno is the agency responsible for providing metropolitan transit service and for implementing short and long range transit plan recommendations, its actions may be affected by policies and programs of external agencies. These agencies include the Federal Transit Administration (FTA), the State of California Transportation Department (CALTRANS), the Fresno Council of Governments (Fresno COG), Fresno County, the City of Clovis, the Fresno County Rural Transit Agency (FCRTA), the Consolidated Transportation Service Agencies (CTSA), and various private transportation operators.

In terms of collaboration, the City is participating in the planning process of the California High Speed Rail (HSR) along with Caltrans, and the California HSR Authority. The HSR project proposes to connect the Bay Area to Southern California when it is completed. The first phase of construction will take place in the Central Valley and pass through the City of Fresno.

Location

FAX covers a 104-square mile service area within its municipal boundaries. Of the 16 routes FAX operates, eight routes serve downtown Fresno. The structure of FAX's route network is grid-like which simplifies passenger understanding of the service and tends to maximize opportunities to transfer between bus routes. However, as development has continued to spread northward, the downtown transit hub has shifted towards the southwestern edge of the FAX service network and is no longer near the center of the service area.

FAX operates Route 9 within the City of Clovis, and receives funding from Clovis for this service. FAX also operates some fixed routes and offers Handy Ride services to

⁸⁷City of Fresno, Fresno Area Express, *Short Range Transit Plan 2014-2018*, Adopted June 27, 2013, p.44.

unincorporated urban areas and receives funding from the County of Fresno to offset operating costs for this service.

Fresno County provides support for rural transit services through the Fresno County Rural Transit Agency (FCRTA)—a joint powers agency created in August 1979 to coordinate and operate rural transit services in Fresno County. FCRTA, through contract providers or private carriers, provides intra-city and intercity service to rural communities and downtown Fresno. Intercity service to Fresno is provided via municipal providers and through Greyhound and Orange Belt Stages. The rural systems interface with FAX in downtown Fresno.

Demand

FAX generally offers bus service seven days per week, from 5:30 a.m. until 10:00 p.m. on weekdays and from 6:30 a.m. to 7:00 p.m. on weekends. Reservation hours for Handy Ride are from Monday to Sunday from 8:00 a.m. to 5:00 p.m., with the latest scheduled pick-up offered at 9:30 p.m. on weekdays and 7:00 p.m. on weekends. In FY 14, FAX provided more than 12 million fixed-route and 207,322 demand-response passenger trips, with an average of 36.7 passengers per hour.⁸⁸

There are no express buses in the FAX system for commuters, and all buses operate as local service, with frequent stops. Although there doesn't appear to be sufficient travel demand to support commuter express buses now, it is projected that by the year 2030 there will be enough travel demand along Highway 99 to warrant an investment in express commuter buses to Sacramento and the northern Bay Area.⁸⁹

It is estimated that with the growth of the City of Fresno population, there will also be an increase in ridership, resulting in the doubling of transit trips by 2030, particularly to, from and within downtown. From the existing base of about 11,000 daily transit trips, 2030 is projected to experience an increase to 20,000 daily transit trips, and 2050 an increase to 41,000 daily transit trips.⁹⁰ The introduction of Bus Rapid Transit (BRT) and other service enhancements would help in absorbing future demand.

STAFFING

The Department of Transportation is responsible for the day-to-day management of FAX. FAX has 407.0 full-time equivalent (FTE) employees and consists of five divisions, all headed by the Director of Transportation. Divisions of the Department of Transportation include administration, operations, maintenance, support services, planning, and fleet management.

The administration division (18.0 FTEs) is responsible for intergovernmental coordination, budgets, grant management, data collection, computer services, personnel, contract administration, and policy development.

⁸⁸<http://www.fresno.gov/DiscoverFresno/PublicTransportation/FAXFacts.htm>

⁸⁹San Joaquin Valley Express Study by Nelson Nygaard, 2009.

⁹⁰Kimley-Horn and Associates, Inc., Bus Rapid Transit Master Plan, June 17, 2008, p.12

The operations division is responsible for managing the day-to-day operations of the transit services, including driver training. In FY 14, FAX vehicle operations consisted of 223 permanent bus driver positions and 16 transit supervisor positions. Weekday service currently requires an average of 180 drivers, while Saturday and Sunday services require 112 drivers. The remaining drivers are designated for vacation and sick relief.

The maintenance division is responsible for maintaining the fixed route vehicles, monitoring the maintenance of Handy Ride vehicles, and maintaining bus stops and shelters.

The planning division has two employees that prepare transit related documents such as the *Short Range Transit Plan* and *Regional Transportation Plan*, and develop routes and scheduling of transit services. The planning division analyzes ridership data of the FAX system to conduct system evaluations and system adjustments. The planning division is also responsible for public information and outreach.

The support services division employs eight FTEs that are responsible for oversight of the paratransit service contract and the customer service outlets.

The Transportation Department's FY 14 budget reflects an overall decrease in employees, due to the new Amalgamated Transit Union (ATU) contract⁹¹, and three defunded positions.

The newest division at FAX is fleet management (75.0 FTEs). During the citywide reorganization in 2010, fleet management came under the direction of the Department of Transportation. Fleet Management is responsible for the acquisition, replacement, repair and maintenance of almost all city vehicles.

FACILITIES AND CAPACITY

FAX presently operates 108 buses, 45 Handy Ride paratransit vans, seven sedans, a maintenance facility, and a transit center. The Department also owns and maintains more than 1,600 bus stops, over 1,600 bus signs, and 700 benches.

FAX currently has an active fleet of 108 vehicles, which includes over 80 compressed natural gas (CNG) buses, and three hybrid electric buses. All new buses have low floors, outfitted with ramps for easy access by passengers who use mobility devices, or have difficulty climbing stairs. All FAX buses have bike racks that can hold at least two bicycles at a time. Future bus procurements will include three position bike racks.

FAX's maintenance facility, located at 2223 G Street, consists of 49,000 square feet and can accommodate up to 150 buses. However, limited bus parking space has prevented this facility from serving more than 125 buses. The maintenance division provides standard bus maintenance and has facilities for bodywork, painting, welding, machine tooling, and air conditioning.

FAX has focused its efforts on "Driving a Greener Future" with environmental programs and technologies. As a result, the Department has added alternatively fueled vehicles, a compressed natural gas fueling station, onsite solar panels, and a wastewater filtration

⁹¹ City of Fresno, *Adopted Budget Fiscal Year 2014*, May 29, 2013, p. 32

system. In FY 13, FAX required approximately 35,000 gallons of diesel fuel per month and an additional 115,000 gasoline gallon equivalent (GGE) of compressed natural gas per month to operate all routes. FAX has four underground diesel fuel storage tanks each providing 20,000 gallons of capacity. Approximately 68 days of service could be provided with the existing fuel storage capacity. FAX has completed the installation of a CNG fueling station, which produces the required CNG fuel for the 80 CNG buses.

Handy Ride maintains a total of 45 vans and seven sedans, which are maintained and serviced by Keolis Transit America. The preventative maintenance schedule for Handy Ride vehicles consists of a regular tune-up of vehicles to ensure maximum performance and fuel economy are obtained. Gasoline tune-ups are performed at 12 months or 15,000 mile intervals.

FAX maintains one transfer center at Manchester Mall and three additional transfer centers in the downtown area—all within the City of Fresno. Due to age and usage, periodic rehabilitation of FAX's transit amenities have been necessary to maintain them in an attractive, safe and functional condition. Examples of rehabilitation needs include sidewalk repair, painting and repair of structures, and replacement of benches and trash receptacles. In 2002, the Manchester Center was improved and upgraded to accommodate more customers. Modernization improvements to Manchester Center and Courthouse Park Intermodal Transit Center are planned within the 5 year capital improvement program.

In addition, FAX has more than 1,600 bus stops, which need to be maintained. Passenger amenities such as shelters, benches, information signs, and trash receptacles are provided at many transit stops. The City has an ongoing transit stop improvement program. Transit stop improvements are also provided by private developers as conditions of project approval by the City. FAX maintains over 1,600 bus stop information signs throughout the service area. In 2012, FAX replaced all of its bus stop signs with more customer friendly, dual sided signs.

Benches are provided at over 700 bus stops for the comfort of waiting passengers, and are often provided at bus stops with concentrations of elderly and mobility-impaired patrons. Benches are installed based on passenger request, ridership and acceptable site conditions; although the current bench program consists primarily of replacement of old or damaged benches.

INFRASTRUCTURE NEEDS

FAX is proposing some significant capital improvements over the next five years. The five-year capital improvement program for FY 16 through FY 20 is projected to cost \$102.2 million. Capital expenditures are concentrated in the following project areas: heavy duty 30-40 foot buses, modernization of Manchester and Courthouse Park Transit Centers, added lighting at bus stops, transit signal prioritization, bus rapid transit (BRT), shop lift pumps, bus cleaning system upgrades, passenger amenities, facility upgrades, infrastructure repair, AVL/GPS upgrades, Handy Ride vehicle purchases, security, and planning. BRT is a faster rubber-tired light rail transit (LRT) with greater operating flexibility and potentially lower costs. FAX was awarded \$38.55 million by the Federal Transit Administration (FTA) to develop BRT between north Fresno, downtown Fresno and the Southeast Development Area. Service is to be operated using low-floor, low-

emission compressed natural gas buses that will be purchased as part of the project. BRT service will replace existing local service along the corridor and offer decreased travel times through fewer stops, more frequent service, and the aforementioned priority treatments.

CHALLENGES

One of the primary challenges FAX has faced in recent years has been driven in large part by previous land use decisions that have resulted in activity centers being located outside FAX's existing service area. Valley Children's Hospital, the Clovis Community College, and the new El Paseo Shopping Center have resulted in requests by the public and policymakers to extend bus service to these new areas. With the exception of Valley Children's Hospital that pays the cost of providing service to their site in Madera, the cost of expanding services is in direct competition with the Department's ability to reduce waiting times and/or operating later at night. While the City's *General Plan* calls for the extension of service into neighborhoods west of SR 99, the short-term emphasis will focus on improving wait times in an effort to generate an increase in ridership and operating revenues.

SERVICE ADEQUACY

This section reviews indicators of service adequacy. FAX uses several performance measures to assess system operating reliability. Key indicators are passengers per revenue hour, total operating expense per passenger, and total operating expense per revenue hour.

In order to evaluate FAX's performance, a peer review analysis with comparable transit systems was used. This approach was derived by the Florida Transit Information System and uses a variety of criteria in the selection process. The five transit agencies with comparable systems to that of Fresno include El Paso, Texas, Albuquerque, New Mexico, Tucson, Arizona, Bakersfield, California, and Stockton, California. All five agencies are Federal Transit Administration grant recipients, and are therefore required to provide their system performance data to the National Transit database. Furthermore, two are California agencies that operate under the same California State Transportation Development Act Guidelines.⁹² The most recent data available for this analysis is from FY 11.

Passengers per revenue hour measures the degree of consumption of public transportation services in relation to the amount of service available, which can be indicative of the level of service effectiveness and ability to meet customer needs. FAX placed very well among the selected peers in passengers per revenue hour with an average of 30.04 passengers. By comparison, the peer group averaged 22.68 passengers per revenue hour.

The operating cost per passenger is based on how much cost is incurred per unit of travel, which is one measure of cost effectiveness of transportation services or the value obtained for the dollars invested in transit. FAX's operating costs averaged \$3.66 per

⁹²City of Fresno, Fresno Area Express, *Short Range Transit Plan 2016-2020*, Adopted June 25, 2015, p.61

passenger, which ranked 3rd among the comparison agencies. The average cost per passenger for all agencies was \$3.81.

Operating cost per revenue hour measures how much cost is incurred per unit of service, which is an indicator of cost efficiency of services. By having knowledge of the cost structure on different routes, costs can be kept as low as possible while meeting safety and operating rules. Such measures also provide insights on the cost of providing service in areas, which are currently unserved or underserved. FAX spent approximately \$119 per revenue hour, which is fifth among the comparison group. Comparable transit agencies averaged \$92.34 in expenses per revenue hour. FAX's higher operating cost per revenue may be a function of greater service frequency than other providers.

FAX placed well in the peer review process, with a high level of consumption of public transportation and a high value obtained for the dollars invested in transit. However, the Department had a low level of productivity with the cost incurred per unit of service. Although each of the systems used in this comparative analysis has its own unique set of operating properties that can influence the various performance measures, there appears to be room for improvement in FAX's cost efficiency as indicated by its operating cost per revenue hour. However, even in light of the potential for improved efficiencies, FAX has been able to maintain an operating reserve and no longer relies on the General Fund to cash flow its operations.

17. WASTEWATER SERVICES

SERVICE OVERVIEW

The City of Fresno provides collection, conveyance, treatment, and reclamation of wastewater generated by residential, commercial and industrial sewer customers in the Fresno-Clovis Metropolitan Area (FCMA).

The City is responsible for operating the Fresno/Clovis Regional Wastewater Reclamation Facility (RWRf), located several miles southwest of the City of Fresno, and the North Fresno Water Reclamation Facility (NFWRF) located in northeast Fresno. The three basic components of the City's wastewater treatment and reclamation system consist of collection and conveyance of wastewater, treatment of raw wastewater, and management of reclaimed water and bio-solids.

The City provides recycled water in the form of treated effluent allowed to percolate into the groundwater to later be extracted and used for irrigation purposes or for immediate restricted irrigation at nearby farms or other properties. Recycled water is discussed more in depth in the Water Services chapter.

The City of Fresno Department of Public Utilities manages a comprehensive sewer maintenance program in accordance with its *Sewer System Management Plan* (2014). The Department is also responsible for preparing the *Fresno Wastewater Collection System Master Plan*, last updated in 2006.

The City also operates a federally-mandated pretreatment program that regulates industrial discharge at the source to prevent damage to sewer systems and treatment plant structures and potential pass through to receiving waters. The pretreatment program sets discharge limitations according to the wastewater treatment facility's needs. The City acts as the enforcement authority for the pretreatment program by issuing actions that could escalate from warning notices to cease and desist orders should discharges constitute a public health and safety concern. The City attempts to control the levels of industrial contaminants entering the sewer system through permitting, inspections, monitoring, and enforcement of industries using the RWRf services. Since its implementation in 1983, the pretreatment program has successfully reduced introduction of metals and regulated pollutants discharged to the RWRf. The most recent audit by the California Regional Water Quality Control Board found the program to be effective and consistent with federal requirements.

Additionally, industries are billed for sewer services depending on the amount of water used or effluent discharged and the strength of their wastewater, thus incentivizing industrial users to improve their water quality and the amount of water used and/or discharged.

Demand

The City provides wastewater service to approximately 122,000 residential, commercial, industrial and institutional accounts, of which approximately 12,000 accounts are located outside of the City's municipal corporate limits.

However, demand as defined by flows at each of the treatment plants was readily available in the City's planning documents. The regional treatment facility received and treated an annual average daily flow of approximately 59 million gallons per day (mgd) during calendar year 2014.

The City's North Fresno Recycled Water Facility (NFRWF) has a current permitted capacity of 0.43 mgd, and the City has submitted a request to have the permitted capacity increased to 0.71 mgd. During fiscal year 2015, the NFRWF treated an annual average daily flow of 185,000 gallons per day, which leaves an available capacity of 245,000 (0.245 mgd) gallons per day. All the effluent produced at the NFRWF is used for irrigation at the golf course located at the Copper River Ranch Development.

Location

In addition to customers within City limits, the RWRWF also provides wastewater treatment service for portions of the City of Clovis, as well as unincorporated County islands within the City of Fresno.

There are areas within the City's boundaries where wastewater services are not provided by the City. One such part is the area of overlap between Fresno and Malaga County Water District (MCWD). MCWD's service boundary and the City of Fresno overlap in areas south of Central Avenue between Maple Avenue and South Chestnut Avenue. The city limits also currently extend over MCWD's boundaries south of Central Avenue, near Maple Avenue. Fresno is not serving the overlap areas, as the City does not currently have sewer lines in place near these areas.

Collection services are also not provided by Fresno within the City's overlap areas with Pinedale County Water District (PCWD) and Pinedale Public Utility District (PPUD). Within these areas, the two districts own and maintain their own collection systems.

Other unserved areas include individual residences utilizing private septic tanks. The City encourages these residents to abandon their private systems and connect to the City's sewer system to reduce nitrate contamination of groundwater supplies in and around the City.

Besides providing wastewater collection and treatment services to city residents, the City provides treatment and some collection services to several agencies serving territory outside of the city limits, including unincorporated areas in the County of Fresno, the City of Clovis, Pinedale Public Utility District, and Pinedale County Water District.

The City provides extra-territorial services to the City of Clovis through four connections between the two collection systems. A portion of wastewater flows are collected by the City of Clovis and discharged into the City of Fresno system for treatment at the regional treatment facility. All four connections—on Herndon, Fowler, Peach, and Sierra avenues—are metered by Fresno.

In addition, the City of Fresno maintains sewer lines in the Tarpey Village area, which is located outside of the Fresno and Clovis boundaries, but within the City of Clovis SOI. The wastewater flow from this area is also treated at the regional wastewater facility.

Pinedale County Water District is primarily located within the City of Fresno, but portions of the District are located within some unincorporated island areas surrounded by

the City. The District provides wastewater service to over three thousand connections. Wastewater collected within the District is discharged into the City's collection system for transport to the RWRf for treatment. The City of Fresno provides wastewater treatment services to PCWD through an existing service agreement. Most district residents reside within the City.

Pinedale Public Utility District also provides wastewater collection services. A significant portion of the District and its customers are located within the City of Fresno. The District provides wastewater service to over two thousand connections. Similar to Pinedale County Water District, PPUD maintains its own sewer collection system and discharges effluent into the City of Fresno's collection system for transport to the regional wastewater plant for treatment. The City of Fresno provides wastewater treatment to the District through an existing service agreement. PPUD also provides collection services outside of the its current boundaries, including the areas between Marks Avenue, Valentine Avenue, Chenault Avenue, and Bluff Avenue, which are within the City of Fresno boundaries and service area.

STAFFING

The Department of Public Utilities (DPU) provides water, sewer and solid waste services the community. Organizational changes to enhance efficiency resulted in the sewer maintenance division merging with the wastewater management division (WMD). The WMD operates and manages most aspects of the City's wastewater system. The WMD is responsible for the collection and treatment of sewer conveyed through the collection system and into the RWRf and the NFWRF. WMD's administration and environmental services establish goals, organizational roles and implementation responsibilities for the *Sewer System Management Plan* (SSMP). WMD implements the fats, oils and grease (FOG) program through the pretreatment program and has the legal authority to enforce its requirements.

WMD, through the Collection System Maintenance (CSM) workgroup, is responsible for operating and maintaining the collection system to ensure adequate sewer conveyance to the community. CSM manages the inspection, maintenance and minor repairs of the sewer collection system and related infrastructures. CSM is also responsible for responding to sanitary sewer overflow (SSO) calls and subsequent notifications and plan of action to address the causes. Data gathered through preventive and reactive maintenance and assessment of sewer lines provides tools for monitoring, measurement and program modifications as well as regular updates of established performance measures. WMD Technical Services manages all sewer collection capital improvement projects that include rehabilitation of existing or construction of new pipelines throughout the City, sewer modeling and the update of the *Wastewater Collection System Master Plan*.

The City's Public Utilities Department also consists of the administration division, water division, and solid waste management division.

The administration division coordinates the delivery and development of the City's utility services, including oversight and support of the three operating divisions in the areas of strategic business planning, resource management, organizational development, personnel and labor relations, fiscal management, project management, and performance

metrics. Also, included within the division is the utility billing and collection section and the utility planning and engineering section.

The Director of Public Utilities is in charge of all four divisions and accountable to the City Manager. The WMD consists of the technical and engineering project management, operations, maintenance, environmental services, and collection system units. The Department of Public Utilities employs 614.75 full time equivalent (FTE) staff, out of which 168.0 FTEs are employed by the wastewater management division. The number of FTEs within the division has increased by 2.75 since the last fiscal year.

The RWRf is staffed 24 hours a day with operators who are able to respond to any situations that arise. Mechanical and electrical staff members are on-call 24 hours a day in case of a failure that requires their immediate assistance. Maintenance crews clean and perform repairs daily on these sewer main lines to keep them free of obstructions and debris. The duty or on-call crew is expected to respond to the site within one hour after the call is received. Assessment, containment and volume estimation are performed as soon as possible.

Training is facilitated within the City and by outside training events and conferences. New employees shadow more experienced staff to get trained in the proper operation and maintenance of equipment and facilities. In addition, staff is trained on accessing data from remote areas including checking or closing work orders or downloading videos into the storage system for back up. Technical training is also provided to develop staff and to keep abreast of new technology, industry updates, current and upcoming regulatory issues, policies and procedures and to improve process and efficiency. Cross training is facilitated and encouraged to ensure proper coverage in all aspects of the job and that those can be performed without interruption.

FACILITIES AND CAPACITY

The wastewater management division maintains a wastewater collection system, comprised of approximately 1,500 miles of sewer piping, serving the sanitary sewer needs of a population exceeding 500,000 residents.

The City's wastewater system is comprised of two wastewater treatment facilities, an extensive 1,507-mile system of main lines (of which 13 miles are force mains), 23,275 manholes, and 15 lift stations. The City provides wastewater service to approximately 122,000 residential, commercial, industrial and institutional accounts. The collection pipelines consist of smaller diameter pipes (six to 10 inches) serving individual properties, larger collection pipelines (10 to 27 inches) typically referred to as "oversized sewers," and sewer trunk interceptors (30 inches and larger) which convey sewage to the RWRf. The age and condition of the collection system varies considerably over the service area with some pipelines dating back to the 1890s. The majority of the collection system (56 percent) consists of vitrified clay pipe (VCP), and roughly one-third of the collection system (30.8 percent) consists of polyvinyl chloride (PVC) pipe.

The wastewater collection system conveys wastewater primarily by gravity to the RWRf, which is operated by the City of Fresno. Generally, wastewater flows from the northeast to the southwest. The City also conveys wastewater from Clovis, PPUD and PCWD.

As a condition of a Federal Clean Water Grant, the City was designated the Regional Sewer Agency for the Fresno Clovis Metropolitan Area in 1966. While Fresno and Clovis each independently operate and maintain their own collection systems, the City of Fresno operates the RWRf under a joint powers agreement (JPA) with Clovis and the County of Fresno. Through the JPA, Clovis has capacity ownership and rights to purchase additional capacity in the RWRf. Clovis currently has a total useable capacity in the regional system of 9.30 mgd, with the potential to be expanded to a maximum of 15.87 mgd. The City owns the remaining capacity.

The regional facility is located southwest of the City in the area generally bounded by Jensen, Cornelia, Central and Chateau Fresno Avenues. The first wastewater treatment facilities were constructed at this site in 1947, although the site has been used for wastewater disposal since 1907. After several expansions and upgrades, the RWRf currently provides secondary treatment and has a rated capacity of 88 mgd average maximum monthly flow, 80 mgd average annual flow and 160 mgd peak hour flow. The City is currently implementing upgrades and modifications to the existing regional facility to produce recycled water to increase the capacity of the regional facility.

The regional facility employs an activated sludge wastewater treatment process, which produces un-disinfected secondary effluent. Treated or reclaimed wastewater is directed to 1,660 acres of ponds to percolate into the ground. A portion of the reclaimed wastewater is also supplied directly to nearby farmers to irrigate fodder and fiber crops, such as alfalfa and cotton. In addition, some of the percolated effluent is extracted from the groundwater beneath the basins by pumping and is recycled for irrigation by delivery to the Fresno Irrigation District canal system. During 2011, 10,896 af of effluent was delivered directly to nearby farmland, and 5,150 af was extracted and delivered to the FID canal system for a total of 16,046 af recycled for irrigation use. This represents approximately 22 percent of the wastewater received and treated by the RWRf in 2011. During the period from 2000 through 2011, the proportion of wastewater treated and recycled for irrigation use in this manner has varied irregularly from 22 percent to 52 percent. Bio-solids are picked up daily by a composting company, which further treats and mixes them with other materials, making a product that is sold in the market as fertilizer.

Methane gas, a by-product of the solids digestion process, is burned to produce electricity at a co-generation facility at the RWRf. The electricity is used to offset the need to purchase power to operate the facility. In the event of an extended power failure, this electricity would also serve as a backup power supply to keep the treatment plant in operation.

The City's North Fresno Recycled Water Facility (NFRWF) has a current permitted capacity of 0.43 mgd, and the City has submitted a request to have the permitted capacity increased to 0.71 mgd. During fiscal year 2015, the NFRWF treated an annual average daily flow of 185,000 gallons per day, which leaves an available capacity of 245,000 (0.245 mgd) gallons per day. All the effluent produced at the NFRWF is used for irrigation at the golf course located at the Copper River Ranch Development. During wet weather months, recycled water in excess of turf demands is dechlorinated and sent to a nearby percolation basin owned and managed by Fresno Metropolitan Flood Control District, and used to irrigate landscaped areas within the basin.

Infrastructure Capacity Analysis

Treatment System Capacity

The Fresno-Clovis Regional Wastewater Reclamation Facility is permitted to discharge 80 million gallons per day (mgd) to the percolation ponds on annual monthly average basis, and 88 mgd on a maximum monthly basis. During calendar year 2014, the average annual flow to the Fresno-Clovis Regional Wastewater Reclamation Facility was 59 mgd, which provides an available capacity of 21 mgd. The available capacity of 21 mgd equates to an additional population count of approximately 175,000 person.

The 2006 *Fresno Wastewater Reclamation Facility Master Plan* anticipated that the RWRf would reach its capacity by 2010; however, as noted the volume of wastewater has declined in recent years. Consequently, it is possible that the plant has sufficient capacity to accommodate growth for several years beyond what was previously anticipated. Nonetheless, the City is required by state statutes to begin planning for increased capacity when flows reach 75 percent of the existing design capacity.⁹³

The City's current wastewater master plan was completed in May 2006 and is based on the 2025 *General Plan* land use areas. The 2006 *Wastewater Master Plan* projects an average dry weather wastewater flow rate of 150 mgd for 2025 *General Plan* build-out. The City of Fresno has developed a wastewater model based on the existing wastewater system infrastructure and the new land use designations in the *General Plan*. The projected wastewater flows were estimated using the *General Plan* land use designations together with equivalent dwelling unit factors for each land use designation. The total calculated average dry weather flow projected for build-out using the *General Plan* land use designations is 183.6 mgd, which exceeds the 2006 *Wastewater Master Plan* value by 33.6 mgd.⁹⁴ Flow projections are not made according to a particular timeline, but instead indicate anticipated flow once planned land uses reach buildout.

In the City's *General Plan*, the City has adopted the objective regarding wastewater treatment facilities to "ensure the provision of adequate sewage treatment and disposal by utilizing the Fresno-Clovis Regional Wastewater Reclamation Facility as the primary facility, when economically feasible, for all existing and new development within the Metropolitan Area." To support implementation of this objective, the City adopted the following policies:

⁹³ City of Fresno, *General Plan Update*, December 2014, p. 6-18.

⁹⁴ City of Fresno, *Wastewater Technical Report for the City of Fresno General Plan Update MEIR*, June 18, 2013, p. 1.

- ❖ **PU-6-a: Treatment Capacity and Cost Recovery.** Prepare and consider the implementation of increased wastewater treatment and reclamation facility capacity in a timely manner to facilitate planned urban development within the Metropolitan Area consistent with the General Plan. Accommodate increase in flows and loadings from the existing community with the capital costs and benefits allocated equitably and fairly between existing users and new users, as authorized by law.⁹⁵
- ❖ **PU-6-b: Consider Capacity in Plan Amendments.** Monitor wastewater treatment plant flows and loadings to the extent feasible. Consider the effects on wastewater treatment capacity and availability of potable water when evaluating proposed General Plan amendment proposals, community plans, specific plans, neighborhood plans, and concept plans.⁹⁶

Collection System Capacity

The *2006 Master Plan* identified over 130 projects as necessary to accommodate the projected development anticipated by the *2025 General Plan*, and *2006 Master Plan* will be updated to reflect changes between the *2025 General Plan* and the *2035 General Plan*. The update may or may not require additional capacity improvement projects.

The results of preliminary wastewater collection system modeling indicate that the remaining capacity improvement projects included in the *2006 Wastewater Master Plan* CIP can be expected to provide sufficient sewer capacity to accommodate *General Plan* buildout wastewater flows for those particular sewers. The *2006 Master Plan* will be updated to reflect changes between the *2025 General Plan* and the *2035 General Plan*. The update may or may not require additional capacity improvement projects.

With regard to capacity of the wastewater collection system, the City has adopted policies to meet the objective outlined in the City's *General Plan* to "ensure provision of adequate trunk sewer and collector main capacities to serve existing and planned urban development, consistent with the *Wastewater Master Plan*." These policies include the following:

- ❖ **PU-4-a: Plan for Regional Needs.** Coordinate and consult with the City of Clovis, pursuant to the Fresno-Clovis Sewerage System Joint Powers Agreement, so that planning and construction of sewer collection facilities will continue to meet the regional needs of the Metropolitan Area.
- ❖ **PU-4-b: New Trunk Facilities.** Pursue construction of new or replacement sewer trunk facilities or other alternatives consistent with the *Wastewater Master Plan* to accommodate the uses as envisioned in the *General Plan*.
- ❖ **PU-4-c: System Extension and Cost Recovery.** Pursue enlargement or extension of the sewage collection system where necessary to serve planned urban development,

⁹⁵ City of Fresno, General Plan, 2014, p. 6-22.

⁹⁶ Ibid.

with the capital costs and benefits allocated equitably and fairly between the existing users and new users.

- ❖ **PU-4-d: Capacity Modeling.** Continue development and utilization of citywide sewer flow monitoring and computerized flow modeling to determine availability of sewer collection system capacity to serve planned urban development.
- ❖ **PU-4-e: Evaluate and Maintain Infrastructure.** Promote the health and safety of the community, and preserve the longevity and sound condition of the sewer collection system through evaluation and maintenance of the sewer infrastructure.

INFRASTRUCTURE NEEDS

Part of the City's ongoing infrastructure needs is routine system maintenance and regular preventative maintenance. Preventive maintenance is focused on critical, high-maintenance sewer mains that require more frequent inspection, maintenance and/or repair. Inspections of sewer lines using closed circuit television (CCTV) are done on a scheduled and systematic basis. Video is reviewed to determine condition of the line, while data of the visual inspection is entered into PipeTech—a database that compiles information of the surveyed line. Sewer lines and manholes are rated according to the National Association of Sewer Service Company (NASSCO) Pipe Assessment and Certification Program (PACP) and Manhole Assessment and Certification Program (MACP). The rating is reviewed to determine maintenance and/or rehabilitation priorities.

The City budgeted about \$13 million in its capital improvement projects for the construction of new sewer collection infrastructure that will include 2,700 feet of new sewer lines along Cedar Avenue north of Central Avenue, 3,100 feet of new sewer lines along Orange Avenue north of Central Avenue, 3,100 feet of new sewer lines along East Avenue north of Central Avenue, and 2,700 feet of new sewer infrastructure in Central Avenue east of Orange Avenue.

There are plans for several other repairs, rehabilitations, replacements, and other capital improvements at the treatment facilities and on the collection system.

Most of the City has relatively low infiltration and inflow (I/I) rates, and therefore collection system reconstruction to provide the capacity needed to eliminate or substantially reduce I/I would not be fiscally prudent.

The City plans to construct up to three satellite recycled water treatment facilities in the eastern portion of the City's service area. The facilities will be used to capture raw wastewater for recycled water production in closer proximity to recycled water demands on the eastern portion of the City. In addition, the City is in the midst of constructing Phase I of the Tertiary Treatment and Disinfection Facility (TTDF) at the Fresno-Clovis Regional Wastewater Reclamation Facility. The TTDF will be constructed in three phases: 5-mgd, 10-mgd, and 15 mgd. Phase I of the TTDF facility is currently under construction with a capacity of 5-mgd, and it is scheduled to be placed into service September 2016, and Phase II is scheduled to be placed into service by June 30, 2019.

The City has also planned for the acquisition of land and development of recharge facilities to support the increased distribution and use of recycled water throughout the region via groundwater recharge.

CHALLENGES

The City has prepared master planning documents for the wastewater collection and conveyance system, wastewater treatment systems, and recycled water facilities. These documents are reviewed and updated on a continuous basis to ensure that the City has sufficient capacity to meet existing and future demands. The current rate plan for the Wastewater Management Division has been in place since September 2010. The revenue generated from the existing rate plan is sufficient to meet the City's capital, operations, and maintenance requirements through June 30, 2019. The City proposes to initiate a Proposition 218 process in approximately July 2018 to adjust the sewer rates for the City's residential, commercial, industrial, and institutional accounts. It is currently planned for the new sewer rates to become effective July 1, 2019.

SERVICE ADEQUACY

This section reviews indicators of service adequacy, including regulatory compliance, treatment effectiveness, sewer overflows and collection system integrity.

Figure 17-1: City of Fresno Wastewater Service Adequacy Indicators

Wastewater Service Adequacy and Efficiency		
Regulatory Compliance Record, 2010-13		
Formal Enforcement Actions	0	Informal Enforcement Actions
		2
Informal Enforcement Action Type		Description of Violations¹
Notice of Violation	6/11/2013	3 violations of order conditions at treatment plant
Notice of Violation	2/16/2013	Two SSOs in collection system
Total Violations, 2010 - 2013		
Total Sewer System Violations	14	Priority Violations
		0
Total RWRf Violations	8	Priority Violations
		0
Service Adequacy Indicators		
Treatment Effectiveness Rate ²	97%	Sewer Overflows 2010 - 2013 ³
		57
Total Employees (FTEs)	168.0	Sewer Overflow Rate ⁴
		1
MGD Treated per FTE	0.36	Customer Complaints CY 13: Odor (NP), spills (NP), other (NP)
Source Control and Pollution Prevention Practices		
The City also operates a federally-mandated pretreatment program that regulates industrial discharge at the source to prevent damage to sewer systems and treatment plant structures and potential pass through to receiving waters.		
Collection System Inspection Practices		
Inspection of sewer lines using CCTV are on a scheduled and systematic basis. Video is reviewed to determine condition of the line, while data of the visual inspection is entered into PipeTech, a database that compiles information of the surveyed line.		
Notes:		
(1) Order or Code Violations include sanitary sewer overflow violations.		
(2) Total number of compliance days in 2013 per 365 days.		
(3) Total number of overflows experienced (excluding those caused by customers) from 2010 to 2013 as reported by the agency.		
(4) Sewer overflows from 2010 to 2013 (excluding those caused by customers) per 100 miles of collection piping.		

The City was issued 14 sewer system violations between 2010 and 2013, all of which were related to sanitary sewer overflows (SSOs). In addition, during the same time period, there were eight violations issued regarding operations at the RWRf, of which one was a pretreatment violation, three were order violations, one was an effluent violation for a group 2 pollutant, and three violations were for exceeding the electrical conductivity limit.

All wastewater treatment providers are required to comply with effluent quality standards under the waste discharge requirements determined by RWQCB. The City reported that in 2013, it was in compliance with effluent quality requirements 97 percent of the time. Electrical conductivity violations accounted for all days on which the City was not in compliance with waste discharge requirements.

All wastewater agencies are required to report sewer system overflows (SSOs) to SWRCB. Overflows reflect the capacity and condition of collection system piping and the effectiveness of routine maintenance. The sewer overflow rate is calculated as the number of overflows per 100 miles of collection piping per year. The City reported 57 overflows during the period from 2010 through 2013, averaging 14 overflows a year, which equates to 0.9 spills per 100 miles of pipeline annually on average.

The City minimizes occurrences of SSOs due to hydraulic loading by ensuring current and future sewer flows do not exceed the hydraulic capacity of the sewer lines at peak flow based on estimated full buildout of the area and according to the City's *General Plan*. To avoid surcharge of the sewer system that may result in an SSO, new pipes are sized to carry peak flows with the pipe flowing at no more than 0.8 of the pipe diameter.

There are several measures of integrity of the wastewater collection system, including peaking factors, efforts to address infiltration and inflow (I/I), and inspection practices. The peaking factor is the ratio of peak day wet weather flows to average dry weather flows. The peaking factor is an indicator of the degree to which the system suffers from I/I, where rainwater enters the sewer system through cracks, manholes or other means. However, The *2006 Fresno Wastewater Collection System Master Plan* reports that the collection system receives no appreciable groundwater infiltration and relatively small amounts of rainfall-dependent infiltration or inflow (500 gallons per acre per day), except for older areas of the downtown (10,000 gallons per acre per day).

18. WATER SERVICES

SERVICE OVERVIEW

The City of Fresno Department of Public Utilities (DPU) oversees the City's Water Division, which provides potable water to approximately 136,000 connections for domestic, commercial, institutional and industrial uses (as of FY 14). Water services include maintenance and operations of groundwater wells, a surface water treatment facility, the distribution system, and groundwater recharge facilities.

Location

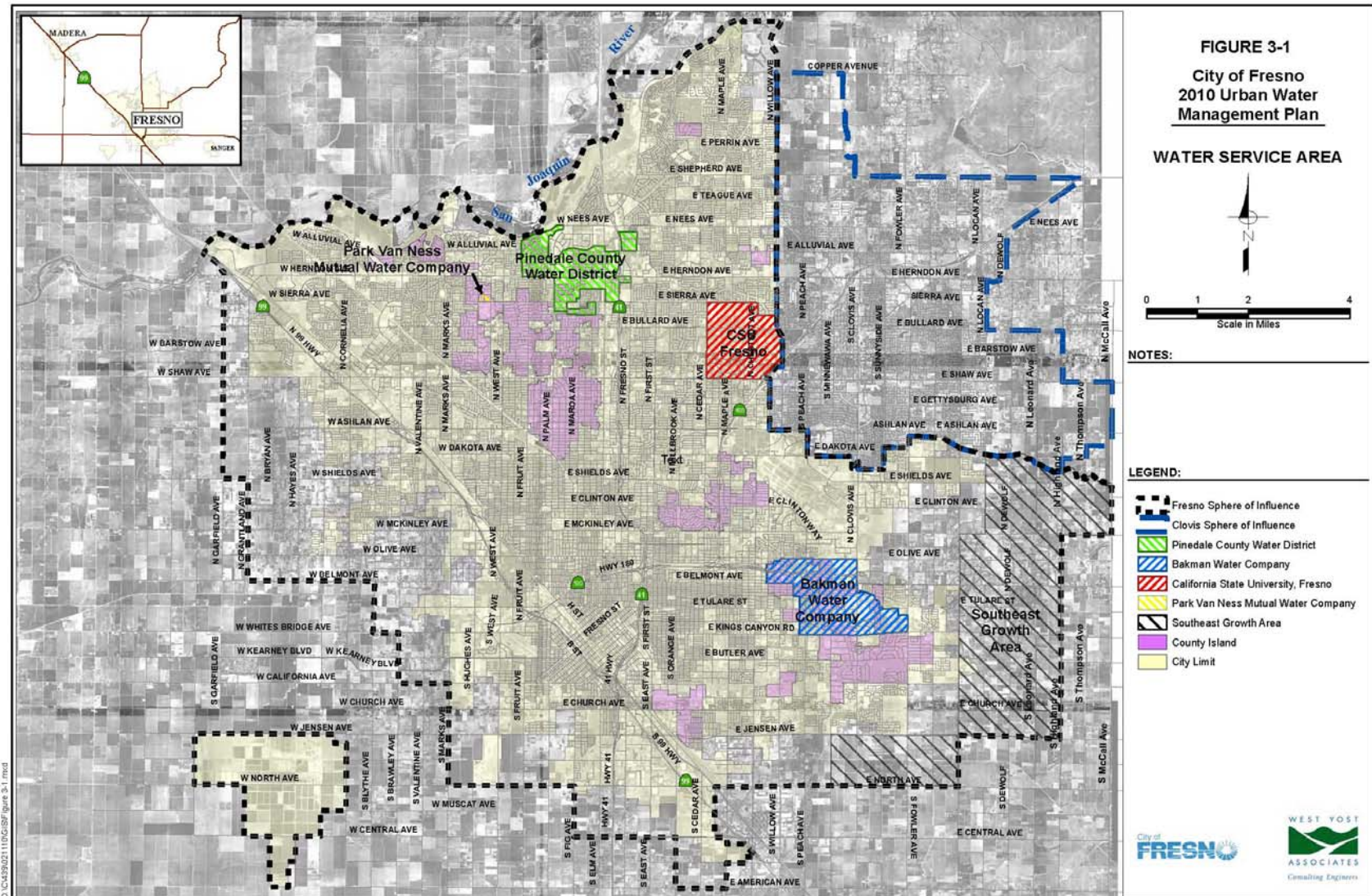
Retail water services are provided to the majority of the City, and some users within its sphere of influence. In 1989, the City Water Division acquired numerous County water facilities and began serving customers previously served by the County. This added a significant number of customers to the City's water service area outside of the City's boundaries. With the exception of the Bakman Water Company, Pinedale County Water District, Park Van Ness Mutual Water Company, California State University at Fresno, and private groundwater users located within unincorporated County islands, the City currently serves the entire area encompassed by the City's limits and sphere of influence. Figure 18-1 shows the City's water service area.⁹⁷

Because the City serves territory outside of its bounds, the population served in the City's water service area is greater than the population of the area within the incorporated bounds of the city. In 2012, the estimated population within the City's water service area was 509,265.

The City serves a small portion of the Pinedale County Water District (about 28 service connections in the portion east of Highway 41) and a small unincorporated area known as the Berans Tract (via two service connections). The quantities of potable water sold to these agencies are quite small, constituting less than 0.1 percent of the City's total water production.

⁹⁷ Map of City's water service area from 2010 Urban Water Management Plan, p. 3-9.

Figure 18-1: City of Fresno Water Service Area



Demand

As of FY 15, the City provided service to approximately 136,000 connections, which were comprised of 85 percent residential, 12 percent nonresidential, and three percent irrigation connections. Of the total amount of water distributed in FY 14, single family homes accounted for 56 percent, nonresidential connections accounted for 36 percent, and irrigation accounts comprised eight percent of all flow. Peak water use occurs during the summer months, generally from July thru September.

During calendar year 2014, the City delivered 128,000 acre-feet of water to the community, of which approximately 20,000 acre-feet was from surface water sources and 108,000 acre-feet was from groundwater sources.

In February 2015, the Fresno City Council approved a new rate plan for the Water Division. The City's water rates consist of a fixed monthly charge (meter charge) based on meter size, and a unit-rate charge based on usage. As of July 1, 2015, the fixed monthly charge for a 1-inch meter is \$12.40 per month, and the unit-rate charge is \$1.09 per 100 cubic feet (748 gallons) of usage.

Projected Demand

Overall, the City anticipates a reduction in water consumption by 25 percent between FY 15 and FY 19.

For FY 15, a year in which increased water rates and charges are projected to be in effect for five months, average monthly single family water use is projected to be 20 hundred cubic feet (HCF). For FY 16, the projection is approximately 17 HCF. For FY17 and onward, annual conservation is projected at two percent per year.

For nonresidential accounts, projected water use for FY 15–FY 19 is based on conservation of six percent during FY 15 and two percent per year thereafter. For irrigation accounts, projected water use for FY 15–FY 19 is based on conservation of 10 percent during FY 15 and two percent per year thereafter.

STAFFING

The City employs 187 full-time equivalent staff in the Water Division. Administration, utility billing, and utility planning and engineering are provided by 72 shared FTEs for the three utilities—water, wastewater, and solid waste management. The FY 14-15 Budget outlines the need for six additional positions related to water services—two positions to add another pipefitting crew, two positions to add another water distribution crew, and two water conservation representatives.

The City's water system requires that that the chief operator be certified at a T5 level for treatment and a D4 level for distribution. The City's lead operator is certified at a T5 and four operators are certified at D4, which meets the system's certification requirements.

FACILITIES AND CAPACITY

The Water Division is responsible for operation and maintenance of the surface water treatment facility, 270 groundwater wells, three storage tanks/reservoirs, 1,780 miles of

distribution pipeline, 12,975 fire hydrants, 18,942 main line valves, and a groundwater recharge facility.

Water Supply

Water for City of Fresno customers comes from two primary sources—groundwater (88 percent) and surface water (12 percent). For years, groundwater pumped up from an underground aquifer was the sole source of water for Fresno water customers. In 2004, the City’s first surface water treatment facility came on line, allowing for delivery of treated surface water to residents to augment groundwater sources in northeast Fresno. In addition to these water sources, disinfected tertiary recycled water from the North Fresno Water Reclamation Facility (NFWRF) is used to irrigate the Copper River Golf Course.

The City draws from the Kings Subbasin of the Tulare Lake Groundwater Basin. The Kings Subbasin underlies Fresno, Kings, and Tulare Counties and has a surface area of 976,000 acres. The Kings Subbasin has not been adjudicated. However, the Kings Subbasin was identified by the Department of Water Resources (DWR) in 1980 to be in a critical condition of overdraft in Bulletin 118-80. Upon release of the updated Bulletin 118 in 2003, the condition of the subbasin was not reevaluated; however, the bulletin did acknowledge the groundwater recharge programs being conducted by agencies within the Kings Subbasin to ensure that groundwater will continue to be a viable water supply in the future.

The estimated groundwater yield for the City has been estimated based on natural groundwater recharge and intentional groundwater recharge. Based on rates of natural recharge, subsurface inflow, and intentional recharge, the City estimated that it can sustainably use up to 100,000 acre feet of groundwater given conditions in 2010.⁹⁸ However, the City continues to pump in excess of 100,000 acre feet of groundwater each year, and will continue to do so until there is the ability to broaden its water supply portfolio by making use of additional surface water supplies and recycled water, in combination with increasing intentional groundwater recharge activities. By 2035, the City anticipates that groundwater will comprise only 36 percent of the total water supply in that year and groundwater extractions will be reduced to less than the sustainable yield of the groundwater basin.⁹⁹

Groundwater within the Kings Sub-basin generally meets primary and secondary drinking water standards for municipal water use. However, the groundwater basin is threatened by chemical contaminants that affect the City’s ability to fully use the groundwater basin resources without some type of wellhead treatment in certain areas. Many different types of chemical pollutants have contaminated portions of the Upper Kings Sub-basin underlying the City’s water service area. Some of the major contaminant plumes include 1,2-dibromo-3-chloropropane, ethylene dibromide, 1-2-3 trichloropropane, other volatile organic compounds like trichloroethylene, tetrachloroethylene, nitrate, manganese, radon, chloride, and iron. There are also several major contaminate point sources. About

⁹⁸ City of Fresno, Urban Water Management Plan, 2012, p. 4-10.

⁹⁹ City of Fresno, Urban Water Management Plan, 2012, p. 4-12.

half of the City's water service area has some form of groundwater contamination; only areas in the northwest appear to be relatively unaffected by regional groundwater contamination. Of the City's over 270 currently active wells, 96 wells are impacted by a single contaminant plume, 33 wells are impacted by a pair of contaminant plumes, and five wells are impacted by three contaminant plumes. Currently, 34 of the City's wells have wellhead treatment systems.

While groundwater has traditionally been the sole source of water for Fresno, the Northeast surface water treatment facility (NE SWTF) and the T3 Water Treatment Plant now supplements the system with surface water delivered directly from the Sierra Nevada Mountains to the City's two existing water treatments facilities. Precipitation and snow melt from the Kings and San Joaquin watersheds are provided by the City's federal Central Valley Project (CVP) contract and Fresno Irrigation District (FID) entitlements. The snow melt from the Sierra Nevada Mountains, runs into the Kings and San Joaquin Rivers. Currently, water is delivered to the City's two surface water treatment plants through the FID canal network.

The City of Fresno currently has two sources of surface water: 1) surface water supplies available from a contract with FID for Pine Flat Reservoir; and 2) supplies available from the U.S. Bureau of Reclamation for Millerton Lake.

On May 25, 1976, the City signed a contract with FID for delivery of the City's pro rata share of FID's water entitlements on the Kings River. The contract specifically excludes any of FID's Class 2 USBR entitlement and any water stored in Pine Flat Reservoir by FID. The Kings River Water Association (KRWA) allocates entitlements to Kings River contractors on a daily basis; these entitlements are allocated among the contractors using a methodology that estimates the flow in the Kings River before construction of Pine Flat Reservoir. Once KRWA calculates the "pre-project" entitlement, FID has the option of releasing the entire entitlement for downstream diversion, or storing a portion of the entitlement within Pine Flat Reservoir for use at a later date. In accordance with the City's 1976 agreement with FID, the actual water supply available to the City is a percentage of FID's diversion from the Kings River. The percentage is based on the ratio of the total area annexed by the City, compared to the total area within FID's water service area, including the area served by the City. Hence, the water available to the City through its contract with FID will increase over time as the City annexes additional lands within FID's water service area. In 2005, the City was allocated 23.63 percent of FID's Kings River entitlements for that year, which totaled actual deliveries of 124,034 acre feet. By 2035, the City's UWMP projects that the City will be allocated 32.44 percent of FID's Kings River entitlements, or 126,500 acre feet in a normal hydrologic year. Water delivered from the Kings River is of extremely good quality, as these waters originate from snowmelt in the high Sierras that has not been subjected to detrimental influences.

The City also recently renewed its contract with the U.S. Bureau of Reclamation (USBR). USBR oversees diversions from the San Joaquin River through the Friant-Kern Canal of the Central Valley Project (CVP). USBR owns the Friant-Kern Canal and Friant Water Authority maintains and operates the canal. The City's total entitlement from USBR is 60,000 acre feet per year of Class 1 water. USBR Class 1 water is generally available from Millerton Lake, and is a very dependable water supply, regardless of the type of hydrologic water year.

Class 2 water is generally any excess water available as determined by USBR, and is not considered as dependable as Class 1 water.¹⁰⁰

Additionally, the City has an exchange agreement with Fresno Irrigation District (FID), which allows the City to pump groundwater developed through the percolation of previously treated wastewater effluent. This percolated water is then extracted and pumped into FID canals for delivery to downstream customers. In return, the agreement states that FID will provide the City with surface water from either its Kings River entitlement or its Class 2 USBR water “insofar as is feasible and practical.” The quantity of surface water that FID is required to provide is limited to 46 percent of the groundwater that the City pumps into FID’s delivery canal, and the contract limits the annual quantity that can be pumped into FID’s canals to 30,000 af per year, or 100,000 af over a 10-year period (contract limit can be increased with approval from the FID Board). Based on historical operations, the City should be able to obtain 13,800 af annually of Kings River water from FID through this exchange agreement.¹⁰¹

The City makes use of recycled water to supplement water supply for irrigation and groundwater recharge purposes. The City of Fresno owns and operates North Fresno Water Reclamation Facility, which is located in northern Fresno and was built to serve the Copper River Ranch development and a golf course partially located outside of the City’s bounds. Disinfected tertiary recycled water from the facility is used to irrigate landscaping at the Copper River Country Club and Golf Course. During wet weather months, recycled water in excess of turf demands is dechlorinated and sent to a nearby percolation basin owned and managed by Fresno Metropolitan Flood Control District, and used to irrigate landscaped areas within the basin. The City plans to make use of recycled water to a greater extent in the future. The City’s *Recycled Water Master Plan* outlines plans for future expansions to leverage this water resource to a greater extent.

Water Source Capacity

As is shown in Figure 18-2, the City’s water supplies in normal years as determined in its *Urban Water Management Plan* are sufficient to handle existing and normal projected demand, with a projected excess of 13,200 acre feet of available water supply in 2035. However, use of surface water sources that require treatment is constrained until completion of an additional treatment facility. Enhanced use of recycled water starting in 2025, will allow for greater diversification of the City’s water portfolio and reduced reliance on groundwater sources.

Figure 18-2: Current and Projected Water Supply Sources in Normal Years (afy)

Water Supply Sources	2010 (Actuals)	2015	2020	2025	2030	2035
FID – Kings River Entitlement	132,541	103,600	109,400	115,100	120,800	126,500
FID – Wastewater Recycle Exchange	0	13,800	13,800	13,800	13,800	13,800

¹⁰⁰ Ibid, p. 4-2.

¹⁰¹ City of Fresno, Urban Water Management Plan, 2012, p. 4-17.

USBR – Central Valley Project Class 1	61,375	58,200	58,200	58,200	58,200	58,200
Self-produced groundwater	128,578	76,100	61,800	53,500	69,200	85,000
Recycled Water	176	1,000	1,000	25,000	25,000	25,000
Total Supplies	322,670	252,700	244,200	265,600	287,000	308,500
Projected Demand	200,173	226,100	221,000	247,500	270,600	295,300
Water Excess (Deficit)	122,497	26,600	23,200	18,100	16,400	13,200
Source: City of Fresno <i>Urban Water Management Plan 2010, 2012</i>						

Water Supply Reliability

During multiple drought years, water supply reliability may greatly diminish depending upon the source. For example, water from the City’s two surface water sources could vary from as much as 198,200 acre feet in a wet year to 81,400 acre feet in a critically dry year.

In single dry year scenarios through 2035, the City’s supplies are minimally adequate to meet projected demand (with no anticipated excess water supply) through increased groundwater pumpage and reduced groundwater recharge.

The City projects that its multiple dry year supplies are adequate to meet projected multiple dry year demands with increased groundwater pumpage and reduced groundwater recharge. In the second year of multiple dry year conditions, the City would need to pump more groundwater than projected for normal years, and would have limited groundwater recharge as a result of limited surface water supplies. In the third year of a multiple dry year period (under normal dry water supply conditions), the City’s groundwater pumpage would be the same as in normal years, and groundwater recharge would not be limited.¹⁰² The City assumes in its *Urban Water Management Plan* that it will begin making use of approximately 25,000 acre feet of recycled water in 2025 in order to ensure adequate water supply in all years; however, this timeline will likely be shortened, due to accelerated construction of a recycled water treatment facility that began in 2015 and is anticipated to be completed in 2017.

The City plans for future water supply to address increased water supply demands as a result of coming development in its *General Plan*. The Resource Conservation and Resilience Element addresses the long-term supply of water resources, and the Urban Form, Land Use, and Design Element includes policies restricting the extension of water supply only to planned development in development areas that are consistent with the *General Plan*.

¹⁰² City of Fresno, *Urban Water Management Plan 2010, 2012*, p. 7-5.

Treatment and Distribution System

Currently, a majority of the drinking water in the City is pumped from approximately 270 water wells. Of these wells, 34 have well head treatment. The pumping capacity of the wells ranges from 340 to 2,735 gallons per minute (gpm) depending on the location of the well. Each of the City's wells is connected to a SCADA telemetry system that allows City officials to remotely monitor the static and pumping water levels, the system pressure and the flow at each well. Based on the City's capital improvement program, 19 of the pumps at these wells are in need of replacement, and five wells are in need of replacement. Additionally, nine wells are in need of rehabilitation, due to diminished output.

The City has two surface water treatment facilities – the NE SWTF and the T3 Water Treatment Plant. The NE SWTF has a firm capacity of 25 mgd was placed into service in 2004. The T3 Water Treatment Plant has a firm capacity of 3.2 mgd, and was placed into service in 2015. During July and August 2015 the City's two surface water treatment plants delivered 1 billion gallons of surface water to the distribution system.

The City of Fresno maintains short-term water storage in two distribution system reservoirs (Tank T1 and Tank T3) and one treated water clearwell at the surface water treatment facility. Tank T1 is a concrete tank with a capacity of two million gallons that was installed in 1996. Tank T3 is also a concrete tank with a capacity of three million gallons that was completed in 2012. The treated water clearwell is a partially sub-grade concrete tank with a capacity of 1.7 million gallons that was constructed in 2004. The City has a biennial maintenance schedule for each of the tanks, which requires routine inspection, cleaning, and an evaluation of both the interior and exterior coating systems. The City also performs routine structural analyses on the tanks. Both Tank T1 and the treated water clearwell were cleaned and inspected in 2013. Both of the tanks were in adequate condition at the time of the cleaning and inspection. Given the recent construction of Tank T3, it is considered to be in excellent condition.

The water distribution system is divided into four quasi-pressure zones to help regulate minimum and maximum system pressures in the various topographic areas of the City. The system is aged and in need of replacement. Almost 35 percent of the 1,780-mile distribution system is over 50 years old, with another 34 percent ranging between 25 and 50 years old. There is a marginal pipeline replacement plan, and a limited budget to replace this aged infrastructure. A majority of the aged infrastructure is in the older parts of the City, including the Downtown. When the pipes fail, there is usually extensive damage to adjacent roadway, and wet and dry utilities. This can cause disruption of service and costly cleanup.¹⁰³ The City did not provide the number of breaks and leaks experienced in 2013.

Unaccounted for water loss is the difference between the recorded water production and metered consumption; however, because the City had historically not metered its single family residential customer class, the exact amount of loss could not be specifically determined. The City's *Urban Water Management Plan* assumes a loss of approximately 10 percent of total production given the age of Fresno's infrastructure. Meters were installed

¹⁰³ City of Fresno, *General Plan*, 2014, p. 6-24.

on all connections by the end of 2012. The City will now be able to assess the degree of water loss that is being experienced in its distribution system.

Groundwater Recharge

To replace some of the water taken from the aquifer, rainfall, and stream flow naturally percolate back into the aquifer. The City also runs an aggressive recharge program to supplement the natural replenishment of the aquifer. The City currently recharges groundwater basins with surface water using several recharge facilities within its service area. A majority of these facilities are located in the north-central portion of the City. Additionally, some of the FMFCD basins are dual use (recharge and recreation) basins.

As Fresno continues to grow, there is more demand on the groundwater supply. Taking out more water than is put back into an aquifer creates what is called an overdraft. This increases the depth to the water table and can create water quality problems with additional treatment costs. The City is forced to drill deeper water supply wells, which results in increased power costs to pump the water from the underground. Over the last 80 years, Fresno's water level has dropped from less than 30 feet below the surface in 1930, to more than 128 feet below the surface in 2009.

Rainfall and stream flow replace about half of the water pumped by the City each year. Fresno holds entitlements to surface water, which is used to replace the other half of the pumped groundwater. Surface water is delivered through canals to flood control basins and "Leaky Acres", a city-owned intentional recharge facility. Leaky Acres, built in 1970 by the City of Fresno, is comprised of 26 ponds covering 225 acres, averaging 5.5 feet deep. Its purpose is to store water that then percolates into the underground in order to recharge the groundwater supply.

INFRASTRUCTURE NEEDS

Between FY 15 and FY 19, total projected CIP expenditures are approximately \$429 million. The CIP expenditures are summarized in the following categories along with the total expenditures for each category:

- ❖ Intentional Groundwater Recharge \$6.4 million
- ❖ Raw Water Supply \$98.4 million
- ❖ Surface Water Treatment \$186.4 million
- ❖ Finished Water Distribution \$55.4 million, and
- ❖ Rehab/Replacement & System Upgrades \$82.5 million

Implementation of these plans are intended to develop the infrastructure for conjunctive use of all of the City's surface water supplies, along with enhanced groundwater recharge and observation, would balance Fresno's groundwater budget for the first time in over 75 years. As a part of this proposal, expansion of the existing northeast surface water treatment facility and creation of a second treatment facility in southeast Fresno are planned in order to offset current demands and to meet future demands from anticipated growth. Construction of the regional transmission distribution system will allow treated surface water to be delivered everywhere in the City in order to

support current demands and future growth. This plan will enable the City to conserve groundwater as an alternate supply that can be relied on during periods of drought.

Reliance on groundwater is a particular challenge for the City, due to declining groundwater levels, contamination concerns, and new legal requirements regarding groundwater management. With declining groundwater levels, wells are running dry. At present, 23 wells are to be removed from service as groundwater levels continue to decline. If groundwater levels continue to decline similar to 2014, then an additional 21 wells will be at risk in 2015. Additionally, the presence of the contaminant 1,2,3-trichloropropane in 73 wells combined with new water quality regulations for the contaminant will further reduce available groundwater supply. Recently, the State Legislature passed the 2014 Sustainable Groundwater Management Act, which the City will need to address as it moves forward. The most significant projects that are included in the CIP to address the City's reliance on groundwater include the following:

Southeast Fresno Surface Water Treatment Facility: This project is for the purchase of land, development of plans and the construction of a future 80 mgd surface water treatment facility in Southeast Fresno. The engineering and design work is scheduled to start in FY 13, and construction is expected to be completed in FY 18

Tertiary treatment at the regional reclamation facility and southwest, northwest and northeast recycled water distribution systems: The *Urban Water Management Plan* identified the City's need to facilitate the use of at least 25,000 acre feet per year of recycled water by 2025 to continue to meet regulatory requirements and offset existing potable water use in order to help meet future water supply needs for the Fresno Metropolitan Area. These projects, as identified in the *Recycled Water Master Plan*, will provide the infrastructure to distribute the recycled water to potential recycled water customers. It is anticipated that the construction of these recycled water projects, which will be completed in phases, will be in FY 22.

Recycled Water Program: The *Urban Water Management Plan* identified the City's need to facilitate the use of at least 25,000 acre feet per year of recycled water by 2025 to continue to meet regulatory requirements and offset existing potable water use in order to help meet future water supply needs for the Fresno Metropolitan Area. These projects, as identified in the *Recycled Water Master Plan*, will provide the infrastructure to distribute the recycled water to potential recycled water customers. It is anticipated that the construction of these recycled water projects, which will be completed in phases, will be in FY 22. The City plans to construct up to three satellite recycled water treatment facilities in the eastern portion of the City's service area. The facilities will be used to capture raw wastewater for recycled water production in closer proximity to recycled water demands on the eastern portion of the City. In addition, the City is in the midst of constructing Phase I of the Tertiary Treatment and Disinfection Facility (TTDF) at the Fresno-Clovis Regional Wastewater Reclamation Facility. The TTDF will be constructed in three phases: 5-mgd, 10-mgd, and 15 mgd. Phase I of the TTDF facility is currently under construction with a capacity of 5-mgd, and it is scheduled to be placed into service September 2016, and Phase II is scheduled to be placed into service by June 30, 2019.

The City plans for additional long-term capital improvements through 2025 in the *Metro Plan Update*, which proposes a comprehensive and integrated water supply plan to

better manage the City's diverse water supplies, address groundwater level declines beneath the City's service area and groundwater quality concerns, and further balance and optimize the City's conjunctive use of its diversified water supply portfolio which would ultimately enhance overall water supply reliability. Similar to the CIP, key components of the proposed *Metro Plan Update* include:

- ❖ **Expand Use of Treated Surface Water Supplies.** Increase surface water treatment capacity by constructing and operating a new Southeast Surface Water Treatment Facility (SWTF) at 80 mgd, and expanding Northeast SWTF from 25 mgd to 60 mgd.
- ❖ **Balance In-City Groundwater Operations by 2025.** Reduce the City's groundwater pumping and increase intentional groundwater recharge with a goal of balancing the City's groundwater operations within the City's service area (e.g., pumping equal to recharge) by 2025.
- ❖ **Use Recycled Water Supplies for Non-Potable Water Demands.** Maximize the direct use of recycled water for in-City non-potable water uses and thereby reduce potable water demands.
- ❖ **Assess Need and Availability of Future New Supply.** Assess the need for and timing of future new water supplies once future growth plans beyond buildout of the *2025 General Plan* is determined.

SERVICE ADEQUACY

This section reviews indicators of service adequacy, including the California Department of Public Health system evaluation (now conducted by the State Water Resources Control Board), drinking water quality, and distribution system integrity.

Up until recently, the DPH was responsible for the enforcement of the federal and California Safe Drinking Water Acts and the operational permitting and regulatory oversight of public water systems in California. Domestic water providers of at least 200 connections were subject to inspections by DPH. The City of Fresno water system is large so DPH conducted inspections of certain areas of the system each year, rotating so that the entire system was reviewed every four years. During the DPH's most recent annual inspections between 2010 and 2013, it reported several issues with the various wells in need of addressing. These issues were consistent among the four inspections and were addressed once identified at each well. In 2011, DPH identified the following more significant issues of concern, which were later addressed by the City; although, on time water quality monitoring continued to be a concern in 2013 as well:

- ❖ To ensure routine maintenance, the City needed to prepare an operations plan detailing the measure taken by the City to ensure routine items and other sanitary hazards are examined on a routine basis; and
- ❖ The City had failed to adequately monitor some wells in the system in accordance with the water quality monitoring schedule. The City was required to submit a plan and a time schedule to complete all delinquent monitoring. Additionally, the City is now required to complete an annual delinquent monitoring report for the previous year to explain why monitoring was not completed and when it will be completed.

The City reported that this issue has now been corrected and was no longer a concern.

Drinking water quality is determined by a combination of historical violations reported by the EPA since 2000 and the percent of time that the City was in compliance with Primary Drinking Water Regulations in 2014. Since 2000, the City has had one health violation (2009) related to one, 2-dibromo-3-chloropropane, and four monitoring violations (one in 2007 and three in 2010) for various contaminants. This equates to approximately 0.03 violations per 1,000 connections served. The City was in compliance with drinking water regulations 100 percent of the time in 2014.

Indicators of distribution system integrity are the number of breaks and leaks in 2014 and the rate of unaccounted for water loss. During the period of record from 2007 to 2013, the City completed an average of four (4) work orders per day to address water distribution system defects. The City of Fresno did not provide the number of breaks and leaks that occurred within the system in 2014. In City planning documents a 10 percent water loss in the system is assumed. As the City accumulates more data, it will need to assess the actual degree of loss experienced in the system.

19. GOVERNANCE STRUCTURE OPTIONS

In the 2007 Fresno MSR, several governance structure options were identified; however, none of these options have been pursued over the last eight years. The options previously identified included the following:

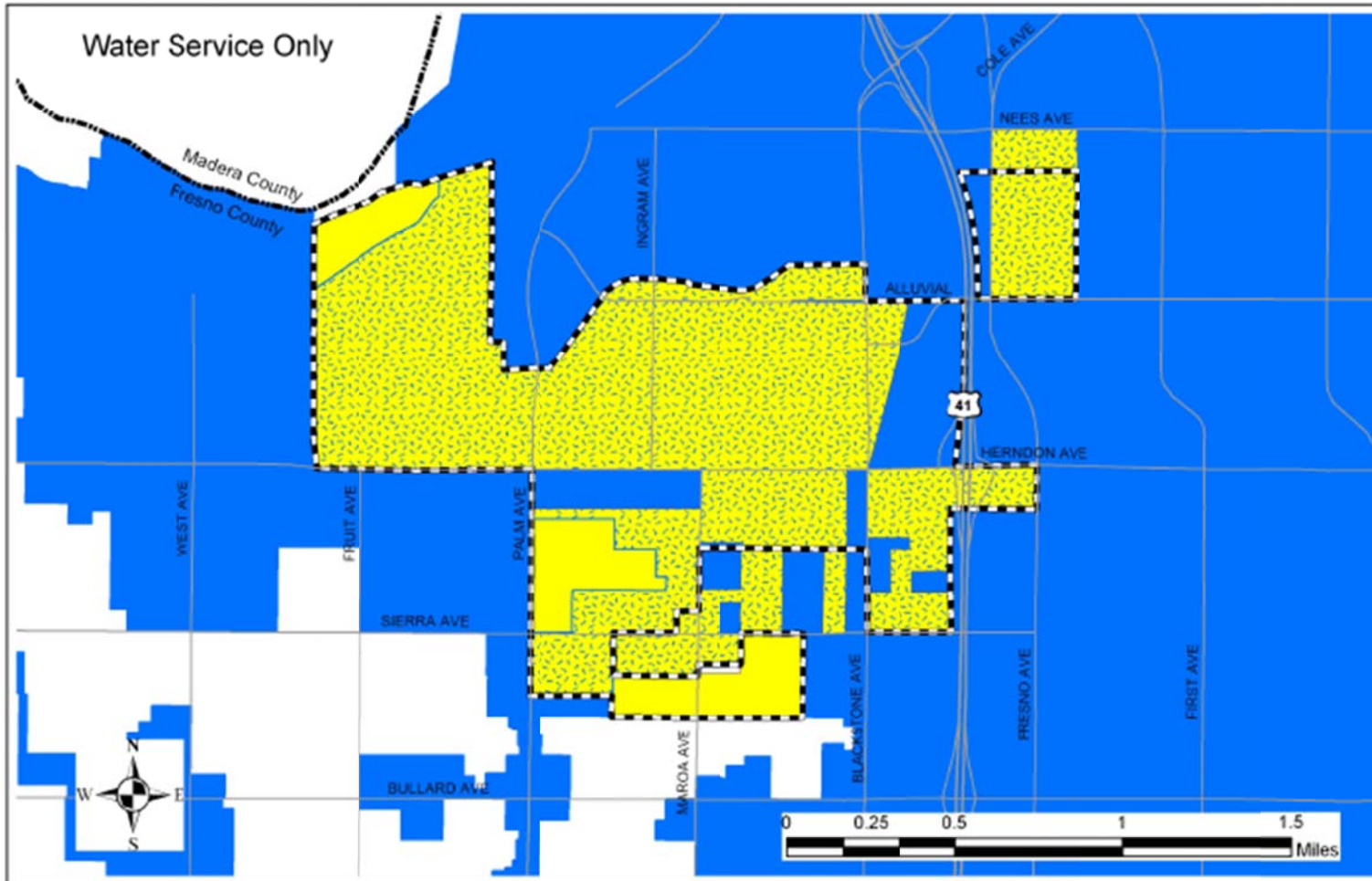
Dissolution of Pinedale County Water District (PCWD) and transfer of assets to the City: Formed in 1954, PCWD provides water, wastewater collection, and solid waste services. While most of the District is within the City of Fresno, and a majority of district residents reside within the City, it also includes three county islands largely. The service areas for the various service types and respective SOIs for PCWD are shown in Figures 19-1, 19-2 and 19-3. The City of Fresno provides wastewater collection for a significant number of customers within the District boundary and provides solid waste services throughout the District, with the exception of the three county islands. The City transports District wastewater via the City's wastewater collection system. The wastewater collected by the District is piped to and treated at the Fresno/Clovis Regional Wastewater Reclamation Facility. PCWD provides water to 2,400 residential and 550 commercial accounts. The District obtains water from District wells. Solid waste services in the unincorporated portions of PCWD are provided via a contract with a private company.

The 2007 Fresno MSR observed the potential for greater economies of scale and enhanced efficiency that may be achieved by dissolving the District and transferring its assets and service obligations to the City of Fresno. Additionally, in 2007, LAFCo adopted a determination in the PCWD MSR to encourage PCWD and the City of Fresno to participate in a joint investigation of the best mechanism for providing existing necessary services to the area served by the District, including the possible dissolution of the District and transfer of services to the City.

During the 2015 MSR process the City noted that this course of action lacked political feasibility, at least in the near term, and the City is presently not pursuing this option. Certainly, enhanced collaboration between the City and the District should be considered to ensure effective communication and regional planning for the utility services offered by both agencies. An issue of pressing mutual interest where a cooperative effort will be essential is the ongoing groundwater overdraft in the region, which has been spotlighted by recent state groundwater management legislation. PCWD is surrounded by the City of Fresno; however maintaining the District is a function of the community's character, although the agency has no opportunity or plans for expansion in the future. In fact, as the City annexes the unincorporated island territory served by PCWD, there will be little need to retain the special district as a service provider when it is wholly within the city limits. To an extent, the District and City will need to identify service redundancies that create service inefficiencies amongst the two agencies. As part of the recommended city annexation plan for islands in the City, plans for addressing affected agencies such as PCWD and Pinedale Public Utility District will need to be included as well. Additionally, the SOIs for PCWD were last updated in 2007, at which time the SOIs were merely reaffirmed as

they had existed since 1996. While this may indicate anticipated expansion of the District in the future, it more accurately reflects a stasis between the growth plans of the District and the City. This situation is generally addressed in a recommendation of this MSR for inter-agency dialog on the future of special districts within the Fresno SOI.

Figure 19-1: Pinedale County Water District (Water Service) and City of Fresno

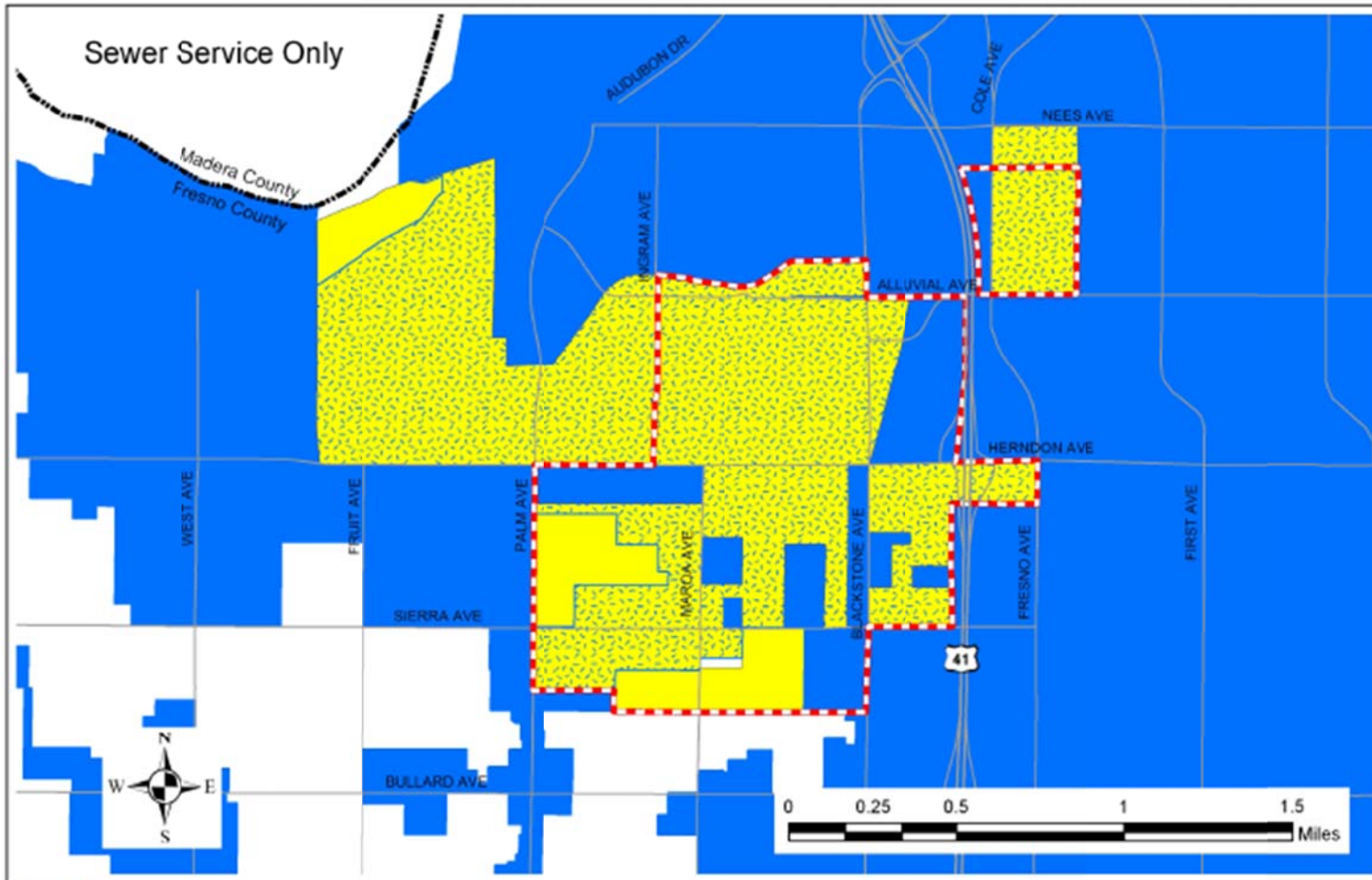


Fresno Local Agency Formation Commission
Pinedale County Water District

District Formed: 1954
SOI Adopted: 03/14/1975
SOI Updated: 10/10/2007

Map Date: November 2007
District Area: 850 Acres
Sphere Area: 915 Acres

Figure 19-2: Pinedale County Water District (Wastewater Service) and City of Fresno



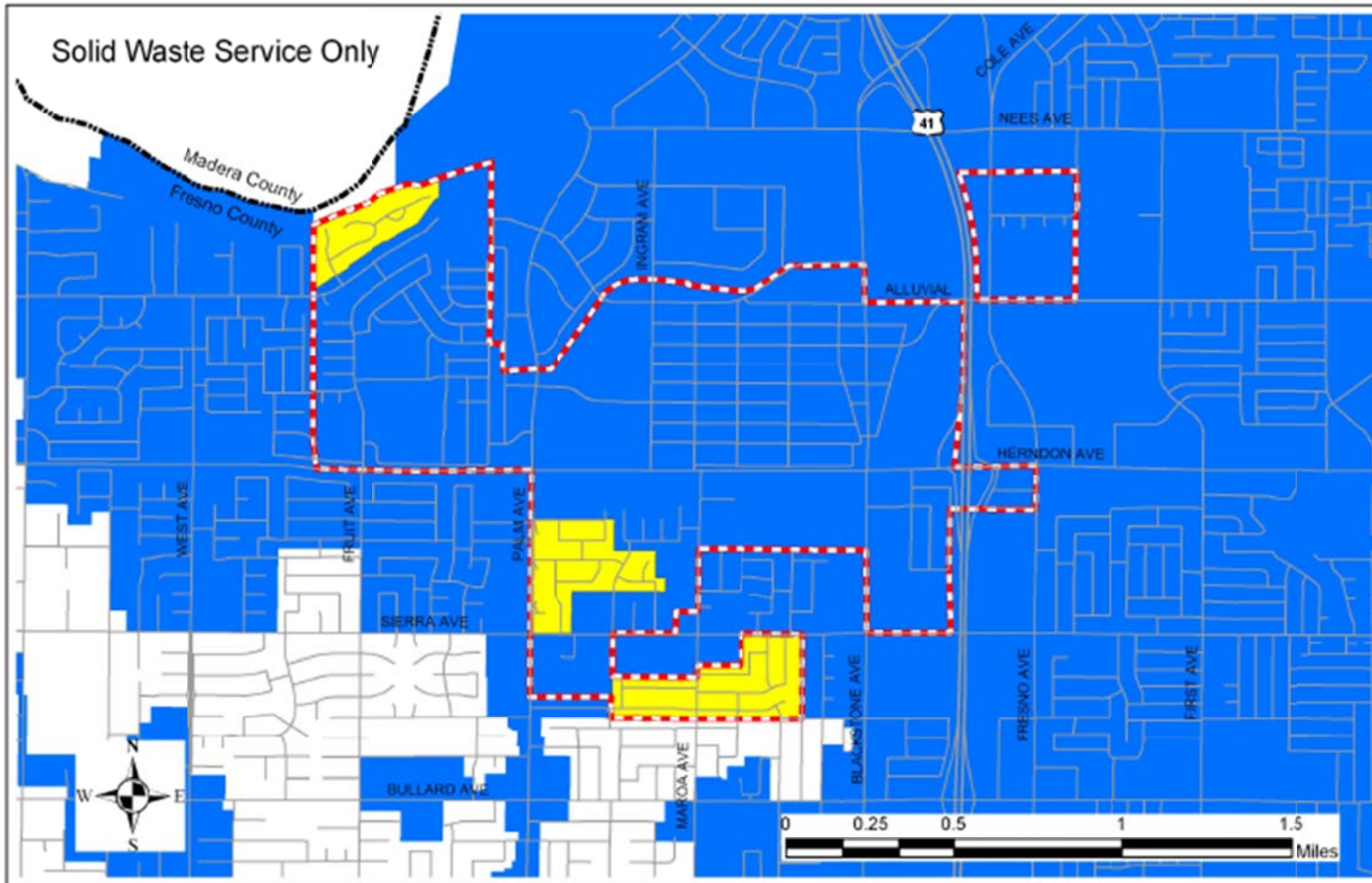
- District SOI
- District Area
- Fresno SOI
- City of Fresno
- City Overlapping District

**Fresno Local Agency Formation Commission
Pinedale County Water District**

District Formed: 1954
SOI Adopted: 03/14/1975
SOI Updated: 10/10/2007

Map Date: November 2007
District Area: 850 Acres
Sphere Area: 699 Acres

Figure 19-3: Pinedale County Water District (Solid Waste Service) and City of Fresno



- Legend**
- District SOI
 - District Area
 - Fresno SOI
 - City of Fresno

**Fresno Local Agency Formation Commission
Pinedale County Water District**

District Formed: 1954
SOI Adopted: 03/14/1975
SOI Updated: 10/10/2007

Map Date: November 2007
District Area: 120 Acres
Sphere Area: 915 Acres

Dissolution of Pinedale Public Utility District (PPUD) and transfer of assets to the City: Formed in 1956, PPUD provides wastewater, streetlights and landscape maintenance services. Approximately half of the District is within the City of Fresno, while the other half is unincorporated territory largely surrounded by the City, as shown in Figure 19-4. The City provides transport of district wastewater via the City's wastewater collection infrastructure. The wastewater collected by the District is piped to and treated at the Fresno/Clovis Regional Wastewater Reclamation Facility. As of 2015, the District reportedly served approximately 1,950 residential and 100 commercial wastewater connections and provided landscape maintenance, street lighting and street sweeping service for about 2,400 residential units.

The 2007 Fresno MSR observed the potential for greater economies of scale and enhanced efficiency that may be achieved by dissolving the District and transferring its assets and service obligations to the City of Fresno. Additionally, LAFCo adopted a determination in the 2007 PPUD MSR to encourage PPUD and the City to participate in a joint investigation of the best mechanism for providing existing necessary services to the area served by the District, including consideration of possible dissolution of PPUD and the concurrent transfer of services to the City of Fresno.

During the 2015 MSR process, the City noted that this option lacked political feasibility as certain areas did not desire to be served by the City, at least in the near term, and in light of the City's policy to not support annexations that are not fiscally positive, it is presently not pursuing this option.

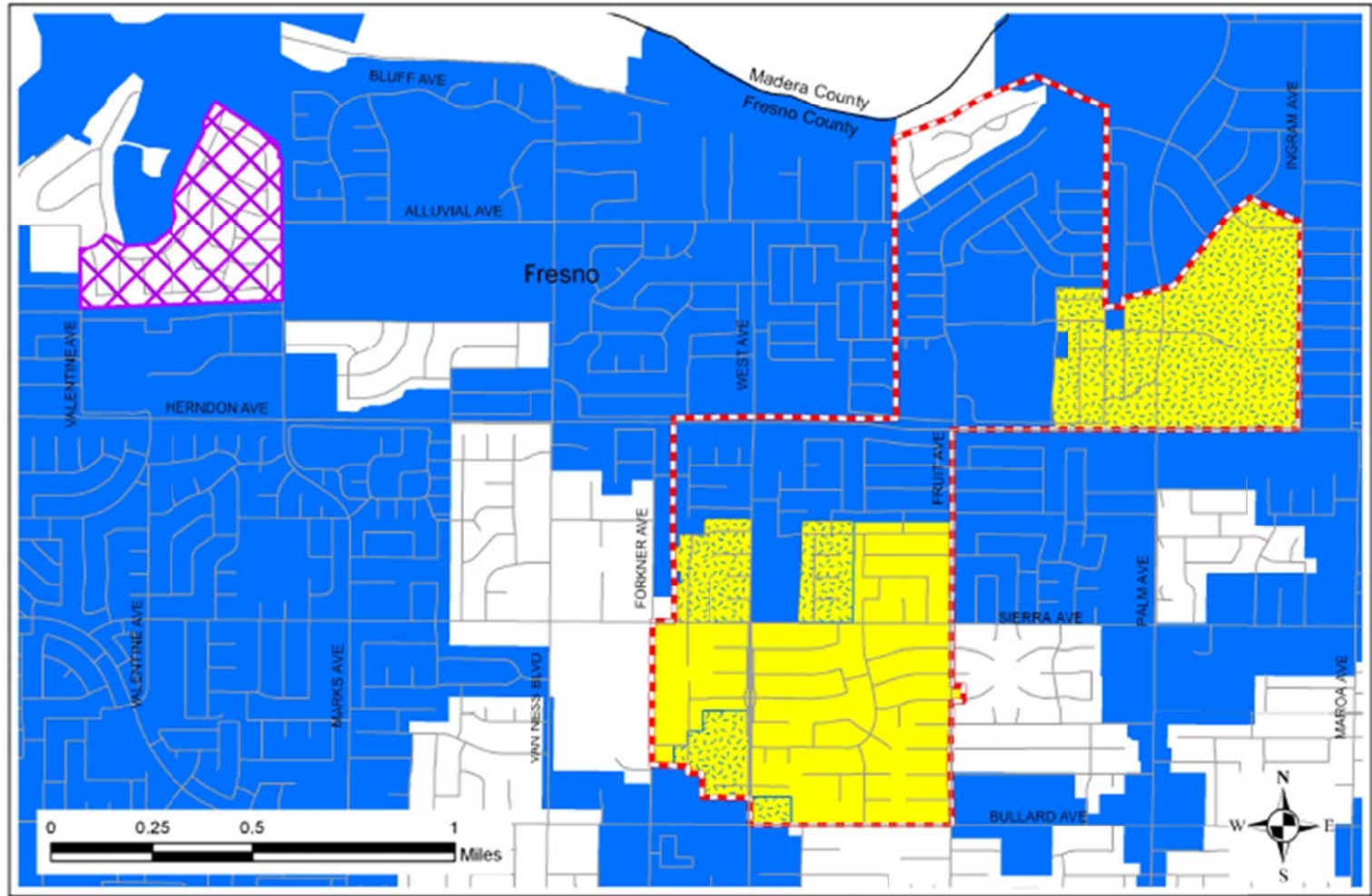
Certainly, enhanced collaboration between the City and the District should be considered to ensure effective communication and regional planning for the wastewater services offered by both agencies. Similar to PCWD, PPUD is surrounded by the City of Fresno and has no opportunity or plans for expansion in the future. In fact, if the City were to annex the unincorporated territory served by PPUD, there would be little need to retain the special district as a service provider when it is wholly within the city limits.

Additionally, the 2007 PPUD MSR merely reaffirmed the SOI as it had existed since 1998, which would normally indicate anticipated expansion of the District in the future. Similar to the PCWD, this is not the case, but more accurately reflects that lack of movement between the District, the City, and LAFCo on the question of what to do with the many county islands and special districts within the Fresno city limit.

PPUD serves wastewater connections outside of its bounds (land generally bounded by Marks, Valentine, Chenault, and Bluff Avenues) in a county island surrounded by the City. The City noted in 2007 that when this area was originally developed that PPUD was asked to serve it as the City's Herndon-Cornelia Interceptor sewer had not been constructed. The interceptor was later constructed in 1977; however, the services were never transferred to the City. In the 2007 PPUD MSR, LAFCo adopted a determination to authorize staff to confer with the District and the City of Fresno regarding the status of the District's continuing provision of services outside its boundaries. Transferring services in this area to the City continues to be an option to enhance operational efficiencies in anticipation of the eventual dissolution of PPUD; however, the District reported it had come to a mutual understanding with the City that PPUD will continue service to the area outside of its

boundaries and the City would continue wastewater service to some areas within the District's bounds as the conditions presently exist.

Figure 19-4: Pinedale Public Utility District and City of Fresno



Legend

-  District SOI
-  District Areas
-  Service Outside District
-  City Areas
-  City Overlapping District

**Fresno Local Agency Formation Commission
Pinedale Public Utilities District**

District Formed: 1950
SOI Adopted: 04/23/1975
SOI Updated: 10/10/2007

Map Date: November 2007
District Area: 362 Acres
Sphere Area: 645 Acres
Service Outside District Area: 70 Acres

Transfer of solid waste services from Malaga County Water District (MCWD) to the City of Fresno: Formed in 1958, MCWD provides domestic water, irrigation water, wastewater, solid waste, and parks and recreation services. A small portion of the District overlaps the City of Fresno, as shown in Figure 19-5. A small portion of the District's SOI also overlaps with the City's SOI to the southwest of the District's bounds. The District obtains and distributes water from its own wells, collects, treats and disposes of wastewater in its wastewater treatment plant, and owns and operates a recreation center with a gym, swimming pool, park, and softball fields. Solid waste is collected via a contract with a private company and is reportedly provided throughout the District, including those areas located within city limits.

There are some overlapping areas between the District and the City of Fresno in an area south of Central Avenue between Cedar and Maple Avenues (see Figure 19-5). The City does not have water and sewer lines in the overlapping areas. Therefore, these areas are being served by the District.

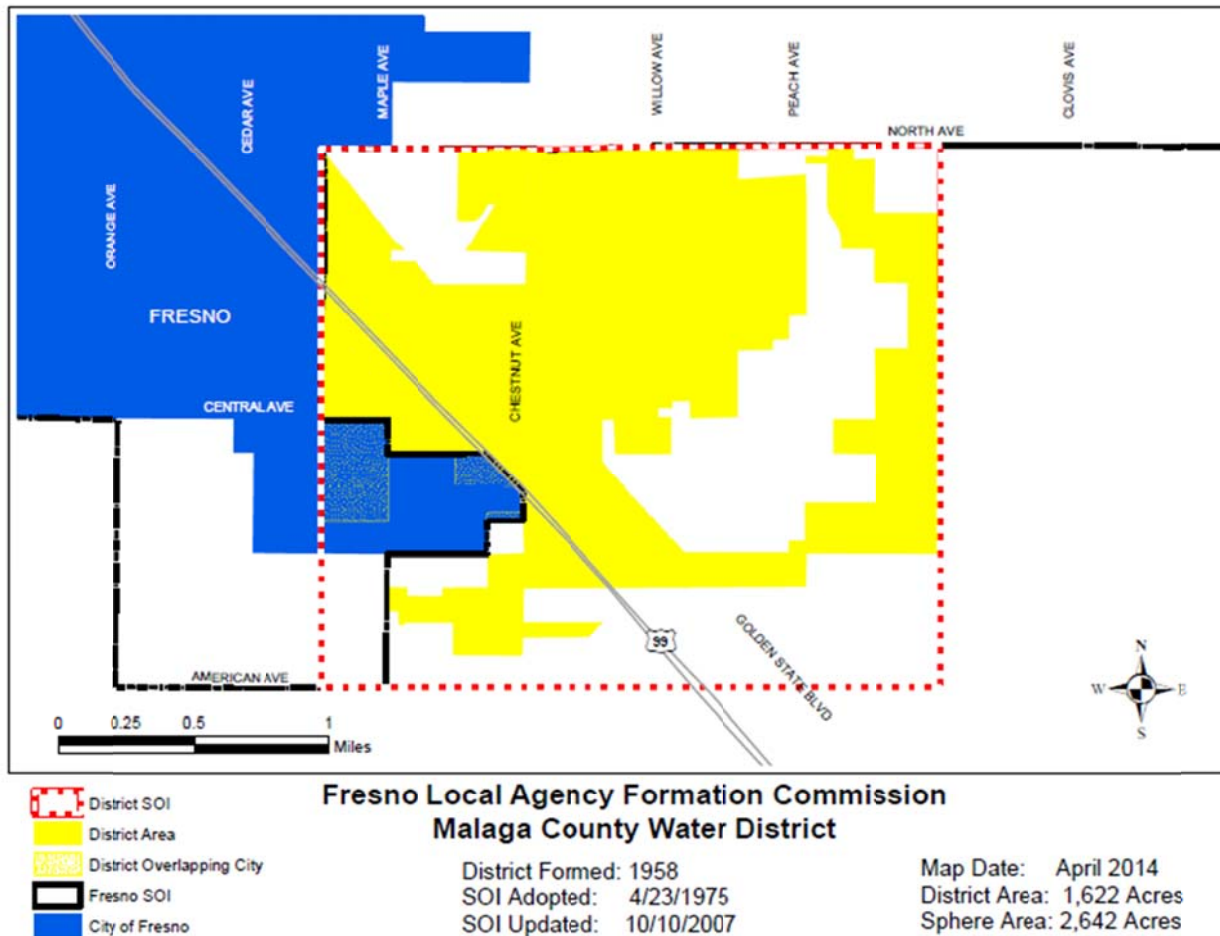
Unlike PCWD and PPUD, MCWD is predominantly outside of the City of Fresno's boundaries and SOI and it is reasonable to presume that the District intends to continue as an independent special district.

However, there is room for adjustment of both agency's bounds and SOIs. During 2007 MCWD MSR, the City suggested it may be appropriate to consider adjusting boundaries between the City and the District to reflect current and expected service delivery efficiencies. No changes were made in 2007 to the District's SOI.

The District provides solid waste service to that portion of the District located within the City of Fresno. The City's 2007 MSR noted that greater economies of scale and efficiency in solid waste services may be achieved by having this service provided by the City of Fresno. Further, in MCWD's 2007 MSR, the Commission authorized LAFCo staff to confer with MCWD and the City of Fresno regarding the possible transfer of obligations to City to provide solid waste services for the portion of the District located within the City. While transfer of this service to the City has not occurred to date, during the process of this MSR, the City indicated an interest in a collaborative city and county solid waste program, which may create a more cohesive and orderly system for solid waste services and related contracts in the County. This option is discussed in further detail below.

Certainly, enhanced collaboration between the City and the District should be considered to ensure effective communication and regional planning for the utility services offered by both agencies. An issue of pressing mutual interest where a cooperative effort will be essential is the ongoing groundwater overdraft in the region, which has been spotlighted by recent groundwater management legislation.

Figure 19-5: Malaga County Water District and the City of Fresno



Operation of nearby County Service Areas by the City of Fresno: There are 10 County Service Areas (CSAs) that serve the unincorporated developed areas surrounded by or adjacent to the City. These CSAs, as well as all others in the County, are governed by the County Board of Supervisors and administered by the Special Districts Administrator Office of the Fresno County Public Works and Planning Department. The Special Districts Office monitors, maintains and repairs District infrastructure. These CSAs provide a combination of street lighting, storm drainage, water, and wastewater services to the various subdivisions as described here.

- ❖ CSA 2 encompasses approximately 60 acres and maintains a 2.5-acre park and walkways within the Tenaya Estates subdivision. It previously provided lighting services to the area, but since 2010, lighting for the park and walkways has been paid for by a public benefit corporation.
- ❖ CSA 7 provides storm drainage and street lighting to approximately 75 acres in three non-contiguous areas. One area contains approximately 56 acres including portions of Alluvial, Buena Vista, Charles and Laguna Vista Avenues in northwest Fresno. Another is approximately 13 acres east of and adjacent to Palm Avenue, south of Magill Avenue in north central Fresno. The final area is known as Zone D, where lighting, landscaping and road maintenance are provided, and which

encompasses the Thomasville Estates, which is approximately 6.5 acres located south of and adjacent to Clinton Avenue at Marty and Selland Avenues.

- ❖ CSA 14 encompasses approximately 19 acres and provides water, street lighting, and storm drainage services in the Belmont Manor subdivision (Tract 2031). The CSA is located at Belmont and Leonard Avenues.
- ❖ CSA 18 encompasses approximately 119 acres near Calwa. It provides street lighting services to the area. The County reported that this CSA is managed by the Calwa Recreation and Park District.
- ❖ CSA 19 encompasses approximately 10 acres, including Hampton Way east of and adjacent to Hayes Avenue, west of the City of Fresno. It provides street lighting services to the area.
- ❖ CSA 33 includes an area in the unincorporated community of Malaga where lighting and landscaping services are provided. Landscaping services are limited to an industrial park. This CSA is within the MCWD and is outside of the Fresno SOI.
- ❖ CSA 35 is a County-wide service area consisting of 88 zones scattered around the County, several of which are located in the Fresno SOI. The CSA only provides road maintenance primarily on private roads for public use which typically feed into a County road.
- ❖ CSA 39 encompasses approximately 80 acres and provides water services to 140 residences and West Park School. Zone A is north and south of Beran Way between Marks and Valentine Avenues, and Zone B is on both sides of Prospect Avenue between Church and Jensen Avenues. Wholesale water is provided by the City to both zones via two master meters on a main line that runs from the City water system. The County maintains and operates the distribution system within the CSA. The City owns the master meters and bills the CSA based on the volume of water delivered. This CSA is outside the SOI.
- ❖ CSA 44 encompasses approximately 381 acres in the Friant area. The original area provides street lighting to 228 acres. Wastewater services are provided to 24 acres within Zone A. Retail water services are provided to 30 acres within Zone C, and both water and wastewater services are provided to 24 acres within Zone D. This CSA is outside the SOI.
- ❖ CSA OV provides lighting services to two non-contiguous areas in Van Ness Estates between Spruce and West Sierra Avenues and Van Ness and North Marks Avenues. CSA is a misnomer for this district as it was formed as a highway lighting district, and is consequently not under LAFCo jurisdiction. However, regardless of LAFCo jurisdiction, the opportunity remains for collaboration between the County and the City to most efficiently serve the area.

In 2006, the County expressed a desire to work with the City to investigate whether it could manage these County-governed districts more effectively than the County, due to their close proximity to the City, the capacity of the City staff, and possible economies of scale. The 2007 Fresno MSR recommended that the Commission encourage the County and City of Fresno to participate in a joint investigation of the best mechanism for providing existing necessary services to county services areas located near to the City of Fresno.

However, there have reportedly been no discussions between the County and the City since these recommendations were made. Regional planning for water infrastructure, especially in light of the development of Sustainable Groundwater Agencies pursuant to the Sustainable Groundwater Management Act, is essential to ensuring adequate system and supply capacity to address existing demand and future growth, particularly with regard to groundwater supplies.

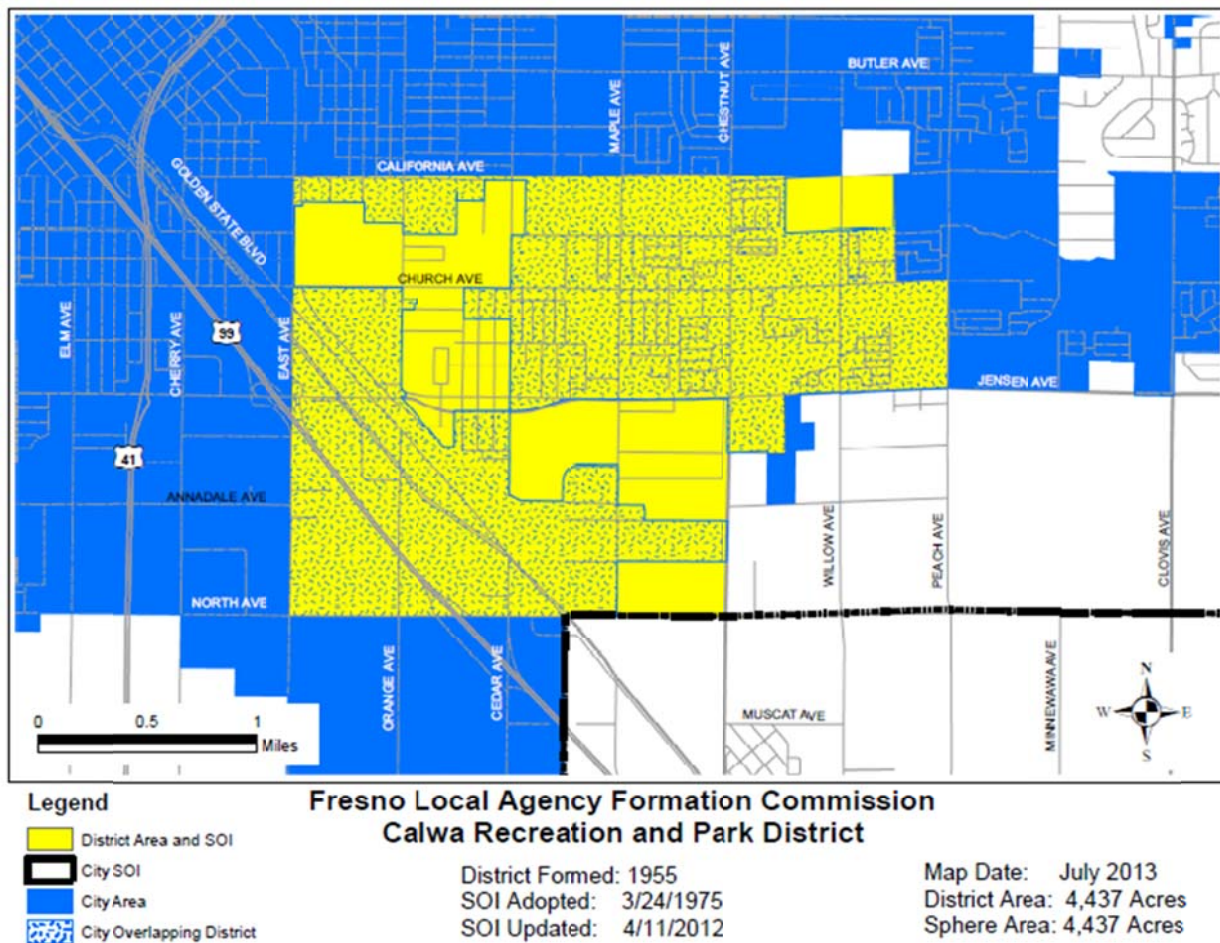
The County indicated that it promotes the eventual annexation and transition of these areas to the City's responsibility. As previously mentioned, to date, the City of Fresno does not have a plan in place specific to annexation of islands nor a master annexation plan outlining timing or thresholds to determine if territory within its SOI should be annexed.

Creation of a municipal water district to take on the functions of the Public Utilities Department: As of the last MSR, the City was considering submittal of an application to LAFCo to create a municipal water district, which if created, would assume the water, wastewater, and solid waste services currently provided by the City's Department of Public Utilities. However, this option never came to fruition and the City is not considering it at this time.

In addition to those options identified in the previous Fresno MSR, another option was recognized with regard to the City of Fresno in the Calwa Recreation and Park District MSR conducted in 2012.

Dissolution of Calwa Recreation and Park District (CRPD) with transfer of assets and obligations to the City of Fresno: CRPD is an independent special district that is authorized to provide park and recreation services from an approximately 20-acre facility with various sport amenities. Given that a substantial portion of the District is within the City of Fresno as shown in Figure 19-6, and that the City also provides local park and recreation services, dissolution of the District with the transfer of District assets and obligations to the City of Fresno was raised in the a possible alternative government structure option identified in 2012. An in-depth analysis regarding the effects of such a transfer would be necessary before such a transfer should occur. It was recommended that the District and City of Fresno confer regarding the possible change in service organization. This has not occurred to date.

Figure 19-6: Calwa Recreation and Park District and the City of Fresno



Similar to PPUD and PCWD, CRPD is largely surrounded by the City of Fresno and has no plans for expansion in the future. In fact, as the City annexes the unincorporated territory served by CRPD, there may be little need to retain the special district as a service provider when it is wholly within the city limits. As part of the recommended city annexation plan for islands in the City, plans for addressing affected agencies should be included as well.

Another option identified during the course of this review is transitioning CRPD into a subsidiary district of the City. As a subsidiary district CRPD would continue to exist as a legal entity, but the City Council is designated as the ex officio board of directors of the District. At least 70 percent of the territory within the District or 70 percent of registered voters of the District must be within the City, in order to meet legal requirements of establishing a subsidiary district.¹⁰⁴ In the case of CRPD, a majority of the territory of the District lies within the City of Fresno, likely meeting the requirements to be a subsidiary district.

¹⁰⁴Government Code §57105.

The establishment of CRPD as a subsidiary district would not change the legal status of the District as a special district; however, it would exchange the existing elected district Board of Directors for the City Council as the ex-officio board of directors. Similar to merger, the City would assume all assets, functions and governance along with all debts and liabilities of the subsidiary district. The establishment of the District as a subsidiary district of the City would not change the designation of the share of the ad valorem property tax received by the District. This option would ensure that funds currently collected by the District would continue to be tracked separately and directed toward recreation and park purposes. This option may be initiated by the Commission,¹⁰⁵ the legislative body of the district wishing to establish itself as a subsidiary district,¹⁰⁶ the legislative body of a city wishing to establish a subsidiary district,¹⁰⁷ or by petition.¹⁰⁸

In addition to these options that have been previously identified, other opportunities for enhanced service efficiencies were identified with regard to another municipal service provider in the proximity of the City of Fresno.

Dissolution of the Bluffs Community Service District: The 35-acre Bluffs Community Service District was formed in 1959 to provide street lighting and landscape maintenance services for the 53 residential parcels in north Fresno known as the Bluffs. This CSD is an unincorporated portion of the City. There are currently two primary landscaping service areas within the District: a 0.33-acre park and an easement used by the Flood Control District along Toletachi Road. Lighting services are provided only at the park. The District is located wholly within the sphere of influence of the City of Fresno.

The District has not provided its budget and no audits were made available. The District does not appear to have an operating income; however, operating expenses were partially off-set by interest income.

The District does not have any debt; however, the District is currently operating with deficit spending. The District does not charge fees at this time and there are no property assessments. The District is financed by residual monies from the sale of property a number of years ago.

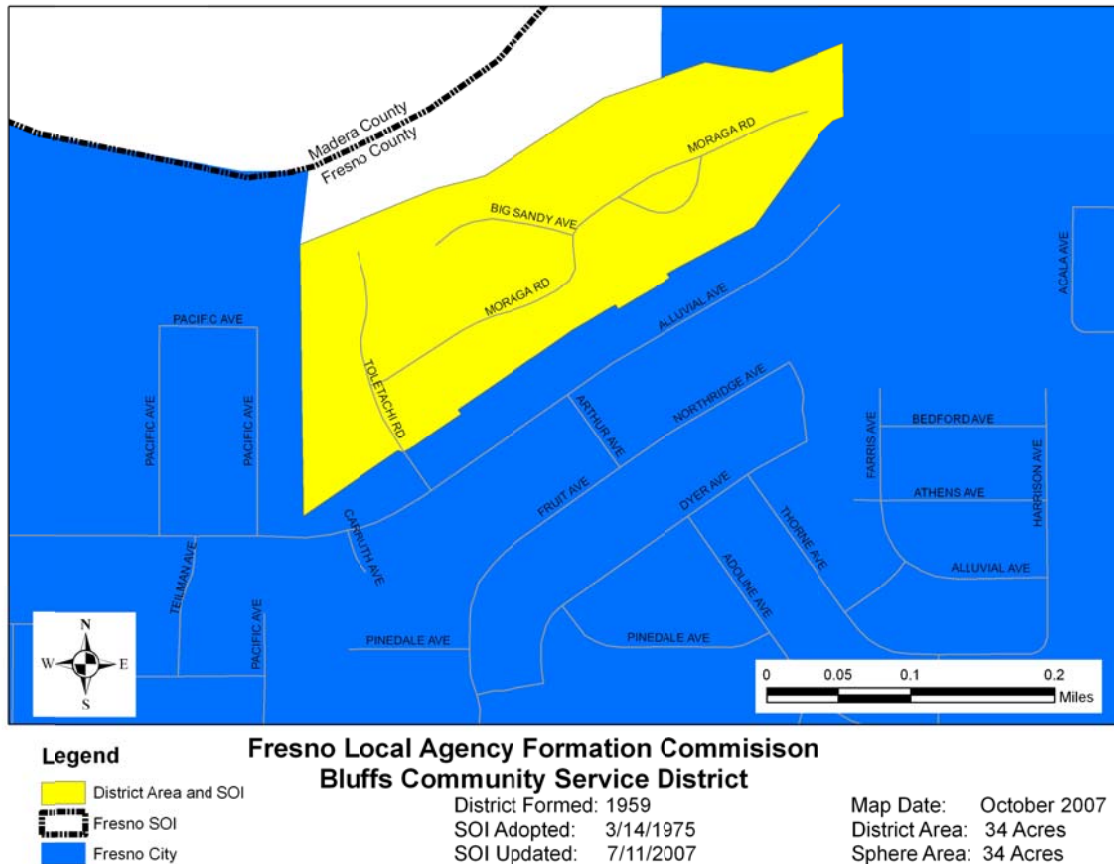
¹⁰⁵ Government Code §56375(a)(2)(D).

¹⁰⁶ Government Code §56658(a).

¹⁰⁷ Government Code §56658(a).

¹⁰⁸ Government Code §56866

Figure 19-7: Bluffs Community Service District



Annexation of SEDA to the Fresno Metropolitan Flood Control District: The Fresno Metropolitan Flood Control District (FMFCD) is responsible for flood control and storm water planning and management. The District encompasses almost the entirety of the Fresno-Clovis Metropolitan Area, with the exception of 6.5 square miles of SEDA, which has yet to be annexed to the District. Once all of SEDA is annexed, FMFCD will develop and adopt storm water master plans for SEDA. Annexation of the remaining area would allow the District to move forward in planning for the entirety of the metropolitan area.

During the course of this review several other governance structure options were identified by the City with a particular focus on regionalization of services. By creating partnerships, neighboring municipalities can engage in shared services, inter-municipal agreements, municipal collaborations, consolidations, mutual aid, and regional planning. While regionalization can raise concerns of loss of local control, it has the potential to create an improved means for providing services and also lead to cost-savings and more efficient processes. Pooled resources can help preserve essential services and streamline service delivery. LAFCo approval is not necessary to initiate regionalization of services as discussed here, such as joint powers associations and other inter-agency agreements.

Countywide solid waste program: At present the City manages solid waste services within the city limits with few exceptions. The County generally oversees solid waste services in the unincorporated portions of the County. Additionally, the County offers

several countywide solid waste services, including management of a hazardous waste program, operation of a countywide information program, and management of waste streams for all jurisdictions.

Regionalization of law enforcement services: In 2003, the City looked into the possibility of reorganization of its law enforcement services with the Sheriff's Department; however, this option never came to fruition.

20. MUNICIPAL SERVICE REVIEW DETERMINATIONS AND RECOMMENDATIONS

GROWTH AND POPULATION PROJECTIONS

- ❖ As of January 1, 2014, the City had a population of approximately 515,609, based on California Department of Finance (DOF) estimates, which indicates approximately four percent growth since the 2010 Census.
- ❖ The City's *General Plan* projects that the area within the City's SOI will accommodate an additional population of approximately 226,000 new residents by 2035, resulting in a total population of 771,000, which equates to an average annual growth rate of 1.24 percent.
- ❖ The City anticipates that surrounding areas will continue experiencing high rates of population growth over the planning horizon of the *General Plan*, although growth is expected to be approximately half the rate as that of the past 30 years.
- ❖ The City continues to have applications for new structures and larger multi-unit developments; however, new development has significantly slowed in recent years.
- ❖ While the City does track, to some degree, proposed and approved developments, this information is limited and not readily available in a usable format. The system also fails to track the stages or progress of development.

Recommendation: that the City institute a centralized system to document and track all developments under construction, approved, and/or proposed in a manner that is accessible by city staff and members of the public.

- ❖ The California High Speed Rail project is anticipated to promote economic and job growth with the construction of the proposed heavy maintenance facility just south of the Fresno SOI and development of the downtown station. The City plans to capitalize on the project by creating a plan to revitalize the Downtown area surrounding the proposed station. Additionally, should the heavy maintenance facility be approved south of the City, the City has expressed interest in services to the facility. This may necessitate an expansion of the Fresno SOI.
- ❖ Due to a balance of investment in established neighborhoods and new growth areas, the *General Plan* allows an overall increase in residential density and development intensity as compared to the *2025 General Plan*.
- ❖ Specific planning for the Southeast Development Area (SEDA) has been deferred as a result of the City's subsequent plans to focus on enhanced infill in its existing city limits and direct new development to the west and southwest development areas. The City has, to some degree, incorporated SEDA into its *General Plan Update*; however, policies that deal with how this area fits into the greater infill and west area policy structure are broad in nature. Further, the City Council and Board of

Supervisors have already approved one 20-acre development in SEDA that, though permitted by exception, may indicate market pressure to develop this area prior to the completion of the major planning tasks that had earlier been deemed necessary by the City and County and now are unfunded and unscheduled.

Recommendation: that the City evaluate whether its SEDA conditions—contained in both the City/County Memorandum of Understanding and Fresno LAFCo’s conditional approval of the SEGA SOI—remain appropriate given the shift in the *General Plan’s* development policy since 2006.

- ❖ The City plans to adopt a method to ensure strategic sequencing of development, in order to promote infill development within city limits prior to areas requiring annexation.

Recommendation: that the City implement an objective and transparent measurement to track its development benchmarks to determine the appropriate timing of planned growth.

- ❖ The City of Fresno has partnered with 13 of the other 15 federally-defined Urbanized Areas in the San Joaquin Valley as part of the Smart Valley Places network, to plan and implement smart growth, livability, and sustainability through revised land use and transportation systems in the respective cities within all the Urbanized Areas in the eight-county Valley region.
- ❖ The City has adopted several policies in its *General Plan* to ensure coordinated development of certain infrastructure common between the City of Fresno and the City of Clovis.

Recommendation: that the City, the City of Clovis, Fresno County, Madera County, and other neighboring cities, and Fresno LAFCo continue to participate in regionally collaborative planning efforts.

- ❖ Fresno LAFCo adopted a policy encouraging annexation of unincorporated islands within city limits and requiring cities in Fresno County to develop plans to annex these areas. To date, the City of Fresno does not have a plan in place for annexation of these islands.

Recommendation: that the City develop a General Plan implementation program that conforms with the Fresno LAFCo annexation program. This implementation program can address annexation of the unincorporated islands within the city limit; annexation of the urban edge that is impacted by irregular boundaries, and conflicting County land and comprehensive service transition planning for affected agencies.

- ❖ The Fresno City Manager has stated that the City will be the applicant for all new annexations. According to LAFCo Policy 318, Fresno LAFCo may not disapprove an annexation within an urban service area that is initiated by a city resolution and is contiguous territory, which is not prime agricultural land and is designated for urban growth on the City’s *General Plan*.
- ❖ In previous SOI updates, the non-contiguous land where the Regional Wastewater Reclamation Facility is located has not been discussed for inclusion in the City’s SOI,

although the territory is within the incorporated city limits as an island as permitted by CKH. By excluding the wastewater facility lands from the SOI, it could appear that LAFCo is signifying the eventual detachment of this land from the City; however, this is not the case. The practice of not including a city's non-contiguous public facility within an SOI is common for LAFCos, given that growth of public facilities is relatively slow when compared with the market influences of the city itself, and occurs generally in response to the territory needed to expand the public facility.

Recommendation: That Fresno LAFCo determine a SOI for the City's Regional Wastewater Reclamation Facility.

LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN OR CONTIGUOUS TO THE SPHERE OF INFLUENCE

- ❖ Identifying and including disadvantaged unincorporated communities (DUCs) in the long range planning of a city or special district is required by SB 244.
- ❖ For any request for a new or SOI update with regards to a city or special district, the city or special district will be required to identify any disadvantaged unincorporated communities within and contiguous to their boundaries and identify any legacy communities within one mile of the existing or proposed SOI.¹⁰⁹ Pursuant to Fresno LAFCo Policy 106, LAFCo will verify all information and make independent attempts to identify DUCs using various means of information sources.
- ❖ LAFCo staff considered various sources of information available and included local community-based organizations input in order to determine the locations where DUCs may exist within the City's SOI boundaries and greater unincorporated areas.
- ❖ LAFCo staff has identified 20 potential DUCs within Fresno's SOI and six potential DUCs within a one-mile distance outside the adopted SOI boundaries.
- ❖ Locations identified as DUCs display characteristics of a DUC pursuant to Fresno LAFCo's Policy 106 and consistent with the CKH Act of 2000. Each identified DUC area is designated with a number in Figure 7-3 and the corresponding community description identifies: the location, number of properties within the DUC, its U.S. Census Tract-Block Group number, and the MHI levels for the time period between 2006 and 2010.
- ❖ The City's *General Plan* indicated the City plans to comply with SB 244 in developing a city strategy to identify all DUCs within the City's SOI. The General Plan states that the City of Fresno will perform the required infrastructure analysis to coincide with its next scheduled Housing Element Update in Compliance with State law.
- ❖ The information presented in Chapter 7 provides the City with data needed to meet SB 244 requirement pursuant to GC §65302.10.(a) which requires that each city

¹⁰⁹ Policies, Standards, and Procedures, Fresno Local Agency Formation Commission, Policy 106 - DUCs

review and update the land use element of its general plan, based on available data, including, but not limited to, the data and analysis developed pursuant to GC §56430.

PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

Present Capacity

- ❖ Certain departments face more significant challenges to capacity than others. The public safety departments have more readily identifiable capacity concerns, compared to other departments, as defined by longer emergency response times.
- ❖ The City of Fresno Police Department had to implement significant organizational changes to meet community needs with fewer resources, including priority modification, staff reassignment, and restructuring of the operations. These economic constraints, combined with other issues, such as parole reform and the early release of prisoners, have required the Department to focus its resources on the highest priority duties, resulting in longer response times.
- ❖ The Fire Department has been unable to meet target response times, due to cuts in the number of units available to respond. Additionally, due in part to the duplication of services provide by American Ambulance, the Department has stopped responding to serious medical emergency calls, and reduced availability for all public education outreach.
- ❖ The Parks, After School, Recreation and Community Services Department (PARCS) has experienced deferred maintenance of infrastructure which is costly to maintain and relies heavily on volunteers for maintenance work.

Planned Capacity

- ❖ There is a general need to update master planning documents to ensure adequate capacity of city infrastructure, facilities, staffing, and other resources to address planned land use density changes between the *2025 General Plan* and *General Plan Update*.

Recommendation: that the City program regular updates of its master service plans to ensure that they are kept up-to-date.

Recommendation: that LAFCo initiate a multi-agency assessment of the efficiencies of annexation of county islands and multiple special districts in the Fresno SOI.

Recommendation: that the County amend its General Plan to conform to the City's designated land uses in areas within the Fresno SOI.

- ❖ Substantial design of essential infrastructure will be necessary before any new development can take place in the Southeast Development Area. Based on current MOU and LAFCo conditions, adoption of a specific plan that includes comprehensive provision of public infrastructure is necessary.
- ❖ According to the *General Plan*, portions of SEDA are anticipated to develop by 2035, with General Plan buildout not occurring until 2050 or beyond.
- ❖ The City will require additional sworn law enforcement officer personnel and firefighting personnel in order to meet its targeted staffing level as identified in the *General Plan*
- ❖ The City will need substantially more park acreage to meet the new General Plan goal of five acres per 1,000 residents.
- ❖ As reported in the *General Plan*, the City's existing waste disposal facilities are considered adequate to maintain a sufficient level of service for future population growth in the City through the planning period of the document.
- ❖ According to the City's *General Plan*, Fresno's existing street system has excess capacity in several key areas due to the recent construction of the freeway system. The City aims to take advantage of this situation by promoting denser development on these streets.
- ❖ In order to support the projected increase in population, the City recognized that its wastewater collection and treatment system must be expanded to handle the resulting increase in flow and to provide service to new developments. The City plans to continuously monitor, and update as necessary, the master planning documents prepared for the wastewater management division to ensure that wastewater capacity is available to accommodate new planned growth and development.
- ❖ Where infill development substantially increases density or building height, the existing public water main infrastructure may require upgrading due to increased domestic water demand reducing available water volume and pressure for firefighting and potential damage to aging water pipes during firefighting incidents.

Service Adequacy

- ❖ The City appears to provide adequate services based on the performance measures assessed in this document. No significant deficiencies were identified that greatly affect the overall level of services offered.
- ❖ Typical of any public service provider, there is room for improvement in the level of services offered by the City. Specifically, during the course of this review the following highlighted recommended enhancements to service were identified to address chronic/repetitive issues or public safety concerns:

Recommendation: that the City ensure that contract Fresno Convention & Entertainment Center provider benchmarks are attained and subsidizing of operations by general fund minimized to the greatest extent possible.

Recommendation: that the City plan as necessary to ensure sufficient capacity at the Regional Wastewater Reclamation Facility appropriately address population growth from development.

Recommendation: that the City continue to strive for lower response times by public safety departments to meet goals and standards.

Recommendation: that the City continue to work to ensure an equal distribution of park and recreation facilities throughout the City.

Infrastructure Needs and Deficiencies

- ❖ **Airports:** A majority of the airports' major infrastructure needs were addressed in FY 14 with smaller projects planned over the next five-year period.
- ❖ **Fresno Convention & Entertainment Center:** Three of the halls/theaters associated with the Fresno Convention & Entertainment Center are aging and in need of improvements that were deferred until sufficient funding could be identified. Funding has reportedly now been identified and a facility assessment will be conducted later this year to identify ongoing lifecycle costs.
- ❖ **Fire and EMS:** The Fire Department has plans for a new fire station to replace its existing temporary structure where Station 18 is presently housed. Other infrastructure needs include a new Fire Apparatus Repair Facility as well as upgrades to the Fire Training Facility; however, these capital improvements have been deferred until funding can be identified.
- ❖ **Homeless:** There is opportunity for community leaders to develop plans for the creation of an appropriate emergency shelter. There is a continued need to develop plans for permanent housing opportunities. While the City might be able to help fund the cost of an emergency homeless shelter, the underlying responsibility of operating such a facility resides with the County and/or other social service agencies.
- ❖ **Law Enforcement:** Reportedly, there are multiple law enforcement infrastructure needs that have not yet been recorded because facilities have not been thoroughly assessed.

Recommendation: that the City conduct a comprehensive assessment of its law enforcement facilities to identify and prioritize capital needs.

- ❖ **Parks and Recreation:** The City continues to develop new parks as funding allows, but it has had to make certain cuts to cover budget shortfalls and ensure adequate funding for continued maintenance upon construction. As a result of budget cuts, there is substantial deferred maintenance at existing park facilities. In addition, the level of funding from park impact fees, combined with developers applying fee credits to their projects, have resulted in General Fund dollars that could have been used for deferred maintenance now being used to cover the debt service for new parks built over the last 10 years.

- ❖ **Solid Waste:** The City continues to monitor the inactive Fresno Sanitary Landfill site, and provide all required post-closure care and maintenance in accordance with the EPA consent decree.
- ❖ **Streets:** Fresno has transportation facilities that meet all modes of circulation, but the systems for pedestrians and bicycles are largely incomplete. Completing these citywide networks would encourage faster and simpler travel routes for work, errands, and recreation by means other than private automobile. Correspondingly, the City envisions in its *General Plan* a Level of Service (LOS) system that includes all modes of transportation, including pedestrians, bicycles and public transit users. A multi-modal LOS system is expected to help support the development of more intense land uses where desired by permitting localized automobile congestion, if walking, biking, and transit systems operate at high levels.
- ❖ **Transportation:** The City is proposing significant capital improvements to its public transit system over the next five years, projecting to cost \$189.2 million. Capital expenditures will have a particular emphasis on the bus rapid transit system and improving service levels along other key transit corridors (e.g., Shaw Avenue).
- ❖ **Wastewater:** The City's aging infrastructure (collection and treatment), together with the need to pursue more advanced levels of reclamation and reuse are of significance, especially when planning for full buildout under the City of Fresno General Plan Update. The City is in need of and is planning to construct the East Central Recycled Water Facility to provide recycled water for non-potable purposes and redirect sewer flow from a portion of the sewer trunk system that lacks adequate capacity.

Recommendation: The City will need to assess options for addressing potential future increased demand at the Regional Wastewater Reclamation Facility, as it is nearing 75 percent capacity—the threshold at which initial planning efforts are required by State statute and are considered a best management practice. Additionally, corrective measures to address significant infiltration and inflow in Downtown Fresno are recommended.

- ❖ **Water:** Due to declining groundwater levels, contamination concerns, and new legal requirements regarding groundwater management, the City just approved a significant water capital improvement plan, to be implemented through FY 19, to diversify its water supply portfolio with surface and recycled water, prevent groundwater overdrafting, offset current demands, and meet future demands from anticipated growth.
- ❖ **Economic Development:** Given the City's chronic high level of unemployment that is nearly 50 percent higher than the statewide unemployment rate, economic development is crucial to the City. The City is working with the private sector to retain, expand and attract new businesses to Fresno and the Central Valley. It is extremely important the City foster through public-private partnerships business parks and industrial land development ready. Failure to plan for and foster industrial land makes the City uncompetitive for business development.

FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

- ❖ The City of Fresno, like all other cities in the State of California, has suffered the devastating impacts that the prolonged recession has had on its economy and City revenues. Loss of significant amounts of sales tax, property tax, and service charge revenue specific to the General Fund during the recession heavily impacted the financial condition of the City.
- ❖ Due to the City's size, municipal service responsibilities, bargaining unit agreements, debt service obligations, and capital expenditure requirements, revenue recovery did not match expenditure growth proportionately.
- ❖ In general, the City's former financial condition would be considered unstable in some respects due to depleting emergency reserves, negative fund balances, declining revenues, and increasing employment costs. However, the City has made great strides in implementing cost saving measures to manage the slow revenue recovery, including an overall reduction of approximately 1,200 employees, reduction or elimination of some maintenance and replacement of equipment, and increased utilization of volunteers where feasible in the parks and recreation type activities.
- ❖ The City has implemented a five-year budget plan to manage the fiscal condition of the City and grow itself back to sustainable levels. Due to the instability of revenues, the City previously experienced significant short term cash flow problems, incurred negative fund balances requiring repayment, and had no opportunity to rebuild emergency cash reserves. The five-year plan adopted by the City is working to address these issues.
- ❖ Capital replacement programs throughout the City had been suspended until the City began to recover sufficiently from the recent economic downturn. Over the last two years, the City has begun to fund regular maintenance, funded the ongoing cost of police cars and fire apparatus, taken the steps to address decades of deferred repairs and improvements to its facilities, built two new parks, and improved several existing park and recreation facilities.
- ❖ Most departments identified lack of funding as a significant challenge to services. Most of the "enterprise" (business type activities) such as water, wastewater and solid waste services, are now financially stable.
- ❖ Despite recent difficulties, the Solid Waste Division has a healthy financial reserve. The division's reserve has been used on occasion to cover the deficit of other city departments, but always with repayment dates in place.
- ❖ The Fresno Convention & Entertainment Center complex does not generate sufficient profit to fully finance operations, which is not uncommon among convention centers. The shortfall is subsidized by the City's General Fund.
- ❖ The City has previously established facilities fees to implement the goals and objectives of the City's *2025 General Plan*, and to mitigate the impacts caused by future development in the City through acquisition and construction of additional

facilities. However, a development impact fee update is underway to address the needs of the *General Plan*.

- ❖ In 2015, the City Council approved a five-year rate plan to finance significant capital improvements to the water system.

STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

- ❖ The City takes advantage of opportunities for shared facilities where it can and is open to additional sharing opportunities as they arise. Fire, police, water, and wastewater services are the predominant city services that presently practice facility sharing with other agencies.
- ❖ The Fire Department rents two of North Central Fire Protection District's vacated fire stations—one to house an antique fire apparatus and other equipment, and the other as a supply facility. FFD's Station 10 is shared with reserve aircraft firefighting personnel. Station 21 is also used as a post for American Ambulance, which includes two ambulance personnel. The City also has an automatic aid agreement with the City of Clovis whereby the nearest fire station responds to an emergency regardless of the jurisdiction within which it is located
- ❖ The police training facility is used by Fresno Police Department staff and by law enforcement personnel from around the Central Valley, as well as agencies from around the State. Fresno PD enters into for-fee training programs with other agencies, reducing overall operation and maintenance costs of the facility. Additionally, the Multi-Agency Gang Consortium shares a building with the Fresno County Sheriff's Department. The location also serves as a processing location for convicted sex offenders.
- ❖ Recycled water produced by the City is shared with Fresno Irrigation District via a water sharing agreement in exchange for surface water.
- ❖ The City shares the Regional Wastewater Reclamation Facility with the City of Clovis, at which it treats effluent from some unincorporated areas of Fresno, the City of Clovis, Pinedale Public Utility District, and Pinedale County Water District.
- ❖ The FAX fixed route conventional bus transportation system integrates with the City of Clovis' fixed route system.
- ❖ The Police Department continues to explore a joint dispatch center with Fresno County Sheriff's Department.
- ❖ The City is reportedly identifying opportunities to add park space to established neighborhoods through mechanisms such as co-location with other facilities and joint use agreements.
- ❖ In addition to regional planning activities, the City's *General Plan* identifies opportunities for significant sharing of services amongst adjacent providers, including the County of Fresno, the County of Madera, and the City of Clovis, in the form of a regional justice system, a regional public health program, and regional library, recreational, and social services.

- ❖ There appears to be an opportunity for enhanced communication between the city and other neighboring/overlapping utility providers. Malaga County Water District, Pinedale Public Utility District, and Pinedale County Water District provide services adjacent to or overlapping the City's boundaries; however, it is often unclear where these overlaps occur. For example, it is unclear whether solid waste services are provided by the City to the portions of MCWD within the city limits, as neither the City nor MCWD were able to provide clarification.

Recommendation: that the City coordinate with these special districts to the greatest extent possible to ensure clarity on service areas and proper regional planning of water and wastewater infrastructure.

ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

- ❖ The City of Fresno demonstrated accountability and transparency in its various aspects of operations. The governing body updates constituents, solicits constituent input, and posts public documents on its website.
- ❖ The City Council recently created the Enterprise Capital Management and Citizen Oversight Committee to review capital improvement plans with regard to the enterprise functions of the City to ensure efficient use of public funds.
- ❖ As the population grows and changes, increased attention to service efficiencies will be necessary, especially given fiscal constraints affecting local governments in California. Intergovernmental cooperation, regionalization of services and joint efforts for efficiency warrant continued attention.
- ❖ Several governance structure options were identified in previous MSRs and over the course of this MSR. There are many special districts, including Pinedale County Water District, Pinedale Public Utility District, Malaga County Water District, 10 county service areas, Calwa Recreation and Park District, and Bluffs Community Services District, which provide similar services as the City and overlap the incorporated city territory and areas in the City's SOI. Potential district modifications could enhance the efficiency of service delivery.

Recommendation: that the City work with Fresno LAFCo, Fresno County, and the special districts in the Fresno SOI to assess metropolitan area service delivery and determine if efficiencies may be gained if the City assumed responsibilities for services in these areas.

- ❖ The Fresno Metropolitan Flood Control District (FMFCD) encompasses almost the entirety of the Fresno-Clovis Metropolitan Area, with the exception of 6.5 square miles of SEDA, which has yet to be annexed to the District. Once all of SEDA is annexed, FMFCD will develop and adopt storm water master plans for SEDA.

21. SPHERE OF INFLUENCE UPDATE

EXISTING SPHERE OF INFLUENCE

The City's Sphere of Influence (SOI) was most recently updated by Fresno LAFCo in 2006 and again in 2007. The SOI update that took place in 2007, after the completion of the *Municipal Service Review*, simply reaffirmed the City's SOI previously amended in 2006.¹¹⁰ The current SOI is comprised of most land within the City's boundaries (with the exception of the non-contiguous territory where the regional wastewater facility is located to the southwest of the City), as well as the unincorporated islands, and land beyond the outer city limits on all four sides. The SOI encompasses 157 square miles, of which 43 square miles is unincorporated land. The City's SOI is larger than its boundary area by 39 percent.¹¹¹

The SOI amendment in 2006 consisted of the addition of 8,863 acres termed the Southeast Development Area (SEDA), formerly termed the Southeast Growth Area or SEGA. As part of the approval of the SOI amendment, Fresno LAFCo placed conditions on future annexations of parcels within SEDA, including adopting a specific plan for the SEDA territory, preparing and adopting a master service delivery plan for SEDA, and preparing, adopting and initiating implementation of a program for annexing open space areas and rural residential neighborhoods.¹¹² The SEDA territory is fully incorporated into the Fresno *General Plan* and designated with land uses and street circulation classifications consistent with those for the entire SOI planning area covered by the *General Plan*. Environmental analysis has been completed through the preparation of an updated Master Environmental Impact Report (MEIR) for the City of Fresno.

SPHERE OF INFLUENCE OPTIONS

Over the course of this service review, the following options were identified with regard to the City's SOI:

SOI Option #1: City Proposal – No Change

The Fresno City Council called for no expansion of the City's SOI under the *General Plan* planning horizon (2035), as recognized in General Plan Policy LU-1-g. The City elected not to expand the SOI in part to fully develop development areas west and southwest of SR 99, and to plan for the phased development of the Southeast Development Area.

As stated in the City's *General Plan*, the preservation of the SOI boundary not only serves to promote infill development goals, but also to increase the opportunity to focus needed resources in Downtown and established neighborhoods, benefitting current home

¹¹⁰LAFCo Resolution MSR-07-29.

¹¹¹ City of Fresno, *2035 General Plan Initiation Review Draft*, August 2012, p. 4.

¹¹²Ibid.

and property owners. In addition, the strategic investment upgrades to the City's surface water treatment facilities and distribution system, as well as the City's wastewater reclamation facilities and distribution system needed to serve the greater development capacities called for by the *General Plan* can only be justified by a fixed SOI over the planning period as noted by goals, objectives and policies in the plan.

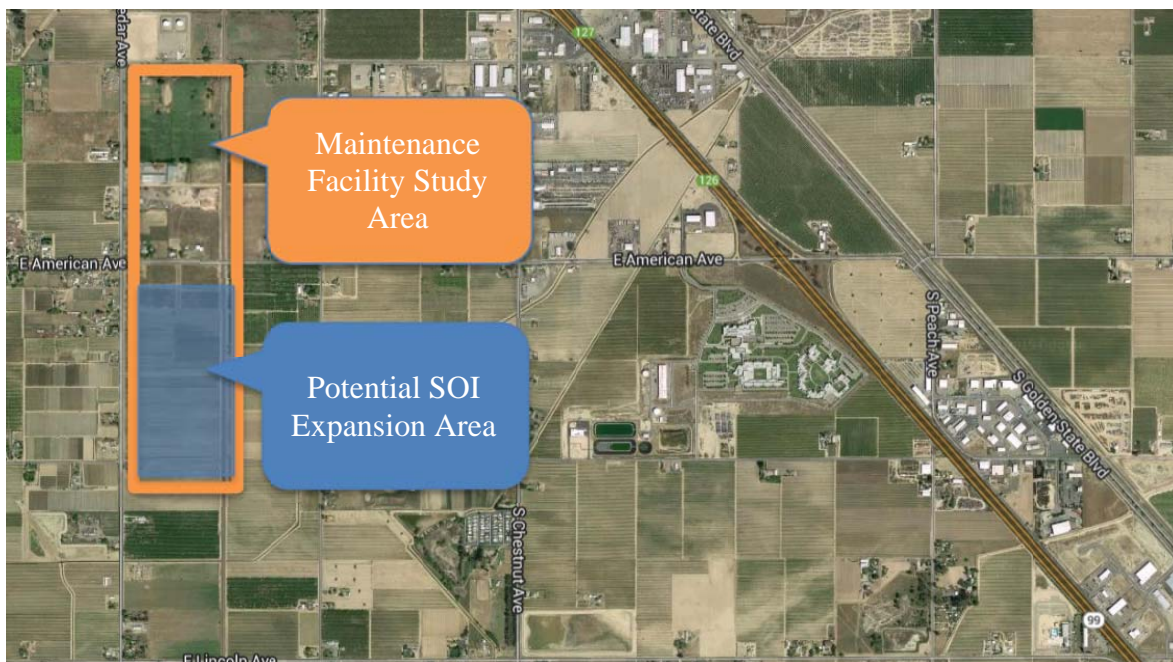
SOI Option #2: Expansion to Include Potential High Speed Rail Maintenance Facility

While the City has not requested to expand the SOI, General Plan Policy LU-1-g allows for an exception in the case of the potential site for the California High Speed Rail maintenance facility. The facility is proposed to be located on a 700-acre site immediately adjacent to the City's existing SOI between State Route 41 and State Route 99. The maintenance facility study area is located between South Cedar Avenue and the railroad, from East Malaga Avenue in the north to East Jefferson Avenue in the south. Only the portion of the proposed facility location south of East American Avenue is located outside of the City's SOI. The proposed location of the maintenance facility is shown in Figure 21-1.

The City has expressed an interest in providing services to this facility but is not otherwise requesting adding the territory to the Fresno SOI. Notwithstanding, authorization for a city or district to extend services to a proposed facility outside of their SOI must be granted by LAFCo and by statute must be supported by evidence of an existing or pending threat to human health and safety. In contrast, it may be more practical for the Fresno SOI to be amended to permit annexation and service to this facility. Those decisions will be addressed at the time that the HSR Authority announces the location of the facility in 2016.

Should this area be included in the City's SOI, it is the City's policy that residential uses would be prohibited. This would be accomplished by a General Plan amendment, rezoning, and annexation of the territory for this use.

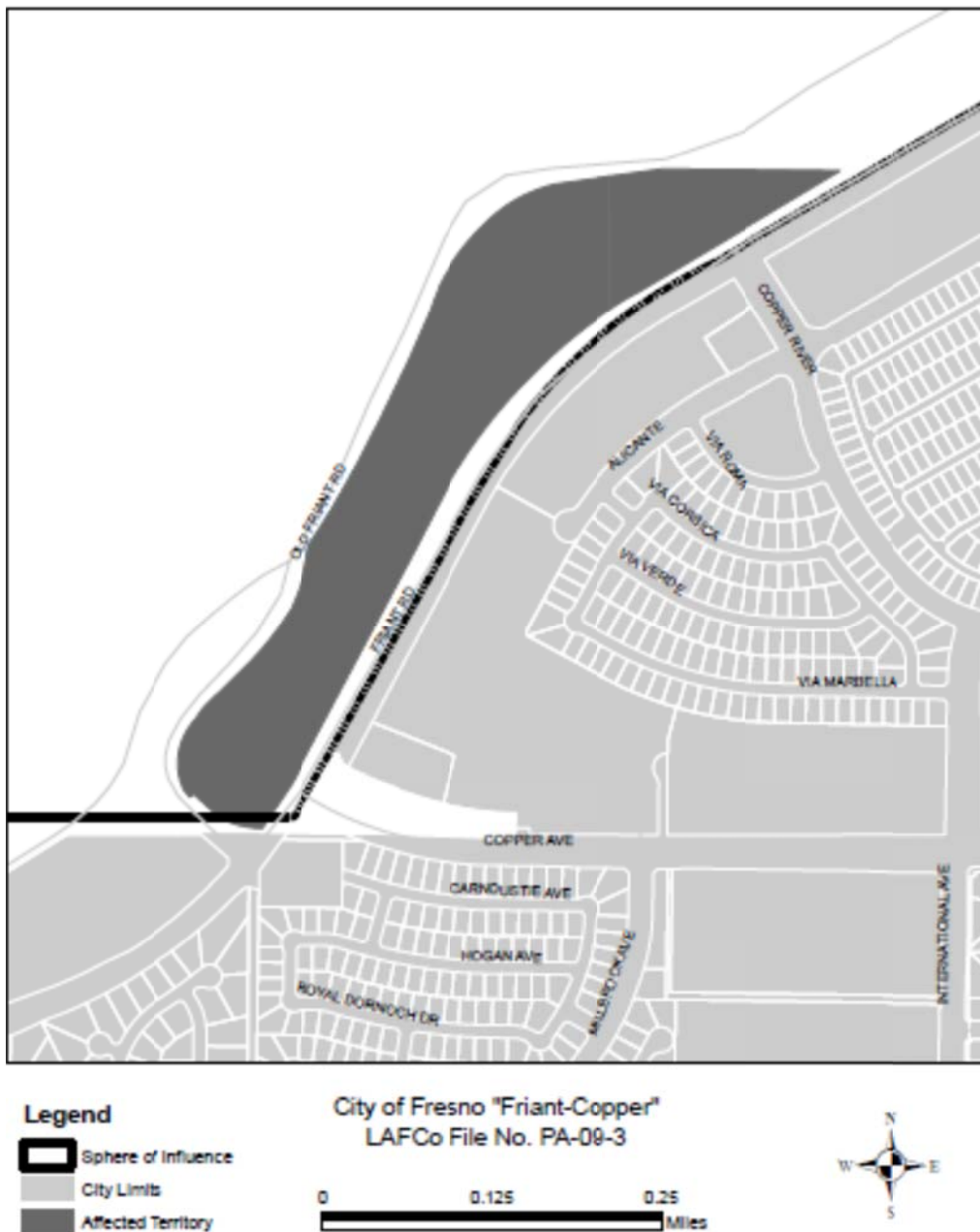
Figure 21-1: High Speed Rail Maintenance Facility Study Area



SOI Option #3: Expansion to Include Territory in the Friant-Copper Area

Although, the City does not have any plans for SOI expansion, the developer of the Copper River Ranch submitted an application proposal to Fresno LAFCo to revise the City's SOI by including two parcels of land owned by the County of Fresno and to annex said territory to the City of Fresno. The two parcels total 37 acres and are located on the west side of Friant Road at its intersection with Copper Avenue. The territory is designated open space in both the County and City *General Plan*. The SOI will potentially be amended to include the Friant-Copper area after the developer performs the required environmental review and submits an application to LAFCo. The affected territory is shown in Figure 21-2.

Figure 21-2: Potential Friant-Copper SOI Expansion Territory



SOI Option #4: Removal of SEDA from City's SOI

Fresno LAFCo took action to add the SEDA to the City's SOI in anticipation of pending specific planning of the area. The City has since redirected its *General Plan* focus on infill in the existing incorporated area and development of Growth Area 1; SEDA is identified as Growth Area 2. Implementation policies place SEDA in a subordinate position in the sequence of development noting, "Growth Area 2 needs critical infrastructure improvements, and the City does not anticipate that funding for this area can be committed in the near-term."

This raises question about keeping SEDA within the Fresno SOI. LAFCo SOI Planning Horizon policy considers a SOI as the probable physical boundaries of an agency within 20 years of the SOI approval. The undefined nature of "near-term" commitment given to SEDA is instructive given the MOU conditions (similar to LAFCo SEGA conditions) that stipulate extensive land use and municipal service planning, among other activities, prior to development in SEDA. Consequently, the years-long planning efforts must commence long before the plan area is ready to develop.

LAFCo may determine to either retain the SEDA SOI in its existing state and encourage the City to refine sequencing policies so that they better correspond to LAFCo SOI policy, or may determine to remove all or part of SEDA to better correspond to the expressed intentions of the General Plan.¹¹³

SOI Option #5: Determine a SOI for the Regional Water Reclamation Facility

The non-contiguous territory where the RWRf is located has not been included in the City's SOI in previous SOI updates. As the SOI presently exists, by excluding the wastewater facility lands it appears that LAFCo is signifying the eventual detachment of this land from the City; however, this is not the case. Instead, the area has historically remained outside of the City's SOI as a matter of practice given that the area is non-contiguous to the City's boundaries and the property is owned and used for public purposes by the City.

Options considered were to continue to not include the RWRf in the SOI, and adopting a policy for the territory in question to prevent misinterpretation as to why it is not included in the City's SOI. Ultimately, these alternatives failed to address the likelihood that the city may in the future seek to expand the RWRf facility and need annexation to do so. The most feasible course of action is for the Commission to determine a SOI that meets the intent of a "plan for probable physical boundaries" of this facility.

SPHERE OF INFLUENCE ANALYSIS

The timing and certainty of the potential SOI expansion needed by the HSR heavy maintenance facility is unknown at this time.

A Granville Homes representative recently appeared before Fresno LAFCo requesting that the Friant-Copper SOI expansion be considered by the Commission with the Fresno MSR and SOI determination. If the SOI is expanded as requested, the small area in question

¹¹³ Please refer to *Fresno General Plan*: Chapter 3, Urban Form, "Southeast Development Area (SEDA);" Chapter 12, Implementation, "Strategic Sequencing of Development."

would be annexed into the City and the developer would then be eligible for fee credits for its recreation improvements in the territory. No changes to land use are proposed.

With regard to SEDA, the City has directed its growth and planning focus to other areas, namely infill of the existing urban area and Growth Area 1. Given this change and the City Council's November 2014, approval of an exception for a 20-acre development in SEDA (as well as LAFCo's September, 2015 approval of that proposal), the development conditions established to ensure specific planning in SEDA may need to be reevaluated in light of the passage of time since SEDA was originally proposed and changing market conditions. The *General Plan* mentions SEDA and addresses it at a high level, but demonstrates few specific policies to address current state of planning and development. The City's *General Plan* does not appear to anticipate development within SEDA in the long term, with only partial development of the area occurring in the next 20 years.

SPHERE OF INFLUENCE DETERMINATIONS AND RECOMMENDATIONS

Present and planned land uses, including agricultural and open-space lands

- ❖ Of parceled land within city limits, the largest land use is residential at 35 percent (residential and rural residential uses). Other significant land uses within the City are for streets and vacant or agricultural purposes. Within the SOI outside of the City limits, 29 percent of land use is residential and 16 percent is vacant or agricultural.
- ❖ While agricultural uses continue to dominate much of the regional landscape, only moderate amounts of agricultural land remains in production within the City's planned urban boundary (primarily in the eastern, southeastern and southwestern areas). In 2011, there was approximately 16,805 acres of agricultural or vacant land within the City and its sphere of influence. A majority of vacant land along the urban edge was actively cultivated agricultural land at one time, although portions may have been purchased in anticipation of future urban expansion. In some instances, agricultural use was discontinued along the fringes of the City in anticipation of urban use.
- ❖ Policies in the *General Plan* were designed to preserve farmland by incentivizing new development within and adjacent to already-urbanized land, only extending public utilities to new development that adheres to the Plan, and not expanding the City's SOI.
- ❖ The California High Speed Rail project is anticipated to promote economic and job growth with the construction of the maintenance facility and downtown station. The City plans to capitalize on the project by creating a plan to revitalize the Downtown area surrounding the proposed station.
- ❖ The City has expressed an interest in providing services to this facility but is not otherwise requesting adding the territory to the Fresno SOI. Authorization for the city to extend services to the proposed facility outside of the Fresno SOI must be

granted by LAFCo and by statute must be supported by evidence of an existing or pending threat to human health and safety. In contrast, it may be more practical for the Fresno SOI to be amended to permit annexation and service to this facility.

- ❖ Those decisions will be addressed at the time that the HSR Authority announces the location of the facility in 2016.
- ❖ **Recommendation:** Should Fresno County be selected as the site for the heavy maintenance facility, the City should apply to LAFCo for an SOI amendment and annexation in order that services can be provided to the facility.
- ❖ Due to plans for a greater emphasis on infill and higher density land uses, the *General Plan* allows an overall increase in residential density and development intensity as compared to the *2025 General Plan*.
- ❖ General Plan policies for SEDA have changed substantially since this SOI was determined. Though the City has incorporated SEDA land uses into its *General Plan* as a part of Growth Area 2, the timing for implementing this growth area may not correspond to LAFCo's SOI policy.

Recommendation: that the SEDA SOI be retained at this time to allow for the opportunity to properly address the policy concerns identified in this report. Fresno LAFCo may define a period within which the City must report back and provide the status of its efforts at conducting specific planning or identifying a timeline for when specific planning will occur.

Recommendation: that LAFCo develop policies specific to SEDA that ensure the area is developed in an orderly fashion and consistent with the City's development priorities in other areas.

- ❖ The City of Fresno has partnered with 13 of the other 15 federally-defined Urbanized Areas in the San Joaquin Valley as part of the Smart Valley Places network, to plan and implement smart growth, livability, and sustainability through revised land use and transportation systems in the respective cities within all the Urbanized Areas in the eight-county Valley region.
- ❖ The City has made efforts to meet with the City of Clovis regarding planning for growth in areas of mutual interest, and has made plans to continue this practice. The City has adopted several policies in its *General Plan* to ensure coordinated development of certain infrastructure common between the City of Fresno and the City of Clovis.
- ❖ Fresno LAFCo has adopted a policy encouraging annexation of unincorporated islands within city limits and requiring cities in Fresno County to develop plans to annex these areas. To date, the City of Fresno does not have a plan in place to annex these islands.

Recommendation: that the City develop a General Plan implementation program that conforms with the Fresno LAFCo annexation program. This implementation program can address annexation of the unincorporated islands within the city limit; annexation of the urban edge that is impacted by irregular

boundaries, and conflicting County land and comprehensive service transition planning for affected agencies.

Recommendation: It is recommended that the City develop a comprehensive plan for annexation of its urban fringe where rural residential parcelization has heretofore hampered orderly and efficient growth of the City.

Present and probable need for public facilities and services

- ❖ The type of public services and public facilities required in the proposed SOI boundary is not anticipated to change, although the level of demand will increase as a result of infill and greenfield development.

Recommendation: It is recommended the Friant-Copper SOI proposal be included in City's SOI if it is also supported by the City.

- ❖ In previous SOI updates, the non-contiguous land where the Regional Wastewater Reclamation Facility is located has not been discussed for inclusion in the City's SOI, although the territory is within the incorporated city limits as an island as permitted by CKH. By excluding the wastewater facility lands from the SOI, it could appear that LAFCo is signifying the eventual detachment of this land from the City; however, this is not the case. The practice of not including a city's non-contiguous public facility within an SOI is common for LAFCos, given that growth of public facilities is relatively slow when compared with the market influences of the city itself, and occurs generally in response to the territory needed to expand the public facility.

Recommendation: That Fresno LAFCo determine a SOI for the City's Regional Wastewater Reclamation Facility.

- ❖ The development of the undeveloped areas of the City's SOI will require a full range of City services and community facilities, which could have an impact upon existing City service levels and infrastructure.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

Present Capacity

- ❖ Capacity of city departments has been constrained due to financial limitations which have resulted in reorganization of several departments and a significant reduction in staffing, resulting in limited capacity of all departments to maintain service levels. Filling these managerial positions has had a positive effect on staff capacity.
- ❖ Certain departments face more significant challenges to capacity than others. The public safety departments have more readily identifiable capacity concerns, compared to other departments, as defined by longer emergency response times.

- ❖ The City of Fresno Police Department had to implement significant organizational changes to meet community needs with fewer resources, including priority modification, staff reassignment, and restructuring of the operations. These economic constraints, combined with other issues, such as parole reform and the early release of prisoners, have required the Department to focus its resources on the highest priority duties, resulting in longer response times.
- ❖ The Fire Department has been unable to meet target response times, due to cuts in the number of units available to respond. Additionally, due in part to the duplication of services provide by American Ambulance, the Department has stopped responding to serious medical emergency calls, and reduced availability for all public education outreach.
- ❖ The Parks, After School, Recreation and Community Services Department (PARCS) has experienced deferred maintenance of infrastructure which is costly to maintain and relies heavily on volunteers for maintenance work.

Service Adequacy

- ❖ The City appears to provide adequate services based on the performance measures assessed in this document. No significant deficiencies were identified that greatly affect the overall level of services offered.
- ❖ Typical of any public service provider, there is room for improvement in the level of services offered by the City. Specifically, during the course of this review the following highlighted recommended enhancements to service were identified to address chronic/repetitive issues or public safety concerns:

Recommendation: that the City ensure that contract Fresno Convention & Entertainment Center provider benchmarks are attained and subsidizing of operations by general fund minimized to the greatest extent possible.

Recommendation: that the City plan as necessary to ensure sufficient capacity at the Regional Wastewater Reclamation Facility appropriately address population growth from development.

Recommendation: that the City continue to strive for lower response times by public safety departments to meet goals and standards.

Recommendation: that the City continue to work to ensure an equal distribution of park and recreation facilities throughout the City.

Existence of any social or economic communities of interest

- ❖ There exist social and economic conditions that cause interaction and interdependence between the City of Fresno and the areas within the City's SOI.
- ❖ There are multiple unincorporated islands within the City of Fresno's boundaries, each of which is considered a community of interest. These land use patterns that developed over several decades challenge service delivery efficiencies and also create public confusion over jurisdictional boundaries and service responsibilities.

- ❖ The City abuts and overlaps several special districts, which also lie within the City's SOI. The operations of the City and plans for future growth impact the operations of these agencies. There appears to be an opportunity for enhanced communication between the City and other neighboring/overlapping special districts.

Recommendation: that the City's annexation plan include outreach to these special districts to ensure proper subregional planning of infrastructure and coordinate the eventual transition of services as the City annexes the areas served by the special districts.

Present and probable need for water, wastewater, and structural fire protection facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

- ❖ LAFCo staff has identified 20 DUCs within Fresno's SOI and six DUCs within a one mile distance outside the adopted SOI boundaries.
- ❖ Locations identified as DUCs display characteristics of a DUC pursuant to Fresno LAFCo's Policy 106 and consistent with the CKH Act of 2000. Each identified DUC area is designated with a number in Figure 7-3 and the corresponding community description identifies: the location, number of properties within the DUC, its U.S. Census Tract-Block Group number, and the MHI levels for the time period between 2006 and 2010.
- ❖ At present time, a majority of these communities receive water, wastewater and fire services through a combination of the City of Fresno and special district service providers. No particular water, wastewater, or fire service infrastructure needs were identified for these particular areas. The type of public services and public facilities required in these areas is not anticipated to change, although the level of demand will likely increase as a result of growth.

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