

CITY OF SELMA

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

Report to the
Fresno Local Agency Formation Commission

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Contact Information

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Phone: (559) 891-2200
Office Hours: Open 8:00 a.m. – 5:00 p.m., Monday – Friday
Website: <http://www.cityofselma.com/>

Management Information

Governing Body: City Council, elected at-large
Council Members:
Michael Derr, Mayor Elected Expires November 2018
Jim Avalos, Mayor Pro Tem Elected Expires November 2020
Scott Robertson Elected Expires November 2020
Louis Franco Elected Expires November 2020
Yvette Montijo Elected Expires November 2018
Council Meetings: First and third Monday of the month at 6:00 p.m., Selma City Hall, 1710 Tucker Street, Selma, CA 93662
Staffing: 86 full time employees; 14 part-time; 6 reserves; and 20 3-volunteers

Service Information

Formation Legislation: General Law City (Government Code Section 34000 et seq.)
Date incorporated: March 15, 1893
Services Provided: City administration, Community Development, Fire, Police, Public Works, and Recreation
City limits: 3,283 acres
Sphere of influence: 8,299 acres
Requested Sphere Amendment: 8,154 acres
Population: 24,844 residents

Fiscal Information

2016-2017 Adopted Budget: \$12,186,847 includes City general operations and capital improvements¹

Administrative Policies

City General Plan: Yes **Policies/Procedures:** Yes
First SOI Determined: 1974 **Previous SOI Update:** 2007

Figure 1 – Existing City of Selma Sphere of Influence

City of Selma

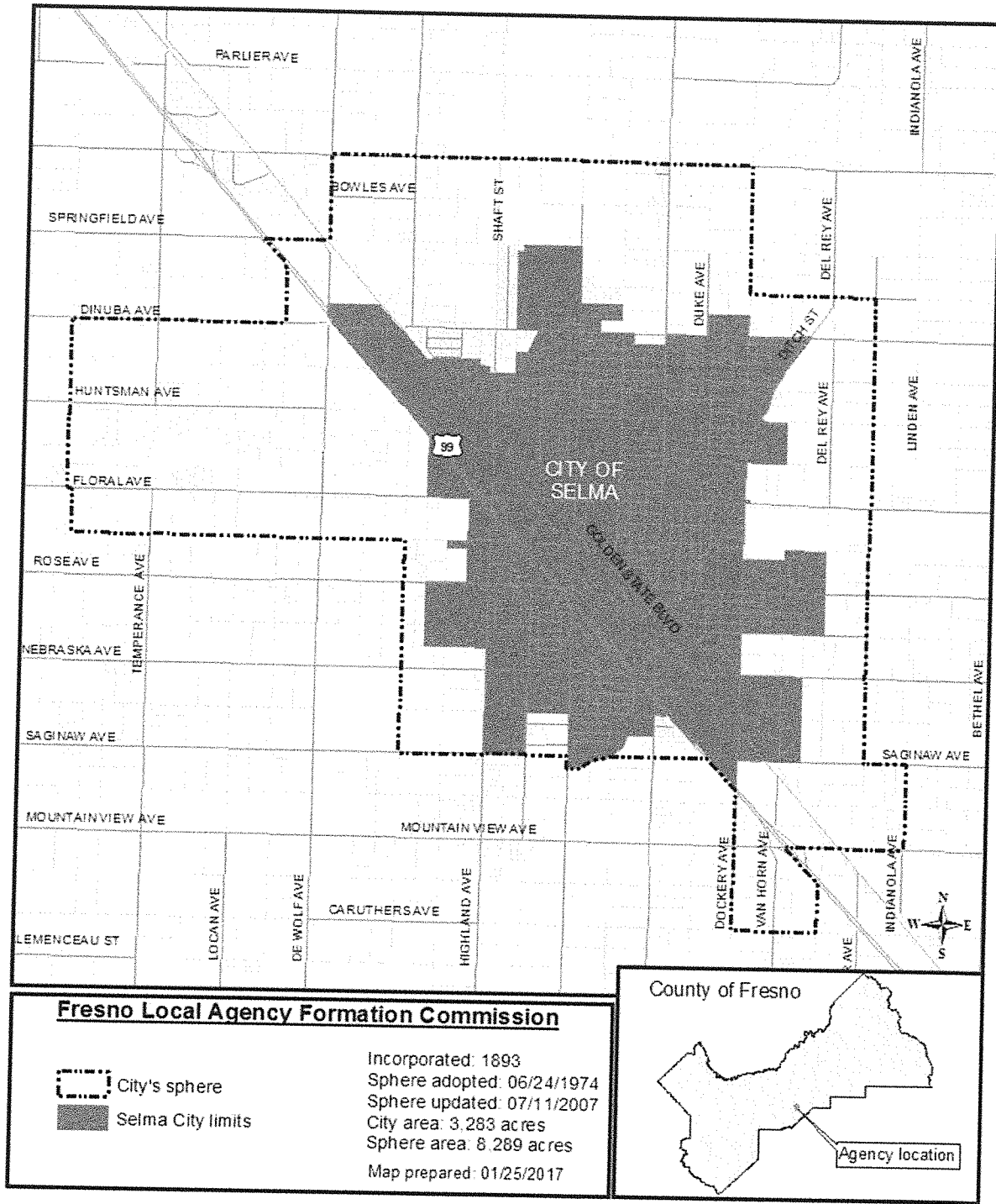
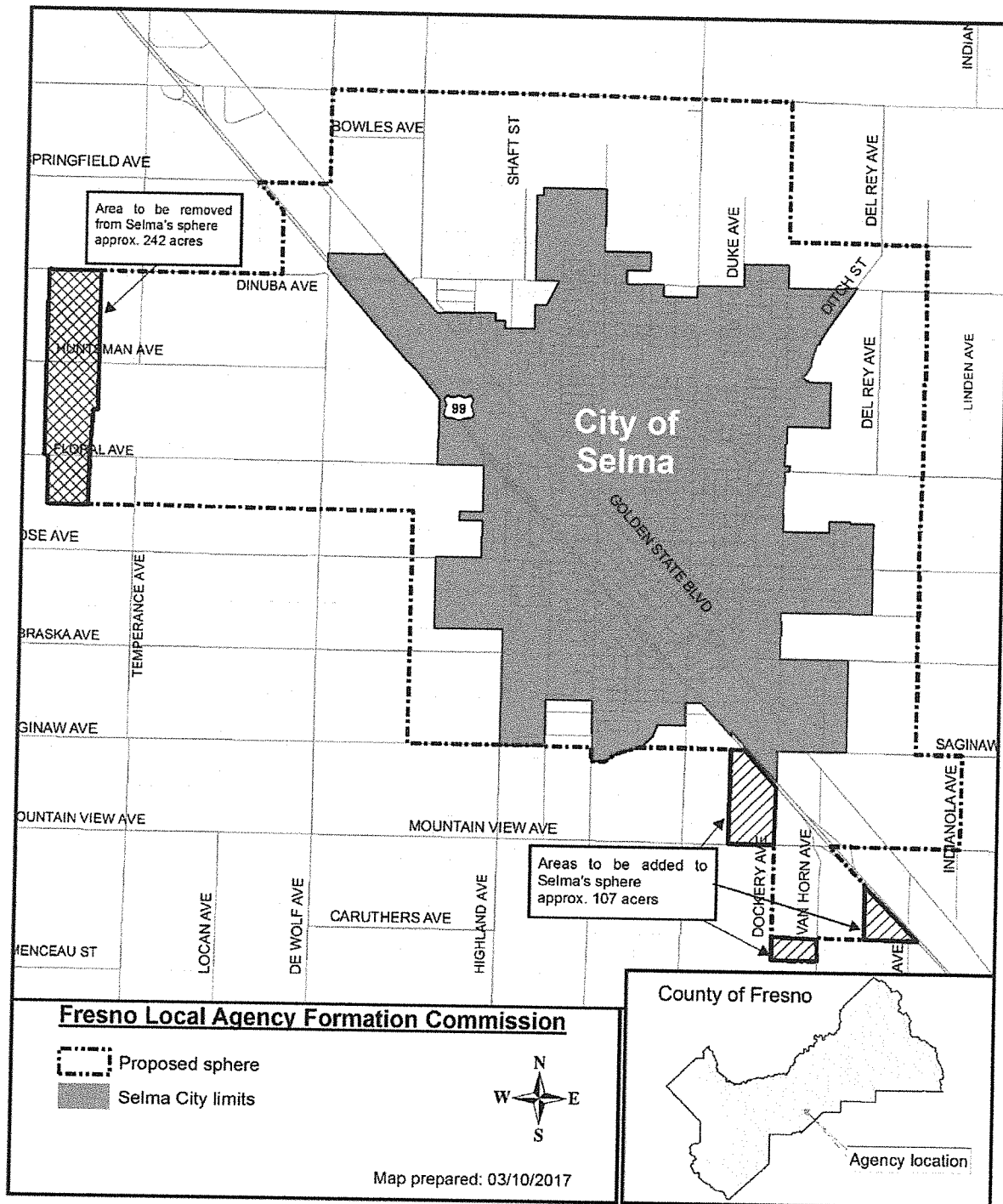


Figure 1 – Proposed City of Selma Sphere of Influence

City of Selma



City of Selma

Disadvantaged Unincorporated Communities - U.S. Census ACS 5-year reports 2010-14

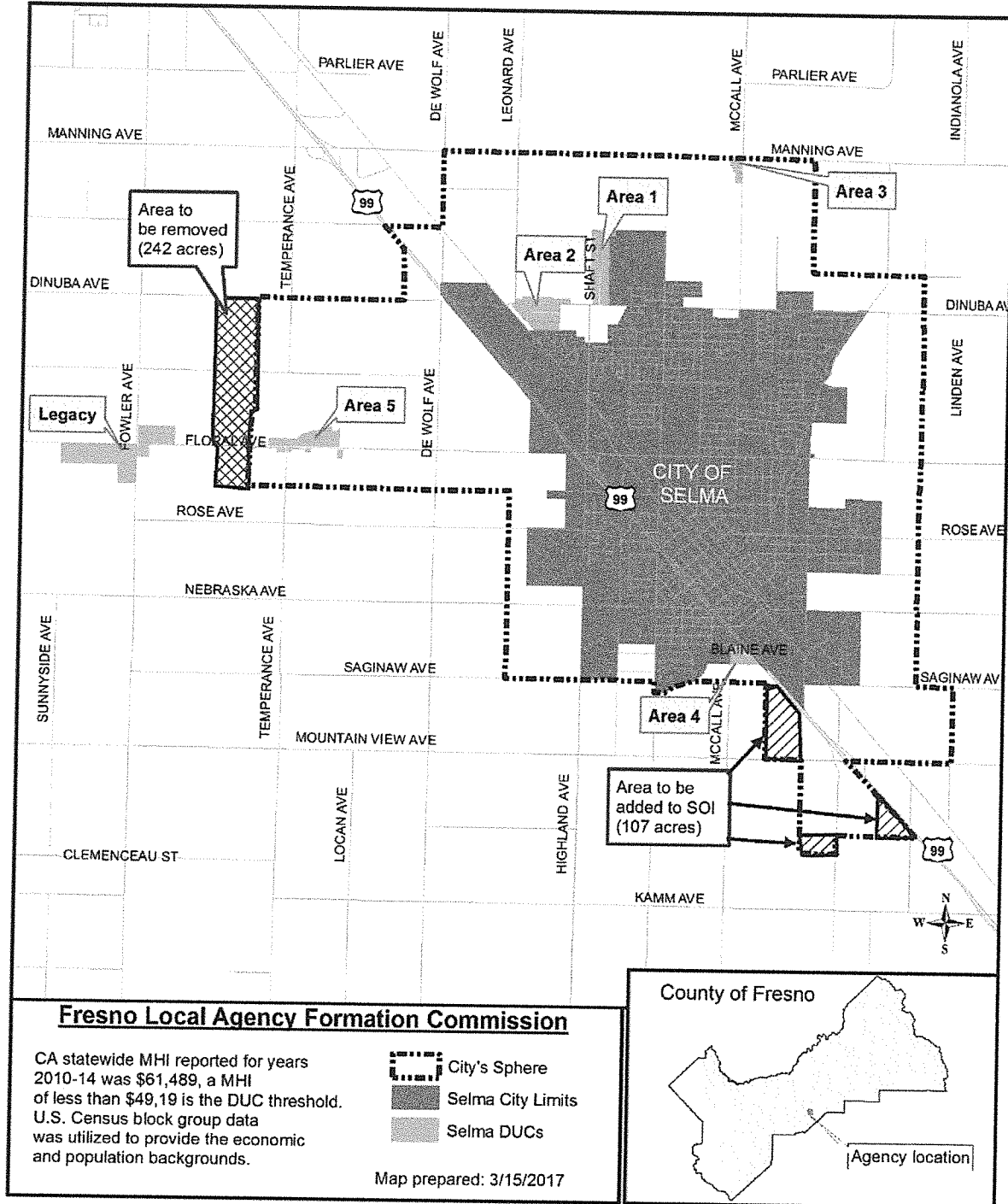


Figure 3 – Disadvantaged Unincorporated Communities Map

MUNICIPAL SERVICE REVIEW

CITY OF SELMA

EXECUTIVE SUMMARY

This Municipal Service Review (MSR) analyzes municipal services currently provided by and to the City of Selma and those necessary to account for proposed amendments of the 2007 Selma sphere of influence² (SOI) adding approximately 107 acres to the south and removing of approximately 242 acres from the west. A Sphere of Influence is “a plan for the probable physical boundaries and service area of a local agency, as determined by the commission.”³

The southern SOI amendment consists of three areas southeast of the existing SOI that will facilitate a planned commercial project located near the State Route 99 (SR 99) and East Mountain View Avenue interchange. The western SOI is currently located on the Armstrong Avenue alignment between Dinuba Avenue and halfway between Floral and Rose Avenues. This portion of the Selma SOI is proposed to be moved east to approximately one-quarter mile west of the Temperance Avenue alignment. Collectively, the southern and western SOI amendments are described in this MSR as the “proposed SOI amendment.”

Determining a local agency’s SOI is a significant role of the Local Agency Formation Commission (LAFCo). The Commission determines the probable physical boundaries and service area of the agency using a 20- to 25-year planning horizon, meaning that the probable expansion of the agency’s boundaries and service area would occur within that time. The Commission will evaluate the proposed SOI amendment in light of its adopted policies and will consider the City’s general plan, specific plans, environmental documentation, service plans, annual budget, and capital improvement plans.

The Sustainable Groundwater Sustainable Act of 2014 (SGMA) signed by Governor Edmund G. Brown Jr. on September 16, 2014, has elevated the necessity for interagency groundwater resource management in the central San Joaquin Valley. Under SGMA, by 2017, the City will be a part of an interagency Groundwater Sustainability Agency (GSA) that will develop a Groundwater Sustainability Plan (GSP) by 2020. The goal of the GSP is to achieve a groundwater balance in the groundwater subbasin covered by the GSA boundaries by 2050. This service review includes additional SGMA discussion in the water section.

² The current MSR and SOI update for the City of Selma was approved by Fresno LAFCo on July 11, 2007; Fresno LAFCO website: <http://fresnoLAFCo.org/MSR%20Reports.asp>.

³ California Government Code §56076- “Sphere of influence”

SELMA CROSSINGS PROJECT AND THE SPHERE OF INFLUENCE

On August 19, 2013, the Selma City Council took various actions related to the Selma Crossings Commercial Project (Project) and the entitlements and other actions needed to amend the southern SOI and annex the Project into the City. On September 8, 2015, the Selma City Council adopted a resolution to initiate LAFCo proceedings for the proposal's annexation and the south SOI amendment.⁴

In 2015, consistent with GC sec. 56425(b), representatives from the City and representatives from the County met to discuss the proposed SOI amendment. During these City-County discussions, the City expressed its interest to balance the southern SOI expansion with an approximately 242-acre reduction of the City's western SOI. The western SOI runs along the Armstrong Avenue alignment between Dinuba Avenue to the north and the Stillman Avenue alignment on the south. The western SOI amendment moves the north-south SOI eastward to Temperance Avenue alignment and includes the full right of way. LAFCo determined the western Selma SOI along the Armstrong Avenue alignment between Dinuba Avenue to the north and the Stillman Avenue alignment on the south. The western SOI amendment moves the SOI eastward closer to the Temperance Avenue alignment. The realignment solely consists of the SOI shift, there is no reorganization proposed at this time. The Selma 2035 General Plan designates the territory near the western SOI realignment as Light Industrial Reserve.

On February 21, 2017, the Selma City Council memorialized its request by adopting a successive resolution requesting LAFCo to remove the 242 acres of land from the City's west SOI area.⁵ The City and County have since reached agreement on the proposed SOI amendment.

The current western SOI was adopted by LAFCo in 2000 (USOI-117(A)) for an area originally designated Light Industrial Reserve by the Selma General Plan then in effect. The City had been evaluating the possibility of acquiring and expanding the Selma Aerodrome as a City airport and was concerned that incompatible development surrounding the airport could have adverse impacts on the facility's future development. LAFCo's staff report observed "because of the generally poorer quality soils than in surrounding areas, conversion of this area to urban uses would be preferable to taking better quality land out of production in other areas."⁶

The Selma 2035 General Plan continues to designate the western SOI amendment for Light Industrial Reserve. General Plan goal 21 (The City shall establish Urban Development Boundaries to direct growth into areas with adequate infrastructure) includes policy 1.95:

The City shall maintain a 40,000 population and 70,000 population Urban Development Boundary (UDB) that limits development to within those boundaries until the City's population exceeds the corresponding UDB population. The City shall not develop or annex

⁴ City of Selma City Council Resolution No. 2015-57R, September 8, 2015.

⁵ City of Selma City Council Resolution No. 2017-8R, February 21, 2017.

⁶ LAFCo staff report, August 23, 2000.

areas designated as “Reserve” within the Planning Area until such time as additional land is needed.

The timeliness of development of the western SOI is guided by General Plan policy 1.97 which sets forth factors to be considered prior to opening up lands designated as Reserve for development, including:

- Availability of land for development within the UDB has become limited. This is defined as when the City’s population, as measured by the California Department of Finance, exceeds 40,000 individuals.
- Market feasibility of development in this area, including the expected rate of absorption.
- Infrastructure availability and impact to existing infrastructure and other public services.
- Consideration of circulation patterns and improvements.⁷

Selma Crossings Project Phasing

The reorganization proposal consists of four parcels in three separate locations designated by the Selma General Plan for commercial retail, office, and residential uses. Approximately 107 acres of the overall 423-acre proposal site are the subject of the southern SOI amendment; the remaining 318-acre area is within the current SOI.

The Selma Crossings Project will be implemented in three phases:

- Northeast Area (Phase 1): approximately 85 acres designated for commercial retail uses along State Route 99 and East Saginaw Avenue. This area is located within the City of Selma and the existing Selma SOI.
- South Area (Phase 2): approximately 135 acres designated for commercial retail, auto-mall, and office uses along SR 99, East Mountain View Avenue, South Dockery Avenue, and the alignments of East Caruthers and South Amber Avenues. Approximately 107 acres of the South Area are within the territory subject to the SOI amendment. Phase 2

⁷ In addition, industrial development in this portion of the Selma SOI would likely necessitate improvement of the Manning Avenue/SR 99 interchange, which would facilitate the anticipated increased use of Temperance Avenue south of Manning Avenue. Staff contacted Caltrans staff to assess whether an amendment of this portion of the Selma SOI would be consistent with the Selma 2035 General Plan or regional transportation plans. Caltrans’ local development review has identified potential future improvements to State and County roadways such as signalization, widening of the overcrossing, etc. An interchange reconstruction project would need to consider the realignment of Temperance due to close intersection spacing. There is no project for these roadways in the Fresno Council of Governments Regional Transportation Plan (constrained or unconstrained project list), nor in the Measure C program. Further, Caltrans advised LAFCo staff that it is not currently working on any project at this location. (Source: email correspondence with Michael Navarro, Caltrans Senior Transportation Planner, March, 2017).

will be developed upon completion of Phase 1 and once improvements to the State Route 99 overpass are complete.

- Northwest Area (Phase 3): approximately 68 acres designated for commercial residential, and office, located west of State Route 99, west of Dockery Avenue, north of Mountain View Avenue, and east of McCall Avenue. This area will be completed within 15 years or sooner in response to market demands.

Reorganization

The proposed Selma Crossings annexation includes several changes of organization:⁸ annexation to the City of Selma and detachments from the Kings River Conservation District, the Fresno County Fire Protection District, and the Consolidated Irrigation District.

The proposed SOI amendment will result in a concurrent amendment of the Selma-Kingsburg-Fowler County Sanitation District SOI (SKF). A separate MSR update for SKF has been prepared that complements the City of Selma's SOI amendment request.

⁸ GC sec. 56012; one or more changes of organization are collectively known as a "reorganization" under GC sec. 56073. Amendments to SOI are not a change of organization. Procedurally, the reorganization must follow the SOI amendment.

CHAPTER 1 / CITY OF SELMA MUNICIPAL SERVICES

DESCRIPTION OF THE CITY OF SELMA

The City of Selma was incorporated in 1893 and is one of 15 cities in Fresno County. It is a general law city and operates pursuant to California Government Code (GC) Section 34000 *et seq.*

The City utilizes a City Manager form of government. It has 114 employees of which 92 are full-time and 22 are part-time, with an additional 9 reserve or contracted employees, and 20 volunteer or intern employees. A five-member City Council, elected at-large, governs the city. The City Council meets regularly twice a month, complies with the Brown Act by posting notices and agendas at City Hall and in the local newspaper and on its website (<http://www.cityofselma.com>), and by providing an opportunity for public comment on items within the Council's jurisdiction but not appearing on the agenda.

The City's incorporated boundaries encompass 3,283 acres (approximately five square miles) and the existing Selma SOI encompasses approximately 8,289 acres (approximately 13 square miles) (**Error! Reference source not found.**). There are approximately 5,000 acres of land outside the City limits and within the current Selma SOI. The City's estimated population as of January 1, 2016, was 24,844.⁹

The City lies in the central portion of Fresno County along State Route 99, the Santa Fe Railroad and Golden State Boulevard. The City of Kingsburg is located to the south and the City of Fowler is to the north; both of these cities' SOIs are contiguous to Selma's SOI. The City's incorporated boundaries and SOI are not coterminous. As shown on Figure 1, the SOI extends beyond the City in all directions, most notably to the west, east, and north.

SELMA 2035 GENERAL PLAN

California Planning and Zoning law requires each city to adopt a plan for future growth pursuant to GC sec. 65300. The City of Selma last updated its general plan in 2010. The Selma 2035 General Plan provides policy direction for future development within the City through a 2009-2035 planning period. Specific project objectives for the General Plan include the following:

1. Achievement of the General Plan goals, objectives and policies, as noted in each element thereof.
2. Moderate, planned growth, which is in conformance with community objectives.
3. A compact and contiguous form of development.

⁹ California Department of Finance, Table E-1: City/County Population Estimates with Annual Percentage Change, January 1, 2015 and 2016.

4. A set of internally consistent development policies.
5. Development of additional employment opportunities and a diversification of the local economy.
6. Provision of high-quality City services and delivery that is responsive to the needs of Selma residents.
7. Development of Selma as a regional retail hub for Fresno County.
8. Provision of a wide variety of housing types to meet the needs of all Selma residents, and to promote local retail growth.
9. Development of adequate fiscal resources to meet community needs and reduce the tax burden on local residents.

The City of Selma provides a range of municipal services to its residents and plans to extend services to growth areas when annexed to the City in accordance with the Selma 2035 General Plan. The City's general plan and capital improvement plan and quantify current and future service demands.

POPULATION PROJECTIONS

The City's population as of January 1, 2016, was 24,844.

Three sources of population projection data were consulted: U.S. Census, California Department of Finance (DOF), and the Selma 2035 General Plan Environmental Impact Report.

U.S. Census Data: Between the 2000 and 2010 Census, Fresno County experienced a population increase of 16.4 percent, and the City of Selma's population grew at an annual average rate of 1.5 percent from 2010 to 2014.¹⁰

California Department of Finance: Since the 2010 Census, the California Department of Finance (DOF) estimated Fresno County's population to be 984,541.¹¹ The DOF estimates the population of the City of Selma to be approximately 24,844 residents as of January 1, 2016, a 1.3 percent increase over its 2015 population.¹²

Selma 2035 General Plan Environmental Impact Report: The City of Selma 2035 General Plan EIR, certified in 2010, predicted that the City could reach approximately 64,600 persons by 2035 based on an average of 4 percent growth per year, or 50,250 persons at a 3 percent annual growth rate.¹³

The General Plan EIR states that between 2000 and 2010 Fresno County experienced an annual growth rate of 1.9 percent with population growing from 803,401 persons to 949,961 persons. The 2035 General Plan projected the County's growth rate to increase between 2010-2020 to 2.7

¹⁰ Fresno Multi-Jurisdictional Housing Element, Regional Housing Needs Assessment.

¹¹ Department of Finance, <http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/>

¹² California Department of Finance, Table E-1: City/County Population Estimates with Annual Percentage Change, January 1, 2015 and 2016.

¹³ City of Selma General Plan Update 2035, Final Environmental Impact Report, SCH #2008081082, July, 2010.

percent, with population projected to be 1,201,792 people by 2020. Thereafter, the EIR forecasts the Fresno County growth rate to decrease to 1.9 percent once again, with the year 2030 population for Fresno County forecasted to be 1,429,228 people.¹⁴

Based on the most conservative estimate, which allows for a three percent annual growth rate, Selma's 2035 General Plan anticipates its population to reach 50,250 persons in 2035.

FRESNO COUNTY GENERAL PLAN

The County of Fresno is the land use authority for territory outside the Selma corporate limits but within the Selma SOI. The Fresno County General Plan designates majority the land within the District for agricultural uses. The County adopted its own Selma Community Plan in 1968 and last updated this document in 1994. Selma's 2035 General Plan land use element policy 1.4 requests that Fresno County amend its Selma Community Plan to be consistent with the City's General Plan.

CITY BUDGET AND FINANCES

City plans, service plans, and related studies, including but not limited to the Selma General Plan and EIR, the Master Plan for Public Facilities, and the Master Service Plan, provide a foundation for existing and future planning of public services by the City. Funds for future infrastructure improvements, additional public facilities, and municipal services will be collected through a number of means, including developer funding and construction, development impact fees, bonds, general fund contributions towards capital improvements, and federal or State grants. The City funds its operating costs through utility rates, property taxes, special assessments, and general fund revenues.

As a California municipality, City finances are dependent on State statutes including formulas governing the distribution of certain types of revenues and local policies and decisions regarding growth of the community and the variety of municipal services offered. According to the City's 2014-2015 Development Impact Fee Calculation and Nexus Report,¹⁵ the City charges new development with a variety of fees and exactions to balance the expenses associated with growth of the city and the resulting increased demand for municipal services.

The City of Selma's Financial Statement¹⁶ provides an overview of the City's financial activities and financial position each fiscal year (FY). The financial report provides information about the City's financial position as a whole and its long-term finances. Based on this document, the City receives funding from multiple resources. These include the City's General Fund, Special Revenue, Internal Service, Enterprise funds, Capital Improvements, Community Investment Programs, and other funds. The City's Financial Statement includes assets related to governmental services that are primarily financed by property and sales taxes, federal and state

¹⁴ City of Selma General Plan Update 2035, Final Environmental Impact Report, SCH #2008081082, July, 2010.

¹⁵ Adopted by Selma City Council Resolution No. 2015-22R dated April 6, 2015.

¹⁶ City of Selma, Financial Statement with Independent Auditor's Report, June 30, 2015, prepared by the City of Selma and Sampson, Sampson & Patterson, LLP.

grants and development fees from activities such as public safety, transportation (streets and roads), community development, culture and recreation and general government. Other sources of revenues include business-type activities. Table 1 shows the City's net position for FY ending June 30, 2015, with comparative data for the FY ending June 30, 2014. A "net position" is the difference between (1) assets and deferred outflows of resources, and (2) liabilities and deferred inflows of resources.

Table 1 –City of Selma – Net Position

City of Selma – Net Position		
Description	2015	2014
Current and other assets	\$ 12,569,254	\$ 10,108,371
Capital and long-term assets	51,442,427	53,023,867
Total Assets	\$ 64,011,681	\$ 63,131,867
<i>Deferred outflows of resources</i>	\$ 1,193,831	
Long-term liabilities outstanding	\$ 6,316,411	\$ 6,540,990
Net pension liability	9,306,442	
Other liabilities	1,204,494	870,108
Total liabilities	\$ 16,827,347	\$ 7,411,098
<i>Deferred inflows of resources</i>	\$ 2,534,032	
Investment in capital assets, net of related debt	\$ 46,302,789	47,768,468
Restricted	8,409,370	6,071,389
Unrestricted	(8,868,026)	1,880,912
Total Net Position	\$ 45,844,133	\$ 55,720,769

DISADVANTAGED UNINCORPORATED COMMUNITIES

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH) requires LAFCo to make determinations regarding "disadvantaged unincorporated communities" ("DUCs") when considering a change of organization, reorganization, SOI expansion, and when conducting municipal service reviews.

For any updates to a SOI of a local agency (city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection, the Commission shall consider and prepare written determinations regarding the present and planned capacity of public facilities and adequacy of public services, and infrastructure needs or deficiencies for any DUC within or contiguous to the SOI of a city or special district.

GC sec. 56033.5 defines a DUC as: i) all or a portion of a "disadvantaged community" as defined by sec. 79505.5 of the Water Code (territory with an annual median household income (MHI) that is less than 80 percent of the statewide annual median household income and as defined in

GC sec. 56046 and Water Code sec. 79505.5); and a status of ii) "inhabited territory" (12 or more registered voters), as defined by GC sec. 56046, or as determined by Commission policy. Fresno LAFCo policy further refines a DUC as having at least 15 dwelling units at a density not less than one unit per acre.

Geographic Information System (GIS) files were derived from the US Census Bureau's American Community Survey (ACS) compiled for the five-year period 2010-2014 to identify the demographic composition for the various census geographies. Although the ACS provides annual and three-year estimates, the five-year reports between years 2010-2014 provide more precise data and mapping information for analyzing small populations. The five-year reports are the most reliable form of information generated by the US Census. The statewide MHI reported for years 2010 through 2014 was \$61,489 hence the calculated threshold for a DUC is any geographic unit with a reported MHI that is less than \$49,191. The census block group data was utilized to provide the economic and population backgrounds for this section of the MSR.

There are five areas outside the city limits and/or contiguous to the City's SOI that satisfy two or more indicators of the Fresno LAFCo DUC policy. The following information identifies the areas of concern:

- Area 1 is located within Selma's SOI north of East Dinuba Avenue at the intersection with South Shaft Avenue. The DUC consists of approximately 130 residential parcels located within US census tract 70.03 block group 1. The US Census ACS five-year estimate reports indicate that census tract 70.03-block group 1 had a MHI of \$45,921 between years 2010-2014. The entire census tract 70.03 block group 1 boundaries encompass approximately 698 households with a population of 2,632 people.
- Area 2 is located immediately west of Area 1 within Selma's SOI south of East Dinuba Avenue and east of Leonard Avenue. The DUC consists of approximately 131 parcels located within US census tract 70.03 block group 1. LAFCo communication with Selma-Kingsburg-Fowler County Sanitation indicates that this area receives sewer services from the District; however, this area has not been formally annexed into the District. LAFCo identifies this area as "out-of-District boundary customers" meaning, that these parcels are receiving District service without the benefit of LAFCo's authorization.
- Area 3 is located within Selma's SOI south of East Manning Avenue and west of McCall Avenue. The DUC consists of approximately 17 parcels located within US census tract 70.03 block group 1.
- Area 4 is located within Selma's SOI immediately near the city limits near the intersection of McCall Avenue and Blaine Avenue. The DUC consists of approximately 21 parcels located within US census tract 71.00 block group 3. The US Census ACS five-year estimate reports indicate that census tract 71.00 block group 3 had a MHI of \$36,111 between years 2010-2014. The entire census tract 71.00 block group 3 boundaries encompass approximately 200 households with a population of 539 people.
- Area 5 is located near the intersection of E. Floral and Temperance Avenues, approximately one mile and a half west of the City of Selma limits. The DUC consists of approximately 22 parcels located in census tract 73.00 block group 2. The US Census ACS

five-year estimate reports indicate that census tract 73.00 block group 2 had a MHI of \$48,409 between years 2010-2014. Although the DUC is substantially smaller than the census geographic unit, the entire census tract 73.00 block group 2 boundaries encompass approximately 372 households with a population of 1,320 people.

Legacy Community

Commission policy defines a “legacy community” as a geographically-isolated community that meets the DUC criteria, is at least 50 years old, and is within a mile of the adopted SOI of any city or special district. Based on available data, LAFCo has identified one potential legacy community within a mile of the Selma SOI. The legacy community is located along Floral Avenue between the Sunnyside Avenue alignment extending east past Fowler Avenue. The legacy community consists of approximately 28 parcels located in two census tracts: census tract 73.00 block group 2 and census tract 73.00 block group 1. The U.S. Census ACS five-year estimate reports indicate that census tract 73.00 block group 2 had a MHI of \$48,409 between years 2010-2014 and census tract 73.00 block group 1, had a MHI of \$41,250 for the same period. Although the legacy community is substantially smaller than the census geographic unit boundaries, census tract 73.00-block group 2 data indicates that this unit contains approximately 372 households with a population of 1,320 people, while census tract 73.00-block group 1 encompasses approximately 254 households with a population of 714 people.

As shown on Figure 3, the DUC map identifies the City of Selma in relation to its SOI. For the purposes of this MSR, all five identified DUCs and the legacy community are presumed to be inhabited.¹⁷

MUNICIPAL SERVICES PROVIDED BY THE CITY OF SELMA

This section of the MSR provides an overview on the City of Selma’s municipal services. The Selma-Kingsburg-Fowler County Sanitation District provides regional wastewater collection and treatment.

City Administration

City Manager

The City Manager's office is responsible for the day-to-day administration of the City government and is the bridge between the City Council and staff. The City Manager directly oversees the Economic Development program as well.

The City Manager is responsible for presenting to the City Council recommendations on policy development as well as the implementation of policies developed by the Council.

¹⁷ Per GC sec. 56046, the number of registered voters is established as of the date a certificate of filing for an application is issued by the executive officer. “Inhabited territory” means territory within which there reside 12 or more registered voters. All other territory shall be deemed “uninhabited.”

The City Manager appoints the Senior Leadership Team who then direct the activities of seven departments - Administrative Services, Community Development, Community Services and Recreation, Fire, Finance, Police and Public Works. The City employs approximately 114 full and part-time staff persons.

The City Manager is also responsible for the presentation to City Council of an annual budget and works with all departments in the administration of the budget throughout the fiscal year.

Administrative Services Department

Administrative Services staff oversees six areas of responsibility for the City, including:

- Human Resources - Recruitment, selection, retention and benefits administration;
- Employee Development/Labor Relations - Employee training and appraisal system; consultation with city management staff in personnel issues, labor relations and interpretation of rules, regulations and memorandums of understanding;
- Employee Safety - Administration of the City's Illness and Injury Prevention Program that supports employee safety and training;
- Information Services - Support for all computers and peripheral equipment, networks, VoIP telephone system and other communication systems;
- Risk Management - Liability and property insurance, workers compensation claims;
- Customer Service - Reception and public relations, assistance and purchasing for all City departments, exemplary customer service to the citizens of Selma.

City Clerk

The Clerk attends all Council meetings and is the custodian of records for the City, including but not limited to, minutes, ordinances, resolutions, contracts, and agreements. Selma's City Clerk maintains a manual and computerized records filing and indexing system that aids in the ability to find and retrieve documents as needed. The Clerk also coordinates elections with the Fresno County elections department and acts as the filing officer with the Fair Political Practices Commission. This position acts as the secretary to the City manager, prepares the weekly report to the City Council.

Finance Department

The Finance Department coordinates the financing and accounting for all programs and services offered by the City and its subsidiary units. Some of the areas of responsibility include long-range financial planning, budget management, accounts receivable, accounts payable, payroll, general accounting and reporting, debt administration and the assessment districts.

COMMUNITY DEVELOPMENT DEPARTMENT

The Selma Community Development Department is composed of several administrative units:

The Planning Division provides Advance Planning services and is responsible for the development maintenance and update of the General Plan, and for implementing state and local regulations, providing the public with information and assistance regarding land use related issues and process entitlements. This Division also performs Current Planning functions and is responsible for two main activities:

- Implementing state and local regulations, providing the general public with information and assistance regarding land use related issues and process entitlements; and
- Provides information to the public about planning services. Information typically provided includes property size and dimensions, general plan and zoning designations, future street locations, zoning regulations and procedures, distribution of departmental literature and documents

The Planning Division administers land use control and entitlement processing and implements the zoning ordinances, the Subdivision Map Act, California Environmental Quality Act and other state and federal regulations. The Planning Division administers the implementation of the Zoning Ordinance consisting of eleven principal activities: Annexations, General Plan Amendments, Zone changes, Conditional Use Permits, Zone Variances, Precise Plans, Subdivisions, Site Plan Reviews, Home Occupations, Landscape and Sign Reviews.

Finally, the Planning Division implements the various City, County, and other housing programs available to assist Selma property owners in the development, improvement and maintenance of affordable housing in the Selma community.

The Community Development Department's Building Division reviews and approves all building plans, issues building, electrical, mechanical, plumbing, and other permits, and inspects buildings and projects under construction. The Building Division also inspects existing structures for unsafe or dilapidated conditions and begins the abatement process if necessary under the authority of the Uniform Code for the Abatement of Dangerous Buildings. Code Enforcement is an integral part of the Division, responsible for safety, health, and various state and city code compliance.

PUBLIC WORKS DEPARTMENT

Parks Division

The Parks Division maintains approximately 83 acres of parks and landscaped medians. This includes Shafer Park, Pioneer Village Park, Peter Ringo Park, Salazar Park, Berry Park, Lincoln Park, Brentlinger Park and 28 landscaped islands and medians. This division also maintains 23 city buildings and 6 park shelters as well as all park recreation facilities and recreational lighting. The objective is to provide park and recreation areas that are safe, attractive, and inviting for family gatherings and individual use.

Fleet Division

The Fleet Services Division, under the direction of the Public Works Department maintains over 210 pieces of rolling stock and all of the City's small power equipment in a safe and efficient manner. This division provides support to all City departments in the selection and purchase of City vehicles.

The City of Selma implements a development impact fee program that balances the need for infrastructure and public facilities related to planned urban growth with revenue to fund capital improvements for this growth. The 2014-2015 Development Impact Fee Calculation and Nexus Report identified approximately \$664.9 million in capital improvement projects deemed necessary to implement the City's General Plan. Approximately 90 percent of that figure will accommodate future development; the balance is an estimate of the expense of projects related to existing and anticipated deficiencies. In addition to these development fees to address capital expenses, the City is planning to form Community Facilities Districts to provide operational and maintenance funding for municipal services and facilities related to new development.

POLICE

The City maintains a police department consisting of a Field Operations/Patrol Division and a Support Division. The City of Selma Police Department (SPD) headquarters is located at 1935 E. Front Street. The SPD patrols the City on a 24-hour basis.

The SPD is staffed with 30 sworn officers and 8 non-sworn employees. Annually, the department responds to approximately 25,000 calls for service. One generally accepted metric of law enforcement services is a police officer/population ratio, stated in terms of the number of police officers per 1,000 residents. There is no uniform method of determining what ratio is appropriate; failing to meet the ratio does not necessarily indicate a deficiency in service level. In 2009, the City Council established a goal of attaining a ratio of 1.55 officers per 1,000 residents. Based on 30 sworn officers and the current City's population estimate of 24,844 persons, Selma's current officer per resident population ratio is 1.20:1,000.

The SPD's response time standards are three minutes for Priority 1 calls (emergency), five minutes for Priority 2 calls, and nine minutes for Priority 3 calls. The SPD has maintained these standards for over 10 years. The City has a mutual aid agreement with Fresno County Sheriff's Department, which serves the unincorporated areas outside of the city limits.

The General Plan EIR notes that the SPD does not have adequate manpower and facilities to serve the City's current population and is inadequate in the areas of a School Resource Officer, the Gang Unit, and the Narcotics Unit. The SPD has expressed that additional patrol officers are required to meet the needs of the Selma Police Department.¹⁸

The SPD headquarters is a 98-year-old train depot building.¹⁹ The Police Department first occupied the building in 1960, and expanded the space in 1978. There have not been any

¹⁸ City of Selma General Plan Update-DEIR, SCH#2008081082.

¹⁹ Ibid.

additional improvements made on the main building since then. The “temporary detective trailer” was added in 1998 to provide additional space.²⁰

The City Council unanimously adopted an ordinance and resolution ordering the submission to the voters of a proposition for a General Obligation Bond for the purpose of the acquisition and construction of local police station and associated improvements. Pursuant to the California Elections Code, Measure P, the City’s voters approved the City of Selma Crime Fighting/9-1-1 Construction Bond Measure, in November, 2016.

The \$4,000,000 bond will update the 9-1-1 dispatch technology at the Selma police operations center, improve video policing, dispatch technology, and rapid response, and ensure the operations center will survive natural disasters. The bond requires an average debt service of \$230,000 annually for 30 years, by assessing \$16 per \$100,000 of assessed value, and requires financial audits, citizen oversight, and that the funds be spent in Selma.

FIRE PROTECTION

The Selma Fire Department (SFD) has 21 full-time firefighters, one Fire Chief, and 6 reserve firefighters. The SFD maintains a minimum daily staffing of six firefighters in two stations and provides first responder paramedic service. The SFD responds to approximately 5,500 calls for service annually, of which 90 percent are medical aids.

The SFD provides service via automatic-aid agreements to the Cities of Sanger and Kingsburg. The City also has an automatic-aid agreement with Fresno County Fire Protection District (FCFPD). The agreement will send the closest fire engine from either Selma or FCFPD to medical and fire calls in the County; in return, FCFPD will send two fire engines and one Battalion Chief to all structure fires in Selma.

The FCFPD provides fire protection to the unincorporated land outside of the city limits. The nearest station to the City of Selma is FCFPD Station No. 83, located at 11500 East Mountain View Avenue. Station No. 83 is located approximately one-mile south of Selma’s city limits.

The SFD provides EMS transport service through a contract with American Ambulance. The SFD is a member of the California Office of Emergency Services (OES) Region V Urban Search & Rescue (U.S. & R.) team.

The SFD response time goal within the city limits is to respond to all emergencies within five minutes, 90 percent of the time, from time of dispatch to arrival.²¹ The SFD’s actual response times are at the 95% range annually.

The SFD has two fire stations staffed 24 hours a day:

²⁰ Communication with City of Selma Police Lieutenant. Myron Dyck, December, 2016.

²¹ Communication with City of Selma, Planning Department and Fire Department

- Station 1 is 3,410 square feet in size and is located at 1927 West Front Street. This fire station is assigned one 1,250 gallons-per-minute (gpm) pumper E111, and a second 1,500 gpm pumper E311 and one 75-foot ladder truck with a 1,504 gpm pump.
- Station 2 is 3,327 square feet in size and is located at 2857 “A” Street. Assigned to this fire station is one 1,500 gpm fire engine suitable locations to serve for planned growth in the south west area of the City and the most northern points as the City growth advances.

SFD Administration is located at 1711 Tucker and is staffed by the Fire Chief, the Fire Marshal, and the Department Secretary.

During the preparation of this MSR, the City informed LAFCo that it is currently working on an expansion of its fire capability with a new station proposed in the southwest area of the city.

The Insurance Service Office (ISO) grading schedule is a means of classifying cities with reference to their fire defenses and physical conditions, and is designated to rate the quality of fire services in a particular community. The ISO rating is on a scale from 1 (best) to 10 (worst). A higher ISO rating results in higher insurance premiums to landowners with the City. In most instances, the fire insurance costs are the same for single-family residential structures in the 2 to 4 rating range. The City’s current ISO fire service rating is 5.

Fresno LAFCo has historically detached territory from the FCFPD when land is annexed to the City of Selma.

RECREATION, PARKS AND OPEN SPACE

The City of Selma currently operates six parks: Shafer, Brentlinger, Lincoln, Berry, Salazar, and Berry that total approximately 43 acres.²² Available facilities vary by park, but include basketball courts, tennis courts, soccer fields, baseball/ softball fields, children’s play structures, and open grass areas for general public recreation. Other amenities at the various parks include benches, picnic shelters, kiosks, and restrooms facilities. Each park offers one unique feature distinct from the others: Berry Park features a skate park; Lincoln Park offers a bandstand and a senior center; Brentlinger Park offers pickleball courts; Ringo Park offers soccer fields, Shafter Park offers lighted baseball/softball diamonds that allow for night games, and Salazar Park provides a youth center and a water spray park. The water park at Salazar Park has remained closed during 2016 in consideration of the ongoing drought.

Policy 5.25 of the Selma 2035 General Plan sets a standard of 5.0 acres of park space per 1,000 people. The General Plan describes a number of service area criteria that could be used to meet that standard. Eligible open spaces may also include school district facilities made available via cooperative agreement and dual-use facilities such as park/ponding basins to the extent that

²² Ibid.

they are accessible and usable recreational areas.²³ The City prioritizes the development of property already owned by the City for park programs.

The City recognizes the need for new and expanded parks and open/green space. Based on the 5.00-acre standard, the City should have approximately 124 acres of park and open green space. Taking into account only City parks, the City currently provides approximately 1.73 acres per 1,000 people.

Pioneer Village is a 15-acre site dedicated to showcasing buildings, activities, and accoutrements of the 19th century. It contains a large central grass area with trees and picnic tables, and is available as a rental location for larger events. This facility is not generally accessed by the public outside of scheduled events so its acreage is not included in the acreage of park space. The Pioneer Village Advisory Commission oversees the facility's operation and management. Pioneer Village Commissioner's terms are for two years. Appointees must be at least 18 years old and either live or have a business in the Selma city limits. The Commission is comprised of seven members who meet to develop policy and procedure for Selma's Pioneer Village. The Commission meets at City hall on the first Thursday of each month at 6:00 p.m.

The Recreation and Community Services Department (RCSD) offers a number of seasonal programs, both independently and in conjunction with other entities. The RCSD operates an adult coed softball league, as well as a T-ball league and a youth basketball program. During the summer, it collaborates with the Selma Unified School District and American's Kids Swim School to offer community swimming at Selma High School.

Aside from City programs, there are also many recreational opportunities for youth offered by private and/or non-profit organizations, including football, wrestling, soccer, baseball, softball, cheer, swimming, and track and field. The City has historically provided support and funding to a number of these organizations.

The Selma Arts Center hosts a variety of Broadway-style musical performances throughout the year. The City's Selma Arts Council sponsors community art shows and the annual Mariachi Festival. It offers acting classes for school-age children and a series of visual art classes for adults. The Selma Arts Foundation (distinct from the Selma Arts Center) is a non-profit organization that, while not affiliated with the City, provides additional funding and coordination to promote the arts.

The RCSD oversees the contract to provide Transit Services with the Fresno County Economic Opportunities Commission. It offers both fixed-route transit and on-call services within the city, as well as a limited number of routes to Fresno and Kingsburg. Fares range from \$0.50 to \$0.75 and seniors over 65 years of age ride at no charge via a subsidy funded by Measure C.

²³ Ibid.

WATER SERVICE – CALIFORNIA WATER SERVICE

The California Water Service Company (Cal Water) is the City of Selma's municipal water supply provider. Cal Water, a private company, and has provided water service to Selma since 1962 and currently serves approximately 6,400 connections in the City of Selma. The Cal Water distribution system consists of more than 80 miles of underground pipelines, and delivers an average of 5.9 million gallons per day to City customers. The systems also include storage tanks, booster pumps, and water wells.²⁴ Groundwater is extracted by 14 active wells located throughout the Selma service area. Five other wells are currently inactive or non-operational. The 2008 Selma District Water Supply and Facility Master Plan indicates that the pump capacity of these wells is 9,810 gpm.

Several city plans address Cal Water's ability to service customers within the City of Selma. Cal Water's adopted 2015 Urban Water Management Plan (UWMP) for the City of Selma²⁵ that provides extensive review and discussion of this essential public service and gives significant attention to issues of water supply and demand in the City. Current water usage forecasts in million gallons per day (mgd) and acre-feet per year (afy), provided in anticipation of this SOI amendment as described in the Selma Crossings EIR are listed in Table 2 below.

Relative to future water use and conservation, the City operates a water conservation program outlined in Cal Water's UWMP. This plan relies on the following major components: outdoor water use restrictions, tiered water rates, water waste ordinance enforcement, conservation incentives, and public education resources. The level of water use restrictions is dependent on the amount of supply relative to demands as outlined in the Water Shortage Contingency Plan. The City has the water conservation and recycling program in place to support Cal Water's plans which implement best management practices identified by California Department of Water Resources.²⁶

Additionally, the City of Selma has entered into an agreement with Consolidated Irrigation District and Cal Water to establish a Drought Overdraft fee with the purpose of creating a groundwater recharge program in the area.

Annexation of territory will create greater demands on local and regional water resources. In response, Selma implements its General Plan policies to balance the new demand with expanded or enlarged facilities and resources.

²⁴ City of Selma, Selma Crossings Project Draft EIR, September 2009, May 31, 2012. Original source: California Water Service Company Urban Water Management Plan, 2011.

²⁵ California Water Service, 2015 Urban Water Management Plan, adopted June 2016.

²⁶ California Water Service, 2015 Urban Water Management Plan, adopted June 2016.

Table 2–Selma District SOI Water Demand Forecast

Selma District SOI Water Demand Forecast ²⁷			
Year	Population	mgd	afy
2005	22,930	5.93	6,648 (actual)
2010	25,212	7.38	8,282 (forecast)
015	30,024	8.80	9,862
2020	34,836	10.21	11,443
2025	39,648	11.62	13,023
2030	44,460	13.03	14,604

Selma District SOI Water Demand Forecast ²⁸			
Year	Population	Approximate GPD	af
2005	22,883	1,100	6,648 (actual)
2010	25,212	850	8,282 (forecast)
2015	24,794	590	3,952
2020	26,404	830	6,452
2025	28,125	830	6,872
2030	29,963	830	7,322

Error! Reference source not found. provides estimated water demand for the Selma Crossings development.

Table 3 – Estimated Water Demand Selma Crossings Project

Estimated Water Demand Selma Crossings Project				
Use	Size/No Units	Demand Rate	Demand (gal/day)	Demand (afy)
Comm'l Retail	2,092,205 sf	0.30 gal/sf/day	627,610	703
Office	540,000 sf	0.04 gal/sf/day	21,600	24
Residential	30,000 sf	0.30 gal/sf/day	9,000	153
Mixed	250 units	3.45 persons/unit x 140 gal/day/person	+ 127,750	
Auto Mall	400,000 sf	0.11 gal/sf/day	44,000	49
Hotel	155,000 sf	0.40 gal/sf/day	77,500	87
Water Park	10,000 sf	0.80 gal/sf/day	8,000	9
Irrigation	8.6 acres	2,230 gal/acre/day	19,180	21
TOTAL DEMAND			934,640	1,047

²⁷ City of Selma, Selma Crossings Project Draft EIR, September 2009, prepared by Michael Brandman and Associates, May 31, 2012. Original source: California Water Service Company Urban Water Management Plan, 2011.

²⁸ City of Selma, Selma Crossings Project Draft EIR, September 2009, prepared by Michael Brandman and Associates, May 31, 2012. Original source: California Water Service Company Urban Water Management Plan, 2011.

Measurements performed by Cal Water of static groundwater elevations in the Selma District wells show water level have been relatively constant for the past 35 years. Cal Water estimates it has sufficient water supplies to provide services to development within the proposed SOI amendment territory based on the water demand listed in **Error! Reference source not found..**

SUSTAINABLE GROUNDWATER MANAGEMENT ACT OF 2014

The City's has contributed to the Kings Groundwater Basin annual overdraft through its historical reliance on pumped groundwater to meet its domestic water needs. Groundwater extracted from the Kings River fan in the Fresno County sub-area of the Tulare Lake Hydrologic Region is the sole source of water for the City of Selma, as well for most of the surrounding agricultural land uses.

Groundwater pumping in the Selma area (including Cal Water and other users) is estimated to be 7,600 acre-feet annually from the aquifer. Well records for 8 wells in the Selma area indicate that groundwater levels have declined an average of 0.35 foot per year since 1960.

California's Sustainable Groundwater Management Act (SGMA) was signed into law by Governor Edmund G. Brown Jr. on September 16, 2014. SGMA comprises three bills: Assembly Bill 1739 (Dickenson) and Senate Bills 1319 and 1168 (Pavley). SGMA requires local agencies to form Groundwater Sustainability Agencies (GSA) in local groundwater basins by June 2017, and also requires the adoption of Groundwater Sustainability Plans (GSP) for groundwater basins deemed high priority by year 2020. The City of Selma's service area resides in the south-central portion of the Kings Sub-Basin, which has been designated by the California Department of Water Resources (DWR) as a high-priority sub-basin and subject to a condition of critical groundwater overdraft.

The City of Selma is located within Consolidated Irrigation District GSA. It has signed a cooperative agreement with the CID to balance the groundwater demands of the City's urban growth by funding CID groundwater recharge programs.

WASTEWATER SERVICES - SELMA-KINGSBURG-FOWLER COUNTY SANITATION DISTRICT

The Selma-Kingsburg-Fowler County Sanitation District (SKF) is a public agency formed in 1971 by the Fresno County Board of Supervisors for purposes of providing wastewater collection, treatment, and disposal services. SKF provides services to its three member cities: Selma, Kingsburg, and Fowler. Each member city owns the large sewer lines called interceptors within their respective jurisdiction, and SKF owns and manages the lines between the member cities and its wastewater treatment disposal facility. The SKF operates, maintains, and regulates the wastewater collection system. SKF's service area encompasses 7,012 acres and its SOI encompasses approximately 17,330 acres.²⁹

²⁹ Selma-Kingsburg-Fowler County Sanitation District, Strategic Plan, October 11, 2012.

The sewer system consists of approximately 167 miles of sewer lines ranging in diameter from eight inches to 42 inches, and 22 wastewater pump stations.³⁰

The SKF owns and manages the operation of the wastewater treatment and disposal facilities and percolation/evaporation ponds located on a 550-acre site south of East Conejo Avenue, approximately three-quarter mile west of the City of Kingsburg. The District's 2016 Collection System Master Plan update (CSMP) evaluated the capacity of the District's collection system based on various performance criteria. The District's Collection System Construction Standards (Construction Standards), as well as using typical industry criteria in sizing its collection system. According to the Master Plan, the hydraulic design flows used for the hydraulic capacity of the collection system consist of two key components: Peak Wet Weather Flows (PWWF) that are developed using (Average Dry Weather Flow (ADWF) and Peak Dry Weather Flows (PDWF). According to the Master Plan, the District's current estimated flow capacities are ADWF is 4.3 million gallons per day (mgd) and PDWF is 7.87 mgd.³¹ The District anticipates the sewer system will continue to be built out consistent with the Master Plan. The District estimates its 2020 flow capacities as 4.3 million gallons per day (mgd) ADWF and is 7.87 mgd PDWF.³² The District's PWWF design flow has a capacity of 15.91 mgd.³³

The California Regional Water Quality Control Board (RWQCB) regulates the District under order # 5-01-255. The District has generally met the parameters of the permit and has not received any notices of violation by the CRWQCB or the CRWQCB Waste Discharge Requirements for Collection Systems.

During the preparation of this MSR, the SKF adopted its 2016 Master Plan that projects the District's growth using five-year, 10-year, and 20-year design flow projections to ensure that the wastewater projections and facilities required to serve its member cities adequately reflect each member city's planned growth.³⁴

The proposed City of Selma SOI amendment for the subject area is not currently within SKF's SOI. A request to realign SKF's SOI and service area to complement the City of Selma's proposal is considered in a separate MSR prepared by LAFCo.

City of Selma's SOI amendment request will concurrently necessitate a amendment of the SKF's SOI. The District's existing SOI encompasses 17,330 acres. The updated District's SOI will encompass 17,195 acres. LAFCo observes that the portion of SKF's SOI delineated for the City of Selma and Selma's SOI will coincide as a result of the Proposal.

The three cities anticipate the following annual growth in equivalent single-family residences (ESFRs) over the next four years as listed in Table 4. The projections exceed the annual growth experienced over the last 25 year figures, which was approximately 300 to 400 ESFRs.

³⁰ SKF, 2016 Collection System Master Plan Update, October 2016.

³¹ *Ibid.*

³² SKF, 2016 Collection System Master Plan Update, October 2016.

³³ *Ibid.*

³⁴ SKF, 2016 Collection System Master Plan Update, October 2016.

Table 4 - Selma-Kingsburg-Fowler County Sanitation District – Annual Growth Projections

Selma-Kingsburg-Fowler County Sanitation District Annual Growth Projections	
City	ESFRs
Kingsburg	75-247
Fowler	10-170
Selma	999-1,984

The SKF uses each member city's adopted general plan land use diagram and SOI boundary to account for SKF's growth and population projections. SKF coordinates all development projects with its member cities and local agencies through the City-County application review process so that development is adequately served by SKF. As such, SKF growth occurs in tandem with the growth of its member cities.

SKF has indicated that its currently working to correct existing "bottlenecks" in the wastewater treatment plant. The District plans to increase its treatment capacity to 6.0 million gallons per day (mgd). Similarly, the District is considering future plans to expand its treatment plant capacity to accommodate 9.0 mgd.

Function groups identified in SKF's budget include Operations and Maintenance, Capital Expansion, Capital Refurbishment & Replacement (R&R), and City Collection System Capital R&R- for Selma, Kingsburg, and Fowler separately.

Table 5 provides a summary of SKF CSD's budget for all functions and expenditure for FY 2016-2017. The SKF Board of Directors took final action on adoption of a budget at its regularly scheduled meeting on June 9, 2016.

Table 5 – SKF 2016-2017 Budget

SKF 2016-2017 Budget ³⁵	
Description	Amount
Beginning Cash Balances –All Functions	\$ 15,001,185
Revenues–All Functions	17,207,953
Expenditures–All Functions	
Ending Cash Balances–All Functions	\$ 11,552,780

³⁵ Selma-Kingsburg-Fowler County Sanitation District budget Fiscal Year 2016-2017, adopted May 2016.

The City of Selma has a 2006 Master Facilities Plan that provides an overall view of City facilities and financial policies to provide municipal services.³⁶ The Master Facilities Plan is not the final word on Capital Improvement Projects, but a starting point for the City, its decision makers, and the public to be informed on all needed projects prior to developing the Five-year Capital Improvement Plan. Selma's Master Facilities Plan references other supportive adopted plans and policies, allowing the City to provide an array of municipal services to its residents following annexation.

SHARED FACILITIES AND SERVICES

The purpose of this section is to evaluate the opportunities for a jurisdiction to share facilities and resources, thereby increasing efficiency. This section provides a description of opportunities to create shared facilities, and identify future opportunities to collaborate with other agencies on joint use projects and/or practices.

Joint Functions

The City has many joint functions shared with other agencies, in the form of both mutual or automatic aid agreements, and joint powers agreements :

- Joint countywide household hazardous waste collection facility program with all jurisdictions within the County.

City Participation in Mutual or Automatic Aid Agreements

The City's fire/EMS and law enforcement services are dispatched automatically by contractual agreement and/or mutual aid agreements with other agencies to lend assistance across jurisdictional boundaries.³⁷

- The City maintains active fire protection automatic aid agreements with City of Fresno and the Fresno County Fire Protection District, and also provides mutual aid under the California Fire Service and Rescue Emergency Mutual Aid System; and
- The City participates in law enforcement mutual aid agreements with the City of Fresno and the Fresno County Sheriff's Department.

City Participation in Joint Powers Agreements

Joint powers authorities or joint decision-making efforts in which the City participates include:

- Upper Kings Basin Integrated Regional Water Management Joint Powers Agreement;
- Local Agency Workers Compensation Excess for worker compensation insurance;

³⁶ 2006 Master Facilities Plan for the City of Selma, August 2006.

³⁷ In addition to automatic aid agreements, the City of Selma and Fresno County Fire Protection District have a fire transition agreement in accordance with Fresno LAFCo policy 102-04.

- Central San Joaquin Valley Risk Management Authority for liability and risk management mitigation insurance; and
- Fresno County Council of Governments, the local regional governing collaborative
- Central Kings Subbasin Memorandum of Understanding

Contiguous or Overlapping Local Agencies

The City of Selma is contiguous and/or overlap with several local agencies. The following information provides a local agency roster as it relates to Selma's boundary overlaps:

- Fresno County Fire Protection District- *contiguous, detaches with City annexation*
- Selma Cemetery District- *overlaps, does not detach with City Annexations*
- Selma Health Care District – *overlaps, does not detach with City Annexations*
- Consolidated Irrigation District- *contiguous, detaches with City annexation*
- Consolidated Mosquito Abatement District- *overlaps, does not detach with City Annexations*
- West Fresno County Red Scale Protective District- *overlaps, does not detach with City Annexations*
- Selma-Kingsburg-Fowler County Sanitation District – *overlaps, annexes into District with City annexations*
- Kings River Conservation District - *contiguous, detaches with City annexation*

OTHER MUNICIPAL SERVICES

Other services provided to residents and property owners in the City of Selma are provided by agencies as follows:

- Ambulance medical transport (provided by American Ambulance)
- Cemetery interments (provided by Selma Cemetery District)
- Hospital services (provided by Adventist Health Hospital, or Selma Health Care District)
- Library service (provided by Fresno County Library)
- Mosquito abatement (provided by Consolidated Mosquito Abatement District)
- Street lighting (provided by PG&E)
- Public education (provided by Selma Unified School District)
- Golf courses (provided by Selma Golf Course)
- Retail electrical distribution (provided by PG&E)
- Refuse collection and recycling (provided by Selma Disposal & Recycling)
- Internet (provided by COMCAST)
- Public Transportation (provided by Fresno County Transit)

SELMA CITY COUNCIL

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

The City Manager, as chief executive officer of the City, is responsible for various functions assigned by the City's Charter and the City Council. These include overseeing the implementation and administration of Council policy, supervising activities of all departments, enforcing City ordinances, preparing the operating and capital improvement budgets, and other duties as may be assigned by City Council. The City Manager's office has the responsibility to ensure the needs and concerns of the community. To accomplish this, the City Manager's office is involved in community, county, regional, and state issues, as well as supporting and guiding the City organization.

The governing body of Selma is the City Council, which is elected in compliance with California Election Laws. The City complies with the Brown Act Open-Meeting Law and provides the public with opportunities to get information about City issues via methods that include the City's website and through phone access. In addition, the City posts all meeting agendas including City Council Action agendas, City Council agendas, Planning Commission agendas, and Advisory Committee agendas on their website as a courtesy.

Public input is permitted at the beginning of each Council meeting. This is an opportunity for the Council and general public to provide feedback to City staff and to hold City staff accountable to the goals the community has established through the City's General Plan. Regular City Council meetings are held in City Hall Council Chambers located at 1710 Tucker Street, Selma, CA 93662.

The City's budget preparation process gives residents the opportunity to review the services the City is providing and the cost of those services. The budget includes a description of the accomplishments during the previous budget cycle that clearly define activities which activities completed by each department. This type of accountability helps the City to identify services that are operating efficiently and areas where improvement may be needed within the organization.

The City maintains a website at <http://www.cityofselma.com>. The City's website provides detailed descriptions of each department serving the residents and provides additional directory resources. City documents are available online such as the annual budget, City Council and Planning Commission meeting information, public notices, hearing dates, agendas, and archived hearing information.

CHAPTER 2 / MSR DETERMINATIONS

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

1. Growth and population projections for the affected area

- The City's incorporated boundaries encompass 3,283 acres (approximately five square miles) and the Selma SOI encompasses approximately 8,299 acres. The City's estimated population as of January 1, 2016, was 24,844.
- The City of Selma updated its general plan in 2010. The Selma 2035 General Plan provides policy direction for future development within the City through a 2009-2035 planning period.
- The Selma 2035 General Plan Environmental Impact Report (EIR) predicted that the City could reach approximately 64,600 persons by 2035 based on an average of four percent (4%) growth per year, or 50,250 persons at a three percent (3%) annual growth rate.
- The Fresno Multi-Jurisdictional Housing Element, 2013-2023 Regional Housing Need Assessment indicated a projected need in housing stock of 605 dwelling units across the very low, low, moderate, and above moderate income brackets for the City of Selma by 2023.

2. The location and characteristics of any Disadvantaged Unincorporated Communities (DUC) within or contiguous to the sphere of influence.

- There are five DUCs meeting Fresno LAFCo Policy 106 between the city limits and the Selma SOI.
- There is one legacy community within a mile of the Selma SOI.
- The five DUCs will benefit from City services upon annexation.
- The effect of the western SOI amendment on the legacy community is not significant given that timing of development of the land use in the western SOI amendment is speculative given General Plan policies and no city services are proximate to the legacy community.

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

- The City of Selma has extensive infrastructure to provide municipal services. The City of Selma's capital improvement plan addresses current and projected public service needs.
- The City of Selma currently implements a development impact fee to provide funding for for infrastructure and public facilities related to planned growth of the city.
- The City's 2035 General Plan EIR notes that the Selma Police Department does not have adequate manpower and facilities to serve the City's current population. The Police Department's staffing is inadequate in the areas of a School Resource Officer, the Gang unit, the Narcotics Unit, and that additional patrol officers are required to meet the needs of the Selma Police Department.
- During the preparation of this MSR, the City voters approved a bond measure to construct a new Selma Police Department station next to the Selma city hall building.
- The Selma Fire Department has two fire stations, staffed 24 hours a day.
- The City is currently working on an expansion of the water mains along Dinuba Avenue to improve delivery capacities to the northern part of the City. The water main improvements would complement the City's plans to construct a new fire station on the northwest area of the City.
- The standard park acreage in Selma is 5.0 acres per 1,000 people this includes dual-use facilities (such as park-ponds when these facilities are accessible and usable recreational areas), neighborhood parks, pocket parks, community parks and community recreational facilities. The City currently operates six parks (aside from Pioneer Village), which total 43 acres. The City prioritizes the development of property already owned by the City for park programs.
- Based on the City of Selma's park standard the City should have 124 acres of park and open green space. However, if the City allows areas of school facilities to be included to the total acreage, it will increase by approximately 66 acres which could increase the ratio of park acreage to people from 1.73 acres per 1,000 people to 4.35 acres per 1,000 people.
- The California Water Service Company (Cal Water) is the City of Selma's municipal water supply provider. Cal Water, a private company, and has provided water service to Selma since 1962 and currently serves approximately 6,400 connections in the City.

- The Cal Water distribution system consists of more than 80 miles of underground pipelines, which deliver an average of 5.9 million gallons per day to City customers. The systems also include storage tanks, booster pumps, and water wells. Groundwater is extracted by 14 active wells located throughout the Selma service area. Five other wells are currently inactive or non-operational.
- Groundwater pumpage in the Selma area is estimated to be 7,600 acre-feet annually from the Kings River fan aquifer. Well records for eight wells in the Selma area indicate that groundwater levels have declined an average of 0.35 foot per year since 1960.
- The City has the water conservation and recycling program in place to support Cal Water's plans which implement best management practices identified by California Department of Water Resources.
- The City's water and wastewater systems operation and maintenance are funded by user fees.
- The City of Selma is located within the Central Kings Sub-Basin (CKS), which is likely to be represented by the Central Kings Subbasin Groundwater Sustainability Agency (GSA). Local agencies likely to participate in the CKS-GSA include the Cities of Fowler, Selma, Kingsburg, Parlier, and Sanger. There are various special districts such as the Consolidated Irrigation District, Caruthers Community Service District, Del Rey Community Service District, and Kings County Water District that are anticipated to become members to the CKS-GSA.
- The City's General Plan, master service plans, and the Capital Improvement Plan address the provision of infrastructure for wastewater, roads, and other public facility needs to serve planned growth.
- The City's existing plans for service and future development have considered regional growth projections and patterns in terms of promoting planned, orderly, and efficient patterns of urban development.
- Development within the SOI is required to extend physical infrastructure to individual sites and pay pro-rata fees for other City services as a condition of project development. The physical infrastructure is generally available adjoining the SOI area.
- Fire and Police services to serve planned growth of the City will be provided by the City of Selma upon annexation. The City continues to upgrade facilities and increase staff as needed to serve the residents of Selma and will have the opportunity to add additional staff as needed to.

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

4. Financial ability of agencies to provide services

- The City prepares an annual budget.
- The City has in place various capital improvement plans, established development impact fees, and developer-required mitigation in the form of infrastructure improvements required as conditions of projects' approval and programs to monitor public service needs of new development.
- The City generates a variety of fees and exactions related to new growth to ensure there is adequate infrastructure and that municipal services for new land use changes. The City has codified financial regulations in its municipal code and implementing ordinances and resolutions.
- Costs to the City include maintenance of public infrastructure completed for projects in the SOI area. The City has implemented programs to minimize or offset long-term costs in new growth areas, which includes the formation of CFDs for public safety purposes, special districts such as landscaping districts and or special benefit districts for the maintenance of streets and street lighting.
- Based on the City's financial statement and its adopted FY 2016-17 Annual Budget, there appears to be sufficient revenue and appropriate management practices to allow the City to continue to provide acceptable levels of public services, municipal services, and continuation of operations the various public facilities.

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

- Selma is currently cooperating with other agencies to share emergency services and provide mutual support.

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

- The City operates pursuant to the Government Code, sec. 50020-50033, Article 2 of Part 1, of Division 1, of Title 5. City of Selma is governed by a five-member City Council elected by the registered voters residing within the City. The City Council appoints a City Manager to manage the City's day-to-day operation.
- The City Manager, as chief executive officer of the City, is responsible for various functions assigned by the City's Charter and the City Council. To accomplish this, the City Manager's

office is involved in community, county, regional, and state issues, as well as supporting and guiding the City organization.

- The City Council complies with the Brown Act open meeting Law and provides the public with opportunities to get information about City issues via methods that include the City's website and through phone access.
 - The City posts all meeting agendas including City Council Action agendas, City Council agendas, Planning Commission agendas, and Advisory Committee agendas on their website as a courtesy.
 - The Council meets the first three Mondays of the month starting at 6:00 p.m. and allows for public input at the beginning of each meeting. Regular City Council meetings are held in City Hall Council Chambers located at 1710 Tucker Street, Selma, CA 93662.
- 7. Any other matters related to effective or efficient service delivery, as required by the commission policy**
- The City of Selma participates in groundwater sustainability through a cooperative agreement with the Consolidated Irrigation District.

CHAPTER 3 / SPHERE OF INFLUENCE DETERMINATIONS

In order to carry out the Commission's purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies subject to its jurisdiction, the Commission shall develop and determine the sphere of influence of each city and each special district within the County and enact policies designed to promote the logical and orderly development of areas within the sphere. A sphere of Influence (SOI) is "a plan for the probable physical boundaries and service area of a local agency, as determined by the commission."

In determining a sphere of influence, the Commission may assess the feasibility of governmental reorganization of particular agencies and recommend reorganization of those agencies when reorganization is found to be feasible and if reorganization will further the goals of orderly development and efficient and affordable service delivery.

In accordance with GC sec. 56066, Fresno LAFCO is responsible for preparing the following determinations for the City of Selma's request for a SOI amendment analyzed in this Municipal Service Review. The following determinations for the City of Selma's revised Sphere of Influence are in conformance with GC sec. 56425 and Commission Policy - 330 Sphere of Influence Updates and Revisions:

- 1. The present and planned land uses in the area, including agricultural and open-space lands.**
 - The County of Fresno is the land use authority for the unincorporated territory within the Selma SOI. The Fresno County General Plan Land Use Element largely designates this territory for agricultural use. The County last updated its Selma Community Plan in 1994.
 - The City of Selma is the land use authority for territory within the City, and the City's 2035 General Plan establishes land use designations for territory within the City's planning area. The City's General Plan incorporates a 20-year planning horizon.
 - Selma's 2035 General Plan land use element policy 1.4 requests that Fresno County amend its Selma Community Plan to be consistent with the City's General Plan.
 - The Selma 2035 General Plan designates the territory both within and outside of the City's corporate limits for a variety of urban uses including residential, open space, agriculture, public facilities, commercial, and light and heavy industrial.
 - The Selma SOI currently encompasses approximately 8,289 acres. The southern SOI amendment will add 107 acres to include the entire proposed Selma Crossings Project;

the western SOI amendment will reduce the SOI by approximately 242 acres; if these SOI amendments are both approved, the collective Selma SOI will encompass 8,154 acres.

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

- The City of Selma provides municipal services within its existing incorporated boundaries and has established mechanisms to assess, fund, and develop the service needs of its planned growth.
- The Selma Crossings Project, and related SOI/reorganization territories, will require municipal services provided by the City. These have been identified and evaluated in the Selma 2035 General Plan and associated EIR.
- The western SOI amendment will reduce the probable need for municipal services in this area.
- Extension of infrastructure and municipal resources would be necessary to accommodate future development within the designated SOI.
- The City's General Plan and Master Service Plan depict areas that the City anticipates growth and plans for services to be extended.
- The western SOI amendment agreed to by Selma and the County does not conflict with adopted local or state regional circulation plans, nor is there evidence that it conflicts with the Selma 2035 General Plan.

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

- The City of Selma demonstrated that it has adequate capacity and interagency agreements to provide the necessary municipal services including water, sewer, police, and fire protection services to its constituency within its existing incorporated boundaries.
- The City of Selma has extensive infrastructure to provide municipal services. The City of Selma's capital improvement plan relates to current and projected public service needs.

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

- None identified.

5. For a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable

need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

- Five DUCs and a Legacy Community have been identified. The five DUCs will benefit from City services upon annexation. The Legacy Community is not receiving City services and relies on private services. Probability of need for city services is low, and the availability of these services is also minimal. Timing of development of the land use in the western SOI amendment is speculative given General Plan policies and no city services are proximate to the legacy community.

RECOMMENDATIONS

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

1. Receive this report and accept public testimony regarding the proposed Municipal Service Review and proposed Sphere of Influence update.
2. Approve the recommended Municipal Service Review determinations, together with any changes deemed appropriate.
3. Find that the Municipal Service Review is exempt from the California Environmental Quality Act pursuant to section 15306 (Information Collection).
4. Revise the southern and western Selma SOI as described in this MSR.

ACKNOWLEDGEMENTS

This Municipal Service Review and Sphere of Influence Amendment report was prepared by Fresno LAFCO with assistance from Provost & Pritchard Consulting Group. The City of Selma provided substantial information included in this evaluation of the agency's municipal services. Staff extends its appreciation to City Planner Bryant Hemby for his assistance and active participation in the development of this Municipal Service Review and Sphere Amendment and to Provost & Pritchard Consulting Group for its work on the MSR.