
CITY OF DINUBA MUNICIPAL SERVICE REVIEW



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Quad Knopf

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Prepared for:

Tulare County Local Agency Formation Commission
5961 South Mooney Blvd.
Visalia, CA 93277
(559) 733-6291

and the



City of Dinuba
405 E. El Monte Way
Dinuba, California 93618
(559) 591-5906

Prepared by:



Quad Knopf

5110 W. Cypress Avenue
P.O. Box 3699
Visalia, California 93278
(559) 733-0440

With Updates by Tulare County LAFCo Staff

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EXECUTIVE SUMMARY – CITY OF DINUBA MUNICIPAL SERVICE REVIEW

Municipal Service Review Process

The Municipal Service Review (MSR) is a comprehensive assessment of the ability of government agencies to effectively and efficiently provide services to residents and users. The form and content of an MSR is governed by the requirements of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act), the State of California's LAFCo MSR Guidelines (2003, updated 2007), and local LAFCo policy. This MSR considers the operations and management of service providers within the City of Dinuba (City) in Tulare County.

The process for the preparation of this MSR began with a survey delivered to the City seeking information, planning and budgetary documents, and records related to the provision of municipal services. After reviewing the information collected, follow-up consultations were conducted to identify remaining information needs, discuss operational and technical issues, and resolve discrepancies in materials received.

Once all necessary information was collected, an analysis was conducted for each of the service providers. Once each analysis was completed, determinations were made regarding the ability of the City to effectively and efficiently provide services. These determinations correspond to the topic areas set forth in the CKH Act. The determinations represent the conclusions of Tulare County LAFCo regarding each of the service providers, based on the information provided and statements made by the service providers.

The most recent MSR prepared for Tulare County LAFCo to address provision of services within the City of Dinuba was completed in May of 2006. This MSR references and incorporates key information and recommendations presented in the 2006 MSR where applicable.

Topic Areas of Analysis

This MSR contains analysis and conclusions, referred to in this document as determinations, regarding six topic areas as set forth in the CKH Act. These areas of analysis identify the essential operational and management aspects of each service provider, and together constitute a complete review of the ability of the providers to meet the service demands of the residents and businesses within the City of Dinuba. The six topic areas used for analysis in this MSR are as follows:

- Growth and Population Projections
- Present and Planned Capacity of Public Facilities and Adequacy of Public Services, including Infrastructure Needs or Deficiencies
- Financial Ability to Provide Services
- Status of, and Opportunities for, Cost Avoidance and Shared Facilities

- Accountability for Community Service Needs, including Governmental Structure and Operational Efficiencies
- Any other matter related to effective or efficient service delivery, as required by commission policy

An explanation of the specific operational and management aspects considered in each of these topic areas is provided below.

CHAPTER 2 GROWTH AND POPULATION PROJECTIONS

Service efficiency is linked to a service provider's ability to plan for future need while meeting existing service demands. A service provider must meet current customer needs, and also be able to determine where future demand may occur. This section reviews demand projections and service needs based upon existing and anticipated growth patterns and population projections.

CHAPTER 3 PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

Infrastructure can be evaluated in terms of condition, capacity, availability, quality and relationship to operations, capital improvement and finance planning. This section assesses the adequacy and quality of the service providers' physical infrastructure, and analyzes whether or not sufficient infrastructure and capital are in place (or planned for) to accommodate planned future growth and expansions.

CHAPTER 4 FINANCIAL ABILITY TO PROVIDE SERVICES

This section analyzes the financial structure and health of the City with respect to the provision of services. Included in this analysis is the consideration of rates, service operations, and the like, as well as other factors affecting the City's financial health and stability, including factors affecting the financing of needed infrastructure improvements and services. Compliance with existing State requirements relative to financial reporting and management is also discussed.

CHAPTER 5 STATUS OF, AND OPPORTUNITIES FOR, COST AVOIDANCE AND SHARED FACILITIES

Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined in this section. Occurrences of facilities sharing are listed and assessed for efficiency, and potential sharing opportunities so as to better deliver services are discussed.

CHAPTER 6 ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

This section addresses the adequacy and appropriateness of the City's existing boundary and sphere of influence, and evaluates the ability of the City to meet its service demands under its existing government structure. Also included in this chapter is an evaluation of compliance by the City with public meeting and records laws.

CHAPTER 7 ANY OTHER MATTER RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY, AS REQUIRED BY COMMISSION POLICY

Commission Policy C-5.11 (Spheres of Influence-Municipal Service Reviews) requires that MSRs identify the location and characteristics, including service and infrastructure needs or deficiencies, of any disadvantaged or other developed communities outside existing agency boundaries but inside or adjacent to the SOI and make recommendations regarding possible ways to address needs and discrepancies. The MSR must also identify the location of existing city and county growth boundaries and determinations shall be made with regard to their continuity/discontinuity to the existing SOI.

Determinations

This Municipal Services Review makes the following Determinations regarding the City of Dinuba:

1. INTRODUCTION

1.6 Background Setting and History

Determination 1.6-1 The City of Dinuba, founded in 1888 and incorporated in 1906, is located in northwestern Tulare County in the heart of the agriculturally rich San Joaquin Valley. The City of Dinuba operates under the Council-Manager form of government, and became a “charter” City in June 1994.

Determination 1.6-2 The City's first Sphere of Influence was established in 1974. The last Dinuba Sphere of Influence Update occurred in April 2007.

Determination 1.6-3 The City's first Municipal Service Review (MSR) was completed in May 2006. This MSR is an update to the 2006 MSR.

2. GROWTH AND POPULATION PROJECTIONS

2.1 Historical Data & Population Projections

Determination 2.1-1 U.S. Census data indicates that Dinuba had a 1990 population of 12,743, a 2000 population of 16,844, and a 2010 population of 21,453. These trends indicate that Dinuba’s population is growing at an average annual rate of approximately 2.64%.

Determination 2.1-2 Based upon historical population trends, at an average annual growth rate of 2.64%, Dinuba’s 2020 and 2030 population are projected to be 27,893 and 36,266, respectively. These projections are slightly less than those contained in the City of Dinuba General Plan Update by 5.0% in 2020 and 6.6% in 2030, which assumed an annual average growth rate of 3.0%.

2.2 Planning Documents

Determination 2.2-1 The City plans for future growth through the implementation of policies and standards set forth in its General Plan. Dinuba's General Plan was updated in 2008, and is a long-range guide for attaining the City's goals within its ultimate service area and accommodating its population growth to the year 2031. The City's General Plan provides a policy base to guide future growth within the City.

Determination 2.2-2 The City also plans for future growth through the preparation and implementation of specific plans and master plans. The City previously adopted the Southwest Dinuba Specific Plan in 1992, the Northeast Dinuba Specific Plan in 2001, and the Northwest Dinuba Specific Plan in 2003. The City is currently preparing the West Dinuba Specific Plan. The City also maintains master plans for public infrastructure systems including water, sewer, and storm drain systems. An update to the Sewer Master Plan was completed in 2010.

2.3 Planning Boundaries

Determination 2.3-1 The Tulare County General Plan contains an Urban Boundaries Element which sets forth policy regarding development within municipal fringe areas surrounding incorporated cities.

Determination 2.3-2 According to adopted plans, urban development is to occur only within the incorporated City Limits, with certain exceptions. Within the 20-year UDB, development proposals are referred to the City for annexation. If the City cannot, or will not, annex, Tulare County considers the proposal on its merits.

Determination 2.3-3 The City adopted a 10-year and a 20-year UDB in its General Plan Update, based upon the capabilities of the City to accommodate new growth. The adoption of tiered UDBs promotes orderly growth by discouraging "leap frog" development from occurring.

Determination 2.3-4 Consistent with City and County General Plan policies, and LAFCo's boundary definitions, a City's SOI should, at a minimum, be coterminous with, or extend beyond an established 20-year UDB. The current SOI is conterminous and extends beyond the County's 20-year UDB, but is significantly smaller than the City's current 20-year UDB. The current SOI is approximately contiguous with the City's former 20-year UDB from the 1997 Dinuba General Plan.

Determination 2.3-5 The Dinuba city limits currently include 4,147 acres. The area inside the City's 10-year UDB comprises 7,061 acres, and includes all the land in the City limits. The 20-year UDB contains 10,413 acres.

Determination 2.3-6 The City's SOI currently contains 6,173 acres. The City's original SOI was established in 1974 with 3,844 acres. Since 1974, 2,334 acres have been added, with 710 of those acres added for the City's Reclamation, Conservation and Recreation (RCR) project. This project combines the City's Wastewater Reclamation Facility (WWRF) with an 18-hole golf course to promote water reclamation and reuse.

Determination 2.3-7 Pursuant to Tulare County LAFCO Policy C-5.2, where differences exist between the County and City adopted 20-year UDB, the Commission shall determine which boundary most closely reflects the statutory requirements or intent of the Cortese-Knox-Hertzberg Act for the setting of SOIs. Should LAFCO determine that no existing Planning Boundary complies with the statutory requirements or intent of the Cortese-Knox-Hertzberg Act, the Commission shall determine the twenty-year growth boundary independently of other agencies. In all cases of conflicting boundaries, the commission shall attempt to reconcile the various boundaries and the Sphere of Influence before adoption.

2.4 Land Use

Determination 2.4-1 The City's updated General Plan contains a number of policies that serve to promote development on vacant and underdeveloped properties, and protect against the premature conversion of agricultural land.

Determination 2.4-2 As prescribed by the General Plan Update, the City should undertake a review of the land use demand and supply no less than once every five years. It is recommended that the City coordinate this process with scheduled SOI updates to determine any modifications that may be necessary.

2.5 Annexations

Determination 2.5-1 Dinuba has annexed approximately 279 acres of land since the last MSR update in 2006. The latest annexation was in 2008.

3. PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

3.1 Capital Investment Program

Determination 3.1-1 The City's CIP provides a foundation and planning tool to assist in the orderly acquisition of municipal facilities and to assure that service needs for the future are met.

Determination 3.1-2 The CIP ties the City's physical development to goals and decisions expressed through hearings, citizen advisory groups, City staff, and planning documents, including the City's General Plan.

Determination 3.1-3 The CIP identifies 16 revenue sources from which CIP projects are funded, provides a comprehensive description of each revenue source, and describes how the resources are allocated.

3.2 Domestic Water

Determination 3.2-1 The City's water supply is derived from nine active groundwater wells, which have a total maximum production of approximately 10,250 GPM.

Determination 3.2-2 Average demand on the water system is about 4.2 MGD, and the maximum daily demand is about 7.3 MGD. The maximum supply capacity of the water system is 14.7 MGD, indicating that the City's water system is operating at approximately 50% of its capacity.

Determination 3.2-3 The City's water system supports 5,020 total connections, including 4,580 residential connections, 485 commercial connections, and 5 industrial connections. All connections to the City's water system are metered, which promotes water conservation.

Determination 3.2-4 City staff has indicated that the City has an adopted water conservation ordinance but it has not been necessary to impose restrictions in recent years. It is recommended that the City consider posting the water conservation ordinance on its website as a way of continuing to promote water conservation in the City and potentially increase the level of public participation.

Determination 3.2-5 The City updated its Water Master Plan in 2008. The Plan covers planned growth of the City's water system through the year 2020.

Determination 3.2-6 The City's CIP ensures that Dinuba can continue to provide adequate water supply to the growing community for the next decade. The City's approach to planning for and implementing water system improvements is excellent, and is demonstrated by the City's dedication to aggressively seeking outside grant/loan funding, and ensuring that adequate funding is allocated towards the City's CIP.

Determination 3.2-7 Dinuba has complied with the Urban Water Management Planning Act. They have submitted Urban Water Management Plans for 2000 and 2005. UWMPs are required to be updated every five years in years ending with five and zero. The City's 2010 UWMP is nearing completion and will be submitted to the State Department of Water Resources in April 2012.

3.3 Drainage Infrastructure

Determination 3.3-1 The City's storm drainage infrastructure was evaluated as part of the Storm Drainage Master Plan (Quad Engineering, 1989), and the City's GPU in 1997.

Determination 3.3-2 Most of the storm runoff collected in the City's drainage system is discharged to irrigation ditches operated by the Alta Irrigation District. Discharge limitations are established through an agreement between the City and District.

Determination 3.3-3 The City's CIP ensures that Dinuba can continue to provide storm drainage infrastructure to the growing community in future years. The City's approach to planning for and implementing storm drain system improvements is demonstrated by the City's dedication to aggressively seeking outside grant/loan funding, and ensuring that adequate funding is allocated towards the City's CIP.

3.4 Wastewater Collection, Treatment and Disposal

Determination 3.4-1 Several City sewer collection system studies have been completed in the past. Studies were completed in 1967, 1971, 1973, 1989, and 2010. Although some of the previous studies are over 25 years old, a significant portion of the conclusions and recommendations are still valid according to the City's GPU adopted in 1997. The City continues to upgrade its sewer collection system consistent with the recommendations in these studies.

Determination 3.4-2 A comprehensive "Sewer System Master Plan Update" addressing all areas within the City's 20-year UDB (per the 2008 City General Plan) and the current SOI was completed in 2010.

Determination 3.4-3 The City's Wastewater Reclamation Facility was most recently studied as a part of the "City of Dinuba Master Plan 2003/04", RTW Engineering, 2003/04. The Master Plan recommended exploring the feasibility of the Reclamation, Conservation, and Recreation Project, which would provide for additional wastewater effluent and biosolids disposal through the construction of wetlands, ponds, and irrigation of a new 18-hole golf course.

Determination 3.4-4 The Wastewater Reclamation Facility operates under provisions outlined in Waste Discharge Requirements Order No. 95-200, issued by the RWQCB. The order prescribes that the monthly average dry weather discharge flow shall not exceed 3.0 MGD average daily flow (ADF). A Preliminary Design Report completed in 2008 estimated current treatment capacity to be approximately 2.6 to 2.7 MGD (ADF). A Phase I Improvements Project completed in 2012 now brings treatment capacity to approximately 3.0 MGD (ADF). The average daily flow was last measured at 2.3 MGD (ADF), indicating that the plant is operating at approximately 77% of its capacity.

Determination 3.4-5 The City's CIP ensures that Dinuba can continue to provide sanitary sewer collection, treatment, and disposal services to the growing community in future years. The City's approach to planning for and implementing sewer system improvements is demonstrated by its dedication to aggressively seeking outside grant/loan funding, and ensuring that adequate funding is allocated towards the City's CIP.

3.5 Streets and Roads

Determination 3.5-1 The City constructs transportation improvements through the implementation of goals and policies set forth in the City's General Plan Circulation Element, and other plans, including the Tulare County Regional Transportation Plan, which is updated every three years.

Determination 3.5-2 The City's General Plan policies state that all City streets should operate at LOS "C" or better conditions through the year 2015.

Determination 3.5-3 The Dinuba City Council has established the following goals related to transportation: repair streets citywide; widen Ave. 416/El Monte Way and Road 80/Alta Ave. to four lanes; upgrade public transit system to include trolley; continue sidewalk, curb & gutter program.

Determination 3.5-4 The City's CIP ensures that Dinuba can continue to provide transportation related infrastructure for the efficient movement of people and goods. The continuous implementation of General Plan Circulation Element goals and policies also guides the City in meeting the future transportation needs of the community.

Determination 3.5-5 The City should take the lead in planning for transportation and circulation improvements within the boundary of its 20 year UDB and SOI. Streets within this area should be constructed to City standards, since it is likely that the area will ultimately be incorporated into and become a part of the City of Dinuba.

3.6 Fire and Police Protection Services

Determination 3.6-1 The Dinuba Fire Department operates out of one fire station equipped and staffed 24-hours a day. The fire station is located at the intersection of E. Tulare Street and N. “H” Street.

Determination 3.6-2 The Insurance Services Office (ISO) rates fire departments on a scale of one (best) to ten (unprotected). The Dinuba Fire Department current ISO rating is four (4).

Determination 3.6-3 The City of Dinuba contracts with various agencies to provide the best possible emergency services through mutual aid agreements, including the Tulare County Fire Department, the Tulare County Sheriff’s Department, and the City of Visalia Hazardous Response Team.

Determination 3.6-4 Consistent with the 2003-2005 goals set forth by the Dinuba City Council, a Fire Master Plan was adopted by the City. The Fire Master Plan is a tool for future staffing and facility requirements to accommodate future growth within the City’s SOI.

Determination 3.6-5 The Fire Master Plan states that the City is not able to meet EMS response time goals for its mutual aid areas outside the 20-year boundary in unincorporated areas. The Fire Master Plan recommends that an EMS unit be located in the Cutler-Orosi area, and that it should be financed by County response area revenues.

Determination 3.6-6 The City of Dinuba’s voters passed Measure F, which increased the local sales tax by $\frac{3}{4}$ cent to raise revenue for increased police and fire protection. Measure F’s 10-year expenditure plan includes funding for several projects including a new fire station and joint training facility, and additional equipment and staffing for the department. The passage of Measure F is indicative of the community’s desire to maintain high levels of public safety.

Determination 3.6-7 The Dinuba Police Department operates out of one police station and one sub-station equipped and staffed 24-hours a day, 365 days per year. The City completed the construction of a new Police and State Justice Court Facility in 2000.

Determination 3.6-8 Based upon current staffing levels, the Police Department has a sworn police officer to population ratio of approximately 1.8 officers per 1,000 persons.

Determination 3.6-9 The Police Department offers various programs for citizens to get involved with public safety efforts in the community. The programs generally consist of community volunteers who are dedicated to a safer community.

3.7 Solid Waste

Determination 3.7-1 The City of Dinuba has contracted with a private carrier to provide pickup of solid waste within the City limits. Independent (private contractors) service providers are not subject to SOI determinations, and are therefore exempt from the MSR requirement.

Determination 3.7-2 The City has a disposal/recycling program which operates on a split container system. Recyclables are taken to the Pena's Disposal Material Recovery Facility (MRF) in Cutler where they are sorted and subsequently bailed for sale to recycled material users.

Determination 3.7-3 In 1989, the State of California passed the Integrated Waste Management Act. Assembly Bill 939 (AB 939) required all cities and counties to implement programs to reduce landfill tonnage by 25% by the end of 1995, and 50% by the end of 2000. Dinuba is part of a seven city Joint Powers Authority that is currently at 50% diversion.

4. FINANCIAL ABILITY TO PROVIDE SERVICES

4.1 City Budget

Determination 4.1-1 The total proposed FY 2011-12 Budget (including transfers) is \$55,533,387. This is a 12.8% decrease from expenditures in 2010-11.

Determination 4.1-2 The City has received a Certificate of Award for their "Excellence in Operating Budget" for the last 12 years from the California Society of Municipal Finance Officers.

Determination 4.1-3 The City's budgetary funds are segregated into enterprise and non-enterprise financing functions. One of the five Enterprise Funds (Health Insurance) fell short of meeting the projected minimum required operating reserves at the end of FY 2011-12. City staff continues to monitor this fund closely to bring it to within their required operating reserve limits.

Determination 4.1-4 The City's ability to obtain financing in addition to typical General Fund and Proprietary Fund revenues is demonstrated by the numerous grants the City has been successful in obtaining to implement capital projects. Revenues for capital funds are non-recurring revenues that are anticipated (such as forthcoming grant, or one-time fees) and are forecast separately and scheduled only for the year or years in which they are anticipated, and they are limited in their use by local City policy.

Determination 4.1-5 City funds had a total outstanding debt of \$ 41,737,680 as of July 1, 2011, and the Redevelopment Agency had a total outstanding obligation of \$57,220,744 as of July 1, 2011.

4.2 Rates and Fees

Determination 4.2-1 The City levies a series of development impact fees (sewer, stormwater drainage, water, streets, parks & recreation, and fire protection facilities) to offset the impacts of new development. The updated fee schedule went into effect on July 1, 2011, the beginning of the 2011-2012 fiscal year.

Determination 4.2-2 There is no evidence suggesting that the City would not be able to provide services to the SOI areas for fees consistent with citywide fees for such services.

5. STATUS OF, AND OPPORTUNITIES FOR, COST AVOIDANCE AND SHARED FACILITIES

5.1 Budgetary Processes

Determination 5.1-1 The City's budget process is designed to screen out unnecessary costs through the implementation of a program performance budget format. The program performance budgeting system encourages creativity, effectiveness, broad participation in decision making, and accountability.

Determination 5.1-2 The City also avoids unnecessary spending through the establishment of an Appropriations Limit (Gann Limit), consistent with the requirements imposed by Propositions 4 and 111. The FY 2011-2012 appropriations limit was \$13,676,940.

Determination 5.1-3 The City avoids unnecessary costs by sharing insurance premiums within all departments of the City. With increasing insurance, workers compensation, and other liability costs increasing, keeping insurance premiums reasonable has become more and more challenging. The City should continue to explore opportunities to implement methods to keep such costs within reason, including shared insurance coverage for joint agency practices.

5.2 Cost Avoidance Strategies

Determination 5.2-1 The City avoids unnecessary costs through the implementation of infrastructure Master Plans and the General Plan, which assist in eliminating overlapping or duplicative services.

Determination 5.2-2 The City has opportunities to increase its cost effectiveness and revenue raising efforts by including the use of assessment districts, tracking savings and interest on reserves, maintaining a balanced budget including maintaining a General Fund budget that grows each year, and emphasizing performance measurement practices.

Determination 5.2-3 The City can avoid unnecessary costs associated with the operation and maintenance of the street lighting system by researching and implementing funding options as it relates to Proposition 218 limitations.

Determination 5.2-4 The City can avoid unnecessary costs by implementing smart growth practices that promote development in infill areas and areas where infrastructure is already in place (and has excess capacity). It can be expected that the City will avoid unnecessary costs that may be caused by the annexation of proposed SOI areas through comprehensive analysis of the costs and benefits of a proposed development in those areas.

Determination 5.2-5 The City could also avoid unnecessary costs through the construction of joint use facilities, including but not limited to recreational sports fields, parks, or other facilities that could be used by multiple agencies. It is a goal of the City Council to continue partnerships with the local School District and the Chamber of Commerce, an indication of the City's ongoing efforts to work with outside agencies to promote joint use projects.

5.3 Opportunities for Shared Facilities

Determination 5.3-1 The City utilizes interdepartmental staff resource sharing to the extent practicable, which in turn allows joint utilization of facility space as well.

5.4 Current Share Facilities

Determination 5.4-1 Some examples of the City's interagency cooperation efforts include the establishment of mutual aid agreements with the Tulare County Sheriff's Department, the Tulare County Fire Department, and the City of Visalia Hazardous Response Team, to coordinate public safety efforts.

Determination 5.4-2 The City works with Tulare County Association of Governments and Tulare County Resource Management Agency on regional planning issues including transportation, solid waste, and coordinating applications to request State and/or Federal funding for joint projects.

Determination 5.4-3 The City worked with Alta Irrigation District on a joint project that constructed a groundwater recharge facility that dedicated approximately 40 acres to drainage and groundwater recharge.

Determination 5.4-4 The City has an ongoing partnership with the Alta Irrigation District to coordinate storm water runoff related issues with the City. The City has agreements with the Alta Irrigation District on the amount of storm water that may be discharged into streams and ditches. This has resulted in a cost savings to the City as these ditches form a major component in the City Storm Drainage Master Plan.

Determination 5.4-5 The City continues to work with the Dinuba Unified School District to communicate effectively on issues of shared interest. The City should continue its partnership with the school district to coordinate recreational resources and efforts for the betterment of the community.

5.5 Future Opportunities

Determination 5.5-1 The City should continue groundwater recharge efforts by continuing its partnership with the Alta Irrigation District. As groundwater levels in the County continue to dwindle, the importance of groundwater recharge projects correspondingly increase.

Determination 5.5-2 The City should continue to work with the County on efforts to preserve prime agricultural land and discourage development that would result in the loss of such lands. The City can accomplish this through utilization of “smart growth” planning principles, including and promoting higher density developments.

6. ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

6.1 Organizational Structure

Determination 6.1-1 The City of Dinuba, which operates under the council-manager form of government, became a “Charter City” in June of 1994. The Chief Executive Officer is the City Manager who is appointed by the City Council and carries out City policies.

Determination 6.1-2 The City consists of seven departments which include the City Manager’s Office, Administrative Services, Community Services, Development and Engineering Services, Fire Services, Police Services, and Public Works Services.

Determination 6.1-3 There are eight appointed advisory commissions and committees who assist the City Council in making policy decisions.

Determination 6.1-4 The City has an established governmental structure that efficiently meets the needs of the community.

6.2 Practices and Performance

Determination 6.2-1 The Mayor presides over Council meetings, which are held on the second Tuesday of each month at 6:30 p.m. (5:30 p.m. when work sessions are needed) and the fourth Tuesday of each month at 6:30 p.m. in the City Hall located at 405 East El Monte Way.

Determination 6.2-2 Ample opportunities exist for public involvement and input at regularly scheduled City Council meetings. An average of 15 to 20 members of the public attend a typical meeting of the Council while many more attend when a specific neighborhood issue is on the agenda.

7. ANY OTHER MATTER RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY, AS REQUIRED BY COMMISSION POLICY

7.1 Disadvantaged or Other Developed Unincorporated Communities

Determination 7.1-1 The Commission should include the El Monte Mobile Village in the City of Dinuba's SOI as an identified community of interest.

Determination 7.1-2 Pursuant to State law and local policy, the City will need to address annexation of the El Monte Mobile Village in relation to any annexation that would be adjacent to the community.

7.2 Location of Existing City and County Growth Boundaries

Determination 7.2-1 The City and County signed an MOU which includes the statement, "*the identified 20-year UDB shall be conterminous with the SOI set by LAFCO*" and provisions regarding development and land use within the UDB/SOI.

Determination 7.2-2 LAFCO shall determine the SOI for the City of Dinuba pursuant to State law and Tulare County LAFCO Policy C-5 and shall give great weight to the City/County proposed SOI location.

CHAPTER ONE – INTRODUCTION

1.1 Role and Responsibility of Local Agency Formation Commission (LAFCo)

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires all Local Agency Formation Commissions (LAFCOs), including Tulare County LAFCo, to prepare a Municipal Service Review (MSR) for each of its incorporated areas and special districts. The fundamental role of a LAFCo is to implement the CKH Act, providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. These municipal service reviews must be completed prior to, or in conjunction with, the update of a Sphere of Influence (SOI). This review is intended to provide Tulare County LAFCo with all necessary and relevant information related to the operations and management of service providers within the City of Dinuba. This information may be used in considering an update to the City's SOI.

1.2 Purpose of the Municipal Service Review (MSR)

MSRs are intended to provide LAFCo with a comprehensive analysis of service provision by each of the special districts and other service providers within the legislative authority of the LAFCo. This analysis focuses on service providers within the City of Dinuba and makes determinations in each area of evaluation, providing the basis for the Tulare County LAFCo to review proposed amendments to the City's SOI.

The CKH Act defines a Sphere of Influence as "...a plan for the probable physical boundaries and service area of the local agency, as determined by the Commission." The City's SOI therefore represents its probable future boundaries and service area. Because there is current and probable future demand for increased service provision by the City's service providers, the City's physical boundaries are expected to expand in the next 20 years. The City recently updated its General Plan in September 2008. This new General Plan includes an expansion of its Urban Development Boundaries and a new proposed SOI. When enacting and reviewing Spheres of Influence for service providers, the LAFCo considers and makes recommendations based on the following information:

- Present and planned land uses in the area.
- Present and probable need for services in the area.
- Present ability of each service provider to provide necessary services.
- The fiscal, management, and structural health of each service provider.
- The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the service provider.

This MSR has been prepared for Tulare County LAFCo in accordance with the requirements of the CKH Act as a means of identifying and evaluating public services for the City and possible changes to the City's SOI. While it is not the role of the MSR to specifically recommend for or against amending the City's SOI, it does provide an information resource that can be used by LAFCo as a basis for SOI action. The State of California's LAFCo MSR Guidelines (MSR

Guidelines), published in August 2003 and updated in 2007, were used as a guide in the preparation of this MSR.

1.3 Services and Issues Analyzed

In July 2003, Tulare County LAFCo adopted a Municipal Service Review (MSR) exemption policy, which identifies the agencies that would be subject to a review and the extent of that review. The agencies in Tulare County were divided into three (3) categories: agencies subject to a full comprehensive study; agencies subject to a questionnaire study; and agencies exempt from a MSR study. Each of the Cities in Tulare County shall be subject to full review. The policy further identifies that the services subject to review shall be:

- Police protection
- Fire protection
- Water and wastewater
- Solid waste collection and disposal
- Streets and traffic circulation
- Power generation and distribution
- Healthcare

Power generation and distribution is provided by privately owned utility companies. The Pacific Gas and Electric Company (PG&E) provides electricity service and the Southern California Gas Company (SCG) provides natural gas service in Dinuba. Review of the services provided by privately owned and operated utility companies are excluded from this MSR.

Healthcare is provided in Dinuba by a number of privately-owned for-profit and non-profit entities. The City of Dinuba is currently within the boundaries of the Alta Hospital District. However, this District is currently under bankruptcy protection and currently does not provide any services. Hospital services are provided by Hospital Districts outside of the Dinuba area. MSRs for the Alta Hospital District and the neighboring district to the south, Kaweah Delta Healthcare District have been adopted by Tulare County LAFCO. MSRs have also been adopted for the two neighboring healthcare districts to the north (Kingsburg and Sierra-Kings) by Fresno County LAFCO. Because of this, review of healthcare services has been specifically excluded from this report.

The most recent MSR prepared for Tulare County LAFCo to address provision of services within the City of Dinuba was prepared in 2006. This MSR is intended to update that information due the adoption of the 2008 City of Dinuba General Plan Update.

1.4 Methodology and Approach to this MSR

The process began with a survey delivered to each service provider, seeking information, planning and budgetary documents, and records related to the provision of municipal services. After reviewing the information collected, the consultant conducted follow-up consultation where necessary, through e-mail and telephone to identify remaining information needs, discuss operational and technical issues, and resolve discrepancies in materials received.

Once all necessary information was collected, analysis was conducted for each of the service providers. This analysis, which considered all of the topics required by the CKH Act, is presented in Sections 2 through 7 of this document. Once the analysis was complete, determinations were made regarding the ability of the service providers to effectively and efficiently provide services. These determinations correspond to the topic areas set forth in the CKH Act. The determinations represent the conclusions of Tulare County LAFCo regarding each of the service providers, based on the information provided and statements made by the service providers.

The MSR contains analysis and conclusions, referred to in this document as determinations, regarding six topic areas set forth in the CKH Act. These areas of analysis contain the essential operational and management aspects of each service provider, and together constitute a complete review of the ability of the providers to meet the service demands of the residents and businesses within the City of Dinuba. The six topic areas used for analysis in this MSR are as follows:

- Growth and Population Projections
- Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies
- Financial Ability to Provide Services
- Status of, and Opportunities for, Shared Facilities
- Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies
- Any other matter related to effective or efficient service delivery, as required by Commission policy

The following chapters provide an explanation of the specific operational and management aspects considered in each of these topic areas:

CHAPTER 2 GROWTH AND POPULATION PROJECTIONS

Service efficiency is linked to a service provider's ability to plan for future need while meeting existing service demands. A service provider must meet current customer needs, and also be able to determine where future demand may occur. This section reviews demand projections and service needs based upon existing and anticipated growth patterns and population projections.

CHAPTER 3 PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

Infrastructure can be evaluated in terms of condition, capacity, availability, quality and relationship to operational, capital improvement and finance planning. This section assesses the adequacy and quality of the service providers' physical infrastructure, and analyzes whether or not sufficient infrastructure and capital are in place (or planned for) to accommodate planned future growth and expansions.

CHAPTER 4 FINANCIAL ABILITY TO PROVIDE SERVICES

This section analyzes the financial structure and health of the City with respect to the provision of services. This analysis considers rates and service operations, as well as other factors affecting the City's financial health and stability, including factors affecting the financing of needed infrastructure improvements and services. Compliance with existing State requirements relative to financial reporting and management is also discussed.

CHAPTER 5 STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined in this section. Occurrences of facilities sharing are listed and assessed for efficiency, and additional potential sharing opportunities to better deliver services are discussed.

CHAPTER 6 ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

This section addresses the adequacy and appropriateness of the City's existing boundary and sphere of influence, and evaluates the ability of the City to meet its service demands under its existing government structure. Also included in this section is an evaluation of compliance by the City with public meeting and records laws.

CHAPTER 7 ANY OTHER MATTER RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY, AS REQUIRED BY COMMISSION POLICY

Commission Policy C-5.11 (Spheres of Influence-Municipal Service Reviews) requires that MSRs identify the location and characteristics, including service and infrastructure needs or deficiencies, of any disadvantaged or other developed communities outside existing agency boundaries but inside or adjacent to the SOI and make recommendations regarding possible ways to address needs and discrepancies. The MSR must also identify the location of existing city and county growth boundaries and determinations shall be made with regard to their continuity/discontinuity to the existing SOI.

1.5 Public Review and MSR Adoption Process

The Final Draft MSR will be released for public review for a period of at least 21 days. After that, the Commission will hold a public hearing before accepting the document at one of their regular meetings.

1.6 Background, Setting and History

The City of Dinuba, founded in 1888 and incorporated in 1906, is located in northwestern Tulare County in the heart of the agriculturally rich San Joaquin Valley. The City of Dinuba operates under the Council-Manager form of government, and became a "charter" City in June 1994. The City provides the following services that are subject to a municipal service review: public safety (police, fire protection, and ambulance service), domestic water, sanitary sewer collection,

treatment and disposal, transportation, parks and recreation, and vocational training. The City of Dinuba contracts with a private carrier to provide pickup of solid waste within the City limits.

Dinuba takes pride in maintaining small town traditions and values, while continuing to promote economic development for the betterment of the community. Dinuba is located near the center of the southern San Joaquin Valley with easy access to the entire valley, the rest of the state, and the 11-state Pacific Coast/Intermountain west market area. Freight can be delivered overnight to the San Francisco Bay Area, Los Angeles Area, Sacramento, and parts of Oregon, Arizona and Nevada. Fresno to the north and Visalia to the south are rapidly growing metropolitan areas that provide a market for a wide range of products. The City is dedicated to the continued prosperity of the community, as well as maintaining a high quality of life which is achieved by commitment to growth and community development and providing incentives for local business and entrepreneurs. The City provides the following incentives to promote economic activity in the City: immediate access to sites, fast tracking commercial and industrial permits, on site plan review for change orders, relocation assistance, and applications for state/federal grants for offsite improvements, among others.

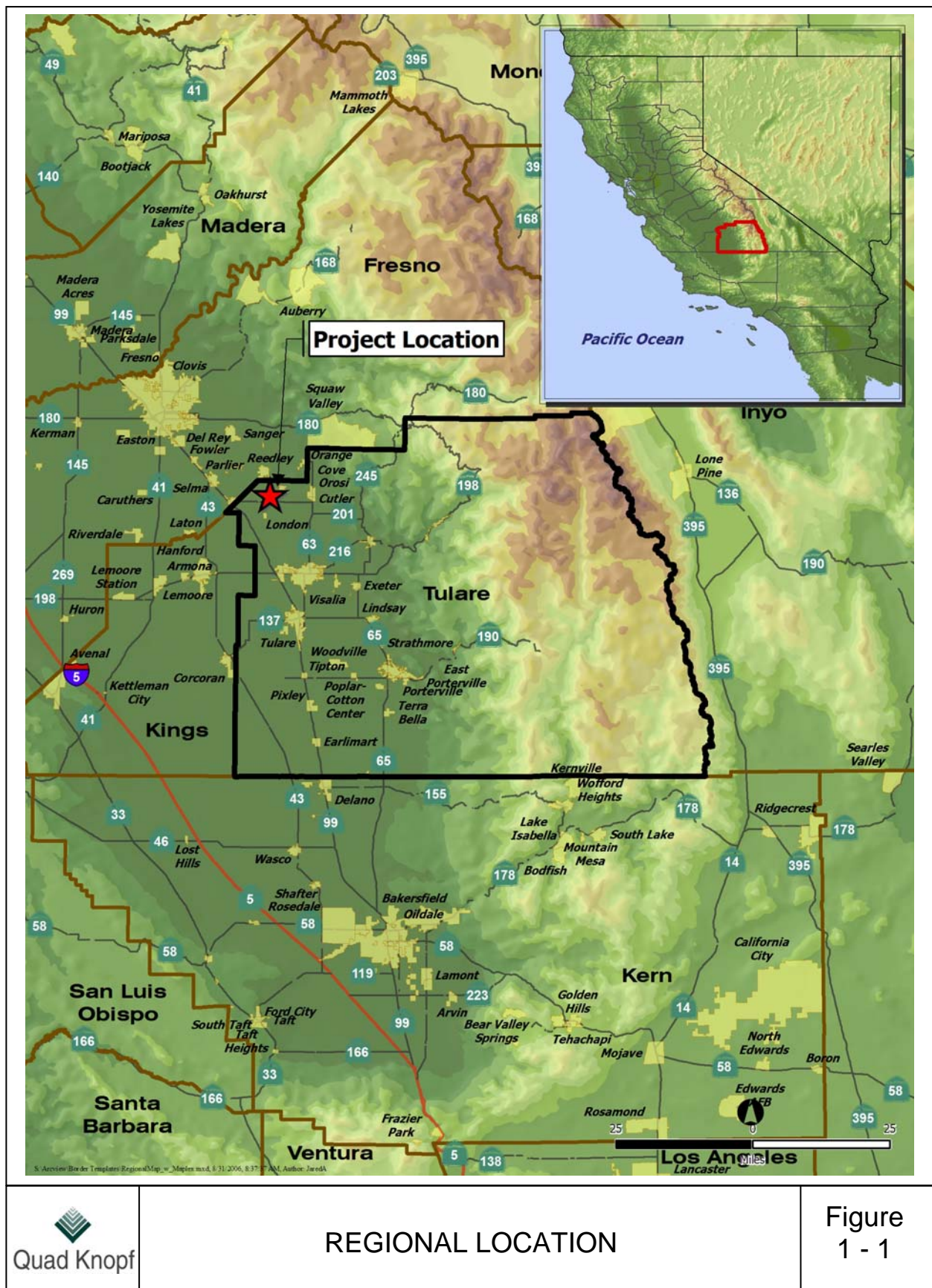
Dinuba's location is shown in Figure 1-1. Incorporated cities surrounding Dinuba include Visalia to the south, Woodlake to the southeast, Orange Cove to the northeast, Reedley to the northwest, and Selma and Kingsburg to the west. Smaller sized unincorporated communities surrounding Dinuba include Sultana, Cutler, Orosi, and East Orosi to the east, and Delft Colony and London to the southwest. Cutler, Orosi, and East Orosi each have separate public utility districts that provide limited urban services. The current City Limit Boundary and the currently adopted Sphere of Influence (SOI) for the City of Dinuba are illustrated in Figure 1-2.

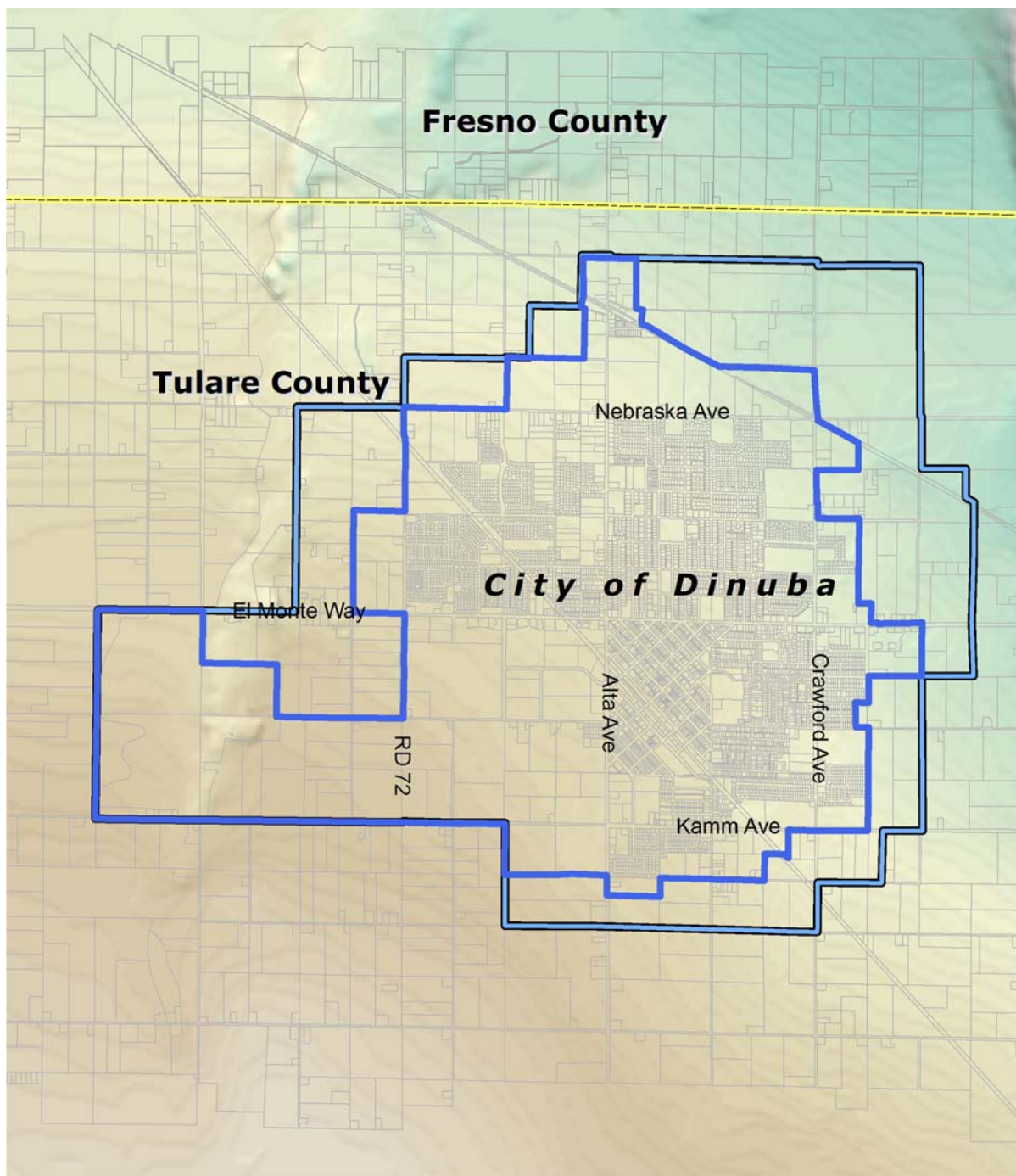
The City's first Sphere of Influence was established by Tulare County LAFCo in 1974. The City's first Municipal Service Review (MSR) was completed in May 2006. A comprehensive Sphere of Influence update was completed in April 2007. This MSR is an update to the 2006 MSR.

Determination 1.6-1 The City of Dinuba, founded in 1888 and incorporated in 1906, is located in northwestern Tulare County in the heart of the agriculturally rich San Joaquin Valley. The City of Dinuba operates under the Council-Manager form of government, and became a “charter” City in June 1994.

Determination 1.6-2 The City's first Sphere of Influence was established in 1974. The last Dinuba Sphere of Influence Update occurred in April 2007.

Determination 1.6-3 The City's first Municipal Service Review (MSR) was completed in May 2006. This MSR is an update to the 2006 MSR.





Legend

- County Boundary
 City Limits
 Sphere of Influence

* City Limits and Sphere of Influence as of November 2008



DINUBA CITY LIMITS AND SPHERE OF INFLUENCE

Figure
1 - 2

CHAPTER TWO – GROWTH AND POPULATION PROJECTIONS

The purpose of this section is to present historical and projected growth patterns and population projections to establish a baseline for the evaluation of current and future service needs.

2.1 *Historical Data & Population Projections*

Historical population data and future projections have been obtained from the U.S. Census Bureau, and the California Department of Finance. For analysis purposes, this data is compared to other source data relating to growth and population including the City's General Plan population projections. Historical census data indicates that the City of Dinuba had a population of 12,743 in 1990, 16,844 in 2000, and 21,453 in 2010. This equates to an average annual growth rate of approximately 2.64% between 1990 and 2010.

The *City of Dinuba General Plan Update* (GPU) (2008) provides population projections in ten year increments, between 2010 and 2030, as follows.

- Year 2010 Population: 22,192
- Year 2020 Population: 29,348
- Year 2030 Population: 38,813

Table 2-1 compares the City of Dinuba's population to the overall population of Tulare County for years 1990, 2000, 2010, and projected for years 2020, 2030 and 2040. County and City projections are based upon their respective 1.76% and 2.64% average annual growth rates between 1990 and 2010.

Table 2-1
City of Dinuba Historical and Projected Population

Year	Tulare County	Dinuba	% of Total County Population
1990	311,921	12,743	4.1%
2000	368,021	16,844	4.6%
2010	442,179	21,453	4.9%
2020	526,471	27,893	5.3%
2030	626,833	36,266	5.8%
2040	746,326	47,153	6.3%

Notes: 1) 1990 to 2010 population data based on U.S. Census Data

2) 2020 to 2040 population projection based in 1990 to 2010 average annual growth rates

As indicated in Table 2-1, it is estimated that Dinuba's population will reach approximately 27,893 by year 2020 while extrapolating its historical growth rate results in an estimated population of 36,266 by 2030. Since incorporated cities in Tulare County have typically experienced higher growth rates than the unincorporated areas of Tulare County, it is anticipated

that Dinuba will comprise approximately 5.8% of the overall County population by year 2030, compared to 4.9% in 2010.

Based upon information obtained from Tulare County's Geographic Information System (GIS), the City Limits of Dinuba incorporates approximately 4,174 acres of land, while the City's current SOI incorporates approximately 6,173 acres of land, both which include the City's Waste Water Reclamation Facility area.

The City General Plan Update population projections beyond 2010 are higher than the historical annual growth rate (i.e. 3.0% compared to 2.64%). Although historical trends indicate an average annual growth rate around 2.64%, the City projects that the annual growth rate through 2030 could at times be as high as 4% to 5%.

Determination 2.1-1 U.S. Census data indicates that Dinuba had a 1990 population of 12,743, and a 2000 population of 16,844, and a 2010 population of 21,453. These trends indicate that Dinuba's population is growing at an average annual rate of approximately 2.64%.

Determination 2.1-2 Based upon historical population trends, at an average annual growth rate of 2.64%, Dinuba's 2020 and 2030 population are projected to be 27,893 and 36,266, respectively. These projections are less (by 5.0% in 2020 and 6.6% in 2030) than those contained in the City of Dinuba General Plan Update, which assumed an annual average growth rate of 3.0%.

2.2 Planning Documents

The City of Dinuba plans for future growth through the implementation of policies and standards set forth in its General Plan. The General Plan is a long-term, comprehensive framework to guide physical, social and economic development within the community's planning area. Dinuba's General Plan is a long-range guide for attaining the City's goals within its ultimate service area and accommodating its population growth to the year 2026. The *City of Dinuba General Plan Update*, adopted September 23, 2008, coordinates all components of the City's physical development and sets objectives, policies and standards which guide future growth within the City's planning area.

The City's General Plan Update included updates of the following General Plan Elements; land use, circulation, open space, conservation and recreation, urban boundary, urban design, noise, public services and facilities, safety and housing. The City's Housing Element was updated in 2010, and amended in September 2011. The State Housing and Community Development Department certified the amended document in January 2012. The City's General Plan provides the foundation and policy base to guide future growth within the City.

The City also plans for future growth through the preparation and implementation of specific plans and master plans. In March 1992, the City adopted the Southwest Dinuba Specific Plan, which established land use, circulation and public facilities planning for approximately 626 acres

of land in the southwest Dinuba Area. The Northwest Dinuba Specific Plan, adopted May 2003, generally covers the square mile of land between Road 72 and Alta Avenue and Nebraska Avenue and El Monte Way. A specific plan for the northeast area of the City has also been developed. The City is currently in the process of developing the West Dinuba Specific Plan which covers a large area on the west side of Dinuba and the unincorporated areas to the west. This specific plan is expected to be adopted in 2014. The City also master plans public infrastructure systems including, but not limited to, water, sewer, and storm drainage systems. These infrastructure master plans are discussed further in a subsequent section of this report.

Determination 2.2-1 The City plans for future growth through the implementation of policies and standards set forth in its General Plan. Dinuba's General Plan was updated in 2008, and is a long-range guide for attaining the City's goals within its ultimate service area and accommodating its population growth to the year 2031. The City's General Plan provides a policy base to guide future growth within the City.

Determination 2.2-2 The City also plans for future growth through the preparation and implementation of specific plans and master plans. The City previously adopted the Southwest Dinuba Specific Plan in 1992, the Northeast Dinuba Specific Plan in 2001, and the Northwest Dinuba Specific Plan in 2003. The City is currently preparing the West Dinuba Specific Plan. The City also maintains master plans for public infrastructure systems including water, sewer, and storm drain systems. An update to the Sewer Master Plan was completed in 2010.

2.3 Planning Boundaries

In addition to an SOI, which is defined by LAFCO as the "...physical boundary and service area that a local government agency is expected to serve..." the City's General Plan identifies 10- and 20-year Urban Development Boundaries (UDBs) based upon the capabilities of the City to accommodate new growth. These boundaries were modified with the 2008 General Plan Update. Tulare County's General Plan also contains a UDB for Dinuba that is based upon the Dinuba General Plan prior to the 2008 Update.

The Tulare County General Plan contains an Urban Boundaries Element which sets forth policy regarding development within municipal fringe areas surrounding incorporated cities. The following are excerpts from the County of Tulare General Plan Policy Summary Section 1 – Land Use and Urban Boundaries.

"This plan element establishes Urban Development Boundaries which define twenty-year planning areas around incorporated cities in which the County and cities will coordinate plans, policies, and standards relating to building construction, subdivision development, land use and zoning regulations, street and highway construction, public utility systems, environmental studies, and other closely related matters affecting the orderly development of urban fringe areas. Within these boundaries, the cities and the County may also establish planning areas representative of shorter time periods in order to assist in more precise

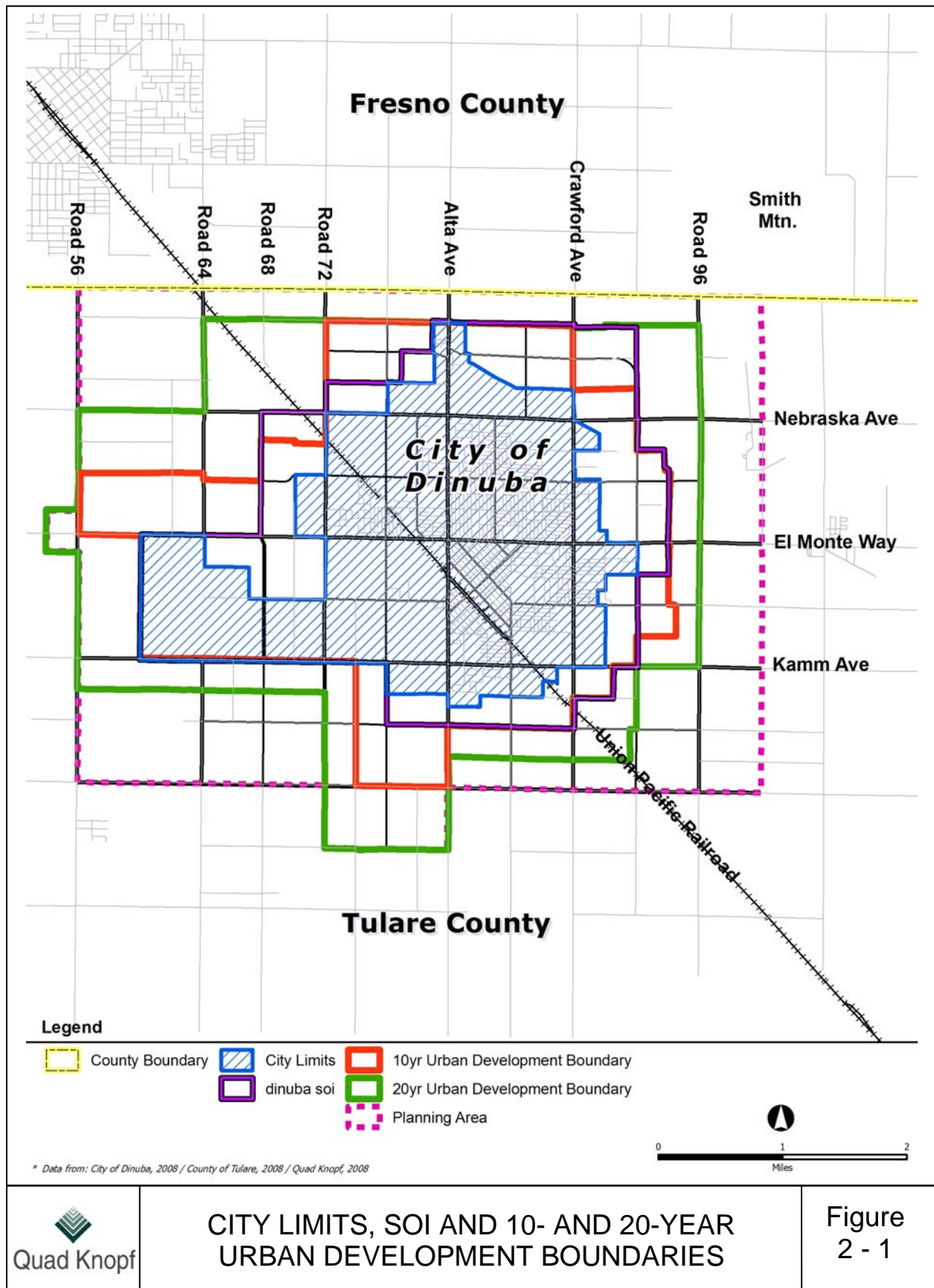
implementation of community plans and policies. It is recognized that these boundaries provide an official definition of the interface between future urban and agricultural land uses.”

“This plan element establishes Urban Area Boundaries, which define the area where land uses are presumed to have an impact upon the adjacent incorporated City, and within which the cities’ concerns are to be given serious consideration as part of the land use review process. The Urban Area is considered to be the next logical area in which urban development may occur and the area within which Urban Development Boundaries may ultimately be expanded. Modification of Urban Development Boundaries will be considered at such time as the land use plan for a community is revised to reflect changing needs and circumstances or an extended time frame. Preservation of productive agricultural lands shall be of the highest priority when considering such modifications, and expansion of Urban Development Boundaries to include additional agricultural land shall only occur as a last resort.”

Urban development is to occur only within the incorporated City Limits, with certain exceptions. Within the 20-year UDB, development proposals are referred to the City for annexation according to adopted plans. If the City cannot, or will not, annex, Tulare County considers the proposal on its merits. Figure 2-1 shows the City Limits and SOI in comparison to the City’s 10- and 20-year UDB’s. The City’s SOI and City limits are coterminous in many areas, as shown in Figure 2-1.

The City of Dinuba adopted a 10-year urban development boundary as part of its GPU, based upon the capabilities of the City to accommodate new growth. It is anticipated that the City will open up its 20-year UDB for development sometime between 2012 and 2015, although the time frame could vary significantly based upon development demand. The adoption of tiered UDB’s also promotes orderly development by discouraging “leap frog” development.

As indicated on Figure 2-1, the City’s SOI generally lies within the City’s 10-year UDB except for a small area north of Kamm Avenue and east of Road 92 (approximately 10 acres). Land outside of the City’s 20-year UDB and SOI, but within the planning area, as depicted on Figure 1.1-2, is classified primarily as “Urban Reserve” by the City’s General Plan Land Use map. However, there are some additional areas outside the 20-year UDB which are designated Low Density Residential, Greenbelt, and Industrial Reserve. Consistent with City and County General Plan policies, development proposals within the 20-year UDB are generally referred to the City for annexation consideration. Therefore, it can be reasonably concluded that the City would be expected to provide public services for developments proposed within its 20-year UDB. For this reason, a City’s SOI should, at a minimum be coterminous with, or extend beyond the established 20-year UDB.



The City's General Plan planning area boundary incorporates all land within the City's SOI, and 10- and 20-year UDB's, including a buffer area containing land outside of the City's SOI, and 20-year UDB. The City's GPU designates greenbelts along the eastern, northern, and northwestern boundaries of the General Plan planning area (outside of the established 20-year UDB), more specifically, east of Road 96, north of Avenue 430, and west of Road 64 north of Nebraska Avenue.

Pursuant to Tulare County LAFCO Policy C-5.2, where differences exist between the County and City adopted 20-year UDB, the Commission shall determine which boundary most closely reflects the statutory requirements or intent of the Cortese-Knox-Hertzberg Act for the setting of SOIs. Should LAFCO determine that no existing Planning Boundary complies with the statutory requirements or intent of the Cortese-Knox-Hertzberg Act, the Commission shall determine the twenty-year growth boundary independently of other agencies. In all cases of conflicting boundaries, the commission shall attempt to reconcile the various boundaries and the Sphere of Influence before adoption. The conflicting UDBs and SOI boundaries are discussed in more detail in Chapter 7.

Determination 2.3-1 The Tulare County General Plan contains an Urban Boundaries Element which sets forth policy regarding development within municipal fringe areas surrounding incorporated cities.

Determination 2.3-2 According to adopted plans, urban development is to occur only within the incorporated City Limits, with certain exceptions. Within the 20-year UDB, development proposals are referred to the City for annexation. If the City cannot, or will not, annex, Tulare County considers the proposal on its merits.

Determination 2.3-3 The City adopted a 10-year and a 20-year UDB in its General Plan Update, based upon the capabilities of the City to accommodate new growth. The adoption of tiered UDB's promotes orderly growth by discouraging "leap frog" development from occurring.

Determination 2.3-4 Consistent with City and County General Plan policies, and LAFCo's boundary definitions, a City's SOI should, at a minimum, be coterminous with, or extend beyond an established 20-year UDB. The current SOI is coterminous and extends beyond the County's 20-year UDB but is significantly smaller than the City's existing 20-year UDB. The current SOI is approximately contiguous with the City's former 20-year UDB from the 1997 Dinuba General Plan.

Determination 2.3-5 The Dinuba City limits currently include 4,147 acres. The area inside the City's 10-year UDB comprises 7,061 acres, and includes all the land in the city limits. The 20-year UDB contains 10,413 acres.

Determination 2.3-6 The City's SOI currently contains 6,173 acres. The City's original SOI was established in 1974 with 3,844 acres. Since 1974, 2,334 acres have been added, with 710 of those acres added for the City's Reclamation, Conservation and Recreation (RCR) project. This project combines the City's Wastewater Reclamation Facility (WWRF) with an 18-hole golf course to promote water reclamation and reuse.

Determination 2.3-7 Pursuant to Tulare County LAFCO Policy C-5.2, where differences exist between the County and City adopted 20-year UDB, the Commission shall determine which boundary most closely reflects the statutory requirements or intent of the Cortese-Knox-Hertzberg Act for the setting of SOIs. Should LAFCO determine that no existing Planning Boundary complies with the statutory requirements or intent of the Cortese-Knox-Hertzberg Act, the Commission shall determine the twenty-year growth boundary independently of other agencies. In all cases of conflicting boundaries, the commission shall attempt to reconcile the various boundaries and the Sphere of Influence before adoption.

2.4 Land Use

Major industries in Dinuba are concentrated in warehousing and distribution, food processing and agriculture production. Key economic growth opportunities identified in the City's GPU include a combination of large scale and small scale industrial developments. Large scale, heavy industry development could occur in agricultural chemicals and fertilizers, and in some of the food processing and packaging material production industries, subject to industrial pretreatment. Wholesale and distribution centers may also be a large scale development opportunity. Other growing business sectors represent smaller scale light industrial opportunities.

Dinuba's Land Use Element designates the general distribution of land for residential, commercial, industrial, agricultural and governmental development. The plan includes land outside the City's boundaries, providing a comprehensive growth and development plan.

The City's website contains extensive information with regard to economic development within Dinuba. The economic development section on the City's website includes information regarding available industrial sites (including a map of the Industrial Area), business incentives, a one-stop permit center, and redevelopment. Dinuba's industrial park, which totals approximately 690 acres, is located in the southwest portion of the City, and is generally bounded by El Monte Way to the north, Kamm Avenue to the south, Alta Avenue to the east, and Road 72 to the west. As indicated on the City's website, there are approximately 366 acres of M-1 zoned land available and 58 acres of C-4 zoned land available for development.

The City commits itself to the growth and prosperity of the community by providing the following incentives to local businesses and entrepreneurs.

- Immediate access to sites
- Fast tracking industrial and commercial permits
- On-site plan review for change orders

- Dedication of Tulare County Economic Development Corporation staff to assist with business loans
- Assistance with relocation through local realtors
- Application for State/Federal Grants and Loans for off-site improvements
- Enterprise zone benefits

The City's one stop permit center was established to fast track commercial and industrial projects through the permit process.

As identified in the City's GPU, Dinuba has established a redevelopment agency and adopted the Downtown Urban Design Plan. The purpose of the plan is to reverse the declining economy of the downtown and to maintain the area as a commercial, cultural, and aesthetic center of activity. The redevelopment process continues to be an important development tool not only in the downtown but in other blighted areas of the City.

The City's General Plan Land Use Element outlines several policies relating to land management, and development within and surrounding the City. Some of these policies, which could be seen as applicable to the SOI amendment and MSR process, are reiterated below.

Policy 1.44: "The City should undertake a review of the General Plan's demographic, financial, land use demand and supply, and infrastructure assumptions no less frequently than once every five years to provide an opportunity for necessary mid-term modifications to the General Plan. This review should include public participation."

Policy 1.45: "Prior to annexation, specific plans and master plans should be utilized, where appropriate, to implement the General Plan."

Policy 4.1: "First priority shall be given to development of vacant, underdeveloped, and/or redevelopable land where urban services are or can be made available. Parcels should be substantially contiguous to existing development."

Policy 4.2: "Identify and use natural and man-made edges such as local roadways and waterways, as urban development limits for growth phasing lines."

Policy 4.3: "Utilize low density residential land uses as a buffer and transition between long-term agricultural uses and urban development."

Policy 4.4: "Prohibit the premature conversion of agricultural lands where agricultural preserves are present."

Policy 4.6: "Establish 10- and 20-year Urban Development Boundaries which include the City's ultimate physical boundary and service area for the next 20 years (2006-2026) plus an urban reserve and greenbelt area comprising an additional 30 percent."

Policy 4.8: “Maintain separation between Dinuba and the Cutler-Orosi Area, Reedley and Fresno County through the continuation and expansion of the City’s greenbelt.”

Policy 7.2: “Developers shall prepare an infrastructure and public services assessment as part of the annexation application to determine infrastructure needs, feasibility, timing, and financing. It is the policy of the City that new growth shall pay its own way.”

As prescribed by General Plan Policy, the City should undertake a review of its current land use demand and supply no less than once every five years. It is recommended that the City coordinate this process with the scheduled updates to its Sphere of Influence. Following mid-term General Plan reviews of land demand vs. supply, it is recommended that the City determine the need to explore opportunities to adjust its SOI. The process should include public participation, and stakeholder workshops.

Determination 2.4-1 The City’s updated General Plan contains a number of policies that serve to promote development on vacant and underdeveloped properties, and protect against the premature conversion of agricultural land.

Determination 2.4-2 As prescribed by the General Plan Update, the City should undertake a review of the land use demand and supply no less than once every five years. It is recommended that the City coordinate this process with scheduled SOI updates to determine any modifications that may be necessary.

2.5 Annexations

There have been no annexations to Dinuba since 2008. Between 2006 and 2008, Dinuba annexed approximately 279 acres via four annexations. Between 2004 and 2005, the City annexed approximately 1,014 acres of land into the City limits, of which 684 acres was land generally located north of Kamm Avenue and west of Road 72, known as the Resource, Conservation and Recreation (RCR) project. In 2002, the City annexed over 800 acres of land into the City, including 384 acres in the northwest area of the City, and 61 acres at the WWTR site, and 362 acres in the southwest, south, and southeast areas of the City.

The majority of new residential and commercial growth in Dinuba is expected to continue to the west along the El Monte Way corridor with additional development pockets in the northeast and southeast. Future industrial growth is expected to occur in the industrial park south of El Monte Way and west of Alta Avenue. Regional and linear parks are proposed north of El Monte Way and west of Road 70.

Determination 2.5-1 Dinuba has annexed approximately 279 acres of land since the last MSR update in 2006. The latest annexation was in 2008.

2.6 *Regional Housing Needs Allocation*

The Tulare County Association of Governments Regional Housing Needs Assessment Plan (RHNA) dated July 2008 projects the need for 1,086 new housing units in the Dinuba between January 1, 2007 and July 1, 2014. According to the RHNA, Dinuba's fair share target housing needs are 178 units for very low income households, 145 units for low income households, 179 units for moderate income households, and 585 units for above moderate income households. The City of Dinuba adopted a Housing Element in 2010, and amended it in September 2011, based on these allocations. The State Department of Housing and Community Development certified the Housing Element in January 2012.

CHAPTER THREE – PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES

The purpose of this section is to evaluate the infrastructure needs and deficiencies of the City of Dinuba in terms of availability of resources, capacity to deliver services, condition of facilities, planned improvements, service quality, and levels of service.

LAFCO is responsible for determining that an agency requesting an SOI amendment is reasonably capable of providing needed resources and basic infrastructure to serve areas within the City and its SOI. It is important that these findings of infrastructure and resource availability are made when revisions to the SOI and annexations occur. LAFCO accomplishes this by evaluating the resources and services to be expanded in line with increasing demands.

3.1 Capital Investment Program (2009-2013)

The preparation of the City's five-year Capital Investment Plan/Program (CIP) involved several months of planning and development by key management team members who evaluated the City's Capital Investment needs to accommodate the community both now and in the future. The five-year CIP reflects the City Council goals and targets for capital improvements that implement the General Plan strategies. The Council has included the FY 2009/10 portion of the CIP in the City's budget. The City's CIP is a systematic program of planning in advance for capital improvements to the community. The CIP includes projects that help achieve the following:

- Acquire lands for community projects such as streets, utilities, drainage basins and park expansions;
- Repair, reconstruct or rehabilitate public facilities to extend their useful life, preserve the community's investment in these facilities and maintain the quality of life in the community;
- Expand or extend public facilities consistent with the General Plan;
- Facilitate the development and redevelopment of the community's commercial and industrial base.

The FY 2009-13 CIP specifies a total of 17 projects consisting of four (4) transportation projects totaling approximately \$36,166,000; three (3) storm drain projects totaling approximately \$3,207,000; four (4) water projects totaling approximately \$1,055,000; two (2) sewer projects totaling approximately \$8,459,000; and four (4) other projects totaling approximately \$739,000. The total cost to complete all of the proposed projects is approximately \$49,626,000.

The CIP is also used as a planning tool to assist the community in its orderly development in the acquisition of municipal facilities and to assure that service needs for the future are met. The CIP ties the City's physical development to goals and decisions expressed through hearings, citizen advisory groups, City staff, and other planning documents such as the City's General Plan. The CIP identifies projects which meet City goals and it also matches projects with

available funds, including from various City reserve funds, user fees, state and federal grants, bonds, and loans.

CIP projects are required to be consistent with 1) the City's General Plan; 2) facility plans and related documents; 3) the City Council's targets; and 4) mandates from state or federal regulatory agencies. Projects identified in the City's CIP are ranked on a priority scale of I to IV. Priority I projects are those which have available funding (i.e. available grants and outside sources); those which promote economic development (i.e. create jobs, increase revenues); those which are mandated by state or federal agencies; and those which resolve critical safety issues and benefit multiple agencies. Priority II projects address basic safety, law enforcement, health and welfare concerns in the community. Priority III projects enhance quality of life and improve the livability in the community, such as providing cultural, recreational, and/or aesthetic value. Priority IV projects are those which will improve the community but do not necessarily need to be completed within a five year time frame. The project may protect prior community investment in public facilities and infrastructure. Funded CIP projects are categorized into the following six program areas.

- Transportation Projects
- Storm Drain Projects
- Parks Projects
- Water Projects
- Sewer Projects
- Other Projects

The City's 2009-2013 CIP identifies 16 revenue sources (bonds, funds, income, etc.) from which CIP projects are funded. The CIP provides a comprehensive description of each revenue source, and how the resources are allocated. Projects for which funding is currently not available, but which are considered important in carrying out the goals of the City Council, are included in a separate section of the City's CIP for future planning efforts.

Determination 3.1-1 The City's CIP provides a foundation and planning tool to assist in the orderly acquisition of municipal facilities and to assure that service needs for the future are met.

Determination 3.1-2 The CIP ties the City's physical development to goals and decisions expressed through hearings, citizen advisory groups, City staff, and planning documents, including the City's General Plan.

Determination 3.1-3 The CIP identifies 16 revenue sources from which CIP projects are funded, provides a comprehensive description of each revenue source, and describes how the resources are allocated.

3.2 Domestic Water

The City's water supply is derived from nine active deep underground water wells which have a total maximum production of approximately 14.7 million gallons per day (MGD), or approximately 10,250 gallons per minute (GPM). The City's water system also includes two elevated storage tanks with a total of 1.25 MG of water storage, a 2.0 MG ground level tank with a booster pump station, over 1,300 water valves, over 550 fire hydrants, and approximately 60 miles of water transmission and distribution pipelines. A Granular Activated Carbon (GAC) filtration system, which treats the groundwater prior to being chlorinated and distributed, is located at Well #14. The following information with regard to domestic water production was obtained from City staff.

- Daily Average = 4.2 MGD
- Maximum Capacity = 14.7 MGD
- Maximum Daily Demand = 7.3 MGD

Based upon the maximum daily demand of 7.3 MGD, it is estimated that the City's water system is currently operating at approximately 50% of its capacity.

The City's water system is 100% metered, which promotes water conservation. There are approximately 5,020 total connections to the City's water system, including 4,580 residential connections, 485 commercial connections, and 5 industrial connections. In spring 2004, the City began a locally funded water system enhancement project that included the construction of a 12" water main along portions of Kamm Avenue and Crawford Avenue. The project improved the quantity and reliability of domestic water delivered to that area of the City.

The City's water supply and distribution system was studied as part of the *Water System Evaluation/Water Quality Evaluation* (Boyle Engineering, September 1993). The study area in the *Water System Evaluation/Water Quality Evaluation* incorporated a study area of approximately 3,375 acres. The City has continually implemented several improvements to the domestic water system consistent with recommendations contained in the *Water System Evaluation/Water Quality Evaluation*. As of the preparation of the 1997 GPU the City had implemented the following water system improvements as recommended in the *Water System Evaluation/Water Quality Evaluation*.

- Removed five wells from service due to water quality issues
- Constructed five new wells for domestic use
- Installed standby power units at two wells
- Various distribution system (pipeline) improvements

As a result of sustained growth and a desire to maintain adequate potable water to meet peak domestic demands, emergency supply, and fire flow requirements, the City authorized the preparation of the Water Master Plan. Boyle Engineering prepared the City's Water Master Plan which was adopted on January 29, 2008. The Water Master Plan provides the City with a tool for planning its water supply and distribution system through the year 2020. The City desired

the preparation of a computer network model of the system and review of their overall operation of the water system to meet present and future demands to the year 2020.

The proposed improvements recommended in the Water Master Plan include improving the pressure distribution, system redundancy, water circulation, emergency and fire flow, water quality, groundwater recharge, and overall system operation and monitoring. The priority of these recommended improvements are somewhat subjective and may vary somewhat due to budgeting, construction scheduling, and utility owner preferences.

The City's CIP ensures that Dinuba can continue to provide an adequate water supply and distribution system to the growing community for the next decade. There are four water projects, described in detail below, identified in the City's 2009/2013 CIP.

Community Water System Improvements – This Priority II project has a purpose of providing a more dependable, cleaner source of water to the community. The project, which is annually funded through FY 2012-13, includes the replacement of undersized mains, wharf-head hydrants, dead end mains, and mains that are no longer cost effective to maintain. The project protects the City's investment in its infrastructure by ensuring the facilities remain in good condition, reduces loss of service due to system failures, and contributes toward maintaining the City's current fire rating by replacing and modernizing fire hydrants. The project is locally funded through transfers from the Water Construction Fund, and Water System Development Charges.

Community Water Well Improvements – This Priority II project has a purpose of providing a cleaner, safer water supply to the community. The project, which is funded every other year through FY 2012-13, includes the installation of one chlorine generator and injection unit per well site every other year at a total of six potential well sites. The project also includes water well rehabilitation. The project is consistent with current mandates by the Department of Health Services, and gives the City the ability to chlorinate the water distribution system in emergencies (water sample failures due to intrusion from natural occurrences, disasters, and security breeches). The project is locally funded through transfers from the Water Construction Fund.

Well No. 19 – This Priority I project has a purpose of improving water system pressure and reliability. This project has now been completed. The project, which was funded for FY 2008-09, included the construction of a new well located at the new Public Works Yard in the southeast section of the City. The now-completed well includes an automatic starting backup power system. The project was funded through a State of California Safe Drinking Water Loan, which will be repaid through water user and system development charges.

Northeast Water Reservoir – This Priority I project has a purpose of providing an emergency supply of domestic water for the City. This project has now been completed. The project, which was funded through FY 2008-09, included the construction of a two million gallon ground level tank and booster pump station in the northeast section of the City. The project provides a reserve supply of potable water and increases water pressures in the northeast section of the City. The project was funded through a State of California Clean Water Loan, which will be repaid through water user and system development charges.

The City's approach to planning for and implementing water system improvements is excellent, which is demonstrated by the City's dedication to aggressively seeking outside grant/loan funding and commitment to ensuring that adequate funding is allocated towards the City's five year CIP.

The Urban Water Management Planning Act requires the Department of Water Resources to evaluate Urban Water Management Plans adopted by urban water suppliers pursuant to Section 10610.4 (c) and submitted to the Department no later than 30 days after adoption and updating once every five years, on or before December 31 in years ending in five and zero. Based upon information obtained from the Department of Water Resources, Dinuba complied with the Urban Water Management Planning Act (for 2000), as their Urban Water Management Plan (UWMP) was found by the California Department of Water Resources to be complete. Dinuba's 2005 UWMP was submitted to DWR in April, 2006. Dinuba is currently updating its UWMP and anticipates its completion in 2012. State funding for urban water improvements are often necessary to aid agencies in providing quality water service, especially during drought periods.

Determination 3.2-1 The City's water supply is derived from nine active groundwater wells, which have a total maximum production of approximately 10,250 GPM.

Determination 3.2-2 Average demand on the water system is about 4.2 MGD, and the maximum daily demand is about 7.3 MGD. The maximum supply capacity of water system is 14.7 MGD, indicating that the City's water system is operating at approximately 50% of its capacity.

Determination 3.2-3 The City's water system supports 5,020 total connections, including 4,580 residential connections, 485 commercial connections, and 5 industrial connections. All connections to the City's water system are metered, which promotes water conservation.

Determination 3.2-4 City staff has indicated that the City has an adopted water conservation ordinance but it has not been necessary to impose restrictions in recent years. It is recommended that the City consider posting the water conservation ordinance on its website as a way of continuing to promote water conservation in the City and potentially increase the level of public participation

Determination 3.2-5 The City updated its Water Master Plan in 2008. The Plan covers planned growth of the City's water system through the year 2020.

Determination 3.2-6 The City's CIP ensures that Dinuba can continue to provide adequate water supply to the growing community for the next decade. The City's approach to planning for and implementing water system improvements is excellent, and is demonstrated by the City's dedication to aggressively seeking outside grant/loan funding, and ensuring that adequate funding is allocated towards the City's CIP.

Determination 3.2-7 Dinuba has complied with the Urban Water Management Planning Act. They have submitted Urban Water Management Plans for 2000 and 2005. UWMPs are required to be updated every five years in years ending with five and zero.

3.3 Drainage Infrastructure

The City's storm drainage infrastructure was evaluated as part of the *Storm Drainage Master Plan* (SDMP) (Quad Engineering, 1989), and again as part of the City's 2008 General Plan Update. The City's storm drain system consists of surface runoff to streets (curbs and gutters) and entry into subsurface pipelines that terminate at pump stations discharging to surface ditches or at small retention basins. The system is divided into the following subsystems:

- Sequoia-Alta System
- Euclid-Saginaw System
- Midtown System (incl. subareas 1,2, and 3)
- Kamm-College System
- El Monte-Euclid System
- Sierra Way-Euclid System
- Nebraska-Euclid System
- Nebraska-Alta System
- Nebraska System
- East Nebraska System
- East Saginaw System
- Crawford-Olive System
- Kamm-Crawford System
- Kamm-First System

In addition, small drainage areas created by new development have in previous years, been allowed to drain to on-site retention ponds. The ponds are typically constructed with steep side slopes and have been characterized by the City as aesthetically undesirable and in some cases hydraulically unsatisfactory. Since the City Council's adoption of the Storm Drainage Master Plan in 1989, a significant amount of development has resulted in the implementation of several master planned improvements, including the construction of the following subsystems; Nebraska system, Crawford-Olive system, and Nebraska-Euclid system, and improvements to the Midtown, and Kamm-College systems.

The general storm drainage related needs of the City are divided into two categories, one being the improvement of existing drainage systems serving developed areas, and two, the master planning of new drainage systems to serve undeveloped lands located within the boundaries of the City's General Plan.

As indicated in the City's General Plan, older existing drainage systems are in general need of substantial pipeline upsizing and/or replacement due to inadequate capacities. Additionally, the existing pump stations located at the terminus points of established pipeline systems do not have adequate capacity to accommodate the flows that would be transported by the upsized pipelines recommended in the Master Plan. Existing pump station capacities cannot be increased due to

discharge limitations prescribed in an agreement entered into between the City and the Alta Irrigation District. For this reason, the GPU prescribes that proposed detention basins at existing pump station sites will need to be constructed to accommodate anticipated high volume flows generated during storm periods. The detention basins would store the City's storm runoff during peak periods, allowing the pump stations to discharge over a longer period of time to the Alta Irrigation District facilities. The basins will also accommodate, on a short term basis, the potential temporary shut-off of these pump stations, in the event that the Alta Irrigation District facilities are themselves, temporarily surcharged. While the recommended improvements to the older storm drainage infrastructure are important, they are essentially a separate issue from the storm drainage infrastructure that will serve new development areas.

The City's General Plan indicates that undeveloped areas (proposed for future development) should be served by permanent retention/detention facilities to accommodate runoff disposal, due to continued indications from the Alta Irrigation District that additional transport capacity in their facilities is not available. The City assesses system development charges (impact fees) to facilitate storm drainage facilities in areas proposed for urban development.

The City's CIP ensures that Dinuba can continue to provide storm drainage infrastructure to the growing community in future years. Capital storm drain projects assist in alleviating flooding conditions in the community and provide for a safer and cleaner environment. The City has an adopted drainage fee schedule for new developments, however, fees for pre-existing systems and their associated problems were not addressed. There are three storm drainage projects, described in detail below, identified in the City's 2009-2013 CIP.

Community Drainage Improvements – This is a Priority II project that will alleviate flooding and health and sanitation issues. The project, which is annually funded through FY 2009-10, corrects minor drainage issues or problem areas in the community. The project is locally funded through development fees.

Kern Street Drainage System Improvements (Phase II) – This is a Priority II project that will reduce flooding in the downtown area and at Kern and O Streets. The project includes the construction of a 60" and 54" storm drain pipe in Kern Street (College to Alta), and feeder lines from adjoining neighborhoods (approximately 7,050 linear feet of new pipeline). This project is currently on hold pending funding availability. The 2009-13 CIP tentatively funds the project in fiscal year 2012-13.

Groundwater Recharge Basin – This is a Priority I project with a goal of reducing local flooding and promoting groundwater recharge by providing a large area for impounding flood waters and excess irrigation water. This project was recently completed in 2009. The project, which was funded through FY 2008-09, includes the dedication of approximately 50 acres to drainage and recharge facilities, consistent with the City's General Plan park/pond basin designation. The project, which is a joint project with Alta Irrigation District, was funded through Proposition 13 for water resource enhancements. The facility was determined by the SDMP as the central detention basin for the Midtown Drainage System. In the future an additional 30 acres will be acquired for park and open space facilities. The State Grant

Application for the project has been approved, and preliminary design has been completed and land acquisition/ROW has been acquired.

The City's approach to planning for and implementing storm drain system improvements is excellent, and is demonstrated by the City's dedication to aggressively seeking outside grant/loan funding, and making sure adequate funding is allocated towards the City's five year CIP. There are no storm drain projects identified as "unfunded" in the City's current CIP.

Determination 3.3-1 The City's storm drainage infrastructure was evaluated as part of the Storm Drainage Master Plan (Quad Engineering, 1989), and the City's GPU in 2008.

Determination 3.3-2 Most of the storm runoff collected in the City's drainage system is discharged to irrigation ditches operated by the Alta Irrigation District. Discharge limitations are established through an agreement between the City and District.

Determination 3.3-3 The City's CIP ensures that Dinuba can continue to provide storm drainage infrastructure to the growing community in future years. The City's approach to planning for and implementing storm drain system improvements is demonstrated by the City's dedication to aggressively seeking outside grant/loan funding, and ensuring that adequate funding is allocated towards the City's CIP.

3.4 Wastewater Collection, Treatment, and Disposal

The City provides sanitary sewer collection, treatment, and disposal services to residents in the community. The sanitary sewer collection system consists of gravity collection pipes, manholes, service laterals, pump stations, and trunk sewer mains. The City's recently completed Reclamation, Conservation and Recreation (RCR) Project uses the treated water from the Wastewater Reclamation Facility (WRF) for irrigation of conservation and recreation facilities, including the new Ridge Creek golf course. This project was locally funded through bond issuances and development income.

In 2010 the City adopted the "**City of Dinuba 2010 Sanitary Sewer Master Plan**", Quad Knopf. This Master Plan analyzed the area within the existing City Limits and the area out to the 20-year Urban Development Boundaries as shown in the 2008 General Plan Update.

Prior to 2010, the City has previously prepared several sewer collection system studies. These past studies of the City's sanitary sewer system are identified below.

- **"Report on Wastewater Survey", John Carollo Engineers, 1967** – This initial study evaluated the City's collecting sewers, interceptor (trunk) sewers, treatment facilities, and effluent disposal.

- **“Report to City of Dinuba on Dinuba Industrial Sewers”, John Carollo Engineers, 1971** – This follow-up study addressed the sanitary sewer needs for industrial users connected to the system.
- **“Trunk Sewer Survey”, John Carollo Engineers, 1973** – This report was prepared to supplement the 1971 report by including residential as well as industrial needs.
- **“City of Dinuba East Side Sanitary Sewer Study”, QUAD Engineering, 1987** – This study evaluated the City’s sanitary sewer collection system in the eastern part of the City.

The City’s Wastewater Reclamation Facility (WWRF) was studied in 1992, and again in 2003/04 as a part of the following reports.

- **“Wastewater Reclamation Facilities Plan for the City of Dinuba, Final Report”, John Carollo Engineers, 1992** – The plan determined the necessary requirements to bring the WWRF into compliance with waste discharge requirements (set forth by the Regional Water Quality Control Board – RWQCB), and included recommendations for expanding treatment and disposal capacity needs to the year 2010.
- **“City of Dinuba Master Plan 2003/04”, RTW Engineering, 2003/04** – This master plan served as an update to the 1992 master plan identified above. Recommendations included exploring the feasibility of the Reclamation, Conservation, and Recreation Project.

The City’s WWRF is located approximately two miles west of the City along the southern frontage of Avenue 412, west of Road 70. The wastewater consists primarily of domestic sewage from the community of Dinuba and industrial waste from food processing plants. Due to problems caused at the WWRF due to excessive grease loadings, the City implemented a pretreatment program for industrial dischargers, which has proven successful. The pretreatment program implements a tiered rate structure that bills industrial users based upon the loadings that are being discharged. The WWRF is a Class III activated sludge plant that consists of headworks, primary and secondary clarifiers, an aeration basin, solids handling facilities, and evaporation/ percolation ponds.

The WWRF operates under provisions outlined in *Waste Discharge Requirements (WDR) Order No. 95-200*, issued by the RWQCB. WDR Order No. 95-200 prescribes that the monthly average dry weather discharge flow shall not exceed 3.0 million gallons per day (MGD). A Preliminary Design Report completed in 2008 estimated current treatment capacity to be approximately 2.6 to 2.7 MGD (ADF). Based upon information contained in the *Wastewater User Charge Survey Report F.Y. 2004-05*, issued by the State Water Resources Control Board in May 2005, the City of Dinuba reported an average dry weather flow of 2.2 MGD, indicating that the WWRF was currently operating at approximately 81% of its capacity at that time..

The average daily generation rate per dwelling unit is approximately 300 gallons per day (based on an occupancy rate of 3.72 people per unit as reported in the 2000 US Census). At the projected annual population growth rate, the WWRF’s reserve capacity will be used up before

the year 2026 (the General Plan planning horizon) under average flow conditions. The City is currently planning the phased expansion of the capacity of the WWRF from 3.0 MGD (ADDWF) (permitted) to 4.0 MGD. When completed, this phased expansion will create enough capacity at the plant to accommodate projected population growth through the end of the 2028 planning period.

The City's CIP ensures that Dinuba can continue to provide sanitary sewer collection, treatment, and disposal services to the growing community in future years. A community's growth can be limited by its ability to adequately convey and treat its wastewater. Capital sewer projects allow for continued efforts to improve the City's wastewater collection system and treatment facilities to ensure that there is adequate capacity for future growth and development. There are two sewer projects and one "other" project that pertains to WWRF improvements programmed in the City's CIP.

Community Wide Sewer System Improvements – This has been identified as a priority II project with a purpose of improving existing City facilities and thereby extending their useful life, protecting the City's investment, and increasing sewer service to the City. The project, which was annually funded through FY 2008-09, has not been funded in FYs 2009-13 due to fiscal constraints. The project includes ongoing improvements to the City's wastewater collection system, including replacement of lines that have exceeded their useful life, and improvements to sewer mains, a lift station and manholes. Selected projects are reviewed and implemented on an annual basis. The project is locally funded through transfers from the Sewer Construction Fund.

Wastewater Reclamation Facility Expansion – This Priority I project will expand the WWRF to accommodate residential and industrial growth and to bring the facility into compliance with State regulations. The project, which is funded through FY 2009-10, includes construction of new solids handling facilities, new aeration basins, new aerobic digester, headworks improvements, piping, disposal facilities, and other related improvements. The project is funded through system development charges (impact fees), sewer bond proceeds, and a Federal EDA grant. This project was completed in February 2012. These Phase I improvements increase the capacity of the WWRF to 3.0 MGD (ADF), resulting in the plant operating at approximately 77% capacity.

The City's approach to planning for and implementing sewer system improvements is excellent, and is demonstrated by the City's dedication to aggressively seeking outside grant/loan funding as well as adequate funding is allocated towards the City's five year CIP. The following sewer projects are identified as "unfunded" in the City's current CIP:

- Eastside sanitary sewer trunk line
- Demolition of old facilities at WWRF
- Pipe Alta Irrigation District lines through WWRF

Unfunded projects are not considered as high priority projects consistent with the current goals of the City Council, but are projects that are anticipated to be needed in future years, and will likely be allocated funding sometime during the CIP cycle.

Determination 3.4-1 Several City sewer collection system studies have been completed in the past. Studies were completed in 1967, 1971, 1973, 1989, and 2010. Although some of the previous studies are over 25 years old, a significant portion of the conclusions and recommendations are still valid according to the City's GPU adopted in 1997. The City continues to upgrade its sewer collection system consistent with the recommendations in these studies.

Determination 3.4-2 A comprehensive "Sewer System Master Plan Update" addressing all areas within the City's 20-year UDB (per the 2008 City General Plan) and the current SOI was completed in 2010.

Determination 3.4-3 The City's Wastewater Reclamation Facility was most recently studied as a part of the "City of Dinuba Master Plan 2003/04", RTW Engineering, 2003/04. The Master Plan recommended exploring the feasibility of the Reclamation, Conservation, and Recreation Project, which would provide for additional wastewater effluent and biosolids disposal through the construction of wetlands, ponds, and irrigation of a new 18-hole golf course.

Determination 3.4-4 The Wastewater Reclamation Facility operates under provisions outlined in Waste Discharge Requirements Order No. 95-200, issued by the RWQCB. The order prescribes that the monthly average dry weather discharge flow shall not exceed 3.0 MGD average daily flow (ADF). A Preliminary Design Report completed in 2008 estimated current treatment capacity to be approximately 2.6 to 2.7 MGD (ADF). A Phase I Improvements Project completed in 2012 now brings treatment capacity to approximately 3.0 MGD (ADF). The average daily flow was last measured at 2.3 MGD (ADF), indicating that the plant is operating at approximately 77% of its capacity.

Determination 3.4-5 The City's CIP ensures that Dinuba can continue to provide sanitary sewer collection, treatment, and disposal services to the growing community in future years. The City's approach to planning for and implementing sewer system improvements is demonstrated by its dedication to aggressively seeking outside grant/loan funding, and ensuring that adequate funding is allocated towards the City's CIP.

3.5 Streets and Roads

The City constructs transportation improvements through the implementation of goals, policies and standards set forth in the City's General Plan Circulation Element as well as other plans, including the Tulare County 2011 Regional Transportation Plan, which is updated at least every

four years. The City's budget identifies several funds which are set up primarily for the implementation of transportation improvements, including but not limited to the following.

- Traffic Safety Fund – Funds used for traffic control devices, the maintenance, equipment and supplies for traffic law enforcement and for the maintenance, improvement, and construction of public streets within the City. This fund generates revenue from traffic school fees, general base fines – courts, and interest earnings.
- Gas Tax Fund – This fund is used to account for the City's share of the gas tax street funds received from the State. The funds must be used for street purposes.
- Street Local Transportation Fund (LTF) – This fund is used to account for the City's share of the Transportation Development Act (SB 325) funds allocated by the State. The funds must be used for transportation purposes.
- Transportation Construction Fund – This fund accounts for the revenue received from State grants or loans that is used solely for improvements to City streets, infrastructure, and the transportation system.
- Transportation Systems Development Fund – This fund accounts for the revenue from developer fees and expenditures for the installation of traffic control devices and transportation related items.
- Measure R - Countywide sales tax initiative approved to fund regional and local transportation projects, including Avenue 416 (El Monte Way) widening.

One of the objectives of the City's GPU is to maintain a roadway level of service (LOS) of C or better on Local, Minor Collector, Collector and Arterial streets. The Traffic Impact Study (TIS) (September 2007) prepared for the General Plan EIR identifies the El Monte/Road 56 intersection as currently operating at a Level of Service (LOS) of "E" for the weekday A.M. peak hour and the intersections of El Monte/Road 64 and El Monte/Alta as currently operating at a LOS of "D" for the weekday P.M. peak hour. The TIS analyzed 20 intersections and determined that by 2030, 13 intersections in the weekday A.M. peak hour and 15 intersections in the weekday P.M. peak hour would operate at a LOS "D" or worse if unmitigated. With mitigation included (certain roadways widened from two to four lanes), all intersections except for two would operate at a LOS "C" or better.

The City's CIP ensures that Dinuba can continue to provide transportation related infrastructure for the efficient movement of people and goods. The purpose of capital transportation projects is to protect the community's investment in its streets, sidewalks, curbs and traffic control devices and to provide a safer and more effective transportation system for the public's use. Revenues for capital transportation improvements are generated from Redevelopment Agency funds, developer and property owner fees and contributions, State Transportation Funding, the Federal Highway Administration, local utility taxes, and transportation system development fees. Other revenue sources needed to support specific projects are also included. There are eight transportation projects, described in detail below, programmed in the City's current CIP.

Pavement Rehabilitation & Railroad Crossing Replacement Program – This Priority II protects and preserves the City’s investment in its transportation system and provides the residents with safe, smooth streets to travel on, and to reduce noise and vibration and improve the aesthetics at railroad crossings. The project, which is annually funded through FY 2012-13, includes asphalt overlays, chip and slurry seal application, and fog seal coating of City streets on an annual basis. The project may also provide limited funding for railroad crossing rehabilitation. Individual projects are identified and prioritized prior to each construction season. The project will ultimately enable City staff to implement a Pavement Management System, locally funded through transfers from the Transportation Construction Fund.

Hayes Avenue Improvements – This Priority II project has a purpose of improving safety and access for school children. The project, which is funded through FY 2009-10, includes the construction of drainage curb, gutter, and sidewalk on both sides of Hayes Avenue between El Monte Way and Millard Drive. The project will widen Hayes Avenue to City standards and will provide safe pedestrian access to and from the 6th grade Academy and Intermediate School. The project was originally planned to be funded through a State Safe Routes to School Grant. When that application was repeatedly denied, the City identified local funding sources to complete the project.

City-Wide Street Improvements – This has been identified as a priority I project with a purpose of protecting and preserving the City’s investment in its transportation system and to provide the residents with safe, smooth streets to travel on. The project is funded through 2013, includes the reconstruction or resurfacing of City streets. Some streets are in major need of repair. The project is locally funded through state bonds and Measure R funds.

Avenue 416/El Monte Way Improvements – This Priority I project will improve safety for motorists and pedestrians and mitigate traffic congestion. The project will widen Avenue 416/El Monte Way from Road 56 to Road 92 resulting in a full four-lane urban arterial street. The improvements will also include the construction of new signals at several intersections, modernize existing signals, modernize the railroad crossing near Euclid Avenue and improve street lighting and pedestrian access over the length of the project. The project is consistent with the General Plan and is funded through Measure R and Tulare County. The project is in the design phase and will be implemented in four phases:

- Phase 1 - Avenue 416 / Road 56 intersection (completed 2009)
- Phase 2 - Avenue 416 (El Monte Way) / Road 80 (Alta Ave.) intersection (construction in 2012/2013)
- Phase 3 - Avenue 416 from Road 56 to Road 80 (Alta Ave.) (construction in 2012-2014)
- Phase 4 - Avenue 416 (El Monte Way) from Road 80 (Alta Ave.) to Road 92 (construction in 2017)

The City’s approach to planning for and implementing transportation related improvements is excellent, and is demonstrated by the City’s dedication to aggressively seeking outside grant/loan

funding, and ensuring that adequate funding is allocated towards the City's five year CIP. The following transportation projects are identified as "unfunded" in the City's current CIP.

- Half street infill
- North Alta Avenue widening
- Crawford Avenue widening
- Nebraska Avenue widening
- Kamm Avenue widening
- Downtown streetscape extension
- Emergency preemption - signals
- Additional downtown parking lots
- Signal coordination

Unfunded projects are not considered as high priority projects consistent with the current goals of the City Council, but are projects that are anticipated to be needed in future years, and will likely be allocated funding sometime during the CIP cycle.

The City will need to continue to implement its General Plan Circulation Element goals and policies to meet the future needs of the community. It is recommended that the City take the lead in planning for transportation and circulation improvements within the boundary of its 20-year UDB and SOI. Streets within this area should be constructed to City standards, since it is likely that the area will ultimately be incorporated into and become a part of the City of Dinuba.

Determination 3.5-1 The City constructs transportation improvements through the implementation of goals and policies set forth in the City's General Plan Circulation Element, and other plans, including the Tulare County Regional Transportation Plan, which is updated every three years.

Determination 3.5-2 The City's General Plan policies state that all City streets should operate at LOS "C" or better conditions through the year 2015.

Determination 3.5-3 The Dinuba City Council has established the following goals related to transportation: repair streets citywide; widen Ave. 416/El Monte Way and Road 80/Alta Ave. to four lanes; upgrade public transit system to include trolley; continue sidewalk, curb & gutter program.

Determination 3.5-4 The City's CIP ensures that Dinuba can continue to provide transportation related infrastructure for the efficient movement of people and goods. The continuous implementation of General Plan Circulation Element goals and policies also guides the City in meeting the future transportation needs of the community.

Determination 3.5-5 The City should take the lead in planning for transportation and circulation improvements within the boundary of its 20 year UDB and SOI. Streets within this area should be constructed to City standards, since it is likely that the area will ultimately be incorporated into and become a part of the City of Dinuba.

3.6 Fire and Police Protection Services

FIRE

Introduction

The goal of the Dinuba Fire and Ambulance Department is to protect and promote the safety and security of the community through fire suppression, first responder for emergency medical services, fire safety programs such as commercial inspections, senior citizens programs, ongoing fire training, pre-fire planning and public awareness programs.

Existing Conditions and Facilities

Formed in 1909, the Dinuba Fire Department operates out of one fire station equipped and staffed 24-hours a day. The Fire Department (Station #1) is located at 496 E. Tulare Street at the intersection of E. Tulare Street and N. "H" Street. Station #2 is in the planning stage and will be located at the corner of Road 72 and Avenue 408. The trained personnel of the fire department handle all fire and medical emergencies within an average of three minutes within City Limits, and ten minutes within County areas. The fire department's current ISO rating is four (4). The insurance services office (ISO) rates fire departments on a scale of one (best) to ten (unprotected), taking into consideration receiving and handling of fire alarms, fire department operations, water supply, and other factors. The Fire Department currently consists of the following staffing levels:

- 1 Fire Chief
- 1 Battalion Chief (Training Operations)
- 3 Fire Captains
- 1 Administrative Assistant
- 1 part-time Secretary
- 9 Engineer/Paramedics
- 4 Firefighter/Paramedics
- 2 EMT B/Firefighters
- 2 Paramedics
- 3 Full-Time EMTs

The Fire Department is equipped with two fire engines, one 105' aerial ladder, one 55' aerial ladder, one confined space rescue van, and five staff vehicles. In addition, the Fire Department is also equipped with three advanced life support (ALS) medic vans, staffed with 13 paramedics and three full-time EMT's. In 2007-2008, the Fire Department responded to 1,911 calls for service. Of that total, 1,454 calls were for medical emergencies and 457 calls were for fire or other unspecified calls. That same fiscal year the Department inspected 269 businesses and

schools, sent out 600 notices for weed abatement violations, and required 30 businesses to upgrade their Commercial Automatic Fire Suppression "Hood" System to meet new State Fire Marshall requirements. The City of Dinuba contracts with the following agencies to provide the community with the best possible emergency services.

- Tulare County Mutual Aid Agreement, which provides mutual instant aid within a six mile radius of the City.
- City of Visalia Hazardous Response Team, Standardized Emergency Management System (SEMS) which coordinates Federal, State, County, and City agencies to respond to disasters in which the City would be incapable of managing alone.
- The Fire Prevention Inspection Program enforces State and local codes and ordinances by inspection of commercial, industrial and public buildings.
- Valley Industrial, to comply with the Federal OSHA 2 in/2 out regulations to ensure that the Department is in compliance with the law.
- Department confined space rescue team.

Ambulance Services and Programs

In 2007-2008 the ambulance service responded to 3,187 calls. The Fire Department offers an ambulance membership program called FireMed. For an annual membership fee of \$55.00, subscribers can use the ambulance service with no out of pocket expense, (i.e. insurance payments will be accepted as payment in full). The FireMed Service is staffed 24 hours a day with personnel available to respond on an ALS equipped ambulance to provide advanced life support emergency medical care within the community and surrounding area.

Fire Master Plan

The City's Fire Service Master Plan was updated in 2004 (Matrix Consulting Group). The scope of the plan centered on operating and financial projections for a 15 to 20 year period. This included:

- Review of existing conditions, including population trends, current staffing and equipment levels, facilities and financial services;
- Evaluation of the 1993 Fire Master Plan;
- Determination of appropriate standards for the community for coverage area, response times, staffing needs, equipment and facilities and financial resources;
- Comparison of service and financial deficiencies to needs;
- Recommendations of appropriate financing mechanisms to meet fire service goals; and
- Development of a new Fire and EMS Master Plan for Dinuba.

The fire station remodel project was completed in 2009. This project included remodeling the 2nd floor of the existing fire facility and converting the former police station into fire

administration offices. A second fire station (Station #2), currently in the planning stage, will be located at the corner of Road 72 and Avenue 408. The 2007-2009 City Council Goals (adopted January 9, 2007) includes the following ongoing/committed projects, the fire and police station expansion and new fire station.

Utility User Tax & Measure F

In the November 2005 the City of Dinuba voters passed Measure F, which increased the local sales tax by $\frac{3}{4}$ cent to raise revenue for increased police and fire protection. Measure F revenues are to be used to hire, train and retain police/firefighters/paramedics/9-1-1 dispatchers, expand neighborhood/school policing and crime prevention efforts including more after-school, anti-gang and anti-drug programs, upgrade the 9-1-1 Emergency Response Center, and purchase fire engines/ambulances. The City is legally bound to use the funds for police and fire protection and has developed a ten-year expenditure plan. In 2007-08, Measure F is estimated to generate \$1.5 million.

The City of Dinuba also implemented a Utility User Tax in 1991. The Utility User Tax is a 7 percent tax for all users of electricity, natural gas and telephone services. Initially, 4 percent of this tax was to be permanent, while other 3 percent was to sunset, unless renewed by election before 2010. In November 2009, Measure M was successful in renewing the 3 percent portion of the tax, and making the 7 percent User Tax permanent. In 2007-08, the Utility User Tax generated approximately \$1.4 million. Fifty-five percent of Dinuba's Utility User Tax goes to Dinuba's Police Department, 23 percent funds Parks and Community Services staff and programs, while 22 percent goes to Dinuba's Fire Department.

The City will use Measure F funds to renovate the Fire Administration Building. This is programmed in the City's current CIP under "Other Projects". The purpose of this Priority I project is to remodel the former Police station to accommodate Fire administration staff. The project, which was funded through FY 2008-09, included the remodel of the former Police Department to become the Fire Services Administrative Offices. The project also included placing a parking protection gate around parking, and reconstructing sidewalks to City streetscape standards. The project was funded through Measure F funds.

The City also plans to utilize Measure F to establish a firefighter ratio for the City. The National Fire Protection Association guidelines identify a ratio of 1:1,000. The City plans to evaluate the current fire master plan in relation to the Measure F 10-year expenditure plan in order maintain a strong link between the two plans.

Mutual Aid Agreements

Mutual Aid Agreements establish a framework that allows agencies to share resources when they have exhausted their own. The giving of mutual aid is voluntary, with the decision normally based on the ability of the giving agency to maintain reasonable protection of its own jurisdiction. Most agencies provide short-term mutual aid for free so that they will receive it in the same way when they have a major emergency. The six mile radius of the City covered by the Dinuba Fire Department through mutual aid agreements with Tulare County covers the entire

area incorporated by the City's SOI and UDBs, as well as the unincorporated communities of Cutler and Orosi.

Needs and Deficiencies

According to the Fire Service Master Plan Update, the Dinuba Fire Department is not able to meet EMS response time goals for the vast majority of the area of Tulare County which they cover. The Plan recommends that an EMS unit be located in the Cutler-Orosi area and that it should be financed completely by County response area revenues.

POLICE

Introduction

The goal of the Dinuba Police Department is to ensure the safety and welfare of the community by providing courteous and professional service. Dinuba Police places strong emphasis on crime prevention by encouraging open communication with the citizens and organizing awareness programs for Dinuba's youth. The department's philosophy of community-based policing focuses on a positive and cooperative joint effort in dealing with crime problems.

One of the high priority goals of the Dinuba City Council for fiscal years 2007 through 2009 is to "Maintain focus on community and public safety: to ensure our community's safety remains a high priority." Strategies include implementing Measure F goals and following through on programs and commitments currently underway.

Existing Conditions and Facilities

Formed in 1908, the Dinuba Police Department operates out of one police station and one substation equipped and staffed 24-hours a day, 365 days per year. The City completed the construction of a new Police Station and Justice Court Facility in 2000. The Police Station is located at the intersection of S. Alta Avenue and S. "Q" Street. The Police Department currently consists of the following staffing and vehicle fleet levels:

- 39 Sworn Police Officers
- 28 Patrol Vehicles
- 13 Support Personnel
- 5 Part-time Support Personnel
- 2 Motorcycles

Based upon current staffing levels, the Police Department has a sworn police officer to population ratio of approximately 1:545. The patrol operations of the Police Department include various services provided to the community to maintain the highest levels of public safety in the community. These services include a downtown substation, traffic enforcement, house watch, citizen volunteer patrol, bike patrols, and funeral escorts. The Police Department also operates under a mutual aid agreement with the Tulare County Sheriff's Department.

The downtown police substation is located in the central business district. Out of this office, the Police Department deploys four parking attendants and community service officers, who are supervised by the support services officer. These personnel provide parking enforcement and security for the downtown business district.

The Police Department offers special assignments for officers in the traffic unit, which consists of motorcycle patrol and DUI enforcement. The Police Department has two BMW motorcycles assigned to the morning and early evening shifts. The unit also has a fully self-contained DUI enforcement command trailer with a dispatch center that was provided by a State Office of Traffic Safety grant.

Police Services and Programs

The Vacant House Watch community program is a service that is provided by the Department and has been successful in the early detection and prevention of problems. Residents can call the Police Department to request the service and fill out a form that describes the areas and residences. The checks of the vacant house are completed by the Citizen Volunteer Patrol. Should a problem be noticed, officers are then dispatched to investigate the problem further.

The Citizen Volunteer Patrol consists of a group of civic minded people who have expressed an interest in working toward a better community. The volunteers are trained in police operations during an eight session volunteer academy. Once they have completed the proper training, the volunteers are released for ride-alongs, patrol, district attorney paperwork delivery and many other details that free up investigators and patrol officers to improve direct services to the community. The volunteers are also assigned details at special events in the community. These include parade details, park security patrol and funeral escort. The Police Department also offers bicycle patrol as a service to the community. The bike officers are deployed at special events such as community festivals, parades, and for special operations.

A funeral escort service is available to establish traffic control for the movement from the service to the cemetery. This is usually completed by the Citizen Volunteer Program, but at times, officers are deployed to assist also.

Two additional programs involve the community in Department activities, including a neighborhood watch program, and Explorers Post #325. These programs are part of the overall community oriented policing philosophy that is employed by the Department and City Government in Dinuba. The neighborhood watch program is a relationship building activity used by front line officers and supervisors to provide opportunities for communications with the community. It has been very effective in identifying concerns, problems and approaches in dealing with public safety related issues.

The Police Explorer Post is an important part of the Department that accepts youth from junior high age through age 21. Recruits complete an explorer academy that is taught by officers and senior explorers. The explorers are responsible for many details such as crowd control, parking details at special events, parade details, ride-alongs and dispatch. The program teaches responsibility, discipline and teamwork in a group environment that includes police officers,

community members and other police volunteers. It also provides the opportunity to demonstrate the importance of volunteering as a member of the community.

Citizens Police Advisory Commission

The role of the Dinuba Citizens Police Advisory Commission is first and foremost to promote the philosophy of Community Based Policing. The primary outcome is to strengthen the trust relationship between the Police Department and the community. The trust relationship will increase as citizens grow confident that they are being treated fairly with equal due process regardless of their economic, social, age or ethnic status. This sense of trust can be enhanced and nurtured through a Citizen Advisory Commission that has the power to receive, and have within its discretion to investigate, through an independent investigator, allegations of police misconduct, with emphasis on excessive force, false arrest, discrimination complaints, sexual harassment and failure to implement policy. The Citizens Advisory Commission examines Police Department policies and procedures for consistency with the community's values and the Community-Based Policing philosophy.

Crime Statistics

Crime statistics for Dinuba were obtained from the City's website and are shown in Tables 3-1 and 3-2 below.

Table 3-1
2001-2004 Crime Statistics (Category I Crimes)

Category	2001	2002	2003	2004
Homicide	1	1	0	1
Rape	8	11	8	7
Robbery	17	22	15	21
Assault	426	451	440	493
Burglary	419	307	234	228
Theft	501	512	706	707
Vehicle Theft	85	117	136	176
Total Reported Crime	1,457	1,421	1,539	1,633

Notes: 1) Source: www.dinuba.org

Table 3-2
Number of Arrests by Dinuba Police Department

Category	2001	2002	2003	2004
Adult Felony	290	326	338	262
Juvenile Felony	32	48	40	62
Adult Misdemeanor	611	557	558	375
Juvenile Misdemeanor	101	88	74	98
Total Arrests	1,034	1,019	1,010	797

Notes: 1) Source: www.dinuba.org

CIP, Utility User Tax & Measure F

There is one police-related project, described in detail below, programmed in the City's current CIP under "Other Projects".

Police Department Office Expansion – This project Priority I project will construct additional office space needed to accommodate new Department Staff funded through Measure F. The project, in its design phase, will entail developing the current training room into an office and conference room, and developing the 4,000 square foot shell area into additional offices and a new training room. The new training room will also be utilized as the City's Emergency Operations Center. The project is funded for FY 2008-09. The project is funded through Measure F funds.

Like the Fire Department, the Police Department also gets money from Measure F and the Utility User Tax. Measure F is the Public Safety Tax measure that was passed by voters in November 2005 and increased the sales tax by 3/4 of a cent. All of the funds raised by the 3/4 cent sales tax are spent on improving public safety services and assisting the City in keeping up with the growth. Measure F is spent each year according to a Ten-Year Expenditure Plan that identifies needs for fire and police services. Spending is monitored by a citizen's oversight committee. Fifty-five percent of Dinuba's Utility User Tax goes to Dinuba's Police Department.

The Public Safety Measure Citizen's Oversight Committee consists of seven members appointed by the City Council, five of which are appointed from the City's voting districts and two members appointed from the City at large. The purpose of the Citizens' Oversight Committee is to review expenditures of police and fire funds collected through Measure F, to determine whether funds are spent, as promised, on the specific projects a part of Public Safety Measure Police and Fire Expenditure Plan.

Determination 3.6-1 The Dinuba Fire Department operates out of one fire station equipped and staffed 24-hours a day. The fire station is located at the intersection of E. Tulare Street and N. "H" Street.

Determination 3.6-2 The Insurance Services Office (ISO) rates fire departments on a scale of one (best) to ten (unprotected). The Dinuba Fire Department current ISO rating is four (4).

Determination 3.6-3 The City of Dinuba contracts with various agencies to provide the best possible emergency services through mutual aid agreements, including the Tulare County Fire Department, the Tulare County Sheriff's Department, and the City of Visalia Hazardous Response Team.

Determination 3.6-4 Consistent with the 2003-2005 goals set forth by the Dinuba City Council, a Fire Master Plan was adopted by the City. The Fire Master Plan is a tool for future staffing and facility requirements to accommodate future growth within the City's SOI.

Determination 3.6-5 The Fire Master Plan states that the City is not able to meet EMS response time goals for its mutual aid areas outside the 20-year boundary in unincorporated areas. The Fire Master Plan recommends that an EMS unit be located in the Cutler-Orosi area, and that it should be financed by County response area revenues.

Determination 3.6-6 The City of Dinuba's voters passed Measure F, which increased the local sales tax by $\frac{3}{4}$ cent to raise revenue for increased police and fire protection. The Measure F 10-year expenditure plan includes funding for several projects including a new fire station and joint training facility, and additional equipment and staffing for the department. The passage of Measure F is indicative of the community's desire to maintain the highest levels of public safety.

Determination 3.6-7 The Dinuba Police Department operates out of one police station and one sub-station equipped and staffed 24-hours a day, 365 days per year. The City completed the construction of a new Police and State Justice Court Facility in 2000.

Determination 3.6-8 Based upon current staffing levels, the Police Department has a sworn police officer to population ratio of approximately 1.8 officers per 1,000 persons.

Determination 3.6-9 The Police Department offers various programs for citizens to get involved with public safety efforts in the community. The programs generally consist of community volunteers who are dedicated to a safer community.

3.7 Solid Waste

Existing Conditions and Facilities

The City of Dinuba contracts with a private carrier to provide pickup of solid waste within the City limits. Weekly curbside or alley collection of household, commercial and industrial solid waste is provided by the City's refuse disposal contractor. The City has a disposal/recycling program which operates on a split container system. Recyclables are taken to Pena's Material Recovery Facility (MRF) where they are sorted and bailed for sale to recycled material users. Yard waste, which is collected in a separate container, is taken to the private hauler's facility, where it is processed for use as a soil amendment. The City's website provides information on pickup days, and customer service contacts for solid waste information/service requests.

Each April and October (in conjunction with Earth Week and Make a Difference Week, respectively) the City conducts a community clean-up for the collection of appliances, furniture, general household trash, discarded building materials, and yard waste disposal of these materials at the County Landfill.

County Landfill Operations

Tulare County operates three landfills or solid waste disposal sites. These three facilities are the Visalia Landfill, northwest of Visalia; the Woodville Landfill, southeast of Tulare; and the Teapot Dome Landfill, southwest of Porterville. The County also operates seven transfer stations. The transfer stations are located in rural areas for the convenience of the people who live near them and do not accept large volumes of waste. The County transfers the waste from these facilities to its landfills. The seven transfer stations and approximate locations are listed below:

- Badger Transfer Station, east of Badger
- Balance Rock Transfer Station, north of Balance Rock
- Camp Nelson Transfer Station, northeast of Camp Nelson
- Earlimart Transfer Station, north of Earlimart
- Kennedy Meadows Transfer Station, near Inyo County line in southeast Tulare County
- Pine Flat Transfer Station, north of Pine Flat
- Springville Transfer Station, south of Springville

Based upon discussions with the Tulare County Solid Waste Division, the Visalia Landfill is planned to expand in nine phases, based upon increased demand. Phase 1 expansion has already been implemented. The maximum permitted capacity is estimated at 18,630,666 cubic yards. Remaining capacity is 16,145,591 cubic yards. The Tulare County Solid Waste Division further indicated that the Visalia Landfill has sufficient capacity to accommodate solid waste disposal demands through the year 2040.

Household Hazardous Waste

Dinuba residents (as well as other County residents) can take their household hazardous waste to the City of Visalia/County of Tulare Household Hazardous Waste Collection Center for free.

The facility is located at 335 N. Cain Street in Visalia and is open on Saturday only from 8:00 a.m. to 1:00 p.m.

Integrated Waste Management Act

In 1989, the State of California passed the Integrated Waste Management Act. Assembly Bill 939 (AB 939) required all cities and counties to implement programs to reduce landfill tonnage by 25% by the end of 1995, and 50% by the end of 2000. Seven of Tulare County's cities (Dinuba, Porterville, Visalia, Tulare, Lindsay, Farmersville, and Exeter) are involved in a Joint Powers Authority are currently at a combined 50% diversion. Prior to joining the JPA in 1997, Dinuba's diversion rate by itself was 63%. Based upon information obtained from the Tulare County Solid Waste Division website (www.co.tulare.ca.us/solidwaste), the County buries about 300,000 tons of waste per year, which is equivalent to about 5 lbs. per person per day, or one ton per County resident per year.

Determination 3.7-1 The City of Dinuba has contracted with a private carrier to provide pickup of solid waste within the City limits. Independent (private contractors) service providers are not subject to SOI determinations, and are therefore exempt from the MSR requirement.

Determination 3.7-2 The City has a disposal/recycling program which operates on a split container system. Recyclables are taken to the Pena's Disposal Material Recovery Facility (MRF) in Cutler where they are sorted and subsequently bailed for sale to recycled material users.

Determination 3.7-3 In 1989, the State of California passed the Integrated Waste Management Act. Assembly Bill 939 (AB 939) required all cities and counties to implement programs to reduce landfill tonnage by 25% by the end of 1995, and 50% by the end of 2000. Dinuba is part of a seven city Joint Powers Authority that is currently at 50% diversion.

CHAPTER FOUR – FINANCIAL ABILITY TO PROVIDE SERVICES

This section analyzes the financial structure and health of the City of Dinuba with respect to the provision of services. Included in this analysis is the consideration of rates, service operations, and the like, as well as other factors affecting the City's financial health and stability, including factors affecting the financing of needed infrastructure improvements and services. Compliance with existing State requirements relative to financial reporting and management is also discussed.

An examination of financing includes an evaluation of the fiscal impacts of potential development, and probable mechanisms to finance needed improvements and services. Evaluating these issues is important to ensure new development does not excessively burden existing infrastructure and the ability of the City to fund existing improvements and services.

An examination of rate restructuring should identify impacts on rates and fees for services and facilities, and recognize opportunities to positively impact rates without decreasing service levels. The focus is on whether there are viable options to increase the City's efficiency through rate restructuring prior to any SOI adjustment.

Annual audit reports and financial statements for the City were reviewed in accordance with the MSR Guidelines. The purpose of this review is to determine fiscal viability, suitability of current funding practices, and potential fiscal impacts resulting from new legislation.

4.1 City Budget

The FY 2011-2012 Annual Budget reflects the City Council's goals and targets, and continues funding sufficient to maintain basic service levels. The budget includes assumptions and directions included in the CIP and Multi-year Financial Plan. The total FY 2011-2012 Budget (including transfers) is \$55,533,387. This is a 12.8% decrease from expenditures in 2010-2011.

The major factors affecting the 2011-2012 Budget are:

- National economic recession
- Local drop in sales tax
- Loss of Revenues taken by the State of California due to their structural budget imbalance

The City has received a Certificate of Award for their "Excellence in Operating Budget" for the last 12 years from the California Society of Municipal Finance Officers. The certificate recognizes meritorious achievement in operational budgeting and reflects a highly professional budget document and the underlying budgeting process through which the budget is implemented. The receipt of this award is an indication of the City's implementation of appropriate financing/funding practices.

The City's General Fund resources are designated between discretionary and non-discretionary funds. Discretionary revenues, which include property tax, sales tax, utility user tax, motor

vehicle in-lieu (MVL) tax and other miscellaneous revenues are used solely to support public safety, and parks and community service programs. Non-discretionary revenues, which include various permits, fees, and charges, support the services that generate those revenues. This differentiation allows those services that have specific identifiable users to be funded by charges for services from those users thereby protecting the “discretionary funds” for public safety, and parks and community services.

General Fund revenues from FY 2010-2011 to FY 2011-2012 are expected to increase from \$9.86 million to \$11.98 million. This increase is almost completely due to an change in the law that allows Dinuba to collect all of the online internet sales tax from its distribution centers. However, there is still a concern for city funds because of the recession. Over the last few years the Council has taken the following proactive actions to reduce costs:

- Eliminated all non-essential purchases of goods and services
- Eliminated all non-essential official travel and training
- Eliminated all non-essential services/programs
- Consolidated work units and functions to achieve cost savings and improved efficiency in the Parks and Community Services, Development Services, Administrative Services, and Public Works Departments
- Limited utility rate increases to obligated debt service
- With full support of all employee associations, suspended personnel COLA and retention plan adjustments for one year, and implemented 1/2 day per month furloughs for all employees.
- Reduced or eliminated 24 positions throughout the City (11 by retirement, 8 by layoff, and 5 by elimination of vacant positions.)

The City’s 7% utility user tax, first enacted in 1991 and reauthorized and made permanent by the voters in November 2009, is fully dedicated to the General Fund to support Police, Fire, and Parks and Community Services. The Utility Tax is one of the few local revenues still controlled by the City. For most consumers of these services, the tax is calculated on the total monthly invoice by the utility provider (electricity, natural gas and telephone services). The provider then collects the tax and forwards it to the City. Over the past several years local control has been compromised as the State delves into local revenues to fix its own problems, significantly limiting the ability of cities and counties to provide effective and efficient local services. Every year, the City analyzes the State and local environment and assesses all information about changes to local revenues and develops plans that will steer the City clear of the fiscal and regulatory implications that may potentially degrade the local service delivery system.

The City’s budgetary funds are segregated into enterprise and non-enterprise financing functions. Enterprise Funds are established to account for services financed and operated in a manner similar to a private business. In contrast to the General Fund, the Enterprise Funds operate as separate entities. This means that each enterprise program maintains a separate set of books, and

funds are not co-mingled or transferred, except in rare cases and then only by specific City Council action. The cost for these services is paid for by service fees.

City Council policies stipulate that the costs of providing goods or services to the general public through Enterprise Funds must be financed or recovered primarily through user charges. User charges must be established and maintained at proper levels to assure adequate income to pay for current services and to maintain reserves to allow for adequate cash on hand at all times to pay bills, meet emergencies, and provide for operating capital needs. Over the last year, these funds have seen sharp increases in the health insurance rates, property insurance rates, fuel costs, and utility costs just like the General Fund. In order to meet their required operating reserves, the Water, Sewer and Disposal funds have required rate adjustments. Table 4-1 shows the projected enterprise fund balances for June 30, 2012 compared to the required operating reserves consistent with the City Council's policy on reserves.

**Table 4-1
Enterprise Fund Balance Variances**

Budgetary Fund	Projected Fund Balance 06/30/12	Required Operating Reserves 06/30/12	Variance Over/(Under)
Health Insurance	(\$292,143)	\$300,000	(\$592,000)
Water	\$412,266	\$267,468	\$114,798
Sewer	\$925,221	\$218,691	\$706,530
Disposal	\$632,025	\$331,128	\$300,897
Ambulance	\$710,165	\$218,727	\$491,438

Notes: 1) Source: City of Dinuba Annual Adopted Budget 2011-2012
2) Figures do not take into account reserves for capital replacement or deferred maintenance

As indicated in Table 4-1, due to adjustments of rate only one of the five Enterprise Funds are projected to fall short of meeting their required operating reserves at the end of FY 2011-2012. City staff continues to monitor these funds closely. The water, sewer and disposal fees will each increase as a result of the expected lower reserve level.

The City's ability to obtain financing in addition to typical General Fund and Proprietary Fund revenues is demonstrated by numerous grants the City has been successful in obtaining to implement capital projects. Revenues for capital funds are non-recurring revenues that are anticipated (such as forthcoming grant, or one-time fees) and are forecast separately and scheduled only for the year or years in which they are anticipated, and they are limited to their use by City policy.

The City's budget contains a section describing the status of long term debt owed by the City, and the long-term obligation policy. The following excerpts from the City's budget outline policies which establish limits for the City's allowed indebtedness.

The City by ordinance or resolution may issue all manner of securities and incur all manners of indebtedness, but within the following limits:

1. *General Obligation Bond Limit: Indebtedness of the City as evidenced by issued general obligation bonds shall at no time exceed ten percent of the assessed valuation of all property taxable by the City;*
2. *Other Debt Limit: Indebtedness of the City, other than voted general obligation bonds and securities having a dedicated utility, enterprise or special agency or authority revenue source or pledge, shall at no time exceed ten percent of the assessed valuation of all taxable property within the City.*
3. *Definitions & Exemptions: The term “indebtedness” as used in the General Obligation Bond Limit and the Other Debt Limit shall not include bonds or other obligations denoting indebtedness issued for the purpose of financing or refinancing the acquisition, construction, or completion of public improvements, the payment of which is not general obligation of the City, and which is secured by a lien upon or levy of a special tax or assessment on property within an identified geographic area or district.*

City funds had a total outstanding debt of \$41,737,680 as of July 1, 2011, and the Redevelopment Agency had a total outstanding obligation of \$57,220,744 as of July 1, 2011. Major sources of the City’s long term debt include Tax Allocation Bonds (\$55 million), Wastewater Bonds (\$8 million), Lease Revenue Bonds (\$7 million), and Measure R Bonds (\$7 million). The State of California took \$1.6 million in FY 2009-2010, and an additional \$350,000 in FY 2010-2011, which is subject of an on-going lawsuit.

Determination 4.1-1 The total proposed FY 2011-12 Budget (including transfers) is \$55,533,387. This is a 12.8% decrease from expenditures in 2010-11.

Determination 4.1-2 The City has received a Certificate of Award for their “Excellence in Operating Budget” for the last 12 years from the California Society of Municipal Finance Officers.

Determination 4.1-3 The City’s budgetary funds are segregated into enterprise and non-enterprise financing functions. One of the five Enterprise Funds (Health Insurance) fell short of meeting the projected minimum required operating reserves at the end of FY 2011-12. City staff continues to monitor this fund closely to bring it to within their required operating reserve limits.

Determination 4.1-4 The City’s ability to obtain financing in addition to typical General Fund and Proprietary Fund revenues is demonstrated by the numerous grants the City has been successful in obtaining to implement capital projects. Revenues for capital funds are non-recurring revenues that are anticipated (such as forthcoming grant, or one-time fees) and are forecast separately and scheduled only for the year or years in which they are anticipated, and they are limited in their use by local City policy.

Determination 4.1-5 City funds had a total outstanding debt of \$41,737,680 as of July 1, 2011, and the Redevelopment Agency had a total outstanding obligation of \$57,220,744 as of July 1, 2011.
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4.2 Rates and Fees

The City sets rates and fees for parks and community services, administrative services, police services, fire and ambulance services, development services; public works service fees (Water, Disposal, Transportation, Water SDC, Sewer SDC, Transportation SDC, Park Reserve and Storm Drain Funds), the Fire Protection Facilities impact fees, as well as the Ambulance Service fees. All other services (e.g., natural gas, cable, etc.) are provided by existing providers whose rates are established through mechanisms that are not governed by the City. If and when the City ultimately assumes jurisdiction of areas in the SOI, the City would then set the standard rates and fees in these incorporated areas for services provided by the City.

DEVELOPMENT IMPACT FEES

The imposition of development impact fees is based on the premise that new growth and development should pay its proportionate share of the cost of providing needed new infrastructure. Fees are based on Government Code §66000 et seq., which requires the agency setting the fee to: (a) identify the purpose of the fee; (b) identify the use to which the fee will be put; (c) determine the nexus between the type of development charged the fee, the amount of the fee and its use; and (d) determine the reasonable relationship between the need for the public facility or improvement and the project upon which the fee is imposed.

The City levies a series of development impact fees (sewer, stormwater drainage, water, roads, parks & recreation, and fire protection facilities) to offset the impacts of new development. Beyond fees established in accordance with Government Code §66000 et seq., the City may also establish fees or exactions through the development agreement process. Development impact fees can be charged to match the actual costs of the infrastructure, but there is no adequate provision to require long-term funding of the services needed for new development as well.

OPPORTUNITIES FOR RATE/FEE RESTRUCTURING

The City of Dinuba Fee Schedule is subject to periodic comprehensive revisions and updates. The latest updated fee schedule went into effect on July 1, 2011, the beginning of the 2011-2012 fiscal year. There is no evidence suggesting that the City would not be able to provide services to the SOI areas for fees consistent with citywide fees for such services.

PROPOSITION 218

Proposition 218 restricts local government's ability to impose assessment and property related fees and requires elections to approve many local governmental revenue raising methods. This initiative, approved in 1996, applies to nearly 7,000 cities, counties, special districts, schools, community college districts, redevelopment agencies, and regional organizations. The

proposition is to ensure that all new taxes and most charges on property owners are subject to voter approval and especially to the tools of using property related fees to fund governmental services instead of property related services. Of potential concern is the long-term effect the proposition has created in a local government's ability to fill the growing divide between infrastructure needs and the provision of governmental services for the new infrastructure. However, Proposition 218 has not proven to be a factor in limiting the City's ability to provide services.

Determination 4.2-1 The City levies a series of development impact fees (sewer, stormwater drainage, water, streets, parks & recreation, and fire protection facilities) to offset the impacts of new development. The updated fee schedule went into effect on July 1, 2011, the beginning of the 2011-2012 fiscal year.

Determination 4.2-2 There is no evidence suggesting that the City would not be able to provide services to the SOI areas for fees consistent with citywide fees for such services.

CHAPTER FIVE – STATUS OF, AND OPPORTUNITIES FOR, COST AVOIDANCE AND SHARED FACILITIES

Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined in this section, along with cost avoidance measures that are already being utilized. Occurrences of facilities sharing are listed and assessed for efficiency. Potential sharing opportunities that could result in better delivery of services is also discussed.

An examination of cost avoidance opportunities should identify practices and opportunities that may help eliminate unnecessary or excessive costs to provide services. Such costs may be derived from a variety of factors including: duplication of service efforts and facilities; inefficient budgeting practices; higher than necessary administration and operating cost ratios; inefficient use of outsourcing opportunities; and inefficient service boundaries.

An examination of opportunities for shared facilities should determine if public service costs can be reduced as a result of identification and development of opportunities for sharing facilities and resources. The benefits of sharing costs for facilities are numerous, including: pooling of funds to enjoy economies of scale; reduced service duplications; diversion of administrative functions of some facilities; reduced costs; and providing better overall service.

Maximizing opportunities to share facilities allows for a level of service that may not otherwise be possible under normal funding constraints; however, facilities sharing opportunities are not without their challenges. When a municipality enters into a shared agreement, it generally relinquishes a portion of its control of the facility. Additionally, the facility may not be entirely suited to accommodate the municipality's needs.

5.1 Budgetary Processes

The City's budget process is designed to screen out unnecessary costs through the implementation of a program performance budget format. The program performance budgeting system encourages creativity, effectiveness, broad participation in decision making, and accountability.

The City also avoids unnecessary spending through the establishment of an Appropriations Limit (Gann Limit), consistent with the requirements imposed by Propositions 4 and 111. The limit is based on actual appropriations during the 1978-1979 fiscal year and is increased each year using the growth of populations and inflation. Not all revenues are restricted by limits; only those which are referred to as "proceeds of taxes". Some examples of proceeds of taxes are sales tax, property tax, and business license tax.

During any fiscal year, a City may not appropriate any proceeds of taxes they receive in excess of their limit. If they do receive excess funds in any one year, they carry them into the subsequent year to be used if they are below their appropriations limit in that year. Any excess funds remaining after the second year have to be returned to the taxpayers by reducing tax rates or fees. As an alternative, a majority of the voters may approve and "override" to increase the limit. The City has experienced steady growth in population which has enabled the City to spend

at levels below the appropriations limit. Subsequent to the passage of Proposition 111, the gap between the appropriations limit and the revenues subject to limitation has widened. The FY 2011-2012 appropriations limit was \$13,676,940.

The City avoids unnecessary costs by sharing insurance premiums within all departments of the City. With increasing insurance, workers compensation, and other liability costs, keeping insurance premiums reasonable has become more and more challenging. The City should continue to explore opportunities to implement methods to keep such costs within reason, including shared insurance coverage for joint agency practices.

Determination 5.1-1 The City's budget process is designed to screen out unnecessary costs through the implementation of a program performance budget format. The program performance budgeting system encourages creativity, effectiveness, broad participation in decision making, and accountability.

Determination 5.1-2 The City also avoids unnecessary spending through the establishment of an Appropriations Limit (Gann Limit), consistent with the requirements imposed by Propositions 4 and 111. The FY 2011-2012 appropriations limit was \$13,676,940.

Determination 5.1-3 The City avoids unnecessary costs by sharing insurance premiums within all departments of the City. With insurance, workers compensation, and other liability costs increasing, keeping insurance premiums reasonable has become more and more challenging. The City should continue to explore opportunities to implement methods to keep such costs within reason, including shared insurance coverage for joint agency practices.

5.2 Cost Avoidance Strategies

The City avoids unnecessary costs through the implementation of infrastructure Master Plans and the General Plan, which assist in eliminating overlapping or duplicative services. Master planning documents also provide sound funding alternatives for their implementation, and plan for growth within and surrounding the City. At the time Master Plan documents are updated, the planning area should also be updated to include the City's current SOI and/or UDB areas. Planning out to ultimate service area boundaries helps identify any impacts that future planned infrastructure may have on current infrastructure in place, and mitigations that would alleviate such impacts. The City has a development impact fee program in place (termed system development charges) to help offset the financial responsibility of the City to install and maintain the infrastructure necessary to serve new developments.

The City has opportunities to increase its cost effectiveness and revenue raising efforts by including the use of assessment districts, tracking savings and interest on reserves, maintaining a balanced budget including maintaining a General Fund budget that grows each year, and emphasizing performance measurement practices. The City can avoid unnecessary costs

associated with payment of high interest rates on debt owed by the City by pursuing general obligation bonds while interest rates are low, and by exploring opportunities to refinance higher interest loans to reduce the existing debt obligations of the City. The City can avoid unnecessary costs associated with the operation and maintenance of the street lighting system by researching and implementing funding options as it relates to Proposition 218 limitations.

The City can avoid unnecessary costs by implementing smart growth practices by promoting development in infill areas and areas where infrastructure is already in place (and has excess capacity). Through the preparation, implementation, and updating of infrastructure Master Plans, the City can avoid unnecessary costs by incrementally expanding its infrastructure to areas zoned for General Plan development. Master planning increases the City's preparedness when SOI areas are proposed for development. It can be expected that the City will avoid unnecessary costs that may be caused by the annexation of proposed SOI areas through comprehensive analysis of the costs and benefits of a proposed development in those areas.

The City could also avoid unnecessary costs through the construction of joint use facilities, including but not limited to recreational sports fields, parks, or other facilities that could be used by multiple agencies. It is a goal of the City Council to continue partnerships with the local School District and the Chamber of Commerce, an indication of the City's ongoing efforts to work with outside agencies to promote joint use projects. Additional strategies which have the potential of eliminating unnecessary costs include the formation of homeowners associations for larger scale residential developments where shared (community) facilities are present. Associations could maintain facilities such as streets, play grounds, swimming pools, parks, gyms and even domestic water infrastructure should the community have an independent water supply, thereby relieving the financial obligations of the City.

Determination 5.2-1 The City avoids unnecessary costs through the implementation of infrastructure Master Plans and the General Plan, which assist in eliminating overlapping or duplicative services.

Determination 5.2-2 The City has opportunities to increase its cost effectiveness and revenue raising efforts by including the use of assessment districts, tracking savings and interest on reserves, maintaining a balanced budget including maintaining a General Fund budget that grows each year, and emphasizing performance measurement practices.

Determination 5.2-3 The City can avoid unnecessary costs associated with the operation and maintenance of the street lighting system by researching and implementing funding options as it relates to Proposition 218 limitations.

Determination 5.2-4 The City can avoid unnecessary costs by implementing smart growth practices that promote development in infill areas and areas where infrastructure is already in place (and has excess capacity). It can be expected that the City will avoid unnecessary costs that may be caused by the annexation of proposed SOI areas through comprehensive analysis of the costs and benefits of a proposed development in those areas.

Determination 5.2-5 The City could also avoid unnecessary costs through the construction of joint use facilities, including but not limited to recreational sports fields, parks, or other facilities that could be used by multiple agencies. It is a goal of the City Council to continue partnerships with the local School District and the Chamber of Commerce, an indication of the City's ongoing efforts to work with outside agencies to promote joint use projects.

5.3 Opportunities for Shared Facilities

City Hall houses all of the departments except for the Development and Engineering Department, the Fire Department, Police Department, Community Services and the Public Works Department. The City utilizes interdepartmental staff resource sharing to the extent practicable, which in turn allows them to jointly utilize facility space as well.

Determination 5.3-1 The City utilizes interdepartmental staff resource sharing to the extent practicable, which in turn allows joint utilization of facility space as well.

5.4 Current Shared Facilities

The City has demonstrated its desire to work with surrounding agencies in providing quality service to residents in a cost effective manner. Some examples of the City's interagency cooperation efforts include the establishment of automatic mutual aid agreements with the Tulare County Sheriff's Department, the Tulare County Fire Department, and the City of Visalia Hazardous Response Team, to coordinate public safety efforts.

The City has worked with Tulare County Association of Governments and Tulare County Resource Management Agency on a variety of regional planning issues including transportation, solid waste, and coordinating applications to request State and/or Federal funding for joint projects.

The City has also worked with the Alta Irrigation District on a joint project that constructed groundwater recharge facility. The project dedicates approximately 40 acres to drainage and recharge facilities. The project was funded through Proposition 13 for water resource enhancements. The City and has an ongoing partnership with the Alta Irrigation District to coordinate storm water runoff related issues with the City and works closely with them to coordinate issues regarding irrigation ditches and storm drainage. The City has agreements with the Alta Irrigation District on the amount of storm water that may be discharged into streams and

ditches. This has resulted in a cost savings to the City as these ditches form a major component in the City Storm Drain Master Plan.

The City owns and operates a compressed natural gas (CNG) facility. The facility is also used by Dinuba Unified School District, Tulare County Resource Management Agency, Kings Canyon Unified School District, Pena's Disposal, and other private users.

The City continues to work with the Dinuba Unified School District to communicate effectively on issues of shared interest. There is high demand for additional softball fields for both the City and School's youth softball programs. Over the last couple of years, the City's recreational program grew by about 50%. There are more independent team demands for use of fields as well as for the competitive travel teams. The City should continue its partnership with the school district to collaborate recreational resources and efforts for the betterment of the community.

Determination 5.4-1 Some examples of the City's interagency cooperation efforts include the establishment of mutual aid agreements with the Tulare County Sheriff's Department, the Tulare County Fire Department, and the City of Visalia Hazardous Response Team, to coordinate public safety efforts.

Determination 5.4-2 The City works with Tulare County Association of Governments and Tulare County Resource Management Agency on regional planning issues including transportation, solid waste, and coordinating applications to request State and/or Federal funding for joint projects.

Determination 5.4-3 The City worked with Alta Irrigation District on a joint project that constructed a groundwater recharge facility that dedicated approximately 40 acres to drainage and groundwater recharge.

Determination 5.4-4 The City has an ongoing partnership with the Alta Irrigation District to coordinate storm water runoff related issues with the City. The City has agreements with the Alta Irrigation District on the amount of storm water that may be discharged into streams and ditches. This has resulted in a cost savings to the City as these ditches form a major component in the City Storm Drainage Master Plan.

Determination 5.4-5 The City continues to work with the Dinuba Unified School District to communicate effectively on issues of shared interest. The City should continue its partnership with the school district to coordinate recreational resources and efforts for the betterment of the community.

5.5 Future Opportunities

With the State budget crisis impacting both counties and cities, the need for intergovernmental cooperation is becoming apparent, as every agency is facing an unprecedented assault on local

resources. For this reason, it is important for Cities and the County to meet this challenge on common ground.

The City should continue groundwater recharge efforts by continuing its partnership with the Alta Irrigation District. As groundwater levels in the County continue to dwindle, the importance of groundwater recharge projects is becoming apparent. As the City has planned for the construction of groundwater recharge basins within the City, ultimately this effort could be expanded to include areas within the SOI through a joint effort between the City, County, various Irrigation Districts, and the Kaweah Delta Water Conservation District. Groundwater recharge would benefit both the County as a whole and the City in terms planning for future growth within the SOI boundary.

The City should continue to work with the County on efforts to preserve prime agricultural land, and discourage development that would result in the loss of such lands. The City can accomplish this through smart growth planning, and promoting higher density developments.

Determination 5.5-1 The City should continue groundwater recharge efforts by continuing its partnership with the Alta Irrigation District. As groundwater levels in the County continue to dwindle, the importance of groundwater recharge projects correspondingly increase.

Determination 5.5-2 The City should continue to work with the County on efforts to preserve prime agricultural land and discourage development that would result in the loss of such lands. The City can accomplish this through utilization of “smart growth” planning principles, including and promoting higher density developments.

CHAPTER SIX – ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

This section addresses the adequacy and appropriateness of the City of Dinuba's existing boundary and sphere of influence, assesses the management structure and overall managerial practices of the City, and evaluates the ability of the City to meet its service demands under its existing government structure. Also included in this section is an evaluation of compliance by the City with public meeting and records laws.

An examination of government structure should consider the advantages and disadvantages of various government structures that could provide public services. In reviewing potential government structure options, consideration may be given to service delivery quality and cost, regulatory or government frameworks, financial feasibility, operational practicality, and public preference.

An examination of local accountability should evaluate the accessibility to and levels of public participation with the agency's management and decision-making processes. The MSR Guidelines note measures such as legislative and bureaucratic accountability, public participation, and easy accessibility to public documents and information as important in ensuring public participation in the decision-making process.

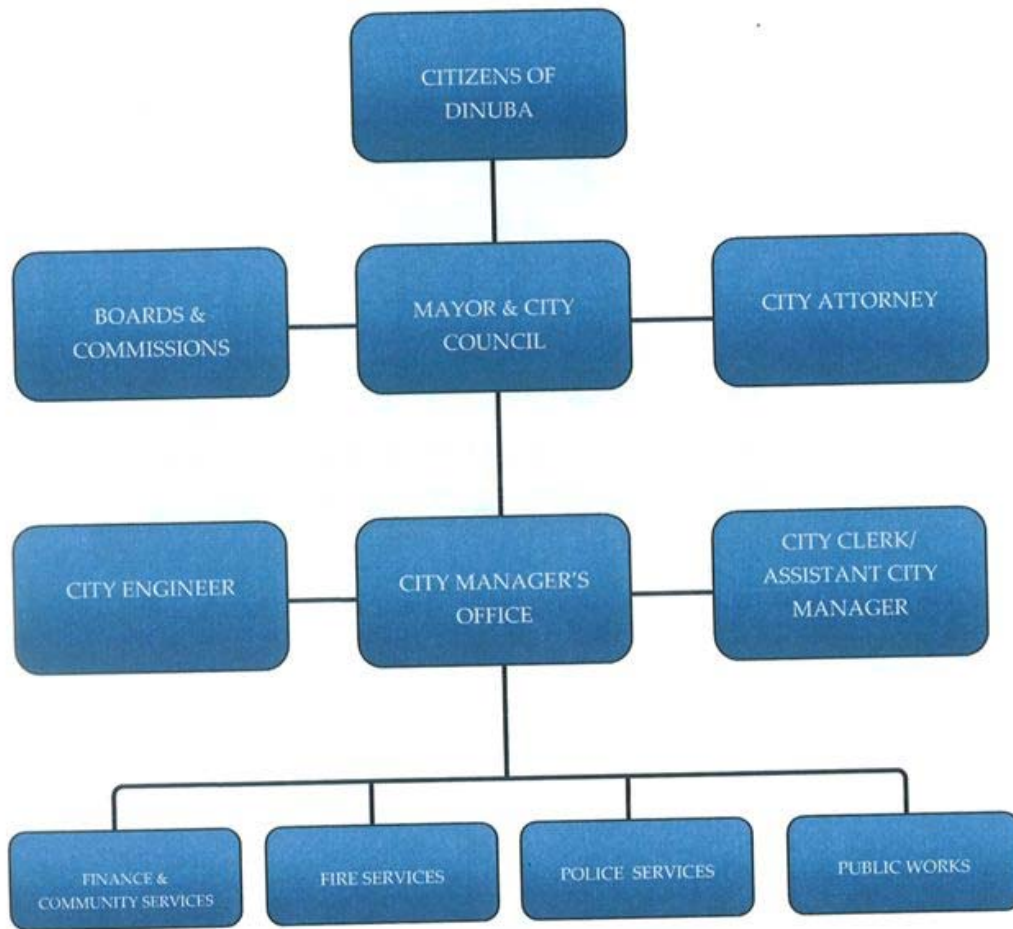
6.1 Organizational Structure

The City of Dinuba, which operates under the council-manager form of government, became a "Charter City" in June of 1994. The Chief Executive Officer is the City Manager who is appointed by the City Council and carries out City policies. All other department heads in the City serve under contract and at the pleasure of the City Manager. The City consists of seven departments, which include the City Manager's Office, Administrative Services, Community Services, Development and Engineering Services, Fire Services, Police Services, and Public Works Services. The City Manager's Office has the responsibility to ensure the needs and concerns of the community and the City organization are properly addressed to assure Dinuba is a good place to live and conduct business.

The City Council is responsible for governing as well as establishing the overall priorities and direction for the City's municipal government. The Council's responsibilities include the adoption of City ordinances and policies, approval of programs, services, projects, contracts and agreements; adoption of the annual budget, and establishment of short- and long-term goals for the City. Actions of the Council, including opportunities for public involvement and public hearings, are regulated in accordance with applicable statutes and City procedures.

The organizational chart for the City is illustrated on Figure 6-1.

Figure 6-1
City of Dinuba Organizational Chart



Source: City of Dinuba 2011

There are eight appointed advisory commissions and committees who assist the City Council in making policy decisions:

- Planning Commission
- Parks and Community Services Commission
- Economic Development Committee
- Police Advisory Commission
- Architectural Review Committee
- Historic Preservation Committee
- Pro-Youth Commission
- Measure F Oversight Committee

Each commission and committee is comprised of citizens who work to provide services to the community while assisting the Council in achieving goals established by the citizens and elected officials.

A summary of the City's departments and the various services they provide to the residents of Dinuba is provided below.

City Manager's Office – The City Manager's Office has the responsibility to ensure the needs and concerns of the community and the City organization are properly addressed to assure Dinuba is a good place to live and conduct business. The purpose of the Management Services program of the City Manager's Office is to provide leadership for the overall management of the operations of City government, to support and advise the City Council as to the implementation of its policies, programs and targets, and to ensure that the services provided to the citizens of Dinuba are consistent with the Council's goals and the organization's philosophy.

Administrative Services Department – The City's Administrative Services Department consists of the following programs: Management Services, Budgeting and Grant Management Services, Financial Services, Human Resource Services, Community Services, and Parks Services and the Dinuba Vocational Center.

- The purpose of the Management Services Program is to provide accurate and complete official records and to direct the City's financial, human resource, and risk management services; and to coordinate the vocational training at the Dinuba Vocational Center.
- The purpose of the Budget & Grant Management Services Program is to provide budgetary analysis, financial, strategic, and legislative support to decision makers, managers, and City departments. The Department also manages the Utility User's Tax.
- The purpose of the Financial Services Program is to support the government of the City in the areas pertaining to financial accounting systems and financial management information.
- The purpose of the Human Resource Services Program is to provide support for the personnel and human resource needs for City departments by attracting, retaining, and developing positive, competent, and productive employees.
- The purpose of the Community Services Program is to provide the community with quality low cost sports and leisure activities and programs; free and low cost youth services and activities; fun family oriented activities and events; a variety of community special events; safe, well maintained playground equipment and play areas; and community center for family picnics, parties, and gatherings.
- The purpose of the Parks Services Program is to provide the community with clean, well groomed park grounds, open spaces, and assessment districts;

regular maintenance of existing facilities; leadership in the acquisition of land and design and development of new parks and open spaces.

Police Services Department – The City’s Police Services Department consists of the following programs: Management Services, Patrol Services, Records and Communications Services, Investigative Services, and Animal Control Services.

- The purpose of the Management Services Program is to provide executive support for the overall leadership of the Police Department. This division is responsible for directing all personnel and assuring that the performance level of staff is consistent with the expectations of the organizational mission statement.
- The purpose of the Patrol Services Program is to provide the fundamental police functions of crime prevention, deterrence of crime, apprehension of offenders, recovery and return of property, and traffic enforcement.
- The Records and Communication Services Division maintains public and confidential records of all police department investigations of criminal cases, traffic accidents and civil cases as required by statute; provides radio communication services for Police, Fire, and Ambulance; handles telephone requests for routine and emergency services to City residents twenty-four hours a day, seven days a week.
- The Investigative Services Program performs technical law enforcement investigations of criminal activity. The division analyzes complex situations, identifies, collects and preserves evidence and develops the necessary data to successfully obtain a criminal complaint and apprehend outstanding fugitives.
- The Animal Control Services Division responds to requests for animal control services for the City of Dinuba; educates the public about responsible pet ownership, animal welfare; identifies health issues regarding unvaccinated animals; and identifies and licenses all dogs within the City.

Fire Services Department – The City’s Fire Services Department consists of the following programs: Management Services, Fire Suppression Services, and Emergency Medical Services.

- The purpose of the Management Services Program is to provide the department leadership and decision making for its overall operation, consistent with the values and goals of the organization and expectations of the community.
- The purpose of the Fire Suppression and Prevention Program is to protect and promote the safety and security of the community through fire suppression, emergency medical services, and fire safety programs such as commercial

inspections, senior citizens programs, ongoing fire training, pre-fire planning and public awareness programs.

- The purpose of the Emergency Medical Services Program is to provide professional advanced life support ambulance service to the City of Dinuba and 800 square miles of surrounding communities in Northern Tulare County, including Cutler, Orosi, Yettam, Seville, Delft, New London, Bob Wiley Detention Facility and half way to Visalia.

Public Works Services Department – The City's Public Works Services Department consists of the following programs: Management Services, Transportation Services, Property & Equipment, Utility Services, Wastewater Reclamation, Housing and Economic Development Services, Capital Projects Services, and Building & Planning Services.

- The purpose of the Management Services Program is to provide department leadership and direction in the delivery of transportation, water, wastewater, drainage, and solid waste services.
- The purpose of the Transportation Services Program is to provide construction, installation, maintenance and repair of streets, signs, pavement makings, and traffic signals consistent with community expectations and applicable standards, and to provide transit services.
- The purpose of the Property & Equipment Services Program is to preserve the City's investment in its real property and operating equipment.
- The Utility Services program is further segregated into water services, sewer collection services, disposal and street sweeping services, and transit services for the operation of each individual utility.
- The Wastewater Reclamation Services Program operates and maintains the wastewater reclamation facility consistent with local, State and Federal standards and regulations.
- The purpose of the Housing and Economic Development Services Program is to administer income received from the City's CDBG Re-Use program; to provide CDBG eligible activities that meet the established national objectives, to provide a benefit to local low and very low income groups; and to support the HOME programs and projects that provide down payment assistance loans and grants for low to moderate income housing projects.
- The purpose of the Capital Projects Services Program is to provide leadership and support in the development and monitoring of the City's CIP.

- The purpose of the Building and Planning Services Program is to assist development by issuing permits, reviewing plans, and inspecting public and private projects; to provide long and short range planning services, process entitlements, process specific plans, and update the General Plan; to provide the highest quality service to the public ensuring that developments are safe and conform to the standards outlined in the General Plan.

Determination 6.1-1 The City of Dinuba, which operates under the council-manager form of government, became a “Charter City” in June of 1994. The Chief Executive Officer is the City Manager who is appointed by the City Council and carries out City policies.

Determination 6.1-2 The City consists of seven departments which include the City Manager’s Office, Administrative Services, Community Services, Development and Engineering Services, Fire Services, Police Services, and Public Works Services.

Determination 6.1-3 There are eight appointed advisory commissions and committees who assist the City Council in making policy decisions.

Determination 6.1-4 The City has an established governmental structure that efficiently meets the needs of the community.

6.2 Practices and Performance

The Mayor presides over Council meetings, which are held on the second Tuesday of each month at 6:30 p.m. (5:30 p.m. when work sessions are needed) and the fourth Tuesday of each month at 6:30 p.m. in the City Hall located at 405 East El Monte Way.

The City is required to follow the open meeting law set forth in the Brown Act (California Government Code Section 54950 et seq.). The intent of this legislation is to ensure that deliberations and actions of a legislative body be conducted openly and that all persons be permitted to attend any meeting except as otherwise provided in the law. Agendas must be posted at least 72 hours in advance of a meeting, and information made available to the Council must also be available to the public.

There appear to be ample opportunities for public involvement and input at regularly scheduled meetings. The agenda is posted, posted on the Internet and sent to local media. Council agendas and packets are posted and available for public review by the end of the business day on the Friday preceding each regularly scheduled Council meeting. Public notices (pursuant to the Government Code) are published to advertise certain types of hearings and press releases are issued to inform the public on significant city-wide issues and projects. An average of 15 to 20 members of the public attend a typical meeting of the Council while 30 to 35 typically attend when a specific neighborhood issue is on the agenda, such as placement of sidewalks and access

rights to alleys. All attendees are welcomed to address the council and are normally allowed more than one presentation per meeting.

The City Manager, Deputy City Manager, City Clerk and the City Attorney are responsible for Council meeting compliance with the Brown Act. All officers are provided with updated Brown Act training/reference books yearly. The City appears to meet the requirements of the Brown Act.

The following is a list of some of the opportunities available to the public, which inform and involve the City's governmental affairs:

- All Council, committee, and board meetings are open to the public; notice of all meetings is posted; and, where required by law or City policy, notice is both published and mailed directly to affected and/or interested parties.
- The City's website provides a variety of information, department links, documents, and contact information.
- The City budget is available for review at the City's Administrative Services Department.
- City plans and regulatory documents are available for review or purchase from the City.
- The City maintains and regularly posts information on two community bulletin boards located within the community.

The ratio of managers to workers is appropriate; the City is not top heavy in managers, and the department heads are actively involved in departmental operations and service provision. The City and the various departments have various policies and procedures related to personnel, provision of services, customer relations and relationships with other agencies.

The management structure of the City is relatively simple and is well suited to the type of operations undertaken by the City; the linear management structure ensures an appropriate reporting mechanism and accountability. No alternative structures or reorganizations of the staff would result in more efficient operations, and the existing structure is considered appropriate for the City. A number of middle management positions were eliminated in the FY 2009-2010 budget in response to revenue losses from the economic downturn and State takings.

The City's budget process is a key mechanism used to review efficiencies in the management of City services and programs. The annual budget process includes a review of previous year accomplishments, upcoming year goals and programs, and specific funding to carry out those programs. The budget is adopted through a public hearing process by the City Council.

As a municipality, the City is structured to meet the needs and expectations of urban/suburban levels of development. As a single service provider with established service systems, the City would be able to efficiently provide a comprehensive range of services. With existing and planned development within the SOI, the extension of infrastructure and services into these areas

would be logical and generally more efficient than if provided by other utilities. Provision of services and infrastructure by the City into the SOI should not overlap or conflict with other service providers. The inclusion of the SOI areas into the City is not anticipated to have a significant effect on the governmental structure of the City.

Determination 6.2-1 The Mayor presides over Council meetings, which are held on the second Tuesday of each month at 6:30 p.m. (5:30 p.m. when work sessions are needed) and the fourth Tuesday of each month at 6:30 p.m. in the City Hall located at 405 East El Monte Way.

Determination 6.2-2 Ample opportunities exist for public involvement and input at regularly scheduled City Council meetings. An average of 15 to 20 members of the public attend a typical meeting of the Council while many more attend when a specific neighborhood issue is on the agenda.

CHAPTER SEVEN – ANY OTHER MATTER RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY, AS REQUIRED BY COMMISSION POLICY

7.1 Disadvantaged or Other Developed Unincorporated Communities

Pursuant to Government Code section 56430, municipal service reviews are required to identify the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence and to also identify needs or deficiencies related to sewers, municipal and industrial water and structural fire protection. Government Code section 56033.5 defines a “disadvantaged unincorporated community” as inhabited territory, as defined by section 56046 (12 or more registered voters), or as determined by commission policy, that constitutes all or a portion of a disadvantaged community as defined by Water Code section 79505.5 (a community with an annual median household income that is less than 80 percent of the statewide annual median household income).

Tulare County LAFCO Policy C-5.11(C) defines a disadvantaged community as an area that has a median household income 80% or less of the statewide average pursuant to Public Resources Code section 75005(g) and contains at least 20 dwelling units at a density not less than one unit per acre. (Note: the definition of a disadvantaged community is consistent between PRC §75005(g) and WC §79005.5.)

In addition to what is required by GC §56430, Tulare County LAFCO Policy C-5.11(B)(VI)(a) requires that the Written Statement of Determinations for MSRs shall be based on a comprehensive review of area service providers conducted in accordance with GC §56430(b) and shall include, but is not limited to: estimate of existing population, identification of existing service providers, identification of services provided within the community, service costs and identification of surrounding land use designations, both existing and planned, contained in a city’s General Plan or County’s Community Plan for all (not just disadvantaged) unincorporated communities within or adjacent to the agency’s SOI. (Note: A reasonable effort shall be made to conduct a thorough review; however, the level of detail is subject to the extent data is readily available and relevant to the overall MSR analysis.)

El Monte Mobile Village

Within or adjacent to the sphere of influence there is one community in the unincorporated area that could be identified under Tulare County LAFCo definitions as a developed unincorporated community. The disadvantaged community is a 4.8-acre mobile home park located at 6676 Avenue 416 (El Monte Way), on the north side of the street approximately 1/8 mile west of Road 68. The mobile home park, known as El Monte Mobile Village, contains 35 units with approximately 100 residents and is located on one privately owned lot. The mobile home park is currently outside the City’s SOI and the County’s 20-year UDB but within the City’s 10 and 20-year UDBs. Its designated land use in the City’s General Plan is residential medium-high density and is surrounded by planned medium-high density residential to the east and west and medium density residential to the north and south.

The community has its own private water system and septic tank / leach line system. The water system has 49 connections. Water quality testing has shown exceedences of the legal limit of nitrates from 2006 through 2011 with a high of 77.9 mg/l (the legal limit is 45 mg/l) [Source: State Water Resources Control Board]. The City of Dinuba will have the capacity to serve the site with water and sewer service. Both water and sewer lines are currently about 5/8 miles away from the site. It is the intent of the City that the mobile home park be annexed into the City and provided with full City services once the City limits reach and include the site. If an emergency situation were to occur before that time, the City has the service capacity to serve the site with an extraterritorial services agreement, but does not have an identified funding source to extend the lines.

Fire services are provided under a mutual aid agreement between the City of Dinuba and Tulare County. The closest County fire station is Station #3, located three miles away on Road 80 to the south of the City. The City has one fire station that is located downtown, two miles away from El Monte Mobile Village.

El Monte Mobile Village is accessed by Avenue 416 (El Monte Avenue) which is a County road that is maintained by the City through an operation and services agreement with the County. The roads interior to the community are privately maintained.

Determination 7.1-1 The Commission should include the El Monte Mobile Village in the City of Dinuba's SOI as an identified community of interest.

Determination 7.1-2 Pursuant to State law and local policy, the City will need to address annexation of the El Monte Mobile Village in relation to any annexation that would be adjacent to the community.

7.2 Location of Existing City and County Growth Boundaries

Figure 2-1 shows the City's incorporated area, 10 and 20-year UDBs, General Plan planning area and the current SOI. Figure 7-1 shows all of the boundaries listed above with the exception of the City's General Plan planning area and also includes the County's 20-year UDB for the City of Dinuba.

A Memorandum of Understanding (MOU) was signed by the City and the County in May of 2011 (Tulare County Agreement No. 25001). As part of the MOU, the following was agreed to regarding the County 20-year UDB relationship with a LAFCo adopted SOI:

The City of Dinuba has a duly adopted General Plan update (September 2008). As determined by the Municipal Service Review (MSR) currently under consideration by Tulare County LAFCO, the identified 20-year UDB shall be conterminous with the SOI set by LAFCO. The County will work with the City to manage urban development within the County adopted City Urban Development Boundary (City UDB) and the County adopted City Urban Area Boundary (City UAB) for the City as provided in Attachment 1 through work programs as described in the County General Plan 2030 policies set in Attachment 3.

The MOU also includes agreements regarding the County General Plan, development impact fees and provisions regarding development and land use within the County adopted UDB and Urban Area Boundary (UAB).

City and County staff met on January 12, 2012 and developed a mutually agreed upon SOI boundary proposal (Figure 7-2). The goal of which would be, after LAFCO approval, to have a unified SOI and County 20-year UDB for the City pursuant to the City-County MOU.

Table 7-1, shown below, lists the acreages of the various current planning boundaries, the City/County proposed SOI and the percentage size differential between each planning boundary and the existing City Limits.

Table 7-1
City of Dinuba Boundary Comparison

Boundary	Size (acres)	Difference vs. City Limits
Incorporated City	4,174	n/a
Sphere of Influence	6,173	47.9%
City 10-year UDB	7,061	69.2%
City 20-year UDB	10,413	149.5%
County 20-year UDB	4,796	14.9%
City/County SOI	5,558	33.2%

Note: The estimated population % growth between 2010 and 2030 is 67.8%.

The City/County proposed SOI is almost one square mile smaller than the existing SOI. The proposed decrease in the size of the existing SOI does seem appropriate given the amount of vacant land that is within City limits. Table 7-2 shows the City General Plan's land uses in acreage for the area within the proposed SOI and outside existing City limits.

Table 7-2
Proposed SOI – Land Uses

Land Use	Size (acres)
Residential	855
Commercial & Office	243
Industrial	106
Public, Park, Basins	129
Urban Reserve	51
TOTAL	1,384

Note: The proposed SOI includes El Monte Mobile Village.

The City/County MOU and proposed SOI boundary essentially meets the requirements of the City-County SOI meeting and agreement as outlined in GC §56425(b):

Prior to a city submitting an application to the commission to update its sphere of influence, representatives from the city and representatives from the county shall meet to discuss the proposed new boundaries of the sphere and explore methods to reach agreement on development standards and planning and zoning requirements within the sphere to ensure that development within the sphere occurs in a manner that reflects the concerns of the affected city and is accomplished in a manner that promotes the logical and orderly development of areas within the sphere. If an agreement is reached between the city and county, the city shall forward the agreement in writing to the commission, along with the application to update the sphere of influence. The commission shall consider and adopt a sphere of influence for the city consistent with the policies adopted by the commission pursuant to this section, and the commission shall give great weight to the agreement to the extent that it is consistent with commission policies in its final determination of the city sphere.

Determination 7.2-1 The City and County signed an MOU which includes the statement, “*the identified 20-year UDB shall be conterminous with the SOI set by LAFCO*” and provisions regarding development and land use within the UDB/SOI.

Determination 7.2-2 LAFCO shall determine the SOI for the City of Dinuba pursuant to State law and Tulare County LAFCO Policy C-5 and shall give great weight to the City/County proposed SOI location.

Figure 7-1
Urban Boundaries

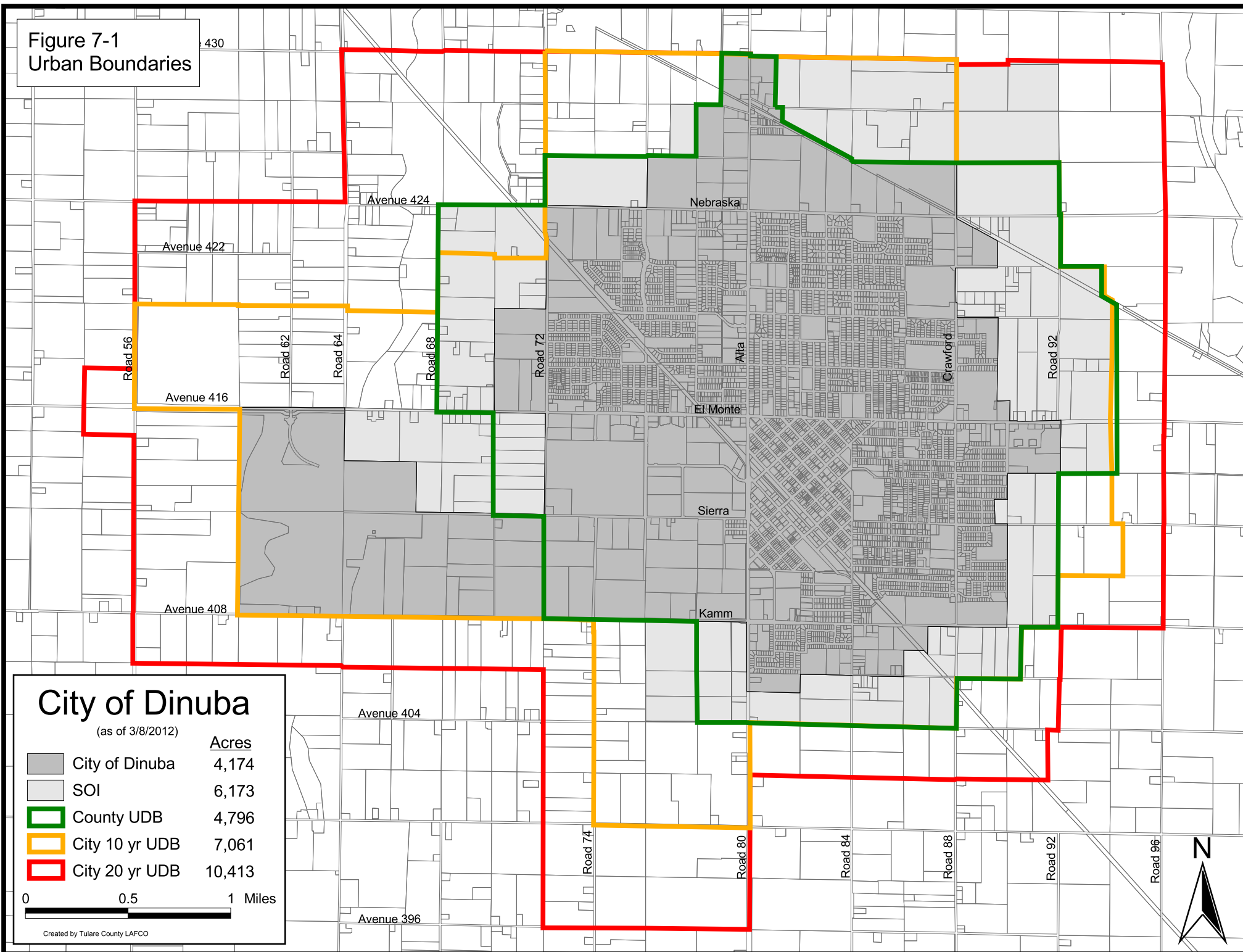
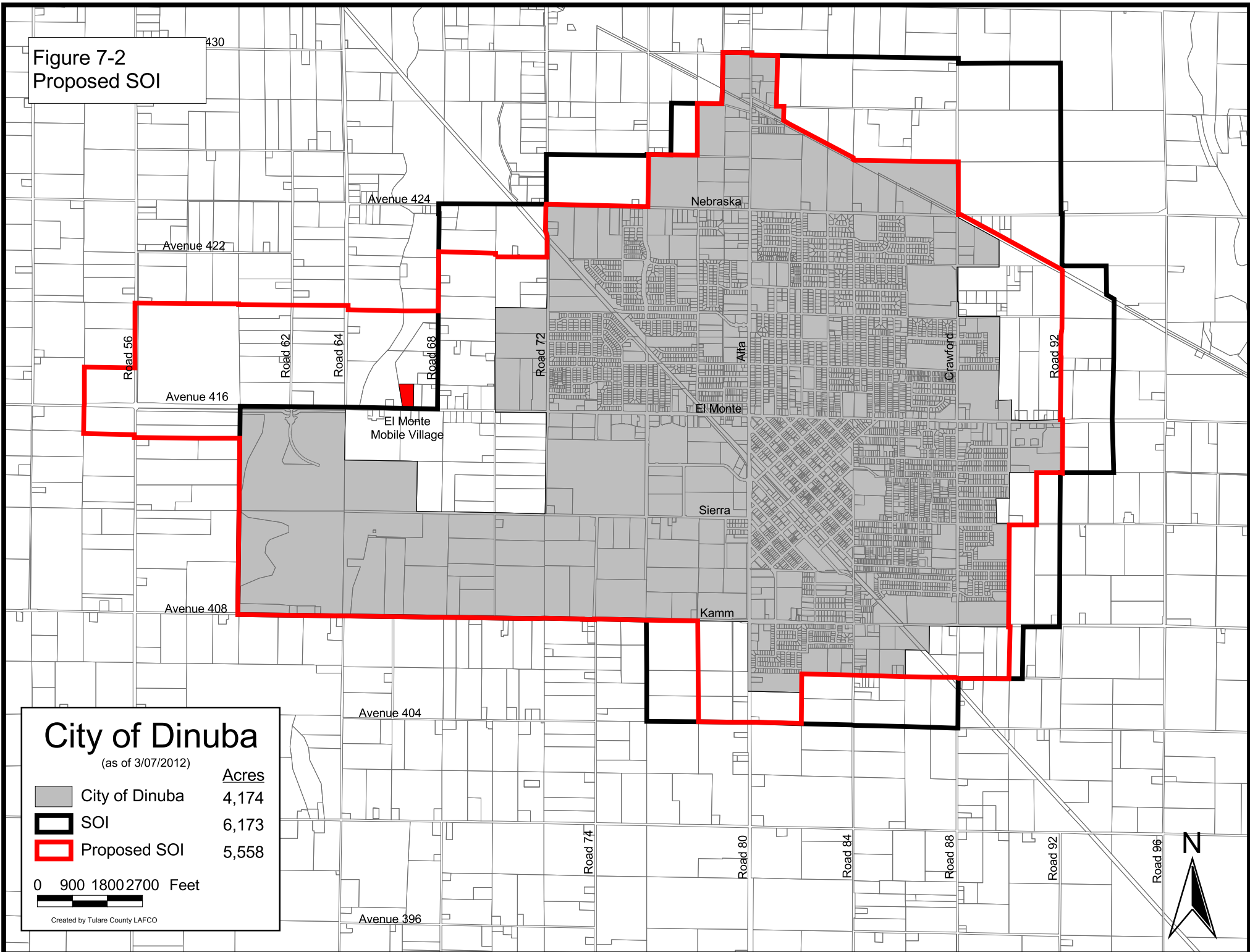


Figure 7-2
Proposed SOI



APPENDIX A – GLOSSARY

TERM	DEFINITION
Acre-foot/feet (AF)	Measurement of water volume--the volume of water that would cover one acre of land to a depth of one foot, equivalent to 325,851 gallons of water.
Annexation	The annexation, inclusion, attachment, or addition of territory to a city or district.
City	Any charter or general law city, including any city the name of which includes the word "town."
City 20-year Urban Development Boundary (UDB)	Twenty-year growth boundary as adopted in a City's General Plan.
Cost avoidance	Actions to eliminate unnecessary costs derived from, but not limited to, duplication of service efforts, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities, overlapping/inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.
County 20-year Urban Development Boundary (UDB)	Twenty-year growth boundary for a city or an unincorporated community as adopted in a county's General Plan.
District or special district	An agency of the state, formed pursuant to general law or special act, for the local performance of governmental or proprietary functions within limited boundaries. "District" or "special district" includes a county service area.
District of limited powers	An airport district, community services district, municipal utility district, public utilities district, fire protection district, harbor district, port district, recreational harbor district, small craft harbor district, resort improvement district, library district, local hospital district, local health district, municipal improvement district formed pursuant to any special act, municipal water district, police protection district, recreation and park district, garbage disposal district, garbage and refuse disposal district, sanitary district, or county sanitation district.
Enterprise fund	Services for which a city charges customers a fee. Cities can use enterprise funds to account for its sewer, electric, and non-major (water and solid waste funds). Enterprise funds are the same as its business-type activities, but provide more detail and additional information.
Feasible	Capable of being accomplished in a successful manner within a

TERM	DEFINITION
	reasonable period of time, taking into account economic, legal, social and technological factors.
Formation	The formation, incorporation, organization, or creation of a district.
Function	Any power granted by law to a local agency or a county to provide designated governmental or proprietary services or facilities for the use, benefit, or protection of all persons or property.
FY	Fiscal year
General law city	A general law city operates within the parameters and guidelines of California municipal law. The advantage of a general law city is that general state laws have been subjected to judicial scrutiny and tested over the years, so there is relatively little confusion about their application.
General revenues	Revenues not associated with specific services or retained in an enterprise fund.
gpd	Gallons per day
Incorporation	The incorporation, formation, creation, and establishment of a city with corporate powers. Any area proposed for incorporation as a new city must have at least 500 registered voters residing within the affected area at the time commission proceedings are initiated.
Independent special district	Any special district having a legislative body all of whose members are elected by registered voters or landowners within the district, or whose members are appointed to fixed terms, and excludes any special district having a legislative body consisting, in whole or in part, of ex officio members who are officers of a county or another local agency or who are appointees of those officers other than those who are appointed to fixed terms. "Independent special district" does not include any district excluded from the definition of district contained in §56036.
Infrastructure needs and deficiencies	The term “infrastructure” is defined as public services and facilities, such as water supply systems, other utility systems, and roads (General Plan Guidelines). Any area needing or planned for service must have the infrastructure necessary to support the provision of those services. The term “infrastructure needs and deficiencies” refers to the status of existing and planned infrastructure and its relationship to the quality and levels of service that can or need to be provided.
Joint Commission	A single Commission formed to preside over the functions of a multi-LAFCo Joint Powers Agreement. The Commission may be comprised of all or a portion of the Commissioners of the individual Commissions that are participating in the Joint Powers Agreement. A

TERM	DEFINITION
	Joint Commission, as herein defined, does not constitute an individual agency. It is intended to jointly exercise existing powers common to each agency.
LAFCo	Local Agency Formation Commission
Local agency	A city, county, or special district or other public entity, which provides public services.
MG	Million gallons—measurement of water and wastewater volume.
MGD	Million gallons per day—water and wastewater flow rate.
Municipal services	The full range of services that a public agency provides, or is authorized to provide. As understood under the CKH Act, this includes all services provided by special districts under California law.
Non-enterprise activity	A non-enterprise activity, such as fire protection, is an activity that has an accounting system organized on a governmental fund basis.
Overlapping territory	Territory which is included within the boundaries of two or more districts or within one or more districts and a city or cities.
Principal LAFCo for municipal service review	The LAFCo with the lead responsibility for a municipal service review. Lead responsibility can be determined pursuant to the CKH Act definition of a Principal LAFCo as it applies to government organization or reorganization actions, by negotiation, or by agreement among two or more LAFCos.
Public agency	The state or any state agency, board, or commission, any city, county, city and county, special district, or other political subdivision, or any agency, board, or commission of the city, county, city and county, special district, or other political subdivision.
Rate restructuring	Rate restructuring does not refer to the setting or development of specific rates or rate structures. During a municipal service review, LAFCo may compile and review certain rate related data, and other information that may affect rates, as that data applies to the intent of the CKH Act (§56000, §56001, §56301), factors to be considered (§56668), SOI determinations (§56425) and all required municipal service review determinations (§56430). The objective is to identify opportunities to positively impact rates without adversely affecting service quality or other factors to be considered.
Regional	Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad geographic area.
Reorganization	Two or more changes of organization initiated in a single proposal.
Reserve	(1) For governmental type funds, an account used to earmark a portion

TERM	DEFINITION
	of fund balance, which is legally or contractually restricted for a specific use or not appropriable for expenditure. (2) For proprietary type/enterprise funds, the portion of retained earnings set aside for specific purposes. Unnecessary reserves are those set aside for purposes that are not well defined or adopted or retained earnings that are not reasonably proportional to annual gross revenues.
Service	A class established within, and as a part of, a single function, as provided by regulations adopted by the commission pursuant to Chapter 5 (commencing with §56820) of Part 3.
Service review	A study and evaluation of municipal service(s) by specific area, sub-region or region culminating in written determinations regarding nine specific evaluation categories.
Sphere of influence (SOI)	A plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCo.
Stakeholder	Refers to LAFCOs, members of the public, affected and interested agencies, and other entities interested in, and affected by, service(s) being reviewed.

APPENDIX B – BIBLIOGRAPHY

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