

16. Request from the Resource Management Agency to authorize the submittal of the Local Early Action Planning Report and attachments including the draft Municipal Service Reviews and County Development Standards to the California Department of Housing and Community Development for the Local Early Action Planning (LEAP) Grant. Authorize the Tulare County Local Agency Formation Commission to adopt and incorporate the updated Municipal Service Reviews. Authorize the updated Tulare County Improvement Standards to be brought before the Board of Supervisors for adoption and incorporation by reference into the General Plan Public Utilities Element upon completion. Designate the Resource Management Agency Director or designee to act as the Environmental Officer in all matters pertaining to this grant.



# Resource Management Agency

## COUNTY OF TULARE AGENDA ITEM

### BOARD OF SUPERVISORS

LARRY MICARI  
District One

PETE VANDER POEL  
District Two

AMY SHUKLIAN  
District Three

EDDIE VALERO  
District Four

DENNIS TOWNSEND  
District Five

**AGENDA DATE:** March 25, 2025 – REVISED

Public Hearing Required	N/A
Scheduled Public Hearing w/Clerk	N/A
Published Notice Required	N/A
Advertised Published Notice	N/A
Meet & Confer Required	N/A
Budget Transfer (Aud 308) attached	N/A
Personnel Resolution attached	N/A
Agreement(s) attached	N/A

CONTACT PERSON: Celeste Perez PHONE: (559) 624-7010

**SUBJECT:** Authorize Submittal of a Final Report, Updated Municipal Service Reviews, and Development Standards to the California Department of Housing and Community Development for the Local Early Action Planning Grant

### **REQUEST(S):**

That the Board of Supervisors:

1. Authorize the submittal of the Local Early Action Planning Report and attachments including the draft Municipal Service Reviews and County Development Standards to the California Department of Housing and Community Development for the Local Early Action Planning (LEAP) Grant.
2. Authorize the Tulare County Local Agency Formation Commission to adopt and incorporate the updated Municipal Service Reviews.
3. Authorize the updated Tulare County Improvement Standards to be brought before the Board of Supervisors for adoption and incorporation by reference into the General Plan Public Utilities Element upon completion; and
4. Designate the Resource Management Agency Director or designee to act as the Environmental Officer in all matters pertaining to this grant.

### **SUMMARY:**

In May of 2022, the County of Tulare received \$565,000 from the California Department for Housing and Community Development (HCD) through the Local Early Action Planning (LEAP) Grant, of which \$500,000 were allocated to the County of Tulare and \$65,000 to the City of Lindsay. The County served as an entity for the City of Lindsay's funds due to HCD's Letter Finding to not allow the City to apply.

The County's main LEAP-funded project consisted of updating the Municipal Service

**SUBJECT:** Authorize Submittal of a Final Report, Updated Municipal Service Reviews, and Development Standards to the California Department of Housing and Community Development for the Local Early Action Planning Grant

**DATE:** March 25, 2025

Reviews (MSRs) for special districts that provide urban services within Tulare County with the intent of identifying infrastructure and service capabilities and deficiencies throughout the County. An MSR is an in-depth analysis to determine the adequacy of municipal services being provided by a local agency under the Local Agency Formation Commission (LAFCO). The MSR is used by LAFCO, as well as other associated agencies and the public, to gain an understanding of the services provided and to identify opportunities for cooperation and greater efficiency among service providers. The term “municipal services” generally refers to the full range of governmental services that a public agency provides or is authorized to provide.

In February of 2023, the County entered into an agreement with Provost & Pritchard Engineering Group, Inc., for updating the MSRs. Tulare County LAFCO was also engaged in the review and approval of the MSRs. In March of 2024, the County entered into an agreement with 4Creeks Inc., a consulting firm, to update and improve the County’s Accessory Dwelling Unit (ADU) Ordinance Guidelines.

Due to the MSRs not being updated since the mid-2000s, there was limited updated information on the status of the County’s existing infrastructure. As a result of the MSR updates in the four groups of districts and service areas, infrastructure conditions can be provided to potential home builders as the County tries to assist developers in locating in communities that have adequate infrastructure. The updated MSRs also assist in preparation of and maintaining the County’s Housing Element, Groundwater Management Act, CV-Salts, and ability to provide water quantity and quality and improved roadway infrastructure to projects within the districts.

The City of Lindsay’s LEAP-Funded Project consisted of updating the City’s Zoning Ordinance, Subdivision Ordinance and Development Standards. The updates brought ordinances and standards into compliance with the City’s updated 2019 Housing Element and the current General Plan.

In September of 2022, the County entered into an agreement with 4Creeks, Inc., to update the City of Lindsay’s Zoning Ordinance, Subdivision Ordinance, and Development Standards.

In November 2024, the County amended its agreement with 4Creeks, Inc., to add scope to prepare updates to County standards. To date, two of the four planned submittals have been received. The remaining submittals will undergo review and revision, with the final submittal to be completed by June 2025.

Following this meeting, Public Works will conduct public outreach to solicit feedback from engineers, developers, utilities, contractors, and other stakeholders. The outreach period is expected to last approximately six weeks, allowing for industry input on the potential impacts of the proposed standards. If only moderate revisions are required, Public Works staff will complete the necessary adjustments within an estimated one-month period.

**SUBJECT:** Authorize Submittal of a Final Report, Updated Municipal Service Reviews, and Development Standards to the California Department of Housing and Community Development for the Local Early Action Planning Grant  
**DATE:** March 25, 2025

Upon completion of the revisions Public Works will bring the updated Improvement Standards to the Board of Supervisors for Adoption.

**FISCAL IMPACT/FINANCING:**

Carryover funds will be used to update the Tulare County Improvement Standards, originally adopted on January 16, 1973, and last revised on December 10, 1991. Funding to support this effort is provided by revenue from LEAP and from the County Road Fund.

**LINKAGE TO THE COUNTY OF TULARE STRATEGIC BUSINESS PLAN:**

The County's five-year strategic plan includes the Safety and Security Initiative with goals such as improving and maintaining adequate transportation infrastructure and providing for a safe and adequate water supply. Further, updated Improvement Standards will increase governmental efficiencies by meshing current development trends and practices with the County's policies for construction of public infrastructure.

**ADMINISTRATIVE SIGN-OFF:**

**/s/ Aaron R. Bock**

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Aaron R. Bock, MCRP, JD, LEED AP  
Assistant Director Economic Development & Planning

**/s/ Michael Washam**

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Michael Washam, ACE  
Associate Director

**/s/ Reed Schenke**

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Reed Schenke, P.E.  
Director

Cc: County Administrative Office

Attachment – LEAP Grant Close Out Report

# BEFORE THE BOARD OF SUPERVISORS COUNTY OF TULARE, STATE OF CALIFORNIA

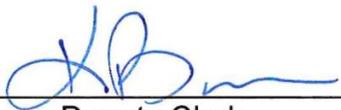
IN THE MATTER OF Authorize Submittal )  
of a Final Report, Updated Municipal ) Resolution No. 2025-0232  
Service Reviews, and Development )  
Standards to the California Department of )  
Housing and Community Development )  
for the Local Early Action Planning Grant )

UPON MOTION OF SUPERVISOR MICARI, SECONDED BY SUPERVISOR VALERO, THE FOLLOWING WAS ADOPTED BY THE BOARD OF SUPERVISORS, AT AN OFFICIAL MEETING HELD MARCH 25, 2025, BY THE FOLLOWING VOTE:

AYES: SUPERVISORS MICARI, VANDER POEL, SHUKLIAN AND VALERO  
NOES: NONE  
ABSTAIN: NONE  
ABSENT: SUPERVISOR TOWNSEND



ATTEST: JASON T. BRITT  
COUNTY ADMINISTRATIVE OFFICER/  
CLERK, BOARD OF SUPERVISORS

BY:   
Deputy Clerk

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1. Authorized the submittal of the Local Early Action Planning Report and attachments including the draft Municipal Service Reviews and County Development Standards to the California Department of Housing and Community Development for the Local Early Action Planning (LEAP) Grant.
2. Authorized the Tulare County Local Agency Formation Commission to adopt and incorporate the updated Municipal Service Reviews.
3. Authorized the updated Tulare County Improvement Standards to be brought before the Board of Supervisors for adoption and incorporation by reference into the General Plan Public Utilities Element upon completion; and
4. Designated the Resource Management Agency Director or designee to act as the Environmental Officer in all matters pertaining to this grant.



# 21-LEAP-17083 Close Out Report

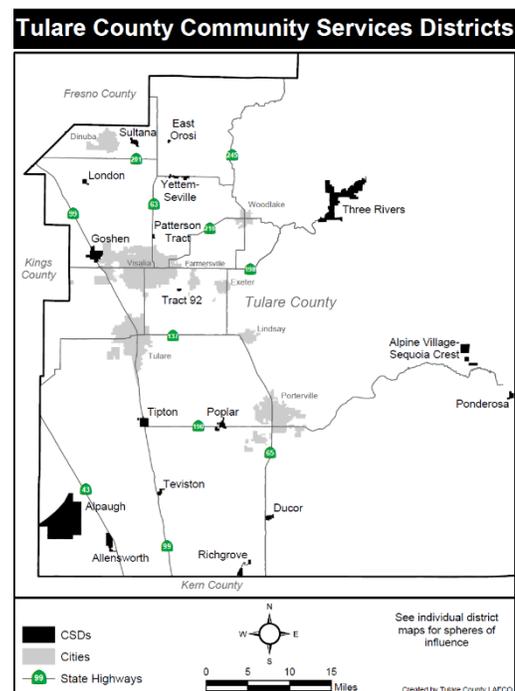
## 1. Brief Summary

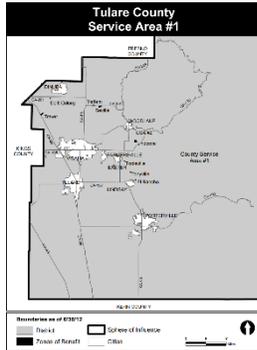
In May of 2022, the County of Tulare received fully executed Standard Agreement No. 21-LEAP-17083 in the amount of \$565,000 of which \$500,000 were allocated to the County of Tulare and \$65,000 to the City of Lindsay.

The County's main LEAP-funded project consisted of updating the Municipal Service Reviews (MSRs) for special districts that provide urban services within Tulare County with the intent of identifying infrastructure and service capabilities and deficiencies throughout the County. The following MSRs were updated:

### Community Service Districts (CSDs):

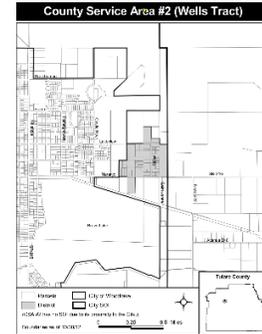
- Allensworth
- Alpaugh
- Alpine Village-Sequoia Crest
- Ducor
- East Oroshi
- Goshen
- London
- Patterson Tract
- Ponderosa
- Poplar
- Richgrove
- Sultana
- Teviston
- Three Rivers
- Tipton
- Tract 92
- Yettem-Seville





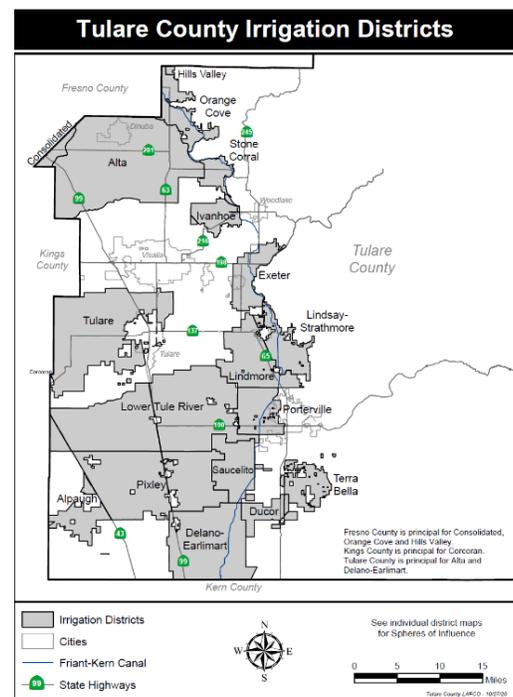
**Tulare County Service Areas (CSAs):**

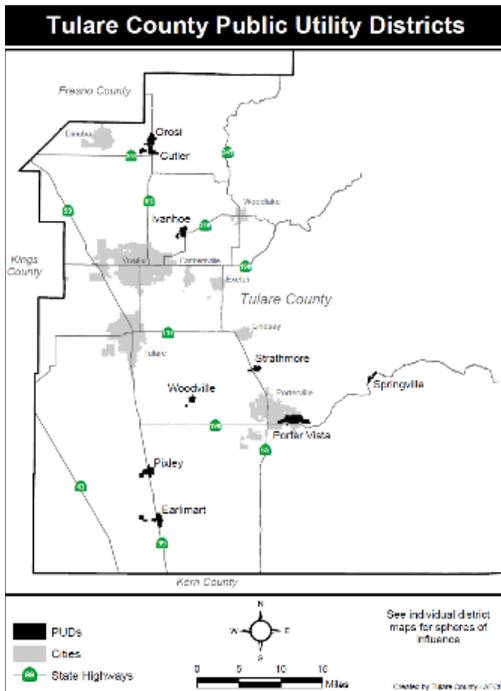
- CSA No. 1 Zone of Benefit – Delft Colony
- CSA No. 1 Zone of Benefit – El Rancho
- CSA No. 1 Zone of Benefit – Seville
- CSA No. 1 Zone of Benefit – Tonyville
- CSA No. 1 Zone of Benefit – Tooleville
- CSA No. 1 Zone of Benefit – Traver
- CSA No. 1 Zone of Benefit – Yettem
- CSA No. 2 Zone of Benefit – Wells Tract



**Irrigation Districts (IDs):**

- Alpaugh Irrigation District
- Alta Irrigation District
- Delano-Earlimart Irrigation District
- Ducor Water District (formerly known as Ducor Irrigation District)
- Exeter Irrigation District
- Ivanhoe Irrigation District
- Lindmore Irrigation District
- Lindsay-Strathmore Irrigation District
- Lower Tule River Irrigation District
- Pixley Irrigation District
- Porterville Irrigation District
- Saucelito Irrigation District
- Stone Corral Irrigation District
- Terra Bella Irrigation District
- Tulare Irrigation District





Public Utility Districts (PUDs):

- Cutler
- Earlimart
- Ivanhoe
- Oroshi
- Pixley
- Porter Vista
- Springville
- Strathmore
- Woodville

Additionally, the County also utilized LEAP funding for the design and plans of sets of ADUs ready for approval and to update and improve the County’s ADU Ordinance Guidelines.

The **City of Lindsay’s LEAP-Funded Project** consisted of updating the city’s Zoning Ordinance, Subdivision Ordinance and Development

Standards. The updates brought ordinances and standards into compliance with the city’s updated 2019 Housing Element and the current General Plan. Specific work is summarized below.

**Zoning Ordinance Update:** Incorporate new state requirements and other changes that may be Lindsay specific, to comply with updated Housing Element and General Plan. Work performed included review existing zoning ordinance, update with required language, propose language to city for future growth. Outline necessary procedures for public notification and review and adoption by city council (upcoming).

**Subdivision Ordinance Update:** Current ordinance is ambiguous and not consistent with General Plan, including the Housing Element. Needed to update to incorporate subdivision map act changes and clarify standards. Work performed included review existing zoning ordinance, updated with required language, proposed language to city for future growth. Outlined necessary procedures for public notification and review and adoption by city council (upcoming).

**Update City Improvement (Development) Standards:** Revised current standards to current accepted construction methods and included new standards of materials and methods of development standards. Adopt updated Engineering and Design Standards (upcoming).



**Enhanced Web Platform for Municipal Code and Upgrade Website:** City website has been updated; the city municipal code has been converted to current "Muni Code" configuration.

**Modernize and Improve Planning and Permitting System:** Improvements have been incorporated into operations within City Services Department. Planning application and building permit process has been upgraded to include web access to all necessary applications and information. Internal application tracking (both planning and building) has been incorporated. Incorporated digital tracking of planning applications and building permits for all office and field staff (including portable laptop or notepads) as well as general public ability to track applications or permits. Integrated GIS-centric planning and permitting database.

**Update Service Element of the General Plan:** This grant allowed the County to add its ability to focus developers on projects and project areas, where they can work with the Service Districts and Cities/Communities to provide housing. Updating the MSR's also allowed the County to update its Public Services Element of the General Plan and update its development standards.

## **2. Lead Agency and Partnerships**

The County of Tulare as lead agency administered the grant including the City of Lindsay's LEAP allocation. In February of 2023, the County entered into an agreement with Provost & Pritchard Engineering Group, Inc. for updating the Municipal Service Reviews. Tulare County LAFCO was also engaged in the review and approval of the MSR's. In March of 2024, the County entered into an agreement with 4Creeks Inc., a consulting firm, to update and improve the County's AUD Ordinance Guidelines. In September of 2022, the County also entered into an agreement with 4Creeks Inc. to update the City of Lindsay's Zoning Ordinance, Subdivision Ordinance, and Development Standards.

The County of Tulare's staff included the following:

- Aaron R. Bock, Assistant Director, Planning, Tulare County Resource Management Agency, grant lead, review, and oversight
- Gary Mills, Chief Planner, Tulare County Resource Management Agency, review of MSR's and Lindsay's Zoning Ordinance, consultant management
- Jason Garcia-LoBue, Planning and Permit Manager, Tulare County Resource Management Agency, review of ADU Ordinance Guidelines



- Hector Ramos, Building and Housing Manager, Tulare County Resource Management Agency, review of ADU plans and specifications and ADU Ordinance Guidelines
- Sandra Sabin, Grants Specialist III, Tulare County Resource Management Agency, grant administrator, process invoices, funds requests, consultant agreements, Standard Agreement
- Ben Guiliani, Executive Director Tulare County LAFCO, review and input MSR

#### Consultants

- Provost and Prichard Engineering Group, Inc., to update MSR
- 4Creeks, Inc., to update City of Lindsay's Zoning Ordinance
- Skylab, website services

### **3. Drivers & 4. Engagement Process**

Passed in 2017, California State Assembly Bill 1397 requires local governments to prove that their general plan include sufficient "adequate sites" to comply with their housing element, and that all such sites have a realistic potential for new housing development. When developing the MSR, it assisted local communities to have a realistic development capacity, provided an analysis of non-vacant and underutilized sites, and identified environmental constraints and adequate infrastructure.

California State Senate Bill 35 (2017) is aimed at addressing the state's housing shortage and high housing costs. Specifically, it requires the availability of a Streamlined Ministerial Approval Process for developments in localities that have not yet made sufficient progress towards their allocation of the regional housing need. Eligible developments must include a specified level of affordability, be on an infill site, comply with existing residential and mixed-use general plan or zoning provisions, and comply with other requirements such as locational and demolition restrictions. The intent of the legislation is to facilitate and expedite the construction of housing. In addition, as part of the legislation, the Legislature found ensuring access to affordable housing is a matter of statewide concern and declared that the provisions of SB 35 would apply to all cities and counties. Updating the City of Lindsay's improvement (development) standards will streamline the application process by having all the standards in one location on the City's website.

Other drivers in this task included a collaboration of County staff (RMA and LAFCO) and consultants (Provost and Prichard, 4Creeks, and Skylab) to come together with non-



government organizations (NGOs), including: CSDs, CSA, IDs, PUDs, to update MSR. Much of the data collected, e.g., board members, announcements, maps, agendas & minutes, operations, hours of operation, audits, etc., could be found on most of the websites from aforementioned districts/service areas. If smaller districts did not contain data needed to update the MSR on their websites, interviews with staff were conducted.

The engagement included many stakeholders. In general, those that benefit from the MSR and City of Lindsay improvement standards include the residents that live in districts, service areas or the City of Lindsay. For the MSR, stakeholders included the districts identified in Section 1, Brief Summary, include 49 districts and service areas. Engagement was primarily through email communications and verbal communications.

## **5. Challenges**

CSDs, CSAs, IDs and PUDs have small staffs and some are volunteer positions. Due to amount of information required to update MSR sections, it was sometimes difficult to gather information in a timely manner.

## **6. Outcomes**

Because the MSR have not been updated since the mid-2000s, there was limited updated information on the status of the County's existing infrastructure. As a result of the MSR updates in the four groups of districts and service areas, infrastructure conditions can be provided to potential home builders as the County tries to assist developers in locating in communities that have adequate infrastructure. The updated MSR also assist in preparation of and maintaining the County's Housing Element, Service Element of the General Plan, Groundwater Management Act, CV-Salts, and ability to provide water quantity and quality and improved roadway infrastructure to projects within the districts.

LAFCO also amended its MSR Policy Element to allow for greater flexibility in the process and clean up some "awkward verbiage", according to LAFCO staff.

## **7. Replicability**

Aspects of the project that could be replicated in other communities include utilization of the improvement (development) standards in other jurisdictions as background documentation to develop their own standards. In fact, the City of Lindsay Improvement Standards utilized City of Visalia updated development standards as background, and County of San Joaquin standards were used by Tulare County as background for its updated improvement standards. These standards will be made available to other jurisdictions as well to help in their updating processes.



## **8. Additional Resources** (Websites)

The MSRs can be found at [LAFCO - MSR \(tulare.ca.us\)](http://tulare.ca.us)

City of Lindsay Improvement Standards can be found at: [Documents & Forms | Lindsay California](#)

## **9. Further Information**

For further information, contact:

Benjiman Guiliani, Executive Director  
Tulare County LAFCO  
210 N. Church Street, Ste. B  
Visalia, CA 93291

(559) 623-0450  
[bgiuliani@tularecounty.ca.gov](mailto:bgiuliani@tularecounty.ca.gov)  
[LAFCO - Home \(tulare.ca.us\)](http://tulare.ca.us)

Daymon Qualls, City Manager  
City of Lindsay  
251 E. Honolulu Street  
Lindsay, CA 93247

(559) 562-7102 ext. 8010  
[dqualls@lindsay.ca.us](mailto:dqualls@lindsay.ca.us)  
[Lindsay Home Page | Lindsay California](#)

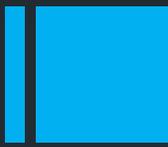


## Schedule

Agency	Oct. '24	Nov. '24	Dec. '24	Jan. '25	Feb. '25	Mar. '25
<b>City of Lindsay</b>			Draft Resolution and Agenda Item	Adopt City Improvement Standards <b>January 27, 2025</b>		
<b>Tulare County Board of Supervisors</b>				Accept MSRs <b>January 14, 2025</b>	Adopt County Improvement Standards/Public Services Element <b>February 18, 2025</b>	
<b>LAFCO Commissioners</b>					Adopt MSRs <b>February 5, 2024</b>	
<b>Tulare County Engineering</b>	Prepare Improvement Standards	Prepare Improvement Standards	Prepare Improvement Standards	Prepare Improvement Standards	Prepare Improvement Standards/Update Public Services Element	Prepare Improvement Standards/Update Public Services Element
<b>California Department of Housing &amp; Community Development (HCD)</b>						Approved by Board of Supervisors and Submitted to HCD on <b>March 25, 2025</b>

## Expenditures

Funds were spent on updating the *Improvement Standards of Tulare County*, which were initially published on January 16, 1973, and subsequently revised three times through December 10, 1991. The Tulare County Engineering Division of the Resource Management Agency worked with 4 Creeks, Inc., to update the improvement standards, which were similar to the efforts completed for the City of Lindsay.

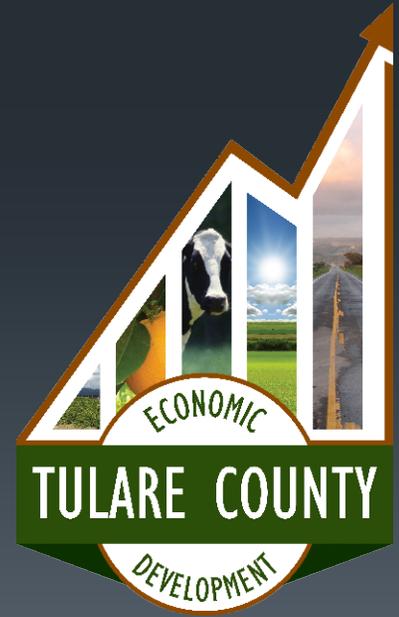


# Submittal of a Final Report, Reports and Standards Fulfilling Requirements for the California Department of Housing and Community Development (HCD) for the Local Early Action Planning (LEAP) Grant



Board of Supervisors  
March 25, 2025

Presented by the  
Tulare County Resource Management Agency



# Local Early Action Planning (LEAP) Grant

- In May of 2022, the County of Tulare received \$565,000 from the California Department for Housing and Community Development (HCD) through the Local Early Action Planning (LEAP) Grant
  - \$500,000 were allocated to the County of Tulare
  - \$65,000 to the City of Lindsay.
- The City of Lindsay's LEAP-Funded Project consisted of updating the City's Zoning Ordinance, Subdivision Ordinance and Development Standards. The updates brought ordinances and standards into compliance with the City's updated 2019 Housing Element and the current General Plan.

# Updated Municipal Service Reviews

- The County's main LEAP-funded project consisted of updating the Municipal Service Reviews (MSRs) for special districts that provide urban services within Tulare County with the intent of identifying infrastructure and service capabilities and deficiencies throughout the County.
- In February of 2023, the County entered into an agreement with Provost & Pritchard Engineering Group, Inc., for updating the MSRs. Tulare County LAFCO was also engaged in the review and approval of the MSRs.
- The MSRs are used by LAFCO, as well as other associated agencies and the public, to gain an understanding of the services provided and to identify opportunities for cooperation and greater efficiency among service providers including:
  - County Service Areas
  - Community Service Districts
  - Irrigation Districts
  - Public Utility Districts

# Tulare County Improvement Standards

- In November 2024, the County amended an agreement with 4Creeks, Inc., to add scope to prepare updates to County standards.
- To date, two of the four planned submittals have been received. The remaining submittals will undergo review and revision, with the final submittal to be completed by June 2025.
- Following this meeting, Public Works will conduct public outreach to solicit feedback from engineers, developers, utilities, contractors, and other stakeholders. The outreach period is expected to last approximately six weeks, allowing for industry input on the potential impacts of the proposed standards.
- Upon completion of the revisions Public Works will bring the updated Improvement Standards to the Board of Supervisors for Adoption.

# Recommendations

- Authorize the submittal of the LEAP Report and Attachments including the draft Municipal Service Reviews and County Development Standards to the California Department of Housing and Community Development (HCD) for the Local Early Action Planning (LEAP) Grant.
- Authorize the Tulare County Local Agency Formation Commission to adopt and incorporate the updated Municipal Service Reviews.
- Authorize the updated Tulare County Improvement Standards to be brought before the Board of Supervisors for adoption and incorporation by reference into the General Plan Public Utilities Element upon completion; and
- Designate the Resource Management Agency Director or designee to act as the Environmental Officer in all matters pertaining to this grant.