CITY OF FIREBAUGH

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

Report to the
Fresno Local Agency Formation Commission

MSR- 21-7 / USOI-204

Prepared with the assistance of
the City of Firebaugh and QK Inc.

David E. Fey, Executive Officer
George W. Uc, former Senior Analyst
Juan Lara, former Analyst II
Amanda Castro, Analyst I
Amanda Olivas, Commission Clerk
2607 Fresno Street, Suite B
Fresno, CA 93721

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Profile: City of Firebaugh

Contact Information

City Manager:	Ben Gallegos, City Manager
City hall address:	1133 "P" Street Firebaugh, CA 93622
Phone:	(559) 659-2043
Email:	bgallegos@firebaugh.org
Office hours:	8:00 a.m. to 5:00 p.m. Monday – Friday
Website:	https://firebaugh.org/

Management Information

Incorporation date:	September 17, 1914
Enabling act:	Government Code Title 4 (Government of Cities)
Organized as:	General Law City
Governing body:	Five City Council Members are elected at large
Elections:	Elections Code sec. 10100 *et seq.* (General Provisions)

Council members:

Name	Current Term
Freddy Valdez, Mayor	December 2020 - December 2024
Brady Jenkins, Mayor Pro Tem	December 2020 - December 2024
Felipe Perez	December 2018 - December 2022
Elsa Lopez	December 2020 - December 2024
Marcia Sablan	December 2018 - December 2022

City Council meetings:	On the first and third Monday of each month, 6:00 p.m. at Andrew Firebaugh Community Center
Staffing:	47 Full-time employees

Service Information

Population served:	8,126
Incorporated limits:	2,408 acres
Sphere of influence:	3,411 acres
Proposal:	add 141 acres to the Firebaugh SOI (Figure 2)

Fiscal Information

Budget:	$25.4 million (Fiscal year 2021-2022)

Administrative Policies

Policies/Procedures: Yes
Firebaugh Municipal Code: https://ecode360.com/FI4072
General Plan: Firebaugh 2030 General Plan
Previous SOI update: 2011

Preface

This Municipal Services Review ("MSR") has been prepared by the Fresno Local Agency Formation Commission ("LAFCo" or "Commission") to examine the municipal services provided by the City of Firebaugh in support of the City's request for an amendment of the Firebaugh sphere of influence ("SOI").

This MSR examines the following items and municipal services provided by the City:

- Governance and Accountability
- Agency Finances
- Growth and Population Projections
- Agriculture preservation
- Disadvantaged Unincorporated Communities
- Airport Facilities
- Fire Protection Services
- Law enforcement
- Solid Waste Services
- Parks and Recreation Services
- Street maintenance
- Water services
- Wastewater collection and treatment
- Public transportation
- Shared Facilities

Credits

Firebaugh staff provided a substantial portion of the information included in this document, including annual budgets, financial statements, various service plans, and assisted LAFCo staff to complete the MSR worksheet.

LAFCo extends its appreciation to those individuals at the City of Firebaugh (City Manager Ben Gallegos, Police Chief Sal Raygoza, Fire Chief John Borboa, Chief Plant Operator Noah Marquez), Firebaugh's consulting team (QK Inc., Gouveia Engineering Inc., and Collins and Schoettler Planning Consultants), the staff at the State Water Resources Control Board Division of Drinking Water–Fresno District Office, and the California Regional Water Quality Control Board–Central Valley Region, for providing information, supporting documents, and valuable assistance in the development of this MSR update for the City of Firebaugh.

Figure 1. Firebaugh city limits and sphere of influence

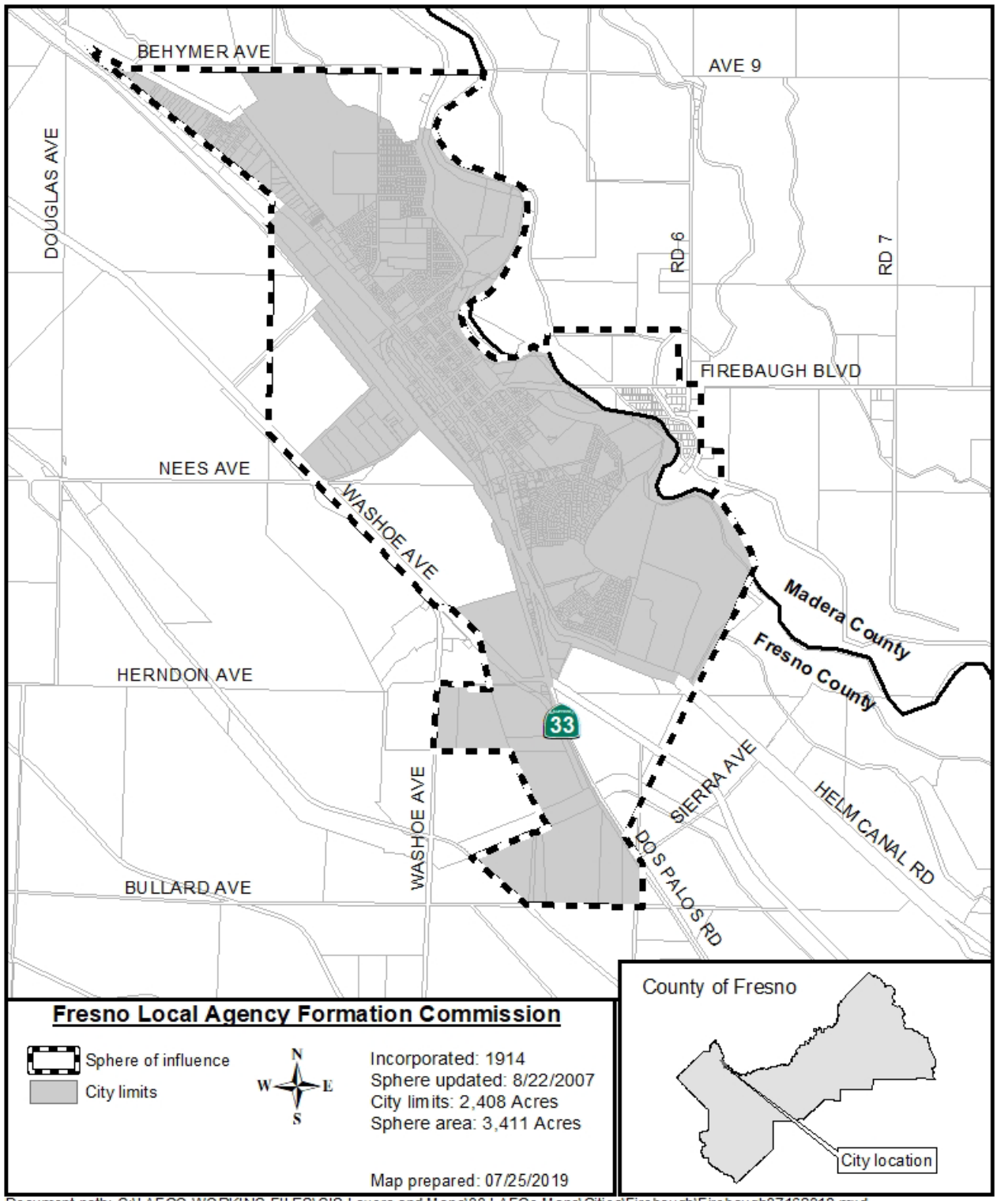


Figure 2. Proposed Firebaugh sphere of influence update

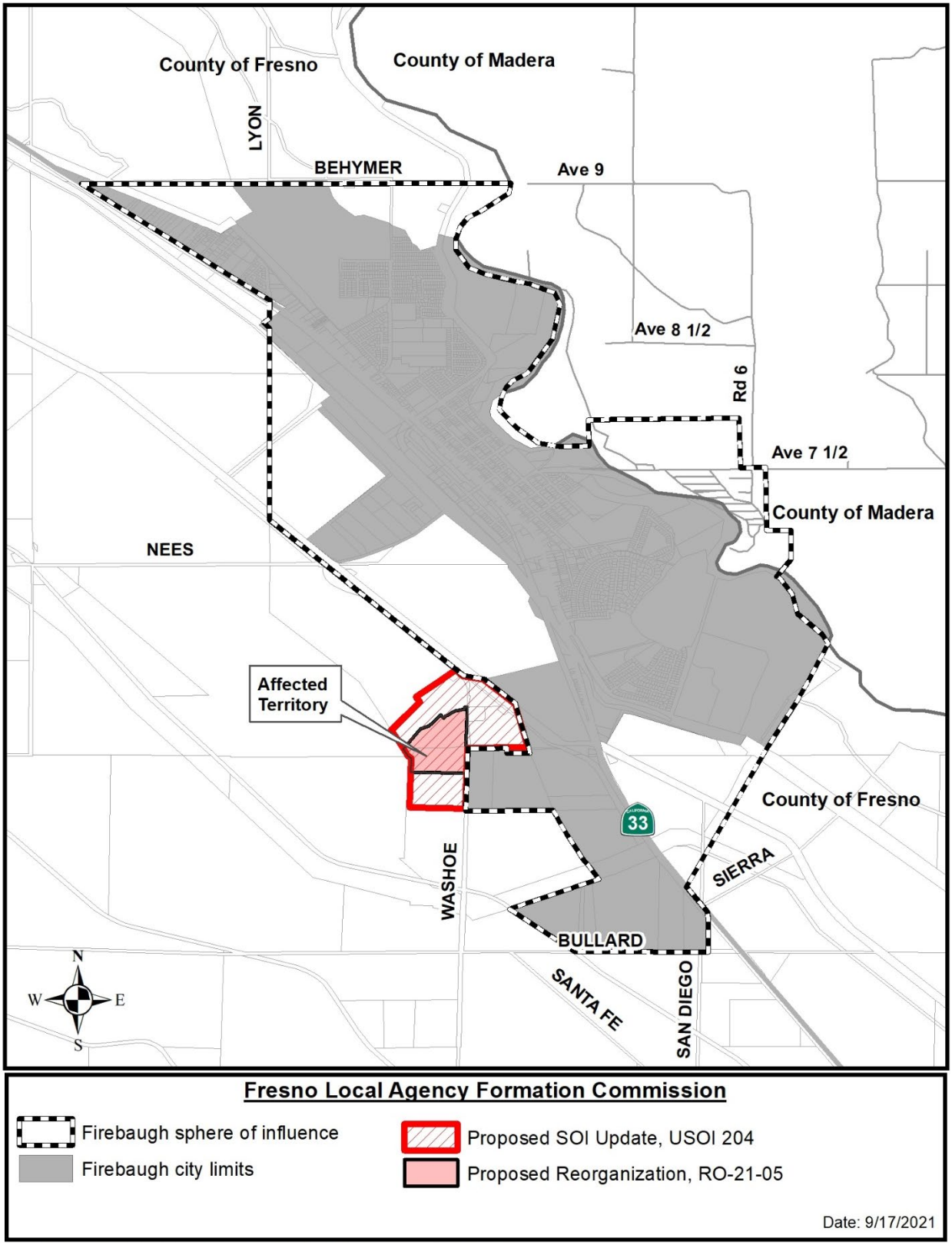


Figure 3. Affected Territory

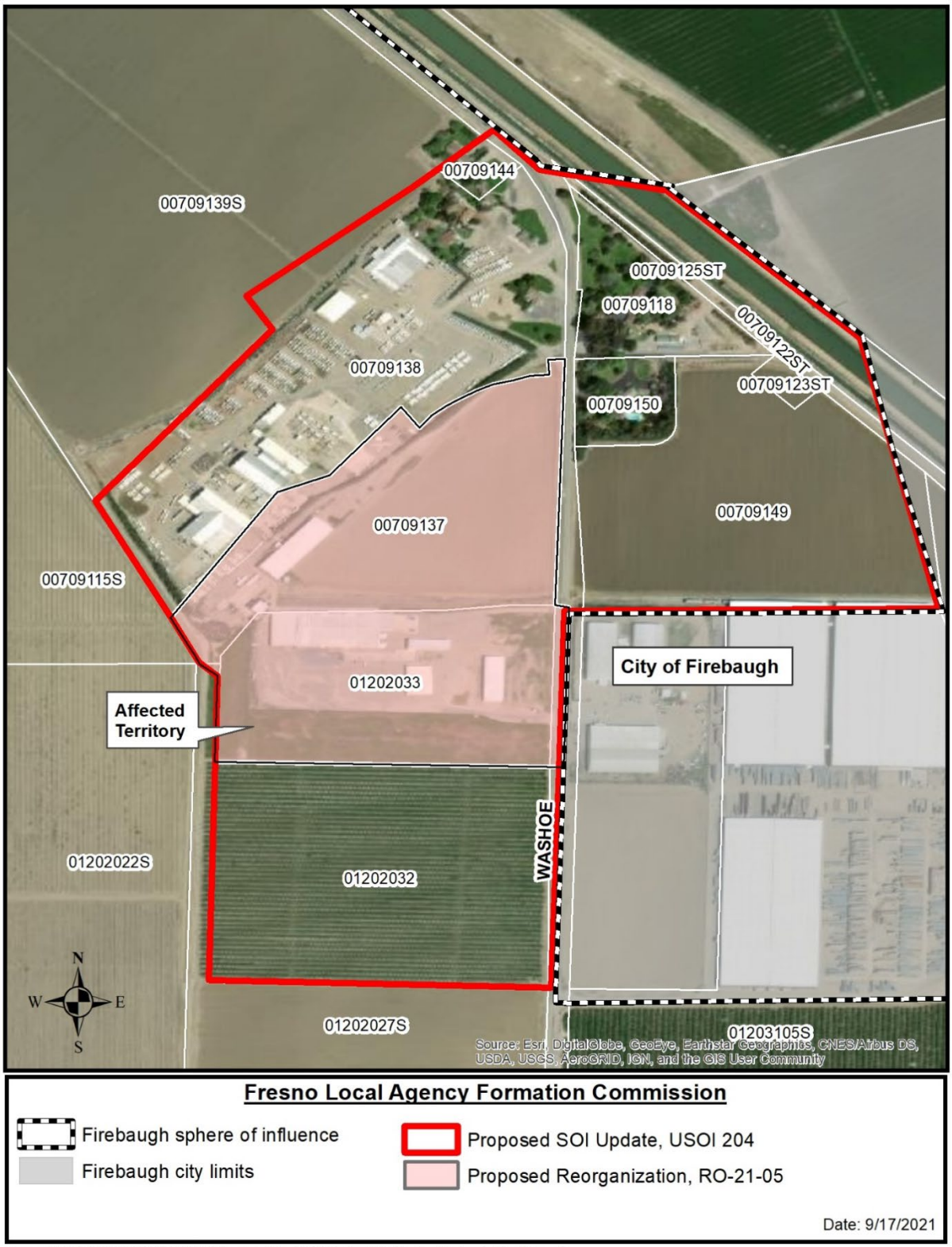


Figure 4. Firebaugh 2030 General Plan Land Use Map

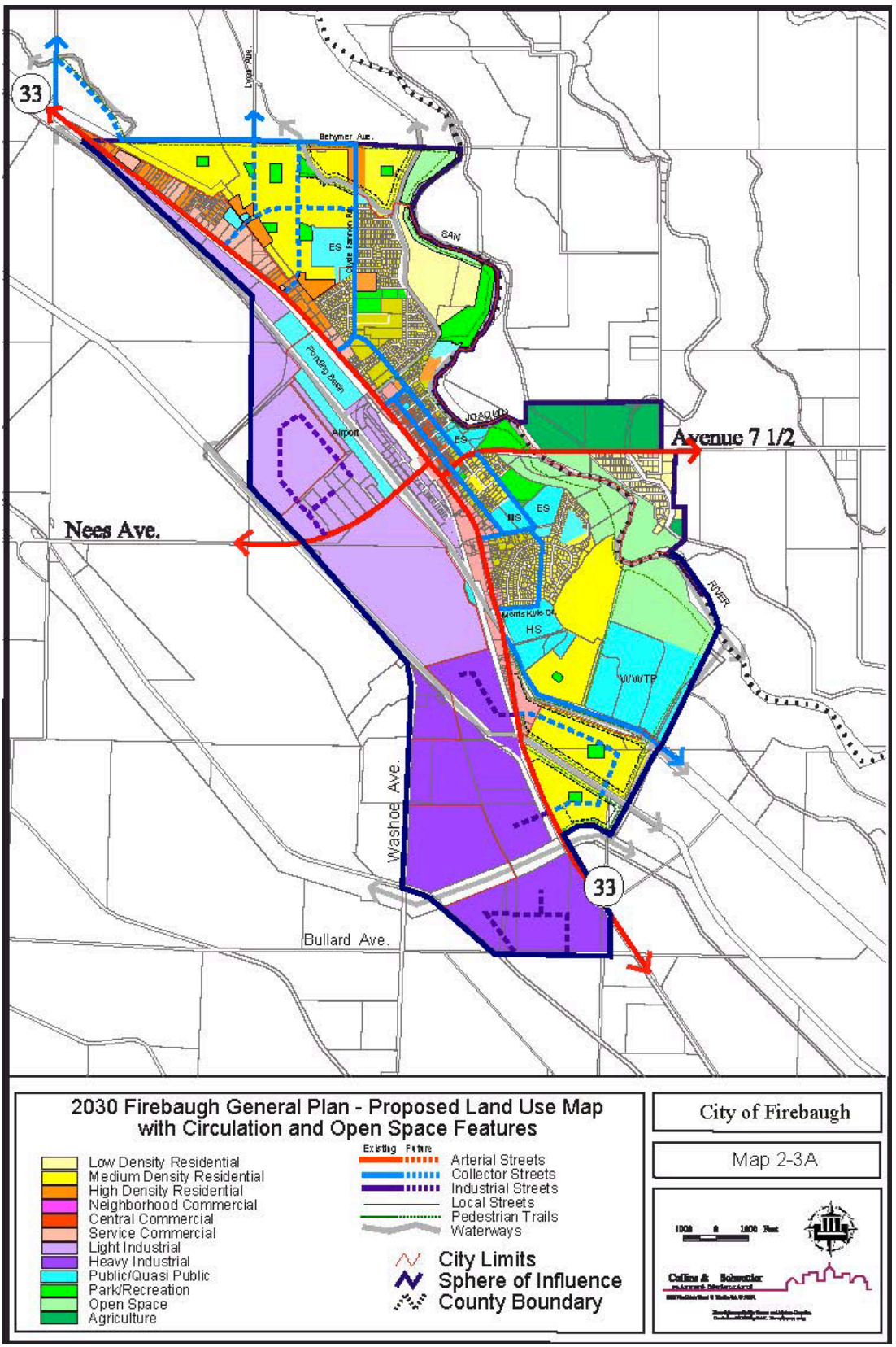
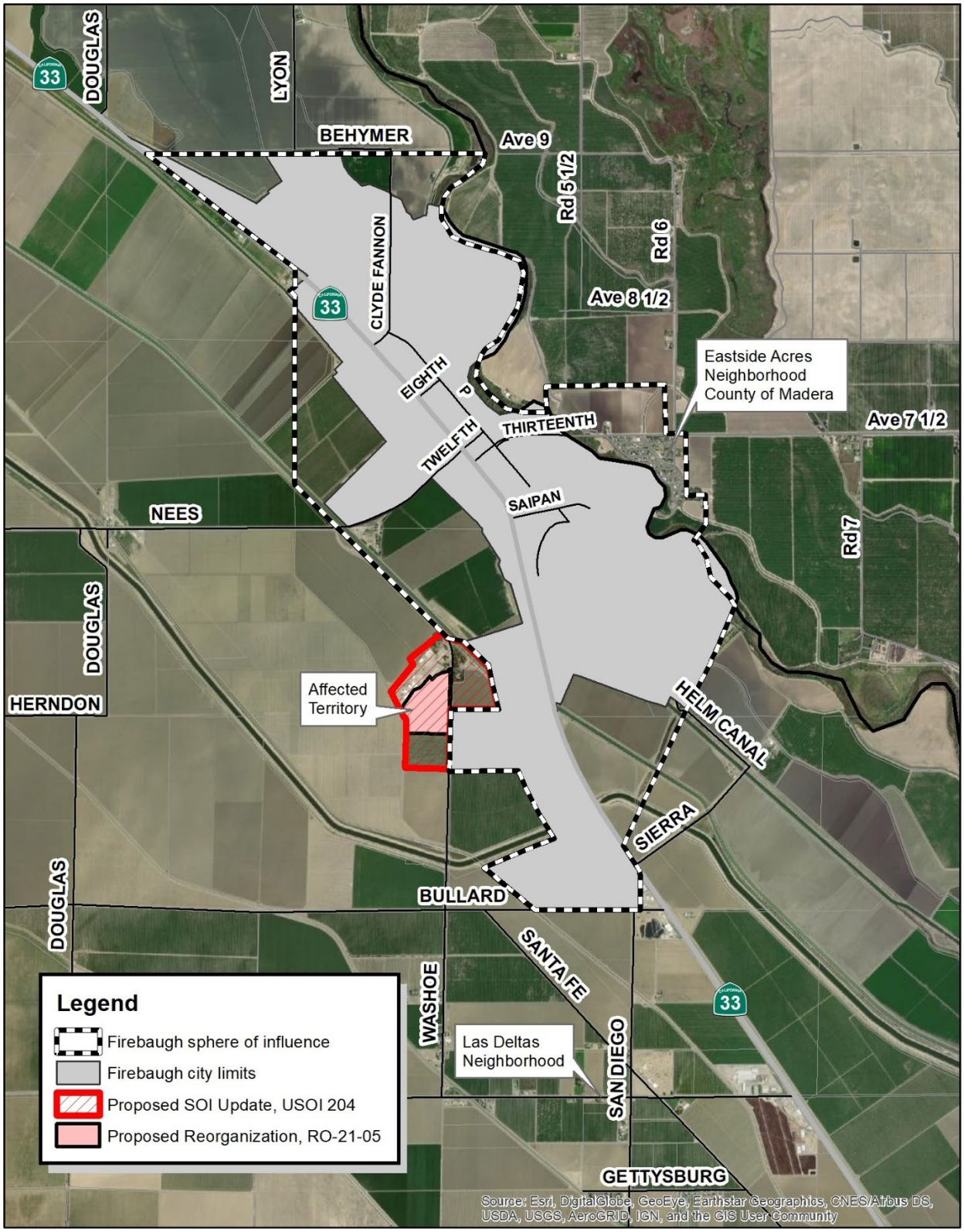


Figure 5. City of Firebaugh, Vicinity Map



EXECUTIVE SUMMARY

Purpose of this Municipal Service Review

This MSR has been prepared in response to the City of Firebaugh's SOI update application filed with Fresno LAFCo on May 13, 2021.

This MSR presents data and analysis in support of the Commission's determinations pursuant to Government Code ("GC") secs. 56425 and 56430, and LAFCo policy 107 (Municipal Service Review Policy) to evaluate the City's municipal services, existing development and service policies, and financial practices in place to provide public services into the existing and proposed SOI over the next 20 to 25 years.

Firebaugh Sphere of Influence

In 2011, LAFCo revised the 2007 Firebaugh SOI, expanding it by 1.4 acres. The 2011 Firebaugh SOI revision allowed two unincorporated parcels (+/-39 acres) located west of State Route 33, approximately 800 feet northwest of Clyde Fanon Drive to be annexed to the City. The purpose of the SOI and annexation was to allow the expansion of an existing grain handling facility, seed warehouse, and grain silos. The current Firebaugh SOI has been preserved in its current form for 10 years.

Overall, approximately 70 percent of the land identified within the 2011 Firebaugh SOI has been annexed to the City. As of August 2021, Firebaugh's corporate limits encompass approximately 2,408 acres within the 3,411-acre Firebaugh SOI.

There are 193 acres of the original (1974) Firebaugh SOI in the County of Madera. According to the Madera County General Plan, the City of Firebaugh owns a well farm in this portion of the Firebaugh SOI. The well farm connects to the City water system. The City informed LAFCo that there are currently no plans to provide potable water service from the City's water system in the County of Madera.

Madera County Service Area Number 5 ("CSA No. 5") is within the portion of the Firebaugh SOI in Madera County. CSA No. 5 was formed in 1980 to provide sewer and lighting services within the Eastside Acres Neighborhood. The City of Firebaugh provides fire response services and sewer service to approximately 100 existing residents within the 193-acre portion of the Firebaugh SOI. This area is considered as a Community of Interest because the City of Firebaugh provides limited services to an area outside its corporate limits and in another county. Historically, the City has provided extended services to the Eastside Acres Neighborhood which pre-dates existing law that requires local agencies to receive LAFCo approval prior to providing new or extended services by contract or agreement outside of its jurisdictional boundaries. Government Code section 56133 "Services by contract outside city and district boundaries" came into effect on January 1, 2001.

By virtue of this MSR's extensive assessment of municipal services and the service plans that are intended to accommodate growth envisioned by the Firebaugh General Plan, this MSR may be used by LAFCo as a platform for future SOI updates and/or amendments.

Proposed Firebaugh Sphere of Influence Update

The City of Firebaugh filed applications with LAFCo in 2021 to pursue a 141-acre expansion of the Firebaugh SOI west of Washoe Avenue and a concurrent 40-acre annexation for an area that is already developed as an agricultural product processing facility (see Figure 3, Affected Territory).

In order to establish an orderly, logical, and efficient SOI, LAFCo included other parcels with the SOI amendment. Table 1 lists the parcels east of Washoe Avenue proposed to be included in the Firebaugh SOI update. The Firebaugh 2030 General Plan (Figure 4, Firebaugh 2030 General Plan Land Use Map) designates the six parcels east of Washoe Avenue as Heavy Industrial.

Table 1. Parcels east of Washoe Avenue to be included in the Firebaugh SOI

Location	Assessor Parcels Numbers	Existing Use	2030 Firebaugh General Plan Designation	Proposal	Acres
Land east of Washoe Avenue	007-091-18	Rural Residential	Heavy Industrial	Add to SOI	6.27
	007-091-22ST	Roadway	Heavy Industrial	Add to SOI	2.23
	007-091-23ST	Roadway	Heavy Industrial	Add to SOI	0.70
	007-091-25ST	Roadway	Heavy Industrial	Add to SOI	0.25
	007-091-49	Agriculture	Heavy Industrial	Add to SOI	25.49
	007-091-50	Rural Residential	Heavy Industrial	Add to SOI	3.31
				Total	**38.25**

Before 2020, the parcels west of Washoe Avenue did not have a planned land use designation in the Firebaugh 2030 General Plan. Prior to submitting an application to LAFCo, the City studied its 2030 General Plan, conducted the necessary environmental review, and approved the necessary land use entitlements to update the General Plan's land use diagram to establish planned land uses for the affected territory.

The Firebaugh City Council approved General Plan Amendment Application No. 2021-01, which designated Agriculture land use for 40 acres (parcels numbers: 007-091-37 and 012-020-33) that were previously designated as Agriculture by the Fresno County General Plan and identified in Fresno County's Exclusive Agriculture (AE-20) zone district.

On May 3, 2021, the Firebaugh City Council approved the second reading of Ordinance 2021-02 which pre-zoned the 40 acres of affected territory proposed to be annexed into the City's Urban Reserve zone district.

In total, the Firebaugh 2030 General Plan land use diagram designates planned land uses for only 76 acres of the requested 141-acre Firebaugh SOI update. The remaining 65 acres (consisting of parcels: 007-091-38; 44; and 012-020-32) do not have a land use designation in the Firebaugh General Plan. Two of the

three parcels are substantially developed, and all three parcels are designated as Agriculture by the Fresno County General Plan and identified in Fresno County's Exclusive Agriculture (AE-20) zone district.

Table 2. lists the parcels west of Washoe Avenue that are proposed to be included in the Firebaugh SOI.

Table 2. Parcels west of Washoe Avenue to be included in the Firebaugh SOI

Location	Assessor Parcels Numbers	Existing Use	2030 Firebaugh General Plan Designation	Proposal	Acres
Land west of Washoe Avenue	007-091-37	Agriculture	Agriculture	Add to SOI and annex to City	18.49
	007-091-38	Agriculture Freight Transport Facility	*None*	Add to SOI	34.71
	007-091-44	Rural Residential	*None*	Add to SOI	1.18
	012-020-32	Agriculture	*None*	Add to SOI	28.71
	012-020-33	Agriculture Products Processing Facility	Agriculture	Add to SOI and annex to City	19.91
				Total	**103**

The purpose of the proposed Firebaugh SOI update is to add land planned for heavy industrial uses and agriculture/urban reserve. Additionally, the SOI update will facilitate a 41-acre annexation of an existing agricultural production processing facility (commercial cannabis) to operate inside the City of Firebaugh. Currently, County zoning ordinance prohibits commercial cannabis or marijuana related operations in the unincorporated areas of the County. The proposed annexation would allow the landowner to expand the operation and receive City services.

This MSR provides an assessment of City services as it relates to the proposed SOI update, which requests a four percent (4%) growth of the Firebaugh SOI. It is LAFCo's understanding that the majority of the land in the affected territory will continue to operate as agricultural related uses and/or rural residential once within the Firebaugh SOI.

During the preparation of this MSR, LAFCo staff requested the City to provide LAFCo its plans for the 193-acres of the existing Firebaugh SOI in Madera County served by Madera County Service Area No. 5. The formation of CSA No. 5 provided Madera County the means to contract for municipal services from the City of Firebaugh. It appears that neither the City of Firebaugh nor the County of Madera have plans to alter the Fresno-Madera County line to include this territory in Fresno County to facilitate annexation to the City of Firebaugh.

Communities of interest relevant to the Firebaugh SOI

Government Code section 56425(e)(4) authorized the Commission to identify the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency's SOI.

Currently, a definition for "communities of interest" has not been codified in CKH or local LAFCo policy. As a result, this MSR interprets the term broadly to mean any developed location that shares social or economic interests with the City of Firebaugh based on geographic proximity to existing public facilities whether or not it is contiguous with the City limits. Because the SOI is a planning boundary using a 20 to 25-year horizon, these following areas may be reviewed or considered for future annexations in order to provide equitable public services.

The following locations are considered potential communities of interest to the City of Firebaugh SOI.

Eastside Acres

Eastside Acres is located in the Firebaugh SOI along the San Joaquin River in Madera County immediately east of the City's corporate limits. This area was subdivided in 1946 and contains approximately 85 units. The City of Firebaugh does not have land use authority in Madera County. The City provides wastewater services through a contract with Madera County via CSA No. 5. Wastewater service consists of a public collection system that collects and transports sewage across the Fresno-Madera County line to the City's Wastewater Treatment Facility. The City maintains the sewer collection system and bills customers in the area. Municipal water supply and distribution is provided by a private water company. Fire protection is provided through contract with Madera County Fire Department/Cal Fire. The City informed LAFCo that Firebaugh is the nearest fire response agency to the community and the City's fire engines are often the first to arrive to reported emergencies in Eastside Acres.

The Firebaugh 2030 General Plan designates East Acres for Low Density Residential land uses, while land next to the San Joaquin River is designated as Open Space (see Figure 4, Firebaugh 2030 General Plan Land Use Map). The Firebaugh 2030 General Plan designates Agriculture land uses for the land north of CSA No. 5 between Road 6 and the San Joaquin River. Currently, Madera County is the land use authority for this portion of the land in the Firebaugh SOI. According to the Madera County's General Plan, no changes to Madera CSA No. 5 or the Agriculturally-designated land are anticipated.

Community of Las Deltas

The community of Las Deltas is sparsely populated rural residential community located south of the Firebaugh city limits and outside to the Firebaugh SOI (see Figure 5, Firebaugh Vicinity Map). The community is generally bounded by Bullard Avenue to the north, Washoe Avenue to the west, Ashlan Avenue to the south, and San Bernardino Avenue to the east.

The County of Fresno is the land use authority for territory in the unincorporated community of Las Deltas. The City of Firebaugh provides potable water through contract with the Las Deltas Mutual Water Company ("LDMWC").

The LDMWC is a private company that operates under the California Secretary of State license number C0129713, Las Deltas Mutual Water Company.[1] In addition, water quality and reporting requirements are regulated by the State Water Resources Control Board, Division of Drinking Water. The LDMWC water system provides water to 107 connections. There is an estimated population of approximately 375 people that reside in the Las Deltas community.

Community residents rely on private septic systems for sewage treatment. The Fresno Sheriff's Department and the California Highway Patrol provide law enforcement, while Fresno County Fire Protection and the City of Firebaugh Fire Department provide fire protection and emergency response.

Pursuant to GC sec. 56425, this MSR and SOI update report will consider these communities of interest throughout the various MSR sections.

California Environmental Quality Act (CEQA)

A MSR collects and analyzes data in support of future LAFCo actions. The purpose of the MSR is to get a "big picture" of the public services provided by a local agency, determine service needs, and make recommendations in order to promote the orderly development of local agencies. MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to section 15262 (feasibility or planning studies) and section 15306 (information collection) of the CEQA Guidelines. LAFCo's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

The Firebaugh 2030 General Plan provides a vision for future growth using a 2009 through 2030 planning horizon, and its Land Use Map designates planned land uses for 76 acres of the total requested 141-acre Firebaugh SOI update.

The Firebaugh 2030 General Plan was approved, and its final environmental impact report ("EIR") SCH No. 2010031106 was certified, on February 25, 2014, by a unanimous vote of the Firebaugh City Council. The Firebaugh 2030 General Plan EIR identifies LAFCo as a Responsible Agency. The City envisioned phased SOI updates to facilitate the outward City growth through year 2030. Furthermore, the City recognized that periodic amendments to the General Plan may be necessary to reflect changes in the economy, social characteristics, and development patterns or to address emergent variables during the life of the Firebaugh General Plan.

For the requested SOI update application, the City prepared an Initial Study/Negative Declaration ("IS/ND") for the proposed 141-acre Firebaugh SOI update. The IS/ND provides additional environmental analysis subsequent to the certified EIR prepared for the Firebaugh 2030 General Plan and assesses the impacts of the proposed Firebaugh SOI update.

As the lead agency, the City of Firebaugh provided LAFCo with the following certified environmental documents and City Council approved resolutions/ordinances for the requested SOI update application:

[1] California Secretary of State website, Las Deltas Mutual Water Company, https://businesssearch.sos.ca.gov/CBS/Detail, 2021.

- **Firebaugh Initial Study / Negative Declaration ("IS/ND") SCH# 2021020419:** the IS/ND assessed the environmental effects of the proposed 141-acre Firebaugh SOI update consisting of 11 unincorporated parcels to be added to the Firebaugh SOI. Only two parcels of the entire affected territory are proposed to be annexed into the City of Firebaugh.

- **Firebaugh General Plan Amendment Application 2021-1:** designates two unincorporated parcels (APNs 007-091-37 and 012-020-33) with the Urban Reserve (Agriculture) land use designations in the Firebaugh 2030 General Plan.

- **Firebaugh Prezoning 2021-01:** The City Council approved the pre-zoning of two unincorporated parcels (APNs 007-091-37 and 012-020-33) to the Urban Reserve (UR) zone district.

- **Sphere of Influence Amendment / Reorganization 2021-01:** a resolution of application to request the Fresno Local Agency Formation Commission to include 11 unincorporated parcel into the Firebaugh SOI, and to only annex two parcels to the City and detach the two parcels from the Fresno County Fire Protection District and Firebaugh Canal Water District.

- **Zoning Text Amendment 2021-01:** an amendment of the Firebaugh Zoning Ordinance to add "Agricultural operations" as an allowed use and certain "Commercial cannabis operations" as an allowed use upon approval of a Conditional Use Permit and a cannabis regulatory permit under the UR zone, and to modify the definition of Agricultural operations.

The Firebaugh SOI update would enable the City to plan for extended municipal services to the 41-acre site and to work with landowners to plan for the eventual annexation of the remaining 100-acres into the City's corporate boundaries.

As a Responsible Agency pursuant to CEQA Guidelines, LAFCo independently reviewed and considered the certified Firebaugh 2030 General Plan EIR and the IS/ND prepared for the Firebaugh SOI update and reorganization applications to LAFCo. LAFCo presumes that future urban development within the affected area would be developed as contemplated by the certified environmental documents and the approved land use entitlements associated with the Firebaugh SOI update.

County-City Meeting and Agreement

As prescribed by GC sec. 56425(b), the City and County representatives convened to discuss the proposed SOI update; additionally, both agencies reached a formal agreement by the way of a Memorandum of Understanding for the proposed 141-acre Firebaugh SOI update.

On September 21, 2021, the County of Fresno Board of Supervisors executed the First Amendment and Restated Memorandum of Understanding (MOU) between the County of Fresno and City of Firebaugh.

The MOU addresses exchange of property tax revenue upon annexation, standards of annexation, conditional commitments, and other matters of interest to both parties.

LAFCOs and Municipal Service Reviews

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

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

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

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

Fresno LAFCo consists of five regular members: two members from the Fresno County Board of Supervisors, two city council members, and one public member who is appointed by the other members of the Commission. There is an alternate Commissioner in each category.

All Commissioners are appointed to four-year terms. Any member appointed on behalf of local government shall represent the interests of the public as a whole and not solely the interest of the appointing authority Government Code section 56325.1.

As of July 2021, the following elected officials have been appointed by their respective local agencies' governing board to serve on Fresno LAFCo:

- County of Fresno members, appointed by the Chair of the Fresno County Board of Supervisors
    - Steve Brandau, Supervisorial District 2 (LAFCo Chair)
    - Nathan Magsig, Supervisorial District 5

    - Alternate Sal Quintero, Supervisorial District 3
- City Council members, appointed by the City Selection Committee
    - Daniel Parra, City of Fowler
    - Gary Yep, City of Kerman
    - Alternate Scott Robertson, City of Selma
- Public members, appointed by County/City Commissioners
    - Mario Santoyo (LAFCo Chair Pro Tem)
    - Alternate Michael Lopez

Origins of the LAFCo MSRs

The MSR requirement was enacted by the Legislature months after the release of two influential studies recommending that LAFCos conduct service reviews to assess and evaluate local agencies. These reports are described more fully as follows.

Little Hoover Commission

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

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials and concluded that district financial information is "largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county."[2]

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

The report called on the Legislature to increase the oversight of special districts by mandating that LAFCos identify service duplications, redundancies, and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates and when service

[2] Little Hoover Commission, 2000, page 24.

levels are unsatisfactory. To accomplish this, the report recommended that the State strengthen the independence and funding of LAFCos, require districts to report to their respective LAFCos, and require LAFCos to study service duplications.

Commission on Local Governance for the 21st Century

The Legislature formed the Commission on Local Governance for the 21st Century ("21st Century Commission") in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county, and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State, at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, Growth Within Bounds: Planning California Governance for the 21st Century, in January 2000.[3] The report examines the way that government is organized and operates, and establishes a vision of how the State will grow by "making better use of the often invisible LAFCos in each county."

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

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

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

MSRs require LAFCos to look broadly at all local agencies that provide one or more municipal services and to examine the order, logic, and efficiency of their services. The 21st Century Commission recommended

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

that the review include water, wastewater, and other municipal services that LAFCo judges to be important to future growth of the counties.

The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make several important determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The Legislature since has consolidated the determinations into six categories, and most recently added another category totaling seven required findings as of the drafting of this report.

MSR Legislation

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

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

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

MSRs are used by the LAFCo to collect information and evaluate service provisions and service providers from a broader perspective. As mentioned elsewhere in this document, an approved MSR is required before LAFCo can adopt or update a SOI for a local agency. It should be noted that the MSR process and approval will not always result in adopting or updating a SOI. While state law does provide that a MSR can be conducted in conjunction with an action to establish or update a SOI, the two processes and actions are distinct and separate functions under the LAFCo authority.

MSR Process

For the City of Firebaugh, the MSR process has involved the following steps:

- Outreach: In 2020 Firebaugh's Planning Consultant contacted LAFCo regarding the proposal
- Application: In 2021 Firebaugh submitted an SOI update application to LAFCo.
- Data acquisition: The City provided documents and responded to LAFCo questions.
- Data analysis: LAFCo staff reviews City application and supporting documents.
- Profile review: Internal review and comment on draft MSR profile.
- Internal review: City provides comments and editorial responses to LAFCo.
- 21-day public review notice for draft MSR and proposed SOI update: On the November 17, 2021 the draft MSR was made available for public review and comment.
- Schedule a LAFCo hearing for the draft MSR and SOI update: A notice was mailed to all affected landowners and local agencies inviting them to attend LAFCo's hearing and provide public comments on the draft MSR and proposed SOI update.

LAFCo will use this MSR to evaluate the City's application for the Firebaugh SOI update. This report contains information about Firebaugh's governmental structure and the municipal services it provides within the current SOI and the proposed Firebaugh SOI update. LAFCo is not required to initiate any boundary changes based on service reviews. However, LAFCo, other local agencies (including the cities, special districts, school districts, and the County), and the public, may use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries.

GC sec. 56375(a) authorizes LAFCo to initiate certain changes of organization consistent with a service review and sphere of influence study. These boundary changes include:

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

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

Fresno LAFCO Municipal Service Review Policy 107

On November 5, 2014, Fresno LAFCo enacted its Municipal Service Review Policy by adding section 107 to the LAFCo Policy, Standards, and Procedures Manual. The MSR policy provides direction for the implementation of the Commission's MSR program, outlines how local agencies under LAFCo's purview are to be evaluated.

LAFCo's MSR policy establishes three goals for the MSRs:

- Evaluate a local agency—including, but not limited to, services delivered by the agency or other agencies, the agency's compliance with its principal act, activities of its board of directors, the agency's managerial practices, sufficiency of its annual budget, presence of an agency's long-range plan for services, opportunities for public participation with district board meetings, and

the board's compliance with "sunshine" laws, such as the Brown Act—in order to present thoughtful and accurate information in support of commission determinations;
- Provide recommendations to encourage effective and efficient municipal service delivery; and
- Build and maintain effective relationships between LAFCo and local agencies.

The following policies assist LAFCo with the preparation of MSR updates. These policies are based on circumstances unique to Fresno LAFCo and as such will ensure that municipal services are evaluated in an orderly, logically, and efficient manner:[4]

- The SOI should reflect a 20 to 25-year planning horizon and may include additional areas that may relate to the agency's planning. This boundary shall be reviewed and either affirmed or, if necessary, updated on average of every five years thereafter.
- MSRs may be updated independently from an SOI modification, either to facilitate review of an agency's service deficiencies or in response to other LAFCo actions.
- The commission reserves the right to have an MSR prepared by a consultant under contract to the commission and associated expenses may be borne by the requesting local agency.

LAFCo actively encourages local agencies affected by these policies to include LAFCo at the beginning of any city planning application that may result in an annexation or SOI amendment or extension of services.

Spheres of Influence

The Commission is charged with developing and updating the SOIs for each city and special district (collectively known as "local agencies") within the County. An SOI is LAFCo's plan for that agency's probable future boundary and service area.

Spheres of influence are planning tools to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

Every determination made by a commission must be consistent with the agency SOI; for example, territory may not be annexed to a local agency unless it is within the SOI of that agency. In other words, the SOI defines where and what changes of organization (e.g. annexation, detachment, dissolution, and consolidation) may be considered. If and when a change of organization is initiated, LAFCo law and local policy enumerate a clear process to be followed leading up to a Commission decision. Such steps include more in-depth analysis, LAFCo consideration at a noticed public hearing, and processes by which affected agencies and/or residents may voice their approval or protest the proposal at hand.

LAFCos are required to update each SOI of each local governmental agency every five years, or as necessary. The MSR process empowers LAFCos to adopt, update, and amend the SOI. LAFCo may recommend changes to particular local agencies in the County, using the SOIs as the basis for those recommendations. In determining the SOI for a local agency, LAFCo is required to make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;

[4] Fresno LAFCo Policy Manual Section 107-04.

- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- Existence of any social or economic communities of interest in the area if the commission determines these are relevant to the agency;
- For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

1. Governance and Accountability

A well-managed organization routinely evaluates its services, service plans, assesses performance levels, and regularly looks for ways to improve its service delivery. City of Firebaugh, for example, relies on several benchmarks to track each department's productivity. This section of the MSR examines the City's governance structure, boards and commissions, city department information, planning documents, and existing practices that support local accountability.

Firebaugh City Council

The Firebaugh City Council carries out its responsibilities through the implementation of the Firebaugh General Plan, Firebaugh Municipal Code, and other state and federal laws. The City Council is regularly informed by each department on a quarterly basis on existing service levels, service demands, and future service needs, and during the development of each annual budget. Each City department maintains performance reports, end-of-year assessments, service strategic plans, or five-year service plans.

The City of Firebaugh is a general law city with a "council-manager" form of government. The City is governed by a five-member council, elected at-large and accountable to the residents of the City. Individuals interested in becoming Council members must be registered voters of the State and a resident within the City boundaries. City elections are held every two years to fill council member seats to four-year terms. Council member terms are staggered so that three of the five terms expire on the same cycle and two terms expire on the following election cycle. Every two years, a mayor is elected in a general election for a period of two years. There is no limit on the number of times a candidate can run for re-election to the City Council.

Council members receive a monthly base salary of $300 per month for their meeting attendance. Based on population estimates, the City Council may enact an ordinance to increase the Council's base salary by five percent.[5]

The City Council meets the first and third Monday of each month at 6 p.m. at the Andrew Firebaugh Community Center at 1655 13th Street in Firebaugh. Special council meetings are held on an as-necessary bases to address imminent or pending issues facing the City. Regular council meetings are open to the public and residents are encouraged to attend and participate in the City's decision-making process.

Council meetings are conducted by the Mayor in a manner consistent with the Firebaugh Municipal Code and Robert's Rules of Order. Section 2 through 2.9 of the Firebaugh Municipal Code outline the rules, procedures, and standards for the City Council meetings.[6] The Mayor presides at all meetings of the Council, announces the Council's decisions on all subjects, decides all questions of orders, subjects, and signs all City ordinances, resolutions, and contracts approved by the Council. The Mayor also performs any other duties imposed by the Council, after first receiving approval by at least three members of the Council. In the absence of the Mayor, the Mayor Pro-Tem assumes all duties of the Mayor. Any Council member who refuses to attend four consecutive meetings is required to vacate or can be removed from office.

[5] Government Code section 36516.
[6] Firebaugh Municipal Code, https://ecode360.com/34894559#34894559.

An opportunity to address the City Council on items not listed on the agenda is provided on each meeting agenda to allow residents to interact with the City Council. If a member of the public desires to formally present to City Council, the person is encouraged to contact the City Manager in advance to coordinate possible meeting dates to be placed on the agenda. Meetings are noticed consistent with Brown Act requirements, which include posting meeting information in public places 72 hours prior to each scheduled meeting.

Special meetings may be called to order by the Mayor or by at least three Council members by providing written notice delivered personally, mail, or by email to each Council member at least 24 hours prior to the proposed special meeting. Copies of the Council meeting agendas and related staff reports are posted on the City's website (https://firebaugh.org/meetingsagendas/) as well as at the office of the City Clerk 72 hours prior to each meeting. The City's website provides City Council meeting agendas, minutes, and supplemental information dating from 2014 up to current date.

Council meetings are not broadcasted live on the City's website or on local TV. However, due to the global Covid-19 pandemic, State law allows local agencies to conduct meetings entirely by telephone or electronic means. In the interest of protecting the health and safety of the community, the City Council suspended in-person hearings during 2020 and held interactive virtual meetings via Zoom video conferencing for a majority of its public hearings.

Service requests, comments, and complaints may be submitted through phone calls, email, letters, and in-person to the City Manager, City Council, or department heads. The City's website provides contact information for each major department.

Commissions, Boards, and Committees

The City Council may create commissions, boards, or committees of the Council, or any other advisory bodies of the City through adopting an ordinance of the Council. There are currently seven boards, committees, and commissions created by the Council and serving many areas of the City's day-to-day life and business. They provide a platform for public involvement in the governmental process. Legislative bodies created by the Council report to the City Council and are subject to the Brown Act.

The Firebaugh Municipal Code authorizes the Mayor to nominate eligible individuals to be considered for official appointment by the City Council to serve on either of the seven boards. Legislative bodies created by the Council, pursuant to Chapter 2 of the Firebaugh Municipal Code, report to the City Council and each board is subject to ethics training, Fair Political practices Commission, complying with Form 700 requirements, and the Brown Act.

The City of Firebaugh's website provides additional information on each board's responsibilities, application information for potential candidates, and respective meeting information packets including but not limited to notices, agendas, and minutes for each of the eight boards. The seven boards are summarized as follows:

Firebaugh Planning and Zoning Commission

The Firebaugh Planning Commission ("Commission") is a permanent board made up of five individuals to review, advise, and act on matters related to land use planning and development of the City. Commissioners are recommended for appointed by the Mayor and approved by the City Council and are

appointed to three-year terms with two of the five terms ending on the same even-year and the other three terms ending on the following even year. At least three commissioners must reside within the City limits at the time of their appointment and through the duration of their term in officer. Two of the commissioners do not need to be residents of the City, however eligible candidates must reside within the Firebaugh SOI and on a regular basis own, conduct, manage any business, occupation, trade, or profession within the City limits.

Commissioners serve as volunteers at the pleasure of the Council, so Commission membership may occasionally change in response to changes in the Mayor or City Council membership. A motion to remove and a majority vote of the Council is required to officially remove a Commissioner from office before the expiration of their term.

The Commission is responsible to formulate, create, administer the various plan of the City that address present and future growth of the City pertaining to land use decisions. The Commission is the first decision-making body that assesses, reviews, and advises the City Council on fundamental city growth issues related to the General Plan, housing needs, municipal services, and environmental protection.

In the event that the Commission functions as the decision-making body, its decisions can be appealed to the City Council. The City Council may decide to uphold the Commission's decision, overturn it, modify it with or without conditions, or send it back to the Commission for further study. When the Commission serves as a reviewing body, its recommendations are forwarded to the City Council for final action.

The Commission works closely with Firebaugh Public Works Department and the City Manager's Office. Regular Commission meetings are open to the public and residents are encouraged to attend and participate in the Commission's decision-making process. Commission meetings are held on the second and fourth Monday of each month at 6:00 p.m. at the Andrew Firebaugh Community Center at 1655 13th Street in Firebaugh.

Copies of the Commission meeting agendas and related staff reports are posted on the City's website (https://firebaugh.org/planning-commission/) as well as at the office of the City Clerk 72 hours prior to each meeting.

Firebaugh Parks and Recreation Board

In 1982, the City Council adopted an ordinance to create the Firebaugh Parks and Recreation Board ("Board"). The Board made up of seven individuals who have been recommended for appointed by the Mayor and approved by the City Council. Members review and establish policies for recreational facilities, programs, and services to meet the needs of Firebaugh residents. Five board members shall be registered voters of the State and reside within the City limits at the time of their appointment to the Board. Two board members who may reside within the boundaries of the Firebaugh-Las Deltas Unified School District, and any two of the board members may also be students in the school district.

Board members are appointed to three-year terms with at least four terms ending on the same year and the other three terms ending on the following even year. Student board members are appointed to a one-year term. Each Board members' term is extended until their successor is appointed. Board members serve as volunteers and without pay.

The Board members work closely with the City Manager, Public Works, and the Parks and Recreation Division. The Firebaugh Municipal Code authorizes the Board to work with the City Manager to issue contracts or agreements to grant concession, establish fees, issue licenses and permits for use of City owned public facilities, plan for and address community recreational needs, and recommend the acquisition facilities to meet the community needs. Functions of the Board are advisory in nature, and the final decision regarding parks and recreational items remains the sole responsibility of the City Council.

Board meetings are held on an "as-needed" basis, When scheduled, board meetings occur on the first Monday of each month at 6:00 p.m., at the Andrew Firebaugh Community Center at 1655 13th Street in Firebaugh.

Firebaugh Airport Advisory Board

The Firebaugh Airport Advisory Board ("Airport Board") is a permanent board made up of five individuals who are recommended for appointed by the City Mayor and approved by the City Council. Board members review, advise, and act on all matters related to the airport's operation, airport planning guidelines, evaluate the airport's community needs, create programs and policies for the development of the airport, engage with other airport locations, and retain prospective aviation programs and/or firms on behalf of the City. The Airport Board is responsible to implement and ensure compliance with state and federal regulations.

Airport Board members are appointed to three-year terms, with two of the five terms ending on the same year, and the other three terms ending on the following even-year. Four of the Airport Board members must be registered voters of the State and reside within the City limits at the time of their appointment. One board member is an at-large members who must reside within the Firebaugh Airport's service area and a base an aircraft at the airport. Each Airport Board members' term is extended until their successor is appointed. Board members serve as volunteers and without pay. The Airport Board works closely with City Manager and the City Engineer. The Airport Board meetings are held on an "as needed" basis. When scheduled, board meetings are held at the Firebaugh Community Center.

Firebaugh Historic Preservation Board

In 1980, the City Council created the Firebaugh Historic Preservation Board ("Preservation Board") to develop and implement a plan to identify historical sites, buildings, structures, and objects that have a direct bearing on the development of the City since incorporation. The Preservation Board consists of seven individuals responsible to select sites that are eligible to file as state or federal historic sites with the United States Department of the Interior or through the State Office of Historic Preservation programs. At the time this MSR was prepared, the City Manager informed LAFCo that this Board has been inactive for many years.

Firebaugh Community Health Center Advisory Commission

In the 1980s, the City Council created the Firebaugh Community Health Center Advisory Commission ("Health Center Commission") to develop and implement a comprehensive community organization and health promotion plan for the Firebaugh community and surrounding area in need of health services. The Health Center Commission maintains current and identifies future projections of health care needs of residents, makes recommendations to improve the community health center, receives and validates citizen complaints as it pertains to health services, oversees the West Side Rural Health Conference's

annual health plan, and reviews and makes recommendation to the annual budget prepared by the County Department of Public Health.

The Health Center Commission is a permanent board made up of seven individuals who are recommended for appointed by the Mayor and approved by the City Council. Health Center Commission members are appointed to three-year terms, with three of the seven terms ending on the same year, and the other four terms ending on the following even-year. Eligible individuals must be registered voters of the State and reside within the City limits at the time of their appointment. Each Health Center Commissioners' term is extended until their successor is appointed. Board members serve as volunteers and without pay.

The Health Center Commission works closely with the City Manager. The Health Center Commission meetings are held in the Firebaugh Community Center. The Health Coalition meets periodically and coordinates efforts on an "as needed" basis.

Firebaugh Disaster Council

In the 1980s, the City Council created the Firebaugh Disaster Council ("Disaster Council") to develop, coordinate, and implement plans for the protection of person and property within the City in the event of an emergency caused by either air pollution, fire, flood, storm, epidemic, riot, earthquake, or other conditions that may be a threat to the community.

Disaster Council is composed by the Mayor, the City Manager, director of emergency services, the Fire and Police chiefs, and community members or organizations that are appointed to serve by the City Council. Each Disaster Council members' term is held during their time in office.

The Disaster Council works closely with the City Manager, County of Fresno, State and Federal Emergency response agencies and organizations. The Disaster Council meetings are held on an "as needed" basis. When scheduled, board meetings are held at the Firebaugh Community Center.

Firebaugh Oversight Board, formerly known as the Redevelopment Agency

In 2012, the California State legislature enacted Assembly Bill ("AB") X126 (as amended by AB 1484 and further amended by Senate Bill ("SB") 107, the "Dissolution Act") to dissolve redevelopment agencies ("RDA") formed under Community Redevelopment Law (Health and Safety Code Section 33000 et seq.) AB X126 prohibited RDAs from engaging in new business, established mechanisms and timelines for dissolution of the RDAs, and created RDA Successor Agencies to oversee dissolution of the RDAs and redistribution of RDA assets.

The City's successor agency, known as the Firebaugh Oversight Board, is a committee made up of seven individuals who are recommended for appointed by the Mayor with the consent of the City Council. Board members are appointed to two-year terms. Firebaugh's Oversight Board members consist of residents of the City, representatives of underlying local agencies with taxing authority, and active individuals in the community that are familiar with the City's financial responsibilities.

The Oversight Board's primary responsibility was to review and approve or disapprove of the recognized obligation payment schedule as adopted and approved by the Successor Agency of the City of Firebaugh Redevelopment Agency. These responsibilities are now performed by the Fresno County Oversight Board.

City Attorney

The City attorney is an appointed office established under California law and the Firebaugh Municipal Code. The City attorney is the City's chief legal advisor and represents the City in civil actions, prosecutes violations of the Municipal Code, drafts ordinances, resolutions, contracts, leases, deeds, covenants, bond, financial documents, and other City legal documents. All city departments contribute a fair share to fund the City's attorney costs. The City's legal counsel is retained through a contract for legal counsel services with Lozano Smith Attorneys at Law, a law office based in Fresno, California.

City Manager and Manager's Office

The City of Firebaugh operates under the Council-Manager form of government, which means that the City Council appoints a city manager who is responsible for the daily operations of the City. The Council works closely with the City Manager, various citizen advisory commissions and committees, and solicits public comments from residents to make decisions and recommendations to City Council on behalf of its citizens.

The City Council provides policy direction to the City Manager who works with the City's administration team and the citizens to implement the direction of the Council. The City Manager also is authorized to study, draft, and make recommendations for the City Council to consider regarding the City's budget, community goals and policies, major capital projects, long-term community growth strategies, land use decisions, updates to City ordinances, capital improvement plans, financing programs, and strategic plans.

The City Manager is responsible for administering all operations, finances, activities, and projects consistent with City Council policy directives and applicable municipal, state, and federal laws. The City Manager appoints all department managers and based on recommendations by department heads the City Manager is authorized to confirm any hire and/or terminate any employee of the City.

The City Manager's organization is comprised of two divisions: City Clerk and the City Manager's Executive Administration Team, the latter consists of the seven departments that advise the City Manager on all projects, plans, service needs, and grant funding opportunities. The Executive Administration Team includes the Fire Chief, Police Chief, City Engineer, Finance Director, Senior Center Coordinator, Building Official, and Planning Consultant.

City Staffing

The City of Firebaugh relies on paid professional and technical staff to conduct the daily business and operations of the City.

The City currently employs a total of 47 full-time equivalent ("FTE") personnel assigned to the following City departments: City Clerk, Finance, Police, Fire, Planning Building & Code Enforcement, and Public Works.

The City Clerk's Office

There are two full-time staff members in the City's Clerk Office: City Clerk and Deputy Clerk. The City Clerk performs various professional and managerial duties that support the City Manager, City Council, City

attorney, and works with the public to address any citizen concerns. The City Clerk facilitates the execution of official and legislative processes, City Council meetings, agendas, minutes, ordinances, resolutions, City contracts, and documents the proceedings of the City's legislative and advising committees.

The City Clerk also manages the proper maintenance and disposition of city records and information consistent with statute. Among many responsibilities, the City Clerk conducts and oversees the City's election procedures in cooperation with the Fresno County Registrar of Voters, administering the Political Reform Act of 1974, attesting to the passing of resolutions and ordinances, and participates in all City Council meetings.

Finance Department

There are three full-time equivalent staff members in the City's Finance Department. The Finance Department Director also serves as the Assistant City Manager. The City's Finance Department performs all accounting and financial projections for the City's annual budget, in addition to providing city residents with utility billing service, licensing fees, business startup resources, and issues business tax certificates, contracts, and City investments.

The City's Finance Department annually prepares a financial statement with the assistance of an Independent Auditor that provides discussion and analysis of the City of Firebaugh's financial performance and an overview of the City's financial activities, as a whole. The Finance Department regularly provides financial forecasts for the City Council that analyzes existing conditions and provides insight of the City's upcoming fiscal year. Each report that is adopted by the City Council is posted on the City's website.

Police Department

The Firebaugh Police Department is responsible for enforcement of state and city laws, investigation of crimes, apprehension of criminal, reducing traffic collisions, maintenance of ongoing crime prevention programs, and building ties with the community and other local law enforcement agencies. The Firebaugh Police Department currently employs one Police Chief, ten sworn officers, and eight non-sworn professional staff.

The Police Department has an active community volunteer program that assists the City to keep service levels high while keeping service costs low. Currently there are nine trained sworn volunteers that assist the Firebaugh Police Department. The Police Department consists of 10 units that are identified under three major Divisions: Administrative, Operations, and Support

Fire Department

The Firebaugh Fire Department, also recognized as the "Firebaugh Volunteer Fire Department," is responsible for providing fire protection, emergency medical services, urban search and rescue, high angle, trench, water and confined space rescue, hazardous condition mitigation, strategic planning, administration, fire cause and origin investigations, code enforcement, public education, emergency preparedness, disaster response and coordination. The Fire Department also provides emergency response to all emergency calls from the Firebaugh Municipal Airport. The Fire Department consists of

Administration, Emergency Response, Emergency Management, Fire Prevention, Public Education, Training, and Code Enforcement.

Fire protection is achieved through a combination of paid professional fire personnel and community volunteers dedicated to protecting and serving the residents of Firebaugh. The Fire Department is managed by one full-time Fire Chief and staffed by 22 trained volunteer firefighters that are individuals from the Volunteers Firefighter Association of Firebaugh. Each trained volunteer firefighter is assigned to a specific shift to assist with emergency response. Firefighting volunteers are compensated on a "paid-per-call" basis.

Planning, Building, and Code Enforcement Department

The Planning, Building & Code Enforcement Department consists of four divisions that are collectively responsible for the current and future growth of the City.

The Planning Division is responsible for the City's current and long-range planning efforts. The Division's responsibilities include land use entitlements, review of residential subdivisions, site plans, multi-residential developments, environmental review, conditional use permits, conducting community meetings, and updating the zoning ordinance. The City contracts its planning and development services with Collins & Schoettler Planning Consultants, a consulting firm that provides current and long-range planning services that is based in Visalia, California.

The Building Division is responsible for the review, inspection, and issuance of all construction permits to the general public. The certified inspectors and plan examiners review proposed projects and determine whether they meet the California Building Code. The Building Division issues construction permits, conducts building inspections, and safeguards health, property, and public welfare by regulating and controlling the design, construction, quality of materials, prior to issuing occupancy permits. The Building Division has developed standard plans and guidelines for minor structures such as patios and sheds.

The Building Division also provides building code enforcement services and is authorized to issue citations for city or building code violations.

The Engineering Division ensures that private development meets all city conditions of approval and development standards related to construction and capital development. The Engineering Division also implements the Firebaugh's community investment program, the construction and expansion of new infrastructure, and maintains design of all city infrastructure such as public rights-of-way, water distribution systems, sanitary sewers, storm drain facilities, curbs, gutters, sidewalks, recreational trails, landscaping, street lighting, and traffic signals. The Engineering Division is also responsible to manage improvement projects within the City's landscaping and lighting maintenance community facilities districts. The City contracts its professional engineering services with Gouveia Engineering, Incorporated, a consulting firm that provides engineering, surveyors, planners, and project design that is based in Gustine, California.

Public Works Department

The Public Works Department provides water, wastewater collection and treatment, storm water collection, and oversees solid waste services within the City. The Public Works Department also maintains

City parks and open space area, street lighting system operating, city vehicles maintenance, building/facilities maintenance, and street maintenance and repair. The Public Works Department consists of 11 full-time employees and one part-time employee. Currently, the City Manager also serves at the Public Works Department Director and oversees the management, reporting, and planning of the following divisions: Water, Wastewater, Solid Waste, Fleet Maintenance, Electrical/Street Lighting, Storm Water, Streets and Parks.

Management Practices

It is the responsibility of the immediate department manager and/or supervisor to observe and evaluate the job performance of assigned staff as well as to provide appropriate orientation to the job, and implementation of each departments guidelines and planning policies.

Full-time City employees are evaluated at a minimum of one time per year by their Department Manager after completion of the probationary period. New classified employees are evaluated during the probationary period which is typically within six months of their date of hire. After the probationary period is complete, a new employee is eligible to work full-time as an at-will employee. Under City Policy, each full-time employee is required to participate in ongoing training and education at a minimum of one training course every four months to stay current with industry trends. Each Department Manager tracks their respective employee's completed training and/or course work and provides necessary documentation to update the employees' portfolio. The City Manager is informed on the fulfillment of employee training requirements.

The City makes available both mandatory and option training and educational opportunities. Mandatory training topics for certain employees include anti-harassment and anti-discrimination, ethics, and sexual harassment. The Human Resources Division also offers optional training and workshops covering topics such as customer service, leadership development, work/life balance, basic fundamentals, and legal topics. City employees also have access to hundreds of no-cost self-paced online training courses in subject areas such as the Microsoft Office Suite and Business & Professional Development.

Planning Practices

The City of Firebaugh General Plan is the central planning document and provides the City's vision through year 2030. The General Plan consists of five elements that set forth the City's policies for land use, circulation, conservation/open space/parks and recreation, safety, housing and noise.

The General Plan evaluates two specific planning boundaries, City limits that encompass 3,309 acres and the Firebaugh SOI that encompasses 3,410 acres, by using three population growth percentages through year 2030: Low (1.8%), Medium (2.3%), and High (3.7%). The Firebaugh General Plan guides land use decisions that shape development of the City by establishing policies for the general distribution, location, and extent of present and future land uses.
According to the Firebaugh General Plan, the City expects to have sufficient land within the Firebaugh SOI through year 2030 with a caution that from time to time the City may need to look at requesting SOI updates to accommodate specific land uses.

The City's authority to regulate the use of land extends only to properties within the city's corporate boundary, known as the city limit. Outside of the city limit, but within the Firebaugh SOI, the General Plan

provides guidance for future development and the scope of municipal services; it also establishes the evidentiary basis for the Firebaugh SOI which is LAFCo's plan for the probably physical boundaries and service area of the City.

Other significant City planning documents include:

- 2015-2023 Multi-Jurisdictional Housing Element (5th Cycle)
- Firebaugh 2010 Urban Water Management Plan
- 2014 Integrated Master Plan for Potable Water, Sanitary Sewer, and Storm Drainage
- 2017 Development Impact Fees
- 2018 Bicycle and Mobility Plan
- SCADA System Master Plan
- Airport Master Plan 2020 (in process.)
- Emergency Operations Plan for Disasters and Terrorism – City of Firebaugh
- Public Works Department Strategic Plan FY 2015-2017
- 2013 ADA Self Evaluation and Transition Plan- City of Firebaugh
- 2017 Fresno County – Comprehensive Economic Development Strategy

In 2016, the City and 11 other cities in Fresno County and the County of Fresno jointly launched the Multi-Jurisdictional Housing Element ("MJHE") for the fifth round of housing element updates.[7] The Fresno Council of Governments coordinated the efforts of all 12 participating cities and the County of Fresno. The MJHE covers the planning period of December 31, 2015, through December 31, 2023.

The City's annual financial planning documents include thorough analysis with respect to the City's policies, goals, and achievements during the year, including the Community Investment Program. Each year, all seven Departments provide an overview of the department goals for the upcoming fiscal year. The City's Engineering Department also prepares annual updates to the City's Capital Improvement Plan.

[7] MJHE Participating agencies are Fresno County, Clovis, Coalinga, Fowler, Huron, Kerman, Kingsburg, Mendota, Parlier, Reedley, San Joaquin, Sanger, and Selma.

2. City Finances

This section of the MSR provides an overview of Firebaugh's financial condition and a context for assessing the City's financial ability to provide services. This section describes and evaluates the City's adopted budgets for fiscal years ("FY") 2019-2020, 2020-2021, and 2021-2022, annual audited financial statements for fiscal years 2019 and 2020, and the City's master fee schedule.

Budget Process

The Firebaugh Municipal Code directs the City Manager to prepare a balanced budget and proposed salary plan, outlining anticipated revenues and expenditures for the upcoming fiscal year and submit these to the City Council. The Firebaugh Municipal Code requires that the City Council adopt a balanced budget no later than June 30th of each year to assure the continuity of government services.

The Firebaugh City Council considers each proposed budget during a noticed public hearing and may add, subtract, or change appropriations within revenues and reserve estimates, as available. Once adopted, the Firebaugh Finance Director obtains the legal authority to allocate public tax dollars and user rate revenues for specific purposes. The Firebaugh Finance Department staff enter all new appropriations into the financial system by July 1st the first day of the new fiscal year. Annual appropriated budgets consist of the General Fund, Enterprise Funds, Special Revenue Funds, Capital Project Funds and Debt Service Funds. Spending plans are also adopted for the Proprietary Funds.

The City has established fiscal policies that govern its financial administration. Firebaugh's financial policies are designated to protect the City's assets, provide stability in its funding base, and ensure that adequate funding resources are secured for the upcoming year.

Once a budget is adopted, the City Manager has discretion to transfer appropriations within specific funds, as long as there is no change in the overall funding approved. Any budget changes that adjust increase or decrease approved expenditures between various accounts require consideration by City Council action. All appropriations lapse at the end of each fiscal year on June 30th. Budget appropriations may be revised during the year by requesting the City Council to consider a budget amendment. All proposed budget amendments are reviewed by the Finance Director and City Manager for their potential financial implications. The City's adopted budget is posted on the City's website and distributed to interested parties.

Firebaugh Financial Overview

Firebaugh's budget and financial statements are prepared in accordance with generally accepted accounting principles ("GAAP").[8] The City's budgets for all proprietary funds are presented on the accrual basis of accounting. City revenues are recorded when earned and expenses are recorded at the time liabilities are incurred, regardless of when the related cash flows take place.

The City presents its governmental funds on the modified accrual basis of accounting. Under the modified accrual basis of accounting, revenue is recorded when it is susceptible to accrual, that is, when either measurable or available. Available means collectible within the current period or within 60 days after year

[8] City of Firebaugh.

end. Expenditures are generally recognized under the modified accrual basis of accounting when the related liability is incurred. The exception to this general rule is the principal and interest on general obligation long-term debt which is recognized when due.

The City maintains 42 individual funds that fund City services and activities. The general fund is further divided into various income and expense categories group under general fund, general fund parks, and general fund senior center.[9] Each of the enterprise utility funds has a separate operating and capital fund for better planning and tracking of expenditures. Firebaugh's enterprise funds are generally self-sustaining as they rely primarily on fees and charges for services provided. Additionally, capital projects for infrastructure supporting these services are generally funded through accumulated fees as well as financing mechanisms with debt service covered by the fees.

The following funds summarize the City's major financial accounts.

- General Fund – The General Fund is the general operating fund of the City. All general tax revenues and other receipts that are not allocated by law or contractual agreement to some other funds are accounted for in this fund. Expenditures of this fund include the general operating expenses and capital expenses which are not paid through other funds.

- Community Development Fund – The Community Development Fund was established to account for the monies received from various sources which are to be used for the design and construction of various projects.

- Housing Fund – The Housing Fund is used to account for grant revenues and expenditures related to housing assistance loans for low-income individuals (HOME grants) and businesses (Low Moderate Housing Assets).

- Special Revenue Funds are used to account for specific revenues that are legally restricted to expenditures for particular purposes.

- Debt Service Funds are used to account for the accumulation of resources and payment of principal and interest on general long-term debt.

- Capital Project Funds are used to account for the acquisition, construction and improvement of capital facilities other than those financed by proprietary funds.

- Enterprise Funds are used to account for operations that are financed and operated in a manner similar to a private business enterprise, where the intent of the governing body is that the costs of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges (proprietary funds).

- Internal Service Funds are used to account for the financing of services provided by one department to other departments of the government, on a cost reimbursement basis, including depreciation (proprietary funds).

[9] City of Firebaugh City Budget – Fiscal Year 2021-2022

The City's budget provides funding for six major departments: Administration, City Clerk, Finance, Police, Planning, Building, and Code Enforcement, and Public Works. Similar to the City's budget structure, each department budget consists of three main categories: anticipated revenues, anticipated personnel cost, and department operation and maintenance expenditures. For the past three years, the City's adopted budgets projected that anticipated expenditures would be balanced by anticipated revenues.

- For FY 2020-21, Firebaugh's adopted budget totaled to $24.22 million. For the same year, total expenditures amounted to $24.18 million.

- For FY 2021-22, Firebaugh's adopted budget totaled to $25.44 million. For the same year, total expenditures amounted to $24.54 million.

City Revenues

The City of Firebaugh's General Fund recognizes its revenue sources in two categories: "unrestricted" and "restricted" revenues. According to the City's audited financial statements, "unrestricted" means revenue that the City can decide, without restriction, how these funds can be used such as property taxes, most sales taxes, and business license fees. Restricted revenues consist of charges paid by users of goods and services offered by the City as well as secured grants or contributions that are restricted for a specific task.

Additionally, Firebaugh defines "program revenues" as revenues that have restrictions and the City must spend these revenues on specific programs for which they are intended. Examples include gas tax revenues that must be used toward street maintenance programs and development fees that must be used for the City's land use entitlement process, permitting, and inspection of the new development. These types of revenues are considered restricted.

General Fund Revenue

City of Firebaugh's primary sources of General Fund revenue consists of Utility User Tax Pacific Gas & Electric and Phone (UUT PG&E and Phone), sales taxes, vehicle licensing fee, property taxes, and plan and building permits.

For FY 2020-2021, the City's General Fund totaled approximately $2,988,760. The City's top five General Fund revenues made approximately 78% percent of the City's General Fund revenues for FY 2020-2021.

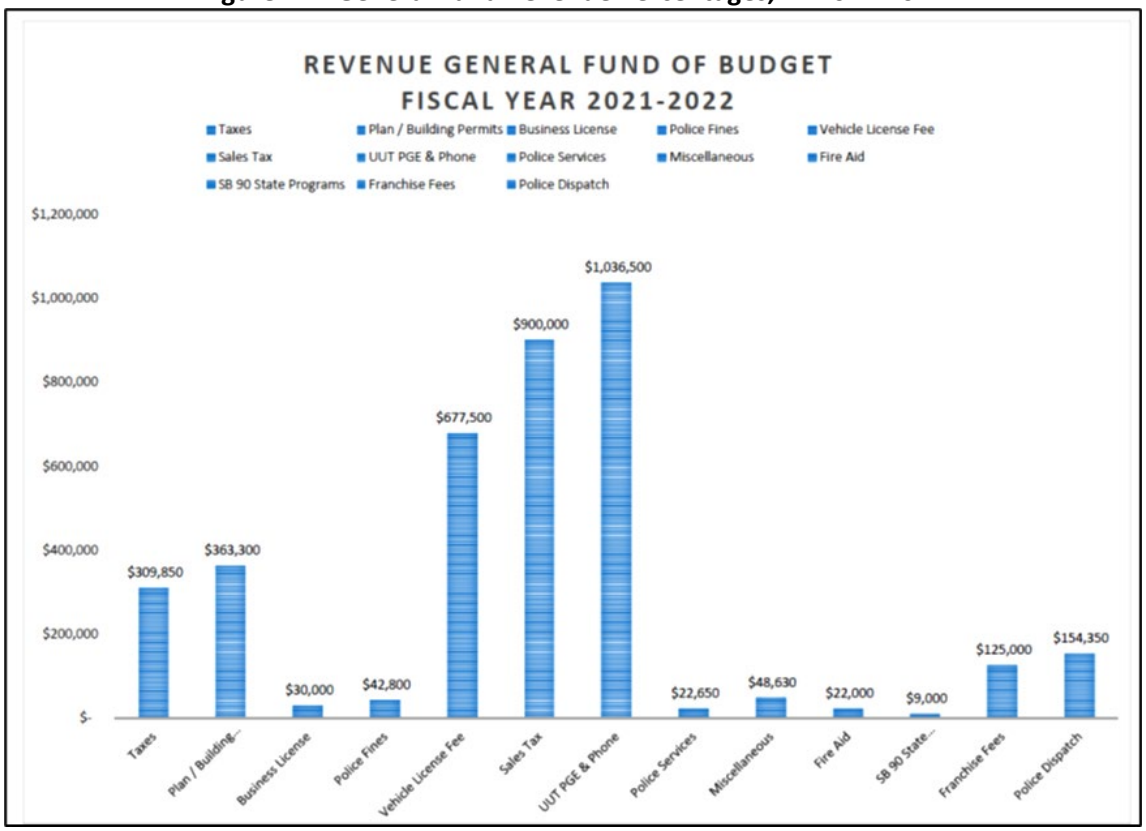
For FY 2021-2022, the City's General Fund totaled approximately $3,741,580. Additional general fund revenue consists of the following items: Business licenses, police fines, police dispatch and services, miscellaneous, and fire aid. Table 2-1 below show the City's General Fund revenues amounts for the period of 2017 through 2022. On a five-year average, the City's General Fund revenue amounts to $3.1 million.

Table 2-1. General Fund Revenue Total, 2017 through 2022

Fiscal Year	Fund Account	Total
2017/18	004 - General Fund	$2,984,777
2018/19	004 - General Fund	$3,037,615
2019/20	004 - General Fund	$2,962,980
2020/21	004 - General Fund	$2,988,760
2021/22	004 - General Fund	$3,741,580

Figure 2-1 below show the City's General Fund and the various revenue sources that contribute the FY 2021-2022 City's General Fund.

Figure 2-1. General Fund Revenue Percentages, FY 2021-2022



For FY 2021-2022, approximately 78 percent of Firebaugh's General Fund revenues were tax-based. Additional general fund revenues are retained from the following items: business licenses, police fines, police dispatch and services, miscellaneous, and fire aid.

Outside of the General Fund Revenues, the City also receives a substantial amount of restricted revenues such as state gasoline taxes for road infrastructure maintenance purposes, capital grants, and other grants revenues. Enterprise activities such as water, wastewater, and solid waste disposal services receives majority of their revenues from charges for services.

For FY 2020-2021, Firebaugh's adopted budget totaled to $24.22 million. The City's General Fund revenues contributed $2,986,260, while various City enterprise accounts, capital grants, and tax base revenues contributed $21,280,233 to the City's FY 2020-21 budget of $24.22 million. For the same year, total City expenditures amounted to $24.18 million.

For FY 2021-2022, Firebaugh's adopted budget increased from the previous year and it totaled to $25.44 million. The City's General Fund revenues are anticipated to contribute $3,741,580, while various City enterprise accounts, capital grants, and tax base revenues are anticipated to contributed $21,705,913 to the City's FY 2021-2022 budget of $25.44 million. Total City expenditures are anticipated to amounted to $24.54 million.

The following subsections summarize the City's top five revenue streams that annually contribute to the City's General Fund: UUT PG&E and Phone, sales taxes, vehicle licensing fee, property taxes, and plan and building permits

Utility User Tax

In 2020, the UUT PG&E and Phone comprised the largest source of budgeted revenue in the City's General Fund totaling approximately $745,000. The UUT PG&E and Phone contributed 25% percent of the General Fund revenue for FY 2020-2021.

For 2021, the UUT PG&E and Phone continues to be the largest revenue for the City's General Fund totaling at $1,036,500 which is equivalent to 28% percent of the City's General Fund revenue for FY 2021-2022. Table 2-2 below are the UUT PG&E and Phone revenue numbers for the period of 2017 through 2022. On a five-year average, the UUT PG&E and Phone revenues make up 27.7% percent of the City's General Fund revenue.

Table 2-2. UUT PG&E and Phone Revenues, 2017 through 2022

Fiscal Year	Fund Account	Fund Name	Total
2017/18	004 - General Fund	UUT PG&E and Phone	$842,000
2018/19	004 - General Fund	UUT PG&E and Phone	$903,000
2019/20	004 - General Fund	UUT PG&E and Phone	$865,000
2020/21	004 - General Fund	UUT PG&E and Phone	$745,000
2021/22	004 - General Fund	UUT PG&E and Phone	$1,036,500

Sales Taxes

For FY 2020-2021, sales taxes comprised the second largest source of revenue for the City's General Fund, totaling approximately $729,000. Sales taxes make up 24% percent of the City's General Fund's revenue for FY 2020-2021.

For FY 2021-22, sales tax is estimated at $900,000, which is equivalent to 24% percent of the City's General Fund revenue for FY 2021-2022. According to the City, sales tax is a relatively volatile revenue source, and the City does its best to budget sales tax conservatively. The City is hopeful that the steady recovery of this revenue will continue as the economy strengthens over time. Table 2-3 below are the sales tax revenue numbers for the period of 2017 through 2022. On a five-year average, sales tax revenues make up 24.4% percent of the City's General Fund revenue.

Table 2-3. Sales tax revenue, 2017 through 2022

Fiscal Year	Fund Account	Fund Name	Total
2017/18	004 - General Fund	Sales tax	$800,000
2018/19	004 - General Fund	Sales tax	$780,000
2019/20	004 - General Fund	Sales tax	$630,000
2020/21	004 - General Fund	Sales tax	$729,000
2021/22	004 - General Fund	Sales tax	$900,000

Vehicle License Fee

Most vehicles are assessed a Vehicle License Fee ("VLF") based on the purchase price/value when acquired and funds go to cities/counties. VLF decreases for the first 11 renewal years (18 for park trailers) or until the vehicle is transferred in ownership.[10] In 2004, the State of California reduced the vehicle license tax rate to 0.65% of value,[11] thus reducing the taxes allocated to counties and cities.

For FY 2020-2021, the VLF was the third largest source of revenue for the City's General Fund, totaling approximately $652,500. Vehicle License Fees make up 21.8% percent of the City's General Fund's revenue for FY 2020-2021.

For FY 2021-2022, VLF is estimated at $677,500 which is equivalent to 18% percent of the City's General Fund revenue for FY 2021-2022. Table 2-4 below are the VFL revenue numbers for the period of 2017 through 2022. On a five-year average, VFL revenues make up 20.4% percent of the City's General Fund revenue.

Table 2-4. VFL revenue, 2017 through 2022

Fiscal Year	Fund Account	Fund Name	Total
2017/18	004 - General Fund	VFL	$595,873
2018/19	004 - General Fund	VFL	$606,000
2019/20	004 - General Fund	VFL	$658,000
2020/21	004 - General Fund	VFL	$652,500
2021/22	004 - General Fund	VFL	$677,500

Property Taxes

Property taxes comprise the fourth largest source of budgeted revenue in the City's General Fund. The Fresno County Auditor-Controller/Treasurer–Tax Collector assesses property owners within the County and distributes the tax to the appropriate local agencies based on their shared percentage on its pre-Proposition 13 level of taxation.

The City's annual gross share of the countywide 1% of property tax ranges between 14% and 17% before reductions, annually. Firebaugh's property tax revenue fluctuates, and it is influenced by increased assessed valuations associated with new construction, property land improvements, annexations, and topped by the statutorily regulation of maximum increases in assessed valuation of 2% per year.

For FY 2020-2021 the City budgeted $242,490 in secured property tax revenue. Property taxes made up 8% percent of the City's General Fund revenues for FY 2020-2021.

For FY 2021-2022, property taxes are estimated at $309,850, which is equivalent to 8% percent of the City's General Fund revenue for FY 2021-2022.

Table 2-5 shows the property tax revenue numbers for the period of 2017 through 2022. On a five-year average, tax revenues make up 7.4% percent of the City's General Fund revenue.

[10] California Department of Motor Vehicles.
[11] Ibid.

Table 2-5. Tax revenues, 2017 through 2022

Fiscal Year	Fund Account	Fund Name	Total
2017/18	004 - General Fund	Taxes	$217,946
2018/19	004 - General Fund	Taxes	$199,220
2019/20	004 - General Fund	Taxes	$204,795
2020/21	004 - General Fund	Taxes	$242,490
2021/22	004 - General Fund	Taxes	$309,850

Plan / Building Permit Fees

Plan and building permit fees and charges provide cost recovery for various services providing direct benefit to the individuals or businesses utilizing City services. Plan and building permit fees include permit fees, code enforcement citation revenues, building inspection fees, planning fees, and miscellaneous other fees.

For FY 2020-2021, plan and building permits revenues comprised the fifth largest source of revenue for the City's General Fund totaling approximately $189,140. Plan and building permit revenues make up 6.3% percent of the City's General Fund's revenue for FY 2020-2021.

For FY 2021-2022, plan and building permit revenue is estimated at $363,300, which is equivalent to 9.7% percent of the City's General Fund revenue for FY 2021-2022. Table 2-6 shows the plan and building permit revenue numbers for the period of 2017 through 2022. On a five-year average, plan and building permit revenues make up 5.4% percent of the City's General Fund revenue.

Table 2-6. Plan and Building Permit revenue, 2017 through 2022

Fiscal Year	Fund Account	Fund Name	Total
2017/18	004 - General Fund	plan and building permit	$94,250
2018/19	004 - General Fund	plan and building permit	$130,050
2019/20	004 - General Fund	plan and building permit	$98,530
2020/21	004 - General Fund	plan and building permit	$189,140
2021/22	004 - General Fund	plan and building permit	$363,300

City Expenditures

Primary General Fund expenditures consist of employee expenses inclusive of salaries, benefits and retirement contributions, operations and maintenance expenditures, pension obligation bonds and interdepartmental charges.

The City of Firebaugh's budget identifies expenditures in two categories: 1) salaries and 2) expenses. Total City expenditures consist of the sum of both categories.

For FY 2020-2021, the City's budgeted salary expenses totaled $3,628,827 and the City's expenses totaled $20,554,777. For FY 2020-2021, the City's total budgeted expenses totaled $24,183,604. The City's budget anticipated a surplus of approximately $42,889.[12]

[12] City of Firebaugh.

For FY 2021-2022, the City's General Fund's budgeted salary expenses totaled $3,829,339 and the City's expenses totaled $20,714,722. For FY 2020-2021, the City's total budgeted expenditure totaled $24,544,061. The City's budget anticipated a surplus of approximately $903,432.[13]

Table 2-7 shows the City's General Fund's budgeted salaries and expenses for the period of 2017 through 2022. On a five-year average, the City's General Fund's salaries average $3,543,003; while the City's expenses average $10,855,238. In the past five years, the City's total expenses have averaged to $14,398,241.

Table 2-7. City Budget Salaries and Expenses 2017 through 2022

Fiscal Year	Salaries	Expenses	Total Expenses per year
2017/18	$3,353,544	$4,915,518	$8,269,062
2018/19	$3,399,157	$3,825,575	$7,224,732
2019/20	$3,504,149	$4,265,600	$7,769,749
2020/21	$3,628,827	$20,554,777	$24,183,604
2021/22	$3,829,339	$20,714,722	$24,544,061

Figure 2-2 shows the City's FY 2021-2022 General Fund's salaries by departments.

Figure 2-2. City General Fund Salaries for FY2021-2022

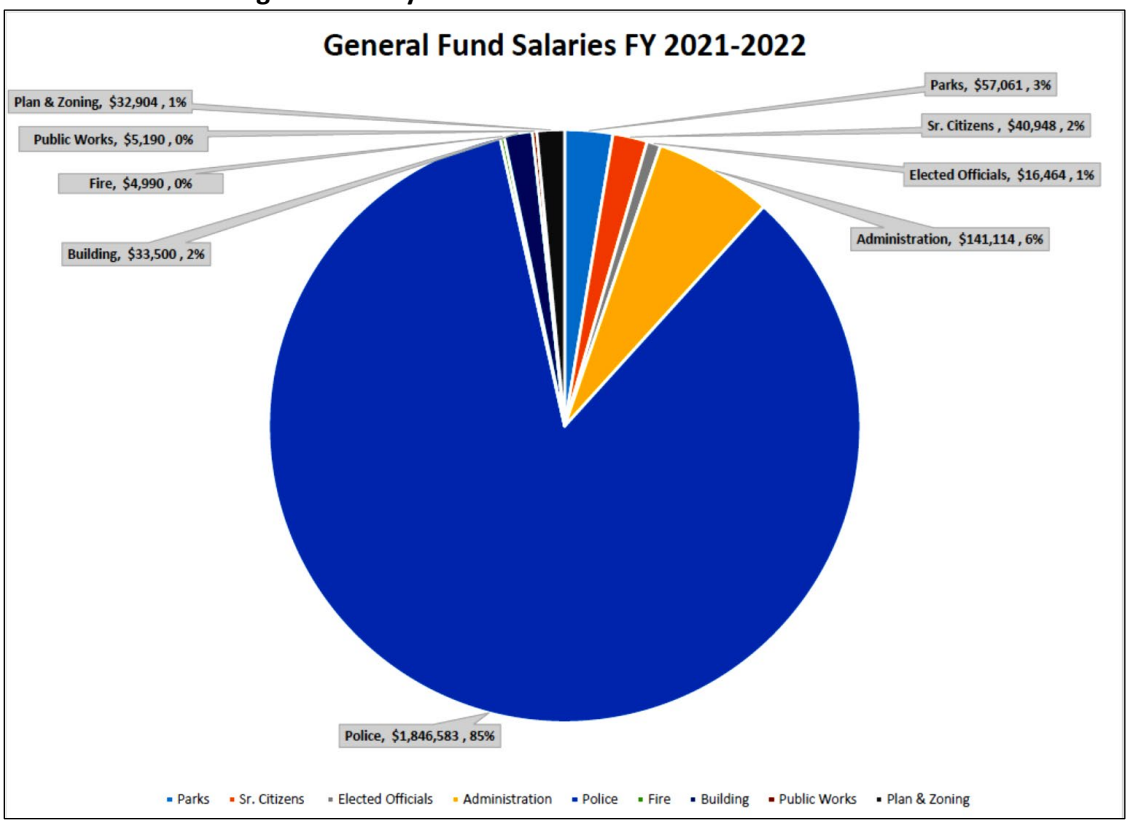
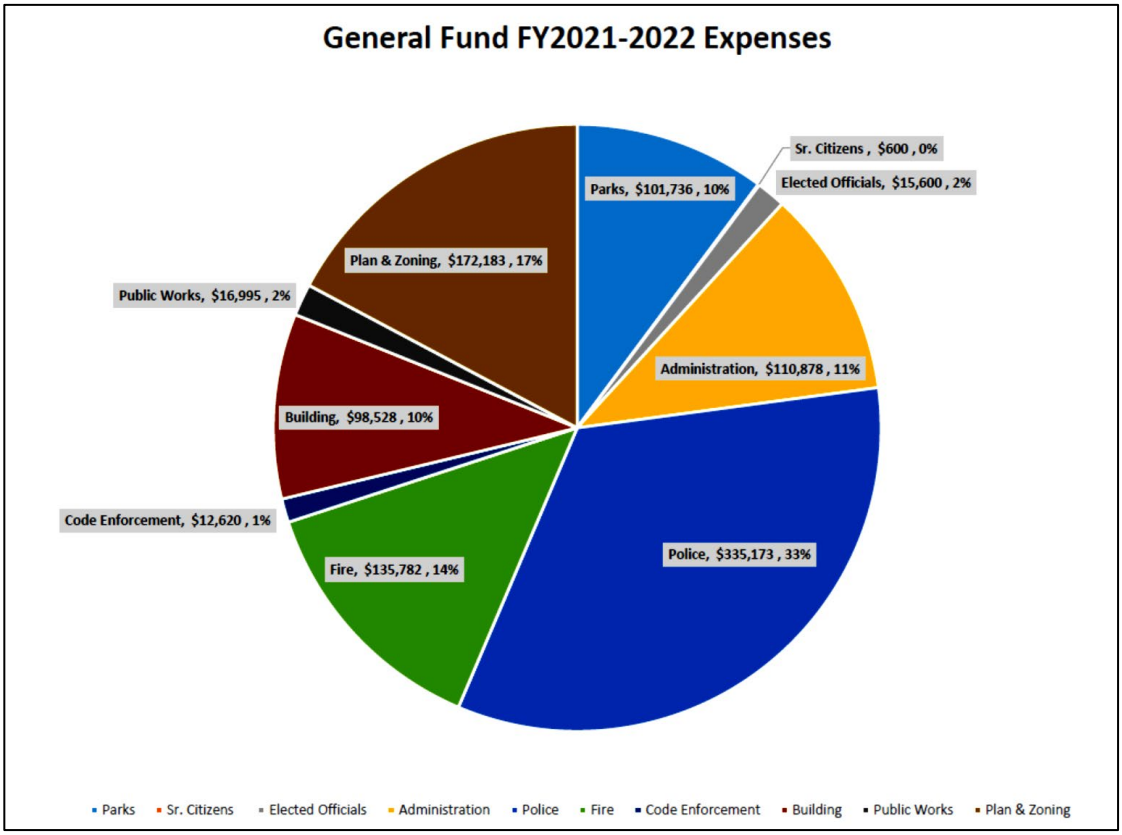


Figure 2-3 shows the City's FY 2021-2022 General Fund's expenses by departments.

[13] City of Firebaugh.

Figure 2-3. City General Fund Expenses for FY2021-2022



Personnel Costs

This section provides an overview of Firebaugh's personnel costs by major departments. City of Firebaugh employs 47 employees in eight major departments: Administration, Senior Citizens, Parks, Plan and Zoning, Public Works, Building, Code Enforcement, Fire, and Police. Although not departments, the City accounts for the City Council and City Attorney offices in a separate expenditure ledger.

The Firebaugh Police Department is the largest department in the City, which consists of 60% percent of all City employees. The Firebaugh Public Works Department is the second largest (26%), while Administration is the third largest department (6%) in the City of Firebaugh.

For FY 2020-2021, the City's top three departments with the highest General Fund expenditure allocations were: Police Department ($2,072,011), Administration ($242,775), and Fire ($131,341).

For FY 2021-2022, the City's top three departments with the highest General Fund expenditure allocations were: Police Department ($2,181,756), Administration ($251,992), and Plan and Zoning ($205,087).

For personnel purposes, the City groups employees in the following six categories. Table 2-8 shows the City personnel by each department category.

Table 2-8. Employee Categories

City Departments	Number of employees
Administration (City Manager)	1
City Clerk	1
Finance	3
Police	28
Planning, Building, Code Enforcement	2
Public Works	12
Total Employees	**47**

Capital Outlay

The City maintains a five-year Capital Improvement Plan ("CIP"). The five-year CIP is intended to provide the City Council and the community with a comprehensive overview of various capital improvements needed in the City. The CIP serves to provide the City with an orderly process for planning and budgeting capital needs; provide a mechanism for evaluating projects based on goals established through the community planning process; and prioritize the current and future needs to fit within the City's anticipated level of financial resources.

The City Engineer is required periodically review and make annual update recommendations for the City Councils consideration. The CIP plans for capital improvement in the following areas: water projects, sewer projects, storm drainage projects, street and sidewalk projects, and airport projects. The Firebaugh CIP has identified over $31.2 million of capital improvement projects for the five-year period of 2015 through 2020. The CIP also identifies potential project financing options including but not limited to grants, taxes, enterprise programs, and taxes.

For the five-year CIP of 2015 to 2020, the City prioritized funding toward the following projects:

- Water Infrastructure improvements
    - Leaky Pipes Replacement
    - Well Rehabilitation- various well sites
    - HUD Tank, Booster Pump Station, Piping Replacement
    - 6" Water Line Replacement (Connection to Las Deltas and Industrial Users)
    - 16" Water Line from 8th Street to Diaz Street
    - Water Main to Connect Treatment Plants
    - Improve Water Treatment Site No. 1 Access Road
    - Valve and Fire Hydrant Replacement (Various locations)
    - Water Plant Recycling Pond Expansion

- Sewer Projects
    - Wastewater Treatment Plant Upgrades
    - Manhole Replacement Program
    - Pipeline Replacement- M Street
    - Pipeline Replacement - Downtown Alleys
    - Pipeline Replacement - Highway 33
    - Pipeline Replacement - Force Main

- Storm Drainage Project
    - Storm Drain Lift Station Rehabilitation
    - Regional Storm Drainage Basin
    - Catch Basin Rehabilitation

- Street and Sidewalk Projects
    - Street Rehabilitation – "M" Street, 15th St to 8th Street
    - Street Rehabilitation – Nees (12th Street), Hwy 33 to Washoe Avenue
    - Street Rehabilitation – 13th Street, "P" Street to City Limits
    - Street Rehabilitation – Rabe Street, Clyde Fannon Road to Zozaya Street
    - Street Rehabilitation – Dodderer Street, Clyde Fannon Road to Zozaya Street
    - Street Rehabilitation – "Q" Street, 9th Street to 11th Street
    - Street Rehabilitation – 14th Street, Highway 33 to "P" Street
    - Street Rehabilitation – "J" Street, Nees Avenue to 10th Street
    - Street Rehabilitation – 10th Street, "J" Street to Dead End
    - Street Rehabilitation – Helm Canal Road, Birch Drive to South End
    - Street Rehabilitation – Landucci Drive, Saipan Avenue to Morris Kyle Drive
    - Street Rehabilitation – Enrico Avenue, Cardella Street to Cardella Street
    - Street Rehabilitation – Cline Street, Thomas Conboy Street to Zozaya Street
    - Sidewalk Replacement – "O" Street, 11th Street to 12th Street
    - Sidewalk Replacement – Saipan Avenue, "O" Street to "Q" Street
    - Traffic Signal at Clyde Fannon Road to Highway 33
    - 13th Street Bridge Repair
    - Street Rehabilitation– 8th Street, Hwy 33 to City Corp. Yard
    - Street Rehabilitation – Zozaya Street, "R" Street to Rev Kantor Street
    - Street Rehabilitation – 7th Street, "P" Street to Alley; Alley, 7th Street to 8th Street

- Park Projects
    - Restroom in Enclosed Area (Dunkle Park)
    - Shade Structure at Parker's Park 2 Structures
    - Seating Area (Grand Stand) for Baseball at Dunkle Park
    - Restroom at Rodeo Grounds
    - Maldonado Park – Phase 3
    - Maldonado Park – Remainder Lighting for Ball Fields
    - Dunkle Park – Decorative Lighting

- Airport Projects
    - Fuel Island and Security Gates
    - Medium Intensity Taxiway Lighting
    - Additional Aircraft Parking Apron and Hangars – Phase 1
    - Additional Aircraft Parking Apron and Hangars – Phase 2

Assets and Liabilities

Consideration has been given to Firebaugh annual audited financial statements for the fiscal years ending on June 30, 2019 and June 30, 2020. The government-wide financial statements are designed to provide readers with a broad overview of the City's finances in a manner that is similar to a private-sector business.

According to the City's most recent audit financial statements, the City's "net position" of government activities consists of information on all of the City's assets and liabilities, with the difference between the two reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the City is improving or deteriorating. Net position comprises of various net earnings from operating income, nonoperating revenue, and expense and capital contributions.

The City's net position of governmental activities is reported in two categories – Government Activities and Business-Type Activities. The sum of the two activity accounts presents the City's total net position of its governmental activities.

At the end of FY 2018-2019, the City's net position of its government activities amounted to $6,979,245, while the City's Business-Type Activities amounted to $11,027115. In total, the City's total of all governmental activities amounted to $18,006,360 at the end of June 30, 2019.[14]

Most recently at the end of FY 2019-2020, the City's net position of its government activities amounted to $7,476,544 while the City's Business-Type Activities amounted to $11,226,943.[15] In total, the City's total of all governmental activities amounted to $18,703,487 by the end of June 30, 2020.

The City's governmental funds consist of four accounts: The General Fund, Community Development Fund, Housing Fund, and the Non-Major Governmental Fund. The governmental funds reported the following revenue amounts:

- General Fund: $4,409,546
- Community Development Fund: $365,626
- Housing Fund: $196,338
- Non-Major Governmental Funds: $1,272,205

According to the City's Audited financial statements, at the end of FY 2019-2020 the City's governmental funds generated totaled $6,443,715 in revenue.

The City's governmental funds reported the following expense amounts:

- General Fund: $4,384,389
- Community Development Fund: $510,569
- Housing Fun: -
- Non-Major Governmental Funds: $825,249

According to the City's Audited financial statements, at the end of FY 2019-2020 the City's governmental fund's expenditures totaled $5,720,207. For the same year, the City's governmental revenues exceeded

[14] City of Firebaugh Independent Auditor's Report and Financial Statements for Year Ending on June 30, 2020.
[15] City of Firebaugh Independent Auditor's Report and Financial Statements for Year Ending on June 30, 2020.

governmental expenditures by $723,508. At the end of the year, the City's fund balance amounted to $7,719,164.

According to the City's audited financial statements, the City's capital assets include property, plants, equipment, and infrastructure assets (e.g., roads, bridges, sidewalks, and similar items), are reported in the applicable governmental or business-type activities columns in the Government-Wide Financial Statements. As of June 30, 2020, the City's Proprietary Fund's total assets for its business-type activities amounted to $25,352,872, while total liabilities amounted to $14,157,068.

The City of Firebaugh's annual audit report includes a listing of the City's Assets and Liabilities, Net Asset Summary of Government Activities & Business Activities, and Net Asset Summary of Major Business Activities.

General Fund Reserves

The City Council authorized the creation of a General Fund Reserve Fund that maintains $1,000,000 of general fund monies. This amount is a "savings account" of the general fund reserves and can only be spent with City Council authority. The fund retains 100% of its interest earnings.

The City Council established a policy for the City to work towards and maintain a minimum level of cash on hand, equivalent to 60 days operating expenditures, in the City's General Fund Reserve fund. The main objective of establishing and maintaining a Fund Balance Policy is for the City to be in a better position to address unanticipated expenses and weather potential negative economic trends.

The City's annual budget process includes regular contributions and repayments to the City's General Fund Reserve, which is important to maintain an available balance to fund 60 days of operating expenditures. As of November 2019, the City estimates that is has approximately $3.9 million its 2020 General Fund Reserves account.

Bond Rating

The City receives an updated bond rating when a new bond is issued or as a part of annual reviews of the City's debt portfolio and financial position by ratings agencies. In the latter situation, ratings upgrades or downgrades are only issued when material fiscal and operational events either positively or negatively affect outstanding debt issuances. All three credit rating agencies monitor the City's credit ratings annually. The City participates, and responds to, in regular bond monitoring activities conducted by Standard & Poor's. The latest ratings were in relation to the Bonds. The City's ratings for the Bonds were as follows:

- Insured Rating: Standard & Poor's: "A+"
- Underlying Standard & Poor's: "A+"

Debt and Debt Service

The City has incurred a number of various long-term bond debt and loan obligations over the years for various purposes. As of 2021, there are five water and wastewater revenue bonds and five individual governmental activity loans that are backed by various funds that serve as the primary repayment sources.

At the end of June 30, 2020, the City's total debt balance amounted to $20,680,146. Of the total debt balance, approximately $13,810,729 (or 67%) is associated with enterprise funds for example water and wastewater bonds. The remining 33% of the City's total debt is associated with governmental activities.

The list below summarizes the Firebaugh's current debt service by two categories governmental activity long term debt and enterprise business-type activity long term debt:

Governmental Activity Long-Term Debt[16]

- **Mortgage Note Payable:** In November 2018, the City entered into an agreement with a private citizen (seller) to purchase real estate property at 1074 P Street, Firebaugh, California, for a total amount of $203,866, the City made an initial payment of $103,866 at the close of escrow and paid the seller the remaining $100,000 in November 2019. Current balance for this debt amounts to $0.

- **2019 Solar Project Equipment Lease:** In May 2019, the City entered into a capital lease arrangement to finance the acquisition of certain energy efficient equipment and improvements for the City. The lease obligation is accounted for as a capital lease where the related equipment and improvements to be acquired will become property of the City when all terms of the lease agreement are met.

  Present value of the remaining payments as of June 30, 2020 is $4,530,000, the City has determined future payments are to be made from the General Fund, Water Enterprise Fund, and Sewer Enterprise Fund in the amounts of $337,485, $2,585,271 and $1,607,244, respectively.

  Semiannual debt service payments under the agreement start on February 1, 2020 and end on August 1, 2029, ranging from $72,855 to $170,379. As of June 30, 2020, the City had accumulated total capital expenditures of $3,339,998 in "construction in progress."

- **2019 Fire Truck Lease:** In May 2018, the City entered into a capital lease arrangement to finance the acquisition of a fire truck. The stated interest rate under terms of the agreement is 3.6%, present value of minimum lease payments is $300,000. Annual debt service payments of $36,317 start on May 31, 2019 and conclude on May 31, 2028.

Enterprise funds (Business-Type Activity)

- **2019 Wastewater Solar Project Equipment Lease:** This debt is acquired from the 2019 Solar Project Equipment Lease under Governmental Activity Long Term Debt. The portion of the total lease liability allocated to the Wastewater Enterprise Fund is $1,607,244.

- **2019 Water Solar Project Equipment Lease:** This debt is acquired from the 2019 Solar Project Equipment Lease under Governmental Activity Long Term Debt. The portion of the total lease liability allocated to the Water Enterprise Fund is $2,585,271.

- **2016 Wastewater Refunding Bonds:** In 2016 the City issued $3,415,000 of Wastewater Revenue Refunding Bonds. The proceeds of the issue were used for refinance of the 2008 USDA Sewer Loan Payable.

[16] City of Firebaugh Independent Auditor's Report and Financial Statements for Year Ending on June 30, 2020.

Interest on the bond is payable semi-annually on February 15 and August 15 each year, with stated interest rates ranging from 2.00% to 4.00% per annum for an average coupon rate of 3.38%. The City covenants that it shall prescribe, revise and collect such charges for the services and facilities of the sewer system which shall produce revenues sufficient in each fiscal year to provide gross revenues which are sufficient to pay all sewer operation and maintenance costs and all bond installment payments and produce net sewer revenues equal to at least 1.25 times debt service coming due and payable during such fiscal year.

The City is in compliance with those covenants as of June 30, 2020. Cash basis debt service paid during the fiscal year ended June 30, 2020 totaled $177,163. Total sewer system net revenues calculated in accordance with the covenants were $632,135 and net revenue available for debt service was 3.57 times debt service as of June 30, 2020.

- **2016 Water Refunding Bonds** – In 2016 the City issued $3,945,000 of Water Revenue Refunding Bonds. The proceeds of the issue were used to refinance the 2007 USDA Water Certificate of Participation. Interest on the Bond is payable semi-annually on November 1 and June 1 each year, with stated interest rates ranging from 2.00% to 4.00% per annum for an average coupon rate of 3.38%.

  Principal is paid annually on June 1. Pursuant to the provisions of the bond agreement, the City has established a Rate Stabilization Fund and made an initial deposit of $500,000 in fiscal year 2016-17, $250,000 was used to cover debt ratio in fiscal year 2017-18, and during fiscal year 2018-19 $115,000 was used to cover debt ratio, leaving a current ending balance of $135,000 at the end of June 30, 2020. Debt service is secured by a pledge of net revenues of the City's Water System. The City covenants that it shall prescribe, revise and collect such charges for the services and facilities of the water system which shall produce revenues sufficient in each fiscal year to provide gross revenues which are sufficient to pay all water operation and maintenance costs and all bond installment payments and produce net water revenues equal to at least 1.25 times debt service coming due and payable during such fiscal year. The City is in compliance with those covenants as of June 30, 2020. Cash basis debt service paid during the fiscal year ended June 30, 2020 totaled $328,826. Total water system net revenues calculated in accordance with the covenants were $561,975 and net revenue available for debt service was 1.71 times debt service as of June 30, 2020.

- **2013 Water Revenue Refunding Bond-** In November 2013, the City issued revenue bonds in the amount of $1,512,415. The funds were used for the purpose of refinancing the 2005 Water Revenue Bond. Principal and interest is payable semi-annually on December 1 and June 1 each year with an interest rate of 3.85%. At the end of June 30, 2020, the debt balance for this bond was $1,086,069.[17]

[17] City of Firebaugh Independent Auditor's Report and Financial Statements for Year Ending on June 30, 2020.

Figure 2-4. Summary of City Debt transactions as of June 30, 2020

	Balance July 1, 2019	Additions	Retirements	Balance June 30, 2020	Current Portion
Governmental Activity Long Term Debt					
Mortgage Note Payable	$ 100,000	$ -	$ 100,000	$ -	$ -
2019 Solar Project Equipment Lease	337,485	-	-	337,485	6,705
2019 Fire Truck Lease	274,586	-	26,338	248,248	27,295
Net other post employment benefits	2,785,783	405,044	-	3,190,827	-
Net pension liability	3,285,152	-	192,295	3,092,857	-
Total Governmental Activity Debt	$ 6,783,006	$ 405,044	$ 318,633	$ 6,869,417	$ 34,000
Business-Type Activity Long Term Debt					
Bonds payable:					
2013 Water Revenue Refunding Bond	$ 1,168,513	$ -	$ 82,444	$ 1,086,069	$ 82,222
2016 Wastewater Refunding Bond	3,250,000	-	70,000	3,180,000	75,000
2016 Water Refunding Bond	3,650,000	-	80,000	3,570,000	85,000
2019 Water Solar Project Equipment Lease	2,585,271	-	-	2,585,271	51,363
2019 Wastewater Solar Project Equipment Lease	1,607,244	-	-	1,607,244	31,932
Net other post employment benefits	1,203,596	174,999	-	1,378,595	-
Net pension liability	539,349	-	135,799	403,550	-
Total Business-Type Activity Debt	$ 14,003,973	$ 174,999	$ 368,243	$ 13,810,729	$ 325,517

Source: **City of Firebaugh Independent Auditor's Financial Statements, June 30, 2020.**

Pension and Other Long-Term Liabilities

According to City information, the biggest and most concerning area of discussion amongst any public agency belonging to CalPERS is the significant increase in employer contributions that will occur over the next six years.

For Firebaugh, the increase equates to effectively doubling the amount the City currently pays to CalPERS over the next six years. CalPERS has been hit hard by investment losses in its portfolio, with actual returns falling well below their assumed rate of return, known officially as the "Discount Rate." For public sector pension systems, the majority of employees' retirement pension is supposed to be funded by interest earnings from employer and employee contributions that are made into the system with the passing of each pay period.

For the year ended June 30, 2020, the contributions recognized as part of the City's pension expense is as follows:

- Contributions – employer $ 519,336
- Contributions – employee $ 173,120

The City participates in the CalPERS retirement system for its employees. In order to be eligible for these benefits, an employee must retire directly from the City under CalPERS with a minimum 10 years of City service as a full-time regular employee and be at least 55 years of age at retirement. The City provides several individual retirements plans that eligible employees are able to enroll in. As of June 30, 2020, the City has 36 employees that participate in CalPERS.

According the Auditor's report, the City reported a net pension liability balance of approximately $3,496,407 as of June 30, 2020.

The City also provides Post-Employment Health Care Benefits (medical coverage) through CalPERS as permitted under the Public Employees Medical and Hospital Care Act ("PEMHCA"). This coverage is known as Other Postemployment Benefits ("OPEB") and the coverage requires the employee to satisfy the requirements for retirement under CalPERS criteria:

- attainment of age 50 (age 52, if a new miscellaneous member to PERS on or after January 1, 2013) with five years of State or public agency service; or,
- an approved disability retirement.

As a PEMHCA employer, the City is obligated to contribute toward the cost of retiree medical coverage for the retiree's lifetime or until coverage is discontinued.

For the year ended June 30, 2020, the City recognized OPEB expense of $386,423. According the auditor's report, the City reported a net OPEB liability balance of approximately $4,569,422 as of June 30, 2020.

Grant Funding Programs

The City regularly pursues available local, state, and federal grant funding for first-time home buyers, community improvements, and transportation-related grants. According to the City's financial statement for FY ending on June 30, 2020, City of Firebaugh has been able to leverage over $1.2 million in governmental activity operating grants and contribution and an additional $648,513 for governmental activity capital grants to financially assist the community.

The following sections summarize recently-awarded grant funding.

Home Grant Reuse

HOME Grant funds received through the California Department of Housing and Community Development are used for first-time home buyer assistance. Qualified applicants can get gap financing under this program for the purchase of their first home. All program income must be accounted for and kept in a reuse fund where it can then be accumulated and lent back out on HOME eligible activities.
At the end of June 30, 2020, City showed a balance of $295,000 in the HOME grant funding under its governmental activities and $1.5 million was loaned out to homeowners.

Measure C

In 1986, Fresno County voters passed Measure C, a half-cent sales tax aimed at improving the overall quality of Fresno County's transportation system, including the County and all 15 cities within the County. Measure C was renewed by the voters on November 6, 2006. The Fresno County Transportation Authority ("FCTA") was created by the voters to administer the Measure C program and ensure the revenue is received and distributed appropriately. The Measure C funds improve local roadways by repairing potholes and paving streets and sidewalks, ensure ADA compliance, and fund ride-share incentive programs and environmental enhancement programs that lessen the impact of emissions in the Central Valley.

According to the FTCA's most recent annual report for year FY2019-2020,[18] the City was awarded the funding the following projects:

- Local Transportation Programs- Street Maintenance - $125,298.33
    - ADA Compliance - $ 4,229.60
    - Flexible Spending - $121,121.60
- Pedestrian Trails
    - Rural – $18,613.54
    - Bicycle Facilities - $4,726.69

Most notably, in 2020 the City was awarded $2 million in Measure C funding to improve a section of State Route 33 (8th Street to 15th Street) in the City of Firebaugh.

Cost Saving Opportunities

The City has implemented many significant cost saving measures over the past few years. Listed below are some of the most significant:

- Providing preventative maintenance to avoid emergency repairing for infrastructure.

[18] Fresno County Transportation Authority, Measure C Annual Report for Fiscal Year 2019-2020, https://measurec.com/wp-content/uploads/2020/12/MEC005890_001_Annual-Report_2020_FNL3-web.pdf.

3. Growth and Population Projections

This section comprises the growth and population analysis for the City of Firebaugh. It considers demographic information prepared by California Department of Finance, U.S. Census, and land use policy documents adopted by City of Firebaugh to identify growth estimates within the City's incorporated limits and the Firebaugh sphere of influence.

State law defines a sphere of influence as a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission. The Commission's determination of the SOI is based on its analysis of growth and population projections of the local agencies and its plans to extend corresponding municipal services.

Land Use Planning

The Firebaugh General Plan update was adopted by the City Council on January 11, 2010.[19] The General Plan accounts for the City's growth using a 22-year planning horizon, through year 2030. The General Plan establishes its land use foundation through a vision that was created through cooperative efforts involving the City Council, Planning Commission, City staff, and the community. The General Plan creates policies and provides for the general distribution, location, and extent of present and future land uses that guide land use decisions that shape development of the City.

The General Plan evaluated two primary planning boundaries that outline the City's planning strategy:

- City limits (2,309 acres),
- LAFCO's adopted Firebaugh SOI (3,411 acres)

Within this framework, the General Plan considered three scenarios to anticipate growth using Low, Medium, and High projections. The General Plan acknowledged that future City growth will require the conversion of existing agricultural lands to residential, commercial, and industrial development. The General Plan noted that it has adequate amount of land available in the Firebaugh SOI to accommodate growth within its planning horizon.

The largest land use designations within city limits are medium density residential at 22%, followed heavy industrial 16%, and land assigned for public rights-of-way 20%.

Within the Firebaugh SOI, the General Plan designates approximately 51% of available land for low density residential, 11% for open space, and 10% for public/institutional facilities.

As of August 2021, there were approximately 1,003 acres of agricultural or vacant land outside the City limits but within the Firebaugh SOI. The City's General Plan designates approximately 108 acres of land outside the City limits and in the City SOI as Agriculture.

Table 3-1, summarizes the City's current land uses and the General Plan's planned land uses for the Firebaugh SOI.

[19] Firebaugh City Council Resolution 10-01- A resolution of the City Council of the City of Firebaugh adopting the Final EIR Prepared for the 2030 Firebaugh General Plan. January 11, 2010.

Table 3-1. Land Use Acreages and Percentages of land in Firebaugh's SOI and Plan Area

Land Use Designation	Incorporated Acres	%	Existing Sphere Acres	%
Rural Residential	0	0%	0	0%
Low Density Residential	80.53	3.3%	80.53	2.4%
Medium Density Residential	524.5	22%	782.5	23%
High Density Residential	88.09	3.7%	103.0	3.0%
Neighborhood Commercial	9.697	0.4%	9.697	0.3%
Central Commercial	17.52	0.7%	17.52	0.5%
Service Commercial	85.00	3.5%	85.00	2.5%
Light Industrial	153.7	6.4%	606.8	18%
Heavy Industrial	395.4	16%	563.6	17%
Public / Quasi Public	316.3	13%	316.3	9%
Park / Recreation	86.59	3.6%	86.59	3%
Open Space	160.9	6.7%	182.2	5%
Agriculture	0	0%	*	0%
Public Rights-of-Way	489.7	20%	577.2	17%
Total	2408	100%	3411	100%

Source: Firebaugh Planning Department (*108 acres designated as Agriculture in Madera County)

The Firebaugh General Plan designates agriculture, open space, and low-density residential land uses for the portion of the Firebaugh SOI in Madera County. LAFCo estimates that 193-acres of territory identified in the Firebaugh General Plan and Firebaugh SOI account an area that includes an existing unincorporated community known as Eastside Acres, in Madera County. Current State law prohibits a city from annexing land in more than one County.[20]

Current Population

As of May 1, 2021, the California Department of Finance ("DOF") estimates that the City has a population of approximately 8,126 which indicates a 1.1% increase from Firebaugh's 2020 population of 8,035.[21]

The City estimates that less than 100 people live in unincorporated portion of the Firebaugh SOI and that approximately 250 to 300 people reside within Eastside Acres Neighborhood.

[20] GC sec. 56741. Territory may not be annexed to a city unless it is located in the same county.
[21] California Department of Finance, Population Estimates, published May 1, 2021: http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/

Table 3-2. Annual Estimates of the Resident Population: April 1, 2010 to May 1, 2021

City of Firebaugh Population Estimate (as of May 1, 2021)		
Year	**DOF Population Estimates**	**Percent change**
2010	7,549	
2011	7,627	1.0
2012	7,854	3.0
2013	7,808	-0.6
2014	7,798	-0.1
2015	7,827	0.4
2016	7,814	-0.2
2017	7,866	0.7
2018	7,947	1.0
2019	8,025	1.0
2020	8,035	0.1
2021	8,126	1.1

Source: State of California, Department of Finance Table E-4

In contrast, the U.S. Census 2012 to 2016 American Community Survey ("ACS") reports that Firebaugh's population averaged 8,176 residents during the surveyed five-year time period.

Of the total City population, 66% are 18 years or older, and 5% were 65 years old and over.[22] The City's male to female is 49.7% and 50.3%, respectively. Approximately 92% of the City's population identify themselves as Hispanic/Latino, while less than 7% identify as non-Hispanic/Latino.

Within the City limits, there are approximately 2,160 housing units. Of the available housing units, about 127 housing units were identified vacant. Firebaugh's average persons per household is 3.99.

According to the ACS report, approximately 4,288 people of Firebaugh's total population are 25 years and over. Of the population that is 25 years and over, 29.5% graduated from high school, approximately 7.6% have some college level experience, approximately 4.9% earned an Associate's degree, approximately 4.9% earned a Bachelor's degree, and approximately 0.4% have a graduate or professional degree. Income levels within the City are slightly lower than that of the County. During 2012 to 2016, the City's average household income was $36,181, and Fresno County's average household income was $45,963 for the same period.

During 2012-2016, there were 3,369 working civilians in Firebaugh, which means working people over 16 years of age.

The largest employer types in Firebaugh and its vicinity are agriculture, educational, health care service, business and sales, and retail. According to ACS data, of the total working civilians in Firebaugh 36.2% are in Natural Resource, Construction, and Maintenance Occupations; 20.5% are in Service Occupations; 18% are in Production, Transportation, and Material Moving Occupation; 15% are in Management, Business, Science, and Arts Occupations; and 10% are in Sales and Office Occupations. Table 3-3 identifies the largest employers within the City of Firebaugh.

Table 3-4. Major Employers for the City of Firebaugh

Employers
TomaTek
Red Rooster
Firebaugh-Las Deltas School District
City of Firebaugh
Westside Ford
West Hills College
Sablan Medical Clinic

Firebaugh's General Plan Growth Projections

The General Plan evaluated three population growth scenarios that establish the City's policies and determinations of new development areas. According to the General Plan's Population and Land Use Projections, the City used its 2005 population of 6,680 residents as the baseline to calculate future populations. The City then applied the three growth rates to quantify its probable population through year 2030:

- Low 1.8%: this rate is based on the City of Firebaugh's growth rate from 1980 to 1990.
- Medium 2.3%: this rate is based on the City of Firebaugh's annual growth rate from 1990 to 2000.
- High 3.7%: this rate is based on the City of Firebaugh's annual growth rate from 2000 to 2005.

Table 3-5 shows the City's anticipated figures through year 2030 depending on either of the three growth rates.

Table 3-5. Population Growth Rates, 2005 - 2030

Year	Low (1.8%)	Medium (2.3%)	High (3.7%)
2005	**6,680**	**6,680**	**6,680**
2010	7,305	7,485	8,010
2015	7,985	8,385	9,605
2020	8,730	9,395	11,520
2025	9,545	10,525	13,815
2030	10,435	11,795	16,570

Source: Population Projections, Firebaugh General Plan.

In comparison, "Fresno County 2050 Growth Projection," prepared by the Fresno Council of Governments ("Fresno COG") estimated population growth, job growth, and housing characteristics in Fresno County for the planning period of 2015 through 2050. Fresno COG compiled multiple jurisdictional information about planned development projects that will drive regional growth in the short term and long term.[23]

[23] Table 21- Projection of Total Population: Fresno County and Local Jurisdictions: 2015-2050, Fresno County 2050 Growth Projections, Fresno Council of Governments.

The Fresno COG study forecast a 1% annual population growth rate within the Firebaugh SOI, which is the equivalent of approximately 3,280 new residents within the Firebaugh SOI by 2050. Fresno COG estimates that the City of Firebaugh would reach the following population levels by the listed years:

Figure 3-6. Fresno COG's Population Projections for the Firebaugh SOI

Based on Fresno COG's 1% growth rate for Firebaugh	
2015	7,780
2020	8,370
2025	8,880
2030	9,340
2035	9,790
2040	10,220
2045	10,630
2050	11,060

Housing Element

The Legislature has declared that LAFCo's role in promoting orderly formation and development of local agencies includes consideration of accommodating additional growth and providing necessary governmental services and housing for persons and families of all incomes in the most efficient manner feasible.[24]

According to the Firebaugh 2008-2013 Housing Element, the City has the potential to add an estimated 380 dwelling units based on vacant and/or underutilized parcels within the years 2008-2013. The City of Firebaugh anticipates that the majority of residential development will occur on land currently within the Firebaugh SOI. The City expands infrastructure and resources with each approved development and upon annexation.

Table 3-7. 2008-2013 Projected Housing Demand, Firebaugh

Jurisdiction	*Housing Units by Income Level*					Total Housing Units
	Extremely Low	Very Low	Low	Moderate	Above Moderate	
Firebaugh	50	51	80	77	122	380

Source: Firebaugh Housing Element, Chapter 5 Housing Need.

Land Use Entitlements, City Approvals for Development

As of 2020, the City is actively processing applications for new subdivisions and commercial structures. Of these applications, several are residential and/or commercial development projects, which includes the following:

1. Tentative Subdivision Map No. 6206 (Almond Grove): Subdivision of 9.98 gross acres of land into 45 single family lots (average lot size 6,847 square feet)
2. Conditional Use Permit Application No. 2017-5 (El Valle Apartments): 20-unit apartment complex
3. Vesting Tentative Subdivision Map No. 6178 (Frankwood Commons): Subdivision of 35.1 gross acres of land into 154 single family lots (lot sizes range from 6,480-11,946 SF), one 3.01 gross acre

[24] GC Section 56001, Legislative Findings and Declarations; State interest.

commercial lot, and one 1.60 gross acre retention basin. (Related Entitlements: Annexation Application No. 2017-01, General Plan Amendment Application No. 2017-01, Change of Zone Application No. 2017-01)

Building Permits

In the past five years, City staff processed approximately 35 entitlement applications resulting in new building construction valuations totaling $4.2 million for single-family homes, $13.9 million for multiple family and mixed-use projects, and $7.5 million for commercial buildings. Healthcare contractors invested $2.9 million to fund new health centers in Firebaugh. Approximately 335 residential and 5 commercial solar installations were installed during the year 2015 and early 2016.

Table 3-8 summarizes the number of permits issued per year and by the types of use.

Table 3-8. Building Permit Activity 2015 to current

	Building Permit Activity						
Type of Use	2015 Issued	2016 Issued	2017 Issued	2018 Issued	2019 Issued	2020 Issued	**total to date**
New single-family homes	5	10	4	2	10	55	**86**
New apartment buildings	3	1	2	1	0	0	**7**
New public buildings	1	1	1	0	0	1	**4**
New commercial buildings	9	6	1	0	3	0	**19**
New industrial buildings	0	0	0	1	1	0	**2**

Source: Firebaugh Building Division

Table 3-9. New Apartment Permits, Total Units Built

Year	New apartment buildings Permits	Number of Units
2015	3	56
2016	1	42
2017	2	58
2018	1	20
2019	0	0
2020	0	0
Total Units Built		176

Vacant Land Inventory

During the 2021 MSR process, the City informed LAFCo that there were approximately 505.01 acres of vacant land within the Firebaugh City limits, with approximately 3.8 of these acres containing approved land use entitlements while less than 502 acres have not expressed interest to the City to be improved.

Firebaugh SOI Update (USOI-204), Planned Heavy Industrial and Agriculture Land Uses

LAFCo notes that the Eastside approximately 193 acres of Firebaugh's SOI cannot be annexed to the City because that portion of the SOI encompasses land in the County of Madera.[25] By omitting the land identified in the Firebaugh SOI that cannot be annexed to the City, thus far Firebaugh has annexed approximately 75% of annexable land to the City.

The City's proposed 141-acre SOI expansion requests LAFCo to consider the inclusion of 11 unincorporated parcels to the updated Firebaugh SOI. The Fresno County General Plan designates the subject parcels as Agriculture, and the parcels are identified in Fresno County's AE-20 Exclusive Agriculture zone district.

The City's General Plan Land Use Map designates six parcels (38 acres) as planned Heavy Industrial, two parcels (41 acres) are designated as planned Agriculture/Urban Reserve, and three parcels (64.5 acres) currently do not have assigned land uses by the City's General Plan. The three parcels are: 007-091-38; 44; and 012-020-32. Two of the three parcels are substantially developed, and all three parcels are designated as Agriculture by the Fresno County General Plan and identified in Fresno County's Exclusive Agriculture (AE-20) zone district.

Currently, the City's General Plan designates Agriculture land uses to approximately 108 acres of land in the Firebaugh SOI. This land is in Madera County and currently used for agriculture cultivation. The City informed LAFCo that there are no other properties in the Firebaugh SOI that are designated as Agriculture by the General Plan or any territory in the City limits that is identified in the Urban Reserve zone district.

The Firebaugh General Plan's Land Use Map designates a total of 542 acres for Heavy Industrial in its planning area. Of which, approximately 504 acres are inside the City limits and are developed with industrial type of uses. The City informed LAFCo that there are no vacant parcels designated as Heavy Industrial in the City limits. The proposed SOI update would provide an additional 38 acres planned for Heavy Industrial uses to the Firebaugh SOI.

Prior to applying to LAFCo, the City adopted resolutions for the following land use entitlements associated with the proposed SOI update:

- **Firebaugh Initial Study / Negative Declaration ("IS/ND") SCH# 2021020419:** the IS/ND assessed the environmental effects of the proposed Firebaugh SOI update that would add 11 unincorporated parcels to the SOI, of which only two parcels are proposed to be annexed into the City of Firebaugh.

- **Firebaugh General Plan Amendment Application 2021-1:** designates two unincorporated parcels (APNs 007-091-37 and 012-020-33) with the Urban Reserve (Agriculture) land use designations in the Firebaugh 2030 General Plan.

- **Firebaugh Prezoning 2021-01:** The City Council approved the pre-zoning of two unincorporated parcels (APNs 007-091-37 and 012-020-33) to the Urban Reserve (UR) zone district.

[25] GC section 56741

- **Sphere of Influence Amendment / Reorganization 2021-01:** a resolution to Fresno Local Agency Formation Commission to include 11 unincorporated parcels into the Firebaugh SOI, and only annex two parcels to the City and detach the two parcels from the Fresno County Fire Protection District and Firebaugh Canal Water District.

- **Zoning Text Amendment 2021-01:** a request to amend the Firebaugh Zoning Ordinance to add "Agricultural operations" as an allowed use and certain "Commercial cannabis operations" as an allowed use upon approval of a Conditional Use Permit and a cannabis regulatory permit under the UR zone district and to modify the definition of Agricultural operations.

The proposed Firebaugh SOI update would enable the City to plan for extended municipal services to the 38-acre site and to plan for the eventual annexation of the remaining 103-acres into the City's corporate boundaries.

Firebaugh's Growth Strategies

The Firebaugh General Plan's Land Use Element addresses 14 community issues. The General Plan presents 55 objectives and various action plans that address the City's concerns for its growth through year 2030. The General Plan's 14 issues include the following topics:

- Community Image/Urban Design: six goals
- Growth Management: two goals
- Residential Neighborhoods: four goals
- Commercial Development: four goals
- Downtown Firebaugh: nine goals
- Industrial Development: three goals
- Public Facilities: four goals
- Schools: four goals
- River Lands: one goal
- Agricultural Land: one goal
- Infrastructure: two goals
- Economic Development: 13 goals
- Public Participation: one goal
- Code Amendments: one goal

City's growth strategies are augmented by the following adopted planning documents:

- Firebaugh Downtown Specific Plan
- Industrial Area Specific Plan
- Airport Master Plan (in process); and
- Rail Corridor Master Plan.

To effectively manage City growth through 2030, the City's General Plan includes numerous goals, objectives, and action plans that promote a small, prosperous, agriculturally-oriented city surrounded by farmland. By design, the various General Plan policies ensure a well-managed, controlled, and orderly growth patterns is achieved over the entire planning horizon.

Annexation Policies

Currently, the City of Firebaugh's General Plan establishes the City's Growth Management Policies, which entails its commitment to protect the City's boundaries. The Land Use Element states the following growth management goals:

Protecting Firebaugh's Boundaries

I. Maintain Firebaugh as a small, prosperous, agriculturally oriented city surrounded by farmland.

New Development

II. Promote Smart Growth planning principles in order to discourage urban sprawl and the premature urbanization of agricultural land, and to create more livable neighborhoods. This issue is addressed in more detail in Appendix A: "A Smart Growth Primer".

Furthermore, all annexation request into the City of Firebaugh are subject to LAFCo's Policy 210 – Standards for annexation to Cities and Urban Service Districts and Policy 210.13 - Prezoning Requirement.

In summary, the following LAFCo policies regulate the City's ability to annex new territory into the City's corporate boundaries:

- 210.02. Proposal is consistent with the City or County general and specific plans, including adopted goals and policies.
- 210.03. Proposal shows that there is insufficient available land within the community plan area, consistent with the community plan, to accommodate the proposed development.
- 210.04. Proposal mitigates any significant adverse effect on continuing agricultural operations on adjacent properties.
- 210.05. Proposal would result in planned, well ordered, efficient development patterns and service areas, and does not encourage urban sprawl.
- 210.06. Proposal shows that there is existing substantial development or gives indication of future development, thereby requiring urban services. If no existing substantial development, a condition assuring that substantial development will occur upon annexation shall be made a part of the proposal.
- 210.07. Proposal shows that development can be provided all urban services and improvement or facilities necessary, as shown by the service plan and application.

Collaborative Regional Planning Efforts

The City has actively been involved in the San Joaquin Valley Blueprint planning process. The Valley Blueprint process began in 2006 and is made up of seven Valley Council of Government (COG) members and one Regional Transportation Planning Agency representing the San Joaquin Valley.

In 2010, the San Joaquin Valley Blueprint Council, the decision-making body of the Blueprint planning process, adopted 12 Growth Principles that reflect its vision for the future of the San Joaquin Valley. The San Joaquin Valley Blueprint Smart Growth Principles are:

a) Create a range of housing opportunities and choices.
b) Create walkable neighborhoods.
c) Encourage community and stakeholder collaboration.
d) Foster distinctive, attractive communities with a strong sense of place.
e) Make development decisions predictable, fair, and cost-effective.
f) Mix land uses.
g) Preserve open space, farmland, natural beauty, and critical environmental areas.
h) Provide a variety of transportation choices.
i) Strengthen and direct development towards existing communities.

j) Take advantage of compact building design.
k) Enhance the economic vitality of the region.
l) Support actions that encourage environmental resource management.

Future Firebaugh Sphere of Influence Updates

During the preparation of this MSR, Firebaugh informed LAFCo that there are currently no additional SOI revisions being considered. Majority of the City's Planning Area is already within the Firebaugh SOI except for approximately 112 acres of territory situated along Washoe Avenue and north of the Delta-Mendota Canal. The Firebaugh General Plan designates the 112-acre parcel for Heavy Industrial uses.

4. Agriculture Preservation

State law empowers LAFCo to implement its legislative objective to "discourage urban sprawl, preserve open-space and prime agricultural lands, and encourage the orderly formation and development of local agencies based upon local conditions and circumstances" through the implementation of SOI determinations and periodic SOI updates for cities and special districts.[26]

In this section, the MSR will identify the City's policies that support the preservation of agricultural farmland, assess the status of prime agricultural lands in the current and proposed SOI, and evaluate the status of Williamson Act contracts in the current and proposed SOI.

Firebaugh General Plan Policies

The City's collective Land Use, Conservation, Open Space, Parks and Recreation and Agriculture goals and policies are designed to avoid premature conversion of agricultural land, that, while not wholly mitigating the loss of agricultural lands, will significantly reduce the impact. [27] The following Land Use Element Guiding Principles outline the City's commitment to protect local agricultural and open space:

Firebaugh General Plan: Land use Goals, Objectives and Action Plans, Growth Management:

(I) Maintain Firebaugh as a small, prosperous, agriculturally-oriented city surrounded by farmland.

(III) Promote Smart Growth planning principles in order to discourage urban sprawl and the premature urbanization of agricultural land, and to create more livable neighborhoods.

Firebaugh General Plan: Conservation, Open Space, Parks and Recreation:

(IV) Protect prime agricultural soils from premature urbanization.

- Residential land shall not be annexed into the City until 80 percent of the residentially zoned land within the City is developed. Further, annexations of land for residential development more than 1/8 mile from existing or approved development within City limits shall not be approved, except where an exception may be granted by the Planning Commission and City Council. In granting an exception, a finding shall be made that

[26] Government Code Sec. 56301.
[27] City of Firebaugh 2030 General Plan Conservation, Open Space, Parks and Recreation, Agricultural Resources p. 4-9.

extraordinary circumstances are present, such as a lack of available land to be developed and/or the presence of property owner(s) immediately adjacent to existing urban development who are unwilling to sell/develop.

- Encourage Fresno County to maintain land outside the City limits, in large-lot agricultural use (20-acre minimum lot size)

The City implements a "Right-to-Farm Covenant," a condition of approval for each subdivision map, parcel map, or site plan that is proposed to be annexed into the City and adjacent to unincorporated farmland operations. The Right-to-Farm covenant supports the City's conservation efforts by creating an agricultural easement program that protects existing farmland operations from becoming a nuisance to individuals who move into areas in the City where normal farming operations exist.

Existing and Planned Land Uses

Land uses immediately surrounding the Firebaugh city limits are predominantly in active agricultural operations. The Firebaugh General Plan designates planned urban uses for territory within its existing Firebaugh SOI, as well as for territory identified in the General Plan's planning area.

The Firebaugh 2030 General Plan Land Use Element designates the intensity and location of various types of residential, commercial, industrial, open space, recreational, public and agricultural uses. The General Plan Environmental Impact Report ("EIR") evaluated two planning boundaries (corporate limits and SOI) that support the City's planning strategies through year 2030, as well as establish policies that support the preservation of agricultural land.

Within the General Plan's approved Plan Area, the City provides planned urban land uses for a SOI and Plan Area that encompassed 3,411 acres. The City's corporate limits encompass 2,408 acres.

At the time this MSR was prepared, there was approximately 810 acres of agricultural unincorporated land in the Firebaugh SOI available for future city annexations. According to the Firebaugh General Plan EIR, a substantial portion of land classified as "Farmland of Statewide Importance" in the Firebaugh SOI is planned to be converted to urban land uses at build-out of the planning area.

The City has adopted mitigation measure monitoring to minimize the environmental impacts of land use conversion from agricultural land to urban uses. These measures include City policies and programs that provide for the orderly development, provision of adequate services, and extension of services.

The City's General Plan EIR includes mitigation measures in place to discourage the premature conversion of agricultural land to urban uses related to projects under the City's control and jurisdiction; however, the EIR does not account for the premature disinvestment in agricultural land by private landowners.

Fresno LAFCo Policy Standards for Annexation

All annexations to the City of Firebaugh are subject to LAFCo's Policy 210 – Standards for Annexation to Cities and Urban Service Districts and Policy 210.13 - Prezoning Requirement. LAFCo policy 210 requires that each proposal be consistent with the adopted SOI of a city, that the proposal is consistent with City's

general plan, and that each proposal results in planned, well ordered, efficient development patterns and service areas, and it discourages urban sprawl.

Pursuant to LAFCo policy 210-13, prior to filing an annexation application with the LAFCo, each city must pre-zoning the territory proposed to be annexed to a city. Pre-zoning is the legal process by a City Council to place a city zoning designation on unincorporated territory or a portion of territory outside the city limits in anticipation of a future annexation.

LAFCo's standards for annexation also require that each proposal demonstrate that development can be provided with all urban services and improvement or facilities necessary through a City service plan or a site-specific service plan.

Prime Agricultural Lands in the Current SOI

There are two similar definitions for "Prime Agricultural Land" set forth in California statute. On one hand, Government Code sec. 51201 defines "Prime Agricultural Land" (PAL) for cities and counties in as any of the following:

All land that qualifies for rating as class I or class II in the Natural Resource Conservation Service land use capability classifications.

a. Land which qualifies for rating 80 through 100 in the Storie Index Rating.
b. Land which supports livestock used for the production of food and fiber and which has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agriculture.
c. Land planted with fruit- or nut-bearing trees, vines, bushes, or crops which have a nonbearing period of less than five years and which will normally return during the commercial bearing period on an annual basis from the production of unprocessed agricultural plant production not less than two hundred dollars ($200) per acre.
d. Land which has returned from the production of unprocessed agricultural plant products and annual gross value of not less than two hundred dollars ($200) per acre for three of the previous five years.

In contrast, CKH, provides a similar but not identical definition in GC sec. 56064 that defines PAL as "an area of land, whether a single parcel or contiguous parcels, that has not been developed for a use other than an agricultural use and that meets any of the following qualifications (substantive differences with GC sec. 51201 are italicized):

a) Land that qualifies, *if irrigated*, for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, *whether or not land is actually irrigated, provided that irrigation is feasible.*
b) Land that qualifies for rating 80 through 100 Storie Index Rating.
c) Land that supports livestock used for the production of food and fiber and that has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agriculture in the National Range and Pasture Handbook, Revision 1, December 2003.
d) Land planted with fruit or nut-bearing trees, vines, bushes, or crops that have a nonbearing period of less than five years and that will return during the commercial bearing period on an annual

basis from the production of unprocessed agricultural plant production not less than *four hundred dollars ($400)* per acre.

e) Land that has returned from the production of unprocessed agricultural plant products an annual gross value of not less than *four hundred dollars ($400)* per acre for three of the previous five calendar years."

Farmland Mapping and Monitoring Program

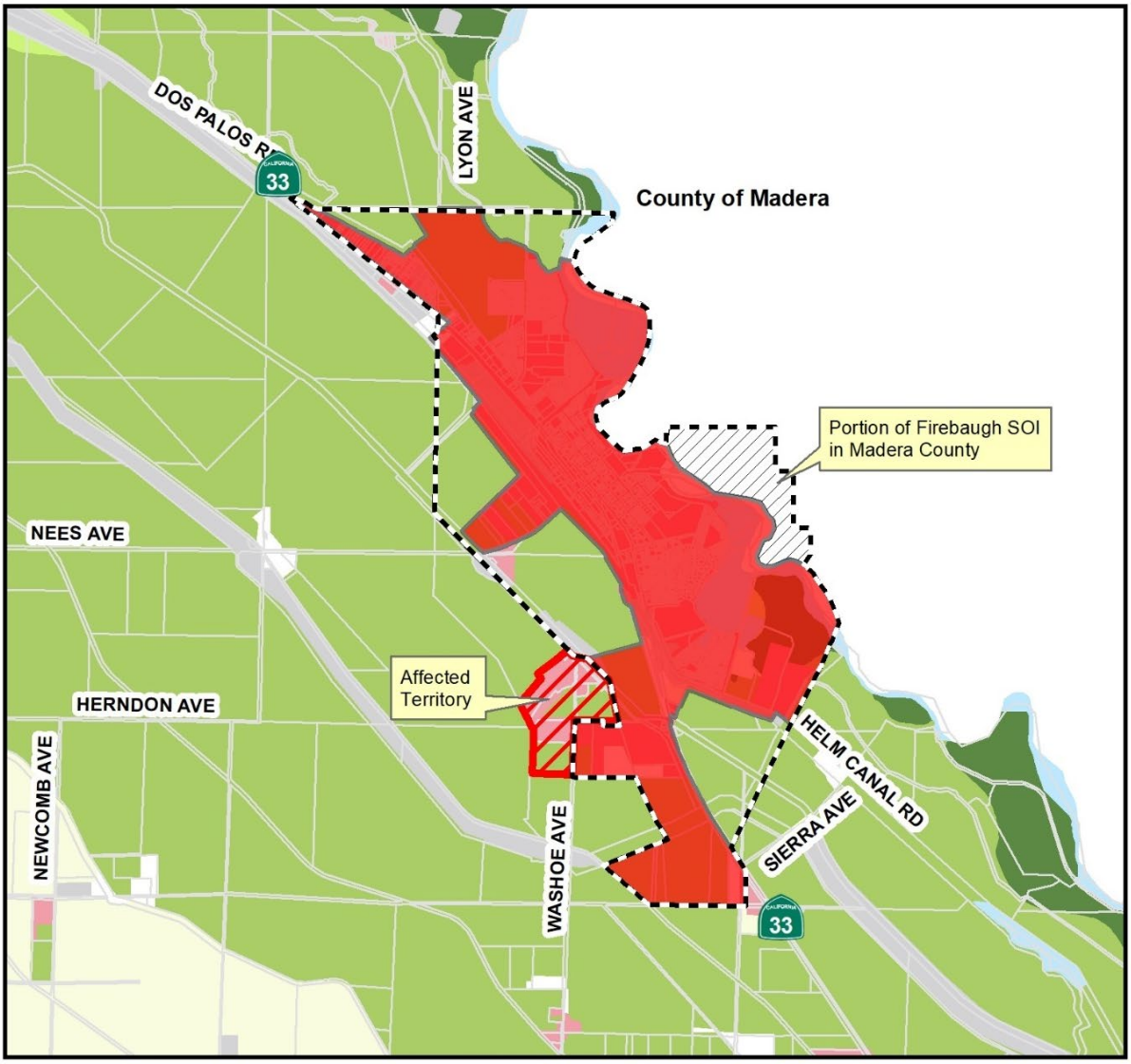
According to the Firebaugh General Plan EIR, growth of the City leading to the "build-out" of its Planning Area would convert approximately 1,416 acres of land identified as "Farmland of Statewide Importance" will convert to urban uses.[28]

According to LAFCo's estimates, of the 1,003 acres that lay between the city limit and the Firebaugh SOI there are approximately 700 acres are identified as Farmland of Statewide Importance on the Department of Conservation's ("DOC") Farmland Mapping and Monitoring Program ("FMMP"), see Figure 4-1. Less than 110 acres are identified in the Vacant or Disturbed Land or Nonagricultural or Natural Vegetation.

With respect to the proposed Firebaugh SOI update, the affected territory encompasses 141 acres. Of which 100 acres consist of land identified as Farmland of Statewide Importance and correctly used to farm orchard crops. The remaining 41 acres are identified as urban built-up land on the FMMP. The 40 acres are used as distribution facilities consisting of a packing house facility and truck parking areas. The parcels in the affected territory are identified in Fresno County's AE-20 (Exclusive Agriculture) zone district.

[28] City of Firebaugh 2030 General Plan Draft EIR, page 7-4.

Figure 4-1. 2016 Important Farmlands Map and the Firebaugh SOI



Document path: G:\LAFCO WORKING FILES\GIS Layers and Maps\00-LAFCo Maps\Cities\Firebaugh\Firebaugh_08042021_FMMP_Portrait.mxd

Williamson Act Contracts in the current and proposed SOI

The California Land Conservation Act, commonly known as the Williamson Act, was adopted in 1965 to encourage the preservation of agricultural lands in view of the increase in trend toward their "premature and unnecessary" urbanization. [29]

The Williamson Act enables counties and cities to designate agricultural preserves and offer preferential taxation to agricultural landowners based on the income-producing value of the land. In return for the preferential tax rate, the landowner is required to sign a Land Conservation Contract ("LCC") with the county or city agreeing not to develop the land for a minimum of 10 years. The LCC is renewed automatically on its anniversary date unless a notice of nonrenewal or a petition for cancellation is filed with the county or city.

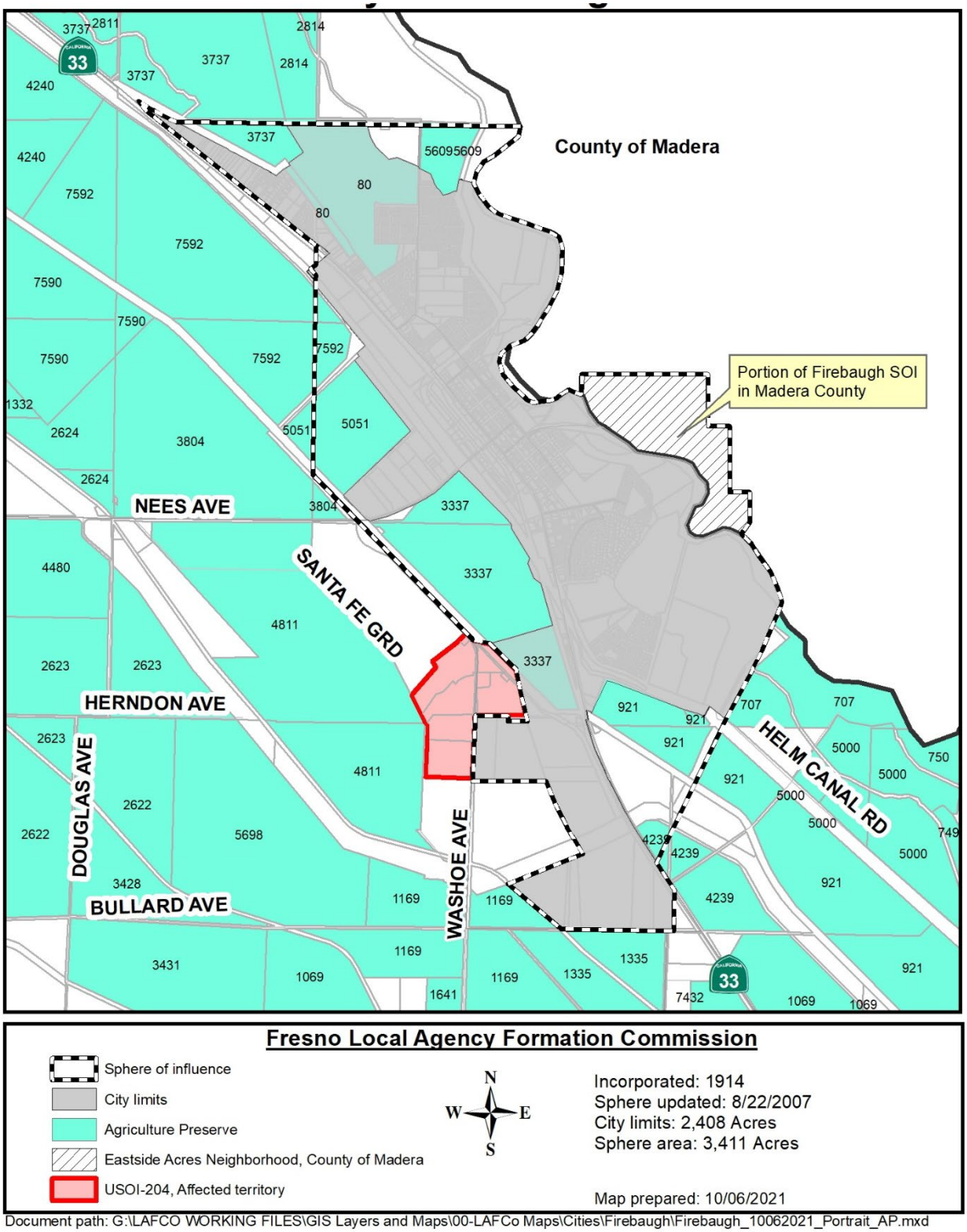
The General Plan EIR evaluated the potential environmental impacts that had the potential to result from the implementation of the General Plan within the approximately 3,411-acre Firebaugh Planning Area/SOI and noted that there are 796 acres within the Planning Area/SOI that are under the Williamson Act Contract program.[30]

As of 2021 LAFCo estimates that there are 235 acres of land under Ag Preservation contracts in the City limits, while 534 acres of land currently outside the City limits and within the LAFCo adopted Firebaugh SOI, See Figure 4-2. Of the total 534 acres under Ag Preservation contracts, the City is not aware of any landowners interested in developing their land for urban use.

None of the parcels within the proposed 141-acre Firebaugh SOI update are under a Williamson Act contract.

[29] Government Code Section 51200 *et seq*., The California Land Conservation Act of 1965.
[30] City of Firebaugh 2030 General Plan Final Impact Report, page 2.

Figure 4-2. Land Conservation Contracts (Ag Preservation) within the Firebaugh SOI



5. Disadvantaged Unincorporated Communities

The purpose of Senate Bill 244 (Wolk, 2011) is to address the complex legal, financial, and political barriers that contribute to regional inequity and infrastructure deficits within disadvantaged unincorporated communities ("DUC"). Cities, counties, special districts, and LAFCo all required by SB 244 to identify and include DUCs in their respective long-range planning.

LAFCo law requires LAFCos to make determinations regarding DUCs for any updates to a SOI of a local agency (a city or special district) that provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection. State law directs LAFCos to consider and prepare written determinations regarding the present and planned capacity of public facilities and adequacy of public services, and infrastructure needs or deficiencies for any DUCs.

Government Code sec. 56033.5 defines a DUC as an inhabited territory that constitutes all or a portion of a "disadvantaged community" as defined by California Water Code section 79505.5 ("Inhabited" means that there are 12 or more registered voters within the territory[31] and "disadvantaged" is defined by the Water Code as an area with an annual median household income ("MHI") that is less than 80 percent of the statewide annual median household income). Furthermore, on January 9, 2013, Fresno LAFCo exercised its authority and adopted a local policy refining the DUC definition to consist of at least 15 dwelling units at a density not less than one unit per acre.

LAFCo policy defines a "Legacy Community" as a geographically isolated community that meets the DUC criteria, is at least 50 years old, and is beyond the adopted SOI of any city. Pursuant to LAFCO Policy 106, when approving any new or updated SOI for a city or special district, the city or special district shall be required to identify any legacy community within one mile of its existing or proposed SOI.

CKH prohibits LAFCo from approving an annexation to a city of any territory greater than 10 acres if a DUC is contiguous to the proposed annexation, unless an application to annex the DUC has been filed with Fresno LAFCo.[32] An application to annex a contiguous DUC shall not be required if a prior application for annexation of the same DUC has been made in the preceding five years or if the commission finds, based upon written evidence, that a majority of the registered voters within the affected territory are opposed to annexation.

This section of the MSR uses the American Community Survey ("ACS") five-year estimates for year 2012 to 2016 datasets to identify the demographic composition of various locations near the City. The ACS is sponsored by the U.S. Census Bureau and is part of the Decennial Census Program. According to the U.S. Census Bureau, the ACS five-year reports are the most reliable form of information generated by the U.S. Census because they are multiyear estimates utilized to describe average characteristics of population and housing to give an average value over the full data period.

According to the 2012-2016 ACS five-year estimates, Firebaugh reported income levels are lower than that of the County. During 2012-2016, Firebaugh had a reported MHI average of $35,616, while Fresno County reported an MHI average of $53,969. During the same timeline, the Statewide MHI for California was $63,789.

[31] GC sec. 56046 – definition of "Inhabited territory."

[32] Fresno LAFCo policies also qualify contiguous as 'or within 300 feet' of the proposed annexation.

Per Water Code, any location with a MHI less than $49,191 meets the income threshold for a Disadvantaged Community. Based on MHI levels, Firebaugh is considered a Disadvantaged Community. However, for the purpose of the LAFCo process, a DUC must be *inhabited*, located *outside* of a city's incorporated limits (i.e., unincorporated), within or contiguous to a city's SOI, and have at least 15 dwelling units at a density not less than one unit per acre.

LAFCo staff did not identify any DUCs as defined by Commission policy in or within a mile of the Firebaugh SOI.

6. Municipal Airport Facility

The Airport Advisory Board is responsible to oversee the overall operations of the Airport. The City Council may appoint an Airport Manager to oversee the day-to-day operation of the facility, enforce local, state, and monitor Federal Aviation Agency ("FAA") regulation compliance, and plan capital projects. At the time this MSR was prepared, the City Manager also served as the Airport Manager.

Firebaugh Municipal Airport Overview

The Airport was established in the 1950s. In 1972, the City annexed 27 acres of undeveloped land to expand the Airport's footprint and to regulate land uses in support of the Airport. In 2019, the City Council adopted Resolution 19-30 to rename the Airport's runway to the Lorenzetti Runway at the Firebaugh Municipal Airport.[33] The Lorenzetti Family has over 150 years of farming experience in the Firebaugh area and the family has been instrumental in establishing the Airport and expanding aviation services in the community.

The Airport is a Basic Utility airport that encompasses 37 acres situated north of West Nees Avenue and east of "J" Street in Firebaugh. The Airport is open to the public and has one runway (Runway 12-30) that is 3,102-feet long and 60-feet wide. The Airport does not have an air traffic control tower or an onsite fuel station.[34]

According to the Fresno County Airport Land Use Compatibility Plan, the Airport is used primarily for agricultural purposes. [35] Approximately 95 percent of all aviation traffic at the Airport is conducted with crop dusting planes that perform aerial application operations. The Airport experiences incidental traffic from private and busines aviation purposes.

According to the Fresno Council of Government's 2014 Regional Transportation Plan and Sustainable Communities Strategy ("RTP/SCS") report, the Airport is equipped to house 13 single engine aircrafts, two fixed based operators, and on an annual basis it handles approximately 9,855 operations.[36] The Airport is

[33] City of Firebaugh, June 3, 2019 City Council hearing, item 7.
[34] Federal Aviation Administration, Aeronautical Information Services, Firebaugh Airport (F34). https://nfdc.faa.gov/nfdcApps/services/ajv5/airportDisplay.jsp?airportId=F34.
[35] Federal Aviation Administration, Aeronautical Information Services, Firebaugh Airport (F34). https://nfdc.faa.gov/nfdcApps/services/ajv5/airportDisplay.jsp?airportId=F34
[36] 2015 Fresno COG RTP/SCS, Section 5.6 Aviation: https://agendas.fresnocog.org/itemattachments/198/2014_rtp_chapter_five_pages_78-92.pdf

classified a General Aviation Airport in the National Plan of Integrated Airport System ("NPIAS") and a Community General Aviation airport in the California Aviation System Plan ("CASP").

The Fresno Yosemite International Airport terminal is located approximately 41 miles southeast of the Airport.

Firebaugh General Plan Policies

The City of Firebaugh's General Plan Circulation Element provides City goals and polices that establish the operational standard for the Airport. The following General Plan goals and policies summarize Firebaugh's Air Transportation System and establishes the City's vision for its Airport:

Circulation Element Issue Twelve – Airport

I. *Continue to maintain the airport to provide appropriate and adequate airport facilities.*

1. The Public Works and Engineering Departments shall continue to monitor conditions at the airport and identify and complete necessary maintenance and upgrades.
    a. The Public Works Director shall present an annual report to the City Council on the condition of the airport and necessary capital improvements.

II. *Ensure that the airport is a good land use "neighbor".*

1. Undertake a long-range study to consider relocating the airport away from the urban area of Firebaugh. The purpose of moving the airport is to reduce noise and aircraft hazards and also remove a constraint to the development of urban uses in the western part of Firebaugh.
    a. The City Manager should identify funding and hire a consultant to analyze moving the airport.

Firebaugh Airport Master Plan

At the time this MSR was prepare, the City did not have a Master Plan in place for the Airport. However, the City has an Airport Layout filed with the FAA and the Airport Land Use Commission of Fresno County.

Airport Advisory Board

The Firebaugh City Council formed the five-member Airport Advisory Board to regulate, create policy, and govern the operation of the Airport. Each board member takes an oath of office and is responsible to exercise their independent judgment on behalf of the interests of the City, residents, property owners, and the public.

The Airport Advisory Board works closely with City Manager and the City Engineer. The Airport Board meetings are held on an as-needed basis. Board members serve a 3-year term which may be extended until their successor is appointed. Board members serve as volunteers and without pay.

Airport Manager

The City Manager/Airport Manager is responsible for the daily operation and management of the Airport. The Airport Manager is responsible to oversee that all activities and programs held at the Airport align to

the City's adopted policies. The Airport Manager also ensures that the City's Airport meets reporting requirements, the Federal Aviation Administration standards, and identifies facility needs, repairs, and potential economic development opportunities.

Consistent with the General Plan's policies, the City Manager and Engineering Department annually report on the conditions of the airport and necessary capital improvements to the City Council. Facility maintenance is provided by the Public Works Department maintenance crews or may be contracted for specific projects.

Airport Infrastructure

Similar to the Mendota or Coalinga Airports, the Firebaugh Airport users primarily consist of crop dusters and small private passenger planes. No commercial air carrier facilities are provided at the Airport. Firebaugh travelers are dependent upon the Fresno-Yosemite International Airport for commercial flights.

The Airport has a 3,102-feet long and 60-feet wide paved runway, oriented in a northwest to southeast direction. There are no paved emergency/safety areas neither end of the runway. However, the runway is equipped with medium intensity direct burial runway edge lights and basic directional markings. The Airport terminals and hanger areas are located west and at the runway's south end. The Airport's taxiway is located near the southern end of the runway. There are 8 transient tiedown positions on an asphalt apron and 7 hangar buildings at the Airport.

Airport usage primarily occurs during daytime and usage gradually declines during the evening and nighttime hours. The Airport utilizes a right-hand approach pattern to Runway 30 and a left-hand pattern to Runway 12. Both runway approaches have visual indicators. Both runway approach points are unlit and there are no approach lights or runway end identifiers. Runway 30 is equipped with a visual slope approach indicator at a three-degree glide path. The Airport does not have a published instrumental approach procedures manual.

According to available public information, the City received a $156,496 grant in 2012 to improve the Airport's taxiway and tie-down pavement. The improvements were completed in 2014.The Airport receives its water supply and sewer service from the City. According to the City, there are plans to acquire a triangle shaped parcel located north of runway 12 that would be used as an aviation easement. The City recently completed reconstruction of the aircraft parking apron.

Aviation Demand

According to the City, there is limited activity at the Airport, except during weekend events. The City informed LAFCo that it has not tracked recent aviation traffic mainly because the airport is unmanned, and it's also a non-towered airport. The City estimates that 95 percent of current operations are local agriculture aviators and less than five percent are itinerant. The vast majority of operations are by single-engine aircrafts and incidental twin engine air crafts.

Airport Finances

The City funds the operation of its Airport through its Airport Operation Enterprise fund. The City Manager prepares and oversees the overall budget performance for the Airport and monitors all operational

revenues and operational expenses for the Airport Fund. The Airport budget is managed similarly to a business operation. The budget identifies current assets, less current liabilities, and only airport related costs and revenues are allowed in the Airport Fund.

According to the FY 2021-22 Firebaugh budget, the Airport's anticipated revenues are expected to amount to $31,360, while anticipated expenditures associated to salaries and expenses amount to $29,202.

For the previous year of FY 2020-21, Airport revenues amounted to $13,870 while expenditures amounted to $24,779. During FY 2020-21, expenditures exceeded revenues by $10,909.

Major Airport revenue line items consist of hanger rentals, property taxes, runway usage, tie down fees, and state aid for aviation. Major Airport expenditure consist of staff salaries, liability insurance, facility maintenance, and capital projects. The City regularly pursues local and state transportation and aviation related grants. During 2020, the Corona Aid Relief and Economic Security ("CARES") Act was signed into law that included $10 billion in relief funds to be awarded to U.S. Airports affected by the prevention of, preparation for, and response to the Covid-19 pandemic. In 2020, the City received a $20,000 CARES grant for its Airport. The City recently completed reconstruction of the aircraft parking apron.

The City has an adopted user fee schedule for its Airport hangar usage. Hangars can be rented at a rate of $90 per month. The Airport provides Tie-down locations at a fee of $25 per day or $50 per month with shaded areas. There is an airport user fee of $100 one time/ $700 per month.

Planned Studies and Capital Improvements

According to the City's General Plan, the Airport's location prohibits any kind of residential expansion and limits development opportunity on the west side of the City. The Firebaugh General Plan Committee recommended that the City Council direct staff to undertake a study that would analyze the potential relocation of the City's Airport facility and to identify constraints that limit City growth on its western side due to the Airport location. The City Manager informed LAFCo that a potential Airport relocation is no longer applicable or reflective of the City's plans for its airport facility.

7. Parks and Recreation Services

Parks and recreation services are provided by the Firebaugh Public Works Department ("Firebaugh PWD" or "Department"). The Department is responsible to maintain the City's recreational facilities, streetscape, parks, trails, and other landscaped open space areas, city trees, and city building grounds.

The following summarizes all parks, landscaping, and open spaces in the City:

- Four parks totaling 45 acres
- 1.2-mile walking trail along the San Joaquin River running from the intersection of Q Street and 9th Street to River Lane, 800 feet south of Vasquez Drive.
- One senior center facility

The PWD coordinates the delivery of recreational programs to residents through various partnerships with local agencies, organizations, and community volunteers. Additionally, Firebaugh PWD has various intergovernmental partnerships that support the Department's vision to build and maintain sustainable parks and recreational programs in Firebaugh.

Firebaugh PWD's intergovernmental partnerships including but are not limited to the following examples, Police Department provide law and code enforcement, Senior Center sponsors programs and activities to promote healthy living, the Planning Division oversees land uses planning, and the Engineering Division plans and secures grant funding resource that support parks facilities.

Firebaugh General Plan Policies

The Conservation, Open Space, Parks and Recreation, and Air Quality Element ("COSPA") of the Firebaugh General Plan provides goals and policies for ongoing development, maintenance, and funding, of existing and new city parks. The General Plan Land Use Diagram and the City-Wide Park & Open Space Map identifies several sites for future parks and open space in newly planned areas. The following General Plan goals pertain to parks and recreation services for the City:

Parks and Open space

I. Develop a high-quality public park and recreation system that is convenient, accessible and affordable to all segments of the City. Based on a ratio of 5 acres per 1,000 residents, the City should add approximately 21 acres of developed park land by the year 2030.

II. Ensure that parks and recreation programs are adequately funded and maintained.

Recreation

I. Develop a recreation program that involves all segments of the Firebaugh population.

II. Develop a recreation program that pays for itself through the collection of user fees.

Existing Park and Recreational Facilities

The City maintains approximately 45 acres of park space distributed among four park site facilities. Additionally, the City has a Senior Center and approximately ¾ miles of public trails that generally follow the San Joaquin River. Table 7-1 lists the City's park facilities.

Table 7-1. City of Firebaugh Park Facilities

Name	Location	Area (space)	Hours of Operation	Type of park
Firebaugh City Park	Southeast corner of "Q" Street and 15th Street	13.6 acres	Sunrise to Sunset	Neighborhood recreation space
Maldonado Park	Northwest corner of Clyde Fannon Drive and Thomas Conboy Avenue	6.6 acres	Sunrise to Sunset	Community Park
Andrew Firebaugh Historic Park	North of 13th Street and east of "P" Street	24 acres	Sunrise to Sunset	Community Park
Courthouse Park	East of "O" Street and north of 14th Street	0.6 acres	Sunrise to Sunset	Neighborhood recreation space

Firebaugh City Park is the largest park facility in the City. The City Park facility is equipped with a playground area, basketball courts, designated picnic areas with barbecues and picnic tables, restrooms, a gazebo area, and green space. The City park also includes designated baseball diamonds and a small building facility used by local community organizations. According to the City, the Chamber of Commerce, Boys Scouts, the Firebaugh Little League, Babe Ruth, and community softball teams generally use this section of the City Park. The baseball facilities have backstops, bleacher areas, and lighting. The City park hosts various private and public events throughout the year. Reservations for the barbecue picnic areas and the gazebo are made on a first-come basis. The building facility and baseball facilities are reserved for local organization and events.

Maldonado Park provides a variety of recreation opportunities in the City. Maldonado Park is equipped with an onsite parking area, a playground area along with shaded picnic tables, a skate park, a basketball court with seating areas, two designated baseball/softball fields with bleachers and lights, horseshoe courts, and the Firebaugh Senior Citizens Building. The Senior Center provides community activities, educational presentations, and programs for residents throughout the week.

Andrew Firebaugh Park is the largest park facility in the City. This park site honors the original location of Firebaugh's Ferry and drawbridge site. Most of the park area is considered open recreational space with soccer fields, baseball fields, park area, picnic areas, pedestrian pathways, horse trails, and several access points to the San Joaquin River. The Firebaugh rodeo grounds are in close proximity to the park. The rodeo grounds host annual events such as rodeos, fairs, and box car and destruction derbies. Additionally, the Firebaugh Community Center (10,000-square foot facility) is located at this park location.

Demand for Service

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

Therefore, it is important to see if the programs are generating sufficient revenue, or garnering community participation, to determine whether or not the programs are sustainable.

Swimming lessons are available at Firebaugh High School. The pool is open to the public on Mondays, Wednesdays, and Fridays. Lifeguards are present to provide supervision.

The Senior Programs Division provides many activities and enrichment programs for seniors. This includes monthly newsletter, referrals, informational presentations, food distribution, exercise, classes, socials, and health services. The Senior Nutrition Division provides meals to senior citizens. The Fresno Madera Area Agency on Aging used to provide meals but the decided to stop during the pandemic year of 2020.

The Department does not track resident versus non-resident participation. The City's does not have an estimate of neighborhood park visitors that are residents from immediate surrounding areas. The programs and facilities that might attract out-of-town residents include the annual: The Cantaloupe festival is typically in July, the Christmas Parade is in December, and April to October is the Outdoor Market on Thursday nights. The City reported that recreation program attendance has largely stayed the same over the last several years.

Service Adequacy

This section reviews indicators of service adequacy attributed to the City's park and recreation services, specifically developed parkland per 1,000 residents. The City's General Plan established a desired parkland standard to provide five acres of parkland per 1,000 residents. According to the City's 2030 General Plan, in 2006 the City had 26 acres of developed parkland available for a population of 6,680 residents. Using the City's 2006 figures, the City had a parkland to population ratio of 3.9 acres per 1,000 residents.[37]

Implementation of the Firebaugh 2030 General Plan considers three population growth percentages: low (1.8%), medium (2.3%), and a high (3.7%). The City of Firebaugh's population growth may range from 10,500 residents using a low growth rate, or 11,795 residents using a medium growth rate, or up to 16,300 residents using a high growth rate by year 2030.

Using the City's three population growth rates in its 2030 General Plan, the City would need to designate 52.5 acres of park land for 10,500 residents (low), or 58.9 acres of park land for 11,795 residents (medium), or 81.5 acres for parks for 11,795 residents to achieve its General Plan Goal for parkland.

For this section of the MSR, LAFCo used the May 1, 2021, population estimates for Firebaugh as reported by the California Department of Finance ("DOF"). Based on DOF's estimates, the City has a population of 8,126 residents. Currently, the City has four designated parks that provide approximately 45 acres of recreational and open space for residents and neighboring communities. Based on these figures, the City's current parkland to resident ratio is 5.54 acres per 1,000 residents.

The National Recreation and Park Association (NRPA) Special Report indicates that among the agencies throughout the country that operated public park facilities and responded to the NRPA survey in 2018, the median operating expenditures per acre of parks and non-park sites was $6,750 per acre. Non-park sites include public lawn areas, public open space areas, and non-park designated landscapes.[38] The typical park and recreation agency serving a jurisdiction with fewer than 20,000 people spend a median

[37] Firebaugh 2030 General Plan. Conservation, Open Space, Parks and Recreation Element, page 4-28.
[38] 2019 NRPA Agency Performance Review, Park and Recreation Agency Performance Benchmarks: https://www.nrpa.org/siteassets/nrpa-agency-performance-review.pdf

of $7,196 per acre of park and non-park sites. The median increases to $8,638 per acre for agencies serving jurisdictions with populations between 20,000 and 49,999. The typical operating expenditure per acre of park land rises with population density. In FY 2021-2022, the Department has budgeted $3,545 in operating expenditures per acre.

It should be noted that the cost of operation of parkland is greatly dependent on the type of facilities made available at a park. For example, a facility with restrooms, recreation centers and recreation programs may be more costly to maintain and operate than a park that only requires occasional landscaping.

The Department has generally adequate capacity to provide services to its residents. Limited financing is the most significant capacity constraint for the Department. Capital improvements have been deferred in recent budget years leading to aged infrastructure that is frequently more costly to maintain the older it becomes.

Department Staffing

The Firebaugh PWD is responsible for recreational, parks, and open space facilities within the City limits. The Firebaugh PWD has 11 full time equivalent (FTE) employees. According to the City's Budget, approximately seven employees are assigned a portion of their salary to assist in the City's Parks Division.[39] For FY 2019-2020, the following six positions in the Department were staffed in the Parks Division:

- Mechanic, approximately 4% of salary
- Utility Maintenance I, approximately 25% of salary
- Utility Maintenance I, at approximately 4% of salary
- Utility Maintenance II, at approximately 4% of salary
- Utility Maintenance III, at approximately 5% of salary
- Facilities Custodian, at approximately 10% of salary

LAFCo notes that the Department consists of personnel that assists other Divisions for example the Mechanic may assist the Parks Division, Police Department, Water Division, and the Sewer Division while the Facilities Custodian assists in the Senior Center, Police, Water, Sewer, City Hall, and Community Center. A substantial portion of the City's recreational programs rely on volunteers.

Agreements for Recreational Space and Programs

The City has several agreements in place for the use of recreational facilities with local schools, clubs, and other youth recreational programs. The City informed LAFCo that the following agreements are in place with local agencies and organizations for the following programs that benefit the community:

- Pop Warner Football
- Traveling Youth Soccer Team
- Boys and Girls Club
- Girl Scouts

[39] City of Firebaugh FY 2019-2020 Budget.

The greatest challenge, however, is to identify funding to construct and sustainably maintain new park space.

8. Law Enforcement Services

The Firebaugh Police Department ("Firebaugh PD," or "Department") is responsible for law enforcement and emergency response within the City. The Firebaugh PD headquarters is located at 1575 11th Street, Firebaugh. This section of the MSR examines law enforcement and public safety services provided by the City of Firebaugh.

Firebaugh General Plan Policies

The Firebaugh General Plan Safety Element sets forth a comprehensive vision, goals, and action plans that provide a clear purpose and mission for Firebaugh PD. The General Plan's Safety Element presents the following goals that pertain to law enforcement and public safety.

Safety Element, Issue Two: Police Protection

I. Firebaugh shall ensure that its residents have police protection and shall maintain an appropriate ratio of officers to population.
   1. The City shall ensure funds exist to provide police protection.

   2. The City should continue to work closely with the Sheriff's Department and the California Highway Patrol to ensure that a high level of safety for the community.

   3. The City shall actively involve citizens in crime prevention and public safety.

Firebaugh Police Department

The Firebaugh PD is responsible for public safety within the City limits. Under the command of one full-time Police Chief, the Department fulfills its responsibilities through two divisions: Administration/Support Services and Field Operations. These are discussed in detail later in this section.

Firebaugh PD is staffed by 12 full-time equivalent ("FTE") authorized sworn personnel, five non-sworn positions, two part-time non-sworn positions, and nine sworn reserve officers. Reserve police officers are required to volunteer a total of 16 hours per month and help with code enforcement and community service.[40] It is the policy of the Firebaugh PD that all new officers take the oath of office as an expression of their commitment to uphold the constitutional rights of those served by the Firebaugh PD and their dedication to their applicable duties.

Firebaugh PD's Mission Statement is:

> "Our mission is to maintain peace and order through the provisions of police services that are of the highest quality and response to the needs of the community. We will contribute to the safety and security of the community by apprehending those who commit criminal acts, by developing partnerships to prevent, reduce or eliminate neighborhood problems and by providing services that are fair, unbiased, judicious, and respectful of the dignity of all individuals."

[40] Firebaugh Police Department Annual Report 2020.

Firebaugh PD has an adopted Policy Manual that outlines the Department's policies, rules, guidelines, and procedures. All members of the Department are required to conform to the Policy Manual.

Firebaugh Police Department Structure

Due to limited employees, the Firebaugh PD functions as a generalist police agency, meaning that Department staff perform a variety of services and cross train others to assist in case work, respond to inquiries and emergency calls, prepare police reports, issue citations, and provide testimony in court hearings. Department personnel regularly receive cross training to ensure that each officer is familiar with other duties within the Department in addition to their primary duty/assignments.

The Administration and Support Services Division consists of the Dispatch Unit and Crime Analysis Units.

- **Dispatch Unit-** receives all 911 calls within the incorporated city limits. This Unit answers questions and dispatches services for the Department. The Dispatch Unit provides information, identifies resources, and determines if it is appropriate to dispatch police response. As the primary contact between the Department and 911 callers, the Unit is responsible to answer emergency and non-emergency calls 24 hours a day, seven days a week.

  The Dispatch Unit also receives all 911 and non-emergency calls placed in the City of Mendota. The City of Firebaugh's Dispatch Unit has an agreement with the City of Mendota for dispatch services for calls in the City of Mendota. However, the City of Mendota has informed Firebaugh that beginning in 2022, they will be switching from receiving dispatch services from Firebaugh to receiving them from Fresno County. This will result in a loss in revenue to Firebaugh. The Finance Director has analyzed the issue and determined that this change will not result in a hardship for Firebaugh. The Police Chief has determined that the reduction in calls from Mendota will allow dispatch to provide better service to the citizens of Firebaugh.

  The Dispatch Unit is staffed by five full-time dispatchers and two part-time dispatchers who are managed by a dispatch supervisor. The dispatch supervisor oversees the dispatchers as well as annual audits, District Attorney liaison, records management, DOJ/FBI statistics, and dispatch scheduling. With new laws and recording standards taking effect by 2022, it is anticipated that the dispatch supervisor's filing responsibilities will be heighten.[41] The Dispatch Unit has been preparing for this change and is ready to handle the increased responsibilities.

  The Dispatch Unit also routes fire and medical emergency calls for the Firebaugh Fire Department and Fresno County EMS. Dispatch personnel are required to complete a 120-hour Police Officer Standards and Training Public Safety Dispatchers' Basic Course as a condition of employment by the Firebaugh PD.

- **Crime Analysis Unit** – This Unit conducts investigations, research crime trends and patterns and for the Field Operations Division Patrol Unit, and coordinates with the Fresno County Probation Department. The Crime Analysis Unit also oversees the holding services of detainees for processing and interviewing of suspects taken into custody by Firebaugh PD. Once identified at Firebaugh PD, all adult prisoners are transported to the Fresno County Jail for booking. Juvenile prisoners are transported to the Fresno County Juvenile Justice Center for booking.

[41] Firebaugh Police Department Annual Report 2020.

The Field Operations Division consists of seven Units: Patrol, K-9 Program, Code Enforcement, Auto Theft, Tobacco Resource Officer, Reserve Officer, and the Firebaugh Police Activities League.

- **Patrol Unit –** This Unit is managed by one sergeant and is the largest Unit in the Department. Its primary responsibility is public safety by establishing a strong police presence in the community. The Patrol Unit provides law enforcement patrol 24 hours a day and is the most visible Unit in the Department. Officers in the Patrol Unit work with both citizens and businesses to decrease crime and to ensure that the municipal code and state law are followed. Patrol officers respond to calls for service, conduct proactive policing, traffic enforcement, investigations, and work in conjunction with the community to address community concerns. Firebaugh officers are expected to conduct their own follow-up investigations and close cases. [42]

- **K-9 Program** – In 2019, the Department retained one K-9 officer and created the Department's K-9 Program. The K-9 officer specializes in drug and narcotic detection. The K-9 works alongside with one Patrol Officer. [43]

- **Code Enforcement Unit –** There is one part time reserve officer assigned to conduct code enforcement 24 hours a week. The Code Enforcement Unit is responsible for responding to calls for service in the community. The officer's primary responsibility is to work with residents and businesses to voluntarily resolve municipal code violations and maintain a safe and desirable environment in the community.

- **Auto Theft Unit –** Patrol Officers also serve on the Auto Theft Unit. The Department provides weekly reports on auto theft trends in the City and neighboring communities. Patrol officers also monitor individuals that have been convicted of vehicle theft.

- **Tobacco School Resource Officer –** In 2019, the Firebaugh-Las Deltas Unified School District was awarded a grant from the State of California Tobacco Law Enforcement Program to fund a police officer position to work and assist the school district. The Resource Officer's primary responsibility is to provide education material to students on the dangers of under-age tobacco usage, vaping, and drug use. The Resource Officer also contacts community retailers and provides them with laws and ordinances that regulates tobacco sales in the City.

- **Reserve Officers Unit –** There are three reserve officers that assist the Firebaugh PD in various assignments including but not limited to conducting backgrounds checks, community presentations, code enforcement, special event security, and provide patrol shift coverage when needed. The reserve officers are required to commit a total of 16 volunteer hours per month.

  Firebaugh Police Activities League (PAL) - The Firebaugh PAL consists of a board of directors that volunteer their time to oversee fundraising, expenses, youth sports programs that are available to children and youth. Current sports programs include softball league, summer youth soccer league, youth tennis, and other activities during the holiday season.

[42] Firebaugh Police Department Annual Report 2020.
[43] Firebaugh Police Department Annual Report 2020.

The Firebaugh PD maintains automatic and mutual aid agreements for policing services with the Fresno County Sheriff's Office and the California Highway Patrol. Separate partnerships for collaboration or assistance also exist with the City of Mendota Police Department and the Firebaugh-Las Deltas Unified School District.

The Department also holds professional memberships in and/or collaborates with the following associations and organizations:

- Fresno-Madera Police Chiefs Association
- California Police Chief's Association (CPCA)
- National Police Chiefs Association

Department staffing levels

The Chief of Police reports to the City Manager and relies on policy direction from the City Council in the formation of strategies, development of community policing concepts, and increasing public awareness. As of July 1, 2021, the Firebaugh PD employs 10 full-time equivalent ("FTE") authorized sworn personnel, four non-sworn positions, two part-time non-sworn positions, and nine volunteers.

Safety personnel consists of:

- One Police Chief
- One Police Sargent
- Eight Police Officers
- Four full time, and two part time Police Dispatcher (non-sworn)
- Nine Volunteer Reserve Officers

Sworn Firebaugh PD officers receive routing training at the Fresno Regional Law Enforcement Training Center, Fresno City College Police Academy, Fresno County Training Unit, and the Firebaugh Police headquarters. The Regional Law Enforcement Training Center covers 80 acres at Central and Hayes Avenues in Fresno. This facility includes classrooms, an emergency vehicle operations course, which features pursuit and urban driving environments, a 240-foot by 300-foot skid pad, a driver awareness course, six 50-yard handgun ranges, a 200-yard rifle range, a computer-controlled targeting system, a three-story tactical training house, force options and drivers training simulators, and various other training systems. The training facility is used by various law enforcement agencies from around the Central Valley as well as agencies from around the State.

There are no established State or national standards for police staffing levels. Locally, the 2030 Firebaugh General Plans states that the City shall ensure that its residents have police protection and shall maintain an appropriate ratio of officers to population. As of May 1, 2021, the California Department of Finance estimates that the City has a population of approximately 8,126 residents and a police force of 13 sworn police officers. Based on the City's recent population to sworn officer estimates, the Firebaugh PD provides a staffing ratio of 1.6 sworn staff per 1,000 residents. Reserve officers augment this staffing ratio by volunteering their time to help the City with various functions within the Department such as animal control services, code enforcement, and administration.

Infrastructure, facilities, and equipment

The Firebaugh PD operates out of headquarters shared with the Firebaugh Fire Department located at 1575 11 Street in Firebaugh. The Police headquarters is equipped with office space, a training room, a lunchroom, and a temporary holding facility. A new PD headquarters will replace the old headquarters in late 2022. The new headquarters will be at 1325 O Street, the former State Courthouse. The City has purchased the building from the State. A benefit of converting this former courthouse into a police headquarters is that the building already contains a holding cell area.

The training room is primarily available to Firebaugh PD and Fire Department personnel. The training room is large enough for 15-20 officers per training session. The Firebaugh PD headquarters also includes interview rooms, an armory, various administrative offices, a dispatch record room, an animal control room, a conference room, and evidence and packaging room. (please verify and or list all facilities)

The Department does not operate any long-term holding facilities. The Firebaugh PD owns 10 patrol vehicles, one motorcycles, and an animal control truck used to round up stray animals in the City. The Department also includes bicycle patrol and has a parking enforcement vehicle.

The Department is seeking to acquire an Unmanned Aerial System Program that would be implemented through a specialized unit. The Unmanned Aerial System Program would assist the department in different aspects of investigation by providing aid in location crime suspects, missing persons, and building searches.[44]

The Department recently purchased three unmanned aerial vehicles to use in law enforcement. The Unmanned Aerial System Program would assist the department in different aspects of investigation by providing aid in location crime suspects, missing persons, and building searches. The Department is waiting for licensing from the Federal Aviation Administration. The Program will have four certified pilots, allowing for at least one pilot to be on call at all times of the day.

The City expects that the continued growth of the City's population and development, will require the City to plan for expanded police facilities and equipment to serve future growth.[45] Accordingly, the Police Department expects to make the following investments in support of law enforcement in the next five years:

- Additional and/or replacement patrol vehicles
- Safety equipment
- Improved security system
- Radio communication replacement
- Body worn cameras
- Weapon replacement

Service Adequacy

Police response time is generally described as the time between the notice to a department that a crime is taking place or has occurred and the time a police officer arrives on the scene. Police response times for serious crimes in progress are an important indicator to the community of service adequacy, although

[44] Firebaugh Police Department Annual Report 2020.
[45] Firebaugh 2030 General Plan, Safety Element.

there is no statewide standard as to what constitutes an acceptable or appropriate response times. Response times are dependent on the agency's staffing level and size of the jurisdiction served.[46]

Research from the 1970s and 1980s indicated that shorter response time does not have a significant effect on crime solving, because most crimes are "cold" crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time, known as differential police response to calls for service ("differential response"), is to ensure quick response to serious crimes in progress (known as "Priority 0"), when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers (Priority 1 through 8 and telephonic calls for service) that response time may be lengthy.[47] Empirical information suggests that a differential response by law enforcement based on a priority system leads to both citizen and officer satisfaction. Empirical information suggests that a differential response based on a priority system leads to both citizen and officer satisfaction.[48]

Response times are dependent on a variety of factors including the agency's staffing level and size of the jurisdiction served. In 2020, Firebaugh PD on average responded to Priority 1 incidents within 3 minutes. The Firebaugh PD has a stated standard response time of two to ten minutes. As shown in Table 8-1, the Department's response times have improved over the last three years. Response times are obtained from MARK43 Cad data.

Table 8-1. Average Citywide Response Times to Priority Calls 2018 – 2020

Priority Level	2018	2019	2020
Priority 1	**4**	**3**	**3**
Priority 2	**7**	**5**	**5**
Priority 3	**13**	**10**	**9**

Demand for Service

The City experienced a 16% increase in violent crime and a 22% increase in property crimes when comparing 2019 reported crimes to those reported in 2020. Though there has not been an increase or decrease in crime in any specific area of City primarily because crime is not centralized to a specific neighborhood or location in the City. Table 8-2 below summarizes the Police Department's Annual Patrol Report for year 2020. [49]

Table 8-2. Firebaugh Incident Reports for year 2020

Type of incident	Number of incidents
Traffic Accidents	31
Traffic Citations	872
Crime / Incident Reports	846

[46] "Calling the Police: Citizen Reporting of Serious Crime," William Spelman and Dale K. Brown, National Institute of Justice, U.S. Department of Justice, https://www.ojp.gov/pdffiles1/Digitization/82276NCJRS.pdf, 1984.
[47] U.S. Department of Justice, Office of Justice Programs, various nationwide field test reports evaluating differential police response, www.ojp.gov/, 2021, with particular reliance on the policy statement and introduction in the field test manual produced by the Greensboro Police Department, Greensboro, North Carolina, https://www.ojp.gov/pdffiles1/Digitization/89918NCJRS.pdf, ca. 1983.
[48] Ibid.
[49] Firebaugh Police Department Annual Report 2020.

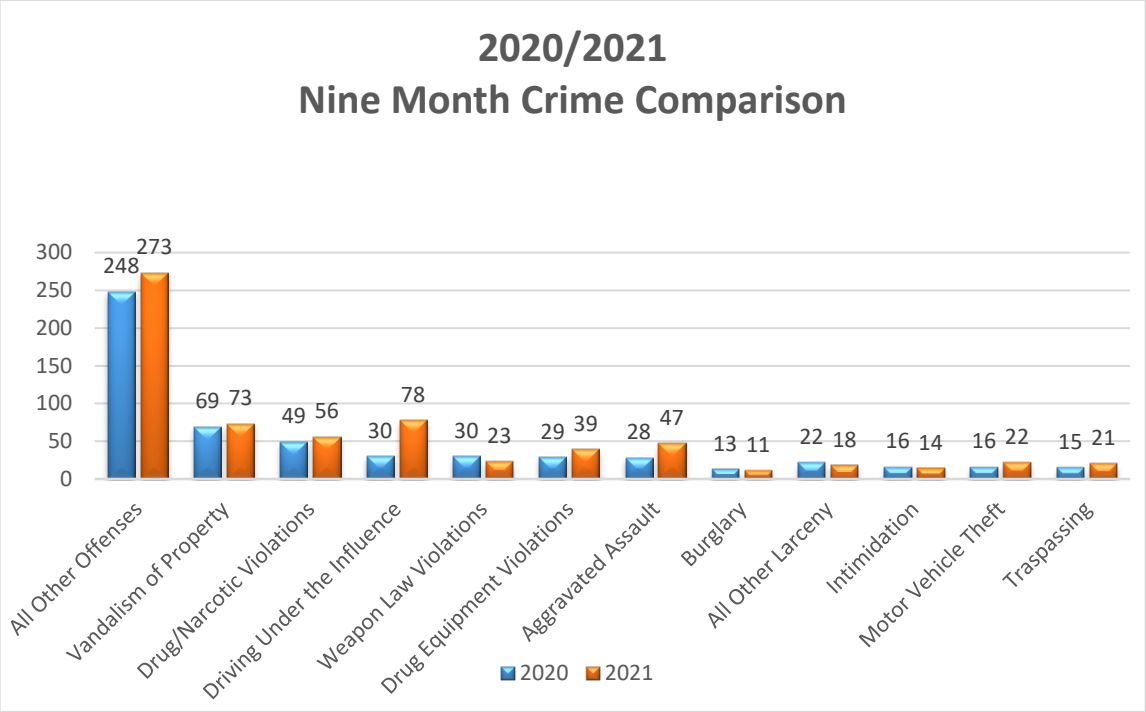
Arrests	261
Calls for Service	15,461
Code Enforcement	146

According to the Police Department's 2020 Annual Report, the Patrol Unit made 73 drug possession arrests where methamphetamines was found in over 90 percent of cases. For the same time period, the Patrol Units made 48 arrest of drivers Driving Under the Influence ("DUI").[50]

Crime during COVID Period

The months of January through October 2021 were relatively busy compared to other years. There were increases in DUI arrests, auto theft, aggravated assault and narcotic arrests. The graph compares crime statistics from 2020 and 2021 year to date. Despite some increases in some crime categories, Firebaugh still one of the safest communities in the central valley to raise a family. Figure 8-1 shows the City's crime comparison for years 2020 and 2021.

Figure 8-1. Nine Month Crime Comparison per Firebaugh PD



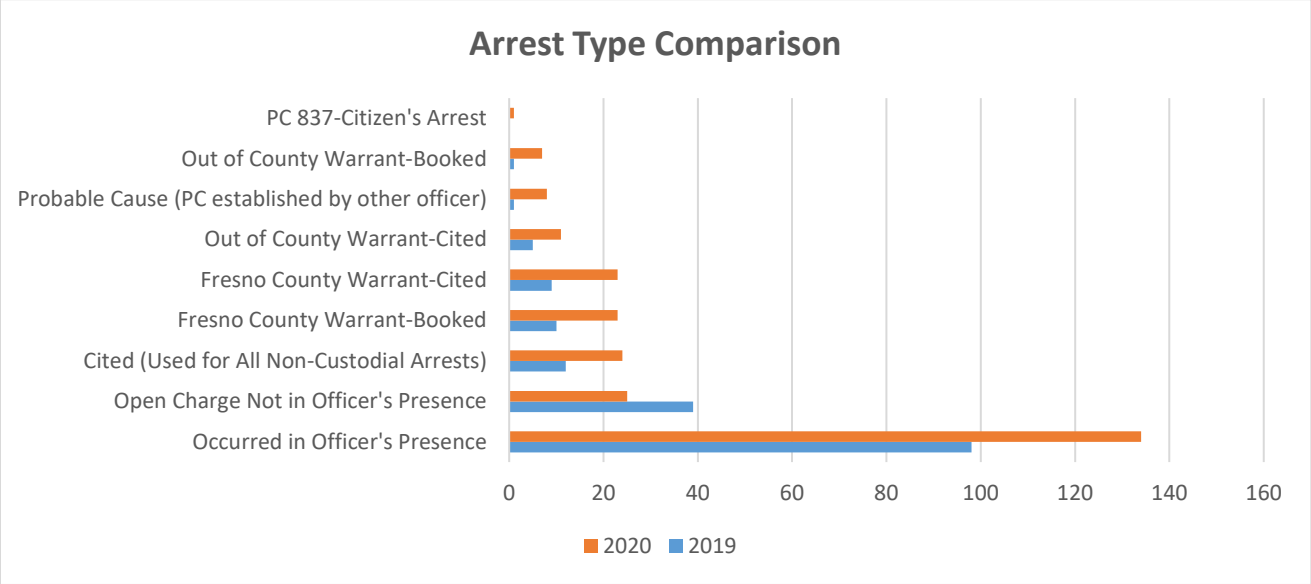
Aggravated assault increased by 40% in 2021 compared to 2020. Looking at the data, the increase is related to an increase in domestic violence cases and more than usual assaults with injury. The City believes that the increase aggravated assault is due to the pandemic, people confined to their homes and the increase in alcohol consumption as shown by the amount of Driving Under the Influence arrests in 2021. There was a 61% percent increase in DUI arrest over a nine-month period compared to last year.

[50] Firebaugh Police Department Annual Report 2020.

Auto theft had an increase of 27% compared to last year. Over the last nine months, FPD has arrested auto thieves, burglars and drug dealers who come to Firebaugh from surrounding communities. There have been incidents of repeat arrests due to early release policies.

Figure 8-2, shows a comparison for arrests made by Firebaugh PD during year 2020 and 2019.

Figure 8-2. Comparison chart for type of arrests for years 2019 and 2020



Despite the Covid-19 pandemic the Firebaugh PD continued to receive required Perishable Skills Training to stay in compliance with POST requirements. In the last nine months officers were sent to other specialized training listed below:

2021 Trainings

- Perishable Skills Training
- Field Training Officer Up-date
- Interview and Interrogation
- Firearms Instructor Course
- Civil Procedures for Patrol
- Cell Phone Search Warrants
- Hand Made Guns Training
- Field Sobriety Tests Training
- Women Leadership Training
- Teaching Cannabis Awareness
- Patrol Rifle Training
- Traffic Collisions Investigations
- Sexual Assault Investigations
- Title 15 Jail Training
- Domestic Violence Crisis Intervention
- CP21 Community Policing in the 21st Century to Reduce Conflict

In-House Training 2020

- Quarterly Range Qualification
- Annual Pursuit Policy Training
- Monthly Policy Training through Daily Training Bulletins
- Continued K-9 Training

- Narcan Use Training

Officers who attended these trainings are required to participate during instructions and lectures. These training opportunities are a huge benefit to the Department, as it updates officers in new laws, techniques and boosts productivity. According to the Police Chief, Firebaugh PD Officers receive more training than required by POST guidelines.

Police Department Finances

The Firebaugh PD is largely funded through the Firebaugh General Fund.[51] The Department regularly pursues available state and federal grants to assist with specific projects or tactical operations.

The Department also receives funding collected by the Development Impact Fee – Police ("DIF-Police"), which applies to building permit or a city land use entitlement applicable to new structural units per 1,000 square feet, see Table 8-3.[52] The DIF-Police fund was created to ensure that new development can fund adequate police and fire protection as the development occurs within the City. DIF-Police revenues are collected on all residential, commercial, industrial, and public land use developments. This fee is collected and deposited in the Police Department Fee Account to be used solely for constructing, equipping, and furnishing police stations; it should not be used for maintenance or upkeep of existing police department facilities.

Table 8-3. City of Firebaugh Development Impact Fee-Police

Unit Type	DIF-Police
Single Family Residential	$740
Multi-Family Residential	$592
Retail	$373
Office	$279
Institutional	$140
Industrial	$93

For Fiscal Year ("FY") 2020-2021, the Firebaugh PD's budget amounted to $2,072,011. Of which $1,806,525 in revenues was derived from the City's General Fund for Firebaugh PD's salaries. The General Fund Expenditures Fund identifies an additional $265,486 in revenues for Firebaugh PD's operation and maintenance costs.

For FY 2020-2021, the Firebaugh PD's budget showed $29,000 in anticipated revenues from fines and citations and $160,525 in anticipated revenues for police services.

The Department's anticipated expenditures for FY 2020-2021 are balanced by General Fund revenues. The largest line-item expenditures for the Police Department in the General Fund Police are as follows: Police Salaries, Police Dispatch Wages, Police Retirement Contribution (PERS), Unfunded Liabilities, Medical Insurance, and Overtime. For FY 2020-2021, the Police Departments total salaries and operation expenses amount to $2,072,011.

[51] City of Firebaugh 2020-21 Adopted Budget.

[52] City of Firebaugh, Development Impact Fee Chart: Development-Impact-Fees-Revised-5-15-2021.pdf (firebaugh.org).

There are four additional fund accounts that contribute revenues for the Police Department's operation. For FY 2020-2021, the following accounts provided specific revenues associated with the Firebaugh PD.

The anticipated expenditures for those three accounts are shown on Table 8-4.

Table 8-4 Additional accounts associated with Law Enforcement/ Public Safety

	Revenues	Salaries Expense	Expense	Surplus/(Deficit)
Public Safety	$14,000	---	$10,000	$4,000
Law Enforcement	$100,900	$94,191	$5,327	$1,383
Tobacco Grant Firebaugh Las-Deltas School, 3-years			$69,903	($69,903)

Department Challenges

Firebaugh PD continues to look for ways to improve services. Parole reform does not appear to be a negative issue, although property crime enforcement is becoming more difficult due to early release policies of non-violent offenders. According to the Police Department, moving into the new Police Station will be a challenge for the upcoming year, 2022.

9. Fire Protection Services

City of Firebaugh's Volunteer Fire Department ("Firebaugh VFD" or "Fire Department") was established in 1920 and currently provides a range of services that are described in this section. The Firebaugh VFD is staffed by one paid fire chief and 22 trained volunteer firefighters that are members of the Volunteer Firefighter Association of Firebaugh. This section of the service review discusses fire protection and emergency response provided by the Firebaugh VFD.

Firebaugh General Plan Policies

The Firebaugh VFD identifies the General Plan's core safety goals as its mission to carry out the day-to-day function of the department. The Firebaugh VFD's goal states: "The City of Firebaugh shall endeavor to provide the highest level of fire suppression and safety for the community."

Safety Element Goals

- Safety Element 1: Prevent the loss of life and property due to natural and man-made hazards, including earthquakes, floods and fires.

- Safety Element 2: Safeguard the economic resources of Firebaugh from losses due to natural and man-made hazards, including earthquakes, floods and fires.

- Safety Element 3: Promote citizen awareness of natural and manmade hazards which exist in the area.

- Safety Element 4: Safeguard public safety and the protection of property by reducing crime.

Safety Element, Issue Three: Fire Safety

I. The City of Firebaugh shall endeavor to provide the highest level of fire suppression and safety for the community.

Firebaugh Fire Department

The Firebaugh VFD provides service to approximately 9,400 residents in a service area consisting of the city limits and additional territory served by the mutual aid agreement with Fresno County Fire Protection District. The mutual aid agreement's service area extends beyond the Firebaugh SOI and encompasses approximately 62,299 acres, see Figure 9-1.

The Fire Department's responsibilities include the fire prevention, suppression and investigation services, airport fire and rescue, urban search and rescue, response to medical emergencies, response to hazardous materials incidents, nuisance abatement and public education. The Fire Department does not provide paramedic services or emergency transport. American Ambulance provides paramedic and transport within the City. The nearest ambulance satellite stations are in the Cities of Mendota and San Joaquin.

In 2008, the Firebaugh VFD entered into an automatic aid agreement with the Fresno County Fire Protection District to provide automatic aid and dispatch services to areas within and surrounding immediately Firebaugh. the City of the City's Figure 9-1 shows Agreement Automatic Aid Fresno Area for areas in County.

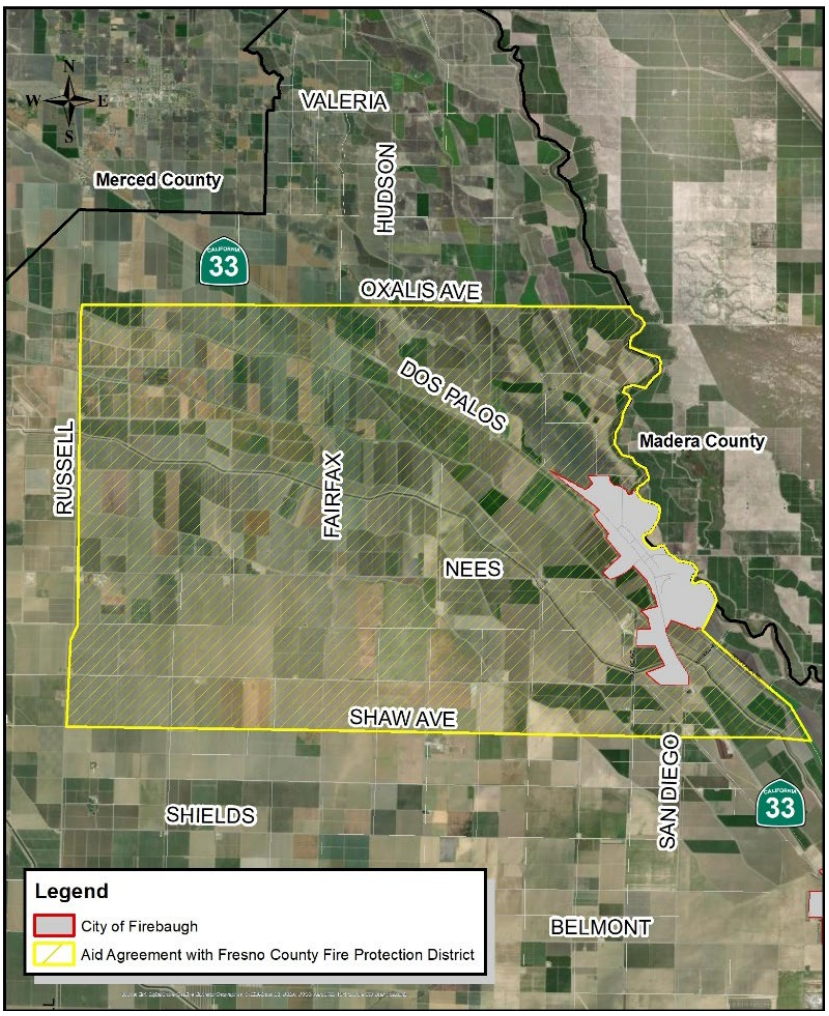


Figure 9-1, Automatic Aid Area for Fresno County (Source: City of Firebaugh)

Additionally, the Firebaugh VFD has mutual aid agreements for emergency response with the Madera County Fire Department and CAL Fire.

The intent of the mutual aid agreement is to provide and receive additional emergency resources from neighboring agencies address or combat the major emergencies. These mutual aid agreements enable the fire agencies to continually meet industry best practices established by the National Fire Protection Association.

Fire Department Structure

Fire protection services are regulated by federal and state regulations. The International Fire Code (IFC) is a model code regulating minimum fire-safety requirements for new and existing buildings, facilities, material storage, and processes. The model code includes specialized, technical, fire- and life-safety regulations, as well as established standards for fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, use and storage of hazardous materials, protection of emergency responders, industrial processes, and many other general and specialized fire-safety requirements.

At state level, the California Fire Code is based on the 2017 IFC and regulates fire protection and safety standards associated with all building and construction standards. The California Fire Code is found in Title 24 of the California Code of Regulations, Part 9.

Furthermore, the Firebaugh 2030 General Plan identifies land use categories, development standards, and other information that ensures that new development and improvements are consistent with the City's fire restrictions. Locally, fire restrictions are found in Chapter 8-7 Fire Code by reference of the Uniform Fire Code and Chapter 16 – Fire Prevention Code of the Firebaugh Municipal Code.

The Safety Element of the Firebaugh 2030 General Plan is the primary vehicle for integrating public safety, department personnel, and long-range planning.[53]

Responsibilities of the Firebaugh VFD are distributed in two categories: Fire Chief and the Bureau of Fire Prevention.

[53] City of Firebaugh, 2030 General Plan, Pg. 5-1.

Administration

The Fire Chief is appointed by the City Manager and voted upon by City Council to act on all matters related to the enforcement of all applicable state and local fire laws. The Fire Chief is responsible to maintain, perform periodic updates, and enforce the department's rules and regulations governing the operation of the Firebaugh VFD. The Fire Department is also responsible for the maintenance and training of the City's Emergency Operations Plan. This Plan establishes the emergency organization and identifies the planning, response, policies and procedures in the event of an extraordinary event or disaster within the City. The Fire Chief is responsible to routinely evaluate the programs, update, and improve services provided by the Department.

The Fire Chief is a member of the City Manager's Administrative Team, and he/she is responsible to inform the City Manager on all items related to fire safety and education. The Fire Chief issues fire permits or plan checks for new development and is on the Firebaugh Disaster Council.

Bureau of Fire Prevention

The Bureau of Fire Prevention is responsible to enforce the fire prevention code, regulate conditions hazardous to life and property from fire or explosion, and provide emergency response. The Bureau is operated under the supervision of the Fire Chief.

The Firebaugh VFD relies on 22 trained volunteer firefighters, each assigned to a specific shift to assist with emergency response within the City. Firefighting volunteers are compensated on a "paid-per-call" basis. Fire protection coverage is accomplished by a three-shift schedule (A, B, and C). Each shift is comprised of one (1) Fire Chief, one (1) Battalion Chief, (1) Life Safety/Code Officer, and any paid available on-call volunteers for each of the shifts. The department works around the clock year-round.

The Firebaugh VFD has had a general decreasing trend in the number of calls for service since 2015, with some spikes and declines in the intervening years. A breakdown of the top incident types during year 2020 is shown on figure 9-2.

Figure 9-2. Number of Incidents for 2020

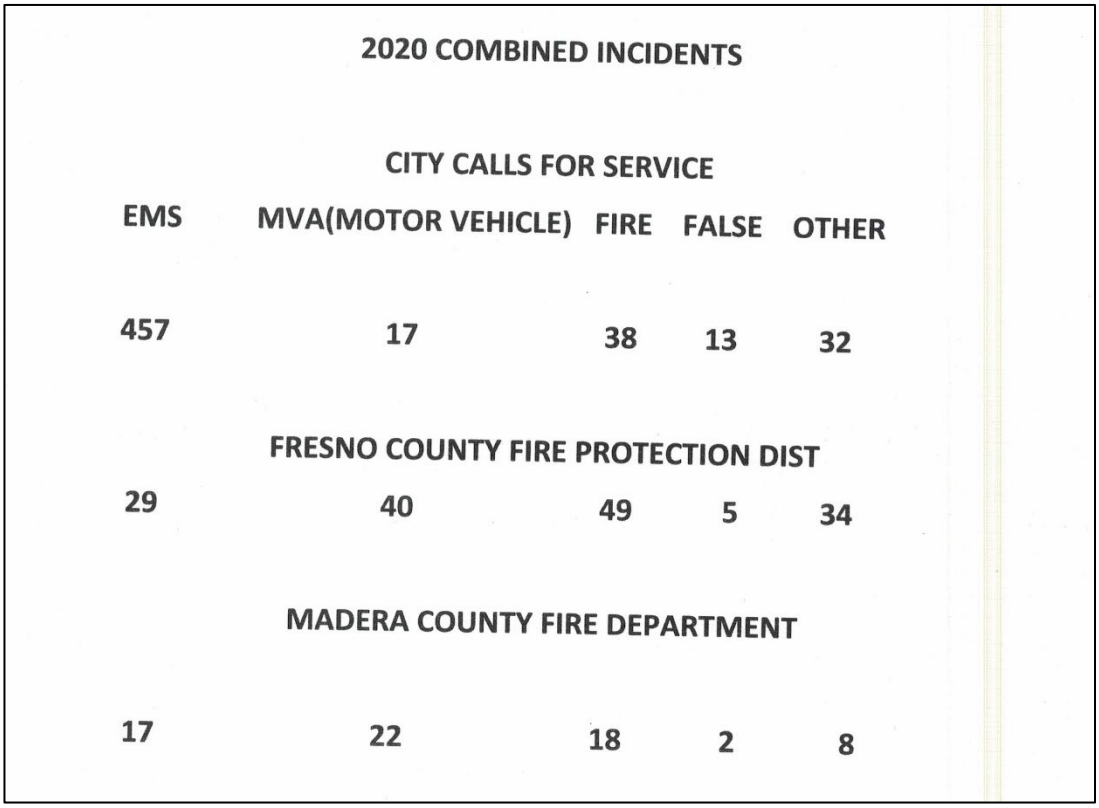
Source: Firebaugh Fire Department, Fire Chief

During 2020, the Firebaugh VFD responded to a total of 781 emergency incidents. Of which 503 calls were emergency medical services, 79 were call for motor vehicle accidents, 105 were call for fire response, 20 were false alarms, and 74 calls were for emergencies under the other category.

Of the total 781 emergency incidents, majority occurred in the City limits (557 calls). The City's Fire Department provided aid to 157 emergency calls in the unincorporated areas in Fresno County and 67 calls in the unincorporated area in Madera County.

According to the Fire Department, between the years of 2015 and 2019, the Firebaugh VFD responded to 1,708 calls per year.

According to the Fire Chief, typical response time by the Firebaugh VFD is four to five minutes once notified of the event to arrival at the scene of the incident. Although there is no stated policy on standard emergency response times, the department strives to improve the emergency response capabilities of its crews.



2020 COMBINED INCIDENTS

CITY CALLS FOR SERVICE

EMS	MVA(MOTOR VEHICLE)	FIRE	FALSE	OTHER
457	17	38	13	32

FRESNO COUNTY FIRE PROTECTION DIST

29	40	49	5	34

MADERA COUNTY FIRE DEPARTMENT

17	22	18	2	8

Volunteers maintain the station and its grounds, department vehicles, equipment, utilities, tools, and supplies. The Fire Chief is responsible to maintain the City's dispatch equipment, contracts, billing, and insurance coverage for the department's operation. The Fire Chief also reviews new development

proposals and the Department provides structure inspections to ensure that fire safety goals of the City are achieved.

Training is critical to be able to deliver the necessary emergency services to the public. Each volunteer is required to attend training courses at least three times a month, covering such items as fireground operations, technical rescue, PPE (Personal Protective Equipment), emergency vehicle operations, and incident management. The department has firefighters who have completed specialized training which qualifies them to be active in rescue operations in and around the river and waterways in general. Training events are offered by CAL FIRE and each course is organized to meet the State Fire Marshal's standards. The Fire Chief maintains a record of each volunteer's completed training course work requirements.

Daily staffing throughout the Firebaugh VFD's service area and areas covered by mutual aid agreements are as follows:

- 22 personnel in the City of Firebaugh Fire Department

Firebaugh VFD's Education Programs

Public education on fire safety is considered a major factor for the Department in reducing fires and injuries. Targeted educational groups include children, youth, adults, and senior citizens. The Fire Department delivers educational programs in a variety of ways, including visits to schools and senior residential communities, community events, media articles, and the Fire Department's annual Open House to the community. The Fire Department staff work with local agencies, schools, and organization to schedule educational training programs and fire station tours, or site visits.

Firebaugh VFD runs a Youth Recruitment Program. Many of the current adult volunteers are former members of the Youth Recruitment Program.

Firebaugh VFD's Facilities and Capacity

The Firebaugh VFD operates mainly out of its headquarters located at 1575 11th Street in Firebaugh. The station was built in 1940s and several renovations were made to expand the facilities in the 50s, 60s, and 80s. The Fire Department originally shared its facilities with the Police Department until 1980.

During the preparation of this MSR, the City received a $5 million grant from the Community Development Block Grant to build a new fire station. The new station will include new office space and lobby, dorm area, kitchen, training facility, storage space, a four-engine apparatus bay, and one main bay. The fire station will house the Department's pumper truck, a ladder truck, rescue vehicles, other service vehicles, and rescue watercraft. Construction started June 2021 and the new station is schedule to be complete by March 2022.

The Firebaugh VFD utilizes centralized dispatch, apparatus mobile data terminals, and other technologies essential for intra- and inter-departmental communications. Table 9-1 summarizes Firebaugh VFD's facilities and equipment as of June 30, 2021.

Table 9-1. Firebaugh VFD Facilities, Equipment and Staffing 2020-2021

Station Locations	Addresses	Staffing	Vehicles Present

Firebaugh Fire Station	1575 11th Street Firebaugh, CA 93622	22 – 30 volunteers	• Three fire engines • One reserve engine • One mini-pumper • One light rescue vehicle • One command vehicle

One fire engine can carry 1,000 gallons, two fire engines can each carry 500 gallons, and the reserve engine can carry 500 gallons. Three fire engines can pump 1,000 gallons per minute, while the fourth engine can pump 1,250 gallons per minute. The Department's mini-pumper that can pump 250 gallons per minute. The light rescue vehicle is equipped with full emergency response equipment and supplies. The command vehicle is equipped to receive and dispatch fire and emergency response.

The City informed LAFCo that its water tenders can average a fire flow of 150 gallons per minute on a working fire. During an emergency, the City's water tenders are equipped to draw water supplies from local ponds, recharge basins, and waterways, if needed.

The Firebaugh VFD's main water source is provided by the City's hydrant systems. According to the City, its wells have adequate capacity to meet normal demand as well as emergency situations.

In addition, Firebaugh's fire-fighting equipment can carry a combined total of 3,000 gallons of water capacity. The City's mutual aid with the Fresno County Fire Protection District authorizes the District to dispatch a water tender that carries a capacity of 2,000 gallons of water to assist the City of Firebaugh, if needed.

The City informed LAFCo that, in general, its equipment and supplies are in reliable condition, however, the Firebaugh VFD is currently in search of additional engines to expand its operation. The City purchased 1 vehicle in 2018 and they now have 4.

For fiscal year 2019-20, the Fire Chief identified the following items needed for the department:

- A ladder truck for over 2 story buildings.

Service Adequacy

The City's Insurance Service Office ("ISO") rating has not changed in over 20 years. The City of Firebaugh has an ISO class rating of "Class 5" for the urban areas while for the rural areas around the City of Firebaugh are rated "Class 9."

The ISO is an agency that evaluates fire protection features for all fire departments to establishing rates for underwriters, such as property insurance providers. ISO uses a rating system that is based on a scale of 1 through 10, with 1 being the best fire protection rating and 10 being the worst. The ISO rating "Class 3" is based on ISO Public Protection Classification ("PPC") Program's assessment and scoring in four primary areas: 1) Emergency Communications, 2) Water Supply, 3) Community Risk Reduction, 4) Fire Department.

The classification places Firebaugh in the top 10 percent of communities nationwide with a PPC of Class 3 or better. With a communities' Class 3 rating, many insurance providers give a discount on annual insurance premiums for residences and businesses.

The City's Fire Department operates a fire prevention program consisting of property inspections to identify potential fire hazards. The City's Fire Department notifies property owners of fire hazards determined as a result of inspections. Additionally, the Fire Department reviews and provides fire safety comments on all land development applications to the City; and, also routinely conducts inspections on all local business establishment to verify code compliance.[54] They also provide standard safety by patrolling the river bottom areas.

Additional services and programs provided by the Department include:

- General safety training for local businesses and other City departments
- Fire extinguisher training for local businesses and other City departments
- Replacement of smoke/CO alarms for senior citizens
- Free smoke/CO alarms for qualifying households
- Internships for local high school students (most current adult volunteers began in the high school internship program)

Funding Resources

The Fire Department's primary source of revenue is the City's general fund, development impact fees, fines and forfeitures, services and fees, use of cash and property, intergovernmental, and grants. A use of the discretionary revenue summary report is also provided in the City's adopted budget document for fiscal year 2020-2021. The sources are general fund and contract with 2 inner-agencies.

A fire facilities development impact fee is paid by new residential, commercial, and industrial development projects to support police, fire, and parks and recreation services may be used by the City to purchase land and fund the construction of new public facilities.

The Fire Department's budgets have a three-year average of approximately $215,955. According to the City's 2020-2021 budget, the Fire Department's three-year average shows that adequate revenues are allocated to account for the Department's expenditures. For fiscal year 2020-2021, the Fire Department's budget amounted to $131,341.[55]

For fiscal year 2020-2021, the Fire Department's revenue totaled approximately $22,000, of which $19,800 was secured from cost-recovery through the Fire Department's various mutual aid agreements.

For fiscal year 2020-2021, the Fire Department's expenditures were estimated to be $131,341. Expenditures for personnel salaries and benefits amount to $5,631. While the major portion of the Fire Department's expenditures were allocated toward the following main items:

- Vehicle equipment, $36,317
- Other fire services, $20,000
- Fire protection clothing, $20,00
- Fire Volunteer Fund, $10,500
- Fire R&M Vehicle, $10,000
- Fire gas, oil, and lube, $6,000

[54] Firebaugh 2030 General Plan, Safety Element: Goals, Objectives, and Plans.

[55] City of Firebaugh Financial Budget Fiscal Year, 2020-2021.

Infrastructure Needs

The City informed LAFCo that the Fire Department is operating out of a station that is over 70 years old. Over the past years, the Fire Department has acquired new equipment and engines with no places to store or park. According to the Fire Chief, the Fire Department has outgrown its current station.

In 2021, the Firebaugh VFD broke ground on a new 6,000 square feet fire station that will be located at 1315 "O" Street in Firebaugh. The new station will be equipped with administration offices, a lobby and conference room, four apparatus bays, an apparatus room, storage space for equipment and supplies, a training facility, restrooms and showers, bunk area, and a kitchen. The new fire station is expected to support the increase demand for fire service in the City and is expected to be complete by Spring 2022.

Department Challenges

The Fire Department's area of responsibility continues to increase both in land valuation and public infrastructure as growth occurs, which translates into adjusting to community service demand by maintaining appropriate fire personnel levels, equipment, apparatus, facilities and to provide ongoing training, public education, and municipal code enforcement.

The Fire Department is fortunate to have members of the community volunteer and commit themselves to learn, train, and provide emergency services at a professional level. The City informed LAFCo that without its successful volunteer program, it would have to hire additional full-time firefighting staff and this increased cost of fire service to its residents.

10. Solid Waste Services

Firebaugh's solid waste collection operates under contract and the direction of the Public Works Department ("PWD" or "Department"). The City contract its solid waste collections service with Mid Valley Disposal. Mid Valley Disposal provides residential solid, recycle, and green waste collection, and large commercial customer accounts with private vendors.

Firebaugh General Plan Policies

The City's General Plan Land Use Element establishes goals, objectives, and action plans for its public facilities and services including solid waste services. The following Land Use Element Goals apply to solid waste services:

- LU Code Enforcement/Property Maintenance
    - The City shall ensure that street sweeping, trash pickup, and the maintenance of public grounds and buildings are completed on a weekly basis.

- LU Code Enforcement/Property Maintenance
    - The City should establish community "clean up" days where residents are encouraged to spruce up their property and dispose of unwanted trash.

- LU Code Enforcement/Property Maintenance
    - Coordinate with the City's authorized solid waste collector to supply refuse bins for clean-up.

Residential and Commercial Solid Waste

The Department coordinates with Mid Valley Disposal for various annual community clean-up events such as the e-waste, old mattress, and tire collection clean-up days. Mid Valley Disposal and the Department annually prepare solid waste production reports for the City. Table 10-1, shows waste collection records for year 2020.[56]

Table 10-1. 2020 Mid-Valley Solid Waste Production Report, City of Firebaugh

Type of Use	Waste Category	Amount in Tons
Commercial	Recycle	237.70
	Refuse	2,173.60
Residential	Organic	1,106.70
	Recycle	492.40
	Refuse	1,935.80
Roll Off	C & D	153.40
	Organic	875.00
	Recycle	407.90
	Refuse	2,520.60
Total		9,903.10

[56] Mid Valley Disposal records, 2020.

Waste collected within the City is disposed of at the American Avenue Landfill site located at 18950 W. American Avenue. The American Avenue Landfill facility is located 39 miles southeast of Firebaugh, near the south Butte Avenue and west American Avenue intersection.

The American Avenue Landfill is operated by the County of Fresno and is the County's regional landfill. This facility is able to accept all types of solid waste and recycling materials. In addition, the County of Fresno's Regional Household Hazardous Waste Facility is located here to drop off various chemicals and substances for safe disposal.[57] The American Avenue Disposal site has a daily accepting capacity of 2,200 tons per day, and on average, this facility accepts 1,149 tons per day. The American Avenue Disposal site encompasses 440 acres with a maximum capacity of 32,800,000 cubic-yards.[58] As of 2018, the American Avenue Disposal site has a remaining capacity of 29,358,000 cubic-yards and it is anticipated to close by 2045.[59]

Residential organics are delivered to the Mid Valley Recycling Compost Facility, a 10-acre, 68,000 square foot composting facility located in the City of Kerman. Mid Valley Recycling is a privately held company that specializes in recycling and waste management. The Mid Valley Recycling and Compost Facility utilizes in-vessel covered aerated static pile technology and is designed to handle 250 tons of food and green waste per day and will generate 4,000 tons of compost per month. Materials processed at the Mid Valley Recycling Compost Facility are used for land application and other application driven by Mid Valley Disposal's customer needs.

Commercial, multi-family, and roll-off materials are also picked up by Mid Valley Disposal. Waste collected from commercial and multi-family accounts are transferred to the Mid Valley Recycling and Transfer Stations, which consists either the Kerman MRF & Transfer Station located at 15300 West Jensen Avenue, and Kerman.

To address the threat to public health and safety caused by illegal dumping, Firebaugh has implemented a cleanup event twice a year where residents may dispose of bulky items that cannot be picked up by the regular garbage service. Residents are required to bring these to a specified location in the City and Mid Valley Disposal transfers the garbage to the landfill. The cleanup event disposes of trash and debris, green waste, electronic waste, and old appliances and furniture. The City does not provide solid waste services outside of its corporate boundaries. The Police Department also assists with the City's code enforcement to mitigate illegal dumping within the City.

Solid Waste Financing

Solid waste operations are fully funded through user fees and service charges for specific services if requested. The City's solid waste fund is self-supported from user fees and is operated as a City business or "enterprise." All revenue from service charges related to the collection and disposal of solid waste, recycling, green waste, and street-sweeping fees is deposited into the Garbage and Recycling Fund. User

[57] County of Fresno, Department of Public Works and Planning, Resources and Parks Division, web: https://www.co.fresno.ca.us/departments/public-works-planning/divisions-of-public-works-and-planning/resources-and-parks-division/landfill-operations
[58] CalRecycle Website: https://www2.calrecycle.ca.gov/SWFacilities/Directory/10-AA-0009/Detail/
[59] United States Environmental Protection Agency, Landfill Methane Outreach Program, Landfill/Project Database, Web: https://www.epa.gov/sites/production/files/2017-02/landfilllmopdata.xlsx

fees and refuse charges are collected from both residential and commercial users based on different rates depending on type of service and frequency of service.

The Public Works Department regularly pursues available state and federal grants for to assist with specific projects or operations within the Department's responsibilities.

For Fiscal Year ("FY") 2021-2022, solid waste user fee revenues are expected to amount $407,000. Total expenses are budgeted to be $438,219.

Staffing Levels

The Public Works Director oversees the daily management of the contract's terms and conditions and ensures that services are upheld by the contracted company. The City's Finance Department administers all utility billing and fee collection on behalf of the City.

The City's Administration Department and City Manager are responsible for the overall contract, recommending renewal or termination to City Council, creating solid waste service programs, providing educational resources, scheduling community clean up events. Mid Valley Disposal and the City work together to promote best practices and implement measures to improve solid waste management in the City.

11. Circulation and Street Maintenance Services

The Firebaugh Public Works Department ("PWD" or "Department") is responsible for repairing and maintaining the City's public facilities, including roads, sidewalks, and public landscapes areas in the City. The PWD also is responsible for ongoing traffic paint and signage maintenance, concrete maintenance, street lighting, median islands and buffers, street trees, and street sweeping. The Department performs street maintenance services on 21 linear miles of paved city streets.

Firebaugh General Plan Policies

The Firebaugh General Plan's Circulation Element establishes goals, policies, and action plans that comprise the operational standards for the City's circulation. The Firebaugh PWD, City Engineer, and Planning Divisions implement the goals, policies, and actions plans included in the Circulation Element.

The Circulation Element addresses 13 issues associated with the City's circulation network. The following General Plan goals establish direction regarding the City's Circulation and Street Maintenance Services:

Circulation Element, Issue One: Traffic

I. Ensure that streets in Firebaugh are not congested.
II. Ensure that traffic on Firebaugh's streets operates in an efficient and safe manner.
III. Provide for long-term financing for street construction and maintenance

Circulation Element, Issue Two: Arterials

I. Provide an arterial road system that conveys traffic in an efficient and safe manner.

II. Arterials should be visually pleasing, and designed to accommodate other modes of transportation, such as bicycles and pedestrians.

Circulation Element, Issue Three: Collector Streets

I. Provide efficient and safe circulation access to all parts of Firebaugh.

Circulation Element, Issue Four: Local Streets and Lanes

I. Revise local street standards to ensure residential streets are safe and effective.
II. Require subdivision designs that utilize highly connected street patterns, limiting cul-de-sacs to situations only where necessary.

Circulation Element, Issue Five: Intersections

I. Ensure that busy intersections are properly designed, thereby ensuring safe and effective traffic maneuvers.
II. Seek innovative methods of controlling traffic at busy intersections within the Firebaugh planning area

Circulation Element, Issue Six: Intersections

I. Establish truck routes through Firebaugh that are safe and not disruptive to residential neighborhoods, schools, and businesses
II. Facilitate the movement of truck traffic through and around Firebaugh

Circulation Element, Issue Seven: Parking (not applicable)

Circulation Element, Issue Eight: Bike paths and Pedestrian Pathways

I. Encourage residents to walk and ride bikes for good health as well as for environmental reasons.

Circulation Element, Issue Nine: School Routes

I. Ensure that children have safe walking and bicycling routes to school

Circulation Element, Issue Ten: Transit (not applicable)

Circulation Element, Issue Eleven: Traffic Calming, Landscaped Medians, and Street Trees

I. Ensure that shade trees are provided along streets in Firebaugh

Circulation Element, Issue Twelve: Airport (not applicable)

Circulation Element, Issue Thirteen: Railroad (not applicable)

Street Classification

The City's street system follows a grid pattern that is oriented to State Route 33/ N Street. State Route 33/N Street ("SR 33") is a major roadway that connects the City with the greater areas in Fresno, Madera, and Merced Counties. Roadway classifications in the City include arterial streets, collector streets, local streets, and alleys. The street classifications are assigned according to the volume and level of service that they are designed to provide.

Arterial roads carry the greatest amount of traffic in and out of the City. Arterials provide for the distribution and collection of through traffic to and from collector and local streets serving residential, commercial, and industrial land uses, and access major travel generators. There are three arterial streets in and surrounding the City: State Route 33, West Nees Avenue, Bullard Avenue, and 13th Street which transition into Madera County as Avenue 7½.

Collector streets provide connectivity between local streets and the arterial street system. Collector streets connect neighborhoods with the purpose of conveying traffic into arterial roads or local streets. There are 11 collector streets in the City: Behymer Avenue, Clyde Fannon Road, P Street, 8th Street, O Street, Q Street, Saipan Avenue, Morris Kyle Drive, Landucci Drive, and Helm Canal Road.

Local streets are exclusively intended to provide access in and out of residential neighborhoods. Local streets are designed as two through lanes with parking on both sides. Local streets connect residential areas to surrounding public facilities and commercial developments.

Street Maintenance

The City Manager is responsible for the management of the City's rights-of-way and he/she is assisted by the City Engineer and City Planner to plan for maintenance services, improvements, and expansion of the City's street network. The PWD maintains the City's streets and pedestrian pathways which consists of routine maintenance, traffic paint and signage, concrete maintenance, traffic signals and street lighting, median islands and buffer maintenance, and street tree maintenance.

The Department maintains approximately 21 miles of streets: two miles are classified as arterial roads, and four miles are collector roads, 15 miles are residential/local roads, and 2.44 miles as alleys.[60] According to the 2018 Fresno County Regional Active Transportation Plan prepared by the Fresno Council of Governments, the City of Firebaugh has 33 miles of pedestrian pathways and approximately 1.7 miles of Class 1 bike path along the western edge of the San Joaquin River.[61]

The City owns and maintains 400 streetlights, and two bridges. Majority of the signs in the City consists of street name signs, 4-way stop signs, and road paint signage.

Traffic paint and signage services include painting of curbs, crosswalks, combo lanes, right turn pockets, most traffic related signage, and other essential traffic controlling. The Department makes sure all roadway paint (crosswalks, turn lanes, painted curbs, and other painted signage) and all traffic signs (stop signs, no parking signs, street name signs, and other signs) are adequately visible to the public. Additionally, the Department repairs any traffic signs that have been damaged, destroyed, or vandalized.

The City's storm water drainage system consists of approximately 242-storm drain inlets, 9.64 miles of storm drainpipes ranging from 6 to 36 inches in diameter that collect storm runoff water and discharges into six City ponding basins. City basins are located at the corners of:

- Storm Basin 1 (Del Rio) located SE of Cordel Avenue in the Del Rio Subdivision
- Storm Basin 2 (Diaz) located North of Diaz Street on the East side of Clyde Fannon Road
- Storm Basin 3 (Sablan) located on SW corner of Clyde Fannon Drive and Barboa Lane

[60] Pavement Management System Implementation Final Report, City of Firebaugh. June 2019.
[61] Fresno County Regional Active Transportation Plan, Chapter 7: Firebaugh.

- Storm Basin 4 (San Joaquin Villas) located South of the San Joaquin Villas Subdivision
- Storm Basin 5 (Airport) located East of the Airport
- Storm Basin 7 (Valle Del Sol) located on the South side of Birch Drive South of the Valle Del Sol Subdivision

The City owns equipment and machinery that can be used to make basic street improvements to streets, curb and gutter, and sidewalks, as necessary. The Department also removes debris from curbs and gutters prior to any major rainstorms during the rainy season.

Concrete maintenance services include repair of damaged sidewalks and curbs or gutter replacement of the concrete infrastructure within the City limits. Most new streets and sidewalks are constructed by private developers as a condition of approval for new development. Upon completion, the developer dedicates the public rights-of way to the City.

The Department provides limited electrical repairs and maintenance of traffic signals and streetlights within the City. If traffic signals or streetlights are out, residents may call the Police Department's non-emergency number or contact Pacific Gas and Electric ("PG&E") to notify them of the light outages. City crews and PG&E respond to signal malfunctions 24 hours a day. The City relies on residents to notify the City of any abnormalities than need to be addressed.

The Department performs weed abatement in public rights-of-way when needed. Median islands and buffers are regularly kept free of weeds and trash. A combination of manual labor and pre-emergent and post-emergent herbicides are used to assist with keeping the weeds tame throughout the year. Medians are irrigated by City owned sprinklers and drip-irrigation systems. The Department also trims low limbs that could interfere with streetlights, and pedestrian and traffic safety.

Street tree services include routine pruning, fallen limb pick up, and tree removal for street trees that are dead, dying, or posing a danger. Trees that are posing an immediate hazard, such as dead trees or trees that are splitting down the trunk, are removed by City crews. Street tree removal services are available 24 hours a day for tree emergencies. The Firebaugh Municipal Code prohibit any person from planting willow, cottonwood, or poplar trees anywhere in the City, unless a permit is issued by Director of PWD.

Street sweeping within residential streets occurs once per month. Residents are asked to move motor homes, cars, and debris off the street on their scheduled days, between 6:00 a.m. and 2:30 p.m. This allows sweepers to freely remove more trash from gutters and streets. The street sweeping services also include leaf sweeping during the months of November to January to help clear the gutters to ensure better drainage during the rainy season. The City's adopted residential street sweeping schedule divides the City into three sweeping zones: central, south, and north.

- Mondays: The City provides street sweeping to the central portion of the City. The area is bounded by 8th Street, SR 33, 15th Street, and Q Street.
- Wednesday: The City provides street sweeping to the south portion of the City. The area is bounded by 15th Street, west city limits, south City limits, and east city limits.
- Fridays: The City provides street sweeping to the north portion of the City. The area is bounded by 8th Street, west City limits, Del Rio Avenue, and east City limits.

The City Engineering and City Planner regularly conduct street maintenance surveys and traffic counts, frequently evaluate the condition of the City's streets, and develop a guide for future maintenance and

repair projects. With this evaluation methodology, the City is able to determine whether existing roadways are in need of repair and maintenance and secure the appropriate funding resources through the City's Community Improvement Program (CIP), which matches potential projects with regional (Measure C, RSTBG, etc.), state (SB1, etc.) or federal funding (CMAQ, etc.) programs and sources.

Additionally, in compliance with the Americans With Disabilities Act (ADA), the Department works with City Engineering to identify and improve ADA access within the public rights-of-way to ensure more mobility for the disabled.

Service Adequacy

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

The Firebaugh General Plan's Circulation Element follows the criteria established by the California Department of Transportation ("Caltrans") for LOS standards used to assess the performance of street and highway systems and capacity of roadways.

According to the Caltrans policy, SR 33 must maintain a minimum LOS of "C." A LOS of C means that the roadway is in the range of stable flow but marks the beginning of the range of flow in which the operation on individual vehicles becomes significantly affected by interactions with other vehicles in the traffic stream.[62] Caltrans maintains the section of SR 33 that bisect through the City of Firebaugh.

The County of Fresno's General Plan has an adopted minimum LOS of "C" along its roads outside of the City limits. The City's General Plan EIR includes a street segment analysis that establishes the City's LOS baseline for major street segments. Table 11-1 shows the City's Street Segment Operations.

[62] Segment Levels of Service Definition. California Highway Capacity Manual.

Table 11-1 shows the City's Street Segment Operations[63]

Street Segments	Segment Description	Existing	
		Volume	LOS
Douglas Avenue to Clyde Fannon Road	2 lanes / undivided	468	C
Clyde Fannon Road to 8th Street	3 lanes / undivided	698	C
8th Street to Nees Avenue/12th Street	4 lanes / undivided	947	C
Nees Avenue/12 Street to 14th Street	4 lanes / undivided	922	C
14th Street to Saipan Avenue	4 lanes / undivided	826	C
Saipan Avenue to Morris Kyle Drive	3 lanes / undivided	870	C
Morris Kyle Drive to Sierra Avenue	2 lanes / undivided	639	C
Clyde Fannon Road (SR 33 to Behymer Avenue)	2 lanes / undivided	310	C
Nees Avenue (SR 33 to Washoe Avenue)	3 lanes / undivided	411	C
Washoe Avenue to Douglas Avenue	2 lanes / undivided	480	C
13th Street / Avenue 71/2 (SR 33 to Road 6)	2 lanes / undivided	481	C
Morris Kyle Drive to Landucci Drive	2 lanes / undivided	521	C

According to the City' General Plan EIR, implementation of the City's Land Use Element would increase traffic volumes that may affect the LOS by year 2030. Nine (9) of the twelve (12) roadways studied in the City's Planning Area are expected to exceed the minimum LOS "C". The City adopted the following mitigation measures to address anticipated impacts to LOS because of the implementation of the General Plan:

- *SR 33 between Clyde Fannon Road and 8th Street*
    - Widen from the existing 3 lanes to 4 lanes

- SR 33 between 8th Street and Sierra Avenue
    - Widen from the existing 4 lanes to 6 lanes

- Clyde Fannon Road between SR 33 and Behymer Avenue
    - Widen from the existing 2 lanes to 4 lanes

- Nees Avenue between Washoe Avenue and Douglas Avenue
    - Widen the existing westbound leg from 1 lane to 2 lanes

- 13th Street/Avenue 7 ½ between SR 33 and Road 6
    - Widen from the existing 2 lanes to 6 lanes

The City utilizes the Street Saver pavement management software and collects pavement distresses in compliance with the American Society for Testing and Materials standards ("ASTM").[64] In 2019, the Fresno Council of Governments ("FCOG") contracted *Nichols Consulting Engineers* to implement a Pavement Management Systems ("PMS") for the City of Firebaugh.

The PMS evaluates condition of street pavement and establishes a cost-effective maintenance strategy. Each segment of pavement is rated for distress (i.e., cracks and potholes) and the extent and severity of

[63] City of Firebaugh, 2030 General Plan Chapter 1: Human Environment.
[64] ASTM D6433-16, "Standards Practice for Roads and Parking Lots Pavement Condition Index Inspections.

distress. In 2018, the PMS report surveyed City maintained streets and alley ways in the City's corporate limits. The PMS report then provided a pavement condition index ("PCI") and made various recommendations for the City to consider maintaining and/or improve its PCI rating. The PCI is a measurement of pavement grade or condition and ranges from 0 to 100. A newly constructed street will have a PCI of 100, while a failed street will have a PCI of 25 or less. The pavement condition is primarily affected by climate, traffic loads and volumes, subgrade failure, construction materials and age.

In 2019, the City's street network average PCI was rated at 48 which is slightly lower than the Statewide average of 65. In 2019, the City reported an estimated $11.2 million in deferred maintenance for its roadways.[65] Deferred maintenance consists of pavement maintenance, preservation, and rehabilitation activities that are needed, but cannot be performed due to lack of funding. It is also referred to as the unfunded backlog.

The PMS report recommends the City to identify a ten-year maintenance need for the City's street network and identify the steps in creating a cost-effective maintenance and repair strategies. The PMS report presents four scenarios for the City to improve its PCI rating.

The four scenarios are listed as follows:[66]

- **Scenario 1:** City's Existing Budget ($162,500 per year) – The City's anticipated funding for paving is approximately $162,500 per year from Measure C, Senate Bill-1 (Road Maintenance and Rehabilitation Account), and the gas tax. At this funding level, the network PCI is expected to decrease from 48 to 37 over the next ten years.

- **Scenario 2:** Maintain PCI at 48 ($510,000 per year) – The City will need approximately $510,000 per year to maintain the current network PCI at 48 over the next ten years.

- **Scenario 3:** Improve PCI to 65 ($1.0 million per year) – At approximately $1.0 million per year, the network PCI will increase to 65; this is the same as the current statewide average PCI.

- **Scenario 4:** Improve PCI to 85 ($1.6 million per year) – In order to improve the network PCI to 85 over the next ten years, the City would need to spend approximately $1.6 million per year on street M&R projects.

According to the Firebaugh PMS, public streets are one of the City's most valuable assets with an estimated replacement value of $25.8 million.[67] The condition of pavement can be extended through preventative maintenance by several different methods depending on the state of the pavement. Common methods are crack sealing, slurry, chip seals, cape seals, thin overlays, grind out, and repave. Pavement with major structural distress may require a full reconstruction involving removal and replacement of the street segment.

Funding from state and federal resources have not kept up with the additional demands needed to maintain existing streets and roads. On the federal level, transportation funding is reliant on a per gallon tax that has remained unchanged over several decades. During this time, vehicles have been increasingly fuel-efficient resulting in less revenue being generated though the number of miles travelled has

[65] Pavement Management System Implementation Final Report, City of Firebaugh. June 2019.
[66] Ibid.
[67] Pavement Management System Implementation Final Report, City of Firebaugh. June 2019.

increased. Funding at the state level has a number of the same challenges as the primary funding source of state transportation funds are derived from taxes on gasoline and diesel. The improvements in fuel economy, combined with a reluctance to increase federal and state fuel taxes, is negatively impacting the level of funding needed to maintain roads, streets, sidewalks, etc.

During calendar year 2020, the City reported that it received 10-20 calls related to road repair requests. Generally, road repair requests consist of pothole repairs and cave-ins, crack sealing, street sweeping, traffic signal repairs, and maintenances of storm drainage and drainage ways. Traffic signal repairs and street maintenance services calls are handled directly by the City. The City informed LAFCo staff that the City's local roadways meet the existing needs for public roadway facilities and services within the City and meet the minimum standard as identified by the General Plan Circulation Element. The City anticipates that it is able to meet probable needs for public roadway facilities and services as the City grows outward.

Another important indicator of roadway service demand is the City's Average Daily Trips ("ADT"). ADT per street mile is the total mileage traveled by all vehicles on a given day, divided by the mileage of roadway in the jurisdiction. According to the City Engineer, the City only accounts for ADT for 13th Street, Nees Avenue, and State Route 33. As of 2021, Firebaugh's ADT within the City is estimated at 112,598 miles per year. Currently, the City does not have an official figure for Vehicle Miles Travel.[68]

Infrastructure, Facilities, and Infrastructure Needs

The Department owns various equipment including a backhoe and dump truck used for various improvement projects. The backhoe and dump truck are in fair condition. The PWD is planning to utilize a combination of state and federal transportation grants to fund the purchase of new machinery for maintenance of city streets, materials, and traffic flow improvements. The City also works with the Fresno Council of Governments and the Fresno County Transportation Authority to leverage local transportation related funds.

As of October 2021, City informed LAFCo that the newer sections of the City are developed with complete streets design; however, undeveloped parcels in the older sections of the City lack sidewalks, bike paths, and adequate landscaping. The City recognizes that it is difficult to travel as a pedestrian from one neighborhood to another and to local stores, services, and public facilities such as schools and parks. Most sections in the City are vehicle-oriented, and the City plans to improve its circulation networks to encourage faster and simpler multimodal travel routes for work, errands, and recreation.

Part of the City's ongoing infrastructure needs is routine system maintenance and regular preventative maintenance and repairs. According to the City's five-year CIP, the City has identified 20 street and sidewalk improvement projects valued at approximately $8.4 million for road improvements and pedestrian walkways for the five-year period of 2016 through 2021. Table 11-2 lists the City's road improvement projects and estimated costs identified in the five-year CIP for years 2016 through 2021.

[68] Communication between LAFCo and City Engineer, November 3, 2021.

Table 11-2. Street and Sidewalk Project in Firebaugh's five-year CIP

Project No.	*Project Name*	*Priority*	*Estimated Cost*
1	Street Rehabilitation – "M" St, 15th St to 8th St	High	$ 665,500
2	Street Rehabilitation – Nees (12th St), Hwy 33 to Washoe Avenue	High	585,000
3	Street Rehabilitation – 13th St, "P" St to City Limits	High	330,000
4	Street Rehabilitation – Rabe St, Clyde Fannon Rd to Zozaya St	High	422,400
5	Street Rehabilitation – Dodderer St, Clyde Fannon Rd to Zozaya St	High	198,000
6	Street Rehabilitation – "Q" St, 9th St to 11th St	High	539,000
7	Street Rehabilitation – 14th St, Hwy 33 to "P" St	High	396,000
8	Street Rehabilitation – "J" St, Nees Ave to 10th St	High	541,200
9	Street Rehabilitation – 10th St, "J" St to Dead End	High	435,600
10	Street Rehabilitation – Helm Canal Rd, Birch Dr to South End	High	165,000
11	Street Rehabilitation – Landucci Dr, Saipan Ave to Morris Kyle Dr	High	330,000
12	Street Rehabilitation – Enrico Ave, Cardella St to Cardella St	High	132,000
13	Street Rehabilitation – Cline St, Thomas Conboy St to Zozaya St	High	495,000
14	Sidewalk Replacement – "O" St, 11th St to 12th St	High	264,000
15	Sidewalk Replacement – Saipan Ave, "O" St to "Q" St	High	132,000
16	Traffic Signal at Clyde Fannon Rd to Hwy 33	High	473,000
17	13th Street Bridge Repair	High	427,900
18	Street Rehabilitation– 8th St, Hwy 33 to City Corp. Yard	High	396,000
19	Street Rehabilitation – Zozaya St, "R" St to Rev Kantor St	High	795,000
20	Street Rehabilitation – 7th St, "P" St to Alley; Alley, 7th St to 8th St	High	88,500
		Total	*$ 8,454,000*

The Department and City Engineer regularly pursue available state and federal transportation grants to assist in the maintenance of city streets, traffic flow improvements, and streetscape of the city. The City has identified six primary funding mechanisms to finance future capital improvements. These methods include grant revenues from:

- Gas Tax - Fresno County Transportation Authority
- Measure "C" Grants - Fresno County Transportation Authority
- Transportation Equity Act for the 21st Century (TEA 21) - Federal Transportation Enhancement Activities Program Funds distributed by the Fresno County Council of Governments.
- Congestion Mitigation and Air Quality Improvement Program (CMAQ) - U.S. Department of Transportation Federal Highway Administration funds distributed by the Fresno County Council of Governments.
- Regional Surface Transportation Program Funds (*RSTP)* - U.S. Department of Transportation Federal Highway Administration funds distributed by the Fresno County Council of Governments.
- Lifeline Transportation Program Funds – Fresno County Council of Governments[69]

[69] City of Firebaugh CIP for 2016 through 2021.

Finance

The City funds streets and maintenance services through its Streets Fund. The Streets Fund consists of nine revenue accounts such as interest funds, two local transportation fund accounts, five Gas Tax fund accounts, a road maintenance and rehabilitation fund account, and a reserves fund.

According to the FY2021-22 budget, the Street Fund's budget amounted to $1,500,653. Majority of the City's revenues for streets, street improvements, and operation are obtained from the General Fund, interest earned, local transportation tax, gas taxes, Measure C Grants, Highway Tax, and Transportation taxes. For FY 2021-22, the City's Street Fund showed a total revenue amount of $1,559,967.[70]

Majority of the expenditures are allocated toward salaries, contract services, insurance (administration and buildings), building maintenance, vehicle fuel, and field operating supplies. For FY 2021-22, the City's Street Fund showed a total expenditure amount of $1,500,653. Of which total salary expenditures amount to $189,941 and total capital expenditures amount to $1,310,712.[71]

The PWD works closely with the City Planner, City Engineer, and City Manager to pursue available transportation-related grants, whether they are administered through local or state agencies. The Department prioritizes projects that address street infrastructure and maintenance needs. The City Engineer collects roadway development impact fees and oversee the City's CIP projects and identifies funding resources.

Staffing

The City's street maintenance is achieved through collaboration with local contractors and the Department. The Department is comprised of 10 fulltime employees. The contracted City Engineer is responsible for right-of-way acquisition, special improvement projects, mapping, plan check, traffic engineering, and the Intelligent Transportation System.

Challenges

Build out of the City's heavy industrial planned area along North Washoe Avenue has the potential to increase traffic flows along the unincorporated portions of Washoe Avenue, Nees Avenue, and Bullard Avenue. For the purposes of the proposed Firebaugh SOI update, LAFCo notes that there is a need for the City-County to address potential street design incompatibilities that may be caused by urban development along Washoe Avenue. For example, the City may require new development to make "reasonable" street improvements, paving curbs, and installing drainage systems as a condition of approval to develop. However, majority of the Washoe Avenue right-of-way will remain under the County's street design standards.

Being that Nees and Bullard Avenues provide primary access to the developed and incorporated areas along Washoe Avenue, gradual City development in this area has the potential to increase vehicle trips that would impact the unincorporated roadway system.[72]

[70] City of Firebaugh Budget for FY 2021-2022.
[71] City of Firebaugh Budget for FY 2021-2022.
[72] LAFCo staff Conversation with County Public Works and Planning Department. July 7, 2021.

LAFCo notes that County and the City should discuss potential funding mechanisms to address on-going maintenance cost for the segment of Washoe Avenue between Nees Avenue and Bullard Avenue. A potential revenue source for the maintenance projects could come from updating the City's existing development impact fees.

12. Wastewater Services

The City's Public Works Department ("PWD" or "Department"), Wastewater Division ("WWD" or "Division") manages collection, conveyance, treatment, and reclamation of wastewater generated by residential, commercial and industrial sewer customers.

Firebaugh Wastewater Division

The WWD operates under the direction of the PWD and is responsible for the operation and maintenance of approximately 31 miles of sewer pipelines, force mains, and 10 pump stations. At the time this MSR was prepared, the City Manager also serves as the Director of the PWD.

The City's sanitary sewer system consists of a network of underground sewer pipelines, lift stations, and necessary infrastructure connections to collect wastewater from its various sources and to convey it for treatment at the Wastewater Treatment Facility ("WWTF"). Additionally, the Division oversees and implements the City's Sanitary Sewer Collection System Master Plan ("SSCSMP") and operates the WWTF. With regard to the SSCSMP, the PWD is responsible for routine inspections or the sewer system, reporting, and overseeing the development, implementation, and enforcement of the SSCSMP.[73]

In his capacity as the Director of the PWD, the City Manager serves as the "Legally Responsible Official" in charge of implementing the SSCSMP. The City Manager is assisted by the City Engineer, a Chief Plant Operator, and 10 employees in carrying out the day-to-day tasks required to properly implement the SSCSMP.

Firebaugh General Plan Policies

The following General Plan goals pertaining to infrastructure establish direction for the development of the City's wastewater and treatment services.

<u>Land Use Element: Issue 11 – Infrastructure Goals</u>

- Adequately develop and finance infrastructure systems.
- Maintain, rebuild, and upgrade infrastructure systems.

<u>Land Use Element: Issue 12 – Economic Development Goals</u>

General Issues / Marketing

- Increase the number of businesses operating in Firebaugh, in order to generate employment, increased sales, property, business and transient occupancy taxes.

Industrial

[73] City of Firebaugh 2013 Sanitary Sewer Collection System Master Plan, November 2013.

- Attract industries that are complementary to the existing work force, that do not adversely affect air quality, the City's wastewater treatment plant or the City's water system and do not have a negative impact on the health and safety of the neighborhood or on the community as a whole.

Infrastructure / Public Services

- Ensure that development impact fees pay for public improvements required by the General Plan and infrastructure master plans.

Wastewater Collection System

The City's sanitary sewage collection system consists of a 31-mile network of underground sewer pipelines ranging from 4, 6, 8, 10, 12, and 18-inch in pipeline diameter. The City's sewage collection system includes ten pump stations and manholes. The sanitary system collects and conveys all residential, commercial, and industrial sewage to the WWTF for treatment and disposal.

Approximately two miles of the collection system's pipelines are classified as force mains and the balance of the system uses gravity to convey wastewater. The City's sanitary system is comprised of clay pipe material in the older parts of the system. All new connections to the City's sanitary system are PVC pipe.

Treatment

Because the WWTF is located at the highest end of the terrain's natural slope, the City relies on ten pump stations to lift wastewater to the WWTF.[74] One pump station (SSPS 9) and force main is exclusively assigned to convey sewage from Tomatek and the Fresno Westside Mosquito Abatement District directly to the WWTF. The Tomatek wastewater facility primarily operates during the tomato harvest season from approximately July through October and produces various tomato products (i.e. bulk and consumer paste, diced product, and sauces).

As of August 2021, the City's WWTF provides wastewater treatment from 2,000 sewer connections. Table 12-1 lists the sanitary system's 10 pump stations by name, location, and capacity.

[74] City of Firebaugh 2013 Sanitary Sewer Collection System Master Plan, November 2013.

Table: 12-1. Pump Stations

Firebaugh Pump Stations

Station No.	Name	Pump Capacity (GMP)	Pump type
1	Del Rio #3	765	Fixed Speed
2	Del Rio #2	765	Fixed Speed
3	Del Rio #1	765	Fixed Speed
4	Clyde Fannon	765	Fixed Speed
5	Main	924	Variable Frequency Drive
6	Saipan	300	Fixed Speed
7	Beehive	330	Fixed Speed
8	Valle del Sol	396	Fixed Speed
9	Tomatek	400	Fixed Speed
10	Eastside	765	Fixed Speed

Source: Firebaugh 2013 Sanitary Sewer Collection System Master Plan, November 2013

The City's largest pump station is the SSPS 5 Main Sewer Lift Station located on the east side of the of the City near the Poso Canal and due east of the Cline Street and T Street intersection. The SSPS 5 pump has a variable frequency drive and a pumping capacity of 924 gallons per minute ("GPM"). SSPS 5 pumps wastewater upstream to the WWTF through a 12-inch force main.[75] The remaining eight pump stations are located throughout the City limits and the pumps have capacity ranges from 300 GPM to 765 GPM. [76]

The WWTF operates 24 hours a day and is staffed by the certified operators and other WWD personnel between 8:00 a.m. to 5:00 p.m., Monday through Friday. WWD staff are responsible to respond in case of a failure of the sewer collection system, the WWTF, or if a sewer system overflow occurs that requires their immediate assistance. In these events, WWD staff respond to the site within one hour after the call is received by City officials. City staff perform a field assessment, contain the incident, record and report the incident in a manner consistent with the SSCSMP.

The PWD and the City Engineer maintain a map of the sewer collection system which identifies manholes, force mains, gravity sewer pipelines, and pumping facilities. The City uses the map to schedule routine maintenance work, track infrastructure conditions, and log completed maintenance records on a daily basis. A copy of the City's standard operating procedures for cleaning the sanitary sewer system and the sewer system map are available for public review at the PWD.

The City Engineer along with the City Manager oversee the wastewater collection system planning documents, the capital improvement plan for the system, documents new and rehabilitated assets, and help coordinate development and implementation of the SSCSMP. The City's Chief Plant Operator manages filed operations and maintenance activities; provides relevant information to agency management; prepares and implements contingencies; leads emergency repose; investigates and reports sanitary sewer overflows ("SSOs"); and trains field crews.

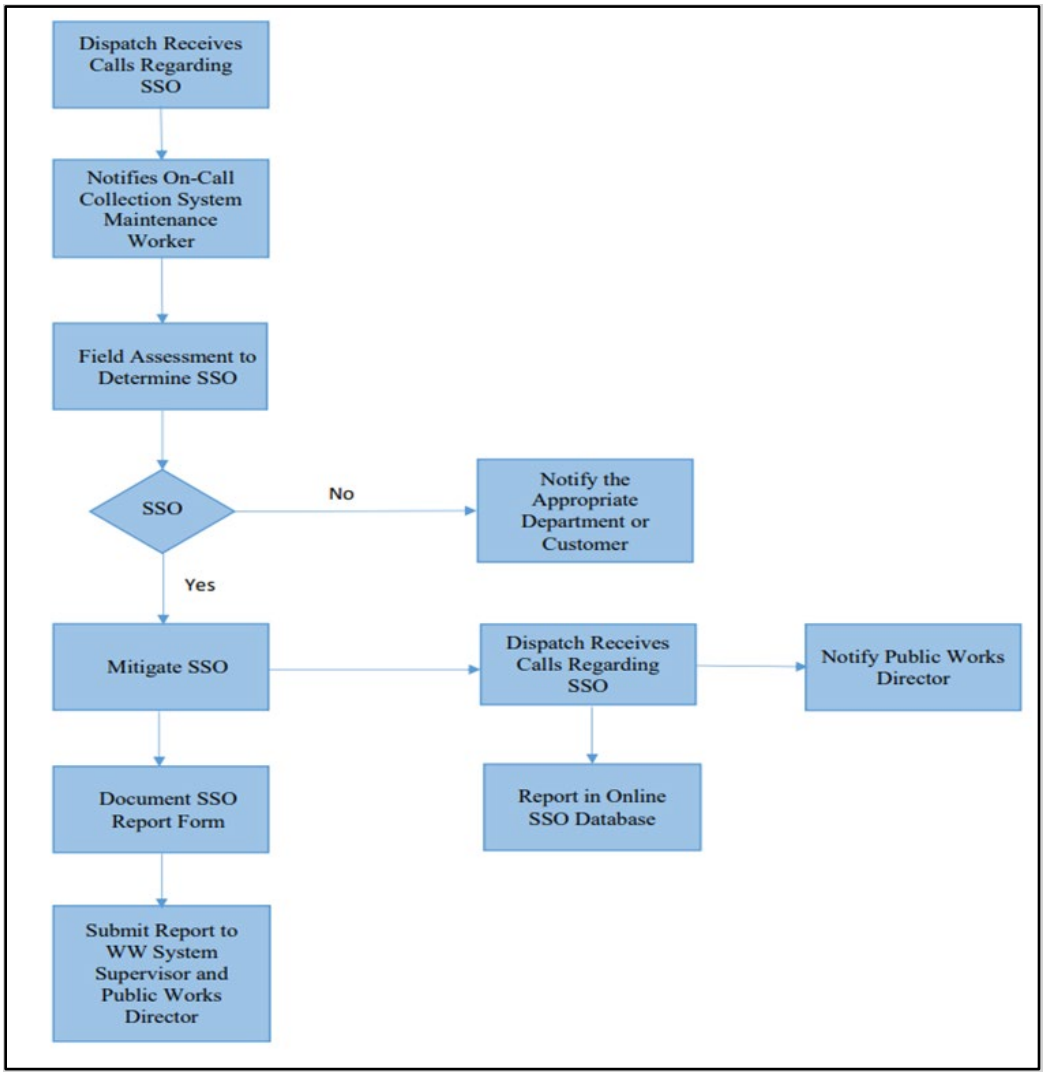
[75] City of Firebaugh 2013 Sanitary Sewer Collection System Master Plan, November 2013.
[76] Ibid.

In total the City has reported 19 SSO incidents since the inception of the California Integrated Water Quality System Project reporting program was created 2007.[77]

On average, a collection system that is well maintained and operating in good condition will typically have between one and four SSO's annually per 100 miles of pipeline.[78]

In the event of an SSO, Figure 12- 1, as shown below depicts the chain of communication to control and notify the SSO to the appropriate agencies the city utilizes.

Figure 12- 1. SSOs Communication and Notification



[77] California Integrated Water Quality System Project Website: https://ciwqs.waterboards.ca.gov/ciwqs/readOnly/PublicReportPartyAtGlanceServlet?reportID=2&paagrPartyID=45980&paagrFiveYearVios=true

[78]California Water Board, Sanitary Sewer Overflow Reduction Program: https://www.waterboards.ca.gov/water_issues/programs/sso/review_update.html.

Regulatory Agencies

The City operates the WWTF under criteria listed in California Regional Water Quality Control Board ("CRWQCB"), Central Valley Region, Waste Discharge Requirements/Monitoring & Reporting Program Order No. 98-230, adopted by CRWQCB on December 11, 1998.[79]

The City also has an additional permit for the following item:

- Order No. R5-2019-0073, Waste Discharge Requirements for Tomatek, Inc. and City of Firebaugh Tomato Processing Facility – Fresno County, adopted October 11, 2019.

Under these Orders, the City is required to provide regular self-monitoring reports to the Regional Board's Central Valley Division on a monthly basis, and contain information pertaining to daily and weekly flow records, construction activity, permit compliance, etc.

According to the State's Integrated Water Quality System Project ("CIWQS") database, the City has been issued five separate violation notices since the start of 2021. Two violations were related to late report submittal to the State, one violation was for the City's Dissolve Oxygen ("DO") pond, one violation for flow exceedance, and another violation for Total Suspended Solids ("TSS"). [80]

For the past five years starting in 2015, the City's WWTF has received 220 violation notices associated with the following top issues: 1) late report submittals, 2) Order violations, 2) TSS and Biochemical Oxygen Demand ("BOD") limit exceedance, 3) Flow limit exceedance, and 4) DO pond violations. Of the total 220 violations, the Tomatek tomato waste facility received 95 violation notices and the City's WWTF received 195 violation notices.

Wastewater Treatment Facility

The WWTF site encompasses 230 acres located in the southeast edge of the City. The WWTF is bound by North Helm Avenue to the west, Birch Drive to the northwest, the San Joaquin River to the east, and the Firebaugh Wasteway Canal to the south. The WWTF has a license capacity to treat municipal wastewater at a maximum daily flow of 1.5 million gallons per day ("MGD"). Currently, the WWTF discharges a monthly average flow of up to 1.1 MGD.

The WWTF consists of an aeration pond, one aerated polishing pond, and four evaporation/percolation ponds. Treated effluent is discharged to the four evaporation/percolation ponds comprising about five acres. The WWTF site has two acres dedicated as sludge drying beds. Treated effluent is directed to approximately 106 acres of adjacent farmland that consists of seven reclamation sites to percolate into the ground. The City leases the farmland to a local farmer that annually plants cotton.[81] The remaining acreage is limited in use due the WWTF's proximity to the San Joaquin River.

[79] CRWQCB, Central Valley Region Order No 98-230 Waste Discharge Requirements for City of Firebaugh and The Firebaugh Redevelopment Agency Wastewater Treatment Facility in Fresno County. December 11, 1998.
[80] California Integrated Water Quality System Project Website: https://ciwqs.waterboards.ca.gov/ciwqs/readOnly/PublicReportPartyAtGlanceServlet?reportID=2&paagrPartyID=45980&paagrFiveYearVios=true
[81] CRWQCB, Central Valley Region Order No 98-230 Waste Discharge Requirements for City of Firebaugh and The Firebaugh Redevelopment Agency Wastewater Treatment Facility in Fresno County. December 11, 1998.

In recent months the plant has been experiencing an average daily flow of 0.4 to 0.6 mgd.[82] During wet periods, inflow at the WWTP consistently reached 0.7 mgd with some peaking near 0.8 mgd.[83]

Under a separate State Order, the City and TomaTek, Inc., Tomato Paste Plant are responsible for the operation of the tomato waste treatment facility ("TWTF") located at 2502 N Street in the City of Firebaugh.[84] Tomatek owns and operates the TWTF that generates processing waste, and the City owns the land application area ("LAA"). Two stabilization ponds within the WWTF are dedicated to collect affluent from Tomatek. The LAA consists of eight fields totaling approximately 141 acres where reclamation of the treated water is achieved. The TWTF receives up to 2.16 mgd of tomato processing wastewater from the *TomaTek* during a 90-day processing season from late June through September and through early October. Treated tomato processing wastewater is discharged to the 106-acre reuse area or to 32 acres of disposal check sites. CRWQCB, Central Valley Region Order 94-072, permits TWTF a daily maximum wastewater flow of up to 2.2 mgd.

City of Firebaugh Sanitary Sewer Collection System Master Plan

The Regional Board's Waste Discharge Requirements, adopted on May 2, 2006, require that all owners of public wastewater collection systems with more than one mile of pipeline adopt implement a Sewer System Management Plan ("SSMP") to reduce the number and severity of Sanitary Sewer Overflows ("SSO"). The City last updated its SSMP on May 4, 2015. The next SSMP update is scheduled for year 2020, or soon thereafter.

The SSMP provides direction to City staff to focus efforts on maintaining the system and making improvements. Regulatory requirements state that at minimum, the City shall conduct an internal audit of the SSMP every two years, and the audit must be kept on file with City officials. The purpose of the audit focused on evaluating the effectiveness of the SSMP and the City's compliance with the requirements of the SSMP. The audit also includes the identification of any deficiencies in the City's SSMP and identify steps to correct such deficiencies.

Service Adequacy

The City as a wastewater treatment provider is required to comply with effluent quality standards per waste discharge requirements determined by the State.

As noted, wastewater agencies are required to report SSOs to the CRWQCB. According to the CRWQCB's database, the City Sewer Collection System is enrolled in the State's Sanitary Sewer Overflow Reduction Program.[85]

Overflows reflect the capacity and condition of collection system piping and the effectiveness of routine maintenance. The sewer overflow rate is calculated as the number of overflows per 100 miles of collection piping per year. The City is responsible for approximately 31 miles of pipeline. According to the City, a

[82] Self-Monitoring Reports to CRWQCB for April through July 2021, Monthly Averages for Firebaugh WWTF.
[83] City of Firebaugh 2013 Sanitary Sewer Collection System Master Plan, November 2013.
[84] CRWQCB, Central Valley Region Order No. R5-2019-0073, Waste Discharge Requirements for Tomatek, Inc and City of Firebaugh Tomato Processing Facility – Fresno County, adopted October 11, 2019.
[85] Region5F, Place Identification Number 657801. Firebaugh CS, Collection System.
https://ciwqs.waterboards.ca.gov/ciwqs/readOnly/CiwqsReportServlet?reportID=9029841&sortSec=1&sortCol=10

collection system in good condition has between one and four SSO's per 100 miles of pipeline annually. Firebaugh is currently within this range and has an average of 2.6 SSO's per year per 100 miles of pipeline.

In 2013, the City replaced five major sewer lines along Thomas Conboy Avenue, Allardt Drive, Mendoza Terrace, and "P" Street. According to the City, the pipeline replacements have significantly improved capacity and eliminated SSOs. In addition, the City minimizes occurrences of SSOs by monitoring its hydraulic loading and by ensuring current and future sewer flows do not exceed the hydraulic capacity of the sewer lines at known usage peak hours.

To avoid surcharge of the sewer system that may result in an SSO, the City's five-year CIP identifies various sewer pipes location that need to be upsized from 18 inch lines to either 24 or 36 inch lines. Such upgrades would improve the City's peak flows at no more than 80 percent of the pipe diameter.

Financing

Financial planning for the wastewater service includes identifying and projecting revenues and revenue requirements of the wastewater system for a five-year planning period. Wastewater services are financed primarily through fixed user fees, charges for specific services, connection fees, and available grant funding. The PWD regularly pursues available state and federal grants to assist with specific projects or operations within the department's responsibilities.

According to the City's Master Fee Schedule, the current rate plan for single family residential and mobile home connection is a monthly charge of $49.95. Multi-Family Residential connection rates range from $40.12 for units under 650 square feet and $49.95 for units greater than 650 square feet. Commercial user rates for retail stores and/or restaurant connections range anywhere from $40.00 to $157.80. While light industrial and/or school facilities user fees range from $98.75 up to $273.18. Tomatek pays a monthly user rate of $670.00 for its connection to the WWTF. These rates have been in place since March 4, 2019.[86]

The City's Wastewater Fund is operated as an enterprise fund with responsibilities shared between Administrative Services and Public Works. The budget reflects working capital for the fund balance. Only those items directly related to the City's sewer system maybe charged to this fund.

The City's expected Wastewater (sewer) Fund revenues in FY2021-2022amounted to $1,683,500 which consisted of the following line items:

- Sewer interest income: $8,000
- Lease of City Property: $2,000
- Miscellaneous Revenue: $500
- Toma-Tek Service and Repair: $95,000
- Sewer Service Revenue: $1,560,000
- Waste Discharge Fees: $18,000

According to the City's FY2021-2022 budget, the Wastewater (sewer) Fund's three-year average for its revenue amounts to $1,586,050.

Total expenditure for the Wastewater (sewer) Fund amounts to $705,338 for FY 2021. Expenses associated with wastewater personnel are expected to amount to $419,632, while expenditures related

[86] City of Firebaugh Master Fee Schedule.

to the City's wastewater treatment operation is expected to amount to $285,706.[87] According to the City's FY2021-2022 budget, the Wastewater (sewer) Fund's three-year average for its expenditures amounts to $988,420.

Within the City's Wastewater Enterprise Fund, the fund also serves as the Wastewater (sewer) Capital Fund intended to receive budget transfers from the Wastewater Enterprise Fund to finance specific capital improvement projects. The City's Sewer Capital Fund also serves as a reserve account for the un-appropriated fund balance remaining each year if long term projects require funding to be accumulated over multiple years.

The Wastewater Capital fund is subject to the same restrictions as the Wastewater Fund, in that only activities directly related to the City's sewer system may be accounted for in this fund. Generally, only projects that exceed the City's capital threshold, currently $10,000 are accounted for in this fund. For FY 2021-2022, the Wastewater Capital fund showed connection fee revenues are anticipated to generate $2,000 in revenue. There is an anticipated expense for water line repair of $10,000.

Wastewater Bond List

In 2016, the City issued a $3,415,000 Wastewater Revenue Refunding Bond. The City's 2016 Wastewater Revenue Refunding Bond was issued for the purpose of financing its 2008 USDA Sewer Loan. The purpose of the 2008 Sewer Loan of $3.8 million from the USDA was to finance an expansion of the City's WWTF.

Interest on the 2016 Bond is payable semi-annually on February 15 and August 15 each year, with stated interest rates ranging from 2.00% to 4.00% per annum for an average coupon rate of 3.38%. Principal is paid annually on August 15 beginning in 2016 through 2036. The City is in compliance with its 2016 Bond covenants as of June 30, 2020. Cash basis debt service paid during the fiscal year ended June 30, 2020 totaled $177,163.[88]

Total sewer system net revenues calculated in accordance with the covenants were $632,135 and net revenue available for debt service was 3.57 times debt service at the end of June 30, 2020. For FY 2020-2021, the City's budget allocated a payment of $180,338 towards its 2016 Wastewater Revenue Refunding Bond. Of that total amount, $105,338 will be paid toward interest and $75,000 toward the principal.

Infrastructure Needs

Part of the City's ongoing infrastructure needs is routine system maintenance and regular preventative maintenance. Preventive maintenance is focused on critical, high-maintenance sewer mains that require more frequent inspection, maintenance and/or repair. Inspections of sewer lines using closed circuit television ("CCTV") are done on a scheduled and systematic basis. Video is reviewed to determine condition of the line.

According to the City's 2021-2022 budget, the City is planning to spend $6,731,794 on wastewater treatment plant upgrades in the fiscal year. This is a grant funded project.

[87] City of Firebaugh 2021-2022 Adopted Budget. Pg. 40-41.
[88] City of Firebaugh Independent Auditor's Report and Financial Statements for Year Ending on June 30, 2020.

The City has identified three primary funding mechanisms to finance future capital improvements. These methods include revenues from sewer service charges, United States Department of Agriculture Grants, Community Development Block Grants, and State Revolving Fund Grants.[89] According to the City's CIP, with the current rate of growth and the quantity of sewage treated per capita per day the plant has the capacity to treat the sewage from the City for the next 10 years, or 2030.

13. Water Services

The City of Firebaugh's Public Works Department ("PWD") Water Division is responsible for the production, treatment, distribution, and management of the City's water supply. The Firebaugh DPW has one Chief Plant Operator who is responsible to oversee the City's water distribution system and the wastewater treatment facilities.

The City's water infrastructure consists of six operating groundwater wells, booster pumps, two treatment facilities, three water storage tanks, and approximately 35 miles of distribution pipelines ranging from four to twelve inches in diameter.

Water Division

The Water Division operates under the administrative direction of the Firebaugh DPW. The Water Division's headquarters is located at 1133 P Street, Firebaugh. The City's water system (Number CA 1010005) operates under four domestic water supply permits issued by the State Water Resources Control Board, Division of Drinking Water ("SWRCB"). The four permits are:

- Water Supply Permit No. 03-91-013 issued March 25, 1991
- Amended Water Supply Permit No. 03-11-98A-000 issued July 1998
- Amended Water Supply Permit No. 03-23-10PA-004 issued September 23, 2010
- Amended Water Supply Permit No. 03-23-11PA-006 issued November 18, 2011

The Water Division manages the City's groundwater management programs, recycle water programs, city water contracts, joint power agreements, and master planning of the City's water infrastructure. The Water Division performs water quality reports and tests, water system compliance reports, updates infrastructure plans, water conservation programming, and groundwater management consistent with State regulations. Water services include maintenance and operations of groundwater wells, maintenance of all water lines, and planning for entire distribution system.

As of August 2021, the Water Division provides potable water to approximately 1,642 active service connections consisting of domestic, commercial, institutional, and industrial users. According to State information, the City has 1,483 connections that are equipped with water meters while 159 user connection are currently unmetered. City data shows that the TomaTek Production facility is the among the largest water users in the City.

The City of Firebaugh wholesales water to the Las Deltas Mutual Water Company, a private California corporation that operates a public water system outside the Firebaugh SOI.

[89] City of Firebaugh CIP for 2016 through 2021.

Firebaugh General Plan Policies

The Firebaugh General Plan's Land Use Element, the Conservation, Open Space, Park and Recreation Element, and the Safety Element establish goals, objectives, and action plans that pertain to the City's water service. The following General Plan goals establish direction regarding the City's water services:

Land Use Element, Issue Eleven: Infrastructure Goals

- Adequately develop and finance infrastructure systems.
- Maintain, rebuild and upgrade infrastructure systems.

Conservation, Open Space, Park and Recreation Element, Issue Five: Conservation Goals

- Protect the aquifer underlying Firebaugh from uses that would potentially adversely impact this resource.
- The City should discourage the development of industrial and heavy commercial uses that could potentially leach chemicals into the aquifer that underlies Firebaugh.
- Conserve water through various conservation practices.

Safety Element, Issue Three: Fire Safety Goals

- The city will continue to upgrade its water system to ensure that adequate water pressure and peak load water supply is maintained throughout the system.

City Water Plans

The City plans for its water supply through various master plan documents. In addition to the Firebaugh General Plan, the following City plans identify Firebaugh's vision for its existing and future water supplies:

- City of Firebaugh, five-year Capital Improvement Program, 2015 through 2020
- City of Firebaugh, Water Treatment Facility Operations Manual, July 2016
- City of Firebaugh, Citywide Water System Infrastructure Map, April 2012
- City of Firebaugh, Water and Wastewater Rate Study, November 2018

Water Distribution System

The City has historically relied on groundwater and draws its supply from the Delta-Mendota Subbasin of the San Joaquin Valley Groundwater Basin. The City's system distributes drinking, irrigation, and fire suppression water supplies to rate payers in the City and the Las Deltas Mutual Water Company's service area via contract.

City water supplies are drawn from six (6) operating groundwater wells. Water treatment is accomplished at two treatment sites located on both sides of the San Joaquin River. Treatment Facility Number 1 is located north of 13th Street and east of the San Joaquin River in Madera County. Treatment Facility Number 1 receives and treats groundwater from well numbers 10, 13, 15, and 16. Treatment Facility Number 2 is located at the central-east part of the City near the San Joaquin River and the end of Vasquez Drive. Treatment Facility Number 2 receives and treats groundwater from well numbers 11, 12, and 17.[90]

[90] Communication with City Manager. October 26, 2021.

Both treatment facilities are identical and provide arsenic, iron, and manganese removal through an oxidation-filtration process at each site.[91] Treated water supply is pressure filtered and stored in two 1.8 MG reservoirs, with one reservoir located at each site. Each tank has a diameter of 100 feet and a height of 30 feet. A third storage tank with a 500,000-gallon capacity rating is located immediately west of the Main Canal, south of Nees Avenue and north of Main Street. The City refers to this tank as its "HUD" tank. The tank provides distribution pressure so southwestern customers, TomaTek, and customers in the Las Deltas Mutual Water Company's water system. The three water storage tanks provide storage capacity to help meet peak hour demands and pressurize the distribution system.

The water distribution system consists approximately 35 linear miles of water lines. Water lines consist of four to 16-inch iron lines, asbestos cement, and C-900 PVC mains. The City's primary water main lies under 11th Street and Vasquez Street.[92] The water system includes three dead ends that are periodically used to flush the water system. The water system has 750 valves ranging from four to 16-inches. Pumps are used to regulate water pressure through the water system. Well discharge lines are equipped with an air relief valve, check valve, dedicated non-threaded sample tap, and a Sea Metrics magnetic flow meter appropriately sized. The pump controls are operated by the City's supervisory control and data acquisition ("SCADA") system.[93]

All groundwater must pass through either Treatment Facility 1 or 2 prior to being pumped into the distribution system or storage tanks.[94] Pursuant to requirements identified in the City's SWRCB Water System Permit, the City regularly tests its entire water system and reports water quality sample results to the State. The City's water system was last inspected by SWRCB on February 12, 2018.[95] The next water system inspection is scheduled to occur in 2023.

Groundwater Supply and Service Demand

The City pumps groundwater from six active well sites in the Delta-Mendota Subbasin of the San Joaquin Valley Groundwater Basin. The City has nine abandoned well sites, of which six have been destroyed and two are inactive.

The Delta-Mendota Subbasin has a surface coverage area of approximately 747,000 acres and it underlies areas in Fresno, Madera, Merced, and Stanislaus Counties. There are 23 Groundwater Sustainability Agencies in the Delta-Mendota Subbasin, that include the Cities of Firebaugh, Mendota, and Dos Palos in Merced County.[96]

The City's water system draws groundwater supply from underground wells situated along the San Joaquin River. Four well sites are in Madera County north of Avenue 7 ½ and immediately east of the river, while three well sites are in Fresno County west of the river and south of Avenue 7 ½.

[91] Small Water System Evaluation and Inspection Report, SWRCD inspection of Firebaugh Water System.
[92] City of Firebaugh, 2030 General Plan, Human Environment page 1-22, accessed: August 27, 2021.
[93] City if Firebaugh, Water Treatment Facility Operations Manual, Page 4. Accessed: September 1, 2021.
[94] City if Firebaugh, Water Treatment Facility Operations Manual, Page 2. Accessed: September 1, 2021.
[95] City of Firebaugh, 2030 General Plan, Human Environment page 1-22, accessed: August 27, 2021.
[96] San Joaquin Valley Groundwater Basin, Delta-Mendota Subbasin, Bulletin 118. http://deltamendota.org/learn-more/#overview. September 29, 2021.

The City's annual average water usage is 793 million gallons.[97] This equates to 2.21 million gallons per day ("MGD") or 1,526 gallons per minute. Actual average use varies significantly from winter to summer, ranging from about 1.0 MGD in the winter to 4.7 MGD in the summer.[98]

According to the City's data, Table 13-1 summarizes well production capacity levels for each of the City's active well site.[99]

Table 13-1. Firebaugh's Active Wells and Production Capacities

Active Well Number	Estimated Capacity (GPM)
Well No. 11	700
Well No. 12	550
Well No. 13	900
Well No. 15	900
Well No. 16	450
Well No. 17	1,000
Total	4,700

According to the City's General Plan EIR, the City's annual average demand is skewed during the summer months due to Tomatek's high-water usage during tomato processing season. During peak tomato processing season, the Tomatek facility uses nearly 2.3 MGD for its operation.

The City's adjusted estimate for citywide domestic average water demand is 2.4 MGD while Tomatek's consumption is 2.3 MGD.[100]

The following represents the Firebaugh General Plan's estimated water use amounts: 4.5 MGD (current citywide peak daily demand) minus 1.9 MGD (Tomatek peak daily demand) equates to 2.6 MGD (peak daily "domestic" water demand).[101] The City uses a ratio of 2.6 MGD for the "current" population and to project water demand for year 2030.

The City recognizes that water demand will increase with urban development facilitated by the implementation of the City's General Plan. The City's General Plan projects a maximum daily demand of 4.5 MGD in the summertime for a population of 6,680 persons ("current"). The General Plan estimates that the City will reach a population of 11,735 people by 2030. The City estimates that the maximum water demand will increase to 6.5 MGD by 2030. In order to meet this demand, the City will need to make improvements to the existing system, such as installing new wells, new treatment facilities, and new distribution lines.[102]

[97] 2030 Firebaugh General Plan Draft EIR, Water Supply and Distribution, page 4-107. Accessed: September 3, 2021.
[98] Ibid.
[99] City if Firebaugh, Water Treatment Facility Operations Manual. Accessed: September 2, 2021.
[100] Electronic mail communication with Firebaugh Water/Sewer Supervisor. October 26, 2021.
[101] Ibid.
[102] Ibid.

Water Storage Tanks

The City's water system maintains three short-term water storage tanks that provide a total storage capacity of 4.1 MG. Each treatment site has a 1.8 MG welded steel storage tank used for water storage and disinfection contact time after treatment. An additional 500,000-gallon storage welded steel tank is located on the southwest side of the City. This tank provides distribution pressure to southwestern customers consisting of Tomatek and Las Deltas Mutual Water Company rate payers.

Each storage tank site is equipped with four pumps that operate in parallel series. Each storage tank has three 75 horse-power booster pumps each have a pumping capacity of 1,800 gallon per minute; and one 15 horse power pump with a pumping capacity of 350 gallon per minute.

The City has a five-year maintenance schedule for each of the tanks, which requires routine inspection, cleaning, and an evaluation of both the interior and exterior coating systems. The City performs routine structural analyses on the tanks. The Water treatment one and two are both in fair conditions. The next scheduled inspection for both tanks will be in 2023.

Water System Staffing

Based on the population and complexity of the City's distribution system, the City's distribution system is classified as a D2 system and identified as a T2 Treatment Plant Classification.[103] The State requires that the system be overseen by qualified individuals with the following certifications: T-2 Chief Water Treatment Operator, D-2 Chief Water Treatment Shift Operator, and D-1 Water Distribution Shift Operator.

The City's operation and maintenance of the water distribution system are under the supervision of the City Manager, Public Works Director, Chief Plant Operator, and the City Engineer. Currently, the City Manager has the D-3 and T-2 certifications to oversee the City's water system. The Public Works Department employs eight individuals responsible for the day-to-day operation of the water system.

The City's water distribution system is staffed for eight hours each day and unmanned for 16 hours each day. The Department is also responsible for responding to calls for service and subsequent notifications, reporting, and investigating water quality, and reporting issues to the SWRCB. The Department also maintains maps of the water system, and the City and staff have developed and follow the emergency notification plan for the City.

Water Funding

The City charges user fees to all water customers to cover the costs of water production and treatment, distribution, operation and maintenance, annual capital improvements, and repay existing debts. The City also considers other cost factors in establishing annual water rates, for example penalties/late fees, back flow prevention fees, water turn-on fees, new unit connections, and annual step rate increases.

[103] California State Water Resources Control Board. Drinking Water Branch, https://sdwis.waterboards.ca.gov/PDWW/Maps/Map_Template.jsp.

The City's water rates are based on classification either residential or non-residential customers. All residential customers are charged a monthly rate, while non-residential customers pay a rate based on land use classification: Multi-Family, Motels, Public Authority/Schools, or Commercial. Industrial customers are billed a monthly fixed rate based on meter size.

According to the City's 2018 rate study, 75 percent of all water connections are single family residential. The balance, or 25 percent consists of non-residential user accounts. The City projects water revenues by applying the existing water rates to the number of connections and accounting for the projected number of accounts and consumption volume.

For fiscal year ("FY") 2021-22, the City budget anticipates Water Service revenues to amount to $1,810,00. Additional Water Division revenues are received from:

- Income interest: $15,000
- Water Rate Stabilization: $150,000
- Penalties/late fees: $40,000
- Miscellaneous revenues: $300
- Water turn-on fees: $2,000
- Back flow prevention program: $1,000
- Water Service-fire hydrant: $3,000.

For FY 2021-22, the City's total water enterprise fund revenues amount to $2,021,330.[104] Additionally, the City's Water Capital Enterprise Fund accounts for new connection fee revenues. For FY 2021-22, the City estimates that $2,000 in revenues would be collected from new connection fees.

For the same year, the total Water Enterprise expenditures are expected to amount to $1,679,601. Total expenditures consist of Salary Expenditures ($502,650), Capital Expenditures ($849,841), and Bond Payments ($327,110).[105] Additionally, the Water Capital Enterprise Fund shows $10,000 for anticipated water line maintenance and repair expenditures. For FY 2021-22, the City's budget shows that the Water Enterprise Fund would have a total net fund balance of $341,729.[106]

Infrastructure Needs

Part of the City's ongoing infrastructure needs is routine system maintenance and regular preventative maintenance, and new construction to the City's existing distribution system. According to the City's five-year CIP, the City has nine major water improvement projects valued at approximately $5.3 million for distribution system upgrades, replacement of water lines, fire hydrant replacements, and water treatment updates for the five-year period of 2016 through 2021. Table 13-2 lists the City's water improvement project and estimated costs identified in the five-year CIP for years 2016 through 2021.

[104] FY 2021-22 City of Firebaugh Budget.
[105] Ibid.
[106] City of Firebaugh FY 2021-2022 Final Budget. Pages 37-38.

Table 13-2. Water Projects for 5-year CIP of 2016 to 2021

Project No.	*Project Name*	*Priority*	*Estimated Cost*
1	Leaky Pipes Replacement	High	$ 1,155,000
2	Well Rehabilitation – Miscellaneous Wells	High	500,000
3	HUD Tank, Booster Pump Station, Piping Replacement	High	900,000
4	6" Water Line Replacement	High	715,000
5	16" Water Line from 8th Street to Diaz Street	High	850,000
6	Water Main to Connect Treatment Plants	High	645,000
7	Improve Water Treatment Site No. 1 Access Road	Medium	215,000
8	Valve and Fire Hydrant Replacement	Medium	250,000
9	Water Plant Recycling Pond Expansion	Medium	155,000
		Total	***$ 5,385,000***

The City has identified six primary funding mechanisms to finance future capital improvements. These methods include grant revenues from:

1. United States Department of Agriculture Grants and Loans
2. Development Impact Fees
3. City of Firebaugh Water Enterprise Funds
4. Economic Development Administration Grants and Loans
5. Environmental Protection Agency Grants
6. Department of Water Resources Grants.[107]

As considered in the City's CIP, the infrastructure improvements and replacements aim to improve the system's overall efficiency and recharge. Reliance on groundwater can become a particular challenge for the City, due to declining groundwater levels, contamination concerns, and new legal requirements regarding groundwater management.

Service Adequacy

This section reviews indicators of service adequacy, including the California Department of Public Health ("DPH") system evaluation now conducted by the SWRCB, Division of Drinking Water. The City's water system is comprehensively inspected by SWRCB every two years, and certain areas of the distribution system are sampled in a rotation to collect data throughout each year.

Up until recently, the DPH was responsible for the enforcement of the federal and California Safe Drinking Water Acts and the operational permitting and regulatory oversight of public water systems in California. Domestic water providers of at least 200 connections were subject to DPH inspections. In recent years, responsibility has been moved to the California Water Resources Control Board's Division of Drinking Water for the enforcement of these water quality standards, and inspections of all the City of Firebaugh water facilities. The most recent water system inspection occurred on January 19, 2018. The next scheduled inspection would occur no later than by January 2023.

The City's water quality monitoring has not detected any contaminants that are associated with the identified Possible Contaminating Activities in the area. Naturally occurring arsenic is present in three of the wells and naturally occurring iron and manganese are present in all of the wells. The city provides

[107] City of Firebaugh CIP for 2016 through 2021.

treatment to reduce arsenic, iron, and manganese concentrations. In the past five years, the City received violation notices for exceeding the average levels of Coliform ("TRC") and Arsenic ("MCL"). Both were non-penalty violations and immediate compliance was achieved by the next scheduled water quality test and report submittal to the SWRCB.

Sustainable Groundwater Management Act of 2014 ("SGMA")

Governor Edmund G. Brown Jr. signed California's Sustainable Groundwater Management Act into law on September 16, 2014. This three-part legislation requires local agencies to develop groundwater sustainability plans that are compatible with their regional economic and environmental needs. SGMA creates a framework for sustainable local groundwater management for the first time in California's history. SGMA required local agencies to form Groundwater Sustainability Agencies ("GSAs") in local groundwater basins by June 2017 and requires the adoption of Groundwater Sustainability Plans ("GSPs") for groundwater basins deemed high priority by 2020.

The City lies within the San Joaquin Valley Delta-Mendota subbasin which is also in the San Joaquin Basin Hydrologic Area. The California Department of Water Resources ("DWR") identifies the Delta-Mendota subbasin as critically over drafted. During the 2020 water year seasonal high conditions, groundwater elevations ranged from about 20-feet above the mean sea level (ft MSL) and an estimated 130 ft MSL throughout the subbasin.

In 2017, Firebaugh City Council adopted a resolution to form the single agency Firebaugh Groundwater Sustainability Agency ("Firebaugh GSA"). The City's formation resolution was submitted to DWR. The Firebaugh GSA aims to facilitate collaboration between local agencies to come up with useful strategies to implement the SGMA in the portion of the City that overlies the Delta-Mendota Subbasin. In addition, the Firebaugh GAS aims to work cooperatively with other local GSAs, as may be appropriate, to sustainably manage portions of the subbasin that fall outside of the City's jurisdiction. [108]

Water Customers outside the City Limits

The City sells wholesale potable water to the Las Deltas Mutual Water Company ("LDMWC" or "Water Company"). The LDMWC's water system is located south of the City and generally bounded by Bullard Avenue, Ashlan Avenue, State Route 33, and Washoe Avenue. Las Deltas is a sparsely populated rural residential community located south of the Firebaugh city limits and outside of the Firebaugh SOI.

The Water Company is a private corporation that operates under the California Secretary of State license number C0129713.[109] The LDMWC is responsible to operate and manage California Water System No. 1000054. The SWRCB Division of Drinking Water regulates the Water Company's water system, water quality, and collects water reporting requirements under Water Supply Permit No. 03-23-11P-045 issued October 4, 2011.

[108] Resolution No. 17-15 Resolution of the City of Firebaugh Declaring the Formation of a Ground Water sustainability Agency to manage the portion of the Delta-Mendota subbasin underlining the city of Firebaugh. https://sgma.water.ca.gov/portal/gsa/print/269

[109] California Secretary of State Website, Las Deltas Mutual Water Company. https://businesssearch.sos.ca.gov/CBS/Detail

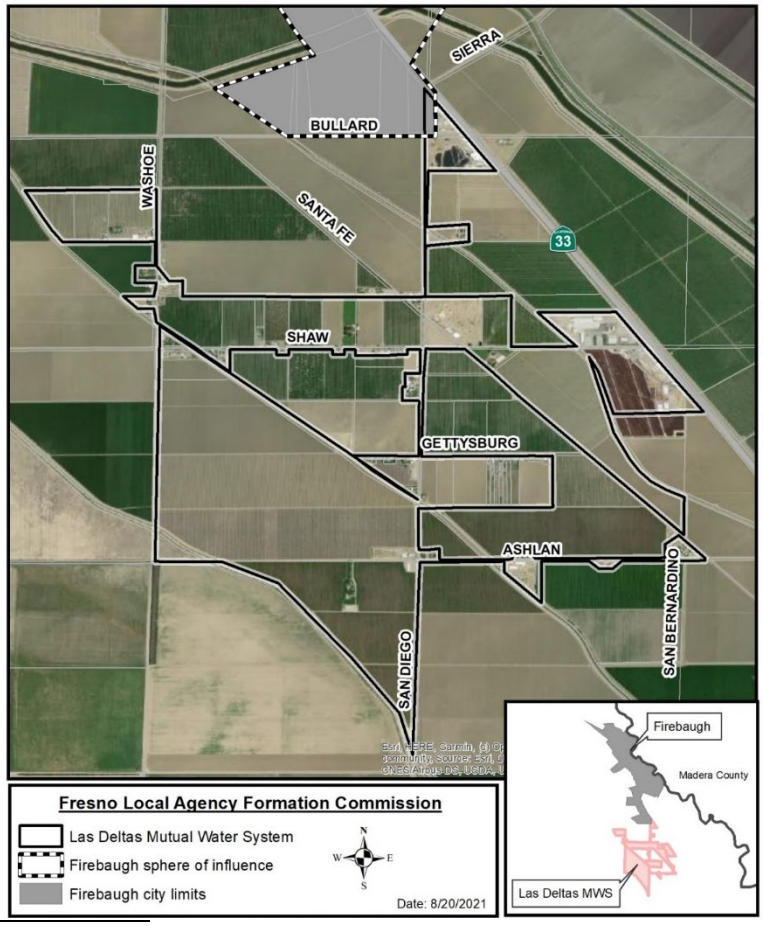
According to available information, a five-member board of directors oversees the operation of the Water Company. As of 2018, all five board member seats were reported vacant. At the time this MSR was prepared, the Water Company's board remained vacant.

A City-LDMWC water system connection point occurs at near the City's storage tank three located near State Route 33 and 12th Avenue alignment at the southwest side of the City. The City delivers treated water from the storage tank to a master meter. Water is then conveyed via a two-mile pipeline that extends through a field and then along the Washoe Avenue alignment to the Water Company's distribution system.

According to the SWRCB's 2018 inspection report, the Water Company's distribution system was installed in 1929. Majority of the distribution system consists of the original water lines which are believed to be made of asbestos concrete. [110]

Currently, the Water Company's water system consists of a series of pipelines ranging from four to six-inches, three 30,982-gallon above ground storage tanks, and the distribution system. The water system has 107 connections that serve a population of approximately 375 residents. The water system has 96 unmetered residential connections, 10 unmetered commercial connections, and one metered commercial connection. Figure 13-1 shows the Water Company's service area.

Figure 13-1. Las Deltas Mutual Water Company Service Area



[110] City of Firebaugh HUD Tank Project, Initial Environmental Study. Page 6.

According to the SWRCB's inspection reports, the Water Company's annual water production is 40.6 MG, its maximum month is 7.2 MG, and its daily production is 243 GPM. A summary of the Water Company's water production for years 2013 through 2016 is shown below, Table 13-3:

Table 13-3. Water Production Summary, Las Deltas Mutual Water Company[111]

Year	Population	Service Connections	Annual Production (MG)	Max Month (MG)	Max Day* (gpm)
2013	375	107	46.591	6.895	232
2014	375	107	43.962	5.818	195
2015	375	107	42.608	8.193	275
2016	375	107	40.614	7.241	243

*Calculated with a 1.5x peaking factor of the average day demand

According to State information, the LDMWC's distribution system is in poor condition primarily due to its age and lack of capital investment by the Water Company. In 2018, the water system experienced a main break leaving rate payers without water for an extended period of time.[112] On July 4, 2021, another water line broke within the water system. The City was made aware of the issue and sent maintenance crews to fix the water line.[113]

At the time this MSR was being prepared, the SWRCB was taking steps to identify a water system administrator because the Water Company has failed to meet minimum operation requirements and failed to provide adequate and reliable water supplies to its rate payers. At the present time, the City is not interested in becoming the administrator for a system that is beyond the City limits and SOI.

Since the State Water Division began tracking the Las Deltas Water System's compliance with the Safe Drinking Water Act in September 2007, five enforcement letters and two compliance orders have been issued to the Water Company. The enforcement letters are summarized on Table 13-4 below:

Table 13-4. Enforcement Actions for Las Deltas Mutual Water Company

Enforcement No.	Enforcement Type	Violation	Date Issued	Comment
03-23-09E-286	Enforcement Letter	Consumer Confidence Report	10/29/2009	Failure to complete the 2008 CCR
03-23-10E-096	Enforcement Letter	Operator Certification	7/26/2010	Failure to Maintain a certified operator
03-23-10E-135	Enforcement Letter	Annual Report	10/14/2010	Failure to complete the 2009 Annual Report
03-23-12O-005	Compliance Order	Waterworks Standards	4/6/2012	Failure to maintain system pressures
03-23-12E-066	Enforcement Letter	Total Coliform Rule	5/2/2012	Significant Rise in Coliform Count, Feb 2012
03-23-14E-002	Enforcement Letter	Total Coliform Rule	1/22/2014	Total Coliform M&R Violation, Oct 2013
03-23-17R-003	Compliance Order	S2DBPR	5/30/2017	TTHM MCL

[111] Las Deltas Mutual Water Co.-1000054, SWRCB Routine Sanitary Survey and Water System Inspection. February 14, 2018.
[112] SWRCB Letter, Notice-1st step one administrator process Las Delta Mutual Water System. Dated November 2, 2020.
[113] City of Firebaugh, July 19, 2021, City Council Minutes.

14. Public Transportation Services

The City does not directly provide public transportation services; however, the City is a member agency the Fresno County Rural Transit Agency ("FCRTA"). Through its membership, the FCRTA also provides funding for the Firebaugh Transit Program.[114]

The FCRTA is a Joint Powers Agency established in 1972 to implement public transit services within Fresno County. FCRTA is structured as a joint-powers authority, with representation from the cities and County. The governing board of the FCRTA consists of one Fresno County supervisor and a mayor or councilperson from each of the cities that are a part of the JPA. The County representative gets six votes; while city representatives get one vote each, for a total of 19 votes. The board appoints a general manager of the organization responsible to manage FCRTA's operation. Through 18 transit subsystems, FCRTA serves the rural transit needs throughout Fresno County, and also provides service to the adjacent Counties of Kings, Tulare, and Madera.

FCRTA's Inter-City Transit provides multiple scheduled round trips through Firebaugh, Mendota, and Kerman to the Fresno-Clovis metropolitan area. The FCRTA bus routes operate a scheduled route 247 days a year. The transportation service operates daily round trips, Monday through Friday between the hours of 7:45 am and 5:45pm, no service is provided on Saturdays, Sundays, or major holidays. The following sections summarize public transportation within Firebaugh.

Transit Routes

FCRTA operates 25 transit subsystems, 18 fixed routes, six days a week using a fleet inventory of 100 vehicles. There are two FCRTA transit routes that travel through City of Firebaugh. The two routes depart and drop off riders throughout stop on the City of Firebaugh. FCRTA's Inter-Transit Westside route connects Firebaugh residents to the neighboring communities and the greater Fresno County area.

Inter-City Transit Westside route

Westside Inter-City Transit makes one round trip in the morning and one round trip in the afternoon. Each round trip has three pick up locations that serve the residents of Firebaugh.

Firebaugh to Fresno

- Departures from the Firebaugh Senior Center occur at 7:00 a.m. and 1:30 p.m., departures from the Firebaugh Family Dollar store occur at 7:06 a.m. and 1:33 p.m., and departures from the Firebaugh Sunset Place occur at 7:08 a.m. and 1:38 p.m.

- Arrivals from Firebaugh to Fresno occur at two locations: the Fresno Courthouse Park at 8:11 a.m. and 2:36 p.m. and the Fresno Amtrak/Greyhound station at 8:15a.m. and 2:40 p.m.

- Departures from Fresno to Firebaugh are officed twice a day at two different locations: departure from the Amtrak/Greyhound station occur at 9:40 a.m. and 4:12 p.m., departure from the Courthouse Park at 9:45 a.m. and 4:19 p.m.

[114] Fresno County Rural Transit Agency, Inter-City Transit Firebaugh,

Fresno to Firebaugh

- Arrival from Fresno to Firebaugh occurs at three different locations: the Firebaugh Latino Market at 10:50 a.m. and 5:20 p.m., the Firebaugh supermarket at 10:54 a.m. and 5:24 p.m., and at the Firebaugh senior Center at 11:00 a.m. and 5:30 p.m.

Fixed route service fare for the public is $3.00 per one-way trip ($6.00 for round trip). Service is provided by two twenty-two passenger, wheelchair accessible, modified vans.

Firebaugh inter-City Transit

Firebaugh inter-city transit is operated by FCRTA and provides multiple scheduled round trip for inter-city service through Firebaugh. Inter-City in Firebaugh operates Monday-Friday from 6:45 a.m-5:30 p.m. and is demand responsive. FCRTA also provides a fixed route transit with route deviation from Firebaugh and Mendota Monday-Friday from 7:00 a.m. to 5:00 p.m. with ten round trips.

Public Transit Demand

Current ridership trend is based upon data provide by the FCRTA indicates that the demand for transit services remains constant and ridership is increasing. According to FCRTA's Short Range Transit Plan for the Rural Fresno County Area 2018-2022, in 2016 Firebaugh Transit's ridership increased 2,903 passengers, representing a 15.44% change from the previous Fiscal Year 2014-15.[115]

Based on the population growth rate identified by the City of Firebaugh General Plan, it is estimated that the population will increase ranging from 10,500 to 16,500 by 2030. It can be assumed that ridership will increase as well.

Infrastructure and Facilities

FCRTA is the agency responsible for providing metropolitan transit service for the City and for implementing short and long-range transit plans, makes recommendations, and addresses infrastructure needs; FCRTA's infrastructure investments are reflective of the decisions made by the JPA as a whole.

FCRTA presently operates 100 buses, 11 electric vans and buses, 45 CNG vehicles, 44 gasoline vehicles, a maintenance facility, and a transit center. FCRTA does not operate any diesel power vehicles. The FCRTA required approximately 4,000 gasoline gallon equivalent (GGE) of compressed natural gas per month to operate all routes.

FCRTA's maintenance facility, located at 1870 Dockery Selma, CA 93662 consists of 4,500 square feet and can accommodate up to 8-10 buses. The FCRTA is responsible for the day-to-day management of the Inter-City Transit Buses. FCRTA has 44 full-time equivalent (FTE) employees that range from the agency's administration to bus route drives. Some specified services are contracted out with private and public operators. FCRTA office is located within the Council of Fresno County Governments ("Fresno COG") office in Fresno. Fresno COG staff perform the planning and finance functions of the FCRTA.

[115] Short Range Transit Plan for the Rural Fresno County Area 2018-2022. https://www.fresno.gov/transportation/wp-content/uploads/sites/13/2019/03/2018-2022-Rural-SRTP-opt.pdf

In each of the local services, there is an administrative role played by a transit supervisor employed by the contracting transit provider. In general, a total of 43.6 FTE operating staff (both public and contract) are required to fully administer and operate the FCRTA systems.

FCRTA is in the process of investing in additional zero emission vehicles. All new buses have low floors, outfitted with ramps for easy access by passengers who use mobility devices, or have difficulty climbing stairs. All FCRTA buses have bike racks that can hold at least two bicycles at a time. Future bus procurements will include three position bike racks.

FCRTA is proposing some significant capital improvements over the next four years. The capital improvement program for 2018 through 2021 is projected to cost $800,000 to $1,200,000. Capital expenditures are concentrated in the following project areas: heavy duty 30-to-40-foot electric buses and 20-passenger compressed natural gas (CNG) powered buses.

Service Adequacy

According to FCRTA's Short Range Transit Plan for the Rural Fresno County Area 2018-2022, the average cost per passenger for all agencies was $3.81.

Operating cost per revenue hour measures how much cost is incurred per unit of service, which is an indicator of cost efficiency of services. By having knowledge of the cost structure on different routes, costs can be kept as low as possible while meeting safety and operating rules. Such measures also provide insights on the cost of providing service in areas, which are currently unserved or underserved.

The FCRTA recommends that service contracting with the CTSA has proven very successful and should continue. Westside Transit must be marketed effectively to attract the patrons that have previously requested the expanded service. Westside Transit may need to expand its services to facilitate additional inter-city connectivity to address pending transit service needs associated with the Mendota Prison. FCRTA staff continues to recommend implementation of the service ten (10) hours per service day from 6:45 a.m. to 5:45 p.m., with a mid-day lunch hour for the driver, Monday through Friday.

15. Shared Facilities, Opportunities for Shared Facilities

Future City growth may present additional opportunities for sharing of public facilities to offset costs, promote greater efficiencies, and improved economies of scale in provisions of municipal services.

As previously noted in this MSR, the City has numerous joint functions such as mutual aid/request agreements and share facilities with several local agencies located in the western region of County of Fresno. LAFCo notes that the geographic distance between Firebaugh and other neighboring agencies is large enough that identifying opportunities beyond than the existing shared facilities are limited. Nonetheless, if future shared facilities were to be sought after then the following local agencies listed below may provide potential opportunities to create additional share public facilities.

- **Camp 13 Drainage District**
  Formed in 2003 to enable landowners in the District to participate in the regional Grassland Bypass Project that is administered by the San Luis Delta Mendota Water Authority. The District

participates in addressing regional drainage and water quality concerns to protect, maintain and enhance the quality of its agricultural lands.[116]

- **Central California Irrigation District**
  Formed in 1954 to provide agricultural irrigation service to approximately 143,400 acres in west Fresno, Merced, and Stanislaus Counties. The District holds a Central Valley Water Project ("CVP") contract for 532,000 acre-feet, delivered through the Delta-Mendota Canal, United States Department of the Interior – Bureau of Reclamation. The District owns and operates approximately 250 miles of canals, 2,000 turnouts, four small regulating reservoirs, and 60 underground wells.[117] The County of Merced is the Principal County for the Central California Irrigation District.

- **County of Fresno**
  The County of Fresno provides countywide services including elections, voter registration, law enforcements, jails, vital records, property records, tax collection, public health and social services. In addition, the County serves as the local land use authority for all unincorporated areas located outside the City and within the Firebaugh SOI.

- **County of Fresno, Public Library**
  Operates a branch library within the City of Firebaugh and is part of the San Joaquin Valley Library System. The Firebaugh Branch Library is located at 1315 O Street, Firebaugh, California 93622.

- **Firebaugh Canal Water District**
  The Firebaugh Canal Water District was formed in 1988 to take over the responsibilities and assets of the former Firebaugh Canal Water Company which operated a system of irrigation canals in the Firebaugh vicinity since 1914.

  The District has responsibility to provide irrigation water to landowners within the District boundaries. The Firebaugh Canal Water District's service area encompasses approximately 22,229 acres west of City of Firebaugh and north of City of Mendota. The District obtains its surface water supply through a contract with the San Joaquin River Exchange Contractors Water Authority via the United States Bureau of Reclamation. The District's annual water supply under contract on non-critical calendar years is 85,000 acre-feet, while on critical calendar year is reduced to 58,000 acre-feet. The District's water supply is obtained via the Delta-Mendota Canal.

- **Firebaugh-Las Deltas Unified School District**
  FLDUSD is the local education provider in the larger Firebaugh area, it consists of five school campuses in configurations that include Pre-school to 3, 4th to 5th grade, 6th to 8th grade, and 9th through 12th grade. The FLDUSD also has Alternative Education site and an Adult Center.

- **Firebaugh Resource Conservation District**
  The Firebaugh Resource Conservation District was formed on April 8, 1952, as a Soil Conservation District to provide services related to soil conservation, land leveling, deep ripping, and drainage. The District's service area encompasses a total of 87,983 acres. The City of Firebaugh's west and south portions are identified in the Firebaugh Resource Conservation District. The Firebaugh

[116] Camp 13 Drainage District Municipal Service Review, Fresno LAFCo, 2007.
[117] Final Report. County of Merced, Agricultural Irrigation Service Providers MSR, October 23, 2008.

Resource Conservation District is in the process of reinstating programs after over a decade of inactivity. Firebaugh Resource Conservation District's current services consist of general administration, establishing soil and water conservation technical assistance programs, and developing subsurface drainage reduction measures.

- **Fresno County Fire Protection District**
  Formed in 1994, as the result of the consolidation of the Mid Valley Fire Protection and the Westside Fire Protection Districts. The District provides fire prevention and suppression, emergency medical response, search and rescue, and emergency dispatch services. It also conducts building permit and other inspections.

- **Fresno Westside Mosquito Abatement District**
  Formed in 1959, to provide mosquito and disease surveillance, mosquito suppression and control, mosquito source reduction and public education for abatement of mosquitoes and vector-borne disease. The District's service area encompasses approximately 820,186 acres and includes the northwestern portion of Fresno County. Majority of the land inside the District is unincorporated territory. The cities of Mendota and Firebaugh, a only portion of the City of San Joaquin are inside the District.

- **Lower San Joaquin Levee District**
  Formed in 1955 by a special act of the Legislature to operate, maintain and repair levees, bypasses and other facilities built in connection with the Lower San Joaquin River Flood Control Project. The District is an independent special district that is governed by a seven-member board of directors. The District's total service area encompasses approximately 300,000 acres in Fresno, Madera, and Merced Counties. Of the total District acreage, LAFCo estimates that approximately 60,160 acres are identified in Fresno County north, east, and south of the City of Firebaugh along the San Joaquin River. The County of Merced is the Principal County for the Lower San Joaquin Levee District.

- **Silver Creek Drainage District**
  Formed in 1982, the District has the authority to finance and design flood control facilities to prevent flood damage to agricultural land in areas south of City of Firebaugh and north of the City of Mendota. The District is regulated by the County Drainage District Act of 1903. The District's service area encompasses 49,782 acres. Land annexed either to City of Firebaugh or Mendota detached from the District. The District operates pursuant to the County Drainage District Act of 1903.

- **West Fresno County Red Scale Pest Control District**
  Formed in 1958, to implement control measures to assist growers with pest exclusion, eradication efforts, support, and the testing and mapping of citrus pests. The District includes most of Fresno County, and the District's service area encompasses approximately 3,443,930 acres. The District is regulated and operates pursuant to the Citrus Pest District Control Law (Food & Agriculture Code, Section 840).

16. Municipal Service Review Determinations

The LAFCo has prepared this MSR for the City of Firebaugh in accordance with Government Code section 56430. State law requires LAFCos to identify and evaluate public services provided by the City and possible changes to the City SOI. The following provides LAFCo's written statement of its determinations with respect to each of the following seven topics:

1) Growth and population projections for the affected area.

- The Firebaugh General Plan update was adopted by the City Council on January 11, 2010. The General Plan accounts for the City's growth using a 22-year planning horizon, through year 2030. The General Plan establishes its land use foundation through a vision that was created through cooperative efforts involving the City Council, Planning Commission, City staff, and the community.

- The General Plan considered three growth scenarios using Low, Medium, and High projections. According the General Plan's growth estimates the City has the potential to reach the following population numbers by 2030: 10,435 (Low); 11,795 (Medium); and 16,570 (High).

- As of May 1, 2021, the California Department of Finance estimates that Firebaugh has a population of approximately 8,126 people. The new population figure represents a 1.1% increase from Firebaugh's 2020 population of 8,035.

- LAFCo estimates that 193-acres of territory identified in the Firebaugh General Plan and Firebaugh SOI account for an existing neighborhood "Eastside Acres" in Madera County. Current State law prohibits a city from annexing land in more than one County. The City estimates that less than 100 people live in unincorporated portion of the Firebaugh SOI and that approximately 250 to 300 people reside within Eastside Acres Neighborhood.

- The General Plan acknowledged that City growth will require the conversion of existing agricultural lands to residential, commercial, and industrial development. The largest land use designations within city limits are medium density residential at 22%, followed heavy industrial 16%, and land assigned for public rights-of-way 20%.

- According to the Firebaugh 2008-2013 Housing Element, the City has the potential to add an estimated 380 dwelling units based on vacant and/or underutilized parcels within the years 2008-2013. The City of Firebaugh anticipates that the majority of residential development will occur on land currently within the Firebaugh SOI.

- According to City officials, there are 505 acres of vacant land within the City limits with approximately 3.8 of these acres containing approved land use entitlements while less than 502 acres have not expressed interest to the City to be improved.

- The City's proposed 141-acre SOI expansion requests LAFCo to consider the inclusion of 11 unincorporated parcels to the updated Firebaugh SOI. The City's General Plan Land Use Map designates six parcels (38 acres) as planned Heavy Industrial, two parcels (41 acres) are designated as planned Agriculture/Urban Reserve, and three parcels (64.5 acres) currently do not have assigned land uses by the City's General Plan.

- The three parcels that do not have designated urban land uses are: 007-091-38; 44; and 012-020-32. Two of the three parcels are substantially developed, and all three parcels are designated as Agriculture by the Fresno County General Plan and identified in Fresno County's Exclusive Agriculture (AE-20) zone district.

- The purpose of the proposed Firebaugh SOI update is to add land planned for heavy industrial uses and Agriculture/urban reserve. The proposed SOI update will facilitate a 41-acre annexation of an existing agricultural production processing facility (commercial cannabis) to operate inside the City of Firebaugh. Currently, County zoning ordinance prohibits commercial cannabis or marijuana related operations in the unincorporated areas of the County. The proposed annexation would allow the landowner to expand the operation and receive additional City services.

2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

- Government Code sec. 56033.5 defines a "Disadvantaged Unincorporated Community" as an inhabited territory, as defined by Government Code sec. 56046, or as determined by commission policy, that constitutes all or a portion of a "disadvantaged community" as defined by section 79505.5 of the California Water Code (WC).

- According to the 2012-2016 ACS five-year estimates, Firebaugh reported income levels are lower than that of the County. During 2012-2016, Firebaugh had a reported MHI average of $35,616, while Fresno County reported an MHI average of $53,969. During the same timeline, the Statewide MHI for California was $63,789.

- As of October 2021, LAFCo observed that locations located in the existing and proposed SOI update do not meet the DUC criteria as defined by Fresno LAFCo's Policy 106 and CKH.

3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

- The Firebaugh General Plan provides the vision and guidance for capital improvements and the development of city infrastructure; and it is used to create development impact fees and provides the basis for environmental analysis of the growth of the City.

- The City Council provides policy direction to the City Manager who works with the City's administration team and the citizens to implement the direction of the Council. The City Manager is assisted by the Executive Administration Team that consists of the seven departments that advise the City Manager on all projects, plans, service needs, and grant funding opportunities. The Executive Administration Team includes the Fire Chief, Police Chief, City Engineer, Finance Director, Senior Center Coordinator, Building Official, and Planning Consultant.

- The Public Works Department provides water, wastewater collection and treatment, storm water collection, and oversees solid waste services within the City. The Public Works Department also maintains City parks and open space area, street lighting system operating, city vehicles

maintenance, building/facilities maintenance, and street maintenance and repair. The Public Works Department consists of 11 full-time employees and one part-time employee.

- The City's Public Works Department, Water Division is responsible for the production, treatment, distribution, and management of the City's water supply. The Water Division manages the City's groundwater management programs, recycle water programs, city water contracts, joint power agreements, and master planning of the City's water infrastructure.

- The Firebaugh PWD has one Chief Plant Operator who is responsible to oversee the City's water distribution system and the wastewater treatment facilities.

- The City's water infrastructure consists of six operating groundwater wells, booster pumps, two treatment facilities, three water storage tanks, and approximately 35 miles of distribution pipelines ranging from four to twelve inches in diameter.

- The City's annual average water usage is 793 million gallons. This equates to 2.21 million gallons per day ("MGD") or 1,526 gallons per minute. Actual average use varies significantly from winter to summer, ranging from about 1.0 MGD in the winter to 4.7 MGD in the summer.

- The City's adjusted estimate for citywide domestic average water demand is 2.4 MGD while Tomatek's consumption is 2.3 MGD.

- The Water Division provides potable water to approximately 1,642 active service connections consisting of domestic, commercial, institutional, and industrial users. According to State information, the City has 1,483 connections that are equipped with water meters while 159 user connection are currently unmetered. City data shows that the TomaTek Production facility is the among the largest water users in the City.

- The City plans for its water supply through various master plan documents such as: the five-year Capital Improvement Program, Water Treatment Facility Operations Manual, the Citywide Water System Infrastructure Map, and the Firebaugh Water and Wastewater Rate Study.

- The City recognizes that water demand will increase by the implementation of the City's General Plan. The General Plan estimates that the City will reach a population of 11,735 people by 2030. The City estimates that the maximum water demand will increase to 6.5 MGD by 2030. In order to meet the demand, the City plans to make improvements to the existing system, such as installing new wells, new treatment facilities, and new distribution lines.

- The City's water system maintains three short-term water storage tanks that provide a total storage capacity of 4.1 MG. Each treatment site has a 1.8 MG welded steel storage tank used for water storage and disinfection contact time after treatment. An additional 500,000-gallon storage welded steel tank is located on the southwest side of the City. This tank provides distribution pressure to southwestern customers consisting of Tomatek and Las Deltas Mutual Water Company rate payers.

- The City of Firebaugh wholesales water to the Las Deltas Mutual Water Company ("LDMWC"), a private California corporation that operates a public water system outside the Firebaugh SOI. The

Water Company is a private corporation that operates under the California Secretary of State license number C0129713.

- The LDMWC is responsible to operate and manage California Water System No. 1000054. The SWRCB Division of Drinking Water regulates the Water Company's water system, water quality, and collects water reporting requirements under Water Supply Permit No. 03-23-11P-045 issued October 4, 2011.

- According to State information, the LDMWC water system has 96 unmetered residential connections, 10 unmetered commercial connections, and one metered commercial connection. The LDMWC's annual water production is 40.6 MG, its maximum month is 7.2 MG, and its daily production is 243 GPM.

- The City's Public Works Department, Wastewater Division manages collection, conveyance, treatment, and reclamation of wastewater generated by residential, commercial and industrial sewer customers. The City's sanitary sewer system consists of a network of underground sewer pipelines, lift stations, and necessary infrastructure connections to collect wastewater from its various sources and to convey it for treatment at the Wastewater Treatment Facility.

- The WWTF has a license capacity to treat municipal wastewater at a maximum daily flow of 1.5 million gallons per day ("MGD"). Currently, the WWTF discharges a monthly average flow of up to 1.1 MGD.

- The City's sanitary sewage collection system consists of a 31-mile network of underground sewer pipelines ranging from 4, 6, 8, 10, 12, and 18-inch in pipeline diameter. The City's sewage collection system includes ten pump stations and manholes. One pump station (SSPS 9) and force main is exclusively assigned to convey sewage from Tomatek and the Fresno Westside Mosquito Abatement District directly to the WWTF.

- The Tomatek wastewater facility primarily operates during the tomato harvest season from approximately July through October and produces various tomato products (i.e. bulk and consumer paste, diced product, and sauces). The City and TomaTek jointly operate a tomato waste treatment facility located at 2502 N Street in the City of Firebaugh under a separate State Issued Order.

- The Wastewater Division oversees and implements the City's Sanitary Sewer Collection System Master Plan ("SSCSMP"). With regard to the SSCSMP, the Public Works Department is responsible for routine inspections or the sewer system, reporting, and overseeing the development, implementation, and enforcement of the SSCSMP. In total the City has reported 19 SSO incidents since the inception of the California Integrated Water Quality System Project reporting program was created 2007.

- The City provides wastewater services to Eastside Acres through contract with Madera County via CSA No. 5. Wastewater service consists of a public collection system that collects and transports sewage from 85 units across the Fresno-Madera County line to the City's Wastewater Treatment Facility. The City maintains the sewer collection system and bills customers in the area.

- The Public Works Department works closely with the City Planner, City Engineer, and City Manager to pursue available transportation-related grants, whether they are administered through local or state agencies. The Public Works Department prioritizes projects that address street infrastructure and maintenance needs. The City Engineer collects roadway development impact fees and oversee the City's CIP projects and identifies funding resources.

- The City's storm water drainage system consists of approximately 242-storm drain inlets, 9.64 miles of storm drainpipes ranging from 6 to 36 inches in diameter that collect storm runoff water and discharges into six City ponding basins.

- The Public Works Department provides limited electrical repairs and maintenance of traffic signals and streetlights within the City. If traffic signals or streetlights are out, residents may call the Police Department's non-emergency number or contact Pacific Gas and Electric ("PG&E") to notify them of the light outages. City crews and PG&E respond to signal malfunctions 24 hours a day.

- The City contract its solid waste collections service with Mid Valley Disposal. Mid Valley Disposal provides residential solid, recycle, and green waste collection, and large commercial customer accounts with private vendors. The Public Works Department coordinates with Mid Valley Disposal for various annual community clean-up events such as the e-waste, old mattress, and tire collection clean-up days. For year 2020, the Mid-Valley Disposal collected a total of 9,903 tons of solid waste from commercial, residential, and roll off customers in Firebaugh.

- The Public Works Department is responsible for repairing and maintaining the City's public facilities, including roads, sidewalks, and public landscapes areas in the City. The Public Works Department also is responsible for ongoing traffic paint and signage maintenance, concrete maintenance, street lighting, median islands and buffers, street trees, and street sweeping.

- The Public Works Department maintains approximately 21 miles of streets: two miles are classified as arterial roads, and four miles are collector roads, 15 miles are residential/local roads, and 2.44 miles as alleys.

- The City operates a Basic Utility Municipal Airport. The Airport is open to the public and has one runway (Runway 12-30) that is 3,102-feet long and 60-feet wide. The Airport does not have an air traffic control tower or an onsite fuel station. At the time this MSR was prepare, the City did not have a Master Plan in place for the Airport. However, the City has an Airport Layout filed with the FAA and the Airport Land Use Commission of Fresno County.

- In 2012, the City received a $156,496 grant to improve the Airport's taxiway and tie-down pavement. In 2020, the City received a $20,000 CARES grant for its Airport. The City recently completed reconstruction of the aircraft parking apron.

- The City maintains approximately 45 acres of park space distributed among four park sites within the City limits. The City also has a Senior Center and approximately ¾ miles of public trails that generally follow the San Joaquin River.

- The City's General Plan established a desired parkland standard to provide five acres of parkland per 1,000 residents. Based on DOF's recent estimates, the City has a population of 8,126 residents. The City has four designated parks that provide approximately 45 acres of recreational and open space for residents and neighboring communities. Based on these figures, the City's current parkland to resident ratio is 5.54 acres per 1,000 residents.

- The Firebaugh Fire Department is staffed by one paid fire chief and 22 trained volunteer firefighters that are members of the Volunteer Firefighter Association of Firebaugh. The Firebaugh Fire Department provides fire protection and emergency response to approximately 9,400 residents in a service area consisting of the city limits and additional territory served by the mutual aid agreement with Fresno County Fire Protection District, Madera County Fire Department, and CAL Fire.

- In 2020, the Firebaugh Fire Department responded to a total of 781 emergency incidents. Of which 503 calls were emergency medical services, 79 were call for motor vehicle accidents, 105 were call for fire response, 20 were false alarms, and 74 calls were for emergencies under the other category. According to the Fire Chief, typical response time is four to five minutes once notified of the event to arrival at the scene of the incident.

- The City's Insurance Service Office ("ISO") rating has not changed in over 20 years. The City of Firebaugh has an ISO class rating of "Class 5" for the urban areas while for the rural areas around the City of Firebaugh are rated "Class 9."

- In 2021, the Firebaugh Fire Department broke ground on a new 6,000 square feet fire station that will be located at 1315 "O" Street in Firebaugh. The new fire station is expected to support the increase demand for fire service in the City and is expected to be complete by Spring 2022.

- The Firebaugh Police Department is responsible for public safety and law enforcement within the City limits. The Firebaugh Police Department is staffed by 12 full-time equivalent authorized sworn personnel, five non-sworn positions, two part-time non-sworn positions, and nine sworn reserve officers. Reserve police officers are required to volunteer a total of 16 hours per month and help with code enforcement and community service.

- The Firebaugh Police Department operates out of headquarters shared with the Firebaugh Fire Department located at 1575 11 Street in Firebaugh. The Police Department's headquarters is equipped with office space, a training room, a lunchroom, and a temporary holding facility. A new Police Department headquarters will replace the old headquarters scheduled for late 2022. The new headquarters will be at 1325 O Street, the former State Courthouse.

- The Firebaugh Police Department's response times are dependent on a variety of factors including the agency's staffing level and size of the jurisdiction served. In 2020, Firebaugh Police Department on average responded to Priority 1 incidents within 3 minutes. The Firebaugh Police Department has a stated standard response time of two to ten minutes.

4) Financial ability of agencies to provide services.

- The Firebaugh Municipal Code directs the City Manager to prepare a balanced budget and proposed salary plan, outlining anticipated revenues and expenditures for the upcoming fiscal

year and submit these to the City Council. The Firebaugh Municipal Code requires that the City Council adopt a balanced budget no later than June 30th of each year to assure the continuity of government services.

- Once adopted, the Firebaugh Finance Director obtains the legal authority to allocate public tax dollars and user rate revenues for specific purposes. The Firebaugh Finance Department staff enter all new appropriations into the financial system by July 1st the first day of the new fiscal year. Any budget changes that adjust increase or decrease approved expenditures between various accounts require consideration by City Council action. All appropriations lapse at the end of each fiscal year on June 30th.

- The Firebaugh General Plan establishes the foundation for most of the Council's budgeting decisions in terms of capital facilities, staffing, programs, utility infrastructure, and levels of service. Firebaugh's budget and financial statements are prepared in accordance with generally accepted accounting principles.

- The City maintains 42 individual funds that fund City services and activities. The City's budget provides funding for six major departments: Administration, City Clerk, Finance, Police, Planning, Building, and Code Enforcement, and Public Works. Each departments' budget consists of three main categories: anticipated revenues, anticipated personnel cost, and department operation and maintenance expenditures.

- The City has established fiscal policies that governs its financial administration. The City's financial policies are designated to protect the City's assets, provide stability in its funding base, and ensure that adequate funding resources are secured for upcoming year.

- For FY 2020-21, Firebaugh's adopted budget totaled to $24.22 million. For the same year, total expenditures amounted to $24.18 million. For FY 2021-22, Firebaugh's adopted budget totaled to $25.44 million. For the same year, total expenditures amounted to $24.54 million. For the past years, the City's adopted budgets projected that anticipated expenditures would be balanced by anticipated revenues.

- For FY 2021-2022, approximately 78 percent of Firebaugh's General Fund revenues were tax-based. Additional general fund revenues are retained from the following items: business licenses, police fines, police dispatch and services, miscellaneous, and fire aid.

- The City receives a substantial amount of restricted revenues such as state gasoline taxes for road infrastructure maintenance purposes, capital grants, and other grants revenues. Enterprise activities such as water, wastewater, and solid waste disposal services receives majority of their revenues from charges for services.

- Primary General Fund expenditures consist of employee expenses inclusive of salaries, benefits and retirement contributions, operations and maintenance expenditures, pension obligation bonds and interdepartmental charges.

- Firebaugh's budget identifies expenditures in two categories: 1) salaries and 2) expenses. Total City expenditures consist of the sum of both categories. For FY 2020-2021, the City's budgeted

salary expenses totaled $3,628,827 and the City's expenses totaled $20,554,777. For FY 2020-2021, the City's total budgeted expenses totaled $24,183,604. The City's budget anticipated a surplus of approximately $42,889.

- The Firebaugh Police Department is the largest department in the City, which consists of 60% percent of all City employees. The Firebaugh Public Works Department is the second largest (26%), while Administration is the third largest department (6%) in the City of Firebaugh.

- For FY 2020-2021, the City's top three departments with the highest General Fund expenditure allocations were: Police Department ($2,072,011), Administration ($242,775), and Fire ($131,341). For FY 2021-2022, the City's top three departments with the highest General Fund expenditure allocations were: Police Department ($2,181,756), Administration ($251,992), and Plan and Zoning ($205,087).

- The City maintains a five-year Capital Improvement Plan ("CIP") for year 2015 through 2020. The five-year CIP is reviewed annually during the budget process and it is intended to provide the City Council and the community a comprehensive overview of various capital improvements needed in the following areas: water infrastructure, sewer projects, storm drainage, street and sidewalks, parks, and the municipal airport. The Firebaugh CIP has identified over $31.2 million of capital improvement projects for the five-year period of 2015 through 2020.

- According to the City's Audited financial statements, at the end of Fiscal Year 2019-2020 the City's net position of its government activities amounted to $7,476,544 while the City's Business-Type Activities amounted to $11,226,943. In total, the City's total of all governmental activities amounted to $18,703,487 by the end of June 30, 2020.

- The City participates, and responds to, in regular bond monitoring activities conducted by Standard & Poor's. The City receives an updated bond rating when a new bond is issued or as a part of annual reviews of the City's debt portfolio and financial position by ratings agencies. As of 2021, the City's ratings for the Bonds were as follows: Insured Rating: Standard & Poor's: "A+" and Underlying Standard & Poor's: "A+."

- The City has incurred a number of various long-term bond debt and loan obligations over the years for various purposes. As of 2021, there are five water and wastewater revenue bonds and five individual governmental activity loans that are backed by various funds that serve as the primary repayment sources. As of June 30, 2020, the City's total debt balance amounted to $20,680,146. Of the total debt balance, approximately $13,810,729 (or 67%) is associated with enterprise funds for example water and wastewater bonds. The remining 33% of the City's total debt is associated with governmental activities.

- The City participates in the CalPERS retirement system for its employees. As of June 30, 2020, the City has 36 employees that participate in CalPERS. According the Auditor's report, the City reported a net pension liability balance of approximately $3,496,407 as of June 30, 2020.

- The City also provides Post-Employment Health Care Benefits (medical coverage) through CalPERS as permitted under the Public Employees Medical and Hospital Care Act ("PEMHCA"). As a PEMHCA employer, the City is obligated to contribute toward the cost of retiree medical coverage

for the retiree's lifetime or until coverage is discontinued. According the auditor's report, the City reported a net OPEB liability balance of approximately $4,569,422 as of June 30, 2020.

- The City regularly pursues available local, state, and federal grant funding for first-time home buyers, community improvements, and transportation-related grants. In 2020, the City was able to leverage over $1.2 million in governmental activity operating grants and contribution and an additional $648,513 for governmental activity capital grants to financially assist the community.

- In 2020, the City received a $20,000 grant from the Corona Aid Relief and Economic Security ("CARES") Act.

- The City Council has a policy to maintain a minimum level of cash on hand, equivalent to 60 days operating expenditures, in the City's General Fund Reserve fund. The main objective of establishing and maintaining a Fund Balance Policy is for the City to be in a better position to address unanticipated expenses and weather potential negative economic trends. As of November 2019, the City estimates that is has approximately $3.9 million its 2020 General Fund Reserves account.

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

- Firebaugh has numerous joint functions such as mutual aid/request agreements and share facilities with several local agencies located in the western region of County of Fresno. The geographic distance between Firebaugh and other neighboring agencies is large enough that identifying opportunities beyond than the existing shared facilities are limited.

- In 2017, Firebaugh City Council formed the Firebaugh Groundwater Sustainability Agency ("Firebaugh GSA") pursuant to California's Sustainable Groundwater Management Act of 2014 ("SGMA"). The Firebaugh GSA was formed to implement SGMA and to facilitate collaboration between local agencies and groundwater users to come up with useful strategies to implement the SGMA in the portion of the City that overlies the Delta-Mendota Subbasin. Opportunities for shared facilities may arise with other local GSAs to sustainably manage portions of the subbasin that fall outside of the City's jurisdiction.

- The City is a member agency the Fresno County Rural Transit Agency. Through its membership, the Fresno County Rural Transit Agency provides funding for the Firebaugh Transit Program.

- The Firebaugh Police Department maintains automatic and mutual aid agreements for policing services with the Fresno County Sheriff's Office and the California Highway Patrol. Separate partnerships for collaboration or assistance also exist with the City of Mendota Police Department and the Firebaugh-Las Deltas Unified School District.

- The Firebaugh Volunteer Fire Department maintains mutual aid agreements with Fresno County Fire Protection District, Madera County Fire Department, and CalFire. These mutual aid agreements enable the fire agencies to continually meet industry best practices established by the National Fire Protection Association.

- The City provides sewer service through contract with Madera County Service Area No. 5, Eastside Acres.

- The City provides wholesale water through contract with Las Deltas Mutual Water Company, a private California corporation that operates a public water system outside the Firebaugh SOI.

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

- Firebaugh is a general law city with a "council-manager" form of government. The City is governed by a five-member council, elected at-large and accountable to the residents of the City. Council members receive a monthly base salary of $300 per month for their meeting attendance.

- The City Council appoints a city manager who is responsible to oversee the daily operations of the City. The Council works closely with the City Manager, various citizen advisory commissions and committees, and solicits public comments from its residents to make decisions and recommendations to City Council on behalf of its citizens.

- The Firebaugh City Council carries out its responsibilities through the implementation of the Firebaugh General Plan, Firebaugh Municipal Code, and other state and federal laws.

- The City Council has seven advisory boards that provide citizens an opportunity to serve and get involved with local governance. The seven advisory boards are: Firebaugh Planning and Zoning Commission, Parks and Recreation Board, Airport Advisory Board, Historic Preservation, Community Health Center Advisory Commission, Disaster Council, and former Oversight Board.

- The City Council meets the first and third Monday of each month at 6 p.m. at the Andrew Firebaugh Community Center at 1655 13th Street in Firebaugh. Meetings are noticed consistent with Brown Act requirements, which include posting meeting information in public places 72 hours prior to each scheduled meeting. Special council meetings are held on an as-necessary bases to address imminent or pending issues facing the City.

- Copies of the Council meeting agendas and related staff reports are posted on the City's website (https://firebaugh.org/meetingsagendas/). The City's website provides City Council and Planning Commission meeting agendas, minutes, and supplemental information dating from 2014 up to current date.

- The City Council is regularly informed by each department on a quarterly basis on existing service levels, service demands, and future service needs, and during the development of each annual budget. Each City department maintains performance reports, end-of-year assessments, service strategic plans, or five-year service plans.

- The City delivers municipal services with a combination of staff, contracts with other agencies, and contracts with consultants and/or private contractors. The City currently employs a total of 47 full-time equivalent personnel assigned to the various City departments.

- Full-time City employees are evaluated at a minimum of one time per year by their Department Manager after completion of the probationary period. New classified employees are evaluated during the probationary period which is typically within six months of their date of hire.

- Under City Policy, each full-time employee is required to participate in ongoing training and education at a minimum of one training course every four months to stay current with industry trends. Mandatory training topics for certain employees include anti-harassment and anti-discrimination, ethics, and sexual harassment. The Human Resources Division also offers optional training and workshops covering topics such as customer service, leadership development, work/life balance, basic fundamentals, and legal topics.

- City service requests, comments, questions, and complaints may be submitted through phone calls, email, letters, and in-person to the City Manager, City Council, or department heads. The City's website provides contact information for each major department.

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

- Build out of the City's heavy industrial planned area along North Washoe Avenue has the potential to increase traffic flows along the unincorporated portions of Washoe Avenue, Nees Avenue, and Bullard Avenue. Being that Nees and Bullard Avenues provide primary access to the incorporated areas along Washoe Avenue, gradual City development in this area has the potential to increase vehicle trips that may impact the unincorporated roadway system.

- LAFCO has reviewed its local policies and there are no other pertinent matters.

17. Sphere of Influence Update Determinations

LAFCo has prepared this MSR consistent with GC sec. 56430 in order to update the Firebaugh SOI in accordance with GC sec. 56425. The purpose of the service review is to get a "big picture" of the public services provided by a local agency, determine service needs, and make recommendations in order to promote the orderly development of local agencies.

The MSR was prepared in conjunction with the City's application (LAFCo file No. USOI-204) to LAFCo requesting the Commission to expand the Firebaugh SOI and add approximately 141 acres of territory generally west of Washoe Avenue to the updated Firebaugh SOI. The proposed SOI update consists of 11 unincorporated parcels that represents a four percent (4%) growth change to the Firebaugh SOI. Majority of the land in the affected territory will continue to operate as agricultural related uses and/or rural residential within the updated Firebaugh SOI. The SOI update would add new territory that is planned for heavy industrial and agriculture/urban reserve uses by the Firebaugh General Plan.

Additionally, the SOI update will facilitate a subsequent 41-acre annexation of an existing agricultural production processing facility (commercial cannabis) to operate inside the City of Firebaugh. Currently, County zoning ordinance prohibits commercial cannabis or marijuana related operations in the unincorporated areas of the County. The proposed annexation would allow the landowner to expand the operation and receive additional City services. The City informed LAFCo that the remaining 100-acres of the affected territory will remain unincorporated for the time being. At the time this MSR was prepare, the City informed LAFCo that the City is not aware of any additional landowners beyond the current and proposed Firebaugh SOI that have expressed interested in developing their land for urban uses. None of the parcels within the proposed 141-acre Firebaugh SOI update are under a Williamson Act contract.

In summary, the service review found that the City is efficiently providing its various municipal services within its corporate boundaries, and has adequate capacity, phased infrastructure improvement programs, and adequate planning efforts by type of service to promote additional industrial and agriculture related operations within the proposed Firebaugh SOI update.

LAFCo staff reviewed the proposed Firebaugh SOI update in light of the data collected during the MSR process, as well as from teleconference meetings with City representatives, the 2030 Firebaugh General Plan, the Firebaugh General Plan certified Final Environmental Impact Report (SCH No. 2010031106), Firebaugh Initial Study / Negative Declaration (SCH# 2021020419), Firebaugh General Plan Amendment Application 2021-1, the Firebaugh Sphere of Influence Amendment / Reorganization 2021-01 applications to LAFCo, and the approved 2021 County-City Memorandum of Understanding regarding standards for annexation and development in order to provide the Commission a sound SOI update recommendation for its consideration.

Sphere of Influence Determinations

Based on the information and analysis in the MSR, this section of the report fulfills the requirements of Government Code section 56425 and allows LAFCo to update the Firebaugh SOI consistent with the written determinations for the City of Firebaugh. In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following pursuant to Government Code Section 56425 (e):

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

- The City of Firebaugh adopts and maintains a General Plan. The 2030 Firebaugh General Plan establishes its land use foundation through a vision statement that captures the City pledge to its residents. The General Plan creates policies and provides for the general distribution, location, and extent of present and future land uses that guide land use decisions that shape development of the City through year 2030.

- Land uses immediately surrounding the Firebaugh city limits are predominantly in active agricultural operations. As of 2021 LAFCo estimates that there are 235 acres of land under Ag Preservation contracts in the City limits, while 534 acres of land currently outside the City limits and within the LAFCo adopted Firebaugh SOI, see Figure 4-2. Of the total 534 acres under Ag Preservation contracts, the City is not aware of any landowners interested in developing their land for urban use.

- The purpose of the proposed 141-acre Firebaugh SOI update is to add land planned for heavy industrial uses and Agriculture/urban reserve. The proposed SOI update will facilitate a 41-acre annexation of an existing agricultural production processing facility (commercial cannabis) to operate inside the City of Firebaugh. Currently, County zoning ordinance prohibits commercial cannabis or marijuana related operations in the unincorporated areas of the County. The proposed annexation would allow the landowner to expand the operation and receive additional City services.

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

- The City of Firebaugh provides a wide array of municipal services within its corporate limits. Extension of infrastructure and municipal resources would be necessary to accommodate future urban development within the Firebaugh SOI update. The City implements its General Plan, as identified in the MSR, and City staff regularly identifies community service needs in its annual budget and five-year budget projections.

- The City of Firebaugh has established development impact fees, and developer-required mitigation in the form of infrastructure improvements required from new projects and similar programs to monitor existing and future public service needs. Development within the Firebaugh SOI is required to extend physical infrastructure to individual sites and pay pro-rata fees for other City services as a condition of project approval to annex into the City. The physical infrastructure is generally available adjoining the City limits.

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

- The City demonstrates that it has adequate capacity to provide the necessary municipal services, as identified in the MSR, to its constituency within its existing incorporated boundaries. The City of Firebaugh regularly review its service levels, and updates its regulatory service permits, and City officials monitor each department performance within the City.

4. **The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.**
   - During the MSR update, LAFCo comprehensively assessed the Firebaugh SOI in light of the proposed Firebaugh SOI update. Two social or economic community of interest in the area that may be relevant to Firebaugh are Eastside Acres and Las Deltas. Currently, the City provides fire protection and wastewater services to Eastside Acres through contract with Madera County Service Area No. 5. The City wholesales water to the Las Deltas Mutual Water Company a private company that served the unincorporated community of Las Deltas. Currently, the two communities cannot be annexed into the City, however they can be considered relevant to the City of Firebaugh. No other social or economic communities have identified by LAFCo.

5. **For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.**
   - As of October 2021, LAFCo observed that locations located in the existing and proposed SOI update do not meet the DUC criteria as defined by Fresno LAFCo's Policy 106 and CKH.

18. Recommendations

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

1. Receive this report and any public testimony regarding the proposed Municipal Service Review and proposed sphere of influence update.

2. Find that the Municipal Service Review is exempt from the California Environmental Quality Act pursuant to CEQA Guidelines section 15306 (Information Collection).

3. Approve the recommended Municipal Service Review determinations, together with any changes deemed appropriate.

4. Approve the recommended sphere of influence update determinations, together with any changes deemed appropriate.

5. Find that as a Responsible Agency, Fresno LAFCo considered the certified Firebaugh 2030 General Plan Update EIR (SCH No. 2010031106) for its review and update of the Firebaugh SOI update, and LAFCo anticipates that future urban development within the affected area would be developed as contemplated in the City's certified General Plan Update EIR.

6. Find that as a Responsible Agency, Fresno LAFCo reviewed and considered the subsequent Initial Study and Negative Declaration (Fresno County Clerk No. E202110000091 /SCH No. 2021020419) prepared by the City of Firebaugh, Lead Agency, for its review and update of the proposed 141-acre Firebaugh SOI expansion that will add 11 unincorporated parcels to the Firebaugh SOI update.

7. Determine that the proposed Firebaugh SOI update is consistent with the 2030 Firebaugh General Plan, and that the Initial Study and Negative Declaration (Fresno County Clerk No. E202110000091 /SCH No. 2021020419) has been adequately considered for the proposed Firebaugh SOI expansion.

8. Revise the Firebaugh SOI to include 141 acres of territory consisting of 11 unincorporated parcels generally located along Washoe Avenue and south of Nees Avenue, see Figure 3 of the MSR.

9. Recommendations to the City of Firebaugh:
    a. That the City Manager's office work with the City Council to determine a minimum number of annual meetings for the following boards: Firebaugh Parks and Recreation, Firebaugh Airport Advisory, Firebaugh Historic Preservation, and Firebaugh Disaster Council. (Governance and Accountability - Commissions, Boards, and Committees)

    b. That the City continue to monitor and explore solutions to account for emerging rate increases to its CalPERs pension liability. (Agency Finances, Pension and Other Long-Term Liabilities)

c. That the City continue to pursue funding sources for preventative maintenance projects that assist the City avoid emergency repairs for its infrastructure. (Agency Finances, Cost Savings Opportunities)

d. That the City Council, Airport Advisory Board, and City Manager's Office evaluate whether there is a community need to establish a Master Plan for the Firebaugh Municipal Airport. (Municipal Airport Facility, Planned studies and Capital Improvements)

e. That the City and County convene and address foreseeable on-going maintenance cost for the segment of Washoe Avenue between Nees Avenue and Bullard Avenue. (Circulation and Street Maintenance Services, Challenges)

f. That the City establish a work program to meet with landowners outside of the City limits and within the Firebaugh SOI to strategically plan and identify owners of land interested in annexing to the City in the near future. (Growth and Population Projections and Agriculture Preservation)

g. That the City study and designate planned land uses consistent with the 2030 General Plan for the following unincorporated parcels: 007-091-38; 44; and 012-020-32. (Growth and Population Projections, Firebaugh SOI Update)

h. That the City of Firebaugh consider an SOI update application to LAFCo to include the remaining 112 acres of its 2030 General Plan's Planning Area situated along Washoe Avenue and north of the Delta-Mendota Canal to the Firebaugh SOI. (Growth and Population Projections, Future Firebaugh SOI Updates)

19. Acknowledgements

This Municipal Service Review and sphere of influence update was prepared by Fresno LAFCo. Supporting documentation was made available through the effective partnership with the City of Firebaugh, Firebaugh's consulting team members at QK Inc., Gouveia Engineering Inc., and Collins and Schoettler Planning Consultants, and the staff at the State Water Resources Control Board Division of Drinking Water–Fresno District Office, and the California Regional Water Quality Control Board–Central Valley Region for providing information, supporting documents, and their valuable assistance in the development of this MSR update for the City of Firebaugh.

Available Documentation – documents used for the preparation of this report consist of public records and are available at the Fresno Local Agency Formation Commission Office located at:

Fresno Local Agency Formation Commission
2607 Fresno Street, Suite B
Fresno, California 93721

The Municipal Service Review is available on Fresno LAFCo's website:
http://www.fresnolafco.org/MSR.asp

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