

# **CITY OF HURON**

## **MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

Report to the  
Fresno Local Agency Formation Commission

MSR-19-05 / SOI-191

Prepared with the assistance of  
The City of Huron  
and  
AM Consulting Engineers

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**Adopted:**  
**September 11, 2019**

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# Profile: City of Huron

## Contact Information

**City Manager:** Jack Castro, City Manager  
**Postal Office:** P.O Box 339  
**City hall address:** 36311 South Lassen Avenue  
Huron, CA 93234  
**Phone:** (559) 945-2241  
**Office hours:** 8:00 a.m. to 5:00 p.m. Monday – Friday  
**Website:** <http://cityofhuron.com/>

## Management Information

**Incorporation date:** May 3, 1951  
**Enabling Act:** Government Code Title 4 (Government of Cities)  
**Organize As:** General Law City

**Governing body:** Mayor and four City Council Members elected at-large; Mayor has a 2-year term and Council Members have staggered four-year terms

**Elections:** Elections Code sec. 10100 *et seq.* (General Provisions)

Council members:	First elected to office	Current term period
Rey León, Mayor	March 2016	March 2016 to 2020
Daniel Tamayo, Jr. Mayor Pro Tem	March 2001	March 2018 to 2022
Hilda R. Plasencia	March 2001	March 2016 to 2020
Roberto C. Pimentel	March 1999	March 2018 to 2022
Jorge Solorio	March 2017	March 2018 to 2022

**City Council meetings:** Held on the first and third Wednesday of each month, 6:00 p.m. at Huron City Hall

**Staffing:** 21 Full-time employees

## Service Information

**Population served:** 7,308  
**Incorporated limits:** 1,041 acres  
**Sphere of influence:** 1,170 acres  
**Proposal:** add 211 acres into the City's SOI (see Figure 2)

## Fiscal Information

**Budget:** \$6.37 million (FY17-18)

## Administrative Policies

**Policies/Procedures:** Yes                      **General Plan:** 2005 Huron General Plan  
**Huron Municipal Code:** [https://library.municode.com/ca/huron/codes/code\\_of\\_ordinances](https://library.municode.com/ca/huron/codes/code_of_ordinances)  
**Previous SOI update:** 2013                      **Vision Statement:** Yes

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## **PREFACE**

This Municipal Services Review ("MSR") is prepared by the Fresno Local Agency Formation Commission ("LAFCo") to examine the municipal services provided by the City of Huron.

This MSR examines the following items and city services:

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

## **CREDITS**

The City provided a substantial portion of the information included in this document, including budgets, financial statements, various plans, and assisted LAFCo staff to complete the MSR worksheet. Fresno LAFCo extends its appreciation to those individuals at the City of Huron, AM Consulting Engineers, State Water Resources Control Board Division of Drinking Water – Fresno District Office, California Regional Water Quality Control Board - Central Valley Region, United States Department of the Interior – Bureau of Reclamation, and Westlands Water District for providing information, supporting documents, and their valuable assistance in the development of this MSR update.

Figure 1 – Huron city limits and sphere of influence

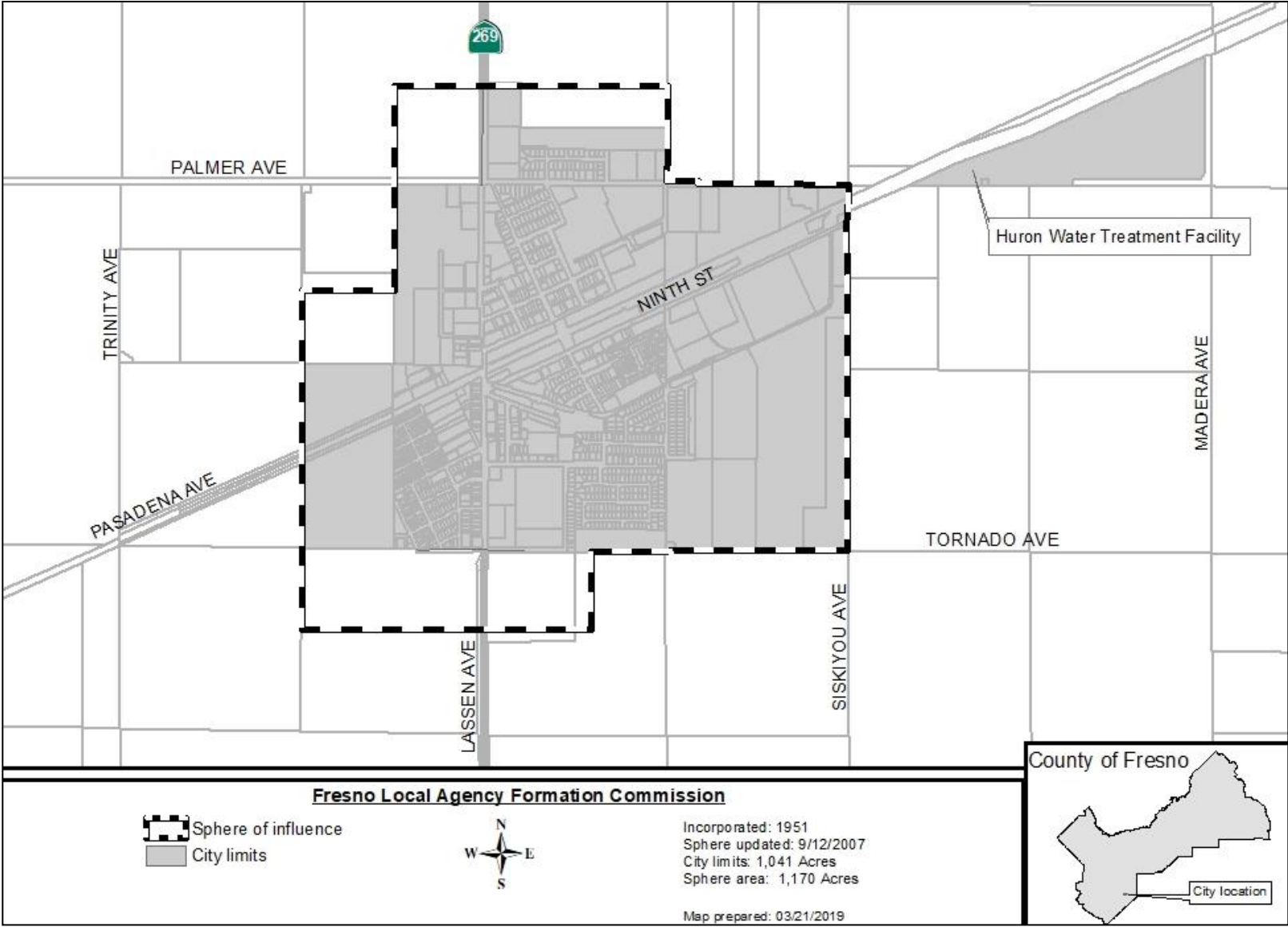
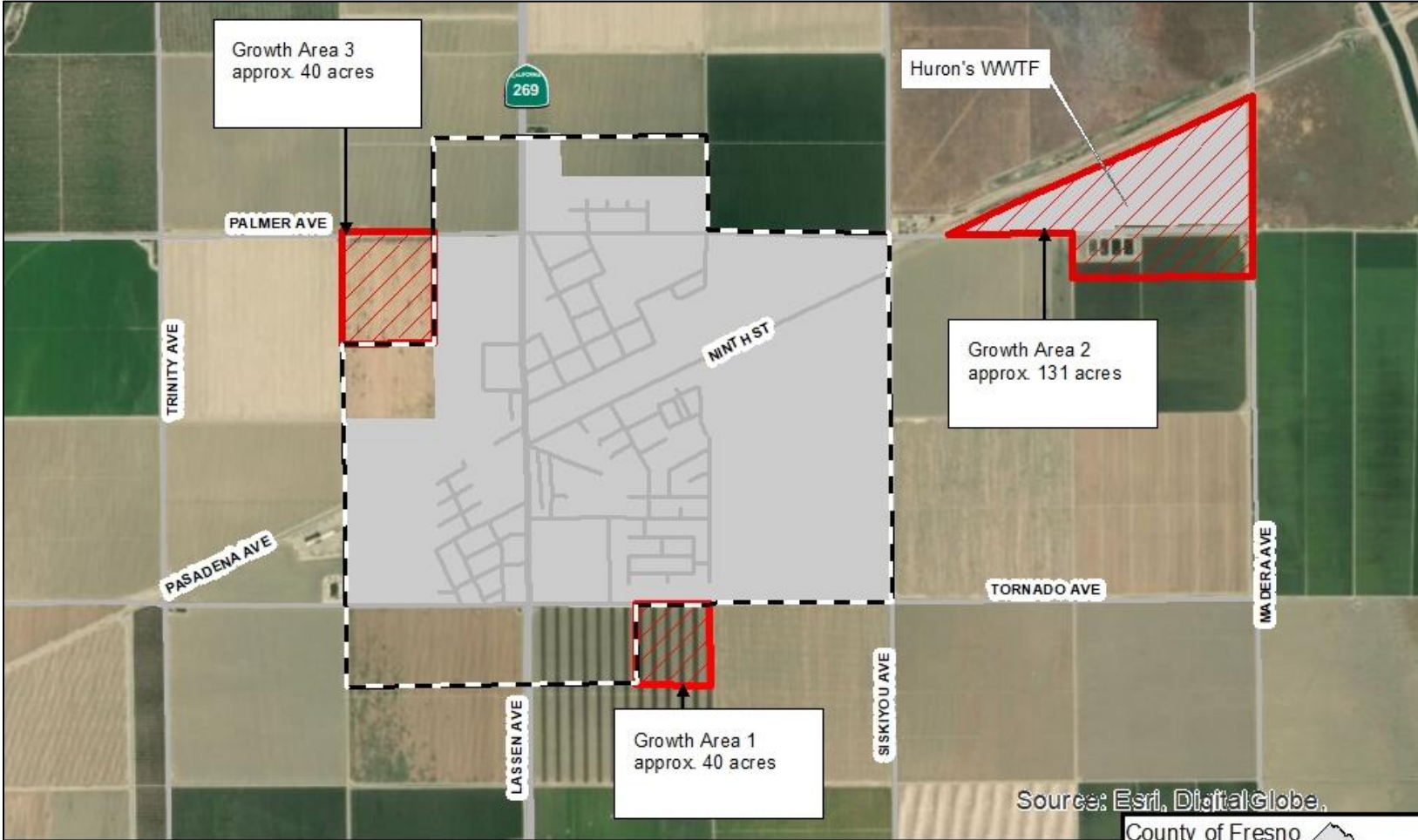





Figure 2 – Proposed Huron sphere of influence update



Source: Esri, DigitalGlobe,

County of Fresno

**Fresno Local Agency Formation Commission**

-  Sphere of influence
-  City limits
-  Proposed sphere revision



Sphere updated: 7/17/2013  
 City limits: 1,041 acres  
 Sphere area: 1,170 acres  
 Proposed SOI Expansion: 211 acres

Map prepared: 07/01/2019



Figure 3 – Huron’s 2005 General Plan, Land Use Diagram

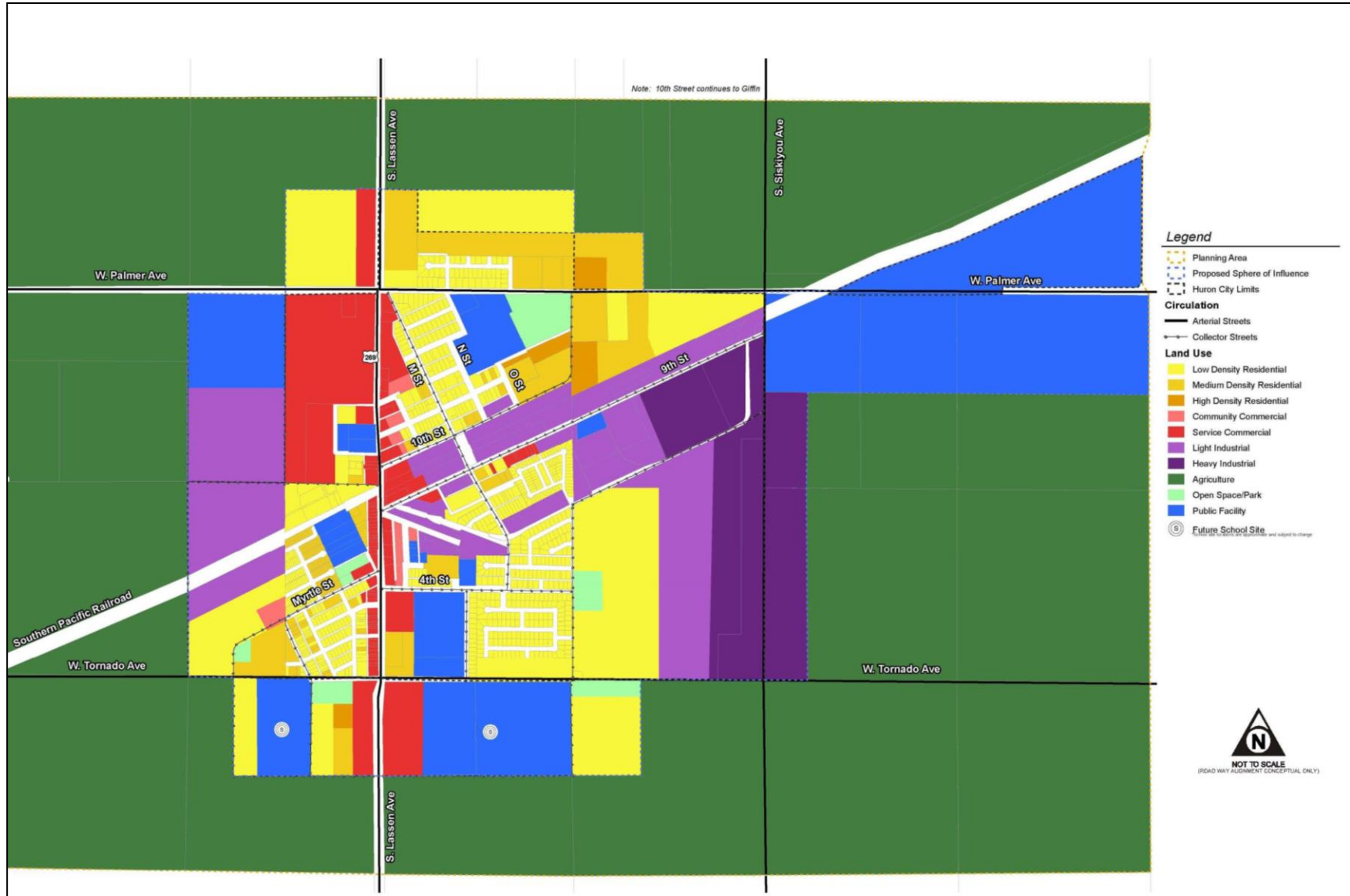
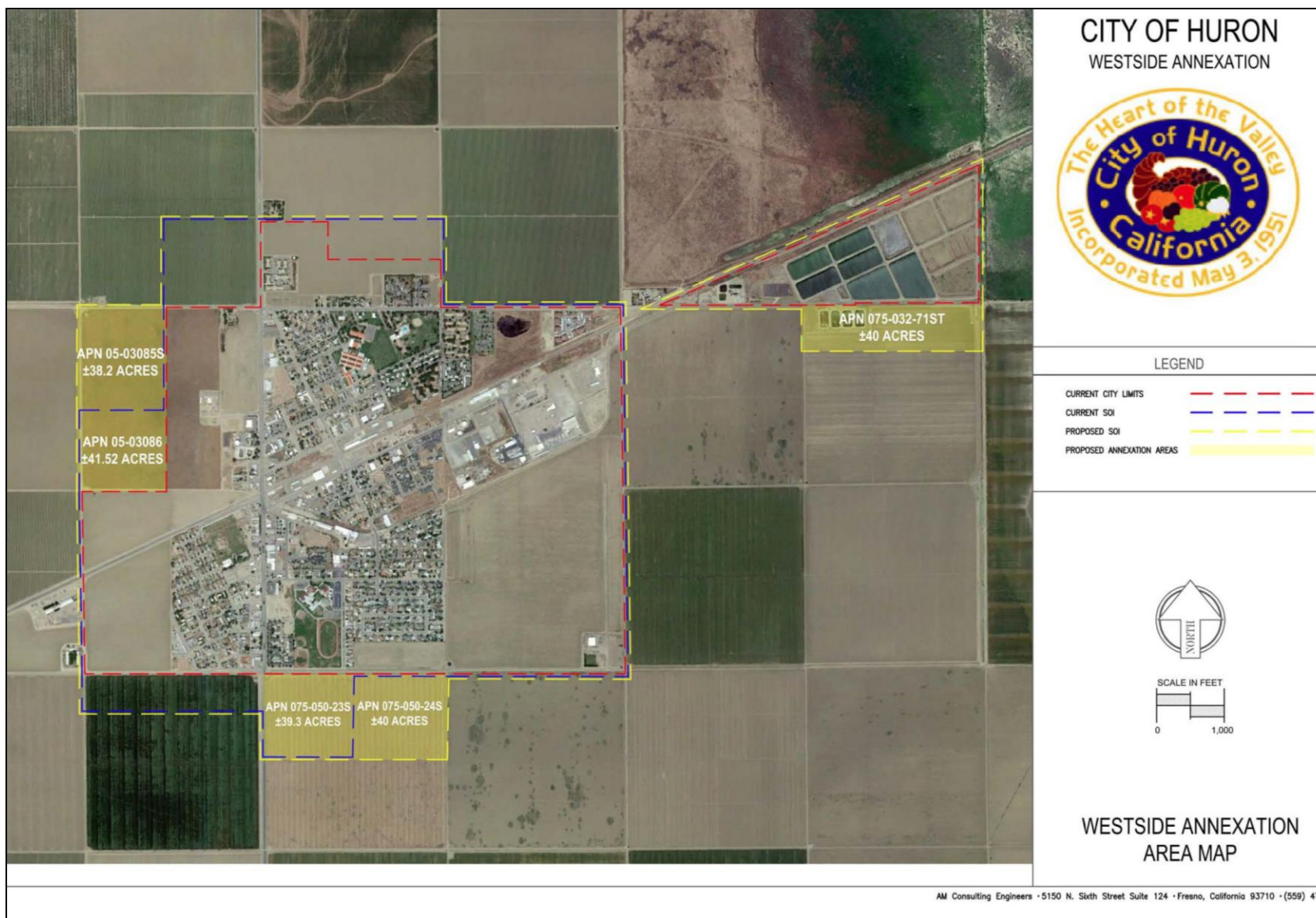


Figure 4 – Huron Westside Annexation Program





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## EXECUTIVE SUMMARY

### Purpose of this Municipal Service Review

This MSR is prepared in response to the City of Huron's Westside sphere of influence ("SOI") update application filed with Fresno LAFCo on October 19, 2018. This MSR presents data and analysis in support of the Commission's determinations pursuant to Government Code ("GC") secs. 56425 and 56430, whether the City has adequate public services, existing policies, and financial practices in place to extend public services into the existing and proposed SOI over the next 20 to 25 years.

### Sphere of Influence and Proposed Update

In 2013, LAFCo updated the 2007 Huron SOI and affirmed the 1998 Huron SOI. The Huron SOI has been preserved in its current form for over 20 years. Overall, approximately 88 percent of the land identified within the Huron SOI has been annexed into the City. Huron's corporate limits encompass approximately 1,041 acres within the 1,170-acre Huron SOI.<sup>1</sup>

In 2018, Huron filed a request to LAFCo to pursue a 120-acre expansion of the Huron SOI that would accommodate three growth areas that are summarized as follows:

- **Growth Area 1 – Planned School Site, 40 acres**

Growth Area 1 consists of a 40-acre portion of a larger 120-acre parcel. The property is located immediately south of the City between Lassen and Tornado Avenues, west of the "O" street alignment, and approximately 0.7 miles north of Gale Avenue. The parcel is identified under an existing Ag Preservation Contract (AP-2041).<sup>2</sup>

The Huron General Plan designates the land for public facilities, and City has expressed its interest to develop this territory into a future school facility. Existing land uses consist of agricultural operations.

During the preparation of this MSR, Huron informed LAFCo that there are two options for the planned school site to come to fruition. Option one consists of the City's interest to detach from the existing Coalinga-Huron Unified School District and form a new school district to better serve the Huron area; the second option consists of the City's continued effort to work with Coalinga-Huron Unified School District to construct a new school facility in Huron. Additional information is provided later in this report, Section 3 - Growth and Population Projection.

- **Growth Area 2 – Huron Wastewater Treatment Facility Expansion, 131 acres**

The Huron General Plan designates Growth Area 2 for Public Facility land uses. Growth Area 2 consists of the addition of 40-acres (APN 075-400-05ST) owned by the City and located at the southwest corner of Palmer and Madera Avenues. Currently, 30 acres of the subject parcel are used for agriculture use, while 10 acres consist of four oxidation lagoons used by Huron's Wastewater

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<sup>1</sup> As of April 22, 2019.

<sup>2</sup> Assessor Parcel Number 075-050-245.

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Treatment Facility (“WWTF”). Additional expansion plans are underway, and the City intends to annex the 40 acres in the near future.

During the preparation of the MSR, LAFCo found that Huron’s 91-acre parcel WWTF<sup>3</sup> had been annexed into the City<sup>4</sup> but not included in the Huron SOI. Because the property is physically developed for the purpose of wastewater treatment and disposal and given the City’s investment in this territory and its interest in expanding its city limits here, it is appropriate to depict Huron’s WWTF site within the Huron SOI. Inclusion of the WWTF increases Growth Area 2 to 131 acres.

- **Growth Area 3 – Light Industrial and Public Facilities, 40 acres**

Growth Area 3 proposes to amend the current SOI by adding 38.2 acres (APN 075-390-07S), and approximately 1.52 acres APN 075-390-08). The land is located along the south side of Palmer Avenue, approximately a quarter mile west of the Lassen and Palmer Avenues intersection.

The City’s General Plan designates the land as public facility and light industrial uses, and City expects that both parcels 075-390-07S and -08 would be developed consistent to the Huron General Plan. The City expects to work with the property owner south of the subject parcel in order to annex both properties into the City. The existing parcel has been fallowed for several years, and the City request inclusion so that it can be developed into urban land uses.

The proposed SOI update supported by this MSR represents a 17.8 percent growth to the Huron SOI. The City’s three growth areas are all proposed for land uses consistent with the adopted 2005 Huron General Plan.

## **Communities of interest relevant to the Huron SOI**

The Huron SOI update is limited to only the three growth areas; however, LAFCo as a regional agency is responsible for assisting the State legislature in promoting the orderly development of local agencies while fulfilling many regional priorities. This MSR considered communities of interest within the 2005 Huron General Plan area that may present a future opportunity for SOI updates and concluded that there are no existing rural communities of interest beyond the Huron SOI and/or proposed SOI.

## **California Environmental Quality Act (CEQA)**

A MSR is a data collection planning study to inform future actions and therefore is exempt from environmental review. However, this application includes Huron’s request to LAFCo to consider an update to the Huron SOI that is consistent with Huron’s 2005 General Plan. The 2005 Huron General Plan provides a vision for future growth using a 20-year planning period from 2005 through 2025, and the adopted Huron Land Use Diagram designates planned land uses for all of the area proposed to be included in the 211-acre Huron SOI update.

On July 18, 2007, the Huron General Plan was approved, and its final environmental impact report (“EIR”) (SCH No. 2006051058) was certified by a unanimous vote of the Huron City Council. The Huron General Plan identifies LAFCo as a Responsible Agency; and, the plan envisioned phased SOI updates intended to

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<sup>3</sup> Huron WWTF located on APN 075-380-10ST.

<sup>4</sup> Fresno LAFCo File AC-78-13, Huron WWTF Annexation (91.49 acres), effective April 27, 1979.

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facilitate the planned outward City growth through year 2025. As noted earlier, the Huron SOI update would enable the City to plan for extended municipal services and the eventual annexation of new territory into the City's corporate boundaries.

As a responsible agency, LAFCo considered the certified Huron General Plan EIR for its review and update of the Huron SOI update, and LAFCo expects that future urban development within the affected area would be developed as contemplated in the City's certified General Plan EIR.

## **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.

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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 August 2019, 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 Fresno County Board of Supervisors
  - Brian Pacheco, Supervisorial District 1
  - Buddy Mendes, Supervisorial District 4
  - Alternate – currently vacant
  
- City Council members, appointed by the City Selection Committee
  - Robert Silva, City of Mendota
  - Daniel Parra, City of Fowler
  - Scott Robertson, Alternate, City of Selma
  
- Public members, appointed by County/City Commissioners
  - Mario Santoyo, LAFCo Chair, Public Member
  - Michael Lopez, Alternate, Public Member

## **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."<sup>5</sup>

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

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<sup>5</sup> Little Hoover Commission, 2000, page 24.

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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 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.<sup>6</sup> 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 entrepreneurship in which agencies compete for sales tax revenue and market share.

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

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<sup>6</sup> The Commission on Local Governance for the 21<sup>st</sup> Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

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

MSRs require LAFCos to look broadly at all local agencies that provide one or more municipal services and to examine the order, logic, and efficiency of their services. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFCo judges to be important to future growth 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 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.

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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 Huron, the MSR process involved the following steps:

- Outreach: LAFCo outreach and explanation of the service review program.
- City of Huron: 2018 application for a SOI update to LAFCo.
- Data retention: The City provided documents and responded to LAFCo questions.
- Data analysis: LAFCo staff reviews City application and 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 Draft MSR: Review and comment on LAFCo draft MSR.
- LAFCo hearing: Attend and provide public comments on MSR.

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to 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.

LAFCo will use the evidence in this report as it evaluates the City's application for the Huron SOI update. This report contains a discussion on Huron's government structure and the various government structures that provide service within the Huron SOI. 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) or the public may subsequently use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries.

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

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

LAFCo may also use the information presented in the service reviews in reviewing future proposals for annexations or extensions of services beyond an agency's jurisdictional boundaries or for proposals seeking amendment of SOI boundaries. Other entities and the public may use this report as a foundation for further studies and analysis of issues relating to the services offered by the City of Huron.

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## **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:<sup>7</sup>

- 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.
- An SOI that is not changed may be affirmed by the commission without an MSR.

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

Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination, for example, territory may not be annexed to a City or district unless it is within the SOI for that agency. In other words, the SOI defines where and what types of government reorganizations (e.g. annexation, detachment, dissolution, and consolidation) may be considered. If and

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<sup>7</sup> Fresno LAFCo Policy Manual Section 107-04.



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when a government reorganization is initiated, there are a number of procedural steps that must be conducted for a reorganization to be approved by the LAFCo. 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 government reorganizations to particular 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;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- Existence of any social or economic communities of interest in the area if the commission determines these are relevant to the agency;
- Present and probable need for water, wastewater, and structural fire protection facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence; and, In the case of special districts, the nature, location, and extent of any functions or classes of services provided by existing districts.

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## **CITY OF HURON OVERVIEW**

The City of Huron was founded in 1888 as a water stop along the Southern Pacific Railroad’s western route and incorporated as a general law city in 1951. The City of Huron (“City” or “Huron”) is in the southwestern portion of Fresno County, approximately 40 miles southwest of the City of Fresno. The City of Coalinga is located 15 miles southwest of Huron, and the City of Lemoore in Kings County is located 16 miles southeast of Huron.

The City is located approximately nine miles east of Interstate 5 (I-5) and three miles south of State Route (SR) 198. SR 269 (South Lassen Avenue), a north-south trending state highway crosses through the City. The San Joaquin Valley Railroad bisects Huron from the southwest to the northeast, while SR 269 bisects the City in a north to south direction. The City is surrounded by unincorporated agricultural land on all sides.

As of May 2019, California Department of Finance estimated that City’s population totaled 7,308 residents, making Huron the third smallest City in Fresno County based on population estimates. Based on its incorporated acreage, Huron is the second smallest City in the County.

The first Huron SOI was established by LAFCo in 1974, and later amended in 1982 and in 1998. Since 1998, there have been no SOI revisions requested by the City of Huron, though the Commission has twice updated the Huron SOI by affirmation of the 1998 SOI. Approximately 88 percent of the land identified within the Huron SOI has been annexed to the City. Huron’s corporate limits encompass approximately 1,041 acres within the 1,170-acre Huron SOI.<sup>8</sup>

The Huron SOI generally extends approximately 1,400 feet north of Palmer Avenue to the north, approximately 2,600 feet east of South Lassen Avenue on the west, approximately 1,000 feet south of Tornado Avenue on the south, and along the Siskiyou Avenue alignment on the west. Since its 1951 incorporation, the City has annexed five areas between 1969 through 2005. The Huron city limits are fairly uniform; there are no unincorporated islands or peninsulas at the fringe of the City limits. The City’s WWTF facility is located on a non-contiguous parcel northeast of the City core on land owned by the City.

In 2018, City filed an application with LAFCo requesting a 120-acre expansion of the Huron SOI to accommodate three growth areas. An additional 91 acres to the Huron SOI is recommended to encompass the City’s existing Wastewater Treatment Plant. The Huron General Plan established a planning area beyond much larger than the existing Huron SOI, that encompasses approximately 2,560 acres (four square miles). The Huron SOI update request designates planned land uses established by the Huron General Plan.

### **City Governance Structure**

A five-member City Council elected at-large governs the City of Huron. The City Council appoints a City Manager who is responsible for the day-to-day operations of the City, and the City Manager is assisted by 21 full-time equivalent employees that manage a wide variety of professional and technical municipal services.

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<sup>8</sup> Huron City limits, as of April 22, 2019.

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## **City-County 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 on the proposed SOI. On August 21, 2018, the County of Fresno Board of Supervisors executed the Second Amendment and Restated Memorandum of Understanding (MOU) between the County of Fresno and City of Huron.

Although LAFCo is not a party to the County-City MOU, the agreement provides a mutual agreement between both parties that addresses exchange of tax revenue upon annexation, standards of annexation, conditional commitments, and other matters of interest to both parties.

## **City Services Evaluated in MSR**

This MSR examines the following City services:

- Governance and Accountability
- Agency Finances
- Growth and Population Projections
- Disadvantaged Unincorporated Communities
- Parks and Recreation Services
- Law Enforcement
- Fire Protection Services
- Solid Waste Services
- Street Maintenance
- Wastewater Collection and Treatment
- Water Services
- Public Transportation
- Shared Facilities

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# 1. Governance and Accountability

Well-managed organizations routinely evaluate their services, service plans, annually assess performance levels, and regularly look for ways to improve their service delivery. Huron, for example, relies on several benchmarks to track each department's productivity. This section of the MSR presents the City's governance structure, city department information, planning documents, management, and existing practices that support its local governance and accountability.

## Huron's Mission and Vision Statement

The Huron Mission Statement provides guidance for the implementation of the City's General Plan. Huron's Mission Statement reads,

*"The City of Huron is dedicated to providing efficient and effective quality municipal services that enhance quality of life that the community of Huron deserves."*

Additionally, the City's "Vision Statement" encapsulates the various goals and objectives in the Huron General Plan. The City's Vision Statement is reviewed every few years by the Huron City Council during the development of the City's annual budget. The purpose of the vision statement is to communicate the most desirable qualities that prevail in Huron's future; and, to build on the City's current values and opportunities, and inspire its citizens to achieve the community's highest potential.

The City's Vision Statement reads:

*"The City Council will provide the leadership in developing the City in a way that provides a financially viable business friendly and family oriented community promoting a full range of housing, business, and culture in a safe and attractive environment."*

## Huron City Council

The Huron City Council carries out its responsibilities through the implementation of the Huron General Plan, Huron Municipal Code, and other state laws. On a quarterly basis, and during the development of each annual budget, the City Manager keeps the City Council apprised on existing service levels, service demands, and future service needs.

The City is a general law city with a "council-manager" form of government. The City is governed by a five-member elected council, elected at-large and accountable to the residents of the City. 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. City Council members receive an annual base salary of \$21,000.

The Huron City Council convenes on the first and third Wednesday of each month at 6:00 p.m. at the Huron City Hall. 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. An opportunity to address the City Council on items not on the agenda is provided on each meeting agenda. If a member of the public desires to present to City Council, the person is encourage to contact the City's Clerk Office in

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advance. Meetings are noticed consistent with Brown Act requirements, which include postings in public places.

Council meetings are not broadcasted live on the City website or on local TV. However, copies of the Council meeting agendas and related staff reports are posted on the City's website (<http://cityofhuron.com/meeting-agenda-and-minutes/>) as well as at the office of the City Clerk. The City's website provides City Council meeting agendas, minutes, and supplemental information dating from 2014 up to current date.

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

## **Boards and Commissions**

The Huron Municipal Code authorizes the City Mayor to nominate eligible individuals to be considered by for official appointment to serve on either the Huron Planning Commission, Oversight Board, Housing Authority, or the Public Financing Authority. Serving on the City committees provides a platform for the public to be involved in the governmental process as an advising board to the City Council. Legislative bodies created by the Council report to the City Council and are subject to the Brown Act. These four boards are summarized as follows.

### **Huron Planning Commission**

The Huron Planning Commission is a permanent committee made up of five individuals who have been recommended for appointed by the City Mayor and voted upon by City Council to review, advise, and act on matters related to planning and development of the City. Planning Commissioners are appointed to four-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. Huron's Planning Commissioners are residents of the City and familiar with local concerns when dealing with new development proposals. Commissioners serve at the pleasure of the Council, so commission membership may occasionally change in response to changes in the Mayor or City Council membership.

The Planning Commission is the first decision-making body that assesses, reviews, and advises the City Council on fundamental city growth issues related to land use, housing needs, municipal services, and environmental protection.

The Planning Commission functions as the decision-making body and, depending on the scope of the project, the Planning Commission can also be the only reviewing body. However, any Planning Commission action can be appealed to the City Council. The City Council can either uphold the Commission's decision, overturn it, modify it with or without conditions, or send it back to the Planning Commission for further study.

The Planning Commission works closely with Huron Planning and Building Division. Regular Planning Commission meetings are held monthly at 6:00 p.m. in the Huron Council Chambers at City Hall on the fourth Thursday of each month.

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## **Huron Oversight Board**

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.) ABX126 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 Huron Oversight Board is a committee made up of seven individuals who have been recommended for appointed by the City Mayor and voted upon by City Council. Board members are appointed to four-year terms, with four of the seven terms ending on the same even-year, and the other three terms ending on the following even year.

Huron’s Oversight Board members are residents of the City, active individuals in the community, and familiar with the City’s financial responsibilities. The main responsibility of the Board consists of review and approve or disapprove of the recognized obligation payment schedule established and adopted and approved by the Successor Agency of the City of Huron Redevelopment Agency. The Oversight Board is the successor agency of the dissolved Huron Redevelopment Agency. The Oversight Board meetings are held monthly at 6:00 p.m. in the Huron Council Chambers at City Hall on the second Monday of each month.

## **Housing Authority**

The Fresno County Housing Authority is responsible for public and affordable housing throughout Fresno County. As a government agency authorized by state law to develop and operate housing and housing programs for low-income families, the Fresno County Housing Authority enters into annual contribution contracts with the United States Department of Housing and Urban Development (“HUD”) through which it administers these programs. The City of Huron via City Council convenes as the local Housing Authority. Within Huron, there are four housing properties available through Huron via Housing Authority:

- Huron Apartments, a 20-unit Duplex Townhouse Multi-family facility located at 19125 Myrtle Avenue, Huron, Ca 93234
- Cazares Terrace, a 24-unit duplex/ multi-family facility located at 36487 O Street, Huron, Ca 93234
- Cazares Terrace II, a 20-unit single/duplex, multi-family facility located at 36333 Mouren Street, Huron, Ca 93234
- Parkside Apartments, a 50 unit duplex/quadplex multi-family facility located at 36200 North Giffen Avenue, Huron, CA 93234

## **Public Financing Authority**

The Huron City Council convened as the Public Financing Authority on the first Wednesday of each month at 6:00 p.m. at the George Turegano Public Safety Building located at 17051 12<sup>th</sup> Street in Huron. Regular Public Financing Authority meetings are open to the public and residents are encouraged to attend, and participate in the City’s decision-making process.

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An opportunity to address the City Council / Public Financing Authority on items not on the agenda is provided on each meeting agenda. The Public Financing Authority is responsible to oversee the City's annual financial statements prepared by an independent certified public accountant.

## **City Attorney**

The City attorney is an appointed office established under the California law and the Huron Municipal Code. The City's legal counsel is retained through contract directly with the City Council. 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 contracts its legal counsel services with Costanzo & Associates, P.C., a law office based in Fresno, California.

## **City Manager**

The City operates under the Council-Manager form of government, which means that 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 on behalf of its citizens. The City Council also focuses on creating and updating community goals and policies, votes on major projects, decides on long-term community growth strategies, and makes land use decisions, updates City ordinances, capital improvement plans, capital financing programs, and strategic plans. 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. Also, the City Council appoints a city attorney to represent and advise the City Council and City Manager on legal matters.

## **City Manager's Office**

The City delivers municipal services with a combination of staff, contracts with other agencies, and contracts with consultants and/or private contractors. 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 cabinet is comprised of two divisions: Administration and City Clerk. The Administration Division oversees the general operation of all City Departments, including Human Resources. It also handles appointments for meetings and provides reports, analysis, and other information to the City Council.

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, and City contracts, documenting the proceeding and retaining other legal and historical records. The Clerk also manages the proper maintenance and disposition of city records and information

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consistent with statute. Amongst 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 participating in all City Council meetings.

The City Manager's Executive Administration Team consists of the five departments that advise the City Manager on all projects, plans, service needs, and grant funding opportunities. The Executive Administration Team includes the Finance Director (City Manager), Planning and Building Manager, Police Chief, Public Utilities Manger, and Recreation Manager.

## **City Staffing**

The City of Huron relies on paid professional staff to conduct the daily business and operations of the City. The City currently employs a total of 21 full-time equivalent ("FTE") personnel and 10 part-time employees in the Finance, Public Utilities, and Public Safety Departments.

## **The Administration Division and the City Clerk Division**

There are two FTEs staff members in the City's Administration Division, they are the City Manager and City Clerk.

## **Finance Department**

The Finance Department provides leadership for the City's fiscal activities. The Finance Department is managed by the Finance Manager (currently the City Manager) who oversees several other areas consisting of general accounting, cash management investment, accounts receivable, accounts payable, payroll, budget, grants, and debt service.

The Finance Department provides reliable accounting for all revenues and expenditures, preparation of financial statements, annual budgets, and other financial reports. In addition, the Finance Department supports the preparation of the annual audited financial statements. The Finance Department processes the bi-weekly payroll for the City's employees, and other payroll related issues, bills and collects payments for: water, wastewater, garbage/recycling, business licenses, vehicle abatement, and other City services, and processes accurate and timely payments to vendors for goods and services rendered to all City Departments. The Finance Department employs a total of four FTEs, with the City Manager oversees the Departments operation on a part-time basis.

## **Planning and Building Department**

The Planning and Building Department consists of current and long-range planning, all under one department. The Department's responsibilities include land use entitlements, review of residential subdivisions, site plans, multi-residential developments, environmental review, conditional use permits, conduct community meeting, and update zoning ordinances. Huron's Planning and Building Department employs one full-time planning technician.

Responsibilities of the Building and Engineering Divisions are consulted with a local engineering firm, AM Consulting Engineers. AM Consulting Engineers assist the City with certified inspecting personnel and plan



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examiners that review and determine whether proposed projects 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, and issues use of occupancy permits. AM Consulting Engineers reviews and ensures that all private development meet city conditions of approval and development standards. AM Consulting Engineers advises the City on Community Investment Projects, determined community infrastructure needs, and identifies the construction and expansion of new infrastructure, and maintains all city infrastructure plans.

## **Public Safety**

The Police Department is responsible for public safety within the Huron city limits. The Huron Police Department (“HPD”) provides an array of services such as enforcement of state and City laws, investigation of crimes, apprehension of criminals, traffic law enforcement, ongoing management of crime prevention programs, and building ties with the community and other local law enforcement agencies. The HPD participates in mutual aid agreements for policing services with the Fresno County Sheriff and California Highway Patrol.

Under the command of a full-time Police Chief, the Department fulfills its responsibilities out of two main divisions: Field Operations, and Administration/Support Services.

The Field Operations is the most active division within the HPD. Field Operations consists of two divisions: Patrol and Special Services (Animal Control and Code Enforcement). The Patrol Division is managed by one captain. Field Operations is in charge of working with both citizens and businesses to decrease crime and blight in each of their areas. Officers work closely with other City departments and businesses to ensure that the municipal code and state law is adhered to. Animal Control and Code Enforcement is responsible for responding to calls for service in the community (code enforcements), protecting animals, and investigating cruelty to animal cases. Animal Control and Code Enforcement work with the community to educate the public on code compliance issues, and on the importance of reducing the pet population through spaying and neutering.

The Administration/Support Services division provides leadership and general direction and oversight for the entire police department. The Administration/Support Services consists of three units: Communications, Property and Evidence, and Records. The Division is comprised of the following officers: one chief of police, a public information officer, and two administrative assistant.

In total, the HPD is staffed with 18 employees in the following positions: Police Chief, 11 sworn officers (full-time), and six part-time employees.

The Chief of Police administers, advises, and provides general direction to the Huron Police Division out of the Administration Division. This Division is responsible for providing administrative support to the Chief of Police, work on special projects, research, internal audits, and works with homeland security agencies, state or federal grant administration or application, and public information officer duties.

The Administration Division provides research on crime trends, patterns and series to both the Patrol and Investigation Divisions. Administration works with both investigations and the Fresno County Probation Agency. The Administration/Support Services consists of three units: Communications, Property and Evidence, and Records.

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Communications unit receives all 911 calls within the incorporated city limits. The unit answers questions and dispatching services for the Department. The Communication unit provides information, identifies resources, and determines if dispatch police response is appropriate. As the primary contact between the police department and 911 callers, the unit is responsible to answer both emergency and non-emergency calls 24 hours a day, seven days a week.

The Property and Evidence Unit functions include management and maintenance of the HPD's property (i.e. vehicles, fleet management, facilities, and equipment and supplies), police report typing and processing, court liaison, service of subpoenas, records requests, federal and state reporting, distribution of records and reports to allied agencies.

The Records Unit is responsible for HPD's record management. The Records Unit is responsible for official record keeping and maintenance, reporting, and provides information to citizen and business enquiries regarding the Department.

Due to limited employees, the HPD functions as a generalist police agency, meaning that Department staff perform multiple services and cross train others to assist in case work, respond to enquiries and emergency call, prepare police reports, issue citations, and provide testimonial 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.

## **Public Utilities Department**

The Public Utilities Department ("PUD") provides water, wastewater collection and treatment, and solid waste services within the City. The Utilities Department currently employs six FTEs and one part-time employee. During the preparation of this MSR, the City informed LAFCo that Utilities Department employees are provided through contract with Specialized Utilities Service Program, Inc. ("SUSP"). SUSP is a program provided by contract with the California Rural Water Association ("CRWA") to provide both short and long term staffing and operations to utility providers. Through its contract, SUSP provides the City with certified personnel to manage majority of the services provided by the Utilities Department, i.e. Water Treatment Facility, Wastewater Treatment Facility, and Public Works. SUSP staff hold California Water Resources Control Board ("WRB") and California Regional Water Quality Board ("WQB") certifications in water treatment and distribution systems as well as in management of wastewater plant operations.

The Utilities Department consists of three divisions: Public Works Division, Water Division, and Sewer/Wastewater Division. Under the direction of a contracted Public Utilities Department Director, each department is responsible for the management, reporting, and planning of the following divisions:

Public Works Division is responsible for the repairing and maintaining the City's public facilities, including roads, sidewalks, public landscapes, and supporting the City and its special events.

The Water Division is responsible to provide water that is of safe and sanitary quality for the residents and an adequate water supply and flow for fire protection. The City's primary water supply is surface water provided by a contract with the Westlands Water District and the conveyed via the California Aqueduct.

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The Sewer/Wastewater Division is responsible for the operation, maintenance, expansion, cleaning and repairing of the City's sanitary sewer trunk line system, lift stations, and pump stations. The Division operates and maintains the City's wastewater treatment facilities and performs numerous laboratory analyses on domestic and industrial waste samples and reports its results to the WQB.

Due to limited funding for permanent employees, the Utilities Department functions as a generalist department meaning that contracted staff hold multiple certifications that enable them to operate multiple departments within the PUD at a low cost to the City and its rate payers.

## **Recreation Department**

The Huron Recreation Department provides a range of services to residents and to other City departments. Recreation services primary include Senior Services, Transit, and Huron Recreation Programs. The Recreation Department is responsible for the operation of the Senior Citizens Center located at 16900 5<sup>th</sup> Street, Huron. The Senior Citizens Center is open Monday through Friday from 10:00 a.m. to 1:00 p.m.

Recreational programs range from youth basketball and volleyball to summer swimming programs. The Recreation Department sponsors family oriented and special community events throughout the year, including Christmas parades, Easter eggs hunts, community health fairs and teen dances. Other programs in Huron include the Boys and Girls Club and after school programs run by the Coalinga-Huron Unified School District.

The Huron Recreation Department also coordinates with Coalinga-Huron Recreation and Parks District ("CHRPD"). The Recreation and Parks District is the agency that provides park and recreational services within the City of Huron.

There are two CHRPD parks within Huron: Keenan Park (17094 Myrtle Avenue) and Chestnut Park Link (16501 Palmer Street). Both park facilities are owned, maintained, and operated by the Coalinga-Huron Recreation and Parks District. Non-residents may use City of Huron parks and facilities. There are currently no additional fees being charged for program or facility use by non-residents.

## **Management Practices**

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, the 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 Administration Department also offers optional training and workshops covering topics

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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 Huron's General Plan is the central planning document and provides the City's vision for a planning period of 2005 through 2025. The General Plan provides eight elements that consist of: noise, open space, conservation and recreation, air quality, circulation, land use, public services and facilities, and housing elements. The General Plan evaluates three planning boundaries: City limits, Huron SOI, and a four-square mile Planning Area that extends beyond the Huron SOI.

The Huron 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. According to the General Plan, the City's land use designations (land use diagram) regulate development within the City's incorporated limits, while eight elements regulate development proposals within the Huron SOI.

Other significant City planning documents include the Huron General Plan Update Administrative Draft Background Report, which provides a "snapshot" in time of the conditions in 2005. The Background Report provides analysis on the City's physical, social, and economic resource information that supported the preparation of the Huron General Plan. The Background Report serves as the foundation document from which subsequent planning policies and programs will be formulated.

The City's financial planning documents include annually adopted budgets and its annual Audited Financial Statements prepared by an independent certified public accountant. The City's Audited Financial Statements from FY2014-15 through FY2015-16 are posted on the City's website.

The City completed a rate study for wastewater and water services in September and December 2017, respectively. To date, the City has not developed or adopted an official Capital Improvement Plan.

In 2016, Huron, along with 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.<sup>9</sup> Fresno COG 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 multi-jurisdiction collaboration allows each participating agency to create a regional effort to plan for addressing housing needs pursuant to State Housing Element law through one single certified housing element document.

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<sup>9</sup> MJHE Participating agencies are Fresno County, Clovis, Coalinga, Fowler, Huron, Kerman, Kingsburg, Mendota, Parlier, Reedley, San Joaquin, Sanger, and Selma.

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## 2. Agency Finances

This section of the MSR provides an overview of Huron’s financial condition and provides a context for assessing the City’s financial ability to provide services. This section describes and evaluates the City’s budgets and Comprehensive Annual Financial Reports (“CAFR”). Additional information was collected through communication with city staff.

### **Budget Process**

The Huron Municipal Code requires that the City Manager prepare a balanced budget and salary plan to submit to the City Council, outlining anticipated revenues and expenditures for the upcoming fiscal year. The Huron Municipal Code requires that the City Council adopt a balanced budget no later than June 30, to assure that continuity of government services remains intact. Annual appropriated budgets are adopted for the General Fund, Special Revenue Funds, Capital Project Funds and Debt Service Funds. Spending plans are also adopted for the Proprietary Funds.

The Huron City Council considers the proposed budget during a noticed public hearing and may add, subtract, or change appropriations within revenues and reserve estimates, as available. Once adopted, the City Manager has discretion to transfer appropriations within specific funds not to exceed \$5,000 for appropriations, and \$2,500 on reserves. Any budget changes greater than the limited amounts require consideration by City Council action.

The Huron has established fiscal policies that governs its financial administration. Huron’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.

### **Huron’s Financial Overview**

The City of Huron, like all other cities in the State of California, suffered the devastating impacts that the prolonged recession has had on its economy and City revenues. Loss of significant amounts of sales tax, property tax, and service charge revenue specific to the General Fund during the recession heavily impacted the financial condition of the City. Sales tax revenue had decreased approximately 26 percent in FY2010 from FY2008 levels. Property tax revenues decreased by approximately one percent, while service charge revenue increased by approximately 28 percent in the same time period. These three revenue sources comprised approximately 65 percent of the total General Fund revenue for that time period.

However, the City has shown recovery over the past couple of years. According to the City’s most recent financial statement, sales tax and property tax revenues have increased at an average annual rate of approximate 16 percent and four percent, respectively, since Fiscal Year 2008. However, property tax based revenue has decreased approximately 19 percent since 2008.

The City’s Financial Statement provide an overview of the City’s financial activities and financial position each fiscal year. The Financial Statements provide information about the City’s financial position and its long-term finances. According to the City’s Financial Statement, the City receives funding from multiple resources that account for the City’s General Fund, Special Revenue Funds, Enterprise Funds, Capital Projects Funds, and other funds.

The City has implemented several cost-saving measures over the last five years to reduce operating expenses. To reduce power cost, the City has installed solar panels at all public facilities, including the City's public works building, police department, and the water and wastewater treatment plants.

At the City's treatment facility, solar energy production typically produces a surplus of energy, which is then refunded by the Pacific Gas and Electric Company. The City has also implemented a monitoring system that tracks public safety employees' mileage and gas usage. Additionally, the City has also received federal and state grants for several capital improvement projects throughout the City.

The City annually adopts and implements a budget for the upcoming fiscal year to manage the fiscal condition of the City. For Fiscal Year ("FY") 2017-18, the City's adopted budget amounted to \$6.37 million. The City had primary government total long-term debt and liabilities of approximately \$3,555,796<sup>10</sup> as of June 30, 2017, of which approximately \$498,945, are due within one year cycle.

The City has been meeting all of its debt service obligations. Summary budget information for the City is depicted in Figures 2-1 through 2-3.

**Figure 2-1: FY15-16 through 17-18, Total City Resources & Appropriations**

<b>TOTAL CITY RESOURCES &amp; APPROPRIATIONS</b>			
	<b>FY2017-18 Budget</b>	<b>Estimated FY2016-17</b>	<b>Actuals FY2015-16</b>
Total City Revenues	\$5,931,898	\$5,325,870	\$5,581,678
<b>Total Net City Resources</b>	<b>\$5,931,898</b>	<b>\$5,325,870</b>	<b>\$5,581,678</b>
Total Appropriations	\$6,379,649	\$5,147,932	\$5,029,010
<b>Total Net City Budget</b>	<b>\$6,379,649</b>	<b>\$5,147,932</b>	<b>\$5,029,010</b>
Source: 2017-18 Adopted Budget Document			

Figure 2-1 above identifies a three-year trend of annual revenue/resources available to the City, and annual appropriations. As noted in the table, overall total City revenues have fluctuated over the three-year period. However, FY2017-18 budgeted revenues are approximately 6.27 percent higher than FY2015-16.

**Figure 2-2: FY15-16 through 17-18 Total Appropriations by Fund Classification**

<b>TOTAL CITY APPROPRIATIONS BY FUNCTION</b>			
	<b>FY2017-18 Budget</b>	<b>Estimated FY2016-17</b>	<b>Actuals FY2015-16</b>
General Fund	\$1,469,305	\$1,437,787	\$1,315,768
Special Revenue Funds	\$1,779,809	\$659,669	\$624,313
Enterprise Funds	\$2,494,835	\$2,473,553	\$2,548,927
Redevelopment Funds	\$510,700	\$499,225	\$521,360
Development Impact Funds	\$125,000	\$77,698	\$18,642
<b>Total Net City Budget</b>	<b>\$6,379,649</b>	<b>\$5,147,932</b>	<b>\$5,029,010</b>
Source: FY2017-18 Adopted Budget Document			

<sup>10</sup> City of Huron, Financial Statements for the Year Ending June 30, 2017, page 3.

Figure 2-2 above identifies a three-year trend of annual appropriations by City fund classification. As noted in the table, general fund appropriations have trended upwards over the three-year period, as the City has recovered from the recession.

**Figure 2-3: General Fund Summary Five-Year Forecast**

<b>GENERAL FUND SUMMARY FIVE YEAR FORECAST</b>					
	<b>FY2017-18</b>	<b>FY2018-19</b>	<b>FY2019-20</b>	<b>FY2019-21</b>	<b>FY2021-22</b>
<b>Carry Over from Prior Year</b>	\$4,272,576	\$4,545,709	\$4,790,456	\$5,000,174	\$5,167,276
<b>Total Revenues</b>	\$1,672,438	\$1,793,596	\$1,923,530	\$2,062,878	\$2,212,321
<b>Total Resources</b>	\$1,672,438	\$1,793,596	\$1,923,530	\$2,062,878	\$2,212,321
<b>Total Expenditures</b>	\$1,469,305	\$1,619,899	\$1,785,928	\$1,968,973	\$2,170,780
<b>Subtotal Operating Income (Deficit)</b>	\$4,475,709	\$4,719,406	\$4,928,058	\$5,094,079	\$5,208,817
<b>Total Transfers</b>	\$70,000	\$71,050	\$72,116	\$73,197	\$74,295
<b>Net Change</b>	\$4,545,709	\$4,790,456	\$5,000,174	\$5,167,276	\$5,283,112

Source: FY2017-18 Adopted Budget Document

Figure 2-3 above depicts the City’s proposed five-year forecast for General Fund revenues and expenditures. The City has not adopted a five-year recovery plan. The five-year projections above show steady revenue growth over the forecast window with annual transfers to the General Fund Reserve. At the end of the forecast period, the General Fund Reserve is projected to be approximately \$5.4 million.

**Figure 2-4: General Fund Reserve**

	<b>FY2017-18</b>	<b>FY2018-19</b>	<b>FY2019-20</b>	<b>FY2019-21</b>	<b>FY2021-22</b>
Reserve Beginning Balance	\$4,272,576	\$4,812,576	\$5,372,938	\$5,954,431	\$6,557,851
Estimated RDA Debt Repayment	\$540,000	\$560,362	\$581,493	\$603,420	\$626,174
<b>Reserve Ending Balance</b>	<b>\$4,812,576</b>	<b>\$5,372,938</b>	<b>\$5,954,431</b>	<b>\$6,557,851</b>	<b>\$7,184,024</b>

Source: FY2017-18 Adopted Budget Document

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

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

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## City Revenues

Primary sources of General Fund revenue consist of property taxes, charges for services, sales tax, franchise tax, utility user tax, transient occupancy tax, business licenses, and building permits. A variety of other miscellaneous revenues make up the balance of the City's General Fund. The City also receives restricted revenue such as state gasoline taxes for road infrastructure maintenance purposes, and other grants and directed revenues. Enterprise activities such as water, wastewater, and solid waste disposal services receive the significant majority of their revenues from user charges to City customers. The FY2016-17 estimated year end revenues and the FY2017-18 budgeted revenues for the General Fund are depicted in Figure 2-5.

**Figure 2-5: General Fund Revenues**

GENERAL FUND REVENUES				
Revenues	FY2016-17 Estimated		FY2017-18 Budget	
Sales Tax	\$197,572	12.9%	\$200,000	12.0%
Property Tax	\$72,540	4.7%	\$68,000	4.1%
Utility Users Tax	\$150,882	9.9%	\$140,000	8.4%
Franchise Tax	\$35,446	2.3%	\$36,000	2.2%
Business License & Room Taxes	\$182,866	12.0%	\$187,200	11.2%
Building Permits	\$14,089	0.9%	\$84,259	5.0%
Charges for Services	\$112,025	7.3%	\$133,355	8.0%
Intergovernmental Revenues	\$568,507	37.2%	\$572,000	34.2%
Fines and Penalties	\$63,738	4.2%	\$66,400	4.0%
All Other	\$130,511	8.5%	\$185,224	11.1%
<b>Total Revenues</b>	<b>\$1,528,176</b>	<b>100%</b>	<b>\$1,672,438</b>	<b>100%</b>

## Intergovernmental Revenues

Intergovernmental revenues comprise the largest source of revenue for the City's General Fund, totaling approximately 37.2 percent of the estimated total revenue for FY2016-17. Intergovernmental revenues will continue to be the largest source of revenue for the General Fund in FY2017-18, totaling approximately 34.2 percent of the budgeted revenue. The City's intergovernmental revenues are expected to grow by 0.6 percent for FY2017-18.

## Sales & Use Taxes

Sales and use taxes comprise the second largest source of revenue for the City's General Fund, totaling approximately 12 percent of projected revenue for FY2017-18. Sales tax projections for the FY2017-18 budget reflect an increase of approximately 1.2 percent over sales tax received for FY2016-17, and an increase of approximately 3.13 percent over FY2015-16. Steady recovery of this revenue is anticipated to continue as the economy strengthens over time.



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## **Property Taxes**

Property taxes comprised approximately 4.1 percent of City revenue for FY2017-18. Property tax revenue began to experience a sharp decline after the onset of the recession of 2008; from FY2008-09 to FY2009-10 property tax revenue decreased approximately 18 percent. Since FY2009-10, property tax have fluctuated, however revenue has continued to slightly increase and decrease at an average annual rate of plus or minus four percent. Revenues received from property taxes projected for the FY2017-18 budget reflect a decrease of approximately -6.2 percent over property taxes received for FY2016-17.

## **Franchise Tax**

Franchise taxes comprised approximately 2.2 percent of the City's General Fund revenue for FY2017-18. These taxes are collected from telecommunications, electricity and other utility providers. In FY2017-18 the City transferred \$76,713 from the Refuse Collection and Disposal fund representing a franchise fee payment. This transfer represents a net increase to the General Fund of more than \$1.7 million annually. Revenues received from Franchise Taxed are projected to increase by 1.5 percent compared from FY2016-17 to FY2017-18.

## **Room (Hotel) Taxes & Business License Taxes**

Room (hotel) taxes, formally known as transient occupancy taxes, and business license taxes, accounted for approximately 11.2 percent of the FY2017-18 General Fund revenue. The City's business tax rates vary depending on the type of business. Revenues received from Room (hotel) taxes are projected to increase by 2.3 percent compared from FY2016-17 to FY2017-18.

## **Fees & Service Charges, User Rates**

Fees and charges for services for General Fund activities comprised approximately eight percent of revenues. These fees and charges provide cost recovery for various services providing direct benefit to the individuals or businesses utilizing a service. These fees and charges include permit fees, inspection fees, citation revenues, building inspection fees, planning fees, parking fees, and miscellaneous other fees. Other fees and charges for services are collected within the various enterprise funds, such as Water and Wastewater for services provided by those enterprise operations.

The schedule of rates, fees, and charges for residential solid waste service, wastewater service, and water service are detailed in the City's Master Fee Schedule. The City's current residential wastewater rates are \$26.00 per month for single-family units, multi-family units commercial, and industrial. For commercial and industrial customers, water rates consist of a fixed monthly charge of \$26.00, and a unit-rate charge based on usage. Currently, the unit-rate charge for commercial and industrial customers is \$0.1352 per 100 gallons.

Revenues received from user fees and service charges increased by approximately 19 percent between FY2016-17 to FY2017-18.

## Building Permits

Building permit activity generated approximately five percent of the City's budget for FY2017-18, a significant increase from FY2016-17. Revenue from building permits, planning and procession fees, user fees, and miscellaneous income are expected to amount to \$84,259 for FY2017-18.

## Expenditures

Primary General Fund expenditures consist of employee expenses inclusive of salaries, benefits and operations and maintenance expenditures, and capital outlay. Public safety services (police and dispatch) comprise approximately 14.5 percent of the net City budget; those costs are approximately 63.2 percent of total General Fund expenditures. Proprietary activity and governmental activities expenditures reflect approximately 39.1 percent and 60.9 percent of the net citywide budget, respectively.

The estimated year end expenditures for FY2016-17 and the FY2017-18 budgeted expenditures for the General Fund are depicted in Figure 2-6.

**Figure 2-6: General Fund Expenditures**

GENERAL FUND EXPENDITURES					
	FY2016-17 Estimated	% of GF	FY2017-18 Budget	% of GF	
<b>Expenditures</b>					
Employee Service	\$530,461	36.8%	\$540,000	37.5%	
Attrition Savings	\$0	0.0	\$0	0.0	
Health & Welfare	\$242,125	16.8%	\$248,200	17.3%	
Retirement Contributions	\$0	0.0	\$0	0.0	
Pension Obligation Bonds	\$0	0.0	\$0	0.0	
Operation & Maintenance	\$663,321	46.1%	\$646,105	44.9%	
Interdepartmental Charges	\$0	0.0	\$0	0.0	
Minor Capital	\$1,883	0.13%	\$35,000	2.4%	
Contingency	\$0	0.0	\$0	0.0%	
<b>Total Expenditures</b>	<b>\$1,437,790</b>	<b>100%</b>	<b>\$1,469,305</b>	<b>100%</b>	
<b>Transfers</b>					
Debt Service Transfers	\$0		\$0		
Transfers Between Funds	\$0		\$0		
Loan Repayment	\$0		\$0		
Interdepartmental Transfers	\$0		\$0		
<b>Total Transfers</b>	<b>\$0</b>		<b>\$0</b>		
<b>Total Expenditures/Transfers</b>	<b>\$1,437,790</b>	<b>100%</b>	<b>\$1,469,305</b>	<b>100%</b>	
Source: FY17/18 Adopted Budget Document					

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## **Personnel Costs**

Personnel costs comprised approximately 53.6 percent of the City's General Fund expenditures. These costs include employee services, health, and welfare obligation. Personnel costs have been increased approximately \$15,600 for FY2017-18 from the previous fiscal year, due to increase in employee health insurance and retirement related expenses as well.

## **Operations & Maintenance**

Operations and maintenance costs comprised approximately 44 percent of FY2017-18 General Fund expenditures. This represented an approximate \$17,100 decrease from FY2016-17, due to decreased costs for contracted services.

## **Interdepartmental Charges**

Interdepartmental charges are charges to the General Fund for support services to City operations. No charges were identified for FY2017-18 General Fund expenditures.

## **Minor Capital Costs**

Minor capital costs accounted for approximately 2.4 percent of General Fund expenditures for FY2017-18. Minor capital expenditures included minor facility improvement and upgrades, and machinery and equipment replacements.

## **Transfers**

Transfers occur for various purposes, such as debt service, transfers to funds providing services, repayments of transfers to the General Fund of funds borrowed from other funds, etc. Transfers from the General Fund accounted for approximately percent of the FY2017-18 General Fund expenditures.

## Other Major Funds

The City maintains various other funds for providing a variety of services and activities. The enterprise funds, which provide business type services, comprise most of these funds the City utilizes. Figure 2-7 depicts three of the other major enterprise fund activities for services provided by the City.

**Figure 2-7: Other Major Funds Revenues/Expenditures & Fund Balance**

<b>FY2017-18 BUDGET</b>			
	<b>Water</b>	<b>Wastewater</b>	<b>Solid Waste</b>
<b>Revenues</b>			
Charges for Service	\$1,000,500	\$576,000	\$545,000
Fees	\$207,467	\$121,419	-
Miscellaneous/Planning Grant	\$20,000	\$125,000	-
<b>Total Revenues</b>	<b>\$1,227,967</b>	<b>\$822,419</b>	<b>\$545,000</b>
<b>Expenditures</b>			
Personnel Services	\$95,000	\$80,000	\$77,000
Services & Supplies	\$903,175	\$493,800	\$561,710
Capital Outlay	\$90,000	\$20,000	-
Debt Services	\$114,600	\$59,550	-
<b>Total Expenditures</b>	<b>\$1,202,775</b>	<b>\$653,350</b>	<b>\$638,710</b>
<b>Net Income/(Deficit)</b>	<b>\$25,192</b>	<b>\$169,069</b>	<b>(\$93,710)</b>
<b>Beginning Fund Balance</b>	<b>\$2,872,511</b>	<b>\$4,130,301</b>	<b>(\$468,709)</b>
<b>Ending Fund Balance</b>	<b>\$2,897,703</b>	<b>\$4,299,370</b>	<b>(\$562,419)</b>

Source: FY2017-18 adopted budget document and financial statements for the year ending June 30, 2017.

As is the case with most enterprise activities, these funds are generally self-sustaining as they rely primarily on fees and charges for services provided. Additionally, capital projects for infrastructure supporting these services are generally funded through accumulated fees as well as financing mechanisms with debt service covered by the fees. In addition, they also receive federal and state grants for one-time projects. Budgets will fluctuate from year to year, thus deficit spending in a given year is not necessarily reflective of a negative trend. Maintaining a reasonable fund balance ratio to annual expenditures provides an indicator of fund stability. Generally, a minimum ratio of 10 percent is considered minimal.

Each of these major funds met or exceeded that threshold, with the exception of the Solid Waste Fund. The Solid Waste Fund has been relatively stable over the last several years, with negative beginning fund balances in FY2011-12.<sup>11</sup> The Wastewater Fund's finances have also stabilized over the past few years. Since FY2011-12's beginning fund balance of \$4,160,061 the fund balance has grown by a figure of

<sup>11</sup> Financial Statements, June 30, 2012.

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\$139,309 in FY2016-17.<sup>12</sup> City staff attributes this change in fund balance with increase population within the City of Huron which has resulted in an increase in sewer connection fees and service charges, and reduced delinquent accounts.

## **Assets and Liabilities**

Overall, City assets exceeded liabilities by approximately \$23.4 million as of June 30, 2017.<sup>13</sup> Approximately \$14.6 million of the excess was capital assets (net of related debt), approximately \$8.6 million in restricted net assets, and approximately \$2.3 million in unrestricted net assets. This unrestricted net asset deficit reflects a surplus for the City in meeting its current and long-term obligations.

City Governmental Funds had combined ending fund balances of approximately \$16.9 million. Approximately \$7.4 million was not spendable and \$8.5 million was restricted. A surplus of approximately \$966,722 made up the balance in the unassigned fund balance.

Figures 2-8 and 2-9 on the following pages depict the status of net assets for the City overall and for four of the major enterprise activities.

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<sup>12</sup> Financial Statements, June 30, 2017.

<sup>13</sup> Financial Statements, June 30, 2017.

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**Figure 2-8: Net Asset Summary Governmental Activities and Business Activities**

<b>NET ASSETS</b>			
	<b>Governmental Activities</b>	<b>Business-Type Activities</b>	<b>Total</b>
<b>Assets</b>			
Current Assets:			
Cash & Investments	\$4,368,521	\$1,446,387	\$5,814,908
Receivables, net	\$349,373	\$280,674	\$630,047
Prepaid Expenses	\$45,009	-	\$45,009
Internal Balances	\$69,109	(\$69,109)	\$0
Due From RDA Successor Private Purpose Trust Fund	\$480,227	-	\$480,227
Land Held For Resale	\$923,571	-	\$923,571
<b>Total Current Assets</b>	<b>\$6,235,810</b>	<b>\$1,657,952</b>	<b>\$7,893,762</b>
Noncurrent Assets:			
Capital Assets			
Land	\$260,935	\$212,547	\$473,482
Construction In Progress	\$795,479	-	\$795,479
Depreciable Buildings, Property, Equipment, net accumulated depreciation	\$6,367,914	\$6,918,663	\$13,286,577
Notes Receivable	\$6,751,436	-	\$6,751,436
<b>Total Noncurrent Assets</b>	<b>\$14,175,764</b>	<b>\$7,131,210</b>	<b>\$21,306,974</b>
<b>Total Assets</b>	<b>\$20,411,574</b>	<b>\$8,789,162</b>	<b>\$29,200,736</b>
<b>Liabilities</b>			
Current Liabilities:			
Accounts Payable	\$111,544	\$87,827	\$199,371
Accrued Wages	\$21,787	\$3,771	\$25,558
Deposits Received	-	\$13,900	\$13,900
Accrued Interest Payable	-	\$15,036	\$15,036
Bonds and Notes Payable Due Within One Year	-	\$79,000	\$79,000
<b>Total Current Liabilities</b>	<b>\$133,331</b>	<b>\$199,534</b>	<b>\$332,865</b>
Noncurrent Liabilities:			
Bonds and Notes Payable Due in More Than One Year	-	\$2,055,525	\$2,055,525
Unearned Revenue	\$3,322,405	-	\$3,322,405
Compensated Absences	\$100,060	-	\$100,060
<b>Total Noncurrent Liabilities</b>	<b>\$3,422,465</b>	<b>\$2,055,525</b>	<b>\$5,477,990</b>
<b>Total Liabilities</b>	<b>\$3,555,796</b>	<b>\$2,255,059</b>	<b>\$5,810,855</b>
<b>Net Position</b>			
Invested in Capital Assets, net of related debt	\$7,424,328	\$4,996,685	\$12,421,013
Restricted For:			
Transportation and Public Works	\$1,947,235	-	\$1,947,235
Housing and Community Redevelopment	\$6,518,496	-	\$6,518,496
Debt Service	-	\$179,788	\$179,788
Public Safety	-	-	\$0
Unrestricted (Deficit)	\$966,722	\$1,357,630	\$2,324,352
<b>Net Position</b>	<b>\$16,856,781</b>	<b>\$6,534,103</b>	<b>\$23,390,884</b>

Source: Financial Statements for the Year Ending June 30, 2017.

**Figure 2-9: Net Asset Summary- Major Business Activities**

NET ASSETS				
	Water Enterprise	Wastewater Enterprise	Solid Waste Enterprise	Total
<b>Assets</b>				
Current Assets:				
Cash & Investments	\$510,229	\$936,158	-	\$1,446,387
Receivables, net	\$113,091	\$96,271	\$71,312	\$280,674
Due From Other Funds	-	\$427,861	-	\$427,861
<b>Total Current Assets</b>	<b>\$623,320</b>	<b>\$1,460,290</b>	<b>\$71,312</b>	<b>\$2,154,922</b>
Noncurrent Assets:				
Capital Assets				
Land	-	\$212,547	-	\$212,547
Depreciable Buildings, Property, Equipment and Infrastructure, net of accumulated depreciation	\$3,528,475	\$3,390,188	-	\$6,918,663
<b>Total Noncurrent Assets</b>	<b>\$3,528,475</b>	<b>\$3,602,735</b>	<b>-</b>	<b>\$7,131,210</b>
<b>Total Assets</b>	<b>\$4,151,795</b>	<b>\$5,063,025</b>	<b>-</b>	<b>\$9,286,132</b>
<b>Liabilities</b>				
Current Liabilities:				
Accounts Payable	\$15,812	\$30,174	\$41,841	\$87,827
Accrued Wages	\$1,343	\$1,218	\$1,210	\$3,771
Customer Deposits	\$13,900	-	-	\$13,900
Accrued Interest Payable	\$11,704	\$3,332	-	\$15,036
Current Portion of Long-Term Debt	\$59,000	\$20,000	-	\$79,000
Due to Other Funds	-	-	\$496,970	\$496,970
<b>Total Current Liabilities</b>	<b>\$101,759</b>	<b>\$54,724</b>	<b>\$540,021</b>	<b>\$696,504</b>
Noncurrent Liabilities:				
Bonds and Notes Payable	\$1,177,525	\$878,000	-	\$2,055,525
<b>Total Noncurrent Liabilities</b>	<b>\$1,177,525</b>	<b>\$878,000</b>	<b>-</b>	<b>\$2,055,525</b>
<b>Total Liabilities</b>	<b>\$1,279,284</b>	<b>\$932,724</b>	<b>\$540,021</b>	<b>\$2,752,029</b>
<b>Net Position</b>				
Invested in Capital Assets, net of related debt	\$2,291,950	\$2,704,735	-	\$4,996,685
Restricted For:				
Debt Service (expendable)	\$121,613	\$58,175	-	\$179,788
Unrestricted	\$458,948	\$1,367,391	(\$468,709)	\$1,357,630
<b>Net Position</b>	<b>\$2,872,511</b>	<b>\$4,130,301</b>	<b>(\$468,709)</b>	<b>\$6,534,103</b>

Source: Financial Statements for the Year Ending June 30, 2017.

## Fund Balance Cash Reserves

At the beginning of FY2017-18, the City started the year with a General Fund available fund balance of \$1,068,055. Of this amount, \$968,583 was recognized as non-spendable, while \$99,472 was recognized as unassigned. According to the City, all other government funds reported a reserve fund balance total of \$2,050,535 at the end of FY2016-17. Of this amount, \$310,965 was rolled into the unassigned reserve fund. At the beginning of FY2017-18, all other government funds reported a total cash reserve of \$1,739,570.

The objective of Governmental Accounting Standards Board (“GASB”) Statement No. 54 is to enhance the usefulness of fund balance information by providing a clear fund balance classification that can be consistently applied and by clarifying the existing governmental fund type definitions. This statement establishes fund balance classification to address certain re-categorized cash reserve/fund balances and to better define their purposes. These five reporting categories are listed and defined as follows:

- “Nonspendable” funds are those that are in a form that renders them not convertible to cash such as inventories, prepaid items or receivables.
- “Committed” funds are those that can only be used for a specific purpose by an action of the highest level of decision-making authority in the City, generally the City Council. Committed funds may be reallocated by a decision of the same decision-making body.
- “Restricted” funds have constraints placed on them such as grant requirements, regulatory requirements, and dedicated projects funded by bond proceeds.
- “Assigned” funds not classified as nonspendable, committed or restricted, but are intended for a specific purpose.
- “Unassigned” funds are those that are not classified in any of the other categories and are available for any purpose.

Figure 2-10 depicts the three-year trend of these reserves from FY2014-15 through FY2016-17.

**Figure 2-10: General Fund & Other Governmental Funds Cash Reserves**

<b>FUND BALANCE CASH RESERVE - GASB 54</b>			
	<b>FY2016-17</b>	<b>FY2015-16</b>	<b>FY2014-15</b>
<b>General Fund</b>			
Non-spendable	\$968,583	\$972,633	\$970,758
Restricted	-	-	-
Committed	-	-	-
Assigned	-	-	-
Unassigned	\$99,472	(\$370,994)	(\$681,665)
<b>Total General Fund</b>	<b>\$1,068,055</b>	<b>\$601,639</b>	<b>\$289,093</b>
<b>All Other Government Funds</b>			
Restricted	\$2,050,535	\$2,030,489	\$1,822,985
Unassigned	(\$310,965)	(\$660,119)	(\$123,494)
<b>Total All Other Government Funds</b>	<b>\$1,739,570</b>	<b>\$1,370,370</b>	<b>\$1,699,491</b>
Source: Financial Statements for the Year Ending June 30, 2017.			



## Debt, Debt Service, and Bond Rating

The City has incurred a number of various long-term bond debt and loan obligations over the years for various purposes. Two bonds are backed by the General Fund and three bonds and two Certificates of Participation (“COP”) are backed by enterprise funds. All of the bonds are revenue bonds. Figure 2-11 reflects the total obligations and debt service requirements for these bonds and loans. Of the approximately \$5 million total debt, approximately \$1.9 million is associated with enterprise funds revenue bonds.

Approximately \$3 million are lease revenue bonds for general governmental projects. Total General Fund backed indebtedness is approximately \$3 million. The FY2016-17 General Fund debt service is approximately 23 percent of the General Fund budget. This ratio is relatively high as a ratio of less than 10 percent would be considered an ideal level.

**Figure 2-11: Summary of Debt & FY16 Debt Service**

<b>DEBT &amp; DEBT SERVICE</b>					
	<b>FY2016-17</b>	<b>FY2017-18</b>			
	<b>Outstanding Principal &amp; Interest</b>	<b>Principal Payment</b>	<b>Interest Payment</b>	<b>Total Debt Service</b>	<b>General Fund Debt Service Portion</b>
Bonds	\$4,247,000	\$127,000	\$287,929	\$3,832,071	3,050,284
Certificate of Participation	\$1,277,525	\$42,000	\$62,575	\$1,172,950	-
<b>Totals</b>	<b>\$5,524,525</b>	<b>\$169,000</b>	<b>\$350,504</b>	<b>\$5,005,021</b>	<b>\$3,050,284</b>
Source: Financial Statements for the Year Ending June 30, 2017.					

## Bond / Credit Rating

The City is required to disclose the credit quality rating of investments in debt securities as issued by nationally recognized statistical rating organizations (“NRSRO”). The NRSRO is a credit rating organization that provides an assessment of the creditworthiness of a firm or financial institution, and is registered with the Security and Exchange Commission (“SEC”). To be considered by the NRSRO, the SEC must deem the agency to be "nationally recognized" in the U.S., and it must provide reliable and credible credit ratings. According to the City’s Audited financial statements, the City holds local agency investment funds with the California State Treasury. The State regulates the investments. The City’s credit rating was unavailable during FY ending on June 30, 2017.

During the development of this MSR, Huron’s City Manager informed LAFCo staff that the City has been looking for ways to cut costs, improve its finance management practices, and save taxpayers money.

Huron was able to refinance two bonds in March, 2019, cutting the interest rates from over 11% to 3.01%. The City’s bond refinancing will save Huron taxpayers over \$1,561,178 in total debt service savings over the life of the bond that will be shared by all taxing City entities.<sup>14</sup> The City’s refinancing also reduced its bond payments due in part to a Double A (AA) bond rating from Standard and Poors (“S&P”) bond rating agency. S&P evaluates the City’s budget and financial reports and gives bond ratings based on the way the City handles its finances. Bond ratings go from the Letter A (highest) to the Letter C (lowest). Any bonds that have a lower than C bond rating are nonrated and are considered “junk bonds.”

<sup>14</sup> City of Huron Newsletter, Issue 6 – Volume 4, May 2019.

## Pension and Other Long-Term Liabilities

The City contributes to and acts as the administrator of the City of Huron Profit Sharing Plan, a defined contribution pension plan available to eligible City employees. The profit sharing plan is available to full-time employees with one year of service with the City.

At the discretion of the City, eligible employees may receive a City contribution to the profit sharing plan not to exceed a maximum of 15% of the employee's salary towards retirement. The profit sharing plan is administered by contract with Hicks Pension Services and all City and employee contributions are forwarded to the Administrator for investment in the stock market. LAFCo's review of the City's Financial Statements show that the City had a balance of \$60,371 in its Pension Plan Trust Fund, as of end of June 30, 2017. However, the Auditor notes that the City made no contributions to the profit sharing plan for that fiscal year. Employees are immediately vested in their own contributions and earnings on those contributions.

In contrast, employees become vested after one-year of full-time service with the City, and City contributions and earnings on City contributions listed as follows:

- 0% in the first year, then
- 20% per year thereafter, to a maximum of 100 percent

City employees are eligible to secure 100 percent of the City's Plan contribution after successfully completing the fifth-year of service with the City. Non-vested contributions are forfeited upon termination of employment. For the year ended June 30, 2017, there were no forfeitures. The City had no liability in the profit sharing plan as of June 30, 2017.

## Other Long-Term Liabilities

As of June 30, 2017, the City has other long-term liabilities totaling approximately \$3,390,000. Figure 2-14 depicts the breakdown of these other obligations by major activities.

**Figure 2-14: Summary of Other Long-Term Liabilities**

OTHER LONG-TERM LIABILITIES				
	Governmental Activities	Business-Type Activities	RDA Successor Agency Private Purpose Trust	Total Primary Government
Compensated Absences	\$100,060	-	-	\$100,060
Revenue Bonds	-	\$857,000	\$1,490,000	\$2,347,000
Certificates of Participation	-	\$1,277,525	-	\$1,277,525
Tax Allocation Bonds	-	-	\$1,900,000	\$1,900,000
<b>Total Long-Term Liabilities</b>	<b>\$100,060</b>	<b>\$2,134,525</b>	<b>\$3,390,000</b>	<b>\$5,624,585</b>

Source: Financial Statements for the Year Ending June 30, 2017.

## Grant Funding Programs

The City of Huron 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 statements for FY ending on June 30, 2017, City of Huron has been able to leverage over \$6.7 million in

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federal and state grant programs to financially assist the community. Additionally, Measure C funding has assisted the City with local transportation improvement projects. 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, 2017, City of Huron showed a balance of \$4,786,047 in the HOME grant funding under its governmental activities.

## **Community Development Block Grant Program**

The City of Huron received grant funding from the Community Development Block Grant (“CDBG”) program. The grant funds are disbursed to homeowners who meet low and moderate income guidelines and qualify for the CDBG program as deferred loans, grants or below market interest rate loans. All program income must be accounted for and kept in a reuse fund where it can then be accumulated and lent back out.

At the end of June 30, 2017, City of Huron showed a balance of \$1,088,730 in the CDBG grant funding under its governmental activities.

## **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 FY2017-18,<sup>15</sup> the City of Huron was awarded the funding the following projects:

- Local Transportation Programs- Street Maintenance - \$113,316
  - ADA Compliance - \$3,830
  - Flexible Spending - \$109,495
- Pedestrian Trails
  - Rural – \$16,120
  - Bicycle Facilities - \$4,001

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<sup>15</sup> Fresno County Transportation Authority, Measure C Annual Report for Fiscal Year 2017-18.

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Most notably, Measure C funding has been secured to improve the highway system near City of Huron. The State Route 269 new bridge and drainage channel started construction in Fall of 2018, to address seasonal road closures near Huron attributed to the wet years creating flooding condition along the corridor between State Route 198 and the City of Huron.

## **CalHome Grant**

The City of Huron receives grant funding from the CalHome Program. These funds will be used for the City's housing rehabilitation program toward owner-occupied housing rehabilitation. The CalHome Reuse money is available to continue with owner-occupied rehabilitation loans.

At the end of June 30, 2017, City of Huron showed a balance of \$850,111 in the CalHome grant funding program under its governmental activities.

## **Issue of Concern – Lack of Diligence Regarding 2015 Affordable Housing Grant**

Contingencies exist when an agency has an existing circumstance as of the date of the financial statements that may cause a gain or loss in the future; depending on events that have not yet happened and, indeed, may never happen.<sup>16</sup>

According to the City's Financial Statement for year ending on June 30, 2017, in 2015-16 the City was awarded a \$1,500,000 grant by the California Department of Housing and Community Development ("HCD") for the development of an affordable home subdivision by January 1, 2017.

The City entered a development service agreement with a developer for the construction of the entire subdivision. According to the City's audited financial statements, the developer submitted a promissory note with the City in exchange to receive the funding up front for the project. At the end of June 30, 2017, the Auditor's report indicated that the developer expended \$1,300,000 of the available grant funding, with nothing to show in support of the project. Furthermore, the developer then died during the process. The City noted that most of the original funding had been expended and the City did not meet the grant's deadline to construct the project.

Under the HCD grant agreement, the City is required to repay the grant funds, with six percent (6%) interest, in the event the homes were not developed and sold on or before the January 1, 2017, or by the expiration date of the grant. The City has requested two separate one-year extensions from HCD to begin a repayment process. The City filed and currently holds a \$1,500,000 Deed of Trust against the subdivision property securing the promissory note executed by the developer. LAFCo staff was not able to determine if the City will recover the grant money, or if the City is in position to construct the affordable housing subdivision in the near future.

The City is working with HCD to renew and extend the original grant agreement, extend the time for completing the affordable homes, and allow for the City's acquisition of the property by foreclosure sale so that the \$1,500,000 loan can be converted to a grant as originally intended.<sup>17</sup> Again, it is uncertain whether the City will be required to repay the \$1,500,000 grant to HCD.

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<sup>16</sup> Statement of Financial Accounting Standards No. 5, Financial Accounting Standards Board.

<sup>17</sup> City of Huron Financial Statements for the year ending on June 30, 2017.

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Despite this contingency, less than half of the new homes called for in Huron’s most recent housing element have been constructed, while demand for affordable housing through the California has increased in the past five years.

### **Financing Efficiencies and Opportunities**

There are very limited opportunities for improving the financing of the City other than those measures already taken by the City. As mentioned previously, the City pursues grant funding both federal and state programs to assist with ongoing City Projects, i.e. infrastructure improvements, expansion of its facilities, and housing projects. These types of funding opportunities have assisted the City undertake projects, at little to no cost to its residents. LAFCo observes that City expenses remain relative constant over the last five-years, and the City stay current with new and upcoming grant funding opportunities.

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

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### 3. Growth and Population Projections

This section comprises the growth and population analysis for the City of Huron. It considers demographic information prepared by California Department of Finance,<sup>18</sup> U.S. Census, and land use policy documents adopted by City of Huron to identify growth estimates within the City's incorporated limits and the 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.<sup>19</sup> 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 Huron General Plan was adopted by the City Council on July 18, 2007. The Huron General Plan accounts for the City's growth using a 20-year planning horizon, through 2025. 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 three planning boundaries that outline the City's planning strategy: City limits (1,140 acres), General Plan Proposed Huron SOI (1,913 acres)<sup>20</sup>, and the "Plan Area" which encompasses four-square miles and extends beyond the Huron SOI. The City estimates that the ultimate buildout of the entire Plan Area will occur beyond the 20-year planning horizon.

The largest land use designation within City limits is Low Density Residential at 25% on all incorporated land, followed by Light Industrial at 20%, and Public Facilities at 14%. City of Huron's land use designations are summarized on Figure 3-1.

LAFCo notes that the General Plan considers a proposed Huron SOI that encompasses 1,913 acres, which is approximately 743 acres larger than the current Huron SOI of 1,170 acres. For simplicity, Figure 3-1, summarizes Huron General Plan's planned land uses for the entire 1,913 acre proposed Huron SOI.

#### Current Population

As of May 1, 2019, the City has a population of approximately 7,308, based on California Department of Finance ("DOF") estimates, which indicates a 0.3 percent increase from Huron's 2018 population of 7,289.

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<sup>18</sup> California Department of Finance, Population Estimates, published May 1, 2019: <http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/>

<sup>19</sup> GC Sec. 56076

<sup>20</sup> Huron General Plan environmental assessed a larger Huron SOI boundary.

**Figure 3-1: Land Use, 2005-2025**

Land Use	Incorporated		Unincorporated GP SOI	
	Acres	Percentage	Acres	Percentage
Community Commercial	8.2	1%	8.2	0.4%
Neighborhood Commercial	0	0	0	0
Service Commercial	54.0	5%	87.1	4.6%
Low Density Residential	258.7	25%	359	18.8%
Medium Density Residential	56.2	5%	73.0	3.8%
High Density Residential	61.3	6%	68.0	3.6%
Heavy Industrial	94.2	9%	148	7.7%
Light Industrial	203.7	20%	283.9	14.8%
Park	17.9	2%	27	1.4%
Reserve	-	-	-	-
Agriculture	0	0	278.2	14.5%
Public Facility	142.7	14%	389.4	20.4%
Right-of-Way	143.1	14%	191.2	10%
<b>Total</b>	<b>1,040.0</b>	<b>100%</b>	<b>1,913.0</b>	<b>100%</b>

Source: Huron Final General Plan EIR

In contrast, according to the US Census 2010-2014 American Community Survey 5-year reports, City of Huron’s population averaged 6,777 residents during the surveyed time period. Of the total City population, 62 percent are 18 years or older, and less than seven percent were 65 years old and over.<sup>21</sup> The City’s male to female is 47 percent and 53 percent, respectively. Majority of the population identify themselves either by Hispanic or Latino.

Within the City limits, there are approximately 1,789 housing units. Of the available housing units, approximately 30 percent are owner-occupied while over 70 percent are renter-occupied.<sup>22</sup> The average household size is 4.10, while the average family size is 4.23. During 2010-2014, there were approximately 1,453 families residing within the City.

During 2010-2014, there were 2,400 working civilians in Huron, which means working people over 16 years of age. Largest employers in Huron, and its vicinity include agriculture, educational and health care, retail/trade, transportation and warehousing jobs.<sup>23</sup>

Of the population 25 years and over, 14 percent graduated from high school, approximately nine percent have college experience, approximately 2.5 percent earned a bachelor’s degree, and approximately 1.5

<sup>21</sup> US Census, 2010-2014 American Community Survey 5-year reports, Huron City, California.

<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

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percent earned a graduate or professional degree. Census data notes that percentagewise, Huron's population age of 35 to 44 year old reported a much higher education attainment level with 27 percent earning high school diploma or higher, and 5.4 percent earning a Bachelor's degree or higher.

Income levels within the City are lower than that of the County. During 2010 to 2014, the City's average household income was \$28,896, and Fresno County's average household income was \$45,201 for the same period.

The census provides additional income categories for the City of Huron and Fresno County, these include family income and married-couple income. For years 2010 through 2014, the City's average family income was \$25,859, and married-couples with family reported an average income of \$34,538. Fresno County's average family income was \$50,046, and married couples with family reported an average of \$66,104. LAFCo notes, that majority of the incomes within Huron are considered at or below poverty level.

## **Student Population**

Another source of information referenced in this report is student enrollment information tabulated by Education Data Partnership ("Ed-Data"), a partnership of the California Department of Education, EdSource, and the Fiscal Crisis and Management Assistance Team/California School Information Services. Ed-Data is a data system designed to offer educator, policy makers, parents, and the public with quick access to comprehensive data about K-12 education in California.

Coalinga-Huron Unified School District ("CHUSD") provides public education, K through 12, within the cities of Coalinga and Huron, and in the greater area. Within Huron, there are two public schools: Huron Elementary School and Huron Middle School. The Coalinga High School accommodates all high school students within the CHUSD boundaries. The following details summarize current student population by school site.

Huron Elementary School (K-5) was opened in 1980, and is located at 36131 "N" Street, Huron, California. The school site has a designed student capacity of 1,180 students. During school year 2017-18, there were 845 students enrolled at Huron Elementary with an average class size of 21.3 students. Student enrollment has stayed relatively the same in the past four years. According to Ed-Data, student enrollment for years 2014-15, 2015-16, 2016-17 was 854 students, 874 students, and 854 students.<sup>24</sup>

Huron Middle School (6-8) was opened in 1996, and is located at 16875 Fourth Street, Huron, California. The school site has a designed student capacity of 521 students. During school year 2017-18, there were 378 students enrolled at Huron Middle School with an average class size of 23.3 students. Student enrollment has stayed relatively the same in the past four years. According to Ed-Data, student enrollment for years 2014-15, 2015-16, 2016-17 was 354 students, 367 students, and 374 students.<sup>25</sup>

Coalinga High School (9-12) is located in City of Coalinga at 750 Van Ness Avenue, Coalinga, California. The school site has a design capacity of 1,080 students. During school year 2017-18, there were 1,144 students enrolled at Coalinga High with an average class size of 26.5 students. Although student enrollment numbers exceed the school site's capacity, student enrollment has stayed relatively the same

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<sup>24</sup> Education Data Partnership, Ed-Data, Huron Elementary School Demographics, accessed May 20, 2019.

<sup>25</sup> Ibid.



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in the past four years. According to Ed-Data, student enrollment for years 2014-15, 2015-16, 2016-17 was 1,194 students, 1,183 students, and 1,183 students.<sup>26</sup>

During the development of this MSR, LAFCo staff contacted CHUSD to enquire about student enrollment information and growth forecasts for school sites in Huron.<sup>27</sup> According to the Superintendent of CHUSD, student enrollment trends within Huron have remained stable over the last five years, and both school facilities have adequate enrollment capacity to continue serving the community of Huron. CHUSD informed LAFCo that although Coalinga High School’s enrollment numbers appear to be over its capacity, there has not been a direct need to begin plans for a school expansion. Currently, the CHUSD has not identified a need for a new high school. CHUSD staff informed LAFCo that if a future school site were to be needed, a feasibility study would be commissioned to evaluate service needs, population trends, student enrollment trends, and building permit activities.

## **Housing Element**

The Legislature has declared that LAFCo’s role in promoting orderly formation and development of local agencies includes consideration, with a preference granted to accommodating additional growth of those local agencies that can best accommodate and provide necessary governmental services and housing for persons and families of all incomes in the most efficient manner feasible.<sup>28</sup>

According to the Regional Housing Needs Allocation for the Huron 2015-2023 Housing Element, the City has the potential to add an estimated 424 dwelling units, based on current vacant and/or underutilized parcels over the period of eight years (2015 through 2023). The 424 dwelling units are identified in the following categories: 86 very low-income units, 112 low-income units, 110 moderate-income units, and 116 above-moderate income units.

As of 2016, the General Plan Housing Element noted that Huron has received funding on two approved housing developments that, to date, have not been built. One project would construct 81 units, including 24 units of senior housing and 57 family units. The 57 family units are funded through HOME and tax credit financing. The planned second phase will be built on APN 075-032-78S and would consist of 30 deed-restricted low-income single family units financed by a CalHome loan to the City.<sup>29</sup>

Huron’s updated Housing Element notes that the City continues to need affordable housing for lower income households, especially for seniors, disabled, farmworkers, the homeless, and those at imminent risk of becoming homeless. The City of Huron anticipates that the majority of large-scale residential development will occur on land currently within the SOI. City intends to expand its infrastructure and resources with each approved development and upon annexation.

## **Agricultural Lands**

SOIs empower 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

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<sup>26</sup> Education Data Partnership, Ed-Data, Huron Elementary School Demographics, accessed May 20, 2019.

<sup>27</sup> LAFCo conversation with Superintendent, Coalinga-Huron Unified School District. May 3, 2019.

<sup>28</sup> GC Section 56001, Legislative Findings and Declarations; State interest.

<sup>29</sup> Fresno Multi-Jurisdictional 2015-2023 Housing Element, City of Huron.

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agencies based upon local conditions and circumstances.”<sup>30</sup> Although LAFCo does not have direct land use authority and does not manage service-providing agencies, LAFCo can serve as an intermediary for the state in addressing growth challenges through the periodic updates of each SOI as mandated by State law.

Furthermore, the California Land Conservation Act (“Williamson Act”) was established in 1965 to protect agricultural lands from conversion to non-agricultural use. Owners of land placed under Williamson Act contract (“WACs”) receive lower property tax rates, but must keep the land in agricultural production or related use for the ten-year contracts that are automatically renewed each subsequent year (after the initial ten year period) unless a notice of non-renewal is filed with the Williamson Act contract administrator, which is then forwarded with the California Department of Conservation.

While agricultural uses continue to dominate much of the regional landscape, only moderate amounts of agricultural land remains in production within the current Huron SOI. The Huron General Plan does not designate any land within the City limits for agricultural uses, and the Huron General Plan designates urban land uses for territory within the Huron SOI.

The Huron General Plan evaluated all potential environmental impacts for a potential Huron SOI that encompasses approximately 1,913 acres. Under this SOI scenario, the General Plan’s EIR noted that there are 278 acres of land within the General Plan’s SOI protected under the Williamson Act Contract program.

The Huron SOI encompasses 1,170 acres, there are no active WACs within the existing Huron SOI. Of the proposed 120-acre SOI expansion, only Growth Area 1, which is planned to accommodate public facilities, is under an active WAC. The City’s General Plan envisions the 40-acre location will be developed into a future school site expansion to serve the Huron community. At the time the MSR was prepared, Assessor Parcel Number 075-050-24S was owned by a private landowner, and the territory is subject to Williamson Act contract AP-2041.

In a series of meetings with City officials, LAFCo staff learned that the landowner of Growth Area 1 intended to donate the 40-acre to the City of Huron for public use. Combined with approximately 10 acres of the parcel to the west<sup>31</sup>, this location is planned to accommodate up to 50 acres of land designated for public facilities. Based on the City’s General Plan, designated planned land uses, and communication with City officials; LAFCo staff expects that the addition of the 40 acres to the Huron SOI will not impair the landowner’s ability to continue farming the land until such time as it is developed with its planned land use.

The City informed LAFCo staff that the site plan design process for a school site may take years to complete. Additionally, the State of California, Department of Education, regulates design criteria that new school sites need to follow for new construction or expansion of public school facilities in order to be eligible to receive state funding.<sup>32</sup> The proposed Huron SOI is not expected to adversely affect the continuation of the Williamson Act contract beyond its current expiration date. During the preparation of this MSR, the City and the landowner entered into an official contract that memorialized the landowner’s commitment to donate the subject land to be developed into a future Huron high school.

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<sup>30</sup> Government Code Section 56301.

<sup>31</sup> Assessor Parcel Number 075-05023S, located inside the Huron SOI.

<sup>32</sup> Title 5, sections 14001-14036 on School Facilities Construction, California Code of Regulation.

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## **Agricultural Policies**

Policies in the Huron General Plan were designed to preserve farmland by incentivizing new development within the City limits. Proposals that are contagious, but outside the City limits, are encouraged to secure land use entitlements consistent with the Huron General Plan prior to extending public services. All new development outside of the City limits, but within the Huron SOI shall adhere to the planned land uses of the Huron General Plan. Additional objectives and policies in Land Use element address the broader planning issues of natural resource preservation. At the present, the City's policies regarding the preservation of natural resources are limited to the following:

1. Project natural resources including, wildlife, natural habitats and ecosystems, natural-pristine vegetation areas, groundwater, soils, and air quality to meet the needs of present and future generations.
2. Ensure that environmental hazards including potential flooding and impacts from agricultural practices are adequately addressed in the development process within the city and the Huron Planning Area.
3. Create and preserve an open space system in the Huron Planning Area to meet a variety of needs.

## **Vacant Land Inventory**

During the MSR process, the City informed LAFCo that there were approximately 192 acres of vacant land within the Huron SOI. Of these properties, approximately 114 acres are designated for single family/medium density residential uses. The remaining 78-acres consist of non-residential land uses, i.e. light industrial, service commercial, community commercial, and open space. The General Plan land use diagram and zoning maps provide various opportunities for vacant lands to be developed by interested landowners, organizations, and agencies with an interest to invest in City of Huron.

## **Planned land uses for Huron SOI**

The City's three growth areas are detailed as follows:

### **Growth Area 1 – Planned School Site, 40 acres**

Assessor Parcel Number 075-050-24S is located immediately south of Huron's city limits, and the entire parcel encompasses 120 acres all under an existing Ag Preservation Contract (AP-2041). The Fresno County General Plan designates the subject parcel as Agriculture, and the parcel is identified in Fresno County's AE-20 Exclusive Agriculture zone district. Existing land uses consist of agricultural operations.

The City's request only includes the northern 40 acres land of the subject parcel. The Huron General Plan designates the land for public facilities and City expects the land to be developed into a future school facility along with the 10 acres of the adjacent 39-acre parcel<sup>33</sup> located west of the proposed school site. Currently, the City nor CHUSD own the land, however the City expects that land acquisition would occur in the near future after, after the formation of a new Huron Unified School District. The City informed LAFCo staff that it is working with two options so that the City retains a new school facility in Huron.

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<sup>33</sup> APN 075-050-23S currently within the Huron SOI.

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The first option, is for the City to form its own school district within the existing Coalinga-Huron Unified School District.<sup>34</sup> The City informed LAFCo staff that it is working on a third attempt to form a new school district to serve Huron and its neighboring community. In 2019, the City requested assistance from California Senator Caballero to assist it in the formation of the new school district. As planned, the City intends to use available land within the City or close proximity to begin securing locations for future school facilities, consistent with planned land uses identified in the Huron General Plan. As a provisional land holder, the City informed LAFCo staff that the landowner in Growth Area 1 will donate the land to the City with the promise that it will be developed into a school facility. The City informed LAFCo staff that it is confident that the new school district will be formed with the assistance and support of local legislators. Additional information is presented in Appendix A of this MSR.

If the new school district is not formed, the City intends to continue working with CHUSD in an effort for the City to develop its own high school facility within Huron. The land is still expected to be donated to the City with the goal that CHUSD board would be supportive in allocating funding toward the construction of a new high school facility.

Currently, CHUSD does not own the land, however the City and landowner have entered into contract for the donation of the property. As needed, the City and CHUSD will work with the property owners to ensure that the land donation is conducted in accordance with applicable state law.

Currently, the City and CHUSD have a mutual agreement that allows the City and its residents to use the school facilities for recreational and open space use when school is not in session. The City informed LAFCo that it will work with CHUSD as the site design is developed to ensure that adequate recreational space is provided for the site and complements existing land uses per Huron General Plan. The City-CHUSD shared facilities agreement for recreational space fulfills the City of Huron's General Plan Policy 3.16 of section 3.12 Recreation Element.

## **Growth Area 2 – Huron Wastewater Treatment Plant Expansion, 131 acres**

Currently, 30 acres of the subject 40-acre parcel (APN 075-400-05ST) are used for agriculture use, while the remaining 10 acres hold four oxidation lagoons used by the City's Wastewater Treatment Facility ("WWTF"). Additional expansion plans are underway and the City intends to annex the entire 40 acres in the near future. The proposed SOI revision proposes to include of 40 acres into the Huron SOI.

The Fresno County General Plan designates the subject parcel as Agriculture, and the parcel is identified in Fresno County's AE-20 Exclusive Agriculture zone district. The City's General Plan designates the land for public facilities, and the City expects that this parcel will continue to serve the WWTF.

During the preparation of the MSR, LAFCo staff determined that Huron's 91-acre parcel WWTF had been annexed into the City<sup>35</sup> but not included in the Huron SOI.<sup>36</sup> Because the property is physically developed for the purpose of wastewater treatment and disposal, and given the City's investment in this territory and its interest in expanding its city limits here, it is appropriate to depict Huron's WWTF site within the Huron SOI. Inclusion of the WWTF increases Growth Area 2 to 131 acres.

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<sup>34</sup> City of Huron, Newsletter July 2017: [http://cityofhuron.com/wp-content/uploads/2017/07/Huron-Newsletter-July-2017\\_8.5x11\\_Final.pdf](http://cityofhuron.com/wp-content/uploads/2017/07/Huron-Newsletter-July-2017_8.5x11_Final.pdf).

<sup>35</sup> Fresno LAFCo File AC-78-13, Huron WWTF Annexation (91.49 acres), effective April 27, 1979.

<sup>36</sup> Huron WWTF located on APN 075-380-10ST.

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Including the affected territories into the Huron SOI would result in a net gain of 131 acres to the updated Huron SOI. The updated Huron SOI will enable the City's annexation request of APN 075-400-05ST to the City.

### **Growth Area 3 – Light Industrial, 40-acre**

The third location would revise the Huron SOI by 40 acres (APNs 075-390-07S, 38.2 acres and -08, 1.52 acres). The land is located along the south side of Palmer Avenues, approximately a quarter mile west of the Lassen and Palmer Avenues intersection.

The subject parcel is located immediately west of the current City limits, and the Fresno County General Plan designates the subject parcel as Agriculture, and the parcel is identified in Fresno County's AE-20 Exclusive Agriculture zone district. The existing parcel has been fallowed for several years, and the City request inclusion so that it can be developed into job generating uses.

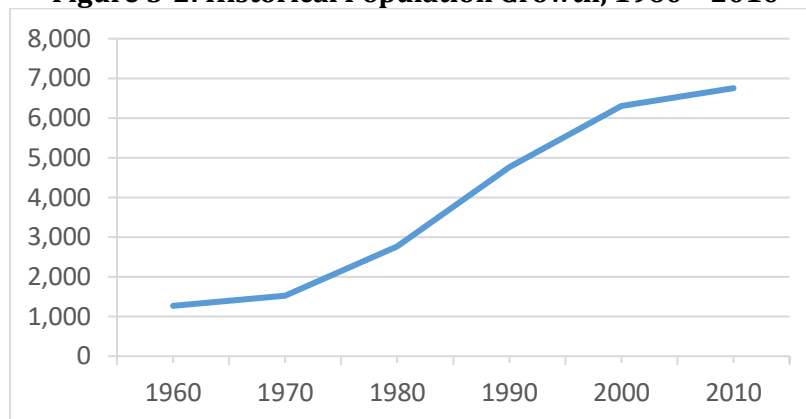
The City's General Plan designates the land for light industrial uses, and City expects that both parcels 075-390-07S and -08 would be developed as regional commercial/industrial land uses. The City expects to work with the property owner south of the subject parcel in order to annex both properties into the City.

The combined SOI revisions amount to 211 acres. The proposals will increase the Huron SOI from 1,170 acres to 1,381 acres. The proposed SOI update represents a 17.8 percent growth change to the Huron SOI that are contemplated by the Huron General Plan.

### **Population Growth Trends**

According to the United States Census Bureau, the City's population increased from 1,269 persons in 1960 to 4,733 in 1990, and 6,754 in 2010. Over the period from 2000 to 2010, the City experienced 7.1 percent overall growth or 0.69 percent average annual growth. As of May 2019, City of Huron has an estimated population of 7,308, based on California Department of Finance estimates.

**Figure 3-2: Historical Population Growth, 1960 – 2010**



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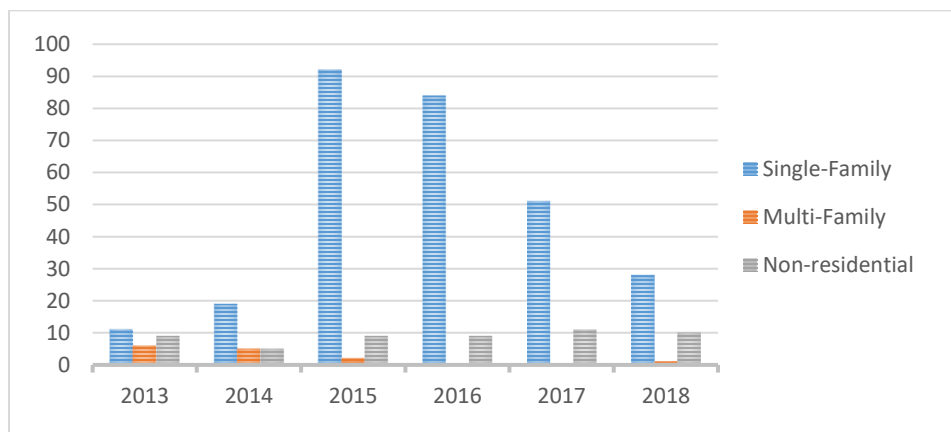
## Building Permits Activity

Over the last five years, from 2013 to 2017, the City has issued permits for 299 residential units, of which, 285 (95 percent) were for single family residences.

During that time period the number of residential permits peaked in 2015 at 94 units. Similar to most other areas in the State, the City experienced a significant dip in residential development beginning in 2008. The City informed LAFCo that it expected building permit activity to progressively increase within the next five to ten years.

- 2013: 11 Single-Family, 6 Multi-Family, 9 Non-Residential.
- 2014: 19 Single-Family, 5 Multi-Family, 5 Non-Residential.
- 2015: 92 Single-Family, 2 Multi-Family, 9 Non-Residential.
- 2016: 84 Single-Family, 0 Multi-Family, 9 Non-Residential.
- 2017: 51 Single-Family, 0 Multi-Family, 11 Non-Residential.
- 2018: 28 Single-Family, 1 Multi-Family, 10 Non-Residential.

**Figure 3-4: Issued Residential Permits, 2013-2018 (units)**



## Development

As of spring 2018, the City was actively processing applications for new subdivisions and structures in varying stages of the application process, of these applications, several are residential and commercial development projects, which include the following:

1. Housing development on O Street (Oreol Homes)
2. Industrial Park on Lassen Avenue (United Health Center, Dollar General, and Adventists health Clinics).

## Growth Projections

The Huron General Plan projects that the area within the Huron Plan Area will accommodate an additional population of approximately 3,333 new residents by 2025, resulting in a total population of 10,274, which equates to an average annual growth rate of 2.50 percent over the 20-year planning period. The City would need to increase its housing stock up to 1,030 new units by year 2025. Huron's population fluctuates during the year (for example, during the April through November harvest season), the City of Huron's

residents may increase to over 9,000, which is attributed to the local agricultural industry which heavily depends on migrant workers from other states or countries that follow the harvest seasons, i.e. Arizona, New Mexico, Mexico, or Central America.

**Figure 3-5: Huron General Plan Projected Population, 2005 to 2025**

	<b>General Plan Horizon (2025)</b>
Additional Population (from current pop.)	3,333
Total Population	10,274

Another source of information referenced in this report is a more recent study, “Fresno County 2050 Growth Projection,” prepared by the Fresno Council of Governments (“COG”). The study provides population growth estimates, job growth projections, and housing characteristics in Fresno County. COG compiled multiple jurisdictional information about planned development projects that will drive regional growth in the short term and long term.<sup>37</sup> For the location within the Huron SOI, the COG study forecasts a 0.6 percent annual population growth rate for locations within the Huron SOI. COG estimates that the City of Huron would reach the following population levels by the listed years:

**Figure 3-6: Fresno COG’s Projected Population for Huron, 2015 to 2050**

<b>COG’s forecast by year</b>	<b>Population Estimates</b>
2020	7,430
2025	7,600
2035	7,750
2050	8,330

## **Growth Strategies**

The Huron General Plan has two planning horizons – 2005 through 2025—and the full buildout of the “Plan Area” scenario, which has an unspecified time to complete and generally is beyond the 50 years. A primary focus of the General Plan is to encourage new residential and commercial development within the City’s existing urban footprint, while balancing development in growth areas within the Huron General Plan’s proposed SOI.

The Huron General Plan EIR notes that vacant land within Huron city limits would not be sufficient to accommodate planned City growth and much of the City’s growth would occur outside the LAFCo adopted SOI for Huron. The City’s General Plan designated urban land uses to a “Plan Area” encompassing 1,913 acres, which includes plans SOI amendments to occur during the General Plan’s 20-year planning horizon.

<sup>37</sup> Table 21- Projection of Total Population: Fresno County and Local Jurisdictions: 2015-2050, Fresno County 2050 Growth Projections, Fresno Council of Governments.

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Due to plans for a greater emphasis on investment in established neighborhoods, the General Plan allows an overall increase in residential density and development intensity. In many respects, the City's General Plan and its goal to accommodate future growth, and reflects the fiscal as well as environmental issues related to aesthetics, farmland conversion, air quality, biological, cultural resources, noise, public services, and water quality.

## **Urban Form**

The General Plan Land Use Element Policies Statement outlines 16 land use objectives, which are implemented by several supporting policies. These policies are designed to direct growth, to the extent possible, towards infill, and revitalization

1. Strive to keep Huron a safe place to live, work, and visit.
2. Maintain and enhance Huron's physical diversity, visual qualities, and small-town characteristics.
3. Maintain the core area (Lassen Avenue from Paler to Tornado Road) as the City's geographical center and main gateway feature.
4. Ensure adequate land area is available for future housing needs.
5. Provide new residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet projected demand throughout the community.
6. Identify locations for multi-family developments which are accessible to transportation routes, commercial areas, schools, and recreation facilities.
7. Ensure that Huron has adequate land available in its SOI to accommodate future residential growth during the planning period and beyond.
8. Ensure the continued viability of Huron's existing commercial areas.
9. Designate appropriate and sufficient commercial land for Huron's needs to the year 2025 with appropriate phasing.
10. Invest and implement methods of accelerating the project review process for commercial and industrial development proposals which generate employment opportunities.
11. Promote industrial sites which are functional, have adequate public services, and have access to major streets and railroads.
12. Provide sites for adequate public facilities to serve projected growth.
13. Provide specially designated areas for education facilities related to technical training.
14. The City shall coordinate the location of school sites in the community with the school district in an effort to assist the school district in providing school facilities at the optimum location and in a timely manner.
15. Provide transportation and recreation opportunities near schools.
16. Promote school as focal points for neighborhood areas and as planning elements for new growth areas.

## **Annexation Policies**

Currently, the City of Huron does not have an annexation program. All annexations into the City of Huron are subject to LAFCo's Policy 210 – Standards for annexation to Cities and Urban Service Districts and Policy 210.13 - Rezoning 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.



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- 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.

The City intends to adopt a method to ensure strategic sequencing of development, in order to promote development within city limits as well as outward City growth. Furthermore, all City annexations will comply with the City-County Memorandum of Understanding. The City plans to use strategic phasing to achieve the overall goals of the plan. LAFCo recommended that the City develop annexation policies, or guidelines, or procedural manual that can address the City’s timing and standards for annexation.

## **Regional Planning**

Huron, as a City within Fresno County, is part of an eight-county region. Collectively, they have approved the “San Joaquin Valley Blueprint” along with the smart growth principles listed below, which has been integrated into the Huron General Plan. They are as follows:

1. Create a range of housing opportunities and choices;
2. Create walkable neighborhoods;
3. Encourage community and stakeholder collaboration;
4. Foster distinctive, attractive communities with a strong sense of place;
5. Make development decisions predictable, fair, and cost-effective;
6. Mix land uses;
7. Preserve open space, farmland, natural beauty, and critical environmental areas;
8. Provide a variety of transportation choices;
9. Strengthen and direct development towards existing communities;
10. Take advantage of compact building design;
11. Enhance the economic vitality of the region; and
12. Support actions that encourage environmental resource management.

The City of Huron also seeks to develop a regional cooperative planning and development strategy with all the city, county, and special district jurisdictions in Fresno, Madera, Tulare, and Kings Counties in order to better achieve increased air quality, lower greenhouse gas emissions, farmland preservation, water and energy conservation, increased regional transportation infrastructure and economic development, and sustainable fiscal resource and mutual quality-of-life goals in the region.

## **Neighboring Agencies**

The City has adopted the following policies in its General Plan to promote regional planning efforts within neighboring local agencies:

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- Coordinate responses in the event of a local or regional natural or man-made disaster.
    - The City will maintain its emergency preparedness, including evaluation procedures, to address potential natural and man-made hazards. These procedures shall be developed in coordination with Fresno County’s emergency operations plan.
    - The City may coordinate fire protection services with Fresno County and neighboring communities, including consideration of mutual aid and automatic aid agreements.
  - Coordinate with other local and regional jurisdictions, including the San Joaquin Valley Air Pollution Control District (“SJVAPCD”) and the California Air Resources Board (“ARB”), in the development of regional and county clean air plans and incorporate the relevant provisions of those plans into City planning and project review procedures. Also cooperate with the SJVAPCD and ARB in:
    - Enforcing the provisions of the California and Federal Clean Air Acts, State and regional policies, and established standards for air quality.
    - Encouraging economy clean fuel for City vehicle fleets, when feasible.
    - Developing consistent procedures for evaluating project-specific and cumulative air quality impacts of projects.
  - Participate with Fresno County and cities to complete a detailed Greenhouse Gas Inventory including emissions generated from municipal operations, as well as emissions generated by all sectors within the City, using methods approved by, or consistent with guidance from, the ARB.
  - Collaborate, coordinate, and, if appropriate, partner with Fresno County or other local, regional and state agencies and organizations to reduce greenhouse gas emissions.

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## 4. 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.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH”) 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, 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. A DUC is defined as an inhabited territory (which means that there are 12 or more registered voters within the underlying annexation<sup>38</sup>) and 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.

This section of the MSR uses the American Community Survey (“ACS”) five-year estimates for year 2010 to 2014 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 2010-14 ACS five-year estimates, Huron’s reported income levels are less than that of the County and the State. During 2010-14, Huron had a reported MHI average of \$28,896, while Fresno County reported an MHI average of \$45,201. During the same timeline, the Statewide MHI for California was \$61,489. Per Water Code, any location with a MHI less than \$49,191 meets the income threshold for a Disadvantaged Community.

Based on MHI levels, Huron 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, within or near the 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 in or within a mile of the City SOI, as defined by Commission policy.

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<sup>38</sup> GC sec. 56046 – definition of “Inhabited territory.”

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## 5. Parks and Recreation Services

Within the City, the Coalinga-Huron Recreation and Parks District (“CHRPD”) provides park and recreational services. The CHRPD offers recreation opportunities through sports activities for youth and adults at a minimum or no cost. Recreational programs range from youth basketball and volleyball to summer swimming programs.

The City’s Recreation Department sponsors family oriented and special community events throughout the year including the annual Christmas parade, Easter egg hunts, community health fairs, and teen dances. Other programs in Huron include the Boys and Girls Club and after school programs in partnership with the local school district.

### **Huron General Plan – Open Space, Conservation and Recreational Element**

The Open Space, Conservation and Recreational Element of the Huron General Plan provides goals and policies for ongoing development, maintenance, and funding, of existing and future city parks. The following General Plan objectives and policies apply to Huron’s planned recreational services.

#### **Huron General Plan Section 3.2 Recreation of the Open Space, Conservation and Recreational Element Objectives**

- A. Provide adequate recreational facilities to accommodate residents and visitors.
- B. Provide a range of leisure, recreation, and cultural programs and facilities that are accessible and affordable to all segments of the community.

#### **Policies and Standards**

- 3.13 The City shall provide parks at a minimum rate of 5.0 acres of park per 1,000 population, including 1.0 acre per 1,000 people for regional parks. Neighborhood parks shall be at least 5 acres. Lighting and Landscape Districts shall be encouraged to ensure that the park facilities are adequately maintained.
- 3.14 Parks shall be developed as growth and fiscal resources warrant, which respond to the needs of the City’s diverse population.
- 3.15 Develop and maintain parkland in accordance with the Coalinga-Huron Recreation and Park District.
- 3.16 The City will maximize opportunity for joint use of public land and facilities such as schools, storm water ponding basins and other recreation areas under public jurisdiction suitable for recreation.

### **Existing Facilities**

The Huron Recreation Department is responsible for funding senior services, transit, and recreation programs. The Recreation Department is responsible for the operation of the Senior Citizens Center located at 16900 5<sup>th</sup> Street, Huron. The Senior Citizens Center is open Monday through Friday from 10:00 a.m. to 1:00 p.m.

The Recreation Department also coordinates with CHRPD; the agency that provides maintenance and management of park and recreational services within the City. There are two parks located in the City,

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Keenan Park (17094 Myrtle Avenue) and Chestnut Park Link (16501 Palmer Street). Keenan Park encompasses eight acres and it includes a community center, playground, baseball field, indoor basketball/volleyball courts, and a weight room. Chestnut Park encompasses 12 acres, and is considered as a neighborhood park. Facilities at Chestnut Park include a community swimming pool, baseball field, and passive recreation areas. Both park facilities are owned and operated by the CHRPD.

### **Coalinga-Huron Parks and Recreation District**

The CHRPD was formed in 1971 pursuant Recreation and Park District Law,<sup>39</sup> as an independent special district to provide services formerly provided by the Coalinga-Huron Unified School District in the cities of Coalinga and Huron. CHRPD's service area and sphere of influence encompass approximately 550,006 acres. The CHRPD's boundaries are identical to those of the Coalinga-Huron Joint Unified School District, the Coalinga-Huron Library District, and the Coalinga-Huron Public Cemetery District. Since the CHRPD's formation, there have been no changes to its service area.

A five-member board of directors, elected at-large, governs the operation of the CHRPD. The CHRPD's board of directors adopts an annual operating budget, effective January 1<sup>st</sup> of each year, for governmental (except public safety special revenue funds) and proprietary funds. For FY2016-17, CHRPD's operating budget amounted to \$2.1 million. CHRPD implements a capital improvement program that identifies the district's planned improvement projects. The capital improvement program gets reviewed and updated on an annual basis during the district's budget process. Annual budgets are prepared on a basis consistent with generally accepted accounting principles.

Based on the City's budget, Huron collects a development impact fee with each new building permit that provides funding for local parks. For FY2016-17, the City's impact fee for parks was budgeted at \$50,000. Most recently, the City's budget for FY2017-18, anticipated \$48,977 in development impact fee revenue for park services in Huron.

### **Demand for Service**

CHRPD offers special events, activities, sports and recreation programs in four parks, two community centers, one fitness center, one senior center, two pools, and the 13-acre Camp Yeager near Cambria. The District also provides the services of a landscape and lighting maintenance within its park facilities.

Three major factors influencing service demand for the CHRPD are population growth, range of recreational activities offered by the District, and constituent outreach. However, CHRPD notes that it is difficult to estimate the attendance of each park location. CHRPD does not track attendance rates at its community centers and programs.

During the development of this MSR, the City informed LAFCo that the City's south side lacks viable open green space, parks, and recreational facilities. Although demand for open space is subjective and relative to each community, the Huron General Plan establishes a policy for desired parkland space based on a ratio for land area to population. Per the Huron General Plan, the City shall provide parks at a minimum rate of 5.0 acres per 1,000 population, however, though the land use element depicts parks and open space, the Huron General Plan is otherwise silent on how these facilities will be distributed.

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<sup>39</sup> California Public Resources Code Section 5780, et seq.

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As noted earlier, there are approximately 20 acres of designated parkland within the Huron city limits, and a City population of 7,308 residents. Based on City’s parkland policy, the City does not meet its desired service level policy for park space by a deficit of approximately 16.5 acres.

The City has a mutual agreement with Coalinga-Huron Unified School District that enables the community to use the school’s outdoor facilities after school hours, so long that it does not interrupt any after school extracurricular activities. Although school facilities are not accounted for as open space, LAFCo notes that Huron Elementary School provides approximately eight acres of additional recreational space, and Huron Middle School provides approximately 14 acres of recreational space that consist of fields, tracks, baseball diamonds, basketball courts, and tennis courts. This acreage could be included in the City’s overall estimation of parkland if the city were to amend its General Plan parkland methodology.

## **Staffing Levels**

CHRPD employs 12 full-time equivalent (“FTE”) employees and 60 part-time and seasonal staff members. The CHRPD’s general manager is responsible for day-to-day operations and oversees an accountant, a registration clerk, an operations manager, and two recreation supervisors. The operations manager supervises a senior utility worker and four other employees. Recreation supervisors manage the remaining personnel. All personnel are evaluated annually.

Based on the City’s financial data, the City secures approximately \$48,977 in development impact fees for parks. The City Manager coordinates community events and sports programs directly with CHRPD’s general manager.

## **Facilities and Capacity**

The CHRPD maintains approximately 50 acres of open space (four parks) and nearly 1,089,000 square feet of building space dedicated to recreational/educational purposes distributed among the cities of Coalinga and Huron. Other facilities include a community pool, picnic areas, two baseball/softball fields, a basketball court, a volleyball court, and a playground. Within the City of Huron there are two CHRPD parks facilities, approximately 0.5 miles of bicycle facilities, and 18 miles of sidewalks.

Community and neighborhood centers, playfields, pools, and various other structures are available for rent. Rental fees for semi-public and nonprofit organizations are lower than those for private groups and organizations. Private or nonprofit groups requesting to schedule special events at the neighborhood center, park, or playground facilities may be required to provide security guards from a certified security agency, police officers from the Police Department or additional recreation leaders.

The City also partners with local non-profit organizations, such as Huron Aggies Organization and the Boys & Girls Club of Fresno County/Huron. The Huron Aggies Organization provides a youth football league for the local resident of Huron and neighboring communities during spring, summer, and fall seasons. The league is fully operated by parent volunteers willing to serve as league coordinators, coaches, and game officials during team practices and games. The Boys and Girls Club provides local enrichment programs and activities within the City of Huron for all youth ages 6 to 18 years old. The Boys and Girls Club of Fresno County office in Huron is located on 36612 Central Avenue.

Details of each facility are reported in Figure 5-1, CHRPD parks and recreational facilities within Huron.

**Figure 5-1: CHRPD Park and Recreation Facilities in the City of Huron**

Facility	Location	Size	Hours	Amenities
Keenan Park	170947 Myrtle Street Huron, CA 93234	8 acres	Dawn to dusk	Turf areas, playground, ballfield, basketball courts, parking lot, Keenan Community Center
Keenan Community Center	170947 Myrtle Street Huron, CA 93235	11,400 square feet	8 a.m. to 9 p.m. weekdays, except holidays	Drop-in recreation center, rental hall, meeting rooms, kitchen, fitness rooms, CHRPD Huron office
Chestnut Park	16501 Palmer Avenue, Huron, CA 93234	12 acres	Dawn to dusk	Turf areas, playground, ballfield, walking path, rentable picnic area with shade structure & BBQs, parking lot, Chestnut swimming pool
Chestnut Swimming Pool	16502 Palmer Avenue, Huron, CA 93234	0.5 acres	Open based on scheduled events.	Recreational pool, locker room, lifeguard office, and general facility maintenance rooms. This site provides swimming lessons and family nights (summers).

## Challenges

The District has experienced some fiscal challenges caused by the recent economic downturn which also reduced its annual tax base revenue. CHRPD had to reduce maintenance crews and take on new loans. CHRPD identified additional financing opportunities that included collaborating with community groups for recreational programs, asking parents for assistance, partnering with cities for utility discounts, and increasing interest of the community in the affairs of CHRPD to promote donations and contributions.

The CHRPD currently has about 50 acres of parkland between the Cities of Huron and Coalinga. The CHRPD also owns a 13-acre camp on the coast but does not factor it into the level-of-service since its location is remote and far outside of each cities boundaries. CHRPD generally has sufficient capacity to provide adequate services to its residents. The primary constraint to capacity identified by the City of Huron and CHRPD is gang activity, particularly in the Huron area, which discourages and interrupts the use of park facilities within Huron. CHRPD works in close contact with the Huron Police Department to minimize the effect of gang activity and vandalism to CHRPD’s facilities and customers.

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## 6. Law Enforcement Services

The Huron Police Department (“HPD”) is responsible for law enforcement within the Huron city limits. The HPD headquarters is located within the Huron Civic Center at 30304 12<sup>th</sup> Street, Huron, Ca 93234. The HPD headquarters is a new facility, built in 2018, and serves a variety of function. This section of the MSR discusses law enforcement and public safety in the Huron area.

### Huron Police Department

The HPD is responsible for public safety within the City limits. Under the command of one full-time Police Chief, the Department fulfills its responsibilities out of two main divisions: Field Operations, and Administration/Support Services. Field Operation consists of two units: Patrol Unit and Special Services. The Administration and Support Services consists of three units: Communications, Property and Evidence, and Records. In total, the HPD is staffed by 18 employees in the following positions: Police Chief, 11 sworn officers (full-time), and six part-time employees. Public Safety is summarized following two divisions:

The Field Operations consists of two divisions:

- Patrol Division  
The Patrol Division is managed by one captain. Field Operations is in charge of working with both citizens and businesses to decrease crime and blight in each of their areas. Officers work closely with other City departments and businesses to ensure that the municipal code and state law is adhered.

The Patrol Division covers an area of 1.3 square miles provided by officers traveling by vehicle and on foot. Huron PD officers, staff and volunteers work in partnership with Huron communities under the community policing model. Some of these partnership programs include Valley Crime Stoppers, Community with a Cop, etc.

- Special Services (Animal Control and Code Enforcement)  
Animal Control and Code Enforcement is responsible for responding to calls for service in the community (code enforcements), protecting animals, and investigating cruelty to animal cases. Animal Control and Code Enforcement works with the community to educate the public on code compliance issues, and on the importance of reducing the pet population through spaying and neutering.

The Administration and Support Services operates as two divisions:

- The Administration Division provides research on crime trends, patterns and series to both the Patrol and Investigation Divisions. Administration works with both investigations and the Fresno County Probation Agency. Administration also oversees the holding services of detainees for processing and interviewing of suspects taken into custody by HPD.

Once identified at HPD, all adult prisoners are transported to the Fresno County Jail for booking. Juvenile prisoners are transported to the Fresno County Juvenile Justice Center for booking. The Fresno County Jail and Juvenile Justice Center are operated and staffed by the County of Fresno.

- Support Services operates three units: Communications, Property and Evidence, and Records.



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- Communications receives all 911 calls within the incorporated city limits. The unit answers questions and dispatching services for the Department. The Communication unit provides information, identifies resources, and determines if dispatch police response is appropriate. As the primary contact between the police department and 911 callers, the Division is responsible to answer both emergency and non-emergency calls 24 hours a day, seven days a week. For fire and medical emergencies, Huron PD routes calls to the Fresno County EMS dispatch center which provides dispatch services for CAL FIRE Fresno-Kings Unit and for American Ambulance for medical emergencies. Members of the Dispatch Unit are required to attend a 120-hour Police Officer Standards and Training (“POST”) dispatcher academy either before being hired by the HPD.
  - The Property and Evidence functions include management and maintenance of the HPD’s property (i.e. vehicles, fleet management, facilities, and equipment and supplies), police report typing and processing, court liaison, service of subpoenas, records requests, federal and state reporting, distribution of records and reports to allied agencies.
  - The Records unit is responsible for HPD’s record management. The unit is responsible for official record keeping and maintenance, reporting, and provides information to citizen and business enquiries regarding the Department.

Due to limited employees, the HPD functions as a generalist police agency. Meaning that Department staff perform a vast of services and cross train others to assist in case work, respond to enquiries and emergency call, prepare police reports, issue citations, and provide testimonial 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.

## **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, 2018, the HPD employs nine full-time equivalent (“FTE”) authorized sworn personnel and eight non-sworn positions. Safety personnel consists of:

- Police Chief –1
- Lieutenant – 1
- Police Sargent – 1
- Police Officers – 5
- Animal Control Officer – 1
- Police Dispatcher (non-sworn) – 2 full time, and 3 part time
- Animal Control Assistant (non-sworn) – 1 part time
- On call guards (non-sworn) – 2 part time

Sworn HPD officers receive training at both the Fresno regional law enforcement training center and the Huron Police Headquarters. The regional law enforcement training center covers 80 acres at Central and Hayes Avenues in Fresno. The training facility includes classrooms, an emergency vehicle operations course, which features pursuit and urban driving environments, a 240 foot by 300-foot skid pad, a driver awareness course, six 50-yard handgun ranges, a 200-yard rifle range, a computer-controlled targeting system, a three-story tactical training house, force options and drivers training simulators, and various

other training systems. The facility is used by Fresno Police Department staff and by law enforcement personnel from around the Central Valley, including the Huron PD, as well as agencies from around the State.

There are no established State or national standards for police staffing levels. As of May 2019, HPD provides a staffing ratio of 1.23 sworn staff per 1,000 residents. Prior to 2017, the City of Huron had reduced its police staffing levels by almost 50 percent and has since that time relied on volunteers for various functions within the police department, such as animal control services and administration.

## Huron Police Department Overview

Table 6-1, HPD overview summarized Service Configuration, Service Demand, Crime Activity, Service Adequacy, Service Challenges, Crime Activity, and Resources for year 2015 through 2017.

**Figure 6-1: Huron Police Department Overview**

<b>City of Huron Law Enforcement Profile</b>			
<b>Service Configuration</b>		<b>Service Demand</b>	
Patrol	Huron PD	Population (2017)	7,186
Dispatch	Huron PD	Total Service Calls (2017)	9,746
Investigations	Huron PD	Calls per 1,000 population	1,356
Traffic Enforcement	Huron PD	<b>Crime Activity</b>	
Temporary Holding	Huron PD	Violent Crimes (2015)	38
Long-Term Holding	Fresno County	Property Crimes (2015)	75
Staff Training	Huron PD and Fresno Regional Training Staff	Violent Crimes per 1,000 population (2015)	5.57
		Property Crimes per 1,000 population (2015)	11.0
<b>Service Adequacy</b>		<b>Resources</b>	
Avg. Priority One Response Time	2 minutes	Sworn Staff	9
Response Time Base Year	2010	Non-Sworn Staff	8
Clearance Rate of Violent Crimes (2016)	63%	Support Staff	9
Clearance Rate of Property Crimes (2016)	15.1%	Sworn Staff per 1,000 population	1.25
<b>Service Challenges</b>			
The Department has faced financing constraints during the recession and has suffered staff reductions. As a result, it had to implement significant organizational changes to meet community needs with fewer resources, including priority modification, staff reassignment, and restructuring of the operations.			
<b>Current Facility-Sharing and Regional Collaboration</b>			
The Huron PD participates in training at the City of Fresno's Regional Training Center and offers training to law enforcement personnel from around the Central Valley as well as agencies from around the State. Sworn officers also receive "in-house" training at the Huron Police Headquarters.			

## Emergency Dispatch Communications and Response

Over the past few years the number of "911 Emergency" calls received by the communications center has steadily increased. During 2017, HPD received 1,188 emergency "911" calls and 8,558 non-emergency calls to the dispatch center. After being entered into the computer-aided dispatch system ("CAD"), each call is assigned a priority and then sent out to the field to be handled by Patrol Division officers.

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The City has experienced a 38 percent decrease in violent crime and a 73 percent decrease in property crimes when comparing 2005 reported crimes to those reported in 2015. During that same time period overall crime rates have fallen by 63 percent, equating to 32 fewer crimes per year.

According to the UC Berkley Transportation Injury Mapping System (“TIMS”), in 2016, decreased safety on the Huron roadways resulted in more collisions within the City. In 2006 there were two collisions in Huron, while most recently in 2016, there were five reported collisions in the City. Within a ten-year span, Huron has experienced a 250 percent increase in total collisions. Similarly, the reported number of emergency injuries increased 400 percent increase over that 10-year span from two in 2006 to eight injuries in 2016.

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

Response times are dependent on the agency’s staffing level and size of the jurisdiction served. HPD responded to Priority 0 incidents within two minutes over the past seven years. The Department’s average response time is mainly due to the decrease in staffing levels and increases in call volume received by the Huron PD communications center.

## **Infrastructure**

The new HPD headquarters was constructed in January, 2018. The Department moved into its new 6,500 square feet headquarters by the end of 2018. The HPD headquarters includes an intake cell, two temporary holding cells, interview rooms, armory, administration, various offices, dispatch record room, animal control room, conference room and evidence and packaging room.

The City’s Council chambers is attached to the HPD headquarters. The City received 100 percent grant funding (\$4 million) from the Board of State and Community Corrections for the construction of the “George Turegano Police Station.” The HPD has a total of eight patrol vehicles with no less than two active per beat.

The HPD also owns an animal control truck and a shelter facility that houses cats and dogs that are rounded up by the Animal Control Unit. The Animal Control Unit oversees seven kennels that board most strays picked up on a daily basis. The animal shelter is in need of several infrastructure improvements such as new roofing, re-design of the kennel area, the addition of impervious surface material to cover the existing dirt, and green space whether it is natural grass or turf material to accommodate an animal play area. The Animal Control Unit works closely with the community, local organization, and veterinarians to achieve the primary goal to educate the public on the importance of reducing the pet population through spaying and neutering. According to the City, the shelter operates primarily by community donations and local volunteers.

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## Law Enforcement Finances

HPD is funded through the Huron General Fund. 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 properties that request a building permit or a city land use entitlement. The DIF-Police was created to ensure that new development can fund adequate police and fire protection as the development occurs within Huron. DIF-Police revenue are collected on all residential, commercial, industrial, and public land use developments.

The City informed LAFCo staff that its Development Impact Fees are based on the type of project and type of application: Conditional Use Permit, Environmental Review, Site Plan Review, or Building Permit. These police department fees are 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.

According to Huron’s 2017-18 FY budget, the HPD had a budget of \$846,010, and the Police Department Dispatcher had a budget of \$174,000.

The Police Department’s budget identifies the following main line items:

- \$450,000 - Personnel Services (Salaries, Overtime, and Benefits)
- \$404,010 - Service and Supplies (i.e. Booking Fees, Facility Maintenance/Repair, Vehicles)

The Police Department Dispatcher’s budget identifies the following main line item:

- \$174,000 - Personnel Services (Salaries, Overtime, and Benefits)

According the HPD, the Department’s long-range planning effort is guided by the Huron General Plan and the City Council. The Huron Police Chief and City Manager recognize that the Police Department’s primary funding resources are subject to past and current economic conditions.

As a result, the Police Department had to implement significant organizational changes to meet community needs with fewer resources, including priority modification, staff reassignment, and restructuring of the operations. These economic constraints, combined with other issues, such as parole reform and the early release of prisoners, have required the HPD to focus its resources on the highest priority duties, which can result establishing a priority system on calls for service, the need to handle select types of reports over the telephone, or asking citizens to self-report certain crimes.

HPD also created a citizens’ policing program named “Volunteers in Policing.” The program enables Huron residents 18 years and older to volunteer a minimum of eight hours per month to patrol neighborhoods using a police vehicle, control vehicular and pedestrian traffic during emergency or special events, remove of abandoned vehicles in the public right-of-way, and write police reports. The program allows residents to have an active role within the community and assist the HPD with routine non-emergency calls for service.

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The slight increase in the City's population has resulted in increased number of calls for service, while funding to hire additional sworn personnel has not been requested, secured, or been identified as a vital public safety need. Based on the FY2017-18 budget, it appears that no further reductions will be made to HPD staffing levels, and the City's budget shows adequate capacity to hire more police officers, as deemed necessary.

## **Clearance Rates**

Cleared crimes refer to offenses for which at least one person was arrested, charged with the offense, and turned over to the district attorney for prosecution. A crime is also considered cleared by exceptional means if the offender dies, the victim refuses to cooperate, or extradition is denied. There are no standards or guidelines on the proportion of crimes that should be cleared.

According to the City's 2017 crime statistics, HPD had 54 reported violent crimes (homicide, forcible rape, robbery, and aggravated assault) and 93 reported property crimes (burglary, theft, auto theft, and arson) committed from January through December 2016. To compare with 2015, there were 38 reported violent crimes and 75 reported property crimes during the same months, indicating that the HPD responded to a higher percentage of violent and property crimes in 2016.

## **Mutual Aid Agreements / Organization Memberships**

HPD maintains automatic and mutual aid agreements with the California Department of Corrections and Rehabilitation /Avenal State Prison, Coalinga Police Department, Avenal Police Department, Department of Transportation, Coalinga Huron School District, Fresno County Sheriff, and California Highway Patrol. Huron PD holds membership in and/or collaborates with the following associations and organizations:

- International Association of Police Chiefs
- California Police Officer Association
- City of Fresno Police Department
- City of Hanford Police Department
- Fresno County Superior Courts
- Fresno County District Attorney's Office
- Fresno County Probation Department
- Kings County Sheriff's Department
- Multi Agency Gang Enforcement Consortium
- California Department of Fish and Wildlife
- California Department of Justice
- California Department of State Hospitals-Coalinga
- United States Bureau of Alcohol Tobacco and Firearms
- Federal Bureau of Intelligence
- United States Department of Justice Drug Enforcement Agency
- United States Department of Homeland Security Intelligence

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## 7. Fire Protection Services

Fire protection service within Huron is provided through contract with Fresno County Fire Protection District. The agreement authorizes the Fresno County Fire Protection District (“FCFPD”) to provide structural fire protection, suppression, and emergency response services within the City of Huron.

### Fresno County Fire Protection District

THE FCFPD was created in 1994, as a result of a consolidation between the then Mid-Valley Fire Protection District and Westside Fire Protection District. FCFPD operates pursuant to the Fire Protection District Law of 1987, and FCFPD provides fire prevention and suppression, emergency medical response, search and rescue, and emergency dispatch services.<sup>40</sup> FCFPD also conducts building permit reviews, issues building permits, and conducts site inspections. FCFPD has a Cooperative Fire Protection Agreement contract with the State of California that designates FCFPD as CALFIRE agency for both Fresno and Kings Counties. As part of the contract with the State, the CALFIRE’S Fresno-Kings Unit oversees the day to day operation of the District and protects 1,626,782 acres of land ranging from rural to urban.

FCFPD’s service area extends from the Kings and Tulare county lines on the south, to the Madera County line on the north, and from the coastal range on the west to the foothills of the Sierra Nevada to the east.

### Fire Protection in Huron

FCFPD’s Battalion 14 oversees the fire department station within the City of Huron that serves the City and surround unincorporated areas. Station 93 (Huron) is located at 36421 South Lassen Avenue, Huron. Station 93 is identified within CALFIRE’s Southern Region, Fresno-Kings Unit. The Station’s phone number is (559) 945-9604, and its mailing address is Postal Office Box (P.O.) 1799, Huron, California 93234.

The Station is staffed by two full-time FCFPD fire personnel members, and typically one volunteer firefighter. Volunteer or “sleeper” personnel are graduates from a fire academy or have completed Category 1 and 2 training requirements, are Emergency Medical Technician-certified, have hazardous materials training, and completed confined space training requirements. Station 93 is equipped with one 2005 Ferrare Type I heavy fire engine and one 1988 Type II reserve engine.

Because Huron is located in a rural area of Fresno County, the FCFPD provides and receives automatic aid from Station 94 (Harris Ranch) located approximately 10 miles northwest of Huron), the City of Coalinga (located approximately 19 miles southwest of Huron), and the City of Avenal in Kings County (located approximately 14 miles south of the City of Huron). The intent of the automatic aid agreement is to provide/receive additional emergency resources from neighboring agencies address or combat the major emergencies. This agreement enables Huron, FCFPD, and CALFIRE to continually meet industry best practices established by the National Fire Protection Association.

Emergency response time within Huron is between one and five minutes, measured from the time the call is received by emergency dispatchers and arrival of the first fire unit at the emergency incident.

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<sup>40</sup> Health and Safety Code, Sections 13800 et seq.

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CALFIRE data notes that emergencies in the rural areas outside of Huron can range from eight to 10 minutes, depending on proximity from the emergency to the either Station 94 or Station 93.<sup>41</sup>

The City of Huron has a class rating of “Class 5” through the Insurance Service Office (“ISO”). 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 one through 10, with one being the best fire protection rating and 10 being the worst. The ISO rating “Class 5” is based on ISO Public Protection Classification Program’s assessment and scoring of the District in four primary areas: 1) Emergency Communications, 2) Water Supply, 3) Community Risk Reduction, and 4) Fire Department.

Based on the Huron General Plan, a total of four new fire personnel are needed to safely perform rescue operations and maintain adequate service levels as City growth occurs through the 2025 planning period.<sup>42</sup> According to the Fire Captain, staffing at the Huron Fire Station is at the minimum that safety regulations allow. The City of Huron is completely within the FCFPD’s boundaries and does not detach from the FCFPD when annexation to Huron occur.

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<sup>41</sup> Fresno County Fire Protection District, Fire District Master Plan, Feb. 2007.

[http://www2.co.fresno.ca.us/0110a/questys\\_Agenda/MG140021/AS140022/AS140028/AI140081/DO140245/1.PDF](http://www2.co.fresno.ca.us/0110a/questys_Agenda/MG140021/AS140022/AS140028/AI140081/DO140245/1.PDF)

<sup>42</sup> City of Huron General Plan Update EIR. February 2007. Page 3-80.

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## 8. Solid Waste Services

Huron's solid waste collection operates under contract and the direction of the Huron Public Utilities 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.

### **Huron General Plan – Public Services and Facilities Element**

The Huron General Plan Public Services and Facilities Element establishes goals and policies for its public facilities and solid waste service provisions. The following goals establish related policy direction with regard to the City's solid waste service and community sanitation services.

#### ***Huron General Plan Section 7.2 Public Facilities and Services Element***

##### **Objective**

- A. Provide high quality government facilities and services to the general public. Local government facilities and services shall be directed to the Central Business District of the Community to the greatest extent possible.

Policies and Standards applicable to solid waste services.

- 1.1 Maintain innovative solid waste service and programs.
- 1.2 The City's Capital Improvement Program shall be adequate to meet future growth and development needs in conformity with the goals, objectives and policies of the General Plan.

### **Residential and Commercial Solid Waste**

The City collects about 7.89 tons of material from 7,186 dwelling units daily and more than 1,786 tons of trash, green waste and recyclables from its residential customers every year. Standard residential service consists of three 96-gallon bins, solid waste, recyclables, and yard waste that are emptied once a week. In 2017, the City collected 11.89 tons per day of refuse, recyclables, and green waste.

Waste collected within the City is disposed of at the Avenal Regional Landfill, Mid Valley Recycle Compost Facility, and the American Avenue Disposal Site.

The City disposes of its residential waste primarily at the Avenal Regional Landfill located approximately 14 miles south of the City. The Avenal Regional Landfill is owned by the City of Avenal and operated by Madera Disposal Systems, Inc. This facility is regulated by Kings County Health Department/Environmental Health Services. Avenal Regional Landfill located at 1200 Skyline Boulevard, Avenal, CA 93204. This facility is able to accept normal household garbage, non-hazardous commercial waste, farm or agricultural waste, municipal solid waste, construction debris, concrete/asphalt, yard waste, dead animals, non-hazardous industrial waste, etc.<sup>43</sup> The Avenal Regional Landfill has a daily accepting capacity of 6,000 tons per day, and on average, this facility accepts 1,040 tons per day. The Avenal Regional Disposal site encompasses 173 acres with a maximum capacity of 36,300,000 cubic-yards.<sup>44</sup> As of 2019, the Avenal Regional Landfill has a remaining capacity of 30,300,000 cubic-yards and it is anticipated to close in 2020.

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<sup>43</sup> Avenal Landfill Information, Website: <http://www.avenallandfill.com/faq.aspx>

<sup>44</sup> CalRecycle Website: <https://www2.calrecycle.ca.gov/SWFacilities/Directory/16-AA-0004/Detail>

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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, Kerman, or at the Coalinga Transfer Station located at 1255 West Elm Street Coalinga. Waste is processed at the recovery facility in Kerman, after which it is disposed of at the Avenal Regional Landfill in Kings County. Recyclables are processed at the recycling buyback center in Coalinga.

The American Avenue Disposal site is operated by the County of Fresno, and this facility is the County's regional landfill located at 18950 West American Avenue, four miles west of Madera Avenue near the City of Kerman. 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.<sup>45</sup> 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.<sup>46</sup> 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.

To address the threat to public health and safety caused by illegal dumping, Huron has implemented a cleanup event twice a year where residents may dispose of bulky items that can not 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 City of Huron does not monitor the pounds of waste, recycling and composting generated by each household, business and multi-family unit. However, Huron's Monthly Newsletter and the City website provides detailed information with regard to refuse collection regulations, household hazardous waste, green waste, construction and debris, and City announcements and information data.

## **Solid Waste Financing**

The Huron Solid Waste operation is fully funded through user fees, and service charges for specific services if requested. The Public Utilities Department regularly pursues available state and federal grants for its divisions to assist with specific projects or operations within the department's responsibilities.

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<sup>45</sup> 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-andplanning/resources-and-parks-division/landfill-operations>

<sup>46</sup> CalRecycle Website: <https://www2.calrecycle.ca.gov/SWFacilities/Directory/10-AA-0009/Detail/>

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The Huron Garbage and Recycling 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 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.

Anticipated user fee revenues, recycling revenues, and grant funding are expected to total \$613,000. While expenditures are expected to amount to \$638,710, which includes personnel services, service and supplies, and contracts. For FY2017-18, the Huron Garbage and Recycling Fund showed an anticipated deficit of \$25,210. LAFCo notes that the Huron Garbage and Recycling Fund show an accrued deficit of \$461,381. According to the City's FY2017-18 budget, the Huron Garbage and Recycling Fund totaled \$638,710.

### **Staffing Levels**

The City contracts its solid waste collections service with Mid Valley Disposal for removal within the City of Huron. The City Manager oversees the daily management of the contract's terms and conditions, and ensures that services are upheld by the contracted company. The Huron Finance Department administers all utility billing and fee collection on behalf of the City.

The Huron Administration Department is responsible for the overall contract – recommending renewal or termination to City Council, creating solid waste service program/s, providing educational resources, scheduling community clean up events for the Huron residents, and working with local and state agencies with an interest in solid waste and recyclables.

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## 9. Street Maintenance Services

This section reviews Huron’s adopted policies, its circulation network, and its street maintenance program, and describes the City’s circulation and maintenance services. The Huron Public Utilities Department, Public Works Division (“PWD”) is responsible for the repairing and maintaining the City’s public facilities, including roads, sidewalks, public landscapes, and support the City’s special events. 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.

### Huron General Plan - Circulation Element

The City General Plan’s Circulation Element provides goals, objectives, and polices that establish the operational standard for the PWD. The Huron General Plan’s Circulation Element goal states, “To design and maintain a fully integrated local network that provides for safe and convenient circulation using a variety of transportation modes.” There are four objectives that address: roadway service levels, transportation accessibility, street safety and compatibility with small town characteristics, and streetscape design. The Circulation Element includes 70 policies that provide a vision for the City’s circulation as growth occurs.

#### Street classification

Roadways in the City are categorized according to the volume and the level of service they are designed to provide. Roadway functional classifications in Huron include arterial streets, collector streets, local streets, and pedestrian walkways.

Arterials in and surrounding Huron serve as the principal network for traffic flow. 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. Huron’s Arterial streets are: Lassen Avenue, Siskiyou Avenue, Palmer Avenue, and Tornado Avenue.

Collector streets provide connectivity between local streets and the arterial street system. Many collectors within Huron also serve as truck routes for agricultural and industrial transport vehicles along Lassen Avenue, in and out of the City limits.

Local streets are exclusively intended to provide access in and out of residential areas. Local streets are designed with two through lanes, with parking on both sides.

Two major functions of roadways are to provide mobility for through traffic and to provide direct access to adjacent properties. Roadways prioritize these two functions differently. For instance, arterial roadways prioritize the movement of traffic over access to individual adjacent properties, and local streets prioritize access to private properties. Roadways also provide bicycle and pedestrian access and allow for the circulation of non-vehicular traffic.

The City informed LAFCo that it does not own or maintain any traffic signals or streetlights within in the City limits. Most street signs within the City of Huron consist of 4-way stop signs, marked crosswalks, and advance stop/yield with overhead light school crosswalks.

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## Street Maintenance

The City maintains eight miles of local streets, four miles of collector streets, and one mile of an arterial street. In total, the PWD maintains 13 miles of public streets and 0.5 miles of bikeways. Huron PWD only maintains streets that are completely within the City's corporate limits.

The City sweeps residential zones once per month, generally at the beginning of the each month. Huron residents are encouraged to keep vehicles and other objects off the street on sweeping days during the hours of 4:00 a.m. to 8 a.m. Major streets are swept three times a week. The City reported that it received no calls for road repairs during calendar year 2017. The City also conducts leaf sweeping during the months of November and December to help clear the storm drains to ensure better drainage during the rainy season.

The PWD also provides traffic paint and signage services that consist of painting of curbs, crosswalks, combo lanes, right-turn pockets, most traffic related signage, and other essential traffic controlling signage. Additionally, PWD replaces any traffic signage that might have fallen.

Street maintenance services include an overlay program to resurface roadways and seal cracks to extend the life of the roadways. The PWD crew also maintain the storm drainage system that connects to city-owned ponding basins. The City also owns pump stations and drainage sites to ensure adequate drainage is accomplished in the event of flooding.

Concrete maintenance is another service provided by PWD that includes repair of damaged sidewalks and curbs or gutter replacement of the concrete infrastructure within the City. The PWD installs new sidewalks or gutters in new neighborhoods when needed, although most new sidewalks are constructed by the developer as a condition of new development. Additionally, in compliance with the Americans with Disabilities Act ("ADA"), the City, along with the City Engineer identify and create improvement projects to improve mobility and accessibility from developed parcel to and from the public rights-of-way for those in need.

Median islands and landscape buffers are kept free of weeds and trash. The PWD is responsible for performing weed abatement about every 90 days. Manual labor and pre-emergent and post-emergent herbicides are used to assist with keeping the weeds tame throughout the year. Irrigation is provided by sprinklers and drip irrigation systems and is maintained PWD.

PWD also provides routine pruning, fallen limb pick up and tree removal for street trees that are dead, dying, or posing an immediate danger. The City allows homeowners to trim away any City tree's limbs that can be reached from the ground without the use of a ladder or chainsaw. However, the City requires homeowners to apply for a free permit and hire a licensed trimmer if they wish to have a tree completely trimmed. City trees cannot be removed unless they meet the City of Huron's municipal code requirements for removal. Huron's PWD staff will have a street tree removed at no expense to the homeowner if that tree is dead, over 50 percent dying, or posing an immediate hazard, such as splitting down the trunk or immediately falling over.

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## Service Adequacy

The condition of street pavement is typically evaluated by local agencies using a Pavement Management System (“PMS”), which regularly evaluates pavement condition and establishes a cost-effective maintenance strategy. Each segment of pavement is rated for distress (i.e., cracks and potholes) and the extent and severity of distress. Having an up-to-date PMS allows the local agency to quickly and efficiently gauge road maintenance needs and efficiently allocate resources.

The City’s PMS system is updated regularly throughout the year by PWD. 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.

When pavement is in fair condition—with moderate potholes and cracks—it can be treated with one- to two-inch thick overlays. Pavement with minor structural distress—with significant cracks—often requires rehabilitation, involving grinding of portions of the existing street and application of a thick overlay. Pavement with major structural distress—with extensive cracks—often requires reconstruction involving removal and replacement of the street segment.

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

Pavement management studies have shown that it is more cost effective to maintain pavement in good condition over its useful life than to let it deteriorate to the point that it requires a major overlay or reconstruction. Deferring maintenance can increase long-term maintenance costs as much as four times greater than a consistent preventative maintenance strategy, according to the Transportation Research Board. Street reconstruction is typically needed once asphalt is 20-35 years old, with the asphalt lifespan depending on the use of preventative maintenance efforts. During FY2017-2018, the City performed preventative maintenance on many of its roadways, including pothole repairs.

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 City finds it more useful to use an LOS system that includes all modes, in part by measuring performance with qualitative indicators for each mode based on inputs covering facility design, facility controls, and volumes. The General Plan proposes a balanced transportation system in the City of Huron, which serves public transit, bicyclists and pedestrians as well as motor vehicles. The City’s General

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Plan envisions that a context-sensitive LOS system can be maintained at an LOS of C or better on local streets and Minor Collectors, and LOS of D or better for Collector and Arterial streets. Another important indicator of roadway service demand is the daily vehicle miles of travel (“DVMT”). DVMT per street mile is the total mileage traveled by all vehicles on a given day, divided by the mileage of roadway in the jurisdiction.

As of 2017, DVMT within Huron was estimated to be 20 miles per day per vehicle. The Sustainable Transportation Council recommends reducing vehicle miles traveled (“VMT”) by providing more and better transportation options (multimodal), and/or reducing the distance between compatible land uses so that frequent origins and destinations are closer. Reducing VMT reduces the need to expend funds on fuel, lowers vehicle wear and tear, preserves scarce roadway capacity for more important trips, and helps people increase their physical activity and therefore health.

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.

## **Infrastructure, Facilities, and Infrastructure Needs**

The PWD owns various equipment including a backhoe and dump truck. The backhoe and dump truck are in poor condition and in need of an upgrade. 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 funds.

As of May 2019, City informed LAFCo staff that its transportation facilities meet all modes of circulation, though the pedestrian and bicycle systems lack continuity. The newer sections of the City were developed with complete streets design but 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.

Along the lines of improved pedestrian pathways, the City is working to improve street lighting within the main corridors and residential neighborhoods. Public street lighting infrastructure is leased to the City by the Pacific Gas and Electric Company and is limited to street lights, poles and fixtures, and other equipment required to provide lighting services.

Street light fixtures within the City differ from each other depending on location. The older sides of town for example are lit with light fixtures mounted on wood lamp posts (utility poles), while the newer sides of town have the modern steel pole design.

In the older sections of the City, light fixtures are fixed onto pressure-treated wood posts, approximately 20 feet above ground level, and powered by overhead utility lines. Most of the streetlight lamps have a light-sensitive photocell that automatically activates the lights at dusk and shuts it off at dawn. Majority of the street light bulbs are high-pressuresodium-vapor (“HPSV”) bulbs. Based on available information

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gathered for this MSR, the City is working with the California Energy Commission to assist Huron improve public street lighting along the primary main streets and pedestrian pathways.

The most important arterial in and out of Huron is State Route 269/Lassen Avenue (“SR 269”), which travels north to south and it connects the City to SR 198 which is three miles north of Huron, and Interstate 5 which is eight miles to the south of Huron.

SR 269 is subject to flooding from the Arroyo Pasadero Creek during major storm events. When SR 269 floods, vehicular access to and from Huron is detoured around the closed section of the SR 269 for a distance of approximately 24 miles. Flooding has caused the highway to be closed an average of 22 days a year since 1978.<sup>47</sup>

To address the flooding of SR 269, CalTrans approved a series of projects in 2015 and secured state funds to raise the profile of the existing highway up approximately 15-feet above the existing roadway, construct three new bridges, and modify the Arroyo Pasajero Creek channel.

The estimated cost of the project is \$18.5 million. All capital and support costs, except right-of-way capital, are funded using State Highway Operations and Protection Program (“SHOPP”) funds. Right-of-way capital is funded through the Fresno County Transportation Authority Measure C program. This project is included in the COG’s 2017 Federal Transportation Improvement Program (“FTIP”) and the 2014 Regional Transportation Plan as a financially constrained project. Construction began in the fall of 2018, and the project completion is expected for fall of 2021.

## **Financing**

The City funds street maintenance services through several accounts within the Public Utilities Department. The following separate accounts generally fund Huron’s ongoing street maintenance services as a whole: Public Works Fund, Highway User Tax, and Measure C’s funds.

According to the FY2017-18 Huron budget, Public Works Division’s budget amounted to \$30,920. Majority of the City’s revenues for streets, street improvements, and operation are obtained from the Huron General Fund, Development Impact Fees, Special Revenues - Measure C Grants, Highway Tax, and Transportation taxes. Majority of the expenditures are allocated toward contract services, insurance (administration and buildings), building maintenance, vehicle fuel, and field operating supplies. The City of Huron regularly pursues available transportation-related grants, whether they are administered through local or state agencies.

Most recently, several roadway and transportation improvement projects within Huron and locations in the vicinity of the City have been funded by the FCTA with Measure C funds.<sup>48</sup>

According to the FCTA’s annual report for 2017-1, the City of Huron received Measure C funding in the following categories: \$113,316 for street improvements, \$3,830 for ADA compliance projects, and \$109,495 as flexible funding.

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<sup>47</sup> State Route 269, Bridge Project, Fresno County, Cal Trans. Mitigated Negative Declaration, SCH#2015021089, October 2017.

<sup>48</sup> Fresno County Transportation Authority, Measure C Annual Report for Fiscal Year 2017-18, web: <http://measurec.com/annual-reports-2/>.

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## **Staffing Levels**

The City's street maintenance is achieved through collaboration with local contractors and five contracted full-time 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.



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## 10. Wastewater Services

This section of the MSR provides a general assessment of wastewater service management provided by the City. The Huron Public Utilities Department (“PUD”), Sewer/Wastewater Division (“SWD”) provides collection, conveyance, treatment, and reclamation of wastewater generated by residential, commercial and industrial sewer customers. The City does not provide wastewater service outside of its corporate boundaries.

### Huron Sewer/Wastewater Division

The SWD operates under the direction of the PUD and is responsible for the operation and maintenance of approximately 12 miles of sewer pipelines, lift stations, associated machinery and equipment including the Sewer Wastewater Treatment Plan (“WWTP”).

The City’s sewer system consists of a 12-mile network of underground sewer pipelines, a lift station, and necessary infrastructure connections to collect wastewater from the source and to convey effluent for treatment at the WWTP. The PUD and SWD oversee contracts with vendors to assist with infrastructure maintenance, testing, and operation of the City’s WWTP. The SWD is responsible for user rate analyses, monitors the City’s wastewater rate production, plans improvement projects, regulatory compliance, and oversees the City’s sewer capacity.

### Huron General Plan – Public Services and Facilities Element

There are 20 policies in the City’s Public Service and Facilities Element that provide city staff direction with regard to management of the City’s public facilities, planned expansions, and levels of services for the City’s wastewater treatment services. The following Huron General Plan objectives and policies establish direction with regard to the City’s wastewater and treatment services.

#### ***Huron General Plan Section 7.1 Public Services and Facilities Element***

##### Objectives

- A. It is the policy of the City that new growth shall pay its own way. Fees shall be established to pay for both additional facilities, and incremental demands on existing facilities.
- B. A master plan for the development and funding of necessary services and utilities (including but not limited to storm drainage, water, and sanitary facilities) shall be developed and adopted. Funding can be through the formation of an assessment district, entering into deferral agreements or direct developer funding improvements. Distribution of cost for improvements shall be done in a fair and equitable manner.
- C. Facilities and services shall be consistent with the General Plan land use goals and objectives.

##### Policies and Standards

- 7.13 New development shall demonstrate that adequate sewage capacity and sewage treatment capacity exist prior to development or that conditions of project approval will ensure adequate capacity will be created as part of the project prior to the issuance of building permits. Conditions may include installation of necessary facilities or other methods acceptable to the City.

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7.18 Conditions of approval shall be implemented with each development to assure that the necessary sewer collection facility is in place and/or wastewater treatment plant capacity is available prior to issuance of a building permit.

## **Wastewater Collection System**

The SWD maintains Huron's wastewater collection system which is comprised of sewer piping, serving the sanitary sewer needs of residential, commercial, warehousing and industrial accounts. There are approximately 864 sewer customer accounts located inside the City's limits and the City estimates that it serves a population of approximately 7,308 residents.

The City's wastewater collection system is comprised of a 12-mile system of main lines (of which 0.60 miles are force mains) ranging from 6" to 36" in pipeline diameter, 90 (24") manholes, and a lift station.<sup>49</sup> The wastewater collection pipelines consist of smaller diameter pipes serving individual residential and non-residential properties. The larger collection pipelines, typically referred to as "oversized sewers," are the City's sewer trunk interceptors which convey sewage to the WWTP. The sewer collection system was constructed over 60 years ago. The majority of the collection system (66 percent) consists of vitrified clay pipe (VCP), and roughly one-third of the collection system (34 percent) consists of polyvinyl chloride (PVC) pipe.

The collection system is designed to convey wastewater by gravity (west to east) to the lift station, which then pumps sewage to the WWTP. Three major trunk lines that run along "O" Street, 9<sup>th</sup> Street, and Palmer Avenue convey wastewater by gravity flow to the City's lift station.

The WWTP operates 24 hours a day and is staffed by SWD operators who are authorized to respond to any situation that arises from the hours of 7:00 a.m. to 4:00 p.m. Monday through Friday. The City's Chief Plant Operator and Supervising Field Technician are on-call 24 hours a day in case of a failure to the sewer collection system, the WWTP, or if a sewer system overflow occurs that requires their immediate assistance. City field technicians are expected to 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 City's 2018 Sewer System Management Plan.

As part of the City's annual operation and management program, the City scopes a work schedule to flush the entire sanitary sewer system every six months and preventatively flush areas of the sewer system with a history of problems every two months. Problems in the sewer system that are identified by SWD staff are logged, prioritized, and scheduled for repaired by the PWD. Sewer system repairs and replacement of sewer pipelines are coordinated with Huron's street resurfacing program and water main replacement program. If structural defects are identified within the collection system, maintenance staff work to repair these defects as soon as they are identified. The City's pump stations are inspected on a daily basis.<sup>50</sup>

The SWD and the City Engineer maintain a map of the public 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 City's Administrative Department.

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<sup>49</sup> City of Huron, Sewer System Management Plan Update, prepared by AM Consulting Engineers. May 2018.

<sup>50</sup> Ibid.

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## **Wastewater Treatment Plant**

City owns a WWTP that operates at an average daily flow of approximately 0.43 mgd and a maximum daily flow of approximately 0.50 mgd. The WWTP is permitted to discharge a maximum of 1.0 mgd to the percolation ponds on a monthly average basis.

In 1987, Huron completed improvements to the WWTP designed for 1.0 mgd flow; however, the WWTP's improvements reported an actual treatment capacity at about 0.5 mgd. The City submitted a Report of Waste Discharge ("RWD") to the California Regional Water Quality Board Central Valley Region ("Regional Board") in February, 2005, to increase the treatment and disposal capacity of the WWTF to 1.0 mgd, and to support a project to improve the WWTP's headwork's, treatment ponds, disposal ponds, and biosolids management system. The City completed the WWTF improvement project in 2006, with new headworks, concrete-lined extended aeration treatment ponds, clay-lined sludge-drying beds, and new disposal ponds.

Waste Discharge Requirements ("WDR") Order No. R5-2014-0163, adopted by the Regional Board on December 5, 2014, prescribes requirements for the WWTP and limits Huron's wastewater flow to no more than 1.0 mgd. The WWTP's facilities consisted of a lift station, Parshall flume, barminutor, four unlined facultative (non-aerated) treatment ponds (about 16 acres), and three evaporation/percolation effluent disposal ponds (about 17 acres).<sup>51</sup>

The WWTP consists of an activated sludge wastewater treatment process, which produces un-disinfected secondary effluent. Treated or reclaimed wastewater is directed to 17 acres of ponds to percolate into the ground. In the near future, reclaimed wastewater will be supplied directly to nearby farmers to irrigate fodder and fiber crops, such as alfalfa. In addition, some of the percolated effluent is extracted from the groundwater beneath the basins by pumping and is recycled for irrigation.

The WWTP has a permitted capacity of 1.0 mgd. During calendar year 2015, the WWTP treated annual average daily flow 404,000 gallons per day, which leaves an available treatment capacity of approximately 596,000 gallons per day. According to the City's 2014 Order, the WWTP's headwork is designed to accommodate influent flows up to 2.0 mgd. Increasing the treatment capacity to 2.0 mgd can be accomplished through the additional sludge drying bed and the four additional treatment ponds, located adjacent to the existing WWTP. The WWTP is capable of accommodating the plant's design flow of 1.0 mgd, plus seasonal precipitation.

Order No. R5-2014-0163, adopted by the Central Valley Water Board in 2014, anticipates that Huron's WWTP would reach its capacity by 2025; however, as noted the volume of wastewater has declined in recent years. Consequently, it is possible that the plant has sufficient capacity to accommodate growth for several years beyond what was previously estimated.

## **Sphere of Influence Update for Huron WWTF**

The City completed several WWTF improvement projects in 2006 that added new headworks, concrete-lined extended aeration treatment ponds, clay-lined sludge-drying beds, and new disposal ponds.

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<sup>51</sup> California Regional Water Quality Control Board Central Valley Region, Order R5-2014-0163, Waste Discharge Requirements for City of Huron WWTP.

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There are four concrete-lined and actively aerated treatment ponds (about 10 acres) located south of the WWTF that are situated on a parcel outside the City limits. The lift station and inline grinder feed to the headworks which then is transferred to the treatment pond no. 1. The first treatment pond is designed for complete mixing and includes multiple aerators. The last three treatment ponds, partial suspension ponds, are minimally mixed and aerated by design. Wastewater is then sent to sludge drying beds and/or sludge storage area located north of the four treatment ponds, which are located in the City limits.

Although the four ponds are on land outside the City limits, the City owns the entire 40-acre parcel (APN 075-400-05ST). The City expects to annex the subject parcel into the City; however, because the existing WWTF is omitted from the Huron SOI staff recommend that LAFCo determine a new sphere boundary that encompasses both the existing WWTF and subject parcel. The City informed LAFCo that the subject parcel will accommodate future expansions of the treatment ponds that will complement the City's WWTF operation.

## **City of Huron 2018 Sewer System Management Plan**

The Regional Board's WDR adopted on May 2, 2006, require that all owners of public wastewater collection systems with more than one mile of pipeline adopt and implement a Sewer System Management Plan ("SSMP") to reduce the number and severity of Sanitary Sewer Overflows ("SSO"). The City of Huron last updated its SSMP in May, 2018. The SSMP identifies the City's policies for the management, operation and maintenance of the sewer system and discusses the role of the SSMP in supporting the General Plan's objectives.

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 first and most recent audit was completed by the City in 2018. 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. During this audit period, it was reported that City of Huron's sanitary sewer collection system had minimal system changes and development within the City's sewer collection system has been steady.

## **Regulatory Agencies**

The City operates the WWTF under criteria listed in California Regional Water Quality Control Board, Central Valley Region Order No. R5-2014-0163.<sup>52</sup> Under this Order, 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 2019 Huron's First Quarterly WWTP Monitoring Report submitted to the State, the following details provide a snapshot operation assessment:

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<sup>52</sup> California Regional Water Quality Control Board Central Valley Region, Order R5-2014-0163, Waste Discharge Requirements for City of Huron WWTP:  
[https://www.waterboards.ca.gov/centralvalley/board\\_decisions/adopted\\_orders/fresno/r5-2014-0163.pdf](https://www.waterboards.ca.gov/centralvalley/board_decisions/adopted_orders/fresno/r5-2014-0163.pdf)

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Throughout the 2019 first quarter, the WWTP received high influent Biochemical Oxygen Demand (“BOD”) loading, with a peak loading of 820 mg/l on February 26, 2019. January 2019’s monthly influent BOD average of 286 mg/l; February’s monthly influent BOD average was 460 mg/l; and March’s monthly BOD average was 355 mg/l. For the months of January and February, the monthly effluent BOD average permitted limit is 40 mg/l. However, on a weekly basis, the permitted level of BOD limit is 80 mg/l.

This high influent BOD trend was carried over item from the 2018 fourth quarter report. These high influent BOD show that Huron’s WWTP operates over the permit limit. As a result, during the first quarter of 2019, the aerated ponds turned a yellowish-brown color and continued to be brown throughout most of the reported period. The ponds appeared to be lifeless. As the quarter has ended, the ponds’ color started to darken and look much healthier.

The City has taken the following measures to address the high levels of reported BOD issues:

- City Council adopted a Fog & Grease Ordinance
- The City Water Manager is contacting local business to inform them on illegal dumping into the sewer system, focusing on labor camps that have outhouses or septic trucks in the City limits.
- City Sewer and Wastewater Division has contracted Steve Harris of H&S Environmental for consultation services.
- City staff are working to remove excess sludge out of the aerated ponds.

The Regional Board adopted Order 97-03-DWQ (NPDES General Permit CAS000001) specifying waste discharge requirements for discharges of storm water associated with industrial activities, and requiring submittal of a Notice of Intent by all affected industrial dischargers. The wastewater treatment facility has a design capacity of less than 1.0 mgd; therefore, the Discharger is not required to obtain coverage under its NPDES General Permit.<sup>53</sup>

Currently, the City does not operate a federally-mandated pretreatment program to regulate industrial discharge. However, industrial accounts are billed for sewer services depending on the amount effluent discharged, which incentivizes industrial users to improve their water quality and the amount of water discharged.

## **Service Adequacy**

This section summarizes indicators of service adequacy, including treatment effectiveness, sewer overflows, and collection system integrity. All wastewater treatment providers are required to comply with effluent quality standards under the waste discharge requirements determined by the State.

As noted, wastewater agencies are required to report SSOs to the Regional Board. 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 12 miles of pipeline, and reported four overflows during the period from 2010 through 2017, averaging 0.5 overflows a year, which equates to 0.04 spills per 100 miles of pipeline annually on average.

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<sup>53</sup> California Regional Water Quality Control Board Central Valley Region, Order R5-2014-0163, Waste Discharge Requirements for City of Huron WWTP.

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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, new pipes are sized to carry peak flows with the pipe flowing at no more than 80 percent of the pipe diameter.

**Figure 10-1: City of Huron Wastewater Service Adequacy Indicators**

<b>Wastewater Service Adequacy and Efficiency</b>			
<b>Regulatory Compliance Record</b>			
Formal Enforcement Actions	0	Informal Enforcement Actions	1
<b>Informal Enforcement Action Type</b>		<b>Description of Violation</b>	
Notice of Violation	12/5/2014	Provision F.18 of the WDR Order No. R5-2014-0163 requires the City to determine current land uses for each parcel within a one (1) mile radius of the WWTP (including City-owned parcels), identify potential uses of recycled water for each parcel.	
<b>Sewer Adequacy Indicators</b>			
Total Employees (FTEs)	4	Sewer Overflows 201-2017	4
MGD Treated per FTE	0.101	Sewer Overflow Rate <sup>(1)</sup>	0.04
Notes:			
<sup>(1)</sup> Sewer overflows from 2010 to 2017 per 100 miles of collection piping			

## Financing

The SWD is primarily funded through user fees, service charges for specific services, connection fees, and available state grant funding. The Public Utilities Department regularly pursues available state and federal grants to assist with specific projects or operations within the department's responsibilities.

According to the City, the current rate plan for residential connection is a monthly charge of \$26.00. The rate has been in place since January 2003, and there has not been a need to increase sewer rates. The City informed LAFCo staff that sewer fee revenue generated from the existing rate plan is sufficient to meet the City's capital, operations, and maintenance requirements through FY2020.

The Wastewater Fund is self-supported from user fees and is operated as a City business or "enterprise." All revenue from service charges related to the sewer/wastewater fees is deposited into the City's Wastewater Fund. User fees, impact fees, and special charges are collected from both residential and commercial users based on different rates depending on land use, residential or non-residential accounts.

The City's expected Wastewater Fund revenues in FY2017-18 amounted to \$822,419, which consisted of the following line items:

- sewer user fee revenues: \$576,000
- sewer impact fees: \$92,419
- new sewer connection fees: \$29,000
- Secured state grant funding for planning: \$125,000

Proposed expenditures are expected to amount to \$653,350, which consist of the following line items:

- Personnel Services: \$80,000

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- Supplies and Services: \$493,800
  - Capital Outlay: \$20,000
  - Debt SVC/Transfer: \$59,550

For FY2017-18, the Wastewater Fund showed a fund balance of \$4,109,938, and the City is expected to increase its reserve fund to \$4,279,007 by the end of FY2017-18.

## **Bond List**

The City reports two sewer-related bonds in its annual budget. The following section summarizes the debts associated with Huron's sewer service.

The City issued a sewer revenue bond in the amount of \$44,000 in 1980. Interest in the amount of five percent of the principal balance is due semi-annually. The City annually budgets and makes annual payments toward the principal balance and interest balance. At the end of the fiscal year ending on June 30, 2017, this bond had a principal balance of \$8,000. The City expected to retire this bond by 2022.

The City has a second debt identified as a sewer certificate of participation ("COP") bond, payable to the U.S. Department of Agriculture. The City's Sewer COP bond was issued in 2005 for the amount of \$1,058,500. Interest in the amount of 4.25 percent of the principal balance is due semi-annually. The City annually budgets and makes annual payments toward the principal balance and interest balance. At the end of FY ending on June 30, 2017, this bond showed a principal balance of \$890,000.

According to Huron's budget for FY 2017-18, the City allocated a total of \$59,550 toward payment of its sewer debt service to six separate accounts. The City of Huron secured funding and budgeted the following payments towards the following debts:

- 1980 Bond interest: \$500
- 1980 Bond principle: \$2,000
- 2005 USDA Series A – interest: \$20,000
- 2005 USDA Series A – principle: \$8,500
- 2005 USDA Series B – interest: \$20,000
- 2005 USDA Series B – principle: \$8,500

## **Staffing Levels**

The PUD is responsible for the overall operation of Huron's WWTP. The Director of Public Utilities is responsible for all three divisions within the Department and is accountable to the City Manager. During the preparation of this MSR, the City informed LAFCo that PUD employees are provided through contract with Specialized Utilities Service Program, Inc. ("SUSP").

SUSP is an internal California Rural Water Association program formed to provide both short and long term utility services. Through contract, SUSP provides the City with certified personnel to manage majority of the services provided by Huron, i.e. Water Treatment Facility, Wastewater Treatment Facility, and Public Works. SUSP staff hold State Water Resources Control Board and California Regional Water Quality Board certifications in treatment and distribution, and wastewater plant operations.

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Through its contract, the Department of Public Utilities is operated by five full-time equivalent employees and one part-time employee. The Public Works Director is certified by the State as a Chief Plant Operator, and the Director is assisted by one supervising field technician.

SUSP employees operate and manage most aspects of the City's wastewater system; including but not limited to the inspection, maintenance and minor repairs of the sewer collection system and related infrastructures. SUSP is also responsible for responding to SSO calls and subsequent notifications, reporting, and investigating the cause of the overflow. The City Engineers, City Administration, and Public Utilities Director collaborate on assessing and establishing goals, organizational roles and implementation responsibilities for the SSMP.

The City Engineer manages all sewer collection capital improvement projects that include rehabilitation of existing or construction of new pipelines throughout the City, sewer modeling and the update of the Wastewater Collection System Master Plan.

## **Infrastructure Needs**

Part of the City's ongoing infrastructure needs consists of routine system maintenance and regular preventative maintenance. Preventive maintenance is focused on the critical sections of the sewer system such as the high-maintenance sewer mains that require more frequent inspection, maintenance and/or repair service. Inspections of sewer lines using closed circuit television have not been conducted on the City's sewer system to date.

Typically, sewer lines and manholes are rated according to the National Associations of Sewer Service Company Pipe Assessment and Certification Program and Manhole Assessment and Certification Program. Ratings are reviewed to determine maintenance and/or rehabilitation priorities. The City has plans for several repairs, rehabilitations, replacements, and capital improvements at the treatment facility.

## **Water Recharge Programs**

One of the provisions included in Order R5-2014-0163 ("Order") require that the City reduce its levels of nitrogen concentrations in effluent, or otherwise demonstrate that its disposal practices will not cause groundwater nitrogen concentrations to rise above the maximum contaminant level mandated by State law.

In order to comply with the Order, in FY2017, the City applied for grant funding through the State Water Resources Control Board ("SWRCB") Prop. 1 - Clean Water State Revolving Fund<sup>54</sup> to study potential recycle water programs and/or required improvements to the WWTP to start a recycled water program that would reduce level of nitrogen concentrations.<sup>55</sup> The City completed the feasibility study in 2017, and determined that a minimum of 140 acres of alfalfa would be necessary to bind the nitrogen present in the typical 1.0 million gallons of effluent processed each day at the WWTP.<sup>56</sup> Huron's feasibility study

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<sup>54</sup> California Natural Resources Agency, Project: City of Huron –Recycle Water Improvements at WWTF.

<http://bondaccountability.resources.ca.gov/Project.aspx?ProjectPK=12759&PropositionPK=48>

<sup>55</sup> California Natural Resources Agency, Reference Number: 3940P01D1504001 - Project: City of Huron –Recycle Water Improvements at WWTF.

<sup>56</sup> City of Huron, Recycled Water Feasibility Study, prepared by AM Consulting Engineers, Inc. 2016.

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also determined that the City would need an area of 188 acres, located north of the existing WWTP to uptake the entire nitrogen load contained within the applied recycled water.

Based on proximity and existing land uses, the Study identified that land situated east of Siskiyou Avenue, south of Marmon Avenue, west of Madera Avenue, and north of Palmer Avenue as the most feasible locations for the City to invest in. The land is located within the Arroyo Pasajero Westside Detention Basin. When the segment of the California Aqueduct near Huron was constructed in 1967, storm overflows from Los Gatos Creek would flood land located west of the California Aqueduct. At that time, USBR purchased the affected agricultural land and constructed the Detention Basin to contain Los Gatos Creek floodwaters within an approximate 3,800-acre area along the western edge of the California Aqueduct from SR 198 to south to Gale Avenue.

In 2017, the City requested authorization from USBR to convert approximately 188 acres into an alfalfa field to grow non-human consumption crops that would be irrigated with treated effluent from the WWTP. As noted by Huron's feasibility study, the alfalfa would uptake nitrogen from the treated effluent to prevent it from seeping into the groundwater. Limited construction is planned to occur at the site, the City expects to build and install dirt access roads, install fencing, and install and maintain an irrigation system. By early 2018, the City received USBR's approval to lease the 188 acres for 25 years to deliver treated wastewater effluent from the City's WWTP in tandem with the City's recycled water project. In addition to the recharge program, the City will also use funding from the Prop. 1 CWSRF grant to fund certain improvements/rehabilitation measures to improve the operation of the existing WWTP.

### **Issue of Note – Lack of Update of City Service Policies**

In 2018, the City prepared and adopted a SSMP to evaluate the condition of its wastewater system. The SSMP is intended to be updated as necessary by the City Council to ensure that the City continues to have sufficient capacity to meet existing and future demands on its sewer system. However, the City informed LAFCo staff that it has not prepared master planning documents for the wastewater collection and conveyance system, wastewater treatment systems, and proposed recycled water facilities, per its General Plan policy.

The City informed LAFCo staff that it is experiencing funding challenges to connect the few individual residential units that are still utilizing private septic systems within the City. The City encourages these residential units to abandon their private systems and connect to the City's sewer system to reduce nitrate contamination of groundwater supplies in and around the City. According to the Huron Municipal Code, parcels within the City must connect to the public sewer system upon the earliest occurrence:

- Five years for the effective date of Ordinance 269, adopted in 1991;
- Sale of property;
- Any substantial construction requiring the issuance of a building permit.

Although the Huron Municipal Code requires that all properties must connect to the City's sewer system, the City has not proactively forced those properties to connect.

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## 11. Water Services

The PUD's Water Division ("WD") is responsible for the distribution and management of the City's water supply. The City's water infrastructure consists of a public water distribution system, disinfection facilities, water storage tanks/facilities, pumps, and a surface water treatment facility. The WD manages the City's public water system, city contracts, joint power agreements, and groundwater recharge programs. The WD performs water quality tests and reports, water system compliance, water conservation programming, groundwater recharge, and planning consistent with the Huron General Plan and with State regulations.

### **Huron General Plan Objectives and Policies**

The Huron General Plan Public Services and Facilities Element and the Open Space, Conservation, and Recreation Element establish policies for its public facilities. The following general plan policies establish direction with regard to the City's water services.

#### ***Huron General Plan Section 3.0 Open Space, Conservation, and Recreational Element***

##### **Policies and Standards**

3.1 Expand programs that enhance groundwater recharge in order to maintain the groundwater supply, including the installation of detention or retention ponds in new growth areas.

3.7 To protect human health, the City's water resources will be monitored by the Regional Water Quality Control Board on a regular basis to test for bacteriological and toxic chemical components.

#### ***Huron General Plan Section 7.0 Public Services and Facilities Element***

##### **Objectives**

A. It is the policy of the City that new growth shall pay its own way. Fees shall be established to pay for both additional facilities, and incremental demand on existing facilities.

B. A master plan for the development and funding of necessary services and utilities (including but not limited to storm drainage, water, and sanitary facilities) shall be developed and adopted. Funding can be through the formation of an assessment district, entering into deferral agreements, or direct developer funding of improvements. Distribution of cost for improvements shall be done in a fair and equitable manner.

C. Facilities and services shall be consistent with the General Plan land use goals and objectives.

##### **Policies and Standards**

Section 7.1 Public Facility Improvement of the Public Services and Facilities Element, provides 19 policies that emphasize on local coordination, planning, financing, water management, and maintenance of the City's public facilities.

### **Water System**

Huron's water distribution system consists of a 13-mile network of mains in most of the streets and alleys throughout the City. The WD assets include the water distribution system, 75 fire hydrants, and 137 main line valves. Huron receives raw surface water supplies from the California Aqueduct. Raw surface water

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supply is conveyed from the California Aqueduct to a Westlands Water District regulating storage tank that has a storage capacity of 44,000 gallons. Initial surface water deliveries are stored at the Westlands Water District's storage tank (located on the south side of Huron, near the Tornado Avenue and "O" Street intersection), and then pumped to the Huron Surface Water Treatment Plant ("SWTP"). Surface water can also be conveyed directly the City's water treatment plan via lateral R 23 located east of the City limits.

The City has two parallel surface water treatment plants, Plant 2 and Plant 3. Plant 2 is a conventional filtration with processes that include coagulation, flocculation, sedimentation, filtration and disinfection and has a capacity of 2.1 mgd. Plant 3 is a direct filtration plant with a capacity of 1.2 mgd.<sup>57</sup> Both treatment plant locations are situated east of Siskiyou Avenue and along the north side of Palmer Avenue.

The City informed LAFCo that Plant 3 was placed into service in 1992, and due to incomplete controls and filter media issues, the City has abandoned Plant 3 because it cannot be operated effectively without additional necessary improvements. The City does not plan to operate Plant 3 in the immediate future. During January and December 2015, Plant 2 delivered approximately 242 million gallons of treated surface water to the distribution system.

The raw surface water supply is chemically pretreated at the SWTP. Treated water is pumped to the City's clear-well storage tank, which then gets pumped from the clear-well to either of two water storage tank locations via 10-inch and 12-inch transmission lines. The clear well is an enclosed tank, in this case above ground that is associated with the water treatment plant. The transmission line from the clear well to the 9th Street storage tank is about a mile in length and the transmission line from the 9th Street tank to the Lassen tank is about ½ mile. The 9<sup>th</sup> Street and Lassen Avenue Tanks feed treated water supplies into the City's public water distribution system.<sup>58</sup>

As of 2017, the HWD provides potable water to approximately 876 connections for domestic and commercial land uses.

## **Water Storage and Distribution System**

As noted earlier, Huron maintains short-term water storage in three distribution reservoirs (9<sup>th</sup> Street Tanks and Lassen Tank) and one treated-water clear well at the surface water treatment facility. The 9th Street tanks consist of one above ground 0.5 million gallon ("MG") welded steel tank constructed in 1982 and one above ground 1 MG bolted steel tank constructed in 2000 to replace an underground tank. The Lassen Tank is 1 MG welded steel tank constructed in 1992. Treated water from the surface treatment plant flows into a partially above ground clear well with a capacity of 115,000 gallons. The City has an annual maintenance schedule for each of the tanks, which requires routine inspection, cleaning, and an evaluation of both the interior and exterior coating systems. The City also performs routine structural analyses on the tanks. All three reservoirs were last internally cleaned and inspected in February, 2016. The inspection found some minor pitting due to corrosion in all three reservoirs, but found no significant defects to any reservoirs' structure.

The water distribution system is equipped with one pressure zone to help regulate minimum and maximum system pressures in the various topographic areas of the City.

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<sup>57</sup> City of Huron, Permit No. 1010144.

<sup>58</sup> 2015 City of Huron Sanitary Survey Report, Water System No. 1010044, State Water Resources Control Board, Division of Drinking Water.

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Unaccounted for water loss is the difference between the recorded water production and metered consumption. Meters were installed on all connections in 2012. With the water meters, the City is able to assess the degree of water loss that is being experienced in its distribution system. The City assumes a loss of approximately 30 percent of total production.

During the development of this MSR, the City informed LAFCo staff that it was in the process of updating its water permit with the State based on a SWRCB inspection of City's public water system.

## **Infrastructure Needs**

Between FY2015 and FY2017, total projected expenditures for the water system were approximately \$135,460. The projected expenditures are summarized in the following categories along with the total expenditures for each category:

- Equipment \$75,460
- AMI Meter Reader \$60,000

In FY2017 and FY2018, the City sought financing from the SWRCB for improvements to the SWTP. Improvement to the SWTP would aid the City to meet drinking water standards and reduce the number of WRB violations associated with high levels of coliform, haloacetic acids ("halogenated acetic acids" or "HAA5") and total trihalomethanes ("TTHM"). Additional information regarding the City's drinking water violations is described later in the next section, "Service Adequacy."

The City estimates that the total number of projects needed to improve the water distribution system, the SWTP's treatment process, and equipment would cost approximately \$9.7 million. The SWRCB has proposed to fund the improvement projects with a \$7 million grant and the remaining balance of \$2.7 million will be a loan issued to the City. Implementation of the City's SWTP improvement plans are intended to develop the infrastructure for conjunctive use of all of the City's surface water supplies. As a part of the SWTP improvement project, the City will be able to consistently treat water supplies to provide drinking water to its residents that meets the SWRCB's drinking water standards.

## **Service Adequacy**

This section reviews indicators of service adequacy, including the California Department of Public Health system evaluation now conducted by the SWRCB, Division of Drinking Water. The City's water system is comprehensively inspected by SWRCB every two years, while certain areas of the distribution system are sampled in a rotation to collect data throughout each year.

During the SWRCB's most recent inspections between 2013 and 2015, the State identified 11 issues related to various water quality and operational issues that the City needs to address depending on urgency, or prior to the next scheduled inspection. The list below summarizes the State's assessment of the Huron's public water system.<sup>59</sup>

- On October 6, 2014, the Water System was issued a Compliance Order No. 03-23-14R-008 for non-compliance with the Stage 2 Disinfectants and Disinfection Byproducts Rules ("DBPR"). In July

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<sup>59</sup> 2015 City of Huron Sanitary Survey Report, Water System No. 1010044, State Water Resources Control Board, Division of Drinking Water.

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2007, the City was issued Compliance Order No. 03-12-070-004 for non-compliance with disinfection byproducts (“DBP”) precursor of total organic carbon (“TOC”) treatment technique requirements. The Compliance Orders required the water System to: (1) submit a plan and schedule to the Department to correct the problem; (2) provide quarterly notification to all users of the violation until the problem is corrected; (3) submit proof of notification by the 10th day of the month following each quarterly notification; and (4) submit a quarterly progress report to the State detailing the City’s progress towards correcting the problem. The City should continue to comply with the directives of the State’s Compliance Order. The City complies with monitoring and ongoing SWRCB’s reporting requirements.

- State regulations require that the City monitor both Volatile organic compounds (“VOC”) and synthetic organic chemicals (“SOC”). VOC monitoring is required every year, and synthetic organic SOC monitoring is required for two consecutive quarters every three years. The State’s report notes that the City has not maintained the SOC monitoring at two consecutive quarters every three years. As of 2016, the City complies with monitoring and ongoing SWRCB’s reporting requirements.
- The City should submit a copy of cross connection control program implemented. All backflow prevention devices must be tested annually by a certified backflow prevention device tester and its records should be maintained for at least three years. The City complied on September 30, 2015.
- The City’s operations plan should be updated to reflect current operations and submitted to the SWRCB. The City submitted its updated operations plan, and 2015 Sanitary Survey Report to SWRCB on September 30, 2015.
- The City should submit an emergency disinfection plan that identifies what steps will be taken to prevent the discharge of inadequately treated to customers during disinfection failure. The City complied on September 30, 2015.
- The City should submit an updated Emergency Notification Plan to the SWRCB. The City complied on September 30, 2015.
- The City should submit a permit application due to change in chlorination method. The City complied on September 30, 2015.
- The City recycles backwash water into the flocculation chamber without any pretreatment. The City should always comply with the criteria outlined in §64653.5 Recycle Provisions of the California Code of Regulations (CCR) and report the recycled flow in the monthly filtration report to the SWRCB DDW. The City is required to comply on an ongoing basis.
- The City’s raw water turbidimeter is currently not in operation. As of 2016, the City has not completed this task.
- The City does not have any alarm feature for failure of coagulation process. As of 2016, the City has not completed this task.

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- The City should periodically inspect and clean its storage tanks. The internal condition, corrosion and structural integrity should also be inspected, and a report submitted to the SWRCB following each inspection. The City is required to comply on an ongoing basis.

Drinking water quality is determined by a combination of historical violations reported and tracked by SWRCB since 2000, and the percent of times that the City was in compliance with Primary Drinking Water Regulations. The City informed LAFCo staff that since 2004, the City has had 31 health violations related to total TTHM, six health violations related to HAA5, 16 health violations related to coliform, two health violations related to nitrate, and two monitoring violations.

According to the City's 2017 Consumer Confidence Report, the City's drinking water had levels of coliform, HAA5, and TTHM above drinking water standards. Indicators of distribution system integrity are the number of breaks and leaks in the system and the rate of unaccounted for water loss. During the period of 2012 to 2017, the City completed an average of 30 work orders per year to address water distribution system defects. Based on production and water consumption records from 2015, approximately 30 percent water loss occurred through the water distribution system. As the City accumulates more data on its water infrastructure, the City will need to assess the actual degree of loss experienced in the system.

## **Water Service Demand**

Of the City's 876 water connections, approximately 83 percent are residential connections (single family and multi-family residential), 16 percent are commercial connections, and 1 percent are landscape irrigation connections. Of the total amount of water distributed in calendar 2017, residential connections accounted for 45 percent of water use, commercial connections accounted for 54 percent, and irrigation accounts comprised 1 percent of all water flows. Peak water use occurs during the summer months, generally from July through September. During calendar year 2017, the City delivered 710 acre-feet of domestic water to the community, of which, 100 percent was treated at the City's surface water treatment plant.

## **Projected Demand**

The City informed LAFCo that the City's seven year growth rate between 2010 through 2017 is approximately 0.89 percent which is lower than the General Plan's growth rate estimate of 2.5 percent for years 2005 through 2025. Nonetheless, the City expects that demand for additional water supply will parallel future City growth at a rate of 0.89 percent. The City anticipates that an overall water consumption increase would occur at a rate of 4.5 percent between FY2017 and FY2022, five-year period.

For FY2018, a year in which increased water rates and charges were in effect for five consecutive months, the average monthly single-family water use was approximately 9,729 hundred cubic feet (HCF). For FY2019, the City's projection for a single family water use for a month is approximately 9,815 HCF which is a 0.89 percent increase between FY2018 to FY2019.

## **Water Supply Source**

Huron relies solely on imported raw surface water supply to service its rate payers. The City does not pump water from the aquifer because the groundwater in this area is very deep, of poor quality, and nearly untreatable for potable use. All City surface water supply is treated at the SWTP. The City regularly

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tests its entire water system, from storage tanks to service connection points to collect water quality samples that are reported to the SWRCB, Division of Drinking Water.

The City's SWTP and distribution system is regulated by the revised Domestic Water Supply Permit No. 03-92-18 dated May 23, 2016, issued by the SWRCB. Huron's water supplies are retained through two contracts, one contract with the United States Bureau of Reclamation ("USBR"), and the second contract is with Westlands Water District.

Huron's contract with USBR provides the City with federal water supplies intended for Municipal and Industrial ("M&I") use. The City's Central Valley Project ("CVP") contract, held by the USBR's West San Joaquin Division, San Luis Unit, entitles the City to receive annually up to 3,000 acre-feet of untreated surface water for M&I use, based on years with 100 percent allocation.<sup>60</sup> As a contractor, the City's federal water usage is regulated by USBR, and surface water can only be applied to areas within the contractor's service area (i.e., the city limits).<sup>61</sup> Actual water deliveries received from the USBR are less than the contracted amount due to restrictions on pumping water from the Delta, and restrictions from the California Aqueduct contract holders.

While the available surface water supply varies each year and annual allocation amounts are based on supply availability within the CVP, the City's contracted supply has historically averaged 1,125 acre-feet per year.<sup>62</sup> During drought years, USBR is authorized to reduce its contractors' allocation amounts downward, i.e. 20%, 15%, or even 0% allocation. On February, 2019, City of Huron's renewed its CVP contract with USBR for a two-year extension through February, 2021.

Because surface water is the only water source supplied to Huron, the City also holds a separate water contract with Westlands Water District (WWD). The contract entitles City to receive up to 900 acre-feet ("AF") per year of surface water supplies from WWD, based on years with 100 percent allocation. According to WWD's 2017 Water Management Plan, the District delivered only 677 AF of the contracted amount to the City of Huron during year 2016.<sup>63</sup> During the development of the MSR, WWD officials informed LAFCo that Huron received 814 AF in water year 2017-2018, and 783 AF during water year 2018-2019. Water delivery years consist of deliveries made during March through February.<sup>64</sup>

The Huron turnout, designated by WWD as "lateral R23," is a 12-inch pipeline that transports raw water from the California Aqueduct to the terminal R23 lateral reservoir. The raw water then flows from the reservoir by gravity to the City's SWTP and is metered as it enters the plant for treatment.<sup>65</sup>

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<sup>60</sup> USBR and City of Huron CVP Contract.

<sup>61</sup> Contract No. 14-06-200-7081A-IR1, Between the United States and City of Huron Providing Water Service – Central Valley Project, California.

<sup>62</sup> United States Bureau of Reclamation, Central Valley Project Water Contractors, 2016 Report.

<sup>63</sup> Westlands Water District, 2017 Water Management Plan Criteria, prepared for U.S. Department of the Interior, Bureau of Reclamation, Mid-Pacific Regional Office.

<sup>64</sup> Electronic Mail Communication with Westlands Water District, Supervisor of Resources. June 17, 2019.

<sup>65</sup> It is noted that when the city annexes territory there is a concurrent detachment from the Westlands Water District. This detachment from the District will necessitate a detachment payment to the District for the territory's share of the District's repayment contract obligations.

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## Water Source Capacity Forecast

On July 16, 2015, the SWRCB Division of Drinking Water (“DDW”) submitted a Sanitary Survey Report, which evaluated the City’s existing water system facilities and operation practices. According to the DDW’s Report, the San Luis Canal, which is a branch of the California Aqueduct that runs through the Central Valley (approximately from the O’Neill Forebay to the end of the WWD’s service area), has a water capacity flow rate of 13,000 cubic feet per second (cfs).

According to the DDW’s 2015 Sanitary Survey Report, the City’s water allocation was increased to 900 AF/year (“AFY”). As shown in Figure 11-2, the City’s water supplies in normal years are sufficient to handle existing and normal projected demand, with a projected excess of 18 AF of available water supply in 2040.

**Figure 11-2: Current and Projected Water Supply Sources in Normal Years (AFY)**

Water Supply Source	2015 (Actual)	2020 (Projected)	2025 (Projected)	2030 (Projected)	2035 (Projected)	2040 (Projected)
Westlands Water District	900	900	900	900	900	900
Projected Demand	743	769	795	823	852	882
Water Excess (Deficit)	157	131	105	77	48	18
Notes: Projected water demand values are based on the average annual growth rate of 0.89 percent demonstrated from 2000 to 2010.						

As a local agency that solely relies on surface water to serve its rate payers, California’s drought conditions pose a considerable threat to the City’s economical, health and safety, jobs, societal, and environment. Surface water supply reliability varies according to conditions upon each non-normal water year type: very dry, dry, wet, and very wet. During multiple drought years, water supply reliability may greatly diminish depending upon the City’s share of its annual water allocation contract/s. For example, water from the City’s contract with WWD for surface water contract could vary between a 100 percent allocation (900 AF) in a wet year, to only 70 percent of its contracted supply (675 AF) in a very dry year. A similar or worse situation can occur with the City’s CVP contract with USBR.

According to the City, in single dry year scenario through 2040, the City’s contracted surface water supplies are adequate to meet projected demand for a single dry year with no anticipated excess water supply from its two water allocation contracts.

The City informed LAFCo that it expects during multiple dry years (two to three consecutive years) surface water supplies to be adequate to meet projected multiple dry year demands with its existing water allocation contracts and the City’s increased drought conservation ordinance and user rates. In the second year of multiple dry year conditions, the City would need to retain and store more surface water than for a normal year.

In the third year of a multiple dry year period under normal dry water supply conditions, the City’s surface water supply contracts may experience reduced allocations; however, the City anticipates to work with WWD to continue to secure a reliable amount of surface water supply as in normal years. The City’s



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groundwater recharge program may be reduced in order to store water supplies in its emergency reserves. The City expects that its contract with WWD and the City's water reserves would balance the community's water need during the third year of multiple drought years.

During 2013 through 2016, California experienced severe multiple drought years which impacted the City's water resource supplies, increased local unemployment, and affected the local agriculture industry. Not only were private wells near the City drying up, the City's and neighboring USBR CVP contractors' surface water supplies were reduced to 0 percent allocation by USBR. During that time, the City and WWD entered into an emergency contract that enabled the City to purchase emergency water supply to meet the City's water needs.

The City informed LAFCo that it plans for future water supply consistent with expected demand based on land uses identified in the Huron General Plan. The Land Use Element includes policies restricting the extension of water supply to only planned development in development areas that are consistent with the General Plan.

### **United States Department of the Interior, Bureau of Reclamation, CVP Contractor**

During the preparation of this MSR, LAFCo staff reviewed the most recent contract between the USBR and the City of Huron, dated February, 2019.<sup>66</sup> Huron's CVP water contract is periodically reviewed by USBR, and USBR renews the City's contract on a biennially basis.

The City has a contract to receive up to 3,000 AF of M&I water from the California Aqueduct through its CVP contract with the USBR. Currently, Huron's city limits are coterminous with the CVP's contractor's service area, meaning that federal surface water supplies can only be used within the City limits. According to the contract, the City must request USBR approval to amend its CVP contractor's service area prior to any federal water supplies being used outside the approved Contractor's service area.

LAFCo staff's communication with USBR officials revealed that the City must work with USBR on any future annexation that is expected to receive city water service. The process to update the Contractor's service area begins with the City notifying USBR of its intent to annex territory.

### **Sustainable Groundwater Management Act**

Governor Edmund G. Brown Jr. signed California's Sustainable Groundwater Management Act ("SGMA") 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 of Huron lies above the Westside Subbasin.<sup>67</sup> In the vicinity of the City, the Westlands Water District is a local agency with water supply and water management responsibilities in the area overlying

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<sup>66</sup> Interim Renewal Contract No. 14-06-200-7081A-IR6 Between United States and City of Huron Providing for Project Water Service, Central Valley Project, California. February 2019.

<sup>67</sup> Huron General Plan update EIR, SCH No. 2006051058.

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the Westside Subbasin. As such, all ground water activity within the Westside Subbasin is regulated by the Westlands Water District Groundwater Sustainability Agency (“WWDGSA”). The WWDGSA is governed by a nine-member board of directors that also governs the Westlands Water District. Under State statute, WWDGSA is responsible to develop and implement a GSP by 2020 that will meet the sustainability goal of the basin and ensure that it is operated within its sustainable yield without causing undesirable results.

There are eight public water systems within the WWDGSA: The Cities of Avenal and Huron, and the unincorporated communities of Three Rocks, Cantua Creek, Turk, Calfax, O’Neil Farms, and El Porvenir. Of the eight public water systems, Cantua Creek appears to be the only groundwater extractor for potable use within the GSA’s boundaries. As previously noted, Huron does not pump groundwater from the aquifer for potable use.

## **Water Funding / Finances**

The City’s Water Utility Fund is used to account for the provision of water service to Huron’s water customers. All activities necessary to provide water service are accounted for in this City fund. The City charges user fees to all water customers to cover the costs of water production, distribution and treatment of the City’s water resources. The City’s water rates are based on metered water usage and connection type, either single family residential, multiple family residential or commercial accounts. The City also considers other cost factors in establishing annual water rates, for example new unit connections and annual step rate increases. The City’s water fee structure accounts for normal conditions. The City also has an alternative fee structure for drought years.

In 2017, the Huron City Council approved a new rate plan/rate updates for the Huron Water Division. As of January 1, 2018, the fixed monthly charge for a 1-inch meter is \$27.44 per month, and the unit-rate charge is \$4.64 per 1,000 gallons of usage.

According to the City’s budget for FY2017-18, total Water Service revenues are anticipated to amount to \$1,227,967 (Water Enterprise). The City’s Water Fund showed a balance of \$2,718,530. The City’s fund balance includes cash on hand plus assets less liabilities. As a result, actual cash on hand in a given fund is often less than the reported fund balance.

Water user rates generate majority of the revenues for the Water Division. For the same year, Water Service expenditures are expected to amount to \$1,202,775. The largest expenditure categories are personnel services (contracted staff), surface water contracts, energy cost, and administration overhead.

The City identifies water related debt in three categories; long-term, interfund loans, and revenue bonds.

According to the City’s budget for FY2017-18, the City identified four debt service accounts and the City allocated \$114,600 to make service payments toward these loans. The bonds are summarized as follows:

- Huron received a USDA water plant revenue bonds in the amount of \$986,000, issued in 2002. Interest in the amount of 4.5% is due semiannually. As of June 30, 2017, the principal balance is \$805,000. Principal is paid annually. During FY2017-18, the City paid \$37,000 toward the bond interest, and \$20,000 for the bond principal.

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- Huron issued a Water Revenue Bond in the amount of \$199,000, issued in 1980. Interest in the amount of 5% is due semi-annually. As of June 30, 2017, the principal balance is \$44,000. Principal is paid annually. During FY2017-18, the City paid \$2,500 toward the bond interest, and \$10,000 toward the bond principal.
  - The City was awarded a Certificate of Participation (“COP”) grant from United States Department of Agriculture (“USDA”) in 1991 to construct its water treatment plant and storage tank. Huron’s 1991 Water COP was secured by using the City’s water revenues. The COP’s original balance totaled \$848,000 at 5% interest that is payable semi-annually to USDA. As of June 30, 2017, the principal balance is \$387,525. Principal is paid annually. During FY2017-18, the City paid \$20,000 toward the bond interest, and \$23,000 toward the bond principal. The principal is due annually which began in 1993, and the COP is scheduled to be retired by 2031.

A COP grant is a tax-exempt bond issued by a state/federal agency usually secured with revenue from existing equipment or facilities. COPs enable governmental entities to finance capital projects without technically issuing long-term debt. This can be advantageous, as the issuance of long-term debt is commonly subject to voter approval and other state constitutional and statutory requirements.

- According the FY2017-18 budget, the City of Huron also made payments toward a Bureau Bond. During the fiscal year, City of Huron paid \$100 toward the bond interest, and \$2,000 toward the bond principal.

Most recently, the City informed LAFCo staff that it issued a revenue bond titled the “2013 Water Improvement Bond” for the amount of \$31,810,000 and the outstanding balance amounts to \$23,460,000 as of June 30, 2018. The City expects to pay an additional \$3,003,000 toward the 2013 Water Improvement Bond during the current fiscal year.

## Staffing Levels

SUSP-certified employees operate and manage most aspects of the City’s water system including, but not limited to, the inspection, maintenance, and minor repairs of the water distribution system and related infrastructure. SUSP is also responsible for responding to calls for service and subsequent notifications, reporting, and investigating water quality, and reporting issues to the SWRCB.

Based on the population and size of the City’s distribution system, the City’s distribution system is classified as a D2 system with a maximum treatment capacity classification of T3 by the SWRCB.<sup>68</sup> The City’s water system requires that that the chief operator be certified at a T3 level for treatment and a D3 level for distribution. The City’s lead operator is certified at a D3 and two operators are certified at D2, which meets the system’s certification requirements. As previously indicated, Public Utilities staffing is contracted with SUSP. Through its contract, the Department of Public Utilities is operated by five full-time equivalent (FTE) employees and one part-time employee. The Public Works Director is certified by the State as a Chief Plant Operator. The FY2017-18 budget does not outline the need for any additional positions related to water services.

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<sup>68</sup> California Drinking Water Watch, SWRCB System No. CA 1010044. City of Huron.

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## 12. Public Transportation Services

The City does not provide direct public transportation services; however the City is a member agency the Fresno County Rural Transit Agency (“FCRTA”) and the Fresno Economic Opportunities Commission (“FEOC”). The FCRTA operates through an inter-agency service agreement to provide public transportation to the rural areas of Fresno County.<sup>69</sup> The FEOC provides scheduled appointments for accessible bus transportation for the elderly and disabled, school bus transportation, and field trip services.<sup>70</sup>

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 thirteen 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.

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 Huron operates a scheduled route 247 days a year. The transportation service operates three daily round trips, Monday through Friday, no service is provide on Saturdays, Sundays, or major holidays.

Huron Inter-City Transit makes one round trip in the morning and two round trips in the afternoon that serve the residents of Huron. Departures from Huron to Coalinga occur at 9:00 a.m., 9:02 a.m., 12:30 p.m., 1:32 p.m., 3:30 p.m., and 3:32 p.m.; Arrivals from Coalinga occur at 11:35 a.m., 11:37 a.m., 3:05 p.m., 3:07 p.m., 4:52 p.m., and 5:04 p.m. The fixed route service fare for all members of the general public is \$2.50 per one-way trip (\$5.00 for round trip). Service is provided by two twenty-two passenger, wheelchair accessible, modified vans.<sup>71</sup> Reservation hours for disabled transit are from Monday to Friday from 7:00 a.m. to 5:30 p.m., with the latest scheduled pick-up offered at 4:52 p.m. on weekdays. Assistance with boarding or exiting, wheelchair securement, lifts and fare payment is available from bus drivers when necessary or upon request. In an attempt to familiarize citizens with the advantages of using transit, FCRTA also provides its transit information in multilingual brochures and advertisements.

### Transit Routes

There are two FCRTA transit routes that travel through City of Huron. Both routes depart and drop off riders at the Huron Post Office at 36100 Lassen Avenue, Huron. Service routes travel from the City of Huron, to the interchange development at Interstate 5 and State Route 198, and to City of Coalinga.

FCRTA’s Huron Inter-City Transit line and the Coalinga Inter-City Transit line connect Huron residents to the neighboring communities and the greater Fresno County area.

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<sup>69</sup> Fresno County Rural Transit Agency, Inter-City Transit Huron, <https://www.ruraltransit.org/>

<sup>70</sup> Fresno Economic Opportunities Commission, Transit Systems: <http://www.fresnoeoc.org/transit-systems>

<sup>71</sup>FCRTA, Inter-City Transit Huron information: <https://www.ruraltransit.org/wp-content/uploads/2019/04/Huron-Inter-city-flier.pdf>

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## **Demand**

Current ridership trend, based upon data provide by the FCRTA indicates that the demand for transit services remains constant. Approximately 756 transit riders utilize Huron Transit’s inter-city route each month. According to FCRTA’s *Short Range Transit Plan for the Rural Fresno County Area 2018-2022*, in FY16-17 Huron Transit ridership during the preceeding four-year period decreased 6.76 percent from the previous year to 4,953; senior riders decreased 12.09 percent to 686, disabled riders decreased 43.15 percent to 825, while general public ridership decreased 5.24 percent to 3,442. Total farebox revenue during the same period decreased four percent, or approximately \$2,064, and total mileage decreased 0.45 percent. However, hours of service increased by 175 hours, approximately 2.94 percent.

## **Staffing levels**

The FCRTA is responsible for the day-to-day management of the Huron Inter-City Transit. 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 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. 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. Local garages perform bus maintenance and these personnel are not counted in the agency’s staff size.

## **Infrastructure Needs**

Although the 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. During the development of this MSR, the City informed LAFCo that the community would benefit from a new bus station to be built in Huron. Current riders wait for bus arrivals at the Huron Post Office which lacks adequate waiting space facilities. No additional transportation needs were identified by the City.

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### **13. 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 of Huron has numerous joint functions such as mutual aid/request agreements and share facilities with several local agencies located in the southwest region of County of Fresno.

LAFCo notes that the geographic distance between Huron and Coalinga, or 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:

- County of Fresno
- Fresno County Fire Protection District / Cal Fire
- Coalinga Hospital District (Coalinga Regional Medical Center)
- Coalinga-Huron Mosquito Abatement District
- Coalinga-Huron Joint Unified School District
- Coalinga-Huron Cemetery District
- Coalinga-Huron Park and Recreation District
- Westlands Water District
- Westside Resource Conservation District
- West Hills Community College District
- West Fresno County Red Scale Protective District

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## 14. Municipal Service Review Determinations

The LAFCo has prepared this MSR for the City of Huron 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:

### 1) Growth and population projections for the affected area.

- The Huron General Plan was adopted by the City Council on July 18, 2007. The General Plan creates objective and 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 2025.
- The General Plan evaluated three planning boundaries that outline the City's planning strategy: City limits (1,140 acres), General Plan Proposed Huron SOI (1,913 acres) and the "Plan Area" which encompasses four-square miles and extends beyond the Huron SOI. City of Huron's existing city limits encompass 1,041 acres, and the Huron SOI encompasses 1,170 acres.
- The proposed SOI update will add three different locations into the updated Huron SOI, with designated land uses per the Huron General Plan. Growth Area 1 consists of 40 acres intended to facilitate the future development of a public school facility, Growth Area 2 consists of 131 acres that complement the City's Wastewater Treatment Plan, and Growth Area 3 consists of 40 acres planned for economic development.
- As of May 2019, California Department of Finance estimated that Huron's population totaled 7,308 residents. Huron is the third smallest City in Fresno County based on population estimates. The City experienced a 0.3 percent increase in population from Huron's 2018 population of 7,289.
- Huron's population fluctuates during the year primarily during the harvest season, April through November. The City of Huron's residents may increase to over 9,000, which is attributed to the local agricultural industry which heavily depends on migrant workers that follow the harvest seasons.
- The proposed Huron SOI update would not induce additional population growth beyond that planned for in the Huron General Plan. The SOI update is intended to add land planned for public facilities, and much needed economic development for the City of Huron consistent with the goals and policies of the Huron General Plan.
- According to the Regional Housing Needs Allocation for the Huron 2015-2023 Housing Element, the City has the potential to add an estimated 424 dwelling units, based on current vacant and/or underutilized parcels over the period of eight years (2015 through 2023). The 424 dwelling units are identified in the following categories: 86 very low-income units, 112 low-income units, 110 moderate-income units, and 116 above-moderate income units.

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- The Huron General Plan projects that the area within the Huron “Planning Area” will accommodate approximately 3,333 new residents by 2025. The Huron General Plan uses an average annual growth rate of 2.50 percent over the 20-year planning period.
  - The City’s seven year growth rate between 2010 through 2017 is approximately 0.89 percent which is lower than the General Plan’s growth rate estimate of 2.5 percent for years 2005 through 2025.
  - *Fresno County 2050 Growth Projection* prepared in 2017 by the Fresno Council of Governments (“COG”) estimates a 0.6 percent annual population growth rate for Huron through 2050. COG estimates are more conservative than the City’s General Plan, and COG estimates that Huron would reach the following population levels by the listed years: 7,430 by 2020; 7,600 by 2025; 7,750 by 2035; and 8,330 by 2050.

## **2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.**

- According to the 2010-14 ACS five-year estimates, City of Huron’s reported income levels are less than that of the County and the state as a whole. During the surveyed 2010-14 timeline, Huron had a MHI of \$28,896, while Fresno County reported an MHI of \$45,201. During the same timeline, the Statewide MHI for California was \$61,489.
- City of Huron as a whole is considered a Disadvantaged Community per WC sec. 79505.5. However, for the purpose of the LAFCo process there are no communities near Huron SOI that meet the DUC definition as defined Fresno LAFCo’s Policy 106 and the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“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 Huron 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.
- Huron Public Utilities Department, Public Works Division (PWD) is responsible for the repairing and maintaining the City’s public facilities, including roads, sidewalks, public landscapes, and support the City and its special events. The City is responsible for eight miles of local streets, four miles of collector streets, and one mile of an arterial street. In total, the City’s PWD maintains 13 miles of public streets and 0.5 miles of walk/bikeways.
- The City informed LAFCo staff that it does not own or maintain any traffic signals or streetlights within in the city limits. Most street signs within the City of Huron consist of 4-way stop signs, marked crosswalks, and advance stop/yield with overhead light school crosswalks.
- 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.



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- The Huron PUD, Sewer/Wastewater Division (“SWD”) provides collection, conveyance, treatment, and reclamation of wastewater generated by residential, commercial and industrial sewer customers. Huron’s sewer collection and treatment system consisting of over 12 miles of sewer pipelines, lift stations, associated machinery and equipment including the Huron Sewer Wastewater Treatment Facility (“WWTF”). The WWTF currently provides secondary treatment and has a rated capacity of 1.0 million gallons per day (“mgd”) average maximum monthly flow, 0.404 mgd average annual flow and 0.453 mgd peak hour flow.
  - Huron operates the WWTF under criteria listed in California Regional Water Quality Control Board, Central Valley Region Order No. R5-2014-0163. Under this Order, the City is required to provide regular self-monitoring reports to the Regional Water Quality Control Board Central Valley Division on a monthly basis, and contain information pertaining to daily and weekly flow records, construction activity, and permit compliance. The City updated its Sewer System Management Plan in May 2018.
  - Throughout the first quarter of 2019, the WWTF received high influent Biochemical Oxygen Demand (“BOD”) loading, with a peak loading of 820 mg/l on February 26, 2019. This high influent BOD shows that City of Huron’s WWTF operates above its permitted limit. As of 2019, The City has taken measures to address the high levels of reported BOD.
  - In FY2017, the City applied for grant funding through the SWRCB Prop. 1 - Clean Water State Revolving Fund to study potential recycle water programs and/or required improvements to the Huron WWTP to start a recycled water program that would reduce level of BOD. The City is working with the SWRCB, USBR, and local officials to recharge recycled treated water, and fund rehabilitation improvements to the WWTF.
  - The City has not prepared master planning documents for the wastewater collection and conveyance system, wastewater treatment systems, and proposed recycled water facilities consistent with its General Plan policies. However, in 2018 the City prepared a Sewer System Management Plan which evaluates the condition of the wastewater system and is updated on a continuous basis to ensure that the City has sufficient capacity to meet existing and future demands.
  - The Huron PUD, Water Division (“HWD”) manages the City’s public water system, city contracts, joint power agreements, and groundwater recharge programs. The HWD performs water quality tests and reports, water system compliance, water conservation programming, groundwater recharge, and planning consistent with the General Plan and State regulations.
  - Huron relies solely on imported raw surface water supply to service its rate payers. The City does not pump water from the aquifer because the groundwater in this area is very deep, of poor quality, and nearly untreatable for potable use. All City surface water supply is treated at the Huron Water Treatment Plant (“WTP”).
  - The City’s USBR contract provides the City with federal water resources solely for Municipal and Industrial (“M&I”) use. The City’s CVP contract entitles the City to receive up to 3,000 acre-feet of untreated surface water for M&I use each year, based on years with 100 percent allocation.
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- The City holds a separate water supply contract with Westlands Water District. The contract entitles City to receive up to 900 acre-feet per year of surface water supplies from WWD, based on years with 100 percent allocation.
  - Huron's water distribution system consists of a 13-mile network of mains in most of the streets and alleys throughout the City limits. The City's Water Division is responsible for the water distribution system, monitoring, testing, and reporting requirements.
  - The City projects that its annual water demand may increase at a rate of 0.89 percent per year based on the City's average population growth rate from 2010 through 2017.
  - The City's public water system has 876 water connections. Of which, approximately 83 percent are residential connections (single family and multi-family residential), 16 percent are commercial connections, and 1 percent are landscape irrigation connections. Peak water usage occurs during the summer months, generally from July thru September.
  - The City installed water meters on all connections in 2012. With the water meters, the City is able to assess the degree of water loss that is being experienced in its water distribution system.
  - During the period of 2012 to 2017, the City completed an average of 30 work orders per year to address water distribution system defects and repairs.
  - Based on production records, the City's water distribution system experienced an approximate water loss rate of 30 percent in 2015.
  - In FY2017 and FY2018, the City sought financing from the SWRCB for improvements to the Huron WTP. Improvement to the Huron WTP would aid the City meet drinking water standards, and reduce number of SWRCB violations associated to high levels of coliform, HHA5, and TTHM. Implementation of the City's WTP improvement plans are intended to develop the infrastructure for conjunctive use of all of the City's surface water supplies. The City expect that the improvement project would reduce the number of water violations, and assist the City consistently meet the SWRCB's drinking water standards.
  - The City does not provide direct public transportation services; however the City is a member agency the Fresno County Rural Transit Agency and the Fresno Economic Opportunities Commission.
  - Coalinga-Huron Recreation and Parks District offers park land, recreation opportunities through sports activities for youth, and adults at a minimum or no cost to the residents of Huron. Huron informed LAFCo that the City's south side lacks viable open green space, parks, and recreational facilities. However, the City's mutual agreement with Coalinga-Huron Unified School District enables the community to utilize the outdoor facilities during after school hours, so long that it does not interrupt any after school extracurricular activities.
  - The Huron Police Department is responsible for public safety within the city limits. The HPD headquarters is a new facility, built in 2018, and serves a variety of public safety functions. The City informed LAFCo that police service levels are adequate at this time.
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- The HPD also owns an animal control truck and a shelter facility that houses cats and dogs that are rounded up by the Animal Control Unit. The animal shelter is in need of several infrastructure improvements such as new roofing, re-design of the kennel area, the addition of impervious surface material to cover the existing dirt, and green space.
  - The Huron Police Department has a policing citizens program named “Volunteers in Policing.” The program enables Huron Residents 18 years and older to volunteer a minimum of 8 hours per month to patrol neighborhoods using a police vehicle, control vehicular and pedestrian traffic during emergency or special events, removal of abandoned vehicles in the public right-of-way, and write Police Reports.
  - Fresno County Fire Protection District provides structural fire protection, suppression, and emergency response services within the City of Huron. The Fire station is staffed by two full-time FCFPD fire personnel members, and typically one volunteer firefighter.
  - Huron solid waste collection operates under contract and the direction of the Huron Public Utilities 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.

#### **4) Financial ability of agencies to provide services.**

- The Huron Municipal Code requires that the City Manager prepare a balanced budget and salary plan to submit to the City Council, outlining anticipated revenues and expenditures for the upcoming fiscal year. HMC also requires that the City Council adopt a balanced budget during a noticed public hearing no later than June 30<sup>th</sup>, to assure that continuity of government services remains intact.
- The Huron 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; it establishes a land use pattern for lands beyond the City limit.
- 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.
- The City's budget safeguards adequate allocations to maintain appropriate service levels for public safety, crime prevention, hazard prevention and emergency response. Additional funding measures are allocated toward the annual implementation of the City's General Plan.
- Primary sources of General Fund revenue consist of property taxes, charges for services, sales tax, franchise tax, utility user tax, transient occupancy tax, business licenses, and building permits. A variety of other miscellaneous revenues make up the balance of the City's General Fund. Enterprise activities such as water, wastewater, and solid waste disposal services receive the significant majority of their revenues from user charges to City customers. The City's schedule of rates, fees, and charges for residential solid waste service, wastewater service, and water service are detailed in the City's Master Fee Schedule.

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- For FY2017-18, Huron's adopted budget totaled to \$6,379,649. The City's five-year projections show steady revenue growth over the forecast window with annual transfers to the General Fund Reserve. During FY2017-18 Huron's General Fund Reserve was \$4,812,576.
  - Primary General Fund expenditures consist of employee expenses inclusive of salaries, benefits and, operations and maintenance expenditures, and capital outlay. Enterprise activity expenditures include similar obligations as with the General Fund. Personnel costs comprise approximately 53.6 percent of the City's General Fund expenditures. Operations & maintenance costs comprise approximately 44 percent of FY2017-18 General Fund expenditures.
  - Overall City assets exceeded liabilities by approximately \$23.4 million as of June 30, 2017. Approximately \$14.6 million of the excess was capital assets (net of related debt), approximately \$8.6 million in restricted net assets, and approximately \$2.3 million in unrestricted net assets.
  - The City has incurred a number of various long-term bond debt and loan obligations over the years. Two bonds are backed by the General Fund and three bonds and two Certificates of Participation (COP) are backed by enterprise funds. Of the approximately \$5 million total debt, approximately \$1.9 million is associated with enterprise funds revenue bonds.
  - During the development of this MSR Huron's City Manager informed LAFCo that the City has been looking for ways to cut costs, improve its finance management practices, and save tax payers money. In March 2019, Huron was able to refinance two bonds that cut the interest rates from over 11% to 3.01%. The City's refinancing success also reduced its bond payments due in part to a Double A (AA) bond rating from Standard and Poors (S&P) bond rating agency.
  - The City regularly pursues available grant funding for first time home buyers, community improvements, and transportation related grants, whether they are administered through local, state, or federal agencies. According to City's financial statements for FY ending on June 30, 2017, City of Huron has been able to leverage over \$6.7 million in federal and state grant programs to financially assist the community.
  - The City of Huron receives grant funding from the following programs:
    - HOME Grant through the California Department of Housing and Community Development. These grant funds are used for first time home buyer assistance. At the end of June 30, 2017, City of Huron showed a balance of \$4,786,047 in the Home grant funding under its governmental activities.
    - The City of Huron receives grant funding from the Community Development Block Grant (CDBG) program. The grant funds are disbursed to homeowners who meet low and moderate income guidelines and qualify for the CDBG program as deferred loans, grants or below market interest rate loans. At the end of June 30, 2017, City of Huron showed a balance of \$1,088,730 in the CDBG grant funding under its governmental activities.
    - The Measure C funds, which are used to 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.
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- The City of Huron receives grant funding from the CalHome Program. These funds will be used for the City's housing rehabilitation program toward owner-occupied housing rehabilitation. At the end of June 30, 2017, City of Huron showed a balance of \$850,111 in the Cal Home grant funding program.
  - The City has implemented several cost-saving measures over the last five years to reduce operating expenses. To reduce power cost, the City has installed solar panels at all public facilities, including the City's public works building, police department and the water and wastewater treatment plants.
  - The City contracts with an independent auditor to audit its financial records for the preceding fiscal year on an annual basis. The City's annual financial report, also known as its Comprehensive Annual Financial Report (CAFR), is prepared by the City and audited by a certified public accounting firm in accordance with generally accepted auditing practices of the government finance industry. Huron City Council receives the annual CAFR for its previous year no later than December 31<sup>st</sup> of each year.

#### **5) Status of, and opportunities for, shared facilities.**

- The City lies above the Westside Subbasin. In the vicinity of the City, the Westlands Water District is a local agency with water supply and water management responsibilities in the area overlying the Westside Subbasin. Future opportunities for shared water recharge facilities may arise among the City of Huron, Coalinga-Huron Unified School District, Coalinga-Huron Recreation and Park District, Coalinga-Huron Cemetery District, and the WWDGSA.
- The City and CHUSD have a mutual agreement allows the City and its residents to use the school facilities for recreational and open space use when school is not in session. The City informed LAFCo that it will work with CHUSD as the site design is develop to ensure that adequate recreational space is provided for the site and complements existing land uses.
- The City received USBR's approval to lease the 188 acres for 25 years to grow alfalfa (grow non-human consumption crops) that would be irrigated with treated wastewater effluent from the City's exiting WWTP in tandem with the City's recycled water project.
- Because Huron is located in a rural area of Fresno County, the Fresno County Fire Protection District provides and receives automatic aid from Station 94 (Harris Ranch), City of Coalinga, and City of Avenal, Kings County. The automatic aid enables FCFPD to provide the closest emergency response unit no matter where the incident is located when an individual has an emergency and calls 911. No jurisdiction has formal boundaries when it comes to emergency responses.
- The City has an agreement with Westlands Water District that enables to City to use the water storage tank located on the south side of Huron, near the Tornado Avenue and "O" Street intersection. The agreement also enables the City to use Westlands Water District's lateral R23 to wheel raw water from the California Aqueduct to the City's Water Treatment Plan.

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

- Huron’s Mission Statement reads, “The City of Huron is dedicated to providing efficient and effective quality municipal services that enhance quality of life that the community of Huron deserves.”
- The City is governed by a five-member elected council, elected at large and accountable to the residents of the City. The Huron City Council carries out its responsibilities through the implementation of the Huron General Plan, Huron Municipal Code, and other state laws. City Council members receive an annual base salary of \$21,000.
- The Huron City Council convened as the Public Financing Authority on the first Wednesday of each month at 6:00 p.m. at the George Turegano Public Safety Building located in the Sky Room, at 17051 12<sup>th</sup> Street in Huron. The Public Financing Authority is responsible to oversee the City’s annual financial statements prepared by an independent certified public accountant.
- The Huron City Council convened on the first and third Wednesday of each month at 6:00 p.m. at the Huron City Hall, Council Chambers located at 17501 12<sup>th</sup> Street, Huron, Ca 93234. Special Council meetings are held on an as necessary bases to address imminent or pending issues facing the City.
- The City operates under the Council-Manager form of government, which means that the City Council appoints a city manager who is responsible to oversee the daily operations of the City. The City relies on 21 paid professional staff to conduct the daily business and manage the operation 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 on behalf of its citizens.
- The City’s major operations are organized into six key categories including City Administration, Finance Department, Planning and Building Services, Public Safety, Public Utilities, and Recreation. Each department has adopted planning policy documents, guidelines, and procedures that describe their respective responsibilities. Existing service plans are regularly reviewed and appropriate changes are proposed for the City Council’s consideration when deemed necessary.
- The Huron Planning Commission is a permanent committee made up of five individuals who have been appointed by the City Mayor and voted upon by City Council to review, advice, and act on matters related to planning and development of the City. Planning Commission meetings are held monthly at 6:00 p.m. in the Huron Council Chambers at City Hall on the fourth Thursday of each month.
- The Huron Oversight Board is a committee made up of seven individuals who have been recommended for appointed by the City Mayor and voted upon by City Council. The Oversight Board is the successor agency of the dissolved Huron Redevelopment Agency. The Fresno County Housing Authority is responsible for public and affordable housing throughout Fresno County. The City of Huron via City Council convenes as the local Housing Authority. Within Huron, there are four housing properties available through Huron via Housing Authority.

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**7) Any other matter related to effective or efficient service delivery, as required by commission policy.**

- The City has a contract to receive up to 3,000 acre-feet of M&I water from the California Aqueduct through its Central Valley Project contract with the USBR. Federal surface water supplies can only be used within the City limits. According to the contract, the City of Huron will need to request USBR approval prior to any federal water supplies to be used outside the approved Contractor's Service Area. The City will need to work with USBR on any future annexation that is expected to receive future CVP water supplies.

## **15. Sphere of Influence Update Determinations**

LAFCo has prepared this MSR consistent with GC sec. 56430 in order to update the Huron 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.

### **Sphere Analysis**

LAFCo staff reviewed the proposed Huron SOI update in light of the data collected during the MSR process, as well as from meetings with Huron City representatives, reviewed information prepared by County of Fresno Public Works and Planning, Westlands Water District, and visited the affected area on May 16, 2019.

In summary, the proposed 120-acre SOI expansion consists of planned land uses depicted and environmentally considered by the Huron General Plan EIR. The MSR recommends the inclusion of an addition of 91-acres that would encompass the existing Huron Wastewater Treatment Facility into the Huron SOI. Combined, the MSR considers the addition of 211 acres to the current Huron SOI.

In summary, the service review found that the City of Huron 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 support growth within the proposed SOI update.

### **Sphere of Influence Determinations**

This section of the report fulfills the requirements of Government Code section 56425 and allows LAFCo to update the Huron SOI consistent with the written determinations for the City of Huron.

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 Huron adopts and maintains a General Plan. The Huron General Plan establishes its land use foundation through a vision statement that captures the City pledge to its residents. The
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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 a 20-year planning horizon.

- The City informed LAFCo that Growth Area 1 currently is under an active Williamson Act Contract, however inclusion to the Huron SOI would not affect nor interrupt the landowner's ability to continue farming the land beyond the current expiration date of the contract. According to Fresno County, notice of non-renewal shall be provided to the County prior to Huron moving forward with an annexation of Growth Area 1.
- The Huron SOI update would include three location that are planned for the following land uses:
  - Growth Area 1 is designated as public facilities by the Huron General Plan. The land, approximately 40 acres, is expected to accommodate a potential future school facility.
  - Growth Area 2 is designated as public facilities by the Huron General Plan. The 40-acre parcel is owned by the City of Huron, and it currently consists of fallowed land, and a section of the parcel consists of four oxidation lagoon used by the City's Wastewater Treatment Plant.
  - Growth Area 3 is designated as Light Industrial by the Huron General Plan. The parcel is owned by the City of Huron, and the City expects that the land will fulfill much needed economic development for the Huron area.

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

- The City of Huron provides a wide array of municipal services within its corporate limits. Extension of infrastructure and municipal resources would be necessary to accommodate future development within the 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 Huron has established development impact fees, and developer-required mitigation in the form of infrastructure improvements required from new projects and similar programs to monitor public service needs of new development. Development within the SOI is required to extend physical infrastructure to individual sites and pay pro-rata fees for other City services as a condition of project approval. The physical infrastructure is generally available adjoining the City limits.
- The City has not developed or adopted an official Capital Improvement Plan. During the development of the MSR, the City informed LAFCo that inspection of the City's sewer system needs to be performed to adequately assess the City's sewer infrastructure. The City plans to conduct inspections of sewer lines using closed circuit television.
- The City is informed LAFCo that it is prepared work with affected local agencies, in order to extend and provide municipal services to territory identified within the Huron SOI.

## **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



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of Huron 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 did not identify any existing social or economic communities of interest in the vicinity of Huron.

**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 June 2019, LAFCo observed that there are no existing communities near the Huron SOI update that meet the DUC definition as defined by Fresno LAFCo's Policy 106 and CKH.

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## 16. Recommendations

In consideration of information gathered and evaluated in this Municipal Service Review, it is recommended 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 Huron General Plan Update EIR (SCH No. 2006051058) for its review and update of the Huron 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 the LAFCo reviewed the proposed Huron SOI revision has been environmental reviewed in its entirety by the Huron General Plan EIR (SCH No. 2006051058) prepared by the City of Huron, Lead Agency, pursuant to the California Environmental Quality Act ("CEQA").
7. Determine that the proposed Huron SOI revision is consistent with the Huron General Plan, and the environmental assessment for Huron's Growth Areas 1, 2, and 3, have been adequately considered under the Huron General Plan EIR (SCH No. 2006051058).
8. Revise the Huron sphere of influence to include 211 acres to encompass Growth Area 1, 2, and 3, as depicted in Figure 2 of the MSR.
9. Recommend the following to the City of Huron:
  - a. A procedural guideline or a City policy should be established that provides for an accountable administration of the City's awarded state or federal grant funding for local projects. (Agency Finances, Contingencies page 41)
  - b. City fee and service charge rate structures should be analyzed and monitored to ensure full cost recovery is being achieved for public services. (Agency Finances, page 42)
  - c. Advise the City of Huron to evaluate its unaccommodated Housing Need from the fourth cycle Regional Housing Needs Assessment of 424 dwelling units identified in the following categories: 86 very low-income units, 112 low-income units, 110 moderate-income units, and 116 above-moderate income units. (Growth and Population Projections, page 46)

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- D. Advise the City to prepare master planning documents for the development and funding of necessary services and utilities including but not limited to its water distribution system, wastewater collection and conveyance system, wastewater treatment systems, and proposed recycled water facilities per the Huron General Plan's Public Services and Facilities Element, Objective B. (Water Services, page 90)
  - E. Advise the City to undertake a water distribution system "audit" or similar type of study that gathers sufficient data to determine actual water loss (i.e. unauthorized consumption, real loss, administrative errors, data handling errors, metering inaccuracies, system failures, or leaks), adopt performance measures, and solutions to mitigate its reported water loss. (Water Service, page 90)
  - d. Advise the City to establish an annexation program, per Fresno LAFCo Policy 210 – Standards for Annexation to Cities. (Growth and Population Projections, page 54)
  - e. Prior to any future annexation, City shall demonstrate to LAFCo that it has notified United States Department of the Interior, Bureau of Reclamation of its intent to request amend its USBR - CVP approved Contractor's Service Area. (Water Services, page 95)

## 17. Acknowledgements

This Municipal Service Review and sphere of influence update was prepared by Fresno LAFCo. Supporting documentation was made available through the effective partnership between Huron City staff, AM Consulting Engineers, County of Fresno, United States Bureau of Reclamation South-Central California Region, State Water Resources Control Board, Division of Drinking Water – Central Valley Region, California Regional Water Quality Board – Central Valley Region, Westlands Water District, and LAFCo. LAFCo extends its appreciation to the City of Huron for their assistance in the development of this Municipal Service Review.

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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**Appendix A - City of Huron, Supplemental Letter to LAFCo, July  
23, 2019**



City of Huron/P.O Box 339/36311 Lassen Ave., Huron, CA. 93234-0339 • Phone (559) 945-2241 • Fax (559) 945-2609

July 23, 2019

David E. Fey  
AICP, Executive Officer  
Fresno Local Agency Formation  
Commission  
2607 Fresno Street, Suite B  
Fresno, CA 93721  
Email: [defy@co.fresno.ca.us](mailto:defy@co.fresno.ca.us)

**RE: Application for Expansion of Sphere of Influence (SOI) by the City of Huron**

Dear Mr. Fey:

As you know, the City of Huron has filed with the Fresno County LAFCO a Resolution of Application to, among other things, expand its Sphere of Influence as a prelude to the annexation of specific territory to the City of Huron, all of which is directly adjacent to the existing City boundaries. Included in the SOI expansion is 40 acres of land south of the existing Waste Water Treatment Facility for expansion of that facility, 80 acres along Palmer Avenue adjacent to the existing Industrial Park; and, 80 acres located approximately 1300 feet south of the Tornado alignment from Lassen Avenue to the O Street alignment, specifically to allow for the construction of a new high school. You asked for this letter addressing the need for annexation of property for construction of a high school.

The 80 acres along Palmer, the 40 acres south of the Waste Water Treatment Facility, and the approximately 80 for the High School are all sought to be included in the SOI to allow for the ultimate annexation of that property. The City of Huron has the financial capacity by virtue of money obtained from development impact fees to construct and install all necessary sewer trunk lines and water delivery lines to all of this territory which is adjacent to City boundaries where existing lines are currently located. To the extent any of the property sought to be included in the SOI is not already owned by the City of Huron, it is property that is owned by entities that are controlled by Woolf Farming and the landowner will consent to the ultimate annexation of all of this property, regardless of whether a new high school is actually built on a portion of the 80 acres south of the Tornado alignment to the O Street alignment.

With respect to that 80 acres, an entity affiliated with Woolf Farming has executed an agreement conveying to the City 50 acres, essentially on the O Street alignment (which is currently a non-existent street in the City) directly west of a portion

*"Together We Can"*

of the property running along Lassen Avenue that is reserved to the landowner for future development. The 50 acres on which the high school is to be constructed is to be surveyed, and the property to be retained by Woolf Farms fronting Lassen Avenue for future development will be identified in the course of performing that survey.

Attached is a copy of an agreement between the City of Huron and G3 Farming Trust for the donation of real property. You can see that the agreement is executed by Stuart P. Woolf as managing trustee of this particular entity. Mr. Woolf is the person who operates Woolf Farming and the property identified in this agreement which accounts for all of the property to be annexed or included in the Sphere of Influence for construction of a new high school has been taken out of active farming and is held by a family trust of which Mr. Woolf is the managing trustee.

As stated in the agreement, the trust agrees to donate 50 acres of real property located generally along the south side of Tornado Avenue between Lassen Avenue and O Street as extended by the City of Huron and identified by APN 075-050-23S and 24S, the precise boundaries of which are to be determined by agreement and a survey of the property. The donation is "contingent on the City obtaining all approvals and grants required by law to construct a high school on the property", that is, the 50 acres. The City has every expectation that it will obtain, within the next nine months to one year all approvals and grants required by law to construct a high school at this location. The City intends to accomplish that by having processed, and assisting in the processing of a petition to sever the property that is currently located within what is designated as Trustee Area No. 1 from the Coalinga-Huron Unified School District (CHUSD) to form a new, separate unified school district, the Huron Unified School District. The City is confident that the petition will ultimately be approved. The petition has not yet been initiated because the City is taking steps to ensure that the petition for formation of the separate Huron Unified School District is not sidelined or delayed by actions of what the City believes to be a biased Fresno County Commission on School District Formation.

A prior petition to form a separate Huron Unified School District from Trustee Area No. 1 of the existing CHUSD ultimately failed, albeit by the slightest of majorities when it was heard by the California State Board of Education on July 7, 2017. That petition was filed November 15, 2012 and the entire process was high jacked by the Fresno County Committee on School District Formation which unanimously refused to approve the petition on the most specious grounds possible, that is, that the creation of the Huron Unified School District from the existing Coalinga-Huron Unified School District would promote racial or ethnic discrimination or segregation, a finding based solely and entirely on the fact that Trustee Area 1, the area sought to be divided into a new Huron Unified School District is populated by an overwhelming majority of Hispanics or Latinos.

In fact it is the CHUSD Board that has discriminated for generations against the residents of Trustee Area No. 1, which is composed primarily of people in Huron. Although a slim majority of the School Board ultimately approved the recommendation of the County Committee to reject the petition to separate territory from the existing

school district to form a new school district, in doing so, individual members of that Board who sided with the majority warned the CHUSD that if it continued in its practice of expending all of its available funding on facilities located in the City of Coalinga and continued in its refusals to establish a high school in the City of Huron, that they would not hesitate to sever the school district as requested in response to a new petition.

A group of proponents is prepared to file a new petition to sever territory from the existing school district to form the Huron Unified School District. The City of Huron has contacted all of the relevant state legislators, among others, relative to the contemplated new petition and is specifically seeking special legislation which will allow such a petition to be heard directly by the State Board of Education, eliminating the need for any hearing before what is a clearly biased and inept Fresno County Committee on School District Formation. We expect to learn whether this special legislation will become law in fairly short order. Once we know the outcome of that effort, the petition will be filed. If the special legislation is not passed, and the proponents are forced to file with the County Committee of School District Formation, it will simultaneously file a petition in court seeking to have that entire body recused from consideration of the petition. Because of the outcome of the previous petition, and the fact that CHUSD continues to expend all of its resources funding facilities located in Coalinga, while ignoring Huron's needs, the City of Huron is very confident that the new school district will be formed, and the 50 acres will be developed into a new high school.

Of course, it is possible that a petition to sever territory from the existing school district to form a new school district may not be successful. In that event, the City fully intends to initiate the appropriate proceedings either before the Coalinga-Huron Unified School District or in court to force the Coalinga-Huron Unified School District to budget and pay for the cost of construction of a new high school on the donated property in the City of Huron. In the worst possible case scenario, if the petition or a court action are not successful in requiring funds being earmarked, set aside and used on the construction of a new high school in the City of Huron, the 50 acres will revert to the donor who would develop it. The donor would agree to annexation based on that possibility alone.

It is simply not feasible to continue in a situation where every high school student in Huron or the surrounding Trustee Area No. 1 endures a long commute, by bus, each day to attend high school in Coalinga. This practice has resulted in a demonstrated lack of academic success on the part of Huron area residents. The high school graduation rate of Huron Residents is 27% while the high school graduation rate of Coalinga residents is 73%. The differences in academic success is directly attributable to the fact that the long unnecessary commute of High school students to Coalinga each and every day has deprived those students of their basic right to access to publically provided education. This untenable situation simply cannot continue and the City of Huron is intent on taking every conceivable action necessary to have a high school built in the City of Huron as quickly as possible.

I hope the foregoing responds to your questions concerning the intended use of the approximate 80 acres included in the SOI expansion, part of which is intended to be used for the construction of the new high school.

Very truly yours,



Jack Castro, City Manager



**AGREEMENT BETWEEN THE CITY OF HURON AND THE G3 FARMING TRUST  
FOR THE DONATION OF REAL PROPERTY**

This Agreement is entered into by and between the City of Huron ("City") and the G3 Farming Trust ("Trust") on this   7   day of June, 2019.

1. Parties:

1.1 Donor. The G3 Farming Trust also referred to herein as "Trust" or "Donor".

1.2 Recipient. The City of Huron also referred to herein as "City" or "Recipient".

2. Property:

2.1 Property. The "Property" which is the subject of this Agreement is certain real property described as approximately 50 acres of real property located generally on the South side of Tornado between Lassen Avenue and "O" Street as extended in the City of Huron, California, identified as a portion of APN 075-050-23S and 24S. The precise boundaries of the property shall be determined by agreement of the parties and the Trust shall retain frontage along Lassen Avenue in an amount the Trust determines is reasonably necessary for its future development needs.

3. Donation of the Property:

3.1 Donation. Subject to the conditions in this paragraph 3.1 Trust desires to and hereby agrees to donate the Property to the City and does so without any promise or expectation of any benefit or gain to Trust. The agreement to donate the Property is contingent on the City obtaining all approvals and grants required by law to construct a high school on the Property.

3.2 Value of Property. The fair market value of the property, as determined by an appraisal and by comparable sales of real property is \$1,875,000.

4. Acceptance of Donation:

City is required by Government Code §27281 to accept, by Certificate or Resolution of Acceptance, any deed or grant conveying an interest in or easement upon real property for public purposes.

5. Representations and Warranties of Trust:

5.1 Trust represents and warrants that it has unrestricted fee ownership and use of the property and by signing the deed thereto it is irrevocably transferring all rights and interests in and to the Property to the City.

5.2 Trust understands and agrees that it will receive no benefit as a result of the donation of the Property and has not been promised or will receive any benefit from City as a result of the donation.

5.3 Trust understands and agrees that there is no official relationship between Trust and the City nor is Trust the subject of any regulation or oversight by City. Trust has no interest in or any contract with City and has no claim with or against the City.

5.4 Trust understands and agrees that the City's acceptance of the donation does not bind City to any course of action or promise of performance other than those contained in this Agreement.

5.5 Trust understands and agrees that the City has not made any representations or promises or provided any advice related to the tax consequences or benefits of the donation except for those expressly set forth in this Agreement.

5.6 Trust understands and agrees that this Agreement is a public document and subject to disclosure by the City pursuant to §6250 et seq of the California Government Code.

5.7 Trust represents and warrants that Trust has no knowledge of any condition which adversely affects City's use of the Property, including (i) enacted, pending or proposed condemnation proceedings or other governmental action, (ii) pending or threatened litigation, (iii) pending or proposed plans to alter access to the Property, (iv) an obligation of Trust or restriction applicable to the Property restricting City's use of the Property, or granting another party the right to consent to City's use of the Property, other than as set forth in this Agreement, or by law, or (v) the existence of any contamination or other hazardous or toxic waste or substance in existence on or below the surface of the Property.

6. Representations and Warranties of City:

6.1 City has determined that the acceptance of the donation will provide a significant public benefit.

6.2 City will cooperate with Trust in the preparation of all documents and forms related to this Agreement and shall pay all costs of recording the grant deed for public purposes described in this Agreement.

7. Covenants and Obligations of Trust:

7.1 Trust covenants and agrees that it will donate the property by quit claim deed, and deliver same to City.

8. Covenants and Obligations of City:

8.1 The City covenants and agrees that it shall accept the quit claim deed, by resolution of the City Council, and record said quit claim deed within thirty (30) days after acceptance of same.

8.2 City shall complete Part IV of IRS Form 8283 as the "donee" within ten (10) days after receipt of same from Trust.

8.3 City shall accept the property "as is" and has conducted all reasonable and necessary investigation into the condition of the Property prior acceptance as further described in section 10 below.

9. Indemnification:

Subject to any other provision of this Agreement to the contrary, each party agrees to indemnify and hold the other party harmless from and against all claims, losses, damages or expenses, including reasonable attorney's fees asserted against or suffered by the other party resulting from any breach of this Agreement, any liability of either party with respect to the Property under leases or other contracts, or otherwise, the inaccuracy of any breach of any of the representations or warranties or covenants made by either party.

10. Hold Harmless:

City agrees to hold Trust harmless for any condition on the Property including hazardous materials unknown to Trust at the time of execution of this Agreement. Further, City has made its own investigation concerning the physical condition of the Property, condition of title or any other matter pertaining to the Property and other than specific representations and warranties made by Trust pursuant to this Agreement, City is not relying on any representations, warranties, or inducements of Trust or of Trust's representatives with respect to the physical condition of the Property, condition of title to the Property or any other matter pertaining to the Property. Accordingly, except for those matters contained in the representations and warranties of Trust set forth above, the City is purchasing the Property in an "as is" condition.

11. Entire Agreement:

This Agreement, and the Exhibit attached hereto, represent the entire agreement between the parties in connection with the transactions contemplated hereby and the

subject matter hereof and this agreement supersedes and replaces any and all prior and contemporaneous agreements, understandings and communications between the parties, whether oral or written, with regard to the subject matter hereof. There are no oral or written agreements, representations or inducements of any kind existing between the parties relating to this transaction which are not expressly set forth herein. This Agreement may not be modified except by a written agreement signed by both Trust and City.

12. Binding Effect:

This Agreement shall be binding upon and inure to the benefit of the parties hereto, their respective heirs, legal representatives, administrators, successors in interest and assigns.

13. Captions and Headings:

The captions and paragraphs numbers appearing in this Agreement are inserted only as a matter of convenience and do not define, limit, construe, or describe the scope or intent of this Agreement.

14. Attorney's Fees:

If either party named herein brings an action or proceeding to enforce the terms hereof or declare rights hereunder, the prevailing party in any such action (or proceeding), on trial or appeal, shall be entitled to its reasonable attorneys' fees to be paid by the losing party as fixed by the Court.

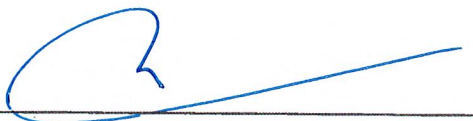
15. Time of Essence:

Time is of the essence with respect to all matters contained in this Agreement.

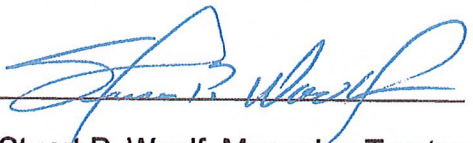
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IN WITNESS WHEREOF, the parties hereto have executed this Agreement as of the date set forth in the first paragraph of this Agreement.

**City of Huron**

By:   
\_\_\_\_\_  
Jack Castro, City Manager

Date: 6/1/19

By:   
\_\_\_\_\_  
Stuart P. Woolf, Managing Trustee

Date: 10-1-2019