

# CITY OF CERES

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## MUNICIPAL SERVICE REVIEW & SPHERE OF INFLUENCE PLAN

Including Proposed Sphere of Influence Boundary Modifications

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## 1.0 EXECUTIVE SUMMARY

### ABOUT THE CITY

The City of Ceres, located in the heart of Stanislaus County, was incorporated in 1918 and has a council-manager form of government. The City provides a full range of services including police and fire protection; water and wastewater utilities; construction and maintenance of streets, roads and infrastructure; planning and zoning; parks and recreation; and general administrative and support services. With a current (2010) population of approximately 43,219, the City has seen significant growth over the past two decades.

### PURPOSE OF THE DOCUMENT

This Municipal Service Review (MSR) document is required to update the City's Sphere of Influence (SOI) to ensure that adequate public services can be provided within the probable physical boundaries and service area of the City over the next 20 years, as required by California Government Code section 56425. A Sphere of Influence (SOI) Update is being filed in conjunction with this report.

### PROPOSED SPHERE OF INFLUENCE MODIFICATIONS

The City has requested to modify its sphere of influence in order to accurately reflect the current direction of new growth beyond the City's current boundaries. The City's available residential, industrial and commercial land base has built out at a steady pace and is the impetus for undertaking this SOI Update.

The area proposed to be included within the City of Ceres' SOI is the area generally bounded by Whitmore Avenue/Morgan Road/the UPRR/the Tuolumne River to the north, Faith Home Road to the east, Redwood Road/the Lower TID Lateral to the South, and Ustick Road to the west. A map showing the proposed SOI area is shown on **Figure 1.0-1**. The Existing SOI is depicted on **Figure 1.0-2**.

### THE WEST LANDING SPECIFIC PLAN

The City Of Ceres requires master planning of all new areas proposed for rezoning and annexation. A Specific Plan (SP) for the West Landing area has been completed and adopted for the City, including provisions for land use planning and for infrastructure and services (formerly West Ceres Specific Plan). This area encompasses approximately 960 acres on the west side of Ceres, between Whitmore Avenue and Service Road, extending from the UPRR tracks on the east to Ustick Road on the west. Approximately 320 acres, the area east of Crows Landing Road, is currently within the City's Primary SOI, and the majority of this area is currently developed with a combination of light industrial uses on the north and County Facilities on the south. The Specific Plan recognizes these uses. Approximately 320 acres of the SP area, extending ½ mile west from Crows Landing Road, is presently in the City's Secondary SOI, and the remaining 320 acres are not currently in the SOI. The current application proposes to include this entire area within the City's Primary Sphere. A copy of the West Landing Specific Plan has been provided to LAFCO as a part of the application materials.

## 1.0 EXECUTIVE SUMMARY

**TABLE 1.0-1  
PROPOSED SPHERE OF INFLUENCE ACREAGES**

Area	Acreage	
Existing City Size	5,028 acres	
<b>Existing Sphere of Influence outside City Limits</b>	<b>3,219 acres</b>	
Existing Primary Area beyond City Limits	2,741 acres	<i>Net change</i>
<b>Proposed Sphere of Influence outside City Limits</b>	<b>3,459 acres</b>	<b>+240ac</b>
Proposed Primary Area beyond City Limits	2,821 acres	<b>+80ac</b>

### SPHERE OF INFLUENCE (20-YEAR TIMEFRAME)

A Sphere of Influence (SOI) is defined as a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission. The Sphere of Influence includes the areas that are most likely to be included in the City's boundaries following development of the Primary SOI area. A Sphere of Influence serves a similar function in LAFCO determinations as general plans do for cities and counties. The designation of this area for future growth also allows a city to make more accurate projections for planning of future infrastructure, including water and sewer master plans. The proposed SOI is shown on **Figure 1.0-1**.

The City of Ceres is proposing an overall net increase of 240 acres to its SOI. Specific changes to the Sphere of Influence include the following:

- Addition of approximately 320 acres bounded by Whitmore Avenue, Ustick Road, Service Road, and the half-section line between Crows Landing Road and Ustick Road to accommodate the West Landing Specific Plan area
- Removal of the area east of Faith Home Road, south of the Tuolumne River, and north of Hatch Road from the Sphere of Influence to reflect City's projection of growth direction (approximately 80 acres)

### PRIMARY AREA OF INFLUENCE (0-10 YEAR TIMEFRAME)

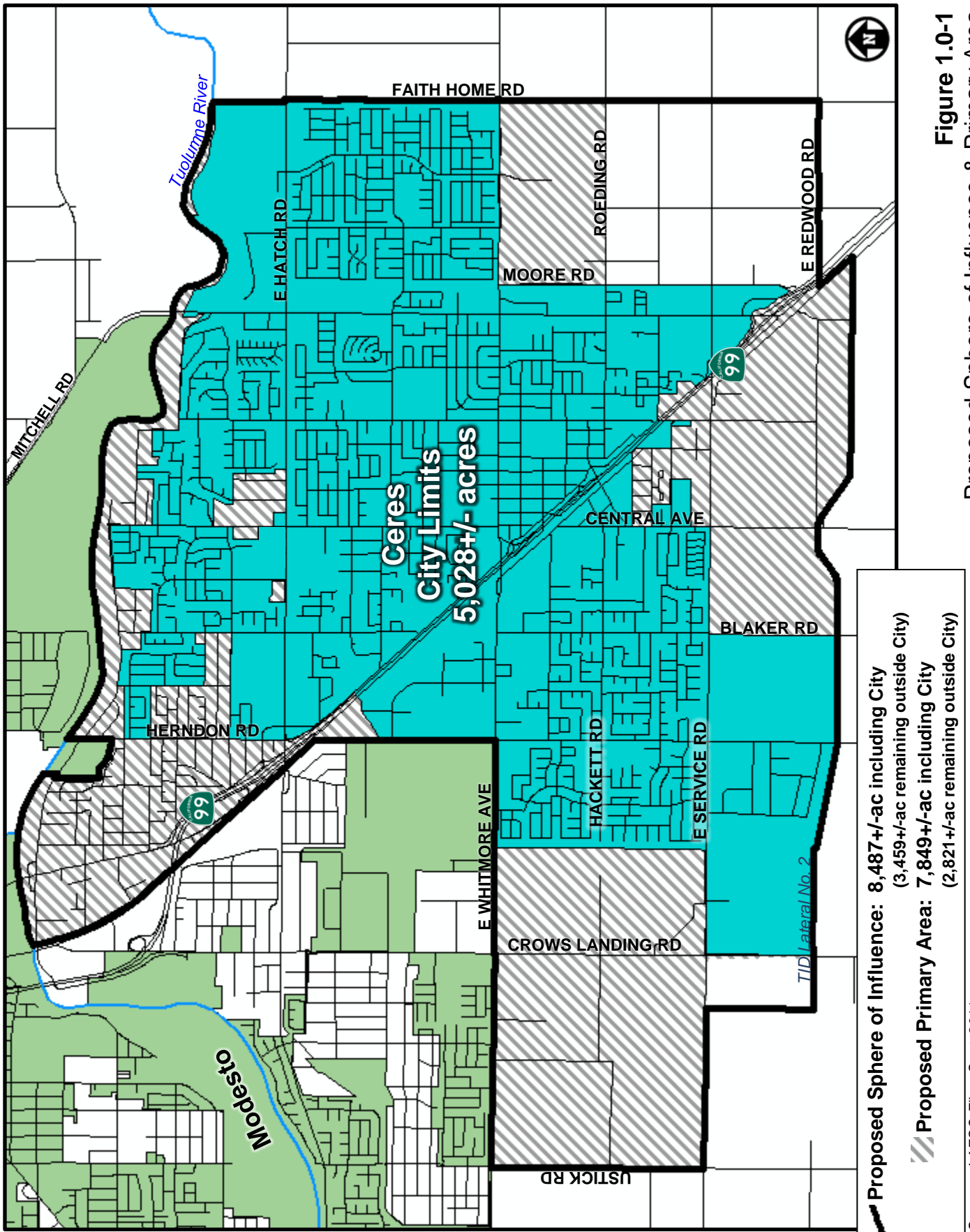
Within a city's Sphere of Influence, Stanislaus LAFCO designates a Primary Area of Influence. The Primary Area of Influence is the area around a local agency within which territory is eligible for annexation and the extension of urban services within which territory is eligible for annexation and the extension of urban services within a 0-10 year period. The existing Primary Area includes 2,741 acres beyond the City limits, with the majority of this acreage located south of the City. While the City believes this general direction remains the likely location for new growth, specific sites for new development have changed since the adoption of the SOI. This area includes most of the area identified as the Urban Growth Area. The proposed new Primary SOI incorporates the changes in likely growth patterns, and illustrates the areas most suitable for growth and development over the next ten years. The proposed changes specifically include the redesignation of the West Landing Specific Plan area to become a part of the Primary Area in connection with the recently adopted West Landing Specific Plan. The proposed SOI and Primary Area are shown on **Figure 1.0-1**.

The net increase in acreage for the proposed Primary Area of Influence is 80 acres. Specific changes to the Primary Area include the following:

- Designation of 320 acres within the existing SOI, bounded by Whitmore Avenue, Crows Landing Road, Service Road, and the half-section line between Crows Landing Road and Ustick Road as Primary Area of Influence to reflect current development proposal
- Addition of 320 acres bounded by Whitmore Avenue, the half-section line between Crows Landing Road and Ustick Road, Service Road, and Ustick Road to the Primary Area of Influence to reflect current development proposal
- Removal of approximately 560 acres bounded by Roeding Road, Faith Home Road, East Redwood Road, and Moore Road from the Primary Area of Influence to reflect current growth patterns (this area is to remain in the overall Sphere of Influence)

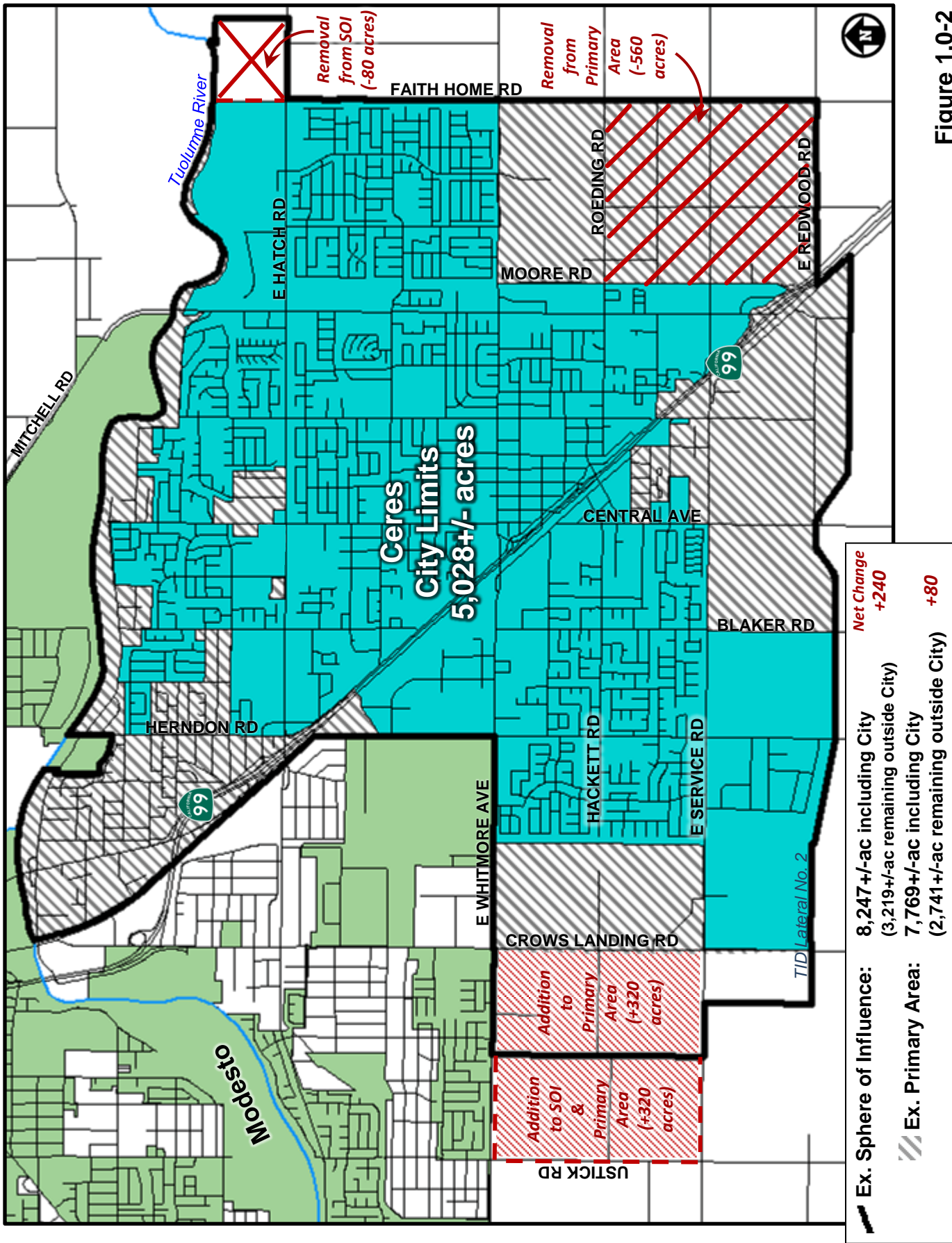
### CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Municipal Service Reviews are planning studies for future action and as such are exempt from environmental review. As this application includes a proposal to amend the SOI to reflect current development patterns, environmental review is required for that part of the application. The West Landing Specific Plan includes all of the area proposed to be redesignated to be included in the Sphere. An Environmental Impact Report (EIR) West Landing Specific Plan (SCH# 2008122087) was prepared in August 2010 and the Final EIR was certified on June 27, 2011. A copy of the West Landing EIR has been provided to LAFCO as a part of the application materials.



**Figure 1.0-1**  
Proposed Sphere of Influence & Primary Area





**Figure 1.0-2**  
Detail - Modifications to Existing Sphere of Influence & Primary Area

Source: LAFCO Files, Sept. 2011

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## 2.0 INTRODUCTION

### BACKGROUND

The Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 Act (CKH Act) requires each LAFCO to update the spheres of influence (SOI) for all applicable jurisdictions in the County. A sphere of influence is defined by Government Code Section 56425 as "a plan for the probable physical boundary and service area of a local agency or municipality". The Act further requires that a municipal service review be conducted prior to or, in conjunction with, the update of a sphere of influence.

The City of Ceres' Municipal Service Review has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the City and in conjunction with an update to the City's Sphere of Influence.

### PURPOSE OF THE COMBINED MUNICIPAL SERVICE REVIEW / SPHERE OF INFLUENCE UPDATE

This combined Municipal Service Review (MSR) / Sphere of Influence Update (SOI Update) document is intended to provide an analysis of the available services within the City limits and determine if city services can be extended to adequately serve future growth areas that may be included within the City's boundaries.

This MSR/SOI Update will be used to guide proposed annexations and update the City's Sphere of Influence (SOI), consistent with the City's General Plan. Updating the City's SOI will allow the opportunity for future annexation of lands within the SOI into the City's boundaries, upon approval by the Commission. **Figure 1.0-1** shows the current and proposed SOI.

This MSR evaluates the structure and operation of City services and discusses the plans and ability to ensure adequate service provision to future developments outside of the current City boundaries. Key sources for this study are department-specific information gathered through research and interviews, as well as Stanislaus LAFCO's Municipal Service Review Guidelines. This MSR has been prepared for the City of Ceres to be submitted to the Stanislaus Local Agency Formation Commission (LAFCO). The MSR is in accordance with the requirements of the Cortese-Knox-Hertzberg Local Reorganization Act of 2000 and Stanislaus LAFCO as a means of identifying and evaluating public services for the City of Ceres and possible changes to the City's SOI.

### SERVICES AND ISSUES REVIEW

The analysis is divided up into the following six sections corresponding to the requirements of Government Code §56430:

#### **Growth and Population Projections**

This section analyzes the projected growth within the City and within the probable physical boundaries and service area of the City over the next 20 years.

#### **Public Facilities and Services**

This section analyzes present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies. Services studied include:

## 2.0 INTRODUCTION

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- Water
- Wastewater
- Drainage
- Circulation and Roadways
- Police Protection
- Fire Protection and Emergency Medical Services
- Parks and Recreation
- Solid Waste
- Electricity and Natural Gas
- General Governmental Operations

### **Financial Ability**

This section examines the financial ability of the City to provide services. The City's funding sources, rate structure, expenditures, and debts are evaluated to determine viability and ability to meet existing and expanded service demands.

### **Facilities Sharing**

This section examines the status of, and opportunities for, shared facilities in order for City Departments and agencies to reduce costs.

### **Accountability**

This section examines how well the City makes its processes transparent to the public and invites and encourages public participation. Overall management practices are discussed and considered, including the existing government structure, boundaries, and future service areas.

### **Additional Matters**

Government Code Section 56430 also allows for a section discussing any other matter related to effective or efficient service delivery, as required by Commission Policy.

## 3.0 GROWTH AND POPULATION PROJECTIONS

### 3.0 GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

This section analyzes the projected growth within the City and within the probable physical boundaries and service area of the City over the next 20 years.

#### CURRENT BOUNDARIES AND POPULATION

##### Current Conditions

The City of Ceres is primarily a mix of urban and rural areas, with a growing population. Over half of the land within the City is devoted to residential uses, almost 10 percent to commercial uses, 4 percent to industrial uses, 17 percent to institutional uses, and 18 percent vacant. The City's available residential, industrial and commercial land base is currently building out and is projected to require additional areas for growth. Despite recent short-term economic circumstances, the long-term trend is expected to include growth in all sectors.

##### Surrounding Development

The City of Ceres is adjacent to and south of the City of Modesto. The City is bordered to the north by the Tuolumne River and on the northwest by existing urban development and the City of Modesto. Future growth and expansion of the City is unable to grow towards the north and northwest due to these constraints. Additionally, the unincorporated community of Keyes lies just southeast of the City along Highway 99. The City Hughson's Sphere of Influence is approximately 2 miles east of the City of Ceres' existing city limits. Both cities have stated within their General Plans the desire to establish a buffer or urban growth boundary in order to maintain a separation between them. **Figure 3.0-1** shows the surrounding cities and communities.

#### PROJECTED GROWTH

##### Population

The City projects that its rate of population growth will require additional areas to accommodate future residents. The City's population grew at an annual rate of about 2.6 percent a year from 2002-2007. Using a 2.6 percent average annual population growth rate, the City projects the current population will grow by 71.4 percent to 73,712 people in the year 2030. **Table 3.0-1** shows the population projections.

**TABLE 3.0-1  
POPULATION ESTIMATES AND PROJECTIONS**

	2010	2030	Annual Growth	Net Growth 2009-2030
Population <sup>1,2</sup>	43,219	72,214	2.6%	28,995
Housing <sup>3</sup>				
Single Family Units	13,220	22,659		9,439
Multi-Family Units	1,745	2,990		1,245

<sup>1</sup> Population for City of Ceres based on California Dept. of Finance Estimate, Table E-4, 2010.

<sup>2</sup> Population in 2030 is based on a linear trend using average of last five year's of population growth (CA DOF estimates) as the annual rate.

<sup>3</sup> Housing estimates and projections based on U.S. Census American Factfinder 2006-2008 American Community Survey.

## **3.0 GROWTH AND POPULATION PROJECTIONS**

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The City's actual population may be higher than estimated. As of January 1, 2010, the City's population was estimated by the Department of Finance to be 43,219. The City estimates the City's population to be higher, due to a trend where multiple families occupy one dwelling unit. Ceres shares similar demographic characteristics with its Central Valley counterparts. This trend skews population estimates.

### **Future Growth Areas**

Future growth areas can only occur towards those areas where the City is not physically constrained by existing development or adjoining spheres of influence. The City is surrounded to the east, south and southwest by open land used primarily for agriculture and related industry. **Figure 3.0-2** shows the surrounding agricultural lands.

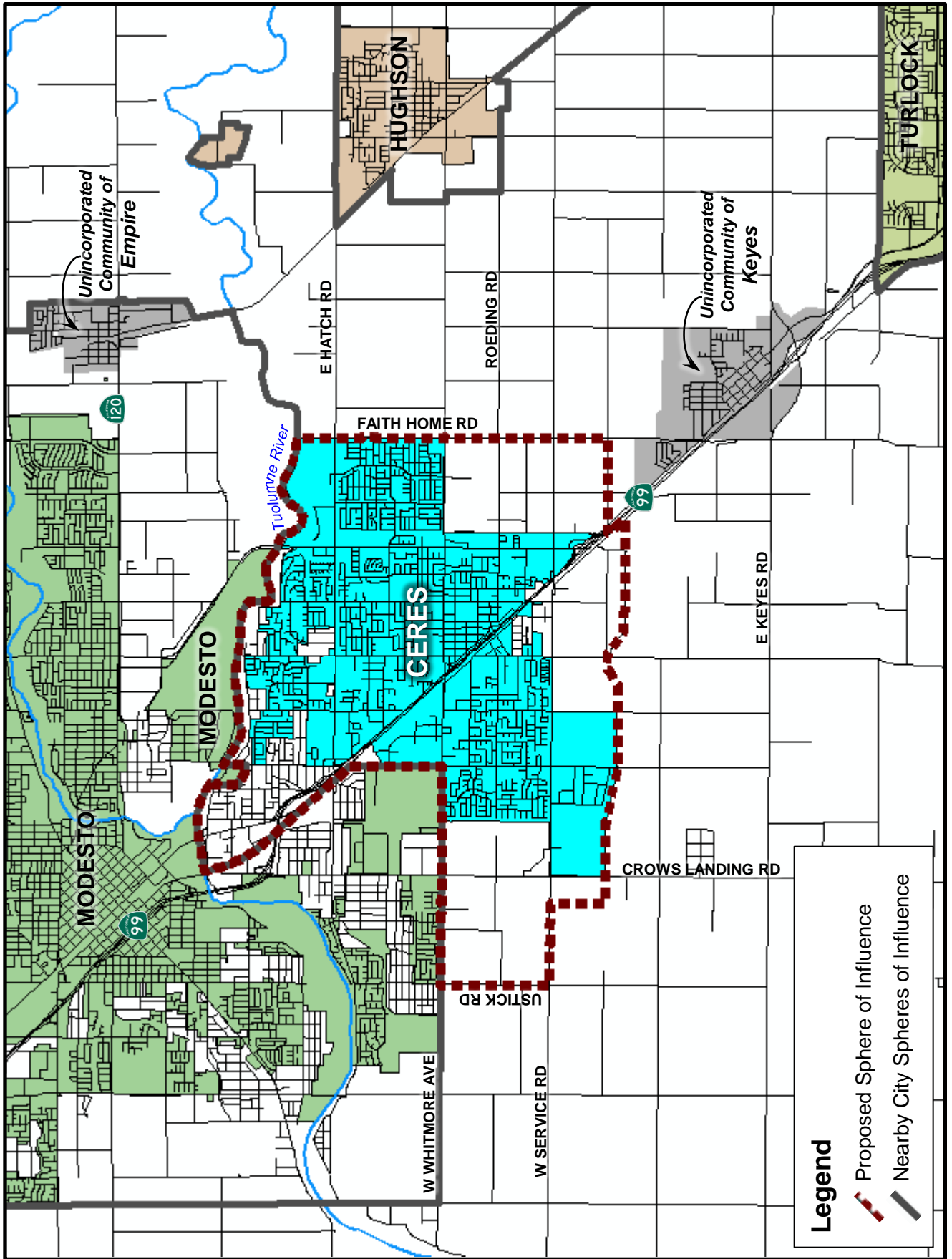
### **Growth Planning**

The City has anticipated these areas for future growth within the General Plan. The growth areas have been defined in the City's General Plan, which projects future land uses, population increases, and development over a time span of 20 years. The SOI proposed in this MSR/SOI Update is consistent with the growth planning contained in the City's General Plan.

### **Current Plans**

The City is currently in the process of creating a Master Plan and a Specific Plan to designate additional lands for future growth of the City, with major portions outside of the City eventually requiring annexation.

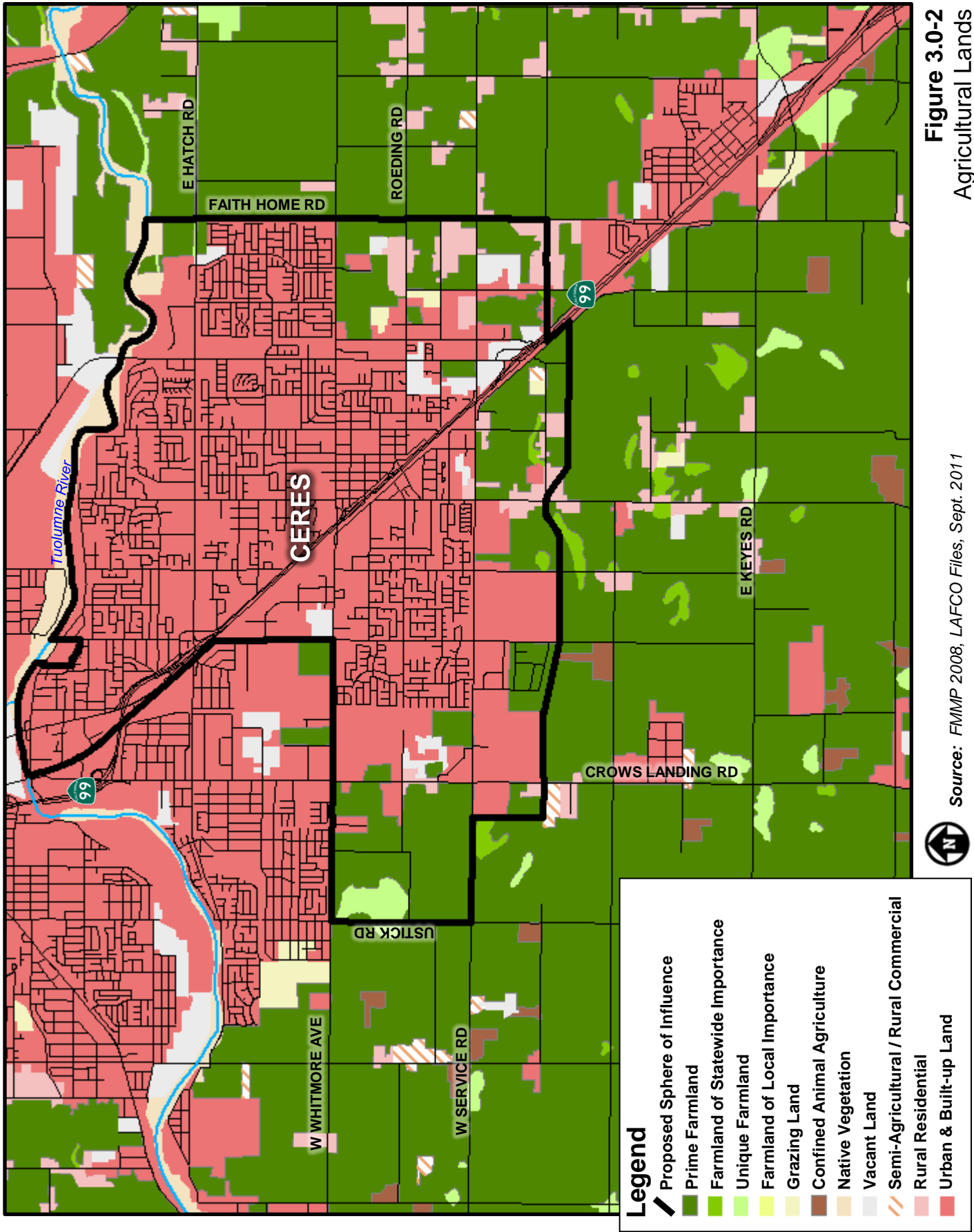
The West Landing Specific Plan (formerly the West Ceres Specific Plan) includes development outside of the City's boundaries. The Specific Plan is comprised of approximately 960 acres bounded by Whitmore Avenue on the north, the Union Pacific Railroad tracks on the east (the "UPRR"), Service Road on the south and Ustick Road on the west. This Plan includes approximately 320 acres currently in the Sphere of Influence (Primary Area) and developed in part with Business Park Uses and in part with County facilities, approximately 320 acres outside of the Primary Area, and approximately 320 acres not currently within the SOI but designated on the Ceres General Plan for future development. The latter two areas are a part of the proposed SOI amendment to add them to the Primary Area. The concept plan for the area west of Crows Landing Road provides for about 100 acres of Commercial designation, 100 acres of Office and Business Park designation, and 440 acres of Residential designation (including areas for schools and parks). The Specific Plan will include infrastructure master plans and financing plans.



**Figure 3.0-1**  
Surrounding Cities & Unincorporated Communities

Source: LAFCO Files, Sept. 2011







### Existing Plans

The City's municipal planning and determination of future improvement needs are based upon the General Plan, which projects the locations and land use types of future growth within the City of Ceres. The current 1997 General Plan, as amended through 2009, serves as the overall guiding policy document for land use, development, and environmental quality for the City. The Land Use Element of the General Plan designates the general distribution and intensity of all present and future uses of land in the community. As part of the General Plan, the General Plan Diagram is the site-specific map that illustrates the desired arrangement and location of land uses. Development that occurs within the City must be consistent with the City's General Plan and the City's Zoning Ordinance.

The Zoning Ordinance and Zoning Map provide specific development and land use regulations for the City. The Zoning Ordinance is designed to implement the General Plan and promote, protect, and preserve the general public health, safety, and welfare of the residents.

The Housing Element of the City's General Plan sets forth the State-mandated requirement for the City to accommodate a portion of the Regional Housing Need. While the time horizon for this Element and its requirements is shorter (7 years) than the ten-to-twenty year horizon of the MSR, this requirement is a factor in providing land for future residential development, particularly affordable housing. The typical five-year update cycle for the MSR provides a regular opportunity to review and adjust to this factor.

### Projected Land Demands

The City of Ceres has estimated its land demands by applying the City's projected population growth rate of 2.6 percent, as shown in **Table 3.0-1**, to the City's physical area. This calculation results in a projected acreage growth from 5,018 acres in 2010 to 8,385 acres in the year 2030. As such, the City's SOI will need to designate the growth areas over the next 20 years to accommodate this growth. **Table 3.0-2** shows the land demand projections. The area shown factors in typical development including residential, commercial, business park, and public land uses.

**TABLE 3.0-2  
PROJECTED LAND DEMANDS TO 2030**

	2010	Growth Rate	Net Increase	2030
Population	43,219	2.6 percent	28,995	72,214
City Acreage	5,018	2.6 percent	3,367	8,385

*\* Assumes that similar development types, densities, and land use demands in 2030, per population.*

The proposed SOI would accommodate some infill growth and provides for some new growth to the south near SR 99. The newly-adopted West Landing Specific Plan would be a focus for new residential, commercial, and business park growth. The City's available residential, industrial and commercial land base is building out at a steady pace, thus providing the impetus for undertaking analysis of the area. All of the area proposed for inclusion in the SOI is already within the City's General Plan Planning Area and has long been envisioned for future urbanization.

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**4.0 PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES**

This section addresses the adequacy of the City's major infrastructure and the ability of infrastructure to be expanded to meet future service demands. The adequacy of each service provided is generally based on the City's self assessment, as determined by adherence to local preferences and expectations. This self assessment is augmented, where necessary and appropriate, by comparison to surrounding communities or industry standards.

The section is laid out by service, with each of the urban services considered in relation to the availability of infrastructure to meet the existing and future service demands. All of the major municipal services are provided by the City, with the exception of solid waste disposal, electricity, natural gas service, and some wastewater treatment and disposal.

Within each service area, the analysis is presented in two ways; by the current level of service and the planned future level of service. The current level of services analyzes the City's current infrastructure and the services presently being provided. The future level of service assesses the plans for upgrades and expansions of services to serve projected growth and expansion of the City in the proposed Sphere of Influence (SOI).

Future levels of service will be guided by City policies regarding standards acceptable to the residents of the City of Ceres. Project-specific infrastructure improvements will be determined through a combination of long-range planning by the City and local review of individual project proposals for development. As many of the specific improvements are not known at present, projections for need are based upon likely growth and historic development patterns in the City.

This chapter discusses the City's ability to provide services to the SOI in general. Specific plans for the provision of infrastructure to the area encompassed by the West Landing Specific Plan have been made as a part of that Plan, a copy of which has been provided to LAFCO as a part of the application materials for the proposal.

**4.1 WATER**

**CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE**

The City of Ceres' Water Services Division, within the Public Works Department, is the water services provider for the City. City staff is responsible for maintaining and repairing the water system.

The City provides domestic water service to 10,155 residential customers, 361 commercial customers, and 102 industrial customers. About 160 of the non-residential customers have separate connections for landscaping. The City serves a small number (about two dozen) of out-of-boundary connections.

**Water Source**

The City receives 100 percent of its drinking water from groundwater. The City's groundwater source is the Turlock Groundwater Subbasin, which comprises an area of approximately 350,000 acres, or 540 square miles, and is bounded by the Tuolumne, San Joaquin, and Merced rivers and the Sierra Nevada foothills. For the most part, the subbasin is isolated by these physical features and does not interact with groundwater outside the basin. The subbasin is estimated to store approximately 50 million acre-feet of groundwater. Four agricultural water districts and nine

## 4.0 PUBLIC FACILITIES AND SERVICES

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communities withdraw water from the Turlock Groundwater Subbasin, including the City of Ceres.

The subbasin has not been identified as being in overdraft, and is not regulated. The Turlock Groundwater Basin Association prepared a Groundwater Management Plan for the member agencies in January of 2008. The water budget contained in the Groundwater Management Plan was developed by calculating groundwater inflow and subtracting groundwater outflow over a five-year period to determine the changes in groundwater storage. The combined recharge was estimated to be an average of 508,000 acre-feet per year (AFY), with total outflow estimated at an average of 506,000 AFY for the period of 1998–2002. The basin recharge exceeded discharge by approximately 2,000 AFY during the 1998–2002 period. Since 1992, groundwater levels in the basin have remained essentially unchanged, with outflows generally equal to inflows (Turlock Groundwater Basin Association, 2008).

Between 2001 and 2008, the City produced on average approximately 10,121 AFY of water, which is equivalent to an average daily demand of approximately 9 million gallons per day (mgd) or approximately 6,250 gallons per minute. See **Table 4.1-1**. Based on data from the summer of 2008, the wells had a total production capacity of about 13,800 gallons per minute (gpm). Therefore, during peak summer demand periods, there is available supply capacity.

The City's current groundwater source is subject to a few vulnerabilities. A water source assessment, completed in October 2001, identified potential sources of adverse impacts to the City's water system, which include sewer collection systems, gas stations (historic and current), machine shops, petroleum/chemical pipelines, agricultural irrigation, automotive repair, and automobile body shops. It is important to note that this required vulnerability assessment addressed impacts associated with vulnerabilities known in 2001. No groundwater contamination from these sources has been identified.

Naturally occurring contaminants have, on occasion, caused the City's water quality to exceed the maximum contaminant level for arsenic, manganese, and nitrate. Naturally occurring contaminants typically come from erosion or leaching of natural deposits and runoff. The City experienced three brief water quality violations in 2007, with no subsequent violations occurring in 2008 or 2009. These issues have been fully addressed with measures such as construction of well head treatment facilities at the affected sites to remove these contaminants.

The City Engineer indicated that the City will require additional sources of water over the next 10 to 20 years in order to meet summer demands, provide adequate storage for fire flow and peak demand, provide adequate supply and pressure even with a well/pump station failure, and facilitate the phasing out of wells that require treatment in the future. The City Engineer noted that future water sources for the City will include four to five new wells and will potentially include surface water supply to be purchased from the Turlock Irrigation District (TID).

The City's existing wells have been able to accommodate water demands. The annual groundwater production from the City's wells from 2001 to 2008 is summarized in **Table 4.1-1**.

### **Distribution, Treatment and Storage System**

#### Wells

As of 2011, the City relies on fifteen wells located within the City to supply the City's water needs, including one well on stand-by in the event a well drops out of service. The City's wells have a

total production capacity of about 14,500 gallons per minute (gpm). The total amount of water produced from the City's active wells in 2008 was 3.4 billion gallons.

The City's well system currently has generally sufficient pumping capacity. During peak summer demand periods, with the largest well out of service, there remains excess supply capacity. Generally, standby wells should not be used as an active well, but as a supplement to the water system during unusually high demands, or when another well fails or is taken offline.

The City regularly works to ensure that the City's water pumped from its wells is safe for residents. The City has removed three wells from service due to water quality issues. Other wells currently have well-head treatment to remove excess contaminants.

The City continues to drill for new wells, as demands increase, to ensure an adequate production capacity. The newer wells are generally deeper and higher producing gravel packed wells. The completed well depth varies from 118 to 425 feet below the ground surface. The static depth to water in the wells generally ranges from 50 to 150 feet. Compared to the newer wells, the older wells are typically shallower and have an open bottom.

The City's wells have been able to accommodate existing water demands. The annual groundwater production from the City's well during an 8-year period from 2001 to 2008 is summarized in **Table 4.1-1**. The City has produced on average approximately 10,121 acre feet annually (afa), which is equivalent to an average day demand of approximately 9 million gallons per day (mgd).

**TABLE 4.1-1  
HISTORICAL WATER PRODUCTION (2001 - 2008)**

<b>Year</b>	<b>Annual Production (af)</b>	<b>Annual Production (mg)</b>	<b>Average Day Production (mgd)</b>	<b>Average Day Production (gpm)</b>
2001	9,451	3,080	8.44	5,861
2002	10,067	3,280	8.99	6,243
2003	9,802	3,194	8.75	6,076
2004	10,141	3,305	9.05	6,285
2005	10,140	3,304	9.05	6,285
2006	9,916	3,231	8.85	6,147
2007	10,788	3,515	9.63	6,688
2008	10,665	3,475	9.52	6,611
<b>Average</b>	<b>10,121</b>	<b>3,298</b>	<b>9.04</b>	<b>6,275</b>

*Source: City operational reports*

The potable water demands for users of the City system, through 2008, are shown in **Table 4.1-2**. Demand is expected to increase annually as population increases.

## 4.0 PUBLIC FACILITIES AND SERVICES

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**TABLE 4.1-2  
COMPARISON OF WATER SYSTEM CAPACITY AND 2008 WATER DEMAND**

<b>Demand Condition</b>	<b>2008 Demand, GPM</b>	<b>Firm Capacity, GPM</b>	<b>Surplus Capacity, GPM</b>
Average Day	6,611	11,971	5,360
Maximum Day <sup>a</sup>	10,535	11,971	1,436
Maximum Day+Fire Flow <sup>b</sup>	15,535	19,471	3,936
Peak Hour <sup>c</sup>	18,182	19,471	1,289

### Storage Facilities

The City has adequate water storage facilities to supply additional water during high demand periods. The City has two at-grade tanks located adjacent to each other at Blaker Road, with capacities of 1.5 million gallons (MG) and 2.3 MG, for a total storage capacity of 3.8 MG. Reservoir 2 was constructed in 2006 to supplement the storage system.

**TABLE 4.1-3  
WATER STORAGE FACILITIES**

<b>Storage Facility</b>	<b>Capacity (Million Gallons)</b>
Reservoir 1	1.5
Reservoir 2	2.3
<b>Total</b>	<b>3.8</b>

During high demand periods, water is pumped from the water storage tanks by the booster pump station into the distribution system, to supplement the primary supply provided by the well system. When the water system demands exceed the supply capability of the well system and water pressures begin to decline, the booster pumps adjacent to the storage tanks turn on to supply water from the existing storage tanks into the water system.

The City has adequate booster pump facilities to supply additional water during high demand periods. The City has one booster pump station located at the two water storage tanks. The station currently has six booster pumps, with each pump rated at 1,500 gpm. Two of the pumps were installed in 2006. The pumps have variable speed drives allowing them to produce a wide range of flows to meet demands. The booster pump station has a theoretical total capacity of 9,000 gpm and is typically operated only during high demand periods. However, typically one pump is in standby mode, resulting in an actual capacity of 7,500 gpm.

**TABLE 4.1-4  
RESERVOIR BOOSTER PUMP STATION CHARACTERISTICS**

<b>Booster Pump</b>	<b>Design Flow (gpm)</b>	<b>Installation Date</b>
Booster Pump #1	1,500	1991
Booster Pump #2	1,500	1991
Booster Pump #3	1,500	1991
Booster Pump #4	1,500	1991
Booster Pump #5	1,500	2006
Booster Pump #6	1,500	2006
<b>Total</b>	<b>9,000</b>	

During low demand periods the existing well system is adequate to serve the demands of the City. The water storage tanks are refilled during these low demand periods. While existing solutions have been successful in meeting the peak demands, the City is planning numerous improvements to improve the provision of water supplies during peak times.

**Distribution System**

The City has a generally sufficient water distribution system to deliver water to residents and other commercial and industrial users. The existing infrastructure is sufficient to accommodate existing demand. Most of the wells pump directly into the City's distribution system, which are connected via a piping system. The City continues to improve the water distribution system, and is working to find additional water supply.

The Water Services Division maintains over 125 miles of water system pipelines that deliver the water to customers. These distribution pipelines generally range from 4 to 24 inches in diameter and are made up of cast iron, asbestos-cement, steel, and polyvinyl chloride (PVC). (Gebhardt 2009a) Pipelines installed during or after the 1990s are typically PVC, while the older pipelines installed in the 1980s are asbestos-cement. Generally, pipelines under 6 inches in diameter are steel.

The City's water distribution system is a single pressure zone, with an average ground elevation of about 95 feet above mean sea level. Water pressure within the system typically averages 50 psi, with lower flow pressures and levels experienced during the summer period.

**Water Conservation**

The City has a strict water conservation program to protect the current water resources. Residents with even-numbered street addresses are permitted to water landscaping on Tuesday, Thursday, and Saturday. Residents with odd-numbered street addresses are permitted to water landscaping on Wednesday, Friday, and Sunday. Watering of landscaping is not permitted on any day between the hours of 12:00 P.M. and 7:00 P.M., when most evaporation would occur, nor is watering permitted anytime on Mondays. Waivers can be requested from the Public Works Department for extraordinary circumstances.

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In addition, the City has transitioned the park irrigation system off of City's potable water system. The parks are currently irrigated from individual wells that are not part of the existing potable water distribution system.

### **Other Providers**

A small number (about 20) of residents are not currently connected to the City's water system and are currently using private wells. As these wells are not part of a special district or municipally operated system, no analysis is required for these private well users as a part of this Municipal Service Review.

### **PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

The City's population is projected by the Department's staff to reach about 79,000 at the planned build-out of the existing General Plan. This will place significant additional water demands on the City's existing water system, requiring additional supplies, storage and booster pumping capacity, transmission/distribution pipelines, and other water system infrastructure.

All future development projects are required to connect to the City's water system. The City requires developers to construct any water supply infrastructure necessary to serve future developments that are to be included in the City. This ensures that adequate water facilities will be able to serve proposed developments.

### **Planned Improvements**

The City has plans for improving and upgrading the City's existing water system infrastructure. Future service demands and necessary infrastructure are determined in conjunction with buildout of the General Plan and specific development applications. A 2007 water system study recommended several capital improvement projects that must be completed to adequately serve the anticipated build-out of the City's General Plan. This includes three new storage tanks, four to five new wells, additional pipelines, and related facilities.

City staff designs, reviews, and inspects most of the City's current capital improvement programs and all improvements to the City's infrastructure. For major projects, the City utilizes consultants to assist the City in providing adequate services.

In addition, the City anticipates transitioning to a dual well/surface supply that will receive surface water from Turlock Irrigation District (TID) as part of the proposed Regional Surface Water Supply Project (RSWSP). This involves acquiring water treatment plant capacity rights and the construction of new transmission/distribution infrastructure to utilize TID's surface water supply from Don Pedro Dam. Under the terms of the agreement, which is still being discussed, it is anticipated that TID will initially supply the City with 6 million gallons per day of surface water (20 mgd at buildout) to supplement the current groundwater source. At buildout, this will account for approximately 50 percent of the needed water supply, according to current City reports. The RSWSP is anticipated to be completed by 2018.

Any development and urbanization would increase municipal water demands and will require adequate water supply facilities and improvements. All future development is required to fund and install the infrastructure necessary. Infrastructure plans are required as part of project submittals for new residential, commercial, industrial, and institutional development, with specific line sizes and demand calculations generated based on the specific development proposals.



Demands are based on both land uses and number of households. This will ensure that future developments are adequately served and supplied with water.

**Additional Water Supply Sources**

Additional water supplies will be required to serve the projected significant increase in potable water demands at the build-out of the General Plan. In addition to the anticipated TID surface water supply, four to five new wells and three new storage tanks are required to supplement the existing water supplies. The hydraulic water system model conducted in 2007 and Water Master Plan completed in 2011 determined that the recommended water system could adequately serve the projected build-out of the City through the use of additional groundwater wells and integrated surface water. The existing and projected potable water demands at the City's General Plan build-out are shown in **Table 4.1-5**.

**TABLE 4.1-5  
EXISTING AND PROJECTED BUILD-OUT DEMANDS**

<b>Potable Water Demand</b>	<b>Existing (2008)</b>	<b>Build-out of General Plan<sup>1</sup></b>
Annual, afa	10,664	20,290
Average Day, gpm	6,611	12,580
Average Day, mgd	9.5	18
Maximum Day, mgd	22.4	32.4
Peak Hour, gpm	18,182	34,600

*Source: City of Ceres Water System Hydraulic Model Update, 2007*

*1 - General Plan buildout is not reflective of the current or proposed SOI, but rather the larger General Plan Planning Area boundaries.*

**Planning Documents**

Long-term planning of the City's water system infrastructure is a necessary process that is carried out through preparation of a Water Master Plan. The City recently completed its Water Master Plan in June 2011 (in addition to a 2010 Urban Water Management Plan update). The Water Master Plan specifically outlines the major infrastructure and facilities upgrades required for build-out of the City's General Plan, as well as estimated costs. The City will amend its current financing methodology to ensure adequate funding of required improvements.

When specific land use planning has occurred and developments are proposed, a Preliminary Infrastructure and Facilities Analysis are performed to estimate the level of infrastructure required to serve the area.

**4.2 WASTEWATER**

The City of Ceres' Sanitary Services Division, within the Public Works Department, is the wastewater services provider for a majority of the City. City staff is responsible for operating and maintaining the wastewater treatment and collection system.

The Ceres wastewater collection system currently serves about 11,600 residential customers and about 1,100 commercial/industrial customers. A small proportion of these customers are out-of-boundary services.

## **4.0 PUBLIC FACILITIES AND SERVICES**

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The City of Modesto provides treatment services for a portion of the City, known as the North Ceres Sewer Area. The City of Ceres provides wastewater collection in this area. A portion of Ceres' partially treated wastewater (currently 1.0 mgd) is conveyed to Turlock for final disposal.

### **CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE**

#### **Wastewater Collection**

The City of Ceres has an adequate wastewater collection system to serve its residents and other commercial and industrial customers. The collection systems consist of over 141 miles of pipes, 13 lift stations, cleanouts, manholes, and pumping stations located on both public and private property. The wastewater collection system conveys about one fourth of the City's wastewater north to the City of Modesto's waste water treatment plant. The remaining three fourths of the wastewater is conveyed to the City's Wastewater Treatment Plant. City staff considers the current wastewater collection system to be in a generally good condition.

The City performs regular cleaning and inspection of the pipes and manholes, as well as maintains the pump stations to ensure the collection systems can properly convey sewage to the wastewater treatment facility.

The City does not operate a combined stormwater and wastewater system. This ensures that only wastewater from residents and businesses are treated at the wastewater treatment facility. Stormwater is collected and disposed of separately and does not typically affect the operations or discharge of the wastewater treatment facility.

#### **Wastewater Treatment**

The Wastewater Treatment Plant (WWTP), located on the south side of Service Road between Morgan Road and Blaker Road, currently treats over 3.1 million gallons of wastewater per day (MGD). The City's staff maintains the treatment plant operational systems and over 190 acres of grounds used for wastewater treatment.

The City has adequate wastewater treatment capacity available on-site and is able to handle additional demands. The WWTP has a wastewater treatment capacity of 4.2 MGD and a disposal capacity of 2.4 MGD. In addition, the City has a contract in place to send 1.0 MGD of treated wastewater, via a 12 mile force main, to the City of Turlock for disposal. As a result, the City has a total disposal capacity of 3.4 MGD.

The City of Turlock is currently upgrading its wastewater treatment plant and plans to be able to handle additional wastewater flows from the City of Ceres. The wastewater force main between Ceres and Turlock has been sized to handle up to 6.0 MGD of treated wastewater. 1.0 MGD is currently being utilized. An additional 1.0 MGD is available to the City of Ceres subject to implementation of the next phase of this agreement.

The current level of wastewater treatment is sufficient for the type of wastewater disposal utilized. The current treatment level includes primary treatment, with secondary levels of treatment for some wastewater, as needed. Primary treatment involves the mechanical removal of most oils and solids, including human waste. Secondary treatment involves biological processes to biodegrade the soluble organic matter. After treatment, the treated wastewater is either disposed of on-site, or sent to the City of Turlock for further treatment and disposal. The on-site disposal system involves the use of percolation and evaporation ponds.

The WWTP is able to adequately handle peak wastewater flows. The Average Wet Weather Flow is 3.3 MGD, within the WWTP's hydraulic designed capacity of 4.2 MGD. Peak Wet Weather Flow is 5.5 MGD, which requires the WWTP to retain wastewater on-site until it can be treated. The WWTP has sufficient on-site capacity to handle the temporary Peak Wet Weather Flows.

Sufficient wastewater treatment and disposal capacity remains available. In 2008 the City processed an average of 3.062 MGD. In 2009, the City processed an average of 2.972 MGD. This results in approximately 1.2 MGD of available treatment capacity and 0.4 MGD of available disposal capacity. This will increase to 1.4 MGD of available capacity as soon as the Turlock improvements are completed. City staff states that the WWTP is in a generally good condition.

City staff has stated that the existing WWTP's available capacity is projected to be able to accommodate growth until 2015, at which point the City would need to expand the WWTP or obtain additional disposal capacity by contract with City of Turlock. The City is currently in the process of upgrading the WWTP in order to accommodate growth beyond 2015.

The WWTP operates within its permitted capacity. The Central Valley Regional Water Quality Control Board issues the National Pollution Discharge Elimination System (NPDES) permit. The WWTP is currently permitted to treat a maximum of 4.2 MGD, the WWTP's designed capacity.

**Table 4.2-1** shows selected workload statistics of the Sanitary Services Division.

**TABLE 4.2-1  
WORKLOAD STATISTICS**

<b>Workload</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Gallons Treated (MG)	1,090	1,112	1,122	1,086
Mainline Cleaned (miles)	51.8	39.5	33.8	41.6

**Other Services**

The City responds to sewer backups and wastewater spills as necessary. The City has an established procedure specifically for responding to wastewater spills that may impact storm drains, to prevent the release of untreated wastewater into receiving streams.

**Other Providers**

City of Modesto

A portion of the City's wastewater (from the North Ceres Sewer Area) is collected by the City of Ceres, but is treated at the City of Modesto's wastewater treatment plant. The City of Modesto receives 1.0 MGD from the North Ceres Sewer Area. The flow is received directly by the Modesto system and does not pass through the Ceres WWTP. No changes in wastewater service to this area are anticipated. This area will continue to be served by the City of Modesto's wastewater treatment plant.

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### **Private Users**

A small number of City residents are not currently connected to the City's wastewater system and are currently using septic tanks. When septic systems fail, the County Department of Health requires that the unit(s) be connected to the sewer system if a line is available within 200 feet, providing for the eventual transition of these remaining systems. When homes with septic systems connect to the City's wastewater system, existing septic tanks must be abandoned. For those users outside the City limits, annexation or approval by LAFCO of an out-of-boundary service extension is required. No analysis is required for these private septic tank users as a part of this Municipal Service Review.

### **PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

The City's General Plan projects that the population will reach about 79,000 at the planned build-out of the existing General Plan area. This buildout population is greater than that of the existing City limits and proposed Sphere of Influence. The current WWTP is projected to have sufficient treatment capacity until 2015. Growth beyond 2015 will place significant additional wastewater conveyance and treatment demands on the City's wastewater system, requiring the expansion of facilities and extension of infrastructure. As noted above, line capacity exists for additional disposal via the City of Turlock, and Ceres is in discussion with the City of Turlock regarding phased increases in such disposal.

All future development projects are required to connect to the City's wastewater system. The City's Municipal Code requires developers to construct any wastewater conveyance infrastructure necessary to serve future developments that are to be included in the City. This ensures that adequate wastewater facilities will be able to serve proposed developments.

### **Planned Improvements**

Long-term planning of the City's wastewater system infrastructure is a process that is carried out through preparation of a Wastewater Master Plan. The City is currently in the process of completing a Wastewater Master Plan. This Wastewater Master Plan will specifically determine the major infrastructure and facilities upgrades required as well as estimate the cost of these improvements. The City will then amend its current financing methodology to ensure adequate funding of required improvements. The City is in the final stages of preparation and adoption of an updated Sewer Master Plan, which will guide future sewer system improvements.

All future development is required to fund and install the necessary infrastructure. This will ensure that future developments are adequately served to accommodate the wastewater generated. City staff designs, reviews, and inspects most of the City's current capital improvement programs and all improvements to the City's infrastructure. For major projects, the City utilizes consultants to assist the City in providing adequate services.

The City will investigate sending additional treated wastewater to the City of Turlock for disposal in the future. The pipes have been adequately sized to accommodate future increased flows up to 6 MGD. The City may seek additional capacity under their contract with the City of Turlock to handle additional treated wastewater if the need arises.

When specific land use planning has occurred and developments are proposed, a Preliminary Infrastructure and Facilities Analysis is performed to estimate and provide for the level of infrastructure required to serve the area. For example the City of Ceres will provide wastewater services for the proposed West Landing Specific Plan (WLSP) area including collection,

transmission and disposal. Prior to build-out of Phase 1 of the improvement area, additional sewer facilities would be constructed in Service Road, from Crows Landing Road to the eastern Boundary, to adequately serve the WLSP Area as well as future growth areas to the west and south. At build-out, the WLSP area will be served by a combination gravity sewer system, lift station, and force main connecting to a permanent regional lift station located east of the Project.

### 4.3 DRAINAGE

#### CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Ceres' Streets Division, within the Public Works Department, is the stormwater drainage services provider for the City. City staff is responsible for maintaining and repairing the storm drainage system. The City's storm drainage system is considered by staff to be in good condition.

#### Current Conditions

The City of Ceres has an adequate stormwater drainage system to serve its residents. The storm drainage system consists of pipelines and local and regional detention and retention basins. Water that goes into the storm drains flows directly into neighborhood park retention basins, detention ponds, Turlock Irrigation District (TID) canals, the Tuolumne River, or is prohibited via rockwells. The majority of stormwater runoff flows through one of the City's detention basins and French Drains.

Individual components of the City's storm drainage system vary with each development project. The City requires proposed development to construct on-site storm drainage facilities. Stormwater is handled on an area-by-area basis.

The Ceres stormwater system is composed of neighborhood collection systems, 33 detention/retention basins, approximately 100 rockwells, 33 stormwater pump stations, stormwater trunks, and 27 discharge points to receiving streams and irrigation canals. Stormwater is disposed of by percolation, discharge to three TID canals (Lateral #2, Ceres Main Lateral #1, and the Delmas Ditch), and to the Tuolumne River, which is a tributary to the San Joaquin River.

City staff performs regular maintenance and cleaning of the storm drainage system to ensure adequate operations. Drain inlets and rockwells are cleaned once a year before the beginning of winter. Storm basins receive spring weed spraying, disking or mowing, and rockwell cleaning. Stormwater lift stations and pipelines are cleaned and repaired as needed. Dual use basins, used for stormwater detention/retention and for recreational purposes, receive post-storm liter removal. The City General Plan policy allows stormwater detention within City parks and open space. Retention and detention basins are designed to accommodate a 50-year, 24 hour storm.

Most of the stormwater is discharged into TID canals from the detention basins. The City's stormwater system discharges to two locations on the Tuolumne River, and to 25 locations along TID canals, which ultimately discharge to the San Joaquin River. Discharge begins when significant storm runoff arrives at a detention basin. A limited number of neighborhoods have direct discharge to the Tuolumne River or TID canals. Discharge to TID facilities is permitted under an agreement between the City and TID. Because the Tuolumne and San Joaquin Rivers are

## 4.0 PUBLIC FACILITIES AND SERVICES

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major watersheds of the State, the City's stormwater discharge is considered to be a minor percentage of the river's storm event flow.

### Stormwater Quality

The City maintains its storm drainage system in accordance with State and Federal law. With full 100-year storm tailwater control, the City's system is sufficient to ensure that water quality remains acceptable during collection and transfer.

The City's street crews respond to complaints of storm drain dumping and eliminate any illegal discharges to the stormwater system whenever they are found. The City's field crews report that the stormwater system experiences a small amount of stormwater quality incidents each year. No particular chronic or acute concerns have been identified with the City's stormwater quality. The City does not conduct any specific or routine monitoring of storm water quality. Illegal dumping and connections to storm drains are potential sources of contamination. The City staff responds to reports of dumping, and employees watch for such instances while in the field. This responsive approach reduces the amount of pollution that flows into the stormwater system.

### Major Storm Events

The City's stormwater facilities have been designed to adequately handle most major storm events. The City's design standard for stormwater facilities is based on the Rational Method and the Stanislaus County 1976 Storm Drainage Design Manual. Detention/retention facilities are designed for a 50-year 24-hour storm. Most of the City's system operates within this standard.

The City's staff works to reduce flooding problems and ensure that stormwater facilities are operating properly during major storm events. Storm inlet plugging and street ponding are generally cleared within a half-day by operational crew's response.

Some older portions of the City's storm drainage system remain susceptible to major storm events. Some older areas experience street flooding problems during storms that exceed ½-inch of rain per hour.

### PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

Any development and urbanization would increase runoff and will require adequate storm drainage facilities and improvements. All future development is required to fund and install the infrastructure necessary. New storm drainage infrastructure is typically constructed by developers, in accordance with City design standards, and then dedicated to the City for operation and maintenance. New development is required to retain stormwater runoff on-site (low-impact development). This ensures that future developments are adequately served to accommodate the stormwater flows. City staff designs, reviews, and inspects most of the City's current capital improvement programs and all improvements to the City's infrastructure. For major projects, the City utilizes consultants to assist the City in providing adequate services.

Long-term planning of the City's storm drainage system infrastructure is necessary. The City's staff is currently aware of the need to complete a long-term Storm Drain Master Plan. The previous Storm Drain Study and Master Plan was conducted in 1995. The Storm Drain Master Plan will specifically determine the major infrastructure and facilities upgrades required. City staff also anticipates that the new Master Plan will also need to adapt to future stricter stormwater quality requirements. It is the City's intention to initiate a Storm Drainage Master Plan in 2012.

When specific land use planning has occurred and developments are proposed, a Preliminary Infrastructure and Facilities Analysis are performed to estimate the level of infrastructure required to serve the area.

### 4.4 SOLID WASTE

#### CURRENT LEVEL OF SERVICE

The City of Ceres contracts with Bertolotti Disposal, a private provider, for solid waste and recycling collection. Private providers are not under the purview of LAFCO. As such, only a limited analysis in this Municipal Service Review is necessary.

#### Solid Waste Collection

Bertolotti Disposal provides adequate solid waste collection and disposal services to residents. Garbage and green waste is collected on a weekly basis. Recycling, loose leaves, and limbs are collected on a bi-weekly basis. Loose leaves and limbs are collected every other week. Bertolotti Disposal provides a bulky item collections service twice a year, as a way to dispose of large items.

#### PLANNED LEVEL OF SERVICE

The City does not anticipate any changes in the contract with Bertolotti Disposal that would significantly affect the provision of solid waste services within the City. Any increases in solid waste generation are to be handled by the current solid waste services contractor. The City and Bertolotti Disposal do not currently foresee any service issues within the next 20 years.

### 4.5 CIRCULATION AND ROADWAYS

#### CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Ceres' Street Services Division is the circulation and roadway services provider for the City. City staff is responsible for maintaining and repairing the City's circulation system, street lights, street signs, street sweeping, transit, and traffic.

#### Roadways

The City of Ceres has a sufficient roadway system to serve its residents. The City currently maintains approximately 115 miles of roadways with available funds. Roadway maintenance is at a level that is below community desire and optimum for roadway life, due to funding constraints.

The City tracks the current roadway condition of public streets within the City using a computerized Pavement Management System (PMS) maintained by the County. This PMS program includes a large database of all City streets and a general inventory of their condition based on field inspections. This system is used to determine the routine maintenance schedule, based on the current level of funding available.

The City performs on-going roadway maintenance and rehabilitation to maintain the current street system, when sufficient funding is available. These are performed in accordance with PMS criteria. Asphalt maintenance activities include overlays, pothole patching and crack sealing.

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The City contracts for overlays and slurry seals on the streets with the greatest need. Overlays are generally performed as funds become available. Currently, the City's capital program does not provide for reconstruction of streets.

The City's main thoroughfares are Hatch Road, Mitchell Road, Service Road, and Whitmore Avenue. These major thoroughfares experience very high volume traffic. The City is divided by State Highway 99 running north/south through the community. The City is currently in the process of designing an upgraded Mitchell/Service Road and State Route 99 Interchange, in conjunction with the California Department of Transportation (Cal Trans). An upgraded ramp and overcrossing is currently under construction at State Route 99 and Whitmore Avenue, which is expected to be complete in summer of 2011.

### **Street Sweeping**

The City provides street sweeping services on all public local roads within the City limits. The City contracts with a private contractor to perform street sweeping services. Residential streets are swept every two weeks. Commercial and industrial areas are swept twice a week. The collected street sweepings are hauled to landfill.

### **Transit**

The City provides a public transit system to serve residents. The City contracts with Storer Transit Systems for public transit services. The City has two public transit programs, the Ceres Dial-A-Ride and Ceres Area Transit (CAT).

The Ceres Area Transit is a fixed route service and is designed to take passengers to residential and commercial areas within the City of Ceres. There are currently two designated fixed routes. The Ceres Dial-A-Ride is an on-demand, curb-to-curb shared-ride public transportation system. It is available to all members of the community, serving the City of Ceres and portions of unincorporated Stanislaus County surrounding the City of Ceres.

### **Streetscape**

The street lights are owned and maintained by the City. The City has stated that the current street lighting provided meets City standards and is adequate to provide necessary public safety.

### **County Roadways**

Stanislaus County maintains the county roads outside of the City's boundaries. The City of Ceres does not provide any roadway maintenance services outside of City boundaries. The County's primary roadway circulation system in the proposed SOI area is provided by Blaker Road, Central Avenue, Crows Landing Road, Grayson Road, Redwood Road, Service Road, and Whitmore Avenue.

### **PLANNED LEVEL OF SERVICE AND INFRASTRUCTURE**

The City is aware of the roadways that require maintenance and rehabilitation. The Pavement Management System's inventory of roadway conditions continues to be updated with a list of roadway maintenance that needs to be performed. Increased funding would allow the City to increase maintenance and improve roadway conditions.



City staff designs, reviews, and inspects most of the City's current capital improvement programs and all improvements to the City's infrastructure. For major projects, the City utilizes consultants to assist the City in providing adequate services. The City's ongoing roadway maintenance recommendations for new projects will be included in the Pavement Management System.

Any development and urbanization would necessitate the construction and improvements of roadway and circulation facilities. All future development is required to fund and install the infrastructure necessary. This will ensure that future developments will have adequate roadways and circulation. When specific land use planning has occurred and developments are proposed, a Preliminary Infrastructure and Facilities Analysis is performed to estimate the level of infrastructure required to serve the area.

### 4.6 POLICE PROTECTION

#### CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Ceres' Police Division, within the Public Safety Department, is the law enforcement services provider for the City.

#### City of Ceres Police Division

##### Staffing

The Police Division is able to provide law enforcement services adequately to serve the City. The Police Division serves all persons and properties within the City limit with a staffing ratio of 0.9 - 1.1 police officers per 1,000 residents. The current staffing ratio provides primarily for reactive responses to service requests, with a small amount of proactive enforcement and patrols.

The City has undertaken a staffing study to establish desired staffing ratios and assess cost feasibility. The study concluded a desired officer to thousand population ratio of at least 1.1, and a goal of 1.3. The City has not yet increased staff levels to this point.

##### Facilities

The Police Division operates out of one facility, the Ceres Police Station, located at 2727 Third Street. Additional office space may need to be secured to accommodate an increase in police staffing levels.

##### Dispatching

The City of Ceres has an adequate emergency communications and dispatch center to serve its residents. However, if an additional dispatch station is needed, then additional space will need to be acquired. The City operates its own full-service emergency communications center to provide around-the-clock 9-1-1 emergency call answering and dispatching services for the police patrol units. The Emergency Services (Fire) Division operates as part of a unified county-based dispatching system; however, the Ceres center can handle fire-related calls, if necessary. The emergency communications center is fully modernized. The City also accepts crime reports online at the City's website.

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### Services

Increasing calls for service and public safety demands reduces service levels offered to the community. Due to the current level of staffing, staff triages the response for police requests. Limited staffing forces staff to limit responses to the most urgent calls. Calls deemed "non-essential" will either be designated for delayed response, or in some instances, deemed "no-response" calls. Responses to certain calls for service are delegated to non-sworn staff. Staffing limitations can lead personnel to being primarily reactive to calls, rather than being proactive.

The majority of inhabitants within the City predominantly speak one of two (or both) languages: Spanish and English. Approximately 40 percent of the population speaks Spanish with a large portion having no English-speaking capability. In addition, several other languages create additional demands on staffing resources due to language barriers.

The City is providing adequate traffic safety services. The Ceres Police Traffic Unit is responsible for traffic safety and handles all major injury/fatal traffic collisions. The unit consists of one Sergeant, two officers and one part-time staff. The overall goal of the Traffic Unit is to reduce injury and fatality collisions in the city. The Traffic Unit works with the California Highway Patrol for enforcement of commercial traffic. The Traffic Unit is part of the Stanislaus County "County Integrated Traffic Enforcement" (CITE) Team. The CITE Team is deployed once a month to a chosen city in Stanislaus County and provides traffic safety for that city. The Traffic Unit is also part of the "Avoid the 12" DUI enforcement Unit. The Avoid the 12 Unit also goes to a chosen City and apprehends drivers who are under the influence of alcohol or drugs.

The department handles all criminal investigation services. The Ceres Police Detective Bureau is comprised of one Sergeant and five detectives which provides investigative services on unsolved crimes and major felonies. The Division investigates approximately 45-55 percent of all cases that are forwarded to the detective bureau.

The Police Division relies on Community Service Officers (CSO) to efficiently utilize police officers. The City has four CSOs that are able to serve in a para-professional capacity. The CSOs allow Police Officers to focus on larger crimes. CSOs perform duties such as taking reports for certain kinds of crimes or incidents, collect and preserve evidence from crime scenes, issue parking citations, provide traffic control services at collision scenes and follow-up on lower-level crimes.

**Table 4.6-1** provides a summary of the Police Division's workload.

**TABLE 4.6-1  
POLICE SERVICES WORKLOAD STATISTICS**

<b>Workload Statistics</b>	<b>2007-2008</b>	<b>2008-2009</b>
Calls for Service	46,970	48,681
Reports Written	8,570	8,239
Felony Arrests	998	968
Misdemeanor Arrests	1,607	1,621

### Other Units

The Police Division has several other units that provide other services that improve the level of law enforcement services within the City. These include the Police SWAT team that deals with situations beyond the capabilities of the line level patrol officers. The unit works and trains together on a regular basis to deal with special incidents and details.

The City also has a Police Canine Unit that consists of two highly trained canines. The Canine Unit is overseen by staff from previously-discussed divisions of the department. Additionally, the City has a Police Mounted Unit that consists of three trained horses and riders. The riders/horses are deployed for special events such as the Street Fair, and also patrol parks, the flea market, and other locations as necessary.

The abandoned vehicle abatement unit addresses the continuous problem of abandoned vehicles accumulating throughout the community. The abatement officers patrol the community and abate vehicles abandoned in public places. The unit is responsible for the removal of approximately 1,300 vehicles annually. This unit works in coordination with the Code Enforcement Division, which aims to keep the city free of blight.

### Volunteers

The Police Division relies on volunteers to improve the level of service and efficiently utilize police officers. The Volunteers in Public Safety (V.I.P.S.) program consists of volunteers to provide services such as parking enforcement, supplemental traffic control, assistance at City-sponsored special events, student safety at schools, service subpoenas, maintenance of the police vehicle fleet, and other services. These volunteers provide some of the basic police services so police officers can focus on larger issues. Currently, there are approximately 25 active volunteers in this program, which improve the level and quality of services provided to the community. In addition to the V.I.P.S. volunteers, there are 25 Police Explorer volunteers who provide support in many of the areas similar to the V.I.P.s.

### **Stanislaus County Sheriff**

The Stanislaus County Sheriff currently provides law enforcement outside of the City's boundaries. The City of Ceres does not typically provide law enforcement services outside of City boundaries. The City may provide law enforcement service in the County's areas under mutual aid agreements and joint actions.

### **PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

Planned build-out of the City's General Plan will place additional demands on the City's police division for law enforcement services. Additional staff and resources will need to be added to maintain adequate police services. Existing development fees and taxes are expected to finance the majority of costs associated with new development, although additional revenue demands will be assessed on a project-specific basis. Measure H, a sales tax increase approved by voters in 2007, is expected to partially fund the additional staff and resources needed to improve these services.

The City is aware of the current and projected Police Division staffing issues. The City conducted a ten-year Staffing Plan for Police services in 2006. The report provided information about the special demographic and social issues facing the City and forecasted the anticipated need for additional staff over the next ten years. Various staffing scenarios were presented.

## 4.0 PUBLIC FACILITIES AND SERVICES

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Maintaining the current service level provided will require a level of 1.1 sworn officers and .50 non-sworn personnel per thousand population. This level of staffing will involve the continued triage of calls based on levels of importance and the availability of personnel. Increasing staffing to the goal level of 1.3+ per thousand population would improve service levels but would require additional funding and increase the numbers of personnel.

As the City grows, additional personnel will necessitate additional office space or remodeling in the existing police building to accommodate the additional staffing. Additional equipment will also be required.

### 4.7 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICE

#### CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Ceres' Emergency Services/Fire Division, within the Public Safety Department, is the fire protection and emergency medical services provider for the City and two special districts, Ceres Fire Protection District and Industrial Fire Protection District.

#### City of Ceres Fire Division

##### Services

The Fire Division serves a 15 square mile area with a total population of nearly 50,000, which includes the two special districts. The Division responds to structure fires, medical aid, rescue, public assistance, and mutual aid calls.

Approximately 4,800 calls are handled annually, about three-quarters of which are medical emergency/rescue calls. The remaining calls are for fires, traffic collisions, mutual aid to other communities, public assists and hazardous materials incidents. On average, response times are 4.36 minutes for each call.

The Fire Division currently has a sufficient fire protection rating (ISO Class 3) for providing coverage for the portion its service area within city limits. The Insurance Services Office (ISO) rating is the recognized classification for a fire department or district's ability to defend against major fires. According to the ISO, newly developing urban areas should have a fire station opened within 1½ miles of all commercial development and 2 ½ miles from all residential development when "build-out" exceeds 20 percent of the planned area. Fifty percent of the overall grading is based on the fire department. The final forty percent is based on the community's water supply. A rating of 10 generally indicates no protection, whereas an ISO rating of 1 indicates optimal firefighting capability.

- City of Ceres Fire Division                      ISO Class 3 Rating

The City of Ceres Fire Division provides service under contract/agreement to the Ceres Fire Protection District area and to a portion of the Industrial Fire Protection District. Service to the CFPD is at a rural standard.

- Ceres Fire Protection District                      ISO Class 9 Rating
- Industrial Fire Protection District                      ISO Class 3 Rating

The Keyes and Westport Fire Protection Districts are also located within the City's Sphere of Influence.

- Keyes Fire Protection District ISO Class 5 Rating (urban), Class 9 (rural)
- Westport Fire Protection District ISO Class 8 Rating (within five miles of station)

**Facilities and Equipment**

The Fire Division has four fire stations, which are staffed with two firefighters each, and are not uniformly distributed throughout the community. The newest of the four stations is the Fire Station No. 4, located at Fowler Road. **Figure 4.7-1** shows the location of the existing fire stations.

The Division also has sufficient fire engines and equipment for the current number of firefighters. **Table 4.7-1** lists the major fire protection equipment.

**TABLE 4.7-1  
MAJOR FIRE PROTECTION EQUIPMENT**

Equipment	Count
Engines	6
Trucks	1
Rescue	1
Command Vehicles	3

**Current Staffing**

Current funded staffing levels include 1 chief, 1 deputy chief, 3 battalion chiefs, 12 captains, 12 firefighters, 12 intern firefighters, and 12 explorers. About three-quarters of calls are medical in nature, requiring all of its firefighters to be trained Emergency Medical Technicians, as well as State Certified Firefighters.

The current firefighter staffing level of .42 per thousand population does not meet the National Fire Protection Association (NFPA) standard 1710 relating to the organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public for career fire departments. Current NFPA 1710 standards indicate that the Division is approximately 40 percent understaffed. For the City to be in compliance with NFPA standards, the City currently would require an additional 21 firefighters, 2 battalion chiefs, 4 captains, and other civilian personnel.

It is noted that the NFPA standards are voluntary, and the inability of the department to meet these standards does not indicate any violation of law or local requirement.

The Fire Division is continually reliant on outside fire agencies for support and mutual aid. Because the City does not meet the NFPA minimum firefighting standards, the City depends on dispatches from the Regional 911 for coordination on all working structure fires. The typical outside responding agencies include Modesto and Stanislaus Fire Departments. The City is unable to meet the NFPA standard requiring that the City be able to handle 98 percent of calls within the City using existing on-duty personnel.

Fire response is not fully staffed to NFPA standards. The current staffing configuration permits four two-person engine companies. The industry standard specifies a three-person engine companies and four-person truck companies. The City would need to increase the staff by one person per engine to meet the industry standard.

## 4.0 PUBLIC FACILITIES AND SERVICES

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If outside agency support were to be substantially reduced or cease altogether, the number of firefighters in the Division would have to double. Although an unlikely scenario, staff has indicated that reduced outside agency support may become a serious problem.

Other deficiencies can include having a fire engine leaving town to assist neighboring agencies and/or ambulance services, resulting in only six firefighters covering the city.

**Table 4.7-2** provides a summary of the Fire Division's workload.

**TABLE 4.7-2  
FIRE DIVISION WORKLOAD STATISTICS**

<b>Workload Statistics</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Fire Calls	344	303	265
EMS/Rescue Calls	3,496	3,566	3,575
HazMat Calls	99	111	115
Service Calls	246	299	232
Other Calls	707	680	637

### Aid Agreements

The City maintains automatic aid agreements with the Modesto Fire Department and the Stanislaus Consolidated Fire Protection District for freeway rescues, swift water rescues, and second alarm structure fires.

In addition, the City is a member of three joint powers agreements (JPAs): the Regional Fire Authority, the Stanislaus County Arson Taskforce, and the Modesto/Ceres Fire JPA for Industrial Fire District. The City also participates with other agencies in the Stanislaus County Joint Hazardous Materials Response Team, Technical Rescue Response Team, and the Countywide Standardization of Fireground Operations.

### Fire Flows

The City's staff has indicated that the City's existing fire flows are generally adequate for the current service demands.

### Contracted Services

The Division contracts for some essential services, such as hazardous materials clean-up, equipment testing, equipment maintenance, fire Records Management System (RMS) system, weed abatement, hydrant maintenance, and other services. The City achieves a significant cost savings in outsourcing selected services, i.e. hose testing, ladder testing, graffiti removal, and medical oxygen.

In addition, the City receives dispatch services in exchange for fire and medical services provided to Stanislaus County Public Safety Center. The monetary value equates to five to six personnel, CAD computer software for fire and the associated hardware and office furnishings needed for a fire dispatcher. The County is deploying a new state-of-the-art CAD system, which will also benefit the City.

### Fire Prevention

The Division performs sufficient Fire Prevention activities. The Fire Marshal safeguards the community by verifying adherence to fire regulations, public education, and hazard mitigation. Services include plan check for fire and life safety requirements, fire permits, fire safety inspections, vegetation management program, arson investigations, and public education.

### Specialized Services

The Fire Division's staff are members of other specialized units providing services that improve the level of public safety response services within the City.

The City is a member of the Stanislaus County Joint Hazardous Materials Response Team which responds to larger incidents throughout the County. The City's Hazardous Materials Specialists and Technicians handle minor local incidents.

The City is also a member of the Stanislaus County Joint Technical Rescue Team, which performs confined space rescue and swift water rescues, components of the countywide response team. The City's staff handles local incidents for local rescues, initial stabilization, and assessment.

Since the City is substantially surrounded by agricultural land, Division staff is continuously trained in wild land firefighting.

The City has an Emergency Operations Plan to address the planned response to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies in or affecting the City.

### **Ceres Fire Protection District**

The Ceres Fire Protection District is generally situated to the south and southeast of the city limits of Ceres, with a small remainder area just north of the City Limits, along the Tuolumne River. The District's area is predominantly residential ranchettes and mobile home parks. Portions of the Ceres Fire Protection District's service area are within the proposed SOI. The district is served under contract by the Ceres Fire Division.

### **Industrial Fire Protection District**

The Industrial Fire Protection District is serviced by the City of Ceres and the City of Modesto through a joint powers agreement (JPA). Ceres is responsible for the area located primarily northwest of the City, which is mostly depressed commercial and low-income residential housing.

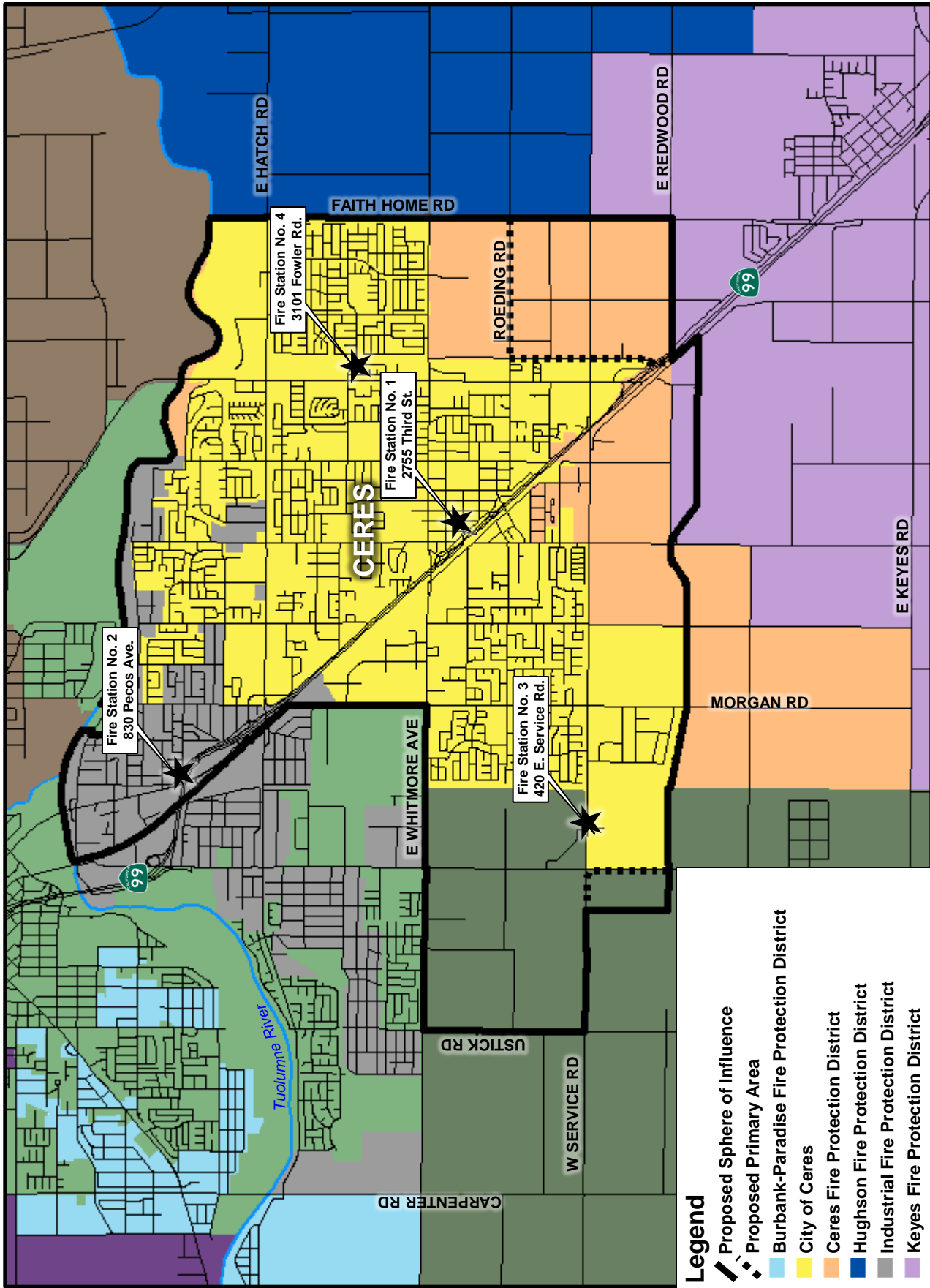
### **Other Service Providers**

#### Keyes Fire Protection District

The Keyes Fire Protection District currently serves an area south of the Ceres Fire Protection District, in the southeastern portion of the proposed SOI.

#### Westport Fire Protection District

The Westport Fire Protection District currently serves the western portion of the proposed SOI.



**Figure 4.7-1**  
 City of Ceres Fire Stations &  
 Surrounding Fire Agencies

Source: LAFCO Files, Sept. 2011





### PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

Planned build-out of the City's General Plan will place additional demands on the City's existing fire department for fire fighting and prevention services. Additional staff and resources will need to be added to provide adequate fire protection and emergency medical services. Measure H, a sales tax increase approved by voters in 2007, is expected to partially fund the additional staff and resources needed to improve these services.

The City is aware of the current and projected Fire Division staffing shortages. The City recently conducted a ten-year Staffing Plan for Fire services in 2006. The report provided information about the special demographic and social issues facing the City and forecasted the anticipated need for additional staff over the next ten years. Various staffing scenarios were presented.

The City completed Fire Station No. 4, in April 2008 to serve the north east area of the community. This station improved response times to the northeast quadrant of the City. As the community grows, this fourth fire station will be able to meet the service demands that accompany a larger population.

The City also has preliminary plans for future facilities within the proposed SOI area. These include two new fire stations (Station Nos. 5 & 6), replacing Fire Station 2, and an Emergency Operations Center (EOC). In addition, the City is planning to build a Fire Training Facility that will be located at Fire Station 3.

### 4.8 PARKS AND RECREATION

#### CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Ceres' Public Works Department is responsible for the parks maintenance and Recreation Division is responsible for recreation services provided for the City.

#### **City of Ceres Public Works Department**

The Public Works Department is responsible for operations and maintenance of one regional and 12 neighborhood parks, over 14,000 city trees, landscaped mediums, a skate park, and landscaping around city owned buildings.

While the City has sufficient park acreage overall, some older areas of the City have fewer parks and recreational opportunities than desired. The north and central portions have the least amount of park acreages and the City's staff has indicated a desire to increase the number of parks in these areas. It is estimated that seven additional neighborhood parks would be desirable in these existing areas.

#### Standards

The City currently has sufficient parkland acreages dedicated to meet the General Plan park acreage standards. The 1997 General Plan park standards include a minimum of 4.0 acres per 1,000 people. With a current population estimated at 43,219, the City should have 172 acres of parks. The City currently has a total of 195.6 acres of developed and undeveloped parkland. The City has also made use of recreational and park facilities of school districts to help ensure maximum possible opportunity for residents.

## **4.0 PUBLIC FACILITIES AND SERVICES**

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The City is responsive to the needs of the community. The community has voiced their desires for additional sports fields, especially soccer fields, and passive features. In the City's regional park, the City has constructed 38 acres of sports fields and open space to satisfy this community desire.

### **Parkland Development**

The City is active in acquiring and constructing parkland for residents. The City purchased 76 acres of land in 2000 to develop a regional park. The land was recently developed and became the Ceres River Bluff Regional Park. In addition, the City recently completed two neighborhood parks.

### **Recreation Programs**

The Recreation Division provides a wide variety of recreational activities for residents. The Department has several active programs, including: aquatics, basketball, tennis, sports camps, pre-school, dance, Tai Chi, dog obedience, and many other activities. The recreation programs serve youth, adults and seniors. The Division coordinates Ceres Youth Commission, Ceres Community Foundation, all youth sports organizations using School/City Park Facilities, and manages the Community Center. The Division is also active in organizing citywide special events.

### **PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

The City actively plans for and constructs new recreational facilities. The City's Community Center opened in June 2009 and is capable of providing a wide variety of recreational uses to residents. This 25,000 square foot community center is located at Magnolia Street, between 3rd and 4th Street in downtown Ceres.

In addition, the City recently completed the construction of two neighborhood parks and the regional park. Additional park and recreational facilities have been planned and are expected to be constructed.

Any development and urbanization will increase the demand for parks and recreational facilities. All future development is required to contribute funding for the construction of adequate parks and recreational facilities to meet General Plan standards. This will ensure that future residents have adequate park and recreational facilities.

## **4.9 ELECTRICITY AND NATURAL GAS**

### **CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE**

Electricity is currently provided in the City and the proposed SOI by the Turlock Irrigation District (TID).

Natural Gas service is currently supplied by Pacific Gas & Electricity (PG&E), a private provider. Private providers do not fall under the jurisdiction of LAFCo.

### **PLANNED LEVEL OF SERVICE AND IMPROVEMENTS**

#### **Pacific Gas and Electricity (PG&E)**

It is anticipated that PG&E is able to provide natural gas for future build-out, development, and urbanization within in the proposed SOI. Natural gas facilities would be extended to adequately serve new areas.

#### **Turlock Irrigation District (TID)**

It is anticipated that TID is able to provide electricity for future build-out, development, and urbanization within in the proposed SOI. Electrical infrastructure is already in place serving the City and SOI area. Future development could tie into existing electrical facilities to be extended to adequately serve new areas. Additionally, TID has received approval from the California Energy Commission for an expansion of the Almond Power Plant, which provides service to Ceres and is within existing City limits.

## **4.10 GENERAL GOVERNMENTAL OPERATIONS**

This subsection briefly describes the general governmental services the City provides in order to operate effectively.

### **CURRENT AND PLANNED OPERATIONS**

#### **Code Enforcement**

The Code Enforcement Division conducts surveys of the city to document areas of blight. The Division focuses on keeping the City free of litter, graffiti and other visual detractors that make the City less appealing. Typical violations can include accumulations of trash, overgrown properties, health and safety issues, or non-permitted uses of property.

#### **Facilities Maintenance**

The Facility Services Division maintains and handles most repairs at the 4 fire stations, police station, city hall and annex, corporation yard, and other facilities. Other services provided include custodial services, building security, heating, air conditioning, water and wastewater pipes, and wiring.

## **4.0 PUBLIC FACILITIES AND SERVICES**

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### **Administrative Services**

The Finance Division provides financial management by developing, implementing, and maintaining the City's accounting system, payroll functions, business licensing, utility billing, financial reporting, debt administration, budgets, and other services.

### **Fleet Services**

The Equipment Services Division is responsible for the repair and maintenance of 100 City vehicles and equipment. The Division also assists in the acquisition and disposal of City equipment.

### **Human Resources**

The Human Resources Division is responsible for recruitment, benefits administration, technical personnel guidance, labor negotiations and contract administration, personnel record keeping, and personnel training. The division also manages the City's telecommunications system.

### **Information Technology**

Information Technology recommends, implements, and maintains the computer and network hardware and software solutions for the City.

### **Planning Services**

The Division processes developments, including applying and updating zoning standards, and conducts environmental studies and analysis. In addition, the Division provides current planning, advanced planning, assists in development of infrastructure and capital facility plans, and long range planning studies.

### **City Manager's Office**

This office provides general management of all municipal operations, including oversight of the other departments and divisions listed here. The City Manager's office is responsible for implementation of the goals and decisions of the City Council, along with function of all governmental programs administered by the City.

### **City Clerk's Office**

The City Clerk's office provides organization and record keeping for all City operations. This office maintains records of City Council and Redevelopment Agency actions, conducts local elections, and oversees compliance with public meeting and records laws.

### **City Attorney's Office**

This office provides legal guidance to City Council members and staff for all municipal operations.

### 5.0 FINANCIAL ABILITY OF AGENCY TO PROVIDE SERVICES

This section examines the fiscal status of the City. The City's funding sources, rate structure, expenditures, and debts are evaluated to determine viability and ability to meet existing and expanded service demands.

#### CITY FINANCES

##### Financial Stability

The City is financially stable, as the City's net assets are generally increasing and long-term debts are decreasing. The Comprehensive Annual Financial Report (CAFR) highlights the City's financial situation. For the year ending June 30, 2009, the City's financial highlights included:

- The assets of the City exceeded its liabilities at the close of the fiscal year by \$138.4 million;
- The City's total net assets decreased by \$2.5 million in the previous year;
- The City's governmental funds reported ending fund balances of \$68.6 million; and
- The City's total debt increased as a result of scheduled payments by a total of \$1.0 million.

As the CAFR indicates, the City has sufficient funds and assets to remain financially solvent.

A majority of the City's capital assets are used for providing services to residents. These Capital assets include land, building, machinery, equipment, and infrastructure. The City's capital assets, representing 39 percent of the total net assets, are fixed and cannot be used for spending.

As with most cities in California over the past three years, Ceres is budgeting through declining revenues and addressing costs through reductions in expenditures. Declining revenues, combined with depreciation, have resulted in an overall reduction in net assets. The City's expenditures outpaced revenues in the past year by \$2.5 million. For the year ending June 30, 2009, total revenues decreased by \$0.9 million, while total expenses increased by \$0.2 million. This imbalance resulted in a lowering of total net assets.

##### Revenues

Taxes account for the City's largest single revenue source. Most of the taxes received are not restricted and are used for general city purposes in the general fund. These taxes include sales tax, property tax, utility user's tax, and business license tax.

Most City services are supported by the General Fund; the General Fund provides support to the Mayor and City Council Office, Support Services, Police, Fire, Transportation, Drainage, Parks and Recreation, Planning, Code Enforcement and General Services for operations and capital improvements.

Specific municipal services, which depend on utility usage, are entirely supported by enterprise funds. Services include water, wastewater, and drainage. Enterprise funds are sufficient to cover existing operating costs.

## 5.0 FINANCIAL ABILITY

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Table 5.0-1 shows the City's major general fund revenues.

**TABLE 5.0-1  
GENERAL FUND REVENUES FY 2008-2009**

<b>Major Revenue Sources</b>	<b>Amount</b>	<b>Percentage</b>
Taxes	\$12,948,888	81%
Licenses, Permits, and Franchises	\$937,057	6%
Intergovernmental Revenue	\$755,410	5%
Charges for Service and Other Revenue	\$363,913	3%
Use of Money and Property	\$573,198	4%
Fines, Forfeitures, and Penalties	\$231,276	1%
Other	\$142,775	1%
<b>Total</b>	<b>\$15,952,517</b>	<b>100%</b>

A description of the major sources of revenues for the City includes the following:

- Property Tax - The City receives a portion of the 1 percent tax of the assessed valuation of land and buildings. The City is currently on the Teeter Plan and receives payments from the County each year, based on the property tax roll, regardless of collections.
- Sales and Use Tax – The City receives 95 percent of its local 1 percent share of items sold within the City limits. Measure H, which was approved by voters in 2007, increased the local sales and use tax by a 0.5 cent for the purpose of improving police, fire and emergency response services.
- Utility Users Tax – The City receives an excise tax of 3 percent from consumers of natural gas, cable television, electricity, and telephone services.
- Franchise Fees – The City receives fees from companies for the privilege of using the City's rights-of-way for profit, including natural gas (5 percent), solid waste collection (10.5 percent), and cable television (5 percent).
- Business License Tax – The City receives an excise tax imposed on businesses for the privilege of conducting business within the City, based on gross receipts or a flat rate.
- Transient Occupancy Tax – The City receives a tax of 5 percent from the occupancy of rooms in a lodging facility.
- Enterprise Funds – The City receives funds that are used to account for self-supporting activities which provide services on a user-fee basis. Fees collected support operating and capital improvements costs for water, sewer, and solid waste.
- Other Revenue – The City receives other revenues from the Transfer Tax, Motor Vehicle In-Lieu (VLF) Fee, Interest, Highway Users Tax (Gasoline Tax), and Grant Monies.

**General Fund Expenditures**

Most of the City's General Fund expenditures are for providing public services to residents. Major expenditures include the following as of 2010:

**Administration (9 percent)**

City Council, City Attorney, City Clerk, City Manager, Finance, General City, Building Inspection, Planning

**Public Works & Engineering (6 percent)**

Public Works Administration, Parks Maintenance, Engineering Services, Equipment Maintenance, Facility Maintenance

**Public Safety (85 percent)**

Animal Control, Dispatch, Emergency Medical Services, Fire, Police, Records, Human Resources, Recreation

The City budgets for maintenance, replacement, and expansion of capital facilities and systems through a variety of funds. The City's Five Year Capital Improvements Program (CIP) provides cost and priority listing for money spent on capital assets, while a variety of funding mechanisms, including those listed below, allocate monies for specific projects.

- General Fund
- Street Expansion Special Revenue Fund
- Redevelopment Agency Special Revenue Fund
- HOME Grant Program Fund
- CDBG Program Fund
- Community Redevelopment Agency Capital Projects Fund

These funds vary in balance between \$1.3 million and \$25.5 million, depending on current year projects and funding availability.

**Long Term Debts**

During fiscal year 2008/09, the City maintained significant debt load related to bond sales occurring between 2001 and 2006. Minor additional debts exist for municipal loans. The current balance is approximately \$51 million. **Table 5.0-2** shows the City's current debt obligations.

**TABLE 5.0-2  
DEBT OBLIGATIONS FISCAL YEAR 2010-2011**

Debt Obligations	Original Amount	Payoff Year	Balance as of 6/30/2007
2003 Tax Allocation Bonds - Ceres Redevelopment Agency	\$15,305,009	2033	\$14,190,000
2006 Tax Allocation Bonds - Ceres Redevelopment Agency	\$38,125,000	2030	\$35,473,561
2001 Tax Allocation Bonds - SCRC	\$1,440,000	2030	\$1,265,000
1993 EDA Drought Relief Loan - Roeding Heights Well	\$133,440	2017	\$68,695
<b>Total Debt</b>			<b>\$50,997,256</b>

## 5.0 FINANCIAL ABILITY

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### Risk Management

The City participates in the Central San Joaquin Valley Risk Management Authority, a joint powers agreement with other public entities, for self insurance. By participating in a pooled insurance program, the City spreads its risks and reduces costs of providing general liability and worker's compensation coverage.

### Rates

The Finance Department provides utility billing and collections administration for customers using City water, sewer and garbage services. This includes billing and payment services, and maintenance of customer accounts, including opening new accounts and closing existing accounts.

Current rates are under review and the City has begun the process to update rates as necessary to reflect the costs for providing services. The rates vary based on the type of service. The current basic monthly residential flat rate is shown below (rates last updated in May 2011):

Water:	\$28.20
Sewer:	\$39.77 (North Ceres area: \$47.31)
Garbage:	\$15.33 (60 gal can) / \$19.49 (90 gal can)

Future service upgrades and expansions to serve new developments will be funded by development impact fees and connection fees.

Current rates and fees are reviewed and updated regularly to accurately reflect the true costs of providing services.

### Future Growth Impacts

The City's General Plan policies require that future growth pay its fair share to upgrade and expand municipal utilities to adequately serve new development, resulting in no negative financial impacts to current residents. Although future growth areas will require municipal services, they will also contribute to the City's revenues, offsetting costs. Based on the City's policies, future growth is not expected to have a significant negative impact on the City's future financial status.



### 6.0 STATUS OF AND OPPORTUNITIES FOR SHARED FACILITIES

This section addresses the status of and opportunities for shared facilities. It examines current arrangements and opportunities for shared facilities for City Departments and other agencies to reduce costs.

#### FACILITIES SHARING

This section analyzes the City's current efforts to reasonably reduce costs, resulting in a more efficient use of funds.

#### Agreements With Other Agencies

Sharing facilities with another service provider can be an effective method of reducing costs to the City. Major facilities sharing opportunities include:

- An agreement with the City of Turlock for the disposal of treated wastewater at their site;
- An agreement with the City of Modesto for the disposal of wastewater via their system;
- An agreement with the Turlock Irrigation District to discharge storm drainage water into their facilities;
- An agreement with the County to provide dispatch services for the City, in exchange for fire and medical services provided to Stanislaus County Public Safety Center. (The monetary value equates to five to six personnel and Computer Aided Dispatch software for fire);
- An agreement with the County to provide Animal Shelter services; and
- An agreement with the Ceres Unified School District to use school sites as recreational facilities.

The City is able to effectively use shared facilities to reduce costs.

#### Volunteers

Utilizing volunteers is an effective method of providing selected service without hiring additional staff. Volunteers are currently active in the following programs:

- Volunteer Firefighters;
- Volunteers in Public Safety (V.I.P.S.); and
- Various Parks and Recreation volunteers.

#### Mutual Aid

Mutual Aid is an effective method of providing a greater level of service without significantly increasing costs. Mutual aid opportunities include:

- Fire protection from various nearby fire departments. This reduces both operational and capital costs and provides added redundancy in coverage. The City currently has

## 6.0 SHARED FACILITIES

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informal mutual aid agreements with all surrounding fire suppression agencies which provide for reciprocal assistance.

- Police protection. The City currently participates in informal mutual aid with adjacent agencies, particularly the Stanislaus County Sheriff's Department and the Modesto Police Department.

### **Contracts for Services**

The City utilizes a competitive bid process for major services that are contracted to private providers. Requests for proposals are sent out, depending on the need and the availability of funds. The competitive bid process has been effective in controlling costs, as it allows the City to select the lowest cost qualified contractor to provide services.

In addition, the City receives funds from providing services to other providers. The Fire Division receives \$55,000 annually from the Ceres Fire Protection District and \$133,386 annually from the Industrial Fire Protection District.

### 7.0 ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

This section examines how well the City makes its processes transparent to the public and invites and encourages public participation. Overall management practices are discussed and considered, including the existing government structure, boundaries, and future service areas.

#### Legal Structure

The City of Ceres was incorporated as a General Law City on February 25, 1918. The City is a municipal corporation operating under the general laws of the State of California. The City is a full service City, providing general government services and general municipal services. The City is a legally separate and fiscally independent agency. It can issue debt, set and modify budgets and fees, and sue or be sued.

#### Governance

The City operates under a City Council/City Manager form of local government. The City is a full service City providing the following services: police, emergency services, parks and recreation, street maintenance, water distribution, wastewater collection, storm drainage, and general government services.

The City Council serves as the legislative, policy making body for the City. The Mayor is directly elected for a four-year term. City Council members are directly elected by city residents for four-year overlapping terms. The City Clerk is appointed to a four year term and the City Treasurer is elected to a four year term. General Municipal elections are held on the first Tuesday of November in odd numbered years.

The current City Council is shown below.

Chris Vierra, Mayor	Elected: November 8, 2011 Term expires: December 4, 2015
Ken Lane, Vice Mayor	Elected: November 3, 2009 Term expires: November 5, 2013
Mike Kline, Councilmember	Elected: November 8, 2011 Term expires: December 4, 2015
Bret Durossette, Councilmember	Elected: November 8, 2011 Term expires: December 4, 2015
Eric Ingwerson, Councilmember	Elected: November 8, 2011 Term expires: December 6, 2013

The duties of the City Council include: establishing City policies and ordinances, making land use decisions, hearing appeals of decisions made by City staff or citizen advisory groups, and appointing a City Manager. The City Manager serves as the administrative head of city government overseeing the departments.

## 7.0 ACCOUNTABILITY

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### Current Boundaries

The City of Ceres' current municipal boundaries are a result of annexations since the incorporation of the City in 1918. **Table 7.0-1** shows the most recent growth and expansion of the City's boundaries.

**TABLE 7.0-1  
CITY OF CERES ANNEXATIONS 1990 TO PRESENT**

Name	Date Annexed	Acres	Type of Use
North Central	2/27/1991	37.17	Residential
Mitchell Road	2/27/1991	16.95	Commercial
West Ceres	7/25/1991	252.1	Residential/ Commercial
Central-Hatch	10/22/1992	2.61	Commercial
Houston	5/28/1993	27.77	Residential
Stonum	10/26/1993	14.8	Residential
Samuel Vaughn School	8/7/1995	18.8	Elementary School
Brown	5/29/1996	162.0	Residential/ Commercial
Service Road Industrial	5/29/1996	341.0	Commercial/ Industrial
North River Road	6/18/2001	36.69	Residential
Eastgate	3/20/2001	369.71	Residential/ Commercial
Erickson-Alameda	8/7/2001	19.74	Residential
Mitchell Road No. 2	6/28/2004	13.51	Commercial
River Bluff Regional Park	6/28/2004	73.82	Public-Park
Service Road No. 1	4/24/2006	1.05	Commercial
Mitchell-Service	11/27/2007	23.48	Residential/ Commercial
Hatch Road	4/27/2009	58.08	Residential
Central-Hatch No. 2	09/06/2011	10.09	Residential/ Commercial

### Public Participation

The City of Ceres welcomes and encourages participation by Ceres residents in City Council and Planning Commission meetings. The Council holds regular meetings and committee meetings that are open to the public. The City Council meets every second and fourth Monday of the month at 7:00 p.m. in the Council Chambers, located at 2701 Fourth Street. The Planning Commission meets on the first and third Mondays of each month at 6:00 p.m. in the Council Chambers; these meetings are also open to the public.

Additionally, City Council meetings are broadcasted on Charter Cable channel 2 at 9:30 a.m. on Tuesdays, following the Monday night meeting, and replayed at 6 p.m. Wednesday evening.

Residents are given an opportunity to speak on items not appearing on the Council or Commission regular agendas, as well as to offer testimony in public hearings. Agendas for the City Council meetings and Council committee meetings are available online and in the City Clerk's Office.

Public information is readily accessible on the City's website (<http://www.ci.ceres.ca.us>). Residents may also contact the City at 2720 Second Street, or by telephone at (209) 538-5700.

### **Management Structure**

The City is organized into three departments. City Departments include: Administrative Services, Public Works, and Public Safety. City Officers include: the Mayor and City Council, and City Manager.

The City budget is usually an indicator of management efficiency. As considered in this MSR, the City is financially stable and complies with all accounting requirements for a municipality. Contained in the budget is the mission of each department, objectives for that fiscal year, and accomplishments.

No significant management deficiencies were identified relative to coordination or oversight of the public services provided by outside agencies.

**8.0 ANY OTHER MATTER RELATED TO EFFECTIVE OR EFFICIENT SERVICE DELIVERY AS REQUIRED BY COMMISSION POLICY**

There are no additional matters beyond those discussed in Chapters 3-7.

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## 9.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS

### 9.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS

The City of Ceres' Municipal Service Review (MSR) has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the City and possible changes to the City's Sphere of Influence.

The following provides an analysis of the six factors required by Government Code Section 56430 for a Municipal Service Review:

#### I. Growth and Population Projections for the Affected Area

The City estimates its population will reach 72,214 by the year 2030. Actual growth rates will depend on a variety of factors, including demographic, economic, and market conditions that could slow growth compared to the projection.

The City's growth is constrained to the north and northwest by the City of Modesto and to the southeast by the community of Keyes. Likewise, the City's General Plan includes a goal of maintaining a physical separation between communities, including the City of Hughson, to the east.

#### II. Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs and Deficiencies

##### Water

The City relies on groundwater as its sole source of drinking water. There is currently available supply capacity to meet peak summer demands. A Water Master Plan was recently completed for the City which identified the major infrastructure and facilities upgrades required in order to accommodate growth within General Plan area.

The City will require additional sources of water over the next 10 to 20 years in order to meet increased demands. As recommended in the Water Master Plan, the City should continue to pursue associated infrastructure and agreements to allow for the addition of treated surface water to its water system. Although costly, the addition of surface water will not only improve the overall reliability and water quality in the City's water system, but will also reduce the City's reliance on groundwater.

##### Wastewater

The City's current Wastewater Treatment Plant (WWTP) has a treatment capacity of 4.2 million gallons of wastewater per day (MGD) and a disposal capacity of 2.4 MGD. In addition, the City has a contract in place to send 1.0 MGD of treated wastewater to the City of Turlock for Disposal. The City of Modesto also provides treatment services for a portion of the City of Ceres known as the North Ceres Sewer Area.

The City is in the final stages of preparation and adoption of an updated Wastewater Master Plan, which will guide future sewer system improvements. The City is also investigating sending additional treated wastewater to the City of Turlock for disposal in order to accommodate future demands. The City requires that all future development is required to fund and install the necessary infrastructure and improvements.

## **9.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS**

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### **Drainage**

Individual components of the City's storm drainage system vary with each development project, as stormwater is handled on an area-by-area basis. The current stormwater facilities have been designed to adequately handle most storm events. All future development is required to fund and install the necessary storm drainage infrastructure, designed to City standards.

Long-term planning of the City's storm drainage system infrastructure is needed. The City last adopted a Storm Drain Study and Master Plan in 1995 and will be initiating an update to this plan in 2011-2012.

### **Police Protection**

The Police Division's current staffing ration is 0.9 – 1.1 police officers per 1,000 residents. A study conducted by the City indicated a desired ratio of at least 1.1 officers per 1,000 residents, with a goal of 1.3 per 1,000.

Existing development fees and taxes are expected to finance the majority of costs associated with new development. Measure H, a sales tax increase approved by voters in 2007, may partially fund additional staff and resources to improve these services. The City should continue its efforts to improve the staffing levels and response times of its Police Division, as set forth in its General Plan policies.

### **Fire Protection**

The City's Fire division is currently staffed at a level of .42 per 1,000 residents and has an ISO Class 3 rating. However, the division is not meeting the voluntary standards of the National Fire Protection Association (NFPA Standard 1710) and relies on outside fire agencies for support under automatic aid agreements.

Increased development in the City of Ceres will increase demand for fire protection services. The City's General Plan policies require new development to develop or fund fire protection facilities, personnel, and operations and maintenance, that, at a minimum, maintain the above service level standards.

## **III. Financial Ability of Agencies to Provide Services**

As with most cities in California over the past three years, Ceres is budgeting through declining revenues and addressing costs through reductions in expenditures. The City has implemented a variety of budget strategies in recent fiscal years, including reductions in personnel, departmental reorganizations, one-time use of reserves, and fee increases.

Taxes account for the City's largest revenue source. Services provided by the City of Ceres are primarily funded by the General Fund and Enterprise Funds. The City receives funds from taxes and user fees. Fees are charged for services such as water, wastewater, and solid waste. Rates and fees are reviewed and updated regularly to accurately reflect the true costs of providing services.

The City's General Plan policies require that future growth pay its fair share to upgrade and expand municipal utilities to adequately serve new development, resulting in no negative financial impacts to current residents. The City recently updated and adopted Public Facility



Fees, which became effective in June of 2010 for new development to pay its fair share of the costs to extend and provide municipal services.

### **IV. Status of, and Opportunities for, Shared Facilities**

The City has a variety of agreements with the other agencies to share facilities and services in order to reduce costs. These include agreements with the cities of Turlock and Modesto for wastewater treatment and/or disposal, Turlock Irrigation District for discharge of storm drainage, Stanislaus County for dispatch services and animal shelter services, and Ceres Unified School District for recreational facilities. The City has informal agreements with various fire departments, the Stanislaus County Sheriff's Department, and the Modesto Police Department. The City also uses volunteers for a variety of programs.

### **V. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies**

Public meetings are held in compliance with Brown Act requirements. Information regarding the City, including meeting agendas and reports, is readily available to members of the public via the City's website (<http://www.ci.ceres.ca.us>) and at its offices.

The City of Ceres works to meet its goals for each service provided. The City recently evaluated the City's organizational structure and position allocations and classifications. Several positions were eliminated and departments reorganized, resulting in General Fund savings.

### **VI. Any Other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy**

The City should continue to use the budget and long-range planning processes to ensure that it is able to provide for adequate levels of service in a cost-effective manner within its service area.

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## 10.0 SPHERE OF INFLUENCE DETERMINATIONS

### 10.0 SPHERE OF INFLUENCE DETERMINATIONS

The Sphere of Influence (SOI) determinations analyze the appropriateness of the City's SOI boundaries, relative to the capabilities of the service provider and future growth. The SOI contains the probable physical boundaries and probable service area of the City over the next 20 years.

Stanislaus LAFCO's methodology for SOI lines has a requirement for the identification of a 10-year boundary for immediate growth and projected service extension (Primary Area), along with the required 20-year long term growth boundary (SOI).

#### PROPOSED SOI AREA

#### Factors for Inclusion in the SOI

The following inclusion factors were identified by the City to select areas for inclusion within the City's SOI. These factors are also based on state law and Stanislaus LAFCo policies regarding a City's SOI.

#### Inclusion Criteria

- A. Area is currently being planned for growth by the City.
- B. Area is primarily served by City services and is adjacent to or substantially surrounded by the City.
- C. Area promotes a compact urban form.
- D. Area is suitable for future urbanization.
- E. Area is currently urbanized.
- F. Area can be easily served by the City or receives several services from the City.
- G. Area includes mostly non-prime farmland or is difficult to farm.
- H. Area would promote logical and orderly boundaries along physical or political features.

#### Sites Included

The area proposed to be included within the City of Ceres' SOI is the area generally bounded by the Tuolumne River and the City of Modesto SOI to the north, Faith Home Road to the east, T.I.D. Lateral No. 2 and Service Road to the South, and Ustick Road to the west. The areas to be included within the City's SOI are based on the inclusion factors listed above. The proposed SOI is shown on **Figure 1.0-1**.

The proposed changes from the existing SOI reflect the projected growth southwest of the City.

**10.0 SPHERE OF INFLUENCE DETERMINATIONS**

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A summary of the proposed SOI and changes is shown below:

<b>Current SOI Acreage:</b>	<i>Including City</i> <b>8,247 acres</b>	<i>Excluding City</i> <b>3,219 acres</b>
<b>Proposed SOI Acreage</b>	<b>8,487 acres</b>	<b>3,459 acres</b>
Within City Limits	5,028 acres	
Proposed Primary Area Acreage:		2,821 acres
Remaining SOI Acreage (Outside Primary Area):		638 acres
 <b>Overall SOI Acreage Increase:</b>	 <b>240 acres</b>	

**SPHERE OF INFLUENCE (20-YEAR TIMEFRAME)**

The Sphere of Influence includes the areas that are most likely to be included in the City's boundaries within the next 20 years. This area includes most of the area identified as the Reserve Area. The area east of the City identified as the Phase 2 Urban Growth Area is not included within the proposed SOI, as the City currently does not anticipate much growth in the eastern portion over the next 20 years.

The City of Ceres is proposing an overall net increase of 240 acres to its SOI. (See **Figure 1.0-1.**) Specific changes to the Sphere of Influence include the following:

- Addition of approximately 320 acres bounded by Whitmore Avenue, Ustick Road, Service Road, and the half-section line between Crows Landing Road and Ustick Road to accommodate the West Landing Specific Plan area
- Removal of the area east of Faith Home Road, south of the Tuolumne River, and north of Hatch Road from the Sphere of Influence to reflect City's projection of growth direction (approximately 80 acres)

**PRIMARY AREA OF INFLUENCE (0-10 YEAR TIMEFRAME)**

Within the Sphere of Influence, a Primary Area of Influence is designated for lands that are within or are most likely to be included in the City's boundaries within the next 10 years. This area includes much of the area identified in the City's General Plan as the Urban Growth Area. The Primary Area also includes unincorporated islands substantially surrounded by the City. A portion of the Reserve Area encompassed within the West Landing Specific Plan has been included in the Primary Area to reflect the changing anticipated growth areas since the approval of the 1997 General Plan.

The proposed Primary Area is 2,821 acres of land beyond the current City limits. (See **Figure 1.0-1.**) Specific changes to the Primary Area include the following:

- Designation of 320 acres within the existing SOI, bounded by Whitmore Avenue, Crows Landing Road, Service Road, and the half-section line between Crows Landing Road and Ustick Road as Primary Area of Influence to reflect current development proposal

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## 10.0 SPHERE OF INFLUENCE DETERMINATIONS

- Addition of 320 acres bounded by Whitmore Avenue, the half-section line between Crows Landing Road And Ustick Road, Service Road, and Ustick Road to the Primary Area of Influence to reflect current development proposal
- Removal of approximately 560 acres bounded by Roeding Road, Faith Home Road, East Redwood Road, and Moore Road from the Primary Area of Influence to reflect current growth patterns (this area is to remain in the overall Sphere of Influence)

### Sphere of Influence Determinations

These Sphere of Influence (SOI) determinations are based on the City's ability to provide satisfactory municipal services to its residents.

- 1) *The present and planned land uses in the area, including agricultural and open space lands.*

Present land uses within the City include roughly 51 percent devoted to residential uses, almost 10 percent to commercial uses, 4 percent to industrial uses, 17 percent to institutional uses and 18 percent vacant. Present land uses within the proposed SOI, but outside the City are primarily in agricultural use, with some residential and industrial land uses.

The majority of the agricultural lands outside the City are designated by the County's General Plan as either agriculture or urban transition. Most of the proposed SOI area outside of the City's existing boundaries has been classified as Prime Farmland. None of this area is designated by the City's General Plan for agricultural use. Current agricultural uses in the project area include both orchards and row crops.

The City has prepared a Specific Plan for new development in the proposed area to be added to the Sphere. The West Landing Specific Plan provides for the inclusion of residential, commercial, light industrial and business park land uses. The proposed area is envisioned by the City for development and inclusion within the City beginning in the next couple of years and fully developing over the next 10-20 years.

The City is constrained to the north by the Tuolumne River and on the northwest by existing urban development and the City of Modesto. The City's available residential, industrial and commercial land base has been building out over time, and despite current economic conditions, is expected to continue to do so. Future growth areas can only occur towards the south, west, and east of the City.

The proposed SOI would accommodate some infill growth and provides for some new growth to the south near SR 99. The newly-adopted West Landing Specific Plan would be a focus for new residential, commercial, and business park growth. The City's available residential, industrial and commercial land base currently building out and is projected to require additional areas for growth. Despite recent short-term economic circumstances, the long-term trend is expected to include growth in all sectors. All of the area proposed for inclusion in the SOI is within the City's General Plan Planning Area and, per the City, has long been envisioned for future urbanization.

Future land use within the City's planning area and SOI will be governed by the City's General Plan, which is intended to accommodate the expected build-out of the City.

## 10.0 SPHERE OF INFLUENCE DETERMINATIONS

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

Present needs for public facilities and services in the proposed area are currently being met by the City of Ceres, Stanislaus County, and other service providers.

The City provides (directly or by contract) a range of public services necessary to accommodate the build-out of the City's proposed sphere of influence, as envisioned by the City's General Plan.

The City currently provides fire protection services to two adjacent special districts, the Ceres Fire Protection District and the Industrial Fire Protection District. Both of the districts are partially within the existing and proposed SOI.

At the present time, the proposed area outside of the City's boundaries does not need traditional urban services, as most of the area is currently agricultural. The County currently provides most of the services to the county areas.

Probable needs for new and expanded public facilities and services to support urban uses have been generally estimated in the City's Public Facility Fee Report. City Council Resolution 95-112 and General Plan policy I.B.5 require area-wide plans for annexations, which may include Master Plans and Specific Plans, to identify infrastructure and related financing to support the needed infrastructure serving the annexation area. This will ensure that probable public facilities and services for an annexation area will be adequately planned for and analyzed. Chapter 1.0 describes areas to be added to and removed from the City's Sphere of Influence.

Probable needs for public facilities and services in the proposed area to support urban uses will be defined as specific land use planning occurs.

Upon development of new areas, it is anticipated that all urban municipal services would be required. The City will adopt infrastructure improvement and financing plans to accommodate development consistent with the General Plan.

With respect to the area to be added to the Primary Area as a part of the West Landing area, the City has prepared and adopted the West Landing Specific Plan which documents the requirements for municipal services and the way in which these services will be provided. It also ensures that adequate services in all categories will be provided upon development.

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

Present needs for public municipal facilities and services within the City of Ceres are currently being met. The Municipal Service Review provides a detailed discussion of the services provided by the City and their present capacities.

The City will define future capacities necessary to accommodate urbanization and build out of the City's Sphere of Influence when specific developments are proposed. As noted above, for the area proposed to be added to the Sphere, the West Landing Specific Plan documents the requirements for municipal services and the way in which these services will be provided, and ensures that adequate services in all categories will be provided with development.

## 10.0 SPHERE OF INFLUENCE DETERMINATIONS

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The City is in the process of updating the water and wastewater master plans and financing strategies that will plan for and accommodate the municipal service demands from future development. The City has recently updated and adopted Public Facility Fees, which became effective in June of 2010 for new development to pay its fair share of the costs to extend and provide municipal services.

- 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.

There are no social or economic communities of interest in the proposed SOI update area. Nearby communities of interest include the City of Modesto and the unincorporated community of Keyes.

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**11.0 REFERENCES****REPORT PREPARERS****PMC**

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### STANISLAUS LAFCO COMMISSIONERS

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