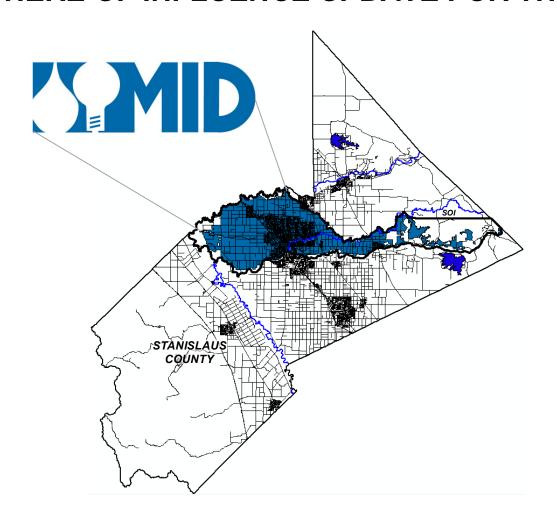


# MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE FOR THE:



### MODESTO IRRIGATION DISTRICT

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## Municipal Service Review and Sphere of Influence Update For the Modesto Irrigation District

#### Introduction

The Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 Act (CKH Act) requires the Local Agency Formation Commission (LAFCO) to update the Spheres of Influence (SOI) for all applicable jurisdictions in the County. A Sphere of Influence is defined by Government Code 56076 as "a plan for the probable physical boundary and service area of a local agency, as determined by the Commission." The Act further requires that a Municipal Service Review (MSR) be conducted prior to or, in conjunction with, the update of a Sphere of Influence (SOI).

The legislative authority for conducting Service Reviews is provided in Government Code §56430 of the CKH Act. The Act states, that "in order to prepare and to update spheres of influence in accordance with §56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area..." A Service Review must have written determinations that address the following factors:

#### Service Review Factors to be Addressed

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

This Service Review will analyze the Modesto Irrigation District. The most recent Sphere of Influence (SOI) update for the Modesto Irrigation District was adopted in 2017 and proposed no changes to the District's SOI. The current update serves to comply with Government Code Section 56425 and will reaffirm the SOI for the District.

#### **Sphere of Influence Update Process**

A special district is a government agency that is required to have an adopted and updated Sphere of Influence. Section 56425(g) of the CKH Act calls for Spheres of Influence to be reviewed and updated every five years, as necessary. Stanislaus LAFCO processes the Service Review and Sphere of Influence Updates concurrently to ensure efficient use of resources. For rural special districts, which do not have the typical municipal level services to review, this Service Review will be used to determine what type of services each district is expected to provide and the extent to which they are actually able to do so. The Sphere of Influence will delineate the service capability and expansion capacity of the agency, if applicable.

#### Service Review - Modesto Irrigation District

#### **Authority**

The Modesto Irrigation District was organized under the provisions of the California Irrigation District Law (Division 11 of the Water Code, §20500 et. seq). In addition, the District is a "registered voter district", as registered voters elect the board of directors from five geographical divisions within the District's boundaries.

#### **Background**

Throughout the years, water and California have been linked. No resource is more vital to California than water, from the agricultural areas, urban centers, and industrial plants, to open space and recreational areas, the distribution of water has been critical to all land uses.

In California, there are hundreds of special water districts with a great diversity of purposes, governance structures, and financing mechanisms. Some districts are responsible for one type of specific duty, while other districts provide multiple public services, as is the case for the Modesto Irrigation District.

#### **Purpose**

The specific powers that an irrigation district may exercise include: supply water for beneficial purposes; provide for any and all drainage made necessary by the irrigation provided for by the district; purchase or lease electric power and provide for the acquisition, operation, and control of plants for the generation, transmission, and provision of electric power; provide, maintain and operate flood control works in districts having 200,000 acres or more; reclaim waste for beneficial use; sewage disposal if provided by majority at election; construct, maintain, and operate recreational facilities in connection with dams, reservoirs, or other work owned and constructed by the district.

Water Code §22120 allows a district to sell, dispose of, and distribute electric power for use outside its boundaries. However, MID's authority to sell power outside its political boundaries is outlined by Public Utilities Code §9610. That section allows MID to provide electric service within an area of approximately 400 square miles to the north of its political boundaries, as well as to the Mountain House Community Services District, and up to 8 megawatts of power to the Contra Costa Water District.

#### **Governance**

A five-member Board of Directors governs the District. Registered voters within a geographical area or "Division", elect the board members. Regularly scheduled Board meetings are held at 9:00 a.m. on the second Tuesday of each month at the MID main office located at 1231 11th Street, Modesto. Additional meetings are generally scheduled on other Tuesdays, and may be scheduled at other times, as necessary.

The District has established a website (<u>www.mid.org</u>), which is user-friendly and provides information such as: district news, services, education, board agendas, rates and fees, and annual reports.

#### **Formation**

The Modesto Irrigation District (MID) was formed on July 18, 1887.

#### **Location and Size**

The majority of the District is located in northern Stanislaus County. The District's water service area boundaries comprise of approximately 101,700 acres. The District provides irrigation water to approximately 3,100 agricultural customers who irrigate close to 60,000 acres of permanent and annual crops alike. The District maintains over 200 miles of canals and pipelines, which are operated on a gravity flow system. The canals were completed in 1903 and the first official MID irrigation season opened in 1904. The District also owns and operates irrigation groundwater wells and drainage wells.

#### Sphere of Influence

The District's Sphere of Influence (SOI) is slightly larger than its District boundaries, and reflects expansion areas for irrigation service (see "Map 1", attached). The city limits of Modesto (north of the Tuolumne River), Riverbank (south of the MID Main Canal), Waterford, and the unincorporated communities of Empire and Salida are located within the District's Sphere of Influence boundary.

When the Sphere of Influence was first adopted by LAFCO for the Modesto Irrigation District in 1984, two separate spheres were considered--one for irrigation and one for electricity. However, since the District does not need LAFCO approval for changes to its electrical service area, only a sphere for irrigation services was adopted.

The Modesto Irrigation District's electric service area is depicted on "Map 2", attached. The laws governing an irrigation district allow a district to provide electric power outside its boundaries. Therefore, it is recommended that the current SOI be affirmed.

#### Personnel

The District currently has 458 employees.

#### **Classification of Services**

The District is authorized to provide the functions or classes of services (e.g. electricity, irrigation and domestic water) as identified in this report. Due to recent changes in the Cortese-Knox-Hertzberg Act, the District would have to seek LAFCO approval to exercise other latent powers (i.e. services) not currently provided.

The District currently distributes water for irrigation purposes, delivers treated drinking water to the City of Modesto on a wholesale basis, and generates and distributes retail electrical power. Storm water and agricultural drainage services are also provided.

#### Water Resources and Delivery

The District's source of water is the Tuolumne River, which begins with melting snow on the slopes of 13,090-foot Mt. Lyell in Yosemite National Park. Before it joins the San Joaquin River on the valley floor, the Tuolumne River water is stored in reservoirs. The stored water is used to produce electricity and is used for irrigation and drinking water for MID, Turlock

Irrigation District (TID) and the City/County of San Francisco. The 158-mile Tuolumne River also provides recreational opportunities. In addition to the Tuolumne River, the District also utilizes groundwater.

The following water facilities are utilized by the District: Don Pedro Reservoir, which provides water storage as well as other benefits such as flood control, hydropower, and recreation; the La Grange Dam, which diverts water for MID and TID; and the Modesto Reservoir, which regulates canal flows and stores water.

#### Irrigation Water

The District has provided irrigation water for agriculture since 1904, and currently delivers irrigation water to approximately 3,100 customers farming approximately 60,000 acres. Irrigated crops include almonds, pasture lands, walnuts, hay, peaches, corn, alfalfa, wine grapes, oats, and vegetable crops.

#### **Domestic Water**

The District provides wholesale domestic water service to only one customer – the City of Modesto. MID also served the Del Este Water Company when the District began wholesale domestic water service in 1994. The Del Este water distribution system was subsequently acquired by the City of Modesto.

MID's wholesale domestic water facilities include the Modesto Regional Water Treatment Plant located at Modesto Reservoir, east of the City of Waterford. The plant completed an expansion in 2016 and is now capable to provide up to 60 million gallons per day. A treated water transmission pipeline extends from this plant to a terminal reservoir and pump station located in east Modesto. Several smaller transmission pipelines connect the terminal reservoir and pump station to the City of Modesto's water distribution system.

The District also provides retail domestic water service to approximately 68 customer connections in the unincorporated community of La Grange. The La Grange water system is co-owned by MID and the Turlock Irrigation District (TID) under a contract dating back to 1921. TID operates and maintains the La Grange domestic water system.

#### Electric Delivery and Transmission Services

In 1923, the District, together with TID, completed construction of the original Don Pedro Dam and electrical powerhouse. Ownership of the Don Pedro project was based on the land area of the two districts. As a result, both districts operate the dam and share in its irrigation water and power output according to a ratio of 31.54 percent for MID and 68.46 percent for TID. Currently, the Modesto Irrigation District supplies electricity to approximately 131,000 retail customers.

#### **Electrical Power Facilities**

In 1971, a new larger Don Pedro Dam was completed, which inundated the original dam and enlarged the reservoir's capacity seven times. The new powerhouse increased hydroelectric generation by nearly the same amount. Lake Don Pedro and the Modesto Reservoir, which are also part of the District's irrigation system, serve as popular recreation

areas for boaters, campers, anglers and water skiers. The District's share of Don Pedro's 199 MW generating capacity is approximately 63 MW.

Other electrical generating facilities that are owned and operated by the District include: the 181 MW natural gas-fired Woodland Generation Station, the 96 MW natural gas-fired Ripon Generation Station, and the 122 MW dual-fuel (diesel/natural gas) McClure Generation Station.

#### Electric Utility Public Benefit Programs

In accordance with state law, the District devotes a percentage of its electric revenue to public benefit programs, such as energy efficiency and conservation; low-income assistance; renewable energy resources and technology; and research and development or demonstration projects.

#### Other MID Programs

Through the "MPowered" program, MID offers rebates, energy audits, customer education and information to its electrical customers. The "Shave the Energy Peak" or STEP program is a demand-side management program which allows MID operators to reduce electricity demand by cycling air conditioners during peak use periods. (Approximately 10,000 customers are currently enrolled in the STEP program.)

MID also sponsors safety education programs, including the use of a mascot named "Splasher" to promote canal safety and "BeAware Bear" for electrical safety.

#### **Mission Statement**

"MID will provide electric, irrigation and domestic water services for its customers, delivering the highest value at the lowest cost possible through teamwork, technology, innovation and commitment."

#### Partnership Agencies

The District maintains positive and collaborative relationships with other agencies, such as: the cities of Modesto, Oakdale, Riverbank, Waterford, Ripon, Escalon, Stanislaus County, Turlock Irrigation District (TID), Merced Irrigation District, Oakdale Irrigation District (OID), South San Joaquin Irrigation District (SSJID), San Joaquin Tributaries Authority (SJTA), the City/County of San Francisco (CCSF), Pacific Gas & Electric Company (PG&E), Sacramento Municipal Utility District (SMUD), Calaveras County Water District, Mountain House Community Services District, Don Pedro Recreation Agency, Balancing Authority of Northern California (BANC), the Transmission Agency of Northern California (TANC), the M-S-R Public Power Agency, the Northern California Power Agency (NCPA), and other local, state, and federal agencies.

#### **Funding Sources**

The District's source of revenue is derived from the following sources: power sales (residential, commercial, and industrial), wholesale power, domestic water, irrigation water, interest earnings, and other income (including improvement district fees and customer fees). The

District does not collect special assessments, nor does it receive a share of the county property tax revenues.

#### **Service Review Determinations:**

The following provides an analysis of the seven categories or components required by §56430 for a Service Review for the Modesto Irrigation District:

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

The District currently serves about 3,100 customers with irrigation water for agricultural purposes, one wholesale domestic water customer (City of Modesto), and 68 retail customers in La Grange that are jointly served by MID and TID with domestic water for residential purposes.

The District currently provides electric service to approximately 131,000 retail customers, including over 8,300 in the Mountain House community in San Joaquin County. The District notes that retail electric consumption has remained relatively flat over the long-term, with a modest increase in more recent years.

MID's revenue estimates are influenced by growth projections for Stanislaus County (including the communities of Salida and Empire) and the cities of Modesto, Riverbank, and Waterford. At this time, no significant growth is anticipated.

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

Based on annual median household income, there are several areas identified as Disadvantaged Unincorporated Communities (DUCs) as defined in Section 56033.5 of the Cortese-Knox-Hertzberg Act of 2000. These communities include the town of Empire and the Airport, West Modesto, and Rouse Neighborhoods. No additional DUCs have been identified within the District's sphere of influence. There are several DUCs adjacent to the District's boundaries. However, those areas are located within the Turlock Irrigation District's boundaries.

3. Present and planned capacity of public facilities, adequacy of public services, and including infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

#### Irrigation

The District utilizes long-term planning documents in order to assess current capacity and future needs for services. In 2007, with assistance from the Irrigation Training and Research Center (ITRC), the District began work on a Comprehensive Water Resources Management Plan to assess long-term needs and opportunities for water delivery service. As part of the implementation of this plan, the District installed a new irrigation control SCADA (Supervisory Control and Data Acquisition) system and automation upgrades. In 2020 the District also completed the Main Canal Reservoir to increase distribution system flexibility and capacity.

As required by SBx7-7, MID prepared its first Agricultural Water Management Plan in 2012, followed by an update in 2015 and again in 2020. The AWMP describes MID's water supplies and irrigation demands, local conditions, facilities and operations, rules and policies and a variety of water management activities, including a series of efficient water management practices (EWMPs) designed to improve water use efficiency. The 2020 AWMP provides a list of capital projects from 2015-2020 that are consistent with its goals and EWMPs. The list of projects includes the following: Dr. Moor Headworks Project, Lateral 9 Headworks Project, Tully Lateral Headworks Weir, Waterford Lateral 10 Weir, Lower Main Canal Lining Project, Waterford Lateral 9 Weir, Little Shoemake Pipeline Replacement, Miller Lake SCADA Project, Waterford Lateral 3 Headworks, Lateral 3 Drop 48 Weir, Beard Ditch Dry Creek Crossing, Lateral 4 Drop 33, Rose Avenue Pump Station Project, Tidewater Culvert Crossing Rehabilitation, Main Canal Reservoir Project, Lateral 3 Flume, Pelton Flume and Main Canal Check Structure projects.

#### Wholesale Domestic Water

The City of Modesto and the MID have prepared a joint Urban Water Management Plan (UWMP) for 2020, finalized in June 2021. The plan acts as a planning tool for both agencies in developing, managing and delivering municipal water supplies to the joint water service area.

The Modesto Regional Water Treatment Plant, completed in 1994, could be expected to supply the City of Modesto's growing demand for potable water which has resulted from poor water well quality and the increase in growth anticipated by the City's Modesto Urban Area General Plan. Phase 2 of the Plant was completed in June of 2016. The plant is capable of producing 60 million gallons per day of treated water to the City's drinking water supply.

#### Electric Service

As part of MID's capital improvement program, the District completed installation of a 16-mile long Westley-Rosemore Transmission Line in 2008. The transmission line brings up to 350 megawatts of power to the District from throughout California and the western United States.

The District's 49 MW Woodland Generating Station Unit 1 was commissioned in 1993. Its gas turbine engine is aging and is no longer supported by the manufacturer or repair facilities. In order to enhance its reliability, the District began a capital project in early 2022 to replace the existing engine with a newer engine with similar generating capacity. This project is expected to be completed by Q3 2023.

Current state legislation requires the District to obtain 60% of its electricity from renewable sources by 2030. MID's current portfolio contains approximately 34% renewable energy.

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

The District's annual budget process is designed to screen out unnecessary costs and is submitted to the Board of Directors for review and approval. Rates and fees for services are adjusted periodically to meet budget needs.

According to the District's yearly audit report, assets increased by approximately \$11.2 million in 2020. The increased is based on a combination of changes in the District's portfolio from long-term investments to short-term plus electric sales increasing cash.

The District routinely buys, sells, and exchanges electric power and transmission capacity with other utilities located throughout the Western United States and Canada in order to reduce operating costs, provide improved facility utilization and revenue, and increase operating reliability.

Currently, the District sells treated surface water to the City of Modesto on a wholesale basis, and utilizes the revenue to pay off the existing bonds, which financed the original construction of the domestic water facilities. The process is "revenue neutral" for the District, as the revenues received from the City pay for plant operations and bond retirement, with no profit.

The District participates in a variety of joint agency practices, which maximize cost avoidance opportunities (e.g., Stanislaus and Tuolumne Rivers Groundwater Association, Transmission Agency of Northern California, Modesto-Santa Clara-Redding Public Power Agency, San Joaquin Tributaries Authority). MID also shares staff with unique skills and training, specialized equipment, spare parts and materials with other public agencies and utilities to minimize costs and to improve response to routine and emergency customer needs.

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

MID has many jointly owned facilities with other public agencies and also participates in many joint powers agencies (JPAs) that own facilities. Some of MID's major jointly owned and JPA facilities include:

- Don Pedro Dam and Reservoir (31.54% MID, 68.46% TID).
- Don Pedro Power Plant (31.54% MID, 68.46% TID).
- ➤ La Grange Reservoir (50% MID, 50% TID).
- Westley-Parker-Walnut 230kV transmission line (50% MID, 50% TID).
- Westley-Tracy 230kV transmission line and substation original facilities (50% MID, 50% TID).
- ➤ New Hogan Power Plant (0% MID, 100% Calaveras County Water District). MID built, operates and maintains the plant and is entitled to the power output for a 50 year term.
- ➤ California Oregon Transmission Project 500 kV lines and substations (MID share about 320 MW through the Transmission Agency of Northern California JPA.)
- ➤ Lodi Energy Center 302 MW combined-cycle antural gas power plant operated by the Northern California Power Agency (10.71% MID share).
- Shared right-of-way.

MID also has agreements with the City of Modesto, the City of Riverbank, the Oakdale Irrigation District and Stanislaus County that permit limited use of MID canals for the conveyance of storm water drainage.

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

A five-member Board of Directors governs the District. Registered voters within a geographical area or "Division", elect the board members. The Board conforms to the provisions of the Brown Act requiring open meetings. The District has also established a website (<a href="www.mid.org">www.mid.org</a>) which is user-friendly and provides information such as the history and services of the District, water updates, news, education, board agendas, rates and fees, and annual reports.

It is reasonable to conclude that the District has the organizational capability to adequately serve the areas under its jurisdiction. The District has the necessary resources and staffing levels to operate in a cost-efficient and professional manner.

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

2020-2022 have been severe and record breaking dry years for California. Due to such dry conditions, MID is operating in an extremely conservative matter during the irrigation season. Also, MID has implemented special drought operation rules and programs to help utilize irrigation water as efficiently as possible.

## Sphere of Influence Update for the Modesto Irrigation District

In determining the Sphere of Influence (SOI) of each local agency, the Commission shall consider and prepare determinations with respect to each of the following factors pursuant to Government Code Section 56425:

- 1. The present and planned land uses in the area, including agricultural and open-space lands.
- 2. The present and probable need for public facilities and services in the area.
- 3. The present capacity of public facilities and adequacy of public services that the agency provides, or is authorized to provide.
- 4. The existence of any social or economic communities of interest in the area if the Commission determines they are relevant.
- 5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

This document proposes no changes to the District's existing Sphere of Influence. Rather, it serves to reaffirm the existing SOI boundary. As part of this process, Staff researched the history of the establishment of the District's SOI. A map of the current District boundary and Sphere of Influence is attached as Appendix "A".

The following determinations for the Modesto Irrigation District Sphere of Influence update are made in conformance with Government Code §56425 and Commission policy.

#### **Sphere Determinations:**

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

The Modesto Irrigation District's current irrigation water service area is comprised of approximately 101,700 acres. An additional 41,600 acres lie within the District's Sphere of Influence (SOI). The land uses within the District boundaries and SOI consist of agricultural, rural residential, suburban and urban land use areas. Planned uses for the area are described in the general plans of Stanislaus County (including the Salida Community Plan), and the cities of Modesto, Waterford, and Riverbank. The District does not have the authority to make land use decisions, nor does it have authority over present or planned land uses within its boundaries. The responsibility for land use decisions within the District boundaries are retained by Stanislaus County and the cities of Modesto, Riverbank, and Waterford.

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

The District has provided irrigation water for agriculture since 1904, and currently delivers irrigation water to over three thousand customers farming approximately 60,000 acres. The present and future public service needs within the District's (irrigation water) boundaries are characteristic of agricultural areas. The types of public services needed in these areas are of the type, which enhance the use of the land for agricultural purposes. As discussed in the Service Review section, the District is utilizing a Comprehensive Water Resources Management Plan in order to improve operational efficiency.

Since 1995, the District has provided domestic water and currently supplies 40% of the drinking water for the City of Modesto via the Modesto Regional Water Treatment Plant (MRWTP). As a result of increased water quality regulations and water demands, the plant's capacity has been expanded to 60 million gallons per day (mgd). This is expected to assist in meeting the demands associated with the City of Modesto's Urban Area General Plan.

As discussed in the Service Review section, the District is actively increasing its renewable energy profile in order to meet state mandates for 60 percent renewable energy sources by by 2030.

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

The District presently has adequate capacity and/or plans to provide the necessary public facilities and services within its existing sphere of influence. For example, the District and City of Modesto recently completed the Modesto Regional Water Treatment Plant Phase Two expansion. This phase will double the capacity of MID's water treatment plant thus providing needed water supply to the community.

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.

The following jurisdictions can be categorized as Communities of Interest in the area: the cities of Modesto, Oakdale, Riverbank, and Waterford, and the unincorporated communities of Empire, Salida, and La Grange, in Stanislaus County. The District also provides electricity to the cities of Escalon and Ripon, and the unincorporated community of Mountain House in San Joaquin County.

5. For an Update of a Sphere of Influence of a City or Special District That Provides Public Facilities or Services Related to Sewers, Municipal and Industrial Water, or Structural Fire Protection, the Present and Probable Need for Those Public Facilities and Services of Any Disadvantaged Unincorporated Communities Within the Existing Sphere of Influence

There are several areas identified as disadvantaged unincorporated communities (DUCs) within the existing MID Sphere of Influence. These communities include the town of Empire and the Airport, West Modesto, and Rouse Neighborhoods. The District provides part of the City of Modesto's water supply for residential and commercial purposes. The City of Modesto serves all of the mentioned DUCs. The District does not provide services related to sewers or structural fire protection.

#### **DISTRICT SUMMARY PROFILE**

District: MODESTO IRRIGATION DISTRICT (MID)

Formation: July 18, 1887

Location: The District's boundary includes certain acreage between the Stanislaus,

San Joaquin, and Tuolumne Rivers, adjacent to the Oakdale Irrigation District in Stanislaus County. MID also has an electrical service area that extends beyond this boundary to the north, into San Joaquin County, a small portion of Tuolumne County, as well as the Mountain House area.

Service Area: Irrigation - 101,700+/- acres

(159 square miles)

Electrical - 362,880+/- acres

(567 square miles)

Customers: 3,104 irrigation accounts

131,535 electrical accounts

Land Use: Agricultural, rural residential,

suburban and urban

District Services: Distribution of water for

irrigation and domestic purposes and provision of

electricity

Enabling Act: California Water Code,

Division 11: Irrigation Districts, §20500-29978

Governing Body: Five-member Board of Directors, elected by the registered voters within

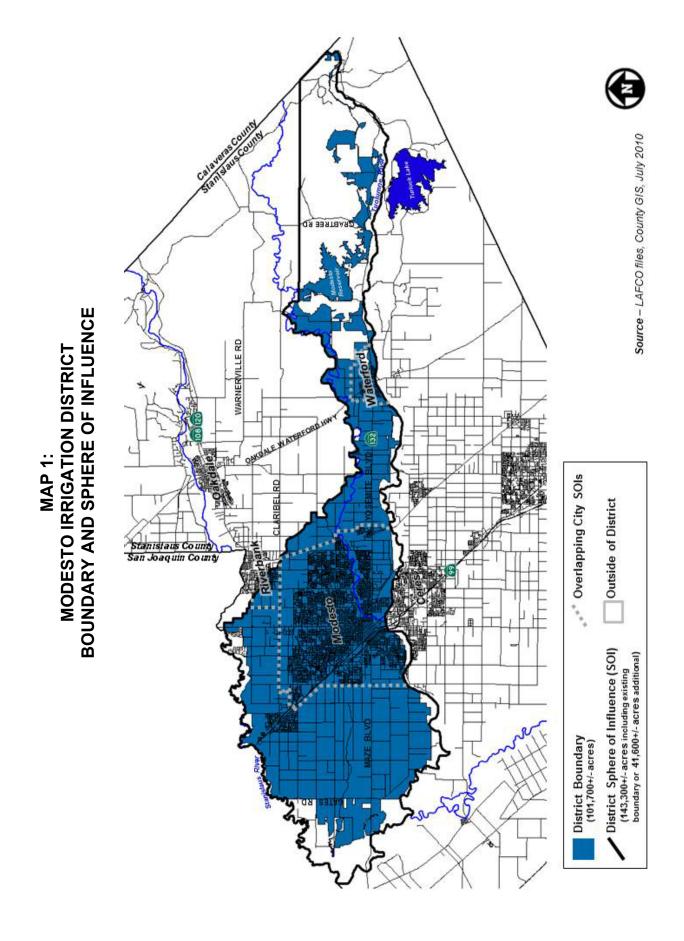
five geographic divisions of the District's boundaries

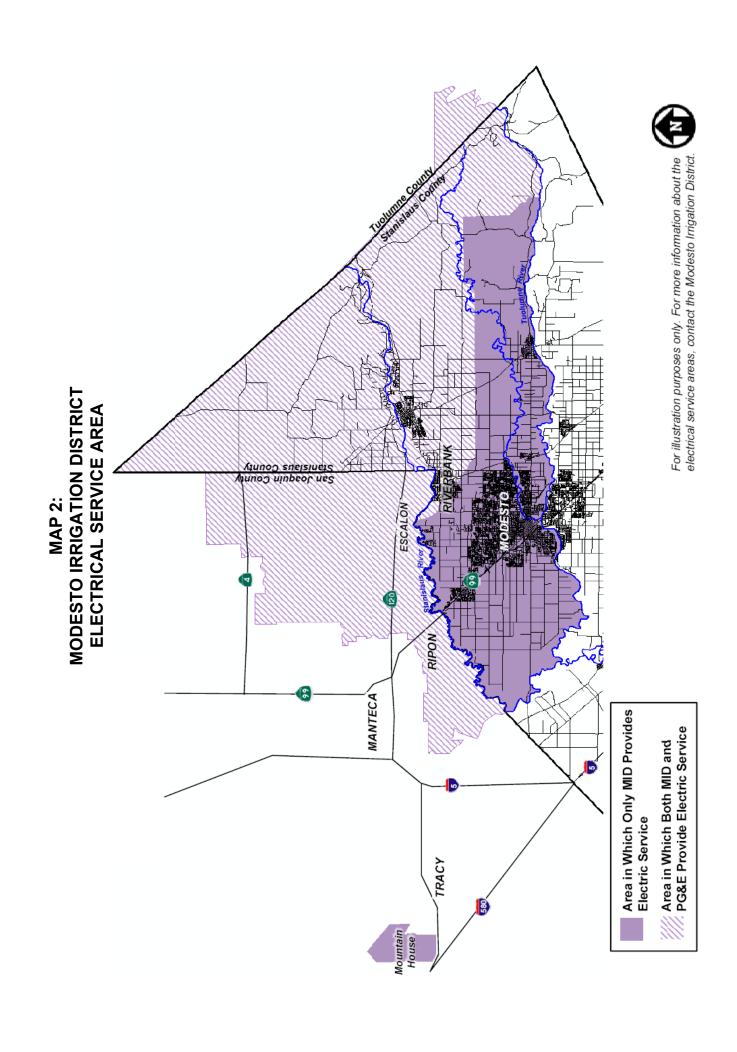
Administration: 458 employees

Adopted Budget: Calendar Year 2022: \$139,238,436

Revenue Sources: Power sales (residential, commercial and industrial), wholesale power,

domestic water, irrigation water, and interest earnings





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