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CITY OF MODESTO

SPHERE OF INFLUENCE PLAN,
MASTER SERVICES ELEMENT, AND
MUNICIPAL SERVICES REVIEW

Prepared for:

The Stanislaus Local Agency Formation Commission

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EXECUTIVE SUMMARY

The City of Modesto Sphere of Influence (SOI) totals 35,834 acres consisting of 23,200 acres located within the City limits and 12,634 acres in the unincorporated area. Development in the SOI is anticipated to increase the City's population from the current 206,200 to a total of approximately 400,000 by the year 2025 within the General Plan area. The current SOI excludes the community of Salida, and the Beckwith/Dakota and Kiernan/Carver North Comprehensive Planning Districts (CPDs), which are within the broader City General Plan area. The City provides a full range of services to its residents, and will be the primary provider to newly-annexed areas as summarized in **Table 1**. Infrastructure requirements to accommodate future development are shown in **Table 2**.

The City has adequate capacity to serve existing development within its boundaries, and is engaged in ongoing efforts to replace aging infrastructure and upgrade its services. Future development will require the extension of services and infrastructure. The City has policies and programs in place to provide for the financing of needed improvements consistent with the timing of new development, as described in **Chapter II** related to growth and annexation policies, and in the Master Services Element (MSE) in **Chapter III** and service evaluation in **Chapter IV**. Financing mechanisms include developer construction and funding, assessments, utility rates and charges, State and Federal grants, and General Fund resources.

The ability for the City to effectively serve existing and future development, and opportunities for improvements, are described in **Chapter V** which includes Municipal Service Review (MSR) determinations.

WATER

The City is addressing both current and future water service issues through its ongoing planning process. Various solutions to mitigate water quality issues currently experienced in certain areas of the City are being explored, including a range of capital improvements and treatment options. The acquisition of additional water supplies will be required to serve future development at buildout. The City is identifying opportunities to increase future water supplies through a variety of means, including increased conservation, additional sources, and additional treatment options. An aggressive water conservation program has already been implemented, and demonstrates promising measurable savings. The City is in the process of completing a Hydraulic Model of the water system and plans to develop a Water Master Plan.

Table 1
Summary of Existing and Proposed Services and Providers
City of Modesto

Service	Providers Serving Modesto SOI		Proposed Providers upon Annexation
	Existing Providers Outside City Limits	Existing Providers Serving Kaiser/Cornerstone	
Government (including land use planning, finance, administration, public works, etc.)	County of Stanislaus	County of Stanislaus	City of Modesto
Water	City of Modesto serves some unincorporated areas; other existing residences served by non-City groundwater wells. Modesto Irrigation District serves ag water needs	Existing residences served by non-City groundwater wells.	City of Modesto Municipal Water System
Wastewater collection and treatment	City of Modesto serves some unincorporated areas; existing buildings currently served by septic tanks	Existing buildings currently served by septic tanks	City of Modesto Municipal Sewer District No.1
Storm water drainage	County of Stanislaus, funding from CSA 7, CSA 8, and CSA 20	None: storm water drains to perimeter ditches and does not leave site.	On-site improvements responsibility of developer; runoff will not enter City storm drainage system
Roads, Circulation	County of Stanislaus (funding for street lighting in certain areas from dependent special districts)	County of Stanislaus (funding for street lighting in certain areas from dependent special districts)	City of Modesto
Police	Stanislaus County Sheriff and Modesto Area Office of the California Highway Patrol	Stanislaus County Sheriff and Modesto Area Office of the California Highway Patrol	City of Modesto Police Department, CHP patrols along state routes and county highways
Fire	Salida FPD Burbank/Paradise FPD Industrial, Woodland, Stanislaus Consolidated Fire Districts	Salida FPD	City of Modesto Fire Department
Solid Waste	Various private providers	Bertolotti Disposal	Gliton Solid Waste
Parks and Recreation	Stanislaus County	Stanislaus County	City of Modesto
Schools	Several School Districts	Stanislaus Union School District (elementary) Modesto City School District (high school)	No change
Mosquito Abatement	Turlock Mosquito Abatement District Eastside Mosquito Abatement District	Eastside Mosquito Abatement District	No change
Health Care	None	None	None
Cemetery	None	None	None
Resource conservation	None	None	None
Telephone	Various private providers	Various private providers	No change
Electricity & Natural Gas	PG&E, MID	PG&E, MID	No change

Source: City of Modesto and Economic & Planning Systems, Inc.

Table 2
Summary of Service Provided by the City of Modesto and Capacities Needed to Serve Buildout of the Sphere of Influence
City of Modesto

Service	Current (2004) Capacity/ Level of Service within City Limits	Current (2004) Service within Sphere of Influence	Capacity Required to Serve Kaiser/Cornerstone	Capacity Required to Serve Sphere of Influence Buildout	Plan for Improvements/ Increased Capacity in Place?	Primary Funding Sources
Wastewater Collection	City of Modesto collects sewage from entire City, plus unincorporated community of Empire, northern portion of City of Ceres, and some other unincorporated islands within Modesto's S.O.I.	The Empire Sanitary District collects wastewater from the town of Empire, but it is transferred for treatment to the City of Modesto. Wastewater from the northern part of the City of Ceres is collected by Ceres and treated by the City of Modesto. Existing buildings on the Kaiser/Cornerstone site have private septic tanks.	New collection infrastructure to be funded by developer; City's 30-inch wastewater collection line on Bangs Ave. is sufficient	Wastewater system will need to accommodate an average daily dry weather flow of 72 mgd to accommodate projected General Plan buildout.	Modesto <i>Wastewater Master Plan 1995</i> , currently being updated	Developer, User fees
Wastewater Treatment	Treats an average of 27.8 mgd (dry weather flow) plus cannery waste at two treatment plants. Treatment capacity is 62.7 mgd.		No additional capacity is expected to be needed at wastewater treatment plant.		Modesto <i>Wastewater Master Plan 1995</i> , currently being updated	
Water Supply and Distribution	Modesto pumps 42,625 acre-feet per year from the Modesto and Turlock sub-basins. Surface water from MID is treated at the regional water treatment plant with capacity to treat 33,607 acre-feet per year.	Several communities outside Modesto's City limits are served by Modesto's water system, including Salida, Empire, Waterford, Hickman, Grayson, and Del Rio, plus portions of the cities of Ceres and Turlock. The Riverdale Park Tract Community Service Water District provides potable water to 160 connections southwest of the City limits. Existing buildings on the project site have private wells.	Total water demand from Kaiser/Cornerstone is estimated to be 670,000 gpd or 750 acre-feet per year. A new well will be constructed on project site.	Construction of Phase II of the water treatment plant will increase treatment capacity of surface water to 60 mgd. Additional sources of water could come from a combination of conversion of agricultural water to urban uses, new water treatment technologies, and increasing conversion and reuse.	Modesto 2000 <i>Urban Water Management Plan, Water Supply Assessment (WSA)</i> for the Kaiser Modesto Medical Center	Cost of water treatment plant expansion funded by the City (user fees).
Police	1.3 Sworn Officers per 1,000 residents with a response time ranging from 5.6 to 6.5 minutes.	The Modesto Police Dept. occasionally responds to calls for service outside City limits. The Sphere of Influence is also served by the Stanislaus County Sheriff's Dept. and law enforcement and traffic control is provided by California Highway Patrol.	The Kaiser Medical Center will hire its own security force. The Modesto Police Department estimates the addition of one sworn officer to respond to increased number of calls and traffic incidents, but no new expansion of facilities required.	The Modesto Police Department will need to expand both its staffing and its facilities to serve population growth at the desired ratio of 1.85 sworn officers per 1,000 population. The Police Dept. projects the need for an additional 373 employees by General Plan buildout.	2003 <i>Urban Area General Plan Community Services Element</i>	Modesto General Fund, Capital Facilities Fees
Fire	Modesto Fire Department maintains an ISO rating of 2.	Fire service outside City limits is provided by the Burbank/Paradise, Industrial, Woodland, and Stanislaus Consolidated Fire Districts and the Salida Fire Protection District (SFPD). The Kaiser/Cornerstone site is served by the SFPD with an ISO rating of 9.	City of Modesto expects completion of Fire Station No. 11 (fall of 2004), which will serve northwest area, including Kaiser/Cornerstone. Secondary service provided by Fire Station No. 6. Also, development will require fire pumps and a fire service pipeline to provide adequate water pressure for multi-story buildings.	The Modesto Fire Dept. will require new fire stations and an expanded staff to serve General Plan buildout.	2003 <i>Urban Area General Plan Community Services Element</i>	Modesto General Fund, Capital Facilities Fees
Storm Drainage	11,000 rockwells serve 2/3 of the City and positive storm drains serve the remainder. Pipeline drainage empties to Tuolumne River, Dry Creek, or MID canals.	Three County Service Areas (CSAs) provide storm drainage control within City limits, not including the Kaiser/Cornerstone project site. On-site stormwater runoff flows to perimeter drainage ditches; site is highly permeable vegetated soil surface and surrounded by raised roadbeds, so on-site runoff is minimized and contained and off-site runoff does not enter site.	Kaiser proposes to construct pervious asphalt pavements on surface parking areas; runoff would permeate to underlying soils. At Cornerstone, runoff would be collected and conveyed to percolation basin onsite; thus no runoff would leave project site and the project would not contribute additional runoff to downstream drainage facilities. Additionally, the Kaiser/Cornerstone project must consider the possibility of hazardous materials discharge.	Developers are required to prepare Stormwater Management Plans and to self-finance or establish a Community Facilities District to finance new stormwater infrastructure.	City of Modesto <i>Guidance Manual for New Development Stormwater Quality Control Measures</i> ("Guidance Manual")	Developers, special districts
Circulation	Modesto strives to maintain LOS D, but some streets, especially during rush hour, do not meet this standard. The City operates a bus system but as of yet lacks extensive bicycle/pedestrian/carpool facilities.	Currently mostly rural roads; few transit, bicycle or pedestrian facilities. Bus service by Modesto Area Express (MAX). Street lighting funded by County dependent special districts.	The City will need to widen and reconfigure various existing roads, adding left and right turn lanes and installing new intersections.	Individual developers are required to plan for and fund local streets and off-site minor collector streets. The City will need to complete improvements on expressways, arterials, major collectors, and intersections as development occurs. The City will also need to purchase new buses, construct public transit infrastructure, and construct carpooling and bicycle facilities.	Fehr & Peers <i>Transportation Impact Analysis for Kaiser Permanente Modesto Medical Center EIR</i> Feb 2004.	Capital Facilities Fees, gas taxes, grants, developer dedications

Source: City of Modesto and Economic & Planning Systems, Inc.

WASTEWATER COLLECTION AND TREATMENT

Current collection and treatment capacity is adequate to serve existing development. The City is undertaking several measures to improve capacity to serve projected growth, including the segregation of cannery wastewater flows and the acquisition of additional land for disposal purposes. Additionally, the City is exploring technological measures to improve effluent discharge quality and increase wastewater reclamation. Developers are expected to fund the construction of required sewer infrastructure improvements. The City is also in the process of updating its Wastewater Master Plan.

STORM DRAINAGE

The City maintains infrastructure to discharge storm water runoff, and is currently preparing a Storm Drain Master Plan. The City requires that new development projects follow the New Development Water Quality Control Guidelines, and develop and implement Stormwater Management Plans, which must provide for a regular street sweeping program, a hazardous materials storage, spill prevention and response plan, and a pavement inspection and repair program. New developments must either develop a self-funding program or establish a Community Facilities District to fund new stormwater infrastructure.

CIRCULATION

The City maintains approximately 650 miles of streets. The City's General Plan requires a Level of Service D; however some Modesto streets do not meet this standard at peak periods. The City has identified \$5 million of deficiencies, which it intends to fund through State and Federal funds, and a component of County sales tax. New streets to serve new development will be funded through developer construction and the Capital Facilities Fees. New interchanges and freeway projects will be developed through additional funds from Regional, State, and Federal sources.

FIRE PROTECTION

The City of Modesto provides fire protection within its boundaries, and will be responsible for serving annexed areas that are currently the responsibility of other fire protection districts in the SOL. New stations and equipment will be required to serve additional development; these costs will be funded through the City's Capital Facilities Fees.

POLICE PROTECTION

The City of Modesto provides police services, and will expand services to newly annexed areas. The City strives to maintain a standard of 1.85 sworn officers per 1,000 residents. Additional capital costs associated with providing this level of service to new development will be funded by Capital Facilities Fees.

PARKS AND RECREATION

The City of Modesto manages parks, open space, community centers, pools, sports centers and other recreational resources. General Plan requirements call for 3 acres of park per 1,000 population. Currently, the City falls short of meeting this standard for existing residents. Additional facilities required to meet this standard for new development will be funded by the Capital Facilities Fees.

I. INTRODUCTION

Stanislaus LAFCO's policies and procedures, which conform to the requirements of California's Government Code, require the preparation of a Sphere of Influence (SOI) Plan and a Master Services Element (MSE) for each sphere of influence in the County. In addition, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, which amended the Government Code, requires the preparation of a Municipal Service Review (MSR) prior to approval of any changes to an SOI (Government Code 56425 et. Seq.)

A primary purpose of the MSE and the MSR is to document the agency's capacity to provide services to current and future development within its SOI. This information is intended to assist LAFCO in establishing an agency's SOI and in the consideration of proposals affecting the agency.

This document describes the City of Modesto's policies related to annexation of lands within its SOI in **Chapter II**. A summary of the components of the MSE are provided in **Chapter III**. The adequacy of infrastructure and services to meet the needs of current and future populations and new development are documented in **Chapter IV**. Municipal Service Review determinations for the City of Modesto are included in **Chapter V**.

This document is intended provide the MSE and MSR documents required by LAFCO, and to assist LAFCO in evaluating the City-initiated amendment to its SOI as a part of the proposed Kaiser Modesto Medical Center/Cornerstone Business Park development.

II. CITY OF MODESTO URBAN GENERAL PLAN AND SPHERE OF INFLUENCE PLAN

CURRENT SPHERE OF INFLUENCE

The City of Modesto's existing city limits encompass 23,200 acres¹, or 33.79 square miles. The City's Sphere of Influence ("SOI"), which was originally established by LAFCO in 1984, includes approximately an additional 12,634 acres², as shown in **Map A**. All of the lands in the Sphere, with the exception of the Beard Industrial areas, south of Yosemite Boulevard, are designated in the "primary"³ area of influence. Existing and future development within the SOI are described in greater detail below.

Following an update to the Modesto Urban Area General Plan in 1995⁴, an amended SOI was adopted by LAFCO in 1996⁵. At that time, LAFCO approved the expansion of the SOI to add an additional 960 acres to the City's SOI. LAFCO excluded a 6,840-acre area that was requested to be added to the SOI; the excluded area comprised agricultural lands and the unincorporated community of Salida that are included within the General Plan area.

PROPOSED SPHERE OF INFLUENCE AMENDMENT

The Kaiser Modesto Medical Center/Cornerstone Business Park will require an amendment to the City's current SOI to provide for its annexation to the City. The amendment would add approximately 88 acres to the existing SOI⁶.

PRESENT AND PROPOSED LAND USES

Table 3 shows forecasts of population, housing units, and employment based on projections prepared for the Community Facilities Fee⁷ (excludes community of Salida).

¹ LAFCO Records

² Ibid.

³ The "primary area of influence", according to LAFCO, is "...the area around a local agency within which territory is eligible for annexation and the extension of urban services within a 0-10 year period" (Stanislaus LAFCO Policies and Procedures Manual). The "secondary sphere of influence" includes the remaining territory which "...is eligible for annexation and the extension of urban services within a twenty year period."

⁴ Modesto Ordinance 95-409, 8/15/95

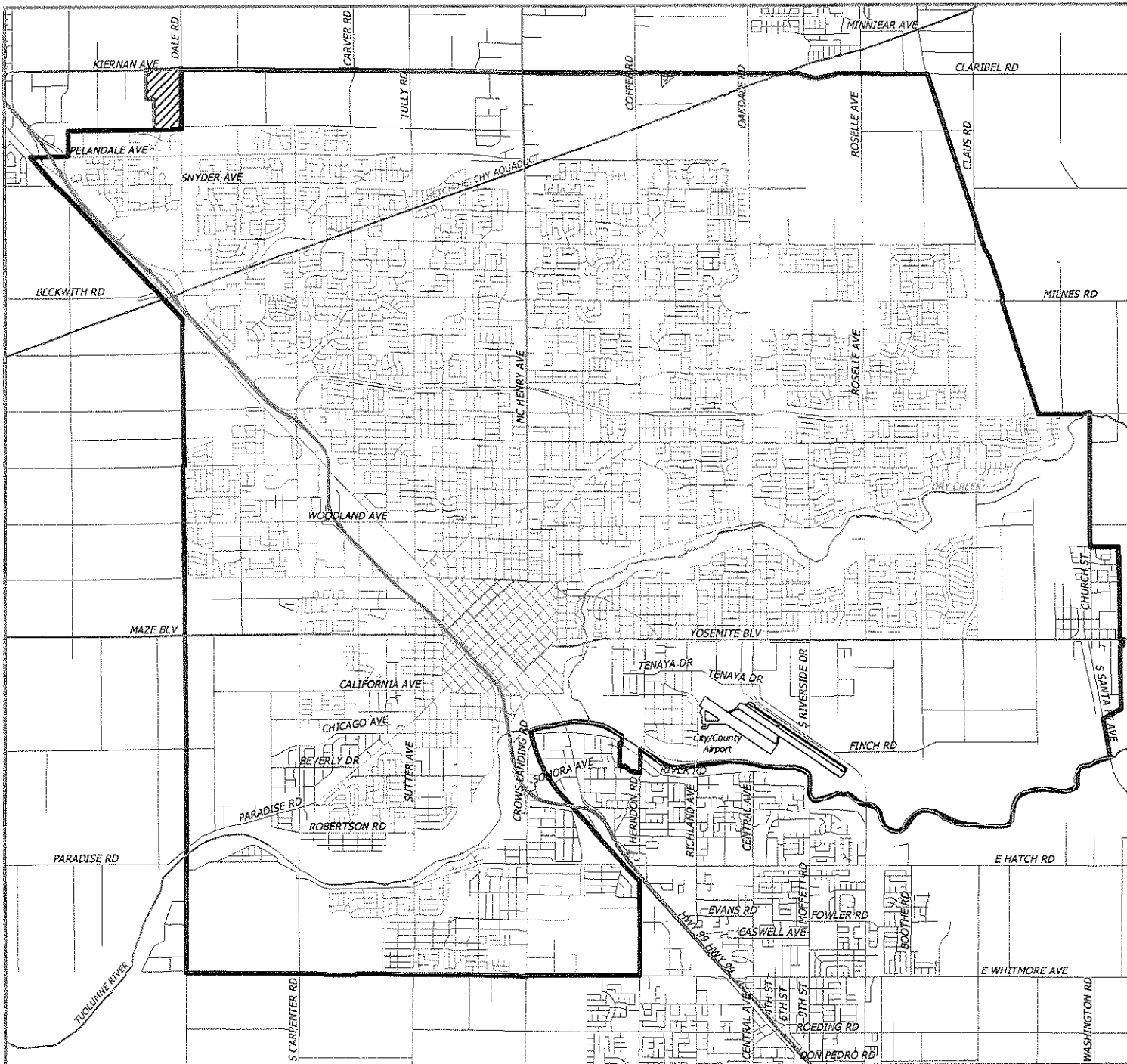
⁵ LAFCO Resolution 96-02, 2/28/96




⁶ Kaiser Modesto Medical Center/Cornerstone Business Park Project Draft EIR 3/26/04 pg.III-1.

⁷ Town Hall Services, Modesto CFF Documentation, 6/3/03

Map A

City of Modesto Sphere of Influence



-  City of Modesto Sphere of Influence
-  Proposed Sphere of Influence Amendment
-  City of Modesto Incorporated Area

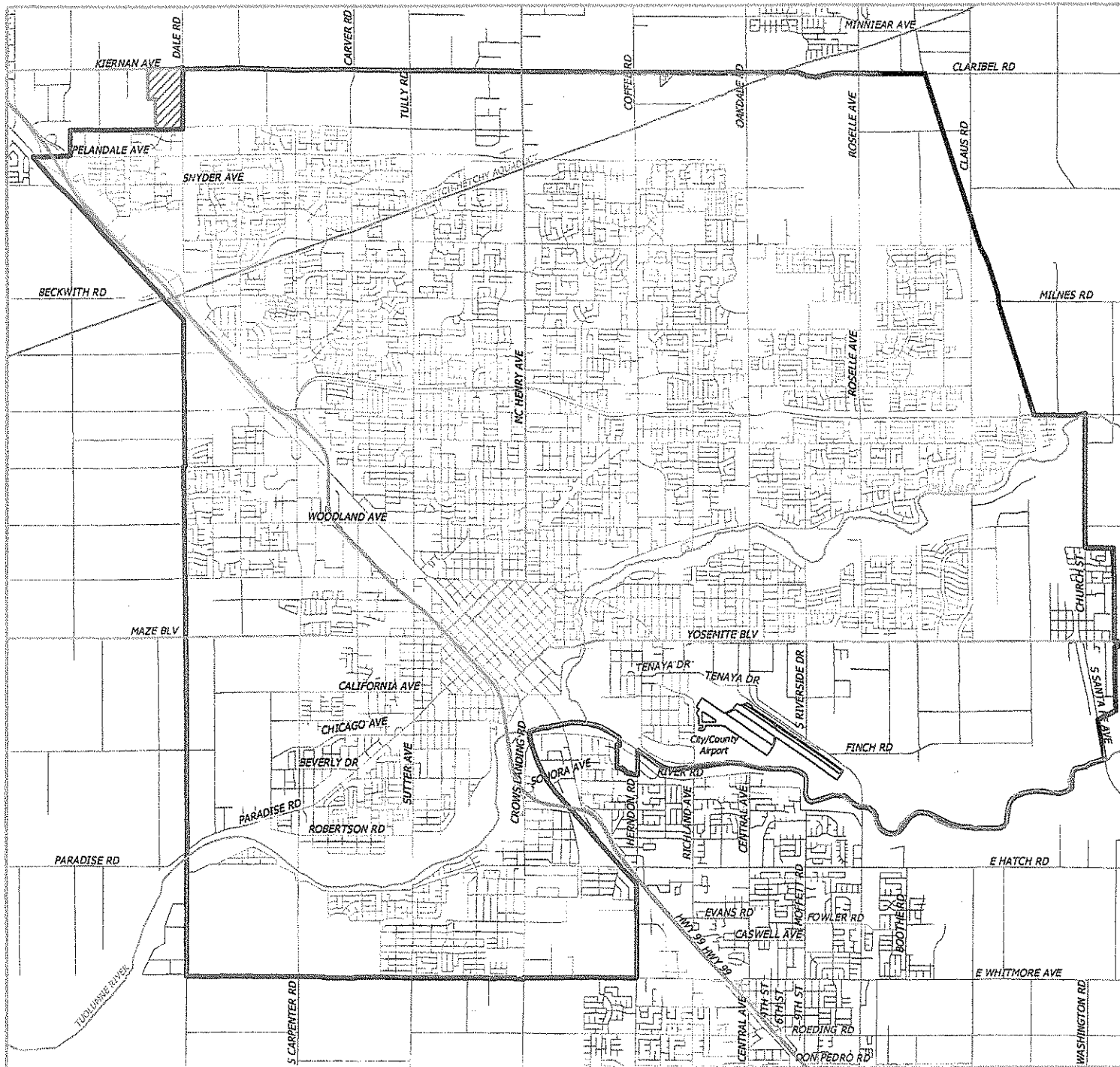





June 25, 2004



Map A

City of Modesto Sphere of Influence



-  City of Modesto Sphere of Influence
-  Proposed Sphere of Influence Amendment
-  City of Modesto Incorporated Area



June 25, 2004



**Table 3
Population, Housing and Employment within Sphere of Influence
City of Modesto**

	Existing	New Development	Buildout Total
Incorporated Area (1)			
Residents	206,200		
Housing Units	72,017		
Employees	70,898		
Unincorporated (2)			
Residents	29,900		
Housing Units	9,000		
Employees	30,756		
TOTAL			
Residents (3)	236,100	163,900	400,000
Housing Units	81,017	58,683	139,700
Employees (4)	101,654	192,267	293,921

Note: It is assumed that all existing unincorporated areas will be annexed at buildout, so new development and buildout projections are forecasted for incorporated land only.

(1) Existing population and housing figures for the incorporated area are from California Dept. of Finance.

(2) Existing development in unincorporated area from Modesto CFF Documentation, 6/3/03, Table II-2

(3) The Buildout total for population is from the Master EIR. The Housing unit total at buildout is extrapolated from an average persons per household rate of 2.86.

(4) Projections of employees from Modesto CFF Documentation, 6/3/03, Table II-5

The 88-acre Kaiser Modesto Medical Center/Cornerstone Business Park Project will include 1,270,000 square feet of new development associated with the Medical Center. The Medical Center will be developed in three phases over approximately 25 years. The Business Park will include 400,000 square feet of professional and medical office uses developed from about 2004 through 2008.⁸

FUTURE CITY ANNEXATIONS AND BOUNDARIES

LAFCO's Policies and Procedures Manual require that a Sphere of Influence Plan depict logical and contiguous incremental City boundaries. The City of Modesto has adopted policies and procedures for logical and contiguous incremental annexations; those policies set forth the criteria for determining the need and rationale for periodic annexations. This section describes the City's urban growth policy review process, and indicates the direction and timing of future annexations.

The precise timing of annexation of specific properties depends upon a number of factors, including the absorption and development of land within existing City boundaries, timing and availability of infrastructure funding and construction, requirements to meet the City's Regional Housing Needs Allocation, as identified in the Adopted Housing Element, City economic development priorities, and landowner willingness and interest.

The Modesto Urban Area General Plan "Community Growth Strategy" calls for a review of the growth trends in the Modesto Urban Area on a periodic basis; the most recent review⁹ occurred in 2003, subsequent to a 2001 review. The Review process includes:

- Estimation of the land within the City limits available for urban development;
- Estimation of the land needed for residential, commercial and industrial development in the next five years to determine whether there is a deficit in the land available for development; and
- Identification of alternatives for providing additional land for development, if additional land is needed.






To help assure that urban development occurs in a comprehensively planned manner, the City has established "Comprehensive Planning Districts" (CPDs), shown in **Map B**. These Districts represent 7,332 acres in the SOI; after deducting Williamson Act lands, 6,231 net acres are available for addition to the developable land inventory.

⁸ Kaiser Modesto Medical Center/Cornerstone Business Park Project Draft EIR 3/26/04 pg.III-8 and III-12; the Medical Center would also include 155,000 gross square feet of parking garage space.

⁹ City of Modesto, 2003 Urban Growth Policy Review Report, Community & Economic Development Dept., July 2003

Map B

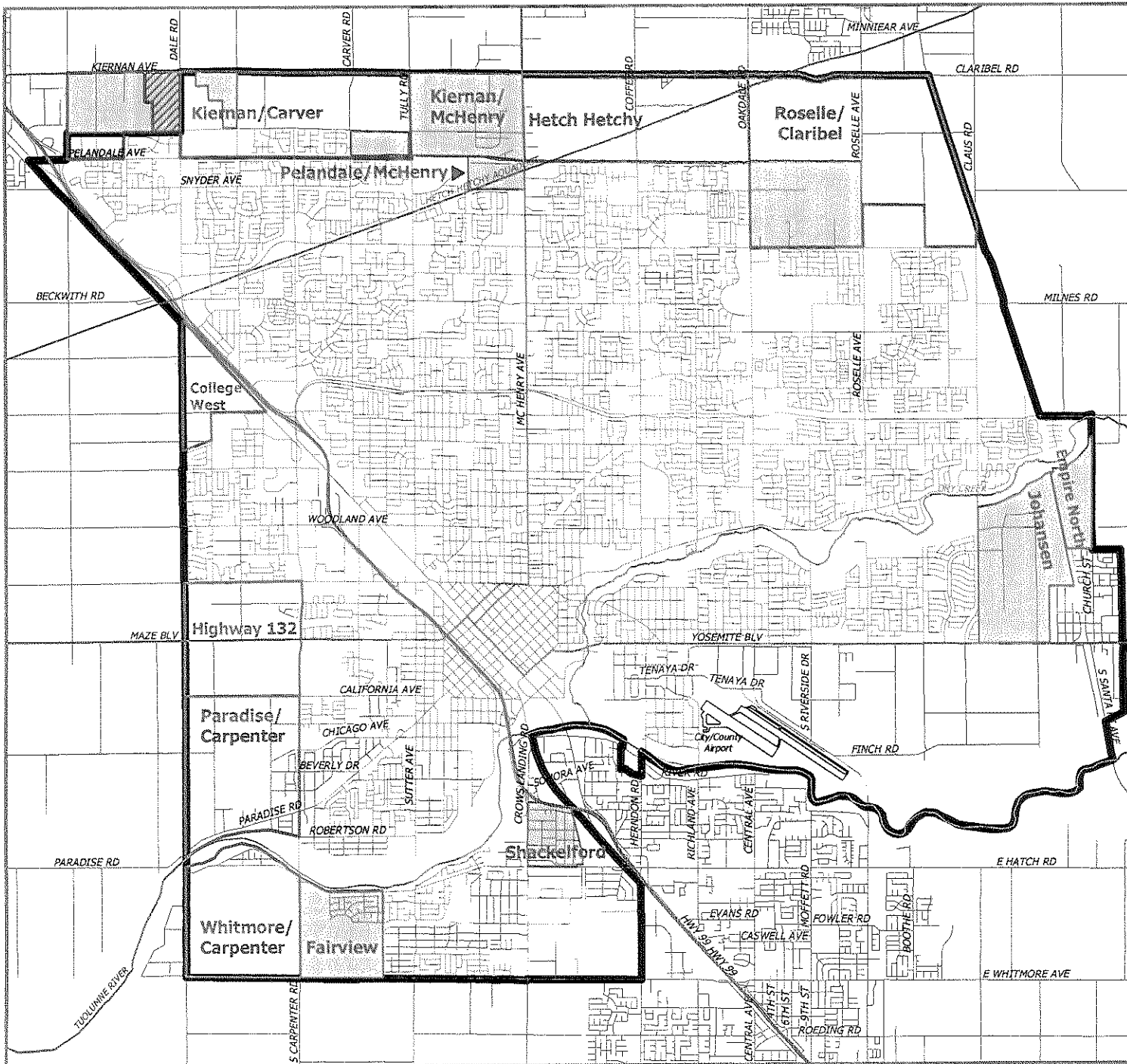
City of Modesto Comprehensive Planning Districts (CPD)*

-  Areas With Measure M Vote
-  CPD Areas
-  City of Modesto Sphere of Influence
-  Proposed Sphere of Influence Amendment
-  City of Modesto Incorporated Area

* Map illustrates CPDs in areas that are unincorporated.








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Map B

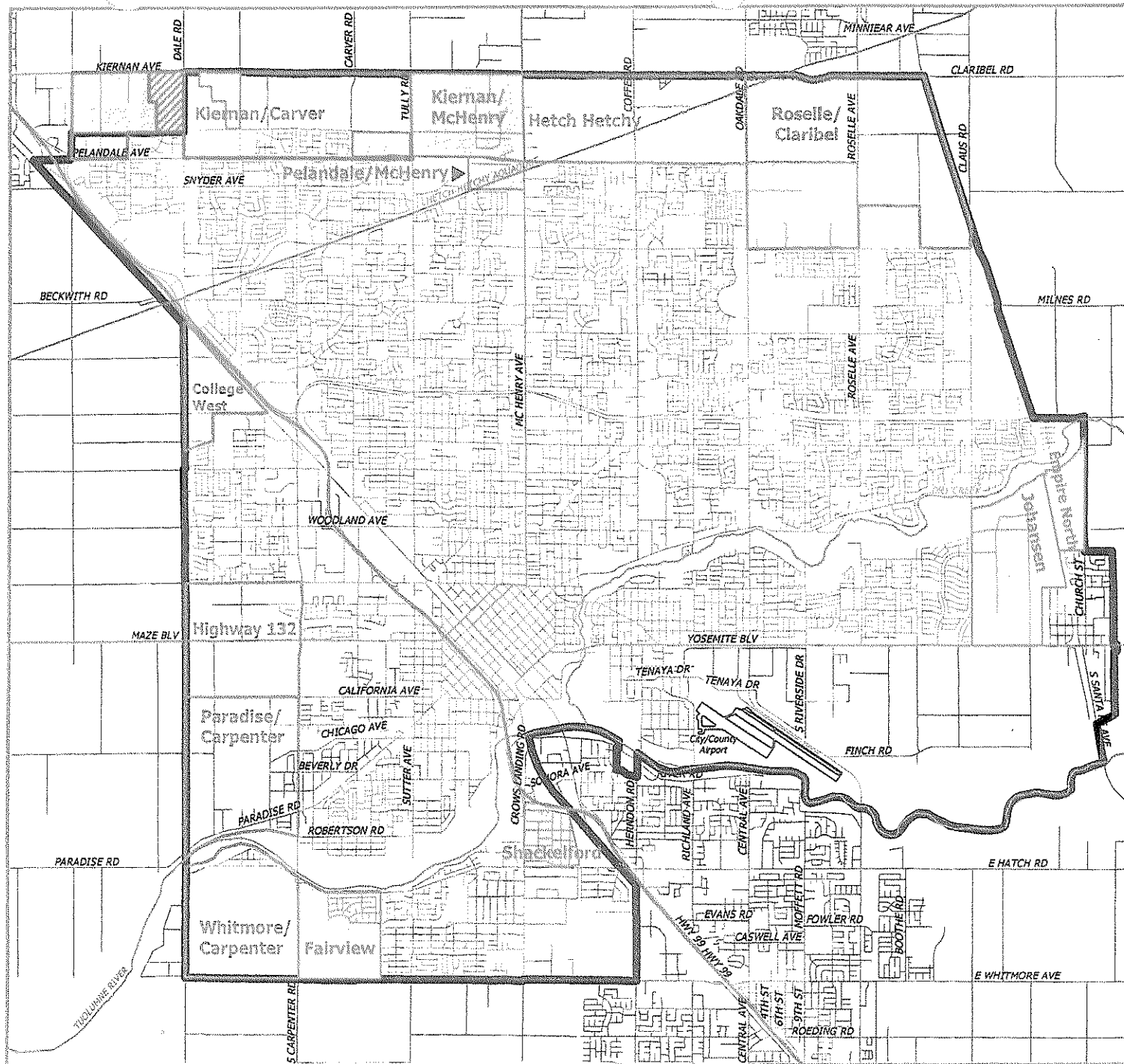
City of Modesto Comprehensive Planning Districts (CPD)*

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-  City of Modesto Incorporated Area

* Map illustrates CPDs in areas that are unincorporated.



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The Review evaluates the CPDs, and portions of the CPDs, for their ability to meet the need, if any, for additional land inventory; the Review also addresses the CPDs' ability to address other criteria such as the City's Housing Needs allocation and economic development objectives. Following is a summary of the status and potential progression of CPD development and annexation to the City.

- 1) The 2001 Survey recommended that the Roselle-Claribel CPD be added to the City's land inventory. The Roselle-Claribel CPD subsequently received an affirmative Measure M vote, which authorizes the expansion of sewer lines by the City. A Specific Plan is being developed for the area as it progresses through the entitlement process.
- 2) A portion of the Fairview CPD, in the southwestern area of the SOI, currently is within the City boundaries. The CPD has received an affirmative Measure M vote, and a Specific Plan was adopted in 1995. A Specific Plan Amendment is underway.
- 3) The 2001 Survey also recommended that the Johansen CPD be added to the City's land inventory. The 2003 Survey recommended that it be placed on the ballot for a Measure M vote. An affirmative vote occurred in November 2003. Property owner interest in development has been expressed, and a Concept Plan has been developed for the area, but a Specific Plan has not been initiated.
- 4) The 2003 Survey recommended that the Empire North CPD, which is adjacent to the Johansen CPD, be included in the sites inventory in order to help achieve the Regional Housing Needs Allocation. An affirmative Measure M vote occurred in November 2003. This area will be combined with the Johansen CPD area for land use planning purposes.
- 5) The 2003 Survey also indicated that a remainder of the Kiernan-Carver CPD could be considered for future annexation to provide additional residential land and to help accomplish the City's Regional Housing Needs Allocation. A portion of the CPD between Bangs Avenue, Pelandale Avenue, Carver Road and Tully Road has received Measure M approval and a Concept Plan has been developed.
- 6) The eventual development of the Kiernan-McHenry CPD, which is designated for Business Park and Regional Commercial uses, would be facilitated by the development of the Kiernan-Carver CPD described above, and by construction of the sewer trunk line through Kiernan-Carver. The Kiernan-McHenry CPD has received Measure M approval, and is contiguous to the Kiernan-Carver CPD.
- 7) Annexation of the Pelandale-McHenry CPD would logically occur in the same general time frame as the Kiernan-McHenry CPD in order to avoid creating an unincorporated island. This area is designated for Residential and Regional Commercial uses.

- 8) The Hetch-Hetchy CPD would be the next contiguous CPD following annexation and development of the Kiernan-McHenry CPD, and extension of the sewer trunk line. This area is designated for Village Residential and Regional Commercial uses.
- 9) Three CPDs in the southwestern corner of the SOI, the Highway 132 CPD, Paradise-Carpenter CPD, and Whitmore-Carpenter CPD are comprised largely of prime agricultural lands with Williamson Act contracts, and no land owner interest currently is apparent to change the areas' current status.
- 10) The College West CPD is well-situated for Business Park development, however, its status and timing are uncertain due to significant development costs associated with highway interchange improvements that would be necessary for development to occur.

The City's 2003 Survey also considered unincorporated island areas.¹⁰ Based on the 2001 Review, a number of areas were scheduled for, and received, Measure M votes. Subsequent sequencing of Measure M votes, and future annexation, are dependent on completion of negotiations with the County to address fiscal issues for the most substantial Infill Areas or logical groupings of such Areas.

SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST

The current SOI, in accordance with LAFCO findings in its 1996 adoption of Modesto SOI modifications, excludes areas determined to represent social and economic communities of interest. Those areas include the community of Salida, the Kiernan/Carver North CDP, and the Beckwith-Dakota CPD.

No social or economic community of interest exists in the area of the proposed SOI amendment associated with the Kaiser Modesto Medical Center/Cornerstone Business Park Project. The Project would result in the displacement of four existing residences in the project area, or about 12 residents.¹¹ The Draft EIR for the Project identified this impact as Less than Significant since the Project would not displace substantial numbers of people or housing units.

¹⁰ See Appendix A1 to the 2003 Urban Growth Policy Review Report for additional information concerning the unincorporated islands.

¹¹ Kaiser Modesto Medical Center/Cornerstone Business Park Project Draft EIR 3/26/04 pg. IV.M.8.

III. MASTER SERVICES ELEMENT (MSE)

Stanislaus LAFCO's Policies and Procedures Manual requires that a Master Services Element ("MSE") be prepared as a part of a Sphere of Influence Plan ("SOI Plan"). The purpose of the MSE is to demonstrate that "...the agency can provide adequate and efficient services to the areas included within the Agency's sphere".¹²

Table 1 shows the current provision of services to areas within the City and SOI, and the proposed provider to areas within the SOI following annexation. **Table 2** summarizes the public services and facilities provided by the City, their present capacities, and the capacities necessary to accommodate buildout of the City's SOI in accordance with its General Plan. Where applicable, **Table 2** also identifies the adopted and/or planned infrastructure master plan(s) and financing strategies that will enable services to be provided concurrently or in advance of annexation and development.

Chapter IV of this report describes each major service in detail, and contains information required for the MSE. Specific content of the MSE includes the following:

LOCATION AND CAPACITY OF EXISTING AND PROPOSED FACILITIES

Chapter IV describes current facilities, as well as proposed facilities. Where applicable, references are made to master plan documents that provide additional detail.

DESCRIPTION AND NATURE OF EACH SERVICE PROVIDED

Each service is described in **Chapter IV**, including major facilities and capacities, service delivery issues, and regulatory concerns affecting services.

PRESENT SERVICE LEVELS

The City currently provides an adequate level of infrastructure and public services to meet current needs within its boundaries, as described in greater detail in the subsequent chapter. Specific measures, which differ for each service, are also identified.

¹² Stanislaus LAFCO, Policies and Procedures Manual pg. 6

ANTICIPATED SERVICE LEVELS

The City anticipates a substantial increase in its population at buildout of its SOI, as described in **Chapter II**. The City has infrastructure plans in place and financing strategies to assure that current levels of service are maintained and/or improved for both existing as well as future residents. Future demands for services are noted in **Chapter IV**, and documented in individual Master Plans.

ACTIONS, IMPROVEMENTS, OR CONSTRUCTION NECESSARY TO REACH ANTICIPATED SERVICE LEVELS

The City's annexations are predicated upon its ability to provide adequate infrastructure in an efficient manner to annexation areas, as described in **Chapter II**. Specific infrastructure plans and programs are documented in **Chapter IV** and summarized in **Table 2**.

ESTIMATED FACILITY COSTS AND PROJECTED FUNDING SOURCES

Future facility requirements and estimated capital costs are described in **Chapter IV**, and summarized in **Table 4**. The City has established rates and fee programs to assure funding of required infrastructure and provision of services. These include utility rates and connection charges. The City has also implemented a Community Facilities Fee Program ("CFF") to fund a broad range of public facilities, including fire, police, parks and recreation, general government, air quality and transportation. The City also allocates General Fund monies towards capital improvement projects, as well as redevelopment tax increment funds.

ACTUAL AND PROJECTED COSTS OF SERVICES AND ALLOCATION OF COSTS

The City's rates and fee programs comply with State law which requires that infrastructure and service costs be fairly allocated in proportion to the demand for those facilities and services. **Table 5** summarizes the fees necessary to be collected from new development in order to fund the estimated cost for infrastructure required to serve new development. The precise amount of future fees will depend upon future adjustments to the fees to reflect changes in future demand estimates and the actual cost of infrastructure, and on the availability of other funding sources such as grants.

Table 4
Summary of Capital Facility Costs to Serve Buildout of SOI
City of Modesto

Category	Amount
Community Facilities (1)	
Fire	\$17,387,000
Police	56,714,000
Parks	194,227,000
General Government	32,347,000
Air Quality	<u>30,073,000</u>
Subtotal	\$330,748,000
Transportation (1)	
Streets	\$913,800,000
Public Transportation	<u>10,359,000</u>
Subtotal	\$924,159,000
TOTAL (funded by CFF)	\$1,254,907,000
Water (2)	
Treatment and Distribution	\$100,000,000
Supply	<i>no estimate avail.</i>
Wastewater (3)	\$81,694,000
Drainage (4)	\$92,072,000
TOTAL	\$1,528,673,000

(1) Source: Town Hall Services, Modesto CFF Documentation, 6/3/03, Table I-1

(2) This is the cost to upgrade the Water Treatment Plant, shared by MID and the City.

Source: City of Modesto, New Water Rates Memo to City Council, March 18, 2004 p. 2

(3) The City's Wastewater Master Plan is currently being updated. Until it is completed, the City has planned for capital improvements through FY 12-13.

Source: City of Modesto Capital Improvement Program, FY 03-04 through FY 12-13.

(4) The City's Stormwater Master Plan is currently being developed. Until it is completed, the City has planned for capital improvements through FY 12-13.

Source: City of Modesto Capital Improvement Program, FY 03-04 through FY 12-13.

Table 5
Summary of Infrastructure and Facilities Fees (1)
City of Modesto

Category	Single-Family Detached Home	Commercial and Industrial per 1,000 sqft
Community Facilities	\$6,622	\$276-\$644
Transportation	\$8,091	\$3,150-\$12,267
Administration	\$221	\$51-132

(1) Additional fees are charged for sewer and water connections and vary based on lot size, length of linear frontage, meter size, and other factors. These rates are available from the City's Engineering and Transportation Division.

Source: Town Hall Services, Modesto CFF Documentation, 6/3/03, Table I-1

Current community facilities and transportation infrastructure deficiencies are estimated to cost \$200 million, which will need to be funded from sources other than developer mitigation.¹³ Funding sources for existing deficiencies include General Fund allocations to capital improvements, grants, and potential future sales tax dedicated to transportation improvements.

¹³ Town Hall Services, Modesto CFF Documentation, 6/3/03, pg. I-11

IV. PRESENT CAPACITY AND PROBABLE FUTURE PROVISION OF PUBLIC FACILITIES AND SERVICES

OVERVIEW

The City of Modesto provides a broad range of public services and infrastructure to its residents. These services would be extended to serve future areas annexed to the City.

The City currently has adequate capacity to serve existing development within its boundaries. Future demands for infrastructure improvements and additional services will be funded in a variety of ways, including developer funding and construction, bonds supported by utility rates, General Fund contributions towards capital improvements, and State and Federal grants. Operating costs will be funded through utility rates, assessments, and General Fund revenues.

The following sections describe current service levels and capacity within the City, as well as within its SOI, and identify future services and infrastructure necessary to serve development within future annexation areas.

WATER SUPPLY

EXISTING WATER SERVICES

The City of Modesto's Municipal Water System covers the entire City of Modesto and several unincorporated locations in the surrounding area, including Salida, Empire, Waterford, Hickman, Grayson, and Del Rio in Stanislaus County, and portions of Ceres and small areas within the City of Turlock. The vast majority (72 percent) of these connections are unmetered single-family residential.¹⁴

In 2000, the Modesto Water System supplied approximately 72,840 acre-feet of water to approximately 250,000 residential and non-residential users. Together, groundwater and surface water sources have a supply capacity of 83,819 acre-feet of water.¹⁵ The existing production capacity exceeds the existing average demand of 72,840 acre-feet by about 11,000 acre-feet.¹⁶

¹⁴ Dept. of Water Resources "Public Water System Statistics." 2002

¹⁵ Modesto 2000 Urban Water Management Plan, p. 11

¹⁶ Modesto 2000 Urban Water Management Plan, p. 3

The total combined municipal safe yield of the Modesto and Turlock Subbasins is 50,000 acre-feet per year.¹⁷ The City of Modesto is allocated the largest portion of this yield, 43,537 acre-feet per year¹⁸, which amounts to sixty percent of Modesto's water.¹⁹ Groundwater is produced by 87 active City owned and operated wells.²⁰ The City monitors water quality, treats water as necessary at the well-head, and chlorinates water after it has entered the system. Each city well, which range in age from 1 to 82 years, has its own Department of Health Services permit.²¹

As outlying agricultural land is converted to residential use and surface water use increases, groundwater supplies are expected to increase because agricultural activities will no longer use groundwater for irrigation purposes. On the other hand, the safe yield of the groundwater basins may decrease in the future due to increasingly stringent water quality regulations on commonly found elements in Central Valley water such as nitrates, iron, manganese, uranium, radon, and arsenic.²² For example, arsenic regulations will be changing in 2006 and the City estimates that 48 of its wells are currently above the new proposed standard of 5 ppm.²³ Wellhead treatment is very costly, and the City may decide to replace the lost volume of groundwater with additional supplies from other sources.

The remainder of the City's water is surface water purchased from the Modesto Irrigation District (MID). Surface water is treated at the Modesto Regional Water Treatment Plant, which currently has the capacity to treat approximately 30 million gallons per day, or 33,607 acre-feet of water. Treated water is stored in 7 water tanks.

Modesto has an aggressive water conservation program that was implemented over 10 years ago. The conservation program implements 14 best management practices, and includes an education program for water users, watering restrictions, and prohibition of water waste. There is evidence that the conservation program is effective and that it has achieved measurable savings.²⁴

The City has experienced water quality problems in South Modesto and is exploring options including wellhead treatment, infrastructure rehabilitation, and alternative water sources for the area.²⁵ In this area and others, Modesto has recognized \$51.2 million in necessary capital improvements to water facilities within the City and its

¹⁷ An acre-foot of water is the amount of water necessary to cover one acre of land with one foot of water, approximately 325,872 gallons. The safe yield is the amount of water that can be extracted without threatening to deplete the groundwater basin.

¹⁸ Wong, Will. E-mail communication, 7/8/04.

¹⁹ Modesto 2000 Urban Water Management Plan, p. 3

²⁰ The City has a total number of 108 wells in the water system, but not all are active. Wong, Will. E-mail communication, 7/8/04.

²¹ MSR Service Provider Supplement, City of Modesto Capital Planning, p. 5

²² Modesto 2000 Urban Water Management Plan, p. 3

²³ City of Modesto Water Rate Presentation to City Council, March 23, 2004.

²⁴ Kaiser/Cornerstone Draft EIR IV.L.5

²⁵ MSR Service Provider Supplement, City of Modesto Capital Planning, p. 5

water service areas over the next five years. These capital needs include additional storage tanks, pipeline replacements and upgrades, new wells, wellhead treatment and other projects.²⁶ Also in the City's CIP are plans for water main extensions into developing areas.²⁷

Current water rates are inadequate to support the necessary capital improvement projects or the upgrade to the treatment plant, which will be required to serve future growth (see section below). Modesto serves customers in three different rate zones and charges a monthly flat rate.²⁸ The same rates have been effect since 1994, except for a fifteen percent increase in Zone 3 in 1998 and five percent decrease in Zone 1 in 2000. The table below shows typical monthly water rates for a 6,000 square foot residential lot.²⁹

Zone 1	\$20.60
Zone 2	\$28.58
Zone 3	\$18.20

Although Modesto water rates were comparable to nearby cities in 1997, Modesto water rates are now low compared to Stockton, Tracy, Merced and Sacramento. Water rates in comparable cities are shown below.³⁰

Average Monthly Water Bill	1997	% Change	2003
Stockton	\$21.88	27%	\$30.00
Modesto	\$21.68	-5%	\$20.60
Tracy	\$19.85	40%	\$32.90
Merced	\$17.78	18%	\$21.75
Sacramento	\$14.14	41%	\$24.00
Turlock	\$13.60	5%	\$14.30
Fresno	\$12.11	14%	\$14.13

Rate increases have been recommended to fund capital improvements and to build an adequate reserve for the issuance of a new bond to fund the Water Treatment Plant upgrade. The recommendations are for a 35% increase in FY 04-05, and a 30% increase

²⁶ New Water Rates Memo, March 18, 2004 p. 2-3

²⁷ MSR Service Provider Supplement, City of Modesto Capital Planning, p. 8

²⁸ However, metered connections for non-residential users are charged based on usage. MSR Service Provider Supplement, City of Modesto Capital Planning, p. 12

²⁹ Source: City of Modesto Water Rate Presentation to City Council, March 23, 2004.

³⁰ Source: City of Modesto Water Rate Presentation to City Council, March 23, 2004.

in the two following fiscal years, and a 5% increase in the fourth and fifth years.³¹ The table below shows the estimate of proposed monthly water bills for the average flat-rate customer (6,000 square foot residential lot) over the next five years.³²

		Year 1	Year 2	Year 3	Year 4	Year 5
	03-04	04-05	05-06	06-07	07-08	08-09
Zone 1	\$20.60	\$27.81	\$36.15	\$47.00	\$49.35	\$51.82
Zone 2	\$28.58	\$38.58	\$50.16	\$65.21	\$68.47	\$71.89
Zone 3	\$18.20	\$24.57	\$31.94	\$41.52	\$43.60	\$45.78

WATER SERVICE OUTSIDE CITY LIMITS

As noted above, the Modesto Water System serves many communities, including Del Rio, Grayson, Salida, Empire, Hickman, and the City of Waterford and areas of Turlock and Ceres. The service areas are shown on **Map C**.³³

The Modesto Irrigation District (MID) serves agricultural water needs in approximately 160 square miles within Stanislaus County, 61,900 acres of which are under irrigation. MID provides 182,000 acre-feet of raw water per year to 3,135 accounts, in addition to the 33,602 acre-feet of water per year, treated at the Water Treatment Plant, to the City of Modesto.

The Riverdale Park Tract Community Service Water District is an independent special district that provides potable water to 160 connections in the Riverdale Park Tract, southwest of the City on the Tuolumne River.³⁴ The District operates a groundwater well and storage tanks, with back-up water provision from the City of Modesto. In the future, this area may be annexed to Modesto and water service will be transferred to the City's water system.³⁵

Many water users outside the City have private wells. The residential buildings on the proposed project site receive water from private wells. The wells currently on the proposed project site may be affected by increased levels of pollutants entering the groundwater basin upon construction of the Kaiser/Cornerstone project. These wells will probably be either abandoned in compliance with the California Department of Water Resources, or inspected and sealed to prevent infiltration of water-borne contaminants.³⁶

³¹ New Water Rates Memo, March 18, 2004 p. 5

³² Source: City of Modesto Water Rate Presentation to City Council, March 23, 2004.

³³ City of Modesto and Vicinity Water Map: Service Areas and Wells. Compass Maps 1996.

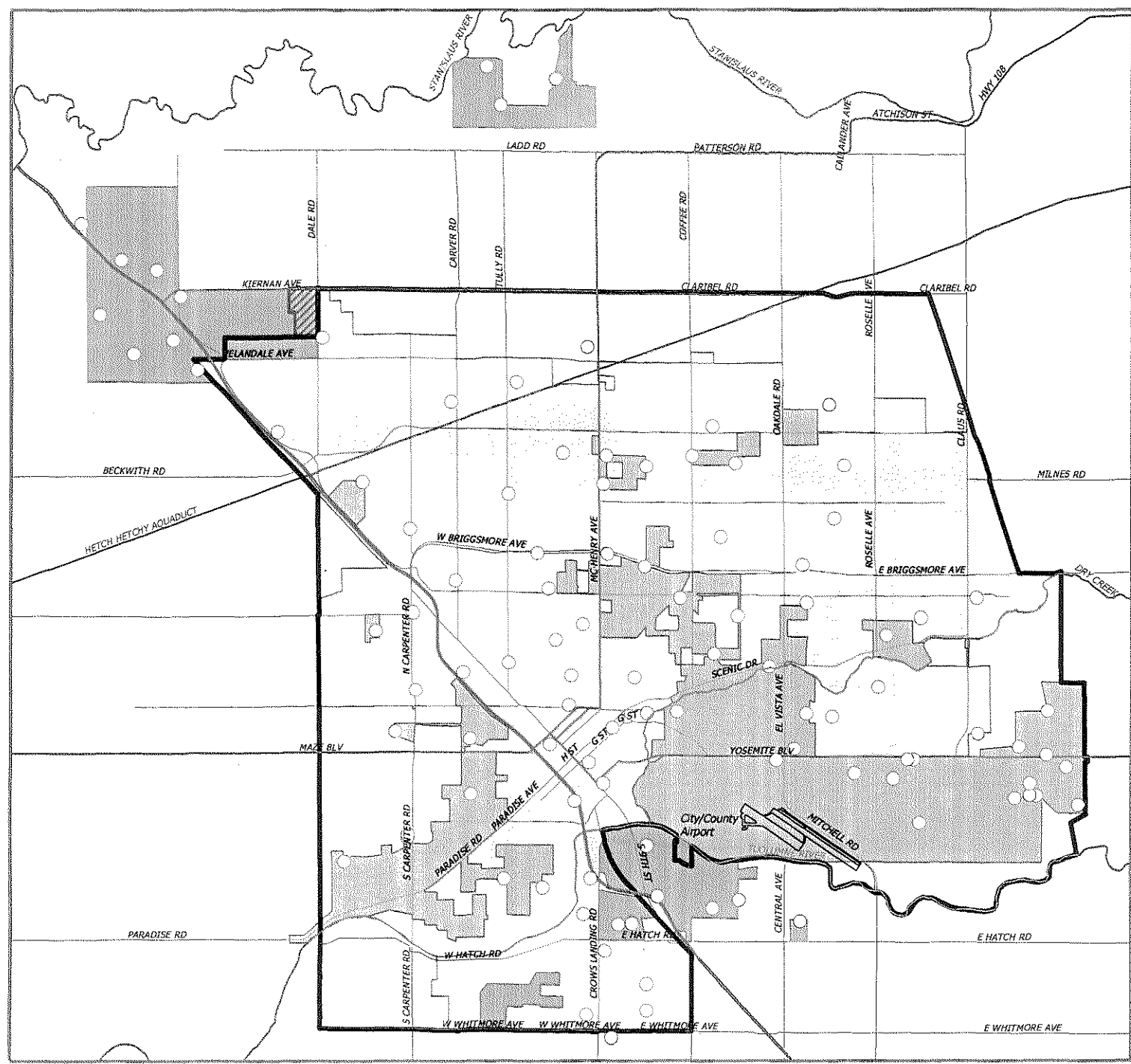
³⁴ City of Modesto and Vicinity Water Map: Service Areas and Wells. Compass Maps 1996.







³⁵ MSR Service Provider Supplement, Riverdale Park Tract Community Services Water District

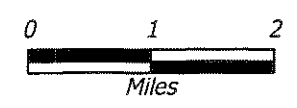
³⁶ Kaiser/Cornerstone Draft EIR IV.I.12

Map C

City of Modesto Existing Water System Service Area



-  Service Zone 1
-  Service Zone 2
-  Service Zone 3
-  Water Well
-  City of Modesto Sphere of Influence
-  Proposed Sphere of Influence Amendment



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PROPOSED SERVICES TO SPHERE OF INFLUENCE

As water quality regulations become more stringent and if groundwater levels drop, the City may obtain additional water supplies from MID to serve future growth, replacing groundwater with surface water to avoid groundwater overdraft and to meet more stringent water quality standards. However, the availability of surface water varies greatly due to levels of rainfall and snowmelt. The City often experiences excess capacity in the winter months, and a reduction of capacity and pressure in high demand months.³⁷

Modesto's 2000 *Urban Water Management Plan* (UWMP) recommends the construction of Phase II of the Water Treatment Plant for an additional treatment capacity of 33,450 acre-feet of surface water per year. This would roughly double the supply of City drinking water from MID from 30 mgd to 60 mgd. This would increase the total amount of water to Modesto's service area to 117,425 acre-feet per year.³⁸ Completion of this project is expected in 2007. A preliminary estimate of the cost of the improvements to Modesto's water system is about \$100 million, split between MID and the City. MID's portion for Phase II of water treatment plant would be \$38-\$40 million, and the City's portion, including downstream distribution and delivery improvements, would be \$64 million.³⁹ This project will be funded by rate increases for water ratepayers connected to the City's utilities (not including outlying service areas).⁴⁰

However, the completion of Phase II of the Treatment Plant alone will not meet the total future projected demand for water. An additional 10,000 acre-feet of water will be required as early as 2010; 35,000 acre-feet by 2015; 45,000 acre-feet by 2020 and 60,000 acre-feet by 2025. These additional supplies will come from the conversion of agricultural water to urban water, the development of new groundwater sources and of new water treatment technologies, and increasing conservation and reuse.⁴¹ As of yet, the City lacks a specific plan for the acquisition and funding of future additional water supplies.

The City is currently completing a recycled water system feasibility study, and anticipates that the system could be developed and operating within 5 to 10 years. Already, the City's wastewater treatment plant supplies recycled water for irrigation on 3,000 acres of fodder and feed crops on City-owned land. Other opportunities for recycling water, including urban landscape irrigation, agricultural irrigation, wetland/wildlife habitat revitalization, industrial reuse, groundwater recharge, and outside water exchange, are being explored in the feasibility study.⁴² The City also

³⁷ MSR Service Provider Supplement, City of Modesto Capital Planning, p. 6

³⁸ Modesto 2000 Urban Water Management Plan, p. 11

³⁹ City of Modesto, New Water Rates Memo, March 18, 2004 p. 2

⁴⁰ MSR Service Provider Supplement, City of Modesto Capital Planning, p. 11-12

⁴¹ Modesto 2000 Urban Water Management Plan, p. 11

⁴² Modesto 2000 Urban Water Management Plan, p. 21

proposes to treat wastewater from surrounding communities⁴³ to secondary treatment levels or higher in order to increase the amount of non-potable water supply available to the City for reuse or exchange with outside water agencies. The development of a comprehensive recycled water program could offset the future demand for potable water by providing recycled water for many urban water-intensive uses, such as golf course and landscape irrigation.

Furthermore, the City will be updating its Urban Water Management Plan in 2004-2005 with revised population projections based on land-use-based demand, and with new groundwater basin information that represents the potential increase of the domestic safe yield due to reduction in agriculture use. This updated study will more accurately predict future water supply and demand.

Future water infrastructure to serve growth is largely the responsibility of individual developers. Developers of CPDs will be required to develop Facilities Master Plans to accommodate future development in those areas. Individual developers are responsible for the funding of these infrastructure improvements.

PROPOSED SERVICES TO KAISER /CORNERSTONE PROJECT

The *Water Supply Assessment (WSA)* prepared by the City of Modesto for the Kaiser project estimates a future demand for water on the project site of 586,075 gpd. The Cornerstone Business Park is expected to generate a water demand of 83,663 gpd at buildout. Together, the entire project is projected to demand 670,000 gpd, or 750 acre-feet.

The proposed project includes plans for a new well on the southwest corner of the Cornerstone Business Park site. The well is designed to pump 800 to 1,000 gpm and would provide sufficient water to account for the entire demand from the Kaiser/Cornerstone project. The well would be constructed during Phase A of the development process.

Although projected water demand from the Kaiser/Cornerstone project for Phase A and Phase B is not expected to exceed the City's groundwater safe yield, demand from development in Phase C (the final Phase) of the project, along with cumulative demand from other types of development within the City's Sphere, may exceed the City's safe yield.⁴⁴

⁴³ These include the cities of Oakdale, Riverbank, Escalon, Ripon, Manteca, Waterford, Hughson, Ceres, Turlock, Hilmar, and Patterson and the communities of Salida, Keyes, Denair, and Delhi. Modesto 2000 Urban Water Management Plan, p. 21

⁴⁴ Kaiser/Cornerstone Draft EIR Chapter IV

WASTEWATER COLLECTION AND TREATMENT

EXISTING WASTEWATER SERVICE

Modesto's wastewater collection and treatment system serves the entire City and additionally accepts some sewage flow from Empire, parts of Ceres, and some unincorporated communities in the County.⁴⁵ See **Map D** for the sewer service area.⁴⁶ Modesto's wastewater collection system includes 525 miles of collector lines, 39 wastewater lift stations and 80 miles of trunk lines. An additional 12 miles of trunk lines carry cannery waste from the canneries for direct disposal to land. Conditions of the sewer lines range from deteriorating to excellent, and the City has an ongoing repair and/or replacement program for substandard infrastructure.⁴⁷

The City operates two wastewater treatment plants, six miles apart but connected by two major pipelines. The primary treatment plant on Sutter Avenue has a treatment capacity of 62.7 million gallons per day (mgd) and is located 8 miles from the project site. Municipal wastewater arrives at this plant for primary treatment and is then transferred to the secondary treatment plant on Jenner Road. This plant has a slightly larger capacity of 70 mgd, including the capacity for 33 mgd of cannery wastewater, and is located 14 miles from the project site.

During the dry season, the wastewater system receives an average of 27.8 mgd. Average wet weather flows are about 30 mgd, with peak flow reaching 50 mgd. During the summertime canning season, canneries contribute from 15 mgd up to 35 mgd of wastewater. The cannery water contains organic vegetable material and does not require treatment but is directly discharged onto the secondary treatment facility's fields. Treated municipal wastewater is disposed of either by discharge to the San Joaquin River or to the storage pond system where it is held for pasture irrigation.

NPDES⁴⁸ regulates discharge into the San Joaquin River and allows for up to 70 mgd of discharge, depending on river flow, between October and May. However, river flows are generally high enough only from December through April to achieve required dilution rates. Land discharge is regulated by a separate Waste Discharge Requirement (WDR) permit. Approximately 3.1 billion gallons per year of treated effluent, plus 1 billion gallons of cannery waste, are discharged to land. About 2.6 billion gallons of wastewater are lost each year to evaporation and percolation from within the treatment system and from application to the pastureland. Modesto is currently exploring options

⁴⁵ MSR Service Provider Supplement, City of Modesto Capital Planning Dept., p. 3

⁴⁶ City of Modesto Municipal Sewer Service Area Map

⁴⁷ MSR Service Provider Supplement, City of Modesto Capital Planning Dept., p. 4

⁴⁸ The Central Valley Regional Water Quality Control Board (CVRWQCB) regulates water quality in the Central Valley under the authority of the Federal Clean Water Act and California's Porter-Cologne Water Quality Control Act. The CVRWQCB issues wastewater discharge permits through the National Pollutant Discharge Elimination System (NPDES).

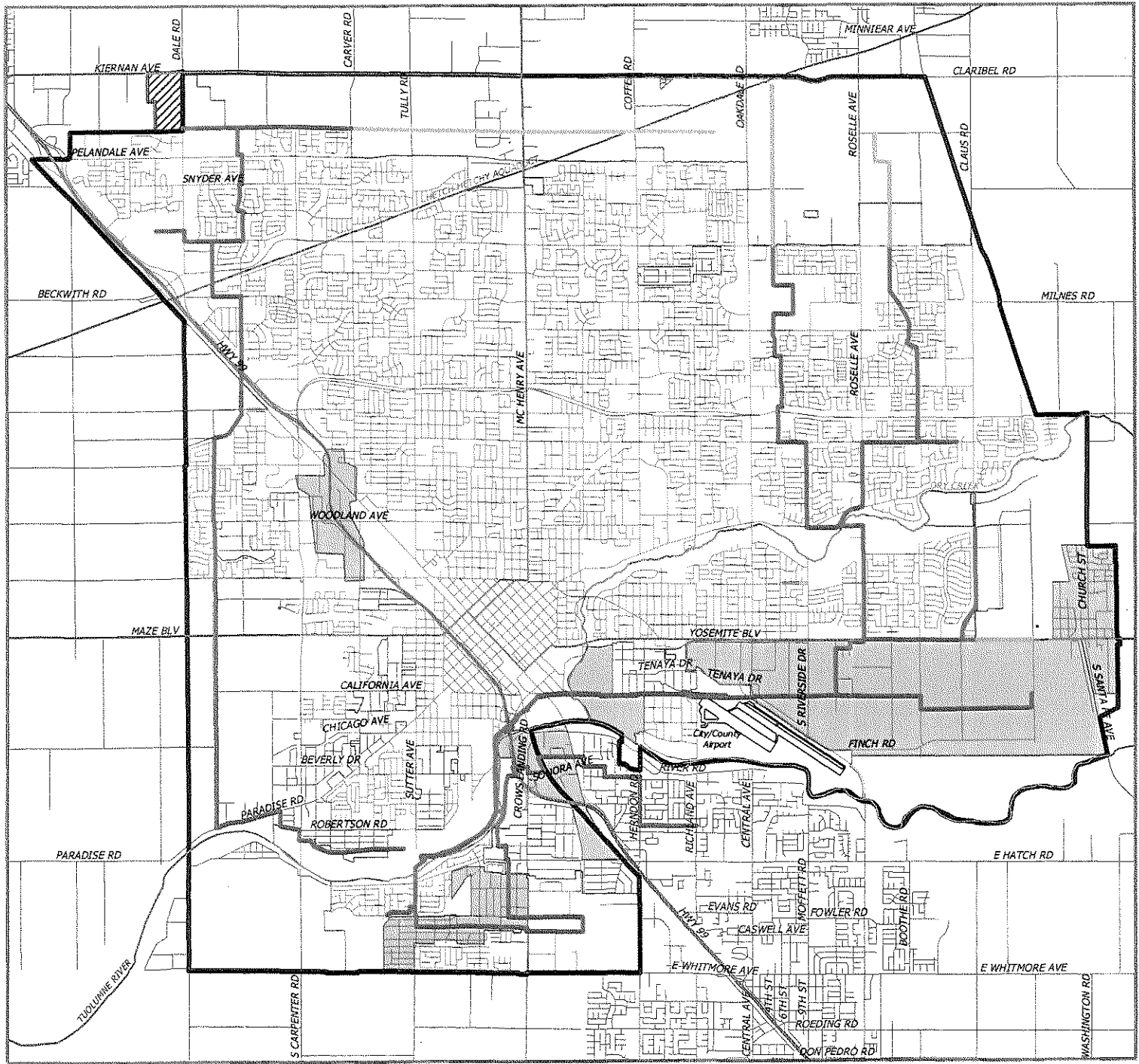
Map D

Modesto Municipal Existing Sewer Service Area

-  Modesto Municipal
-  Stanislaus County
-  Existing Sewer Trunk
-  Proposed Sewer Trunk
-  City of Modesto Sphere of Influence
-  Proposed Sphere of Influence Amendment



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to buy more pastureland for discharge⁴⁹ as well as technological improvements to achieve river dilution and water quality standards to allow for discharge into the San Joaquin River in May, October and November. Additionally, the City is completing a water reclamation feasibility study to explore possibilities for re-using treated wastewater for landscaping and irrigation purposes.

Wastewater operations are funded by user fees. The charges vary by location within the service area and by land use type. The monthly sewer service charge for each single-family dwelling or mobile home unit on a lot within City limits is \$12.19. Residences within the Empire Sanitary District pay a monthly sewer service charge of \$6.99. Charges in the northern portion of the City of Ceres, serviced by the City of Modesto, are \$1.65 for lots under 3,500 square feet and \$3.23 for lots between 3,500 and 7,000 square feet.⁵⁰

WASTEWATER SERVICE OUTSIDE CITY LIMITS

The Empire Sanitary District collects wastewater from residences and businesses in the Town of Empire, east of Modesto near the south part of the City. The District and the City entered into an agreement in 1969 for the City to treat the residential and commercial wastewater collected by the District.⁵¹

The City of Modesto also has a 1979 agreement with the City of Ceres to treat the wastewater collected by Ceres in the area bound by South 9th Street, the Tuolumne River, Mitchell Road, and Hatch Road.⁵² This area lies south of the City of Modesto.

The Kaiser/Cornerstone project, north of City limits on the east side, site is currently not served by any sanitation district. Existing buildings on the site have private septic tanks.

PROPOSED SERVICE TO SPHERE OF INFLUENCE

Modesto's Wastewater Master Plan of 1995 planned for growth through 2015, so projections do not match General Plan projections through 2025. The City is currently revising its Wastewater Master Plan with updated population and growth projections. The revised Wastewater Master Plan should be complete in 2005.⁵³ The planned-for buildout population in the 1995 Wastewater Master Plan is 345,500, plus a projected population in the Northern Ceres service area of 20,700, for a total population of

⁴⁹ The City is currently completing an EIR for the acquisition of up to 2,500 acres over the next 20 years. A fund of \$2.5 million has already been set aside for the land acquisition.

⁵⁰ From City of Modesto information regarding sanitation service, Attachment 1, p. 4-14.

⁵¹ See "Agreement to Terminate Contract, General Release and Mutual Settlement of All Claims," between the City of Modesto and Empire Sanitary District, August 14, 2001.

⁵² Attachment 1, Modesto City Council Resolution November 14, 2000, p. 12

⁵³ MSR Service Provider Supplement, City of Modesto Capital Planning Dept., p. 3

366,200.⁵⁴ The average daily dry weather flow for 2015 was estimated to reach 54.62 mgd. With large industrial users, flow was projected to increase to 58.43 mgd during the regular season and 79.44 mgd during the canning season. Corresponding sludge production is expected to be 80 tons/day during the regular season and 200 tons/day during the canning season.⁵⁵

However, more recent information available in the Kaiser/Cornerstone EIR uses updated numbers and projections. Based on a newer General Plan buildout projection of 467,000 people in 2025, the wastewater system will need to accommodate an average daily dry weather flow of 72 million gallons per day (mgd), nearly 45 mgd more than it currently treats.

The City has already implemented one of the major recommendations of the 1995 Wastewater Master Plan to complete the segregation of cannery wastewater. This has helped to create a significant amount of energy savings and has substantially reduced the organic load on the domestic wastewater treatment plant. Other activities have helped to further reduce the energy consumption of the wastewater treatment plant, including the improvement of primary plant operations and efficiencies and the overall improvement of operations at the secondary site.⁵⁶

Another ongoing improvement to Modesto's wastewater treatment system is the purchase of land for increased organic and hydraulic loading capacity from both cannery waste and secondary treated effluent. The total budgeted amount for additional land is currently \$2.5 million.⁵⁷

Developers are required to develop Community Facilities Plans and are expected to fund the construction of required sewer infrastructure improvements.

PROPOSED SERVICE TO KAISER /CORNERSTONE PROJECT

Upon annexation, sanitation services would be provided to the Kaiser/Cornerstone site by Modesto's Municipal Sewer District No. 1. A portion of the collection facilities to serve the site are already in place, and have adequate capacity to serve additional flows from the project. The remaining lines necessary to convey wastewater from the site to the existing lines are already planned and will be developer-funded and constructed.⁵⁸

At buildout, the Kaiser Center project will generate wastewater from five sources: three Medical Services buildings, the Hospital, and a Central Utility plant. Total wastewater flow from the Medical Center would be 494,000 gallons per day. Wastewater flow from

⁵⁴ City of Modesto Wastewater Master Plan, Vol. II, p. 3-1

⁵⁵ City of Modesto Wastewater Master Plan, Vol. II, p. 3-1

⁵⁶ Howard, Robert. E-mail communication 7/8/04.

⁵⁷ Howard, Robert. E-mail communication 7/8/04.

⁵⁸ Kaiser/Cornerstone Draft EIR IV.K.5 and IV.K.13

the Cornerstone Business Park would total about 70,000 gallons per day. Total projected wastewater flow from the proposed project is 564,000 gallons per day. This represents about two percent of the current dry weather flow and 1.9 percent of wet weather flow into Modesto's wastewater treatment facilities. The additional flow from the Kaiser/Cornerstone project would not exceed the remaining capacity of Modesto's wastewater system. There is some concern about radioactive waste from cancer patients entering the wastewater system, but it has been concluded that radioactive materials would be sufficiently diluted and virtually undetectable by the time they enter Modesto's treatment plant.⁵⁹

STORM DRAINAGE

EXISTING STORMWATER INFRASTRUCTURE

Storm drainage for the 6,650 acres of Modesto is provided by two basic types of facilities: positive storm drains and rockwells. Rockwells are drilled 25' to 50' deep, filled with round rock, and receive water from a catch basin flowing from the gutter. Runoff then percolates into coarse sand layers in the soil. There are approximately 11,000 rockwells in the City.

Positive storm drains collect runoff in catch basins or inlets, convey it through pipelines, and discharge it by pumping or via gravity into drainage channels or retention/detention basins. There are 17 storm water lift stations in the City, and 20 retention/detention basins. Only about a third of the City is served by pipeline (positive) storm-drainage.⁶⁰ Thirty three percent of this runoff is directed to the Tuolumne River, 54 percent to Dry Creek (a tributary to the Tuolumne River), and 13 percent to MID canals, both of which are tributaries to the San Joaquin River.⁶¹ There is one stormwater drain which discharges into TID Lateral 1, southeast of Hatch Road. The other two thirds of City runoff is discharged to rockwells. See Map E for storm drain facilities throughout Modesto.⁶²

The City is currently completing a Storm Drain Master Plan (SDMP), which will include detailed hydraulic and hydrological analyses that will identify the facilities needed to eventually replace many of the existing rockwells with a positive conveyance system.⁶³

All new development in Modesto must comply with minimum requirements of the National Flood Insurance Program (NFIP), which provides communities with federally-backed flood insurance and enforces floodplain management ordinances to reduce

⁵⁹ Kaiser/Cornerstone Draft EIR IV.K.12

⁶⁰ California Regional Water Quality Control Board Monitoring and Reporting Program for City of Modesto, p. 4







⁶¹ California Regional Water Quality Control Board Monitoring and Reporting Program for City of Modesto, p. 4

⁶² City of Modesto Area Wide Map of Storm Drainage System

⁶³ City of Modesto Council Agenda Report, August 7, 2002.

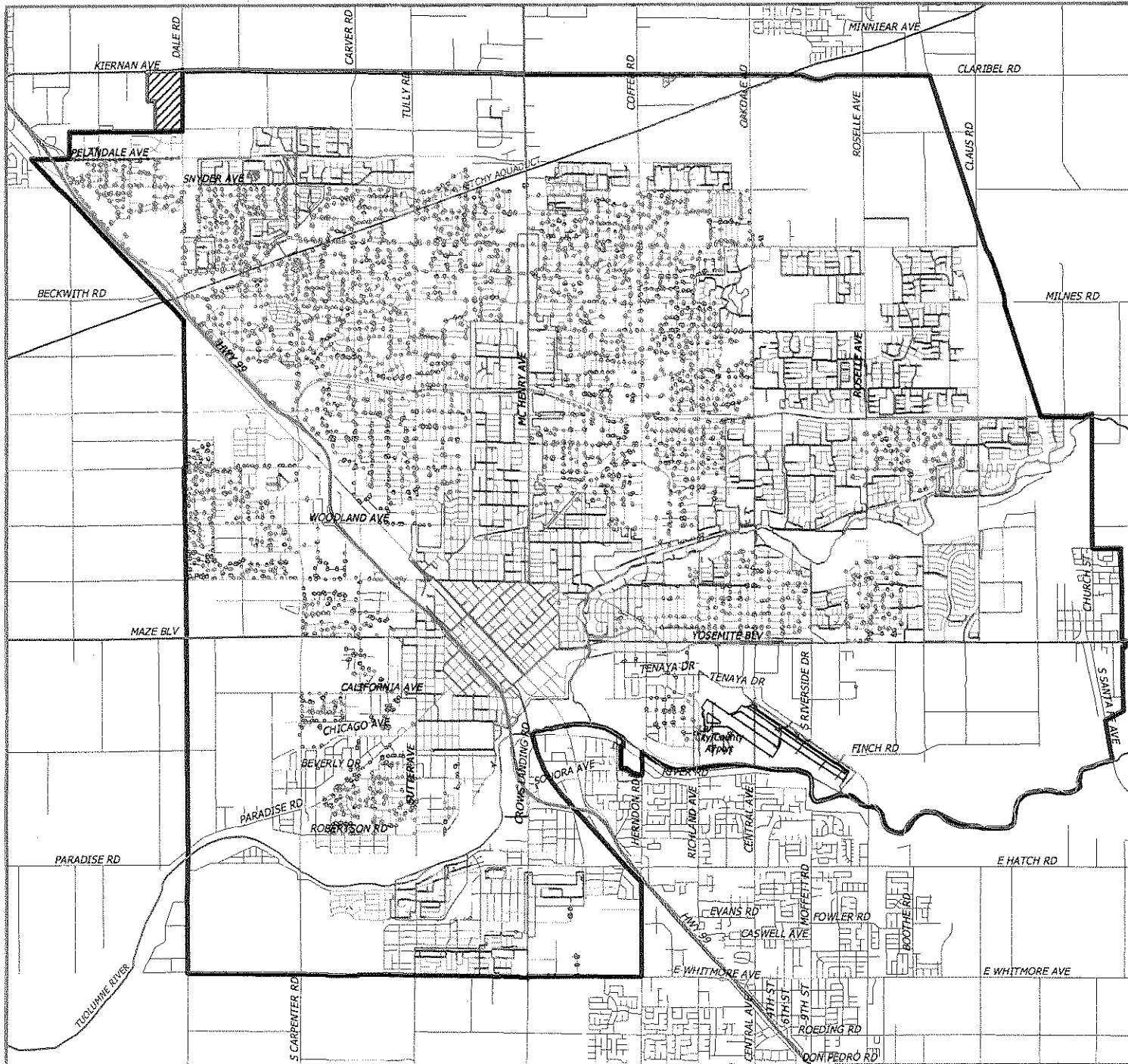
Map E

City of Modesto Existing Stormwater Facilities

-  Stormdrain Basins
 -  Positive Drainage Area
 -  Stormdrain Lines
 -  Stormdrain Rock Wells
 -  City of Modesto Sphere of Influence
 -  Proposed Sphere of Influence Amendment
- City of Modesto Incorporated Area



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future flood damage. Runoff water is regulated by the National Pollution Discharge Elimination System (NPDES) Nonpoint Source Program, administered by the California Regional Water Quality Control Board (RWQCB). Modesto received its most recent Stormwater Permit from RWQCB in 2002.

EXISTING STORMWATER INFRASTRUCTURE OUTSIDE CITY LIMITS

Three County dependent special districts provide storm drainage control within the City of Modesto's Sphere of Influence. They are County Service Area (CSA) No. 7 – Modesto Auto Center, CSA 8 – Honeybee Estates, and CSA 20 – Summit Corporate Center. CSA Nos. 7 and 8 were established in 1990 and CSA No. 20 was established in 2003. The Auto Center CSA serves 11.40 acres of commercial property and has a budget of \$44,500. The Honeybee Estates CSA serves 5.08 acres of residential property and has a budget of \$21,200. The Summit Corporate Center CSA serves 44.5 acres of industrial park subdivision, with a budget of \$2,725.⁶⁴

The Kaiser/Cornerstone project site does not fall into any of these County Service Areas. Stormwater on the Kaiser/Cornerstone project site currently flows to perimeter drainage ditches and generally remains onsite because it is surrounded by raised private and public roadbeds. There are no natural streams or channels in or adjacent to the project site, other than MID's Lateral No. 6, which runs along the southern border of the project site.

PROPOSED STORMWATER INFRASTRUCTURE IN SPHERE OF INFLUENCE

The City of Modesto's General Plan requires new development to accomplish storm water recharge to groundwater of 80% of the average annual runoff. Developers are required to develop and implement Stormwater Management Plans, which must provide for a regular street sweeping program, a hazardous materials storage, spill prevention and response plan, and a pavement inspection and repair program. New development will either develop a self-funding program or establish a Community Facilities District to fund new stormwater infrastructure.

PROPOSED STORMWATER INFRASTRUCTURE FOR KAISER/CORNERSTONE PROJECT

Both the Kaiser and the Cornerstone projects exceed one acre and are thus required to develop a Storm Water Pollution Prevention Program (SWPPP) to comply with RWQCB regulations. The development of both portions of the Kaiser/Cornerstone project anticipates a high concentration of relatively low permeability surfaces (buildings and

⁶⁴ Information about CSAs provided by County of Stanislaus Senior Land Development Coordinator, Ron Cherrier.

pavement) in a previously agricultural and highly permeable area, so runoff will likely greatly increase. Additionally, runoff may contain contaminants such as pesticides, pathogens, oil, grease, metals, sediment, and trash/debris. The vulnerability of the groundwater to these contaminants has been deemed low because the upper 20 feet of subsurface is silty sand and fine sandy silt, which slows the infiltration and allows for adequate absorption of pollutants into the soil.

Stormwater at both sites is intended to remain onsite, not creating any additional demand on downstream drainage facilities. The developer proposes to construct pavement and buildings on 42.8 acres of the 47.4 acre Kaiser site, generating an estimated 11.6 acre-feet of runoff during a 100-year, 24-hour storm.⁶⁵ The project proposes to pave surface parking lots with pervious asphalt pavements, where runoff from roadways, roof drains, and landscaped areas would gather and percolate to fractured rock base material below. Subsequently, the runoff would infiltrate into the surrounding soils, recharging the groundwater basin.

Plans for the Cornerstone site indicate that runoff generated by the buildings, conventional pavements, and landscape areas will be collected and conveyed to a percolation basin in the central portion of the project site. The basin would need to have a surface area of 94,000 square feet and a depth of three feet to store the expected volume of runoff generated by a 100-year, 24-hour storm.

CIRCULATION

EXISTING CIRCULATION

The City of Modesto maintains 650 miles of streets, consisting of 115 million square feet of pavement surface area, 22 bridge structures, traffic signals, sign and pavement markings, and crosswalks. Existing facilities are estimated to be worth \$726 million. Modesto's General Plan requires a street Level of Service (LOS) D, but some Modesto streets, especially during the afternoon rush hour, do not meet this standard.⁶⁶ Modesto finds itself in a constant "catch-up mode" with regards to the construction of new street infrastructure and existing street maintenance, because fees are collected incrementally, just before occupancy, which delays construction and maintenance projects.⁶⁷

⁶⁵ This represents the 10.25 acre-feet of runoff from the site plus an additional 1.35 acre-feet of runoff from improvement public roadways.

⁶⁶ Modesto CFF Documentation p. VIII-6

⁶⁷ City of Modesto Adopted Capital Improvement Program, FY 03-04 through FY 12-13, p. 69

Approximately \$5 million in existing deficiencies have been identified.⁶⁸ Improvements to these streets are intended to raise the LOS to acceptable levels on existing streets. Funding sources other than Modesto's Capital Facilities Fee are the Stanislaus County Public Facilities Fee (PFF), State Transportation Improvement Program (STIP) funds from StanCOG, and a component of the Stanislaus County sales tax.⁶⁹

Additionally, the City oversees a number of Assessment Districts that fund public facilities improvements in their own neighborhoods. Funding is generally for projects such as the installations of curbs, sidewalks, street lights, street widening or reconstruction projects, the maintenance of landscaping, weed control, litter removal, and the maintenance of median, bikeway, round-about and other planting areas.⁷⁰

The City of Modesto currently operates a bus system covering 232 route miles and two commuter express routes, one to the Pleasanton Dublin BART station and the other to the Manteca/Lathrop ACE Train station. The system uses about 35 buses each day, which requires a total fleet of 46 buses, since 25% of the fleet is in either maintenance or reserve at any given time.⁷¹ The bus routes are laid out in a radial system, with 64 bus shelters and 775 stops. Eleven buses run every 30 minutes and the rest run approximately once an hour. The current level of service is adequate for Modesto's current population. Public transit is funded by Federal Transit Administration (FTA) funds, plus a 20% match which comes from CFF revenues and the City's share of the quarter cent of the state sales tax. However, FTA funding is considered unstable in the future.⁷²

Modesto has developed a Non-Motorized Transportation Master Plan to address the needs of bicyclists and pedestrians, with the goal of reducing automobile dependence in the City. Though the City plans to construct Park-and-Ride lots and bike trails, none of these facilities exist yet. However, the City already owns land for five of its planned bike trails and has begun improvements on three of them.⁷³

CIRCULATION OUTSIDE CITY LIMITS

Regional access to the Kaiser/Cornerstone site is provided by State Route 99, while local access is provided by Kiernan Ave. (SR 219), Plendale Ave., Standiford Ave., Dale Rd., and Bangs Ave. Many of these roadways are not yet built, or have not reached their ultimate planned widths. The roads, some of which are currently rural, are being widened as development occurs. New development projects are required to maintain

⁶⁸ See the Omni-Means Modesto CFF Street Projects Update report (April 2003)

⁶⁹ Modesto CFF Documentation p. VIII-9

⁷⁰ City of Modesto, Information on Community Facilities District, Public Facilities Districts, Local Improvement Districts, Landscape Assessment Maintenance Districts

⁷¹ Modesto CFF Documentation p. IX-1

⁷² Modesto CFF Documentation p. IX-2

⁷³ Modesto CFF Documentation p. VII-4

roadway facilities at a Level of Service (LOS) of D or higher based on the *City of Modesto General Plan* policies. (LOS A is excellent, with LOS E and LOS F representing unacceptable levels of service.) A detailed transportation impact analysis was prepared by Fehr & Peers in the *Transportation Impact Analysis for Kaiser Permanente Modesto Medical Center EIR* which analyzes current traffic volumes and estimates future capacity needs.

Street lighting in many unincorporated areas within Modesto's Sphere of Influence is provided by County dependent special districts. These include the North McHenry, Sylvan Village, Olympic Tract, Fairview, Airport, Empire Highway, Riverdale, Riverview, and Shackelford Landscape and Lighting Districts.⁷⁴ The Kaiser/Cornerstone project site does not fall into any of the areas served by these lighting districts. However, the future annexation of land within Modesto's Sphere of Influence may offer opportunities to annex not only the parcels served by the special districts, but also the revenue streams associated with the street lighting maintenance.

Bus service in Modesto is provided by Modesto Area Express (MAX) and Stanislaus Regional Transit (StaRT). There is currently no bus service directly to the site, although there is one MAX bus (Route 28) that operates in the vicinity, about a half mile from the project site.

PROPOSED CIRCULATION IN SPHERE OF INFLUENCE

Highway 99 is the corridor expected to experience the highest traffic congestion as a result of projected General Plan growth.⁷⁵ To accommodate residential and job growth and access to the regional employment center, it is estimated that \$1.2 billion of street improvements will be needed by General Plan buildout.⁷⁶ A Capital Facilities Fee for Street Improvements has been developed to raise the necessary funding for circulation improvements on expressways, arterials, major collectors and their intersections. The CFF Street Projects Fee is expected to generate \$913,800,000 in funding, which will cover 77 percent of the total cost.⁷⁷

\$4.6 million of additional funding for existing deficiencies will come from gas tax revenues, local transportation funds, assessment districts, and State and Federal Highway Administration grants.⁷⁸ StanCOG will provide \$116 million for interchange and freeway projects and adjustments.⁷⁹ Approximately 10 percent, or \$115 million, of the cost will be funded through state and federal monies.⁸⁰

⁷⁴ From Ron Cherrier, Senior Land Development Coordinator, Stanislaus County

⁷⁵ City of Modesto CFF Streets Update p. 2

⁷⁶ City of Modesto CFF Streets Update p. 3

⁷⁷ City of Modesto CFF Streets Update p. 3

⁷⁸ City of Modesto Adopted Capital Improvement Program, FY 03-04 through FY 12-13, p. 67

⁷⁹ City of Modesto CFF Streets Update Table ES-1, p. 4

⁸⁰ City of Modesto CFF Streets Update p. 36

Developers are responsible for providing local streets and off-site minor collectors, which are often funded by community financing districts (CFDs).⁸¹ Once these streets are constructed, developers typically dedicate the right-of-way to the City.⁸²

To accommodate future public transit demand, the City's Capital Facilities Fee program expects the purchase of 27 new buses, the construction of 54 bus shelters, and 664 bus stops. 70 percent of a new bus maintenance facility will be funded by a federal grant, as will 40 percent of a transfer station in the northeast part of the City. Total future capital costs of public transit to the city will be \$10.3 million, or about \$99 per dwelling unit equivalent (DUE).⁸³

To reduce air quality impacts, Modesto collects a capital facilities fee to fund Park-and-Ride Lots and Class I (off-street) Bike Trails. The City is tentatively planning to install four new Park-and-Ride lots for a total cost of \$700,000. Bicycle lanes are planned to allow residents to safely commute to school and work and to replace certain short car trips. The City has prepared a Modesto Non-Motorized Transportation Master Plan, and has identified 13 bike trails for General Plan buildout. The total cost of the City's Class I Bike Trails, at buildout, is estimated at \$77.7 million.⁸⁴ This is equivalent to \$679 per DUE.⁸⁵

PROPOSED CIRCULATION AT KAISER/CORNERSTONE PROJECT

Existing streets in the proposed project area are rural and lack pedestrian facilities such as sidewalks, crosswalks, and pedestrian signals. There are currently no bicycle facilities in the immediate vicinity, but a bicycle path is planned for construction along the MID Lateral No. 6 canal on the south side of the project site.

Due to the rural location of the proposed project and limited transit service in the area, very few employees and visitors are expected to take transit, walk, or bike to the site. To be conservative, it was assumed in the transportation analysis that all visitor and employee trips to the site would be via private vehicles. The majority of trips to the project site will come from the east (43 percent) and south (46 percent), with the remainder traveling from the north (7 percent) and west (4 percent). About 20 percent of peak hour trips in the project site are expected to be generated by Kaiser members.

Phase A of project construction, including 830,000 square feet of Medical Center, 300,000 square feet of business park, and 100,000 square feet of medical office by 2008, is estimated to generate 32,320 daily vehicle trips, 2,167 a.m. peak hour vehicle trips, and 2,724 p.m. peak hour vehicle trips.

⁸¹ Modesto CFF Documentation p. VIII-1

⁸² City of Modesto Adopted Capital Improvement Program, FY 03-04 through FY 12-13, p. 67

⁸³ City of Modesto CFF Update, Town Hall Partners, p. 99

⁸⁴ Modesto CFF Documentation p. VII-4

⁸⁵ Modesto CFF Documentation, Table VII-1

Phase B, representing 2013 conditions, includes the addition of a 200,000 square foot expansion of the hospital and a parking structure, and would generate an additional 5,960 daily vehicle trips, 358 a.m. peak hour trips and 474 p.m. peak hour vehicle trips.

Phase C, representing year 2025 cumulative conditions, includes the completion of the entire Kaiser Medical Center of 1,275,000 square feet of building area, 259 health care providers, 387 beds and three parking structures, plus the completion of the Cornerstone Business Park with 300,000 square feet of business park uses and 100,000 square feet of medical office building uses. At full buildout, the proposed project is estimated to generate a total of 45,440 daily vehicle trips, 2,954 a.m. peak hour vehicle trips, and 3,762 p.m. peak hour vehicle trips.

Caltrans and the City of Modesto will be implementing capital improvement programs, including road widening projects, installing new intersections, adding left and right turn lanes, installing traffic signals, and adding bicycle lanes to accommodate growth.⁸⁶ At the present time, funding has not been secured nor property acquired for these future improvements.

FIRE PROTECTION

EXISTING FIRE SERVICE

Fire protection within the City of Modesto is provided by the Modesto Fire Department. The Department maintains 10 fully staffed fire stations strategically located throughout the City (see **Map F**)⁸⁷, each equipped with at least one fire engine and three firefighters. Stations No. 1 and 5 have two fully staffed engine companies, one fully staffed 4-person truck company and other emergency equipment. Modesto's Capital Facilities Fee Update from 2003 calculates the existing fire facilities capital to be \$16.7 million. Modesto owns the majority of the stations with the exception of Station No. 4, owned by Yosemite Jr. College and also used as a training facility, and Station No. 10, owned by the Industrial Fire District. Station No. 1, also used for administration, is in poor condition and the City has plans for rehabilitation. Likewise, Station No. 2 will be rebuilt in 2004. The remaining stations are in fair or good condition.⁸⁸

In 2002 the Modesto Fire Department responded to 1,312 fire related calls, striving to maintain a response time of six minutes for the "first in" (first on scene) and ten minutes for the arrival of an "effective response force." A second alarm assignment should arrive on the scene within 15 minutes.⁸⁹ 911 calls are received by the County dispatch center, a

⁸⁶ Kaiser/Cornerstone Draft EIR IV.D.22

⁸⁷ City of Modesto Fire Response Analysis, "Service Coverage by FMA"

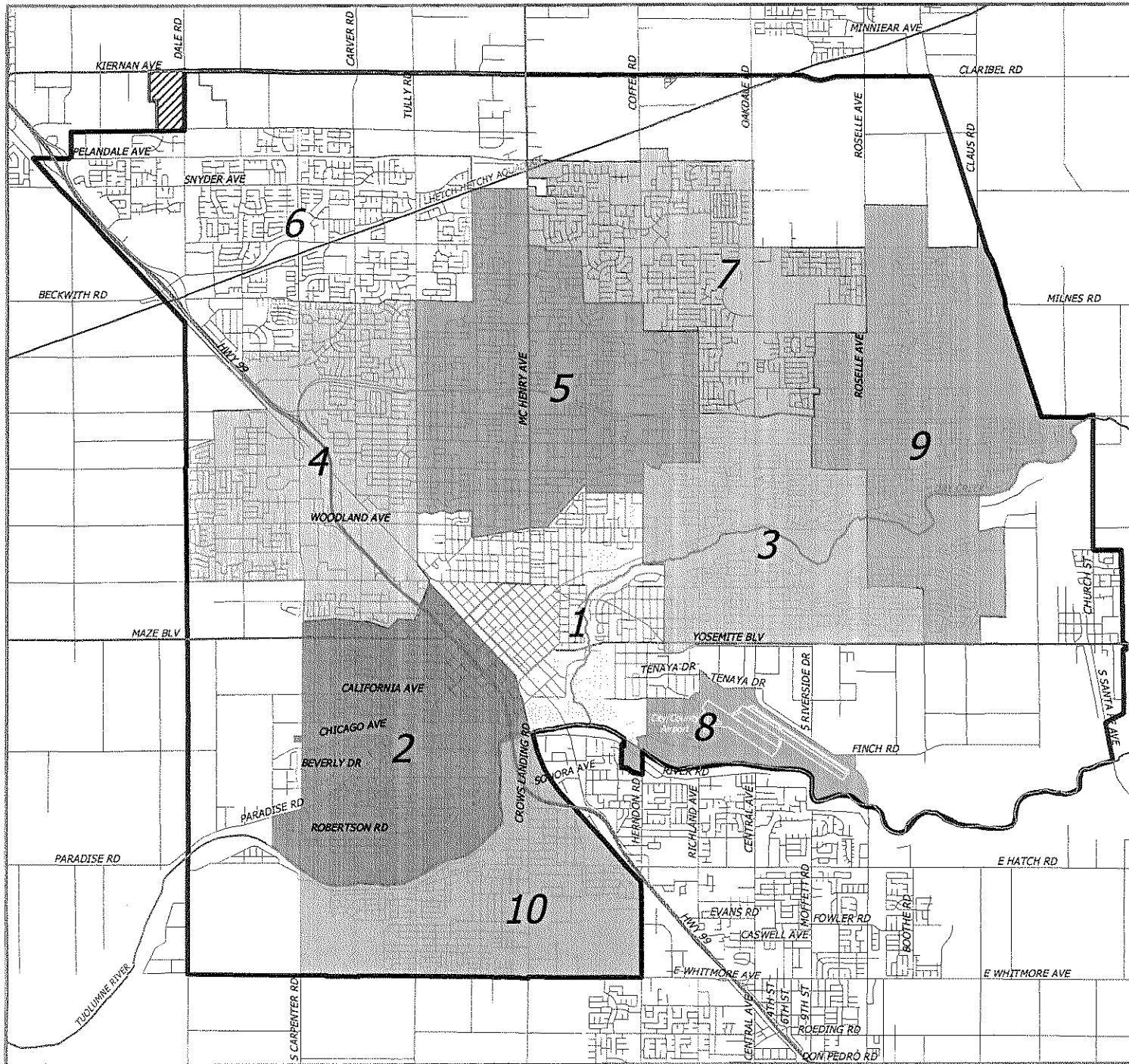
⁸⁸ From City of Modesto Fire Dept.



⁸⁹ From City of Modesto Fire Dept.

Map F

City of Modesto Existing Fire Service Coverages

Stations 1 Through 10



-  City of Modesto Sphere of Influence
-  Proposed Sphere of Influence Amendment



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joint powers agreement between the City and the County, and routed to the appropriate provider.⁹⁰ Dispatch services are provided to all other fire protection agencies in the County from this Dispatch Center as well.

The fire department must also ensure the maintenance of an adequate water supply. Minimum fire flow for commercial/industrial land uses is 1,500 gallons per minute. The Modesto Fire Department maintains an ISO rating of 2, nearly the best possible protection.⁹¹ Service standards are set by the National Fire Protection Association.⁹² The Modesto Fire Department established an agreement for fire protection services with the Industrial Fire Protection District in 1993. The Industrial District transfers almost half of its gross revenue (48 percent) to the City each year to pay for the City's services. Although the Industrial District owns Station No. 10 and the fire fighting equipment and furnishings, it is leased to the City for the term of the agreement. The City also has a mutual aid agreement with the Salida Fire Protection District, which often responds to calls for service in the northwest portion of the City.⁹³

FIRE SERVICE OUTSIDE CITY LIMITS

Fire service outside Modesto City limits is currently provided by the Burbank/Paradise, Industrial, Woodland, and Stanislaus Consolidated Fire Districts and by the Salida Fire Protection District (SFPD). The Kaiser/Cornerstone project site is in the SFPD service area less than two miles from SFPD's Fire Station No. 1. Backup is provided by SFPD Fire Station No. 2, less than 4 miles away.

The Salida Fire Protection District serves an area of 43 square miles, including urban, suburban, rural and wilderness areas, and responded to 1,071 incidents in 2003. Approximately 14 of those were within the proposed Kaiser/Cornerstone project area. SFPD responds to district-wide calls for service with an average response time of 5.5 minutes. SFPD has mutual aid agreements with all adjoining fire agencies, including an automatic mutual aid agreement with the Modesto Fire Department. SFPD owns and operated two fire stations and is currently constructing a third, and hires 9 full-time employees and 45 volunteers. SFPD's ISO rating is 4 in urban areas and 9 in rural areas, which includes the project area, since there is no water system on the project site.⁹⁴ SFPD's third fire station, funded completely by Mello-Roos bond proceeds, is planned for construction in 2004. SFPD has plans for a fourth station to coincide with two planned developments, and has identified two other future fire station sites.

⁹⁰ MSR Service Provider Supplemental Questionnaire, City of Modesto Fire Department, Feb 3, 2004, p. 3

⁹¹ Fire protection classifications are designated by the State Insurance Services Office (ISO). Ratings are based on a scale of 1 to 10, with 1 being the best possible protection.

⁹² MSR Service Provider Supplemental Questionnaire, City of Modesto Fire Department, Feb 3, 2004, p. 3

⁹³ See Automatic Aid Agreement between the Salida Fire Protection District and the City of Modesto Fire Dept., Jan. 23, 2003.

⁹⁴ Kaiser/Cornerstone Draft EIR IV.J.10

The Burbank/Paradise Fire Protection District, established in 1942, serves 2131 parcels in 5.5 square miles.⁹⁵ In 2003, the District responded to 830 of calls for service in an average of 4.25 minutes.⁹⁶ The District maintains an ISO rating of 5, with one fire station. The District hires three part-time employees and 24 volunteer fire-fighters to serve a population of approximately 8,300. In the next ten years, the District predicts it will reduce in size as land is annexed by the City of Modesto and thus served by the City's fire department.⁹⁷ The current estimate of costs to serve customers is \$160,000.⁹⁸ The Burbank Paradise Fire Protection District is funded by District taxes and grants.

The Stanislaus Consolidated Fire Protection District (SCFPD) serves a population of roughly 40,000 in 195 square miles, including the towns of Waterford, Riverbank and Empire, plus the unincorporated areas in between. The SCFPD maintains six staffed fire stations, one of which is administration only, and one volunteer station. SCFPD's ISO rating is 4 in areas with fire hydrants, 8 in areas without hydrants, and 9 in areas without hydrants that are more than five miles away from a fire station.⁹⁹

The Woodland Fire District maintains two all-volunteer fire stations at 3300 Woodland Ave. and at 1501 South Hart St. The District has 25 volunteer fire fighters and serves an area bounded by the Tuolumne River to the south, Shoemaker Ave. to the north, and the San Joaquin River to the west. Most of the development within the district is residential.¹⁰⁰

PROPOSED SERVICE TO SPHERE OF INFLUENCE

The cost of additional facilities required to serve General Plan buildout is \$21.9 million, which includes the expansion of four existing fire stations and the construction of six new stations. The City's top priorities are the rehabilitation of Stations 1, and the construction of Stations 11, 12 and 13.¹⁰¹ Other new costs will be for vehicles, administration, and a new remote training site.¹⁰² These costs are allocated to both residential and commercial/industrial growth. Each new employee is expected to generate about 40% of the need of a new resident. The cost per new dwelling unit equivalent (DUE) is \$255.¹⁰³

⁹⁵ MSR Service Provider Supplemental Questionnaire, Burbank Paradise Fire Protection District, p. 2

⁹⁶ From Burbank Paradise Fire Protection District

⁹⁷ MSR Service Provider Supplemental Questionnaire, Burbank Paradise Fire Protection District, p. 3

⁹⁸ MSR Service Provider Supplemental Questionnaire, Burbank Paradise Fire Protection District, p. 4

⁹⁹ Information about the Stanislaus Consolidated Fire Protection District was provided by Sonia Shipley. Interview, 7/16/04.

¹⁰⁰ Information about the Woodland Fire District was provided by Mike Payton, City of Modesto Fire Chief. Interview, 7/21/04.

¹⁰¹ MSR Service Provider Supplemental Questionnaire, City of Modesto Fire Department, Feb 3, 2004, p. 2

¹⁰² City of Modesto CFF Update, Town Hall Partners p. III-9

¹⁰³ City of Modesto CFF Update, Town Hall Partners p. III-11

The provision of services to Sphere of Influence areas by the Modesto Fire Department will improve the ISO rating for fire service in these areas. See **Map G** for fire service coverage at General Plan Buildout.¹⁰⁴

PROPOSED SERVICE TO KAISER/CORNERSTONE PROJECT

Provision of fire service for the Kaiser/Cornerstone project site will transfer from the Salida Fire Protection District to the City of Modesto Fire Department. The City of Modesto expects to complete construction on Fire Station No. 11 in northwest Modesto by fall of 2004. This station will be located 1.5 miles east of the project site and will be the primary service provider to the site. Fire Station No. 11 will house the City's third truck company.¹⁰⁵ The total cost estimate for this Fire Station is \$1.8 million.¹⁰⁶ Fire Station No. 6, 1.7 miles south of the project site, will provide secondary service to the Kaiser/Cornerstone site. Based on data from a similar Kaiser site in Fresno, the Kaiser Medical Center is expected to make five to six fire-related calls per year. The Cornerstone Business Park would likely generate fewer calls for service. It is expected that the new Fire Station No. 11 and the back-up Fire Station No. 6 would have sufficient capacity to serve the entire project, including both the 1,425,000 gsf Kaiser Medical Center and the 400,000 gsf Cornerstone Business Park.

Several buildings in the Kaiser Medical project will be four or more stories tall, including the Hospital Support Wing, the Hospital Support Wing Nursing Towers, Medical Building II and III, and three Parking Garages. Both the Medical Service Buildings and the multi-story hospital facility have been designed with fire pumps. These fire pumps and the proposed construction of a 10-inch fire service pipe line would provide adequate fire flow and pressure for the functioning of the fire sprinklers and other multi-story firefighting operations.¹⁰⁷ The necessary water lines for fire-fighting will be connected to the City's water supply via a 12-inch water line along Dale Rd., which accesses water from the 20-inch transmission line along Bangs Ave, with a gpm flow of 1,930 gpm.

POLICE PROTECTION

EXISTING POLICE SERVICE

Police service in Modesto is provided by the Modesto Police Department. Operations take place out of the main Modesto Police Complex, the Police Operations Building, and four local command facilities. Modesto hires 253 sworn officers, though 262 are

¹⁰⁴ City of Modesto "Service Coverage at Buildout"

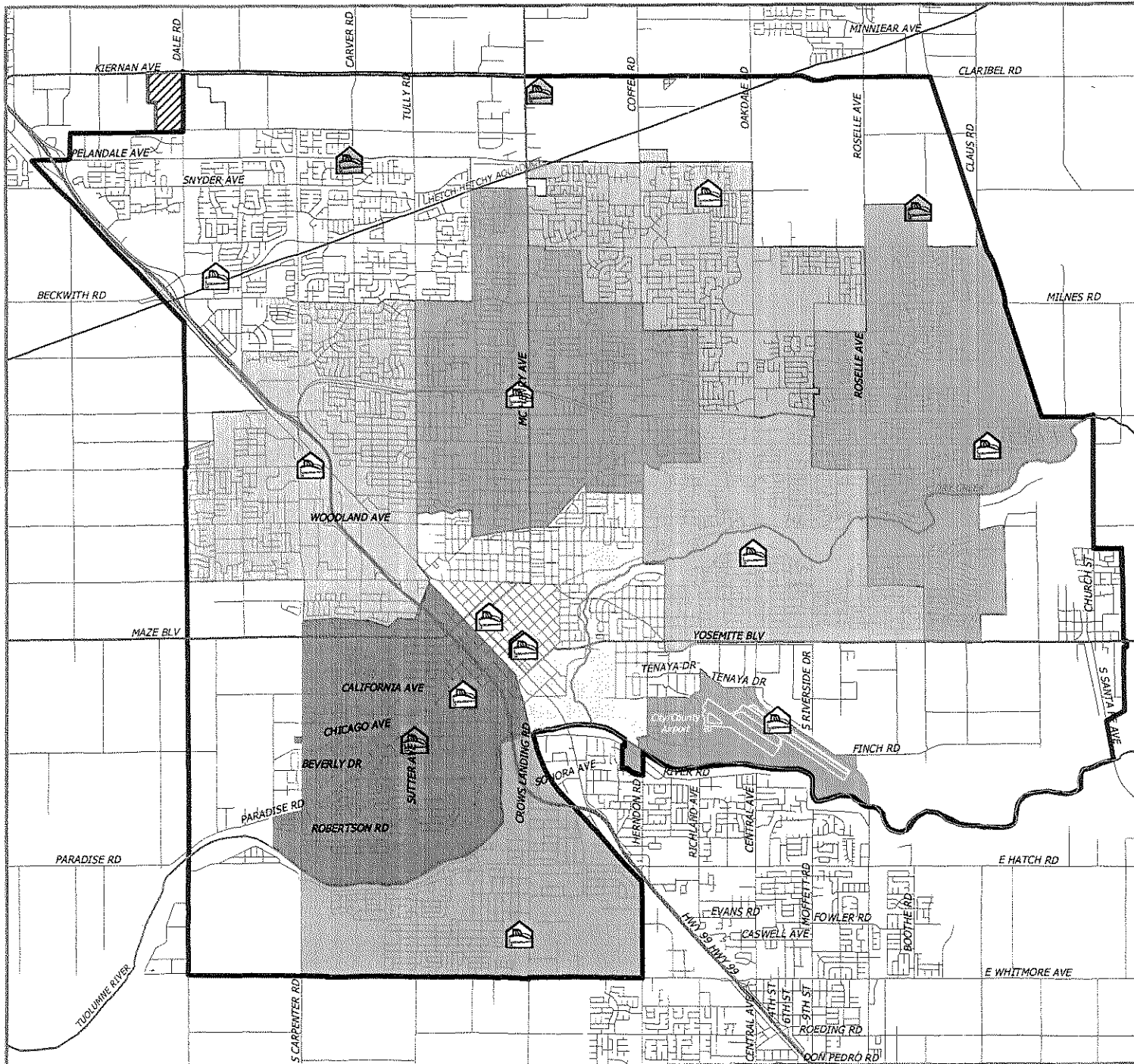
¹⁰⁵ City of Modesto CFF Update, Town Hall Partners p. III-7





¹⁰⁶ City of Modesto CFF Update, Town Hall Partners p. III-8

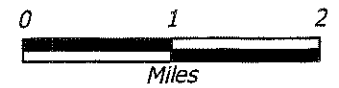
¹⁰⁷ Kaiser/Cornerstone Draft EIR IV.J.16

Map G

City of Modesto Future Fire Service Coverage at Buildout



-  Existing Station
-  Proposed Station Location
-  City of Modesto Sphere of Influence
-  Proposed Sphere of Influence Amendment



June 25, 2004



authorized, and 108 non-sworn positions, though 111 are authorized.¹⁰⁸ Modesto's Police currently respond to emergency calls for service within in 5.5 to 6.5 minutes. The Police Department strives to maintain a ratio of 1.85 sworn officers per 1,000 residents.¹⁰⁹ However, the current ratio is closer to 1.3 sworn officers per 1,000 residents. Progress towards the City's police staffing goals will gradually be met as the department expands to serve new growth.¹¹⁰ In 2003, 184,156 calls were generated for crimes in progress, threats to public safety, traffic accidents, and other urgent requests.¹¹¹

Police services are funded through the City's General Fund. The City currently supports \$30.3 million of capital facilities, including a newly constructed 65,000 square foot police operations building, 198 police vehicles, equipment such as computers and radios, and parking spaces. Other facilities include a property and evidence building, rented to the City, the southeast area office, also rented, the southwest area office, rented, the northeast area office and Communications Dispatch Center, jointly owned by the City and the County of Stanislaus, the northwest area office in the Vintage Faire Regional Mall, and a bike annex/vehicle storage complex owned by the City.¹¹²

The Police Department currently serves two existing hospitals in the City. The Department does not have a formal MOU or agreement with either hospital but responds to calls for service and threats to public safety such as emergency room disruptions, bomb threats, dangerous patients and hazardous materials spills.¹¹³

POLICE SERVICE OUTSIDE CITY LIMITS

The Modesto Police Department sometimes responds to requests for aid from agencies outside City limits when necessary, such as the Stanislaus County Sheriff's Department and the California Highway Patrol. Law enforcement services in the unincorporated area outside City boundaries are currently provided by the Stanislaus County Sheriff's Department, which hires 201 sworn and 91 non-sworn officers in its service area of 1,521 square miles. The Sheriff's Department is authorized for 225 sworn and 96 sworn officers. The Sheriff's Department has mutual aid agreements with all municipal and state police agencies within the County. The current ratio of 1.29 police officers for every 1,000 citizens allows the Sheriff's Department to respond to service calls in an average of seven minutes. Sheriff activities in the project area are based out of the Salida Substation in downtown Salida and the Sheriff's Operations Center in the City of Modesto.

¹⁰⁸ Tognolini, Judy. E-mail communication 7/8/04.

¹⁰⁹ Modesto CFF Documentation p. IV-2

¹¹⁰ See Modesto Police Department Staffing Plan to Achieve 1.85 Sworn per 1,000 population, provided by Roy Wasden, Chief of Police

¹¹¹ MSR Service Provider Supplement, Modesto Police Department, p. 3

¹¹² Modesto Police Department Facilities, provided by Roy Wasden, Chief of Police

¹¹³ Memo to Peter Mye, Turnstone Consulting. Re: Information for EIR for Kaiser Permanente Modesto Medical Center, December 10, 2003

The California Highway Patrol (CHP) provides law enforcement and traffic control services in San Joaquin Valley. The CHP Modesto Area Office provides traffic enforcement in the proposed project area on state routes 99, 219 (Kiernan Ave.), 108, and all unincorporated roadways in the vicinity. Near the project area, one CHP officer is deployed along each of two "beats," on state road 99 and state road 219 (Kiernan Ave.) CHP responded to 56 collisions and made 19 arrests in 2003 along state route 219 (Kiernan Ave.), and responded to 40 collisions and made 26 arrests along state route 99.

PROPOSED SERVICE TO SPHERE OF INFLUENCE

The City's Capital Facilities Fee will fund a majority of the necessary growth of the City's police department to serve General Plan buildout. To reach and maintain the ratio of 1.85 sworn officers per 1,000 resident population at buildout, the City will need a total of 509 sworn officers and 219 non-sworn staff.¹¹⁴ It is estimated that capital facilities costs associated with the growth of the police department, including police buildings, vehicles, vehicle equipment, parking facilities and other costs will amount to \$126.3 million.¹¹⁵ The capital facilities costs are allocated to both residential and commercial/industrial growth. The capital facilities fee for police for each dwelling unit equivalent (DUE) is \$830.¹¹⁶

The proposed Capital Facilities Fee does not account for Modesto's desire to establish its own Communication and Emergency Operations Center. The establishment of a new City-wide communications facility would obviate the need for the joint Dispatch Center the City currently uses with the County. The City communication facility would provide emergency and non-emergency dispatch services to both the Police and Fire departments, and communications services for all other City departments. The facility would also contain an Emergency Operations Center, meeting and training rooms, a broadcast studio, and other offices. Based on data that the City currently generates 62 percent of the total calls at the joint Dispatch Center, it has been estimated that by 2020, the City will generate 113,000 emergency public safety calls, 330,000 non-emergency public safety calls, and 458,000 other city department calls. The projected number of calls for service would require a staff of 202 employees in the year 2020. The total cost estimate for this project assumes a new computer aided dispatch system, existing radio infrastructure, additional space for a centralized data center, and a back up generator and power systems. The construction of the facility, associated parking, and the purchase and installation of communications technology is projected to cost \$29 million. Ongoing operating expenses (not including salaries) are expected to be \$2.7 million.

¹¹⁴ See Modesto Police Department Staffing Plan to Achieve 1.85 Sworn per 1,000 population, provided by Roy Wasden, Chief of Police

¹¹⁵ City of Modesto CFF Update, Town Hall Partners p. 13

¹¹⁶ City of Modesto CFF Update, Town Hall Partners p. 11

Current expenditures for the City's share of the JPA 911 Dispatch facility are \$3.3 million.¹¹⁷

PROPOSED SERVICE TO KAISER/CORNERSTONE PROJECT

Kaiser will employ its own on-site security maintenance force, and Modesto Police will be called when there is criminal activity on-site. Activities to which the Police Department will respond include traffic enforcement, vandalism, vehicle burglaries and all disputes. The project site is located contiguous to "Beat 66" in the City's northwest area of command, and could be defined as an official reporting district upon annexation. The nearest command center is the northwest area command center in the Vintage Faire Mall and is located less than two miles south of the project site. However, all core police services, including patrol and field service, investigative and support services, emanate from the main police complex in downtown Modesto.¹¹⁸ The proposed project is expected to require the Modesto Police Department hire one more sworn officer to respond to an increased number of calls and traffic incidents,¹¹⁹ but this increase would not result in the need to expand the northwest command facility or any other police infrastructure, according to the project's draft EIR.

CHP will continue to patrol the state and county roads including state roads 219 (Kiernan Ave.) and 99. An increased level of traffic will be generated along these roads due to the Kaiser/Cornerstone development. Increased traffic and heavier use of the roads may result in more traffic incidents and consequently more CHP officer time. Traffic studies will be required near project completion to determine any increase in service requirements.

PARKS AND RECREATION

EXISTING PARKS AND RECREATION SERVICES

Facilities managed by the City of Modesto's Parks, Recreation and Neighborhoods Department include parks, open space, community centers, pools, sports centers and other recreational resources. General Plan requirements call for 3 acres of park per 1,000 population.¹²⁰ The City currently supports 46 neighborhood parks, 4 community parks,

¹¹⁷ City of Modesto Communications and Emergency Operations Center, provided by Roy Wasden, Chief of Police

¹¹⁸ Memo to Peter Mye, Turnstone Consulting. Re: Information for EIR for Kaiser Permanente Modesto Medical Center, December 10, 2003

¹¹⁹ MSR Service Provider Supplement, Modesto Police Department, p. 3

¹²⁰ MSR Service Provider Supplement, City of Modesto Parks, Recreation and Neighborhoods, p. 4. The minimum size for a neighborhood park is 7 net acres and for a community park, 40 net acres. Park acreage standards of 5 to 10 acres of park per 1,000 population are recommended by the National Parks and

and two regional parks, and has plans for 22 additional neighborhood, 4 additional community parks, and a 110-acre sports complex.¹²¹ The City also has 7 community centers with plans for one more, and historical buildings.

The City of Modesto participates in one joint venture park with the County of Stanislaus and the City of Ceres. The City's contribution to the Tuolumne River Regional Park in FY 02-03 was \$175,152, and had a total investment in the park of \$1.4 million.¹²²

A shortage of parks occurs in the southwest, south, and western portions of the City because these areas were developed before the park standards in the 1995 General Plan were adopted. Overall, the City falls short of General Plan requirements for park acreage. The City's Community Facilities Fee study estimates that the City requires park infrastructure expansion totaling \$348.1 million, with a total cost at buildout of \$506.4 million. The share allocated to new development is \$194.2 million, which corresponds to a fee of \$4,384 per dwelling unit equivalent (DUE).¹²³ This fee is nearly double the previous fee of \$2,291.¹²⁴

PARK AND RECREATION OUTSIDE CITY LIMITS

Residents who live in the Modesto S.O.I. are served by both City and County parks. Parks are not for the exclusive use of either City or County residents.

PROPOSED SERVICE TO SPHERE OF INFLUENCE

Park acreage acquisitions and park maintenance will be financed by Capital Facilities Fees, Community Financing Districts, grants, endowments, and/or corporate sponsorship.¹²⁵

Bicycle and walking trails will be funded by a variety of sources, including revenue generated by the CFF air mitigation fee, grants, endowments, private and non-profit benevolent giving and corporate sponsorship. The amount of trail development allocated to new development is \$30 million, which corresponds to \$679 per dwelling unit equivalent (DUE).

Recreation Association (NPRA) and are provided for in the state Quimby Act. However, Modesto has set a lower standard of three acres per 1,000 population due to the high cost of land and development.

¹²¹ From Doug Critchfield, Parks Planning and Development Manager, June 22, 2004.

¹²² From the City of Modesto, Joint Ventures and Jointly Governed Organization

¹²³ Modesto CFF Documentation, Town Hall Services. April 22, 2003, p. I-8

¹²⁴ Modesto CFF Documentation, Town Hall Services. April 22, 2003, p. I-12

¹²⁵ MSR Service Provider Supplement, City of Modesto Parks, Recreation and Neighborhoods, p. 3

PROPOSED SERVICE TO KAISER/CORNERSTONE PROJECT

Upon annexation, the Kaiser/Cornerstone area will be served by the City of Modesto instead of by Stanislaus County.

V. MUNICIPAL SERVICES REVIEW (MSR) DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 identifies a set of nine evaluation criteria to be used in a Municipal Services Review (MSR). The following sections organize a series of determinations for each criterion. The determinations are based on the service and infrastructure documented in **Chapter IV**.

INFRASTRUCTURE NEEDS AND DEFICIENCIES

The purpose of this determination is to evaluate the capacity and condition of municipal infrastructure to serve existing and planned population. An assessment of water, wastewater, storm drainage, police, fire, circulation and parks and recreation infrastructure is presented in the previous chapter for each municipal service.

The City of Modesto, which will be the primary provider of services within its boundaries at buildout, has a number of master plan efforts in place that will address the issues faced in serving the area. Below are the most urgent needs and deficiencies identified for Modesto's municipal services.

WATER

- A total of \$7.6 million in Capital Improvements are planned for maintenance and the remediation of deficiencies in the water system during the next five years, through FY 12-13. These projects are split between the three water zones, and include extensions of water mains, the construction of Phase II of the Water Treatment Plant, water storage improvements, new wells, water treatment improvements, and water studies and master plans.¹²⁶
- An additional 10,000 acre-feet of water will be required as early as 2010; 35,000 acre-feet by 2015; 45,000 acre-feet by 2020 and 60,000 acre-feet by 2025. These additional supplies will come from the conversion of agricultural water to urban water, the development of new groundwater sources and of new water treatment technologies, and increasing conservation and reuse.¹²⁷ However, the City lacks a specific plan for the acquisition and funding of the future expansion of water supply.

¹²⁶ City of Modesto, Adopted Capital Improvement Program FY 03-4 through FY 12-13, p.10

¹²⁷ Modesto 2000 Urban Water Management Plan, p. 11

WASTEWATER

- Some areas within the City have experienced deteriorating infrastructure and these needs are being addressed through the City's CIP. Certain "islands" of development within the City's Sphere of Influence may also lack infrastructure for proper service.¹²⁸ Examples of necessary projects to remediate existing deficiencies are improvements to sewer trunks, replacement of pipes, and upgrades to sewer lift stations.¹²⁹
- A large portion of the sewer capital improvement budget will be for the purchase and development of additional discharge land. Other long range infrastructure needs will be more precisely addressed in the update to the Wastewater Master Plan, due for completion in 2005.
- Another method to increase wastewater disposal capacity is the construction of a dissolved air flotation system (DAFs) to remove algae from effluent streams. The City is funding this project currently.
- New developments must be within a reasonable distance from the City's sewer service areas. Developers will fund construction items as needed to serve new growth.

STORM DRAINAGE

- Very few capital improvement projects are proposed for stormwater infrastructure, as developers are required to privately fund infrastructure needs for new development. A Stormwater Master Plan is being developed to address current deficiencies and future needs.

FIRE PROTECTION

- Capital Improvements to the Fire Department are funded primarily through capital facilities fees charged of new development. However, funding is rarely if ever available by the time additional resources are needed.¹³⁰ The major capital improvement project for FY 03-04 was Fire Station No. 11, now nearing completion. Another new fire station, Fire Station No. 12, is being planned for the northeast area of the City to serve new development. This station will be opened in January 2009 at a cost of \$3.1 million, funded by capital facilities

¹²⁸ MSR Service Provider Supplement, City of Modesto Capital Planning Dept., p. 5

¹²⁹ City of Modesto, Adopted Capital Improvement Program FY 03-4 through FY 12-13, p.204

¹³⁰ City of Modesto Capital Improvement Program FY 03-04 through FY 12-13 p. 58

fees.¹³¹ Other capital improvement projects include the purchase of two additional ladder trucks and the rehabilitation of Fire Station No. 1.

POLICE PROTECTION

- Modesto's Capital Improvement Plan calls for an annual allocation of \$160,000 for the on-going development of a new training facility to consist of a firing range, classrooms, canine and equestrian training facilities, and a driver's training or EVOC course. This training facility will serve both the Modesto police force, and outside agencies. The facility will require CEQA review.
- The Police Department faces a critical shortage of parking. Federal sources are being explored to fund the acquisition of property, but if suitable land is not found near the main police headquarters, a multi-level parking structure, at \$15,000 per parking space, may be the only solution.¹³²
- A new Dispatch Center at the cost of \$29 million is needed but has not yet been planned because sufficient revenues have not been identified.¹³³

PARKS AND RECREATION

- The City currently lacks the acreage of parkland required by the General Plan, especially in the southwestern, south, and western portions of the City. Any new development will be required to develop 3 acres of parkland per 1,000 population, according to General Plan requirements.

GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

The purpose of this determination is to evaluate future service needs based upon existing population and projected growth. The projection of population at the buildout of Modesto's sphere of influence is approximately 400,000 people. Plans for the future provision of service to both the Kaiser/Cornerstone project area and to the entire sphere of influence area are addressed for each municipal service in the previous chapter, and are highlighted below.

¹³¹ City of Modesto Capital Improvement Program FY 03-04 through FY 12-13 p. 62

¹³² City of Modesto Capital Improvement Program FY 03-04 through FY 12-13 p. 54

¹³³ MSR Service Provider Supplement, Modesto Police Department, p. 2

WASTEWATER

- Based on General Plan buildout projections of 400,000 people, the wastewater system will need to accommodate an average daily dry weather flow of 72 mgd per day in 2025, nearly 45 mgd more than it currently treats. The installation of DAFs (see above) will expand the City's effluent discharge capabilities.

STORM DRAINAGE

- As agricultural and rural vegetated land is converted into urban uses, the ground is converted from vegetated soil to impervious surfaces such as paved highways, streets, rooftops and parking lots. Natural vegetated soil can both absorb rainwater and remove pollutants providing an effective natural purification process. Urban land uses not only remove this natural absorption and purification mechanism, but they create new pollution sources in the form of vehicle emissions, vehicle maintenance wastes, municipal sewage waste, pesticides, household hazardous wastes, pet wastes, and trash.¹³⁴ Thus, any urban growth will require measures to remediate the increased quantity and worsened quality of the City's stormwater runoff.

FIRE PROTECTION

- Population growth in the northwest and northeast sections of the City requires two new fire stations, Fire Stations No. 11 and No. 12.
- Full build-out of the Modesto S.O.I. will require the fire department to expand its services by expanding four of its existing fire stations and adding six new stations. Other requirements will be more vehicles, increased administration, and a new remote training site.

POLICE PROTECTION

- The Police Department needs more sworn officers to effectively serve Modesto's existing population as well as projected growth.¹³⁵ The Department has an incremental plan to increase the current ratio of 1.3 sworn officers per 1,000 population to 1.8 sworn officer per 1,000 population before General Plan buildout.

¹³⁴ California Regional Water Quality Control Board Waste Discharge Requirements for City of Modesto Storm Water Discharge, p. 2

¹³⁵ MSR Service Provider Supplement, Modesto Police Department, p. 2-3

PARKS AND RECREATION

- In the future, Department staffing levels will need to be increased to manage the increased acreage of parkland required to meet projected demand based on the General Plan buildout population. Facilities will also be proposed to accomplish the requirements of the Sports Facility Plan and Capital Facility Plan.

FINANCING CONSTRAINTS AND OPPORTUNITIES

The purpose of this determination is to assess any constraints or opportunities related to the funding of necessary municipal service improvements. The City of Modesto has established a number of financing mechanisms and policies to help assure that regional infrastructure and services can be provided in an efficient manner. New development is responsible for installing or funding necessary public service improvements. The City of Modesto's capital facilities fees are discussed in Chapter III. Other opportunities or constraints to funding are highlighted below.

WATER

- The joint MID/City water treatment plant expansion and associated downstream improvement project will be financed primarily through the sale of bonds (from both MID and the City) that will be paid off through utility bill revenue collected by the City.

WASTEWATER

- Toxicity of effluent may become a financing constraint to the City. Concentrations of copper, mercury and arsenic in effluent may pose problems in the future, and treatment that may be required is very costly. Furthermore, the 1995 Wastewater Master Plan states that a section of the San Joaquin River has been designated a "toxic hot spot" and that strategies by the California Water Resources Control Board for the clean-up of the river may have a significant financial impact on Modesto's waste discharges to the River.¹³⁶

STORM DRAINAGE

- Due to financial constraints, most available funding for stormwater is directed primarily toward ongoing operations and maintenance expenses.¹³⁷ An additional funding source for storm drainage needs, upon annexation, could derive from assessments generated by existing County Service Areas that lie within the City's Sphere of Influence.

¹³⁶ City of Modesto Wastewater Master Plan, Vol. II, p. 4-1

¹³⁷ Storm drainage operating expenditures for FY 03-04 are \$5.5 million, about two percent of the City's total operating budget. City of Modesto Budget Summary FY 03-04, p. 41

FIRE PROTECTION

- The large majority of fire expenses are funded through the City's General Fund.¹³⁸ Capital Facilities Fees will fund the majority of the Fire Department's expansion to serve growth. Fees assessed of new development will total \$17.4 million.¹³⁹

POLICE PROTECTION

- Modesto Capital Facilities Fees will be assessed of new development to fund infrastructure improvements and expansion of the Police Department. New development is projected to fund \$56.7 million of capital costs required to serve General Plan buildout.¹⁴⁰

PARKS AND RECREATION

- State funding for parks is tenuous. Other outside sources of funding include Proposition 12 and 40 funds, the Bicycle Transportation Act, RSTP funds, Gas Tax, and VLF taxes.¹⁴¹ Additionally, Community Financing Districts and Lighting and Landscape Districts are potential funding sources for park maintenance.
- Funds from Capital Facilities Fees apply only to new growth areas, and the City's General Fund can offer only minimal assistance to the already-developed areas in the City that lack adequate park acreage. Alternative funding sources, including grants from Propositions 12 and 40, are needed.
- As of January 2003, the average cost of land in the 100-year flood zone was \$30,000 per acre, and \$120,000 per acre for large parcels and \$140,000 per acre for small parcels outside the flood zone. The average costs for planning, design, engineering, citywide overhead and staff costs were \$30,000 per acre.¹⁴² Park maintenance costs have been increasing while funding has been decreasing. The increased acquisition of parkland with adequate funding for maintenance may result in a lower level of service.¹⁴³

¹³⁸ The FY 03-04 Fire expenditure budget is \$21.9 million, representing about 8 percent of the City's total expenditures.

¹³⁹ CFF Documentation, Town Hall Services June 3, 2003, p. 1

¹⁴⁰ CFF Documentation Update, Town Hall Partners. June 3, 2003, p. 11

¹⁴¹ MSR Service Provider Supplement, City of Modesto Parks, Recreation and Neighborhoods, p. 7

¹⁴² Regional Park Cost Breakdown (same costs for all types of parks), Town Hall Services. January, 2003, p. 48. The cost-per-acre values are representative of the currently adopted CFF plan. Costs per acre have increased and will be adjusted in future CFF updates.

¹⁴³ Service Provider Supplement, City of Modesto Parks, Recreation and Neighborhoods, p. 8

COST AVOIDANCE OPPORTUNITIES

This determination is intended to identify opportunities for eliminating unnecessary or duplicative costs. As Modesto annexes land within its sphere of influence, the City will take over the provision of municipal services from the individual service providers currently serving the unincorporated areas. This will prevent the duplication of services and will minimize unnecessary costs. Other cost savings opportunities related to municipal services are highlighted below.

WATER

- Installation of water meters may aid the City in measuring water usage and water loss, and could result in both substantial water conservation and cost savings. The operating budget for water code enforcement, which aims to conserve water through public relations, education, customer service and enforcement, was \$158,511 for FY 00-01.¹⁴⁴

WASTEWATER

- The City is currently preparing a recycled water system feasibility study, and anticipates that the system could be developed and operating within 5 to 10 years. Beneficial uses for recycled water include urban landscape irrigation, agricultural irrigation, wetland/wildlife habitat revitalization, industrial reuse, groundwater recharge, and outside water exchange.¹⁴⁵ Finding alternate uses for treated effluent may reduce the need to purchase and develop more land for discharge. Additionally, the direct discharge of cannery wastewater to land will reduce energy costs at the secondary treatment facility by 80 percent.¹⁴⁶
- More stringent water quality regulations may require initial investments in treatment technologies before recycled water is considered safe for some of these uses. However, water reuse and conservation measures will reduce the amount of water demanded and wastewater produced.

STORM DRAINAGE

- The life of City streets is extended and maintenance costs reduced when the City's storm drain system is maintained and expanded properly to accommodate urban development.

¹⁴⁴ Modesto 2000 Urban Water Management Plan, p. 19

¹⁴⁵ Modesto 2000 Urban Water Management Plan, p. 21

¹⁴⁶ City of Modesto, Adopted Capital Improvement Program FY 03-4 through FY 12-13, p.206

POLICE PROTECTION

- Modesto participates in three cost-saving joint powers agreements (JPAs) with the Stanislaus County Drug Enforcement Agency, the 911 Dispatch Center, and the Training Center.

PARKS AND RECREATION

- Costs can be avoided with reimbursements for the use of parklands. For example, the School Districts and City have joint-use agreements that allow for use- and cost-sharing of City parks. The development of dual-use park/basins with the Engineering and Transportation Department can also help to reduce acquisition costs.¹⁴⁷

OPPORTUNITIES FOR RATE RESTRUCTURING

This determination is intended to identify opportunities to reduce rates or minimize required increases, while retaining a desired level of service. The City of Modesto charges rates for services to cover the cost of providing these services. Assessments of funding requirements should be made each year and allocated among the service users. Rate adjustments for Modesto's municipal services will be necessary to address existing and future infrastructure and service needs, and are highlighted below.

WATER

- Rate increases have been recommended to fund capital improvements and to build an adequate reserve for the issuance of a new bond. The recommendations are for a 35% increase in FY 04-05, and a 30% increase in the two following fiscal years, and a 5% increase in the fourth and fifth years.¹⁴⁸ Chapter IV shows the estimate of proposed monthly water bills for the average flat-rate customer over the next five years.

WASTEWATER

- Modesto charges residential users a flat rate, commercial users a rate based on thousands of gallons or cubic feet of wastewater produced, and industrial users by mgd (million gallons per day).¹⁴⁹ Annual rate adjustments will be needed to fund capital improvement projects on a cash basis.¹⁵⁰ Current sewer connection

¹⁴⁷ MSR Service Provider Supplement, City of Modesto Parks, Recreation and Neighborhoods, p. 8

¹⁴⁸ New Water Rates Memo, March 18, 2004 p. 5

¹⁴⁹ MSR Service Provider Supplement, City of Modesto Capital Planning Dept., p. 12

¹⁵⁰ City of Modesto, Adopted Capital Improvement Program FY 03-4 through FY 12-13, p.202

fees may not be adequate to cover the cost of connecting new development, especially in the case of hopscotch development. Furthermore, the City has experienced difficulty in affording the construction of connections prior to collecting connection charges.¹⁵¹

STORM DRAINAGE

- Upkeep of the storm drainage system, which extends the life of City streets and reduced street maintenance costs, will require a rate increase within the next year. Storm drainage fees have not changed since 1995, when they were reduced by 5 percent. Current revenues into the Storm Drain Fund are not sufficient to continue the needed level of operating and capital expenditures.¹⁵² The new fees and charges will likely be set by the new Stormwater Master Plan.

FIRE PROTECTION

- Modesto Capital Facilities Fees for fire will be assessed of new development to fund necessary improvements and expansion.

OPPORTUNITIES FOR SHARED FACILITIES

The purpose of this determination is to identify opportunities for agencies to share facilities and resources, thus reducing costs and serving customers more efficiently. Some Modesto services already share facilities and resources, while other opportunities, presented below, are being explored.

WATER

- Upon acquisition of the Del Este Water Company in 1995, Modesto took over maintenance and operations of former Del Este facilities. Modesto will likely do the same when it annexes the Riverdale Park Tract Community Services Water District in the future.

WASTEWATER

- The City of Modesto's sewer system treats water from the unincorporated community of Empire and from portions of the City of Ceres.

¹⁵¹ City of Modesto, Adopted Capital Improvement Program FY 03-4 through FY 12-13, p.202

¹⁵² City of Modesto Capital Improvement Program FY 03-04 through FY 12-13, p. 128

STORM DRAINAGE

- The City uses MID's Lateral Canal No. 3 to convey stormwater runoff to the San Joaquin River. The future conversion from rockwells to positive storm drains, based on the recommendations of the SWMP, may involve the use of other MID canals.

FIRE PROTECTION

- Modesto serves half of the Industrial Fire Protection District through a contractual arrangement for emergency services. The contract is serviced primarily from Fire Station No. 10, which also serves a portion of the City.¹⁵³ Modesto also has a joint powers agreement (JPA) with Stanislaus County for dispatch services from the jointly-formed Consolidated Emergency Dispatch Agency (911 Dispatch Center).

POLICE PROTECTION

- The Modesto Police Department currently shares the use and cost of the 911 Dispatch Center, a joint powers agreement established in 1999 between the City and County. The City generates approximately 62 percent of all the calls received at the Dispatch Center. However, the City is now proposing to establish its own autonomous Communications Center that would serve all emergency and non-emergency communications from all City departments.

PARKS AND RECREATION

- School Districts and the City have joint-use agreements that allow for use- and cost-sharing of City parks facilities. These agreements typically allow for shared facilities such as swimming pools and gymnasium facilities. Also, the City Council directs the authorization of dual-use park/basins to serve as both flood detention basins and parklands.¹⁵⁴

GOVERNMENT STRUCTURE OPTIONS

This determination is required in order to weigh the costs and benefits of various government structure options to provide the best possible public services. Overall, the City of Modesto will provide municipal services to annexed areas in a cohesive and

¹⁵³ City of Modesto Capital Improvement Program FY 03-04 through FY 12-13 p. 58

¹⁵⁴ MSR Service Provider Supplement, City of Modesto Parks, Recreation and Neighborhoods, p. 9

efficient manner that is more difficult to achieve by a multiplicity of small independent districts that currently provide services within the sphere of influence.

FIRE PROTECTION

- The future provision of fire service to annexed areas by the City of Modesto will improve the SOI rating to 2. The SOI rating at the Kaiser/Cornerstone area is currently 9, so annexation will result in a great improvement in fire service.

EVALUATION OF MANAGEMENT EFFICIENCIES

This determination evaluates the quality of public services in comparison to costs. As development occurs within the sphere of influence and land is annexed to the City, staffing, facilities, maintenance and equipment needs grow. Both the City's expanding budget and the rate increases proposed for various City services reflect the growth of the City and also the aging of its infrastructure.

FIRE PROTECTION

- Modesto's increasing budget for fire, from \$15.1 million in FY 00-01 to \$21.9 in FY 03-04, represents the increased requirements for staffing, facilities and equipment to serve the City's growing population. As the City expands existing fire stations and builds new ones, residents and businesses will be served more effectively and efficiently by stations at strategically planned locations.

POLICE PROTECTION

- The City of Modesto's proposal to develop its own City-wide communications center offers opportunities for the consolidation of communications efforts throughout City departments, including emergency and non-emergency communications. Police and Fire dispatch services would be performed by the City instead of the JPA County 911 Dispatch Center, in addition to the non-emergency communications needs of other City departments.

LOCAL ACCOUNTABILITY AND GOVERNANCE

This determination is intended to evaluate the accessibility and amount of public participation in the agency's decision-making process. The unincorporated areas within the City's SOI currently are managed by the County government, which also manages other unincorporated areas throughout the County. Upon annexation, the City will provide for local accountability and governance.

The City of Modesto operated under a council-manager form of government in which the voters elect the city council to serve as the policy-making board of the city. The council, in turn, appoints a city manager to administer these policies. The Modesto City Council consists of seven members, including the mayor, elected at large on a nonpartisan basis for four year terms. Their terms of office expire in alternate odd numbered years, with a maximum of four council seats up for election at any one time. The Modesto City Council meets at 5:30pm on the first, second and fourth Tuesdays of each month. Meetings are not held on the third or fifth Tuesday, unless a special meeting is called by City Council. Meetings are broadcast on public access television, on the City's website, and reported in the local newspaper and in mailings to residents.

Highlighted below are some of the specific measures each municipal service takes to ensure public accessibility and participation.

STORM DRAINAGE

- The City is required to submit an annual report documenting the progress of the implementation of the Storm Water Master Plan to comply with its NPDES discharge permit. This report is required to identify the City's use of Best Management Practices and to discuss their effectiveness at reducing urban runoff pollutants.¹⁵⁵

FIRE PROTECTION

- A customer service survey is sent to 10 percent of all City of Modesto calls responded to in order to judge customer satisfaction with service.¹⁵⁶

POLICE PROTECTION

- The Modesto Police Department is accountable to the City Manager. The Department received 71 complaints in 2002, all of which were investigated by police internal affairs.¹⁵⁷

¹⁵⁵ California Regional Water Quality Control Board Monitoring and Reporting Program for City of Modesto

¹⁵⁶ MSR Service Provider Supplemental Questionnaire, City of Modesto Fire Department, Feb 3, 2004, p. 7

¹⁵⁷ MSR Service Provider Supplement, Modesto Police Department, p. 1

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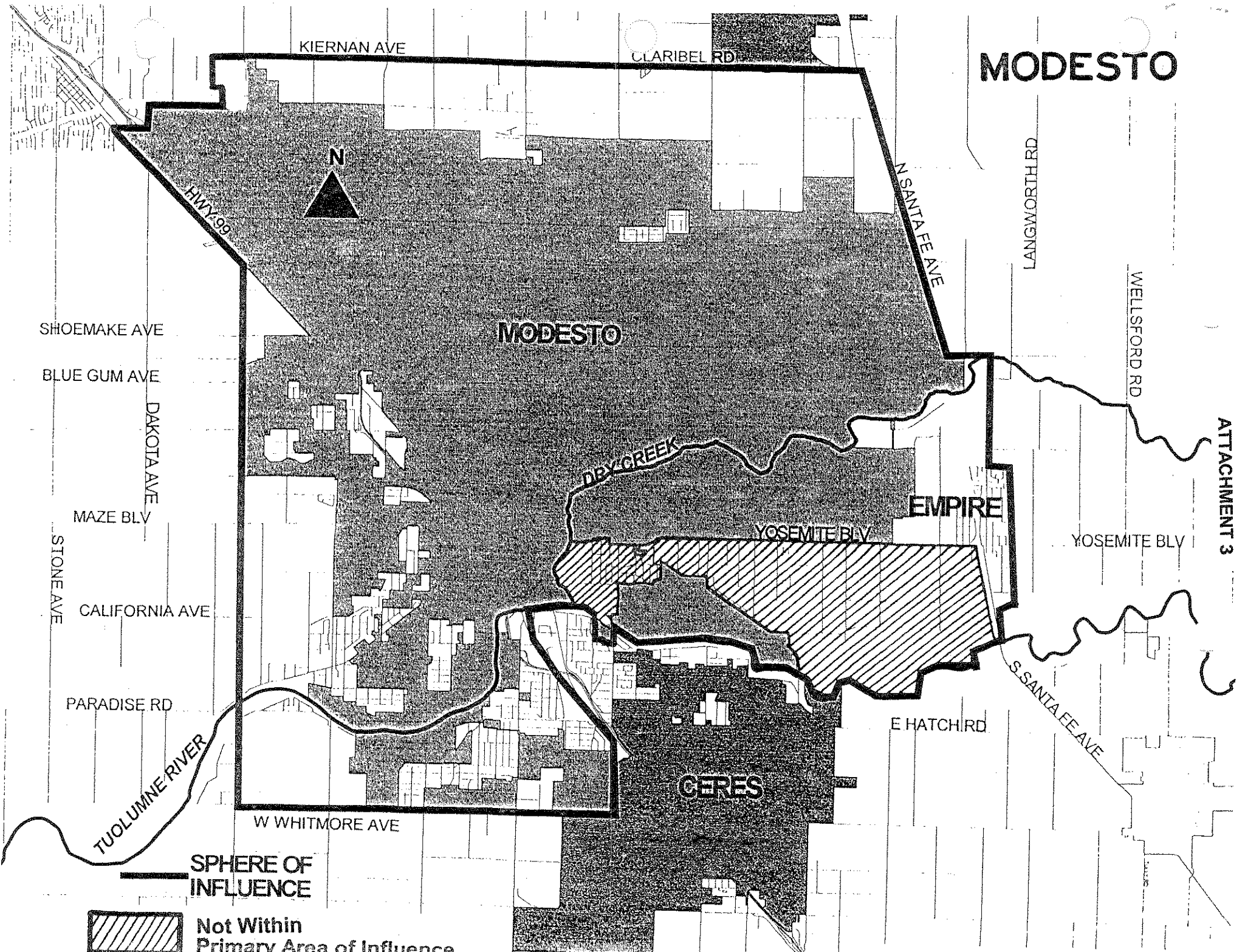
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MODESTO



MODESTO

EMPIRE

CERES

SPHERE OF INFLUENCE

Not Within Primary Area of Influence

ATTACHMENT 3