

Chapter 4 – Growth and Development

Growth and Population Projections for the Affected Area

Overview of Stanislaus County

Stanislaus County has a current population of about 522,822 people (2006). The median age in the County, according to the 2000 Census is 31.7 years old, with about 12.4 percent of the population being over the age of 65. The average family is about 3.5 persons. There are approximately 150,807 housing units in the county, with 61 percent being owner occupied. The median household income is about \$40,000 in 1994 dollars; approximately 12.3 percent of the population lives in the poverty range.¹⁷

Efficient provision of public services is linked to an agency's ability to plan for future need. For example, a fire protection district must be prepared to provide emergency services for existing and future levels of demand, as well as be able to determine where future demand will occur. Municipal Service Reviews will enable LAFCO, affected agencies, and the public the ability to examine both existing and future need for public services and evaluate whether projections for future growth and population patterns are integrated into the agency's planning function.

Population Data

Cities and fire protection districts in Stanislaus County rely on various data sources for determining service population (e.g., U.S. Census, California Department of Finance, and the Stanislaus County Council of Governments (StanCOG)). In addition, some fire protection districts estimate their service population based on the number of parcels within their districts. Therefore, when contacted, some of the fire districts did not have current (2006) estimates on the number of persons in their district.

The Stanislaus Council of Governments recently published a 2003 Projection Report, which included population estimates for Stanislaus County covering the period 2000 - 2030. The forecast was developed using a regional economic-demographic forecasting model developed by the Association of Bay Area Governments (ABAG). It was developed for use in StanCOG transportation modeling and provides general insight into future changes in the region.

According to the report, Stanislaus County saw substantial population growth between 1990 and 2000, increasing by 20.6 percent from 370,522 to 446,997. This growth rate was significantly higher than California's statewide 13.6 percent increase during the same period.

¹⁷ 2000 Census data.

Population Data for Fire Service Agencies in Stanislaus County

The following figure highlights current estimate of population figures for the city fire departments within Stanislaus County:

Figure 4: Population Figures for City Fire Departments within Stanislaus County

City Fire Department	Population
Ceres	38,813
Modesto	207,634
Newman	9,134
Oakdale	17,349
Patterson	19,000
Turlock	67,009

Source: California Department of Finance, January 1, 2005.

Population figures for each of the fire protection districts were developed using the 2000 U.S. Census.

Figure 5: Population Figures for Fire Protection Districts

Fire Protection District	Population
Burbank-Paradise	8,176
Ceres	2,553
Denair	5,729
Hughson	11,249
Industrial	11,831
Keyes	4,575
Mountain View	2,351
Oakdale Rural	8,989
Salida	18,100
Stanislaus Consolidated	38,380
Turlock Rural	5,016
Westport	2,272
West Stanislaus	7,070
Woodland	4,488

Source: 2000 Census.

Population Projections

Detailed population data for the model came primarily from the U.S. Census and the Demographic Unit of the California Department of Finance. The forecast indicates that there will be moderate growth in population, with a population increase from approximately 447,000 people in 2000 to approximately 822,000 people in 2030, for an increase of nearly 375,000. In percentage terms, the population in Stanislaus County is forecasted to increase by 84 percent over the next 30 years. The following outlines population projections for Stanislaus County for the period of 2000-2025:

Figure 6: Population Projections for Stanislaus County and its Nine Cities, 2000-2025

City	2000	2005	2010	2015	2020	2025
Ceres	34,609	40,607	46,605	52,604	58,602	64,600
Hughson	3,980	4,586	5,191	5,797	6,402	7,008
Modesto	188,856	239,035	289,214	339,392	389,571	439,750
Newman	7,093	7,931	8,769	9,607	10,445	11,283
Oakdale	11,503	14,775	18,047	21,320	24,592	27,864
Patterson	11,606	13,233	14,861	16,488	18,116	19,743
Riverbank	15,826	18,188	20,550	22,913	25,275	27,637
Turlock	55,810	64,137	72,465	80,792	89,120	97,447
Waterford	6,924	8,076	9,228	10,379	11,531	12,683
Balance of County	110,790	112,254	113,717	115,181	116,644	118,108
Total	446,997	522,822	598,647	674,473	750,298	826,123

¹⁸ Several of the cities within the County are in the process of updating their general plans. The nine cities and the County decide land use within fire district boundaries and city spheres of influence, which can ultimately affect a district's current and future service plans.

Areas of Expected Growth

The following unincorporated communities are guided by community plans and are expected to experience future growth. They are served by special districts, which provide the sewer and water systems necessary to accommodate development:

- Denair, Diablo Grande, Keyes, and Salida
- Affected fire protection districts: Denair, Keyes, Salida, and West Stanislaus

The following unincorporated communities are only expected to experience minor infill growth, as the necessary public systems are either at capacity or non-existent:

- Crows Landing, Del Rio, East Oakdale, Grayson, Knights Ferry, La Grange Valley Home, and Westley
- Affected fire protection districts: Oakdale Rural, Salida, Stanislaus Consolidated, and West Stanislaus

The unincorporated community of Crows Landing may face considerable growth pressure due to the County's acquisition and expected development of the former site of the Crows Landing Naval Air Base.

¹⁸ Source: 2000-2025 Growth Projections – Inter-Regional Partnership Report, 2003.

Based on the population projections and city and County general plan policies, the majority of the growth is expected to occur in the nine cities. (Affected fire protection districts: Hughson and Stanislaus Consolidated. Affected city fire departments: Ceres, Modesto, Newman, Oakdale, Patterson, and Turlock.)

Effects of Population Growth

Because projected growth patterns should influence the location and sizing of future public facilities, it is essential that population and development forecasts be integrated into the region's planning process. StanCOG forecasts indicate that between 2000 and 2030, the County's population is expected to increase by 84 percent, adding another 375,000 residents that will need emergency services. If growth is unevenly distributed throughout the County, each fire protection and emergency medical service provider will experience distinctly different impacts on existing facilities, planning, capital needs, and staffing.

Figure 7: Agency Population Density per Square Mile

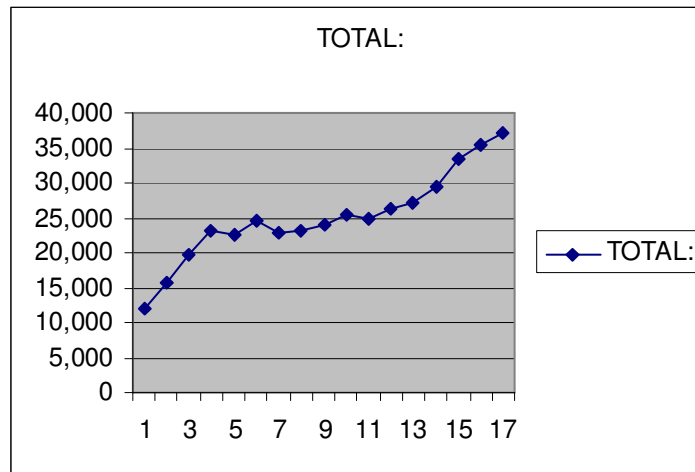
Department	Population	Estimated Current Density*
Mountain View	2,351	47
Westport	2,272	66
Turlock Rural	5,016	148
Keyes	4,700	174
Denair	5,729	123
Woodland	4,488	122
Burbank Paradise	8,176	1,572
West Stanislaus	7,070	15
Hughson	11,241	285
Newman	10,000	2500
Oakdale Rural	8,989	47
Patterson	17,000	4,250
Oakdale	17,500	3,181
Salida	18,100	430
Stanislaus Consolidated	38,380	176
Ceres	38,813	5,505
Turlock City	67,009	4,751
Modesto	207,634	5,150
CDF	Not Calculated	Not Calculated
Ceres FPD	5,729	
Industrial	4,575	

**Calculated from population figures in comparison to square miles*

Growth in Call Load

The following chart illustrates growth in emergency call load over the last 16 years for the fire services in the county. In 1987, the departments responded to about 11,900 calls for service. Today, they are responding to nearly 38,000 calls for service. That is an increase of more than 200 percent; about 13 percent per year. That growth rate can be reasonably expected to continue.

Figure 8: Chart of Growth in Emergency Call Load



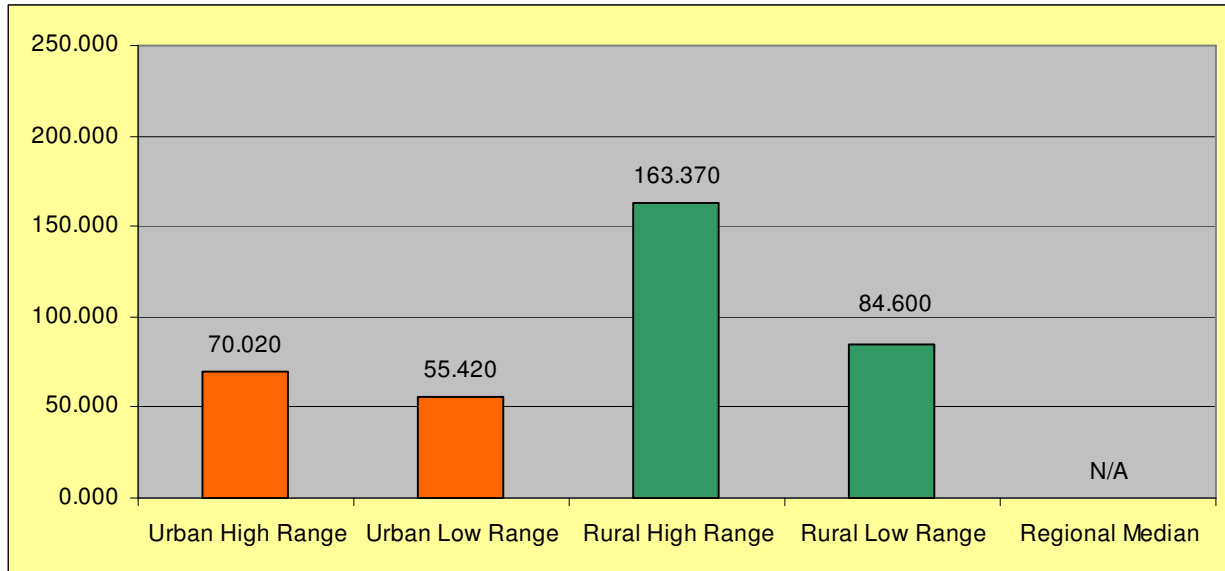
Source: County Communications Center E-911

Call workload for overall delivery system results in a call factor of 73 calls per 1,000 population. This is derived by taking the current population (in thousands) and dividing it into the current workload. Based on the fact that the nature of the calls in Stanislaus are consistent with benchmark data from the U.S. Fire Administration, it can be expected that the trend will continue with a large majority of the calls for medical emergencies and a much smaller portion for fires. If population figures stay on target, the workload of the fire agencies should track the same.

The current population projection for 2010 is 598,647. That should generate an additional call workload of 5,727 calls for service. The population protected by each entity currently averages 1,454 persons per square mile. The distribution of future calls will not be on the basis of commercial or industrial development but will follow population and center on population density areas.

The following chart is from the United States Fire Administration's Annual Review of Fire Departments. This is the benchmark data for the Western United States and illustrates that the workload for the fire services in Stanislaus is within the normal range for both the urban and rural areas.

Figure 9: Comparison of Incidents per 1,000 Population



Growth Reflected in Property Values

On July 1, 2005, Stanislaus County Assessor Doug Harms released an announcement that the 2005-2006 Regular Assessment Roll totaled \$33,412,511,370. This was a 14.71 percent increase over the previous year. The net increase was \$4,283,596,187, and was the largest increase in value in the history of the Stanislaus County. The roll includes more than 175,000 units of real property. The report went on to state that the assessment roll will generate over \$340,000,000 in revenue. The state received \$247,000,000 of that revenue, with the rest going to the County, cities, and special districts.

The following chart is a reflection of the growth pattern over the last decade.

Figure 10: Regular Assessment Roll Increase, 1992 – 2005

Year	Change in Assessment from Previous Year
2005	14.71%
2004	9.88%
2003	9.26%
2002	8.80%
2001	8.04%
2000	6.42%
1999	4.44%
1998	2.38%
1997	2.28%
1996	1.58%
1995	2.23%
1994	1.73%
1993	5.56%
1992	5.58%

Figure 11: Area in Acres

Fire Agency - Districts	Area in Acres*
Burbank - Paradise	1,695
Ceres	2,544
Denair	22,457
Hughson	19,810
Industrial	1,959
Keyes	14,085
Mountain View	31,023
Oakdale Rural	149,057
Salida	26,756
Stanislaus Consolidated	139,087
Turlock Rural	13,739
West Port	26,977
West Stanislaus	390,469
Woodland	28,547
Fire Agency – Cities	
Ceres	4,950
Modesto	23,305
Newman	1,397
Oakdale	3,224
Patterson	3,132
Turlock	9,333

**Inasmuch as most annexations are conducted in terms of acreage instead of square miles, ESCi provided this table as a perspective on the impact of potential changes in area in the future. For example, the current cities, with exception of Modesto, are moderate in acreage; while the districts range in size from small to very large in acreage. Reduction of acreage for a smaller district will have more of a profound impact than it would for a large agency. Based on this listing, the areas that are likely to be subject to annexation considerations in those districts are those areas immediately adjacent to cities' boundaries.*

Figure 12: Area not in Any Agency

Location	Population[#]	Area (In Acres)*
"North Area" North of Oakdale Rural Fire Protection District Boundaries	898	58,115

Department of Finance, January 1, 2005

** Stanislaus LAFCO files*

Summary

There are several observations that are relative to the ability to provide a level of service when the population increases and the density gets heavier in developed areas. These observations are:

- The fire districts cover larger areas with lower population density than cities. They lack as many roads per square mile. They experience long travel times to remote areas.

- The cities are more compact and densely populated and have a street network grid which is easier to serve than rural areas with long distances between cross roads.
- The tax rate is very low in many district areas.
- The per capita fire funding level is very low in many district areas.
- Response times to cities are consistent with a suburban level of service.
- Response times to cover the large district areas are consistent with rural level of service.
- The unit utilization workload per fire company, in the districts, is still fairly low but rising.
- The risks, hazards, and values in fire protection districts are dispersed and are not highly concentrated.
- Infill growth does not place as much of a new demand on fire services as tract development does.