

# MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE PLAN

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## City of Oakdale

### 1. Introduction

#### 1.1 Municipal Service Review and Sphere of Influence Requirements

Municipal Service Review (MSR) and Sphere of Influence (SOI) requirements are described in detail in the following sections.

##### 1.1.1 Municipal Service Review

MSRs were added to the Local Agency Formation Commission's (LAFCO's) mandate with the passage of the Cortese Knox Hertzberg Local Government Reorganization Act of 2000 (CKH Act), pursuant to Government Code 56000, et seq. A service review is a comprehensive study designed to better inform LAFCOs, local agencies, and the community about the provision of municipal services. Service reviews attempt to capture and analyze information about the governance structures and efficiencies of service providers, and to identify opportunities for greater coordination and cooperation among providers. The MSR is a prerequisite to an SOI amendment and may also lead a LAFCO to take other actions under its authority (Government Code Section 56430).

The State Legislature established the MSR requirement after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The first study was completed by the "Little Hoover Commission," which focused on the need for oversight and consolidation of special districts. The second study was completed by the "Commission on Local Governance for the 21st Century," which focused on the need for regional planning to ensure adequate and efficient local government services to serve the growing population of California.

##### 1.1.2 Sphere of Influence Plan

In conjunction with the requirement to conduct an MSR, the CKH Act (California Government Code Section 56425) requires each LAFCO to review and update, as necessary, SOIs for each local agency within LAFCO's jurisdiction, pursuant to Government Code Section 56425. An SOI is a planning tool that is designed to provide guidance in reviewing proposals, promoting the efficient and effective provision of municipal services, and preventing duplication of service responsibility. LAFCOs are responsible for determining that an agency is reasonably capable of

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providing needed resources and basic infrastructure to serve areas within the agency’s boundaries and SOI.

An SOI is defined by Government Code Section 56076 as “a plan for the probable physical boundary and service area of a local agency, as determined by the commission.” Stanislaus LAFCO’s adopted policies further define an SOI as “the area around a local agency within which territory is eligible for annexation and the extension of urban services within a twenty-year period.” Stanislaus LAFCO also designates a “Primary Area” within the SOI to identify territory with a more near-term growth period of zero to 10 years.

The adoption of an SOI is perhaps the most important planning function given to LAFCOs by the State Legislature. The CKH Act describes SOIs as an important tool for “planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities.” SOIs serve a similar function in LAFCO determinations as general plans do for cities and counties. The SOI boundary and written determinations adopted by LAFCO should guide the provision of services for areas within the SOI. The MSR would provide LAFCO with a clear indication of whether an agency has the services available to support an SOI boundary.

## 1.2 Purpose

The CKH Act further requires that an MSR be conducted prior to or, in conjunction with, the update of an SOI.

This MSR/SOI Update document is intended to provide an analysis of the available services within the City limits and determine if City services can be extended to adequately serve future growth areas that may be included within the City’s boundaries.

This MSR/SOI Update will be used to guide the City of Oakdale’s proposed annexation of the southern half of the Crane Crossing Specific Plan (CCSP) (Area 3) and expansion of the City’s SOI boundary, consistent with the City’s General Plan, to include the CCSP and the Sierra Pointe Specific Plan (SPSP) in their entirety. Updating the City’s SOI will allow the opportunity for the future annexation of lands within the SOI into the City’s boundaries, following approval from Stanislaus LAFCO. Figures 1 and 2 show the proposed SOI expansion area that would contain the CCSP and SPSP areas in its entirety, as well as the SOI and the General Plan Area (hereafter referred to as GPA). It should be noted that the entirety of the City’s existing and proposed SOI are included in the Primary Area and are referred to as the SOI in this document.

This MSR evaluates the structure and operation of City services and discusses the plans and ability to ensure adequate service provision to future development outside of the current City limits. Key resources for this study are department-specific information gathered through research and email correspondence, as well as Stanislaus LAFCO’s Municipal Service Review Guidelines. The City of Oakdale MSR/SOI Plan has been prepared for Stanislaus LAFCO, in accordance with Section 56430 of the California Government Code, as a means of identifying and evaluating public services provided by the City, and in conjunction with an update to the City’s SOI.

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## 1.3 Proposed Action

The City of Oakdale intends to increase its SOI (and Primary Area) by approximately 82 acres. Specific changes to the SOI include the following:

- Extending the existing SOI boundary east in the Stearns Road / State Route (SR) 108/120 area to include the entirety of the Sierra Pointe Specific Plan (“Area 9”) - 69 acres.
- Extending the existing SOI boundary northwest of Crane Road and West F Street/State Route (SR) 108, as part of the Crane Crossing Specific Plan (“Area 3”) - 13 acres.

Together, these changes comprise what will be henceforth referred to as the proposed action, or proposed SOI expansion. Figures 1 and 2 provide the proposed SOI boundaries along with the context of Oakdale. Figures 3 and 4 provide larger-scale maps for Area 3 and Area 9, respectively.

The proposed SOI expansion for Area 9 consists of five entire parcels—010-022-012, 010-022-013, 064-017-002, 064-017-003, and 064-017-004—and a portion of an additional parcel—064-017-015—which together complete the expansion, along with other Area 9 parcels already located within the SOI.

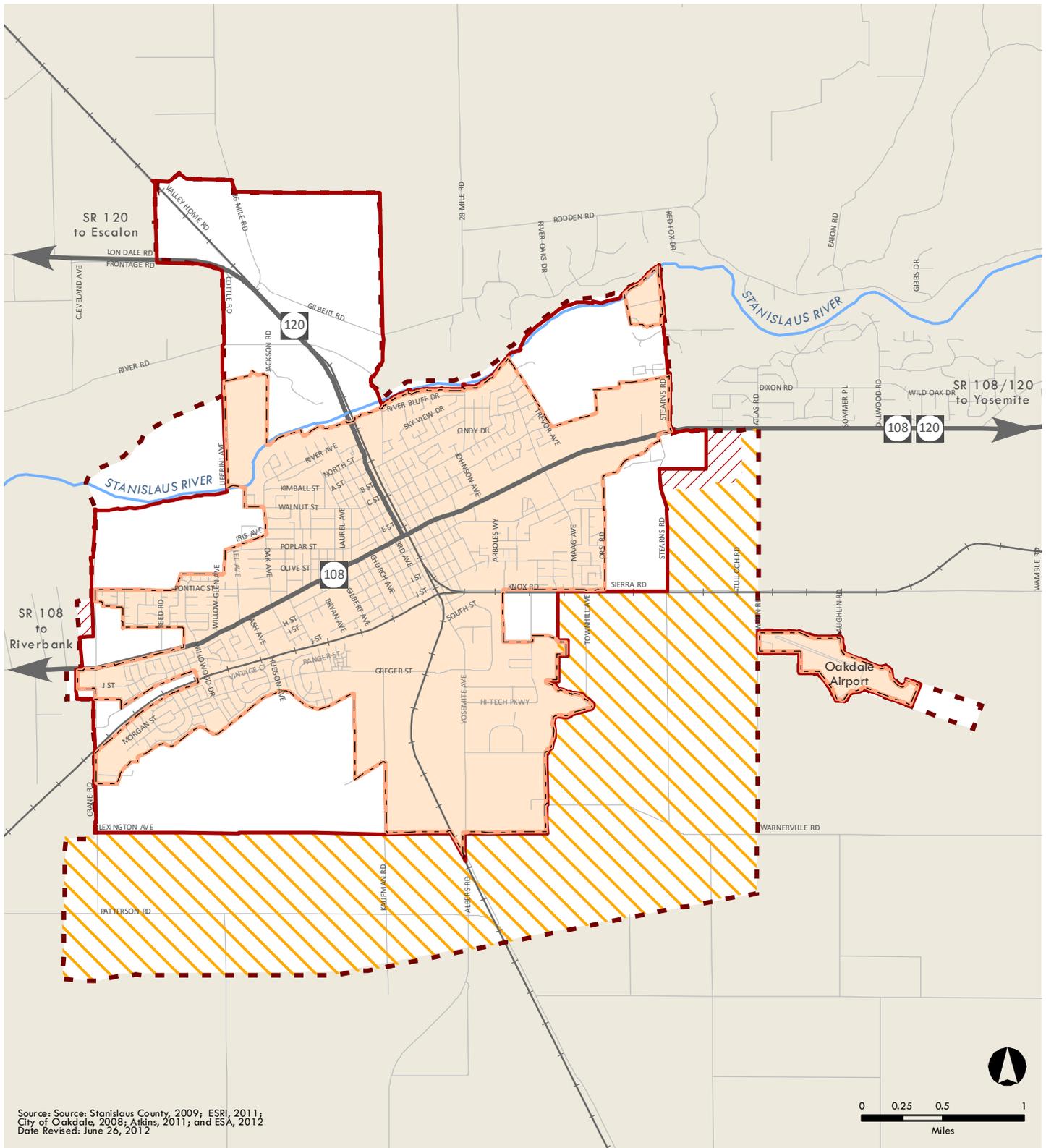
This MSR will describe City services as they relate to the City’s proposed SOI, including the existing acreage and proposed expansion area. The City’s current SOI is coterminous with the Primary Area designation that has been in place since 1993 when the last general plan was adopted by the City of Oakdale. The only changes to the existing SOI are the proposed SOI expansions in CCSP and SPSP areas, which are anticipated to be developed within ten years. The CCSP area west of the City is proposed for immediate annexation and imminent development, consistent with the intent of the Primary Area. The proposed SOI amendment east of the existing SOI will accommodate the remaining portion of the SPSP, adopted in 2014 by the City of Oakdale, and is a necessary pre-condition for development. The City expects that development in the SPSP area will occur within the next few years and is thus requesting its inclusion in the Primary Area designation as well.

The City has also identified an area just south of its SOI as an “Area of Concern” that includes the North County Corridor Study Area Overlay (NCC) and is shown in Figures 1 and 5. Stanislaus LAFCO defines an Area of Concern as “a geographic area beyond the Sphere of Influence in which land use decisions or other governmental actions of one local agency (the “Acting Agency”) impact directly or indirectly upon another local agency (the “Concerned Agency”). The City’s identified Area of Concern includes the areas surrounding the potential alignments that are being considered for the future NCC. The Area of Concern designation itself does not denote any particular land uses and is not proposed for inclusion in the SOI at this time, but rather represents a geographic area that the City of Oakdale, as a Concerned Agency, wishes to be considered during any potential land use decisions by the County, as Acting Agency. LAFCO will encourage the entities to obtain an agreement or some other form of commitment between the two agencies regarding potential land use decisions in this area (similar to existing city/county policies related to development within a Sphere of Influence).

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

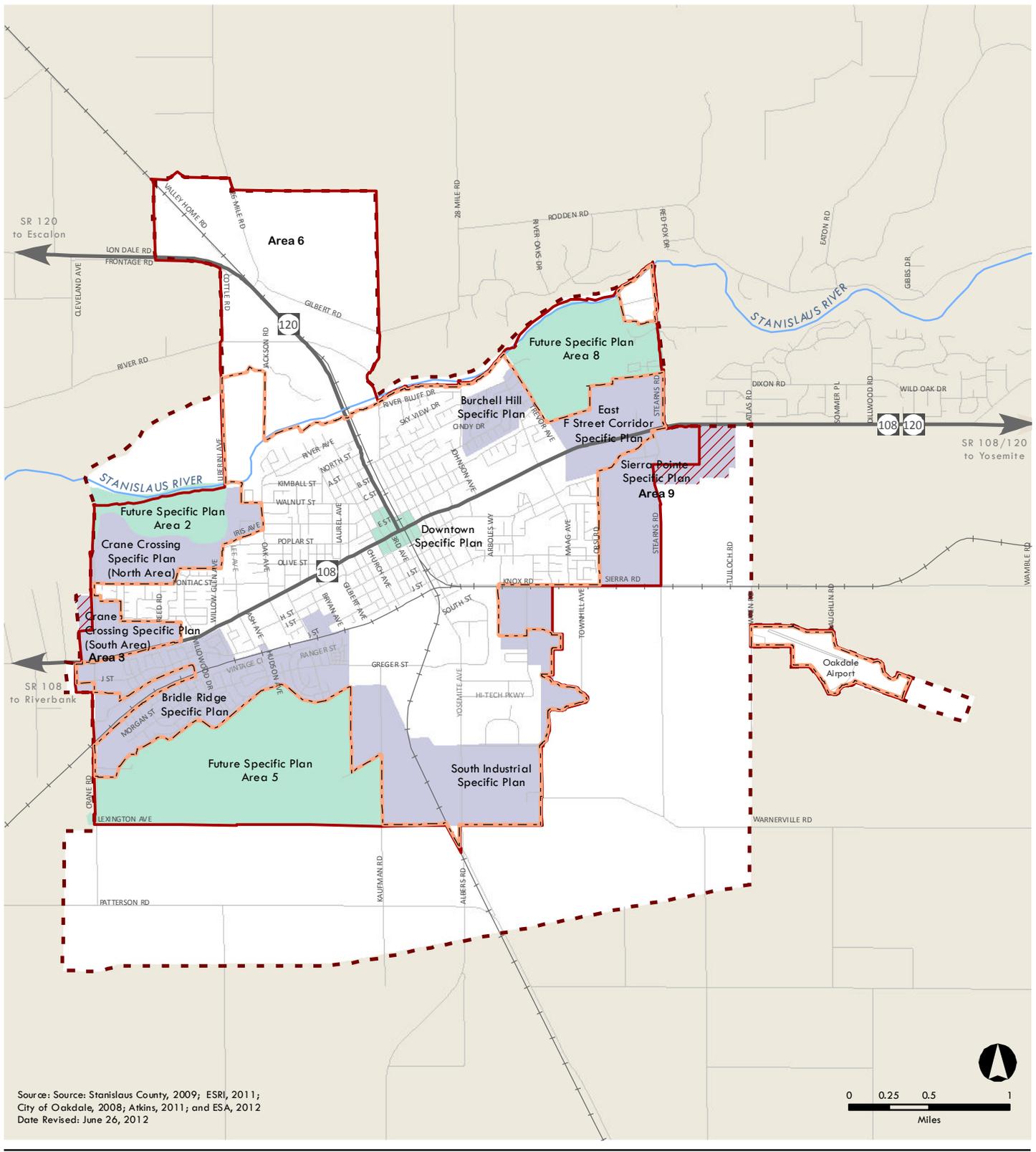
MSRs are planning studies for future action and as such are exempt from environmental review. As this application includes a proposal to amend the SOI to be consistent with the Oakdale 2030 General Plan, environmental review is required for that part of the application. The 2030 Oakdale General Plan includes all of the area proposed to be re-designated and included in the SOI. The Draft EIR (SCH# 2011082051) was prepared in July 2012 and the Final EIR was certified in August 2013, and specifically envisioned SOI designation and annexation as a part of the Project, subject to analysis.



- Legend
- Oakdale City Limits
  - Sphere of Influence
  - Proposed Sphere of Influence Expansion
  - General Plan Area
  - Area of Concern

City of Oakdale Municipal Service Review and Sphere of Influence

## PLANNING BOUNDARIES Figure 1

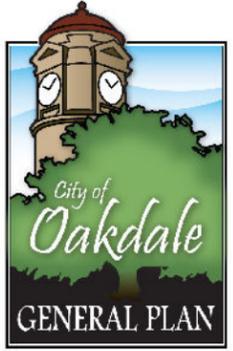


Source: Source: Stanislaus County, 2009; ESRI, 2011; City of Oakdale, 2008; Atkins, 2011; and ESA, 2012  
 Date Revised: June 26, 2012



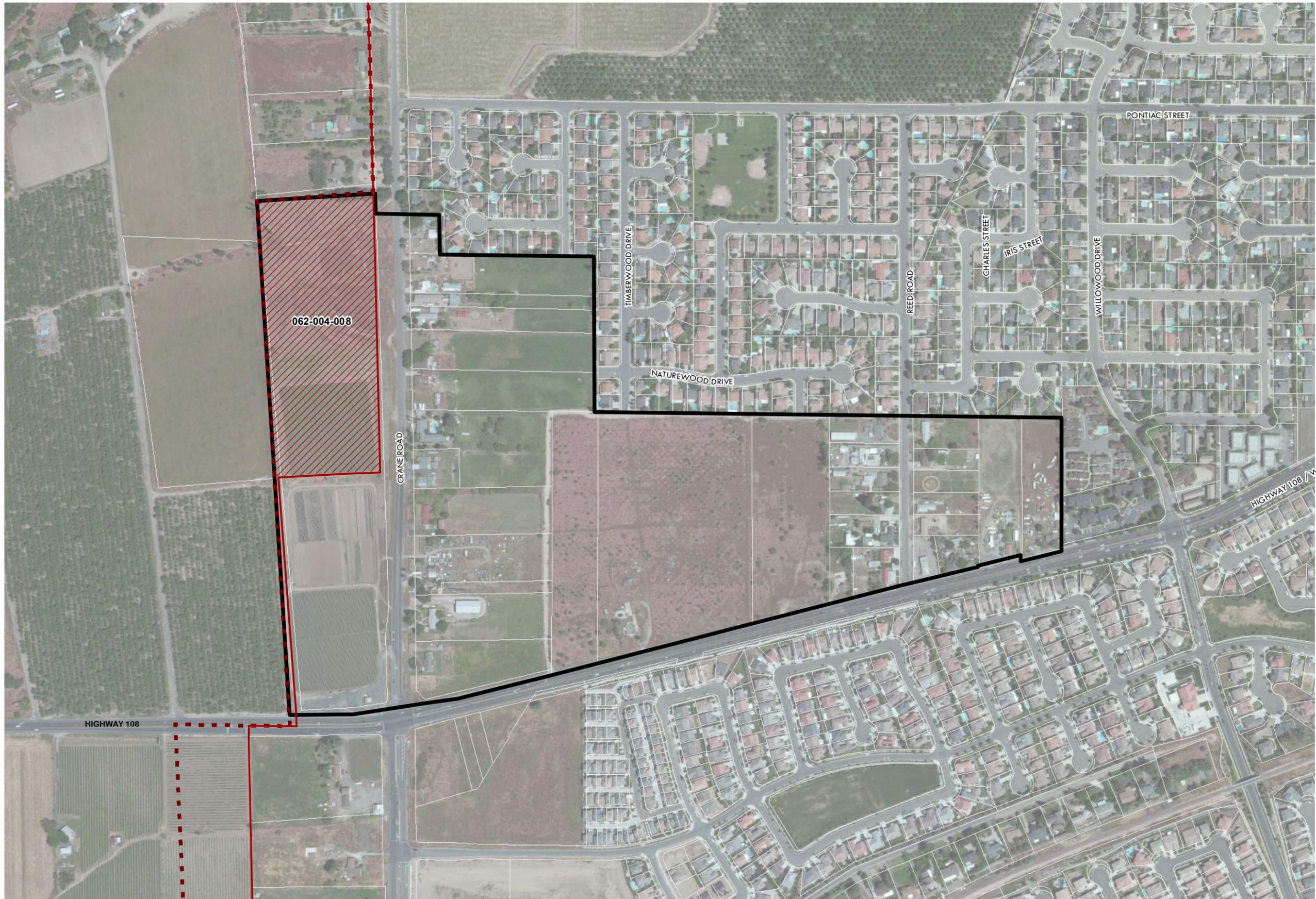
- Legend**
- Oakdale City Limits
  - Sphere of Influence
  - Proposed Sphere of Influence Expansion
  - General Plan Area
  - Existing Specific Plan
  - Future Specific Plan

City of Oakdale Municipal Service Review and Sphere of Influence  
**EXISTING & PROPOSED SPECIFIC PLANS**  
 Figure 2

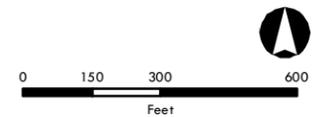


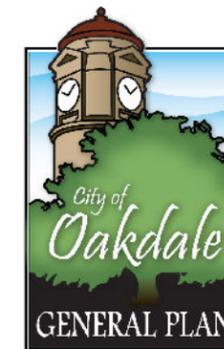
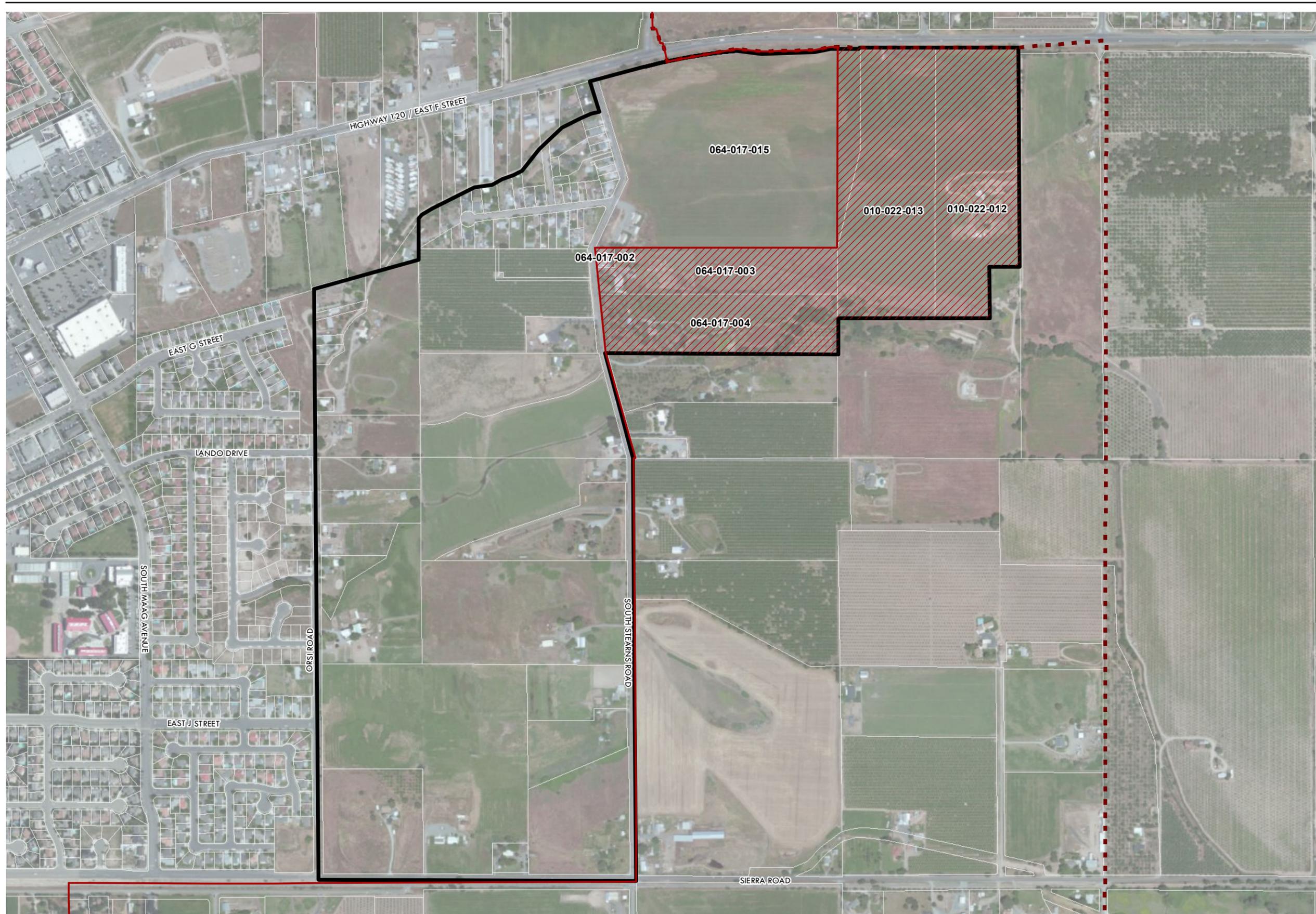
Legend

- Proposed Area 3 Annexation
- Sphere of Influence
- Proposed Sphere of Influence Expansion
- General Plan Area



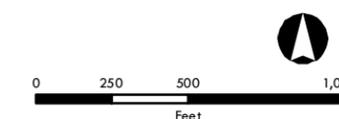
Source: PBS&J, 2009, and ESA, 2012  
Date Revised: April 16, 2012





- Legend
- Planning Area 9
  - Proposed Sphere of Influence Expansion
  - Sphere of Influence
  - General Plan Area

Source: PBS&J, 2009, and ESA, 2012  
 Date Revised: April 16, 2012



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## 1.4 Service and Issues Review

This MSR analysis is organized into the following seven sections corresponding to the requirements of Government Code Section 56430, described as follows:

**Growth and Population Projections.** This factor analyzes the projected growth within the City and within the probable physical boundaries and service area of the City over the next 16 years (buildout of the General Plan).

**Disadvantaged Unincorporated Communities.** With the passage of Senate Bill (SB) 244, which became effective January 1, 2012, LAFCOs are now required to consider the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI of cities or special districts. The definition of a disadvantaged unincorporated community is an inhabited territory (12 or more registered voters) that is composed of no less than 10 dwelling units adjacent or in close proximity to one another with a median household income of 80 percent or less than the statewide median household income (\$49,120 for 2012).

**Public Facilities and Services.** This factor analyzes present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies to support growth and development within the SOI as designated by the City of Oakdale General Plan, in accordance with Government Code Section 56430(b). These services are described in detail in Section 2.3 and include the following:

- Water Supply and Distribution
- Wastewater Collection and Treatment
- Storm Drainage
- Roadways
- Police Protection
- Fire Protection
- Parks
- Solid Waste
- Electricity and Natural Gas
- Schools

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

**Facilities Sharing.** This factor examines the status of, and opportunities for, shared facilities in order for City departments and agencies to reduce costs.

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

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

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## 1.4.1 Sphere of Influence Factors

In establishing an SOI boundary, LAFCO must consider five factors and make written determinations with respect to each of the following:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For any update of an SOI of a city or special district that provides public facilities or service related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any unincorporated communities within the existing SOI.

## 2. Municipal Service Review

### 2.1 Growth and Population Projections

This section analyzes the projected growth within the City and within the City's proposed SOI over the next 16 years.

#### 2.1.1 Current Boundaries

Oakdale is located approximately 15 miles to the northeast of Modesto and 30 miles to the southeast of Stockton, at the base of the foothills of the Sierra Nevada Mountains in eastern Stanislaus County, California. Downtown Oakdale, the relative center of the city, is located at the junction of SR 108 and SR 120. The City limits for Oakdale generally lie south of the Stanislaus River, west of Orsi Road, north of Crane Lateral and Patterson Road, and east of Crane Road. Additionally, the SOI boundary for the City of Riverbank is about 1.5 miles southwest of the SOI boundary for Oakdale, and the SOI boundary for the City of Escalon (in neighboring San Joaquin County) is approximately 5.5 miles west of the Oakdale SOI boundary.

The City of Oakdale predominantly features a mixture of urban and rural areas with a growing population. Generally, the existing land uses within the City include residential, commercial, industrial, public/semi-public, and parkland. The 2030 General Plan has determined that long-term growth is expected to occur to accommodate future housing and employment demands.

#### 2.1.2 Population and Projected Growth

Based on its current and projected rate of population growth, the City has determined that additional areas would be required to accommodate future residents. Oakdale's population grew from 20,675 in 2010 to 21,442 in 2014, indicating a growth rate of almost one percent per year. According to the background documents for the Oakdale 2030 General Plan, the population of Oakdale is projected to increase approximately 40.3 percent to 29,000 in 2030. Table 2.1-1 offers population projections for Oakdale. As of January 1, 2014, the California Department of Finance estimated Oakdale to have a population of 21,442.

**TABLE 2.1-1  
POPULATION ESTIMATES AND PROJECTIONS**

	2010 <sup>1</sup>	2030 <sup>2</sup>	Annual Projected Growth 2010-2030	Net Growth 2010-2030
Population	20,675	29,000	1.4%	8,325

**SOURCES:**

<sup>1</sup> US Census. 2010. Profile of General Population and Housing Characteristics: 2010.

<sup>2</sup> City of Oakdale. 2009. City of Oakdale General Plan Update: Technical Background Report. November.

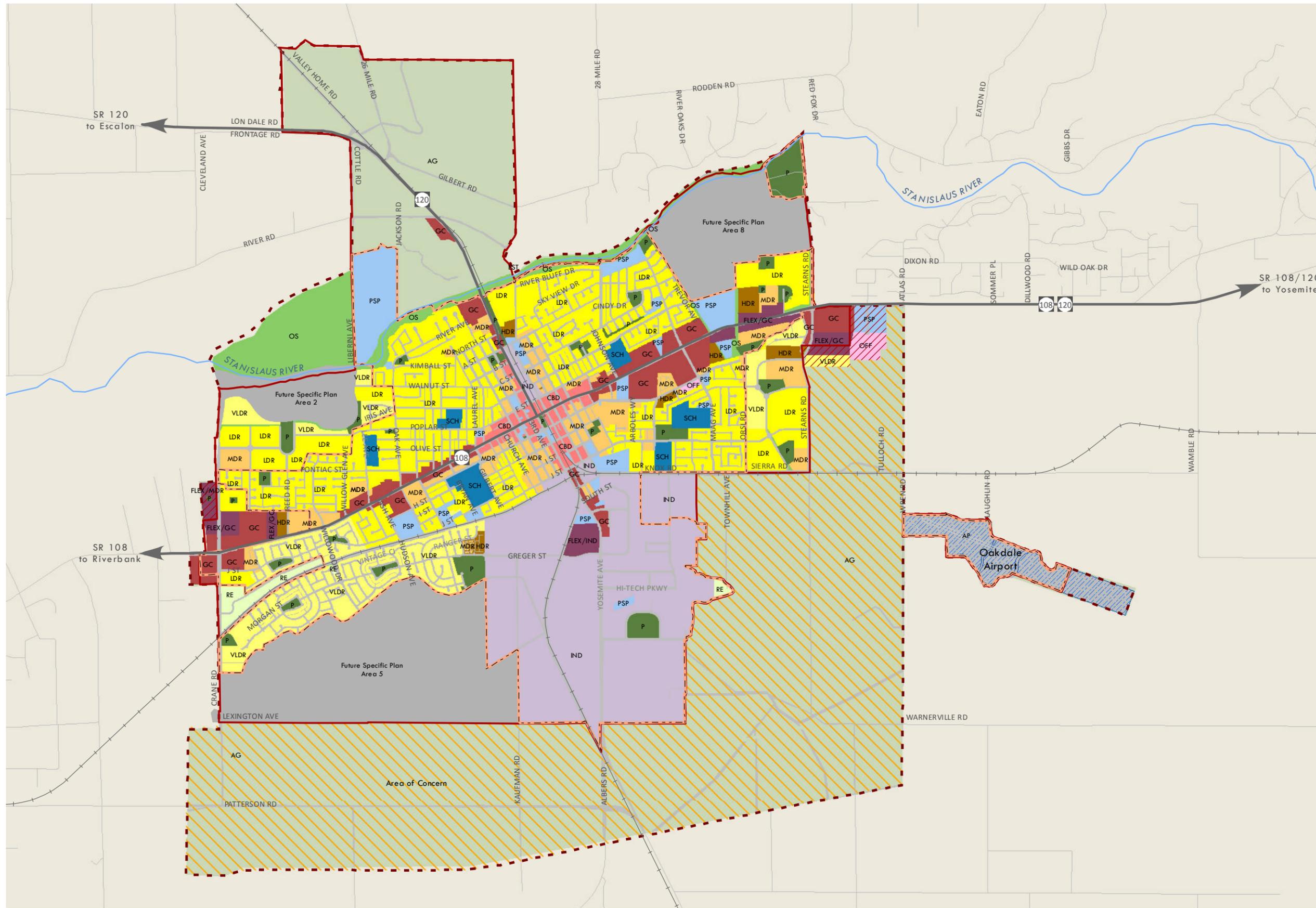
**Current Plans**

Oakdale’s long-range planning and evaluation of future improvement needs are based upon its 2030 General Plan, which projects the locations and land use types of future growth within the City of Oakdale and portions of the City’s SOI and GPA. The current General Plan, adopted on August 8, 2013, serves as the overall decision-making policy document for land use, development, and environmental quality for the City.

The Land Use Element of the General Plan provides the assignment and development intensity of all present and future uses of land in the community. The General Plan includes a site-specific land use map that indicates the preferred location of various land uses as shown on Figure 5. Proposed development that occurs within the City must be consistent with the City’s General Plan and the City’s Zoning Ordinance.

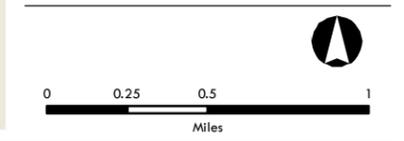
As implementation tools for the General Plan, the Zoning Ordinance and Zoning Map provide detailed development and land use regulations for the City. In implementing the General Plan, the Zoning Ordinance promotes, protects, and preserves the general public health, safety, and welfare of the residents. The Housing Element of the City’s General Plan adheres to the State-mandated requirement for the City to accommodate a portion of the Regional Housing Need. The State, based on Senate Bill 375 (SB 375), requires the City to update its Housing Element more frequently (5 to 8-year cycle) than the 10-to-20-year timeline of the General Plan, this requirement is a significant issue in providing land for future residential development, specifically affordable housing. This issue can be revisited and adjusted as needed during the typical 5-year update cycle for the MSR.

The City has anticipated the proposed action within its General Plan. The 2030 General Plan, envisions residential, office, and public uses within the proposed SOI. It should be noted, that the GPA contemplated in the 2030 General Plan covers far more land than the proposed action of SOI expansion for this MSR/SOI Plan envisions. Figure 2 shows all adopted specific plans within the existing SOI of Oakdale. Both Burchell Hill and Bridle Ridge Specific Plans are largely built out and contain mostly residential uses. The remaining specific plans that can accommodate future growth within the Planning Area include Crane Crossing, Sierra Pointe, East F Street Corridor and South Industrial Specific Plans.



- Legend**
- Residential Neighborhoods**
- Rural Estate (RE)
  - Very Low Density Residential (VLDR)
  - Low Density Residential (LDR)
  - Medium Density Residential (MDR)
  - High Density Residential (HDR)
- Commercial & Employment**
- General Commercial (GC)
  - Central Business District (CBD)
  - Office (OFF)
  - Industrial (IND)
- Mixed Uses**
- Flex Use (FLEX)
- Public Uses & Open Space**
- Public and Semi-Public (PSP)
  - Airport (AP)
  - School (SCH)
  - Park (P)
  - Open Space (OS)
  - Agriculture (AG)
- Other**
- Future Specific Plan
  - Area of Concern
  - Oakdale City Limits
  - Sphere of Influence
  - Proposed Sphere of Influence Expansion
  - General Plan Area

Source: Source: Stanislaus County, 2009; ESRI, 2011; City of Oakdale, 2008; Atkins, 2011; and ESA, 2012  
Date Revised: June 26, 2012



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### **Crane Crossing Specific Plan (CCSP)**

CCSP is 272 acres and located approximately two miles west of Downtown, along SR 108 on the northwestern edge of the City in unincorporated Stanislaus County.

The CCSP is comprised of two separate existing land areas that were identified for future growth in Oakdale's 2015 General Plan—Planning Area 1 (North Area) and Planning Area 3 (South Area), as shown in Figure 2. Planning Area 1 is comprised of multiple parcels and is approximately 173 acres located to the north of Pontiac Street, east of its intersection with Crane Road. In general, the existing land use in Area 1 is predominately orchards. Planning Area 3 is approximately 99 acres and is located along the north side of SR 108, at the intersection with Crane Road. Area 3 is also comprised of multiple parcels and is bordered to the north and east by residential subdivisions, to the south by SR 108, and to the west by agricultural land and a portion of Crane Road. Area 3 supports various types of existing land uses including ranch style homes, residential properties containing barn structures, fields, pastureland for animal grazing, and abandoned orchards.

### **Sierra Pointe Specific Plan (SPSP)**

SPSP is 297 acres and located approximately 1.5 miles east of the downtown district along East F Street (SR 108) on the eastern edge of the City, in unincorporated Stanislaus County.

SPSP is generally bounded by SR 120 to the north, South Stearns Road to the east, Orsi Road to the west, and Sierra Avenue to the south. Identified in Oakdale's 2015 General Plan as Planning Area 9, this area has been targeted to accommodate future growth in the City. Area 9 is comprised of numerous existing parcels and is bordered to the north by rural residences and to the south by agricultural land. Area 9 supports various types of existing land uses including rural homes, modular homes, single-family homes, agricultural land, orchards, pasture land, and barns.

### **East F Street Specific Plan**

The East F Street Specific Plan is a specific plan containing approximately 187 acres along East F Street, or SR 108 to the north and south, and is located to the east of Downtown Oakdale. It is bounded by Trevor Avenue to its west and SPSP to its south and southeast. This specific plan is envisioned to support a range of low, medium, and high density residential uses, mixed use development, and parks and open space, along with some existing public facilities. Currently, this specific plan has not been developed but features a large portion of agricultural land as well as older existing mobile homes, open fields, and smaller homes and businesses.

### **South Industrial Specific Plan**

The South Industrial Specific Plan consists of approximately 500 acres in the southern and eastern portions of the City's planned industrial center, located south of Downtown Oakdale and the Burlington Northern - Santa Fe Railroad and Sierra Railroad Company railroad corridors. For the most part, the majority of the land within this specific plan continues to feature agricultural uses and has not been developed.

**Projected Land Demands**

The City of Oakdale has projected its future land demands and designated land uses accordingly in the General Plan, as shown in Table 2.1-2. This acreage is intended to accommodate the City’s long-term demands over the next 16 years and beyond. Of this acreage, the City anticipates demands for increased residential, commercial, and industrial inventory and, as such, desires to expand its SOI to accommodate growth in these areas for the future. The proposed SOI would accommodate new growth within the entirety of the newly adopted CCSP and SPSP areas. Development of the CCSP and SPSP would include a mix of new residential, office, retail, public, and park uses. Specifically, the proposed SOI expansion area in the CCSP area would accommodate a Flex/MDR designation that allows for medium density residential as the primary use (7-14 dwelling units per acre) and general commercial uses as the secondary use (0.2-0.4 floor area ratio, or FAR), while the proposed SOI expansion area in SPSP would allow for office and public uses.

**TABLE 2.1-2  
SUMMARY OF GROSS ACRES BY GENERAL PLAN LAND USE CATEGORY**

Rural Estate	39.9
Very Low Density Residential	340.4
Low Density Residential	1,072
Medium Density Residential	236
High Density Residential	53
Central Business District	64.3
General Commercial	254.1
Office	24.1
Industrial	949.4
FLEX Commercial	69.8
FLEX Industrial	21.7
FLEX Residential	9.5
Mixed Use	0.4
Public/Semi-Public	241.1
Airport	152.2
School	82.5
Park	178.2
Agriculture	4,148.4
Open Space	333.5
Future Specific Plan Area	1,194.7
North County Corridor Overlay	3,414.4
<b>Total</b>	<b>12,879.6</b>

SOURCE: Oakdale 2030 General Plan.

The City’s available land for these types of uses are scattered throughout Oakdale and do not consist of large parcels to accommodate the type of land uses envisioned for the CCSP and SPSP area. In addition, there are limited retail opportunities on the east and west edges of town that full

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buildout of both the CCSP and SPSP would provide. Both areas proposed for inclusion in the SOI are within the City's General Plan and have been planned and envisioned for future urbanization.

### ***Future Areas for Annexation***

Future Specific Plan Areas 2, 5, and 8 are identified in the 2030 General Plan as potential new growth areas in the future and are included within the City's existing SOI. The Oakdale City Council may, in the future, initiate a specific plan/annexation planning process and project-specific environmental analysis for one or more of these potential new growth areas based upon market demand, potential benefits and impacts to the City, capacity to provide and fund a full range of public infrastructure and services, and the ability to be consistent with all other General Plan policies. Agriculture is the predominant existing land use in these Future Specific Plan Areas, with smaller amounts of open space and residential uses. Under the 2030 General Plan, a mix of land uses could occur and include residential, commercial, office, parks, open space, and public.

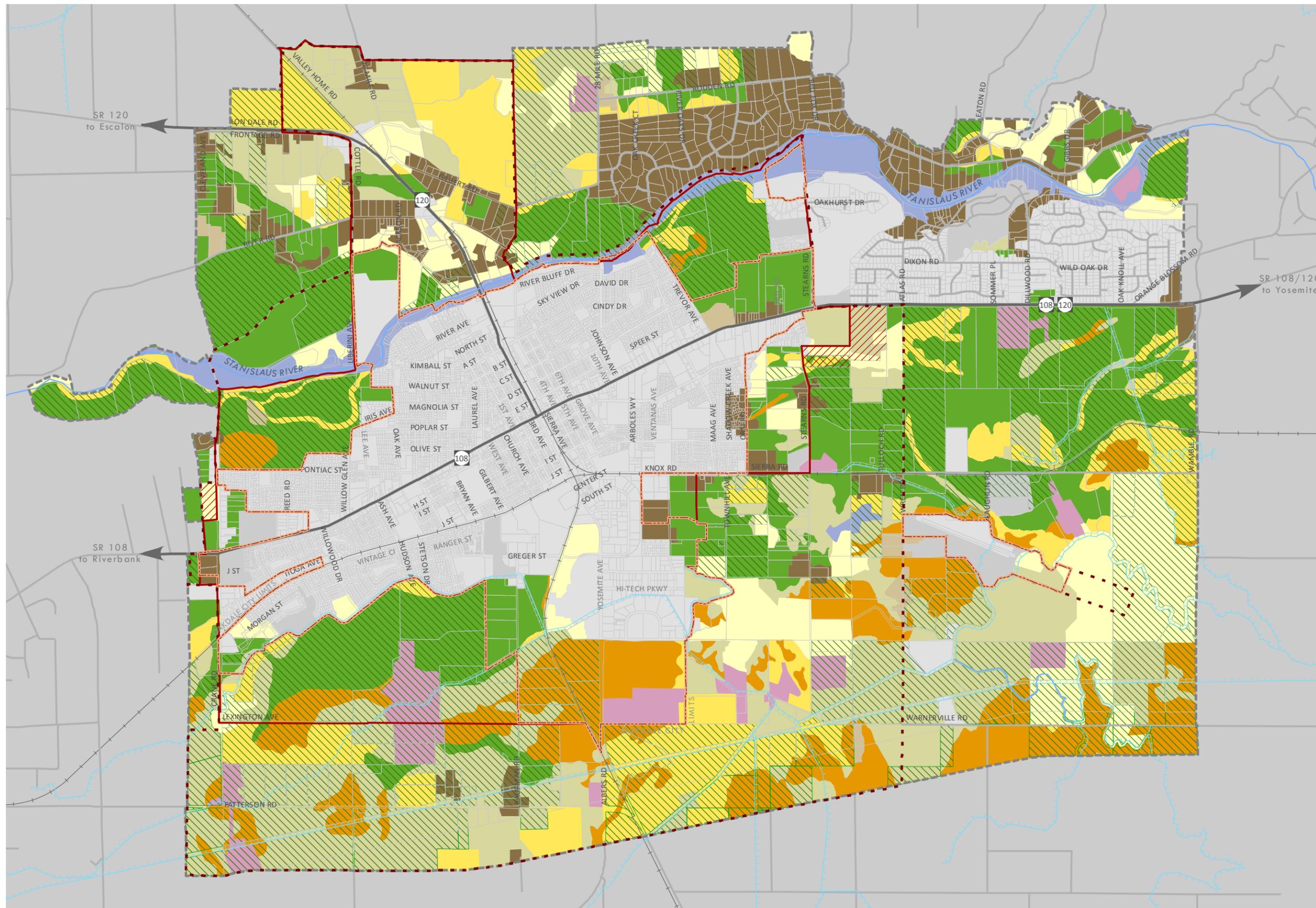
Also located within the City's SOI is Area 6, largely undeveloped, and located north of the Stanislaus River which has been designated for long-term agricultural production. Area 6 has been in the City's SOI for many years and at one time was planned for growth. However, due to the potential high cost of extending public infrastructure across the River to serve new residents, the City has decided to designate it for agricultural use at this time.

It should be noted that land to the west of Oakdale and Crane Crossing Specific Plan area (Areas 1 and 3) are constrained and will unlikely be considered for future growth. This area is subject of the Oakdale-Riverbank Corridor Area Agreement, established between the cities of Oakdale and Riverbank to preserve a greenbelt between the two communities along the Highway 108 corridor, and has been extended to 2021. Figure 5 displays these surrounding land uses, along with other land uses adjacent to the proposed SOI. Figure 6 provides a map of the surrounding agricultural lands.

As mentioned earlier, the 2030 General Plan, and GPA, also includes the NCC designation that is applied to lands primarily south of Oakdale, as well as along portions of the City's eastern boundary. These potential NCC alignments are all delineated within the Area of Concern, a designation shown in Figures 1 and 5. The NCC covers land outside of the City's SOI but within the GPA. The Area of Concern designation recognizes the few potential alignments that could occur upon implementation and construction of the NCC, but does not denote any specific land uses for this area. However, the Area of Concern, and subsequently, the NCC, does acknowledge future planning considerations. Upon reasonably foreseeable implementation of the NCC, Oakdale City Council may approve the comprehensive planning of this area for growth through one or more specific plans, or may choose to retain its existing agriculture and rural land uses. However, any future request to include this area in the SOI would require LAFCO review and approval.

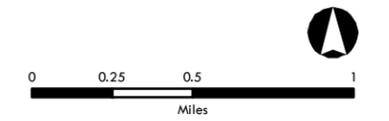
### **2.1.3 Effect of Sphere of Influence Plan**

All of the areas proposed for inclusion in the expanded SOI is already within the City's GPA and identified for future urbanization. The proposed SOI update is also consistent with the General



- Legend**
- Agricultural Resources**
- Williamson Act
  - Prime Farmland
  - Farmland of Statewide Importance
  - Unique Farmland
  - Farmland of Local Importance
  - Grazing Land
  - Confined Animal Agriculture
  - Semi-Agricultural/Rural Commercial Land
  - Rural Residential Land
  - Nonagricultural and Natural Vegetation
  - Vacant or Disturbed Land
  - Urban and Built-Up Land
- Other**
- City Limits
  - Sphere of Influence
  - Proposed Sphere of Influence Expansion
  - General Plan Area
  - General Plan Study Area Boundary
  - Canal
  - Stanislaus River
  - Railroad

Source: CA Dept. of Conservation FMMP, 2006; Stanislaus County Public Works, 2009; and ESA, 2012  
 Date Revised: April 16, 2012



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Plan's Land Use and Economic Development Element goals. Relevant policies identified in the General Plan are as follows:

- **LU-7.2 Annexation Proposals.** Support annexation proposals that: 1) are adjacent to and provide for logical expansion of the City; 2) are designated by the General Plan for potential future growth or specific conservation purposes; 3) provide for the efficient extension of City infrastructure and services; 4) contribute positively to the City's fiscal viability and quality of life. (RDR)
- **LU-7.5 Specific Plans.** Require preparation and approval of a specific plan for each future growth and annexation area to direct comprehensive and orderly planning. (RDR, NR-IP5)
- **EV-4.1 Adequate Land Supply.** Designate sufficient land in a variety of parcel sizes to meet projected demand for the expansion of existing and future businesses and industries. (RDR, LU-IP1)

## 2.2 Disadvantaged Communities

With the passage of SB 244, which became effective January 1, 2012, LAFCOs are required to consider the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI of cities or special districts. The definition of a disadvantaged unincorporated community is an inhabited territory (12 or more registered voters) that is composed of no less than 10 dwelling units adjacent or in close proximity to one another with a median household income of 80 percent or less than the statewide median household income, which is \$49,120 (80 percent of the US Census American Survey estimate of \$61,400 in 2012). The proposed SOI features four Stanislaus County Census tracts: 1.01, 1.02, 2.01, 2.02, and 2.03. None of the five census tracts associated with the proposed SOI qualify as disadvantaged unincorporated communities. Thus, this section will not be discussed in further detail.

## 2.3 Public Facilities and Services

This section evaluates the adequacy of the City's major public services and infrastructure and the ability of those public services and infrastructure to be expanded to meet future service demands for this proposed SOI amendment and annexation. The adequacy of each service is based on the City's self-assessment and/or determined based upon information provided by the specific service provider and supplemented with outside sources.

Within this section, each service area is evaluated relative to the availability of public services and facilities to meet existing and future service demands. For instance, a portion of the proposed SOI is currently located within the Oakdale Irrigation District (OID) service area while the remainder is served by the City. Otherwise, with the exception of solid waste disposal, electricity, and natural gas service, the City provides all primary municipal services to areas within its City limits. These service areas will be discussed in further detail in their respective following sections.

Each service area is analyzed in terms of the current level of service and proposed future level of service. The current level of services examines the City's existing infrastructure and the services

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currently being provided. The future level of service reviews planned improvements and service expansions of the City relative to the proposed SOI expansion.

Future levels of service would be determined by City policies concerning standards acceptable to the residents of the City of Oakdale, while infrastructure improvements needed for specific projects would be based upon the development review process. This section describes the City's ability to provide services to the proposed SOI expansion area.

### **2.3.1 Water**

#### ***Current Level of Service and Infrastructure***

There are two primary potable water purveyors within the City and the existing and proposed SOI: the City of Oakdale and OID. The City of Oakdale provides water service within the City limits, and Oakdale Irrigation District provides rural potable water service outside the current City limits.

Currently, the City uses local groundwater exclusively to meet all of its water demands. As of 2010, the City provides domestic and metered water service to 6,558 residential customers, 518 commercial customers, two industrial customers, and 112 other customers, with an additional five commercial users that receive unmetered water service.

The City of Oakdale has an existing Urban Water Management Plan (UWMP), prepared in 2009, for which the water demand for the proposed SOI has been used to determine if adequate supply is available. With the adoption of the 2030 General Plan in 2013, the City of Oakdale is undertaking preparation of a Water Master Plan. At the time of this writing, the update is not complete.

#### **Water Source**

As mentioned previously, the City receives all of its potable water through groundwater. Oakdale and its existing and proposed SOI expansion are located within the San Joaquin River Hydrologic Region, as defined by the California Department of Water Resources (DWR).

The City of Oakdale pumps water from the Modesto Subbasin of the San Joaquin River Hydrologic Region. Some portions of Oakdale, along the northern boundaries with the Stanislaus River, are located in the Eastern San Joaquin Basin. According to 2003 Bulletin 118 by the California Department of Water Resources (DWR) and the EIR prepared for the 2030 General Plan, Climate Action Plan, Crane Crossing Specific Plan, and Sierra Pointe Specific Plan, this subbasin has not been identified as being in overdraft or adjudicated, and is not regulated. It is not projected to become overdrafted if present management conditions continue.

Oakdale's sole water supply source is from this one aquifer, and based on historic water supply data, the City is capable of pumping 5,530 acre-feet per year (AFY). Because the underlying groundwater basin is not adjudicated, and because groundwater withdrawals are not otherwise

explicitly regulated under California law, the City maintains no applicable water rights, permits, licenses, or annual entitlements.

The City’s existing eight groundwater wells that draw water from the Modesto Subbasin have been able to accommodate water demands, as described in more detail below.

**Wells**

The City owns and operates eight water production wells, with a total production capacity of approximately 15,200 gallons per minutes (gpm) and 21.9 million gallons per day (mgd). Characteristics of each active well are provided in Table 2.3-1. A ninth well, well number one, did once exist but was destroyed. There is also well number ten, which is located at Greger Avenue and is anticipated for construction within the year. Well 10 is expected to provide year round production and would have a capacity of approximately 2,500 gpm.

Common to several other Central Valley cities that rely solely on groundwater, the City of Oakdale relies on historic production records to support its groundwater right. Table 2.3-2 provides groundwater production by year for the period between 1998 and 2014. In 2014, due to the drought conditions occurring in California over the past few years, intensive conservation efforts began, resulting in a decrease of over 1,200 gpm annually. According to the 2009 UWMP, the City pumped between 3,704 and 4,927 acre-feet/year of water during this period. The production records appear to support a claim to approximately 5,000 acre-feet of groundwater, assuming it is being applied to a beneficial use.

**TABLE 2.3-1  
CITY OF OAKDALE GROUNDWATER WELLS AND CAPACITIES**

Well Number	Status	Well Capacity	
		(gpm)	(mgd)
1		Destroyed	
2	Active; Season	600	0.9
3	Active; Year Round	1,800	2.6
4	Active; Year Round	1,600	2.3
5A	Active; Year Round	2,000	2.9
6	Active; Year Round	2,100	3.0
7	Active; Year Round	2,100	3.0
8	Active; Year Round	3,000	4.3
9	Active	2,000	2.9
<b>Total</b>		<b>15,200</b>	<b>21.9</b>

SOURCE: City of Oakdale. 2012. Oakdale 2030 GP, CAP, CCSP, and SPSP Draft Environmental Report. July.

**TABLE 2.3-2  
CITY OF OAKDALE HISTORIC GROUNDWATER PRODUCTION**

<b>Year</b>	<b>Groundwater Production (AFY)</b>	<b>Percent of Total Water Supply (%)</b>
1998	3,704	100
1999	4,223	100
2000	4,388	100
2001	4,450	100
2002	4,597	100
2003	4,797	100
2004	4,883	100
2005	4,876	100
2006	4,754	100
2007	4,045	100
2008	4,097	100
2009	5,057	100
2010	5,011	100
2011	5,291	100
2012	6,146	100
2013	5,987	100
2014	4,573	100

SOURCE: Thom Clark, Public Services Director, City of Oakdale. Electronic communication. February 6, 2015.

Table 2.3-3, below, shows the historic water supply and delivery volumes in the City.

**TABLE 2.3-3  
HISTORIC WATER SUPPLY AND DELIVERY VOLUMES, 2005-2010 (AFY)**

<b>Category</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Water Supply: Groundwater Wells	4,926	5,530	3,898	5,257	4,662	4,714
Water Delivery <sup>1</sup> (Total)	4,615	5,181	3,584	4,926	4,368	4,499

1. Water delivery data were available for 2007 and 2010 only, based on City records and state filings. Water delivery data were therefore estimated based on expected average distribution loss ratios for remaining years.

SOURCE: City of Oakdale. 2012. Oakdale 2030 GP, CAP, CCSP, and SPSP Draft Environmental Report. July.

The City’s well system currently has sufficient pumping capacity and has been able to accommodate existing water demands. The annual groundwater demand and supply is shown in Table 2.3-4.

### **Distribution System**

The City of Oakdale water system is divided into two pressure zones with approximately 40 pounds per square inch (psi) in the main pressure zone. A boosted pressure zone serves the

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residential area of Burchell Hill, the industrial area in the southern portion of the City, and the J Street area including the Bridle Ridge subdivision and areas within the eastern portion of the City.

The current transmission mains consist of 2 to 16 inch pipes. The water system network was developed incrementally as the City expanded. Many of the pipes, especially in the older parts of town, are 4 inches or smaller, and while the pipe sizes may be adequate for domestic water flow demands, the pipes will not deliver the required fire flows to these areas. These mains will be replaced with eight inch minimum diameter mains as planning and funding allow.

### **Storage Facilities**

The City has adequate water storage facilities to supply additional water demand during high demand periods. There is a 1 million gallon water storage tank located near Well No. 3, in the northeast area of the City. The bottom of the tank is set at an elevation of 211 feet MSL (mean seal level). The tank is of sufficient size to serve as pressure equalization for all areas, except the higher pressure zone. It also provides reserve capacity during an emergency such as fire protection.

### **Water Conservation**

The City has implemented several General Plan policies pertaining to water conservation. The water conservation goals and policies within the Public Facilities Element focus on water conservation, and require that the City's water conservation programs be amended to reflect best practices, when appropriate. Improved building and site design, increased exploration of recycled water opportunities, and water education of residents and businesses are required. In addition, groundwater quantity is required to be protected and groundwater recharge capabilities to be preserved.

The 2013 Climate Action Plan similarly highlights these goals by establishing strategies to decrease water use, mainly through reduction of per capita water use ten percent of the 2005 baseline (4,930 AFY) by 2016 and 20 percent by 2020. In the process, the City has set up a program to accomplish this goal, including landscape irrigation surveys, water audits, metered connections, a public information campaign, a tiered rate structure, water efficiency rebate programs, and a Water Conservation Ordinance. The Water Conservation Ordinance (Oakdale City Code, Chapter 35, Article 6) establishes landscaping requirements to limit residential yard watering, minimize water waste, and promote more drought-tolerant landscapes.

Additionally, the City has incorporated WaterSmart software into its conservation efforts. The software uses utility usage data to deliver home water reports to residents, which compare their usage against similar sized homes and landscaping. It also gives suggestions on different methods to conserve water. The software allows the City to conserve water using behavior science.

**TABLE 2.3-4  
WATER SUPPLY AND DEMAND COMPARISON**

Year	Water Year Scenario	Demand, AFY	Supply, AFY	Surplus, AFY	Surplus as Percent of Supply	Surplus as Percent of Demand	2010
2005	Normal	4,930	10,650	5,720	54%	116%	100%
	Single Dry	4,930	10,650	5,720	54%	116%	100%
	<b>Multiple Dry Year Period Starting in 2006</b>						
	2006	5,087	10,650	5,563	52%	109%	100%
	2007	5,244	10,650	5,406	51%	103%	100%
	2008	5,401	10,650	5,249	49%	97%	100%
	2009	5,558	10,650	5,092	48%	92%	100%
2010	2010	5,715	10,650	4,935	46%	86%	100%
	Normal	5,715	10,650	4,935	46%	86%	100%
	Single Dry	5,715	10,650	4,935	46%	86%	100%
	<b>Multiple Dry Year Period Starting in 2011</b>						
	2011	5,897	10,650	4,753	45%	81%	100%
	2012	6,079	10,650	4,571	43%	75%	100%
	2013	6,261	10,650	4,389	41%	70%	100%
2015	2014	6,443	10,650	4,207	40%	65%	100%
	2015	6,625	10,650	4,025	38%	61%	100%
	Normal	6,625	10,650	4,025	38%	61%	100%
	Single Dry	6,625	10,650	4,025	38%	61%	100%
	<b>Multiple Dry Year Period Starting in 2016</b>						
	2016	6,836	10,650	3,814	36%	56%	100%
	2017	7,047	10,650	3,603	34%	51%	100%
2020	2018	7,258	10,650	3,392	32%	47%	100%
	2019	7,469	10,650	3,181	30%	43%	100%
	2020	7,680	10,650	2,970	28%	39%	100%
	Normal	7,680	10,650	2,970	28%	39%	100%
	Single Dry	7,680	10,650	2,970	28%	39%	100%
	<b>Multiple Dry Year Period Starting in 2006</b>						
	2021	7,925	10,650	2,725	26%	34%	100%
2022	8,170	10,650	2,480	23%	30%	100%	
2023	8,415	10,650	2,235	21%	27%	100%	
2024	8,660	10,650	1,990	19%	23%	100%	
2025	8,905	10,650	1,745	16%	20%	100%	

SOURCE: City of Oakdale. 2009. Oakdale Urban Water Management Plan. January 20.

### Other Providers

As mentioned earlier, OID provides rural potable water service outside the current City limits. OID operates and maintains two rural water systems and seven improvement districts; however, only Improvement Districts No. 22 and 41 are located within the City's SOI and GPA. The remainder of OID's systems and districts are east of Stearns Road.

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District 22 is located on Twildo Avenue and Seaman Drive, on the west side of Stearns Road and south of Highway 120, serving the portions of Sierra Pointe Specific Plan and the area within the proposed SOI. District 41 is located on Tioga Avenue, on the east side of Crane Road and just north of the Burlington Northern and Santa Fe Railroad, providing water service to an area within the City's SOI, just south of the City limits. Specific water service provided by the Oakdale Irrigation District within the Planning Area is as follows:

- Improvement District No. 22 - 42 Parcels - 2 Well Sites
- Improvement District No. 41 - 38 Parcels - 2 Well Sites

According to the Draft EIR, water availability to OID is based on inflow to New Melones Reservoir and is supplemented by storage within the reservoir if total inflow is less than 600,000 AFY, based on an agreement between the districts forged in 1988. Along with South San Joaquin Irrigation District (SSJID), OID utilizes discharges from the New Melones Reservoir to provide irrigation water to agricultural properties in the area. Although OID and SSJID allocations total approximately 600,000 AFY; allocations are reduced during lower flow years. The 300,000 AFY allotted to OID is only available approximately 79% of the years, based on historical flow data. Approximately 249,000 AFY is available 95% of the years and 190 AFY is available 100% of the years.

Although the City of Oakdale currently relies solely on high quality groundwater supplies and there are no foreseeable plans to develop surface water sources, the City could conceivably be possible future users of the New Melones Reservoir waters, depending on escalating future demands and/or diminishing groundwater quality or quantities. However, OID, as part of their Water Resources Plan (WRP), has a supply of water for the City of Oakdale as possible water uses for the future. Any agreement that OID and the City may establish in the future would be based on water demand projections, and would require completion of subsequent environmental documentation. Projections in the current WRP have estimated 2025 demand at 10,000 AFY.

### ***Planned Level of Service and Improvements***

The City's population is projected to be 29,000 at the planned buildout of the 2030 General Plan, which only assumes development of areas within the SOI and GPA. For this projection, no additional development in areas north of the Stanislaus River has been assumed. According to the UWMP, Oakdale's well capacity is sufficient to meet future water demands through the year 2025. This plan expects that there would be no reduction in the annual water supplies for Oakdale under any condition, whether in normal, dry, multiple dry years (see Table 2-5).

The City's UWMP identifies a total water supply 10,650 AFY, which would be sufficient to meet the buildout of the 2030 General Plan. It is anticipated that the planned growth would result in a total demand of 9,240 AFY through 2030, or approximately 4,500 AFY over current water demand levels. These volumes are within the identified total water supply available through 2030 of 10,650 AFY.

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The UWMP relies on higher population projections for calculating water demand than those included in the General Plan, which are the current projected growth rates. Based on a General Plan buildout population of 40,445, and assuming a per capita water usage consistent with that assumed for the UWMP, water use for the 2030 General Plan would be 9,240 AFY. This is approximately 1,410 AFY less than the total water supply identified in the UWMP. As such, the City has an adequate water supply to serve development in the City's SOI and GPA.

### **Planned Improvements**

The City has plans for improving and upgrading the City's existing water system infrastructure. Future service demands and necessary infrastructure are determined in conjunction with buildout of the General Plan and specific development applications.

City staff designs, reviews, and inspects the City's current capital improvement programs and improvements to the City's infrastructure. According to the Oakdale FY 2014-15 Capital Improvement Plan (Oakdale CIP), the City envisions a number of water infrastructure improvements to facilitate the provision of water. First, the City has budgeted for work on an updated water master plan, along with water meter upgrades across Oakdale. The City has built an additional storage tank, Valley View Tank, which is currently in Phase III of post-construction site improvements, such as landscaping and drive improvements. The City anticipates that an additional groundwater well, Well 10, will be operational within the year to service Oakdale. There are plans to refurbish Well 6, and the City plans to install an automatic generator for this well. Along C Street, the City seeks to complete Phases I and II of a main and overlay to offer more adequate water service.

Across Oakdale, all new development would be required to provide adequate water supply and infrastructure. All future development would be required to fund and install the infrastructure necessary. Infrastructure plans are required for all new developments with specific line sizes and demand calculations generated based on the specific development proposals to ensure future developments are adequately served and supplied with water.

As such, new development envisioned in Future Specific Plan Areas 2, 5, 8 would require new water infrastructure. However, prior to new development within Future Specific Plan Area 2, 5, and 8, a specific plan is required to be prepared and approved for each unincorporated area to direct comprehensive and orderly planning, which would also require additional environmental review. Increases in water demand that would occur subsequent to future developments would be determined by future water use and management practices and the intensity and distribution of future land uses.

Full buildout of CCSP, which is primarily located within the City's SOI with a small portion within the proposed SOI, will require construction of additional water infrastructure to adequately serve the proposed uses. New facilities include backbone infrastructure ranging from 8" to 12" and an additional groundwater well to be located in the Central Neighborhood Park (Parcel P-1). The proposed water infrastructure will connect to existing pipelines that range from 6" to 12".

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Existing OID facilities will also be abandoned, retained, and realigned as buildout of CCSP occurs. OID maintains easements for two pipelines located in the CCSP area, the Town E Pipeline and the Birnbaum Pipeline. The Birnbaum Pipeline runs through Area 3 and will be maintained. Individual projects will be required to coordinate with OID regarding construction activity near existing facilities. An offsite improvement for implementation of CCSP includes either replacing an existing 8” main in Poplar Street or installing a parallel 12” main along this same segment of street. This improvement would be located along Poplar Street in an already developed area within the City.

Full buildout of the Sierra Pointe Specific Plan would also involve the construction of new 6” to 12” water pipelines, as well as an additional groundwater well for the northern neighborhood park site. Similar to CCSP, all existing OID facilities will also be abandoned, retained, and realigned as buildout of SPSP occurs. An offsite improvement for implementation of SPSP includes a new water pipeline that would be extended from the intersection of Sierra and Orsi Roads to connect to an existing 12” mainline in Sierra Road.

### **Additional Water Supply Sources**

As noted in the Draft EIR, the only current major surface water source in the vicinity of the City of Oakdale is the Stanislaus River. Flows in the lower Stanislaus River are controlled by the operation of Goodwin, Tulloch and New Melones Dams, and associated reservoirs. Average releases for the period 1989 through 2008 were 971,735 AFY with a range of 516,089 AF (1991) to 1,943,371 AF (2006) depending on precipitation.

In addition, the City is in the process of upgrading its wastewater treatment plant to provide tertiary filtration followed by ultra-violet light disinfection. Once in operation, the plant will be capable of producing treated effluent that meets “*Disinfected Tertiary*” standards as defined by Title 22; thus, the treated effluent would provide the City with approximately 1,950 to 3,760 AFY of recycled water, based on the 2005 and buildout population projections discussed in the UWMP. This water could be used for agricultural irrigation located outside of the City’s service area. While this volume of water is expected to also contribute to recharge of the aquifers surrounding and within the City, the Draft EIR indicates that recycled water is not anticipated to be utilized within the planning horizon considered for the proposed SOI. Therefore, this use would not offset the City’s current or future potable water demands.

### **2.3.2 Wastewater Collection and Treatment**

The City of Oakdale wastewater system provides wastewater services within the City limits of Oakdale. For unincorporated portions of the City of Oakdale’s SOI, wastewater treatment is limited to private septic systems and leach fields that are located on separate, individual parcels. Private systems are currently found on the CCSP and SPSP sites. At one 15 acre residential development within the Belsera Subdivision (on Stearns Road), the City provides a wastewater collection service pursuant to a Special Services Agreement. As wastewater service from the City is expanded to areas that are annexed into the City and improvements are completed, the City of Oakdale requires that properties connect to the City wastewater collection system.

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## **Current Level of Service and Infrastructure**

### **Wastewater Collection**

The existing wastewater collection system is comprised of four major trunk sewers: the Oak Avenue, Cross-town, Walnut Street and Kimball Street mains. Sanitary flows are collected from individual neighborhoods and developments into a network of smaller diameter tributary branches and laterals. When necessary, 11 lift stations take the gravity flows from these neighborhood areas and pressurize them for further transport through force mains. The major pipelines or trunk sewers collect cumulative area gravity flows and, in some cases, pressurized flows. Transmission of sanitary sewer waste to the treatment plant is currently handled through one 18-inch pipe crossing the Stanislaus River in a single location.

Cross connections of storm drainage in the old town area of the City compounds winter operations by overloading the treatment plant during large storm events. As existing streets are rebuilt or improved, these sanitary sewer cross connections are being eliminated. A cross-connection survey is currently underway.

### **Wastewater Treatment**

The City of Oakdale Wastewater Treatment Plant (WWTP), located on Liberini Avenue and north of the Stanislaus River, is designed to treat as much as 2.4 million gallons per day (mgd), of domestic and industrial wastewater daily. The WWTP was annexed to Oakdale in 1966, and since undergone numerous upgrades and modifications to meet the growth of the City and additional stringent requirements for discharge.

The Oakdale WWTP utilizes two aerated lagoons for primary treatment. Effluent from the aerated lagoons flows by gravity to a single secondary clarifier, and is discharged to one of eleven evaporation/ percolation ponds. Although the existing sludge drying beds do not perform reliably during the winter because of the cooler weather and rain, upgrades have helped mitigate performance challenges. During the winter months, the solids cannot be dried and removed due to frequent precipitation and limited evaporation potential associated with cooler temperatures. The recent WWTP upgrade addressed this problem by installing mechanical drying capabilities. Mechanical drying is now used during times when the more economical dry method is infeasible. After the sludge is processed and stored on-site it is periodically transported to a landfill permitted to receive such waste.

Additionally, another WWTP upgrade was completed that added ultraviolet treatment for tertiary level treatment. This upgrade provides disinfection capabilities of up to 5 mgd; however, it will be necessary to increase the capacity of the aerated lagoons and other treatment facilities in order to reach the new level of disinfection capacity, which the City has recently completed. Through an infrastructure grant application with the State, the City is currently working with OID to use the effluent for irrigation purposes. In the immediate future, treated effluent will be discharged to the same percolation beds in use today. The WWTP does not currently discharge directly to the Stanislaus River; however, given tertiary treatment capabilities, this may become a permitted alternative for disposal of treated effluent in the future.

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### **Private Users**

A small number of older properties within the City boundaries and areas outside of the current City limits utilize septic systems, including the areas served by OID. When septic systems fail, the County Department of Health requires that the unit(s) be connected to the sewer system if a line is available within 200 feet, providing for the eventual transition of these remaining systems. When homes with septic systems connect to the City's wastewater system, existing septic tanks must be abandoned. For those users outside the City limits, annexation or approval by LAFCO of an out-of-boundary service extension is required. No analysis is required for these private septic tank users as a part of this MSR.

### ***Planned Level of Service and Improvements***

The City's General Plan projects the population will reach about 40,445 residents at the planned buildout of the 2030 General Plan, which includes the expanded SOI area. As mentioned prior, the WWTP is designed to treat up to 2.4 mgd of domestic and industrial wastewater. Treated effluent from the WWTP is currently discharged to percolation beds. Trends in treated effluent disposal discourage the use of percolation beds; however, tertiary treatment capabilities at the WWTP would provide additional opportunities for disposal. Buildout of the 2030 General Plan, which includes the expanded SOI areas, is projected to generate approximately 7.14 mgd of wastewater. Significant improvements will be needed to handle flows and projected future development within the Planning Area.

Implementation of adopted General Plan policies would ensure that best practices and technologies for wastewater collection and treatment including those that reduce the amount of wastewater requiring treatment would be used, as well as require new development to demonstrate the availability of adequate wastewater facilities and ensure that new development constructs, dedicates, and/or pays its fair share contribution to the wastewater treatment and collection system necessary to serve the demands created by the development. In addition, the City's Capital Facilities Fee Program would ensure future projects will contribute a fair share fee for any required future utility infrastructure improvements.

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

### **Planned Improvements**

Long-term planning for the City's wastewater system infrastructure is a process that is carried out through preparation of a Wastewater Master Plan, and the City is currently in the process of updating their plan. The Wastewater Master Plan will specifically determine the major infrastructure and facilities upgrades required as well as estimate the cost of these improvements. When completed, the Master Plan will provide updated guidance for future sewer system improvements.

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The City of Oakdale does have a CIP that includes a number of upgrades for its wastewater infrastructure facilities to serve existing and future demands. Along with an update to the Sewer Master Plan, the City is conducting a study of a possible second sewer crossing at the Stanislaus River. The City is also preparing a design for a replacement lift station located at the intersection of Sierra Avenue and East D Street. There are transmissions considered for two existing lift stations, the City is rebuilding headworks screens, and the City is also in the design stage of the rehabilitation of Drying Bed 1.

Buildout of the areas within the SOI and expanded SOI would require improvements to be made that are consistent with the Master Plan. The CCSP would include phased development of necessary infrastructure that includes new 8” to 10” pipelines while the SPSP would include phased development involving new 6” to 10” pipelines. Implementation of both of these specific plans would be accomplished through the tentative map process. For CCSP, wastewater that flows into the existing 8-inch gravity sewer in Pontiac Street is to discharge into the Pontiac Street lift station. The Pontiac Street lift station discharges into the 24-inch gravity main at the intersection of Pontiac Street and Willow Glen Avenue. The Pontiac Street lift station will pump wastewater from low lying areas within the western half of the northern portion of the CCSP area, and the entire southern portion of the CCSP area. Additionally, two 8” pipes are planned to be built: one along Reed Road and one along Crane Road that would both connect south to SR 108. In total, there would be six points of connection for wastewater for CCSP, located on along the northern boundary of Area 3 in the same locations as potable water.

For SPSP, wastewater flows from portions of the SPSP area west of South Stearns Road will be directed to a proposed lift station located near the northern neighborhood park. These flows will be transferred via an 8 inch force main to discharge into an existing 12-inch sewer main in D Street. Wastewater flows from portions of the SPSP area east of South Stearns Road will connect to a proposed 12-inch sewer main located at the intersection of South Stearns Road and Highway 120/East F Street. The low lying areas east of South Stearns Road will be directed to a lift station on Parcel VLDR-4, and directed towards Highway 120/East F Street. These flows will also be transferred to discharge in the D Street sewer main. Offsite improvements include extension across SR 120/108 to connect with the D Street Extension Mainline, and extension into the East F Street Corridor Specific SPSP area for connection to the D Street System.

The City of Oakdale wastewater system service area boundary is the current City limits. Older properties within the City boundaries and areas outside of the current City limits utilize septic systems, including the areas served by OID. The City intends to coordinate its plans for growth and development in order to assure that services can be provided on a timely basis to future growth areas located within the SOI and expanded SOI boundary. All future development is required to fund and install the necessary infrastructure, and contribute to the City’s Capital Facilities Fee Program to ensure future projects will contribute a fair share fee for any required future utility infrastructure improvements. This will ensure that future developments are adequately served to accommodate the wastewater generated.

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### **2.3.3 Storm Drainage**

The City's Public Works Department is responsible for flood control and the storm drainage collection system.

#### ***Current Level of Service and Infrastructure***

The City of Oakdale has an adequate stormwater drainage system to provide service to its residents. The storm drainage service area includes properties within the current City limits. The storm drainage system consists of nine 12 to 18 inch discharge pipes directed to the Stanislaus River, 35 discharge locations along OID canals & pipelines, eight storm water pump stations, 22 detention basins, irrigation pipelines, approximately 200 dry wells and French drain systems, and cross connections to the sanitary sewer system at various locations. Connections to irrigation district supply lines and sanitary sewer systems have serious operational disadvantages compared to dedicated gravity storm drainage facilities and should be eliminated when possible.

#### **Current Conditions**

OID has a pipeline distribution system for conveyance of irrigation water through portions of the City. During the fall and winter months, when irrigation water is not needed, the pipelines are drained. A limited amount of stormwater is still discharged to the OID irrigation canals or pipelines in various locations throughout the City. Approximately 10% of Oakdale's storm service area, mostly in the older town area where OID discharges were relinquished, discharges to the sanitary sewer system through cross connections. The City is seeking to replace these connections with dedicated storm drainage facilities as planning and funds allow.

General flow directions vary throughout the City. For the most part, the drainage pattern is east to west, south to north. There are several flat areas at higher elevations in the east and southeast. Flows generally tend to drain into the existing City limits. As these areas are developed and storm runoff is increased, storm drainage facilities will need to be added to provide runoff detention and peak attenuation, as well as flood control.

Dry wells consist of vertical holes drilled through hard pan layers into the well draining sands below. Dry wells have been constructed throughout the City to assist with collection and percolation of the storm water into the soil, often where a gravity solution is not available. Dry wells are kept on record with Stanislaus County Department of Environmental Resources as a potential source of groundwater contamination. Dry wells require periodic maintenance to maintain acceptable performance levels, the burden of which typically falls on the City maintenance staff.

French drains consist of trenches filled with rock, whereby water is dissipated via percolation. Like the dry wells, French drains have been installed at various low points within the City to assist with storm water runoff. While the use of French drains is less common in the public right of way, it is a commonly used approach for smaller, private development projects. The Bridle Ridge Specific Plan Area utilizes French drain systems in each of its dual use drainage basins.

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French drains typically require additional maintenance and occasionally fail, requiring replacement, similar to dry wells.

Storm drainage outside of the City limits but within the SOI and expanded SOI areas are conveyed by pipes, ditches and natural drainage paths to detention and retention areas, where the runoff is percolated into the soil or discharged to irrigation facilities or the Stanislaus River.

### **Stormwater Quality**

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

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

### ***Planned Level of Service and Improvements***

Any development and urbanization would develop more impervious surface coverage, increase runoff, and require adequate storm drainage facilities and improvements. However, all future development is required to fund and install the infrastructure necessary. New storm drainage infrastructure is typically constructed by developers, in accordance with City design standards, and then dedicated to the City for operation and maintenance. New development is required to retain stormwater runoff on-site. This ensures that future developments are adequately served to accommodate the stormwater flows. City staff designs, reviews, and inspects the City's current capital improvement programs and all improvements to the City's infrastructure. For major projects, the City would ensure that sufficient improvements are made for storm drainage.

### **Planned Improvements**

Long-term planning of the City's storm drainage system infrastructure is necessary. The Oakdale CIP has identified an update to the Storm Drain Master Plan as a central component for the City, along with a number of other planned infrastructure improvements. There are pump improvements planned for the Pontiac Storm Pumps, and some rehabilitation for three drywells. The intersection of F Street and Lambuth Avenue is planned to receive storm water improvements, and the City has funded the design stage of this project. Lastly, there is a project to construct drainage along South Street.

Throughout the proposed SOI, new development associated with buildout of the 2030 General Plan would require new and expanded stormwater infrastructure. Through the entitlement process, all new development is required to construct, dedicate and/or pay its fair share

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contribution to the storm drainage system necessary to serve the demands created by that development. Policies within the 2030 General Plan has been designed to ensure that all future development has adequately sized and appropriately upgraded drainage, thorough review of drainage improvements and master planning, and detailed drainage studies to demonstrate that no new stormwater runoff would result from future developments. Thus, all new development would have to construct, dedicate and/or pay its fair share contribution to the storm drainage system necessary to serve the demands created by the development.

For the CCSP area, a stormwater drainage master plan has been prepared. All stormwater infrastructure has been sized to accommodate the stormwater flows generated from proposed urban uses and will adequately serve the specific plan area. The specific plan area will be served by pipelines of various sizes that will connect to existing pipelines within the City. Pipelines will discharge into one of several detention basins located throughout the specific plan area. An offsite improvement to serve development under the CCSP would include a new 24” storm drain along Reed Road to connect both parts of the Plan Area. The new storm drain would be located along Reed Road in an already developed area within the city limits, minimally affecting natural resources such as agriculture, biological, cultural, or geological resources in the process.

For the SPSP area, a stormwater drainage master plan has been prepared. All stormwater infrastructure has been sized to accommodate the stormwater flows generated from proposed urban uses and will adequately serve the specific plan area. The specific plan area will be served by pipelines of various sizes (generally 24 to 48 inches) that will connect to existing infrastructure. Pipelines will discharge into one of several detention basins located throughout the specific plan area.

As for further improvements for SPSP, Adams Creek will be relocated and converted from an open channel to a pipeline, connecting to the existing pipeline west of the SPSP area. This pipeline will follow roadways within the SPSP area, with the exact alignment through Parcel VLDR-3 determined based upon the ultimate subdivision plans for that parcel.

Storm drainage systems in the SPSP area will utilize on-site stormwater detention basins. These basins are designed to allow water to percolate into the ground, except in larger storm events. The basins can also be used as dual use facilities for dry weather recreation in parks. Both parks in the SPSP area include detention basins. Storm Drainage from the SPSP area will ultimately discharge through the Adams Creek Drain and Adams No. 1 Pipeline.

In general, non-residential uses within the Mixed Use Corridor will be required to contain storm water runoff onsite by using underground percolation or onsite storage basins. These areas are considered self-contained and will not be connected to the City’s storm drainage system. However, it will be necessary to construct a French drain system to collect and dispose of street runoff through percolation for a portion of the SR 120/East F Street frontage.

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## **2.3.4 Roadways**

The City of Oakdale Public Works Department is responsible for maintenance and repair of all City streets, sidewalks, curbs and gutters, streetlights, signal lights, and alleys.

### ***Current Level of Service and Infrastructure***

#### **Roadways**

The City of Oakdale has a sufficient roadway system to serve its residents. F Street and Yosemite Avenue, two major arterials that transect Oakdale, feature considerably higher traffic volumes, while the remainder of the City's road network features relatively low traffic volumes. The City currently maintains approximately 115 miles of roadways with available funds. Roadway maintenance is at a level that is below community desire and optimum for roadway life, due to funding constraints.

Yosemite Avenue (SR 120) provides access to Interstate 5 (I-5) and SR 99 in the City of Manteca and a connection to Yosemite National Park to the east. Within the Oakdale SOI, SR 120 is a north-south facility that shares the same route alignment as Yosemite Avenue in the northern part of the City. SR 120 provides the only route across the Stanislaus River within the Planning Area. There has been discussion of constructing a second bridge over the river in the northwestern region of the proposed SOI (along Crane Road), but funding has not been identified.

As such, F Street (SR 108) and Yosemite Avenue (SR 120) comprise the foundation for regional transportation within Oakdale, providing considerable commute traffic within Oakdale and regional traffic between the Sierra Nevada and San Joaquin Valley.

#### **Transit**

The City provides public transit to serve residents, through two agencies. Stanislaus Regional Transit (StaRT) runs a fixed-route bus service from Modesto to Oakdale, via Riverdale on Route 60. No park-and-ride lots currently exist within the City or proposed SOI.

#### **Street Lighting**

The City of Oakdale Public Works Department maintains the City's streetlights. Existing street lighting provides adequate public safety, and new areas as developed would be provided with street lighting meeting the current standard.

#### **County Roadways**

Stanislaus County maintains county roads that are located outside of the Oakdale City limits. The primary roadway circulation system of County roads within the proposed SOI consists of River Road, Rodden Road, Sierra Road, Wamble Road, and Stearns Road.

### ***Planned Level of Service and Infrastructure***

Roadways that require maintenance and rehabilitation are continually identified by the City. Roadway system maintenance activities occur as funding allows. City staff consults, reviews, and

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inspects the majority of the City's current capital improvement programs and all improvements to the City's infrastructure.

City staff designs, reviews and inspects the City's current capital improvement programs and all improvements to the City's infrastructure including for future development. Any development would necessitate the construction and improvements of roadway and circulation facilities. All future development is required to fund and install the infrastructure necessary to serve the project, which will ensure that future developments will have adequate roadways and circulation.

### **Planned Improvements**

The City is currently pursuing a number of projects to improve the roadway infrastructure. General street projects and the update of the Transportation Master Plan have received funding to be completed. In Downtown, the City is aiming to complete a gutter pan replacement for the area. Along South Yosemite Avenue, the City is undergoing a large utility pole relocation project, pavement rehabilitation, and a series of pedestrian improvements. Davitt Avenue is involved in Phase II of its redevelopment. Lastly, the City is preparing several traffic measures for Gregor Street.

The Mobility Element of the 2030 General Plan identifies several planned components that would be developed to implement a more effective transportation network in Oakdale. These are the planned roadway improvements from the 2030 General Plan.

- Widen the following arterials from two- to four-lanes:
  - ✓ F Street from Maag Avenue to Stearns Road
  - ✓ Yosemite Avenue/Albers Road from Warnerville Road to Patterson Road
  - ✓ Crane Road from Greger Street to Patterson Road
- Improve the following roadways from two-lane collectors to two-lane arterials:
  - ✓ Sierra Road from Maag Road to South Stearns Road
  - ✓ Maag Avenue from F Street to Sierra Road
  - ✓ Stearns Road from F Street to Sierra Road

The North County Corridor (NCC) is a planned state freeway/ expressway connecting SR 99 north of Modesto to SR 120 east of Oakdale. This facility is intended to serve as a bypass to F Street and will become SR 108, reducing traffic congestion within the cities of Modesto, Riverbank and Oakdale. A final alignment for the NCC has not been adopted. Alignments being studied lie south and east of the City, with connections to Crane Road, Yosemite Avenue, and Stearns Road. Once the NCC is constructed, SR 108 (F Street west of Yosemite Avenue) would be relinquished to the City. In anticipation of relinquishment, the City is a participant with the cities of Modesto and Riverbank in the SR 108 Relinquishment and Reinvestment Plan. This plan is intended to identify strategies to stimulate and revitalize the SR 108 corridor once relinquished to local control. The proposed SOI is not predicated on the NCC, however.

For CCSP, several existing roadways provide access to and will continue to act as key connection points to the plan area. These include Highway 108/West F Street, Crane Road, Reed Road,

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Pontiac Street, Poplar Street and Walnut Street. The planned street network recognizes the potential development of a Future Specific Area designated by the General Plan just north of the CCSP area (Planning Area 2). To ensure that adequate street access is preserved, the CCSP area provides multiple street connection points to Planning Area 2. These include Crane Road, Walnut Avenue, and two street stubs via the extension of Reed Road (adjacent to the Central Neighborhood Park). For SPSP, existing major roadways include Highway 120/East F Street, South Stearns Road, Sierra Road, Orsi Road, East J Street, and Lando Drive. Roadways in the SPSP area are to integrate the concept of “Complete Streets”, promoting designs that comfortably provide for pedestrians, bicyclists, transit, and vehicles.

### **2.3.5 Police Protection**

#### ***Current Level of Service and Infrastructure***

Police services in the City limits of Oakdale are provided by the Oakdale Police Department (OPD), while areas that are located outside of the city limits but within the Planning Area are serviced by the Stanislaus County Sheriff’s Department.

#### **Staffing**

The Police Services currently employs 21 sworn staff, 13 professional support staff, seven reserve officers, and 30 CAPS volunteers. The existing staffing ratio of 1.02 officers per thousand residents is below the accepted standard of 2.0 officers per 1,000 residents, suggested by the Federal Bureau of Investigation (FBI).

#### **Facilities**

OPD is headquartered at the City’s one station, at 245 North Second Avenue in Downtown Oakdale. All law enforcement operations and support services for Oakdale originate from these headquarters. OPD currently has one 4-hour holding cell at their station. The City may need to secure additional office space to accommodate an increase in police staffing levels.

#### **Dispatching**

OPD received 16,744 calls for service in 2011, which is an increase of 1,211 calls from the year 2010 (15,533 calls). The 2030 Oakdale General Plan has a goal for average response times of six minutes for Priority 1 (emergency) calls, seven minutes for Priority 2 calls, and 17 minutes for Priority 3 calls. As of 2011, response time has been two minutes for Priority 1 calls, four minutes for Priority 2 calls, and 11 minutes for Priority 3 calls, and therefore meets the General Plan goal.

#### **Services**

OPD has two patrol beats, divided into four patrol teams, with each team supervised by a Sergeant. During the shift, officers are constantly patrolling city streets with high visibility to deter crime.

Under the direction of the Administrative Sergeant, the Administration Division is responsible for a wide variety of tasks devoted to administratively supporting the mission of OPD. The Field Services Division is the largest division within OPD, and its main function is to patrol the City of Oakdale with sworn and reserve officers. The Field Services Division also houses the Traffic

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Unit, which contains two traffic officers that provide security and traffic enforcement for special events. The Field Services Division also employs a number of special units for special events and situations that would affect the health and safety of the citizens of Oakdale, such as the K-9 Unit, Reserves, Bike Patrol, and the Special Weapons and Tactics Team (SWAT).

The Traffic Unit responds to and investigates traffic collisions and develops solutions to various problem traffic areas within the City. In an effort to reduce traffic collisions, accident trends are tracked and enforcement efforts are focused in those areas found to be prone to collisions. Officers enforce traffic laws aimed at reducing collision and injury rates using vehicles equipped with radar or laser speed determining devices. All officers using this equipment have completed POST (Peace Officer Standards and Training), certified courses and have been tested on their ability to accurately use it. The Field Services Division also runs the Police Reserves, an all-volunteer program. Members are required to work 18 hours a month. Reserves also must attend all in-house training, which includes but is not limited to firearms, pursuit driving, first aid and self-defense.

The Special Services Division is made up of three sections: Dispatch-Records, Investigations, and Property Evidence. The Department's Public Information Officer (PIO) function is also within the Special Services Division. The Special Services Division handles most investigations. When cases need timely and extensive follow-up, the Investigative Unit takes the case. For example, all homicides and major felonies are investigated here. All Detectives receive training in the area of General Crimes Investigations but each has a primary specialty such as: Sexual Assault Investigations, High Tech Crimes, including Internet Crimes, and Narcotics Investigation. The Investigations Unit is on call 24 hours a day and is called to crime scenes to conduct technical investigations.

The Division would respond to requests from other agencies outside the city limits when necessary. Other agencies that may request assistance include the California Highway Patrol and the Stanislaus County Sheriff's Department.

### **Volunteers**

OPD also utilizes volunteers as part of its CAPS citizen volunteers program. These volunteers provide a variety of basic police services allowing deputies to focus on broader issues.

### **Stanislaus County Sheriff's Department**

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

### ***Planned Level of Service and Improvements***

In accordance with the standards outlined in the 2030 General Plan, the City would provide 81 sworn officers to accommodate a buildout population of 40,445 people. Projected buildout of the City's General Plan would require an increase of 60 sworn officers from the current number of

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sworn staff. The Oakdale City Council has discretion over police staffing levels. New development within Oakdale's SOI would be annexed into the City, and would generate new fiscal revenues through payment into the City's CFD, Police Capital Facilities Fee, and development fees to fund additional police staffing and resources.

Additional facility and staffing requirements would be required to maintain adequate police protection services and are discussed below.

### **Planned Improvements\***

In accordance with the 2030 Oakdale General Plan, provision for the required capital infrastructure to provide for the law enforcement ratio of 2.0 police officers for every 1,000 residents would be maintained through payment of the City's Capital Facilities Fee, which ensures that future project applicants would contribute a fair share fee for any required law enforcement infrastructure improvement. Adequate law enforcement would also be provided and funded through the City's Community Facilities District (CFD).

Future growth in accordance with buildout envisioned in the 2030 General Plan is expected to generate the typical range of service calls. New police facilities, vehicles, equipment, and personnel will be required in order to provide adequate response times to serve future growth. Therefore, the City's costs to maintain equipment and facilities and to train and equip personnel would also increase. Additionally, growth in existing rural areas would also increase the demand for law enforcement services in those areas. However, the additional personnel and materials costs would be offset through the increased revenue and fees generated by future development. Additionally, future projects would undergo review by the City on an individual basis and would be required to comply with requirements (i.e., impact fees, etc.). The 2030 General Plan also indicates in its Community Service and Public Health and Safety Elements that the City would need to expand law enforcement services and develop specific standards and criteria to accommodate this growth.

## **2.3.6 Fire Protection**

### ***Current Level of Service and Infrastructure***

#### **Oakdale City Fire Department**

Previously, the Oakdale City Fire Department (Oakdale City FD) provided fire protection and emergency medical services to the City of Oakdale. With mutual aid from Oakdale FD, the Oakdale Rural Fire Protection District (Oakdale Rural FPD) provided fire protection and emergency medical services to areas outside the Oakdale City limits and the communities of Knights Ferry and Valley Home. As of September 1, 2014, both Oakdale City FD and Oakdale Rural FPD executed a 5-year contract with the Stanislaus Consolidated Fire Protection District (SCFPD) to provide services in the Oakdale region. Along with Oakdale, the SCFPD services the unincorporated areas east of Modesto; eastern Stanislaus County; the cities of Riverbank and Waterford; and the communities of Empire, La Grange, Hickman, Knights Ferry and Valley Home. However, as this is only a contractual change, Oakdale City FD and Oakdale Rural FPD

retain their jurisdictional boundaries in their respective areas. Historically, the City has requested detachment from the Oakdale Rural FPD when areas are annexed to the City. More recently, the City has considered annexation *without* detachment from the Oakdale Rural FPD in conjunction with a City/District agreement to share revenues in these areas.

**Services**

SCFPD services include fire prevention, public education, site inspections and code enforcement, hazardous materials handling, and plan reviews. The SCFPD operates two stations that serve the Oakdale area, which are summarized in Table 2.3-5.

**TABLE 2.3-5  
SCFPD STATION SUMMARY: OAKDALE CITY LIMITS**

Station Number	Address	Apparatus	Staffing
4	450 South Willowood Drive, Oakdale, CA 95361	1 Type I Engine 1 Type III Engine 1 Type II Quint 1 Utility Pickup	2 minimum on duty
5 (Main Station)	325 East G Street, Oakdale, CA 95361	2 Type I Engines 1 Type III Engine 1 Rescue Vehicle 1 Technical Rescue Trailer 1 Water Rescue Boat 2 Service Pickups	3 minimum on duty

SOURCE: City of Oakdale. 2012. Oakdale 2030 GP, CAP, CCSP and SPSP Draft Environmental Report. July.

**Staffing**

As previously mentioned, Oakdale City FD and Oakdale Rural FPD entered into a contract for SCFPD to provide administrative overhead services. With this merged headquarters contract, the City is staffed with a Deputy Chief, Administrative Battalion Chief, six Captains, three Relief Specialists, and five Engineers (in addition to the Joint Staffed Engine members from Oakdale Rural Fire District). SCFPD staffs both stations 24 hours a day, 7 days a week with career personnel and additional response provided by volunteers.

**Calls for Service**

The SCFPD has not been in providing services to Oakdale long enough to have meaningful data on calls for service. Thus, information on the Oakdale City FD is provided. In 2011, Oakdale City FD responded to 2,312 calls for service. Table 2.3-6 presents the types of calls that Oakdale City FD received for the years 2010 and 2011.

**TABLE 2.3-6  
OAKDALE CITY FIRE DEPARTMENT INCIDENT RESPONSE SUMMARY**

Type of Call	2010	2011
Fire	180	235
Rupture/Explosion	4	2
EMS/Rescue	1,274	1,472
Hazardous Condition	81	96
Service Call	167	226
Good Intent	143	203
False Call	83	77
Other	4	1
<b>Total Incident Reponses</b>	<b>1,936</b>	<b>2,312</b>

SOURCE: Oakdale City Fire Department, July 2012; Citygate Associates, City of Oakdale General Plan Update.

### ***Response Times***

The City has an adopted response time outlined in the 2030 General Plan of seven minutes, 90 percent of the time to treat medical patients and control small fires; and 11 minutes, 90 percent of the time for a multiple-unit response for serious emergencies. Since SCFPD has only been serving the City since September 2014, data for the Oakdale City FD is provided. In 2011, response times for the Oakdale City FD were at or below a four minute travel time on 90 percent of all responses within the City. Thus, Oakdale City FD met its adopted response times during that time period.

### ***Mutual Aid Agreements***

Oakdale City FD is now consolidated with Oakdale Rural FPD and SCFPD. More broadly, SCFPD also has a partnership with the California Department of Forestry and Fire Protection (CAL FIRE). Oakdale City FD's response system is designed with these agencies, which provide a key component to the level of service. With the addition of both agencies, Oakdale City FD can perform life safety rescues and fire attacks within an acceptable time frame meeting all Cal-OSHA requirements. Without these agencies, the Oakdale City FD would reduce their reaction time increasing the potential for life loss and dramatically increasing property loss. This delay would also result in fire ground safety issues for our employees and the public.

### **Oakdale Rural FPD**

Oakdale Rural FPD provides fire protection and emergency medical services to an approximately 325-square-mile service area, throughout the Oakdale SOI outside the city limits and the unincorporated communities of Knights Ferry and Valley Home. There are currently three stations that Oakdale Rural FPD services, but only two stations (Stations 1 and either Station 2 or 3) are in use at a time. Table 2.3-7 summarizes the Fire Protection District's fire stations and apparatus. In addition, Oakdale Rural FPD, on average, responds to approximately one thousand calls per year.

**TABLE 2.3-7  
OAKDALE RURAL FIRE PROTECTION DISTRICT SUMMARY**

Station Number	Address	Apparatus for All Stations	Staffing
1	1398 East F Street, Oakdale, CA 95361	4 Type I Engines 1 Type II Engine	Volunteers
2	17700 Main Street, Oakdale, CA 95361	3 Type III Wild Land Engines 2 Type I Water Tenders 1 Type II Heavy Rescue 1 Type IV Light Rescue	2 paid firefighters, 24 hours a days a week, 3.5 days a week
3	13200 Main Street, Oakdale, CA 95361	1 Water Rescue Boat 2 Utility Vehicles 1 Command Vehicle	2 paid firefighters, 24 hours a days a week, 3.5 days a week

SOURCE: City of Oakdale. 2012. Oakdale 2030 GP, CAP, CCSP, and SPSP Draft Environmental Report. July.

Oakdale Rural FPD features some different staffing configurations at its three stations. At Station 1, all staffing is provided by a volunteer (via internship) base of about 20 members. At Stations 2 and 3, staff are rotated through scheduled brown-outs and each station is staffed with two paid firefighters that work 24 hours a day, 3.5 days a week, and 182.5 days a year.

### ***Planned Levels of Service and Improvements***

It is anticipated that future development under the City’s General Plan will require additional fire protection staff in order to meet future service needs. New development within the City limits, its SOI and expanded SOI areas, such as CCSP and SPSP, are subject to the City’s adopted Public Facilities Fee, which is collected to cover new development’s fair share of Capital equipment (fire station and related equipment and facilities). In addition, new development would be included in the City’s CFD, and would participate in other alternative financing mechanisms established by the City for public safety service, including fire protection. New development would comply with City of Oakdale policies and Fire Department recommendations regarding fire protection. Proposals for development within the City, the SOI, and proposed SOI area would be routed to SCFPD for recommendations on design elements that affect fire prevention and safety including access, water pressure flows, and building design.

Similar to police protection, new fire facilities, vehicles, equipment, and personnel would be required in order to provide adequate response times to serve future growth. As a result, the City’s costs to maintain equipment and facilities and to train and equip personnel would also increase while growth in existing rural areas would also increase the demand for fire protection services. However, the additional personnel and materials costs would be offset through the increased revenue, and fees, generated by future development. The Community Service and Public Health and Safety Elements of the 2030 General Plan explain the need to expand law enforcement services and develop specific standards and criteria to accommodate this growth. The City’s Capital Facilities Fee would ensure that future project applicants will contribute a fair share fee for any required public service infrastructure improvements, including fire protection

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infrastructure for the increased population. Adequate fire protection for operations would also be provided and funded through the City's CFD.

### **2.3.7 Parks**

#### ***Current Levels of Service and Infrastructure***

The City of Oakdale Public Services Department is responsible for the maintenance and construction of City parks, while the operation of recreational activities within the City is separately staffed. This department serves the residents of Oakdale and the surrounding communities.

The City operates 152.6 acres of park and 1.7 acres of recreational facilities, which include six community parks, 10 neighborhood parks, three mini-parks, one linear park or trail, and four recreational facilities. The Department is responsible for providing service and maintenance for all community and neighborhood parks, rental of community parks, City facility rental and maintenance, lighting and landscape district maintenance, youth and adult enrichment programs, and senior programs and activities.

The City's General Fund and citywide CFD provide the majority of annual funding for the Parks and Recreation Division. Recreational services and programs offered by the City include youth sports, aquatic centers, senior programs, special events, and open gyms. Capital Facilities Fees provide the infrastructure needed to create parks and actual sports facilities.

The adopted minimum standard for parkland provision in Oakdale is five acres of developed parkland per 1,000 residents. According to the 2030 General Plan EIR, Oakdale currently has 154.3 acres of park and recreational facilities. Based on the 2010 Census population figure of 20,675 residents in Oakdale, the City has a ratio of developed parkland of approximately 7.5 acres per 1,000 residents, which is above the General Plan standard.

#### ***Planned Levels of Service and Improvements***

Based on the projected General Plan buildout of 40,445 residents, the current acreage of 154.3 would provide Oakdale residents with a developed parkland ratio of 5.4 acres per resident. Future growth in accordance with 2030 buildout is expected to generate additional demand on parks and recreation facilities. Therefore, the City's costs to build and maintain new facilities, programs, and personnel would also increase. However, the additional personnel and materials costs would be offset through the increased revenue, and fees, generated by future development. In addition, future projects will be reviewed by the City on an individual basis and will be required to comply with requirements (i.e., impact fees, etc.) in effect at the time building permits are issued. The 2030 General Plan Community Services Element contains several standards and criteria aimed at providing the appropriate park types and sizes for future use, preparing collaborations with other jurisdictions for future parks, and pursuing funding opportunities. Additionally, the City's Capital Facilities Fee will ensure that future project applicants will contribute a fair share fee for any required public service infrastructure improvements, which includes parks and recreation.

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According to the Oakdale CIP, a couple of major park improvements are slated to occur. The City is planning a very large development for Yosemite Park, and a smaller series of projects for Valley View Park.

Both developments within the CCSP and SPSP areas would contain additional parks to add to the City's total parkland upon buildout. CCSP includes several neighborhood/pocket parks and an open space corridor. A total of four developed parks are included in the CCSP's park program, ranging in size from ½-acre to nearly 9 acres. The concept for each park is unique, designed to address specific recreational and stormwater detention needs of the surrounding neighborhood. A total of 13.81 acres of neighborhood and pocket parks are planned within the CCSP. In addition, a 4.83 acre linear open space corridor is planned in the North Area, which utilizes an OID easement to provide a "green" linkage through the residential neighborhoods to connect the two parks in this area with Crane Road.

SPSP would provide two neighborhood parks and several open space corridors/linear parks. The two neighborhood parks included in the SPSP's are sized at just over 6 acres each. The concept for each park is unique, designed to address specific recreational and stormwater detention needs of the surrounding neighborhood. A total of 12.59 acres of neighborhood parks are planned within the SPSP.

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

## **2.3.8 Solid Waste**

### ***Current Levels of Service***

Gilton Solid Waste Management, Inc. (Gilton) provides collection services for the solid waste generated in the City of Oakdale. Their administrative office is located at 755 South Yosemite Avenue in Oakdale. As LAFCOs do not contain private providers within their jurisdiction, only a limited review of solid waste services is required for this MSR.

Gilton provides adequate residential, commercial, and industrial waste collection, processing, recycling and disposal, as well as construction and demolition waste processing, diversion, and transfer to disposal. Waste collection for trash, recyclable waste, and green waste occurs weekly, along with pick-up of bulky items happening twice a year. While Gilton provides roll-off/drop boxes for temporary refuse collection and disposal (e.g., construction and demolition), other firms also handle these types of services. Solid waste from other haulers is not tracked by the City. Some industrial users in the City use non-franchised haulers.

### ***Planned Levels of Service***

The City of Oakdale does not anticipate any changes in the contract with Gilton that would significantly affect the provision of solid waste services within the City in the future. Any increases in solid waste generation are to be handled by the current solid waste services

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contractor. The City and Gilton do not currently foresee any service issues within the next 20 years with anticipated growth in the SOI and proposed SOI areas.

### **2.3.9 Electricity and Natural Gas**

#### ***Current Levels of Service and Infrastructure***

Pacific Gas and Electric (PG&E), a private energy firm serving much of Central and Northern California, and Modesto Irrigation District (MID), a publically owned utility serving the greater Modesto area and eastern parts of Stanislaus County, both provide electricity for the City of Oakdale as well as the proposed SOI.

PG&E solely provides natural gas to the City of Oakdale, its SOI and the proposed SOI areas. To provide electricity for Oakdale, PG&E utilizes a vast network of power sources. PG&E's hydroelectric system is built along 16 river basins stretching nearly 500 miles from Redding in the north to Bakersfield in the south. Water used to power the hydroelectric system comes from more than 100 reservoirs, located mostly in the higher elevations of California's Sierra Nevada mountain range. PG&E's 68 powerhouses have a total generating capacity of 3,896 megawatts, enough power to meet the needs of nearly 4 million homes. PG&E's Diablo Canyon Power Plant is a nuclear power plant located in San Luis Obispo County, California, that generates enough electricity for more than 3.0 million homes. PG&E operates gas-fires steam generation plants. PG&E also purchases electricity from over 400 independent power plants including out-of-state generators. MID provides electrical service to a smaller portion of the City, generally from South Yosemite Avenue, west to Crane Road, and north to the wastewater treatment plant, which is located north of the Stanislaus River.

Similarly, for natural gas, PG&E operates a vast underground natural gas system delivering natural gas from three major sources: California, Southwestern U.S., and Canada. PG&E serves approximately 4.2 million customers in northern and central California. From natural gas wells, the gas is cleaned and treated (odorized) and delivered to compressor stations. Gas is stored in underground storage fields until it is needed, at which time it is transported through high-pressure distribution lines to regulators to reduce the pressure to local distribution mains. Smaller diameter lines from the distribution lines serve individual customers.

#### ***Planned Levels of Service and Improvements***

PG&E and MID would accordingly extend electrical and natural gas lines to integrate new areas with the existing grid in Oakdale. Implementation of goals, policies, and implementation programs in the 2030 General Plan would assist in minimization of energy consumption associated with urban development. In particular, policies in the proposed Public Facilities Element require the installation of energy efficient lighting and appliances, as well as renewable energy systems, by large employers and in City facilities, where feasible. Other policies would include strategies to improve energy conservation and encourage the use of alternative modes of transportation to reduce vehicular travel. The City would implement a number of policies designed to minimize wasteful, inefficient, or unnecessary consumption of energy through implementation of future development. In addition, the City will ensure that future CEQA documentation be prepared for individual

projects (with project-specific data) that will (if technically possible) mitigate any potential energy consumption impacts to a less than significant level.

Future development subsequent to the 2030 General Plan Update would primarily occur in, adjacent to, or in the vicinity of existing developed urban areas. PG&E and/or MID would extend lines and construct facilities to serve the project site concurrently with development phases as needed, and the location of this infrastructure would be identified in the final project design. It is anticipated that PG&E and/or MID would be capable of providing electricity and natural gas for buildout of the proposed SOI.

### 2.3.10 Schools

#### **Current Levels of Service and Infrastructure**

Oakdale Joint Unified School District (OJUSD) is the only school district that serves Oakdale residents and portions of the surrounding area. The OJUSD includes four public elementary schools, one public junior high school, one public comprehensive high school, one alternative education continuation high school, one alternative education independent study high school, one alternative education charter high school, and an alternative education adult vocational center. In total, the District served a ratio of approximately 21 students for every full-time teacher, equivalent to the California state average. Table 2.3-8 lists which grades each school facility serves and the address.

**TABLE 2.3-8  
OAKDALE JOINT UNIFIED SCHOOL DISTRICT, SCHOOL FACILITIES**

<b>Schools</b>	<b>Grades Served</b>	<b>Location</b>
<b>Public Schools</b>		
Oakdale High School	9-12	739 West G Street
Oakdale Junior High School	7-8	400 Maag Avenue
Cloverland Elementary	K-6	201 Johnson Street
Fair Oaks Elementary	K-6	151 N. Lee Avenue
Magnolia Elementary	K-6	739 Magnolia Avenue
Sierra View Elementary	K-6	1323 East J Street
<b>Alternative Education</b>		
East Stanislaus High School (Continuation)	9-12	250 Hinkley Avenue
Valley Oak High School (Independent Study)	9-12	200 Hinkley Avenue
Oakdale Charter School (Home-Study)	9-12	1235 East D Street
Oakdale Vocational Education	18 & above	200 Hinkley Avenue

School capacity figures reveal that Oakdale High School can accommodate over 2,000 grade 9-12 students (see Table 2.3-9). In total, the four OJUSD elementary schools can accommodate over 2,800 grade K-6 students. As shown in Table 4.3-5, the opening of Sierra View Elementary during the 2005-2006 school year helped to alleviate overcrowding in the other three elementary schools. Enrollments at Cloverland Elementary and Magnolia Elementary dropped to within

facility student capacities. However, historic enrollment at Fair Oaks Elementary is higher than the school’s 696 student facility capacity.

**TABLE 2.3-9  
OAKDALE JOINT UNIFIED SCHOOL DISTRICT, SCHOOL CAPACITY AND ENROLLMENT**

<b>School</b>	<b>School Facility Capacity</b>	<b>Enrollment</b>
Oakdale High School	2,077	1,600
Oakdale Junior High School	867	833
Cloverland Elementary	658	525
Fair Oaks Elementary	696	813
Magnolia Elementary	741	564
Sierra View Elementary	769	726
East Stanislaus High School (Continuation)	140	90
Valley Oak High School (Independent Study)	n/a	n/a
Oakdale Charter School (Home-Study)	n/a	70
Oakdale Vocational Education	n/a	n/a

SOURCE: Oakdale Joint Unified School District School Facts and Accountability Information, 2010-2011.

### ***Planned Levels of Service and Improvements***

As described above, the OJUSD is the only school district that serves Oakdale residents and the SOI. Implementation of future development within the City, the SOI and proposed SOI boundaries would result in additional residents. This increased population will result in increased student generation. Consequently, new facilities and personnel will be required in order to provide adequate service for future growth. Policy CS-4.7 of the 2030 General Plan explicitly requires that all new residential developments, to the extent permissible under State law, fully mitigate their impact on school facilities through the payment of fees or other negotiated methods. Funding agreements between the project proponent and school district, when required, shall be entered into prior to the issuance of building permits.

When the 2030 General Plan approaches buildout, the school needs for Oakdale and the proposed SOI would be met appropriately. Total enrollment in City of Oakdale schools is anticipated to be approximately 5,200 students. Implementation of future development would result in additional residents. This increased population would result in increased student generation. Consequently, new facilities and personnel would be required in order to provide adequate service for future growth. The continued provision of adequate funding sources (i.e., developer fees, etc.) and the dedication of future school sites would be necessary to ensure continued development of future school facilities.

## **2.4 Financial Ability of the Agencies to Provide Services**

The purpose of this section is to evaluate the City’s fiscal status with regard to its provision of services. The City’s rate structure, funding sources, long-term debts, risk management, and

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expenditures are addressed in this section to determine the City's fiscal viability and potential impacts that would result from the proposed SOI.

## **2.4.1 City Finances**

### ***Financial Stability***

The City of Oakdale is financially stable. The City's Annual Financial Report, last published in 2013 for the 2012-2013 fiscal year, highlights the City's financial situation and provides the financial data below. For the year ending June 30, 2013, the following financial highlights were included:

- The assets of the City exceeded its liabilities at the end of the fiscal year by \$65,369,116;
- The City's total net assets decreased by \$1,879,062 in the previous year (FY 2011-2012);
- The City's governmental funds reporting ending fund balances of \$13,312,910, which is a decrease of \$3,156,077 from the previous year; and
- The City's total debt decreased, as a result of scheduled payments, by \$452,518.

Oakdale has maintained its fiscal balance by the use of funding from Measure O, the sales tax override, and will continue to do so through Measure Y. Voter-approved Measure O currently provides the necessary funding but will expire at the end of this fiscal year. Following the expiration of Measure O funding, Measure Y, a new voter-approved initiative, provides \$1.5 million to General Fund through a five year sales tax.

The City's capital assets are used for providing services to residents. These Capital assets include land, building, improvements machinery and equipment, and infrastructure. The City's capital assets, representing \$27,901,264, are fixed and cannot be used for spending.

As with most cities in California over the past few years, Oakdale has been budgeting through declining revenues and addressing costs through reductions in expenditures. Declining revenues, combined with depreciation, have resulted in an overall reduction in net assets. The City's expenditures outpaced revenues in the past year by \$252,189.

### ***Revenues***

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

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

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

Table 2.4-1 presents the City’s major general fund revenues, as indicated in the Annual Financial Report.

**TABLE 2.4-1  
GENERAL FUND REVENUES: FY 2012-2013**

Major Revenue Sources	Amount	Percentage
Taxes	\$8,633,305	73%
Licenses and Permits	\$240,905	2%
Intergovernmental Revenue	\$1,253,861	11%
Use of Money and Property	\$263,200	2%
Fines, Forfeitures, and Penalties	\$246,930	2%
Other General Revenues	\$1,243,038	10%
<b>Total</b>	<b>\$11,881,239</b>	<b>100%</b>

SOURCE: City of Oakdale, 2014. City of Oakdale, California Annual Financial Report for the Fiscal Year Ended June 30, 2013. January 27.

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

**Property Tax** – The City receives a portion of the 1 percent tax of the asset valuation of land and buildings. The City is currently on the Teeter Plan and receives payments from Stanislaus County each year, based on the property tax roll, regardless of collections.

**Sales and Use Tax** – The City receives 95 percent of the local 1 percent share of items sold within the City limits. The 2013-2014 financial year was the first full year with Measure O, a ½ cent general sales tax which sunsets in March 2015. This sales tax is estimated to generate \$1.5 million for the 2013-2014 financial year. The City continues to treat this revenue as a onetime revenue and is setting aside a substantial portion of these revenues to fund long-term liabilities.

**Franchise Fees** – The City receives fees from companies for the privilege of using the City’s rights-of-way for profit, including natural gas, solid waste collection, and cable television.

**Business License Tax** – The City receives an excise tax imposed on businesses for the privilege of conducting business within the City, based on gross receipts or a flat rate.

**Hotel Motel Tax** – The City receives a tax of seven percent from the occupancy of rooms in a lodging facility.

**Enterprise Funds** – The City receives funds that are used to account for self-supporting activities which provide services on a user-fee basis. Fees collected support operating and capital improvements costs for water, sewer, solid waste parking, and aviation activities.

**Other Revenue** – The City receives other revenues from the Safety Sales Tax, Motor Vehicle In-Lieu (VLF) Fee, Interest, Highway Users Tax (Gasoline Tax), and Grant Monies, which are generally restricted.

**General Fund Expenditures**

The City makes General Fund expenditures to provide public services to residents. Major expenditures include the following as of June 30, 2013:

- Public Safety (71.3 percent)
- General Government (14 percent)
- Public Works (6 percent)
- Community Development (4 percent)
- Parks and Recreation (4 percent)
- Capital Outlay (1 percent)

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

These funds vary in balance, depending on current year projects and funding availability.

**Long-term Debts**

During the financial year of 2012-2013, the City maintained significant debt load related to bond sales occurring between 1997 and 2011. The current balance is approximately \$22 million. Table 2.4-2 shows the City’s current debt obligations.

**TABLE 2.4-2  
BOND BALANCES: FY 2012-2013**

Debt Obligations	Original Amount	Payoff Year	Balance as of 6/30/2013
1997 Tax Allocation Revenue Bonds Loan	\$7,845,000	2027	\$5,360,000
2004 Tax Allocation Revenue Bonds Loan	\$13,330,000	2033	\$11,535,000
2011 Tax Allocation Revenue Bonds Loan	\$2,550,000	2036	\$2,550,000
2011 Taxable Housing Allocation Revenue Bonds Loan	\$820,000	2036	\$820,000
<b>Total</b>			<b>\$21,604,817</b>

SOURCE: City of Oakdale, 2014. City of Oakdale, California Annual Financial Report for the Fiscal Year Ended June 30, 2013. January 27.

**Risk Management**

The City is a member of the Central San Joaquin Valley Risk Management Authority (CSJVRMA). CSJVRMA is a pool of cities that have become jointly insured for automotive and

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general liability, property, and Workers' Compensation insurance. By participating in this pooled insurance program, the City is able to spread its risks and minimize the costs of providing worker's compensation and general liability insurance coverage.

### **Rates**

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

Current rates are under review and the City has begun the process to update rates as necessary to reflect the costs for providing services. The metered rates vary based on the type of service provided.

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

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

### **Future Growth Impacts**

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

## **2.5 Status of, and Opportunities for, Shared Facilities**

The current status of, and opportunities for, shared facilities are analyzed in this section. Service agreements with other agencies, as well as any potential service duplication are also examined relative to efforts to eliminate duplication over overlapping services and reduce costs.

### **2.5.1 Service Agreements with Other Agencies**

Service agreements with other agencies include:

- As mentioned previously within section 2.3.6, there is an agreement with SCFPD to contractually provide fire services and share equipment and facilities for the City of Oakdale and throughout the proposed SOI, which in turn connects several other jurisdictions across Stanislaus County.
- The City is also working with OID to use recycled wastewater for irrigation purposes.

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## 2.5.2 Volunteers

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

- Volunteer Firefighting Internships; and
- Team-up Against Graffiti (TAG), a volunteer graffiti abatement program under the direction of OPD ; and
- Citizens Volunteering in City Services (CIVICS), which offers citizens volunteer opportunities throughout most departments.

## 2.5.3 Mutual Aid

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

- An agreement with SCFPD to receive fire protection services from various nearby fire departments. This reduces both operational and capital costs and provides added redundancy in coverage. Oakdale currently participates in informal mutual aid agreements with all surrounding fire suppression agencies which provide for reciprocal assistance.
- Police protection. The City currently participates in informal mutual aid with adjacent agencies, particularly the Stanislaus County Sheriff's Department. The City also provides animal shelter services for the City of Riverbank.
- Contracts for Services

A competitive bid process is used by the City for major services that are contracted to private providers. Requests for proposals are distributed to prospective bidders based upon demand and the availability of funding. This process has been effective in controlling costs because it enables the City to select the lowest-cost qualified contractor to provide services.

## 2.6 Accountability of Community Service Needs, Including Governmental Structure and Operational Efficiencies

This section reviews the extent to which the City makes its governmental processes transparent to the public and invites public participation. In addition to general management practices, existing government structure, boundaries, and future service areas are discussed.

### 2.6.1 Legal Structure

The City of Oakdale was incorporated on November 24, 1906. As a legally separate and fiscally independent agency, it can issue debt, set and modify budgets and fees, and sue and be sued.

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

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## 2.6.2 Governance

The City Council serves as the legislative body for the City. City Council members are directly elected by Oakdale residents for four-year overlapping terms, whereby the Mayor and two Council Members are elected at one election, and the remaining two Council Members, City Treasurer, and City Clerk are elected in the next election. The City Manager, appointed by the City Council, is responsible for all other personnel appointments within the City. General Municipal elections are held on the first Tuesday of November every two years. Current City Council members are as follows:

- Pat Paul, Mayor
- Tom Dunlop, Mayor Pro Tem
- J.R. McCarty, Council Member
- Cherilyn Bairos, Council Member
- Richard Murdoch, Council Member

## 2.6.3 Current Boundaries

The City of Oakdale's current municipal boundaries are a result of annexations since the incorporation of the City in 1906. Since 2009, the City has had no annexations, and according to the Department of Finance, the City has had a growth rate of 0.9 percent. As stated in the Stanislaus LAFCO Annual City Annexation Summary, the City of Oakdale grew about one fifth of its size from 2000 to 2010. Likewise, in this time period, it annexed the third largest amount of property in Stanislaus County, approximately 689 acres, closely followed by the City of Turlock (with 2,094 acres annexed) and the City of Patterson (with 2,157.88 acres annexed) (Stanislaus LAFCO, 2011).

## 2.6.4 Public Participation

The City of Oakdale encourages participation by Oakdale residents in City Council and Planning Commission meetings. The Council holds regular meetings and committee meetings that are open to the public. The City Council meets every first and third Monday of the month at 7:00 p.m. in the Council Chambers located at 277 South Second Avenue. The Planning Commission meets on the first Wednesday of each month at 6:00 p.m. in the Council Chambers; these meetings are also open to the public.

Additionally, City Council meetings are broadcasted live on Comcast Channel 7. These meetings are also archived and streamed live on Livestream, accessible through the City website. Videos of past City Council meetings are also available on the City's Livestream website (<http://new.livestream.com/cityofOakdale>).

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

Public information is accessible on the City's website (<http://www.oakdalegov.com/>). Residents may also contact the City at 280 North 3rd Avenue, or by telephone at (209) 845-3571.

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## **2.6.5 Management Structure**

The City's management team includes the City Manager, City Clerk, City Council, Police Chief, City Attorney, City Treasurer, Public Services Director, Finance Director, Facilities and Recreation Services Director, and Fire Chief.

Volunteer opportunities are available by serving on the Citizens Volunteering in City Services (CIVICS) program, where citizens can volunteer to take part in numerous opportunities across the City. The Oakdale Police Department also utilizes volunteers as part of its C.A.P.S. citizen volunteer program.

The City of Oakdale contracts with Gilton Solid Waste Management, Inc. for garbage collection. City Attorney services are also provided under contract.

## **2.6.6 Effect of Sphere of Influence Plan**

The City budget is typically an indicator of management efficiency. As considered in this MSR, the City is financially stable and complies with all accounting requirements for a municipality (see also Section 2.4). The mission of each department, the goals for that fiscal year, and the specific accomplishments are included in the City's budget.

No significant management deficiencies were identified relative to coordination or oversight of the public services provided by outside agencies. Accordingly, the proposed SOI plan would have no effect on this determination.

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

There are no additional issues other than those discussed in Section 2.

## **3. Municipal Service Review Determinations**

The City of Oakdale's MSR has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the City and possible changes to the City's SOI.

The following provides an analysis of the six factors required by Government Code Section 56430 for an MSR:

### **3.1 Growth and Population Projections for the Affected Area**

The City estimates its population could reach 40,445 by the year 2030 or later. Actual growth rates will depend on a variety of factors, including demographic, economic, and market conditions that could slow growth compared to the projection.

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The City's growth is constrained to the north by the Stanislaus River and to the west by the community of Riverbank. Likewise, the City's General Plan includes a goal of maintaining a physical separation between communities, including the City of Riverbank. Therefore, growth is anticipated to occur within the City limits, SOI, and proposed SOI.

### **3.2 The Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

The City of Oakdale's SOI includes unincorporated areas adjacent to the northern and eastern sides of the City limits. Generally, these areas are characterized as large parcel, agricultural/rural residential uses. These properties are anticipated to remain in unincorporated Stanislaus County until urban levels of development are pursued (if ever), at which point they would be annexed into the City of Oakdale. Under Government Code Section 56033.5, "disadvantaged unincorporated community" is defined as an inhabited community with an annual median household income that is less than 80% of the statewide annual median household income. Upon review of available Census data and the identified communities, no disadvantaged unincorporated communities were identified within or contiguous to the City's SOI.

### **3.3 Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Needs or Deficiencies Related to Sewers, Municipal and Industrial Water, and Structural Fire Protection in Any Disadvantaged, Unincorporated Communities Within or Contiguous to the Sphere of Influence**

#### **3.3.1 Water**

The City relies on groundwater as its sole source of drinking water. There is currently available supply capacity to meet peak summer demands. The City will require additional sources of water over the next 10 to 20 years in order to meet increased demands. The City is in discussions regarding improvements to associated infrastructure and negotiating agreements to allow for the addition of treated surface water to its water system. Although costly, the addition of surface water will not only improve the overall reliability and water quality in the City's water system, but will also reduce the City's reliance on groundwater.

A Water Master Plan is currently being prepared for the City which will identify the major infrastructure and facilities upgrades required in order to accommodate growth within General Plan area. The City requires that all future development to fund and install the necessary infrastructure and improvements.

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### **3.3.2 Wastewater**

The City's current WWTP has a treatment capacity of 2.4 mgd. The City recently completed an upgrade to add ultraviolet, tertiary level treatment, and has enabled the City to disinfect up to 5 mgd. The WWTP does not currently discharge directly to the Stanislaus River; however, given tertiary treatment capabilities, this may become a permitted alternative for disposal of treated effluent in the future.

The City requires that all future development to fund and install the necessary infrastructure and improvements.

### **3.3.3 Drainage**

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

Long-term planning of the City's storm drainage system infrastructure is necessary. The Oakdale CIP has identified an update to the Storm Master Plan as a central component for the City, along with a number of other planned infrastructure improvements.

### **3.3.4 Police Protection**

The Police Division's current staffing ration is 1.02 police officers per 1,000 residents, which is below the FBI standard of 2.0 per 1,000.

Existing development fees and taxes are expected to finance the majority of costs associated with new development. New development within Oakdale's SOI would be annexed into the City, and would generate new fiscal revenues through payment into the City's CFD, Capital Facilities Fee, and development fees to fund additional police staffing and resources.

The City's General Plan policies require new development to develop or fund police protection facilities, personnel, operations, and maintenance that, at a minimum, maintain the above service level standards. The City should continue its efforts to improve the staffing levels and response times of its Police Division, as set forth in its General Plan policies.

### **3.3.5 Fire Protection**

The City's Fire division currently maintains an ISO Class 3 rating, and has transitioned its staffing to now be contracted under the SCFPD to satisfy staffing needs.

Increased development in the City of Oakdale will increase the demand for fire protection services. New development within Oakdale's SOI would be annexed into the City, and would generate new fiscal revenues through payment into the City's CFD, Capital Facilities Fee, and development fees to fund additional police staffing and resources.

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The City's General Plan policies require new development to develop or fund fire protection facilities, personnel, operations, and maintenance that, at a minimum, maintain the above service level standards.

### **3.4 Financial Ability of Agencies to Provide Services**

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

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

The City's General Plan policies require that future growth pay its fair share to upgrade and expand municipal utilities to adequately serve new development, resulting in no negative financial impacts to current residents. The City recently updated and adopted Public Facility Fees, which became effective in November 2013 for new development to pay its fair share of the costs to extend and provide municipal services. These remain the current fees, but the City is working toward an updated set of Public Facility Fees by June 30, 2015 (end of FY 2014-2015).

### **3.5 Status of, and Opportunities for, Shared Facilities**

The City has a variety of agreements with other agencies to share facilities and services in order to reduce costs. These include agreements with Stanislaus County for dispatch services and animal shelter services. Through its contract with SCFPD, the City has informal agreements with various fire departments. The City also has a mutual aid agreement established with the Stanislaus County Sheriff's Department. Lastly, the City uses volunteers for a variety of programs.

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

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

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

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

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

## **4. Sphere of Influence Determinations**

The SOI determinations analyze the appropriateness of the City's SOI boundaries, relative to the capabilities of the service provider and future growth. The SOI contains the probable physical boundaries and probable service area of the City over the next 16 years. Stanislaus LAFCO's methodology for SOI lines has a requirement for the identification of a 10-year boundary for immediate growth and projected service extension (Primary Area), along with the required 20-year long term growth boundary (SOI).

### **4.1 Factors for Inclusion in the SOI**

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

#### **4.1.1 Inclusion Criteria**

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

#### **4.1.2 Sites Included**

The areas proposed to be included within the City of Oakdale's SOI, which are located in Figures 1 and 2, include the following two sites:

- The remainder of Area 9, which is generally bounded East F Street (SR 108 and 120) to the north, Clavey Siphon to the east, West Pump Lateral to the South, and Stearns Road to the west.
- Area 3, which is generally bounded by Crane Road to the east and Brady Road to the west and is located near West F Street/State Route (SR) 108 to the south.

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

	Including City	Excluding City
Current SOI Acreage	6,624 acres	2,730 acres
Proposed SOI Acreage	6,706 acres	2,812 acres
Overall SOI Acreage Increase	82 acres	

The SOI plan for the City of Oakdale, as described in Section 1.0, Introduction and in this section, addresses the four factors that, pursuant to California Government Code Section 56425, LAFCO must consider in order to act upon an SOI plan. LAFCO is required to make written determinations with respect to the following four factors:

- The present and planned land uses in the area, including agricultural and open-space lands;
- The present and probable need for public facilities and services in the area;
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide; including the present and probable need for sewer, municipal and industrial water or structural fire protection services for any disadvantaged unincorporated communities within the existing Sphere of Influence; and
- The existence of any social or economic communities of interest.

This SOI plan supports the SOI amendment described in Section 1.3 of this report.

## 4.2 The Present and Planned Land Uses in the Area, Including Agricultural and Open-space Lands

Present land uses within the City include approximately 28 percent devoted to residential uses, seven percent to commercial uses, 14 percent to industrial uses, 15 percent to parks and public/semi-public space, 18 percent to roadways and 18 percent vacant. Present land uses within the proposed Sphere of Influence (SOI), but outside the City are primarily in agricultural use, with some residential and industrial land uses.

The majority of the agricultural lands outside the City are designated by the County's General Plan as either agriculture or urban transition. Over 50 percent of the proposed SOI area outside of the City's existing boundaries has been classified as either Prime Farmland, Farmland of Statewide Importance, Unique Farmland, or Farmland of Local Importance. Some of these areas are designated in the City's General Plan as agricultural use. Current agricultural uses in the project area include both orchards and row crops. The proposed SOI amendment areas are located immediately adjacent to urban uses, and rural residences are located in these areas.

The City has prepared two specific plans, Crane Crossing Specific Plan (CCSP) and Sierra Pointe Specific Plan (SPSP) for new development in the proposed areas to be added to its SOI. Both CCSP and SPSP provide for the inclusion of residential, commercial, public/semi-public, and park land uses. The proposed amendment is envisioned by the City for development and inclusion

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within the City beginning in the next couple of years and fully developing over the next 10-20 years.

The City is constrained to the north by the Stanislaus River and a bit on the west by some existing urban development within the City of Riverbank. The Oakdale-Riverbank Corridor Area Agreement, established between the cities of Oakdale and Riverbank, is designed to preserve a greenbelt between the two communities along the Highway 108 corridor, and has been extended to 2021. The City's available residential, industrial and commercial land base has been building out over time, and despite current economic conditions, is expected to continue to do so. Future growth areas can only occur towards the south and east of the City, and immediately to the west in the area currently proposed.

The proposed SOI would accommodate new growth to the east and west of the City. The newly-adopted CCSP and SPSP would be a focus for new residential, commercial, and public/semi-public growth. The City's available residential, industrial and commercial land base is currently building out and is projected to require additional areas for growth. Despite recent short-term economic circumstances, the long-term trend is expected to include growth in all sectors. The areas proposed for inclusion in the SOI are within the City's General Plan Planning Area and, per the City, has been envisioned for future urbanization.

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

## **4.3 The Present and Probable Need for Public Facilities and Services in the Area**

### **4.3.1 Water**

The City relies on groundwater as its sole source of drinking water. There is currently available supply capacity to meet peak summer demands and future development envisioned under the 2030 General Plan, which includes the City's SOI and GPA. The City would not require additional sources of water over the next 10 to 20 years in order to meet increased demands. The City will continue to pursue associated infrastructure improvements and agreements to allow for the addition of treated surface water to its water system. Although costly, the addition of surface water will not only improve the overall reliability and water quality in the City's water system, but will also reduce the City's reliance on groundwater.

A Water Master Plan is currently being prepared for the City which will identify the major infrastructure and facilities upgrades required in order to accommodate growth within General Plan area. As development occurs in the City's SOI and proposed SOI areas, those areas would be annexed into the Oakdale. The City would provide water service to those new developments. The City requires that all future development to fund and install the necessary infrastructure and improvements.

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### **4.3.2 Wastewater Collection and Treatment**

New development within the SOI and proposed SOI areas would be annexed to the City and the City would provide wastewater services. The City requires that all future development to fund and install the necessary infrastructure and improvements.

The City's current wastewater treatment plant (WWTP) has a treatment capacity of 2.4 mgd. Additionally, the WWTP recently provided mechanical drying to assist with existing sludge drying beds to separate solid waste. Another recent upgrade to the WWTP involved adding ultraviolet treatment for tertiary level treatment, providing disinfection capabilities of up to 5 mgd. However, the capacity of the aerated lagoons would need to be increased, along with other treatment facilities, in order to reach the new level of disinfection capacity.

In the immediate future, treated effluent would be discharged to the same percolation beds in use today. The WWTP does not currently discharge directly to the Stanislaus River; however, given tertiary treatment capabilities, this may become a permitted alternative for disposal of treated effluent in the future.

### **4.3.3 Storm Drainage**

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

### **4.3.4 Police Protection**

The Police Division's current staffing ration is 1.02 police officers per 1,000 residents. The Oakdale General Plan, conducted by the City, indicated a desired ratio of at least 2.0 officers per 1,000 residents.

Existing development fees and taxes are expected to finance the majority of costs associated with new development. In addition, the City's Capital Facilities Fee is designed to ensure that future project applicants would contribute a fair share fee for any required law enforcement infrastructure improvement, and the Community Facilities District (CFD) would also provide funding.

### **4.3.5 Fire Protection**

The City's Fire division is currently staffed at a level of 0.74 firefighters per 1,000 residents and has an ISO Class 4 rating. The City has not expressed a specific ratio for its fire protection staffing.

Increased development in Oakdale would heighten the demand for fire protection services. The City's General Plan policies require new development to develop or fund fire protection facilities,

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personnel, and operations and maintenance that, at a minimum, would maintain the desired service level standards. In addition, the City's Capital Facilities Fee is designed to ensure that future project applicants would contribute a fair share fee for any required fire protection infrastructure improvement, and the Community Facilities District (CFD) would also provide funding.

#### **4.4 The Present Capacity of Public Facilities and Adequacy of Public Services that the Agency Provides or Is Authorized to Provide**

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

The City will define future capacities necessary to accommodate urbanization and build out of the City's SOI when specific developments are proposed. As noted, for the areas proposed to be added to the SOI, the CCSP and SPSP both document the requirements for municipal services and the way in which these services will be provided, and ensures that adequate services in all categories will be provided with development. Additionally, there are no disadvantaged unincorporated communities that would be impacted by the MSR/SOI update relative to the proposed SOI expansion area.

#### **4.5 The Existence of any Social or Economic Communities of Interest in the Area if the Commission Determines that They are Relevant to the Agency**

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

#### **4.6 For an Update of a Sphere of Influence of a City or Special District that Provides Public Facilities or Services Related to Sewers, Municipal and Industrial Water, or Structural Fire Protection, that Occurs Pursuant to Section 56425 (g) on or after July, 1, 2012, The Present and Probable Need for Those Public Facilities and Services of Any Disadvantaged Unincorporated Communities Within the Existing Sphere of Influence**

The City of Oakdale's SOI includes unincorporated areas adjacent to the northern and eastern sides of the city limits. Generally, these areas are characterized as large parcel, agricultural/rural residential uses. These properties are anticipated to remain in unincorporated Stanislaus County

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until urban levels of development are pursued (if ever), at which point they would be annexed into the City of Oakdale. Under Government Code Section 56033.5, “disadvantaged unincorporated community” is defined as an inhabited community with an annual median household income that is less than 80% of the statewide annual median household income. Upon review of available Census data and the identified communities, no disadvantaged unincorporated communities were identified within or contiguous to the City’s SOI.

## **5. References**

- City of Oakdale. 2009. Oakdale Urban Water Management Plan. January 20.
2009. City of Oakdale General Plan Update: Technical Background Report. November.
2012. Oakdale 2030 GP, CAP, CCSP, and SPSP Draft Environmental Report. July.
2013. Oakdale 2030 General Plan. Adopted August 8.
2014. City of Oakdale, California Annual Financial Report for the Fiscal Year Ended June 30, 2013. January 27.
2014. Crane Crossing Specific Plan. Adopted March 3.
2014. Sierra Pointe Specific Plan. Adopted March 3.
- Department of Water Resources. 2003. California’s Groundwater: Bulletin 118 – Update 2003.
- Oakdale City Fire Department, July 2012; Citygate Associates, City of Oakdale General Plan Update.
- Oakdale Joint Unified School District Long-Range Strategic Plan, 2008. Oakdale Joint Unified School District Board of Trustees, Adopted May 12, 2008.
- US Census. 2010. Profile of General Population and Housing Characteristics: 2010.

## **6. Persons and Organizations Consulted / List of Preparers**

### **6.1 Persons and Organizations Consulted**

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## 6.2 List of Preparers

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