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# **Municipal Service Review for the City of Turlock**



## **Sphere of Influence Amendment for the Northwest Triangle Specific Plan**

**August 28, 2019**

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## **I. Introduction**

This service review has been prepared in accordance with Section 56430 of the California Government Code that requires a review of municipal services prior to establishing or updating spheres of influence. A service review is intended to better understand the public service structure and evaluate options for the provisions of efficient and effective public services.

In conducting the service review, Section 56430 requires that LAFCO adopt a written statement of determination with respect to each of the following factors:

- Infrastructure needs and deficiencies
- Growth and population projections for the affected areas
- Location and characteristics of any disadvantaged unincorporated communities
- Financing constraints and opportunities
- Cost avoidance opportunities
- Rate restructuring
- Opportunities for shared facilities
- Government structure options
- Evaluation of management efficiencies
- Local accountability and governance

The Turlock Sphere of Influence, consistent with the 1992 Turlock General Plan, was adopted by Stanislaus LAFCO in August of 1993. The Sphere of Influence was expanded in 2004 by the Northeast Turlock Master Plan. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) established the requirement that service review be prepared in order to update spheres of influence. A Municipal Service Review was prepared in accordance with the 2000 Act in January 2004.

The Westside Industrial Specific Plan necessitated the second update to the Turlock Sphere of Influence since the approval of the CKH Act. The City of Turlock prepared a third amendment to its Sphere of Influence and Primary Area in July of 2007 to include an additional approximately 627 acres for the second phase of the Westside Industrial Specific Plan. In 2012 the City of Turlock adopted an updated General Plan with no change to the Sphere of Influence.

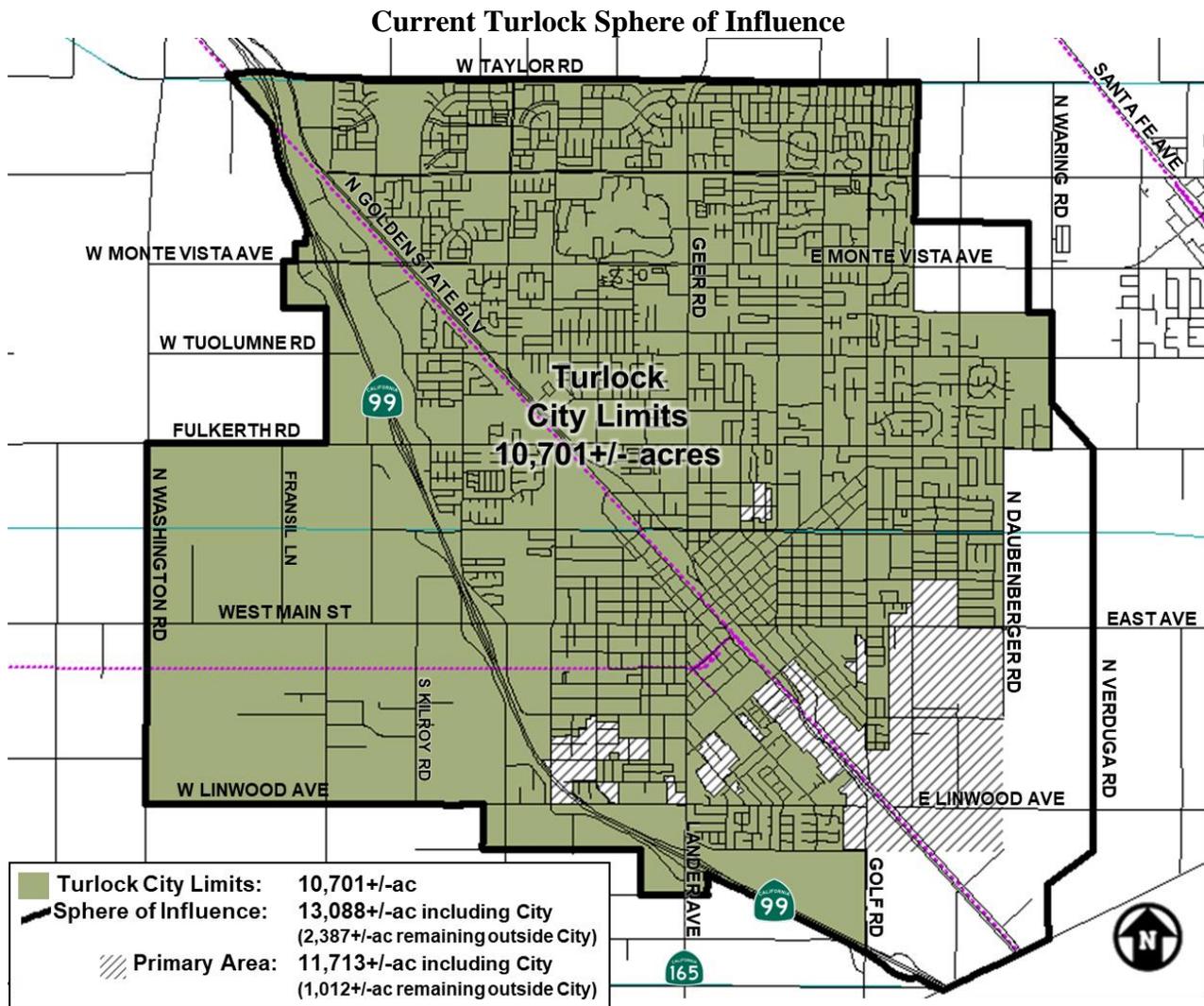
In 2017 the City of Turlock adopted an update to the Northwest Triangle Specific Plan and the General Plan and rezoned the property at 3525 W. Monte Vista Avenue. This update necessitates the fourth amendment to the Sphere of Influence and Primary Area boundary to include one 22.25-acre property.

### **CITY OF TURLOCK SPHERE OF INFLUENCE**

The City of Turlock 2012 General Plan provides a 20-year vision for the community. The General Plan is a guide to the City's physical development. The subject property was included in the Northwest Triangle Specific Plan and has been designated for Commercial Development in the General Plan since 1995 but was not annexed into the

City limit and was left out of the Sphere of Influence, at the request of the property owner, at the time the Master Plan area was annexed into the City limits. The property is designated as Highway Commercial in the 2012 General Plan. Figure 1 shows the current Sphere of Influence Boundary.

Figure 1



In January 2004, a small change in the Sphere of Influence was approved by LAFCO for the Northeast Turlock Master Plan, adding approximately 75 acres to the City of Turlock Sphere of Influence.

In February 2007, as part of the first annexation request by the City of Turlock for the Westside Industrial Specific Plan, the City requested LAFCO amend its Primary Area contiguous with the Sphere of Influence boundary on the west side of Highway 99.

Expansion of the Primary Area did not require an amendment to the Sphere of Influence. The annexation was completed on May 21, 2007.

A third amendment was adopted in July of 2007 to expand the Sphere of Influence and the Primary Area to include approximately 627 additional acres to complete the annexation of the properties within the Westside Industrial Specific Plan.

The City's proposed amendment will bring one 22.45-acre parcel into the Primary Area of the City of Turlock and will complete the annexations of the properties in the Northwest Triangle Specific Plan, as originally intended in 1995.

**Growth and Municipal Services Management** - In 1998, the City of Turlock adopted a Residential Annexation Policy that focused annexations and growth to one quadrant of the city at one time (City Council Resolution No 98-036). Four quadrants were designated and new residential development was designated to occur first in the Northwest Quadrant (Figure 2). The next quadrant designated for residential development was in the Northeast Quadrant and then followed by the Southeast Quadrant. New development in the Southwest Quadrant will be mostly industrial uses. The majority of the Northwest and Northeast Quadrants of the City have built out with only a few projects remaining to be developed. The Southwest Quadrant, is currently developing. Focusing development in one area at a time allows for timely and efficient use of infrastructure and resources. Furthermore, in 1999, the City adopted a policy that requires area-wide planning in conjunction with future annexations (City Council Resolution No 99-021). Area-wide plans must address land use, circulation, housing, open space, infrastructure, public facilities and public services consistent with the General Plan. Both of these policies serve to ensure that growth is orderly. Furthermore, policy 3.1-p in the 2012 General Plan established the timing for the development of new master plan areas stating, "A new master plan area may not proceed with planning, annexation and development until 70 percent of the building permits associated with the previous area have been issued."

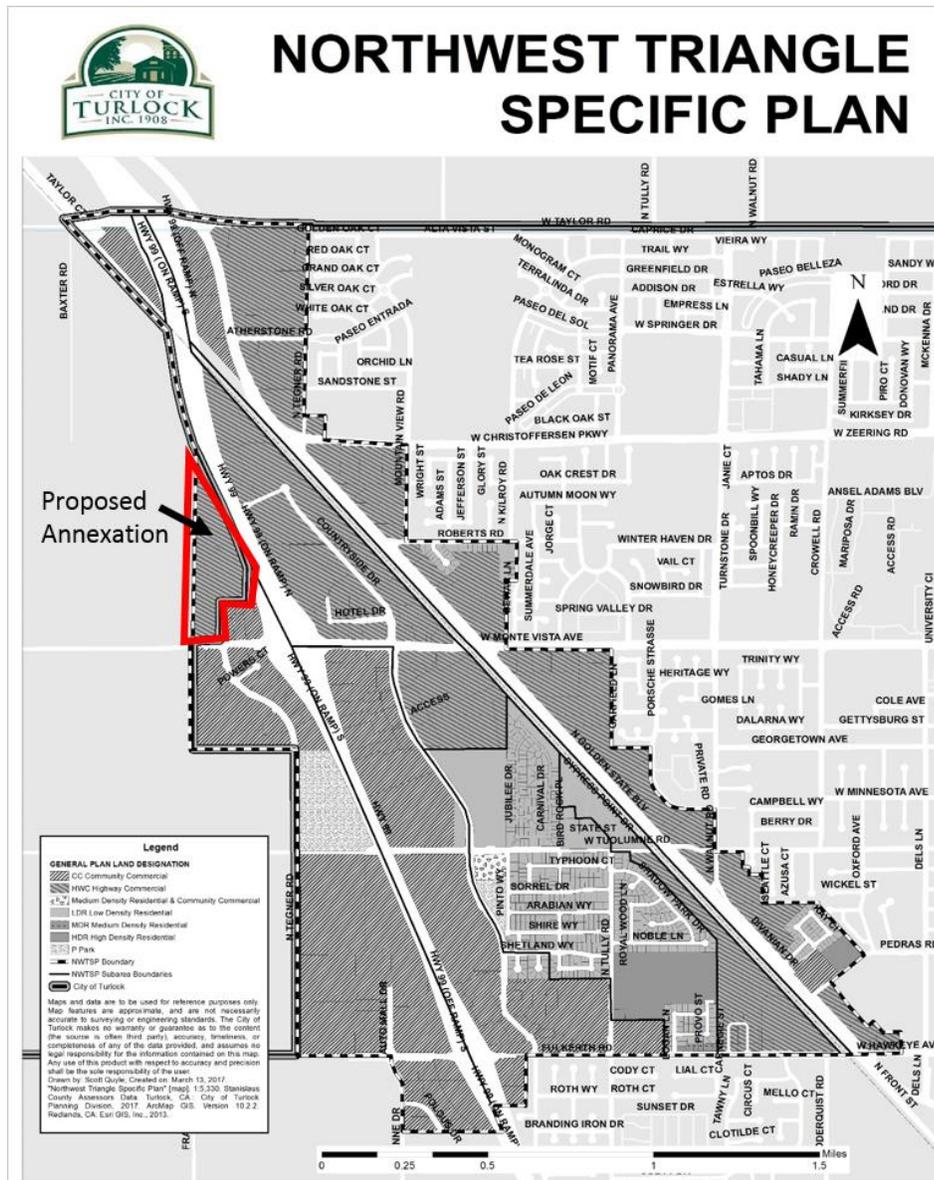
**Area-Wide Planning Effort** - The Northwest Triangle Specific Plan was adopted in August of 1995 and was updated in 2004. In 2012 an update to the General Plan was adopted. General Plan policy 3.1-o called for the evaluation of existing master and specific plans that were not fully built out, identifying the Northwest Triangle Specific Plan as a priority for evaluation and updating. An update to the plan was adopted in June of 2017 to ensure the plan was consistent with the 2012 General Plan and to prezone the property located at 3525 W. Monte Vista Avenue prior to moving forward with the annexation of the property.

### **3525 WEST MONTE VISTA AVENUE AND PROPOSED SPHERE OF INFLUENCE UPDATE**

The City of Turlock requires "area-wide" planning to accompany all applications for rezoning and annexation. This requirement may be fulfilled by the preparation of a Specific Plan (as defined by the State Government Code) or Specific Plan (as defined by the City of Turlock). A copy of the Northwest Triangle Specific Plan has been included in the application materials provided to LAFCO as part of the application.

In 1995, the City of Turlock adopted the Northwest Triangle Specific Plan (NWTSP) encompassing 800 acres in the northwestern part of the city, largely within a triangle created by Golden State Boulevard, Highway 99, and Fulkerth Road. The area was annexed into the City limits in 1996 with the exception of the property located at 3525 W. Monte Vista Avenue. This property although within the NWTSP is not within the City's current sphere of influence and is proposed for annexation into the City. The City of Turlock is requesting LAFCO expand the Sphere of Influence to include this one approximately 23-acre parcel (see Figure 2). In anticipation of annexation, the City has rezoned this property area consistent with the NWTSP. This Municipal Service Review has been prepared for LAFCO to support this request.

Figure 2  
Proposed Amendment to Sphere of Influence



## **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

This Municipal Service Review (MSR) for the City of Turlock is a planning study for future actions by the City of Turlock and Stanislaus LAFCO and is exempt from environmental review in accordance to Section 15262 of the CEQA Guidelines. This MSR is an informational document that supports future annexations and development but does not involve any discretionary action. This MSR is being prepared because the annexation of 3523 W. Monte Vista Avenue, part of the Northwest Triangle Specific Plan, includes an adjustment to the Turlock Sphere of Influence to create a more logical development pattern consistent with existing development and the Turlock General Plan. The Northwest Triangle Specific Plan, and the adopted update to the plan requires discretionary action and is subject to environmental review.

An Environmental Impact Report was prepared and certified by the City of Turlock (SCH#201022096) for the 2012 General Plan on September 11, 2012. A Mitigated Negative Declaration and associated Mitigation Monitoring Program was adopted on June 13, 2017 for the update to the Northwest Triangle Specific Plan determining the project would not have a significant impact on the environment thus, satisfying California Environmental Quality Act (CEQA) requirements for the proposed annexation. The initial study identified potentially significant impacts in the areas of: Aesthetics and Visual Resources, Agricultural Resources, Air Quality, Biological Resources, Cultural Resources, Geology and Soils, Greenhouse Gas Emission, Ground Water Resources, Public Facilities and Services, Traffic and Circulation, and Utilities/Service Systems. The initial study identified mitigation measures to lessen and/or fully mitigate the impacts to a less than significant level.

A copy of the adopted Mitigated Negative Declaration has been provided to LAFCO as part of the application materials.

## **II. Infrastructure Needs and Deficiencies**

**Purpose: To evaluate infrastructure needs and deficiencies in terms of capacity, condition of facility, service quality and levels of services and its relationship to existing and planned services users.**

Any area planned for development must have the infrastructure necessary to support the new uses. One of the main purposes of a master plan is to ensure that all the urban services and the necessary infrastructure can be adequately provided. In 2009, the Turlock City Council adopted a Water Master Plan Update. In 2016, the City of Turlock adopted an update to the Turlock Urban Water Management Plan. A copy of the 2016 Turlock Urban Water Management Plan has been provided to LAFCO as part of the application materials. The Plan analyzed future water demands in Turlock as the city grows, evaluated the adequacy of the groundwater basin to meet those water needs, determined the type and costs of improvements that would have to be made to meet the demand for water, and considered the impact on water rates and fees of funding those infrastructure improvements. As the information contained in this Municipal Service

Review only summarizes some of the information in the Urban Water Management Plan 2016, the reader is encouraged to refer to the Plan for more detailed information.

## **A. WATER SUPPLY AND TREATMENT**

### **Sphere of Influence**

The City provided water supplies to 18,686 water connections in 2015. The City supplied 5,675 million gallons (MG) of water for municipal purposes in 2015. Of that, 5,563 MG was potable water and 112 MG was raw water.

The City and water service area encompass an area of approximately 20 square miles. With the exception of three small residential areas served by groundwater from the City of Modesto, the City serves all areas within the City's limits, as well as several small unincorporated areas surrounded by the City. The City's water service includes residential, commercial, industrial, and fire service connections. Municipal water supply for the City is currently based on groundwater, with supplemental supplies from recycled and non-potable water. The City water system serves its population of about 71,043 through 18 active wells and one standby well. The distribution system consists of approximately 250 miles of pipe ranging in diameter from 6 to 16 inches, with plans to expand for future surface water distribution.

The Turlock water system is based on a network of on-demand deep-water wells that pump directly into the water grid. Domestic water supply is currently derived from 18 deep groundwater wells that have a capacity to supply 27,350 gallons per minute (gpm). The City does not chemically treat or chlorinate any water it supplies at this time.

The City has more than adequate capacity to meet normal demands. Further, the City's current well system has enough capacity to meet maximum daily demand (usually in July). The system is currently operating at near-capacity levels during the hot summer months when peak hour demand increases.

Currently the City does not purchase or import water from any other water supply or entity. However, as a member of the Stanislaus Regional Water Authority (SRWA), the City has entered into a water sales agreement for delivery of 5,475 MGY (15 million gallons per day (MGD)) of Turlock Irrigation District (TID) surface water. TID has indicated the volume of water requested is available, and this volume has been used for planning and environmental review purposes. For the purposes of this document, it is assumed that the SRWA Regional Surface Water Supply Project (RSWSP) will be operational in 2022.

Currently, groundwater supplies are used to meet all water needs in the area. The local groundwater source is the Turlock Sub-basin, which is a subunit of the San Joaquin Valley Groundwater Basin. The City currently possesses 23 wells. The number of wells considered active, standby, or non-potable are as follows:

18 active,  
1 standby,

19 inactive/abandoned, and  
4 non-potable (irrigation only).

Since 2010, six wells have been removed from active status due to water quality concerns. In addition to evaluating opportunities to reduce contamination in these wells, diversification of supplies away from groundwater (surface water from TID through SRWA – as described above) will help mitigate any future groundwater quality degradation.

### **Water Conservation and Water Demand**

The City is able to track actual water use by customers and sector type through the metering program, which was fully implemented in 2011. Per capita demand declined after the meters were installed throughout the City. Per capita demand also declined heavily in 2014 and 2015, likely due to the drought and conservation efforts related to the drought. Therefore, the City has assumed that 2012 represents a reasonable approximation as to what future per capita water use will be. Per capita water use in 2012 was approximately 277 gallons per capita per day (GPCD). The City projected annual water demand, assuming an annual water production growth of 2.15 percent, consistent with the population growth rate projected in the September 2012 General Plan.

### **Water Quality**

Groundwater quality varies due to chemical reactions as water moves through geologic materials. Groundwater contamination is a result of naturally occurring compounds or anthropogenic sources. Naturally occurring contaminants of concern within the City include TDS, arsenic, and hexavalent chromium (Cr6+). Anthropogenic contamination within the City include nitrate, fuel, solvents, and synthetic organic compounds.

Public water systems are regulated by the State Division of Drinking Water (DDW) which enforces drinking water quality standards. DDW drinking water standards are more stringent than those enacted and enforced by the United States Environmental Protection Agency (EPA). Public Water Systems are required to report City of Turlock water quality data to the DDW, which maintains a comprehensive water quality database. In addition to the DDW water quality dataset, the City maintains its own water quality dataset. The DDW database and the City's water quality data were combined to evaluate for historic trends, to identify current or previous exceedances above current maximum contaminant levels (MCLs), and to provide a tool to help guide future groundwater resource protection and development programs. The combined dataset contains data from 1989 through January of 2015.

Within the City's well field, the primary constituents of concern for public health are arsenic and nitrate. Arsenic and nitrate (as NO<sub>3</sub>) are above their respective MCLs in multiple wells. In addition, the City has noted increasing TDS in produced water; however, concentrations of such are below the DDW secondary MCL (Recommended) of 500 milligrams per liter (mg/L), with the exception of Well 32 which was reported to have a maximum TDS of 510 mg/L.

Concentrations of hexavalent chromium (Cr<sup>6+</sup>) were also evaluated due to the recent revised MCL issued by DDW in July of 2015; however, no City well is in exceedance of this new MCL. Point source contamination has caused the City to destroy wells in the past. Several wells have had synthetic organic compounds, fuels, or solvents above their respective MCL, including for carbon tetrachloride (TCE) in Well 4, ethylene dibromide (EDB) in Well 8, and tetrachloroethylene (PCE) in Wells 4, 8, 19, 29 and 35.

The City's 18 active groundwater wells produce water that meets all DDW drinking water quality standards. Groundwater quality varies throughout the City, with both location and depth; however, the City has a Compliance Order for Wells 4, 29 and 35 requiring treatment for TCP by June 2021. The City is in the planning stage of wellhead treatment at these locations and expects to comply with the State's Compliance Order.

### **Basin Description**

The Turlock Sub-basin lies on the eastern side of California's San Joaquin Valley, and encompasses portions of both Stanislaus and Merced counties. The groundwater system is bounded by the Tuolumne River on the north, the Merced River on the south, and the San Joaquin River on the west. The eastern boundary of the system is the western extent of the outcrop of crystalline basement rock in the foothills of the Sierra Nevada. Land uses in the Turlock Sub-basin are diverse and include agriculture, urban, and commercial or industrial uses distributed in a mosaic throughout the region.

The Turlock Sub-basin underlies an area of approximately 347,000 acres, with irrigated crops (245,000 acres), native vegetation (69,000 acres), and urban development (20,000 acres) as the predominant land uses. The general trend in land use throughout the sub-basin has been an increase in urbanization from less than 4,000 acres in 1952 to approximately 20,000 acres in 2006. The majority of this urbanization has occurred within unincorporated urban areas and cities within the Turlock Irrigation District boundary. Land in the Eastside Water District, Ballico-Cortez Water District, and Merced Irrigation District has not seen the substantial increase in urbanization that has occurred in other portions of the sub-basin. However, in the Eastside Water District, there has been a shift from non-irrigated lands to irrigated agriculture as the principal land use. The majority of this agricultural development occurred between 1952 and 1984; land use patterns in the Eastside Water District have generally stabilized since the mid-1980s. The shift to irrigated agriculture has occurred to a lesser extent in the Ballico-Cortez Water District. Land use patterns in the foothill areas in the eastern portion of the sub-basin have also shifted from non-irrigated to irrigated agriculture, but most of this shift has occurred in recent years. Between 1952 and 1992, irrigated agriculture in the foothills non-district area increased gradually from 8,600 acres to 10,800 acres. Following 1992, irrigated area grew rapidly, reaching 19,500 acres in 2006, and 35,100 in 2014.

Although expansion of irrigation has, and will continue to increase overall water demand, a portion of water used for irrigation is passively recaptured by the groundwater basin. Unlike water for Municipal & Industrial (M&I) use, irrigation water does not ultimately flow to the City's wastewater treatment plant. Due to its application outdoors, a percentage of irrigation water will percolate downwards through soil and contribute to groundwater aquifer recharge. The benefits of this recharge will become further apparent

when the City's groundwater is supplemented by Tuolumne River surface water (through SRWA), as a portion of the (in lieu) recharge will be derived from the conjunctive use of surface water and groundwater.

### **Basin Overdraft Conditions**

Overdraft of an aquifer occurs when groundwater extraction is faster than aquifer recharge. It is unsustainable to overdraft an aquifer over long periods of time. Overdraft can eventually lead to subsidence and water quality problems. The Turlock Sub-basin is neither listed as adjudicated, nor critically overdrafted.

Groundwater conditions within the Turlock Sub-basin vary. Groundwater levels in the eastern areas have declined significantly since the 1960s while levels in the western areas of the sub-basin are high to the point of requiring pumping in certain areas to keep the groundwater from encroaching into the root zone of agricultural crops. Local agencies continue their efforts to ensure a sustainably managed groundwater basin and prevent activities that could lead to overdraft pursuant to the Sustainable Groundwater Management Act (SGMA).

### **3525 West Monte Vista Avenue**

The City of Turlock will provide water supply services to new development within the Sphere of Influence, including the property at 3523 W Monte Vista Avenue. Pursuant to established city policy, each developer will be required to construct and/or pay for new "in tract" water infrastructure to serve the development area. Developers are responsible for paying for Water Grid Fee, Water Connection Fee, and Water Main Frontage Fee. There is also the Specific Plan Area Fee that will fund needed infrastructure facilities in the area not covered by the other fees, including the remaining water improvements identified in the updated Northwest Triangle Specific Plan.

Consistent with the Water Master Plan Update, Urban Water Management Plan, and Northwest Triangle Specific Plan and its Mitigated Negative Declaration, the water demand of the development of the additional parcel has been analyzed. Existing City wells in or near the Plan Area include:

- Well #35 (3,000 gpm) located Tegner Road
- Well # 31 (1700 gpm) located on Tegner Road
- Well #34 (1,100 gpm) located on Dianne Drive

The property will connect to the existing 12" water line in Monte Vista Avenue which currently runs along the front of the subject parcel.

There is also a one-million gallon water storage tank on Fulkerth and Washington Roads that serves this general area and provides additional supply during peak demand periods.

## **B. WASTEWATER COLLECTION AND TREATMENT**

### **Sphere of Influence**

The City provides wastewater treatment and disposal service to residential, commercial and industrial users in Turlock, and to about 2,800 residents in Keyes and another 3,000 in Denair Community Service districts. The City also treats a portion of the primary treated wastewater from the City of Ceres (up to 1 MGD with an Agreement to accept an additional 1 MGD in 2008/09). The treated effluent is discharged into the San Joaquin River via Turlock Irrigation District's Harding Drain, a man-made agricultural drainage facility (Lateral Drain #5).

The Wastewater Treatment Facility at 901 South Walnut Road is currently designed for a hydraulic flow of 20.0 Million Gallons per Day (MGD). Average daily flow into the wastewater treatment facility during 2018 was 10.5 MGD. Industrial users had in use or reserve approximately 7.3 MGD of the current design hydraulic capacity. There is sufficient capacity at the treatment facility to handle increased flows within the Turlock Sphere of Influence including the property located at 3525 W. Monte Vista Avenue. Upon development the applicant will be required to extend the existing 12" sewer line in Monte Vista Avenue from the adjacent property's frontage to the subject property. Developers will also have to pay applicable fees to cover the new development's share to use the Wastewater Facility and sewer trunk lines.

In March 2007, a Capacity Assessment was undertaken for the Turlock Regional Water Quality Control Facility (RWQCF). The report assessed the existing treatment capacity at the RWQCF in order to determine the limitations of the current processes and to assess the need for additional process requirements for a 20 MGD facility. The report also included conceptual cost estimates of the requirements as well as an implementation schedule to accommodate anticipated growth.

In 2008, the City Council approved a series of five annual sewer rate increases. Revenue received by the fee increases is used to fund debt service on a \$30 million dollar bond issuance. This bond issuance is being used to fund an upgrade of the treatment facility as noted in the Capacity Assessment in order to construct a new outfall pipeline, increase capacity to treat organics, changes to the treatment system to improve wastewater quality, and various other treatment system infrastructure improvements.

As a 20 MGD facility, the RWQCF could accommodate residential and industrial growth through the year 2020 with a buildout population of 112,000 (at current growth rates), including Denair and Keyes.

### **3525 West Monte Vista Avenue**

Developers within the Northwest Triangle Specific Plan have been responsible for installing the required "in tract" wastewater infrastructures needed to serve the master plan area, with the majority of the needed infrastructure for the plan area completed. A

condition for each development is payment of the Wastewater Plant Capacity Fee, Sewer Trunk Capacity Fee), Sewer Frontage Fee and a Sewer Connection Fee. There is an existing 12” sewer line along in Monte Vista Avenue along the frontage of the adjacent parcel to the east. This line will need to be extended approximately 250 feet to get to the middle of the property at 3525 W. Monte Vista Avenue. Extension of the sewer line will be a condition of approval for any future development of the parcel.

## **C. STORMWATER DRAINAGE**

### **Sphere of Influence**

Consistent with its Storm Drain Master Plan, the City of Turlock will provide stormwater services including collection, transmission, and disposal of stormwater for the City’s Sphere of Influence. The Storm Drain Master Plan provides for the collection of all of the City's storm water to a storage basin on the west side of the Wastewater Treatment Facility. A planned pumping facility will allow the use of an existing pipeline connecting the Wastewater Treatment facility to Turlock Irrigation District Lateral Number 5 to discharge the storm water into the San Joaquin River. The storm water is diverted to Gomes Lake temporarily when the water level in the river is high.

Stormwater can be directed to the storage basin at the Wastewater Treatment Facility through three major systems, identified by the streets in which the major trunk lines are located. Each system has sub-areas, many of which have planned or operating detention basins. Most detention basins will also be used as parks. The stormwater system is designed to handle the amount of stormwater that will be created from development within the entire Sphere of Influence. Developers are responsible to install the storm drain facilities to serve their project and pay a storm drainage fee and any applicable Plan Area Fee. The fees are intended to pay their share of the city wide and area wide storm drainage system beyond each project site.

Recent Federal Clean Water Act amendments have provided for tighter controls by cities on the quality of storm water discharged into the nation's waterways. In essence, the regulations require some degree of treatment for all storm water discharges, and because of this the Turlock Storm Water Master Plan, which provides for centralization and consolidation of all storm water flows at the wastewater facility, will better position the City to deal with the issue of treatment than cities with multiple, widely scattered discharge points.

### **3525 West Monte Vista Avenue**

Developers within the Northwest Triangle Specific Plan area have been responsible for installing the required “in tract” stormwater improvements needed to serve the Specific Plan Area. A condition for each development is payment of the Storm Drainage Fee.

Historically, storm drainage in Turlock was handled by a system of storm sewers and pump stations that discharged primarily into Turlock Irrigation District (TID) Lateral No. 4. Existing drainage agreements allow the City to discharge storm water in Laterals #3,

#4 and #5 when capacity is available. However, the canals represent an unreliable outlet for the City's needs.

To decrease dependence on the irrigation canals and unify Turlock's different storm drainage systems, the City adopted a comprehensive plan for storm drainage. The Storm Drain Master Plan provides for collection of all of the City's storm water to a storage basin on the west side of the Wastewater Treatment Facility. Existing sewer pipelines will be used to discharge the water into the San Joaquin River via the Harding Drain. During periods of high river flow, the storm water flows to Gomes Lake, from which it is later pumped into the San Joaquin River.

Storm water will be directed to the Regional Water Quality Facility through three major systems identified by the streets in which the major trunk lines are located. Each system has sub-areas; many have planned or operating detention basins. Most detention basins will be designed so that they may also be used as parks.

Federal Clean Water Act amendments have provided for tighter controls by cities on the quality of storm water discharged into the nation's waterways. The City of Turlock complies with these regulations. In essence, the regulations require some degree of treatment for all storm water discharges, and because of this, the Turlock Stormwater Master Plan provides for centralization and consolidation of all storm water flows at the wastewater facility. This requirement better positions the City to deal with future storm water treatment.

### **Storm Water Management Plan**

The property can tie into the existing 24" storm line which runs along the front of the parcel. Any development of the property will have to comply with the City's MS4 stormwater requirements and therefore will have to maintain a minimum of the 85<sup>th</sup> percentile stormwater on-site. Additional stormwater above this threshold could then go into the City's Stormwater system.

## **D. STREET AND CIRCULATION SYSTEM**

### **Sphere of Influence**

A hierarchy of adequately sized streets will be required to provide access to future development and maintain acceptable levels of service serving the City and its Sphere of Influence. A route's design, including the number of lanes needed, is determined both by its classification as well as the projected traffic level on the street. The classifications, and their required development and access standards, are summarized as follows:

- *Freeways:* Freeways provide for intra- and inter-regional mobility and access is restricted to primary arterials via interchanges. Freeways generally have three lanes in each direction and their right-of-way width varies. State Route 99 is the only freeway in the area.
- *Expressways:* Expressways provide for movement of through-traffic both within the city and to other nearby regional locations and generally have limited access to

abutting properties. Expressways typically have two lanes in each direction with a right-of-way width varying from 132 to 108 feet.

- *Arterials:* Arterials collect and distribute traffic from freeways and expressways to collector streets, and vice versa. The optimum distance between intersections is approximately ½ to ¼ mile. In developing areas of the City, arterials will be constructed within 90-124-foot rights-of-ways and will carry two-three lanes of traffic in each direction, and provide for limited direct access to adjacent land uses.
- *Collectors:* Collectors provide a link between residential neighborhoods and arterials. Collectors typically provide two travel lanes, on-street parking, and bike lanes. Collectors also provide access to adjacent properties, so driveway access is not restricted but is discouraged. Direct access to adjacent land use is permitted but driveways are spaced at roughly 300-foot intervals in commercial and industrial areas.
- *Local Streets:* Local streets provide access to parcels and access is not restricted. Local streets have two lanes with 56-foot rights-of-ways.

The City has a fixed route service known as the Bus Line Service of Turlock, or the “BLAST”. The service has six routes that serve about 85 percent of the city. The City also operates its demand responsive service, which it calls Dial-A-Ride-Turlock, or “DART”, for short.

The City has policies that encourages the use of walking and bicycling and provides for three classes of bikeways. The Public Greenway System (Bike Path/Greenway – including Class I Bikeway) provides a completely separated right-of-way designated for the exclusive use of bicycles and pedestrians with cross flows by motorists minimized. A greenway is a bike path that is landscaped and/or travels through a park or open space greenbelt. A Bike Lane (Class II Bikeway) provides a restricted right-of-way designated with a striped lane for the exclusive or semi-exclusive use of bicycles with through-travel by motor vehicles or pedestrians prohibited. A Bike Route (Class III Bikeway) provides right-of-way designated by signs or permanent markings and shared with pedestrians on sidewalks and motorists on streets.

Development approvals within the Turlock Sphere of Influence will be required to maintain a Level of Service (LOS) as provided in the General Plan. The LOS is a qualitative measure of traffic service along a roadway or at an intersection. It ranges from A to F, with LOS A being best and LOS F being worst. LOS A, B and C indicate conditions where traffic can move relatively freely. LOS D describes conditions where delay is more noticeable and average travel speeds are as low as 40 percent of the free flow speed. LOS E indicates significant delays and average travel speeds of one-third the free flow speed or lower; traffic volumes are generally at or close to capacity. Finally, LOS F characterizes arterial flow at very slow speeds and large delays. A traffic analysis prepared for the General Plan area as part of the 2012 General Plan forecasts that some streets may operate at LOS E or F at peak hours. In support of the Complete Streets legislation in SB 375 roads will be constructed in accordance with the designs specified in the Circulation Diagram in the General Plan instead of being driven by level of service

standards which can promote urban sprawl. LOS will be used as a trigger for preparing a traffic analysis to determine if new improvements are required but other mitigation measures such as traffic calming, alternative modes, trip reduction strategies and others will be used to mitigate congestion.

New development will be required to pay all applicable transportation impact fees such as Capital Facilities Fee and Plan Area Fees (a portion of each fee is for transportation improvements). The transportation portion of Capital Facilities Fee covers the project's share of citywide roadway improvements. Project developers will also be responsible to install applicable project specific street improvements that are not covered by the Capital Facilities Fee and Plan Area Fee.

### **3525 West Monte Vista Avenue**

A traffic study was prepared for the 2012 General Plan by Omni Means to analyze city wide traffic impacts. This study included the land uses within the Northwest Triangle Specific Plan, including the proposed commercial use of the subject property located at 3525 W. Monte Vista Avenue. Any development of the subject property after annexation will be required to pay into the CFF transportation fees which will mitigate any potential traffic impacts.

## **E. POLICE SERVICES**

### **Sphere of Influence**

Turlock Police Department operates from the Public Safety Facility located at 244 N. Broadway Avenue. This facility was completed in 2013. Turlock Police Department is structured into two divisions, Field Operations and Special Operations.

The Field Operations Division includes Police Patrol, Traffic safety Unit, Crime Prevention Unit (School Resource Officers, Neighborhood Resource Officers, Crime Prevention Specialist, and Volunteer in Police Services), Bicycle Patrol, Police Chaplains, Property and Evidence, and Communications Unit, K9 Unit, Major Accident Investigations Unit as well as the Critical Response Team.

The Special Operations Division contains Investigations (detectives) Unit, Special Investigations Unit (proactive street crime, gangs, drugs, human trafficking, and parolee repeat offenders), Records Unit, Office of Professional Standards and Training (internal affairs, and special investigations, public affairs and business services, Public Information Officer, department training, CA POST liaison, ABC liaison, permitting processes), Crime and Information Analyst (Crime Statistics, department informational publications, social media platforms), Business Unit (all contracts, building maintenance oversight, budgeting oversight, council staff reports, PO processing).

In addition to the two divisions, the Office of the Chief of Police handles all administrative functions including budgeting, personnel, background investigations, recruitment, promotional assessments, community outreach and collaboration and

provides the direction of the organization as it strives to achieve and maintain a level of service and commitment to our community that is second to none.

Providing high level police protection to the citizens of Turlock has historically been a primary objective of City officials. During the economic struggles of 2008, the Police Department reduced staffing from 86 to 78 police officers and went from three divisions to the two currently identified. However, in March of 2018 the City Council approved a Recruitment and Retention plan that focused on hiring 2 police officers and 1 support staff each fiscal year in order to reach a level of 96 police officer in 9 years. While the currently authorized sworn strength of the Turlock Police Department is now at 81 police officers, or 1.08 full time police officers per 1,000 population, the Recruitment and Retention plan calls for the expansion of the force to 96 police officers in 9 years, or 1.28 full time police officers per 1,000 population.

This level of service represents the average of other San Joaquin Valley communities. However, it is significant to note the 1.08 ratio remains short of the General Plan goal of 1.5 police officers per 1,000 population and significantly falls behind a national average of more than 2 police officers per 1,000 population.

**Services Mitigation Fee** - On January 13, 2004, the City Council adopted a Services Mitigation Fee requiring all new development within the Sphere of Influence to pay for operational costs at existing levels of city services provided by the General Fund, and General Plan levels for police, fire and park maintenance services. CFD #2 was evaluated in 2017 and was determined to be adequate. The Services Mitigation fee uses the targeted City service level of 1.5 police officers per 1,000 residents for future development. The fee will be imposed through a Mello-Roos Community Facilities District on new residential development; commercial and industrial development is exempt from the fee as the City determined that General Fund revenues generated by these development categories adequately cover the cost of providing service.

### **3525 West Monte Vista Avenue**

Existing police facilities are adequate to serve development of the proposed property. Developers within the project site will be required to pay the City's Capital Facilities Fee, a portion of which is used to fund the project's share of police service capital improvements.

## **F. FIRE SERVICES**

### **Sphere of Influence**

The Turlock City Emergency Services operates from four facilities. These facilities include: Station No. 1 located at Minaret near Hamilton; Station No. 2 located on Walnut Avenue near Highway 99; Station No. 3 located on Monte Vista Avenue near Radcliffe; and, Station No. 4 located on North Walnut near Monte Vista. The Turlock Fire Department has a total of six fire engines, and one multi-rescue vehicle.

The fire department in recent years has successfully streamlined the organization, thus reducing management staff. The department is led by a fire chief, and one division chief

who oversees prevention and investigation. Three battalion chiefs, one per shift, oversee daily operations of the department. All fire stations also house suppression equipment and 24-hour fire personnel. Station staffing includes one captain, one engineer, and one firefighter for a possible 13 personnel per shift. Support staff include a full time administrative assistant, full time secretary, and a budget analyst located at the public safety building.

Response time “level of service” standards relating to fire protection services are generally compared to national trends as reported by the National Fire Protection Agency. Turlock’s Fire Department has historically met or exceeded these standards, generally on an equivalent level with other cities in the western States. Turlock City Fire and Emergency Services has worked diligently in meeting with the national standards while being prudent stewards of precious funds. For example, the department successfully maintains an average response time of 5 minutes. The Insurance Services Organization (ISO) rating is 2 for the Turlock Fire Department.

New development within the Sphere of Influence will be required to pay the Capital Facilities Fee to fund the project’s share of fire services capital improvements and equipment. As discussed above under Police Services, new residential development will have to pay the Services Mitigation Fee to pay for the project’s share of fire services operational costs.

### **Rural Fire Districts**

There are two rural fire districts that serve within the current Turlock Sphere of Influence.

**Denair Fire District** – The Denair Fire District serves an area of approximately 44 square-miles to the north and east of the City of Turlock, including portions of the east side of the Turlock Sphere of Influence. The fire station is located in the community of Denair at 3918 Gratton Road. The Denair Fire District has 25 volunteer fire fighters and is equipped with four engines, one fast attack vehicle, one water tanker, and two rescue vehicles. The Denair Fire District responds to fires, medical emergencies, emergency rescues, and hazardous material emergencies. The Denair Fire District has an ISO rating of 9.5.

**Turlock Rural Fire District** – The Turlock Rural Fire Districts serves an area of about 45 square-miles to the west and south of the City of Turlock. The fire station is located at 690 West Canal Drive and is equipped with three engines, two fast attack vehicles, one water tender, one light rescue vehicle and one heavy rescue vehicle. There are 30 volunteer firefighters, including one chief and one assistant chief. The Turlock Rural Fire District responds to fires, medical emergencies, emergency rescues, and hazardous material emergencies. The Turlock Rural Fire District has an ISO rating of 9 in the rural areas.

**Northwest Triangle Specific Plan**

The project site is within the service radius of Fire Station No. 4. Developers within the project site will be required to pay the City’s Capital Facilities Fee, a portion of which is used to fund the project’s share of fire service capital improvements and equipment. The City of Turlock has reached a property tax sharing agreement with the Keyes Fire District that currently provides fire services to the expanded Sphere of Influence area to ensure that the Keyes District is not adversely impacted by the detachment of this area from the District.

**III. Growth and Population Projections for the Affected Areas**

**Purpose: To evaluate service needs based upon existing and anticipated growth patterns and population projections.**

**Sphere of Influence**

The 2012 General Plan provides a population projection to the year 2030. This population projection is benchmarked on the population 70,412 persons in 2007. Based on development of residential land located within the current Sphere of Influence, the estimated buildout population for the City of Turlock is 104,500 persons. The projected date for population buildout, based on a 1.9% growth rate, is 2030.

TABLE 2-3: GENERAL PLAN BUILDOUT BY LAND USE DESIGNATION: RESIDENTIAL				
LAND USE	ACRES	AVERAGE GROSS DENSITY (DU/AC)	HOUSING UNITS	POPULATION
Very Low Density Residential	289	1.6	460	1,300
Low Density Residential	2,916	5.0	14,580	41,050
Low/Medium Density Residential	408	7.5	2,930	8,230
Medium Density Residential	875	11.0	8,890	25,030
High Density Residential	345	22.5	7,130	20,070
Office and/or High Density Residential <sup>1</sup>	15	22.5	170	470
Office and/or Medium Density Residential <sup>2</sup>	6	11.0	30	100
Community Commercial and/or Office and/or High Density Residential <sup>3</sup>	9	22.5	60	180
Downtown Mixed Use <sup>4</sup>	164	22.5	2,780	7,810
Neighborhood Center <sup>5</sup>	22	22.5	80	230
<b>Total</b>	<b>5,049</b>		<b>37,120</b>	<b>104,480</b>

Note: Items may not sum to totals due to rounding.

1. Assumes 50% buildout as residential. Assumption supported by Housing Element analysis. Actual buildout may vary.
2. Assumes 50% buildout as residential. Assumption supported by Housing Element analysis. Actual buildout may vary.
3. Assumes 33% buildout as residential. Assumption supported by Housing Element analysis. Actual buildout may vary.
4. Assumes 75% buildout as residential. Assumption supported by Housing Element analysis. Actual buildout may vary.
5. Neighborhood Center classification applies only to master plan areas and is defined in Chapter 3. Assumes 25% buildout as residential. Actual buildout may vary.

The non-residential development within the Turlock Sphere of Influence is summarized in the 2012 General Plan as follows:

TABLE 2-4: GENERAL PLAN BUILDOUT BY LAND USE DESIGNATION: NON-RESIDENTIAL				
LAND USE	ACRES	TYPICAL FAR	SQUARE FEET	JOBS
Downtown Mixed Use <sup>1</sup>	164	1.0	1,791,120	4,160
Office	255	0.35	2,541,250	7,820
Office and/or High Density Residential <sup>2</sup>	15	0.35	112,770	350
Community Commercial	510	0.25	5,550,210	10,320
Community Commercial and/or Office	15	0.30	198,380	460
Community Commercial and/or Office and/or High Density Residential <sup>3</sup>	9	0.30	75,580	180
Office and/or Medium Density Residential <sup>4</sup>	6	0.35	47,620	150
Heavy Commercial	367	0.35	5,593,930	8,670
Highway Commercial	172	0.35	2,618,140	4,870
Industrial <sup>5</sup>	1,857	0.60	12,555,430	11,680
Business Park <sup>6</sup>	272	0.35	621,110	1,925
Neighborhood Center <sup>7</sup>	22	0.30	215,260	400
<b>Total</b>	<b>3,664</b>		<b>31,920,900</b>	<b>51,040</b>

Note: Items may not sum to totals due to rounding.

1. Assumes 25% buildout as non-residential. Actual buildout may vary.
2. Assumes 50% buildout as office. Actual buildout may vary.
3. Assumes 50% buildout as non-residential. Actual buildout may vary
4. Assumes 50% buildout as non-residential. Actual buildout may vary.
5. Assumes 15% buildout of available land inventory, per employment projections.
6. Assumes 15% buildout of available land inventory, per employment projections.
7. Neighborhood Center classification applies only to master plan areas and is defined in Chapter 3. Assumes 75% buildout as non-residential. Actual buildout may vary.

The evaluation of service needs for existing and future growth within the Turlock Sphere of Influence is discussed in the preceding Section I, Infrastructure Needs and Deficiencies. In summary, the City of Turlock does not have any problems serving the existing and future growth. Details of providing services to future growth are addressed through the Master Plan review process where new development will be required to fully pay its share of services.

**Regional Housing Needs** – the State Department of Housing and Community Development (HCD) certified The City of Turlock Housing Element 2016 on April 26, 2016. At the direction of HCD, the document demonstrates that the City of Turlock would attain its Regional Housing Needs Assessment (RHNA) through the development of residential units within the existing city limits. Due to the uncertainty of the annexation process, HCD required the city to demonstrate that attainment of the city’s share of the regional housing needs is not contingent upon future annexations.

For the period 2015 to 2023, the City of Turlock has been given a construction need of 3,618 new housing units (see Table 4.2-3). The specific need by income group is depicted in the following table.

**Table 4.2-3: Sites' Capacity and RHNA Requirements**

<i>Income Level (Zoning)</i>	<i>Available Acres</i>	<i>Realistic Dwelling Unit Capacity</i>	<i>Units in RHNA Requirement</i>	<i>Surplus<sup>1</sup></i>
Extremely Low, Very Low, Low (RH, CORH, CCRH, DC, TC, IR)	113	2,814	1,439	1,375
Moderate (RM, OR)	162	1,245	627	618
Above Moderate <sup>2</sup> (RE, RL, CORL)	180	697	1,552	NA
<b>Total</b>	<b>455</b>	<b>4,756</b>	<b>3,618</b>	<b>1,138</b>

Note:

1. The total surplus represents the amount that the total realistic dwelling unit capacity exceeds the total RHNA requirement.
2. While Above Moderate housing is most likely to occur at these lower densities, it can be developed in any residential zoning district. Some higher density developments, such as new units Downtown and in Morgan Ranch, will likely also provide housing for Above Moderate income households.

Source: Dyett & Bhatia

Table 4.2-3 also shows a listing of vacant land by zone classification along with the conservative unit capacity for this classification. A total of 455 acres of vacant land are currently zoned residential in the City of Turlock that will accommodate up to 4,756 new housing units – 1,138 more units than that needed to meet the City’s remaining Regional Housing Needs Assessment of 3,618 new units to be built by 2023. Therefore, the implementation of the City’s RHNA is not necessarily contingent upon the annexation of new areas for residential development; housing needs would be met through an aggressive infill development program.

Within the City of Turlock, high density residential districts and the medium density residential district have the lowest cost of construction per unit and would therefore be most suitable for very low- and low-income construction. In addition, fee costs are traditionally smaller per unit in the higher density zones. Single-family zones are most suitable to moderate and above moderate-income housing construction. Low density residential can support both moderate and above moderate housing, while small-lot, low density residential zoning district (R-L 4.5) is most suitable to moderate income housing due to the higher density allowed per acre of zoned land. The higher density allows for more housing built at a lower cost. The Residential Estate district is most suitable for above income housing due to the minimum lot size per dwelling unit. Table 4.2-3 also shows a possible distribution of suitable vacant land by income type.

While adequate vacant land is available within the City of Turlock to meet the 2015-2023 RHNA, future annexations to the City will be critical in meeting the State’s longer-term projected housing needs.

## **Present and Planned Land Uses in the Area, Including Agricultural and Open Space Lands.**

### **Plan for Agriculture Preservation**

LAFCO's mission is to "discourage sprawl, preserve open space and prime agricultural lands, promote the efficient provision of government services and encourage the orderly formation of local agencies." Consistent with this legislative intent, in 2012, Stanislaus LAFCO adopted an Agricultural Preservation Policy requiring preparation of a Plan for Agricultural Preservation to be provided with a LAFCO application involving agricultural lands. The Plan is meant to provide an analysis of agricultural resources, discussion of relevant General Plan policies and strategies for agricultural preservation.

The majority of land encircling the urbanized area of Turlock is categorized as Prime Farmland. The exception is to the south, where most of the land is Farmland of Statewide Importance, with significant patches of Unique Farmland, especially in the southeast quadrant of the General Plan study area. While the General Plan emphasizes infill development, projected growth in the Study Area will also cause some conversion of agriculture land. If the General Plan was to develop to its full capacity, just over 1,000 acres of agricultural land would be replaced by urban development. Land classified as "Prime Farmland" and "Farmland of Statewide Importance" account for almost 90 percent of this land, or 570 and 332 acres, respectively. Much of the farmland that is expected to be urbanized over the next 20 years is inside the existing City limits, mainly in the Turlock Regional Industrial Park, and is already designated for development. More than 6,400 acres within the Study Area would remain in agricultural use at the end of the planning period.

One of the City's eight General Plan themes is, "Establish limits to urban growth that will maintain Turlock as a freestanding city surrounded by productive agricultural land." To balance the needs of new neighborhoods to expand the City's growing population and the need to preserve farmland the General Plan limits the development footprint of the city, promotes infill development and plans for compact, mixed use neighborhoods.

The General Plan includes policies and implementation programs that aim to preserve agricultural lands. The following polices all further the City's Goal of maintaining productive agricultural land:

**Policy 2.5-f Master Planning required.** Require comprehensive master planning of new residential neighborhoods in expansion areas consistent with the requirements in the General Plan. Also require that 70 percent of one master plan area is completed (building permits issued) before another starts.

**Policy 2.9-a Agriculture belongs in unincorporated areas.** Support Stanislaus and Merced County policies that promote continued agricultural activity on lands surrounding the urban areas designated on the General Plan Diagram.

**Policy 2.9-b Urban land uses belong in incorporated areas.** Work with Stanislaus County to direct growth to incorporated areas and established unincorporated communities.

**Policy 2.9-c Encourage infill and more compact development to protect farmland.** Relieve pressures to convert valuable agricultural lands to urban uses by encouraging infill development.

**Policy 2.9-d Incorporate existing urbanized areas.** Seek to include in the City all urbanized areas contiguous with City territory. The City's first priority for annexation shall be the numerous unincorporated County islands located wholly within Turlock (see policies in Section 3.1). A second area of priority, should property owners desire it, is the area of commercial uses north of Taylor Road on both sides of State Route 99 to Barnhart Road. While the City shall not initiate the annexation of these properties, it will work with owners on developing financing and infrastructure improvement strategies to facilitate annexation should they express interest.

**Policy 3.1-a Proactively manage growth.** Proactively manage and plan for growth in an orderly, sequential, and contiguous fashion.

**Policy 3.1-e Continue rezoning.** Continue to promote orderly expansion of the City's boundaries through rezoning territory prior to annexation.

**Policy 6.1-c Promote compact growth.** Maintain a compact growth pattern to avoid sprawl and preserve agricultural land and open space.

**Policy 6.1-d Minimize Conflict.** Minimize conflict between urban and agricultural uses.

**Policy 6.1-j Minimize urban-agricultural conflicts.** Continue urban expansion in a form that minimizes the potential for urban-agricultural conflicts.

**Policy 6.1-k Agricultural Buffer Design.** Implement an "agricultural-urban buffer design" to minimize the impact of urban development near active agricultural operations. Typically, roadways and irrigation canals are used to demarcate boundaries between urban and agricultural uses. Some general characteristics for the "agricultural-urban buffer design" are outlined below. These design characteristics of the urban edge are guidelines. The establishment of an urban edge that creates permanent buffers between residential and long-term agricultural uses shall be established in the master plan.

- Require significantly deeper lots and enhanced rear-yard setbacks to help ensure adequate separation between habitable structures and active farm land.
- Utilize linear parks with multiuse paths and drainage basins to separate urban development from agricultural uses while simultaneously providing a recreation corridor and storm drain capacity.
- On the eastern and southern sides of the study area boundary, ultimately establish an arterial or expressway that creates a new bypass loop around the city with agricultural buffers on the outside. Set aside the land for the right of way as part of the master planning process.

- Do not allow housing to front onto agricultural properties.

**Policy 7.2-a Preserve Farmland.** Promote the preservation and economic viability of agricultural land adjacent to the City of Turlock.

**Policy 7.2-b Limit Urban Expansion.** Retain Turlock’s agricultural setting by limiting urban expansion to designated areas and minimizing conflicts between agriculture and urban activities.

**Policy 7.2-c Protect Soil and Water.** Work to protect and restore natural resources essential for agricultural production.

**Policy 7.2-d Support Air Quality Improvements.** Support efforts to reduce air quality impacts created in part by agricultural operations

**Policy 7.2-e Require Compact Development.** Require development at densities higher than typical in recent years in order to limit conversion of agricultural land and minimize urban/agricultural interface.

**Policy 7.2-f Annex Land as Needed.** Annex land to the City only as it is needed for development of designated growth areas, consistent with policies in Chapter 3 and with the City’s Annexation Policy. Do not annex agricultural land unless urban development consistent with the General Plan has been approved.

**Policy 7.2-g Participation in county-wide agricultural mitigation program.** Continue to work collaboratively with Stanislaus County and jurisdictions within the county on the development of a countywide agricultural mitigation program, which would mitigate the loss of Important Farmland to urban development through the required purchase of agricultural easements or other similar measures.

**Policy 7.2-h Allow Agricultural Uses to Continue.** Where agriculture exists within City limits, allow uses to continue until urban development occurs on these properties, including the establishment of community gardens serving the immediate neighborhood.

**Policy 7.2-i Support Participation in Williamson Act Program.** Support participation in the Williamson Act program by Study Area landowners.

**Policy 7.2-j Support Right to Farm.** Support the implementation of Stanislaus County’s Agricultural Element and Right-to-Farm ordinance.

**Policy 7.2-k Create Buffer.** Require a permanent buffer to be established between residential and agricultural activities along the long-term urban edge of Turlock.

**Policy 7.2-l Support Agricultural Industry.** Support agricultural industry within the city, while discouraging industrial uses in the unincorporated portions of the Planning Area.

**Policy 7.2-m Reduce Pollution.** Participate in inter-jurisdictional efforts to improve agricultural practices in order to reduce pollution and health problems associated with particulate matter production and use of agricultural chemicals.

**Policy 7.2-n Minimize Soil Erosion.** Require new development to implement measures to minimize soil erosion related to construction. Identify erosion-minimizing site preparation and grading techniques in the zoning code.

### **3525 West Monte Vista Avenue**

The proposed land use for the property being annexed and being incorporated with the proposed boundary change is designated for commercial development. This annexation does not add residential land into the City of Turlock, but does provide for additional job opportunities for residents as well as future increased shopping options. The annexation and sphere of influence change is intended to accommodate future commercial development by incorporating the remaining area of the Northwest Triangle Specific Plan.

The subject site is identified by the Department of Conservation as prime farmland. The site is not enrolled in the Williamson Act. The area was previously analyzed as part of the environmental review completed for the entire Northwest Triangle Specific Plan in 1996. An initial study completed during a 2017 update of the plan concluded that annexation of the 3525 West Monte Vista Avenue site would have a less than significant impact to agricultural lands with the mitigations included as part of the Specific Plan. This includes use of buffers along the urban-rural edge of the Specific Plan area and use of right-to-farm notices.

## **IV. Disadvantaged Unincorporated Communities**

**Purpose: To evaluate the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.**

### **Sphere of Influence**

With the passage of Senate Bill 244 (SB 244), LAFCOs are now required to consider the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI. 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 \$64,366.40 for 2018).

In 2016 Turlock adopted an amendment to the General Plan to add an analysis of disadvantaged unincorporated communities to the Housing Element. The analysis found an unincorporated disadvantaged community adjacent to the future Southeast 3 Master Plan area identified in the General Plan. The County Island Strategy in the General Plan

was amended to include this area labeled the Southern Peninsula Fringe Community (F/G/H and I Streets) as part of the future Southeast 3 Master Plan area.

Water is provided to these areas through the City of Turlock water system, the Del Este Water system owned by the City of Modesto, or by private wells. To extend water services to the areas currently on private wells, new water lines would have to be connected to existing water lines and installed in the streets. Individual properties would then have to hook up to the new water lines to provide water services to their parcels. There are currently no deficiencies in water services in any of these areas. The only potential deficiency would be if a private well failed. If a well fails, the well would have to be repaired or, if there are existing City of Turlock water lines in the area, the property could apply to connect to the City of Turlock water system. If there is no City of Turlock water infrastructure in the area, the extension of the lines would have to be approved by LAFCO and would be done at the applicant's expense. The USDA has a Section 504 Home Repair Loan program which provides loans to very-low-income homeowners to repair, improve, modernize or remove health and safety hazards from their homes.

Sewer Services are provided to these areas by the City of Turlock sewer system or by individual septic systems. To extend City of Turlock sewer services to areas, where it is not currently available, new sewer lines would have to be installed in all of the streets and connected into the existing sewer services. Sewer lift stations may have to be installed in areas to ensure the proper flow of the sewer lines. There are currently no sewer service deficiencies in these areas.

Fire Services for all of the areas are provided by Turlock Rural Fire Department. In accordance with the mutual aid agreement in place with Turlock Rural Fire Department, the City of Turlock Fire Department will respond to calls within these areas as well. Some of the areas do not meet the City of Turlock standard for spacing of fire hydrants. City standards would require fire hydrants at all street corners and a minimum spacing distance of 500 feet apart from each other or 300 feet apart from each other at dead end areas. In areas where fire hydrants are not available, a water tender truck would be used to get water to the area in the event of a fire. There are no deficiencies in the Fire Services currently being provided in these areas.

### **3525 West Monte Vista Avenue**

The parcel being annexed with this application and the area the SOI is being amended does not include an unincorporated disadvantaged community.

## **V. Financing Constraints and Opportunities**

**Purpose: To evaluate factors that affect the financing of needed improvements.**

### **Sphere of Influence**

New development is responsible for installing and/or paying for needed public service improvements. The City of Turlock currently charges a variety of fees to new development in the City to fund a new project's share of citywide capital improvements.

The summary of the fees is listed in Table 8 below. These fees are reviewed quarterly based on the Engineering News Record and are revised accordingly.

The purposes of the fees are described as follows:

- Capital Facilities Fees – Funds citywide improvements for roadways, general government capital facilities, police service facilities and equipment, and fire service facilities and equipment.
- Storm Drainage Fees – Funds the improvement of citywide drainage facilities including master storm drains and master detention basins.
- Water Facilities Fees – Funds the improvement of major water supply, transmission, and storage facilities.
- Water Connection Fees – Funds the connection of water lines from the street to the property. Developers may install the water connection and avoid the fee.
- Wastewater Plant Capacity Fees – Funds improvements to the wastewater treatment facility to allow for increases in capacity due to new development.
- Sewer Trunk Fees – Funds the construction of citywide sewer trunk lines and pumping stations.
- Sewer Main Fees – Funds the construction of sewer lines in the street serving the property.
- Sewer Connection Fees – Funds the connection of sewer lines from the street to the property. Developers may install the sewer connection and avoid the fee.
- Park Improvement Fees – Funds the development of citywide parks.
- Park Land Fees – Funds for the acquisition of citywide parkland.
- Street Lighting Fees – Funds the installation of new streetlights.

The City of Turlock Capital Facilities Fee Nexus Study shows the amount of the Capital Facilities Fee provided for the four facilities category of transportation, general government, police service, and fire service.

**Services Mitigation Fee** – On January 13, 2004, the City Council adopted a Services Mitigation Fee requiring new development to pay for operational costs at existing levels of city services provided by the General Fund, and General Plan levels for police, fire and park maintenance services. This fee also covers the loss of the “backfill” portion of the Motor Vehicle In Lieu (VLF) revenue source of the General Fund. The fee will be imposed through a Mello-Roos Community Facilities District on new development. The current annual Mello-Roos special tax is \$662 per single family dwelling unit and \$519 per multi-family dwelling unit. This tax increases 2% annually.

**City-County Master Property Tax Agreement (1996)** – The City of Turlock and the County of Stanislaus have a property tax agreement that limits the fiscal impact of annexations upon county revenues. This has been a successful agreement to ensure that there is a degree of revenue neutrality associated with all annexations.

**Constraints and Opportunities** – The constraint of the citywide fees discussed above is that the fees are generally based on broad citywide improvement needs. The Master Plan process provides opportunity to establish a Plan Area Fee to fund infrastructure not included in the citywide impact fee program, but essential to area development. The Master Plan process also allows the requirement of a Service Mitigation Fee to cover the project’s share of operational costs at an acceptable level.

**3525 West Monte Vista Avenue**

In addition to the citywide fees as described above, the Northwest Triangle Specific Plan Area Fee (see NWTSP Fee Nexus Study) has been paying for area wide storm drainage, sewer, water, and transportation costs that are not covered by the citywide fees. Upon development this property will pay into the applicable plan area fees.

**VI. Cost Avoidance Opportunities**

**Purpose: To identify practices or opportunities that may help eliminate unnecessary costs.**

**Sphere of Influence**

Upon annexation of properties within the City’s Sphere of Influence, properties will be concurrently detached from the jurisdiction of agencies that provide duplicate services, such as fire protection. Through an existing mutual aid agreement; however, other fire service agencies may respond to certain larger incidents where cooperation is needed. The City of Turlock will exclusively provide a full range of urban municipal services (see Table 7). The City contracts some services with a private provider such as solid waste service. The Mosquito abatement service remains unchanged. The City of Modesto provides water service to about 450 parcels within the City of Turlock Sphere of Influence. The City of Modesto will continue to provide water service until there is an agreement to allow the City of Turlock to acquire the Modesto water system within the Turlock sphere. The end result is no duplication of services and therefore no unnecessary costs.

<b>TABLE 7 - SUMMARY OF EXISTING AND PROPOSED SERVICES AND AGENCY PROVIDERS WITHIN THE TURLOCK SPHERE OF INFLUENCE</b>		
<b>Services</b>	<b>Agency Providers</b>	
	<b>Existing</b>	<b>Proposed</b>
Water	None for most of the Sphere of Influence	City of Turlock
	City of Modesto for about 450 parcels	City of Modesto for parcels within the city limits. City of Turlock may serve new development on the parcels located outside of the city limits.
Wastewater	None	City of Turlock
Stormwater Drainage	None	City of Turlock
Streets and Circulation	Stanislaus County	City of Turlock
Police	Stanislaus County	City of Turlock
Fire	Denair Fire District Turlock Rural Fire District Keyes Fire District	City of Turlock
General Government	Stanislaus County	City of Turlock
Parks and Recreation	Stanislaus County	City of Turlock
Solid Waste	Turlock Scavenger	Turlock Scavenger
Mosquito Abatement	Turlock Mosquito Abatement District	Turlock Mosquito Abatement District

As discussed earlier in this report, the City of Turlock has adopted a Residential Annexation Policy that focuses annexations and growth to one quadrant of the city at one time. New residential development was approved for the Northwest Quadrant by the adoption of the North Turlock Master Plan in 2002. Focusing development in one area at a time allows for timely and efficient use of infrastructure and resources that help eliminate unnecessary costs.

### **3525 West Monte Vista Avenue**

The Northwest Triangle Specific Plan was a proposal for growth in the Northwest Quadrant of the City consistent with the Residential Annexation Policy. Annexation of the 3525 West Monte Vista Avenue, the remaining parcel in the Specific Plan area includes the concurrent detachment of the area from the Keyes Fire District. The City of Turlock and Keyes Fire District have reached a property tax sharing agreement to ensure the Fire District is not adversely impacted by the detachment of this additional area from the District.

## **VII. Rate Restructuring**

**Purpose: To identify opportunities to positively impact rates without decreasing service levels.**

### **Sphere of Influence**

The City of Turlock has a long-established policy that new urban growth must pay its own way. New growth is required to fully mitigate its impact upon city facilities and services. Existing customers are not required to subsidize the costs of new growth. As discussed in Section IV, Financing Constraints and Opportunities, new growth will be fully responsible for capital costs through payment of existing citywide fees and Plan Area Fees and/or installation of facilities. All fees for capital facilities are established to pay for the project's share of the facilities.

Table 8 shows the monthly water, sewer, and garbage rates within the Turlock Sphere of Influence that cover operational costs. The only impact of annexation upon a property owner is that the City of Turlock mandates refuse collection, which may affect existing garbage collection rates. Monthly garbage rates within the Stanislaus County jurisdiction and the City of Turlock are comparable. A single-family home within the City of Turlock pays about five dollars more a month but gets three containers (one for trash, one for recyclables, and one for greenery) compared to one container in the County.

<b>TABLE 8 – WATER, SEWER, AND GARBAGE RATES, 2019</b>						
<b>Service</b>	<b>Stanislaus County</b>			<b>City of Turlock</b>		
	Residential <sup>1</sup>	Commercial	Industrial	Residential <sup>1</sup>	Commercial	Industrial
Water - Monthly Rate	None <sup>2</sup> <b>\$ 64.54</b> (Flat rate from City of Modesto)	None <sup>2</sup>	None <sup>2</sup>	<b>\$37.80</b> (average)	\$0.75 (per 1,000 gallons) \$21.50 (minimum in addition to meter rental rate) \$1.90 (meter rental) <sup>3</sup>	
Sewer - Monthly Rate	None <sup>2</sup>	None <sup>2</sup>	None <sup>2</sup>	<b>\$35.90</b> (average)	\$2.27 (0-150 mg/l of BOD and/or SS per 1,000 gallons flow) \$0.10 (each additional 100 mg/l BOD over 150 mg/l per 1,000 gallons flow) \$0.14 (each additional 100 mg/l SS over 150 mg/l per 1,000 gallons flow) \$8.17 (administrative charge) <sup>4</sup>	
Garbage - Monthly Rate	<b>\$22.38</b> <sup>(96 gallon container)</sup>	<b>\$92.64</b> <sup>(two yard bin one time per week) <sup>5</sup></sup>	<b>\$97.40</b> <sup>(three yard bin one time per week) <sup>5</sup></sup>	<b>\$27.40</b> <sup>(three containers)</sup>	<b>\$81.05</b> <sup>(two yard bin one time per week) <sup>5</sup></sup>	<b>\$100.90</b> <sup>(three yard bin one time per week) <sup>5</sup></sup>
<sup>1</sup> Single Family Residential <sup>2</sup> There is the cost to maintain a private well and septic system as needed in most of the unincorporated sphere area. About 450 customers are served by City of Modesto water. <sup>3</sup> The water rates are based on a one inch metered service using less than 50,000 gallons. Rates vary for service size and gallons used. Rates also differ for non-metered service. <sup>4</sup> The sewer rates are based on metered commercial and light industrial users. Rates vary for different metered users and for non-metered users. <sup>5</sup> Monthly commercial and industrial garbage rates can vary depending on size of bin and number of pick up per week.						BOD - Biochemical Oxygen Demand SS - Suspended Solids

The City of Turlock does not require property owners to connect to municipal sewer and water services upon annexation. Connection is mandatory only when a well or septic system becomes dysfunctional or to serve new development. The City sewer and water rates are established by the City Council to cover the costs of providing the service. Any rate decreases would reduce the level of service. Rate increases are authorized to fund improvements that benefit all users within the system. The City of Turlock has no citywide special assessments, such as a utility user’s tax, for fire, police, or park maintenance services at this time.

**3525 West Monte Vista Avenue**

Upon development the property at 3525 W. Monte Vista Avenue will be required to pay adopted city fees to pay their share of capital infrastructures as discussed in Section IV, Financing Constraints and Opportunities. A Northwest Triangle Specific Plan Area Fee is also required of new development to ensure that all required capital costs are fully funded.

**VIII. Opportunities for Shared Facilities**

**Purpose: To evaluate the opportunities for an agency to share facilities and resources to develop more efficient service deliveries.**

**Sphere of Influence**

The City of Turlock and the Turlock School District have a joint use agreement to use each other’s facilities and play areas for recreational purposes. The City of Turlock also has an established policy to design storm drain basins to create dual use storm drain basin/park facilities whenever practical. Both examples of sharing facilities result in

efficient service deliveries as well as tremendous cost savings in capital and operating costs.

### **3525 West Monte Vista Avenue**

The school facilities identified in the Northwest Triangle Specific Plan area have already been constructed. Development of the parcel at 3525 W. Monte Vista Avenue will be required to pay school fees.

## **IX. Government Structure Options**

**Purpose: To consider the advantages and disadvantages of various government structures to provide public services.**

### **Sphere of Influence**

As discussed earlier, the City of Turlock will provide a full range of public services to annexed areas that will allow new development consistent with the City General Plan. City sewer and water services are an environmentally superior alternative to wells and septic facilities that are permitted within the unincorporated areas of Stanislaus County. There are several advantages if the City of Turlock took over the City of Modesto's water system serving about 450 parcels within the Turlock Sphere of Influence. There would be less confusion for the residents and quicker service by the City of Turlock. The City of Turlock will likely upgrade the system since the water system is old. The disadvantage is that upgrading the water system will increase the monthly rates for the users.

The City's full-time professional fire and police departments will serve newly annexed areas; this change should limit confusion and result in a more efficient provision of local public safety services. Future detachment from the Keyes, Denair and Turlock Rural Fire Districts reduces property tax revenues but also reduces their service areas.

### **3525 West Monte Vista Avenue**

The City of Turlock will provide a full range of urban services to the property. See Section II, Infrastructure Needs and Deficiencies and Section V, Cost Avoidance Opportunities for more discussion on the urban services provided by the City of Turlock.

## **X. Evaluation of Management Efficiencies**

**Purpose: To evaluate the quality of public services in comparison to cost.**

### **Sphere of Influence**

The City of Turlock is a full-service city with a full-time professional staff of approximately 341 employees. Non-contractual services provided include, but are not limited to: police, fire, parks, recreation, public buildings and facilities, public works (including street maintenance), water, sewer, storm drainage, building inspection, and

planning. Contractual services include solid waste disposal, and street sweeping. Stanislaus County provides library services, although the City of Turlock partially funds the operation and maintenance of the actual library building. The City of Turlock provides an Insurance Services Office (ISO) rating of Class II level fire protection to all areas within the Sphere of Influence.

Efficiently managed organizations maximize the quality of human and operational resources. The following table summarizes pertinent budget data for the City of Turlock.

<b>TABLE 9: CITY OF TURLOCK BUDGET DATA</b>		<b>2018-19 BUDGET</b>
<b>General Fund Revenue</b>		
Taxes		\$29,571,800
Licenses, Permits & Franchises		4,445,500
Fees & Charges for Service		1,983,810
Reimbursements for Service		2,960,451
Fines, Forfeitures & Penalties		755,600
Intergovernment		823,910
Use of Money & Property		365,201
<b>Total</b>		<b>\$40,906,272</b>
<b>General Fund Expenditure</b>		
		<b>\$40,904,671</b>
<b>Per Capita Expenditure</b>		\$565
<b>General Fund Reserve</b>		\$7,002,421

As development occurs within the sphere of influence, the demand for staffing, facilities, maintenance and equipment grows accordingly. The City’s expenditure on a per capita basis has kept pace with new development.

**3525 West Monte Vista Avenue**

As mentioned earlier, the Services Mitigation Fee will ensure that the level of service for police, fire, and park maintenance within the master plan area will keep up with the rest of the City.

**XI. Local Accountability and Governance**

**Purpose: To evaluate the accessibility and levels of public participation associated with the agency’s decision-making and management processes.**

**Sphere of Influence**

The City of Turlock was incorporated on January 21, 1908. Turlock is a general law city that operates under a City Manager/Mayor form of government. The Turlock City Council is composed of four council members and a mayor; Council members are elected by District, the Mayor is elected at large and all serve four-year terms. The City Council meets twice monthly on the second and fourth Tuesdays of the month at 6:00 p.m. All council meetings are televised on the local cable network.

The Turlock Planning Commission meets on the first Thursday of the month at 6:00 p.m. Both the Planning Commission and City Council agendas and minutes are posted on the City of Turlock’s web site. All business and meetings are operated in compliance with the provisions of the Brown Act. The following table compiles and summarizes information pertinent to the City of Turlock’s accountability and governance:

<b>TABLE 10 - LOCAL ACCOUNTABILITY AND GOVERNANCE</b>	
Official Agency Name	City of Turlock
Governing Body	City Council (City Manager Form of Government) Four council members and a mayor
Method of Selection	District Election for Council, Mayor elected at large
Representation	Citywide/at large
Meeting Frequency	2 <sup>nd</sup> and 4 <sup>th</sup> Tuesdays of the month at 6:00 p.m.
Customer Feedback System	Yes
Days/Hours of Operation	City Hall: Monday-Friday 8:00 am – 5:00 p.m.
Brown Act Compliance?	Yes: City Council and all Commissions
Regular Newsletter, Bill Inserts, and Web Site	Inserts containing news and information of special importance are often placed in the Utility bills. The City of Turlock’s web site is <a href="http://www.turlock.ca.us">http://www.turlock.ca.us</a> . The site contains an abundance of information, including City Council and Planning Commission agendas.
Media Invited to Meetings, Regular Meeting Coverage	The Modesto Bee and Turlock Journal are provided with public notices and full staff reports for all City Council and Planning Commission meetings. The Bee and Journal attend City Council meetings depending upon the items up for discussion. Media reports of the Planning Commission actions are occasional.
Meetings Aired on Cable TV	All City Council meetings
Annual Progress Reports or Status Reports	General Plan Implementation, Housing Element Implementation, CIP/Public Works and General Plan Consistency Report, Capital Facilities Fee Report, Water Quality, and Utility Rates.
Published Budget	Yes
Budget Consistent with State Law?	Yes
Budget Understandable to Public?	Yes – Line item budget.
Public Budget Hearings?	Yes
Budget or CIPs Submitted to State as required?	Yes. The City of Turlock submits to the Governor’s Office of Planning and Research an annual report on Public Works Projects and Implementation of the General Plan, including the Housing Element.
Personnel Policies?	Yes
Paid Staff	341
Are Elections Publicized?	Yes, pursuant to the California Elections Code Sections 12109 and 12110
Agency Providing Information for which it was formed?	Yes. Police, fire, municipal services, building and planning
All Customers Receive Service Upon Request?	Yes

**3525 West Monte Vista Avenue**

The local accountability and governance will apply to the parcel at 3523 W. Monte Vista Avenue.