

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
BOARD ACTION SUMMARY

DEPT: Chief Executive Office

BOARD AGENDA: 6.B.22
AGENDA DATE: March 17, 2026

SUBJECT:

Approval of a Resolution Agreeing to the Negotiated Exchange of Property Tax Revenues Between the Stanislaus Consolidated Fire Protection District and the Ceres Fire Protection District

BOARD ACTION AS FOLLOWS:

RESOLUTION NO. 2026-0118

On motion of Supervisor B. Condit Seconded by Supervisor Grewal

and approved by the following vote,

Ayes: Supervisors: B. Condit, Withrow, Grewal, C. Condit, and Chairman Chiesa

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) Approved as recommended

2) Denied

3) Approved as amended

4) Other:

MOTION:



ATTEST: MARY E. HARTSFIELD, Clerk of the Board of Supervisors

File No. DF-20-B-11;
DF-17-A-18

**THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
AGENDA ITEM**

DEPT: Chief Executive Office

BOARD AGENDA:6.B.22
AGENDA DATE: March 17, 2026

CONSENT:

CEO CONCURRENCE: YES

4/5 Vote Required: No

SUBJECT:

Approval of a Resolution Agreeing to the Negotiated Exchange of Property Tax Revenues Between the Stanislaus Consolidated Fire Protection District and the Ceres Fire Protection District

STAFF RECOMMENDATION:

1. Adopt a resolution of the Board of Supervisors agreeing to the negotiated exchange of property tax revenues between the Stanislaus Consolidated Fire Protection District and the Ceres Fire Protection District.

DISCUSSION:

The Stanislaus Consolidated Fire Protection District (SCFPD) was formed on March 3, 1995, with the goal of providing the most effective and efficient method of public fire service delivery by reorganizing or combining fire service agencies. The SCFPD serves a territory of 195 square miles within the original boundaries of the Riverbank Fire Protection District, Empire Fire Protection District, Waterford-Hickman-LaGrange Fire Protection Districts, and Stanislaus County Fire. SCFPD serves a population of 50,000+ residents within its geographical boundaries. Within these boundaries, SCFPD provides service to two cities (Riverbank & Waterford), as well as a large, unincorporated area of Stanislaus County, including Empire, La Grange, Hickman, Eastern Stanislaus County, Airport District, Gallo Winery, and the Beard Industrial Tract. A map of the SCFPD is provided as Attachment 2.

The Ceres Fire Protection District (CFPD), formed in 1930, encompasses unincorporated territory located southeasterly of the City of Ceres. CFPD currently contracts with the City of Ceres to provide fire protection services. A map of the CFPD is provided as Attachment 3.

The SCFPD and the CFPD have proposed the dissolution of CFPD and the annexation of its service area into SCFPD. As part of this process, the agencies recently held a pre-application meeting with staff from the Stanislaus Local Agency Formation Commission (LAFCO). A map showing both the SCFPD and the CFPD is provided as Attachment 4.

Pursuant to California Revenue and Taxation Code Section 99, the Board of Supervisors, on behalf of special districts, negotiates the exchange of property tax revenue associated with a proposed jurisdictional change affecting the service area or service responsibilities of one or more special districts. The proposed resolution documents that the Board of Supervisors has fulfilled its statutory duty to facilitate and negotiate the exchange of property tax revenues associated with the proposed jurisdictional change.

SCFPD and CFPD have approved an agreement between the two agencies outlining the terms for the transfer of property tax revenue resulting from the proposed annexation. The transfer of property tax revenues, contingent upon LAFCO approval of the dissolution of CFPD and annexation of its territory into SCFPD, is necessary to ensure that SCFPD receives the revenues required to continue providing fire protection services to residents within the former CFPD service area.

This action provides assurance to LAFCO that SCFPD intends to maintain fire protection services to residents currently served by CFPD following its dissolution and annexation into SCFPD. Establishing the tax exchange agreement will allow LAFCO, if it approves the proposal, to submit the necessary updates to local tax allocations to the California State Board of Equalization to ensure the continuation of fire service-related revenues for the affected area.

SCFPD is currently preparing a plan for service as part of its formal application to LAFCO, which is expected to be submitted in the coming weeks. Approval of this action by the Board of Supervisors authorizes the transfer of property tax revenue from CFPD to SCFPD as part of the proposed dissolution of CFPD and annexation of its service area into SCFPD. This action was approved by the CFPD Board of Directors on February 19, 2026 (Resolution 2026-02) and the SCFPD Board of Directors on March 11, 2026 (Resolution 2026-001), provided as Attachments 5 and 6.

POLICY ISSUE:

Revenue and Taxation (R&T) Code Section 99(b)(5) requires that the Board of Supervisors, on behalf of special districts, negotiate the exchange of property tax revenue for a proposed jurisdictional change affecting the service area or service responsibility of one or more special districts. The proposed resolution serves to document that the Board of Supervisors engaged in its statutory duty to facilitate and negotiate any exchange of property tax revenues.

FISCAL IMPACT:

There is no fiscal impact as a result of the recommended action, which does not change the property taxes paid by owners of parcels within the SCFPD or the CFPD.

Upon approval of the dissolution and annexation by the LAFCO, the annual property tax revenue in the CFPD, which is estimated at \$106,000, including direct property assessments for Fiscal Year 2025-2026, would be recognized by SCFPD. These revenues can then be leveraged by SCFPD to appropriate sufficient resources to support operational expansion into the territories annexed into SCFPD.

When approved by LAFCO, the dissolution and annexation would expand SCFPD's territory to include the current territory of the CFPD, and SCFPD would become the successor to CFPD and assume its assets and liabilities.

BOARD OF SUPERVISORS' PRIORITY:

The recommended action is consistent with the Board's priorities of *Supporting a Strong and Safe Community*, *Supporting a Healthy Community*, *Delivering Efficient Public Services*, and *Enhancing Community Infrastructure* by helping enhance fire protection services to Stanislaus County residents.

STAFFING IMPACT:

The Auditor-Controller's Office will implement the transfer of the property tax revenue from the CFPD to the SCFPD upon approval by LAFCO.

CONTACT PERSON:

Jennifer Hidalgo, Community Relations Manager

209-857-0633

ATTACHMENT(S):

1. Resolution
2. Stanislaus Consolidated Fire Protection District Boundaries
3. Ceres Fire Protection District Boundaries
4. Map Showing Both Fire Protection Districts
5. Ceres Fire Protection District Resolution No. 2026-02
6. Stanislaus Consolidated Fire Protection District Resolution No. 2026-001

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
STATE OF CALIFORNIA

2026-0118

Date: March 17, 2026

On motion of Supervisor B. Condit Seconded by Supervisor Grewal
and approved by the following vote,
Ayes: Supervisors: B. Condit, Withrow, Grewal, C. Condit, and Chairman Chiesa
Noes: Supervisors: None
Excused or Absent: Supervisors: None
Recused: Supervisor: None

THE FOLLOWING RESOLUTION WAS ADOPTED:

Item # 6.B.22

**RESOLUTION OF THE STANISLAUS COUNTY BOARD OF SUPERVISORS AGREEING TO THE
NEGOTIATED EXCHANGE OF PROPERTY TAX REVENUES BETWEEN THE STANISLAUS
CONSOLIDATED FIRE PROTECTION DISTRICT AND THE CERES FIRE PROTECTION DISTRICT**

WHEREAS, the Stanislaus Consolidated Fire Protection District ("SCFPD") was formed on March 3, 1995, for the purpose of providing the most effective and efficient method of public fire service delivery by reorganizing or combining fire service agencies; and

WHEREAS, SCFPD serves approximately 195 square miles within the original boundaries of the Riverbank Fire Protection District, Empire Fire Protection District, Waterford–Hickman–La Grange Fire Protection Districts, and Stanislaus County Fire, and provides fire protection services to more than 50,000 residents in the cities of Riverbank and Waterford and in large unincorporated areas of Stanislaus County including Empire, La Grange, Hickman, Eastern Stanislaus County, Airport District, Gallo Winery, and the Beard Industrial Tract; and

WHEREAS, the Ceres Fire Protection District ("CFPD"), formed in 1930, encompasses unincorporated territory southeasterly of the City of Ceres, and currently contracts with the City of Ceres to provide fire protection services; and

WHEREAS, SCFPD and CFPD have jointly proposed the dissolution of CFPD and the annexation of its service area into SCFPD ("Proposed Reorganization"), and held a pre-application meeting with the Stanislaus Local Agency Formation Commission ("LAFCO") in preparation for submitting the required reorganization application; and

WHEREAS, pursuant to California Revenue and Taxation Code Section 99(b)(5), when a proposed jurisdictional change will affect the service area or service responsibilities of one or more special districts, the Board of Supervisors must, on behalf of the affected districts, negotiate the exchange of property tax revenues associated with the proposed jurisdictional change; and

WHEREAS, SCFPD and CFPD have approved an agreement that provides for the transfer of property tax revenue from CFPD to SCFPD upon completion of the Proposed Reorganization, and such transfer is necessary to ensure that SCFPD receives the revenues required to provide ongoing fire protection services to residents within the former CFPD territory; and

WHEREAS, approval of the negotiated tax exchange provides assurance to LAFCO that SCFPD intends to maintain and continue fire protection services to residents currently served by CFPD following dissolution and annexation; and

WHEREAS, establishing the property tax exchange allows LAFCO, if it approves the Proposed Reorganization, to submit necessary updates to local tax allocations to the California State Board of Equalization, ensuring continued fire-service-related revenues for the affected area; and

WHEREAS, SCFPD is preparing a Plan for Service as part of its formal LAFCO application, expected to be submitted within the coming weeks, and the Boards of Directors of SCFPD and CFPD each approved resolutions initiating the Proposed Reorganization; and

WHEREAS, the Board of Supervisors has completed negotiations on behalf of SCFPD and CFPD in accordance with Revenue and Taxation Code section 99(b)(5).

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of the County of Stanislaus that:

1. The above recitals are true and correct and are incorporated herein by reference.
2. Contingent upon LAFCO's approval of the Proposed Reorganization, including the dissolution of CFPD and the designation of SCFPD as successor agency, and upon the LAFCO Executive Officer's execution of a Certificate of Completion, all property taxes assessed and collected on behalf of CFPD for Fiscal Year 2025–2026 shall be transferred to SCFPD in its capacity as successor to CFPD.
3. Until the start of the fiscal year following the filing of the jurisdictional change with the State Board of Equalization, the distribution of property tax revenues shall follow the terms of the LAFCO resolution approving the Proposed Reorganization.
4. Based upon negotiations completed by the Board of Supervisors pursuant to Revenue and Taxation Code Section 99(b)(5), all property tax revenues previously allocated to CFPD shall be transferred to SCFPD upon completion of the Proposed Reorganization and fulfillment of any conditions imposed by LAFCO.
5. Upon completion of the Proposed Reorganization, the appropriations limit of SCFPD shall be adjusted as mutually agreed upon by SCFPD and CFPD, consistent with Article XIII B, Section 3(a), of the California Constitution.

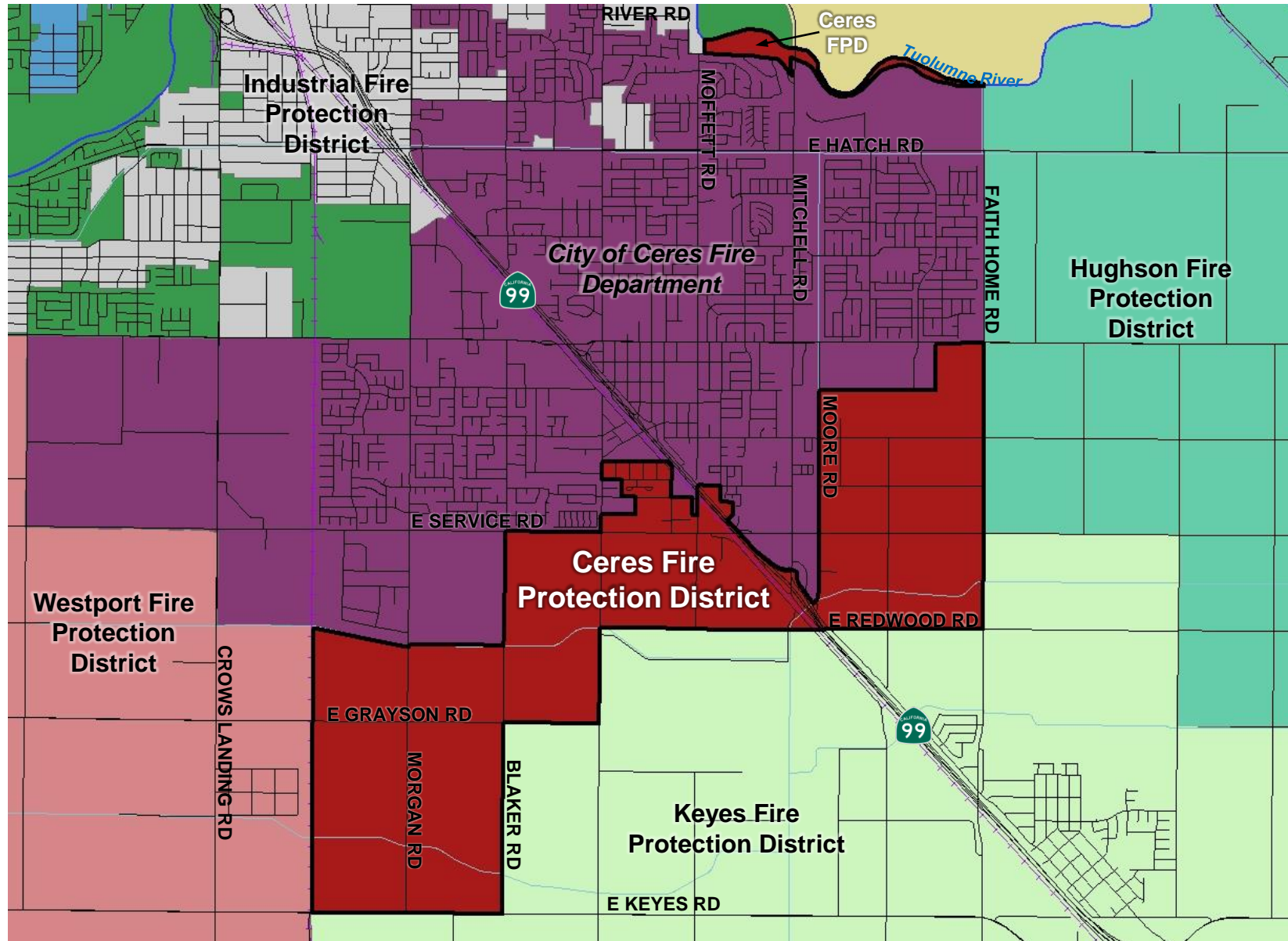
ATTEST: MARY E. HARTSFIELD, Clerk
Stanislaus County Board of Supervisors,
State of California



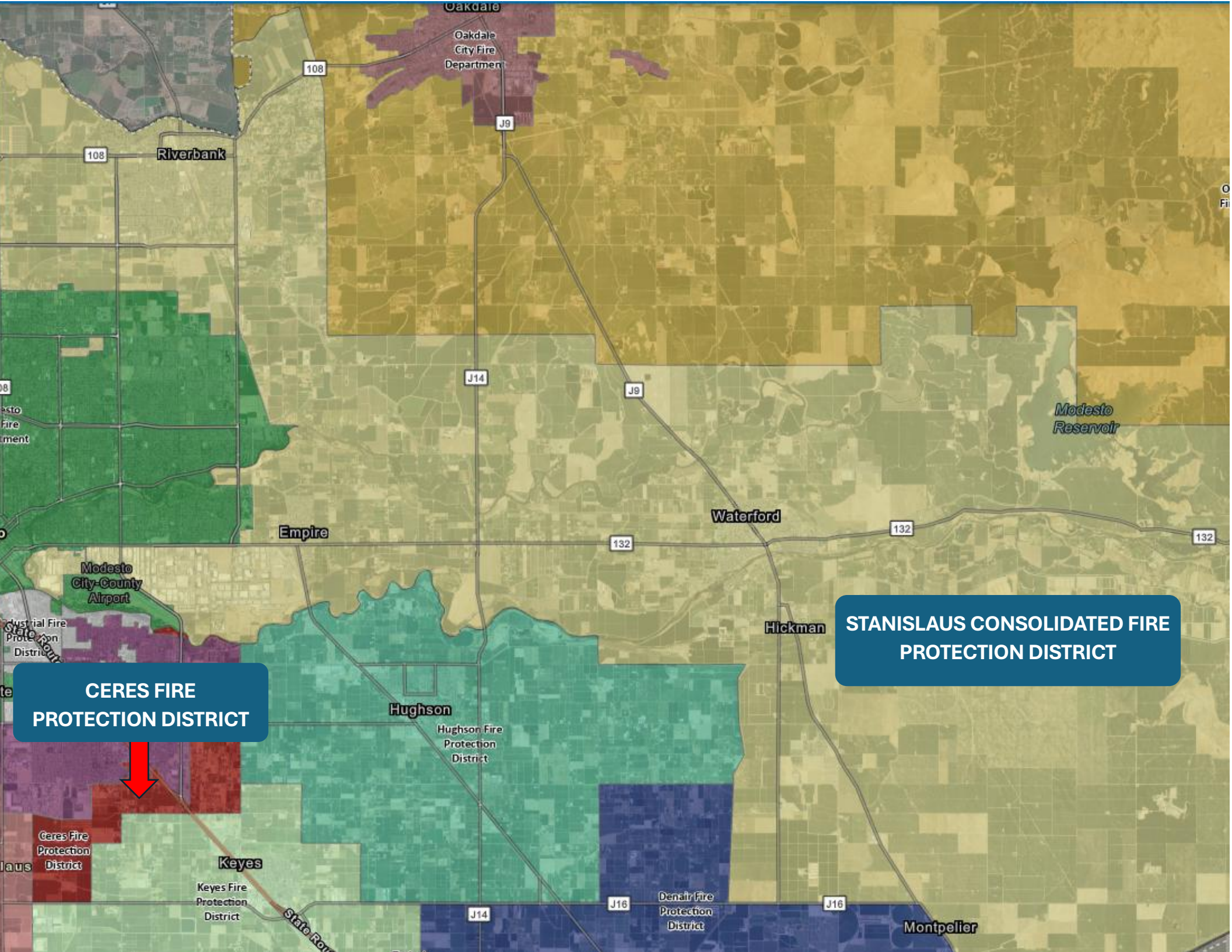
File No.

CERES FIRE PROTECTION DISTRICT BOUNDARY AND SPHERE OF INFLUENCE

(Approximately 3.8 square miles or 2,444± acres)



Source: LAFCO Files, June 2024



Oakdale
City Fire
Department

108 Riverbank

Modesto
Reservoir

Waterford

**STANISLAUS CONSOLIDATED FIRE
PROTECTION DISTRICT**

**CERES FIRE
PROTECTION DISTRICT**

Hughson
Hughson Fire
Protection
District

Hickman

Ceres Fire
Protection
District

Keyes
Keyes Fire
Protection
District

Denair Fire
Protection
District

Montpelier



CERES FIRE PROTECTION DISTRICT

P.O. BOX 1335
SALIDA, CALIFORNIA 95368
PHONE (209) 497-2389

Board Members Gary Marchy –Chairman Bob Rensted

CERES FIRE PROTECTION DISTRICT RESOLUTION No. 2026-02

RESOLUTION OF APPLICATION BY THE BOARD OF DIRECTORS OF THE CERES FIRE PROTECTION DISTRICT REQUESTING THE STANISLAUS COUNTY LOCAL AGENCY FORMATION COMMISSION INITIATE PROCEEDINGS FOR THE DISSOLUTION OF THE CERES FIRE PROTECTION DISTRICT AND SIMULTANEOUS ANNEXATION OF THE TERRITORY TO THE STANISLAUS CONSOLIDATED FIRE PROTECTION DISTRICT

RESOLVED, by the Board of Directors of the Ceres Fire Protection District (the "CFPD") that:

WHEREAS, the CFPD was formed pursuant to the Fire Protection District Law of 1987, commencing with Section 13800 of the Health and Safety Code, and the Stanislaus Consolidated Fire Protection District ("SCFPD") was formed pursuant to the Fire Protection District Law of 1987 commencing with Section 13800 of the Health and Safety Code.

WHEREAS, the CFPD and SCFPD have a history of collaboration and cooperation efforts, including community outreach, community risk reduction, and public safety initiatives; and

WHEREAS, the CFPD desires to initiate, jointly with SCFPD, proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Division 3, commencing with Section 56000 of the Government Code by the Local Agency Formation Commission ("LAFCO"), for reorganization that includes the dissolution of CFPD and annexation of CFPD territory into the SCFPD; and

WHEREAS, the territory proposed to be reorganized is inhabited and encompasses the areas described in the map included in the Plan for Services attached and incorporated by reference as Exhibit A; and

WHEREAS, the proposed reorganization will be consistent with the sphere of influence of SCFPD, as a request to simultaneously expand the Sphere of Influence to be coterminous with the annexed territory of CFPD will be included with the application to LAFCO; and

WHEREAS, the reasons for the reorganization of CFPD and SCFPD into one entity, SCFPD, are to enhance the efficiency, effectiveness, and economy of the reorganized district, better meeting the fire, rescue, hazardous materials emergency response, and emergency medical response of the community, as described in the Plan for Services attached to this Resolution and incorporated by reference as Exhibit A; and

WHEREAS, SCFPD has assumed Lead Agency status for this project for purposes of the California Environmental Quality Act (CEQA), commencing with California Public Resources Code Section 21000, on behalf of the two districts; and

WHEREAS, the proposed reorganization is not a project requiring environmental review under the California Environmental Quality Act ("CEQA"), Public Resources Code section 21000 *et seq.* and accompanying regulations in Title 14 of the California Code of Regulations, section 15000 *et seq.* ("State CEQA Guidelines") because it does not have the potential to result in a direct physical change in the environment or a reasonably foreseeable indirect physical change to the environment. (Pub. Resources Code, § 21065; State CEQA Guidelines, § 15378). The proposed reorganization will not alter the area where services are provided or change the type of services provided to said area. The proposed reorganization itself will not change any existing land use or result in construction of new facilities. CFPD has no existing facilities, therefore there would be no demolition or repurposing of any CFPD facilities that could have an impact on the environment. Further, the proposed reorganization does not authorize any construction or development of land; and

WHEREAS, even if the proposed reorganization is considered a "project" under CEQA, it is exempt from environmental review under the Class 20 exemption for changes in the organization of local agencies. (State CEQA Guidelines, § 15320.) Under section 15320, changes in the organization of a local governmental agency are exempt if the changes do not modify the geographical area in which previously existing powers are exercised. This exemption applies because the proposed reorganization constitutes a "change of organization" or "changes of organization" under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 and does not change the geographical area within which the power to provide the Services will be exercised. CFPD and SCFPD are both fire protection districts operating pursuant to the Fire Protection District Law of 1987 and have authority to exercise the same powers. Therefore, the contemplated reorganization will not change the geographic area of previously authorized powers. Furthermore, the proposed reorganization is similar in nature to the example set forth in State CEQA Guidelines, § 15320(b) in that it results in the merging of two agencies' service boundaries where both agencies have identical powers. There is no evidence that the proposed reorganization involves cumulative impacts or successive projects, any unusual circumstances that might have a significant effect on the environment, impacts on scenic highways, hazardous waste sites, or historic resources. (State CEQA Guidelines, § 15300.2.); and

WHEREAS, even if the approval of proposed reorganization is considered a "project," it is also exempt under the "common sense" exemption because it can be seen with certainty that there is no possibility that it may have a significant effect on the environment. (State CEQA Guidelines, § 15061(b)(3).) The proposed reorganization itself does not authorize any construction or development of land. If a construction or development project is proposed in the future, the construction or development would be subject to environmental review, as required under CEQA, at that time. Because the site and project-specific details of any potential future construction or development project are unknown at this time, impacts of such potential future development are speculative.

WHEREAS, the CFPD Board intends for this Resolution of Application to be substantially similar to the Resolution of Application adopted by the SCFPD Board for this reorganization, consistent with Section 56853 of the California Government Code.

NOW, THEREFORE, BE IT RESOLVED, by the Board of Directors of the CFPD, as follows:

1. Adoption of Resolution of Application. This Resolution of Application is hereby adopted and approved by the Board of Directors of the CFPD. The Stanislaus Local Agency Formation Commission ("LAFCO") is hereby requested to (1) dissolve the CFPD and reorganize the territory described in Exhibit A; expand the sphere of influence for the SCFPD to be coterminous with said territory; and annex the CFPD to the SCFPD according to the terms and conditions set forth below and, in the manner, provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

2. **Terms and Conditions.** The CFPD Board of Directors requests that, under LAFCO's conditioning powers under Government Code section 56886, the reorganization described above be subject to the following terms and conditions:
 - a. **Successor Agency.** Upon the date of recording of the LAFCO Certificate of Completion (the "Effective Date"), SCFPD shall be the successor to CFPD. Upon the Effective Date, all rights, responsibilities, properties, contracts, assets and liabilities, and functions of the CFPD are to be transferred to the SCFPD as the successor to the CFPD. Notwithstanding the foregoing, SCFPD will not assume that certain Agreement Between City of Ceres and Ceres Fire Protection District for the Provision of Fire Suppression and First Responder Emergency Services dated June 25, 2001, which shall dissolve and terminate with CFPD, shall no longer be of force and effect after the Effective Date, and shall not be binding upon SCFPD.
 - b. **Maintenance of Reserve Accounts.** SCFPD shall maintain the reserve accounts presently maintained by CFPD.
 - c. **Revenue Transfer.** SCFPD and CFPD have, together with direction and input from the County, negotiated an agreement for the transfer of CFPD property tax revenues to SCFPD which would take effect on the Effective Date. Prior to LAFCO's issuance of a Certificate of Filing for the reorganization, the County shall adopt resolution(s) agreeing to a property tax transfer, in accordance with Revenue and Taxation Code Sections 99(b)(6). In accordance with Government Code Sections 56886(t) and 57330, the subject territory shall be subject to the levying and collection of all previously authorized charges, fees, impact fees, assessments, or taxes of SCFPD. Upon completion of the LAFCO proceedings and the recording of the LAFCO Certificate of Completion, SCFPD shall levy, collect, track, expend and administer all revenue, income, and previously authorized charges, fees, assessments, funds, and taxes currently in effect, levied, or collected by the SCFPD, including, but not limited to, property and other taxes in accordance with the authorizing actions of such financial mechanisms.
 - d. **Board of Directors.** On the Effective Date, the CFPD Board of Directors will be dissolved, and the SCFPD Board of Directors will adjust the current board position held by a representative from the Empire community to a position held by a member at large.
3. **CEQA Compliance.** For all the reasons set forth in the above Recitals, and based upon all of the substantial evidence in the record as a whole, the Board of Directors finds that the proposed reorganization: (1) is not a "project" subject to environmental review under CEQA (Pub. Resources Code, § 21065; State CEQA Guidelines, § 15378); (2) alternatively, is exempt from CEQA under the Class 20 exemption as a "change in organization" (State CEQA Guidelines, §15320); (3) alternatively, is exempt from CEQA under the "common sense" exemption because it can be seen with certainty that there is no possibility that the proposed reorganization may have a significant effect on the environment. (State CEQA Guidelines, § 15061(b)(3)); and (4) none of the exceptions to the application of these exemptions exist (State CEQA Guidelines, § 15300.2).
 - a. The Board of Directors hereby directs that all documents and other materials constituting the record of proceedings related to this Resolution of Application for approval of the proposed reorganization, be maintained by CFPD, on file at the District offices at 3324 Topeka St, Riverbank, CA 95367.
 - b. The Board of Directors directs Staff to file a Notice of Exemption with the County Clerk for the County of Stanislaus.

4. Submission of Resolution of Application and other Application Materials. The Board of Directors authorizes and directs the Fire Chief to file a certified copy of this Resolution of Application together with the required LAFCO application, finalized plan for services as required by Government Code section 56653, map, and other documents with LAFCO's Executive Officer.
5. Further Authority Granted to the District Fire Chief. The Fire Chief is authorized to sign any and all documents and agreements with LAFCO and the County of Stanislaus or SCFPD to carry out the intent of this Resolution of Application based on the terms in this Resolution of Application.
6. Effective Date. This Resolution of Application shall take effect immediately upon adoption by the Board of Directors.

PASSED, APPROVED AND ADOPTED at a regular meeting of the Board of Directors of the Ceres Fire Protection District held this 19th day of February 2026.

And approved by the following vote:

Ayes:	2	Directors:	Marchy & Rensted
Nays:	0	Directors:	
Excused or Absent:	0	Directors:	
Abstaining:	0	Directors:	

CHAIRMAN: 
 Gary Marchy, Board Chairman

ATTEST: 
 Danielle Denczek, Clerk of the Board

FEASIBILITY STUDY OF THE ANNEXATION OF CERES FIRE PROTECTION DISTRICT INTO STANISLAUS CONSOLIDATED FIRE PROTECTION DISTRICT

July 2025



Prepared by:



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EXECUTIVE SUMMARY

The Stanislaus Consolidated Fire Protection District ("Stanislaus FPD") and the Ceres Fire Protection District ("Ceres FPD") are interested in reorganizing and annexing fire services provided by the Ceres FPD into the Stanislaus FPD. This new organization would combine staff, facilities, governing bodies and Spheres of Influence ("SOI"). Specifically, the reorganization would annex the service area and SOI of the fire services currently provided by the Ceres FPD into Stanislaus FPD.

It is anticipated that this proposed annexation will result in service improvements to the constituents of both agencies, including:

- One Fire Chief to focus on executive management and community connections.
- Consolidation of business practices and office support positions.
- One governing body to set policy and make decisions based on the best interests of the combined communities.

This report addresses topics related to the annexation and is written to support the evaluation and decision making for staff and governing bodies for both agencies. If the proposed annexation is approved by both the Stanislaus FPD Board and the Ceres FPD Board, the report is also designed to guide the agencies in the annexation application process with Stanislaus County LAFCO. The report follows local LAFCO guidelines for evaluating services and SOI. Finally, this report serves as an outside independent analysis of the two agencies, and an assessment of key financial, facility, and performance indicators of a combined agency.

Key Findings

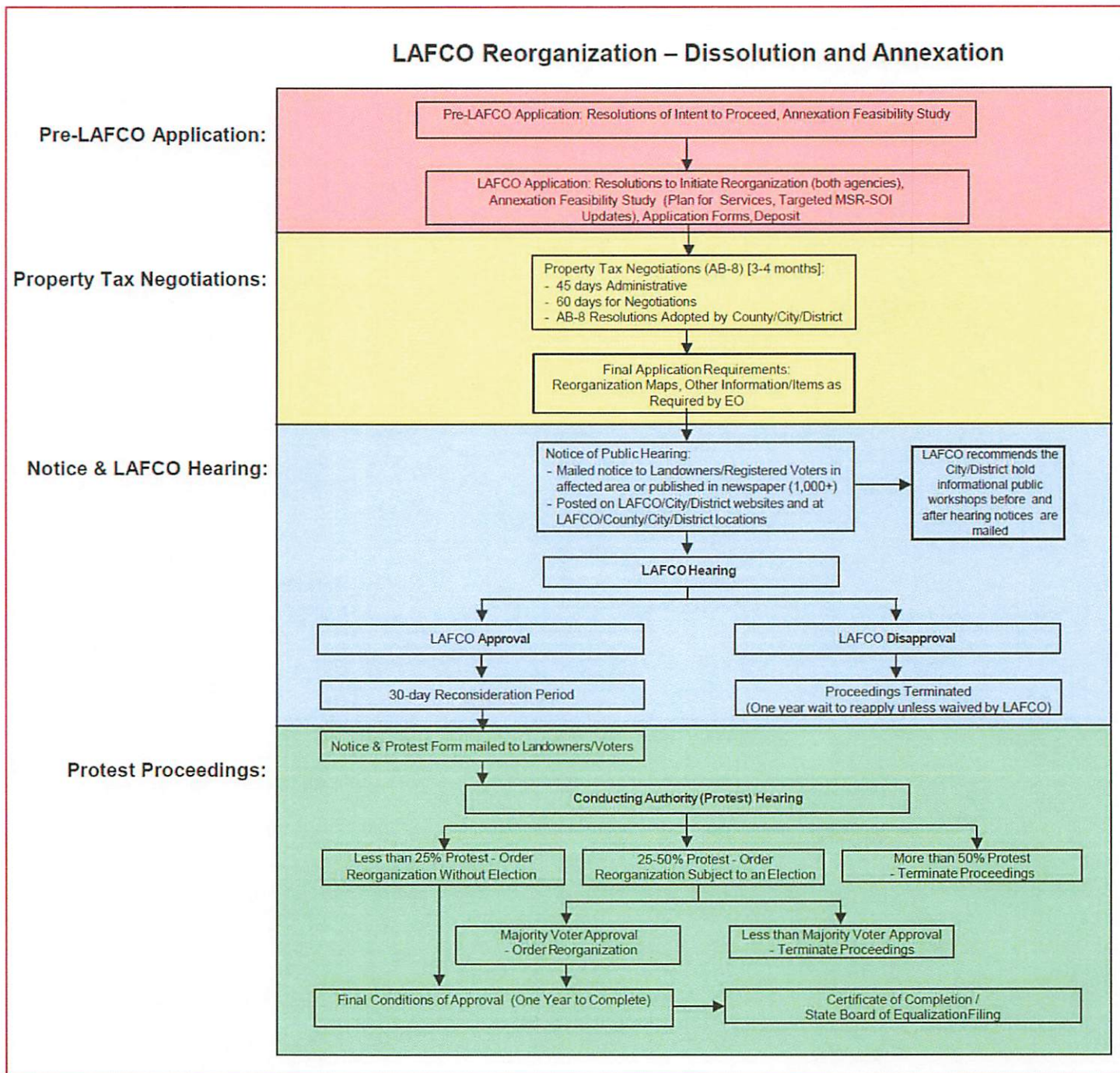
1. The communities would benefit from the annexation of Ceres FPD into Stanislaus FPD.
2. No staffing cuts or station closures are proposed.
3. No new facilities are needed. Services will be delivered from existing facilities.
4. Sufficient revenues exist to support the annexation.



LAFCO REORGANIZATION PROCESS

The proposed reorganization would annex the service area and SOI of the Ceres FPD into the Stanislaus FPD, and at the same time would dissolve the Ceres FPD. The reorganization process is shown in **Figure 1**.

FIGURE 1



DOCUMENTATION OF AGENCIES

Stanislaus Consolidated Fire Protection District

The Stanislaus FPD, is an independent special district, as defined in California Government Code Title 6 and California Health and Safety Code Division 12, known as "The Fire Protection District Law of 1987". The District was formed in 1995 and is located in Stanislaus County, shown in **Figure 2**, on the following page.

Stanislaus FPD covers 199 square miles in the central to eastern portion of Stanislaus County. The District's boundaries stretch from the eastern edge of McHenry Avenue east to the county lines of Tuolumne, Mariposa and Merced. The District also touches the southern edge of San Joaquin County. Within the District's boundaries are two cities – Riverbank and Waterford – along with several unincorporated communities, including Empire, Hickman, and La Grange. The District also provides service to the Airport Neighborhood, Beard Industrial Tract, the Turlock and Modesto Reservoirs and portions of the Stanislaus and Tuolumne Rivers.

The Stanislaus FPD serves over 50,000 residents and approximately 16,768 parcels with over 14,311 structures and responds to over 5,000 emergency calls per year. The District's population is projected to continue to experience growth due to planned residential housing development within the District's boundaries. The 2024-25 assessed value in the District's boundaries is \$9,012,481,186.

Governance

Stanislaus FPD is a Special District, a self-governed agency led by a five-member Board of Directors who are appointed by the Stanislaus County Board of Supervisors. The Board of Directors oversees the Fire Chief, sets general policies, and approves the budget. The Fire Chief is responsible for the administrative functions and daily operations of Stanislaus FPD.

District Services

Stanislaus FPD provides a full range of services, including fire prevention, fire suppression, emergency medical response, hazardous materials response, auto extrication, search and rescue, and disaster mitigation in addition to a variety of other miscellaneous requests. Stanislaus FPD's fire stations provide services to surrounding fire departments under a Master Automatic and Mutual Aid Agreement, as well as mutual response to State responsibility area ("SRA") lands. Emergency communications, i.e., dispatch services, are provided through the Stanislaus Regional 9-1-1. Stanislaus FPD's existing fire stations are spread out throughout the service area to best respond to its population. Stanislaus FPD deploys its apparatus and personnel from six fire stations and has an ISO PPC rating of 02/24Y.

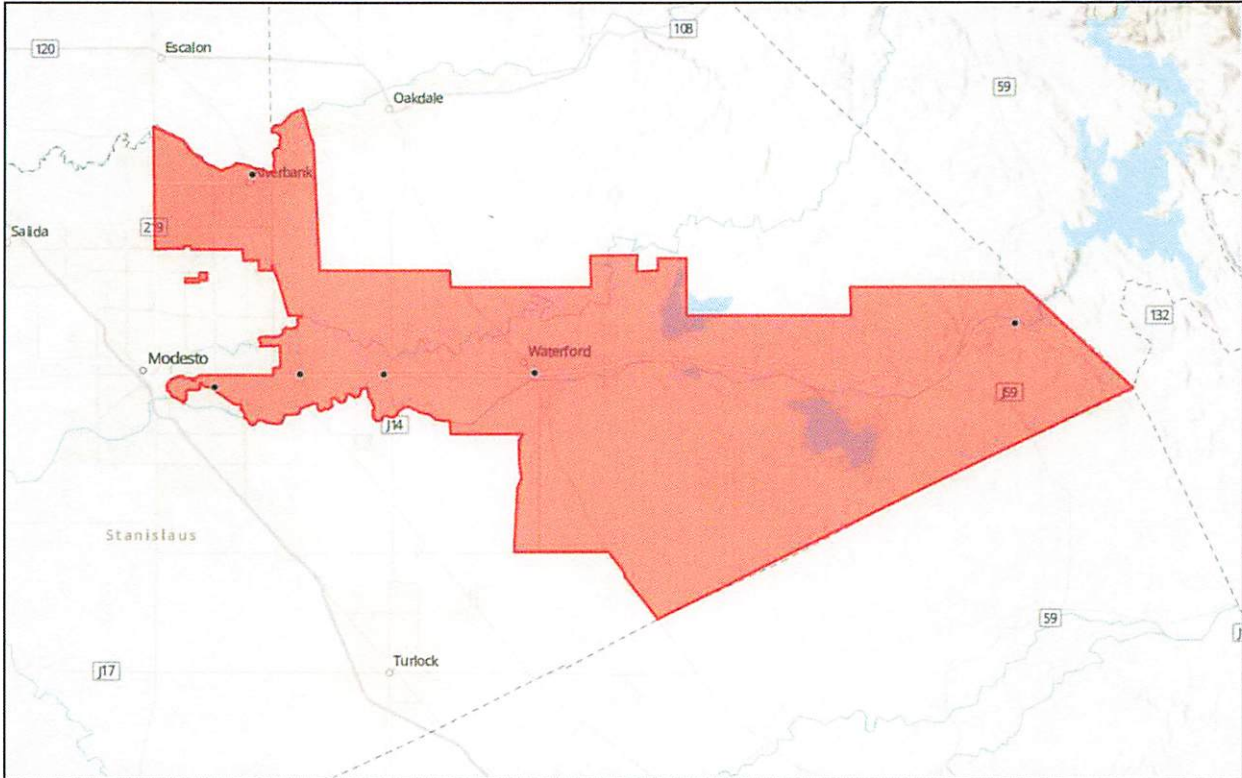
Stanislaus FPD Key Facts

- 199 square miles
- 50,00+ residents
- 16,768 parcels
- 14,311 structures
- \$9,012,481,186 2024-25 AV
- 5,280 calls for service in 2024-25



FIGURE 2

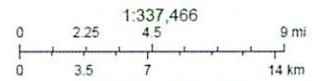
Stanislaus Consolidated FPD



4/24/2025

- Station Location
- Stanislaus Consolidated FPD

World_Hillshade



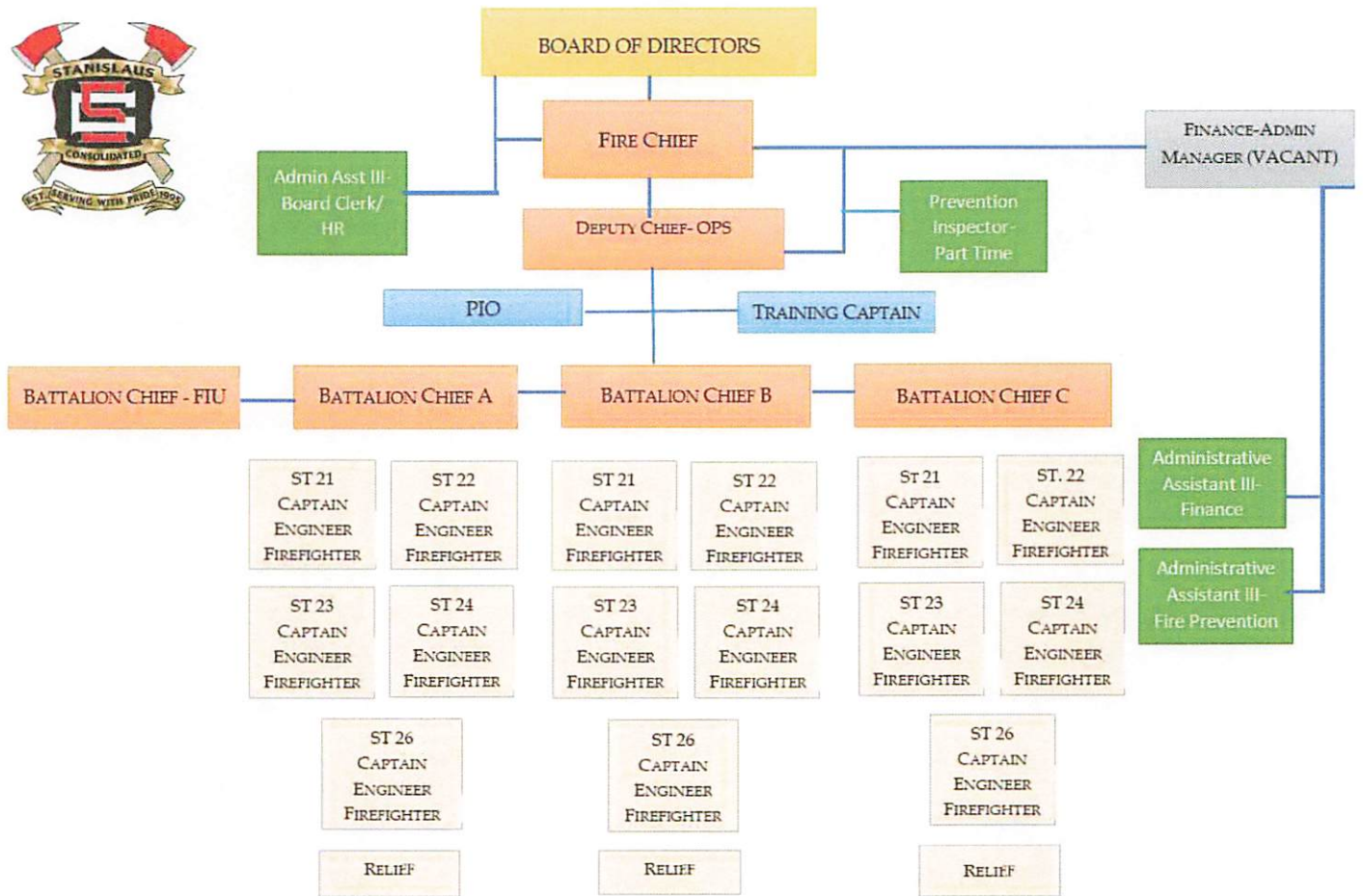
Esri, NASA, NGA, USGS. Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS. (c) OpenStreetMap contributors, and the GIS User Community



Organizational Structure

Stanislaus FPD is a career staffed department, with 58 staff members. The Stanislaus FPD currently employs four Battalion Chiefs, three Administrative Assistants, eleven Fire Captains, 4 Fire Captain/Paramedics, one Captain/Training Officer, eleven Fire Engineers, five Engineer/Paramedics, 14 Firefighters, three Firefighter/Paramedics, 1 Fire Inspector, 1 part-time Inspector and one part-time Fire Marshall. The Stanislaus FPD contracts with the City of Modesto for the Fire Chief position. **Figure 3** illustrates the current organizational structure of the Stanislaus FPD.

FIGURE 3



Financials

Stanislaus FPD’s 2024-25 Final Proposed Budget (“Stanislaus FPD Budget”), approved on September 19, 2024, is approximately \$14.78 million and provides for the staffing of 55 uniformed personnel and three support staff operating from five staffed and one unstaffed fire stations.

Approximately \$12 million of the Stanislaus FPD Budget is derived from two primary sources, property taxes and a Fire Suppression Special Assessment passed in December



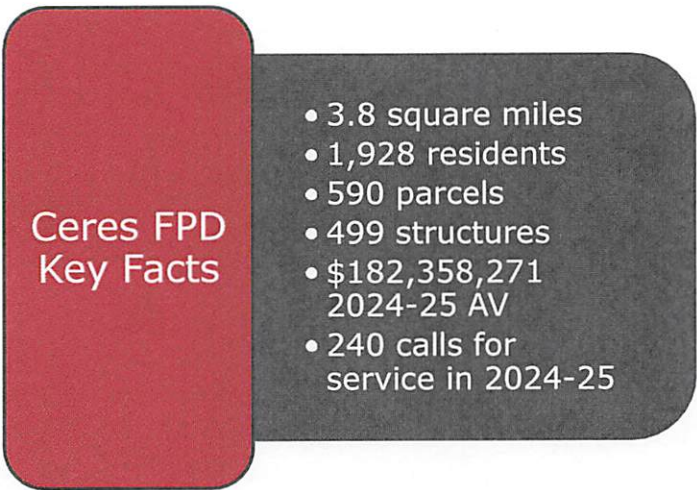
2004. The Special Assessment replaced the prior assessments from the former Empire Fire Protection District, Waterford-Hickman Fire Protection District, Riverbank Fire Protection District and the 2003 Crossroads Assessment. The current assessment ensures all constituents in Stanislaus FPD pay the same for the existing fire services provided.

Stanislaus FPD also receives reimbursements when it sends its personnel out on strike teams. The amount of these funds varies significantly from one year to the next and is not typically included in the annual budget but is allocated towards one-time expenditures as available. Stanislaus FPD also receives development impact fees for capital expenditures from new development within its boundaries.

Ceres Fire Protection District

Ceres FPD was formed in 1963 and serves a portion of Stanislaus County. The Ceres FPD includes approximately 3.8 square miles with a population of approximately 1,928 residents. The 2024-25 assessed value in the Ceres FPD's boundaries is \$182,358,271.

A map showing the Ceres FPD boundaries and sphere of influence is shown in **Figure 4**. There are 590 parcels within Ceres FPD with over 499 structures.



A graphic consisting of a red rounded rectangle on the left containing the text "Ceres FPD Key Facts" and a dark grey rounded rectangle on the right containing a bulleted list of key facts.

Ceres FPD Key Facts

- 3.8 square miles
- 1,928 residents
- 590 parcels
- 499 structures
- \$182,358,271 2024-25 AV
- 240 calls for service in 2024-25

Governance

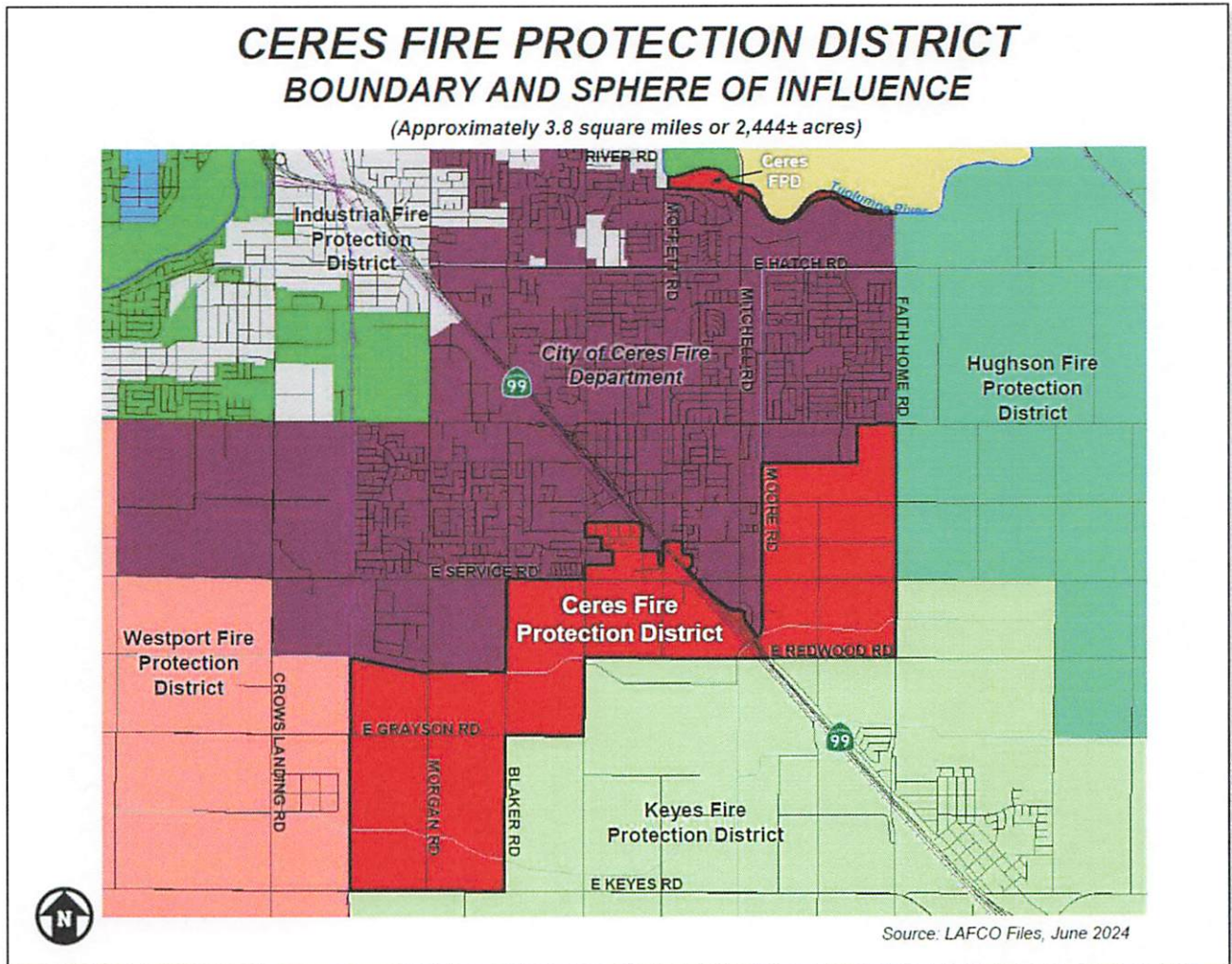
Ceres FPD is a Special District, a self-governed agency led by a three-member Board of Directors. The Board sets general policies and approves the budget.

Department Services

Ceres FPD provides a full range of services, including fire prevention, fire suppression, emergency medical response, hazardous materials response, auto extrication, search and rescue, and disaster mitigation, in addition to a variety of other miscellaneous requests. The Ceres FPD contracts with the City of Ceres to provide its services. The Ceres FPD does not have its own fire station, apparatus or equipment.



FIGURE 4



Organizational Structure

Ceres FPD contracts out for its fire and administrative services.

Financials

Ceres FPD's Final Budget (Ceres FPD Budget) for 2024-25 was approved on September 19, 2024 and projected \$100,259 of revenue. The Ceres FPD Budget provides for a contract with the City of Ceres for Contract Services, a contract for Administrative Support services and other operating expenses.



CURRENT SERVICE: STATIONS, AND APPARATUS

Stanislaus Fire Protection District

Stanislaus FPD currently operates out of six fire stations. Two are located in Modesto and one in Empire, Waterford, La Grange and Riverbank. Station 25, which is located in the community of La Grange, is owned by the La Grange Homeowners Association.

Fire Station Locations

TABLE 1

Stanislaus FPD Station #21 Historical Calls for Service	
Incident Type	Total
Fire	769
Rupture/Explosion	2
EMS/Rescue	4,725
Hazardous Condition	107
Service Call	470
Good Intent Call	970
False Alarm & False Call	288
Severe Weather	2
Other	28
Total	7,361

Station #21

Location: 461 Mitchell Road, Modesto CA

Apparatus Inventory:

- **E-221** - 2004 Pierce Type 1
- **E-21** - 2015 Pierce/Velocity Type 1
- **G-21** - 2003 Ford 550 Type 6
- **WT-21** - Water Tender
- **U-21** - Water Rescue Tow Vehicle
- **BO - 21** - Water Rescue Boat

Average Response Time: 5.31 minutes

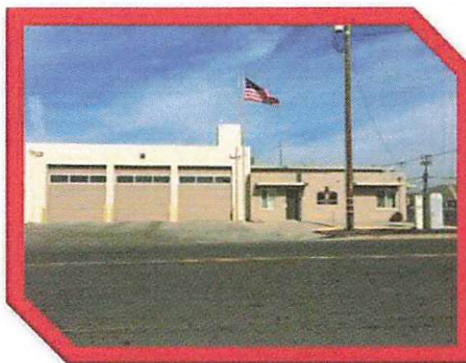


TABLE 2

Stanislaus FPD Station #22 Historical Calls for Service	
Incident Type	Total
Fire	291
Rupture/Explosion	1
EMS/Rescue	2,842
Hazardous Condition	59
Service Call	284
Good Intent Call	370
False Alarm & False Call	284
Severe Weather	1
Other	14
Total	4,146

Station #22

Location: 4845 Yosemite Boulevard, Empire CA

Apparatus Inventory:

- **Q-22** – Quint Ladder Truck
- **E-226** – 2013 Pierce/Velocity Type 1

Average Response Time: 4.35 minutes

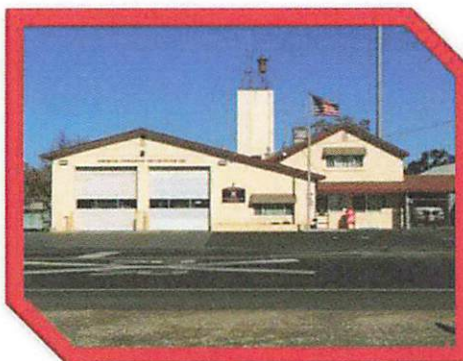


TABLE 3

Stanislaus FPD Station #23 Historical Calls for Service	
Incident Type	Total
Fire	111
Rupture/Explosion	0
EMS/Rescue	646
Hazardous Condition	11
Service Call	120
Good Intent Call	104
False Alarm & False Call	17
Severe Weather	0
Other	2
Total	1,011

Station #23

Location: 7737 Yosemite Boulevard, Modesto CA

Apparatus Inventory:

- **E-23** – 2004 Pierce Arrow XT Pumper Type 1
- **B-23** - 2017 Kenworth Type 3
- **WT-23** – Water Tender

Average Response Time: 6.04 minutes

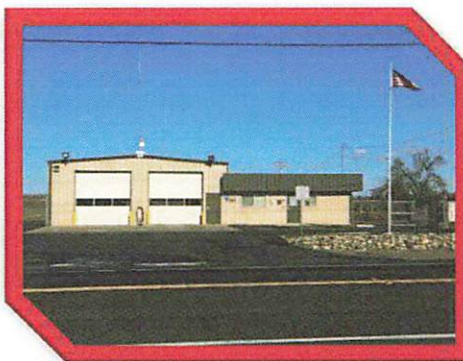


TABLE 4

Stanislaus FPD Station #24 Historical Calls for Service	
Incident Type	Total
Fire	346
Rupture/Explosion	0
EMS/Rescue	3,925
Hazardous Condition	100
Service Call	572
Good Intent Call	719
False Alarm & False Call	181
Severe Weather	0
Other	16
Total	5,859

Station #24

Location: 129 E Street, Waterford CA

Apparatus Inventory:

- **E-24** – 2018 Rosenbauer Pumper LDH Type 1
- **E-224** – 2008 HME Ahrens-Fox 1871 Series Pumper
- **B-24** – 2011 International Type 3
- **U-24** – Water Rescue Tow Vehicle
- **BO-24** – Water Rescue Boat

Average Response Time: 5.30 minutes



TABLE 5

Stanislaus FPD Station #25 Historical Calls for Service	
Incident Type	Total
Fire	68
Rupture/Explosion	1
EMS/Rescue	288
Hazardous Condition	2
Service Call	21
Good Intent Call	141
False Alarm & False Call	0
Severe Weather	0
Other	2
Total	523

Station #25

Location: 30198 Main Street, La Grange CA

Average Response Time: 21.13 minutes

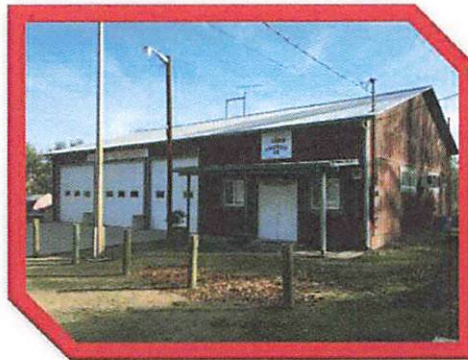


TABLE 6

Stanislaus FPD Station #26 Historical Calls for Service	
Incident Type	Total
Fire	332
Rupture/Explosion	5
EMS/Rescue	6,226
Hazardous Condition	203
Service Call	900
Good Intent Call	1,642
False Alarm & False Call	298
Severe Weather	1
Other	26
Total	9,633

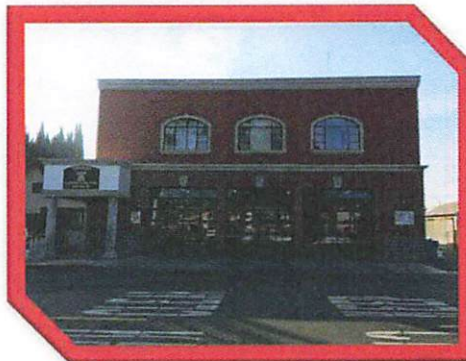
Station #26

Location: 3324 Topeka Street, Riverbank CA

Apparatus Inventory:

- **E-26** – 2015 Pierce/Velocity Type 1
- **G-26** – 2003 Ford 550 Type 6
- **U-26** – Water Rescue Tow Vehicle
- **BO-26** – Water Rescue Boat

Average Response Time: 6.09 minutes



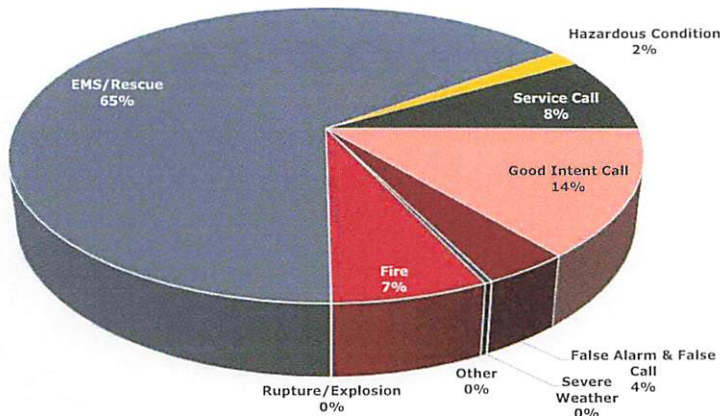
Calls for Service

From January 2020 through April 2025 Stanislaus FPD engines ran 28,533 calls for service, shown in **Table 7**. Rescue and EMS calls accounted for the majority of the calls for service with 65% (**Figure 5**). Excluding Station 25, which is unstaffed, the combined average response time for Stanislaus FPD is 5.42 minutes.

TABLE 7

Stanislaus FPD Historical Calls for Service	
Incident Type	Total
Fire	1,917
Rupture/Explosion	9
EMS/Rescue	18,652
Hazardous Condition	482
Service Call	2,367
Good Intent Call	3,946
False Alarm & False Call	1,068
Severe Weather	4
Other	88
Total	28,533

FIGURE 5
Stanislaus FPD 2020-2025 Calls for Service





Ceres Fire Protection District

Fire Station Locations

Ceres FPD contracts with the City of Ceres for services and does not own any fire stations or apparatus.

Average Response Time: 5.24 minutes

Calls for Service

In fiscal year 2023-24, Ceres FPD responded to 240 calls for service.





PROPOSED SERVICE PLAN

There are no service cuts or station closures planned with the proposed merger. The combined entity would own six fixed fire station facilities as they currently exist. Operationally, no changes to engine staffing are proposed. Of the stations, those that are currently staffed would remain so.

As mentioned previously, Stanislaus FPD's fire stations provide services to surrounding fire departments under a Master Automatic and Mutual Aid Agreement ("MAMAA"). The surrounding fire departments include the City of Modesto Fire Department, the City of Ceres Fire Department, and the City of Turlock Fire Department. In return, surrounding fire departments provide services to the Stanislaus FPD.

Ceres FPD currently contracts for its fire services with the City of Ceres. If the annexation is approved, the territory of the former Ceres FPD would, as territory of the Stanislaus FPD, be subject to the MAMAA. The vast majority of the Ceres FPD territory is nearest to the City of Ceres stations located at 2755 Third Street (Station 1), 420 E. Service Road (Station 3) and 3101 Fowler Road (Station 4). The Stanislaus FPD stations nearest to the majority of the territory of the former Ceres FPD are located at 461 Mitchell Road (Station 21) and 4845 Yosemite Boulevard (Station 22).

Under the terms of the MAMAA, Automatic Aid is defined as the dispatch of fire, emergency medical, rescue and other emergency response to an emergency incident based on the availability of the closest agency resource regardless of political jurisdiction or boundaries, and in concert with an approved Operational Area Plan. Aside from a small island of territory on the southern border of the Stanislaus FPD near Station 21, the former Ceres FPD territory would, as it is now, be served by the City of Ceres Fire Department through the terms of the MAMAA.



FINANCIAL ANALYSIS

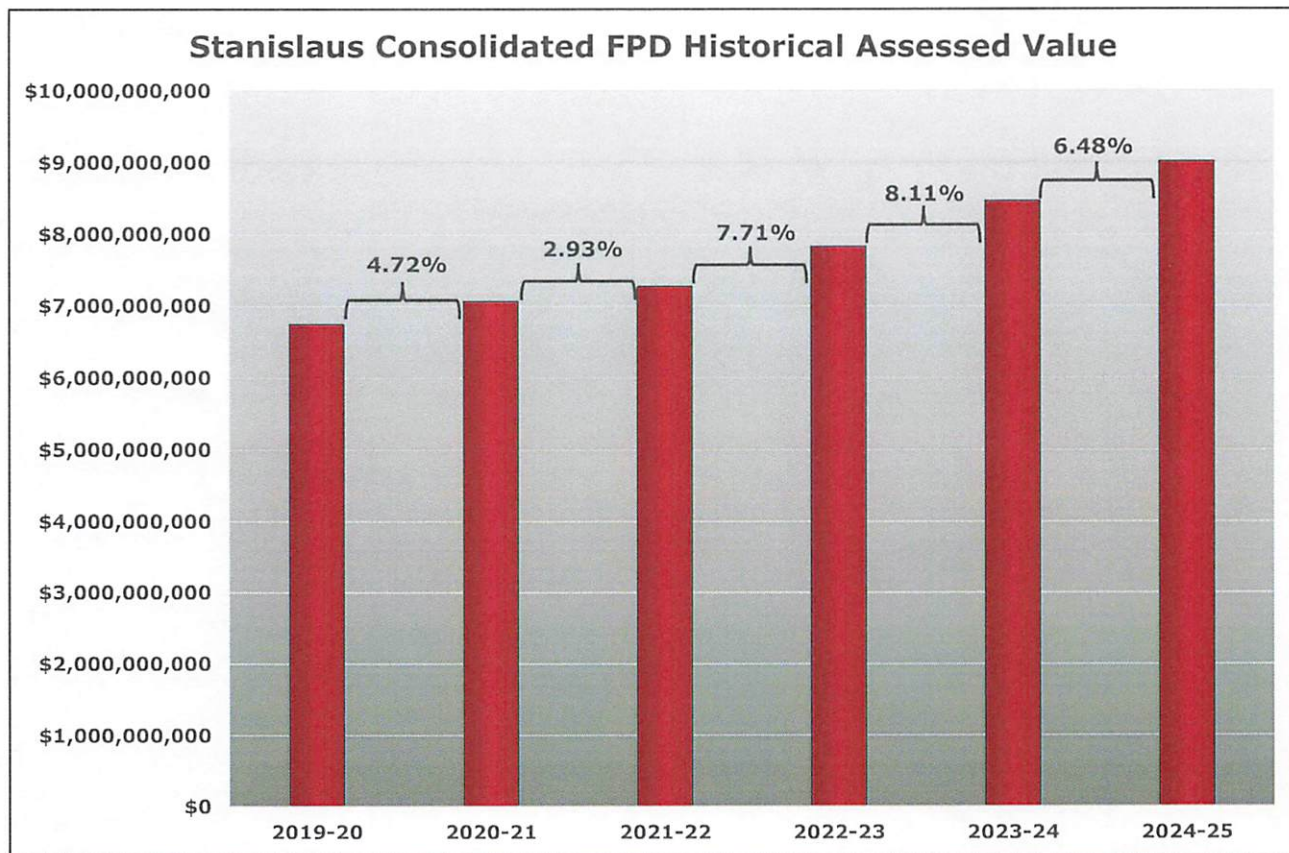
Stanislaus FPD Revenues

Stanislaus FPD operates with approximately \$14.8 million of revenues. They are funded primarily from property taxes and a Special Assessment but also receive funding from four other sources such as grants, interest and Strike Team reimbursements.

Property Taxes

As with most fire districts in California, property taxes are a significant source of the Stanislaus FPD's primary funding source. Property tax revenues are generated based on the Stanislaus FPD's share of the 1% General Property taxes collected on all taxable property within the Stanislaus FPD's boundaries. The amount of funding the Stanislaus FPD receives from property taxes is based on the amount collected in the prior fiscal year with an adjustment for growth or decline in the overall tax base. As shown in **Chart 1**, over the past 5 years, the Stanislaus FPD's tax base has grown by an average annual rate of about 5.99% per year, gaining about \$2.2 billion of assessed value over that time period.

CHART 1



As of fiscal year 2022-2023, the Stanislaus FPD received about 4.5% of the General 1% Property Taxes generated within its boundaries. Based on 2024-25 assessed value, that equates to property tax revenues of approximately \$4.075 million.

Special Assessment

The Special Assessment, passed in December 2004, replaced the prior assessments from the former Empire Fire Protection District, Waterford-Hickman Fire Protection District, Riverbank Fire Protection District and the 2003 Crossroads Assessment. The current assessment ensures all constituents in the District pay the same for the existing fire services provided. The Stanislaus FPD budget included \$8,676,096 of revenue from the Special Assessment.

Strike Team Revenue

Stanislaus FPD also receives reimbursements when it sends its personnel out on strike teams. Per the California Fire Assistance Agreement (CFAA) with the State, when local government sends out its own apparatus, vehicles, and/or personnel through the California Fire Service and Rescue Emergency Medical Aid System, the District receives reimbursement from the State. As the amount of these funds varies significantly from year to year, the amount of these funds is not typically included in the annual budget but can be allocated towards one-time expenditures to the extent available.

A summary of the estimated annual operational revenues of Stanislaus FPD is shown in **Table 8**.

TABLE 8

Stanislaus Consolidated FPD Operational Revenues Summary	
Operational Funding Source	Estimated Funding Amount
Property Taxes	\$4,083,450
Special Assessment	\$8,701,096
Prop. 172 Funding	\$891,530
Other	\$1,101,500
Total	\$14,777,576

Capital Revenues

In addition to operational revenues, the District collects development mitigation, or impact, fees from all new development within its boundaries. Development impact fees (“DIF”) are one of the limited revenue sources where fire districts collaborate with cities and counties to mitigate the impacts from additional commercial, industrial, and residential development. DIFs are a one-time charge allowed under the State’s Mitigation Fee Act. These fees are charged to mitigate impacts resulting from the development activity and cannot be used to fund existing deficits. DIFs can only pay for the portion of the improvement that benefits the new uses and must be adopted based on findings of a reasonable relationship between the development paying the fee, the size of the fee, and the use of fee revenues. DIFs do not require voter approval. They are not usually consistent or predictable





enough to serve as security for the issuance of bonds or secure ongoing revenue. Such fees must be approved and enacted by resolution by cities and counties on behalf of special districts.

DIF expenditures are limited to capital expenditures necessary to support new development. This funding source is not available for general operations. It varies each year based on the amount of development.

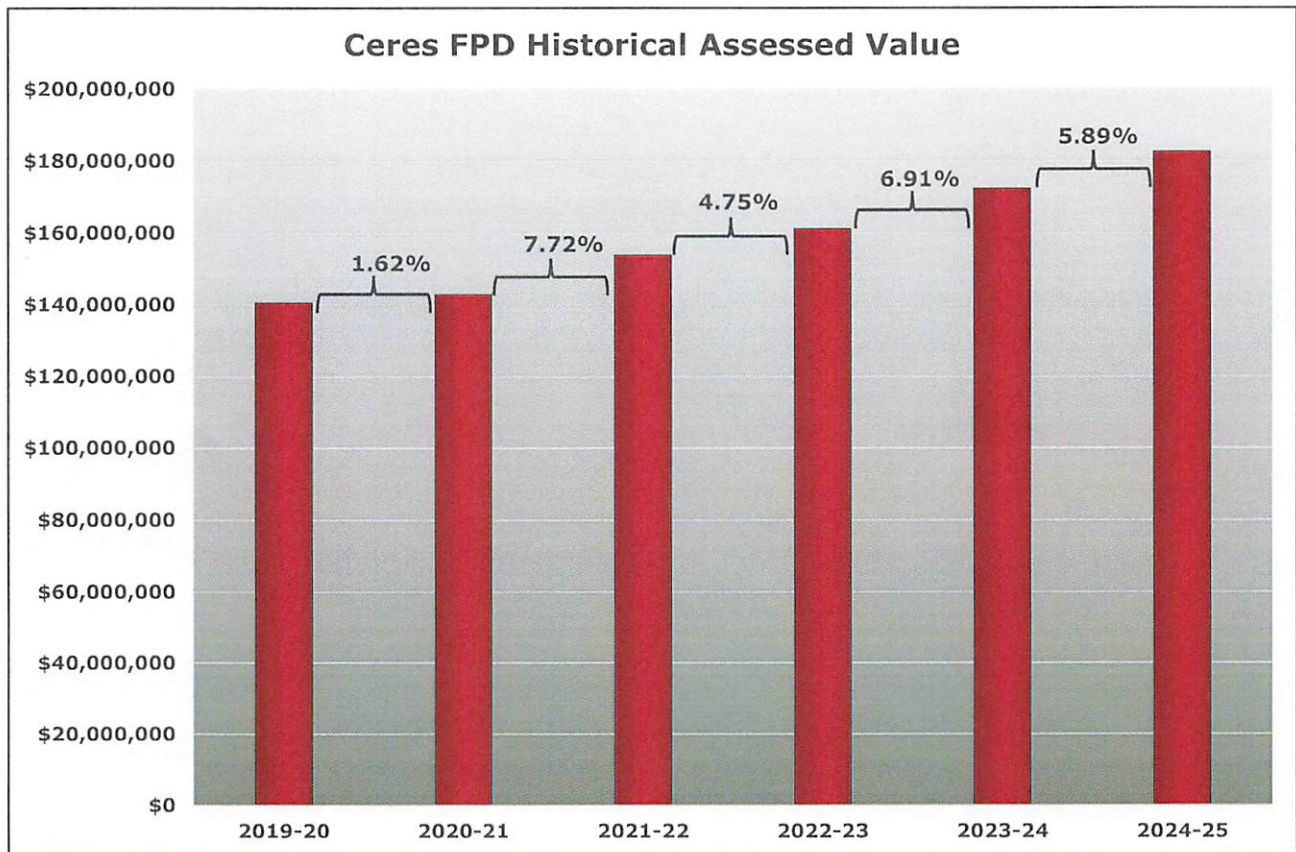
Ceres FPD Revenues

For 2024-25, the Ceres FPD budget includes approximately \$100,000 of revenues. Of these revenues, approximately \$37,623 are property taxes and \$55,936 are benefit assessments.

Property Taxes

Property taxes make up approximately 37% of the total revenue received by the Ceres FPD. Since 2019-20, the Ceres FPD's assessed value has grown at an average annual growth rate of 5.38%, as shown in **Chart 2**.

CHART 2

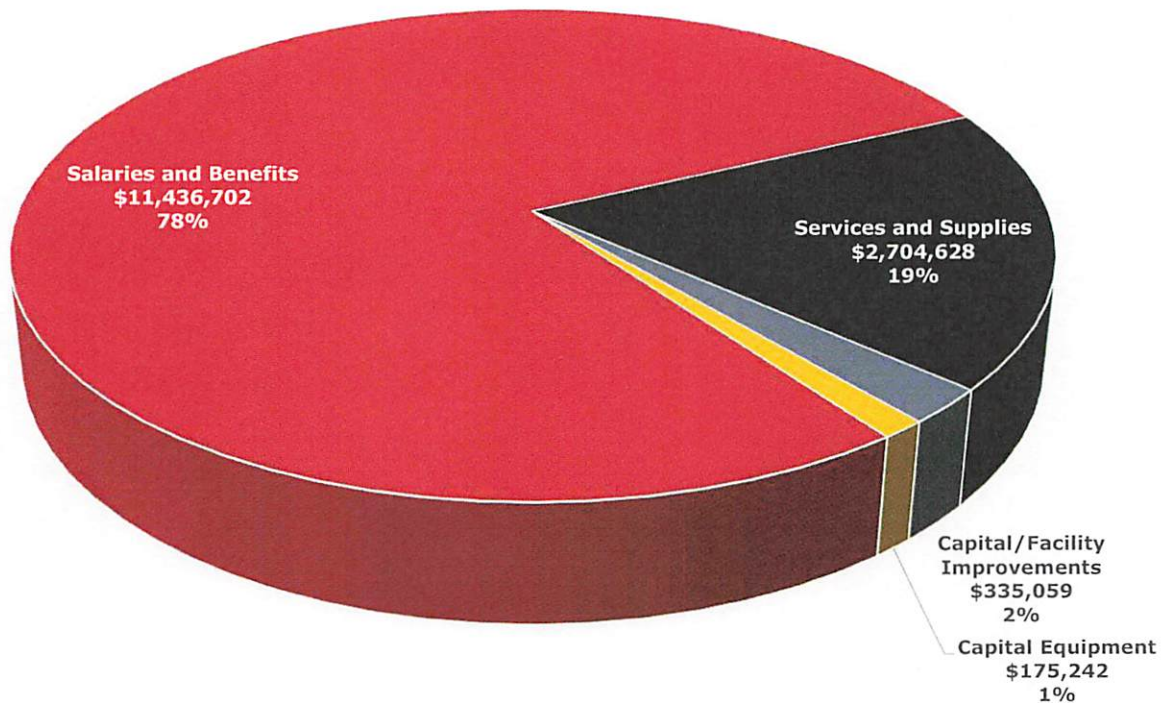


Stanislaus FPD Expenditures

Stanislaus FPD's governing body, the Board of Directors, appropriates amounts from the General Fund to provide the core operations of the District to meet the needs of its citizens. The funds are appropriated by the nature of the expenditure. **Figure 6** demonstrates the allocation of the 2024-25 approved budget costs between salaries and benefits, supplies and services, capital outlay and maintenance, and other operating expenses. Salaries and benefits make up 78% of Stanislaus FPD's \$14.6 million in operating expenditures. Services and supplies, making up the next largest budget category, is comprised of insurance costs, fuel, utilities, communications, office supplies, legal costs and professional fees. Stanislaus FPD is currently operating with a balanced budget, meaning available revenues meet all operating costs.

FIGURE 6

Stanislaus Consolidated FPD 2024-25 Budgeted Expenditures

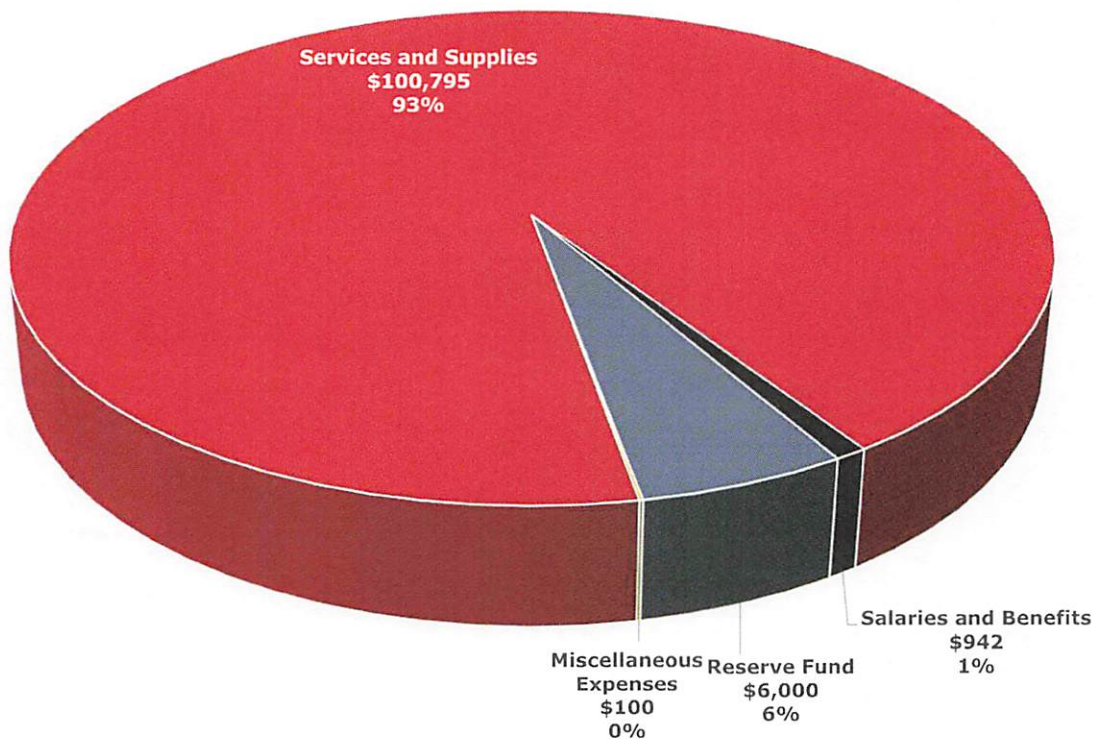


Ceres FD Expenditures

Ceres FPD's governing body, the Board of Directors, appropriates amounts from the General Fund to provide the core operations of the District to meet the needs of its citizens. The funds are appropriated by the nature of the expenditure. **Figure 7** demonstrates the allocation of the 2024-25 approved budget costs between salaries and benefits, services and supplies, and other operating expenses. Services and supplies make up 93% of Ceres FPD's \$107,837 in operating expenditures. The services and supplies include the approximately \$77,682 contract with the City of Ceres and a \$12,600 contract for administrative support services. Ceres FPD is currently operating with a balanced budget, meaning available revenues meet all operating costs.

FIGURE 7

Ceres FPD 2024-25 Budgeted Expenditures



Merged Fire District Financial Analysis

Combining these two departments through the annexation of Ceres FPD into the Stanislaus FPD will create some operational efficiencies for operations of the merged entities. As an independent special district with more than one staffed fire station, Stanislaus FPD can create an operational model that will integrate the operations of the Ceres FPD into the operational structure of the existing Stanislaus FPD. As such, when analyzing the annexation, a new budget can be developed to reflect the additional Ceres FPD revenue as part of the existing budget model of the Stanislaus FPD.

Merged Budget

The 2024-25 budget information summarized above can be used to develop a base expenditure budget which forms the basis of the projections of the operations for the next five years. No salary adjustments are included in the forecasts and the challenges regarding pay disparity and benefit adjustments are items to be addressed during the negotiation process related to the proposed annexation. **Table 9** shows the base budget post-annexation based on 2024-25 figures.

TABLE 9


Combined Expenditure Budget (2024-25 Base)	
Salaries and Benefits	
Stanislaus FPD Salaries and Benefits	\$11,436,702
Ceres FPD Salaries and Benefits	\$942
Combined Salaries and Benefits	\$11,437,644
Services and Supplies	\$2,805,423
Capital and Facility Improvements	\$335,059
Other Expenditures	\$181,342
Total Expenditures	\$14,759,468

The base combined 2024-25 budget can then be used to create a five-year expenditure projection, as shown in **Table 10**. Salaries and benefits continue to rise driven by COLA adjustments, increased health care costs, increased wages from negotiated labor agreements, workers compensation increases, and pension costs. Growth rate for the salaries and benefits is forecast at 5% per year. Other costs for supplies, services, energy, and maintenance are projected to grow at 3% during the projection period. The contract between Ceres FPD and the City of Ceres is removed in 2026-27.

TABLE 10

Multi-Year Merged Expenditure Projection					
	2024-25 (Base)	2025-26	2026-27	2027-28	2028-29
Salaries and Benefits	\$11,437,644	\$12,009,526	\$12,610,003	\$13,240,503	\$13,902,528
Services and Supplies	\$2,805,423	\$2,889,586	\$2,896,261	\$2,983,149	\$3,072,643
Capital and Facility Improvements	\$335,059	\$345,111	\$355,464	\$366,128	\$377,112
Other Expenditures	\$181,342	\$186,782	\$192,386	\$198,157	\$204,102
Total Expenditures	\$14,759,468	\$15,431,005	\$16,054,113	\$16,787,937	\$17,556,385





Revenues Needed to Support Annexation

Key financial decision points for Stanislaus FPD and Ceres FD are to ensure there is sufficient current and future revenue sources for the annexation and that there is relative equity in both agencies' 1% general purpose property tax levy that property owners pay from their assessed property value and assessment contributions to the combined agency. The Stanislaus FPD sources of revenue from the Ceres FPD would be set at the time of annexation.

Ceres FD

- 24/25 Assessed Valuation - \$182,358,271 (1.98% of combined)
- As of 22/23, receives 2.31% of the 1% County tax rate, which amounts to \$37,151
- 24/25 Base Assessment \$90, and equates to \$56,077
- Taxable Parcels - 588

Consolidated FPD

- 24/25 Assessed Valuation - \$9,012,481,186 (98.02% of combined)
- As of 22/23, receives 4.52% of the 1% County tax rate, which amounts to \$3,539,996.
- 24/25 Base Assessment \$341, and equates to \$8,052,890

Combined Assessed Value

- Combined Assessed Valuation \$9,194,839,457

In order for the annexation to be feasible, the District's will request LAFCO to order the Stanislaus FPD Special Assessment be imposed on property within Ceres FPD boundaries

From a capital perspective, Stanislaus FPD has a development impact fee program in place that provides funding for capital improvements necessary to support new development within the District. The Ceres FPD does not impose impact fees for fire. In order to achieve funding equity between the two communities and to fund capital improvements, including station improvements and vehicle/apparatus acquisition, as part of the annexation, the District's will request LAFCO to order the Stanislaus FPD development impact fee schedule be imposed on new development within Ceres FPD boundaries.

Reserve Funds

Reserve funds support unexpected contingencies, provide a buffer for unplanned fiscal issues, and create opportunities for future strategic decisions, like annexation. Reserve fund policy is set by the Governing Boards, and agencies typically set a target range based on the volatility of their annual budget. Some reserve funds may be restricted by policy or by law and cannot be used for other purposes.

Stanislaus FPD has reserve policies to ensure sufficient reserve levels for economic uncertainties, catastrophic events, capital improvements, and employee retirement obligations. Stanislaus FPD will assume all Ceres FPD reserves and obligations.

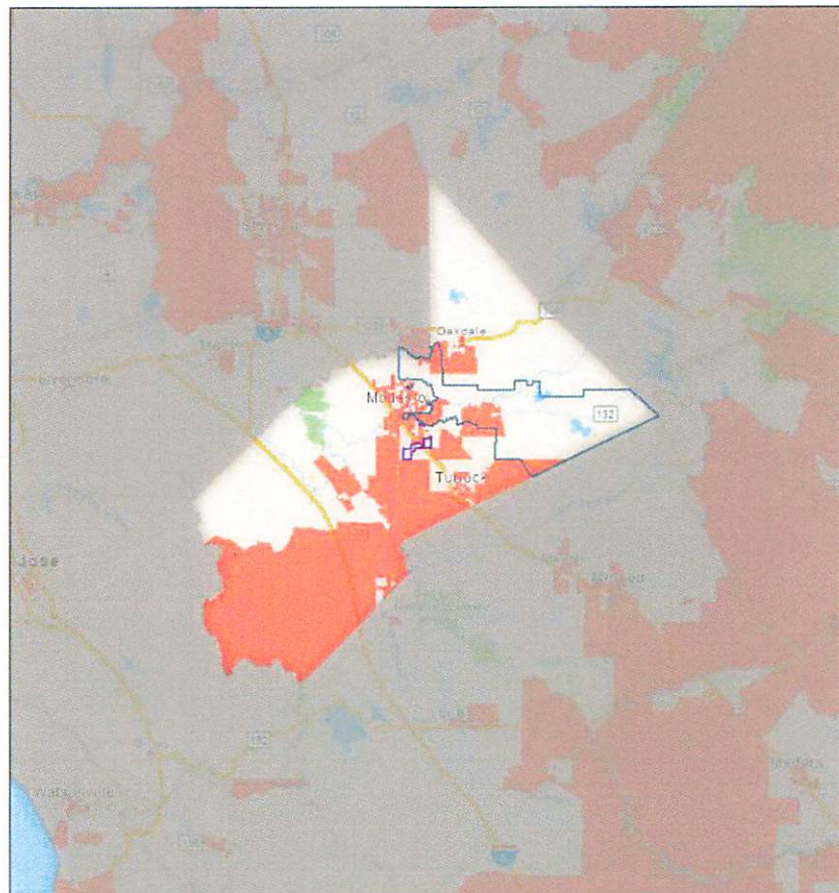


DISADVANTAGED COMMUNITIES ANALYSIS

Senate Bill No. 244 ("SB 244") was enacted in 2011, requiring municipalities and counties to address inequalities between unincorporated communities. The law requires assessing access to vital public services and evaluating current states of infrastructure for disadvantaged unincorporated communities. **Figure 8** shows the disadvantaged communities identified in Stanislaus County.

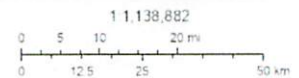
A Disadvantaged Unincorporated Community ("DUC") is an inhabited and unincorporated community that includes 10 or more dwelling units in proximity or where 12 or more registered voters reside and have an annual median household income that is 80 percent or less of the statewide median housing income.

FIGURE 8
Stanislaus County Disadvantaged Communities



4/23/2025

-  Stanislaus Consolidated FPD
-  Ceres FPD
-  Disadvantaged Community



Sources: Esri, TomTom, Garmin, FAO, NOAA, USGS, © OpenStreetMap contributors, and the GIS User Community

It is not within the scope of this report to evaluate public facilities of sewers and water supply. But, each of these areas will continue to receive structural fire protection, just as they currently do. There are no communities within the existing boundaries or adjacent to the Ceres FPD or Stanislaus FPD's sphere of influence that lack public services. The proposed annexation does not contemplate reducing services, and no previous health or safety issues have been identified. No new or existing negative impacts have been identified.



FUTURE GROWTH – POPULATION

Stanislaus FPD Future Growth

Residential Development

Stanislaus FPD has three land use agencies within its boundaries – the Cities of Riverbank and Waterford and the County of Stanislaus.

City of Riverbank

The City of Riverbank has several planned residential development projects with a total of 4,721 projected new residential units, shown in **Table 11** below.

TABLE 11

City of Riverbank Projected Residential Development	
Development	# of Units
Countryside 2	40
Countryside 3	22
Crossroads West	1,964
Diamond Bar East	83
Elm Wood Estates	20
Lucky House Tiny Homes	40
Pocket Senior Housing	28
River Walk	2,432
The Heritage Collection at Sierra Street	64
Ward Avenue Villas	28
Total Projected Units	4,721

Source: City of Riverbank

City of Waterford

The City of Waterford adopted the Lake Pointe Master Development Plan in November 2007. The project is comprised of approximately 425 acres located in the northeastern portion of the city and is a mixed-use residential community. The development will include multi-family and single-family dwelling units, shown in **Table 12**.

TABLE 12

City of Waterford Projected Residential Development	
Development	# of Units
Lake Pointe Master Development Plan	2,812



Unincorporated County of Stanislaus

There are currently no planned development projects within the unincorporated portion of the County of Stanislaus that is within the Stanislaus FPD boundaries. Using the developer fee collections of the District from the last eight years, the unincorporated portions of Stanislaus County within the Stanislaus FPD have added an average of 65 residential units per year, shown in **Table 13** below. It is expected that this rate of growth will continue over the next eight years for a total of approximately 520 new residential units.

TABLE 13

Unincorporated 8 Year Historical New Residential Development	
Year	# of Residential Units
2016	64
2017	68
2018	63
2019	75
2020	58
2021	53
2022	83
2023	57
Average	65

Source: Stanislaus Consolidated Fire Protection District

Ceres FPD Future Growth

The District's are not aware of any future new development other than the proposed Copper Trails specific plan. If that development were to proceed, it is expected that the City of Ceres will annex that territory into its boundaries.

Using ParcelQuest it was determined that over the last eight years an average of 1 residential unit per year has been constructed within the Ceres FPD, shown in **Table 14** below. It is expected that this rate of growth will continue over the next eight years for a total of approximately 8 new residential units.



TABLE 14

Ceres FPD 8 Year Historical New Residential Development	
Year	# of Residential Units
2016	-
2017	1
2018	1
2019	-
2020	1
2021	2
2022	-
2023	1
Average	1

Source: ParcelQuest

Stanislaus County Population Estimates

Population projections for Stanislaus County are shown in **Figure 9**. Stanislaus County is estimated to grow by 22% by 2050.

FIGURE 9

Table 5 Local Area Population Forecast

Location	2020	2025	2030	2035	2040	2045	2050
Ceres City	49,565	52,651	54,361	55,890	57,759	59,869	62,093
Hughson City	7,443	8,252	8,699	9,101	9,590	10,144	10,726
Modesto City	219,571	229,897	235,617	240,738	246,988	254,052	261,492
Newman City	11,334	12,297	12,829	13,307	13,889	14,547	15,240
Oakdale City	22,862	24,390	25,237	25,994	26,919	27,965	29,066
Patterson City	22,284	25,696	27,585	29,278	31,342	33,676	36,134
Riverbank City	24,926	28,223	30,048	31,684	33,679	35,934	38,310
Turlock City	75,015	80,342	83,293	85,935	89,159	92,803	96,641
Waterford City	9,181	9,692	9,975	10,229	10,538	10,888	11,257
Unincorporated Central	78,246	79,391	80,025	80,593	81,286	82,069	82,894
Unincorporated Northeast	10,627	10,898	11,048	11,182	11,346	11,531	11,726
Unincorporated South	20,548	21,258	21,651	22,003	22,433	22,918	23,430
Unincorporated West	8,980	9,127	9,208	9,281	9,370	9,471	9,576
<i>(Sub-Total Unincorporated)</i>	<u>118,401</u>	<u>120,674</u>	<u>121,932</u>	<u>123,059</u>	<u>124,435</u>	<u>125,989</u>	<u>127,626</u>
Stanislaus County	560,582	592,113	609,576	625,215	644,296	665,867	688,585

Source: 2021 Stanislaus County Demographic and Employment Forecast, University of the Pacific Center for Business and Policy Research



FIGURE 10

Table 6 Projected Population Change for Stanislaus County Local Areas

Location	2020-30 growth	2020-30 growth rate	2020-50 growth	2020-50 growth rate
Ceres City	4,796	9.7%	12,528	25.3%
Hughson City	1,256	16.9%	3,283	44.1%
Modesto City	16,046	7.3%	41,921	19.1%
Newman City	1,495	13.2%	3,906	34.5%
Oakdale City	2,375	10.4%	6,204	27.1%
Patterson City	5,301	23.8%	13,850	62.2%
Riverbank City	5,122	20.5%	13,384	53.7%
Turlock City	8,278	11.0%	21,626	28.8%
Waterford City	794	8.6%	2,076	22.6%
Unincorporated Central	1,779	2.3%	4,648	5.9%
Unincorporated Northeast	421	4.0%	1,099	10.3%
Unincorporated South	1,103	5.4%	2,882	14.0%
Unincorporated West	228	2.5%	596	6.6%
<i>(Sub-Total Unincorporated)</i>	<u>3,531</u>	<u>3.0%</u>	<u>9,225</u>	<u>7.8%</u>
Stanislaus County	48,994	8.7%	128,003	22.8%

Source: 2021 Stanislaus County Demographic and Employment Forecast, University of the Pacific Center for Business and Policy Research





GOVERNANCE UNDER THE ANNEXATION

As part of the annexation analysis, the question of policy governance (elected officials) must be addressed. It is expected that the board of directors for Stanislaus FPD will continue to be appointed by the County Board of Supervisors. Currently the Stanislaus FPD board of directors has a representative from the Empire area. It is expected that following the annexation, there will be a director from the Empire area/former Ceres FPD boundaries.



LAFCO GOVERNMENT CODE SECTION REQUIREMENTS

Government Code Section 56425

Subsection	Description	Response
e1	The present and planned land uses in the area, including agricultural and open-space lands.	No changes
e2	The present and probable need for public facilities and services in the area.	Addressed in report
e3	The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.	Addressed in report
e4	The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.	No changes
e5	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 subdivision (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.	No additional public facilities needed

Government Code Section 56430

a	In order to prepare and to update spheres of influence in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for service review the county, the region, the subregion, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:	Report supports LAFCO's written update of service review for combined entity
a1	Growth and population projections for the affected area.	Addressed in report
a2	The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.	Addressed in report
a3	Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.	Addressed in report
a4	Financial ability of agencies to provide services.	Addressed in report
a5	Status of, and opportunities for, shared facilities.	Addressed in report
a6	Accountability for community service needs, including governmental structure and operational efficiencies.	Addressed in report
a7	Any other matter related to effective or efficient service delivery, as required by commission policy.	Addressed in report



Government Code Section 56653

b	The plan for providing services shall include all of the following information and any additional information required by the commission or the executive officer:	
b1	An enumeration and description of the services currently provided or to be extended to the affected territory.	Addressed in report
b2	The level and range of those services.	Addressed in report
b3	An indication of when those services can feasibly be extended to the affected territory, if new services are proposed.	Addressed in report
b4	An indication of any improvement or upgrading of structures, roads, sewer or water facilities, or other conditions the local agency would impose or require within the affected territory if the change of organization or reorganization is completed.	Addressed in report



RESOLUTION 2026-001

RESOLUTION OF APPLICATION BY THE BOARD OF DIRECTORS OF THE STANISLAUS CONSOLIDATED FIRE PROTECTION DISTRICT REQUESTING THE STANISLAUS COUNTY LOCAL AGENCY FORMATION COMMISSION INITIATE PROCEEDINGS FOR THE DISSOLUTION OF THE CERES FIRE PROTECTION DISTRICT AND SIMULTANEOUS ANNEXATION OF THE TERRITORY TO THE STANISLAUS CONSOLIDATED FIRE PROTECTION DISTRICT

RESOLVED, by the Board of Directors of the Stanislaus Consolidated Fire Protection District (the "SCFPD") that:

WHEREAS, the SCFPD was formed pursuant to the Fire Protection District Law of 1987, commencing with Section 13800 of the Health and Safety Code, and the Ceres Fire Protection District ("CFPD") was formed pursuant to the Fire Protection District Law of 1987 commencing with Section 13800 of the Health and Safety Code.

WHEREAS, the SCFPD and CFPD have a history of collaboration and cooperation efforts, including community outreach, community risk reduction, and public safety initiatives; and

WHEREAS, the SCFPD desires to initiate, jointly with CFPD, proceedings pursuant to the Cortese- Knox-Hertzberg Local Government Reorganization Act of 2000, Division 3, commencing with Section 56000 of the Government Code by the Local Agency Formation Commission ("LAFCO"), for reorganization that includes the dissolution of CFPD and annexation of CFPD territory into the SCFPD; and

WHEREAS, the territory proposed to be reorganized is inhabited and encompasses the areas described in the map included in the Plan for Services attached and incorporated by reference as Exhibit A; and

WHEREAS, the proposed reorganization will be consistent with the sphere of influence of SCFPD, as a request to simultaneously expand the Sphere of Influence to be coterminous with the annexed territory of CFPD will be included with the application to LAFCO; and

WHEREAS, the reasons for the reorganization of SCFPD and CFPD into one entity are to enhance the efficiency, effectiveness, and economy of the reorganized district, better meeting the fire, rescue, hazardous materials emergency response, and emergency medical response of the community, as described in the Plan for Services attached to this Resolution and incorporated by reference as Exhibit A; and

WHEREAS, SCFPD has assumed Lead Agency status for this project for purposes of the California Environmental Quality Act (CEQA), commencing with California Public Resources Code Section 21000, on behalf of the two districts; and

WHEREAS, the proposed reorganization is not a project requiring environmental review under the California Environmental Quality Act ("CEQA"), Public Resources Code section 21000 *et seq.* and accompanying regulations in Title 14 of the California Code of Regulations, section 15000 *et seq.* ("State CEQA Guidelines") because it does not have the potential to result in a direct physical change in the environment or a reasonably foreseeable indirect physical change to the environment. (Pub. Resources Code, § 21065; State CEQA Guidelines, § 15378). The proposed reorganization will not

alter the area where services are provided, or change the type of services provided to said area. The proposed reorganization itself will not change any existing land use or result in construction of new facilities. CFPD has no existing facilities, therefore there would be no demolition or repurposing of any CFPD facilities that could have an impact on the environment. Further, the proposed reorganization does not authorize any construction or development of land; and

WHEREAS, even if the proposed reorganization is considered a "project" under CEQA, it is exempt from environmental review under the Class 20 exemption for changes in the organization of local agencies. (State CEQA Guidelines, § 15320.) Under section 15320, changes in the organization of a local governmental agency are exempt if the changes do not modify the geographical area in which previously existing powers are exercised. This exemption applies because the proposed reorganization constitutes a "change of organization" or "changes of organization" under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, and does not change the geographical area within which the power to provide the Services will be exercised. CFPD and SCFPD both are fire protection districts operating pursuant to the Fire Protection District Law of 1987 and have authority to exercise the same powers. Therefore, the contemplated reorganization will not change the geographic area of previously authorized powers. Furthermore, the proposed reorganization is similar in nature to the example set forth in State CEQA Guidelines, § 15320(b) in that it results in the merging of two agencies' service boundaries where both agencies have identical powers. There is no evidence that the proposed reorganization involves cumulative impacts or successive projects, any unusual circumstances that might cause a significant effect on the environment, impacts on scenic highways, hazardous waste sites, or historic resources. (State CEQA Guidelines, § 15300.2.); and

WHEREAS, even if the approval of proposed reorganization is considered a "project," it is also exempt under the "common sense" exemption because it can be seen with certainty that there is no possibility that it may have a significant effect on the environment. (State CEQA Guidelines, § 15061(b)(3).) The proposed reorganization itself does not authorize any construction or development of land. If a construction or development project is proposed in the future, the construction or development would be subject to environmental review, as required under CEQA, at that time. Because the site and project-specific details of any potential future construction or development project are unknown at this time, impacts of such potential future development are speculative.

WHEREAS, the SCFPD Board intends for this Resolution of Application to be substantially similar to the Resolution of Application adopted by the CFPD Board for this reorganization, consistent with Section 56853 of the California Government Code.

NOW, THEREFORE, BE IT RESOLVED, by the Board of Directors of the CFPD, as follows:

1. Adoption of Resolution of Application. This Resolution of Application is hereby adopted and approved by the Board of Directors of the SCFPD. The Stanislaus Local Agency Formation Commission ("LAFCO") is hereby requested to (1) dissolve the CFPD and reorganize the territory described in Exhibit A; expand the sphere of influence for the SCFPD to be coterminous with said territory; and annex the CFPD to the SCFPD according to the terms and conditions set forth below and in the manner provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.
2. Terms and Conditions. The SCFPD Board of Directors requests that, under LAFCO's conditioning powers under Government Code section 56886, the reorganization described above be subject to the following terms and conditions:
 - a. Successor Agency. Upon the date of recording of the LAFCO Certificate of Completion

(the "Effective Date"), SCFPD shall be the successor to CFPD. Upon the Effective Date, all rights, responsibilities, properties, contracts, assets and liabilities, and functions of the CFPD are to be transferred to the SCFPD as the successor to the CFPD. Notwithstanding the foregoing, SCFPD will not assume that certain Agreement Between City of Ceres and Ceres Fire Protection District For the Provision of Fire Suppression and First Responder Emergency Services dated June 25, 2001, which shall dissolve and terminate with CFPD, shall no longer be of force and effect after the Effective Date, and shall not be binding upon SCFPD.

- b. Maintenance of Reserve Accounts. SCFPD shall maintain the reserve accounts presently maintained by CFPD.
 - c. Revenue Transfer. SCFPD and CFPD have, together with direction and input from the County, negotiated an agreement for the transfer of CFPD property tax revenues to SCFPD which would take effect on the Effective Date. Prior to LAFCO's issuance of a Certificate of Filing for the reorganization, the County shall adopt resolution(s) agreeing to a property tax transfer, in accordance with Revenue and Taxation Code Sections 99(b)(6). In accordance with Government Code Sections 56886(t) and 57330, the subject territory shall be subject to the levying and collection of all previously authorized charges, fees, impact fees, assessments, or taxes of SCFPD. Upon completion of the LAFCO proceedings and the recording of the LAFCO Certificate of Completion, SCFPD shall levy, collect, track, expend and administer all revenue, income, and previously authorized charges, fees, assessments, funds, and taxes currently in effect, levied, or collected by the CFPD, including, but not limited to, property and other taxes in accordance with the authorizing actions of such financial mechanisms.
 - d. Board of Directors. On the Effective Date, the CFPD Board of Directors will be dissolved, and the SCFPD Board of Directors will adjust the current board position held by a representative from the Empire community to a position held by a member at large.
3. CEQA Compliance. For all the reasons set forth in the above Recitals, and based upon all of the substantial evidence in the record as a whole, the Board of Directors finds that the proposed reorganization: (1) is not a "project" subject to environmental review under CEQA (Pub. Resources Code, § 21065; State CEQA Guidelines, § 15378); (2) alternatively, is exempt from CEQA under the Class 20 exemption as a "change in organization" (State CEQA Guidelines, § 15320); (3) alternatively, is exempt from CEQA under the "common sense" exemption because it can be seen with certainty that there is no possibility that the proposed reorganization may have a significant effect on the environment. (State CEQA Guidelines, § 15061(b)(3)); and (4) none of the exceptions to the application of these exemption exist (State CEQA Guidelines, § 15300.2).
- a. The Board of Directors hereby directs that all documents and other materials constituting the record of proceedings related to this Resolution of Application for approval of the proposed reorganization, be maintained by SCFPD, on file at the District offices at 3324 Topeka St., Riverbank, CA 95367.
 - b. The Board of Directors directs Staff to file a Notice of Exemption with the County Clerk for the County of Stanislaus.
4. Submission of Resolution of Application and other Application Materials. The Board of Directors authorizes and directs the Fire Chief to file a certified copy of this Resolution of Application together with the required LAFCO application, finalized plan for services as

required by Government Code section 56653, map, and other documents with LAFCO's Executive Officer.

5. Further Authority Granted to the District Fire Chief. The Fire Chief is authorized to sign any and all documents and agreements with LAFCO and the County of Stanislaus or CFPD to carry out the intent of this Resolution of Application based on the terms in this Resolution of Application.
6. Effective Date. This Resolution of Application shall take effect immediately upon adoption by the Board of Directors.

PASSED, APPROVED AND ADOPTED by the Board of Directors of the SCFPD at a regular meeting thereof held on the 11th day of March 2026, by the following vote:

AYES: 4 Rivers, Stanfield, Neal, Murdock

NOES: 0

ABSENT: 1 Bernardi

ABSTAIN: 0

Amanda McCormick
Amanda McCormick, Clerk of the Board



Brandon Rivers, President

Attachments:

Exhibit A – Plan for Services

Exhibit A
Plan for Services

Plan for Services (Government Code 56653)

Description of the services to be extended to the proposal area:

Stanislaus Consolidated Fire Protection District (SCFPD) provides a full range of services, including fire prevention, fire suppression, emergency medical response, hazardous materials response, auto extrication, search and rescue, and disaster mitigation in addition to a variety of other miscellaneous requests. These services will be provided using existing fire stations, fire apparatus and personnel.

Description of the level and range of those services:

SCFPD provides a level of service consistent with the characteristics of the area that it protects: urban and suburban levels of service in and around the Cities of Riverbank, Waterford and Modesto and rural levels of service in the remote areas of the district due to water availability, extended response times, and terrain. This same level of service will be provided to the proposal area.

An indication of when those services can feasibly be extended to the affected territory, if new services are proposed:

SCFPD will provide service from the date of approval of annexation.

An indication of any improvement or upgrading of structures, roads, sewer or water facilities, or other conditions the local agency would impose or require within the affected territory if the change of organization or reorganization is completed:

The proposal area is currently receiving services through a contract with the City of Ceres. The services to be provided by SCFPD do not exceed the current services therefore no new development is proposed.

Information with respect to how those services will be financed:

The proposed annexation would extend the SCFPD's property tax allocation pursuant to a tax exchange agreement to be approved by the Stanislaus County Board of Supervisors, and special assessment revenue sources from the proposal, providing regular and ongoing revenue sources to sustain fire protection services.



CERES FIRE PROTECTION DISTRICT

P.O. BOX 1335
SALIDA, CALIFORNIA 95368
PHONE (209) 497-2389

Board Members Gary Marchy –Chairman Bob Rensted

CERES FIRE PROTECTION DISTRICT RESOLUTION No. 2026-02

RESOLUTION OF APPLICATION BY THE BOARD OF DIRECTORS OF THE CERES FIRE PROTECTION DISTRICT REQUESTING THE STANISLAUS COUNTY LOCAL AGENCY FORMATION COMMISSION INITIATE PROCEEDINGS FOR THE DISSOLUTION OF THE CERES FIRE PROTECTION DISTRICT AND SIMULTANEOUS ANNEXATION OF THE TERRITORY TO THE STANISLAUS CONSOLIDATED FIRE PROTECTION DISTRICT

RESOLVED, by the Board of Directors of the Ceres Fire Protection District (the "CFPD") that:

WHEREAS, the CFPD was formed pursuant to the Fire Protection District Law of 1987, commencing with Section 13800 of the Health and Safety Code, and the Stanislaus Consolidated Fire Protection District ("SCFPD") was formed pursuant to the Fire Protection District Law of 1987 commencing with Section 13800 of the Health and Safety Code.

WHEREAS, the CFPD and SCFPD have a history of collaboration and cooperation efforts, including community outreach, community risk reduction, and public safety initiatives; and

WHEREAS, the CFPD desires to initiate, jointly with SCFPD, proceedings pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Division 3, commencing with Section 56000 of the Government Code by the Local Agency Formation Commission ("LAFCO"), for reorganization that includes the dissolution of CFPD and annexation of CFPD territory into the SCFPD; and

WHEREAS, the territory proposed to be reorganized is inhabited and encompasses the areas described in the map included in the Plan for Services attached and incorporated by reference as Exhibit A; and

WHEREAS, the proposed reorganization will be consistent with the sphere of influence of SCFPD, as a request to simultaneously expand the Sphere of Influence to be coterminous with the annexed territory of CFPD will be included with the application to LAFCO; and

WHEREAS, the reasons for the reorganization of CFPD and SCFPD into one entity, SCFPD, are to enhance the efficiency, effectiveness, and economy of the reorganized district, better meeting the fire, rescue, hazardous materials emergency response, and emergency medical response of the community, as described in the Plan for Services attached to this Resolution and incorporated by reference as Exhibit A; and

WHEREAS, SCFPD has assumed Lead Agency status for this project for purposes of the California Environmental Quality Act (CEQA), commencing with California Public Resources Code Section 21000, on behalf of the two districts; and

WHEREAS, the proposed reorganization is not a project requiring environmental review under the California Environmental Quality Act ("CEQA"), Public Resources Code section 21000 *et seq.* and accompanying regulations in Title 14 of the California Code of Regulations, section 15000 *et seq.* ("State CEQA Guidelines") because it does not have the potential to result in a direct physical change in the environment or a reasonably foreseeable indirect physical change to the environment. (Pub. Resources Code, § 21065; State CEQA Guidelines, § 15378). The proposed reorganization will not alter the area where services are provided or change the type of services provided to said area. The proposed reorganization itself will not change any existing land use or result in construction of new facilities. CFPD has no existing facilities, therefore there would be no demolition or repurposing of any CFPD facilities that could have an impact on the environment. Further, the proposed reorganization does not authorize any construction or development of land; and

WHEREAS, even if the proposed reorganization is considered a "project" under CEQA, it is exempt from environmental review under the Class 20 exemption for changes in the organization of local agencies. (State CEQA Guidelines, § 15320.) Under section 15320, changes in the organization of a local governmental agency are exempt if the changes do not modify the geographical area in which previously existing powers are exercised. This exemption applies because the proposed reorganization constitutes a "change of organization" or "changes of organization" under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 and does not change the geographical area within which the power to provide the Services will be exercised. CFPD and SCFPD are both fire protection districts operating pursuant to the Fire Protection District Law of 1987 and have authority to exercise the same powers. Therefore, the contemplated reorganization will not change the geographic area of previously authorized powers. Furthermore, the proposed reorganization is similar in nature to the example set forth in State CEQA Guidelines, § 15320(b) in that it results in the merging of two agencies' service boundaries where both agencies have identical powers. There is no evidence that the proposed reorganization involves cumulative impacts or successive projects, any unusual circumstances that might have a significant effect on the environment, impacts on scenic highways, hazardous waste sites, or historic resources. (State CEQA Guidelines, § 15300.2.); and

WHEREAS, even if the approval of proposed reorganization is considered a "project," it is also exempt under the "common sense" exemption because it can be seen with certainty that there is no possibility that it may have a significant effect on the environment. (State CEQA Guidelines, § 15061(b)(3).) The proposed reorganization itself does not authorize any construction or development of land. If a construction or development project is proposed in the future, the construction or development would be subject to environmental review, as required under CEQA, at that time. Because the site and project-specific details of any potential future construction or development project are unknown at this time, impacts of such potential future development are speculative.

WHEREAS, the CFPD Board intends for this Resolution of Application to be substantially similar to the Resolution of Application adopted by the SCFPD Board for this reorganization, consistent with Section 56853 of the California Government Code.

NOW, THEREFORE, BE IT RESOLVED, by the Board of Directors of the CFPD, as follows:

1. Adoption of Resolution of Application. This Resolution of Application is hereby adopted and approved by the Board of Directors of the CFPD. The Stanislaus Local Agency Formation Commission ("LAFCO") is hereby requested to (1) dissolve the CFPD and reorganize the territory described in Exhibit A; expand the sphere of influence for the SCFPD to be coterminous with said territory; and annex the CFPD to the SCFPD according to the terms and conditions set forth below and, in the manner, provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

2. **Terms and Conditions.** The CFPD Board of Directors requests that, under LAFCO's conditioning powers under Government Code section 56886, the reorganization described above be subject to the following terms and conditions:
- a. **Successor Agency.** Upon the date of recording of the LAFCO Certificate of Completion (the "Effective Date"), SCFPD shall be the successor to CFPD. Upon the Effective Date, all rights, responsibilities, properties, contracts, assets and liabilities, and functions of the CFPD are to be transferred to the SCFPD as the successor to the CFPD. Notwithstanding the foregoing, SCFPD will not assume that certain Agreement Between City of Ceres and Ceres Fire Protection District for the Provision of Fire Suppression and First Responder Emergency Services dated June 25, 2001, which shall dissolve and terminate with CFPD, shall no longer be of force and effect after the Effective Date, and shall not be binding upon SCFPD.
 - b. **Maintenance of Reserve Accounts.** SCFPD shall maintain the reserve accounts presently maintained by CFPD.
 - c. **Revenue Transfer.** SCFPD and CFPD have, together with direction and input from the County, negotiated an agreement for the transfer of CFPD property tax revenues to SCFPD which would take effect on the Effective Date. Prior to LAFCO's issuance of a Certificate of Filing for the reorganization, the County shall adopt resolution(s) agreeing to a property tax transfer, in accordance with Revenue and Taxation Code Sections 99(b)(6). In accordance with Government Code Sections 56886(t) and 57330, the subject territory shall be subject to the levying and collection of all previously authorized charges, fees, impact fees, assessments, or taxes of SCFPD. Upon completion of the LAFCO proceedings and the recording of the LAFCO Certificate of Completion, SCFPD shall levy, collect, track, expend and administer all revenue, income, and previously authorized charges, fees, assessments, funds, and taxes currently in effect, levied, or collected by the SCFPD, including, but not limited to, property and other taxes in accordance with the authorizing actions of such financial mechanisms.
 - d. **Board of Directors.** On the Effective Date, the CFPD Board of Directors will be dissolved, and the SCFPD Board of Directors will adjust the current board position held by a representative from the Empire community to a position held by a member at large.
3. **CEQA Compliance.** For all the reasons set forth in the above Recitals, and based upon all of the substantial evidence in the record as a whole, the Board of Directors finds that the proposed reorganization: (1) is not a "project" subject to environmental review under CEQA (Pub. Resources Code, § 21065; State CEQA Guidelines, § 15378); (2) alternatively, is exempt from CEQA under the Class 20 exemption as a "change in organization" (State CEQA Guidelines, §15320); (3) alternatively, is exempt from CEQA under the "common sense" exemption because it can be seen with certainty that there is no possibility that the proposed reorganization may have a significant effect on the environment. (State CEQA Guidelines, § 15061(b)(3)); and (4) none of the exceptions to the application of these exemptions exist (State CEQA Guidelines, § 15300.2).
- a. The Board of Directors hereby directs that all documents and other materials constituting the record of proceedings related to this Resolution of Application for approval of the proposed reorganization, be maintained by CFPD, on file at the District offices at 3324 Topeka St, Riverbank, CA 95367.
 - b. The Board of Directors directs Staff to file a Notice of Exemption with the County Clerk for the County of Stanislaus.

4. Submission of Resolution of Application and other Application Materials. The Board of Directors authorizes and directs the Fire Chief to file a certified copy of this Resolution of Application together with the required LAFCO application, finalized plan for services as required by Government Code section 56653, map, and other documents with LAFCO's Executive Officer.
5. Further Authority Granted to the District Fire Chief. The Fire Chief is authorized to sign any and all documents and agreements with LAFCO and the County of Stanislaus or SCFPD to carry out the intent of this Resolution of Application based on the terms in this Resolution of Application.
6. Effective Date. This Resolution of Application shall take effect immediately upon adoption by the Board of Directors.

PASSED, APPROVED AND ADOPTED at a regular meeting of the Board of Directors of the Ceres Fire Protection District held this 19th day of February 2026.

And approved by the following vote:

Ayes:	2	Directors: Marchy & Rensted
Nays:	0	Directors:
Excused or Absent:	0	Directors:
Abstaining:	0	Directors:

CHAIRMAN: 
Gary Marchy, Board Chairman

ATTEST: 
Danielle Denczek, Clerk of the Board

FEASIBILITY STUDY OF THE ANNEXATION OF CERES FIRE PROTECTION DISTRICT INTO STANISLAUS CONSOLIDATED FIRE PROTECTION DISTRICT

July 2025



Prepared by:



Capitol | PFG

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EXECUTIVE SUMMARY

The Stanislaus Consolidated Fire Protection District ("Stanislaus FPD") and the Ceres Fire Protection District ("Ceres FPD") are interested in reorganizing and annexing fire services provided by the Ceres FPD into the Stanislaus FPD. This new organization would combine staff, facilities, governing bodies and Spheres of Influence ("SOI"). Specifically, the reorganization would annex the service area and SOI of the fire services currently provided by the Ceres FPD into Stanislaus FPD.

It is anticipated that this proposed annexation will result in service improvements to the constituents of both agencies, including:

- One Fire Chief to focus on executive management and community connections.
- Consolidation of business practices and office support positions.
- One governing body to set policy and make decisions based on the best interests of the combined communities.

This report addresses topics related to the annexation and is written to support the evaluation and decision making for staff and governing bodies for both agencies. If the proposed annexation is approved by both the Stanislaus FPD Board and the Ceres FPD Board, the report is also designed to guide the agencies in the annexation application process with Stanislaus County LAFCO. The report follows local LAFCO guidelines for evaluating services and SOI. Finally, this report serves as an outside independent analysis of the two agencies, and an assessment of key financial, facility, and performance indicators of a combined agency.

Key Findings

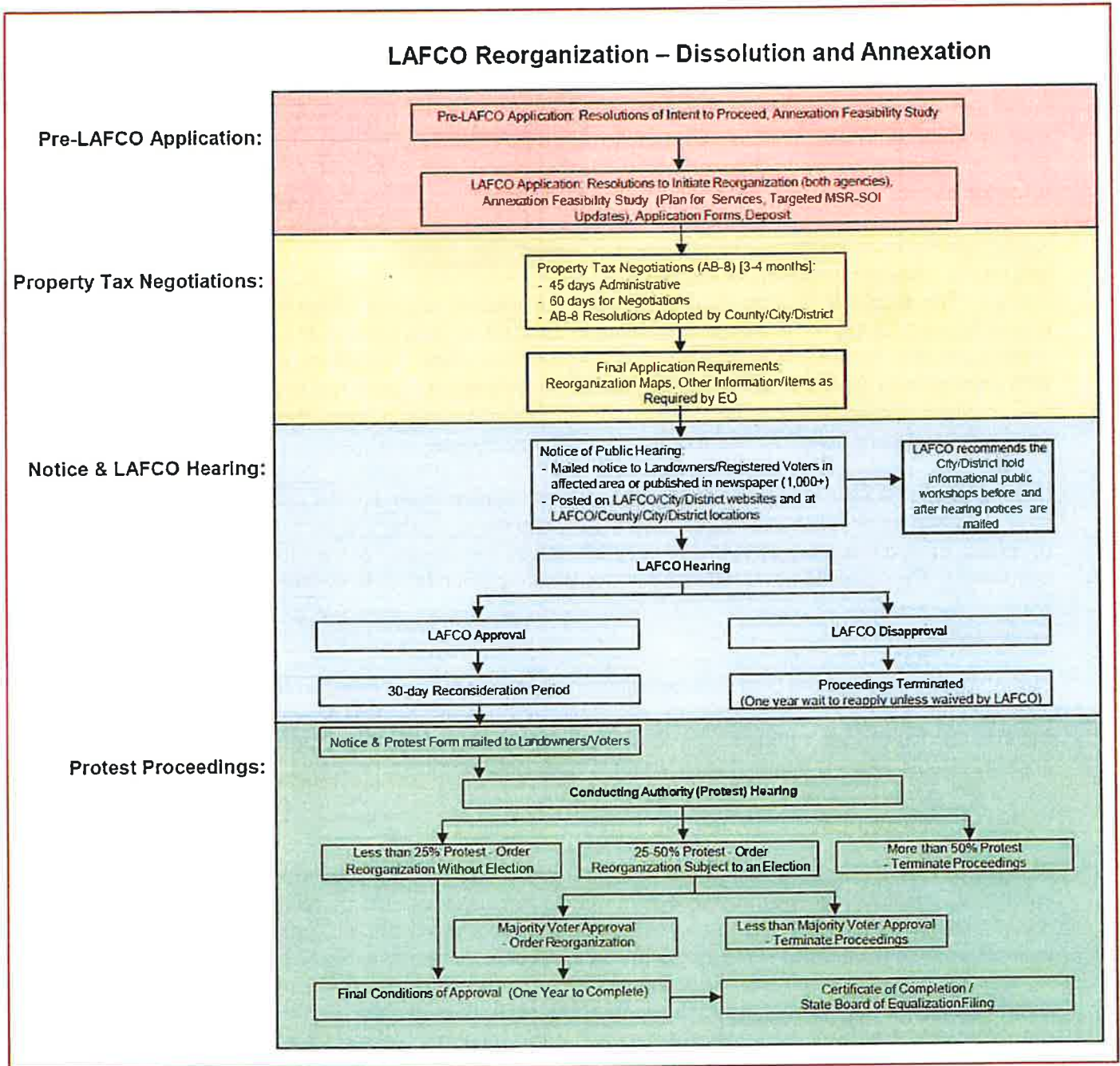
1. The communities would benefit from the annexation of Ceres FPD into Stanislaus FPD.
2. No staffing cuts or station closures are proposed.
3. No new facilities are needed. Services will be delivered from existing facilities.
4. Sufficient revenues exist to support the annexation.



LAFCO REORGANIZATION PROCESS

The proposed reorganization would annex the service area and SOI of the Ceres FPD into the Stanislaus FPD, and at the same time would dissolve the Ceres FPD. The reorganization process is shown in **Figure 1**.

FIGURE 1



DOCUMENTATION OF AGENCIES

Stanislaus Consolidated Fire Protection District

The Stanislaus FPD, is an independent special district, as defined in California Government Code Title 6 and California Health and Safety Code Division 12, known as "The Fire Protection District Law of 1987". The District was formed in 1995 and is located in Stanislaus County, shown in **Figure 2**, on the following page.

Stanislaus FPD covers 199 square miles in the central to eastern portion of Stanislaus County. The District's boundaries stretch from the eastern edge of McHenry Avenue east to the county lines of Tuolumne, Mariposa and Merced. The District also touches the southern edge of San Joaquin County. Within the District's boundaries are two cities – Riverbank and Waterford – along with several unincorporated communities, including Empire, Hickman, and La Grange. The District also provides service to the Airport Neighborhood, Beard Industrial Tract, the Turlock and Modesto Reservoirs and portions of the Stanislaus and Tuolumne Rivers.

The Stanislaus FPD serves over 50,000 residents and approximately 16,768 parcels with over 14,311 structures and responds to over 5,000 emergency calls per year. The District's population is projected to continue to experience growth due to planned residential housing development within the District's boundaries. The 2024-25 assessed value in the District's boundaries is \$9,012,481,186.

Stanislaus FPD Key Facts

- 199 square miles
- 50,00+ residents
- 16,768 parcels
- 14,311 structures
- \$9,012,481,186 2024-25 AV
- 5,280 calls for service in 2024-25

Governance

Stanislaus FPD is a Special District, a self-governed agency led by a five-member Board of Directors who are appointed by the Stanislaus County Board of Supervisors. The Board of Directors oversees the Fire Chief, sets general policies, and approves the budget. The Fire Chief is responsible for the administrative functions and daily operations of Stanislaus FPD.

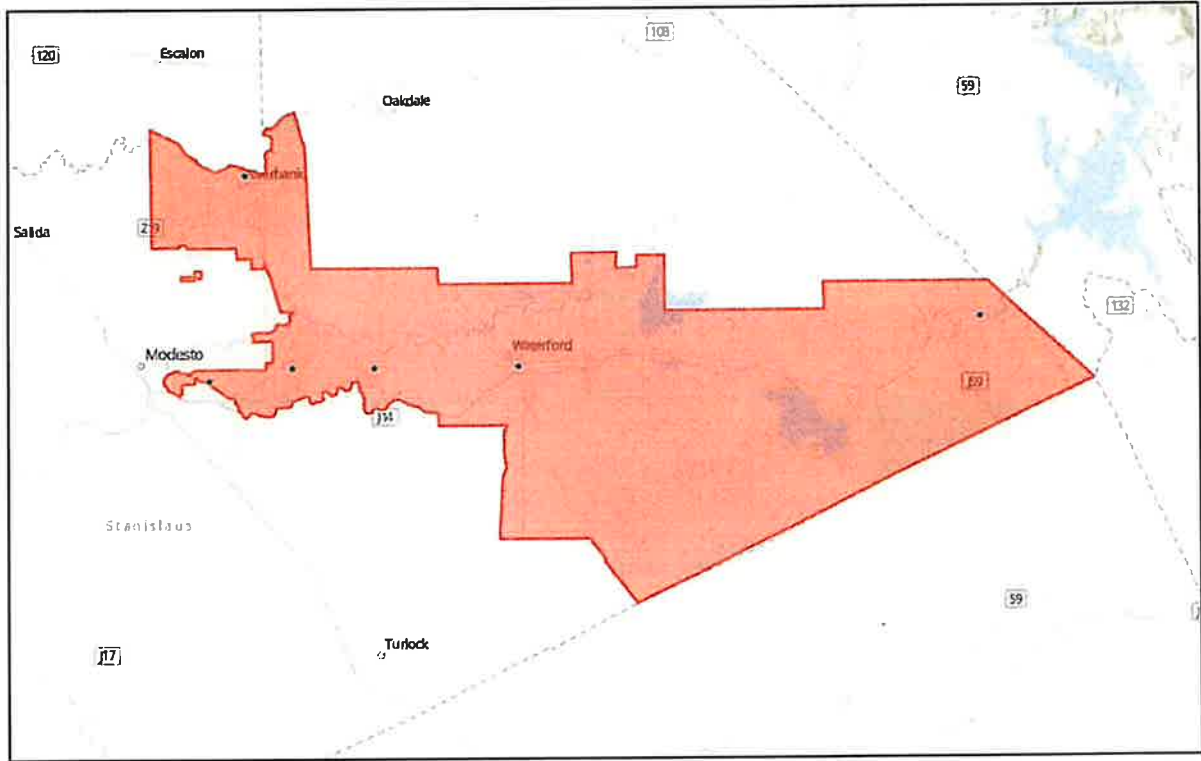
District Services

Stanislaus FPD provides a full range of services, including fire prevention, fire suppression, emergency medical response, hazardous materials response, auto extrication, search and rescue, and disaster mitigation in addition to a variety of other miscellaneous requests. Stanislaus FPD's fire stations provide services to surrounding fire departments under a Master Automatic and Mutual Aid Agreement, as well as mutual response to State responsibility area ("SRA") lands. Emergency communications, i.e., dispatch services, are provided through the Stanislaus Regional 9-1-1. Stanislaus FPD's existing fire stations are spread out throughout the service area to best respond to its population. Stanislaus FPD deploys its apparatus and personnel from six fire stations and has an ISO PPC rating of 02/24Y.





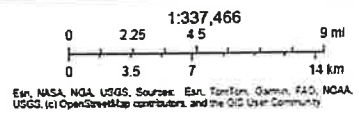
FIGURE 2
Stanislaus Consolidated FPD



4/24/2025

- Station Location
- Stanislaus Consolidated FPD

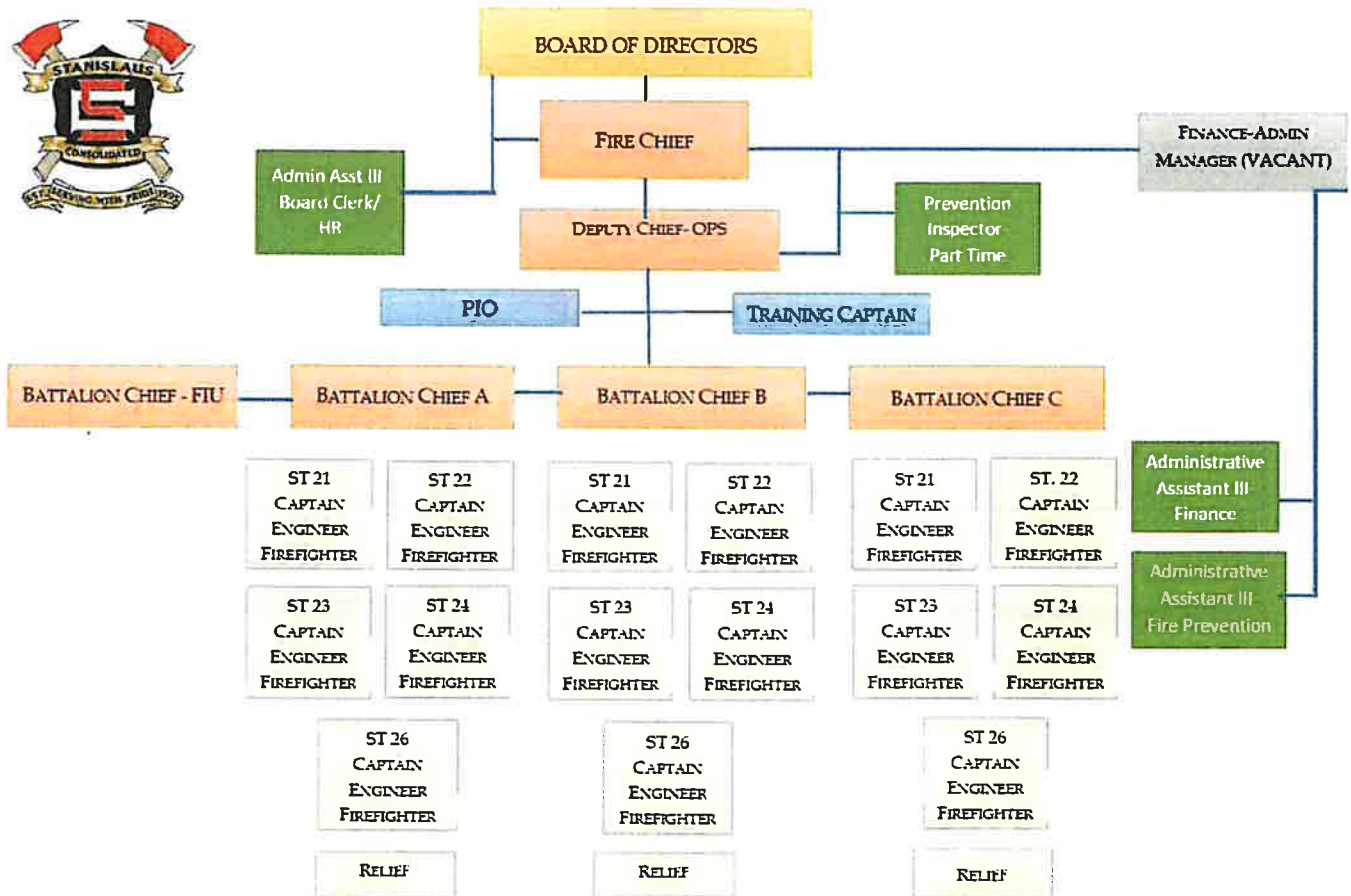
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Organizational Structure

Stanislaus FPD is a career staffed department, with 58 staff members. The Stanislaus FPD currently employs four Battalion Chiefs, three Administrative Assistants, eleven Fire Captains, 4 Fire Captain/Paramedics, one Captain/Training Officer, eleven Fire Engineers, five Engineer/Paramedics, 14 Firefighters, three Firefighter/Paramedics, 1 Fire Inspector, 1 part-time Inspector and one part-time Fire Marshall. The Stanislaus FPD contracts with the City of Modesto for the Fire Chief position. **Figure 3** illustrates the current organizational structure of the Stanislaus FPD.

FIGURE 3



Financials

Stanislaus FPD’s 2024-25 Final Proposed Budget (“Stanislaus FPD Budget”), approved on September 19, 2024, is approximately \$14.78 million and provides for the staffing of 55 uniformed personnel and three support staff operating from five staffed and one unstaffed fire stations.

Approximately \$12 million of the Stanislaus FPD Budget is derived from two primary sources, property taxes and a Fire Suppression Special Assessment passed in December



2004. The Special Assessment replaced the prior assessments from the former Empire Fire Protection District, Waterford-Hickman Fire Protection District, Riverbank Fire Protection District and the 2003 Crossroads Assessment. The current assessment ensures all constituents in Stanislaus FPD pay the same for the existing fire services provided.

Stanislaus FPD also receives reimbursements when it sends its personnel out on strike teams. The amount of these funds varies significantly from one year to the next and is not typically included in the annual budget but is allocated towards one-time expenditures as available. Stanislaus FPD also receives development impact fees for capital expenditures from new development within its boundaries.

Ceres Fire Protection District

Ceres FPD was formed in 1963 and serves a portion of Stanislaus County. The Ceres FPD includes approximately 3.8 square miles with a population of approximately 1,928 residents. The 2024-25 assessed value in the Ceres FPD's boundaries is \$182,358,271.

A map showing the Ceres FPD boundaries and sphere of influence is shown in **Figure 4**. There are 590 parcels within Ceres FPD with over 499 structures.

Ceres FPD Key Facts

- 3.8 square miles
- 1,928 residents
- 590 parcels
- 499 structures
- \$182,358,271
2024-25 AV
- 240 calls for
service in 2024-25

Governance

Ceres FPD is a Special District, a self-governed agency led by a three-member Board of Directors. The Board sets general policies and approves the budget.

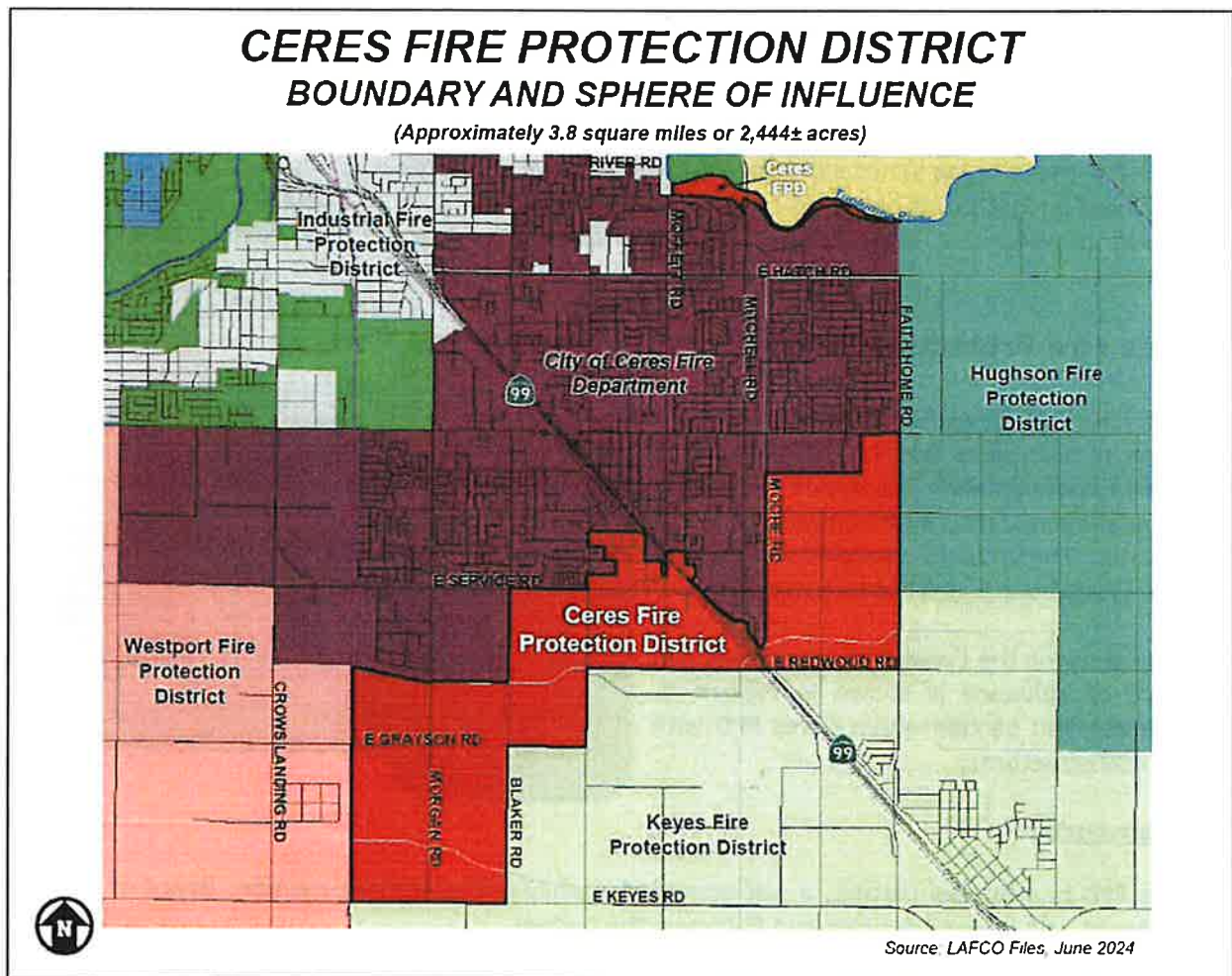
Department Services

Ceres FPD provides a full range of services, including fire prevention, fire suppression, emergency medical response, hazardous materials response, auto extrication, search and rescue, and disaster mitigation, in addition to a variety of other miscellaneous requests. The Ceres FPD contracts with the City of Ceres to provide its services. The Ceres FPD does not have its own fire station, apparatus or equipment.





FIGURE 4



Organizational Structure

Ceres FPD contracts out for its fire and administrative services.

Financials

Ceres FPD's Final Budget (Ceres FPD Budget) for 2024-25 was approved on September 19, 2024 and projected \$100,259 of revenue. The Ceres FPD Budget provides for a contract with the City of Ceres for Contract Services, a contract for Administrative Support services and other operating expenses.





CURRENT SERVICE: STATIONS, AND APPARATUS

Stanislaus Fire Protection District

Stanislaus FPD currently operates out of six fire stations. Two are located in Modesto and one in Empire, Waterford, La Grange and Riverbank. Station 25, which is located in the community of La Grange, is owned by the La Grange Homeowners Association.

Fire Station Locations

TABLE 1

Stanislaus FPD Station #21 Historical Calls for Service	
Incident Type	Total
Fire	769
Rupture/Explosion	2
EMS/Rescue	4,725
Hazardous Condition	107
Service Call	470
Good Intent Call	970
False Alarm & False Call	288
Severe Weather	2
Other	28
Total	7,361

Station #21

Location: 461 Mitchell Road, Modesto CA

Apparatus Inventory:

- **E-221** - 2004 Pierce Type 1
- **E-21** - 2015 Pierce/Velocity Type 1
- **G-21** - 2003 Ford 550 Type 6
- **WT-21** - Water Tender
- **U-21** - Water Rescue Tow Vehicle
- **BO - 21** - Water Rescue Boat

Average Response Time: 5.31 minutes



TABLE 2

Stanislaus FPD Station #22 Historical Calls for Service	
Incident Type	Total
Fire	291
Rupture/Explosion	1
EMS/Rescue	2,842
Hazardous Condition	59
Service Call	284
Good Intent Call	370
False Alarm & False Call	284
Severe Weather	1
Other	14
Total	4,146

Station #22

Location: 4845 Yosemite Boulevard, Empire CA

Apparatus Inventory:

- **Q-22** – Quint Ladder Truck
- **E-226** – 2013 Pierce/Velocity Type 1

Average Response Time: 4.35 minutes



TABLE 3

Stanislaus FPD Station #23 Historical Calls for Service	
Incident Type	Total
Fire	111
Rupture/Explosion	0
EMS/Rescue	646
Hazardous Condition	11
Service Call	120
Good Intent Call	104
False Alarm & False Call	17
Severe Weather	0
Other	2
Total	1,011

Station #23

Location: 7737 Yosemite Boulevard, Modesto CA

Apparatus Inventory:

- **E-23** – 2004 Pierce Arrow XT Pumper Type 1
- **B-23** - 2017 Kenworth Type 3
- **WT-23** – Water Tender

Average Response Time: 6.04 minutes



TABLE 4

Stanislaus FPD Station #24 Historical Calls for Service	
Incident Type	Total
Fire	346
Rupture/Explosion	0
EMS/Rescue	3,925
Hazardous Condition	100
Service Call	572
Good Intent Call	719
False Alarm & False Call	181
Severe Weather	0
Other	16
Total	5,859

Station #24

Location: 129 E Street, Waterford CA

Apparatus Inventory:

- **E-24** – 2018 Rosenbauer Pumper LDH Type 1
- **E-224** – 2008 HME Ahrens-Fox 1871 Series Pumper
- **B-24** – 2011 International Type 3
- **U-24** – Water Rescue Tow Vehicle
- **BO-24** – Water Rescue Boat

Average Response Time: 5.30 minutes



TABLE 5

Stanislaus FPD Station #25 Historical Calls for Service	
Incident Type	Total
Fire	68
Rupture/Explosion	1
EMS/Rescue	288
Hazardous Condition	2
Service Call	21
Good Intent Call	141
False Alarm & False Call	0
Severe Weather	0
Other	2
Total	523

Station #25

Location: 30198 Main Street, La Grange CA

Average Response Time: 21.13 minutes



TABLE 6

Stanislaus FPD Station #26 Historical Calls for Service	
Incident Type	Total
Fire	332
Rupture/Explosion	5
EMS/Rescue	6,226
Hazardous Condition	203
Service Call	900
Good Intent Call	1,642
False Alarm & False Call	298
Severe Weather	1
Other	26
Total	9,633

Station #26

Location: 3324 Topeka Street, Riverbank CA

Apparatus Inventory:

- **E-26** – 2015 Pierce/Velocity Type 1
- **G-26** – 2003 Ford 550 Type 6
- **U-26** – Water Rescue Tow Vehicle
- **BO-26** – Water Rescue Boat

Average Response Time: 6.09 minutes



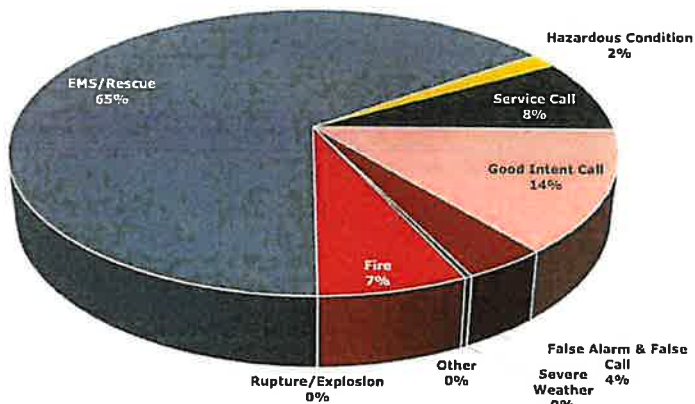
Calls for Service

From January 2020 through April 2025 Stanislaus FPD engines ran 28,533 calls for service, shown in **Table 7**. Rescue and EMS calls accounted for the majority of the calls for service with 65% (**Figure 5**). Excluding Station 25, which is unstaffed, the combined average response time for Stanislaus FPD is 5.42 minutes.

TABLE 7

Stanislaus FPD Historical Calls for Service	
Incident Type	Total
Fire	1,917
Rupture/Explosion	9
EMS/Rescue	18,652
Hazardous Condition	482
Service Call	2,367
Good Intent Call	3,946
False Alarm & False Call	1,068
Severe Weather	4
Other	88
Total	28,533

FIGURE 5
Stanislaus FPD 2020-2025 Calls for Service





Ceres Fire Protection District

Fire Station Locations

Ceres FPD contracts with the City of Ceres for services and does not own any fire stations or apparatus.

Average Response Time: 5.24 minutes

Calls for Service

In fiscal year 2023-24, Ceres FPD responded to 240 calls for service.





PROPOSED SERVICE PLAN

There are no service cuts or station closures planned with the proposed merger. The combined entity would own six fixed fire station facilities as they currently exist. Operationally, no changes to engine staffing are proposed. Of the stations, those that are currently staffed would remain so.

As mentioned previously, Stanislaus FPD's fire stations provide services to surrounding fire departments under a Master Automatic and Mutual Aid Agreement ("MAMAA"). The surrounding fire departments include the City of Modesto Fire Department, the City of Ceres Fire Department, and the City of Turlock Fire Department. In return, surrounding fire departments provide services to the Stanislaus FPD.

Ceres FPD currently contracts for its fire services with the City of Ceres. If the annexation is approved, the territory of the former Ceres FPD would, as territory of the Stanislaus FPD, be subject to the MAMAA. The vast majority of the Ceres FPD territory is nearest to the City of Ceres stations located at 2755 Third Street (Station 1), 420 E. Service Road (Station 3) and 3101 Fowler Road (Station 4). The Stanislaus FPD stations nearest to the majority of the territory of the former Ceres FPD are located at 461 Mitchell Road (Station 21) and 4845 Yosemite Boulevard (Station 22).

Under the terms of the MAMAA, Automatic Aid is defined as the dispatch of fire, emergency medical, rescue and other emergency response to an emergency incident based on the availability of the closest agency resource regardless of political jurisdiction or boundaries, and in concert with an approved Operational Area Plan. Aside from a small island of territory on the southern border of the Stanislaus FPD near Station 21, the former Ceres FPD territory would, as it is now, be served by the City of Ceres Fire Department through the terms of the MAMAA.





FINANCIAL ANALYSIS

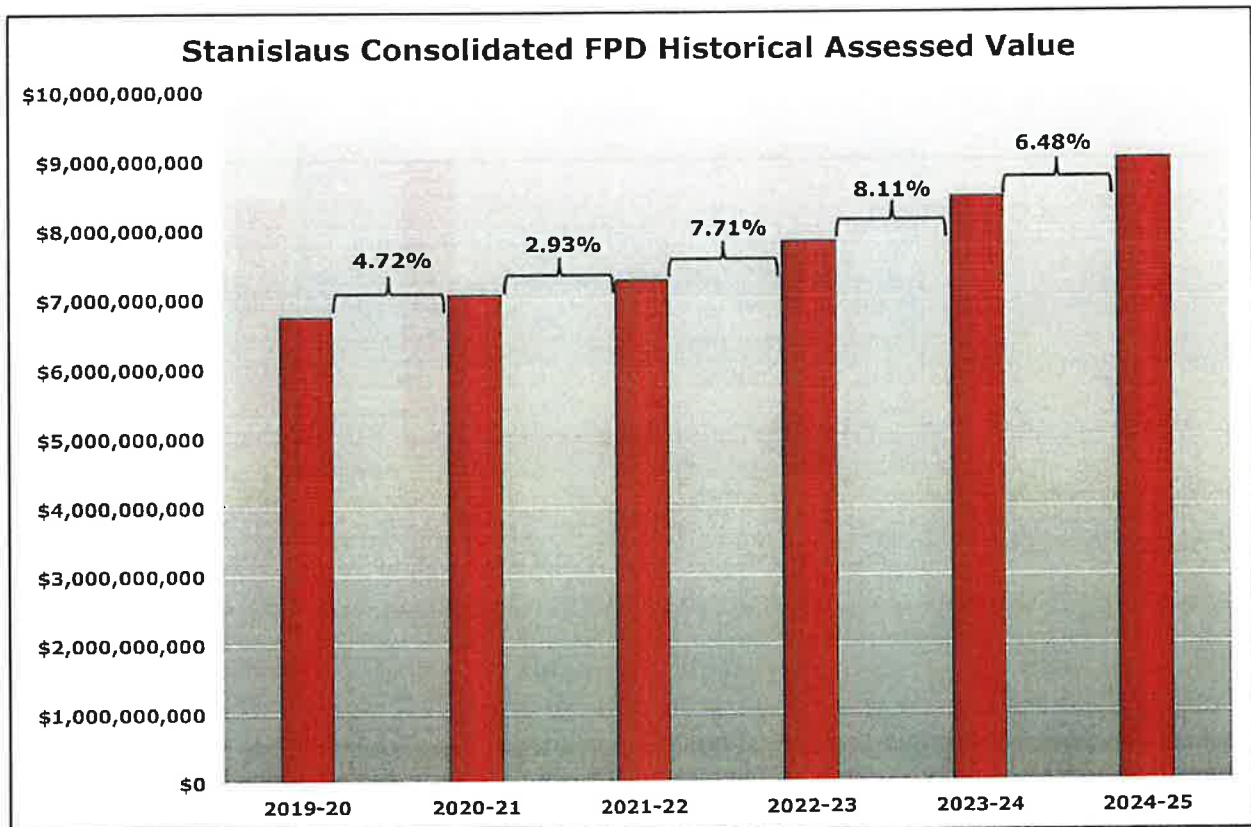
Stanislaus FPD Revenues

Stanislaus FPD operates with approximately \$14.8 million of revenues. They are funded primarily from property taxes and a Special Assessment but also receive funding from four other sources such as grants, interest and Strike Team reimbursements.

Property Taxes

As with most fire districts in California, property taxes are a significant source of the Stanislaus FPD's primary funding source. Property tax revenues are generated based on the Stanislaus FPD's share of the 1% General Property taxes collected on all taxable property within the Stanislaus FPD's boundaries. The amount of funding the Stanislaus FPD receives from property taxes is based on the amount collected in the prior fiscal year with an adjustment for growth or decline in the overall tax base. As shown in **Chart 1**, over the past 5 years, the Stanislaus FPD's tax base has grown by an average annual rate of about 5.99% per year, gaining about \$2.2 billion of assessed value over that time period.

CHART 1



As of fiscal year 2022-2023, the Stanislaus FPD received about 4.5% of the General 1% Property Taxes generated within its boundaries. Based on 2024-25 assessed value, that equates to property tax revenues of approximately \$4.075 million.

Special Assessment

The Special Assessment, passed in December 2004, replaced the prior assessments from the former Empire Fire Protection District, Waterford-Hickman Fire Protection District, Riverbank Fire Protection District and the 2003 Crossroads Assessment. The current assessment ensures all constituents in the District pay the same for the existing fire services provided. The Stanislaus FPD budget included \$8,676,096 of revenue from the Special Assessment.

Strike Team Revenue

Stanislaus FPD also receives reimbursements when it sends its personnel out on strike teams. Per the California Fire Assistance Agreement (CFAA) with the State, when local government sends out its own apparatus, vehicles, and/or personnel through the California Fire Service and Rescue Emergency Medical Aid System, the District receives reimbursement from the State. As the amount of these funds varies significantly from year to year, the amount of these funds is not typically included in the annual budget but can be allocated towards one-time expenditures to the extent available.

A summary of the estimated annual operational revenues of Stanislaus FPD is shown in **Table 8**.

TABLE 8

Stanislaus Consolidated FPD Operational Revenues Summary	
Operational Funding Source	Estimated Funding Amount
Property Taxes	\$4,083,450
Special Assessment	\$8,701,096
Prop. 172 Funding	\$891,530
Other	\$1,101,500
Total	\$14,777,576

Capital Revenues

In addition to operational revenues, the District collects development mitigation, or impact, fees from all new development within its boundaries. Development impact fees (“DIF”) are one of the limited revenue sources where fire districts collaborate with cities and counties to mitigate the impacts from additional commercial, industrial, and residential development. DIFs are a one-time charge allowed under the State’s Mitigation Fee Act. These fees are charged to mitigate impacts resulting from the development activity and cannot be used to fund existing deficits. DIFs can only pay for the portion of the improvement that benefits the new uses and must be adopted based on findings of a reasonable relationship between the development paying the fee, the size of the fee, and the use of fee revenues. DIFs do not require voter approval. They are not usually consistent or predictable





enough to serve as security for the issuance of bonds or secure ongoing revenue. Such fees must be approved and enacted by resolution by cities and counties on behalf of special districts.

DIF expenditures are limited to capital expenditures necessary to support new development. This funding source is not available for general operations. It varies each year based on the amount of development.

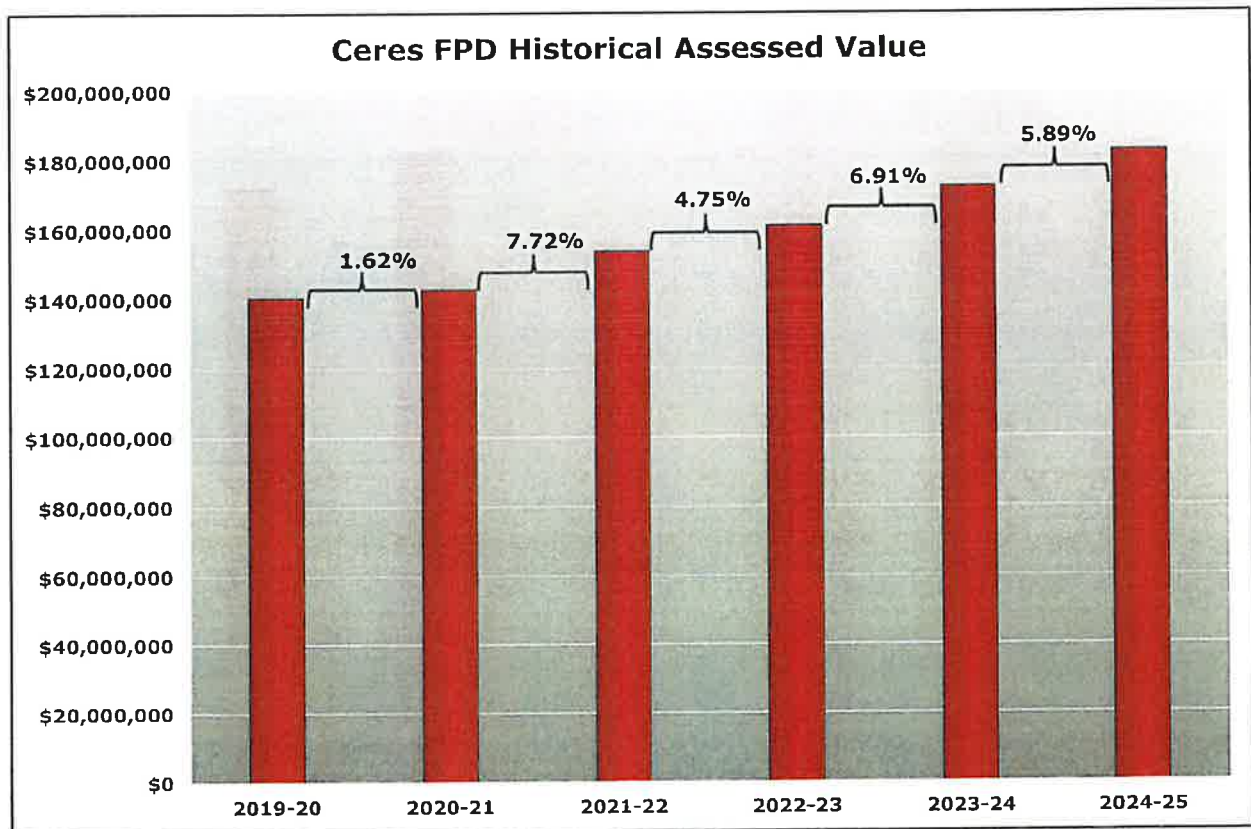
Ceres FPD Revenues

For 2024-25, the Ceres FPD budget includes approximately \$100,000 of revenues. Of these revenues, approximately \$37,623 are property taxes and \$55,936 are benefit assessments.

Property Taxes

Property taxes make up approximately 37% of the total revenue received by the Ceres FPD. Since 2019-20, the Ceres FPD's assessed value has grown at an average annual growth rate of 5.38%, as shown in **Chart 2**.

CHART 2

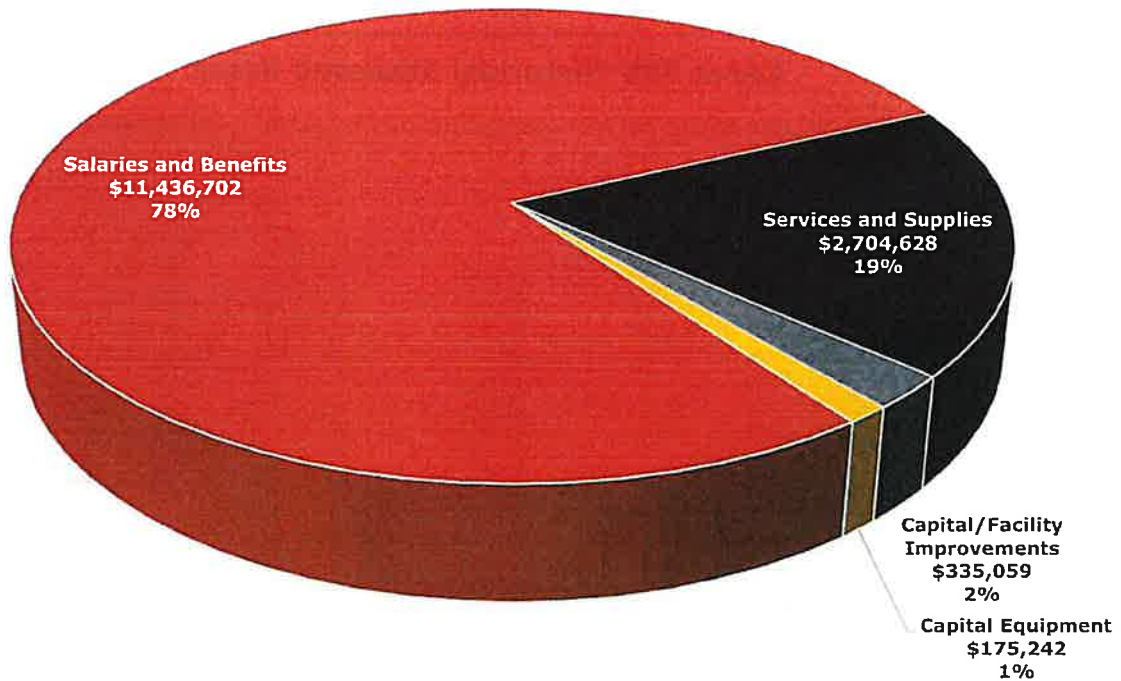


Stanislaus FPD Expenditures

Stanislaus FPD's governing body, the Board of Directors, appropriates amounts from the General Fund to provide the core operations of the District to meet the needs of its citizens. The funds are appropriated by the nature of the expenditure. **Figure 6** demonstrates the allocation of the 2024-25 approved budget costs between salaries and benefits, supplies and services, capital outlay and maintenance, and other operating expenses. Salaries and benefits make up 78% of Stanislaus FPD's \$14.6 million in operating expenditures. Services and supplies, making up the next largest budget category, is comprised of insurance costs, fuel, utilities, communications, office supplies, legal costs and professional fees. Stanislaus FPD is currently operating with a balanced budget, meaning available revenues meet all operating costs.

FIGURE 6

Stanislaus Consolidated FPD 2024-25 Budgeted Expenditures



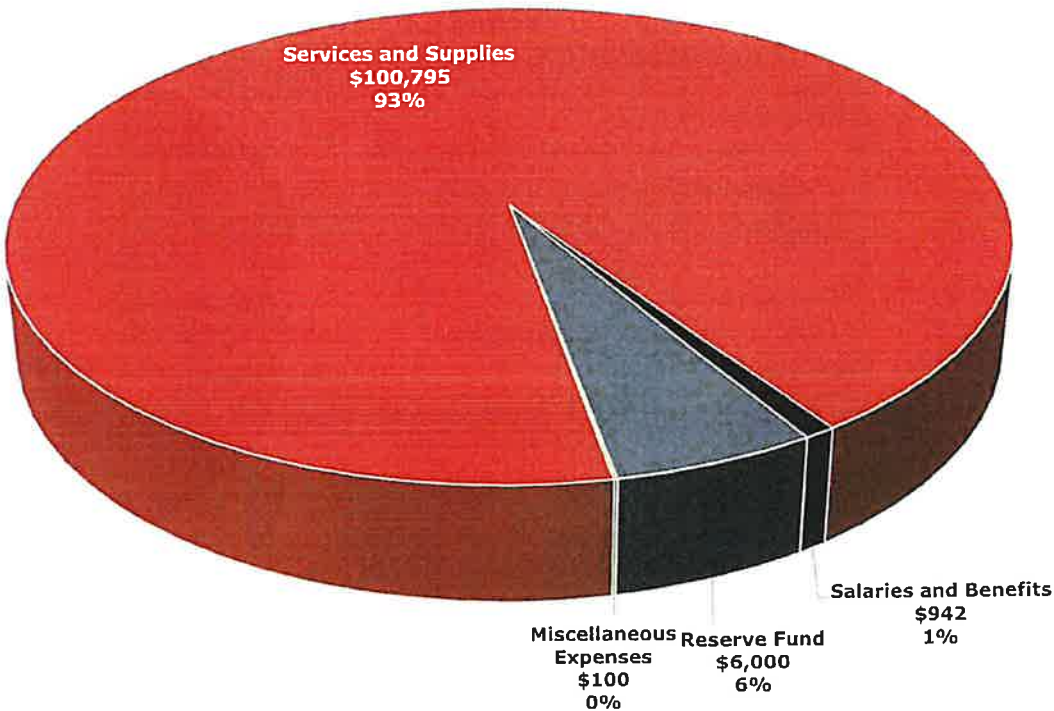


Ceres FD Expenditures

Ceres FPD’s governing body, the Board of Directors, appropriates amounts from the General Fund to provide the core operations of the District to meet the needs of its citizens. The funds are appropriated by the nature of the expenditure. **Figure 7** demonstrates the allocation of the 2024-25 approved budget costs between salaries and benefits, services and supplies, and other operating expenses. Services and supplies make up 93% of Ceres FPD’s \$107,837 in operating expenditures. The services and supplies include the approximately \$77,682 contract with the City of Ceres and a \$12,600 contract for administrative support services. Ceres FPD is currently operating with a balanced budget, meaning available revenues meet all operating costs.

FIGURE 7

Ceres FPD 2024-25 Budgeted Expenditures



Merged Fire District Financial Analysis

Combining these two departments through the annexation of Ceres FPD into the Stanislaus FPD will create some operational efficiencies for operations of the merged entities. As an independent special district with more than one staffed fire station, Stanislaus FPD can create an operational model that will integrate the operations of the Ceres FPD into the operational structure of the existing Stanislaus FPD. As such, when analyzing the annexation, a new budget can be developed to reflect the additional Ceres FPD revenue as part of the existing budget model of the Stanislaus FPD.

Merged Budget

The 2024-25 budget information summarized above can be used to develop a base expenditure budget which forms the basis of the projections of the operations for the next five years. No salary adjustments are included in the forecasts and the challenges regarding pay disparity and benefit adjustments are items to be addressed during the negotiation process related to the proposed annexation. **Table 9** shows the base budget post-annexation based on 2024-25 figures.

TABLE 9

Combined Expenditure Budget (2024-25 Base)	
Salaries and Benefits	
Stanislaus FPD Salaries and Benefits	\$11,436,702
Ceres FPD Salaries and Benefits	\$942
Combined Salaries and Benefits	\$11,437,644
Services and Supplies	\$2,805,423
Capital and Facility Improvements	\$335,059
Other Expenditures	\$181,342
Total Expenditures	\$14,759,468

The base combined 2024-25 budget can then be used to create a five-year expenditure projection, as shown in **Table 10**. Salaries and benefits continue to rise driven by COLA adjustments, increased health care costs, increased wages from negotiated labor agreements, workers compensation increases, and pension costs. Growth rate for the salaries and benefits is forecast at 5% per year. Other costs for supplies, services, energy, and maintenance are projected to grow at 3% during the projection period. The contract between Ceres FPD and the City of Ceres is removed in 2026-27.

TABLE 10

Multi-Year Merged Expenditure Projection					
	2024-25 (Base)	2025-26	2026-27	2027-28	2028-29
Salaries and Benefits	\$11,437,644	\$12,009,526	\$12,610,003	\$13,240,503	\$13,902,528
Services and Supplies	\$2,805,423	\$2,889,586	\$2,896,261	\$2,983,149	\$3,072,643
Capital and Facility Improvements	\$335,059	\$345,111	\$355,464	\$366,128	\$377,112
Other Expenditures	\$181,342	\$186,782	\$192,386	\$198,157	\$204,102
Total Expenditures	\$14,759,468	\$15,431,005	\$16,054,113	\$16,787,937	\$17,556,385





Revenues Needed to Support Annexation

Key financial decision points for Stanislaus FPD and Ceres FD are to ensure there is sufficient current and future revenue sources for the annexation and that there is relative equity in both agencies' 1% general purpose property tax levy that property owners pay from their assessed property value and assessment contributions to the combined agency. The Stanislaus FPD sources of revenue from the Ceres FPD would be set at the time of annexation.

Ceres FD

- 24/25 Assessed Valuation - \$182,358,271 (1.98% of combined)
- As of 22/23, receives 2.31% of the 1% County tax rate, which amounts to \$37,151
- 24/25 Base Assessment \$90, and equates to \$56,077
- Taxable Parcels - 588

Consolidated FPD

- 24/25 Assessed Valuation - \$9,012,481,186 (98.02% of combined)
- As of 22/23, receives 4.52% of the 1% County tax rate, which amounts to \$3,539,996.
- 24/25 Base Assessment \$341, and equates to \$8,052,890

Combined Assessed Value

- Combined Assessed Valuation \$9,194,839,457

In order for the annexation to be feasible, the District's will request LAFCO to order the Stanislaus FPD Special Assessment be imposed on property within Ceres FPD boundaries

From a capital perspective, Stanislaus FPD has a development impact fee program in place that provides funding for capital improvements necessary to support new development within the District. The Ceres FPD does not impose impact fees for fire. In order to achieve funding equity between the two communities and to fund capital improvements, including station improvements and vehicle/apparatus acquisition, as part of the annexation, the District's will request LAFCO to order the Stanislaus FPD development impact fee schedule be imposed on new development within Ceres FPD boundaries.

Reserve Funds

Reserve funds support unexpected contingencies, provide a buffer for unplanned fiscal issues, and create opportunities for future strategic decisions, like annexation. Reserve fund policy is set by the Governing Boards, and agencies typically set a target range based on the volatility of their annual budget. Some reserve funds may be restricted by policy or by law and cannot be used for other purposes.

Stanislaus FPD has reserve policies to ensure sufficient reserve levels for economic uncertainties, catastrophic events, capital improvements, and employee retirement obligations. Stanislaus FPD will assume all Ceres FPD reserves and obligations.





FUTURE GROWTH – POPULATION

Stanislaus FPD Future Growth

Residential Development

Stanislaus FPD has three land use agencies within its boundaries – the Cities of Riverbank and Waterford and the County of Stanislaus.

City of Riverbank

The City of Riverbank has several planned residential development projects with a total of 4,721 projected new residential units, shown in **Table 11** below.

TABLE 11

City of Riverbank Projected Residential Development	
Development	# of Units
Countryside 2	40
Countryside 3	22
Crossroads West	1,964
Diamond Bar East	83
Elm Wood Estates	20
Lucky House Tiny Homes	40
Pocket Senior Housing	28
River Walk	2,432
The Heritage Collection at Sierra Street	64
Ward Avenue Villas	28
Total Projected Units	4,721

Source: City of Riverbank

City of Waterford

The City of Waterford adopted the Lake Pointe Master Development Plan in November 2007. The project is comprised of approximately 425 acres located in the northeastern portion of the city and is a mixed-use residential community. The development will include multi-family and single-family dwelling units, shown in **Table 12**.

TABLE 12

City of Waterford Projected Residential Development	
Development	# of Units
Lake Pointe Master Development Plan	2,812





Source: Waterford Vision 2025 General Plan, Chapter 10 Housing Plan

Unincorporated County of Stanislaus

There are currently no planned development projects within the unincorporated portion of the County of Stanislaus that is within the Stanislaus FPD boundaries. Using the developer fee collections of the District from the last eight years, the unincorporated portions of Stanislaus County within the Stanislaus FPD have added an average of 65 residential units per year, shown in **Table 13** below. It is expected that this rate of growth will continue over the next eight years for a total of approximately 520 new residential units.

TABLE 13

Unincorporated 8 Year Historical New Residential Development	
Year	# of Residential Units
2016	64
2017	68
2018	63
2019	75
2020	58
2021	53
2022	83
2023	57
Average	65

Source: Stanislaus Consolidated Fire Protection District

Ceres FPD Future Growth

The District's are not aware of any future new development other than the proposed Copper Trails specific plan. If that development were to proceed, it is expected that the City of Ceres will annex that territory into its boundaries.

Using ParcelQuest it was determined that over the last eight years an average of 1 residential unit per year has been constructed within the Ceres FPD, shown in **Table 14** below. It is expected that this rate of growth will continue over the next eight years for a total of approximately 8 new residential units.





TABLE 14

Ceres FPD 8 Year Historical New Residential Development	
Year	# of Residential Units
2016	-
2017	1
2018	1
2019	-
2020	1
2021	2
2022	-
2023	1
Average	1

Source: ParcelQuest

Stanislaus County Population Estimates

Population projections for Stanislaus County are shown in **Figure 9**. Stanislaus County is estimated to grow by 22% by 2050.

FIGURE 9

Table 5 Local Area Population Forecast

Location	2020	2025	2030	2035	2040	2045	2050
Ceres City	49,565	52,651	54,361	55,890	57,759	59,869	62,093
Hughson City	7,443	8,252	8,699	9,101	9,590	10,144	10,726
Modesto City	219,571	229,897	235,617	240,738	246,988	254,052	261,492
Newman City	11,334	12,297	12,829	13,307	13,889	14,547	15,240
Oakdale City	22,862	24,390	25,237	25,994	26,919	27,965	29,066
Patterson City	22,284	25,696	27,585	29,278	31,342	33,676	36,134
Riverbank City	24,926	28,223	30,048	31,684	33,679	35,934	38,310
Turlock City	75,015	80,342	83,293	85,935	89,159	92,803	96,641
Waterford City	9,181	9,692	9,975	10,229	10,538	10,888	11,257
Unincorporated Central	78,246	79,391	80,025	80,593	81,286	82,069	82,894
Unincorporated Northeast	10,627	10,898	11,048	11,182	11,346	11,531	11,726
Unincorporated South	20,548	21,258	21,651	22,003	22,433	22,918	23,430
Unincorporated West	8,980	9,127	9,208	9,281	9,370	9,471	9,576
<i>(Sub-Total Unincorporated)</i>	<i>118,401</i>	<i>120,674</i>	<i>121,932</i>	<i>123,059</i>	<i>124,435</i>	<i>125,989</i>	<i>127,626</i>
Stanislaus County	560,582	592,113	609,576	625,215	644,296	665,867	688,585

Source: 2021 Stanislaus County Demographic and Employment Forecast, University of the Pacific Center for Business and Policy Research



FIGURE 10

Table 6 Projected Population Change for Stanislaus County Local Areas

Location	2020-30 growth	2020-30 growth rate	2020-50 growth	2020-50 growth rate
Ceres City	4,796	9.7%	12,528	25.3%
Hughson City	1,256	16.9%	3,283	44.1%
Modesto City	16,046	7.3%	41,921	19.1%
Newman City	1,495	13.2%	3,906	34.5%
Oakdale City	2,375	10.4%	6,204	27.1%
Patterson City	5,301	23.8%	13,850	62.2%
Riverbank City	5,122	20.5%	13,384	53.7%
Turlock City	8,278	11.0%	21,626	28.8%
Waterford City	794	8.6%	2,076	22.6%
Unincorporated Central	1,779	2.3%	4,648	5.9%
Unincorporated Northeast	421	4.0%	1,099	10.3%
Unincorporated South	1,103	5.4%	2,882	14.0%
Unincorporated West	228	2.5%	596	6.6%
<i>(Sub-Total Unincorporated)</i>	<u>3,531</u>	<u>3.0%</u>	<u>9,225</u>	<u>7.8%</u>
Stanislaus County	48,994	8.7%	128,003	22.8%

Source: 2021 Stanislaus County Demographic and Employment Forecast, University of the Pacific Center for Business and Policy Research





GOVERNANCE UNDER THE ANNEXATION

As part of the annexation analysis, the question of policy governance (elected officials) must be addressed. It is expected that the board of directors for Stanislaus FPD will continue to be appointed by the County Board of Supervisors. Currently the Stanislaus FPD board of directors has a representative from the Empire area. It is expected that following the annexation, there will be a director from the Empire area/former Ceres FPD boundaries.



LAFCO GOVERNMENT CODE SECTION REQUIREMENTS

Government Code Section 56425

Subsection	Description	Response
e1	The present and planned land uses in the area, including agricultural and open-space lands.	No changes
e2	The present and probable need for public facilities and services in the area.	Addressed in report
e3	The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.	Addressed in report
e4	The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.	No changes
e5	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 subdivision (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.	No additional public facilities needed

Government Code Section 56430

a	In order to prepare and to update spheres of influence in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for service review the county, the region, the subregion, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:	Report supports LAFCO's written update of service review for combined entity
a1	Growth and population projections for the affected area.	Addressed in report
a2	The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.	Addressed in report
a3	Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.	Addressed in report
a4	Financial ability of agencies to provide services.	Addressed in report
a5	Status of, and opportunities for, shared facilities.	Addressed in report
a6	Accountability for community service needs, including governmental structure and operational efficiencies.	Addressed in report
a7	Any other matter related to effective or efficient service delivery, as required by commission policy.	Addressed in report





Government Code Section 56653

b	The plan for providing services shall include all of the following information and any additional information required by the commission or the executive officer:	
b1	An enumeration and description of the services currently provided or to be extended to the affected territory.	Addressed in report
b2	The level and range of those services.	Addressed in report
b3	An indication of when those services can feasibly be extended to the affected territory, if new services are proposed.	Addressed in report
b4	An indication of any improvement or upgrading of structures, roads, sewer or water facilities, or other conditions the local agency would impose or require within the affected territory if the change of organization or reorganization is completed.	Addressed in report



RESOLUTION 2026-001

RESOLUTION OF APPLICATION BY THE BOARD OF DIRECTORS OF THE STANISLAUS CONSOLIDATED FIRE PROTECTION DISTRICT REQUESTING THE STANISLAUS COUNTY LOCAL AGENCY FORMATION COMMISSION INITIATE PROCEEDINGS FOR THE DISSOLUTION OF THE CERES FIRE PROTECTION DISTRICT AND SIMULTANEOUS ANNEXATION OF THE TERRITORY TO THE STANISLAUS CONSOLIDATED FIRE PROTECTION DISTRICT

RESOLVED, by the Board of Directors of the Stanislaus Consolidated Fire Protection District (the "SCFPD") that:

WHEREAS, the SCFPD was formed pursuant to the Fire Protection District Law of 1987, commencing with Section 13800 of the Health and Safety Code, and the Ceres Fire Protection District ("CFPD") was formed pursuant to the Fire Protection District Law of 1987 commencing with Section 13800 of the Health and Safety Code.

WHEREAS, the SCFPD and CFPD have a history of collaboration and cooperation efforts, including community outreach, community risk reduction, and public safety initiatives; and

WHEREAS, the SCFPD desires to initiate, jointly with CFPD, proceedings pursuant to the Cortese- Knox-Hertzberg Local Government Reorganization Act of 2000, Division 3, commencing with Section 56000 of the Government Code by the Local Agency Formation Commission ("LAFCO"), for reorganization that includes the dissolution of CFPD and annexation of CFPD territory into the SCFPD; and

WHEREAS, the territory proposed to be reorganized is inhabited and encompasses the areas described in the map included in the Plan for Services attached and incorporated by reference as Exhibit A; and

WHEREAS, the proposed reorganization will be consistent with the sphere of influence of SCFPD, as a request to simultaneously expand the Sphere of Influence to be coterminous with the annexed territory of CFPD will be included with the application to LAFCO; and

WHEREAS, the reasons for the reorganization of SCFPD and CFPD into one entity are to enhance the efficiency, effectiveness, and economy of the reorganized district, better meeting the fire, rescue, hazardous materials emergency response, and emergency medical response of the community, as described in the Plan for Services attached to this Resolution and incorporated by reference as Exhibit A; and

WHEREAS, SCFPD has assumed Lead Agency status for this project for purposes of the California Environmental Quality Act (CEQA), commencing with California Public Resources Code Section 21000, on behalf of the two districts; and

WHEREAS, the proposed reorganization is not a project requiring environmental review under the California Environmental Quality Act ("CEQA"), Public Resources Code section 21000 *et seq.* and accompanying regulations in Title 14 of the California Code of Regulations, section 15000 *et seq.* ("State CEQA Guidelines") because it does not have the potential to result in a direct physical change in the environment or a reasonably foreseeable indirect physical change to the environment. (Pub. Resources Code, § 21065; State CEQA Guidelines, § 15378). The proposed reorganization will not

alter the area where services are provided, or change the type of services provided to said area. The proposed reorganization itself will not change any existing land use or result in construction of new facilities. CFPD has no existing facilities, therefore there would be no demolition or repurposing of any CFPD facilities that could have an impact on the environment. Further, the proposed reorganization does not authorize any construction or development of land; and

WHEREAS, even if the proposed reorganization is considered a "project" under CEQA, it is exempt from environmental review under the Class 20 exemption for changes in the organization of local agencies. (State CEQA Guidelines, § 15320.) Under section 15320, changes in the organization of a local governmental agency are exempt if the changes do not modify the geographical area in which previously existing powers are exercised. This exemption applies because the proposed reorganization constitutes a "change of organization" or "changes of organization" under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, and does not change the geographical area within which the power to provide the Services will be exercised. CFPD and SCFPD both are fire protection districts operating pursuant to the Fire Protection District Law of 1987 and have authority to exercise the same powers. Therefore, the contemplated reorganization will not change the geographic area of previously authorized powers. Furthermore, the proposed reorganization is similar in nature to the example set forth in State CEQA Guidelines, § 15320(b) in that it results in the merging of two agencies' service boundaries where both agencies have identical powers. There is no evidence that the proposed reorganization involves cumulative impacts or successive projects, any unusual circumstances that might cause a significant effect on the environment, impacts on scenic highways, hazardous waste sites, or historic resources. (State CEQA Guidelines, § 15300.2.); and

WHEREAS, even if the approval of proposed reorganization is considered a "project," it is also exempt under the "common sense" exemption because it can be seen with certainty that there is no possibility that it may have a significant effect on the environment. (State CEQA Guidelines, § 15061(b)(3).) The proposed reorganization itself does not authorize any construction or development of land. If a construction or development project is proposed in the future, the construction or development would be subject to environmental review, as required under CEQA, at that time. Because the site and project-specific details of any potential future construction or development project are unknown at this time, impacts of such potential future development are speculative.

WHEREAS, the SCFPD Board intends for this Resolution of Application to be substantially similar to the Resolution of Application adopted by the CFPD Board for this reorganization, consistent with Section 56853 of the California Government Code.

NOW, THEREFORE, BE IT RESOLVED, by the Board of Directors of the CFPD, as follows:

1. Adoption of Resolution of Application. This Resolution of Application is hereby adopted and approved by the Board of Directors of the SCFPD. The Stanislaus Local Agency Formation Commission ("LAFCO") is hereby requested to (1) dissolve the CFPD and reorganize the territory described in Exhibit A; expand the sphere of influence for the SCFPD to be coterminous with said territory; and annex the CFPD to the SCFPD according to the terms and conditions set forth below and in the manner provided by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.
2. Terms and Conditions. The SCFPD Board of Directors requests that, under LAFCO's conditioning powers under Government Code section 56886, the reorganization described above be subject to the following terms and conditions:
 - a. Successor Agency. Upon the date of recording of the LAFCO Certificate of Completion

(the "Effective Date"), SCFPD shall be the successor to CFPD. Upon the Effective Date, all rights, responsibilities, properties, contracts, assets and liabilities, and functions of the CFPD are to be transferred to the SCFPD as the successor to the CFPD. Notwithstanding the foregoing, SCFPD will not assume that certain Agreement Between City of Ceres and Ceres Fire Protection District For the Provision of Fire Suppression and First Responder Emergency Services dated June 25, 2001, which shall dissolve and terminate with CFPD, shall no longer be of force and effect after the Effective Date, and shall not be binding upon SCFPD.

- b. Maintenance of Reserve Accounts. SCFPD shall maintain the reserve accounts presently maintained by CFPD.
 - c. Revenue Transfer. SCFPD and CFPD have, together with direction and input from the County, negotiated an agreement for the transfer of CFPD property tax revenues to SCFPD which would take effect on the Effective Date. Prior to LAFCO's issuance of a Certificate of Filing for the reorganization, the County shall adopt resolution(s) agreeing to a property tax transfer, in accordance with Revenue and Taxation Code Sections 99(b)(6). In accordance with Government Code Sections 56886(t) and 57330, the subject territory shall be subject to the levying and collection of all previously authorized charges, fees, impact fees, assessments, or taxes of SCFPD. Upon completion of the LAFCO proceedings and the recording of the LAFCO Certificate of Completion, SCFPD shall levy, collect, track, expend and administer all revenue, income, and previously authorized charges, fees, assessments, funds, and taxes currently in effect, levied, or collected by the CFPD, including, but not limited to, property and other taxes in accordance with the authorizing actions of such financial mechanisms.
 - d. Board of Directors. On the Effective Date, the CFPD Board of Directors will be dissolved, and the SCFPD Board of Directors will adjust the current board position held by a representative from the Empire community to a position held by a member at large.
3. CEQA Compliance. For all the reasons set forth in the above Recitals, and based upon all of the substantial evidence in the record as a whole, the Board of Directors finds that the proposed reorganization: (1) is not a "project" subject to environmental review under CEQA (Pub. Resources Code, § 21065; State CEQA Guidelines, § 15378); (2) alternatively, is exempt from CEQA under the Class 20 exemption as a "change in organization" (State CEQA Guidelines, § 15320); (3) alternatively, is exempt from CEQA under the "common sense" exemption because it can be seen with certainty that there is no possibility that the proposed reorganization may have a significant effect on the environment. (State CEQA Guidelines, § 15061(b)(3)); and (4) none of the exceptions to the application of these exemption exist (State CEQA Guidelines, § 15300.2).
- a. The Board of Directors hereby directs that all documents and other materials constituting the record of proceedings related to this Resolution of Application for approval of the proposed reorganization, be maintained by SCFPD, on file at the District offices at 3324 Topeka St., Riverbank, CA 95367.
 - b. The Board of Directors directs Staff to file a Notice of Exemption with the County Clerk for the County of Stanislaus.
4. Submission of Resolution of Application and other Application Materials. The Board of Directors authorizes and directs the Fire Chief to file a certified copy of this Resolution of Application together with the required LAFCO application, finalized plan for services as

required by Government Code section 56653, map, and other documents with LAFCO's Executive Officer.

5. Further Authority Granted to the District Fire Chief. The Fire Chief is authorized to sign any and all documents and agreements with LAFCO and the County of Stanislaus or CFPD to carry out the intent of this Resolution of Application based on the terms in this Resolution of Application.
6. Effective Date. This Resolution of Application shall take effect immediately upon adoption by the Board of Directors.

PASSED, APPROVED AND ADOPTED by the Board of Directors of the SCFPD at a regular meeting thereof held on the 11th day of March 2026, by the following vote:

AYES: 4 Rivers, Stanfield, Neal, Murdock
NOES: 0
ABSENT: 1 Bernardi
ABSTAIN: 0


Amanda McCormick, Clerk of the Board


Brandon Rivers, President

Attachments:

Exhibit A – Plan for Services

Exhibit A
Plan for Services

Plan for Services (Government Code 56653)

Description of the services to be extended to the proposal area:

Stanislaus Consolidated Fire Protection District (SCFPD) provides a full range of services, including fire prevention, fire suppression, emergency medical response, hazardous materials response, auto extrication, search and rescue, and disaster mitigation in addition to a variety of other miscellaneous requests. These services will be provided using existing fire stations, fire apparatus and personnel.

Description of the level and range of those services:

SCFPD provides a level of service consistent with the characteristics of the area that it protects: urban and suburban levels of service in and around the Cities of Riverbank, Waterford and Modesto and rural levels of service in the remote areas of the district due to water availability, extended response times, and terrain. This same level of service will be provided to the proposal area.

An indication of when those services can feasibly be extended to the affected territory, if new services are proposed:

SCFPD will provide service from the date of approval of annexation.

An indication of any improvement or upgrading of structures, roads, sewer or water facilities, or other conditions the local agency would impose or require within the affected territory if the change of organization or reorganization is completed:

The proposal area is currently receiving services through a contract with the City of Ceres. The services to be provided by SCFPD do not exceed the current services therefore no new development is proposed.

Information with respect to how those services will be financed:

The proposed annexation would extend the SCFPD's property tax allocation pursuant to a tax exchange agreement to be approved by the Stanislaus County Board of Supervisors, and special assessment revenue sources from the proposal, providing regular and ongoing revenue sources to sustain fire protection services.