#### EXECUTIVE OFFICER'S AGENDA REPORT JUNE 24, 2020

TO: LAFCO Commissioners

FROM: Javier Camarena, Assistant Executive Officer

SUBJECT: CITY SPHERES OF INFLUENCE REPORT (INFORMATIONAL ITEM)

LAFCO Staff regularly updates maps for each of the nine cities and numerous special districts in Stanislaus County and also serves as a resource for these agencies regarding boundary information and history. Staff often receives requests for data regarding city spheres of influence, their original adoption, and farmland within the remaining areas. In response, Staff has compiled data for all of the city spheres of influence and is also providing this report to the Commission for informational purposes. The report will also be posted on our website at: <a href="https://www.stanislauslafco.org">www.stanislauslafco.org</a>

#### **CURRENT CITY SPHERES OF INFLUENCE**

Government Code Section 56076 defines a sphere of influence as "a plan for probable physical boundaries and service area of a local agency, as determined by the commission." The Commission's adopted policies further describe spheres of influence as representing a 20-year planning boundary for an agency. Stanislaus LAFCO also designates a "primary area" for cities that represents the agency's near-term growth area of zero to ten years. However, this report and associated maps will focus on the overall sphere of influence of each city.

The following table is summary of the current sphere of influence and city limits.

#### **CITY LIMIT & SPHERE OF INFLUENCE ACREAGES**

(Rounded to the Nearest Acre)

CITY	SPHERE OF INFLUENCE (SOI) INCLUDING CITY LIMITS	CITY LIMITS	REMAINDER OUTSIDE CITY (WITHIN SOI)
Ceres	8,487	6,086	2,401
Hughson	2,029	1,239	790
Modesto	40,512	28,821	11,691
Newman	3,980	1,399	2,581
Oakdale	6,706	3,993	2,713
Patterson	6,149	5,112	1,037
Riverbank	4,850	3,067	1,783
Turlock	13,111	10,724	2,387
Waterford	2,734	1,560	1,174
TOTAL	88,558	62,001	26,557

Source: Stanislaus LAFCO, April 2020

#### **HISTORY**

LAFCOs were first given the statutory authority to adopt spheres of influence in 1971. Throughout the 1970s, Stanislaus LAFCO, the County, and the nine cities studied potential

spheres of influence, while considering a variety of factors including current and future service areas, special districts, and land uses. The Commission's adoption and establishment of the city spheres of influence occurred in 1984.

Attached are maps of each city displaying the original sphere of influence adopted in 1984 as well as a description of the subsequent changes to the sphere of influence that have occurred to date. Since the previous update to this report in 2015, a total of 1,583 acres have been added to City Spheres of Influence. Those additions included Oakdale (82 acres), Riverbank (1,479 acres), and Turlock (22 acres). Currently, there are no pending applications for additional sphere of influence expansions.

#### FARMLAND WITHIN AND AROUND CITY SPHERES OF INFLUENCE

The second set of maps attached to this report give a general idea of the farmland in and around the spheres of influence of the nine cities using data from the California Department of Conservation's Farmland Mapping and Monitoring Program.

#### "Important Farmlands Inventory"

Of the non-developed acreage located inside and outside of the city spheres of influence, Staff has calculated the approximate acreages considered to be Prime Farmland, Farmland of Statewide Importance, and Unique Farmland, as defined by the California Department of Conservation's Farmland Mapping and Monitoring Program (FMMP). The FMMP uses a classification system that combines technical soil ratings and current land use as the basis for its Important Farmland maps. These definitions are commonly used by agencies when evaluating proposals during the California Environmental Quality Act (CEQA) review process to determine whether impacts to agricultural resources will have significant environmental effects.

#### Prime Farmland:

Farmland with the best combination of physical and chemical features able to sustain long term agricultural production. This land has the soil quality, growing season, and moisture supply needed to produce sustained high yields. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date.

#### Farmland of Statewide Importance:

Farmland similar to Prime Farmland but with minor shortcomings, such as greater slopes or less ability to store soil moisture. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date.

#### Unique Farmland:

Farmland of lesser quality soils used for the production of the state's leading agricultural crops. This land is usually irrigated, by may include non-irrigated orchards or vineyards as found in some climatic zones in California. Land must have been cropped at some time during the four years prior to the mapping date.

The FMMP data also includes a number of other mapping designations, including a designation known as Farmland of Local Importance. For Stanislaus County, these include farmlands growing dryland pasture, dryland small grains, and irrigated pasture that do not meet the farmland definitions above.

The majority of land outside of the County's Spheres of Influence continue to be designated as farmland. "Important Farmlands" can be found throughout the valley floor of Stanislaus County with the exception of unincorporated communities and developed areas outside of County SOIs, which are designated as "Urban and Built Up". The more mountainous western and eastern portions of the County are mostly designated as "Grazing and Non-Agricultural and Natural Vegetation". The following tables provide an estimate of Important Farmlands throughout the County.

#### ACREAGES OF IMPORTANT FARMLAND WITHIN CITY SPHERES OF INFLUENCE

(Rounded to the Nearest Acre)

				Important Farmland within SOIs			
	SOI	City Limits	Outside City w/in SOI	Prime	Statewide Importance	Unique	Total Important Farmland within SOIs
Ceres	8,487	6,086	2,401	690	16	0	705
Hughson	2,029	1,239	790	720	0	2	722
Modesto	40,512	28,821	11,691	4,055	0	826	4,880
Newman	3,980	1,399	2,581	1,539	0	724	2,263
Oakdale	6,706	3,993	2,713	846	133	526	1,505
<b>Patterson</b>	6,149	5,112	1,037	750	0	0	750
Riverbank	4,850	3,067	1,783	490	0	197	686
Turlock	13,111	10,724	2,387	746	465	145	1,357
Waterford	2,734	1,560	1,174	790	51	69	910
Totals:	88,558	62,001	26,557	10,626	664	2,489	13,779

#### ACREAGES OF IMPORTANT FARMLAND OUTSIDE CITY SPHERES OF INFLUENCE

(Rounded to the Nearest Acre)

			Important Farmland outside SOIs					
			Total Importan					
	County Total	Total SOIs w/ Cities	Prime	Statewide Importance	Unique	Farmland outside SOIs		
County	996,000	88,558	221,080	30,400	110.298	361,778		
County	996,000	00,000	221,000	30,400	110,290	301,770		

#### LAFCO Definition of "Prime Agricultural Land"

It should be noted that LAFCO law (Government Code Section 56000, et seq.) uses a broader definition of "prime agricultural land" as compared to the Department of Conservation. As such, much of the acreage classified by the Department of Conservation as "prime farmland," "farmland of statewide importance," and "unique farmland" may also qualify as "prime agricultural land" under LAFCO's definition. For reference, the LAFCO definition of "prime

agricultural land" as found in Government Code Section 56064 is as follows:

An area of land, whether a single parcel or contiguous parcels, that has not been developed for a use other than an agricultural use and that meets any of the following qualifications:

- (a) Land that qualifies, if irrigated, for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, whether or not the land is actually irrigated, provided that irrigation is feasible.
- (b) Land that qualifies for rating 80 through 100 Storie Index Rating.
- (c) Land that supports livestock used for the production of food and fiber and that has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the United States Department of Agricultural in the National Range and Pasture Handbook, Revision 1, December 2003.
- (d) Land planted with fruit or nut-bearing trees, vines, bushes, or crops that have a nonbearing period of less than five years and that will return during the commercial bearing period on an annual basis from the production of unprocessed agricultural plant production not less than \$400 per acre.
- (e) Land that has returned from the production of unprocessed agricultural plant products an annual gross value of not less than \$400 per acre for three of the previous five calendar years.

Unlike the FMMP data, farmland maps reflecting LAFCO's definition of prime agricultural land are not readily available. This information is typically researched on a project-by-project basis, at the time of application.

In 2012, the Commission adopted an Agricultural Preservation Policy (Policy 22) to promote preservation of and minimize impacts to agricultural lands while balancing the need for planned, orderly development and the efficient provision of services. Since 2012, four city annexations have been approved that included mitigation measures requiring the preservation of 490+/-acres of important farmland. The mitigation measures included on each annexation are consistent with Policy 22 and are still in progress as development proposals are pending with each of the cities.

#### **ADDITIONAL RESOURCES**

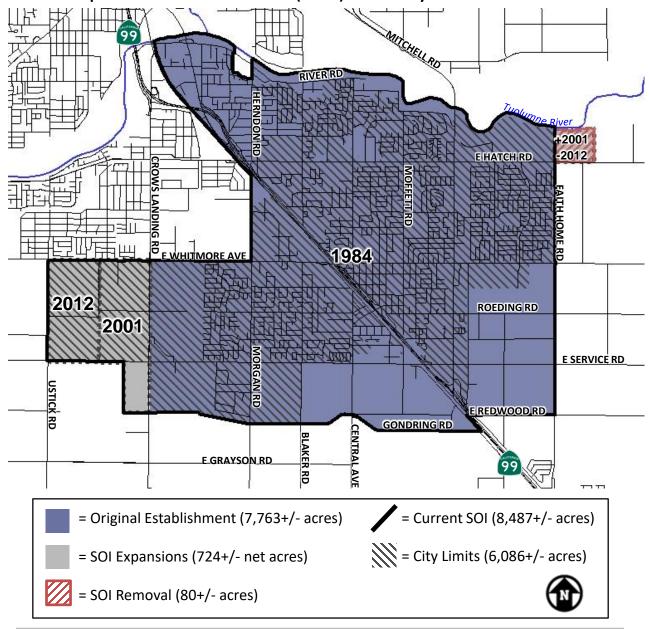
Sphere of Influence maps are updated for all cities and special districts as changes occur and can be found on our website at: <a href="http://www.stanislauslafco.org/info/info.htm">http://www.stanislauslafco.org/info/info.htm</a>. These maps also include the current boundaries for the cities and special districts. Questions about this or any other Stanislaus LAFCO data can be directed to Staff at: <a href="mailto:lafco@stancounty.com">lafco@stancounty.com</a> or (209) 525-7660.

Attachments: City Sphere of Influence (SOI) History Maps (1984-2020)

"Important Farmland" Maps

# **City of Ceres**

Sphere of Influence (SOI) History: 1984-2020

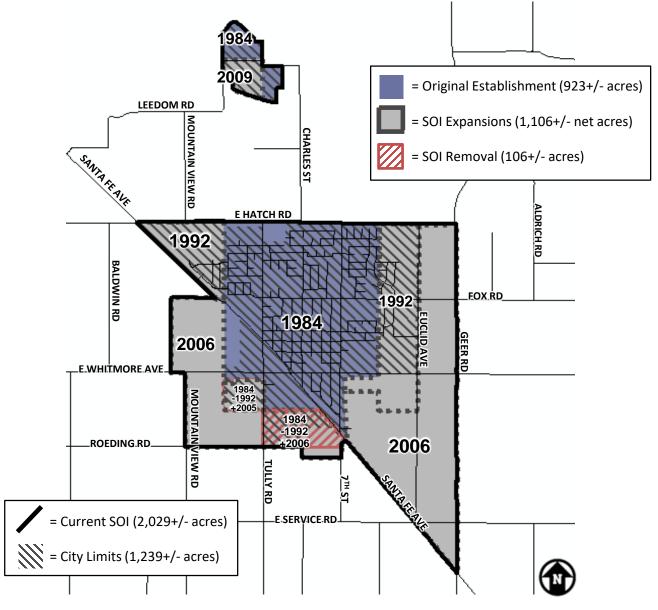


Summary of Sphere	of Influence	Changes
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	3411111	iary of opinere of infraence changes	Acreage Added to	
Date	Project Name	Description	SOI	Total SOI
12/19/1984	Original Establishment	Original adoption of a Sphere of Influence for the City of Ceres		7,763
1/24/2001	2001 SOI Modification	Added area west of Crows Landing Rd and east of Faith Home Rd.	484	8,247
2/22/2012	West Landing Specific Plan Mods.	Addition of 320 acres westerly, to Ustick Rd and removal of 80 acres east of Faith Home Rd.	240 (net)	8,487

### **City of Hughson**

Sphere of Influence (SOI) History: 1984-2020

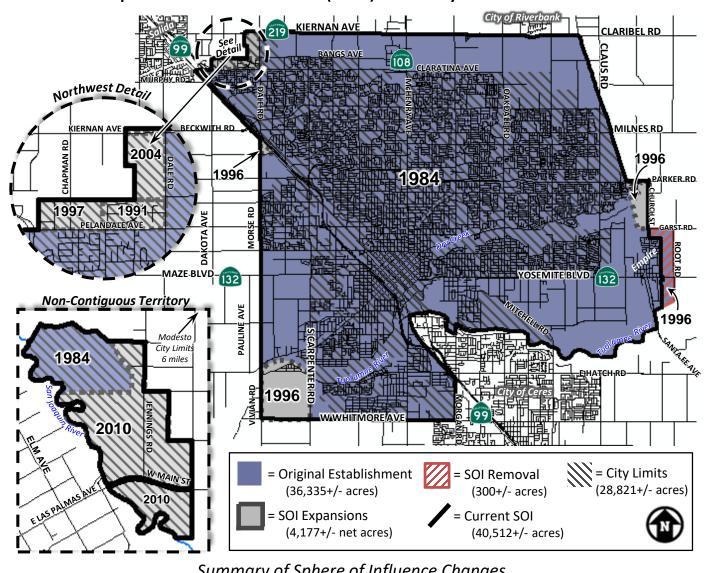


Summary of Sphere of Influence Changes

			Acreage	
Date	<b>Project Name</b>	Description	Added to SOI	Total SOI
12/19/1984	Original Establishment	Original adoption of a Sphere of Influence for the City of Hughson		923
2/26/1992	1992 SOI Modifications	Added approx. 315 acres to the east and west. Removed approx. 106 acres from the southerly side	209 (net)	1,121
8/24/2005	Tully Road No. 2	Modified SOI concurrently with Tully Road No. 2 annexation (Area was in SOI during original adoption but had been removed in 1992. Was re-added with this proposal)	32	1,153
8/23/2006	2006 SOI Modifications	Expanded SOI to Geer/Santa Fe, further west to Mountain View area and included area east of Tully Rd that had been previously removed from the SOI	832	1,985
9/23/2009	WWTP No. 3	Modified SOI concurrently with WWTP No. 3 annexation	33	2,029

### **City of Modesto**

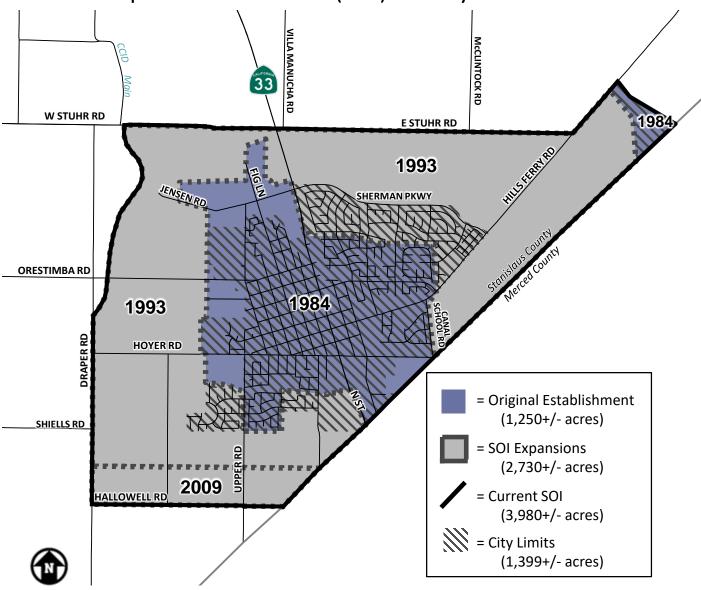
Sphere of Influence (SOI) History: 1984-2020



Date	Su Project Name	Description	Acreage Added to SOI	Total SOI
12/19/1984	Original Establishment	Original Adoption of a Sphere of Influence (SOI) and Primary Area for the City of Modesto		36,335
10/23/1991	Fleur de Ville Reorganization	SOI expanded concurrently with the Fleur de Ville Reorganization, northwest of Pelandale Ave/Dale Rd	76	36,411
2/28/1996	1996 Sphere Expansion	City originally requested to expand its SOI by 7,800 acres to coincide with its updated General Plan. LAFCO approved addition of Whitmore-Carpenter CPD, Empire North CPD, removal of 300ac east of Empire, and redesignation of all SOI to Primary except Beard area. LAFCO denied expansion in Salida area, Kiernan-Carver CPD, and Beckwith-Dakota CPD.	702 (net)	37,113
5/28/1997	Northgate Promenade Reorganization	SOI expanded concurrently with the Northgate Promenade Reorganization (Costco area on Pelandale Ave)	76	37,189
9/22/2004	Kaiser-Cornerstone Reorg.	SOI expanded concurrently with the Kaiser-Cornerstone Reorganization, southwest of Kiernan Ave/Dale Rd.	94	37,283
12/1/2010	Jennings Addition No. 2 Change of Org.	SOI expanded concurrently with the Jennings Addition No. 2 Change of Org. (Area is not contiguous with rest of City Limits.)	3,341	40,512

### **City of Newman**

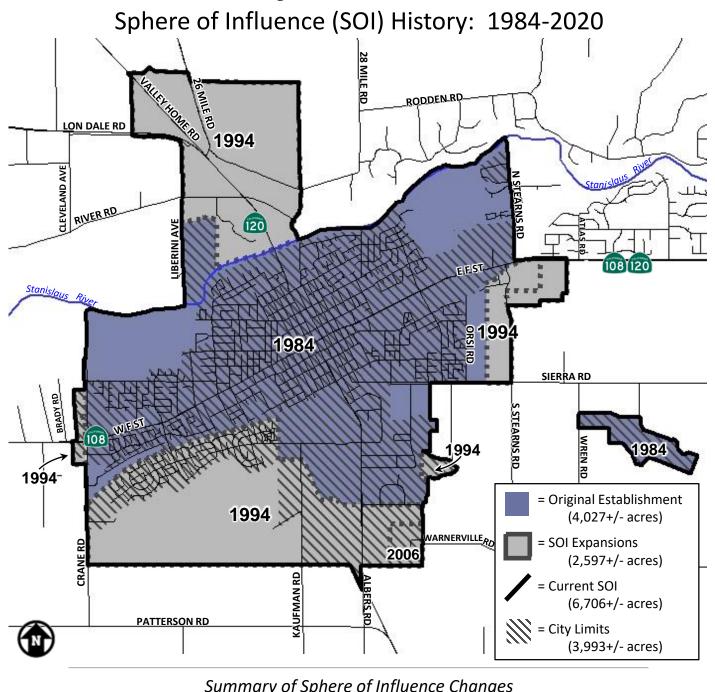
Sphere of Influence (SOI) History: 1984-2020



#### Summary of Sphere of Influence Changes

			Acreage Added to	
Date	<b>Project Name</b>	Description	SOI	Total SOI
12/5/1984	Original Establishment	Original Adoption of a Sphere of Influence (SOI) and Primary Area for the City of Newman		1,250
4/28/1993	1993 SOI Modification	Expansion to accommodate areas in Newman's new General Plan	2,498	3,748
1/28/2009	2009 SOI Modification	As part of an MSR-SOI Update, expanded southerly boundary to Hallowell Road	232	3,980

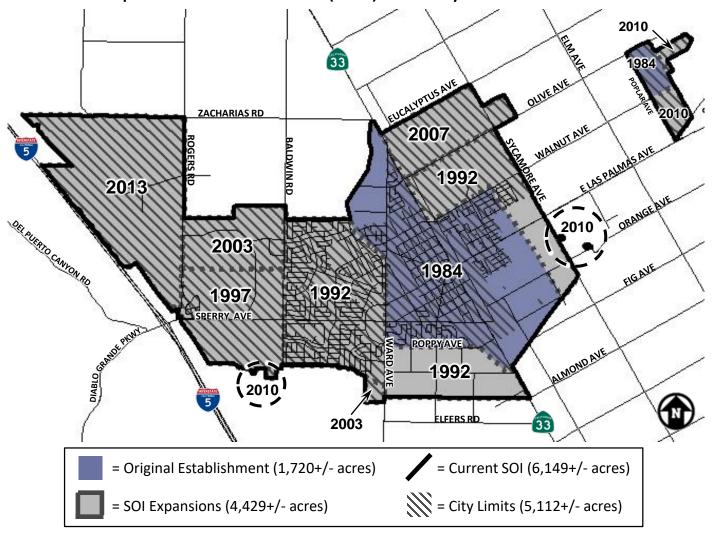
# **City of Oakdale**



	Sammar	y of Spriere of Influence changes	Acreage	
			Added	Total
Date	Project Name	Description	to SOI	SOI
10/17/1984	Original Establishment	Original Adoption of a Sphere of Influence (SOI) and Primary Area for the City of Oakdale		4,027
		•		
10/26/1994	1994 SOI Modification	Expansion into multiple areas following Oakdale's updated 2015 General Plan	2,538	6,565
8/23/2006	South Oakdale Industrial Specific Plan	Concurrent request with the South Oakdale Industrial Specific Plan Reorg., east of Albers Rd	59	6,624
9/17/2015	Crane Crossing	SOI expanded concurrently with the Crane Crossing Specific Plan and Sierra Pointe Specific Plan	82	6,706
	·	Source: Stanislau	O LAECO	May 2020

### **City of Patterson**

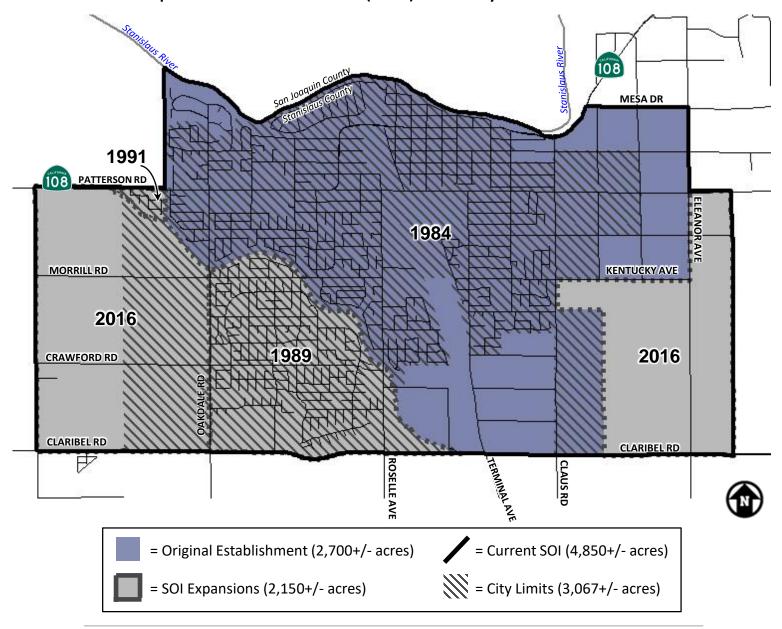
Sphere of Influence (SOI) History: 1984-2020



	Summary of Sphere of Influence Changes			
Date	Project Name	Description	Added to SOI	Total SOI
12/5/1984	Original Establishment	Original Adoption of a Sphere of Influence (SOI) and Primary Area for the City of Patterson		1,720
10/28/1992	1992 SOI Modification	Multiple areas, to reflect the City's 1992 General Plan	1,840	3,560
12/3/1997	1997 SOI Modification	Included portion of the future West Patterson Business Park area, west of Baldwin Rd	585	4,145
2/26/2003	West Patterson- Patterson Gardens	Included the sports park area and northerly portion of the future West Patterson Business Park, west of Baldwin Rd	390	4,535
3/28/2007	Villages of Patterson	Processed concurrently with the Villages of Patterson Reorg	375	4,910
3/24/2010	City Facilities Reorg.	Processed concurrently with the City Facilities Reorg various City-owned properties	115	5,025
12/4/2013	Arambel-KDN Bus. Park Reorg.	Processed concurrently with the Arambel-KDN Bus. Park Reorg. proposal, west of Rogers Rd to I-5	1,119	6,149

## **City of Riverbank**

Sphere of Influence (SOI) History: 1984-2020

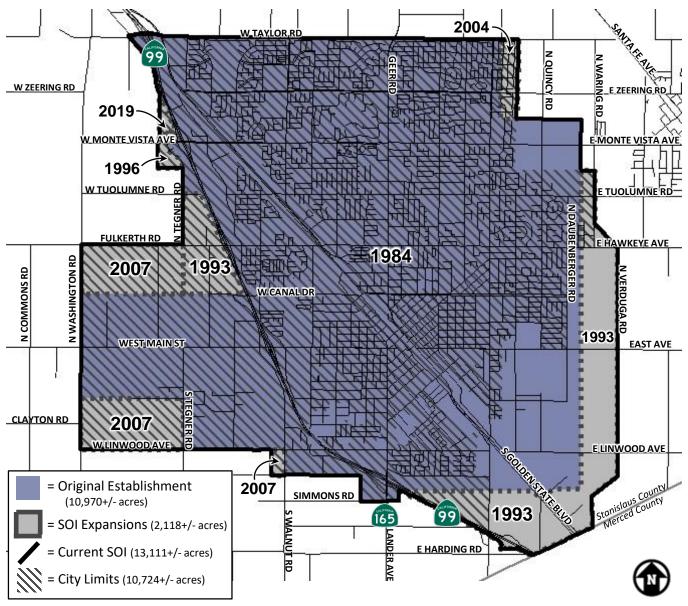


#### Summary of Sphere of Influence Changes

			Acreage Added to	
Date	Project Name	Description	SOI	Total SOI
12/19/1984	Original Establishment	Original Adoption of a Sphere of Influence (SOI) for the City of Riverbank		2,700
10/25/1989	West Area Sphere Modification	Added the future Crossroads area to the SOI (northwest of Oakdale & Claribel Rds)	648	3,348
5/29/1991	Patterson Road No. 2 Reorg.	Expanded concurrently with the annexation request on west side	23	3,371
7/29/2016	2016 SOI Expansion	Expansion into multiple areas consistent with Riverbank's General Plan Update	1,479	4,850

### **City of Turlock**

Sphere of Influence (SOI) History: 1984-2020

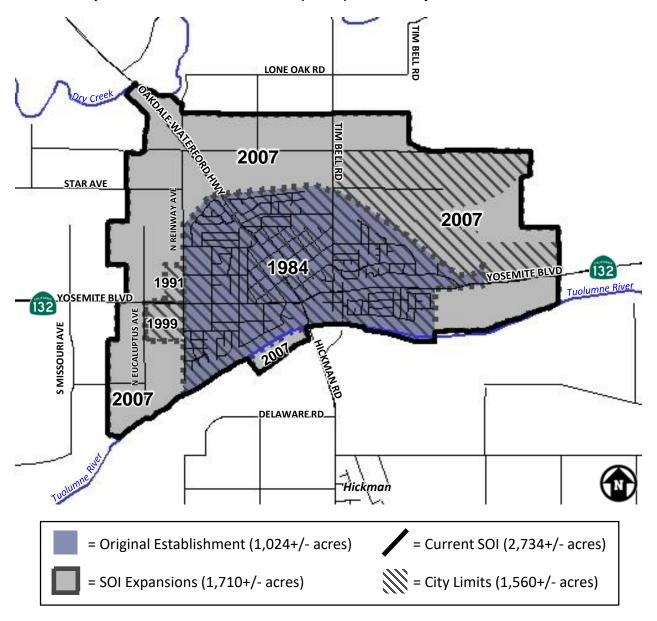


Summary of Sphere of Influence Changes

			Acreage	
Date	Project Name	Description	Added to SOI	Total SOI
11/28/1984	Original Establishment	Original Adoption of a Sphere of Influence (SOI) for the City of Turlock		10,970
8/25/1993	1993 SOI Modification	Expanded on the west to include portion of the future Northwest Triangle area, on the east to Verduga Rd, and southeast to the County line	1,318	12,288
2/28/1996	Northwest Triangle SOI	Modification to include remainder of the Northwest Triangle area	95	12,383
4/28/2004	Northeast Turlock Master Plan	Modification to the northeast area	80	12,463
9/26/2007	Westside Industrial Specific Plan	Processed concurrently with the WISP II annexation	625	13,088
10/11/2019	Northwest Triangle No. 2	Annexation and SOI amendment of remaining parcel to complete the Northwest Triangle Specific Plan	22	13,111

### **City of Waterford**

Sphere of Influence (SOI) History: 1984-2020



Summary of Sphere of Influence Changes

			Acreage Added to		
Date	Project Name	Description	SOI	Total SOI	
12/19/1984	Original Establishment	Original Adoption of a Sphere of Influence (SOI) and Primary Area for the City of Waterford		1,024	
1/19/1991	Moon School Reorg.	Processed concurrently with annexation, northwest of Yosemite Blvd and Reinway Ave	20	1,044	
9/24/1999	Waterford High Change of Org.	Processed concurrently with annexation on the south side of Yosemite Blvd	42	1,086	
5/1/2007	MSR-SOI Update (Lake Pointe)	Requested following the City's updated General Plan and in anticipation of the Lake Pointe annexation area	1,648	2,734	

#### Dept. of Conservation - Farmland Mapping & Monitoring Program

### **Important Farmlands Map Categories**

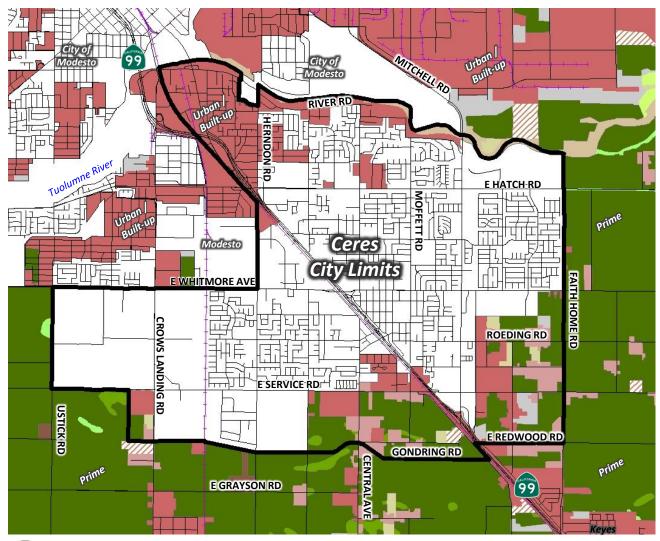
<b>Prime Farmland</b> = Farmland with the best combination of physical and chemical features able to sustain long term agricultural production. This land has the soil quality, growing season, and moisture supply needed to produce sustained high yields. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date.
<b>Farmland of Statewide Importance</b> = Farmland with the best combination of physical and chemical features able to sustain long term agricultural production. This land has the soil quality, growing season, and moisture supply needed to produce sustained high yields. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date.
<b>Unique Farmland</b> = Farmland of lesser quality soils used for the production of the state's leading agricultural crops. This land is usually irrigated, but may include nonirrigated orchards or vineyards as found in some climatic zones in California. Land must have been cropped at some time during the four years prior to the mapping date.
Farmland of Local Importance = Land of importance to the local agricultural economy as determined by each county's board of supervisors and a local advisory committee. For Stanislaus County, these include farmlands growing dryland pasture, dryland small grains, and irrigated pasture.
<b>Grazing Land</b> = Land on which the existing vegetation is suited to the grazing of livestock. This category was developed in cooperation with the California Cattlemen's Association, University of California Cooperative Extension, and other groups interested in the extent of grazing activities.

#### Other Categories:

 •	-		
Confined Animal Agriculture			Urban and Built-Up Land
Non-Agricultural / Natural Vegetation			Water
Vacant or Disturbed Land			LAFCO Boundaries:
Semi-Agricultural & Rural Commercial Land		/	City Sphere of Influence
Rural Residential			City Limits

### **City of Ceres**

#### Sphere of Influence (SOI) - Important Farmlands Map

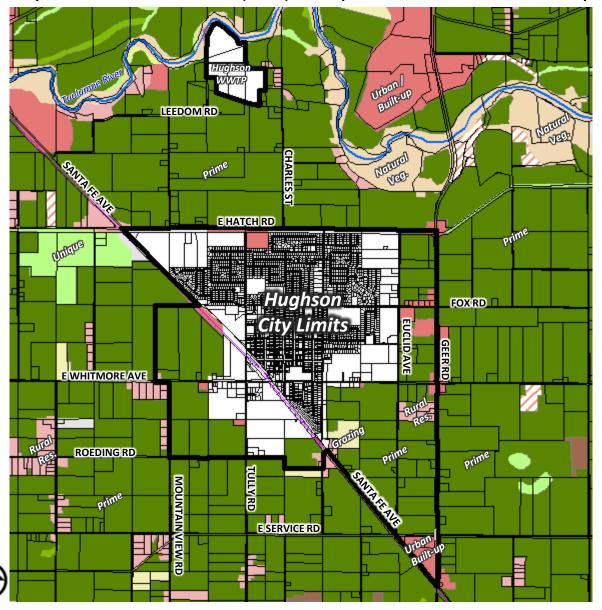


	→ Of the Remaining 2,401	Acres in	the SOI:	
<b>Boundary</b>	<u>Acres</u>	<u>Designation</u>	<u>Acres</u>	% of SOI
Sphere of Influence (SOI)	8,487	Prime Farmland*	690	29%
Current City Limits	6,086	Farmland of Statewide Importance	16	1%
Remaining Area Outside City Limits, within the Sphere of Influence	2,401	Unique Farmland		
		Total "Important Farmland" Acres in Remaining SOI	706	29%

<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions

Sources: CA Dept. of Conservation - 2018 Farmland Mapping and Monitoring Program; Stanislaus LAFCO (City Limits & Spheres of Influence), May 2020

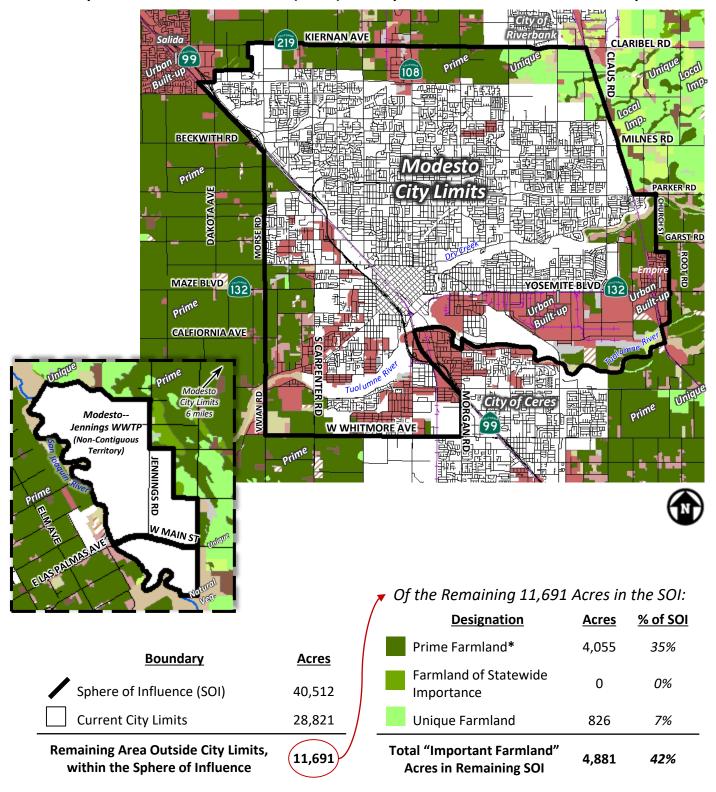
# **City of Hughson**



		Of the Remaining 790 Acres in the SOI:		
<u>Boundary</u>	<u>Acres</u>	<u>Designation</u>	<u>Acres</u>	% of SOI
Sphere of Influence (SOI)	2,029	Prime Farmland*	720	91%
Current City Limits	1,239	Farmland of Statewide Importance	-	-
Remaining Area Outside City Limits, within the Sphere of Influence	790	Unique Farmland	2	0.3%
		Total "Important Farmland" Acres in Remaining SOI	722	91%

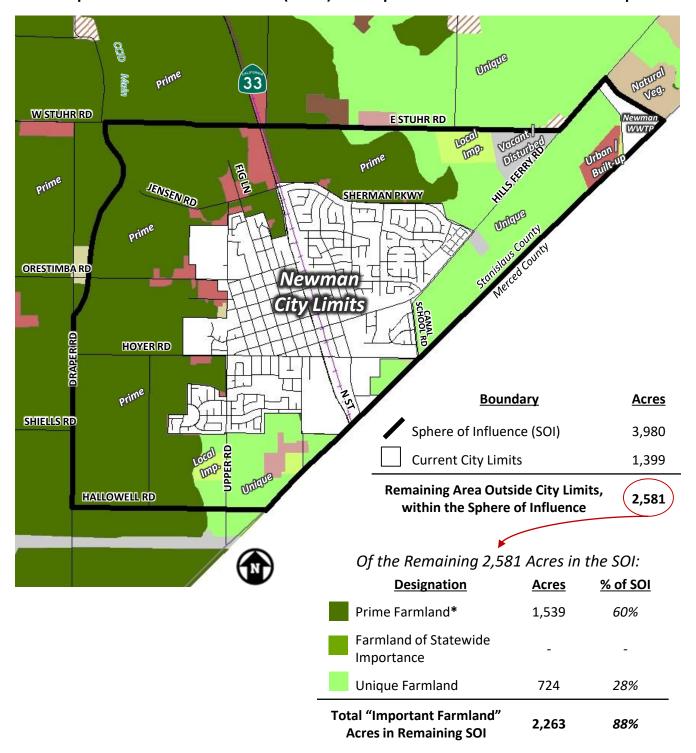
<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions

### **City of Modesto**



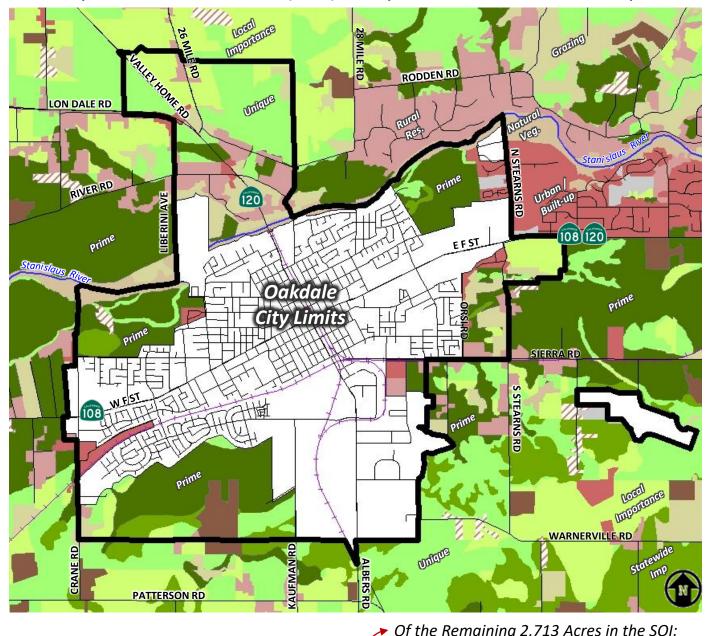
<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions

## **City of Newman**



<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions

### City of Oakdale



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<u>Boundary</u>	<u>Acres</u>	<u>Designation</u>	<u>Acres</u>	% of SOI
Sphere of Influence (SOI)	6,706	Prime Farmland*	846	33%
Current City Limits	3,993	Farmland of Statewide Importance	133	5%
Remaining Area Outside City Limits, within the Sphere of Influence	2,713	Unique Farmland	526	37%
•		Total "Important Farmland" Acres in Remaining SOI	1,505	74%

<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions

## **City of Patterson**





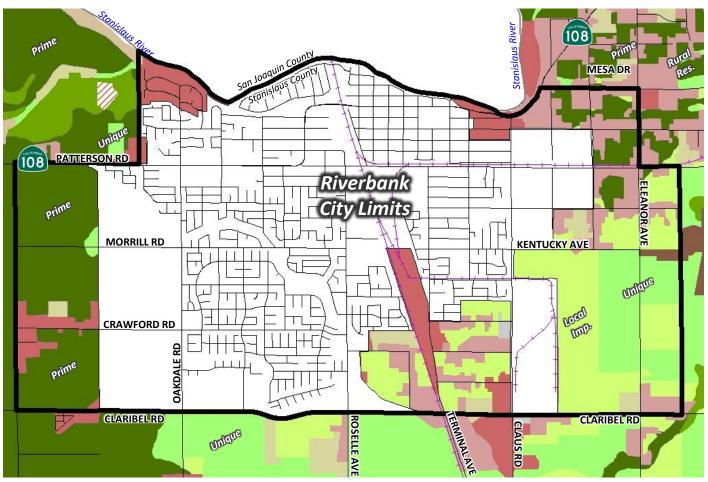
<u>Boundary</u>	<u>Acres</u>
Sphere of Influence (SOI)	6,149
Current City Limits	5,112
Remaining Area Outside City Limits, within the Sphere of Influence	1,037

• Of the Remaining 1,037 Acres	s in th	e SOI:
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Total "Important Farmland"  Acres in Remaining SOI	750	72%
Unique Farmland	-	0%
Farmland of Statewide Importance	-	0%
Prime Farmland*	750	72%
<u>Designation</u>	<u>Acres</u>	<u>% 01</u> <u>SOI</u>

<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions

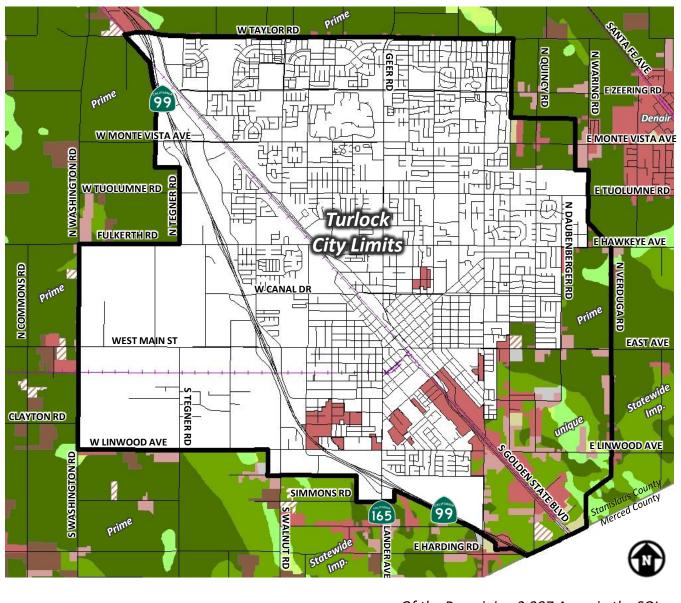
# **City of Riverbank**



<b>№</b>		> Of the Remaining 1,783 A	Acres in t	he SOI:
<u>Boundary</u>	<u>Acres</u>	<u>Designation</u>	<u>Acres</u>	<u>% of</u> <u>SOI</u>
Sphere of Influence (SOI)	4,850	Prime Farmland*	490	27%
Current City Limits	3,067	Farmland of Statewide Importance	-	0%
Remaining Area Outside City Limits, within the Sphere of Influence	1,783	Unique Farmland	197	11%
		Total "Important Farmland" Acres in Remaining SOI	687	39%

<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions

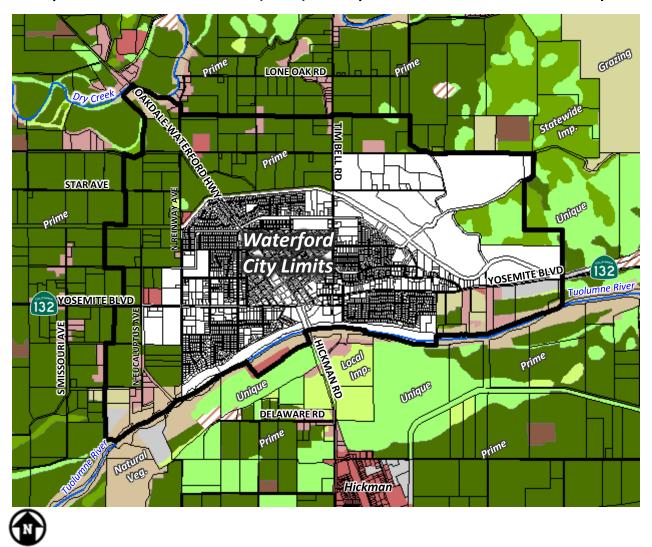
# **City of Turlock**



		Of the Remaining 2,387 Acres in the SOI:		
<u>Boundary</u>	<u>Acres</u>	<u>Designation</u>	<u>Acres</u>	% of SOI
Sphere of Influence (SOI)	13,111	Prime Farmland*	746	31%
Current City Limits	10,724	Farmland of Statewide Importance	465	19%
Remaining Area Outside City Limits, within the Sphere of Influence	2,387	Unique Farmland	145	6%
-		Total "Important Farmland" Acres in Remaining SOI	1,356	<i>57%</i>

<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions

### City of Waterford

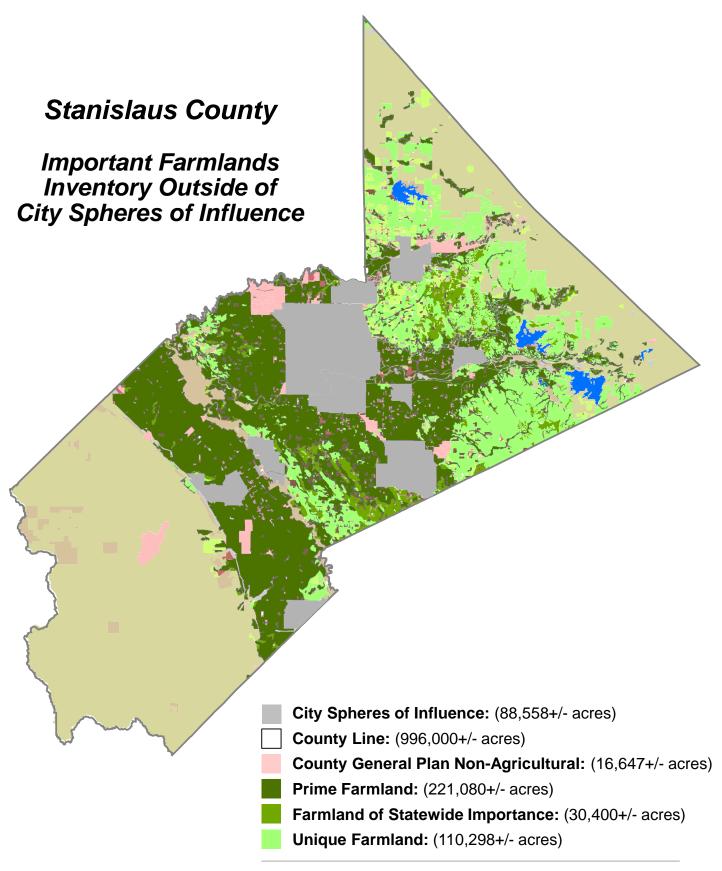


<u>Boundary</u>	<u>Acres</u>
Sphere of Influence (SOI)	2,734
Current City Limits	1,560
Remaining Area Outside City Limits, within the Sphere of Influence	1,174

Of the Remain	ing 1,174 A	Acres in	the SOI:
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/	<u>Designation</u>	<u>Acres</u>	% of SOI
	Prime Farmland*	790	67%
	Farmland of Statewide Importance	51	4%
	Unique Farmland	69	6%
Total "Important Farmland"  Acres in Remaining SOI  7			78%

<sup>\*</sup> Prime farmland and other categories of "important farmlands" are mapped based on the Department of Conservation definitions



Total Important Farmlands (Less City SOIs, Non-Agricultural County General Plan Designations, urban, disturbed lands): 361,778+/- acres