

CITY OF STOCKTON

2008 MUNICIPAL SERVICE REVIEW

PUBLIC REVIEW DRAFT



Prepared by the City of Stockton
for San Joaquin LAFCO
Public Review Draft

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CITY OF STOCKTON

2008 MUNICIPAL SERVICE REVIEW

P U B L I C R E V I E W D R A F T

submitted by

**City of Stockton
Mintier & Associates**

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EXECUTIVE SUMMARY

One of the primary responsibilities of a Local Agency Formation Commission (LAFCO) is to determine the sphere of influence of local governmental agencies. A sphere of influence (SOI) designates the probable physical boundary and service area of a local agency. The Cortese-Knox-Hertzberg (CKH) Local Government Reorganization (CKH) Act of 2000 requires that a Municipal Service Review (MSR) be prepared prior to or concurrent with an update of an SOI. The MSR evaluates existing and future service conditions and reviews the advantages and disadvantages of various government service structure options. An MSR provides information upon which the LAFCO can base its action on an SOI.

Concurrent with approval of this MSR, San Joaquin LAFCO is amending Stockton's SOI consistent with the requirements of the CKH Act and San Joaquin LAFCO policies through a Sphere Plan. Since the City of Stockton's SOI is being amended at this time, and the City is requesting an expansion of its SOI, the MSR determinations address the City's ability to provide adequate services to existing and future residents within the proposed SOI. This MSR provides the basis for adopting the City's SOI update request.

Issues Addressed

In accordance with the CKH Act of 2000, MSRs were required to address nine categories for which LAFCO must render written determinations pursuant to Government Code 56430. Effective January 1, 2008, AB 1744 amended the CKH Act to reduce the required nine categories to five, as follows:

- ◆ Growth and Population Projections for the Affected Area;
- ◆ Present and Planned Capacity of Public Facilities and Adequacy of Public Services, including Infrastructure Needs or Deficiencies;
- ◆ Financial Ability of Agencies to Provide Services;
- ◆ Status of, and Opportunities for, Shared Facilities; and
- ◆ Accountability for Community Service Needs, including Governmental Structure and Operational Efficiencies.

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Written determinations are included for each of the areas addressed. The analysis and determinations in this MSR considered the LAFCO Municipal Service Review Guidelines (August 2003) prepared by the State Office of Planning and Research and comply with San Joaquin LAFCO Guidelines adopted September 21, 2007.

In preparing this Sphere Plan and MSR, the City also complied with State law requirements to consult with San Joaquin County prior to any SOI amendment pursuant to AB 1262, which requires that a city and county meet prior to the city applying to the local agency formation commission for a new or updated sphere of influence. City staff and officials met with San Joaquin County staff and officials on July 17, 2008 to discuss the proposed new boundaries of the SOI and explore methods to reach agreement on development standards and planning and zoning requirements to ensure that development occurs in a manner that reflects the concerns of the City and County and is accomplished in a manner that promotes the logical and orderly development of areas within the SOI. At the conclusion of the meeting, the County and the City of Stockton agreed to prepare an agreement consistent with similar agreements between other cities and San Joaquin County regarding future growth and development within the SOI.

Determinations

An explanation of the specific operational and management aspects of each service provider considered in each of these topic areas is provided below. Based on the information contained in the MSR, the determinations listed by general topic areas covered in this MSR are as follows:

Growth and Population Projections for the Affected Area

For planning purposes, the City anticipates that its recent (2000 through 2007) growth trend of 2.5 percent per year will continue into the future. The 2035 General Plan EIR projects the population within the Stockton SOI (i.e., “affected area”) will reach 576,434 by 2035 or soon after. The Department of Finance (DOF) estimated Stockton’s 2007 population at 289,789. If the city continues to grow at a rate similar to the past seven years, the city will be on-track to reach its 2035 General Plan population projection by 2035 or soon thereafter. Even if the City’s growth trend slowed to 2.25 percent per year or 2.0 percent per year, the buildout of the affected area would be extended only about three years and seven years, respectively.

The City of Stockton has and will continue to review future growth and population patterns to project growth within its SOI. The 2035 General Plan and 2004 Housing Element include policies that direct the City to ensure adequate land served by public facilities is available to meet projected population growth. Other policies require the City to consider the funding necessary to adequately provide facilities and services to development anticipated in any area proposed for expansion and ensure that infrastructure improvements and service coincide with new development.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, including Infrastructure Needs or Deficiencies

a. Fire Protection Determinations

Continued growth within the SOI will increase the overall demand on fire protection services in the city. Growth in accordance with buildout of the SOI is expected to generate the typical range of service calls, including structure fires, car fires, electrical fires, emergency medical response and others. New fire facilities, vehicles, equipment, and personnel will be required to maintain adequate response times to serve future growth. Therefore, the City's costs to maintain equipment and facilities and to train and equip personnel will also increase. Growth in rural areas and fire districts will also increase the demand for fire protection services in those areas. City growth will also impact the adjoining rural fire districts including Montezuma, French Camp, Waterloo-Morada, and Woodbridge. As annexations occur, fire and emergency medical services will be provided by the City of Stockton and the boundaries of the rural fire districts will be reduced in territory, which may have a long-term financial impact on those districts. LAFCo intends to complete a service review for the rural fire districts. At that time, it is anticipated that the long-term impacts will be considered and recommendations regarding efficient government structure options will be considered.

The 2035 General Plan includes policies that ensure that adequate fire safety facilities are located and maintained throughout the urbanized areas of the city with sufficient equipment and water supplies and directs the City to cooperate with adjacent fire districts in the provision of fire protection and emergency medical services through mutual aid agreements. Additional facilities, personnel, equipment, and materials costs will be offset through the increased revenue and fees generated by new development as well as other funding sources. In

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addition, the City will review future projects on an individual basis and will require compliance with City requirements (e.g., impact fees) in effect.

b. Law Enforcement Determinations

Continued growth within the SOI will increase the overall demand on law enforcement services in the city. Growth is expected to generate the typical range of service calls. New police facilities, vehicles, equipment, and personnel will be required to provide adequate response times to serve future growth, particularly in the northern areas within which the city is expected to grow. Therefore, the City's costs to maintain equipment and facilities and to train and equip personnel will also increase. Additional personnel and materials costs will be offset through the increased revenue and fees generated by new development, as well as the funding sources mentioned above. In addition, the City will review future projects on an individual basis and will require City compliance with requirements (e.g., impact fees) in effect.

c. Water Supply and Treatment Determinations

The City of Stockton Municipal Area (COSMA) has met and expects to be able to continue to meet annual water demands within the SOI during differing hydrologic periods with surface water, groundwater, water conservation, and other potential water supplies such as non-potable supplies from local communities, raw surface water from local irrigation districts, and water from active groundwater storage projects.

According to the Water Supply Evaluation (WSE), water purveyors cannot support the population growth projected to occur within the SOI without the initial phase of the Delta Water Supply Project (DWSP). Buildout of the SOI will increase the overall demand on water supply and delivery to the city. Future growth in accordance with buildout of the SOI is expected to generate the typical amount of water needs associated with the type of urban development that has occurred in the past. New water sources, treatment and delivery facilities, and continued conservation efforts will be required in order to provide adequate water to existing and future residents.

Implementation of the Delta Water Supply Project (DWSP) in 2011 and upgrades to the Stockton East Water District Water Treatment Plant (SEWD WTP) will provide the City with a new supplemental water supply. This supply will meet both the water needs well beyond the buildout of the SOI. Other water supply sources (transfer agreements and the use of recycled water) will provide additional sources of water. The DWSP will reduce the city's dependence on groundwater supplies and ensure that water quality standards are maintained, especially those related to arsenic found in groundwater.

Groundwater is not considered a long-term supply and will only be used only in dry and critical years, when SEWD surface water supplied are curtailed.

The City's 2035 General Plan commits the City to maintain existing facilities and develop new water treatment and delivery facilities. The Plan includes policies that ensure and require that adequate water supplies and facilities are located and maintained throughout the urbanized areas of the city to meet future growth. In addition, any costs associated with new facilities and/or upgrades to existing facilities will be offset through the increased revenue and fees generated by future development. The City will review future projects on an individual basis and will require compliance with City requirements (e.g., impact fees) in effect at the time building permits are issued.

d. Wastewater Collection and Treatment Determinations

The City of Stockton Regional Wastewater Control Facility (RWCF) has met and expects to continue to meet annual wastewater collection and treatment demands within the SOI in compliance with the Central Valley Regional Water Quality Control Board and NPDES permit. Growth in the SOI will increase the overall demand on the wastewater collection and treatment facilities in the city. Future growth in accordance with buildout of the SOI is expected to generate the typical amount of treatment needs associated with the type of urban development that has occurred in the past. According to the Draft Regional Wastewater Control Facility Master Plan (March 1999) the City's wastewater treatment facilities can support a population of about 380,000 within the SOI, which is within the 10-year sphere horizon of the SOI. The City anticipates that existing treatment facilities will continue to be in service until such time as upgrades and new facilities are needed to ensure that wastewater collection and treatment match urban growth.

Phasing and timing of additional facilities to accommodate additional growth has not been determined, and is currently being considered with the City's draft Wastewater Master Plan. These facilities will provide higher levels of treatment, which will also meet anticipated discharge requirements. Facility expansions (biotowers, intermediate clarifiers, and secondary effluent pump station) are planned to accommodate the projected needs at buildout of the SOI.

The City's commitment to maintain existing facilities and develop new wastewater collection and treatment facilities is addressed in the 2035 General Plan. The Plan includes policies that require adequate facilities are in place to serve urban development and that the treatment and quality of discharge is sufficient to meet water quality standards. In addition, the Plan includes

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policies that encourage the reuse and recharge of reclaimed water. The City requires that any costs associated with new facilities and/or upgrades to existing facilities be offset through increased revenue and fees generated by future development. In addition, the City will review future projects on an individual basis and require compliance with City requirements (e.g., impact fees).

e. Stormwater Drainage Determinations

The City of Stockton expects to continue to meet stormwater flood control needs within the existing SOI in cooperation with San Joaquin County and the San Joaquin Area Flood Control Agency. Buildout of the existing SOI will continue to require the capture and removal of stormwater in a safe manner. Future growth in accordance with buildout of the existing SOI is expected to result in the typical amount of capture and removal needs associated with the type of urban development that has occurred in the past.

Drainage problems do occur in the SOI, although they are localized within certain areas and the quality of stormwater discharges from the city and SOI are considered to be significant sources of pollutants. Flooding in some areas of the SOI remains an issue and potential levee failure continues to be a problem in the SOI. FEMA has certified and accepted the levees in the SOI. However, FEMA and other State agencies are currently (2007) revisiting existing levee certifications, and findings from their evaluation may remove levees within the SOI from the current list of certified levees.

As development occurs within the SOI, creeks, rivers, and sloughs will continue to collect and convey storm runoff to the San Joaquin River and the Delta. The City will continue to require new development in growth areas in the SOI to develop storm drains to collect and convey runoff to pumps that will lift the runoff into one of the creeks, sloughs, or rivers. The City expects to continue to work with the San Joaquin Area Flood Control Agency to address areas within the SOI that experience flooding issues or where storm drain problems exist. In addition, the quality of runoff water is expected to be emphasized in future stormwater management activities to address stormwater pollution.

The City's 2035 General Plan commits the City to maintain existing storm drain and flood management facilities. The Plan includes policies that ensure and require that stormwater drainage planning be addressed prior to development occurring. The Plan includes policies that encourage the use of Best Management Practices to reduce stormwater runoff pollution. The City requires that any costs associated with new facilities and/or upgrades to existing facilities be offset through revenue and fees generated by future development and that all flood issues be adequately mitigated. In addition, the City will review

future projects on an individual basis and require compliance with City requirements (e.g., impact fees) in effect.

Financial Ability of Agencies to Provide Services

The City of Stockton's 2035 General Plan requires new development to pay its fair share of the costs of public facilities and utilities needed to support additional growth. Stockton receives funds for the provision of public services through State sources, development fees, property taxes, and connection and usage fees. The City reviews its fee structures on an annual basis to ensure that they provide adequate funding to cover the provision of City services.

The City's standard condition of development requires preparation of a Capital Improvement Program (CIP) for specific plans and master plans. The City of Stockton charges development impact fees on a per-dwelling unit basis for residential uses. Non-residential uses are collected on a per-square foot or per-acre basis, depending on the type of fee and impact the fee is intended to offset.

Cal Water does not charge fees for connections or meters for smaller developments and infill projects provided an adequate water main is available. For larger projects, Cal Water charges a fee or requires dedication of property for water facilities and service (Special Utility Fee) to provide water service. All fees charged through Cal Water are subject to the operating rules and regulations of the California Public Utilities Commission.

Water connection fees in San Joaquin County water districts are not charged if the parcel is currently within a district boundary. The water districts do charge an annual fee for water use and consumption fees based on water meters.

Because the City and other service agencies have adequate fee structures and planning processes described above to ensure that the fees remain sufficient to cover costs of required services, no financial constraints to service provision have been identified. The City's policy ensures it will continue its efforts to maintain funding of existing and future public facilities and services.

Status of, and Opportunities for, Shared Facilities

Currently (2008), the City of Stockton can provide the appropriate level of fire protection, police, sewer and stormwater services in a cost effective manner to areas within the SOI. The City, Cal Water, San Joaquin County Service Maintenance Districts can also provide appropriate levels of water service to city residents and businesses. Other special districts in the SOI are also able to provide appropriate levels of service to residents. The City has already

identified opportunities for reducing overall costs through sharing facilities and services with other agencies and sharing or reducing use of resources.

The City of Stockton's bordering local municipalities and service districts also offer possible future opportunities for sharing facilities. In addition, the City acknowledges that regional cooperation and the operation of jointly-developed and maintained facilities is in the interest of its residents and its own efficient provision of public facilities and services. The City has also identified the possibility of entering into water sharing agreements with other jurisdictions and service districts to more efficiently provide water to its residents or use treated water from Lodi for non-potable uses.

***Accountability for Community Service Needs, including
Governmental Structure and Operational Efficiencies***

a. *Government Management and Structure Determinations*

The City of Stockton, San Joaquin County, and several other special districts and private utility companies (e.g., CAL Water) provide services and infrastructure within the incorporated and unincorporated areas of the SOI. Expansion of urban development within the SOI is dependent upon the extension of infrastructure and provision of services from the City of Stockton. The Stockton City Council establishes fee structures and directs the provision of police, fire, water, wastewater, and stormwater drainage services based on service level goals and standards.

To the extent feasible, the City intends to work with property owners and the County to annex all areas within its SOI to consolidate services and increase efficiencies and infrastructure and service deliveries. As planned development occurs within the SOI, the City will extend and expand infrastructure and services logically and efficiently pursuant to the City's 2035 General Plan and supporting master plans. Provision of infrastructure and services by the City within the SOI will not duplicate or conflict with the provision of infrastructure or services by other providers.

Infrastructure and services that will be provided with annexation will, in most cases, enhance those services currently available; however, there may also be a corresponding increase in service fees. The City's 2035 General Plan goals and policies support the City's intention to annex and provide services within the SOI and provide services in a cost effective manner. The City is committed to

provide City services and facilities within the SOI upon annexation in conformance with City Council adopted policies and master plans.

b. Management Efficiencies Determinations

Stockton provides a wide range of public services to its residents and businesses by collecting developer fees, user fees and taxes, as well as grants and other State and Federal funding. Since 2003 the City has contracted its water, wastewater, stormwater drainage facilities management and operation through OMI/Thames Water Stockton, however, this contract ended in early 2008. The City also undertakes long-range planning and budgets annually for needed improvements to services and facilities. Using its long-range plans, the City uses its annual budget process to balance expenditures for provision of needed services with anticipated income. During this process, the City analyzes the need for City staffing, equipment, and facilities for the following year. Department heads are encouraged to continually explore methods to minimize the cost for services while maintaining a high level of service.

The City's continued use of their current budget and long-range planning processes ensure that it is able to provide directly, and through contract, adequate levels of service in a cost-effective manner. The City's visioning process and savings and efficiency ideas provide an innovative approach to the continued provision of services to meet the added demands of growth within the SOI. The City is also developing a Long Range Financial Planning process that will formalize the City's financial planning process and provide more certainty and long range perspective for the provision and funding of public facilities.

c. Government Accountability Determinations

The City of Stockton is responsible for governance within its incorporated boundaries. Actions of the City Council, including opportunities for public involvement and public hearing, are governed by the Brown Act (California Government Code Section 54950 et seq.), other applicable statutes and regulations, and City procedures.

The residents of Stockton have a range of opportunities to oversee the activities of elected, appointed and paid representatives responsible for the provision of public services to the community through elections, publicized meetings and hearings, as well as through the reports completed in compliance with State and Federal reporting requirements.

1 INTRODUCTION

The City of Stockton prepared this Municipal Service Review (MSR) for the San Joaquin County Local Agency Formation Commission (LAFCO) in compliance with the 2000 Cortese-Knox-Hertzberg Act (CKH), which requires each LAFCO to prepare an MSR for each service provider with a Sphere of Influence (SOI). This MSR will be used by the San Joaquin LAFCO in adopting the Stockton SOI consistent with the City's 2035 General Plan.

State law requires the MSR to make five written determinations. This MSR is organized into chapters that cover the topics and requirements of the CKH and San Joaquin LAFCO policies and procedures as follows:

1. Introduction
2. Sphere Plan
3. Growth and Population Projections for the Affected Area
4. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, including Infrastructure Needs or Deficiencies
5. Financial Ability of Agencies to Provide Services
6. Status of, and Opportunities for, Shared Facilities
7. Accountability for Community Service Needs, including Governmental Structure and Operational Efficiencies
8. Glossary of Acronyms

A. LAFCO and the Sphere of Influence

According to the CKH Act (Government Code 56000 et seq.), the purposes of LAFCO include the following:

- ◆ Promote orderly growth and urban development;
- ◆ Promote cooperative planning efforts among cities, the county, and special districts to address concerns regarding land use and development standards, premature conversion of agriculture and open space lands, efficient provision of services, and discouragement of urban sprawl;

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- ◆ Serve as a master plan for future local government reorganization by providing long-range guidelines for efficient provision of public services; and
- ◆ Guide consideration of proposals and studies for changes of organization or reorganization.

To carry out State policy, LAFCO has the power to conduct studies, approve and disapprove proposals, modify proposal boundaries, and impose reasonable terms and conditions on approval of proposals. San Joaquin LAFCO has adopted policies and procedures for determining Spheres of Influence consistent with the CHK Act.

San Joaquin LAFCO policies state that it must adopt a SOI for all cities in San Joaquin County and all LAFCO actions must be consistent with the SOI. A SOI is defined in Section 56425 of the Government Code as “a plan for the probable physical boundary and service area of a local agency or municipality.” The SOI is the area around the city where LAFCO expects development could occur and require services within a 0 to 30-year time frame. The CKH Act requires that a municipal service review be conducted prior to or, in conjunction with, the update of a SOI.

The adoption of a SOI is the most important planning function assigned to LAFCOs by the State Legislature. Spheres of Influence are described by the CKH Act as an important tool for “planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities.” Spheres serve a similar function in LAFCO determinations as general plans do for cities and counties. Consistency with the adopted sphere plan is mandatory, and changes to the plan require careful review. Written determinations adopted by LAFCO and the Sphere map guide the provision of municipal services for areas within the SOI.

San Joaquin LAFCO’s procedural guidelines for determining the SOI requires documentation of the City’s ability to meet the requirements of the CKH. The Sphere Plan, along with the Municipal Service Review, and the 2035 General Plan, provide the bases for adopting the City’s SOI.

B. Sphere of Influence and the Urban Service Boundary

In 2002, the City of Stockton began a comprehensive update of its 1990 General Plan. The City of Stockton adopted its 2035 General Plan in December 2007. The 2035 General Plan Land Use diagram designates planned land use for potential residential and commercial growth over a 28-year time frame

through 2035 for an area defined as the Urban Service Boundary (USB). The City adopted an updated Housing Element on September 14, 2004, in compliance with State requirements. The Housing Element addresses Stockton's future housing needs through 2008 and identifies areas within the city limits where the city's housing needs can be accommodated.

The 2035 General Plan defines an Urban Service Area (USA) boundary as "...[the area] beyond the existing City limits within which City services and facilities will be available for extension upon annexation and where future urban development shall be in conformance with City Council adopted master utility and circulation plans." The USA is based on the long-range growth of the City and the planned provision of services (i.e., utility master plans) for water and wastewater.

While the City's 2035 USA is similar in function to the SOI, it is often confused with the "Urban Service Area (USA) that LAFCOs can adopt. Government Code Section 56080 et seq. defines a USA to include "...developed, undeveloped, or agricultural land, either incorporated or unincorporated, within the sphere of influence of a city, which is served by urban facilities, utilities, and services or which are proposed to be served by urban facilities, utilities, and services during the first five years of an adopted capital improvement program of the city if the city adopts that type of program for those facilities, utilities, and services." In short, the USA adopted by LAFCO defines areas that will be annexed by cities and provided with urban services within a five-year time frame.

A major difference between these boundaries is that the City's USA is adopted and changed by the City of Stockton alone, whereas LAFCO's USA is adopted by LAFCO in cooperation with a city pursuant to LAFCO policies in accordance with Government Codes Section 56300, 56301, and 56425 et seq. In addition, the City's USA indicates where services and facilities will be available for extension regardless of time, whereas LAFCO's USA is defined by a five-year time frame for annexations and provision of services. This MSR addresses the City's ability to serve areas within the proposed SOI and which is concurrent with the City's USA where the City plans to provide services through 2035.

The 2035 General Plan identifies land for residential, commercial, and employment growth during a 28-year time frame through 2035. The City of Stockton is proposing that LAFCO expand its SOI as part of this MSR to reflect the planned growth outlined in the 2035 General Plan. **Figure 1-1** shows the city limits, existing SOI, and proposed SOI.

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As of 2008, the City's existing SOI encompassed approximately 65,800 acres, of which 27,500 acres are outside the city limits. The proposed SOI expands areas of the existing SOI to an area of about 83,500 acres. This is about 17,700 acres more than the existing SOI. The proposed SOI extends beyond the city limits on the north, east, and south. Except for north Wright Elmwood Tract and property owned by the Port of Stockton, the proposed SOI coincides with the city limits on the west where both run generally along the San Joaquin River.

All future references to the City's SOI in this document will refer to the proposed SOI unless otherwise noted.

C. City/County Consultation

State law requires that a city and county meet prior to the city applying to the local agency formation commission for a new or updated SOI. This meeting requirement promotes dialogue between a city and county, offers the opportunity for a more collaborative approach to future growth, and fosters a less contentious environment for annexations in the future.

City staff and officials met with San Joaquin County staff and officials on July 17, 2008 to discuss the proposed new boundaries of the SOI and explore methods to reach agreement on development standards and planning and zoning requirements to ensure that development occurs in a manner that reflects the concerns of the City and County and is accomplished in a manner that promotes the logical and orderly development of areas within the SOI. At the conclusion of the meeting, the County and the City of Stockton agreed to prepare an agreement consistent with similar agreements between other cities and San Joaquin County regarding future growth and development within the SOI.

D. California Environmental Quality Act

Since the SOI is a “plan for the probable physical boundaries and service area of a local agency as determined by the Commission,” the SOI update is subject to CEQA review and is not statutorily or categorically exempt from CEQA. However, since the current SOI update is based on the 2035 General Plan USA, this SOI update is adequately addressed under the certified and adopted (December 11, 2007) FEIR 4-05.

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2 SPHERE OF INFLUENCE AND SPHERE PLAN

This chapter analyzes the City's ability to serve existing and future residents within the SOI. While LAFCO encourages the participation and cooperation of the subject agency, LAFCO alone is responsible for adopting the sphere of influence (SOI) and is the sole authority as to the sufficiency of the documentation and the Sphere Plan's consistency with law and LAFCO policy. In adopting the SOI for Stockton, LAFCO must consider and prepare a written statement of its determinations with respect to the following four factors as stated in Section 56425 (e) of the Cortese-Knox-Hertzberg Act:

- ◆ The present and planned land uses in the area, including agricultural and open-space lands;
- ◆ The present and probable need for public facilities and services in the area;
- ◆ The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide; and
- ◆ The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

In order to adopt Stockton's SOI, the State requires LAFCO to conduct a review of the municipal services provided in the city and SOI. The standards, procedures, and policies for service reviews are contained in San Joaquin LAFCO's policies and procedures. The SOI must be consistent with the determinations of the Municipal Service Review (MSR). San Joaquin LAFCO requires the Sphere Plan to include maps and explanatory text that describe the probable boundary of the service area and the city's sphere.

San Joaquin LAFCO is being requested to expand Stockton's existing SOI in conjunction with the MSR. Detailed determinations as to the ability of the City to provide adequate services to existing and future residents within the proposed SOI are contained in the subsequent chapters of this MSR.

A. Present and Planned Land Uses

With the exception of the downtown area, Stockton can be characterized as a low-rise community (one-or two-story buildings) dominated by low density,

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single family housing along with some multi-family housing, low-intensity commercial, and a large industrial base. Most of the city's development lies between Interstate 5 on the west and State Route (SR) 99 on the east. Historically, the city has grown out from its center located just north of SR 4. This growth followed highway connectors leading to communities to the east. With the construction of Interstate 5, development began to grow northward. Using SR 4 as a dividing line between northern and southern areas of the city, land uses north of SR 4 can be characterized as low-density residential and commercial uses and south of SR 4 as low-density residential and industrial uses. High-rise office buildings and higher-density residential uses now dominate the central downtown area. Lands to the north and west of the City limits are primarily in active agriculture production or open space. To the east, land uses transition from unincorporated urban development along the city's edge to rural and very-low-density development and agriculture. [Figure 2-1](#) shows the existing land use distribution around the city of Stockton within the SOI. It should be noted that the existing land use information shown in [Figure 2-1](#) is taken from County Assessor records and includes anomalies. As an example, a 20-acre parcel of which only ¼-acre is devoted to commercial use may be identified as 20 acres of commercial use.

The City of Stockton 2035 General Plan contains goals, policies, and standards for growth, development, and conservation of open space throughout the city. [Figure 2-2](#) shows the 2035 General Plan Land Use Diagram. Planned land uses shown on the Stockton 2035 General Plan Land Use Diagram, within the SOI, include Residential Estate; Low, Medium, and High Density Residential; Administrative Professional; Commercial; Mixed Use; Industrial; Institutional; Parks and Recreation; and Village. These uses require water service, wastewater collection and treatment, and drainage services. The areas identified as Village require that prior to development occurring a Specific or Master Plan be adopted that defines a range of neighborhood uses including low, medium and high density residential, commercial, institutional, and parks and open space, as well as all needed services (i.e., police, fire, water, wastewater, and drainage).

The 2035 General Plan Land Use Diagram also designates several areas within the proposed SOI and large tracts of land east of the SOI for Open Space/Agriculture. These designations normally do not require urban infrastructure services. San Joaquin LAFCO policy discourages jurisdictions from including territory not needing urban services (e.g., open space, agriculture, recreational, rural lands, or rural residential) within their SOIs unless the area's exclusion would impede the planned, orderly, and efficient development of the area. Much of the Open Space/Agriculture designated land included in the SOI is planned as existing or future park space with agriculture as the interim use. The area designated Open Space/Agriculture located north of the Port of Stockton in the western part of the SOI is planned as a regional

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park, which may require the extension of urban services. The following City of Stockton General Plan policy also supports the continued operation of agricultural lands within its SOI, until such time that development is planned.

Continued Agricultural Use. The City shall promote the continuation of existing agricultural operations until such time that areas are needed for planned urban expansion. [NCR 4.1, Pg 13-8]

In addition, the City also maintains a Right to Farm Ordinance (Stockton Municipal Code 16-310.040) which preserves agricultural operations while minimizing conflicts with new urban development. The purpose of the ordinance is to:

- ◆ Preserve, protect, and encourage the use of viable agricultural lands for food and agricultural production and the keeping of livestock;
- ◆ Recognize and support the right of persons and entities to farm;
- ◆ Reduce the loss of agricultural operations by limiting the circumstances under which an agricultural operation may be considered a nuisance; and
- ◆ Advise prospective purchasers, residents, and tenants of property adjoining or near agricultural operations (including the keeping of livestock), of the inherent conflicts associated with the purchase of a residence near an agricultural operation including the presence of chemicals, dust, light, noise, odors, and traffic that may occur near agricultural operations.

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B. Present and Probable Need for Public Facilities and Services

Stockton's planned public current facilities and service levels are adequate to meet the needs of the existing and expected population within the proposed SOI. Stockton will need to expand fire, law enforcement, water, wastewater, and drainage services as the city grows. Future growth and development within the SOI will require continued improvements and upgrades to infrastructure and services; however, the City has policies and procedures in place that ensure the proper timing and adequate funding of needed infrastructure and services. Existing development in the SOI are sufficiently served by current public facilities, and mechanisms are in place to ensure that adequate facilities and services are provided as growth occurs.

C. Present Capacity and Adequacy of Public Facilities and Services

Existing infrastructure and services are adequate to meet the needs of the existing population within the SOI. Stockton's Fire and Police departments are adequately staffed and equipped to meet the needs of the existing population. The City's water supply and delivery and wastewater treatment and disposal facilities are also adequate to meet the needs of the existing population. Drainage and flood control facilities in the city are adequate to provide flood protection to most areas within the SOI at this time. Efforts by the City as well as State and Federal agencies will continue to address problem areas in the SOI that are susceptible to localized flooding. Review of the City's municipal services shows that the capacity of public facilities is sufficient to serve the needs within the SOI.

D. Social or Economic Communities of Interest

The residents of Stockton share social and economic interests with the adjacent communities of Lathrop, Lodi, and Manteca as well as several unincorporated subdivisions and other rural developments, due to the proximity of these communities and their location along Interstate 5 and State Route 99. The areas within the SOI should not negatively impact the social and economic interests of any adjacent communities.

E. Existing and Projected Population

Until the 1970s, Stockton accounted for the major share of San Joaquin County's population growth, but since that time, Stockton and San Joaquin

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County have grown at roughly the same rate. Table 2-1 summarizes Stockton and San Joaquin County’s growth from 1970 through 2007. As the table shows, the city’s growth rate peaked in the 1980s (3.5 percent per year). This was followed in the 1990s by a significantly lower annual growth rate (1.5 percent), reflecting the statewide economic downturn in the 1990s. From 2000 through 2007, Stockton’s growth rate rose to an average annual rate of 2.5 percent.

TABLE 2-1. POPULATION COUNTS AND ANNUAL RATE OF GROWTH CITY OF STOCKTON & SAN JOAQUIN COUNTY, 1970 – 2007

Year	City of Stockton	Annual Growth	San Joaquin County	Annual Growth
1970	107,644		291,073	
1980	149,779	3.4%	347,342	1.8%
1990	210,943	3.5%	480,628	3.3%
2000	243,771	1.5%	563,598	1.6%
2007	289,789	2.5%	679,687	2.7%

Source: U.S. Census 2000; State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001-2007, with 2000 Benchmark. Sacramento, California, May 2007.

As stated above, incorporated Stockton had a 2007 population of about 289,789. The City estimates that Stockton will continue to grow at a rate similar to the rate it has had over the past seven years (2.5 percent). Table 2-2 projects the city’s population growth from 2007-2017 and 2018-2035 based on the estimated 2007 base population of 289,789 and a 2.5 percent annual growth rate.

TABLE 2-2. POPULATION PROJECTIONS (2.5% PROJECTED ANNUAL GROWTH RATE)

Year	Estimated Population	Net New Population	Compound Growth (Net New)
2007	289,789	-	-
2008	297,034	7,245	7,245
2009	304,460	7,426	14,671
2010	312,071	7,611	22,282
2011	319,873	7,802	30,084
2012	327,870	7,997	38,081

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Year	Estimated Population	Net New Population	Compound Growth (Net New)
2013	336,066	8,197	46,277
2014	344,468	8,402	54,679
2015	353,080	8,612	63,291
2016	361,907	8,827	72,118
2017	370,954	9,048	81,165
2018	380,228	9,274	90,439
2019	389,734	9,506	99,945
2020	399,477	9,743	109,688
2021	409,464	9,987	119,675
2022	419,701	10,237	129,912
2023	430,193	10,493	140,404
2024	440,948	10,755	151,159
2025	451,972	11,024	162,183
2026	463,271	11,299	173,482
2027	474,853	11,582	185,064
2028	486,724	11,871	196,935
2029	498,892	12,168	209,103
2030	511,365	12,472	221,576
2031	524,149	12,784	234,360
2032	537,253	13,104	247,464
2033	550,684	13,431	260,895
2034	564,451	13,767	274,662
2035	578,562	14,111	288,773

Source: Source: State of California, Department of Finance, *E-4 Population Estimates for Cities, Counties and the State, 2001-2007, with 2000 Benchmark*. Sacramento, California, May 2007; Mintier & Associates, 2007

As part of the Sphere Plan, the City must estimate the remaining residential and non-residential capacity within the City limits and SOI and the timing or phasing of its buildout. This information allows LAFCO to evaluate the City's ability to provide adequate services to existing and future residents in a timely manner within the city's SOI. It is important to note that the city has a limited amount of commercial (e.g., retail and services) land that could be developed in the next few years outside of areas designated as Village. These commercial lands should create a relatively small demand for services. The Village designation requires the construction of new commercial uses; however, these

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uses are primarily planned as support uses to existing and planned residential neighborhoods. This commercial development will have public services (i.e., police, fire, water, wastewater, and drainage) planned simultaneously with adjacent residential development as part of a Specific or Master Plan that outlines the provision of services.

Table 2-3 shows the estimated remaining residential capacity within the proposed SOI for incorporated and unincorporated areas. Within the incorporated City limits, the 2004 Housing Element estimates there is capacity for about 11,945 dwelling units or 35,835 people (assuming three persons per unit). For areas outside the City limits, but within the SOI, based on the 2035 General Plan Land Use Diagram, the City estimates there is potential for an additional 86,589 dwelling units or 259,767 people. When combined, incorporated and unincorporated estimated capacity is 98,534 dwelling units or 295,602 people, assuming three persons per dwelling unit. For areas within the City limits, remaining capacity is concentrated in several approved subdivisions in the north and is scattered throughout the city in infill sites.

**TABLE 2-3. ESTIMATED REMAINING SOI CAPACITY
 RESIDENTIAL DWELLING UNITS AND POPULATION**

Estimated Capacity	Dwelling Units	Population¹
Incorporated ²	11,945	35,835
Unincorporated ³	86,589	259,767
Total	98,534	295,602

¹ Based on three persons per dwelling unit.

² 2004 Housing Element Capacity (Pg 4-4) within the City limits.

³ Known projects and estimated remaining capacity within the unincorporated SOI.

Source: Stockton 2004 Housing Element; City of Stockton, 2007; Mintier & Associates, 2007.

The Land Use Diagram also designates land for industrial and office development. Table 2-4 shows the estimated remaining non-residential (i.e., industrial, office, and commercial) capacity within the SOI. Most of the commercial (i.e., retail and service) development shown is planned for in the areas designated Village. Based on the 2035 General Plan Land Use Diagram the City estimates there is potential for an additional 131 million square feet of industrial, 11.2 million square feet of office, and 25.2 million square feet of commercial.

**TABLE 2-4. ESTIMATED REMAINING SOI CAPACITY
INDUSTRIAL, OFFICE, AND COMMERCIAL**

Estimated Capacity	Industrial	Office	Commercial
Square Feet	131,050,943	11,267,992	25,259,961

Source: City of Stockton, 2007; Mintier & Associates, 2007

The City projects that residential and non-residential areas in the existing City limits and SOI will develop through 2035, assuming a 2.5 percent per year growth rate for residential and population growth and a healthy non-residential absorption rate. The City has divided the buildout period into two timeframes: 0-10 years and 11-27 years extending to 2035. For each timeframe the City has projected the amount of residential and non-residential development that is expected to occur within the SOI. There are limited areas in the city for commercial development outside areas designated Village. This non-Village commercial development will occur during the first 10-years. Commercial areas in areas designated Village will buildout concurrently with adjacent residential development. Specific policies in the 2035 General Plan related to the provision of services for residential and commercial growth are noted in subsequent chapters of the MSR.

Figure 2-3 shows where the City assumes growth will occur during the 10-year timeframe. The City assumes these areas will be annexed to the city and developed as part of master planned developments that are phased over time and will continue building beyond the 10-year timeframe. However, the City expects that these areas will completely build out by the end of the 27-year timeframe. The City is committed to continue to work with the County and property owners to annex existing unincorporated islands and unincorporated island areas that may be created as part of future annexations. However, due to County tax sharing requirements and property owner consent requirements, these annexations may not occur concurrently with annexation of the areas indicated on Figure 2-3.

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Table 2-5 shows how much residential development the City assumes will occur in the incorporated and unincorporated areas of the SOI over the next 10-years from 2007 through 2017. When combined, this incorporated and unincorporated development will add an estimated additional 81,003 people to the 2007 population of 289,789, bringing the city’s population to about 370,792 by 2017.

According to the 2004 Housing Element, there is capacity for an additional 35,835 people within the incorporated City limits. However, it is unlikely that this capacity will buildout completely over the next 10 years, since most of the city is already built out and infill sites are difficult to develop compared to greenfields at the edge of the city. As Table 2-5 shows, the City of Stockton has assumed that about half of this infill capacity will build out over the next 10 years, for an increased population of 17,918.

The City expects that additional growth will occur on land that is annexed into the city from within the SOI. Similar to growth within the City limits, land annexed into the city is not anticipated to entirely build out over the next 10 years. As Table 2-5 shows, the City of Stockton assumes that population will increase by 63,085 over the next 10 years.

TABLE 2-5. RESIDENTIAL DEVELOPMENT-POPULATION PROJECTIONS

	Net New Population	Total Population
2007	-	289,789
10-year Incorporated	17,918	-
10-year Unincorporated	63,085	-
<i>2007 - 2017 (10-year Timeframe)</i>	<i>81,003</i>	<i>370,792</i>
2018 - 2035 Incorporated	8,959	-
2018 - 2035 Unincorporated	196,683	-
<i>2018 - 2035 (28-year Timeframe)</i>	<i>205,642</i>	<i>576,434</i>

Source: City of Stockton, 2007; Mintier & Associates, 2008

Table 2-5 also shows how much development the City assumes will occur in incorporated and unincorporated areas of the SOI from 2018 to 2035. The City assumes that from 2018 through 2035 25 percent of the existing incorporated capacity will buildout, adding a population of 8,959. Unincorporated areas are projected to fully buildout for an additional population of 196,683. Combined, this assumed development will add 205,642 people to the projected 2017 population of 370,792, bringing the city’s population to about 576,434.

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Non-residential (i.e., industrial, office, and commercial) growth will occur on land within the existing city limits and on land within the SOI that will be annexed to the city. Projecting non-residential development beyond the ten year timeframe can be difficult due to uncertainty concerning future market trends, emerging industries, and local, regional, state, national, and international demands. As difficult as it can be to anticipate employment-generating growth, past trends and non-residential real estate professionals can provide insight into future growth trends. From 2003 through 2007 over 18.3 million square feet of non-residential development was constructed in the Stockton area, an average of 3.7 million square feet per year.¹ The City expects the future non-residential development trends to match or exceed the development average over the past five years.

According to the San Joaquin Partnership, Stockton will continue to experience a similar or greater rate of non-residential growth in the future, with commercial and office development keeping pace with residential growth. Stockton's industrial development absorption rate is expected to increase over the next 25-30 years, adding an average of three to four million square feet per year. The City's current (2008) industrial development is estimated at over 100 million square feet, most of which was built over the past 20 years.¹ Much of the city's industrial development is expected to require large sites ranging from 50 to 300 acres; some will require even larger sites, perhaps up to 800 acres.²

Areas outside the City limits, but within the SOI planned for non-residential uses are designated Village, Administrative/Professional, or Industrial. For areas designated Village, the 2035 General Plan calls for master planned communities that include a range of residential and neighborhood- and community-serving commercial uses. The City expects that commercial development will be built out by 2035 to serve residential growth. Areas designated for office uses (i.e., Administrative/Professional) are also expected to develop by 2035.

Table 2-6 shows the City's projected office and commercial development (by square feet and acres) from 2007 through 2017 (i.e., 10 year timeframe) and 2018 through 2035 (i.e., 17-year timeframe) within the SOI. As the table shows, over 109 acres (2.5 million square feet) of office development and 459 acres (7.7 million square feet) of commercial development is assumed to develop during the 10-year timeframe. The City expects that development during the 10-year timeframe will occur in the areas indicated on Figure 2-3 that are designated

¹ *Source: San Joaquin Partnership, 2008*

² *Source: San Joaquin Partnership, 2008 and CB Richard Ellis, 2006*

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Village or Administrative/Professional in the 2035 General Plan. Similar to residential development in these areas, the City does not expect that development will buildout completely over the next 10 years, but the City does assume these areas will be entirely developed by 2035.

TABLE 2-6. OFFICE AND COMMERCIAL DEVELOPMENT PROJECTIONS

	Office		Commercial	
	Square Feet	Acres	Square Feet	Acres
2007-2017 (10-year Timeframe)	2,485,098	109	7,741,239	459
2018-2035 (17-year Timeframe)	8,782,894	387	17,518,722	1,039
TOTAL	11,267,992	496	25,259,961	1,498

Source: City of Stockton, 2008; Mintier & Associates, 2008

As shown in Table 2-6, the City assumes that from 2018 through 2035 an additional 8.7 million square feet (387 acres) of office and 17.5 million square feet (1,039 acres) of commercial development will occur within the SOI. Combined, this will add 11.3 million square feet of office and 25.3 million square feet of commercial development to the city.

Unlike office and commercial, areas designated for industrial uses are not expected to fully develop by 2035. According to the San Joaquin Partnership and work done by Gruen and Gruen Associates in San Joaquin County, industrial markets should include 50 percent more designated land in the SOI over anticipated demand to limit disincentives to businesses and higher land costs. In order to finance infrastructure costs for industrial development, large amounts of contiguous, entitled industrial land is needed within the SOI to spread infrastructure costs over multiple properties that will develop over a longer time period.³ To allow for changes in market trends, emerging industries, and local, regional, state, national, and international demands, and finance infrastructure, the 2035 General Plan and SOI designates 50 percent more land for industrial development than what is projected to occur by 2035. In addition to the buffer for market flexibility, the City expects that many large industrial sites within the SOI that are committed for development after 2017 will only be partially developed by 2035. These large, entitled sites will continue to develop after 2035.

³ *Source: San Joaquin Partnership and Gruen & Gruen Associates.*

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The following 2035 General Plan policy also supports this direction and calls for the City to designate adequate sites in the 2030 General Plan and SOI for industrial development to ensure a healthy, diverse, and competitive market.

- ♦ **Industrial Parks.** The City shall designate appropriate sites for industrial development to meet projected demand and allow adequate sites for a competitive environment, protecting existing and expanded industrial parks, including Arch-Sperry Industrial Area, Stockton Metropolitan Airport, Arch-Austin Industrial Area, Duck Creek Industrial Area, as well as smaller industrial parks such as Triangle Industrial Park and Grupe Business Park. [ED-4.7, Pg 5-5]

Table 2-7 shows the City's projected industrial development and market flexibility assumption. As the table shows, the City has included about a 50 percent market flexibility assumption (consistent with recommendations by the San Joaquin Partnership and Gruen & Gruen Associates) for industrial development to allow for changes in market trends; emerging industries; local, regional, state, national, and international demands; and infrastructure financing. To providing a range of development choices, this flexibility buffer accounts for about 2,220 acres (33.8 million square feet) of the industrial capacity provided for in the 2035 General Plan.

Table 2-7 shows City's projected industrial development (by square feet and acres) from 2007 through 2017 (i.e., 10 year timeframe) within the SOI. As the table shows, about 2,270 acres (34.6 million square feet) of industrial development is assumed to develop during the 10-year timeframe. The City expects that development during the 10-year timeframe will occur in the areas indicated on Figure 2-3 that are designated Industrial in the 2035 General Plan.

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TABLE 2-7. INDUSTRIAL DEVELOPMENT PROJECTIONS

	Industrial	
	Square Feet	Acres
2007-2017 (10-year Timeframe)	34,605,307	2,270
2018-2035 (17-year Timeframe) ¹	33,073,598	3,640
2035 Development	67,678,905	5,910
<i>Development on committed land occurring after 2035</i>	<i>29,532,585</i>	
<i>50 Percent Market Flexibility²</i>	<i>33,839,453</i>	<i>2,220</i>
TOTAL	131,050,943	8,130

¹ Industrial acreage secured from 2018-2035 will continue to develop after 2035.

² 50 percent market flexibility to allow for changes in market trends; emerging industries; local, regional, state, national, and international demands; and infrastructure financing.

Source: City of Stockton, 2008; Mintier & Associates, 2008; San Joaquin Partnership, 2008; Gruen & Gruen Associates.

Table 2-7 also shows how much industrial development the City assumes will occur from 2018 to 2035 within the SOI. The City assumes that from 2018 through 2035 an additional 3,640 acres of industrial land will be entitled for development. About 33.1 million square feet of development is assumed to occur on that entitled land by 2035. The City expects that this land will continue to buildout after 2035 as industrial complexes expand onsite to add an additional 29.5 million square feet.

The 2035 General Plan also includes several policies that ensure that non-residential development occurs in a deliberate manner and is adequately served by public facilities and services (i.e., police, fire, water, wastewater, and drainage). These policies can be found in subsequent chapters of this MSR.

3 GROWTH AND POPULATION PROJECTIONS FOR THE AFFECTED AREA

This chapter discusses existing population and growth projections for Stockton and its SOI that create the demand for services. Chapter 4 discusses the provision of municipal services to meet the demand for services identified in this chapter.

A. Population and Demographics

Until the 1970s, Stockton accounted for the major share of San Joaquin County’s population growth. Since that time, the city of Stockton and San Joaquin County have grown at roughly the same rate. Table 3-1 summarizes Stockton’s growth from 1970 through 2007. As the table shows, the city’s growth rate peaked in the 1980s (3.5 percent per year). This was followed by a drop in the 1990s (1.5 percent), reflecting the statewide economic downturn.

TABLE 3-1. POPULATION COUNTS AND ANNUAL RATE OF GROWTH CITY OF STOCKTON & SAN JOAQUIN COUNTY, 1970 – 2007

Year	City of Stockton	Annual Growth	San Joaquin County	Annual Growth
1970	107,644		291,073	
1980	149,779	3.4%	347,342	1.8%
1990	210,943	3.5%	480,628	3.3%
2000	243,771	1.5%	563,598	1.6%
2007	289,789	2.5%	679,687	2.7%

Source: U.S. Census 2000; State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001-2007, with 2000 Benchmark. Sacramento, California, May 2007.

From 2000 through 2007 the City of Stockton, like the Central Valley as a whole, returned to higher rates of growth. As shown in Table 3-2, over the past seven years Stockton grew at an average of 2.50 percent per year. In fact, all the cities in San Joaquin County grew at rates higher than the unincorporated county (1.3 percent). The average annual population growth rate in San Joaquin County as a whole during this period was 2.71 percent. During this time period, Lathrop had the highest annual growth rate at 6.73 percent, and Lodi had the lowest at 1.53 percent. Much of this growth has been fueled by Bay Area

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workers seeking affordable housing in the Central Valley. However, most of the growth in Stockton and San Joaquin County is due to natural increase (i.e., births).

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TABLE 3-2. CALIFORNIA DEPARTMENT OF FINANCE POPULATION ESTIMATES, 2000-2007

Jurisdiction	1/1/2000	1/1/2001	1/1/2002	1/1/2003	1/1/2004	1/1/2005	1/1/2006	1/1/2007	Annual Growth Rate
Escalon	5,963	6,151	6,400	6,622	6,702	6,918	7,044	7,091	2.51%
Lathrop	10,445	10,824	11,655	12,135	12,530	12,849	14,627	16,479	6.73%
Lodi	57,011	58,353	59,835	60,951	61,848	62,520	62,828	63,395	1.53%
Manteca	49,255	51,658	55,338	57,596	60,258	61,981	63,716	65,076	4.06%
Ripon	10,158	10,676	11,242	11,665	12,388	13,252	13,911	14,575	5.29%
Stockton	243,771	249,091	255,464	262,934	271,491	279,623	285,966	289,789	2.50%
Tracy	56,929	61,114	66,081	70,122	74,757	78,374	80,477	80,505	5.07%
Incorporated Total	433,532	447,867	466,015	482,025	499,974	515,517	528,569	536,910	3.10%
Unincorporated Total	130,066	132,215	133,825	135,449	136,126	138,508	139,690	142,777	1.34%
County Total	563,598	580,082	599,840	617,474	636,100	654,025	668,259	679,687	2.71%

Source: State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001-2007, with 2000 Benchmark. Sacramento, California, May 2007.

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B. Growth Projections

The 2035 General Plan Land Use/Circulation Diagram depicts proposed land use for Stockton within the plan’s Urban Service Boundary (USB). The 2035 General Plan identifies enough land for development to accommodate growth through 2035 or beyond.

The City of Stockton projects that the city will continue to grow at an average annual rate similar to the past seven years (2.5 percent) through 2035. Table 3-3 provides population projections through 2035 based on a 2.5 percent annual growth rate.

**TABLE 3-3. POPULATION PROJECTIONS
(2.5% PROJECTED ANNUAL GROWTH RATE)**

Year	Estimated Population	Net New Population	Compound Growth (Net New)
2007	289,789	-	-
2008	297,034	7,245	7,245
2009	304,460	7,426	14,671
2010	312,071	7,611	22,282
2011	319,873	7,802	30,084
2012	327,870	7,997	38,081
2013	336,066	8,197	46,277
2014	344,468	8,402	54,679
2015	353,080	8,612	63,291
2016	361,907	8,827	72,118
2017	370,954	9,048	81,165
2018	380,228	9,274	90,439
2019	389,734	9,506	99,945
2020	399,477	9,743	109,688
2021	409,464	9,987	119,675
2022	419,701	10,237	129,912
2023	430,193	10,493	140,404
2024	440,948	10,755	151,159
2025	451,972	11,024	162,183
2026	463,271	11,299	173,482
2027	474,853	11,582	185,064

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**TABLE 3-3. POPULATION PROJECTIONS
(2.5% PROJECTED ANNUAL GROWTH RATE)**

Year	Estimated Population	Net New Population	Compound Growth (Net New)
2028	486,724	11,871	196,935
2029	498,892	12,168	209,103
2030	511,365	12,472	221,576
2031	524,149	12,784	234,360
2032	537,253	13,104	247,464
2033	550,684	13,431	260,895
2034	564,451	13,767	274,662
2035	578,562	14,111	288,773

Source: Source: State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001-2007, with 2000 Benchmark. Sacramento, California, May 2007; Mintier & Associates, 2007

The City’s projected growth rate of 2.5 percent per year may not occur through 2035. If a slower rate of growth does occur, at for example 2.25 percent per year, the buildout of the 2035 General Plan would be extended by about three years, to 2038. If an even slower rate of growth occurs, at for example 2.0 percent per year, the buildout of the 2035 General Plan would only be extended by about seven years, to 2042. In the event that the City does grow at a rate lower than 2.5 percent per year, adequate public facilities and services will be planned for and within the SOI for the ultimate buildout of the 2035 General Plan.

C. General Plan Growth Policies

The City’s 2035 General Plan and 2004 Housing Element provide the framework for future growth within Stockton and its SOI. The General Plan includes policies for the provision of services to accommodate anticipated growth. These policies include the following:

- ◆ **Urban Service Area Boundary.** The City shall designate an Urban Service Area boundary beyond the existing City limits within which City services and facilities will be available for extension upon annexation and where future urban development shall be in conformance with City Council adopted master utility and circulation plans. [LU-1.2, Pg 3-8]

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- ◆ **Expanding the Urban Service Area.** The City shall expand the Urban Service Area Boundary only when applicable General Plan policies can be met and appropriate services and efficient infrastructure can be provided. [LU-1.3, Pg 3-8]
- ◆ **Urban Service Area Expansion.** The City shall not expand the Urban Service Area without ensuring adequate funding for services and facilities for newly expanding areas. [PFS-1.2, Pg 9-5]
- ◆ **Building Intensity and Population Density.** The City shall regulate the levels of building intensity and population density according to the standards and land use designations set out in the Land Use Element and the City's Development Code. [LU-1.6, Pg 3-11]
- ◆ **Growth Phasing.** The City shall phase growth based on the availability of adequate water supplies, market forces, infrastructure financing capacity, and the timing of the design, approval, and construction of water supply and transportation facilities and other infrastructure. [LU-1.13, Pg 3-11]
- ◆ **Density Changes.** The City shall review proposed rezonings that would increase density in existing residential areas considering such factors as: neighborhood character and identity; compatibility of land use; impact on services and facilities (including schools); and impact on streets and highways. [LU-3.6, Pg 3-13]
- ◆ **Availability of Land.** The City shall designate sufficient vacant land for housing to accommodate anticipated population growth. [HE-1.1; Pg 4-1]
- ◆ **Adequate Supply of Land.** The City shall maintain an adequate supply of undeveloped land designated for low-, medium-, and high-density residential uses. [HE-1.2; Pg 4-1]
- ◆ **Public Services Availability.** The City shall insure that sites designated for new residential development are adequately served by public utilities, are minimally impacted by noise and blighting conditions, and are compatible with surrounding land uses. [HE-1.4; Pg 4-1]
- ◆ **Public Improvements.** The City shall plan for the expansion and/or improvement of public facilities and infrastructure to coincide with housing development and improvements. [HE-3.2; Pg 4-2]

D. Determinations

For planning purposes, the City anticipates that its recent (2000 through 2007) growth trend of 2.5 percent per year will continue into the future. The 2035 General Plan EIR projects the population in Stockton will reach 576,434 by 2035 or soon thereafter. The Department of Finance (DOF) estimated Stockton's 2007 population at 289,789. If the city continues to grow at a rate similar to the past seven years, the city will be on-track to reach its 2035 General Plan population projection by 2035 or soon thereafter. Even if the City's growth trend slowed to 2.25 percent per year or 2.0 percent per year, the buildout of the 2035 General Plan would be extended only about three years and seven years, respectively.

The City of Stockton has and will continue to review future growth and population patterns to project growth within its SOI. The 2035 General Plan and 2004 Housing Element include policies that direct the City to ensure adequate land served by public facilities is available to meet projected population growth. Other policies require the City to consider the funding necessary to adequately provide facilities and services to development anticipated in any area proposed for expansion and ensure that infrastructure improvements and service coincide with new development.

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**PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC
SERVICES, INCLUDING INFRASTRUCTURE NEEDS OR DEFICIENCIES**

**4 PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND
ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE
NEEDS OR DEFICIENCIES**

This chapter evaluates infrastructure needs and deficiencies for services provided by the City of Stockton and other agencies within the SOI. Infrastructure needs and deficiencies refer to the status of existing and planned infrastructure and its relationship to the quality and levels of service that are, can, and need to be provided. The density, location, and quality of growth are dependent in part upon the availability and capacity of infrastructure and services. In reviewing a city's SOI, LAFCO must determine that each service agency is reasonably capable of providing needed resources and basic infrastructure to serve projected growth within the SOI.

This chapter addresses the provision of the following public services, some of which are directly provided by the City and others that are provided through contract agencies or by special district:

- ◆ Fire Protection and Medical Services
- ◆ Law Enforcement
- ◆ Water Supply and Treatment
- ◆ Wastewater Collection and Treatment
- ◆ Stormwater Drainage

The City's 2035 General Plan includes policies for the provision of public services including water facilities, sewer facilities, stormwater drainage, law enforcement, and fire protection. These overarching policies include the following:

Infrastructure Planning

- ◆ **Utility Master Planning.** Performance criteria for water, wastewater, and stormwater facility shall be set forth in an adopted citywide master plan for each utility. [PFS-1.10, Pg 9-5]
- ◆ **Area Infrastructure Master Plans.** Prior to the approval of any Village specific plan, an Area Infrastructure Master Plan will be required. These master plans will lay out detailed plans for infrastructure improvements, phasing, and financing. [DV-5.11, Pg 7-24]

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- ◆ **Infrastructure Master Plans.** New development will be required to comply with the City's adopted infrastructure master plans and provide fair share contributions towards existing and future improvements necessary to serve the development. If developments vary in intensity and distribution from that assumed in the existing infrastructure master plans, the City master plans will be updated and approved by that development. [DV-5.10, Pg 7-24]
- ◆ **Development Priority.** The City shall give development priority to vacant land already served by City services over vacant, un-served land. [DV-3.2, Pg 7-13]
- ◆ **Adequate Services.** The City shall provide, and, where necessary, upgrade services and facilities to encourage development within the existing urbanized area consistent with the Land Use/Circulation Diagram. [DV-3.3, Pg 7-14]
- ◆ **Special Service District Consolidation.** The City shall promote the consolidation of overlapping special service districts in order to increase efficiency and the quality of service and delivery. [PFS-1.3, Pg 9-5]
- ◆ **Incentives to Create Downtown Housing.** The City shall review and revise, as necessary, its redevelopment/revitalization strategy and programs for downtown and other redevelopment areas to ensure they adequately implement the downtown, infill and redevelopment policies of the General Plan. The City shall establish a schedule of reduced public facilities fees for new development in the central city area as an encouragement to develop vacant or under-utilized parcels. The City shall adopt density bonus standards to encourage the intensification of housing and promote affordable housing opportunities in the downtown. [DV-2.4, Pg 7-12]
- ◆ **Financing Tools for Development.** The City shall work closely with other public agencies and organizations to develop and utilize all available financing tools and incentives to stimulate downtown development. [DV-2.14, Pg 7-8]

Levels of Service

- ◆ **Maintain Existing Levels of Services.** The City shall give priority to providing services to existing urban areas in order to prevent the deterioration of existing levels-of-service. [PFS-1.1, Pg 9-5]

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- ◆ **Development Impacts to Existing Infrastructure.** The City shall ensure that proposed developments do not create substantial adverse impacts on existing infrastructure and that the necessary infrastructure will be in place to support the development. [PFS-1.4, Pg 9-5]
- ◆ **Impact Mitigation.** The City shall review development proposals for their impacts on infrastructure (i.e., sewer, water, fire stations, libraries, streets) and require appropriate mitigation measures if development reduces service levels. [PFS-1.8, Pg 9-5]

Development Requirements

- ◆ **Development Guidelines.** During the development review process, the City shall not approve new development unless the following guidelines are met:
 - The applicant provides acceptable documentation demonstrating infrastructure capacity will be available to serve the project prior to occupancy;
 - The applicant can demonstrate that all necessary infrastructure to serve the project is adequately financed and will be installed prior to occupancy;
 - Infrastructure improvements are consistent with City or other service provider's infrastructure master plans; and
 - Infrastructure improvements incorporate a range of feasible measures that can be implemented to reduce all public safety and/or environmental impacts associated with the construction, operation, or maintenance of any required improvement. [PFS-1.9, Pg 9-6]
- ◆ **Infrastructure.** In concert with Policy DV-4.1, the City will give priority to infrastructure improvements within Opportunity Areas necessary to serve current land uses and to support new uses and investment planned for the area. [DV-4.3, Pg 7-14]
- ◆ **Joint Location of Facilities.** Community facilities (such as community centers, schools, parks, libraries, fire stations with community rooms) are viewed as a key aspect of neighborhood identity and development. When proposed in the same area, these uses should be jointly located on the same or adjacent sites to form a stronger activity node within the neighborhood. [DV-5.13, Pg 7-24]

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- ◆ **Available Services.** The City shall encourage industrial activities to locate where municipal services are available including adequate sanitary, storm drainage, and water facilities as well as easy access to multiple modes of transportation. [LU-5.1, Pg 3-14]
- ◆ **Clustering of Uses.** The City shall encourage the clustering of industrial uses into areas that have common needs and are compatible in order to maximize their efficiency. [LU-5.2, Pg 3-14]
- ◆ **Parcel Assembly.** The City shall support the assembly of land for new industrial growth where the fragmentation of parcels and/or the limited size of existing parcels act as a deterrent to new industrial development. [LU-5.3, Pg 3-14]

Infrastructure and Public Service Safety

- ◆ **Maintain Emergency Public Services.** The City shall ensure that during natural catastrophes and emergencies the City can continue to provide essential emergency public services. [HS-1.2, Pg 11-4]
- ◆ **Seismic Safety of Structures and Public Facilities.** The City shall require that new structures intended for human occupancy, public facilities (i.e., treatment plants and pumping stations, major communication lines, evacuation routes, etc.), and emergency/disaster facilities (i.e., police and fire stations, etc.) are designed and constructed to minimize risk to the safety of people due to ground shaking. [HS-3.1, Pg 11-8]
- ◆ **Development in Areas Subject to Geologic Hazards.** The City shall require all proposed developments, reconstruction, utilities, or public facilities situated within areas subject to geologic-seismic hazards as identified in the soils engineering and geologic-seismic analysis to be sited, designed, and constructed to mitigate the risk associated with the hazard (e.g., expansive, liquefaction, etc.). [HS-3.2, Pg 11-8]
- ◆ **Siting of Critical Emergency Response Facilities.** The City shall ensure that the siting of critical emergency response facilities such as hospitals, fire stations, police offices, substations, emergency operations centers and other emergency service facilities and utilities have minimal exposure to flooding, seismic and geological effects, fire, and explosions. [HS-7.5, Pg 11-13]

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- ◆ **Security.** The City shall seek to minimize vulnerability of its infrastructure and water supplies/distribution systems. [HS-7.6, Pg 11-14]

An important recent City policy change is the dissolution of the contract between the City of Stockton and OMI/Thames Water Stockton for the management and operation of the City's water, wastewater, and stormwater facilities and services. In 2003 the City contracted with OMI/Thames Water Stockton for management and operation services. However, in 2007 the City and OMI/Thames Water Stockton agreed that it would be in the best interest of the citizens of Stockton to end their contract and return management and operation responsibilities to the City. The existing contract with OMI/Thames Water Stockton remained in force until March 2008, at which time all responsibilities were returned to the City.

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A. Fire Protection and Emergency Medical Services

The Stockton Fire Department serves the city of Stockton and its surrounding unincorporated area. The Fire Department estimates the total population served is about 315,000. With line suppression personnel (i.e., firefighters) of 276, the ratio of firefighters to population served is 1:1,141. The department is also supported by 32 civilian employees.

1. Contract Services

The Stockton Fire Department has provided fire protection and emergency medical services to the Lincoln, Eastside, and Country Club Fire Districts since 1984. In 1992, the City also agreed to provide service to the Boggs Tract Fire Protection District. All four districts have boundaries that are contiguous to the city of Stockton, bringing the total area served with about 86 square miles.

Within San Joaquin County, there are 19 fire districts, one community facility district (i.e., Mountain House), and the seven city fire departments that participate in a non-fee-based General Mutual Aid Contract. This contract, which is typical for county-wide fire departments, mandates that participating departments provide services to each other as needed without cost or fee. The locations of the fire districts are shown on [Figure 4-1](#).

2. Stations and Equipment

The Stockton Fire Department has 13 fire stations (Station 8 is no longer in service) located throughout the city and relies on approximately 7,000 hydrants in key locations to provide adequate water for the surrounding development. Table 4-1 lists the location of and company/division for each fire station. The locations of the stations are shown on [Figure 4-1](#).

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TABLE 4-1 FIRE STATIONS, EQUIPMENT, AND SERVICES (2005-06)

Station	Location	Companies/Divisions
1	1818 Fresno Avenue	1 Engine
2	110 West Sonora Street	1 Engine; 1 Truck; Training; Communications; Battalion Chief; Chief's Operator
3	1116 East First Street	1 Engine; 1 Truck; Technical Rescue Unit; Heavy & Confined Space Rescue Team; Grass Rig
4	5525 Pacific Avenue	1 Engine; 1 Truck; Grass Rig; Battalion Chief
5	3499 Manthey Road	1 Engine; Grass Rig
6	1501 Picardy Lane	1 Engine; Water Rescue Unit; Water & Dive Rescue Team
7	1767 West Hammer Lane	1 Engine; 1 Truck; Grass Rig
9	550 East Harding Way	1 Engine; Ambulance
10	2903 West March Lane	1 Engine; Hazardous Materials Unit
11	1211 East Swain Road	1 Engine; Grass Rig
12	4010 East Main Street	1 Engine; Grass Rig
13	8891 Bergamo Circle	1 Engine; 1 EMS Rescue
14	3019 McNabb Place	1 Engine; Grass Rig

Note: Station 8 is no longer in service.

Source: Stockton Fire Department; <http://www.stocktongov.com/Fire>; Stockton Final Budget FY 2005-06.

The Stockton Fire Department maintains one engine company at each fire station and a truck company at Stations 2, 3, 4, and 7. Training and communication services are quartered at Station 2, which serves as the central fire station. Other specialized services are staffed as follows:

- ◆ Hazardous Materials Unit – Station 10
- ◆ Water and Dive Rescue Team – Station 6
- ◆ Heavy and Confined Space Rescue – Station 3

The total number of engines used by the department in 2006 was 18 (13 operational engines and five reserve engines). The department has five trucks: four operational and one reserve apparatus that ensures replacement equipment is available to replace front-line equipment.

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During the FY 2004-2005 budget year, the Fire Department equipped 17 front-line emergency vehicles with Opticom Traffic Pre-emption devices that turn traffic lights green in the line of emergency travel. These devices are operational only when vehicles use their red lights and sirens. Approximately 20 traffic signals within the city are equipped with the devices, with all new or refurbished traffic signals outfitted with the receiving device. The devices improve emergency response arrival times and reduce the chance of vehicle collisions.

The stations also use the following special equipment:

- ◆ Mobile Command Unit
- ◆ Technical Rescue Unit (OES Type 1 Heavy Level)
- ◆ Air Support Trailer
- ◆ Water Rescue Unit
- ◆ HAZMAT Response Unit
- ◆ Foam Trailer
- ◆ Trailer with twelve 56 gallon drums of ARFFF foam
- ◆ 2 Fire Hydrant Repair/Maintenance Trucks
- ◆ 2 Fire Apparatus Mechanic Vans
- ◆ 7 Off-road Grass Rigs
- ◆ 1 Helicopter (available from the California Highway Patrol)

3. Staffing Levels

All 276 Stockton firefighters are certified to at least Emergency Medical Technician (EMT) level. As Table 4-2 indicates, all engines are staffed with a four-person crew, and all trucks are staffed with a crew of five, except for Truck 7, which only has four personnel. The department is divided into two battalions, each of which is overseen by one of the two Battalion Chiefs on duty at all times. The Chief's Operator oversees the Mobile Command Unit and responds to all structure fires, hazardous material incidences, and large-scale emergency medical service (EMS) calls in the city. The Chief's Operator also schedules the daily staffing requirements.

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TABLE 4-2 FIRE DEPARTMENT STAFFING

Companies	Staff	Staff per Unit	Total On Duty Staff
Engines 1, 2, 3, 4, 5, 6, 7, 9, 10, 11, 12, 13, 14	Captain, Engineer, 2 Firefighters (two of the four personnel are Paramedics)	4	52
Trucks 2, 3, 4, 7	Captain, Engineer, Tiller Operator, 2 Firefighters	5, except for Truck 7 with 4.	19
Battalion 1 and 2 Operator	Battalion Chief Chief's Operator	2 1	2 1
Total		-	74

Source: Stockton Fire Department; <http://www.stocktongov.com/Fire>; December 2005

4. Department Divisions and Teams

The Stockton Fire Department comprises six main divisions. These divisions work together to provide services in an orderly and efficient manner. The divisions include:

- ◆ Administration,
- ◆ Operations,
- ◆ Communications,
- ◆ Fire Prevention Division,
- ◆ Training Division, and
- ◆ Emergency Medical Services.

5. Emergency Response

From July 1, 2005, through June 30, 2006, the Stockton Fire Department was called to 35,933 emergencies. This averaged 101 calls per day, and covered a wide range of services to the community. Table 4-3 shows a breakout of the type of calls and the number of calls for the year.

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TABLE 4-3 EMERGENCY CALLS BY TYPE JULY 2005 – JUNE 2006

General Property Use	Number of Calls	Percent
Fire	1,804	4.9
EMS/Rescue	24,286	65.9
Hazardous Condition	677	1.7
Service Call	2,711	7.3
Good Intent	5,513	14.9
Other	1,896	5.3
TOTAL	36,933	100.0

Source: City of Stockton Fire Department; July 2007

The Stockton Fire Department uses call assignments to respond to emergency calls. As Table 4-4 lists the types of emergencies, such as standard fires and auto accidents, and the type of response team typically sent to the scene. This table also indicates the average response times for these calls, which depend on numerous factors such as: circulation, development, population growth, and geographic distance to outlying rural acres. Because it provides contract services to surrounding districts, the Stockton Fire Department responds to emergency calls from outlying unincorporated areas.

TABLE 4-4 CALL ASSIGNMENTS

Emergency	Typical Response Team	Average Response Time
Standard Structure Fire	3 Engines, 2 Trucks, 2 Battalion Chiefs, Chief's Operator (One of the responding engines serves as a Rapid Intervention Team)	3-4 minutes
Still Alarms: vehicles, dumpsters, off-season grass fire, etc.	1 Engine	3-4 minutes
Fire Season Grass Fires	2 Engines, 2 Off-road Grass Rigs	3-4 minutes
Hazardous Materials Incidences	1 Engine, 1 HazMat Team, 1 Truck Company for decon/support, 1 Battalion Chief, Chief's Operator	4-10 minutes
Emergency Medical Service	Typically, 1 Engine or 1 Truck, 1 Ambulance	4 minutes
Technical	1 Engine, Engine 3, Truck 3, Rescue	4-6 minutes

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Emergency	Typical Response Team	Average Response Time
Rescue	3, 1 Battalion Chief, Chief's Operator	
Confined Space Rescue	1 Engine, Engine 3, Truck 3, Rescue 3, 1 Battalion Chief, Chief Operator's, 1 Ambulance, Hazmat Team	4-6 minutes
Water Rescue	1 Engine, Water Rescue 6, 1 Battalion Chief, 1 Truck, 1 Ambulance, 1 Emergency Medical Service Unit	5-10 minutes local; 10-20 outer districts.
Auto accidents on high-speed streets & freeways	2 Engines, 1 Truck, 1 Battalion Chief, 1 Ambulance, 1 Emergency Medical Service Unit	6 minutes

Source: Stockton Fire Department; <http://www.stocktongov.com/Fire/>; December 2005

6. City Fire Department Policies

Recognizing the need for increases in fire protection and emergency medical services, the City's 2035 General Plan policies ensure that adequate facilities are provided and funded to meet future growth and are located and maintained throughout the urbanized areas of the city with sufficient equipment and water supplies. Policies also ensure the City will cooperate with adjacent fire districts in the provision of fire protection services through mutual aid agreements. The policies are as follows:

- ◆ **Fire Response Time.** The City shall work to maintain a fire response time of as indicated in Table 8.1, which shall be used to determine future fire stations needs. [PFS 8.1, Pg 9-13]
- ◆ **Insurance Service Organization (ISO) Rating.** The City shall continue to maintain an ISO rating of 1. [PFS 8.2, Pg 9-13]
- ◆ **Provision of Station Facilities and Equipment.** The City should provide fire station facilities, equipment (engines and other apparatus), and staffing necessary to maintain the City's service standards (ISO rating and response time). [PFS 8.3, Pg 9-13]
- ◆ **Cost Sharing.** The City shall require new development to pay all public facility fees (PFF) as a means to provide a fair share of costs to provide fire station facilities and equipment in order to maintain the City's ISO rating of 1. Also, new development may be required to create a Community Facility District (CFD) or other funding

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mechanisms to pay the costs associated with the operation of a fire station. [PFS 8.4, Pg 9-14]

- ◆ **Cooperation with Adjacent Fire Districts.** The City shall continue to cooperate with adjacent fire districts in the provision of fire protection services through mutual aid agreements. [PFS 8.5, Pg 9-14]
- ◆ **Adequate Emergency Access and Routes.** The City shall require that new development provide adequate access for emergency vehicles, particularly firefighting equipment, as well as provide evacuation routes. [PFS 8.6, Pg 9-14]
- ◆ **Fire Flow Requirements.** The City shall ensure that adequate fire flow requirements are maintained throughout the City. [PFS 8.8, Pg 9-14]

7. Fire Department Funding

The Stockton Fire Department receives funding from various revenue sources including the City's General Fund, Fire Prevention, Measure W, Emergency Communications, Emergency Medical Transport, and County Fire District Contracts. Table 4-5 provides a breakout for Stockton's FY 2007/08 Budget.

TABLE 4-5 STOCKTON FIRE DEPARTMENT BUDGET FY2007/08

Fund	2007-08 Budget
General Fund	\$50,320,327
Fire Prevention	\$2,442,275
Measure W	\$4,823,382
Emergency Communications	\$1,952,848
Emergency Medical Transport	\$0
County Fire District Contract	4,200,000
TOTAL	\$63,738,832

Source: City of Stockton Annual Budget: FY 2007-08; May 22, 2007; Pg 119

8. Fire Protection Determinations

Continued growth within the SOI will increase the overall demand on fire protection services in the city. Growth in accordance with buildout of the SOI is expected to generate the typical range of service calls, including structure fires, car fires, electrical fires, emergency medical response and others. New fire facilities, vehicles, equipment, and personnel will be required to maintain adequate response times to serve future growth. Therefore, the City's costs to maintain equipment and facilities and to train and equip personnel will also increase. Growth in rural areas and fire districts will also increase the demand

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for fire protection services in those areas. City growth will also impact the adjoining rural fire districts including Montezuma, French Camp, Waterloo-Morada, and Woodbridge. As annexations occur, fire and emergency medical services will be provided by the City of Stockton and the boundaries of the rural fire districts will be reduced in territory, which may have a long-term financial impact on those districts. LAFCo intends to complete a service review for the rural fire districts during 2008. At that time, it is anticipated that the long-term impacts will be considered and recommendations regarding efficient government structure options will be considered.

The 2035 General Plan includes policies that ensure that adequate fire safety facilities are located and maintained throughout the urbanized areas of the city with sufficient equipment and water supplies and directs the City to cooperate with adjacent fire districts in the provision of fire protection and emergency medical services through mutual aid agreements. Additional facilities, personnel, equipment, and materials costs will be offset through the increased revenue and fees generated by new development as well as other funding sources. In addition, the City will review future projects on an individual basis and will require compliance with City requirements (e.g., impact fees) in effect.

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B. Law Enforcement

Law enforcement services in Stockton's SOI are provided by the Stockton Police Department and the San Joaquin County Sheriff's Department. Numerous other public and private agencies such as school districts, colleges, and large private employers employ security personnel. The Stockton Police Department currently (2007) serves the area within City limits, covering over 56 square miles, while the San Joaquin County Sheriff's Department serves all adjacent unincorporated areas within the SOI.

1. Stockton Police Department Staffing/Equipment

In 2007, the Stockton Police Department comprised 441 authorized sworn positions and 233 civilian positions. The staffing level for the department is determined each year by the Stockton City Council and is subject to change as the Council, City Manager, and Chief of Police determine the needs of the city. As Table 4-6 shows, in 2005 Stockton's 441 sworn police officers served about 289,789 citizens for an average ratio of 1.5 sworn staff per 1,000 people.

TABLE 4-6 STOCKTON POLICE DEPARTMENT STAFF 2007-08

City/Position	Employed	Sworn Staff : 1,000 Population
Stockton		
Chief of Police	1	0.003
Assistant Chief	1	0.003
Deputy Chiefs	3	0.01
Captains	4	0.01
Lieutenants	16	0.06
Sergeants	57	0.2
Police Officers	359	1.2
Authorized Sworn Positions	441	1.5
Civilian Positions	233	-
Total Police Department Staff	674	-

Source: Stockton Police Department; 2007.

The Police Department has both traditional and specialized transportation equipment that it uses to conduct patrols, respond to emergencies, and provide programs. Table 4-7 provides a breakdown of the transportation equipment used by the Stockton Police Department.

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TABLE 4-7 STOCKTON POLICE TRANSPORTATION EQUIPMENT

Type of Transportation	Number of Units
Equestrian	6
Bicycle	12
Marked Vehicles	121
Unmarked Vehicles	97
Motorcycles	18
Animal Control	8
Scooters	8
Miscellaneous	45
TOTAL	315

Source: City of Stockton Police Department; September 2005.

2. Stockton Police Department Organization

The Stockton Police Department is organized in four divisions, including the Office of the Chief of Police, Administrative Services, Field Services (including six Policing Districts), and Investigations Divisions. Divisions are coordinated out of three facilities: the Main Police Facility, the Stewart/Eberhardt Building, and the North Police Facility. [Figure 4-2](#) shows the location of Stockton's police stations.

In 2005, the Police Department reorganized its management team. This new arrangement consists of the Chief of Police, one Assistant Chief of Police, and three Deputy Chiefs of Police. One Assistant Chief of Police oversees all Field Services Bureau functions and Administration, Investigation, and Support Services. The Field Services Division expanded from five Community Policing Districts to six districts.

The Stockton Police Department subscribes to the community policing philosophy, which promotes neighborhood-based services and personalized policing, where officers patrol and work in the same area on a long-term basis. This personalized service promotes a proactive partnership with neighborhood organizations and business owners to identify and solve issues. This approach builds on basic policing practices and emphasizes prevention. The City currently (2007) operates two neighborhood field offices: the Northeast Field Office and the Southwest Storefront Office (located in Weston Ranch and opened in April 2006). Stockton is divided into three districts as shown in Table 4-8. Within each district a Police Lieutenant is assigned as District Commander.

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TABLE 4-8 STOCKTON POLICE DEPARTMENT CALL ASSIGNMENTS

Bureau/Division / District	Average Number of Patrol Officers	Percent
Field Service Bureau	158	100.00
North Division	71	44.94
South Division	87	55.06

Source: City of Stockton Police Department; City of Stockton GIS; December 2005.

From 2004 through 2014, the Department is planning to develop additional facilities in the southwest, northwest, and southeastern areas of the city to meet the needs of projected population.

3. Stockton Police Department Response Time

The average response time to in-progress, life-threatening emergencies is between 3 and 5 minutes. Depending on the nature of the call, the time of day, the location, and the number of on-duty personnel, response times to non-emergency calls can exceed 25 minutes.

4. San Joaquin County Sheriff's Department

The San Joaquin Sheriff's Department provides law enforcement services to the unincorporated areas within Stockton's SOI. The primary divisions and services within the Sheriff's Department include the following:

- ◆ Administration
- ◆ Patrol Division
- ◆ Investigation Division
- ◆ Unified Court Services Division
- ◆ Support Services and Records Division

5. Law Enforcement Policies

The City's 2035 General Plan includes policies to achieve a steady and orderly growth rate that allows for the adequate provision of services and community facilities. To support this goal as it relates to law enforcement, the 2035 General Plan outlines policies to ensure the provision of adequate police services needed to provide a safe environment in Stockton as follows:

- ◆ **Police Response Time.** The City shall maintain an average response time of 5 minutes or less for priority one calls. [PHS 7.1, Pg 9-12]

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- ◆ **Staffing Ratios.** The City shall strive to maintain a minimum ratio of 1.5 sworn officers per 1,000 residents served. [PHS 7.2, Pg 9-12]
- ◆ **Siting of Police Stations.** The City shall continue to plan for the location of branch police stations within newly developing areas of Stockton. [PHS 7.3, Pg 9-12]
- ◆ **Public Safety Programs.** The City shall promote public safety programs, including neighborhood watch, child identification and fingerprinting, and other public education efforts. [PHS 7.4, Pg 9-12]

6. Stockton Police Department Funding

The primary funding source for the Police Department is the City’s General Fund, as shown in Table 4-9. The General Fund supplies the department with over 90 percent of its total funding for operations. Another three percent is derived from various sources, with the remainder coming from fines, forfeitures and other revenues.

TABLE 4-9 STOCKTON POLICE DEPARTMENT BUDGET FY2007/08

Fund	2007-08 Budget
General Fund	\$96,658,307
Measure W	\$5,404,548
Emergency Communications	\$3,440,648
Asset Forfeiture	\$220,000
TOTAL	\$105,723,503

Source: City of Stockton Annual Budget: FY 2007-08; May 22, 2007; Pg 181

7. Law Enforcement Determinations

Continued growth within the SOI will increase the overall demand on law enforcement services in the city. Growth is expected to generate the typical range of service calls. New police facilities, vehicles, equipment, and personnel will be required to provide adequate response times to serve future growth, particularly in the northern areas within which the city is expected to grow. Therefore, the City’s costs to maintain equipment and facilities and to train and equip personnel will also increase. Additional personnel and materials costs will be offset through the increased revenue and fees generated by new development, as well as the funding sources mentioned above. In addition, the City will review future projects on an individual basis and will require City compliance with requirements (e.g., impact fees) in effect.

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C. Water Supply and Treatment

Water systems in the City of Stockton Metropolitan Area (COSMA) use a combination of treated surface water provided by the Stockton East Water District (SEWD) and pumped groundwater to supply water within the SOI. Stockton water purveyors include the City of Stockton Municipal Utilities Department, California Water Service Company, and San Joaquin County Maintenance Districts.

The existing City of Stockton Metropolitan Area (COSMA) service area boundary is shown on [Figure 4-3](#).

1. Existing Surface Water Supply

The retail water purveyors in the COSMA include the City of Stockton Municipal Utilities Department (COSMUD), the California Water Company, and San Joaquin County. These purveyors meet current municipal water demands by pumping groundwater from the underlying groundwater basin and by purchasing surface water from the Stockton East Water District (SEWD). SEWD operates the COSMA's only water treatment plant, which has the capacity to treat 50,400 acre-feet per year (AF/year) and produces an average of 39,222 AF/year of treated surface water from the Calaveras River (via New Hogan Reservoir) and the Stanislaus River (via New Melones Reservoir). Agricultural users within the COSMA rely primarily on groundwater; however, they divert minor amounts of surface water. Groundwater currently (2007) comprises approximately 30 percent of the COSMA's total water supply.

During dry years when surface water availability is limited, groundwater pumping increases to meet municipal demands. In water year 2001-2002, 26,800 AF of groundwater and 38,300 AF of surface water were used to meet municipal demands totaling 65,100 AF within the COSMA. In water year 2006-2007, 25,300 AF of groundwater and 43,600 AF of surface water were used to meet municipal demands totaling 68,900 AF within the COSMA. More surface water use and less groundwater use have shown an overall benefit to the groundwater basin. Based on available monitoring data, extraction rates appear to be below the sustainable yield of the groundwater basin.

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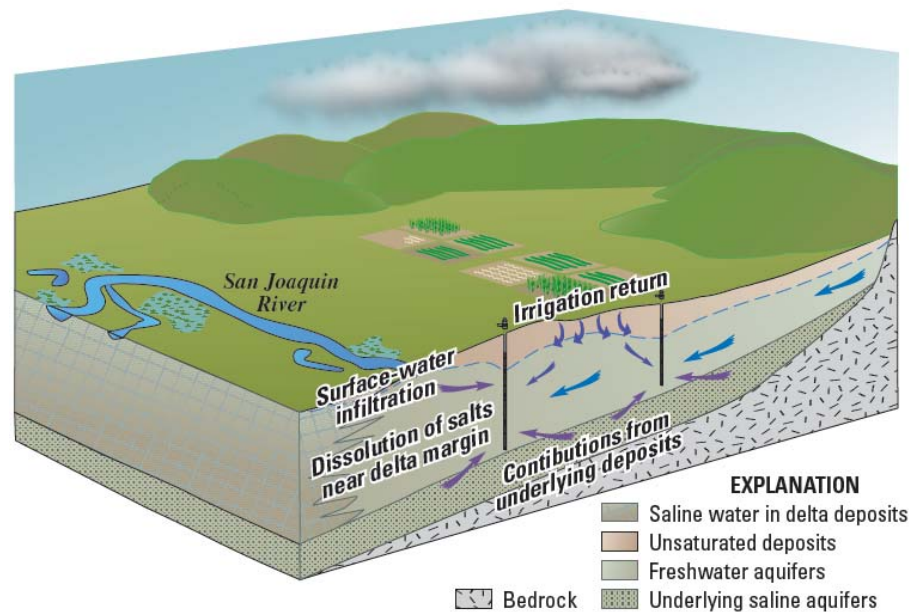
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Groundwater conditions in the Eastern San Joaquin Groundwater Basin are threatened primarily by groundwater withdrawals to the east of the COSMA, which have resulted in saline water intrusion under western portions of the COSMA and possible loss of supplies due to subsidence or a lack of reliability. Water levels are declining and chloride concentrations are increasing in water from wells in the Eastern San Joaquin Ground-Water Subbasin near Stockton as a result of pumping in excess of recharge. Results from a recent US Geological Survey Study of the basin point to several sources of highly saline water impacting the basin including surface water infiltration, the dissolution of salts near the Delta margin, contributions from underlying deposits and possible irrigation return flow. Figure 4-4A and 4-4B illustrate this intrusion. In part, the City is developing the Delta Water Supply Project (DWSP) as a new supplemental water supply to provide a secure, reliable supplemental supply of water for the COSMA to meet future water needs while reducing dependence on groundwater. Reduced dependence on groundwater will benefit the groundwater basin through reduced pumping and allowing greater recovery of the basin through natural recharge.

FIGURE 4-4A SOURCES OF SALTWATER INTRUSION



Source: Sources of High-Chloride Water to Wells, Eastern San Joaquin Ground-water Subbasin, California; USGS, November 2006

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The DWSP will be a conjunctive use program that will integrate surface water and groundwater management. The City will initially continue to rely on surface water and groundwater supplies to meet local needs. However, with implementation of the DWSP, the City will pump less groundwater and groundwater levels will be allowed to recover by in-lieu (natural) recharge. After the development of the 30 mgd facility, the City will consider the need for an aquifer storage and recovery (ASR) program to optimize use of Delta water during periods when supply exceeds demand. Initially, the City would implement a pilot program to test the feasibility of an ASR program and define the potential location of injection/extraction wells.

2. Existing Water Transmission and Distribution System and Short-term Improvements

There are five water service areas in the COSMA, with service provided by three water purveyors. The five service areas and the corresponding water purveyor serving each are illustrated on [Figure 4-5](#). COS MUD and the SJCMDs serve the North Stockton, South Stockton, and Walnut Plant Area (WPA) service areas, which includes land designated for residential, industrial, agricultural, and native or idle (i.e., natural open space) uses. California Water Service Company (CWSC) serves Central Stockton, which includes land designated as municipal, industrial, and native or idle.

COSMA is also divided into four separate water storage and distribution systems: North Stockton, Central Stockton, WPA, and South Stockton. The North Stockton, South Stockton, and WPA systems are operated by COS MUD and SJCMDs. The Central Stockton system is operated by Cal Water. These system areas are illustrated in [Figures 4-6, -7, -8, and -9](#).

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a. San Joaquin County Maintenance Districts

The San Joaquin County Maintenance Districts (SJCMDs) are County water districts responsible for providing water service to small areas within the North Stockton service area. The Lincoln Village Maintenance District (LVMD) area is bounded by Ben Holt Drive and Lincoln Road on the north, Pacific Avenue on the east, Herndon Plaza on the west, and Fourteen Mile Slough and Douglas Road on the south. The Colonial Heights Maintenance District (CHMD) area is bounded by Portola Avenue and Encino Avenue on the north and east, Arroyo Way on the west, and El Camino Avenue on the south. The maintenance districts include mainly low density residential and agricultural land.

b. North Stockton Storage & Distribution

The North Stockton water system distributes water from groundwater wells and the SEWD WTP. There are 23 groundwater wells in service with pump design flows ranging from 550 to 2,800 gallons per minute (gpm). The entire system is one pressure zone with the lowest ground surface elevation (5 feet above mean sea level) on the western side of the system and the highest elevation (35 feet above mean sea level) on the eastern side of the system. Additionally, there are two 3 million gallon (MG) storage tanks near 14-Mile Slough and three 3.43 MG storage tanks near the Northwest Reservoir. These tanks deliver water through 18-, 24-, and 30-inch diameter mains. Additionally, a 48-inch diameter pipeline connects the system to the SEWD. The remainder of the distribution system consists primarily of mains of 12 inches or less.

c. Walnut Plant Area Storage and Distribution System

The WPA water system has three groundwater wells. The entire system is one pressure zone, with the lowest elevation (20 feet above mean sea level) on the southwestern side of the system and the highest elevation (25 feet above mean sea level) on the northeastern side of the system. The system is connected to the CWSC system and receives surface water. One elevated (55,000-gallon) tank delivers water through 12-inch diameter mains. The remainder of the distribution system consists primarily of lines with diameters ranging from 6 to 10 inches.

d. Central Stockton Storage and Distribution System

The Central Stockton water system pumps from groundwater wells and receives water from the SEWD WTP. There are 56 groundwater wells. The entire system is one pressure zone with the lowest elevation (0 feet above mean sea level) on the western side of the system and the highest elevation (25 feet above mean sea level) on the eastern side of the system. Additionally, there are 12 storage tanks ranging in size from around 0.74MG to 3.8 MG. The system is connected to the SEWD WTP via a 42-inch diameter transmission main. Water

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is distributed through 18-, 20-, and 24-inch diameter transmission mains running east-west and 14-, 20-, and 27-inch diameter mains running north-south. The remainder of the system consists primarily of lines with diameters of 12 inches or less.

e. South Stockton Storage and Distribution System

The South Stockton water system pumps from groundwater wells and receives surface water from the SEWD WTP. There are seven groundwater wells with pump design flows ranging from 900 to 2,500 gpm, and the South Stockton Aqueduct which can supply surface water from the Stockton East Water District Water Treatment Plant (SEWD WTP). The entire system is one pressure zone with the lowest elevation (5 feet above mean sea level) on the western side of the system and the highest elevation (30 feet above mean sea level) on the eastern side of the system. Additionally, there is one 3 MG tank located near the Weston Ranch Subdivision.

Table 4-10 and Table 4-11 present an inventory of the tanks and booster pumps, respectively.

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TABLE 4-10 WATER STORAGE TANK INVENTORY

Service Area	Tank Name	Capacity (MG)	Bottom Elevation (ft)	Overflow Elevation (ft)
North Stockton	Northwest Res #1	3.43	4.9	45.9
	Northwest Res #2	3.43	4.9	45.9
	Northwest Res. #3	3.43	4.9	45.9
	Reservoir #1 (14 Mile Slough)	3.0	86.17	121.58
	Reservoir #2 (14 Mile Slough)	3.0	86.17	121.58
Walnut Plant Area	Walnut Plant Tank #1	0.055	105	126
California Services Company Water	Reservoir 1	1.83	7.0	26.0
	Tank 2	0.5	86.94	99.6
	Tank 3	0.5	71.92	100.0
	Tank 4	0.5	71.92	100.0
	Tank 5	0.5	70.92	100.0
	Tank 6	0.3	76.42	100.0
	Tank 7	0.5	75.33	100.0
	Reservoir 8 (2)	0.75	1.3	33.0
	Reservoir 10 (2)	1.5	4.3	23.3
	Reservoir 11	1.0	0.0	30.0
	South Stockton	Weston Ranch Reservoir #1	3.0	15	44

1. North Stockton, Northwest Res. data obtained from Thompson-Hysell drawings, 5/13/94.
2. North Stockton, 14-Mile Slough data obtained from CH2M Hill drawings, 1/6/81.
3. South Stockton data obtained from Thompson-Hysell drawings, 5/2/90.
4. Walnut Plant data obtained from City Check Prints dated December 6, 1957.
5. Cal Water data obtained from Cal Water hydraulic model.

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TABLE 4-11 WATER BOOSTER PUMP INVENTORY

Service Area	Location	Pump	Flow (gpm)	Head (ft)	Hp
North Stockton	14 Mile Slough	P1	3,300	132	150
		P2	3,300	132	150
		P3	2,650	132	125
		P4	2,650	132	125
		P5	2,650	132	125
North Stockton	Northwest Reservoir	P1	5,000	132	200
		P2	3,800	127	150
		P5	3,800	127	150
		P6	5,000	132	200
Walnut Plant Area	Walnut Plant	WP #1	1,078	247.5	NIA
California Water Service Company	1	A	3,300	175	NIA
		B	4,150	145	NIA
		D	5,000	105	NIA
		E	3,300	127	NIA
		F	2,000	149	NIA
		A	550	105	NIA
		B	950	128	NIA
		A	700	137	NIA
		B	2,800	105	NIA
		A	1,800	138	NIA
		B	2,500	130	NIA
		A	1,600	145	NIA
		A	1,000	100	NIA
		B	1,000	100	NIA
		A	1,000	100	NIA
A	1,000	100	NIA		
A	1,000	75	NIA		
South Stockton	Weston Ranch Reservoir (P1)	P1	3,000	120	125
		P2	3,000	120	125
		P3	3,000	125	125
		P4	3,000	120	125

1. North Stockton data obtained from field reconnaissance on July 29, 2003.
2. South Stockton data from WYA South Stockton MP Update (2003)
3. Walnut Plant Area data obtained from 1998 H2ONET Model.
4. hp = Horsepower
5. Cal Water data obtained from Cal Water hydraulic model.
6. NIA = No Information Available.

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3. Water Quality

The Stockton East Water District (SEWD) receives water from three sources: Calaveras River via the New Hogan Reservoir, Stanislaus River via the New Melones Reservoir, and Oakdale Irrigation District (OID)/South San Joaquin Irrigation District (SSJID) water via the New Melones Reservoir. The treatment plant uses coagulation, flocculation, sedimentation, filtration, and disinfection processes. Granular activated carbon is used to remove organic contaminants and control taste and odor problems, and chlorine gas is used for disinfection. [Figure 4-10](#) is a plot plan of the SEWD WTP.

The SEWD conveys surface water diverted from the Calaveras and Stanislaus Rivers for treatment and distribution to the three water purveyors within COSMA. Groundwater withdrawn by area purveyors is of relatively good quality. Data available indicate the following:

- ◆ Hardness as calcium bicarbonate (CaCO₃) ranges from 44 to 350 milligrams per liter (mg/L)
- ◆ Turbidity ranges from non detect (ND) to 2.5 nephelometric turbidity unit (NTU)
- ◆ Chloride ranges from 3 to 106 mg/L
- ◆ Arsenic ranges from ND to 45 micrograms per liter (µg/L)
- ◆ All metal concentrations are at or below the maximum contaminant level (MCL) or the secondary MCL.
- ◆ All organic chemicals of concern (e.g., tetrachloroethene and trichloroethene) are below the MCL.

Arsenic is a naturally occurring element and its presence can be traced back to geologic deposits. These natural deposits of arsenic can be found throughout the United States and are common in New England and the Southwest. Groundwater that flows over these deposits may become contaminated with arsenic, which then makes its way into public and private drinking water wells.

In 2001, the United States Environmental Protection Agency (US EPA) lowered the standard from 50 parts per billion (ppb) standards to 10 ppb; all water systems were required to comply with this standard by January 2006. The California Department Public Health (DPH) has not set a timetable for adoption of a new arsenic standard. DPH standards must be equal to or more stringent than the US EPA's standard and set as close as economically feasible to the Public Health Goal (PHG). A PHG is the level of arsenic in drinking water that would not pose a significant health threat if consumed over a lifetime.

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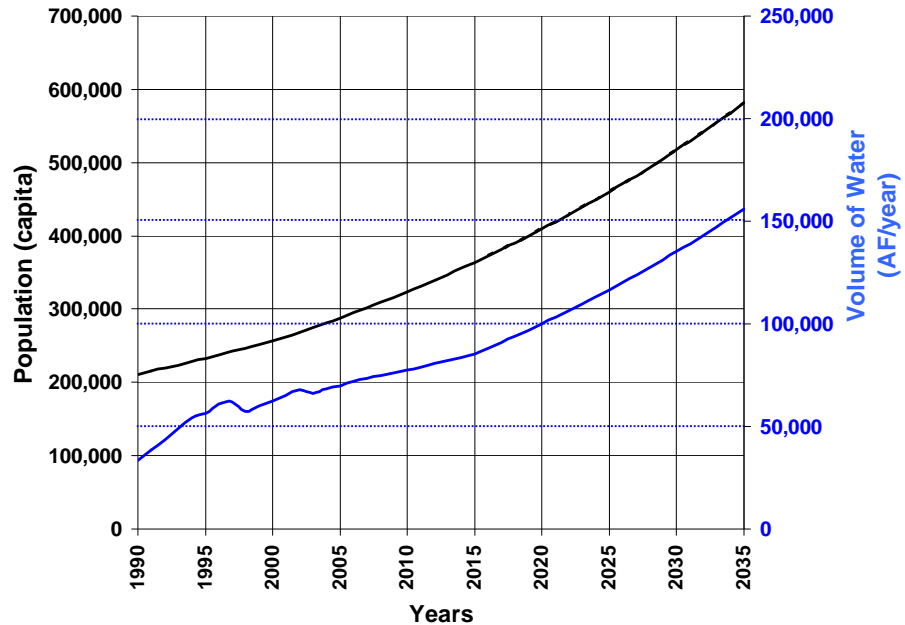
The DPH was scheduled to adopt a new standard by June 2004; however, the State is in the process of defining a new standard. Water purveyors must defer to US EPA standards until the DPH finalizes its own standard.

Per water supply reports available for each water purveyor, in 2004, average arsenic concentrations in groundwater ranged from <2.0 ppb to 19 ppb, and averaged 5.7 ppb. Consequently, COSMA can expect minor impacts to their groundwater pumping operations if the DPH sets the new standard at 10 ppb. These impacts have already been realized and the purveyors are in compliance with the US EPA standard of 10 ppb. However, COSMA can expect significant impacts to the use of its groundwater wells if the standard is set at or below 5 ppb.

4. Future Water Demand and Supply

In 2004, total water demand for COSMA was 68,714 AF/year. Water demand is projected to increase to 85,330 AF/year by 2015 and to 156,083 AF/year by 2035. There is adequate water to serve the projected population growth of 165,978 within the SOI. (*Source: 2035 General Plan Water Supply Evaluation*)

FIGURE 4-11 POPULATION AND WATER DEMAND INCREASE OVER TIME



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Availability of surface water to COSMA ranges from about 104,100 AF/year of firm supply in a wet year to 30,000 AF/year in a dry year. Sustainable groundwater yield has been estimated at 0.75 AF/year. Groundwater extraction ranges from a planning yield of 0.6 AF/year to as high as 1.0 AF/year. The following summary provides information on the City's anticipated future water demand and supply sources.

a. Water Supply Evaluation (WSE)

The City conducted a Water Supply Evaluation (WSE) for the 2035 General Plan Update, which was used in preparing the following impact discussion as it relates to water supply issues. The WSE, which was intended to meet the information demands set forth in Senate Bill 610 (Water, Code, § 10910 et seq.) and is now the most up-to-date and reliable source of information regarding the City's long term water supplies and their reliability. In some instances, the conclusions of the WSE supersede the conclusions of previous documents, such as the Delta Water Supply Project (DWSP) Feasibility Report and EIR. The following section summarizes the conclusions of the WSE.

The WSE determined that the COSMA water purveyors (City of Stockton Municipal Utilities Department, California Water Service Company, and the San Joaquin County Maintenance Districts) cannot currently support the population growth assumed to occur within the SOI under the 2035 General Plan without the initial phase of the Delta Water Supply Project (DWSP) (30 mgd) and the upgrade of the SEWD WTP to 60 mgd. The DWSP, which is expected to be in operation by 2011, along with other available sources (that include water from the SEWD WTP upgrade) will be a viable water supply for meeting buildout water demand within the SOI. [Figure 4-12](#) shows where water purveyors within the COSMA will serve areas in the SOI.

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The COSMA water purveyors made this determination based on the information provided in the WSE and on the following key facts:

- ◆ The existing near-term and long-term reliable supplies of SEWD water supplies (i.e., surface, non-potable and indigenous groundwater) can deliver a sustainable water supply without impacting environmental values or the current stabilization of the groundwater basin underlying the COSMA.
- ◆ The existing and future conjunctive use program (i.e., using surface water and each of the water purveyor's groundwater supplies) has been extensively analyzed as part of the DWSP Feasibility Report, EIR, and WSE. All studies show that sufficient water rights and available groundwater supplies exist for the level of water demand needed within the SOI.
- ◆ The SOI will be served by water supplies made available through the existing and planned future conjunctive use program within the COSMA water purveyors' service areas.
- ◆ The diversion structure, raw water pipeline, treatment plant, and treated water pipeline elements of the DWSP are necessary water supply elements in meeting SOI water demands.
- ◆ New groundwater facilities are necessary to fully implement the conjunctive use program that is currently in effect and contemplated with operation of the DWSP. New wells will be used only in the dry and critical years when SEWD surface water supplies are curtailed, and in no case will groundwater extractions impact the long term sustainability of the groundwater basin and existing wells.

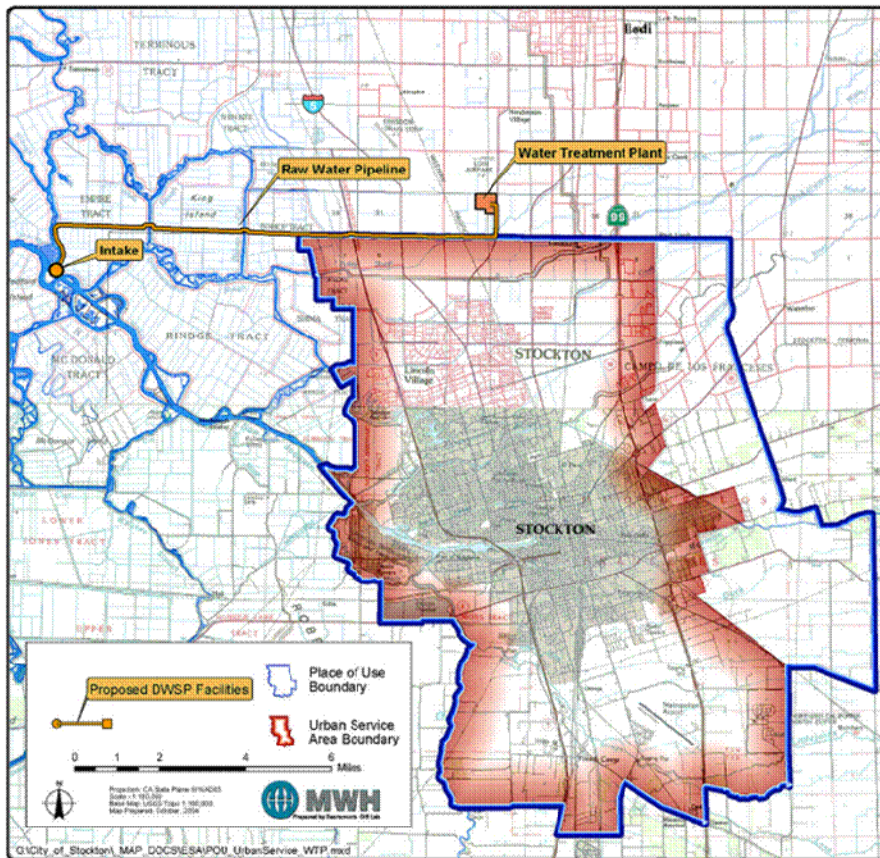
b. Delta Water Supply Project (DWSP)

The DWSP will be a conjunctive use program that will integrate surface water and groundwater management components. The surface water component of the DWSP will include a screened intake facility on the San Joaquin River, new pipelines to convey Delta water to a new water treatment facility just north of the COSMA, and treated water pipelines to deliver water to the city's existing water distribution system as shown in [Figure 4-13](#).

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FIGURE 4-13 DELTA WATER SUPPLY FACILITIES



In addition, shared infrastructure with the California Water Service Company (Cal Water) will be used to distribute DWSP treated water throughout Cal Water's service area within the COSMA. The groundwater component will include coordinated groundwater and surface water management. With the implementation of the DWSP, the City will pump less groundwater and the groundwater levels will be allowed to recover by in-lieu recharge. After the development of the initial phase (30 mgd) of the DWSP, the City will consider the need for an aquifer storage and recovery (ASR) program to optimize the use of Delta water in periods when supply exceeds demand. Ultimately, the water treatment plant (WTP) would be expanded to treat 160 mgd of surface water up to the maximum water rights request of 125,900 AF/year.

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As shown in Figure 4-12, the DWSP Place of Use Boundary does not coincide with the COSMA boundary. Water from the DWSP is allocated for areas within the Place of Use Boundary, while areas outside the Place of Use Boundary but within the SOI will receive water from groundwater sources, Stockton East, and Woodbridge.

The City plans to expand the DWSP incrementally to keep pace with the COSMA's needs, based on annexations and the timing of existing supply reductions and increased demand over time. The City prudently designed the DWSP for possible expansion beyond the initial phase to address the City's potential long-term future water needs. As demands continue to increase, COSMUD will evaluate the need for expanding Phase 1 of the DWSP. On January 6, 1996, the City submitted a water rights application to the State Water Resources Control Board (SWRCB) to secure rights to divert surface water from the Delta. The City's water rights application addresses a long-term planning horizon through the year 2050, requesting an ultimate diversion to 160 mgd (125,900 AF/year). Initially the DWSP will divert about 30 mgd (33,600 AF/year) to meet demands for future growth. An EIR for the DWSP was prepared in 2005 and certified by the City on November 8, 2005. On March 8, 2006, the SWRCB issued the City a permit for Diversion and Use of Water for up to 33,600 AF/year.

The SWRCB bifurcated the water rights application into two separate applications: Applications 30531A and 30531B. Application 30531A covers only the initial phase of the DWSP up to 30 mgd (33,600 AF/year). When later phases of the DWSP are needed, the City will be required to return to the SWRCB to request that the permit amounts be increased and conduct a project-level CEQA review before a water right can be issued for the full amount requested in the application. Therefore, the City will be required to prepare additional project level CEQA documentation before an additional water right permit can be issued for the balance of the 92,300 AF/year.

c. Other Water Supply Sources (Treated Water and Water Transfers)

The City is also pursuing raw surface water (for potable use) transfer agreements with local irrigation districts and municipalities and possible use of tertiary treated recycled water from the City of Lodi for use as a non-potable source for irrigation of public landscape areas. On January 22, 2008, the City executed a 40-year contract with the Woodbridge Irrigation District for 6,500 AF/yr initially and up to 13,000 AF/yr. This water will be treated at the DWSP Water Treatment Plant (WTP). Additional potable surface water transfer supplies would be diverted for treatment at the SEWD WTP or the DWSP WTP. Water transfers would require mutually agreeable contract terms between the City and another entity transferring water and would require approval from

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DWR. Water purchases, treatment facilities, and conveyance infrastructure would be funded locally through a combination of rates and fees. Timing of water transfers would coincide with water demands such that they do not outpace current supplies through SEWD or the City's water rights.

5. Water Reuse and Conservation Measures

The City of Stockton has a rigorous water conservation program that is consistent with the California Urban Water Conservation Council (CUWCC) Memorandum of Understanding (MOU). The City of Stockton program complies with the 14 best management practices (BMPs) listed in the MOU. Per the 2003 Delta Water Supply Feasibility report, conservation measures incorporated with pre-existing measures have helped Stockton save approximately 12,751 af/year (20 percent of demand) from 1987 through 2004. In addition to the existing water conservation measures, COSMA has initiated a Water Conservation Ordinance with permanent usage restrictions and a dry-year rationing program.

The 2003 DWSP Feasibility Study indicated that the water demand has "hardened" within COSMA due to its extensive conservation program; therefore, COSMA can anticipate only small additional benefit from increased conservation efforts. In January 2008, the City released the Water Conservation Program Plan that targets 3.4 percent water use reduction over 2006 demands in five years. This will be an incentive-based water conservation and demand management program.

6. Water System Policies

The 2035 General Plan includes goals, policies, and programs related to the City's ability to acquire and provide reliable, clean water to existing urbanized areas of Stockton and future growth areas identified in the SOI, as follows:

- ◆ **Water Conservation.** The City shall continue to implement water conservation programs that save significant amounts of water at a reasonable cost. [PFS-2.1, Pg 9-7]
- ◆ **Water Supply.** The City shall evaluate long-term water supply strategies, including acquiring or developing additional water supplies that would be available during drought periods, to offset the shortages anticipated from existing supplies, and improved water conservation and re-use. For new development, the City will require the use of non-potable water for irrigation of large landscaped areas where feasible and cost effective. [PFS-2.2, Pg 9-7]

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- ◆ **Water Treatment Capacity.** The City shall plan, secure funding for, and procure sufficient water treatment capacity and infrastructure to meet projected water demands. [PFS-2.3, Pg 9-7]
- ◆ **Growth Trends.** The City shall establish a process for monitoring water demand growth trends to anticipate water supply needs. [PFS-2.4, Pg 9-7]
- ◆ **Water Quality.** The City shall monitor water quality regularly to ensure that safe drinking water standards are met and maintained in accordance with State and EPA regulations and take necessary measures to prevent contamination. [PFS-2.5, Pg 9-7]
- ◆ **Level of Service.** The City shall maintain adequate levels of water service by preserving, improving, and replacing infrastructure as necessary. [PFS-2.6, Pg 9-7]
- ◆ **Water Supply for New Development.** The City shall ensure that water supply capacity and infrastructure are in place prior to granting building permits for new development. [PFS-2.7, Pg 9-7]
- ◆ **Delta Water Supply.** The City shall not approve new development that relies on water from the Delta Water Supply Project until this Delta water is allocated through a water right to the City by the State of Water Resources Control Board or a replacement water supply is secured. [PFS-2.8, Pg 9-7]
- ◆ **Water Facility Sizing.** The City shall ensure through the development review process that public facilities and infrastructure are designed to meet ultimate capacity needs, pursuant to a master plan, to avoid the need for future replacement to achieve upsizing. For facilities subject to incremental sizing, the initial design shall include adequate land area and any other elements not easily expanded in the future. [PFS-2.9, Pg 9-7]
- ◆ **Sustainability of Surface Water Supplies.** The City shall work in concert with other water purveyors in the region to seek long-term renewable surface water contracts, and shall take actions to acquire, protect, and expand surface water rights to serve growing water demands. [PFS-2.10, Pg 9-7]
- ◆ **Sustainability of Groundwater Supplies.** The City shall work in concert with other water purveyors in the region to achieve the target yield (0.6 AF/year) of the drinking water aquifer, and shall limit its

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long-term average groundwater withdrawals to this target yield. [PFS-2.11, Pg 9-8]

- ◆ **Water for Irrigation.** The City shall encourage the use of non-potable water supplies for irrigation of landscape. [PFS-2.12, Pg 9-8]
- ◆ **Timing of Future Development.** Prior to approval of any tentative small lot subdivision map for a proposed residential project of more than 500 dwelling units, the City shall comply with Government Code Section 66473.7. Prior to approval of any tentative small lot subdivision map for a proposed residential project of 500 or fewer units, the City need not comply with Section 66473.7 or formally consult with the public water system that would provide water to a proposed subdivision, but shall nevertheless make a factual showing or impose conditions similar to those required by Section 66473.7 in order to ensure an adequate water supply for development authorized by the map. Prior to recordation of any final small lot subdivision map, or prior to City approval of any project-specific discretionary approval or entitlement required for nonresidential land uses, the City or the project applicant shall demonstrate, based on substantial evidence, the availability of a long-term, reliable water supply from a public water system for the amount of development that would be authorized by the final subdivision map or project-specific discretionary nonresidential approval or entitlement. Such a demonstration shall consist of a written verification that existing sources are or will be available and that needed physical improvements for treating and delivering water to the project site will be in place prior to occupancy. [PFS-2.13, Pg 9-8]

7. Water Supply and Treatment Determinations

The City of Stockton Municipal Area (COSMA) has met and expects to be able to continue to meet annual water demands within the SOI during differing hydrologic periods with surface water, groundwater, water conservation, and other potential water supplies such as non-potable supplies from local communities, raw surface water from local irrigation districts, and water from active groundwater storage projects.

According to the Water Supply Evaluation (WSE), water purveyors cannot support the population growth projected to occur within the SOI without the initial phase of the Delta Water Supply Project (DWSP). Buildout of the SOI will increase the overall demand on water supply and delivery to the city. Future growth in accordance with buildout of the SOI is expected to generate the typical amount of water needs associated with the type of urban development that has occurred in the past. New water sources, treatment and delivery

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facilities, and continued conservation efforts will be required in order to provide adequate water to existing and future residents.

Implementation of the Delta Water Supply Project (DWSP) in 2011 and upgrades to the Stockton East Water District Water Treatment Plant (SEWD WTP) will provide the City with a new supplemental water supply. This supply will meet both the water needs well beyond the buildout of the SOI. Other water supply sources (transfer agreements and the use of recycled water) will provide additional sources of water. The DWSP will reduce the city's dependence on groundwater supplies and ensure that water quality standards are maintained, especially those related to arsenic found in groundwater. Groundwater is not considered a long-term supply and will only be used only in dry and critical years, when SEWD surface water supplied are curtailed.

The City's 2035 General Plan commits the City to maintain existing facilities and develop new water treatment and delivery facilities. The Plan includes policies that ensure and require that adequate water supplies and facilities are located and maintained throughout the urbanized areas of the city to meet future growth. In addition, any costs associated with new facilities and/or upgrades to existing facilities will be offset through the increased revenue and fees generated by future development. The City will review future projects on an individual basis and will require compliance with City requirements (e.g., impact fees) in effect at the time building permits are issued

The City's 2035 General Plan commits the City to maintain existing facilities and develop new water treatment and delivery facilities. The Plan includes policies that ensure and require that adequate water supplies and facilities are located and maintained throughout the urbanized areas of the city to meet future growth. In addition, any costs associated with new facilities and/or upgrades to existing facilities will be offset through the increased revenue and fees generated by future development. The City will review future projects on an individual basis and will require compliance with City requirements (e.g., impact fees) in effect at the time building permits are issued.

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D. Wastewater Collection and Treatment

The City's wastewater collection and treatment facilities consist of the Stockton Regional Wastewater Control Facility (RWCF) and the City of Stockton Wastewater Collection System Facilities. The RWCF provides primary, secondary, and tertiary treatment of municipal wastewater from throughout the city. The RWCF has a dry weather flow capacity of 48 mgd and actual dry weather flows are estimated at 35 mgd. Treated effluent from the RWCF is dechlorinated and discharged to the San Joaquin River.

The City's sanitary sewer collection system is divided into 10 designated sub-areas or "systems." Pump stations are located throughout the city and are integral to the wastewater collection system. Most of the pump stations discharge to pressure sewers that convey flow under pressure either directly to the RWCF or to a downstream gravity sewer.

1. Wastewater Treatment Plant Permitting

The Stockton Regional Wastewater Control Facility (RWCF) effluent is currently regulated by Central Valley Regional Water Quality Control Board (CVRWQCB) Order No. R5-2002-0083, NPDES CA0079138. The primary regulating document for the operation of the City wastewater collection and treatment facilities is the National Pollutant Discharge Elimination System (NPDES) permit for the RWCF. The NPDES permit incorporates a wide range of regulatory requirements, including Federal and State wastewater discharge permitting requirements, water quality standards and effluent limits, collection and treatment facility operational requirements, and treatment facility monitoring requirements.

The Stockton RWCF is currently (2004) operating under a NPDES permit that contains strict discharge requirements. These requirements are part of a regional and statewide trend toward much more restrictive effluent discharge limitations. Major elements of the tentative order not found in the previous order include, but are not necessarily limited to, the following:

- ◆ Stringent, Title 22-based effluent limits for total suspended solids (TSS), turbidity, and total coliform.
- ◆ Stringent effluent limits for trihalomethanes (THMS), including chloroform, bromodichloromethane (BDCM), and dibromochloromethane (DBCM).
- ◆ Stringent effluent limits for numerous trace toxics, including copper, cyanide, and numerous trace organics and pesticides.
- ◆ A stringent total annual mass discharge limitation for mercury.

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- ◆ Year-round ammonia limits that previously only applied to the dry season months of April through October.
- ◆ Significantly expanded effluent, receiving water, and groundwater monitoring requirements.
- ◆ Extensive requirements for studies examining the presence and possible control options for various trace toxic constituents and total dissolved solids (TDS) in the RWCF effluent.

Several new permit limits may present significant compliance issues for the RWCF. However, the City will operate the RWCF to achieve compliance with all applicable NPDES limits. Because many of these limits are being implemented by the State for the first time, it is unclear what facilities will ultimately be necessary to ensure full permit compliance. The City intends to achieve permit compliance through expansion of existing filtration facilities, addition of nitrifying biotowers to the secondary treatment facilities, and inclusion of an effluent polishing wetland, plus a number of other, smaller improvements.

The City will continue to comply with Federal and State water quality, waste discharge, and total maximum daily load standards defined under the California Water Act (CWA). Buildout of the SOI would potentially affect the quantity of pollutant loadings to receiving waters. However, the City is served by a comprehensive sanitary sewer system, and no untreated wastewater would be discharged to surface water or groundwater resources. Therefore, no exceed of CVRWQCB wastewater treatment requirements are anticipated.

2. Existing Wastewater Treatment Plant Treatment Operations

The Stockton Wastewater Control Facility (RWCF) provides primary, secondary, and tertiary treatment of municipal wastewater from throughout the city. The RWCF is located north of Highway 4 on both sides of the San Joaquin River. The primary and secondary treatment facilities are located on the east side of the river, while secondary polishing facilities (consisting of 630 acres of oxidation ponds plus dissolved air flotation facilities), filtration facilities, and disinfection facilities are located on the west side of the river. The RWCF includes filtration facilities to meet Title 22-based requirements, including addition of nitrifying biotowers to the tertiary treatment facilities and an effluent polishing wetland.

The City of Stockton sanitary sewer collection system is divided into 10 designated sub-areas or “systems”, as shown on [Figure 4-14](#). Systems 1 through 7 have existed for at least 15 years, and encompass the majority of the city. System 8 was intended to serve southern areas of the city, and has been mostly constructed; however, the majority of the area remains undeveloped. System 10

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was intended to serve northern areas of the city, and has been mostly constructed; however the majority of the area remains undeveloped.

The City has identified the wastewater infrastructure required to serve all areas in the SOI as part of the 2035 General Plan Update (2035 General Plan Update EIR, Appendix G, Infrastructure Evaluation: Wastewater Facilities). As described above, the City is currently divided into ten (10) wastewater collection systems (1 through 10). The City plans to add four additional wastewater collection systems (i.e., 12, 13, 14 and 15) to serve future growth within the SOI. Figure 4-14 shows the City's proposed wastewater collection systems, in addition to existing systems.

Wastewater collection system 12 will serve eastern Stockton, and will require a new collection system conveyance from the area east of Mariposa Road to the Regional Water Quality Control Plant. Wastewater collection system 13 will serve southern Stockton east of Interstate 5 and south of the North Fork South Little Johns Creek, and will require the extension of the existing wastewater conveyance system. Wastewater collection system 14 will serve southwest Stockton, and will require the extension of the existing wastewater conveyance system. Finally, wastewater collection system 15 will serve the area north of Eight Mile Road to the northern boundary of the SOI. Wastewater collection system 15 will require the extension of existing services.

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Wastewater pumping stations are located throughout the city and are integral to the wastewater collection system. The pump stations are shown on [Figure 4-13](#). Most of the pump stations discharge to pressure sewers (force mains) that convey flow under pressure either directly to the RWCF or to a downstream gravity sewer. Table 4-15 lists the name and design capacity of each pump station. The table also indicates whether or not the pump station includes variable speed motor controls.

TABLE 4-15 WASTEWATER PUMP STATION INVENTORY

System	Pump Station Name	Design Capacity (mgd)	Type
2	Thornton & Davis P.S.	1.22	Constant Speed
1	Kelly & Mosher P.S.	1.44	Constant Speed
2	Don Ave. & Santiago L.S.	0.80	Constant Speed
1	Plymouth & 5 Mile Cr. P.S.	0.65	Constant Speed
2	Alexandria & 14 Mile Sl. P.S.	1.97	Constant Speed
2	March-Brookside & I-5 P.S.	1.15	Constant Speed
3	Kirk & Del Rio (County P.S.)	1.01	Constant Speed
2	Blossom Ranch P.S.	0.65	Constant Speed
2	Camanche P.S.	1.20	Constant Speed
1	Cumberland & 5 Mile Cr. P.S.	1.80	Constant Speed
8	Weston Ranch P.S.	1.87	Variable Speed
2	La Morada P.S.	0.80	Constant Speed
10	Westside Interim P.S.	4.17	Variable Speed
8	Arch Road Industrial Park P.S.	0.46	Constant Speed
8	Grupe Business Park P.S.	0.87	Constant Speed
10	Buckley Cove P.S.	0.30	Constant Speed
8	County P.S. (Hospital)	1.08	Variable Speed
5	Private P.S. (Navy)	1.01	Variable Speed
4	Waterloo & Roosevelt/North P.S.	2.73	Constant Speed
4	Drake & Hwy. 99/South P.S.	3.54	Constant Speed
2	Swenson & 5 Mile Cr. P.S.	21.6	Variable Speed
3	Smith Canal P.S. West	27.4	Variable Speed
10	Brookside Pumping Station	7.69	Variable Speed

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System	Pump Station Name	Design Capacity (mgd)	Type
3	Smith Canal P.S. East	13.7	Variable Speed

Based on model input data for "existing conditions" (Year 2000); Source: City of Stockton, Municipal Utilities Department

3. Wastewater Quality

Primary and secondary solids are treated by anaerobic digestion, dewatered, and disposed of off-site. Effluent is discharged into the San Joaquin River adjacent to the Stockton Wastewater Control Facility (RWCF). The City plans to continue discharging to the San Joaquin River to offset withdrawal of raw water from the Delta for treatment and potable use as permitted through the Delta Water Supply Project (DWSP). The California Water Code (Section 14853) allows any municipality disposing of treated wastewater into the San Joaquin River to seek a water right to divert a like amount of water, less losses, from the river or Delta downstream of the point of the wastewater discharge. Treated Delta water will be used in place of the City's existing water rights permit (SWRCB permit #30531A).

Ambient water quality in the San Joaquin River (within the Delta) is formally designated under the Clean Water Act's (Section 303[d]) list of water quality limited segments as being impaired for agricultural pollutants/stressors/indicators. In the future, the effluent limits for various pollutants from the RWCF could change based on TMDL studies. These pollutants include carbonaceous biochemical oxygen demand, mercury, DDT, endrin aldehyde, lindane, diazinon, and chlorpyrifos. The RWCF will be required to remain in compliance with the CVRWQCB's limits for the San Joaquin River.

4. Future Wastewater Treatment Needs

The March 1999 Draft Regional Wastewater Control Facility Master Plan Update (March 1999 Update) is the most recent wastewater planning document that evaluated future flow and loading conditions, regulatory requirements, and treatment plant expansion alternatives. That document uses 48 mgd of dry weather flow capacity as the basis for an initial Stockton Wastewater Control Facility (RWCF) expansion, with eventual expansion to 55 mgd of RWCF dry weather flow capacity to serve a population of approximately 380,000, with 3 mgd of capacity for "future economic development." (In the June 2002 draft addendum document titled "Existing and Projected Population, Flows, and Wastewater Load Study for Regional Wastewater Control Facility Master Plan Update," buildout flows were revised upward to 51 mgd, and did not explicitly include 3 mgd of capacity for future economic development.) The March 1999 Update also evaluated a number of alternatives for achieving National Pollutant

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Discharge Elimination System (NPDES) permit compliance, including river aeration, river flow management, groundwater recharge, and various combinations of activated sludge, pond improvements, and wetlands treatment. The estimated total capital cost for the wetlands alternative was estimated to be \$117 million, plus an estimated \$1.9 million in annual operating costs.

The projected growth needs for wastewater collection and treatment within the SOI can be met with the same technologies currently used at the RWCF. The anticipated improvements needed beyond growth in the SOI in the future are briefly described below. Additional land area will be needed for the expanded treatment works; however, it is possible this land could be obtained in whole or in part by converting a relatively small portion of the RWCF's existing ponds. Additional details can be found in the Infrastructure Evaluation: Wastewater Facilities prepared for the City of Stockton 2035 General Plan Update (West Yost & Associates, 2005b).

- ◆ Expansion of the existing plant influent pumping, preliminary treatment facilities, and the existing plant sedimentation basins facilities will be required to accommodate projected peak hour wet weather flow conditions.
- ◆ Expansion of the existing primary sedimentation basin facilities will be required to accommodate projected peak hour wet weather flow conditions. This will consist of six additional basins.
- ◆ Secondary treatment facilities consist of those facilities that use biological treatment processes to remove carbonaceous BOD, nitrogen and other nutrients, and other constituents amenable to biological treatment. Expansion of the existing secondary treatment facilities will be required to accommodate the projected BOD loading conditions at buildout.
- ◆ Tertiary treatment facilities consist of those components that provide for higher levels of organics destruction, nutrient removal, and final removal of finer solids. The following tertiary treatment facilities additions and expansions will be needed to meet currently anticipated permit requirements: constructed wetlands, nitrifying biotowers, denitrification columns, post-aeration tanks, and effluent filters.
- ◆ A new effluent disinfection system based upon the use of ultraviolet (UV) light technology will be needed to replace the plant's existing chlorination system. This system will disinfect the effluent as needed to protect human health. The change to UV disinfection will be to eliminate the formation of trihalomethanes and other chlorine

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byproducts in the effluent. Elimination of the chemicals used for chlorination and dechlorination in the plant's existing process will also eliminate their contribution to total dissolved solids (TDS) in the RWCF effluent.

- ◆ Expansion of the plant's existing solids handling facilities will be required to accommodate the larger quantities of solids that will be produced by the liquid stream processes. Existing solids handling facilities will be upgraded to Class A in the next over the next 10 years.

Advanced treatment facilities may be required for all or part of the plant's effluent. Central Valley Regional Water Quality Control Board (CVRWQCB) discharge requirements for TDS and/or priority pollutants may be imposed that cannot be met with the existing treatment facilities or through a program of source control. The most likely treatment system required, in addition to those already identified above, is a membrane filtration and reverse osmosis system. The reverse osmosis system is capable of removing a number of toxic compounds and reducing the TDS of the effluent. The membrane filtration system serves as a pretreatment system to reverse osmosis to remove larger particles and reduce the costs of the reverse osmosis step. The City will continue to plan for expansion of the RWCF as required to meet the needs of additional planned growth and discharge requirements.

5. Planned Wastewater Treatment Expansion

The current (2008) treatment facilities will remain in service until such time as additional facilities are needed to accommodate the projected wastewater flows and loads. These facilities will also be required to provide higher levels of treatment that will be needed to meet anticipated discharge requirements. Constituents that may trigger additional treatment requirements include bromodichloro-methane, dibromochloro-methane, chloroform, nitrate, and manganese (West Yost & Associates, 2005b). The City's facility expansions (biotowers, intermediate clarifiers, and secondary effluent pump station) will be required to accommodate the projected BOD loading conditions at buildout of the 2035 General Plan.

6. Wastewater Policies

The 2035 General Plan includes goals, policies, and programs related to the City's ability to collect and treat wastewater, as follows:

- ◆ **Sanitary Sewer Service Area.** The City shall require that all new urban development is served by an adequate collection system to avoid

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- ◆ **Wastewater Treatment Standards.** The City shall continue to take actions necessary to meet water quality discharge standards in the operation of the regional wastewater treatment plant. [PFS 3.2, Pg 9-8]
- ◆ **Compliance with Federal Standards for Surface Water Protection.** The City shall comply with the requirements of the Clean Water Act with the intent of minimizing the discharge of pollutants to surface waters. [PFS 3.3, Pg 9-8]
- ◆ **Wastewater Facility Sizing.** The City shall ensure through the development review process that public facilities and infrastructure are designed and constructed to meet ultimate capacity needs, pursuant to a master plan, to avoid the need for future replacement to achieve upsizing. For facilities subject to incremental upsizing, initial design shall include adequate land area and any other elements not easily expanded in the future. [PFS 3.4, Pg 9-9]
- ◆ **Wastewater Collection System Rehabilitation.** The City shall ensure that when infrastructure rehabilitation projects are undertaken, upsizing of the facility and cost sharing are considered in order to accommodate upstream planned growth in accordance with an approved master plan. [PFS 3.5, Pg 9-9]
- ◆ **Wastewater Reuse.** The City shall continue to discharge treated effluent to the Delta and reuse that water through the City's California Water Code Section 1485 water right. [PFS 3.6, Pg 9-10]
- ◆ **Security.** City shall seek to minimize vulnerability of its wastewater collection and treatment systems to unauthorized tampering [PFS 3.7, Pg 9-10]
- ◆ **Timing of Future Development.** Prior to approval of any tentative subdivision map for a proposed residential project, the City shall formally consult with the wastewater system provider that would serve the proposed subdivision to make a factual showing or impose conditions in order to ensure an adequate wastewater removal system necessary for the proposed development. Prior to recordation of any final small lot subdivision map, or prior to City approval of any project-specific discretionary approval or entitlement required for nonresidential land uses, the City or the project applicant shall demonstrate, based on substantial evidence, the availability of a long-

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term, reliable wastewater collection system for the amount of development that would be authorized by the final subdivision map or project-specific discretionary nonresidential approval or entitlement. Such a demonstration shall consist of a written verification that existing treatment capacity is or will be available and that needed physical improvements for treating wastewater from the project site will be in place prior to occupancy. [PFS 3.8, Pg 9-10]

7. Wastewater Collection and Treatment Determinations

The City of Stockton Regional Wastewater Control Facility (RWCF) has met and expects to continue to meet annual wastewater collection and treatment demands within the SOI in compliance with the Central Valley Regional Water Quality Control Board and NPDES permit. Growth in the SOI will increase the overall demand on the wastewater collection and treatment facilities in the city. Future growth in accordance with buildout of the SOI is expected to generate the typical amount of treatment needs associated with the type of urban development that has occurred in the past. According to the Draft Regional Wastewater Control Facility Master Plan (March 1999) the City's wastewater treatment facilities can support a population of about 380,000 within the SOI, which is within the 10-year sphere horizon of the SOI. The City anticipates that existing treatment facilities will continue to be in service until such time as upgrades and new facilities are needed to ensure that wastewater collection and treatment match urban growth.

Phasing and timing of additional facilities to accommodate additional growth has not been determined, and timing of additional facilities to accommodate additional growth has not been determined, and is currently being considered with the City's draft Wastewater Master Plan. These facilities will provide higher levels of treatment, which will also meet anticipated discharge requirements. Facility expansions (biotowers, intermediate clarifiers, and secondary effluent pump station) are planned to accommodate the projected needs at buildout of the SOI.

The City's commitment to maintain existing facilities and develop new wastewater collection and treatment facilities is addressed in the 2035 General Plan. The Plan includes policies that require adequate facilities are in place to serve urban development and that the treatment and quality of discharge is sufficient to meet water quality standards. In addition, the Plan includes policies that encourage the reuse and recharge of reclaimed water. The City requires that any costs associated with new facilities and/or upgrades to existing facilities be offset through increased revenue and fees generated by future development. In addition, the City will review future projects on an individual basis and require compliance with City requirements (e.g., impact fees).

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E. Stormwater Drainage

The City of Stockton SOI is situated just east of the Sacramento–San Joaquin Delta, a low-lying region of sloughs and channels connecting local waterways with the Suisan Bay and the San Francisco Bay. The city and surrounding areas with the SOI depend on creeks, rivers, and sloughs to collect and convey storm runoff to the San Joaquin River and the Delta. The primary watercourses that drain the SOI include: San Joaquin River, Bear Creek, Mosher Slough, Five Mile Slough, Fourteen Mile Slough, Calaveras River and Stockton Diverting Canal, Smith Canal, and French Camp and Walker Sloughs. Most storm drains and pump stations within the service area have adequate capacity to collect stormwater drainage.

a. Levees

Flood potential in the city and SOI prior to 1988 was considered significant and identified in the 100-year floodplain. The Locally Constructed Flood Control Project of the San Joaquin Area Flood Control Agency (SJAFCA) sponsored the construction of flood protection facilities on Bear Creek, Pixley Slough, Upper Mosher Creek, the Mosher Diversion, Little Bear Creek, Mosher Slough, the Calaveras River, Stockton Diverting Canal and Mormon Slough. These projects provided FEMA 100-year protection to large parts of the city and SOI. As a result of the SJAFCA work, FEMA reissued the flood maps for the city and SOI showing that the land had been removed from the floodplain. Flooding still remains an issue in floodplain areas in the SOI that include Delta tracts, land along French Camp, Walker Sloughs, Duck Creek, and North Little Johns Creek.

Periodic levee reconstruction and active levee maintenance programs help to control flood risks. However, potential levee failure is considered an ongoing threat within the SOI. Levees are subject to a variety of factors that contribute to site-specific structural failure, including seismic activity, erosion, damage from vegetation, and rodents. FEMA has certified and accepted the levees within the city as meeting minimum standards for flood control. However, FEMA and other State agencies are currently (2008) revisiting existing levee certifications, mapping-related regulations, and flooding procedures. Findings from their evaluation may remove levees in the SOI from the list of current certified levees, causing areas within the SOI to fall below 100-year flood protection.

b. Dams

New Hogan Dam on the Calaveras River upstream of the city is an earth and rockfill dam owned by the Corps of Engineers. The reservoir behind the dam

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holds 325,000 AF of water that could cause five to ten feet of flooding in large portions of the SOI in the event of a catastrophic dam failure. New Melones Dam on the Stanislaus River and Camanche Dam on the Mokelumne River, also of earth and rock fill, would flood the SOI to significant depths if either of these dams were to fail. The Office of Emergency Services maintains inundation maps for each of these dams and others in the San Joaquin River watershed, and a dam failure plan is included in the City's Emergency Operations Plan.

c. Stormwater Management

Stormwater capture is regulated by standards and criteria related to the computation of runoff, facility design, and quality of runoff entering streams. Maintenance and construction within streams requires a Streambed Alteration Agreement with the California Department of Fish & Game (Sections 1601-1603 of the California Fish & Game Code). If implementation of a drainage plan affects wetlands or waters of the United States, a Corps of Engineers Section 404 permit under the Clean Water Act may be required. Other regulatory agencies may have jurisdiction if drainage facility construction and operation impact the habitat of endangered species, such as the U. S. Fish & Wildlife Service. Requirements include establishing TMDL standards, the Endangered Species Act, and Section 401 Water Quality Certification.

1. Existing Stormwater Drainage System

The city and surrounding areas within the SOI depend on creeks, rivers and sloughs to collect and convey storm runoff to the San Joaquin River and the Delta. Typically, these streams originally had wide floodplains that stored large volumes of runoff. Over time, most streams have been confined by levees and their floodplains developed, limiting both the stream's capacity and the floodplain benefits associated with periodic flooding. The streams do, however, remain the backbone of the storm drain system and runoff collected within the city is, for the most part, pumped into one of these receiving waters.

Storm drains collect and convey runoff to the pumps that lift the runoff into one of the creeks, sloughs or rivers. Anecdotal information and City records indicate that most storm drains and pump stations have adequate capacity. Most storm drains have been constructed in accordance with the 1973 Storm Drainage Study and Master Plan. The storm drain problems that do occur are often localized and frequently result from expanding a drainage area beyond its original design. In other cases, drains or pumps may be undersized due to inadequacies in the original design criteria. Several of these localized problem areas have been identified for more detailed study. One area with known

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drainage deficiencies is the unincorporated area of Boggs Tract, adjacent to the City limits near the Port.

Creek and slough watersheds are shown on [Figure 4-15](#). Creeks, major storm drains (pipes) and storm drain pump stations are shown on [Figure 4-16](#). The primary channels that drain the city include:

a. San Joaquin River

The existing 100-year flow within the San Joaquin River ranges from 16,500 cfs to 21,100 cfs. Because the watershed is so large, the local runoff generally occurs well before the peak flow arrives in the river. This provides an opportunity for the local flows to be evacuated prior to the arrival of the peak flood wave from upstream. However, according to FEMA, the Wright-Elmwood Tract, Shima Tract, and Atlas Tract are completely inundated during a 100-year storm due to lack of sufficient levee protection. No other areas within this watershed are within the current (2004) FEMA floodplain boundaries.

b. Bear Creek

Runoff collected in three major storm drains within the Bear Creek watershed, with diameters of 36, 42 and 84 inches, is pumped into Bear Creek at Interstate 5, Iron Canyon Court and Thornton Road, respectively. Within the city, the Bear Creek channel is up to 175 feet wide and has a capacity of 7,600 cfs. Bear Creek has capacity to carry the 100-year peak runoff from city lands within its banks and has the additional capacity to carry runoff from developing lands south of Eight Mile Road. This capacity is provided by the SJAFCA Locally-Constructed Flood Control Project that increased flood protection in the Stockton Metropolitan Area. As a result of this project, FEMA mapping issued in 2002 shows that the 100-year flow is contained within the creek banks. The flood control project also included capacity for developing lands north to Eight Mile Road.

c. Mosher Slough

Stormwater enters Mosher Slough and Little Bear Creek through 27 pump stations located along its length. Of these, nine are major pumping facilities pumping flow from storm drains from 54 to 66 inches in diameter. There is one major pump station on Little Bear Creek. The Mosher Slough drainage basin has two regional detention basins that attenuate peak flows and are located between Highway 99 and the Union Pacific Railroad. At its outfall to Disappointment Slough (west of the City) the peak 100-year discharge is 1,140 cfs and at Thornton Road it is 780 cfs. Throughout its length, runoff is confined to the channel within the banks.

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d. Five Mile Slough, Fourteen Mile Slough and Smith Canal

Five Mile Slough has nine pump stations lifting runoff from surrounding land to the slough. Four of these are considered to be major pumping facilities. Fourteen Mile Slough has nine pump stations with five of them classified as major facilities. Ten pump stations discharge to Smith Canal; three of these are major pumping facilities. Five Mile Slough, Fourteen Mile Slough and the Smith Canal carry drainage from the central part of the city. Each channel contains the 100-year runoff within its banks. Water levels in these channels are controlled by Delta water levels. The three channels serve established neighborhoods of the city and are not expected to serve any newly developing areas.

e. Calaveras River and the Stockton Diverting Canal

Sixteen storm drain pump stations discharge into the Calaveras River and the Diverting Canal. Of these, nine are considered major facilities pumping runoff from storm drains 36 to 72 inches in diameter. Most flow in the Calaveras River comes from the Stockton Diverting Canal, which discharges into the river upstream of the Union Pacific Railroad. Within the city, the Diverting Canal contains the predicted 100-year discharge of 15,000 cfs. Flood flows are contained within the channel banks along the Calaveras River and the Diverting Canal. The SJAFCA Locally-Constructed Flood Control Project included levee modifications and some limited floodwall construction to ensure that 100-year flows would be contained. This work also extended into Mormon Slough upstream of the Diverting Canal.

f. French Camp and Walker Sloughs

French Camp Slough and Walker Slough together with their tributaries North Littlejohn Creek, Duck Creek and Weber Slough drain large areas of southern Stockton including both city and county lands. Flood flows have overtopped the banks of both Walker Slough and French Camp Slough within the city. North Littlejohn Creek drains several hundred acres of city land as well as significant portions of county land. Much of the drainage is from industrial areas and the airport area. Littlejohn Creek produces flooding through most of its length in the city and in some reaches, has a capacity only 40 percent of the present predicted 100-year flow. Numerous studies and analyses over the years by the County and the Corps of Engineers have identified potential solutions to flooding problems, although only a few have been implemented.

g. Mormon Slough and the Stockton Deep Water Channel

Most flow from Mormon Slough is diverted to the Stockton Diverting Canal. The 100-year flow in Mormon Slough downstream of the diversion is limited to 520 cfs at the point where Mormon Slough enters the Deep Water Channel.

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Flow within the slough in the City is contained within the Mormon Slough banks as is flow in the Deep Water Channel.

2. Anticipated Demand and Planned Service

The City anticipates that as growth within the SOI occurs, the creeks, rivers, and sloughs mentioned above will continue to collect and convey storm runoff to the San Joaquin River and the Delta. These will remain the backbone of the storm drain system and runoff collected within the city will be, for the most part, pumped into one of these receiving waters. The City will continue to require new development in the SOI to develop storm drains to collect and convey runoff to pumps that will lift the runoff into one of the creeks, sloughs, or rivers. New development will also be required to mitigate all flood issues prior to developing. Figure 4-17 shows the City's proposed storm drain infrastructure improvements within the SOI.

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3. Water Quality

Discharge water quality is governed by CVRWQCB Order No. R5-2002-0181, NPDES No. CA083470. Stormwater discharges from the Stockton urbanized area are considered significant sources of pollutants. Five Mile Slough, Mosher Slough, the Stockton Deep Water Channel, and the San Joaquin River are listed as “water quality impaired”. A stormwater management plan, water quality monitoring, and application of Best Management Practices will be required. Runoff water quality control requirements are expected to be a major part of future stormwater management activities. The design of drainage facilities is regulated by the City. Section 71 of the Department of Public Works Improvement Standards, Sanitary Sewers and Storm Sewers, and Section 77, Stormwater Basins, cover much of the design criteria with references to the County Hydrology Manual.

The quality of stormwater runoff discharging to creeks and sloughs is now a paramount planning and design issue. Discharge quality is governed by the requirements of the National Pollutant Discharge Elimination System (NPDES). The City is currently (2007) subject to the requirements of NPDES Permit No. R5-2002-1: issued in October 2002.

The revised NPDES Permit (NPDES Permit Number CAS083470) was issued and adopted by the Regional Water Quality Control Board, Central Valley on December 6, 2007. All actions related to stormwater ranging from policy to construction of drainage facilities are governed by this permit. Permit requirements include controlling impacts of construction on runoff, directing material storage practices, conducting operation and maintenance activities, handling wastes and hazardous materials, controlling impacts of stormwater discharge into streams and rivers, and reducing impacts from erosion.

4. Stormwater Drainage System Policies

The 2035 General Plan includes goals, policies, and programs related to the City’s ability to collect and transport stormwater and limit the contamination of the city’s water quality, as follows:

- ◆ **Creek and Slough Capacity.** The City shall require detention storage with measured release to ensure that the capacity of downstream creeks and sloughs will not be exceeded. To this end:
 - Outflow to creeks and sloughs shall be monitored and controlled to avoid exceeding downstream channel capacities;

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- Storage facilities shall be coordinated and managed to prevent problems caused by timing of storage outflows. [PHS 4.1, Pg 9-9]
- ◆ **Watershed Drainage Plans.** The City has been requiring that new development and redevelopment projects comply with the post-construction Best Management Practices (BMPs) called for in the Stormwater Quality Control Criteria Plan (SWQCCP). These plans shall define needed drainage improvements and estimate construction costs for these improvements. The plans will also identify a range of feasible measures that can be implemented to reduce all public safety and/or environmental impacts associated with the construction, operation, or maintenance of any required drainage improvements (i.e., drainage basins, etc.). [PHS 4.2, Pg 9-9]
- ◆ **Best Management Practices.** The City shall require, as part of watershed drainage plans, Best Management Practices (BMPs), to reduce pollutants to the maximum extent practicable.
 - As of November 25, 2003, the City shall require that all new development and redevelopment projects to comply with the post-construction Best Management Practices (BMPs) called for in the Stormwater Quality Control Criteria Plan (SWQCCP), as outlined in the City's Phase 1 Stormwater NPDES permit issued by the California Water Quality Control Board, Central Valley Region (Order No. R5-20020-0181). Also the owners, developers, and/or successors-in-interest must establish a maintenance entity acceptable to the City to provide funding for the operation, maintenance, and replacement costs of all post-construction BMPs.
 - The City shall require, as part of its Storm Water NPDES Permit and ordinances, to implement the Grading Plan, Erosion Control Plan, and Pollution Prevention Plan (SWPPP) during construction activities of any improvement plans, new development and redevelopment projects for reducing pollutants to the maximum extent practicable. [PHS 4.3, Pg 9-10]
- ◆ **Regional Basins.** The City shall define drainage service areas and encourage and support the use of regional stormwater facilities, including stormwater detention and stormwater quality basins within these service areas. [PHS 4.4, Pg 9-10]
- ◆ **Public Facilities Fees.** The City shall develop a Stormwater Management Utility fee that will financially support the stormwater

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- ◆ **Stormwater Facility Sizing.** The City shall ensure through the development review process that public facilities and infrastructure are designed to meet ultimate capacity needs, pursuant to a master plan, to avoid the need for future replacement to achieve upsizing. For facilities subject to incremental sizing, the initial design shall include adequate land area and any other elements not easily expanded in the future. [PHS 4.6, Pg 9-10]
- ◆ **Storm Water Discharge.** The City shall require for new development within the horizontal surface boundary of the Stockton Metropolitan Airport that any storm water detention basin be designed to discharge as rapidly as possible to minimize the attraction of birds in the vicinity of the airport. Detention basins shall, where feasible, be designed to drain within 24 hours under normal conditions and within 48 hours during peak storms. [PHS 4.7, Pg 9-10]
- ◆ **Earthquake Danger and Delta Levee Failure Modeling.** The City shall coordinate with appropriate agencies having jurisdiction over Delta levees to assess the danger associated with earthquakes on levee failures. [HS-3.7, Pg 11-9]
- ◆ **New Urban Development.** The City shall approve new urban development only when the project is shown to be protected from a 100-year flood. [HS-6.1, Pg 11-12]
- ◆ **Existing Urban Development.** The City shall investigate, and implement when feasible, mitigation measures that offer protection from flooding for existing urban development with a 100-year flood zone. [HS-6.2, Pg 11-12]
- ◆ **Levee Maintenance.** The City shall encourage reclamation districts to institute a levee maintenance program to reduce levee failures. [HS-6.5, Pg 11-13]
- ◆ **Prohibited Uses Within a 100-Year Floodplain.** The City's floodplain management program shall prohibit development of residential land uses, critical emergency response facilities, and the streets that provide access to such properties within a floodway or floodplain which is subject to a 100-year flood. Areas designated for such land uses and adjacent streets shall be removed from the 100-year

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floodplain prior to approval of any related final map, final parcel map, or building permit, as applicable. [HS-6.8, Pg 11-13]

- ♦ **Cooperate with Flood Control Agencies and Support Regional Programs.** The City shall cooperate with appropriate local, state, and federal agencies to address local and regional flood issues. [HS-6.9, Pg 11-13]

5. Stormwater Drainage Determinations

The City of Stockton expects to continue to meet stormwater flood control needs within the existing SOI in cooperation with San Joaquin County and the San Joaquin Area Flood Control Agency. Buildout of the existing SOI will continue to require the capture and removal of stormwater in a safe manner. Future growth in accordance with buildout of the existing SOI is expected to result in the typical amount of capture and removal needs associated with the type of urban development that has occurred in the past.

Drainage problems do occur in the SOI, although they are localized within certain areas and the quality of stormwater discharges from the city and SOI are considered to be significant sources of pollutants. Flooding in some areas of the SOI remains an issue and potential levee failure continues to be a problem in the SOI. FEMA has certified and accepted the levees in the SOI. However, FEMA and other State agencies are currently (2007) revisiting existing levee certifications, and findings from their evaluation may remove levees within the SOI from the current list of certified levees.

As development occurs within the SOI, creeks, rivers, and sloughs will continue to collect and convey storm runoff to the San Joaquin River and the Delta. The City will continue to require new development in growth areas in the SOI to develop storm drains to collect and convey runoff to pumps that will lift the runoff into one of the creeks, sloughs, or rivers. The City expects to continue to work with the San Joaquin Area Flood Control Agency to address areas within the SOI that experience flooding issues or where storm drain problems exist. In addition, the quality of runoff water is expected to be emphasized in future stormwater management activities to address stormwater pollution.

The City's 2035 General Plan commits the City to maintain existing storm drain and flood management facilities. The Plan includes policies that ensure and require that stormwater drainage planning be addressed prior to development occurring. The Plan includes policies that encourage the use of Best Management Practices to reduce stormwater runoff pollution. The City requires that any costs associated with new facilities and/or upgrades to existing facilities be offset through revenue and fees generated by future development

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and that all flood issues be adequately mitigated. In addition, the City will review future projects on an individual basis and require compliance with City requirements (e.g., impact fees) in effect.

5 FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

This section of the MSR evaluates the funding mechanisms available for the provision of expanded services in Stockton to meet future needs for fire, police, water, wastewater, and stormwater infrastructure.

A. Development and Maintenance Fees

The City of Stockton, Cal Water, and San Joaquin County are the primary service providers within the SOI and the responsible agencies for ensuring that funding is adequate to provide for infrastructure and services. Evaluating these issues as part of the MSR process is important to ensure new development does not overburden existing infrastructure and the ability of the City to fund services and improvements.

a. City of Stockton

The City of Stockton's 2035 General Plan requires new development to pay its fair share of the costs of public facilities and utilities needed to support additional growth. New development is also required to provide the individual connections from private uses to the City's utility system, including water, sewer and storm drainage. The City's standard conditions of development require preparation of a Capital Improvement Program (CIP) for specific plans and master development plans.

City of Stockton development impact fees are charged to fund facilities and services for police, fire, water, wastewater, and drainage systems. Other fees needed to offset impacts identified during the development application/environmental review process, such as transportation, groundwater or habitat mitigations, may also be charged to a proposed project. Stockton collects development impact fees on a per-dwelling-unit basis for residential uses. Fees for non-residential uses are collected on a per-square-foot or per-acre basis, depending on the type of fee and impact the fee is intended to offset. For example, a storm drainage fee may be based on an adjusted acreage since the impact affects the entire project site, whereas a water usage impact fee is based on built square footage. The City's Annual Fee Schedule provides a detailed summary of Stockton's development and service fee schedules for the provision of police and fire services and water, wastewater, and drainage facilities and services.

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In addition to impact fees and property taxes, Stockton receives funds for the ongoing provision of water and sewer service through connection fees and usage fees. These are also discussed in Section 6, Rate Restructuring, of this MSR. These fees are charged to residents and businesses throughout the city depending on the service provider. All service providers review their fees on an annual basis to ensure that they are sufficient to provide adequate levels of water, sewer and solid waste disposal.

b. Cal Water

Cal Water charges water connection fees based on the size of development. For smaller developments and infill projects, Cal Water does not charge fees for connections or meters, provided an adequate water main is available. Where a water main is not available, Cal Water charges the development the cost of a water main extension. For larger projects, Cal Water requires a fee or dedication of property (Special Utility Fee) to provide water service. All fees charged through Cal Water are subject to the operating rules and regulations set forth by the California Public Utilities Commission.

c. San Joaquin County

San Joaquin County water districts (Colonial Heights and Lincoln Village Service Maintenance Districts) do not charge water connection fees if the parcel is currently within a district boundary. The water districts do charge an annual fee for water use as well as a consumption fee using water meters.

B. City/County Property Tax Agreement

Stockton also receives revenue from property taxes from land within the City limits. Stockton has a Tax Sharing Agreement with San Joaquin County that addresses the adjustment of the allocation of property tax revenue among affected governmental agencies when a jurisdictional change occurs, such as annexation of unincorporated property into the City limits. The Agreement, which became effective on June 14, 2005, specifies different tax agreements in annexation areas as follows:

- ◆ Annexations that involve Detachment from a fire district;
- ◆ Annexations that do not involve Detachment from a Fire District; and
- ◆ Annexation areas where the County receives transient occupancy tax revenues, where taxes exceed \$1 million dollars, or where the County owns in excess of 50 acres of land are individually negotiated

B. General Plan Policies

The 2035 General Plan includes several policies related to the financing of infrastructure. These are as follows:

- ◆ **Funding for Public Facilities.** The City shall continue to utilize developer fees, the City's public facilities fees, and other methods (i.e., grant funding and assessment districts) to finance public facility design, construction, operation, and maintenance. [PFS-1.5, Pg 9-5]
- ◆ **Growth Phasing.** The City shall phase growth based on the availability of adequate water supplies, market forces, infrastructure financing capacity, and the timing of the design, approval, and construction of water supply and transportation facilities and other infrastructure. [LU-1.13, Pg 3-11]
- ◆ **Infrastructure Master Plans.** New development will be required to comply with the City's adopted infrastructure master plans and provide fair share contributions towards existing and future improvements necessary to serve the development. If developments vary in intensity and distribution from that assumed in the existing infrastructure master plans, the City master plans will be updated and approved by that development. [DV-5.10, Pg 7-24]
- ◆ **Infrastructure Investment.** The City shall invest strategically in infrastructure to support its job growth goals. [ED-1.5, Pg 5-2]

Determinations

The City of Stockton's 2035 General Plan requires new development to pay its fair share of the costs of public facilities and utilities needed to support additional growth. Stockton receives funds for the provision of public services through State sources, development fees, property taxes, and connection and usage fees. The City reviews its fee structures on an annual basis to ensure that they provide adequate funding to cover the provision of City services.

The City's standard condition of development requires preparation of a Capital Improvement Program (CIP) for specific plans and master plans. The City of Stockton charges development impact fees on a per-dwelling unit basis for residential uses. Non-residential uses are collected on a per-square foot or per-acre basis, depending on the type of fee and impact the fee is intended to offset.

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Cal Water does not charge fees for connections or meters for smaller developments and infill projects provided an adequate water main is available. For larger projects, Cal Water charges a fee or requires dedication of property for water facilities and service (Special Utility Fee) to provide water service. All fees charged through Cal Water are subject to the operating rules and regulations of the California Public Utilities Commission.

Water connection fees in San Joaquin County water districts are not charged if the parcel is currently within a district boundary. The water districts do charge an annual fee for water use and consumption fees based on water meters.

Because the City and other service agencies have adequate fee structures and planning processes described above to ensure that the fees remain sufficient to cover costs of required services, no financial constraints to service provision have been identified. The City's policy ensures it will continue its efforts to maintain funding of existing and future public facilities and services.

6 STATUS OF, AND OPPORTUNITIES FOR, SHARED FACILITIES

This section of the MSR evaluates opportunities for shared facilities. Shared facilities may exist in the SOI and public service costs can be reduced as a result of sharing facilities and resources. As part of the MSR process, LAFCO must evaluate opportunities for sharing facilities and resources between jurisdictions and districts.

Sharing facilities can reduce costs and allow jurisdictions to achieve a level of service that may not otherwise be possible under normal funding or facility constraints. Liabilities of such facility-sharing opportunities are not to be forgotten, however. When a municipality enters into a facility sharing agreement it generally relinquishes a portion of its control over the facilities. Additionally, the facilities may not be entirely suited to what the jurisdiction's needs are (e.g., facilities may be at an inconvenient locale, be under-sized or over-sized to suit needs, or have limited facility availability).

The focus of this section is on identifying opportunities for reducing overall costs and improving services by sharing facilities and resources. The following outlines existing and potential opportunities for Stockton to share facilities and resources.

A Background

The City of Stockton is bordered to the north and south by other municipalities. The cities of Lodi, located to the north, and Lathrop and Manteca, to the south are Stockton's nearest neighbors. Lodi is the nearest of these three cities and, as a result, offers the greatest opportunities for shared facilities other than those with San Joaquin County and other local service districts.

The City and County acknowledge that regional cooperation and the operation of jointly-developed and maintained facilities to offer the best available services to their residents. The City's tax sharing agreement with the County, specifies that the City and County will work together to provide regional capital facilities through funding programs, urban development planning, and the siting, construction, and maintenance of public and community service facilities.

Currently (2008), the City of Stockton can provide the appropriate level of fire protection, police, sewer and stormwater services in a cost effective manner to

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areas within its City limits and SOI. The City, Cal Water, and San Joaquin County Service Maintenance Districts can also provide appropriate levels of water service to city residents and businesses. The City has also identified the possibility of entering into water sharing agreements with other jurisdictions and service districts to more efficiently provide water to its residents or use treated water from Lodi for non-potable uses.

The City has already identified opportunities for reducing overall costs through sharing facilities with other agencies and sharing or reducing use of resources. As described in Chapter 4, Stockton's water service purveyors work together to provide water throughout the city and SOI. These three water purveyors already share surface water treatment through Stockton East Water District. There are opportunities for additional shared facilities as new water sources are identified.

Determinations

Currently (2008), the City of Stockton can provide the appropriate level of fire protection, police, sewer and stormwater services in a cost effective manner to areas within the SOI. The City, Cal Water, San Joaquin County Service Maintenance Districts can also provide appropriate levels of water service to city residents and businesses. Other special districts in the SOI are also able to provide appropriate levels of service to residents. The City has already identified opportunities for reducing overall costs through sharing facilities and services with other agencies and sharing or reducing use of resources.

The City of Stockton's bordering local municipalities and service districts also offer possible future opportunities for sharing facilities. In addition, the City acknowledges that regional cooperation and the operation of jointly-developed and maintained facilities is in the interest of its residents and its own efficient provision of public facilities and services. The City has also identified the possibility of entering into water sharing agreements with other jurisdictions and service districts to more efficiently provide water to its residents or use treated water from Lodi for non-potable uses.

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**7 ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS, INCLUDING
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This section of the MSR assesses the level of accountability of the City of Stockton to those it serves, focusing on the public accessibility opportunities for public participation

Efficiently managed organizations provide high levels of public services without unnecessary or inefficient expenditures of public funds. They maximize the quality and use of human and operational resources and strive to provide the best services feasible, considering local conditions and circumstances. An efficiently managed organization reports budget and reserve data to customers and either reinvests excess reserves in infrastructure or operations or returns excess funds to service users through rate reductions or service improvements.

LAFCO is not required to enact changes in government structure as part of an MSR, although proposals may be initiated concurrently or subsequently. LAFCO is required to consider the advantages and disadvantages of any options that might be available to provide the services. In reviewing potential government structure options, consideration may be given to financial feasibility, service delivery quality and cost, regulatory or government frameworks, operational practicality, and public reference.

Government Management and Structure

As previously noted in this MSR, the City of Stockton, San Joaquin County, and several special districts and municipal service districts provide services and infrastructure within the SOI.

a. City of Stockton

The City of Stockton governs within its incorporated boundaries. Residents ultimately oversee the provision of public services within the City's jurisdiction since the City is run by an elected City Council that answers to the public through the electoral process. When Stockton annexes property within the SOI, the City provides a wide range of public services. In some cases, such as municipal water, sewer and stormwater drainage, annexation increases the potential for services to be made available to unincorporated areas of the SOI. In the case of fire protection, the structure of the City's services include several districts that could benefit from consolidation as annexation occurs.

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b. San Joaquin County

San Joaquin County Service Maintenance Districts are governed by the San Joaquin County Board of Supervisors, which sets rates and fees within the service districts and ensures adequate service is provided to customers. These districts include parks, lighting and maintenance, drainage, wastewater collection and treatment, and fire protection (i.e., fire hydrant) infrastructure and services. As annexation occurs and to the extent feasible, San Joaquin County services will be taken over by the City as it merges County services areas into its own systems. Table 7-1 lists the County districts within the City of Stockton SOI.

TABLE 7-1 SAN JOAQUIN COUNTY DISTRICTS

COUNTY SERVICE AREAS (PARK SERVICES)
County Service Area 1, Boggs Tract
County Service Area 2 Country Club
County Service Area 3 East Stockton
County Service Area 8 Taft
County Service Area 10 Northeast Stockton
COUNTY LIGHTING AND MAINTENANCE DISTRICTS
Ash Street Lighting Maintenance District
Boggs Tract Street Lighting District
Burkett Gardens Acres Street Lighting District
Burkett Gardens Street Lighting District
Colonial Heights Maintenance District
Elkhorn Golf Course Estates Maintenance
Elkhorn Street Lighting District
Lincoln Village Maintenance
Mariposa Heights Street Lighting
Mission Village Street Lighting
Northeast Stockton Street Lighting
North Oaks Street Lighting District
North Wilson Way Street Lighting District
Oro Street Lighting District
Plymouth Village Street Lighting District
Rancho San Joaquin Maintenance
Riviera Cliffs Maintenance District
Shasta Avenue Street Lighting District
Silva Gardens Street Lighting District
South French Camp Street Lighting District
Southwest Stockton Street Lighting District
Stockton Lighting District No. 5
Tuxedo Country Club Street Lighting District

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West Lane Street Lighting District

COUNTY SERVICE AREAS

3A-Tallahatchy

15-Waterloo/99

17-Cherokee Industrial Park

41-Eaglecrest

Source: San Joaquin LAFCO; June 2008

c. Other Districts and Municipal Service Providers

In addition to the City of Stockton and San Joaquin County, there are several other special districts and municipal infrastructure and service providers (e.g., Fire districts, CAL Water, Country Club Sanitary District, and Pacific Gardens Sanitary Sewer District) in the SOI. These other service providers include water districts, wastewater collection and treatment districts, and fire districts.

d. Practices and Performance

The City of Stockton, San Joaquin County, and several other special districts and private utility companies (e.g., CAL Water) provide services and infrastructure within the incorporated and unincorporated areas of the SOI. Expansion of urban development within the SOI is dependent upon the extension of infrastructure and provision of services from the City of Stockton. As an incorporated city, the Stockton is City Council establishes fee structures and directs the provision of police, fire, water, wastewater, and stormwater drainage services based on service level goals and standards.

To the extent feasible, the City intends to work with property owners and the County to annex all areas within its SOI to consolidate services and increase efficiencies and infrastructure and service deliveries. As planned development occurs within the SOI, the City will extend and expand infrastructure and services logically and efficiently pursuant to the City's 2035 General Plan and supporting master plans. Provision of infrastructure and services by the City within the SOI will not duplicate or conflict with the provision of infrastructure or services by other providers. The following policies illustrate the City's commitment to annex and provide services to areas within its SOI:

- ◆ **Urban Service Area Boundary.** The City shall designate an Urban Service Area boundary beyond the existing City limits within which City services and facilities will be available for extension upon annexation and where future urban development shall be in conformance with City Council adopted master utility and circulation plans. [LU-1.2, Pg 3-8]

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- ◆ **Expanding the Urban Service Area.** The City shall expand the Urban Service Area Boundary only when applicable General Plan policies can be met and appropriate services and efficient infrastructure can be provided. [LU-1.3, Pg 3-8]
- ◆ **Urban Service Area Expansion.** The City shall not expand the Urban Service Area without ensuring adequate funding for services and facilities for newly expanding areas. [PFS-1.2, Pg 9-5]

Infrastructure and services that will be provided with annexation will, in most cases, enhance those services currently available; however, there may also be a corresponding increase in service fees. The City's 2035 General Plan goals and policies support the City's intention to annex and provide services within the SOI and provide services in a cost effective manner. The City is committed to provide City services and facilities within the SOI upon annexation in conformance with City Council adopted policies and master plans.

Management Efficiencies

The City of Stockton provides a wide range of public services to its residents and businesses through the collection of developer fees, user fees and taxes, as well as grants and other State and federal funding. As previously mentioned, the City directly provides potable water, wastewater, and stormwater collection and disposal, fire protection and law enforcement services, as well as general planning and maintenance for the community. OMI/Thames Water Stockton managed and operated the City's wastewater, water and stormwater system since 2003, however, the City and OMI/Thames Water Stockton agreed in 2007 that it is in the best interest of the citizens of Stockton to end their contract. The contract remained until February 2008, at which time the responsibility for management and operation of the system was returned to the City. This decision followed a four-year partnership that delivered significant cost savings and numerous upgrades and improvements to City facilities.

The City undertakes long-range planning programs to better plan and budget for needed improvements to services and facilities. For example, the City has recently (December 2007) completed an update to its General Plan to identify the potential for growth during the next 27 years (through 2035). The City also conducts a visioning process, in which departments identify staffing, technology, and facility needs for a three years period, as well as savings and efficiency ideas. The City is preparing to develop a formal Long Range Financial Planning process.

The General Plan growth projections provide a baseline for other planning documents, such as water and sewer master plans, to allow the City to better

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estimate future demand for services and improvements needed to meet this demand.

Using these long-range plans as a basis, the City uses its annual budgeting process to balance expenditures for provision of needed services with anticipated income. During this process, the City analyzes the need for City staffing, equipment and facilities for the following year, and department heads are encouraged to continually explore methods to minimize the cost for services while maintaining a high level of service. Table 9-1 provides a summary of the 2007/2008 projected budget for the City of Stockton.

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TABLE 9-1 2007/2008 BUDGET (ESTIMATED \$)

Fund		FY 07-08 Estimated							Projected Ending Balance (6/30/08)
		Balance 7/1/07	Estimated Revenues	Transfer In	Operating Expenditures	Capital Expenditures	Debt Service	Transfer Out & Loans	
General Fund		\$17,847,075	\$193,007,436	\$6,673,500	\$185,499,833	\$0	\$0	\$17,381,103	\$14,647,075
Special Funds	Revenue	\$8,084,242	\$50,807,118	\$14,181,103	\$66,014,262	\$0	\$0	\$1,450,000	\$5,608,201
Permanent/ Funds	Special	\$1,032,726	\$758,197	\$0	\$1,720,141	\$0	\$0	\$0	\$70,782
District Funds	Budget	\$2,483,508	\$4,600,005	\$2,502,217	\$1,509,642	\$730,000	\$2,544,607	\$2,744,607	\$2,056,874
Capital Improvement Funds		\$22,478,925	\$53,934,389	\$2,190,680	\$6,338,189	\$40,766,124	\$0	\$5,515,020	\$25,984,661
Enterprise Funds		\$18,196,784	\$67,259,957	\$0	\$52,411,828	\$9,230,000	\$6,988,186	\$149,160	\$16,677,567
Internal Funds	Service	\$35,721,276	\$107,816,274	\$2,525,000	\$103,660,465	\$3,443,742	\$0	\$1,660,000	\$37,298,343
Grant Funds		\$2,844,861	\$8,722,603	\$610,000	\$9,347,816	\$0	\$2,523,793	\$0	\$305,855
Total		\$108,689,397	\$486,905,979	\$28,682,500	\$426,502,176	\$54,169,866	\$12,056,586	\$28,899,890	\$102,649,358

Source: City of Stockton 2007-2008 Annual Budget; Adopted May 22, 2007

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Government Accountability

The City of Stockton was incorporated in 1850 as a Charter City. Today Stockton operates under a Manager/Council form of government with 1,727⁴ employees budgeted for FY 07-08.

The City of Stockton has seven elected officials. The City Council consists of the Mayor and six Council members and is the City's governing body having primary responsibility for enacting legislation and policies. The Mayor and City Council Members are elected to four-year terms and both are subject to a two term limit. Regular City Council meetings are held on Tuesdays at 5:30 p.m. in the Council Chambers of City Hall, 425 N. El Dorado Street. Special meetings are scheduled on an as-needed basis by the City Council. Actions of the City Council, including opportunities for public involvement and public hearing, are regulated in accordance with the Brown Act (California Government Code Section 54950 et seq.), other applicable statutes and regulations, and City procedures. The City Attorney, who sits in on all regularly scheduled meetings, is responsible for ensuring compliance with the Brown Act and the City's governing codes. Council meetings are taped and then televised on the City's Community Access Channel 97. Council meetings are also streamed live and archived meetings are available for viewing on the City's website.

The City Council appoints the seven-person Planning Commission, of which each member serves a four-year term. The Commission meets on the second and fourth Thursday of each month at 6:30 p.m., in the Council Chambers of City Hall, 425 N. El Dorado Street. Commission meetings are taped and are available for viewing on the City's website.

The official City Council meeting agenda is posted on the window of City Hall, the Stockton Permit Center, and city libraries, as well as on the City's website where it is visible 24 hours a day. Full copies of the agenda are available for review at City Hall. The agendas for both the City Council and Planning Commission are available on the City's website (www.stocktongov.com). Both the Council and Commission comply with the Brown Act.

City Hall, with the primary City administrative functions, is located at 425 North El Dorado Street and is open to the public for city business during normal working hours, between 8:00 a.m. and 5:00 p.m. Monday through Friday. The Municipal Utilities department, which provides Water, wastewater, stormwater and environmental protection resources is located at 2500 Navy Drive and is open to the public for city business during normal working hours,

⁴ Source: City of Stockton Annual Budget: FY 2007-08; May 22, 2007; Page 84

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between 8:00 a.m. and 5:00 p.m. The Parks and Recreation department is located at 6 East Lindsay Street.

The City provides its residents with information on City policy and upcoming opportunities for public involvement on its website and on Channel 97. In addition, residents also are notified of public hearings as required by law. The *Stockton Record* also provides information to the community regarding City activities.

Finally, the City prepares annual reports as required by State and Federal regulations. These include annual reports on General Plan implementation progress, water quality, growth for the Department of Finance, and Community Development Block Grant (CDBG) implementation. These reports are available to the public for review and comment.

The 2035 General Plan was developed and adopted through a series of public workshops and hearings. A discussion of opportunities for the involvement of Stockton's citizens in the 2035 General Plan process is included in the City's 2035 General Plan Introduction with an overview of the 2035 General Plan public outreach program. The 2004 Housing Element includes a discussion of community participation in accordance with State Housing Law.

The 2035 General Plan does not contain policies that directly address local accountability. The General Plan does, however, include a number of policies that address maintaining the General Plan to address the needs of city residents and providing public information. These include policies that require the City to maintain all city plans, including infrastructure plans, consistent with the goals and policies of the plan and inform the public of the status of planning in the city.

- ◆ **Maintaining a Current General Plan.** The City shall maintain the General Plan to ensure that it reflects the needs and desires of those who live, work, and vacation in San Joaquin County. [LU-7.1, Pg 3-16]
- ◆ **Maintaining Planning Consistency.** The City shall review and revise other City planning documents to ensure consistency with the General Plan. [LU-7.2, Pg 3-16]
- ◆ **Providing Planning Information.** The City shall ensure that the public is informed on the status of planning in the City. [LU-7.3, Pg 3-16]

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Government Management and Structure Determinations

The City of Stockton, San Joaquin County, and several other special districts and private utility companies (e.g., CAL Water) provide services and infrastructure within the incorporated and unincorporated areas of the SOI. Expansion of urban development within the SOI is dependent upon the extension of infrastructure and provision of services from the City of Stockton. The Stockton City Council establishes fee structures and directs the provision of police, fire, water, wastewater, and stormwater drainage services based on service level goals and standards.

To the extent feasible, the City intends to work with property owners and the County to annex all areas within its SOI to consolidate services and increase efficiencies and infrastructure and service deliveries. As planned development occurs within the SOI, the City will extend and expand infrastructure and services logically and efficiently pursuant to the City's 2035 General Plan and supporting master plans. Provision of infrastructure and services by the City within the SOI will not duplicate or conflict with the provision of infrastructure or services by other providers.

Infrastructure and services that will be provided with annexation will, in most cases, enhance those services currently available; however, there may also be a corresponding increase in service fees. The City's 2035 General Plan goals and policies support the City's intention to annex and provide services within the SOI and provide services in a cost effective manner. The City is committed to provide City services and facilities within the SOI upon annexation in conformance with City Council adopted policies and master plans.

Management Efficiencies Determinations

Stockton provides a wide range of public services to its residents and businesses by collecting developer fees, user fees and taxes, as well as grants and other State and Federal funding. Since 2003 the City has contracted its water, wastewater, stormwater drainage facilities management and operation through OMI/Thames Water Stockton, however, this contract ended in early 2008. The City also undertakes long-range planning for and budgets annually for needed improvements to services and facilities. Using its long-range plans, the City uses its annual budget process to balance expenditures for provision of needed services with anticipated income. During this process, the City analyzes the need for City staffing, equipment, and facilities for the following year. Department heads are encouraged to continually explore methods to minimize the cost for services while maintaining a high level of service.

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The City's continued use of their current budget and long-range planning processes ensure that it is able to provide directly, and through contract, adequate levels of service in a cost-effective manner. The City's visioning process and savings and efficiency ideas provide an innovative approach to the continued provision of services to meet the added demands of growth within the SOI. The City is also developing a Long Range Financial Planning process that will formalize the City's financial planning process and provide more certainty and long range perspective for the provision and funding of public facilities.

Government Accountability Determinations

The City of Stockton is responsible for governance within its incorporated boundaries. Actions of the City Council, including opportunities for public involvement and public hearing, are governed by the Brown Act (California Government Code Section 54950 et seq.), other applicable statutes and regulations, and City procedures.

The residents of Stockton have a range of opportunities to oversee the activities of elected, appointed and paid representatives responsible for the provision of public services to the community through elections, publicized meetings and hearings, as well as through the reports completed in compliance with State and Federal reporting requirements.

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8 GLOSSARY OF ACRONYMS

AF	Acre Feet
ASR	Aquifer Storage and Recovery
BDCM	Bromodichloromethane
BMPs	.....	Best Management Practices
CEQA	.....	California Environmental Quality Act
CHMD	.....	Colonial Heights Maintenance District
COS MUD	.....	City of Stockton Municipal Utilities Department
COSMA	.....	City of Stockton Municipal Area
CUWCC)	.....	California Urban Water Conservation Council
CVRWQCB	.....	Central Valley Regional Water Quality Control Board
CWA	.....	California Water Act
DBCM	.....	Dibromochloromethane
DHS	.....	California Department of Health Services
DWSP	.....	Delta Water Supply Project
DWSP WTP	.....	Delta Water Supply Project Water Treatment Plant
EIR	.....	Environmental Impact Report
LVMD	.....	Lincoln Village Maintenance District
MOU	.....	Memorandum of Understanding
NPDES	National Pollutant Discharge Elimination System
OID	Oakdale Irrigation District
OMI	OMI/Thames Water Stockton

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PHG Public Health Goal
Ppb..... Parts per Billion
RWCF..... Stockton Wastewater Control Facility
SEWD Stockton East Water District
SEWD WTP..... Stockton East Water District Water Treatment Plant
SJCMDs San Joaquin County Maintenance Districts
SOI..... Sphere of Influence
SSJID South San Joaquin Irrigation District
SWRCB State Water Resources Control Board
TDS Total Dissolved Solids
THMS..... Trihalomethanes
TSS..... Total Suspended Solids
US EPA..... United States Environmental Protection Agency
USB..... Urban Service Boundary
USA Urban Service Area
UV..... Ultraviolet
WSE..... Water Supply Evaluation
WPA Walnut Plant Area