

**CITY OF STOCKTON
SPHERE OF INFLUENCE PLAN/
MUNICIPAL SERVICE REVIEW**

San Joaquin Local Agency Formation Commission

submitted by

City of Stockton

PlaceWorks

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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 Local Government Reorganization Act of 2000 (CKH Act) 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 validating Stockton's SOI consistency with the requirements of the CKH Act and San Joaquin LAFCo Policies and Procedures through an SOI Plan. The MSR determinations address the City's ability to provide adequate services to existing and future residents within the proposed SOI.

A. ISSUES ADDRESSED

In accordance with the CKH Act, MSRs are required to address the following categories for which LAFCo must render written determinations pursuant to Government Code 56430. The CKH Act requires determinations for the following subjects:

- ◆ Growth and Population Projections for the Affected Area;
- ◆ Disadvantaged Unincorporated Communities;
- ◆ 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;
- ◆ Accountability for Community Service Needs, including Governmental Structure and Operational Efficiencies; and
- ◆ Any other matter related to effective or efficient service delivery, as required by commission policy.

Written determinations are included for these areas in accordance with the San Joaquin County LAFCo Policies and Procedures (as amended through December

14, 2012) and the LAFCo Municipal Service Review Guidelines (August 2003) prepared by the Governor's Office of Planning and Research.

On October 12, 2016, the City of Stockton staff meet with San Joaquin County officials to discuss potential impacts on land use regulations and development potential within the SOI as result of the proposed City of Stockton's 2040 General Plan Update. At the conclusion of the meeting, the County and the City of Stockton agreed to an extension of their current agreement on allowed growth within the SOI. This extension resulted in the Interim MSR presented to LAFCo in early 2019. As this Sphere Plan and MSR does not propose a change to the SOI or land use included within the adopted 2040 General Plan, the City did not formally consult with San Joaquin County as part of this process.

B. 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:

1. Growth and Population Projections for the Affected Area

The 2040 General Plan Land Use map depicts proposed land use for Stockton within the SOI that can accommodate the growth projected by the San Joaquin Council of Governments (SJCOG). Between 2020 and 2040, SJCOG projects that Stockton's population will grow by 102,898 and its employment by 29,540. Tables 2-5 and 2-6 in Chapter 2 show the capacity for development in study areas and pending/approved projects within Stockton's SOI by 2040. In total, development in these areas is projected to accommodate 132,200 new residents and 63,300 jobs.

As described in Section G of Chapter 2, over the 10- and 20-year horizons, the supply of residential units, commercial and office space, and industrial space would exceed both the low- and high-growth demands identified in a market study that forecast the demands for new residential, retail, office, and industrial space in Stockton by 2040. Demand would be accommodated by a combination of development within the City limit and in the SOI. For the 10-year horizon, demand can mostly be accommodated through development potential in the City limit that does not rely on pending or approved projects, coupled with development potential within the 10-year horizon areas. The one exception is for the high-growth scenario's residential demand, which may need to rely on pending or approved projects within the City limit. For the 20-year horizon, demand can be accommodated through development potential in the City limit,

including pending and approved projects, coupled with development potential within the SOI.

The City of Stockton has and will continue to review future growth and population patterns to project growth within its SOI. The 2040 General Plan and 2016 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.

2. Disadvantaged Unincorporated Communities

In 2011, Senate Bill 244 (SB 244) amended Government Code Section 56430 to require MSRs to identify and describe all “disadvantaged unincorporated communities” (DUCs) located within or contiguous to the existing sphere of influence of cities and special districts that provide fire protection, sewer, and/or water services. SB 244 further requires that MSRs identify infrastructure needs or deficiencies within these communities. SB 244 also requires that each city and county in California review and update the land use element of its general plan to include similar findings concerning facilities and services. These requirements and definitions are independent of SB 244 LAFCo requirements and definitions and are being addressed by the City of Stockton separately.

Chapter 4 of this report summarizes the analysis conducted for the 2040 General Plan following adoption of the Housing Element in 2016. It identifies 20 DUCs within or partially within the City’s sphere of influence, including fringe and island communities as defined by SB 244. The DUCs in the Stockton Metropolitan Area are generally well-served by current fire protection, water, and storm drainage providers and facilities. Public wastewater collection and storm drain systems are currently unavailable in many areas. These areas rely on on-site wastewater treatment (septic systems) and roadside ditches for stormwater collection. While these services are not necessarily deficient, these areas could benefit from connection to public sewer systems and extension of storm drainage systems, as anticipated by the City’s Wastewater Master Plan and Stormwater Management Plan in several areas. Also, in some DUCs, as with other areas within the City’s SOI, fire protection services are provided by independent fire protection districts.

Consistent with State Law, San Joaquin LAFCo has adopted a policy that calls for disapproval of annexations of 10 acres or more that are contiguous to existing DUCs unless a concurrent application for annexation of all or part of the DUC has also been filed (except under certain circumstances).

3. Capacity of Facilities and Adequacy of Services

Fire Protection Determinations

The Stockton Fire Department is providing adequate services to its current customers (including both within most of the city limits and in contracted service areas). Continued growth within the SOI will increase the overall demand on fire protection services, including the typical range of service calls (e.g., structure fires, car fires, electrical fires, emergency medical response). The Department has the staffing and equipment to meet current service demands and response time standards. Future obligations for service delivery will be analyzed on an individual basis to determine the potential impact on service delivery and the potential need for additional facilities, vehicles, equipment, and personnel to maintain adequate response times consistent with the City's General Plan fire response times standards.

City growth will also impact the rural fire districts providing services in city expansion areas, including Montezuma, French Camp, Waterloo-Morada, and Woodbridge. In October 2011, LAFCo adopted a service review for the rural fire districts in San Joaquin County, including those providing services in the Stockton Metropolitan Area. That report recommended that districts with contractual arrangements with Stockton for areas in the City's 10-year planning horizon for annexations be annexed (Final Municipal Service Review, Rural Fire Protection Districts, San Joaquin County, "Stockton Contract District Alternatives," p. 64, October 21, 2011). As part of the annexation process, the City will have to demonstrate that it has the capacity to provide services. In cases where the City annexes these areas, the boundaries of the rural fire districts currently providing services will be reduced in territory, which may have a long-term financial impact on those districts. San Joaquin LAFCo has adopted a policy that requires the Commission to consider the adverse impact of annexation on the other agencies and requires mitigation through the payment of fees.

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.

Law Enforcement Determinations

Stockton has a long history of high crime rates, including particularly high violent crime rates. According to FBI reporting, as of 2017, Stockton's violent crime rate was the 10th highest in the United States and the highest in California among cities with over 100,000 residents. For property crime, Stockton was 105th nationally and 11th in California. While the overall crime rate is trending down according to

the FBI, crime prevention and law enforcement remain high priorities in Stockton. The passage of Measure A in November 2014 and enactment of the City's Marshall Plan on crime responded to these priorities. Measure A instituted a three-quarters cent sales tax to provide funding for law enforcement, crime prevention services and other essential city services. Measure A and the Marshall Plan are focused on improving public safety within Stockton's existing neighborhoods. The City has also taken measures to improve Stockton's competitiveness with respect to recruitment and retention of law enforcement officers. Between 2014 and 2017 the City saw unprecedented hiring of Police Officers, meeting the goal of 80 each year. At the same time, however, about half of those officers were lost through attrition, retirement, and to other agencies. The City has achieved a net gain of 120 officers since the passage of Measure A, including attaining its highest staffing levels in Department history during 2018, and currently maintains a 3- to 5-percent vacancy rate. In 2016, the Department reached its lowest crime rate in 16 years and continues to maintain a downward trend in violent crime.

Continued growth within the currently undeveloped areas of the SOI will likely increase the overall demand for law enforcement services beyond what Measure A was intended to support. New police facilities, vehicles, equipment, and personnel will be required in order to provide adequate response times to serve future growth, which is expected to be concentrated in the northern areas within which the city is expected to grow. The City's costs to maintain existing equipment and facilities and to train and equip personnel will also increase. Additional personnel and materials needs resulting from new development demands 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. The rapid hiring achieved through Measure A and in accordance with the Marshall Plan on Crime provides a replicable framework which can be used to guide further hiring required as a result of the new development.

Water Supply and Treatment Determinations

The City of Stockton Metropolitan Area 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 2015 Urban Water Management Plans prepared for the City of Stockton, Cal Water, and the Stockton East Water District, there is more than sufficient water available to support projected development within the SOI.

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 Regional Wastewater Control Facility Master Plan, 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. The City's 2035 Wastewater Master Plan and its 2018 Supplement do, however, specify improvement requirements for expansion into currently unserved areas. These facilities will provide higher levels of treatment, which will also meet anticipated discharge requirements. Facility expansions are planned to accommodate the projected needs at buildout of the SOI.

Stormwater Drainage and Flood Protection Determinations

A significant portion of the western side of Stockton near Interstate 5 and some isolated areas in the central and eastern parts of the city are subject to inundation during a 200-year flood event. This includes areas that have been annexed to the city with the expectation of development. In June 2015, the Stockton City Council adopted amendments to the City's General Plan to address requirements established by 2007 State legislation, including SB 5 and AB 162. This included modifications of existing and incorporation of new goals, policies, and implementation measures to strengthen the relationship between land use planning decisions and consideration of potential floodplain hazards. In May 2016 and July 2017, the Council followed up with amendments to the City's Zoning Code to establish consistency with the General Plan, in compliance with SB 5 and AB 162 requirements.

Based on SB 5 and the City's actions to comply, the City must make specific flood findings on certain development projects located within a flood hazard zone. Developers will be required to provide substantial evidence to address 200-year protection for the record for the City to review prior to making a finding determination on certain development projects. Development methods for

addressing 200-year protection may consist of one or a combination of measures, including raising the site elevation with fill material, increasing building pad height, flood-proofing, elevating habitable space with parking and storage below, making improvements to the flood protection system, or re-designating land in the flood hazard areas to avoid flooding problems. In some instances, where infill opportunities exist, the necessary flood protection improvements may not be feasible or easily achieved. Through enforcement of SB 5 requirements and implementation of these newly-enacted provisions, 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. For instance, the City's 2040 General Plan Update changed the land use designations in some flood-prone areas in southwestern Stockton to prohibit urban development.

Buildout of the existing SOI will continue to require the capture and removal of stormwater in a safe manner. This will include flood control improvements to enable land that has already been annexed for development, including several major projects in the northwestern part of the city.

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.

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.

As required by SB 5 and AB 162, the City's 2040 General Plan commits the City to maintain existing storm drain and flood management facilities and includes goals, policies, and implementation measures to strengthen the relationship between land use planning decisions and consideration of potential floodplain hazards. In combination with the City's Zoning Code, the General Plan requires developers to provide substantial evidence of 200-year protection for the record for the City to review prior to making a finding determination on development projects.

4. Financial Ability of Agencies to Provide Services

The City of Stockton's 2040 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. As noted above, the City would also require supplemental funding, such as a CFD, if necessary, to extend an adequate level of service to any new annexation areas.

The City's General Plan requires preparation of an infrastructure analysis for specific plans and master plans. The City of Stockton generally charges development impact fees on a per-dwelling unit basis for residential uses. Non-residential uses are generally 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.

Through the bankruptcy process, the City developed and the courts approved a Plan of Adjustment to resolve the City's debt and other financial issues. A number of actions were required to achieve a successful Plan of Adjustment, including restructuring of City debt, renegotiation of labor agreements, a settlement eliminating the City's obligation for retiree medical benefits, and voter approval of Measure A, a sales tax measure that helps to fund both the bankruptcy recovery and increased police services (The Marshall Plan). In order to demonstrate the long-term viability of the Plan of Adjustment, the City developed a Long Range Financial Plan (L-RFP). The L-RFP extends 30 years and serves to inform the City's decision-making to enable the City to achieve and maintain a healthy General Fund reserve balance, which will allow it to weather future adverse economic conditions and build its capacity to increase the level of service the City provides.

The L-RFP demonstrates that the City meets three critical tests of solvency: cash solvency, budget solvency, and service solvency. In fact, both property and sales

tax revenues have recovered better than originally projected and the current L-RFP projection shows a much healthier General Fund Balance and Reserve. As noted in the discussions above, the City intends to limit the cost of service extensions to any new annexation areas to the amount of General Fund revenue that would be generated from those areas, as well as supplemental funding, such as a CFD, as necessary to provide adequate service levels.

5. Status of, and Opportunities for, Shared Facilities

The City of Stockton has a long history of working with other public service providers to share facilities and resources. This includes a variety of special districts and San Joaquin County departments that provide services to the residents within the city and the unincorporated area (including the county islands within the city limits). The City also participates actively in planning for and implementing regional water supply and flood control programs. The City of Stockton 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.

6. Accountability for Community Service Needs

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.

The City intends to work in good faith with all stakeholders, including property owners, members of the public, and other government agencies, to annex unincorporated island areas within its SOI (see Chapter 4 Section F) and to consolidate services and increase efficiencies and infrastructure and service deliveries. As planned development occurs within the undeveloped areas of the SOI, the City will extend and expand infrastructure and services logically and efficiently pursuant to the City's 2040 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 City is also committed to putting in place financial mechanisms (e.g., CFDs) to ensure that annexations do not adversely affect provision of services elsewhere.

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 2040 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

The 2015 Plan of Adjustment allowed the City to restructure its obligations while the Long-Range Financial Plan (L-RFP) proved the long-term viability of the Plan. The L-RFP informs the City's decision-making and helps the City to manage its resources more efficiently and effectively and in a sustainable manner. The City also undertakes long-range planning programs to better plan and budget for needed improvements to services and facilities, including a visioning process that focuses on savings and efficiency.

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.

CHAPTER 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 Act), which requires each LAFCo to prepare an MSR for each service provider with a Sphere of Influence (SOI).

A. STATUTORY REQUIREMENT

Consistent with State Law, San Joaquin LAFCo's Service Review Policies (December 2012) require the MSR to make written determinations for six categories, as described below.

Determination 1: Growth and population projections for the affected area.

The need for, and patterns of, service provision should be determined by existing and anticipated growth patterns and population projections. The MSR must evaluate whether projections for future growth and population patterns are integrated into an agency's planning function. This analysis provides the basis for determining whether the sphere of influence boundaries reflect expected growth boundaries. Consideration should be given to the impact on growth/land use patterns for adjacent areas, on mutual or regional social and economic interests, on open space and agricultural land, and on the government structure of the county. Growth and population projections should correspond to the sphere horizon and phasing plan depicted in the sphere of influence.

Determination 2: The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

Cities or special districts that provide sewer, municipal and industrial water, and structural fire services must identify any disadvantaged unincorporated communities (DUCs) within or contiguous to the sphere of influence of cities or special districts, and must make a determination on infrastructure needs or efficiencies for those public facilities and services within any identified DUCs.

Determination 3: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies related to sewers, municipal and industrial water, and structural fire

protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

The MSR must describe the status of existing and planned public facilities and its relationship to the quality and levels of service that are, can, and need to be provided. Infrastructure needs and deficiencies can be evaluated in terms of supply, capacity, condition of facilities, and service quality with correlations to operational, capital improvement, and finance plans. Maps and explanatory text that clearly indicate the location of existing facilities and proposed facilities, including a plan for the timing and location of new or expanded facilities, need to be included. The identification of the anticipated service level needs to be tailored to the 5–10, and 30-year sphere horizons.

Determination 4: Financial ability of agencies to provide service.

A community's public service needs should be viewed in light of the resources available to fund the services. The MSR must evaluate factors that affect the financing of necessary improvements and whether agencies are capitalizing on financing opportunities and collaborative strategies to deal with financial constraints.

Determination 5: Status of, and opportunities for, shared facilities.

The MSR must identify opportunities for jurisdictions to share facilities and resources creating a more efficient service delivery system. Sharing facilities and using excess capacity in another agency's service system works to avoid service duplications, reduces costs, and minimizes unnecessary resource consumption. The MSR must inventory facilities within the study area to determine if facilities are being used to capacity and whether efficiencies can be achieved by accommodating the facility needs of adjacent agencies. Options for planning for future shared facilities and services must also be considered.

Determination 6: Accountability for community service needs, including governmental structure and operational efficiencies.

The MSR will consider the advantages and disadvantages of various government structures that could provide public services. San Joaquin LAFCo encourages local agencies to use service reviews to determine whether initiation of proceedings for changes of organization and reorganization, including spheres of influence, would be in order and in the best interests of the agency and the community it serves. LAFCo will examine efficiencies that could be gained through: (1) functional reorganizations within existing agencies; (2) amending or updating spheres of influence; (3) annexations or detachments from cities or special districts; (4) formation of new special districts; (5) special district

dissolutions; (6) mergers or special districts with cities; (7) establishment of subsidiary districts; or (8) any additional reorganization options found in the LAFCo statute.

Operational efficiency refers to the quality of public services and the agency's ability to provide services. Efficiently managed entities consistently implement plans to improve service delivery, reduce waste, eliminate duplications of effort, contain costs, build and maintain adequate contingency reserves, and encourage open dialogues with the public and other public and private agencies. The MSR will evaluate operational efficiency by analyzing agency functions, operations, and practices as well as the agency's ability to meet current and future service demands.

B. ORGANIZATION OF THIS REPORT

This MSR is organized into chapters that cover the topics and requirements of the CKH and San Joaquin LAFCo policies and procedures as follows:

- Executive Summary
- Chapter 1: Introduction
- Chapter 2: Sphere of Influence and Sphere Plan
- Chapter 3: Population and Employment Projections
- Chapter 4: Disadvantaged Unincorporated Communities
- Chapter 5: Capacity of Facilities and Adequacy of Services
- Chapter 6: Financial Ability of Agencies to Provide Services
- Chapter 7: Status of, and Opportunities for, Shared Facilities
- Chapter 8: Accountability for Community Service Needs Including
Government Structure and Operational Efficiencies
- Chapter 9: Glossary of Acronyms

C. 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;

- ◆ 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 CKH Act.

San Joaquin LAFCo policies state that it must adopt an SOI for all cities in San Joaquin County and all LAFCo actions must be consistent with the SOI. An 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. The CKH Act requires that a municipal service review be conducted prior to or, in conjunction with, the update of an SOI.

The adoption of an 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 basis for adopting the City’s SOI.

D. SPHERE OF INFLUENCE

The City of Stockton adopted its 2040 General Plan in December 2018. The 2040 General Plan Land Use map designates planned land use for potential growth. The City adopted an updated Housing Element on April 12, 2016, to address State requirements for periodic updates. On April 25, 2016, the California Department of Housing and Community Development (HCD) certified that the

updated Housing Element is in compliance with State law. The Housing Element addresses Stockton's future housing needs through 2023 and identifies areas within the city limits where the city's housing needs can be accommodated.

The City's existing Sphere of Influence (SOI) encompasses approximately 115 square miles (see Figure 1-1; no change to the SOI is proposed as part of this MSR).

E. 2040 GENERAL PLAN UPDATE (2018)

In March 2016, the City commenced an update of the 2035 General Plan, and the updated plan, the 2040 General Plan, was adopted in December 2018. The 2040 General Plan process included a comprehensive evaluation of the City's planning boundaries, including the SOI. A key objective of the update was the establishment of a strategy for urban growth that both reflected the community's vision and supported the City's Climate Action Plan. This objective was achieved through extensive community outreach and engagement, resulting in a land use plan that emphasizes infill development in the City's core and supports employment and economic development citywide. Highlights of the Plan are summarized below:

- ◆ The Plan increases allowable residential densities and intensity of development downtown and in the surrounding greater downtown area. Infill policies are prevalent, particularly for downtown and South Stockton.
- ◆ Compared to the previous general plan, the land use plan reduces by almost 8,000 acres the amount of agricultural land that could be developed with urban land uses – that's more than 12 square miles; the city is about 65 square miles.
- ◆ The Plan features a new policy to create an Ag Belt between Stockton and Lodi in collaboration with Lodi, the County, and property owners.
- ◆ The Plan provides guidance for reevaluating the City's public infrastructure, such as roadways and water and sewer distribution systems, which will help the City to determine whether the capital and ongoing maintenance cost of infrastructure can be supported by development projects.

In addition, through the 2040 General Plan Update process, the City evaluated infrastructure capacity in light of land use alternatives considered, and developed recommendations for updating backbone infrastructure plans to reflect the adopted land use plan. The 2040 General Plan Update also included the

preparation of an Infrastructure Financing Strategy to address these infrastructure needs.

F. CITY/COUNTY CONSULTATION

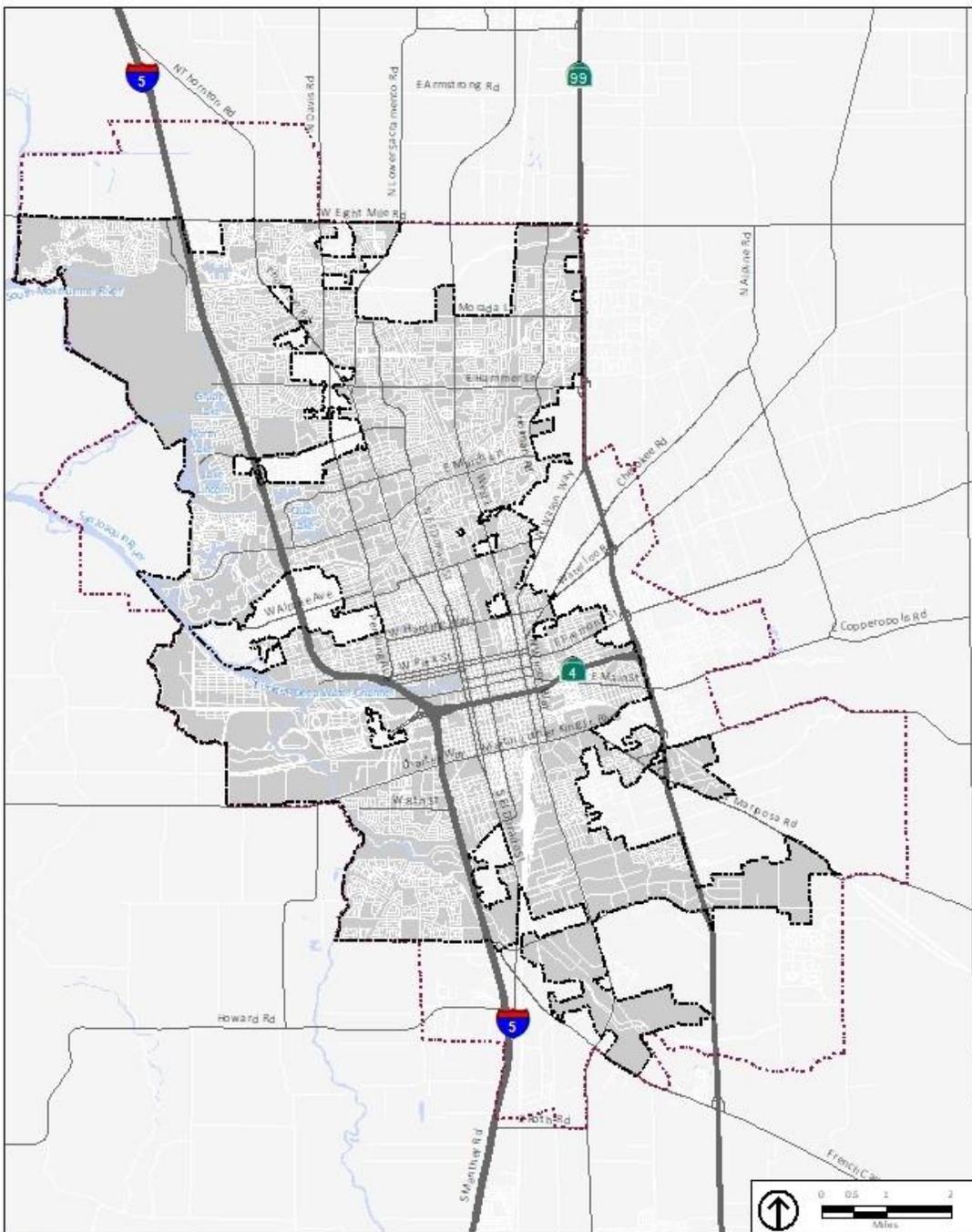
State law requires that a city and county meet prior to the city applying to the local agency formation commission for a new or updated SOI. This meeting requirement promotes dialogue between a city and county, offers the opportunity for a more collaborative approach to future growth, and fosters a less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

This Sphere Plan and MSR does not propose a change to the SOI; therefore, the City did not formally consult with San Joaquin County as part of this process. However, as part of the prior Interim MSR process, City staff and officials met with San Joaquin County staff and officials on October 12, 2016, to discuss the MSR and the implications for the City's SOI. At the conclusion of the meeting, the County and the City of Stockton agreed that no new agreements were needed since no change to the SOI is being proposed. The City and County agreed to continue to coordinate during the City's 2040 General Plan Update process.

G. CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

According to the San Joaquin LAFCo's Policies and Procedures, an MSR is not defined as a "Project" under CEQA. Furthermore, no change in Stockton's SOI is being proposed. The SOI Update/MSR, therefore, is exempt from CEQA. The City of Stockton intends to file a Notice of Exemption pursuant to Section 15262 "Feasibility and Planning Studies" for the updated analysis contained in this report.

FIGURE 1-1: SPHERE OF INFLUENCE



Source: City of Stockton, 2016; Placeworks, 2017.

- City Limit
- Sphere of Influence

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CHAPTER 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 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 five factors as stated in Section 56425 (e) of the Cortese-Knox-Hertzberg Act:

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

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 of influence.

As noted in Section E of Chapter 1 of this report, the City adopted its 2040 General Plan Update in December 2018. The Update included an evaluation of the City's planning boundaries, including the SOI. The City also evaluated and updated the General Plan Land Use map to ensure that it reflects the community's values and provides the appropriate balance of uses given the current real estate market.

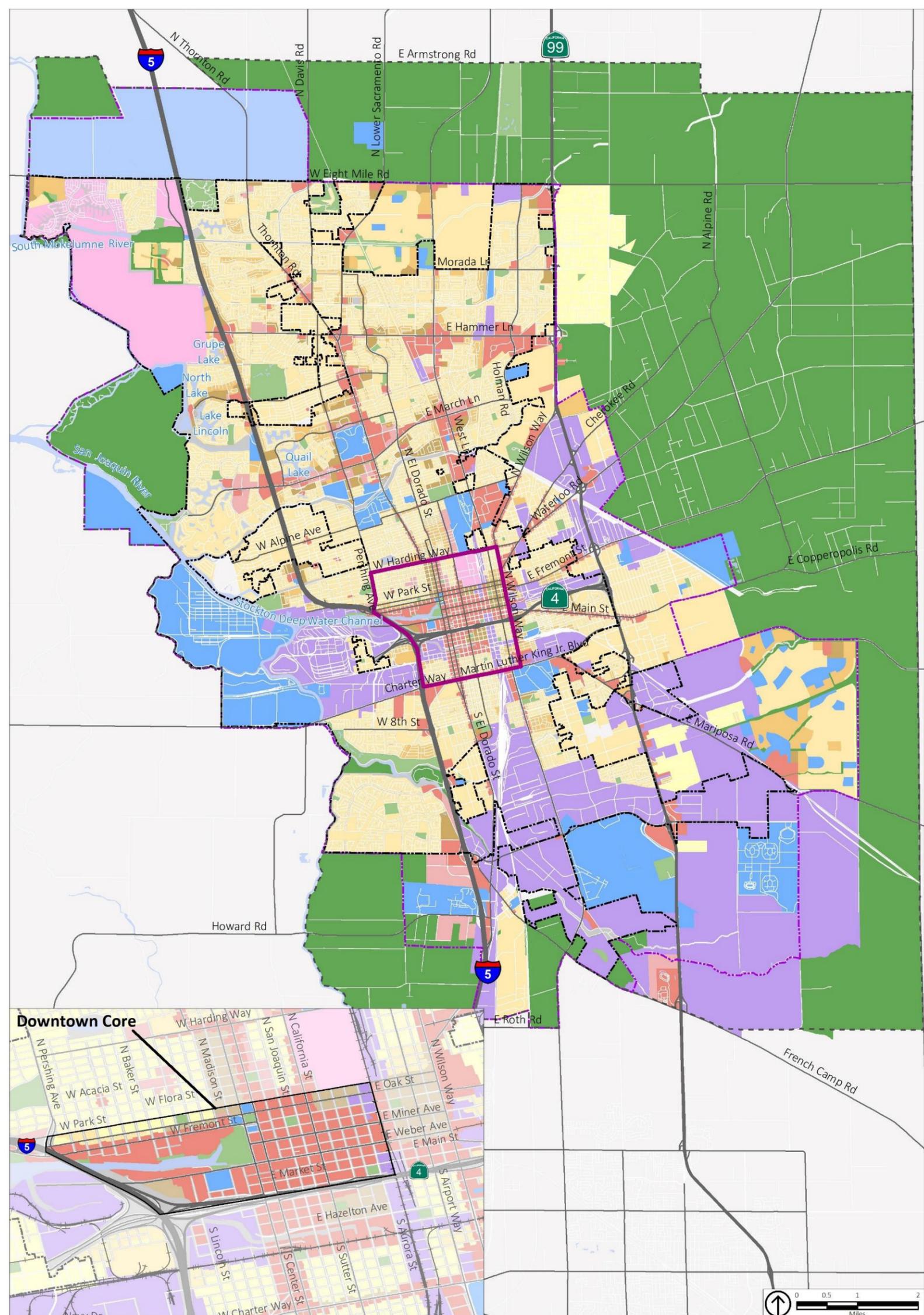
Detailed determinations as to the ability of the City to provide adequate services to existing and future residents within the SOI are contained in the subsequent chapters of this MSR.

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, 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, which is located just north of SR 4 at the eastern end of the Stockton Channel. This growth followed highway connectors leading to communities to the east. With the construction of Interstate 5, development began to move northward at an accelerated pace. 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 uses south of SR 4 can be characterized as low-density residential and industrial uses. High-rise office buildings and higher-density residential uses are common in 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.

The City of Stockton 2040 General Plan contains goals, policies, and actions that govern growth, development, and conservation of open space throughout the city. Figure 2-1 shows the 2040 General Plan Land Use map. Within the SOI, planned land use designations include Residential Estate; Low, Medium, and High Density Residential; Mixed Use; Commercial; Administrative Professional; Industrial; Economic and Education Enterprise; Institutional; Parks and Recreation; and Open Space/Agriculture.

FIGURE 2-1: 2040 GENERAL PLAN LAND USE MAP



Source: City of Stockton, 2017; PlaceWorks, 2017.

- | | | | | |
|----------------------------|----------------------------|--------------------------|-----------------------------------|------------------------|
| City Limit | Residential Estate | High Density Residential | Administrative Professional | Institutional |
| Sphere of Influence | Low Density Residential | Mixed Use | Industrial | Parks and Recreation |
| General Plan Planning Area | Medium Density Residential | Commercial | Economic and Education Enterprise | Open Space/Agriculture |
| Greater Downtown Boundary | | | | |

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B. PRESENT AND PROBABLE NEED FOR PUBLIC FACILITIES AND SERVICES

Stockton's facilities and service levels are adequate to meet the present needs of the existing population within the city limits and in unincorporated areas within the SOI where the City currently provides services.

For public safety services, expansion into currently unincorporated areas will require demonstration that the services will be maintained or improved prior to annexation to the City and detachment from current services providers. Future obligations for fire protection, emergency medical, and police service delivery will be analyzed on an individual basis to determine the potential impact on service delivery and the potential need for additional facilities, vehicles, equipment, and personnel to maintain adequate response times; such obligations will also be required to comply with City impact fees that are in effect.

Future growth and development within the SOI will require continued improvements and upgrades to infrastructure and services as described in the City's infrastructure master plans. The City has policies and procedures in place that ensure the proper timing and adequate funding of needed infrastructure and services.

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 incorporated city and in parts of the SOI where the City currently provides services. Stockton's Fire Department is adequately staffed and equipped to meet the needs of its current service area. The City has taken steps to improve crime prevention and law enforcement in the current city limits (e.g., Measure A, Marshall Plan, renegotiated labor agreement). 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, although some areas are at risk. Efforts by the City as well as State and federal agencies will continue to address problem areas in the SOI that are susceptible to flooding from both local and regional sources. Review of the City's municipal services shows that the capacity of public facilities and services is sufficient to serve the current needs within the city limits. There are, however, several areas within the unincorporated SOI where stormwater drainage systems are deficient due to the absence of formal storm drainage facilities. In addition, there are unincorporated areas within the SOI that currently rely on on-site sewage disposal (septic systems). While these systems are not necessarily deficient for providing

service to current users in these areas, further development could require the extension of municipal services if these areas were to annex to the city. The City has infrastructure and service plans and policies that address the facilities necessary to provide services within the current city limits, as well as to unincorporated areas of the SOI that are covered by the City's 2040 General Plan. Facilities and services would need to meet City standards as a condition of annexation of unincorporated areas. This could include construction of new water and sewer lines consistent with the City's infrastructure and service plans.

D. SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST

Communities of interest may be defined by a variety of different and potentially overlapping characteristics and geographies. The city of Stockton as a whole may be considered a community of interest, but there are also geographically and socioeconomically finer-grained social and economic communities of interest that make up, border, and at times straddle the boundaries of Stockton. To a large degree, the consideration of unincorporated islands, fringe communities, and disadvantaged unincorporated communities (see Chapter 4) serves to address impacts to communities of interest. Additionally, the maintained SOI would not impinge on the boundaries or territory of any abutting or nearby communities. Since no changes are proposed to the SOI, there would no new impacts to communities of interest, within or outside of Stockton.

E. POPULATION AND ECONOMIC TRENDS

1. Population and Households

Summary

Overall, Stockton appears to be experiencing a “new normal” of slower growth, relative to its past growth as well as the growth of San Joaquin County and the State of California overall. These lower rates of growth apply to both population and number of housing units, with the growth rate in housing units generally lower than that for population growth. This trend is reflected in increasing numbers of persons per household, though it is uncertain whether decreased housing production is driving this trend or being driven by it. These trends, coupled with lower or even negative rates of growth for Stockton's Downtown, suggest that housing and population growth in Stockton may remain well below levels seen prior to the “Great Recession”; however, the most recent data show that growth rates may be rising, albeit slowly. Recent housing, population, and demographic trends may indicate a higher need for multi-family units in Stockton relative to the early 2000s.

Quantitative Trends

Table 2-1 and Figures 2-2, 2-3, and 2-4 show Stockton's population, rate of population growth, and rate of housing growth by housing type over time, respectively. All four graphs show that Stockton experienced a brief period of very rapid growth in population and housing in the early to mid-2000s, with a precipitous decrease in growth during the run up to and onset of the great recession. Since 2008, Stockton's population growth rate has fluctuated around 1 percent, while housing growth continued to fall until around 2016, before showing a slight uptick in 2017 and 2018. Growth rates for single-family units have been more stable and remained positive over this time, while growth rates for multi-family units have been more unstable and even negative at times. It is worth noting that since around 2008, multi-family housing has made up a larger proportion of Stockton's housing growth than it did in preceding years.

TABLE 2-1: CITY OF STOCKTON POPULATION AND HOUSING UNITS CHANGES FROM 2000 TO 2019

Year	Total Population	Total Housing Units	Single-Family Units	Multi-Family Units	Mobile Homes	Persons Per Household	Pop Growth Rate	Housing Growth Rate	Single-Family Growth Rate	Multi-Family Growth Rate
2000	243,771	82,042	55,680	25,074	1,288	3.04	1.95%	1.15%	1.56%	0.35%
2001	248,520	82,985	56,548	25,162	1,275	3.07	2.39%	2.11%	2.99%	0.34%
2002	254,469	84,740	58,236	25,247	1,257	3.10	2.85%	2.28%	3.13%	0.51%
2003	261,710	86,675	60,059	25,377	1,239	3.14	3.22%	3.56%	4.52%	1.55%
2004	270,136	89,762	62,771	25,770	1,221	3.15	2.72%	3.51%	4.43%	1.5%
2005	277,485	92,911	65,551	26,157	1,203	3.14	1.94%	3.16%	4.15%	0.88%
2006	282,869	95,845	68,273	26,387	1,185	3.12	1.02%	1.78%	2.22%	0.78%
2007	285,750	97,549	69,790	26,592	1,167	3.11	0.47%	0.96%	1.23%	0.38%
2008	287,093	98,488	70,647	26,692	1,149	3.11	0.52%	0.56%	0.64%	0.44%
2009	288,591	99,039	71,099	26,809	1,131	3.12	0.93%	0.49%	0.49%	0.56%
2010	291,275	99,520	71,448	26,959	1,113	3.15	1.19%	0.2%	0.27%	0.03%
2011	294,729	99,715	71,641	26,966	1,108	3.18	1.15%	0.21%	0.16%	0.35%
2012	298,126	99,925	71,756	27,061	1,108	3.20	0.87%	0.08%	0.11%	0%
2013	300,734	100,003	71,834	27,061	1,108	3.19	0.6%	0.02%	0.09%	-0.16%
2014	302,532	100,025	71,899	27,018	1,108	3.22	1.35%	0.07%	0.09%	0.02%
2015	306,602	100,097	71,965	27,024	1,108	3.27	1.14%	0.05%	0.13%	-0.16%
2016	310,108	100,146	72,056	26,982	1,108	3.28	0.7%	0.11%	0.12%	0.07%
2017	312,289	100,254	72,146	27,000	1,108	3.35	0.49%	0.34%	0.31%	0.43%
2018	313,822	100,593	72,370	27,115	1,108	3.38	0.82%	0.28%	0.4%	-0.02%
2019	316,410	100,877	72,660	27,109	1,108	3.39	-	-	-	-

Source: California Department of Finance E-5 County/State Population and Housing Estimates, 1/1/2019, California Department of Finance E-8 City/County/State Population and Housing Estimates, 4/1/2000 to 4/1/2010.

Note: Persons per household calculated by DOF based on the population living in housing units that are not group quarters, divided by the number of occupied housing units.

FIGURE 2-2: CITY OF STOCKTON POPULATION BY YEAR

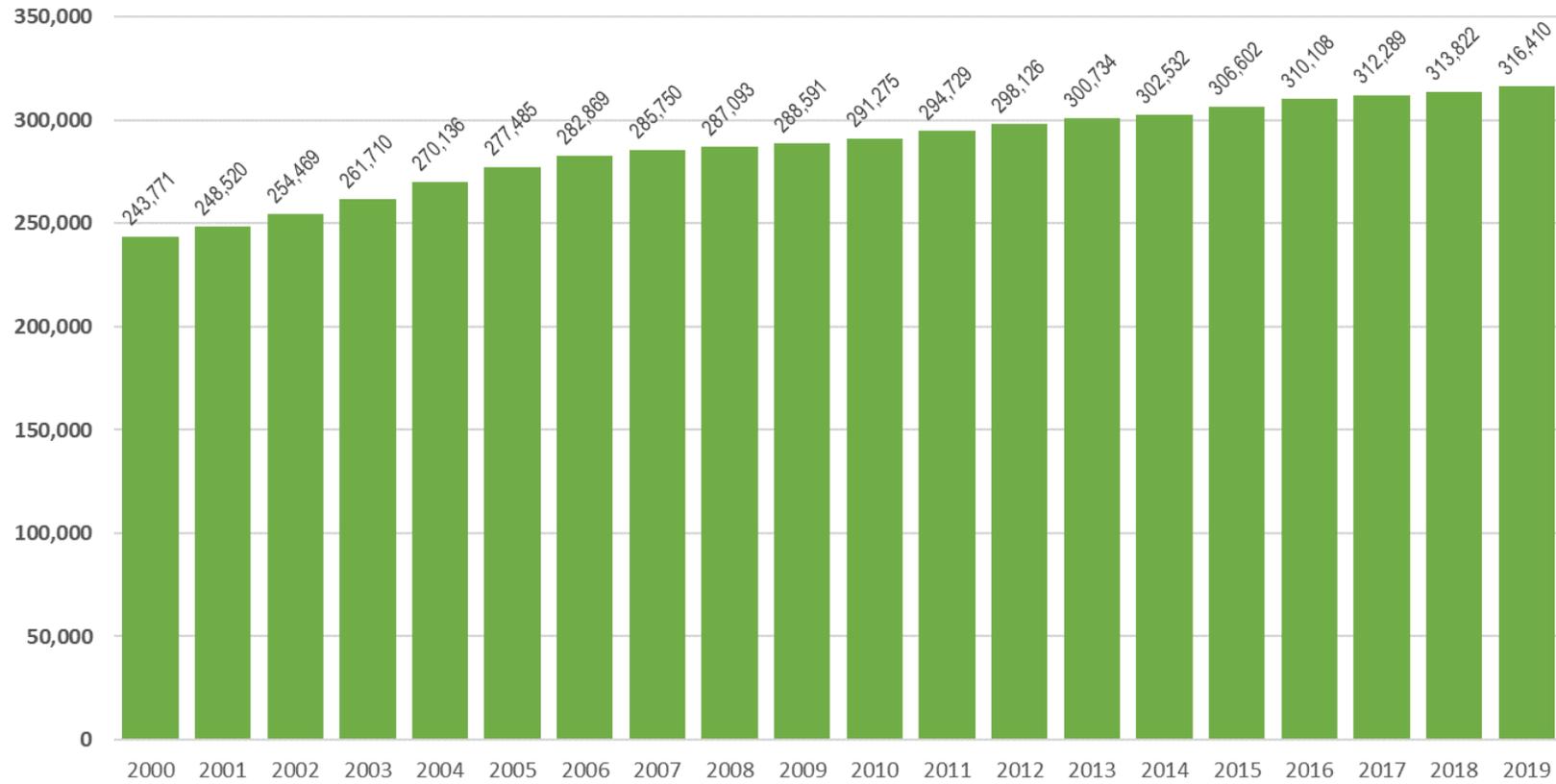


FIGURE 2-3: CITY OF STOCKTON RATE OF POPULATION GROWTH BY YEAR

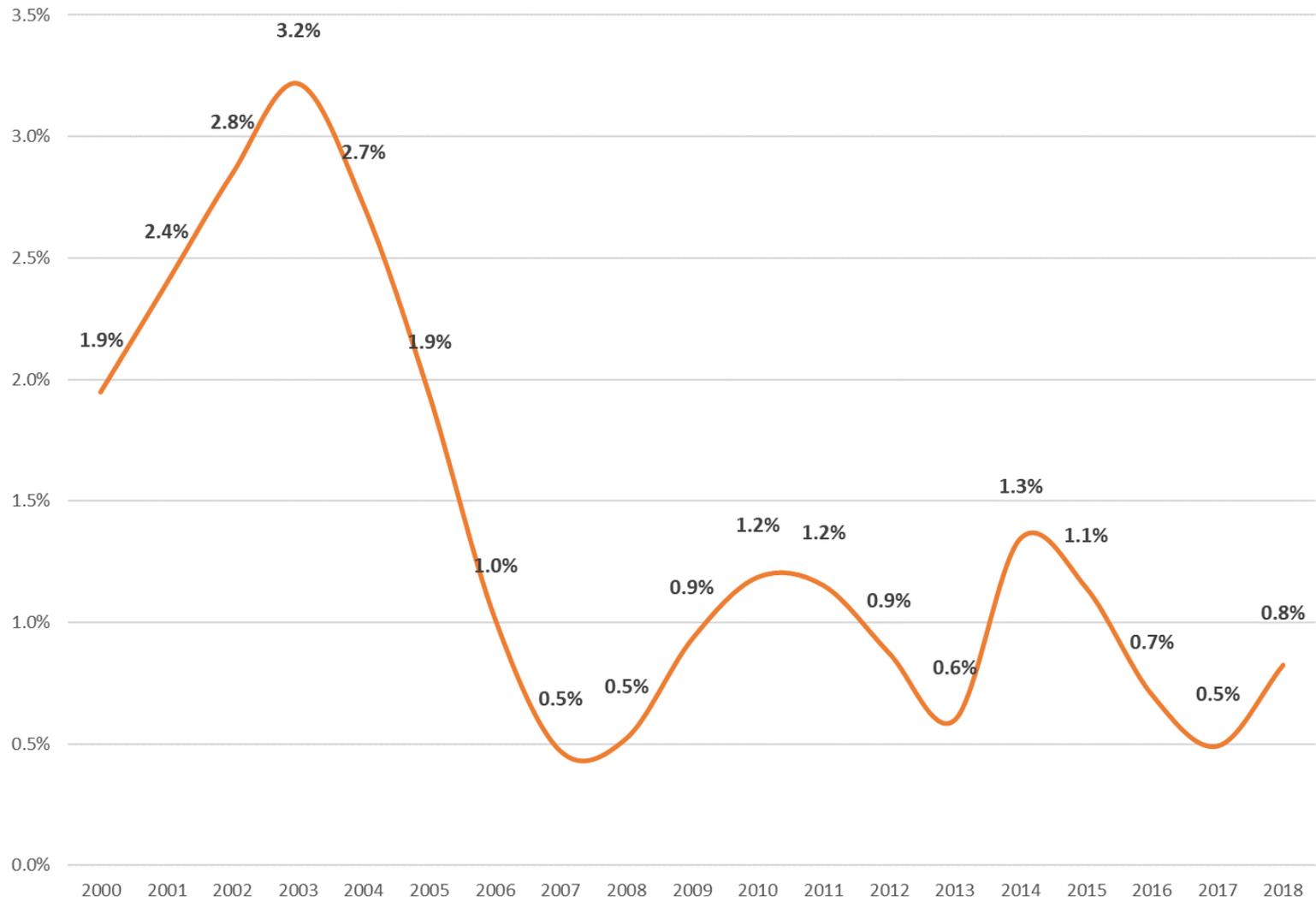
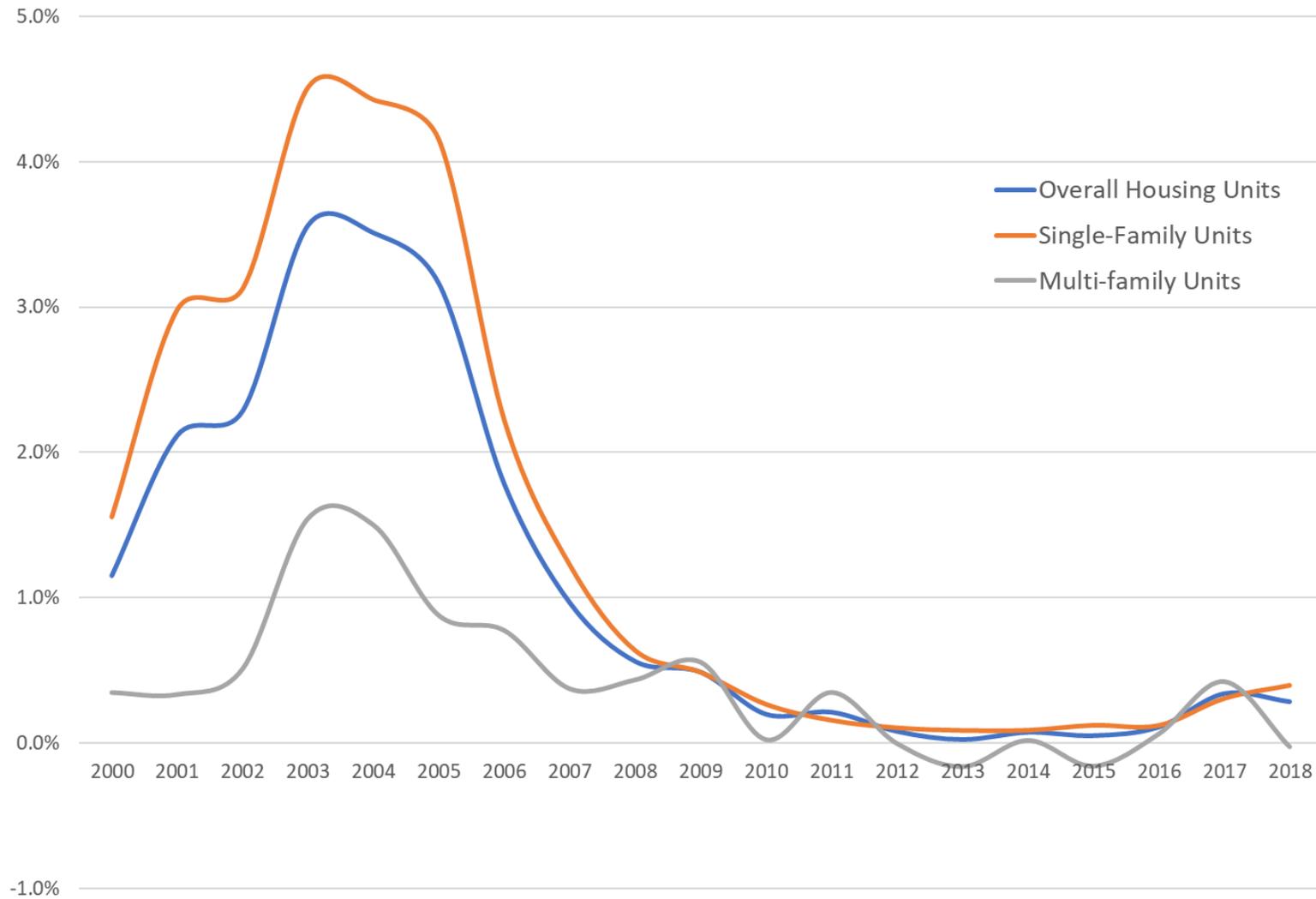


FIGURE 2-4: CITY OF STOCKTON RATE OF HOUSING GROWTH BY HOUSING TYPE BY YEAR



Tables 2-2 and 2-3, respectively, show population and housing levels and growth rates for San Joaquin County and California overall; Figures 2-5 and 2-6 show Stockton's population and housing growth rates compared to San Joaquin County overall and California as a whole. Since Stockton is the largest city in San Joaquin County, the rates of population and housing growth for these two geographies closely track one another. After a period in the early 2000s of growing faster in housing and population than both San Joaquin County and the state overall, Stockton is now generally growing at a rate similar to or somewhat below both San Joaquin County and California overall. Since roughly 2007, Stockton's population growth rate has generally been slightly less than San Joaquin County's and has fluctuated above and below California's population growth rate. With respect to housing units, Stockton's growth rates since 2012 have been consistently below both San Joaquin County and California overall.

As shown in Table 2-4, contrary to population and household trends within the broader Stockton community, the population residing in the Greater Downtown Area contracted by around 8 percent, or 2,100 residents, between 2000 and 2010. Corresponding with broad population loss, the number of households in the Greater Downtown Area contracted by around 4.5 percent between 2000 and 2010, representing a loss of around 400 households. Data from the U.S. Census Bureau's American Community Survey (ACS) indicate that between 2010 and 2014 this trend continued, with the average resident population decreasing to around 22,300, which is 15 percent below the 2000 Census estimate. At the same time, the number of households in the Downtown decreased to around 7,825, which, as of 2014, represented a loss of around 1,000 households since 2000, or around 11.7 percent.

Discussion

The above trends suggest that slowing population and household growth may signal a "new normal" that may translate into less robust demand for new housing and related services. If current growth trends continue through the end of the decade, Stockton will have experienced the most prolonged period of slower growth in its history, with the 2010s representing the slowest rate of any decade over the past 100 years—based on historical census data.

Lower population growth has been coupled with even slower growth in housing units and larger household sizes. It is not clear whether decreased housing growth is a result of larger household sizes, or whether decreased housing growth is driving more people to share housing units; however, home price data offer indications it may be the latter. Inflation-adjusted home price data for Stockton from the Federal Reserve Bank of St. Louis indicate that after bottoming out around 2011, home prices in Stockton have rapidly rebounded and are now not far below their pre-recession highs.

TABLE 2-2: SAN JOAQUIN COUNTY POPULATION AND HOUSING UNITS CHANGES FROM 2000 TO 2019

Year	Total Population	Total Housing Units	Single-Family Units	Multi-Family Units	Mobile Homes	Persons Per Household	Pop Growth Rate	Housing Growth Rate	Single-Family Growth Rate	Multi-Family Growth Rate
2000	563,598	189,160	140,524	39,445	9,191	3.000	2.6%	1.8%	2.3%	0.4%
2001	578,121	192,546	143,792	39,619	9,135	3.038	3.1%	2.8%	3.7%	0.6%
2002	596,039	197,966	149,061	39,841	9,064	3.066	2.7%	2.2%	2.7%	1.1%
2003	612,295	202,396	153,091	40,289	9,016	3.100	2.9%	3.2%	3.9%	1.5%
2004	629,787	208,841	158,999	40,907	8,935	3.114	2.4%	3.2%	3.9%	1.2%
2005	645,059	215,531	165,229	41,407	8,895	3.106	1.7%	2.9%	3.5%	1.4%
2006	656,247	221,852	170,979	42,005	8,868	3.084	1.4%	2.2%	2.5%	1.4%
2007	665,304	226,690	175,257	42,586	8,847	3.075	1.1%	1.6%	1.8%	1.1%
2008	672,492	230,216	178,397	43,038	8,781	3.076	0.8%	0.9%	0.9%	1.0%
2009	677,833	232,230	180,061	43,465	8,704	3.089	0.9%	0.5%	0.6%	0.6%
2010	684,057	233,449	181,110	43,734	8,605	3.116	1.3%	0.4%	0.5%	0.1%
2011	693,114	234,343	182,002	43,765	8,576	3.15	1.1%	0.3%	0.3%	0.3%
2012	700,519	234,992	182,522	43,910	8,560	3.16	0.8%	0.4%	0.4%	0.3%
2013	706,418	235,906	183,276	44,063	8,567	3.16	1.0%	0.4%	0.6%	-0.1%
2014	713,315	236,943	184,338	44,020	8,585	3.19	1.6%	0.4%	0.5%	0.0%
2015	724,859	237,905	185,279	44,026	8,600	3.23	1.5%	0.6%	0.8%	0.1%
2016	736,027	239,405	186,689	44,064	8,652	3.24	1.6%	0.7%	0.8%	0.3%
2017	747,579	241,021	188,131	44,203	8,687	3.31	1.3%	1.0%	1.0%	1.0%
2018	757,279	243,420	190,027	44,666	8,727	3.34	1.7%	1.3%	1.3%	1.3%
2019	770,385	246,521	192,517	45,243	8,761	3.35	–	–	–	–

Source: California Department of Finance E-5 County/State Population and Housing Estimates, 1/1/2019, California Department of Finance E-8 City/County/State Population and Housing Estimates, 4/1/2000 to 4/1/2010.

Note: Persons per household calculated by DOF based on the population living in housing units that are not group quarters, divided by the number of occupied housing units.

TABLE 2-3: CALIFORNIA POPULATION AND HOUSING UNITS CHANGES FROM 2000 TO 2019

Year	Total Population	Total Housing Units	Single-Family Units	Multi-Family Units	Mobile Homes	Persons Per Household	Pop Growth Rate	Housing Growth Rate	Single-Family Growth Rate	Multi-Family Growth Rate
2000	33,873,086	12,214,550	7,815,035	3,829,827	569,688	2.87	1.1%	0.8%	1.1%	0.4%
2001	34,256,789	12,313,566	7,898,689	3,846,896	567,981	2.89	1.4%	1.2%	1.5%	0.7%
2002	34,725,516	12,461,342	8,020,637	3,874,858	565,847	2.90	1.3%	1.3%	1.5%	0.9%
2003	35,163,609	12,619,213	8,144,276	3,910,898	564,039	2.91	1.2%	1.3%	1.7%	0.8%
2004	35,570,847	12,785,664	8,280,537	3,942,250	562,877	2.91	0.8%	1.5%	1.8%	1.2%
2005	35,869,173	12,978,524	8,426,623	3,989,428	562,473	2.90	0.7%	1.6%	1.8%	1.2%
2006	36,116,202	13,183,852	8,581,465	4,038,183	564,204	2.88	0.8%	1.4%	1.6%	1.0%
2007	36,399,676	13,364,160	8,719,186	4,080,078	564,896	2.87	0.8%	1.0%	1.1%	1.2%
2008	36,704,375	13,503,834	8,811,100	4,128,536	564,198	2.87	0.7%	0.7%	0.7%	0.9%
2009	36,966,713	13,598,801	8,872,801	4,164,554	561,446	2.88	0.8%	0.5%	0.6%	0.5%
2010	37,253,956	13,670,304	8,925,518	4,187,139	557,647	2.90	0.9%	0.3%	0.2%	0.4%
2011	37,594,781	13,704,840	8,944,011	4,202,699	558,130	2.92	1.0%	0.3%	0.2%	0.4%
2012	37,971,427	13,740,505	8,962,362	4,219,380	558,763	2.93	0.9%	0.3%	0.2%	0.6%
2013	38,321,459	13,786,000	8,983,413	4,243,199	559,388	2.94	0.8%	0.4%	0.3%	0.7%
2014	38,622,301	13,845,509	9,011,324	4,274,188	559,997	2.96	0.9%	0.5%	0.3%	0.9%
2015	38,952,462	13,915,037	9,041,909	4,312,722	560,406	2.97	0.7%	0.5%	0.3%	0.9%
2016	39,214,803	13,982,851	9,072,538	4,349,458	560,855	2.97	0.7%	0.6%	0.4%	1.2%
2017	39,504,609	14,072,308	9,110,492	4,400,229	561,587	2.99	0.6%	0.6%	0.4%	1.1%
2018	39,740,508	14,157,605	9,146,788	4,448,812	562,005	2.99	0.5%	0.5%	0.4%	0.9%
2019	39,927,315	14,235,093	9,185,660	4,489,613	559,820	2.99	–	–	–	–

Source: California Department of Finance E-5 County/State Population and Housing Estimates, 1/1/2019, California Department of Finance E-8 City/County/State Population and Housing Estimates, 4/1/2000 to 4/1/2010.

Note: Persons per household calculated by DOF based on the population living in housing units that are not group quarters, divided by the number of occupied housing units.

FIGURE 2-5: CITY OF STOCKTON, SAN JOAQUIN COUNTY, AND CALIFORNIA RATES OF POPULATION GROWTH BY YEAR

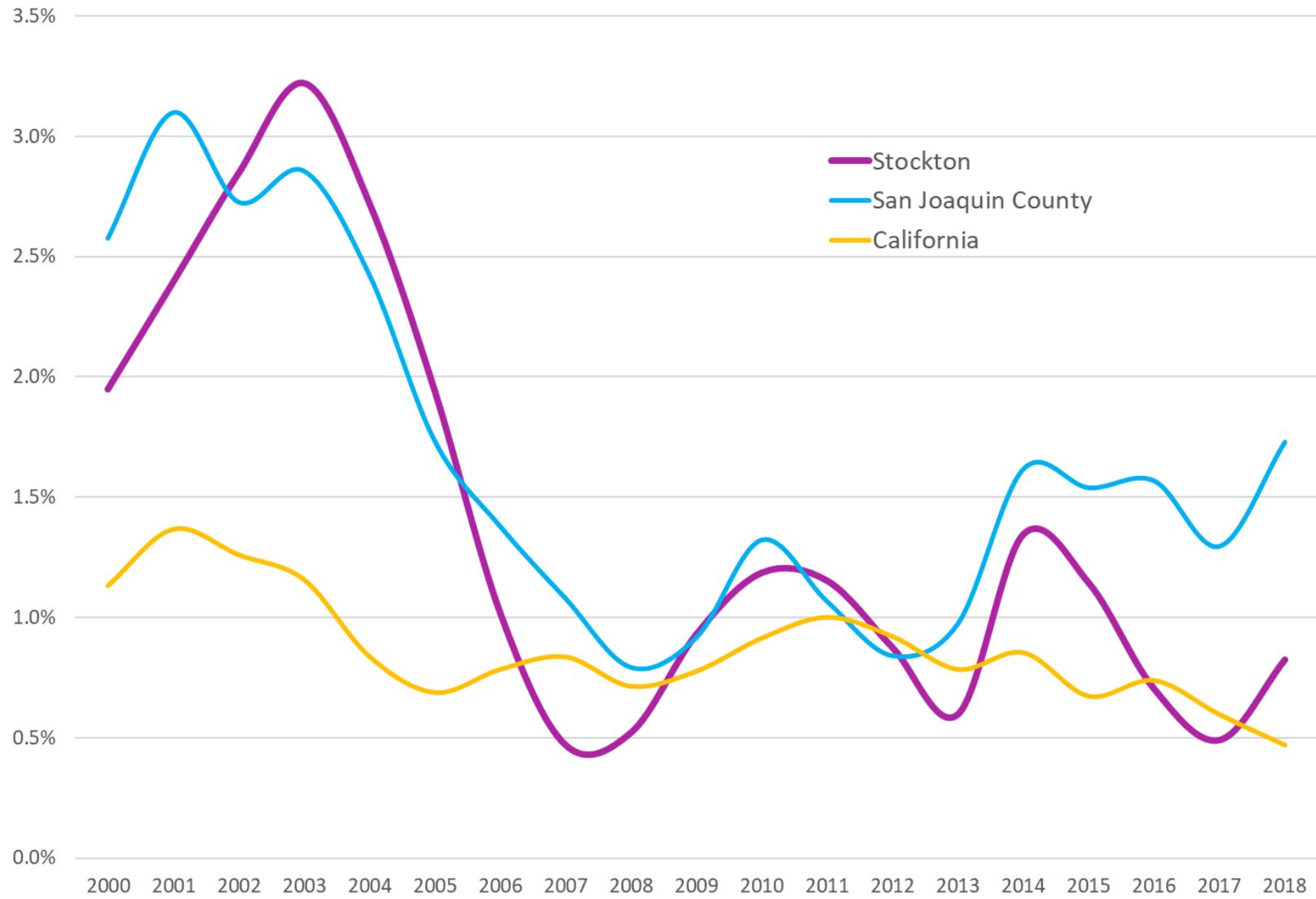


FIGURE 2-6: CITY OF STOCKTON, SAN JOAQUIN COUNTY, AND CALIFORNIA RATES OF HOUSING UNITS GROWTH BY YEAR

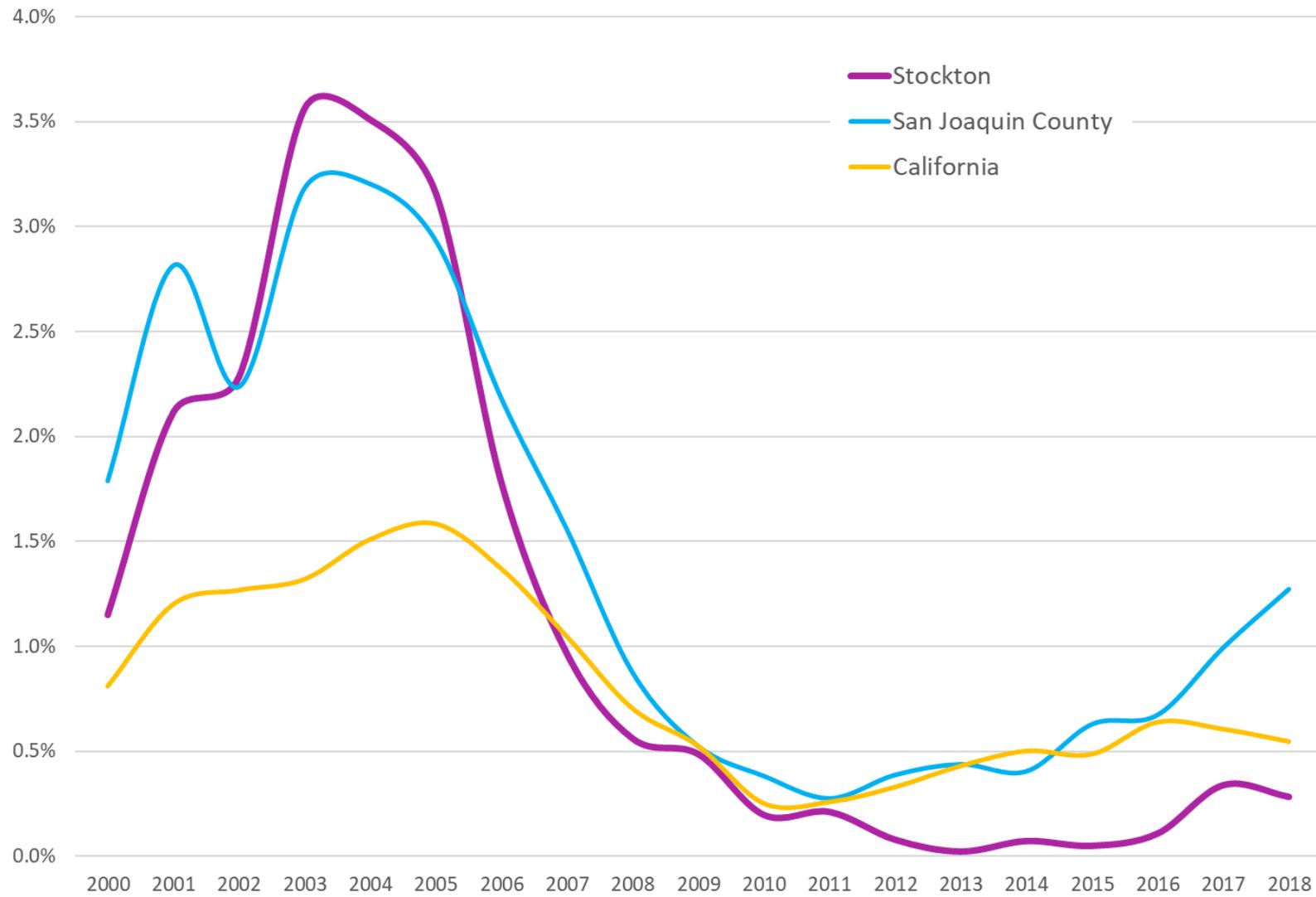


TABLE 2-4: HISTORIC POPULATION AND HOUSEHOLD CHANGE: DOWNTOWN STOCKTON, STOCKTON & SAN JOAQUIN COUNTY, 2000 TO 2014

Population/ Household Characteristic	Greater Downtown Area					Stockton					San Joaquin County				
	2000	2010	Avg Annual Change	2014	Avg Annual Change	2000	2010	Avg Annual Change	2014	Avg Annual Change	2000	2010	Avg Annual Change	2014	Avg Annual Change
Population	26,283	24,181	-0.83%	22,317	-1.99%	243,771	291,707	1.81%	302,405	0.90%	563,598	685,306	1.97%	715,597	1.09%
Households	8,865	8,462	-0.46%	7,825	-1.94%	78,556	90,605	1.44%	95,166	1.24%	181,629	215,007	1.70%	221,874	0.79%
Average HH Size	2.86	2.73		2.74		3.04	3.16		3.11		3	3.12		3.16	
Household Type															
Families	59.0%	55.2%		57.9%		71.5%	72.6%		70.1%		74.2%	74.9%		72.8%	
Non-Families	41.0%	44.8%		42.1%		28.5%	27.4%		29.9%		25.8%	25.1%		27.2%	
Household Tenure															
Owner	24.5%	22.5%		22.1%		51.6%	51.6%		45.1%		60.4%	59.2%		53.5%	
Renter	75.5%	77.5%		77.9%		48.4%	48.4%		54.9%		39.6%	40.8%		46.5%	

Source: U.S. Census Bureau, Census 2000, Summary File 1, 2016; U.S. Census Bureau, Census 2010, Summary File 1, 2016; U.S. Census Bureau, 2010-2014 American Community Survey, 2016; U.S. Census Bureau, 2014 American Community Survey, 2016; BAE, 2016.

Increasing household sizes exhibited throughout Stockton and San Joaquin County could signal a continuing unmet need for larger housing units, a trend toward unrelated people sharing housing, and/or pent-up demand from young adults who are sharing housing with unrelated individuals or living in larger, multigenerational households. Given that housing costs are rising quickly in Stockton, and that national, state, and local trends are toward fewer households with children, it seems likely that these trends are driven by multigenerational households and unrelated people living together. If true, this would indicate that there may be an unmet demand for housing suited to singles, childless couples, empty nesters, and others not living with a nuclear family. This hypothesis would be consistent with Stockton's trend toward multi-family housing starts making up a larger proportion of housing growth than in the past. Additionally, the average number of people per household in Stockton is both higher and rising more quickly than the state average, especially over the past decade. This may be reflective of the broader housing crisis in the Bay Area, with housing demand and cost increases spilling over into Stockton.

Local real estate brokers and economic developers indicate that the significant decline in the Downtown resident population was at least partially driven by issues associated with safety and security, and that addressing those issues may be important to increasing the demand for housing in that area, along with addressing the feasibility of building new housing, at least in the near term.

Despite Downtown's population and housing losses during the 2000s and early 2010s, a shift away from detached single-family homes geared toward nuclear families offers opportunities for recovering population and housing growth Downtown. Additionally, a shift toward housing types other than detached single-family homes would tend to promote infill development and may improve efficiency for providing municipal services by focusing growth in already-served areas with existing infrastructure and facilities.

In any event, it seems likely that growth rates in Stockton are likely to remain below both what occurred in the early 2000s and what was anticipated by the previous 2035 General Plan. Impacts to municipal services are therefore likely to be less than was previously expected. For additional discussion of these issues, please see the following sections.

2. Economic Conditions

This section summarizes recent economic conditions in Stockton and San Joaquin County. The analysis uses a number of sources, including data published by the California Employment Development Department (EDD), the California State Board of Equalization (BOE), the U.S. Census Bureau, and Nielsen, a private data vendor, as well as interviews with local economic development

professionals, including the City of Stockton Economic Development Department, the Downtown Stockton Alliance, the San Joaquin Valley Partnership, the San Joaquin Hispanic Chamber of Commerce, and the Stockton Visitors Bureau.

Retail Sales and Leakage

As the second largest employment sector in Stockton, retail trade represents an important component of the local economy. According to the BOE, the City of Stockton captured a total of \$3.4 billion in taxable sales in 2013. By comparison, San Joaquin County overall saw around \$9.4 billion. When combined with population estimates from the DOF for a comparable time period, these figures equate to per capita taxable sales of \$11,403 in Stockton and \$13,492 countywide. By comparison, 2013 per capita taxable sales statewide were equal to \$15,431. This indicates that both Stockton and San Joaquin County generally underperform in the retail sector compared to other parts of California. This was true across all retail categories. Despite this, countywide per capita sales were generally on par with those of other San Joaquin Valley counties. Thus, it is likely that on a countywide basis, the lower level of per capita retail sales is attributable to generally lower incomes and other factors influencing demand, rather than leakage of resident expenditures to shopping destinations outside the county. On a per capita basis, the city of Stockton outperformed the county in a number of key categories, including Motor Vehicles and Parts Dealers, Food and Beverage Stores, Clothing and Clothing Accessories Stores, Food Service and Drinking Places, and Other Retail.

City of Stockton residents spent approximately \$4.02 billion on retail purchases in 2015. This corresponded with approximately \$3.94 billion in retail sales within the city limit, resulting in an estimated leakage of approximately \$76.6 million in retail sales. However, after accounting for the presence of the unincorporated pockets and retail development adjacent to the city limits, which adds a substantial amount of retail activity, the data indicate that the broader Stockton community experienced a net injection of approximately \$207.0 million in annual retail sales. This trend also extended to San Joaquin County as a whole, where there is a net injection of \$869.7 million in retail sales.

By applying sales per square foot estimates published by the Urban Land Institute (ULI), local retail leakage could potentially support up to 1.08 million square feet of additional retail floor area. This would include up to 537,000 square feet in the Food Service and Beverage Places category, as well as 220,000 square feet in Furniture and Home Furnishing Stores, 165,000 square feet in Sporting Goods, Hobby, Book, and Music Stores, and 113,000 square feet in Electronics and Appliance Stores. By comparison, countywide retail leakage could likely support up to 2.46 million square feet of additional retail floor area, which would be

distributed similarly to that described above. In addition, both areas show significant leakage in the Motor Vehicle and Parts Dealers category. In the Greater Stockton Area, that leakage would be sufficient to support up to approximately 17 acres of new auto dealership development, or approximately three to four dealerships, while countywide leakage could support up to 58 additional acres, or up to 10 average sized dealerships.

F. DEVELOPMENT OPPORTUNITIES AND DEMAND

The Environmental Impact Report (EIR) for the 2040 General Plan projects the amount of development that is anticipated to occur within the SOI by 2040 as a result of implementing the General Plan (i.e., the “2040 horizon-year growth projection”). This projection is based on the anticipated demand coupled with the opportunities for development provided by the General Plan land use map.

The horizon-year development projection for the 2040 General Plan, including approved and pending development projects, includes the following:

- ◆ 40,900 new dwelling units, including:
 - 26,300 new single-family units
 - 14,600 new multi-family units
- ◆ 132,200 new residents¹
- ◆ 63,300 new jobs²
- ◆ 13.8 million square feet of new commercial and office space
- ◆ 35.6 million square feet of new industrial space

To project the horizon-year development, the EIR first determined the full buildout potential, which would be the development of every parcel with the maximum amount of development allowed under the General Plan.

Next, the EIR determined the probable amount of development during the planning period (i.e, by 2040) based on a market study that forecasts the future

¹ Based on an assumption of 3.23 persons per household, as reported in: State of California, Department of Finance, 2017. E-5 Population and Housing Estimates for Cities, Counties and the State — January 1, 2011- 2017.

² Based on an assumption of 500 square feet per employee for commercial/office and 1,000 square feet per employee for industrial uses.

demands for new residential, retail, office, and industrial space in Stockton. The study found that the land use demand forecast for Stockton in 2040 is as follows:

- ◆ **Residential:** Between 19,800 and 41,000 new housing units, including between 13,800 and 28,700 new single-family units and between 5,900 and 12,300 new multi-family units. The low-growth scenario is based on Caltrans data and the high-growth scenario is based on data from the San Joaquin Council of Governments (SJCOG) and the Center for Business Policy Research (CBPR) at the University of the Pacific.
- ◆ **Retail:** Between 3.3 and 4.8 million square feet of new retail development. These estimates are based in part on the residential forecast, so the low- and high-growth numbers are affected by the Caltrans, SJCOG, and CBPR data described for the residential forecast above.
- ◆ **Office:** Approximately 7.1 million square feet of new office development. This estimate is based on an employment forecast from SJCOG and CBPR.
- ◆ **Industrial:** Approximately 6.2 million square feet of new industrial development. This estimate is based on an employment forecast from SJCOG and CBPR.

Next, the EIR distributed the potential development throughout the SOI. The planning period development was primarily distributed in two types of locations:³

- ◆ **Land Use Alternatives Study Areas:** During the land use alternatives phase of the 2040 General Plan Update, the community identified areas in need of a positive change. Based on that input, City staff and the consultant team mapped 16 study areas. As shown in Table 2-5, for each study area, it was assumed that a certain percentage of the full development potential would occur by 2040 for each land use type. This assumption was based on community input from the General Plan Update process, proximity to other uses, proposed General Plan policies, and consultation among City staff and the consultant team.
- ◆ **Approved and Pending Development Projects.** There is significant development potential available in approved development projects that have not yet been constructed. The development allowed in those

³ Land Use Alternatives Study Areas and Approved and Pending Development Projects are mapped on Figure 3-5, Study Areas and Approved/Pending Projects, which is on page 3-24 of the June 2018 *Envision Stockton 2040 General Plan Update and Utility Master Plan Supplements Draft EIR*, available here: http://www.stocktongov.com/files/EnvisionStockton2040GP_DEIR.pdf

approved projects, as well as development proposed in pending development projects, is included in the horizon-year projection, and was considered as part of the process to distribute the planning period development. Given the significant amount of development potential in those projects, the horizon-year projection includes more non-residential development than forecasted by the market study described above. The approved and pending development that was included in the horizon-year projection is shown in Table 2-6.

TABLE 2-5: 2040 DEVELOPMENT BY STUDY AREA

Study Area #/Name	<i>Net New Single- Family Units (Full Buildout)</i>	<i>Percent Applied to 2040</i>	Net New Single- Family Units (2040)	<i>Net New Multi- Family Units (Full Buildout)</i>	<i>Percent Applied to 2040</i>	Net New Multi- Family Units (2040)	<i>Net New Commercial Square Feet (Full Buildout)</i>	<i>Percent Applied to 2040</i>	Net New Commercial Square Feet (2040)	<i>Net New Industrial Square Feet (Full Buildout)</i>	<i>Percent Applied to 2040</i>	Net New Industrial Square Feet (2040)
1. Eight Mile Rd	3,940	35%	1,380	25,350	5%	1,200	197,000	20%	39,000	74,095,000	0%	0
2. Pacific Ave Corridor	0	0%	0	440	25%	110	188,000	50%	94,000	0	0%	0
3. West Ln and Alpine Rd	80	100%	80	2,720	25%	680	1,294,000	25%	323,000	0	0%	0
4. Port/Waterfront	20	100%	20	2,210	80%	1,770	6,800,000	30%	2,040,000	2,323,000	25%	581,000
5. El Dorado/Center Corridors	0	0%	0	1,500	80%	1,200	4,367,000	30%	1,310,000	0	0%	0
6. Miner/Weber Corridors ^a	0	0%	0	1,560	80%	1,250	2,926,000	50%	1,463,000	0	0%	0
7. Wilson Way Corridor	0	0%	0	940	25%	230	1,213,000	50%	607,000	0	0%	0
8. I-5/Highway 4 Interchange	0	0%	0	820	80%	660	777,000	50%	389,000	0	0%	0
9. Railroad Corridor at California St	0	0%	0	1,680	80%	1,340	5,197,000	25%	1,299,000	0	0%	0
10. I-5 and Charter Way	90	100%	90	980	10%	100	535,000	25%	134,000	98,000	85%	84,000
11. Charter Wy/MLK Jr Blvd Corridor	0	0%	0	790	50%	400	1,619,000	20%	324,000	0	0%	0
12. Airport Way Corridor	0	0%	0	430	25%	110	274,000	75%	205,000	5,475,000	25%	1,369,000
13. Mariposa and Charter	0	0%	0	570	0%	0	324,000	25%	81,000	0	0%	0
14. East Weston Ranch ^b	0	0%	0	610	0%	0	574,000	75%	431,000	0	0%	0
15. South of French Camp Rd	0	0%	0	0	0%	0	0	0%	0	0	0%	0
16. E French Camp Rd	0	0%	0	0	0%	0	0	0%	0	0	0%	0
Outside of Study Areas ^c	16,360	9%	1,500	29,810	0%	0	19,487,000	0%	0	126,805,000	0%	0
Grand Total^d			3,060			9,040			8,739,000			2,033,000

Notes: To estimate the 2040 development, a percentage of the full theoretical buildout potential was assumed for each study area, as shown in the gray, italicized columns. Study Areas are mapped on Figure 3-5, Study Areas and Approved/Pending Projects, which is on page 3-24 of the June 2018 *Envision Stockton 2040 General Plan Update and Utility Master Plan Supplements Draft EIR*, available here: http://www.stocktongov.com/files/EnvisionStockton2040GP_DEIR.pdf.

a. Excludes Open Window approved project.

b. Excludes Weston Ranch Town Center approved project.

c. Excludes approved/pending projects.

d. Numbers do not always add up due to rounding.

TABLE 2-6: NET NEW APPROVED AND PENDING DEVELOPMENT

	Single-Family Units	Multi-Family Units	Commercial Square Feet	Industrial Square Feet
Approved Within City Limit				
Westlake Villages	2,600	0	0	0
Delta Cove	1,200	400	31,000	0
North Stockton Projects III	2,200	0	0	0
Cannery Park	1,000	200	1,079,000	1,442,000
Nor Cal Logistics Center	0	0	0	6,280,000
Crystal Bay	1,000	400	0	0
Sanctuary	5,500	1,600	692,000	0
Tidewater Crossing	0	0	186,000	11,625,000
Open Window	0	1,400	0	57,000
Weston Ranch Town Center	0	0	481,000	0
Approved/Pending Outside City Limit, Inside SOI				
Mariposa Lakes	9,000	1,600	1,010,000	11,980,000
Airpark 599	0	0	1,679,000	2,200,000
Tra Vigne ^a	1,200	0	0	0

Note: Approved and pending development projects are mapped on Figure 3-5, Study Areas and Approved/Pending Projects, which is on page 3-24 of the June 2018 *Envision Stockton 2040 General Plan Update and Utility Master Plan Supplements Draft EIR*, available here: http://www.stockton.gov/files/EnvisionStockton2040GP_DEIR.pdf

a. Pending; not approved.

Source: City of Stockton and PlaceWorks, 2017.

G. 10- AND 20-YEAR PLANNING HORIZONS

San Joaquin LAFCo's Policies and Procedures call for municipal service reviews and SOI plans to present information on future projections and plans tied to 5- to 10-year and 30-year horizons. LAFCo provides for shorter time frames where applicable general plans have shorter planning periods remaining when the service review is prepared. The City has divided the buildout period into two time frames: 0 to 10 years (2020 to 2030) and 11 to 20 years (2021 to 2040). For each time frame, the City has projected the amount of residential and non-residential development that is expected to occur within the SOI. As discussed above, the City's current SOI has the capacity to accommodate the projected residential, retail, office, and industrial demand in 2040.

Table 2-7 shows the projected development demand according to the 10-year horizon (2020 to 2030) and the balance of the 20-year horizon (2030 to 2040).

TABLE 2-7: DEVELOPMENT DEMAND FORECAST 10-YEAR AND 20-YEAR PLANNING HORIZONS

	2020-2030	2030-2040	Total
Low Growth			
Housing Units	9,876	9,876	19,752
Retail Square Feet (Non-Automotive)	1,650,000	1,650,000	3,300,000
Office Square Feet	3,550,000	3,550,000	7,100,000
Industrial Square Feet	3,100,000	3,100,000	6,200,000
High Growth			
Housing Units	20,515	20,515	41,030
Retail Square Feet (Non-Automotive)	2,450,000	2,450,000	4,900,000
Office Square Feet	3,550,000	3,550,000	7,100,000
Industrial Square Feet	3,100,000	3,100,000	6,200,000

Source: 2040 General Plan, Market Analysis Technical Memorandum, July 20, 2016.

Figure 2-7 shows where annexations within the City’s current SOI would contribute to addressing demand over the 10-year horizon (i.e., prior to 2030). These areas are labeled “2030 planning horizon areas” and include the areas listed below. Any areas that aren’t completely developed by 2030 are assumed to be built out by the end of the 20-year horizon.

- ◆ **Airpark 599 (southeast of City limit):** As indicated in Table 2-6: Net New Approved And Pending Development, this is an approved development project that includes 1.7 million square feet of commercial and office uses and 2.2 million square feet of industrial uses.
- ◆ **Tra Vigne (north of City limit, south of Eight Mile Road):** As indicated in Table 2-6, this is an approved development project that includes 1,200 single-family homes.
- ◆ **Balance of area north of City limit, south of Eight Mile Road:** According to the 2040 General Plan EIR, this area is expected to accommodate up to 1,380 new single-family homes, 1,200 new multi-family homes, and 39,000 square feet of new commercial and office development.
- ◆ **Sanchez annexation project:** This is a pending annexation project that is expected to include approximately 3.1 million square feet of new industrial development.
- ◆ **Archtown annexation projects:** These pending annexation projects include the Archtown Industrial Project, for which a tentative subdivision map has expired, but the applicant intends on submitting a

new map in the near future, and the Arch Road Annexation, which would include approximately 9,100 square feet of new commercial development.

- ◆ **Hammer Lane annexation projects:** These are pending annexation projects that include approximately 12,000 square feet of new commercial development, plus a 144-room hotel.
- ◆ **Unincorporated islands:**⁴ Unincorporated islands included in the 10-year horizon are listed below. Although they lack significant development potential, they are included in the 10-year horizon to facilitate improved service delivery and efficiency.
 - *Rancho San Joaquin:* There are 32 existing housing units in this island.
 - *Wagner Heights North and South:* There are 79 existing housing units and various commercial and office uses in this island.
 - *Weber Grant:* There are 7 existing housing units and various commercial and office uses in this island.
 - *Sperry Tract:* There are 12 existing housing units in this island.
 - *Rose Terrace:* There are 83 existing housing units and a portion of a food processing facility in this island.
 - *Mosswood Park:* There are 439 existing housing units in this island.
 - *El Dorado-Airport:* There are only industrial uses existing in this island.

In total, the areas described above and included in the 10-year horizon can accommodate the following development:

- ◆ 3,780 housing units
 - 2,580 single-family
 - 1,200 multi-family
- ◆ 1.7 million square feet of commercial and office uses

⁴ Information about unincorporated islands is from the December 18, 2018 Executive Officer's Report to the San Joaquin LAFCO, available at <https://www.sjgov.org/uploadedfiles/sjc/departments/lafco/content/december%20agenda%20item%20no.%205%20san%20joaquin%20unincorporated%20islands.pdf>

- ◆ 5.3 million square feet of industrial uses

As Table 2-7 shows, the 10-year demand for residential units ranges from 9,880 units (low-growth) to 20,520 units (high-growth). Although the capacity for development within the 10-year horizon areas outside the City limit would not accommodate that demand, there is capacity within the existing City limit to accommodate the balance. The study areas identified in Table 2-5 are primarily within the city limit; the only study area with residential capacity that is not within the City limit is Study Area 1, Eight Mile Road. In total, the remaining study areas are expected to accommodate 8,020 housing units, which, when combined with the 10-year horizon areas (totaling 11,800 units), can accommodate housing demand in the low-growth scenario. As shown in Table 2-6, there is additional residential development capacity within the approved and pending projects within the City limit to accommodate the remaining demand in the high growth scenario.

For commercial and office space, as shown in Table 2-7, the 10-year demand ranges from 5.2 million square feet (low-growth, combined) to 6 million square feet (high-growth, combined). Although the capacity for development within the 10-year horizon areas outside the City limit would not accommodate that demand, there is capacity within the existing City limit to accommodate the balance. When combined with the study areas within the city limit from Table 2-5, the commercial and office capacity increases to 10.4 million square feet, which can accommodate both demand scenarios.

For industrial space, as shown in Table 2-7, the 10-year demand is 3.1 million square feet. The capacity for development within the 10-year horizon areas outside the City limit would accommodate that anticipated demand.

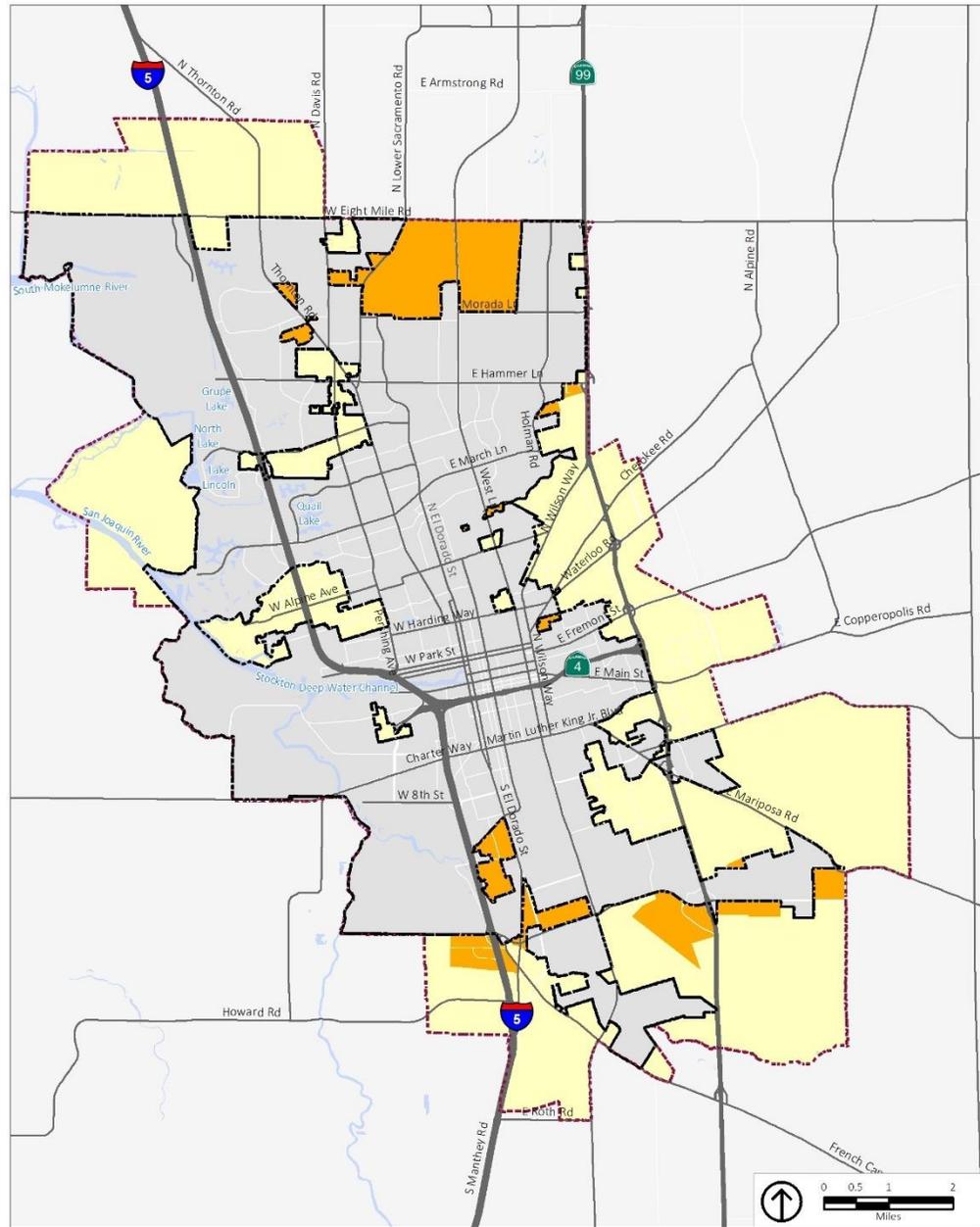
In addition to annexation of the areas shown in Figure 2-7, the City is committed to working in good faith with all stakeholders, including property owners, members of the public, and other government agencies, to prepare feasibility studies regarding the annexation of other unincorporated islands within the SOI.

For demand beyond the 10-year planning horizon, the City assumes areas within the unincorporated SOI that are not shown on Figure 2-7 as partially developed by 2030 will be annexed as necessary after 2030. As described in Section F of Chapter 2, in total, the anticipated development in the City limit and SOI includes:

- ◆ 40,900 new dwelling units
- ◆ 13.8 million square feet of new commercial and office space
- ◆ 35.6 million square feet of new industrial space

This 2040 development projection would accommodate anticipated demand. In the high-growth scenario, the residential demand is expected to be slightly higher than the 2040 development projection (41,030 units, or a difference of 130 units from the 2040 projection). If the high-growth scenario were to occur, there is additional residential development capacity beyond the 2040 development projection for the General Plan, as shown in Table 2-5, which also shows the full buildout potential of the General Plan (i.e., the development of every parcel with the maximum amount of development allowed under the General Plan).

FIGURE 2-7: 10-YEAR PLANNING HORIZON ANNEXATION AREAS



Source: City of Stockton, 2016; Placeworks, 2019; ESRI, 2019.

- 2030 Planning Horizon Areas
- City Limit
- Sphere of Influence

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CHAPTER 3. POPULATION AND EMPLOYMENT PROJECTIONS

This chapter discusses existing population and growth projections for Stockton and its SOI that drive the development demand discussed in Chapter 2 and the associated demand for services. Chapter 5 discusses the present and planned capacity of municipal service providers to meet the demand for services associated with the growth described in this chapter.

A. POPULATION

In May 2016, the San Joaquin Council of Governments (SJCOG) published draft population and employment projections for use in regional transportation planning. Table 3-1 summarizes SJCOG's population projections for Stockton from 2020 through 2040. As the table shows, Stockton is projected to grow to a total population of 432,627 by 2040, an overall increase of 102,898, which equates to an annualized growth rate of 1.44 percent.

**TABLE 3-1: POPULATION PROJECTIONS
CITY OF STOCKTON
2020-2040**

Year	Estimated Population	Net New Population	Compound Growth	Average Annual Growth Rate
2020	329,729			
2025	352,239	22,510	42,320	1.33%
2030	374,939	22,700	65,020	1.26%
2035	401,961	27,022	92,042	1.40%
2040	432,627	30,666	122,708	1.48%
2020-2040				1.44%

Source: San Joaquin Council of Governments, 2016.

The 2040 General Plan Land Use map depicts proposed land use for Stockton within the SOI. The 2040 General Plan identifies enough land for development to accommodate growth through 2040 or beyond based on projections of population prepared by SJCOG described above. As Table 3-1 shows, SJCOG projects that Stockton's population will continue to grow to 432,627 by 2040, an increase of 102,898 over the 2020 population. Tables 2-5 and 2-6 in Chapter 2 show the capacity for development in study areas and pending/approved projects within Stockton's SOI by 2040. In total, development in these areas is projected

to add 40,900 new dwelling units, which would increase the population by 132,200 new residents.

B. EMPLOYMENT

Table 3-2 summarizes SJCOG’s employment projections for Stockton from 2020 through 2040. Employment in Stockton is projected to grow to 149,924 by 2040, an overall increase of 29,540, which equates to an annualized growth rate of 1.16 percent.

**TABLE 3-2: EMPLOYMENT PROJECTIONS
CITY OF STOCKTON
2020-2040**

Year	Estimated Employment	Net New Employment	Compound Growth	Average Annual Growth Rate
2020	120,084			
2025	127,095	7,011	15,412	1.14%
2030	134,288	7,193	22,605	1.11%
2035	142,011	7,723	30,328	1.12%
2040	149,624	7,613	37,941	1.05%
2020- 2040				1.16%

Source: San Joaquin Council of Governments, 2016.

The 2040 General Plan Land Use map depicts proposed land use for Stockton within the SOI. The 2040 General Plan identifies enough land for development to accommodate growth through 2040 or beyond based on projections of employment prepared by SJCOG described above. As Table 3-2 shows, SJCOG projects that employment in Stockton will grow to 149,624 by 2040, an increase of 29,540 over the 2020 employment. Tables 2-5 and 2-6 in Chapter 2 show the capacity for development in study areas and pending/approved projects within Stockton’s SOI by 2040. In total, development in these areas is projected to add 13.8 million square feet of new commercial and office space and 35.6 million square feet of new industrial space, which would increase employment by 63,300 jobs.

C. 2040 GENERAL PLAN GROWTH POLICIES

The City’s 2040 General Plan and 2016 Housing Element provide the framework for future growth within Stockton and its SOI. The General Plan includes policies

and actions for the provision of services to accommodate anticipated growth. These policies and actions include the following:

- ◆ **Policy LU-6.1** Carefully plan for future development and proactively mitigate potential impacts.
- ◆ **Action LU-6.1A** ...When approved development within the city reaches the maximum number of residential units or any of the non-residential square footages projected in the General Plan EIR, require that environmental review conducted for any subsequent development project address growth impacts that would occur due to development exceeding the General Plan EIR's projections...
- ◆ **Action LU-6.1B** Monitor the rate of growth to ensure that it does not overburden the City's infrastructure and services and does not exceed the amounts analyzed in the General Plan EIR.
- ◆ **Action LU-6.1C** Require that vacant unincorporated properties be annexed into the city prior to the provision of any City services, or that a conditional service agreement be executed agreeing to annex when deemed appropriate by the City.
- ◆ **Action LU-6.1D** Require that all utility connections outside the city limit be for land uses that are consistent with the General Plan.
- ◆ **Action LU-6.1E** Do not approve new development unless there is infrastructure in place or planned and funded to support the growth.
- ◆ **Action LU-6.1F** Evaluate and implement adjustments to the Public Facilities Fee structure to encourage development in areas where infrastructure is already present and ensure that non-infill development pays its fair share of anticipated citywide capital facilities and operational costs.
- ◆ **Action LU-6.1G** Maintain adequate staffing levels to support achieving the City's service level goals for police and fire protection.
- ◆ **Action LU-6.2B** Do not approve future annexations or City utility connections unless they are consistent with the overall goals and policies of the General Plan and do not adversely impact the City's fiscal viability, environmental resources, infrastructure and services, and quality of life.
- ◆ **Action LU-6.3A** Require development to mitigate any impacts to existing sewer, water, stormwater, street, fire station, park, or library infrastructure that would reduce service levels.
- ◆ **Action LU-6.3B** Ensure that public facilities, infrastructure, and related land area and other elements are designed and right-of-way is acquired

to meet 2040 planned development requirements to avoid the need for future upsizing or expansion, unless planned as phased construction.

- ◆ **Action LU-6.5A** Require preparation of a fiscal impact analysis for large development projects and proposed annexations to ensure a full accounting of infrastructure and public service costs and to confirm whether revenue enhancement mechanisms are necessary to ensure net fiscal balance or better, and require appropriate fiscal mitigations, when necessary, to ensure the City's ongoing fiscal health and continued viability of the City's General Fund.
- ◆ **Action LU-6.5B** Utilize development agreements as a tool to implement public facilities financing plans and to secure fiscal mitigations and various public benefits from new development projects.
- ◆ **Action LU-6.5D** Continue to utilize developer fees, the City's public facilities fees, and other methods (e.g., grant funding and assessment districts) to finance public facility design, construction, operation, and maintenance.
- ◆ **Policy SAF-3.1** Secure long-term renewable contracts and related agreements to ensure that surface water rights will be available to meet projected demand.
- ◆ **Policy SAF-3.4** Ensure adequate collection, treatment, and safe disposal of wastewater.
- ◆ **Action SAF-3.4A** Require all new urban development to be served by an adequate wastewater collection system to avoid possible contamination of groundwater from onsite wastewater disposal systems.
- ◆ **Policy HE-1.1: Availability of Land.** The City shall maintain sufficient designated and zoned vacant and underutilized sites for housing to achieve a mix of single-family and multi-family development that will accommodate anticipated population growth and the housing needs established in the City's regional housing needs allocation of 11,824 units (1,675 extremely low, 1,482 very low, 2,004 low, 2,103 moderate, 4,560 above moderate).
- ◆ **Policy HE-1.4: Infrastructure and Public Facilities to Support Residential Development.** The City shall take into consideration where housing is planned or likely to be built when preparing plans for capital improvements to expand or improve infrastructure and public facilities that supports new residential development and ensure adequate services.

D. DETERMINATIONS

The 2040 General Plan Land Use map depicts proposed land use for Stockton within the SOI that can accommodate the growth projected by SJCOG. Between 2020 and 2040, SJCOG projects that Stockton's population will grow by 102,898 and its employment by 29,540. Tables 2-5 and 2-6 in Chapter 2 show the capacity for development in study areas and pending/approved projects within Stockton's SOI by 2040. In total, development in these areas is projected to accommodate 132,200 new residents and 63,300 jobs.

As described in Section G of Chapter 2, over the 10- and 20-year horizons, the supply of residential units, commercial and office space, and industrial space would exceed both the low- and high-growth demands identified in a market study that forecast the demands for new residential, retail, office, and industrial space in Stockton by 2040. Demand would be accommodated by a combination of development within the City limit and in the SOI. For the 10-year horizon, demand can mostly be accommodated through development potential in the City limit that does not rely on pending or approved projects, coupled with development potential within the 10-year horizon areas. The one exception is for the high-growth scenario's residential demand, which may need to rely on pending or approved projects within the City limit. For the 20-year horizon, demand can be accommodated through development potential in the City limit, including pending and approved projects, coupled with development potential within the SOI.

The City of Stockton has and will continue to review future growth and population patterns to project growth within its SOI. The 2040 General Plan and 2016 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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CHAPTER 4. DISADVANTAGED UNINCORPORATED COMMUNITIES AND UNINCORPORATED COUNTY ISLANDS

There are hundreds of disadvantaged unincorporated communities (DUCs) throughout California, including more than 200 in the San Joaquin Valley alone. Many of these communities are geographically isolated islands. The living conditions in many of these communities suggest a distinct lack of public and private investment that threatens the health and safety of the residents and fosters economic, social, and educational inequality. Many of these communities lack basic infrastructure, including streets, sidewalks, storm drainage, clean drinking water, and adequate sewer service. In response to these conditions, the State Legislature passed Senate Bill 244 (SB 244) in 2011 with the intent of addressing the legal, financial, and political barriers that contribute to inequality and infrastructure deficits in DUCs. Accounting for these communities in the long-range planning process, as required by SB 244, is one way to ensure a more efficient system for delivery of services and infrastructure, including water, wastewater, storm drainage, and structural fire protection. Furthermore, investment in these services and infrastructure will result in the enhancement and protection of public health and safety for residents of these communities.

Several of the DUCs in the Stockton area are surrounded by the existing city limits and are entirely enveloped by incorporated areas. These unincorporated county “islands” or “pockets” present unique challenges since they are often largely or entirely built-out. Many of these areas are also served by special districts created for the express purpose of serving their limited geography. Furthermore, there are several county islands in Stockton that are not defined as disadvantaged communities. For these reasons, annexation of such islands can be complicated, depending on a variety of factors, including the status of transient occupancy tax or sales tax revenues generated in the island area and the size of the area. Most of the unincorporated islands in the Stockton area, however, fall below the tax generation or size thresholds that would trigger complex negotiations. Following the discussion of DUCs per the requirements of SB 244, this chapter includes a brief description of the unincorporated islands in Stockton.

The analysis contained in this chapter is included as an Appendix in the 2040 General Plan. Analysis of the DUCs in and near Stockton’s SOI demonstrated that services were sufficient, except for wastewater and stormwater systems. The General Plan thus addresses this issue through Action CH-2.3E, stating, “Work with wastewater, water, and stormwater utilities to seek funding to complete sewer, water, and stormwater systems in areas within the SOI where parcels still rely on septic systems, wells, and roadside ditches.” Finally, the City, in coordination with

LAFCO, is currently investigating the feasibility of annexing some unincorporated islands.

A. SB 244 REQUIREMENTS: CITY, COUNTY, LAFCO

The requirements of SB 244 apply differently to cities, counties, and local agency formation commissions (LAFCOs). These differences reflect the distinct physical and social settings of cities and counties and the different institutional authorities and responsibilities of cities, counties, and LAFCOs.

1. Cities and Counties

The requirements for cities and counties focus on their compliance with State Planning and Zoning Law, and particularly on general plans. SB 244 added the following requirements to Government Code Section 65588 concerning general plan land use elements:

- ◆ In the case of a city, an identification of each unincorporated island or fringe community within the City's sphere of influence. In the case of a county, an identification of each legacy community within the boundaries of the county, but not including any area within the sphere of influence of any city. This identification shall include a description of the community and a map designating its location.
- ◆ For each identified community, an analysis of water, wastewater, stormwater drainage, and structural fire protection needs or deficiencies.
- ◆ An analysis, based on then existing available data, of benefit assessment districts or other financing alternatives that could make the extension of services to identified communities financially feasible.

SB 244 also added Section 65302.10 to the Government Code to define the terms used in the legislation as they relate to cities and counties. According to the legislation, the key terms are defined as follows:

- ◆ "Community" means an inhabited area within a city or county that is comprised of no less than 10 dwellings adjacent or in close proximity to one another.
- ◆ "Disadvantaged unincorporated community" means a fringe, island, or legacy community in which the median household income is 80 percent or less than the statewide median household income.
- ◆ "Unincorporated fringe community" means any inhabited and unincorporated territory that is within a city's sphere of influence.

- ◆ “Unincorporated island community” means any inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean.
- ◆ “Unincorporated legacy community” means a geographically isolated community that is inhabited and has existed for at least 50 years.

2. Local Agency Formation Commissions

SB 244 defines DUCs slightly differently for LAFCo than it does for cities and counties. SB 244 identifies a DUC for LAFCo purposes as an inhabited territory, as defined by Section 56046 of the Government Code (i.e., 12 or more registered voters), that constitutes all or a portion of a “disadvantaged community” as defined by Section 79505.5 of the Water Code (i.e., a community with an annual median household income that is less than 80 percent of the statewide annual median household income). SB 244 requires that, in conjunction with sphere of influence reviews or updates occurring after July 1, 2012, LAFCos include determinations concerning the present and planned capacity of public facilities and adequacy of public services for DUCs within or adjacent to the sphere of influence of any city or special district. This includes evaluation of sewer, water, and structural fire protection needs or deficiencies; it does not explicitly include drainage. SB 244 also includes procedural requirements related to approval of proposed annexations contiguous with DUCs.

B. DUC IDENTIFICATION

SB 244 outlines the general characteristics of DUCs but does not provide guidance on how to identify them. To assist local governments in addressing the requirements of SB 244, the Governor’s Office of Planning and Research (OPR) published a technical advisory memo in February 2013. The memo recommends data sources for identifying the income status of communities and mapping sources for identifying “communities” as defined by SB 244. It also referenced methodological guidance prepared by PolicyLink in collaboration with California Rural Legal Assistance. Based on the guidance provided by OPR and Policy, the City of Stockton identified DUCs in the Stockton area by focusing on a combination of income status and parcel density. Following are brief descriptions of the steps the City followed to identify these communities.

1. Income Status

To identify communities that meet the income status defined by SB 244, the City relied on the 2000 Census for income data because it disaggregated data to the Census block group level. The City also reviewed the 2010 Census and more

recent American Community Survey (ACS) data, but the 2010 Census did not include income data and the ACS sample sizes were too small to produce reliable data for unincorporated areas. In 2000, the median household income of California was \$47,493, so the City included in its analysis any census block group with a median income of less than \$37,994 (i.e., 80 percent of the statewide median). In doing so, the City isolated census blocks in unincorporated areas within the City's sphere of influence.

2. Parcel Density

After isolating the census blocks that met the income threshold, the City proceeded with a parcel density analysis to identify "communities" as defined by SB 244. This analysis focused on identifying closely settled places, rather than spread-out rural or semi-rural communities. The City identified areas with a density of at least 250 parcels per square mile, which is comparable to the density of Census Designated Places (unincorporated communities tracked by the Census Bureau). Within these areas, the City then screened to areas with at least 10 dwellings "adjacent or in close proximity to one another" as described by SB 244. In doing so, the City eliminated non-residential areas; areas less than three-quarters of an acre with only one or two houses; and any obvious narrow "slivers" that were a result of GIS layer overlap (e.g., along city limits and census tract overlaps).

3. Communities Identified

The City identified 3 types of DUCs in its analysis: Census Designated Places (CDPs), Island, and Fringe Communities.

- ◆ The CDPs that the City identified are derived from San Joaquin LAFCo's DUC analysis.
- ◆ The Island Communities are located within the city boundaries and SOI.
- ◆ The Fringe Communities are located outside of city boundaries, but within the SOI.

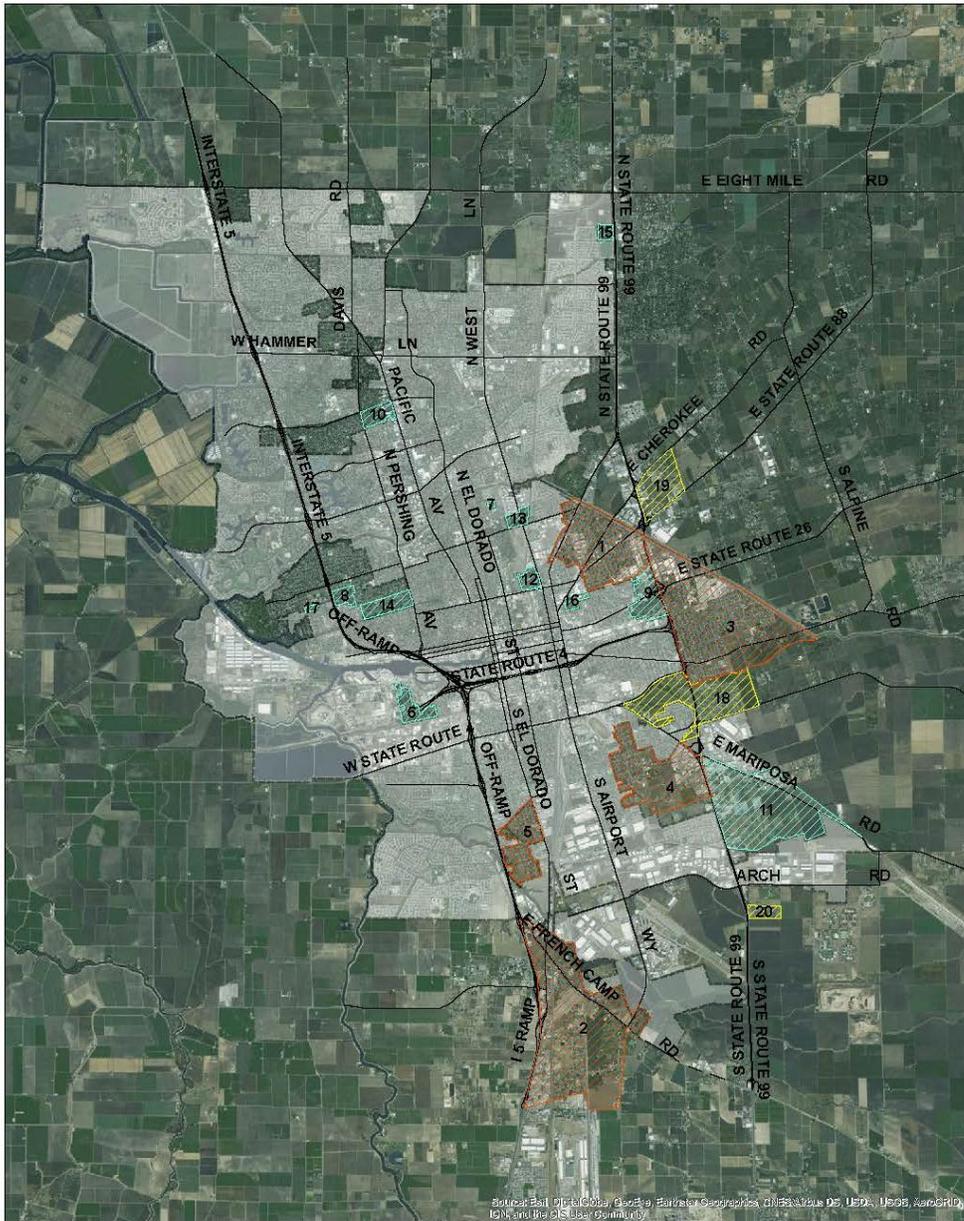
Table 4-1 lists the DUCs in the Stockton area by type, size (in acres), and the number of parcels in each community and Figure 4-1 shows their locations.

TABLE 4-1: CITY OF STOCKTON DUCS

Name	Type	Size (acres)	Parcels
1. August CDP	CDP	805	2,137
2. French Camp CDP	CDP	2,006	606
3. Garden Acres CDP	CDP	1,652	2,901
4. Kennedy CDP	CDP	774	888
5. Taft Mosswood CDP	CDP	310	493
6. Boggs Tract	Island	100	325
7. Sperry Tract	Island	4	10
8. East Interstate 5 Community	Island	51	212
9. Fremont St Community	Island	194	221
10. Holt Ave/Pershing Ave Community	Island	79	252
11. Mariposa Road Community	Island	1,112	223
12. North Oaks Community	Island	52	232
13. West Lane Community	Island	45	195
14. Pershing Ave Community	Island	110	473
15. Waller-Childress Community	Island	35	34
16. Rose Terrace	Island	33	106
17. West Interstate 5 Community	Island	85	22
18. Charter Way Community	Fringe	654	775
19. State Route 88 Community	Fringe	281	143
20. Sunny Road Community	Fringe	59	47

Source: Mintier Harnish, September 2017.

FIGURE 4-1: DISADVANTAGED UNINCORPORATED COMMUNITIES



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

<p>DUCs (CDP)</p> <ul style="list-style-type: none"> 1. August 2. French Camp 3. Garden Acres 4. Kennedy 5. Taft Mosswood 	<p>DUCs (Island)</p> <ul style="list-style-type: none"> 6. Boggs Tract 7. Sperry Tract 8. East Interstate 5 Community 9. Fremont St. Community 10. Holt Ave/Pershing Ave Community 11. Mariposa Road Community 	<ul style="list-style-type: none"> 12. North Oaks Community 13. West Lane Community 14. Pershing Ave Community 15. Waller-Childress Community 16. Rose Terrace 17. West Interstate 5 Community <p>DUCs (Fringe)</p> <ul style="list-style-type: none"> 18. Charter Way Community 19. State Route 88 Community 20. Sunny Road Community <p>City Limits</p>
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C. INFRASTRUCTURE ANALYSIS

Once DUCs have been identified, SB 244 requires an analysis of infrastructure services for each DUC. The City's overall service structure is described in Chapter 5 of this report. This section describes public services within each of the DUCs in the Stockton area consistent with the requirements of SB244.

1. August CDP

The August Community is made up of 2,137 parcels totaling approximately 805 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – This area is covered by the East Stockton Sanitary Sewer Project and is served by the City of Stockton Collection System 4, as defined in the City's Wastewater Master Plan. Service is provided to unincorporated area properties according to out-of-agency agreements. Additional sewer lines and connections consistent with the Wastewater Master Plan would have to be constructed to accommodate growth upon annexation. Thus, in terms of the capacity to serve new development, there are deficiencies in sewer services.

Drainage – Roadside ditches are used to manage stormwater for the community. Because there is no formal storm drain system, there are drainage deficiencies in this area.

Fire – Fire services for this area are provided by Eastside Rural County Fire Protection District which contracts with the City of Stockton Fire Department. The area has access to fire hydrants. There are no fire service deficiencies in this area.

2. French Camp CDP

The French Camp Community is made up of 606 parcels totaling approximately 2,006 acres.

Water – Although this area is covered by the City of Stockton Water Master Plan, it is not currently served by a public water system. Instead, existing development relies on individual wells, many of which have experienced contamination problems over the years (e.g., coliform bacteria, high salt concentration). Through

its Water Master Plan CIP, the City of Stockton has identified the need for water tanks and a network of 12-inch water lines to serve the area. Thus, in terms of the capacity to serve new development, there are deficiencies in water service.

Sewer – Sewer system services in the French Camp area within the Stockton SOI are currently provided by individual septic systems. While there are no reported problems associated with sufficiency of these systems to serve existing development, new wastewater infrastructure will be required to serve additional development. So, there are deficiencies in terms of the capacity to serve new development. The City’s 2035 Wastewater Master Plan outlines a variety of improvements (e.g., gravity sewers, force mains, pump stations) for future services in the area. These are part of the proposed Collection System 13 facilities, which will serve French Camp and other annexation areas south of the city within Stockton’s SOI.

Drainage – Roadside ditches and on-site private drainage ponds are used to manage stormwater for the community. Because there is no formal storm drain system, there are drainage deficiencies in this area.

Fire – Fire services for this area are provided by the French Camp-McKinley Fire District. French Camp Proper has access to fire hydrants and water on the fire trucks and the French Camp Rural has access to fire tenders and water on the fire trucks. There are no fire service deficiencies in this area.

3. Garden Acres CDP

The Garden Acres Community is made up of 2,901 parcels totaling approximately 1,652 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer facilities in part of this area are provided by the East Stockton Sanitary Sewer Project, while the rest of the area relies on septic systems. The City of Stockton Wastewater Management Plan addresses improvement needs in this area (in existing Collection Systems 4 and 6 and a small part of the proposed new Collection System 12). There are only limited connections, therefore there are deficiencies in sewer services in this area.

Drainage – Storm drain services are provided by San Joaquin County through a combination of an underground storm main and roadside ditches. While these

facilities are adequate to serve existing development, they are not sufficient to serve new development, so there are storm drain deficiencies in this area.

Fire – Fire services for this area are provided by Eastside Rural County Fire Protection District which contracts with the City of Stockton Fire Department. The area has access to fire hydrants. There are no fire service deficiencies in this area.

4. Kennedy CDP

The Kennedy Community is made up of 888 parcels totaling approximately 774 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer system services to this area are provided by the City of Stockton through Morrison Gardens Sanitary District facilities. The City's 2035 Wastewater Master Plan outlines a variety of improvements (e.g., gravity sewers, force mains, pump stations) for potential future services in the area. These are part of the proposed Collection System 6 and 7 facilities. Because connections to the public treatment system are limited, there are deficiencies in sewer services in this area. New service lines would need to be constructed to accommodate new development.

Drainage – Storm drain services are provided by San Joaquin County through an underground storm main. There are no storm drain deficiencies in this area.

Fire – Fire services for this area are provided by the Montezuma Fire Protection District. The area includes Montezuma Fire Station #1 and has access to fire hydrants. There are no fire service deficiencies in this area.

5. Taft Mosswood CDP

The Taft Mosswood Community is made up of 493 parcels totaling approximately 310 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address

current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer services are provided to this area by San Joaquin County Public Works through Taft Improvement District No. 52 (south of Walker Slough) and Mosswood Sewer Project facilities (north of Walker Slough), but connections are limited. Thus, there are deficiencies in sewer services in this area with respect to accommodation of new development.

Drainage – Roadside ditches are used to manage stormwater for the community. Because there is no formal storm drain system, there are drainage deficiencies in this area.

Fire – Fire services for this area are provided by the French Camp-McKinley Fire District. The area has access to fire hydrants and all the fire trucks carry water on board. There are no fire service deficiencies in this area.

6. Boggs Tract

Boggs Tract is made up of 325 parcels totaling approximately 100 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – There are no sewers serving Boggs Tract in the southern and eastern parts of the area. The sewer service is deficient and in need of improvement.

Drainage – Roadside ditches are used to manage stormwater for the community. Because there is no formal storm drain system, there are drainage deficiencies in this area.

Fire – Boggs Tract Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #2, located in Stockton. There are no fire service deficiencies in this area.

7. East Alpine Community

The East Alpine Community is made up of 10 parcels fronting Wright Avenue totaling approximately 4 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer system services are provided to this area by the City of Stockton’s Sewer Collection System 2. There are no deficiencies in sewer services in this area.

Drainage – Storm drain services are provided by the City of Stockton through an underground storm main. There are no storm drain deficiencies in this area.

Fire – Eastside Rural County Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #9, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

8. East Interstate 5 Community

The East Interstate 5 Community is made up of 212 parcels totaling approximately 51 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer system services are provided to this area by Pacific Gardens Sanitary District which contracts for treatment by the City of Stockton. There are no deficiencies in sewer services in this area.

Drainage – Storm drain services are provided by San Joaquin County through an underground storm main. There are no storm drain deficiencies in this area.

Fire – The Tuxedo-County Club Rural County Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #6, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

9. Fremont Street Community

The Fremont Street Community is made up of 221 parcels totaling approximately 194 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plans prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – This area is covered by the East Stockton Sanitary Sewer Project and is served by the City of Stockton Collection System 4, as defined in the City’s Wastewater Master Plan. Service is provided to unincorporated area properties according to out-of-agency agreements. Additional sewer lines and connections consistent with the Wastewater Master Plan would have to be constructed to accommodate growth upon annexation. Since there are only limited connections, the sewer system is deficient with respect to accommodation of new development.

Drainage – Roadside ditches are used to manage stormwater for the community. Because there is no formal storm drain system, there are drainage deficiencies in this area.

Fire – Eastside Rural County Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #12, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

10. Holt Avenue/Pershing Avenue Community

The Holt Ave/Pershing Ave Community is made up of 252 parcels totaling approximately 79 acres.

Water – Water is provided to this area by the City of Stockton from groundwater wells and surface water. As documented in the 2015 Urban Water Management Plan prepared for the City of Stockton, the facilities serving the DUCs have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Lincoln Village Maintenance District sewer system services are provided to this area by the City of Stockton Sewer System 2. According to the 2035 Stockton General Plan Infrastructure Evaluation, there is a sewer line that needs improvement in the southern part of the community. Otherwise, there are no deficiencies in sewer services in this area.

Drainage – Storm drain services are provided by San Joaquin County through an underground storm main. There are no storm drain deficiencies in this area.

Fire – Lincoln Rural County Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #4, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

11. Mariposa Road Community

The Mariposa Road Community is made up of 223 parcels totaling approximately 1,112 acres.

Water – Water is provided to this area by California Water Service and the City of Stockton. As documented in the 2015 Urban Water Management Plans prepared for the City of Stockton and Cal Water, the facilities serving the DUCs have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer system services to this area are provided by the City of Stockton through Morrison Gardens Sanitary District facilities. The City's 2035 Wastewater Master Plan outlines a variety of improvements (e.g., gravity sewers, force mains, pump stations) for potential future services in the area. These are part of the proposed Collection System 7 and 8 facilities. Because connections to the public treatment system are limited, there are deficiencies in sewer services in this area.

Drainage – Roadside ditches are used to manage stormwater for the community. Because there is no formal storm drain system, there are drainage deficiencies in this area.

Fire – The Montezuma Fire Protection District provides fire protection services to this area, which has access to fire hydrants. There are no fire service deficiencies in this area.

12. North Oaks Community

The North Oaks Community is made up of 232 parcels totaling approximately 52 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer system services are provided to this area through a City of Stockton Assessment District via Collection System 3. There are no deficiencies in sewer services in this area.

Drainage – Storm drain services are provided by the City of Stockton through an underground storm main. There are no storm drain deficiencies in this area.

Fire – Lincoln Rural Fire District contracts or services with the City of Stockton Fire Department to provide fire protection with the operation of Station #11, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

13. West Lane Community

The West Lane Community is made up of 195 parcels totaling approximately 45 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer system services are provided to this area through a City of Stockton Assessment District via Collection System 3. There are no deficiencies in sewer services in this area.

Drainage – Storm drain services are provided by the City of Stockton through an underground storm main. There are no storm drain deficiencies in this area.

Fire – The Eastside and Lincoln Fire Protection Districts contract with the City of Stockton Fire Department to provide fire protection with the operation of Station #9, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

14. Pershing Avenue Community

The Pershing Avenue Community consists of 473 parcels totaling approximately 110 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plans prepared for Cal Water, the facilities serving the DUCs have sufficient capacity and access to high-quality water supplies to

address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer system services are provided to this area by Pacific Gardens Sanitary District which contracts for treatment by the City of Stockton. There are no deficiencies in sewer services in this area.

Drainage – Storm drain services are provided by San Joaquin County through an underground storm main. There are no storm drain deficiencies in this area.

Fire – The Tuxedo-County Club Rural County Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #6, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

15. Waller-Childress Community

The Waller-Childress Community is made up of 34 parcels totaling approximately 35 acres. It surrounded on the north, south, and west by incorporated areas of Stockton and on the east by Highway 99.

Water – Water is provided to this area by groundwater wells, and the City’s Water Master Plan does not show any plans for extension of public water service to the area. While there are no known deficiencies in water services in this area, annexation or further subdivision of the area would likely require new facilities.

Sewer – Sewer system services in the Waller-Childress area are currently provided by individual septic systems. While there are no known failures with these systems, annexation or further subdivision of the area would require extension and connection with the public sewer system in the adjacent area. Therefore, there are sewer deficiencies in this area with respect to accommodation of new development.

Drainage – Roadside ditches are used to manage stormwater for the community. Because there is no formal storm drain system, there are drainage deficiencies in this area.

Fire – Fire services for this area are provided by the Waterloo Morada Fire District. The area does not have access to fire hydrants, but has access to fire tenders and water on the fire trucks. There are fire service deficiencies in this area for urban uses since there are no fire hydrants.

16. Rose Terrace Community

The Rose Terrace Community is made up of 106 parcels totaling approximately 33 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer facilities in this area are provided by the East Stockton Sanitary Sewer Project to a limited number of properties. Thus, there are deficiencies in sewer services in this area with respect to accommodation of new urban development.

Drainage – Storm drain services are provided by San Joaquin County through an underground storm main. There are no storm drain deficiencies in this area.

Fire – The Eastside Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #9, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

17. West Interstate 5 Community

The West Interstate 5 Community is made up of 22 parcels totaling approximately 10 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer system services are provided to this area by Pacific Gardens Sanitary District which contracts for treatment with the City of Stockton. There are no deficiencies in sewer services in this area.

Drainage – Given the absence of storm drainage infrastructure, there are storm drain deficiencies in this area.

Fire – The Tuxedo-County Club Rural County Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #6, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

18. Charter Way Community

The Charter Way Community is made up of 775 parcels totaling approximately 650 acres. It is bisected by Highway 99 and the AT&SF railroad tracks.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – Sewer facilities in the area east of Highway 99 are provided by the East Stockton Sanitary Sewer Project. The City of Stockton Wastewater Master Plan anticipates the provision of force main and gravity trunk improvements planned between State Route 4 and Charter Way to accommodate growth in the area. Since much of this area is not connected to a public sewer system, there are deficiencies in sewer services in this area.

Drainage – In the area east of Highway 99, storm drain services are provided by San Joaquin County through an underground storm main. The area west of Highway 99 relies on roadside ditches, so there are storm drain deficiencies in this area.

Fire – The Eastside Fire Protection District contracts with the City of Stockton Fire Department to provide fire protection with the operation of Station #12, located in Stockton. The area has access to fire hydrants. There are no fire service deficiencies in this area.

19. State Route 88 Fringe Community

The State Route 88 Fringe Community is made up of 143 parcels totaling approximately 281 acres.

Water – Water is provided to this area by California Water Service as part of the Central Stockton Storage and Distribution system. As documented in the 2015 Urban Water Management Plan prepared for Cal Water, the facilities serving this area have sufficient capacity and access to high-quality water supplies to address current and projected demands. There are no deficiencies in water services in this area.

Sewer – County Service Area 15 (Waterloo-99) provides sewer system services to part of this area. According to the City of Stockton Wastewater Master Plan, there are planned node and gravity trunk improvements throughout most of the area. While there are currently no deficiencies in sewer services in this area, new sewer lines would need to be constructed to accommodate growth in demand.

Drainage – Storm drain services are provided by San Joaquin County through an underground storm main. There are no storm drain deficiencies in this area.

Fire – Fire services for this area are provided by the Waterloo Morada Fire District. The area has access to fire hydrants. There are no fire service deficiencies in this area.

20. Sunny Road Community

The Sunny Road Fringe Community is made up of 47 parcels totaling approximately 59 acres.

Water – Water is provided to this area by groundwater wells, and the City’s Water Master Plan does not show any plans for extension of public water service to the area. While there are no known deficiencies in water services in this area, annexation or further subdivision of the area would likely require new facilities.

Sewer – Sewer system services are provided to this area by the City of Stockton’s Collection System 8, although the homes along Sunny Road rely on septic systems. The City’s 2035 Wastewater Master Plan identifies Sunny Road as a candidate for a new gravity sewer line. Thus, until new this improvement is made, there are sewer deficiencies in this area with respect to accommodation of new urban development.

Drainage – Roadside ditches are used to manage stormwater for the community. Because there is no formal storm drain system, there are drainage deficiencies in this area.

Fire – Fire services for this area are provided by the Montezuma Fire Protection District. The area does not have access to fire hydrants, but has access to fire tenders and water on fire trucks. There are no fire service deficiencies in this area.

D. POTENTIAL FUNDING SOURCES

As summarized above, there are several communities that have stormwater deficiencies and all areas outside of Colonial Heights Maintenance District, Lincoln Village Maintenance District, Pacific Gardens Sanitary District, Country Club Sanitary District, and the City of Stockton Assessment District in the vicinity

of Alpine would need new sewer lines to accommodate growth in demand. There are several ways that services to these areas could be improved, including annexation to the City of Stockton and connection to the City's existing and planned infrastructure. For most of these areas, the City has provided a backbone sanitary sewer system, so connection to public treatment systems is a viable option. Generally, funding sources for other needed system improvements include CFDs, taxes, bonds, grants, and exactions. Some financing mechanisms may, however, be difficult to use because they require voter approval. For this reason, grants are often used for infrastructure improvements to reduce the cost burden for taxpayers, although grant programs can be very competitive and, thus, not a reliable source of funding. Given the City Council's July 2018 decision, the establishment of CFDs may be the most promising way to ensure necessary improvements can be funded and maintained.

In addition to local infrastructure funding mechanisms, there are also funding sources offered by the federal and State government that address existing deficiencies and/or expansion of infrastructure for new development. A summary of each program is provided below:

- ◆ **Community Development Block Grants (CDBG)** – The Community Development Block Grant program is an annual funding mechanism offered by the United States Housing and Urban Development Department. These versatile grants often fund the construction of projects such as water and sewer facilities, recreation facilities, street maintenance, as well as other public work projects.
- ◆ **Integrated Regional Water Management (grants)** – This funding program is offered by the California Department of Water Resources. DWR's IRWM Grant Programs are managed within the Division of IRWM, Financial Assistance Branch, with assistance from DWR's regional offices. The IRWM Grant Programs include IRWM funding for planning, disadvantaged community involvement, implementation, and companion grant programs that support sustainable groundwater planning and water-energy programs and projects.
- ◆ **Proposition 84** – The Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act provides funding from the State Water Resources Control Board. Proposition 84 allows the funding to be used for capital costs on projects that pertain to protecting river, lakes, and streams from excessive stormwater runoff. Such projects that can be funded could be related to the collection of stormwater, and treatment of water to reduce the likelihood of ground contamination.

E. DETERMINATIONS

The DUCs in the Stockton Metropolitan Area are generally well-served by current fire protection and water services providers, but public wastewater collection and storm drain systems are unavailable in many areas. This includes where storm drainage is provided via roadside ditches, with no connections to storm drain systems, as well as several areas where sewer lines would need to be constructed to accommodate growth in demand. In areas where services are deficient, new development, with or without annexation, would require improvements to bring them up to contemporary standards and to accommodate new development. This would include connection to public sewer systems and extension of storm drainage systems, as anticipated by the City's Wastewater Master Plan and Stormwater Management Plan in several areas. Also, in some DUCs, as with other areas within the City's SOI, fire protection services are provided by independent fire protection districts.

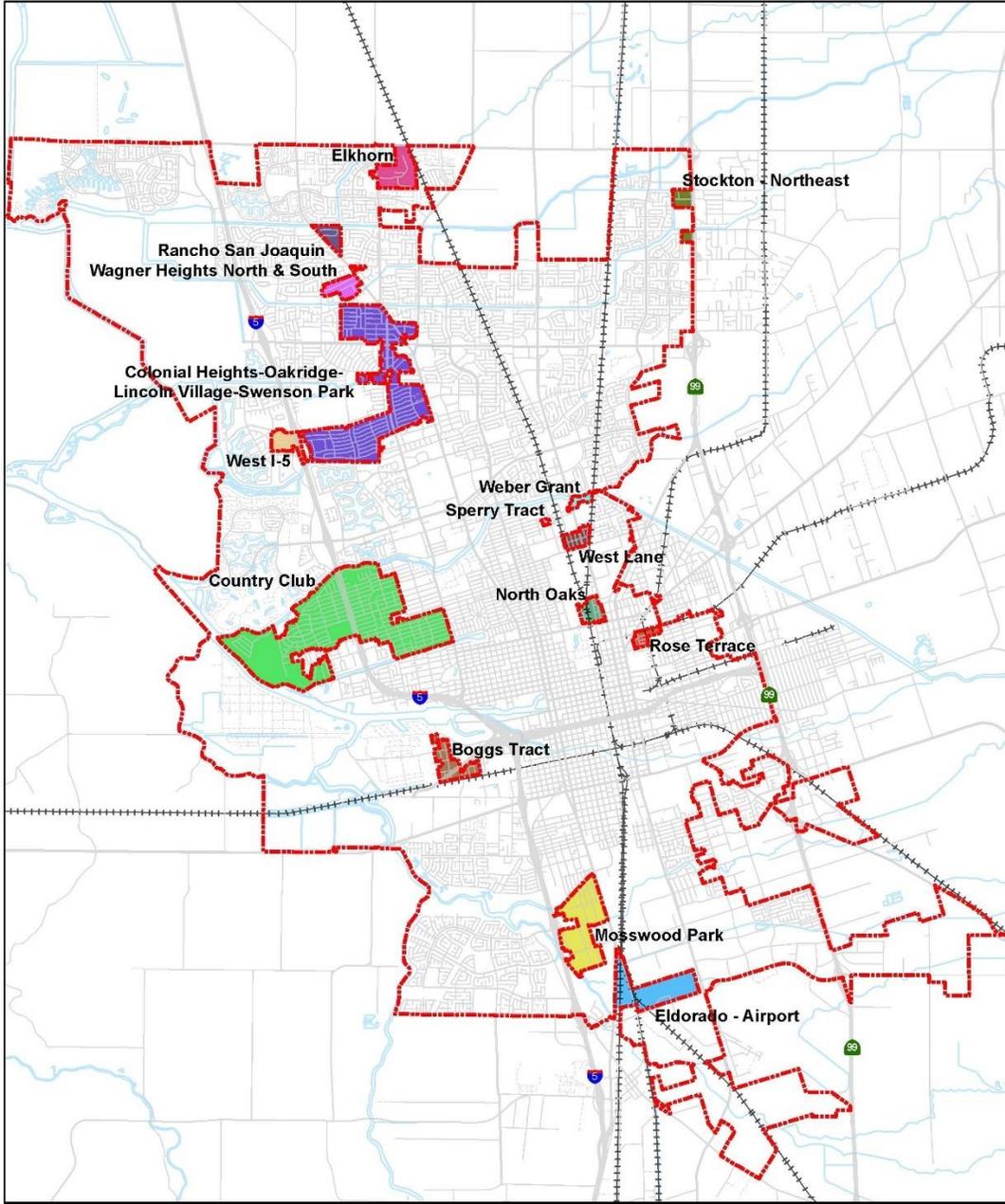
F. UNINCORPORATED COUNTY ISLANDS

As described at the beginning of this chapter, Stockton has many unincorporated islands, some of which are described above as DUCs, but many of which do not meet the criteria to be classified as DUCs. Annexation of these islands would establish a more seamless urban fabric that could enable a less fragmented system of service delivery. Additionally, incorporating these islands into the surrounding city allows residents to have a voice in the decision-making process for Stockton.

Following is a list of the 15 unincorporated islands surrounded by the City of Stockton's current city limits (see Figure 4-2), including notations concerning their relationships, if any, to the DUCs described above.

- | | |
|---|---|
| ◆ Stockton Northeast | ◆ West Lane (coterminous with West Lane DUC) |
| ◆ Elkhorn | ◆ Country Club (includes East I-5, Pershing Ave, and West I-5 DUCs) |
| ◆ Rancho San Joaquin | ◆ North Oaks (coterminous with North Oaks DUC) |
| ◆ Wagner Heights North and South | ◆ Rose Terrace (coterminous with Rose Terrace DUC) |
| ◆ Colonial Heights-Oakridge-Lincoln Village-Swenson Park (includes Holt Ave/Pershing Ave DUC) | ◆ Boggs Tract (coterminous with Boggs Tract DUC) |
| ◆ West I-5 | ◆ Mosswood Park (coterminous with Taft Mosswood DUC) |
| ◆ Weber-Grant | ◆ El Dorado-Airport |
| ◆ Sperry Tract (coterminous with Sperry Tract DUC) | |

FIGURE 4-2: UNINCORPORATED COUNTY ISLANDS



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CHAPTER 5. CAPACITY OF FACILITIES AND ADEQUACY OF SERVICES

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 which are provided through contract agencies or special districts, sometimes in combination with the City:

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

A. FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

The Stockton Fire Department serves the area within the city limits of Stockton and a portion of its surrounding unincorporated area under contract with four rural districts. A portion of the southern part of the city is served by rural fire districts. The Fire Department estimates the total population served is about 336,000. With line suppression personnel (i.e., firefighters) of 181, the ratio of firefighters to population served is 1 to 1,856. The department is also supported by 24 civilian employees.

1. Contract Services

The Stockton Fire Department has provided fire protection and emergency medical services to the Lincoln, Eastside, and Tuxedo-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 to about 86 square miles.

Within San Joaquin County, 19 fire districts, one community facility district (i.e., Mountain House), and four city fire departments participate in a non-fee-based General Mutual Aid Contract. This contract, which is typical for countywide 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 5-1.

Ten rural fire districts have at least part of their service areas within the city of Stockton SOI. Table 5-1 lists these districts and shows how much of their services areas (in percentage and acreage) are within Stockton's SOI.

TABLE 5-1: RURAL FIRE DISTRICTS IN STOCKTON SOI

Fire District	Current Service Area (Acres)	% of Area within the SOI	Area within SOI (Acres)
Boggs Tract	99	100%	99
Collegeville	18,185	19%	3,455
Country Club	1,314	100%	1,314
Eastside	7,451	49%	3,651
French Camp-McKinley	8,419	52%	4,378
Lathrop-Manteca	54,248	2%	1,085
Lincoln	8,084	68%	5,497
Montezuma	5,796	100%	5,796
Waterloo-Morada	24,818	12%	2,978
Woodbridge	101,364	5%	5,068

Source: San Joaquin County LAFCo, Final Municipal Service Review, Rural Fire Protection Districts, October 21, 2011.

As noted above, the City of Stockton provides contractual fire services to the Boggs Tract, Eastside, Lincoln, and Tuxedo-Country Club Fire Protection Districts (FPDs). These districts cover unincorporated areas in Stockton's SOI, and Boggs Tract and Country Club are entirely within Stockton's SOI. These districts pay for services based on the proportion of the cost for fire service as calculated by the ratio of assessed property value in the districts to the total assessed property value in the city. This contractual arrangement has worked well in that these areas receive a high level of service with some of the lowest per capita cost for the delivery of any of the fire districts in San Joaquin County. The MSR for Rural Fire Protection Districts in San Joaquin County (October 2011) recommends that those areas within the City's ten-year planning horizon of the sphere of influence plan should be annexed to the city of Stockton. At this time, the City does not have a definitive program or timeline to annex these properties.

Waterloo-Morada, Montezuma, and French Camp-McKinley share some similar characteristics with the contract districts in that they are adjacent to the city of Stockton and are partially or totally within the City's SOI. In the case of the Montezuma FPD, the entire district is within the City's SOI and would be a candidate for contractual consideration, with the cost to provide service to the airport being a key determinant. In the case of French Camp-McKinley and Waterloo-Morada, their long-standing separate community identity may prevent any successful arrangement with the City of Stockton.

2. Stations and Equipment

The Stockton Fire Department has 12 fire stations located throughout the city and relies on approximately 7,000 hydrants in key locations to provide adequate water for the surrounding development. Table 5-2 lists the location of and company/division for each fire station. The locations of the stations are shown in Figure 5-1.

Necessary relocation and reconstruction of deteriorating firehouses such as Fire Company No. 6 and Fire Company No. 3 have been deferred due to lack of funds for capital improvements. Fire Company No. 6 was temporarily closed for approximately eight months to complete emergency health and safety maintenance and repair work. The Station has returned to normal operations. Various station repairs and improvements are incorporated with the 2019-2024 Capital Improvement Plan. The Department's FY 2019-20 Annual Budget includes funding for the replacement of aging equipment and maintenance that are critical in fire operations.

FIGURE 5-1: FIRE DISTRICTS AND STATIONS

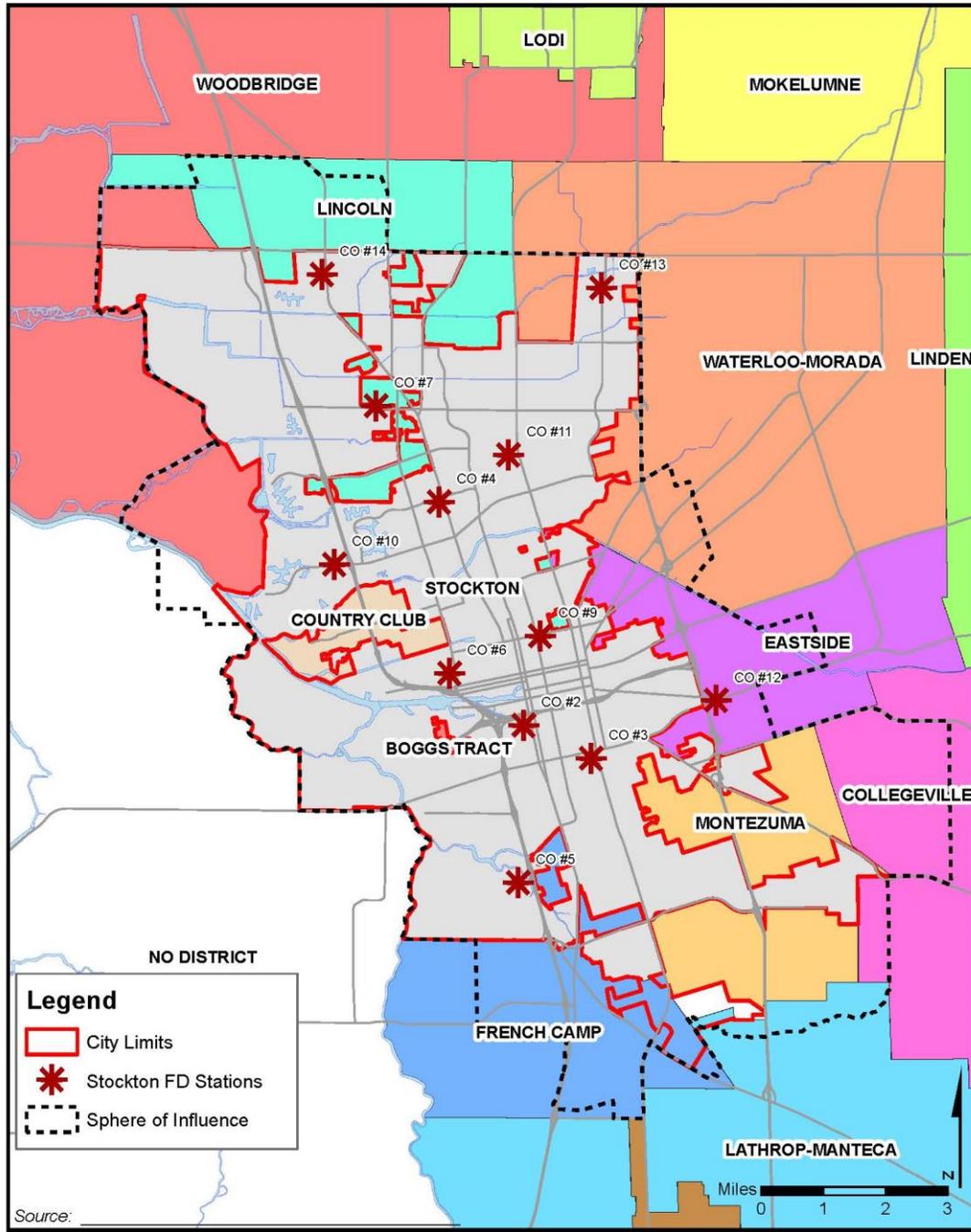


TABLE 5-2: FIRE STATIONS, EQUIPMENT, AND SERVICES (2015-16)

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

Source: City of Stockton Fire Department, November 2016.

The Stockton Fire Department maintains one engine company at each fire station and a truck company at Stations 2, 3, and 4. 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 3
- ◆ Swift Water and Dive Rescue Team – Station 6
- ◆ Urban Search and Rescue Team – Station 2

The stations also use the following special equipment:

- ◆ Mobile Command Unit
- ◆ HazMat Response Van
- ◆ HazMat Decon Unit
- ◆ 2 Metropolitan Medical Response Trailers
- ◆ Medical Reserve Corps Trailer
- ◆ Technical Rescue Unit
- ◆ Foam Trailer
- ◆ 2 Foam Trailers with eight 275-gallon totes of AFFF-ATC (foam)
- ◆ Trailer with twelve 55-gallon drums of AFFF (foam)
- ◆ 2 Fire Hydrant Repair/Maintenance Trucks
- ◆ 2 Fire Apparatus Mechanic Vans
- ◆ 7 Off-road Grass Rigs
- ◆ Type 1 USAR Trailer

- ◆ OES Type 1 Engine
- ◆ OES Type 1 Search & Rescue / Swift Water & Dive Rescue Vehicle

3. Staffing Levels

As Table 5-3 indicates, all engines are staffed with a three-person crew, and all trucks are staffed with a crew of four. 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.

TABLE 5-3: FIRE DEPARTMENT STAFFING (2019)

Companies	Staff	Staff per Unit
Engines 2, 3, 4, 5, 6, 7, 9, 10, 11, 12, 13, 14	Captain, Engineer, Firefighter (at least 2 of the 3 personnel are paramedics)	3
Trucks 2, 3, 7	Captain, Engineer, Tiller Operator, Firefighter	4
Battalion 1 and 2	Battalion Chief Officer	1
Operator	Chief's Operator	1

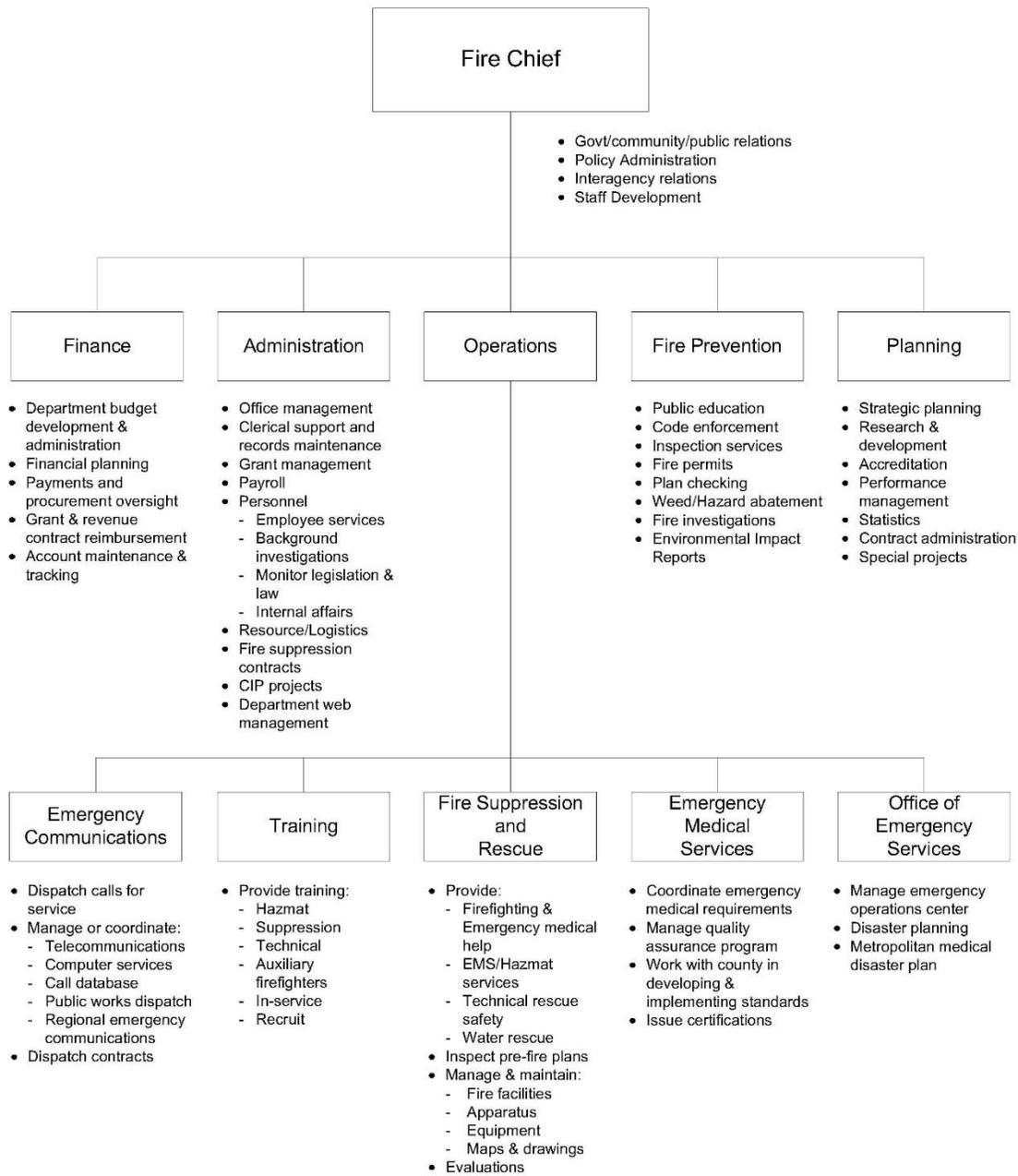
Source: City of Stockton Fire Department, 2019;

<http://www.stocktongov.com/government/departments/fire/aboStaf.html>.

4. Department Divisions and Teams

The Stockton Fire Department comprises five main divisions: Administration, Operations, Communications, Fire Prevention, and Training. These divisions work together to provide services in an orderly and efficient manner. Figure 5-2 shows the overall organization of the Fire Department.

FIGURE 5-2: FIRE DEPARTMENT ORGANIZATION



5. Emergency Response

The Stockton Fire Department provides emergency response services within the city limits and to four adjoining county fire districts (Boggs Tract, Tuxedo-Country Club, Eastside and Lincoln FPDs). In 2018, the Stockton Fire Department responded to more than 48,000 emergencies. This averaged approximately 130 calls per day and covered a wide range of services to the community. Table 5-4 shows a breakout of the type of calls and the number of calls for the year.

TABLE 5-4: EMERGENCY CALLS BY TYPE (2018)

General Property Use	Number of Calls	Percent
Fire	3,479	7
EMS/Rescue	26,724	55
Hazardous Condition	683	1
Other	18,000	37
Total	48,886	100

Source: City of Stockton, 2019-2020 Annual Budget, June 2019.

The Stockton Fire Department uses call assignments to respond to emergency calls. Table 5-5 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.

TABLE 5-5: STOCKTON FIRE DEPARTMENT CALL ASSIGNMENTS

Emergency	Typical Response Team	Average Response Time
Standard Structure Fire	4 Engines, 2 Trucks, 2 Battalion Chiefs, 1 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, 1 Off-road Grass Rig	3-4 minutes
Hazardous Materials Incidences	1 Engine, Engine 3, Truck 3, 1 Battalion Chief, 1 Chief's Operator	4-10 minutes
Emergency Medical Service	Typically, 1 Engine or 1 Truck, 1 Ambulance	4 minutes
Urban Search and Rescue	1 Engine, Engine 2, Truck 2, 1 Battalion Chief, 1 Chief's Operator	4-6 minutes
Urban Search and Rescue (Confined Space)	1 Engine, Engine 2, Truck 2, Rescue 2, 1 Battalion Chief, 1 Chief's Operator, 1 Ambulance, Hazmat Team	4-6 minutes
Water Rescue	1 Engine, Water Rescue 6, 1 Battalion Chief, Truck 2, 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: City of Stockton Fire Department, August 2018.

6. Fire Department Response Times

The Stockton Fire Department maintains response time information for all units that are dispatched (i.e., engines, trucks, grass rigs) in response to all types of calls (i.e., fire, fire alarm, grass fire, medical, vehicle). Response times are disaggregated into the following components:

- ◆ Received to Dispatch Time: The time it takes dispatch center staff to determine the nature of the emergency and alert appropriate emergency responders. The Stockton Fire Department dispatch center receives 911 calls from a number of different sources. The dispatch processing time reported begins when the call is answered in the fire dispatch center.
- ◆ Turn Out Time: The time between the initial notification to emergency responders and the time they begin traveling to the emergency incident location.
- ◆ Travel Time: The time an emergency resource is driving to the location of the emergency.
- ◆ Total Time to Arrival: The time from receipt of the 911 call until the emergency response resource arrives at the incident location.

The National Fire Protection Association (NFPA) publishes guidelines “to improve the methods of fire protection and prevention” and to establish “proper safeguards against loss of life and property” due to fire. This includes the NFPA 1710 Guidelines, which established “a comprehensive, uniform and practical standard governing fire and rescue service deployment by career fire departments throughout North America.” According to NFPA 1710, fire departments should establish a “time objective of four minutes or less for the arrival of the first arriving engine company at a fire suppression incident and/or eight minutes or less for the deployment of full first alarm assignment at a fire suppression incident.” The Stockton General Plan (see fire response times under Goal SAF-1) reflects this standard, with criteria for station needs keyed to the four-minute objective for the first engine company’s travel time and the eight-minute objective for the full alarm assignment’s travel time.

Table 5-6 summarizes the citywide response times for engines responding to calls during fiscal year 2015-16. Response times are tracked for both average and the 90th percentile.

**TABLE 5-6: RESPONSE TIMES: ALL CALL TYPES, CITYWIDE
JULY 2015 THROUGH JUNE 2016**

Call Type	Received to Dispatch		Turn out Time		Travel Time		Total Time to Arrival	
	90th		90th		90th		90th	
	Average	Percentile	Average	Percentile	Average	Percentile	Average	Percentile
Fire	0:00:56	0:01:36	0:01:16	0:02:00	0:04:14	0:07:01	0:06:38	0:08:26
Fire Alarm	0:00:37	0:01:03	0:01:07	0:01:48	0:04:09	0:07:01	0:06:02	0:08:16
Grass Fire	0:00:58	0:01:48	0:01:06	0:01:54	0:04:45	0:08:18	0:07:04	0:09:28
Medical	0:00:20	0:00:35	0:01:10	0:01:53	0:04:00	0:06:01	0:05:34	0:07:22
Other	0:00:47	0:01:16	0:01:10	0:01:45	0:03:46	0:07:06	0:05:51	0:08:02
Vehicle	0:00:35	0:01:01	0:01:06	0:01:49	0:03:45	0:06:15	0:05:23	0:07:34
Grand Total	0:00:30	0:01:03	0:01:11	0:01:54	0:04:03	0:06:17	0:05:47	0:07:37

Source: City of Stockton Fire Department, August 2018.

As Table 5-6 shows, the average total response time for all types of calls was 5:47. The shortest average response times were for vehicle accidents, which happen on roadways, where emergency access is the most convenient. The longest average response times were for grass fires, where emergency access is least convenient. The average travel time for fire incidents was 4:14, which exceeds the General Plan standard for the first engine company's travel time to be four minutes or less.

Table 5-7 through Table 5-11 summarize the response times for all engine units operated by the Department (one per station) for each type of call that is tracked. This information provides a station-by-station comparative frame of reference.

**TABLE 5-7: RESPONSE TIMES: FIRES BY ENGINE UNIT
JULY 2015 THROUGH JUNE 2016**

Engine #	Received to Dispatch		Turn out Time		Travel Time		Total Time to Arrival	
	90th		90th		90th		90th	
	Average	Percentile	Average	Percentile	Average	Percentile	Average	Percentile
E2	0:00:54	0:01:33	0:01:06	0:01:51	0:03:29	0:05:38	0:04:37	0:08:23
E3	0:00:55	0:01:39	0:01:11	0:01:51	0:03:49	0:06:11	0:04:59	0:08:28
E4	0:00:55	0:01:35	0:01:09	0:01:46	0:03:59	0:06:10	0:05:15	0:08:42
E5	0:01:01	0:01:46	0:01:22	0:02:08	0:04:49	0:07:01	0:06:30	0:11:01
E6	0:00:56	0:01:36	0:01:10	0:01:46	0:04:17	0:06:52	0:05:42	0:09:26
E7	0:00:56	0:01:39	0:01:03	0:01:44	0:04:05	0:06:20	0:05:05	0:09:12
E9	0:00:55	0:01:38	0:01:06	0:01:51	0:03:43	0:05:58	0:04:54	0:08:55
E10	0:00:59	0:01:43	0:01:19	0:01:59	0:04:54	0:07:34	0:06:10	0:10:24
E11	0:00:57	0:01:37	0:01:13	0:01:53	0:03:50	0:06:05	0:05:03	0:08:43
E12	0:00:57	0:01:37	0:01:19	0:02:01	0:04:38	0:07:27	0:05:57	0:10:56
E13	0:01:02	0:01:50	0:01:12	0:02:00	0:04:52	0:08:36	0:06:05	0:11:12
E14	0:01:05	0:01:57	0:01:12	0:01:54	0:04:44	0:07:20	0:05:57	0:10:48
Grand Total	0:00:56	0:01:41	0:01:11	0:01:54	0:04:02	0:06:46	0:05:16	0:09:41

Source: City of Stockton Fire Department, August 2018.

**TABLE 5-8: RESPONSE TIMES: FIRE ALARMS BY ENGINE UNIT
JULY 2015 THROUGH JUNE 2016**

Engine #	Received to Dispatch		Turn out Time		Travel Time		Total Time to Arrival	
	90th		90th		90th		90th	
	Average	Percentile	Average	Percentile	Average	Percentile	Average	Percentile
E2	0:00:36	0:01:01	0:01:07	0:01:46	0:03:41	0:06:27	0:04:51	0:08:18
E3	0:00:41	0:01:14	0:01:09	0:01:48	0:05:03	0:08:07	0:06:19	0:10:23
E4	0:00:36	0:01:02	0:01:02	0:01:44	0:03:43	0:05:58	0:04:43	0:07:25
E5	0:00:37	0:01:02	0:01:10	0:01:48	0:04:37	0:06:43	0:05:49	0:09:23
E6	0:00:35	0:00:58	0:01:05	0:01:41	0:04:13	0:06:19	0:05:20	0:08:27
E7	0:00:37	0:01:05	0:01:02	0:01:45	0:03:33	0:05:16	0:04:38	0:07:17
E9	0:00:38	0:01:04	0:00:59	0:01:38	0:03:15	0:05:28	0:04:15	0:07:01
E10	0:00:35	0:01:02	0:01:07	0:01:46	0:03:57	0:06:28	0:05:10	0:09:13
E11	0:00:36	0:00:57	0:01:09	0:01:46	0:03:43	0:05:51	0:04:54	0:08:01
E12	0:00:34	0:00:58	0:01:15	0:01:59	0:04:43	0:09:01	0:06:04	0:11:27
E13	0:00:36	0:00:59	0:00:59	0:01:33	0:05:14	0:08:01	0:06:06	0:10:15
E14	0:00:36	0:01:00	0:01:08	0:01:48	0:04:31	0:06:59	0:05:40	0:08:56
Grand Total	0:00:36	0:01:02	0:01:06	0:01:45	0:03:58	0:06:43	0:05:07	0:08:50

Source: City of Stockton Fire Department, August 2018.

**TABLE 5-9: RESPONSE TIMES: GRASS FIRES BY ENGINE UNIT
JULY 2015 THROUGH JUNE 2016**

Engine #	Received to Dispatch		Turn out Time		Travel Time		Total Time to Arrival	
	90th		90th		90th		90th	
	Average	Percentile	Average	Percentile	Average	Percentile	Average	Percentile
E2	0:00:50	0:01:31	0:01:06	0:01:54	0:03:31	0:06:10	0:04:44	0:08:44
E3	0:00:50	0:01:36	0:01:03	0:01:53	0:04:15	0:07:14	0:05:13	0:11:50
E4	0:01:10	0:01:43	0:01:11	0:01:45	0:05:07	0:07:41	0:06:09	0:09:34
E5	0:01:03	0:01:56	0:01:10	0:02:08	0:04:56	0:07:57	0:07:55	0:11:50
E6	0:00:59	0:01:49	0:01:08	0:01:34	0:04:53	0:06:49	0:05:58	0:10:37
E7	0:01:07	0:01:56	0:01:08	0:02:01	0:06:30	0:13:50	0:07:38	0:18:57
E9	0:01:05	0:01:57	0:01:09	0:01:58	0:04:52	0:06:53	0:06:01	0:09:52
E10	0:01:08	0:02:04	0:01:08	0:02:06	0:05:09	0:09:13	0:06:20	0:12:19
E11	0:01:02	0:01:48	0:01:04	0:01:53	0:04:44	0:07:34	0:06:51	0:11:06
E12	0:01:02	0:01:53	0:01:14	0:01:58	0:05:55	0:10:19	0:09:01	0:13:20
E13	0:01:29	0:03:24	0:00:58	0:01:30	0:05:31	0:07:57	0:06:27	0:11:35
E14	0:01:08	0:02:30	0:01:06	0:01:36	0:06:14	0:08:34	0:06:59	0:11:07
Grand Total	0:00:58	0:02:01	0:01:07	0:01:51	0:04:34	0:08:21	0:06:03	0:11:44

Source: City of Stockton Fire Department, August 2018.

**TABLE 5-10: RESPONSE TIMES: MEDICAL CALLS BY ENGINE UNIT
JULY 2015 THROUGH JUNE 2016**

Engine #	Received to Dispatch		Turn out Time		Travel Time		Total Time to Arrival	
	90th		90th		90th		90th	
	Average	Percentile	Average	Percentile	Average	Percentile	Average	Percentile
E2	0:00:21	0:00:36	0:01:09	0:01:51	0:03:15	0:04:52	0:04:25	0:06:36
E3	0:00:20	0:00:35	0:01:08	0:01:46	0:03:56	0:06:00	0:05:06	0:07:36
E4	0:00:20	0:00:36	0:01:07	0:01:49	0:03:44	0:05:23	0:05:28	0:07:05
E5	0:00:17	0:00:28	0:01:17	0:02:01	0:04:27	0:06:21	0:05:48	0:08:10
E6	0:00:21	0:00:37	0:01:09	0:01:48	0:04:13	0:06:04	0:05:26	0:07:48
E7	0:00:19	0:00:33	0:01:06	0:01:48	0:03:55	0:05:37	0:05:06	0:07:19
E9	0:00:19	0:00:34	0:01:03	0:01:48	0:03:25	0:05:11	0:04:32	0:06:47
E10	0:00:20	0:00:36	0:01:16	0:01:57	0:04:21	0:06:13	0:05:41	0:08:05
E11	0:00:18	0:00:31	0:01:14	0:01:57	0:03:51	0:05:34	0:05:08	0:07:21
E12	0:00:19	0:00:32	0:01:16	0:02:06	0:04:06	0:06:29	0:05:22	0:08:17
E13	0:00:19	0:00:31	0:01:11	0:01:56	0:04:37	0:06:36	0:05:49	0:08:19
E14	0:00:19	0:00:35	0:01:14	0:01:52	0:04:54	0:06:55	0:06:13	0:08:45
Grand Total	0:00:19	0:00:34	0:01:10	0:01:53	0:03:55	0:05:56	0:05:12	0:07:41

Source: City of Stockton Fire Department, August 2018.

**TABLE 5-11: RESPONSE TIMES: VEHICLE ACCIDENT CALLS BY ENGINE UNIT
JULY 2015 THROUGH JUNE 2016**

Engine #	Received to Dispatch		Turn out Time		Travel Time		Total Time to Arrival	
	90th		90th		90th		90th	
	Average	Percentile	Average	Percentile	Average	Percentile	Average	Percentile
E2	0:00:34	0:01:02	0:01:02	0:01:38	0:03:32	0:05:37	0:04:44	0:07:30
E3	0:00:33	0:01:01	0:01:04	0:01:39	0:03:40	0:05:59	0:04:35	0:08:07
E4	0:00:26	0:00:47	0:00:55	0:01:31	0:02:53	0:04:09	0:03:43	0:05:34
E5	0:00:39	0:01:09	0:01:11	0:01:49	0:04:08	0:06:49	0:05:19	0:08:51
E6	0:00:34	0:00:59	0:01:04	0:01:39	0:03:51	0:05:36	0:04:50	0:07:29
E7	0:00:29	0:00:52	0:01:02	0:01:41	0:03:29	0:05:47	0:04:26	0:07:48
E9	0:00:28	0:00:52	0:00:52	0:01:30	0:03:11	0:04:52	0:04:01	0:06:20
E10	0:00:33	0:00:53	0:01:12	0:01:50	0:03:43	0:05:30	0:04:47	0:07:36
E11	0:00:25	0:00:49	0:01:02	0:01:37	0:03:16	0:05:13	0:04:07	0:06:55
E12	0:00:39	0:01:09	0:01:11	0:01:57	0:04:25	0:07:17	0:05:41	0:09:28
E13	0:00:29	0:00:50	0:01:02	0:01:42	0:03:48	0:06:13	0:04:33	0:07:29
E14	0:00:36	0:01:00	0:01:07	0:01:50	0:04:16	0:06:43	0:05:17	0:08:31
Grand Total	0:00:32	0:00:57	0:01:03	0:01:42	0:03:35	0:05:49	0:04:35	0:07:39

Source: City of Stockton Fire Department, August 2018.

As these tables show, the more centrally-located, urban stations in the city (e.g., 2, 3, 4, 9, 11) tend to have the shortest average response times for most types of calls, and they are meeting the General Plan fire response time standard of four minutes or less travel time for the first arriving engine. Conversely, the stations

on the city's periphery (e.g., 5, 12, 13, 14) tend to have the longest average response times, and they are not meeting the General Plan fire response time standard. This pattern is typical of response times in the fire protection field, with urban stations having faster response times than suburban or rural stations. The response time by call type is also typical, with most stations experiencing the shortest response times for vehicle accidents (with the most convenient access) and the longest response times for grass fires (with the least convenient access). While there are some departures from these patterns, there do not appear to be any significant disparities from station to station or by type of call.

Note that the above tables address only the response times for calls to the City of Stockton Fire Department, including calls for service within unincorporated county islands that the Fire Department serves through contract services. They do not cover response times to areas within the SOI that are currently served by rural fire protection districts (e.g., Waterloo-Morada, Eastside, Montezuma). Response times for these districts were addressed in an MSR prepared by San Joaquin LAFCo in 2011. That MSR concluded that response times for the rural fire protection districts serving the Stockton SOI were generally greater than the Stockton Fire Department's for areas within the city limits. The report did not, however, distinguish between calls for service in the more urban areas on the periphery of Stockton and the rural parts of their service areas. It is likely that response times by the rural fire protection districts to calls within the SOI were considerable shorter than their overall response times.

7. Fire Department ISO Rating

The Insurance Service Office (ISO) is an organization that provides statistical information on risk for use by the insurance industry. ISO periodically publishes an "ISO Rating" or "Public Protection Classification (PPC)" for fire departments based on a 1-to-10 scale, with 1 being the best. The rating is derived from an in-depth evaluation of the city's fire department, emergency communications, water supply, and community risk reduction (fire prevention). ISO ratings have an effect on insurance rates, but the differences at the higher end of the scale are relatively minor (e.g., moving from a rating of 2 to a rating of 1 results in little or no difference in homeowner rates).

The Stockton Fire Department had previously achieved an ISO rating of 1. Following the Great Recession and the City's subsequent financial crisis, the Fire Department was no longer able to maintain its level 1 rating, and its rating dropped to level 3. The last survey brought it to a level 2, which is where it stands currently (2019). After the rating was reduced to level 3, the Fire Department bolstered its emergency response capabilities by establishing a mutual aid agreement with the Woodbridge Fire District and an automatic aid agreement with the Waterloo Morada Fire District.

8. 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 5-12 provides a breakout for Stockton's FY 2019-20 Budget.

TABLE 5-12: STOCKTON FIRE DEPARTMENT BUDGET (FY 2019-20)

Fund	Budget
General Fund	\$45,767,332
Emergency Communication	\$3,389,147
Development Services	\$2,811,686
Measure W	\$5,435,747
Special Revenue	\$49,259
Total	\$57,453,171

Source: City of Stockton Annual Budget: Fiscal Year 2019-20; June 2019.

9. Fire Protection Determinations

The Stockton Fire Department is providing adequate services to its current customers (including both within most of the city limits and in contracted service areas). Continued growth within the SOI will increase the overall demand on fire protection services, including the typical range of service calls (e.g., structure fires, car fires, electrical fires, emergency medical response). The Department has the staffing and equipment to meet current service demands and response time standards. Future obligations for service delivery will be analyzed on an individual basis to determine the potential impact on service delivery and the potential need for additional facilities, vehicles, equipment, and personnel to maintain adequate response times consistent with the City's General Plan fire response times standards.

City growth will also impact the rural fire districts providing services in city expansion areas, including Montezuma, French Camp, Waterloo-Morada, and Woodbridge. In October 2011, LAFCo adopted a service review for the rural fire districts in San Joaquin County, including those providing services in the Stockton Metropolitan Area. That report recommended that districts with contractual arrangements with Stockton for areas in the City's 10-year planning horizon for annexations be annexed (Final Municipal Service Review, Rural Fire Protection Districts, San Joaquin County, "Stockton Contract District Alternatives," p. 64, October 21, 2011). As part of the annexation process, the City will have to demonstrate that it has the capacity to provide services. In cases where the City annexes these areas, the boundaries of the rural fire districts currently providing services will be reduced in territory, which may have a long-term financial impact on those districts. San Joaquin LAFCo has adopted a policy

that requires the Commission to consider the adverse impact of annexation on the other agencies and requires mitigation through the payment of fees.

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.

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 serves the area within city limits, covering over 65 square miles, while the San Joaquin County Sheriff's Department serves all adjacent unincorporated areas within the SOI.

1. Stockton Police Department Staffing/Equipment

The staffing level for the Police 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 5-13 shows, in 2019, Stockton's Police Department consisted of 485 sworn police officers, 45 police telecommunicators, and 181 civilian staff. Stockton's 2019 population was approximately 316,400, which resulted in a ratio of 1.533 sworn staff per 1,000 residents.

**TABLE 5-13: STOCKTON POLICE DEPARTMENT STAFF
2019**

Position	Employed	Sworn Staff per 1,000 Population
Chief of Police	1	0.003
Deputy Chiefs	2	0.006
Captains	5	0.016
Lieutenants	17	0.054
Sergeants	58	0.183
Police Officers	402	1.271
Sworn Positions	485	1.533
Police Telecommunicators	45	
Civilian Positions	181	-
Total Police Department Staff	711	-

Source: City of Stockton Police Department, 2019.

The Police Department has both traditional and specialized transportation equipment that it uses to conduct patrols, respond to emergencies, and provide programs. Table 5-14 provides a breakdown of the transportation equipment used by the Stockton Police Department.

TABLE 5-14: STOCKTON POLICE TRANSPORTATION EQUIPMENT

Type of Transportation	Number of Units
Evidence Vans	7
Bicycle	16
Marked Vehicles	217
Unmarked Vehicles	208
Motorcycles	27
Animal Control	8
Miscellaneous	9
Total	492

Source: City of Stockton Police Department, 2019.

2. Stockton Police Department Organization

The Stockton Police Department is managed by one Chief of Police and two Deputy Chiefs, one leading the Logistics Bureau and one leading the Operations Bureau. The Department is further organized into five divisions, Field Operations, Special Operations, Investigations, Administrative Services, and Technical Services, each commanded by a Captain. Figure 5-3 shows the overall organization of the Police Department. Divisions are coordinated out of two facilities: the Operations Building at 22 East Market Street and the Headquarters (Stewart/Eberhardt) Building at 22 East Weber Avenue. Figure 5-4 shows these locations. As shown in Figure 5-4, the service area is organized into six Community Policing Districts: Bear Creek, Civic Center, Lakeview, Park, Seaport, and Valley Oak.

FIGURE 5-3: POLICE DEPARTMENT ORGANIZATION

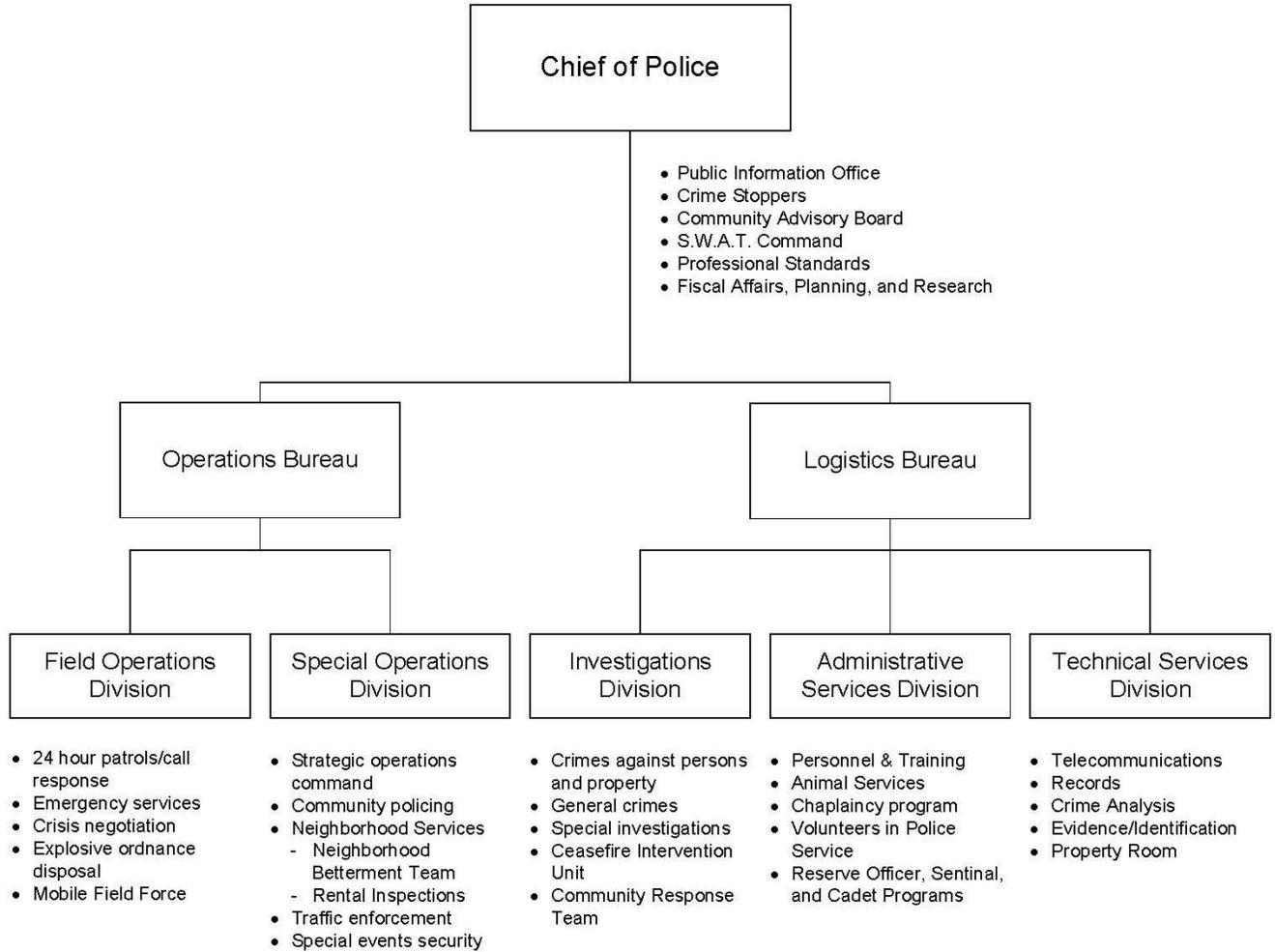
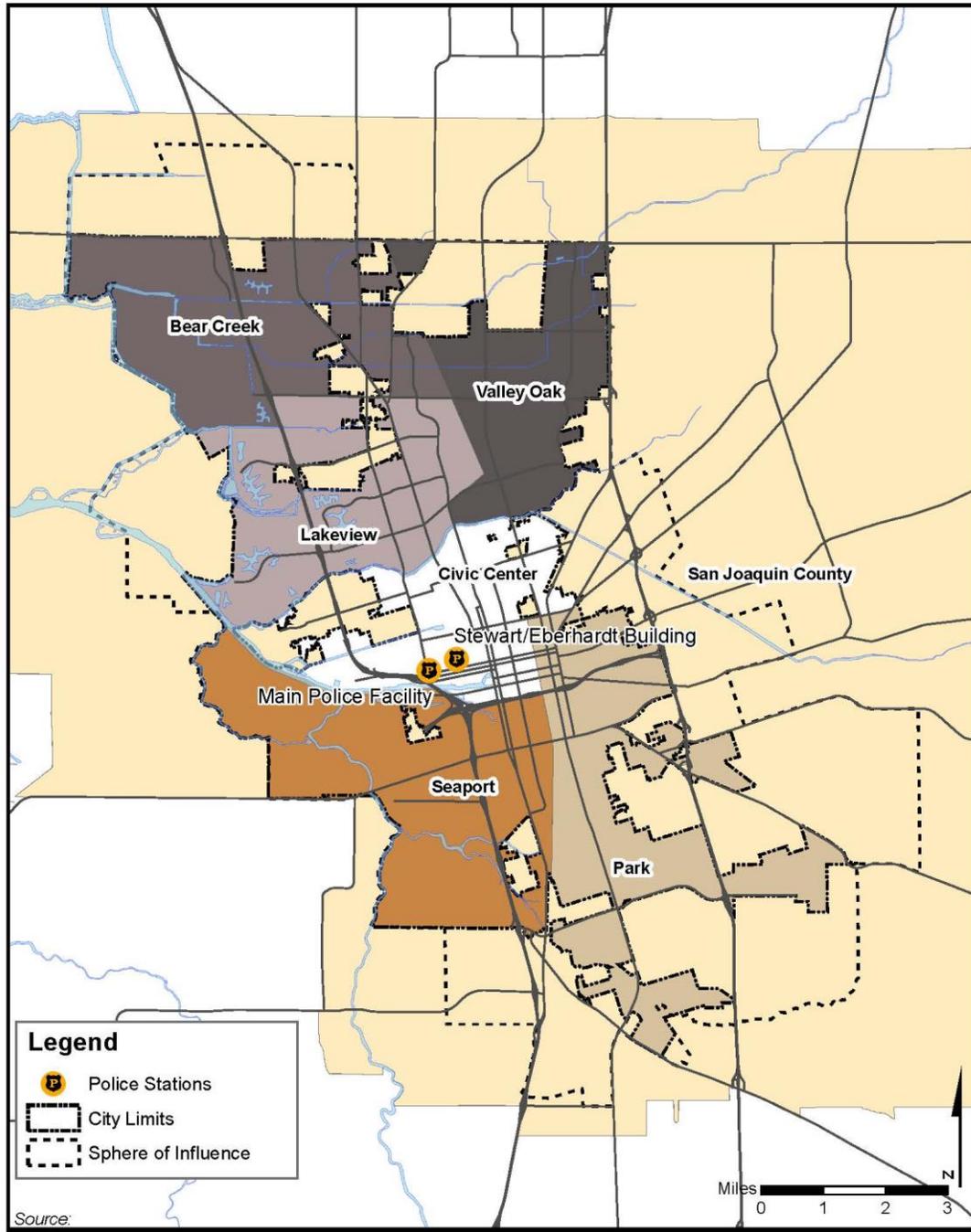


FIGURE 5-4: POLICE DISTRICTS

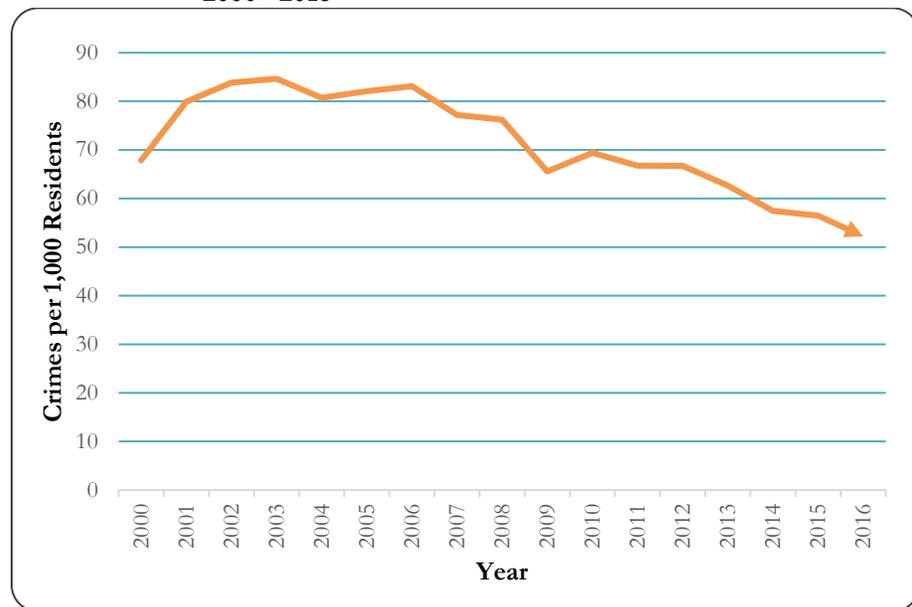


3. Measure A/Marshall Plan

Law Enforcement Determinations

Stockton has a long history of high crime rates, including particularly high violent crime rates. According to FBI reporting, as of 2017, Stockton's violent crime rate was the 10th highest in the United States and the highest in California among cities with over 100,000 residents. For property crime, Stockton was 105th nationally and 11th in California. As Figure 5-5 shows, the overall crime rate is trending down according to the FBI's Uniform Crime Reporting Program (UCR). Nonetheless, crime prevention and law enforcement remain high priorities in Stockton as evidenced by the passage of Measure A and enactment of the City's Marshall Plan on crime.

**FIGURE 5-5: CITY OF STOCKTON CRIME RATE
FBI UNIFORM CRIME REPORTING PROGRAM (UCR)
2000 - 2016**



In November 2014, Stockton's voters approved Measure A, which instituted a three-quarter cent (0.75%) transaction and use tax (sales tax) to provide funding for law enforcement, crime prevention services and other essential city services, including the City's Marshall Plan on Crime. The revenue generated from the Measure A tax is intended to support the hiring of 120 additional sworn officers and 33 civilian support positions. Measure A also funds the Office of Violence Prevention that works to significantly reduce violence in the City through data-

driven, partnership-based violence prevention and reduction programs, and strategies rooted in best practices. The Marshall Plan is an approach to addressing Stockton's crime problems by reducing peaks of violence and overall crime. It focuses on violence reduction strategies based on local data and what works to address and prevent crime. It is a collaboration between the City of Stockton, the criminal justice system, faith-based and nonprofits, business, and neighborhoods.

The passage of Measure A afforded a significant increase in the number of authorized sworn police positions, slightly surpassing pre-bankruptcy levels of 2008. Between 2014 and 2017 the City saw unprecedented hiring of Police Officers, meeting the goal of 80 each year. At the same time, however, about half of those offers were lost through attrition, retirement, and to other agencies. The City achieved a net gain of 120 offers since the passage of Measure A, including attaining its highest staffing levels in Department history during 2018, and currently maintains a 3- to 5-percent vacancy rate. In 2016, the Department reached its lowest crime rate in 16 years and continues to maintain a downward trend in violent crime. Recruitment and retention continue to be important priorities as well as increased and expanded training to counteract the loss of tenured experience through attrition. The Department released its Three-Year Strategic Plan in January 2017 highlighting recruitment, hiring, and training as goals, along with specific objectives on how they will be achieved.

4. 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.

5. 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:

- ◆ Custody Division
- ◆ Patrol Division
- ◆ Investigation Division
- ◆ Unified Court Services Division
- ◆ Professional Standards Division

6. Stockton Police Department Funding

As Table 5-15 shows, the City's General Fund is the primary source for Police Department funding. It supplies the department with over 90 percent of its total funding for operations. The remaining budget is derived from various sources, including fines, forfeitures, and other revenues.

**TABLE 5-15: STOCKTON POLICE DEPARTMENT BUDGET
FY 2019-20**

Fund	Budget
General Fund	\$129,061,956
Measure W	\$5,457,134
State COPS	\$622,500
Asset Seizure	\$299,008
Special Revenue	\$248,857
Total	\$135,469,455

Source: City of Stockton Annual Budget: Fiscal Year 2019-20; June 2019.

7. Law Enforcement Determinations

Stockton has a long history of high crime rates, including particularly high violent crime rates. According to FBI reporting, as of 2017, Stockton's violent crime rate was the 10th highest in the United States and the highest in California among cities with over 100,000 residents. For property crime, Stockton was 105th nationally and 11th in California. While the overall crime rate is trending down according to the FBI, crime prevention and law enforcement remain high priorities in Stockton. The passage of Measure A in November 2014 and enactment of the City's Marshall Plan on crime responded to these priorities. Measure A instituted a three-quarters cent sales tax to provide funding for law enforcement, crime prevention services and other essential city services. Measure A and the Marshall Plan are focused on improving public safety within Stockton's existing neighborhoods. The City has also taken measures to improve Stockton's competitiveness with respect to recruitment and retention of law enforcement officers. Between 2014 and 2017 the City saw unprecedented hiring of Police Officers, meeting the goal of 80 each year. At the same time, however, about half of those officers were lost through attrition, retirement, and to other agencies. The City has achieved a net gain of 120 officers since the passage of Measure A, including attaining its highest staffing levels in Department history during 2018, and currently maintains a 3- to 5-percent vacancy rate. In 2016, the Department reached its lowest crime rate in 16 years and continues to maintain a downward trend in violent crime.

Continued growth within the currently undeveloped areas of the SOI will likely increase the overall demand for law enforcement services beyond what Measure

A was intended to support. New police facilities, vehicles, equipment, and personnel will be required in order to provide adequate response times to serve future growth, which is expected to be concentrated in the northern areas within which the city is expected to grow. The City's costs to maintain existing equipment and facilities and to train and equip personnel will also increase. Additional personnel and materials needs resulting from new development demands 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. The rapid hiring achieved through Measure A and in accordance with the Marshall Plan on Crime provides a replicable framework which can be used to guide further hiring required as a result of the new development.

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), Delta Water Supply Project (DWSP) water from the San Joaquin River, and pumped groundwater to supply water within the SOI. Stockton water purveyors include the City of Stockton Municipal Utilities Department (COSMUD), California Water Service Company (Cal Water), and San Joaquin County Maintenance Districts (SJMCDs) covering Lincoln Village and Colonial Heights, which are unincorporated pockets within the SOI. The existing COSMA service area boundary is shown on Figure 5-6.

1. Existing Surface Water Supply

Surface water supply in COSMA is provided by three sources, the DWP, SEWD, and the Woodbridge Irrigation District (WID). The DWSP draws water from the San Joaquin River Delta via intakes at the Delta Water Treatment Plant (DWTP), which is operated by COSMUD. The DWTP, which has the capacity to treat 30 million gallons per day (mgd) and produces an average of 15 mgd of treated surface water, provides the majority of the City's water service areas' potable supply. SEWD's surface water comes from New Melones Reservoir and New Hogan Reservoir. COSMUD, Cal Water, and San Joaquin County each purchase surface water from SEWD to serve customers within the SOI. WID-provided water comes from the Mokelumne River. While agricultural users within the COSMA rely primarily on groundwater, they do divert minor amounts of surface water.

2. Existing Groundwater Supply

Groundwater is used conjunctively with the City's surface water supplies. With the DWTP now online, the City uses less groundwater in wet and average years and increases groundwater use in dry years to make up for reductions in surface water deliveries. Groundwater is managed for long-term sustainability and supply through conjunctive use with surface water supplies. The City has determined that the sustainable groundwater yield is 0.75 acre-feet per year, equivalent to a groundwater yield of approximately 50,000 acre-feet per year. To establish the projected groundwater supply that is reasonably available, COSMUD assumes that the reasonably available groundwater for the current water service area (38,524 acres) is pumped at 0.6 acre-feet per year, equivalent to an annual groundwater supply of 23,100 acre-feet per year.

During dry years when surface water availability is limited, groundwater pumping increases to meet municipal demands. In water year 2014-2015, 2,010.81 mgd of groundwater were pumped from wells in the north and south systems, and 7,529 mgd of surface water were used to meet municipal demands totaling 9539.81 mgd 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. (Stockton Municipal Utilities Department, Monthly Operations and Maintenance Report, January 2016, Table 2-3).

3. 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 5-6. COSMUD serves the North Stockton, South Stockton, and Walnut Plant Area (WPA) service areas, which includes land designated for residential, commercial, industrial, public, agricultural, and native or idle (i.e., natural open space) uses. The SJCMDs serve the Lincoln Village and Colonial Heights unincorporated pockets, which are designated for residential and commercial uses. Cal Water serves Central Stockton, which includes land designated for residential, commercial, industrial, public, agricultural, 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 COSMUD and SJCMDs. The Central Stockton system is operated by Cal Water. These system areas are illustrated in Figure 5-7, Figure 5-8, Figure 5-9, and Figure 5-10.

a. *San Joaquin County Maintenance Districts*

The 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 uses.

b. *North Stockton Storage & Distribution*

The North Stockton water system distributes water from the DWTP, groundwater wells, and the SEWD WTP. Treated drinking water from the DWTP and groundwater wells is delivered from Stockton East Water District to the North, South, and Walnut Plant service areas. The DWTP provides the majority of the City's water service area's drinking water. 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. In January 2016, the North system was converted to using chloramines as the primary disinfectant.

FIGURE 5-6: WATER SERVICE AREAS

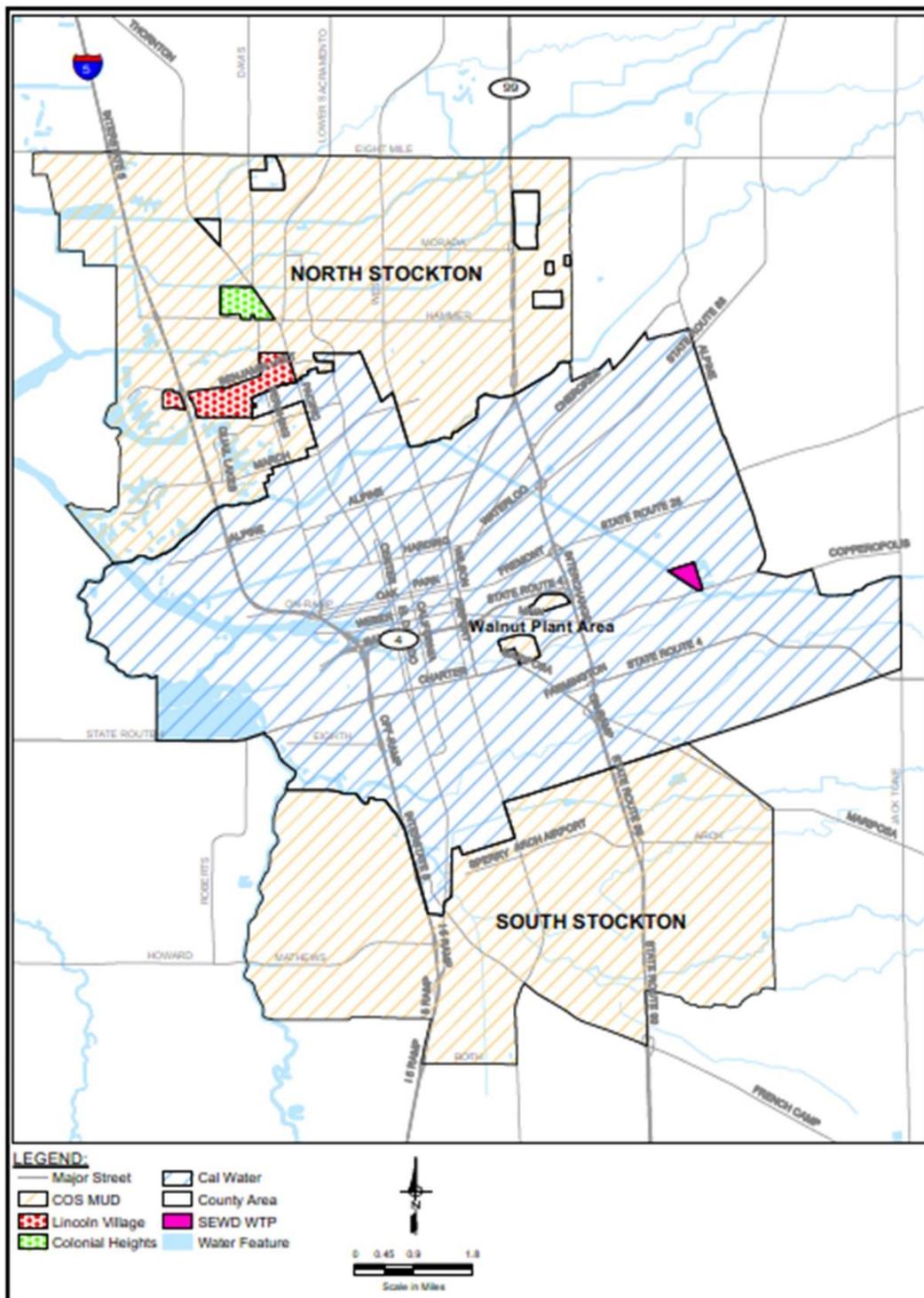


FIGURE 5-7: NORTH STOCKTON NEAR TERM IMPROVEMENTS

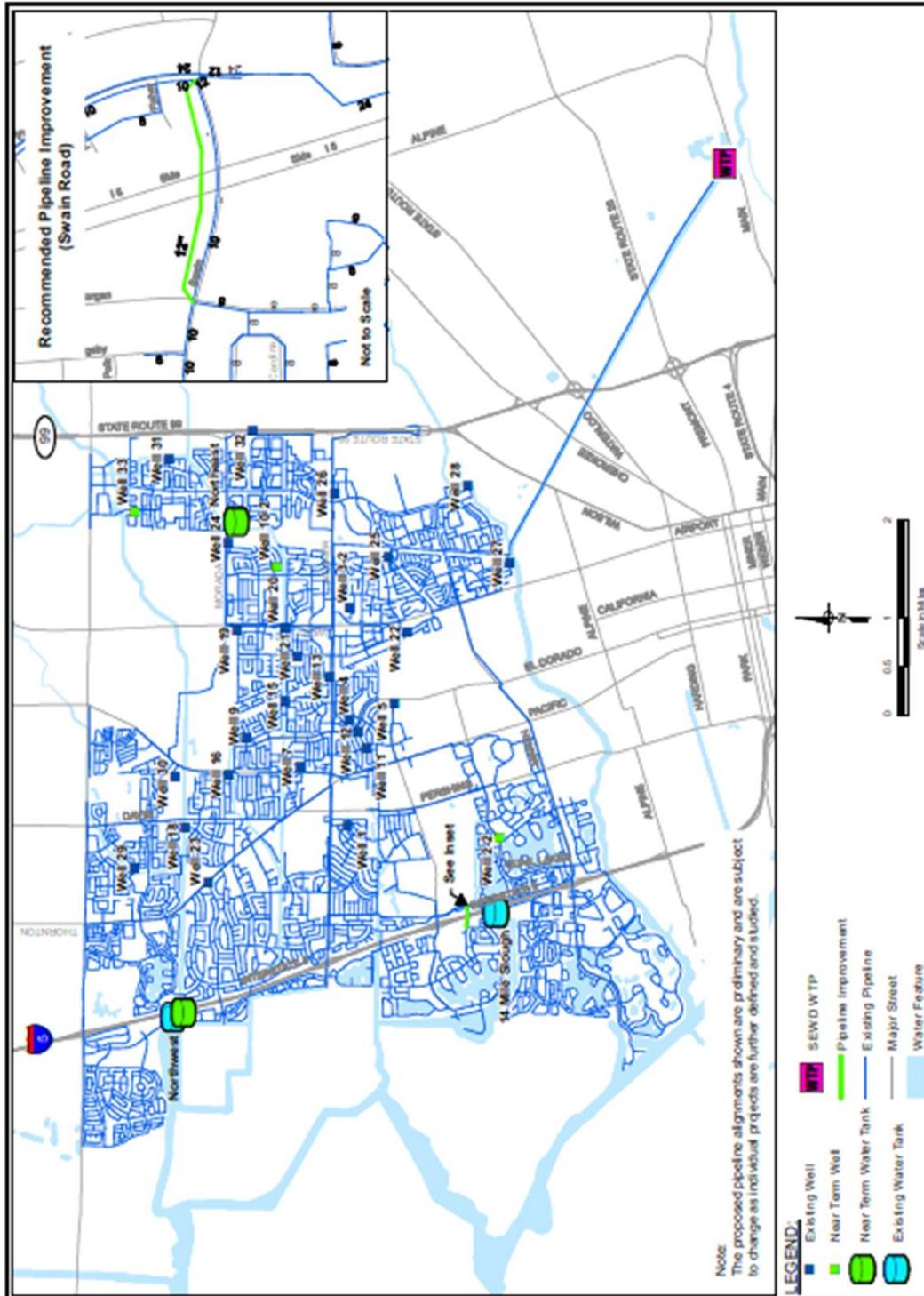


FIGURE 5-8: CENTRAL STOCKTON SYSTEM

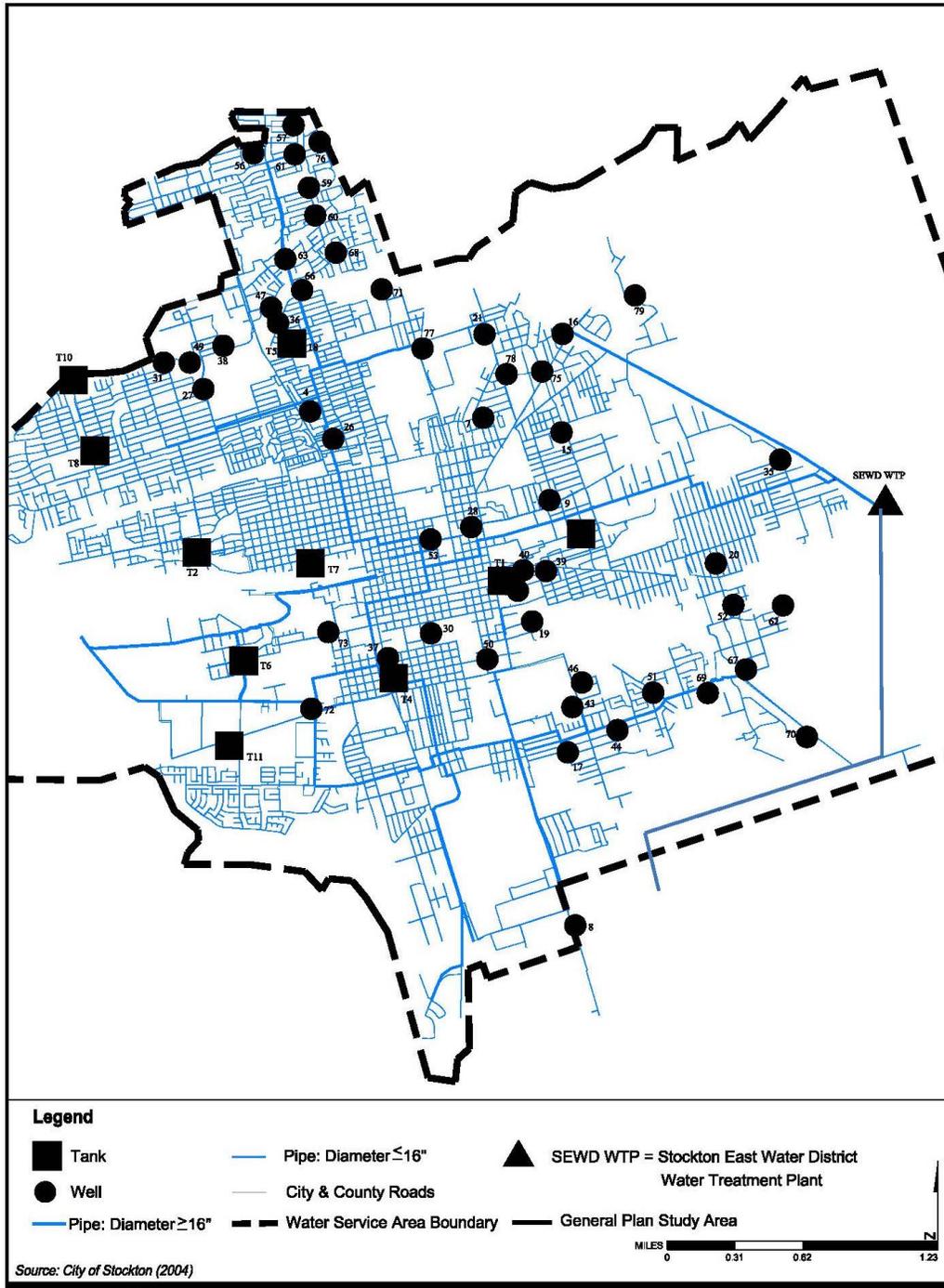


FIGURE 5-9: WALNUT PLANT SYSTEM

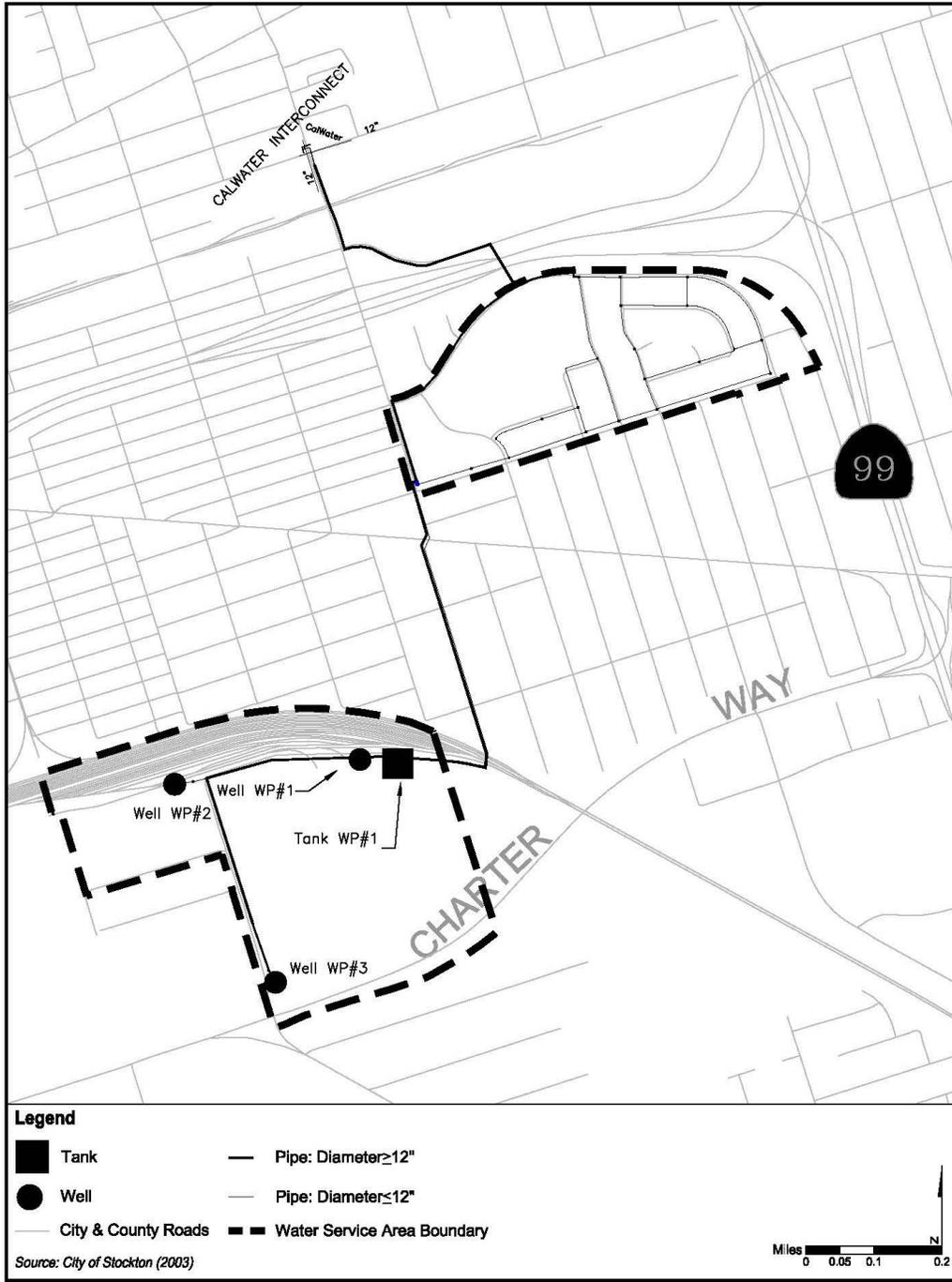
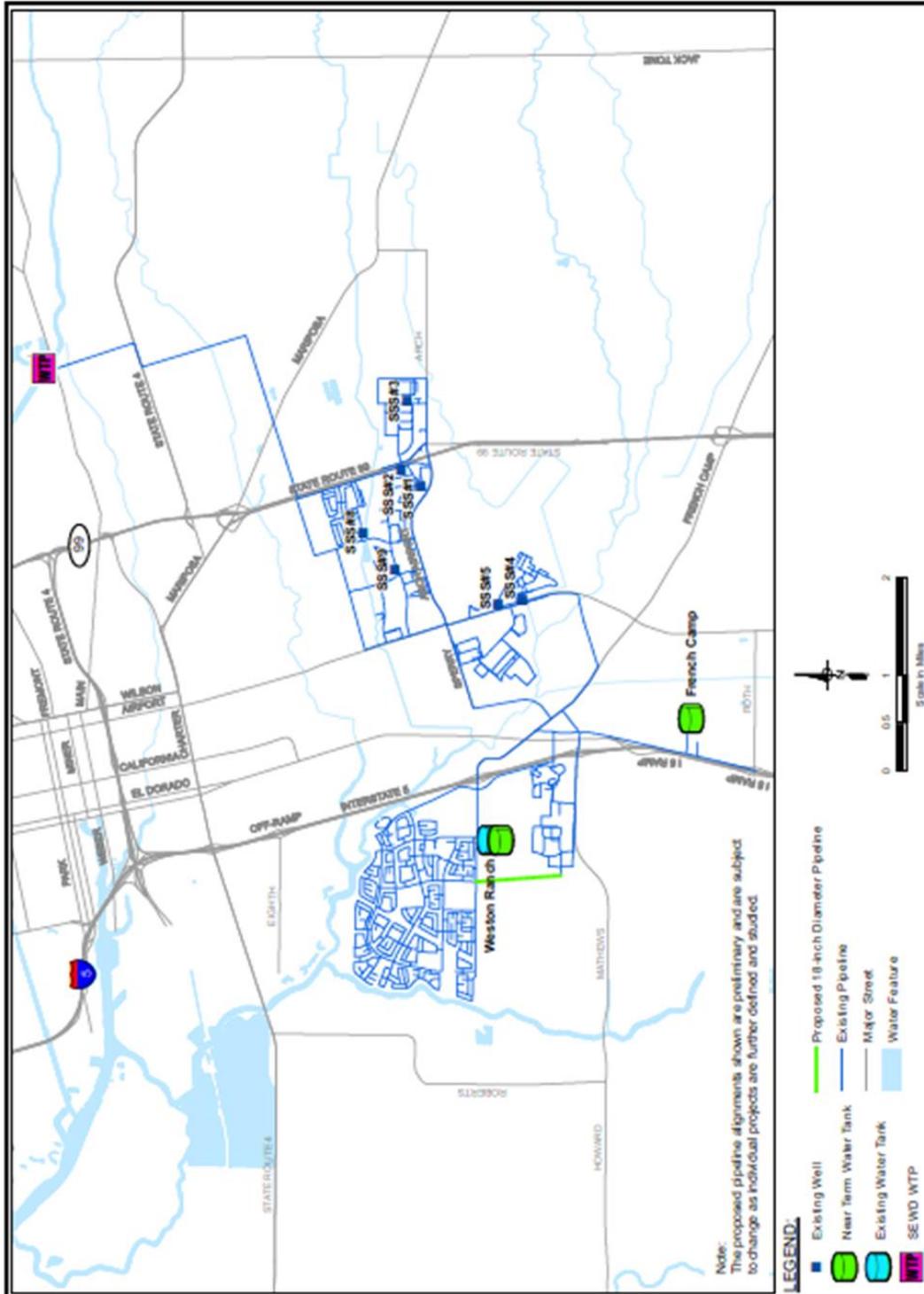


FIGURE 5-10: SOUTH STOCKTON NEAR TERM IMPROVEMENTS



c. *Walnut Plant Area Storage and Distribution System*

The WPA water system distributes water from the SEWD WTP, supplied in large part by the DWTP. 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. The distribution system consists primarily of lines with diameters ranging from 6 to 10 inches.

d. *Central Stockton Storage and Distribution System*

As noted above, Cal Water operates the Central Stockton water system. The Stockton District of Cal Water was formed in 1927 with the purchase of the water system from Pacific Gas and Electric Company. Cal Water delivers a combination of local groundwater and surface water purchased from the SEWD, which is imported from the New Melones and New Hogan Reservoirs. Cal Water operates 23 groundwater wells, 17 booster pumps, 12 storage tanks, and hundreds of miles of pipeline. It delivers up to 55 million gallons of water per day to more than 42,000 service connections. 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. Cal Water's 12 storage tanks range in size from around 0.74 MG to 3.8 MG. The system is connected to the SEWD water treatment plant via a 42-inch diameter transmission main. Water 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, supplied in large part by the DWTP. There are seven active 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 are two 3 MG tanks located near the Weston Ranch Subdivision.

4. *Water Quality*

The Delta Water Supply Project (DWSP) receives water from the San Joaquin River and provides a supplemental water supply to meet present and future water

needs. The initial phase of the project is complete and includes a 30 mgd water treatment plant that uses ozone and pressure-membrane filtration processes to provide the COSMA with high-quality drinking water.

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.

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 (CaCO_3) ranges from 120 to 350 milligrams per liter (mg/L)
- ◆ Turbidity ranges from <0.5 to 1.8 nephelometric turbidity unit (NTU)
- ◆ Chloride ranges from 6.2 to 120 mg/L
- ◆ Arsenic ranges from <2.0 to 7.4 micrograms per liter ($\mu\text{g/L}$)
- ◆ All metal concentrations are at or below the maximum contaminant level (MCL) or the secondary 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. The DPH adopted a new maximum contaminant level (MCL) standard of 10 micrograms per liter ($\mu\text{g/L}$) in 2008. On July 1, 2014, DPH transferred drinking water programs to the responsibility of the State Water Resources Control Board (SWRCB), including the regulation of contaminant levels. According to the most recent Drinking Water Quality Report (December 2014), average arsenic levels ranged from <2.0 $\mu\text{g/L}$ to 7.4 $\mu\text{g/L}$, well below the State MCL.

5. Urban Water Management Planning

California's Urban Water Management Planning Act was adopted in 1983 and has been modified over the years in response to the State's water shortages, droughts, and other factors. The Act became part of the California Water Code (Division 6, Part 2.6, Sections 10610 through 10656) with the passage of Assembly Bill 797 during the 1983-1984 regular session of the California legislature. The Act was amended in November 2009 with the adoption of the Water Conservation Act

or SBX 7-7 and was most recently amended in 2014. The Act requires every urban water supplier providing water for municipal purposes to more than 3,000 customers or supplying more than 3,000 acre-feet of water annually to adopt and submit an Urban Water Management Plan (UWMP) every five years to the California Department of Water Resources (DWR). The Act calls for all affected suppliers to submit a 2015 UWMP update to DWR by July 1, 2016, to maintain eligibility for State-administered water grants or loans.

Within the Stockton Metropolitan Area, three water suppliers have developed 2015 UWMP updates: COSMUD and Cal Water as retail suppliers and SEWD as a wholesale supplier. San Joaquin County Maintenance Districts supply water for two unincorporated pockets, Lincoln Village and Colonial Heights; but the County has not completed a 2015 UWMP update for these areas.

As part of the UWMP update process, suppliers must include forecasts of population growth within their service areas. Table 5-16 show the population growth assumptions used in the COSMUD and Cal Water UMWDs (population in the SJCMDs is assumed to remain static). As Table 5-16 shows, COSMUD and Cal Water account for the vast majority of the COSMA population. The COSMUD growth assumption equates to an annual growth rate of 1.3 percent through 2040, which is consistent with SJCOG's forecast for Stockton. The Cal Water estimate assumes an annual increase of 0.4 percent through 2040 and no population increase is expected for the SJCMD service areas. The Cal Water assumption reflects the limited opportunities for new development in its service area, while the SJCMD estimate recognizes that the Lincoln Village and Colonial Heights neighborhoods are built out. The combined 2040 service area population of 431,800 is essentially the same as the SJCOC forecast for Stockton.

TABLE 5-16: URBAN WATER MANAGEMENT PLAN POPULATION ASSUMPTIONS 2015 - 2040

Retail Suppliers	2015	2020	2025	2030	2035	2040
COSMUD	170,417	181,862	194,076	207,110	221,019	235,862
Cal Water	170,414	173,676	177,038	180,504	184,079	187,766
SJCMDs	8,184	8,184	8,184	8,184	8,184	8,184
Total Population	349,015	363,722	379,298	395,798	413,282	431,812

Source: City of Stockton, Urban Water Management Plan, July 2016.

a. Water Use and Future Demand

An essential function of the UWMPs for suppliers in COSMA is the estimation of potential water demand for urban uses. Table 5-17 summarizes the demand assumptions by use type as included in the COSMUD and Cal Water 2015 UWMPs. Generally, the demand trends mirror the population growth assumptions shown in Table 5-16. In addition, the projected demand is similar to the demand projected within Stockton's SOI based on the General Plan land use map: a total demand of 66.3 mgd, or about 74,315 acre-feet per year (City of

Stockton 2040 General Plan Update and Utility Master Plan Supplements Draft EIR, 2018).

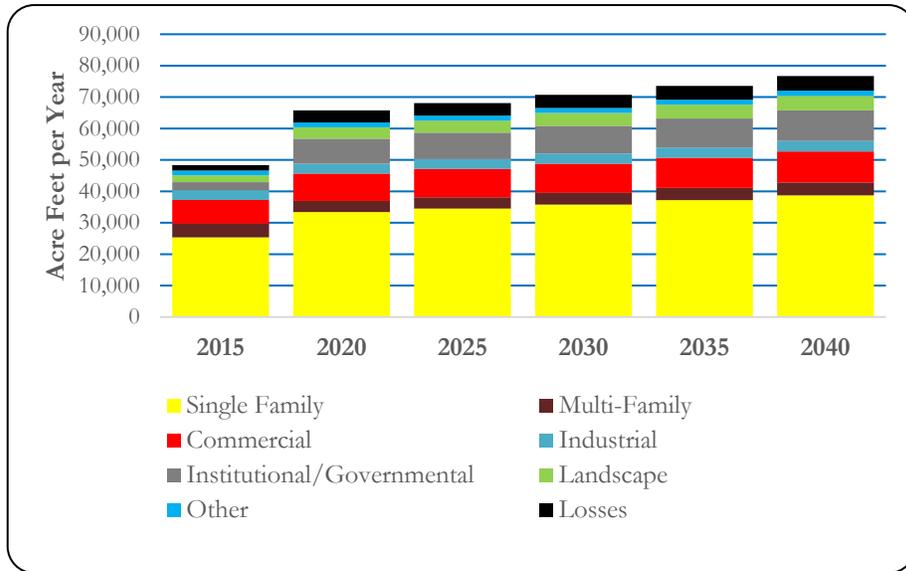
As Table 5-17 shows, approximately half of the overall demand for water is projected to be generated by single-family residential development (also see Figure 5-11). Table 5-17 also shows that the COSMUD demand will expand at a higher rate than Cal Water demand, with SJCMD demand remaining static. Figure 5-12 shows the relative share of growth by supplier.

**TABLE 5-17: URBAN WATER MANAGEMENT PLAN EXISTING AND
PROJECTED DEMAND
ACRE FEET PER YEAR
2015-2040**

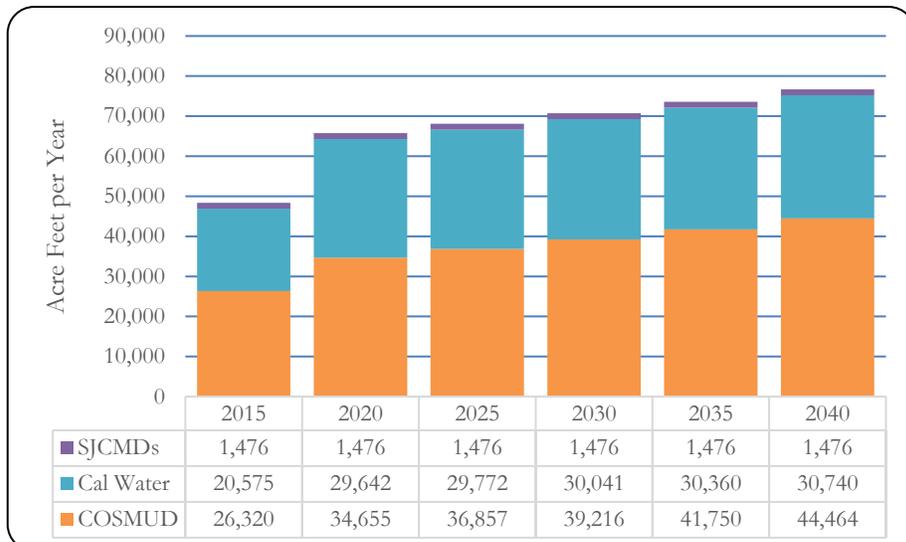
Supplier / Use Type	2015	2020	2025	2030	2035	2040
COSMUD						
Single-Family	13,764	16,818	17,948	19,162	20,468	21,871
Multi-Family	2,854	1,614	1,716	1,826	1,944	2,071
Commercial	2,553	2,869	3,043	3,230	3,430	3,645
Industrial	723	683	729	777	830	885
Institutional/Governmental	1,099	5,328	5,686	6,067	6,475	6,910
Landscape	2,152	3,611	3,853	4,112	4,388	4,683
Other	1,476	1,476	1,476	1,476	1,476	1,476
Losses	1,699	2,256	2,406	2,566	2,739	2,923
Subtotal	26,320	34,655	36,857	39,216	41,750	44,464
Cal Water						
Single-Family	10,127	15,124	15,107	15,167	15,266	15,396
Multi-Family	1,491	1,901	1,898	1,929	1,973	2,032
Commercial	4,993	5,861	5,934	6,031	6,123	6,225
Industrial	2,358	2,442	2,442	2,442	2,442	2,442
Institutional/Governmental	1,507	2,653	2,689	2,727	2,767	2,809
Other	33	66	76	87	99	113
Losses	66	1,595	1,626	1,658	1,690	1,723
Subtotal	20,575	29,642	29,772	30,041	30,360	30,740
SJCMDs						
Single-Family	1,476	1,476	1,476	1,476	1,476	1,476
Subtotal	1,476	1,476	1,476	1,476	1,476	1,476
Total						
Single-Family	25,367	33,418	34,531	35,805	37,210	38,743
Multi-Family	4,345	3,515	3,614	3,755	3,917	4,103
Commercial	7,546	8,730	8,977	9,261	9,553	9,870
Industrial	3,081	3,125	3,171	3,219	3,272	3,327
Institutional/Governmental	2,606	7,981	8,375	8,794	9,242	9,719
Landscape	2,152	3,611	3,853	4,112	4,388	4,683
Other	1,509	1,542	1,552	1,563	1,575	1,589
Losses	1,765	3,851	4,032	4,224	4,429	4,646
Grand Total	48,371	65,773	68,105	70,733	73,586	76,680

Source: City of Stockton, Urban Water Management Plan, July 2016.

**FIGURE 5-11: EXISTING AND PROJECTED WATER DEMAND BY USE TYPE
2015 - 2040**



**FIGURE 5-12: EXISTING AND PROJECTED WATER DEMAND BY WATER SUPPLIER
2015 – 2040**



b. Water Supply

The 2015 UWMPs for COSMUD, Cal Water, and SEWD include assessments of the sources of water that each supplier is expected to rely on through 2040. The UWMPs categorize the supplies as either purchased water, surface water, or groundwater. In the case of local suppliers, the purchased water is from either SEWD, which relies primarily on surface supplies, or the DWSP. Table 5-18 summarizes the reasonably available supply by type for each supplier in the SOI through 2040.

**TABLE 5-18: URBAN WATER MANAGEMENT PLAN REASONABLY AVAILABLE SUPPLY
ACRE FEET PER YEAR
2020-2040**

Water Supplier	2020	2025	2030	2035	2040
COSMUD					
Purchased water (from SEWD)	6,000	6,000	6,000	6,000	6,000
Purchased water (DWSP intake)	6,500	13,000	13,000	13,000	13,000
Groundwater (Eastern SJ Subbasin)	23,100	23,100	23,100	23,100	23,100
Surface water (DWSP Intake)	33,600	33,600	33,600	50,000	50,000
Subtotal	69,200	75,700	75,700	92,100	92,100
Cal Water					
Purchased water (from SEWD)	24,000	24,000	24,000	24,000	24,000
Groundwater	5,642	5,772	6,040	6,361	6,740
Subtotal	29,642	29,772	30,040	30,361	30,740
SJCMDs					
Purchased water (from SEWD)	1,476	1,476	1,476	1,476	1,476
Subtotal	1,476	1,476	1,476	1,476	1,476
Total					
Purchased water	36,500	43,000	43,000	43,000	43,000
Groundwater	28,742	28,872	29,140	29,461	29,840
Surface water	33,600	33,600	33,600	50,000	50,000
Total	98,842	105,472	105,740	122,461	122,840

Source: City of Stockton, Urban Water Management Plan, July 2016.

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

In January 2008, the City executed a 40-year contract with the Woodbridge Irrigation District (WID) for 6,500 acre feet per year initially and up to 13,000 acre feet per year. The WID supply will become available to the City as WID-served agricultural lands in the northern part of the SOI are annexed to Stockton. 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 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.

Supply-Demand Comparison

Table 5-19 shows the relationship between the demand totals described in Table 5-17 and the supply totals described in Table 5-18. As it demonstrates, according to the UWMPs prepared for COSMUD, Cal Water, and SEWD, the identified supplies far exceed demand associated with projected growth in the SOI. This is attributable to the fact that the City of Stockton has secured water supply rights, largely through the DWSP, that address the potential for development beyond the current SOI.

As indicated above, the projected demand within Stockton's SOI based on the General Plan land use map is lower than projected in the UWMPs; therefore, the General Plan land use map, which was updated after the UWMPs were prepared, would not change this outcome. (City of Stockton 2040 General Plan Update and Utility Master Plan Supplements Draft EIR, 2018)

TABLE 5-19: URBAN WATER MANAGEMENT SUPPLY/DEMAND COMPARISON
ACRE FEET PER YEAR
2020-2040

Year	Supply/Demand	Water Supplier			
		COSMUD	Cal Water	SJCMDs	Total
2020	Supply	69,200	29,642	1,476	100,318
	Demand	34,655	29,642	1,476	65,773
2025	Supply	75,700	29,772	1,476	106,948
	Demand	36,857	29,772	1,476	68,105
2030	Supply	75,700	30,040	1,476	107,216
	Demand	39,216	30,041	1,476	70,733
2035	Supply	92,100	30,361	1,476	123,937
	Demand	41,750	30,360	1,476	73,586
2040	Supply	92,100	30,740	1,476	124,316
	Demand	44,464	30,740	1,476	76,680

Sources: City of Stockton Draft 2015 UWMP, May 2016; Cal Water Draft 2015 UWMP, April 2016; SEWD Draft 2015 UWMP, June 2016.

6. Groundwater Management

The City is a member of the Eastern San Joaquin County Groundwater Basin Authority (GBA), which was established in 2001 as a joint powers authority to collectively develop locally supported projects to strengthen water supply

reliability in Eastern San Joaquin County. In 2005, the City adopted the Eastern San Joaquin Groundwater Basin Groundwater Management Plan prepared by the GBA. The plan is focused on ensuring the long-term sustainability of groundwater resources in this area.

Sustainable Groundwater Management Act

In 2014, the State legislature enacted the Sustainable Groundwater Management Act (SGMA), which requires groundwater management in priority groundwater basins. SGMA calls for the formation of Groundwater Sustainability Agencies (GSAs) and the development of Groundwater Sustainability Plans (GSPs) for groundwater basins or subbasins that are designated by DWR as medium or high priority. One of the first steps required as part of the groundwater sustainability plan is for a GSA to be formed. In December 2015, the City joined with Cal Water to form a GSA to participate in the management of the Eastern San Joaquin Groundwater Basin. SEWD and WID have also proposed the formation of GSAs, but there are overlaps between them. The City and Cal Water are coordinating with SEWD and WID to refine the boundaries of the GSAs.

SGMA directs DWR to identify groundwater basins and subbasins in conditions of critical overdraft. DWR has identified the Eastern San Joaquin Subbasin as a critically overdrafted basin. Conditions of critical overdraft result from undesirable impacts, including seawater intrusion, land subsidence, groundwater depletion, and/or chronic lowering of groundwater levels. As required in the SGMA, all basins designated as high or medium priority and critically overdrafted shall be managed under a groundwater sustainability plan or coordinated groundwater sustainability plans by January 31, 2020. All other high- and medium-priority basins must be managed under a groundwater sustainability plan by January 31, 2022.

California Statewide Groundwater Elevation Monitoring Program

DWR implemented the California Statewide Groundwater Elevation Monitoring (CASGEM) Program in response to legislation enacted in California's 2009 Comprehensive Water package. As part of the CASGEM Program and pursuant to the California Water Code (CWC §10933), DWR is required to prioritize California groundwater basins, in order to help identify, evaluate, and determine the need for additional groundwater level monitoring.

The CASGEM Groundwater Basin Prioritization is a statewide ranking of groundwater basin importance that incorporates groundwater reliance and focuses on basins producing greater than 90 percent of California's annual groundwater. CASGEM ranked the Eastern San Joaquin Subbasin as a high-priority basin (DWR, January 2016c).

Overdraft Conditions

DWR has identified the Eastern San Joaquin Subbasin as a critically overdrafted groundwater basin. As defined in the SGMA, “A basin is subject to critical overdraft when continuation of present water management practices would probably result in significant adverse overdraft-related environmental, social, or economic impacts.” Municipal and agricultural uses of groundwater within San Joaquin contribute to an overall average use of groundwater estimated to be 761,828 acre-feet per year for agricultural uses and 47,493 acre-feet per year for municipal and industrial uses (DWR 2006). Historically, groundwater elevations have declined from about 40 to 60 feet averaging approximately 1.7 acre-feet per year. As a result, a regional cone of depression has formed in Eastern San Joaquin County creating a gradient that allows saline water underlying the Delta region to migrate northeast within the southern portions of the city.

7. 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. 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 City intends to tailor its active water conservation program to enable the City to meet its SB X7-7 per capita target of 165 GPCD. The City’s minimum required conservation program savings to meet the GPCD target ranges from approximately 1,300 acre-feet per year in 2020 down to zero minimum water conservation program savings by 2040. In addition to the demand management measures (DMMs) the City plans to implement, the City is exploring a variety of conservation activities to meet this minimum savings goal, including improving COSMUD operations to reduce water loss, targeting large water users to effect greater water savings, and reducing outdoor water use through more efficient irrigation practices.

8. Water Supply and Treatment Determinations

The City of Stockton Metropolitan Area 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 2015 Urban Water Management Plans prepared for the City of Stockton, Cal Water, and the

Stockton East Water District, there is more than sufficient water available to support projected development within the SOI.

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 designed flow capacity of 55 mgd and average daily flow rate of 27 mgd in 2017. Treated effluent from the RWCF is dechlorinated and discharged to the San Joaquin River. (NPDES Permit).

The City's sanitary sewer collection system is divided into 14 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 RWCF effluent is currently regulated by Central Valley Regional Water Quality Control Board (CVRWQCB) Order No. R5-2015-0142, 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 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.

- ◆ 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. The City is currently underway with a project to modify the RWCF to meet the permit requirements, including:

- ◆ Demolition of certain treatment process components and buildings.
- ◆ Rehabilitation and repurposing of some existing components and buildings.
- ◆ Construction of new treatment process components and buildings.

Existing RWCF facilities will remain in operation during construction of new and rehabilitated facilities to ensure continual wastewater treatment services. 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 exceedance of CVRWQCB wastewater treatment requirements are anticipated.

2. Existing Wastewater Treatment Plant Treatment Operations

The Stockton 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 14 designated sub-areas or “systems,” as shown on Figure 5-13. Systems 1 through 7 have existed for at least 15 years, and encompass the majority of the city. Systems 8 through 10 and 12 through 15 are less than 15 years old. These newer systems serve the southern and northern areas of the city and include lands outside the city boundary.

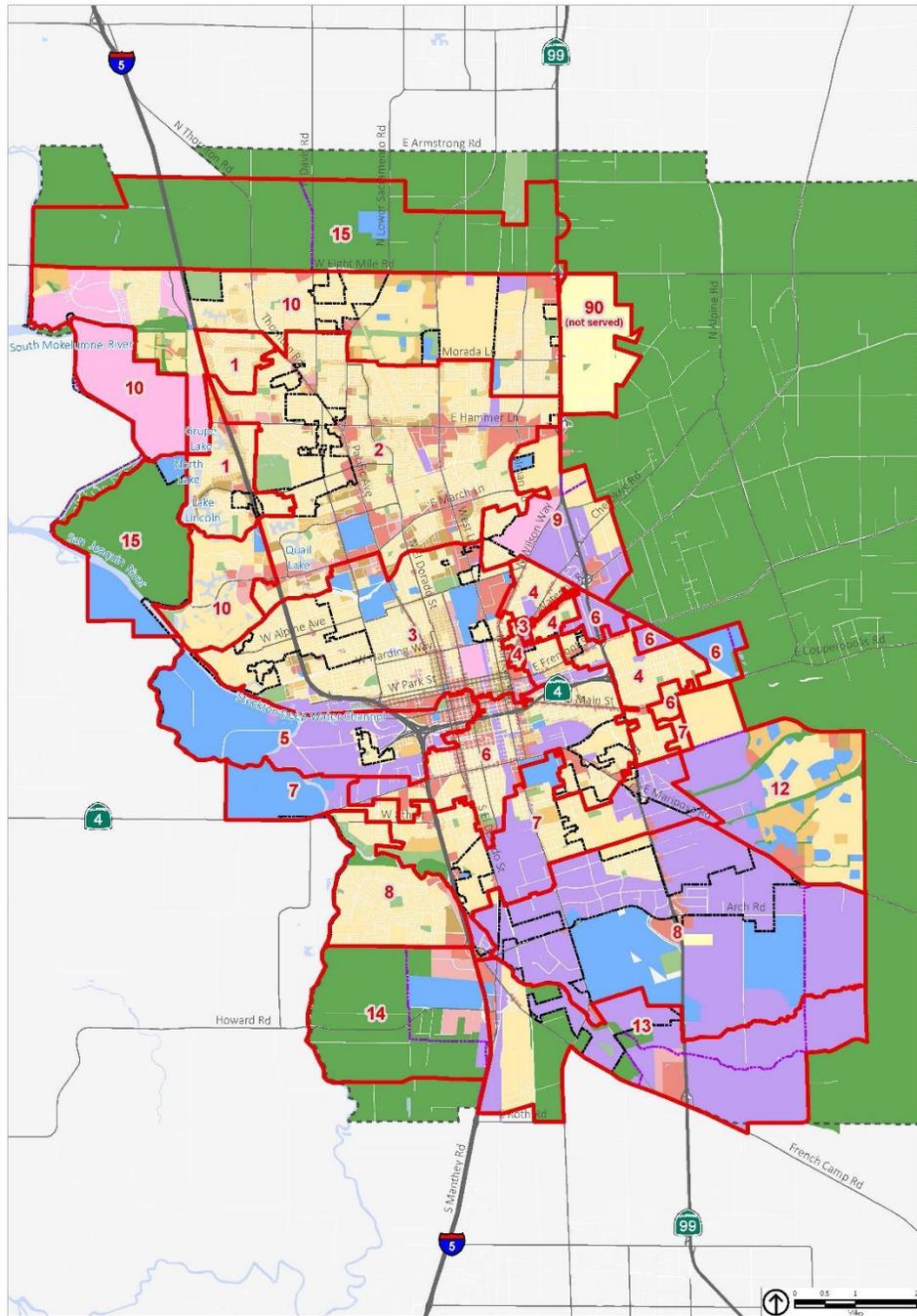
Wastewater pumping stations are located throughout the city and are integral to the wastewater collection system (see Figure 5-14). Most of the pump stations discharge to pressure sewers (force mains) that convey flow under pressure either directly to the RWCF or to a downstream gravity sewer.

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 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 1485) 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 #21176).

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.

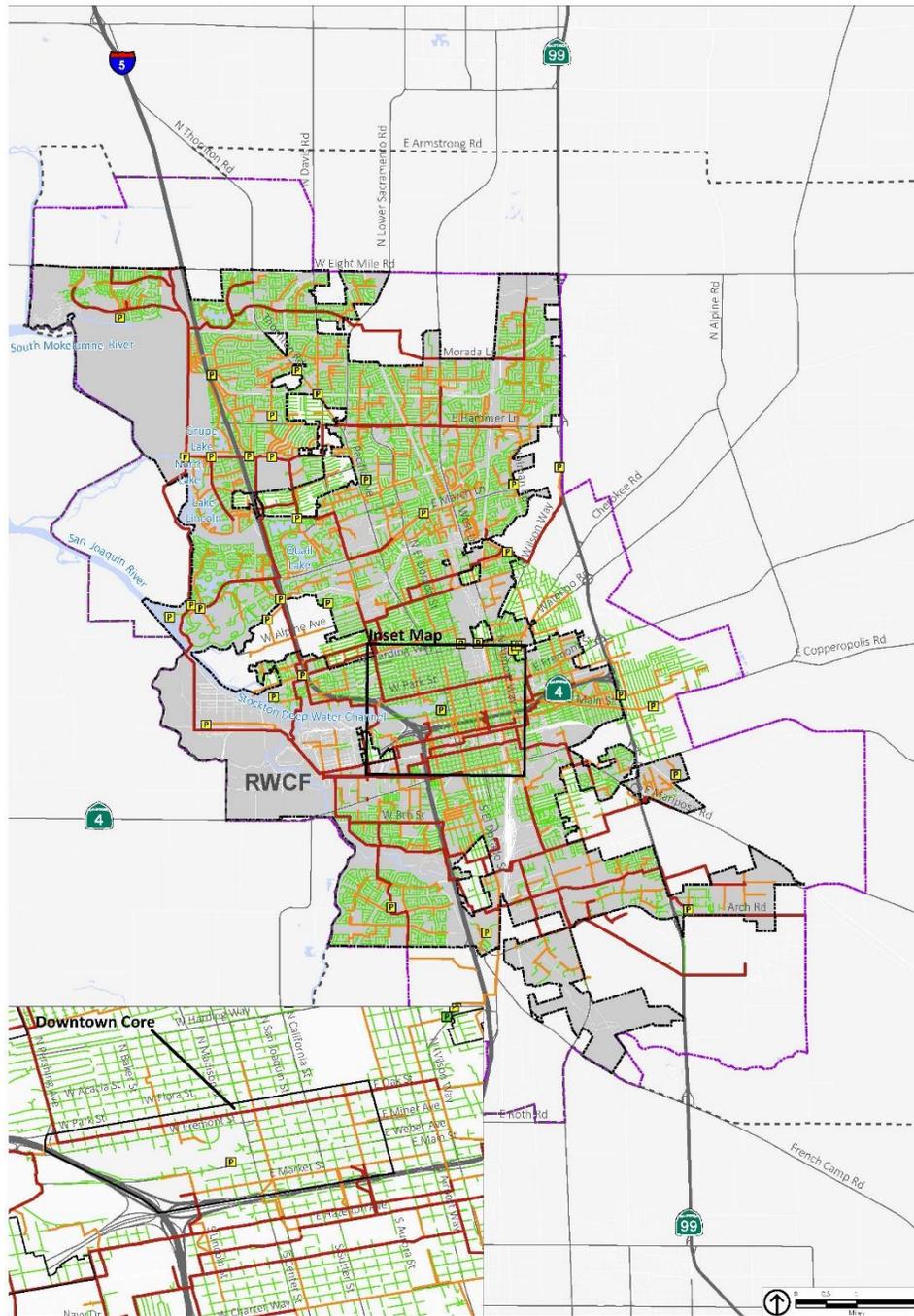
FIGURE 5-13: SEWER SYSTEM BOUNDARIES



Source: City of Stockton, June & August 2017.

- | | | | |
|----------------------------|----------------------------|----------------|------------------------|
| System Boundary | Residential Estate | Mixed Use | Economic and Education |
| General Plan Planning Area | Low Density Residential | Commercial | Enterprise |
| City Limit | Medium Density Residential | Administrative | Institutional |
| Sphere of Influence | High Density Residential | Professional | Parks and Recreation |
| | | Industrial | Open Space/Agriculture |

FIGURE 5-14: SEWER SYSTEM FACILITIES



Source: City of Stockton, April 2016.

- Sanitary Pump Station
- General Plan Planning Area
- Existing Sewer Line (Diameter)**
- < 8 inches
- 10 - 18 inches
- > 18 inches
- City Limit
- Sphere of Influence

4. Future Wastewater Treatment Needs

The August 2011 RWCF CIEMP is the most recent wastewater planning document that evaluated future flow and loading conditions, regulatory requirements, and treatment plant expansion alternatives. The CIEMP states that wastewater flows dropped between 2006 and 2010 and provides a new projected flow of 49.3 mgd in 2035. The current permitted capacity of the RWCF is 55 mgd. Upon completion, CIEMP projects will increase the reliable capacity of the liquid and solid treatment process close to the permitted RWCF capacity.

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. Expansion and rehabilitation of pumping, preliminary, primary, secondary, and tertiary treatment facilities will be required to accommodate projected peak hour wet weather flow conditions. The CIEMP outlines the following:

- ◆ Headworks facilities will need to be rehabilitated and expanded to provide additional space for redundant equipment, eliminate flooding issues, improve worker health and safety conditions, and address septage issues in the pipeline leading to the Headworks.
- ◆ An auxiliary pump station is needed to provide a temporary bypass during Headworks improvements and a permanent overflow pump station during peak wet weather flows.
- ◆ Although the 45.4 mgd firm capacity of the primary clarifiers is well above the 34 mgd maximum month loading, additional year-round clarifier capacity must be added to reach the projected average daily maximum month flow of 52 mgd in 2030.
- ◆ In order to meet projected maximum flow capacity, biotowers require rehabilitation, additional clarifier capacity is needed, an obsolete pump station should be replaced, and one additional pump station should be constructed.
- ◆ The following tertiary treatment facilities additions and expansions will be needed to meet currently anticipated permit requirements: reconfigured wetlands and nitrifying biotower (NBT) feed to allow for denitrification in the wetlands, replacement of the existing chlorine gas system with a safer bulk hypochlorite system, and the construction of a

pump station, pipeline, and a third NBT in order to meet the ammonia discharge limit during periods of extremely cold weather.

- ◆ A new effluent disinfection system will be needed if the dilution credit is discontinued.
- ◆ 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.

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 CIEMP outlines a number of strategies to address TDS limits, including working with regulatory agencies to find regional solutions and to adopt reasonable limits; increasing the usage of surface water to reduce salinity in the raw wastewater entering the plant; developing a source control plan for industries and households that may include a ban on water softeners; or the future installation of a membrane filtration and reverse osmosis system. A 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

In 2010, the City Council approved a five-year tiered wastewater rate increase that would provide funding to ensure compliance with bond covenants and support scheduled capital improvement projects in the Wastewater Utility. These rate adjustments began in 2015 with a 1.8 percent increase. In 2012, the Capital Improvement and Energy Management Plan (CIEMP) was approved and staff began a phased upgrade plan for the Regional Wastewater Control Facility.

In 2014, the Central Valley Regional Water Quality Control Board issued a new permit for the plant with stringent new regulations for nitrate. This standard of treatment was not envisioned as part of the currently approved CIEMP, but nitrate removal is being addressed as part of the upgrade to the RWCF.

The current 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 nitrogen, THMs (chlorine disinfection byproducts), and total dissolved solids, chlorides and sulfates that contribute to salinity. (CIEMP, 2011). The City's facility improvements and expansions (Headworks, pump stations, NBTs, and wetlands) will be required to increase reliable capacity to the permitted RWCF capacity of 55 mgd and accommodate the projected BOD loading conditions in 2035.

6. Wastewater Collection and Treatment Determinations

The City of Stockton 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 Regional Wastewater Control Facility Master Plan, 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 finalized. The City's 2035 Wastewater Master Plan and its 2018 Supplement do, however, specify improvement requirements for expansion into currently unserved areas. These facilities will provide higher levels of treatment, which will also meet anticipated discharge requirements. Facility expansions are planned to accommodate the projected needs at buildout of the SOI.

E. STORMWATER DRAINAGE/FLOOD PROTECTION

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.

1. 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 (SJAFCFA) 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 SJAFCFA 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, North Little Johns Creek, and Smith Canal. These areas are subject to ongoing review.

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. Through its remapping program, FEMA requires local agencies to collect technical data to continue levee certification. To assist local agencies in documenting compliance with current federal standards, FEMA established Provisionally Accredited Levee (PAL) agreements. FEMA designates a levee as a PAL when there is sufficient evidence to conditionally show that a levee will provide a 100-year level of flood protection. SJAFCFA has prepared and submitted PAL compliance documentation in the form of Letters of Map Revision (LOMR) to satisfy FEMA's levee accreditation. Below is the list of levees for which LOMRs were submitted to FEMA:

- ◆ Levees east of Shima Tract (P375, P378 and P379): Submitted to FEMA April 28, 2009, and accredited by FEMA December 30, 2009.
- ◆ Fourteen Mile Slough Levee, north bank, east of I-5 (P124): Submitted to FEMA August 20, 2009, and accredited by FEMA June 2, 2010.
- ◆ Lower Calaveras River (P454, P356, P357, P140, P1401): Submitted to FEMA March 26, 2010, and accredited by FEMA January 21, 2011.
- ◆ Reclamation District 1614 (P359): Accredited by FEMA January 21, 2011.
- ◆ Walker Slough: Submitted to FEMA March 26, 2010, and accredited by FEMA January 21, 2011.

The State has imposed new regulatory requirements for 200-year flood protection.

2. 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 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.

3. Stormwater Management

In 2009, the City of Stockton adopted a Stormwater Management Plan (SWMP) that covers the jurisdictional limits of the City of Stockton and the urbanized areas of San Joaquin County. The SWMP, which includes existing and enhanced program control measures, is the City's strategy for controlling the discharge of pollutants from the municipal storm drain system to the maximum extent practicable. An increasingly important element to consider is the protection of the Delta through the development and implementation of Total Maximum Daily Loads (TMDLs). The SWMP includes relevant TMDL needs/requirements. As such, the SWMP addresses specific pollutants of concern that have been identified as impacting or potentially impacting local receiving water quality, including that of the Delta in the Stockton Urbanized Area (SUA). The pollutants/conditions of concern that are being addressed through the implementation of special studies include pesticides, pathogens, mercury, and low dissolved oxygen. The special studies are designed to characterize the fate and transport of these pollutants and to assist with source identification and identification of control measures. To address the core objectives and pollutants of concern, the SWMP incorporates a series of commitments and performance standards and, as a result, provides for a long-term, comprehensive, and multidisciplinary effort by the City to achieve water quality standards and protect beneficial uses.

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.

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 2009 SWMP. 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 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 5-15. Creeks, major storm drains (pipes) and storm drain pump stations are shown on Figure 5-16. The primary channels that drain the city include the following:

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 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 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.

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 have identified potential solutions to flooding problems, and significant stormwater drainage infrastructure has been developed to serve industrial development in the area (e.g., the NorCal Logistics Center project). This includes two on-site detention areas with pump stations and trunk lines. Further development in the Littlejohn Creek and Duck Creek drainage sheds would require similar infrastructure to protect against flooding.

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

4. 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. Outside of major development projects shown in Table 2-6, which will prepare their own separate stormwater plans, infill development under the 2040 General Plan is anticipated to require, in total, approximately 100 acre-feet of storage capacity and 88 cubic feet per second pumping capacity (City of Stockton 2040 General Plan Update and Utility Master Plan Supplements Draft EIR, 2018). New development will be required to mitigate all flood issues prior to developing, including contribution to regional flood control solutions.

5. Water Quality

Discharge water quality is governed by CVRWQCB Order No. R5-2015-0024, 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.” (Central Valley Regional Water Quality Control Board, 2008-2010 303(d) List of Water Quality Limited Segments, August 4, 2010). The City adopted a Stormwater Management Plan (SWMP) in 2009. The plan includes monitoring programs, water quality programs that address pesticides, pathogens, and mercury, and outlines Best Management Practices. 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 current NPDES Permit (NPDES Permit Number CAS083470) was issued and adopted by the Regional Water Quality Control Board, Central Valley on April 17, 2015. 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.

FIGURE 5-15: WATERSHEDS

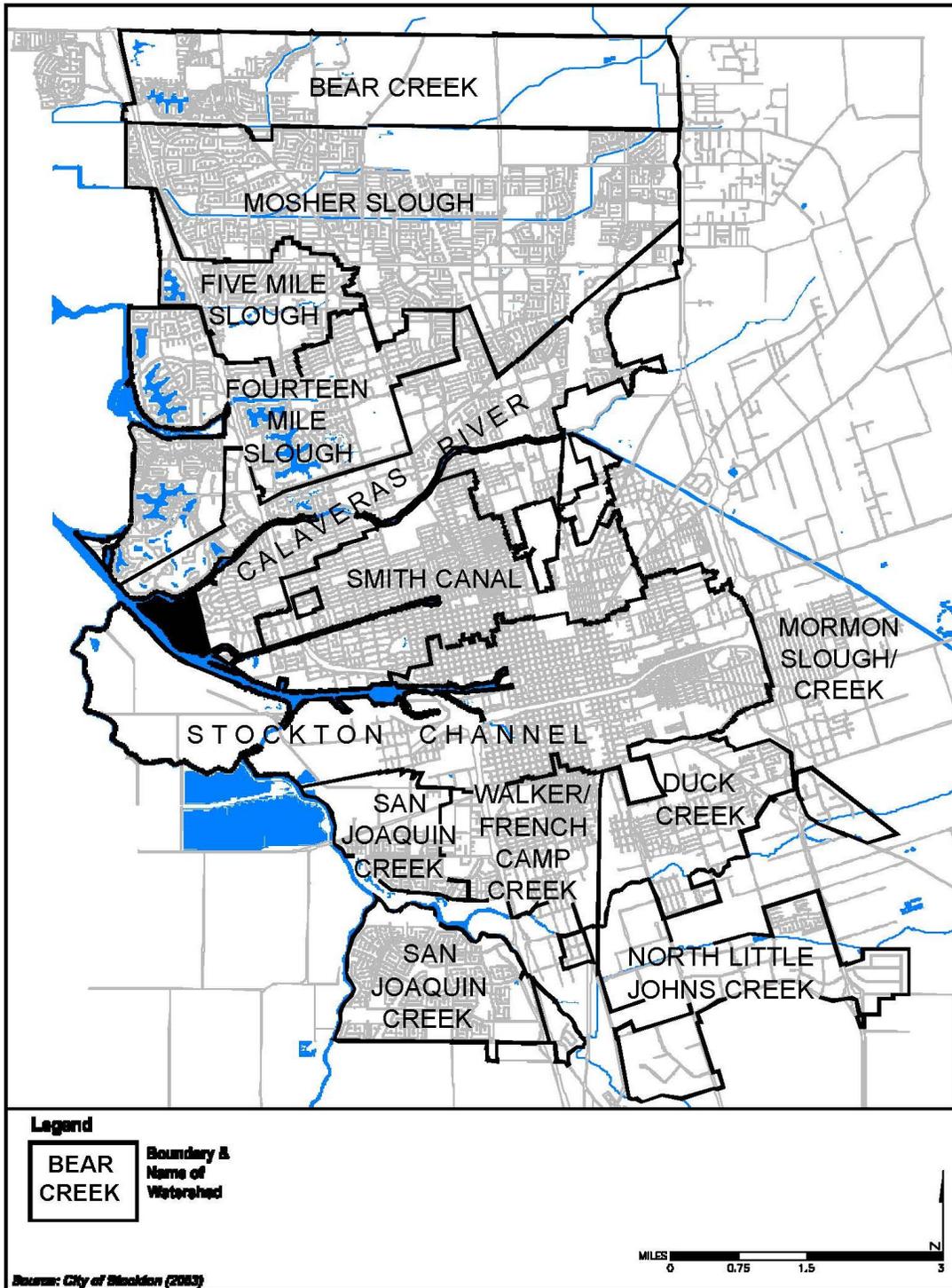
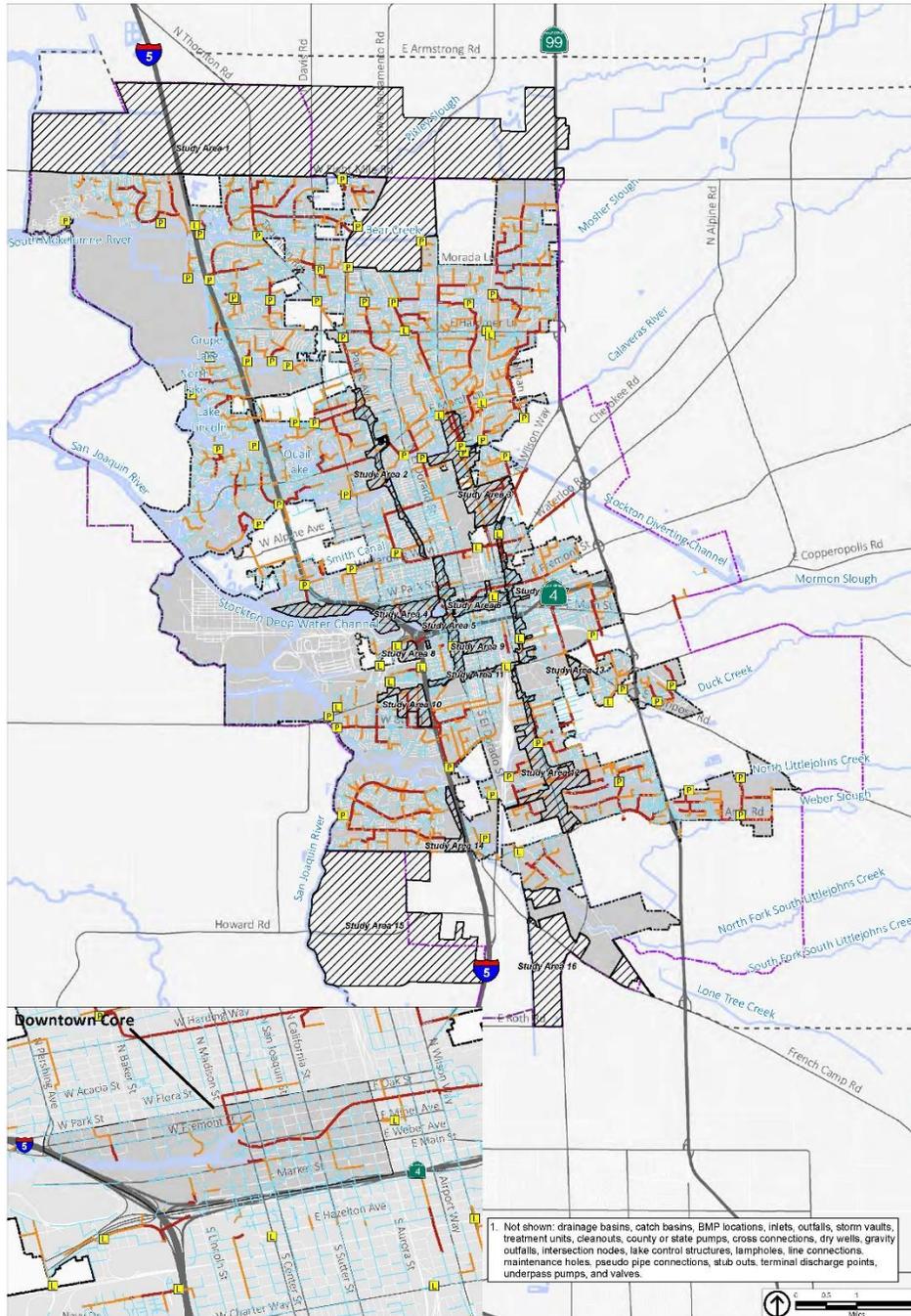


FIGURE 5-16: STORM SYSTEM FACILITIES



6. Flood Protection and Senate Bill 5

In 2007, five interrelated pieces of legislation were enacted to address the problem of flood protection and liability. The legislative package also made \$5 billion in State bonds available for flood protection improvements. The Central Valley Flood Protection Act of 2008, commonly referred to as SB 5 (Senate Bill 5), contained provisions for local agencies to incorporate flood risk considerations into land use planning. This legislation primarily focused on flood requirements for the Sacramento-San Joaquin Valley within an area defined as the Sacramento-San Joaquin Hydrologic Regions, which includes the City of Stockton.

SB 5 identified the California Department of Water Resources (DWR) as the agency responsible for preparing a strategic Central Valley Flood Protection Plan by July 1, 2012. The Flood Protection Plan was primarily intended to identify necessary improvements to State flood control facilities and establish flood protection building standards where flood levels are anticipated to exceed three feet for a 200-year flood event. A 200-year flood event is generally considered a flood of a magnitude that statistically occurs once every 200 years, or has a 0.5% likelihood of occurring in any given year. SB 5 defines this as the “urban level of flood protection.” The Central Valley Flood Protection Board adopted the Flood Protection Plan by the July 1, 2012 deadline. The Central Valley Flood Protection Board is a State regulatory agency charged with overseeing the flood management system in California’s Central Valley.

SB 5 requires each city and county within the Sacramento-San Joaquin Valley to amend its general plan to include data and analysis from the Flood Protection Plan and goals and policies for the protection of lives and property that will reduce the risk of flood damage from a 200-year flood event. SB 5 also requires that the general plan amendment take place within 24 months of the adoption of the Flood Protection Plan. Additionally, SB 5 requires each local city and county to amend its zoning ordinance to be consistent with its general plan within 12 months of the amendment to the general plan. On the effective date of SB 5 compliance, cities and counties are required to make findings related to urban level of flood protection before taking the following actions:

- ◆ Entering into a development agreement for all types of property development
- ◆ Approving a discretionary permit or other discretionary entitlement that would result in the construction of a new building or that would result in an increase in allowed occupancy for an existing building.
- ◆ Approving a ministerial permit for all projects that would result in the construction of a new residence.

- ◆ Approving a tentative map consistent with the Subdivision Map Act for all subdivisions.
- ◆ Approving a parcel map for which a tentative parcel map is not required, consistent with the Subdivision Map Act for all subdivisions.

Before approving any of the above affected land use decisions, cities and counties shall make a finding related to urban level of flood protection based on substantial evidence in the record for one of the following:

1. That flood management facilities protect the property to the 200-year flood event standard; or
2. That the imposed conditions by a city or county on a property, development project, or subdivision are sufficient to provide the required level of flood protection; or
3. That the local flood management agency has made adequate progress on the construction of a flood protection system that will result in the required level of flood protection. Construction of the flood protection system for areas protected by State and federal levees shall be achieved by 2025; or
4. That for urban and urbanizing areas, the property in an undetermined risk area has met the urban level of flood protection based on substantial evidence in the record.

To address the requirements of SB 5, the City of Stockton prepared a 200-year floodplain map for the Stockton area from data provided by DWR (see Figure 5-17). It shows areas where flooding in excess of three feet in depth during a 200-year flood event is anticipated. The map identifies a significant portion of the western side of the city near Interstate 5 and some isolated areas in the central and eastern areas of the city as subject to inundation during a 200-year event. This includes areas that have been annexed to the city with the expectation of development. In particular, the Crystal Bay, Westlake Villages, Delta Cove, and Sanctuary projects would all require significant flood protection improvements to achieve the 200-year level of protection required by SB 5. Collectively, these projects account for over 12,000 units of residential development potential.

The western side of the city near Interstate 5 is predominantly divided into separate hydraulically controlled areas with independent levees providing flood protection. These areas are generally managed by individual reclamation districts (RDs). The 200-year flood depths in these areas generally range between 5 and 20 feet. In areas of 5 feet or less of flood depth, development compliance with SB 5 can be achieved by one or a combination of measures, including raising the site elevation with fill material, increasing building pad height, and using flood-

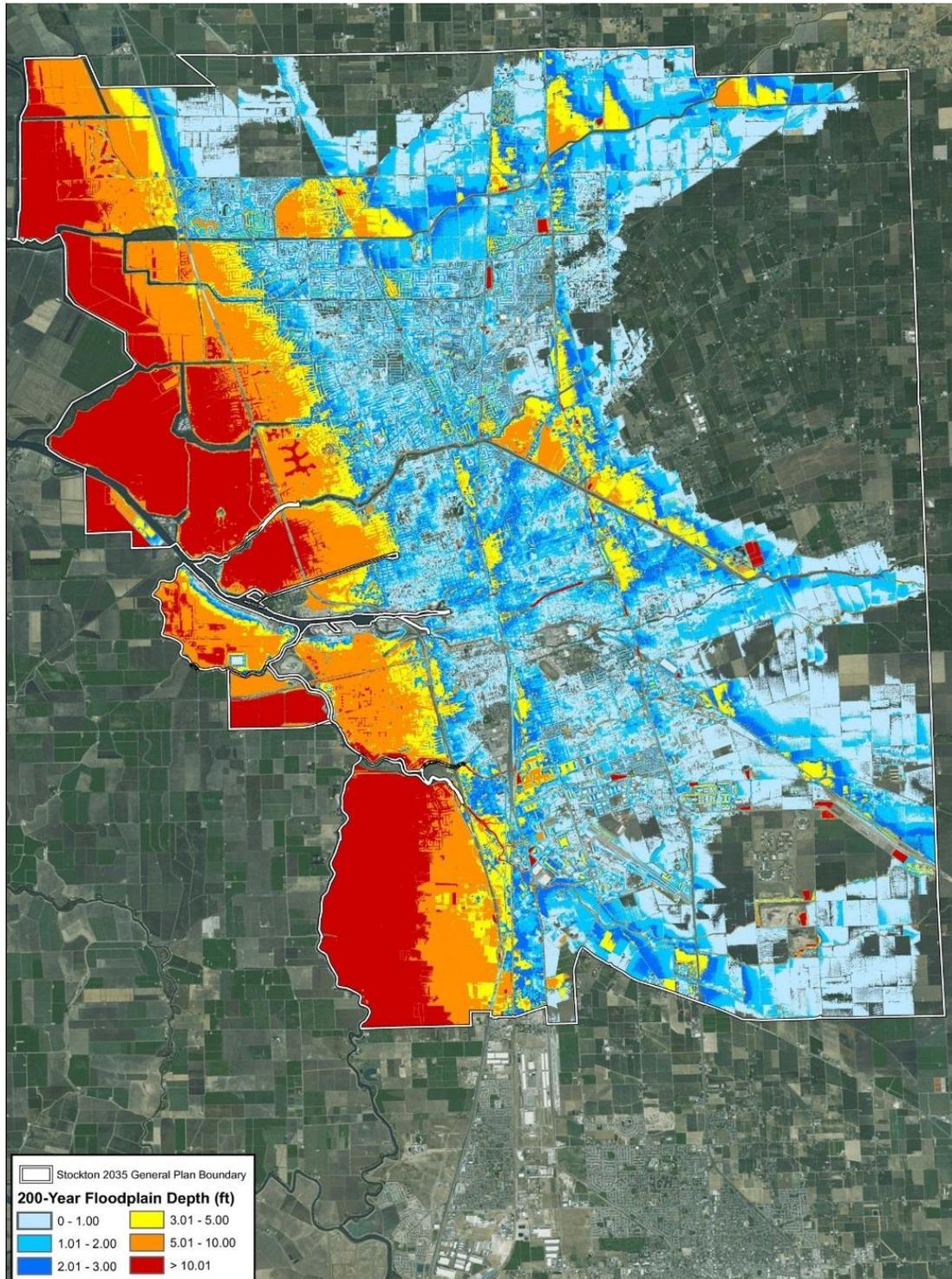
proofing materials. In areas of greater flood depths, development compliance may be achieved by elevating habitable space above parking and storage areas and initiating construction and making incremental progress on flood protection system improvements.

In June 2015, the Stockton City Council adopted amendments to the City's General Plan to address SB 5's requirements. This included modifications of existing and incorporation of new goals, policies, and implementation measures to strengthen the relationship between land use planning decisions and consideration of potential floodplain hazards. In May 2016, the Council followed up with amendments to the City's Zoning Code to establish consistency with the General Plan, thereby achieving compliance with SB 5. Based on SB 5 and the City's actions to achieve compliance, developers will be required to provide substantial evidence of 200-year protection for the record for the City to review prior to making a finding determination on development projects.

In an effort to preclude development from being halted by compliance with SB 5, some local RDs have initiated substantial engineering analysis to determine the adequacy of their flood protection systems and the extent of improvements necessary to achieve 200-year flood protection. As an example, RD 2126 (Atlas Tract) performed engineering analysis and determined that their existing levee protection system is 200-year compliant. As another example, RD 2042 (Bishop Tract) performed engineering analysis and determined that their existing levee protection system would be 200-year compliant with minor improvements. Construction on the minor improvements is in progress and is expected to be completed before the year 2025. In both examples, findings for approval of any future development that is subject to SB 5 compliance are possible.

Upgrading the City's flood protection facilities to meet the 200-year level of flood protection will be a longer-term and costly solution. The San Joaquin Area Flood Control Agency commenced preparation of a flood feasibility study in 2016 in coordination with the San Joaquin County Flood Control District and RDs. The study identified improvements needed to achieve 200-year level of protection and is the initial step toward securing federal and State funding for improvements. It may be possible for RDs to proceed more easily with making incremental progress on improving their flood levee protection systems with district revenue funds and limited subvention of federal and State funding. These improvements are not reliant on the greater citywide flood protection improvements that are estimated at roughly \$1 billion and will require significant funding from the State's competitive flood funding programs.

FIGURE 5-17: 200-YEAR FLOODPLAIN DEPTH



7. Stormwater Drainage / Flood Protection Determinations

A significant portion of the western side of Stockton near Interstate 5 and some isolated areas in the central and eastern parts of the city are subject to inundation during a 200-year flood event. This includes areas that have been annexed to the city with the expectation of development. In June 2015, the Stockton City Council adopted amendments to the City's General Plan to address requirements established by 2007 State legislation, including SB 5 and AB 162. This included modifications of existing and incorporation of new goals, policies, and implementation measures to strengthen the relationship between land use planning decisions and consideration of potential floodplain hazards. In May 2016 and July 2017, the Council followed up with amendments to the City's Zoning Code to establish consistency with the General Plan, in compliance with SB 5 and AB 162 requirements.

Based on SB 5 and the City's actions to comply, the City must make specific flood findings on certain development projects located within a flood hazard zone. Developers will be required to provide substantial evidence to address 200-year protection for the record for the City to review prior to making a finding determination on certain development projects. Development methods for addressing 200-year protection may consist of one or a combination of measures, including raising the site elevation with fill material, increasing building pad height, flood-proofing, elevating habitable space with parking and storage below, making improvements to the flood protection system, or re-designating land in the flood hazard areas to avoid flooding problems. In some instances, where infill opportunities exist, the necessary flood protection improvements may not be feasible or easily achieved. Through enforcement of SB 5 requirements and implementation of these newly-enacted provisions, 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. For instance, the City's 2040 General Plan Update changed the land use designations in some flood-prone areas in southwestern Stockton to prohibit urban development.

Buildout of the existing SOI will continue to require the capture and removal of stormwater in a safe manner. This will include flood control improvements to enable land that has already been annexed for development, including several major projects in the northwestern part of the city.

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.

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.

As required by SB 5 and AB 162, the City's 2040 General Plan commits the City to maintain existing storm drain and flood management facilities and includes goals, policies, and implementation measures to strengthen the relationship between land use planning decisions and consideration of potential floodplain hazards. In combination with the City's Zoning Code, the General Plan requires developers to provide substantial evidence of 200-year protection for the record for the City to review prior to making a finding determination on development projects.

CHAPTER 6. FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

This section of the MSR summarizes the funding mechanisms available for the provision of expanded services in Stockton to meet future needs for fire, police, water, wastewater, and stormwater infrastructure. It also provides a general overview of the City's budgetary capacity, particularly addressing its recent experience with municipal bankruptcy.

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.

1. City of Stockton

The City of Stockton's 2040 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 General Plan requires preparation of infrastructure analyses 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 typically collects development impact fees on a per-dwelling-unit basis for residential uses. Fees for non-residential uses are typically 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.

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 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.

2. 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.

3. 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 originally became effective in June 2005, specifies different tax agreements in annexation areas depending on whether or not an annexation involves detachment from a fire district. The Agreement was updated in July 2015 to include provisions that reflect specific annexations, including the Deferred Annexation Agreement for Airpark 599 project in Stockton. That agreement specifies that property taxes in the project area will be shared between the City (40 percent) and the County (60 percent).

The Annexation Agreement also includes the following exclusions:

- ◆ Annexation areas where the County receives transient occupancy tax revenues. Agreements in these areas will be individually negotiated between the County and City to address the potential TOT loss to the County;

- ◆ Areas where taxes exceed \$1 million dollars. Agreements for these areas will be individually negotiated between the County and City to address the potential sales and use tax loss to the County; and
- ◆ Areas where the County owns in excess of 50 acres of land, except for Airpark 599. Annexations under these circumstances will be considered according to separately negotiated and mutually beneficial annexation and development agreements.

C. 2040 GENERAL PLAN POLICIES

The 2040 General Plan includes several policies related to the financing of infrastructure. These are as follows:

- ◆ **Action LU-6.1F:** Evaluate and implement adjustments to the Public Facilities Fee structure to encourage development in areas where infrastructure is already present and ensure that non-infill development pays its fair share of anticipated citywide capital facilities and operational costs.
- ◆ **Action LU-6.2B** Do not approve future annexations or City utility connections unless they are consistent with the overall goals and policies of the General Plan and do not adversely impact the City's fiscal viability, environmental resources, infrastructure and services, and quality of life.
- ◆ **Action LU-6.3A** Require development to mitigate any impacts to existing sewer, water, stormwater, street, fire station, park, or library infrastructure that would reduce service levels.
- ◆ **Action LU-6.3B** Ensure that public facilities, infrastructure, and related land area and other elements are designed and right-of-way is acquired to meet 2040 planned development requirements to avoid the need for future upsizing or expansion, unless planned as phased construction.
- ◆ **Action LU-6.3C** Coordinate, to the extent possible, upgrades and repairs to roadways with utility needs, infrastructure upgrades, and bicycle and pedestrian improvements (i.e., 'dig once').
- ◆ **Policy LU-6.5** Improve and maintain the City's fiscal health.
- ◆ **Action LU-6.5A** Require preparation of a fiscal impact analysis for large development projects and proposed annexations to ensure a full accounting of infrastructure and public service costs and to confirm whether revenue enhancement mechanisms are necessary to ensure net fiscal balance or better, and require appropriate fiscal mitigations, when

necessary, to ensure the City's ongoing fiscal health and continued viability of the City's General Fund.

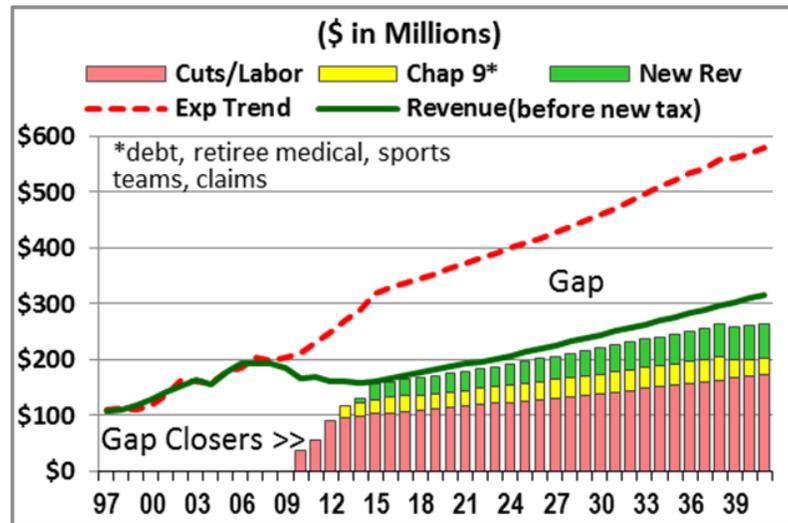
- ◆ **Action LU-6.5B** Utilize development agreements as a tool to implement public facilities financing plans and to secure fiscal mitigations and various public benefits from new development projects.
- ◆ **Action LU-6.5C** Evaluate and update all development impact fees to be consistent with the 2040 General Plan.
- ◆ **Action LU-6.5D** Continue to utilize developer fees, the City's public facilities fees, and other methods (e.g., grant funding and assessment districts) to finance public facility design, construction, operation, and maintenance.

D. CITY OF STOCKTON PLAN OF ADJUSTMENT

On June 28, 2012, the City of Stockton filed a petition for protection under Chapter 9 of the United States Bankruptcy Code. Through the bankruptcy process, the City developed a Plan of Adjustment to resolve its debt and other financial issues and on February 25, 2015, this plan, as approved by the courts, became effective. A number of actions were required to achieve a successful Plan of Adjustment, including restructuring of City debt, renegotiation of labor agreements, a settlement eliminating the City's obligation to provide contracted lifetime retiree medical benefits, and voter approval of Measure A, a sales tax measure that helps to fund both the bankruptcy recovery and increased police services (The Marshall Plan).

Figure 6-1 shows how the combination of these measures closed the projected gap between City revenues and expenditures over the long term. Among other adjustments, between FY 2008-09 and FY 2011-12, the City reduced total staffing levels by 30 percent. The City also projected that staffing levels, with the exception of sworn police personnel funded by Measure A, would stay level. The Marshall Plan increased police service levels from 1.16 sworn officers to 1.6 sworn officers per 1,000 residents.

FIGURE 6-1: PROJECTED EXPENDITURE CUTS AND REVENUE INCREASES TO CLOSE FINANCIAL GAPS, INITIAL L-RFP, 2013



Source: City of Stockton, Proposed Plan of Adjustment and Disclosure Statement for Submittal to Bankruptcy Court. September 27, 2013.

E. CITY OF STOCKTON LONG RANGE FINANCIAL PLAN

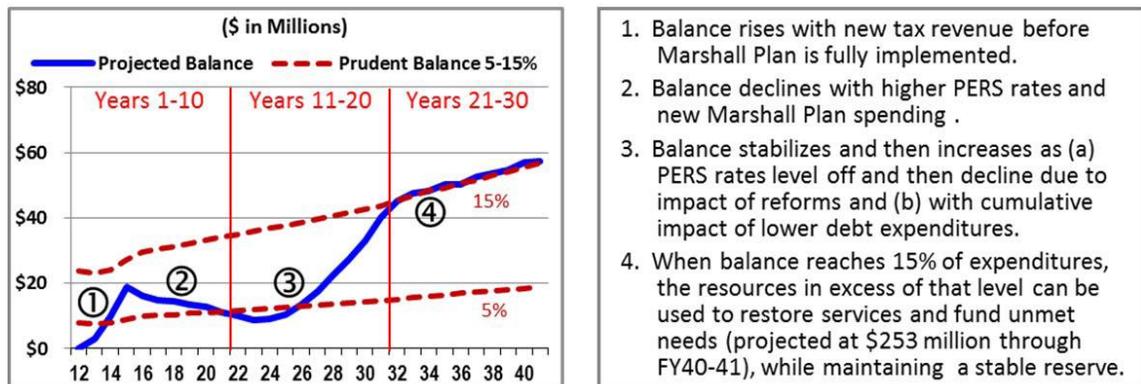
In order to understand and plan for the long-term implications of the Plan of Adjustment, the City developed a Long Range Financial Plan (L-RFP). The L-RFP extends 30 years to indicate how the City will achieve and maintain a healthy General Fund reserve balance, which will allow it to weather future adverse economic conditions and build its capacity to increase the level of service the City provides. The City’s goal was to maintain a 5 to 15 percent General Fund Reserve. The initial L-RFP showed these reserve levels would be possible with a slight deviation in the early 2020s (Figure 6-2). This deviation is mainly due to addressing the City’s retirement obligations in a sustainable way over the long term, but also to honoring its commitment to high level public safety services.

As noted in the Initial L-RFP, the City’s plan meets the three critical tests of solvency:

- ◆ It is cash solvent. Balances will be available to pay bills when they come due.
- ◆ It is budget solvent. The budgets are balanced with all spending categories accounted for, including compensated absences and internal service contributions.

- ◆ It provides minimal service solvency, thanks to the Marshall Plan, which restores significant public safety service levels to the city.

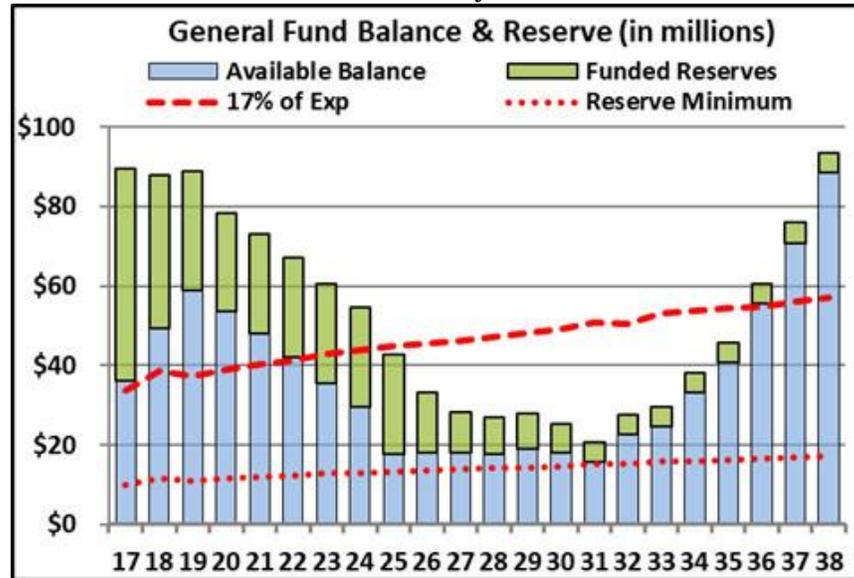
FIGURE 6-2: GENERAL FUND BALANCE WITH REVENUE GROWTH AS FORECASTED, INITIAL L-RFP, 2013



Source: City of Stockton, Proposed Plan of Adjustment and Disclosure Statement for Submittal to Bankruptcy Court. September 27, 2013.

In fact, both property and sales tax revenues have recovered better than originally projected and the current L-RFP projection shows a much healthier General Fund Balance and Reserve (Figure 6-3). In 2016, the City adopted a General Fund reserve policy that includes a Working Capital balance goal of 16.7 percent (equal to two months of expenses) and sets aside funds for known contingencies such as pension costs, City Hall replacement, replacement of the antiquated financial system, and new employee compensation agreements. The L-RFP shows the City's ability to sustain services and address those costs through the forecast period, although the City will need to access its reserves to carry it through the late 2020s. Extensions of City services to any new annexation areas prior to this time will be limited to the level supported by new revenues generated from the annexation areas. Any new annexation areas would need to complete a fiscal impact analysis to demonstrate the potential cost of City services in relation to new property tax and other General Fund revenue that may be generated by land and development within the annexation area. In early 2018, City Staff completed such an analysis and concluded that new residential developments would come at a net cost to the City. Consequently, the City Council adopted policies in July 2018 to establish a new citywide services and maintenance CFD. The new policies and CFD will improve the City's capacity to provide services. If these General Fund revenues are not sufficient to support an adequate level of service, the City may consider other financing mechanisms to supplement City revenues for services in the new area.

FIGURE 6-3: CURRENT L-RFP PROJECTION



Source: City of Stockton, FY 2018-19 Adopted Budget, accessed on http://www.stockton.gov/government/departments/adminservices/budL_rfp.html.

F. DETERMINATIONS

The City of Stockton’s 2040 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. As noted above, the City would also require supplemental funding, such as a CFD, if necessary, to extend an adequate level of service to any new annexation areas.

The City’s General Plan requires preparation of an infrastructure analysis for specific plans and master plans. The City of Stockton generally charges development impact fees on a per-dwelling unit basis for residential uses. Non-residential uses are generally 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.

Through the bankruptcy process, the City developed and the courts approved a Plan of Adjustment to resolve the City's debt and other financial issues. A number of actions were required to achieve a successful Plan of Adjustment, including restructuring of City debt, renegotiation of labor agreements, a settlement eliminating the City's obligation for retiree medical benefits, and voter approval of Measure A, a sales tax measure that helps to fund both the bankruptcy recovery and increased police services (The Marshall Plan). In order to demonstrate the long-term viability of the Plan of Adjustment, the City developed a Long Range Financial Plan (L-RFP). The L-RFP extends 30 years and serves to inform the City's decision-making to enable the City to achieve and maintain a healthy General Fund reserve balance, which will allow it to weather future adverse economic conditions and build its capacity to increase the level of service the City provides.

The L-RFP demonstrates that the City meets three critical tests of solvency: cash solvency, budget solvency, and service solvency. In fact, both property and sales tax revenues have recovered better than originally projected and the current L-RFP projection shows a much healthier General Fund Balance and Reserve. As noted in the discussions above, the City intends to limit the cost of service extensions to any new annexation areas to the amount of General Fund revenue that would be generated from those areas, as well as supplemental funding, such as a CFD, as necessary to provide adequate service levels.

CHAPTER 7. 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, 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, planning, and the siting, construction, and maintenance of public and community service facilities.

The City has already identified opportunities for reducing overall costs and maintaining quality services through sharing facilities with other agencies and sharing or reducing use of resources. As described in Chapter 5, 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.

B. DETERMINATIONS

The City of Stockton has a long history of working with other public service providers to share facilities and resources. This includes a variety of special districts and San Joaquin County departments that provide services to the residents within the city and the unincorporated area (including the county islands within the city limits). The City also participates actively in planning for and implementing regional water supply and flood control programs. The City of Stockton 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.

CHAPTER 8. ACCOUNTABILITY FOR COMMUNITY SERVICE NEEDS INCLUDING GOVERNMENT STRUCTURE AND OPERATIONAL EFFICIENCIES

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.

In June 2012, the City of Stockton filed a petition for protection under Chapter 9 of the United States Bankruptcy Code. At the time, the City was facing over \$2 billion in labor agreements, long-term debt, and other obligations that it could not manage outside of bankruptcy. In February 2015, a Plan of Adjustment, or “bankruptcy exit plan” became effective, and the City officially emerged from bankruptcy. In agreeing to the provisions of the Plan, the City Council adopted the following guiding principles concerning the plan:

- ◆ Sustainable and provides for the health, safety, and welfare of the community;
- ◆ Balanced among interested parties, while allowing for basic services;
- ◆ Results in fiscal stability and solvency, demonstrated by our Long-Range Financial Plan; and
- ◆ Protects essential City assets.

The Plan reflects new labor agreements with employees, a settlement with retirees to eliminate retiree healthcare benefits, and agreements with the City’s largest creditors on terms that eliminate reliance on the City’s General Fund as a backstop for long-term debt. In turn, the City committed to a Long-Range Financial Plan that allows it to continue to provide basic services, increase public safety through the Marshall Plan on Crime, and maintain amenities to ensure continued economic development. The restoration of services cut as a result of bankruptcy could occur with economic recovery and associated increases in City revenues.

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, however, 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.

A. 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.

1. 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 includes several districts that may benefit from consolidation as annexation occurs.

2. 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, San Joaquin County services will be taken over by the City as it merges County services areas into its own systems. Table 8-1 lists the County districts within the City of Stockton SOI.

3. 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.

4. 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 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.

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 2040 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. Action LU-6.1C in the 2040 General Plan illustrates the City's commitment to annex and provide services to areas within its SOI; it states: "require that vacant unincorporated properties be annexed into the city prior to the provision of any City services, or that a conditional service agreement be executed agreeing to annex when deemed appropriate by the City."

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 2040 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. For unincorporated islands within the city limits, the City is committed to working in good faith with all stakeholders, including property owners, members of the public, and other government agencies, to prepare feasibility studies regarding the annexation of these islands.

TABLE 8-1: 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
West Lane Street Lighting District
COUNTY SERVICE AREAS
3A-Tallahatchy
15-Waterloo/99
17-Cherokee Industrial Park
41-Eaglecrest

Source: San Joaquin LAFCo; June 2016.

B. MANAGEMENT EFFICIENCIES

The 2015 Plan of Adjustment allowed the City to restructure its obligations while the Long-Range Financial Plan (L-RFP) proved the long-term viability of the Plan. The L-RFP informs the City's decision-making and helps the City to manage its resources more efficiently and effectively and in a sustainable manner. These plans emphasize the provision of basic services in a sustainable way, with the expectation that services cut as a result of bankruptcy could be restored with economic recovery and associated increases in City revenues. A key provision of the City's commitment is the maintenance of current staffing levels, except for the additional police officers funded by Measure A. Extensions of City services to any new annexation areas prior to this time will be limited to the level supported by new revenues generated from the annexation areas, unless new funding sources (e.g., community facilities districts or other assessment mechanism) are established to supplement existing City revenue sources.

The City undertakes long-range planning programs to better plan and budget for needed improvements to services and facilities. For example, the City's 2040 General Plan identified the potential for growth and establishes the baseline for other plans, such as water and sewer master plans. The City also conducts a visioning process, in which departments identify staffing, technology, and facility needs for a three-year period, as well as savings and efficiency ideas. 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 8-2 provides a summary of the Fiscal Year 2019-20 budget for the City of Stockton.

TABLE 8-2: FISCAL YEAR 2019-20 BUDGET SUMMARY

Program Appropriations	Operating Budget	Debt Service Budget	Capital Budget	Total	Percent
Police	\$135,685,455	-	\$4,000	\$135,689,455	18%
Fire	57,238,571	-	214,600	57,453,171	8%
Public Works	47,917,697	744,007	13,992,560	62,654,264	8%
Community Services	28,492,321	-	10,920,000	39,412,321	5%
Community Development	12,264,159	-	-	12,264,159	2%
Economic Development	23,634,654	4,173,490	650,000	28,458,144	4%
Utilities	85,643,583	21,789,337	74,954,394	182,387,314	24%
Administration	31,785,047	-	6,706,534	38,491,581	5%
Insurance and Benefits - Internal	116,416,821	-	-	116,416,821	15%
Non-Departmental	26,419,984	-	450,000	26,869,984	4%
Debt Service Funds	-	12,596,485	-	12,596,485	2%
Capital Projects Funds	1,890,749	-	45,028,610	46,919,359	6%
Total	\$567,389,041	\$39,303,319	\$152,920,698	\$759,613,058	100%

Source: City of Stockton Fiscal Year 2019-20 Annual Budget; Adopted June 2019.

C. 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 1,706⁵ employees budgeted for Fiscal Year 2019-20.

The City of Stockton has a seven-member, elected City Council: the Mayor and six Council members are nominated by district and elected citywide. It is the City's governing body, with 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 6:00 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 7:30 a.m. and 5:30 p.m. Monday through Thursday. City offices are open every other Friday from 8:00 a.m. to 5:00 p.m. and closed on the remaining Fridays. The Municipal Utilities department, which provides water, wastewater, stormwater, and environmental protection resources is located at

⁵ Source: City of Stockton Annual Budget: FY 2019-20; June 2019; Page B-7.

2500 Navy Drive and is open to the public for City business during normal working hours.

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 California Department of Finance, and Community Development Block Grant (CDBG) implementation. These reports are available to the public for review and comment.

The City's 2040 General Plan Update included an extensive outreach program that included a variety of ways for community members to participate in the planning process. This included a project website, digital engagement opportunities, community events, technical advisory committee meetings, and formal public hearings. The process also included a commitment to accommodating non-English speaking residents in outreach activities. The City's 2014 Housing Element preparation process also included community participation opportunities in accordance with State Housing Law (as described in the Element).

The 2040 General Plan also contains policies that support local accountability:

- ◆ **Policy LU-6.7:** Enhance public participation in the planning process.
- ◆ **Action LU-6.7A:** Work with community-based organizations to develop and implement a comprehensive and accountable long-term strategy to engage the Stockton community in planning decisions.

1. 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.

The City intends to work in good faith with all stakeholders, including property owners, members of the public, and other government agencies, to annex

unincorporated island areas within its SOI (see Chapter 4, Section F) and to consolidate services and increase efficiencies and infrastructure and service deliveries. As planned development occurs within the undeveloped areas of the SOI, the City will extend and expand infrastructure and services logically and efficiently pursuant to the City's 2040 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 City is also committed to putting in place financial mechanisms (e.g., CFDs) to ensure that annexations do not adversely affect provision of services elsewhere.

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 2040 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.

2. Management Efficiencies Determinations

The 2015 Plan of Adjustment allowed the City to restructure its obligations while the Long-Range Financial Plan (L-RFP) proved the long-term viability of the Plan. The L-RFP informs the City's decision-making and helps the City to manage its resources more efficiently and effectively and in a sustainable manner. The City also undertakes long-range planning programs to better plan and budget for needed improvements to services and facilities, including a visioning process that focuses on savings and efficiency.

3. 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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CHAPTER 9. GLOSSARY OF ACRONYMS

AF.....	Acre Feet
ASR.....	Aquifer Storage and Recovery
BDCM.....	Bromodichloromethane
BMPs.....	Best Management Practices
BOD.....	Biological Oxygen Demand
CEQA.....	California Environmental Quality Act
CHMD.....	Colonial Heights Maintenance District
COS MUD.....	City of Stockton Municipal Utilities Department
COSMA.....	City of Stockton Metropolitan 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
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
U.S. EPA	United States Environmental Protection Agency
USA.....	Urban Service Area
UV	Ultraviolet
WSE	Water Supply Evaluation
WPA.....	Walnut Plant Area