



## Acknowledgements

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# **CITY OF MODESTO**

## **2003 Urban Growth Policy Review**

**July 2003**

Community & Economic Development Department  
Planning Division

Approved by Modesto City Council Resolution Numbers:  
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**CITY OF MODESTO  
2003 URBAN GROWTH POLICY REVIEW  
EXECUTIVE SUMMARY**

The Modesto Urban Area General Plan “Community Growth Strategy” calls for a review of the growth trends in the Modesto Urban Area on a periodic basis. As noted in the Community Growth Strategy, this periodic review should provide for the selection of potential areas to be served with urban infrastructure during the ensuing five years. In general, the maintenance of a five-year supply of available vacant and agricultural land served with urban infrastructure is desirable and urban growth should be directed as long as economically feasible to areas currently served with City services.

The 2003 Urban Growth Policy Review process (Review) began in January 2003. The City Council’s Economic Development Committee has provided oversight for the project through a series of public workshops. The Review process includes the following:

1. Preparation of an estimate of the land within the City limits now available for urban development;
2. Preparation of an estimate of the land needed for residential, commercial and industrial development in the next five years to determine whether there is a deficit in the land available for development; and
3. Identification of alternatives for providing additional land for development, if additional land is needed.

The last Urban Growth Policy Review Update was considered by the City Council in July 2001. City Council policy adopted as part of the 2001 Urban Growth Policy Review Update provides for biennial review of Urban Growth Policy.

**A. LAND USE INVENTORY**

The Land Use Inventory provides an estimate of the amount of land within the City limits served with urban infrastructure and currently available for urban development. The land use inventory is slightly different from the 2001 Urban Growth Review Policy Report. The 2003 land use inventory includes all vacant sites regardless of parcel size, sites with an approved tentative parcel map, and underdeveloped sites, all of which were excluded in the 2001 inventory. Consistent with the 2001 Report, the land use inventory is reduced by ten (10%) on the basis that not all land is available for urban development.

The existing land use inventory as of April 2003 is summarized in **Table ES1**. The land use inventory contains over 2,100 total acres. The largest category of land available in the Current Inventory (1,076 acres) is designated for residential uses.

**Table ES1  
Current Land Inventory within Incorporated Area**

<b>Land Use</b>	<b>Vacant</b>	<b>Underdeveloped</b>	<b>Subtotal</b>	<b>10% Reduction</b>	<b>Total</b>
Residential	1,033	163	1,196	120	1,076
Commercial	254	79	333	33	300
Industrial	301	578	879	88	791
<b>Total</b>	<b>1,588</b>	<b>820</b>	<b>2,408</b>	<b>241</b>	<b>2,197</b>

## B. ABSORPTION ANALYSIS

For the purposes of Urban Growth Review, it appears there is a sufficient inventory of industrial and commercial land uses for the next five years. While there are parcels available throughout the city, fully improved large tracts of land and business/industrial parks are not generally available. A lack of infrastructure to larger sites is an ongoing constraint to development. Industrial and commercial uses may still be added to the inventory through annexations without a Measure M vote, since non-residential uses are exempt from Measure M. Pursuant to the Policy to implement the Growth Management Act of 1995, an advisory election shall be held before the City council approves, authorizes or appropriates funds for sewer improvements serving five residential units or more. Where the extension of a sewer trunk line to permit development is required, a Measure "A" advisory vote is required.

Pursuant to General Plan Policy, the growth review update examines the inventory of vacant and agricultural land to assure an adequate supply of land for anticipated development. Since 2001, two sites have been annexed to the City: a 24-acre annexation on Parker Road, providing a maximum development potential of 70 residential units (as per the Empire North Unit One Specific Plan), and a 17 acre annexation at the northeast corner of Coffee Road and Claratina Avenue to facilitate construction of a church. **Based on market absorption of land for residential uses, the current inventory is projected to provide for a four-year supply of land for residential development, with a deficit occurring by 2008, as summarized in Table ES2. However, if the 480-acre portion of the Roselle-Claribel CPD is annexed during the planning horizon, there would be sufficient inventory to accommodate anticipated growth.**

**Table ES2: Impact on Annual Acreage Demand on Inventory**

Event	Impact	Remaining Inventory
Current Inventory		1076 acres
Year 1 Demand	(240 acres)	836 ac.
Year 2 Demand	(240 acres)	596 ac.
Year 3 Demand	(240 acres)	356 ac.
Year 4 Demand	(240 acres)	86 ac.
Year 5 Demand	(240 acres)	Deficit -154 ac.

480 acres in the Roselle-Claribel CPD expected to be annexed during the planning horizon.

### Housing Element Update

Update of the General Plan Housing Element is also underway. Pursuant to State Law, the deadline for submitting the Housing Element to the State Department of Housing and Community Development (HCD) is December 31, 2003. The estimate of the land needed for residential development was also examined on the basis of the housing allocation addressed by the Housing Element. For the purposes of the Housing Element Update, housing projections are based on the Regional Housing Needs Allocation (RHNA), established by HCD. The RHNA identifies the allocation to cities and counties of their "fair share" of the region's housing needs as well as future projected housing needs by income group. The Regional Housing Needs Allocation (RHNA) is intended to assist cities and Counties in developing their General Plan's Housing Element within the 7.5-year statutory time frame beginning January 1, 2001 and ending June 30, 2008.

According to State law, the Stanislaus Council of Governments (StanCOG) is delegated the task of preparing a methodology for distributing the RHNA total among the nine cities and the county. Based on the StanCOG Regional Housing Needs Plan approved by the StanCOG Policy Board on September 11, 2002, Modesto's share of the Regional Housing Needs Allocation is 9,082 units for the review period ending June 30, 2008. In November 2002, HCD determined that the Draft StanCOG RHNP was inconsistent with provisions of State law in methodology and in the amount of regional housing need identified for the county for the allocation period. According to HCD, the regional housing allocation totals 35,239 new households and Modesto's share of the State allocation is 15,347 for the housing period.

Based on the sites inventory, the City has adequate sites to fulfill its regional housing needs for all income categories under the StanCOG Regional Housing Needs Plan. Based on the HCD RHNA allocation, a shortfall of 2,334 units exists for lower income housing and a shortfall of 140 units exists for moderate-income housing. The Draft Housing Element determined that approximately 130 acres of additional high-density residential land should be included in the sites inventory, to make up the shortage in site potential. Although, the City is not required to actually construct these units, the City is required to accommodate this projected growth within its general plan during the specified time period. **Although the sites inventory provides for a four-year supply of residential land based on historic market absorption, the inventory is not sufficient to accommodate the regional housing allocation established by the State, specifically for lower income housing for the RHNA time frame.**

### **C. RECOMMENDATIONS FOR ADDITIONAL INVENTORY TO ADDRESS REGIONAL HOUSING NEEDS SHORTFALL**

In order to address the shortfall in sites to meet Modesto's share of the State Regional Housing Needs Allocation, additional land area should be included in the current inventory. If the City Council determines that additional acreage should be included in the current inventory, the area to be included would need to provide sites to accommodate very low and low-income housing. Staff recommends that the City Council take action to add the following Comprehensive Planning District to the inventory:

#### **Johansen/Empire North CPD's**

- Annexation of the Johansen CPD would result in the addition of 486 net acres of Village Residential land use area to the inventory, with a potential of 2,478 units at an average 5.1 residential units per acre (refer to **Figure 6**).
- Annexation of the Empire North CPD would add another 72 net acres to the inventory, with a potential for 367 residential units at 5.1 units per acre (Refer to **Figure 6**).
- The portion of the Empire North CPD north of Dry Creek has already been annexed to the City.
- A portion of the Johansen CPD is already developed with three schools, Johansen High School, (completed in 1992) located at Claus Road and Creekwood Drive, Stroud Elementary school (completed in 1994), located at Frazine and LaCoste, and Glick Middle School (scheduled for completion in June 2003), located at Frazine Road, north of Yosemite Boulevard. The area is surrounded by urban development, consisting of residential development in the City to the north and west, the community of Empire to the east, and the Beard Industrial Tract in the County, to the south.
- Annexation appears to have support from the majority of landowners, who have pointed to serious impacts from nearby urban development on farming activities.
- These CPD's have the potential to serve as a location for a range of housing in close proximity to the Beard Industrial Tract, the largest employment center in Stanislaus County.
- The Engineering & Transportation Department has estimated that the cost of extending the trunk sewer line to the Johansen CPD would be approximately \$1,170,000 (Refer to

Section VII for further discussion regarding infrastructure to serve the Johansen/Empire North CPD's).

- Additionally, Engineering and Transportation have identified substantial downstream improvements needed to the wastewater collection system. Estimated costs of completing the system improvements have not been determined by Engineering & Transportation.
- Consolidating both CPD's would be appropriate for the purposes of preparing master plans for land use and backbone infrastructure, as well as corresponding infrastructure financing.

The Johansen and Empire North CPD's are recommended for inclusion in the sites inventory, to absorb the 130 acres estimated for low income housing set by the RHNA. Adding the 486-acre Johansen CPD, and the 72 acre Empire North CPD, with the 480 acre portion of the Roselle-Claribel CPD will provide sufficient inventory to accommodate the City's share of the Regional Housing Needs Allocation, through the next housing cycle, ending June 30, 2008.

#### **D. ADDITIONAL INVENTORY OPTION:**

If the City Council determines that the current inventory should be increased further, the remainder of the Kiernan-Carver CPD could be considered for future annexation:

##### **Kiernan/Carver CPD**

Annexation of this CPD would result in the addition of 571 net acres of Village Residential land use area to the Current Inventory, with a potential of 2,912 residential units at 5.1 units per acre, and 422 acres of Business Park land use area (Refer to **Figure 7**).

- Land owner support is present, but majority interest has not been demonstrated. The most recent City Council policy adopted in 1998 to implement Measure M, provides that only an entire CPD should be the subject of Measure M vote.
- Annexation is a logical extension of the City's boundaries, and is consistent with the principle that development should be contiguous to areas already developed.
- The CPD is in close proximity to a trunk sewer line and the extension of the Pelandale Expressway.
- Annexation of this CPD, and extension of the trunk sewer line, will make it more feasible to develop the adjacent Kiernan/McHenry CPD in the longer term. The Kiernan/McHenry CPD is designated for Business Park use. If the General Plan strategy of focusing economic development efforts on business parks eventually succeeds, the City will need additional acreage for this purpose.
- The Engineering & Transportation Department estimated that the cost of extending major sanitary sewer lines to the Kiernan-Carver CPD would be approximately 4,410,000.

#### **E. OTHER RECOMMENDATIONS:**

##### **Unincorporated Islands**

Unincorporated "island" areas were discussed during the Review process. The Stanislaus County Redevelopment Agency has requested the City consider a Measure M advisory vote for several unincorporated island areas. These areas include the Shackelford neighborhood, Robertson Road neighborhood, Coffee-Sylvan area, and the Airport neighborhood.

Should the City Council wish to include such areas for a Measure M advisory vote, the following recommendations would apply in accordance with the policy to implement the Modesto Citizen's Advisory Growth Management Act of 1995 (Measure M) adopted by City Council Resolution 98-411. Item 5 of the referenced Policy States as follows:

### **5. Sequencing of Measure M Votes for “Infill” Areas”**

- a) When: the most substantial Infill Areas will not be scheduled until negotiations with the County regarding fiscal issues are complete. There needs to be significant preparation in advance of scheduling Measure M votes for Infill Areas. A successful Measure M vote may lead to public expectations that annexation will immediately follow, with corresponding expectations that existing deficient infrastructure will be upgraded. Therefore, the fiscal impacts of serving unincorporated areas may vary from area to area, irrespective of whether the City/County property tax agreement is in effect for those areas. The impacts of tax increment financing through the Redevelopment Agency should also be examined.
- b) Which Areas: The City will schedule a Comprehensive Measure “M” vote for the most substantial Infill Areas or logical groupings of such Areas. Since urban services are generally available or nearby in the Baseline Developed Area, and the “urban pattern” is fundamentally established, this approach provides significant time savings toward the ultimate annexation of all Infill Areas.
- c) Infill Areas” which are not “substantial”: The City Council, at its sole discretion, may determine that certain Infill areas are not “substantial” and therefore, would not need to be dependent on negotiations with the County.

#### **Shackelford:**

The Shackelford area is approximately 153 acres in area, located south of SR 99, east of Crows Landing Road. The County has implemented a program to bring this area partially in conformance with city standards. The proposed street overlay is not consistent with the City Standard, and street lights are not proposed. In accordance with the policy to implement Measure M, this area qualifies as a substantial infill area. Staff recommends that the City Council take action to schedule the Shackelford area for a Measure M vote, if negotiations with the County regarding all relevant fiscal issues including infrastructure funding are complete prior to completion of the ballot measure for the November 2003 General Election.

#### **Robertson Road:**

This area is approximately 96 acres, located south of Robertson Road, and east of Carpenter Road. The Stanislaus County Redevelopment Agency has reported that funding is available only for sewer improvements for this neighborhood, and not for any other infrastructure improvements. The area qualifies as a substantial infill area requiring negotiations with the County regarding fiscal matters, in advance of Measure M. Pursuant to the policy to implement Measure M, staff recommends that the City and County establish a program to address fiscal issues including infrastructure funding, before the area is considered for a Measure M vote.

#### **Coffee-Sylvan:**

This is an 89-acre county area bordered by Coffee Road on the west and Sylvan Avenue on the north. The area is partially improved to City standards. The Engineering and Transportation Department estimate the cost of providing infrastructure improvements consistent with City standards to be approximately \$6.1 million. The area qualifies as a substantial infill area requiring negotiations with the County regarding fiscal matters, in advance of Measure M. Pursuant to the policy to implement Measure M, staff recommends that the City and County establish a program to address fiscal issues including infrastructure funding, before the area is considered for a Measure M vote.

## CITY OF MODESTO

### 2003 URBAN GROWTH POLICY REVIEW

#### I. INTRODUCTION

The 2003 Urban Growth Policy Review (Review) has been prepared pursuant to the City of Modesto 1995 Urban Area General Plan. The purpose of Urban Growth Review is to inventory vacant residential, commercial and industrial land in Modesto, to assist the City Council in determining the timing and direction of growth to those areas that can most feasibly be served with urban infrastructure. As an end result of this review, the City Council may determine which, if any, sewer trunk extensions as defined by the Modesto Citizens Advisory Growth Act of 1995 (Measure M), are needed, and schedule those areas for a public advisory election in November 2003. The primary purpose of the Review is to assure that there is an adequate inventory of vacant land served with urban infrastructure to accommodate anticipated economic development during the next five years. If there is not sufficient inventory, a deficit in the land needed is present and additional land should be added to the current inventory.

Based on the findings of the 2001 Growth Review report, the City Council scheduled 480 acres of the Roselle-Claribel Comprehensive Planning District (CPD) for a Measure M advisory election, which resulted in an affirmative vote. Several steps are required before this area can be included in the inventory, including preparation, review and approval of a comprehensive plan, certification of a Focused Environmental Impact Report, Annexation, and Subdivision Maps. The City Council also scheduled a Measure M advisory election for two unincorporated "island" areas located in the Woodland neighborhood southwest of SR 99, which also resulted in an affirmative vote.

The City Council Economic Development Committee (EDC) held three public workshops concerning the 2003 Urban Growth Policy Review: February 13, March 13, and April 10. The EDC will hold a joint workshop with the Planning Commission on May 8, 2003 to consider the final Growth Review report. The Committee will make recommendations to the City Council regarding the need for new sewer trunk extensions and future growth considerations.

#### II. LAND USE INVENTORY

The current inventory includes vacant land and underdeveloped sites within the city limits feasibly available for current development. The methodology used for the land use inventory is slightly different from the 2001 Urban Growth Review Update. The land inventory includes all vacant parcels. Infill site less than 2 acres in size were excluded in the 2001 inventory, on the basis that special efforts and development expertise are often required with development of such areas. During the review process, the Committee requested staff research the level of residential development activity in recent years, on small "infill" parcels. According to building permit records, 67 final permits were issued for new residential units on parcels 2 acres and smaller between January 1999 and February 2003. **Figure 1** identifies the location of the residential infill development activity for this period.

The residential land inventory includes land subject to a tentative map, and excludes parcels subject to a final map. The time period from tentative map stage to development averages approximately two years. The Committee decided that final subdivision maps should be excluded from the inventory, because these parcels are subject to ongoing development activity and they are not considered as being available for economic development activity for the study period. As of April 2003, tentative maps totaled 126 acres and final Maps totaled 111 acres. For the 2001 Urban Growth Review Update, land subject to a tentative and final map was

excluded from the inventory, based on comments received from the development community that such areas would rapidly be absorbed through construction and sale. Prior to the last update, the usual past practice was to exclude Final Maps from the land use inventory, but not Tentative Maps.

Consistent with the 2001 Urban Growth Review Update, the land use inventory is reduced by ten (10%) percent on the basis that not all land is available for urban development.

The vacant land inventory includes underdeveloped sites. These sites are partially developed parcels with the majority of the parcel undeveloped and remaining for future development.

**A. Residential Inventory**

The residential inventory totals approximately 1,196 acres (see **Table 1**). Applying the ten (10%) percent inventory reduction, the adjusted total is **1,076 acres**.

**Table 1: Residential Sites Inventory within City limits**

Vacant Land Survey	Single	Multi	Single	Under-	Total
	Family	Family	Family Tentative Map	developed	
Empire North (incorporated)	21	0	0	0	21
Pelandale-Snyder	0	0	20	0	20
North Beyer	10	30	0	0	40
Coffee-Claratina	0	11	7	0	18
Village One	327	62	16	36	441
Kiernan-Carver	4	0	0	0	4
Fairview	117	0	83	0	200
Baseline Developed Area as of Dec. 2002	283	42	0	127	452
<b>TOTAL ACREAGE</b>	<b>762</b>	<b>145</b>	<b>126</b>	<b>163</b>	<b>1,196</b>

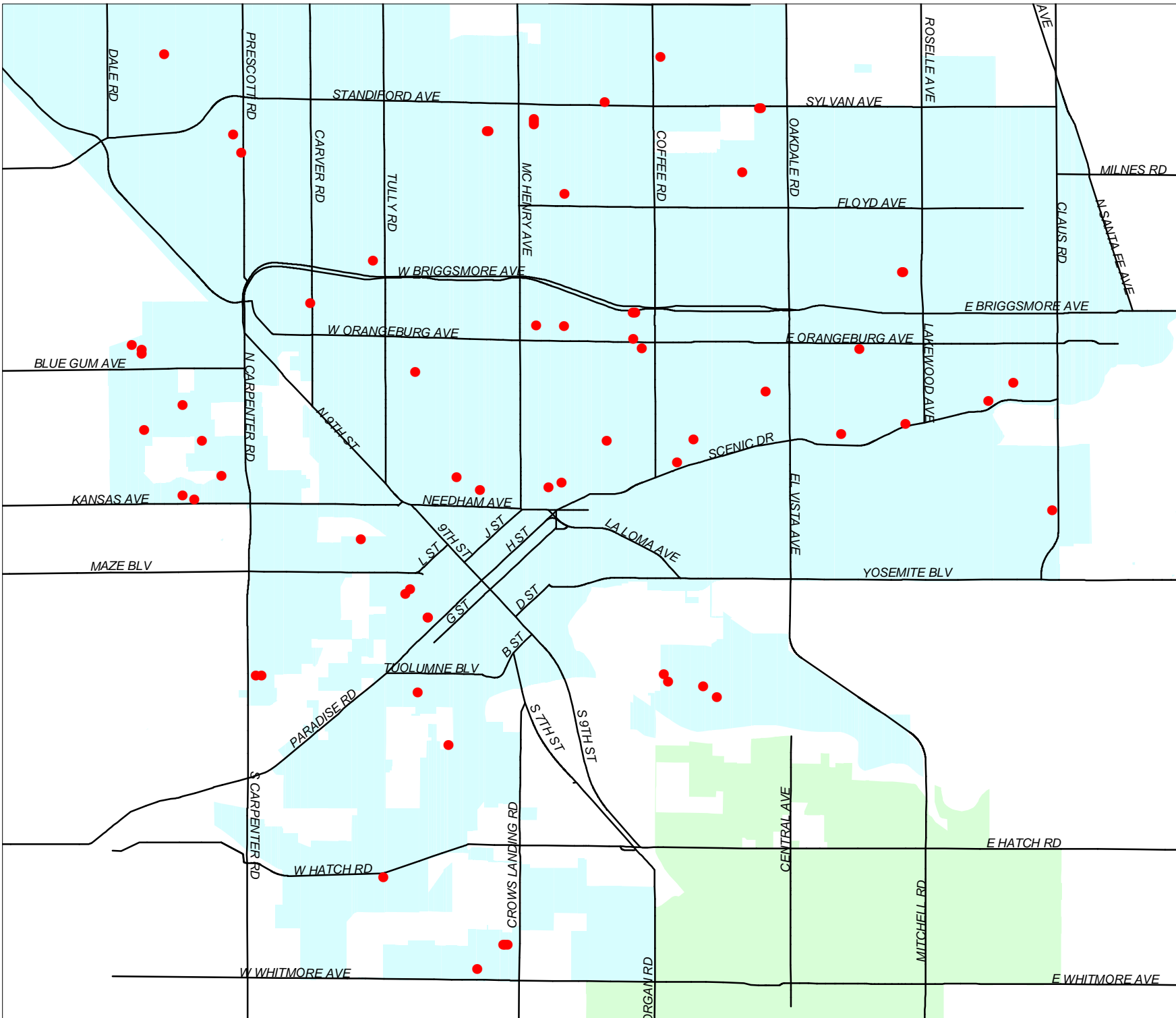
*With 10% reduction (120 acres), adjusted residential inventory = 1,076 acres*

**Figure 2** identifies the distribution of vacant residential sites, including the location of Tentative and Final maps.

**Table 2** provides further clarification of the residential land inventory. The majority of the residential sites are designated for single-family residential development.

# City of Modesto

Infill Residential Permits Finaled  
1999 to 2/2003  
< 2 acres



**Table 2: Residential Inventory by percent**

Land Use	Acres	%
Single-Family	762	64
Multi-Family	145	12
Tentative Maps	126	10
Underdeveloped Sites	163	14
Sub total	1,196	100%
10% Reduction	-120	-
<b>Total</b>	<b>1,076</b>	<b>-</b>

This updated inventory includes the addition of the Parker Road Annexation, located in the North Empire CPD, which adds 24 acres to the inventory.

**B. Industrial Inventory**

The vacant land inventory identifies 879 acres or 791 acres with the 10 percent reduction factor, designated by the Modesto General Plan for industrial and business park development within the incorporated area. The industrial inventory is down approximately 165 acres from 2001 Urban Growth Review Update. The inventory consists of approximately 300 acres of vacant industrial property, with 578 acres of underdeveloped property (**Table 3**).

**Table 3: Industrial Sites Inventory within City Limits**

	Vacant	Underdeveloped	Total
<b>Kiernan Business Park</b>	<b>78</b>	<b>39</b>	<b>117</b>
<b>Village One Industrial</b>	<b>56</b>	<b>166</b>	<b>222</b>
<b>Baseline Area</b>	<b>167</b>	<b>373</b>	<b>540</b>
<b>Total</b>	<b>301</b>	<b>578</b>	<b>879</b>

*Apply 10% reduction (88 acres), adjusted Industrial inventory = 791 acres  
Baseline area includes Redevelopment Area*

**Figure 3** identifies the distribution of vacant industrial sites. The map includes vacant sites within the sphere of influence area, including the Beard Industrial Tract and North McHenry Business Park.

**C. Commercial Inventory**

The sites inventory identifies 300 total acres (with 10% reduction) designated commercial by the Modesto General Plan (**Table 4**). Underdeveloped commercial sites comprise 79 acres of the total inventory. Included are 16 acres comprised of sites designated by the General Plan as “Mixed-Use”. This land classification provides for a recommended mix of residential uses (60%) and non-residential uses (40%), including institutional, office, and commercial uses.

**Table 4: Commercial Sites Inventory within City Limits**

	Vacant	Underdeveloped	Total
<b>Kiernan-Carver CPD</b>	<b>34</b>	<b>0</b>	<b>34</b>
<b>Pelandale-Snyder CPD</b>	<b>41</b>	<b>3</b>	<b>44</b>
<b>Coffee-Claratina CPD</b>	<b>29</b>	<b>0</b>	<b>29</b>
<b>North Beyer CPD</b>	<b>25</b>	<b>5</b>	<b>30</b>
<b>Village One CPD</b>	<b>18</b>	<b>12</b>	<b>30</b>
<b>Total CPD Commercial</b>	<b>147</b>	<b>20</b>	<b>167</b>
<b>BDA</b>	<b>107</b>	<b>59</b>	<b>166</b>
<b>Total</b>	<b>254</b>	<b>79</b>	<b>333</b>

*Apply 10% reduction (33 acres), adjusted Commercial inventory = 300 acres  
BDA = Baseline area ( includes Redevelopment Area)*

**Figure 4** identifies the distribution of vacant commercial sites within the incorporated area and within the sphere of influence area.

**D. Total Current Inventory**

The existing land use inventory as of April 2003 is summarized in **Table 5**. The land use inventory identifies over 2,000 total acres as vacant land, with future development potential.

**Table 5: Current Land Inventory within Incorporated Area**

Land Use	Vacant	Underdeveloped	Subtotal	10% Reduction	Total
Residential	1,033	163	1,196	(120)	1,076
Commercial	254	79	333	(33)	300
Industrial	301	578	879	(88)	791
<b>Total</b>	<b>1,588</b>	<b>820</b>	<b>2,408</b>	<b>(241)</b>	<b>2,167</b>

**III. LAND ABSORPTION ANALYSIS**

**A. Residential Land Absorption**

During the Review process, staff reported the annual acreage demand for the remaining inventory, based on the historic building activity to determine the timing in which a deficit would occur in the land available for future development. Based on City building permit data, the city has maintained a 20-year average of 1,250 residential building permits annually. The historic annual rate of 1,200 units was used to forecast future residential demand. The annual demand for residential acreage is approximately 240 acres, based on 5.1 units per acre set by General Plan policy.

**Table 6: Impact of Annual Acreage Demand on Inventory**

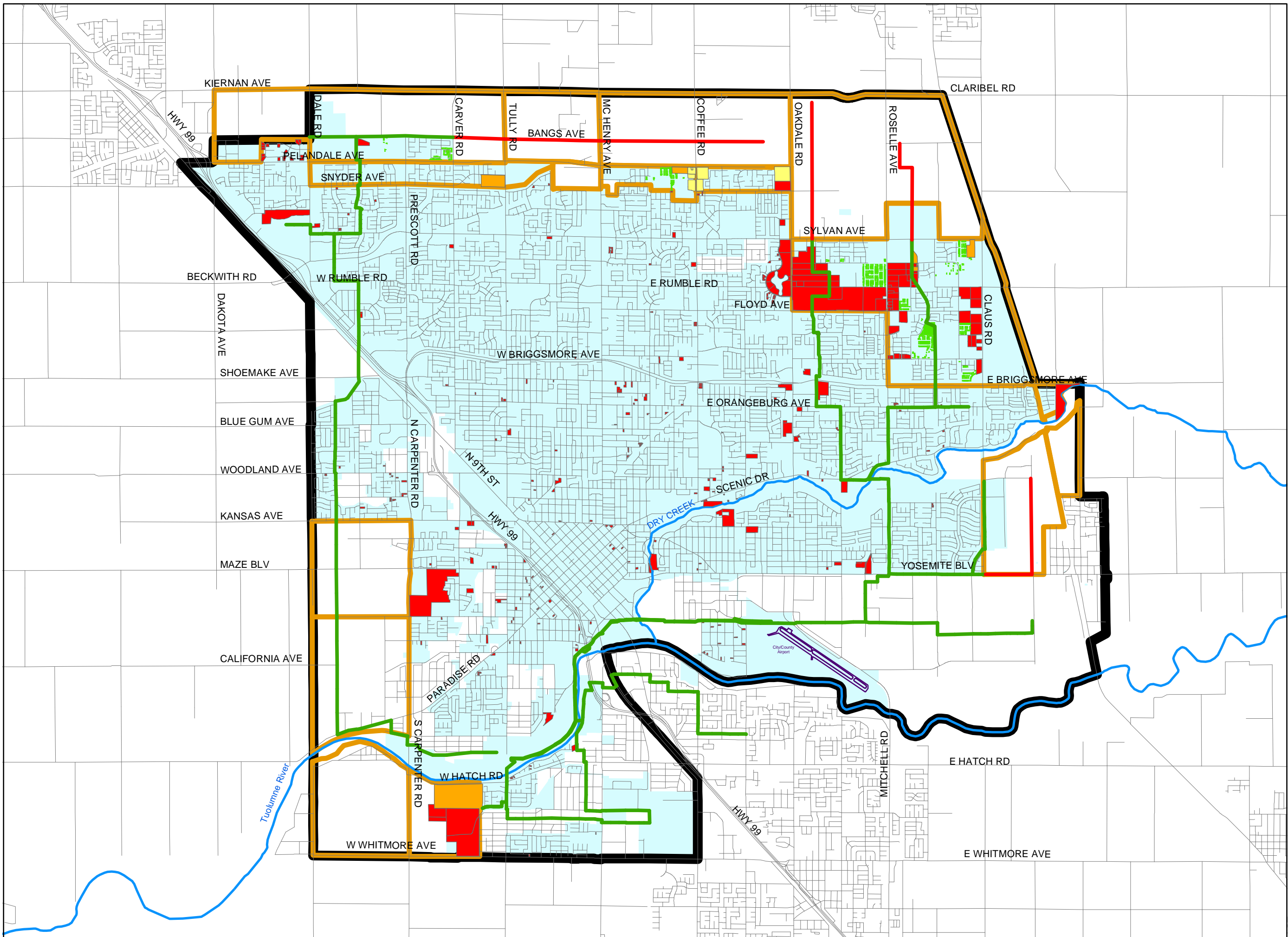
Event	Impact	Remaining Inventory
Current Inventory		1076 acres
Year 1 Demand	(240 acres)	836 ac.
Year 2 Demand	(240 acres)	596 ac.
Year 3 Demand	(240 acres)	356 ac.
Year 4 Demand	(240 acres)	86 ac.
Year 5 Demand	(240 acres)	<b>Deficit -154 ac.</b>

**480 acres in the Roselle-Claribel CPD coming on-line during the planning horizon.**

In the above scenario, the current inventory would include sufficient land for residential development for a four-year period; a deficit would be encountered at year five as summarized in **Table 6**. The 480-acre portion of the Roselle-Claribel CPD received an affirmative Measure M vote in the 2001 General Election. Several steps are necessary for this area to be included in the inventory, including completion of a comprehensive plan, including a facility master plan and financing plan, Focused Environmental Impact Report, annexation, and subdivision maps. Development of this area will most likely not occur for at least three years. The assumptions made regarding future market demand, and the realities of completing annexation and bringing actual product to market, have a significant effect on whether the inventory is sufficient to meet market demand.

# City of Modesto

Total Vacant Land Inventory within the Incorporated Area



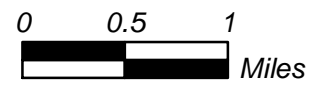
**LEGEND**

- Vacant - 866 Acres
- Mixed Use - 41 Acres
- Tentative - 126 Acres
- Final - 111 Acres
- Sewer Trunk Lines
- Proposed Sewer Trunk Lines
- Comprehensive Planning District (C.P.D.)
- Modesto Sphere of Influence
- Modesto Incorporated Property

Vacant Land Total - 1033 Acres\*  
 \*Total Acres does not include: Underdeveloped (163 ac) or Final Maps (111 ad)

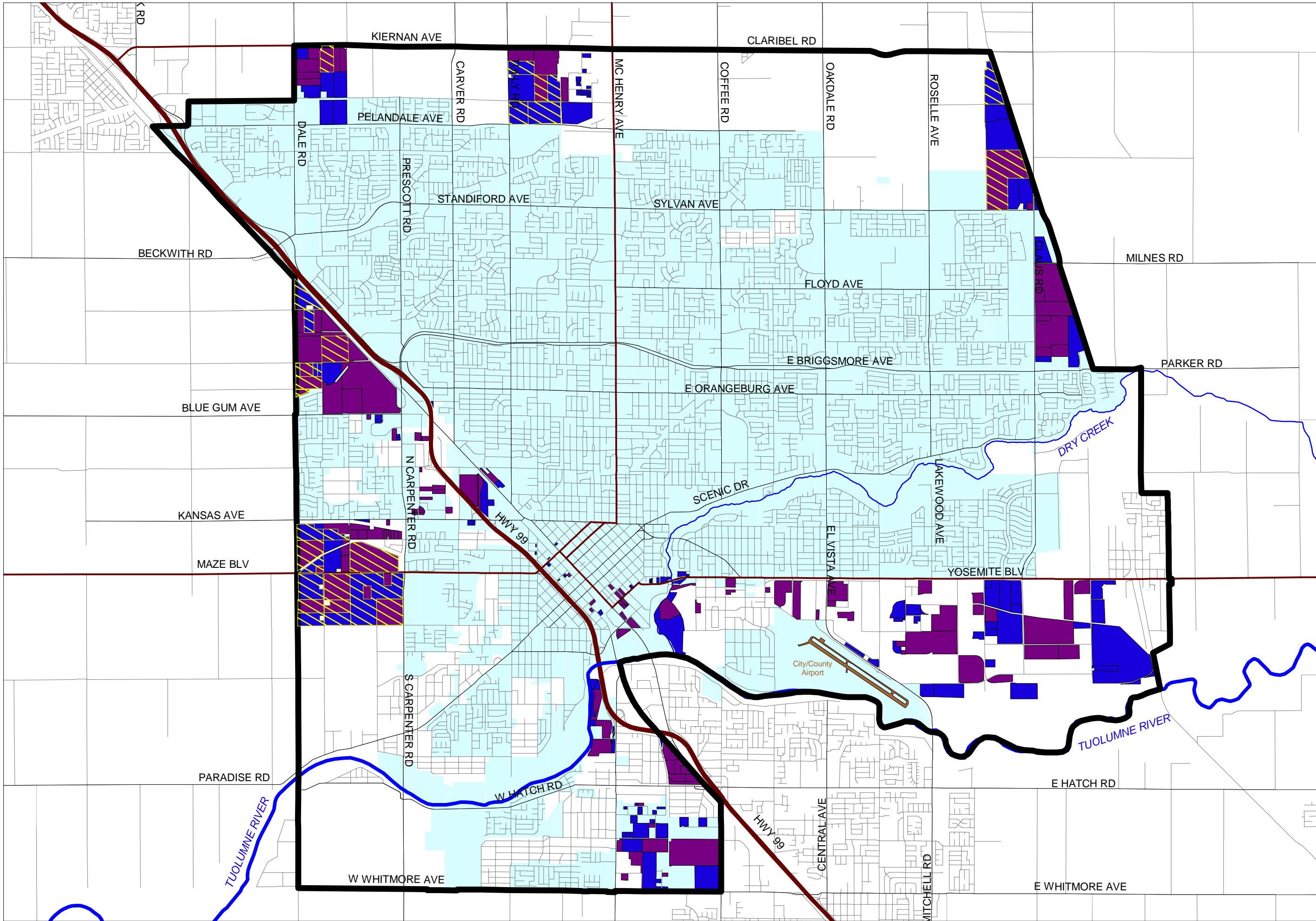


April 8, 2003



# City of Modesto

Underdeveloped and Vacant - Industrial Zoned Properties within the Sphere of Influence



**Legend**

- Sphere of Influence
- City of Modesto

**Incorporated**

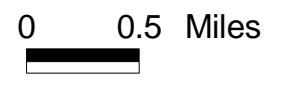
	Under	Vacant
	578 ac	301 ac
Incorporated Total - 879 ac		

**Unincorporated**

	Under	Vacant
Williamson Act	430 ac	405 ac
No Williamson Act	785 ac	750 ac
Total		
	1215 ac	1155 ac
Unincorporated Total - 2370 ac		

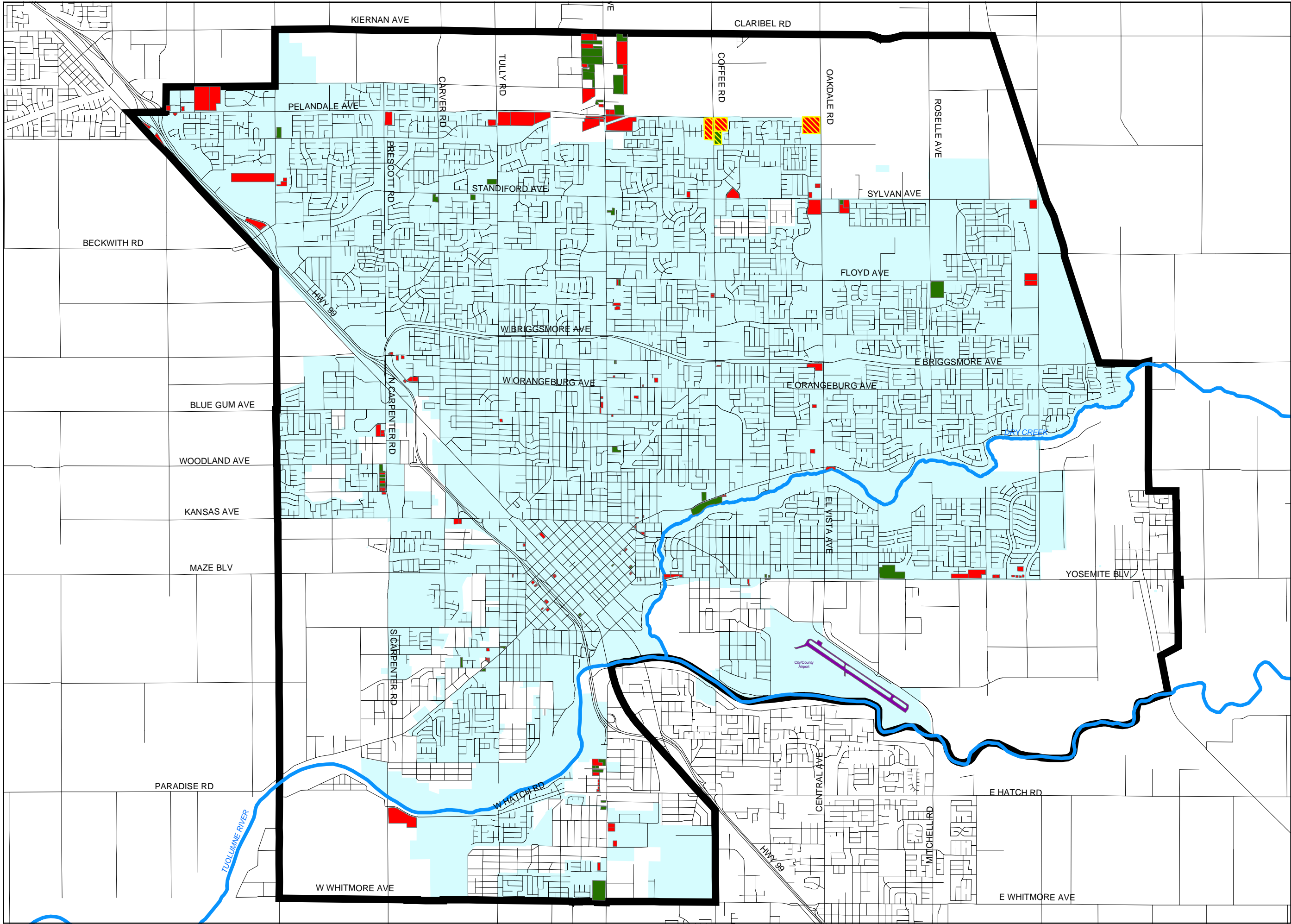


April 23, 2003



# City of Modesto

Underdeveloped and Vacant - Commercial Land within the Modesto Sphere of Influence



**LEGEND**

- Sphere of Influence
- City of Modesto

**Incorporated**

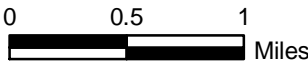
Vacant	Under
240 ac	74 ac
Mixed Use	14 ac
(40% of Total Acres)	
Incorporated Total - 330 ac	

**Unincorporated**

Vacant	Under
56 ac	59 ac
Unincorporated Total - 115 ac	



April 25, 2003



## 1. Housing Element Update

The City is in the process of updating the Housing Element of the General Plan. Pursuant to State law, the deadline for submitting the Housing Element to the State Department of Housing and Community Development is December 31, 2003. In addition to local housing needs, every city and county has an obligation to address the housing needs of the entire region. The Regional Housing Needs Allocation (RHNA) identifies the allocation to cities and counties of their “fair share” of the region’s housing needs as well as future projected housing needs by income group.

The Stanislaus Council of Governments (StanCOG), in accordance with State law, is delegated the task of developing a methodology for distributing the RHNA total among the nine cities and the county. The current RHNA covers a seven and a half-year housing production period, from January 1, 2001 through June 30, 2008.

In October 2002, StanCOG completed the Regional Housing Needs Plan (RHNP) for Stanislaus County, which established 20,854 total housing units for the region. The StanCOG RHNP addresses the current jobs/housing imbalance in Stanislaus County by providing a reasonable planning goal of sustaining the current jobs/housing ratio of 1.18 jobs per household. Based on estimates and negotiations among the various StanCOG jurisdictions, Modesto’s housing allocation under the StanCOG jobs/housing plan is 9,082 new housing units for the housing period (January 1, 2001 through June 30, 2008).

The State Department of Housing and Community Development (HCD) provides each region with a minimum number of required planned households that must be accommodated within the next statutory housing time frame. State law requires communities to demonstrate that an adequate amount of developable land is available to accommodate the share of projected regional need for housing production. In November 2002, HCD determined that the Draft StanCOG RHNP was inconsistent with provisions of State law in methodology and in the amount of regional housing need identified for the county for the allocation period. HCD indicated that StanCOG’s housing needs assessment plan proposes a regional housing need lower than the allocation total determined by HCD in January 2002 and therefore the plan could not be accepted. According to HCD, the regional housing allocation totals 35,239 new households. Under the State’s total, Modesto’s allocation is 15,347 for the housing period, applying the same ratio used for the StanCOG proposal. Certification of the Housing Element is predicated upon approval of the RHNP by HCD. At the writing the draft report for the Urban Growth Policy Review, final approval of the RHNA by HCD was still pending

**Table 7** identifies the distribution of the regional housing needs by income category for the StanCOG proposal and the HCD estimate.

**Table 7: Share of Regional Housing Needs**

	Income Category				Total
	Very Low	Low	Moderate	Above Moderate	
<b>StanCOG Low Estimate</b>	1,998	1,544	1,907	3,633	9,082
<b>State HCD High Estimate</b>	3,376	2,609	3,223	6,139	15,347

Source: 2003 City of Modesto Draft Housing Element

Income Categories:

2003 Family Median Income for Stanislaus County - \$48,000

Very Low Income:	up to 50% of family median income	Up to \$24,000
Low Income:	51% to 80% of area	\$24,000 to \$38,400
Moderate:	81% to 120% of area family median income	\$38,400 to \$57,600
Above Moderate:	>120% of area family median income	above \$57,600

**Table 8** provides a comparison of residential sites inventory and regional housing needs. For the purposes of the Housing Element, the sites inventory is segmented by residential zoning and density to determine the capacity in meeting the regional housing need.

Housing units built or that have received Certificates of Occupancy since January 1, 2002 can count toward the City's RHNA. Between January 2001 and December 2002, the City issued building permits for 2,299 single-family homes and 49 multi-family housing units for a total of 2,348 units. In addition, 815 single-family homes and 64 multi-family housing units (including the 56-unit Woodstone Apartments) received Certificates of Occupancy since January 1, 2001. Applying the units built since January 1, 2001, the overall regional housing needs can be reduced by 3,227 units (3,114 single-family and 113 multi-family units).

For purposes of identifying available sites to accommodate the City's share of regional housing needs within the housing period, only properties currently within the City limits and the 480 acres in the Roselle-Claribel Comprehensive Planning District that received a positive Measure M vote in November 2001, are used. This analysis is based on the assumption that the 480-acre portion of the Roselle-Claribel CPD is annexed to the City within the housing period. Based on an average density of 5.1 units per acre, the plan can accommodate up to 2,244 units.

Additional housing can also be accommodated in commercial areas, including the Mixed-Use zone and the Redevelopment Planning District (RPD). Several city programs support the creation of mixed-use developments in commercial areas (e.g. reduced parking standards, and infill development). Within the RPD, additional housing can be accommodated. Based on growth projections contained in the General Plan Master EIR, an additional 580 housing units, primarily multi-family housing, may be accommodated in the Redevelopment Area.

**Table 8: Sites Inventory and Share of Regional Housing Needs**

Income Group		RHNA	Units Built	Sites Capacity					Surplus/ (Short-fall)
				R-1/ LD	R-2/ MD	R-3/ HD	Roselle	Pipe-line	
StanCog Low Estimate	Very-Low	1,998	50			3,075	604	66	259
	Low	1,544	6						
	Moderate	1,907	679	1,246	830		328		1,176
	Above Moderate	3,633	2,492	4,986			1,312		5,157
	<b>Total</b>	<b>9,082</b>	<b>3,227</b>	<b>6,232</b>	<b>830</b>	<b>3,075</b>	<b>2,244</b>	<b>66</b>	<b>6,592</b>
State High Estimate	Very-Low	3,376	50			3,075	604	66	(2,334)
	Low	2,609	6						
	Moderate	3,223	679	1,246	830		328		(140)
	Above Moderate	6,139	2,492	4,986			1,312		2,651
	<b>Total</b>	<b>15,347</b>	<b>3,227</b>	<b>6,232</b>	<b>830</b>	<b>3,075</b>	<b>2,244</b>	<b>66</b>	<b>---</b>

Source: 2003 City of Modesto Draft Housing Element

*Note: the majority of development potential is within specific plans or planned developments that have land use designations slightly different than those established in the City Zoning Code. The development potential in this table is summarized by the approximate density category. Densities are as follows: R-1 (low-density) 7 units per acre, R-2 (Medium-Density) = 14 units per acre, R-3 (high-density) = 24 units per acre.*

Based on the vacant land inventory, the City has adequate sites to fulfill its regional housing needs for all income categories under the StanCOG RHNP (9,082 units). The City faces constraints in providing adequate sites to meet the RHNA set forth by HCD (even with the inclusion of the 480-acre portion of the Roselle-Claribel CPD). Under the HCD RHNA of 15,347 units, the City has a shortfall of 2,334 units for lower income housing and a shortfall of 140 units for moderate housing, but a surplus of 2,651 above moderate-income units in site potential. Approximately 130 acres of additional high-density residential land at an average density of 18 units per acre are needed to make up the shortage in site potential. The draft Housing Element identifies the following strategies to address the shortfall in sites:

- Up-zone medium density residential properties to high density residential
- Rezone nonresidential properties to high density residential
- Pursue Measure M approval to facilitate additional annexation areas.

Up-zoning and rezones combined will not be sufficient to provide adequate sites to satisfy the state housing allocation for the City. Although the inventory provides for a four-year supply of residential land based on historic development, the vacant land inventory is not sufficient to accommodate the regional housing allocation established by the state, specifically for lower income housing for the housing period. Although the City is not required to actually construct these units, the City is required to accommodate this projected growth during the specified time period.

## **2. Housing Mix:**

Given the market conditions in Modesto, affordable housing opportunities for lower income households are likely to be fulfilled by R-2/Medium-Density and R-3/High-Density sites. The General Plan establishes a Density of 5.1 units per acre for areas designated Village Residential. This density allows for a mix of housing types.

The General Plan provides for the adoption of specific plans for areas in the Planned Urbanizing Area, designated Village Residential. In order to provide for a sufficient supply of multi-family housing, additional steps should be considered to promote multi-family housing in newly urbanizing areas. The Housing Plan Section of the Draft Housing Element contains goals, policies, and objectives, as well as implementing programs to achieve a high quality, balanced housing stock that accommodates the needs of existing and future Modesto residents. For example, the draft Housing Element Update proposes a program (No. 1.3 of Housing Plan Section) to explore the feasibility of establishing an inclusionary housing program. This program will require a fixed percentage of all units in new developments to be affordable to lower income households. Potential parameters for the program include:

- ❑ A citywide inclusionary program with a minimum requirement of 10% of the units being affordable to lower income households
- ❑ Policy is applied to all new housing developments (both single-family and multi-family) of more than 10 units
- ❑ An in-lieu fee option is available when on-site provision of inclusionary units is deemed not feasible
- ❑ Units remain affordable for the longest time feasible either through deed-restrictions (rental units) or resale provisions (ownership units)

- Inclusionary units to primarily benefit existing Modesto residents and persons who work in the City

The Housing Element addresses other measures to promote affordable housing including a housing trust fund, limited to use by first-time home buyers below the median income level, with controls on the resale. Other measures include density bonuses, and second units. Another policy option could include certain housing thresholds and density targets for Village Residential areas covered by a specific plan, to ensure that affordable housing units in each income category are provided and to avoid an over-concentration of units in any development area. Such policy or other similar measures could be considered as part of Housing Element Update.

## **B. Industrial Land Absorption**

Future demand for industrial property was determined through recent building permit activity. During the period 2000 to 2002, city records indicate a total of 1,025,519 square feet of industrial space was constructed. Land area to accommodate this development was approximately 143 acres. This translates to an annual absorption rate of approximately 48 acres. The land use inventory identifies 879 acres designated for Industrial/Business Park uses. For the purposes of Urban Growth Review Update, no additional land has been identified for this use. While there are small parcels available throughout the city, fully improved large tracts of land and business/industrial parks are not generally available. A lack of infrastructure to many of the larger sites is an ongoing constraint to development.

The City has placed a high priority on expanding the City's economic base and high-income job opportunities in the community. On May 1, 2001, the City Council approved the Business Park Development Program, for the successful development of several large vacant business park properties in the City to determine each site's degree of readiness for development. The Action Plan also determined the infrastructure requirements, related "order of magnitude" cost estimates, cost/benefits associated with each site and a program for moving forward with business park development in the City. The sites included in the Action Plan and analysis area are as follows:

- Kansas Woodland Business Park – 95 total acres (45 acres – former FMC Site)
- Northwest Business Park (i.e. College West) – 240 acres
- Kiernan Business Park – 153 acres
- Village One Site – 220 acres

The city is moving forward with preparation of a comprehensive specific plan and focused EIR for the Kansas-Woodland Business Park, generally located on the east side of SR 99, between Kansas Avenue and Woodland Avenue. The proposed project would provide an opportunity for a variety of businesses. The specific plan/EIR is scheduled in the fall of 2003 with construction projected to occur in 2005. The City is also coordinating with Stanislaus County on preparation of a master plan for the North Gateway Business park, a 2,000-acre development generally bounded by Ladd Road on the north, Pelandale Avenue on the south, Dale Road on the east, and Sisk Road on the west.

The demand for industrial property may increase in the next five years. Planning efforts for the Kansas-Woodland Business Park remain a top priority. Successful development of this park as well as the Kiernan Business Park is expected to spur new economic development activity.

## **C. Commercial Land Absorption:**

Building permit records were used to derive commercial building activity. During the period 2000 to 2002, City records indicate a total of 856,129 square feet of commercial space was

constructed. The land area involved in this development was 82 acres, resulting in an annual demand of 27 acres.

The demand for commercial property may increase in the next five years, however it does not appear at this time such increase would greatly exceed the absorption rate during the past five years. Within areas designated Village Residential, five percent of the land area may be developed with commercial uses. These areas are not included in the land use inventory, and provide additional opportunities for commercial development when areas are brought in the city through annexations. Commercial uses within the Village Residential land designation will be designed as part of comprehensive specific plans.

Commercial development activity continues to occur throughout the city; however, regional commercial growth has been concentrated in the northwest portion of the city. Residential growth in the northeast part of the City, and further north in the city of Riverbank, will generate increased demand for commercial uses including regional serving uses in this part of the community.

#### IV. LAND FOR POTENTIAL ADDITION TO THE INVENTORY

The 2001 Urban Growth Policy Review Update provided a summary of acreage available in the unincorporated area, within the sphere of influence. The Comprehensive Planning Districts, and acreage available within each land use designation are identified in **Table 9** below. The column labeled “Williamson Act” sets forth the acreage, if any, subject to a Williamson Act contract. Such contract restricts development on the affected parcel for a ten-year period, and such acreage would not, therefore, be available for development within the five-year inventory period.

**Table 9** lists the total acreage in the Roselle-Claribel CPD. A 480-acre portion of this CPD received a positive Measure M vote in the November 2001 General Election. This 480-acre portion, located in the southwest quadrant, includes 40 acres of land subject to Williamson Act contracts. The net available Village Residential acreage in the 480-acre portion is 440 acres. **Figure 5** illustrates the CPD’s that previously received a Measure A/M Advisory vote, with the location of sewer trunk lines.

**Table 9: Land Area Available in Comprehensive Planning Districts (Unincorporated)**

CPD	Land Use	Total Acres	Williamson Act	Net Acres Available for Inventory
<b>College West</b>	<b>Business Park</b>	<b>239 acres</b>	<b>(83)</b>	<b>156 acres</b>
<b>Empire North (unincorporated)</b>	Village Residential	141 acres	(69)	72 acres
<b>Fairview (unincorporated)</b>	Village Residential	119 acres	(119)	0 acres
<b>Hetch Hetchy</b>	Village Residential <b>Regional Commercial</b>	870 acres <b>104 acres</b>	(63)	807 acres <b>104 acres</b>
<b>Highway 132</b>	<b>Business Park</b>	<b>660 acres</b>	<b>(363)</b>	<b>297 acres</b>
<b>Johansen (1)</b>	Village Residential	501 acres	(15)	486 acres
<b>Kiernan/Carver</b>	Village Residential <b>Business Park</b>	571 acres <b>422 acres</b>		571 acres <b>422 acres</b>
<b>Kiernan/McHenry</b>	<b>Business Park</b> <b>Regional Commercial</b>	<b>370 acres</b> <b>100 acres</b>		<b>370 acres</b> <b>100 acres</b>

CPD	Land Use	Total Acres	Williamson Act	Net Acres Available for Inventory
<b>Paradise/Carpenter</b>	Village Residential	808 acres	(108)	700 acres
<b>Pelandale/McHenry</b>	Residential	50 acres	(49 acres)	1 acre
	<b>Regional Commercial</b>	<b>30 acres</b>	<b>(18 acres)</b>	<b>12 acres</b>
<b>Roselle/Claribel</b>	Village Residential	1,426 acres	(212)	1,214 acres
	<b>Business Park</b>	<b>272 acres</b>		<b>272 acres</b>
<b>Whitmore/Carpenter</b>	Village Residential	695 acres	(72)	623 acres

**Table 10** summarizes the total land area by General Plan land classification within the sphere of influence for potential addition to the inventory. **Table 10** identifies a total of 7,332 acres within the sphere of influence and a net 6,231 acres through deduction of the Williamson Act contracts.

**Table 10: Total Inventory by General Plan Classification (within Sphere of Influence)**

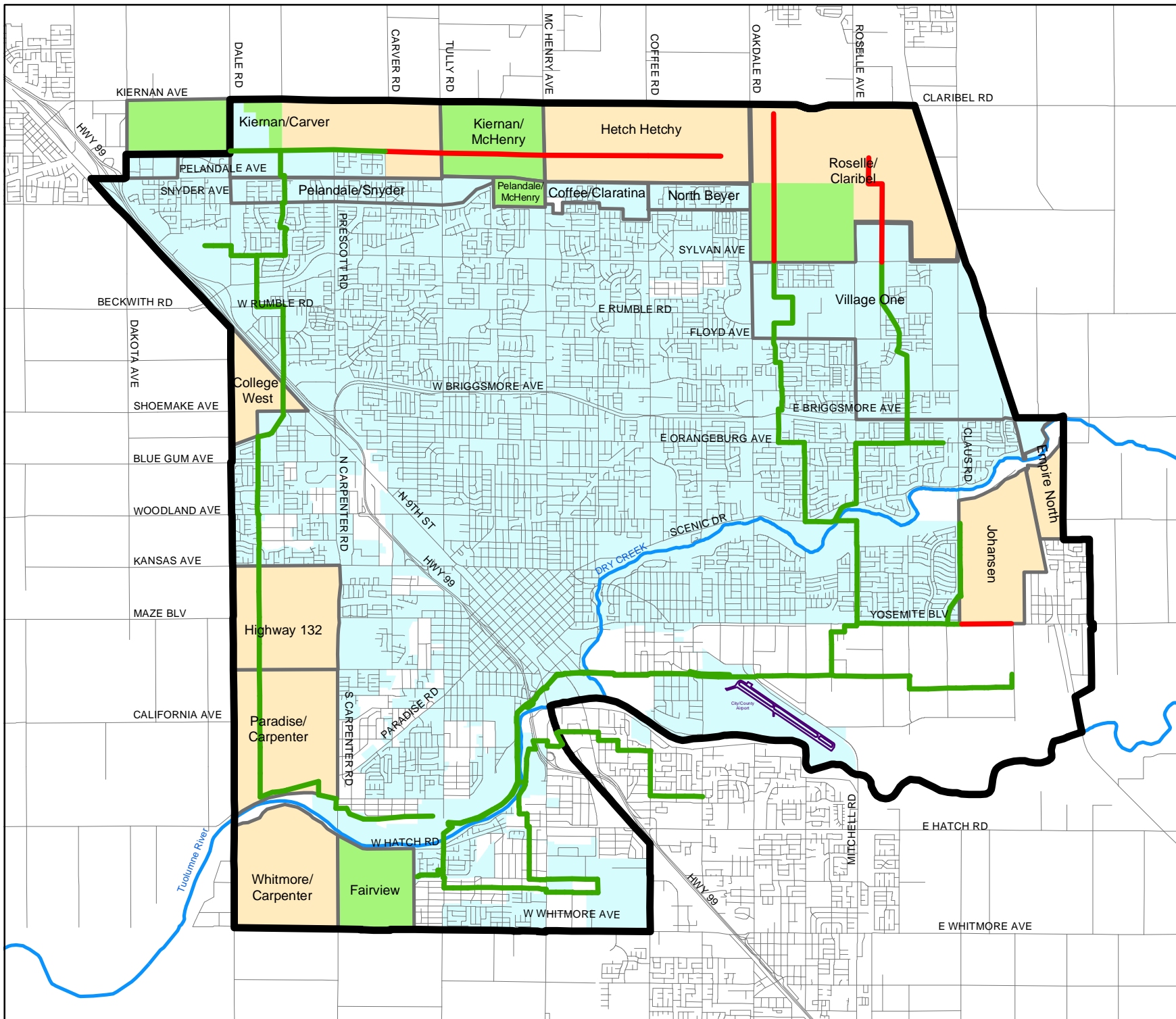
	Total Acres	Williamson Act	Net Acres
Village Residential	5,135	(658)	4,498
Business Park	1,963	(446)	1,517
Regional Commercial	234	(18)	216
<b>Total</b>	<b>7,332</b>	<b>1,122</b>	<b>6,231</b>

## V. RECOMMENDATIONS FOR ADDITIONAL INVENTORY

In order to address the shortfall in sites in meeting the Regional Housing Needs Allocation, additional acreage should be included in the current inventory. In order to accommodate the housing allocation, areas should be identified that are appropriate for future urban development, to increase the Current Inventory. The 2001 Urban Growth Review Report recommended two planning areas for inclusion in the sites inventory: the 480 acre portion of the Roselle-Claribel Comprehensive Planning District (CPD) and the 486 acre Johansen CPD. In July 2001, the City Council chose to schedule the Roselle-Claribel area for a Measure M advisory vote, which was approved by the voters in the November 2001 general election. Adhering to the recommendations of the 2001 Urban Growth Policy Review, the Johansen CPD is the next candidate for action.

# City of Modesto

CPD Map with Prior Measure M Vote

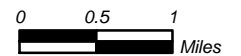


**LEGEND**

- CPD Without Vote
- CPD With Vote
- Modesto Incorporated Property
- Modesto Sphere of Influence
- Sewer Trunk Lines
- Proposed Sewer Trunk Lines



April 29, 2003



## A. Johansen/Empire North CPD's

- Annexation of the Johansen CPD would result in the addition of 486 net acres of Village Residential land use area to the inventory, with a potential of 2,478 units at 5.1 residential units per acre (refer to **Figure 6**).
- Annexation of the Empire North CPD would add another 72 net acres to the inventory, with a potential for 367 residential units at 5.1 units per acre (**Figure 6**).
- The portion of the Empire North CPD north of Dry Creek has already been annexed to the City.
- A portion of the Johansen CPD is already developed with three schools, Johansen High School, (completed in 1992) located at Claus Road and Creekwood Drive, Stroud Elementary school (completed in 1994), located at Frazine and LaCoste, and Glick Middle School (scheduled for completion in June 2003), located at Frazine Road, north of Yosemite Boulevard. The area is surrounded by urban development, consisting of residential development in the City to the north and west, the community of Empire to the east, and the Beard Industrial Tract in the County, to the south.
- Annexation appears to have the overwhelming support of landowners, who have pointed to serious impacts from nearby urban development on farming activities.
- These CPD's have the potential to serve as a location for a range of housing in close proximity to the Beard Industrial Tract, the largest employment center in Stanislaus County.
- The Engineering & Transportation Department has estimated that the cost of extending the trunk sewer line to the Johansen CPD would be approximately \$1,170,000 (Refer to Section VII below for further discussion regarding infrastructure to serve the Johansen CPD).
- Consolidating both CPD's would be appropriate for the purposes of preparing master plans for land use and backbone infrastructure, as well as corresponding infrastructure financing.
- Both CPD's are recommended for inclusion in the sites inventory, to help absorb the 130 acres estimated for low income housing set by the RHNA.

The inventory of vacant residential sites within the City contains 1,083 acres. Adding the 480-acre portion of the Roselle-Claribel CPD, and the Johansen/Empire North CPD's (558 acres), increases the inventory by 1,038 acres providing an overall total inventory of 2,121 acres. The additional land area can accommodate 10,817 units based on the General Plan average density of 5.1 units per acre for Village Residential, and results in a population increase of 30,936, based on 2.86 persons per housing unit (2000 U.S Census).

**Table 11: Additions to Current Inventory**

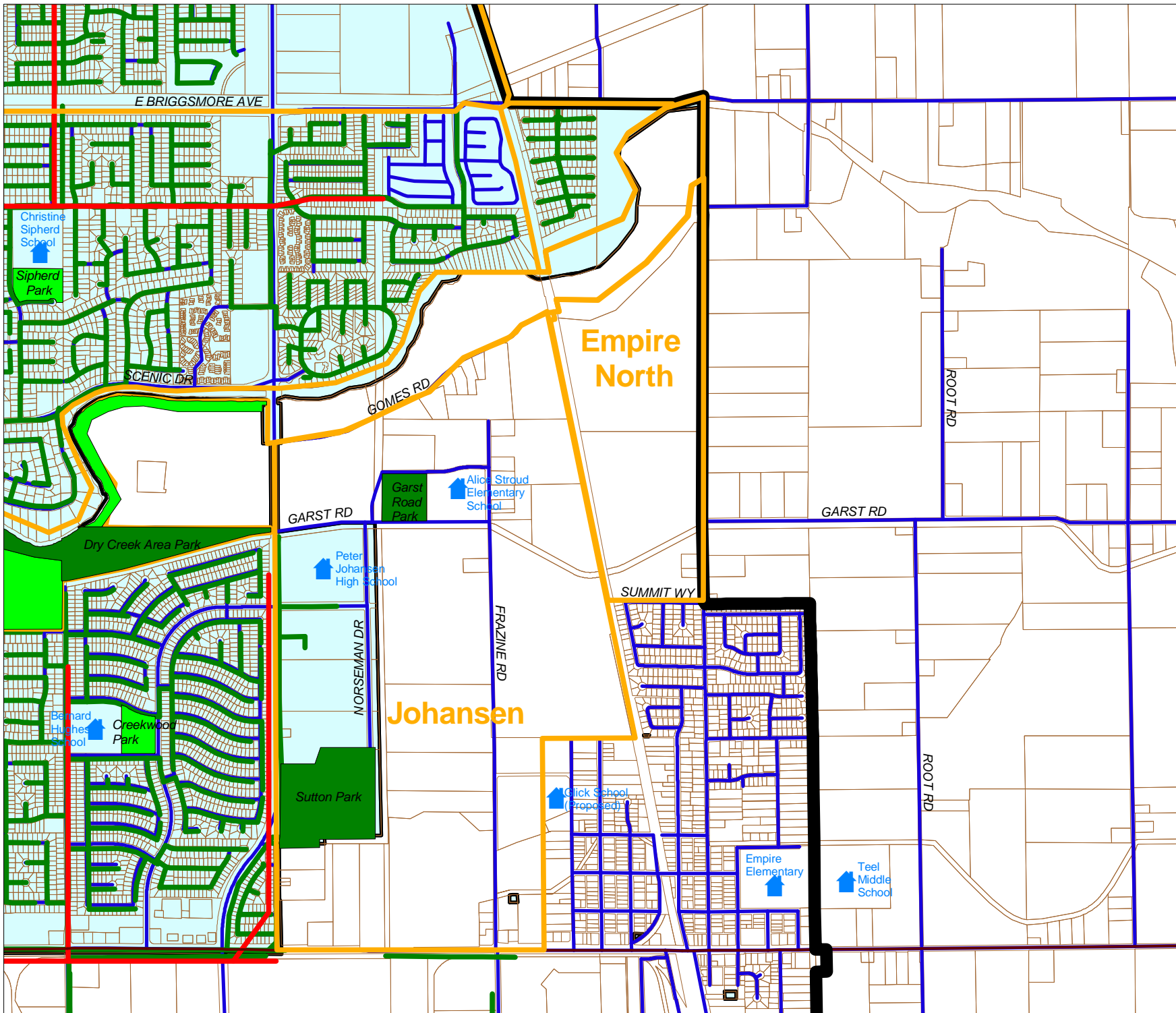
	<b>Acres</b>	<b>Units</b>	<b>Population</b>
Current Inventory (incorporated area)	1,083	5,523	15,796
480 acre portion of Roselle-Claribel CPD	480	2,448	7,001
Johansen/Empire North CPD's	558	2,846	8,139
<b>Total</b>	<b>2,121</b>	<b>10,817</b>	<b>30,936</b>

Adding the 486-acre Johansen CPD, and the 72 acre Empire North CPD, with the 480 acre Roselle-Claribel CPD will provide sufficient inventory to accommodate the City's share of the Regional Housing Needs Allocation, through the next housing cycle, ending June 30, 2008.

If the City Council determines that the current inventory should be increased further, the remainder of the Kiernan-Carver CPD could be considered for future annexation:

# City of Modesto

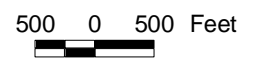
## Johansen/ North Empire



- Legend**
- CPD Boundaries
  - General Plan Boundary
  - Trunk Lines
  - Sewer Lines
  - Roads
  - Parcel Boundaries
  - Schools
  - City of Modesto
  - County
  - Developed Parks
  - Undeveloped Parks

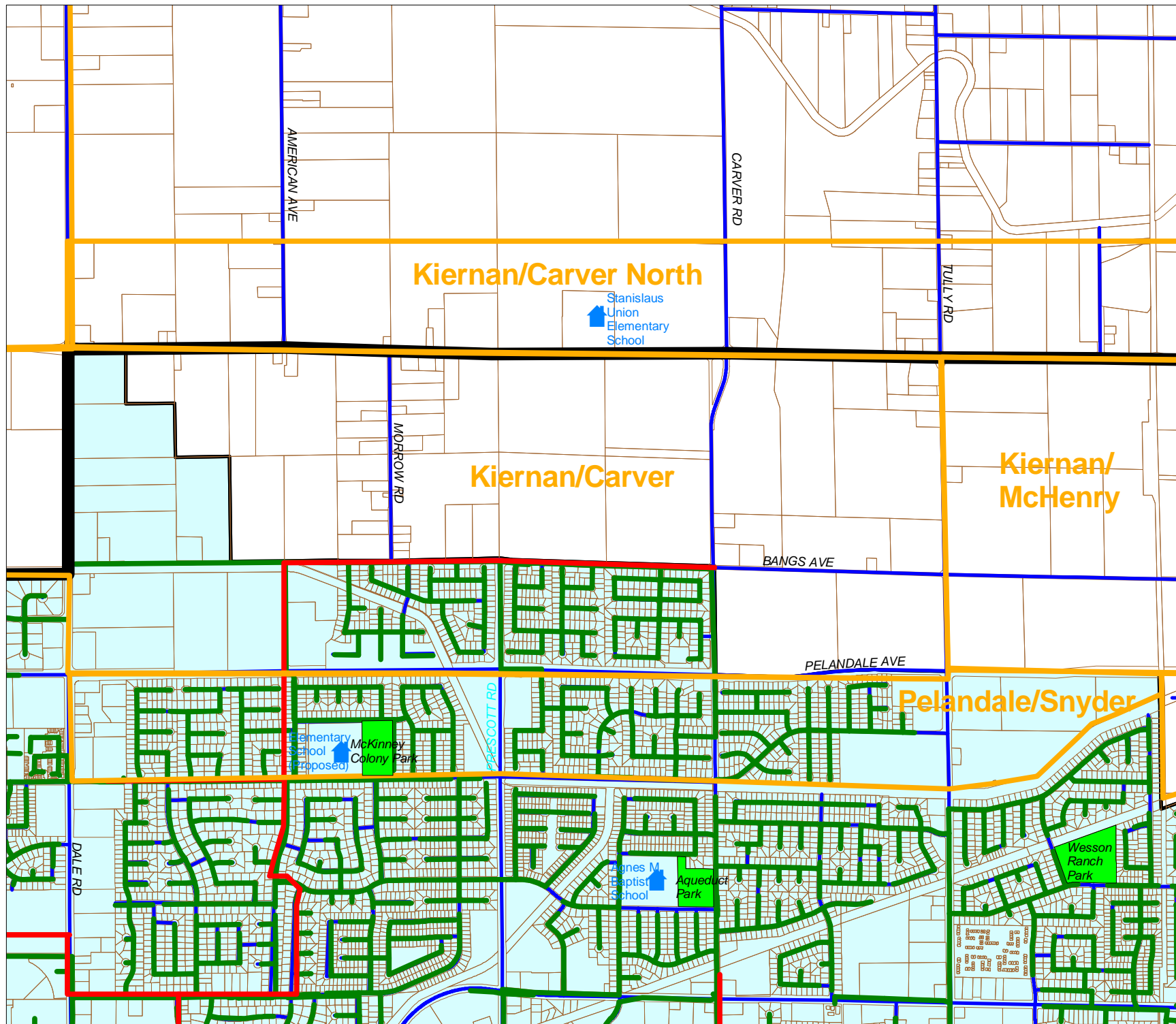


April 10, 2003



# City of Modesto

## Kiernan/Carver

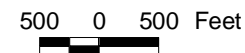


**Legend**

- CPD Boundaries
- General Plan Boundary
- Trunk Lines
- Sewer Lines
- Roads
- Parcel Boundaries
- Schools
- City of Modesto
- County
- Developed Parks
- Undeveloped Parks



April 10, 2003



## B. Kiernan/Carver CPD

Annexation of this CPD would result in the addition of 571 net acres of Village Residential land use area to the Current Inventory, with a potential of 2912 residential units at the General Plan Average Density of 5.1 units per acre for Village Residential, and 422 acres of Business Park land use area (Refer to **Figure 7**).

- Land owner support is present, but no majority interest has been demonstrated. The most recent City Council policy adopted in 1998 to implement Measure M, provides that only an entire CPD should be the subject of Measure A or M votes.
- Annexation is a logical extension of the City's boundaries, and is consistent with the principle that development should be contiguous to areas already developed.
- The CPD is in close proximity to a trunk sewer line and the extension of the Pelandale Expressway.
- Annexation of this CPD, and extension of the trunk sewer line, will make it more feasible to develop the adjacent Kiernan/McHenry CPD in the longer term. The Kiernan/McHenry CPD is designated for Business Park use. If the General Plan strategy of focusing economic development efforts on business parks eventually succeeds, the City will need additional acreage for this purpose.

Areas targeted for future development require a lengthy period of time, before development can proceed. Annexation must be pursued, which can require substantial amount of time, with an uncertain outcome. The planning process calls for preparation of detailed, comprehensive plans, providing land use standards and urban design policies, infrastructure facility plans, implementation measures, and detailed financing mechanisms. Development will also be subject to environmental review requirements pursuant to the California Environmental Quality Act, an involved, time consuming procedure. Selection of areas for including in the sites inventory, for future development will advance the city's efforts to achieve certification of the Housing Element by the State Department of Housing and Community Development.

## VI. UNINCORPORATED ISLAND AREAS

Unincorporated "island" areas were discussed during the Review process. The Stanislaus County Redevelopment Agency has requested the City consider a Measure M advisory vote for several unincorporated island areas. These areas include the Shackelford neighborhood, Robertson Road neighborhood, Coffee-Sylvan area, and the Airport neighborhood.

Based on the recommendations of the 2001 Urban Growth Review report, the City Council scheduled two unincorporated areas located in the Woodland neighborhood southwest of SR 99 for a Measure M advisory election, which resulted in an affirmative vote in the November 2001 General Election. To date, a total of four county island areas totaling 108 acres in southwest Modesto, have received a positive Measure M advisory vote (areas 2, 3, 6 and 8 on **Figure A1**).

Appendix A1 provides information concerning the unincorporated islands obtained from the 2001 Urban Growth review Report, including a map describing the location of the unincorporated areas, population, land use, assessed valuation, number of parcels, and whether the area has been the subject to a Measure M vote. **Table A2** (contained in the 2001 Review), has been updated by the Engineering & Transportation Department, providing current cost data regarding infrastructure improvements required to improve each respective county island area to city standard.

Should the City Council wish to include such areas for a Measure M advisory vote, the following recommendations would apply in accordance with the policy to implement the Modesto Citizen's Advisory Growth Management Act of 1995 (Measure M) adopted by City Council Resolution 98-411. Item 5 of the referenced Policy States as follows:

### **5. Sequencing of Measure M Votes for “Infill” Areas”**

- a. When: the most substantial Infill Areas will not be scheduled until negotiations with the County regarding fiscal issues are complete. There needs to be significant preparation in advance of scheduling Measure M votes for Infill Areas. A successful Measure M vote may lead to public expectations that annexation will immediately follow, with corresponding expectations that existing deficient infrastructure will be upgraded. Therefore, the fiscal impacts of serving unincorporated areas may vary from area to area, irrespective of whether the City/County property tax agreement is in effect for those areas. The impacts of tax increment financing through the Redevelopment Agency should also be examined.
- b. Which Areas: The City will schedule a Comprehensive Measure “M” vote for the most substantial Infill Areas or logical groupings of such Areas. Since urban services are generally available or nearby in the Baseline Developed Area, and the “urban pattern” is fundamentally established, this approach provides significant time savings toward the ultimate annexation of all Infill Areas.
- c. Infill Areas” which are not “substantial”: The City Council, at its sole discretion, may determine that certain Infill areas are not “substantial” and therefore, would not need to be dependent on negotiations with the County.

#### **A. Shackelford Neighborhood:**

During the Review process, the Committee received a status report from County Redevelopment Agency regarding infrastructure improvements underway for the “Shackelford” neighborhood, located south of SR 99, east of Crows Landing Road. This neighborhood is built-out with predominately single-family homes, is approximately 208 acres in land area, and has a population of 2,047, according to 2000 U.S census data (refer to **Figure 8**). Infrastructure improvements being implemented by the County include sanitary sewer lines, curb, gutter, sidewalk and street paving. County staff also reported that infrastructure would be built to City standards, except for street cross sections. The County proposes a .17” asphalt concrete overlay and the City standard is .40”. Streets are not included in the list of improvements for this neighborhood. The Engineering & Transportation Department estimate the cost to increase the street structural section to City standards to be \$267,000 and to include streetlights would be another \$423,000. The existing basin in the area was reconfigured, to meet the design standard for a 10-year storm. The drainage basin does not meet the City policy for a dual use park/basin facility, however the facility is a retrofit of an existing basin in an existing neighborhood.

Staff recommends that the City Council take action to schedule the Shackelford area for a Measure M vote, if negotiations with the County regarding all relevant fiscal issues including infrastructure funding are complete prior to completion of the ballot measure for the November 2003 General Election.

#### **B. Robertson Road Neighborhood:**

Several residents from the Robertson Road neighborhood attended the April 10, 2003 requesting a Measure M ballot measure for this neighborhood. This neighborhood contains 96 acres, 333 parcels and a population of 1,459 according to 2000 U.S census data (refer to **Figure 9**). During the Review process, County Redevelopment Agency staff reported that funding is available only for sewer improvements for this neighborhood, and not for any other infrastructure improvements. During the Review process, residents of the neighborhood expressed concern with failing septic systems and flooding problems that occur in this area, and a desire to improve the neighborhood. The Economic Development Committee also raised concern that the majority of the area is located within the flood plain. The majority of the

# City of Modesto

## Shackelford Neighborhood

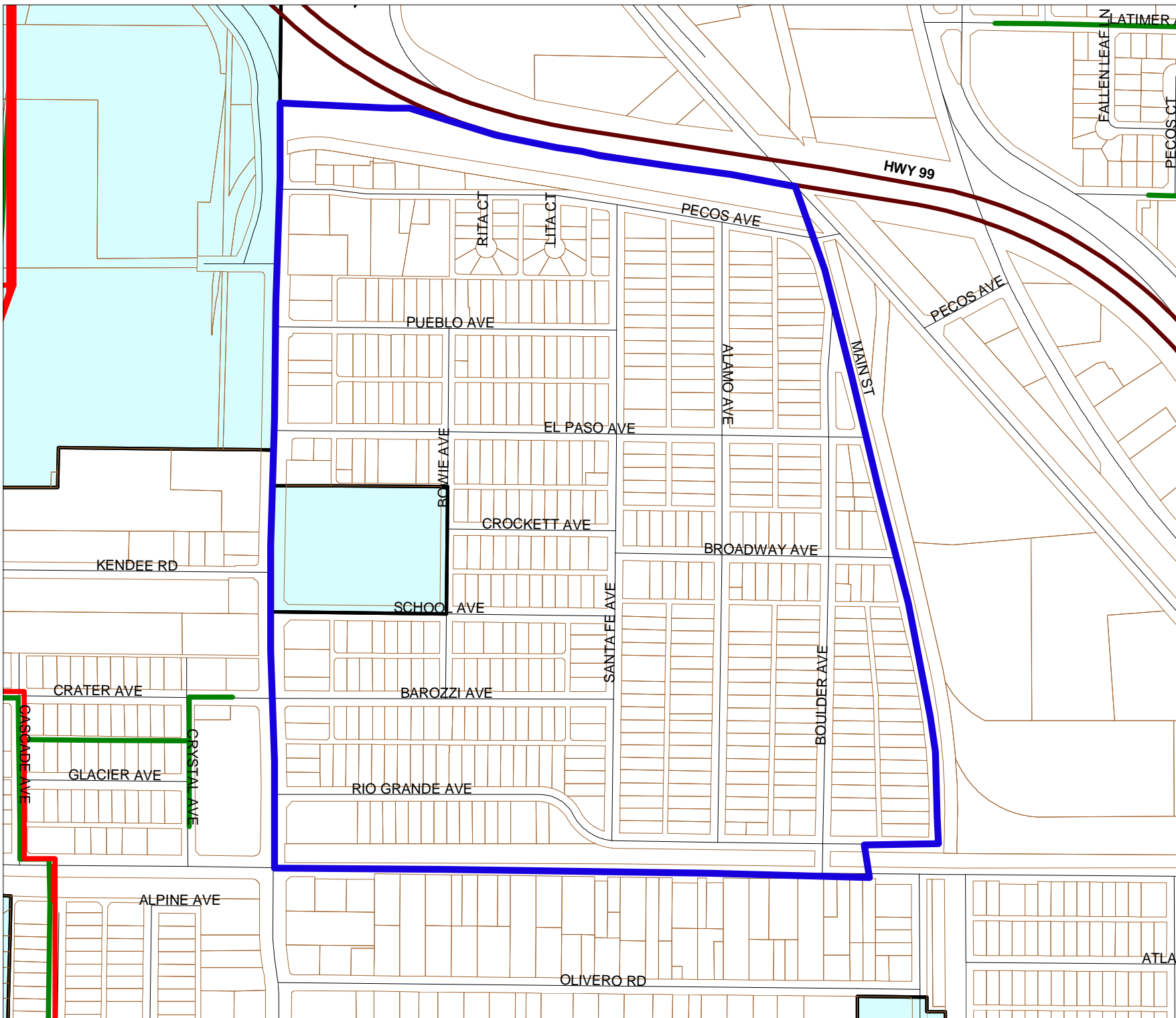
**Legend**

- Shackelford Neighborhood
- Trunk Lines
- Sewer Lines
- Parcel Boundaries
- Roads
- City of Modesto
- County



February 12, 2003

250 0 250 Feet



neighborhood is located within the 100-year flood plain, and no flood control improvements are proposed at this time. Storm drainage is a major concern for this neighborhood.

The area qualifies as a substantial infill area requiring negotiations with the County regarding fiscal matters, in advance of Measure M. Pursuant to the policy to implement Measure M, staff recommends that the City and County establish a program to address fiscal issues including infrastructure funding, before the area is considered for a Measure M vote.

With exception of the Shackelford and Robertson Road areas, no other unincorporated area is targeted for infrastructure improvements at the present time.

### **C. Coffee-Sylvan Neighborhood:**

The County Redevelopment Agency is also requesting a Measure M vote for the Coffee-Sylvan neighborhood (**Figure 10**). This unincorporated area is completely surrounded by the City, contains 89 acres, 275 parcels and a population of 795 (2000 U.S. Census). Sewer trunk lines that would serve the neighborhood run along Coffee Road, and Sylvan Avenue. The area is already improved with existing curb, and gutters. The Engineering & Transportation Department estimate the cost to providing infrastructure improvements for this area (i.e. storm collection, sewer, sidewalk, street overlay, etc.) to City standards at \$6,127,357 (refer to **Table A2**).

The area qualifies as a substantial infill area requiring negotiations with the County regarding fiscal matters, in advance of Measure M. Pursuant to the policy to implement Measure M, staff recommends that the City and County establish a program to address fiscal issues including infrastructure funding, before the area is considered for a Measure M vote.

## **VII. INFRASTRUCTURE CONSIDERATIONS**

### **A. Sewer:**

Sewer infrastructure improvements needed to provide service to growth areas include trunk sewer extensions, relief sewers, and wastewater treatment and disposal capacity enhancements. Estimated costs for renewal and replacement of aging sewers has not been included because this cost is borne by existing customers. An indication of the sewer system improvements needed was obtained, for this Urban Growth Review update, using the City's sewer system hydraulic model created for the 1995 Wastewater Master Plan. This preliminary analysis shows that the current sewer trunk system, with the exception of a few "bottlenecks," has sufficient capacity for existing flows. Adding the unincorporated islands, as a general rule, will have less impact on the existing system capacity than the outlying growth areas because they are located closer to existing infrastructure and to the Wastewater treatment plant. Improvements to existing infrastructure needed to service the outlying growth areas or CPD's, are anticipated to range from relatively minor (fixing isolated "bottlenecks") to thousands of feet of relief sewer improvements. These improvements are in addition to sewer extensions to the new lands and wastewater treatment and disposal capacity increases.









As noted above, the sewer analysis is a preliminary analysis, providing line capacity analysis only, and this study does not specify remedies to the waste water system or identify costs or funding sources required for system upgrades. This information will be available through the sewer master plan, which is expected to commence in fiscal year 2003-04.

A general description of the improvements needed by CPD and for unincorporated islands is presented below. Trunk sewer extensions will be required for the growth areas and entire sewer collection systems will be needed for those unincorporated areas tied to septic systems. To evaluate their impact on the existing system, the Johansen and Empire North,

# City of Modesto

## Robertson Road Neighborhood

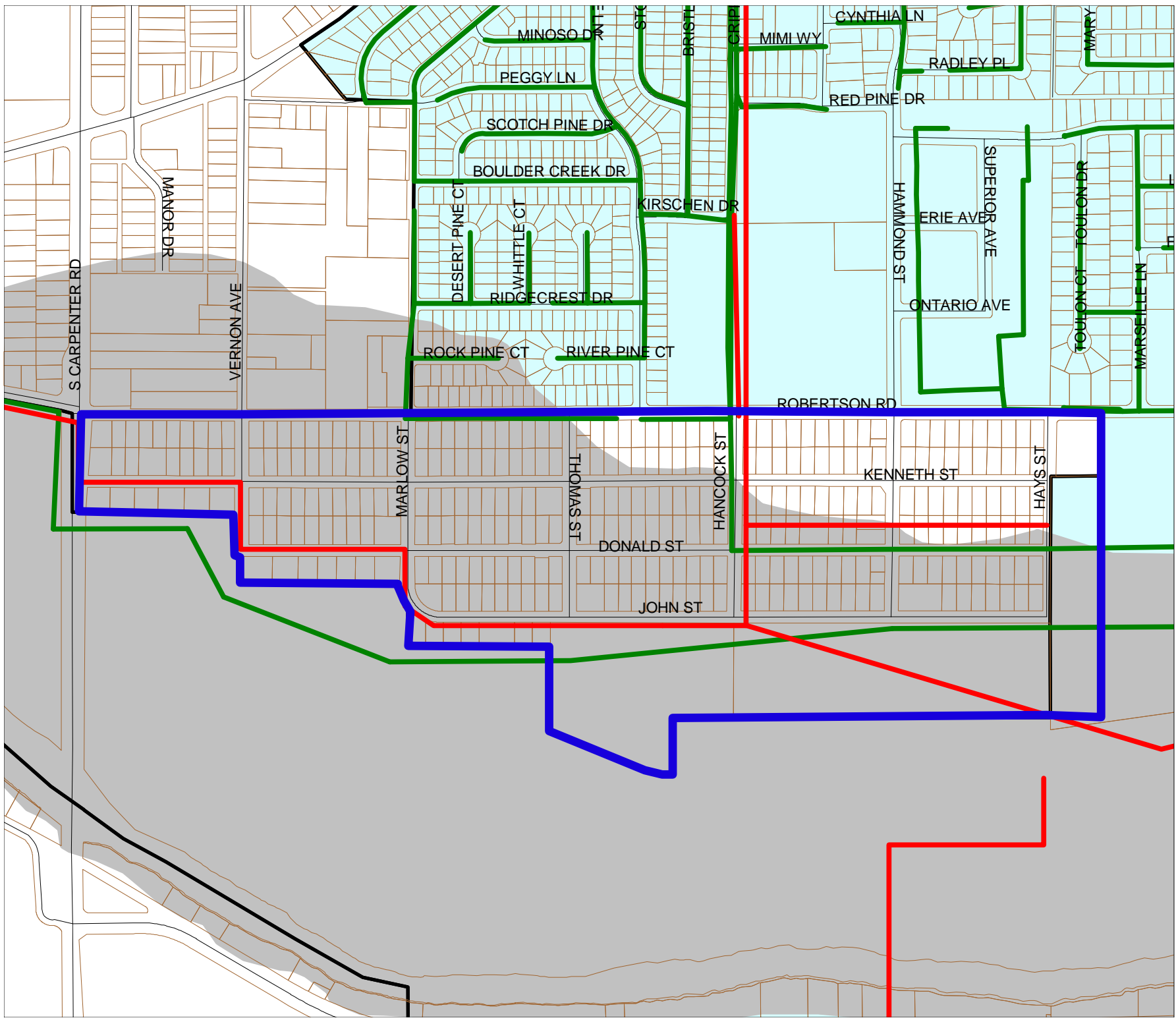
**Legend**

-  Robertson Rd Neighborhood
-  Trunk Lines
-  Sewer Lines
-  Flood Zone
-  Parcel Boundaries
-  Roads
-  City of Modesto
-  County



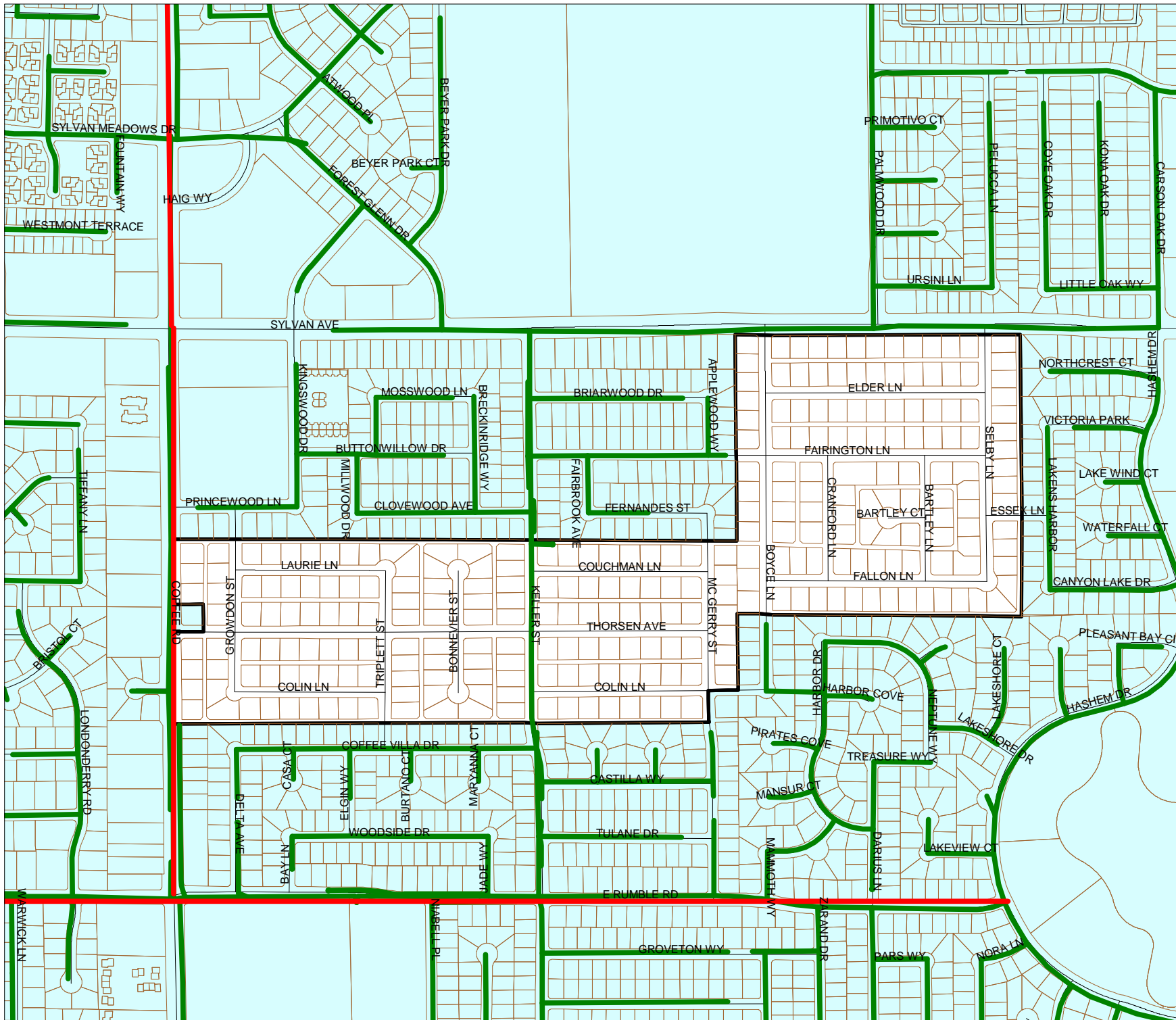
February 12, 2003

200 0 200 Feet



# City of Modesto

## Coffee-Sylvan Neighborhood

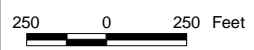


**Legend**

- Trunk Lines
- Sewer Lines
- Parcel Boundaries
- Roads
- City of Modesto
- County



February 12, 2003



Kiernan/Carver, and Roselle/Claribel CPD sewer flows have been added to the City's computer model of the existing system.

### **Unincorporated Islands**

The unincorporated islands have been labeled 1 through 26 and are shown on **Figure A1**, Appendix "A". Sewer cost estimates presented in **Table A2** represent costs to convert these areas from septic systems to sewer collection systems and do not include an estimated cost for existing trunk sewer system improvements. The 1995 Wastewater Master Plan (WWMP) included flows from these areas, master planning the 2015 and buildout sewer trunk system improvements. The Wastewater Master Plan Update, expected to be completed in 2004, will identify the proportional cost for unincorporated areas for the needed sewer system improvements. The preliminary system analysis completed for this Growth Review Update indicates sufficient existing system capacity for the Shackelford area (area 26) with the expanded Tuolumne River siphon (expected to be constructed in 2003). The preliminary analysis has not evaluated the impact on the trunk sewer system of the remaining 25 unincorporated areas.

### **Johansen and Empire North CPD's**

The preliminary analysis does not indicate the need for major capacity improvements to the existing sewer system to accommodate the Johansen and Empire North CPD's. These CPD's are currently planned to be at the end of the Yosemite Trunk sewer with no other growth areas contributing flow to this trunk after full development of these CPD's. The estimated construction cost of extending trunk sewers to the Johansen/Empire North CPD's is approximately \$1,170,000. The Beardbrook syphon which serves nearly the entire eastern half of the City is an existing "bottleneck" which would need to be fixed before the Johansen/Empire North CPD's are developed. An estimated cost for this fix has not been determined.

### **Roselle/Claribel CPD**

In 2001, 480 acres of the 1,700-acre Roselle-Claribel CPD received a positive Measure "M" vote for annexation into the City. The Roselle-Claribel CPD is planned to be served by the Lakewood and Sonoma Trunk sewer lines. The 1995 Waste Water Master Plan assumed no additional flows into the Lakewood and Sonoma trunk sewers upon full buildout of the Roselle-Claribel CPD. The 1995 WWMP indicates that there would be deficient collection capacity in the planned Sonoma Trunk and Lakewood Trunk sewers upon full buildout of Village I and the Roselle-Claribel CPD. The total estimated cost for the relief sewers and trunk sewer extensions to service the full Village I and Roselle-Claribel CPD is approximately \$7,600,000. The proportion of this cost, based on undeveloped acres, for the 480-acre portion of Roselle/Claribel CPD is approximately \$2,000,000.

### **Kiernan/Carver CPD**

The Kiernan/Carver CPD sewer flows are collected in the North trunk which discharge into the West trunk which extends south from Bangs Avenue to the Waste Water Treatment Plant. The 1995 Waste Water Master Plan identified a relief sewer for the entire length of the West trunk at buildout, which includes the CPD's east of the Kiernan/Carver CPD (Kiernan/McHenry and Hetch Hetchy CPD's). To correct these deficiencies, portions of the Master Planned West Trunk improvements would need to be constructed prior to development of the Kiernan/Carver CPD. The total improvement cost to provide sewer service for the North area CPD's is estimated to be \$11,760,000 with the proportion attributable to the Kiernan/Carver CPD of approximately \$4,410,000. This proportion is based on acres of undeveloped land in each of the CPD's tributary to the North and West trunk sewers.

### **B. Water:**

The impact of growth on the water infrastructure is dependent on the availability of new groundwater within the growth areas. The Johansen, Kiernan/Carver, and Roselle/Claribel CPD's would be annexed to the City's current zone 1, which receives both groundwater and

treated MID surface water. However, the addition of the surface water source in 1995 has not been sufficient to offset the growth (since 1995), or the loss of well capacity due to water quality. Further, new groundwater sources are needed to accommodate growth. To enhance the benefit of the surface water supply, storage tanks and booster stations will also be needed for the growth areas. Whereas the surface water supply meets the maximum day demands, the storage and booster facilities are necessary to meet peak hour demands. Groundwater supply is a critical component because it meets both the maximum day and peak hour demands.

The planned Phase 2 expansion of the Modesto Regional Water Treatment Plant (MRWTP) and the associated distribution system facilities (storage/boosters and transmission piping) will benefit existing and future customers in zones 1 and 2. In addition to these system-wide improvements, 12-inch water mains on a half-mile grid and new groundwater wells are needed to service the new growth areas. In areas where new groundwater cannot be developed due to deficient water quality, new storage and booster pumping capacity needs to be provided.

### **C. Storm Drainage:**

The storm drainage improvements required for the growth areas are dependent on the amount of drainage crossing into the area and the proximity of receiving waters to discharge the storm drainage. All growth areas will need to comply with the City's recently updated National Pollutant Discharge Elimination System (NPDES) permit, which requires source control and treatment control measures for individual properties and for discharge to receiving waters. The Johansen CPD is in the proximity of Dry Creek to discharge "treated" stormwater drainage. The Kiernan/Carver and Roselle/Claribel CPD's are not in the vicinity of natural waterways and would need to rely on MID for discharge of "treated" stormwater drainage.

The City's municipal NPDES permit has provisions to minimize runoff pollution typically caused by land development and protect the beneficial uses of receiving waters by implementing a combination of pollutant source control and site-specific treatment control measures at new developments. The NPDES permit can be satisfied with a variety of measures ranging from grassy swales and filter systems to detention ponds. These measures are applied to the new growth areas and redevelopment areas. The developed areas of the unincorporated islands have rockwells to drain the stormwater which is similar to most of the City's existing area. There are no current regulations for retrofitting these rockwell areas. Stormwater systems within redevelopment or new development areas within the unincorporated islands need to comply with the County's NPDES permit, which have provisions similar to the City's NPDES permit.

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## APPENDIX A

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## UNINCORPORATED “ISLAND” REPORT

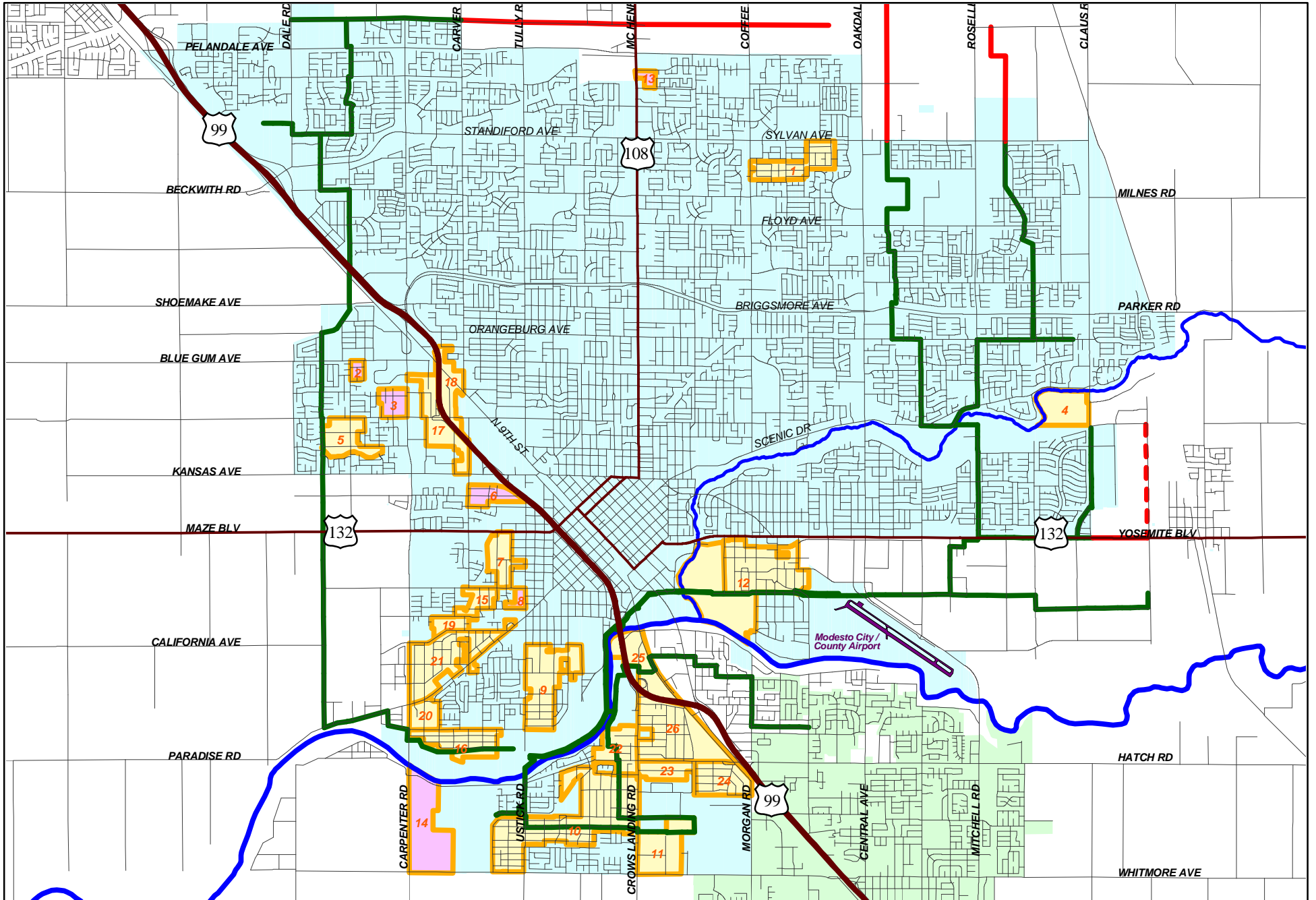
As part of the 2001 Modesto Urban Growth review update, City departments reviewed the county “island” areas to determine public service needs and the level of fiscal impact from extending city services to these areas. Figure A1 attached identifies the location of the county island areas. This map identifies 26 “island” areas totaling 2,700 acres and a total population of 21,145. According to city GIS data, within the 26 areas, there are 5,251 parcels with a total assessed valuation of \$548,125,814 (Table A3).

Table A1 represents cost figures from extending city services to the county island areas. The service cost report was completed for Recreation & Neighborhoods, Police, Fire, and Community Development. Table A2 provides a breakdown of infrastructure costs by County Island area updated by Engineering & Transportation for the 2003 Urban Growth Review Report.

**Table A1: Fiscal Impacts by Annexation of Unincorporated Island Areas:**

DEPARTMENT	PROGRAM	COST
<b>Recreation &amp; Neighborhoods</b>		
Park Development:	42 additional acres of neighborhood park land or six 7-acre parks and 21 acres of community park	Neighborhood Parks \$2.3 million Community Park 7.8 million
Recreation Services:	After-school services & summer program at each of the 6 parks	\$15,000/year per park site w/\$2,000 per year per park for start-up costs. Additional staff at \$34,000 per year w/\$2000 start-up cost.
Code Enforcement	One additional code enforcement officer	\$55,000 per year w/start-up costs at \$20,000
Building Inspection/Housing Rehabilitation	One additional building inspector	\$60,000 per year
Federal Housing & Urban Development funding	Community Block Grant and HOME funds would likely increase	No specific cost factor identified
Youth Scholarship Funding	Increased use of Youth Scholarship program funds	\$50,000 annually
Neighborhood Revitalization/Improvement	Service to provide direct link to information on Modesto by two interns	\$20,000 annually (short term cost – on 1 – 2 years.
	<b>Sub-Total</b>	<b>Start-up Cost: \$26,131 Annual Cost: \$429,000 New Parks: 10 million</b>
<b>POLICE SERVICES</b>		
	New Command Office	\$80,000
	Vehicle total	\$348,000
	Equipment	\$35,200
	<b>Sub- Total</b>	<b>\$3,489,900</b>
<b>FIRE SERVICES</b>		
	12 additional positions; \$200,000 currently received to provide emergency response services to the Industrial Fire District will be eliminated	\$1,050,000
	<b>Sub-Total</b>	<b>\$1,050,000</b>
<b>COMMUNITY DEVELOPMENT</b>		
	3 additional positions at a total annual cost of \$155,000	\$16,000 annual cost including cost for new positions.
	<b>Sub-Total</b>	<b>\$716,000</b>
<b>OPERATIONS &amp; MAINTENANCE</b>		
	\$746 per year per dwelling unit of additional cost. This is for police, fire, parks, trees, public works operational units that are general fund supported.	\$,258,056 annual cost for service
	<b>Sub Total</b>	<b>\$5,258,056</b>
<b>ENGINEERING ( Refer to Table A-2 for Details)</b>		
	<b>Sub Totals Follow in Chart</b>	
	<b>TOTAL</b>	<b>10,942,956 (1)</b>

(1) Total represents annual operating cost, and does not include 10 million for new park facilities & \$26,131 start-up cost for park facilities



0.5 0 0.5 1 Miles

May 2, 2003



# City of Modesto

## Unincorporated Islands

Unincorporated Islands	Sewer Trunks
No Annexation	Developer Proposed
Measure M Vote Received	Existing
	Proposed



**Table A2**  
**Infrastructure Costs By Unincorporated Island Area**

Area	Storm Collection	Sanitary Sewer	Water Line	Curb & Gutter	Sidewalk	Streetlights	Signs & Striping	AC Overlay	Manholes	Total Budget	Total Budget
										(25% cont., 25% eng.)	w/o Road Work
1	\$ 1,248,800	\$ 908,529	Old Del Este	\$ -	\$ 843,560	\$ 256,736	\$ 4,218	\$ 536,667	\$ 123,000	\$ 6,127,357	\$ 5,282,225
2	\$ 186,200	\$ 311,226	Old Del Este	\$ 15,090	\$ 176,833	\$ 83,832	\$ 1,310	\$ 166,667	\$ 45,000	\$ 1,540,871	\$ 1,278,408
3	\$ 537,600	\$ 403,022	\$ 166,050	\$ 158,442	\$ 254,640	\$ 104,790	\$ 1,679	\$ 213,667	\$ 57,000	\$ 2,963,891	\$ 2,627,413
4	\$ -	\$ -	Thru water fees	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	No existing development	No existing development
5	\$ 1,083,600	\$ 540,716	\$ 584,728	\$ 344,801	\$ 649,698	\$ 193,862	\$ 3,248	\$ 413,333	\$ 69,000	\$ 6,067,167	\$ 5,416,258
6	\$ 599,200	\$ 381,645	Old Del Este	\$ 128,640	\$ 278,741	\$ 141,467	\$ 1,622	\$ 206,333	\$ 54,000	\$ 2,799,450	\$ 2,474,521
7	\$ 863,800	\$ 418,741	Old Del Este	\$ 224,460	\$ 193,966	\$ 136,227	\$ 2,125	\$ 270,333	\$ 57,000	\$ 3,385,394	\$ 2,959,679
8	\$ 191,800	\$ 132,035	\$ 75,600	\$ 17,353	\$ 55,015	\$ 47,156	\$ -	\$ 21,250	\$ 20,000	\$ 875,326	\$ 842,123
9	\$ 2,154,600	\$ 1,279,067	Old Del Este	\$ 706,767	\$ 992,099	\$ 356,286	\$ 5,711	\$ 726,667	\$ 162,000	\$ 9,973,744	\$ 8,829,404
10	\$ 4,964,400	\$ -	Old Del Este	\$ 2,023,537	\$ 2,700,438	\$ 901,194	\$ 14,851	\$ 1,889,667	\$ -	\$ 19,522,011	\$ 16,546,202
11	\$ 1,573,600	\$ 62,874	Old Del Este	\$ 157,688	\$ 219,011	\$ 68,114	\$ 49,042	\$ 65,000	\$ 20,000	\$ 3,461,450	\$ 3,283,260
12	\$ -	\$ 141,467	Old Del Este	\$ 991,586	\$ 1,388,729	\$ 461,076	\$ 7,448	\$ 947,667	\$ 225,000	\$ 6,504,644	\$ 5,012,278
13	Existing	By connection fees	Existing	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	Mobile Home Park	Mobile Home Park
14	\$ -	\$ -	Thru water fees	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	No existing development	No existing development
15	\$ 527,800	\$ 76,706	Old Del Este	\$ 139,580	\$ 209,580	\$ 115,269	\$ 1,289	\$ 164,000	\$ 12,000	\$ 1,947,226	\$ 1,688,962
16	\$ 1,355,200	\$ 977,691	Old Del Este	\$ 553,606	\$ 797,714	\$ 267,215	\$ 4,493	\$ 571,667	\$ 126,000	\$ 7,271,225	\$ 6,370,976
17	\$ 1,484,000	\$ 478,681	\$ 144,000	\$ 266,334	\$ 427,805	\$ 230,538	\$ 3,047	\$ 387,667	\$ 73,000	\$ 3,385,394	\$ 2,959,679
18	\$ 1,003,800	\$ 311,226	\$ 364,500	\$ 130,149	\$ 471,555	\$ 141,467	\$ 2,594	\$ 330,000	\$ 45,000	\$ 4,375,454	\$ 3,855,777
19	\$ 407,400	\$ 289,849	Old Del Este	\$ 67,715	\$ 69,685	\$ 52,395	\$ 697	\$ 88,667	\$ 39,000	\$ 1,586,575	\$ 1,446,945
20	\$ 597,800	\$ 669,608	Old Del Este	\$ 277,274	\$ 493,823	\$ 167,664	\$ 2,790	\$ 355,000	\$ 96,000	\$ 4,156,186	\$ 3,597,140
21	\$ 2,431,800	\$ 2,351,488	Old Del Este	\$ 1,342,046	\$ 1,835,135	\$ 644,459	\$ 10,479	\$ 1,333,333	\$ 312,000	\$ 16,032,404	\$ 13,932,698
22	\$ 1,138,200	\$ 334,490	\$ 45,000	\$ 303,681	\$ 398,726	\$ 136,227	\$ 1,994	\$ 253,667	\$ 48,000	\$ 4,156,226	\$ 3,756,756
23	\$ 718,200	\$ 446,405	\$ 112,500	\$ 131,092	\$ 192,552	\$ 115,269	\$ 1,624	\$ 206,667	\$ 60,000	\$ 3,100,483	\$ 2,775,029
24	\$ 1,205,400	\$ 929,906	\$ 602,550	\$ 402,519	\$ 607,520	\$ 214,820	\$ 3,508	\$ 446,333	\$ 117,000	\$ 7,077,432	\$ 6,374,555
25	\$ 1,456,000	\$ 422,513	\$ 271,350	\$ 271,050	\$ 376,458	\$ 120,509	\$ 1,998	\$ 239,500	\$ 54,000	\$ 5,020,902	\$ 4,643,562
26	\$ 2,916,200	\$ 1,505,204	Old Del Este	\$ 754,488	\$ 1,054,187	\$ 356,286	\$ 5,845	\$ 743,667	\$ 204,000	\$ 11,781,057	\$ 10,609,945
<b>Totals</b>	<b>\$ 28,645,400</b>	<b>\$ 13,373,090</b>	<b>\$ 2,366,278</b>	<b>\$ 9,407,899</b>	<b>\$ 14,687,471</b>	<b>\$ 5,312,853</b>	<b>\$ 131,610</b>	<b>\$ 10,577,417</b>	<b>\$ 2,018,000</b>	<b>\$ 133,111,874</b>	<b>\$ 116,563,794</b>

TABLE A3

City of Modesto																	
Unincorporated Island Report																	
Island #	Total Acres	Population 2000	General Plan Designation Acreage											Assessed Valuation	Number of Parcels	Measure M Vote	
			Totals								Vacant						
			C	I	MU	OS	R	RC	RPD	VR	R	C	I				
1	89.4	795			9.7		79.7					0.2			\$ 24,172,710	275	No
2	13.3	167					13.2			0.1					\$ 3,605,159	55	Yes
3	38.4	205	10.3				28.1			0.1					\$ 6,385,829	81	Yes
4	83.1	1					1.8	81.3							\$ 1,500,395	2	No
5	77.4	157						77.4							\$ 8,713,472	68	No
6	42.8	419						0.5		42.3					\$ 9,225,006	125	Yes
7	61.7	527						61.7				1.5			\$ 8,424,046	120	No
8	13.7	96			13.6			0.1							\$ 1,799,800	23	Yes
9	153.9	2076			3.1	0.0	150.8								\$ 24,894,800	381	No
10	354.6	4761	43.1				310.7			0.8	45.0	4.1			\$ 72,531,832	1200	No
11	112.4	6	0.03	112.3									33.2		\$ 10,613,780	19	No
12	387.4	1660	0.6	197.0			4.9	184.6		0.3			44.4		\$ 302,456,581	546	No
13	12.7	398							12.7						\$ 1,642,564	1	Yes
14	171.9	14					2.3	4.9			161.9	17.6	19.6		\$ 1,311,650	13	Yes
15	37.7	204			37.4			0.3							\$ 6,178,340	99	No
16	96.8	1459			22.4	6.4	68.0			0.0					\$ 16,877,878	334	No
17	106.0	17						0.0		105.9					\$ 27,375,214	73	No
18	71.7	31			0.0			1.6		70.0			0.4		\$ 11,529,822	35	No
19	29.1	133			11.3			17.8							\$ 3,308,082	39	No
20	42.7	682						42.6			0.2				\$ 5,841,200	76	No
21	173.7	1942			20.4		136.3		16.9	0.1		0.8			\$ 41,081,315	560	No
22	81.3	412	34.8	0.0		0.7	45.7				1.9	5.2			\$ 10,409,446	125	No
23	51.3	302	6.5	4.1			40.6								\$ 6,608,140	85	No
24	86.1	1349		0.4			85.2						0.01		\$ 18,499,611	329	No
25	104.0	1065		87.9		6.8	0.3						5.3		\$ 7,275,019	50	No
26	208.3	2047	0.6	56.5			144.5						0.7		\$ 30,252,289	503	No
<b>Totals</b>	<b>2701.1</b>	<b>20925</b>	<b>95.8</b>	<b>458.3</b>	<b>117.9</b>	<b>23.0</b>	<b>1575.8</b>	<b>12.7</b>	<b>235.6</b>	<b>163.1</b>	<b>66.3</b>	<b>29.7</b>	<b>84.1</b>	<b>\$ 662,513,980</b>	<b>5217</b>		
<i>Data Sources:</i>																	
<i>Population figures obtained from the 2000 Census, Tiger Files / P.L. 94-171</i>																	
<i>Assessed Valuation information obtained from the Stanislaus County Assessors Office, 2002 Assessment Role</i>																	
<i>General Plan data obtained from the City of Modesto Urban Area General Plan, Land Use Diagram</i>																	
<i>Notes:</i>																	
<i>All data compiled utilizing GIS technology.</i>																	
<i>May 2, 2003</i>																	

