

Section 13

Increased Demand for Police Services

This section describes how development associated with the *City of Modesto Urban Area General Plan* (UAGP) would affect demand for police services.

A. ENVIRONMENTAL SETTING

The following information is provided in accordance with Section 15125 of the California Environmental Quality Act (CEQA) Guidelines. This environmental setting is the baseline for determining whether an impact of the UAGP is significant.

1. Study Area for Direct Impacts

The study area for direct impacts related to increased demand for police services is the UAGP planning area.

2. Study Area for Cumulative Impacts

This analysis will be based on the plan or projection approach to examining cumulative effects, as provided under State CEQA Guidelines Section 15130(b)(1)(B). The pertinent plan to be used for this purpose is the UAGP. The study area for cumulative impacts on demand for police services is the area within the UAGP boundary.

3. Existing Physical Conditions in the Study Area

The Modesto Police Department operates from two main facilities: the department headquarters at 600 10th Street and a leased office space at 12th and F Streets. In addition, a substation located at 3705 Oakdale Road mainly handles fingerprinting as well as some crime prevention operations. The Police Department also has space at the Neighborhood Center at Marshall Park, which also serves the Fire Department and Parks, Recreation, and Neighborhoods Department.

The Police Department consists of Operations, Investigative Services, and Support Divisions. Several special details—including special investigations, animal control, traffic, drug enforcement, crime prevention, drug education, and training—are divided among the divisions. The Operations Division handles most daily law enforcement, with personnel divided into four shifts for each 24-hour period. The Police Department maintains continuous patrols on city streets, structured to allow coverage to fluctuate according to changes in demand.

The Police Department provides services to Modesto's approximately 210,000 residents. In 2014, city law enforcement services received approximately 10,891 reports of Part 1 crimes, which consist of murder, robbery, rape, aggravated assault, burglary, grand larceny, and auto theft

incidents. Response rates vary by type of incoming call; calls reporting crimes in progress (Priority 1P) receive the highest priority and the quickest response. In 2014, the average response time for 1P calls was 15.6 minutes, from call entry to officer arrival. Most calls report crimes that have just occurred or situations where a police unit is needed as soon as possible.

As of 2014, the Police Department staffed a total of 300 employees, including 219 sworn officers. The current number of officers per thousand residents is 1.05, which is below the goal of 1.85 per thousand set by the City Council, and the State average of 1.5 per thousand. According to the Police Department, an additional 168 officers and associated equipment and support personnel would be needed to achieve the City Council's goal of 1.85, and 95 officers would be needed to meet the State average of 1.5 (Carroll pers. comm.).

On June 23, 2015, City Council adopted the "Safer Neighborhoods Initiative," a Citywide plan, which is a component of the City's Strategic Plan, to explore new approaches to public safety to reduce crime, improve police and fire response times, and increase participation and collaboration with neighborhood groups by focusing resources on crime and fire prevention, public safety resources deployment, growing neighborhood and leadership capacity, positive youth activities, homelessness and tagging prevention. An additional 80 officers and associated equipment and support personnel would be needed to meet the goals of the Initiative to provide adequate levels of police protection to serve the community.

4. Existing Policies Applying to the Study Area

Below is a comprehensive list of major federal, state, and local (County and City) policies or summaries of policies in effect that apply to the study area. This list provides the full range of applicable policies that a project within the study area would potentially need to comply with, including policies beyond the jurisdiction of the City. This list of laws, regulations, and programs also serves to describe the circumstances under which the Master Environmental Impact Report (Master EIR) analyzed this environmental topic.

A discrete reference number, following the initials of the resource topic, is assigned to each policy or policy summary listed to facilitate its identification elsewhere in this Master EIR or, where appropriate, its incorporation as a mitigation measure into subsequent projects analyzed under this Master EIR (e.g., Police Services policies are designated as PS-*X*, where *X* is the discrete number).

a. Stanislaus Local Agency Formation Commission Policies

The Stanislaus Local Agency Formation Commission (LAFCo) oversees the annexation of unincorporated lands to the City under the provisions of the Cortese-Knox-Hertzberg Local Government Reorganization Act (Government Code Section 56000 et seq.). The following aspects of LAFCo policy directly affect the proposed plan.

- PS-1:** To implement its responsibilities for planning orderly development and coordination of local government agencies, LAFCo is required to develop and assign a sphere of influence for each local government agency in the county. With respect to the City, this includes present and probable need for police services. Under Government Code Section 56668, LAFCo is also required to consider the need for police services before approving any annexation to the City.

Adopted LAFCo policies include the requirement that a plan for service be prepared and submitted by the local agency being affected by the proposed annexation. The plan of service must include information that the range and level of services currently available within the existing boundaries will be at least maintained in the proposed annexation area. Annexations that reduce the existing levels of service will not be approved by LAFCo.

When determining spheres of influence for cities and special districts, LAFCo must conduct a service review of the municipal services provided in an area, as determined by LAFCo. The municipal services review (MSR) is a comprehensive review of all the agencies that provide the service within the identified area. Typical municipal services include police, fire, sewer, water, and storm drainage services. When conducting the MSR, LAFCo must prepare a written statement of its determinations with respect to the factors identified in Government Code Section 56430. These factors require consideration of infrastructure needs, projected demand from future growth, financing constraints and opportunities, and options for the administration of services.

b. City of Modesto Policies

The following UAGP policies apply in the Baseline Developed Area and, where relevant, in the Planned Urbanizing Area. In general, however, the Modesto Police Department is only authorized to provide services within the incorporated Modesto city limits.

(1) Police Policies—Baseline Developed Area and Planned Urbanizing Area

- PS-2:** Maintain an adequate personnel level to organize patrol areas, and provide investigative responses to achieve a comfortable and safe community climate conducive to a high quality of life. To the maximum economic extent feasible, police operations should include proactive law enforcement and administrative efforts, all to be expanded as the City's population grows. (UAGP Policy VI.J.1)
- PS-3:** Strive to reduce the level of crime below levels of other progressive departments with comparable populations and demographics. (UAGP Policy VI.J.2)
- PS-4:** Provide sworn officers in sufficient numbers to support basic police services consistent with other progressive departments with comparable populations and demographic statistics. The recommended long-term police staffing goal is a ratio of 1.85 sworn officers per one thousand residents. (UAGP Policy VI.J.3)
- PS-5:** Strive to provide civilian staff in sufficient numbers to support sworn staff and to support continuing civilianization of services such as Crime Prevention, Investigative Support, Crime Scene Investigation, Accident Reports, and other documentation of incidents and other forms of clerical support. (UAGP Policy VI.J.4)
- PS-6:** Maintain efforts to educate the public about crime deterrence through programs like the Neighborhood Watch Program within residential neighborhoods, Traffic Watch Program on residential streets, and the Business Watch Program within commercial and industrial areas. (UAGP Policy VI.J.5)
- PS-7:** Review proposed projects in order to evaluate security features, encourage Crime Prevention Through Environmental Design (CPTED), and evaluate traffic flow with respect to speed and collision mitigation. Ensure that the following CPTED principles, as modified by periodic amendments thereto, are incorporated in specific sites and situations, including new development.

- (a) Territoriality is a design concept that clearly delineates private space from semi-public and public spaces and also creates a sense of ownership. Ownership thereby creates an environment where appearances of such strangers and intruders stand out and are more easily identified through:
- The enhanced feeling of legitimate ownership by reinforcing existing natural surveillance and natural access control strategies with additional symbolic or social ones;
 - The design of space to allow for its continued use and intended purpose; and,
 - The use of pavement treatments, landscaping, art, signage, screening and fences define and outline ownership of space.
- (b) Natural surveillance is a design concept directed primarily at keeping intruders under observation. Provision of natural surveillance helps to create environments where there is sufficient opportunity for people engaged in their normal behavior to observe the space around them. Areas can be designed so they are more easily observed through:
- Design and placement of physical features to maximize visibility. This may include: building orientation, windows, entrances and exits, parking lots, refuse containers, walkways, guard gates, landscape trees and shrubs, use of wrought iron fences or walls, signage and other physical obstructions;
 - Placement of persons or activities to maximize surveillance possibilities; and,
 - Minimum maintained lighting standards that provide for nighttime illumination of parking lots, walkways, entrances, exits, and related areas to promote a safe environment.
- (c) Access control is a design concept directed primarily at decreasing criminal accessibility. Provision of natural access control limits access and increases natural surveillance to restrict criminal intrusion, especially into areas where they will not be easily observed. Intruders are more readily recognized through:
- The use of sidewalks, pavement, gates, lighting and landscaping to clearly guide the public to and from entrances and exits; and,
 - The use of gates, fences, walls, landscaping and lighting to prevent or discourage public access to or from dark or unmonitored areas.
- (d) Activity support is the presence of activity planned for the space, and involves placing activity where the individuals engaged in an activity will become part of the natural surveillance system. Examples include:
- Place safe activities in areas that will discourage would-be offenders, to increase the natural surveillance of these activities and the perception of safety for normal users, and the perception of risk for offenders;

- Place high-risk activities in safer locations to overcome the vulnerability of these activities by using natural surveillance and access control of the safe area;
 - Locate gathering areas in locations that provide for natural surveillance and access control or in locations away from the view of would-be offenders; and,
 - Improve the scheduling of space to allow for effective use and appropriate intensity of accepted behaviors.
- (e) Proper maintenance of landscaping, lighting treatment, and other features can facilitate the principles of CPTED. Functions include:
- Proper maintenance of lighting fixtures to prescribed standards;
 - Landscaping that is maintained at prescribed standards; and,
 - Minimizing the conflicts between surveillance and landscaping as groundcover, shrubs and trees mature. (UAGP Policy VI.J.6)

5. Policies That Reduce Impacts

The following policies are in effect and have been determined to reduce, avoid, or mitigate environmental impacts within the existing city limits and within the Planned Urbanizing Area as they annex and develop. County policies are included because they reduce or avoid cumulative impacts. The policy reference numbers are listed, and the full text of these policies is found in Section A-4 above, *Existing Policies Applying to the Study Area*.

a. Stanislaus Local Agency Formation Commission Policies

The following LAFCo policy limits urban expansion into unincorporated areas without the provision of adequate police services: PS-1.

c. City of Modesto Policies

The following UAGP policies are in place to mitigate or avoid impacts on police services in all three development areas identified in the plan: PS-2 through PS-7.

B. CONSIDERATION AND DISCUSSION OF SIGNIFICANT IMPACTS

The following information is provided in accordance with State CEQA Guidelines Section 15126.2. Existing conditions and policies were reviewed and evaluated relative to the level of development projected to occur under the UAGP in the three development areas to identify additional demand for police services that would result from project-related population increase. This analysis is shown below.

1. Thresholds of Significance

The proposed General Plan amendment project could result in adverse impacts relative to police services if it results in development occurring in an area(s) that cannot be adequately serviced by existing or budgeted police personnel and facilities.

2. Significant Direct Impacts

a. Baseline Developed Area and Downtown Area

Proposed policies PS-2 through PS-7 in the UAGP amendment would result in adequate police staffing consistent with new growth and development. No further mitigation would be required, and any potential impacts that remain would be less than significant.

b. Planned Urbanizing Area

Complying with LAFCo requirements and the proposed UAGP amendment policies PS-2 through PS-7, in addition to policies such as III.J.4 that requires a long-range financing strategy for each Comprehensive Planning District, would allow the City to provide the resources necessary to extend service to the newly growing Planned Urbanizing Area. These policies would reduce any impact(s) to a less than significant level.

3. Significant Cumulative Impacts

CEQA and the State CEQA Guidelines require the disclosure of the significant cumulative environmental effects, whether a project will make a cumulatively considerable contribution to any such effects, and, if it will, mitigation measures intended to reduce the project's contribution (State CEQA Guidelines Section 15130). A cumulative effect is one that results from past, present, and probable future projects. A project, which has a less than significant direct effect on the environment, may nonetheless make a considerable contribution to a cumulative effect.

A cumulative impact analysis first identifies whether a cumulatively significant effect exists in the given resource area. If so, the analysis determines whether the project will make a considerable contribution to that effect. Where a cumulative impact is severe, even a small contribution may be considerable. Where a project is required to implement or fund its fair share of a mitigation measure designed to alleviate the cumulative impact, its contribution would be rendered less than considerable. (State CEQA Guidelines Section 15130(a))

For the same reasons described under Direct Impacts, above, there would be no cumulative impacts relative to police services. The City's planning and financing policies and procedures ensure that adequate police services would be provided to new areas as the City expands.

4. Potential Impacts for Which There Is Insufficient Information to Support a Full Analysis

Site-specific impacts of the construction of future police facilities are unknown at this time. Potential construction impacts would require future analysis.

C. POLICIES ADOPTED TO MINIMIZE SIGNIFICANT EFFECTS

The following information is provided in accordance with State CEQA Guidelines Section 15126.4.

1. Policies That Mitigate Direct Impacts

No significant direct impacts have been identified for police services, based on the implementation of policies PS-2 through PS-7, which would result in adequate police staffing levels for Modesto's population, demographics and geography. No additional mitigation measures would be required.

2. Policies That Mitigate Cumulative Impacts

There is no identified significant cumulative impact for police service. LAFCo policies and the implementation of policies PS-2 through PS-7 would result in adequate police staffing levels for Modesto's population, demographics and geography. No additional mitigation measures would be required.

D. MONITORING POLICIES THAT REDUCE IMPACTS

The following information is provided in accordance with PRC Section 211081.6. The policies identified in this Master EIR have been drawn from the proposed UAGP amendment, and they are implemented by that plan. City staff provides the City Council with an annual report on UAGP implementation; therefore, no separate mitigation monitoring program is required for the UAGP Master EIR.