

# PUBLIC SAFETY CENTER EXPANSION SITE DEVELOPMENT STUDY

Stanislaus County August, 2013





# Table of Contents

---

## Table of Contents

### 1. Introduction

- 1.1 Acknowledgements
- 1.2 Executive Summary
- 1.3 Recommendations

### 2. Project goals

### 3. Site context

- 3.1 Vicinity map
- 3.2 Site and surrounding property zoning

### 4. Site analysis

- Conditions and needs assessment
- 4.1 Existing built environment
- 4.2 Proposed buildings pending approval
- 4.3 Secure barriers for existing and pending development
- 4.4 Existing circulation
- 4.5 Existing parking
- 4.6 Existing utilities
- 4.7 Constraints
- 4.8 Opportunities - Site and circulation
- 4.9 Opportunities - Land use
- 4.10 Compatibility and development strategy - Land use zones
- 4.11 Key Findings

### 5. Future development requirements

- 5.1 Criteria for Success
- 5.2 Request for information matrix

### 6. Site plan development

- 6.1 Site plan alternatives and evaluation
- 6.2 Preferred site plan - Land use zones
- 6.3 Preferred site plan - Development sites
- 6.4 Preferred site plan - Proposed circulation

Appendices



# 1 Introduction

---

## 1.1 Acknowledgements

The participation of the following people provided invaluable assistance in the preparation of this study, and is gratefully acknowledged.

### **Stanislaus County**

Patricia Hill Thomas, Chief Operations Officer/Assistant Executive Officer

Josh Ewen, Management Consultant

Tim Fedorchak, Senior Management Consultant

Darrell Long, Program Manager

Gino Colacchia, Senior Construction Manager

Teresa Vander Veen, Confidential Assistant

### **Sheriff's Department**

Adam Christianson, Sheriff - Coroner

Captain Bill Duncan, Adult Detention Facilities

Lieutenant Gregg Clifton

Lieutenant Jim Jacobs

Sergeant Steve Traverso

Deputy Brandon Gallasso

### **HOK**

Steve Morton, Planning Director

Kathy Doi, Planner

Suzanne Smith, Planner

Alan Bright, Project Designer

David Crotty, Project Manager

Joseph O'Neill, Architect

### **Associated Engineering Group**

Kevin Waddell

Ryan Carrel

### **KD Anderson and Associates, Inc.**

Ken Anderson

Mike Becker

### **LDA Partners, LLP**

Eric Wohle, Co-Project Manager

### **Crout and Sida**

### **Rosser International, Inc.**

For their work on:

'Stanislaus County. Public Safety Center Expansion Operational and Architectural Program and Site Master Plan 2011 Update'

'Stanislaus County. Adult Detention Needs Assessment 2011 Update'



# Introduction

---

## 1.2 Executive Summary

The Stanislaus County Public Safety Center (PSC) has been challenged over the past several years with issues of growth and demand as well as more qualitative and strategic issues that look to the future and ask “how do we develop a roadmap for future campus development, given the changing landscape of the correctional population, associated programmatic requirements, and economic realities?”

Recent events have seen new projects come to fruition and with them, the realization that these and future facilities need to be appropriately situated while developing more cohesive planning solutions for existing facilities.

These projects include:

AB900-Phase II - The second phase of the State of California Local Jail Construction Financing Program which will support the previously approved Public Safety Center Expansion Operational and Architectural Program and Site Master Planning efforts. Construction of two maximum security detention bed units, 72 special use beds, health services unit, security administration/central control and a Day Reporting Center.

Project 1 - Construction of approximately 115,000 sf of housing, treatment and program space on approximately 5.81 acres at the existing Public Safety Center. Two maximum security housing units with 192 beds, 72 special use beds and a secure sallyport.

Project 2 - The Day Reporting Center. An on-site cognitive restructuring program designed to change an offender’s adverse thinking patterns, provide education, and hold unemployed offenders accountable during the day.

Project 3 - County funded construction of approximately 37,000 sf on approximately 3.64 acres of the existing Public Safety Center. The project will support the expansion of Project 1 that includes the Lobby/Visiting area, Jail administration, Intake and Release, Staff Support, and Program Services.

SB1022 - California Adult Local Criminal Justice Facilities Construction Financing Program. Includes Re-entry and Enhanced Alternatives to Custody Training and medium security housing. Pending State approval.

In addition, residential development to the east and the approved West Landing mixed use plan to the west of the site, has increased the need to preserve the 180-acre site for detention and other appropriate public use functions in the future. The PSC has undertaken the process of developing a land use plan, focused on current and future needs, to guide long term development.

The planning process began in June, 2013, and employed a broad based system of data gathering and input from the County, worksessions with PSC stakeholders, and reviews of prior planning efforts and information generated, particularly the “Stanislaus County Public Safety Center Expansion Operational and Architectural Program and Site Masterplan 2011 Update” (Crout and Sida with Rosser International) which was the basis of information for assessed future needs and projected demand.

Work sessions took place in June and July and included stakeholders from the County staff, including the Sheriff’s Department, the County’s traffic engineer, and the current Project 1 and 3 design team.

The PSC stakeholders affirmed a set of shared Project Goals:

- A cohesive and functionally efficient plan
- Neighborhood compatibility
- Improved parking, circulation and safety
- Flexibility for change and expansion in the future
- Schedule and funding priorities
- Reflect the Public Safety Center status as the primary criminal justice complex for the County

Site analyses, key findings and opportunities and constraints were presented and discussed. Criteria were subsequently developed, that are the basis for evaluating the site specific development opportunities. These Criteria were applied to the site development alternatives, as an aide to evaluating the pros and cons of each.

# Site plan development

---

## 1.3 Recommendations

On July 18, 2013, three site development alternatives were presented to the PSC stakeholders; from these alternatives, the best attributes from each were selected for incorporation into a preferred site development plan. The preferred site development plan is represented in three parts on pages 5,6 and 7:

### **Preferred plan - land use zones;**

This plan organizes the site into zones as a framework to guide the most appropriate location of facilities and circulation.

### **Preferred plan - development sites;**

This plan illustrates how and where facilities fit within the overall framework.

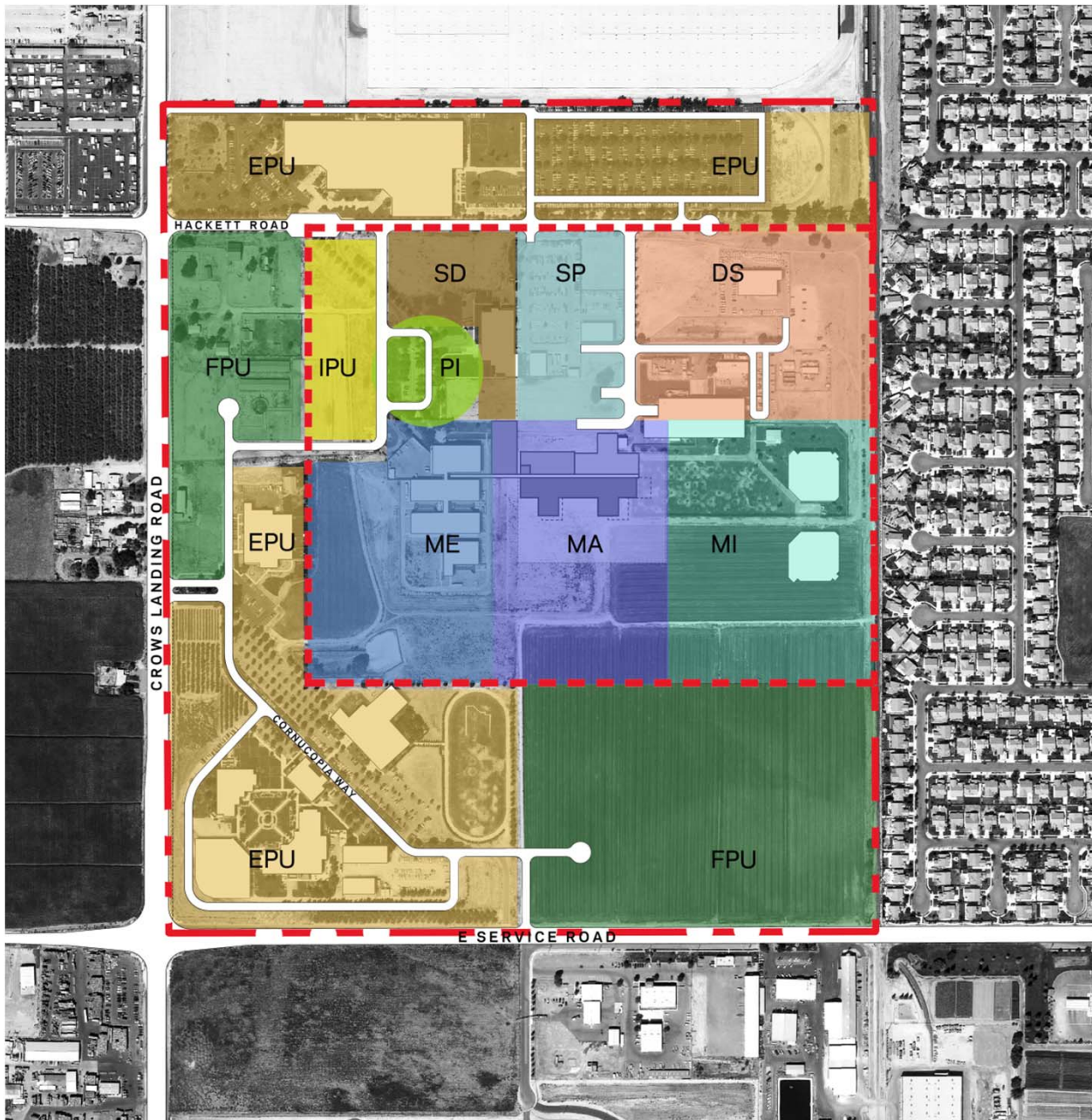
### **Preferred plan - circulation;**

This plan delineates circulation by user.

A final draft report will be presented to the Board of Supervisors in August, 2013.

# Site plan development

## Preferred plan - land use zones



### Key

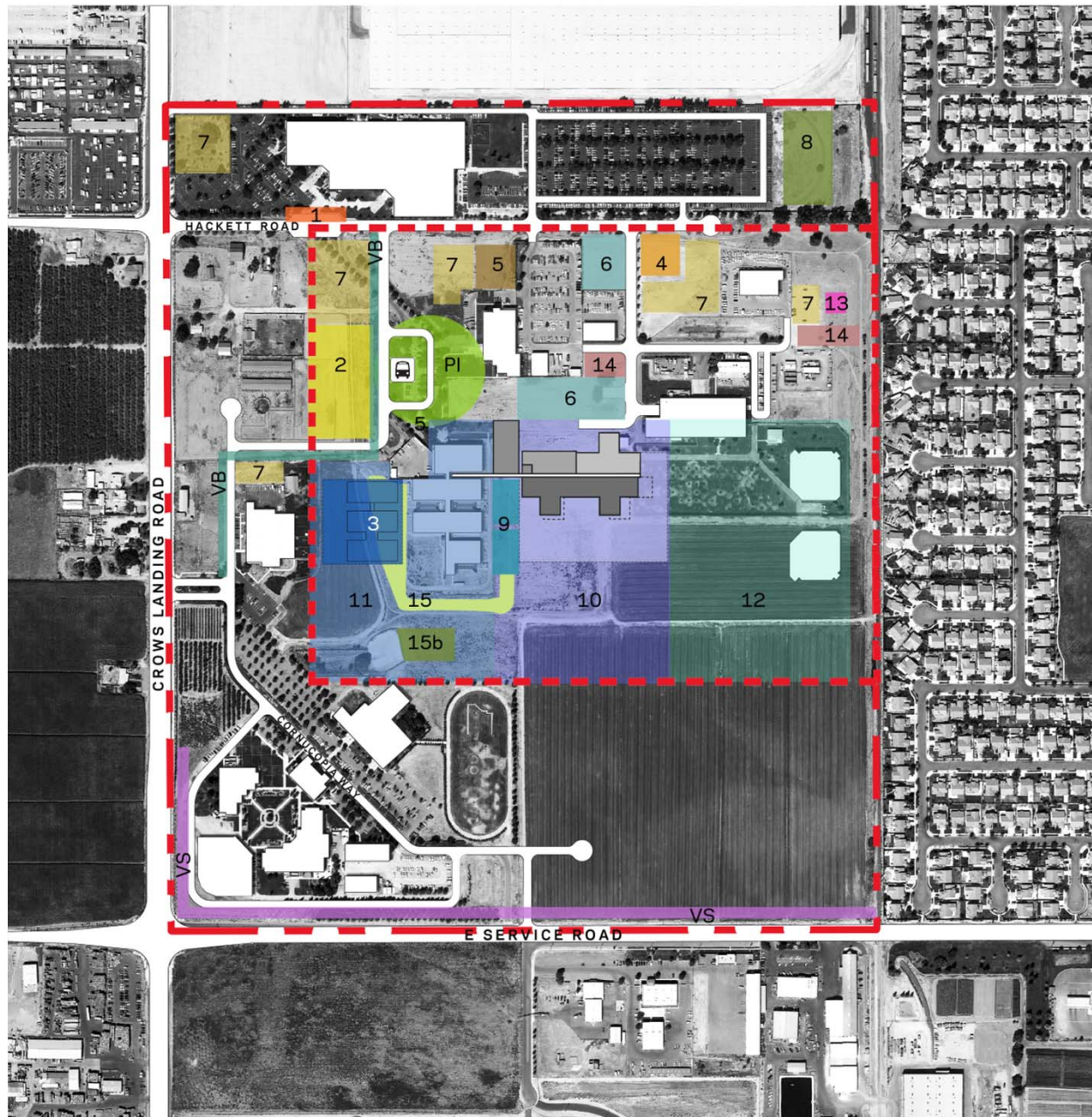
- Reserved for detention and appropriate public safety uses only
- PI Public interface core
- SD Sheriff's department expansion
- SP Secure staff and service vehicle parking area
- MA Maximum security zone
- ME Medium security zone
- MI Minimum security zone
- DS Detention support zone
- IPU Land identified for immediate appropriate public safety use
- FPU Land identified to remain in current/agricultural use until developed for future appropriate public use
- EPU Existing appropriate public uses





# Site plan development

## Preferred plan - development sites



### Key

- Reserved for detention and appropriate public safety uses only
- VB Possible visual buffer
- PI Public interface core
- 1 Drop off location with cross walk
- Bus stop relocation
- 2 Day Reporting Center zone and carve out
- Projects 1 and 3 and carve out
- Potential SB1022 Re-entry and Enhanced Alternatives to Custody Training building and carve out
- 3
- 4 Future
- 5 Future Sheriff's department expansion
- 6 Future secure staff parking
- 7 Potential future visitor parking
- 8 Potential basin expansion
- 9 Future staff support facilities
- 10 Maximum security expansion zone
- 11 Medium security expansion zone
- 12 Minimum security zone
- 13 Future vocational/industrial space
- 14 Possible future warehouse facility. Potential locations
- VS Vegetative screening
- 15 Retention basin impacted by site plan
- 15b Possible relocation area for basin

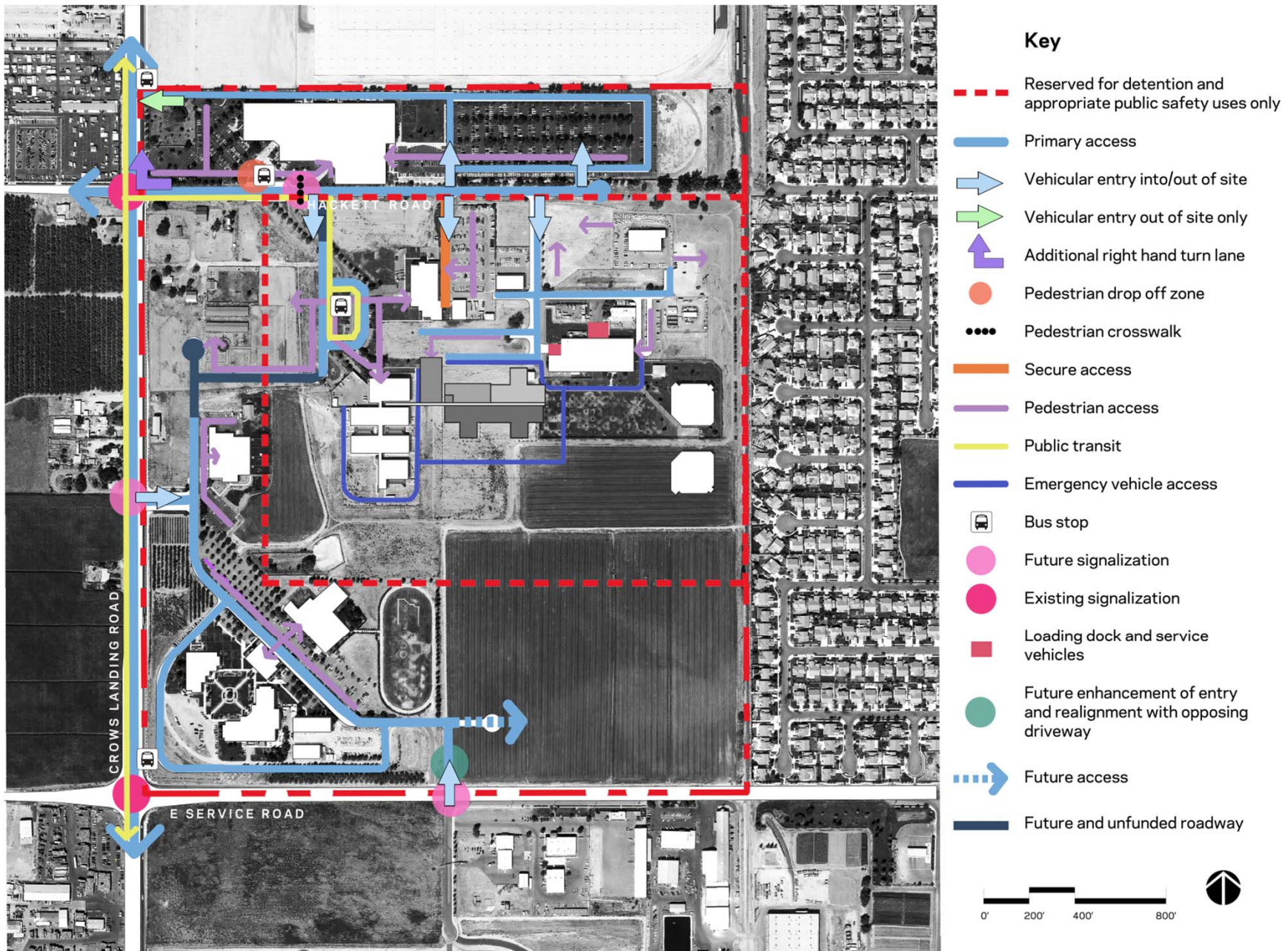
Future Public Safety expansion/uses not yet identified can be located within the 100 acres reserved for detention and appropriate public safety uses.





# Site plan development

## Preferred plan - circulation



## 2 Project Goals

---

- A cohesive and functionally efficient plan
- Neighborhood compatibility
- Improved parking, circulation and safety
- Flexibility for change and expansion in the future
- Schedule and funding priorities
- Reflect the Public Safety Center status as the primary criminal justice complex for the County



# 3 Site context

## 3.1 Vicinity map



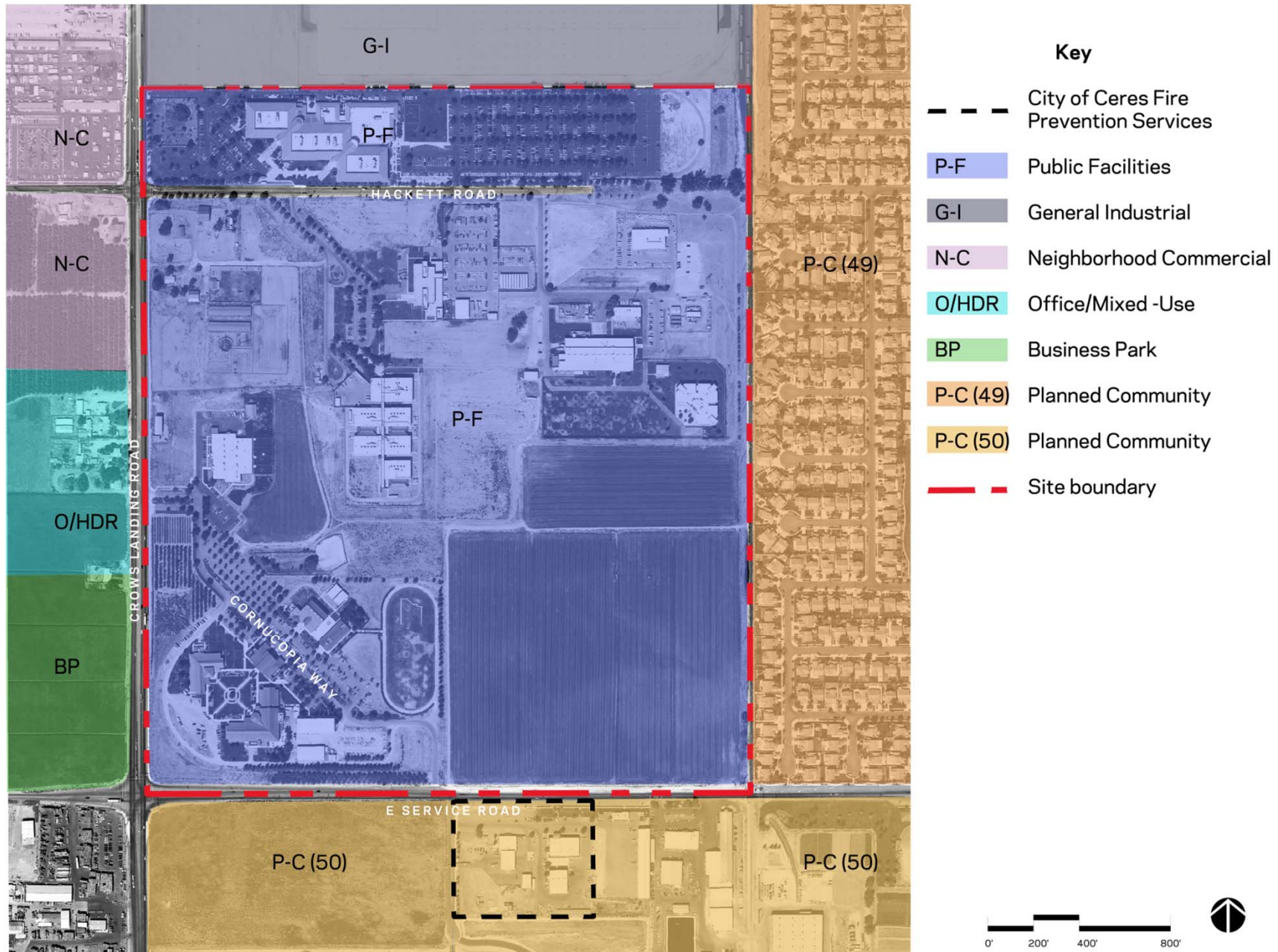
### Key

- Site boundary
- - City limits



# Site context

## 3.2 Site and surrounding property zoning



# Site context

---

## Key observations

- The 180-acre Stanislaus County site is located in the City of Ceres, California. 100 acres of the site has been specifically reserved for public safety detention use, in perpetuity.
- Surrounded by existing industrial development to the north, residential development to the east, and a mix of proposed residential/commercial development to the south and west, there is mounting pressure from the surrounding community for a neighbor that is more compatible to these uses.

## Findings

The PSC aspires to be a 'good neighbor' to existing and proposed residential and mixed use development, as one of their goals. This can be promoted by buffering the adjacent community from the detention facilities with appropriate public uses, judiciously located, and the incorporation of visual screening.



# 4 Site analysis - conditions and needs assessment

## 4.1 Existing Built Environment



### Key

#### Existing buildings

- 1 Community Services Facility
- 2 Sheriff's building
- 3 Sheriff's IT Buildings
- 4 Vehicle maintenance building
- 5 Support kitchen/laundry
- 6 Minimum security housing
- 7 Medium security housing
- 8 Thomas W. Mayfield Animal Services Facility
- 9 Ray W. Simon Regional Criminal Justice Training Center
- 10a Agriculture Center - Toulumne building
- 10b Agriculture Center - Harvest Hall
- 10c Agriculture Center - Stanislaus Building
- 10d Agriculture Center - Corporation yard

0' 200' 400' 800'



# Site analysis – conditions and needs assessment

---

## Key observations

- The majority of existing buildings on site are in good condition and well maintained, with the Sheriff's Department having undergone a recent refurbishment.
- Agriculture and Justice Training Facilities have been organized into a campus configuration, as a collection of buildings that belong to that given institution.
- There is a lack of definition between detention facilities and the public domain.
- Some buildings on site, such as the Animal Services Facility and Community Services Facility, have been located in isolation of one another.
- The replacement 192 bed minimum security has recently been completed to replace the former Sheriff's Honor Farm at Grayson Road.
- The Animal Services Facility is a relatively new addition to the site. Located between the 100 acres of the site specifically reserved for public safety detention use and Crows Landing Road, it is considered an appropriate buffer as a public use facility.

## Findings

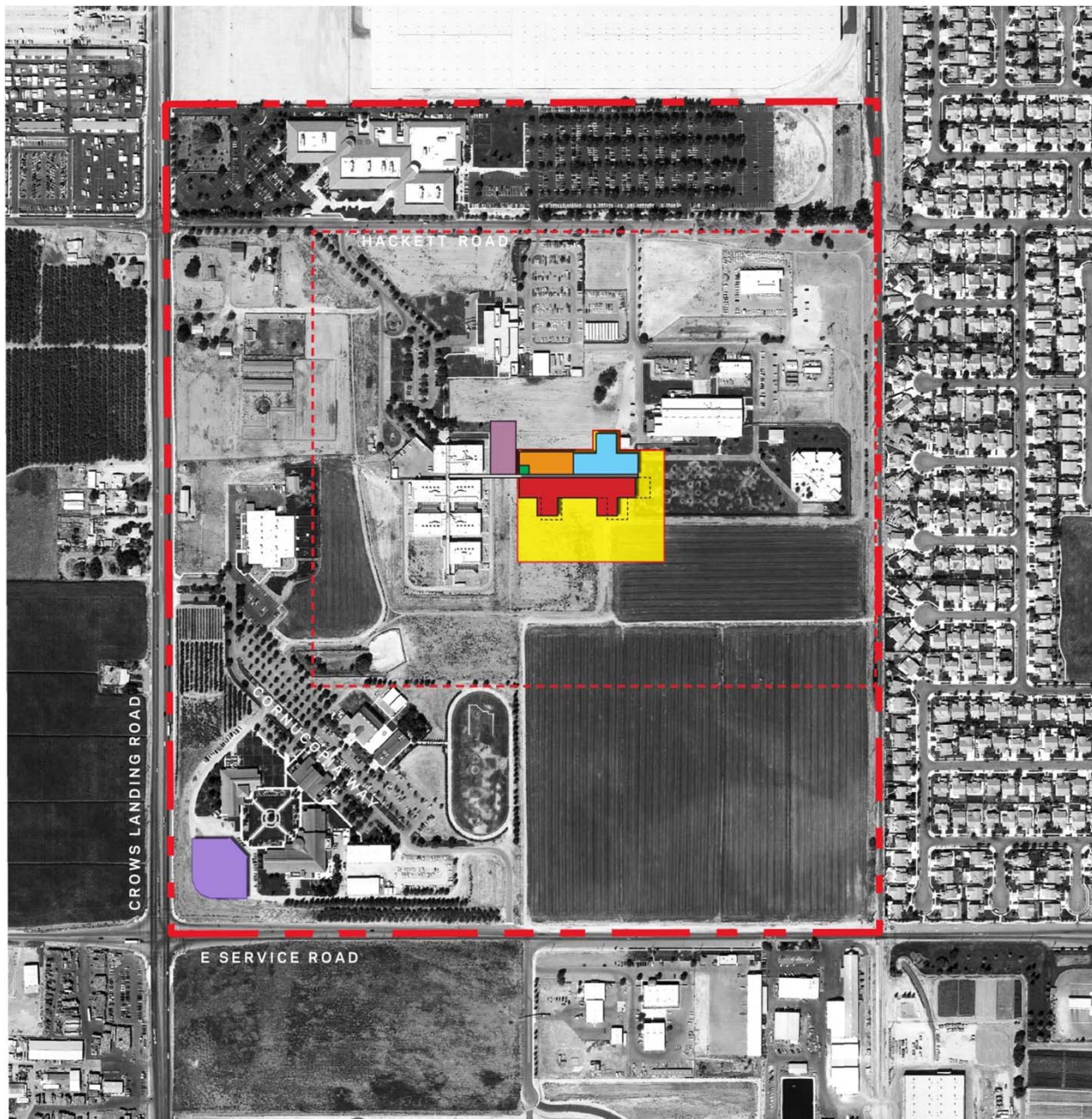
There is an opportunity to build upon the cohesive character exhibited by the Agricultural and Justice Training Facilities to create a campus concept for the whole site. This is critical in developing a framework for future expansion to ensure facilities are located according to adjacency requirements and for efficient circulation.

There is the opportunity to develop a public interface - a space where detention facilities meet the public domain which would also function as a much needed campus core. This can be achieved by locating new buildings and orienting their entrances to define the space. Having an interface such as this, will improve the ease of wayfinding for visitors.



# Site analysis - conditions and needs assessment

## 4.2 Proposed buildings pending approval



### Key

- Maximum security housing
- Medical clinic/admin
- Central control
- 72 special bed unit
- Project 3 intake/staff
- AB900 - II carve out

SB1022 Re-entry and Enhanced Alternatives to Custody Training building and housing  
Location to be determined

Day Reporting Center  
14,000 sq.ft building  
Location to be determined

Proposed Pavilion Building

0' 200' 400' 800'





# Site analysis – conditions and needs assessment

---

## Key observations

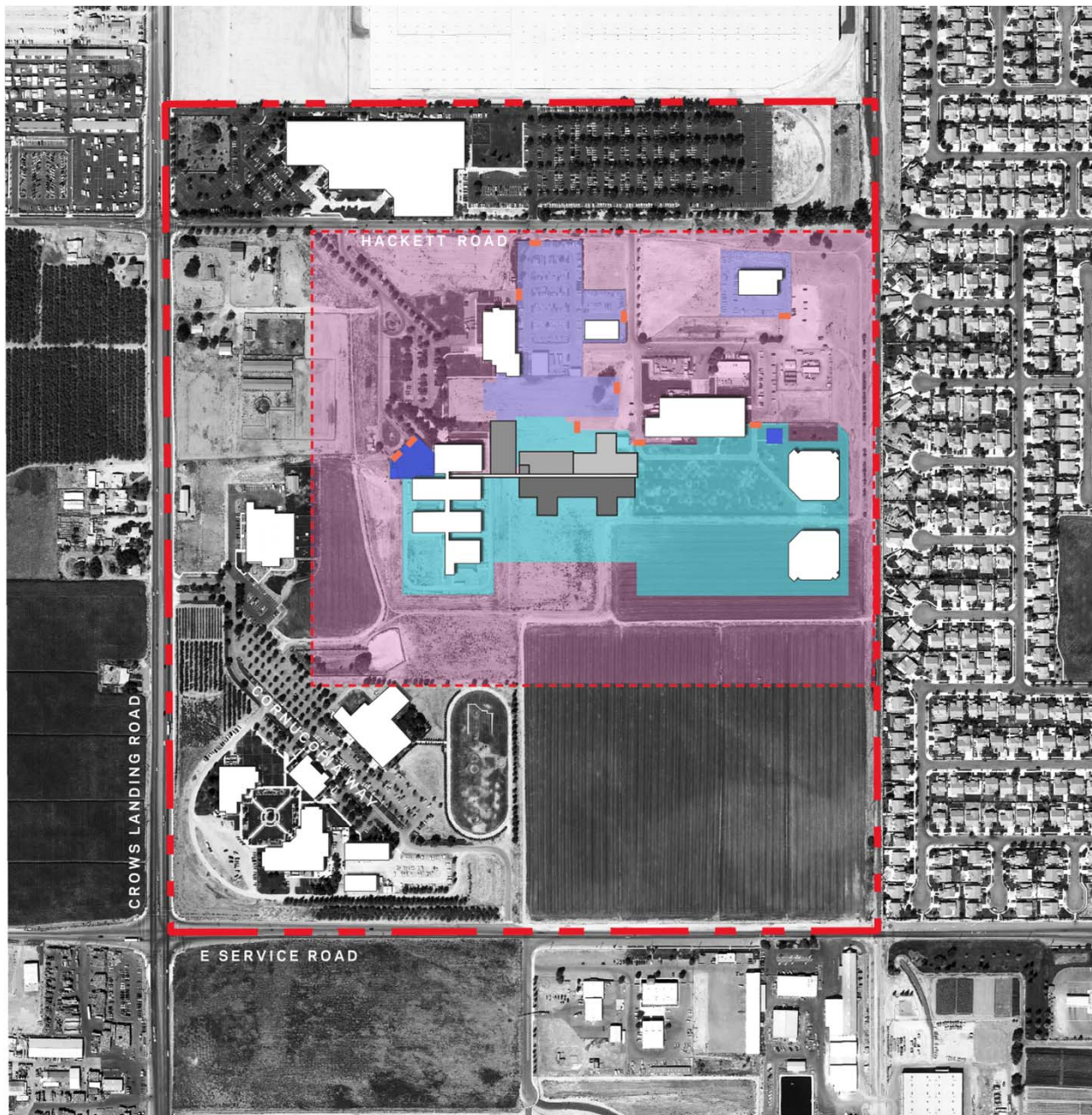
- The SB1022 building for the California Adult Local Criminal Justice Facilities Construction Financing Program, pending State approval needs to be sited within this study. It consists of the publically accessible Re-entry and Enhanced Alternatives to Custody Training as well as secured components.
- The Day Reporting Center location needs to be sited within this study. This facility is non-secure.
- SB1022 and AB 900-II buildings pending approval (two maximum security detention bed units, 72 special use beds, health services unit, security administration/central control and a Day Reporting Center), have associated carve out areas with rules that govern their use.
- There is concern for the safety of visitors to the Community Services Facility with regard to traffic and compatibility of future adjacent uses.

## Findings

There is need for a comprehensive neighborhood site plan to best locate future development and expansion according to security and adjacency requirements. The plan should address parking needs and promote a safe environment through improved circulation/access and adjacency of compatible uses.

# Site analysis - conditions and needs assessment

## 4.3 Secure barriers for existing and pending development



### Key

- Reserved for detention and appropriate public safety uses only
- High security barrier - minimum 10' fence topped with deterrent (such as barbed wire)
- Low security barrier - under 10' tall
- Vehicle gate
- Vehicular sallyport
- Buildings pending approval
- SB1022 'REACT' building and secure housing
- Day Reporting Centre - non secure

Information sourced from the 'Public Safety Center Expansion, 100% schematic design' and site observation.

0' 200' 400' 800'





# Site analysis – conditions and needs assessment

---

## Key observations

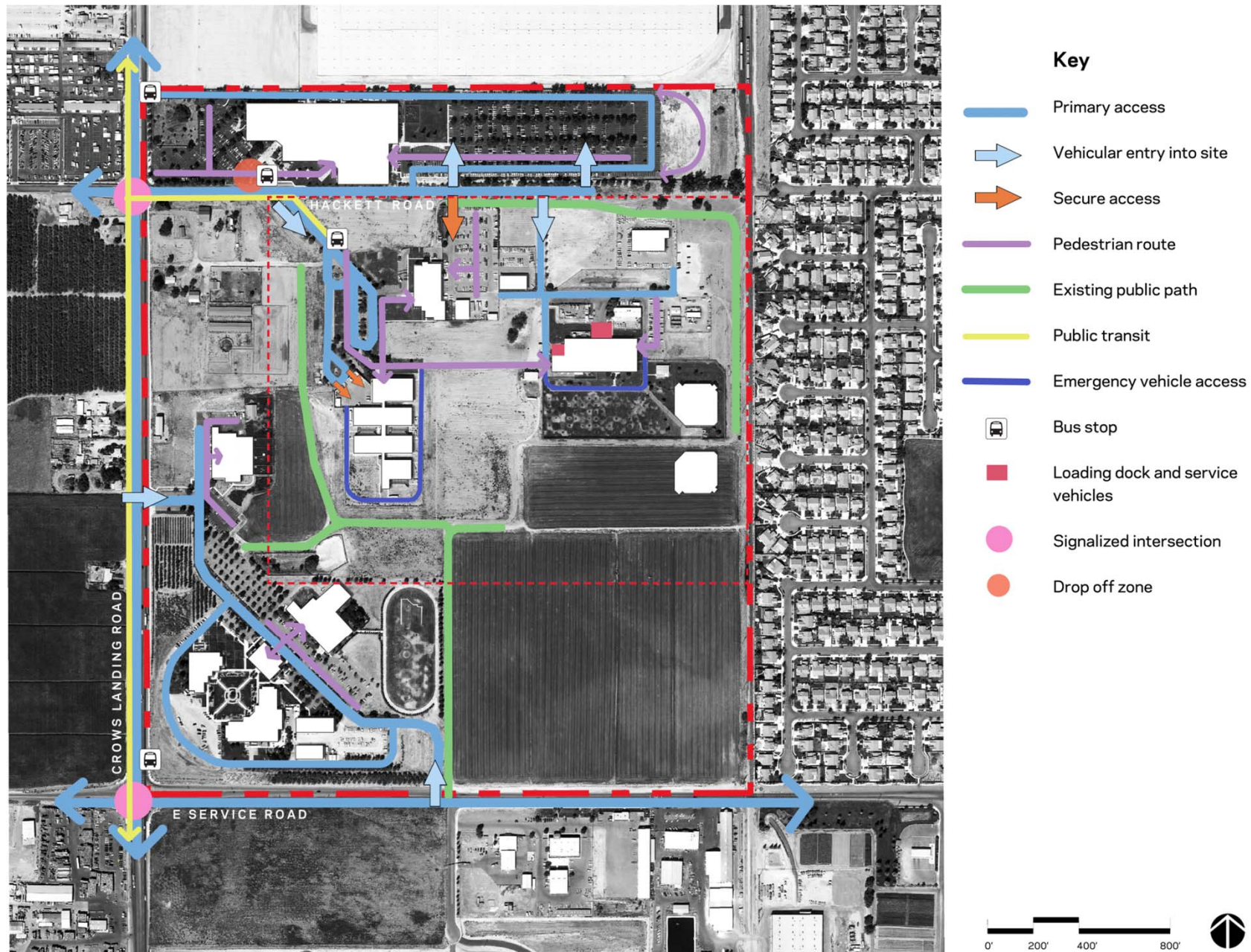
- Secure barriers are provided for a variety of uses, with high security barriers intended to keep inmates inside detention facilities and low security barriers intended to keep the public out of secure, staff parking and maintenance areas.
- There is need to maintain visibility around all secure perimeters , particularly those which surround detention facilities.

## Findings

Public access should not be located in close proximity to secure barriers in order to maintain perimeter integrity. Closure of the existing public path would promote better security within the 100 acres of the PSC reserved for detention purposes (see section 4.4 for path location).

# Site analysis - conditions and needs assessment

## 4.4 Existing Circulation





# Site analysis

---

## Existing Circulation

There are a number of concerns associated with existing site circulation:

- Hackett Road experiences peak hour congestion due to lack of alternative ingress and egress for traffic from the Community Services Facility and Sheriff's/Detention facilities.
- Pedestrian safety on Hackett Road needs to be addressed.
- There is no internal connection to Cornucopia Way contributing further to Hackett Road congestion.
- The primary entrance to the site south of Hackett is aligned at an angle with the entry of a former building located on the premises. It is no longer appropriate.
- The public path located within the approximate 100 acres reserved for detention purposes is not connected to a wider path network and is an inappropriate use in this secure area.

## Findings:

There is a need for additional through access both within the site and exiting onto Crows Landing Road, to alleviate traffic on Hackett Road.

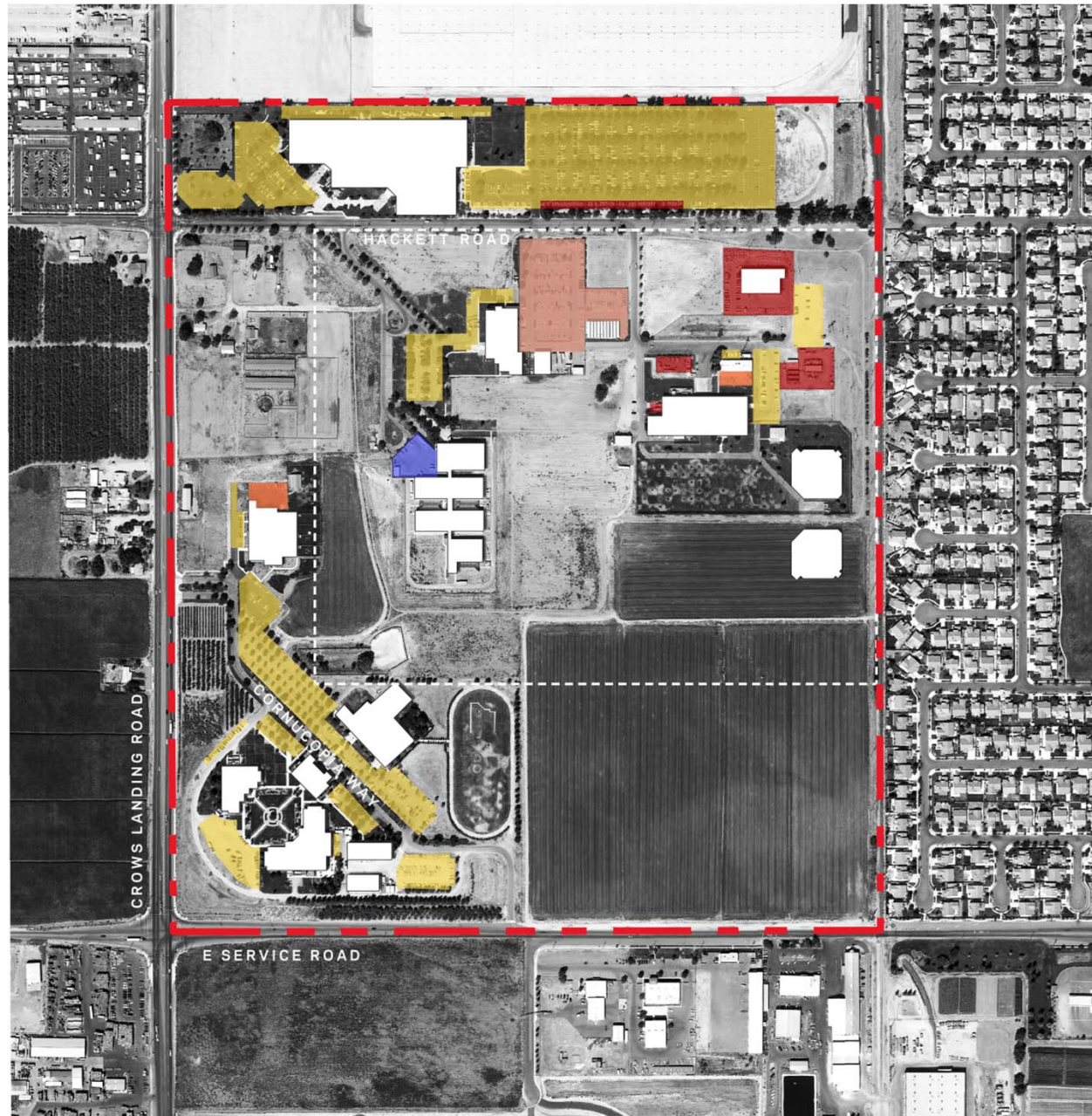
Realigning the entry drive and adding a pedestrian crossing on Hackett Road would improve sight lines and provide better public safety.

New publically accessible roads located within the 100 acres reserved for detention purposes, should be located away from secure housing/facilities.

There is opportunity to relocate the existing bus stop within the PSC to a centralized area to reinforce the proposed public interface/campus core and reduce potential user incompatibility.

# Site analysis

## 4.5 Existing Parking



### Key

- Public parking
- Secure staff parking
- Service vehicle parking
- Secure staff and service vehicle parking
- Vehicle sallyport

0 100' 200' 400' 800'





# Site analysis

---

## Existing Parking

- Current parking at the Community Services Facility is perceived to be at capacity with vehicles furthering congestion by temporarily parking on Hackett Road, while waiting for visitors from the Community Services Facility.
- There are separate public and secure staff parking facilities within the 100 acres reserved for detention purposes.
- There is immediate need for an additional parking lot adjacent to the Fleet Maintenance yard. Alternative Work Program visitors currently utilize a dirt lot.

Future parking demands are currently unknown (due to lack of employee information), however it is evident that there is more than adequate land to accommodate future expansion and parking needs.

## Findings

KD Anderson and Associates completed a report on July 9, 2013 titled 'Traffic/circulation Opportunities and Constraints Assessment.'

*This investigation into current parking adequacy found that 'parking supply is closely linked to staff and visitor perceptions as to the availability of parking in expected locations. Parking lots are judged to be fully utilized at occupancy levels that are well below 100% utilization due to uneven turnover and inefficiencies in parking. Public parking lots may be fully utilized at 85% to 90% occupancy. Lots designated for staff may be fully utilized at 90-95% occupancy. However, in each case, users may judge the situation to be deficient if the available spaces are beyond an acceptable walking distance.' Please refer to the report (Appendix 2) for further information.*

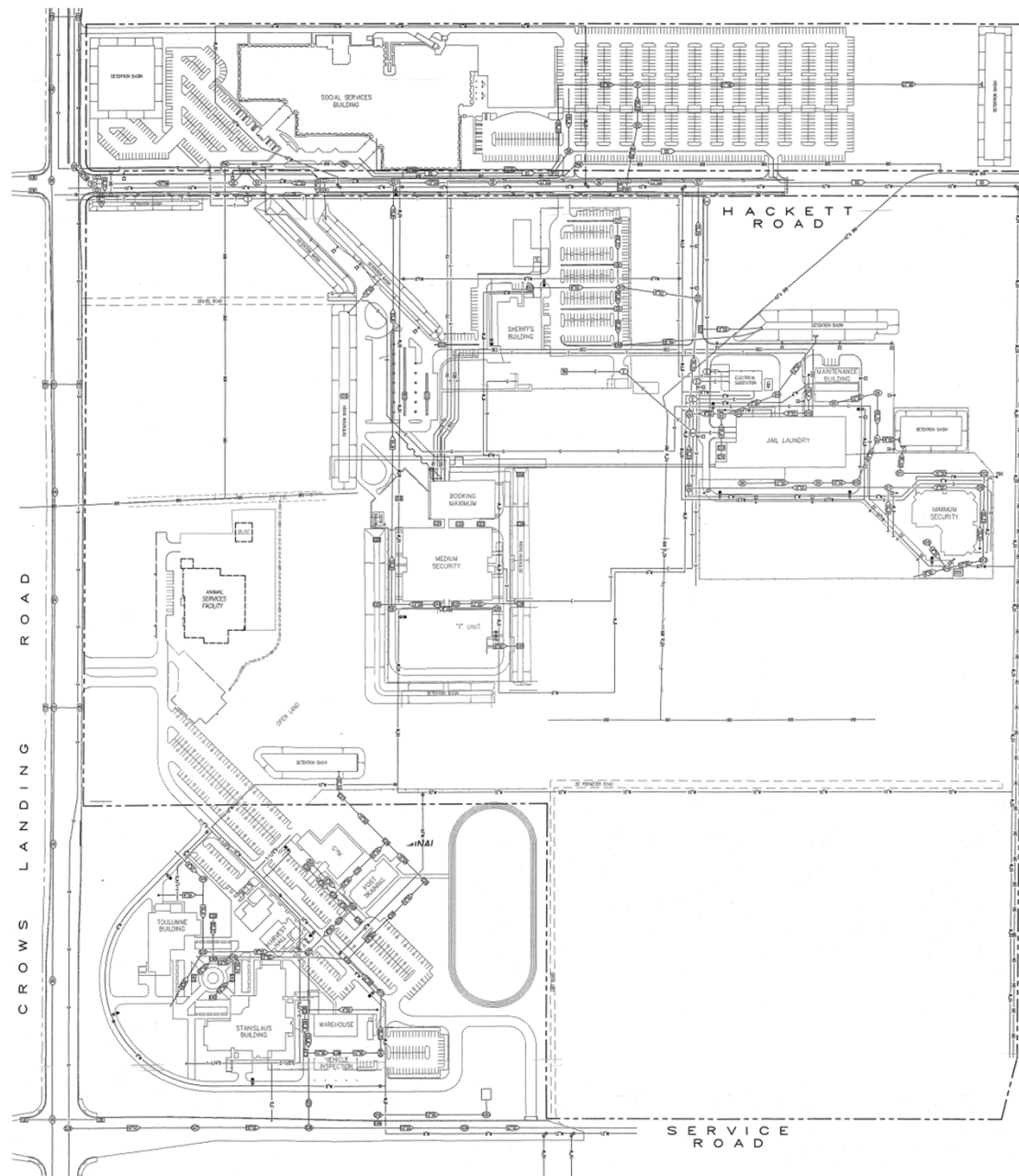
There is opportunity to provide additional parking in close proximity to the Community Services Facility by filling the existing detention basin to the west. Benefits of doing so, however, would need to be offset by the cost.

Locating a drop-off zone outside the Community Services Facility with a cul-de-sac turnaround at the end on Hackett Road, would reduce the need for parking along Hackett Road and potentially increase circulation efficiency.

There is a need to maintain separate and secure parking for staff with opportunity to appropriately locate additional parking for future needs.

# Site analysis - conditions and needs assessment

## 4.6 Existing Utilities



### CENTER 6 STANISLAUS COUNTY

MARCH 10, 1999

#### LEGEND AND ABBREVIATIONS

- |        |                                |        |                            |
|--------|--------------------------------|--------|----------------------------|
| 10" SW | SANITARY SEWER FORCE MAIN LINE | ⊕      | TELEPHONE MANHOLE          |
| 12" SS | SANITARY SEWER LINE            | ⊕      | ELECTRICAL MANHOLE         |
| 12" SD | STORM DRAIN LINE               | CB     | CATCH BASIN                |
| 8" W   | WATER LINE                     | TR     | TRANSFORMER                |
| 10" FW | FIRE WATER LINE                | TE     | TRASH ENCLOSURE            |
| IRR    | IRRIGATION LINE                | •      | CLEANOUT                   |
| OH     | OVERHEAD LINE                  | ⊕      | FIRE HYDRANT               |
| T      | TELEPHONE LINE                 | ⊕      | VALVE                      |
| TV     | TELEVISION LINE                | ⊕      | LIGHT STANDARD             |
| E      | ELECTRICAL LINE                | ⊕      | OVERHEAD LINE POLE         |
| SEC    | SECURITY LINE                  | WBS    | WATER BOOSTER STATION      |
| G      | GAS LINE                       | REFRIG | REFRIGERATION              |
| SD     | SANITARY SEWER MANHOLE         | TE     | TRASH ENCLOSURE            |
| DI     | STORM DRAIN MANHOLE            | FDC    | FIRE DEPARTMENT CONNECTION |
| PM     | MANHOLE                        | ESS    | ELECTRICAL SUBSTATION      |
|        |                                | SPS    | SEWER PUMP STATION         |

#### SANITARY SEWER MANHOLE ELEVATIONS

No.	RIM	INVERT	INVERT	INVERT
S1	10"	74.50		
S2	10"	72.50		
S3	81.5	12" 62.23		
S4	81.0	12" 68.63	8" 67.50	12" 63.47
S5	81.6	12" 69.21		
S6	81.5	12" 69.81		
S7	81.3	12" 70.83		
S8				
S9				
S10	81.8	4" 76.10	6" 75.80	
S11	81.20	8" 73.52		
S12		6" 71.59	12" 71.0	
S13				
S14				
S15				
S16				
S17				
S18				
S19	81.55	6" 71.43	8" 71.26	
S20	80.00	8" 70.52	8" 70.45	8" 70.35
S21	78.5	6" 74.97		
S22	79.28	6" 73.17	6" 73.02	
S23	78.40	6" 71.51	8" 71.34	
S24	78.90	8" 69.94	8" 69.37	8" 69.27
S25	79.00	8" 67.87	10" 67.70	
S26				
S27				
S28	10"	67.01	12" 66.94	
S29				
S30	81.11			

#### STORM DRAIN MANHOLE ELEVATIONS

No.	RIM	INVERT
D1		
D2		
D3		
D4		
D5		
D6		
D7		
D8		
D9		
D10		
D11		
D12		
D13		
D14		
D15		
D16	79.5	12" 74.7
D17	78.45	12" 74.31
D18	79.20	12" 74.72
D19		
D20	80.95	

#### STORM DRAIN CATCH BASIN ELEVATIONS

No.	GRATE	INVERT	INVERT
C1			
C2			
C3			
C4			
C5			
C6			
C7	80.72	12" 76.67	
C8	80.16	12" 76.06	18" 76.06
C9	80.00	18" 75.65	
C10	79.89	18" 75.32	
C11			
C12	79.43		77.25
C13			
C14			
C15	77.53		
C16	78.54		
C17	78.54		
C18	79.25		
C19	78.48		
C20	78.84		
C21	81.04		
C22	81.05		
C23	81.06		
C24	78.49		
C25	78.44		
C26	78.50		
C27	77.20	15" 72.69	
C28	77.50	10" 73.48	15" 73.07
C29	77.99	15" 73.36	
C30	75.90	15" 73.60	
C31	78.00	10" 74.40	
C32	78.00	8" 75.95	
C33	77.80	8" 75.40	10" 75.23
C34	77.40	8" 75.74	
C35	77.43	12" 73.94	15" 73.94
C36	79.20	8" 75.80	
C37	78.75	8" 75.26	12" 75.26
C38	78.55	12" 75.04	
C39	79.50	12" 75.87	
C40	78.40	12" 74.86	
C41	78.40	12" 75.06	
C42	78.40	12" 75.06	
C43	78.40	12" 74.86	
C44		12" 78.10	
C45	78.50	8" 75.00	

Provided by Stanislaus County



# Site analysis

---

## Existing Utilities

The following excerpts have been taken from the project narratives for Jail Projects 1 (the construction of two maximum security housing units with 192 beds, 72 special use beds and a secure sallyport) and Projects 3 (support for the expansion of Project 1, with a Lobby/Visiting area, Jail administration, Intake and Release, Staff Support, and Program Services) currently in design at this time and provide the basis for current understanding of the site's infrastructure capacity.

Please refer to Appendix 3, 'Associated Engineering. Response to Request for Information' for further detail.

### General

The Public Safety Center campus has been planned for expansion for several years. As such, site utilities have been installed on the site with consideration of extensions to serve the remainder of the site with future construction and building projects.

### Storm Drainage

The existing site is served by multiple shallow retention basins with multiple inlets, which minimized the necessity of underground storm drain lines with the previous projects on the site.

### Water System

Water service is provided to the county site by the existing City of Ceres water distribution system. The site South of Hackett Road has an existing pipe line grid system in place.

The connections exist in Hackett Road and in Service Road. The existing grid system will adequately serve the current and future projects on the site.

This city pressure grid system will be utilized for the connections of the fire hydrants that will be required with the current jail expansion project.

### Sanitary Sewer

The sanitary sewer service for the jail and sheriff's area is provided by the City of Modesto via existing site sewer lines that connect to the Hackett Road sewer main which connects to a pump station on the North side of Hackett Road. The pump station discharges through a forced sewer main, West on Hackett Road and then North on Crows Landing Road to connect to downstream City of Modesto sewer system.

The existing sheriff's building and the medium security housing are served by a sanitary sewer line that lies to the west of the existing structures. There is also a sanitary sewer main line stubbed from Hackett Road through the east Access Way that currently terminates south of the Kitchen / Laundry facility. The sanitary sewer main line will need to be extended south of the jail expansion project site so that it will be available to serve the county property to the south with future projects.

The Agriculture Center is connected to the City of Ceres sewer system via a gravity sewer line in Service Road. The existing Community Services Facility north of Hackett Road and the Fleet Maintenance Building are connected to the City of Ceres sanitary sewer via forced sewer lines.

The site has very few constraints with regards to these utilities and with proper planning and engineering design, the utilities will adequately serve the project site. The system does have an annual maintenance cost to the county for the pump station and future upgrades to the pump station may be required with the ultimate build-out.

# Site analysis

---

Further information has been provided by the Associated Engineering Group:

## Storm Water Accommodations

The storm drainage is anticipated to be handled in multiple shallow percolation basins with each project. The required areas for basins designed to approx. 3' of water depth with 4:1 side slopes would be approx. 5,600 Sq. Ft. for each developed Acre of land. The basins can be designed as a part of the landscaped areas within each project if desired, which would most likely require additional area to lessen the design water depths.

As an alternate to using basins, the individual projects could be designed using horizontal drains with subsurface and surface storage within the future paved parking lots and/or landscaped areas. While these horizontal drains do have increased costs, they do allow a more efficient use of the project site by eliminating the need for basin areas.

Regional basins to serve multiple areas could also be utilized. Regional basins would be designed with 10' water depth and would be required to be fenced. The advantage to regional basins is that they can conserve some project area by having a smaller footprint for the areas served. The disadvantages are the extra costs for fencing and the costs of storm drain pipelines that become larger with the larger areas served.

Any or all of these design alternates or combinations thereof can be utilized on the Stanislaus County PSC site and the actual design selections can be made at the time of development based on budget constraints, land availability or any other relevant conditions at the individual project sites.

## Findings

Infrastructure has generally been planned to accommodate future growth and with exception of the telephone utility building, there is nothing on site that could not reasonably be relocated.

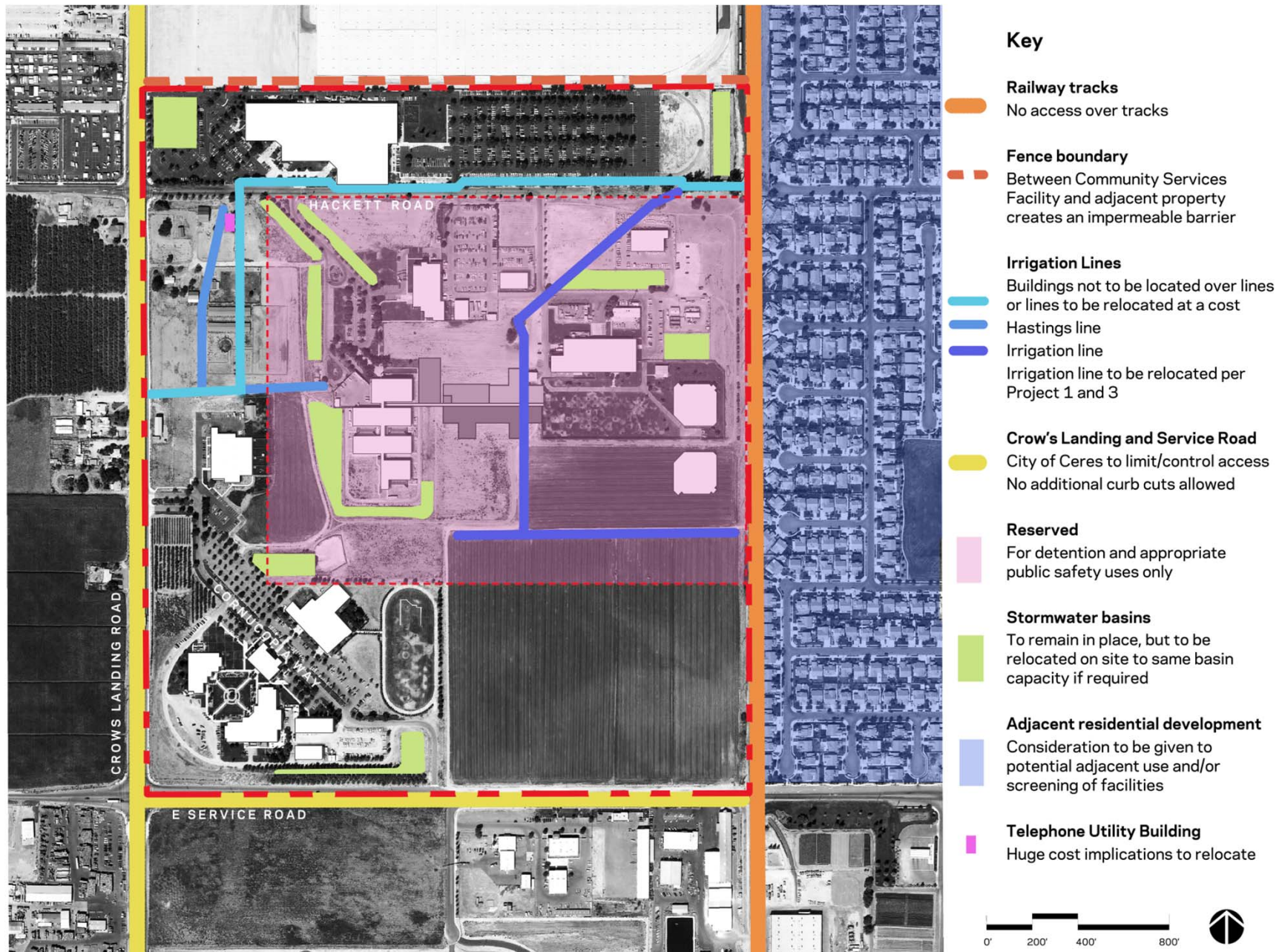
New facilities should be sited with consideration to weighing benefits against costs, should they impact current conditions.

At this time and with the amount of available land, it makes financial sense to accommodate all storm water needs on site, should existing basins be affected.



# Site analysis - constraints

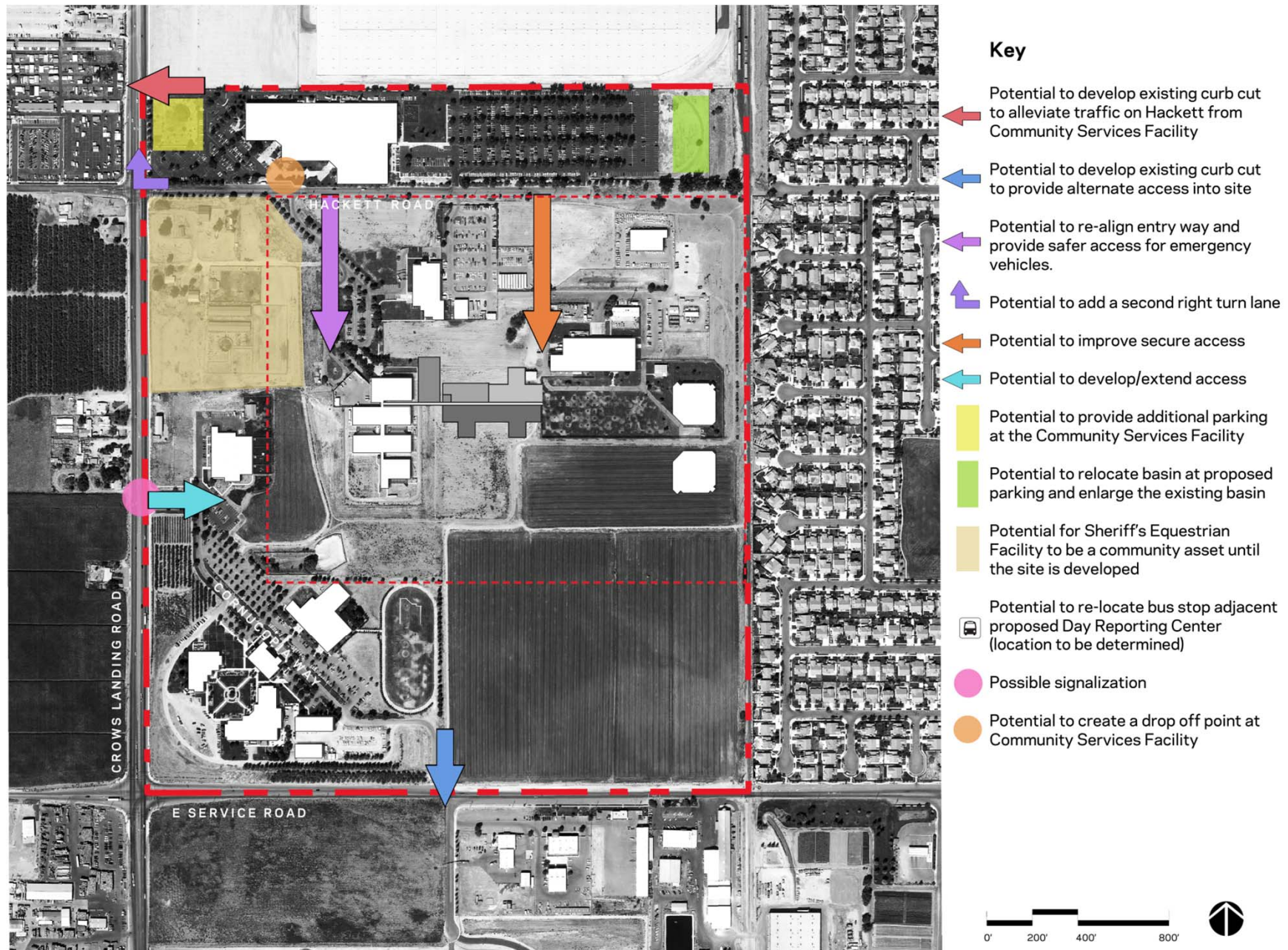
## 4.7 Constraints





# Site analysis - opportunities

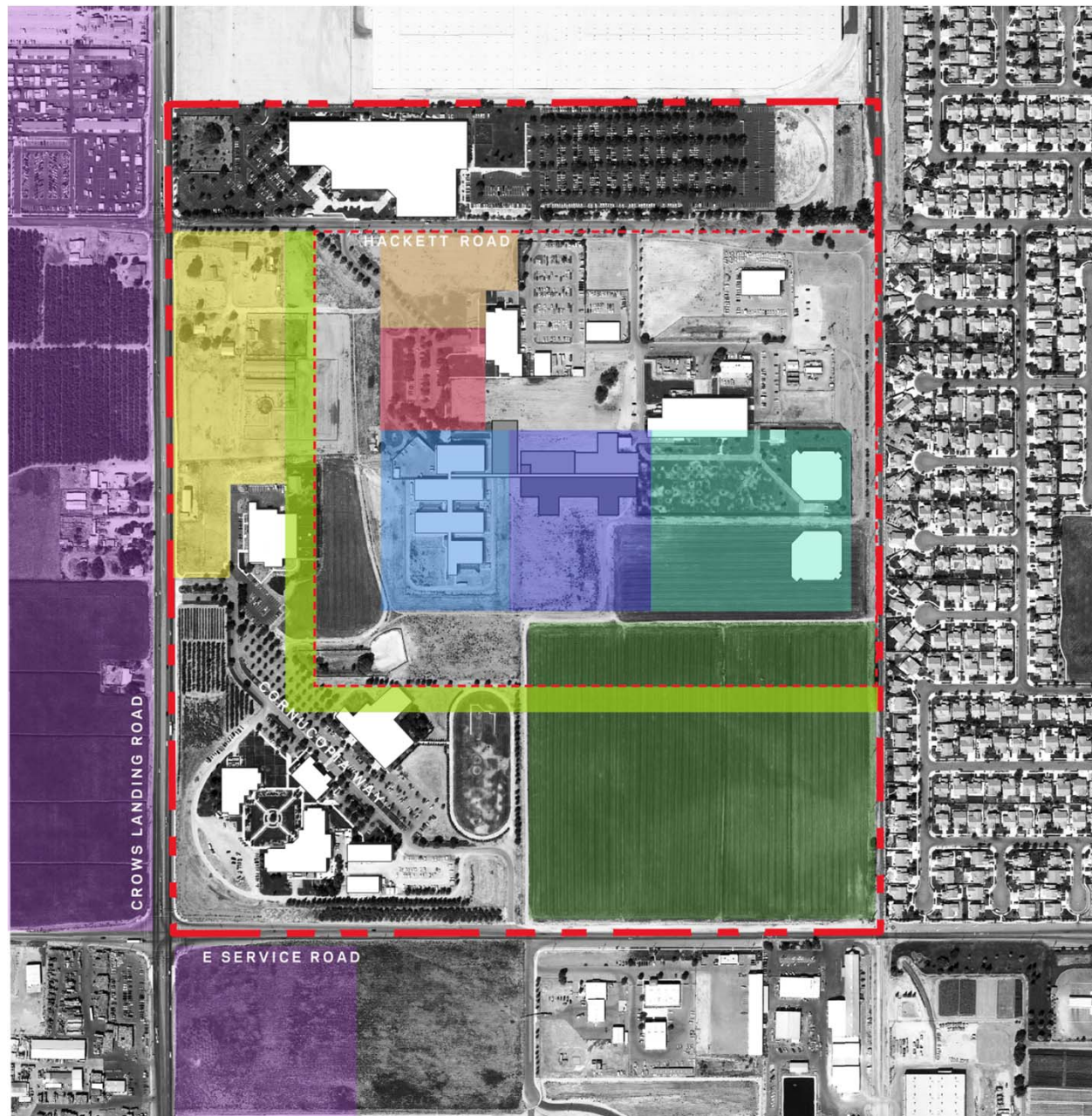
## 4.8 Site and circulation





# Site analysis - opportunities

## 4.9 Land use



### Key

Proposed West Landing mixed use plan and commercial development provides an opportunity to create a cohesive plan with appropriate adjacent uses

Opportunity to develop appropriate public uses once a higher and better use is determined

Opportunity to develop a visual buffer zone surrounding detention facilities as development occurs

Opportunity to develop a public interface to anchor a centralized campus

Opportunity to develop security zones:

Maximum security

Medium security

Minimum security

Potential to expand the existing Sheriff's facilities

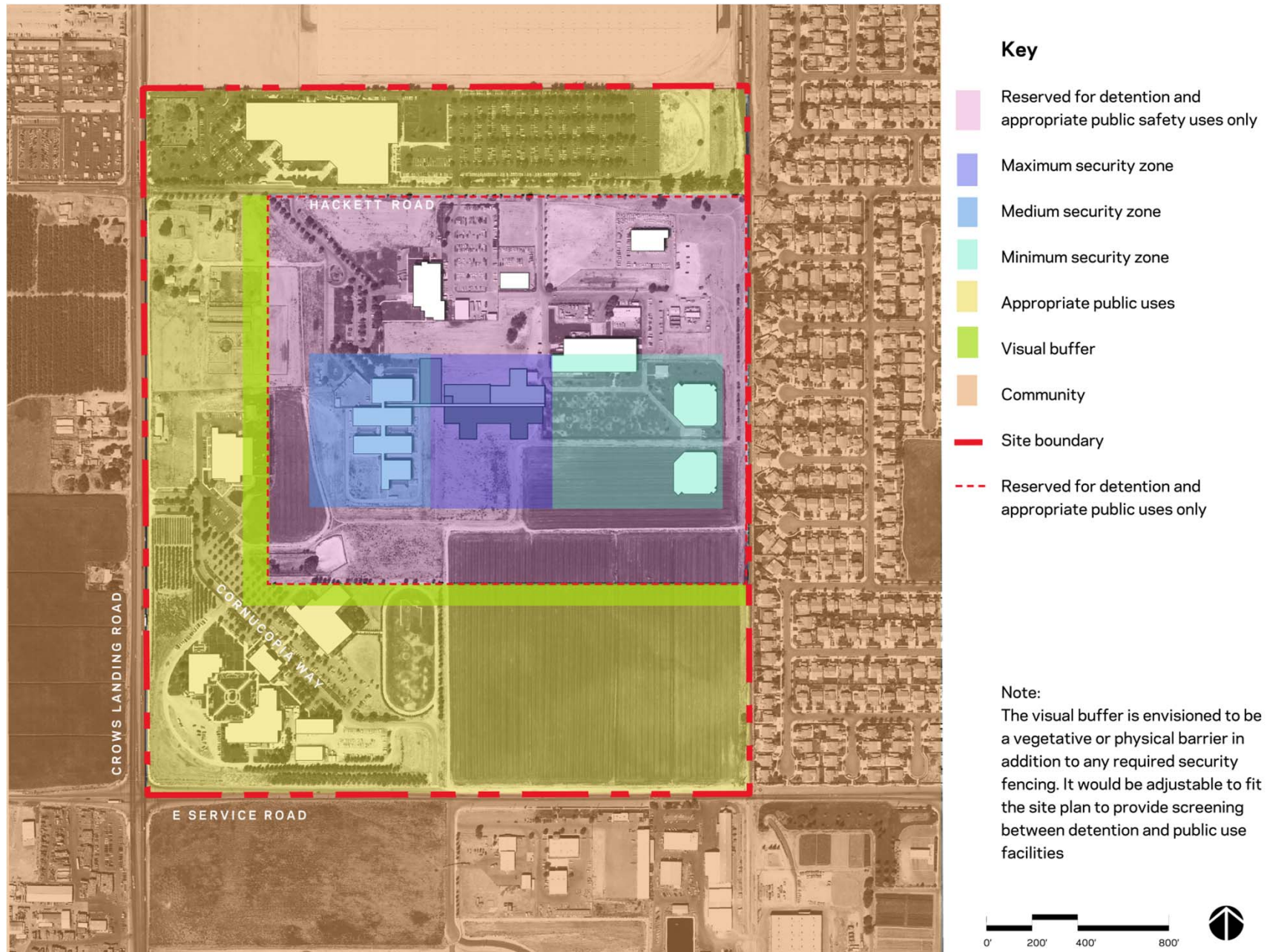
Agricultural land to remain productive until developed for other use





# Site analysis

## 4.10 Compatibility and development strategy - land use zones





# Site analysis

---

## 4.11 Key Findings

Key Findings are a summary of the analysis of the applicable site, facility, and stakeholder data, in the context of the study goals. Key Findings were validated with the PSC stakeholders and together with the identification of Opportunities and Constraints, form the basis for the generation of site specific development opportunities.

- The PSC aspires to be a 'good neighbor'. This can be promoted by buffering the adjacent community from the detention facilities with appropriate public uses and the incorporation of visual screening.
- There is need for a development strategy of land use zones to guide new facility location, according to compatibility and adjacency requirements. .
- There is opportunity to create a campus with a public interface/campus core defined and fronted by key buildings such as the new Day Reporting Center, the existing Sheriff Operation Center and the new Sheriff Detention Center.
- There is opportunity to relocate the existing bus stop within the PSC, to reinforce the proposed public interface and reduce potential user incompatibility conflicts.
- There is need for traffic strategies to alleviate congestion on Hackett Road and provide better internal circulation.
- Locating a drop off zone outside the Community Services Facility with a cul-de-sac turnaround would reduce the need for parking along Hackett Road.
- Public access, including roads, should not be located in close proximity to secure housing/facilities in order to maintain perimeter integrity.
- Closure of the existing public path would promote better security within the 100 acres reserved for detention purposes.
- Realigning the entry drive and providing a pedestrian crossing would improve sight lines and public safety.
- There is a need to maintain separate visitor and secure staff parking with opportunity to locate additional parking for future needs, adjacent to appropriate facilities.
- Parking lots at the Community Services Facility are judged to be fully utilized at occupancy levels that are well below 100%, if the available spaces are beyond an acceptable walking distance.
- There is opportunity to provide additional parking in close proximity to the Community Services Facility by filling the existing detention basin to the west.
- Infrastructure has generally been planned to accommodate future growth and with exception of the telephone utility building, there is nothing on site that could not reasonably be relocated.
- New facilities should be sited with consideration to weighing benefits against costs, should they impact current conditions. At this time and with the amount of available land, it makes financial sense to accommodate all storm water needs on site.

# 5 Future development requirements

## 5.1 Criteria For Success

An integral part of the planning process is establishing evaluation criteria, important to the stakeholders in the development of the land use plan. Through analysis of the available data and work sessions with the stakeholders, a list of criteria was developed.

These criteria which define the site challenges, were organized into four categories:

### Function:

- A **jail site** first and foremost with **appropriate public uses**
- Provide an environment that is **safe** for all staff, visitors and inmates
- Provide efficient **site circulation**
- **Compatibility** of adjacent uses with the **Community Services Facility**
- Confirm **infrastructure capacity** for future build-out
- Locate facilities in line with **adjacency requirements**

### Economics:

- Prioritize plans that **minimize initial first cost**
- Support an **efficient phased build-out**

### Time:

- Establish a **long range pattern for expansion**
- Provide **flexibility** for operations and be expandable for future growth

### Form:

- Develop a **campus** concept through **neighborhood planning** and the creation of **zones**
- **Good neighbor.** Facilities should be located/orientated with consideration to the community
- Provide a site location for a **Day Reporting Facility**
- Accommodate additional **vocational/commissary space** to meet the needs of realigned/sentenced population
- Locate a possible new **Warehouse/Commissary** to be expandable with growth
- Develop **housing** concepts based on projections of inmate classifications that consider a population with **higher security requirements**
- Accommodate increased **parking demand** associated with anticipated **future facilities**
- Consider a **connection and/or shared space** between the Sheriff's building and expanded Public Safety Complex



# Future development requirements

---

## 5.2 Request for Information Matrix

A request for information matrix was developed to gain an understanding of both immediate and future planning needs to be accommodated within the site plan.

It is understood that requirements may change as funding for expansion becomes available, but the matrix reflects current thinking and acknowledges the sources of information gathered.

The matrix is located on the following pages 32 and 33.

Sources include:

- June 27, 2013 documentation from site tour, conducted by County and Sheriff's Department stakeholders
- Work sessions with Staff at Stanislaus County and the Sheriff's Department and follow up
- KD Anderson and Associates, Inc
- Associated Engineering Group
- Stanislaus County Public Safety Center Expansion Operational and Architectural Program and Site Masterplan 2011 Update
- Stanislaus County Adult Detention Needs Assessment 2011 update
- AB900 phase 2 application form
- County of Stanislaus Public Safety Services Masterplan 2007

# Future development requirements

Subject	Comment	Response	Parking	Land Use Category	Secured or non-secured area	Size/number	Information Sources
<b>Facilities</b>							
Day Reporting Center	N/A		200 spaces to be provided (70% visitor, 30% secure staff)	Future site for location. Outside of 100 acres	No and yes for staff parking	14,000 sf building	AB900 Phase II Application form
Day Reporting Center Expansion	N/A	I believe that 14,000 sq. ft. at the Public Safety Center represents the full "build out" of the DRC. Any future growth would likely occur at a new/separate location (other community facilities, etc.) C. Orafik may be able to confirm.	Yet undefined. Assume 70/30%	Future Expansion Site	No and yes	No additional future growth anticipated. (See D10)	Site Master Plan 2011 Update. Tim Fedorchak
Warehouse (to accommodate services at main complex)	Any additional warehouse requirements?	Warehouse ideally at the border of the secure area.	Warehouse use: est. 10 parking spaces; loading dock/loading area in security enclosure.	Future Expansion Site	Warehouse ideally at the border of the secure area.	See Comment F12.	Site Master Plan 2011 Update. Tim Fedorchak
Vocational/Industrial space	N/A	This is a small welding/carpentry shop <5,000 sq. ft. that could be located off-site if the site was otherwise needed	None. Staff incl in Project 1 staff parking area.	Future Expansion Site	No	See Comment E13.	Site Master Plan 2011 Update. Tim Fedorchak
Existing Sheriff's Operations	N/A	N/A	spaces enclosed in secure yard; plus or minus 270, 25 public	Existing facility to remain	Open public area; not secure. County and staff vehicles in secure parking area.	38,198 square feet	Public Safety Services Masterplan June 2007. Tim Fedorchak
Future Sheriff's Operations	N/A	N/A		Future Expansion Site	Same as line 14	Correction... original 1994 plan build-out at 2014 = 48,515 sq. ft. and 197 staff. See Note B	Public Safety Services Masterplan June 2007. Tim Fedorchak
Future facility to be identified with Video-visitation facilities	N/A	Public access to Video Visitation services will not be at Public Safety Center site for many reasons.	70 car parking spaces to be provided	Potential Public Use Site	No	21,000-24,000 net sq. ft. Non-secure site.	Tim Fedorchak
Hi-Tech Crimes	Additional facility size requirements?	Included in the future SOC expansion		Future Expansion Site	Yes	17,400 square foot building	Public Safety Services Masterplan June 2007. Tim Fedorchak
Emergency Operations Center	Additional facility size requirements?	No. Separate project and backup site already exist.		Future Expansion Site	Yes	24,820 square foot building	Public Safety Services Masterplan June 2007. Tim Fedorchak
Social Services Facility	What relative growth is likely over the next 20 years? As compared to the existing situation, how much is the number of staff expected to grow by (25%? 50%?). The County needs to establish an agreed upon target in order for KD Anderson to do counts and set an area for parking as an 'appropriate public use'	Assume 60-70,000 sq. ft. addition on lawn at east side of existing facility.	±1,450 spaces total. (257 front-public lot; 1,195 back-staff lot)	Existing facility to remain	No	252,355 sq. ft.	As noted in site visit. Tim Fedorchak
Existing inmate beds - minimum security	N/A	N/A	±49 spaces.	Existing facility to remain	Yes	192 beds	AB900 Phase II Application form. Tim Fedorchak
Existing inmate beds - medium security	N/A	N/A	±78 public spaces; 25 staff spaces. Most public spaces will not be required after Video Visitation relocates inmate visits offsite.	Existing facility to remain	Yes	470 beds	AB900 Phase II Application form. Tim Fedorchak
Existing inmate beds - maximum security	N/A	N/A	See Comment F21.	Existing facility to remain	Yes	40 beds	AB900 Phase II Application form. Tim Fedorchak
Existing inmate special use beds	N/A	N/A	See Comment F21.	Existing facility to remain	Yes	24	Detention needs Assessment 2011 Update. Tim Fedorchak
Project 1 beds - maximum security	N/A	N/A	No public visitation. Parking for staff based on largest shift-change. (Staffing analysis to be completed.)	In progress	Yes	384 - 480 beds	AB900 Phase II Application form. Tim Fedorchak
Project 1 special use beds	N/A	N/A	No public visitation. Parking for staff based on largest shift-change. (Staffing analysis to be completed.)	In progress	Yes	72 beds	AB900 Phase II Application form. Tim Fedorchak
SB1022 beds	N/A	N/A	No public visitation. Parking for staff based on largest shift-change. (Staffing analysis to be completed.)	In progress	Yes	288 beds	Site Master Plan 2011 Update. Tim Fedorchak

# Future development requirements

Subject	Comment	Response	Parking	Land Use Category	Secured or non-secured area	Size/number	Information Sources
<b>Facilities</b>							
Future inmate beds - maximum security	1374 total projected new beds - how does this translate into new maximum security facilities? Security zone requirements?		No public visitation. Parking for staff based on largest shift-change. (Staffing analysis to be completed.)	Future Expansion Site	Yes	See Comment E27	Site Master Plan 2011 Update. Tim Fedorchak
Future inmate beds - medium security	1374 total projected new beds - how does this translate into new medium security facilities? Security zone requirements?	I would assume a mix of max and medium security beds. See comment on line 27.	No public visitation. Parking for staff based on largest shift-change. (Staffing analysis to be completed.)	Future Expansion Site	Yes	See Comment E27	Site Master Plan 2011 Update. Tim Fedorchak
Future special use beds	1374 total projected new beds - how does this translate into new mental/health facilities? Security zone requirements?	See comments on lines 27 and 28.	No public visitation. Parking for staff based on largest shift-change. (Staffing analysis to be completed.)	Future Expansion Site	Yes	See Comment E27	Site Master Plan 2011 Update. Tim Fedorchak
Kitchen/laundry	No future requirements needed	Existing building planned to meet full build-out.	±9 County vehicle and staff parking spaces.	Existing facility to remain	Yes	As shown in current CAD plan	Site Master Plan 2011 Update. Tim Fedorchak
Fleet Vehicle maintenance	No future requirements needed	Unlikely to expand at this site. Either a second facility would be developed, or service would be contracted in future.	Building Maintenance Shop = 12 spaces.	Existing facility to remain	Not with Sheriff's secure area. Only secure parking for stored vehicles.	As shown in current CAD plan	As noted in site visit. Tim Fedorchak
<b>Support</b>							
Traffic	Analysis of opportunities and constraints. Confirmation of future needs.			N/A	N/A	N/A	KD Anderson
Existing outdoor space/exercise yards	Number, type and security requirements		N/A	Existing facility to remain	Yes	See comment below	Tim Fedorchak
Future outdoor space/exercise yards	Number, type and security requirements		N/A	Future Expansion Site	Yes	Exercise yards are designed within the secure walls of the jail buildings. Any other outdoor space is not programmed (aesthetic)	Tim Fedorchak
<b>Services and Infrastructure</b>							
CUP	Not to be considered in this study		N/A	Future Expansion Site	Yes	Second Phase. 6,000 sq. ft. Not likely centralized in foreseeable future. (Refer to D Crotty.)	Site Masterplan Update 2011 and discussion at meetings with County
Utility (water, sewer, electric, gas) capacity	Confirmation of future needs.		N/A	N/A	N/A	N/A	Site Masterplan Update 2011 Associated Engineering
Stormwater capacity	Analysis of opportunities and constraints. Confirmation of future needs.		N/A	N/A	N/A	5,600 sq. ft for each developed acre of land	Site Masterplan Update 2011 Associated Engineering
Roads	Confirmation of whether minor existing curb cuts on Crow's Landing (Farmer Brown) can be used. Viability of developing access at existing curb cuts - adjacent Gallo winery on Crow's Landing and opposite the fire station on Service road		N/A	N/A	N/A	N/A	KD Anderson
Outdated entry access	Confirmation of entry location for old farmhouse		N/A	N/A	N/A	N/A	As noted in site visit
Sheriff's IT Trailers	Existing not being replaced; current allocation sufficient			Existing Use to Remain			As noted in site visit
<b>Miscellaneous</b>							
Agriculture pavilion	Should we be concerned with the proposed pavilion at the intersection of Crow's Landing and Service road? If so, is a footprint available?	Footprint is "set aside" at the corner, accessible by planned Ag Ctr Perimeter Road w/ additional parking. Accessed via Cornucopia Way only	±84 spaces.	N/A	No	Est. 25,000 sq. ft.	As noted in meeting. Tim Fedorchak
Finance to asset map	Does it exist, could we get a copy?	See attached CEO-Debt Service budget for FY2013-2014 for debt financed projects. Also see "Note A" added below!	N/A	N/A	N/A	N/A	Tim Fedorchak
Property rights issues	Helped determine the current facility locations. What are these issues and will they impact the new site plan?	Property rights issue has been resolved and no longer a constraint	N/A	N/A	N/A	N/A	Tim Fedorchak
Visitor and staff facilities	Please confirm that visitor and staff headcounts and parking have been included in those facilities in which they are to be located	This work is currently in progress.	±63 public spaces; 15 secure spaces at new Animal Services Facility.	N/A			Tim Fedorchak

The above is a list of information requested by HOK to begin the Stanislaus Public Safety Center Expansion Site Development Study.

Please do your best in obtaining all items as the information will inform the development of site plan options. Also, let us know if there are additional issues that have not been included.

Please provide all information in electronic form to [suzanne.smith@hok.com](mailto:suzanne.smith@hok.com) by the date indicated or send as soon as it becomes available. **Note A:** (See comment Cell D45.) Stanislaus County intends to create new, separate parcels for both the Animal Services Facility and the Honor-Farm Replacement Project due to other obligations in the operational agreements for these properties. Animal Services will include the building footprint, animal exercise yards, barn, public parking (new lot). Honor Farm Replacement Bed Project will include building footprint and immediately related hardscape area. **Note B:** Original 1994 Plan anticipated growth to 197 staff in 2014 based at the Sheriff's Operations Center. Future growth was expected to occur at 'decentralized' Sheriff's offices at other locations.



# 6 Site plan development

---

## 6.1 Site plan alternatives and evaluation

On July 18, 2013, three site development alternatives were presented to the PSC stakeholders; from these alternatives, the best attributes from each were evaluated and selected for incorporation into a preferred site development plan.

Plans were evaluated using the 'Criteria for Success' established in section 5.1. The criteria helped to evaluate the site specific development opportunities throughout the planning process.

Through discussions, the relative importance of each criterion was assigned. Some of the criteria are "baseline" premises which are givens for any viable development scenario. Other criteria fall into a range from best to poor.

The criteria and findings are summarized in the Criteria for Success Matrix found on the opposing page

The site development alternatives can be found in the Appendices.

# Site plan development

Criteria for Success	Weight Factor	Site Plan 1	Site Plan 2	Site Plan 2a	Composite Final	Comments
<b>BASELINE</b>						Best 3
100 acre PSC prioritizes detention facilities first with appropriate public uses in the remaining 80 acres	1	3	3	3	3	Good 2
Supports a safe environment for staff, visitors and residents	1	3	3	3	3	
Supports planned traffic improvements on Hackett and provides an alternate route for traffic south to Cornucopia	1	3	3	3	3	
Uses are compatible with the Community Services Facility	1	3	3	3	3	Poor 1
Develop housing concepts based on projections of inmate classifications that consider a population with higher security	1	3	3	3	3	
Accommodate increased parking demand associated with proposed facilities	1	3	3	3	3	
Utility demand for current and planned expansion can be accommodated	1	3	3	3	3	Handle future loads; plan does not require unnecessary relocation of (e) utilities
<b>SPECIFIC CRITERIA</b>						
Minimizes initial first cost	1	2	2	2	2	New roads; relocation of retention basins; plan does not require unnecessary relocation of existing utilities New construction has minimal impact upon existing operations
	1	3	2	2	2	
requires demolition of existing asset						
requires relocation of existing utility elements						
Supports community "good neighbor" approach	3	2	2	2	2	Compatible adjacent land uses as well as visual perception of uses that are non-threatening
Addresses appropriate workflow/work process - meets critical adjacencies	2	2	3	2	3	
Does not increase congestion on Hackett Rd.	2	2	2	2	2	
Improves internal site circulation	2	1	2	1	3	Additional traffic generating facilities located on Hackett New construction has minimal impact upon existing operations; new roads maintain appropriate stand-off distances
pedestrian						
vehicular - visitors, staff, service, ev/fire						
law enforcement						
Maximize development opportunities for appropriate public uses	2	2	3	1	3	Land defined by boundaries that maximize shape and size for development Future structures located to create a core or "heart" to the campus
Supports creation of a public interface zone	2	2	2	1	3	
<b>TOTAL</b>		50	55	45	59	



# Site plan development

---

The preferred site development plan is represented in three parts:

1. **Preferred land use zones.** This plan organizes the site into zones as a framework to guide the most appropriate location of facilities.
2. **Preferred development sites.** This plan illustrates how and where facilities fit within the overall framework.
3. **Preferred circulation plan.** This plan delineates the layers of circulation for vehicular, pedestrian, public transit, emergency vehicle and service.

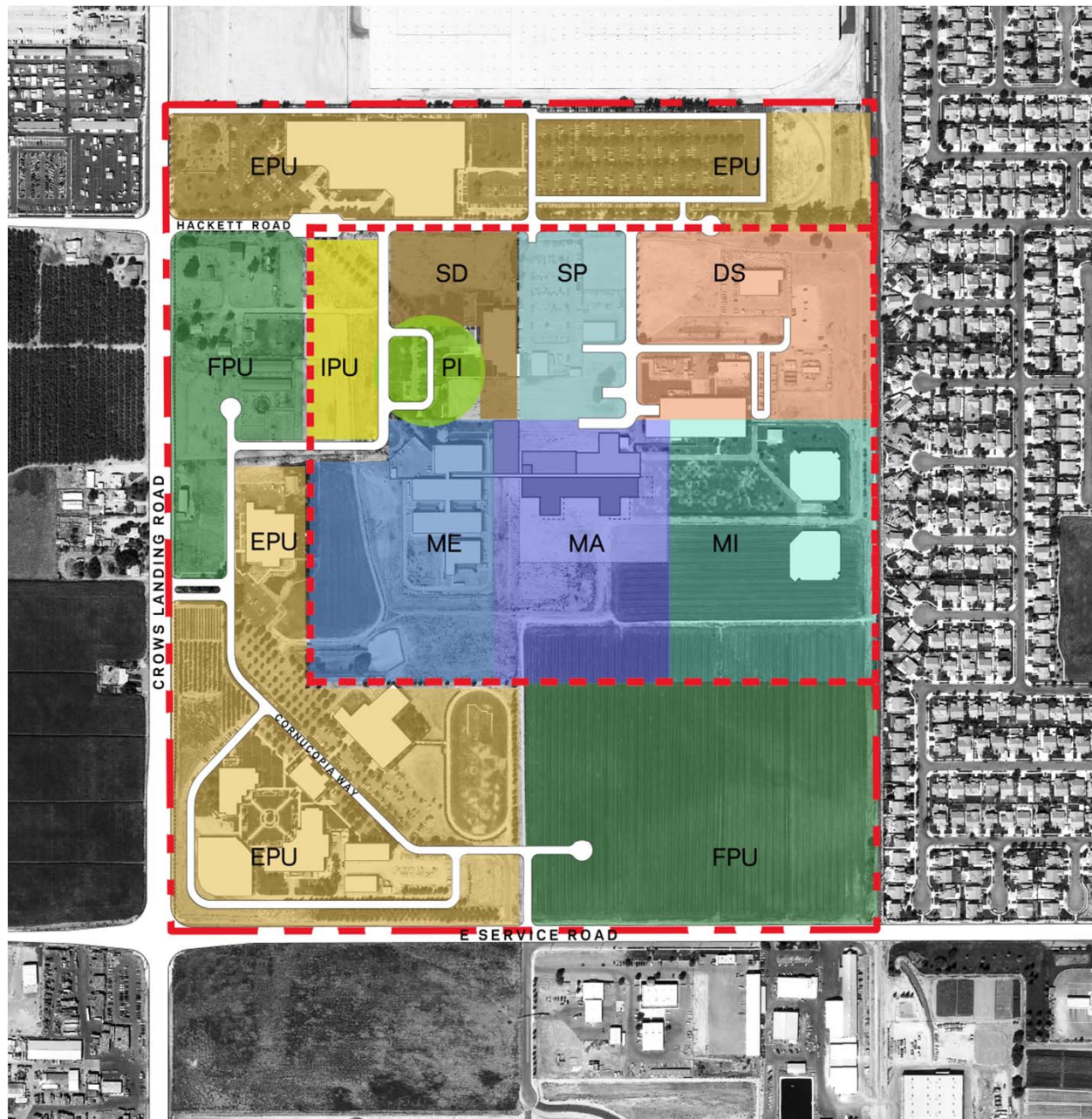
## Land use zones:

Land Use Zones have been identified to:

- Guide future development by delineating the general relationships between uses including adjacencies and relative scale
- Buffer the neighboring community from detention facilities with appropriate public uses.

# Site plan development

## 6.2 Preferred plan - land use zones



### Key

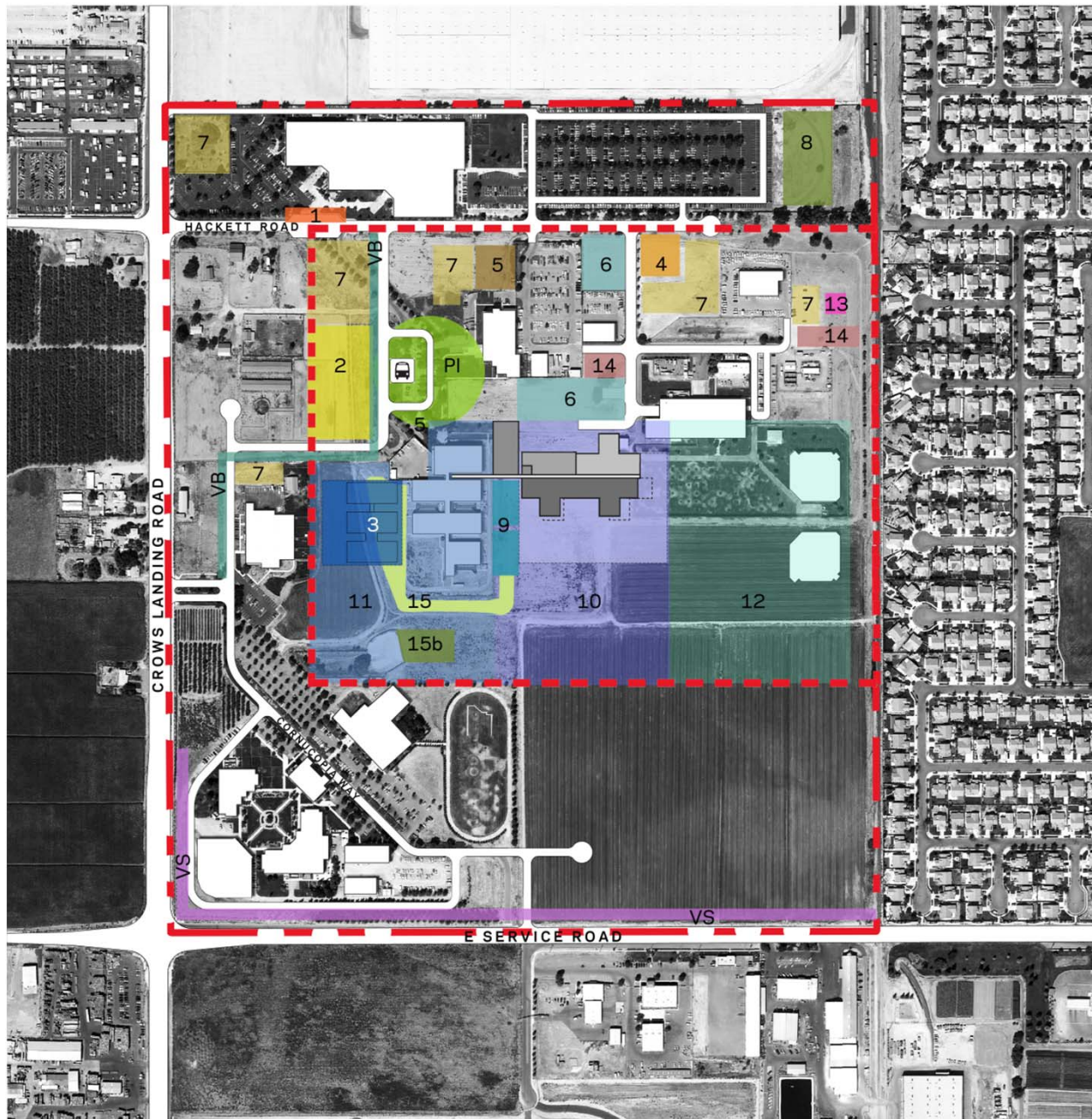
- Reserved for detention and appropriate public safety uses only
- PI Public interface core
- SD Sheriff's department expansion
- SP Secure staff and service vehicle parking area
- MA Maximum security zone
- ME Medium security zone
- MI Minimum security zone
- DS Detention support zone
- IPU Land identified for immediate appropriate public safety use
- FPU Land identified to remain in current/agricultural use until developed for future appropriate public use
- EPU Existing appropriate public uses





# Site plan development

## 6.3 Preferred plan - development sites



### Key

- Reserved for detention and appropriate public safety uses only
- VB Possible visual buffer
- PI Public interface core
- 1 Drop off location with cross walk
- Bus stop relocation
- 2 Day Reporting Center zone and carve out
- Projects 1 and 3 and carve out
- Potential SB1022 Re-entry and Enhanced Alternatives to Custody Training building and carve out
- 3
- 4 Future
- 5 Future Sheriff's department expansion
- 6 Future secure staff parking
- 7 Potential future visitor parking
- 8 Potential basin expansion
- 9 Future staff support facilities
- 10 Maximum security expansion zone
- 11 Medium security expansion zone
- 12 Minimum security zone
- 13 Future vocational/industrial space
- 14 Possible future warehouse facility. Potential locations
- VS Vegetative screening
- 15 Retention basin impacted by site plan
- 15b Possible relocation area for basin

Future Public Safety expansion/uses not yet identified can be located within the 100 acres reserved for detention and appropriate public safety uses.



# Site plan development

---

## Development sites:

**2 - Day Reporting Center.** Located within the public interface zone adjacent to the bus stop. A buffer between detention facilities and the community.

**PI - Public interface.** A formal public space fronted by key buildings. Anchors the development of a cohesive campus.

**10, 11, 12 - Maximum, medium and minimum security zones** as building specifics/footprints remain unknown at this time.

**4 - Future county facility to be identified.**

**5 - Sheriff's Department expansion.** Located adjacent to the existing Sheriff's Department, the expansion includes space for additional parking.

**6 - Secure staff parking expansion.** Located adjacent to an existing facility for convenience and reduced building cost.

**7 - Future visitor parking.** Located primarily adjacent to the public interface zone to serve facility requirements. Due to issues with parking and walking distances (Appendix 2), several proposed parking sites are located within close proximity to the Community Services Facility. The existing displaced retention basin would require relocation on site at significant cost.

**13 - Vocational/industrial space.** Located in the detention support zone, adjacent to existing vocational uses, with shared use of parking facilities.

**14 - Future warehouse.** Two possible locations are shown adjacent to kitchen/laundry facility for efficiency of deliveries. The final location is to be determined at a future time.

**1 - Drop off zone with cross walk.** Located to provide more efficient circulation on Hackett Road and safe pedestrian access for visitors to the Community Services Center.

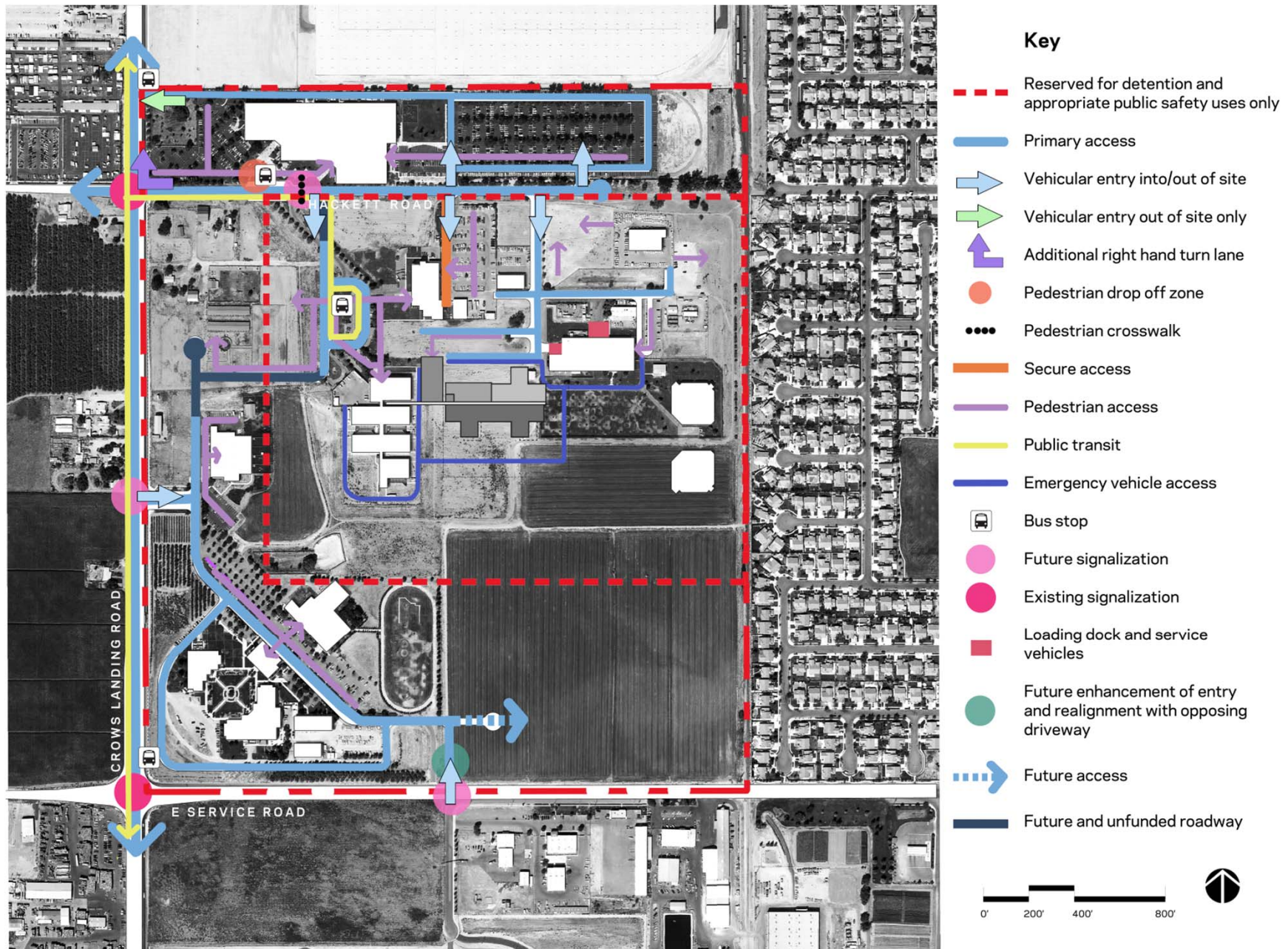
**VB - Visual buffer.** Envisioned as a physical or vegetative barrier in addition to any required security fencing, the visual buffer provides a perceived separation between detention and public use facilities.

**15 - Stormwater basins.** One major basin is impacted by the site plan. Potentially two basins, if parking benefits for the Community Services Facility are determined to outweigh the relocation cost. Possible areas for appropriate relocation have been shown on the plan (see no.8 and 15b on key). Stormwater basin requirements can be met within any zone where there is available space.



# Site plan development

## 6.4 Preferred plan - circulation





# Site plan development

---

## Preferred plan - circulation

The preferred circulation plan was developed as a part of the site plan development process. Findings of the report, *Traffic/Circulation Opportunities and Constraints Assessment* prepared specifically in support of this study (KD Anderson and Associates, July 2013), greatly informed the direction of the preferred site plan.

This report is supplementary to their earlier work *Traffic Impact Analysis for Stanislaus County Public Safety Center Expansion, February 2012* which looked at the wider traffic implications for expansion of the site. It concluded that no mitigation measures were required.

The 2013 report focused on internal circulation and parking. Circulation recommendations are summarized below:

1. Connect Sheriff's Operation Center to Cornucopia Way.
2. Signalize Crow's Landing Road/Cornucopia Way.
3. Open north side driveway to Crows Landing Road for employee parking egress.
4. Widen Hackett Road at approach to Crows Landing Road to add a second right hand turn lane.
5. Relocate Sheriff's Operation Center road to the east (750 feet from Crows Landing Road) and install a traffic signal plus pedestrian crossing.

Site plan circulation was also developed with the following objectives:

1. Safer pedestrian access on Hackett Road with the realignment of the Sheriff's driveway, allowing for a drop off zone and pedestrian crossing to serve the Community Services Facility.
2. Respect has been given to the security of the 100 acres reserved for detention purposes, with the publicly accessible road located outside of this zone where possible.
3. Roads have been located with consideration to leaving existing irrigation lines undisturbed and maintaining the integrity of land parcels for future development flexibility.
4. Other areas of circulation on site remain the same due to logic and constraints including the jail facility itself (see diagram 4.7).

# Appendices

---

1. Conceptual sketch Options 1, 2 and 3.
2. Traffic/Circulation opportunities and constraints assessment.  
Stanislaus County Service Center.
3. Associated Engineering "Response to Request for Information"

# Appendix 1

## Conceptual sketch - option 1



### Key

- Road circulation
- Core public interface
- Day Reporting Center zone - building to be orientated by architect
- SB1022
- Future County facility to be identified
- High Court Facility
- Sheriff's expansion
- Secure staff parking expansion
- Staff support facilities
- Maximum security expansion
- Medium security expansion
- Special use beds
- Vocational/industrial space
- Warehouse facility
- Community Services Facility parking
- Expansion of existing basin
- Future reserve buffer land to remain in agricultural production until developed
- Drop off location with cross walk
- Bus stop relocation
- 100 acre woods
- Visual buffer



# Appendix 1

## Conceptual sketch - option 2



### Key

- Road circulation
- Core public interface
- Day Reporting Center zone - building to be orientated by architect
- SB1022
- Future County Facility to be identified
- High Court Facility
- Sheriff's expansion
- Secure staff parking expansion
- Staff support facilities
- Maximum security expansion
- Medium security expansion
- Special use beds
- Vocational/industrial space
- Warehouse facility
- Community Services Facility parking
- Expansion of existing basin
- Future reserve buffer land to remain in agricultural production until developed
- Drop off location with cross walk
- Bus stop relocation
- 100 acre woods
- Visual buffer

# Appendix 1

## Conceptual sketch - option 2A



### Key

- Road circulation
- Core public interface
- Day Reporting Center zone - building to be orientated by architect
- SB1022
- Future County Facility to be identified
- High Court Facility
- Sheriff's expansion
- Secure staff parking expansion
- Staff support facilities
- Maximum security expansion
- Medium security expansion
- Special use beds
- Vocational/industrial space
- Warehouse facility
- Community Services Facility parking
- Expansion of existing basin
- Future reserve buffer land to remain in agricultural production until developed
- Drop off location with cross walk
- Bus stop relocation
- 100 acre woods
- Visual buffer

## Appendix 2

---

**Traffic/Circulation opportunities and constraints assessment.  
Stanislaus County Service Center.**

Prepared by KD Anderson and Associates Inc.



**TRAFFIC / CIRCULATION  
OPPORTUNITIES AND CONSTRAINTS ASSESSMENT  
STANISLAUS COUNTY SERVICE CENTER**

Prepared For:

**Stanislaus County**  
1010 10th Street, Suite 5400  
Modesto, CA 95354

Prepared By:

**KD Anderson & Associates, Inc.**  
3853 Taylor Road, Suite G  
Loomis, CA 95650  
(916) 660-1555

July 9, 2013

7000-14

*KD Anderson & Associates, Inc.*

---

Transportation Engineers

## **Parking**

The Stanislaus County Service Center (?) provides regular off-street parking for staff and visitors as well as for storing Stanislaus County vehicles on a short term and long term basis. The on-site parking supply was inventoried and its utilization surveyed in order to provide perspective on the magnitude and use of the current parking supply.

**Parking Supply Inventory.** The available on-site parking supply was inventoried during a field review conducted on June 26, 2013. As part of that inventory the number of marked parking spaces was determined in 14 separate areas, as noted in Table 1 and identified in Figure 1. The users of spaces in each area (i.e., visitor parking, staff parking, mixed or storage) was identified. As indicated, 2,165 parking spaces were identified. Of that total 1,341, or 62% of the total, are located north of Hackett Road and serve the Community Services Facility. Another 460 spaces are located near the Jail, Sheriff's facility and minimum security areas (i.e., 21% of total). The remaining 364 spaces are located in the southwest corner of the site adjoining the animal services, academy / training and Agricultural Center.

**Parking Utilization Survey.** The use of on-site parking was observed on the afternoon of Wednesday June 26, 2013 after 1:00 p.m. As noted, 73% of the spaces located north of Hackett Road were occupied at that time. Occupancy rates were also determined for the areas south of Hackett Road and for the area off of Cornucopia Way, but the resulting overall rates are less meaningful since some of these areas are used for vehicle storage or are not formally striped as parking spaces. However, as a "worst case", the overall occupancy rates expressed in terms of all vehicles divided by parked spaces were 56% and 71% respectively.

**Parking Adequacy.** The adequacy of the current parking supply is closely linked to staff and visitors perceptions as to the availability of parking in expected locations. Parking lots are judged to be fully utilized at occupancy levels that are well below 100% utilization due to uneven turnover and inefficiencies in parking. Public parking lots may be fully utilized at 85% to 90% occupancy. Lots designated for staff may be fully utilized at 90% to 95% occupancy. However, in each case, users may judge the situation to be deficient if the available spaces are beyond an acceptable walking distance.

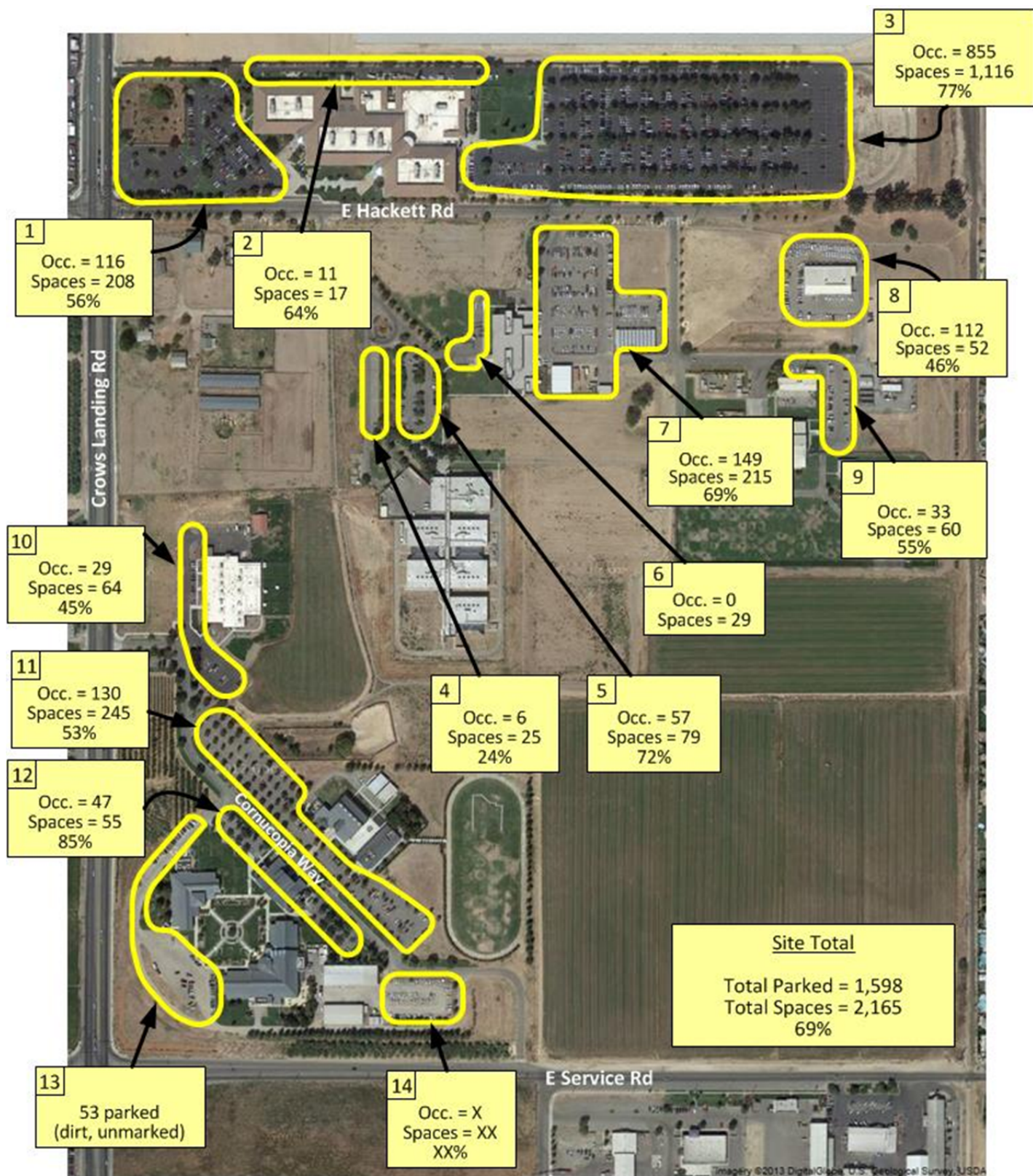
At this site the Community Services parking north of Hackett Road is affected by walking distance considerations. Spaces near the visitor entrance were uniformly used, and the majority of the vacant spaces were located in the far end of the lot more than 350 feet from the entrance. Similarly, vacant spaces in the eastern employee lot located at the far end of the lot are roughly 1,000 feet from the building entrance. In each case, while the overall parking utilization rates suggest that the parking supply is "adequate", there may be complaints because of the distances walked.

With one exception, parking utilization in other individual parking lots appears adequate based on the observed occupancy rate. Parking occupancy is high near the Agricultural Center, and the number of vehicles parked on the dirt implies "overflow" demand. There are many vacant spaces across Cornucopia Way in the northern end of the Academy / Training lot, but these spaces are not as convenient to the Agricultural Center as the overflow dirt parking area.

**Parking Parameters.** To help support site planning it is possible to roughly suggest future parking demands based on comparison of current and future on-site employment (note: not completed due to lack of employee information).



<b>TABLE 1</b> <b>PARKING INVENTORY – UTILIZATION SURVEY RESULTS</b>						
<b>Area</b>	<b>Name</b>	<b>Type of Parking</b>	<b>Marked Parking Spaces</b>	<b>Parked Cars</b>	<b>Percent Occupancy</b>	<b>Notes</b>
1	Community Services (West)	public	208	116	56%	
2	Community Services (North)	staff	17	11	64%	
3	Community Services (East)	employees	1,116	855	77%	
<i>Subtotal North of Hackett</i>			<i>1,341</i>	<i>982</i>	<i>73%</i>	
4	Jail (overflow)	mixed	25	6	24%	
5	Jail	mixed	79	57	72%	
6	Sheriff	mixed	29	0	0%	Closed
7	Sheriff	employee	215	149	69%	Secured, estimate from Google earth, includes impound
8	Maintenance	employee	52	112	n.a.	Includes vehicles stored in unmarked spaces
9	Minimum security	mixed	60	33	55%	
<i>Subtotal – Sheriff/Jail</i>			<i>460</i>	<i>257</i>	<i>56%</i>	
10	Animal	mixed	64	29	45%	
11	Academy / Training	mixed	245	130	53%	
12	Agriculture	mixed	55	47	85%	
13	Agriculture	mixed	(dirt)	53	n.a.	
14	Storage	County vehicles	unk	unk	n.a.	Boneyard Storage
<i>Subtotal - Other</i>			<i>364</i>	<i>259</i>	<i>71%</i>	
<b>Total</b>		<b>all</b>	<b>2,165</b>	<b>1,498</b>	<b>69%</b>	



# PARKING INVENTORY / OCCUPANCY SURVEY RESULTS

## Access

**Access Locations.** The Service Center is served by two major regional roads, Crows Landing Road and Service Road, which link the facility with the Modesto urban area to the north and the Ceres area to the east. The site's connections to those major roads and the quality of traffic operations at those connections are the key issues for site access.

The main access to the site occurs at the signalized **Crows Landing Road / Hackett Road intersection**. This intersection is configured to provide separate signal phases for southbound traffic turning left into the site and for the two lanes on Hackett Road leaving the site. On a daily basis 6,245 vehicles or 77% of the total site traffic uses this intersection to enter and exit the site.

Secondary access to the site occurs at the **Crows Landing Road / Cornucopia Way intersection**. This intersection is controlled by a stop sign on the Cornucopia Way approach. A two-way left turn lane on Crows Landing Road provides refuge for inbound and outbound left turns, and the West Landing Specific Plan notes that in the future a traffic signal will be installed to facilitate a west leg of the intersection opposite Cornucopia Way. Today 1,310 vehicles or 16% of the site traffic uses this intersection.

Tertiary access is available via the Service Road / Cornucopia Way intersection. This minor intersection is controlled by a stop sign on the Cornucopia Way approach, and there are no auxiliary turn lanes. The use of this intersection could be increased in the future, but it is likely that the City of Ceres will require improvements that are commensurate with a major access, including re-aligning the offset Boyle Drive approach and potentially making frontage improvements along Service Road. Because Service Road is an expressway, this access will eventually be limited to right turns only. Today 515 vehicles or 7% of the total site traffic uses this connection.

A fourth access location exists but is currently only used for service/delivery access to the north side of the Community Services building. A gated driveway lies on Crows Landing Road at the site's northern boundary roughly 375 feet north of Hackett Road. The driveway is designated for one-way westbound travel. A center median on Crows Landing Road extends north from Hackett Road beyond this driveway, which limits use to its right turns onto Crows Landing Road.

**Existing Levels of Service at Access.** The quality of traffic flow at intersections is described in terms of the operating Level of Service. Information regarding the operation of the three access intersections was assembled in 2012 for the Public Safety Center Expansion project.<sup>1</sup> Traffic counts made in January 2012 were used to identify morning and evening peak hour Level of Service, as noted in Table 2.

As shown, the three access intersections currently operate within the County's minimum acceptable standard over the course of the peak hour. However, there are short periods of peak demand in the morning when appreciable delay and queuing occurs in the southbound left turn

---

<sup>1</sup> Traffic Impact Analysis for Stanislaus County Public Safety Center Expansion, KD Anderson & Associates, Inc., February 6, 2012



lane from Crows Landing Road to Hackett Road. Similarly, relatively long queues occur for short periods on westbound Hackett Road in the afternoon.

**TABLE 2  
EXISTING ACCESS INTERSECTION LEVELS OF SERVICE**

Location	Control	AM Peak Hour		PM Peak Hour	
		LOS	Average Delay	LOS	Average Delay
Hackett Road / Crows Landing Road	Signal	C	30.1	C	32.6
Cornucopia Way / Crows Landing Road	WB Stop				
WB Left Turn		B	13.7	B	12.3
WB Right Turn		B	10.8	B	10.2
SB Left Turn		A	9.5	A	8.3
Crows Landing Road / Service Road	Signal	C	24.8	C	22.0
Cornucopia Way / Service Road	SB Stop				
SB Approach		B	11.9	B	12.7
EB Left Turn		A	8.1	A	7.7
Source: Traffic Impact Analysis for Stanislaus County Public Safety Center Expansion, KD Anderson & Associates, Inc., February 6, 2012					

### **Internal Circulation**

The internal circulation system is comprised of two lane streets that link the site's access points with internal intersections and with driveways to individual parking lots.

Hackett Road is the primary access to the uses on the site, and the flow of traffic through the intersections and driveways on this two lane road is the most appreciable internal circulation issue at the site today. There are five intersections on Hackett Road all of which are controlled by stop signs on the approaches to Hackett Road. Table 3 notes the volume of traffic on each side street during peak hours.

As shown towards the bottom of the table, a total 733 entering/departing vehicles were observed in the a.m. peak hour and 655 were observed during the p.m. peak hour. Most of that traffic is associated with Community Services (i.e., 84% and 88% of the total).

**TABLE 3**  
**HACKETT ROAD INTERSECTION / DRIVEWAY VOLUMES**

Hackett Road Intersections	Direction	Peak Hour Traffic Volume (Vehicles per hour)					
		AM Peak Hour			PM Peak Hour		
		In	Out	Total	In	Out	Total
Community Services West Visitor Parking lot Access	North	102	26	128	64	135	199
Sheriff / Jail Access Road	South	30	20	50	16	17	33
Community Services West Staff Parking lot Access	North	202	21	223	34	115	149
Secured Sheriff Access	South	25	11	36	8	27	35
Support Facilities Access	South	20	14	34	6	7	13
Community Services East Staff Parking Lots Access	North	256	6	262	9	217	226
Total		635	98	733	137	518	655
Total at Community Services		560	53	613 (84%)	107	467	574 (88%)
Total at Sheriff / Jail		75	45	120 (16%)	30	51	81 (12%)

The quality of traffic flow at each access intersection is related to the amount of conflicting traffic on Hackett Road. For example, southbound traffic leaving the Community Services driveways by turning right must yield to westbound through traffic. Conversely, northbound traffic turning left from the Sheriff Department / Jail must yield to both eastbound and westbound traffic. As a result, motorists waiting to turn left from the more westerly intersection often experience very long delays during the 30 to 45 minute peak period when Community Services employees are traveling to and from the site, but access to and from the eastern driveways is relatively easy.

**Opportunities for Improving Internal Circulation.** Various opportunities are available for improving internal circulation as the site is built out. These include:

- Provide **alternative routes** to secondary access locations in lieu of Hackett Road. Linking the area of the site south of Hackett Road with Cornucopia Way will allow the Sheriff and Jail areas to avoid waiting to make left turns onto Hackett Road during peak periods.
- Increase the **capacity of Hackett Road**. Adding left turn lanes on Hackett Road would reduce delays created by vehicles waiting to turn from Hackett Road. A continuous two-way left turn lane on Hackett Road would provide south side traffic with the opportunity to reduce delays by making “two-step” left turns.

- Increase the **capacity of Hackett Road intersections**. Alternative traffic controls could be used to allocate the right of way between through traffic on Hackett Road and motorists entering on the side streets. Alternative measures include all-way stops, traffic signals and roundabouts. Each choice has positives and minuses that relate to peak period conditions at the site. All-way stop controls would operate well for most of the day and would slow traffic on Hackett Road. However, all-way stops can create appreciable congestion during peak periods and could be problematic at the more westerly intersections. Conversely traffic signals could handle high volume locations but the cost of construction (\$300,000 each), and operation (\$3,000 annually) may be difficult to justify when only needed by a few motorists for perhaps 60 minutes each day. Roundabouts have the advantage of working well throughout the day but would require appreciable modification to the existing street system while maintaining traffic flow. As a result, roundabout costs can be appreciable (i.e., \$250,000 per location).
- Increase **capacity of Crows Landing Road/Hackett Road intersection**. Queuing on westbound Hackett Road could be reduced if the westbound approach to the Crows Landing Road intersection was widened to provide a second right turn lane. This improvement is required in the West Landing SP DEIR.

**Future Trip Generation and Traffic Demands.** It is possible to use the results of these new traffic counts and the results of previous traffic studies to suggest how traffic conditions may change in the future as the Service Center continues to grow.

As suggested in Table 4, a small expansion is contemplated in the Community Services area, and another 170 to 160 peak hour trips are forecasts for this area based on the effective trip generation rate calculated for the driveways on the north side of Hackett Road.

Similarly, trip generation rates were also calculated for the expansion of uses contemplated south of Hackett Road. As shown, the expansion of Sheriff's operations, coroner, etc., as well as anticipated new jail beds would generate 177 to 133 new peak hour trips. Another 56 peak hour trips would accompany the Day Reporting Center.

Altogether, at "build out" the new uses with current access to Hackett Road would generate another 565 a.m. and 460 p.m. peak hour trips. This represents increases of 92% and 80% over existing peak hour trip generation in these areas.



**TABLE 4  
HACKETT ROAD TRIP GENERATION INCREASE**

Uses Accessing Hackett Road	Direction	Quantity	Peak Hour Traffic Volume (Vehicles per hour)						
			AM Peak Hour			PM Peak Hour			
			In	Out	Total	In	Out	Total	
Community Services	North	252 ksf	560	53	613	107	467	574	
Effective Rate		2.22	0.21	2.43	0.42	1.86	2.28		
<i>Community Services Expansion</i>		<i>70 ksf</i>	<i>155</i>	<i>15</i>	<i>170</i>	<i>29</i>	<i>130</i>	<i>160</i>	
Sheriff Operations (38 ksf) / Jail Operations (726 beds)	South	38.2 ksf+726 beds	75	45	120	30	51	81	
Effective Rate		Per bed and	0.05	0.03	0.08	0.02	0.04	0.06	
		Per ksf	1.00	0.60	1.60	0.40	0.70	1.10	
Sheriff Ops Expansion		59.8 ksf							
Coroner Facility		24 ksf							
Hi Tech Crimes		17.4 ksf							
<i>Total Enforcement Expansion</i>		<i>101.2 ksf</i>	<i>101</i>	<i>61</i>	<i>162</i>	<i>40</i>	<i>71</i>	<i>111</i>	
Jail Project 1 Plus SB 1022		840 beds							
Long Term		1,374 beds							
<i>Total Jail Expansion</i>		<i>2,214 beds</i>	<i>111</i>	<i>66</i>	<i>177</i>	<i>44</i>	<i>89</i>	<i>133</i>	
Day Reporting Center		per visitor	0.17	0.11	0.28	0.11	0.17	0.28	
<i>Total Day Reporting Center</i>		<i>200 visitors</i>	<i>34</i>	<i>22</i>	<i>56</i>	<i>22</i>	<i>34</i>	<i>56</i>	
<i>Subtotal South Area Increase</i>			<i>246</i>	<i>149</i>	<i>395</i>	<i>106</i>	<i>194</i>	<i>300</i>	
TOTAL HACKETT ROAD USES			401	164	565	135	324	460	
Percentage Increase					92%			80%	

This additional peak hour traffic will exacerbate the problems that already occur at intersections on Hackett Road. The most pressing issues would be at the first south side street that today provides access to the Sheriff's operations. Making left turns here will be a problem. Conversely, access to Hackett Road at a location east of the Community Services driveways will be relatively delay free.

Based on our initial understanding of the needs of the users at the site, we suggest the following strategies shown in Table 5 be considered.

<p style="text-align: center;"><b>TABLE 5</b> <b>INITIAL CIRCULATION RECOMMENDATIONS</b></p>		
<b>Item</b>	<b>Description</b>	<b>Discussion</b>
1	Connect Sheriff's Operation Center to Cornucopia Way	Provides a quicker route to Crows Landing Road during peak periods
2	Signalize Crows Landing Road / Cornucopia Way	Eventually needed for left turn access. Identified in West Landing SP EIR
3	Open north side driveway to Crows Landing Road for employee parking egress	Reduces p.m. peak hour traffic on Hackett Road
4	Widen Hackett Road at approach to Crows Landing Road to add 2 <sup>nd</sup> right turn lane	Identified in West Landing SP EIR
5	Relocated Sheriff Operations Center Road to the east (750 feet from Crows Landing Road) and install traffic signal plus pedestrian crossing	Eventually needed to promote pedestrian circulation

# Appendix 3

## Associated Engineering. Response to Request for Information:

### Information sourced from Associated Engineering and Projects 1 and 3 narrative.

#### The Hastings Lateral

The Hastings Lateral is the only "Public" T.I.D. Irrigation line crossing the site. The Hastings lateral is a 42" line on the North side of Hackett Road to 370' east of the East Right-of-Way of Crow Landing Road. The Hastings Lateral at that point turns south and crosses the SC PSC site to a point 837' south of the South Right-of-Way of Hackett Road, where it turns to the West and crosses Crows Landing Road. This irrigation line can be relocated, if required, but at a substantial cost estimated at approx. \$175 a foot and would require T.I.D. approvals. The remaining irrigation lines on the county site are private irrigation lines and they can be removed, relocated or preserved in place as desired by the county.

With regards to the remaining utility services at the site, the following are excerpts from the project narratives for the Jail Projects currently in design at this time, and will help in understanding the current site:

#### General

This campus has been planned for expansion for several years. As such, site utilities have been installed on the site with consideration of extensions to serve the remainder of the site with future construction and building projects.

#### Storm Drainage:

The existing site is served by multiple shallow retention basins with multiple inlets, which minimized the necessity of underground storm drain lines with the previous projects on the site. The existing site has relatively clean sands that are suitable for these retention (percolation) basins. New storm drainage facilities will be designed and installed to meet the requirements of the City of Ceres Department of Public Works Standards and Specifications as well as the Stanislaus County Storm Drainage Design Manual, as noted within the City of Ceres "West Landing Specific Plan," to include the following minimum design requirements:

1) Catch basins and pipe lines shall be designed to convey a 10-year frequency, 24-hour storm event, or greater. Pipe line flows will be designed to a minimum self-cleansing velocity of 2 feet per second to minimize maintenance requirements.

2) Retention basins shall have the capacity to hold the total runoff of a 50-year frequency, 24-hour storm. Capacity will be calculated utilizing a minimum of 6" inches of freeboard.

3) The retention basins shall be capable of disposing (percolating) the volume of a 10-year frequency, 24-hour storm within 48 hours. The percolation rates will be based on the results of the geotechnical testing at the actual retention basin locations.

#### Water System

Water service is provided to the county site by the existing City of Ceres water distribution system. The County's PSC site South of Hackett Road has an existing pipe line grid system in place with three 10 inch and two 8 inch connections to the city system. The connections exist in Hackett Road (3) and in Service Road (2). The existing grid system will adequately serve the current and future projects on the site. This city pressure grid system will be utilized for the connections of the fire hydrants that will be required with the current jail expansion project. The development of the proposed jail expansion project will require fire flow tests to be provided by the owner to verify the water pressures and flow characteristics to satisfy state and local fire department requirements.

#### Sanitary Sewer

The sanitary sewer service for the jail and sheriff's area is provided by the City of Modesto via existing site sewer lines that connect to the Hackett Road sewer main which connects to a pump station on the North side of Hackett Road. The pump station discharges through a forced sewer main, West on Hackett Road and then North on Crows Landing Road to connect to downstream City of Modesto sewer system.

There is also a 12 inch sanitary sewer main line stubbed from Hackett Road through the East Access Way that currently terminates south of the Kitchen / Laundry facility. The 12 inch sanitary sewer main line will need to be extended south of the jail expansion project site so that it will be available to serve the county property to the South with future projects.



## Appendix 3

---

### Associated Engineering. Response to Request for Information:

The Southerly portion of the SC PSC site known as the Ag Center is connected to the City of Ceres sewer system via a gravity sewer line in Service Road. The existing Social Services Building North of Hackett Road, along with the Fleet Maintenance Building are connected to the City of Ceres sanitary sewer via forced sewer lines to a connection point in Hackett Road at the Tidewater Southern Railroad Tracks on the East side of the county property.

The site has very few constraints with regards to these utilities and with proper planning and engineering design, the utilities will adequately serve the project site. The system does have an annual maintenance cost to the county for the pump station and future upgrades to the pump station may be required with the ultimate build-out.

Storm Water accommodations: The storm drainage is anticipated to be handled in multiple shallow percolation basins with each project. The required areas for basins designed to approx. 3' of water depth with 4:1 side slopes would be approx. 5,600 Sq. Ft. for each developed Acre of land. The basins can be designed as a part of the landscaped areas within each project if desired, which would most likely require additional area to lessen the design water depths.

As an alternate to using basins, the individual projects could be designed using horizontal drains with subsurface and surface storage within the future paved parking lots and/or landscaped areas. While these horizontal drains do have increased costs, they do allow a more efficient use of the project site by eliminating the need for basin areas.

Regional basins to serve multiple areas could also be utilized. Regional basins would be designed with 10' water depth and would be required to be fenced. The advantage to regional basins is that they can conserve some project area by having a smaller footprint for the areas served. The disadvantages are the extra costs for fencing and the costs of storm drain pipelines that become larger with the larger areas served.

Any or all of these design alternates or combinations thereof can be utilized on the SC PSC site and the actual design selections can be made at the time of development based on budget constraints, land availability or any other relevant conditions at the individual project sites.

Roads. It is our understanding that the minor existing curb cuts on Crows Landing Road will not be included in the ultimate development of the site for vehicular access. They may be utilized for emergency vehicular access by means of a gate and Knox Box lock.

The existing driveway north of the Social Services building possibly could be a "Right-in/Right-out" type access. We would refer this suggestion to the Traffic Engineer.