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**SAN JOAQUIN  
LOCAL AGENCY FORMATION COMMISSION**

**LAFCo**

509 W. WEBER AVENUE SUITE 420 □ STOCKTON, CA 95203

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**AGENDA**

Thursday, July 14, 2022 9:00 A. M.

BOARD OF SUPERVISORS CHAMBERS  
44 NORTH SAN JOAQUIN STREET, 6<sup>TH</sup> FLOOR  
STOCKTON, CALIFORNIA

\* \* \* \*

Call to Order  
Announce Date and Time of Meeting for the Record  
Roll Call  
Pledge of Allegiance

**CONSENT ITEMS**

1. MEETING MINUTES OF JUNE 9, 2022  
(Action by All Members)  
Approve Summary Minutes of the regular meeting.
2. OUT-OF-AGENCY SERVICE REQUEST  
(Action by Regular Members)  
Request from the City of Stockton to provide out-of-agency sewer service outside the City boundary under Government Code §56133 to 2343 Moreing Road in Stockton.
3. DISCUSSION AND POSSIBLE ACTION REGARDING MEETINGS OF THE  
SAN JOAQUIN LOCAL AGENCY FORMATION COMMISSION UNDER AB  
361 USING TELECONFERENCE DURING A PROCLAIMED STATE OF  
EMERGENCY  
(Action by All Members)  
Consider Resolution to conduct meetings of the San Joaquin Local Agency  
Formation Commission using teleconferencing pursuant to Government Code  
54953 as amended by Assembly Bill 361 for the period July 15, 2022 to August 13,  
2022.

## **PUBLIC HEARING**

### 4. CITY OF MANTECA MUNICIPAL SERVICE REVIEW (MSR) AND INTERIM SPHERE OF INFLUENCE PLAN (SOI) UPDATE

*(Action by Regular Members)*

The Commission will review and discuss the MSR Report and SOI Update for the City of Manteca.

## **PUBLIC COMMENTS**

5. Persons wishing to address the Commission on matters not otherwise on the agenda.

## **CORRESPONDENCE**

6. Written communication received from Trisa Martinez, Grand Jury Staff Secretary / Judicial Secretary, Superior Court of California, County of San Joaquin, dated June 27, 2022

## **EXECUTIVE OFFICER COMMENTS**

7. Comments from the Executive Officer

## **COMMISSIONER COMMENTS**

8. Comments, Reports, or Questions from the LAFCO Commissioners

## **ADJOURNMENT**

# **LAFCo**

509 W. WEBER AVENUE SUITE 420 □ STOCKTON, CA 95203

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## **SUMMARY MINUTES**

**June 9, 2022**

**BOARD OF SUPERVISORS CHAMBERS  
44 NORTH SAN JOAQUIN STREET, 6<sup>TH</sup> FLOOR  
STOCKTON, CALIFORNIA**

Chairman Breitenbucher called the meeting to order at 9:03 a.m.

**MEMBERS PRESENT:** Commissioners Johnson, Villapudua, Winn and Chairman Breitenbucher

**MEMBERS ABSENT:** Commissioner Lincoln

**ALTERNATE MEMBERS PRESENT:** Commissioners Diallo (arrived at 9:10 a.m.)

**ALTERNATE MEMBERS ABSENT:** Commissioners Morowit and Patti

**OTHERS PRESENT:** James Glaser, Executive Officer; Rod Attebery, Legal Counsel; and Mitzi Stites, Commission Clerk

### **CONSENT ITEMS**

Chairman Breitenbucher opened the floor for Commissioner Comments

Chairman Breitenbucher opened the floor for Public Comments.

Mr. Bob Benz addressed the Commission regarding AB 361.

Commissioner Johnson stated that the Commission will continue to vote on AB 361 as a precaution as it allows the Commission the flexibility to hold teleconference meetings again.

Chairman Breitenbucher closed Public Comments

A motion was made by Commissioner Johnson and seconded by Commissioner Villapudua to approve the Consent Calendar.

The motion for approval of the Summary Minutes of May 12, 2022 meeting and adoption of Resolution 1476 regarding AB 361 was passed by a unanimous vote of the Commission.

### **PUBLIC HEARING**

#### **3. THE WHISTLER WAY REORGANIZATION TO THE CITY OF STOCKTON (LAFc 13-22)**

*(Action by Regular Members)*

Request to annex approximately 8.78 acres to The City of Stockton

Mr. Glaser, Executive Officer, presented a PowerPoint presentation, which provided a background on the proposal to annex approximately 8.78 acres to the City of Stockton with concurrent detachments from the Lincoln Rural Fire Protection District and the San Joaquin County Resource Conservation District.

This proposed reorganization is located on the northwest corner of the intersection of Lower Sacramento Road and Grider Way in Stockton, allowing for the development of a 100,850 square foot 570-unit personal storage facility with a 1,200 square foot caretakers residential unit.

County Public Works Department did have a request that the annexation boundary include all of Grider Way and include the City owned land adjacent to the right-of-way of Lower Sacramento Road to avoid a City right-of-way within the County. While the Staff concurs that all of Grider Way should be included in the annexation boundary, the suggestion by Public Works to include in the annexation boundary the City owned land adjacent within the right-of-way of Lower Sacramento Road would create an irregular city boundary.

LAFc must follow a definitive boundary that must be either a parcel line or line of assessment. Inclusion of the city-owned parcel would create an irregular boundary east of Lower Sacramento. Inclusion of all of Lower Sacramento would also create a situation where a city-owned street would serve privately developed County property. The parcel is not presently part of the right-of-way. LAFc, therefore, does not support the suggested condition.

It was recommended that the Commission approve Resolution No. 1477 approving the Whistler Way Reorganization to the City of Stockton with concurrent detachments from the Lincoln Rural Fire District and the San Joaquin County Resource Conservation District.

Chairman Breitenbucher opened the floor to Commissioner Comments.

Commissioner Winn inquired if the City has plans to annex the remaining parcel of land in order not to have a County parcel between two City parcels. He understands the plan but would hope that a solution could be found sooner than later. Commissioner Winn stated that projects should not be approved that still have concerns that need to be resolved.

Mike McDowell, Deputy Director of Community Development, City of Stockton, stated that he would commit to talking with the County for a solution.

Mr. Glaser, Executive Officer, stated that the properties to the south are in the City's ten-year plan and when those properties are annexed that will make the boundary continuous.

Chairman Breitenbucher opened the floor to Public Comments.

Trina Turner, resident, stated that she appreciated the way that this project was handled.

Bob Benz, resident, wanted to understand why Rural Fire Districts are still around.

Mr. Glaser, Executive Officer, stated that although the Lincoln Fire Protection District, along with other County Fire Districts contract with Stockton for fire services, they are all managed separately with board members elected by voters in their respective districts. The various fire protection districts cannot be easily consolidated, as they all have different financial structures.

Chairman Breitenbucher closed the floor to Public Comments.

A motion was made by Commissioner Johnson and seconded by Commissioner Villapudua to approve Resolution No. 1477 approving the Whistler Way Reorganization to the City of Stockton with concurrent detachments from the Lincoln Rural Fire District and the San Joaquin County Resource Conservation District.

Roll Call Vote:

Ayes: Commissioners Diallo, Johnson, Villapudua, Winn and Chairman Breitenbucher

Nos: None

Absent: Commissioner Lincoln

#### 4. FINAL BUDGET FOR THE FISCAL YEAR 2022-2023

*(Action by All Members)*

Commission consideration of the Final Budget for Fiscal Year 2022-2023, Work Program and Schedule of Fees.

Mr. James Glaser, Executive Officer, presented an overview of the proposed budget. He stated that the budget anticipates that the cost for staffing and operations will be approximately \$826,819 and that the Commission will transfer \$310,379 from its estimated \$1,305,844 Contingency/Reserve funds to continue agency operations at the end of the FY 2022-2023 if all line items are fully expended.

Mr. Glaser, Executive Officer stated that the County and cities contributions would increase by 5%, \$236,400 (FY 21-22) to \$248,220 (FY 22-23)

Mr. Glaser summarized LAFCo's accomplishments during the fiscal year and outlined next year's work program and recommended changes to the Application Filing Fee Schedule.

Proposed adjustments to the Application Filing Fee Schedule include:

- A 5% increase to the annexation filing fees.
- Increase in Staff hourly fees for unique / complex projects.

The Commission also approved, at the May Meeting, a salary increase for the Executive Officer's position. The final budget reflects those changes.

Mr. Glaser recommended that the Commission approve Resolution No. 1478, adopting the Final Budget for Fiscal Year 2022-2023, Work Program and Schedule of Fees.

Chairman Breitenbucher opened the floor to Commissioner Comments.

No Comments were made.

Chairman Breitenbucher opened the floor to Public Comments.

No comments were made.

Chairman Breitenbucher closed the floor to Public Comments.

A motion was made by Commissioner Villapudua and seconded by Commissioner Winn to approve Resolution No. 1478, adopting the Final Budget for Fiscal Year 2022-2023, Work Program and Schedule of Fees.

Roll Call Vote:

Ayes: Commissioners Diallo, Johnson, Villapudua, Winn and Chairman Breitenbucher

Nos: None

Absent: Commissioner Lincoln, Morowit and Patti

### **PUBLIC COMMENTS**

5. Persons wishing to address the Commission on matters not otherwise on the agenda

No Comments were made.

### **EXECUTIVE OFFICER COMMENTS**

6. Comments from the Executive Officer

James Glaser, Executive Officer, informed the Commission that the next LAFCo meeting will be held on July 14, 2022 and at the time the Manteca Municipal Service Review and Sphere of Influence Plan will be brought before the Commission.

## **COMMISSIONER COMMENTS**

### 7. Comments, Reports, or Questions from the LAFCO Commissioners

Commissioner Johnson inquired about the status of the search of the Executive Officer position.

Rod Attebery, Legal Counsel, stated that the filing period has ended to accept applications. Nine applications have been received and of the nine, Gary Phillips with Bob Murray Associates has suggested that five applicants be considered. The Ad Hoc Committee will hold preliminary interviews within the next few weeks.

Commissioner Winn inquired who would be included in the final interviews.

Rod Attebery, Legal Counsel, stated that once the Ad Hoc Committee finishes the preliminary interviews, the top two or three candidates would interview with the entire Commission in a closed-door session.

Commissioner Johnson welcomed Commissioner Diallo to the Commission and stated that it was nice to see everyone in person again.

Chairman Breitenbucher wished everyone a safe and happy Fourth of July Holiday.

The meeting adjourned at 9:48 a.m. The next LAFCo Meeting will be on July 14, 2021.

**EXECUTIVE OFFICER'S REPORT**

July 14, 2022

TO: LAFCo Commissioners

FROM: James E. Glaser, Executive Officer

SUBJECT: **CITY OF STOCKTON OUT-OF-AGENCY SERVICE REQUESTS**

**Recommendation**

It is recommended that the Commission approve the requests from the City of Stockton to provide out-of-agency sewer service under the Government Code §56133 to the property located at 2343 Moreing Road in Stockton.

**Background**

Government Code Section §56133 states that the Commission may authorize a city or special district to provide new or extended services outside its jurisdictional boundaries but within its sphere of influence in anticipation of a later change of organization and that prior to providing new or extended service, the city or district must first receive approval from LAFCo. The Commission adopted a policy that conditions their approval for out-of-agency service requiring the recordation of an agreement with the landowner consenting to annexation of their property when annexation becomes feasible.

The City of Stockton submitted a request for approval to extend sanitary sewer services to single-family residence outside the city limits but within the City's sphere of influence. A vicinity map is attached showing the location of the out-of-agency request. Connections to City sewer lines are available to the property and the property owner has paid the appropriate connection fees to the City. The request for out-of-agency service are in compliance with the Government Code §56133 and Commission policies. Staff recommends approval of the attached Resolution 1479 approving out-of-agency service.

Attachment: Resolution No. 1479  
Vicinity Map



**Resolution No. 1479**

**BEFORE THE SAN JOAQUIN LOCAL AGENCY FORMATION COMMISSION  
APPROVING AN OUT-OF-AGENCY SANITARY SEWER SERVICE FROM THE  
CITY OF STOCKTON TO 2343 MOREING ROAD IN STOCKTON**

WHEREAS, the above-reference requests have been filed with the Executive Officer of the San Joaquin Local Agency Formation Commission pursuant to §56133 of the California Government Code.

NOW THEREFORE, the San Joaquin Local Agency Formation Commission DOES HEREBY RESOLVE, DETERMINE, AND ORDER as follows:

Section 1. Said out-of-agency service request is hereby approved.

Section 2. The proposal is found to be Categorically Exempt from CEQA.

Section 3. The proposal is subject to the following conditions:

- a. Prior to connection to the city sewer or water, the City of Stockton shall record a covenant and agreement with the property owners to annex to the City of Stockton in a form acceptable to the Executive Officer.
- b. This approval and conditions apply to current and future property owners.

PASSED AND ADOPTED this 14<sup>th</sup> day of July 2022, by the following roll call votes:

AYES:

NOES:

ABSENT:

\_\_\_\_\_  
DAVID BREITENBUCHER, Chairman  
San Joaquin Local Agency  
Formation Commission

Res. No. 1479  
07-14-22



# **LAFCo**

44 NORTH SAN JOAQUIN STREET, SUITE 374 □ STOCKTON, CA 95202

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## **EXECUTIVE OFFICER'S REPORT**

**DATE:** July 14, 2022

**FROM:** Rod Attebery, General Counsel

**SUBJECT:** **Discussion and Possible Action Regarding Meetings of the San Joaquin Agency Formation Commission Under AB 361 Using Teleconference During a Proclaimed State of Emergency**

### **Recommendation**

It is recommended that the Commission approve the attached LAFCo resolution 1465 authorizing Commission to conduct meeting of the San Joaquin Local Agency Formation Commission using teleconferencing pursuant to Government Code 45942 as amended by AB 361 for the period of , July 14, 2022 to August 13, 2022.

### **Background**

On September 16, 2021, Governor Gavin Newsom signed Assembly Bill 361 ("AB 361") into law, amending the Ralph M. Brown Act (Gov. Code, § 54950 *et seq.*) (the "Brown Act"). AB 361 codified certain modified requirements for teleconference meetings held by public agencies, similar to those previously authorized and extended by executive order during the COVID-19 State of Emergency.

AB 361 was introduced to provide a longer-term solution for teleconference meetings during states of emergency, effective until January 1, 2024. AB 361 amends Section 54953 of the Government Code to allow the legislative body of a local agency to meet remotely without complying with the normal teleconference rules for agenda posting, physical location access, or quorum rules. To do so, one of three scenarios must exist, all of which require that the Governor has proclaimed a State of Emergency pursuant to Government Code section 8625:

- A. State or local officials have imposed or recommended measures to promote social distancing;
- B. The agency is holding a meeting for the purpose of determining whether meeting in person would present imminent risks to the health or safety of attendees; or
- C. The agency is holding a meeting and has determined that meeting in person would present imminent risks to the health or safety of attendees.

(Gov. Code, § 54953(e)(1).)

An agency and any committee that is required to comply with the Brown Act, that holds a meeting under either of the three scenarios must continue to post its agenda in the time required by the Brown Act, and ensure that the public is able to address the agency or committee directly through teleconference means. (*Id.* at subd. (e)(2). If a disruption prevents the agency or committee from broadcasting the meeting or receiving public comments in real time, the agency or committee cannot take further action until those functions are restored; any actions taken during such a disruption are subject to legal challenge. (*Id.*)

Assuming the State of Emergency remains in effect, if the San Joaquin Local Agency Formation Commission (“LAFCo” or the “Commission”) or LAFCo committees wish to continue meeting under the modified rules, then the Commission, and each committee that wants to continue to meet using teleconference must each individually adopt an initial resolution within 30 days of the first teleconference meeting, and then must adopt an extension resolution at least every 30 days thereafter. (*Id.* at subd. (e)(3).) The resolutions must contain findings stating that the Commission or committee has reconsidered the circumstances of the State of Emergency and either (1) the State of Emergency continues to directly impact the ability of the members to meet safely in person; or (2) State or local officials continue to impose or recommend measures to promote social distancing. (*Id.*)

Where consecutive regular meetings fall outside the 30-day time frame, the Commission or committee should hold a special “AB 361” remote meeting within the 30-day window simply to reauthorize the AB 361 exceptions. Without the AB 361 exceptions, the Commission or committee will be required to return to normal in-person meetings or provide public access at each remote location under the traditional teleconference rules, as of October 1, 2021. Therefore, if the AB 361 authorization lapses and the Commission or a committee wishes to hold a teleconference meeting, it will be required to post agendas and provide public access at each remote location, identify those locations in the agenda, and maintain a quorum of the Commission within agency boundaries. If a meeting is not held in conformity with AB 361, commissioners may not teleconference from their residences or other locations, which are not open and accessible to the public.

**FISCAL IMPACT:**

None.

Attachment: Resolution 1480

**Resolution No. 1480**

**BEFORE THE SAN JOAQUIN LOCAL AGENCY FORMATION COMMISSION  
AUTHORIZING COMMISSION TO CONDUCT MEETINGS OF THE SAN JOAQUIN  
LOCAL AGENCY FORMATION COMMISSION USING TELECONFERENCING  
PURSUANT TO GOVERNMENT CODE 54953 AS AMENDED BY AB 361 FOR THE  
PERIOD JULY 14, 2022 TO AUGUST 13, 2022**

WHEREAS, the San Joaquin Local Agency Formation Commission (“LAFCo”) is committed to preserving and nurturing public access and participation in meetings of the Commission; and

WHEREAS, all meetings of LAFCo’s legislative bodies are open and public, as required by the Ralph M. Brown Act (Cal. Gov. Code 54950 – 54963), so that any member of the public may attend, participate, and watch LAFCo’s legislative bodies conduct their business; and

WHEREAS, the Brown Act, Government Code section 54953(e), as amended by AB 361 (2021), makes provisions for remote teleconferencing participation in meetings by members of a legislative body, without compliance with the requirements of Government Code section 54953(b)(3), subject to the existence of certain conditions; and

WHEREAS, a required condition is that a state of emergency is declared by the Governor pursuant to Government Code section 8625, proclaiming the existence of conditions of disaster or of extreme peril to the safety of persons and property within the state caused by conditions as described in Government Code section 8558; and

WHEREAS, it is further required that state or local officials have imposed or recommended measures to promote social distancing, or, the legislative body meeting in person would present imminent risks to the health and safety of attendees; and

WHEREAS, on March 4, 2020, the Governor proclaimed a State of Emergency to exist in California as a result of the threat of COVID-19; and

WHEREAS, Cal-OSHA adopted emergency regulations (Section 3205) imposing requirements on California employers, including measures to promote social distancing; and

WHEREAS, an Order of the San Joaquin County Public Health Officer acknowledges that close contact to other persons increases the risk of transmission of COVID-19; and

WHEREAS, currently the dominant strain of COVID-19 in the country, is more transmissible than prior variants of the virus, may cause more severe illness, and that even fully vaccinated individuals can spread the virus to others resulting in rapid and alarming rates of COVID-19 cases and hospitalizations, therefore, meeting in person would present imminent risks to the health or safety of attendees.

NOW, THEREFORE, BE IT RESOLVED, that the San Joaquin Local Agency Formation Commission approves

Section 1. Recitals. The Recitals set forth above are true and correct and are incorporated into this Resolution by this reference.

Section 2. Finding of Imminent Risk to Health or Safety of Attendees. LAFCo does hereby find that the current dominant strain of COVID-19 in the country, is more transmissible than prior variants of the virus, may cause more severe illness, and that even fully vaccinated individuals can spread the virus to others resulting in rapid and alarming rates of COVID-19 cases and hospitalizations has caused, and will continue to cause, conditions of peril to the safety of persons, thereby presenting an imminent risk to health and/or safety to LAFCo's employees and attendees of the Commission's public meetings; and

Section 3. Teleconference Meetings. LAFCo does hereby determine as a result of the State of Emergency proclaimed by the Governor, and the recommended measures to promote social distancing made by State and local officials that the Commission may conduct their meetings without compliance with paragraph (3) of subdivision (b) of Government Code section 54953, as authorized by subdivision (e)(1)(A) and (B) of section 54953, and shall comply with the requirements to provide the public with access to the meetings as prescribed in paragraph (2) of subdivision (e) of section 54953; and

Section 4. Direction to Staff. The Executive Officer and LAFCo staff are hereby authorized and directed to take all actions necessary to carry out the intent and purpose of this Resolution including, conducting open and public meetings in accordance with Government Code section 54953(e) and other applicable provisions of the Brown Act.

Section 5. Effective Date of Resolution. This Resolution shall take effect immediately upon its adoption.

PASSED AND APPROVED this 14th day of July 2022, by the following roll call vote:

AYES:

NOES:

ABSENT:

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DAVID BREITENBUCHER, Chairman  
San Joaquin Local Agency  
Formation Commission

# **LAFCo**

44 SAN JOAQUIN STREET □ SUITE 374 □ STOCKTON, CA 95202 □ 209-468-3198

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## **EXECUTIVE OFFICER'S REPORT**

July 14, 2021

TO: LAFCo Commissioners

FROM: James E. Glaser, Executive Officer

SUBJECT: **Final Municipal Service Review/ Interim Sphere of Influence Plan  
City of Manteca**

### **Recommendation**

It is recommended that the Commission approve the Final Municipal Service Review and Sphere of Influence Update for the City of Manteca. Attached are two separate resolutions for Commission's consideration.

### **Background**

A Municipal Service Review (MSR) is a comprehensive review of an agency intended to obtain information about the agency's ability to provide services. Its purpose is to evaluate the provision of services from a comprehensive perspective and recommend actions, when necessary, to promote the efficient provision of those services. Service reviews are intended to serve as a tool to help LAFCo, the public and other agencies better understand the public service structure and evaluate options for the provision of efficient and effective public services that the agency currently provides. State law requires that LAFCo update Spheres of Influence and prepare a Municipal Service Review in conjunction with that update.

The MSR is required by the Cortese-Knox-Hertzberg Act to have six categories, as defined by the San Joaquin LAFCo "Service Review Policies" December 14, 2012. Each of these categories requires a written determination. The six categories are as follows:

- Growth and Population Projections for the Affected Area
- The Location and Characteristics of any Disadvantage Unincorporated Communities within or Contiguous to the Sphere of Influence
- Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies
- Financial Ability of Agencies to Provide Services
- Status of and Opportunities for Shared Facilities
- Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

In determining a sphere of influence, the Commission is required to consider and make written determinations with respect to the following factors (Government Code Section 56425):

- The Present and Planned Land Uses in the Area, Including Agricultural and Open Space Lands.
- The Present and Probable Need for Public Facilities and Services in the Area
- The Present Capacity of Public Facilities and Adequacy of Public Services that the Agency Provides or is Authorized to Provide
- The Existence of Any Social or Economic Communities of Interest in the Area if the Commission Determines that they are Relevant to the Agency
- The Present and Probable Need for those Public Facilities and Services within any Disadvantaged Unincorporated Communities (DUCs) within the Sphere of Influence

The Sphere of Influence and Municipal Service Review for the City of Manteca was last updated in 2015. The City has undertaken a significant long-range planning effort over the past five years and anticipates that it will culminate in a General Plan Update approval in the 3rd quarter of 2022. LAFCo cannot establish a Sphere of Influence (SOI) that supports land uses not yet approved. Separate from the General Plan Update, the City also has several annexation proposals currently under review with anticipated approvals in the 2nd quarter of 2022. As such, the City desires to review and update their existing SOI with an “Interim SOI” that could be used immediately by LAFCo to consider annexations in the near term (i.e., relying on the current general plan prior to the General Plan Update approval), and then subsequently establish an “Ultimate SOI” once the General Plan Update is approved.

The Interim SOI represents those lands that are ripe for immediate development, which also corresponds to those lands in the existing SOI plus those lands that have pending development applications. The parcels that occur in the existing 30-year planning horizon would remain as such in the Interim SOI.

The Ultimate SOI establishes a 10- and 30-year planning horizon supportive of the anticipated General Plan Update. The General Plan Update was a significant planning process to establish desired land uses and growth patterns over the General Plan’s 30-year planning horizon. Once the General Plan Update is approved, the City will make a subsequent request to LAFCo to establish the Ultimate SOI. This request is not yet ready for consideration, but the City intends to be fully transparent with their future growth plans and the Ultimate SOI reflects this reasonably foreseeable future growth scenario.

### **Growth and Population Projections**

The Manteca General Plan, including the Growth Management Program, provides a framework for future growth within the City and its 10 and 30-year Planning Horizons. The Growth Management Program limits the number of approved residential units to reflect allocation of sewer capacity. Historically this has run at a rate of up to 3.9 percent. Between 1990 and 2000, the City experienced a 1.96 percent annual growth rate; however, the growth increased to 3.8 percent from 2000 to 2010. Over the last decade, the growth rate has dropped back to 2.6 percent annual growth rate. This means that the growth has consistently come in under the 3.9 rate built into the Growth Management Program.

The City’s 2020 population is estimated at 84,800 by the California Department of Finance. The latest population projections for Manteca are 134,248 people by 2035. The current SOI and the 10- and 30-year Planning Horizons will provide for population growth of up 121,441 people if all vacant and underutilized parcels were developed; however, it is not expected that actual population growth will approach this maximum based on the historical trends, population projections, and an unrealistic expectation of full development of vacant and underutilized parcels. Additionally, there are many factors that will ultimately influence the actual population (i.e., job availability, housing



availability/affordability, etc.). Nevertheless, expansion of the existing SOI to include all those areas designated as within the 10- and 30-year Planning Horizons will adequately provide for the projected population growth through 2040. This level of population growth is consistent with the City's General Plan.

### **Fire Protection**

The Manteca Fire Department maintains a goal for the initial company of three firefighters to arrive on scene for fire and emergency medical service (EMS) incidents within five minutes, 90% of the time (Response Effectiveness). Additionally, with the construction of Fire Station No. 5, which began operations on June 10, 2020, the department is able to respond to emergency calls more than 95 percent of the time within five minutes. The construction and staffing of Fire Station No. 5 has allowed the City the ability to achieve the full alarm standard outlined by NFPA 1710 for the first time in the City's History; this will directly affect the ISO rating, enhance service to the citizens of Manteca and improve the department's ability to obtain grants. For the first time in at least three decades, more than 90 percent of Manteca's residents are now within 5 minutes response time of where firefighters are based. The City of Manteca will continue the practice of annexation with detachment from the Lathrop-Manteca Rural Fire District in an effort to provide consistent service to the citizens of Manteca. The Lathrop-Manteca Fire District has historically been one of the more fiscally constrained fire districts in the area.

### **Water Availability**

The City of Manteca General Plan 2040 includes policies and implementation programs related to maintaining an adequate water supply for the City's population. The City currently has an existing groundwater supply capacity of 13,900 acre-feet of water per year. Additionally, the City has a surface water capacity allotment of 11,500 acre-feet of water per year from South San Joaquin Irrigation District under Phase I, although they are not currently using their full allotment. The Phase II allotment would provide 18,500 acre-feet of water per year, although the Phase II allotment is not projected to be needed through 2035 based on population projections. Project allotments are subject to the availability of surface water, which can be affected by drought conditions. An analysis of normal, single-dry years, and multi-dry years shows that there is sufficient capacity of groundwater and Phase I surface water to supply the projected demand in Manteca through 2040.

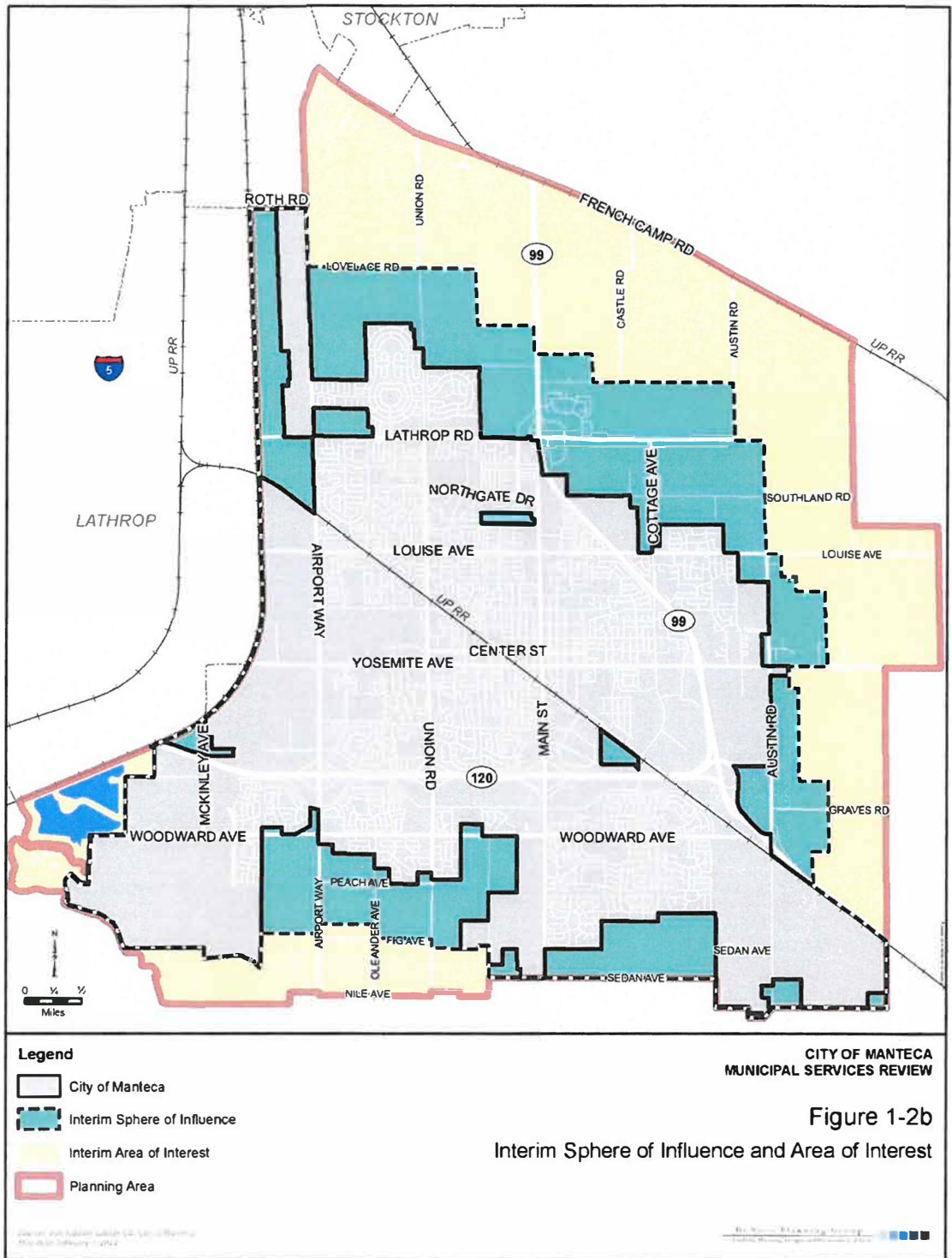
### **Financial Ability**

The City of Manteca expenses are covered through the revenues that they receive from development fees, property taxes, and connection and usage fees. As land is developed within the City and annexed into the City of Manteca from the SOI, these fees and charges apply. The City of Manteca manages their finances on a continual basis, which is reported on an annual basis through the Comprehensive Annual Financial Report and the City Budget. The City's management and reporting of their finances are in accordance with the legal requirements for such. An outside audit is performed to ensure that the legal requirements are met.

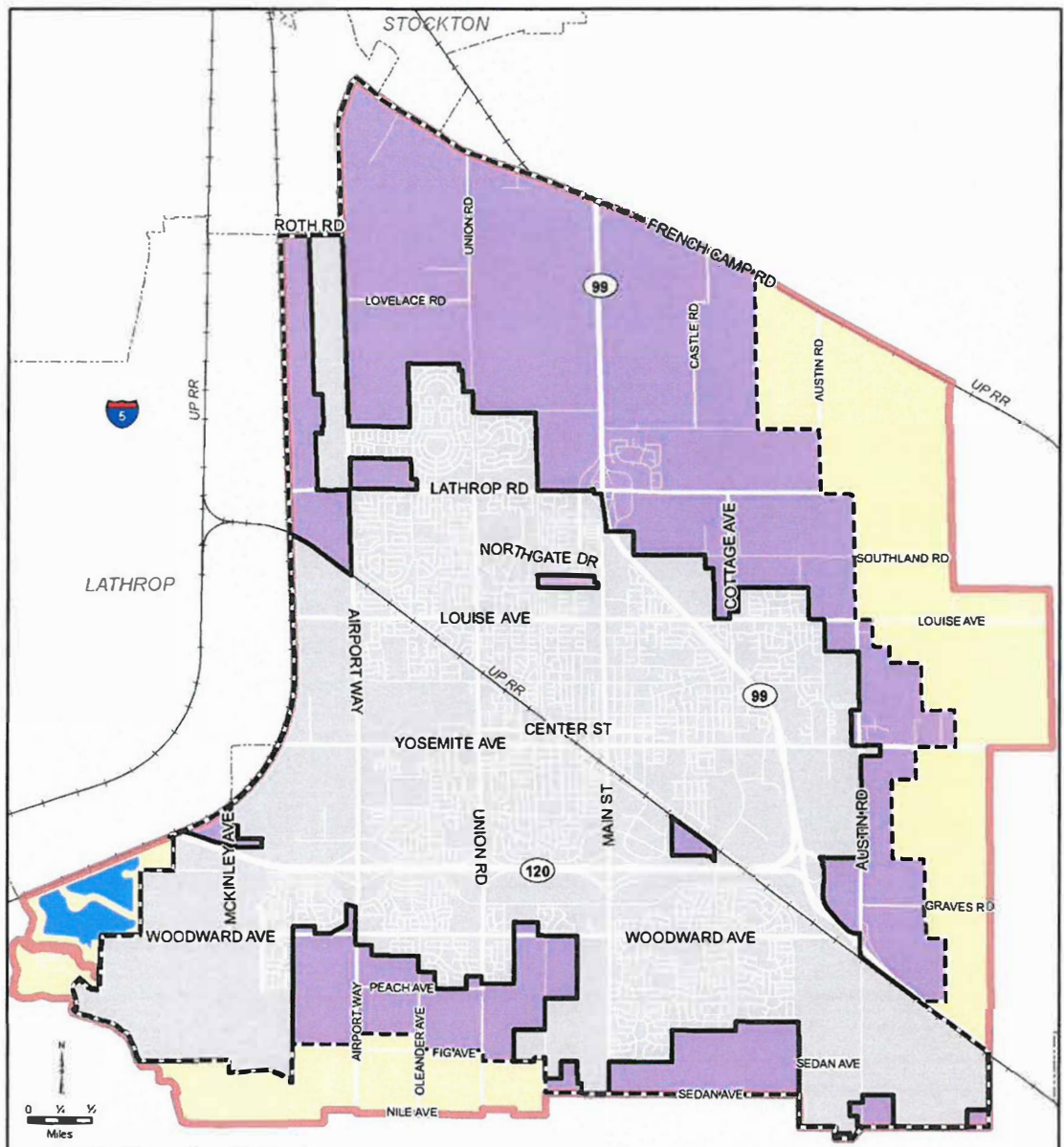
The document has been transmitted to the surrounding jurisdictions and fire protection districts. LAFCo has not yet received any comments.

Attached for Commission's consideration are two separate resolutions.

Attachments: Resolution No. 1481  
Resolution No. 1482  
Interim Sphere of Influence and Area of Interest  
Ultimate Sphere of Influence and Area of Interest  
Draft Municipal Service Review and Sphere of Influence Update dated May 2022



J



- Legend**
- City of Manteca
  - Ultimate Sphere of Influence
  - Interim Area of Interest
  - Planning Area

**CITY OF MANTECA  
MUNICIPAL SERVICES REVIEW**

**Figure 1-2c**  
Ultimate Sphere of Influence and Area of Interest

© 2012 City of Manteca. All rights reserved.  
Map date: February 3, 2012

City of Manteca Planning Group  
A Division of the City of Manteca

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**Resolution No. 1481**

**Before the San Joaquin Local Agency Formation Commission  
Approving the City of Manteca Municipal Service Review**

WHEREAS, Section 56430 of the Government Code requires the Commission to conduct a service review of the municipal services provided in the county or other appropriate area designated by the Commission; and

WHEREAS, the Commission must prepare a written statement of its determinations with respect to six specific topics; and

WHEREAS, the Commission held a public hearing on the proposed Municipal Service Review on July 14, 2022 in the Board of Supervisors Chambers, 44 North San Joaquin Street, Stockton, California, pursuant to notice of hearing which was posted, and published in accordance with State Law; and

WHEREAS, at said hearing the Commission heard and received evidence, both oral and written regarding the Municipal Service Review, and all persons present were given an opportunity to be heard; and

WHEREAS, this Commission has duly considered the City of Manteca Municipal Service Review dated May 2022; and

NOW, THEREFORE, the San Joaquin Local Agency Formation Commission DOES HEREBY RESOLVE, DETERMINE, AND ORDER as follows:

Section 1. Certifies that the proposal is found to be exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15262 of the CEQA Guidelines.

Section 2. The determinations required by Section 56430 of the Government Code have been made within the final Municipal Service Review dated May 2022 and are incorporated herein by reference.

Section 3. The City of Manteca Municipal Service Review is hereby approved.

Section 4. The Executive Officer is hereby authorized and directed to distribute copies of the adopted Municipal Service Review and this Resolution to affected agencies and interested parties.

PASSED AND ADOPTED this 14<sup>th</sup> day of July 2022 by the following roll call votes:

AYES:

NOES:

---

DAVID BREITENBUCHER, Chairman  
San Joaquin Local Agency  
Formation Commission

**Resolution No. 1482**

**Before the San Joaquin Local Agency Formation Commission  
Approving the City of Manteca Interim Sphere of Influence Update**

WHEREAS, Section 56425 of the Government Code requires the Commission to review and update each Sphere of Influence every five years; and

WHEREAS, Section 56076 of the Government Code provides that “Sphere of Influence” means a plan for the probable physical boundaries and service area of a local governmental agency; and

WHEREAS, the Commission must prepare written statements of its determinations with respect to five specific factors; and

WHEREAS, a Municipal Service Review in compliance with Section 56430 of the Government Code has been prepared in conjunction with this Interim Sphere of Influence Update; and

WHEREAS, the Commission held a public hearing on the Sphere of Influence Update on July 14, 2022 in the Board of Supervisors Chamber, 44 North San Joaquin Street, 6<sup>th</sup> Floor, Stockton California, pursuant to notice of hearing which was posted and published in accordance with State Law; and

WHEREAS, at said hearing the Commission heard and received evidence, both oral and written regarding the Sphere of Influence update, and all persons present were given an opportunity to be heard; and

WHEREAS, this Commission has duly considered the City of Manteca Interim Sphere of Influence Update; and

NOW, THEREFORE, the San Joaquin Local Agency Formation Commission DOES HEREBY RESOLVE, DETERMINE, AND ORDER as follows:

Section 1. Certifies that, as a Responsible Agency, the Commission has independently reviewed and considered City of Manteca’s conclusion that the General Plan EIR and subsequent project specific CEQA documents prepared for General Plan amendments provides sufficient environmental analysis for the Interim Sphere of Influence Update.

Section 2. The determinations required by Section 56428 of the Government Code have been made and are within the Sphere of Influence Update and are incorporated herein by reference.

Section 3. The City of Manteca Interim Sphere of Influence Update is hereby approved and is depicted in Exhibit A, attached.

Section 4. The Executive Officer is hereby authorized and directed to distribute copies of the adopted Sphere of Influence Update and this resolution to affected agencies and interested parties.

PASSED AND ADOPTED this 14<sup>th</sup> day of July 2022 by the following roll call votes:

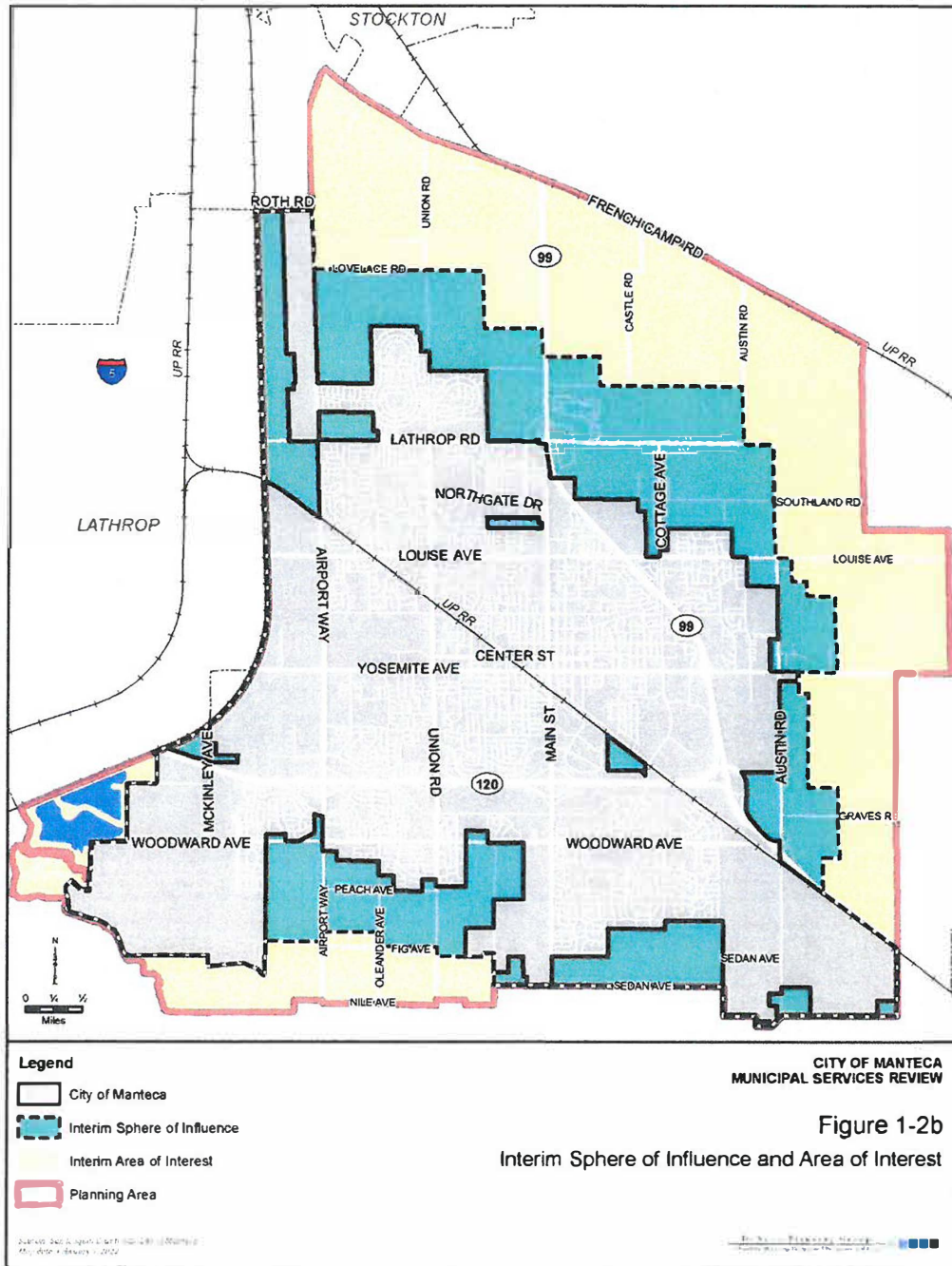
AYES:

NOES:

---

DAVID BREITENBUCHER, Chair  
San Joaquin Local Agency  
Formation Commission

# Exhibit A





# MANTECA MUNICIPAL SERVICES REVIEW

MAY 2022

*Prepared for:*

City of Manteca  
Community Development Department  
1001 West Center Street  
Manteca, CA 95337  
(209) 456-8511

*Prepared by:*

De Novo Planning Group  
1020 Suncastr Lane, Suite 106  
El Dorado Hills, CA 95762  
(916) 580-9818

D e N o v o P l a n n i n g G r o u p

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A Land Use Planning, Design, and Environmental Firm



# MANTECA MUNICIPAL SERVICES REVIEW

MAY 2022

*Prepared for:*

City of Manteca  
Community Development Department  
1001 West Center Street  
Manteca, CA 95337  
(209) 456-8511

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## EXECUTIVE SUMMARY

This Municipal Services Review (MSR) and Sphere of Influence (SOI) Update are being prepared for the San Joaquin Local Agency Formation Commission (LAFCo) by the City of Manteca in compliance with the 2000 Cortese-Knox-Hertzberg Act. LAFCo requires that an MSR be updated no later than every five years. The City last updated the MSR in 2015. As such, the City currently does not have a valid MSR, and absent a valid MSR, LAFCo is not able to review spheres and annexations.

The City has undertaken a significant long-range planning effort over the past five years and anticipates that it will culminate in a General Plan Update approval in the 3<sup>rd</sup> quarter of 2022. There is a possibility that approval is delayed beyond the 3<sup>rd</sup> quarter. LAFCo cannot establish an SOI that supports land uses not yet approved; however, the City would be remiss to ignore the planned growth reflected in the General Plan Update. Separate from the General Plan Update, the City also has several annexation proposals currently under review with anticipated approvals in the 1<sup>st</sup> and 2<sup>nd</sup> quarters of 2022. As such, the City desires to review and update their existing SOI with an “Interim SOI” that could be used immediately by LAFCo to consider annexations in the near term (i.e., relying on the current general plan prior to the General Plan Update approval), and then subsequently establish an “Ultimate SOI” once the General Plan Update is approved.

The Interim SOI represents those lands that are ripe for development immediately, which also corresponds to those lands in the existing SOI plus those lands that have pending development applications. The parcels that occur in the existing 30-year planning horizon would remain as such in the Interim SOI.

The Ultimate SOI establishes a 10- and 30-year planning horizon supportive of the anticipated General Plan Update. As mentioned, the General Plan Update was a significant planning process to establish desired land uses and growth patterns over the General Plan’s 30-year planning horizon. Once the General Plan Update is approved, the City will make a subsequent request to LAFCo to establish the Ultimate SOI. This request is not yet ready for consideration, but the City intends to be fully transparent with their future growth plans and the Ultimate SOI reflects this reasonably foreseeable future growth scenario.

This MSR reviews the City’s ability to provide services to residents and businesses within its existing boundaries as well as the future residents and businesses over the near-term and long-term planning horizons. The MSR reviews six categories, each providing a written determination in accordance with the San Joaquin LAFCo “Service Review Policies” December 14, 2012.

### DETERMINATIONS

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

**Sphere of Influence Plan**

The following factors affirm the City’s ability to provide adequate services to existing and future populations within the existing SOI and proposed Interim and Ultimate SOI.

A. PRESENT AND PLANNED LAND USES

Land within the city limits is mostly built out with some large vacant parcels within the sphere of influence as well as a number of smaller vacant and underutilized parcels within the city limits. The majority of the parcels outside the city limits and within the sphere of influence are designated for urban development, with the exception of several agricultural parcels in the southwest and northeast part of the sphere of influence that are designated Agriculture and are under a Williamson Act contract. Some of the agricultural and open space parcels in the southwestern part are on land owned by the City of Manteca and currently associated with their Water Quality Control Facility for spray fields. This land will remain under its agricultural or open space use designation and serve as a spray field for the foreseeable future. The City has also contemplated using this land for habitat mitigation in the past, although no such proposal is currently being processed.

Present and planned land uses as specified in the General Plan are appropriate for serving existing and future residents of Manteca. The City of Manteca 2040 General Plan includes goals, policies, and implementing programs that address growth, development, and conservation of open space. Planned land uses in the Manteca 2040 General Plan include Very Low Density Residential, Low Density Residential, Medium Density Residential, High Density Residential, Commercial, Commercial Mixed Use, Downtown, Business Industrial Park, Business Professional, Industrial, Open Space, Park, Public/Quasi-Public, Agriculture, and Agricultural Industrial.

B. PRESENT AND PROBABLE NEED FOR PUBLIC FACILITIES AND SERVICES

The ability of the City of Manteca to provide services has been explored in the Municipal Services Review and has been found to provide adequate services to meet the needs of the existing population. Services provided by the City include fire, police, water, wastewater, and stormwater drainage. The City also provides public facilities including transportation, libraries, and recreational facilities. New development within the SOI will lead to population growth and the need for additional service provision. The expanded tax base that results from new development, as well as the development of residential Community Facilities Districts, will provide funding for these services. Development and connection fees will address the capital costs and user charges will address the operating expenses of new development. Special capital projects such as additions to the Wastewater Quality Control Facility will require a public debt instrument in addition to the foregoing. All fees and charges are currently under review by the City. General Plan policies are in place to ensure adequate service provision for current and future populations.

C. PRESENT CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES

Existing public facilities and services are adequate for serving the needs of Manteca’s population. Manteca’s Fire Department has staffed Station #5, which will effectively serve the three areas proposed to be added to the SOI. Manteca’s Police Department has adequate staff and facilities.

The City's water supply, wastewater and storm drainage services meet the needs of current population, and are being updated and expanded to meet the needs of future populations. The determinations included in Chapter 4 of this MSR show that public facilities and services are adequate to meet the needs of the current population, and are being improved over time and specific timeframes have been established to meet future population levels.

#### D. SOCIAL AND ECONOMIC COMMUNITIES OF INTEREST

The existing SOI includes the areas to the north, east, and south of the City that is primarily planned for low-density residential, very low-density residential, industrial and agricultural in the future (see **Figure 1-2a**). Development trends since the adoption of the existing General Plan, including interchange improvements to the State Route 99, have caused much of the existing SOI to develop. Just outside of the 10-year and 30-year planning horizon area, is an area designated as an "Area of Interest" by the City, accounting for this area's historic agricultural relationship to the City. The area has numerous agricultural properties under Williamson Act protection (see **Figure 1-4a and 4b**). Some agricultural land in the 30-year planning horizon in the southern part of the existing SOI is designated for Agricultural uses, and has a Williamson Act contract. These parcels are not ripe for development, and are being moved to the Area of Interest under the Interim and Ultimate SOI.

#### MUNICIPAL SERVICE REVIEW DETERMINATIONS

##### **Growth and Population Projections**

The Manteca General Plan, including the Growth Management Program discussed above, provides a framework for future growth within the City and its 10 and 30-year Planning Horizons. The Growth Management Program limits the number of approved residential units to reflect allocation of sewer capacity. Historically this has run at a rate of up to 3.9 percent. Between 1990 and 2000, the City experienced a 1.96 percent annual growth rate; however, the growth increased to 3.8 percent from 2000 to 2010. Over the last decade the growth rate has dropped back to 2.6 percent annual growth rate. This means that the growth has consistently come in under the 3.9 rate built into the Growth Management Program.

The City's 2020 population is estimated at 84,800 by the California Department of Finance. The latest population projections for Manteca are 134,248 people by 2035. The current SOI and the 10 and 30-year Planning Horizons will provide for population growth of up to 121,441 people if all vacant and underutilized parcels were developed; however, it is not expected that actual population growth will approach this maximum based on the historical trends, population projections, and an unrealistic expectation of full development of vacant and underutilized parcels. Additionally, there are many factors that will ultimately influence the actual population (i.e., job availability, housing availability/affordability, etc.). Nevertheless, expansion of the existing SOI to include all those areas designated as within the 10 and 30-year Planning Horizons will adequately provide for the projected population growth through 2040. This level of population growth is consistent with the City's General Plan. The City's ability to provide adequate service to new developments will be ensured prior to approval of new developments, in accordance with existing City policies. This will require

new projects to fund public facilities through the Public Facilities Implementation Program and through direct construction of improvements needed to serve their project.

### **Disadvantage Unincorporated Communities**

SB 244 requires the identification and description of all “disadvantaged unincorporated communities” located within or contiguous to the existing spheres of influence of cities and special districts that provide fire protection, sewer, and/or water services. Disadvantaged unincorporated communities are defined as inhabited unincorporated areas with an annual median household income that is 80% or less than the statewide annual median household income. The identified disadvantaged unincorporated communities are required to be addressed by LAFCO when:

- Considering a city annexation proposal involving 10 or more acres with an existing disadvantaged unincorporated community located contiguous to the proposal area; and
- Approving sphere of influence and municipal service review determinations associated with the update or establishment of spheres of influence for local agencies subject to SB 244 requirements.

SB 244 became effective on January 1, 2012, and included specific requirements for LAFCO that began on July 1, 2012.

The City of Manteca has reviewed all the census tract data for area within the SOI. There are no Disadvantaged Unincorporated Communities that are reflected within this data. Because there are no Disadvantaged Unincorporated Communities this topic is not discussed in more detail in the MSR.

### **Infrastructure Needs and Deficiencies**

#### **A. FIRE PROTECTION DETERMINATIONS**

The City of Manteca General Plan 2040 includes policies and implementation measures that would allow for the Department to continue providing adequate facilities and staffing levels. The Manteca Fire Department maintains a goal for the initial company of three firefighters to arrive on scene for fire and emergency medical service (EMS) incidents within five minutes 90% of the time (Response Effectiveness). Additionally, with the construction of Fire Station No. 5, which began operations on June 10, 2020, the department is able to respond to emergency calls more than 95 percent of the time within five minutes. The construction and staffing of Fire Station No. 5 has allowed the City the ability to achieve the full alarm standard outlined by NFPA 1710 for the first time in the City’s History; this will directly affect the ISO rating, enhance service to the citizens of Manteca and improve the department’s ability to obtain grants. For the first time in at least three decades, more than 90 percent of Manteca’s residents are now within 5 minutes response time of where firefighters are based. The City of Manteca will continue the practice of annexation with detachment from the Lathrop-Manteca Rural Fire District in an effort to provide consistent service to the citizens of Manteca. The Lathrop-Manteca Fire District has historically been one of the more fiscally constrained fire districts in the area.

The City recognizes expansion through annexations can create financial and service impacts on the Fire Districts. Consequently, the City will enter into agreements with the Districts prior to annexation

to keep the same revenue (not increment) going to the districts. Preferably, a sum equal to the current tax revenue received by the fire district at time of annexation, multiplied by ten years, will be paid in a lump sum to the district. The lump sum payment shall be paid by the developer prior to the issuance of the first building permit in the annexed area. The City will continue having a regular dialogue with the Fire Districts in an effort to create efficiencies and better serve the community. Alternatively, LAFCo may determine an appropriate temporary mitigation for the adverse effects of detachment upon other service providers and impose an appropriate temporary mitigation within its powers. Every five years LAFCo will conduct Service Reviews and evaluate the financial ability of the districts to provide service and shall evaluate the continued necessity of the temporary mitigation fee in light of other governmental alternatives including but not limited to contract for services and other reorganization/consolidation options.

The FY 2021-2022 budget for the Manteca Fire Department is \$15,747,498. The need for additional firefighters in the future will be addressed as warranted. The need for additional firefighters in the future will be addressed as warranted.

#### B. LAW ENFORCEMENT DETERMINATIONS

The City of Manteca General Plan 2040 includes policies and implementation measures that would allow for the Department to continue providing adequate staffing levels. The department classifies calls for service as priority 1, priority 2 or priority 3. Priority 1 calls are calls where a threat is posed to life or a crime of violence. Priority 2 calls are calls for service where there is an urgency or suspicious behavior. Priority 3 calls are calls for service where no emergency or serious problem is involved. There were roughly the same number of Priority 1 calls in 2019 and 2020: 187 and 202, respectively. Additionally, there were approximately 1,811 Priority 2 calls in 2019 compared with 1,301 in 2020, and there were 2,267 Priority 3 calls in 2019 compared with 1,568 in 2020.

The Manteca Police Department defines offences for statistical purposes using the Uniform Crime Reporting Code of California. Crimes are classified as Part 1 or Part 2 offences, depending on the priority of the crime. In 2021, 1,462 Part 1 offences, which include homicide, rape, robbery, aggravated assault, commercial & residential burglary, auto-burglary, arson and other felonies were reported. Grand Theft and Other Felonies are the most common Part 1 crimes in Manteca, in 2021. Between 2020 and 2021, Part 1 offences in Manteca increased 5.79% percent. In 2021, 3,877 Part 2 offenses, which include offenses such as misdemeanor thefts, fraud, drug and alcohol abuse, and non-aggravated assault, were reported. Unclassified misdemeanors were the most common Part 2 offense, followed by misdemeanor theft. Total Part 2 offenses increased from 3,322 incidents in 2020 to 3,877 incidents in 2021.

Staffing levels are assessed by the City on an annual basis, based on a variety of factors including response times for the three priorities listed above. The City currently has 75 sworn officers. With a population of 84,800, that equates to a staffing level of 84 officers per 1000 residents. Additional officers are planned to be hired, as the City population grows.

The FY 2021-2022 budget for the Police Department is \$24,166,565, which is sufficient to cover the current staffing levels. The need for additional personnel in the future will be addressed by the Chief

of Police, the City Manager, and the City Council as response times are reassessed annually and as budget allows.

#### C. WATER SUPPLY AND TREATMENT DETERMINATIONS

The City of Manteca General Plan 2040 includes policies and implementation programs related to maintaining an adequate water supply for the City's population. The City currently has an existing groundwater supply capacity of 13,900 acre-feet of water per year. Additionally, the City has a surface water capacity allotment of 11,500 acre-feet of water per year from SSJID under Phase I, although they are not currently using their full allotment. The Phase II allotment would be 18,500 acre-feet of water per year, although the Phase II allotment is not projected to be needed through 2035 based on population projections. Project allotments are subject to the availability of surface water, which can be affected by drought conditions. An analysis of normal, single-dry years, and multi-dry years shows that there is sufficient capacity of groundwater and Phase I surface water to supply the projected demand in Manteca through 2040.

The City intends to upgrade and maintain the City water system via a program of improvements, including treatment of wells for arsenic, and infrastructure. The infrastructure improvements would include: replacement of deteriorating pipelines, relocation of meters from back lots to front lots to allow abandonment of existing 4-inch and smaller water mains, installation of 12-inch and larger transmission mains for hydraulic improvements. Also planned are 12-inch main extensions, water storage facilities, booster pump stations, groundwater wells and groundwater treatment plants.

The Water Operations and Maintenance Fund and the Water Capital Improvement Fund pay for the water system upgrades and maintenance. Revenues for these two funds are generated from the City's water rates. Water rates are reviewed and updated as needed every five years to assure adequate funds are available for required water system upgrades and maintenance. Expansions to the system to serve new development are funded by developer impact fees through the Public Facilities Improvement Program (PFIP).

#### D. WASTEWATER COLLECTION AND TREATMENT DETERMINATIONS

The 2040 Manteca General Plan addresses wastewater treatment through various policies and implementation programs. The Wastewater Master Plan projects a capacity requirement of 27 mgd ADWF at buildout for the WQCF. Expansion of the WQCF to buildout will occur in two phases, which will increase the ADWF capacity to 17.5 mgd, then to 27 mgd. The overall collection sewer strategy will consist of a combination trunk sewer gravity collection system with pump or lift stations located along the alignment to convey wastewater to an influent pump station located at the City Wastewater Quality Control Facility (WQCF). The North Manteca Collection Strategy (NMCS) and South Manteca Collection Strategy (SMCS) will collect flow from areas where future growth is expected, including the three areas that would be added to the SOI. The Central Manteca Collection Strategy (CMCS) will connect the existing collection system to the NMCS.

Cost for construction of the North Manteca Collection Strategy (NMCS), South Manteca Collection Strategy (SMCS), and Central Manteca Collection Strategy (CMCS) are presented in the Capital



Improvement Program portion of the *City of Manteca 2012 Wastewater Collection System Master Plan Update* (2013) and are intended to provide the City with information in updating Public Facilities Improvement Program (PFIP) fees and capital improvement projects. The total project costs for the three strategies are identified in the PFIP at \$54,936,000. The City evaluates the Public Facilities Improvements Plan (PFIP) fee structure on a continuous basis to assure that sufficient funds are generated from developments to pay for the various public improvements needed to provide wastewater treatment and collection services for the existing and increased population and commercial activities.

#### E. STORMWATER DRAINAGE DETERMINATIONS

The General Plan 2040 addresses stormwater drainage through policies and implementation measures. The capital improvement program (CIP) contained in the City of Manteca Storm Drain Master Plan (2013) prioritizes the drainage improvements in order of greatest need. Group 1 improvements are needed immediately to either solve serious existing deficiencies or to support pending development projects. Groups 2 and 3 improvements follow in order of importance to remedy any remaining existing deficiencies or to serve demands that are 5 years or more in the future. The CIP also provides construction cost estimates for the various improvements. The improvements and their estimated construction costs are identified in the 2013 Public Facilities Implementation Plan (PFIP) at \$15,055,000. The City evaluates the PFIP fee structure on a continuous basis to assure that sufficient funds are generated from developments to pay for the various public improvements needed to serve the increased population and commercial activities.

The storm drainage improvements serving future growth are consistent with the City's PFIP. The PFIP Program includes all water, wastewater, storm drainage, and transportation facilities required to meet the City's targets for Level of Service. The PFIP ensures that infrastructure required for growth is constructed in a timely manner and financed in a way that equitably divides financial responsibility in proportion to the demands placed on new facilities. The full PFIP resides in a document separate from the 2013 SDMP, and persons interested in learning more about the PFIP should contact the City.

#### **Financial Ability of Agencies to Provide Services**

The City of Manteca expenses are covered through the revenues that they receive from development fees, property taxes, and connection and usage fees. As land is developed within the City and annexed into the City of Manteca from the SOI, these fees and charges apply. The City of Manteca manages their finances on a continual basis, which is reported on an annual basis through the Comprehensive Annual Financial Report and the City Budget. The City's management and reporting of their finances are in accordance with the legal requirements for such. An outside audit is performed to ensure that the legal requirements are met.

The General Plan includes policies and implementation measures that require new development to pay its fair share to offset capital costs for public facilities and services. Moreover, Goal CF-1.7 in the General Plan's Community Facilities Element states that improvements and services required to serve development will not place an economic burden on existing residents of the City. Development will pay a fair share of all costs of required public infrastructure and services. The City reviews their

fees and user charges on an annual basis to determine the correct level of adjustment required to pay for adequate services and to reverse any deficits and assure funding for needed infrastructure going forward.

The City's has budgeted for current and future expenses, debts, and revenues. The City's financial statements shows that they are fiscally sound. The City will continue to manage and report their financial condition on an annual basis, which will include adjustments as necessary.

### **Opportunities for Shared Facilities**

The City of Manteca has multiple planning processes in place to assess whether levels of service provided are adequate to accommodate new growth, including the existing City of Manteca General Plan and the proposed General Plan 2040, its annual budgeting process, master planning processes for water supply and distribution, wastewater and sewer systems, as well as fire protection and law enforcement services. It is through these processes that the City will continue to monitor and assess whether future opportunities for shared facilities will improve levels of service in a cost-effective manner.

### **Government Structure Options**

Since the City of Manteca is an incorporated city, the City Council will make final decisions concerning future fee structures and provisions of service. As discussed in previous chapters, the City of Manteca reviews its fee structures for public services, including fire protection, law enforcement, water, sewer, and storm drainage on annual basis. The City of Manteca General Plan 2040 also has numerous goals, objectives, policies and actions to ensure that adequate services are provided in a cost-effective manner to accommodate new growth.

The governmental structure of City of Manteca, and its ability to provide services, is not expected to be adversely affected from the anticipated growth within the SOI. Mechanisms are in place within City departments to effectively provide for public participation in the planning and development process to address growth within the SOI. The City will continue to work with service providers to address efficient and cost-effective public facilities and services.

The City's use of its budget process and long-range infrastructure planning processes ensure that it is able to provide directly, and through contracts, adequate levels of service in a cost-effective manner within its service areas. The City has demonstrated the ability to work with other service providers and districts to ensure that adequate services are provided in a cost-effective manner. The City has made efforts to ensure that there is an effective government structure for the provision of fire and police protection, water supply, wastewater treatment, and storm drainage facilities. This demonstrates the City's foresight to plan for future service needs as City boundaries expand with each annexation. No significant barriers are expected in regards to government structure during the 10 and 30-Year Planning Horizons.

## INTRODUCTION

The City of Manteca prepared this Municipal Service Review (MSR) and Sphere of Influence (SOI) Plan for the San Joaquin County Local Agency Formation Commission (LAFCo) in compliance with the 2000 Cortese-Knox-Hertzberg Act (CKH Act) (Government Code 56000 et seq.). The need for the MSR and SOI is spurred by the expiration of the City's 2015 MSR, as well as a comprehensive update to the City's General Plan.

According to the CKH Act, the LAFCo's purpose is as follows:

- Promote orderly growth and urban development;
- Promote cooperative planning efforts among cities, the county, and special districts to address concerns regarding land use and development standards, premature conversion of agriculture and open space lands, efficient provision of services, and discouragement of urban sprawl;
- Serve as a master plan for future local government reorganization by providing long-range guidelines for efficient provision of public services; and
- Guide consideration of proposals and studies for changes of organization or reorganization.

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

San Joaquin LAFCo policies state that it must adopt an SOI for all cities in San Joaquin County and all LAFCo actions must be consistent with the SOI. An SOI is defined in Section 56425 of the Government Code as "a plan for the probable physical boundary and service area of a local agency or municipality." The SOI is the area around the city where LAFCo expects development could occur and require services. The CKH Act requires that a MSR be conducted prior to or, in conjunction with, the update of an SOI.

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

San Joaquin LAFCo's procedural guidelines for determining the SOI requires documentation of the City's ability to meet the requirements of the CKH. The SOI Plan, along with the MSR, and the 2040 General Plan, provide the basis for establishing the City of Manteca's SOI.

## 1.0 INTRODUCTION

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### A. SAN JOAQUIN LAFCO'S SERVICES REVIEW POLICIES

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

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

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

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

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

**Determination 3: Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.**

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

**Determination 4: Financial ability of agencies to provide service.**

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

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

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

accommodating the facility needs of adjacent agencies. Options for planning for future shared facilities and services must also be considered.

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

The MSR will consider the advantages and disadvantages of various government structures that could provide public services. San Joaquin LAFCo encourages local agencies to use service reviews to determine whether initiation of proceedings for changes of organization and reorganization, including spheres of influence, would be in order and in the best interests of the agency and the community it serves. LAFCo will examine efficiencies that could be gained through: (1) functional reorganizations within existing agencies; (2) amending or updating spheres of influence; (3) annexations or detachments from cities or special districts; (4) formation of new special districts; (5) special district dissolutions; (6) mergers or special districts with cities; (7) establishment of subsidiary districts; or (8) any additional reorganization options found in the LAFCo statute.

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

**B. SPHERE OF INFLUENCE POLICIES AND PROCEDURES**

The San Joaquin Local Agency Formation Commission is required to adopt an SOI for each local governmental agency within its jurisdiction. An SOI is defined as a “plan for the probable physical boundaries and service area of a local agency as determined by the Commission” (Government Code Section 56076).

An SOI is primarily a planning tool that provides guidance in reviewing individual proposals. Inclusion within an agency’s SOI does not indicate that an affected area automatically will be annexed; an adopted sphere of influence is only one of several factors that LAFCo must consider in reviewing individual proposals (Government Code Section 56668). San Joaquin LAFCo uses SOIs to:

1. Promote orderly growth and urban development.
2. Promote cooperative planning efforts among cities, the county and special districts to address concerns regarding land use and development standards, premature conversion of agriculture and open space lands, efficient provision of services, and discouragement of urban sprawl.
3. Serve as a master plan for future local government reorganization by providing long range guidelines for efficient provision of public services.
4. Guide consideration of proposals and studies for changes of organization or reorganization.
5. For cities and special districts that provide public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services within any disadvantaged unincorporated communities (DUCs) within the sphere of influence.

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While LAFCo encourages the participation and cooperation of the subject agencies, SOI Plans are a LAFCo responsibility and the Commission is the sole authority as to the sufficiency of the documentation and the SOI Plan's consistency with law and LAFCo policy.

### **LAFCo Procedural Guidelines for Determining Spheres of Influence**

**Timeframe:** Territory that is currently receiving services from a local agency, or territory that is projected to need a local agency's services within a 0 to 30-year timeframe may be considered for inclusion within an agency SOI. "Sphere horizons" or planning increments should depict the agency's logical boundary at a time period of between 5 and 10 years and at the end of the 30-year time period.

**Consistency Required:** Territory will not be considered for inclusion within a City's SOI unless the area is included within the City's General Plan Land Use Element. The adopted SOI shall also consider City and County General Plans, growth management policies, annexation policies, resource management policies, and any other policies related to ultimate boundary area of an affected agency unless those plan or policies conflict with the legislative intent of the Cortese-Knox-Hertzberg Act (Government Code Section 56000 et seq.). Where inconsistencies between Plans exist, LAFCo shall rely upon that Plan which most closely follows the legislature's directive to discourage urban sprawl and encourage the orderly formation and development of local governmental agencies based upon local conditions and circumstances.

**General Plan Approach:** LAFCo would prefer an SOI proposal where the City has adopted General Plan policies, implementing ordinances and programs that address: smart growth principles; infill and redevelopment strategies to minimize conversion of open space/agricultural land; mixed use and increased densities; job development centers; community buffers; and habitat, agriculture and open space preservation strategies.

**Open Space and Rural Lands:** Territory not in need of urban services, including open space, agriculture, recreational, rural lands, or residential rural areas shall not be assigned to an agency's SOI unless the area's exclusion would impede the planned, orderly and efficient development of the area. Open space and agriculturally designated lands as designated by the applying agency may be considered for inclusion within a sphere if the agency can demonstrate that a preservation plan can effectively preserve such lands within the agency's SOI.

**Community Separators:** SOI boundaries shall, to the extent feasible, maintain a separation between existing communities to protect open space and agricultural lands and the identity of an individual community.

**Regional Housing Needs:** The SOI plans for cities should consider the agency's policies and approaches to meet its fair share of regional housing needs.

**Districts and Cities:** LAFCo shall encourage districts and cities to develop plans for the orderly detachment, merger/dissolution of a district when districts have significant territory within a proposed city's SOI.

**Types of Spheres:** In addition to a traditional sphere, the following other types of spheres may be considered by the Commission:

- a. A special district that provides services, which ultimately will be provided by another agency, will be assigned a zero sphere.
- b. If additional information is necessary to determine a sphere boundary, but is currently unavailable, a partial sphere may be approved and a special study area may be designated.
- c. A local agency may be allocated a coterminous sphere if there is no anticipated need for the agency’s services outside its existing boundaries, or if there is insufficient information to support inclusion of areas outside the agency’s boundaries in the SOI.

**Sphere Hierarchy:** Where an area could be assigned to the SOI of more than one agency providing needed service, the following hierarchy shall apply dependent upon ability to serve, unless an agency or district has specialized capacity to provide such service:

- a. Inclusion within a municipality SOI.
- b. Inclusion within a multipurpose district SOI.
- c. Inclusion within a single-purpose district SOI.

**Areas of Interest:** LAFCo may, at its discretion, designate a geographic area beyond the SOI as an Area of Interest to any local agency.

- a. Areas of Interest is a geographic area beyond the SOI in which land use decisions or other governmental actions of one local agency (the “Acting Agency”) impact directly or indirectly upon another local agency (“the Concerned Agency”).
- b. Within each Area of Interest there is to be no more than one city.
- c. LAFCo will notify any Concerned Agency when LAFCo receives notice of a proposal of another agency in the Area of Interest and will give great weight to its comments.
- d. LAFCo encourages agencies to provide advance notice to other agencies of any action or project being considered within the Area of Interest and commit to considering any comments made by the other agency. Agencies may formalize agreements through Memorandums of Understanding (M.O.U.s.)

**Adoption and Revision:** LAFCo will adopt a SOI after a public hearing and pursuant to the procedures set forth in Section 56427 of the Cortese Knox-Hertzberg Act. Sphere actions are subject to the provisions of the California Environmental Quality Act. A SOI shall be updated every five years or more often if deemed necessary by the Commission. Whenever possible, city sphere updates shall be scheduled to coincide with City General Plan updates.

C. REQUIREMENTS FOR A SPHERE OF INFLUENCE PLAN

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The SOI Plan for each governmental agency within San Joaquin LAFCo jurisdiction shall contain each of the following:

- 1. Present and planned land uses in the area including agricultural and open space lands.

## 1.0 INTRODUCTION

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- a. A map defining the probable 30-year boundary of its service area and defining the agency's sphere horizons at the end of the 10- and 30-year time period coordinated with the Municipal Service Review.
- b. Maps and explanatory text delineating the following:
  - i. Present land uses including improved and unimproved development, agricultural lands and open space areas.
  - ii. Propose future use of the area.
2. The present and probable need for public facilities and services (i.e., water, sewer, drainage, police and fire) for the sphere including the need of all types of major facilities not just those provided by the agency.
3. The present capacity of public facilities and adequacy of public services that the agency provides or it's authorized to provide.
4. Identification of any social or economic communities of interest.
5. A phasing plan for annexation of territory in the sphere of influence that is time coordinated (10- and 30-year time period) and consistent with the Municipal Service Review.
6. Existing and projected population at the various sphere horizons.
7. In determining the 0-to-30-year timeframe, LAFCo shall consider and accord reasonable deference to each local agency's policies with respect to the rate of residential and non-residential growth, anticipated absorption of land, and the agency's policies and strategies for economic and employment growth.

### D. AMENDMENTS AND UPDATES OF THE SOI

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**Amendments and Updates Defined:** Amendments generally involve changes to a Sphere of Influence Map or Plan that are proposed by an agency or individual to accommodate a specific proposal. An amendment may or may not involve changes to the Municipal Service Review of the agency.

Updates generally involve a comprehensive review of the entire sphere of influence, including the map and Municipal Service Review.

**Amendments Required:** An amendment to the Sphere of Influence Plan will be required in the following circumstances:

- a. When an agency seeks to add new territory or remove territory from its sphere.
- b. When an agency seeks to move territory already within its sphere from one sphere horizon to another.
- c. When a district seeks to provide a new or different function or class of service.
- d. When an agency proposes a significant change in its plans for service which makes the current Municipal Service Review inaccurate.

**Precedence of Amendments over Annexations:** Sphere of influence amendments shall precede consideration of proposals for changes of organization or reorganization. Proposals may be considered at the same meeting.



**Consistency Required:** Amendment proposals must be consistent with an updated Municipal Service Review.

**Demonstrated Need Required:** An application for amendment to a sphere of influence must demonstrate a probable need or (in the case of reduction of the sphere) lack of need or capacity to provide service.

**Sphere of Influence Amendment and Update Procedures:** As required by Government Code Section 56425, each request for sphere amendment or update must be heard in a public hearing and is subject to the provisions of the California Environmental Quality Act.

E. NEED FOR AN MSR UPDATE

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LAFCo requires that an MSR be updated no later than every five years. The City last updated the MSR in 2015. As such, the current MSR requires an update in order for LAFCo to consider SOI reviews and annexations.

F. NEED FOR AN SOI EXPANSION – GENERAL PLAN UPDATE

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**Existing General Plan**

The City of Manteca’s last comprehensively updated their General Plan in 2008 to guide the City’s physical development. Since that time, the City’s General Plan has been periodically amended, including updates to the Circulation Element in 2011, updates to the Safety Element to address Senate Bill 5 (i.e., 200-year flood protection) in 2016, and adoption of the updated Housing Element in 2016. Additionally, there are several applications for General Plan Amendments that would affect specific development applications.

**2040 General Plan Update**

In August of 2016, the City embarked on a comprehensive update to the General Plan, which is scheduled to be completed with the adoption of the 2040 Manteca General Plan by the City Council in Summer of 2022. The changes to the City’s General Plan as a result of the comprehensive update process results in new growth projections and service requirements to accommodate that growth. The SOI expansion that is outlined in this MSR is a reflection of the long-range planning effort illustrated in the 2040 Manteca General Plan Update. This long-range plan was developed with extensive community input and reflects the community’s vision for Manteca in the future.

**GENERAL PLAN PLANNING AREA**

State law allows cities to identify a Planning Area, which is an area outside of city boundaries and generally outside the SOI that bears a relation to the City's planning and policy direction. While Manteca does not have any regulatory authority within the Planning Area outside of the SOI, the Planning Area is included in the General Plan as a signal to San Joaquin County and to other nearby local and regional authorities that Manteca recognizes that planning and development within this area has an impact on the future of the City.

The General Plan Update addresses growth within the City limits, SOI, and the Planning Area. The General Plan Update describes the overall Planning Area as consisting of approximately 114 square

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miles. The SOI, which is within the Planning Area, consists of a total of 41.89 square miles under the existing SOI. The City limits, which is within both the Planning Area and SOI, contains 25.96 square miles. The area within the SOI located outside of the City limits is 15.93 square miles (41.89 – 25.96 square miles).

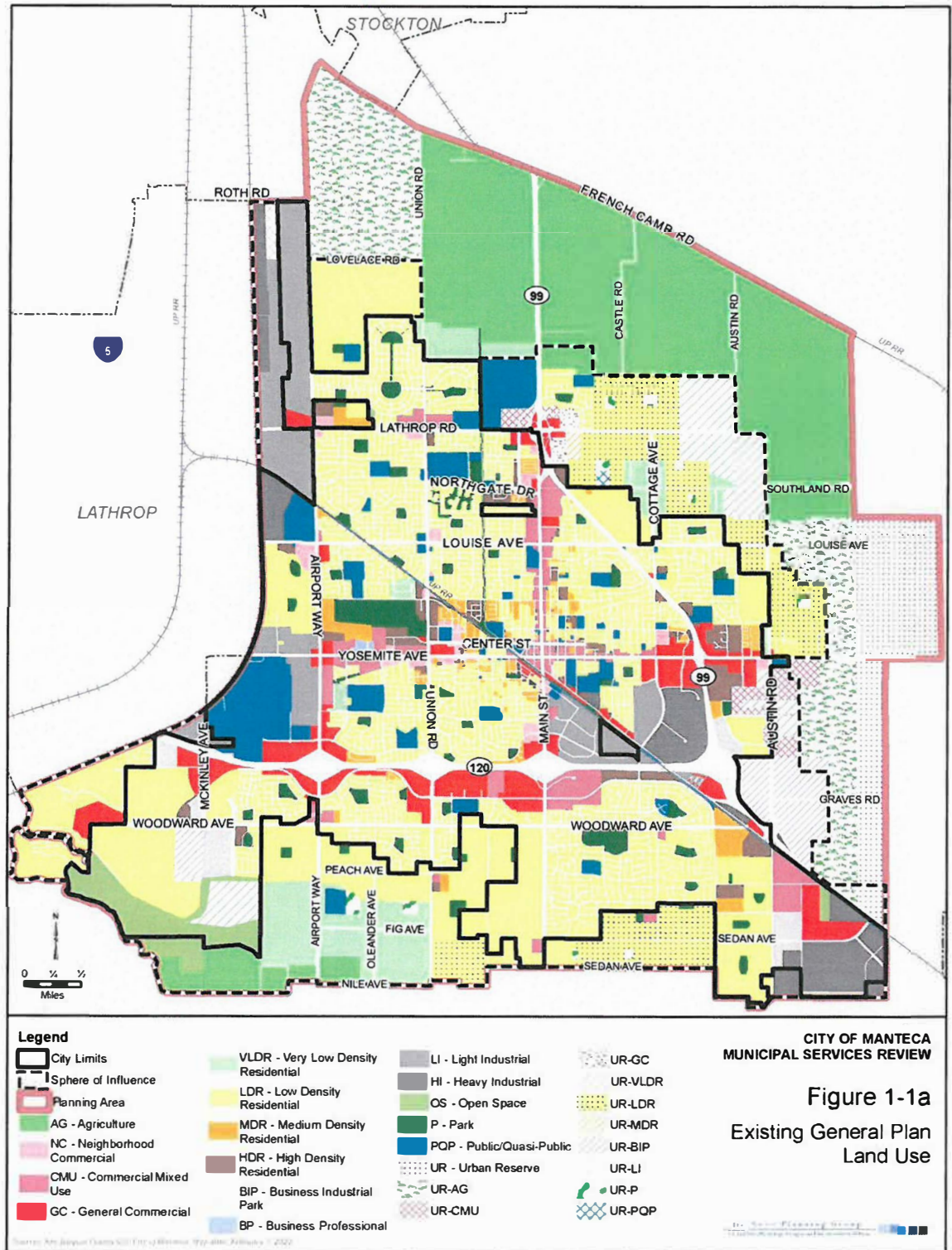
The Primary Urban Service Boundary (city limits and 10-year planning horizon) consists of 17,213 acres and the Secondary Urban Service Boundary (30-year planning horizon and Area of Interest) consists of an additional 7,191 acres. The Area of Interest (called Urban Reserve in the General Plan) is intended to expand its urbanized development pattern in the time horizon beyond the current General Plan.<sup>1</sup> The Area of Interest is 4,505 acres. The entire Planning Area contains approximately 24,404 acres of land within assessor's parcels. **Table 1-1** presents the General Plan Update land use designations, within the existing city limits, 10-year, 30-year, and Area of Interest (AOI). The proposed uses and development capacity in the 10- and 30-year Horizons are described in greater detail in Chapter 2. **Figure 1-1a** illustrates the existing City of Manteca General Plan, and **Figure 1-1b** illustrates the proposed City of Manteca General Plan 2040.

**TABLE 1-1: GENERAL PLAN UPDATE - LAND USE DESIGNATIONS IN CITY LIMITS, 10-YEAR, 30-YEAR AND AOI (ACRES)**

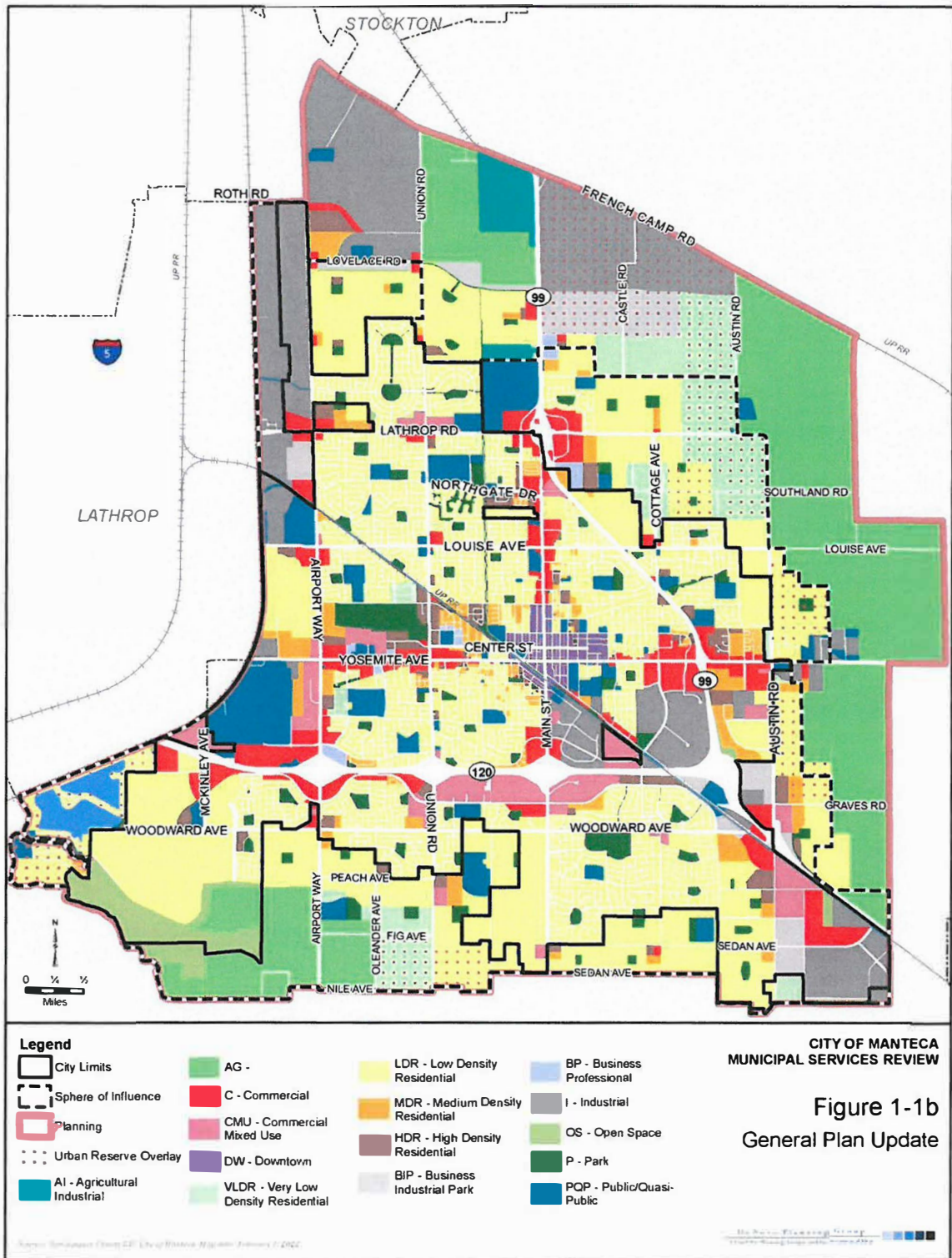
LAND USE	CITY LIMITS	SOI 10-YEAR	SOI 30-YEAR	AOI	TOTAL
Very Low Density Residential	43.57	376.99	71.16	0.0	491.72
Low Density Residential	5,782.57	2,444.45	40.79	6.61	8,274.41
Medium Density Residential	486.22	192.38	0.0	0.0	678.60
High Density Residential	339.58	130.11	0.0	0.0	469.69
Commercial Mixed Use	548.10	124.47	0.0	0.0	672.57
Commercial	942.80	259.76	0.0	0.0	1,202.57
Downtown	159.89	0.0	0.0	0.0	159.89
Business Industrial Park	102.87	192.14	0.0	0.0	295.01
Business-Professional	39.24	43.47	0.0	0.0	82.71
Industrial	1,025.20	1,221.78	15.21	0.0	2,262.19
Agricultural Industrial	0.0	39.19	192.96	0.0	232.15
Open Space	370.37	16.62	0.0	84.23	471.22
Agriculture	118.0	0.0	606.0	3,280.31	4,004.35
Park	559.0	166.66	0.0	0.0	725.69
Public/Quasi-Public	975.6	345.43	0.0	23.03	1,344.04
Right of Way	89.87	47.06	5.76	36.36	179.05
Urban Reserve-Commercial	0.0	0.0	0.0	0.0	0.0
Urban Reserve-High Density Res.	0.0	0.0	19.23	0.0	19.23
Urban Reserve-Very Low Density Res.	0.0	0.0	392.16	383.22	775.38
Urban Reserve-Low Density Res.	0.0	27.42	422.32	358.13	807.87
Urban Reserve-Medium Density Res.	0.0	0.0	19.61	8.42	28.03
Urban Reserve-Business Ind. Park	0.0	0.0	301.59	0.0	301.59
Urban Reserve-Industrial	0.0	0.0	583.57	109.95	693.53
Urban Reserve-Park	0.0	1.99	13.54	2.14	17.67
Urban Reserve-Public/Quasi-Public	0.0	0.0	1.0	29.49	30.49
Urban Reserve-Open Space	0.0	0.0	0.0	3.71	3.71
Water	0.0	0.0	0.0	180.2	180.2
<b>Total</b>	<b>11,583</b>	<b>5,630</b>	<b>2,685</b>	<b>4,506</b>	<b>24,404</b>

SOURCES: SAN JOAQUIN COUNTY, 2020; DE NOVO PLANNING GROUP, 2021.

<sup>1</sup> City of Manteca 2020 Public Review Draft General Plan, p. 2-9.



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## G. SPHERE OF INFLUENCE

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### **Existing Sphere of Influence**

The City currently does not have a valid MSR, and absent a valid MSR, LAFCo is not able to consider new annexation projects within the Existing Sphere of Influence. Additionally, the City has several annexation proposals currently under review with anticipated approvals in the 1<sup>st</sup> and 2<sup>nd</sup> quarters of 2022. On the other hand, the City anticipates approval of the General Plan Update in the 3<sup>rd</sup> quarter of 2022, and there is a possibility that approval is delayed beyond the 3<sup>rd</sup> quarter. As such, the City desires to review and update their existing SOI with an Interim SOI that could be used by LAFCo to consider annexations in the near term (i.e. prior to General Plan Update adoption), and then establish the Ultimate SOI once the General Plan Update is approved. **Figure 1-2a** illustrates the Existing SOI and Area of Interest.

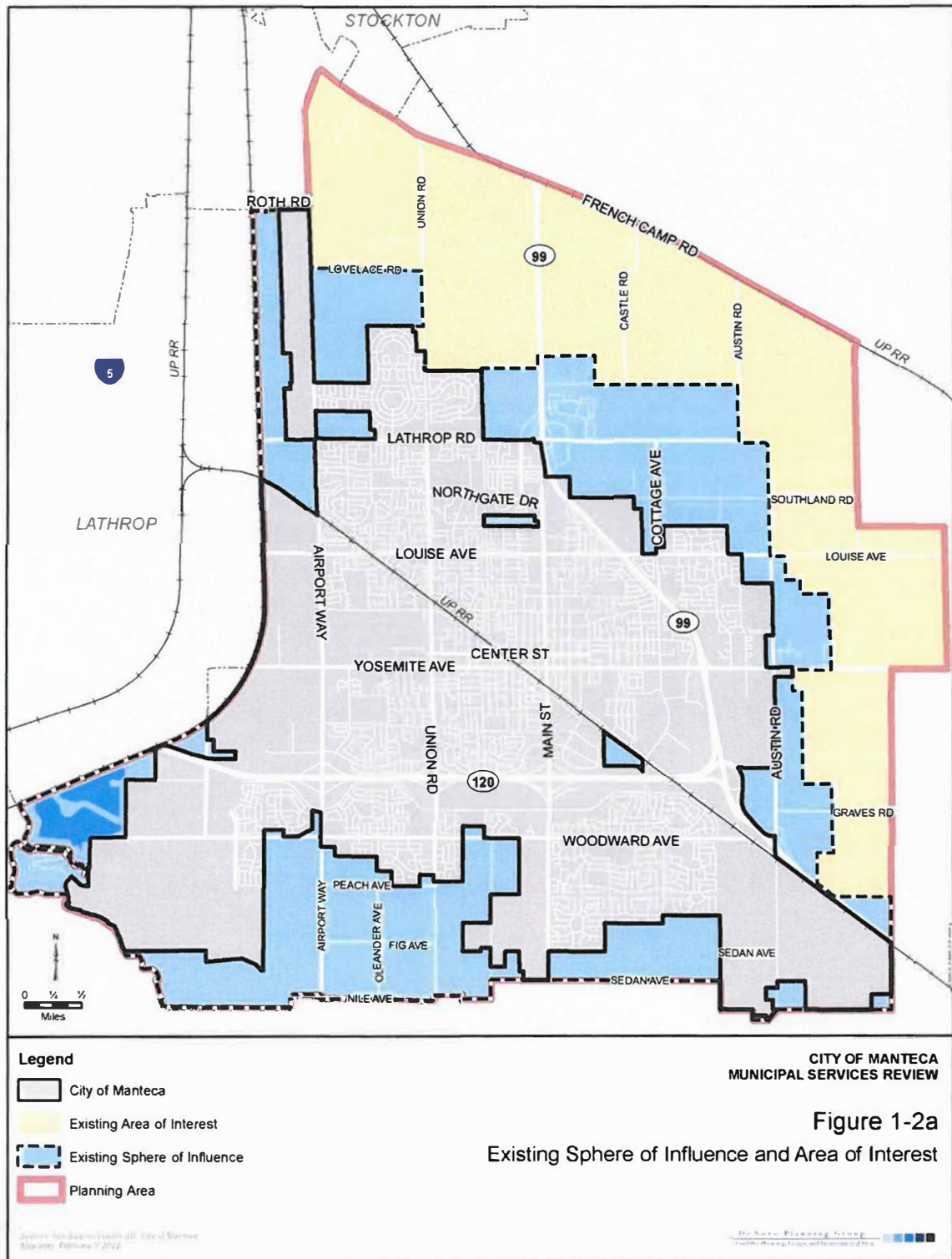
### **Interim Sphere of Influence**

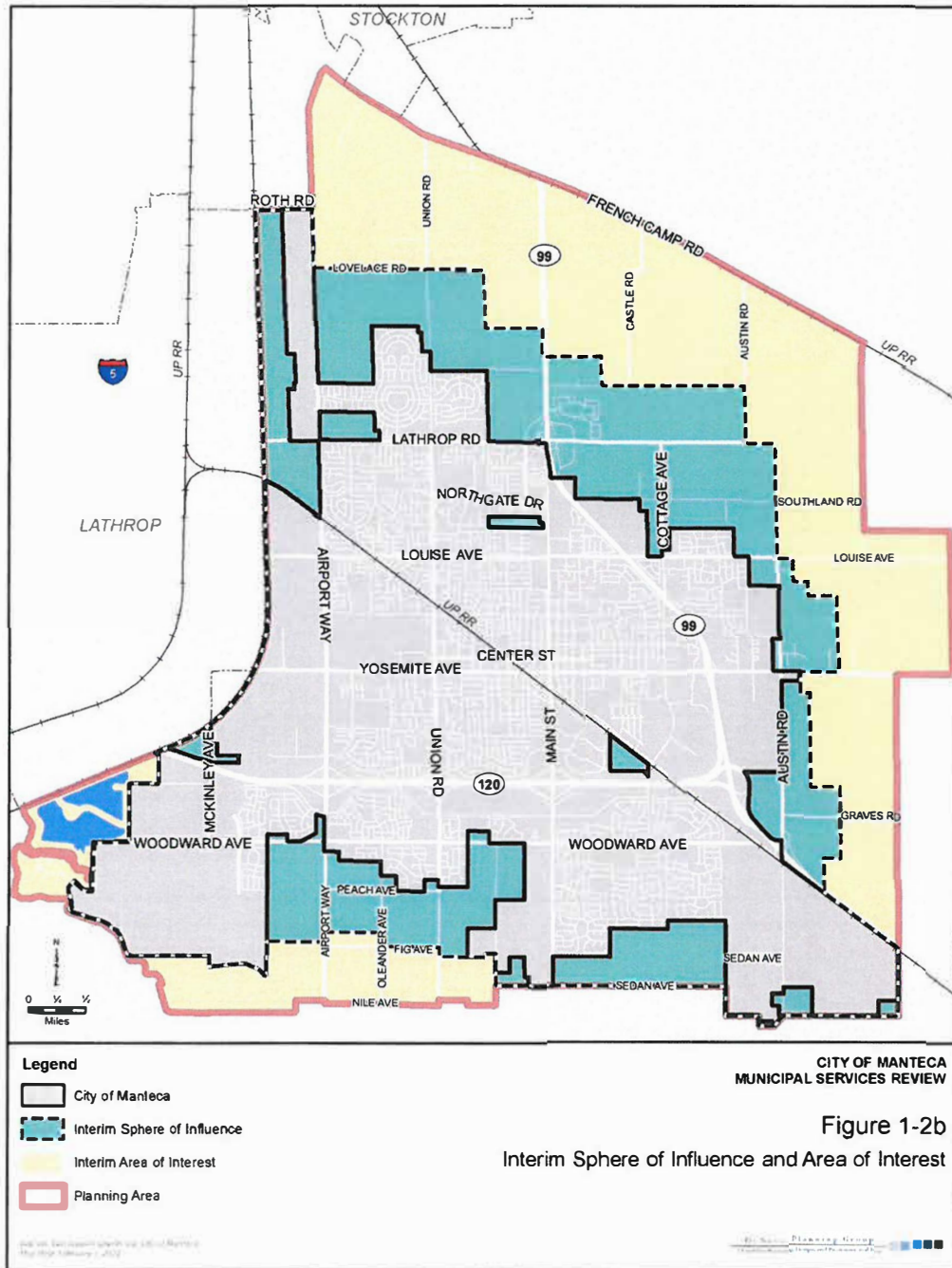
The Interim SOI represents those lands that are ripe for development immediately, which also corresponds to those lands in the existing SOI plus those lands that have a pending development application. There are some residual parcels that occur in the existing 30-year planning horizon that would remain as such. **Figure 1-2b** illustrates the Interim SOI and Area of Interest.

### **Ultimate Sphere of Influence**

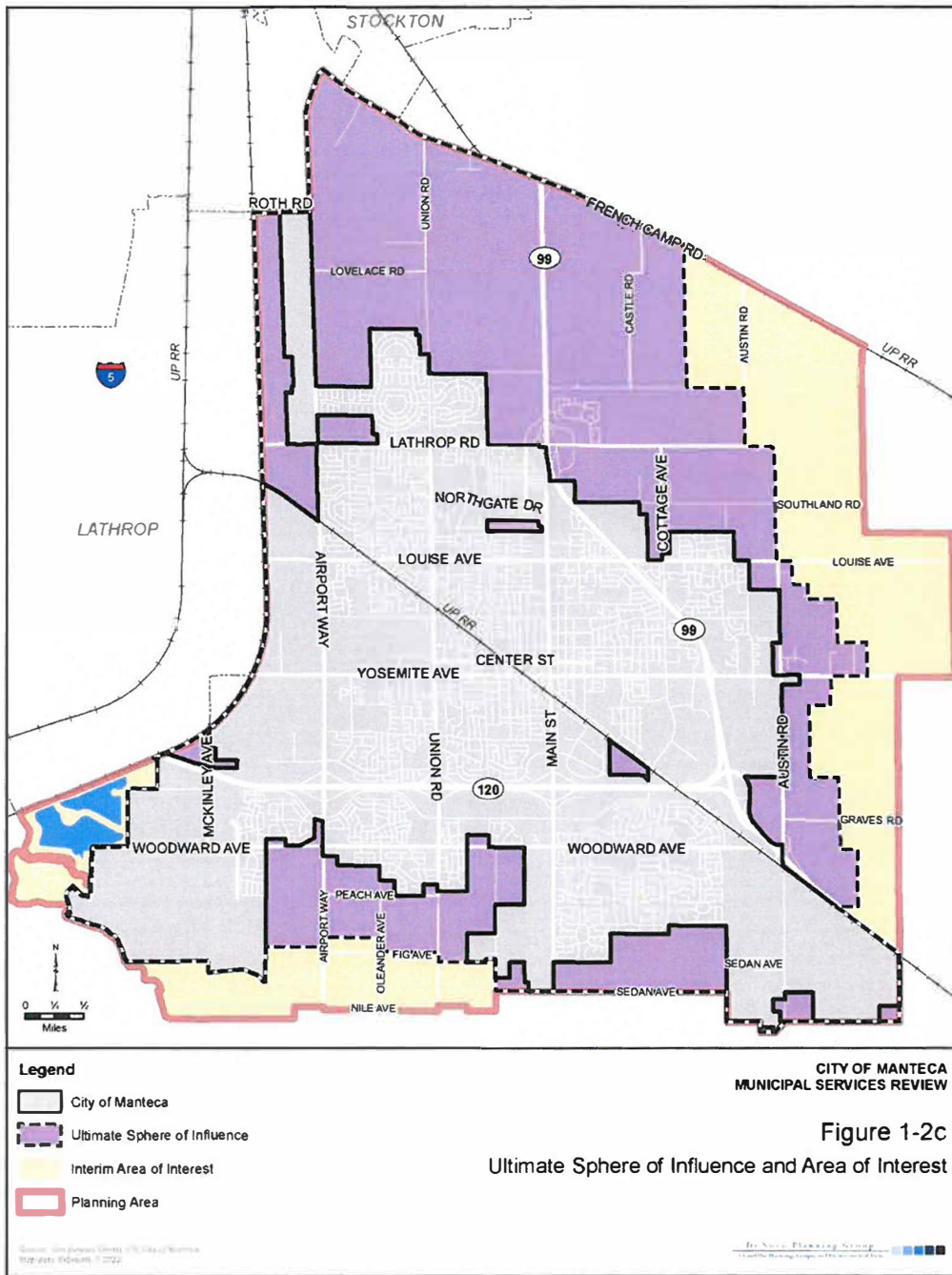
The Ultimate SOI represents establishing a 10- and 30-year planning horizon supportive of the General Plan Update. The General Plan Update was a significant public planning process to establish desired land uses and growth patterns over the General Plan's 30-year planning horizon. **Figure 1-2c** illustrates the Ultimate SOI and Area of Interest.

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## SOI Planning Horizons

### *10-Year Growth Boundary (2020-2030 Planning Horizon)*

The 10-Year horizon consists of areas surrounding the existing City limits, anticipated for development within the relative near-term. **Figure 1-3a** shows the boundary for the 10-Year horizon under the Interim SOI, and **Figure 1-3b** shows the boundary under the Ultimate SOI. The City selected the parcels under the Interim SOI to be within this boundary for the following reasons:

- The sites are in the existing 10-year horizon and/or have existing applications for development (i.e., General Plan Amendment, Tentative Map, etc.).
- The sites are generally contiguous with existing urban uses where urban services are already available, which will allow for the well-planned expansion of services, consistent with good growth management practices.
- These sites allow for a range of housing, retail, and employment opportunities to help provide a balance of housing and jobs within the City.
- These sites are generally less restricted by active Williamson Act contracts (see **Figure 1-4a** and **1-4b**).

Not all of the land in the 10-year horizon will be completely built out within 10 years. Planning for future development and infrastructure provisions requires a long-term view, and comprehensive planning is important to respond to market demand as various areas within the SOI become ready for annexation. The City cannot identify which property owners will respond to market demands and be interested in annexation during the 10-Year horizon. Instead, the inclusion of land within this horizon is a function of proximity of the site to the City limits and existing services, in addition to known development applications. Because of this, the City selected additional parcels under the Ultimate SOI to be within this boundary for the following reasons (in addition to those outlined above for the Interim SOI):

- The sites have property owners that have shown interest in assembling a project in the reasonably foreseeable future.

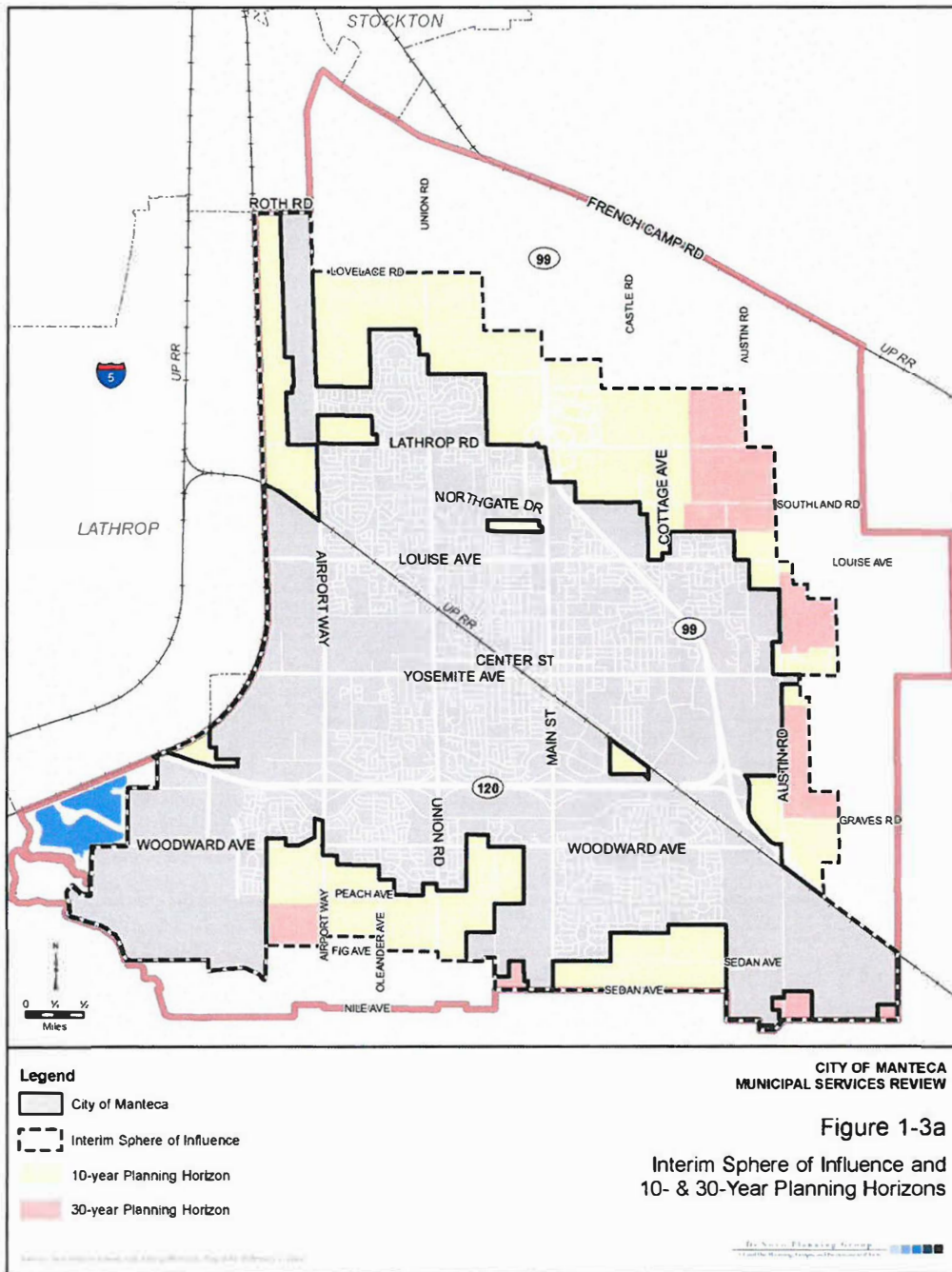
### *30-Year Growth Boundary (2020-2050 Planning Horizon)*

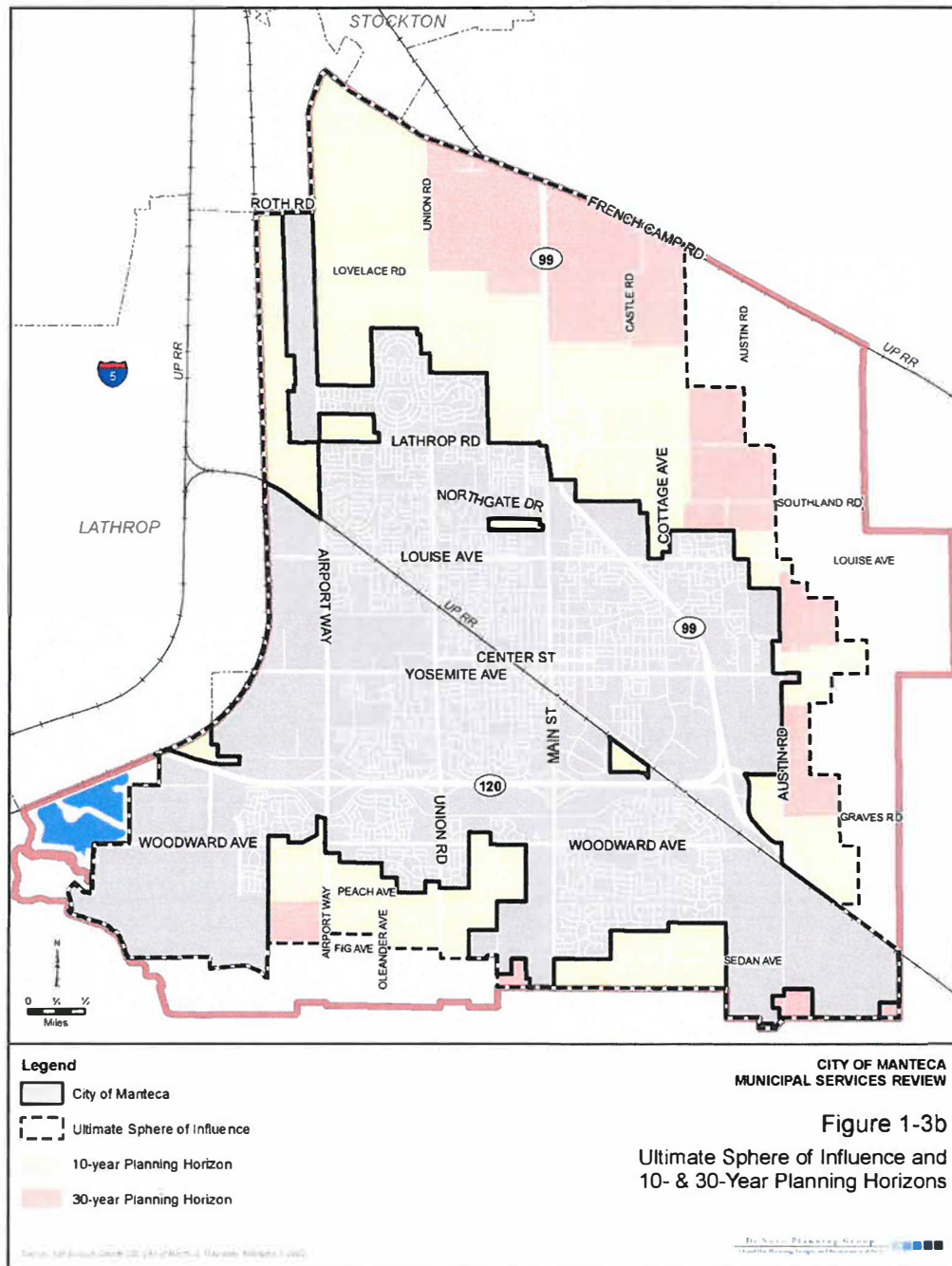
The 30-year horizon contains additional land located outside of the City limits and the 10-Year horizon, but within the SOI. **Figure 1-3a** shows the boundary for the 30-Year horizon under the Interim SOI, and **Figure 1-3b** shows the boundary under the Ultimate SOI. The City anticipates the potential for urban development within the 30-year horizon. The goal is to encourage orderly and controlled growth that does not result in sprawl. Development of land within the 30-year horizon will require a review of infrastructure and service availability prior to moving the land into the 10-year and ultimately into the city limits.

### *Area of Interest*

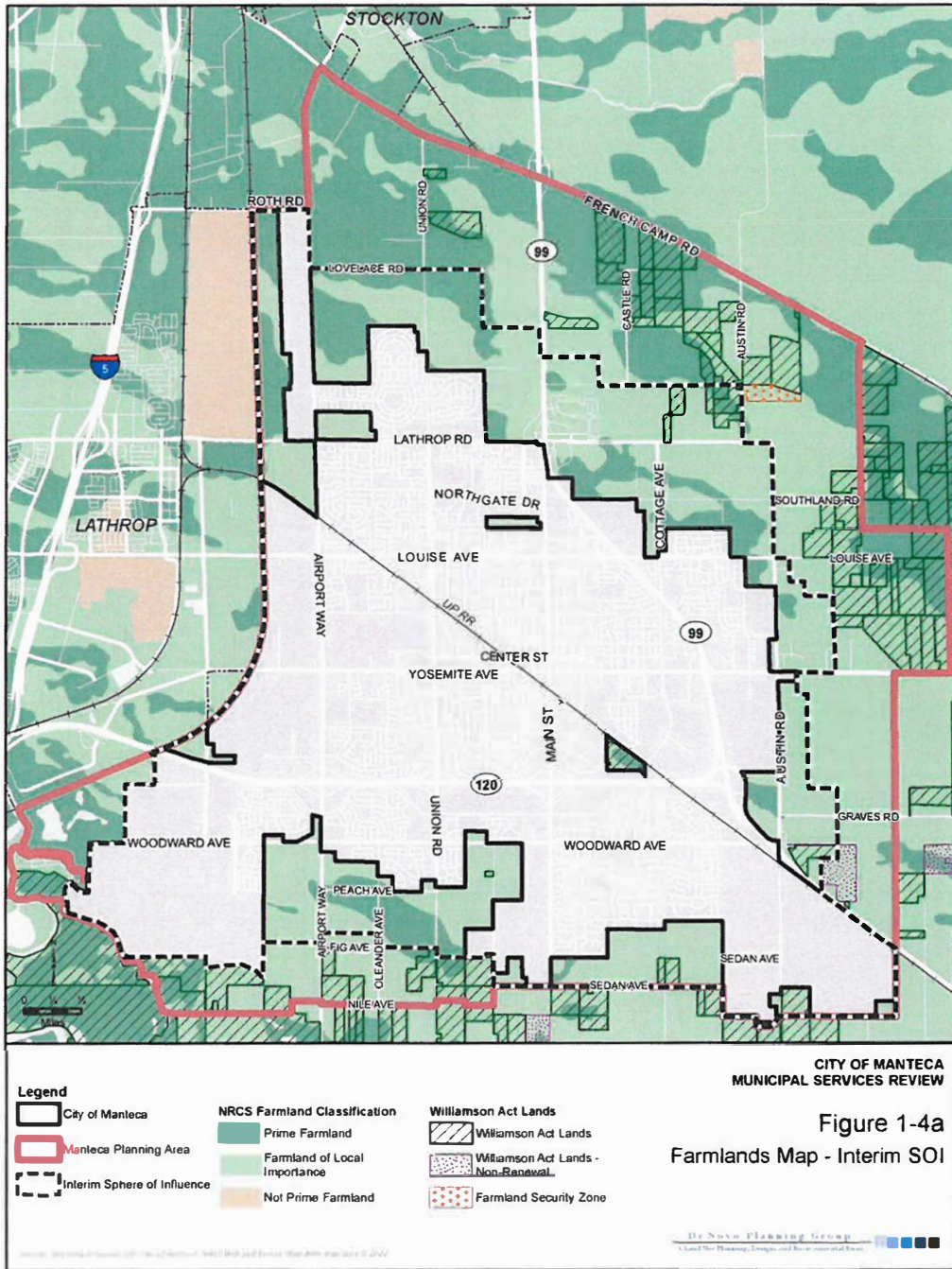
The Area of Interest contains additional land located outside of the City limits, and the 10-Year and 30-Year horizon. This designation is applied to select properties around the perimeter of the SOI, where the City has an interest in expanding its urbanized development pattern in the time horizon beyond the current General Plan. The overlay accompanies a variety of underlying land use designations.

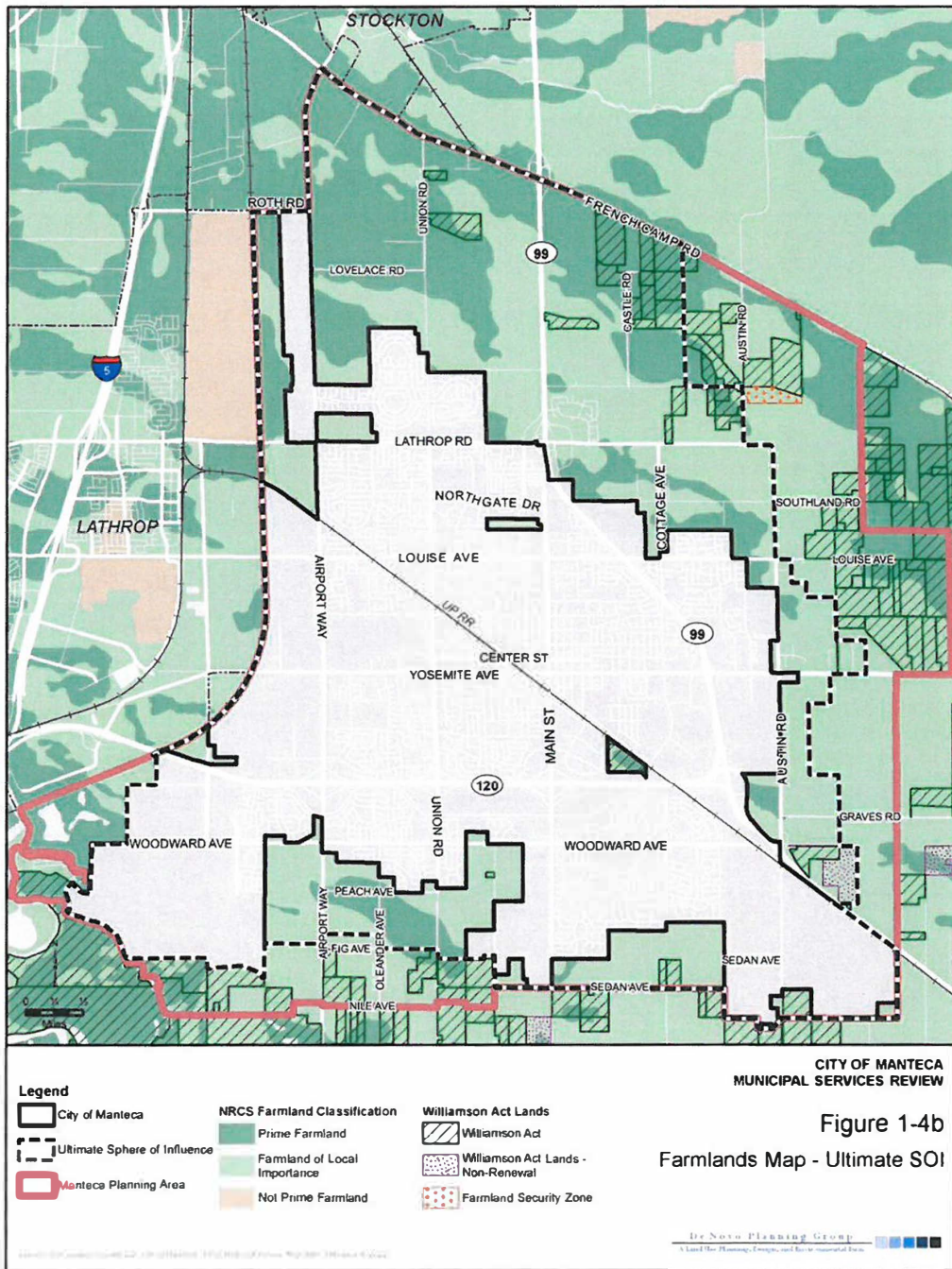
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### H. UNINCORPORATED ISLANDS POLICIES

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The LAFCo Commission adopted policies relating to island annexations in 2007.

- *Annexations to Eliminate Islands:* Proposals to annex islands or to otherwise correct illogical distortion of boundaries will normally be approved unless they would violate another provision of these standards. In order to avoid the creation of an island or to encourage the elimination of an existing island, detailed development plans may not be required for the remnant areas.
- *Annexations that Create Islands:* An annexation will not be approved if it will result in the creation of an island of unincorporated territory or otherwise cause or further the distortion of existing boundaries. The commission may nevertheless approve such an annexation where it finds that the application of this policy would be detrimental to the orderly development of the community and that a reasonable effort has been made to include the island in the annexation but that inclusion is not feasible at this time.
- *Substantially Surrounded:* For the purpose of applying the provision of the Cortese-Knox-Hertzberg Act regarding island annexation without protest hearings (Section 56375.5), the subject territory of an annexation proposal shall be deemed “substantially surrounded” if it is within the sphere of influence of the affected city and two-thirds (66 2/3%) of its boundary is surrounded by the affected city.

Unincorporated islands included in the 10-year horizon are listed below. Some of these areas have significant development potential, while some are completed built out and have little to no development potential.

- A. ***Airport Way/Lathrop Road:*** There are two islands that were created as part of the Northwest Airport Way Annexation (Area B and C). This island consists of 40 residential units, agricultural land, and vacant land. The area totals 76.24 acres and was created in 2012.
- B. ***Manteca-North:*** There is a peninsula that was created in 2012 as part of the Northwest Airport Way Annexation. This land is between the city limits of Lathrop and Manteca and totals 462.22 acres.
- C. ***Joseph Road.*** This island is an existing 69-unit low density residential neighborhood with over 200 residents on 27.81 acres. This island was created in 1980 and an informal survey at that time showed that 82% of the residents did not want to annex into the City.
- D. ***Moffat Boulevard:*** This island is a 39.38-acre site with one residential unit and is agricultural land.
- E. ***McKinley/I-120:*** This island is 51.29 acres with 12 residential units. The land is mostly agricultural or vacant and is the location of the McKinley interchange project.

### I. CALIFORNIA ENVIRONMENTAL QUALITY ACT

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According to the San Joaquin LAFCo’s Policies and Procedures, an MSR is not defined as a “Project”, and is exempt from CEQA. However, the expansion of the SOI in accordance with anticipated growth in Manteca under either the existing General Plan as amended (Interim SOI), or the 2040 General

Plan (i.e., General Plan Update) (Ultimate SOI) is a component of this MSR Update and is defined as a “Project” making it subject to CEQA.

Both the existing General Plan EIR, and the General Plan Update EIR, are Program-level EIRs that analyzes growth within the entire General Plan Planning Area, including the Interim and Ultimate SOI. The City of Manteca intends to utilize the existing General Plan EIR, and once approved, the General Plan Update EIR, as a first tier CEQA document under the CEQA Tiering statutes for the Interim and Ultimate SOIs. The SOI itself does not result in changes in land use or installation of infrastructure, rather is reflects the long-range planning areas of the community.

“(T)iering is a process by which agencies can adopt programs, plans, policies, or ordinances with EIRs focusing on ‘the big picture,’ and can then use streamlined CEQA review for individual projects that are consistent with such...[first tier decisions] and are...consistent with local agencies’ governing general plans and zoning.” (*Koster v. County of San Joaquin* (1996) 47 Cal.App.4th 29, 36.) Section 15152 provides that, where a first-tier EIR has “adequately addressed” the subject of cumulative impacts, such impacts need not be revisited in second- and third-tier documents. Furthermore, second- and third-tier documents may limit the examination of impacts to those that “were not examined as significant effects” in the prior EIR or “[a]re susceptible to substantial reduction or avoidance by the choice of specific revisions in the project, by the imposition of conditions, or other means.” In general, significant environmental effects have been “adequately addressed” if the lead agency determines that:

- a. they have been mitigated or avoided as a result of the prior environmental impact report and findings adopted in connection with that prior environmental impact report; or
- b. they have been examined at a sufficient level of detail in the prior environmental impact report to enable those effects to be mitigated or avoided by site specific revisions, the imposition of conditions, or by other means in connection with the approval of the later project.

CEQA Guidelines section 15168 provides statutes for “tiering” later activities that would “...implement the program and deals with the effects of the program as specifically and comprehensively as possible.” The tiering statutes provide that later documents need only focus on new impacts that have not been considered before in the program EIR.

**Tiering Review:** Section 15168(c), entitled “Use with Later Activities,” provides, in pertinent part, as follows:

*Later activities in the program must be examined in the light of the program EIR to determine whether an additional environmental document must be prepared:*

1. *If a later activity would have effects that were not examined in the program EIR, a new Initial Study would need to be prepared leading to either an EIR or a Negative Declaration. That later analysis may tier from the program EIR as provided in Section 15152.*

- **Review:** The SOI does not have effects that were not examined in the General Plan EIR. The SOI is a change of a boundary on a map that enables more detailed long-range planning and engineering for future development. Any site-specific application for development within the SOI will undergo subsequent environmental review to determine if there are any new environmental impacts or information that was not contemplated in the General Plan EIR.
2. *If the agency finds that pursuant to Section 15162, no subsequent EIR would be required, the agency can approve the activities as being within the scope of the project covered by the program EIR, and no new environmental document would be required. Whether a later activity is within the scope of a program EIR is a factual question that the lead agency determines based on substantial evidence in the record. Factors that an agency may consider in making that determination include, but are not limited to, consistency of the later activity with the type of allowable land use, overall planned density and building intensity, geographic area analyzed for environmental impacts, and covered infrastructure, as described in the program EIR.*
- **Review:** The Interim SOI is within the scope of the existing General Plan EIR, and new environmental document prepared for two specific development projects. This is a factual statement supported by a review of the Interim SOI boundary relative to the existing Planning Area boundary, along with the boundary of pending applications. The Ultimate SOI boundary is entirely within the General Plan Update Planning boundary. Neither the Interim, nor the Ultimate SOI would affect the type of allowable land use, overall planned density and building intensity, geographic area analyzed for environmental impacts, or covered infrastructure, as described in the General Plan EIR and General Plan Update EIR.
3. *An agency shall incorporate feasible mitigation measures and alternatives developed in the program EIR into later activities in the program.*
- **Review:** All mitigation measures incorporated into the General Plan EIR, and General Plan Update EIR, will be applied to site specific development projects as they come forward. The City of Manteca will universally apply the same mitigation measures to any new project within the Interim and Ultimate SOI.
4. *Where the later activities involve site specific operations, the agency should use a written checklist or similar device to document the evaluation of the site and the activity to determine whether the environmental effects of the operation were within the scope of the program EIR.*



- **Review:** The Interim and Ultimate SOI does not include any site-specific operations. The SOIs represent a change of a boundary on a map that enables more detailed long-range planning and engineering for future development. Any site-specific application for development within either SOIs will undergo subsequent environmental review to determine if there are any new environmental impacts or information that was not contemplated in the General Plan EIR or General Plan Update EIR.

After reviewing the Interim SOI and Ultimate SOI relative to the tiering statutes, it is clear that the General Plan EIR, along with subsequent project specific CEQA documents prepared for General Plan Amendments, and General Plan Update EIR sufficiently provides environmental documentation for the Interim SOI and Ultimate SOI. These SOIs boundaries do not change the location, intensity, or density of development that was considered by the City. The City will require more detailed analysis for any specific sites within these SOIs before they approve annexation of the land into the city limits.

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## 2. SPHERE OF INFLUENCE PLAN

The Sphere of Influence (SOI) Plan for the City of Manteca analyzes the City's ability to serve existing and future residents within the City's SOI. LAFCo is responsible for determining the sufficiency of the documentation and the Plan's consistency with State law and LAFCo policy. According to Government Code 56425 of the Cortese-Knox-Hertzberg Act, LAFCo must consider and prepare determinations for the following five factors:

- The present and planned land uses in the area, including agricultural open space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.
- The present and probable need for those public facilities and services within any disadvantaged unincorporated communities (DUCs) within the sphere of influence

LAFCo guidelines for determining SOI requires that "sphere horizons," or planning increments, depict a city's logical boundary at time periods of between five and ten years, and up to thirty years. SOI areas must be consistent with general plan land use elements, and with the municipal services review (MSR). LAFCo also encourages general plan policies for implementing ordinances and programs that address smart growth principles, infill and redevelopment strategies, mixed use and increased densities, community buffers, and conservation of habitat, open space, and agricultural land.

LAFCo has established procedural guidelines for determining SOIs, including a timeframe guideline which states "Territory that is currently receiving services from a local agency, or territory that is projected to need a local agency's services within a 0-30 year timeframe may be considered for inclusion within an agency sphere. "Sphere horizons" or planning increments should depict the agency's logical boundary at a time period of between 5 and 10 years and at the end of the 30-year time period."

Unique to this MSR, the City intends to first establish an Interim SOI with this MSR, and subsequently establish an Ultimate SOI after the General Plan Update is approved. The Interim SOI represents those lands that are ripe for development immediately, which also corresponds to those lands in the existing SOI plus those lands that have a pending development application. The parcels that occur in the existing 30-year planning horizon would remain as such in the Interim SOI.

The Ultimate SOI represents establishing a 10- and 30-year planning horizon supportive of the General Plan Update. The Ultimate SOI cannot be adopted at this time, because it supports a General Plan Update that is not yet adopted. The City, however, would be remiss to ignore the significant planning effort and development projections reflected in the General Plan Update.

## 2.0 SPHERE OF INFLUENCE PLAN

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

### A. DETERMINATIONS

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This section includes the four determinations required by State law for SOI's. The determinations discuss the City's ability to provide adequate services to existing and future populations within the existing sphere and proposed sphere.

#### 1. Present and Planned Land Uses

Land within the city limits is mostly built out with some large vacant parcels within the sphere of influence as well as a number of smaller vacant and underutilized parcels within the city limits. The majority of the parcels outside the city limits and within the sphere of influence are designated for urban development, with the exception of several agricultural parcels in the southwest and northeast part of the sphere of influence that are designated Agriculture and are under a Williamson Act contract. Some of the agricultural and open space parcels in the southwestern part are on land owned by the City of Manteca and currently associated with their Water Quality Control Facility for spray fields. This land will remain under its agricultural or open space use designation and serve as a spray field for the foreseeable future. The City has also contemplated using this land for habitat mitigation in the past, although no such proposal is currently being processed.

Present and planned land uses as specified in the General Plan are appropriate for serving existing and future residents of Manteca. The City of Manteca 2040 General Plan includes goals, policies, and implementing programs that address growth, development, and conservation of open space. Planned land uses in the Manteca 2040 General Plan include Very Low Density Residential, Low Density Residential, Medium Density Residential, High Density Residential, Commercial, Commercial Mixed Use, Downtown, Business Industrial Park, Business Professional, Industrial, Open Space, Park, Public/Quasi-Public, Agriculture, and Agricultural Industrial.

#### 2. Present and Probable Need for Public Facilities and Services

The ability of the City of Manteca to provide services has been explored in the Municipal Services Review and has been found to provide adequate services to meet the needs of the existing population. Services provided by the City include fire, police, water, wastewater, and stormwater drainage. The City also provides public facilities including transportation, libraries, and recreational facilities. New development within the SOI will lead to population growth and the need for additional service provision. The expanded tax base that results from new development, as well as the development of residential Community Facilities Districts, will provide funding for these services. Development and connection fees will address the capital costs and user charges will address the operating expenses of new development. Special capital projects such as additions to the Wastewater Quality Control Facility will require a public debt instrument in addition to the foregoing. All fees and charges are currently under review by the City. General Plan policies are in place to ensure adequate service provision for current and future populations.

**3. Present Capacity of Public Facilities and Adequacy of Public Services**

Existing public facilities and services are adequate for serving the needs of Manteca’s population. Manteca’s Fire Department has staffed Station #5, which will effectively serve the three areas proposed to be added to the SOI. Manteca’s Police Department has adequate staff and facilities. The City’s water supply, wastewater and storm drainage services meet the needs of current population, and are being updated and expanded to meet the needs of future populations. The determinations included in Chapter 4 of this MSR show that public facilities and services are adequate to meet the needs of the current population, and are being improved over time and specific timeframes have been established to meet future population levels.

**4. Social and Economic Communities of Interest**

The existing SOI includes the areas to the north, east, and south of the City that is primarily planned for low-density residential, very low-density residential, industrial and agricultural in the future (see **Figure 1-2a**). Development trends since the adoption of the existing General Plan, including interchange improvements to the State Route 99, have caused much of the existing SOI to develop. Just outside of the 10-year and 30-year planning horizon area, is an area designated as an “Area of Interest” by the City, accounting for this area’s historic agricultural relationship to the City. The area has numerous agricultural properties under Williamson Act protection (see **Figure 1-4a and 4b**). Some agricultural land in the 30-year planning horizon in the southern part of the existing SOI is designated for Agricultural uses, and has a Williamson Act contract. These parcels are not ripe for development, and are being moved to the Area of Interest under the Interim and Ultimate SOI.

**B. SPHERE ANALYSIS**

The following section discusses the City of Manteca’s projected development for 10 and 30-year planning horizons under the Ultimate SOI.

**1. Existing and Projected Population**

Manteca’s population is anticipated grow to 156,463 by 2040, as shown in Table 2-1. The population projections shown in **Table 2-1** are based on an extrapolation of a historical 3.1% growth rate in Manteca through 2045.

**TABLE 2-1 POPULATION PROJECTIONS**

CALENDAR YEAR	ESTIMATED POPULATION (MANTECA)	ESTIMATED POPULATION (SAN JOAQUIN COUNTY)	ESTIMATED POPULATION (CALIFORNIA)
2020	84,800	766,644	40,619,346
2025	98,833	822,755	42,373,301
2030	115,187	893,354	44,085,600
2035	134,248	966,889	45,747,645
2040	156,463	1,037,761	47,233,240
2045	182,354	1,037,761	47,233,240

SOURCES: DE NOVO PLANNING: MANTECA HISTORICAL GROWTH RATE FROM 1980-2020 WAS 3.1%, WHICH WAS EXTRAPOLATED THROUGH 2045.

## 2.0 SPHERE OF INFLUENCE PLAN

### 2. Sphere Capacity

The City of Manteca General Plan 2040 specifies 2030 as the ten-year planning horizon, and therefore the years 2020-2030 will be used for the 10-year planning horizon and 2030-2050 for the 30-year planning horizon in the Municipal Services Review. **Table 2-2** provides the maximum acreage, units, and population potential/capacity for the sphere of influence broken down by city limits, 10 and 30-year Planning Horizons, and Area of Interest.

**TABLE 2-2 EXISTING ACREAGES AND POPULATION POTENTIAL<sup>1</sup> (CITY LIMITS, 10-YEAR, 30-YEAR, AOI)**

AREA	ACRES	EXISTING DWELLING UNITS AND POPULATION <sup>1</sup>		MAXIMUM FUTURE DWELLING UNITS AND POPULATION <sup>1</sup>	
		UNITS	POPULATION	UNITS	POPULATION
Within City Limits	11,582.94	27,667 <sup>2</sup>	84,800	20,369	64,773
10-Year Planning Horizon	5,629.91	N/A	N/A	17,668	56,184
30-Year Planning Horizon	2,684.91	N/A	N/A	5,752 <sup>3</sup>	18,291 <sup>3</sup>
AOI	4,505.83	N/A	N/A	3,904 <sup>3</sup>	12,415
<b>Total</b>	<b>24,403.58</b>	<b>27,667</b>	<b>84,800</b>	<b>47,693</b>	<b>151,663</b>

1. POPULATION CALCULATION IS BASED ON 3.18 PERSONS PER DWELLING UNIT.

2. CALIFORNIA DEPARTMENT OF FINANCE POPULATION ESTIMATES, TABLE 2: E-5 CITY/COUNTY POPULATION AND HOUSING ESTIMATES 1/1/2021

3. THE 30-YEAR AND AOI ARE MOSTLY DESIGNED WITH AN URBAN RESERVE USE. URBAN RESERVE IS A NOT A PRECISE DESIGNATION AND ACTUAL USES DEVELOPED MAY BE DIFFERENT. FOR THIS DOCUMENT THE MAXIMUM FUTURE UNITS WERE ESTIMATED BASED ON AN ASSUMPTION THAT THE URBAN RESERVE SITES WOULD BUILT OUT AS RESIDENTIAL BASED ON THEIR URBAN RESERVE DESIGNATION (I.E. UR-LDR, UR-MDR, UR-HDR, UR-VLDR.)

SOURCE: CITY OF MANTECA GIS 2022.

#### A. WITHIN THE CITY LIMITS

**Residential Land:** Future dwelling unit estimates within the City (**Table 2-2**) are based on the available residential land use planning designations (20,369 units). **Table 2-3** below provides a breakdown of the residential land uses within the City limits.

**TABLE 2-3 RESIDENTIAL LAND USES – CITY LIMITS**

LAND USE	ACREAGE
	CITY LIMITS
Residential	
HDR – High Density Residential	339.58
LDR – Low Density Residential	5,782.57
MDR – Medium Density Residential	486.22
VLDR - Very Low Density Residential	43.57

SOURCE: CITY OF MANTECA GIS 2022.

**Non-residential land:** There is also a variety of non-residential land uses within the city limits that would provide for various commercial, industrial, and public uses. **Table 2-4** below provides a breakdown of the land uses and acreages within the city limits.

**TABLE 2-4 NON-RESIDENTIAL LAND USES – CITY LIMITS**

LAND USE	ACREAGE
	CITY LIMITS
<b>Industrial</b>	
BIP – Business Industrial Park	102.87
BP – Business Park	39.24
I – Industrial	1,025.20
<b>Commercial</b>	
C – Commercial	942.80
CMU – Commercial Mixed Use	548.10
DW – Downtown	159.89
<b>Public</b>	
OS – Open Space	370.37
P – Park	559.03
PQP – Public/Quasi-public	975.58
<b>Other</b>	
AG – Agriculture	118.04
ROW – Right of Way	89.87

SOURCE: CITY OF MANTECA GIS 2020.

**B. WITHIN THE 10-YEAR PLANNING HORIZON**

**Residential Land:** Future dwelling unit estimates within 10-year horizon (Table 2-2) are based on the capacity for units in the residential land use planning designations (17,668 units). Table 2-5 below provides a breakdown of the residential land uses within the 10-year horizon.

**TABLE 2-5 RESIDENTIAL LAND USES - 10-YEAR**

LAND USE	ACREAGE
	SOI-10 YEAR
<b>Residential</b>	
HDR – High Density Residential	130.11
LDR – Low Density Residential	2,444.45
MDR – Medium Density Residential	192.38
UR-LDR – Low Density Residential Urban Reserve	27.42
UR-MDR – Medium Density Residential Urban Reserve	--
UR-HDR – High Density Residential Urban Reserve	--
VLDR - Very Low Density Residential	376.99

SOURCE: CITY OF MANTECA GIS 2022.

**Non-residential land:** There is also a variety of non-residential land uses within the city limits that would provide for various commercial, industrial, and public uses. Table 2-6 below provides a breakdown of the land uses and acreages.

## 2.0 SPHERE OF INFLUENCE PLAN

**TABLE 2-6 NON-RESIDENTIAL LAND USES - 10-YEAR**

LAND USE	ACREAGE
	SOI-10 YEAR
<b>Industrial</b>	
AI – Agriculture Industrial	39.19
BIP – Business Industrial Park	192.14
BP – Business Park	43.47
I – Industrial	1,221.78
UR-BIP – Business Industrial Park Urban Reserve	--
<b>Commercial</b>	
C – Commercial	259.76
CMU – Commercial Mixed Use	124.47
<b>Public</b>	
OS – Open Space	16.62
P – Park	166.66
PQP – Public/Quasi-public	345.43
UR-P – Park Urban Reserve	1.99
<b>Other</b>	
AG – Agriculture	--
ROW – Right of Way	47.06

SOURCE: CITY OF MANTECA GIS 2022.

### C. WITHIN THE 30-YEAR PLANNING HORIZON

**Residential Land:** Future dwelling unit estimated within the 30-year horizon (Table 2-2) are not precisely defined within the 30-year horizon. Instead, the City has designated most of this horizon with an “Urban Reserve - UR” designation with an attached suggested land use (i.e., UR-LDR, UR-MDR, UR-HDR, UR-VLDR). If these areas developed with the residential land use that is attached to the Urban Reserve designation there would be a capacity of between 1,518 and 5,600 new residential units within the 30-year horizon based on density allowances. There is some acreage in the 30-year horizon that is not part of the Urban Reserve. This acreage is designated either LDR or VLDR and has a residential unit capacity of 152 units. Table 2-7 below provides a breakdown of the residential land uses within the 30-year horizon.

**TABLE 2-7 RESIDENTIAL LAND USES - 30-YEAR**

LAND USE	ACREAGE
	SOI-30 YEAR
<b>Residential</b>	
LDR – Low Density Residential	40.79
UR-LDR – Low Density Residential Urban Reserve	422.32
UR-MDR – Medium Density Residential Urban Reserve	19.61
UR-HDR – High Density Residential Urban Reserve	19.23
UR-VLDR - Very Low Density Residential Urban Reserve	392.16
VLDR - Very Low Density Residential	71.16

SOURCE: CITY OF MANTECA GIS 2022.



**Non-residential land:** There is also a variety of non-residential land uses within the city limits that would provide for various commercial, industrial, and public uses. **Table 2-8** below provides a breakdown of the land uses and acreages within the 30-year horizon.

**TABLE 2-8 NON-RESIDENTIAL LAND USES - 30-YEAR**

LAND USE	ACREAGE
	SOI-30 YEAR
<b>Industrial</b>	
AI – Agriculture Industrial	192.96
BIP – Business Industrial Park	
I – Industrial	15.21
UR-BIP – Business Industrial Park Urban Reserve	301.59
UR-I – Industrial Urban Reserve	583.57
<b>Public</b>	
UR-PQP – Public/Quasi-public Urban Reserve	1.00
P – Park	13.54
<b>Other</b>	
ROW – Right of Way	5.76

SOURCE: CITY OF MANTECA GIS 2022.

D. WITHIN THE AREA OF INTEREST

**Residential Land:** Future dwelling unit estimated within the AOI (**Table 2-9**) are not precisely defined. Instead, like in the 30-year horizon, the City has designated most of AOI with an “Urban Reserve - UR” designation with an attached suggested land use (i.e., UR-LDR, UR-MDR, UR-VLDR). If these areas developed with the residential land use that is attached to the Urban Reserve designation there would be a capacity of between 834 and 3,852 new residential units within the AOI based on density allowances. There is some acreage in the AOI that is not part of the Urban Reserve. This acreage is designated either LDR or VLDR and has a residential unit capacity of 52 units. **Table 2-9** below provides a breakdown of the residential land uses within the AOI.

**TABLE 2-9 RESIDENTIAL LAND USES – AOI**

LAND USE	ACREAGE
	AOI
<b>Residential</b>	
LDR – Low Density Residential	6.61
MDR – Medium Density Residential	--
UR-MDR – Medium Density Residential Urban Reserve	8.42
UR-LDR – Low Density Residential Urban Reserve	358.13
UR-VLDR – Very Low Density Residential Urban Reserve	383.22

SOURCE: CITY OF MANTECA GIS 2022.

**Non-residential land:** There is also a variety of non-residential land uses within the AOI that would provide for various commercial, industrial, and public uses. **Table 2-10** below provides a breakdown of the land uses and acreages within the AOI.

## 2.0 SPHERE OF INFLUENCE PLAN

**TABLE 2-10 NON-RESIDENTIAL LAND USES - AOI**

LAND USE	ACREAGE
	AOI
<b>Industrial</b>	
UR-I – Industrial Urban Reserve	109.95
<b>Public</b>	
OS – Open Space	84.23
PQP- Public/Quasi-public	23.03
UR-PQP – Public/Quasi-public Urban Reserve	29.49
UR-OS – Open Space Urban Reserve	3.71
UR-P – Park Urban Reserve	2.14
P – Park	--
<b>Other</b>	
AG – Agriculture	3,280.31
ROW – Right of Way	36.36
Water	180.22

SOURCE: CITY OF MANTECA GIS 2022.

### C. DEVELOPMENT PROJECTIONS

Manteca has generally grown in a concentric fashion, developing outward to areas from its historic center. In addition, planned land uses and vacant land along State Route 120 have created development opportunities along this corridor.

**Figure 1-1a and 1-1b** shows the existing General Plan and General Plan Update. **Figure 1-2a, 1-2b, and 1-2c** show the City limits and the 10 and 30-year planning horizons for the existing SOI, Interim SOI, and Ultimate SOI, respectively. It is unlikely that all land uses within and outside the City limits will be developed by 2040. Manteca’s population is anticipated grow to 156,463 by 2040. The population projections are based on an extrapolation of a historical 3.1% growth rate in Manteca through 2045. It is noted that the City of Manteca has a Growth Management Ordinance that caps growth in the City at a 3.9% maximum growth rate, which is above their historical growth rate and the projection used in this document. Based on historical trends in Manteca it is not expected that population growth would exceed the cap within the planning horizon.

There is capacity in the 10 and 30-year Planning Horizons for housing to accommodate an estimated population of up 74,475 people (see also **Table 2-2**); the balance of the anticipated population growth is expected to come from development within the existing city limits. There are many factors that will ultimately influence the actual population (i.e., job availability, housing availability/affordability, etc.). It is realistic to rely on the historical growth rates to estimate population growth through the Planning Horizons.

### 3. GROWTH AND POPULATION PROJECTIONS

This chapter identifies future growth projections for the City of Manteca and its 10 and 30-year Planning Horizons that need to be taken into consideration when planning for the provision of services. A detailed discussion of existing and future municipal services to meet the future demand identified in this chapter is included in Chapter 4 of this MSR.

As discussed in Chapter 4, the City has plans and policies in place to ensure that if demand increases, as allowed by the General Plan, adequate public services will be provided while existing levels of service are maintained.

#### A. POPULATION AND DEMOGRAPHICS

Manteca is the third largest city in San Joaquin County, with a population of 84,800.<sup>1</sup> Between 1990 and 2000, the City of Manteca's population increased by approximately 21 percent to 49,255, as shown in **Table 3-1**, reflecting a 1.87 percent annual compound growth rate during this time period. From 2000 to 2010 the population increased 36 percent to 67,096, reflecting a 3.04 percent annual compound growth rate during this time period. From 2010 to 2014 the population increased to 72,880, reflecting a 2.05 percent annual compound growth rate during this time period.

**TABLE 3-1 POPULATION AND HOUSEHOLD TRENDS IN MANTECA**

	1990	2000	2010	2020
Population	40,773	49,255	67,096	84,800
Housing Units	13,981	16,368	21,618	27,667
Average Household Size	3.02	2.98	3.08	3.18
Single Family Units	10,015	12,622	18,729	21,763
Multi-Family Units	3314	3445	3442	5,106
Mobile Homes	652	869	853	798

SOURCE: U.S. CENSUS BUREAU, 2000-2010 AMERICAN COMMUNITY SURVEY, CALIFORNIA DEPARTMENT OF FINANCE POPULATION ESTIMATES, TABLE 2: E-5 CITY/COUNTY POPULATION AND HOUSING ESTIMATES, 1/1/2020.

#### 1. Community Growth Management Program

The City's Community Growth Management Program is summarized in Chapter 18.04 of the City's Municipal Code. The Community Growth Management Program applies to all development project(s) within the city and those development projects outside the city seeking sewer capacity that the city council, by special agreement ratified by a city council resolution securing an approving vote of the majority of the entire city council, determines appropriate, except as otherwise provided

<sup>1</sup> California Department of Finance, Table 2: E-5 City/County Population and Housing Estimates, 1/1/2020

## 3.0 GROWTH AND POPULATION PROJECTIONS

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in Chapter 18.04. No development project building permits shall be issued by the city unless and until a project allocation has been obtained by the development project in accordance with this chapter, except as otherwise provided in Chapter 18.04. The Community Growth Management Program requires projects to secure a project allocation before a building permit for such development can be issued. The allocation process involves both:

- A. The sewer allocation system (as set forth in Chapter 18.04 and in subsequent city council action) which shall determine the amount of phase three sewage capacity available to each type of development; and
- B. The point rating system, to be established by subsequent city council action, which shall establish a mechanism by which to evaluate specific development project proposals competing for such available sewage capacity.

### 2. Public Facilities Implementation Plan

The Public Facilities Implementation Plan (PFIP) is the implementing program for public infrastructure policies identified in the City's General Plan Policy Document. The purpose of the PFIP is to ensure that certain public infrastructure needed for growth – namely water, wastewater, storm drainage, and transportation facilities – are sufficient to support the City's growth in accordance with its General Plan. Another purpose of the PFIP is to ensure that infrastructure is constructed in a timely manner and financed in a way that equitably divided financial responsibility in proportion to the demands placed on the new facilities.

The PFIP uses a development impact model wherein the City assumes some responsibility for funding and constructing major facilities, while the developers – in most cases – simply pay their proportionate share to reimburse the City for the cost to finance and construct the infrastructure.

### B. POPULATION PROJECTIONS

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Between 1980 and 2020 the City experienced an average annual population growth rate of 3.1 percent, from 24,925 persons in 1980 to 84,800 persons in 2020. During this period, peak population growth occurred between 1980 and 1990 with an average growth rate of over 5 percent. Recent population growth since 2010 has averaged about 2.4 percent per year.

By comparison, the City's boundary area has grown from about 6,300 acres in 1990 to about 13,400 acres in 2015, an annual average area growth rate of about 3.1 percent. The greatest growth in area occurred between 1990 and 2000. Since 2000, the City's area has grown about 1.8 percent per year.

The City elected to use the 1980-2020 average annual population growth rate of 3.1 percent to project the population of the water service area through 2045. It is assumed that this population growth includes population acquired through City annexations of the surrounding area, as well as City infill development. The current and projected water service area populations for the City are summarized in Table 3-2. According to California Department of Finance, the City's population in 2020 was 84,800, and by 2045 it is anticipated to increase to 182,354.

**Table 3-2** shows population projections for the City of Manteca based on the San Joaquin Council of Government's (SJCOG) estimated growth rate. The sphere plan for the 10 and 30-year Planning

Horizons and related development projections in this MSR utilize this estimated growth rate, as it provides the most realistic growth rate expectation within the planning horizons.

**TABLE 3-2 POPULATION PROJECTIONS**

CALENDAR YEAR	ESTIMATED POPULATION (MANTECA)	ESTIMATED POPULATION (SAN JOAQUIN COUNTY)	ESTIMATED POPULATION (CALIFORNIA)
2020	84,800	766,644	40,619,346
2025	98,833	822,755	42,373,301
2030	115,187	893,354	44,085,600
2035	134,248	966,889	45,747,645
2040	156,463	1,037,761	47,233,240
2045	182,354	1,037,761	47,233,240

SOURCES: UNIVERSITY OF THE PACIFIC – SAN JOAQUIN COUNTY FORECAST SUMMARY AND SJCOG GROWTH PROJECTIONS, CITY OF MANTECA (2016), DEPARTMENT OF FINANCE (2016). MANTECA HISTORICAL GROWTH RATE FROM 1980-2020 WAS 3.1%, WHICH WAS EXTRAPOLATED THROUGH 2045.

C. EMPLOYMENT TRENDS AND PROJECTIONS

Table 3-3 below presents employment data for Manteca over the period 2000-2020. Generally, while the labor force has increased steadily, the City has historically had skilled resident workers who commute to jobs outside the City. In comparing the two tables below, it is clear that much of the Manteca labor force commutes to jobs outside the City.

**TABLE 3-3 MANTECA EMPLOYMENT TREND ESTIMATES**

YEAR	LABOR FORCE	NO. EMPLOYED	UNEMPLOYMENT RATE
2000	24,100	22,700	6.0%
2010	34,904	29,660	10.9%
2020	38,100	36,200	4.8%

SOURCE: 2010 U.S. CENSUS BUREAU, 2010 AMERICAN COMMUNITY SURVEY, CALIFORNIA EMPLOYMENT DEVELOPMENT DEPARTMENT 2020 UNEMPLOYMENT RATE AND LABOR FORCE SUMMARY

Projections of total jobs in Manteca are presented below in Table 3-4. Note that the jobs reflect the number of jobs, not the number of employed residents.

**TABLE 3-4 MANTECA EMPLOYMENT PROJECTIONS (2020-2040)**

	2020	2025	2030	2035	2040
Manteca	17,592	18,631	19,770	20,968	22,146

SOURCE: SAN JOAQUIN COUNTY COUNCIL OF GOVERNMENTS FORECAST SUMMARY, 2016

## 3.0 GROWTH AND POPULATION PROJECTIONS

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### D. DEVELOPMENT PROJECTIONS

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This section provides an overview of projected development to accommodate growth in Manteca.

#### 1. Within City Limits

The 11,582.94 acres of land within the City limits currently accommodates a population of 84,800 people and 27,667 residential units. The build-out capacity within the City limits would allow for an additional population of up to 64,773 people and 20,369 residential units (see **Table 2-2**). The total acreage within the City limits represents 57.3 percent of the total land within the sphere of influence. Under the maximum unit calculation, land within the city limits could account for 53.3 percent of the total future population and dwelling units.

#### 2. 10-year Planning Horizon (2020-2030)

The 5,629.91 acres of land within the 10-year planning horizon could accommodate an additional population of 56,184 people. The build-out capacity within the 10-year horizon is 17,668 residential units (see **Table 2-2**) and would allow for an additional population of up to 56,184 people. The total acreage within the 10-year horizon represents 31.1 percent of the total land within the sphere of influence. Under the maximum future unit calculation, land within the 10-year horizon could account for 46.3 percent of the future population and dwelling units.

#### 3. 30-year Planning Horizon (2030-2050)

The 2,684.91 acres of land within the 30-year planning horizon could accommodate an additional population of 483 people under its land use designations. The build-out capacity within the 30-year horizon is 152 residential units (see **Table 2-2**) would allow for an additional population of up to 483 people. The total acreage within the 30-year horizon represents 11.6 percent of the total land within the sphere of influence. Under the maximum unit calculation, land within the 30-year horizon could account for 0.4 percent of the future population and dwelling units.

### E. DETERMINATION

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The Manteca General Plan, including the Growth Management Program discussed above, provides a framework for future growth within the City and its 10 and 30-year Planning Horizons. The Growth Management Program limits the number of approved residential units to reflect allocation of sewer capacity. Historically this has run at a rate of up to 3.9 percent. Between 1990 and 2000, the City experienced a 1.96 percent annual growth rate; however, the growth increased to 3.8 percent from 2000 to 2010. Over the last decade the growth rate has dropped back to 2.6 percent annual growth rate. This means that the growth has consistently come in under the 3.9 rate built into the Growth Management Program.

The City's 2020 population is estimated at 84,800 by the California Department of Finance. The latest population projections for Manteca are 134,248 people by 2035. The current SOI and the 10 and 30-year Planning Horizons will provide for population growth of up to 121,441 people if all vacant and underutilized parcels were developed; however, it is not expected that actual population growth will approach this maximum based on the historical trends, population projections, and an unrealistic expectation of full development of vacant and underutilized parcels. Additionally, there

are many factors that will ultimately influence the actual population (i.e. job availability, housing availability/affordability, etc.). Nevertheless, expansion of the existing SOI to include all those areas designated as within the 10 and 30-year Planning Horizons will adequately provide for the projected population growth through 2040. This level of population growth is consistent with the City's General Plan. The City's ability to provide adequate service to new developments will be ensured prior to approval of new developments, in accordance with existing City policies. This will require new projects to fund public facilities through the Public Facilities Implementation Program and through direct construction of improvements needed to serve their project.

## 3.0 GROWTH AND POPULATION PROJECTIONS

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#### 4. PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES

The purpose of this section is to evaluate infrastructure needs and deficiencies of services provided by the City of Manteca, especially as they relate to current and future users. Infrastructure needs and deficiencies will be evaluated in terms of supply, capacity, condition of facilities, and service quality with correlations to operational, capital improvement, and finance plans.

This section of the MSR will address the provision of the following public services, some of which are directly provided by the City of Manteca and others which are provided through contract or by special district:

- Fire Protection
- Law Enforcement
- Water Supply and Treatment
- Wastewater Supply and Treatment
- Storm Water Drainage

It is noted that the 2040 General Plan Update reflects a significant public planning process to establish desired land uses and growth patterns in the foreseeable future and it is possible that formal action is not taken on the General Plan Update prior to formal action on the MSR by LAFCo. Regardless of the timing of that action on these planning documents by either agency, the City intends to update the 10- and 30-year planning horizon to reflect a reasonably foreseeable near-term and long-term growth pattern within the planning horizons. Not acknowledging the growth identified in the General Plan Update in this MSR would result in a planning document that lacks transparency, and falls short of good long-range planning on a local and regional level regardless of the formality of document approval. The City of Manteca, working with LAFCO, must determine that the necessary infrastructure and public services exist to support anticipated growth at comparable service levels. The information put forward in this MSR supports the reasonably foreseeable growth in the 10-Year and 30-Year SOI boundaries based on extensive community outreach and planning.

##### A. FIRE PROTECTION

Fire protection and emergency medical services are handled by a combination of service providers, with Manteca Fire Department and Manteca Ambulance providing the majority of emergency responses services, as outlined below.

#### 1. Existing Facilities and Services

##### **Manteca Fire Department**

The Manteca Fire Department is responsible for the primary provision of fire service and emergency medical response for the City of Manteca and its residents. The Manteca Fire Department serves approximately 84,800 residents throughout approximately 17.0 square miles within the city limits

## 4.0 PRESENT AND PLANNED CAPACITY

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(see **Figure 4-1**). The Manteca Fire Department operates out of five (5) facilities that are strategically located in the City of Manteca (see **Figure 4-1**). The Manteca Fire Department is headquartered in Station 242 located at 1154 S. Union Road. This building serves as the Fire Department headquarters and the Fire Prevention Bureau. Fire training and emergency medical services are managed out of Station 241.

### ORGANIZATION

The Fire Department is organized into three divisions: Administration, Operations, and the Fire Prevention Bureau.

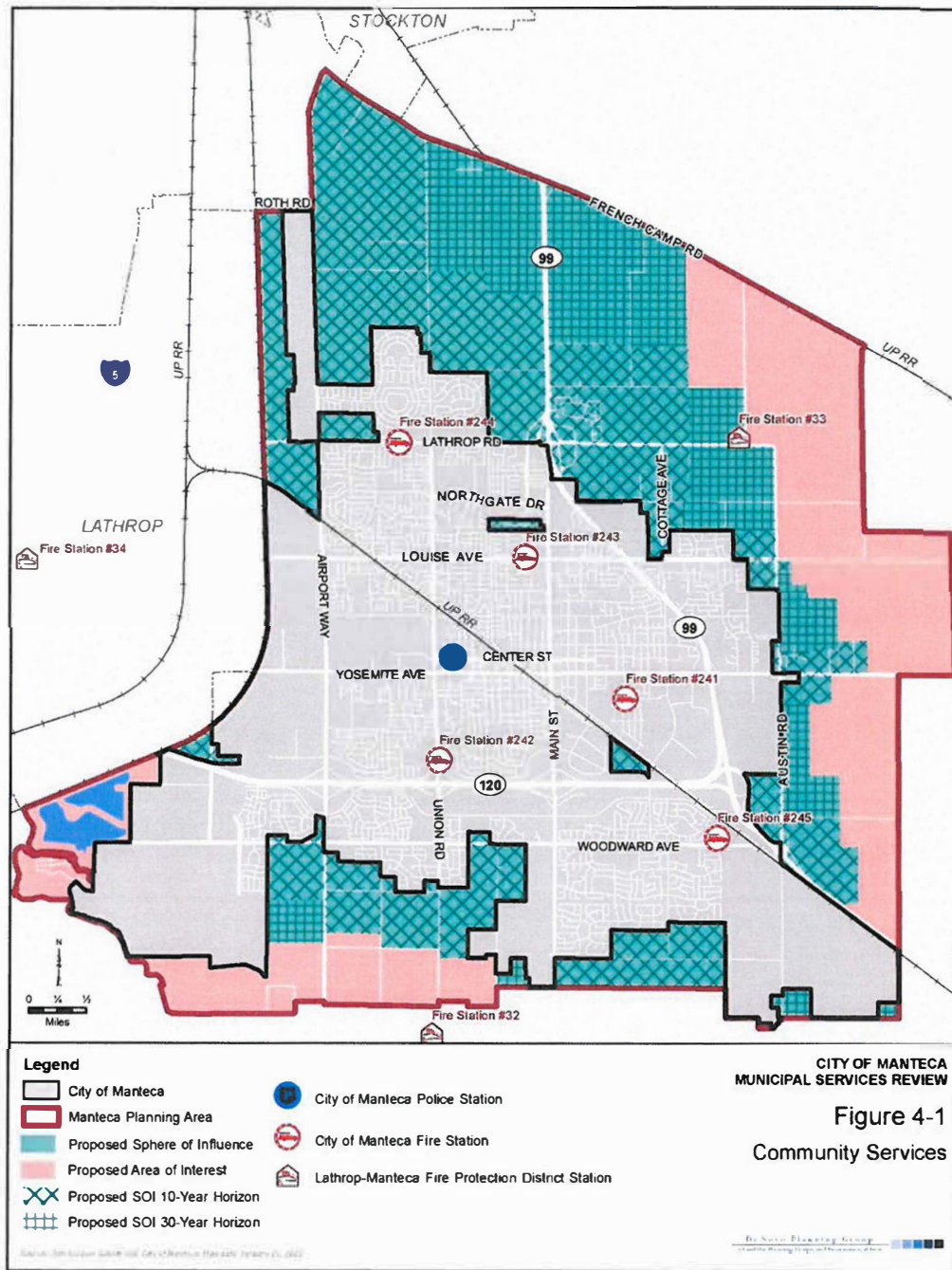
#### Administration Division

Fire Administration is responsible for the day-to-day administration of the activities and regulations of the Manteca Fire Department. The responsibilities include budget preparation and control, purchasing, personnel management, employee health and safety, record keeping, facilities management, information and press releases, and clerical management. Administration provides for and manages several important functions of the Department including department wide training, cost-recovery, grant writing, and maximizing the department's volunteer programs. Staffing includes 1 Administrative Chief and 1 Administrative assistant.

**Office of the Fire Chief:** The Fire Chief develops and facilitates implementation of the vision of the Department. . The Fire Chief involves members throughout the organization in establishing department processes, sets formal Department policies, facilitates planning, sets goals and objectives for the organization and cultivates dissemination of public information. The office of the Fire Chief fosters and maintains relationships and partnerships with other City departments, various community groups, professional organizations, surrounding jurisdictions and other governmental agencies in ways that contribute to the best possible service delivery to our customers.

**Support Services:** This element provides direct support to the emergency operations of the department. Elements of support services include but are not limited to maintenance of infrastructure, procurement, payroll, GIS mapping, disaster planning, records administration, and information technology support.

**Volunteer Programs:** The Department's volunteer programs include Seniors Assisting the Fire Effort (SAFE), Citizens Emergency Response Team (CERT) and Fire Explorer Post #24. These volunteers assist with various non-hazardous duties including public education, fire prevention inspections, clerical work, community events, and radio communication to name a few. The Department's volunteer programs continue to maximize fire department resources, encourage citizen participation in the community, and create a new breed of citizen advocates for fire safety



## 4.0 PRESENT AND PLANNED CAPACITY

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**Professional Standards/Training:** This component provides management and direction for the department's training program, personnel recruitment and retention, continuing education, and the disciplinary process.

### Operations Division

The Fire Operations Division is responsible for the most traditional elements of the Department's mission by managing the emergency response component and associated resources of the Fire Department. This Division provides for a constant state of readiness and provides 24-hour emergency response to a variety of emergencies including but not limited to fires, medical, vehicle accidents, hazardous materials, and public assistance. Personnel resources include 46 full-time firefighters as well as a cadre of Reserve Firefighters. Other vital resources essential to the emergency response component of the department include vehicles and equipment, communications and dispatch, and many other support functions. For example, the Operations Division's functions also include implementation of fire prevention practices such as hazard abatement, pre-fire planning, and public education. Similarly, when not engaged in emergency response, operational personnel provide logistical support in the areas of facility preservation, communication equipment maintenance, and apparatus upkeep and repair.

**Fire Suppression Personnel:** This element includes the personnel who respond to emergency incidents within the City of Manteca. Staffing includes 3 Battalion Chiefs, 12 Fire Captains, 12 Fire Engineers, and 19 Firefighters. These personnel also assist with Fire Prevention and logistical support when not engaged in emergency response.

**Dispatch and Communication:** The department participates in a Regional Joint Powers Authority and is dispatched by their Regional Fire Dispatch Center. Elements of this program include communications infrastructure such as radio towers, microwave systems, base stations, data lines, and comparators. Other essential communication equipment includes 26 mobile radios, 75 portable radios, maintenance and associated agreements.

**Emergency Response Vehicles and Equipment:** This aspect includes the department fleet as well as maintenance and repairs of all Fire Department vehicles and equipment. Apparatus includes three engines, three reserve engines, one ladder truck, one medium rescue unit, one USAR rescue trailer, eight staff vehicles, two pick-up trucks, and a public education trailer. All equipment carried on the Fire Apparatus and Trailers are components of this element such as fire hose, nozzles, power tools, Jaws of Life, thermal imagers, and hand tools. Additionally, annual certification testing in this program is required for all department ladders (ground and aerial) as well as hydraulic tools such as the Jaws of Life.

**Reserve Firefighters:** This element consists of 28 Reserve Firefighters and has two main purposes. First, Reserve Firefighters are activated and respond to the scene during larger incidents such as structure fires. They are an extremely valuable resource and important to the Department's ability to provide exemplary fire protection and life safety service to citizens experiencing a fire-related emergency. Most structure fires require several hours of labor-intensive work to assure complete extinguishment of the fire and to salvage the belongings of the residents. The Reserve Firefighters are instrumental in the salvage and overhaul efforts. Second, the Reserve Firefighter program gives

members of the community the opportunity to decide if a career in firefighting is right for them. Several of the department's Firefighters have progressed through the ranks of the Reserve program and are currently serving the department and community well.

**Fire Investigation:** Fire investigators are required to determine the cause and origin of every fire to affix damages and responsibility for the incident. Most fires are attributed to accidental causes; however, arson always has to be considered.

#### Fire Prevention

Fire Prevention actively reduces the likelihood of fire, burns, and environmental emergencies, and mitigates the potential severity of events that do occur. Safety and prevention are accomplished through plan review, inspection of buildings and premises, monitoring and regulating the storage handling and use of hazardous materials, preparing and revising laws and codes, public education, fire investigation, and the enforcement of all fire and life safety related regulations.

**Plan Reviews:** The Fire Department reviews plans, inspects and tests Automatic Fire Sprinkler Systems, Manual and Automatic Fire Alarm Systems, Commercial Cooking Fire Suppression Systems, Hazardous Material Storage, High Piled Combustible Storage to ensure the systems function as designed.

**Inspections:** Fire prevention inspections are a critical component of the Fire Department. These include:

- **Business Inspections:** A vital function the Fire Department performs for our community is the provision of fire inspections of commercial and industrial facilities, apartment buildings, schools and churches. There are approximately 1,800 properties within the City that must be inspected annually for unsafe conditions.
- **Weed Abatement:** The department conducts weed abatement inspections of all parcels within the city limits on an annual basis. The purpose of this program is to reduce the potential for the spread of fire from one property to another and to make the suppression of a fire on a particular lot achievable.
- **Fireworks Inspections:** Each year, staff inspects and approves the technical set-up for the City's annual fireworks display as well as supervise the entire event. Additionally, the department conducts annual inspections of "safe and sane" fireworks stands staffed by local non-profit organizations throughout the City. There are a total of 15 fireworks stands each year that require initial approval of site plans, fireworks storage and containment, and other fire code requirements. Each booth is inspected daily for compliance.
- **Business License Inspections:** The Fire Department reviews and signs all applications before a business license is issued. The review may include an immediate inspection for California Fire Code compliance, or scheduling of a maintenance inspection at a future date.

**Public Education:** The Fire Department offers a comprehensive Public Education Program to the community which includes:

- Fire and life safety demos: for community groups and businesses.
- Station tours for a wide range of schools, groups and citizens throughout the City

## 4.0 PRESENT AND PLANNED CAPACITY

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- FAITS (Fire Awareness in the Schools): where fire and life safety are taught to 2nd and 4th grade students on a scheduled yearly curriculum to all public and private schools within the City.
- Fire Safety Trailer: which provides children a simulated environment to learn fire safety techniques. The trailer is taken to all schools within the City annually as well as to numerous community events.
- Neighborhood Watch Program: where firefighters meet with neighborhood groups throughout the City as requested for demos and life safety demonstrations. This includes participation in the annual National Night Out event.
- Child Firesetter Program: specially trained Firefighters provide counseling to children who have demonstrated a risk for setting fires.
- Sober Grad/E-15: each year the department, along with the Police Department and surrounding jurisdictions stage a scenario and conduct a comprehensive three-day program on the dangers of drinking and driving for high school seniors.

### RESPONSE

A fire and/or emergency medical service (EMS) response is a process that involves a 911 operator, dispatcher, and the Fire/EMS responders communicating to ensure timely arrival at an incident. The process begins after a 911 dispatch center receives a 911 call and the operator is immediately shown the phone number and address (for landline telephones) on their computer screen. Fire and EMS calls immediately receive the highest priority and the operators and dispatchers gather information and immediately dispatch Fire/EMS to the address of the emergency so they can turnout and travel to the incident. For the Fire/EMS, the first portion of the Response is the Turnout time. The Turnout time measures the time elapsed from when the emergency dispatcher informs the Fire/EMS unit of an emergency and when the unit leaves the Fire/EMS station. The Travel time measures the time elapsed from when the Fire/EMS unit leaves the station and arrives at the incident. The 911 operator continues gathering information from the caller during the turnout and travel, which is typed into a computer for the dispatcher to relay to the Fire/EMS responders over the radio until the responders arrive at the incident.

The Manteca Fire Department maintains a goal for the initial company of three firefighters to arrive on scene for fire and emergency medical service (EMS) incidents within five minutes 90% of the time (Response Effectiveness). In 2016, the Department averaged a travel time for Code 3 emergencies such as fires, medical calls or auto accidents at 4:20 minutes City-wide. In 2017, the Department averaged a 4:22 travel time City-wide. In 2017, the MFD on an average handled 20.7 calls per day for service. An increase from 17.4 calls per day for service in 2016. That translates into 7,579 emergency calls in 2017 and 6,737 in 2016. The Department is currently meeting the Response Effectiveness goal.

**NFPA 1710:** The NFPA 1710 Standards are applicable to urban areas and where staffing is comprised of career Firefighters. According to these guidelines, a career fire department needs to respond within six minutes, 90 percent of the time with a response time measured from when the 911 call is received at the call center to the time of arrival of the first responder.

The standards are divided as follows:

- Dispatch time of one (1) minute or less for at least 90 percent of the alarms
- Turnout time of one (1) minute or less for EMS calls (80 seconds for fire and special operations response)
- Fire response travel time of four (4) minutes or less for the arrival of the first arriving engine company at a fire incident and eight (8) minutes or less travel time for the deployment of an initial full alarm assignment at a fire incident
- Eight (8) minutes or less travel time for the arrival of an advanced life support (ALS) (4 minutes or less if provided by the fire department)

#### ISO RATING

The Insurance Services Office (ISO) Public Protection Classification Program currently rates the Fire Department as a 2 on a scale of 1 to 10, with 1 being the highest possible protection rating and 10 being the lowest. The ISO rating measures individual fire protection agencies against a Fire Suppression Rating Schedule, which includes such criteria as facilities and support for handling and dispatching fire alarms, first-alarm response and initial attack, and adequacy of local water supply for fire-suppression purposes. The recent construction and staffing of Fire Station No. 4 and Fire Station No. 5 will have a positive impact on the City's ISO rating. The ISO ratings are used to establish fire insurance premiums. With the completion of Fire Station 5, the City plans to apply for ISO re-classification and the Fire Department will apply for Accreditation through the Commission of Fire Accreditation International (CFAI).

#### Manteca Ambulance Service

The Manteca District Ambulance Service covers a 100-square-mile area and has two stations: one in Manteca and the other in Lathrop. The ambulance service has 36 employees and has eight ambulances. Two 24-hour ambulances and one 12-hour ambulance respond out of the Manteca station 7 days per week. One 24-hour ambulance responds out of the Lathrop station 7 days per week. The ambulance service has mutual aid agreements with the cities of Ripon, Tracy, and Escalon. The Manteca District Ambulance Service has 22 paramedics and 11 emergency medical technicians.

### 2. Provisions for Future Growth and Systems Improvement

The General Plan Update includes policies and implementation measures that would allow for the Department to continue providing adequate facilities and staffing levels. Below is a list of relevant policies:

- Through adequate staffing and station locations, maintain a minimum five-minute travel response time 90% of the time for fire and emergency calls and an overall fire insurance (ISO) rating of 3 or better for all developed areas within the City (CF-3.1).
- Provide fire services to serve the existing and projected population (CF-3.2).
- Periodically review, and if necessary, amend, the criteria for determining the circumstances under which fire service will be enhanced (CF-3.3).
- Design and maintain roadways in such a way so as to maintain acceptable emergency vehicle response times (CF-3.4).

## 4.0 PRESENT AND PLANNED CAPACITY

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- Ensure that new development is designed, constructed, and equipped consistent with the requirements of the California Fire Code in order to minimize the risk of fire (CF-3.5).
- Ensure that new development is served with adequate water volumes and water pressure for fire protection (CF-3.6).
- Continuously monitor response times and provide the City Council with an annual report on the results of the monitoring (CF-3a).
- Continue to enforce the California Building Code and the California Fire Code to ensure that all construction implements fire-safe techniques, including fire resistant materials, where required (CF-3b).
- As part of the City's existing development review process for new projects, the Fire Department will continue to make determinations on projects' potential impacts on fire protection services. Requirements will be added as conditions of project approval, if appropriate (CF-3c).
- The Planning Commission and City Engineer will review proposed residential street patterns to evaluate the accessibility for fire engines and emergency response (CF-3d).

Additionally, with the construction of Fire Station No. 5, which began operations on June 10, 2020, the department is able to respond to emergency calls more than 95 percent of the time within five minutes<sup>1</sup>. The construction and staffing of Fire Station No. 5 has allowed the City the ability to achieve the full alarm standard outlined by NFPA 1710 for the first time in the City's History; this will directly affect the ISO rating, enhance service to the citizens of Manteca and improve the department's ability to obtain grants. For the first time in at least three decades, more than 90 percent of Manteca's residents are now within 5 minutes response time of where firefighters are based<sup>2</sup>. The City of Manteca will continue the practice of annexation with detachment from the Lathrop-Manteca Rural Fire District in an effort to provide consistent service to the citizens of Manteca. The Lathrop-Manteca Fire District has historically been one of the more fiscally constrained fire districts in the area.

The City recognizes expansion through annexations can create financial and service impacts on the Fire Districts. Consequently, the City will enter into agreements with the Districts prior to annexation to keep the same revenue (not increment) going to the districts. Preferably, a sum equal to the current tax revenue received by the fire district at time of annexation, multiplied by ten years, will be paid in a lump sum to the district. The lump sum payment shall be paid by the developer prior to the issuance of the first building permit in the annexed area. The City will continue having a regular dialogue with the Fire Districts in an effort to create efficiencies and better serve the community. Alternatively, LAFCo may determine an appropriate temporary mitigation for the adverse effects of detachment upon other service providers and impose an appropriate temporary mitigation within its powers. Every five years LAFCo will conduct Service Reviews and evaluate the financial ability of the districts to provide service and shall evaluate the continued necessity of the temporary mitigation fee in light of other governmental alternatives including but not limited to contract for

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<sup>1</sup> Manteca/Ripon Bulletin. *Manteca's 12<sup>th</sup> Fire Chief*. November 11, 2021

<sup>2</sup> Manteca/Ripon Bulletin. *Manteca's 5<sup>th</sup> Fire Station Up & Running*. June 11, 2020



services and other reorganization/consolidation options.

The FY 2021-2022 budget for the Manteca Fire Department is \$15,747,498. The need for additional firefighters in the future will be addressed as warranted. The need for additional firefighters in the future will be addressed as warranted.

## B. LAW ENFORCEMENT

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### 1. Manteca Police Department

#### EXISTING FACILITIES AND SERVICES

Police protection services in the City of Manteca are provided by the Manteca Police Department. The Police Department operates out of its headquarters located at 1001 W. Center Street (see **Figure 4-1**).

#### ORGANIZATION

The Police Department is organized into two divisions: Operations, and Services. Additionally, the Police Department operates a Public Affairs Unit. For budgeting purposes, the Police Department is organized into the following programs: administration, patrol, investigations, support services, dispatch, code enforcement, jail services, and animal services.

#### Administration

Administration handles scheduling, grant writing, budget development oversight, confidential files, training, staff reports, police revisions, and many other functions. The Chief of Police has ultimate responsibility for developing and articulating the vision of the Department with the City of Manteca. Administration fosters a positive and open relationship with all segments of the community.

**Office of the Chief:** The Chief of Police is responsible for the overall management and direction of the Department's programs and activities and the dissemination of public information.

**Operations Division:** The Operations Division is the largest division of the Department. It includes all uniformed officers and their support teams. The units included in the Operations Division are patrol, traffic, community service officers, SWAT, crisis response team, mounted patrol, canine, and bomb squad.

**Services Division:** The Services Division includes all the teams and units that support the line police function of the MPD. These teams include Dispatch, Records, Property and Evidence, Crime Analysis, and Animal Services, as well as Detectives, School Resource Officers, Gang Unit, and Manteca's Street Crimes Unit (SCU), which is the department's proactive narcotic and street crime suppression unit.

The MPD also has several very active volunteer groups. The Police Explorers, Citizen's Police Academy graduates, Police Reserves, and the SHARPs allow members of the community of all ages and experience to give back to the community through volunteering.

## 4.0 PRESENT AND PLANNED CAPACITY

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**Volunteer Programs:** The Department's volunteer programs include Seniors Helping Area residents and Police (SHARPS), Volunteers in Police Service (VIPS), Police Explorer Post 24, and the Manteca Police Reserve Officer Corps. These volunteers assist with various records duties including delivering court papers, archiving police reports, entering information into the Criminal Justice Information System, fingerprinting, property and evidence storage and other light clerical duties, graffiti and abandoned vehicle abatement, shopping center and school zone patrol, traffic control, parking enforcement, and code enforcement.

**Professional Standards:** Provides management and direction to the following operations: Training and personnel, recruitment and retention, backgrounds, internal affairs, and discipline.

**Public Affairs/Crime Prevention:** The MPD's Public Affairs Officer (PAO) works directly with the Chief of Police on issues that affect the MPD and community. In addition to being a community liaison, the PAO works with the public in providing current information regarding issues effecting Manteca. This is done by working with local news media outlets, issuing information bulletins and conducting neighborhood meetings, and by using the local government channel for a program called StreetBeat. In addition to assisting the Chief of Police, the PAO also coordinates several crime prevention programs to include the Citizen Police Academy, Drug Awareness Education, and various workplace-training programs such as Workplace Violence Prevention. The PAO also coordinates with other city offices special projects and does site plan reviews for new commercial and residential projects using a process called CPTED (Crime Prevention through Environmental Design).

### Patrol

Patrol personnel are responsible for providing most front-line law enforcement services for the department. These services include responding to all calls for service, taking criminal reports, conducting criminal investigations, traffic enforcement, suspect apprehension, providing court testimony and general community-based problem solving. The Patrol Division is operated 24 hours a day, every day of the year. Falling under the auspices of Patrol are the Traffic Unit, Special Weapons and Tactics Team, Equestrian Unit, School Resource Officers (SRO), Community Service Officers (CSO), Crisis Response Team, Bomb Squad and Canine Unit.

**Patrol Supervision:** Patrol Sergeants are responsible for the direct supervision and coordination of all patrol activities, including officer scheduling, directed patrol activities, ensuring minimum staffing levels, report review, and coordinating special events.

**Patrol Operations:** Patrol functions are accomplished primarily by patrol officers and CSOs operating marked police vehicles in specific geographic sections of the city. They may also utilize police bicycles, equestrian units, and foot patrol. Officers and CSOs not engaged in handling calls-for-service are responsible for proactively identifying criminal activity and taking appropriate action.

**Canine Program:** This element is comprised of two separate disciplines: narcotics and patrol. The patrol aspect consists of six officers and six police dogs that are specially trained for police deployment. These patrol canines are used primarily for searches of vehicles and buildings, criminal apprehension, officer safety, and community relations. The narcotics aspect consists of two dogs

trained to search for narcotics and when located alert their handler to the location. The patrol program currently has six officers and four dogs.

**Bicycle Patrol Program:** This element employs several police officers on mountain bikes to patrol selected areas of the city. The bikes are used for special events as well as general patrol during warm weather.

**School Resource Officer Program:** The SRO element consists of four officers, three of which are assigned to the high schools and one who is responsible for the elementary schools. SRO's also provide coverage to Calla High School, Manteca Day School and the Community School. Officers assigned to this element perform a variety of duties including law enforcement, counseling, mentoring and classroom education. In addition to regular school activities the SRO unit is involved in afterschool sports activities, school dances, field trips, graduation and Sober Grad.

**SWAT and Crisis Response Teams:** The Special Weapons and Tactics (SWAT) Team provides highly trained personnel to handle critical incidents involving barricaded subjects, hostages or service of high-risk search warrants. Individual members are trained in the use of automatic and high-powered weapons, search and rescue techniques, special tactics and innovative non-lethal weapons. The Crisis Response Team (CRT) always responds when the SWAT Team is deployed. CRT personnel attempt to negotiate the peaceful release of hostages or the surrender of barricaded subjects in order to avoid injury to hostages, suspects or SWAT members.

**Bomb Squad:** The bomb squad is comprised of two highly trained employees, a police officer and a police sergeant. They serve the City of Manteca as well as assist other agencies in San Joaquin County as members of the San Joaquin County Metropolitan Bomb Squad. The Bomb Squad is trained to recognize and handle improvised explosives, commercial explosives, unstable chemicals, and military ordnances.

**Traffic Unit:** This program investigates serious collisions occurring in the City including hit-and-runs and injury crashes, identify traffic hazards, provide traffic enforcement and traffic control, provide courtroom testimony, and conduct specialized DUI and seatbelt enforcement projects. Coordinate and create traffic plans for all parades and events that require street closure or detours. The traffic unit consists of one sergeant and two officers.

#### Investigations

The Investigations Section investigates felony and misdemeanor crimes, identifies and apprehends offenders, recovers contraband and stolen property and prepares cases for criminal prosecution. Included in this unit are investigations related to narcotics, gangs, CASA (child abuse and sexual assault), property crimes, violent crimes, auto theft and fraud.

**Criminal Investigations:** Detectives are assigned to investigate crimes against persons and property within the city. One detective is primarily assigned to investigate crimes against persons, which includes violent crime, domestic violence, aggravated assault, death investigations, robbery, elder abuse and arson. One detective is assigned to property crimes, which includes burglary, grand theft and vehicle theft. One detective is assigned to fraud and forgery crimes, which include scams and other worthless document cases. One detective specializes in child abuse and sexual assault cases.

## 4.0 PRESENT AND PLANNED CAPACITY

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**Street Crimes Unit (SCU):** This program allows specially trained detectives to concentrate on narcotics and cases involving prolonged surveillance operations. Detectives work closely with the METRO Narcotics Task Force, State Parole, County Probation and other local, state and federal law enforcement agencies to investigate narcotics related crimes.

**Gang Suppression Unit (GSU):** This program allows specially trained detectives to concentrate primarily on gang offenses and weapons violations. These detectives work closely with the county gang task force and Stockton P.D. to coordinate gang investigations and to share gang related intelligence information.

**Child Abuse/Sexual Assault:** This Detective investigates child physical and sexual abuse cases and works in collaboration with the San Joaquin County Child Advocacy Center, Child Protective Services and San Joaquin County Hospital. The detective also investigates all sexual assault related cases and works closely with the Rape Crisis Center, Manteca Unified School District and other child and youth-serving organizations.

**Delta Regional Auto Theft Task Force (RATT) / Community Corrections Partnership Task Force (CCPT):** The Investigations Section has two detectives permanently assigned to regional task force operations. One detective is assigned to the Delta Regional Auto Theft Task Force (Delta RATT), which is a multi-agency auto theft investigation and prevention team headed by the California Highway Patrol. The other detective is assigned to the Community Corrections Partnership (CCP) which is assigned to monitor and investigate crimes involving those subjects who are out of custody due to AB109 and Post Release Community Supervision (PRCS).

**Crime Analysis:** In the past, the Crime Analyst was responsible for compiling and evaluating crime data gathered from Manteca Police contacts as well as State and Federal intelligence sources. The analyst used this information to predict crime trends, anticipate suspect actions and publish crime statistical information. The Crime Analyst position was eliminated via attrition and the statistical reporting functions have been transferred to the Records Unit. Crime trend analysis is now accomplished with the online program Raids Online, which is linked to the Manteca Police Department's website.

**Detective CSO / Property CSO:** The Detective/Property CSO is responsible for documenting, collecting, processing and transporting evidence at crime scenes. The Detective/Property CSO is also responsible for crime scene photography and the necessary documentation of such, latent print examination/comparison and report writing. The Detective/Property CSO is the department's liaison with San Joaquin County CAL ID, the California Department of Justice and IBIS. The Detective/Property CSO also handles the missing person caseload. The Detective/Property CSO is also responsible for handling the duties of the Property Officer. The Detective/Property CSO is responsible for managing all stolen, recovered, evidentiary and found property in the City of Manteca. The Detective/Property CSO also handles police payroll.

### Support Services

The Support Services section is composed of two areas: Records Management and Property/Evidence. These sections provide technical and clerical support for all Police Department

activities, including processing citizen and agency requests for documents, records management, front counter service, property and evidence activities, and purchasing support. Services are performed under the direction of the Services Division Captain.

**Property/Evidence:** Receives, stores, and releases property and evidence for all police cases, disposes of controlled substances and firearms in accordance with state law, and processes supply requests for all Police Department activities. The work is assigned to the Detective CSO.

**Records Management:** Processes police reports and citizen requests for service, answers calls from the public, retrieves and archives police reports, compiles statistics, seals and purges reports in response to state mandates, processes subpoenas and requests for records, and delivers documents to and from the District Attorney's Office. The Records Office also serves as the point of contact for the public at the Police Department's front counter.

#### Dispatch

The Manteca Police Department operates a full-service Dispatch and Communications Center. The Communications Center is staffed by two Lead Dispatchers and eight Police Dispatchers who provide a minimum of two on-duty dispatchers 24 hours a day, 365 days a year. Services are performed under the direction of the Services Division Captain.

**Communications/Dispatch:** Answers 9-1-1 and emergency telephone lines, dispatches police officers to calls for service and emergencies, responds to officer requests for information and enters information into the CAD system. This element is also responsible for updating state and national automated databases. This unit is the Public Safety Answering Point (PSAP) for the Manteca area, receiving all 9-1-1 calls and rerouting requests for fire or medical response. The Manteca Police Communications Center is also the back-up location for the Escalon and Ripon Police Departments should their communications centers fail.

#### Code Enforcement

The Code Enforcement Division investigates violations of the Manteca Municipal Code and other State and Federal codes related to land use, building, business licensing and operation, health code, and various other non-criminal statutes. Code Enforcement Officers work with other divisions of the City, County and State officials to gain compliance with these codes. They abate public nuisances and properties deemed to be a public health or safety hazard. Services are performed under the direction of the Services Division Captain.

The Code Enforcement Unit is comprised of two Code Enforcement Officers who handle all complaints and all proactive enforcement related to the enforcement of non-criminal statutes.

#### Jail Services

The Manteca Police Department maintains a city jail. It is officially classified as a "temporary holding facility", allowing the Department to maintain prisoners in custody at the jail facility for up to 24 hours. The facility consists of one safety cell, two sleeping cells, a holding area, and a print and photo area. The jail is inspected annually by San Joaquin County Public Health Services and the Juvenile Justice Commission to ensure compliance with all regulations for maintaining prisoners. Jail services are performed under the direction of the Services Division Captain.

## 4.0 PRESENT AND PLANNED CAPACITY

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Jail operations occur 24 hours a day, 365 days a year and include the transportation, booking, and maintenance of prisoners. Booking Officers or Patrol Officers perform these duties. These processes include fingerprinting, photographing, inventorying of prisoners' property, medical pre-screening, housing, feeding, and releasing of prisoners. Booking Officers also perform shuttle transportation between the city's temporary holding facility and the San Joaquin County jail, and they pick-up of prisoners held on Manteca warrants in other jurisdictions.

### Animal Services

The Animal Services Division consists of two elements; Field Services and the Animal Shelter Facility. The Division also provides support for the cities of Lathrop, Escalon, and Ripon. The City of Lathrop contracts with Manteca for shelter service for animals impounded from their jurisdiction. Escalon contracts with Manteca for the disposal of their dead animals. Services in this division are performed under the direction of the Services Division Captain.

**Field Services:** The Animal Services Division responds to all reports of vicious, mistreated, or nuisance animals. They enforce Municipal Codes that pertain to the ownership, maintenance, and licensing of animals within the City. They impound animals adjudged to be vicious or a nuisance. Animal Service employees investigate all reported animal bites, animal cruelty and testify in court when appropriate.

**Animal Shelter:** The Manteca Police Department maintains a full-service animal shelter. At this location seized, impounded, or surrendered animals are housed while attempts are made to locate their owners or find new families willing to adopt them. The shelter works in cooperation with local veterinary clinics to provide for the health of the impounded animals and ensure the animals are spayed or neutered prior to release. The Manteca Animal Shelter also works in cooperation with numerous animal rescue organizations to find homes for as many animals as possible.

## 2. Provisions for Future Growth and Systems Improvement

The General Plan Update includes policies and implementation measures that would allow for the Department to continue providing adequate staffing levels. Below is a list of relevant policies:

- Prioritize public safety through ensuring adequate staffing, implementing best available technologies, capital investments in public safety, and organizing and utilizing community volunteers (CF-2.1).
- Ensure that the Police Department has adequate funding, staff, and equipment to accommodate existing and future growth in Manteca (CF-2.2).
- Strive to provide a police force level of a minimum of 1.00 officer per 1,000 population (CF-2.3).
- Endeavor through adequate staffing and patrol arrangements to maintain the minimum feasible police response times for police calls (CF-2.4).
- Periodically review and, if necessary, amend the criteria for determining the circumstances under which police service will be enhanced (CF-2.5).
- Promote and support community-based crime prevention programs, as an important augmentation to the provision of professional police services (CF-2.6).

- Emphasize the use of physical site planning as an effective means of preventing crime. Open spaces, landscaping, parking lots, parks, play areas, and other public spaces should be designed with maximum feasible visual and aural exposure to community residents (CF-2.7).
- Promote coordination between land use planning and urban design through consultation and coordination with the Police Department during the review of new development applications (CF-2.8).

The department classifies calls for service as priority 1, priority 2 or priority 3. Priority 1 calls are calls where a threat is posed to life or a crime of violence. Priority 2 calls are calls for service where there is an urgency or suspicious behavior. Priority 3 calls are calls for service where no emergency or serious problem is involved. There were roughly the same number of Priority 1 calls in 2019 and 2020: 187 and 202, respectively. Additionally, there were approximately 1,811 Priority 2 calls in 2019 compared with 1,301 in 2020, and there were 2,267 Priority 3 calls in 2019 compared with 1,568 in 2020<sup>3</sup>.

The Manteca Police Department defines offenses for statistical purposes using the Uniform Crime Reporting Code of California. Crimes are classified as Part 1 or Part 2 offenses, depending on the priority of the crime. Statistics on the number of crimes by category of crime in Manteca during each year from 2016 to 2021, as reported by the Federal Bureau of Investigation (FBI) Criminal Justice Information Services Division, are shown in Table 4-1 below.

**TABLE 4-1: MANTECA POLICE DEPARTMENT CRIME STATISTICS (2016-2021)**

CATEGORY/CRIME	2016	2017	2018	2019	2020	2021
Homicide	1	5	0	3	3	1
Rape	32	18	22	31	19	30
Robbery	91	89	97	66	68	56
Aggravated Assault	89	111	118	87	112	140
Burglary	869	807	864	714	400	413
Grand Theft	145	142	183	195	199	358
Vehicle Theft	365	322	380	283	248	221
Arson	13	14	15	18	23	11
All Other Felonies	427	461	487	601	431	368
Total	2032	1969	2166	1998	1503	1598

SOURCE: FBI CRIME STATISTICS; [HTTPS://UCR.FBI.GOV/](https://ucr.fbi.gov/).

As shown in the table, the majority of crimes committed in Manteca consist of property crimes, primarily burglary and theft. In 2016, the statistics show significant decline in burglaries, robberies, and vehicle thefts. There was a decline of approximately 26% in Part 1 offenses from 2016 through 2020; however, that trend shifted in 2021 with an increase of approximately 6% in Part 1 offenses. This trend is consistent in neighboring communities including Stockton, Tracy, Lathrop, Ripon and unincorporated areas of San Joaquin County.

In 2021, 3,877 Part 2 offenses, which include offenses such as misdemeanor thefts, fraud, drug and alcohol abuse, and non-aggravated assault, were reported. Unclassified misdemeanors were the

<sup>3</sup> City of Manteca Police Department, *Monthly Crime Statistics Report*, December 2020.

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most common Part 2 offense, followed by misdemeanor theft. Total Part 2 offenses increased from 3,322 incidents in 2020 to 3,877 incidents in 2021. As with the Part 1 offenses, there was a decline in offenses from 2016 through 2020; however, that trend shifted in 2021 with an increase of approximately 16% in Part 1 offenses.

The total crimes committed in each jurisdiction is largely a function of the population size, and land area within the jurisdiction. The City of Stockton had far more crimes committed than any other jurisdiction in San Joaquin County, and it is also the largest jurisdiction by land mass and the largest population.

Staffing levels are assessed by the City on an annual basis, based on a variety of factors including response times for the three priorities listed above. The City currently has 75 sworn officers. With a population of 84,800, that equates to a staffing level of 84 officers per 1000 residents. Additional officers are planned to be hired, as the City population grows.

The FY 2021-2022 budget for the Police Department is \$24,166,565, which is sufficient to cover the current staffing levels. The need for additional personnel in the future will be addressed by the Chief of Police, the City Manager, and the City Council as response times are reassessed annually and as budget allows.

### C. WATER SUPPLY, CONSERVATION AND TREATMENT

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The City of Manteca provides water service for the residents of Manteca. There are approximately 23,000 connections to the water system, with an average daily usage of 12 million gallons. Annually, the City distributes about 4.5 billion gallons of potable water, the majority of this water is surface water from SSJID's water treatment plant, the balance is supplied by City owned groundwater wells. The City has a 4-million-gallon ground level storage tank with a booster pump station capable of pumping 12,000 gpm<sup>4</sup>. The City's water system is shown on **Figure 4-2**.

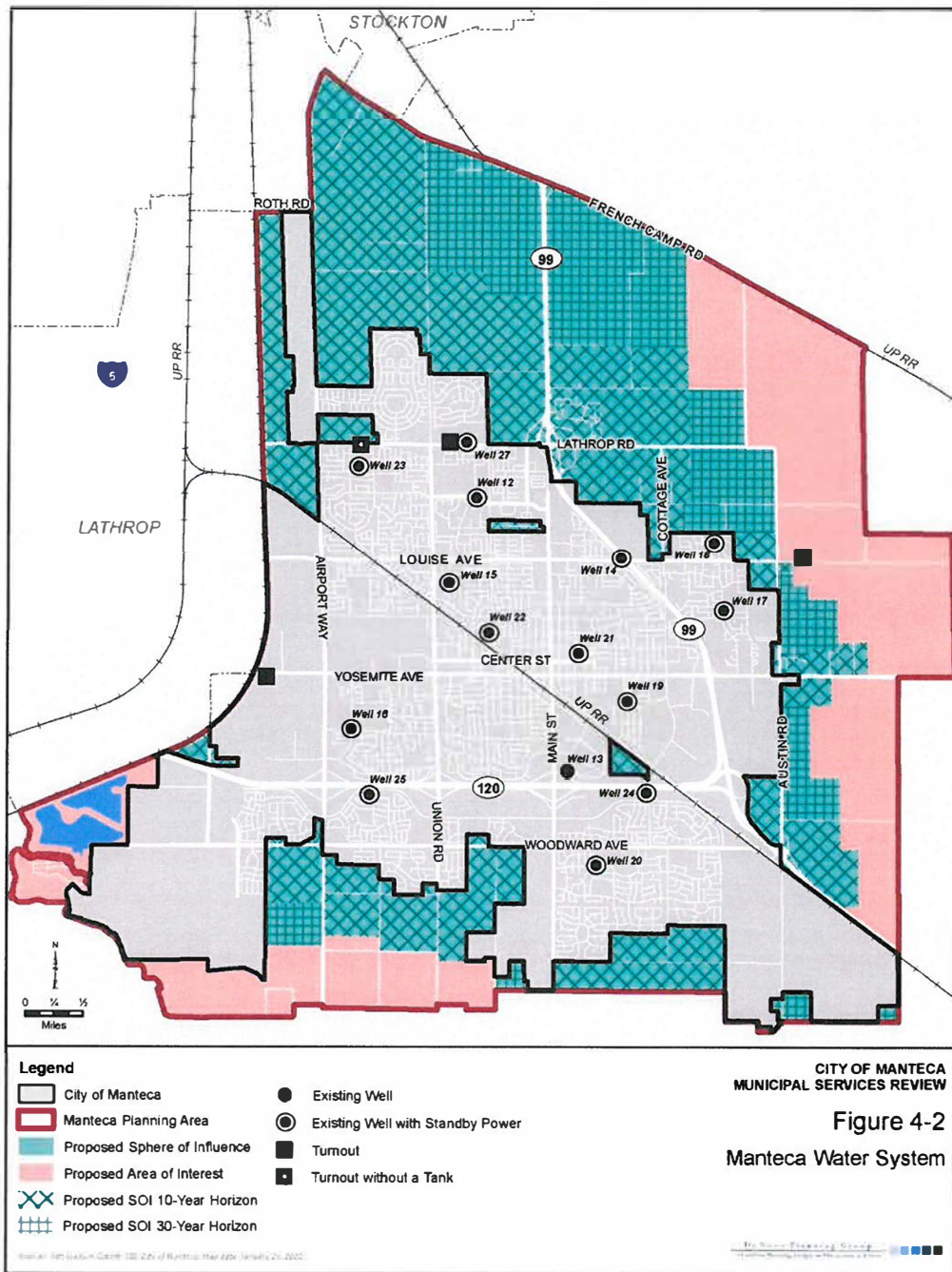
#### 1. Existing Supply and Demand

The City of Manteca currently has two water sources, surface water and ground water. Table 4-2 compares current and projected water supply and demand. It indicates that in average water years, the City has sufficient water to meet its customers' needs, through 2040. Projections factor in water use reductions mandated by California's 2009 Water Conservation Act (SBX7-7), which require that the City's per capita water use not exceed 179 gallons per capita per day (GPCD) by 2020. The City's 2013 per capita water use was just under 200 GPCD, while the City's 2015 per capita water use was 137 GPCD, due to water conservation regulations in effect during the 2014-2015 drought (Kennedy/Jenks Consultants, 2016).

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<sup>4</sup> City of Manteca. <https://www.ci.manteca.ca.us/PublicWorks/Pages/Utility-Services.aspx>





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The City's UWMP used population estimates from extrapolating a historical growth rate. According to California Department of Finance, the City's population in 2020 was 84,800, and by 2045 it is anticipated to increase to 182,354. City potable and raw water demand in 2020 was approximately 16,253 AF, which may have been caused by a higher daytime population than normal due to stay-at-home orders and mandated closure of non-essential businesses in response to the COVID-19 pandemic.

The projected water demand for future land use area for the buildout of the General Plan areas, which includes the Proposed Project in the City's General Plan Update, was calculated by multiplying the projected land uses by the unit water demand factor. The resulting water demand projection was 17,971 AFY.

Therefore, the projected potable and raw water demand at buildout of the General Plan is 34,224 AFY (16,253 AFY existing plus 17,971 AFY projected). Buildout of the General Plan planning area is projected to occur shortly before 2050.

Water supplies to meet future demands include surface water purchased from SSJID, City produced groundwater and recycled water. The City's water supply is projected to increase by about 37 percent from 2015 to 2040, primarily due to implementation of Phase 2 of the SCWSP. Future City groundwater pumping is estimated based on the safe yield for all groundwater pumping within the City's planning area, less estimated groundwater pumping by other users. Recycled water demand projections assumed decreased use over time of water for crop irrigation, and implementation of a tertiary-treated irrigation supply by 2040.

In May 2016, Governor Edmund G. Brown, Junior, signed Executive Order B-37-16 (Executive Order), Making Water Conservation a California Way of Life. The Executive Order directed DWR to work with the State Water Resources Control Board (State Water Board) to develop new water use targets as part of a permanent conservation framework for urban water agencies. The targets will build upon requirements established in the 2009 Water Conservation Act, but will strengthen standards for indoor residential per capita water use, outdoor irrigation, commercial, industrial and institutional (CII) water use, and water lost through leaks. DWR will be established interim water use targets in 2021. Agencies will need to demonstrate progress towards achieving final compliance in 2025 (DWR, 2017).

The 2015 UWMP is the currently adopted UWMP. The City is currently updating the UWMP based on the growth projections under the General Plan Update. While note yet published, early data made available as part of the General Plan Draft EIR is utilized for this analysis.

A comparison of the City's projected potable and raw water supplies and demands is shown in Table 4-2 for Normal, Single Dry, and Multiple Dry Years. Demand within the City's service area is not expected to exceed the City's supplies in any Normal year between 2020 and 2040. The City's water demands are not expected to exceed water supplies in Single Dry Years or Multiple Dry Years.

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**TABLE 4-2: SUMMARY OF POTABLE AND RAW WATER DEMAND VERSUS SUPPLY DURING HYDROLOGIC NORMAL, SINGLE DRY, AND MULTIPLE DRY YEARS**

HYDROLOGIC CONDITION		SUPPLY AND DEMAND COMPARISON, AFY			
		2025	2030	2035	2040
<b>NORMAL YEAR</b>					
Available Potable and Raw Water Supply(a)		23,260	25,247	27,569	37,284
Total Water Demand(b)		18,480	21,012	23,891	27,164
Potential Surplus (Deficit)		4,780	4,235	3,678	10,120
Supply Shortfall, Percent of Demand		-	-	-	-
<b>SINGLE DRY YEAR</b>					
Available Potable and Raw Water Supply(a)		23,260	25,247	27,569	37,284
Total Water Demand(b)		18,480	21,012	23,891	27,164
Potential Surplus (Deficit)		4,780	4,235	3,678	10,120
Supply Shortfall, Percent of Demand		-	-	-	-
<b>MULTIPLE DRY YEAR</b>					
Multiple Dry Year 1	Available Potable and Raw Water Supply(a)	23,260	25,247	27,569	37,284
	Total Water Demand(b)	18,480	21,012	23,891	27,164
	Potential Surplus (Deficit)	4,780	4,235	3,678	10,120
	Supply Shortfall, Percent of Demand	-	-	-	-
Multiple Dry Year 2	Available Potable and Raw Water Supply(a)	23,260	25,247	27,569	37,284
	Total Water Demand(b)	18,480	21,012	23,891	27,164
	Potential Surplus (Deficit)	4,780	4,235	3,678	10,120
	Supply Shortfall, Percent of Demand	-	-	-	-
Multiple Dry Year 3	Available Potable and Raw Water Supply(a)	21,409	24,313	27,552	33,376
	Total Water Demand(b)	18,480	21,012	23,891	27,164
	Potential Surplus (Deficit)	2,929	3,301	3,661	6,212
	Supply Shortfall, Percent of Demand	-	-	-	-
Multiple Dry Year 4	Available Potable and Raw Water Supply(a)	21,409	24,313	27,552	33,376
	Total Water Demand(b)	18,480	21,012	23,891	27,164
	Potential Surplus (Deficit)	2,929	3,301	3,661	6,212
	Supply Shortfall, Percent of Demand	-	-	-	-
Multiple Dry Year 5	Available Potable and Raw Water Supply(a)	23,260	25,247	27,569	37,284
	Total Water Demand(b)	18,480	21,012	23,891	27,164
	Potential Surplus (Deficit)	4,780	4,235	3,678	10,120
	Supply Shortfall, Percent of Demand	-	-	-	-

(A) SURFACE WATER SUPPLY FROM TABLE 6-2 PLUS ASSUMED GROUNDWATER SUPPLY FROM TABLE 6-3.

(B) EQUALS THE CITY'S TOTAL PROJECTED POTABLE AND RAW WATER DEMAND (FROM TABLE 5-1 AND TABLE 5-4).

**A. GROUND WATER**

The sustainable yield of the groundwater basin was estimated in the 2019 GSP<sup>5</sup> to be approximately 1 acre-foot per acre per year (715,000 AFY plus or minus 10 percent over the subbasin area of 1,195 square miles, an average of 0.935 AF/acre).

In 2005, the City began receiving treated surface water from SCWSP and the City has had limited groundwater pumping since the implementation of the SCWSP. Although groundwater pumping in some

<sup>5</sup> “Eastern San Joaquin County Groundwater Subbasin. Groundwater Sustainability Plan.” Eastern San Joaquin Groundwater Authority, November 2019.

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years prior to 2005 has exceeded that rate, as part of the SCWSP, the City intends to limit groundwater pumping to that rate or less. Projected groundwater availability is therefore based on an assumption that up to 1 AFY of groundwater is available per acre of City service area.

The total groundwater pumping that occurs within the City boundaries include City-owned municipal wells and City-owned park irrigation wells, in addition to irrigation and domestic wells owned and operated by others. This section provides a summary of the estimated groundwater pumping that occurs within the current city limits and planning area. Groundwater pumping data collection is on-going and there are potentially many groundwater pumping wells that are unmetered and unidentified.

The City owns and operates 17 potable groundwater wells and 31 irrigation wells. The wells range in depth from 190 feet to 400 feet. The City's annual potable groundwater production has steadily increased historically, reaching a peak of 14,900 acre-feet (AF) in 2004. Commissioning of the surface water treatment plant in 2005 decreased groundwater use considerably and currently supplies an average of 52 percent of the City's annual potable water supply.

Because there are numerous wells not owned by the City that are drawing from the ESJ Subbasin, this pumping could affect the amount of groundwater available to the City within the groundwater basin safe yield. Wells currently in operation not owned by the City include private domestic wells, agricultural wells, wells for school irrigation owned by the Manteca Unified School District (MUSD), and irrigation wells owned by SSJID, among others. Well completion reports obtained from DWR suggest that approximately 1,000 water wells have been constructed within the General Plan area since record keeping began in the 1960s; however, many may not have been registered as abandoned. It is anticipated that most domestic wells are no longer in use, though further investigation would be needed to verify this assumption.

It is known that MUSD and others own and operate wells within the City and its planning area. It is also assumed that pumping by MUSD and other known pumpers within the City and its planning area should be included in the groundwater safe yield accounting for purposes of this evaluation. Groundwater pumping by others may also be included in future updates of this initial estimate.

Metered pumping records for MUSD have not been provided. The MUSD is assumed to irrigate 25 percent of its parcels at 4 AFY/acre. The groundwater pumping from other ESJ entities were estimated as follows:

- Given that the MUSD has approximately 500 total acres, the total annual water use is estimated at approximately 500 AFY.
- According to SSJID pumping records for 2010 through 2015, an average of 4,860 AFY groundwater was pumped from SSJID-leased wells. Of this, an average of 2,860 AFY was pumped within the City of Manteca and the City's Planning Area. Therefore, groundwater pumping from SSJID-leased wells is projected to be 2,860 AFY.
- Other known industrial groundwater pumpers include Eckerts Cold Storage. The City treats over 130 AF of wastewater produced by Eckerts each year. Based upon this average,

groundwater pumping is estimated at 150 AFY assuming a return-to-sewer ratio of approximately 85 percent.

Historically, the City extracted groundwater at a rate as high as 1.6 AFY/acre, based on the developed City area. As discussed previously, the SCWSP allowed the City to reduce local groundwater extraction to less than the estimated basin safe yield of 1 AFY/acre.

The total groundwater pumping for the City of Manteca has ranged from 8,000 AFY to 10,000 AFY averaging about 8,700 AFY. Pumping amounts were generally consistent over the past ten year, with a decrease in 2014 and 2015, likely attributable to statewide mandatory demand reduction regulations. With this exception, there were no limitations or challenges for obtaining groundwater during the last 5 years, and the available groundwater quantity was sufficient.

#### B. SURFACE WATER

The cities of Manteca, Lathrop, Escalon, and Tracy have agreements to purchase treated surface water from the SCWSP. The City of Manteca has a current Phase 1 allotment of 11,500 AFY from SSJID and a total of 18,500 AFY under Phase 2. It is anticipated that SSJID will implement Phase 2 of the SCWSP by 2040, providing an additional 7,000 AFY in surface water supply to the City. The term of the City's water supply agreement with SSJID is through December 2029. The City and SSJID signed a new contract to extend this contract through 2049. Historically, the City has not utilized its full allocation of surface water due to system constraints and State and SSJID supply limits in response to the drought conditions. Future expansion of the SCWSP will increase the City's maximum Phase 2 allotment to 18,500 AFY.

According to the 1988 Agreement, SSJID is entitled to 300,000 AFY during normal water years, however drought conditions and seasonal variations have the potential to reduce the allocation to SSJID and the contracted cities it delivers water to, including the City. The New Melones Reservoir inflow has a direct effect on surface water availability to SSJID. The following equation governs water supply availability to SSJID when inflows are less than 600,000 AF:

$$\text{New Melones Inflow} + [(600,000 - \text{New Melones Inflow}) / 3]$$

Currently, SSJID is expected to provide total supplies (including irrigation and potable) ranging from 225,000 AFY to 300,000 AFY, though the lowest supply on record was 225,000 AF in both 2014 and 2015 (2015 UWMP). In the event that shortages do occur, SSJID and OID share the deficiencies equally.

Under single year and multiple year dry period scenarios, deliveries to the City by SSJID could be reduced. The availability and reliability of the City's SCWSP surface water deliveries during dry years according to SSJID's 2020 UWMP are described below:

- For Single Dry Year reliability, the City has based its projected SSJID allocations on the single driest hydrologic year (Year 1977). With this assumption, it is anticipated that the City will receive between 79 and 100 percent of its normal year water supply during a single dry year.
- For Multiple Dry Years reliability, the City has based its projected SSJID allocations on recent five-year multiple dry year hydrologic cycles. With this assumption, it is anticipated that the

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City will receive 100 percent of its normal year water supply during the first, second, and fifth years of a multiple dry year scenario and between 79 percent and 100 percent of its normal year supply during the third and fourth years of a multiple dry year scenario.

In December 2018, the SWRCB released an updated Water Quality Control Plan for the San Francisco Bay/Sacramento San Joaquin Delta Estuary with significant changes to the previous Bay Delta Water Quality Control Plan. The updated plan (Bay-Delta Plan Amendment) requires releases of approximately 40 percent of what would naturally flow in watersheds tributary to the San Joaquin River (including the Stanislaus River) during the February to June period. This means that surface water users on those watersheds would be restricted from using and storing water until 40 percent of unimpaired flows are rededicated for water quality and instream fishery purposes. For the Stanislaus River, the resulting surface water cutbacks would be significant. Because over a dozen lawsuits have been filed in both state and federal courts, the SSJID 2020 UWMP indicates that SSJID has opted to make no near-term planning assumptions related to the implementation of the Bay-Delta Plan Amendment for the purposes of its 2020 UWMP. Should conditions change or consequential resolution of the issues come to be, SSJID indicates it will revise and re-adopt a 2020 UWMP to reflect changes to its impacted water supply.

The projected surface water deliveries available to the City through 2045 as derived from the SSJID 2020 UWMP, are presented in **Table 4-3**. The City's 2020 UWMP is in progress and the water, sewer, recycled water, and stormwater master plans will be updated within the next one to two years.

**TABLE 4-3: SCWSP SURFACE WATER DELIVERIES TO THE CITY OF MANTECA DURING HYDROLOGIC NORMAL, SINGLE DRY, AND MULTIPLE DRY YEARS, AFY**

	2025	2030	2035	2040	2045
Normal Year(a)	11,500	11,500	11,500	18,500	18,500
Single Dry Year	9,649	10,566	11,483	14,592	15,671
Multiple Dry Year 1	11,500	11,500	11,500	18,500	18,500
Multiple Dry Year 2	11,500	11,500	11,500	18,500	18,500
Multiple Dry Year 3	9,649	10,566	11,483	14,592	15,671
Multiple Dry Year 4	9,649	10,566	11,483	14,592	15,671
Multiple Dry Year 5	11,500	11,500	11,500	18,500	18,500

*SOURCE: DERIVED FROM SSJID 2020 UWMP, TABLE 7-2 BASIS OF WATER YEAR DATA*

### C. RECYCLED WATER

According to the City's NPDES permit, current permitted average dry weather flow at the Manteca-Lathrop Water Quality Control Facility is 9.87 million gallons per day (MGD). Once the Phase IV expansion and other projects at the facility are completed, the average dry weather flow at the WQCF is permitted to be 17.5 MGD. The WQCF is a tertiary treatment facility. The City currently uses undisinfected secondary effluent to irrigate fodder crops in the land adjacent to the City's wastewater treatment plant. The Wastewater Master Plan projects a potential reclaimed water use of 3.28 mgd. The 2005 Urban Water Management Plan projects reclaimed water usage of 2 mgd by 2030. However, Recycled water demand projections assumed decreased use over time of water for crop irrigation, and implementation of a tertiary-treated irrigation supply by 2040.

The City is developing a plan for the phased development and use of tertiary treated recycled water through buildout of the General Plan (2040). The plan evaluates the use of recycled wastewater for irrigation of City parks, public areas, other open spaces and a golf course to offset current potable water and irrigation well use. The estimated potential for recycled water use for landscape irrigation is just under 2,200 AFY by 2040.

### **1. Existing Transmission and Distribution System**

The City's existing water distribution system consists of a buried network of pipelines ranging from 1 to 6-inch pipelines in the older parts of the City to 8 to 12-inch and 16-inch diameter pipes in the newer areas. The distribution system conveys water from the sources to customers and must provide capacity to meet all domestic, industrial, irrigation, and fire suppression demands. Due to the distributed nature of the groundwater wells, large transmissions were not needed to move large volumes of water around the City.

### **2. Water Quality**

The single largest water treatment issue facing the City is the presence of arsenic in the groundwater. Treatment options include a combination of blending surface water with groundwater for a reduced arsenic concentration and treatment at the well head to remove arsenic prior to delivery to the system.

### **3. Water Conservation Measures**

The City is a signatory member of the California Urban Water Conservation Council (CUWCC) and has active water conservation program that includes the following CUWCC Best Management Practices.

- BMP 1-Water Survey Program for Single-Family and Multi-Family Residential Customers
- BMP 2-Residential Plumbing Retrofit
- BMP 3-System Water Audits, Leak Detection and Repair
- BMP 4-Metering with Commodity Rates
- BMP 5-Large Landscape Conservation Programs
- BMP 6-High Efficiency Washing Machine Rebate Programs
- BMP 7-Public Information Programs
- BMP 8-School Education Programs
- BMP 11- Conservation Pricing
- BMP 12-Conservation Coordinator
- BMP 13-Water Waste Prohibition
- BMP 14-Residential ULFT Replacement

Total water use throughout the City service area is projected to increase to 27,164 AFY by 2040. The City's water demand estimated incorporates the City's water conservation plan and compliance with the Water Conservation Act of 2009, known as SBx7-7. In 2014 and 2015, the City implemented a suite of water conservation measures. In addition, in 2016, the City amended their water waste ordinance to include the 2014-2015 water conservation measures. The City is anticipated to meet its water use targets by maintaining its current water conservation practices.

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As documented in the City of Manteca 2015 UWMP, the City of Manteca water use rate was 137 gallons per capita per day (gpcd) in 2015. This is a substantial decrease in water demand as compared with prior years; in 2005, the City water use rate was approximately 220 gpcd, and in 2010 it was approximately 170 gpcd. This estimated per capita water demand target and the water demand projection are reflective of increased conservation measures being implemented throughout the City. The City will continue to monitor water use/demand through their water meter reading program to ensure that conservation measures are being implemented. Adjustments will be made according to the data obtained through the water meter reading program.

### **4. Future Supply and Demand and Improvements to the System**

The General Plan Update includes the following policies and implementation programs related to maintaining an adequate water supply for the City's population:

- Ensure the water system and supply is adequate to meet the needs of existing and future development and is utilized in a sustainable manner (CF-6.1).
- Ensure safe drinking water standards are met throughout the community (CF-6.2).
- Pursue additional water supply agreements to supplement the City's existing system in order to meet projected demand and to reduce the City's reliance on groundwater resources (CF-6.3).
- Ensure that the City's water supply provides for and supports a balance of jobs and housing in future development (CF-6.4).
- Prohibit extension of City water services to unincorporated areas except in extraordinary circumstances. Existing commitments for City water service outside the city limits shall continue to be honored (CF-6.5).
- Limit development of private water wells to occur only if the City makes a finding that it cannot feasibly provide water service. Such systems shall only be allowed to be used until such time as City water service becomes available (CF-6.6).
- Ensure that all new development provides for and funds a fair share of the costs for adequate water distribution, including line extensions, easements, and plant expansions (CF-6.7).
- Continue efforts to reduce potable water use and increase water conservation (CF-6.8).
- Encourage the use of recycled water for industrial uses and landscape irrigation where feasible, within the parameters of State and County Health Codes and standards (CF-6.9).
- Consider the effect of incremental increases in the demands on groundwater supply and water quality when reviewing development applications (CF-6.10).

The City intends to upgrade and maintain the City water system via a program of improvements, including treatment of wells for arsenic, and infrastructure. The infrastructure improvements would



include: replacement of deteriorating pipelines, relocation of meters from back lots to front lots to allow abandonment of existing 4-inch and smaller water mains, installation of 12-inch and larger transmission mains for hydraulic improvements. Also planned are 12-inch main extensions, water storage facilities, booster pump stations, groundwater wells and groundwater treatment plants.

The Water Operations and Maintenance Fund and the Water Capital Improvement Fund pay for the water system upgrades and maintenance. Revenues for these two funds are generated from the City's water rates. Water rates are reviewed and updated as needed every five years to assure adequate funds are available for required water system upgrades and maintenance. Expansions to the system to serve new development are funded by developer impact fees through the Public Facilities Improvement Program (PFIP).

#### D. WASTEWATER COLLECTION AND TREATMENT

The City provides sewerage service for commercial and residential uses within the City of Manteca and portions of the City of Lathrop and serves a population of approximately 97,000. The City has an approved EPA pretreatment program that has two non-categorical significant industrial user (SIU) and one categorical SIU. The *City of Manteca 2012 Wastewater Collection System Master Plan Update* (2013) and the *City of Manteca Wastewater Quality Control Facility Master Plan Update* (2006) are the primary sources for the information included in this section. The Master Plans outline a long-term strategy for meeting future discharge and capacity requirements in order to meet community needs for buildout of the General Plan.

##### 1. Wastewater Collection

The overall trunk sewer strategy in Manteca consists of a combination trunk sewer gravity collection system with pump or lift stations located along the alignment to convey wastewater to an influent pump station located at the Manteca-Lathrop Water Quality Control Facility (WQCF). Interim pump stations are constructed as needed and gradually phased out as the collection system is completed.

The municipal wastewater collection system consists of two main lines servicing the City of Manteca that includes 243 miles of sewer mains with 18 pump stations, and another line servicing the City of Lathrop that is connected by 27 miles of sewer mains. The collection systems are regulated under State Water Resources Control Board (State Water Board) Order 2006- 0003. A separate industrial line accepts food processing wastewater seasonally from Eckert Cold Storage from about May through November. Eckert Cold Storage processes frozen vegetables (e.g., cabbage and a variety of peppers), and discharges primarily wastewater from the cutting and washing of these vegetables. At times, the food processing wastewater is mixed with wastewaters from clean-up of the processing equipment, freezer defrost waters, and cooling towers. The food processing wastewater is stored and aerated in a lined pond, and then applied to agricultural fields when needed. Use of land disposal onto agricultural fields is being phased out as the City is using more of its land for commercial development.

The City's sewer service area is contiguous with city limits, and is divided into north, south and central sewer sheds. The collection system includes gravity flow pipes ranging from 6-inch to 60-inch diameter, and force mains from 6-inch to 24-inch diameter.

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The existing collection system generally serves the developed portions of the City, with major trunk sewers located in the core of the City (the central sewer shed), approximately bounded by State Route 120 to the south, Austin Road to the east, Lathrop Road to the north, and Airport Way to the west. The Central Manteca Collection Strategy (CMCS) connects the existing collection system to the NMCS. The City's sewer system is shown on **Figure 4-3**.

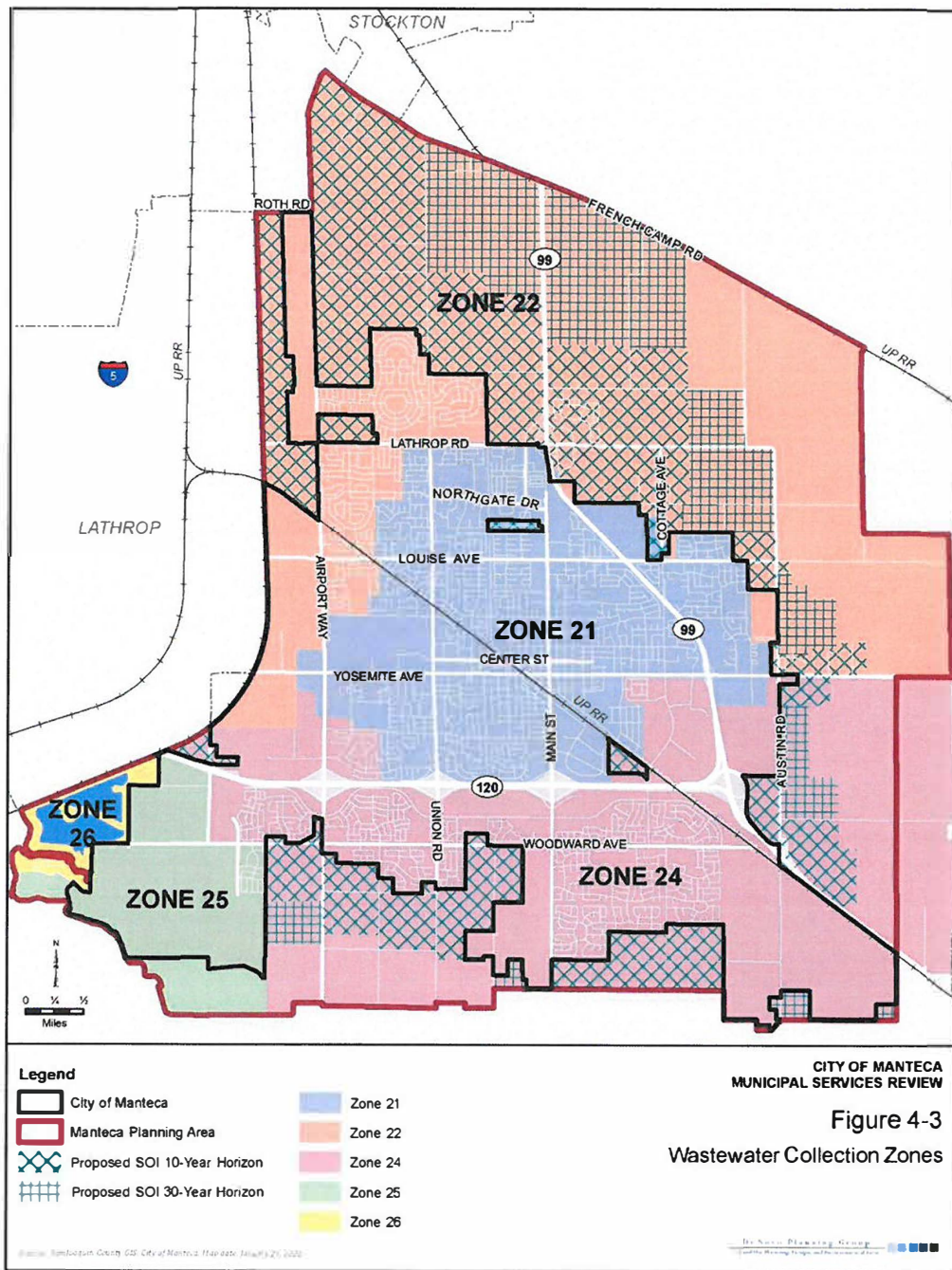
Much of the projected development in the 10- and 30-year is directed to the northern part of the City within Zone 22. This area is currently undeveloped and lacking infrastructure to serve the area. The City has established the North Manteca Collection Strategy to identify master infrastructure needed to serve this area. The infrastructure has been incorporated in the City PFIP to create the funding mechanism to pay for the infrastructure needs. Developers are charged a fee based on connections, or acreage developed. The City will use the fees to either install the infrastructure when it is needed for new development, or the City will credit a developer that installs the infrastructure as part of their project.

### **2. Wastewater Treatment Plant Permitting and Capacity**

The Manteca WQCF is a 9.87 MGD average day dry weather (ADWF) rated, activated sludge plant with denitrification. The WQCF consists of an influent pump station, aerated grit tanks, primary sedimentation basins, fine-bubble activated sludge aeration basins, secondary clarifiers, secondary effluent equalization pond, tertiary filters, UV disinfection and effluent pumping station. Secondary effluent is land applied during the spring and summer. Tertiary filtered and UV disinfected water is discharged to the San Joaquin River during the winter. The WQCF treats municipal wastewater from the City of Manteca and the City of Lathrop, and seasonally accepts industrial food processing waste effluent from Eckert Cold Storage. Per contractual agreement, 8.42 mgd of plant capacity is allocated to the City of Manteca and 1.45 mgd is allocated to the City of Lathrop. The WQCF treats an average dry weather flow (ADWF) of about 6 mgd and has an average dry weather design capacity of 9.87 mgd. The anticipated buildout ADWF within areas served by the WQCF is 27 mgd, based on projections for the General Plan Update.

The treatment process is divided into two parallel treatment systems, the north and south treatment systems. Primary treatment is identical in both systems and consists of mechanical screening, aerated grit removal, and primary sedimentation. At the north plant, the primary effluent may undergo additional treatment through two biotowers with high-rate plastic media (currently out of service). The secondary treatment processes for both treatment systems are the same, consisting of conventional activated sludge, including nitrification-denitrification, followed by secondary sedimentation. Grit and screenings are hauled offsite to a landfill for disposal.

Undisinfected secondary effluent is either stored for agricultural use in a 15-million-gallon pond or blended with treated food processing wastewater and applied directly to agricultural fields. The agricultural fields are used to grow crops for dairy feed. The land application area consists of 10 fields located on land owned by the City. The City-owned agricultural fields total approximately 167 acres surrounding the Facility.



## 4.0 PRESENT AND PLANNED CAPACITY

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Secondary effluent in excess of crop demands undergoes tertiary treatment through rapid mixing, flocculation, cloth media filtration, and ultraviolet (UV) disinfection. The disinfected tertiary recycled water is pumped from the Facility to its Truck Fill Station, located at the entrance of the Facility. The Truck Fill Station provides access for construction vehicles and vector trucks to receive recycled water for construction and sewer cleaning purposes. The City also has one recycled water user, the Great Wolf Lodge where water is sent for landscape irrigation. Remaining disinfected tertiary level treated effluent is discharged year-round to the San Joaquin River through a 36-inch diameter pipe.

Sludge removed from primary sedimentation is pumped directly to anaerobic digesters while sludge from secondary sedimentation is thickened by dissolved air flotation and then pumped to anaerobic digesters. After digestion, the treated sludge is dewatered by centrifuge. Dried biosolids, grit, and screenings are hauled offsite to a privately-owned landfill for disposal.

The City is planning to expand the facility from the currently permitted 9.87 mgd to 27 mgd by buildout. The various WQCF facilities are designed to be expanded in phases, based on future growth. Proposed treatment improvements identified in the 2007 WQCF Master Plan include expansion of the primary, secondary, and tertiary treatment facilities, expansion of the solids handling systems and expansion of the co-generation system to generate electricity from methane produced during the treatment process.

The WQCF is currently undergoing expansions to the solids handling streams to provide increased capacity to meet permitted requirements and new State regulations. Improvements include new facilities for receiving Fats, Oils, and Greases (FOGs), and receiving food waste separated from the solid waste streams. The separation of these materials is required by State regulations and is anticipated to provide additional energy generation in the form of biogas from the WQCF (City of Manteca General Plan Update, 2021).

The Waste Discharge Requirements (WDRs) Order No. R5-2021-0026 NPDES NO. CA0081558 allows the Manteca-Lathrop Water Quality Control Facility to expand capacity up to 17.5 mgd. The Water Quality Control Facility Master Plan contemplates 27 mgd as the buildout capacity for the facility. The City has a contractual relationship with Lathrop whereby 14.7 percent of the Manteca-Lathrop Water Quality Control Facility capacity is allocated for Lathrop flows. The buildout capacity of 27 mgd includes 23 mgd for Manteca and 4 mgd for Lathrop. The Manteca-Lathrop Water Quality Control Facility is in compliance with the WDR Order.

### 3. Wastewater Quality

The City's wastewater treatment plant is governed by a Federal NPDES permit. The City is required by law to have its permit reviewed every five years by the Regional Water Quality Control Board (the State's regulating agency for the NPDES permit program). On February 18, 2021, the Central Valley Regional Water Quality Control Board adopted a waste discharge permit to the City of Manteca for the operation of its wastewater treatment facility.

#### 4. Future Wastewater Demand and Systems Improvement

It is anticipated that buildout of the General Plan would result in a total demand for approximately 18.9 mgd, as shown in **Table 4-4**. This total demand of 18.9 mgd, which includes demand associated with existing development, is well within the planned capacity of the WQCF.

The Wastewater Master Plan projects a capacity requirement of 27 mgd ADWF at buildout for the WQCF. Expansion of the WQCF to buildout will occur in two phases, which will increase the ADWF capacity to 17.5 mgd, then to 27 mgd. The overall collection sewer strategy will consist of a combination trunk sewer gravity collection system with pump or lift stations located along the alignment to convey wastewater to an influent pump station located at the City Wastewater Quality Control Facility (WQCF). The North Manteca Collection Strategy (NMCS) and South Manteca Collection Strategy (SMCS) will collect flow from areas where future growth is expected, including the three areas that would be added to the SOI. The Central Manteca Collection Strategy (CMCS) will connect the existing collection system to the NMCS.

**TABLE 4-4. PROJECTED WASTEWATER DEMAND AT BUILDOUT**

LAND USE TYPE	WASTEWATER GENERATION (GPD/AC)			TOTAL GENERAL PLAN ACRES	BUILDOUT DEMAND
	EXISTING <sup>1</sup>	NEW <sup>1</sup>	APPLIED <sup>2</sup>		
Residential Very Low	320	530	425	446	189,550
Residential Low	808	1,338	1,073	8,495	9,115,135
Residential Medium	1,346	2,183	1,765	575	1,014,588
Residential High	2,337	3,789	3,063	418	1,280,334
Commercial Mixed Use <sup>3</sup>	2,473	2,473	2,473	730	1,805,290
General Commercial <sup>4</sup>	750	750	750	834	625,800
Neighborhood Commercial <sup>4</sup>	1,120	1,120	1,120	358	400,512
Industrial	1,000	1,000	1,000	2,581	2,581,000
Public/Quasi-Public	425	425	425	1,399	594,575
Park	400	400	400	698	279,200
Agriculture	0	0	0	4,004	-
Open Space	0	0	0	447	-
Business Industrial Park <sup>5</sup>	1,200	1,200	1,200	840	1,008,000
<b>TOTAL</b>					<b>18,893,984 (18.9 MGD)</b>

SOURCE: DE NOVO PLANNING GROUP, 2021

<sup>1</sup> CITY OF MANTECA 2012 WASTEWATER COLLECTION SYSTEM MASTER PLAN UPDATE, TABLE 3-1

<sup>2</sup> APPLIED RATE IS AN AVERAGE OF THE EXISTING AND NEW RATE. THIS ONLY APPLIES TO RESIDENTIAL DEVELOPMENT; THE EXISTING AND NEW RATES ARE THE SAME FOR NON-RESIDENTIAL USES.

<sup>3</sup> INCLUDES COMMERCIAL MIXED USE AND DOWNTOWN LAND USE DESIGNATIONS

<sup>4</sup> ASSUMES 30% OF THE COMMERCIAL LAND USE DESIGNATION IS DEVELOPED WITH NEIGHBORHOOD COMMERCIAL USES AND 70% IS DEVELOPED WITH GENERAL COMMERCIAL USES

<sup>5</sup> INCLUDES BUSINESS INDUSTRIAL PARK AND BUSINESS PROFESSIONAL LAND USE DESIGNATIONS

## 4.0 PRESENT AND PLANNED CAPACITY

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Cost for construction of the North Manteca Collection Strategy (NMCS), South Manteca Collection Strategy (SMCS), and Central Manteca Collection Strategy (CMCS) are presented in the Capital Improvement Program portion of the *City of Manteca 2012 Wastewater Collection System Master Plan Update* (2013) and are intended to provide the City with information in updating Public Facilities Improvement Program (PFIP) fees and capital improvement projects. The total project costs for the three strategies are identified in the PFIP at \$54,936,000. The City evaluates the Public Facilities Improvements Plan (PFIP) fee structure on a continuous basis to assure that sufficient funds are generated from developments to pay for the various public improvements needed to provide wastewater treatment and collection services for the existing and increased population and commercial activities. The timing of the infrastructure installation is depending on the timing of development. This is driven by market economics, but for purposes of this analysis it is assumed that property in the 10-year will develop over the next 10 years, and property within the 30-year will develop beyond the 10-year and within the next 30-years. The City will use the PFIP fees to either install the infrastructure as the North Manteca area is developed, or will credit a developer that installs the infrastructure as part of their project. The Community Facilities and Services Element of the Manteca General Plan addresses wastewater treatment through the following policies and implementation programs.

- Ensure adequate wastewater collection and treatment infrastructure to serve existing and future development and the safe disposal of wastes (CF-7.1).
- Develop new sewage treatment and trunk line capacity as necessary to serve new development. The City shall incorporate current technologies into the design and operation of these facilities (CF-7.2).
- Only extend sewer services to unincorporated areas under extraordinary circumstances. Existing commitments for sewer service outside the city limits shall continue to be honored (CF-7.3).
- Only allow the development of individual septic systems where it is not feasible to provide public sewer service. Such systems shall only be used until such time as City sewer service becomes available and meet the minimum standards of the San Joaquin County Health Department (CF-7.4).
- Maintain the ability to handle peak discharge flow while meeting State Regional Water Quality Control Board Standards as established in the current NPDES Permit (CF-7.5).
- Maintain the existing wastewater system on a regular basis to increase the lifespan of the system and ensure public safety (CF-7.6).
- Update the Public Facilities Implementation Plan regarding wastewater collection and treatment every five years. The update shall be reviewed annually for adequacy and consistency with the General Plan (CF-7a).
- Require new development to provide for and fund a fair share of the costs for adequate sewer distribution, including line extensions, easements, and plant expansions (CF-7b)
- Require all sewage generators within the City's service area to connect to the City's system, except those areas where on-site treatment and disposal facilities are deemed appropriate (CF-7c).

- Encourage an industrial pretreatment program for business parks and other industrial uses in accordance with state and federal requirements (CF-7d).
- Investigate methods of improving the quality of the effluent from the City wastewater treatment plant and options for reuse of treated wastewater. The recycled wastewater will be used for irrigation of public recreation lands, restoration of wetland areas, irrigation of landscaped areas, dust control, fire protection, and soil compaction (CF-7e).
- Promote reduced wastewater system demand through efficient water use by:
  - Requiring water conserving design and equipment in new construction,
  - Encouraging retrofitting with water conserving devices,
  - Designing wastewater systems to minimize inflow and infiltration to the extent economically feasible; and
  - Maintaining a Citywide map of all sewer collection system components and monitoring the condition of the system on a regular basis (CF-7f).

#### E. STORMWATER DRAINAGE

Manteca's stormwater drainage system is managed by the City's Public Works Department. The backbone of the City's storm drains is a long-standing relationship with the South San Joaquin Irrigation District (SSJID) and use of the District's drains and laterals.<sup>6</sup> The City of Manteca operates and maintains a storm drain system to control stormwater and protect residents and business from flooding. The City system includes approximately 170 miles of pipelines, 36 pump stations and 35 detention basins. SSJID owns a complex network of irrigation laterals and drains that run within the city limits to which the City pumps stormwater, which is conveyed to the San Joaquin River either directly or via the French Camp Outlet Canal. **Figure 4-4** shows the City and SSJID systems.

The City and SSJID have a long-standing agreement that authorizes the City to discharge its stormwater runoff into SSJID facilities for ultimate disposal to the San Joaquin River. In 1975 the City first entered into a storm drainage agreement with SSJID, and in 2006 the City renewed its drainage agreement with SSJID. Primarily, the City is required to monitor and control all stormwater discharges into SSJID facilities such that the capacity of SSJID's facilities are not exceeded, and Stormwater quality must be controlled such that it complies with all applicable laws.

The City meets the first requirement by requiring all new development to attenuate its runoff in a storage facility before pumping it into SSJID's facilities. In addition, the City uses real-time water level monitoring stations at critical low points in the conveyance system complete with SCADA (Supervisory Control and Data Acquisition) facilities. Regarding the water quality requirement, the City is classified as a Phase II city by the State Water Resources Control Board. As such, the City, and consequently new development, is required to comply with the State Board's stormwater NPDES permit for Phase II cities. The City's NPDES permit is also managed by the Public Works Department.

The detention basins are used to detain stormwater to attenuate peak flows before pumping drainage flows into SSJID facilities. Where required, to meet NPDES permit requirements,

<sup>6</sup> South San Joaquin Irrigation District City of Manteca Storm Drainage Agreement, February 14, 2006.

## 4.0 PRESENT AND PLANNED CAPACITY

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stormwater is treated prior to release to natural water bodies within the area. Treatment is provided at detention basin sites, or by on-site source control. Most of the City's pump stations pump from detention basins into the SSJID laterals and drains. The City system also includes 10 water level monitoring stations that are used to obtain real-time water level measurements at critical low points in the system, to prevent flooding. The storm drain system is monitored and controlled remotely through SCADA (City of Manteca, 2013).

The City's stormwater detention basins are designed based on a 10-year, 48-hour duration storm for urbanized areas and a 10-year, 24-hour duration storm for rural areas. Detention basins are required to be emptied over a 96-hour period (City of Manteca, 2013).

### 1. Existing Stormwater Drainage System

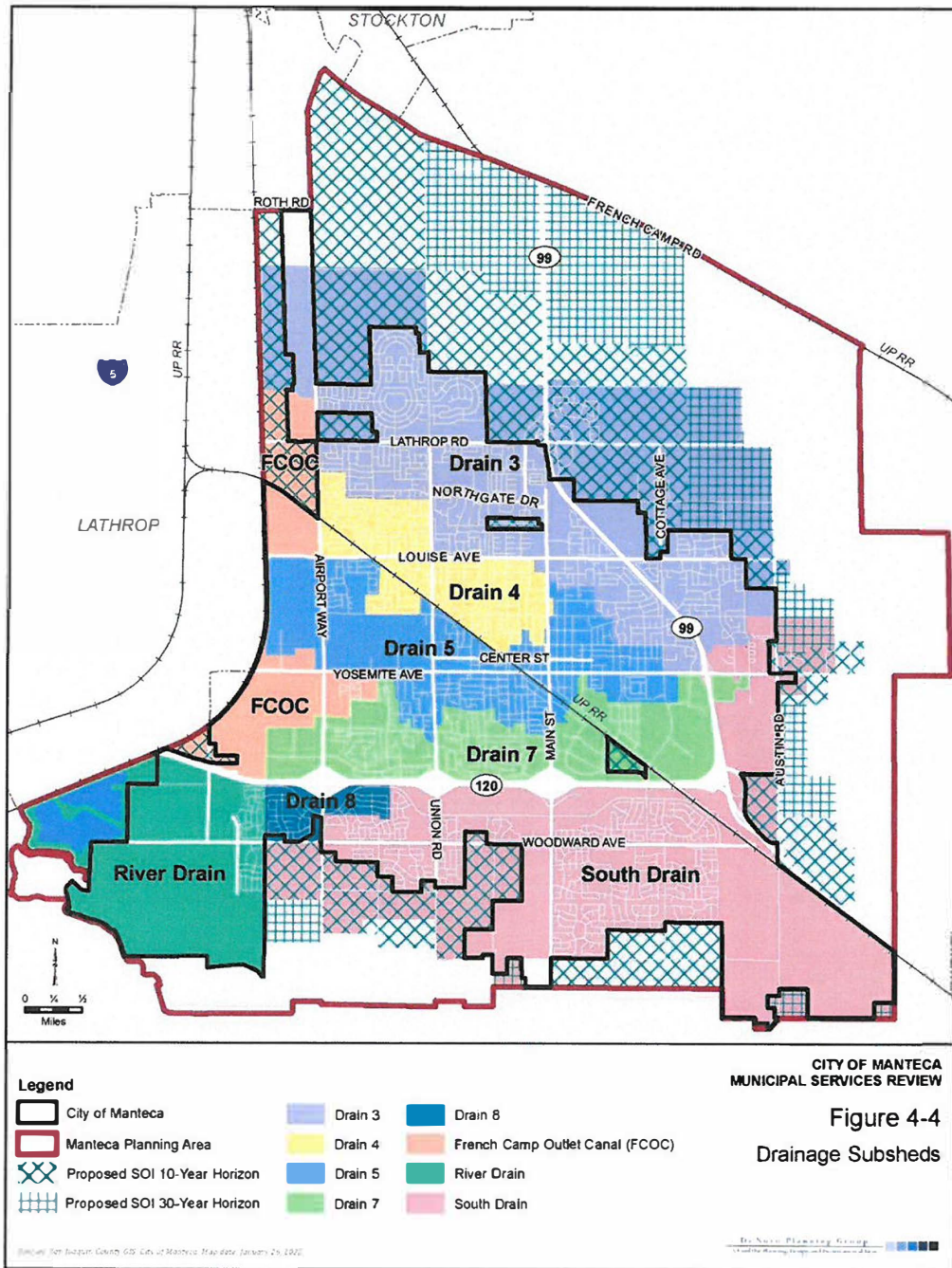
The City depends on drains and laterals of the SSJID to convey stormwater runoff west to French Camp Slough and the San Joaquin River and the Sacramento-San Joaquin Delta. The City collects runoff in an urban storm drain system and conveys flows in most cases to a detention basin. The basins in the existing system were designed to attenuate peak inflows and release to a SSJID drain at a delayed and lower rate. Water in the basins is pumped to a drain which in many cases is monitored to limit flows to the capacity of downstream drains. **Figure 4-4** shows the overall City storm drainage subsheds. The SSJID agreement emphasizes not exceeding the capacity of District drains and laterals and monitoring to ensure water quality standards are not exceeded. Monitoring and control equipment will continue to measure water levels at key locations and shut down pumps so as not to exceed capacity.

The City's drainage facilities consist of:

- Detention Basins
- Stormwater Quality Treatment Systems
- Pump Stations
- Water Level Monitoring Stations
- Supervisory Control and Data Acquisition (SCADA) System
- SSJID Drains and Laterals

**Detention Basins:** SSJID requires that storm drainage flows do not exceed the capacity of their facilities. As such, the City requires detention basins to help satisfy this requirement as they provide storage to attenuate peak flows before drainage flows are pumped into SSJID's facilities. Some basins also delay releasing water for a longer period to further reduce the potential of downstream flooding. Most detention basins are joint-use facilities providing recreation and other uses when not being used for stormwater detention.





## 4.0 PRESENT AND PLANNED CAPACITY

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**Stormwater Quality Treatment Systems:** Stormwater quality standards imposed and monitored by the EPA and the State Water Resources Board through the City's stormwater NPDES permit require treatment of stormwater runoff prior to its release into the sloughs, creeks, rivers or the Delta. Treatment is often provided within detention basins in a separate "wet" area that is part of or adjacent to the main basin. Other treatment may be provided by on-site source control and by site specific facilities such as vortex separators. Stormwater quality is an integral part of the City's stormwater management system.

**Pump Stations:** Most existing stormwater is pumped into the SSJID Laterals and Drains. Pumps are sized according to City design criteria and their operation is controlled by water levels in downstream drains.

**Water Level Monitoring Stations:** There are 10 existing water level monitoring stations throughout the City's storm drainage systems that are used to obtain real-time water level measurements at critical low points in the system to prevent flooding.

**Supervisory Control and Data Acquisition (SCADA) System:** The City uses a SCADA system to remotely monitor and control the existing storm drainage pump stations and water level monitoring stations.

**SSJID Drains and Laterals:** The City currently uses several SSJID Drains, Laterals and the French Camp Outlet Canal to convey stormwater runoff to the San Joaquin River. Drains remove irrigation runoff as well as stormwater from irrigated lands and urban runoff; pressurized laterals systems deliver irrigation water and are also used to convey some drainage. The use of Laterals for City drainage has some limitations because capacity must be maintained for irrigation flows at all times of the year and hydraulic grade lines are maintained higher for irrigation water deliveries. The Drains and Laterals currently used for stormwater conveyance are summarized below.

1. French Camp Outlet Canal (FCOC): The FCOC flows from south to north along the Union Pacific Rail Road tracks from north of Highway 120 to French Camp Slough in Stockton. The FCOC collects irrigation drainage and stormwater runoff from all SSJID Drains and Laterals, and is the backbone of the City storm drain system.
2. Drains:
  - Drain 3 - conveys runoff from east to west along the Louise Avenue corridor. Drain 3 is a major drain 24,000 feet long serving 2,200 acres.
  - Drain 3A - flows north of Drain 3 and serves 88 acres. At the present time, Drain 3A is pumped at Pump Station 15 to Lateral Rf but the master plan will direct its flow to Drain 3N and to Drain 3.
  - Drain 3N - is proposed to serve 1,270 newly developing acres in the north of the City. Drain 3N will terminate at its confluence with Drain 3.
  - Drain 4 - serves 885 acres of central Manteca
  - Drain 5 - and its Center Street tributary, the Drain 5 interceptor, drain 1,822 acres of central Manteca.
  - Drain 7 - drains almost 1,600 acres from the Spreckels complex north of Highway 120 to the southern beginning of the FCOC.

- Drain 8 - drains 236 acres south of Highway 120 north to its confluence with Drain 7 and the FCOC.
- South Drain - is planned to serve 8,680 acres of the growing south area of the City including new industrial land in the southeast.

### 3. Laterals

- Lateral Rf - is the most northerly lateral in the City. It currently receives drainage inflow from Pump Station 15 but with the master plan its use for drainage will be eliminated with the construction of Drain 3N.
- Lateral Re - receives City drainage from Pump Stations 3 and 4. The lateral discharges into Drain 3.
- Lateral T - receives drainage inflow from Pump Stations 1, 2, 10, 14, A, B, C and D.
- Lateral Tb - receives less than one cfs of drainage inflow from Pump Station 13. The lateral discharges into Drain 5.
- Lateral Z - receives drainage inflows from Pump stations 9 and 24. Lateral Z flows into Lateral Y
- Lateral Y - receives drainage inflow from Pump Stations 7 and 8. Pump Station 7 is being diverted into Drain 7. Lateral Y discharges into Drain 7 upstream of the FCOC.

## 2. Future Stormwater Drainage Demands and System Improvements

### 200-YEAR FLOOD PROTECTION IN THE CENTRAL VALLEY

Portions of the City of Manteca lie within the 200-year flood hazard area. State floodplain legislation (Senate Bill 5) for the San Joaquin River region has resulted in stricter development standards beginning in 2016. Urban areas that depend on levee protection are required to have a 200-year level of flood protection. SB 5 prohibits a city or county within the Central Valley Flood Protection Plan area from approving a development agreement, discretionary permit or entitlement, tentative map or parcel map for any property within a flood hazard zone unless they can demonstrate any of the following:

- the project has already achieved the applicable level of flood protection,
- conditions have been imposed on the project approval that will eventually result in the applicable level of flood protection, or
- adequate progress is being made towards achievement of the applicable level of flood protection.

Adequate progress is defined as meeting all of the following:

- The project scope, cost and schedule have been developed;
- In any given year, at least 90% of the revenues scheduled for that year have been appropriated and expended consistent with the schedule;
- Construction of critical features is progressing as indicated by the actual expenditure of budget funds;
- The city or county has not been responsible for any significant delay in completion of the system; and

## 4.0 PRESENT AND PLANNED CAPACITY

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- The above information has been provided to the DWR and the Central Valley Flood Protection Board and the local flood management agency shall annually report on the efforts to complete the project.

To account for new requirements imposed by SB-5, Reclamation District 17 (RD-17) is working with the Department of Water Resources (DWR) and the Central Valley Flood Protection Board (CVFPB) to analyze 200-year protection. RD-17 acquired land along the levee system to construct 100-year improvements. For 200-year protections it is anticipated that the existing levee will require extension, although more detailed analysis is required before improvement designs will be developed. The City of Manteca will be engaged in the planning, engineering, and construction process with RD-17 to provide 200-year flood protection in accordance with the SB-5 requirements.

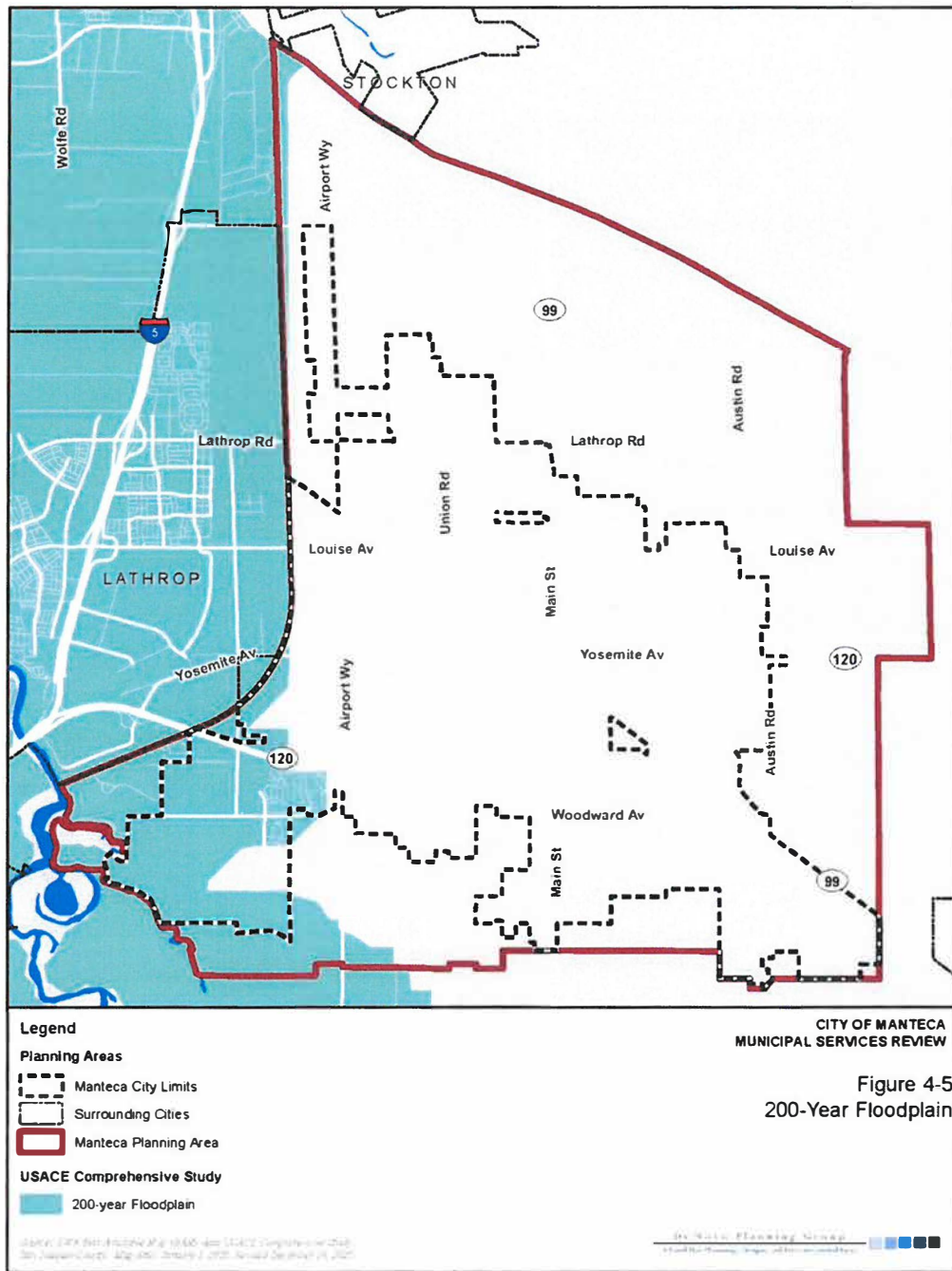
The City does not directly control levee improvements made by the RDs, however, land use decisions at the City are dependent upon these districts to make progress toward completing necessary upgrades to meet Urban Level of Flood Protection criteria. To address 200-year flood issues locally, Manteca has partnered with the City of Lathrop to complete the modeling and mapping of the 200-year flood plain, and has identified areas inundated by flooding and the depth of flooding.

Stemming from SB-5 requirements, Manteca and Lathrop have authorized expending a total of \$2,787,440 towards preparation of a preliminary design for Urban Level of Flood Protection Compliance for Reclamation District No 17 levees on a schedule that will meet the requirements of SB-5. Further State and Federal funding is currently being sought to provide adequate funding for necessary improvements.

While it is anticipated at this time that the joint effort of the Manteca, Lathrop, and Reclamation District 17 will ultimately ensure compliance with the 200-year flood protection requirements of SB-5. The 200-year flood plain is illustrated in **Figure 4-5** below.

### CAPITAL IMPROVEMENT PROGRAM

The capital improvement program (CIP) contained in the City of Manteca Storm Drain Master Plan (2013) prioritizes the drainage improvements in order of greatest need. Group 1 improvements are needed immediately to either solve serious existing deficiencies or to support pending development projects. Groups 2 and 3 improvements follow in order of importance to remedy any remaining existing deficiencies or to serve demands that are 5 years or more in the future. The CIP also provides construction cost estimates for the various improvements. The improvements and their estimated construction costs are identified in the 2013 Public Facilities Implementation Plan (PFIP) at \$15,055,000.



Much of the projected development in the 10- and 30-year is directed to the northern part of the City within Storm Drainage Zone 30 and 32. Zone 32 is partially developed with storm drainage infrastructure, but will require several planned improvements. Zone 30 is currently undeveloped and lacking infrastructure to serve the area. The City has established the proposed SSJID/City Dual

## 4.0 PRESENT AND PLANNED CAPACITY

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use Laterals, and proposed laterals that would need to be improved by developers. Additionally, the City has established proposed drains and laterals that would be improved by the City. The storm drainage improvements needed are identify for the entire 10-year and 30-year planning horizon. The infrastructure has been incorporated in the City PFIP to create the funding mechanism to pay for the infrastructure needs. Developers are charged a fee based on new development. The City will use the fees to either install the infrastructure when it is needed for new development, or the City will credit a developer that installs the infrastructure as part of their project.

The Public Facilities and Services Element of the General Plan addresses stormwater drainage through policies and implementation measures.

- Maintain and improve Manteca's storm drainage facilities (CF-8.).
- Require all development projects to demonstrate how storm water runoff will be detained or retained on-site and/or conveyed to the nearest drainage facility as part of the development review process and as required by the City's NPDES Municipal Regional Permit. Project applicants shall mitigate any drainage impacts as necessary and shall demonstrate that the project will not result in any increase in off-site runoff during rain and flood events (CF-8.2).
- Continue to allow dual-use detention basins for parks, ball fields, and other uses where appropriate (CF-8.3)
- Incorporate recreational trails and parkway vegetation design where open stormwater facilities are appropriate and ensure that vegetation does not reduce channel capacity (CF-8.4).
- Maintain drainage channels in a naturalized condition where appropriate, incorporating recreational trails, parkway vegetation, and other amenities and ensuring that vegetation does not reduce channel capacity, and consistent with the Resource Conservation Element (CF-8.5).
- Continue to work cooperatively with outside agencies such as the San Joaquin County Flood Control and Water Conservation District regarding storm drainage issues (CF-8.6).
- Update the Storm Drainage Master Plan and Public Facilities Implementation Plan every five years. The update shall be reviewed annually for adequacy and consistency with the General Plan (CF-8a).
- Continue to complete gaps in the drainage system in areas of existing development (CF-8b).
- Identify which storm water and drainage facilities are in need of repair and address these needs through the City's Capital Improvement Program (CF-8c).
- Continue to review development projects to identify potential stormwater and drainage impacts and require development to include measures to ensure that off-site runoff is not increased as a during rain and flood events (CF-8d).

## 5. FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

The following discussion is based on the City of Manteca's latest published Annual Comprehensive Financial Report for the year ended Jun 30, 2020. This document was submitted to the City Council on March 10, 2022.

### A. INTRODUCTION

#### **Economic Conditions and Outlook**

Even through the uncertainty that the COVID-19 pandemic brought in March of 2020, the City of Manteca continues to grow. The City's recovery from the recession has continued throughout 2019 and 2020 even when taking into account the pandemic. Positive indicators included increased consumer spending and continued growth in new and resale home values. Through strong economic development and bolstered consumer spending, general sales tax was 10% higher than revenues for the same period last year. The total property tax received of \$19.4 million was a 13% increase of taxes received when compared to the prior year.

In FY 2019-20, the Development Services Department issued 522 permits for new residential construction. Despite the restrictions brought on by the COVID-19 pandemic, the pace of housing construction has continued unabated, with 393 permits issued during the first half of the FY 2020-21 from July 1, 2020 to December 31, 2020, with many additional permit applications expected in 2021. The supply of new housing cannot seem to catch up with demand, and the City's housing market continues to boom.

As of June 30, 2020, unemployment rates in California had continued to increase due to protective measures the state issued in response to the COVID-19 pandemic. The U.S. Bureau of Labor Statistics listed the June 2020 statewide unemployment rate at 14.1%, San Joaquin County at 14.5% and 13.6% for Manteca. Unemployment grew significantly in early 2020 as the state and local governments issued shelter in place orders and ordered businesses deemed non-essential to close their doors. Due to these protective actions, Manteca's unemployment rate rose from a rate of 4.6% in February 2020 to a historic high of 17.4% by April 2020. Fortunately, that unprecedented spike in the unemployment rate has subsided as the world is starting to show signs of economic recovery. The unemployment rate in December 2021 fell to 4.8% for Manteca and 6.4% for San Joaquin County.

As the City of Manteca looks to the future, its leadership continues to foster opportunities that will balance the growth of our residential housing supply with commercial and industrial investments and job creation. To this end, in 2018 the City entered into a develop agreement with Great Wolf Lodge to build a 500-room hotel waterpark resort and meeting facility, which was completed in July 2020. The grand opening of the Great Wolf Lodge was delayed due to COVID-19 restrictions but officially opened in June 2021. Additionally, the City continues to promote commercial and industrial development and job creation. New industrial facilities are being developed by CenterPoint Properties, and new commercial investments are being made at Union Crossing adjacent to the

## 5.0 FINANCIAL ABILITY

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Highway 120 interchange. One investment of note at Union Crossing is the 120,000 sq. ft. Living Spaces furniture store, which officially opened in June 2021.

### B. FINANCIAL SUMMARY

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This discussion and analysis provide an overview of the City of Manteca's financial performance for the fiscal year ended June 30, 2020. This report has been prepared in accordance with Generally Accepted Accounting Principles (GAAP) as established by the Governmental Accounting Standard Board (GASB). We encourage our readers to consider this information in conjunction with the information provided in the accompanying basic financial statements and notes thereto.

#### **Financial Highlights**

The City's assets and deferred outflows of resources exceeds its liabilities and deferred inflows of resources at the close of the 2019-20 fiscal year by \$719.6 million (Net Position). Of this amount \$(18.0) million (Unrestricted Net Position) is designated to be used to meet ongoing obligations to citizens and creditors; \$149.3 million is restricted for capital projects, debt service and legally segregated taxes, grants, and fees; and \$588.3 million is net investment in capital assets. The Unrestricted Net Position reflects the inclusion of a Net Pension Liability of \$115.6 million and a total Other Post-Employment Benefits (OPEB) Liability of \$35.5 million in accordance with the GAAP.

- As of June 30, 2020, the governmental activities reported a total net position of \$481.7 million including: \$395.2 million net investment in capital assets, \$149.3 million in restricted assets, and a combined unrestricted balance of \$(62.8) million.
- Business-type activities reported a combined net position of \$237.9 million including: \$193.1 million net investment in capital assets and \$44.7 million in unrestricted net position.
- As of June 30, 2020 the fund balance for the General Fund was \$33.9 million including: \$1.1 million for Non-Spendable items such as deposits, prepaid assets, advances from other funds, and inventory; \$0.5 million of Restricted; \$22.8 million Assigned for items such as economic revitalization and public facilities oversizing; and \$9.5 million Unassigned.
- Governmental capital assets increased by \$48.9 million in comparison to prior year assets representing additions of land, streets, storm drainage, equipment, and construction in progress. The increase is also reflected in the net investment in capital assets.
- The City's total liabilities decreased by \$2.3 million over the prior year mostly due current year payment of bonds.

### C. GENERAL PLAN POLICIES

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#### CITY OF MANTECA EXISTING GENERAL PLAN 2023

The Manteca General Plan includes several policies and implementation programs related to the financing of infrastructure and services. These are as follows:

- Require new development to offset or mitigate impacts to community services and facilities, including fair share contribution of all costs of required public infrastructure and services, to ensure that service levels for existing users are not degraded or impaired (CF-1.4).
- Ensure that the Police Department has adequate funding, staff, and equipment to



accommodate existing and future growth in Manteca (CF-2.2).

- Investigate and pursue a diverse range of funding opportunities for parks, trails, and recreation facilities, including but not limited to, grants, joint use/management strategies, user fees, private sector funding, assessment districts, homeowners' associations, non-profit organizations, funding mechanisms for the maintenance of older parks, and management assistance through Federal, State, and regional partnerships (CF-4d).
- Continue to work cooperatively with the local school districts to ensure that new development funds its proportionate share of the cost of schools, including ensuring the collection of school facility development fees, and, where appropriate, that new development provides for local school sites (CF-5.3).
- Require new development to pay applicable school facility impact fees and work with developers and the school districts to ensure that adequate neighborhood schools sites are provided in conjunction with planning for new development and that school and related facilities will be available to serve existing and planned development (CF-5c).
- Ensure that all new development provides for and funds a fair share of the costs for adequate water distribution, including line extensions, easements, and plant expansions (CF-6.7).
- Continue to assess a water development fee on all new commercial, industrial, and residential development sufficient to fund system-wide capacity improvements. The water development fee schedule shall be periodically reviewed and revised as necessary (CF-6e).
- Require new development to provide for and fund a fair share of the costs for adequate sewer distribution, including line extensions, easements, and plant expansions (CF-7b).
- Periodically review the fee schedules for water and sewer connections, city facilities and major equipment, and development impact fees and revise fees as necessary (CF-1a).
- Require development projects to fund and/or construct the infrastructure required to serve the development (EF-7.4).
- Ensure that the public infrastructure required to serve planned economic growth is available and properly phased (EF-7.5).
- Minimize infrastructure fees charged to economic development projects by applying local, regional, State, and Federal funding where appropriate (EF-7b).
- Build the City's capital improvement and business assistance funds in order to be in a position to leverage, borrow, and fund key projects (EF 7-4).
- Require a Fiscal Impact Analysis to be conducted for major development projects that documents the project's effects upon the City's operating budget over time (ED-1.6).
- Prepare an Annual Fiscal Assessment of the City that considers the soundness of major infrastructure financing programs (e.g., development impact fees, Public Facilities Implementation Plan, Capital Improvement Program, etc.) and the future prospects for overall fiscal balance of the City (EF-1a).
- Consider fiscal effects of Growth Management Program components (see Growth Management Element), including a balance of fiscal objectives with other community values (EF-1b).

## 5.0 FINANCIAL ABILITY

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- Investigate programs which will diversify and stabilize the City's revenue sources as well as potential new revenue sources that result in minimal or reduced impacts to the City's infrastructure (EF-1f).
- Maintain a Growth Management Program that requires new development to meet and address level of service standards for water, sewer, circulation, schools, parks, public safety, and other necessary services and facilities and demonstrate consistency with the General Plan (GM-1.1).

### CITY OF MANTECA PROPOSED GENERAL PLAN 2040

The Manteca General Plan includes several policies and implementation programs related to the financing of infrastructure and services. These are as follows:

- Maintain a Growth Management Program that requires new development to meet and address level of service standards for water, sewer, circulation, schools, parks, public safety, and other necessary services and facilities and demonstrate consistency with the General Plan (GM-1.1).
- Ensure that new growth and development participates in the provision and expansion of essential community services and facilities, including parks, fire and police facilities, schools, utilities, roads, and other needed infrastructure, does not exceed the City's ability to provide services, and does not place an economic burden on existing residents (CF-1.2).
- Require new development to demonstrate that the City's existing or planned community services and facilities can accommodate the increased demand for said services and facilities prior to or at completion of the project (CF-1.3)
- Require new development to offset or mitigate impacts to community services and facilities, including fair share contribution of all costs of required public infrastructure and services, to ensure that service levels for existing users are not degraded or impaired (CF-1.4).
- Periodically review the fee schedules for water and sewer connections, city facilities and major equipment, and development impact fees and revise fees as necessary (CF-1a).
- Cooperate with other jurisdictions, agencies, and utility providers where appropriate to achieve timely and cost-effective provision of public facilities and services (CF-1b).
- Prioritize public safety through ensuring adequate staffing, implementing best available technologies, capital investments in public safety, and organizing and utilizing community volunteers (CF-2.1).
- Develop new parks, trails, and recreation facilities through developer fees in areas which are accessible and convenient to the community, prioritizing areas that are lacking these facilities (CF-4.5)
- Cooperate with the school districts in opportunities for joint-use of school and park and recreational facilities (CF-4.9).
- Actively promote and participate in regional coordination and planning efforts to provide quality parks, trails, and recreation facilities throughout Manteca and the surrounding areas. The City should emphasize regional coordination to leverage funding, maintenance, and/or resources to develop a diverse range of regional recreational opportunities (CF-4.10).

- Investigate and pursue a diverse range of funding opportunities for parks, trails, and recreation facilities, including but not limited to, grants, joint use/management strategies, user fees, private sector funding, assessment districts, homeowners' associations, non-profit organizations, funding mechanisms for the maintenance of older parks, and management assistance through Federal, State, and regional partnerships (CF-4d).
- Through conditions of approval and/or development agreements, ensure that new development provides for its fair-share of park and recreation facilities, including connections to adjacent facilities, and that the development of new parks, trails, and recreation facilities occurs during the infrastructure construction phase of new development projects so that they are open and available to the public prior to completion of the project (CF-4h).
- Continue to work cooperatively with the local school districts to ensure that new development funds its proportionate share of the cost of schools, including ensuring the collection of school facility development fees, and, where appropriate, that new development provides for local school sites (CF-5.3).
- Consider opportunities for joint-use of facilities with the local school districts. When feasible, a joint-use agreement will be pursued to maximize public use of facilities, including use as a neighborhood center providing a range of programs and services and use as a neighborhood recreation facility, in order to minimize duplication of services provided and facilitate shared financial and operational responsibilities (CF-5.5).
- Require new development to pay applicable school facility impact fees and work with developers and the school districts to ensure that adequate neighborhood schools sites are provided in conjunction with planning for new development and that school and related facilities will be available to serve existing and planned development (CF-5c)
- Ensure that all new development provides for and funds a fair share of the costs for adequate water distribution, including line extensions, easements, and plant expansions (CF-6.7).
- Continue to assess a water development fee on all new commercial, industrial, and residential development sufficient to fund system-wide capacity improvements. The water development fee schedule shall be periodically reviewed and revised as necessary (CF-6e).
- Require new development to provide for and fund a fair share of the costs for adequate sewer distribution, including line extensions, easements, and plant expansions (CF-7b).
- Identify which storm water and drainage facilities are in need of repair and address these needs through the City's Capital Improvement Program (CF-8c)

#### D. FINANCIAL MANAGEMENT

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##### **Budgetary Control**

The City prepares a budget for each fiscal year on or before June 30. The City maintains budgetary controls to ensure compliance with the legal provisions embodied in the annual appropriated budget approved by the City Council. Activities of the general fund, special revenue funds, and capital projects funds are included in the annual appropriated budget. The level of budgetary control (that is, the level at which expenditures cannot legally exceed the appropriated amount) is

## 5.0 FINANCIAL ABILITY

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established at the department level in the General Fund and at the fund level for all other funds. The City also applies and maintains encumbrance accounting as a technique of accomplishing budgetary control. As demonstrated by the statements and schedules included in the financial section of this report, the City continues to meet its responsibility for sound financial management.

### **Long-Term Financial Planning**

The past decade has been fiscally challenging for many cities throughout California and the nation. To navigate through the diverse and rapidly changing fiscal climate, Manteca has set the foundation for future stability through annual City Council strategy and goal setting sessions. Through these sessions, the City develops long-term financial planning strategies designed to meet Council's goals and priorities. The City annually adopts a formal 5-year Capital Improvement Plan. Projects are analyzed not only on the merits and benefits of the proposal, but also on the long-term financial impact on City resources resulting from anticipated maintenance.

### **Single Audit**

The City is subject to an annual single audit in compliance with provisions of the Single Audit Act as amended in 1996, the United States Office of Management and Budget (OMB) Circular A-133, Audits of States, Local Governments and Non-profit Organizations, and the Uniform Guidance effective December 26, 2014. Information contained in this separate report related to the single audit includes the Schedule of Expenditures of Federal Awards and the auditor's report on the Schedule along with their reports on internal controls and compliance with applicable laws and regulations.

### **Internal Controls**

City management is responsible for establishing and maintaining an internal control structure designed to ensure that assets are protected from loss, theft, or misuse and to ensure that adequate accounting data is compiled to allow for the preparation of financial statements in conformity with generally accepted accounting principles.

The internal control structure is designed to provide reasonable, but not absolute, assurance these objectives are met. The concept of reasonable assurance recognizes that: 1) the cost of a control should not exceed the benefits likely to be derived from the control; and 2) the valuation of costs and benefits requires estimates and judgments by management. All internal control evaluations occur within the above-stated framework. The City believes that their internal accounting controls adequately safeguard assets and provide reasonable assurance that financial transactions are properly recorded.

### **Independent Audit**

State statutes require an annual audit of the City's accounts by an independent certified public accountant. The City of Manteca selected the accounting firm of Maze and Associates. The auditor's report on the basic and combining financial statements and schedules is included in the financial section of the City's Comprehensive Annual Financial Report.

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## E. FINANCIAL STATEMENTS

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### **Comprehensive Annual Financial Report**

The City prepares a Comprehensive Annual Financial Report (CAFR) each year with their financial statements. The CAFR includes a Government-wide Financial Statement and the Fund Financial Statement. These two sets of financial statements provide two different views of the City's financial activities and financial position. These financial statements are discussed below.

### ***Government-wide Financial Statements***

The Government-wide Financial Statements provide a longer-term view of the City's activities as a whole and are presented in a manner similar to a private-sector business. These statements are comprised of:

*Statement of Net Position* -Presents information on all City assets and deferred outflows of resources and liabilities, with the difference between the two reported as Net Position. Over time, increases or decreases in Net Position may serve as a useful indicator of whether the financial position of the City is improving or deteriorating.

*Statement of Activities* - Presents information reflecting any change in the government's net position during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs (regardless of the timing of related cash flows). Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods (e.g., earned but unused vacation and compensated time leaves).

Both of these Statements include the financial activities of the City and the Manteca Financing Authority, which is legally separate but is a component unit of the City because it is controlled by the City, which is financially accountable for the activities of this entity.

Both of the Government-wide financial statements distinguish functions of the City that are principally supported by taxes and intergovernmental revenues (government activities) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (business-type activities).

- **Governmental activities** - All of the City's basic services are considered to be governmental activities, including general government, community development, library, public safety, public works, parks and recreation, and streets and highways. These services are supported by general city revenues such as taxes, and by specific program revenues such as developer fees.

The City' s governmental activities include not only the City of Manteca (known as the primary government) but also the activities of a separate legal entity; the Manteca Financing Authority. The City Council serves as the governing body of this component unit and the City is financially accountable for the Authority.

Pursuant to ABX1 26 ("AB 26"), approved by Governor Brown on June 28, 2011 and upheld

## 5.0 FINANCIAL ABILITY

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by the California State Supreme Court on December 29, 2011, the Manteca Redevelopment Agency (“Agency”) was dissolved on January 31, 2012. The former Agency is now administered under the name of Successor Agency to the Manteca Redevelopment Agency. The activities of the Successor Agency to the Manteca Redevelopment Agency can be found in the Fiduciary Fund Section of the Financial Statements.

- Business-type activities - All of the City's enterprise activities, including golf, sewer, water, and solid waste. Unlike governmental services, these services are supported by charges paid by users based on the amount of the service they use.

### ***Fund Financial Statements***

The Fund Financial Statements report the City's operations in more detail than the Government-wide Statements and focus primarily on the short-term activities of the City's General Fund and other Major Funds. The Governmental Fund Financial Statements measure only current revenues and expenditures and fund balances; they exclude capital assets, long-term debt and other long-term amounts. Enterprise and Internal Service Fund Financial Statements are prepared on the full accrual basis and include all their assets and liabilities, current and long-term. Each Major Fund is presented individually, with all Non-major Funds summarized and presented only in a single column. Subordinate schedules present the detail of these Non-major funds. Major Funds present the major activities of the City for the year, and may change from year to year as a result of changes in the pattern of the City's activities.

A "fund" is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities and objectives. All of the City's funds can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds.

- Governmental Funds - These funds are used to account for essentially the same functions reported as governmental activities in the Government-wide Financial Statements. Governmental Fund Financial Statements focus on near-term inflows and outflows of spendable resources and are therefore prepared on the modified accrual basis. Capital assets and other long-lived assets, along with long-term liabilities, are not presented in the Governmental Fund Financial Statements.

The City of Manteca has 25 governmental funds of which 5 are considered major funds for presentation purposes. Each major fund is presented separately in the Governmental Fund Balance Sheet and the Governmental Fund Statement of Revenues, Expenditures and Changes in Fund Balances. The financial information for the remaining non-major governmental funds is combined into a single, aggregated presentation.

- Proprietary Funds - The City maintains two different types of proprietary funds: Enterprise Funds and Internal Service Funds. Enterprise Funds are used to report the same functions presented as “business-type activities” in the Government-wide Financial Statements. Internal Service Funds account for the financial activity of the City's equipment/information systems pool, vehicle pool, self-insurance, and payroll tax benefits. Financial statements for proprietary funds are prepared on the full accrual basis and include all their assets and

deferred outflows of resources, and liabilities and deferred inflows of resources, current and long-term.

Since the City’s Internal Service Funds provide goods and services only to the City’s governmental activities, their activities are reported only in total at the fund level. Internal Service Funds may not be Major Funds because their revenues are derived from other City Funds. These revenues are eliminated in the City-wide financial statements and any related profits or losses are returned to the Activities which created them.

- **Fiduciary Funds** - These funds are used to account for resources held for the benefit of parties outside the government. Fiduciary Funds are not reflected in the Government-wide Financial Statements because the resources of those funds are not available to support the City’s own programs. The accounting used for Fiduciary Funds is similar to that used for Proprietary Funds. With the dissolution of the Redevelopment Agency per ABX1 26 and AB 1484, the activities of the Successor Agency to the Manteca Redevelopment Agency are reported as a Private Purpose Trust Fund in the Fiduciary Fund section.

**F. FINANCIAL ANALYSIS**

**Government-wide Financial Analysis (2019)**

**Net Position** –The net position may serve over time as a useful indicator of a government’s financial position. In the case of the City, combined net position (governmental and business-type activities) totaled \$719.6 million as of June 30, 2020. This is an increase of \$47.5 million from June 30, 2019.

**Summary of Net Position as of June 30**  
(in thousands of dollars)

	Governmental Activities		Business-Type Activities		Total Government	
	2020	2019	2020	2019	2020	2019
Cash and Other Assets	\$ 217,469	\$ 232,381	\$ 107,888	\$ 110,546	\$ 325,357	\$ 342,927
Capital Assets	395,095	346,243	252,956	239,004	648,051	585,247
Total Assets	612,564	578,624	360,844	349,550	973,408	928,174
Deferred Outflows	21,159	21,247	4,961	5,159	26,120	26,406
Current Liabilities	27,571	30,639	24,907	29,817	52,478	60,456
Non-Current Liabilities	6,500	5,813	64,356	67,569	70,856	73,382
Net Pension & OPEB Liability	114,381	108,515	36,750	34,431	151,131	142,946
Total Liabilities	148,452	144,967	126,013	131,817	274,465	276,784
Deferred Inflows	3,530	3,616	1,915	2,079	5,445	5,695
Net Investment in Capital Assets	395,180	346,056	193,144	168,685	588,324	514,741
Restricted Net Position	149,337	159,371	-	-	149,337	159,371
Unrestricted Net Position	(62,776)	(54,139)	44,733	52,128	(18,043)	(2,011)
Total Net Position	\$ 481,741	\$ 451,288	\$ 237,877	\$ 220,813	\$ 719,618	\$ 672,101

The City’s Government-wide Net Position as of June 30, 2020, comprised the following:

- Cash and investments comprised \$250.5 million, an increase of \$21.7 million over the prior year. Restricted cash held by fiscal agents totaled \$25.2 million, a decrease of \$43.8 million.

## 5.0 FINANCIAL ABILITY

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- Total Governmental & Business-type receivables were comprised of \$26.6 million in current receivables and \$23.0 million of long-term receivables. Long-term receivables are related to grants and loans provided by the former RDA designed to encourage the construction of or improvement to low-to-moderate-income housing. The grants and loans have varying repayment terms and interest rates.
- Net investment in capital assets of \$588.3 million include the City's infrastructure in addition to all other City assets net of the debt incurred to construct an/or acquire those assets.
- Restricted Net Position, totaling \$149.3 million, includes \$90.0 million restricted for capital projects, \$33.7 million restricted for redevelopment projects, and \$25.6 million restricted for other projects as specified by funding source restrictions.
- Unrestricted Net Position totals \$(18.0) million and is designated to be used to finance day-to-day operations without constraints established by debt covenants or other legal requirements or restrictions. While these assets are technically unrestricted, most of these assets are committed or assigned for a specific use. The unrestricted balance reflects the inclusion of the Net Pension Liability of \$115.6 million and the Total OPEB Liability of \$35.5 million.

**Revenues:** Total government-wide revenues increased by \$11.5 million, or 7% over the prior year to a total of \$186.2 million. Governmental Activities charges for service decreased by \$6.1 million compared to the prior year and capital grants and contributions increased by \$11.8 million. Business-type Activities charges for service decreased by \$2.5 million and capital grants and contributions increased by \$6.7 million compared to the prior year.

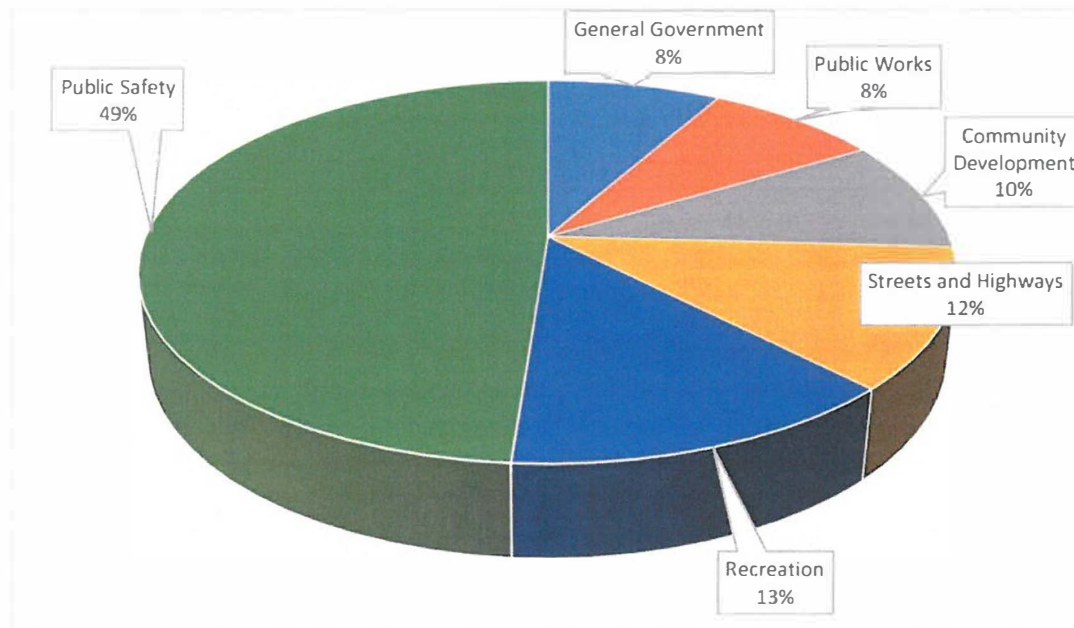
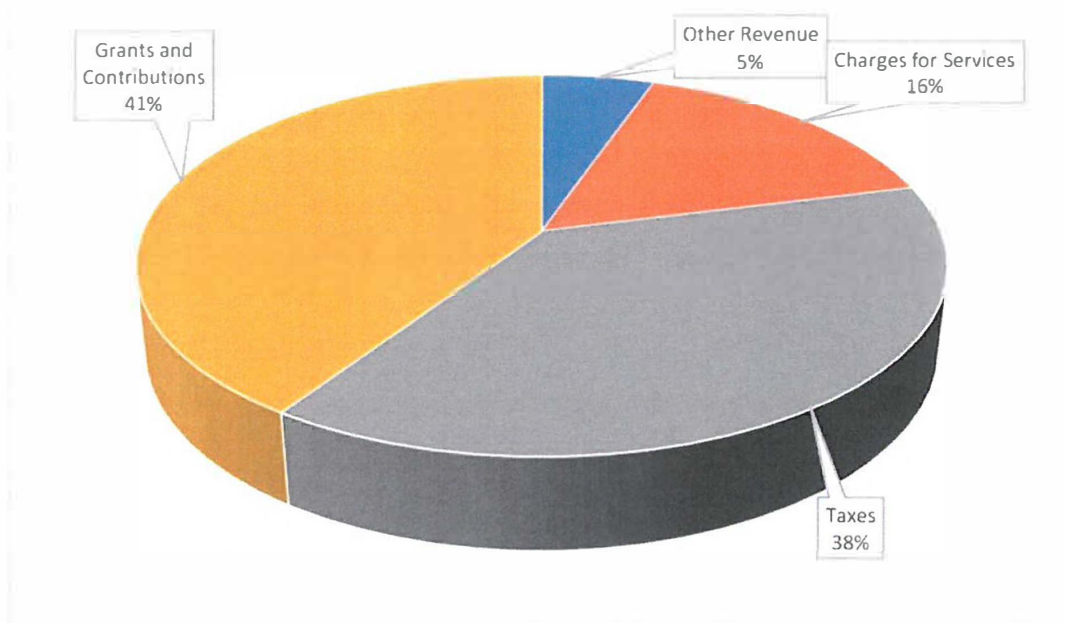
General Revenues increased by \$1.2 million including: increase in property taxes of \$2.2 million, increase in sales taxes of \$2.0 million, decrease in interest income of \$1.4 million, and decrease in gain on sale of capital assets of \$1.2 million.

**Expenses:** Expenses for the City totaled \$138.7 million for the fiscal year ending June 30, 2020, an increase of \$9.2 million, or 7% over the prior year. Governmental activities incurred \$87.1 million of expenses, increasing 8%, while business-type activities incurred \$51.6 million in expenses, a 5% increase over the prior year. Of the Governmental Activities, the largest expenses by activity were in Public Safety \$42.4 million, Streets and Highways \$10.3 million, and Parks and Recreation \$11.7 million. Business-type activity expenses .6 million, with the two largest activities being Water at \$19.0 million and Sewer totaling \$18.6 million for the year.

**Governmental Activities** - As presented in the following two graphs, the largest funding sources for governmental activities are grants and contributions (41%), Taxes (38%), and Charges for Services (16%). The largest uses of resources for the governmental activities are Public Safety (49%), Recreation (13%), and Streets and Highways (12%).



**Revenues by Source – Governmental Activities  
For the Fiscal Year Ended June 30, 2020**

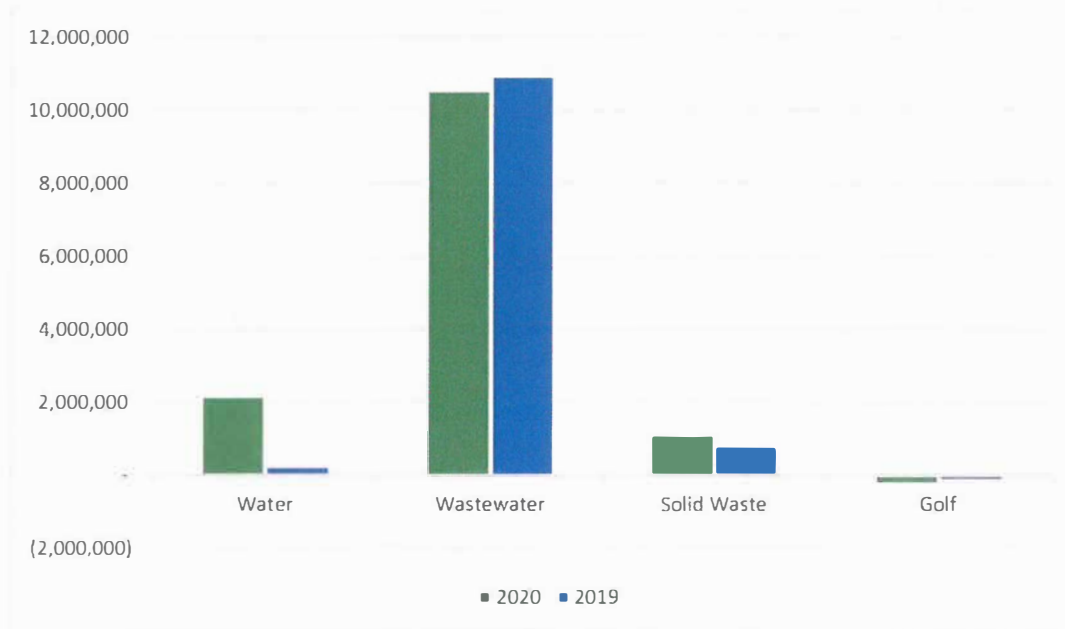


## 5.0 FINANCIAL ABILITY

### **Business-Type Activities**

Net revenues of Business-type Activities increased by \$1.8 million. Net revenue under expense for water increased by \$1.9 million, sewer decreased by (\$0.4) million.

**Net (Expenses) Revenue – Business-Type Activities**



### **Financial Analysis of the City's Funds**

The City uses fund accounting to ensure and demonstrate compliance with finance related legal requirements. The focus of the City's Governmental Funds is to provide information on near-term inflows, outflows, and balances of spending resources. Such information is useful in assessing the City's financing requirements. The classification of spendable fund balances to committed, assigned, and unassigned, is intended to be helpful in measuring the resources available for spending at the end of the fiscal year. In particular, unassigned fund balance may serve as a useful measure of a government's net resources available for spending at the end of the fiscal year.

At June 30, 2020, the City's governmental funds reported combined fund balances of \$150.1 million, which is a decrease of \$15.4 million or 9% compared with the prior year. Governmental fund revenues were \$94.8 million this year, an increase of \$3.8 million, or 4%. The General Fund accounted for 52% of this total. Expenditures were \$109.8 million this year. Of this total, \$43.8 million was in the General Fund, \$38.1 million was in other major funds and \$27.9 million was in non-major funds.

### **General Fund**

General Fund revenues increased by \$3.0 million or 6% as compared to fiscal year 2018-19 in fiscal year 2019-20 despite economic conditions related to the COVID-19 pandemic. Sales tax increased

by 7% and property taxes increased 13%. General Fund expenditures decreased by \$1.8 million or 4% less than the prior year expenditures.

At June 30, 2020, the General Fund balance was comprised of \$1.1 million in non-spendable balances, \$0.5 million in restricted balances, \$22.8 million of assigned balances and \$9.5 million in unassigned balance. Fund balances have been classified in accordance with GAAP. While amounts have been categorized as unassigned, they may be informally earmarked by the City Council for specific purposes.

#### ***Public Safety Sales Tax Fund***

In November 2006, the voters of the City of Manteca passed the ½ cent Gang and Drug Prevention, 9-1-1 Emergency and Public Safety Improvement Transactions and Use Tax. Revenues generated by this tax are designated solely for public safety services. In fiscal year 2019-20 this fund provided for 30 police and fire personnel. Revenues in the Public Safety Sales Tax Fund increased by \$1.1 million or 16% more compared to the prior year, for a total of \$8.1 million for fiscal year 2019-20. Sales tax continued to increase mostly due to the move to online shopping due to the pandemic along with the infusion of spending cash from government stimulus payments which increased consumer spending. The net change to fund balance was \$(0.02) million.

#### ***Low and Moderate Income Housing Assets Fund***

On June 28, 2011 the State of California adopted ABx1 26, amended by AB 1484 on June 27, 2012, which dissolved redevelopment agencies as of January 31, 2012. All assets of the former Redevelopment Agency were transferred as prescribed by law to either the Housing Successor or to the Successor Agency.

The City of Manteca elected to become the Housing Successor and established the Low and Moderate Income Housing Assets Special Revenue Fund to account for the housing assets and activities formally provided by the Manteca Redevelopment Agency. As of June 30, 2020, the net position of the Low and Moderate Income Housing Assets Special Revenue Fund was comprised of 0.4 million in restricted fund balance.

#### ***Public Facilities Implementation Plan (PFIP)***

Development fees are collected in the areas designated by the Public Facilities Implementation Plan (PFIP) to finance the construction of future transportation and storm drainage infrastructure. The PFIP was updated in fiscal year 2012-13 except for the transportation element which was completed in fiscal year 2018-19. Total fund balance was \$26.9 million at year end a decrease of 15% over the prior year. Revenues totaled and expenditures were \$11.0 million. Capital Improvements totaling \$10.6 million were constructed in Fiscal Year 2019-20.

#### ***Redevelopment Bonds Projects Fund***

At the time of the dissolution of the former Manteca Redevelopment Agency, the agency had approximately \$43.7 million in unspent bond proceeds. By law, these bond proceeds were transferred to the Successor Agency to the Manteca Redevelopment Agency. In September and December 2013, the City and the Successor Agency, with the approval of the State Department of Finance, entered into Bond Funding Agreements. These agreements provide the mechanism by

## 5.0 FINANCIAL ABILITY

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which bond proceeds can be transferred from the Successor Agency to the City for uses as designated in the bond indentures and tax certificates. This fund accounts for the bond proceeds that have been authorized for the design and construction of these designated projects. In February 2015 the Oversight Board approved a Consolidated Non-Housing Bond Proceeds Funding Agreement between the Successor Agency and the City of Manteca. This final agreement approved the transfer of all remaining bond proceeds to the City for use on bond qualified expenditures. The City continues to spend down the bond proceeds on the projects included in the City's Capital Improvement Plan. Fund balance totaled \$9.2 million at the close of Fiscal year 2019-20.

### ***Proprietary Funds***

The City's Proprietary Funds provide the same type of information found in the Government-Wide Financial Statements, but in more detail. The City's Proprietary Funds are comprised of the Water Fund, the Sewer Fund, the Solid Waste Fund, and the Golf Fund. Proprietary Fund net position totaled \$237.9 million in 2020. Proprietary operating revenues were \$55.1 million and operating expenses were \$48.8 million in fiscal year 2019-20.

***Water Fund:*** The net position of the Water Fund is \$73.7 million. Approximately \$19.7 million of the Fund's net position was unrestricted at the fiscal year end with a net investment in capital assets of \$54.0 million.

Activities for the year were comprised of \$17.5 million in operating revenues for the current year and \$17.8 million in operating expenses. Charges for services showed an increase of 5% as compared to the prior year. Operating expense increased by 8% from fiscal year 2019. The largest operational increase year over year was personnel services, which increased by 15%.

***Sewer:*** The net position of the Sewer Fund is \$165.5 million for the current year. Operating revenues for the year were \$22.6 million, a decrease of 14% from fiscal year 2018-19. Operating expenditures increased by \$1.2 million or 7% over the prior year. Personnel services experienced the biggest change year over year with a 15% increase in costs. A total of \$134.0 million of the net position is invested in capital assets with \$31.5 million unrestricted.

***Solid Waste:*** Operating revenues for fiscal year 2019-20 totaled \$13.9 million, an increase of 1% over the prior fiscal year. Operating expenses were \$12.8 million a slight increase of 1% from FY 2018-19, leaving the fund with operating income of \$1.1 million for the year. Net position increased by \$1.2 million to \$(2.0) million, of which \$3.3 million is invested in capital assets, and \$(5.3) million is unrestricted. Long-term liabilities on for net pension liability and \$3.5 million for total OPEB liability. These long-term liabilities are the cause of the negative net position.

***Golf:*** The operating revenue for this fund totaled \$1.1 million as of June 30, 2020. Operating expenses increased by 3% from the prior year. The General Fund continues to contribute to the Golf Fund to compensate for the reduced rate for youth and senior programs with the amount of the transfer this year of \$150,000.

G. FISCAL ANALYSIS OF GROWTH

**Net Fiscal Impact Summary**

A fiscal analysis of the impact from growth associated with buildout of the 2040 General Plan was performed by Bay Area Economics (2020). The fiscal model projects substantial net annual General Fund fiscal surpluses for all growth components. As seen below in Table 5-1, the inventory of existing development projects within the City could be expected to yield an annual increase in General Fund revenues of nearly \$22.1 million at buildout. Based on the same projected growth, the fiscal model projects annual citywide General Fund expenditures would increase by nearly \$13.4 million, for an annual net fiscal surplus of approximately \$8.7 million at buildout.

The additional growth accommodated by the preferred General Plan land use map would generate roughly \$64.8 million in annual revenue and an annual expenditure increase of \$43.9 million, for a net annual fiscal surplus of approximately \$20.9 million.

Therefore, at full General Plan buildout, including both of the growth components assessed above, the fiscal model projects an increase in annual General Fund revenues of approximately \$86.8 million. This growth is projected to increase expenditures by roughly \$57.2 million, for an annual net fiscal surplus of \$29.6 million.

**TABLE 5-1: NET NEW DEVELOPMENT BY GROWTH COMPONENT**

<b>Net New Residential Units</b>			
<b>Residential</b>	Existing Development Projects	Preferred General Plan Land Use	Full General Plan Buildout
Single-Family Units	7,291	19,273	26,564
Multifamily Units	1,295	8,791	10,086
<b>Net New Non-Residential Square Footage</b>			
<b>Non-Residential</b>	Existing Development Projects	Preferred General Plan Land Use	Full General Plan Buildout
Commercial	3,052,187	8,063,995	11,116,182
Office	1,114,694	3,853,940	4,968,634
Industrial	4,438,868	14,744,350	19,183,218
Other (a)	41,396	149,007	190,403

NOTE:

(A) OTHER LAND USES INCLUDE AGRICULTURE, GOVERNMENT, INSTITUTIONAL, RELIGIOUS, UTILITIES, AND ALL OTHER LAND USE CATEGORIES.

SOURCES: CITY OF MANTECA; DE NOVO PLANNING GROUP, 2020.

## 5.0 FINANCIAL ABILITY

**TABLE 5-2: FISCAL IMPACT SUMMARY BY GROWTH COMPONENT**

<b>General Fund Impact</b>	<b>General Fund Surplus</b>		
	Existing Development Projects	Preferred General Plan Land Use	Full General Plan Buildout
Revenues	\$22,088,865	\$64,755,499	\$86,844,364
Expenditures	\$13,388,249	\$43,852,237	\$57,240,486
<b>Net Annual Fiscal Surplus</b>	<b>\$8,700,616</b>	<b>\$20,903,262</b>	<b>\$29,603,877</b>
20% Increase in Expenditures	-\$2,677,650	-\$8,770,447	-\$11,448,097
Capital Facilities Reserve Transfers Out (a)	-\$220,914	-\$723,836	-\$944,750
<b>ADJUSTED ANNUAL FISCAL SURPLUS</b>	<b>\$5,802,052</b>	<b>\$11,408,978</b>	<b>\$17,211,030</b>

*NOTE:*

(A) BASED ON THE 3-YEAR AVERAGE TRANSFER OUT OF THE GENERAL FUND TO THE CAPITAL FACILITIES RESERVE, PROJECTED BASED ON THE INCREASED SERVICE POPULATION FOR EACH GROWTH COMPONENT.

SOURCES: CITY OF MANTECA; DE NOVO PLANNING GROUP; BAE, 2020.

To account for existing service deficiencies and/or future service enhancements as well as potential increases in capital facility reserve contributions from the General Fund, fiscal impacts based on a 20 percent increase in total expenditures across all departments, as well as an annual capital facilities reserve transfer, were projected. As seen the lower part of Table 5-2, the 20 percent increase in expenditures reduces the projected fiscal surplus substantially in the growth components. General Fund expenditures increase by roughly \$2.7 million for the existing development projects, \$8.8 million for the preferred land use map growth component, for a total increase of \$11.5 million at full General Plan buildout. Similarly, while transfers to the capital facilities reserve have varied in the past, the City estimated the average transfer out from the General Fund based the previous three annual City budgets and projected the additional capital facilities reserve contribution proportionate to the increase in service population. This increased contribution to the capital reserve fund would help ensure the City has sufficient capital to fund major capital expenditures, such as expansion or construction of police and fire stations and water and sewer infrastructure. Based on these assumptions, the projected annual fiscal surpluses would decline by nearly \$221,000 for the growth associated with the existing development projects, and \$723,800 for the additional growth envisioned in the preferred land use map. At full General Plan buildout, transfers to the capital reserve fund decrease the annual fiscal surplus by roughly \$944,750. Despite these adjustments, the various growth components would continue to yield fiscal surpluses.

### Fiscal Impact Conclusion

The fiscal analysis indicates that the Manteca General Fund would benefit from the continued expansion of the City's residential and non-residential land use sectors. A series of sensitivity analyses for key variables found that even with conservative estimates of reduced residential property values or severely reduced non-residential development, the City would still expect fiscal surpluses at General Plan buildout, albeit reduced from the baseline modeling assumptions.

Similarly, modifying assumptions to incorporate additional costs associated with enhancing service levels from those reflected in the current City budget also continued to produce projections of net annual fiscal surpluses. These results indicate that if the City continues to grow and realizes economies of scale and other efficiencies of service provision that are embedded in the fiscal model, projected fiscal surpluses could provide the City with new financial resources that could be used to enhance service and/or make other strategic investments in the community. As noted at the end of the report, however, the City must continue to track retail sales given the changing landscape of the retail sector. Given the General Fund's reliance on local sales tax revenue, reductions in the per capita capture rate for local and regional taxable retail spending could pose challenges to the City's fiscal sustainability.

#### H. DETERMINATION

The City of Manteca expenses are covered through the revenues that they receive from development fees, property taxes, and connection and usage fees. As land is developed within the City and annexed into the City of Manteca from the SOI, these fees and charges apply. The City of Manteca manages their finances on a continual basis, which is reported on an annual basis through the Comprehensive Annual Financial Report and the City Budget. The City's management and reporting of their finances are in accordance with the legal requirements for such. An outside audit is performed to ensure that the legal requirements are met.

The General Plan includes policies and implementation measures that require new development to pay its fair share to offset capital costs for public facilities and services. Moreover, Goal CF-1.7 in the General Plan's Community Facilities Element states that improvements and services required to serve development will not place an economic burden on existing residents of the City. Development will pay a fair share of all costs of required public infrastructure and services. The City reviews their fees and user charges on an annual basis to determine the correct level of adjustment required to pay for adequate services and to reverse any deficits and assure funding for needed infrastructure going forward.

The City's has budgeted for current and future expenses, debts, and revenues. The City's financial statements shows that they are fiscally sound. The City will continue to manage and report their financial condition on an annual basis, which will include adjustments as necessary.

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**Superior Court of California, County of San Joaquin**

180 E. Weber Avenue, Ste 1306J

Stockton, CA 95202

Telephone: (209) 992-5695

June 27, 2022

PRIVATE & CONFIDENTIAL

James E. Glaser, Executive Director  
LAFCo  
44 N. San Joaquin St., Suite 374  
Stockton, CA 95202

Dear Mr. Glaser:

Enclosed you will find the 2021-2022 San Joaquin County Grand Jury's follow-up report to the 2020-2021 Grand Jury Report #0220, Independent Special Districts: Transparency "Not Found."

Pursuant to Penal Code §933.05(f): "A grand jury shall provide to the affected agency a copy of the portion of the grand jury report relating to that person or entity two working days prior to its public release and after the approval of the presiding judge. No officer, agency department, or governing body of a public agency shall disclose any contents of the report prior to the public release of the final report."

The report is scheduled for release to the public on June 30, 2022. If you have any questions, please do not hesitate to contact me at (209) 992-5290.

Sincerely,

Trisa Martinez  
Grand Jury Staff Secretary/Judicial Secretary

Enc.

# Follow-up Report to the 2020-2021 San Joaquin County Grand Jury



## Independent Special Districts:

### Transparency “Not Found”

#### Case #0220

#### Preface

This report contains the responses to the 2020-2021 San Joaquin County Grand Jury report regarding Independent Special Districts, the San Joaquin Local Agency Formation Commission, and the Auditor-Controller and Information Systems Department of San Joaquin County. This report focuses on the 2020-2021 Grand Jury findings and recommendations and the responses, which are presented verbatim in this report.

The 2021-2022 Grand Jury follow-up determinations are presented after the agency response to each recommendation.

**Discussions, findings and recommendations from the 2021-2022 Grand Jury are in text boxes framed in black.**

Complete copies of the original report and the agency’s responses may be found on the San Joaquin County Grand Jury website at <https://www.sjcourts.org/grandjury/>.

## Summary

The 2020-2021 Grand Jury investigated San Joaquin County's 102 independent special districts (ISD) and related County agencies in response to the lack of public access to dependable, complete and transparent information on these districts. Beginning in January 2020 SB 929 required all independent special districts in California to have websites containing specific information, including agendas, financial statements and links to the State Controller's Office. Districts are able to claim an exemption if they believe that developing a compatible website would be a hardship. Findings and recommendations were made in several areas:

- independent special district website content and development,
- compliance with California legislation, including SB 929 and SB 272,
- enhancement of County websites to collect and share information on all ISDs, and
- establishment of a prototype website for districts unable to develop their own sites.

## Method of Follow-Up Investigation

The 2021-2022 Grand Jury reviewed the responses to the 2020-2021 Grand Jury report, *Independent Special Districts: Transparency "Not Found"*, Case #0220, and documented the mandatory responses to the finding.

These responses were then reviewed to determine:

- if the agency or elected official's responses were complete and comprehensible;
- if the agency or elected official would implement the recommendations within the stated deadlines; and
- if confirmation, including written documentation and interviews, was necessary.

## Glossary

- **ACO:** Auditor-Controller's Office
- **County:** San Joaquin County
- **District:** San Joaquin County Independent Special District
- **GIS:** Graphical Information System
- **ISD:** Independent special district, a local government granted by state statutes to serve a community of people by delivering specialized services not provided by city or county
- **LAFCO:** Local Agency Formation Commission, "an independent regulatory commission created by the California Legislature to control the boundaries of cities and special districts." (*It's Time to Draw the Line: A Citizens Guide to LAFCO*, 6). All 58 counties have a LAFCO.
- **MOU:** Memorandum of Understanding, a document between at least two parties that explains the proposed agreement between them
- **SB 272:** California State Senate Bill 272: Public Records Act: Enterprise System Catalog

- **SB 929:** California State Senate Bill 929 Special districts: Internet Web sites
- **SJ-IS:** San Joaquin County Information Systems Division
- **State:** State of California

## **Findings, Recommendations, Agency Responses, and Grand Jury Results**

### **1.0 All Independent Special Districts**

**2020-2021 Grand Jury Finding F1.1:** No website was found, negatively impacting public transparency, and is not compliant with SB 929.

**2020-2021 Grand Jury Finding F1.2:** Not all elements of SB 929 compliance are present on the district website, negatively impacting public transparency.

**2020-2021 Grand Jury Finding F1.3:** Imprecise links to the State Controller’s Office website for financial transactions and board compensation make the website harder to use.

**2020-2021 Grand Jury Finding F1.4:** The financial transactions on the State Controller’s Office website do not provide an easily understood picture of the district’s finances.

**2020-2021 Grand Jury Finding F1.5:** The San Joaquin County Auditor-Controller’s Office has audits and financial summaries for most districts that provide a more complete picture of the finances.

**2020-2021 Grand Jury Finding F1.6:** The district could achieve higher levels of functionality and security on its website by leveraging the IS services of the county or other entity that has focused software for special districts.

**2020-2021 Grand Jury Recommendation R1.1:** By March 31, 2022, comply with SB 929. Provide proof of exemption when relevant.

**2020-2021 Grand Jury Recommendation R1.2:** By March 31, 2022, contact the San Joaquin County’s Information Systems Division (SJ-IS) to discuss the possible benefits of shared services including cyber security and website development.

**2020-2021 Grand Jury Recommendation R1.3:** By March 31, 2022, provide a link to the most recent audit on the district website.

**2020-2021 Grand Jury Recommendation R1.4:** By November 30, 2021, confirm the accuracy of the information for the district in Appendix A – Independent Special Districts and provide corrections to the Grand Jury

**Eighty-four districts provided acceptable responses to the Findings and Recommendations. Four of the remaining 18 districts either met the requirements of the recommendations or are single-owner districts, and no additional follow-up will be requested. The remaining 14 districts are listed in the response requirement section of this report.**

### 2021-2022 Grand Jury Discussion, Findings and Recommendations

Not all special districts in San Joaquin County have public websites as required by SB 929. State legislation, including SB 929 and SB 272, mandates specific content required on an ISD website. Working with a provider that specializes in this type of website development can improve both usability and compliance with regulations.

**2021-2022 Grand Jury Finding F1.1:** The District lacks a public website which limits transparency and makes it difficult for constituents to review agendas, financials and other pertinent documents.

**2021-2022 Grand Jury Recommendation R1.1:** By November 30, 2022, the District develop and launch a website that is compliant with all State guidelines, including SB 929 and SB 272, or provide proof of exemption.

## 2.0 LAFCO

**2020-2021 Grand Jury Finding F2.1:** There is no easy access from the LAFCO website to the websites of independent special districts, making it difficult for the public to find information about those districts.

**Agency Response:** *Agree. Currently, the LAFCO website provides a mailing list of independent special districts. The independent special district mailing list provides the name of the district, the municipal service it provides, address, contact information including phone number and email address but does not provide a website address for districts that currently have a website.*

**2020-2021 Grand Jury Finding F2.2:** There is no comprehensive central directory from which the public can access information on their independent special districts, making such information difficult to find.

**Agency Response:** *Agree. The above special district information on the LAFCO website described above does not provide appropriate links that would lead to further information about the special district. LAFCO will work with the County Information Systems Department to create a comprehensive central directory.*

**2020-2021 Grand Jury Finding F2.3:** The public would benefit from the addition of the following to the LAFCO website:

- District website link;
- Link to latest Municipal Service Review;
- Link to latest Sphere of influence study;
- Link to the district map (usually found on the county GIS);
- Date of agency formation; and
- Links to information about each Independent Special District as available from county departments.

**Agency Response: Agree.** *Some of the above information is available on the LAFCO website, however, is not provided in a comprehensive format easily accessible for the public. LAFCO will work with the County Information Systems Department to create an “Independent Special Districts” webpage with appropriate links to access the information listed above.*

**2020-2021 Grand Jury Recommendation R2.1:** By March 31, 2022, LAFCO work with the San Joaquin County Information Systems Division (SJ-IS) to create a webpage on the LAFCO website that lists within the boundaries of the county and provide a link to a standard summary page for each district.

**Agency Response: Agree.** *By March 31, 2022, LAFCO will work with the San Joaquin Information Systems Division to create a web page on the LAFCO website that list all the independent special districts within the boundaries of the county and provide a link to a standard summary page for each district.*

**2020-2021 Grand Jury Recommendation R2.2:** By March 31, 2022, on the summary webpage for each district, LAFCO provide at least the following information:

- A link to the independent special district’s website;
- A link to a map of the district’s boundaries;
- A link to all past Municipal Service Reviews that are available online;
- A link to the most recent Sphere of the Influence study; and
- Formation date and description of the district.

**Agency Response: Agree.** *By March 31, 2022, LAFCO will create a summary webpage for each district consisting of all information recommended above for independent and dependent districts.*

**2020-2021 Grand Jury Recommendation R2.3:** By March 31, 2022, LAFCO work with the county on this summary page to also include summary information from any county department which has information on the referenced independent special district. This would include such as recent audits from the Auditor-Controller’s Office, current elections from the Registrar of Voters, and the board of Supervisors’ special district board member appointments from the Clerk of the Board.

**Agency Response: Agree.** *By March 31, 2022, in collaboration with county departments that have information on the special districts, LAFCO will include in its standard summary page for each independent special districts, LAFCO will include in its standard summary page for each independent special district, the recent audits, current election information, and board member appointments when provided by those county departments.*

### **2021-2022 Grand Jury Discussion, Findings and Recommendations**

The San Joaquin County Local Agency Formation Commission (LAFCO) website has a listing of Independent Special Districts which was last updated in July 2020.

**2021-2022 Grand Jury Finding F2.1:** The Local Agency Formation Commission website contains limited information on San Joaquin County's independent special districts which has not been updated since July 2020. The absence of a centralized and detailed database with links to district information makes it difficult for constituents to access information specific to their respective districts.

**2021-2022 Grand Jury Recommendation R2.1:** By December 31, 2022, LAFCO work with the San Joaquin County Information Systems Division to create a webpage on the LAFCO website that lists all independent special districts within San Joaquin County and contains links to a summary page for each district that includes the district's boundary maps, municipal service reviews and most recent sphere of influence study.

**2021-2022 Grand Jury Recommendation R2.2:** By December 31, 2022, LAFCO, in conjunction with the San Joaquin County Information Systems Division, County Auditor-Controller, Registrar of Voters, and the Clerk of the Board of Supervisors, add links to additional district information, including audits, election information and special district board member appointments, to each district's summary page.

### **3.0 San Joaquin Board of Supervisors**

**F3.1** There is no easy access from the county website to the websites of independent special districts, making it difficult for the public to find information about those districts.

**F3.2** County departments have information on independent special districts that is difficult for the public to access.

The above findings duplicated F2.1 and F2.2, which were responded to by LAFCO. The San Joaquin County Board of Supervisors did not provide additional responses to those provided by LAFCO.

### **4.0 San Joaquin County Auditor-Controller's Office**

**2020-2021 Grand Jury Finding F4.1:** The independent special district audits, on file with the Auditor-Controller's Office, are not easily accessible to the public.

**Agency Response:**

**2020-2021 Grand Jury Finding F4.2:** The brief financial summaries derived from the audits by the Auditor-Controller's Office are not easily accessible to the public.

**2020-2021 Grand Jury Finding F4.3:** The Auditor-Controller's Office financial summaries provide a clearer picture of a district's finances than that which is found on the State Controller's Office site.

**Agency Response:**

**San Joaquin County Auditor-Controller's Office did not provide responses to the above findings.**

**2020-2021 Grand Jury Recommendation R4.1:** By September 30, 2021, the Auditor-Controller's Office require all future independent special district audits to be submitted in an electronic form.

**Agency Response:** *The Auditor-Controller's Office (ACO) concurs with the recommendation. The ACO will immediately notify all independent districts of the new requirements to submit all future audits in an electronic form.*

**The 2021-2022 Grand Jury determined to take no further action.**

**2020-2021 Grand Jury Recommendation R4.2:** By December 31, 2021, make all electronic independent special districts audits going forward available on the Auditor-Controller's Office website.

**Agency Response:** *The ACO concurs with the recommendation. The ACO will work with the County's Information Systems Division to make all electronic independent special districts audits received available on the ACO website going forward.*

**2020-2021 Grand Jury Recommendation R4.3:** By March 31, 2022, the Auditor-Controller's Office provide the most recent independent special district audit links to LAFCO for their new independent special district summary webpages.

**Agency Response:** *The AOC concurs with the recommendation The AOC will work with the County's Information Systems Division and LAFCO provide the most recent independent special district audit links to LAFCO for their new independent special district summary webpages.*



**2021-2022 Grand Jury Discussion, Findings and Recommendations**

The Auditor-Controller's website contains no information regarding independent special district audits.

**2021-2022 Grand Jury Finding F3.1:** San Joaquin County Auditor-Controller's Office receives detailed audits from independent special districts but does not make these audits available to the public via the Auditor-Controller's website, denying constituents convenient access to this information.

**2021-2022 Grand Jury Recommendation R3.1:** By October 31, 2022, The San Joaquin County Auditor-Controller post all electronic independent special districts' audits on the Auditor-Controller's website.

**2021-2022 Grand Jury Recommendation R3.2:** By December 31, 2022, the Auditor-Controller's Office provide the most recent independent special district audit links to LAFCO for their independent special district summary webpages.

**5.0 The Information Systems Division**

**2020-2021 Grand Jury Finding F5.1:** The county has a modern, professionally run Information Systems Division with many quality services that can be shared with independent special districts.

**Agency Response:** *Agree*

**2020-2021 Grand Jury Finding F5.2:** The county's robust implementation of its cyber strategy would be difficult for most independent special districts to duplicate.

**Agency Response:** *Agree*

**2020-2021 Grand Jury Recommendation R5.1:** By March 31, 2022, the San Joaquin County Information Systems Division create a catalog of available services, benefits, costs, and sample MOUs, and distribute to all independent special districts.

**Agency Response:** *This recommendation will be implemented.*

**The San Joaquin County Information Systems Division created a catalog of available services, benefits, costs and sample MOUs and distributed this to all independent special districts in the County during April 2022.**

**The 2021-2022 Grand Jury determined to take no further action.**

**2020-2021 Grand Jury Recommendation R5.2:** By March 31, 2022, the San Joaquin County information Systems Division, in conjunction with at least one independent special district, create a working, model website that can be maintained and expanded by the independent special district.

**Agency Response:** *This recommendation will be implemented.*

**The San Joaquin County Information Systems Division partnered with the Tracy Cemetery Special District and created a demonstration website in April 2022.**

**The 2021-2022 Grand Jury determined to take no further action.**

### **Disclaimer**

Grand Jury reports are based on documentary evidence and the testimony of sworn or admonished witnesses, not on conjecture or opinion. However, the Grand Jury is precluded by law from disclosing such evidence except upon specific approval of the Presiding Judge of the Superior Court, or another judge appointed by the Presiding Judge (Penal Code Sections 911, 924.1 (a) and 929). Similarly, the Grand Jury is precluded by law from disclosing the identity of witnesses except upon an order of the court for narrowly defined purposes (Penal Code Sections 924.2 and 929).

### **Response Requirements**

California Penal Code Sections 933 and 933.05 require that specific responses to all findings and recommendations contained in this report be submitted to the Presiding Judge of the San Joaquin County Superior Court within 90 days of receipt of the report, unless otherwise noted.

The Board of Directors of each of the following special districts is required to respond to F1.1, F1.2 and R1.1:

- Boggs Tract Fire Department
- California Irrigation District
- Country Club Sanitation District
- Dos Reis Storm Water District
- Eastside Rural Fire District
- Lincoln Rural Fire District
- Reclamation District 38-Staten Island
- Reclamation District 524-Middle Roberts Island
- Reclamation District 2062-Stewart Tract
- Reclamation District 2074-Sargent-Barnhart Tract
- Reclamation District 2094-Walthall
- Reclamation District 2096-Wetherbee Lake
- Reclamation District 2114-Rio Blanco Tract and
- Tuxedo-Country Club Rural Fire District.

The San Joaquin County Local Agency Formation Commission is required to respond to Finding F2.1 and Recommendations R2.1 and R2.2.

The San Joaquin County Auditor-Controller is required to respond within 60 days to Findings F3.1 and Recommendations R3.1 and R3.2.

Mail or hand deliver a hard copy of the response to:

Honorable Michael D. Coughlan, Presiding Judge  
San Joaquin County Superior Court  
180 E. Weber Ave., Suite 1306J  
Stockton, California 95202

Also, please email a copy of the response to Ms. Trisa Martinez, Staff Secretary to the Grand Jury, at [grandjury@sjcourts.org](mailto:grandjury@sjcourts.org).