

# **MANTECA MUNICIPAL SERVICES REVIEW**

Prepared by the City of Manteca  
For San Joaquin County LAFCo

June 16, 2008

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## **Executive Summary**

This Municipal Services Review (MSR) is 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, which requires that a MSR be prepared prior to or concurrent with an update of a Sphere of Influence (SOI). The MSR evaluates existing and future service conditions and reviews the advantages and disadvantages of various government service structure options in the form of written determinations. A MSR is a tool upon which LAFCo can base its action on a SOI. This MSR will be used by the San Joaquin LAFCo when updating the City of Manteca's SOI in response to the City of Manteca's 2023 General Plan update.

As part of the MSR the City of Manteca is modifying its existing SOI consistent with the requirements of the Cortese-Knox-Hertzberg Act and San Joaquin LAFCo policies and procedures through a Sphere of Influence Plan. The 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 within 10-Year and 20-Year growth boundaries, for "land eligible for annexation and urban development" prior to and beyond the year 2018 respectively. A SOI is a planning boundary defined by LAFCo within which a city or district is expected to grow over time. The MSR provides the basis for modifying the City's SOI.

The MSR is required by the Cortese-Knox-Hertzberg Act to have five categories, as defined by the San Joaquin LAFCo "Revised Municipal Service Review Policies and Procedures," February 15, 2008. Each of these categories requires a written determination. The five categories are as follows:

- Growth and Population Projections for the Area
- 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

Written determinations are included for each of the areas addressed. The LAFCo Municipal Service Review Guidelines (February, 2008) prepared by the San Joaquin LAFCo were used as a guide in the preparation of this MSR.

### **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 determinations affirm the City's ability to provide adequate services to existing and future populations within the existing and proposed sphere of influence.

### **a. Present and Planned Land Uses**

The City is mostly built out with some large vacant parcels on the edges of the City as well as a number of smaller vacant and underutilized parcels. There are two large agricultural parcels in the southwest part of the City, all in non-renewal Williamson Act contracts, and numerous agricultural parcels outside but close to the City limits (especially east and south of the City) that are in renewal and non-renewal status (see **Figure 1-2**). The City can be characterized as a low-density residential community (1-2 stories), with a relatively small commercial center and a sizeable industrial base. Emerging regional scale commercial development is occurring in areas of the City adjacent to State Route 120.

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 2023 General Plan includes goals, policies, and implementing programs that address growth, development, and conservation of open space. Planned land uses in the Manteca 2023 General Plan include Very Low Density Residential, Low Density Residential, Medium Density Residential, High Density Residential, Neighborhood-Commercial, Commercial Mixed Use, General Commercial, Business Industrial Park, Business Professional, Light Industrial, Heavy Industrial, Open Space, Park, Public/Quasi-Public, Agriculture, and Urban Reserve.

As discussed in Chapter 1, Manteca is currently exploring a separator between Manteca and Ripon, protecting open space and agricultural land, and maintaining the unique character of Manteca. The intended use, level of service, and purveyor of services in this buffer area are being explored by the City. In **Figure 1-1** the Ripon portion of the buffer area is shown.

### **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<sup>1</sup>, will provide

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<sup>1</sup> Manteca is developing its first CFD for the Lifestyle Center project for road and utility infrastructure implementation.

funding for these services. In addition, the Public Safety Sales Tax Initiative addresses operational expenses of the Police and Fire Departments. 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 adequate staff and facilities to provide for existing populations, and is in the process of developing new facilities to better serve the growing population. Manteca's Police Department has adequate staff and facilities. A new expanded Police headquarters to be located in the southeastern part of the City near the intersection of Route 120 and 99 will assist in providing police services in the future. 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.<sup>2</sup> The determinations included in Chapter 4 of this MSR show that public facilities and services are adequate to meet needs of current population, and are being improved over time. Specific timeframes have been established to meet future population levels.

### **d. Social and Economic Communities of Interest**

The existing SOI includes the area to the immediate east of the City and is planned for low-density residential/urban reserve and very low-density residential/urban reserve in the future (see **Figure 1-1**). Development trends since the adoption of the General Plan, including interchange improvements to the State Route 99, may cause this area to develop before 2028. North and east of this 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 1-2**). Lastly, Manteca is also exploring an Area of Interest that would provide a separator between Ripon and Manteca (see also **Figure 1-2**).

## **Growth and Population Projections**

The City of Manteca's General Plan, including the Growth Management Ordinance (GMO), provides a framework for future growth within the City and its 10 and 20-Year Planning Horizons. The GMO limits the number of approved residential units to reflect a 3.9 percent yearly population growth. Historically, the

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<sup>2</sup> Following adoption of the City's General Plan 2023 in 2003, master plans have been completed for the City's water, wastewater and storm drainage systems to be consistent with growth forecasts of the General Plan.  
Manteca MSR/SOI

City experienced a 2 percent growth rate from 1990-2000 and a 4.5 percent yearly population growth in recent years. The City's 2007 population is estimated at 65,076 by the California Department of Finance. Assuming a middle ground growth rate of 3.9 percent between SJCOG's 3.0 percent and Manteca's recent 4.5 percent growth rate, the City will reach 145,327 by 2028.<sup>3</sup> Expansion of the existing SOI to include all those areas designated as within the 10 and 20-Year Planning Horizons will provide for the projected population growth through 2028. This level of population growth is also consistent with the City's General Plan which has also used the 3.9 percent growth rate. 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.

## **Infrastructure Needs and Deficiencies**

### ***a. Fire Protection Determinations***

The City's 2023 General Plan includes policies and implementation measures that would allow for the Department to continue to provide adequate facilities and staffing levels. In order to maintain an average response time of 5 minutes, the Fire Dept. anticipates expanding their services in the southern part of the City via a new Station 244 in the Austin Road area as well as new stations at the extreme north end of the City in the Del Webb area (Station 245), and at the west end of the City near Woodward and McKinley Ave (Station 246). Additional fire stations will be proposed as necessary to address the ultimate sphere boundary. The City also maintains mutual aid agreements with nearby fire districts. The City of Manteca funds its Fire Department primarily through the General Fund. The General Fund FY 2007-2008 budget for the Fire Department is \$6,603,310. The City of Manteca adopted a Sales Tax Initiative (Measure M) to fund more police officers and firefighters in 2006. This initiative funds 15 firefighters, the hiring of which is phased over three years. The first 6 were hired in FY 2007-2008, with 3 additional forecast for 2008-2009, and 6 more in 2009-2010. The existing and projected level of fire service is considered adequate by the Fire Department. Funding for additional firefighters will come from increased Measure M revenue from retail sales and from the General Fund.

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<sup>3</sup> The California Dept. of Finance provides population data to local jurisdictions. The City of Manteca Growth Management Program, Chapter 18.04 of the Municipal Code, controls growth of the community by a process of limiting access to wastewater connections to 3.9% of the total number of dwelling units in the City in the previous year. The population numbers are not directly related to connections, although for the purposes of the Municipal Services Review 3 persons per dwelling unit is used. In any given year the total number of "new" allocations cannot exceed 3.9% of the total dwelling units for the previous year; however, allocations can be carried forward from prior years and used within the time limits set by the applicant's Development Agreement. The utilization of allocations has created a 4.5% "bump" in the population numbers in recent years, but overall the City's growth rate remains below the Growth Management Program limit of 3.9%. For instance, while Manteca's population in the year 2002 grew by 7% from the previous year, in 1991 the City grew by only .5%.

The General Plan includes policies that ensure that adequate staffing and station locations are maintained for the minimum feasible Fire Dept. response time. Additional facilities, personnel, equipment, and materials costs will be offset through the increased revenue and fees generated by new residential, commercial, and industrial development as well as the funding sources mentioned above.

### ***b. Law Enforcement Determinations***

The City's General Plan includes policies and implementation measures that would allow for the Police Department to continue to provide adequate staffing levels.

Continued growth within the City and the SOI will increase the overall demand on law enforcement services in the City. Growth in accordance with buildout of the existing SOI is expected to generate the typical range of service calls. New police facilities, vehicles, equipment, and personnel will be required to provide adequate response times to serve future growth. Therefore, the City's costs to maintain equipment and facilities and to train and equip personnel will also increase.

The City of Manteca funds its law enforcement primarily through the General Fund. The General Fund FY 2007-2008 budget for the Police Department is \$12,040,535. The City of Manteca adopted a Sales Tax Initiative to fund more officers and fire fighters in 2006. This initiative funds 15 police officers, the hiring of which is phased over three years. The first five were hired in FY 2007-2008, with five additional forecast for 2008-2009, and five more in 2009-2010. The existing and projected level of police service is considered adequate by the Police Department. Additional personnel and materials costs will be offset through the increased revenue and fees generated by new residential, commercial and industrial development, as well as the funding sources mentioned above.

### ***c. Water Supply and Treatment Determinations***

The City's General Plan includes policies and implementation programs related to maintaining an adequate water supply for the City's population. Based on existing water use patterns the water supply is reasonably available through 2027. The area served would include all potential development within the 10-Year Planning Horizon. The City's Water Master Plan also makes it clear that additional areas of the City, including the 20-Year Planning Horizon, could be served by using more surface water and developing additional groundwater supplies. City identified use of recycled water could also generate sufficient water savings to extend the supply availability to support growth through 2030. At a City population of 130,000 (assuming 3.9 annual growth at year 2025) and with an annual water requirement of 32,856 acre-feet per year, the City would be able

to approximately meet this water requirement with a sustainable supply of 32,290 acre-feet per year.

Water supply improvements are part of the Public Facilities Improvements Plan (PFIP) of the City. The City is currently evaluating the PFIP fee structure 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.

#### ***d. Wastewater Collection and Treatment Determinations***

The Public Facilities and Services section of the 2023 Manteca General Plan addresses wastewater treatment through policies and implementation programs. The City of Manteca PFIP establishes the level of service (LOS) standard for wastewater. Manteca's target LOS for sewer is to collect an average of 265 gallons per day per dwelling unit equivalent. This LOS standard is applicable both in the areas of Manteca that have already developed and in the geographic areas where development is expected.

The overall trunk sewer strategy builds upon the existing City sewer collection system and is similar to the strategy proposed in the 1993 Master Plan. Specifically, in the future the City plans to build a trunk sewer gravity collection system that will convey all City wastewater to an influent pump station located at the Wastewater Quality Control Facility (WQCF). Interim pump stations will be constructed as needed and gradually phased out (including the existing Union Road Lift Station) as the trunk sewers are completed. The Master Plan Update proposes the construction of three large diameter trunk sewers to collect wastewater from the north, central, and south sections of the City. The Central Manteca Trunk Sewer (CMTS) will connect the existing collection system to the North Manteca Trunk Sewer (NMTS) which will connect to the WQCF. The South Manteca Trunk Sewer (SMTS) will also connect to the WQCF.

The improvements to the trunk sewers will enable the City to handle wastewater flows of 23.0 mgd which represents the amount of wastewater throughput of the City at buildout of the 2023 General Plan (with a population estimate of 145,000 at year 2028). Improvements to the Manteca sewer system, now at 9.87 mgd capacity, are currently underway. Specific planned improvements to the wastewater system will focus on the collection system and the wastewater treatment plant expansion. The recommended collection system strategy for the City will build upon the existing collection system. The NMTS and SMTS will serve areas of future growth in the north and south. The Union Road Lift Station will be eliminated and the existing collection system will connect to the NMTS via the CMTS.

Phase IV of the wastewater treatment plant upgrade process is scheduled to complete construction in 2014. The environmental review of the Master Plan is

complete and the process of seeking an amended National Pollution Discharge Elimination Permit (NPDES) has begun. The dialogue with the Regional Water Quality Control Board (RWQCB) will focus on the timing, scope and treatment requirements for the facility. It is expected that the plant will go from its current capacity of 9.87 mgd up to about 17.5 mgd which would serve a population of approximately 130,000 in 2023 as well as commercial and industrial users, well within the capacity needed for the anticipated 2018 population (approximately 99,000). Phase III could serve the City up to a population level of 82,000 in 2014 or at the time when Phase IV would be needed. Phase V would serve a population of 145,000 in 2028 and beyond. Funding for the project will most probably be a combination of User Service Charges, Development Impact Mitigation Fees, Revenue Anticipation Notes (RANS), a Low Interest State Revolving Loan, or some other form of public debt instrument.

The above improvements are part of the PFIP of the City. The City is currently evaluating the PFIP fee structure 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.

#### ***e. Stormwater Drainage Determinations***

The Public Facilities and Services Element of the General Plan 2023 addresses stormwater drainage through policies and implementation measures. The Public Facilities Implementation Plan (PFIP) addresses additional drainage capacity for new development.

The capacity of the French Camp Outlet Canal (FCOC) and its tributary drains is the limiting factor that sets the flow rates for the drainage systems in the City. The City's Storm Drain Master Plan recommends drainage facility improvements to eliminate existing deficiencies and to serve new development in Manteca. Projects were selected that would provide drainage capacity for present needs and to meet the projected increased runoff. Projects are recommended that will help drainage facilities meet City standards, provide capacity for expansion within the City and extend facilities into new growth areas as defined by the 2023 General Plan. The Storm Drain Master Plan makes future use of additional drains and reduces reliance on laterals.

The major projects involve capacity increases on the FCOC and for future drain connections. FCOC improvements are estimated to be complete in 3-4 years. Drainage improvements are also recommended to serve General Plan growth areas. The above improvements are part of the PFIP of the City. The City is currently evaluating the PFIP fee structure 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.

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

The City of Manteca receives funds for the provision of public services through 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 shall apply. The City of Manteca reviews these fee structures on an annual basis to ensure that they provide adequate financing to cover the provision of city services. The City's Community Development, Public Works, and Finance Departments are responsible for continual oversight that the fee structures are adequate.

The General Plan includes polices and implementation measures that require new development to pay its fair share to offset capital costs for fire protection, law enforcement, water, wastewater, solid waste, and stormwater drainage facilities and services. Moreover, Goal PF-3 in the General Plan's Public 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 is presently reviewing the referenced fees and user charges to determine the correct level of adjustment required to reverse deficits and assure funding for needed infrastructure going forward. It is anticipated that this discussion will occur as part of the scheduled budget hearings and be adopted early in the 2008-2009 fiscal year.

## **Opportunities for Shared Facilities**

The City of Manteca in partnership with the cities of Tracy, Lathrop, Escalon, and the South San Joaquin Irrigation District (SSJID) has contributed to the construction of a surface water treatment plant and transmission pipeline to deliver water to each city. In addition, Manteca allocates to the City of Lathrop 14.7 percent of the total capacity of Manteca's wastewater treatment plant.

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 City's General Plan, 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, such as additional park/detention basins and City/school use of school recreational 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 fee structures and provisions of service. As discussed in previous chapters, the City of Manteca reviews its fee structures for fire protection, law enforcement, water, sewer, and storm drainage on annual basis. The City of Manteca's General Plan 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 ability to serve the anticipated growth within the existing SOI is not expected to have a significant effect on governmental structure of the City of Manteca or its ability to provide services. 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 such as the SSJID to address government structure options to provide 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 contract, 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. Efforts to ensure effective government structure for the provision of fire and police protection, water supply, wastewater treatment, and storm drainage facilities demonstrate the City's foresight to plan for future service needs as City boundaries expand due to annexations and population increases. Assuming the City continues to evaluate existing government structure and seek opportunities for improvement, no significant barriers are expected in regards to government structure during the 10 and 20-Year Planning Horizons.

## **1. Introduction**

### **A. Sphere of Influence**

The SOI is a planning tool and the establishment of a SOI or the inclusion of property within a SOI of an existing governmental entity does not automatically mean that the area is being proposed for annexation and development at this time. LAFCo is responsible for determining that an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within the City and in the SOI. The information in this MSR supports the City of Manteca's SOI expansion beyond the current LAFCo sanctioned SOI to the limits of the City's 10 and 20-year growth boundary.

The City of Manteca adopted its 2023 General Plan in October of 2003. The General Plan designates land to provide for impending growth of residential and non-residential land uses for the subsequent 20 years and beyond. The Housing Element of the General Plan was adopted in August of 2004. As a part of the General Plan update process and in the years immediately following the General Plan update, the City found that there was the need to expand the SOI to appropriately plan for growth that could occur by 2013 and ultimately to 2023. The General Plan, at the time it was written, established policy LU-P-5 requiring that land proposed for annexation prior to 2013 be within the Primary Urban Service Boundary. A companion policy LU-P-6 stated that lands proposed for annexation that reside in the Secondary Urban Service Boundary shall not be annexed prior to their inclusion in the Primary Urban Service Boundary. The policy went on to state that the Primary Urban Service Boundary may be amended through adoption of a specific plan, an area plan, an amendment to the General Plan or a similar planning process.<sup>4</sup> In the 2023 General Plan 1988 totals for the Primary Urban Service Boundary consisted of 11,560 acres and the Secondary Urban Service Boundary consisted of 25,149 acres.<sup>5</sup>

While the General Plan actually specifies 2013 as the ten-year planning horizon, the years 2008-2018 and 2018-2028 will be used for planning horizons in the Municipal Services Review given the time lapse between the present and 2003 when the General Plan was adopted.

The 11,560-acre Primary Urban Service Boundary figure includes the area within the City limits and the existing SOI. The 25,149-acre figure includes the area within the City limits, the existing SOI, and the Area of Interest to the east (called Urban Reserve in the General Plan). "These reserved categories are intended to accommodate growth beyond the twenty-year horizon of this General Plan, but may be needed in the nearer term."<sup>6</sup>

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<sup>4</sup> City of Manteca 2003 General Plan, p. 2-12.

<sup>5</sup> City of Manteca 2003 General Plan Draft EIR, p. 11-3.

<sup>6</sup> City of Manteca 2003 General Plan, p. 2-11.

**Figure 1-1** illustrates the current city limits as well as the 10 and 20-year Planning Horizons (called Primary and Secondary Urban service Boundaries in the General Plan) and the Area of Interest.<sup>7</sup> **Figure 1-1A** illustrates the current City limits and the existing LAFCo-sanctioned SOI. **Figure 1-2** illustrates the Williamson Act lands in relation to the City limits, SOI, and the 10 and 20-year Planning Horizons and **Figure 1-3** illustrates the 2023 General Plan.

Since the General Plan was adopted there have been two projects (the Union Ranch subdivision and the Sundance/Oleander Reorganization) annexed to the City, totaling 789-acres and 3337 residential units, yielding an eventual population increase at buildout of approximately 10,000 residents.<sup>8</sup> The current proposal for defining the SOI is to designate all of the existing 3175-acre SOI as within the 10-Year Planning Horizon, except for a 1215-acre area northeast of the City that would be part of the 20-Year Planning Horizon (see **Figure 1-1 and Table 1-1**). In addition, a number of smaller parcels along the northern and eastern boundaries of the City have been added to the 10-Year and 20-Year Planning Horizons. As a consequence, there are more lands in the 10-year Planning Horizon than are in the existing SOI. The reason for the changes to the 10 and 20-Year Horizons is to portray a realistic view of potential annexation of known and anticipated projects over the next 20 years, starting in 2008 and ending in 2028.

**TABLE 1-1 ANTICIPATED POPULATION GROWTH<sup>1</sup>**

Area	Acres	Dwelling Units <sup>2</sup>	Population at 3.0 Persons/Unit
Within City Limits	11,300	12,258 <sup>3</sup>	36,774
Within 10-Year Planning Horizon	4797 <sup>4</sup>	14,907	44,720
Within 20-Year Planning Horizon	3925 <sup>5</sup>	6692	20,076
Total	20,022	33,857	101,570

1 Manteca GIS Database Calculations of 2003 General Plan, 2008. Note all calculations are gross (include streets) except where noted.

2 Assumes a 25% reduction in area for infrastructure and site constraints.

3 There are 21,910 existing dwelling units according to Table 2: E-5 California Dept. of Finance City/County Population and Housing Estimate, 1/1/2007. 12,258 dwelling units represent the remaining build out residential capacity within the City limits.

4 Does not include area within City limits and low and very low density Urban Reserve units in General Plan.

5 Does not include area within City limits, 11,808-acre Area of Interest and Ripon buffer area.

## 1. 10-Year Growth Boundary (2008-2018 Planning Horizon)

The 10-Year Growth Boundary consists of areas closest to the existing city limits, targeted for development. **Figure 1-1** shows the boundary for the 10-Year Growth Boundary. See also **Table 1-1**. These areas were included within this boundary for the following reasons:

<sup>7</sup> The Area of Interest is the agricultural area in the eastern part of the City and the Urban Reserve-Agriculture areas in the north and east that are not part of the SOI.

<sup>8</sup> The Union Ranch project was approved in 2004 with 563 acres and 2263 residential units and the Sundance/Oleander Reorganization was approved in 2007 with 236 acres and 1074 units.

Fig 1-1

Fig 1-1A

Fig 1-2

Fig 1-3

- They are 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.
- They allow for a range of housing, retail and employment opportunities to help provide a balance of housing and jobs within the City of Manteca. This is important since so many residents currently have to travel out of the community to find employment and shop, consequently there is a need for new employment and retail opportunities in Manteca. The additional homes will also help to support the new commercial uses, which along with additional local jobs, will provide needed sales-tax revenue for the City of Manteca.
- They are projects with applications before the City or are significant anticipated projects and are currently considered to be priority activities by the City Council and members of the community.
- They are areas that are generally less restricted by active Williamson Act contracts (see **Figure 1-2**)<sup>9</sup> There are some Williamson Act contracts within the 10-Year Growth Boundary which are hard to avoid because of their location in urbanizing areas.

## 2. 20-Year Growth Boundary (2018-2028 Planning Horizon)

The City of Manteca's 20-Year Growth Boundary contains the rest of the land outside of the 10-Year Growth Boundary as shown in **Figure 1-1** and **Table 1-1**.

The City of Manteca anticipates sizeable urban development at this time within the 20-Year growth Boundary ending in 2028 due in part to projects initiated in the 10-Year Horizon that will build out after 2018. Land within the 20-Year Growth Boundary is designated as low-density residential, low-density residential/urban reserve, and open space in the south and low density residential and urban reserve-agriculture in the north (see **Figure 1-1**). The City has included these areas within its 20-Year Growth Boundary to ensure that the City has control over future proposed development. The goal is to encourage orderly and controlled growth that does not result in sprawl in the County. This is especially important since much of this area both north and south of the City limits is either not in Williamson Act contracts or is in non-renewal of Williamson Act contracts, and therefore, has the potential to convert to urban uses.

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<sup>9</sup> A Williamson Act contract can be terminated in 3 ways: 1) the contract fulfills its 10-year obligation after filing a Notice of Non-renewal; 2) landowner filing for termination with the County (subject to findings by the County; a cancellation fee of 12.5% of unrestricted current fair market value shall apply); and 3) annexation to the City and termination. The latter option is allowed if: 1) contract was executed prior to Jan 1, 1991; 2) contracted area within one mile of City boundaries; 3) City filed a protest identifying affected contract and parcel. Since Williamson Act contracts are automatically renewed annually, a filing for non-renewal status should take place before annexation and as soon as urban development looks very likely.

## **B. LAFCO and the Sphere of Influence**

Government Code Section 56076 defines a SOI as a “plan for probable physical boundaries and service area of a local agency, as determined by the commission.” It is in an area within which a city or district may expand, over a defined period of time, through the annexation process. In simple terms, a SOI is a planning boundary within which a city or district is expected to grow over time.

According to LAFCo policies, only territories that are in need of urban services can be included in a city’s SOI. This excludes the inclusion of open space, agricultural, recreational and rural lands within a city’s SOI. However, if governmental actions (such as land use decisions) related to such territories impact a city, LAFCo may designate specified territories as “Areas of Interest” to a city. LAFCo policy requires that any given Area of Interest can be designated to only one city. The agricultural area referred to in the Manteca General Plan as “Urban Reserve” in the northeast part of the General Plan between the City limits and French Camp Road (see **Figures 1-2 and 1-3**) as well as the two areas designated Urban Reserve - Agriculture in the north and east will be redefined as an “Area of Interest” by the City (outside of the 20-Year Growth Boundary), accounting for the area’s historic orchard, vineyard, cropland, and dairy farming uses close to the City limits of Manteca. Manteca is also exploring an Area of Interest that would provide a separator between Ripon and Manteca (see **Figure 1-2**), protecting open space and agricultural land and providing a buffer between the cities of Ripon and Manteca. Ripon and the City of Manteca are close to agreement on the intended use, level of service, and purveyor of services in this buffer area.

## **C. California Environmental Quality Act**

Because the study area for the Manteca General Plan and EIR included the City’s 10-Year and 20-Year Growth Boundaries (called “Primary and Secondary Urban Service Boundaries” in the General Plan) within its study area, the City is proposing that LAFCo view the General Plan EIR as sufficient for MSR/SOI environmental documentation.

## **2. Sphere of Influence Plan**

The Sphere of Influence (SOI) Plan for the City of Manteca described in this chapter analyzes the City's ability to serve existing and future residents within the proposed SOI. LAFCo is responsible for 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 four 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.

LAFCo guidelines for determining SOI requires that "sphere horizons," or planning increments, depict a city's logical boundaries 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.

### **A. Determinations**

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**

The City is mostly built out with some large vacant parcels on the edges of the City as well as a number of smaller vacant and underutilized parcels. There are two large agricultural parcels in the southwest part of the City, all in non-renewal Williamson Act contracts, and numerous agricultural parcels outside but close to the City limits (especially east and south of the City) that are in renewal and non-renewal status (see **Figure 1-2**). The City can be characterized as a low-density residential community (1-2 stories), with a relatively small commercial center and a sizeable industrial base. Emerging regional scale commercial development is occurring in areas of the City adjacent to State Route 120.

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 2023 General Plan includes goals, policies, and implementing programs that address growth, development, and conservation of open space. Planned land uses in the Manteca 2023 General Plan include Very Low Density Residential, Low Density Residential, Medium Density Residential, High Density Residential, Neighborhood-Commercial, Commercial Mixed Use, General Commercial, Business Industrial Park, Business Professional, Light Industrial, Heavy Industrial, Open Space, Park, Public/Quasi-Public, Agriculture, and Urban Reserve.

As discussed in Chapter 1, Manteca is currently exploring a separator between Manteca and Ripon, protecting open space and agricultural land, and maintaining the unique character of Manteca. The intended use, level of service, and purveyor of services in this buffer area are being explored by the City. In **Figure 1-1** the Ripon portion of the buffer area is shown.

## **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<sup>10</sup>, will provide funding for these services. In addition, the Public Safety Sales Tax Initiative addresses operational expenses of the Police and Fire Departments. 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 adequate staff and facilities to provide for existing populations, and is in the process of developing new facilities to better serve the growing population. Manteca's Police Department has adequate staff and facilities. A new expanded Police headquarters to be located in the southeastern part of the City near the intersection of Route 120 and 99 will assist in providing police services in the future. The City's water supply, wastewater and

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<sup>10</sup> Manteca is developing its first CFD for the Lifestyle Center project for road and utility infrastructure implementation.

storm drainage services meet the needs of current population, and are being updated and expanded to meet the needs of future populations.<sup>11</sup> The determinations included in Chapter 4 of this MSR show that public facilities and services are adequate to meet needs of 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 area to the immediate east of the City and is planned for low-density residential/urban reserve and very low-density residential/urban reserve in the future (see **Figure 1-1**). Development trends since the adoption of the General Plan, including interchange improvements to the State Route 99, may cause this area to develop before 2028. North and east of this 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 1-2**). Lastly, Manteca is also exploring an Area of Interest that would provide a separator between Ripon and Manteca (see also **Figure 1-2**).

#### **B. Sphere Analysis**

The following section conveys the City of Manteca’s projected development for 10 and 20-year planning horizons.

##### **1. Existing and Projected Population**

The population projections shown in **Table 2-1** are based on a 3.9% percent growth rate, and an estimated 2007 population of 65,076.<sup>12</sup> Although the San Joaquin Council of Governments (SJCOG) uses a growth rate of 3 percent, the Manteca General Plan projections depict a growth rate of 3.9 percent in the years 2008-2028 which is further justified by the 4.5% growth rate experienced in 2000-2007 years. For simplicity of calculations a 3.9 percent calculation rate is used as indicated in **Table 2-1**. This rate is also in keeping with the General Plan population levels for the same years.<sup>13</sup>

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<sup>11</sup> Following adoption of the City’s General Plan in 2003, master plans have been completed for the City’s water, wastewater and storm drainage systems to be consistent with growth forecasts of the General Plan.

<sup>12</sup> California Dept. of Finance, Table 2: E-5 City/County Population and Housing Estimates, 1/1/2007.

<sup>13</sup> Manteca General Plan, p. 12-39.

**TABLE 2-1 POPULATION PROJECTIONS**

<b>Year</b>	<b>Est Population (3.9% Growth Rate)</b>	<b>Net New Population</b>	<b>Compound Growth</b>
2007	65,076	--	--
2008	67,614	2,538	2,538
2013	81,868	14,254	16,792
2018	99,126	17,258	34,050
2023	120,024	20,898	54,948
2028	145,327	25,303	80,251

## 2. Sphere Capacity

**Figure 2-1** reflects the anticipated annexation of 10 projects to the City: Cardoza Ranch, Evans Estates, Pillsbury Estates, Machado Estates, Union Crossing, Silva Estates, Crivello Estates, Center Point Project,<sup>14</sup> the Delta Community College commercial project, and the Austin Road Business Park and Residential Community. These annexations are expected to play a significant role in accommodating population growth in Manteca as well as jobs in the case of the Austin Road, Union Crossing, and Center Pointe projects and will be expected to occur within the 10-Year Horizon.

The estimated population and residential unit capacity of Manteca’s SOI is shown in **Table 1-1**. Population and residential unit capacity correlated with estimated City population growth at 3.9% is shown in **Table 2-2**. Population capacity estimates in **Table 1-1** are based on a 3.0 person/unit ratio, approximately in accordance with the Manteca General Plan. The total sphere capacity of the 10-Year Planning Horizon is estimated at approximately 14,907 dwelling units, accommodating a population of approximately 44,720. Anticipated development estimates (as opposed to ultimate capacity estimates) for areas within the City limits, the 10-Year and 20-Year Planning Horizons are described below.

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<sup>14</sup> This is a large anticipated project; no Development Application is on file with the City as of 4.7.08.  
Manteca MSR/SOI  
6.16.08

Fig 2-1

**TABLE 2-2 GROWTH CORRELATED WITH POPULATION PROJECTIONS**

<b>Area</b>	<b>2018</b>	<b>2028</b>	<b>2028+ Carryover</b>
Within City Limits (40%/40%/20%) <sup>1</sup>	14,710	14,710	7,355
Within 10-Year Horizon(40%/40%/20%) <sup>2</sup>	17,888	17,888	8,944
Within 20- Year Horizon(40%/40%/20%) <sup>3</sup>	--	8,030	12,046
		40,628	
		32,598	
<b>Total New Growth</b>	<b>32,598</b>	<b>73,226</b>	
<b>Population Projections @3.9% (2008 pop)</b>	<b>67,614</b>	<b>67,614</b>	
<b>Total New Growth Added to Existing Pop</b>	<b>100,212</b>	<b>140,840</b>	
<b>Growth Correlated to 3.9% Pop Growth</b>	<b>99,126</b>	<b>145,327</b>	

<sup>1</sup> Assumes 40% of remaining planned 12,258 residential units (population 36,774) to be built out in 2008-2018, 40% more in 2018-2028, and 20% after 2028. Does not include Urban Reserve land uses

<sup>2</sup> Assumes 40% build out by 2018, 40% by 2028, and 20% after 2028. Does not include Urban Reserve land uses.

<sup>3</sup> Assumes 40% build out by 2028 and 60% in future phases. Does not include Urban Reserve land uses.

a. Within the City Limits

Dwelling units estimates within the City are based on the land use planning designations for high, medium, low and very low density residential areas less existing units (21,910)<sup>15</sup> on the ground. This calculation results in a possible net new addition of 12,258 units. It should be noted that 4,111 acres of the central area of the city (between the UPRR on the west, Lathrop Road on the north, Austin Road on the east, and Woodward Ave. on the south) is designated as redevelopment area. The redevelopment area represents approximately 43 percent of the total land area within the City limits.

Accordingly, a sizeable amount of the future residential growth within the existing City limits reflects development opportunities created by under-utilized and blighted properties within the redevelopment areas. While vacant land in single or limited ownership outside the City limits is easier to develop than inner City under utilized properties in multi-ownership, residential development within the City limits nevertheless is expected to approach 5400 units (including 300 apartment units) within the next ten to twenty years. Included in this calculation here is the recent Union Ranch annexation of 2263 units, the Oleander and Sundance annexations (1074 units), and large projects such as the Trails Project (1500 units), Tara Park (583 units), and Terra Ranch (269 units). It is worth noting here several City-sponsored housing programs focused on housing conservation and development within the City limits. These programs are administered by the City's Redevelopment Agency.

<sup>15</sup> California Dept. of Finance, Table 2: E-5 City/County Population and Housing Estimates, 1/1/2007.

- Senior Housing Rehabilitation Program

This program was designed to assist low income senior households with health and safety repairs to their homes. It provides grants of \$2,500.00 per eligible household.

- First Time Homebuyer Downpayment Assistance Program

This program provides down payment assistance that helps very low, low and moderate income participants in the purchase of their first home. Depending on income level, the program provides eligible households with an interest free loan of between \$35,000 and \$55,000 to be used towards the down payment for the purchase of a home within the city limits of Manteca.

- Housing Rehabilitation Matching Grant Program

The purpose of this program is to enhance the quality of owner occupied single-family housing and to encourage private investment in Manteca's residential areas. It provides a matching grant to low income Manteca homeowners to make health and safety and exterior improvements or repairs to their homes. The grant is for up to 67% of the cost of eligible improvements not to exceed \$10,000.00.

- Low Income Rental Housing Rehabilitation Program

To promote and maintain the affordability of rental housing, this program provides owners of rental properties a forgivable loan for external improvements in return for commitments to offer the units at affordable rents. The loan is for up to 67% of the cost of improvements not to exceed \$10,000.00 for a single unit and \$5,000.00 for each additional unit up to a total of \$30,000.00.

- Affordable Housing Administration Program

This program provides a mechanism to the City to administer and regulate housing dedicated as affordable by developers through the use of incentives offered by the City of Manteca. Rental and for-sale single family residential housing may be dedicated through this program.

In addition to the foregoing, the Redevelopment Agency plans to increase residential densities in the downtown area and will shortly undertake a Specific Plan to establish opportunities for increased housing densities in this area of the City.

b. Within the Ten-Year Planning Horizon

The ten projects that will play a significant role in adding residential, commercial, and industrial projects to the City are as follows: Machado Estates, Cardoza Ranch, Crivello Estates, Silva Estates, Evans Estates, Pillsbury Estates, Union Crossing, the Center Pointe Project, Delta Community College development, and the Austin Road development (see **Table 2-3**). Together they account for 5889 residential units of the total 14,907 unit capacity within the 10-Year Planning Horizon as well as approximately 4,350,000 square feet of general commercial and approximately 12,500,000 square feet of industrial space. On the residential side the six projects

would account for approximately 40 % of the dwelling unit capacity of the 10-Year Planning Horizon.

Development applications for the 10 projects are filed or are anticipated to be filed with the City within a short time.

**TABLE 2-3 POTENTIAL ANNEXATION PROJECTS**

Project	Residential Units	Commercial sf	Industrial sf
Machado Estates	575		
Evans/Pillsbury	861		
Austin Road	3404	3,500,000*	8,000,000**
Union Crossing		500,000***	
Cardoza Ranch	770		
Silva Estates	217		
Crivello Estates	62		
Delta Comm College		350,000	
Center Pointe			4,500,000
<b>Total</b>	<b>5889</b>	<b>4,350,000</b>	<b>12,500,000</b>

\* Actual uses are commercial and commercial/mixed uses.

\*\* Actual uses are commercial, office and industrial uses.

\*\*\* Actual uses are retail commercial and office uses.

**Silva Estates.** Silva Estates is a 217-unit proposed subdivision on a 59.9-acre site of unincorporated land within the City’s existing sphere of influence (see **Figure 2-1**). The site is located just south of the existing City limits on land bordered by East Woodward Ave. on the north and South Union Road on the west. The site is currently used for agriculture (orchards) and there are five single-family homes currently on the site. The project as proposed would consist of 217 low density single-family homes. The General Plan shows the area as designated for low density residential (at a maximum of 8 units/acre) which would result in approximately 360-units. The project would be built phases over a several year period. Assuming 3 persons per household, the project would accommodate a population of 651 persons at build-out.

**Crivello Estates.** Crivello Estates is a 62-unit proposed subdivision on a 18.7-acre site just east of the City limits on unincorporated land within the City’s existing sphere of influence (see **Figure 2-1**). The site is located south of East Louise Ave. near the intersection of East Louise Ave. and South Austin Road. The site is currently vacant and there is one single-family home currently on the site. The project as proposed would consist of 62 low density single-family homes. The General Plan shows the area as low density residential (at a maximum of 8 units/acre) which would allow for 112-units. The project would be built in possibly one phase over a several year period. Assuming 3 persons per household, the project would accommodate a population of 186 persons at build-out.

**Machado Estates.** The Machado Estates is a 575-unit proposed subdivision on approximately 150 acres of unincorporated land that resides in the southwest area of the City (see **Figure 2-1**). The site is bordered by the City limits at Woodward Ave.

on the north and the 10-Year Planning Horizon on the south. The site is currently vacant and is not in agricultural use. The project as proposed would consist of low density residential uses. The General Plan shows the area as designated low-density residential (at a maximum of 8 units/acre) which would allow for approximately 900-units. The project would be built in 4 phases over a 4-5 year period. Assuming 3 persons per household, the project would accommodate a population of 1725 persons at build-out.

**Evans/Pillsbury.** The Evans and Pillsbury Estates projects together would consist of approximately 861 units located in an unincorporated area of the City on approximately 240 acres southeast of the City in an area bordered by the City limits on the north, the 10-Year Planning Horizon on the south, Alice Road on the east, and South Manteca Road on the west (see **Figure 2-1**). The site is currently used for agricultural uses and one parcel is in non-renewal of the Williamson Act. The Evans project as proposed would consist of 586 low density single-family units and the Pillsbury project would consist of 275 low density single-family units. The General Plan shows the area as low-density residential uses (at a maximum of 8 units/acre), medium-density residential (at a maximum of 15 units/acre), and high-density residential (at a maximum of 25 units/acre). The project would be built in phases over a five year period. Assuming 3 persons per household, the combined projects would accommodate a population of 2583 persons at build-out.

**Austin Road.** The Austin Road mixed-use project would consist of approximately 3,500,000 square feet of general commercial and commercial/mixed uses, approximately 8,000,000 square feet of business/industrial/professional and heavy industrial uses, and approximately 3400 residential units. The site is approximately 1050 acres southeast of the City bordered by the City limits on the north, State Route 99 and the 10-Year Planning Horizon on the east, County roads on the south, and properties in the County on the west (see **Figure 2-1**). The site is currently in agricultural use with a few farm buildings. Four parcels of the site are in active Williamson Act contracts while two parcels are in non-renewal of the Williamson Act. The General Plan shows the area as heavy industry, general commercial, park, and low, medium, and high-density residential uses. Total employees would range from 4500 to 9500 for the industrial uses based on national surveys<sup>16</sup> and 4500 employees for the general commercial uses based on national surveys.<sup>17</sup> The project would be built over an approximate 15-year period. Assuming 3 persons per household, the project would accommodate 10,200 persons.

**Union Crossing.** The Union Crossing project would consist of approximately 400,000 square feet of general commercial and 90,000 square feet of office commercial uses. The site is approximately 90 acres south of the City bordered by

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<sup>16</sup> Energy Information Administration, 1999 Commercial Buildings Energy Consumption Survey, Table B1, Summary Table, 1685 Square Feet per Worker for Warehouse and Storage Buildings and 823 Square Feet per Worker for all Buildings.

<sup>17</sup> Energy Information Administration, Retail and Service Buildings, 1995 Commercial Buildings Energy Consumption Survey, 766 Square Feet per Worker for all Commercial Buildings.

the City limits on the north, South Union Road and existing residences on the west, Woodward Ave. on the south, and a shopping center under development to the west (see **Figure 2-1**). The site is currently in agricultural use with some farm buildings. There are no Williamson Act contracts on the site. The General Plan shows the area as general commercial, park, and low-density residential uses. The project would be built over an approximate 8-10 year period. The project is within the current SOI.

**Cardoza Ranch.** The Cardoza Ranch is a 770-unit proposed project for senior living on approximately 156 acres that resides in an area just north of the City limits and is bordered by Airport Way on the west, and to the north by agricultural land, the majority of which is in orchard development (see **Figure 2-1**). The land use to the immediate south and west of the proposed project is an age-restricted housing development. The site is currently in agricultural use with some farm structures. There is one parcel in an active Williamson Act contract and one parcel in non-renewal. The project as proposed would consist of high, medium, and low density residential uses for seniors as well as park and commercial mixed uses combining commercial and residential uses. The General Plan shows the area as low-density residential (at a maximum of 8 units/acre) as well as park and open space uses which would result in approximately 900-units. The project would be built in 4 phases over a 4-5 year period. Assuming 1.8 persons per household<sup>18</sup>, the project would accommodate a population of 1386 persons at build-out.

**Center Pointe.** Center Pointe is a potential intermodal distribution center project on a 640 acre-site which would include an intermodal transfer of containers from rail to trucks via an intermodal facility to be built by the Center Pointe Properties. The project is located in the 10-year planning horizon of the expanded sphere of influence and is currently used for agricultural uses and storage. A development application for the project will require amending the General Plan to account for an expansion of the General Plan's Primary Urban Service Boundary. There is currently a distribution center on the property and a rail siding exists on the property which is linked to the UPRR rail line. The site borders include the rail line together with the French Camp Outlet Canal and the Lathrop city limits to the west, East Roth Road to the north, South Airport Way to the east, and East Lathrop Road to the south. The General Plan shows the area as light and heavy industry and light industry urban reserve which would result in approximately 4.5 million square feet of industrial space according to a .4 floor area ratio. The project would be built in several phases over an approximate 10-15 year period. Total employees would range from 2700 to 5400 based on national surveys.<sup>19</sup>

**Delta Community College.** Delta Community College plans to develop their existing site for commercial uses. Their property which borders the northern City limits at East Lathrop Road and State Route 99 includes a parcel close to the East

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<sup>18</sup> Cardoza Ranch Specific Plan, Meritage Active, Manteca, California, May 4, 2007, p. 12.

<sup>19</sup> Energy Information Administration, 1999 Commercial Buildings Energy Consumption Survey, Table B1, Summary Table, 1685 Square Feet per Worker for Warehouse and Storage Buildings and 823 Square Feet per Worker for all Buildings. .

Lathrop Road/State Route 99 interchange planned in the General Plan as Urban Reserve Commercial-Mixed use which would allow commercial uses and residential-apartment uses on a conditional basis. The project is located in the existing sphere of influence and is currently used for agricultural uses. It would generate approximately 350,000 square feet of commercial floor space according to the .6 floor area ratio. Total employees would be approximately 700.<sup>20</sup>

c. Within the 20-Year Planning Horizon

Dwelling unit estimates for unincorporated areas of the SOI are based upon low density residential development at up to 8 units/acre and very low density development at up to 2 units per acre, according to land use designations of the General Plan. The City assumes that parcels to the north and east of current City limits will retain their Urban Reserve -Agriculture status (see **Figure 1-2**). The area further east, between the existing SOI and French Camp Road, will be referred to in future as an “Area of Interest” rather than the current General Plan designation of “Urban Reserve.” As well, the Urban reserve -Agriculture areas of the General Plan in the north and east parts of the City will also be included in the Area of Interest (see **Figure 1-1**). This area will not be included in the 20-Year Planning Horizon. The low and very low density residential parcels in the 3925-acre 20-Year Planning Horizon will yield 6692 residential units with a population projection of 20,076 persons. It should be noted that some of the 10-Year Planning Horizon projects, particularly the Austin Road mixed-use residential, commercial, and industrial development, the Union Crossing commercial project, the Center Pointe industrial project, and some of the larger residential projects may not be completely built out until some time in the 20-Year Planning Horizon.

Because Manteca shares some of the same characteristics as the nearby cities of Stockton, Tracy, and Lathrop it will appeal to the same industrial and commercial real estate market as these cities. According to the San Joaquin Partnership, a non-profit public-private organization promoting industrial and commercial growth in San Joaquin County, the annual absorption rate for industrial growth over the past 10 years in the County has been 4 to 4.5 million square feet.<sup>21</sup> In the “Central Valley Market Outlook” net absorption in the Central Valley exceeded 4 million square feet in 2007. Notable absorptions included a Sears store in Stockton (760,000 square feet), a 295,000 square foot Ghirardelli Chocolate distribution center in Lathrop, and a JC Penney 435,000 square foot facility in Lathrop.<sup>22</sup> The primary industrial market area of Manteca also includes the cities of Tracy, Lathrop, and Stockton.<sup>23</sup> Users would be attracted to this market area because of land constrained, substantially built out, and higher cost locations in the East Bay. Industrial locations in this market area also offer proximity to the Port of Oakland. There are currently approximately

<sup>20</sup> Riverside County General Plan, Riverside County, 2003.

<sup>21</sup> Brad Ecker, San Joaquin Partnership, Personal Communication, May 19, 2008.

<sup>22</sup> 2008 Central Valley Market Outlook, CB Richard Ellis.

<sup>23</sup> Forecast of Demand for Retail, Office, and Industrial Space in the City of Tracy and Strategic Policy Action Recommendations, Gruen Gruen + Associates, November, 2007.

420 acres of developed light and heavy industrially zoned land in Manteca and 1900 acres of undeveloped heavy and light industrial and business industrial park planned land uses in Manteca.

Over ten and twenty year periods this would yield 40 million and 80 million square feet of industrial space in the primary market area of Manteca, Tracy, Lathrop, and Stockton. If Manteca could capture 25% of this demand over the ten and twenty year periods, this would equal 10 million and 20 million square feet respectively over those time periods. Assuming a .4 FAR for industrial zoned property, over a 20-year period this amount of industrial development would absorb approximately 1150 acres of the 2212 acres zoned industrial in Manteca. While it is estimated that the Center Pointe and Austin Road projects would generate approximately 12.5 million square feet of warehouse/distribution center space in the future, how much Manteca captures in the future is a function of Manteca's strategic location and marketplace economics over which it has limited control.

Of the 1578 acres zoned commercial in Manteca, there exists a healthy demand for commercial growth given the amount of residential growth that has occurred over the last several years.

### **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 Highway 120 have created development opportunities along this corridor.

**Figure 1-1** shows the existing City limits and the 10 and 20-year planning horizons. It is unlikely that all residentially planned properties within and outside the City limits will be developed by 2028. Accordingly, the net new 2028 population added to the City may be closer to 140,000 than 145,000 indicated by the City's 3.9% growth rate. Therefore, the currently designated SOI and the 10 and 20-Year Planning Horizons will provide for the projected population growth through 2028 (see also **Table 2-2**).

### **3. Growth and Population Projections**

This chapter identifies future growth projections for the City of Manteca and its 10 and 20-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 65,076.<sup>24</sup> Between 1990 and 2000, the City of Manteca's population increased by 21 percent to 49,255, as shown in **Table 3-1**, reflecting a 2% annual growth rate during this time period. Demographic shifts experienced during this same time period include a decrease in percentage of children, an increase in population over age 65, a decrease in the average family size, and a 12 percent increase in residents of Hispanic/Latino origin.<sup>25</sup>

Neighboring cities in San Joaquin County experienced more dramatic population growth between 1990 and 2000, with the cities of Ripon, Lathrop and Tracy increasing 36, 53 and 65.5 percent, respectively. Similarly, between 2000 and 2007, the populations of Manteca, Ripon, Lathrop, and Tracy showed increases of 32% (a 4.5% annual increase), 43%, 41%, and 58% respectively. During this time period San Joaquin County increased by 21 percent, while the State of California increased by 11 percent.<sup>26</sup>

**Table 3-1 Population and Household Trends in Manteca**

	1990	2000	2007
Population	40,773	49,255	65,076
Housing Units	13,981	16,937	21,910
Average Household Size	3.02	2.98	3.05
Single Family Units	10,015	12,622	17,350
Multi Family Units	3314	3445	3690
Mobile Homes	652	869	870

Source: California Department of Finance Population Estimates, <http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E5/E5-91-00/documents/E-5.xls/E8> City/County/State Population & Housing Estimates, 1990-2000, accessed on February 21, 2008.

<sup>24</sup> California Department of Finance, E-1 City/County Population Estimates, 2007, <http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E1/E-1text.asp>, accessed on 2/21/08.

<sup>25</sup> Wade Associates, 2003, City of Manteca General Plan Policy Document: Housing Element.

<sup>26</sup> California Department of Finance, E-4 Population Estimates for Cities, Counties and the State 2001-2007 with 2000 Benchmark, accessed on 2/21/08.

## 1. Growth Management Ordinance

The City of Manteca adopted a Growth Management Ordinance (GMO) in 1988 that was revised in 2004 (Ordinance 1251). The intent of the GMO is to “implement the goals and policies of the General Plan.” The Growth Management Ordinance provides a “mechanism to control the rate, quality, distribution and, where necessary, economic level of proposed residential, commercial, industrial and other development in the city.” The ordinance regulates growth in order that General Plan policies can be achieved, to ensure the adequate provision of public services and facilities, especially sewer capacity, and to promote increased housing options for all segments of the population. Practically, the GMO was established to regulate sewer treatment capacity by limiting building permits for residential, commercial, and industrial projects. The GMO limits, with some exceptions, the number of approved residential units to reflect a 3.9 percent yearly residential growth rate.<sup>27</sup> This does not apply to certain infill projects, second units on the same lot, affordable housing, certain high-density residential projects, and senior housing. The GMO also seeks a balance between residential, commercial, industrial, and other development.

The amount of residential growth projected between the years 2008 and 2018, because of its correlation with 3.9% annual population growth, is not expected to exceed limitations of the Growth Management Ordinance.

## 2. Public Facilities Implementation Plan

The City plans the extension of services and utilities through periodic preparation of various public facility master plans, such as water, sewage and drainage. These master plans are coordinated through a Public Facilities Implementation Plan (PFIP) that identifies and establishes the funding mechanism for specific capital improvements. The PFIP is a key to implementing the land use goals and public facilities of the General Plan. Master Plan updates have been completed for water, wastewater, and storm drainage in the City since the adoption of the 2003 General Plan. The City is currently undertaking a review of the PFIP and its relation to the need for a comprehensive 5 year Capital Improvement Program.

### B. Population Projections

There are several methods for projecting population growth. **Table 3-2** shows three population projections for the City of Manteca. The three columns represent projections based on the San Joaquin Council of Government’s (SJCOG) estimated 3.0% growth rate, Manteca’s estimated 3.9 percent growth rate used in the General Plan, and projections based on Manteca’s recent growth rate of 4.5 percent for the years 2000-2007. The middle column depicts the approximate average of these projections, calculated at the 3.9 percent growth rate.

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<sup>27</sup> City of Manteca, Manteca Municipal Code, Title 18, Revised Community Growth Management Program. Manteca MSR/SOI

The sphere plan for the 10 and 20-Year Planning Horizons and related development projections in this MSR utilize the 3.9 percent growth rate, as it provides a middle ground between SJCOG's 3.0 percent growth rate and the maximum growth rate of 4.5 percent for the years 2000-2007. Assuming a 3.9 percent growth rate, the City population will reach 99,126 by 2018 and 145,327 by the end of the twenty-year planning horizon in 2028.

**Table 3-2 Comparative Population Projections**

Year	Estimated Population (3% Growth Rate)	Estimated Population (3.9% Maximum Growth Rate)	Estimated Population (4.5% 2000-2007 Growth Rate)
2008	67,028	67,614	68,004
2013	77,704	81,868	84,746
2018	90,080	99,126	105,609
2023	104,427	120,024	131,608
2028	121,060	145,327	164,007

### C. Employment Trends and Projections

The California Employment Development Dept. (EDD) tracks labor market changes and projects trends in the market.<sup>28</sup> **Table 3-3** below presents employment data for Manteca over the period 2000-2008. Generally, while the labor force has increased steadily, the City desires to retain as much as possible the 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 Estimates**

Year	Labor Force	No. Employed	Unemployment Rate
2000	24,100	22,700	6.0%
2008	27,900	25,500	8.7%

Projections of total jobs in Manteca is 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 (2005-2030)\***

	2000	2005	2010	2015	2020	2025	2030
Manteca	11,905	12,809	13,737	14,691	15,722	16,889	18,053

\*San Joaquin County Council of Governments

### D. Development Projections

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

<sup>28</sup> California Employment Development Dept., Labor Force Data for Sub-County Areas, City of Manteca, Preliminary Figures for February, 2008.  
Manteca MSR/SOI

## 1. Within City Limits

The 11,300 acres of land within the City limits accommodates a population of 65,076 and 21,910 residential units. The build-out capacity within the City limits would allow for an additional population of 36,774 accommodated in 12,258 residential units (see **Table 1-1**).

There have been two annexation projects since adoption of the General Plan in 2003, adding a projected population at build out of approximately 10,000. The Union Ranch project, approved in 2005, has added 553 acres to the City limits and 1425 single-family residential units for seniors, 497 traditional single-family units, 39-acres of commercial/mixed use development accommodating an additional potential 341 multi-family units, and parks. Total population at build out would be 6789 total residents.<sup>29</sup> The project is located in the northeast section of the City north of Lathrop Road. The project area is bisected by Union Road. The Union Ranch project would be built in seven phases over a six-year period. The Sundance/Oleander Reorganization, approved in 2007, added 236 acres to the City limits and 544 single-family residential units in the Oleander Estates subdivision and 451 units in the Sundance 1 subdivision and 79 units in Sundance 2. The project is located in the southern part of the City, bisected by Woodward Ave. and bordered by SR 120 on the north, Union Road on the east, Peach Ave. on the south, and an existing subdivision to the west which in turn is bordered by Airport Way on the west. Total population at buildout would be approximately 3200 total residents.

In addition to the foregoing, the Trails Project, Tara Park, and Terra Ranch would add an additional future population at build out of approximately 7000 to the previously mentioned 10,000 population increase from the two recent annexations.

## 2. Proposed Annexations (First 10-year Planning Horizon 2008-2018)

Proposed development of the Cardoza Ranch, Machado Estates, Evans/Pillsbury Estates and Austin Road developments will play a large role in adding residential units to the City. Together they will account for 5610 residential units of the total 14,907 unit capacity (yielding a population increase of 44,720) within the 10-Year Planning Horizon (see **Table 1-1**). On the residential side the five projects would account for approximately 40 percent of the dwelling unit capacity of the 10-Year Planning Horizon.

## 3. Anticipated Annexations (Second 10-year Planning Horizon 2018-2028)

Longer development time frames for some projects within the 10-Year Planning Horizon may mean that final build out of these projects, such as the Austin Road and Center Pointe projects, may not occur until some time in the 2018-2028 time frame. The 20-Year Planning Horizon has 3925-acres within its boundaries, net of the

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<sup>29</sup> Union Ranch Specific Plan Final Draft, The HLA Group, June 20, 2005.  
Manteca MSR/SOI

6,406-acres in the “Area of Interest” agricultural properties, the existing City limits, the Ripon buffer area, and the existing SOI. Potential residential units here would be 6692 accommodating a population of 20,076 (see **Table 1-1**).

### **E. Determination**

The City of Manteca’s General Plan, including the Growth Management Ordinance (GMO) discussed above, provides a framework for future growth within the City and its 10 and 20-Year Planning Horizons. The GMO limits the number of approved residential units to reflect a 3.9 percent yearly population growth. Historically, the City experienced a 2 percent growth rate from 1990-2000 and a 4.5 percent yearly population growth in recent years. The City’s 2007 population is estimated at 65,076 by the California Department of Finance. Assuming a middle ground growth rate of 3.9 percent (between SJCOG’s 3.0 percent and Manteca’s recent 4.5 percent growth rate), the City will reach 145,327 by 2028. Therefore, expansion of the existing SOI to include all those areas designated as within the 10 and 20-Year Planning Horizons will provide for the projected population growth through 2028. This level of population growth is also 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.

#### **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

In order to approve a change in the SOI and annexation of land into the City of Manteca, LAFCO must determine that the necessary infrastructure and public services exist to support the new uses at comparable service levels. The information put forward in this MSR supports the City of Manteca's requested 10-Year and 20-Year SOI boundaries.

##### **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 (MFD) is responsible for the primary provision of fire service and emergency medical response for the City of Manteca and its residents. The MFD serves approximately 65,500 residents throughout approximately 17.7 square miles within the City limits as well as an additional 9.4 square mile area outside the City limits within the existing SOI and Manteca's 10-Year Planning Horizon (see **Figure 4-1**).

Fig 4-1

The MFD operates out of three (3) facilities that are strategically located in the City of Manteca and the Rural Manteca Area (see **Figure 4-1**). The MFD 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. Station 242 is also an operating fire house with first line fire suppression equipment. **Table 4-1** shows the name, location, equipment and services housed at each of these stations. As of August of 2007, the MFD has three frontline fire engines, one reserve ladder truck, and four reserve fire engines.

The Department currently employs 45 people. The staff consists of a full-time Fire Chief, four Division Chiefs, one Deputy Fire Marshal, one Fire Inspector, three administrative personnel, and 36 Firefighters. As of January 2008 the MFD had 22 reserve (part-time paid) fire fighters. Out of the 64 fire fighters (career and reserve), 55 of them are Emergency Medical Technicians and 6 are paramedics. The reserve firefighters are required to have a minimum of 6 hours of training a month. Also, reserves must complete the MFD Fire Academy, which is equivalent to State of California Fire Marshal Firefighter I certification. Reserves also receive training as a part of the ride-along program.

As of January 2008, The MFD has an average response time of 4.59 minutes. The response time for structural fires is 4.89 minutes. The response time for medical emergencies is 4.55 minutes. The MFD has an Insurance Service Organization (ISO) rating of 3. The ISO determines fire insurance rates based on a number of criteria such as the City's water system, communications and training functions, as well as average response times.

While the MFD provides primary fire protection to the community, the MFD has mutual aid agreements with the Ripon Consolidated Fire Protection District and the Lathrop-Manteca Fire District, which has served and will continue to serve Manteca's rural and urbanizing areas. The City also has an Office of Emergency Services (OES) fire engine assigned to the City in 2004. An agreement with OES requires the City to respond to State Emergencies when requested. The MFD also participates in the State of California mutual aid plan.

**TABLE 41: MANTECA FIRE STATIONS, EQUIPMENT AND SERVICES**

Station	Location	Equipment/Services
241	290 S. Powers Ave.	FOE 1998- American La France 1,500 gpm engine Reserve- 1989 Pierce 1,500 gpm engine Reserve- 2007 Westates 1,250 gpm engine. Trench Rescue Equipped- 2003 Trailer F350 Ford Flatbed Tow Vehicle- 2008 & a 39 Foot Public Education Trailer
242 (Headquarters)	1154 S. Union Road	FOE 2004 America La France 1,500 gpm engine Reserve- 1981 Ford/Van Pelt 1,000 gpm engine with a 55 foot LTI Telesquirt USAR Medium Rescue Vehicle- 2003 Ford F-550 & Trailer Services provided from this station include: <ul style="list-style-type: none"> <li>• Public Fire Education Services (F.A.I.T.S) Fire Awareness in the Schools.</li> <li>• Fire Prevention Programs</li> <li>• Fire Inspection Services, and Business Inspection Services.</li> </ul>
243	399 W. Louise Ave	FOE- 2007 American La France 1,500 gpm engine Reserve- 1989 Pierce 1,500 gpm engine

Source: Manteca Fire Department

The Lathrop-Manteca Fire Protection District (“District”) was established in 1936 to provide for fire protection for the township of Lathrop, rural Lathrop, and rural Manteca. The District covers 100 square miles. The District employees 38 career personnel and 12 reserve firefighters and staffs four strategically located fire stations. The City of Manteca has an automatic aid agreement with the District. The agreement allows the District to add needed support when necessary to the MFD. The District has 38 uniformed employees that include a Fire Chief, a Deputy Chief, 2 Division Chiefs, 1 Battalion Chief, 12 fire captains and 21 Firefighters/Engineers. The District also has 12 reserve firefighters. The reserves go through the same training that the District firefighters go through.

The District has four stations throughout their territory. The two stations that are the closest to the City of Manteca are Stations 32 and 33. Station 32 is located at 22701 S. Union Road and Station 33 is located at 9121 E. Lathrop Road (see **Figure 4-1**).

a. Manteca Ambulance Service

The Manteca District Ambulance Service (MDAS) covers a 100 square mile area and has two stations. One of the stations is located in the City of Lathrop and the other station is located within the City of Manteca. The MDAS has 36 employees and has 8 ambulances. Two 24-hour ambulances and one 12-hour ambulance respond out of the Manteca station 24/7. One 24-hour ambulance responds out of the Lathrop station 24/7. The MDAS has mutual aid agreements with the cities of Ripon, Tracy, and Escalon. The MDAS has 20 paramedics and 16 emergency

medical technicians (EMTs). The MDAS is the exclusive ambulance service within the City of Manteca.

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

The City's General Plan includes policies and implementation measures that would allow for the Department to continue to provide adequate facilities and staffing levels.

-The City shall endeavor to maintain an overall fire insurance (ISO) rating of 4 or better (Policy PF-P-42).

-The City shall endeavor through adequate staffing and station locations to maintain the minimum feasible response time for fire and emergency calls (PF-P-43).

-The City shall provide fire services to serve the existing and projected population (PF-P-44).

-The City will establish the criteria for determining the circumstances under which fire service will be enhanced (PF-P-45).

-The Fire Department shall continuously monitor response times and report annually on the results of the monitoring (PF-I-24).

The General Plan also outlines land use policies to take full advantage of the use of existing public services and minimize the need for additional ones.

-The City shall encourage a pattern of development that promotes the efficient and timely development of public services and facilities (LU-P-4).

The City will establish the criteria for determining the circumstances under which fire service will be enhanced.

In order to maintain an average response time of 5 minutes, the Fire Dept. anticipates expanding their services in the southern part of the City via a new Station 244 in the Austin Road area as well as new stations at the extreme north end of the City in the Del Webb area (Station 245), and at the west end of the City near Woodward and McKinley Ave (Station 246).<sup>30</sup> Additional fire stations will be proposed as necessary to address the ultimate sphere boundary (see **Figure 4-1**). The City of Manteca funds its Fire Department primarily through the General Fund. The General Fund FY 2007-2008 budget for the Fire Department is \$6,603,310. The City of Manteca adopted a Sales Tax Initiative to fund more police officers and firefighters in 2006. This initiative funds 15 firefighters, the hiring of which is phased over three years. The first 6 were hired in FY 2007-2008, with 3 additional forecast

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<sup>30</sup> Discussion with Fire Chief Haas, February 14, 2008.  
Manteca MSR/SOI  
6.16.08

for 2008-2009, and 6 more in 2009-2010. The existing and projected level of fire service is considered adequate by the Fire department. When all of the additional firefighters authorized by the Sales Tax Initiative are in place in July, 2009, the ratio of firefighters per 1000 population will be approximately .67 assuming a 2 percent annual population growth and no additional personnel added from the General Fund. Needs for additional firefighters in the future will be addressed by the increased Measure M revenue from increased retail sales as well as additional potential revenue from the General Fund.

## **B. Law Enforcement**

### **1. 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 and is expected to remain at this location for the time being. The Manteca Police Department (MPD) is in the process of securing a new headquarters located at 555 Industrial Drive (see **Figure 4-2**). This facility will allow the Police Department to grow over the next 10-20 years.

The MPD has 80 sworn officers budgeted in 2007-2008 including 1 chief, 2 captains, 2 lieutenants, 10 sergeants, and 64 police officers. The 2008 ratio of police per thousand is 1.21 officers per 1,000 population. The Department also has 3 full time equivalent non-sworn personnel, which includes both full time and part time administrators, public safety dispatchers, community services officers, animal services, records clerks, custody officers, and a records supervisor.

The Department divides calls for service into three categories:

- Priority 1 calls are defined as life threatening situations.
- Priority 2 calls are not life threatening, but require immediate response
- Priority 3 calls cover all other calls received by the police.

The Department responds to calls in less than 3 minutes 90% of the time. The Department responds to Priority 2 and 3 calls in less than 31 to 71 minutes 90% of the time respectively.

The MPD defines offences for statistical purposes using the Uniform Crime Reporting Code as established by the FBI. Crimes are classified as Part 1 or Part 2 offenses, depending on their severity. In 2007, 3,519 Part 1 offenses were reported, which include homicide, rape, burglary, grand larceny, and auto theft. Larceny theft is the most common crime in Manteca, accounting for approximately 52.2 percent of offenses in 2007. The second most common crime in Manteca is all types of burglary (auto, commercial, residential) which accounts for 12 percent of crimes in 2007. Between 2006 and 2007, Part 1 offenses in Manteca decreased by 2.44 percent and all other crimes decreased by about 4.49 percent.

Fig 4-2

Police services outside of the City of Manteca city limits are provided by the San Joaquin County Sheriff's Department, which is located in French Camp, approximately 8 miles northwest of Manteca. Police patrol services are provided 24 hours a day by 130 uniformed deputies as of 2006. The County is divided into eight geographical areas or "beats". These beats are staffed around the clock and provide emergency response capability to citizens in the unincorporated area of the County. The MPD provides mutual aid to the San Joaquin County Sheriff's Office, and vice versa when a situation exceeds the capabilities of either department. Mutual aid is coordinated through the San Joaquin County Sheriff.

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

The City's General Plan includes policies and implementation measures that would allow for the Department to continue to provide adequate staffing levels.

-The City shall endeavor through adequate staffing and patrol arrangements to maintain the minimum feasible police response times for police calls, (Policy PF-P-39).

The City provides aggressive crime prevention through neighborhood watch, proactive enforcement, community policing, and citizen involvement. General Plan Policy PF-P-40 states:

-The City shall provide police services to serve the existing and projected population. The Police Department will continuously monitor response times and report annually on the results of the monitoring.

The City of Manteca funds its law enforcement primarily through the General Fund. The General Fund FY 2007-2008 budget for the Police Department is \$12,040,535. The City of Manteca adopted a Sales Tax Initiative (Measure M) to fund more officers and fire fighters in 2006. This initiative funds 15 police officers, the hiring of which is phased over three years. The first five were hired in FY 2007-2008, with five additional forecast for 2008-2009, and five more in 2009-2010. The existing and projected level of police service is considered adequate by the Police Department. When all of the additional officers authorized by the sales tax initiative are in place in July, 2009, the ratio of officers per 1000 population will be approximately 1.31 assuming a two percent annual population growth and no additional General Fund personnel. Needs for additional officers in the future will be addressed by the increased Measure M revenue from increased retail sales as well as additional potential revenue from the General Fund.

## C. Water Supply, Conservation and Treatment

The City of Manteca provides water service to all of its 65,076 residents.<sup>31</sup> The City has 17,556 connections to the water system. Of those 17,556 connections, 16,726 connections are residential, 803 connections are commercial, and 27 connections are industrial.

### 1. Existing Supply and Demand

The City of Manteca currently has two water sources, surface water and ground water. The City participates in the South County Surface Water Supply project for surface water and the City operates and maintains its own ground water system of wells. In 2007, the City's total water demand was 15,880 AF for a service area population of approximately 65,076.<sup>32</sup> This represents an average consumption of 218 gallons per capita per day (gpcd). In 2007 the ground water system supplied the City with approximately 59% of its water supply needs. Surface water supplies the remaining 41%. The ultimate conjunctive use goal for the City is for surface water to provide 53 percent of the water demand and groundwater 47 percent of the water demand.

#### a. Ground Water

The City operates a system of wells interconnected with a transmission/distribution pipe system. Manteca's groundwater supply is pumped from groundwater resources, which consist of 38 square miles of the Eastern San Joaquin County Groundwater Basin, a sub-basin of the San Joaquin Valley Groundwater Basin. There are 16 operating wells in the City with a peak pumping capacity of 25,010 gallons per minute. The maximum annual groundwater extraction capacity is 13,790 acre-feet for the 10-Year Planning Horizon (see **Figure 4-3**).<sup>33</sup> Well depths range from 155 feet to 400 feet, and individual capacities of the operating wells range from 380 gpm to 2500 gpm.<sup>34</sup> The City has abandoned nine wells over time due to age and water quality problems, but has added new wells to maintain the supply. This groundwater supply is indirectly affected by annual rainfall, and a multiple-year drought could decrease groundwater supplies. Despite this possibility, groundwater supplies have been available at a consistent level. The long-term objectives of the City are to reduce groundwater use to the safe aquifer yield of 1 acre-foot per acre per year or 13,790 acre-feet per year for the 10-Year Planning Horizon.

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<sup>31</sup> State of California, Department of Finance, *January 2007 Cities/Counties Ranked by Total Population, Sacramento, California*.

<sup>32</sup> City of Manteca Public Works Department.

<sup>33</sup> 2005 Water Master Plan, City of Manteca, Kennedy/Jenks Consultants, p. 4-1.

<sup>34</sup> City of Manteca General Plan EIR, Public Facilities and Services Section, p. 14-1.

Fig 4-3

b. Surface Water

Manteca has a long-term contract with the South San Joaquin Irrigation District for the South County Surface Water Supply Project. The contract, which commenced on October 1, 1995, continues to December 31, 2029. The South County Surface Water Supply turnouts are located in the northern and western parts of the community (see **Figure 4-3**). Turnouts are structures that bring treated surface waters through the South San Joaquin Irrigation District lines into the City's water distribution system. The two Manteca turnouts each have a 1 million gallon (MG) storage tank, with a booster pump station capable of pumping up to 4,270 gpm. Currently, the City will add two more turnouts, one turnout will include a storage tank and booster pump station and the other will connect directly to the City water system. The City is contracted to receive up to 11,500 acre-feet of water from the South County Surface Water Supply Project through 2010. A subsequent phase will increase the City of Manteca water allocation to 18,500 acre-feet.

For water supply planning purposes, it is necessary to identify the quantity of water that can be reliably obtained from both the ground water and surface water sources. The quantity of water available from an individual water supply will vary over a given period depending on numerous factors, such as rainfall, regulatory limitations and contractual agreements with water contractors. Actual water supplies from 2004 through 2007 are presented in **Table 4-2**.

In 2004, 100% of the water supply came from groundwater. The South County Surface Water Supply Project began delivery in 2005 and is planned to provide approximately 53 percent of the City's water.

**TABLE 4-2 MANTECA'S CURRENT WATER SUPPLY SOURCES**

Water Supply	Allocation/ Capacity AF*	2004 AF	2005 AF	2006 AF	2007 AF
South County Surface Water Supply Contract	18,500	0	3,670	6,740	6,360
Groundwater	14,933	14,900	11,280	8,470	9,520
Recycled Water	2300	0	0	0	0
<b>Total</b>	<b>35,733</b>	<b>14,900</b>	<b>14,950</b>	<b>15,210</b>	<b>15,880</b>

\* Acre-Foot (AF): the volume of water used to cover 1 acre of land with 1-foot of water, 325,850 gallons. A single-family home uses approximately 0.5 AF per year

City of Manteca Department of Water Resources Public Water System Statistics

The South San Joaquin Irrigation District operates the two surface water turnouts at delivery rates requested by the City. The surface water deliveries averaged 5.7 mgd in 2007.

### c. Recycled Water

The City Water Quality Control Facility (WQCF) treats and average dry-weather flow of approximately 9.87 mgd. The City currently uses reclaimed (recycled) water to irrigate City-owned land near the WWTP from about May through September of each year. In the remaining months, the WWTP effluent is generally discharged to the San Joaquin River.

The City evaluated potentially treating and distributing recycled water for irrigation of City parks and other open spaces as an alternative to the currently used domestic water supply. The City identified 810 acres of irrigable urban landscape at buildout. Assuming an application rate of 54 inches per year per acre, approximately 3,677 acre-feet of water would be conserved. During the irrigation period this is equivalent to approximately 3.28 million gallons per day of reclaimed recycled water that would be discharged for urban landscape irrigation. The recycled water program is still under evaluation.

## **2. 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.

## **3. 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.

## **4. 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

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

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

-Secure sufficient sources of water to meet the needs of the existing community and planned residential and commercial growth (PF-P-4).

-The City will continue to rely principally on groundwater resources for its municipal water in the near term, but will participate in the regional improvements to deliver surface water to augment the City's underground water supply (PF-P-5).

-The City shall develop new water sources as necessary to serve new development (PF-P-6).

-The City shall develop new water storage and major distribution lines as necessary to serve new development (PF-P-7).

-City water services shall not be extended to unincorporated areas except in extraordinary circumstances. (PF-P-9).

-The City will develop and implement water conservation measures as necessary elements of the water system (PF-P-11).

-The City shall implement the Public Facilities Implementation Plan regarding water supply and distribution every five years. The update shall be reviewed annually for adequacy and consistency with the General Plan. (PF-I-2).

-The City shall require, as a condition of project approval, dedication of land and easements, or payment of appropriate fees and exactions, to help offset municipal costs of expansion of water treatment facilities and delivery systems (PF-I-3).

-The City will encourage the use of recycled water for landscape irrigation where feasible, within the parameters of State and County Health Codes and standards (PF-I-7).

Based on existing water use patterns the well water and surface water supply is reasonably available through 2027.<sup>35</sup> The City currently has an existing capacity allotment of 11,500 acre-feet of water per year from SSJID up to year 2010. The City's actual current 2007 use is 6,000 to 7,000 acre-feet per year. The Phase II allotment would be 18,500 up to year 2025. Project allotments are subject to the availability of surface water. Projected demands at year 2018 at a population level of 99,126 would require approximately 25,000 acre-feet of water consisting of approximately 13,300 acre-feet of surface water and 11,700 acre-feet of well water in keeping with the 53% surface water and 47% well water planning ratio. Projected demands at year 2028 at a population level of 145,327 would require approximately 36,000 acre-feet of water consisting of approximately 18,500 acre-feet of surface water and 14,000 acre-feet of well water in keeping with the 53% surface water and 47% well water planning ratio. The remaining 3500 acre-feet would have to come from other sources unless SSJID completes an expansion of its water treatment plant.

The area served would include all potential development within the 10-Year Planning Horizon (see **Figure 1-1**). The City's Water Master Plan also makes it clear that additional areas of the City, including the 20-Year Planning Horizon (see **Figure 1-1**), could be served by using more surface water and developing additional groundwater supplies.<sup>36</sup> City identified use of recycled water could also generate sufficient water savings to extend the supply availability to support growth through 2030 assuming a 3.9% growth rate. At a population of 130,000 in 2025 (assuming 3.9 annual growth) and with an annual water requirement of 32,856 acre-feet per year, the City would be able to approximately meet this water requirement with a sustainable supply of 32,290 acre-feet per year.<sup>37</sup>

The above improvements are part of the Public Facilities Improvements Plan (PFIP) of the City. The City is currently evaluating the PFIP fee structure 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 City intends to upgrade and maintain the City water system via a program of improvements:

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<sup>35</sup> 2005 Water Master Plan, City of Manteca, Kennedy/Jenks Consultants, p. ii.

<sup>36</sup> 2005 Water Master Plan, City of Manteca, Kennedy/Jenks Consultants, p. 4-4.

<sup>37</sup> 2005 Water Master Plan, City of Manteca, Kennedy/Jenks Consultants, p. 2-13.

Groundwater- Treatment of wells for arsenic.

Infrastructure- 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 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.

## **D. Wastewater Collection and Treatment**

The City of Manteca Public Works Department provides wastewater collection and treatment for the incorporated area of the City of Manteca. The City's *Wastewater Collection System Master Plan Update* prepared in 2006 is the primary source for the information included in this section. The Master Plan outlines a long-term strategy for meeting future discharge and capacity requirements in order to meet community needs for a planning horizon that extends to 2023. Population projections used for wastewater facility planning were based on the City of Manteca General Plan 2023 which assumed a population growth rate of 3.9% annually with a population of 130,000 by 2025.<sup>38</sup> Using the same growth rate, the City's population would grow to 145,327 by 2028, which is the base year used for the 20-Year Planning Horizon.

### **1. Wastewater Collection and Treatment**

The existing sewer collection system consists of 6-inch to 60-inch diameter gravity flow pipes, 6-inch to 24-inch diameter force mains, and 14 wastewater pump stations. The majority of the collections serve the core of the City (Central Shed) approximately bound by Highway 120 on the south, Austin Road on the east, Lathrop Road on the north, and Airport Way on the west (see **Figure 4-4**). Several subdivisions located on the perimeter or beyond the Central Shed have installed temporary wastewater pump stations. In the future, these pump stations will be decommissioned and these service areas will connect to the gravity trunk sewers. Within the Central Shed, the majority of the collection system flows by gravity to the Union Road Pump Station (URPS). The URPS is located at the site of the former City wastewater treatment facility near the intersection of Union Road and Center Street. Downstream of the URPS, wastewater flows to the Wastewater Quality

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<sup>38</sup> City of Manteca General Plan 2023, Manteca, 2003, Table 12-22, p. 12-39.

Fig 4-4

Control Facility (WQCF) by gravity via a 36-inch diameter sewer. **Figure 4-4** illustrates the location of the URPS and WQCF. The WQCF is a 9.87 mgd rated, combined biofilter-activated sludge plant. Secondary effluent is land applied during the spring and summer period and discharged to the San Joaquin River during the winter (October – March). Dried sludge is sent to a landfill. The WQCF serves commercial, industrial and residential properties in Manteca (8.42 mgd) and to the City of Lathrop (1.45 mgd), and Raymus Village (302 units). The existing WQCF can ultimately be expanded to treat 23 mgd.

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

The original facility was built in 1959 and consisted solely of an oxidation pond. Since then the facility has undergone 3 expansions. In 1970 it was expanded to include the construction of preliminary and primary treatment facilities and aerobic sludge digestion and in 1986-1988 it was expanded to a capacity of 5.45 mgd. In 1992-1993 the facility added a primary sedimentation basin, secondary clarifier, and four sludge drying beds, increasing the facility capacity to 6.95 mgd (ADWF). In 2001, work began on the Phase 3 expansion project which has increased the facility to its current design capacity of 9.87 mgd (ADWF). The plant is currently operating at approximately 70 percent of design capacity.<sup>39</sup>

## **3. Wastewater Disposal and Reuse**

Undisinfected secondary effluent is used to irrigate approximately 160 acres of City-owned land surrounding the plant. Flows in excess of crop demands are disinfected and discharged to the San Joaquin River. Anaerobically digested sludge is dewatered, dried, stored on-site, and then transported to a local landfill.

## **4. 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 March 19, 2004 the Central Valley Regional Water Quality Control Board issued a revised wastewater discharge permit to the City of Manteca for the operation of its wastewater treatment facility. The wastewater treatment plant is operating in compliance with the permit.

## **5. Future Wastewater Demand and Systems Improvement**

The City of Manteca Public Facilities Implementation Plan (PFIP) establishes the level of service standard for wastewater. Manteca's target LOS for sewer is to collect an average of 265 gallons per day per dwelling unit equivalent. This LOS

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<sup>39</sup> Average Dry Weather Flow (ADWF) is a design standard used for calculating plant capacity. Peak Wet Weather Flow can be a multiple of design capacity but is not used as a design standard.

standard is applicable both in the areas of Manteca that have already developed and in the geographic areas where development is expected.

The Public Facilities and Services section of the 2023 Manteca General Plan addresses wastewater treatment through the following policies and implementation programs.

-Ensure wastewater collection and treatment for all development in the City and the safe disposal of wastes (Policy PF-P-18).

-The City will maintain capacity to process combined residential, commercial and industrial flow (Policy PF-P-19).

-The City shall develop new sewage treatment and trunk line capacity as necessary to serve new development (Policy PF-P-20).

-City sewer services will not be extended to unincorporated areas, except in extraordinary circumstances. Existing commitments for sewer service outside the City limits shall continue to be honored (Policy PF-P-21).

-The City shall update the Public Facilities Implementation Program (PFIP) every five years. The update shall be reviewed annually for adequacy and consistency with the General Plan (PF-I-8).

-The City will promote reduced wastewater system demand through efficient use of water 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.

(PF-I-12)

The overall trunk sewer strategy builds upon the existing City sewer collection system and is similar to the strategy proposed in the 1993 Master Plan. Specifically, in the future the City plans to build a trunk sewer gravity collection system that will convey all City wastewater to an influent pump station located at the WQCF. Interim pump stations will be constructed as needed and gradually phased out (including the existing Union Road Lift Station) as the trunk sewers are completed. The Master Plan Update proposes the construction of three large diameter trunk sewers to collect wastewater from the north, central, and south sections of the City. The Central Manteca Trunk Sewer (CMTS) will connect the existing collection system to the North Manteca Trunk Sewer (NMTS) which will connect to the WQCF and the

South Manteca Trunk Sewer (SMTS) will also connect to the WQCF. The proposed sewer sheds for these trunk sewers are depicted in **Figure 4-4**.

The improvements to the trunk sewers will enable the City to handle wastewater flows of 23.0 mgd which represents the amount of wastewater throughput of the City at buildout of the 2023 General Plan. Improvements to the Manteca sewer system are currently underway. Results from the hydraulic modeling and a review of historical records indicate that the existing collection system does not have major deficiencies. Most of the existing system deficiencies were identified in pipes smaller than 8-inch diameter. The collection system was not projected to overflow at any of the manhole locations included in the hydraulic model used in the *Wastewater Collection System Master Plan Update*.

Specific planned improvements to the wastewater system will focus on the collection system and the wastewater treatment plant expansion and include the following:

The recommended collection system strategy for the City will build upon the existing collection system. The NMTS and SMTS will serve areas of future growth in the north and south. The URPS will be eliminated and the existing collection system will connect to the NMTS via the CMTS. The following summarizes the system improvements needed for completion of this trunk sewer strategy.

- The majority of the NMTS is in the preliminary design phase. Links 66, 66S1, 67, 68, 69, and 70 have been constructed as part of the Union Ranch subdivision project. Links 57, 58, and 59 have been also been designed, with links 57 and 58 constructed. Links 51-53 have been designed.

- Several sections of the SMTS have been constructed or designed in preparation for construction. Isolation gates are included for the southwest portion of the SMTS due to the low ground elevation in the area and the proximity of the San Joaquin River.

- The proposed alignment for the CMTS is preliminary and includes a tentative design of links 90A, 90, and 91. The alignment may change depending on plans for future subdivisions along the route. Additionally, improvements associated with the CMTS will include demolition of the URPS and connection of existing sewers to the new CMTS.

Phase IV of the wastewater treatment plant upgrade process is scheduled to complete construction in 2014. The environmental review of the Master Plan is complete and the process of seeking an amended National Pollution Discharge Elimination Permit (NPDES) has begun. The dialogue with the Regional Water Quality Control Board (RWQCB) will focus on the timing, scope and treatment requirements for the facility. It is expected that the plant will go from its current capacity of 9.87 mgd up to about 17.5 mgd In Phase IV which would serve a population of approximately 130,000 as well as commercial and industrial users,

well within the capacity needed for 2018 population (approximately 99,000). Phase III could serve the City up to a population level of 82,000 in 2014 or at the time when Phase IV would be needed. Phase V would serve a population of 145,000 in 2028 and beyond. Funding for the project will be a combination of User Service Charges, Development Impact Mitigation Fees, Revenue Anticipation Notes (RANS), a Low Interest State Revolving Loan, or some other form of public debt instrument.

Phase V of plant expansion would serve a population of approximately 130,000 as well as commercial and industrial users. Phase V expansion would take the plant to “build out” serving a population of approximately 156,000, well beyond the capacity needed to secure the 145,000 benchmark of the 20-Year Planning Horizon of 2028. Because it takes approximately 6 years of planning, permitting, and construction to have plant capacity operational, planning for Phase V should take place by 2018 when the population served is approximately 100,000.

The above improvements are part of the Public Facilities Improvements Plan (PFIP) of the City. The City is currently evaluating the PFIP fee structure 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.

## **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>40</sup> The relationship is formalized in a 2006 agreement that allows the City the use of SSJID facilities to the year 2026. City use of SSJID facilities is limited to availability of SSJID capacity. The irrigation district owns the drains and laterals that are the backbone of the City’s storm drain system. A master plan of the City’s storm drain system was adopted in 2006 in order to forecast needs of the system as established in the 2003 General Plan for Manteca.<sup>41</sup> This information was further supplemented by a report, “Drainage Planning for New Development” completed in May, 2008.<sup>42</sup> The City’s NPDES permit is also managed by the Public Works Department.

### **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 one of more than 54 detention basins. 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

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<sup>40</sup> South San Joaquin Irrigation District City of Manteca Storm Drainage Agreement, February 14, 2006.

<sup>41</sup> City of Manteca Storm Drain Master Plan Update, West Yost & Associates, 2004.

<sup>42</sup> Drainage Planning for New Development, City of Manteca, West Yost Associates, May, 2008.

many cases is monitored to limit flows to the capacity of downstream drains. **Figure 4-5** shows the overall City storm drainage system. In discussions with SSJID, the emphasis is on not exceeding the capacity of District drains and laterals and less on a definite target flow rate number. 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:

- Storm Drain Collection System
- Detention Basins
- Stormwater Quality Treatment
- Pumps
- SSJID Drains and Laterals

All SSJID drains in the City flow to the French Camp Outlet Canal (FCOC), a SSJID facility. The FCOC runs north from Highway 120 along the Union Pacific Railroad (UPRR) tracks to French Camp Slough where drainage flows into the slough and then to the San Joaquin River. Stormwater detention basins are used to attenuate peak runoff before drainage flows are pumped into the drains and to the FCOC. SSJID requires that drain capacities not be exceeded with drainage flows. Detention basins provide storage to attenuate peak flows helping to maintain the integrity of SSJID drains. Some basins also delay releasing water for a longer time to further reduce the potential of downstream flooding. Basins also allow the use of smaller pumps that reduce capital expense and energy costs. Detention basins may be joint use facilities providing recreation and other uses when not occasionally being used for stormwater. There are presently 32 basins within the City with up to 65 additional basins planned for the near future.

There are presently 47 drainage pump stations in the City with an additional pump station planned for each proposed detention basin. The City uses 14 SSJID drains and laterals including the FCOC to convey stormwater runoff to the San Joaquin River and the Delta. Drains remove irrigation runoff as well as stormwater from irrigated lands and urban runoff; laterals deliver irrigation water and are also used to convey some drainage.

Stormwater quality standards are imposed and monitored by the EPA and the Regional Water Quality Control Board through the City's NPDES permit. The permit requires treatment of stormwater runoff from most new development prior to its release into the sloughs, creeks, rivers or the Delta. Treatment is 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.

Fig 4-5

The use of laterals for City drainage is limited because capacity must be maintained for irrigation flows during the wet season and hydraulic grade lines are maintained higher for water deliveries. Eight individual locations show some flooding in the City's storm drain system. Most are only a few inches and are still contained within the channel banks. It is estimated that the potential flooding can be eliminated by more vigorous maintenance activities without the need for a capital project.

## **2. Future Stormwater Drainage Demands and System Improvements**

The Public Facilities and Services Element of the General Plan 2023 addresses stormwater drainage through policies and implementation measures.

-The City shall continue to complete gaps in the drainage system in areas of existing development (PF-P-24).

-The City shall require the dedication and improvement of drainage detention basins as a condition of development approval according to the standards of the Drainage Master Plan. The responsibility for the dedication and improvement of detention basins shall be based on the prorated share of stormwater runoff resulting from each development (PF-F-25).

- Stormwater drainage systems within new development areas shall include open drainage corridors where feasible to supplement or replace an underground piped drainage system. The drainage systems would provide for short-term stormwater detention, stormwater conveyance for stormwaters exceeding a 10-year event, stormwater quality treatment, bike and pedestrian paths, and visual open space within neighborhoods (PF-P-26).

-The City shall update the Storm Drainage Master Plan and Public Facilities Implementation Plan, regarding stormwater drainage, every five years. The update shall be reviewed annually for adequacy and consistency with the General Plan (PF-I-13).

The Public Facilities Implementation Plan (PFIP) 1993 addresses additional drainage capacity made necessary by development occurring through June 2020.

The capacity of the FCOC and its tributary drains is the limiting factor that sets the flow rates for the drainage systems in the City. Based on 2007 base conditions, flooding (10-year storm event) is apparent at five locations along the FCOC.<sup>43</sup> The Master Plan recommends drainage facility improvements to eliminate existing deficiencies and to serve new development in Manteca. Projects were selected that would provide drainage capacity for present needs and to meet the projected increased runoff. Projects are recommended that will help drainage facilities meet City standards, provide capacity for expansion within the City and extend facilities

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<sup>43</sup> Personal Communication, Koosun Kim, PE, City of Manteca Public Works Dept., May 19, 2008.  
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into new growth areas as defined by the 2003 General Plan.<sup>44</sup> The Master Plan makes future use of additional drains and reduces reliance on laterals.<sup>45</sup>

The major projects involve capacity increases on the FCOC and for the future south drain connection through Drains 10 and 11. Drainage improvements are also recommended for Drains 3, 4, 5, 7 and 8. New drains to serve General Plan growth areas include Drain 3N to serve Manteca's north area and the South Drain to serve the growing south area.

Altogether the improvements, scheduled to be complete in approximately 3-4 years (depending on securing all necessary permits and clearances), would accommodate an additional flow of 80 cfs.<sup>46</sup> This capacity, together with the planned drainage improvements to accommodate an estimated demand of 232 cfs for newly developing areas south of the City which would drain to the San Joaquin River, would enable the City to accommodate a population of 99,126 in 2018 and 145,327 in 2028. These population levels are based on a 3.9% growth rate which was used as a basis for General Plan build out levels as well as for the recently completed "Drainage Planning for New Development" report and earlier drainage master planning reports. It should be pointed out that improvements in drainage technology, including use of bio detention basins and bio swales could reduce off-site drainage of new development by as much as 25 percent.<sup>47</sup>

The above improvements are part of the Public Facilities Improvements Plan (PFIP) of the City. The City is currently evaluating the PFIP fee structure 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.

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<sup>44</sup> The City of Manteca General Plan 2023 forecast a population projection at buildout of 130,000 in 2025, assuming a 3.9 percent annual growth rate; Table 12-22, p. 12-39, City of Manteca General Plan 2023.

<sup>45</sup> City of Manteca Storm Drain Master Plan Update, West Yost & Associates, 2004, Chapter 8.

<sup>46</sup> Proposed Mitigated Negative Declaration, City of Manteca, Initial Study, French Camp Outlet canal Improvements, Quad Knopf, March, 2008.

<sup>47</sup> Personal Communication, Koosun Kim, PE, City of Manteca Public Works Dept., May 19, 2008.

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

This section of the MSR evaluates the funding mechanisms available for the provision of expanded services in Manteca to meet future needs for fire, police, water, wastewater, storm drain infrastructure

### **A. Development Fees**

The City of Manteca's General Plan requires new development to pay its fair share of the costs of public facilities and utilities needed to support additional growth. New development is also required to provide the individual connections from private uses to the City's utility system, including water, wastewater, and storm drainage. The City currently manages a "Public Facilities Implementation Plan" (PFIP) that provides a method to assure that needed infrastructure is in place to serve new development. The PFIP generates revenue for infrastructure and allows developers to obtain cost re-imbursments for "out of pocket" expenses they incur while constructing facilities that serve more than just their projects.

Development impact fees are charged to fund improvements to the City's government facilities (such as facilities for police and fire protection), storm drainage, sewer, water supply and distribution system, and roadway network. Other fees needed to offset impacts identified during the development application/environmental review process, such as transportation, groundwater, or habitat mitigations, may also be charged to a proposed project. Development Impact fees are collected on a per unit or Equivalent Dwelling Unit (EDU) basis for residential uses. Non residential fees are collected on a square foot or per acre basis depending on the type of fee and the use. Storm drainage, or eco-system protection fees may be collected on a per acre basis because the impact is over a large area and project specific.

Government Code Section 66000 requires the adoption of nexus findings as part of the process of adopting development impact fees. The City of Manteca makes an annual report to the public and City Council regarding the status "sources and uses" of the funds so collected. The most recent report was completed and made public at the City Council meeting of 11-07-2007.

### **B. Tax Assessment**

Previous to the passing of Proposition 13 in 1978, property taxes were the main source of local government revenue and were subject to adjustment based on local government needs. Proposition 13 reduced property taxes by approximately 50 percent and gave the State of California the power to allocate funds gained from taxes.

Proposition 98, which passed in 1988, mandated that a minimum funding level be

maintained by the State of California, which led to the Educational Revenue Augmentation Fund (ERAF) property tax shift. ERAF transfers revenues from city, county and special districts to schools.

Manteca receives revenue from property taxes from land within the City limits. Manteca has a Tax Sharing Agreement with San Joaquin County that addresses the adjustment of the allocation of property tax revenue among affected governmental agencies when a jurisdictional boundary change occurs, such as annexation of unincorporated property into the City limits. The Agreement became effective April 4, 2005 and is automatically renewed each year until the County or City request a renegotiation. The Agreement specifies a 80% - 20% property tax sharing for additional land annexed into the City. San Joaquin County receives 80% and the City receives 20% of the property tax revenue.

The City of Manteca currently collects the following taxes:

- Property Tax
- Sales and Use Tax
- Measure “M” Sales Tax for Police and Fire
- In-Lieu Property Tax
- Gas Tax
- Electric Tax
- Transient Occupancy Tax
- Documentary Stamp Tax
- Public Safety Tax SB 509
- Excise Tax-City Wide
- License and Permit Taxes

In FY 2006-2007 these taxes contributed \$21,940,207 to the City’s total revenue and are projected to provide for 70 percent of the General Fund for the 2007-2008 fiscal year.

### **C. General Plan Policies**

The 2003 General Plan includes several policies and implementation programs related to the financing of infrastructure. These are as follows:

- The City will consider expanding its sphere of influence to incorporate areas that logically should be planned and serviced by Manteca. The City shall consider the following factors when making determinations involving sphere of influence boundaries (LU-P-10):
  - Present and planned land uses in the area;
  - Present and probable need for public facilities and services in the area;
  - Present capacity of public facilities and adequacy of public services; and
  - Existence of any social or economic communities of interest in the area.

- The City will consider applications for annexations that (LU-P-9):
  - Are contiguous with City boundaries and provided for a logical expansion of the City;
  - Create clear and reasonable boundaries;
  - Ensure the provision of adequate municipal services;
  - Reflect a long-term fiscal balance to the City and its residents, when reviewed cumulatively with other annexations;
  - Are consistent with State law and San Joaquin County Local Agency Formation Commission standards; and
  - Are consistent with the General Plan.
  
- The City shall establish and maintain a growth management plan to ensure the development of a balanced mix of residential, commercial, industrial, and public uses (PF-P-23).
  
- Ensure that all new development provides for and funds a fair share of the costs for adequate sewer distribution, including line extensions, easement, and plant expansions (PF-P-24).
  
- The City shall periodically update its fee structure for water and sewer connections and for City facilities and major equipment and revise them as necessary (PF-I-1).

#### **D. Connection and Usage Charges**

In addition to impact fees and property taxes, the City of Manteca receives funds for the on-going provision of water and sewer service. The City has many sources of revenue for the provision of potable water and the collection, treatment, and disposal of wastewater. These primary components of the City's infrastructure are divided into two categories to track cost and revenue sources.

The cost of Capital Improvements that add capacity to each system are recovered through a structure of "connection fees" that are usually paid when a building permit is obtained. The City has access to low interest State loans and the occasional infusion of Federal funds to help construct needed improvements. The amount of connection fees is a subject of much interest in the community and they are adjusted as needed to make sure that the required public infrastructure is in place when it is needed.

Maintenance and Operations are the second cost category for which revenue is generated by monthly service charges paid by the users of the system through their utility bills. These costs are ongoing and routine so they rightly need to be assured of a steady and dependable flow of revenue.

Both the Water and Wastewater systems are operated as Enterprise Funds by the City; and, as such, have their own funds tracking mechanisms and are accounted for separately of other "General Government" revenue. For Fiscal Year 2007-2008 the Water Enterprise is showing an operating balance in excess of \$25,000,000 and the Wastewater Enterprise is temporarily showing a \$900,000 deficit. The condition of the Wastewater Enterprise is reflective of a recent Phase III Water Quality Control Facility Improvement project which cost \$70,000,000. This is a short term situation that is being addressed by completion of a Sewer Rate Study which should be presented to the Manteca City Council for their consideration in the near future.

#### **E. Determination**

The City of Manteca receives funds for the provision of public services through 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 apply. The City of Manteca reviews these fee structures on an annual basis to ensure that they provide adequate financing to cover the provision of city services. The City's Community Development, Public Works, and Finance Departments are responsible for continual oversight that the fee structures are adequate.

As discussed above and in Chapter 4, the General Plan includes policies and implementation measures that require new development to pay its fair share to offset capital costs for fire protection, law enforcement, water, wastewater, solid waste, and stormwater drainage facilities and services. Moreover, Goal PF-3 in the General Plan's Public 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 is presently reviewing the referenced fees and user charges to determine the correct level of adjustment required to reverse the deficits and assure funding for needed infrastructure going forward. It is anticipated that this discussion will occur as part of the scheduled budget hearings and be adopted early in the 2008-2009 fiscal year.

## **6. Status of and Opportunities for Shared Facilities**

Currently, the City of Manteca can provide appropriate level of fire protection, police, water, sewer, and storm water services in a cost efficient manner to areas within the City limits. In a few limited cases the City provides services outside of the City limits. The City allows the City of Lathrop approximately 14.7 percent of its wastewater treatment facility capacity.

The focus of this section is to identify opportunities for reducing overall costs and improve services by sharing facilities and resources. The following outlines existing and potential opportunities for the City of Manteca to share facilities and resources.

### **A. Background**

The City has already identified opportunities for reducing overall costs through sharing facilities with other agencies and sharing or reducing use of the resources as described below.

#### **1. Water Supply and Distribution**

The City of Manteca in partnership with the cities of Tracy, Lathrop, Escalon, and the South San Joaquin Irrigation District has contributed to the construction of a surface water treatment plant and transmission pipeline to deliver water to each city. This water supply is based on water rights on the Stanislaus River and is considered highly reliable.

#### **2. Wastewater Treatment Facility**

The City of Manteca has one outside user of the wastewater treatment facility, the City of Lathrop. The City of Manteca allocates to the City of Lathrop 14.7 percent of the total capacity of the plant. The City's recently completed Phase 3 project upgrades the City's wastewater treatment facility to 9.87 mgd and the City of Lathrop receives approximately 1.45 mgd of this capacity. The City of Lathrop is required to petition the City at each phase of expansion for additional capacity.

#### **3. Combined Stormwater Basin and Parks and School Facilities**

The City of Manteca 2003 General Plan has the following two policies dealing with shared facilities:

- The City shall use joint development park and drainage detention basins in the development of neighborhood parks (PF-P-47).
- The City shall cooperate with the Manteca Unified School District in opportunities for joint-use of school and park and recreational facilities (PF-P-48).

## **B. Determination**

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 City's General Plan, 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, such as additional park/detention basins, will improve levels of service in a cost effective manner.

## **7. Accountability for Community Service Needs, Including Government Structure and Operational Efficiencies**

This section considers the benefits and constraints of the City of Manteca's government structure in regards to the provision of the public services. LAFCo is required to consider the advantages and disadvantages of any options that might be available to provide the services. In reviewing potential government structure options, consideration may be given to financial feasibility, service delivery quality and cost, regulatory or government frameworks, operational practicality, and public reference.

### **A. Background**

Residents ultimately have oversight for the provision of public services in Manteca since the City is run by an elected City Council that answers to the public through the ballot process. When the City of Manteca annexes property in the SOI, the City will provide a wide range of public services. In some cases, such as municipal water, sewer, and storm water drainage, annexation will result in availability of services which are not currently available in the SOI. Currently, individual property owners in the SOI have to provide these services themselves, so there will be an increase in available services with annexation; however, there will also be a corresponding increase in service fees as well.

### **B. Determination**

Since the City of Manteca is an incorporated city, the City Council will make final decisions concerning fee structures and provisions of service. As discussed in previous chapters, the City of Manteca reviews its fee structures for fire protection, law enforcement, water, sewer, and storm drainage on annual basis. The City of Manteca's General Plan 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 ability to serve the anticipated growth within the existing SOI is not expected to have a significant effect on governmental structure of the City of Manteca or its ability to provide services. 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 such as the SSJID to address government structure options to provide 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 contract, 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. Efforts to ensure

effective government structure for the provision of fire and police protection, water supply, wastewater treatment, and storm drainage facilities demonstrate the City's foresight to plan for future service needs as City boundaries expand due to annexations and population increases. Assuming the City continues to evaluate existing government structure and seek opportunities for improvement, no significant barriers are expected in regards to government structure during the 10 and 20-Year Planning Horizons.

## **8. References**

### **Documents**

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### **GIS Data**

GIS data obtained for the City of Manteca

### **Personal Communications**

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Scott Chadd, Consultant, City of Manteca

Mark Meissner, Planning Director, City of Manteca.

Erica Hollander, Senior Planner, City of Manteca.

Interim Fire Chief Chris Haas, February 14, 2008, City of Manteca.

Police Chief Charles Halford, City of Manteca.

Phil Govea, Deputy Director, Public Works Dept., City of Manteca.

Mark Houghton, Director, Public Works Dept., City of Manteca.

John Nowak, Director, Economic Development Dept., City of Manteca.

Mike Locke, San Joaquin Partnership, May 21, 2008.

Brad Ecker, San Joaquin Partnership, May 21, 2008.

Frederic Clark, Assistant Director, Public Works Dept., City of Manteca.

Tracie Madison, Financial Analyst, Finance Dept., City of Manteca.

Koosun Kim, Associate Civil Engineer, Public Works Dept., City of Manteca.

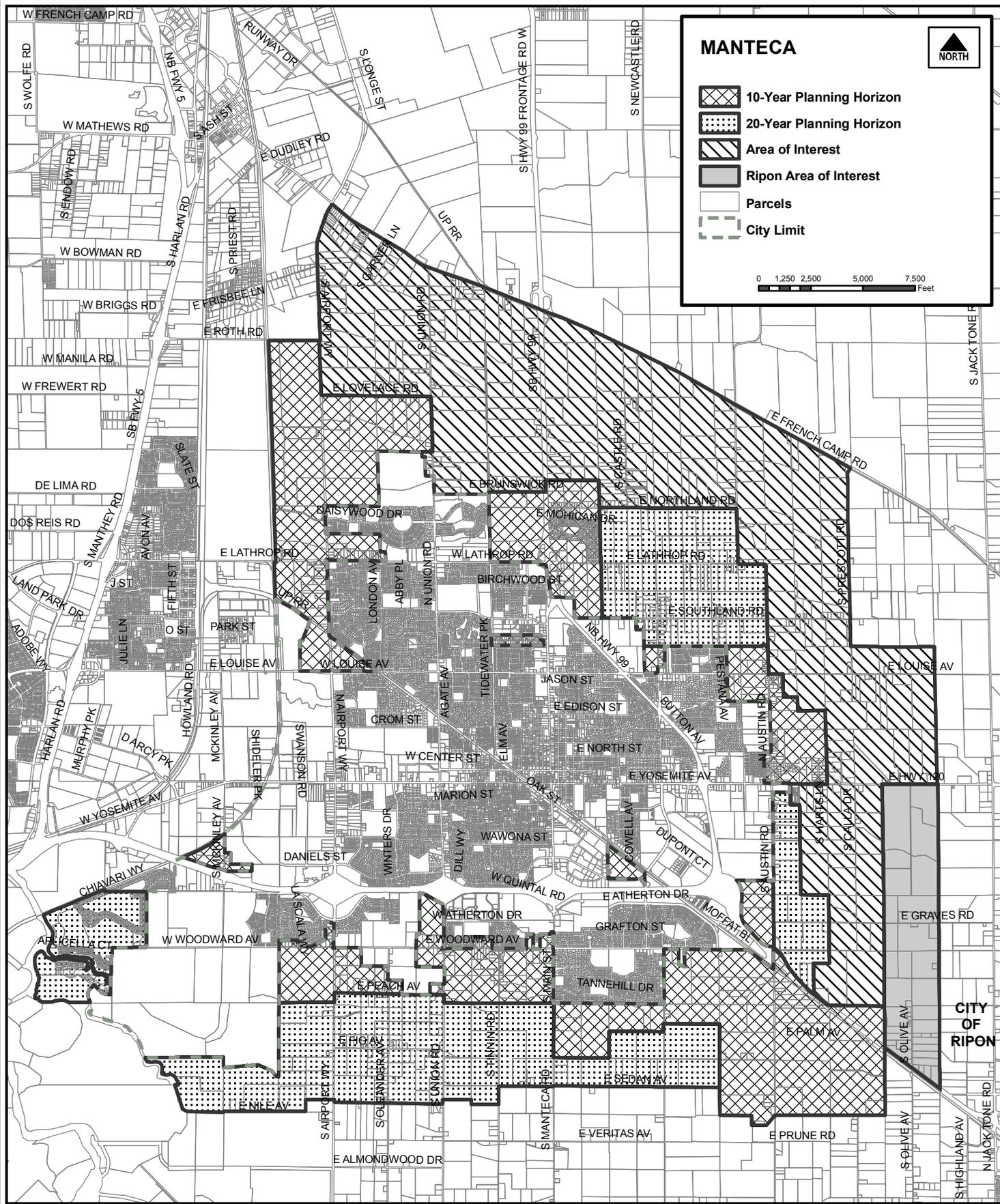
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## **9. Report Preparers**

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Scott Chad, Consultant

Pennie Arounsack, GIS Mapping



**MANTECA**



-  10-Year Planning Horizon
-  20-Year Planning Horizon
-  Area of Interest
-  Ripon Area of Interest
-  Parcels
-  City Limit

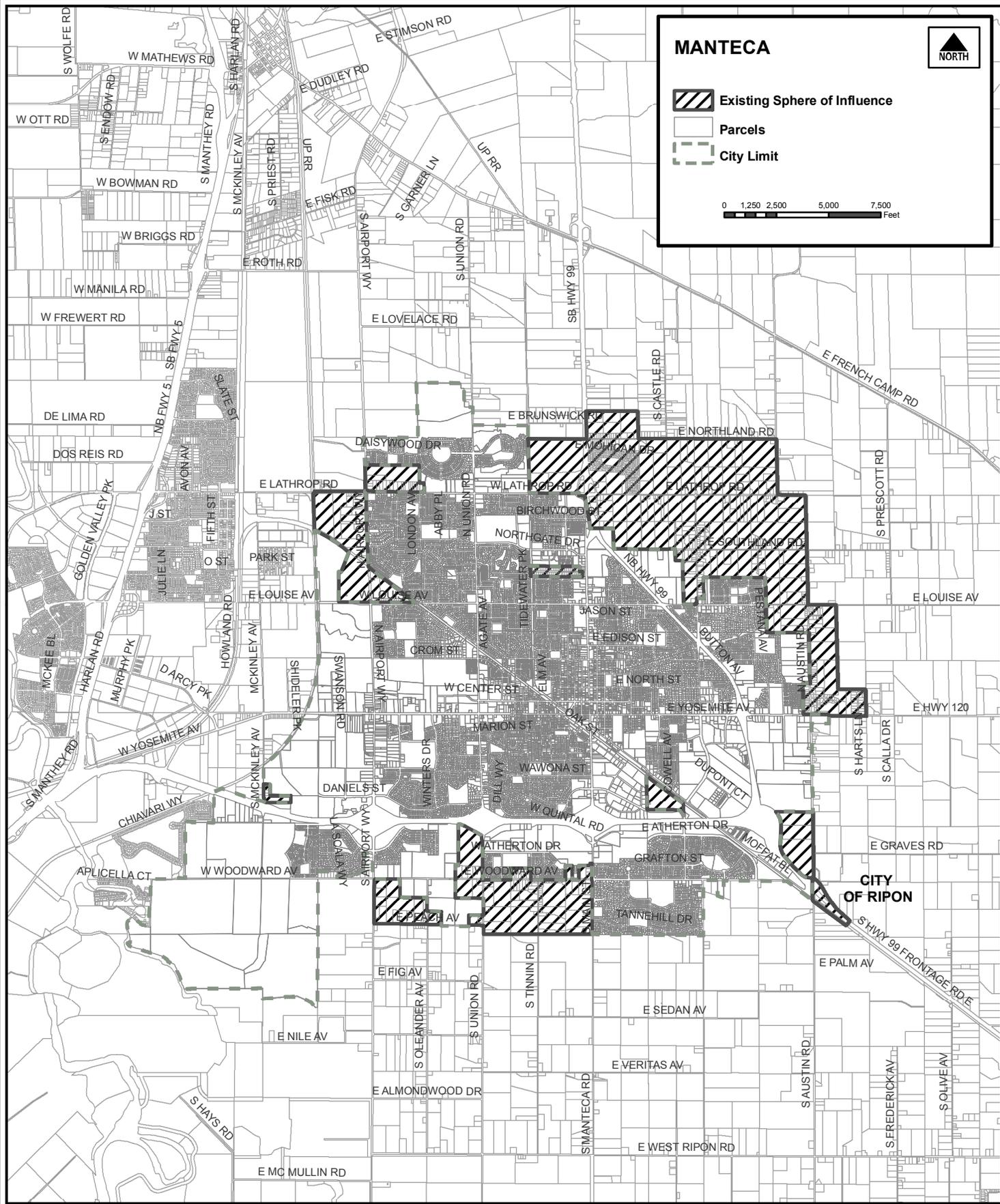


**FIGURE 1-1**  
**CITY LIMITS AND 10 & 20-YEAR PLANNING HORIZONS**

CITY OF MANTECA  
 COMMUNITY DEVELOPMENT DEPARTMENT  
 1001 W. CENTER STREET  
 MANTECA, CA 95337

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P. Aronsack 08/10/2008  
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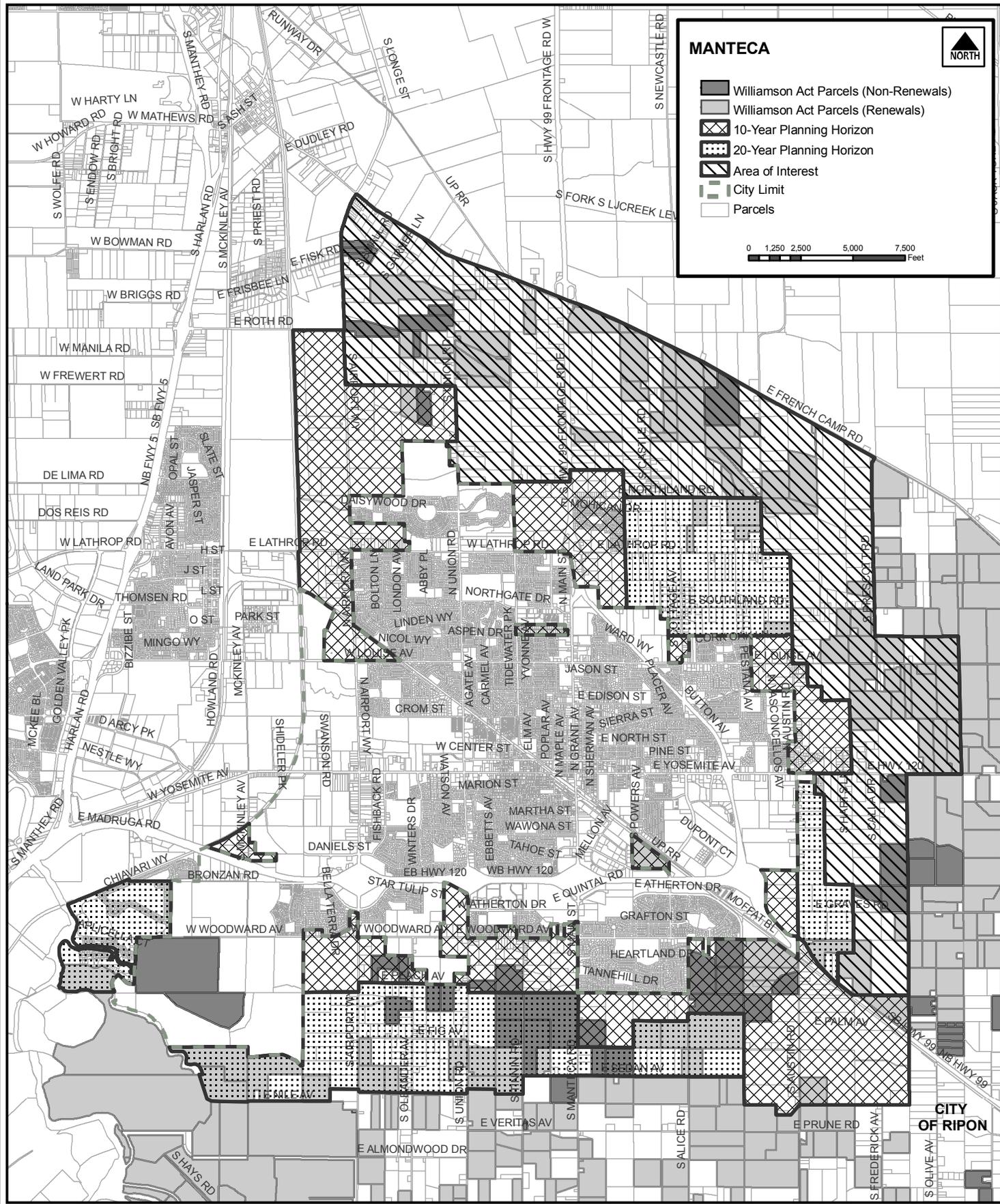


**FIGURE 1-1A**  
**CITY LIMITS & EXISTING SPHERE OF INFLUENCE**

CITY OF MANTECA  
 COMMUNITY DEVELOPMENT DEPARTMENT  
 1001 W. CENTER STREET  
 MANTECA, CA 95337

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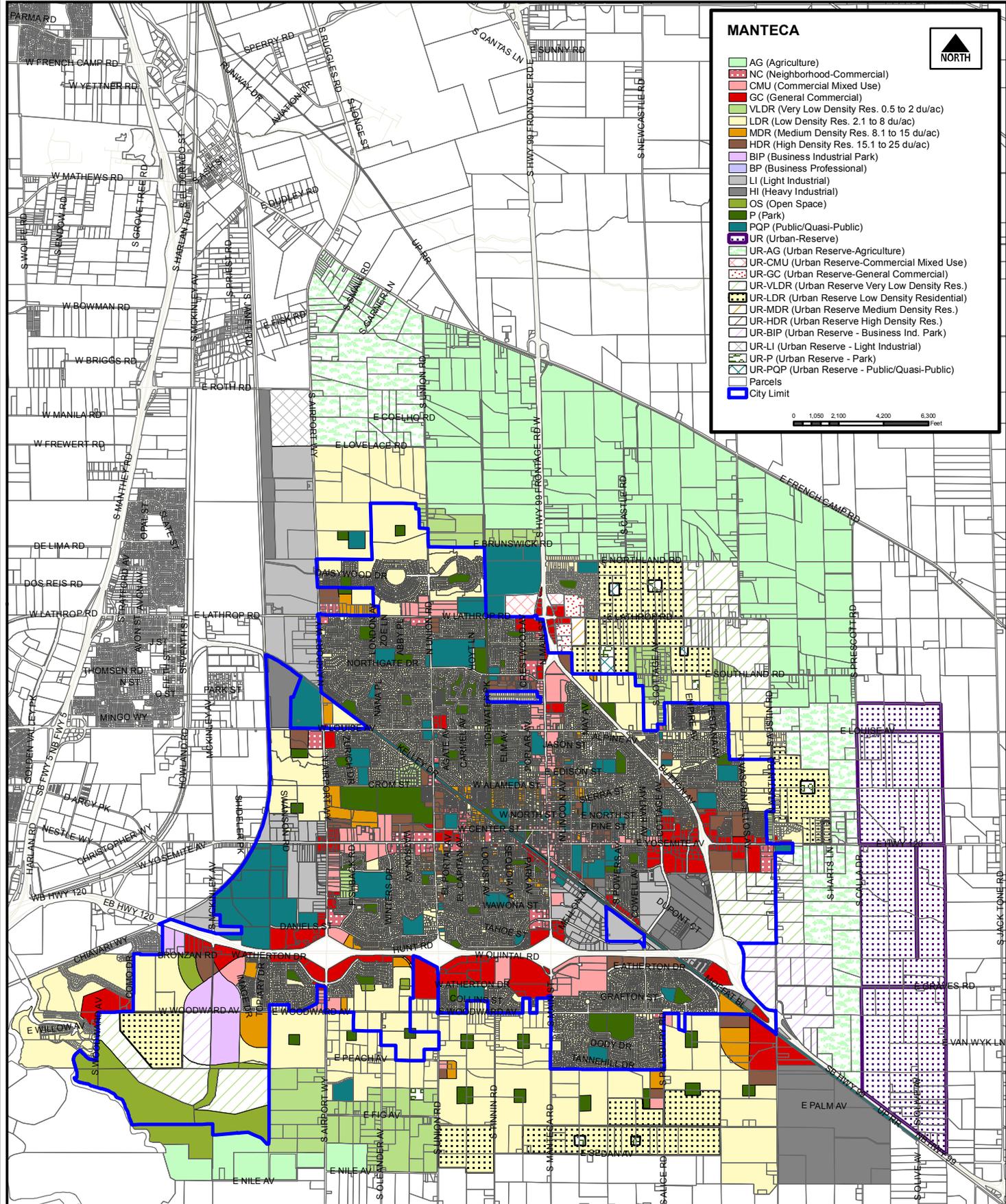


**FIGURE 1-2**  
**WILLIAMSON ACT LANDS**

CITY OF MANTECA  
COMMUNITY DEVELOPMENT DEPARTMENT  
1001 W. CENTER STREET  
MANTECA, CA 95337

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**FIGURE 1-3  
GENERAL PLAN**

CITY OF MANTECA  
COMMUNITY DEVELOPMENT DEPARTMENT  
1001 W. CENTER STREET  
MANTECA, CA 95337

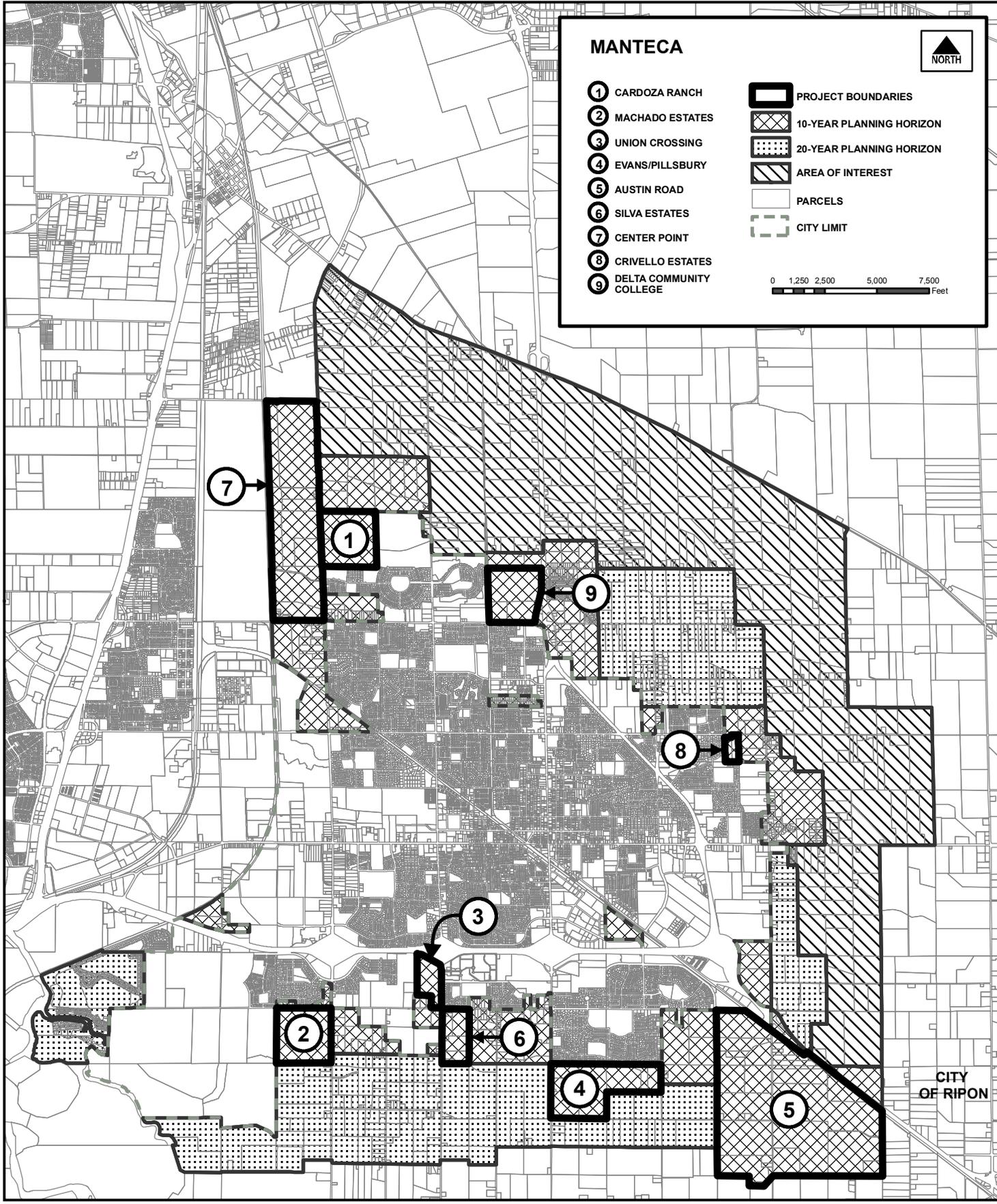
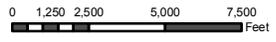
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# MANTECA



- ① CARDOZA RANCH
  - ② MACHADO ESTATES
  - ③ UNION CROSSING
  - ④ EVANS/PILLSBURY
  - ⑤ AUSTIN ROAD
  - ⑥ SILVA ESTATES
  - ⑦ CENTER POINT
  - ⑧ CRIVELLO ESTATES
  - ⑨ DELTA COMMUNITY COLLEGE
- PROJECT BOUNDARIES
  - 10-YEAR PLANNING HORIZON
  - 20-YEAR PLANNING HORIZON
  - AREA OF INTEREST
  - PARCELS
  - CITY LIMIT

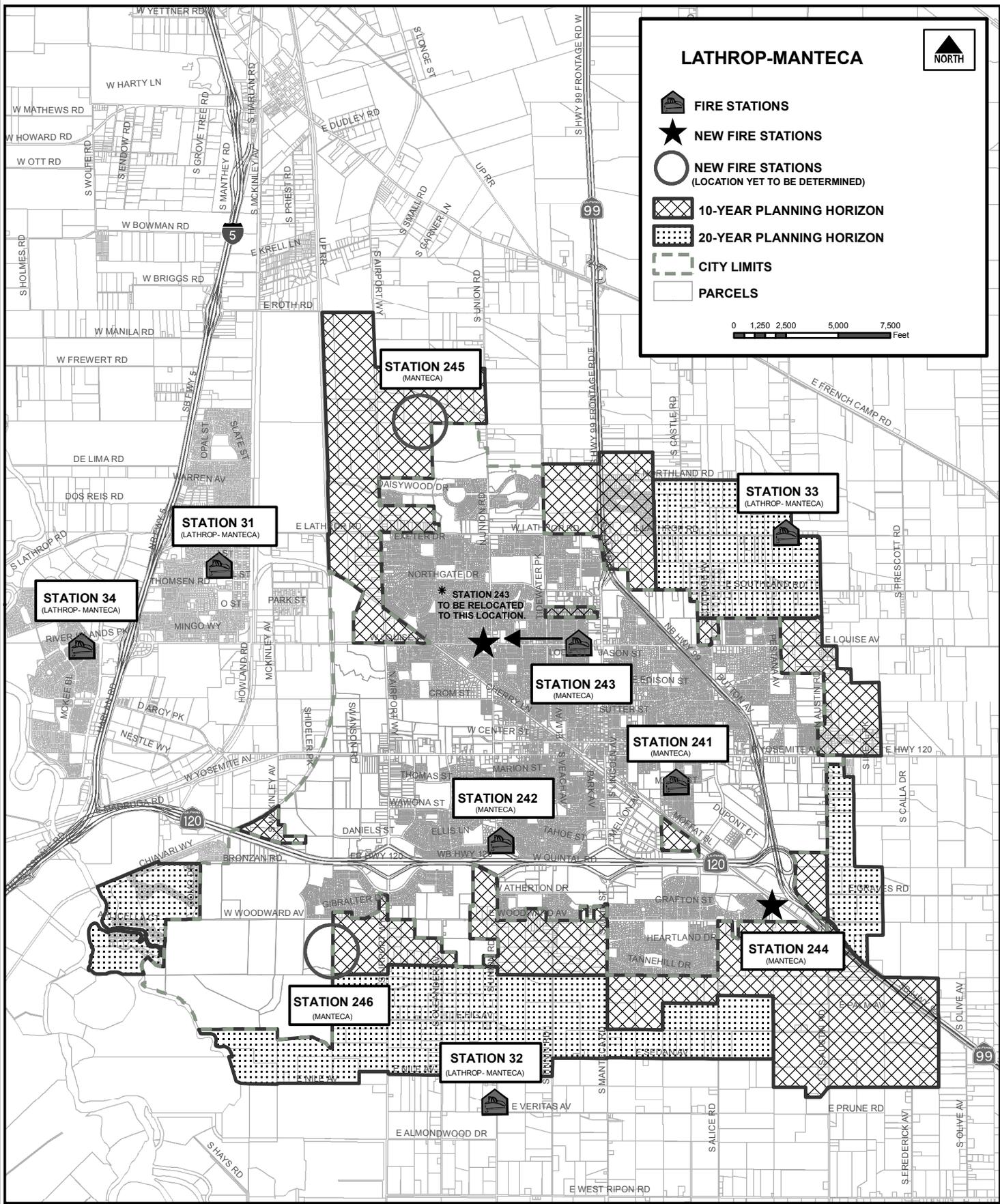


**FIGURE 2-1**  
**POTENTIAL ANNEXATION PROJECTS**

CITY OF MANTECA  
COMMUNITY DEVELOPMENT DEPARTMENT  
1001 W. CENTER STREET  
MANTECA, CA 95337

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**LATHROP-MANTECA**

FIRE STATIONS

NEW FIRE STATIONS

NEW FIRE STATIONS (LOCATION YET TO BE DETERMINED)

10-YEAR PLANNING HORIZON

20-YEAR PLANNING HORIZON

CITY LIMITS

PARCELS

0 1,250 2,500 5,000 7,500 Feet

NORTH

**FIGURE 4-1**

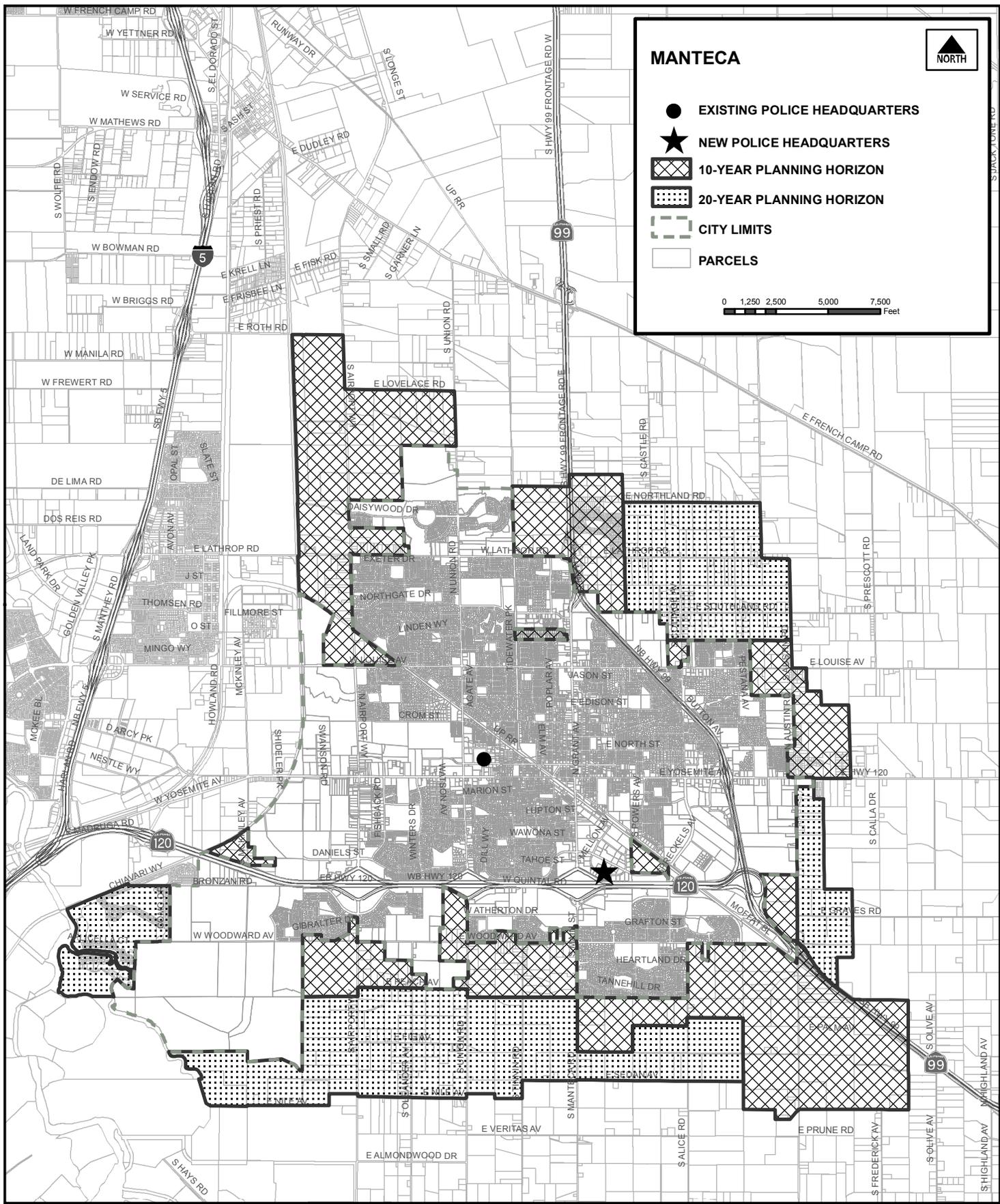
**MANTECA FIRE DEPARTMENT & LATHROP-MANTECA FIRE DISTRICT STATIONS**

CITY OF MANTECA  
 COMMUNITY DEVELOPMENT DEPARTMENT  
 1001 W. CENTER STREET  
 MANTECA, CA 95337

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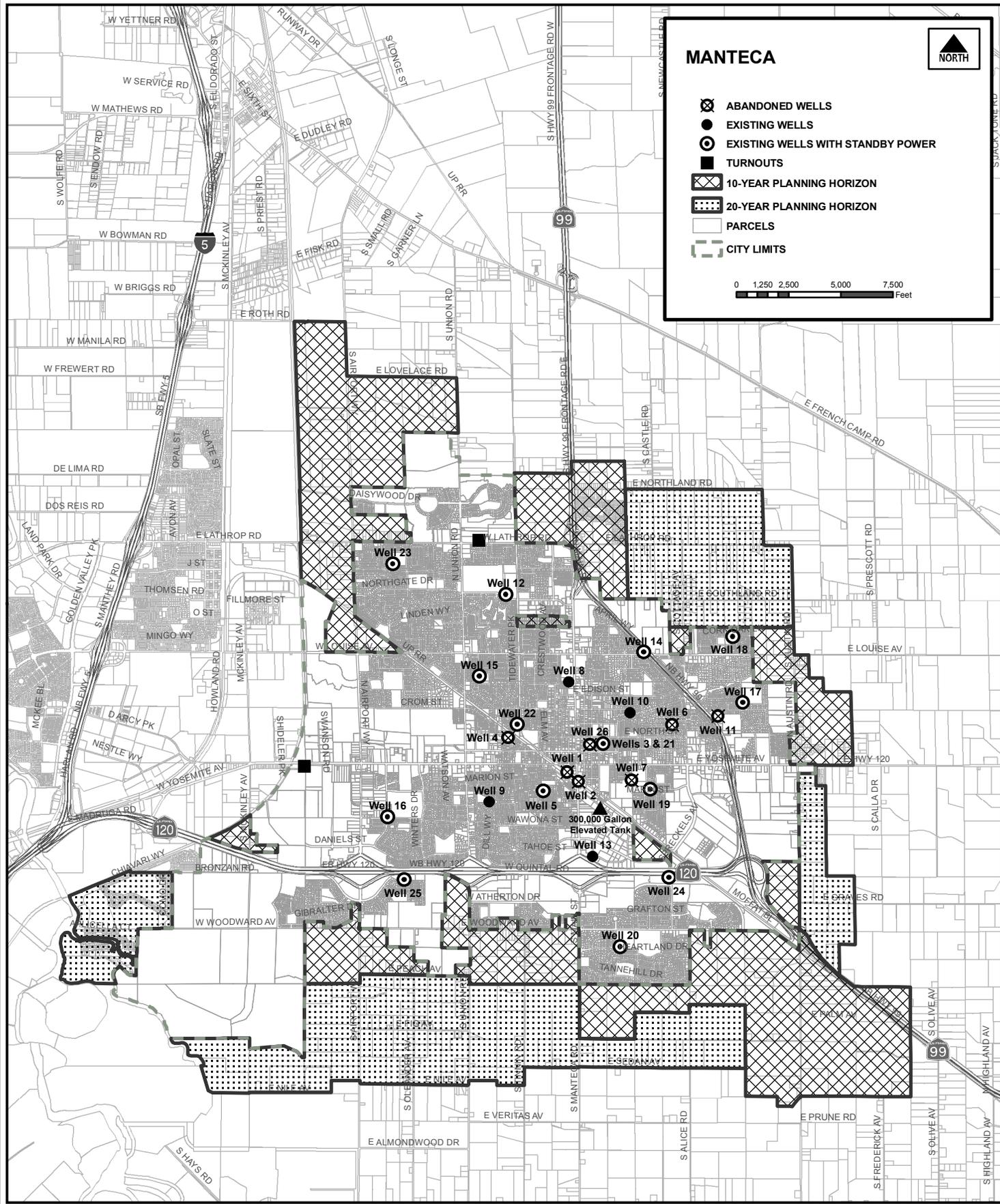


## FIGURE 4-2 MANTECA POLICE DEPARTMENT

CITY OF MANTECA  
COMMUNITY DEVELOPMENT DEPARTMENT  
1001 W. CENTER STREET  
MANTECA, CA 95337

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**MANTECA**

**LEGEND**

- ⊗ ABANDONED WELLS
- EXISTING WELLS
- ⊙ EXISTING WELLS WITH STANDBY POWER
- TURNOUTS
- ▨ 10-YEAR PLANNING HORIZON
- ⋯ 20-YEAR PLANNING HORIZON
- ▭ PARCELS
- - - CITY LIMITS

0 1,250 2,500 5,000 7,500 Feet

NORTH



**FIGURE 4-3**  
**MANTECA WATER SYSTEM**

CITY OF MANTECA  
 COMMUNITY DEVELOPMENT DEPARTMENT  
 1001 W. CENTER STREET  
 MANTECA, CA 95337

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