



City of Patterson
Municipal Service Review
and
Sphere of Influence Update

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ACRONYMS

AFY	acre-feet per year
AIPS	Advanced Integrated Pond System
CEQA	California Environmental Quality Act
CF	cubic feet
CFS	cubic feet per second
CIP	Capital Improvement Plan
CKH	Cortese-Knox-Hertzberg
DUC	Disadvantaged Unincorporated Community
GFOA	Government Finance Officers Association
GPM	gallons per minute
GSA	Groundwater Sustainability Agency
GSP	Groundwater Sustainability Plan
HCF	hundred cubic feet
LAFCo	Local Agency Formation Commission
MGD	million gallons per day
MHI	median household income
MSR	Municipal Service Review
NASTS -	North Activated Sludge Treatment System
OPEB	Other Postemployment Benefits
PFD	Patterson Fire Department
PDWF	peak dry weather flow
PWWF	peak wet weather flow
SASTS	South Activated Sludge Treatment System
SGMA	Sustainable Groundwater Management Act
SOI	Sphere of Influence
SWMP	Storm Water Management Program
TDS	total dissolved solids
WHWD	Western Hills Water District
WQCF	Water Quality Control Facility
WTP	Water Treatment Plant
WWMP	Wastewater Master Plan
WWTP	Wastewater Treatment Plant

1: INTRODUCTION

1.1 – Role and Responsibility of LAFCo

The fundamental role of a Local Agency Formation Commission (LAFCo) is to implement the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (Government Code Section 56000, et seq.), providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. The CKH requires all LAFCos, including Stanislaus County LAFCo, to conduct a Municipal Service Review (MSR) prior to, or in conjunction with a Sphere of Influence (SOI) update.

According to CKH the LAFCo Commission must make a determination for each of the following seven elements:

1. **Growth and Population Projections for the Affected Area.** This section reviews projected growth within the existing service boundaries of the City and analyzes the City’s plans to accommodate future growth.
2. **The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the Sphere of Influence.** A disadvantaged community is defined as inhabited territory with a median household income of 80 percent or less of the Statewide median income.
3. **Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies.** This section discusses the services provided including the quality and the ability of the City to provide those services. It will include a discussion of capital improvement projects currently underway and projects planned for the future where applicable.
4. **Financial Ability of Agencies to Provide Services.** This section reviews the City’s fiscal data and rate structure to determine viability and ability to meet service demands. It also addresses funding for capital improvement projects.
5. **Status of and Opportunities for Shared Facilities.** This section examines efficiencies in service delivery that could include sharing facilities with other agencies to reduce costs by avoiding duplication.
6. **Accountability for Community Service Needs, including Government Structure and Operational Efficiencies.** This section examines the City’s current government structure and considers the overall managerial practices. It also examines how well each City makes its processes transparent to the public and invites and encourages public participation.
7. **Matters Related to Effective or Efficient Service Delivery Required by Commission Policy.** This section includes a discussion of any Stanislaus LAFCo policies that may affect the ability to provide efficient services.

1.2 – Purpose of the Municipal Service Review

This MSR will provide Stanislaus LAFCo with an informational document that analyses current service provision by the City of Patterson (City). Exhibit 1-1 shows the boundaries of the City and its SOI.

CKH requires an MSR to be updated prior to or in conjunction with the update to an SOI. SOI updates are required to be completed every 5 years, as necessary. Since the most recent MSR for the City was completed in 2013, the MSR is due for an update. The City will be considering expanding its SOI to include the proposed

Zacharias Master Plan Project for potential annexation into the City. This MSR will also identify and discuss services provided in that area. Key sources for this study include agency-specific information gathered through a questionnaire, strategic plans, general plans, websites, financial reports, agency audits, research, personal communication, and the Municipal Service Review Guidelines published by the Governor’s Office of Planning and Research (OPR).

1.3 – Sphere of Influence

This report will also include an analysis of the SOI for the City. There are five determinations which must be made to update the SOI. The Commission must consider:

- **Present and planned land uses in the area, including agricultural and open space lands**—This consists of a review of current and planned land uses based on planning documents to include agricultural and open space lands.
- **Present and probable need for public facilities and services**—This includes a review of the services available in the area and the need for additional services.
- **Present capacity of public facilities and adequacy of public services provided by the agency**—This section includes an analysis of the capacity of public facilities and the adequacy of public services that the City provides or is authorized to provide.
- **Social or economic communities of interest**—This section discusses the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the City. These are areas that may be affected by services provided by the City or may be receiving services in the future.
- **Present and probable need for services to disadvantaged communities**—Beginning July 1, 2012, the Commission must also consider services to disadvantaged communities which are defined as populated areas within the SOI whose median household income is less than or equal to 80 percent of the Statewide median income.

1.4 – California Environmental Quality Act

Actions taken by LAFCo require review under the California Environmental Quality Act (CEQA). Municipal service reviews are exempt under Class 6, since the MSR is a data collection study. CEQA Guidelines Section 15306 states that “Class 6 consists of basic data collection, research, experimental management, and resource evaluation activities that do not result in a serious or major disturbance to an environmental resource.”

In contrast, modification of an SOI is subject to CEQA. In many cases, LAFCo is the Responsible Agency, but when LAFCo initiates the project, it is the lead agency. For example, LAFCo is often the lead agency for the adoption of an SOI or an update to an SOI. However, in this case, the City will be the lead agency for the proposed SOI modification and LAFCo will be the Responsible Agency. The Environmental Impact Report (EIR) prepared for the development of the Zacharias Master Plan has included the proposed SOI modification in order to satisfy the ability for LAFCo to use the document as a Responsible Agency during its actions.

1.5 – Uses of the Municipal Service Review

The MSR is used to shed light on the operations of a local agency, identify agencies unable to perform their mandated services, or identify ways to provide more effective, efficient services. Government Code Section 56375 allows LAFCo to take action on recommendations found in the MSR, such as initiating studies for changes of organization, updating the SOI, or originating a change of organization.

Studies in anticipation of a change of organization are useful to identify potential issues that may arise during the process. Issues can range from legal barriers to fiscal constraints to concerns of residents and landowners. A study would allow more focused analysis and the opportunity to resolve issues or options before beginning the process.

The MSR also provides the necessary information to help LAFCo make decisions on the proposed SOI update. In evaluating the proposed SOI, the MSR provides the information necessary to determine whether the agency has the capability to serve a larger area. The MSR discusses the financial condition of the City, source of revenues, and projected expenses. It also includes a discussion of the projected infrastructure needs that would allow for expansion of those services.

Alternatively, the MSR can recommend changes of organization: consolidation, dissolution, merger, establishment of a subsidiary district, or the creation of a new agency that typically involves a consolidation of agencies. Those changes of organization may also require an environmental review, a property tax sharing agreement, and an election.

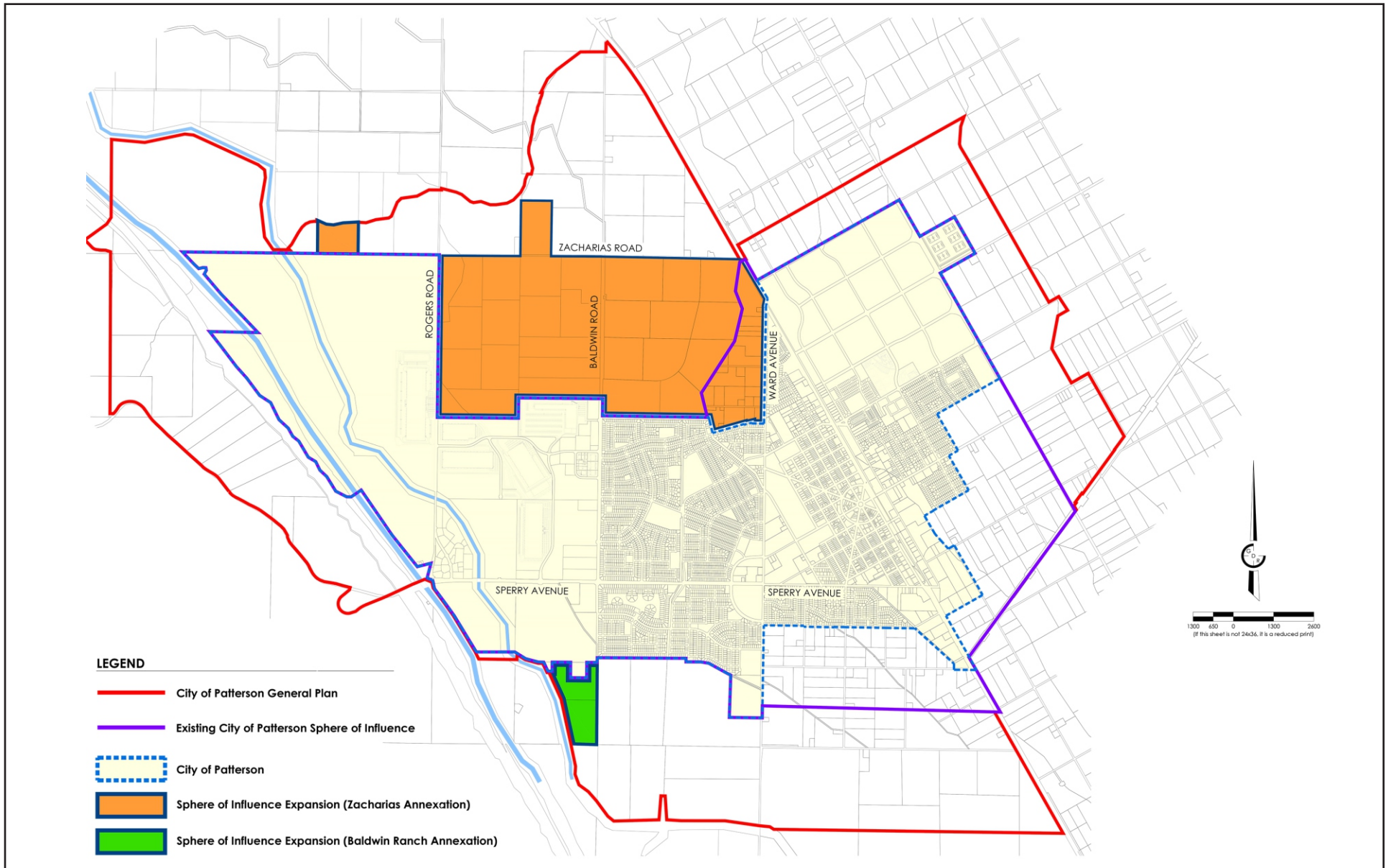
1.6 – City Profile

The City of Patterson was incorporated December 22, 1919 as a general law city in Stanislaus County, located east of Interstate 5 (I-5). It is 27 miles southeast of Tracy and is part of the Modesto Metropolitan Statistical Area. The City of Patterson encompasses approximately 5,112 acres and its SOI approximately 1,037 acres. The most recent annexations occurred in 2006 with the addition of approximately 703.57 acres, in 2010 when 173.2 acres were added and in 2014 when approximately 1995.77 acres were added. The Zacharias Project boundaries are adjacent to city limits but for the most part outside the SOI. Exhibit 1-1 shows the general vicinity and the area to be included in this service review.

The City of Patterson is a rural city surrounded by agricultural land. Patterson is known as the "Apricot Capital of the World"; the town holds an annual Apricot Fiesta to celebrate with many drinks, food, desserts, and games. The area also produces almonds, walnuts, dry beans, tomatoes, broccoli, spinach, peas, and melons.

The area surrounding the City is served by a number of special districts. Fire protection is provided by West Stanislaus Fire Protection District. Water and irrigation services are provided by the Patterson Irrigation District, the Del Puerto Water District, and the West Stanislaus Irrigation Districts. The Patterson Cemetery District includes the City of Patterson as does the Del Puerto Healthcare District. None of these agencies are part of this service review as this review focuses on services provided by the City.

Patterson operates under a Council/Manager form of government. The City government consist of eight departments that provide police, fire, parks and recreation, and public works, along with administration and finance.



Source: City of Patterson, Stanislaus County, CA. August 8, 2022.

2: EXECUTIVE SUMMARY

2.1 – Role and Responsibility of LAFCo

The fundamental role of an LAFCo is to implement the CKH Local Government Reorganization Act of 2000 (Government Code § 56000, *et seq.*), providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. CKH requires all LAFCOs, including Stanislaus County LAFCo, to conduct an MSR prior to updating the SOIs of the various cities and special districts in the County (Government Code § 56430). CKH requires an MSR and SOI to be updated periodically.

The focus of this MSR is to provide Stanislaus County LAFCo with all necessary and relevant information related to the City of Patterson. It will allow Stanislaus County LAFCo to make determinations in each of the seven areas prescribed by CKH. This MSR evaluates the structure and operation of the City and discusses possible areas for improvement and coordination. The report contains one section for each of the following seven elements as prescribed by CKH:

1. Growth and Population Projections for the Affected Area.
2. The Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence.
3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies.
4. Financial Ability of Agencies to Provide Services.
5. Status of and Opportunities for Shared Facilities.
6. Accountability for Community Service Needs, Including Government Structure and Operational Efficiencies.
7. Matters Related to Effective or Efficient Service Delivery Required by Commission Policy.

The MSR is used to shed light on the operations of the local agency, identify agencies unable to perform their mandated services, or identify ways to provide more effective, efficient services. Government Code Section 56375 allows LAFCo to take action on recommendations found in the MSR, such as initiating studies for changes of organization, updating the SOI, or initiating a change of organization.

This report also includes SOI recommendations. CKH requires LAFCo to adopt an SOI and map for each city and each special district in the County. The sphere influence is defined by CKH in Government Code Section 56076 as “a plan for the probable physical boundary and service area of a local agency or municipality as determined by the Commission.”

The LAFCo Commission must make determinations with respect to the following factors when establishing or reviewing an SOI:

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

2. Present and probable need for public facilities and services.
3. Present capacity of public facilities and adequacy of public services provided by the agency.
4. Social or economic communities of interest.
5. Present and probable need for services to disadvantaged communities.

An SOI may be amended or updated. An amendment is a relatively limited change to the sphere or map to accommodate a specific project. An update is a comprehensive review of the sphere that includes the map and relevant portions of one or more MSRs. CKH requires updates at least every 5 years or as needed.

2.2 – City Profile

The City of Patterson was incorporated December 22, 1919. Patterson is a general law city in Stanislaus County, located east of I-5. It is 27 miles southeast of the City of Tracy and is part of the Modesto Metropolitan Statistical Area. The City of Patterson encompasses approximately 5,112 acres and its SOI approximately 1,037 acres. The Zacharias Project boundaries are adjacent to city limits but for the most part outside the SOI. Exhibit 1-1 shows the general vicinity and the area to be included in this service review.

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The area surrounding the City is served by a number of special districts. Fire protection is provided by West Stanislaus Fire Protection District. Water and irrigation services are provided by the Patterson Irrigation District, the Del Puerto Water District, and the West Stanislaus Irrigation Districts. The Patterson Cemetery District includes the City of Patterson as does the Del Puerto Healthcare Districts. None of these agencies are part of this service review as this review focuses on services provided by the City.

2.3 – Growth and Population Projections

The City of Patterson had an estimated population of 23,764 in 2019. The City of Patterson grew at an average rate of 5 percent over that last 19 years. Continued growth is anticipated so that at buildout in 2050 the City would have an estimated population of 66,000.

2.4 – Disadvantaged Unincorporated Communities

A Disadvantaged Unincorporated Community (DUC) is defined as an area with a median household income (MHI) of less than 80 percent of the California median household income. The City of Patterson MHI exceeds the 80 percent threshold. However, no evidence exists that a DUC is located within the City of Patterson SOI and more specifically, in and around the project area.

2.5 – Present and Planned Capacity of Public Facilities

The City provides law enforcement, fire and emergency services, street and park maintenance, parks, and recreation as well as the enterprise services of water, wastewater, and solid waste. The City contracts with the Stanislaus County Sheriff for law enforcement and with a private contractor for solid waste collection services.

Law Enforcement

In 1998, the City of Patterson contracted with the Stanislaus County Sheriff's Department to form the Patterson Police Services of the Stanislaus County Sheriff's Department. The Patterson City Council, through its City Manager, provides local direction and control of the department. Services provided include administration, citizen volunteer programs, investigations, patrol, records management, recruitment, specialized enforcement teams, training, and traffic enforcement.

According to the 2012 Safety Master Plan, the City plans for growth based on a ratio of 1.1 sworn officers per thousand and 0.4 civilian staff per thousand. At buildout of the General Plan, the City would require 77.5 sworn officers and 29.5 civilians for a total force of 107. The contract with the Stanislaus County Sheriff allows the City to specify its needed staffing.

Fire and Emergency Services

The City's Fire Department is a combination full time and volunteer department. The Fire Department's sworn personnel consist of the Fire Chief, two Division Chiefs, 15 full-time career firefighters, and approximately 30 volunteer firefighters. The Fire Department staffs two stations 24 hours a day, 7 days a week with career personnel with additional response provided by volunteers.

Between 2012 and 2018 calls for service steadily increased from 1224 to 1643. Of those approximately 73 percent are medical aid. The Fire Department indicated that the average response time is 5 minutes, 26 seconds. According to the Patterson General Plan, the goal for average response time for Priority 1 (emergency) calls is 5 minutes for 95 percent of the calls.

The Insurance Services Office (ISO) rates the performance of municipal fire suppression capabilities. The City rating consists of three main areas: receiving and handling of fire alarms, the Fire Department, and water distribution and supply. The ISO rating is also a tool that helps communities plan for, budget, and justify improvements. Additionally, insurance companies use the ISO rating to help establish fair premiums for fire insurance, generally offering lower premiums in communities with better protection. The ISO rating is on a scale of 1 to 10 with 1 being the best. The City of Patterson has a Class 02/2Y rating from ISO.

The Fire Department has an automatic aid agreement with West Stanislaus Fire Protection District service area. The Fire Department has mutual aid agreements with neighboring fire agencies located within Stanislaus County (including Woodland Avenue Fire Protection District, Salida Fire Protection District, Westport Fire Protection District, and Mountain View Fire Protection District), and the California Department of Forestry and Fire Protection (CAL FIRE).

Parks and Recreation

The City maintains 98 acres of neighborhood and community parks. Based on the standard of 5 acres per thousand residents identified in the General Plan, the City has a deficit of approximately 7 acres. The proposed Zacharias development would add approximately 16,500 new residents requiring an additional 82 acres of parks and open space which has been included in the development plan.

The City also provides extensive recreation programs for children, teens, adults, and seniors. The City operates from the Patterson Aquatic Center, the Walnut Grove Gym, the Hammon Senior Center, and the T.W. Patterson Sports Complex, consisting of sports fields.

Water

The City of Patterson relies solely on groundwater from 10 wells located within its service territory. There are two aquifers: one shallow above the clay layer and one below the clay layer. The clay layer acts as a seal so that water from the lower aquifer is suited for drinking water. The City supplies water to 6,888 connections. The potable water wells produce 6,700 gallons per minute (gpm) while the non-potable wells produce 2,250 gpm.

In 2013, the demand was 4,432 acre-feet per year (AFY) and is expected to increase to 10,156 by 2030. The City has the capacity to serve its residents through buildout of its current general plan horizon. The City anticipates adding another well that would pump 800 gpm in the near future.

While the Subbasin as a whole is overdraft, the City's pumping represents only a fraction of the pumping from the basin. The City hired a consultant to conduct an operational yield study in 2018 as part of the Water Master Plan. The goal of the study was to determine the volume of water that the City could pump without impacting their current groundwater pumping infrastructure and without significantly impacting the use of groundwater resources in the area surrounding Patterson's SOI. The results of the study showed the operational yield was determined to be approximately 10,000 AFY to 12,000 AFY.

The City expects to meet most of its water needs through groundwater supplemented by conservation. The City is investigating groundwater recharge with stormwater and the addition of recycled water for non-potable uses in 2025. The City expects to spend approximately \$160 million in the next 30 years to upgrade its water mains, storage tanks, and add a pump station.

The City has formed its own Groundwater Sustainability Agency (GSA) to respond to the requirements of the Sustainable Groundwater Management Act. As a GSA the City is required to develop an outreach program to include all stakeholders to ensure that all beneficial uses and users of groundwater are considered. Furthermore, the Groundwater Sustainability Plan (GSP) is to be developed by GSAs of the Northern and Central Delta-Mendota Regions and meet Sustainable Groundwater Management Act (SGMA) regulatory requirements while reflecting local needs and preserving local control over water resources. The Northern and Central Delta-Mendota Region GSP will provide a path to achieve and document sustainable groundwater management within 20 years following Plan adoption, promoting the long-term sustainability of locally-managed groundwater resources now and into the future. The GSP will also outline the management policies of the GSA for the area within the City limits and other GSAs in the planning area.

The Northern and Central Delta-Mendota GSP was submitted prior to the January 31, 2020 deadline. However, it was rejected by the Department of Water Resources (DWR) in January 2022 and was given 180 days to address the identified deficiencies. These deficiencies include: (1) The GSPs did not use the same data and methodologies, (2) The GSPs did not establish common definitions of undesirable results in the Subbasin, (3) The GSPs in the Subbasin did not set sustainable management criteria in accordance with the GSP Regulations and 4) The management areas established in the Plan did not sufficiently address the requirements specified in 23 California Code of Regulations Section 354.20.

Each deficiency has been addressed in the common chapter and in the supporting documents for the Northern and Central Delta-Mendota GSP and sent to DWR for approval in July 2022. As of November 2022, there is no status on the approval of the GSP amendments.

Wastewater

The City's wastewater system consists of a sewer system and Water Quality Control Facility (WQCF) that processes the effluent. The sewer system has sufficient capacity to accommodate buildout of the General Plan that would include the proposed development. The City also has a contract with the Western Hills Water District to process effluent from the Diablo Grande Community.

The WQCF facility is permitted at 2.25 MGD and a reliable capacity of 1.85 MGD. Current average daily flows are at 1.39 MGD. The City has plans to increase capacity by 1.25 MGD near-term and another 1.75 MGD long term. With increased capacity, the WQCF will be able to treat additional demands required to comply with the contract with Diablo Grande.

In 2016, the City completed a Wastewater Master Plan (WWMP). The WWMP concluded that existing sewers were found to be of sufficient capacity to handle flows expected at buildout of the General Plan.

Solid Waste

The City contracts for solid waste services with Bertolotti Disposal. Waste is ultimately sent to the Fink Road Sanitary Landfill, which is currently at 50 percent capacity. There is 7.1 million cubic yards of remaining capacity.

Public Works

The City's Public Works Department maintains approximately 75 miles of roadways that includes 8 percent arterials, 30 percent collectors and 62 percent local residential streets. The Pavement Condition Index (PCI) is a measure of the condition of the roadways. The 2013 study found that the roadway network averages a PCI of 70 which is considered good to excellent. The study estimates it will cost in excess of 59 million over the next 20 years to maintain that condition.

The Public Works Department is also responsible for the storm drainage system. The most significant storm drainage systems that serve urban runoff within the City of Patterson are the Salado Creek storm drainage system and the Walnut/Sycamore storm drain system. Ultimately stormwater finds its way to the San Joaquin River. In 2017 the City reviewed the Storm Water Management Program (SWMP) which concluded that the system has additional capacity, however there were a dozen areas that needed

improvements. The most notable need as to 96-inch cast-in-place concrete pipe that drains to Salado Creek.

2.6 – Financial Ability of Agencies to Provide Service

The City provides both general government services and enterprise services. The general government services such as law enforcement, fire and emergency services, and parks and recreation are funded through a combination of property tax, sales tax, and charges. Enterprise services are for water, wastewater, solid waste collection is funded through direct charges to the landowner. The FY 2020/21 budget is \$75.4 million, including \$22 million for general fund operations, \$23.3 million for enterprise funds and \$30 million for other funds and capital improvements. The main source of general fund revenues are charges averaging 19 percent, while property tax 14 percent and sales tax average 17 percent. The main sources of expenses are law enforcement at 18 percent, public works at 13 percent, and fire at 12 percent.

In 2021, the City had nearly \$67 million in long-term debt. Debt was accumulated primarily in revenue bonds. In 2019, the City spent approximately \$7 million on general fund capital improvements, \$5 million on streets and \$2 million on general government.

For enterprise activities, water, sewer, and solid waste, revenues are almost exclusively charges. A comparison for operating revenues and expenses for water and wastewater shows a deficit; however, on a cash flow basis there is sufficient operating revenues to meet other operating expenses. For solid waste, the major expense is the contract for collection and transfer, since the City does not own the equipment there is no depreciation cost.

In 2017, the City passed a water rate increase and is studying a solid waste increase. Water rates consist of a base rate plus a consumption charge. The City raised water rates (current rates) beginning in March of 2018 and adopted base rate increases for January 1, 2019, through January 1, 2022. From 2019 to 2022 the base rate increases from \$12.27 in 2019 to \$16.79 in 2022. The consumption charge increases from \$1.78 per hundred cubic feet in 2019 to \$2.70 in 2022. The City recently completed a rate study in April 2022 but rates are not effective until after January 2023. Sewer rates were recently adjusted. Sewer rate increases are projected through FY 25/26.

The City is reviewing solid waste rates and recently funded a rate study to assess rates from 2019 to 2022. The City is also conducting an impact fee study to be sure water, sewer, and solid waste rates are in alignment with the requirements of the recently completed Sewer, Water, and Storm Drain Master Plan.

In the FY21 budget, the City has allocated approximately \$5.9 million for capital improvements to the water and sewer system. Long-term debt for water and sewer are in the form of bonds that totaled \$24 million in FY2020-21.

The City's total Other Postemployment Benefits (OPEB) liability for FY 2020/21 was \$12,997,781. The general fund activities included \$8.98 million and enterprise fund activities accounted for the remaining \$4.02 million. In FY 2020/2021 OPEB liabilities increased by \$710,116.

2.7 – Status of and Opportunities for Shared Facilities

The City works cooperatively with a number of neighboring agencies. It has a contract for law enforcement with the Stanislaus County Sheriff. It shares a fire station with the West Stanislaus County Fire Protection District.

The City exhibits management efficiencies through developing plans for service. They include Capital Improvement Plans (CIPs), water master plan, sewer master plan, and an annual budget.

2.8 – Accountability Including Government Structure and Operational Efficiencies

The City is a general law city and operates under a Council-Manager form of government. The City Council consists of four councilmembers elected by district to 4 year staggered terms and a Mayor elected at large to a 2 year term. Council members receive a stipend. The Council meets regularly on the first and third Tuesday at 7:00 p.m. Meetings are noticed according to the Brown Act. Because of COVID-19 outbreak, meetings are held in a hybrid format offering a virtual option, following the guidelines contained in the Governor’s Executive Orders that modify the Brown Act.

The City communicates with residents via its website and a quarterly newsletter. The newsletter highlights community activities as well as activities of each of its departments. Residents have the opportunity to be involved through four boards and commissions that includes the Planning Commission, Parks Recreation and Beautification Commission, Economic Strategic Commission, and the Senior Center. The City also has a resident on the Board of the Turlock Mosquito Abatement District.

The City is currently staffed by 129 full time augmented by 126 part-time employees. New positions have been added for FY 23 but not all have been filled.

2.9 – Matters Related to Effective/Efficient Service Delivery Required by Commission Policy

As the intent of this service review is to support an SOI expansion and annexation of the proposed Zacharias development, LAFCO’s policies on vacant lands, agricultural preservation, annexations, and sphere policies would apply and could affect service delivery. The vacant land policy encourages infill development prior to expanding the sphere. The Agricultural Preservation Policy requires development of a Plan for Agricultural Preservation and identifies a menu of strategies for preserving agricultural lands while encouraging compact, efficient growth patterns. The sphere and annexation policies are based on CKH requirements. The policy states that if the annexation is outside the current SOI, the annexation proposal must include a sphere review. Consequently, this service review includes an analysis of the five areas that are required for the Commission to make determinations.

2.10 – Sphere of Influence Matters

One of the purposes of this MSR is to provide information that will allow the City to request an SOI update to include territory in the proposed Zacharias Master Plan Project. The main portion of the project site encompasses approximately 1,226.9 acres and is bounded by Rogers Road (west), Zacharias Road (north), State Route (SR) 33 and Ward Avenue (east), and existing residential and business park

uses (south). A small, non-contiguous 68.7-acre portion of the project site is located at the southern terminus of Baldwin Road and is bounded by the Delta-Mendota Canal (west), the City of Patterson Corporation Yard (north), and agricultural uses (east and south). The remaining portion of the current SOI, as shown in Exhibit 1-1 will remain unchanged. In order to adopt or update a sphere the Commission must make determinations in five areas identified in Section 1.3.

Present and planned land uses in the area, including agricultural and open space lands–The Zacharias Master Plan is divided into three areas: East of Baldwin Road, approximately 628.6 acres; West of Baldwin Road, approximately 598.3 acres; and South of Baldwin Road 68.7 acres for a total of 1295.6 acres. The area West of Baldwin Road and South of the City of Patterson Corporation Yard contains agricultural land. The East of Baldwin Road planning area contains agricultural land west of the Patterson Irrigation District (PID) Canal and rural residential land on the east side. Irrigation canals are present within the East of Baldwin Road and West of Baldwin Road planning areas.

The Stanislaus County General Plan designates the West of Baldwin Road and South of Baldwin Road planning areas as “Agriculture.” The Stanislaus County General Plan designates the East of Baldwin Road planning area “Agriculture” west of the PID Canal and “Urban Transition” east of the Canal. The City of Patterson General Plan designates all three planning areas as “Low Density Residential.”

The East of Baldwin Road area is proposed to be developed with 3,666 residential dwelling units, 505,000 square feet of mixed use, a 14.74-acre school site, 27.09 acres of parks, and 29.17 acres of open space. The area West of Baldwin Road is proposed to include an additional 1,420 residential dwelling units, 350,000 square feet of commercial, 6,910,000 square feet of industrial and 18.15 acres of parks. The South of Baldwin Road area is proposed to include 395 residential dwelling units and 5 acres of parks.

Present and probable need for public facilities and services–The proposed project area is currently in agriculture and receives irrigation services from the West Stanislaus Irrigation District, the Del Puerto Water District, and the Patterson Irrigation District. Fire protection is provided by the West Stanislaus Fire Protection District. In addition, the Patterson Cemetery District provides cemetery services. In addition, private wells (irrigation and domestic) and septic systems are used by property owners. Upon development the area would require municipal services such as enhanced fire protection, water, wastewater, solid waste collection, stormwater, and street maintenance services. These municipal services are best provided by the City of Patterson.

Present capacity of public facilities and adequacy of public services provided by the agency–The City has sufficient capacity to provide services. The City has a contract with the Stanislaus County Sheriff that could be amended to provide additional sworn personnel as needed to maintain a ratio of 1.1 sworn officers per thousand. The Patterson Fire Department (PFD) already works with the West Stanislaus Fire Protection District. The Fire Department has mutual aid agreements with neighboring fire agencies located within Stanislaus County (including Woodland Avenue Fire District, Salida Fire District, Westport Fire District, and Mountain View Fire District), and CAL FIRE. The City’s water, wastewater, and solid waste service are fee based to allow for expansion of services. The Public Works Department has the capacity to expand services as well.

Social or economic communities of interest–The only community of interest is the City of Patterson, as the area surrounding the City is primarily agriculture and is sparsely populated.

Present and probable need for services to disadvantaged communities–The City of Patterson MHI exceeds the 80 percent threshold. As noted, there are no DUCs adjacent to the Patterson city limits. At present fire protection is provided by West Stanislaus Fire Protection District. Water and irrigation services are provided by the Patterson Irrigation District and the West Stanislaus Irrigation Districts, stormwater and street lighting by CSA 15. There are no sewer services. Upon development of the Zacharias Master Plan and annexation to the City, the City of Patterson will provide fire, water, and sewer services.

Expansion of the City’s SOI requires a CEQA analysis. The EIR prepared for the for the Zacharias Master Plan Project included the proposed SOI expansion as part of the project description and will be relied upon by LAFCo as a Responsible Agency during review of the proposal.

3: CITY PROFILE

The City of Patterson was incorporated December 22, 1919 as a general law city in Stanislaus County, located east of I-5. It is 27 miles southeast of Tracy and is part of the Modesto Metropolitan Statistical Area. The City of Patterson encompasses approximately 5,112 acres and its SOI approximately 1,037 acres. The most recent annexations occurred in 2007 with the addition of approximately 703.57 acres, in 2010 when 173.2 acres were added and in 2014 when approximately 1,119 acres were annexed. The Zacharias Project boundaries are adjacent to city limits but the majority of the acreage is outside the City's SOI. Exhibit 1-1 shows the general vicinity and the area to be included in this service review.

Patterson is a rural city surrounded by agricultural land. Patterson is known as the "Apricot Capital of the World"; the town holds an annual Apricot Fiesta to celebrate with many drinks, food, desserts, and games. The area also produces almonds, walnuts, dry beans, tomatoes, broccoli, spinach, peas, and melons.

The area surrounding the City is served by a number of special districts. Fire protection is provided by West Stanislaus Fire Protection District. Water and irrigation services are provided by the Patterson Irrigation District, the Del Puerto Water District, and the West Stanislaus Irrigation Districts. In addition, private wells and septic systems are used by individual property owners. The Patterson Cemetery District includes the City of Patterson as does the Del Puerto Healthcare District. None of these agencies are part of this service review as this review focuses on services provided by the City.

Patterson operates under a Council/Manager form of government. The City government consist of eight departments that provide police, fire, parks and recreation, and public works, along with administration and finance.

Services provided by the City and its structure are discussed in more detail in succeeding sections of this report. The following sections review the areas required by CKH for the MSR and SOI update.

4: POPULATION PROJECTIONS

The City of Patterson is one of the fastest growing cities in Stanislaus County. Table 4-1 shows the population change from 1970 to 2019 and the projected population at buildout of the General Plan in 2050. As seen in the table the City has experienced periods of very rapid growth. Between 2000 and 2010 the size of the City nearly doubled. According to the Department of Finance for the State of California, Patterson's population continued to grow to 23,764 in 2019. Continued growth is anticipated so that at buildout in 2050 the City would have an estimated population of 66,000. That equates to an annual average of 6 percent increase per year from present to buildout.

Table 4-1: Population Estimates 2000-2050

Year	Population	Net Change	% Change
2000	11,606	–	–
2005	15,677	4,071	35%
2010	20,413	4,736	30%
2015	21,683	1,270	6%
2019	23,764	2,081	10%
2050	66,000	42,236	6%

Source: California Department of Finance, 2020. City of Patterson, 2014b.

Determinations

- 4.1** The City of Patterson had an estimated population of 23,764 in 2019.
- 4.2** The City of Patterson grew at an average rate of 5 percent over that last 19 years. Continued growth is anticipated so that at buildout in 2050 the City would have an estimated population of 66,000.

5: DISADVANTAGED UNINCORPORATED COMMUNITIES

Senate Bill (SB) 244 was a significant piece of LAFCo-related legislation passed in 2011. This bill required LAFCo to make determinations regarding disadvantaged unincorporated communities or (DUCs). DUCs are defined as inhabited, unincorporated territory that constitutes all or a portion of a community with an annual median household income that is less than 80 percent of the Statewide MHI. For 2018, 80 percent of the Statewide MHI is \$56,982.

The City of Patterson has an MHI in 2018 of \$54,195 which is above the 80 percent threshold. No evidence exists for DUCs within the unincorporated areas adjacent to Patterson.

Determinations

- 5.1** A DUC is defined as an inhabited area with a median household income of less than 80 percent of the California median household income. The City of Patterson MHI as a whole exceeds the 80 percent threshold. Census blocks to the east and south within the Patterson SOI can be considered disadvantaged, as they meet the lower income threshold. A review of these areas indicates that inhabited portions of the Census blocks are already located within the city limits; therefore, there were no identified disadvantaged communities located in the unincorporated area.

6: PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES

The City functions through its six departments, General Government, Public Safety, Community Development, Engineering, Public Works, and Parks and Recreation. The General Government Department includes staff and activities associated with the City Council, City Manager, City Clerk, City Attorney, Human Resources, Risk Management, Finance, and Information Technology. The Public Safety Department includes law enforcement and fire and emergency services. Community Development includes Economic Development, Housing, and Planning. The Engineering Department includes Building, Capital Projects, and Engineering. Public Works includes the enterprise activities of water, wastewater, solid waste as well as street maintenance and park maintenance. The Parks and Recreation Department includes Community Services, the Senior Center, Youth Programs, and the contract for Crossing Guards. This MSR will review in more detail law enforcement, fire and emergency services, street and park maintenance, parks, and recreation as well as the enterprise services of water, wastewater, and solid waste.

6.1 – Law Enforcement

In 1998, the City of Patterson contracted for law enforcement services with the Stanislaus County Sheriff's Department, forming the Patterson Police Services of the Stanislaus County Sheriff's Department. The Patterson City Council, through its City Manager, provides local direction and control of the department, allowing the City to enjoy all the benefits and resources of the Sheriff's Department, while at the same time, allowing the City to retain its local law enforcement autonomy. Services provided include administration, citizen volunteer programs, investigations, patrol, records management, recruitment, specialized enforcement teams, training, and traffic enforcement.

In 2012, the City contracted for a Safety Master Plan. The plan detailed staffing and facilities the City would need from 2012 to buildout of the General Plan. It was anticipated buildout would result in a total of some 66,283 residents. The plan developed a goal and formula for staffing needs. Projections are based on 1.1 sworn officers per thousand and 0.4 civilian staff per thousand. At buildout of the General Plan, the City would require 77.5 sworn officers and 29.5 civilians for a total force of 107. The contract between the City and the Stanislaus County Sheriff relies on those standards.

Crime reports vary by month. Between December 2020 and February 2021, the number of reported crimes were 222 in December, 172 in January, and 117 in February. Over that three-month period Assault was the most committed crime accounting for 31 percent of crime in Patterson.

6.2 – Fire and Emergency Services

The PFD provides fire protection and emergency medical services to the City of Patterson. The PFD operates two stations, which are identified in Table 6-1.

Table 6-1: Patterson Fire Department Station Summary

Station No.	Address	Apparatus	Staffing
1 (Headquarters)	344 West Las Palmas Avenue	Type-1 Fire Engine (2) Type-2 Rescue Apparatus (1) Chief Officer (Command) Vehicle (3)	Fire Chief (1) Division Chief (2) Line Personnel (2 per 48-hour shift)
2	1950 Keystone Pacific Parkway	Type-1 Fire Engine*(1-Initial Attack, 1-Reserve Engine) Type-1 Ariel 105-foot Ladder Truck* (1) IRB Rescue Boat (1)	Line Personnel (2 per 48-hour shift)
<p>Notes: Station No. 1 shared with West Stanislaus County Fire Protection District. The Initial Attack Engine and Type-1 Ladder Truck are cross-staffed by on-duty personnel at Fire Station No. 2. Source: First Carbon Solutions (FCS) 2022.</p>			

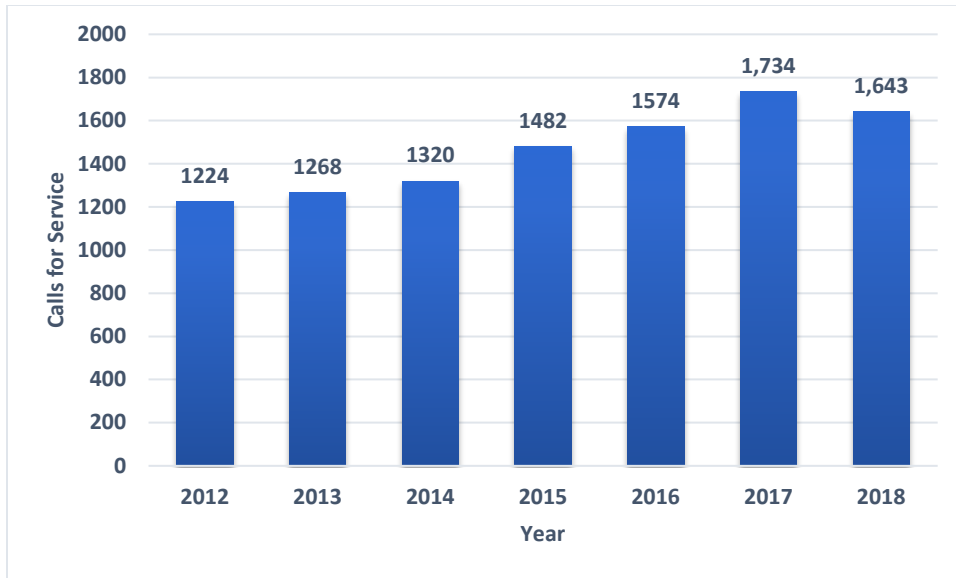
The Del Puerto Health Care District also provides ambulance services to Patterson and surrounding communities. The Health Care District operates the Health Center at 1108 Ward Avenue in Patterson.

Staffing

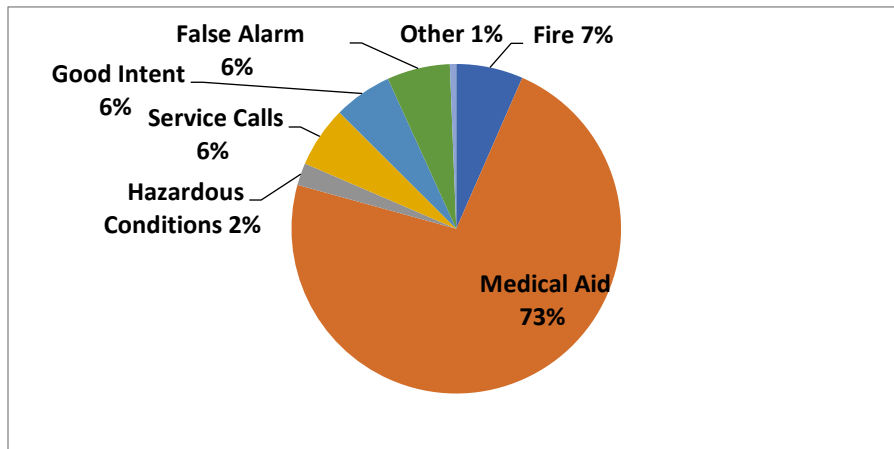
The PFD is a combination career/volunteer fire agency. The PFD’s sworn personnel consist of the Fire Chief, two Division Chiefs, 15 full-time career firefighters, and approximately 30 volunteer firefighters. The PFD staffs two stations 24 hours a day, 7 days a week with career personnel. The General Plan sets a goal of one firefighter per 1,000 residents. With that in mind the proposed development could add an additional 16,000 residents which would require an additional 16 fire personnel and either one additional fire station or expansion of a current station

Calls for Service

Exhibit 6-1 shows calls for service increased each year from 1224 to 1643. Exhibit 6-2 shows that most of the calls were for medical aid, 73 percent, and an average of 7 percent were for fires.



Source: City of Patterson 2021.
Exhibit 6-1: Fire Calls for Service 2012-2018



Source: City of Patterson 2021a.
Exhibit 6-2: Average Distribution of Calls 2012-2018

Response Times

The PFD indicated that the average response time is 5 minutes, 26 seconds. According to the Patterson General Plan, the goal for average response time for Priority 1 (emergency) calls is 5 minutes for 95 percent of the calls.

The ISO rates the performance of municipal fire suppression capabilities. The City rating consists of three main areas: receiving and handling of fire alarms, the PFD, and water distribution and supply. The ISO rating is also a tool that helps communities plan for, budget, and justify improvements. Additionally, insurance companies use the ISO rating to help establish fair premiums for fire insurance, generally offering lower premiums in communities with better protection.

The ISO rating is on a scale of 1 to 10 with 1 being the best. In July of 2014, the City of Patterson received a Class 02/2Y rating from ISO.

Aid Agreements

The PFD has both automatic aid and mutual aid agreements. The difference is that with automatic aid the closest available department responds, whereas with mutual aid the first responder agency must request additional resources. The PFD provides all-risk emergency services to the City of Patterson and, through an automatic aid agreement, portions of the West Stanislaus Fire Protection District service area. The PFD has mutual aid agreements with neighboring fire agencies located within Stanislaus County (including Woodland Avenue Fire Protection District, Salida Fire Protection District, Westport Fire Protection District, and Mountain View Fire Protection District), and CAL FIRE.

West Stanislaus County Fire Protection District

The West Stanislaus County Fire Protection District (Fire Protection District) provides fire protection and emergency medical services to an approximately 625-square-mile service area that consists of the unincorporated areas that are located west of the San Joaquin River. The Fire Protection District operates six stations, including two shared stations with the PFD and Newman Fire Department. Table 6-2 summarizes the Fire Protection District’s fire stations. The Fire Protection District is staffed by three career Chief Officers, three career administrative staff persons, 10 volunteer Chief Officers, 10 volunteer officers, and 80 volunteer firefighters.

Table 6-2: West Stanislaus County Fire Protection District Station Summary

Station Location	Apparatus
Patterson* (Headquarters) Station 51	Type 1 Engine (1) Type 3 Engine (1) Water Tender (1) Light Rescue Vehicle (1) Command Vehicle (4)
Patterson* Station 52	Training Center Quint 52

Station Location	Apparatus
El Solyo (Vernalis) Station 54	Type 1 Engine (1) Type 3 Engine (1)
Newman** Station 55	Type 1 Engine (1) Type 3 Engine (1) Rescue Vehicle (1)
Crows Landing Station 56	Type 4 Engine Tender (1)
Westley Station 53	Type 1 Engine (1) Water Tender (1) Light Rescue Rescue Vehicle (1)
Diablo Grande (Patterson) Station 57	Type 1 Engine (1) Type 3 Engine (1)
Notes: * Shared with the Patterson Fire Department ** Shared with the Newman Fire Department Source: West Stanislaus Fire Protection District 2021.	

6.3 – Parks and Recreation

The City maintains 34 parks ranging in size from a fraction of an acre to 12 acres. Most of the existing parks are less than 4 acres and are classified as neighborhood parks. Twenty parks include detention basins for stormwater runoff resulting in periods when a portion or all of the park is unusable for recreation. In total there are 98 acres of parks and facilities which include community facility sites, detention basins and undeveloped park land.

That equates to 4.6 acres per 1,000 residents based on the 2012 population. The 4.6 figure is very close to the General Plan Standard of 5 acres per thousand. Table 6-3 shows current acreage and allocation compared to the standard and needs at buildout of a population of 66,000.

Table 6-3: Park Acreage Needed to Meet Standards

Date	Population	Park Standard (Acres)	Acres Needed
2012	21,000	105	7
2022	24,000	120	22
Buildout	66,000	330	232
Source: City of Paterson 2012b			

Table 6-4 shows the distribution of acreage between neighborhood parks and community parks.

Table 6-4: Parkland Distribution

Year	Total Acres	Neighborhood Parks	Community Park Game Fields	Community Park Other Uses
2012	98	62	7	29*
Per Standard	105	52.5	28	24.5
2022	120	60	35	25
Buildout	330	165	91	74
Notes: * Including undeveloped acres at Patterson Sports Complex Source: City of Patterson 2022.				

The proposed Zacharias development would add an estimated 5,500 new housing units and approximately 16,500 new residents assuming three persons per household. Based on the standard that would require an additional 82 acres of parkland and open space, nearly double the current acreage.

Recreation

The City provides recreation activities for children, teens, adults, and seniors. Activities are identified in the Activity guide published three times a year. Activities range from camps during the summer and sprint break, youth sports, classes, aquatics in the summer, adult sports and programs and events for seniors.

Activities are provided at the Patterson Aquatic Center, the Walnut Gove Gym, city parks sports fields at the T.W. Patterson Sports Complex and the Hammon Senior Center.

The Patterson Aquatic Center includes a six lane 25-meter pool that slopes from 3 feet to 12 feet. It includes a water feature and two one-meter diving boards in the 12-foot section. There are also eight picnic tables located around the lighted deck and pool. Restrooms and changing rooms are located inside the facility. The Center hosts pool parties and allows for various forms of aquatic exercise and activities. The Teen programs include the Youth Action Commission which is a program that provides students in the 6th through 12th grades with activities that teach leadership, social skills, problem solving and team building. There is also a class that teaches basic skills not taught in high school such as banking, budgeting, cooking, auto repair and etiquette that prepare teens for adulthood. Senior programs are provided at the Hammon Senior Center for adults 50 and older. The senior programs are designed to provide socialization and volunteering opportunities. The Center also provides lunch daily.

6.4 – Water

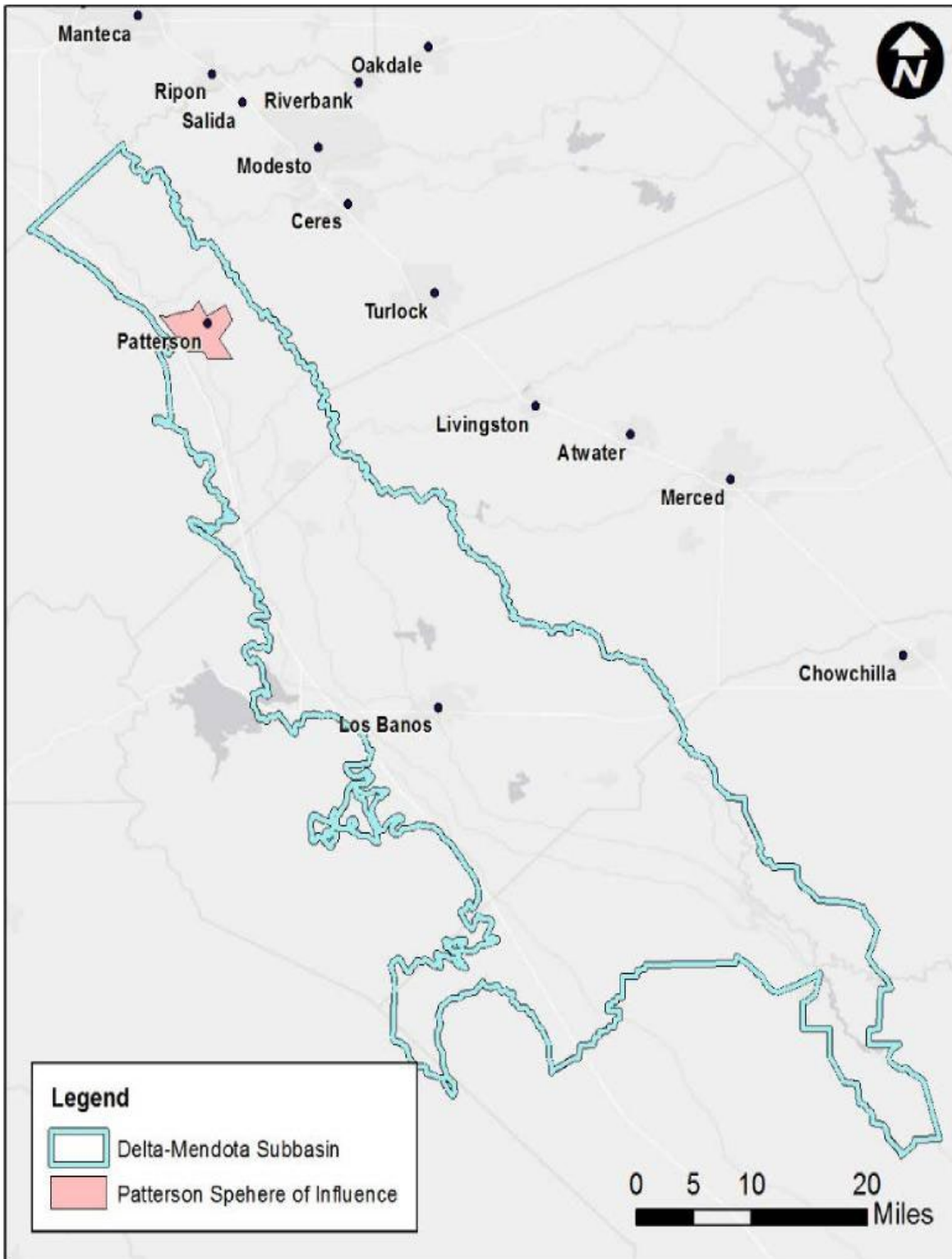
The City Patterson is growing and based on the 2010 General Plan Update could reach a population of 66,673 at buildout, with over 50,000 estimated in 2040. Water demands in the service area are currently around 4,591 AFY as of 2021. Demand is expected to rise to around 9,400 AFY within the next 20 years. Currently, potable supplies are reliably provided solely by the City’s groundwater well network, coupled

with some non-potable sources and significant water efficiency measures in ongoing programs by the City.

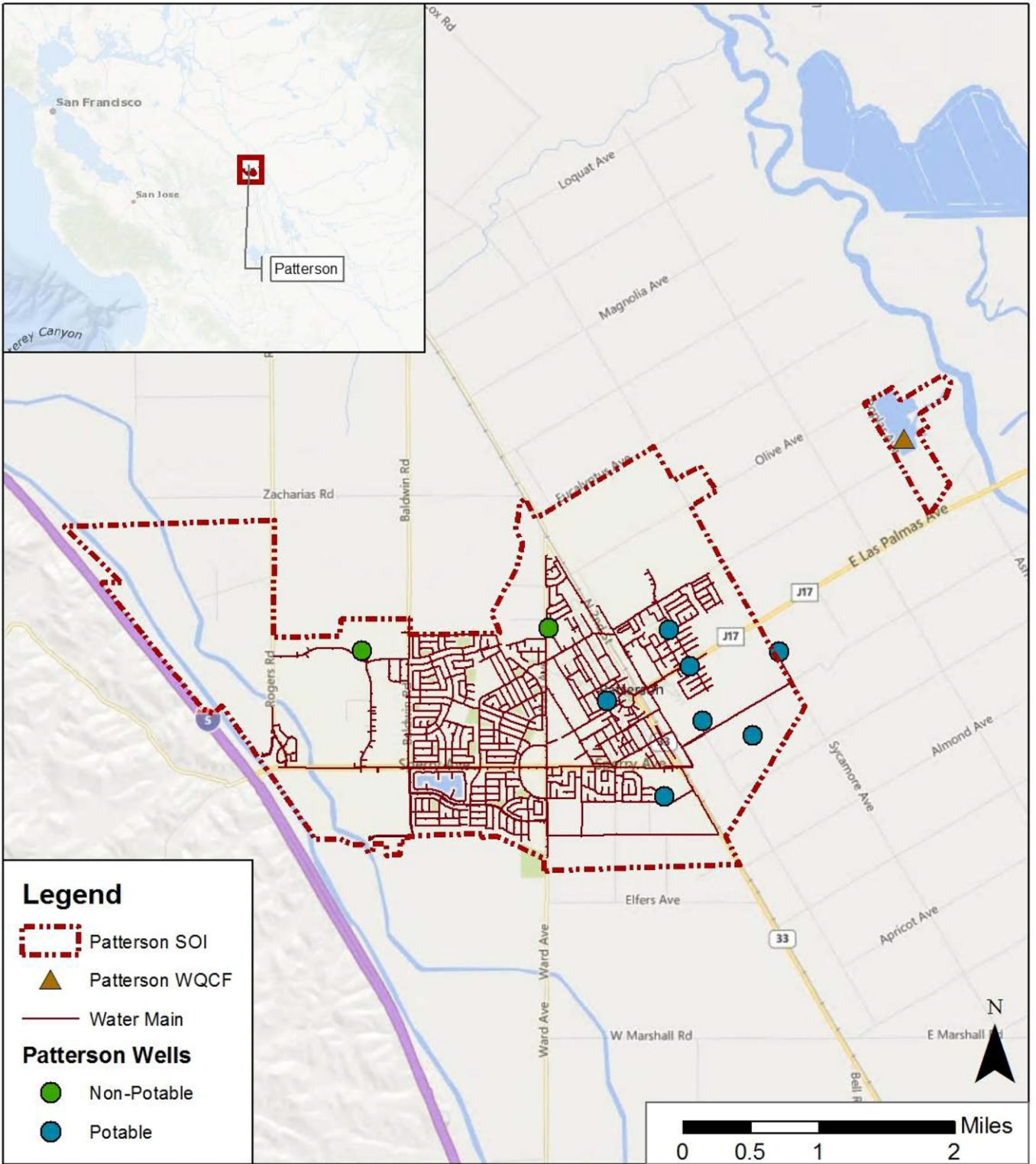
Supply

The City draws groundwater from the Delta-Mendota Subbasin in the San Joaquin Valley Basin for its water supply. Groundwater beneath the City resides in two aquifers, a lower confined zone and an upper unconfined zone. The two aquifers are separated by the thick, semi-impermeable Corcoran Clay layer. Potable water is drawn from the lower aquifer, which requires only disinfection prior to distribution. Water found above the clay layer is extracted for non-potable use, with total dissolved solids (TDS) and nitrate levels above acceptable levels for potable consumption. Exhibit 6-3 shows the Delta-Mendota Subbasin in relation to the City and its SOI.

The City operates 10 water production wells, seven of which are dedicated to potable supply and three for non-potable use. The City supplies potable groundwater for single-family residential, multi-family residential, industrial, and commercial uses through a combination of wells, storage tanks and distribution network of piping. The City's water system includes three storage tanks, 10 booster pumps at three pump stations and 70 miles of distribution main. In 2008, the City approved a non-potable water program to use lower quality water for irrigation of public and commercial landscaping. Exhibit 6-4 shows the service area and distribution system.



Source: City of Patterson, 2016b
Exhibit 6-3: Delta-Mendota Subbasin



Source: City of Patterson, 2016.



Table 6-5 describes the City’s water system.

Table 6-5: Water Facilities

Potable System	Quantity
Wells	7—Capacity 6,700 gallons per minute (gpm)
Pipe	269,280 feet
Pumps	10 at three pump stations
Storage Tanks	3—storage capacity 3.5 million gallons
Meters	6,888
Non-Potable System	Quantity
Wells	3—Capacity 2,250 gpm
Pipe	47,520 feet
Meters	Unknown
Source: City of Patterson 2018c.	

The City is neither a State nor a federal contractor, so it does not receive surface water.

Table 6-6 shows the City’s wells capacity and their use. Shallow wells are used for non-potable uses while the deeper wells provide drinking water.

Table 6-6: Existing Water Wells Capacity and Use

Well Number	Capacity (gpm)	Use
2	800	Potable
4	900	Non-Potable
5	1400	Potable
6	0	Potable (Standby)
7	1500	Potable
8	1000	Potable
9	800	Potable
11	1200	Potable
Keystone	700	Non-Potable
Floragold	650	Non-potable
Source: City of Patterson 2022.		

Some irrigation districts surrounding the City are federal contractors and receive water from the Central Valley Project through the Delta-Mendota Canal including areas within the City’s General Plan boundaries. Some local surface water is pumped directly from the San Joaquin River by some irrigation districts but is used for irrigation as the State prohibits its use as a source for potable water.

Purchased Water or Imported Water

The City does not currently purchase or import water. However, it may do so in the future. Further discussion of this issue is speculative due to the variables involved.

Stormwater

The City has evaluated capturing flows from nearby Del Puerto Creek to recharge its groundwater basin. Stormwater flows from the creek would be diverted to infiltration basins which would recharge either the shallow or deep aquifer. Initial estimates indicate that stormwater capture could provide approximately 1,700 AFY on a long-term annual average basis. The City has an agreement with the Del Puerto Water District dated December 1, 2020 that allows it to pursue this option following completion of the proposed Del Puerto Canyon Reservoir Project.

Recycled Water

The City collects and treats all wastewater within city limits and from the Diablo Grande Community at its WWCF. The City does not currently produce recycled water but may do so in the future. Recycled water would be used for non-potable irrigation within its service area. Initiating a recycled program requires upgrading the WWCF to become Title 22 compliant and connecting the WWCF outlet to the non-potable pipe network. The anticipated amount of recycled water production is 1,512 AFY.

Demand

Table 6-7 shows current and projected demand of potable and non-potable water through 2050. The table shows that potable demand is roughly a factor of 10 higher than non-potable demand in 2013. With growth potable demand will increase much faster than non-potable demand.

Table 6-7: Potable and Non-Potable Water Demand Through 2050

	2021	2030	2050
Potable Average Annual Demand (AFY)	3,173	9,390 ¹	14,231
Non-Potable Average Annual Demand (AFY)	552	–	396 ²
Total Consumption (AFY)	3,725	9,390	14,627
Unaccounted for Water (AFY) ³	313	766	1,708
Total Demand (AFY)	4,038	10,156	16,335
Notes:			
1. Potable average annual demand for 2030 was determined using interpolation from existing to buildout demands.			
2. The non-potable average annual demand only account for Phase III of the Non-Potable Water Program. Future non-potable demands will be revised based on anticipated non-potable retrofits.			
3. The unaccounted for water is based on 2021 values.			
Source: City of Paterson 2018.			

Most of the water supplied or sold goes to residential use. Over the 6 year period from 2015 to 2020, the allocation of water sold averaged 70 percent residential, 21 percent irrigation and 9 percent commercial industrial.

Table 6-8: Water Sold by Customer Type FY 15–FY20 (cubic feet)

Type of Customer	2015	2016	2017	2018	2019	2020
Residential	1,027,141	884,153	1,116,364	1,049,166	1,018,052	1,095,305
Commercial/Industrial	132,510	122,608	99,656	123,676	151,297	165,164
Irrigation	331,083	204,934	260,565	287,977	334,844	444,466
Total	1,490,734	1,211,695	1,476,585	1,460,819	1,504,193	1,704,935
Source: City of Patterson 2020.						

As part of the City’s Water Master Plan a consultant was hired to review possible options to provide water for future needs. Based upon an analysis of the portfolio performance, two portfolios were recommended: No. 2–Patterson Control and No. 4–Low Reliance on Groundwater (2). Portfolio No. 2 was recommended because it offers the City independent control of its water supply and easier implementation of water supply projects. The complexity of partnering with regional agencies has the potential to add additional costs not captured in the estimates of the capital expenditure and operations and maintenance of the supply options. Portfolio No. 4 was recommended as it offers the City the least reliance on groundwater in the face of uncertain SGMA regulation. After deliberation, the City selected Portfolio No. 2–Patterson Control, as its preferred portfolio. The City recognizes that the selected portfolio may need to be revisited as SGMA-related plans are developed and put into effect or if the predicted yields or feasibility of any projects within the portfolio are determined to be significantly different during additional pre-design analyses.

Overdraft Conditions

Changes in groundwater levels have been monitored by DWR and various cooperators. While the Subbasin as a whole is overdraft, the City’s pumping represents only a fraction of the pumping from the basin. As part of the City’s master planning efforts, the City hired a consultant to conduct an operational yield study. The goal of the study was to determine the volume of water that the City could pump without impacting their current groundwater pumping infrastructure and without significantly impacting the use of groundwater resources in the area surrounding Patterson’s Sphere of Influence. Using the C2VSim numerical groundwater model for California’s Central Valley, the operational yield was determined to be approximately 10,000 AFY to 12,000 AFY.

The basin is drawn on by urban suppliers, agricultural users, and private wells. The City has been monitoring groundwater levels at its wells and have not noticed a significant change in groundwater elevation. The Delta-Mendota Subbasin was included on DWR’s final list of critically overdraft basins (released January 2016). As such, the basin must be managed by a GSP no later than January of 2020.

Sustainable Groundwater Management Act

On September 16, 2014, Governor Jerry Brown signed into law Senate Bills 1168 and 1319 and Assembly Bill (AB) 1739, known collectively as the SGMA, which went into effect on January 1, 2015. The Act requires all high and medium priority groundwater basins, as designated by the DWR Bulletin 118, to be managed by a GSA.

The Delta-Mendota Groundwater Basin (Basin) has been designated by DWR as a critically overdraft high priority basin. SGMA authorizes any local agency overlying the Basin to elect to become a GSA within the Basin. By definition, the City is eligible to serve as a GSA within the Basin. On that basis, on December 6, 2016, the City passed a resolution to notify DWR that it intends to act as the GSA for those portions of the Basin lying within its boundaries.

As a GSA the City is required to develop an outreach program to include all stakeholders to ensure that all beneficial uses and users of groundwater are considered. Further the GSA must submit a GSP by January 2020. The Patterson GSA is part of the Northern Delta-Mendota GSP area. The Plan outlines the management policies of the GSA for the area within the City limits and other GSAs in the planning area. The plan was submitted by the January 2020 deadline.

Refer to the previous discussion of SGMA for details about the City’s water portfolio.

Capital Improvements

Through its Water Master Plan, the City developed a long-range CIP. Table 6-9 shows anticipated capital improvement projects over four time periods: near term, 5 year, 10 year and buildout. Buildout is expected to occur sometime between FY35 and FY40. During the period it is expected the City will spend approximately \$160 million to improve water mains, add two storage tanks, and add three pump stations.

Table 6-9: Water CIP’s

Timeframe	Funding	Types of Improvements
Near Term FY 19	\$2,949,000	Water mains
5-Year FY20-23	\$61,759,000	Storage tank, recoating two tanks, pump station, water mains
10 Year FY24-28	\$35,861,000	Storage tank, tank recoating, pump station, water main
Buildout FY28-40	\$162,319,000	3 storage tanks, pump station, water mains
Total	\$259,939,000	
Source: City of Patterson 2018c.		

6.5 – Wastewater

The City provides wastewater collection, treatment, and disposal services to the Patterson city limits as well as Diablo Grande in unincorporated Stanislaus County.

The existing wastewater collection system serves approximately 24,370 residents within 6,994 dwelling units (DU) and 508 acres of industrial and commercial use. The system consists of three lift stations, one 4-inch force main approximately 160 feet in length, and 8.5 miles of gravity sewers ranging in diameter from 4 to 33 inches. Parallel sewers exist along Sperry Avenue (Sperry North Trunk and Sperry South Trunk Lines), Ward Avenue, and the SR-33 crossing at Walnut Avenue. A flow split occurs on North First Street, approximately 500 feet south of Washburn Street. In 2010, a 12-inch bypass line was installed from the Sperry North Trunk Line to the Sperry South Trunk Line, approximately 450 feet east of Park Center Drive. Lift station data is summarized in Table 6-10.

Table 6-10: Lift Station Summary

Location	Pump	Rated Horsepower	Level Setpoints	High Water Alarm	Discharge Diameter (in)
Ward Avenue and	Pump 1	3 HP	On: 8.0 ft/Off 3.0 ft	10.0 ft	12
Vicki Lynn Lane	Pump 2	3 HP	On: 9.5 ft/Off 4.0 ft	10.0 ft	12
Orange Avenue and	Pump 1	3 HP	On: 4.5 ft/Off 1.0 ft	7.0 ft	4
South First Street	Pump 2	3 HP	On: 5.5 ft/Off 1.5 ft	7.0 ft	4
	Pump 1	25 HP	On: 6.0 ft/Off 3.0 ft	7.0 ft	4
Rogers Road	Pump 2	25 HP	On: 6.0 ft/Off 3.0 ft	7.0 ft	4
	Pump 3	25 HP	On: 6.0 ft/Off 3.0 ft	7.0 ft	4

Source: City; of Patterson 2016a

The City of Patterson has a Memorandum of Understanding with Western Hills Water District (WHWD) to accept sewer flows up to 750,000 gpd from the Diablo Grande Community. The agreement specifies collection system improvements required, at the partial expense of WHWD, along Sperry Avenue, Ward Avenue, M Street, and Walnut Avenue. All required improvements have been completed. Provisions limiting peak flows from Diablo Grande are not included in the agreement.

The City has identified a number of deficiencies in the WWMP that need attention. They include:

1. Known cross-connections between storms drains and the sanitary sewer collection system exist at parking lots on First Street and at the Housing Authority on Walnut Avenue. Other cross-connections may exist, but have yet to be identified.
2. The lift station on First Street and Orange Avenue is planned to be eliminated with the construction of a new trunk sewer on Orange Avenue from the 1992 Wastewater System Master Plan.
3. Sewer gases accumulate in the Sperry North Trunk Line due to flat installation. The specific area of concern is between the Delta-Mendota Canal and American Eagle Lane.
4. Wastewater is diverted from the North Line to Sperry South (Diablo Grande) Line near the former airport.

5. Diablo Grande siphons are flushed monthly with approximately 100,000 gallons of water.
6. A sewer trunk extension is required at the south side of the SR-33 commercial area.
7. 8-inch sewers, parallel to Third Street between Salado Creek and M Street, are installed within easements, and access is difficult.

Since the WWMP was completed, the City budget included a number of capital improvement projects for the wastewater system. These include the suggested improvement to the lift station at First and Orange. In FY 19, the City began clarifier improvements at the WQCF. The City has also budgeted to complete Phase III of the WWTP expansion. In addition, the City is in the process of completing construction of an administration building at the WWTP.

The wastewater service area is shown in Exhibit 6-5. The Exhibit shows the service area as well as the City’s SOI. Table 6-11 shows the wastewater flow currently, in the near term and at buildout. In the table, Average Dry Weather Flow (ADWF) is defined as average dry weather flow, PDWF refers to peak dry weather flow, and PWWF refers to Peak Wet Weather Flow.

Table 6-11: Wastewater Flow Projections

Development Conditions	Total Wastewater Flow (MGD) ^a		
	ADWF	PDWF	PWWF ^b
Existing	1.7 ^c	2.20	6.57
Near-Term (10-year)	2.00	3.21	8.34
Buildout	6.29	11.08	21.70

Notes:
^a Projected total wastewater flow to WQCF based on WGFs, variable DPF, and I/I allowance
^b Assumes coincident peaking of PDWF and I/I
^c Existing ADWF based on flow meter data
 Source: City of Patterson 2016^a

The WWMP concluded that existing sewer infrastructure was found to be of sufficient capacity to handle flows expected at buildout of the General Plan.

Water Quality Control Facility

The WQCF processes the wastewater collected by the sewer system where it is then treated and disposed of. The flow enters the WQCF headworks and distribution facilities where influent is screened and then pumped to one of three separate processes: The North Activated Sludge Treatment System (NASTS), the Advanced Integrated Pond System (AIPS), and the South Activated Sludge Treatment System (SASTS). Treated effluent is directed to an effluent pump station which pumps the effluent to the percolation ponds for groundwater recharge.

The headworks and distribution facilities, constructed in 2000 and upgraded in 2014 include:

- Mechanical Bar Screen with a rated capacity of 7 MGD.
- 6 mm Screenings Washer/Compactor with a rated capacity of 250 gpm.
- The Influent Pump Station (IPS), which consists of:
 - 3 SASTS pumps with a rated capacity of 1.8 MGD each; 2 operating, 1 standby.
 - 2 NASTS/AIPS pumps with a rated capacity of 1.3 MGD each; 1 operating, 1 standby.

Wastewater flow enters the headworks and is passed through the mechanical bar screen to remove coarse material from the raw wastewater. Solids removed by the bar screen are conveyed to a washer/compactor to reduce moisture content and remove some organic waste. Washed and dewatered screenings are periodically taken to a nearby landfill for disposal.

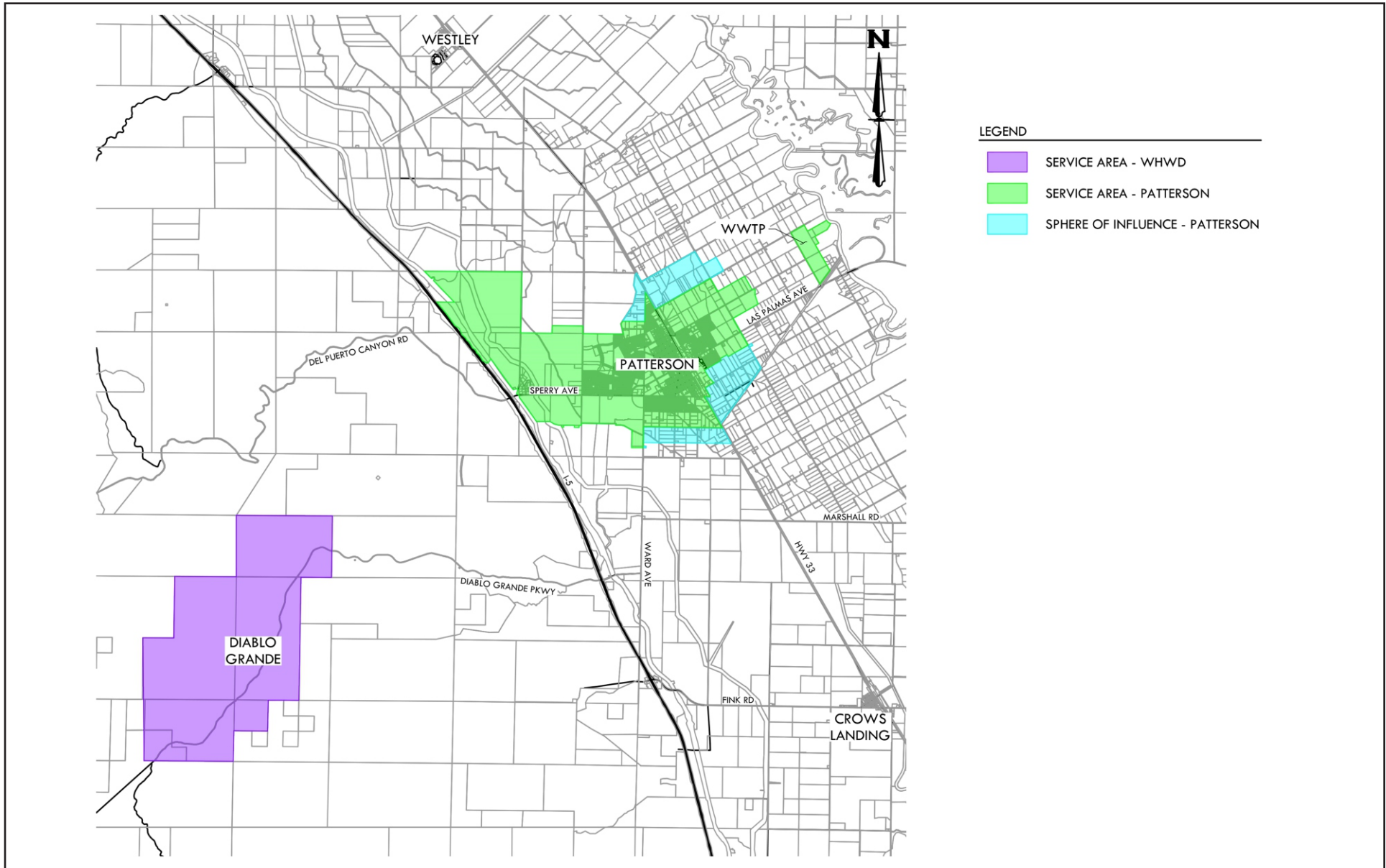
The existing headworks was designed with a peak pumping capacity of 8.0 MGD. The current standard operating procedure is to have one NASTS/AIPS pump in standby and one SASTS pump in standby, resulting in a pumping capacity of 4.9 MGD during regular flows.

Although the WQCF has a total permitted capacity of 2.25 MGD, several issues have been observed with regard to the individual treatment processes. Because of these issues, the WQCF can only reliably treat an approximate total flow of 1.85 MGD. Permitted capacity and reliable capacity for each process is summarized in Table 6-12.

Table 6-12: Permitted Capacity of the WQCF

Treatment Process Area	Permitted Capacity (MGD)	Reliable Capacity (MGD)
North Activated Sludge Treatment System	0.8	0.6
Advanced Integrated Pond System	0.2	0 ^a
South Activated Sludge Treatment System	1.25	1.25
Total	2.25	1.85
^a Does not include flow currently being discharged as part of the Blending Study. WQCF is currently discharging between 0.13-0.18 MGD of AIPS effluent by blending with NASTS and SASTS effluent. [14] Source: City of Patterson 2016a.		

Current average daily flows at the WQCF are 1.7 MGD. Flow is projected to increase by 0.61 MGD by 2025. Based on the assumption that annual flows will increase at a constant rate, the flow projection indicates that the current reliable treatment capacity of the WQCF will be exceeded by 2025. An additional item to consider is that Diablo Grande has already purchased 0.75 MGD of capacity at the WQCF, and currently uses less than 5 percent of the purchased capacity. The projections assumed a 4 percent annual increase in wastewater flow from Diablo Grande.



Source: City of Patterson, 2018.

As a result of the master plan process there are several recommended improvements to both the collection system and the WQCF. Improvements are classified as either ‘near-term’ improvements or ‘buildout improvements.’ Near-term improvements are recommended for completion as soon as practicable, within the next 10 years, to improve the reliability of the wastewater system. Buildout improvements are required as needed to serve future developments and should be completed in the next 10-20 years or beyond. Near-term collection system projects focus on replacement of sewers and cross drain connections, while buildout projects focus on construction of north and south Patterson trunk lines and lift stations. Near-term CIPs for the WQCF would focus on increasing capacity by 1.25 MGD and buildout projects would increase capacity by 1.75 MGD.

The WWMP estimates the City would need \$3.7 million for the collection system and \$27.2 million for WQCF near-term improvements. Buildout improves are estimated as \$25.2 million for the collection system and \$56.8 million for the WQCF 30 year life cycle costs.

The City is in the process of making improvements to increase capacity. The Phase III improvements are expected to increase capacity by 0.6 MGD.

Table 6-13 shows estimated costs for the near term and buildout CIP’s.

Table 6-13: Wastewater CIP’s Near Term to Buildout

Project Number	Description	Construction Cost (\$)	Probable Construction Cost (\$) ^a	30-Year Capital Cost (\$)
Near-Term Improvements				
Collection System CIP		2,395,000	3,706,250	–
WQCF CIP		23,731,000	27,168,775	–
Buildout Improvements				
Collection System–Alternative 2	Construct pump stations along NPTS and SPTS alignments with force mains converging at IPS	10.3 M	15.1 M	25.2 M ^a
WQCF–Alternative 1	Construct Phases IV and V of the SASTS and tertiary and disinfection facilities to accommodate buildout flows	26.2 M	31.4 M	56.8 M ^b
Notes:				
^a Includes planning, design, construction management, program administration, and construction contingencies.				
^b Represents 30-yr life cycle cost. Life Cycle Cost Analysis provided with Flow Routing TM [14].				
Source: City of Patterson 2016a.				

6.6 – Solid Waste

The City operates and maintains solid waste services as one of its enterprise functions. The system services 6,300 permanent and part-time customers, 96 percent of which are residential customers. The City also offers commercial can and dumpster services.

The City contracts with Bertolotti Disposal to collect and dispose of solid waste. After collection, the solid waste is transported to the Fink Road Sanitary Landfill in Crows Landing. The facility has the ability to receive 2,400 tons per day. The total capacity is 14,640,000 cubic yards. Currently it is only at 50 percent capacity with an additional 7,184,701 cubic yards remaining. It is anticipated the land fill will be able to operate through 2052.

6.7 – Public Works

The Public Works Department is responsible for maintaining and enhancing the City’s infrastructure and natural resources, street maintenance, and storm drainage

Street Maintenance

The streets division of the Department of Public Works provides maintenance and repair of all City streets, sidewalks, curbs, gutters, streetlights, signal lights and alleys. The division maintains 80 miles of roadways. The condition of the roadways is graded by a PCI. Table 6-14 describes the PCI.

Table 6-14: Pavement Condition Index Definition

Pavement Condition	Condition Category	PCI Category
Good to Excellent	I	70-100
Fair	II/III	50-69
Poor	IV	25-49
Very Poor	V	0-24

Source: City of Patterson 2013.

Table 6-15 shows the condition of the roadways in 2013 by roadway type.

Table 6-15: Pavement Network and Condition 2013

Functional Class	Centerline Miles	Lane Miles	No. of Management Sections	% of the Network (by area)	Average PCI
Arterial	4.31	8.62	16	8.4	57
Collector	21.61	43.22	82	30.3	74
Residential or Local	48.68	97.36	333	61.3	69

Functional Class	Centerline Miles	Lane Miles	No. of Management Sections	% of the Network (by area)	Average PCI
Total	74.60	149.21	431	100	70 (network average)

Source: City of Patterson 2013.

Table 6-16 shows the pavement condition breakdown by functional class and condition category. The Table shows that residential streets comprise more than half of the road system and roughly two-thirds of residential streets are in good condition.

Table 6-16: Pavement Condition Breakdown by Functional Class and Condition Category

Condition Category	PCI Range	Arterial (%)	Collector (%)	Residential/ Local (%)	Entire Network (%)
Good to Excellent (I)	70-100	3.0	22.2	40.5	65.6
Fair (II/III)	50-69	3.0	5.3	7.3	15.6
Poor (IV)	25-49	0.8	2.4	6.1	9.3
Very Poor (V)	<25	1.6	0.4	7.4	9.5
Total (%)	–	8.4	30.3	61.3	100.0

Source: City of Patterson 2013.

In 2013 the City budget allocated \$350,000 annually for maintenance and rehabilitation. If that level of funding is continued, by 2025 the average network PCI would degrade to 45, poor condition, and by 2032 54 percent of the network would be in Poor or Very Poor condition. The City’s study finds that maintaining the current PCI would require \$59.3 million over the next 20 years.

Storm Drainage

The storm drainage system is maintained by the Department of Public Works. The system consists of a series of detention basins, pipes, and pumps that convey storm runoff to the San Joaquin River. The system consists of 42 miles of storm drainage main lines, nine pump stations, 26 detention basins, 864 manholes, and 781 drain inlets.

Existing developed areas of the City generally drain from south to north and southwest to northeast toward the Salado Creek Outfall to the San Joaquin River. The most significant storm drainage systems that serve urban runoff within the City of Patterson are the Salado Creek storm drainage conveyance system and the Walnut/Sycamore storm drain system. Table 6-17 shows the average capacities of the components of the drainage system.

In the north portion of the City boundaries storm drains discharge into Del Puerto Creek or percolation basins. Smaller sub-basins will discharge flows from detention basins to Del Puerto Creek that are insignificant compared to normal Del Puerto Creek flows.

Undeveloped agricultural lands in the City’s SOI drain from southwest to northeast to tailwater ponds and ditches that discharge to Del Puerto Creek, the San Joaquin River, or Salado Creek.

The SWMP identified approximately a dozen deficiencies that require attention to prevent flooding. Of those the most significant consist of:

1. The existing agricultural ditch that serves as the conveyance facility for Salado Creek downstream of the existing over chute at the Delta-Mendota Canal to the south limit of existing residential development. The ditch has very limited capacity and needs to be enlarged. During storm events that produce runoff rates from the off-site watershed for Salado Creek that exceed the capacity of the existing agricultural ditch, excess runoff spills onto adjacent agricultural lands and causes flooding of residential properties to the north.
2. The existing 28-foot x 3-foot wooden bridge drainage crossing of Salado Creek at the California Northern Railroad (CNRR) downstream of SR-33. The crossing has a very limited capacity and is subject to additional capacity reductions due to clogging during storm events. The result is frequent flooding within and upstream of this area. A new drainage crossing and channel improvements are needed at this location to reduce flooding and to provide discharge capacity for new upstream development.
3. Drainage to the Salado Creek outfall is accomplished through a 96-inch cast-in-place concrete pipe. As of 2017 the capacity of the pipe is not being fully used due to capacity restrictions at and near the inlet just east of SR-33. Capacity improvements have been identified that would fully use the capacity of the pipe. Since the outflow pipe is not operating at capacity, no new outfalls are anticipated.

Table 6-17: Average Capacities of Drainage Facilities

Salado Creek Facilities–Upstream to Downstream	
Facility Descriptions	Average Capacity
Open Channel (South End of Residential Development to Sperry Avenue)	>500 cfs
24-foot x 4-foot CBC Crossing at Calvinson Parkway	504 cfs
16-foot x 6.5-foot CBC Crossing at Sperry Avenue	672 cfs
Open Channel (North of Sperry Avenue to Cliff Swallow Drive)	1,220 cfs
22-foot x 4.5-foot (at middle) x 2.5-foot (at sides) CBC Crossing at Shearwater Drive	374 cfs
2-72-inch SDs (Cliff Swallow Drive)	542 cfs
Open Channel (WSWD Ditch to Ward Avenue)	960 cfs
2-9.5-foot x 4.5-foot CBC Crossing at Ward Avenue + 2-30-inch HDPE Underdrains	500 cfs

Salado Creek Facilities—Upstream to Downstream	
Open Channel (Ward Avenue. to SR-33)	866 cfs
24-foot x 5-foot Bridge/Culvert Crossing at SR-33	720 cfs
28-foot x 3-foot Wooden Bridge Crossing at California Northern Railroad (CNR)	Marginal
96-inch Cast-In-Place Pipe (CIPP) to San Joaquin River	538 cfs
36-inch SD to San Joaquin River adjacent to 96-inch CIPP (stormwater/ag tailwater)	40 cfs
Walnut/Sycamore SD System—Upstream to Downstream	
42-inch SD—CNR Crossing Near M Street	35 cfs
48-inch SD—Walnut Avenue (42-inch SD to Bennett Drive)	120 cfs
48-inch SD—Walnut Avenue. (Bennett Drive to 60-inch SD)	70 cfs
60-inch SD—Walnut Avenue (48-inch SD to Sycamore Avenue)	93 cfs
60-inch SD—Sycamore Avenue	93 cfs
60-inch SD—Olive Avenue (Sycamore Avenue to Existing Detention Basin)	63 cfs
Source: City of Patterson 2017	

SWMP estimated the cost of the improvements to detention basins, percolation basins, storm drains, storm outfalls, dewatering, upgrades to the Shearwater Drive Culvert and upgrades to pumpstations at \$5.5 million.

Determinations:

Law Enforcement

- 6.1** In 1998 the Patterson Police Department consolidated into the Stanislaus County Sheriff’s Department forming the Patterson Police Services of the Stanislaus County Sherriff’s Department. The Patterson City Council, through its City Manager, provides local direction and control of the department.
- 6.2** Services provided include administration, citizen volunteer programs, investigations, patrol, records management, recruitment, specialized enforcement teams, training, and traffic enforcement.
- 6.3** In the 2012 Safety Master Plan, the City plans for growth based on a ratio of 1.1 sworn officers per thousand and 0.4 civilian staff per thousand. At buildout of the general plan the City would require 77.5 sworn officers and 29.5 civilians for a total force of 107. The contract with the Stanislaus County Sheriff allows the City to specify its needed staffing.

Fire and Emergency Services

- 6.4** The City's Fire Department is a combination full time and volunteer department. The Fire Department's sworn personnel consist of the Fire Chief, two Division Chiefs, 21 full-time career firefighters, and approximately 30 volunteer firefighters. The Fire Department staffs two stations 24 hours a day, 7 days a week with career personnel and additional response provided by volunteers.
- 6.5** Between 2012 and 2018 calls for service steadily increased from 1224 to nearly 1700. Of those approximately 73 percent are for medical aid.
- 6.6** The Fire Department indicated that the average response time is 5 minutes, 26 seconds. According to the Patterson General Plan, the goal for average response time for Priority 1 (emergency) calls is 5 minutes for 95 percent of the calls.
- 6.7** The ISO rating is on a scale of 1 to 10 with 1 being the best. The City of Patterson has a Class 02/2Y rating from ISO.
- 6.8** The Fire Department has an automatic aid agreement with West Stanislaus Fire Protection District service area. The Fire Department has mutual aid agreements with neighboring fire agencies located within Stanislaus County (including Woodland Avenue Fire Protection District, Salida Fire Protection District, Westport Fire Protection District, and Mountain View Fire Protection District), and CalFire.

Parks and Recreation

- 6.9** The City maintains 98 acres of neighborhood and community parks. Based on the standard of 5 acres per thousand residents identified in the General Plan, the City has a deficit of approximately 7 acres. The proposed Zacharias development would add approximately 16,000 new residents requiring an additional 80 acres of parks and open space which is part of the development plan.
- 6.9** The City also provides extensive recreation programs for children, teens, adults, and seniors. The City provides these programs at the Patterson Aquatic Center, the Walnut Grove Gym, the Hammon Senior Center and City sports fields at the T.W. Patterson Sports Complex.

Water

- 6.10** The City of Patterson relies solely on groundwater from 10 wells located within its service territory. There are two aquifers one shallow above the clay layer and one below the clay layer. The clay layer acts as a seal so that water from the lower aquifer is suitable for drinking.
- 6.11** The City supplies water to 6,888 potable and non-potable connections. The seven potable water wells produce 6,700 gpm while the non-potable wells produce 2,250 gpm.

- 6.12** In 2021, the demand was 4,038 AFY and is expected to increase to 10,156 by 2030. The City has the capacity to serve its residents through buildout of its current general plan horizon. The City anticipates adding another well that would pump 800 gpm in the near future.
- 6.13** While the Subbasin as a whole is overdraft, the City’s pumping represents only a fraction of the pumping from the basin. The City hired a consultant to conduct an operational yield study. The results of the study showed the operational yield was determined to be approximately 10,000 AFY to 12,000 AFY. It is not expected the City will draw 10,000 AFY until 2030.
- 6.14** The City expects to meet most of its water needs through groundwater supplemented by conservation. The City is investigating groundwater recharge with stormwater and the addition of recycled water for non-potable uses.
- 6.15** The City expects to spend approximately \$260 million in the next 30 years to upgrade its water mains, storage tanks, and add a pump station.
- 6.16** The City has formed its own GSA to respond to the requirements of the Sustainable Groundwater Management Act. The Patterson GSA is part of the Northern Delta-Mendota Groundwater Sustainability Plan (GSP) area. The GSP outlines the management policies of the GSA for the area within the City limits and other GSAs in the planning area. The North and Central Delta-Mendota GSP was submitted prior to the January 31, 2020 deadline. However, it was rejected by the Department of Water Resources in January 2022 and was given 180 days to address the identified deficiencies. These deficiencies include: (1) The GSPs did not use the same data and methodologies, (2) The GSPs did not establish common definitions of undesirable results in the Subbasin, (3) The GSPs in the Subbasin did not set sustainable management criteria in accordance with the GSP Regulations and 4) The management areas established in the Plan did not sufficiently address the requirements specified in 23 CCR § 354.20.

Each deficiency has been addressed in the common chapter and in the supporting documents for the Northern and Central Delta-Mendota GSP and sent to DWR for approval in July 2022. As of November 2022, there is no status on the approval of the GSP amendments.

Wastewater

- 6.17** The City’s wastewater system consists of a sewer system and Water Quality Control Facility (WQCF) that processes the effluent. The sewer system has sufficient capacity to accommodate buildout of the General Plan that would include the proposed development.
- 6.18** The City also has a contract with the Diablo Grande Community to process effluent from their sewer system as well.
- 6.19** The WQCF facility is permitted at 2.25 MGD and reliable capacity is 1.85 MGD. Current average daily flows are at 1.39 MGD. The City has plans to increase capacity by 1.25 MGD near term and another 1.75 MGD long term. The increase capacity will be able to treat additional demands required to comply with the contract with Diablo Grande and projected growth.

Solid Waste

- 6.20** The City contracts for solid waste services with Bertolotti Disposal. Waste is ultimately sent to the Fink Road Sanitary Landfill, which is currently at 50 percent capacity. There is sufficient capacity through 2023.

Public Works

- 6.21** The City's Public Works Department maintains approximately 75 miles of roadways that includes 8.4 percent arterials, 30.3 percent collectors and 61.3 percent local residential streets. The PCI is a measure of the condition of the roadways. The 2013 study found that the roadway network averaged a PCI of 70 which is considered good to excellent. The study estimates it will cost in excess of \$59 million over the next 20 years to maintain that condition.
- 6.22** The Public Works Department is also responsible for the storm drainage system. The most significant storm drainage systems that serve urban runoff within the City of Patterson are the Salado Creek storm drainage system and the Walnut/Sycamore storm drain system. Ultimately stormwater finds its way to the San Joaquin River.
- 6.23** In 2017, the City reviewed the Storm Drainage Master Plan which concluded that the system has additional capacity, however there were a dozen areas that needed improvements. The most notable need is to the 96-inch cast-in-place concrete pipe that drains to Salado Creek.

7: FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

The City provides both general government services and enterprise services. The general government services such as law enforcement, fire and emergency services, and parks and recreation are funded through a combination of property tax, sales tax, and charges. Enterprise services are for water, wastewater, and solid waste collection are funded through direct charges to the landowner. The FY 2020/21 budget is \$75.4 million, including \$22 million for General Fund operations, \$23.3 million for enterprise funds and \$30 million for other funds and capital improvements.

7.1 – General Fund

In FY 21, the City Council adopted a general fund budget of \$22 million in expenses and \$21.8 million in revenues. The expenses represent an increase of \$2.5 million due to increase in increase in transfers out to the Capital Improvement Project Fund. The \$21.8 million represents an increase from the previous year of \$2.3 million to inter-government revenues.

Table 7-1 shows revenues and expenses for the most recent 5 years, FY 15-FY19. The table shows revenues have exceeded expenses in all but one of the five years. Should there be a shortfall the City transfers funds from the fund balance. The City’s fiscal policies require that restricted funds be used first if the expense is incurred for purposes for which both restricted and unrestricted fund balances are available. When expenditures are incurred for purposes where only unrestricted fund balances are available, the City uses unrestricted resources for expenses in the following order, committed, assigned, and then unassigned.

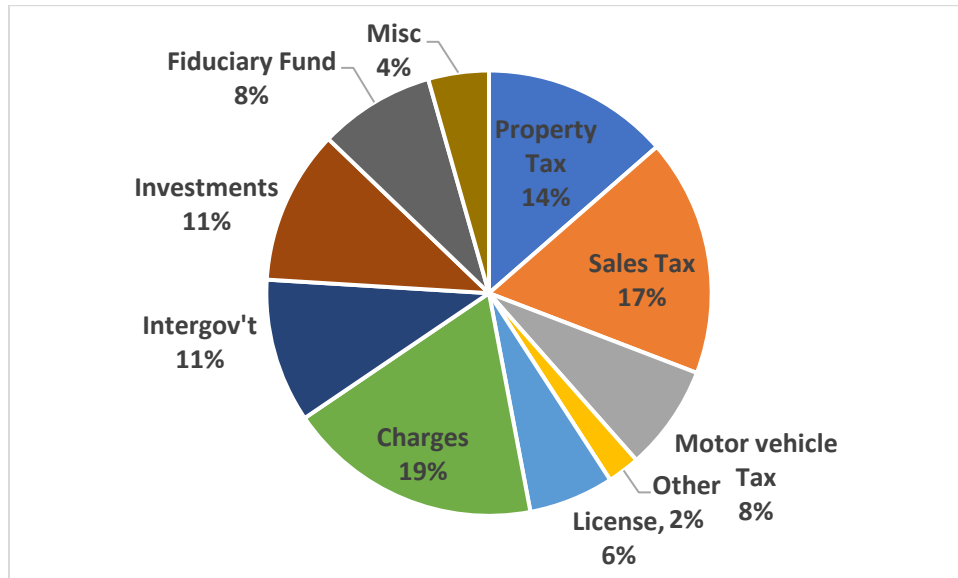
Table 7-1: General Fund Revenue and Expense FY 15–FY 19

	2015	2016	2017	2018	2019	2020	2021
Total Revenues	23,731,091	29,143,959	25,491,893	28,587,975	30,394,839	33,699,801	37,512,511
Total Expenditures	21,265,172	22,298,601	23,140,523	27,735,597	30,774,276	30,970,188	29,459,366
Net Change in Net Position	\$2,465,919	\$6,845,358	\$2,351,370	\$852,378	(\$379,437)	2,729,613	8,053,145

Source: City of Patterson 2016,2017,2018d,2020a.

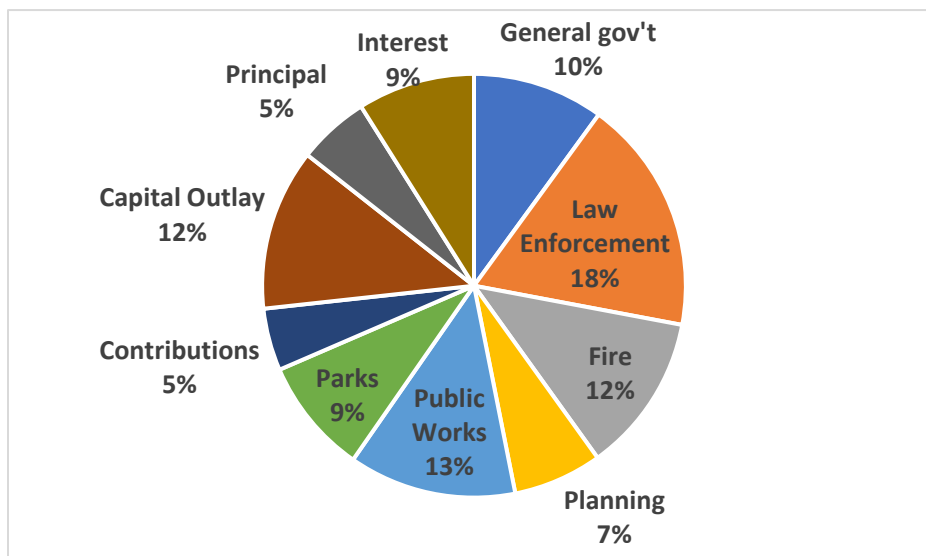
Exhibit 7-1 shows average percentage of general fund revenue sources for the 10 year period FY 10 to FY 19. The average provides a fairly robust indication of the proportions of revenues sources that can be extrapolated beyond FY 19. The largest sources are charges for services followed by sales tax and property tax.

Exhibit 7-2 shows the allocation of general fund expenses over the same 10 year period. As with revenues, the proportions are fairly robust and can be extrapolated beyond FY 19. The exhibit shows that Law Enforcement, Public Works, and Fire account for nearly half the annual expenses.



Source: City of Patterson 2017a, 2018d, 2020a

Exhibit 7-1: Average General Fund Revenue Sources FY 10 to FY 19



Source: City of Patterson 2017a, 2018d, 2020a

Exhibit 7-2: Average General Fund Expense Allocation by Source FY 10 to FY 19

Long-Term Debt

Table 7-2 shows the debt was accumulated primarily in revenue bonds, which accounted for most of the debt. There were also capital leases and some settlement payments. In 2021, the City owed nearly \$67 million.

Table 7-2: Long-Term Debt General Fund

Governmental Activities:	2017	2018	2019	2020	2021
PPFA 2013 Heartland Ranch Revenue Bonds	\$3,917,488	\$3,531,771	\$3,134,422	\$2,725,976	\$2,292,005
PPFA 2013 Series A Revenue Bonds	63,380,000	61,278,881	59,777,347	58,705,000	56,419,259
Less: bond discount	(739,585)	–	–	(654,187)	–
PPFA 2013 Series B Revenue Bonds	6,160,000	6,030,000	5,890,000	5,740,000	5,575,000
Capital leases	128,967	97,979	66,169	33,518	0
Settlement payable	364,000	364,000	364,000	364,000	364,000
Compensated Absences	394,320	409,006	355,174	468,489	512,606
Total governmental activities	\$73,605,190	\$74,140,637	\$71,890,230	\$69,555,626	\$67,200,852

Source: City of Patterson 2018d, 2020a

Reserves

The City’s adopted budget maintains 63.47 percent of General Fund reserve in FY2022-23. The City was able to maintain the General Fund operating budget reserve through both Federal and State grant revenues and cost reduction without reducing services. Table 7.3 shows the City was able to maintain minimums, exceed Government Finance Officers Association (GFOA) requirements, and keep adequate reserves.

Table 7-3: City of Patterson Reserves Actual and Projected

Description	Amended Budget 2019-20	Proposed Budget 2020-21	Amended Budget 2021-22	Adopted Budget 2022-23
TOTAL EXPENSES—FUND 100	\$19,571,136	\$22,057,710	\$23,590,509	\$28,659,450
16.67% GFOA Recommended Reserve	\$3,262,508.41	\$3,677,020.19	\$3,932,538	\$4,777,530
5% Minimum Reserve	\$978,556.81	\$1,102,885.48	\$1,179,525	\$1,432,972
Total City Reserve Level	\$5,125,497	\$4,968,628	\$15,214,614	\$18,189,666
Unassigned	1,379,548	\$1,202,709	\$11,430,386	\$14,398,681

Description	Amended Budget 2019-20	Proposed Budget 2020-21	Amended Budget 2021-22	Adopted Budget 2022-23
Emergency Contingency Fund	3,745,949	\$3,765,919	\$3,784,228	\$3,790,985
Percentage Reserve	26.19%	22.53%	64.49%	63.47%
Source: City of Patterson 2020b.				

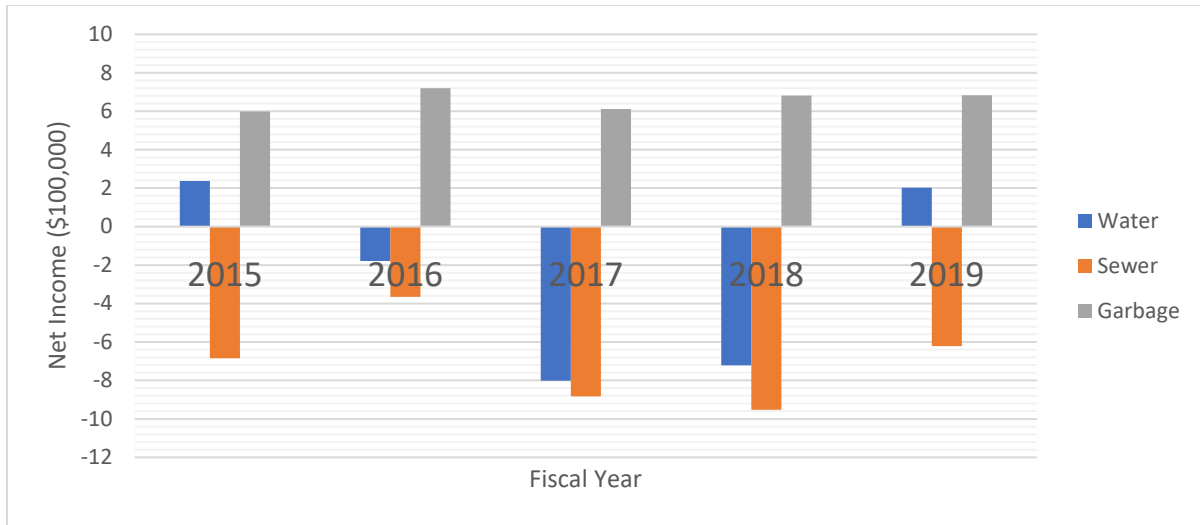
7.2 – Enterprise Funds

The City provides three enterprise fund services, water, sewer, and solid waste collection. The City contracts for solid waste pick up and transport to the County landfill. Table 7-4 shows revenues and expenses for water, sewer, and solid waste services for FY21. In FY21 water service showed nonoperating income loss but overall a positive net income. However, sewer service is provided as a net loss which is indicative of the need for a rate increase. Solid waste services shows a net income.

Table 7-4: Enterprise Fund Revenues and Expenses FY21

Fiscal Measure	Water	Sewer	Solid Waste
Operating Revenues	6,378,759	4,462,018	3,578,144
Operating Expenses	4,514,117	5,349,007	2,774,714
Net Operating Income/(Loss)	1,864,642	-886,989	803,430
Total Nonoperating Income/(Loss)	-514,980	-172,287	5,570
Total Income/(Loss)	1,349,662	-1,059,276	809,000
Source: City of Patterson 2021a.			

Exhibit 7-3 shows the net income for business activities for the period of FY 15 through FY 19. The exhibit shows that solid waste has been positive, that water has been negative up until FY19, and that sewer has a net negative income over the five-year period. The trend indicates that water services needed a rate adjustment as does sewer service. With the water rate study completed in FY18 and implemented in FY 19 the water services showed a net positive income in FY19.



Source: City of Patterson 2020a.

Exhibit 7-3: Net Income for Business Activities FY 15 Through FY19

Long-Term Debt

Interest paid for long-term debt is a major source of nonoperating expenses. Table 7.5 shows the bonds for water and sewer. Also shown is the projected payment for FY2. The payment includes principal, interest, and compensated absences. The Garbage Fund is only compensated absences. In FY21 the City paid \$858,000 to reduce debt. The debt payment represents about 5 percent of total expenses.

Table 7-5: Long-Term Debt Enterprise Functions

Fund	Original Issuance	Balance July 1, 2020	Balance June 30, 2021	Due Within One Year
Total water fund	16,230,000	17,269,352	16,916,312	315,000
Total sewer fund	10,509,702	6,569,527	6,278,768	514,686
Total garbage fund	–	26,388	29,192	29,192
Total business-type activities	\$26,739,702	\$23,865,267	\$23,224,272	\$858,878

Source: City of Patterson 2021.

Rates

Table 7-6 shows rates for a residential customer. The City recently passed a water rate increase and is studying a solid waste increase. Water rates consist of a base rate plus a consumption charge. The City raised water rates beginning in March of 2018 and adopted base rate increases for January 1, 2019 through January 1, 2022. The table shows the March 2018 increase with increases for the base rate of

\$12.27 in 2019 increasing to \$16.79 in 2022. The consumption charge increases from \$1.78 per hundred cubic feet in 2019 to \$2.70 in 2022. Sewer rates are fairly stable over the same period.

The City is reviewing solid waste rates and recently funded a rate study to assess rates from 2019 to 2022. The City is currently working on the garbage rate study to respond to the new regulation of organic green waste. The study incorporates the Consumer Price Index factor over 5 years.

The City is also conducting a Sewer, Water, and Storm Drain Impact Fee Study. The purpose of the study is to align with the requirements and parameters of the recently completed Sewer, Water, and Storm Drain Master Plans.

Table 7-6: Residential Rates–Water and Solid Waste (monthly)

SERVICE	2022	2023	2024	2025	2026
WATER	\$2.70 (Tier 1)	\$2.80 (Tier 1)	\$2.86 (Tier 1)	\$2.92 (Tier 1)	\$3.03 (Tier 1)
	\$3.86 (Tier 2)	\$3.97 (Tier 2)	\$3.97 (Tier 2)	\$4.05 (Tier 2)	\$4.21 (Tier 2)
SOLID WASTE	\$ 38.02	\$ 39.88	\$ 41.83	N/A	N/A
NOTES: ¹ WATER RATES CONSIST OF A BASE \$11.04 PLUS \$1.24 PER 100 CF USED. ² THE AMOUNT SHOWN ASSUMES MINIMUM USE. SOURCE: CITY OF PATTERSON 2014A, 2018B, 2019B, 2020A					

The City recently completed a water rate study and a sewer rate study. The new water rates have yet to be adopted; however, the new residential sewer rates are shown in Table 7-7. Also shown are the special rates for the Community of Diablo Grande.

Table 7-7: Residential Sewer Rates

Rate Type	Current	FY 22/23 Effective Jan. 1, 2022	FY 22/23 Effective July 1, 2022	FY 23/24 Effective July 1, 2023	FY 24/25 Effective July 1, 2024	FY 25/26 Effective July 1, 2025
Flat Rate	\$49.94	\$52.94	\$56.12	\$59.49	\$63.06	\$66.84
Diablo Grande ¹	\$74.91	\$79.41	\$84.18	\$89.24	\$94.59	\$100.26
Source: City of Patterson 2021d. ¹ Diablo Grande Rate is 1.5 times City Residential Rate.						

New development would fund City services through Community Financing Districts.

Capital Improvements

The City’s Engineering, Building and Capital Projects Department includes the Capital Projects Division. The Division is responsible for the short and long range planning, design, and construction of capital

projects. The accumulation of Measure L revenue provides the funding source to the street capital projects that are set to begin upon completion of various water capital pipeline projects.

During the water rate study, the City incorporated the 5-year long range CIP. The City will begin the improvement of the water line projects, clarifier replacement project and street projects to enhance and improve the quality of the water, sewer, and streets infrastructure.

The City maintains a short term, 1-3 years, and long-term, 3+ years, CIP. Table 7-7 shows capital improvements allocations for FY 21 and their funding sources.

Table 7-8: Capital improvement Projects FY 21

Service	Expenditures	Funding Sources
Streets	\$7,907,682	Impact fees, ATP Grant, Gas Tax, LTF, CMAQ, Urban Greening Grant, Cal Recycle Grant, Measure L
Sewer	\$3,131,162	CFD2005-1 Business Park, SRF Loan, O&M Funds
Water	\$2,877,250	2019 Water Revenue Bond Proceeds
Storm Drain	\$495,000	Storm Drain Fees
General Government	\$1,474,475	CFD 2001-1 WPFA-LOB Bond Proceeds, Public Safety Impact Fees
Total	\$13,008,319	

Source: City of Patterson 2020b.

Other Postemployment Benefits

The City’s total OPEB liability for FY2020/21 was \$12,997,781. The general fund activities included \$8.98 million and enterprise fund activities accounted for the remaining \$4.02 million. In FY2020/21 OPEB liabilities increased by \$710,116.

DETERMINATIONS:

- 7.1** The City provides both general government services and enterprise services. The general government services such as law enforcement, fire and emergency services, and parks and recreation are funded through a combination of property tax, sales tax, and charges. Enterprise funds are water, sewer, and solid waste. Enterprise funds are primarily funded through charges.
- 7.2** The FY 2020/21 budget is \$75.4 million, including \$22 million for general fund operations, \$23.3 million for enterprise funds and \$30 million for other funds and capital improvements. The main source of general fund revenues are charges averaging 19 percent, while property tax 14 percent and sales tax average 17 percent. The main sources of expenses are law enforcement at 18 percent, public works at 13 percent, and fire at 12 percent.

- 7.3** In FY2021, the City had nearly \$67 million in long-term debt. Debt was accumulated primarily in revenue bonds.
- 7.4** In FY 2018-19, the City anticipates spending approximately \$7 million on general fund capital improvements, \$5 million on streets and \$2 million on general government.
- 7.5** A comparison of operating revenues and expenses for the period FY15 thru FY19 showed a deficit for water and wastewater. The City conducted a water rate study in 2018 that showed the need for a rate increase. The increase took effect in 2019 which resulted in net income. An updated study was conducted and approved by the City Council in April 2022.
- 7.6** The deficit for wastewater was addressed through a rate study which proposed rate increases to eliminate the deficit. New rates were adopted through FY 25/26.
- 7.7** For solid waste services, the major expense is the contract for collection and transfer. Since the City does not own the equipment there is no depreciation cost.
- 7.8** Long-term debt for water and sewer are in the form of bonds that totaled \$15 million in FY 2018- 19.
- 7.9** In the FY 21 budget the City has allocated approximately \$13 million for capital improvements. Of that \$5.9 million is allocated to the water and sewer system.
- 7.10** The City's total OPEB liability for FY2020/21 was \$12,997,781. The general fund activities included \$8.98 million and enterprise fund activities accounted for the remaining \$4.02 million. In FY2020/21 OPEB liabilities increased by \$710,116.

8: STATUS AND OPPORTUNITIES FOR SHARED FACILITIES

The City works cooperatively with several State and local agencies. The City shares Fire Station No. 1 with West Stanislaus County Fire Protection District. The City also works with the Del Puerto Health Care District which provides ambulance services to Patterson and surrounding communities by assessing an impact fee on new development for capital improvements. The Health Care District operates the Health Center at 1108 Ward Avenue in Patterson.

The Fire Department has an automatic aid agreement with West Stanislaus Fire Protection District service area. The Fire Department has mutual aid agreements with neighboring fire agencies located within Stanislaus County (including Woodland Avenue Fire Protection District, Salida Fire Protection District, Westport Fire Protection District, and Mountain View Fire Protection District), and CalFire.

In 1998, the City contracted with the Stanislaus County Sheriff's Department for law enforcement services, forming the Patterson Police Services division of the Stanislaus County Sheriff's Department. The Patterson City Council, through its City Manager, provides local direction and control of the department, allowing the City to enjoy all the benefits and resources of the Sheriff's Department.

The City shares its WQCF capacity with the Community of Diablo Grande. The City is looking to upgrade the WQCF so that it can produce recycled water to help alleviate the demand for irrigation water. The City of Patterson has a Memorandum of Understanding with WHWD to accept sewer flows up to 750,000 gpd from the Diablo Grande Community.

The City also uses the Fink Road Sanitary Landfill in Crows Landing with other communities in Stanislaus County.

One measure of management efficiency is whether the agency develops plans for delivery of services. The City generates a number of plans and studies. They include CIP's, water master plan, sewer master plan, and an annual budget. The City's Sewer, Water, and Storm Drain Master Plans were all completed in 2019. The City has a strategic plan which is used as a guide for the budget and various City programs.

DETERMINATIONS:

- 8.1** The City works cooperatively with a number of neighboring agencies. It has a contract for law enforcement with the Stanislaus County Sheriff. It shares a fire station with the West Stanislaus County Fire Protection District. It has an MOU with the WHWD to accept sewage from the Community of Diablo Grande. In addition, the City disposes of solid waste at the Fink Road Sanitary Landfill, as do other communities in Stanislaus County.
- 8.2** The City exhibits management efficiencies through developing plans for service. They include CIP's, water master plan, sewer master plan, and an annual budget.

9: ACCOUNTABILITY AND GOVERNMENT STRUCTURE

Patterson is a general law city as opposed to a charter city. Patterson has Council-Manager form of government. The City is governed by a five member Council, including the Mayor, elected by district to four year staggered terms. The Mayor is elected at large separately to a 2-year term. Council members receive a stipend. The FY22-23 budget has allocated Council members \$26,928 for stipends.

The Council meets regularly on the first and third Tuesday of the month at 7:00 p.m. Meetings are noticed according to the Brown Act. Because of COVID-19 outbreak, meetings are held in a hybrid format with a virtual option, following the guidelines contained in the Governor’s Executive Orders that modify the Brown Act.

The City also communicates with residents through a quarterly newsletter. The newsletter includes articles from each of the City departments that might provide residents useful information about programs and upcoming events in the City during that quarter. The newsletter provides contact information for City departments.

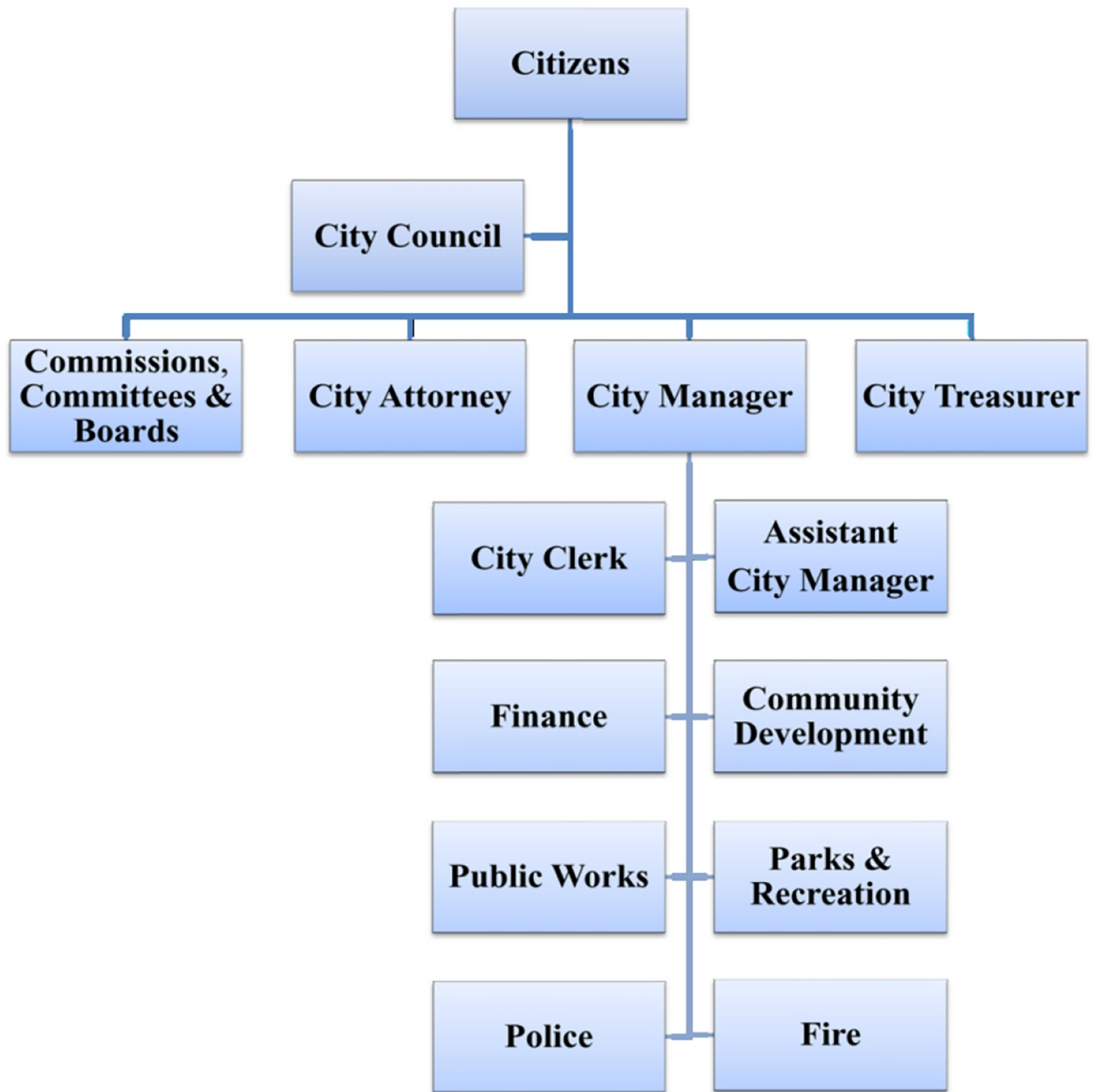
The City also operates and maintains a website. The website provides information about City operations, provides agendas and staff reports for City Council meetings. On the website residents can view key reports such as the strategic plan, the annual budget, the annual comprehensive fiscal analysis, the general plan, and City ordinances.

The City involves local residents through a number of boards and commissions. The City Council makes appointments to the boards and commissions shown in Table 9-1- as well as the length of their terms.

Table 9-1: Patterson Boards and Commissions

Board/Commission	Number of Members	Length of Term
Planning Commission	5	2 years
Parks Recreation and Beautification Commission	5	2 years
Economic Strategic Commission	5	2 years
Senior Center Board of Directors	5	2 years
Turlock Mosquito Abatement District	1	4 years
Source: City of Patterson 2018c.		

The City operates with a staff of 129 full time staff augmented by 126 part-time positions. That represents a decrease from previous years in part-time staff. The reduction was due the current pandemic which has caused loss of revenues. Exhibit 9-1 shows the City’s organizational chart.



Source: INDIGO. Hammond & Playle Architects LLP, 2014.

DETERMINATIONS:

- 9.1** The City is a general law city and operates under a Council-Manager form of government. The City Council consists of four councilmembers elected by district to 4-year staggered terms and a Mayor elected at large to a 2 year term. Council members receive a stipend.
- 9.2** The Council meets regularly on the first and third Tuesday at 7:00 p.m. Meetings are noticed according to the Brown Act. Because of COVID-19 outbreak, meetings are held virtually, following the guidelines contained in the Governor’s Executive Orders that modify the Brown Act.
- 9.3** The City communicates with residents via its website and a quarterly newsletter. The newsletter highlights community activities as well as activities of each of its departments.
- 9.4** Residents have the opportunity to be involved through four boards and commissions that includes the Planning Commission, Parks Recreation and Beautification Commission, Economic Strategic Commission, and the Senior Center. The City also has a resident on the board of the Turlock Mosquito Abatement District.
- 9.5** The City is currently staffed by 129 full time augmented by 126 part-time employees. No new positions are anticipated for FY 21.

10: MATTERS RELATED TO EFFECTIVE/EFFICIENT SERVICE DELIVERY, AS REQUIRED BY COMMISSION POLICY

As the intent of this service review is to support an annexation of the proposed Zacharias development, three LAFCO policies would potentially affect service delivery. Policy 21 applies to development of vacant or underutilized land prior to annexation of additional territory. Policy 22 is related to agricultural preservation. The section on spheres and annexation policies is also relevant.

Policy 21 is the vacant lands policy and describes the desire to encourage the development of vacant or underutilized lands before considering additional annexation and development. In addition, it requires that annexations of undeveloped or agricultural lands show urbanization is imminent and that urban development is contiguous with existing or proposed development.

Policy 22 is the Commission's Agricultural Preservation Policy adopted in 2012. The premise of the policy is that urban development should be proposed, evaluated, and approved in a manner consistent with continuing growth and vitality of agriculture in Stanislaus County. The goals of this policy are consistent with CKH, to guide development away from agricultural lands and to encourage infill development prior to conversion of agricultural lands. In addition, this policy requires consideration of impacts on existing agricultural lands, to minimize the conversion of agricultural lands to other uses, and to promote preservation of agricultural lands while balancing the need for planned orderly development and the provision of services.

Compliance with Policy 22 can be accomplished in part through the CEQA process and also with a required Plan for Agricultural Preservation. The policy identifies strategies to minimize the loss of agricultural lands that include swapping agricultural land from an existing sphere, the establishment of agricultural easements, or a mitigation program of at least 1:1, that is 1 acre preserved for each acre lost. A third strategy would be to adopt a voter approved urban growth boundary. The Policy also provides guidelines for the Commission to approve development of agricultural lands.

The sphere and annexation policy are based on CKH requirements. The policy states that if the annexation is outside the current SOI the annexation proposal must include a sphere review. Consequently, this service review includes an analysis of the five areas that require the Commission to make determinations.

DETERMINATION

10.1 LAFCO's policies on vacant lands, agricultural preservation, and annexation and sphere policies would apply and could affect service delivery. The City of Patterson is surrounded by agricultural land. Future expansion of the City will inevitably occur on agricultural land. The City has historically prioritized developing on nonagricultural lands within the city limits. The City's inventory of undeveloped infill properties for residential development has largely been exhausted, creating the need to annex adjoining agricultural lands. The City's proposed annexation follows logistic and orderly planning principles including the use of hard boundaries (i.e., roadways, canals, etc.) in the interests of promoting compatibility with adjoining agricultural lands not proposed for annexation.

11: SPHERE OF INFLUENCE CONSIDERATIONS

One of the purposes of this MSR is to provide information that will allow the City to request an SOI expansion to include territory in the proposed Zacharias Master Plan Project. The main portion of the project site encompasses approximately 1,226.9 acres and is bounded by Rogers Road (west), Zacharias Road (north), SR-33 and Ward Avenue (east), and existing residential and business park uses (south). A small, non-contiguous 68.7-acre portion of the project site is located at the southern terminus of Baldwin Road and is bounded by the Delta-Mendota Canal (west), the City of Patterson Corporation Yard (north), and agricultural uses (east and south). The remaining portion of the current SOI, as shown in Exhibit 1-1 will remain unchanged. In order to adopt or update a sphere the Commission must make determinations in the following five areas.

Present and planned land uses in the area, including agricultural and open space lands–The Zacharias Master Plan is divided into three areas, East of Baldwin Road, approximately 628.6 acres, West of Baldwin Road, approximately 598.3 acres, and South of Baldwin Road 6837 acres for a total of 1295.6 acres. The area West of Baldwin Road and South of Baldwin Road contains agricultural land. The East of Baldwin Road planning area contains agricultural land west of the PID Canal and rural residential land on the east side. Irrigation canals are present within the East of Baldwin Road and West of Baldwin Road planning areas.

The Stanislaus County General Plan designates the West of Baldwin Road and South of Baldwin Road planning areas as “Agriculture.” The Stanislaus County General Plan designates the East of Baldwin Road planning area “Agriculture” west of the PID Canal and “Urban Transition” east of the canal. The City of Patterson General Plan designates all three planning areas as “Low Density Residential.”

The East of Baldwin Road area is proposed to be developed with 3,666 residential DUs, 505,000 square feet of mixed use, a 14.74 acre school site, 27.09 acres of parks, and 29.17 acres of open space. The area West of Baldwin Road is proposed to include an additional 1,420 residential DUs, 350,000 square feet of commercial, 6,910,000 square feet of industrial and 18.15 acres of parks. The South of Baldwin Road area is proposed to include 395 residential DUs and 5 acres of parks.

Present and probable need for public facilities and services–The proposed project area is currently in agriculture and receives irrigation services from the West Stanislaus Irrigation District, the Patterson Irrigation District, and the Del Puerto Water District. Fire protection is provided by the West Stanislaus Fire Protection District. In addition, the Patterson Cemetery District provides cemetery services. Existing residences in the area are served by on-site wells and septic systems. Upon development the area would require municipal services such as enhanced fire protection, water, wastewater, solid waste collection, stormwater, and street maintenance services. These municipal services are best provided by the City of Patterson.

Present capacity of public facilities and adequacy of public services provided by the agency–The City has sufficient capacity to provide services. The City has a contract with the Stanislaus County Sheriff that could be amended to provide additional sworn personnel as needed to maintain a ratio of 1.1 sworn officers per thousand. The PFD and the West Stanislaus Fire Protection District share facilities and

resources, and are overseen by the same Fire Chief. The Fire Department has mutual aid agreements with neighboring fire agencies located within Stanislaus County (including Woodland Avenue Fire District, Salida Fire District, Westport Fire District, and Mountain View Fire District), and CalFire. The City's water, wastewater, and solid waste service are fee based to allow for expansion of services. The Public Works Department has the capacity to expand services as well.

Social or economic communities of interest–The only community of interest would be the City of Patterson as the area surrounding the City is primarily agriculture and is sparsely populated.

Present and probable need for services to disadvantaged communities–The City of Patterson MHI exceeds the 80 percent threshold. There are no DUCs adjacent to the Patterson city limits.

Expansion of the City's SOI requires a CEQA analysis. The CEQA analysis for the Zacharias Master Plan Project included the proposed changes to the City's SOI and will be relied upon by LAFCo as a Responsible Agency.

12: SUMMARY OF DETERMINATIONS

Population Projections

- 4.1 The City of Patterson had an estimated population of 23,764 in 2019.
- 4.2 The City of Patterson grew at an average rate of 5 percent over that last 19 years. Continued growth is anticipated so that at buildout in 2050 the City would have an estimated population of 66,000.

Disadvantaged Unincorporated Communities

- 5.1 A DUC is defined as an area with a median household income of less than 80 percent of the California median household income. The City of Patterson MHI exceeds the 80 percent threshold. There are no DUCs adjacent to the Patterson city limits.
- 5.2 CKH requires identification of backbone services to DUCs. At present there are no municipal services, however, fire is provided by the West Stanislaus Fire Protection District and water is provided by the West Stanislaus Irrigation District to the area north and west of Patterson, including the area along Zacharias Rd. East and south water is provided by the Patterson Irrigation District.

Present and Planned Capacity of Public Facilities

Law Enforcement

- 6.1 In 1998, the Patterson Police Department contracted with the Stanislaus County Sheriff's Department forming the Patterson Police Services of the Stanislaus County Sheriff's Department. The Patterson City Council, through its City Manager, provides local direction and control of the department.
- 6.2 Services provided include administration, citizen volunteer programs, investigations, patrol, records management, recruitment, specialized enforcement teams, training, and traffic enforcement.
- 6.3 In the 2012 Safety Master Plan, the City plans for growth based on a ratio of 1.1 sworn officers per thousand and 0.4 civilian staff per thousand. At buildout of the general plan the City would require 77.5 sworn officers and 29.5 civilians for a total force of 107. The contract with the Stanislaus County Sheriff allows the City to specify its needed staffing.

Fire and Emergency Services

- 6.4 The City's Fire Department is a combination full time and volunteer department. The Fire Department's sworn personnel consist of the Fire Chief, two Division Chiefs, 21 full-time career firefighters, and approximately 30 volunteer firefighters. The Fire Department staffs two stations 24 hours a day, 7 days a week with career personnel and additional response provided by volunteers.

- 6.5** Between 2012 and 2018, calls for service steadily increased from 1224 to nearly 1700. Of those approximately 73 percent are for medical aid.
- 6.6** The Fire Department indicated that the average response time is 5 minutes, 26 seconds. According to the Patterson General Plan, the goal for average response time for Priority 1 (emergency) calls is 5 minutes for 95 percent of the calls.
- 6.7** The ISO rating is on a scale of 1 to 10 with 1 being the best. The City of Patterson has a Class 02/2Y rating from ISO.
- 6.8** The Fire Department has an automatic aid agreement with West Stanislaus Fire Protection District service area. The Fire Department has mutual aid agreements with neighboring fire agencies located within Stanislaus County (including Woodland Avenue Fire District, Salida Fire District, Westport Fire District, and Mountain View Fire District), and CAL FIRE.

Parks and Recreation

- 6.9** The City maintains 98 acres of neighborhood and community parks. Based on the standard of 5 acres per thousand residents identified in the General Plan, the City has a deficit of approximately 7 acres. The proposed Zacharias development would add approximately 16,000 new residents requiring an additional 80 acres of parks and open space, which is part of the development plan.
- 6.9** The City also provides extensive recreation programs for children, teens, adults, and seniors. The City provides these programs at the Patterson Aquatic Center, the Walnut Grove Gym, the Hammon Senior Center and City sports fields at the T.W. Patterson Sports Complex.

Water

- 6.10** The City of Patterson relies solely on groundwater from nine wells located within its service territory. There are two aquifers: one shallow above the clay layer and one below the clay layer. The clay layer acts as a seal so that water from the lower aquifer is suitable for drinking.
- 6.11** The City supplies water to 6,888 connections. The seven potable water wells produce 6,700 gpm while the non-potable wells produce 2,250 gpm.
- 6.12** In 2013, the demand was 4,432 AFY and is expected to increase to 10,156 by 2030. The City has the capacity to serve its residents through buildout of its current general plan horizon. The City anticipates adding another well that would pump 800 gpm in the near future.
- 6.13** While the Subbasin as a whole is overdraft, the City's pumping represents only a fraction of the pumping from the basin. The City hired a consultant to conduct an operational yield study in 2018. The results of the study showed the operational yield was determined to be approximately 10,000 AFY to 12,000 AFY. It is not expected the City will draw 10,000 AFY until 2030.

- 6.14** The City expects to meet most of its water needs through groundwater supplemented by conservation. The City is investigating groundwater recharge with stormwater and the addition of recycled water for non-potable uses in 2025.
- 6.15** The City expects to spend approximately \$260 million in the next 30 years to upgrade its water mains, storage tanks, and add a pump station.
- 6.16** The City has formed its own GSA to respond to the requirements of the Sustainable Groundwater Management Act. The Patterson GSA is part of the Northern Delta-Mendota Groundwater Sustainability Plan (GSP) area. The GSP outlines the management policies of the GSA for the area within the City limits and other GSAs in the planning area. The Northern and Central Delta-Mendota GSP was submitted prior to the January 31, 2020 deadline. However, it was rejected by the DWR in January 2022 and was given 180 days to address the identified deficiencies. These deficiencies include: (1) The GSPs did not use the same data and methodologies, (2) The GSPs did not establish common definitions of undesirable results in the Subbasin, (3) The GSPs in the Subbasin did not set sustainable management criteria in accordance with the GSP Regulations and (4) The management areas established in the Plan did not sufficiently address the requirements specified in 23 Code of Regulations Section 354.20.

Each deficiency has been addressed in the common chapter and in the supporting documents for the Northern and Central Delta-Mendota GSP and sent to DWR for approval in July 2022. As of November 2022, there is no status on the approval of the GSP amendments.

Wastewater

- 6.17** The City's wastewater system consists of a sewer system and Water Quality Control Facility (WQCF) that processes the effluent. The sewer system has sufficient capacity to accommodate buildout of the General Plan that would include the proposed development.
- 6.18** The City also has a contract with the Western Hills Water District to process effluent from their sewer system as well.
- 6.19** The WQCF facility is permitted at 2.25 MGD and reliable capacity is 1.85 MGD. Current average daily flows are at 1.39 MGD. The City has plans to increase capacity by 1.25 MGD near term and another 1.75 MGD long term. The increase capacity will be able to treat additional demands required to comply with the contract with Diablo Grande and projected growth.

Solid Waste

- 6.20** The City contracts for solid waste services with Bertolotti Disposal. Waste is ultimately sent to the Fink Road Sanitary Landfill, which is currently at 50 percent capacity. There is 7.1 million cubic yards of remaining capacity.

Public Works

- 6.21** The City's Public Works Department maintains approximately 75 miles of roadways that includes 8.4 percent arterials, 30.3 percent collectors and 61.3 percent local residential streets. The PCI is a measure of the condition of the roadways. The 2013 study found that the roadway network

averaged a PCI of 70 which is considered good to excellent. The study estimates it will cost in excess of \$59 million over the next 20 years to maintain that condition.

- 6.22** The Public Works Department is also responsible for the storm drainage system. The most significant storm drainage systems that serve urban runoff within the City of Patterson are the Salado Creek storm drainage system and the Walnut/Sycamore storm drain system. Ultimately stormwater finds its way to the San Joaquin River.
- 6.23** In 2017 the City reviewed the Storm Drainage Master Plan which concluded that the system has additional capacity, however there were a dozen areas that needed improvements. The most notable need is to the 96-inch cast-in-place concrete pipe that drains to Salado Creek.

Financial Ability of Agencies to Provide Services

- 7.1** The City provides both general government services and enterprise services. The general government services such as law enforcement, fire and emergency services, and parks and recreation are funded through a combination of property tax, sales tax, and charges. Enterprise funds are water, sewer, and solid waste. Enterprise funds are primarily funded through charges.
- 7.2** The FY 2020/21 budget is \$75.4 million, including \$22 million for general fund operations, \$23.3 million for enterprise funds and \$30 million for other funds and capital improvements. The main source of general fund revenues are charges averaging 19 percent, while property tax 14 percent and sales tax average 17 percent. The main sources of expenses are law enforcement at 18 percent, public works at 13 percent, and fire at 12 percent.
- 7.3** In FY 2018-19 the City had nearly \$72 million in long-term debt. Debt was accumulated primarily in revenue bonds.
- 7.4** In FY 2018-19, the City anticipates spending approximately \$7 million on general fund capital improvements, \$5 million on streets and \$2 million on general government.
- 7.5** A comparison of operating revenues and expenses for the period FY15 through FY19 showed a deficit for water and wastewater. The City conducted a water rate study in 2018 that showed the need for a rate increase. The increase took effect in 2019 which resulted in net income.
- 7.6** The deficit for wastewater was addressed through a rate study which proposed rate increases to eliminate the deficit. New rates were adopted through FY 25/26.
- 7.7** For solid waste the major expense is the contract for collection and transfer. Since the City does not own the equipment there is no depreciation cost.
- 7.8** Long-term debt for water and sewer are in the form of bonds that totaled \$15 million in FY 2018- 19.
- 7.9** In the FY 21 budget the City has allocated approximately \$13 million for capital improvements. Of that \$5.9 million is allocated to the water and sewer system.

- 7.10** The City's total OPEB liability for FY 2017/18 was \$10,697,510. The general fund activities included \$7.46 million and enterprise fund activities accounted for the remaining \$3.24 million. In FY 2017/18 OPEB liabilities increased by \$115,849.

Status and Opportunities for Shared Facilities

- 8.1** The City works cooperatively with a number of neighboring agencies. It has a contract for law enforcement with the Stanislaus County Sheriff. It shares a fire station with the West Stanislaus County Fire Protection District. It shares WQCF capacity with the Community of Diablo Grande and has an MOU with WHWD to accept sewage. In addition, the City shares capacity at the Fink Road Sanitary Landfill with other communities in Stanislaus County.
- 8.2** The City exhibits management efficiencies through developing plans for service. They include CIP's, water master plan, sewer master plan, and an annual budget.

Accountability and Government Structure

- 9.1** The City is a general law city and operates under a Council-Manager form of government. The City Council consists of four councilmembers elected by district to 4-year staggered terms and a Mayor elected at large to a 2 year term. Council members receive a stipend.
- 9.2** The Council meets regularly on the first and third Tuesday at 7:00 p.m. Meetings are noticed according to the Brown Act. Due to COVID-19 outbreak, meetings are held virtually, following the guidelines contained in the Governor's Executive Orders that modify the Brown Act.
- 9.3** The City communicates with residents via its website and a quarterly newsletter. The newsletter highlights community activities as well as activities of each of its departments.
- 9.4** Residents have the opportunity to be involved through four boards and commissions that includes the Planning Commission, Parks Recreation and Beautification Commission, Economic Strategic Commission, and the Senior Center. The City also has a resident on the Board of the Turlock Mosquito Abatement District.
- 9.5** The City is currently staffed by 121 full-time augmented by 106 part-time employees. No new positions are anticipated for FY 21.

Matters Related to Effective or Efficient Service Delivery, as Required by Commission Policy

- 10.1** LAFCO's policies on vacant lands, agricultural preservation, and annexation and sphere policies would apply and could affect service delivery. The City of Patterson is surrounded by agricultural land. Future expansion of the City will inevitably occur on agricultural land. The City has historically prioritized developing on nonagricultural lands within the city limits. The City's inventory of undeveloped infill properties for residential development has largely been exhausted, creating the need to annex adjoining agricultural lands. The City's proposed annexation follows logistic and orderly planning principles including the use of hard boundaries (i.e., roadways, canals, etc.) in the interests of promoting compatibility with adjoining agricultural lands not proposed for annexation.

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