
VISION 2020



Manteca, California

"Trend is not Destiny"
-H.L. Mencken

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ACKNOWLEDGEMENTS

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BACKGROUND

In September of 1997, the Manteca Chamber of Commerce and the City of Manteca co-hosted a Business Summit, sponsored by GTE. The purpose was to bring local business and civic leaders together to discuss the strengths, weaknesses, opportunities and threats facing the City and the business community at that time. From that effort came the need for a broad-based plan, or vision, for Manteca's future.

The Manteca City Council appointed 26 individuals to the Vision 2020 Task Force in March of 1998. It was the members' interests, talents, and concerns over Manteca's future that made them especially apt for the job of preparing a Vision for the City. The Task Force was asked to focus its attention on three broad topics; the Downtown Central Business District, economic development issues city-wide, and residential development. The Task Force also included a section called "Community Amenities" to cover various quality-of-life issues.

Twelve meetings of two to three hours each were necessary for the Task Force to complete its task. Each topic was introduced by City staff and the discussions guided by a facilitator. Because the Task Force members were not equally conversant in all the areas studied, background information was provided for each broad topic. For example, some Task Force members may have been experts in local residential development issues, but they may have been unaware of the parking requirements for Downtown businesses. By bringing all members onto the same page, everyone had an equal opportunity to participate. The following measures were taken:

- Tour and history of downtown, including visits to businesses
- Slide show presentation of other cities' downtown businesses districts
- Overview of Redevelopment and the role it plays in the community
- Instruction in the workings of the local economy, including the role of the commercial and industrial sectors and how municipal services are financed
- Slide show presentation of housing and neighborhood styles in Manteca and different styles in other communities.
- Presentation by City Department heads as to their goals for the City, the services they provide, and how their requirements affect development.

Following each meeting, the notes of the discussion were compiled and drafts of each of the components of what would become a Vision were prepared. The Task Force reviewed the components individually, suggesting changes and edits to ensure that the essence of what the Task Force said was captured within the

document. As a group, the Task Force endeavored to reach a consensus on critical issues. In the end, while the words were written by City Staff, the sum and substance of the Vision is the Task Force members'.

Considering the pace of the Task Force effort and the number of meetings held in such a short time, the overall attendance and level of participation was excellent.

Y2K: The Year 2000 Computer Problem

Although not part of its overall Vision, the Task Force felt it was important enough to include a note of caution concerning the short term issue known as the "Year 2000 Date Problem" or "Y2K". The problem stems from the programming of hardware components and software which have a 6-digit date function rather than 8-digit, and the inability of these components and programs to read the correct date when the clock ticks over to January 1st, 2000.

Although the problem is global in nature, the Task Force wished to call attention to the need to take whatever precautions are necessary and appropriate to protect the interests of the City, its residents, and its businesses. Admittedly, the magnitude of the problem is unknown and even though it is being studied by business and government at every level, and hopefully will pass with minimum disruption, it may be appropriate for the City Council to appoint a technical team to investigate the ramifications that Y2K may have on the City's systems. Such a team would then prepare and manage any necessary contingency plans to assure the reliable operation of such systems as traffic control, water & wastewater, finance, police, fire and other critical areas which utilize computerized components. As one Task Force member put it, "to reach our Vision for 2020 we first have to get beyond 2000."

DOWNTOWN VISION

Vision Statement

Our Vision for Downtown Manteca is:

- To create an authentic downtown primarily to serve the local community and to establish a reputation as an attractive destination for visitors passing through or from nearby cities
- A destination consisting of places for families to walk and to eat, to be entertained and to shop for those specialty items and receive the personalized service that is not likely to be found in large shopping malls
- Activities planned year-round to add to downtown's attraction
- At all times a safe place, both in perception and in reality
- A place that is accessible and convenient for motorist and pedestrian, with consolidated parking lots to serve the entire district, and traffic flow that does not create undue congestion
- Attractive and well maintained buildings, with improvements that create a theme or a sense of unity and harmony of design
- Amenities to improve the overall attractiveness of the Downtown area, including attractive alley treatments, more appropriate trees and landscaping for public areas, better lighting, and signage for parking and other public information
- A location for the Police Station or a Substation, future City Hall expansions, and other uses which increase pedestrian usage of the area.

Downtown Parking and Circulation

Downtown should serve as a destination rather than a through-route, and should be easily accessible by motorists, pedestrians, and public transportation. Traffic circulation should flow in and out of the downtown area with relative ease.

Current policies established for commercial activities city-wide require on-site parking for any new business development or a change in use. In Manteca's downtown, where lots are small and there is little or no building setbacks, this requirement often stifles new business activities. To encourage development that reinforces the spirit of downtown, such as retail, restaurant and entertainment, individual business and property owners should be offered an alternative to the existing requirement. To accomplish this, the City should take the initiative to acquire lots that will serve downtown's long-term parking needs, and are of adequate size and shape to accommodate parking structures, if and when parking demand dictates. Such parking, if strategically located, could serve community needs for downtown businesses, library expansion and commuter ride-share.

Program Recommendations:

- The City should acquire strategically located sites for parking to serve both commuters and downtown shoppers. Primary vehicular access to these lots should be through streets on the perimeter of the Downtown core area, such as Center or Moffat.
- The City should consider the acquisition of a site downtown for a multi-modal transit station. The site would serve a dual purpose as parking for visitors and travelers and would reinforce downtown activity.
- With a commitment to City-owned lots, the City should enact a policy change to relieve downtown businesses and property owners from the obligation to contribute to the provision of additional parking, except if a building is to be developed or expanded.
- Maintain two-way traffic on Yosemite Avenue, but utilize technology in street signals to allow traffic to move into and out of downtown more efficiently and conveniently.
- In conjunction with a plan to facilitate traffic flow, a long-term strategy should be considered for the movement of traffic over or under the railroad in one or two key locations. This should not occur, however, on Main or Yosemite in the vicinity of downtown, but possibly along streets such as Center or Union.

Authentic Downtown

Factors that contribute to the authenticity of downtown include rehabilitation activities to restore the charm of older buildings that have architectural details not ordinarily found in contemporary buildings. Design of newer buildings or additions downtown should maintain a similar scale and design. To the extent possible, buildings should be continuous along the street, generally constructed without setbacks, except to the extent those setbacks reinforce the pedestrian activity, such as for outdoor dining.

Retail and service uses downtown should be of a type and quality that would primarily attract local residents, but also those of surrounding communities. Downtown should be a place for families to shop, eat, walk, and be entertained. Specialty shops, providing unique items and personalized characteristic of the traditional small community should be encouraged to locate downtown.

Supporting uses such as the Post Office, Manteca Library and Library Park are important contributors to the vitality of downtown. Other uses which tend to attract more people to the area, such as offices and residences, and more particularly the Manteca Police Station or a Police Substation and some City services should also locate downtown. County, State and Federal government offices would also add to the vitality of downtown. Downtown second floor residential usage does not currently represent the highest and best use of these units. The second-floor units above the existing stores should be rehabilitated.

Program Recommendations:

- Adopt design standards and/or a theme for downtown to guide the rehabilitation of older buildings and to maintain design compatibility between new buildings and the architecture of older buildings.
- Provide business development loans to facilitate and encourage the purchase of downtown properties by business owners who will operate their businesses there.
- Provide loans to businesses or property owners for such upgrades as façade improvements, signage and awnings, expansions and renovations.
- Develop a marketing program designed specifically to attract and maintain key retail and service establishments and other uses which lend a unique quality and enhance the authenticity of downtown.
- Any downtown parking structures should have commercial uses built into them at the street level along the commercial frontage.
- Establish as needed and vigorously enforce codes which will serve to rehabilitate and upgrade the living areas above existing stores in the Downtown.
- Manteca Police Station or a police substation should be located downtown to provide the department with the added space it needs and to increase security and foot traffic in the area.
- The City should consider adopting a policy that, moves some City offices downtown, when appropriate, to bring more activity to the area.
- Encourage, when possible, the location of local, county, state, or federal offices to downtown.

Downtown Pedestrian Design

Pedestrian traffic should be encouraged, not only by designing areas used by pedestrians to be protected from the weather, winter or summer, but also by having landscaping to the rear of stores and outdoor dining areas to the rear of restaurants as well as to the front. A network of weather-protected pedestrian routes should be developed along downtown streets and from parking lots to stores and restaurants using trees, awnings and canopies. Outdoor dining should be situated and designed in a way that minimizes the feeling of sitting along a main thoroughfare or next to a parking lot.

Parking lots should be designed and landscaped so that a pedestrian does not feel he or she is crossing an asphalt desert to get to his or her destination. Street trees should be of a variety, size, and spacing to allow signage to be seen from the street. A signage program should be designed with street trees in mind to be both visible from the street and complementary to the design of the buildings.

Street lighting should reinforce the scale and detail of the buildings and should be constructed at a height designed primarily to illuminate walking areas, rather

than at a height that illuminates the tops of trees and shine into the windows of residences above the stores. Street and alley lighting should be of a brightness that allows for evening and night use of the downtown, and provides a measure of safety and security.

Program Recommendations:

- Establish a public and parking signage program to create a sense of unity and signs that are readily visible.
- Establish a program of streetscape improvements to complement the purpose of downtown as a pleasant place, such as large shade trees with root control along the street, better street lighting for safety, sitting areas, landscaping, and trash receptacles.
- Design a program of alley enhancements for pedestrian traffic and to create attractive entrances to the rear of businesses and parking areas, to include landscaping, lighting, trees and graphic design.
- Manteca's Downtown should have a focal point, such as a clock or a fountain, which would serve as a landmark and give a sense of pride and identity to the Downtown business district. A focal point could potentially be located at the corner of Yosemite and Main streets and funded, in part, by community organizations and service clubs.

ECONOMIC DEVELOPMENT VISION

Vision Statement

Our Vision for economic development is:

- to take the initiative to capture the high tech, light manufacturing industry and back-office operations opportunities of the 21st century as they move toward the San Joaquin Valley
- to draw upon Manteca's agricultural heritage and its strengths as it builds a labor force of increasingly diversified skills
- to serve Manteca's needs to reduce the commute demands current employment opportunities place on residents and their families, and to provide durable, head-of-household employment opportunities
- to strengthen the City's commercial areas by expanding the demand for goods and services that can be provided within the community. This is accomplished by increasing the daytime population through the provision of employment opportunities closer to home
- to work within the community's financial and environmental constraints.

Head-of-household jobs are those which, given the cost of living in the area, a family could sustain itself on a single income. These opportunities will serve to strengthen the family by reducing the reliance upon daycare and the length of commutes to work. The prospect of a wide range of career opportunities will also provide a tangible future for our children and an incentive to continue their commitment to, and investment in Manteca for future generations.

Industry Type

We believe that the type of industry we choose to pursue will define the character and desirability of our community. Manteca should recognize its potential and its limitations with respect to its ability to accommodate business and industry that does not overburden our environment or our infrastructure. Due to the limited industrial land available in Manteca, we should seek to attract industry that provides the greatest benefit per unit of land. To that end, we should establish guidelines to evaluate potential industries, so that we can use our limited resources and incentive programs wisely. These guidelines may include such factors as jobs per square foot created, or the impact upon sewer, water and highways, or the extent to which jobs are fully benefited.

Manteca should build upon what it does best, targeting and attracting industry that is related to existing industrial sectors. By doing so, we can grow into the 21st century and diversify the local economy while building upon our strengths. For example, like most communities in the San Joaquin Valley, Manteca has strong ties to agriculture and farming. To build on our past while looking to the future, Manteca should focus its marketing efforts on industry related to the

agricultural sector, such as agricultural biotechnology, seed enhancement, food packaging, and food processing equipment manufacturing. Additionally, because we are able to provide a family city environment for Manteca's increasingly skilled labor force and a lower cost alternative to nearby high tech markets, we should also seek to locate industry expansions from the Bay Area and Silicon Valley, and the satellite industries that they generate.

Economic Development Strategy

In a highly competitive market, we must

- be selective as to the industries we wish to attract
- identify the locations in the community where we will concentrate our efforts
- tailor our resources to meet the specific needs of the targeted industries
- mobilize a team of individuals whose participation is essential to guarantee results
- actively pursue targeted industries.

In a competitive environment, prospective industries need to deal only with communities with sites that are suitable for their needs and ready for development. Communities that are not on a par are usually eliminated from consideration before they have any opportunity to tell their story. This is particularly true in areas that are not yet in high demand, so that there is usually no compelling reason to consider a community that is not fully prepared to accommodate industry's needs.

At the present time, a prospective employer is expected to assume responsibility for the provision of utilities substantially in excess of what he will need to serve his operation with public infrastructure, even if he may someday be reimbursed for the excess. Such measures are inconsistent with an effective economic development strategy to attract full-time, fully benefited (head of household) jobs to the community through the pursuit of industrial prospects that may include the use of fee caps. Similarly, utility companies that provide power and telecommunications are also finding the need to compete beyond their traditional role of responding positively to requests for state-of-the-art technologies and competitive fee structures. Just like the City, the utility companies need to demonstrate leadership by taking the initiative to have the services in place in order to generate serious inquiries.

The developer-driven Public Facilities Implementation Program (PFIP) is not structured for this purpose, but the City, working with the utility companies should supplement the PFIP with a vision-driven industrial development program. If the City were to take the initiative to prepare land for development, we would be in the position of creating value for property owners in specific locations. In order to recover its investment, the City should work with the affected property owners to enter into agreements concerning the conditions

under which the City would extend utilities to these areas. This would assure that the City's industrial development efforts would be competitive, ultimately benefiting both the property owner and the City.

With each passing year, the center of the action moves closer to Manteca, so that it would be appropriate for the City to play a more proactive role during the early stages in anticipation of economic development. Manteca should make an investment in itself to bring specific industrial and business sites within the community to the point where prospective businesses can make cost effective and timely decisions. At the same time, the City must forge a team with the private utility companies, whose participation is essential, if we are to be competitive.

We suggest the following actions for such an effort.

1. Anticipate the demand for industrial growth by developing sites in advance of the business and industry interest.

Manteca should invest in itself by developing infrastructure excess capacity for ultimate build out of industrial areas, as noted above. Development should also include site preparation such as grading, internal streets, sidewalks, curbs and gutters, and advanced telecommunications. However, prior to any development, agreements must be made between the City of Manteca and affected property owners to ensure competitive pricing of industrial land.

2. Restructure the PFIP Fee Cap program to encourage "favored" business and industry and provide no subsidy to those businesses that do not provide a significant benefit to our community.

Using information obtained through the Growth Management process, new business projects can be assigned a quantifiable rating which would determine whether or not a business can be subsidized through fee caps. Additionally, the amount of the fee cap should vary, with the City absorbing more or less of the fees, depending on the benefits to the community. The current uniform fee cap of \$2.00 across the board should be flexible. The determinants to qualify for fee caps should consider such factors as:

- the number of jobs created per gross acre
- quality and benefits of jobs created
- anticipated increase in property values
- demand on infrastructure

Other less tangible or less quantifiable attributes might also be considered when determining the level of fee caps. Such attributes might be:

- a stable employer
- a high profile company whose name would be a benefit for future economic development efforts
- a supplier industry to a local business

- a user of local products

Identification of any of these attributes may permit further reduction in fees. However, the Redevelopment Agency should be given the discretion to scrutinize the merits of specific proposals and adjust the fee cap accordingly.

3. *Economic Development Data Collection*

In an effort to accurately promote Manteca's assets to attract our targeted industries, the City of Manteca and the Chamber of Commerce should collect and maintain data on the labor force, utilities, cost of doing business, and other information that is frequently requested from company officials and site selectors. The City should also look beyond its borders to regional assets that would be an advantage to businesses locating in Manteca. This would include educational and training facilities within a 45 to 60 minute commute and transportation facilities such as the Stockton Metro Airport and the Port of Stockton. The City of Manteca should also promote and support, to the extent possible, these regional assets to ensure that they continue to meet the demands of existing users and become a greater attraction to new business.

4. *Establish an Economic Development Marketing Program*

Awareness of the attributes of our community for economic development purposes can only be created and maintained through a concerted marketing program. This should include supporting the efforts made by the San Joaquin Partnership. However, the City of Manteca should seek to increase the San Joaquin Partnership's effectiveness by more accurately defining our own objectives, so that they concentrate their efforts towards our Vision.

Because of the City's limited resources, we should employ a cost-effective approach to marketing. Once we define the industry types we intend to pursue, we should educate ourselves as to their specific needs, so that we can tailor a Marketing Program to meet their needs. Such a program might include the following:

- Establish a liaison with industry trade organizations or associations to understand what their needs and priorities are, and to begin to establish a communications network within the industry.
- Production of marketing materials, such as brochures and other informational items.
- Direct mail to Owners, CEOs, Vice Presidents, and Corporate Real Estate Officers of our targeted industries.
- Telephone calls to the same.
- Well-designed Internet site focused on economic development.
- Create an Ambassador Program coordinated with the Chamber of Commerce Economic Development Committee to market the City of Manteca for industrial development.

5. *Expand the Business Development Loan Program.*

Lack of capital is a common barrier to economic development. The City should build on its existing Redevelopment program for business loans by increasing the amount set aside for financing, marketing the program, and targeting it towards industry with the greatest opportunity for job creation. The program might also be streamlined to expedite the process for funding enterprise.

6. *Determine the need for and establish, if necessary, a business incubator.*

Building on the talent, ingenuity, and entrepreneurial spirit within the community can be an effective method to enhance the local economy. A business incubator allows entrepreneurs to share resources and costs during those first years when most small businesses fail. An incubator is most successful when there is an economic need, it is focused on a particular industry, it is supported by a public/private partnership, when technical and/or financial assistance is available, and if there are sufficient entrepreneurs to create a beneficial network. If we can determine that these five criteria are met, the City and the Chamber of Commerce should work together towards the development of a business incubator.

Manteca's Industrial Areas

While Manteca currently has one developed industrial park, there are another four industrially-zoned areas in various stages of development. Our focus and priorities for each of the areas, as well as our Vision for Manteca's industrial areas are as follows:

Priority #1 Manteca Industrial Park. Manteca's original industrial park is essentially built out. There are no demands for any infrastructure improvements, but Redevelopment activity may be necessary to improve the blighted conditions on a portion of Wetmore in the north portion of the park. The Industrial Park should be maintained as a haven for small to mid-sized light manufacturing, distribution, and commercial service businesses. To that end, the City's primary economic development focus in this area should be one of retention and expansion. The Industrial Park may also be an ideal location for a business incubator to encourage and assist Manteca's fledgling entrepreneurs. Finally, because of the visibility of this location from the 120 Bypass, high standards for landscaping and maintenance should be considered.

Priority #2 Spreckels Park. Because of its location and the fee cap program that is already in place, the industrial area has generated interest primarily from warehouse/distribution facilities. Infrastructure development is nearing completion, but may require financial assistance if the private sector is unable to do so in a timely manner. Because current development agreements do not stipulate any standards for the industry type (as defined above) our only opportunity to influence the character of Spreckels Park is to focus the City's

immediate marketing efforts to reflect the City's priorities for targeted industries. Finally, Spreckels Park is an area of high visibility from both Highway 99 and the 120 By-pass and, as such, is Manteca's calling card. Although minimum standards have been established in the Development Agreement, every opportunity should be explored to exceed these standards, since architecture, signage, landscaping and property maintenance are extremely important to the image that is created for Manteca.

Priority #3 West Yosemite. Light Industrial area of more than 160 acres east of Airport Way. This site, with its proximity to the A.C.E. commuter station could be a business park with back-office facilities and/or light industry. The vision for this area would be to create an employment center that would generate demand for the use of the A.C.E. train in both directions.

Priority #4 Southwest Manteca Planned Employment Center. Nearly 1,100 acres in the area surrounding the crossroads of Woodward and McKinley. The South Manteca Area Plan defines the PEC as an area that must use at least 51 percent of the land for job generating uses. Our vision for the area is a campus-style high tech business park, surrounded by high-end housing in the style of the Brookside development in Stockton or Spring Creek in Ripon. An additional 500 acres in the area is designated as recreation/open space. Prior to any infrastructure development (which would include a McKinley Interchange with Rt. 120 and flood protection as may be needed), a master plan should be designed for the area in conjunction with the property owners to include the three components; the business park, residential, and recreational uses. The City should also coordinate efforts with GTE to provide the telecommunication infrastructure, and to consider all competitive sources of power, including SSJID to provide electrical power.

Priority #5 West Louise. The 80 acre industrial area on west Louise is zoned for heavy industrial use, but is lacking in infrastructure. Because of the nearby residential areas and concerns regarding the previous users of the site, the future use of the site should be carefully proscribed. Uses that emit strong odors, make excessive noise, or cause dust or other particles blow into neighboring areas should be prohibited. With its excellent rail access, the site would be well suited for fabrication and related uses that require rail service and nearby highway access.

The priorities for industrial development are defined as the order in which the City should focus its resources. These priorities may change as dictated by the interest of the private sector. Prior to development of infrastructure for the purpose of industrial development, a measure of benefits versus the cost should be determined. As stated before, the ultimate goal must be the creation of jobs for our community.

Commercial Development

As one of the City's primary sources of revenue, the City should promote business retention and expansion opportunities throughout the community to keep pace with the expanding population and need for additional city services. A rough analysis to demonstrate the relationship between commercial activities and municipal services indicates that the sales tax the City might receive from a retail facility of approximately 100,000 square feet (or about the size of a Wal-Mart), would be necessary to support two new police officers. Manteca's Community Development Department has estimated that, at the present time, the Manteca loses nearly 25 cents out of every dollar to neighboring communities. This means that we could substantially increase the volume of retail sales in the community if we are successful in capturing the purchasing power of local residents.

A successful economic development strategy would result in an increase in head of household jobs locally, thereby reducing the retail leakage to communities along typical commute paths. This in itself will create greater demand for local retail and commercial services. However, the City should also utilize some of its economic development resources to support existing retail establishments, and provide additional opportunities for new development as the City grows.

A program for commercial development should emphasize infill development and rehabilitation or replacement of deteriorated or obsolescent facilities as an important economic development opportunity. The strip shopping centers and malls outside of Downtown provide for a variety of retail shopping and commercial services not likely to locate Downtown. As the community continues to grow, there will be increased opportunities for these commercial locations to capture retail purchases currently being made outside the community. Revitalization efforts, using such funds as Redevelopment if and when necessary and appropriate, to create attractive commercial areas will offer local residents a reason to shop locally. There may also be opportunities to locate other uses that draw people to these commercial centers, such as commercial recreation activities or community-based events, such as a theater for the performing arts.

Program Recommendations

- The City should include all the commercial sectors of Manteca when implementing its economic development resources, to complement, not compete with the Downtown retail establishments. Retention and redevelopment efforts should be directed to these commercial areas to reduce vacancies, improve the physical appearance of older retail establishments and promote infill development.
- The Business Development Loan Program is available to, but little used by the commercial sectors within the Redevelopment Project Areas. An effort should

be made to promote the program to the business and property owners in the area.

- The City should consider new construction or the rehabilitation of existing structures in older commercial areas when looking for locations for recreation, cultural and social uses.

RESIDENTIAL DEVELOPMENT VISION

Vision Statement

Our Vision for Manteca's residential character and development is:

- To meet the full range of housing needs for Manteca's ever-diversifying population
- To more carefully define how certain residentially-zoned areas shall develop, rather than allowing minimum standards and "cookie-cutter" housing be the norm
- To encourage the creation of residential neighborhoods that are interesting, varied and pleasant, convenient for pedestrians and bicycles, as well as for cars and service vehicles, with good design and amenities which encourage outdoor enjoyment of the neighborhood environment by children and adults alike
- To encourage housing design and style that contributes to the overall ambience of the neighborhood by emphasizing the residential qualities of windows and gardens facing the street, rather than garages and pavement
- To meet the special needs of Manteca's low and moderate income families, first time homebuyers, and seniors through Redevelopment Programs and other housing programs
- To systematically improve the quality of deteriorating housing stock while providing affordable housing through code enforcement and rehabilitation
- To incorporate a zero-tolerance stance on crime, including drug and alcohol abuse, that will protect our image of a family community and the stability of our neighborhoods.

Community Design

The residential neighborhoods in which we live and raise our families are among the most important determinants of our overall quality of life. As Manteca continues to grow over the next twenty years, we believe it is essential to influence and encourage developers and homebuilders to provide the range and quality of homes and neighborhoods that will serve a wide range of consumer preferences. At the same time, we should encourage creativity by developers and homebuilders by seeking to introduce greater flexibility in regulations that tend to inhibit, rather than foster creativity. Manteca's homebuilders are expanding their horizons and are increasingly influenced by designs and styles in more urban areas. The City's regulations for residential development that establish minimum standards, often prohibit designs and amenities that could introduce variety and individuality without sacrificing quality, potentially improving neighborhoods for their residents.

The Planned Unit Development (PUD) zoning, which was created to relax some of the standards in exchange for superior design and for the provision of additional

amenities, has not generally been used for its intended purpose. The PUD should be provided as an incentive for developers to build special neighborhoods. Such standards as lot sizes, setbacks and street widths should be allowed to vary from the conventional standards in a PUD, with the assurance that specific amenities will be provided that more than compensate for any reduction in the conventional requirements. The flexibility offered by PUD should not be restricted to higher priced homes, but should be promoted for all needs; apartments, moderate level housing, where amenities might have a greater impact on the quality of the residential environment. Amenities that might be considered are:

- Detached garages or parking areas located toward the rear of the home, or garages with access from the side, so as to emphasize a residential façade and landscaping facing the street
- Wider, shallower lots that present more of a residential face to the street
- Wrap-around porches on corner lots or architectural detail on two sides of the home
- More variation in subdivision design and housing styles to avoid “cookie-cutter” effect
- landscaping treatment that minimizes the visibility of sound walls and at the entrances to neighborhoods
- Program to construct sidewalks, curbs and gutters in all established neighborhoods.
- Landscaping and parking integrated into the center of cul-de-sacs.
- Off-road pedestrian and bike paths that traverse neighborhoods and provide a direct route to parks, schools and shopping areas
- Grading of properties to produce interesting landforms and water features
- Street trees and parkways that separate sidewalks from the road and provide a canopy effect
- Non-standard street lights appropriate to residential environments, designed and scaled to provide illumination for pedestrians as well as for vehicles
- Homeowners Associations or Landscaping and Lighting Districts to undertake maintenance of landscaping and paths that primarily serve the development for which they were designed, but the City may assume maintenance responsibility for landscaping along arterials, that serve the community at large.
- To be able to support a broader range of community services, it may be appropriate for the City to consider alternate funding sources, such as expanding the scope of the PFIP to include other elements that impact the overall fiscal impact of new development, such as the capital/improvement portion of costs for police, fire, parks, library, etc.
- Louise, Union and Lathrop Roads should be candidates for CDBG program funding, if eligible, or other funding source, to improve the aesthetics and function of the arterial for pedestrians. The City should increase the number of trees and provide landscaping along the arterial sound walls and between

the sidewalk and the street, and look for opportunities to widen the sidewalk for additional landscaping, pedestrian amenities.

- Consider the use of fee caps as an additional incentive for residential development that provides amenities that may serve a broader community purpose. (There are likely to be restrictions on the use of RDA funds to write down these costs, but other funding sources, such as CDBG may be available in certain instances.)

Another challenge that often faces residential designers is the fragmented designs of isolated, smaller parcels. A typical infill development in Manteca is approximately 20 acres in size. Aside from the limited opportunities for creative design, amenities and compatible transitions to adjoining neighborhoods, piecemeal subdivision design may produce a circulation pattern that is confusing for residents, visitors and emergency services. In instances where the overall neighborhood would benefit from coordinated design, the codes should provide additional incentives to developers and property owners to work together. Such "coalition building" toward an overall master-planned development in which 100 or 200 acres might be planned at the same time would create opportunities such as have been identified above, while minimizing the problems. Alternatively, the City should consider the use of Specific Plans to lay out the basic structure of development, irrespective of property ownership, as a means of assuring coordinated development and timely delivery of infrastructure.

In the residential development of certain areas of Manteca (such as the area south of Highway 120), the City should seek opportunities to more clearly define the housing and neighborhood characteristics the community should strive to achieve. This could then be the basis for an alternative to the minimum standards of the R-1 zoning that tend to be replicated throughout the community. Through the use of either the Planning Commission or a design review committee of appointed citizens advisory services could be provided to promote innovative solutions that could be incorporated in PUD designs. Using this approach, opportunities can be created and encouraged to depart from traditional design to create neighborhoods that are unique and distinctive. The purpose would be to offer housing variety that distinguishes Manteca from surrounding communities as a desirable place to live, both for the executive who may be considering a Manteca location for his business, or the family seeking an affordable home in the Family City.

Program Recommendation

Encourage creativity and uniqueness in the design of housing and neighborhoods that offer special amenities for the residents, primarily through the effective use of PUD zoning as an incentive. Offer similar incentives to developers and landowners who work cooperatively to develop large master-planned neighborhoods that will promote Manteca as a special place.

Program Recommendation

Identify locations within Manteca's developing residential areas that offer opportunities to incorporate a variety of housing and neighborhood design features. Expand the scope of the Planning Commission or appoint a design review committee to encourage developers, homebuilders and the various City Departments to seek innovative approaches to the design of homes and neighborhoods and for the provision of amenities that will distinguish Manteca from its neighbors. So as not to be an obstacle to development, the City should establish a policy that encourages innovative design as part of the PUD process and that uses incentives to achieve this goal, rather than to mandate it.

Growth Considerations

Projected population growth in California and San Joaquin County over the next twenty years is dramatic and Manteca is in the path of the anticipated growth. Manteca has adopted a controlled-growth ordinance that attempts to set a pace for residential development by limiting residential development to 3.9 percent of total housing stock per year. Due to the weak real estate market in the early 1990's, Manteca has never approached the growth cap. Accelerated recent housing activity is now approaching the cap.

The growth ordinance was established to assure the City's ability to provide services without allowing the City's standards of living to deteriorate. It also was intended to facilitate a rate of expansion of municipal services and infrastructure that will keep pace with development demands.

But placing reliance upon the growth ordinance as the measure of the quality of life may not be entirely appropriate, if it inhibits the types of development that offers superior design and the provision of amenities that would not otherwise be provided. At a time of accelerated demand for housing, the City is in a better position to encourage the highest quality development. Consequently, the desired forms of residential development outlined above may, in fact, be encumbered by the 3.9 percent cap. In addition, the economies of scale that accompany growth can also add to the quality of services and choices available to residents. For instance, health care, retail opportunities, higher education, professional services and large employers are more likely to locate in a community with the population to support them. Although the ultimate size of the community can adversely affect the characteristics that make Manteca a desirable place to live, growing within our limits can offer a benefit to the services available to residents. The cost for a city to provide its services needs to maintain a balance with the city's ability to generate revenue. By limiting growth rate, we may be limiting business opportunities. In the end, we believe that the quality of life in Manteca is not dictated solely by its growth rate, but by a number of other factors that must be considered as well.

The 3.9 percent growth cap is a useful guide to regulate the rate of growth, but by itself does not strive to improve the quality of development. The Task Force believes that both are important. The growth cap should serve as a guideline, not a mandate. While the 3.9 percent cap should remain intact as a guideline, the City Council should have the ability to review projects on the basis of the specific contribution each will make to the overall quality of life for the community and make a determination on the merits, drawing upon the techniques recommended earlier in this chapter.

Program Recommendation

Amend the 3.9 percent growth ordinance to allow a limited degree of discretion to be used to determine if the community's interests would best be served by exceeding the growth cap. During a year in which the demand for development may exceed the growth cap, the City should evaluate individual projects on their merits.

Special Housing Needs and the Condition of Housing

There are residents of mobile homes who currently live in affordable housing that may not remain affordable with increased land rents and there are under-served populations seeking affordable rentals, such as limited income elderly. There are homes and apartments in Manteca that are in various stages of deterioration and are a blight within the community. We should strive to improve neighborhoods and assist in the maintenance and provision of affordable housing, while eliminating substandard conditions through various means. The primary means of the elimination of blight should be through the enforcement of existing regulations, supplemented with Redevelopment funds, to the extent that such funds may be available for this purpose. For instance, structures not built or maintained according to code, as well as blighting influences such as non-functioning vehicles left to sit indefinitely on a driveway are two situations that are not unusual in Manteca, that lend themselves to enforcement action by the City. The rehabilitation of dilapidated homes should also be a goal of the City and the Redevelopment Agency.

Program Recommendation

Because the quality and appearance of our neighborhoods is of great importance as a cornerstone of neighborhood stability, the City should pursue an ongoing enforcement program to eliminate property violations and to improve and maintain the overall appearance and safety of its neighborhoods. This may require additional funding of personnel for this purpose, but there may be opportunities to enlist volunteer assistance as well. Examples of an expanded enforcement program might involve a combination of a greater staff commitment by existing City department or a volunteer enforcement team that would be given the authority to issue warnings and possibly cite property owners for

violations. Violators should be subject to fines in an attempt to recover some of the costs for the expanded enforcement.

Program Recommendation

The City should embrace programs to create affordable housing opportunities through the rehabilitation of substandard housing stock, bringing together low and moderate-income families and the financing to facilitate acquisition and rehabilitation of these units. It should also seek to provide affordable housing by meeting its inclusionary requirements for affordable housing within market rate developments and through the initiative of non-profit housing organizations, using redevelopment assistance as needed. Such programs might draw upon the resources of the Redevelopment Agency, Habitat for Humanity, various non-profit housing organizations and the obligations of local financial institutions under the Community Reinvestment Act (CRA), and coordinated through the local realtors association.

Program Recommendation

The City should look beyond the traditional mobile home which is too limited, and consider the manufactured home as an affordable housing resource of a more permanent nature for specific segments of the population whose needs are served well by this type of resource. As part of its efforts to upgrade the quality of the existing stock, the City should seek opportunities to upgrade deteriorating "trailer parks" to improve the environment for their residents. The City should also investigate opportunities to facilitate the purchase of the land by the owner of existing mobile homes and prospective manufactured home developments to prevent unrestricted increases in land rents.

Program Recommendation

Multi-family housing opportunities should be available as a safe, affordable housing alternative for Manteca residents. We wish to encourage the development of new apartments and condominiums of higher-density to allow for the availability of affordable housing for all segments of the community.

Recognizing that the maximum density had been reduced to 17 units per acre in the past to preserve the lower density character of the community, there may be benefit to the higher densities under certain limited circumstances. In order to create high quality multi-family housing for families, the City should consider an increase in the allowable density from 17 units per acre to 22-25 units per acre, but only if it can be demonstrated that the development will be of a design that will provide the following:

- safety and security to its residents through such devices as surveillance equipment, proper lighting and wrought iron fencing,
- amenities such as usable open space, landscaping and recreation facilities for families or high speed telecommunications access,
- provisions for maintenance and on-site management, and

- built to a standard of construction intended for low maintenance and durability.

Program Recommendation

To provide the assurance of good water quality and public safety of all its citizens, the City of Manteca should consider the eventual incorporation of all unincorporated "islands" within the City Limits.

Crime Prevention and Enforcement

As citizens of Manteca, one of our fundamental wishes is to live and raise our families in a community that is safe from crime and those activities that tend to destroy neighborhoods and reduce quality of life over time. As the "Family City", we believe a effective policy should be enacted to strengthen the enforcement of criminal activities in Manteca. Simply stated, we will not put up with crime in our neighborhoods.

A policy should be applied and publicized for crime, particularly drug and alcohol abuse. Preventative measures, such as neighborhood watch groups, crime deterrent design for new development (i.e. "defensible space"), and public informational programs should also be enhanced. An important component of a successful program would be a highly publicized campaign by the City and the Police Department which declares the policy, and the follow-up that lends credibility to the seriousness of the City's intent.

COMMUNITY AMENITIES VISION

A healthy, successful community is one that provides more than the basic necessities of life, such as housing, employment, and commerce. It also provides those special amenities that nourish the spirit. As Manteca's population grows and diversifies, the needs of the residents also grow and diversify. The demand for cultural opportunities, recreational and sporting activities, and educational facilities will continue to expand. Manteca should actively encourage and support, as well as provide the leadership and coordination for public and private participation in the development of these cultural, recreational, and educational amenities.

Vision Statement

Our Vision for Manteca encompasses a broad range of activities, programs, talent and facilities that together comprise the amenities that will serve to distinguish Manteca as a place to live and to raise a family. This would include opportunities for passive enjoyment and active participation for all age groups and segments of the population. The City should also reach beyond its borders, so that our efforts not only offer residents greater personal fulfillment and a source of increased pride in their community, but also give others more reasons to think of Manteca as a place to visit and to shop. The Vision for Community Amenities would include the following, each of which should be defined broadly enough to achieve as many of the above objectives as possible:

- An expanded and ongoing commitment to the cultivation of cultural, performing, and visual arts programs and organizations, including the facilities necessary to house them
- The resources to accommodate the needs of regional conferences or conventions
- New and expanded recreation and sporting opportunities to meet unmet demand as well as changing needs
- Creation of the Manteca Library of the 21st Century and expanded post-secondary educational opportunities in the immediate area

Program Recommendation

Translating the Vision for the community's amenities will require an ongoing commitment of highly motivated people representing a cross-section of interests and talent. They need to be willing and able to undertake the following agenda for a broad range of activities involving the arts, recreation and education, presumably with volunteer and staff assistance.

1. Conduct an assessment of what activities the community needs and is willing to support.

2. Prepare a development strategy to establish the priorities, to determine how facilities might be provided, who will manage the activities and where funds will come from to support the programs.
3. Propose an action program to include marketing to the local and regional community.

The *Mayor's Committee on the Arts*, which is an organization formed to foster and encourage the arts and culture within the community, may be an appropriate vehicle to initiate these activities. As the group defines its mission more precisely, it would be appropriate to invite representation from other organizations to join the effort. In order for the committee to have the follow-through capability to be productive, various organizations in the community, both public and private, should be enlisted to support the effort with staff time contributed from various organizations to handle day-to-day activities.

Cultural Amenities

Manteca is home to a number of talented performers, artists and artisans, as well as civic groups dedicated to the expansion and development of the arts. Manteca should encourage and promote the creative and artistic segments of the community as well as from outside the community. Such activities may include the following:

- Live theater
- Musicals or light opera
- Ballet
- Concerts of all musical styles
- Other performing arts
- Gallery showings
- Museums of historical and cultural interest

Program Recommendations

- Manteca should promote the development of a facility that would provide for both live stage entertainment and the visual arts.
- Manteca should encourage, participate in, and support private endeavors to bring arts and culture to the community, and explore the possibility of a municipally or community-supported multi-purpose facility to serve needs not otherwise being met.

Efforts which are currently underway by community organizations and churches to provide for some of these amenities should be supported by the City. Among some of these projects are:

1. a cooperative arrangement between the FESM and the Valley Community Presbyterian Church to allow for the shared use of their facilities for conferences, meetings, and community events;

2. the planned development of a major new church facility for the Crossroads Grace Community Church which may also serve a dual purpose as a community theater, children's theater, and atrium; and
3. an effort to take advantage of the economic benefits of local and regional events by Social, Military, Educational, Religious, and Fraternal (SMERF) organizations has been underway by the Manteca Chamber of Commerce. Most recently a coordinator has been hired to oversee the Chamber's new Visitor and Convention Bureau.

As these and other projects or programs that promote the development of Manteca's arts and cultural enrichment are developed, the City should seek opportunities to encourage and support such activities.

Recreational Amenities

Manteca's commercial recreational needs are served by a few enterprises, such as Oakwood Lake Resort and Manteca Bowl and various health clubs.

Recreational opportunities are also available through the City's Parks and Recreation Department and the Manteca Boys and Girls Club, and the Senior Center.

In addition to providing and maintaining a number of public parks, the Manteca Golf Course and other amenities, the Parks and Recreation Department provides activities and classes for children of all ages and adults. The activities include, among other things, golf, swimming, tennis, basketball, softball, bowling, self-defense, aerobics, gymnastics, dance, theater, music, drawing and painting.

The Boys and Girls Club serves nearly 2,000 children, ages seven to eighteen. They provide six core programs, which are: physical/health, leadership, social recreation, cultural enrichment, personal educational development, and outdoor/environmental. Activities are numerous and include basketball, flag-football, karate, wood shop, a weight room, a teen activity room, drug and alcohol awareness classes, and a free lunch for all children during the summer.

The Senior Center, which is overseen by the Parks and Recreation Department, provides various social, recreational and referral services to Manteca's senior citizens, age 50 and over. The Senior Center also serves as a community hall for various private and organizational events.

Program Recommendations

- Manteca should encourage the development of commercial recreational and sporting activities to provide for the entertainment and amusement of youth, families, and all Manteca residents.
- Manteca should also support the continuation and expansion of the activities of the Parks and Recreation Department, the Boys and Girls Club and the Senior Center.

- To make the most of public recreational facilities, such as parks, swimming pools, baseball fields, and the Manteca golf course, the City and the Manteca Unified School District should coordinate their programming efforts to expand the cooperative use of such facilities for both residents and students. A long term, comprehensive plan for the future development of recreational facilities to serve schools and residents should be created to assure that all needs are being met in the most cost effective manner.

The Tidewater Bike Path, a 3.5 mile Class 1 bike trail and jogging path is currently under construction and should be complete in late 1998. The Tidewater Bike Path runs from the south end of the City on Moffat Boulevard to the north end at Lathrop Road, passing through Downtown, Library Park, and many residential neighborhoods.

Program Recommendations

- The City should maximize opportunities to utilize this community asset by seeking complementary activities and facilities that can be linked with the Bike Path. Such opportunities may be community activities that may make use of portions or all of the bike path, or new community facilities adjacent to the path, such as a skate park or amphitheater.
- The City should work with San Joaquin County and the Cities of Ripon and Stockton to extend the bike path and its amenities into their jurisdictions to make the Tidewater Bike Path a link between San Joaquin County communities.

Educational amenities

The Library serves all sectors of the community, both young and old, students and residents. Recent surveys indicate library usage ranges from 50 to 100 persons entering the library per hour. The Manteca library issues approximately 2500 library cards each year. Demand is great, but due to funding limitations, the hours of operation of the library are lower than ever. The Library is also lacking space for its operations and activities.

Program Recommendations

- Although funding for library services in San Joaquin County has been reduced in recent years, the City should actively support the expansion and continued operation of the Manteca Public Library downtown.
- The City should support the expansion of library services and facilities within the downtown area, with specific emphasis on a design that anticipates the changing role of the library in the 21st Century, to meet both current and future community needs.

Educational opportunities beyond K-12 in the region are available in surrounding communities, such as Stockton, Modesto, Turlock, Sacramento, Davis, Merced and the Bay Area. Adult education facilities and private technical and business schools are also available in the area. As the state and regional population continues to grow over the next twenty years and the requirements of industry demand new skills and retraining, the need for additional post secondary educational facilities offering a variety of educational opportunities will also increase.

Program Recommendation

- Manteca should establish strong linkages between industry leadership, the City's economic development goals and the educational institutions in the area, so as to attract new or expanded educational facilities, whether public or private, within the community. This linkage also provides a valuable opportunity to anticipate changing needs of industry, so that employers' needs can be reflected in the curriculum. This would assure the availability of the academic resources needed by Manteca's youth for the workforce preparation that would stimulate economic development opportunities within the community and retain talented youth in the community.
- The City should actively pursue the development of a university extension program for graduate training and degrees with University of California or California State University systems.

RESOLUTION NO. R1998-220

**A RESOLUTION OF THE CITY COUNCIL OF THE
CITY OF MANTECA ACCEPTING THE
REPORT OF THE VISION 2020 TASK FORCE (M791)**

RESOLVED AND ORDERED by the City Council of the City of Manteca that it does hereby accept the report (M791) of the Vision 2020 Task Force as presented on August 3, 1998.

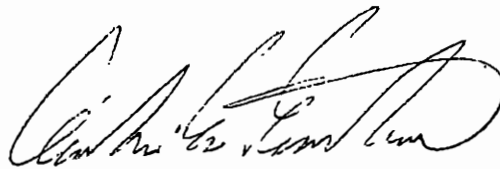
DATED: August 3, 1998

ROLL CALL:

AYES: Councilmen Harris, C. Perry, Smart, and Weatherford.

NOES: None

ABSENT: Mayor Perry.



**WILLIE W. WEATHERFORD
MAYOR PRO TEMPORE**

ATTEST:





**JOANN TILTON, CMC
CITY CLERK**



**City Council Agenda
August 3, 1998
Special Report**

**Reviewed by
City Mgr.'s Office**

RFDA

To: Manteca City Council
From: The Vision 2020 Task Force
Staff:  Irwin Kaplan, Community Development Director
 Jim Reed, Economic Development Specialist
Date: July 27, 1998
Subject: Report from Manteca's Vision 2020 Task Force

Recommendation:

The Vision 2020 Task Force is proud to recommend to the City Council that the Task Force report titled "Manteca's Vision for 2020" be accepted as a guide to the City as it formulates its plans, regulations and such programs as Economic Development and Redevelopment. The report is the final product of a collaborative effort of the 26-member Vision 2020 Task Force.

Background:

At its meeting of March 16, 1998, the City Council organized a Task Force of citizens to develop a Vision Plan for the City of Manteca. The 26-member "Vision 2020 Task Force" was comprised of residents, business owners, property owners, developers, and leaders of civic, cultural, social, and institutional groups, and met twelve times over the course of four months.

The Task Force considered a broad range of activities and prepared a vision that is intended to unify the City's diverse efforts. The Task Force focused on the following areas: downtown business district, economic development, residential development, and community amenities. The deliberations of the Task Force sought to define the economic, cultural and physical identity Manteca should work toward for the year 2020, while incorporating and protecting those community values that are important to its residents.

The Vision statements for each of the topics identify targets to be achieved over the course of the next two decades. Program recommendations are made throughout the Vision as a means to reach that end.

Although the Vision is not intended as a binding instrument, its purpose is to provide direction for the programs and policies needed to achieve the goals set forth in the document.

Members of the Vision 2020 Task Force will be in attendance at the August 3rd City Council meeting to present the report and to answer any questions.