

1. GENERAL PLAN CONTEXT AND VISION

1.1 General Plan Purpose

California law requires each city to adopt a comprehensive, long-term general plan for the physical development of the city. The general plan must be an integrated, internally consistent, and compatible statement of policies for the city. It serves as a framework for public and private development, and establishes requirements for additional planning studies where greater specificity is needed.

The general plan is the constitution for the City's development, and governs all land use regulations, including zoning.

The General Plan has the following purposes:

- To identify the community's land use, transportation, environmental, economic and social goals and policies as they relate to land use, conservation and development.
- To enable the City Council and the Planning Commission to establish long-range conservation and development policies.
- To provide a basis for judging whether specific private development proposals and public projects are in harmony with these policies.
- To inform citizens, developers, decision makers, and other jurisdictions of the policies that will guide development and conservation within the City of Manteca.

1.2 Manteca General Plan Context

This revision of the Manteca General Plan updates the plan adopted in 1988, the last time the City comprehensively revised its General Plan.

The City of Manteca, incorporated May 28, 1918, is located in the “heartland” of California, with historical roots as an important agricultural center. For much of the early 20th century, the Manteca area has been predominantly an agricultural area due to the excellent soil, mild climate, and access to clean water. While agriculture still

plays an important role in Manteca's economy, the City's economic base has become more diversified with the development of industries and the influx of Bay Area workers seeking affordable housing.

The preparation of this General Plan coincides with new circumstances that promise a bright future for Manteca. The City is truly at a crossroads created by circumstances beyond its borders. If properly prepared, the City can ensure sustained economic growth, and maintain the existing quality of life for current and future residents. This General Plan defines a future based on these new circumstances.

The new circumstances that will drive economic development in Manteca reflect broad changes in technology and demographic trends far beyond this community. Technology will change the way in which people will work, shop, and communicate with others socially and in business, and engage in leisure activities. These changes will make it more likely that individuals will choose a place to live based on quality of life issues, rather than traditional economic considerations.

Regional, national and international trends present opportunities and challenges that can lead to the achievement of the long standing goal of a balanced economy with a wide range of employment opportunities and retail services. Manteca is located in the center of an emerging interregional metropolitan area that is undergoing an economic transformation. The traditional economic engine of agriculture and food processing, although still important, is being supplanted by warehousing and distribution industries that take advantage of the central location, relatively affordable land, and transportation network. Manteca is also characterized by the high percentage of interregional commuters who are attracted by the community's quality of life and relatively affordable housing. This skilled workforce, presently commuting long distances, is a resource for economic development. Due in part to the skills of the commuter workforce, Manteca will become increasingly competitive for the location of manufacturing and office uses.

1.2.1 Vision 2020

The General Plan builds upon the work of a community visioning process concluded in 1998. Vision 2020, crafted by a task force of community volunteers, is a comprehensive statement of community goals and objectives. The Vision 2020

document addresses the downtown area, economic development, and residential development and community amenities.

1.3 Time Horizon

This Plan guides the City to the year 2023. The "build-out," or full development, allowed by the General Plan is based on current projections of population and employment growth over the next twenty years. It is possible, however, that the total amount of development allowed by the Plan will not be constructed over this 20-year period, due to changes in economic conditions and other factors.


1.4 General Plan Study Area

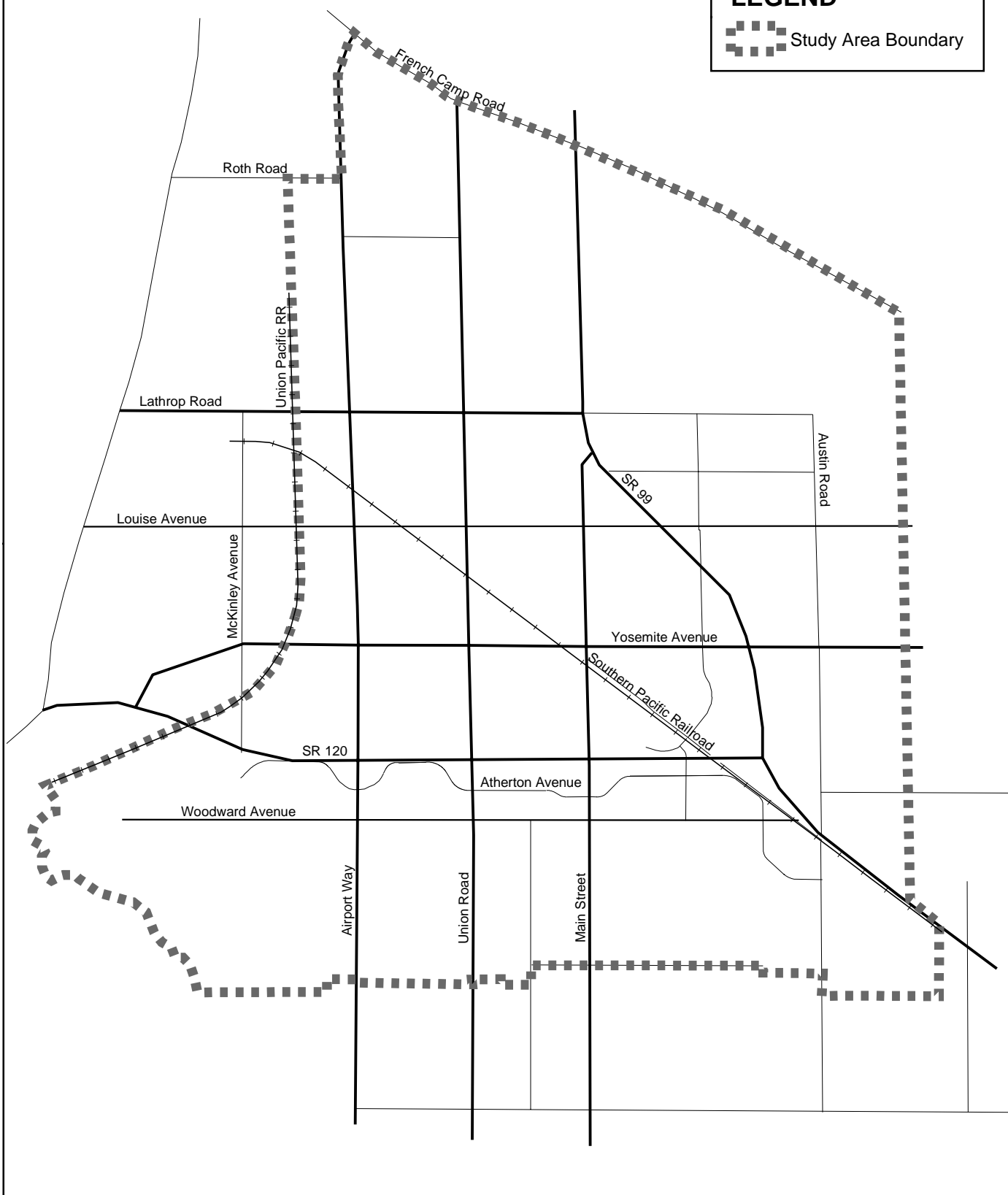
The city may include in its general plan any land outside its boundaries which relates to its planning. The General Plan Study Area encompasses approximately 25,975 acres within and outside of the existing City limits. The purpose in establishing the Study Area boundary larger than the existing City is to identify and evaluate the areas surrounding the City that may affect the future economic viability, traffic, services, and aesthetic quality of the City.

In addition, since many issues such as air quality, traffic and economic development, extend beyond political boundaries, the law provides for planning outside of the jurisdiction's territory.

The General Plan must cover all territory within its boundaries as well as "any land outside its boundaries which in the planning agency's judgment bears relation to its planning," (Government Code Section 65300). A local government can formally communicate its concerns for the future of lands under its neighbors' jurisdictions by this means. "Cooperative 'extraterritorial' planning can be used to guide the orderly and efficient extension of services and utilities, ensure the preservation of open space, agricultural, and resource conservation lands, and establish consistent standards for development in the plans of adjoining jurisdictions" (State of California General Plan Guidelines). It is for these purposes that the City of Manteca General Plan Study Area boundary extends beyond the existing Sphere of Influence. However, the City of Manteca will not necessarily seek to initiate annexation of land that is either in the Sphere of Influence or the General Plan Study Area.

LEGEND

 Study Area Boundary



Manteca General Plan



GENERAL PLAN STUDY AREA BOUNDARY
FIGURE 1-1

1.5 Organization of the General Plan

The General Plan includes a policy document, background information, technical data, and an environmental impact report that evaluates the impacts of the General Plan on the environment.

The Manteca General Plan includes the seven state-mandated elements and four optional elements. The eleven total elements that comprise this General Plan include:

- Land Use- establishes land use designations with types and intensities of use and sets policies and programs regarding future development of the City.
- Community Design- establishes urban design guidelines to ensure that new development is attractive and contributes to the sense of Manteca as a location.
- Circulation- contains policies for the City's roadway system, transit, pedestrian and bicycle circulation, and methods of managing transportation demand, accounting for the relationship between land use and circulation.
- Economic Development- addresses the need for Manteca to broaden its employment base to maintain the high quality of life currently enjoyed and implementing an economic development strategy.
- Housing- includes policies and programs to increase the variety and types of housing in the City, emphasizing infill sites, increased density, and mixed uses downtown, and also includes a discussion of housing needs and programs to provide additional housing for special needs populations.
- Public Facilities and Services- discusses public facilities including domestic water, sewer, storm drainage, electricity services, solid waste, education, police protection, fire protection, and parks and recreation.
- Safety- contains policies and programs to protect the community from injury, loss of life, and property damage resulting from natural disasters and hazardous conditions.

- Resource Conservation- emphasizes the accommodation of population growth while conserving and protecting the area’s natural resources and quality of life.
- Noise- identifies policies that will protect the community from noise hazards.
- Air Quality- addresses the community’s need to cooperate regionally so that increased development does not further degrade the air quality.
- Administration

Each General Plan element is organized in a similar format: 1) explanatory text to provide additional information about existing conditions or policies and programs; 2) the intent of the element; and 3) goals, policies, and implementation programs for that element.

The key section of each element is the statement of goals, policies, and implementation programs. The issues addressed and goals and policies identified are based on input received from the community and the Steering Committee.

The Housing Element differs slightly because State law specifies issues that must be addressed in housing elements. In addition to broad goals and policies, the Housing Element contains numeric goals for housing rehabilitation and new housing construction, as well as descriptions of programs the City will pursue toward those goals.

Planning Goals are statements of the community’s desires and are comprised of broad statements of purpose or direction. The policies serve as guides to the City Council, Planning Commission, and City staff in their review of development proposals and execution of decisions that affect development. Implementation actions and programs are directives that carry out General Plan policies and goals.

Goals, policies, and implementation measures are distributed among the various General Plan elements. Each goal, policy, and implementation measure is numbered, based on the specific element. For example, in the Land Use Element goals are numbered as “Goal LU-1”, policies are numbered “LU-P-1”, and implementation measures as “LU-I-1”.

Additional explanatory material is available in a Background Report that contains information and analysis for each of the topic areas covered by the General Plan. It is a reference document that provides the factual basis for General Plan policies.

The Environmental Impact Report (EIR) determines the type and extent of environmental impacts that would result from implementation of the General Plan. It is a program-level analysis and identifies requirements for more detailed environmental analysis that may be required for site-specific projects.

1.6 Participants and Process

The Manteca General Plan Update commenced on September 24, 2001 with a "kickoff" meeting at the Manteca Senior Center. From the beginning, the Manteca General Plan Update was aided by the leadership of an appointed Steering Committee. The Steering Committee had 10 regular members and 12 alternate members appointed by the City Council. The Steering Committee participated in regular meetings with staff and consultants, sponsored Public Workshops designed to afford members of the public opportunity to participate in General Plan development, and provided direction and review of the Draft General Plan.

1.7 Key Land Use Issues and Development Concepts

The General Plan is a reflection of community vision and values, and the conditions that influence development of the community. This section provides a summation of the principle issues and concepts incorporated in this Plan.

1.7.1 Logical Growth of the City

Manteca has generally grown in a compact pattern around the historic center of the city at the crossroads of Yosemite Avenue and Main Street. Residential neighborhoods have developed within boundaries established by the major streets spaced one mile apart. This General Plan directs land use to continue the historic pattern of compact urbanization. The developed portion of the city should retain its distinct, compact form with clear, well-defined edges.

The expansion of the urbanized area is enabled by the extension of basic public services, notably sewer, drainage and streets. The City plans the extension of these services through periodic preparation of various public facility master plans, such as water, sewer and drainage. These master plans are coordinated through a Public Facilities Implementation Plan (PFIP) that identifies and establishes the funding mechanism for specific capital improvements. The PFIP is a key to implementing the land use goals (Land Use Element) and public facilities goals (Public Services and Facilities Element) of the General Plan.

1.7.2 Community Form, Scale and Identity

The community identity is established by important visual characteristics that provide cues for travelers, as well as residents. Among these are:

- the scale or size of the city
- well-defined edges and gateways
- an identifiable pattern of streets and land uses
- attractive streetscapes and public places
- notable landmarks, both natural and man-made

Attractive new land uses along the major highways, new landmarks visible from several vantage points throughout the city, and new gateway features along the highways and other major roads at city boundaries can contribute significantly to establishing a strong positive identity for Manteca.

The existing commercial core area should be retained and reinforced as the functional and social center of the city for residents. Urbanization should generally extend outward from this center.

In the future, population increases and a growing regional role for Manteca may generate the need for a second commercial, office, residential, institutional and entertainment core area east of the existing downtown. The Land Use Map identifies such a site designated as Commercial Mixed Use along Austin Road between

Yosemite Avenue and the future extension of SR 120. This site would provide a new town center complex that would include employment, high density residential use, entertainment, and regional retail use under a comprehensive master plan.

1.7.3 Attractive, Sustainable Neighborhoods

Neighborhoods are the fundamental organizing concept for residential land use. The neighborhoods are typically not more than one mile in any dimension to provide a reasonable walking distance from any part of the neighborhood to the schools, parks, and commercial centers.

The land use in each neighborhood is predominantly residential, but will typically include a neighborhood school, parks, and a mixed-use commercial area that includes retail or commercial goods or service facilities.

Preservation of the existing housing and enhancement of existing neighborhoods is important to maintaining the quality of life in the city.

1.7.4 Support of Public Transit and Bicycle and Pedestrian Circulation

High activity areas should be located to facilitate the use of public transit.

The organization of land use and circulation networks should permit and encourage walking and bicycling to major activity centers such as shopping, recreation facilities, and schools. Commercial, employment, recreational and institutional land uses should be conveniently located near the residential neighborhoods.

1.7.5 Housing Opportunity

The General Plan responds to the need for diversity in housing opportunity and changes in market demand for housing types in two primary ways. First, the residential density (dwelling units per acre) categories are broadened to provide more flexibility and diversity in the types of dwelling units in each neighborhood.

The Land Use Map identifies more sites distributed throughout the community for specific residential categories in order to ensure more diversity in the housing supply.

1.7.6 Employment and Economic Development

During the twenty-year horizon of this General Plan, Manteca will experience economic development that will add to and diversify the local economy. This will consist of additional growth in warehousing and distribution, but should also include significant new components, such as office and service sectors, research and development, and manufacturing.

Increases in population have the potential to drive a demand for new retail establishments and local-serving professional office uses. The range of commercial and professional services will expand as Manteca reaches threshold populations.

The General Plan Land responds to the needs of economic development by designating locations for:

- warehouse, distribution and manufacturing;
- business park
- research and development and light manufacturing, and
- a major mixed-use regional retail and service center.

The General Plan also provides two new land use categories not previously used in the General Plan. The newly-established Commercial Mixed Use (CMU) and Business Industrial Park (BIP) categories are intended to expand the opportunities for economic development by providing opportunities to integrate high density residential, office and retail/service uses on a single site.

1.7.7 Live/Work Housing

It is anticipated that the percentage of individuals working at home will increase over the next twenty years. At home workers may include telecommuters, professional services, small service businesses, mail order, and any number of other entrepreneurial endeavors. It is the intent of this General Plan to support such activities. The residential design policies provide the flexibility to include most types of small business within the premises, and the mixed use commercial sites are

intended to include services and facilities that would support workers in the neighborhood. Such support services include technical services, such as copy and secretarial services, teleconferencing centers and day care. The commercial sites will also typically contain coffee shops and plazas that provide a social setting for people who work at home.

1.7.8 Public Services and Fiscal Stability

Growth will provide additional revenue sources, but will also place additional service burdens on the City of Manteca. The challenge is to balance growth with funds for required new services. The Land Use Element provides a mix of land use categories and implementation measures to ensure that the overall balance of land use is sustained over time.

The City will monitor the mix of land use to gauge future decisions on land use, public service levels and capital investments.

1.7.9 Access to Open Space

Existing open space is found in the neighborhood parks, a few agricultural areas within and on the perimeter of the urban area, and the utility corridors.

The city is surrounded by agricultural land that provides visual open space on the north, east and south. Agricultural activity has significantly altered most of the natural features that predated the urban development of the area. Consequently, there are no natural drainage ways, significant stands of trees, or other natural features that would guide or provide the core of an open space network within the city.

In the absence of natural features that could define an open space network, the General Plan encourages the creation of a network of open spaces in the storm drainage channels and naturalized landscaping along major thoroughfares and bike paths. The open drainage systems would provide a pedestrian connection between parks and access to open space from residential neighborhoods. The neighborhoods would be designed with homes oriented to, rather than backing on the open space corridor.

1.7.10 Agricultural Productivity

Agricultural productivity will remain a significant element of the economy in San Joaquin County. This General Plan supports the existing level of agricultural production by directing development in a compact, concentric form in order to reduce the demand for new development areas. Existing agricultural activities will be retained within the city where practical.