

2. PROJECT AND ALTERNATIVES DESCRIPTION

The General Plan 2023 is a comprehensive update to the General Plan adopted by the City of Manteca in 1988. In 2001, the City Council recognized the need for a new General Plan that anticipates new development in the City and surrounding areas. The City Council established a General Plan Steering Committee to serve as the advisory committee for development of the Plan concepts and principles. A consultant team was selected in mid-2001, and preparation of the General Plan 2023 commenced with the Steering Committee and the City's Community Development Department.

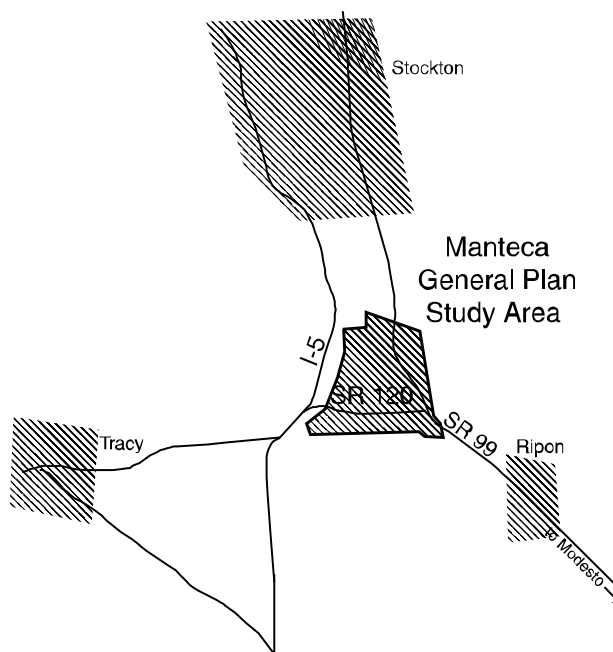
2.1 PLAN AREA CONTEXT

2.1.1 Regional Setting

The City of Manteca, incorporated May 28, 1918, is located in the "heartland" of California's Great Central Valley, with historical roots as an important agricultural center. Due to excellent soil, great climate, and access to clean water, Manteca was predominantly an agricultural area for much of the early 20th century. However, the community has transformed from an agricultural base to an urbanized base. The economic growth in south San Joaquin County has been powered by the area's advanced transportation infrastructure.

Manteca is located near the northern end of the San Joaquin Valley of central California at the junction of State Route 99 and State Route 120, approximately 75 miles east of San Francisco and 55 miles south of Sacramento. The area between Manteca and Stockton brings State Route 99 and Interstate 5 to their closest point in California, with State Route 120 connecting them through Manteca. Manteca is located approximately 12 miles south of downtown Stockton, and 14 miles northwest of the City of Modesto.

**Figure 2-1
Regional Location Map**



2.1.2 General Plan Study Area

The General Plan must cover all territory within the General Plan boundaries as well as “any land outside its boundaries, which in the planning agency’s judgement 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’ jurisdiction 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, agriculture, and resource conservation lands, and establish consistent standards for development in the plans of adjoining jurisdictions.”

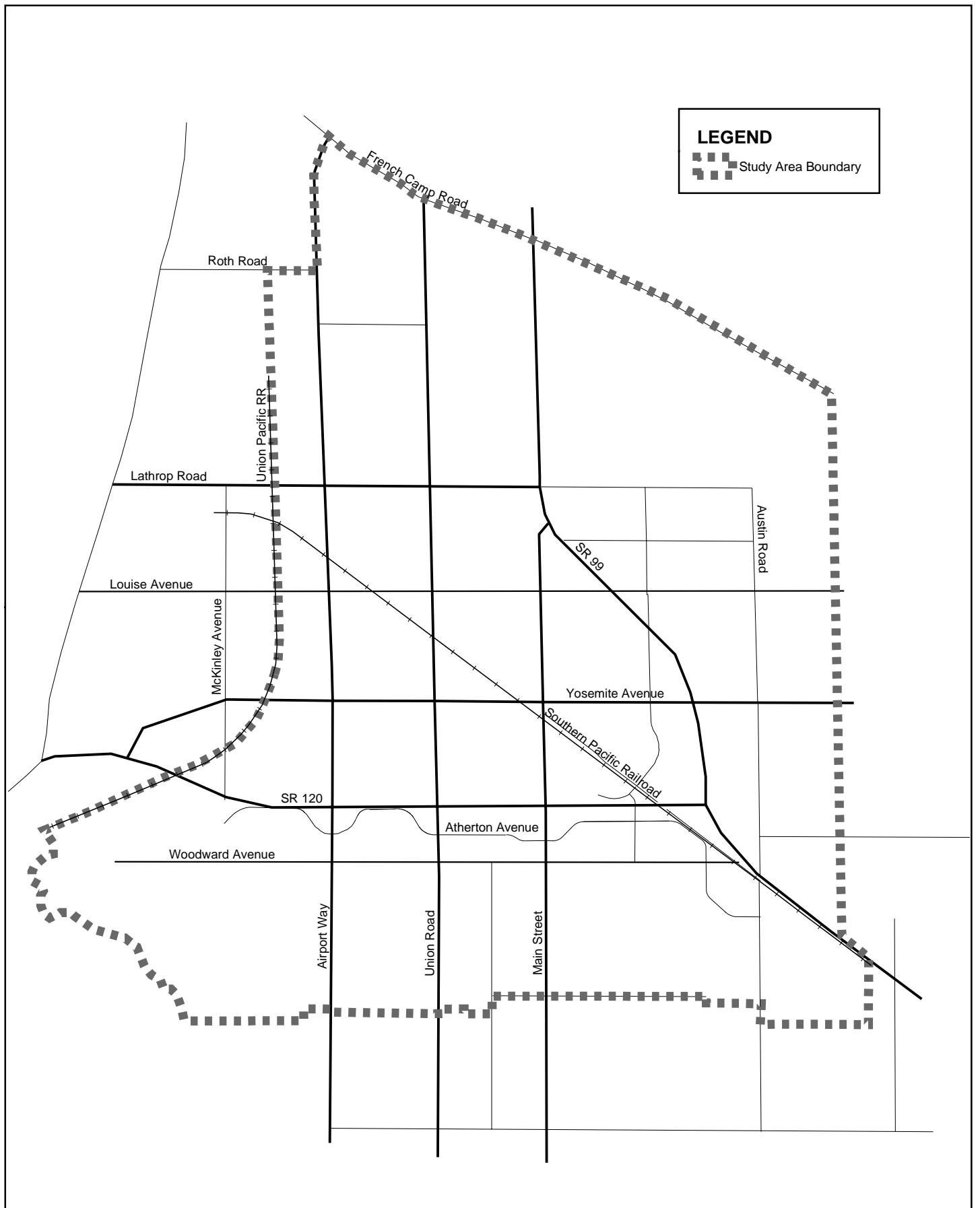
In order to consider the Sphere of Influence of adjacent jurisdictions and the potential impacts of development in the surrounding area, the General Plan Study Area boundary encompasses more land than is required to accommodate the projected growth of the City. Land use is not allocated to all land within the General Plan Study Area. The areas not addressed in the Study Area are within the unincorporated area of San Joaquin County and the land use in these areas will continue to be regulated by San Joaquin County. 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 Study Area boundary follows French Camp Road on the north, the Union Pacific Railroad on the west, Walthall Slough and a line contiguous to Sedan Avenue on the south, and a line approximately one-half mile east of Austin Road on the east. The General Plan Study Area is shown in Figure 2-2.

Figure 2-3 illustrates the location of the Study Area boundary relative to the current municipal boundaries and Spheres of Influence of the adjacent municipalities: the City of Stockton to the north, the City of Lathrop to the west, and the City of Ripon to the southeast.

The General Plan Study Area boundary is generally within the boundaries of the Manteca Unified School District, but overlaps the Ripon Unified School District boundary in the area of Austin Road and Sedan Avenue as shown in Figure 2-4.



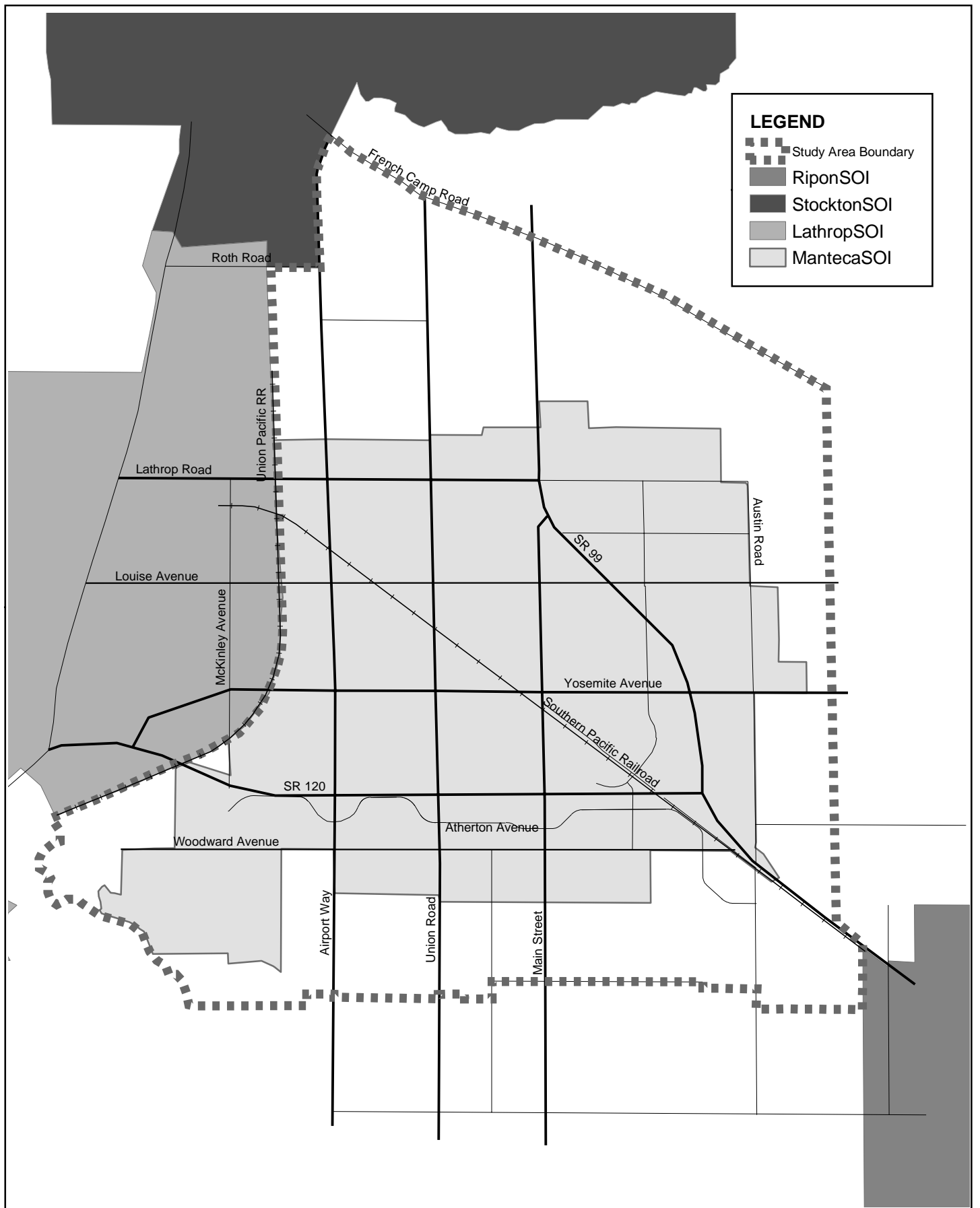
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■ ■ ■ ■ Study Area Boundary






Manteca General Plan



GENERAL PLAN STUDY AREA
FIGURE 2-2






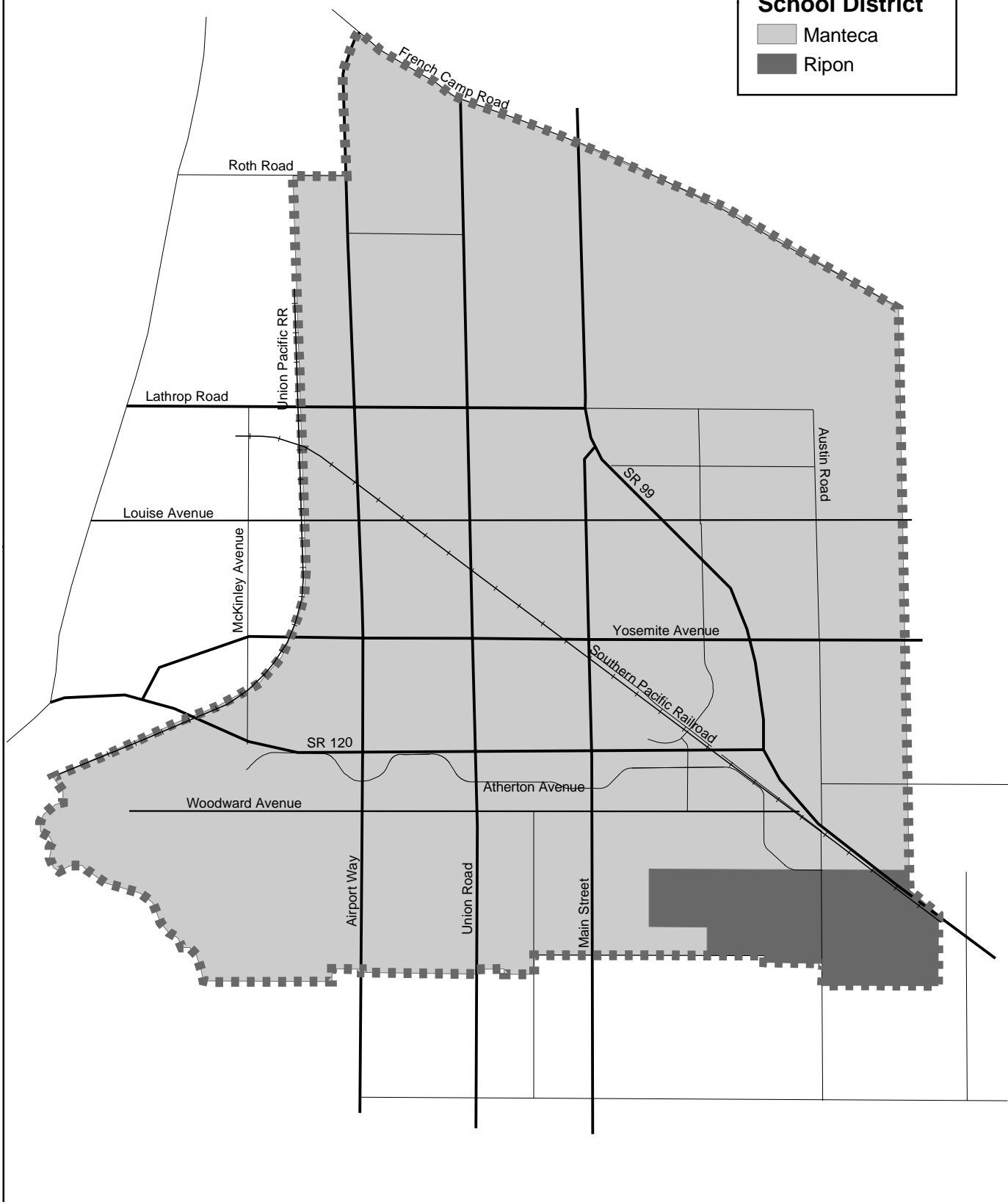
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-  Study Area Boundary
-  RiponSOI
-  StocktonSOI
-  LathropSOI
-  MantecaSOI

Manteca General Plan

LEGEND

-  Study Area Boundary
- School District**
-  Manteca
-  Ripon



Manteca General Plan

2.2 GENERAL PLAN DESCRIPTION

The General Plan includes a policy document and a background report, supplemented by technical reports on cultural resources, traffic, and noise. The Draft background report and technical reports are available for review at the City of Manteca Community Development Department, 1001 W. Center Street, Manteca.

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

- 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 to implement 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.

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- Air Quality- addresses the community's need to cooperate regionally so that increased development does not further degrade the air quality.
 - Administration

2.3 KEY LAND USE ISSUES AND DEVELOPMENT CONCEPTS

The General Plan reflects community vision and values, and the conditions that influence development of the community.

2.3.1 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.

2.3.2 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.

2.3.3 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.

2.3.4 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.

2.3.5 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. Second, 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. The Land Use Map is available at the Community Development Department, City of Manteca.

2.3.6 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 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.

2.3.7 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.

2.3.8 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 in order to gauge future decisions on land use, public service levels and capital investments.

2.3.9 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.

2.3.10 Agricultural Productivity

Agricultural productivity will remain a significant element of the economy in San Joaquin County. The 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.

2.4 LAND USE SUMMARY

The General Plan 2023 provides a range of residential, commercial, industrial, business-professional and public land uses, as summarized in Table 2-1.

Table 2-1
General Plan 2023 Land Use

	Proposed Developable Land Use	Existing Urbanized Land Use	Total 2023 Land Use
LAND USE	Acres	Acres	Acres
AG Agriculture	3960.0		3960.0
GC General Commercial	518.0	154	672.0
NCC Neighborhood Commercial	111.8	380	491.8
CMU Commercial Mixed Use	255.0		255.0
HI Heavy Industrial	715.0	194.9	909.9
LI Light Industrial	798.1	226	1024.1
BIP Business Industrial Park	258.0		258.0
BP Business Professional	133.0		133.0
HDR High Density Residential (15.1 to 25 du/ac)	251.0	191	442.0
MDR Medium Density Residential (8.1to 15 du/ac)	359.0	187.6	546.6
LDR Low Density Residential (2.1 to 8 du/ac)	3685.9	2741.7	6427.6
VLDR Very Low Density Residential (0.5 to 2 du/ac)	248.0	109.8	357.8
P/QP/ Public/Quasi-public Schools/Utilities	317.6	788.3	1105.9
OS Open Space	516.0	27	543.0
P Park	175.7	342.4	518.1
Total	12302.1	5342.7	17644.8

Source: Wade Associates May 2003

2.5 ASSUMPTIONS REGARDING POPULATION GROWTH AS A BASIS FOR ENVIRONMENTAL IMPACT EVALUATION

Many environmental impacts are related directly or indirectly to population increase. Notably, traffic, public service demands, and land required for urban uses can be directly correlated to increases in population.

The General Plan land use is designed to achieve an adequate supply of land to accommodate the projected population through the General Plan horizon, within the City's Growth Management Ordinance.

The projected population is derived from the General Plan land use through assumptions relating to residential density, the average density, the efficiency of the land use, vacancy factors, and a market reserve for each residential land use type. The General Plan Steering Committee reviewed and affirmed these assumptions for use in the General Plan process.

Residential Density

Residential density is the number of dwelling units per developed acre allowed in each residential land use category in the General Plan. The General Plan provides for a wide range of residential densities in each category, and the General Plan 2023 provides for higher densities in the residential land use category compared to the 1988 General Plan, in order to allow for diversity in residential development.

Average Density

Average density is the estimate of actual residential density in each residential land use category. The actual land use will vary from one development to another. For planning purposes an average density is assumed that reflects the cumulative development of all residential land use within a land use category.

Efficiency

The General Plan land use categories in new growth areas apply to undeveloped or "raw" ground. The land area in each category does not account fully for land required for streets, parks, schools and other uses. Consequently, the actual area available for use depends on the efficiency of the land use development. For planning purposes average land use efficiency is assumed for each residential development category.

Vacancy Factor

Even at full development a small percentage of residential units will be vacant. A vacancy factor is assumed for each residential land use category.

Market Reserve

The market reserve allows for a surplus of residential land use to account for the varying demand for housing supply. If the residential land available for development were limited to only the amount required at any time, the resulting price pressure would increase the cost of housing. The market reserve factor provides an excess supply to ensure that there will be competitive land prices and more affordable housing.

Each of these factors has the effect of translating the gross land area designated in the General Plan to the net land area actually available to accommodate increases in population.

Table 2-2 identifies the assumptions that affect the actual land area available for urban use.

Table 2-2
Residential Land Use Assumptions

Land Use Category	Dwelling Units per Acre	Average Dwellings per Acre	% Efficiency	% Vacancy	Market Reserve
Very Low Density Residential	0 to 2	1	80%	0.04	120%
Low Density Residential	2.1 to 8	5	80%	0.04	120%
Medium Density Residential	8.1 to 15	8	80%	0.04	120%
High Density Residential	15.1 to 25	20	90%	0.04	120%
Commercial Mixed Use	15.1 to 25	20	90%	0.04	120%

Source: Wade Associates, May 2003

Average Household Population

The level of population accommodated by a given number of dwelling units also depends on the average number of residents in each dwelling. The 2000 Census indicates that the average household size in Manteca is 2.98 persons per household. This is a slight decrease from the 1990 Census. For planning purposes it is assumed that the household size will remain constant through the time horizon of the General Plan. However, the average household population will vary depending on the dwelling unit type. Generally, single family dwellings will have a slightly larger average household population than an apartment.

Table 2-3 provides the assumed household size and the estimate of total population based on the land use summarized in Table 2-1 and the land use assumptions summarized in Table 2-2.

Table 2-3
Estimate of Population at Full Development of the 2023 General Plan

	Net Acres Available	Average Housing Units per Acre	Dwellings	% of Dwelling Units by Type	Average Household Size	Total Estimated Population
Very Low Density Residential	825.6	1	826	2.6%	3.06	2,526
Low Density Residential	4,129.3	5	20,646	65.0%	3.06	63,178
Medium Density Residential	358.4	8	2,867	9.0%	3.00	8,602
High Density Residential	324.0	20	6,480	20.4%	2.70	17,496
Commercial Mixed Use	47.7	20	954	3.0%	2.70	2,576
Total	5,685.0		31,773	100%	2.97	94,378
Average Residential Net Density	5.59					

Source: Wade Associates, May 2003

2.6 ASSUMPTIONS REGARDING NON-RESIDENTIAL AND CUMULATIVE LAND USES

In addition to providing residential land use to accommodate the projected population, the General Plan seeks to enhance the opportunities for increasing employment opportunities within the City. Therefore, the land area requirements for development of the City also include the non-residential land uses, as well as public facilities. The General Plan also must provide adequate land area for public services, and should maintain a balance of uses so that there is adequate revenue to sustain public services over time.

2.6.1 Land Area Required for Jobs/Housing Balance

Employment and economic development is identified as one of the Key Land Use Issues and Development Concepts in the General Plan. The General Plan includes policies designed to significantly increase the opportunity for residents to find local employment by providing substantial land area for employment land uses. The land area required for commercial, industrial, and business-professional land uses can be estimated on the basis of the number of resident workers per dwelling unit, or an average jobs/housing ratio. The jobs/housing ratio depends on:

- the number of resident workers,

- the mix of employment types likely to comprise the local economy,
- the average commercial or industrial space required per employee, and
- the average number of employees per dwelling.

The assumptions include a jobs/housing surplus factor that corresponds to the objective of providing employment opportunities for the resident work force. The surplus factor would ensure that there is adequate land area available to provide a surplus of job opportunities, that is, Manteca would become a net importer of workers. The allocation of land does not alone, of course, ensure any growth in employment opportunities. However, suitably located and served land is necessary to accommodate any growth in employment, and the General Plan emphasizes the goals of economic development and new job creation in the City.

Table 2-4 summarizes the employment assumptions used in estimating the total land area required to accommodate the full, local employment of the population estimated in Table 2-3.

Table 2-4
Employment Assumptions

	Average Employees per Dwelling	Total Employees	Job/Housing Surplus % Factor
	1.35	42,894	120%
	% of Employment	Employees by Industry	Employees plus Surplus by Industry
Agriculture and Mining	0.1%	47	57
Manufacture/ Wholesale	1.1%	471	566
Retail	22.0%	9,427	11,313
Services	30.8%	13,198	15,838
Other (Trans. & Utilities, FIRE)	46.2%	19,797	23,757
	100.1%	42,941	51,529

Source: Wade Associates 2003

2.6.2 Land Area Required for Institutional Uses and Public Services

In addition to residential and employment land uses, the City will require land designated for public facilities, including schools, parks, hospitals, civic centers and fire stations, among other

public uses. The assumptions used to estimate the facilities and land area required for each public service are provided in Section 14, Public Facilities and Services.

2.7 PERMITS AND OTHER APPROVALS REQUIRED TO IMPLEMENT THE GENERAL PLAN 2023

The permits and approvals required in order to implement the proposed General Plan 2023 include the following:

- Approval of the General Plan 2023

- Possible amendments to the City of Manteca Municipal Code, including the Zoning and Subdivision Ordinances

- Possible rezoning for consistency with the General Plan 2023

- Revisions in the City of Manteca Redevelopment Plans for consistency with the General Plan 2023.

- Certification of environmental review documentation under the California Environmental Quality Act (CEQA).

2.8 PROJECT ALTERNATIVES

CEQA Guidelines require EIRs to analyze alternatives to a proposed project, in this case the General Plan 2023 (CEQA Guidelines Section 15126.6(f)). The range of alternatives is governed by a “rule of reason,” requiring the EIR to evaluate only those alternatives necessary to permit a reasoned choice. Furthermore, the EIR need examine only those alternatives that the lead agency determines could feasibly attain most of the basic objectives of the project. Among the factors that may be taken into account when addressing the feasibility of alternatives are (CEQA Guidelines Section 15126.6(f)(1)):

- Site suitability

- Economic viability

- Availability of infrastructure

- General plan consistency

- Other plans or regulatory limitations

- Jurisdictional boundaries

- Whether the project proponent can reasonably acquire, control or otherwise have access to alternative site.

Defining a range of reasonable alternatives is guided by the “feasibility” of those alternatives. CEQA defines feasible as “capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social and technological factors.” (CEQA Guidelines, Section 15364)

The alternatives to the General Plan 2023 include:

No Project Alternative No. 1: No Development

Under this scenario, no additional dwelling units are constructed, and no additional square footage of non-residential uses is added to the City. The City would not develop beyond the current urban area.

No Project Alternative No. 2: Build-Out of 1988 General Plan

Under this second “no project” scenario, build-out of the Study Area occurs in accordance with the land use map and policies contained in the 1988 City of Manteca General Plan.

Higher Density Alternative

This alternative allows the same population projection as the proposed project, but allocates less land area to residential land use. This alternative would result in higher density residential development.

Reduced Development Alternative

This alternative allocates the land use types and policies in the General Plan 2023 to the land area defined as the Primary Urban Service Area in the 1988 General Plan. These new policies would result in reduced development of the Study Area.

Section 16, Alternatives Analysis, provides a description and comparative analysis of these alternatives to the General Plan 2023.

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