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## 11. LAND USE

This section describes the current land use patterns and development trends within the General Plan Study Area, and the regulatory and planning environment under which future land use planning will or may occur.

### 11.1 EXISTING CONDITIONS

#### 11.1.1 Land Use Development History

The City of Manteca was established as an agricultural service center. Manteca formed around the primary crossroads, Yosemite Avenue and Main Street, and the Southern Pacific (now the Union Pacific) and Tidewater railroads.

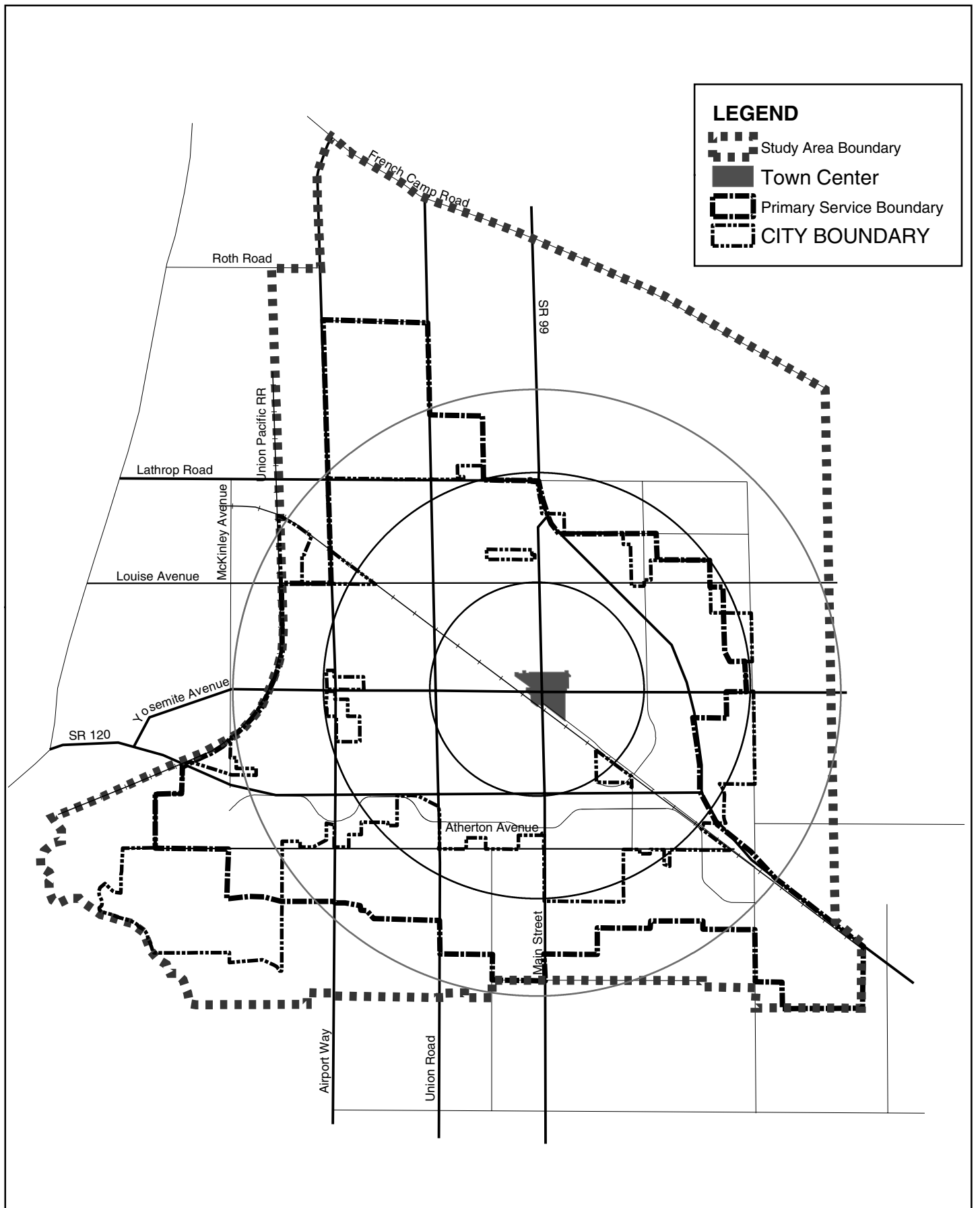
Development began in earnest in Manteca between 1914 and 1920. Residential neighborhoods were beginning to fill in by 1918. The City of Manteca was incorporated on May 28, 1918. During the 1950's, the City grew as inexpensive housing drew workers from the Sharpe Army Depot in Lathrop and industrial plants in south San Joaquin County.

While agriculture still plays an important role in the local economy, the economic base has become more diversified with the development of industries and the influx of Bay Area workers seeking affordable housing. The community has grown with the addition of new neighborhoods, primarily to the north and west of the historic geographic core.





As shown in Figure 11-1, Manteca has grown outward from the geographic center at Yosemite Avenue and Main Street. Commercial development along Yosemite Avenue and Main Street is flanked by residential neighborhoods. In the early years, the community grew close to the historic center in a concentric pattern. In the decades of the 1970's through 1990's the community grew away from the center toward the north and west. In the latter 1990's, following the approval of the South Area Plan, Manteca began to grow south of SR 120.

The community has tended to grow in a compact form with few large vacant parcels. The few, larger vacant lands tend to be located along the west end of Yosemite Avenue and the north end of Main Street at the periphery of the historic urban growth pattern. In these locations more contemporary residential neighborhoods have by-passed underutilized commercial and industrial properties. A handful of agricultural lands remain near the urbanized area.

Development densities are typical of small, suburban communities. The average residential neighborhood has approximately 4 to 5 dwelling units per acre. The density of residential neighborhoods in the older portions of Manteca is comparable to the newer residential neighborhoods.



**LEGEND**

-  Study Area Boundary
-  Town Center
-  Primary Service Boundary
-  CITY BOUNDARY

Manteca General Plan

### 11.1.2 Existing Land Use Conditions

As of 2003, the City of Manteca encompassed an area of 16.2 square miles and an urbanized area of approximately 8 square miles.

**Table 11-1**  
**Land Area in the City of Manteca (2002)**

Area	Acres	Square Miles
City Boundary	10,353	16.2
Urbanized Area	5,120	8.0
Primary Area (1988 General Plan)	11,560	18.1
Secondary Service Area (1988 General Plan)	25,149	39.0

*Source: Manteca General Plan, 1988 and City of Manteca GIS Data Base, 2002*

### 11.1.3 Physical Constraints

Urban development is not significantly constrained by physical features or terrain in the Study Area. All natural features, including natural waterways and any native vegetation have been removed for agriculture.

Potential flooding is limited to the southwest quadrant of the Study Area, as described in Section 10.1.2 of this EIR. South San Joaquin Irrigation District irrigation and drainage ditches cross the Study Area, generally flowing in an east-west direction. These ditches have been modified or piped in most developed areas of the city. The French Camp Outlet Canal on the west side of the Study Area is a large open drainage canal that could affect the development potential adjacent to it. The canals and other drainage features are discussed in more detail in Section 10.1.1 of this EIR.

The Union Pacific Railroad (UPRR) along the west side of the Study Area would constrain development, coincides with the common boundary with the City of Lathrop and is, therefore, not a factor. The UPRR, running diagonally through Manteca, is substantially developed along the rail right-of-way, and is not a significant constraint to future development.

The power line corridor easement that transects the Study Area from northeast to southwest is a potential constraint to future development, but is substantially developed along the easement. In

some areas of the older part of Manteca, the easement crosses the yards of single family development and is used as part of the private yard.

The Lovelace Solid Waste Transfer Station located on Lovelace Road is a major waste management facility that serves all of Manteca. Potential land use conflicts with this established public facility could constrain future land use or could result in operational constraints on the facility that could affect its future use.

## **11.2 REGULATORY SETTING**

### **11.2.1 City of Manteca 1988 General Plan**

The 1988 City of Manteca General Plan, which currently regulates land development issues, will be replaced by the 2023 General Plan. The 1988 General Plan, as amended through 2002, provides approximately 12,000 acres designated for urban use, exclusive of agricultural uses.

### **11.2.2 City of Manteca South Area Plan**

The South Area Plan was approved by the City of Manteca in 1993 to establish urban land uses south of SR 120. The Plan provides for residential, commercial, and industrial uses near SR 120. The Plan also established the Planned Employment Center (PEC) designation in the southwest quadrant, west of Airport Way.

### **11.2.3 Manteca Redevelopment Agency**




The City of Manteca Redevelopment Agency has established two redevelopment areas. The Redevelopment Plan establishes goals and policies for these areas that may affect General Plan land use. Figure 11-2 shows the boundaries of the existing redevelopment areas.

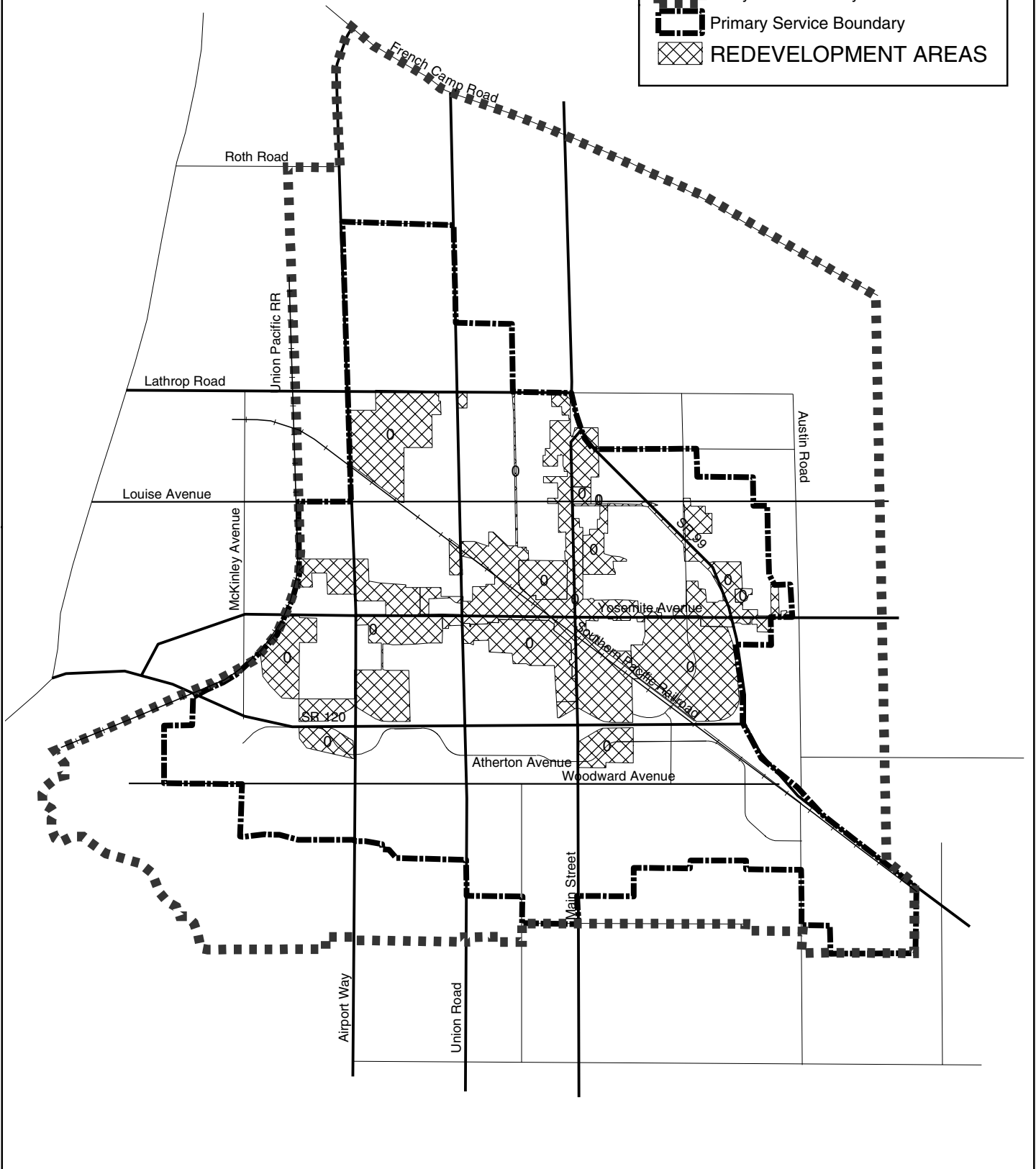
### **11.2.4 San Joaquin County**

The San Joaquin County General Plan and Zoning Ordinance regulates land use in the unincorporated area adjacent to the Manteca City boundary. Manteca has historically annexed land as development has created the demand for urban services. Therefore, the incorporated area of Manteca very closely follows the existing developed area. The predominant land use designation in the County is Agriculture, and the typical zoning in the Manteca area is AG-40 or AU-20. Figure 11-3 shows the County zoning in the General Plan Study Area.

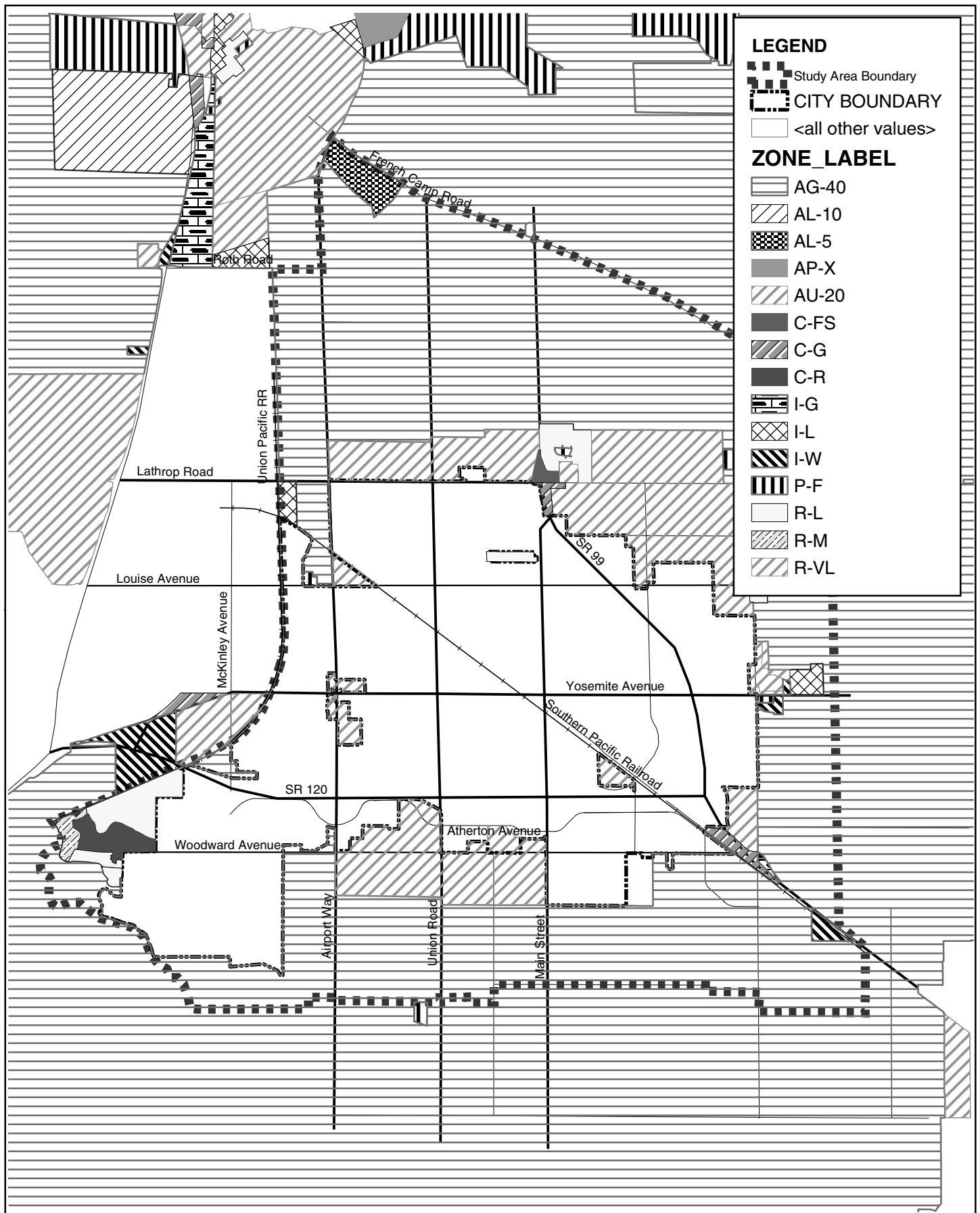
The Oakwood Lake Resort and the residential areas around the Weatherbee Lake (a reach of Walthall Slough) are existing developments within the County that are included in the Study Area boundary, but are not proposed to be annexed to Manteca. These areas were included in the Study Area because their sole access is through the proposed development areas in Manteca and would therefore, be part of the traffic analysis. In addition to the existing developed area, San

**LEGEND**

-  Study Area Boundary
-  Primary Service Boundary
-  REDEVELOPMENT AREAS



Manteca General Plan



Manteca General Plan



**SAN JOAQUIN COUNTY ZONES**

**FIGURE 11-3**

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Joaquin County has approved a subdivision and commercial use area within the Oakwood Lake properties. This proposed development is contiguous to the proposed land use in the General Plan 2023.

### **11.2.5 Local Agency Formation Commission**

The San Joaquin County Local Agency Formation Commission (SJLAFCo) has authority over the formation of special districts, incorporation of municipalities, and reorganization of district and municipal boundaries. All land use designations in the Manteca General Plan that lie beyond the existing Manteca municipal boundary will apply to the affected properties only when those properties have been annexed to the City. Such annexation can only occur with the approval of the SJLAFCo.

#### **Municipal Spheres of Influence**

The Local Agency Formation Commission also has the authority to establish a Sphere of Influence (SOI) for each special district and city in the county. The SOI establishes the anticipated area of annexation for each of these agencies. Therefore, the general plan for each agency should be compatible with the SOI of each adjacent jurisdiction. Figure 11-4 shows that the Manteca General Plan Study Area does not conflict with the Stockton, Ripon, or Lathrop municipal spheres of influence.

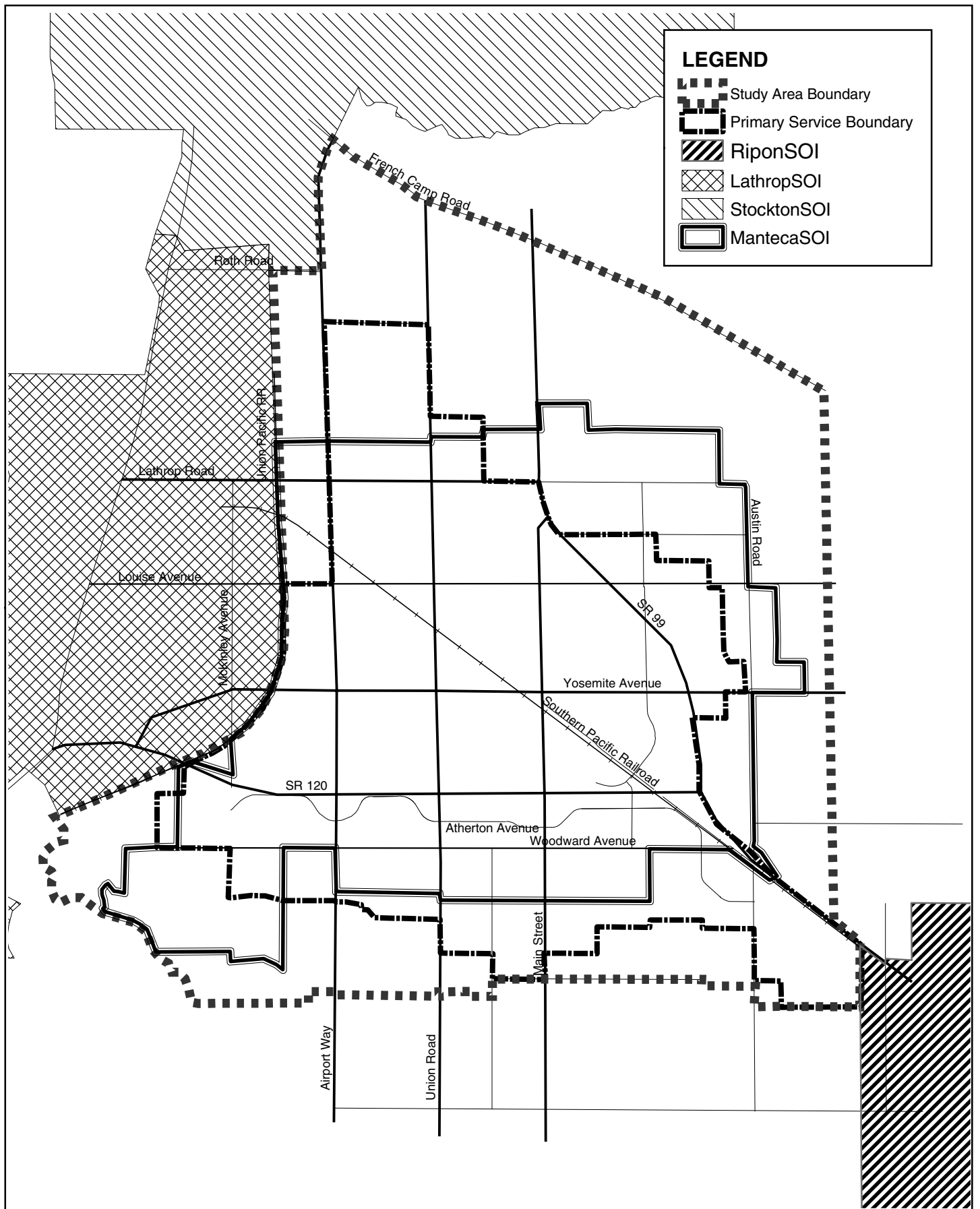
### **11.2.6 School District Boundaries**

The Manteca General Plan Study Area is primarily within the Manteca Unified School District boundary. Figure 11-5 shows that approximately 1,260 acres located in the southeast quadrant of the Study Area lies within the Ripon Unified School District boundary.







### **11.2.7 The San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSCP) (3,4,5)**

The San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSCP) is a multi-species, multi-habitat, multi-purpose open space management program for all of San Joaquin County, including the incorporated area of Manteca. The Manteca City Council adopted the SJMSCP (Resolution #R2001-411) on February 5, 2001, signing a Joint Powers Agreement with other city, county, state, and federal agencies.

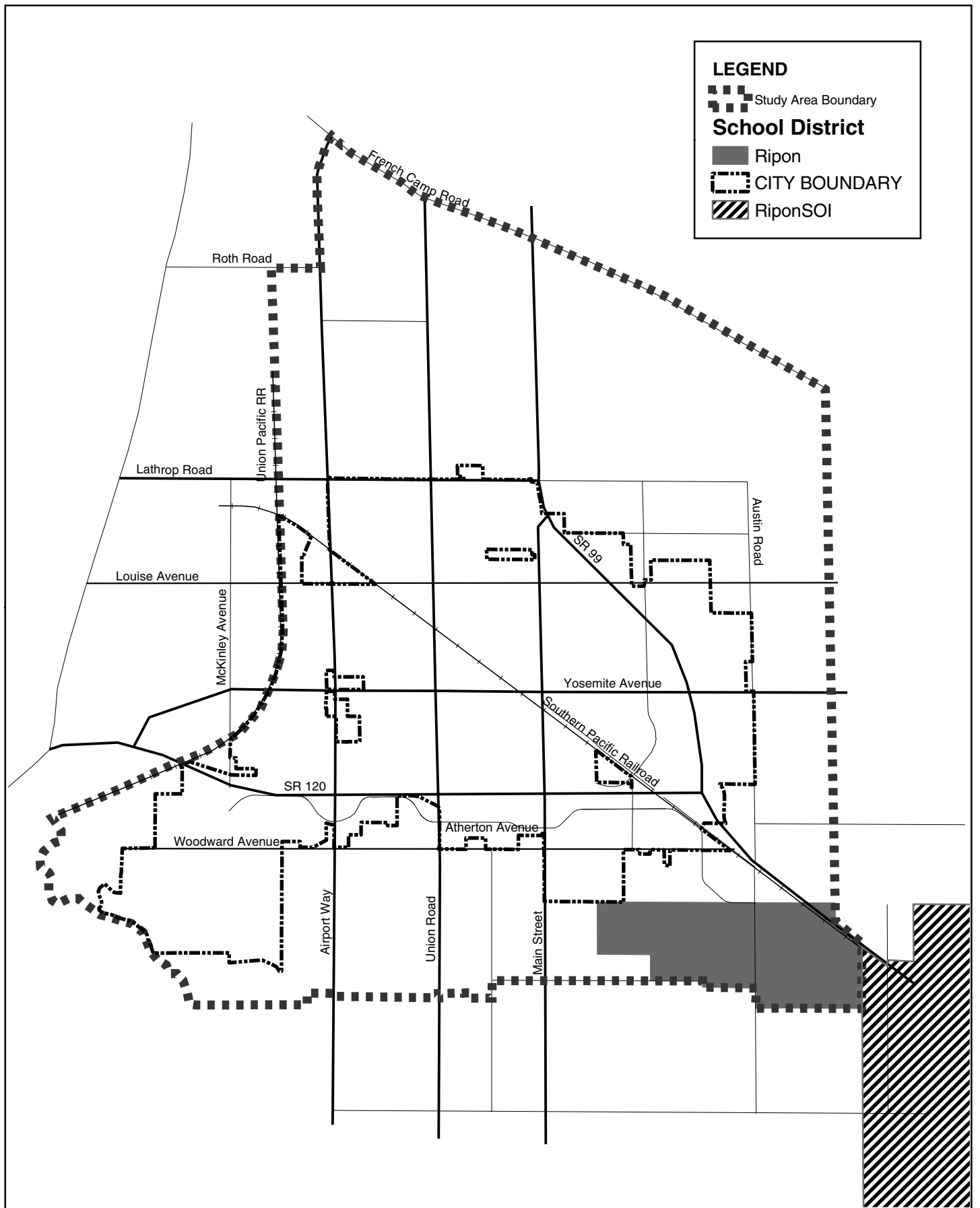
The SJMSCP is a 50-year plan (2001-2051) that provides compensation for the conversion of open space to non-open space uses that affect the plant, fish, and wildlife species covered by the Plan. The Plan also includes some compensation to offset the impacts of open space conversions on non-wildlife related resources such as recreation, agriculture, scenic values, and other beneficial open space. The Plan proposes preserves that contain habitat for many species, not just the targeted species.



**LEGEND**

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

Manteca General Plan



Manteca General Plan

The SJMSCP conservation strategy relies on minimizing, mitigating, and avoiding impacts for the covered species. These strategies may directly influence land use by establishing preserve areas that would preclude future development or by constraining the potential land use. The specific features of the SJMSCP that apply to the Manteca General Plan Study Area are more fully described in Section ~~6.1.2~~ ~~4.1.2~~ of this EIR.

### **11.2.8 California Farmland Mapping and Monitoring Program (FMMP)**

The FMMP establishes criteria and mapping for prime farmland, unique farmland, and farmlands of statewide importance. The California Environmental Quality Act (CEQA) requires that these farmland designations be considered in the environmental analysis and consequently, may affect the General Plan land use. The FMMP is discussed in detail in Section 4.1.1 of this EIR.

### **11.2.9 Delta Protection Act of 1992**

The southwest corner of the General Plan Study Area is within the “Secondary Zone” defined in the Resource Management Plan required in the California Delta Protection Act of 1992. As stated in the act the “basic goals of the state for the delta are the following:

- (a) Protect, maintain, and, where possible, enhance and restore the overall quality of the delta environment, including, but not limited to, agriculture, wildlife habitat, and recreational activities.
- (b) Assure orderly, balanced conservation and development of delta land resources.
- (c) Improve flood protection by structural and nonstructural means to ensure an increased level of public health and safety.

"Secondary zone" means all the delta land and water area within the boundaries of the delta not included within the primary zone, subject to the land use authority of local government, and that includes the land and water areas as shown on the map titled "Delta Protection Zones" on file with the State Lands Commission. (Section 29731)

However, this division does not confer any permitting authority upon the commission or require any local government to conform their general plan, or land use entitlement decisions, to the resource management plan, except with regard to lands within the primary zone. The resource management plan does not preempt local government general plans for lands within the secondary zone. (Section 29764)

## **11.3 IMPACT EVALUATION CRITERIA**

The General Plan would have a significant adverse impact on the environment if development would:

- Physically divide an existing community.
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning, ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
- Conflict with any applicable habitat conservation plan or natural community conservation plan.
- The proposed land use would create conflicts with established land uses.

## 11.4 IMPACTS AND MITIGATION

### 11.4.1 Summary of Proposed General Plan Land Use

Table 11-2 summarizes the General Plan 2023 Land Use.

**Table 11-2**  
**General Plan 2023 Land Use**

	<b>Proposed Developable Land Use</b>	<b>Existing Urbanized Land Use</b>	<b>Total 2023 Land Use</b>
<b>LAND USE</b>	<b>Acres</b>	<b>Acres</b>	<b>Acres</b>
AG Agriculture	3960.0		3960.0
GC General Commercial	518.0	154	672.0
NC 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
<b>Total</b>	<b>12302.1</b>	<b>5342.7</b>	<b>17644.8</b>

## Proposed Land Use Designations

The General Plan amends the existing land use designations in the 1988 General Plan by increasing the densities permitted in each residential category, and by providing new designations. Commercial Mixed Use (CMU) is added to provide a flexible designation suited to small retail and service commercial uses combined with office, and residential uses. One purpose of this designation is to provide pedestrian destinations within neighborhoods.

## Organization of Land Uses

The General Plan 2023 directs land use in a pattern that maintains the historic commercial core of Manteca as the geographic center of development. Figure 11-1 shows that the pattern of planned development in the Primary Urban Service Boundary corresponds to concentric circles at one-mile intervals radiating out from the historic core.

**POTENTIAL IMPACT LU-1: Proposed land use would divide an existing community.**

**Level of Significance: Less Than Significant**

Manteca has grown outward from the historic core of the city. Continued urbanization as planned would continue this expansion and would seek to reinforce the historic concentric growth pattern focused on the geographic center of the city. Such expansion would not interfere with any adjacent community. However, the planned urbanization of Manteca would overlap the Ripon Unified School District boundary near Austin Road and Sedan Avenue, as shown in Figure 11-5. This area is currently undeveloped, but is contiguous to the Ripon community.

The Land Use Element (Section 2) of General Plan 2023 establishes specific policies (P) for addressing the potential annexation of an adjacent area.

- LU-P-9            The City will consider applications for annexations that:
- are contiguous with city boundaries and provide for a logical expansion of the city;
  - create clear and reasonable boundaries;
  - ensure the provision of adequate municipal services;
  - reflect a long-term fiscal balance to the city and its residents, when reviewed cumulatively with other annexations;
  - are consistent with State law and San Joaquin County Local Agency Formation Commission standards; and
  - are consistent with the General Plan.

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

**POTENTIAL IMPACT LU-2:**      **The proposed General Plan 2023 would conflict with any applicable land use plan, policy, or regulation of any agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect.**

**Level of Significance:**      **Less Than Significant**

The General Plan 2023 proposes urbanization of land that is currently unincorporated territory of San Joaquin County and is subject to the San Joaquin County General Plan and Zoning Ordinance. The County General Plan designates much of the area surrounding Manteca as Agriculture. Approximately 15,700 acres, or 60 percent of the General Plan Study Area, is in the unincorporated area of San Joaquin County. However, the General Plan 2023 does not propose to urbanize the entire Study Area. The Primary Urban Service Area would affect 4,221 acres outside of the existing City of Manteca Boundary.

The area planned for urbanization is substantially within or contiguous to the Manteca Sphere of Influence and is therefore designated for urban use. The procedures and standards for annexation of unincorporated areas are established by the San Joaquin County Local Agency Formation Commission. The General Plan 2023 policies LU-P-5, LU-P-6, LU-P-7, and LU-P-9 establish the City policies for proceeding with annexations that would convert the current County land use designations to City of Manteca land use designations.

The General Plan 2023 proposes land uses that differ from the 1988 General Plan and the Manteca South Area Plan. It is the purpose of the General Plan 2023 to update the 1988 General Plan and the South Area Plan. Therefore, although different land use policies and a new land use map will apply, the General Plan 2023 does not conflict with existing plans.

**POTENTIAL IMPACT LU-3:**      **The proposed General Plan 2023 would conflict with any applicable habitat conservation plan or natural community conservation plan.**

**Level of Significance: Less Than Significant**

The San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSCP) identifies the location of sensitive species habitat within the General Plan Study Area, (refer to General Plan Figure 6-1), and establishes the procedures for compensating for the loss of such habitat. Through the compensation methods described in Section 6 of this EIR, the development of such habitat is allowed.

**POTENTIAL IMPACT LU-4: The proposed General Plan 2023 would create conflicts between incompatible land uses.**

**Level of Significance: Potentially Significant**

The General Plan 2023 Land Use Map creates a potential land use conflict with the location of residential use adjacent to the Lovelace Solid Waste Transfer Station on Lovelace Road. The City of Manteca depends on the Waste Transfer Station to process all solid waste collections. Complaints from residents regarding normal operations of the Waste Transfer Station could lead to calls for closure of the facility, with a substantial loss in public investment and environmental impacts resulting from trash hauling to another location.

**Mitigation Measure:**

**LU-4.1** The General Plan 2023 Public Facilities Element (Section 6) ~~of the General Plan 2023~~ provides the following policy (P) for reducing conflicts between residential use and the Lovelace Solid Waste Transfer Station.

PF-P-31 The City shall deny any residential or institutional uses within one half-mile of the Lovelace Transfer Station that would constrain or limit its continuation.

The City shall respond negatively to any County referral for proposed residential or institutional use within one half-mile of the Lovelace Transfer Station that would constrain or limit its continuation.

~~**LU-4.2** Before adoption of the General Plan 2023, the Land Use Map would be revised to remove any land uses that would constrain or limit the continued use of the Lovelace Transfer Station.~~

**Residual Level of Significance: Less than Significant With Mitigation**

The level of significance will be mitigated to less than significant if the above policies and measures are implemented to maintain a buffer between residential uses and the Lovelace Transfer Station.